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OAKLAND

2018 SEP 12 PM 4:34

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Ryan Russo, Director  
OakDOT

**SUBJECT:** Acceptance of California Active  
Transportation Program Grants

**DATE:** August 10, 2018

City Administrator Approval

Date:

9/11/18

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator Or Her Designee To Accept And Appropriate Ten Million Five Hundred Seventy-Eight Thousand Dollars (\$10,578,000.00) In Active Transportation Program Funds Assigned To The California Transportation Commission For The 14<sup>th</sup> Street Safe Routes In The City Project, And; Commit Matching Funds Of Up To Three Million Four Hundred Fifty-Four Thousand Dollars (\$3,454,000.00), And;**

**A Resolution Authorizing The City Administrator Or Her Designee To Accept And Appropriate Five Million Eight Hundred Fifty Thousand Dollars (\$5,850,000.00) In Active Transportation Program Funds Assigned To The California Transportation Commission For The Fruitvale Alive Gap Closure Project, And; Commit Matching Funds Of Up To Two Million Four Hundred Forty-One Thousand Dollars (\$2,441,000.00).**

## EXECUTIVE SUMMARY

Oakland was recommended for award of grant funds from the California Active Transportation Program (ATP) for the completion of the 14<sup>th</sup> Street Safe Routes in the City Project and for the Fruitvale Alive Gap Closure Project. Individual resolutions support each of the projects, accepting and appropriating the awards of federal and state funds to support these projects, allowing staff to proceed on project implementation.

## BACKGROUND / LEGISLATIVE HISTORY

The Active Transportation Program (ATP) is a transportation grant source offered by the California Transportation Commission (CTC) that consolidates state and federal funding sources to support projects that increase biking and walking. These projects were initially recommended for award in Cycle 3 of the program, to be implemented beginning in FY 2019 - 20, and adopted by the CTC in May of 2017. Senate Bill 1 (SB1), which passed in April of 2017, provided \$200 million in additional revenue per year to augment the ATP. With this additional funding, the state was able to advance funding to earlier years. The California Transportation Commission adopted these "augmented" Cycle 3 projects on October 18, 2017.

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On June 29, 2017, the City Council adopted a Capital Improvement Program (CIP) for Measure KK (Resolution No. 86816 C.M.S.) that included funding of up to \$5 million for Streetscapes/Complete Streets Capital to provide local matching funds for grant projects including, specifically, 14<sup>th</sup> Street Safe Routes in the City and Fruitvale Alive Gap Closure Project.

## **ANALYSIS AND POLICY ALTERNATIVES**

Both projects are part of Oakland's ongoing efforts to enhance bicycle and pedestrian access and safety on key corridors throughout the city with grant funding. The ATP grants will fund design and construction of the projects, with local match provided by Measure KK (Fund 5330) funds devoted to Streetscapes/Complete Street Capital. Acceptance of the grants will allow these projects to move forward in the design process.

### ***14<sup>th</sup> Street Safe Routes to the City Project***

The 14<sup>th</sup> Street Safe Routes in the City Project proposes to include a range of improvements to the length and width of 14<sup>th</sup> Street from Brush Street in West Oakland to Lake Merritt. The planned project will provide Class IV protected bicycle lanes placed between the parked cars and sidewalk for maximum protection, and will provide improved pedestrian facilities including bulb-outs, marked crossings, retimed signals, storm drain rain gardens, and transit islands. The planned facility will include a reduction in travel lanes from four to two, with turn pockets. Cycling safety benefits will be realized through retimed signals that slow crosstown traffic and create a "green wave" for cyclists. Pedestrians will benefit from a calm, safe, and walkable downtown that includes rain gardens and a protected intersection on this key street.

The ATP grant will fund final design and construction based on concept plans developed in 2016 by staff and consultants, in concert with the Downtown Specific Plan process. To be successfully implemented, the project will require additional analysis of traffic and transit impacts, and adoption of the planned travel lane reduction by separate Council action. The design phase will also integrate the streetscape concepts of the adopted Black Business and Arts District adopted by the City Council on January 19, 2016 (Resolution No. 85958 C.M.S.).

### ***Fruitvale Alive Gap Closure Project***

The genesis of the Gap Closure plan was in the Fruitvale Alive! Community Transportation Plan (2005) that articulated bicycle and pedestrian improvements for the full length of Fruitvale Avenue, as well as the Oakland Bicycle Plan (2007 and 2012) that have identified this route as a major regional connector.

