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OAKLAND

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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Ryan Russo
Director, DOT

SUBJECT: Bicycle Master Plan Update Contract

DATE: May 25, 2017

City Administrator Approval

Date:

6/1/17

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator Or Designee To Negotiate and Execute A Professional Services Contract For A Total Amount Not To Exceed Six Hundred Thousand Dollars (\$600,000.00) Including A Contingency Of Fifty-Five Thousand Dollars (\$55,000.00) With Alta Planning + Design For Professional Services of Planning, Engineering, And Environmental Review For the Bicycle Master Plan Update For A Term of Three (3) Years.

REASON FOR SUPPLEMENTAL

The purpose of this supplemental report is to provide information related to the negotiated scope of professional services for the Bicycle Master Plan Update. In August 2016, the City of Oakland issued a Request for Proposals (RFP) for professional services related to the Bicycle Master Plan Update. After selection panel interviews, the Alta Planning+Design team was determined to be the highest ranked team.

Following the May 23, 2017 Public Works Committee meeting, staff revised the final draft scope of professional services to reflect changes and clarification requested by the Committee. These changes and clarifications are summarized below. The final draft scope of professional services is attached (**Attachment A**).

The Plan proposes a robust outreach and engagement strategy that includes 20 workshops, six mobile workshops, four bicycle tours, and a statistically relevant survey questionnaire. Additionally, the Plan proposes to identify four "anchor institution" organizations to support the Plan's community-based outreach. The Public Works Committee recommended Outdoor Afro and Bikes for Life as two of the four anchor institutions. Assuming willingness to participate, Outdoor Afro and Bikes for Life would negotiate and execute subcontract agreements with TransForm, a subcontractor leading the Plan's community engagement efforts. These agreements would follow a negotiated and executed subcontract agreement between TransForm and Alta Planning+Design, following the negotiation and execution of the City's contract with Alta Planning+Design.

The Plan includes analysis of existing conditions for biking in Oakland on a range of topics. Per Committee request, this analysis will include an assessment of potential economic barriers to

Item: _____
City Council
June 6, 2017

biking, access to secure bicycle parking, and access to safe routes to school, defined as both physical safety and personal security.

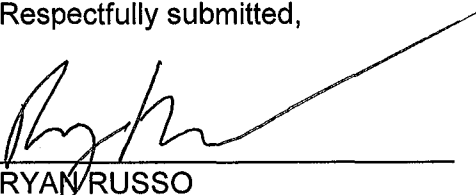
The Committee also requested that the consultant team provide a midpoint report to the Committee during the Plan's engagement process. Staff recommend a support role for the consultant team, assuming staff will lead in attending and presenting the project update to the Committee.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council adopt a resolution authorizing the City Administrator or designee to negotiate and execute a professional services contract for a total amount not to exceed six hundred thousand dollars (\$600,000.00) including a contingency of fifty-five thousand dollars (\$55,000.00) for a total amount not to exceed six hundred thousand dollars (\$600,000.00) with Alta Planning + Design for professional services of planning, engineering, and environmental review for the Bicycle Master Plan Update for a term of three (3) years.

For questions regarding this report, please contact Sarah Fine, Senior Transportation Planner, at 510-238-6241.

Respectfully submitted,



RYAN RUSSO
Director, Department of Transportation

Reviewed by:
Wladimir Wlassowsky, P.E.
Interim Assistant Director

Prepared by:
Sarah Fine, M.C.P.
Senior Transportation Planner

Attachments (1):

A: *Draft Scope of Work – Alta Planning + Design Team*

**OAKLAND BICYCLE MASTER PLAN UPDATE
DRAFT SCOPE OF WORK – ALTA PLANNING + DESIGN TEAM
UPDATED 5/23/17**

Task 1: Project Initiation and Management

Alta provides a strong, experienced project management team and maintains open lines to provide quality, cost, and schedule control. Throughout the planning process, Alta's Project Manager, Brett Hondorp will be in regular contact with the client's project manager to keep the client team apprised of the project effort and to seek input at key decision points.

At the outset of the project the Alta team will plan and facilitate a project kick-off meeting to confirm the scope and schedule, identify points of contact, and discussing key initial data needs. For ongoing project management we will set up regular check-in meetings via phone conference on a bi-weekly basis to keep the project on schedule, on budget, and continuing to meet expectations. Alta will prepare meeting minutes covering the discussion items and a list of follow-up tasks with the responsible party for each task, in a Status of Open Items (SOI) format. Alta will also provide monthly project status updates that will include budget and deliverable progress.

Task 1 Deliverables:

- Kick-Off Meeting Packet (Agenda, Schedules) and Meeting Notes
- Data/Planning Documents Needs Memo
- Bi-Weekly Conference Calls (Agenda and Call Notes)
- Monthly Progress Status Updates

Task 2: Outreach and Public Engagement

2.1 OUTREACH PLAN AND STRATEGY

As a first step the Alta team will work with City staff to lay out an overall outreach and public engagement strategy. The Public Outreach and Engagement Plan will identify key goals, project milestones, audience types, translation/interpretation needs, and communications tools, and then organize these concepts into a schedule of activities with roles and responsibilities for each task.

