

CITY OF OAKLAND
AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2008 OCT 30 PM 3:48

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Community & Economic Development Agency
DATE: November 3, 2008

RE: **Supplemental Report On A Resolution Approving The City Of Oakland's Four-Year (Fiscal Year 2009-2010 Through Fiscal Year 2012-2013) Priority List Of Bicycle And Pedestrian Safety Projects For Funding From Measure B Bicycle And Pedestrian Pass-Thru Funds (Fund 2212)**

SUMMARY

At the October 14, 2008 Public Works Committee meeting, the Committee requested a supplemental report to respond to the following questions:

- (1) What is the rationale for the funding shift from pedestrian improvements to bicycle improvements?
- (2) What are the effects of the staff recommendation to use Measure B: ACTIA Fund (2211) and State Gas Tax Fund (2230) rather than \$100,000.00 from Measure B: Bicycle/Pedestrian Pass-Thru Fund (2212) for the Street and Traffic Sign Replacement Project?
- (3) Do data support the staff recommendation to shift funds from pedestrian improvements to bicycle improvements?
- (4) What are examples of pedestrian and bicycle projects that will be eligible for this funding?

BACKGROUND

The City of Oakland receives approximately \$1 million per year from the Measure B countywide ½-cent sales tax that is earmarked for pedestrian and bicycle projects: the Measure B Bicycle/Pedestrian Pass-Thru Fund (2212). The Alameda County Transportation Improvement Authority (ACTIA), which administers these funds, requires each recipient agency to periodically provide a list of priorities for these funds. For FY 2002-2003 through FY 2008-2009, the City of Oakland's priorities allocated 90% of the expenditures to pedestrian projects and 10% to bicycle projects. For FY 2009-2010 through FY 2012-2013, staff recommends that 65% of the expenditures be allocated to pedestrian projects and 35% to bicycle projects.

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KEY ISSUES AND IMPACTS

Question #1

What is the rationale for the funding shift from pedestrian improvements to bicycle improvements?

Response

Bicycle projects are relatively inexpensive to construct but they require significant staff time to complete the necessary feasibility studies and community outreach. A portion of the increase for bicycle projects would be used to fund an engineer who would work with the Bicycle and Pedestrian Program Manager and the Bicycle and Pedestrian Facilities Coordinator. Currently, staff cannot fully compete for bicycle-related grants because resources are not available to complete the feasibility and design work necessary for competitive grant applications and successful projects. The new engineer would also provide much-needed technical assistance on streetscape projects and resurfacing projects managed by other divisions and departments (e.g. Project Delivery Division, Engineering Design Division, Redevelopment Agency) that, to date, rarely included bikeway improvements. In contrast, pedestrian safety improvements, including ADA-compliant curb ramps, are now included as a matter of course with the City's streetscape and resurfacing projects. The integration of bicycle improvements into City projects will implement the following Oakland General Plan policies:

- Land Use and Transportation Element Policy T3.5 – Including Bikeways and Pedestrian Walks: The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realized streets, wherever possible.
- Bicycle Master Plan Policy 1B – Routine Accommodation: Address bicycle safety and access in the design and maintenance of all streets.

Question #2

What are the effects of the staff recommendation to use Measure B: ACTIA Fund (2211) and State Gas Tax Fund (2230) rather than \$100,000.00 from Measure B: Bicycle/Pedestrian Pass-Thru Fund (2212) for the Street and Traffic Sign Replacement Project?

Response

The Street and Traffic Sign Replacement Project is currently funded through two sources, each of which provides \$100,000.00 annually toward labor and materials cost: Measure B: ACTIA Fund (2211) and Measure B: Bicycle/Pedestrian Pass Thru Fund (2212). The project supports the cost of a full-time Traffic Sign Maker position at a fully-burdened cost of approximately \$105,000 per year. This position was added in the 2003-2005 budget.

During the past five years that the program has been in progress, four thousand old signs have been replaced with high visibility, highly reflective signs that are more visible at nighttime to meet new industry standards. There are approximately 96,000 street signs remaining citywide to be replaced and it is projected that productivity will double with the addition of new sheeting

equipment, introduced to the sign makers shop this fiscal year. The expected life span of this project is 12 years at the predicted 8,000 signs per year. Reducing funds to the program at this stage leaves an aesthetic imbalance within the City infrastructure that will affect both the traveling public, and possibly emergency vehicle response, in the future as the current signs continue to degrade.

