



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

**FROM:** Ryan Russo  
Director, Oakland Department  
of Transportation

**SUBJECT:** Resolution to Accept and Appropriate  
Alameda County Transportation  
Commission (ACTC) 2022 CIP Funds

**DATE:** October 4, 2021

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City Administrator Approval 

Date: Oct 19, 2021

## **RECOMMENDATION**

### **Staff Recommends That City Council Adopt:**

- 1) A Resolution Authorizing The City Administrator To Accept And Appropriate Eight (8) Alameda County Transportation Commission Grants Totaling Three Million Nine Hundred Twenty-One Thousand Dollars (\$3,921,000) To Implement The West Oakland Transit Improvements Project, Lincoln Elementary Safe Routes to School Project, Broadway Shuttle Operations, East 12<sup>th</sup> Street Bike Lanes, East Bay Greenway Segment II, 14th Street Complete Streets, and Oakland Traffic Management Center Upgrade; And**
- 2) Allocate One Million Six Hundred Eighty-Seven Thousand Six Hundred Sixty-Six Dollars (\$1,687,666) In Measure B/BB And Measure KK Funds As The Required City Local Match; And**
- 3) Adopt Appropriate California Environmental Quality Act (CEQA) Findings.**

## **EXECUTIVE SUMMARY**

In July 2021, the City was awarded funds administered by the Alameda County Transportation Commission (ACTC) under the Safe Routes to School Mini-Grant Program, the 2022 Comprehensive Investment Plan (CIP) Discretionary Program, and the Transportation Fund for Clean Air (TFCA) program. Approval of this resolution will allow the City to accept and appropriate \$3,921,000 in grant funding, representing approximately fourteen percent of total project costs for the implementation of seven projects. Local match funds will be allocated from a combination of Measure B/BB Funds and Measure KK Infrastructure Bond Funds.

## **BACKGROUND / LEGISLATIVE HISTORY**

The ACTC has programming and allocation authority for regional and local transportation funding programs such as Measure B, Measure BB, Measure F Vehicle Registration Fee, the TFCA County Program Manager Fund, and the Safe Routes to School Mini-Grant Program. ACTC consolidates the programming and allocation for fund sources which are under ACTC's purview into a single document, the Comprehensive Investment Plan (CIP). This document, adopted every two years, has a five-year programming horizon and a two-year funding horizon.

In June 2020, the Department of Transportation (OakDOT) submitted two grant proposals under the TFCA program and was awarded funds totaling \$402,000 for: (1) Broadway Shuttle Operations (\$187,000); and (2) East 12<sup>th</sup> Street Bike Lanes (\$215,000).

In January and March 2021, OakDOT submitted a grant proposal under the 2022 ACTC CIP discretionary call for projects and the Safe Routes to School Mini-Grant Program, respectively. OakDOT was notified in July 2021 that the City received funding approval for \$1,612,000 in 2022 ACTC CIP Discretionary Program funding, with a total local match requirement of \$512,666, for: (1) East Bay Greenway Segment II (\$350,000); (2) 14<sup>th</sup> Street Complete Streets (\$155,000); (3) Oakland Traffic Management Center Upgrade (\$375,000); and (4) Broadway Shuttle Operations (\$330,000).

The City also received funding approval for \$2,309,000 in Safe Routes to School Mini-Grant Program funding, with a local match requirement of \$1,175,000 for: (1) West Oakland Transit Improvements (\$1,924,000); and (2) Lincoln Elementary Safe Routes to School (\$385,000).

Implementation of these projects requires that the City Council accept the ACTC grants and commit funds for required local match.

## **ANALYSIS AND POLICY ALTERNATIVES**

In total, the City has been recommended for allocation of four ACTC CIP grants, two TFCA awards, and two Safe Routes to School Mini-Grant awards, totaling \$3,921,000 in grant funding. This funding will support the implementation of the following seven projects that promote equitable and safe transportation:

### **(1) West Oakland Transit Improvements**

This project involves two components both designed to reduce barriers to transit. The first component improves transit access by upgrading up to fourteen bus stops in West Oakland (see **Attachment A**). The bus stop upgrades will address substandard sidewalks, improve American Disability Act (ADA) compliance at bus stops, and enhance street crossings. Additionally, the project will improve transit operations at stops by adding red curb markings to allow buses to pull flush with the curb and installing bus boarding islands or bus bulbs to accommodate in-lane bus stops. The scope of work also includes the removal of one railroad crossing at Poplar Street and 14th Street as part of the repaving of Poplar Street. Removing this section of inactive track will significantly improve speed, reliability, and reduce vehicle idling in

West Oakland. The second component of the project includes an institutional transit pass planning and pilot program. AC Transit currently offers an institutional pass program – EasyPass – for members of a residential community, employees in a company, or college students. This grant will provide AC Transit and OakDOT with funds to identify a potential EasyPass administrator, along with sufficient residential buildings and/or employers to participate. AC Transit will work with the administrator to contract for EasyPasses to be offered and distributed through an up to two-year pilot program. Participants would save up to \$2.75 per one-way trip or about \$200 a month for the equivalent pass.

