



Office of the City Manager

21PUBLIC HEARING

December 3, 2019

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Phillip L. Harrington, Director, Department of Public Works

Subject: Milvia Bikeway Project Conceptual Design

RECOMMENDATION

Conduct a public hearing and upon conclusion, adopt a Resolution approving the conceptual design of the Milvia Bikeway Project, including installation of a protected bikeway and the removal or modification of traffic lanes and on-street parking, and specified changes from two-way to one-way traffic operations, as necessary, and directing the City Manager to direct staff to proceed with the detailed engineering design of the project.

FISCAL IMPACTS OF RECOMMENDATION

The recommendation has no fiscal impacts.

CURRENT SITUATION AND ITS EFFECTS

The Milvia Bikeway project proposes to improve safety and access for people walking, biking, and driving on Milvia Street between Hearst Avenue and Blake Street. Project objectives are to improve safety for everyone traveling along Milvia Street; provide a more comfortable bicycling and walking experience for people of all ages and abilities; improve connectivity and accessibility to encourage bicycling and walking trips; and maintain and support the economic vitality of the corridor. To achieve these goals, the project proposes to build a protected bikeway – a bicycle lane physically protected from motor vehicle traffic – that includes customer parking for downtown businesses, and improvements to commercial and passenger loading and pedestrian crossing safety.

Traffic, Parking, and Commercial and Passenger Loading Zones

The preferred design alternative changes certain blocks from two-way vehicle traffic to one-way vehicle traffic, to make space for a continuous protected bikeway on either side of the street, while retaining parking in key locations. Milvia Street would be one-way southbound for drivers between University Avenue and Center Street and between Channing Way and Dwight Way; and one-way northbound for drivers between University and Hearst Avenues. The project proposes a southbound fire lane between Berkeley Way and University Avenue to preserve emergency access and circulation for Berkeley Fire Department Station Number 2, located on Berkeley Way between Milvia Street and Shattuck Avenue. Vehicle traffic would remain two-way between Dwight Way

and Blake Street to preserve emergency access to and circulation around Sutter Urgent Care and Alta Bates Summit Medical Center, for Berkeley Fire Department Station Number 5, located on Shattuck Avenue between Carleton Street and Derby Street. Vehicle traffic between Center Street and Channing Way would remain unchanged. According to a traffic study performed by engineering firm Fehr and Peers, one-way southbound traffic on Milvia between University Avenue and Center Street would cause drivers currently travelling northbound on Milvia to divert to Martin Luther King Jr. Way and Shattuck Avenue. As a result, drivers would experience increased delay on the northbound approach to the intersection of Martin Luther King Jr. Way and University Avenue. To address this increased delay, the project proposes to lengthen the northbound left turn lane at the intersection of Martin Luther King Jr. Way and University Avenue and to monitor the post-project operations for future traffic changes as necessary. Similarly, traffic diversion resulting from changes from two-way to one-way northbound vehicle operations on Milvia will result in additional delay for drivers travelling southbound on Shattuck Avenue approaching the intersection of University Avenue and Shattuck Avenue. City traffic engineering staff anticipate that improvements as part of the Shattuck Reconfiguration Project may address this. If not, signal retiming will be considered at this intersection.

The proposed project would remove approximately 66 of 135 existing parking spaces along Milvia Street, and relocate yellow commercial loading zones, white passenger loading zones, and blue zone disabled parking spaces. These zones and spaces will remain on Milvia Street or will be moved to adjacent side street locations, around the corner from the existing location whenever possible. Public Works Transportation Division staff have worked closely with the City's Disability Services Coordinator and consulted with the Berkeley Commission on Disability to develop a conceptual design that ensures continued parking accessibility as part of the new bikeway design. City staff have also consulted with the Downtown Business Association and local merchants to better understand merchants' needs for commercial loading and customer parking. While overall parking supply on Milvia Street is reduced, the proposed design improves commercial loading and increases customer parking in crucial areas such as on the west side of the block between University Avenue and Addison Street. Additionally, completion of the 720 space Center Street Garage in 2018 increased parking supply in the area by 280 spaces. City staff have worked with Berkeley High School and the Safe Routes to School program to better understand the circulation needs around the school campus. As a result, the design includes a new passenger boarding island along the Milvia Street frontage of Berkeley High School, to alleviate the existing conflicts between the bike lane and student pick-up/drop-off activities in the morning and afternoon.

Public Engagement

In 2015, the City partnered with Bike East Bay to present a day-long protected bikeway demonstration using temporary traffic control materials on Milvia Street between Center Street and Allston Way. Since then, City staff and consultants have conducted three

“pop-up” tabling events in September 2018; two Public Open Houses, in January 2019 and in October 2019; met with the Downtown Business Association and local merchant stakeholders in October 2019; reviewed the design with the Berkeley Fire Department; and presented the project to the Berkeley Commission on Disability. On October 17, 2019, City staff presented the conceptual design to the Berkeley Transportation Commission, which voted unanimously to recommended approval of the conceptual design by the Berkeley City Council.

Per the requirements of the California Environmental Quality Act, as revised by Assembly Bill 2245, a traffic study and public hearing must be held to consider impacts of the proposed bikeway prior to removal of traffic lanes. Staff anticipates that the Milvia Bikeway Project will next return to the Berkeley City Council for authorization of the award of the detailed engineering design contract in the first half of 2020, and for the authorization of the construction contract in early 2021.

Milvia Bikeway Project Timeline

- Conceptual Design, Preliminary Engineering, Public Outreach, and Environmental Review June 2018 to December 2019
- Detailed Engineering Design January 2020 to October 2020
- Advertise project & award construction contract November 2020 to April 2021
- Construction May 2021 to January 2022

BACKGROUND

Milvia Street through Downtown Berkeley has the highest volume of people riding bicycles as well as the highest number of bicycle-involved collisions of any bikeway street in Berkeley. During the busy bicycling month of September, over 500 people on bicycles pass through the intersection of Milvia and Channing during the 2-hour PM peak period.¹ Preliminary Vision Zero crash data analysis shows that Milvia Street through Downtown Berkeley is a High Injury Street for people riding bicycles. The 2017 Berkeley Bicycle Plan calls for installation of a protected bikeway on Milvia Street between Hearst Avenue and Blake Street. The Milvia Bikeway Project is a Strategic Plan Priority Project, advancing our goals to provide state-of-the-art, well-maintained infrastructure, amenities, and facilities, as well as addressing climate change and protecting the environment.

