



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Josh Rowan,
Director, Oakland
Department of
Transportation

SUBJECT: 27th Street Complete Streets
Construction Contract Award

DATE: September 29, 2025

City Administrator Approval


[Jestin Johnson \(Oct 17, 2025 10:08:35 PDT\)](#)

Date: 10/17/2025

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Awarding A Construction Contract To Redgwick Construction For The 27th Street Complete Streets Project, Project No. 1003978, The Lowest, Responsible, And Responsive Bidder In Accordance With Project Plans, Specifications, State Requirements, And With Contractor's Bid In The Amount Of Ten Million, Four Hundred Eighteen Thousand, Five Hundred Seventy-Three Dollars and Fifty Cents (\$10,418,573.50); And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

EXECUTIVE SUMMARY

Approval of this proposed resolution will authorize the City Administrator to execute a construction contract in the amount of ten million, four hundred eighteen thousand, five hundred seventy-three dollars and fifty cents (\$10,418,573.50) with Redgwick Construction, the lowest, responsible, and responsive bidder, for the 27th Street Complete Streets Project, Project No. 1003978, to construct pedestrian, bicycle, transit and vehicular traffic safety improvements on 27th Street from Telegraph Avenue to Harrison Street and on Bay Place from Harrison Street to Grand Avenue. Project improvements include physically separated bicycle lanes, buffered bicycle lanes, protected intersections, pedestrian crossings improvements, bus boarding islands, curb ramps, and traffic signal improvements.

Approval of the resolution will also authorize the City Administrator to adopt appropriate California Environmental Quality Act (CEQA) findings.

BACKGROUND / LEGISLATIVE HISTORY

The 27th Street Complete Streets Project (the Project) will construct pedestrian, bicycle, transit, and vehicular traffic safety improvements on 27th Street from Telegraph Avenue to Harrison Street and on Bay Place from Harrison Street to Grand Avenue. Highlighted project improvements include protected intersections on 27th Street at both Broadway and at Harrison

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Street, converting the existing eastbound paint/post-protected bike lane into a concrete-separated protected bicycle lane on 27th Street from Broadway to Harrison Street, constructing concrete-separated protected bike lanes on 27th Street in both directions from Telegraph Avenue to Harrison Street, removing a travel lane and installing buffered Class II bike lanes in both directions on Bay Place from Harrison Street to Grand Avenue, and closing the slip-turn lanes at Harrison Street and at Bay Place.

The 2007 Bicycle Master Plan identified the Broadway and 27th Street intersection as having the third highest bicyclist collisions, with four collisions from 2000-2004. At the time, there were no existing bikeway facilities along the corridor, and the plan proposed Class II bike lane improvements on 27th Street and shared-route bikeway improvements on Bay Place. The 2019 Let's Bike Oakland Bike Plan revised the 2007 recommendation and called for constructing Class IV protected bikeways on 27th Street and Bay Place, with Bay Place identified as a Vision Priority Project (Resolution No. [87808 C.M.S.](#)). In 2021, the City Council adopted the Capital Improvement Program for fiscal year (FY) 2021-2023 (amended mid-cycle in July 2022), which included the 27th Street Complete Streets Project.

The City applied for and received grant funds from the Alameda County Transportation Commission (ACTC) for the Project. In August 2017, the City Council authorized the acceptance and appropriation of \$29.97 million in grant funds from the ACTC (Resolution No. [86894 C.M.S.](#)), \$1,950,000 of which was awarded to the Project to support the Preliminary Engineering/Environmental and Final Design phases. In June 2023, the City Council adopted the biennial budget for FY 23-25 (Resolution No. [89804 C.M.S.](#)), which authorized the acceptance and appropriation of \$8,301,000 in grant funds from ACTC for the 27th Street construction contract. These \$8.31 million in ACTC grant funds were awarded separately from the previously awarded \$29.97 million grant funds.

The City also applied for and received loan and grant funds from California's 2020-2021 Affordable Housing and Sustainable Communities Program (AHSC) for the Project. In May 2021, the City Council authorized the acceptance and appropriation of \$30 Million loan and grant funds from the AHSC (Resolution No. [88669 C.M.S.](#)), \$1,000,000 of which was awarded to the Project in grant funds.

Local matching funds are required as a condition of the ACTC grant, and they will be allocated from the Measure KK Infrastructure Bond Fund.

ANALYSIS AND POLICY ALTERNATIVES

On June 5, 2025, the Office of the City Clerk received three bids for the construction contract of the Project from Redgwick Construction, McGuire and Hester (M&H), and Gallagher & Burke. The bid amounts are shown in **Table 1** below.