## **(2) Lincoln Elementary Safe Routes to School**

This project would design and construct improvements in the vicinity of Lincoln Elementary School, including curb extensions and high-visibility crosswalks at the intersections of 11<sup>th</sup> Street\Harrison Street, 10<sup>th</sup> Street\Jackson Street, and 11<sup>th</sup> Street\Jackson Street. The intersection of 10<sup>th</sup> Street/Harrison Street will be improved with curb extensions, and a loading zone will be added to the school frontage (see **Attachment B**). These improvements will provide numerous safety benefits, including shortened crossing distances, increased visibility between people walking and driving, and decreased vehicle turning speeds which can reduce both the likelihood of collisions and the severity of collisions that do occur.

## **(3) Broadway Shuttle Operations**

The free Broadway Shuttle strengthens connections between major transit hubs and Oakland's downtown and waterfront destinations (see **Attachment C**). By connecting Amtrak, Capitol Corridor, BART and the San Francisco Bay Ferry to office buildings, shops, social services and afterschool programs, the Broadway Shuttle eliminates over 800 tons of CO2 auto emissions and nearly three million vehicle miles traveled (VMT) annually, according to City of Oakland passenger surveys and the Bay Area Air Quality Management District. While Broadway Shuttle operations are currently suspended (as of March 2020) due to the COVID-19 pandemic, this funding will provide critical support to the shuttle once operations resume.

## **(4) East 12<sup>th</sup> Street Bike Lanes**

This project will install a bikeway on East 12<sup>th</sup> Street between 35<sup>th</sup> and 54<sup>th</sup> Avenue and a two-way Class 4 protected bike lane between 40<sup>th</sup> and 44<sup>th</sup> Avenue (see **Attachment D**). The project will result in a continuous bikeway in the International Blvd corridor from downtown Oakland, through East Oakland and provide a direct connection to Fruitvale BART.

## **(5) East Bay Greenway Segment II**

This project will construct the second segment of the East Bay Greenway (see **Attachment E**), a 16-mile linear park and multi-use trail envisioned and sponsored by ACTC. To date, only one segment – along San Leandro Street between 75<sup>th</sup> and 85<sup>th</sup> Avenue – has been completed. Implementation of Segment II will include a protected multi-use pathway on San Leandro Street from Seminary Avenue to 69<sup>th</sup> Avenue, including street trees, railing, and crossing

improvements, along with bike lanes between 69th and 75th avenues to connect the second segment with the completed first segment. Per the City's Geographic Equity Tool and other external indices, this project is located in a highest priority neighborhood, Priority Development Area, Transit Priority Area, and Community of Concern.

#### **(6) 14<sup>th</sup> Street Complete Streets**

This project will transform the connection on 14<sup>th</sup> Street between West Oakland (Brush Street) and Downtown (Oak Street) by reducing travel lanes from four (4) to two (2), adding Class IV protected bicycle lanes between street parking spaces and the sidewalk, and improving pedestrian facilities through bulb-outs, marked crossings, retimed signals, storm drain rain gardens, and transit islands (see **Attachment F**). Per the City's Geographic Equity Tool and other external indices, this project is in a high priority neighborhood, Priority Development Area, Transit Priority Area, and Community of Concern.

#### **(7) Oakland Traffic Management Center Upgrade**

This project will evaluate and upgrade the existing Oakland Traffic Management Center for better traffic signal coordination within the City and will install a new server with more computing capability that can run upgraded applications. There will also be a replacement of network switches and installation of security software to assist with system management and maintenance. The project would connect the traffic signal coordination and management system for traffic signals in the Tempo BRT Corridor and for other TSP-equipped bus lines operating in the City of Oakland into the Traffic Management Center.

The seven named projects above will enhance the reliability of transit, improve the response time of emergency vehicles, reduce the costs of transit passes, implement high-quality pedestrian and bicycle infrastructure, and reduce the travel time and improve the safety of all road users, thus advancing the following Citywide priorities: (1) **holistic community safety**; (2) **vibrant, sustainable infrastructure**; (3) **housing, economic and cultural security**.