Project Budget

The Milvia Bikeway Project has an estimated total cost of \$3,360,000. Funds for the completed preliminary engineering conceptual design and environmental phase of the project were provided by a grant from the Alameda County Transportation Commission

¹ City of Berkeley Annual Bicycle Counts, 2000-2018; California Highway Patrol Statewide Integrated Traffic Records System (SWITRS); 2008-2018

(Fund 307 \$350,000) and from the Alameda County Measure BB Bicycle and Pedestrian Program (Fund 135 \$45,000). Funds for the upcoming detailed engineering design and construction phases of the project are provided by a California Affordable Housing and Sustainable Communities (AHSC) Infrastructure pass-through grant via BRIDGE Housing in connection with the Berkeley Way HOPE Center project (Resolution NO. 68,730-N.S.; Revenue Contract #4190005; \$2,815,000) and from the Alameda County Measure BB Bicycle and Pedestrian Program (Fund 135 \$150,000). A breakdown of these funds follows.

Project Funding – Completed Phase

Preliminary Engineering & Conceptual Design,	
Environmental Clearance	\$395,000
Total Funding for Completed Phase	\$395,000

Project Funding – Remaining Phases

Detailed Engineering Design	\$ 360,000
Construction	\$2,344,500
Contingency (10% of Construction Cost)	\$ 260,500
Total Funding for Remaining Phases	\$2,965,000

ENVIRONMENTAL SUSTAINABILITY

Installation of a protected bikeway on Milvia Street is anticipated to increase the number of bicyclists, which is consistent with the 2009 Berkeley Climate Action Plan Policy 5.a that calls for expanding and improving Berkeley’s bicycle and pedestrian infrastructure. The Plan sets targets of reducing transportation emissions 33% below year 2000 levels by 2020, and 80% below year 2000 levels by 2050. The Plan further states that transportation modes such as public transit, walking, and bicycling must become the primary means of fulfilling the City’s mobility needs in order to meet these targets.

RATIONALE FOR RECOMMENDATION

This project will close a gap in the City’s Low-Stress Bikeway Network by creating a protected bikeway on the City’s busiest bikeway street. Demand for bicycle travel in this area is extremely high due to the proximity of the University of California campus, Berkeley City College, Berkeley High School, and downtown businesses, employers, and transit services. Approval of the conceptual design will keep the project on schedule for detailed engineering design and advertising for construction bids in 2020, followed by construction of the project in 2021. In order to draw down \$13,517,642 in State Affordable Housing and Sustainable Communities funding for the Berkeley Way affordable housing project at 2012 Berkeley Way, the Milvia Bikeway Project Conceptual Design must be approved by the City Council in early December 2019. This would allow both projects to move forward.

ALTERNATIVE ACTIONS CONSIDERED

Council could opt not to approve the conceptual design for the project at this time, and instead defer the item to a future Council agenda. This decision would delay the subsequent detailed engineering design and construction phases of the project. Project delays would endanger the delivery of not only this project, but also the Berkeley Way HOPE project, as both projects are funded by the same AHSC grant.

CONTACT PERSON

Farid Javandel, Transportation Manager, Public Works (510) 981-7010

Beth Thomas, Principal Planner, Public Works (510) 981-7068

Eric Anderson, Senior Planner, Public Works (510) 981-7062

Attachments:

- 1: Resolution
- 2: Public Hearing Notice
- 3: Milvia Bikeway Project Conceptual Design

RESOLUTION NO. ##,###-N.S.

MILVIA BIKEWAY PROJECT CONCEPTUAL DESIGN

WHEREAS, there is a gap in the City of Berkeley low-stress bikeway network on Milvia Street between Hearst Avenue and Blake Street; and

WHEREAS, the City of Berkeley Bicycle Plan recommends installation of a protected bikeway on the segment of Milvia Street between Hearst Avenue and Blake Street; and

WHEREAS, Milvia Street through Downtown Berkeley has the highest volume of people riding bicycles as well as the highest number of bicycle-involved collisions of any bikeway street in Berkeley; and

WHEREAS, promoting bicycling as a form of transportation supports the goals of the Berkeley Climate Action Plan and Berkeley Strategic Plan; and

WHEREAS, bicycling is an environmentally beneficial form of transportation that may also lead to improved public health outcomes; and

WHEREAS, preliminary Vision Zero crash data analysis shows that Milvia Street through Downtown Berkeley is a High-Injury Street for people riding bicycles; and

WHEREAS, the Milvia Bikeway Project has an estimated total cost of \$3,360,000, comprised of a preliminary engineering, conceptual design and environmental phase in 2019; a detailed engineering design phase in 2020; and a construction phase in 2021; and

WHEREAS, approval of the Milvia Bikeway Project allows the City of Berkeley to remain on track to receive nearly \$20 million in State funding for transit and affordable housing;

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Manager is authorized to direct staff to proceed with the detailed engineering design of the Milvia Bikeway Project, based on the preliminary engineering and conceptual design of the project, including installation of a protected bikeway and the removal of traffic lanes and on-street parking, and changes from two-way to one-way traffic operations, as necessary.

NOTICE OF PUBLIC HEARING BERKELEY CITY COUNCIL

MILVIA BIKEWAY CONCEPTUAL DESIGN

The Department of Public Works is proposing to complete detailed engineering design of a protected bikeway, including the removal of traffic lanes and on-street parking, and changes from two-way to one-way traffic operations, where necessary.

The hearing will be held on **December 3, 2019** at 6:00 p.m. in the School District Board Room, 1231 Addison Street.

A copy of the agenda material for this hearing will be available on the City's website at www.CityofBerkeley.info as of **November 21, 2019**.

For further information, please contact Farid Javandel, Transportation Division Manager, at 510-981-7061.

Written comments should be mailed or delivered directly to the City Clerk, 2180 Milvia Street, Berkeley, CA 94704, in order to ensure delivery to all Councilmembers and inclusion in the agenda packet.