If not replaced by other funds, such as Measure B: ACTIA Fund (2211) or State Gas Tax Fund (2230), the reduction of \$100,000.00 in funding from Measure B: Bicycle/Pedestrian Pass Thru Fund (2212) will cut funding in half, and curtail the program. However, since the 2212 funds represent a modest 5% set-aside of the countywide Measure B funds and are dedicated to bicycle and pedestrian projects and programs, using these funds for street sign replacement is not the best use of these limited funds. It is recommended that funds from Measure B: ACTIA Fund (2211) or State Gas Tax Fund (2230), or a combination be used to replace funding for the sign replacement program in the upcoming 2009 – 2011 budget process.

Question #3

Does data support the staff recommendation to shift funds from pedestrian improvements to bicycle improvements?

Response

Yes. Staff bases its recommendation on the analysis of walking and bicycling rates, pedestrian and bicycle collisions, and funding levels for pedestrian and bicycle projects. As requested, a map that shows pedestrian- and bicyclist-involved collisions in relationship to schools is included as Attachment A. These data are summarized in Table 1 and explained below:

Table 1: Pedestrian/Bicyclist Mode Share and Collisions versus Fund 2212 Priorities

Data Source	Pedestrian / Bicyclist	
	Total	%
Mode Share (US Census, 2005-2007)	6.0%	71% / 29%
Collisions (SWITRS, 2003-2007)	2113	65% / 35%
Fund 2212 Expenditures: FY02-03 to FY 08-09	\$7,000,000	90% / 10%
Fund 2212 Expenditures: FY09-10 to FY 12-13 (staff recommendation)	\$4,000,000	65% / 35%
Fund 2212 Expenditures: FY02-03 to FY12-13 (includes staff recommendation)	\$11,000,000	81% / 19%

The mode share data on walking and bicycling rates represent a three-year average from the United States Census Bureau's American Community Survey (ACS) for 2005, 2006, and 2007. These data show that 6.0% of Oaklanders walk or bicycle to work as their primary mode of transportation. (Data are not available for non-work related trips.) Of that 6.0% who walked or bicycled to work, pedestrians accounted for 71% while bicyclists accounted for 29%. Since the

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US Census 2000, walking rates have increased by 16% while bicycling rates have increased by 42%.

The data on pedestrian- and bicyclist-involved collisions comes from the California Highway Patrol's Statewide Integrated Traffic Records System (SWITRS). For 2003 through 2007, the system documents 2,113 collisions involving a pedestrian or bicyclist in Oakland. Of those 2,113 collisions, 65% involved pedestrians and 35% involved bicyclists. A citywide map of collision locations is included as Attachment A. This map reveals trends that are analyzed in the Pedestrian Master Plan and Bicycle Master Plan: collisions are generally concentrated in the Flatlands and along the City's major arterials (including International Blvd, Bancroft Ave, Foothill Blvd, MacArthur Blvd, San Pablo Ave, Telegraph Ave, and Broadway).

For FY 2002-2003 through FY 2008-2009, the City's priorities for the Measure B Bicycle/Pedestrian Pass-Thru Fund (2212) allocated 90% of the expenditures to pedestrian projects and 10% to bicycle projects. For FY 2009-2010 through FY 2012-2013, staff recommends that 65% of the expenditures be allocated to pedestrian projects and 35% to bicycle projects. By FY 2012-2013, this recommendation would result in an 81% allocation to pedestrian projects and a 19% allocation to bicycle projects since the inception of the fund in FY 2002-2003. The recommended funding split will provide a more equitable allocation of resources for pedestrians and bicyclists based on the mode share and collision data.

The staff recommendation also helps rectify a systematic underfunding of bicycle projects from the six major funding sources that are dedicated to pedestrian and/or bicycle projects. These sources are:

- Transportation for Livable Communities grants through the Metropolitan Transportation Commission;
- Measure B Bicycle/Pedestrian Pass-Thru Fund (2212) from ACTIA;
- Safe Routes to School grants through the California Department of Transportation;
- Transportation Development Act, Article 3 funds through Alameda County;
- Bicycle Transportation Account grants from the California Department of Transportation; and
- Measure B Bicycle/Pedestrian Countywide Discretionary grants from ACTIA.

The Bicycle Transportation Account funds bicycle projects exclusively while both pedestrian and bicycle projects are eligible for the other five sources. Table 2 summarizes the City's funding from each source from 2000 to the present.

