

CITY OF OAKLAND
COUNCIL AGENDA REPORT 2003 OCT -2 PM 1:47

TO: Office of the City Manager
ATTN: Deborah Edgerly, Interim City Manager
FROM: Public Works Agency
DATE: October 14, 2003

**RE: RESOLUTION AUTHORIZING THE CITY OF OAKLAND TO
INSTALL BICYCLE LANES ON MACARTHUR BOULEVARD
BETWEEN PARK BOULEVARD AND LAKESHORE AVENUE,
BY RECONFIGURING THE TRAVEL LANES**

SUMMARY

A resolution has been prepared for Council that authorizes the installation of bicycle lanes on MacArthur Boulevard between Park Boulevard and Lakeshore Avenue. The proposed improvements in general will include reconfiguration of the travel lanes from four to three where feasible to improve both pedestrian and bicycle safety. The reconfigured lanes consist of two general travel lanes, a center two-way left-turn lane, and a combined bicycle lane and wide outer lane in opposing directions to improve bicycle access. In addition, a Class III connecting route (signed, not striped) will be installed from MacArthur Boulevard on Beacon and Boden Streets to complete the westbound bicycling connection to Lakeshore Avenue. (See Attachment **A**: Project Map).

This project is consistent with the following City Council Budget Priorities:

- **Make Oakland a Safe City** by improving perception of safety
- **Improve Oakland Neighborhoods** by improving traffic/bike/pedestrian safety
- **Inspire Creativity and Civic Engagement** by fostering collaboration with and among community-based organizations and City departments to enhance community ownership and participation.

FISCAL IMPACTS

Approval of this project is requested in order to add bike lanes on MacArthur Boulevard as part of the annual street resurfacing contract (Project C17180). Adequate funding was secured to cover design, project management, construction inspection and other related costs.

The funding sources are: 1) Transportation Development Act (TDA); and 2) Transportation Fund for Clean Air (TFCA), appropriated as follows:

<i>Funding Source</i>	<i>Amount</i>	<i>Organization</i>	<i>Project #</i>
FY 01-02 TDA (2162)	\$55,000	30246	G217410
FY 02-03 TFCA (2166)	\$150,000	30246	G217420

BACKGROUND

MacArthur Boulevard is identified as a special study corridor in the City's Bicycle Master Plan. The current segment was prioritized because of intense community lobbying to include it as part of the upcoming street resurfacing project. Public Works staff participated in two community meetings to discuss this project. The local residents, the East Bay Bicycle Coalition and the City's Bicycle Pedestrian Advisory Committee demonstrated strong consensus for this project.

The City retained the services of Dowling Associates to conduct the MacArthur Boulevard Bikeway Feasibility Study (January 22, 2003). The feasibility study indicated that the lane reduction will have no significant impact on the travel time. The lane reconfiguration will maintain the level of service (LOS) and continue to carry traffic efficiently at all of the impacted intersections. The center turn lanes reduce the impact of the through travel lane reduction by providing the opportunity for vehicles to make left turns in both directions off MacArthur Boulevard. At the City's request, Dowling Associates, Inc., reviewed the feasibility study to confirm that no significant environmental impacts would result from the report's recommendations. (See Attachment B: Dowling Associates, Inc. letter dated September 24, 2003: MacArthur Boulevard Bikeway Feasibility Study Environmental Impacts).

The final design balances the needs of non-motorized and motorized travel by addressing access and safety, as well as mobility.

PROJECT DESCRIPTION

The project reduces travel lanes from four to three, reconfigured as two general travel lanes with a center two-way left turn lane and one-way bicycle lanes, as follows:

1. From Lakeshore Avenue to Capell Street: Resurface roadway and restripe to provide one travel lane per direction, a center two-way turn lane and a Class II bicycle lane in the Eastbound direction.
2. From Capell Street to Alma Avenue: Resurface roadway and restripe to provide one travel lane per direction, a center two-way turn lane and a Class II bicycle lane in the Westbound direction.
3. From Alma Avenue to Park Boulevard: Eastbound - Resurface roadway and maintain current roadway configuration (two travel lanes). Westbound - Resurface roadway and restripe to provide one travel lane and a Class II bicycle lane.

