



# AGENDA REPORT

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

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

**SUBJECT:** Active Transportation Program  
Cycle 5

**DATE:** May 4, 2021

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City Administrator Approval 

Date: Jun 2, 2021

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## **RECOMMENDATION**

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Accept And Appropriate Two (2) Active Transportation Program (ATP) Grants Totaling Thirty-One Million Four Hundred Forty-Nine Thousand Dollars (\$31,449,000) For The 7th Street Connection Project And The East Oakland Neighborhood Bike Routes Project, and Committing a Match of Up to Eleven Million Four Hundred Forty-Nine Thousand Two Hundred Thirty-Nine Dollars (\$11,449,239) In Measure BB Funds, Measure KK Infrastructure Bond Funds, Highway Safety Improvement Program Funds, Development Impact Fees, and Federal Earmarks; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.**

## **EXECUTIVE SUMMARY**

Approval of this proposed resolution will allow the City to accept and appropriate \$31,449,000 in grant funds from the Active Transportation Program (ATP) and commit to a local match of \$11,449,239 for the 7th Street Connection Project and the East Oakland Neighborhood Bike Routes Project. The 7th Street Connection Project closes a critical gap in the City's bicycle network and reconnects West Oakland and Downtown with a safe and welcoming street for people walking, biking, and taking transit. The East Oakland Neighborhood Bike Routes project will provide direct bike connections to important destinations and services in East Oakland, including the Coliseum BART station, seven schools, four parks, two libraries/rec centers, and two new Bus Rapid Transit stops. Local match will be funded through a combination of Measure B/BB, Measure KK, Development Impact Fees, and Federal Earmarks, should the City be successful in the earmark process.

## **BACKGROUND / LEGISLATIVE HISTORY**

The ATP is a competitive Caltrans grant program administered by the California Transportation Commission (CTC) with the aim of encouraging increased use of active modes of transportation through more equitable, safe, and healthy biking and pedestrian infrastructure. Funds are derived by consolidating existing federal and state transportation programs, including the

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Transportation Alternatives Program, Bicycle Transportation Account, and State Safe Routes to School into a single program with a focus to make California a national leader in active transportation. In 2017, the Legislature passed Senate Bill (SB) 1, also known as the Road Repair and Accountability Act, which directed an additional \$100 million annually from the Road Maintenance and Rehabilitation Account to the ATP, significantly augmenting the available funding for this popular program.

For the current ATP Cycle (5), Oakland submitted six applications and was awarded funds for two of its project submissions: the 7th Street Connection Project and the East Oakland Neighborhood Bike Routes Project. These grants represent two of the largest awards that the City has received for active transportation improvements.

### **ANALYSIS AND POLICY ALTERNATIVES**

Adoption of the proposed resolution will allow the City to move forward with completing the 7th Street Connection Project and the East Oakland Neighborhood Bike Routes Project. The selection of these projects is consistent with the Council-adopted Capital Improvement Program (CIP) prioritization criteria (Resolution No. 87376 C.M.S., adopted September 20, 2018). Priority projects were identified for this grant based on CIP score, grant prioritization criteria and funding needs.

This prioritization process resulted in the following two proposed projects.

#### **(1) 7th Street Connection Project**

- **Project Description:** This project closes a critical gap in the City's bicycle network and reconnects West Oakland and Downtown with a safe and welcoming street for people walking, biking, and taking transit. The project reduces vehicle travel lanes and installs protected bicycle lanes, traffic signal upgrades curb ramps, accessibility enhancements, transit boarding islands, pedestrian refuge islands, sidewalk repairs, and new carbon-capturing street trees. This project will recreate 7th Street with the utmost consideration for the most vulnerable users and spur an increase in active transportation between West Oakland and Downtown.
- **CIP Score:** 78 out of 100 (above average)
- **Project Readiness:** The Department of Transportation ("OakDOT") is continuing to refine and develop concept designs for 7th Street and vet concepts with community stakeholders. This work is an outgrowth of the 2019 Let's Bike Oakland Plan, and design was initiated by consultants for the Waterfront Ballpark District at Howard Terminal. These improvements will provide significant benefit to West Oakland residents regardless of whether the Waterfront Ballpark District project moves forward.
- **Funding Needs:** There are three sources of matching funds for this project. First is Measure KK, a paving and roadway safety bond passed by Oakland Voters in 2016. Second is the 500 Kirkham development project which is delivering roadway improvements on the fronting block face of the development and at the intersection of 7th/Union. Last is an HSIP 9 grant awarded to the City of Oakland to construct a pedestrian flashing beacon at 7th/Filbert. ATP funding in the amount of \$14,180,000 is currently

programmed for construction costs in 2024-2025, with initial project phases funded by local match dollars.