Communications to the Berkeley City Council are public record and will become part of the City's electronic records, which are accessible through the City's website. **Please note: e-mail addresses, names, addresses, and other contact information are not required, but if included in any communication to the City Council, will become part of the public record.** If you do not want your e-mail address or any other contact information to be made public, you may deliver communications via U.S. Postal Service or in person to the City Clerk. If you do not want your contact information included in the public record, please do not include that information in your communication. Please contact the City Clerk at 981-6900 or clerk@cityofberkeley.info for further information.

Published: November 22, 2019

Public Resources Code Section 21080.20.5 requires the holding of a public hearing in areas affected by the restriping of streets and highways for bicycle lanes in order to hear and respond to public comments. Publication of the notice shall be no fewer times than required by Section 6061 of the Government Code, by the public agency in a newspaper of general circulation in the area affected by the proposed project. If more than one area will be affected, the notice shall be published in the newspaper of largest circulation from among the newspapers of general circulation in those areas. Section 6061 of the Government Code requires the publication of the notice one time.

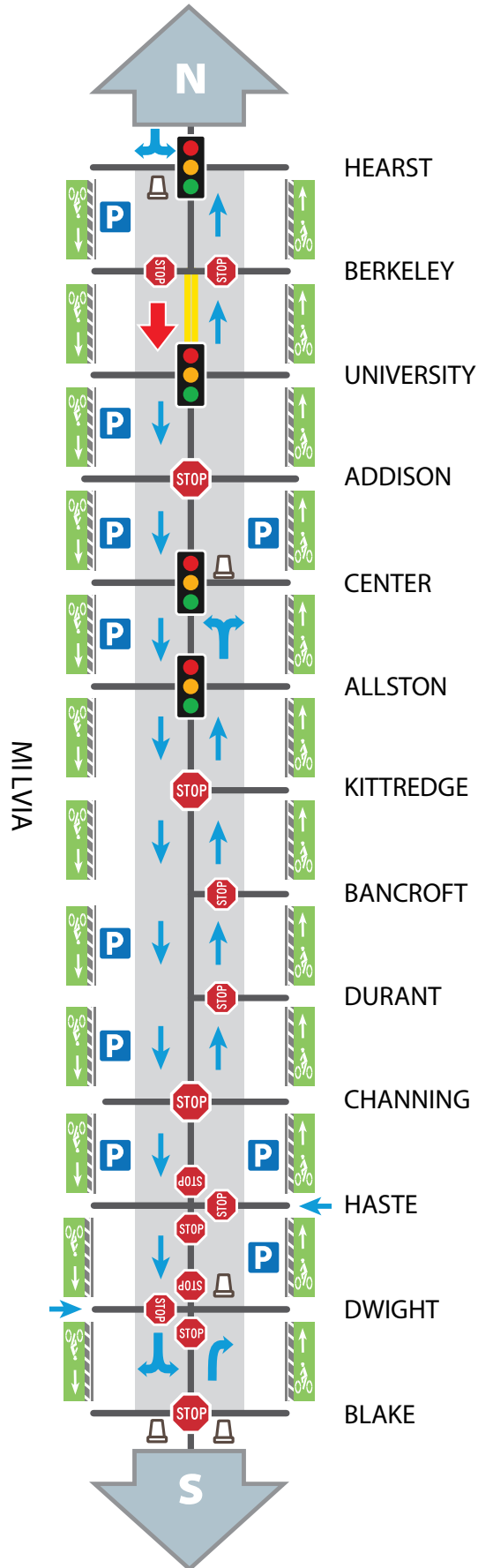
December 3, 2019

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I hereby certify that the Notice for this Public Hearing of the Berkeley City Council was posted at the display case located near the walkway in front of the Maudelle Shirek Building, 2134 Martin Luther King Jr. Way, as well as on the City's website, on November 21, 2019.

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Mark Numainville, City Clerk

# Milvia Bikeway Project Conceptual Design



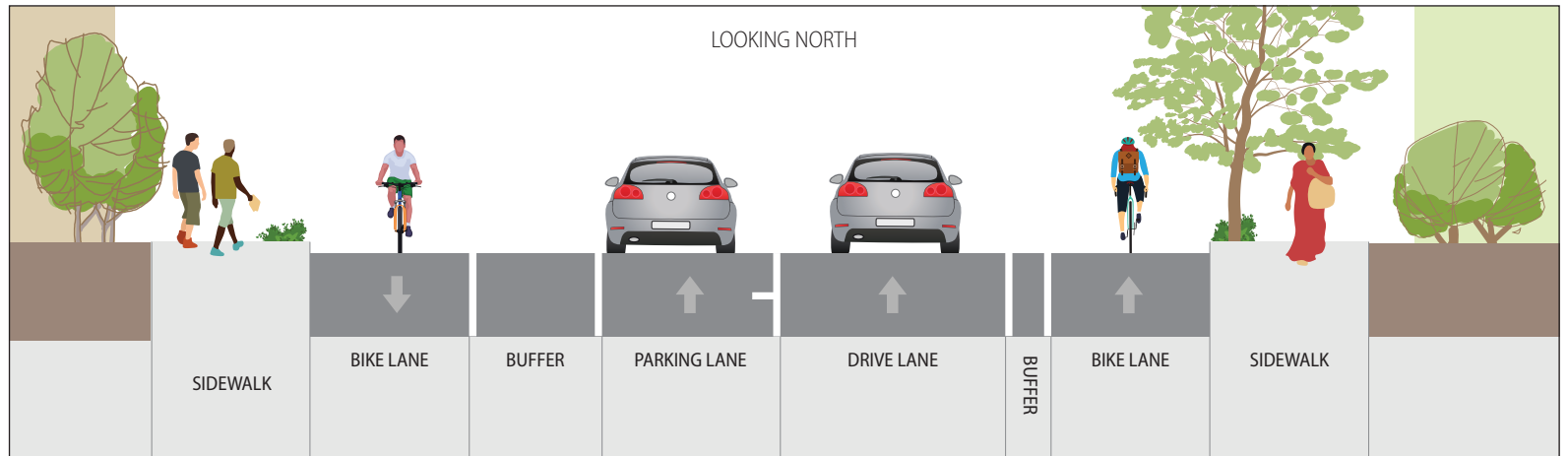
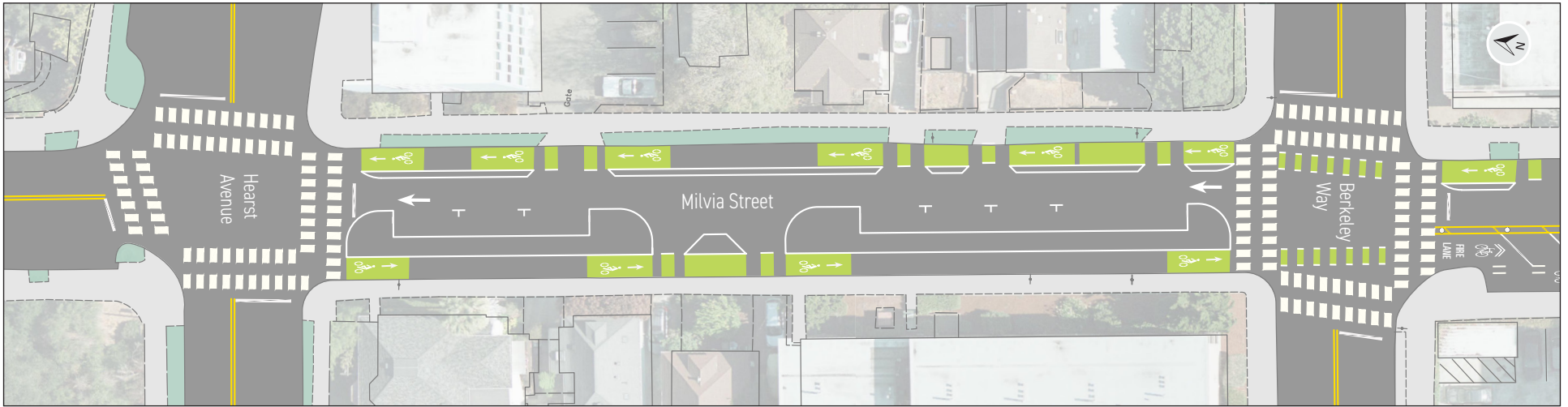
**LEGEND**