Table 2: Major Sources of Dedicated Pedestrian and/or Bicyclist Funding, 2000-2008

Funding Source	Pedestrian / Bicyclist	
	Total	% Pedestrian % Bicyclist
Transportation for Livable Communities (MTC)	\$17,548,000	98% 2%
Measure B Bicycle/Pedestrian Pass-Thru (ACTIA)	\$7,000,000	90% 10%
Safe Routes to School (Caltrans)	\$4,159,148	99% 1%
Transportation Development Act (Alameda Co)	\$3,944,214	66% 34%
Bicycle Transportation Account (Caltrans)	\$600,000	0% 100%
Measure B Bicycle/Pedestrian Grants (ACTIA)	\$369,000	0% 100%
TOTAL	\$33,620,362	90% 10%

The major contributor of pedestrian/bicyclist funds is the Transportation for Livable Communities (TLC) grant program. The five TLC streetscape projects completed to date have not included bikeways because of insufficient staff resources for developing the bicycle component of these projects. The 2% of total funds accounts for bicycle racks plus bikeways included in streetscape projects that are currently under development. The next major contributor is the Measure B Bicycle/Pedestrian Pass-Thru Fund (2212) that is discussed above. The City has received seven Safe Routes to School (SR2S) grant awards totaling over \$4 million. A recent grant includes the first bikeway project included with an SR2S application and accounts for the 1% of bicycle funding from this source. The Transportation Development Act Article 3 funds have funded both pedestrian and bicyclist projects since 2000 and the overall funding breakdown of 66% for pedestrian projects and 34% for bicyclist projects is comparable to the staff recommendation for the Measure B Bicycle/Pedestrian Pass-Thru Fund (2212). The Measure B Bicycle/Pedestrian Grants and the Bicycle Transportation Account are smaller funding sources, amounting to 3% of the total funding received from all six sources. These funds were entirely for bicyclist projects (in part because BTA does not accept applications for pedestrian projects). For all six funding sources, bicyclist projects received a total of 10% of pedestrian/bicyclist funding while accounting for 29% of pedestrian/bicyclist trips to work and 35% of pedestrian/bicyclist-involved collisions.

Question #4

What are examples of pedestrian and bicycle projects that will be eligible for this funding?

Response

Attachment A of the original agenda report explains the projects that will be eligible for funding from the Measure B Bicycle/Pedestrian Pass-Thru Fund (2212). Pedestrian projects include pedestrian countdown signal heads and other traffic signal upgrades, sidewalk repair, and streetscape projects. The first priority for streetscape projects will be those outside of redevelopment areas and thus not eligible for Redevelopment Agency program funding. Possible projects include the Mills Corridor-MacArthur Boulevard Community Transportation Plan (under development), Harrison/Oakland Corridor Community Transportation Plan (under development), Telegraph Avenue Pedestrian Streetscape Improvements Project, and the

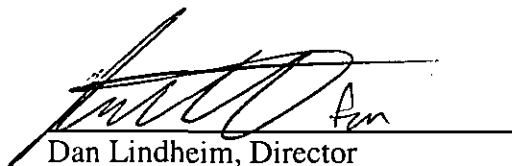
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Lakeshore Avenue/Lake Park Avenue Pedestrian Improvements Project. Possible bicyclist projects include the priorities identified in the Bicycle Master Plan: bikeways, bicycle parking, bicycle safety education, and Bike to Work Day. Candidate bikeway projects include E 12th Street (Lake Merritt to Fruitvale BART), Broadway (downtown to Rockridge), and 40th Street/41st Street (MacArthur BART to Piedmont Ave and Emeryville).

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council accept this Supplemental Report.