A key element of our outreach will be engaging with community leaders representing diverse neighborhoods, interest groups and constituencies throughout Oakland. Transform has deep contacts within many of Oakland's neighborhoods and community-based organizations, and will help to identify key community leaders for ongoing engagement, align our public outreach plan with other City efforts (i.e. Downtown Specific Plan, Social Equity Strategy, Resiliency Strategy, Department of Race and Equity).

The Alta team will review strategies and results of previous outreach efforts, including two previous citywide bicycle master plans, stakeholder and BPAC meetings, and project specific mailers and responses. Alta will seek to understand the geographic diversity of outreach efforts, major themes and issues raised by residents and businesses, and engagement strategies that generated the highest levels of participation. Communities that were not reached by initial efforts can be systematically identified and outreach efforts directed toward them through the following tasks.

The Public Outreach and Engagement Plan will be documented in a draft memo for review by the City.

2.2 AGENCY COORDINATION (PUBLIC WORKS COMMITTEE, BPAC, & TAC)

We assume OakDOT staff will be lead in attendance and presenting project updates at Public Works Committee, BPAC and TAC meetings. Alta can provide supporting material through our technical work, and we assume budget for an Alta team staff person to attend and support City staff at up to ten (10) meetings during the project.

2.3 COMMUNITY OUTREACH - WORKSHOPS AND LISTENING SESSIONS

Community Outreach Approach

TransForm will lead this task. TransForm will reach out to and partner with community leaders from underrepresented communities in East and West Oakland who have a demonstrated interest in transportation and land use planning, community development or resident empowerment to engage residents and community leaders in building agreement on the value of bicycling, the trade-offs of bicycle infrastructure, and the challenges and opportunities leading to the development of a safe bicycling network that residents and businesses can monitor and measure success in creating a safer, healthier, more cohesive and stable community.

The community outreach approach centers on partnerships with four “anchor” institutions – established community groups that have a trusted reputation in the low-income, mostly communities of color in East and West Oakland. Each anchor organization would spread the word regarding the Plan to its stakeholders/members, and mobilize community participation by hosting workshops in a location where residents are already accustomed to meeting. Community meetings for the Plan would coincide with or replace regularly scheduled meetings held by the anchor organizations. The anchor organizations would be responsible for logistics, with TransForm and the team responsible for meeting facilitation. Examples of potential anchor institutions include the following groups:

- ACCE
- The Congress of Neighborhoods
- Oakland Sustainable Neighborhood Initiative Community Planners
- Causa Justa::Just Cause
- Youth Uprising, Communities for a Better Environment
- The Scraper Bikes
- Spanish Speaking Unity Council
- Spanish Speaking Citizens Foundation
- East Side Arts Alliance
- East Bay Asian Youth Center
- APEN
- Asian Health Services
- Bikes For Life
- Hard Knox Bike
- Bikery
- Yellow Jackets
- Red Bike and Green
- Outdoor Afro

Assuming willingness to participate, anchor institutions will include Outdoor Afro and Bikes for Life. TransForm will identify two additional anchor community institutions for implementation of outreach activities and work to ensure that the following geographic areas of the City are represented by the four groups:

- Deep East Oakland
- Fruitvale / San Antonio
- East Lake / Chinatown
- West Oakland / Downtown

Community Workshops

TransForm will partner with the anchor community institutions for each geographic area to host five rounds of community workshops (20 workshops total). For each workshop, food and childcare services will be provided. Translation services will be provided by Interpreters Unlimited, with languages identified by geographic area. Tentatively, translation services would be targeted as follows:

- Spanish - Fruitvale / San Antonio
- Mandarin - East Lake / Chinatown
- Cantonese - East Lake / Chinatown
- Vietnamese - East Lake / Chinatown
- Hmong - Deep East Oakland

The five rounds of workshops would be sequenced as follows. This format builds on each sequential workshops and ideally stakeholders participate in the whole series, but we understand that many participants may not be able to attend every workshop and would desire to encourage stakeholders to jump in at any point in the process. Each workshop will begin with a brief summary of what has been covered in prior workshops, so that new participants can feel quickly brought up to speed in the process. We have identified target time periods for each meeting, but will want to have flexibility to adjust these if we sense meeting fatigue is occurring or attendance is dropping.

Round 1 Workshops (tentatively targeted for Month 1-2)

- Hear community perspectives of bicycling, bicyclists, and bicycle infrastructure (pros / cons)
- Share goals of planning process and current plans and projects, and the work ahead, including community engagement plans
- Ask for ideas to help maximize community engagement, as well as get commitments for future participation or what will make future participation most likely.
- Discuss strategy for connecting to and engaging community members at a neighborhood level
- Present a range of tools (including those noted in the RFP scope as required) as options for engaging communities based on their interests and needs

Round 2 Workshops (tentatively targeted for Month 2-3)

- Respond to community perspectives of bicycling, bicyclists, and bicycle infrastructure. (At this meeting, the team will be prepared to present a response to gentrification concerns, and to discuss the economics of bicycling with case studies from other low-income, communities of color that are at risk for gentrification)
- Share proposed strategies to address concerns (potentially drawing upon work completed by Stephanie Pollack and Karen Chapple)
- Develop statement of agreed upon benefits and challenges of bicycling in Oakland
- Share Existing Conditions findings
- Give out "homework" assignments (1. Take at least one bicycle ride, including joining our tour!; 2. Have a conversation with at least one bicyclist who is NOT in this process yet; 3. Think about places that we should be making getting to easier by bicycle, and what it would take (i.e. protected bike lane, bike path, more bike parking, etc.).