- Protected Bikeway
- On-street Parking
- Traffic Diversion
- Stop Sign
- Traffic Signal
- Vehicle Traffic Flow
- Fire Lane

# Milvia Bikeway Project Conceptual Design

## Hearst Avenue to Berkeley Way:

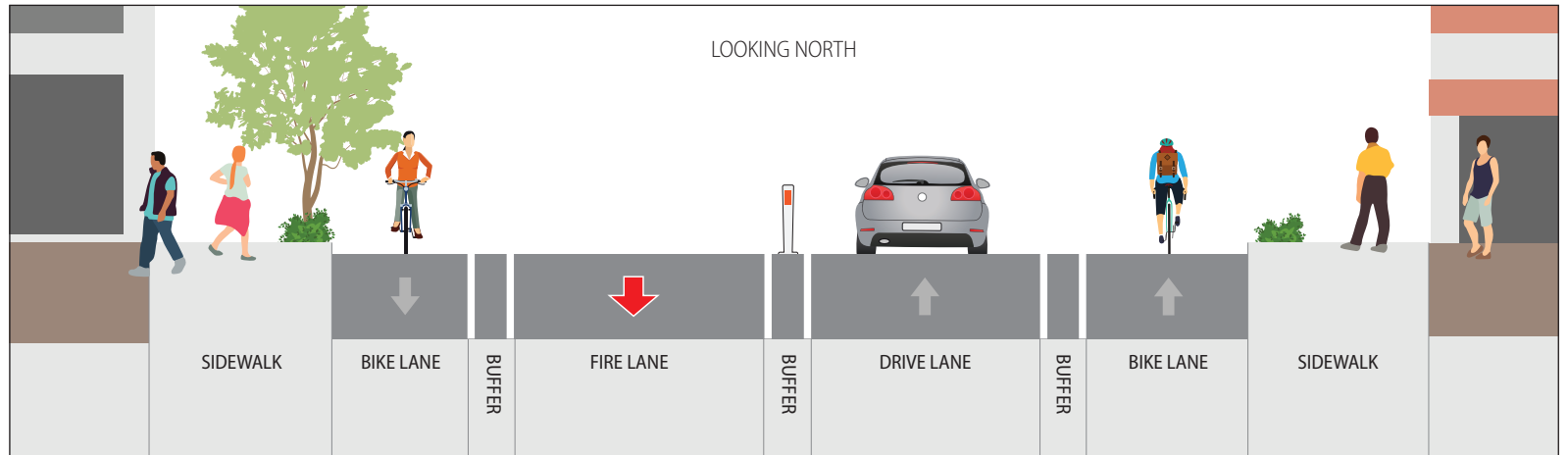
### One-Way Cycle Tracks with One-Way Vehicle Traffic (Northbound)



# Milvia Bikeway Project Conceptual Design

## Berkeley Way to University Avenue:

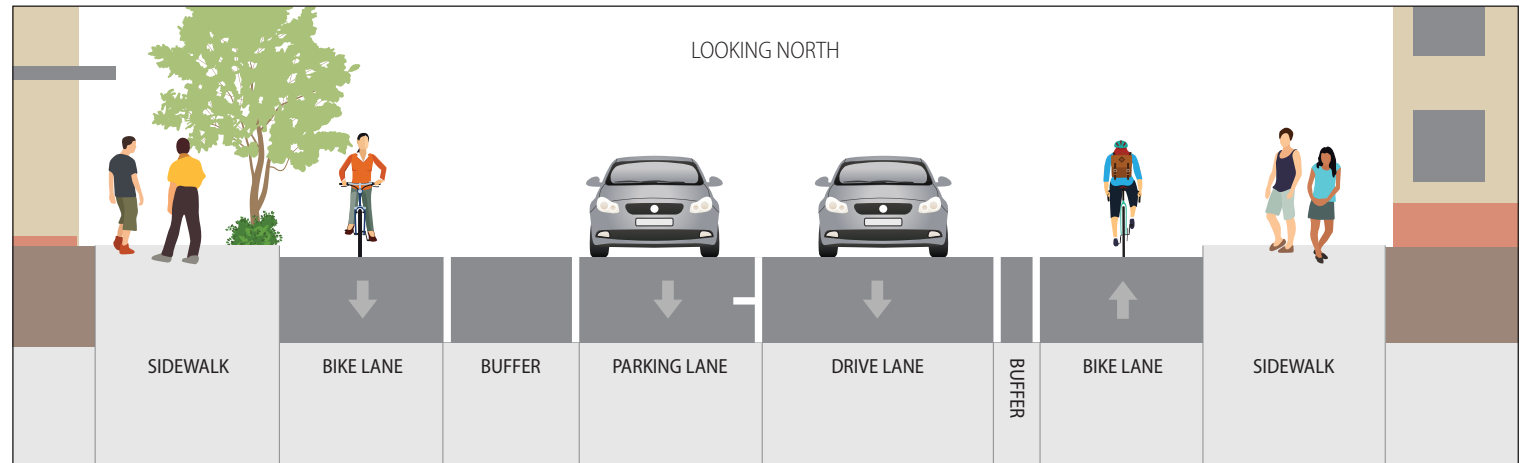
### One-Way Cycle Tracks with One-Way Vehicle Traffic (Northbound)