Table 1: Project Bids Received

BIDDER	BASE BID
Redgwick Construction	\$10,418,573.50
McGuire & Hester	\$11,368,485.00
Gallagher & Burke	\$11,584,584.00

As the Project is funded by ACTC, the Project would typically be required to comply with the county's Local Business Contract Equity Program (LBCE). However, the county has allowed the City to substitute the LBCE requirements with the City's Local/Small Business Enterprise (L/SLBE) requirements. The Department of Workplace and Employment Standards reviewed the bids and determined that Redgwick Construction's bid is Equal Benefits Ordinance (EBO) compliant, meets the City's L/SLBE participation requirements, and is therefore deemed to be the lowest, responsible, and responsive bidder. The Compliance Analysis and Memorandum are included in **Attachment A**.

The City advertised per OMC §2.04.050 on April 25, 2025; bids opened June 5, 2025. Award is to the lowest responsive and responsible bidder; no bid protests were received.

Redgwick Construction's bid of \$10,418,573.50 is ten percent (10%) lower than the Engineer's Estimate of \$11,608,000. Staff determined that Redgwick Construction's bid is reasonable with available sufficient funds and is recommended to be awarded the contract.

Adoption of the proposed resolution will allow the City, through the Oakland Department of Transportation (OakDOT), to move forward with implementing 27th Street Complete Streets Project and advancing four Citywide priorities: **(1) housing, economic, and cultural security; (2) vibrant, sustainable infrastructure; (3) holistic community safety; and (4) responsive, trustworthy government** as follows:

- 1. Housing, Economic, and Cultural Security:** Walking, cycling, and transit are often cost-effective alternatives to automobiles, which many Oaklanders cannot afford to access. Lack of safe, attractive, and comfortable facilities may dissuade people from using these cost-effective transportation modes. The Project will provide the necessary infrastructure along 27th Street and Bay Place to encourage the use of alternative transportation modes and increase foot traffic and economic activities in the neighborhoods.
- 2. Vibrant and Sustainable Infrastructure:** The Project invests in pedestrian, bicyclist, and public transit infrastructure to ensure Oaklanders have high-quality, sustainable transportation choices to travel to major destinations, including Lake Merritt and the Koreatown Northgate business district. The improvements connect the Telegraph Avenue Class IV bikeways to the Lake Merritt two-way cycle-track, transforming the corridor into a walk-, bike- and transit-friendly segment that supports the vibrancy and economy in the area.
- 3. Holistic Community Safety:** The Project includes constructing physically separated bicycle lanes, protected intersections, a road diet, removal of slip turn lanes, and other enhancements designed to improve pedestrian, bicycle, and transit safety along the busy 27th Street and Bay Pl corridor.
- 4. Responsive, Trustworthy Government:** OakDOT is working diligently to deliver a key piece of pedestrian, bicyclist, and transit infrastructure that would benefit many communities in the Koreatown/Northgate and Lake Merritt areas.

FISCAL IMPACT

The Project is funded by the County, and local funding sources as listed in **Table 2** below.

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Table 2: Construction Funding Sources

Fund Source	Amount
ACTC Grant, 27 th Street Complete Streets (No. 1003978), Construction Organization (92270), ACTC Reimbursable Grants Fund (2214)	\$7,813,930.12
AHSC Program, 27 th Street Complete Streets (No. 1003978), Construction Organization (92270), State of California (2159)	\$1,000,000.00
Local funding, Complete Streets Capital Program (No. 1003348), Construction Organization (92270), Various funds (5342, 2218, 2230, 2232, 2420)	\$1,604,643.38
Total Funds	\$10,418,573.50

In June 2023, the City Council adopted the biennial budget for FY 23-25 (Resolution No. 89804 C.M.S.), which authorized the acceptance and appropriation of \$8,301,000 in grant funds from ACTC for the 27th Street construction contract. The grant is a “not to exceed” amount and requires a 25% local match for construction costs. As allowed, 75% of the construction costs that can be reimbursed by the grant is \$7,813,930.12.

Measure U funds identified above (Fund 5342) are contingent upon the availability of funding in the upcoming bond sale, which is currently planned to be finalized by November 2025. If the bond sale is delayed, the city may delay the project or utilize other available matching funds in Project 1003348 (Funds 2218, 2230, 2232, and 2420).

PUBLIC OUTREACH / INTEREST

Staff conducted public outreach to local businesses, residents, and stakeholders. Staff went door-to-door to businesses in May 2022 to talk with store owners and hand out informational postcards. Staff gave project presentations to the City’s Bicyclist & Pedestrian Advisory Commission on 5/18/2022, and to Neighborhood Council 8X on 3/25/2024. Staff also held a town hall event at St. Paul’s Episcopal Church on 8/17/2024 with St. Paul’s staff and local concerned residents to discuss the intersection of Bay Place and Montecito Street. The conversations held at this meeting and advocacy from nearby residents led to Councilmember Fife using discretionary funding to install temporary traffic calming improvements in advance of the construction of this project.

Staff provided notice to labor representatives, per the terms and conditions of the current Memorandums of Understanding with the International Federation of Professional & Technical Engineers (IFPTE) Local 21, Service Employees International Union (SEIU) Local 1021, and International Brotherhood of Electrical Workers (IBEW) Local 1245, prior to the formal issuance of the Request for Bids (RFB).