## **(2) East Oakland Neighborhood Bike Routes Project**

- **Project Description:** East Oakland's street network currently presents significant challenges for those wishing to walk and bike, including wide, multi-lane arterial roads with speeding. This project will create alternatives to biking along these high-stress, high-injury arterials (International Blvd., Hegenberger Rd., Bancroft Ave., and 98th Ave.) and construct intersection improvements to make crossing arterials safer and more comfortable. These community-envisioned neighborhood bike routes will provide direct bike connections to the important destinations and services—the Coliseum BART station, seven schools, four parks, two libraries/rec centers, and two new Bus Rapid Transit stops.
- **CIP Score:** 75 out of 100 (above average)
- **Project Readiness:** Project design is currently at 35% completion. Environmental review has been completed.
- **Funding Needs:** ATP grant funding in the amount of \$17,269,000 is programmed for construction costs in 2023-2024. Earlier project phases will be funded through local match dollars.

## **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) AND FILING NOTICE OF DETERMINATION (NOD) AND NOTICE OF EXEMPTION (NOE)**

The proposed projects are exempt from the CEQA pursuant to Public Resources Code Section 21080.20.5 (restriping of streets for bicycle lanes).

The Projects are also exempt from CEQA pursuant to CEQA Guidelines Sections 15183 (Projects Consistent with a Community Plan, General Plan or Zoning), 15301(c) (Existing Facilities, Highways and Streets), 15302 (Replacement or Reconstruction), 15303 (Small Structures), 15304(h) (minor alterations to land), and/or 15061(b) (3) (No Significant Effect on the Environment); each of the aforementioned provides a separate and independent basis for CEQA compliance.

The City Administrator or designee will file a Notice of Determination/Notice of Exemption with the clerk of the County of Alameda on both projects named in this resolution. CEQA clearance for both projects is expected to be determined and confirmed with the Planning and Building Department at the time of construction contract award.

## **FISCAL IMPACT**

Implementation of these projects will have a net positive fiscal impact on the City of Oakland by funding infrastructure upgrades and enabling the completion of these projects. These projects would not be possible without significant grant funding. Because this funding source is very competitive, the local match identified below helped secure state funding for East and West Oakland investments in transportation safety. The 7th Street Connection Project has also been

identified as a candidate for Federal Earmark funds. Federal Earmarks would be used to expand the scope of the project to include Transit Only Lanes, as well as offset the City’s local match responsibility.

The funding breakdown is as follows:

<b>Project</b>	<b>Active Transportation Program Grant</b>	<b>Local Match Amount</b>	<b>Local Match Sources</b>	<b>Notes</b>
7th Street Connection Project	\$14,180,000	\$6,857,000	<ul style="list-style-type: none"> <li>• 500 Kirkham Development (\$1,500,000)</li> <li>• HSIP 9 – 7<sup>th</sup>/Filbert (\$304,000)</li> <li>• Measure KK (\$4,753,000)</li> <li>• Federal earmark (TBD-would be used to expand scope)</li> </ul>	Staff are actively seeking additional match sources, including federal funds, to expand project scope and reduce burden on Measure KK.
East Oakland Neighborhood Bike Routes	\$17,269,000	\$4,592,239	<ul style="list-style-type: none"> <li>• Measure KK – Complete Streets Capital</li> <li>• Measure B/BB – Grant Matching</li> </ul>	Staff are actively seeking additional match to expand project scope and reduce burden on Measure KK.