# Milvia Bikeway Project Conceptual Design

## University Avenue to Addison Street:

### One-Way Cycle Tracks with One-Way Vehicle Traffic (Southbound)

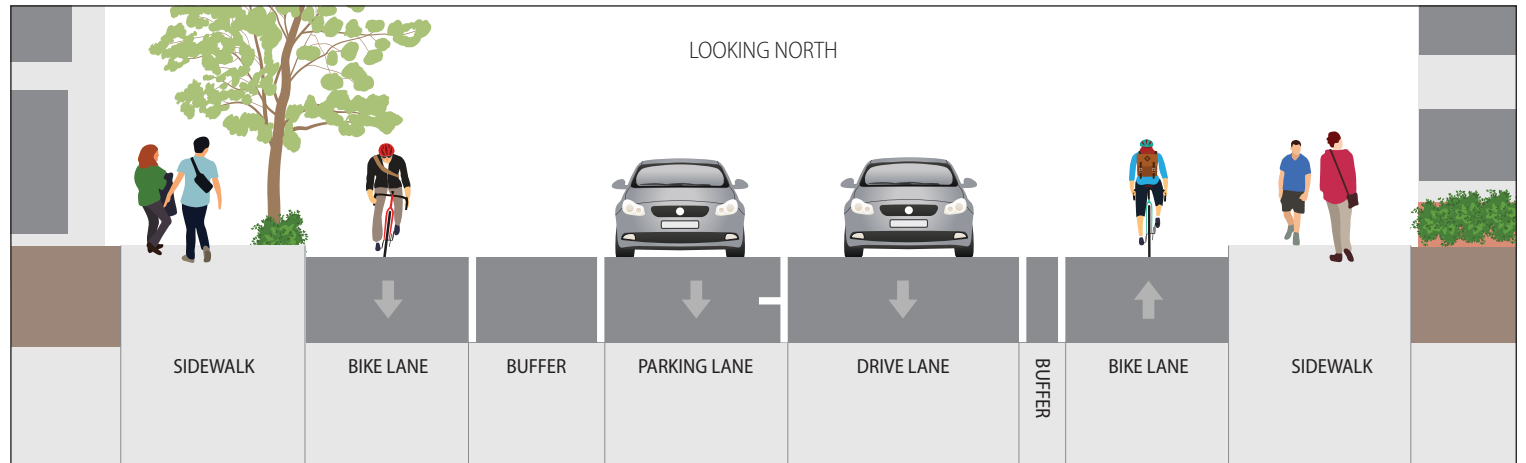




# Milvia Bikeway Project Conceptual Design

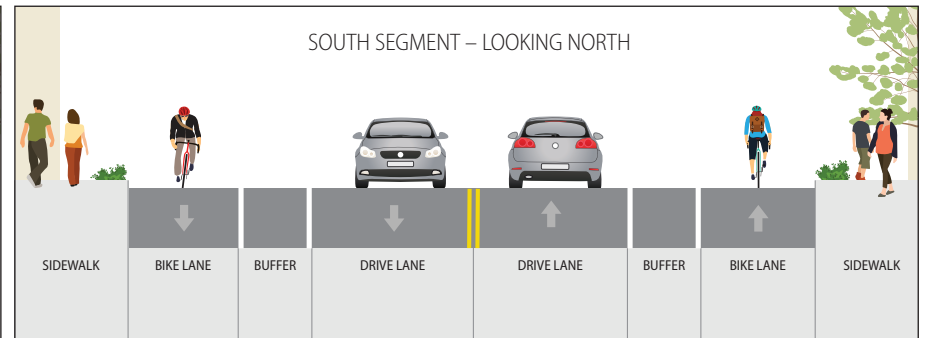
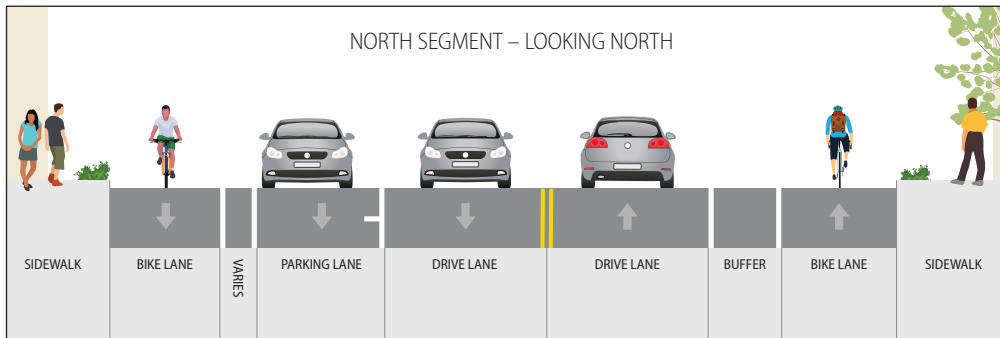
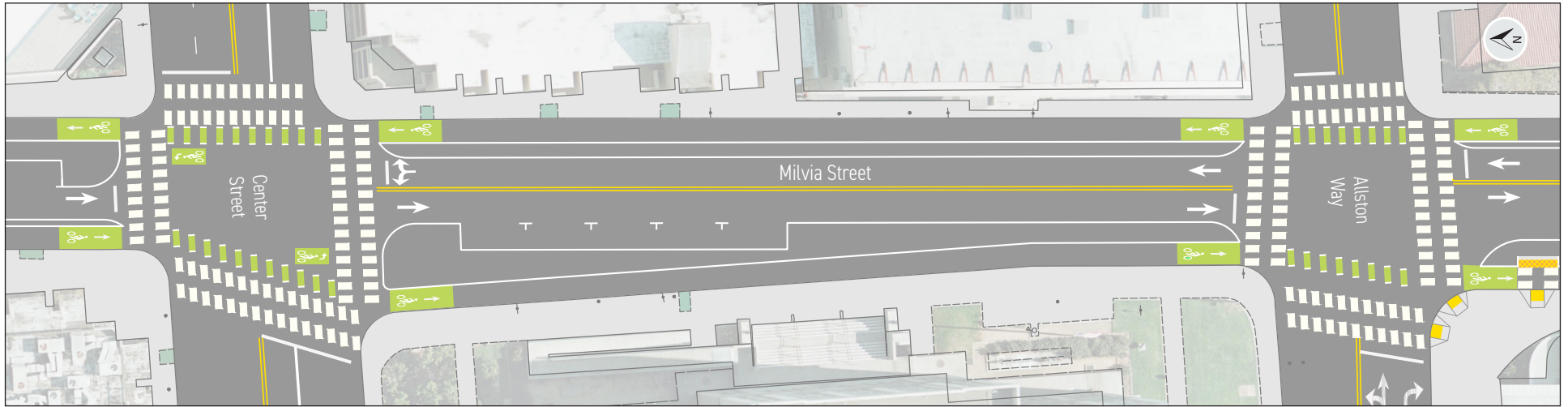
## Addison Street to Center Street:

### One-Way Cycle Tracks with One-Way Vehicle Traffic (Southbound)



# Milvia Bikeway Project Conceptual Design

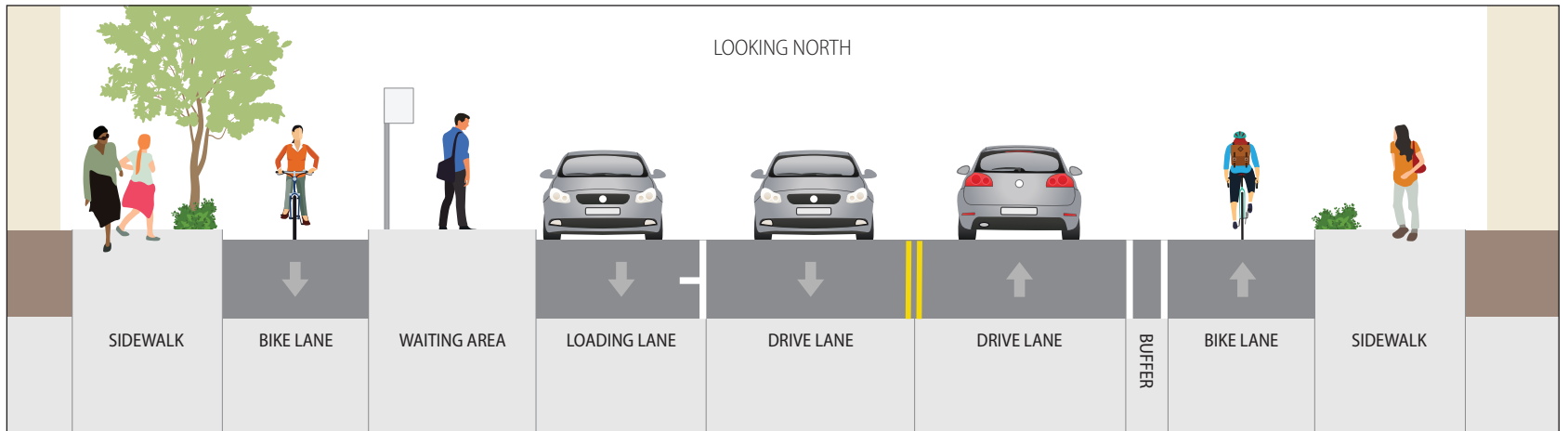
## Center Street to Allston Way: One-Way Cycle Tracks with Two-Way Vehicle Traffic



# Milvia Bikeway Project Conceptual Design

## Allston Way to Kittredge Street:

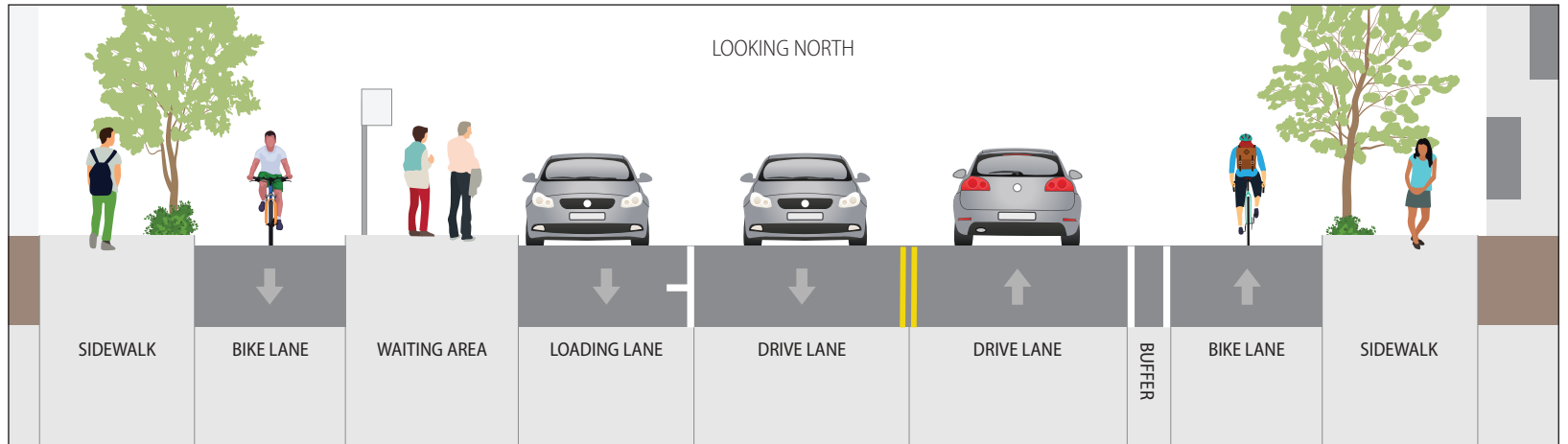
### One-Way Cycle Tracks with Two-Way Vehicle Traffic