### **FISCAL IMPACT**

Adoption of the proposed resolution will allow \$3,921,000 of ACTC CIP grant funds to be deposited and appropriated as follows:

- West Oakland Transit Improvements: \$1,924,000 into ACTC Reimbursable Grants Fund (2214), Complete Streets Design Organization (35212), Project number to be determined
  - Local match of \$775,000 from Project 1003348, Funds 5332/5335
- Lincoln Elementary Safe Routes to School: \$385,000 into ACTC Reimbursable Grants Fund (2214), Neighborhood Traffic Safety Organization (35244), Project number to be determined
  - Local match of \$400,000 from Project 1003349, Funds 5332/5335

- Broadway Shuttle Operations: \$517,000 into ACTC Reimbursable Grants Fund (2214), Complete Streets Planning and Project Development Organization (35212); Project (1003831)
  - Local match of \$220,000:
    - \$135,000 from Project (1003831), Fund (2999)
    - \$85,000 from Project (1001512), Fund (2218)
- East 12<sup>th</sup> Street Bike Lanes: \$215,000 into ACTC Reimbursable Grants Fund (2214), Complete Streets Design Organization (35212), Project (1003980)
- East Bay Greenway Segment II: \$350,000 into ACTC Reimbursable Grants Fund (2214), Complete Streets Design Organization (35212), Project (1005033)
  - Local match of \$116,000 from Project 1003348, Funds 5332/5335
- 14<sup>th</sup> Street Complete Streets: \$155,000 into ACTC Reimbursable Grants Fund (2214), Complete Streets Design Organization (35212), Project (1003959)
  - Local match of \$51,666 from Project 1003348, Funds 5332/5335
- Oakland Traffic Management Center Upgrade: \$375,000 into ACTC Reimbursable Grants Fund (2214), Engineering Design: Streets and Structures Organization (92242), Project (1004820)
  - Local match of \$125,000 from Project 1004820, Fund 2211

Local match funds for West Oakland Transit Improvements, Lincoln Elementary Safe Routes to School, Broadway Shuttle Operations, East Bay Greenway Segment II, 14<sup>th</sup> Street Complete Streets, and Oakland Traffic Management Center Upgrade will be allocated from Measure KK Infrastructure Bond Fund and Measure B and BB Local Streets and Roads as specified above. While the E. 12<sup>th</sup> Street Bike Lanes project leverages local funds, local match for this project was not required as part of the 2022 CIP.

The totals of grant funding and local funding by project is shown below:

Project Titles	Total Project Cost	2022 ACTC CIP Funds	2022 ACTC CIP Required Local Match	Other ACTC Grant Funds (already allocated)
West Oakland Transit Improvements	\$2,699,000	\$1,924,000	\$775,000	\$0
Lincoln Elementary Safe Routes to School	\$785,000	\$385,000	\$400,000	\$0
Broadway Shuttle Operations	\$1,005,000	\$517,000	\$220,000	\$0
East 12th Street Bike Lanes	\$3,500,000	\$215,000	\$0	\$1,360,000
East Bay Greenway Segment II	\$5,740,000	\$350,000	\$116,000	\$1,000,000
14th Street Complete Streets	\$14,031,998	\$155,000	\$51,666	\$1,000,000
Oakland Traffic Management Center Upgrade	\$500,000	\$375,000	\$125,000	\$0
<b>Total</b>	<b>\$28,260,998</b>	<b>\$3,921,000</b>	<b>\$1,687,666</b>	<b>\$3,360,000</b>

For the capital improvements listed above, maintenance of signing and striping work is expected to be minimal and will not significantly increase maintenance costs. The projects will bring existing sidewalks into a state of good repair through comprehensive leveling/repair for ADA compliance and widening. Comprehensive repair will reduce maintenance costs in the long run by addressing potential issues with underground utility locations and tree root systems. The two projects with an operations component, Oakland Traffic Management Center Upgrade and Broadway Shuttle Operations, are not anticipated to increase maintenance costs.

The bus stop elements for the West Oakland Transit Improvements project will become part of the ongoing street and sidewalk maintenance program of the City of Oakland and will incur minimal ongoing costs once built. AC Transit is committed to maintaining service in West Oakland and the stops that are included in this proposal are on some of highest-ridership lines in the system. The EasyPass planning element of the scope will lay the foundation for finding a sustainable administrator and pool of participants for the EasyPass program, which may ultimately lead to ongoing low-cost annual transit passes for all eligible participants.