Public Outreach is part of OakDOT's Capital Contract Equity Initiative. For this RFB solicitation, OakDOT-Great Streets Delivery Division (OakDOT-GSD) worked with Oakland Public Works, Capital Contracts Division (OPW-CCD), and the Department of Workplace and Employment Standards (DWES) to perform public outreach through legal ads, enhanced notifications, and pre-bid meetings.

Notifications of solicitation were distributed by several means. The first was the City's iSupplier system, which was utilized to notify Oakland-certified local and non-local professional service providers (e.g., landscape architects, architects, engineers, contractors, and planning firms); regional trade and business groups, including the Oakland Metropolitan Chamber of Commerce, Oakland Black Board of Trade & Commerce, Bay Area Business Roundtable, and Construction Bidboard. Within a few days of registering in iSupplier, companies can access and review proposal requests in iSupplier by searching for specific projects based on the North American Industry Classification System (NAICS) code.

The legal notice for the RFB solicitation was advertised on April 25, 2025, in the Daily Pacific Builder, El Mundo, Oakland Post, Oakland Tribune, The Korea Times, and the World Journal. In addition, information about the project was published in El Mundo, Daily Pacific Builder, World Journal, and the Korea Times to supplement and target L/SLBE companies in Black, Indigenous, People of Color (BIPOC) communities with potential contractors.

Finally, OPW-CCD held a pre-bid meeting in partnership with DWES and the Project Manager on May 6, 2025, with three (3) in attendance virtually. The meeting's purpose was to inform attendees about the Project, discuss compliance requirements, and provide an opportunity for contractors and sub-contractors to network and partner on the proposed work.

COORDINATION

The Project has been coordinated with the Office of the City Attorney, the Budget Bureau, and the Department of Economic and Workplace Development in the development of this Project and preparation of this report and legislation.

Other departments and agencies that the Project has also coordinated with include Oakland Fire Department (OFD), California Department of Transportation (Caltrans), Alameda-Contra Costa (AC) Transit, East Bay Municipal Utility District (EBMUD), and Pacific Gas & Electric (PG&E).

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

The City has not completed any Contractor Performance Evaluations for Redgwick Construction. They are currently the prime contractor on the Fruitvale Alive Gap Closure Project, Project No. 1000724, and the 14th Ave Streetscape Project Phases 1 & 3, Project No. 1004251. City staff has confirmed that Redgwick Construction's performance has been

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satisfactory on these projects.

SUSTAINABLE OPPORTUNITIES

Economic: Implementation of the Project will improve the experience of pedestrians, bicyclists, and transit users, which staff anticipate will encourage additional foot travel and thereby increase local economic activity.

Environmental: Compared to traveling by automobile, walking, biking, and using public transit is energy efficient and low emission form of transportation. The Project is expected to result in reduced motorized traffic activities and associated greenhouse gas emissions.

Race & Equity: As walking, biking, and transit riding are relatively inexpensive and broadly accessible forms of transportation, the Project's pedestrian, bicycle, and public transit improvements will especially benefit youth, seniors, low-income residents, people with disabilities, and people who do not own personal vehicles. Utilizing OakDOT's Geographic Equity Tool (GET), the Project passes through neighborhoods designated as "Medium Priority", and abuts neighborhoods designated as "Highest Priority" and "High Priority". These neighborhoods have a higher ratio of people over 65 and people with disabilities when compared to the City as a whole.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The proposed Project is exempt from the California Environmental Quality Act (CEQA) pursuant to Public Resources Code Section 21080.25(b)(1) (pedestrian and bicycle facilities, including new facilities). The Project is also exempt from CEQA pursuant to CEQA Guidelines Sections 15301(c) (Existing Facilities, Highways and Streets), 15302 (Replacement or Reconstruction), 15304(h) (minor alterations to land), and/or 15061(b)(3) (No Significant Effect on the Environment). Project is entirely within existing City right-of-way and does not add vehicle capacity," (ii) "No Guidelines §15300.2 exception applies." State that staff will file a NOE. Each of the above exemptions provides a separate and independent basis for CEQA compliance.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Awarding A Construction Contract to Redgwick Construction For The 27th Street Complete Streets Project, Project No. 1003978, The Lowest, Responsible, And Responsive Bidder In Accordance With Project Plans, Specifications, State Requirements, And With Contractor's Bid In The Amount Of Ten Million, Four Hundred Eighteen Thousand, Five Hundred Seventy-Three Dollars and Fifty Cents (\$10,418,573.50); And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

For questions regarding this report, please contact Suty Komsonkeo, P.E., Civil Engineer at skomsonkeo@oaklandca.gov

Respectfully submitted,


JOSH ROWAN (Oct 14, 2025 11:52:08 PST)

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Attachment(s) (1):

A: Compliance Analysis Memorandum