Round 3 Workshops / Charrette #1 (tentatively targeted for Month 3-4)

- Create break-out groups (ideally no more than five people each) that will gather around maps of key corridors and key destinations for their community, and ask to mark-up maps with ideas for improved infrastructure based on their observations, conversations and bike riding experiences. Have maps scaled so marker tips equal the approximate width of bike lanes.
- Have each break out group present its map to the greater group
- The project team will provide recommendations and develop consensus on best vision
- Identify and vote for the top three bicycling infrastructure priorities in each community
- Make invitations to Charrette #2

Round 4 Workshops / Charrette #2 (tentatively targeted for Month 6)

- Present DRAFT Community Vision (based on Charrette #1), and describe challenges and opportunities, and or options

- Break out into groups and discuss DRAFT Community Vision, with each group voting on options
- Regroup and have groups share group agreements, disagreements over DRAFT
- Vote on top three priorities for infrastructure within the geographic area
- Vote on top three priorities for infrastructure elsewhere in the City
- Make invitations to final workshop

Round 5 Workshops (tentatively targeted for Month 8):

- Present DRAFT Final, City-wide Bicycle Plan vision based on guidance from all four community areas
- Discuss input received from Round 4 voting on Community Vision options, and list outstanding concerns
- Discuss challenges and opportunities associated with implementation of the Plan
- Collect input on proposed indicators that community can monitor plan implementation and success for inclusion in Final Plan
- Listen and commit to ways community proposes to stay in touch with progress of the Plan, including preferred communication techniques and anticipated public presentations/progress updates to BPAC, Planning Commission, Public Works Committee and City Council

One-on-One Listening Sessions

TransForm will identify candidate community leaders. Suggestions will also be solicited from City staff and from representatives of the candidate anchor organizations. We recommend conducting these listening sessions early in the process to leverage community knowledge on specific neighborhood needs and to provide opportunities for community leaders to help identify relevant timing and locations for other events (like the mobile workshops).

2.4 COMMUNITY OUTREACH - MOBILE WORKSHOPS AND TOURS

Plan Roadshow (Mobile Workshops)

People live increasingly busy lives, and fewer people today have the opportunity to attend conventional public meetings. To make it easier for people to learn about and provide input to Alta will bring the project to the public. Alta will facilitate six (6) mobile workshops in places around Oakland where there is a concentration of Oaklanders that are simply out-and-about. The mobile workshops will each be held in different parts of the city to ensure a wide range of neighborhoods and residents have an opportunity to engage with the project, with input from Transform and the City. Locations could include setting up a booth at the Oakland Coliseum Flea Market, Grand Lake Farmers Market, Oakland First Fridays/Oakland Art Murmur, Laney Flea Market, or setting up outside a movie theater, in front of City Hall, or at neighborhood events. For example, First Thursday's on Grand Avenue, Third Thursday Piedmont Avenue Art Walk, and other local events provide excellent opportunities to engage with the public where they live, shop, and find entertainment. We will also support walk-in/bike-in information centers to learn about the BMP update at select branches of Oakland Public Libraries to be coordinated by OakDOT staff.

Bicycle Tours

Alta will lead up to four (4) bicycle tours each in a different part of Oakland and invite elected officials, TAC and BPAC members, City staff, and a limited number of community members to participate. We recommend tours in Deep East Oakland, Fruitvale / San Antonio, East Lake / Chinatown and West Oakland / Downtown. The routes will include stops to document and discuss existing conditions, brainstorm recommended improvements and visit locations where new facilities have already been planned or built. Alta will also use the Bicycle Tours as an opportunity to "calibrate" results from the Bicyclist User Type survey and Level of Traffic Stress analysis. By using a quick hand-raising poll of the group after riding through specific corridors, crossings, or intersections, Alta can link back to the survey results and further strengthen the conclusions of the visual preference survey about Level of Comfort on specific facility types. Alta will document input from each tour in a memo.

Website, Interactive Web Map and Tools

Alta will create and host a stand-alone project website to support basic project information (schedule, meeting and outreach dates, posting draft documents, etc.). We will also assist with creation of interactive web mapping and other tools to support the community outreach activities.

2.5 RIDER, RESIDENT, AND MERCHANT SURVEY

Resident Survey

EMC Research will develop a survey that will provide broad input from a representative and statistically significant sample of Oaklanders. The survey will include questions about:

- A visual preference survey of bicycle facility types (using photos from Oakland or simple sketch-up models) that are linked to Roger Geller's framework for bicyclist types. In Oakland, this approach will help us understand where residents fall on the spectrum of bicyclist types for the City as a whole and for individual neighborhoods, which will be useful for identifying appropriate infrastructure recommendations for relevant neighborhood,
- Preferred mode of travel for work and other purposes (shopping, school, entertainment),
- Identification of primary destinations. This will help with modeling potential changes in bicycle mode share.
- Areas of concern and preferences for types of investment.
- Demographic questions that will be necessary to ensure the survey findings are representative of the city overall and individual neighborhoods.