### **PUBLIC OUTREACH / INTEREST**

This West Oakland Transit Improvements project is a direct outgrowth of the West Oakland Community Action Plan (WOCAP), which included a substantial community outreach process and a unique governance structure composed of residents, government agency representatives, public health workers, community organizers, entrepreneurs, and local business representatives. The WOCAP Steering Committee, co-led by the West Oakland Environmental Indicators Project (WOEIP) and the Bay Area Air Quality Management District (BAAQMD), has held 15 meetings since the plan's kick-off in July 2018, and OakDOT regularly attends WOCAP meetings. OakDOT has been working closely with the WOCAP Steering Committee to implement WOCAP. In August 2020, OakDOT applied to the Sustainable Transportation Equity Project (STEP) for this and three other projects born out of the WOCAP planning process. This STEP application received extensive support from the community and partner agencies, including letters of support from AC Transit, Roosevelt Middle School, West Oakland Green Initiative, The Crucible, Port of Oakland, West Oakland Environmental Indicators Project, Bay Area Regional Collaborative, Bay Area Air Quality Management District, Oakland Parks and Recreation Foundation, City of Oakland Bicycle and Pedestrian Advisory Committee, City of Oakland Planning and Building Department, Alameda County Transportation Commission, and AC Transit. This project is also supported by the recommendations of the West Oakland Truck Management Plan, which was developed through a series of workshops that engaged the West Oakland Commerce Association/Biz Alert, West Oakland Community Advisory Group, West Oakland Community Collaborative, West Oakland Health Council, Truckers Work Group, Seaport Air Quality 2020 & Beyond Task Force. These groups represent key stakeholders and community members who have been historically underrepresented in planning processes. Further support for this project is documented in the City's 2017 pedestrian plan update, "Oakland Walks!" in which survey respondents and stakeholders highlighted the need for better access to transit and safer crossings, which this project will directly address.

The recommendations for Lincoln Elementary were developed in a walk audit that was held with school staff, parents, and staff from OakDOT and Alameda County. Additional input came in a

series of public workshops and stakeholder meetings for the 10<sup>th</sup> Street improvement project. The stakeholder group discussed options for expanding on the 10<sup>th</sup> Street Slow Street with the upcoming paving project. OakDOT staff also met twice with Lincoln Elementary staff, school drop-off ambassadors, and parents.

Since launching the Broadway Shuttle in July 2010, ongoing outreach has been conducted to community groups, merchant organizations and government agencies, including presentations to the Oakland Bicycle and Pedestrian Advisory Group, Downtown and Uptown-Lake Merritt Community Benefit Districts, Jack London Improvement District, Old Oakland Neighbors, Waterfront Action Committee, City of Oakland Port Liaison Committee, SF Bay Ferry and the Alameda County Transportation Committee Public Transportation Forum. This project also received a letter of support from AC Transit. The City of Oakland is currently conducting stakeholder outreach to determine the future of the Broadway Shuttle, which has not operated since March 2020 due to the COVID-19 pandemic.

The East 12<sup>th</sup> Street Bike Lanes project was identified through the extensive community engagement process associated with the development of the adopted City of Oakland Bike Plan (2019). This project has also received letters of support community organizations including Bike East Bay and Walk Oakland Bike Oakland.

The East Bay Greenway has been identified as a community priority in the 2019 East Oakland Neighborhoods Initiative (EONI), the East Oakland Mobility Action Plan (EOMAP), the 2015 Coliseum City Specific Plan, and numerous citywide bike plans. The extensive community outreach of the EONI planning effort revealed that “improved walkways and bikeways” was a high priority for potential improvements in East Oakland. “Lack of natural ecological infrastructure” was also a concern among survey participants regarding existing conditions in the community. This project directly addresses these concerns and priorities through its multi-modal improvements and the planting of approximately 75 new street trees on San Leandro Street. Additionally, the East Oakland Community-Based Transportation Plan (2007) identified the East Bay Greenway between Fruitvale Avenue and the San Leandro border as a priority project. This project also supports some of the transportation and land use actions identified in Oakland’s Equitable Climate Action Plan.

14<sup>th</sup> Street was first identified as a bikeway gap in Oakland’s 2007 Bicycle Master Plan after extensive community outreach and engagement, which included three major community meetings attended by more than 100 people. This project was also a short-term priority recommended in the 2019 Bicycle Master Plan, “Let’s Bike Oakland!” The 2013 Lake Merritt Station Area Plan, through an exhaustive community engagement effort, identified 14<sup>th</sup> Street as priority pedestrian street, a civic gateway between Lake Merritt and Downtown, a “Green Street,” and a key bikeway gap. The 14<sup>th</sup> Street corridor was also the subject of a design charrette, focused on identifying feasible bikeway and pedestrian improvements, facilitated by the National Association of City Transportation Officials during a Cities for Cycling tour stop in Oakland. In addition, 14<sup>th</sup> Street has been identified as a priority bikeway and cultural street in the Downtown Specific Plan; leading a walking and biking tour along the corridor to identify community-preferred treatments. Additional stakeholder outreach is ongoing, an inclusive process focused on continuing to work with major property owners, the business community, Bike East Bay, Walk Oakland Bike Oakland (WOBO), AC Transit, and BART.