# Milvia Bikeway Project Conceptual Design

## Kittredge Street to Bancroft Way:

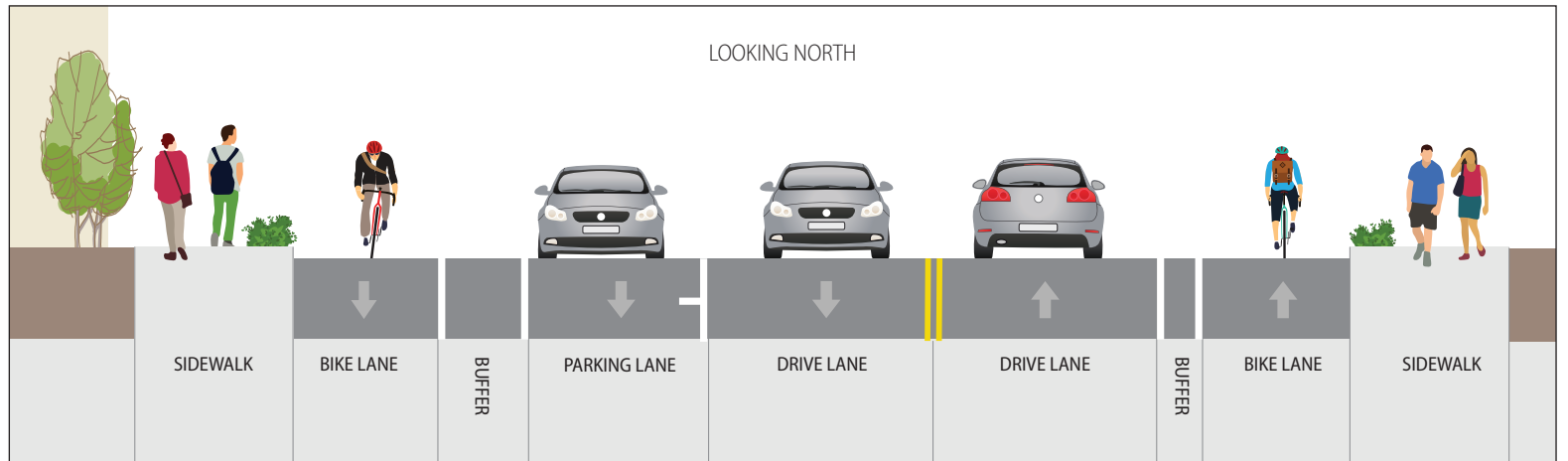
### One-Way Cycle Tracks with Two-Way Vehicle Traffic



# Milvia Bikeway Project Conceptual Design

## Bancroft Way to Durant Avenue:

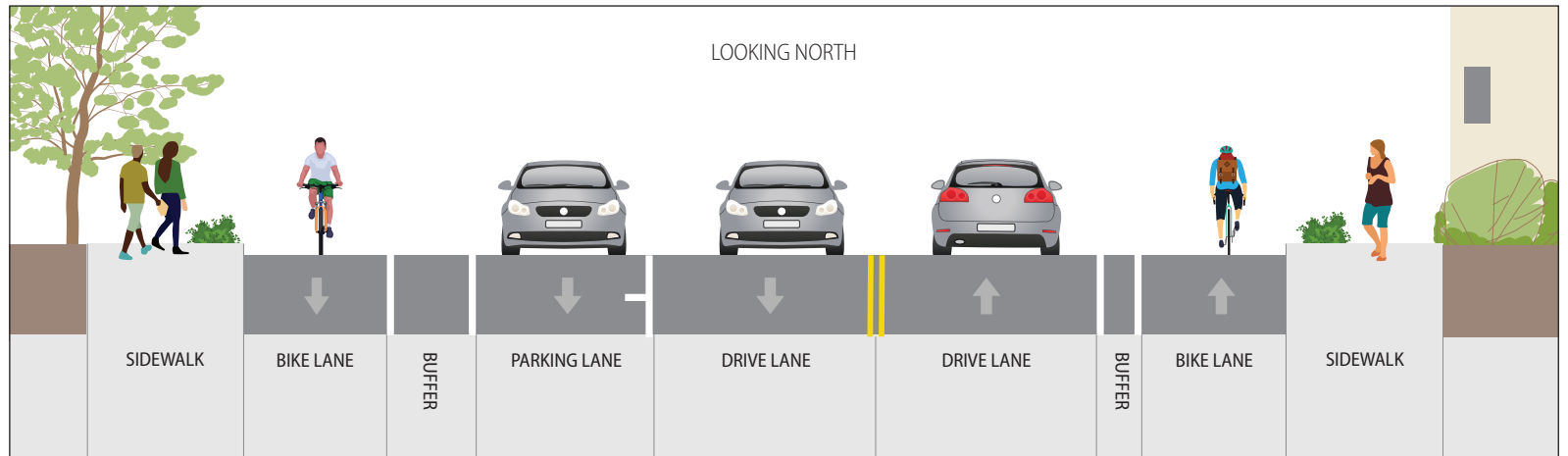
### One-Way Cycle Tracks with Two-Way Vehicle Traffic