A standard approach to statistically representative surveying is to conduct random phone surveys; however the visual preference element of the "Type of Bicyclist" questions necessitates that the survey be presented with images. We recommend a mail-based approach that drives respondents to a website where they will be able to view images and complete the survey. This method allows us to start with a sample frame of all residential households in Oakland, and direct them to a visual survey format that allows us to show images of various types of bicycling facilities for respondent feedback. The goal will be to complete at least 800 surveys, with roughly 100 in each of the 8 to-be-identified zones in the City. The margin of error for the survey sample citywide will be plus or minus 3.5 percentage points, with a margin of error of plus or minus 9.8 percentage points in each of the eight zones. Final data will be weighted to reflect the actual population distribution of Oakland residents.

The survey questionnaire will be designed by EMC in consultation with Alta and the City. After an initial meeting with the project team, EMC Research will review relevant background information and develop a draft questionnaire for review. We typically proceed through multiple rounds of feedback and revisions to arrive at a final questionnaire that will meet the needs of the client. The survey will not proceed until all sides are satisfied with the questionnaire and it has been approved by the City.

The survey questionnaire is expected to take the average respondent approximately 15 minutes to complete online. While the final design will be heavily influenced by discussions with the client, we anticipate the survey will include key questions that allow us to categorize residents into the four cyclist types identified by Roger Geller, questions around current cycling behaviors, reactions to images of various types of cycling facilities, and a set of demographic questions.

The survey will be initiated by selecting a random selection of residential mailing addresses in the City of Oakland, and mailing a printed multi-lingual postcard with directions on how to access the survey online. The postcards would include a unique passcode for each household to protect against potential "ballot box stuffing" where the survey URL is passed around to non-selected households, as well as enable targeted follow-up for households in areas with low response rates. In addition to the initial invitation postcard, the budget given allows for one reminder postcard for non-responding households to boost response rates if needed.

The survey questionnaire will be professionally translated into Spanish and Chinese, and programmed and hosted by EMC. The respondent will be able to select the language of their choice when they begin the survey. The data collection

process will be closely monitored by EMC staff to track the survey's representation and ensure that the sample universe accurately reflects Oakland's adult population. All demographic and geographic variables (such as age, ethnicity, and zip code) will be checked periodically to ensure that they are falling within the appropriate proportions as compared with the overall population.

Upon completion of interviewing, EMC Research staff will conduct an extensive statistical analysis of the data gathered from the survey. Key analysis steps will include single variable frequency analysis, variable modification to look for demographic and geographic patterns, bivariate frequency distribution analysis, regression analysis, and segmentation profile construction into the cycling categories defined by Roger Geller.

Once the data collection and analysis are complete, EMC will create a report on the findings of the survey. This report will contain key findings, analysis, and recommendations based on the survey research, including the Geller cyclist group analysis. Along with the report we will provide the survey topline (frequency responses for all questions with the full questionnaire document) and a full set of crosstabulations that show the survey responses among various demographic, geographic, and other groupings.

Merchant Survey

In addition to the resident survey, the Alta team will conduct focused outreach to local merchants (business owners and employees) through a targeted outreach effort that may include a survey and/or focus groups on merchant and employee needs related to bicycling, including routes and bike parking. This outreach will be an opportunity educate merchants on the economic benefits of bicycling and to relate information from the resident survey about mode of travel for shopping to provide a better understanding of the potential for increased bicycling mobility to support their businesses.

Rider Survey

Rider surveys will be conducted as part of bicycle tours, and using digital analytics tools developed as part of our outreach work. This information will inform cyclist demand and rider route preferences, as well as comfort and perceptions of safety.

Task 2 Deliverables:

- Community outreach strategy memo
- Presentation materials and written meeting summaries for each five rounds of workshops
- Meeting summaries (written notes and images) from listening sessions
- Six (6) mobile workshops
- Four (4) bicycle tours
- Resident survey questionnaire
- Surveys administered by mail in 8 city-defined zones to achieve 800 responses
- Survey results and analysis
- Focused outreach to merchants
- Digital bicyclist analytics

TASK 3: EXISTING CONDITIONS AND NEEDS

The existing conditions and needs analysis will provide a comprehensive understanding of needs and barriers to bicycling in Oakland, including economic barriers to bicycling, access to secure bicycle parking (e.g., not bike racks, but separate, secure structures or rooms), access to bike shops, and safe routes to schools.

3.1 EXISTING GOALS AND POLICIES

Alta will review and compile existing city goals, policies and performance metrics supporting bicycle mobility and Complete Streets. It is assumed that this Plan Update will reference and expand upon these adopted goals, policies, and metrics. As part of this process our team will conduct a review of six (6) peer cities (Minneapolis, Portland, San

Francisco, Seattle, Vancouver, BC, and Washington, DC) for best practices in the 5 E's including policies, staffing, and project delivery. The key technical leads on this proposal, Alta and TDG, have offices in all of the peer cities, have led master plans for each of them, and will be able to efficiently gather this information with our network of contacts.

The City also has a goal of achieving recognition as a Gold-level Bicycle Friendly Community. Based on the peer cities review, Alta will develop strategies to guide Oakland toward reaching Gold. Strategies and actions will be framed as performance measures so that progress can be regularly monitored.

