

CITY OF OAKLAND
AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2007 OCT 25 PM 3:21

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Community and Economic Development Agency
DATE: November 6, 2007

RE: **Resolution Endorsing The Following Transportation Projects As
Oakland's Top Priorities For Funding In The 25-Year 2008
Countywide Transportation Plan:**

- **I-880: 29th/23rd Avenue Operational Improvements**
- **I-880: 42nd Avenue/High Street Access Improvements**
- **Transit Villages**
- **Citywide Intelligent Transportation System (ITS)**
- **Army Base Street Reconstruction**
- **Lake Merritt Roadway Improvements**
- **Citywide Streetscapes**
- **Local Street And Road Rehabilitation**

SUMMARY

A resolution has been prepared endorsing priority transportation projects in Oakland to be included in the update of the 25-year Alameda County Countywide Transportation Plan (2008 CWTP). As a financially constrained document, the CWTP limits the amount of revenues available for new projects. Initial estimates indicate that Oakland can expect roughly \$125 million of discretionary grant funding during the period of 2010 – 2035 for transportation projects sponsored by the City. This preliminary figure assumes a 20 percent increase in revenues from the current 2004 CWTP, as projected by the Alameda County Congestion Management Agency (CMA).

Exhibit A presents staff's recommendation for projects to be funded with the \$125 million. The projects proposed in Exhibit A will build transportation infrastructure for transit villages at three BART stations, improve freeway access and safety along the Interstate 880 freeway corridor, reduce traffic congestion on the City's major arterials, improve bicycle and pedestrian safety with new streetscape projects, and resurface Oakland's streets. These projects represent confirmation of existing Oakland policy on transportation funding priorities.

FISCAL IMPACTS

There is no fiscal impact associated with this report. Fiscal impacts will be determined when state and federal funds become available for programming to individual projects. At that time, staff will return to Council with an agenda report to authorize applications for the discretionary grant funds and to commit local matching funds.

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BACKGROUND

New County and Regional Transportation Plans Adopted Every Four Years

Every four years, the Metropolitan Transportation Commission (MTC) prepares a new 25-year Regional Transportation Plan. The next plan update will be known as "T2035". Leading up to this effort, the Alameda County Congestion Management Agency (CMA) must update its 25-year Countywide Transportation Plan (CWTP) to ensure that Alameda County's priority projects get included in the new Regional Plan. The next countywide plan update will be the 2008 CWTP.

Federal regulations require that both plans be fiscally constrained to match available revenues. This requirement provides a level of assurance that projects in the 2008 CWTP and T2035 have a reasonable chance of being funded over the next 25 years. In order for a local project to receive either federal or state discretionary funds during this period, projects must be included in both the countywide 2008 CWTP and the regional T2035.

Preliminary Estimates Indicate Oakland Could Receive \$125M Over 25 Years

Based on revenue estimates provided by the CMA, staff believe that Oakland could potentially receive \$125 million of state and federal discretionary funds for projects sponsored by Oakland during the 25-year horizon of the 2008 CWTP and T2035. This estimate does not include funding for public transit projects sponsored by AC Transit or the Bay Area Rapid Transit District (BART) that serve Oakland residents. Also, it does not include Port of Oakland projects that serve their maritime division or the Oakland International Airport. Finally, the \$125 million funding target for Oakland does not include regional transportation programs sponsored by the MTC. Typically funding for MTC's regional programs comes "off the top" of the gross revenues as a set aside. MTC's regional set-asides also include some funding for resurfacing local streets and roads which falls far short of Oakland's needs.

Oakland's Needs Far Exceed Available Revenues

Exhibit A (attached) *lists in bold and italics* six Oakland projects included in the current 25-year regional and county plans. It also lists four other Oakland projects that need federal and/or state funds to move forward. Please note that the \$343 million needed to cover the shortfall for these 12 projects greatly exceeds the \$125 million control figure for Oakland. Knowing that the total project shortfall could not be included in the 2008 CWTP, given funding constraints, staff requested only partial funding for most projects so that the initial phases could move forward. Prior to advancing any projects for inclusion in the draft 2008 CWTP and T2035, staff seek Council guidance on prioritization of Oakland's candidate projects.