## **COORDINATION**

Implementation of these projects will be coordinated with internal departments, community stakeholders, and partner agencies, including AC Transit, ACTC, Caltrans, the East Bay Regional Park District, and BART. The Office of the City Attorney and Budget Bureau were also consulted in preparation of this report.

## **SUSTAINABLE OPPORTUNITIES**

***Economic:*** Making walking, biking, and transit service safer, affordable, and more reliable through investments in transit passes, capital improvements, free shuttle service, and improved traffic management can improve Oaklanders' access to jobs and other economic opportunities.

***Environmental:*** Walking and biking are energy efficient, zero emission forms of transportation. Accessible pedestrian infrastructure and increased active transportation supports the City's goal to reduce greenhouse gas emissions and supports climate equity. Increased transit use can also reduce emissions and improve air quality when substituted for drive-alone vehicle trips. Additionally, AC Transit anticipates all West Oakland Lines will be entirely zero-emissions by 2022, thus furthering the reduction of greenhouse gas emissions and improving local air quality.

***Race & Equity:*** The ACTC CIP projects will provide accessibility and safety benefits for all road users, but with an emphasis on pedestrians, bicyclists, and transit users. The Lincoln Elementary School is in a Community of Concern designated as "Highest" priority by the Metropolitan Transportation Commission (MTC). The pedestrian improvements that will result from the Lincoln Elementary Safe Routes to School project will especially benefit students of this school, as well as seniors and visitors of the Lincoln Recreation Center. West Oakland is a low-income community and is composed of 75% non-White residents. Much of the project area is designated by MTC as a Community of Concern with the "Highest" level of priority. The West Oakland Transit Improvements project addresses the equity issues of accessibility, reliability, and transit safety in West Oakland because it will directly serve the 28% of West Oakland households that do not have access to a personal vehicle, compared to 23% in the City of Oakland and 11% in Alameda County. This project would improve the speed and reliability of transit, as well as the quality of pedestrian infrastructure, which are crucial for the many West Oaklanders who rely on transit. The project would also reduce or eliminate transportation costs for youth, seniors, people with disabilities, and low- and no-income passengers in West Oakland through the development of a blueprint to extend low-cost institutional transit passes in West Oakland. This foundation will prepare the City, AC Transit, and the potential administrator to provide annual transit passes to eligible participants. The East Bay Greenway Segment II will contribute to the local revitalization of the Coliseum area by advancing affordable, accessible, and equitable mobility, for this highest priority neighborhood that was disproportionately impacted by COVID-19, while providing access to a high-quality, regional transit hub and spaces for recreation and improving safety for the who rely on biking, walking, and transit; it will also



directly benefit low-income and disabled residents at two affordable housing developments to be completed in 2021.

**CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

The proposed ACTC CIP projects are categorically exempt under CEQA Guidelines Sections 15301, 15302, and 15304, as these projects consist of: (Class 1) the operation, repair, and minor alternation to existing public facilities, (Class 2) replacement or reconstruction of existing structures and facilities, and (Class 4) minor alternations to land, including landscaping and the creation of new bicycle lanes. A Notice of Determination/Notice of Exemption shall be filed for the relevant projects listed in this report.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That City Council Adopt A Resolution Authorizing The City Administrator Or Designee To Accept And Appropriate Eight (8) Alameda County Transportation Commission Grants Totaling Three Million Nine Hundred Twenty-One Thousand Dollars (\$3,921,000) To Implement The West Oakland Transit Improvements Project, Lincoln Elementary Safe Routes to School Project, Broadway Shuttle Operations, East 12<sup>th</sup> Street Bike Lanes, East Bay Greenway Segment II, 14th Street Complete Streets, and Oakland Traffic Management Center Upgrade; Allocate One Million Six Hundred Eighty-Seven Thousand Six Hundred Sixty-Six Dollars (\$1,687,666) In Measure B/BB And Measure KK Funds As The Required City Local Match; And Adopt Appropriate California Environmental Quality Act (CEQA) Findings.

For questions regarding this report, please contact Craig Raphael, Funding Program Manager, at [Craphael@oaklandca.gov](mailto:Craphael@oaklandca.gov).