3.2 EXISTING BIKEWAYS ANALYSIS AND MAPPING

Our team will collect available mapping data (in ArcView GIS compatible format, where possible) to be used in preparing existing conditions base maps. Requested mapping data would include ESRI shapefiles of street centerlines, right-of-way widths, railroads and utilities, land uses, existing bicycle/pedestrian facilities such as sidewalks, bike lanes, and shared use paths, street trees, etc. Alta will create additional layers based on non-GIS data or fieldwork conducted as part of our inventory task. Alta will collect base mapping data from City of Oakland as well as other partner agencies such as AC Transit, BART, etc. Alta will update the City's bikeway GIS data consistent with Caltrans Class I, II, III, IV classifications as well as Alameda County Transportation Commission sub-classifications as appropriate. At the end of the project Alta will provide OakDOT with all GIS shapefiles and attribute tables collected and used in our analysis.

3.3 MODE SHARE AND COUNT DATA

Alta will collect and analyze data on the city's current bicycle ridership levels based on US Census, bicycle count data, transit provider data, and other available data sources. This chapter will integrate results from the citywide survey of residents and merchants (survey methodology described in detail in Task 3.4). The resident survey will classify Oakland's population into four categories: Strong and Fearless, Enthusiastic and Confident, Interested But Concerned, and No Way, No How (ie non-cyclists). Results will be presented citywide and also broken out by geographic/topographic differences between neighborhoods. Alta will also present the survey results in terms of Level of Comfort, using the responses to illustrate how comfortable residents are with different bikeway facility types ranging from bike lanes on arterials to low traffic bike boulevards to protected cycle tracks. The Level of Comfort is an important step in linking the needs and preferences of Oakland's population to the facility types being recommended.

3.4 EQUITY ANALYSIS

Alta will conduct an equity analysis building off the City's prior active transportation analysis using MTC Communities of Concern data. *We will discuss potential use of additional indicators to develop a composite equity score.*

Equity scores will be mapped and compared to existing and proposed bikeways and other bikeway infrastructure and program data. The equity analysis will help demonstrate relative need for transportation investments based on concentrations of the populations listed above.

3.5 COLLISION ANALYSIS

Alta will perform a collision analysis of the last 10 years of data (SWITRS or Crossroads provided by the City) and develop graphics and maps to better communicate geographic patterns. We will conduct a more detailed location/causality analysis using the most recent 5 years of data. We anticipate conducting this analysis early in the process to inform our needs analysis and outreach. We will update the overall 10 year collisions maps prior to the final document publication so that data in the final plan is reflective of most current data.

3.6 DEMAND AND LEVEL OF TRAFFIC STRESS

The Alta team will analyze the reach and coverage of the proposed bikeway network both in distance from the primary, secondary, and tertiary network, as well as in the percentage that has access to the primary network via LTS 1 streets. While we understand the city has already done baseline LTS work, Alta is proposing to take this an additional step in developing a LTS-based connectivity analysis. The connectivity analysis will look at not only the segment links but also the intersection and crossing scores, and illustrate how a single "stress barrier" (e.g. a challenging crossing) can create areas of disconnectivity and islands along otherwise low-stress roadways. *We have found it useful to use this information with key destinations to understand available route choices for bicyclists. Alta developed an extensive LTS*

crossing analysis for the City of Berkeley, and developed tools for Google and others that allow for evaluating projects improvements based on changes to connectivity and predicted increases in bicycling and safety, and community support.

Task 3 Deliverables:

- Existing bikeways mapping
- Counts and mode share estimates
- Equity Analysis
- Collision Analysis
- Demand and LTS

Task 4: UPDATED BICYCLE PLAN

4.1 GOALS AND POLICIES

The City has a specific goal of increasing bicycle mode share. Alta will work with city staff to identify an aspirational, but achievable bicycle mode share goal based on zone-specific targets across Oakland. The Alta team may recommend additional goals such as those related to safety, based on input from the community, stakeholders and peer cities.

4.2 PROPOSED BIKEWAY NETWORK

Alta will help the City update its proposed bikeway network using existing City tools, including the City's Bike Network 2.0 tool, and Alta's LTS routing tool for examining network connectivity

Based on the reach and coverage analysis (including LTS/ connectivity), as well as input gathered through extensive public engagement, the Alta team will work with City staff to identify and evaluate potential changes in the bikeway network.

In addition to corridor alignments, Alta will recommend intersection and crossing improvements along the network which may include RRFBs or Pedestrian Hybrid Beacons at currently uncontrolled crossings, or upgrading signalized intersections to provide additional channelization or to fully protected intersections depending on the approach facility design.

Finally, we will make recommendations for traffic calming enhancements on current or proposed Bicycle Boulevard/neighborhood greenway type Class III facilities. In our work with Berkeley and Emeryville Alta has done extensive research on bicycle boulevard speed and volume thresholds to identify where those exceed the LTS 1 comfort level, and we will identify general corridors where traffic calming may be necessary in order to bring a facility down to LTS 1.

4.3 PARKING AND SUPPORT FACILITIES

Support facilities for bicyclists include bicycle parking, wayfinding signs, kiosks, and staging areas at trailheads. Support facility types will be described and classified whenever possible. Specific bicycle parking recommendations will include review and recommendations related to the bicycle parking ordinance such as allowing people to bring bicycles into buildings if no parking is provided, continuing existing bicycle parking programs and expanding the installation of in-street bike corrals. This section will also include recommendations for bicycle signal detection to ensure that detectors are functional and that appropriate markings are provided for positioning. Signage and signal detection are considered components of the bikeways themselves and will be included in conceptual project descriptions as appropriate.