The Fruitvale Avenue corridor connects the heart of the Fruitvale district with the Oakland waterfront and the City of Alameda. It is a four-lane arterial serving approximately 20,000 vehicles per day, crossing through a mixed industrial/residential district with minimal bicycle and pedestrian amenities. In its current state, it presents substantial challenges to both bicyclists and pedestrians. Though technically served by a Class 2 bikeway, the minimal width, discontinuity, and lack of a buffer make it difficult to use for all but experienced bicyclists.

Similarly, pedestrians confront narrow sidewalks, unprotected crossings, and a dark and forbidding freeway underpass.

In the most recent City-led effort to redesign the corridor, the emphasis was to design a "complete street" for all users that did not treat existing auto lanes as a given to work around, but rather considered more radical interventions to increase safety and access for bicyclists and pedestrians, while retaining adequate service for autos. The City led a year-long design process in 2015-2016 in which alternatives were drafted and considered. Alternatives were analyzed for impact on bicycle, pedestrian and auto traffic to ensure technical feasibility.

The Fruitvale Alive Gap Closure Project will improve travel safety for all modes. To accomplish this, the project will remove auxiliary travel lanes at selected locations along Fruitvale Avenue. Improvements include a differentiated bicycle facility (protected raised cycle tracks in both directions) with a landscaped buffer, and the development of pedestrian improvements including wider sidewalks, enhanced crosswalks, pedestrian scale lighting, and timed pedestrian beacons. This reallocation of road space will calm the street and assure that bicyclists and pedestrians can use the street comfortably and safely.

### **FISCAL IMPACT**

The ATP grants will bring \$16,428,000.00. in outside funding to construct new bicycle and pedestrian projects in Oakland. Construction of these projects would not be feasible without these grant funds.

Grant funds for 14<sup>th</sup> Street Safe Routes in the City will be deposited in Federal Department of Transportation Fund (2116), Complete Streets Planning and Design Org (35212), 14<sup>th</sup> Street Streetscape (Project 1003959).

Grant funds for Fruitvale Alive Gap Closure Project will be deposited in State Department of Transportation Grants (Fund 2140), Complete Streets Planning and Design Org (35212), Fruitvale Alive Gap Closure Project (1000724).

Completion of these projects will require dedication of local funds to match grant funds. Local match funds are available in the FY 2017/2019 Budget in Measure KK Fund (5330) funds in the Streetscapes/Complete Streets Capital project (1003348), and in Fund 2211 and Fund 2216 Grant Matching Funds project (1001512) as needed.

The projects' grants, matching funds, and phases by fiscal year are detailed below. However, the Fruitvale Alive Gap Closure project has been preliminarily programmed for construction funding in the Alameda County Transportation Commission (ACTC) CIP, potentially diminishing the total local match required, and staff will seek a similar commitment for 14<sup>th</sup> Street Safe Routes in the City in ACTC's next CIP cycle in 2019.

Project Funding

Project/Phase	Grant	Match	Fiscal Years
14th Street (Planning & Design Phase)	\$1,235,000.00	\$1,089,000.00	2018/19
14th Street (Construction Phase)	\$9,343,000.00	\$2,368,000.00	2019/20
Fruitvale Gap Closure (Design Phase)	\$850,000.00	\$466,000.00	2017/18
Fruitvale Gap Closure (Construction Phase)	\$5,000,000.00	\$1,975,000.00	2018/19
Total	\$16,428,000.00	\$5,898,000.00	

**PUBLIC OUTREACH / INTEREST**

***14<sup>th</sup> Street Safe Routes in the City Project***

The 14<sup>th</sup> Street Safe Routes in the City Project conception dates from the 2007 Bicycle Plan, which first identified 14<sup>th</sup> Street as a bikeway gap through three public meetings. The Lake Merritt Station Area Plan, adopted in 2013, similarly engaged in an exhaustive community engagement effort, focused more narrowly on the neighborhoods surrounding the Lake Merritt BART Station, and again identified 14<sup>th</sup> Street as priority pedestrian street, a civic gateway between Lake Merritt and Downtown, a "Green Street," and a key bikeway gap. Most recently, the 14<sup>th</sup> Street corridor was the subject of a design charrette, focused on identifying feasible bikeway and pedestrian improvements, facilitated by the National Association of City Transportation Officials (NACTO) during a Cities for Cycling tour stop in Oakland in 2014. Fourteenth (14<sup>th</sup>) Street has also been identified as a priority bikeway and cultural street within the ongoing Downtown Specific Plan; within that effort, the Downtown Specific Plan team led a walking and biking tour along the corridor to identify community-preferred treatments.