**PUBLIC OUTREACH / INTEREST**

The City’s proposed projects are both longstanding community priorities identified in multiple planning efforts:

(1) The City and West Oakland Community have envisioned improvements for 7th Street since at least 2004 when the “Seventh Street Concept and Urban Design Plan” called for an “enhanced bicycle and pedestrian zone” east of Mandela Parkway with upgraded sidewalks and Class II bike lanes. The Let’s Bike Oakland: 2019 Bike Plan recommends protected bike lanes (Class IV) on 7<sup>th</sup> Street as a priority project. In early 2020, the City held a series of public workshops related to the Waterfront Ballpark District, including one at the West Oakland Senior Center. 7th Street rose

to the top of conversations regarding transportation in West Oakland, with the community calling for enhanced bicycle, pedestrian, and transit facilities on 7th to provide increased active access in West Oakland. In developing this grant application, staff met with leaders of several community groups and Neighborhood Councils. Elements of this project have also been identified as high priority in the West Oakland Community Action Plan, a community-led effort with significant resident participation, as well as the 2019 Oakland Bike Plan Update. Now that the project has funding, staff will be formally initiating engagement to make sure investments on 7<sup>th</sup> Street meet the needs of West Oaklanders.

(2) The Let's Bike Oakland: 2019 Bike Plan process was the genesis of the East Oakland Neighborhood Bike Routes Project. Recommendations for this Plan were guided by the leadership of five community partners that facilitated public engagement. Three of these community-based organizations (CBOs) are based in East Oakland, including Cycles of Change, the East Oakland Collective, and the Original Scraper Bike Team. Through outreach for this project, OakDOT spent close to 600 hours in the community, participated in or led over 60 community meetings and events, and engaged with over 3,644 people in person. The East Oakland Neighborhood Initiative (2020) also identified safer routes for walking and biking as a priority for residents, with over 50% of community meeting attendees identifying "improved walkways and bikeways" as a community priority. Now that the project has funding, staff will be formally initiating engagement to make sure neighborhood street investments meet the needs of East Oaklanders.

## **COORDINATION**

The City's planning and design efforts for the two proposed projects include ongoing outreach and coordination with project stakeholders.

The 7th Street Connection Project was an outgrowth of the Let's Bike Oakland: 2019 Bike Plan, and specific outreach and design was initiated with the Waterfront Ballpark District proposal. In 2020, the City took over the design process and continued outreach. The project will be coordinated with ongoing planning efforts in West Oakland including West Oakland Community Action Plan implementation, the Waterfront Ballpark District proposal and the Mandela Station development.

For the East Oakland Neighborhood Bike Routes Project, OakDOT has been engaging with residents in the design and implementation process. The design of the traffic calming elements as part of the Plymouth St and 69th Ave neighborhood bike routes (currently under construction) were fine-tuned after consulting with local residents as part of the East Oakland Planning for Pavement Initiative. OakDOT has also developed materials to work with community members in final design of the Arthur St, D St, 81st Ave, and 85th Ave neighborhood bike routes, and it has discussed traffic calming design and priorities with East Oakland residents through the ongoing East Oakland Mobility Action Plan effort.

The Budget Bureau and City Attorney's Office were consulted in the preparation of this report and proposed resolution.

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## **SUSTAINABLE OPPORTUNITIES**

**Economic:** Improving key bicycle and pedestrian corridors between West Oakland, Downtown, and East Oakland will transform mobility within the City and contribute to local economic activity.

**Environmental:** The proposed projects, by providing safer and more comfortable routes for pedestrians, bicyclists, and transit access, will encourage an overall shift in mode of transportation away from single occupancy vehicles to more energy-efficient forms of transportation – walking, biking, and transit.

**Race & Equity:** The proposed projects are located in high and highest priority areas as identified in the Department of Transportation's Racial Equity Team Geographic Equity Tool and the Metropolitan Transportation Commission (MTC) Communities of Concern map. Both projects will contribute to local revitalization by advancing affordable, accessible, and equitable mobility for East and West Oakland, while also providing access to a high-quality, regional transit hubs and spaces for recreation.

## **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Accept And Appropriate Two (2) Active Transportation Program (ATP) Grants Totaling Thirty-One Million Four Hundred Forty-Nine Thousand Dollars (\$31,449,000) For The 7th Street Connection Project And The East Oakland Neighborhood Bike Routes Project, and Committing a Match of Up to Eleven Million Four Hundred Forty-Nine Thousand Two Hundred Thirty-Nine Dollars (\$11,449,239) In Measure BB Funds, Measure KK Infrastructure Bond Funds, Highway Safety Improvement Program Funds, Development Impact Fees, and Federal Earmarks; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

For questions regarding this report, please contact Craig Raphael, Strategic Planning and Administration Division at 510-238-7229.

Respectfully submitted, \_\_\_\_\_



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