KEY ISSUES AND IMPACTS

- **Inclusion In County And Regional Plans Does NOT Guarantee Funding.** Inclusion of a project in the 2008 CWTP and T2035 does not assure funding for that project. Rather, it enables a project (or project phase) to compete for discretionary state and/or federal funds when revenues become available. Projects in the current 2004 CWTP and regional plan must be reaffirmed in order to be included in the 2008 CWTP and T2035 to maintain their

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eligibility for future funding. In addition, projects must be included in these plans if Oakland wants to secure a federal earmark when Congress reauthorizes the federal surface transportation bill in the next two years. Also, inclusion in the plans will strengthen a project's ability to compete for funding through Congress' annual federal appropriations process.

- **Many Needs, Few Resources (\$343 million in need vs. \$125 million).** As Exhibit A shows, Oakland's key projects for the next 25 years -- which total \$343 million -- far outstrip the available resources, estimated at roughly \$125 million. When combined with the priorities of Oakland's neighboring cities, plus Caltrans, the Port, AC Transit and BART, the North County 25-year top priority transportation needs exceed \$2.7 billion.
- **Keep Currently Programmed Projects Moving – to honor commitments and maintain momentum.** Several Oakland-sponsored projects are in the current 2004 CWTP and Regional Transportation Plan (T2030). These include the Coliseum, MacArthur and West Oakland Transit Villages, I-880 Operational Improvements at 29th/23rd Ave, the 42nd and High Street Access to I-880, and the Citywide Intelligent Transportation System (ITS) Phase I. Given the City's investment to date in planning, designing, and engineering these projects and their respective importance in addressing identified transportation needs, continued financial commitment to complete these projects would be prudent. Each of these projects has also received federal grants for their initial development phases.
- **Transit Oriented Development vs. Operational Improvements.** A key goal of the 2008 CWTP and T2035 is to focus transportation investment on projects that encourage "Smart Growth" or transit-oriented development (TOD). At the same time, funds are critically needed to maintain the City's current infrastructure, to improve pedestrian and bicycle safety, and to ease traffic congestion. Oakland's three transit village projects represent strong candidates to meet the TOD goal. They include funding for transportation infrastructure to support higher density development adjacent to BART stations including improved access for pedestrians, bicyclists and buses, along with replacement parking at BART stations.

Oakland previously secured funding for the Fruitvale Transit Village Phase I development. Per Council's direction during development of the 2004 CWTP, Fruitvale Phase II transportation infrastructure will not be proposed for funding until Oakland's three other BART transit villages secure their Phase I transportation infrastructure funding. Thus, Fruitvale Phase II has not been proposed for funding in the 2008 CWTP. It should be noted that transportation funds cannot be used for the housing or retail components of transit villages.

PROJECT DESCRIPTION

The Oakland projects proposed for inclusion in the 2008 CWTP include two traffic safety and access improvements for Interstate 880 (I-880), three transit villages at BART stations, Phase I of the City's Intelligent Transportation System (ITS), Lake Merritt (Measure DD) Roadway Improvements, new streets for redevelopment of the former Oakland Army Base, citywide pedestrian and bicycle streetscape improvements, and local street and road repair.

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I-880 Improvements – Includes two projects that address safety, operations and access to I-880 in Oakland:

- The **29th/23rd Avenue** project includes reconstruction of the 29th and 23rd Avenue overcrossings of I-880. It also involves widening freeway right-side shoulders and lengthening the on and off ramps to reduce traffic congestion and accidents. The Mayor's 2007 federal legislative agenda includes a \$5 million appropriations request for this project.
- The **42nd Avenue/High Street Access** project will extend 42nd Avenue from I-880 to Alameda Avenue and widen High Street to include dual left-turn lanes in both directions at the intersections of the Oakport Street and Coliseum Way. The freeway frontage roadways will realign and terminate East 8th Street near Alameda Avenue and extend and realign Jensen and Howard Streets to connect High Street and 42nd Avenue.

The City of Alameda requested \$192.5 million for I-880 Broadway/Jackson Phase I project as one of its project proposals.