Because of width constraints, the bicycle lane will be installed on the uphill direction, which is most helpful to cyclists, with a wide outer lane on the downhill direction. The overall bikeway project includes installing Class III bicycle route signs on Beacon and Boden Streets to complete the Westbound bikeway connection to Lakeshore Avenue. The project will not remove any on-street parking.

KEY ISSUES AND IMPACTS

Because MacArthur Boulevard has inconsistent street widths, it was identified as a special study corridor in the City's Bicycle Master Plan. It is a high priority corridor on the Alameda Countywide Bicycle Plan, because it provides access to a number of regional activity centers like Lake Merritt and Mills College.

The proposed segment improves access to Lake Merritt, the Grand Avenue and Lakeshore shopping districts, and nearby Casual Carpool, CarShare pod, and AC Transit connections at the Splash Pad Park, as well as to Oakland High School near Park Boulevard. It also begins to build the link with the Grand Avenue bicycle lanes, which provide access to the uptown financial center, as well as with Santa Clara Avenue bicycle lanes along the MacArthur corridor north of Lake Merritt. Bicycle lanes were installed between Lincoln Avenue and 35th Avenue in 2001. A pending application for bicycle lanes between Park Boulevard and Lincoln Avenue will close a critical gap east of Lake Merritt, providing continuous access from 35th Avenue to Lake Merritt.

In response to concerns from AC Transit, the bicycle lanes were dropped between Alma Avenue and Park Boulevard in front of Oakland High School (Eastbound), and the current two-lane configuration will be maintained. The lanes will be reconfigured in the Westbound direction only.

The City of San Leandro, following Oakland's lead, is considering a bicycle route on MacArthur Boulevard from Estudillo Avenue to the Oakland city limits. The proposed project connects with a major bicycling corridor in the Alameda County Bicycle Plan. When completed, this route will provide continuous access along the I-880 corridor through Alameda County.

This project takes advantage of a planned City resurfacing project on MacArthur Boulevard between Hilgirt Circle and Beacon Street. Coordinating the resurfacing projects to include bicycle facilities minimizes traffic disruption during construction and reduces the overall project costs.

SUSTAINABLE OPPORTUNITIES

Economic: By calming traffic and creating a more livable community, this project raises local property values.

Environmental: This project encourages residents to bicycle to work and to transit, which is less polluting and provides more sustainable transportation options.

Social Equity: This project provides greater accessibility and safety to persons who depend on non-motorized transportation and public transit to access jobs and services. By providing bicycle access to Lake Merritt, the project also encourages a broader population group to bicycle for recreation and healthy exercise.

DISABILITY AND SENIOR CITIZEN ACCESS

The lane reconfiguration improves visibility of pedestrians, including persons with disabilities and senior citizens. The bicycle lane can be used by wheelchair users to more safely access parked vehicles, and it provides a physical buffer from passing traffic.


RECOMMENDATIONS AND RATIONALE

Staff recommends that the City Council authorize installation of bicycle lanes on MacArthur Boulevard between Park Boulevard and Lakeshore Avenue. Approval will allow the City to complete this project in a timely manner.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve the resolution.

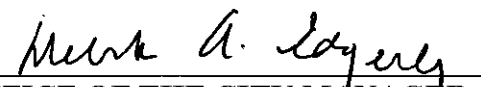
Respectfully submitted,


CLAUDETTE R. FORD
Director, Public Works Agency

Reviewed by:
Raul Godinez, P.E.
Assistant Director, Public Works Agency
Design & Construction Services