# Milvia Bikeway Project Conceptual Design

## Durant Avenue to Channing Way:

### One-Way Cycle Tracks with Two-Way Vehicle Traffic

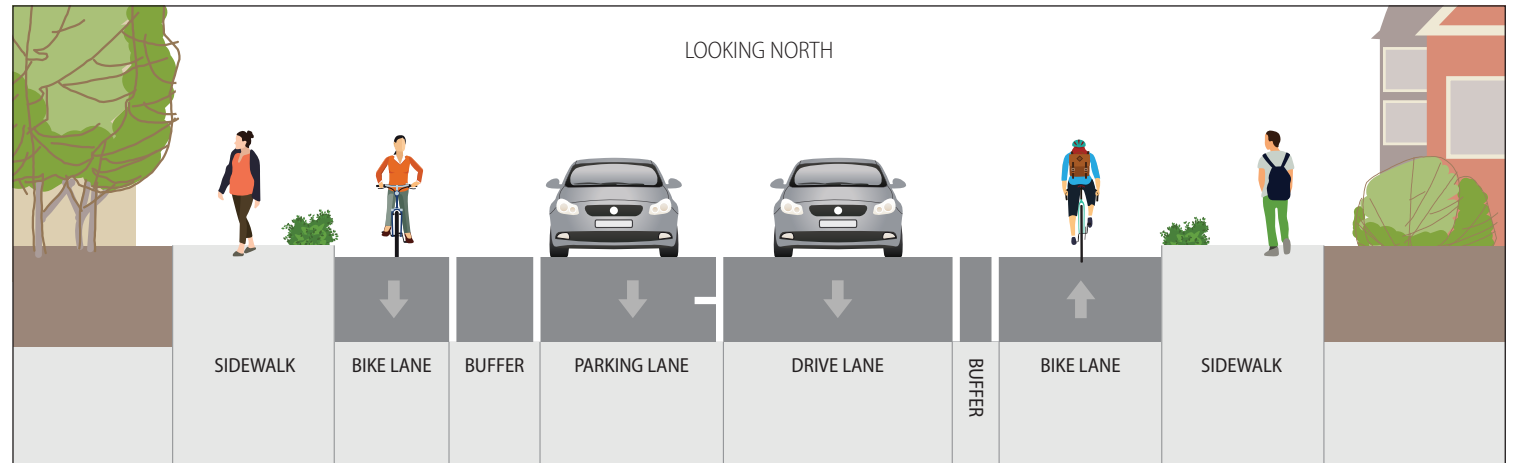
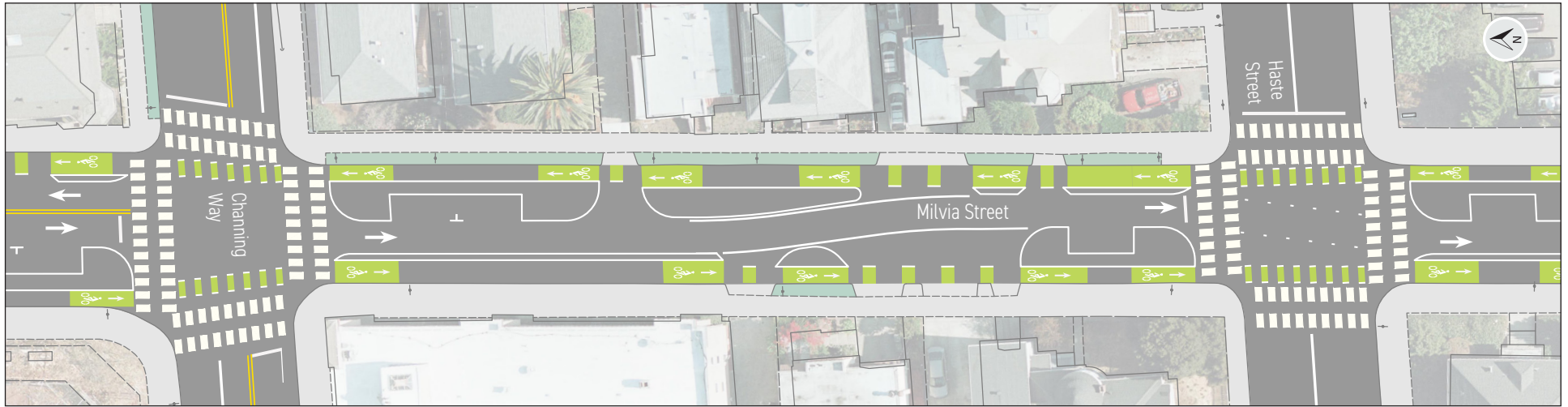




# Milvia Bikeway Project Conceptual Design

## Channing Way to Haste Street:

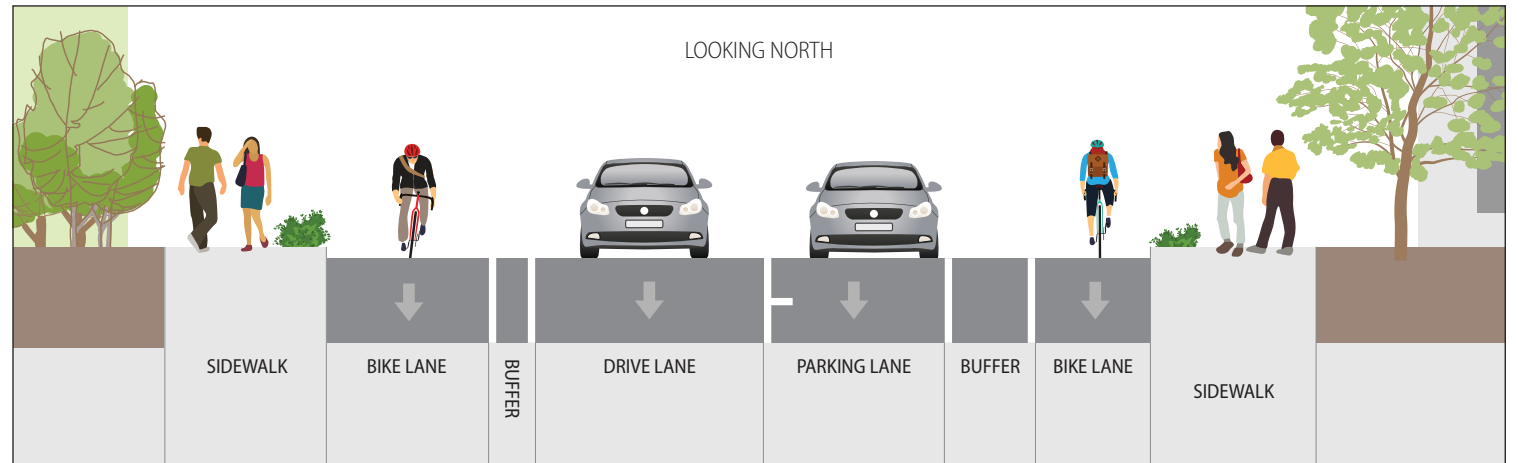
### One-Way Cycle Tracks with One-Way Vehicle Traffic (Southbound)



# Milvia Bikeway Project Conceptual Design

## Haste Street to Dwight Way:

### One-Way Cycle Tracks with One-Way Vehicle Traffic (Southbound)





# Milvia Bikeway Project Conceptual Design

## Dwight Way to Blake Street:

### One-Way Cycle Tracks with Two-Way Vehicle Traffic