Respectfully submitted,



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RYAN RUSSO  
Director, Department of Transportation

Reviewed by:  
Ariel Espiritu Santo  
Agency Administrative Manager  
Department of Transportation

Prepared by:  
Craig Raphael  
Funding Program Manager  
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Attachments (6):

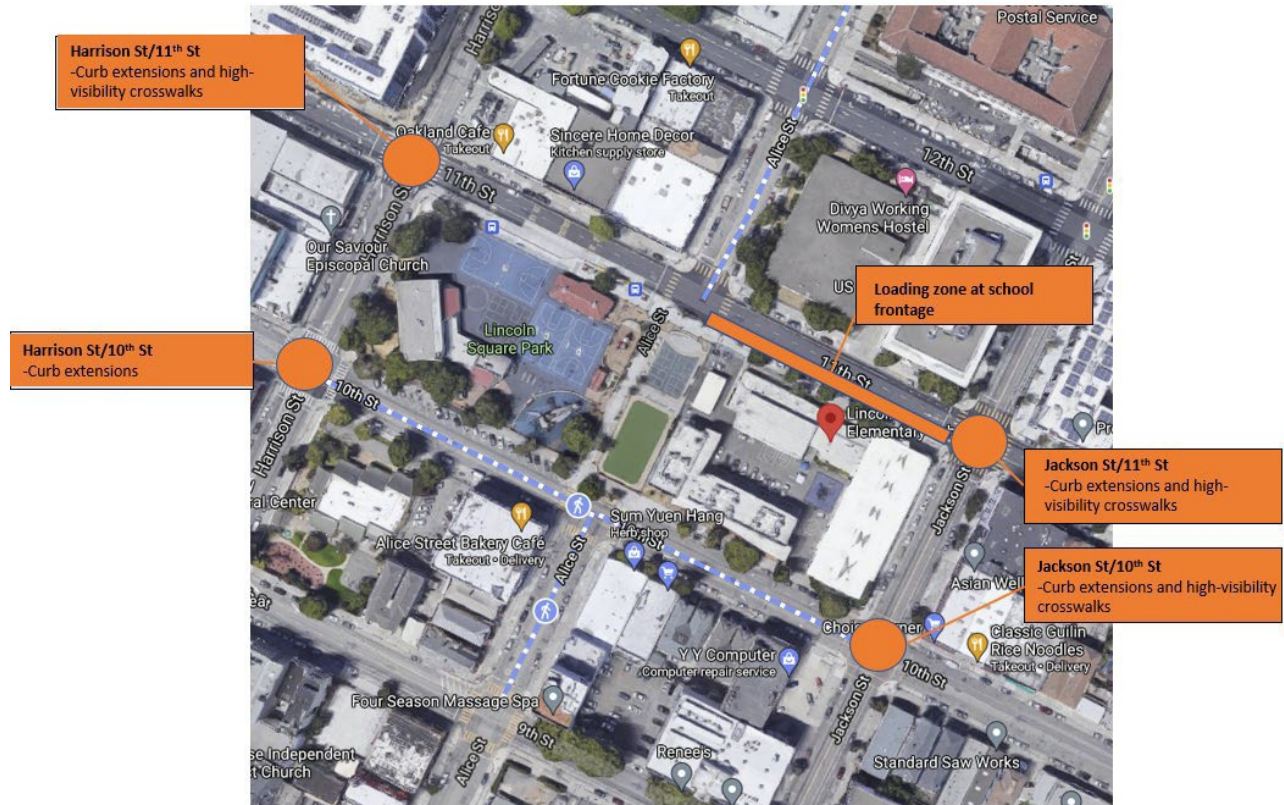
- A: Location Map - West Oakland Transit Improvements
- B: Location Map - Lincoln Elementary Safe Routes to School
- C: Route Map - Broadway Shuttle
- D: Location Map - East 12<sup>th</sup> Bikeway
- E: Location Map - East Bay Greenway Segment II
- F: Location Map - 14<sup>th</sup> Street Complete Streets