Prepared by:
Wladimir Wlassowsky, P.E.
Interim Transportation Services Manager







APPROVED AND FORWARDED TO THE
PUBLIC WORKS COMMITTEE

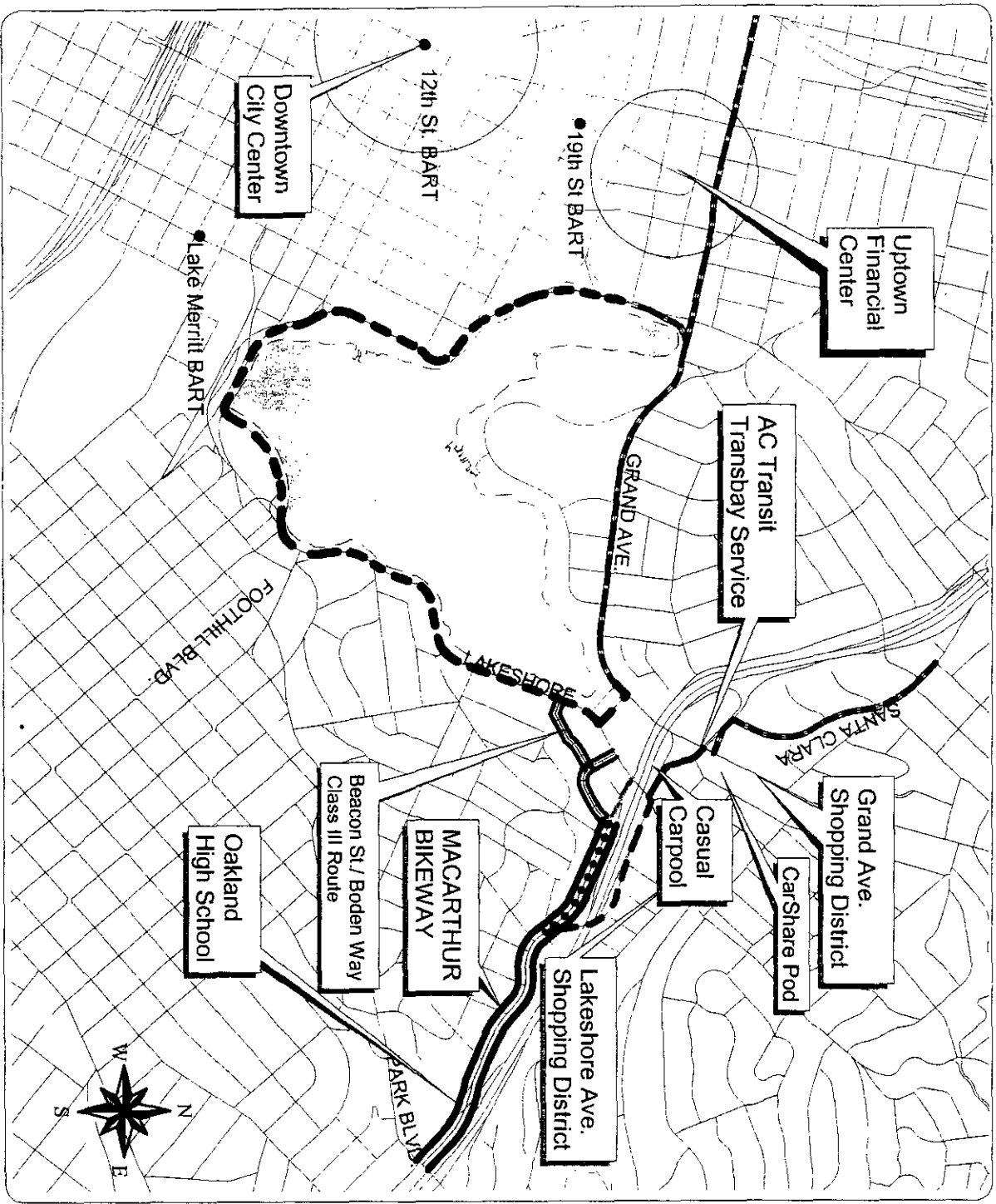

OFFICE OF THE CITY MANAGER

CITY OF OAKLAND MACARTHUR BLVD. COMMUTER BIKEWAY WITH CONNECTING ROUTES AND ACTIVITY CENTERS


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OCT 14 2003

LEGEND

<p>PROJECT AREA</p> <ul style="list-style-type: none">  MacArthur Blvd. Bikeway  Resurf. Proj. (Beacon/Hillgirt Circ.)  One-Way Bike Lane  Beacon St./ Boden Way Class III 	<p>CONNECTING ROUTES</p> <ul style="list-style-type: none">  Existing Class II Bikeways  Planned Class II Bikeways
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Dowling Associates, Inc.Transportation Engineering · Planning · Research · Education