4.4 EDUCATION, ENCOURAGEMENT AND ENFORCEMENT

Alta will review existing bicycle education, encouragement, outreach and enforcement programs in Oakland. These will include programs initiated by the City, community groups, and agency partners such as Bike East Bay and the Alameda County SR2S program. Based on community / stakeholder interests, concerns, needs, and resources for programs as well as best practices for model programs, we will develop a set of 4 E's recommendations to improve

bicycle Education, Encouragement, Enforcement, Evaluation, and public outreach efforts. TransForm will provide specific guidance on Enforcement issues in the Oakland context, including the word choice of “enforcement” to describe these strategies.

4.5 PRIORITY PROJECTS AND PROGRAMS

The current bike plan uses a scoring system based on several criteria to prioritize projects. While this can be effective, in a City as complex and diverse as Oakland, a more sophisticated project prioritization process may be useful to help ensure that investments are made in the most appropriate projects and to help communicate the prioritization process to the public and stakeholders.

Alta recommends develop a project prioritization process that uses the following principles:

- Responds to the goals and policies established for the plan. A good prioritization process can draw a clear line from the goals of the plan and the measures and process for prioritizing projects.
- Builds on the best quality data and analysis developed for the plan. Ultimately, projects for this plan will be developed that increase bicycling, improve bicyclist safety, and support other key goals. Using data from the LTS analysis, the proposed mode choice model, and other analyses, Alta will help Oakland develop measures that capture meaningful impacts of proposed projects
- Connects to a strategic vision for the City’s bicycle network. A prioritized list of projects should consider not just how good any one project is, but how it helps build a connected and comfortable network for riders of all ages and abilities. Especially for a bicycle plan, it is important to consider the cumulative benefits of multiple projects together.
- Distinguishes projects by tier. Focusing on qualitative differences in projects can be more useful than making fine distinctions between projects. A good prioritization process can only take into account a limited set of data and information and should avoid creating a false sense of precision.
- Provides flexibility for application to Oakland’s diverse neighborhoods. One likely element of a City vision for the bicycle network is likely to include the development of facilities that fit within the unique contexts of individual neighborhoods.
- Can be easily updated through time as projects are implemented and network gaps change.

Alta will work with the City to develop a clear, repeatable process and apply it to the current list of projects and newly identified projects that arise through the public outreach and analysis process. Alta will also develop a clear, graphical method for displaying project prioritization for the public and decision makers.

4.6 COSTS AND FUNDING

The Alta team will prepare a project database in Excel listing detailed information on each proposed improvement or segment length, corridor condition, and other information. Planning-level costs will be separated between land cost (if any), site preparation, planning, design and engineering costs, construction costs (including paving), and environmental documentation/mitigation costs (if any). Unit costs for design, construction, and environmental clearance of facilities will be discussed with OakDOT staff to ensure the costs matches recent bids in the City.

4.7 STAFFING FOR PROJECT DESIGN, DELIVERY, AND PUBLIC PARTICIPATION

TDG will lead this task drawing on extensive knowledge of the peer agencies identified by Oakland to provide a short summary of the organizational capacity of peers. We will provide both current understanding of organizational structure, staffing levels, and bicycle funding and information about how these have changed over time. The Alta team will also provide additional information for other relevant cities from our deep knowledge of bicycle planning in the U.S. The Alta team has worked with dozens of cities of similar size and character to Oakland and can provide information from our collect firm’s experience with these agencies.

4.8 INTERSECTION DESIGN GUIDELINES

Linked to our LTS analysis and bikeway crossing recommendations, the Alta team will develop a set of Intersection Design Guidelines for bikeways. Recommendations may reference materials such as MassDOT Separated Bikeway

Planning and Design Guide, as well as the NACTO Urban Bikeway Design Guide. The guidelines will focus on a construction level of detail for the Oakland context.

4.9 DOCUMENT PREPARATION

Alta will prepare a Bicycle Master Plan document to be suitable for high quality print production as well as viewing online with interactive and hyperlink functionality. Each plan chapter and the appendix will have separate pagination to facilitate a partial update to the plan in the future. Alta will use the Adobe Creative Suite to format the final document, however Alta will work with the City to apply a file format for the Implementation Guidelines and priority projects list that is best suited for dynamic updates by City staff. Alta will transmit all final product and source files to the City.

Task 4 Deliverables:

- Oakland Bicycle Master Plan document including all chapters above (digital files)
 - Internal Draft Bicycle Master Plan – Version 1
 - Internal Draft Bicycle Master Plan – Version 2
 - Public Draft Bicycle Master Plan
 - Revised Public Draft Bicycle Master Plan
 - Final Adopted Bicycle Master Plan

Task 5: Environmental Analysis/Document

Rincon will prepare a new focused EIR for CEQA compliance. A new EIR would be the most defensible environmental document, minimizing legal uncertainty: a legal challenge to an EIR would be required to meet the more stringent “substantial evidence” standard rather than simply make a “fair argument” that the project would result in significant impacts. Furthermore, a new EIR would enable efficient tiering for the environmental clearance of future projects listed under the Bicycle Master Plan. Finally, a new EIR may still take advantage of previously certified information that remains relevant.