Attachment A: Location Map - West Oakland Transit Improvements

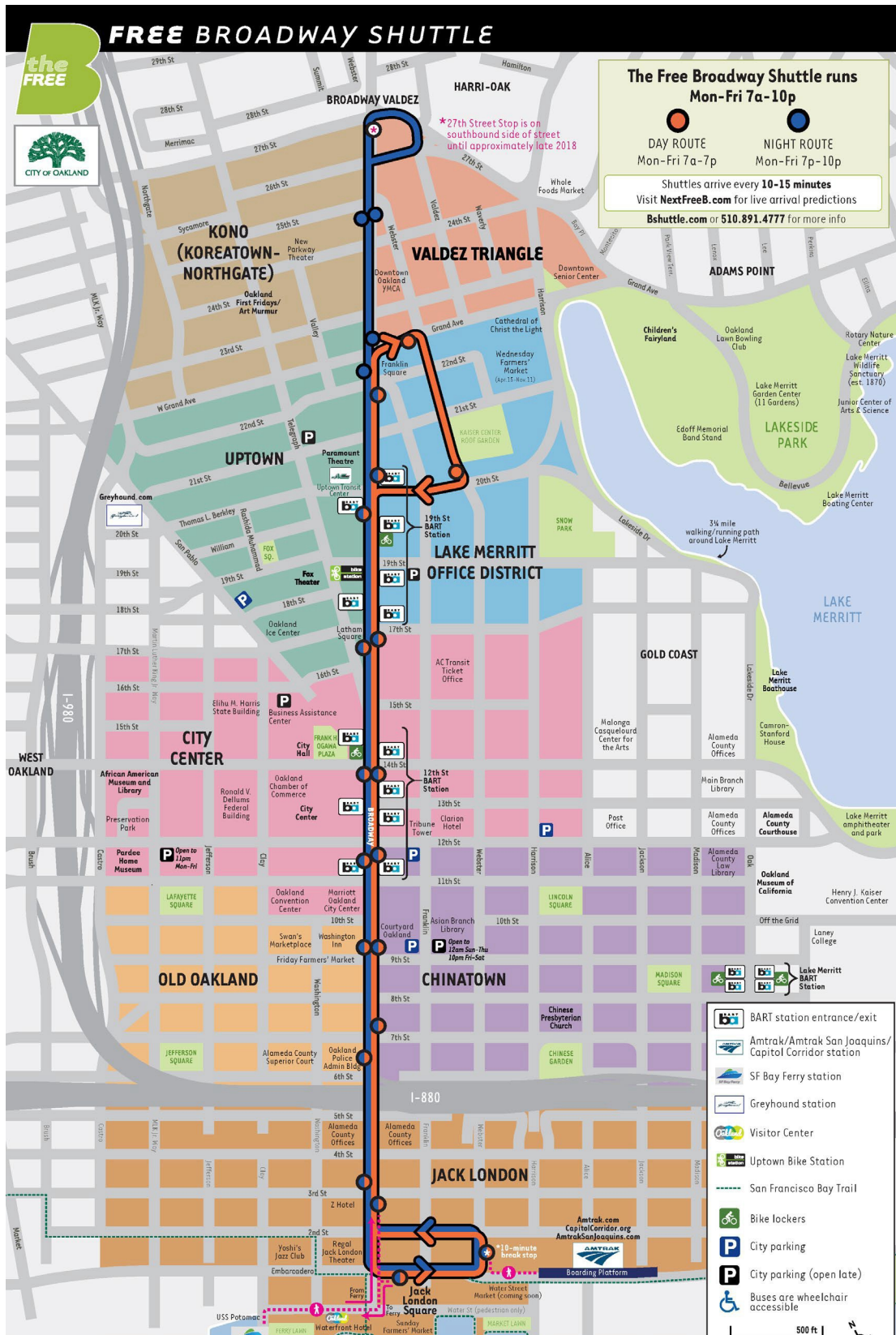


Attachment B – Location Map – Lincoln Elementary Safe Routes to School

**Lincoln Elementary Safe Routes to School Project Area**



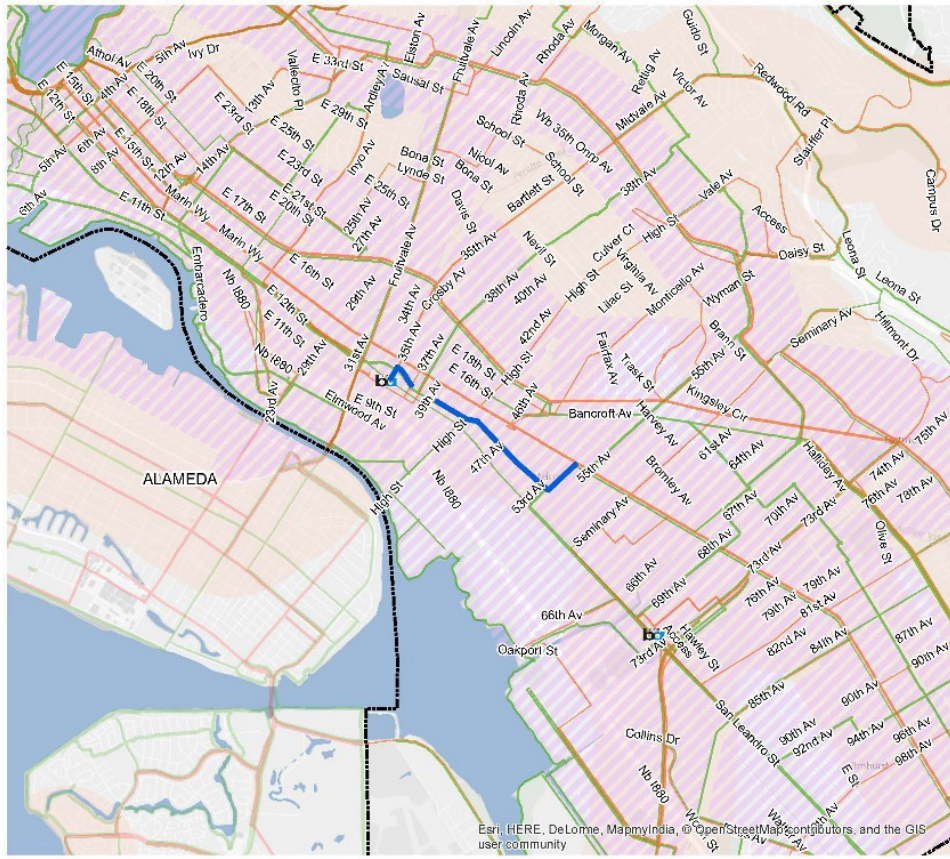
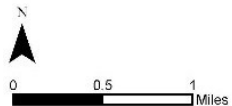
Attachment C: Route Map – Broadway Shuttle