September 24, 2003

Ms. Kathryn Hughes
City of Oakland
250 Frank Ogawa Plaza Suite 4314
Oakland, CA 94612

**SUBJECT: MacArthur Boulevard Bikeway Feasibility Study
Environmental Impacts**

P02083

Dear Ms. Hughes:

At your request we have reviewed the MacArthur Boulevard Bikeway Feasibility Study (Dowling Associates, January 22, 2003) to determine if the recommendations contained in the report would constitute significant environmental impacts. The scope of work for the study included a feasibility assessment of installing bike lanes on MacArthur Boulevard from Lakeshore Avenue to Park Boulevard. In the study, existing traffic conditions were assessed both with and without bike lanes – no analysis of cumulative conditions was performed.

The conclusion of our review is that, according to the City of Oakland's significance criteria, the project would have minor traffic impacts, but *no significant impacts*. Our study found that the recommended roadway modifications:

- Would not substantially impact access or traffic load or the capacity of the street system
- Would not substantially increase traffic hazards (safety for bikes would be improved)
- Would not fundamentally conflict with adopted policies, plans, or programs supporting alternative transportation (the project would support bikes as an alternative mode of transportation).

Our study did not specifically address whether the project would or would not "... cause a roadway segment on the Metropolitan Transportation System to operate unacceptably."

Not all of the City's significance criteria would apply to the proposed project. The project would not result in a change in air traffic patterns, affect emergency vehicle access as defined in the criteria, affect the parking capacity, generate transit ridership, or cause delays to commercial vessels.

Ms. Kathryn Hughes
September 24, 2003
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We trust this evaluation will help you move forward with the implementation of the MacArthur Bikeway project. Please call if you have questions or comments.

Sincerely,
Dowling Associates, Inc.



Mark A. Bowman, P.E.
Principal

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OCT 14 2003

Oakland Significance Criteria for Determining Transportation Impacts

The project would have a significant effect on the environment if it would:

- Cause an increase in traffic which is substantial in relation to the existing or future baseline traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume to capacity ratio on roads, or congestion at intersections), or change the condition of an existing street (i.e., street closures, changing direction of travel) in a manner that would substantially impact access or traffic load and capacity of the street system. Specifically, the project would:
 - Cause the existing or future baseline level of service (LOS)¹ to degrade to worse than LOS D (i.e., E) at a signalized intersection which is located outside the Downtown² area;
 - Cause the existing or future baseline LOS to degrade to worse than LOS E (i.e., F) at a signalized intersection which is located within the Downtown area;
 - Cause the total intersection average vehicle delay to increase by four (4) or more seconds, or degrade to worse than LOS E (i.e., F) at a signalized intersection outside the Downtown area where the existing or future baseline level of service is LOS E;
 - Cause an increase in the average delay for any of the critical movements of six (6) seconds or more, or degrade to worse than LOS E (i.e., F) at a signalized intersection for all areas where the existing or future baseline level of service is LOS E;
 - At a signalized intersection for all areas where the existing or future baseline level of service is LOS F, cause:
 - (a) The total intersection average vehicle delay to increase by two (2) or more seconds,
 - (b) An increase in average delay for any of the critical movements of four (4) seconds or more, or
 - (c) The volume-to-capacity ("V/C") ratio exceeds three (3) percent (but only if the delay values cannot be measured accurately);

¹ LOS and delay are based on the "1997" *Highway Capacity Manual*, Transportation Research Board, National Research Council, 1998.

² Downtown is defined in the Land Use Transportation Element of the General Plan (page 67) as the area generally bounded by West Grand Avenue to the north, Lake Merritt and Channel Park to the east, the Oakland Estuary to the south and I-980/Brush Street to the west.