- **Transit Villages** - Includes construction of replacement parking structures and related transportation infrastructure to improve transit, pedestrian and bicycle access to three BART stations. These improvements will permit private infill development on the existing surface BART parking lots at the Coliseum, MacArthur, and West Oakland BART stations, as well as improve access to these transit hubs. (The Mayor's 2007 federal legislative agenda includes a \$5 million appropriations request to fund access improvements at two of these stations -- Coliseum and MacArthur BART.)
- **Citywide Intelligent Transportation System (ITS) Phase I** - Includes upgrading and interconnecting 40 traffic signals to reduce traffic congestion and wait time at signals. It also includes upgrading communications between Oakland's Transportation Management Center in downtown and the satellite center at the Municipal Service Center installation of video detection systems, closed circuit television cameras, dynamic message signs, traveler information kiosks, and transit priority and emergency vehicle preemption. Finally, the ITS allows for management of transportation in the event of a major incident or emergency along major arterial roadways that connect transit-oriented districts, downtown, the waterfront, airport and Coliseum areas.
- **Army Base Street Reconstruction** – Provides circulation improvements required for redevelopment of a portion of the former Oakland Army Base. Improvements include realignment and reconstruction of Burma Road to connect Maritime Street to the planned Shoreline Park (immediately south of the Bay Bridge Toll Plaza) improvements to the intersection of West Grand Avenue and Maritime Street, and construction of a portion of the Bay Trail from Maritime Street to the Bay Bridge Toll Plaza.

- **Lake Merritt Roadway Improvements** - Includes pedestrian/bicycle facilities, traffic calming, roadway reconfiguration, and new traffic signals on roadways around Lake Merritt. These include Lakeshore Avenue, Lakeside Drive, Harrison Street, 12th and East 12th Streets, and 1st Avenue.
- **Citywide Streetscapes** – Covers a variety of treatments such as bicycle lanes, directional signage, traffic circles, sidewalks and bulbouts, curb ramps, street furniture, traffic signals, and pedestrian countdown signal phases to improve safety and accessibility for cyclists and pedestrians.
- **Local Street and Road Rehabilitation** – Includes pavement resurfacing, repairing sidewalks, installing pedestrian curb ramps and bike lanes on the City’s streets using the most cost-effective treatments. Typical treatments include slurry sealing, base repair, and asphalt overlay.

SUSTAINABLE OPPORTUNITIES

Economic: Implementation of these projects will provide opportunities to use local consultants and contractors, which offer employment to Oakland residents, thereby strengthening the local economy. The transit village projects will further stimulate economic development near BART stations.

Environmental: Several of the proposed projects encourage transit use, and/or bicycling and walking as alternative modes of transportation. The highway and ITS projects will reduce traffic congestion. All of the projects could result in improved air quality.

Social Equity: These projects will provide greater accessibility and safety to persons who depend on non-motorized transportation and public transit to access jobs and services.

DISABILITY AND SENIOR CITIZEN ACCESS

The proposed projects will all be in compliance with the Americans with Disabilities Act. Several will also improve access for seniors and persons with disabilities.

RECOMMENDATIONS AND RATIONALE

Staff recommends Council endorse the list of transportation projects on Exhibit A as Oakland's top priorities for funding in the 25-year 2008 Countywide Transportation Plan. This action will enable staff to lobby for projects that reflect Council's highest priorities given the large discrepancy between Oakland's transportation needs and available resources.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve the resolution.

Respectfully submitted,



Claudia Cappio
Development Director,
Community & Economic Development Agency

Reviewed by:
Michael J. Neary, P.E.
Deputy Director, Community & Economic
Development Agency

Reviewed by:
Wladimir Wlassowsky
Transportation Services Division Manager
Community & Economic
Development Agency

Prepared by:
Shanna O'Hare
Senior Transportation Planner
Transportation Services Division

APPROVED AND FORWARDED TO THE
CITY COUNCIL:



Office of The City Administrator

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2008 (25-year) Countywide Transportation Plan
 City of Oakland draft project proposals for discretionary funding