***Fruitvale Alive Gap Closure Project***

The Fruitvale Alive Gap Closure Project held two community engagement meetings during the conceptual design phase (May 2015 and May 2016) that provided the public an opportunity to supply feedback selecting from multiple conceptual designs. The community meetings were attended by a wide variety of local business owners, local residents, community groups, the local business improvement district (BID), and safety advocates. The project was also presented at the Oakland Bicycle and Pedestrian Advisory Committee meeting in July of 2015.

**COORDINATION**

All Active Transportation Grant applications were reviewed and endorsed by the City's Bicyclist and Pedestrian Commission prior to submission. In addition, for the 14<sup>th</sup> Street Safe Routes in the City application, the concept was reviewed and coordinated with the on-going Downtown

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Specific Plan process. As AC Transit runs on both corridors, conceptual plans were reviewed with AC staff.

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

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** These investments will enhance the efficiency and affordability of the transportation network and increase the potential for economic and housing development in the City of Oakland.

***Environmental:*** These recommended transportation projects fund bicycle and pedestrian investments near transit, businesses, and community institutions, supporting the goal of reducing pollutants and greenhouse gases in the City of Oakland and throughout the region.

***Social Equity:*** The recommended projects are intended to provide maximum mobility for those without access to vehicles, including youth and disadvantaged communities by improving the bicycle and pedestrian infrastructure.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

CEQA and the National Environmental Policy Act, NEPA clearances are required as a condition of receiving engineering and construction funding allocations from the California Transportation Commission. The 14<sup>th</sup> Street project is addressed by the Environmental Impact Report, EIR for the City of Oakland's 2012 Bike Plan (Resolution No. 84107 C.M.S.), and the Fruitvale project received CEQA clearance on March 16, 2018.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends that the City Council adopt a resolution authorizing the City Administrator or her designee to accept and appropriate ten million five hundred seventy-eight thousand dollars (\$10,758,000.00) in Active Transportation Program funds assigned to the California Transportation Commission for the 14<sup>th</sup> Street Safe Routes in the City Project, and; commit matching funds of up to three million four hundred fifty-four thousand dollars (\$3,454,000.00), and;

Adopt a resolution authorizing the City Administrator or her designee to accept and appropriate five million eight hundred fifty thousand dollars (\$5,850,000) in Active Transportation Program funds assigned to the California Transportation Commission for the Fruitvale Alive Gap Closure Project, and; commit matching funds of up to two million four hundred forty-one thousand dollars (\$2,441,000.00).

For questions regarding this report, please contact Bruce Williams, Strategic Planning and Administration Division at (510) 238-7229.

Respectfully submitted,



RYAN RUSSO  
Director, Department of Transportation

Reviewed by:  
Wlad Wlassowsky, P.E., Assistant Director,  
Department of Transportation

Reviewed by:  
Mohamed Alaoui, P.E., Principle Civil Engineer  
Department of Transportation

Prepared by:  
Bruce Williams, Transportation Funding Mgr.  
Department of Transportation

2018 SEP 12 PM 4:34 RESOLUTION NO. \_\_\_\_\_ C.M.S.

Introduced by Councilmember \_\_\_\_\_

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR HER DESIGNEE TO ACCEPT AND APPROPRIATE TEN MILLION FIVE HUNDRED SEVENTY-EIGHT THOUSAND DOLLARS (\$10,578,000.00) IN ACTIVE TRANSPORTATION PROGRAM FUNDS ASSIGNED TO THE CALIFORNIA TRANSPORTATION COMMISSION FOR THE 14<sup>TH</sup> STREET SAFE ROUTES IN THE CITY PROJECT, AND; COMMIT MATCHING FUNDS OF UP TO THREE MILLION FOUR HUNDRED FIFTY-FOUR THOUSAND DOLLARS (\$3,454,000.00)**

**WHEREAS**, in 2007 the City of Oakland's Bicycle Master Plan identified the 14<sup>th</sup> Street Corridor as a bikeway gap; and