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- Add ten (10) or more vehicles and after project completion satisfy the Caltrans peak hour volume warrant at an unsignalized intersection for all areas;
 - Make a considerable contribution to cumulative impacts (a project's contribution to cumulative impacts is considered "considerable" when the project contributes five (5) percent or more of the cumulative traffic increase as measured by the difference between existing and cumulative [with project] conditions).
 - Cause a roadway segment on the Metropolitan Transportation System to operate at LOS F or increase the V/C ratio by more than three (3) percent for a roadway segment that would operate at LOS F without the project³;
 - Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks;
 - Substantially increase traffic hazards to motor vehicles, bicycles, or pedestrians due to a design feature (e.g., sharp curves or dangerous intersections) that does not comply with Caltrans design standards or incompatible uses (e.g., farm equipment);
 - Result in less than two emergency access routes for streets exceeding 1000 feet in length;
 - Result in inadequate parking capacity - specifically, result in a parking demand (both project-generated and project-displaced) that would not be met by the project's proposed parking supply or by the existing parking supply within a reasonable walking distance of the project site. Project-displaced parking results from the project's removal of standard on-street parking and legally required off-street parking (non-public parking which is legally required);
 - Fundamentally conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks);
 - Generate added transit ridership that would:
 - Increase the average ridership on AC Transit lines by three (3) percent where the average load factor with the project in place would exceed 125 percent over a peak thirty minute period;
 - Increase the peak hour average ridership on BART by three (3) percent where the passenger volume would exceed the standing capacity of BART trains;
 - Increase the peak hour average ridership at a BART station by three (3) percent where average waiting time at fare gates would exceed one minute; or

³ LOS and delay are based on the *Highway Capacity Manual*, Transportation Research Board, National Research Council, 1985, as required by the Alameda County CMA.

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- Cause unreasonable delays to commercial vessels plying their trade.

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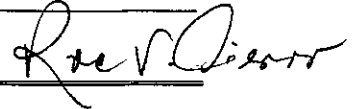
OAKLAND CITY COUNCIL

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2003 OCT -2 PM 1:47
C. M. S.

Resolution No. _____

INTRODUCED BY COUNCILMEMBER _____



RESOLUTION AUTHORIZING THE CITY OF OAKLAND TO INSTALL BICYCLE LANES ON MACARTHUR BOULEVARD BETWEEN PARK BOULEVARD AND LAKESHORE AVENUE, BY RECONFIGURING THE TRAVEL LANES

WHEREAS, the City of Oakland accepted and appropriated \$55,000 in Fiscal Year 2001-02 Transportation Development Act (TDA Article 3) funds and \$150,000 in 2002-03 Transportation for Clean Air (TFCA) funds to design and construct bicycle lanes on MacArthur Boulevard between Park Boulevard and Lakeshore Avenue; and

WHEREAS, approval of this project will allow the City to install Class II (striped and signed) and Class III (signed, not striped) bicycle facilities as part of an annual street resurfacing project, thereby minimizing traffic disruption and project costs; and

WHEREAS, this project offers a sustainable opportunity to reduce air pollution by encouraging residents living east of Lake Merritt to bicycle to work, carpool, car share, and access transit connections; and

WHEREAS, the construction of bicycle lanes on MacArthur Boulevard is consistent with the City of Oakland's General Plan and the Alameda County Bicycle Plan, offering both local and regional bicycle connectivity; and

WHEREAS, the Class II and Class III bicycle facilities to be constructed on MacArthur Boulevard between Park Boulevard and Lakeshore Avenue are Categorically Exempt pursuant to Section 15301(c), Class 1 Categorical Exemption (Existing Facilities) for minor alteration to an existing road or highway involving no expansion of use; and

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WHEREAS, the City conducted a study, a summary of which is included as Attachment "B" to the staff report, reviewing the potential impacts of the proposed action and determined that the project would have no significant environmental effects; now, therefore be it

RESOLVED: That the City Council authorizes the installation of a combined Class II bicycle lane and a wide outer lane in opposing directions on MacArthur Boulevard between Park Boulevard and Lakeshore Avenue, by reconfiguring the travel lanes from four to three, consisting of a through lane in each direction and a center two-way left-turn without on street parking removal.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 2003

PASSED BY THE FOLLOWING VOTE:

AYES- BRUNNER, CHANG, BROOKS, NADEL, REID, QUAN, WAN
AND PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

CEDA FLOYD
City Clerk and Clerk of the Council
of the City of Oakland, California

a
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