Respectfully submitted,

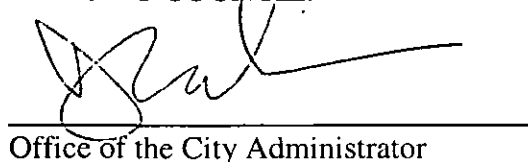


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APPROVED AND FORWARDED TO
THE CITY COUNCIL:


Office of the City Administrator

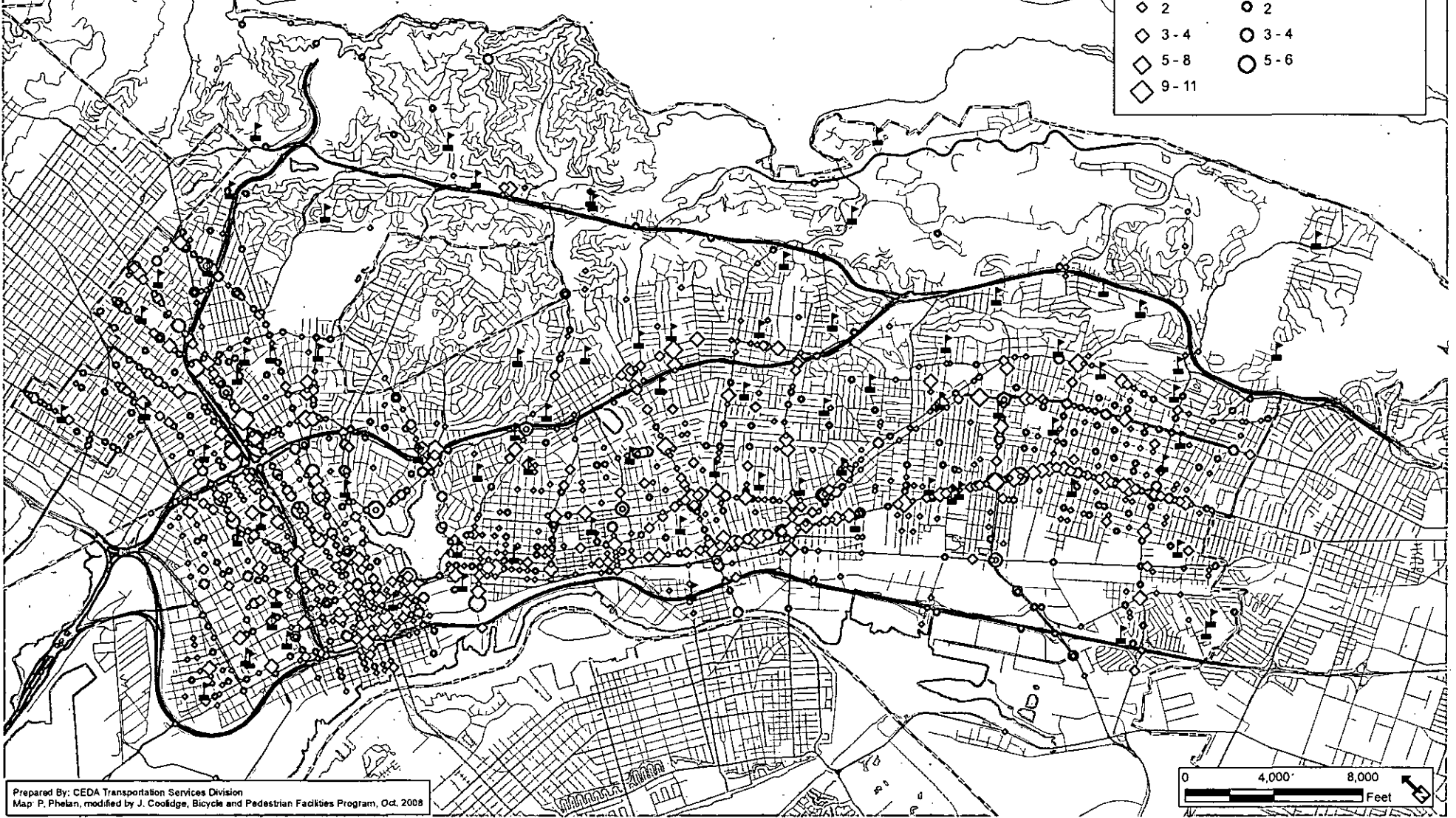
ATTACHMENT:

- A. City of Oakland Collisions Involving Pedestrians and Bicyclists, October 2002 – September 2007

CITY OF OAKLAND
Collisions Involving Pedestrians and Bicyclists
October 2002 - September 2007

Number of Collisions Involving:

Pedestrians	Bicyclists	School
◊ 1	● 1	▲ School
◊ 2	● 2	
◊ 3-4	○ 3-4	
◊ 5-8	○ 5-6	
◊ 9-11		



Prepared By: CEDA Transportation Services Division
Map: P. Phelan, modified by J. Coolidge, Bicycle and Pedestrian Facilities Program, Oct. 2008