Approach to Key Technical Issues

Our proposed technical approach is to review, verify, and utilize existing information to the maximum extent practical. Where necessary, we will conduct original research and analysis, as appropriate. The final scope of work for environmental and land use issues to be examined during the environmental review process will be based on responses to the NOI and other input received during the public review process. Based on review of the proposed project and previous documentation, we anticipate the following issues will require the most detailed analysis:

Transportation and Circulation

Pursuant to SB 743, this section will evaluate the Bicycle Master Plan Update’s impacts on the City’s transportation network, using VMT as a metric. The Alta team will provide existing and estimated VMT data with implementation of the Bicycle Master Plan Update. It is assumed that an analysis of total trip time will be incorporated in addition to the VMT analysis. This section will also use data from the Alta team to evaluate impacts on travel times for AC Transit buses and on-street parking availability as a planning-related non-CEQA issue. In consultation with Alta, Rincon will evaluate on traffic safety for bicyclists, pedestrians, motorists, and bus riders from potential design hazards and potential temporary impacts from construction. Because protected bike lanes are a relatively new and evolving facility type on Oakland’s streets and may introduce design hazards from motor vehicles parking in the bike lane or poor sight lines at intersections, this section will evaluate traffic safety impacts from implementation of such projects listed in the Bicycle Master Plan.

Air Quality

While bicycling does not generate emissions of air pollutants and in fact is assumed to reduce mobility-related emissions, the EIR will conservatively consider the potential air quality impacts of constructing bicycle infrastructure and any second-order effects associated with motor vehicle operations (i.e., road diets causing congestion that results in localized air quality impacts). Rincon will conduct a screening analysis of potential carbon monoxide (CO) “hot spots” for any intersections projected to operate below level of service (LOS) E. It is not expected that any violations of state

or federal CO standards will occur; in the unlikely event that a potential "hot spot" is identified, more detailed CALINE modeling will be performed at a representative worst-case intersection. If CALINE modeling is performed, traffic volumes at study intersections would be required for existing, existing plus project, cumulative, and cumulative plus project scenarios. In addition, temporary air quality impacts from the future construction of individual projects listed in the Bicycle Master Plan will be evaluated at a programmatic level based on the Bay Area Air Quality Management District's emissions thresholds.

Mitigation measures will be written in terms of the "Standard Specification for Public Works Construction" ("Greenbook") and the City's Special Provisions which contain modifications to the Greenbook, where appropriate. Should the environmental review of the Bicycle Master Plan Update identify construction-related impacts that are not addressed by this framework, Rincon will propose modifications to the City's Special Provisions. Such modifications will be presented in wording that can be directly applied to conditions of approval and will be included in the mitigation monitoring and reporting program.

Rincon will initially prepare a detailed Project Description, in accordance with the requirements of Section 15124 of the CEQA Guidelines, for City review. A comprehensive and accurate Project Description is a critical early step in the CEQA process, since it forms the basis for environmental evaluation. After City review and approval of the Project Description, Rincon will prepare a detailed Initial Study for review by City staff. Each of the environmental issue areas included in the City's CEQA environmental checklist form will be addressed at a level of detail sufficient to allow the City to make determinations of significance.

The analysis will rely on existing, readily available information through public documents and other public sources, including the 2007 EIR insofar as it remains up-to-date. Where possible, impacts will be quantified. If existing data does not allow definitive quantification, reasonable assumptions will be used to qualitatively forecast potential impacts. However, due to the programmatic nature of the project, it is expected that much of the analysis will be qualitative.

After City review and approval of the Project Description, Rincon will prepare a detailed Initial Study for review by City staff. The Initial Study will be written for inclusion in the EIR as an appendix and will discuss each of the issues in the Initial Study checklist and how the project may or may not result in impacts for under each topic. When an issue is clearly scoped for full EIR inclusion, the Initial Study analysis will be brief and refer the reader to the EIR. Rincon will prepare a draft Notice of Preparation of an EIR (NOP) for City review and distribute to the State Clearinghouse and Alameda County Clerk. It is assumed that the City will circulate the NOP to responsible agencies and other interested parties, although Rincon could assist with this task. During the NOP period, Rincon will design and manage a public scoping meeting and prepare a Scoping Session Report to the City Planning Commission.

Each environmental issue addressed in the EIR will have five main subsections: Setting, Methodology and Significance Thresholds, Impact Analysis (including cumulative impacts), Mitigation Measures, and Residual Impacts.

A discussion of three project alternatives that is intended to meet the requirements of Section 15126.6 of the State CEQA Guidelines will be provided in the EIR. The alternatives will be developed in consultation with City staff during preparation of the first Administrative Draft EIR. Specifically, the analysis will determine whether each alternative's impacts would be greater or less than those of the proposed project, the magnitude of impacts (i.e., significant or less than significant), and whether mitigation requirements for the project would apply. This section will also identify the "environmentally superior alternative."

Rincon will provide three rounds of administrative draft EIRs and a screencheck version for City review before publication of the Public Draft EIR and will prepare a draft Notice of Availability of an EIR for City review. This document will be circulated for public comment for a period of 45 days, as required by CEQA. This scope assumes that the City will be responsible for circulating the Draft EIR to commenting agencies and interested groups or individuals, although Rincon can assist with this task. Rincon will file the Notice of Availability with the State Clearinghouse and County Clerk. We have also assumed that the City will give notice to all organizations and individuals who have expressed interest in receiving such notice, and will publish the notice of availability in a local newspaper.