**WHEREAS**, in 2012 the City of Oakland's Bicycle Master Plan update approved 14<sup>th</sup> Street as a priority lane conversion project of the Plan, and re-affirmed environmental clearance of the Plan (Resolution 84107 C.M.S.); and

**WHEREAS**, the Lake Merritt Station Area Plan (2013) identified 14<sup>th</sup> Street as a priority pedestrian street and civic gateway between Lake Merritt and Downtown; and

**WHEREAS**, the Downtown Specific Plan (currently underway), similarly identifies 14<sup>th</sup> Street as a key civic gateway and bicycle and pedestrian corridor; and

**WHEREAS**, the 14<sup>th</sup> Street corridor was the subject of a design charrette, focused on identifying feasible bikeway and pedestrian improvements, facilitated by the National Association of City Transportation Officials (NACTO) in 2015; and

**WHEREAS**, the Oakland City Council designated the 14<sup>th</sup> Street Corridor between Oak Street to Frontage Road as the "Black Arts Movement and Business District" on January 19, 2016 (Resolution No. 85958 C.M.S.) and

**WHEREAS**, a conceptual design of improvements to 14<sup>th</sup> Street between Brush Street and Lake Merritt includes incorporates protected bike lanes, bus boarding islands and enhanced transit stop access, storm drain rain gardens, and pedestrian crossing improvements, while preserving adequate automobile circulation; and

**WHEREAS**, the City wishes to fund the final design and construction of these improvements; and

**WHEREAS**, the City submitted an application to the California Transportation Commission (“CTC”) for Ten Million Five Hundred Seventy Eight Thousand Dollars (\$10,578,000.00) in funding for the 14<sup>th</sup> Street Safe Routes in the City Project (“Project”) in the Active Transportation Program (ATP); and

**WHEREAS**, the CTC recommended award of these funds in an action on October 18, 2017; and

**WHEREAS**, the City’s adopted FY 2017-2019 Capital Improvement Plan on June 29, 2016 (Resolution No 86821 C.M.S.) includes this project and specifies its eligibility for local matching funds from Measure KK Fund (5330), Streetscapes/Complete Streets Capital Project (1003348); and

**WHEREAS**, there is no pending or threatened litigation that might in any way adversely affect the proposed Project, or the ability of the City to deliver such Project; and

**WHEREAS**, the City wishes to accept grant funds and allocate local matching funds; now therefore be it

**RESOLVED**, that there is no pending or threatened litigation that might in any way adversely affect the proposed Project, or the ability of the City to deliver such Project; and be it

**FURTHER RESOLVED**, that the City accepts the ATP grant funds to complete the Project; and be it;

**FURTHER RESOLVED**, that the City Council hereby authorizes the application, acceptance and appropriation of grant proceeds in an amount not to exceed \$10,578,000 to be appropriated to Federal Grants Fund (2116), Complete Streets Planning and Design Org (35212), 14<sup>th</sup> Street Streetscape Project (1003959); and be it

**FURTHER RESOLVED**, that the City Council hereby consents to the use of up to one million eighty-nine thousand dollars (\$1,089,000.00) in matching funds for the Project’s preliminary engineering phase from the FY 2018/19 Measure KK Fund (5330) Streetscapes/Complete Streets Project (1003348) , and be it

**FURTHER RESOLVED**, that the City Council hereby consents to the use of up to two million three hundred sixty-eight thousand dollars (\$2,368,000.00) in matching funds for the Project’s construction phase from future year Measure KK Fund (5330) Streetscapes/Complete Streets Project, or Measure B/BB Grants Matching Funds Project (1001512), contingent upon the availability of funding and approval for the FY2019-2021 budget; and be it

**FURTHER RESOLVED**, that should additional funds be received from the California Active Transportation Program (ATP) for this Project, the City Administrator or designee is hereby authorized to accept and appropriate the same for the purposes described above in FY2019-2021; and be it



**FURTHER RESOLVED**, that the City Council hereby authorizes the City Administrator or designee to negotiate grant terms, execute, modify, amend and extend agreements, allocate revenue, make expenditures, and take all other actions with respect to the ATP grants and these Projects in accordance with this Resolution and its basic purposes; and be it

**FURTHER RESOLVED**, that a copy of this resolution will be placed on file with the City Clerk.

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