PROJECT ¹	COST (millions)	FUNDING REQUESTED (millions)	2004 CWTP	
			Existing Commit	2008 CWTP Proposal
Roadways and Operational Improvements				
<i>I-880: 42nd & High Access Improvements</i>	24.94	19.05	11.0	19.0
<i>I-880: 23rd and 29th Ave Operational Improvements²</i>	91.00	35.00	15.0	15.0
<i>Citywide ITS, Phase I</i>	22.30	21.95	13.0	5.0
Army Base Street Reconstruction & Bay Trail Extension	30.10	15.00	-	2.0
Lake Merritt Roadway Improvements	70.00	20.00	-	8.0
Subtotal Roadways	238.34	111.00	39.0	49.0
Transit Villages				
<i>Coliseum (replacement parking and station area improvements)</i>	35.00	17.00	8.3	12.0
<i>MacArthur (replacement parking and station area improvements)</i>	30.30	15.00	8.3	12.0
<i>West Oakland (replacement parking, station area improvements & bike/ped access)</i>	36.50	25.00	8.3	12.0
Subtotal Transit Villages	101.80	57.00	25.0	36.0
Streetscapes	100.98	51.10	3.1	15.0
Local Street and Road (LS&R) Rehab³	335	175	31.4	25.0
TOTAL	578.47	343.00	98.4	125.0

¹2004 CWTP projects not included: Airport Connector (funded with Public Private Partnership); Estuary Bridges, 5th Ave Ramp, Broadway-Jackson

²Assumes that matching funds will be provided by Caltrans State Highway Operation and Protection Program (SHOPP) and State Prop 1B Trade Corridors Program

³Oakland LS&R Rehab share of 2004 CWTP was \$31.4M; \$25M proposed is over and above existing commitment

Note: funding target for Oakland is \$125M -- 20% more than programmed in 2004 CWTP, which included projects not carried forward -- see footnote #1 above

Bold Italics = 2004 CWTP Project

OAKLAND CITY COUNCIL

OFFICE OF THE CITY CLERK
OAKLAND

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City Attorney

RESOLUTION NO. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION ENDORSING THE FOLLOWING TRANSPORTATION PROJECTS AS OAKLAND'S TOP PRIORITIES FOR FUNDING IN THE 25-YEAR 2008 COUNTYWIDE TRANSPORTATION PLAN:

- **I-880: 29TH/23RD AVENUE OPERATIONAL IMPROVEMENTS**
- **I-880: 42ND AVENUE/HIGH STREET ACCESS IMPROVEMENTS**
- **TRANSIT VILLAGES**
- **CITYWIDE INTELLIGENT TRANSPORTATION SYSTEM (ITS)**
- **ARMY BASE STREET RECONSTRUCTION**
- **LAKE MERRITT ROADWAY IMPROVEMENTS**
- **CITYWIDE STREETSCAPES**
- **LOCAL STREET AND ROAD REHABILITATION**

WHEREAS, every four years the Metropolitan Transportation Commission (MTC) prepares a new 25-year Regional Transportation Plan (RTP) and its next plan will be known as T2035; and

WHEREAS, the T2035 will be a financially constrained document that lists projects that can compete for discretionary transportation funding at the federal, state, regional and county levels during the life of the plan; and

WHEREAS, the T2035 will be based on the nine countywide plans prepared by the San Francisco Bay Area counties represented by the MTC; and

WHEREAS, in advance of MTC adopting T2035, the Alameda County Congestion Management Agency (CMA) must update its 25-year Countywide Transportation Plan (a.k.a., the 2008 CWTP) to ensure that Alameda County's priority projects get included in the MTC's regional plan; and

WHEREAS, Oakland's priority projects must be incorporated in both the county and regional plans to compete for a variety of federal, state, regional, and county discretionary grant programs; now, therefore, be it

RESOLVED: That the City Council hereby endorses the projects listed in Exhibit A attached hereto as Oakland's top priorities for funding in the 25-year financially constrained 2008 Countywide Transportation Plan and updated Regional Transportation Plan (T2035).

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

2008 (25-year) Countywide Transportation Plan
 City of Oakland draft project proposals for discretionary funding

Exhibit A

PROJECT ¹	COST (millions)	FUNDING REQUESTED (millions)	2004 CWTP	
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