Following the close of the public review period for the Public Draft EIR, Rincon will prepare the Administrative Final EIR and all Supporting Documents for review by City staff. The Administrative Final EIR will include all comment letters

received during the public review period, responses to all comments received on the Public Draft EIR, and any necessary text changes. The Administrative Final EIR will also include a separate Mitigation Monitoring and Reporting Program (MMRP). After review and approval of the Administrative Final EIR by City staff, Rincon will prepare the Final EIR and all necessary supporting documents, including final versions of the MMRP and CEQA Findings.

Rincon will also prepare staff reports for Planning Commission and City Council hearings on the Bicycle Master Plan.

Task 5 Deliverables:

- Detailed Project Description
- Initial Study
- Notice of Preparation
- Scoping Session Report to City Planning Commission
- Three administrative drafts of EIR and screencheck version
- Public Draft EIR/Notice of Availability
- Administrative Final EIR
- Final EIR with MMRP and CEQA Findings
- Planning Commission staff report
- City Council staff report

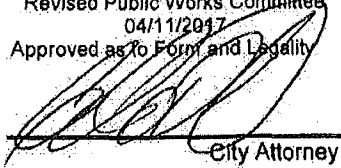
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OFFICE OF THE CITY CLERK
OAKLAND

OAKLAND CITY COUNCIL

2017 JUN -1 PM 5:05

RESOLUTION No. _____ C.M.S

Introduced by Councilmember _____

Revised Public Works Committee
04/11/2017
Approved as to Form and Legality

City Attorney

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR DESIGNEE TO NEGOTIATE AND EXECUTE A PROFESSIONAL SERVICES CONTRACT FOR A TOTAL AMOUNT NOT TO EXCEED SIX HUNDRED THOUSAND DOLLARS (\$600,000.00), INCLUDING A CONTINGENCY OF FIFTY-FIVE THOUSAND DOLLARS (\$55,000.00), WITH THE AUTHORITY TO INCREASE THE CONTRACT BY (\$200,000.00) IF NEED ARISE AND ADDITIONAL FUNDING BECOMES AVAILABLE FOR A TOTAL AMOUNT NOT TO EXCEED EIGHT HUNDRED THOUSAND DOLLARS (\$800,000.00) WITH ALTA PLANNING + DESIGN FOR PROFESSIONAL SERVICES OF PLANNING, ENGINEERING, AND ENVIRONMENTAL REVIEW FOR THE BICYCLE MASTER PLAN UPDATE FOR A TERM OF THREE (3) YEARS WITHOUT RETURN TO COUNCIL.

WHEREAS, an adopted Bicycle Master Plan is required for grant funding from many programs including the State's Bicycle Transportation Account and Measure B/Measure BB; and

WHEREAS, Bicycle Master Plans must be updated or reaffirmed every five years to ensure eligibility for the State's Bicycle Transportation Account; and

WHEREAS, Oakland last reaffirmed its Bicycle Master Plan in 2012; and

WHEREAS, the City conducted a qualification process in accordance with Oakland Municipal Code Chapter 2.04.045 to select a planning, engineering, and environmental review consultant team to support the development of a Bicycle Master Plan Update; and

WHEREAS, through that competitive process, a staff panel recommended Alta Planning + Design for contract negotiation; and

WHEREAS, Alta Planning + Design has met the City's 50% Local/Small Local Business Enterprises (LBE/SLBE) Program requirements and will be in compliance with the Equal Benefits Ordinance (EBO) prior to signing a contract; and

WHEREAS, the City Council finds that the services provided pursuant to the agreements authorized hereunder are of a professional, scientific or technical nature and are temporary in nature; and

WHEREAS, the City Council finds that the agreement shall not result in the loss of employment or salary by any person having permanent status in the competitive service; now, therefore be it

RESOLVED: The City Council authorizes the City Administrator Or Designee to negotiate and execute a professional services contract for a total amount not to exceed six hundred thousand dollars (\$600,000.00) including a contingency of fifty-five thousand dollars (\$55,000.00) with the authority to increase the contract by (\$200,000.00) if need and additional grant or reprogrammed funding becomes available for a total amount not to exceed eight hundred thousand dollars (\$800,000.00) with Alta Planning+Design for professional services of planning, engineering, and environmental review for the Bicycle Master Plan Update for a term of three 3 years without return to council; and be it

FURTHER RESOLVED: That the City Administrator, or designee, is hereby authorized to approve any subsequent amendments to or extensions of said Agreements, and such other documents as necessary or appropriate, in consultation with the City Attorney's Office, to facilitate implementation of the Bicycle Master Plan Update Project in accordance with and consistent with this Resolution, provided that such documents shall be approved for form and legality by the City Attorney and a copy shall be kept on file with the City Clerk; and be it

FURTHER RESOLVED: That funds totaling \$600,000 for the contract are available in the Transportation Development Act, Fund (2162); Organization (30275); Project (1000925); and Measure BB, Fund (2216); Organization (30275); Project (1001435). An additional \$200,000 could be allocated for this contract should additional grant or reprogrammed funding become available and need arise. Thus, the City Administrator or designee is authorized to apply for, accept and appropriate grant funding for this contract without returning to the City Council.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, AND PRESIDENT REID.

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California