Attachment D: Location Map – East 12<sup>th</sup> Street Bikeway

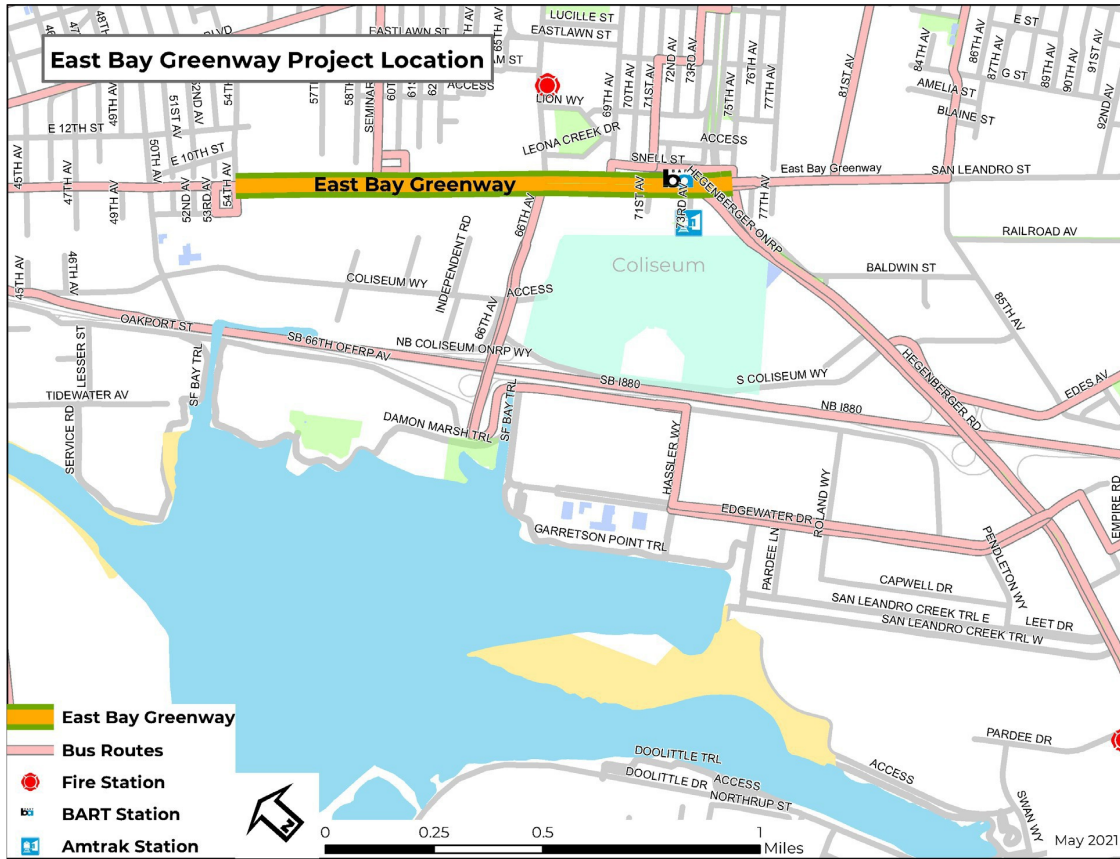
**East 12<sup>th</sup> Street Bikeway**  
Area Map

- Proposed Project**
  - E 12th St Bikeway
- Transit Corridors**
  - Transit Priority
  - Cross Town
  - Local
- Bikeway Network**
  - Buffered Bike Lane or Path
  - Bike Lane
  - Sharrow
- Priority Development Areas
- Transit Priority Area
- Water



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Attachment E: Location Map – East Bay Greenway



Attachment F: Location Map – 14<sup>th</sup> Street Project

