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OFFICE OF THE CITY CLERK  
OAKLAND

2019 JUN 27 PM 8:48

# AGENDA REPORT

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

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

**SUBJECT:** Caltrans Sustainable Communities  
Grant Approval

**DATE:** June 12, 2019

City Administrator Approval

Date: 6/27/19

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator Or Designee To Accept And Appropriate A Grant From The California Department Of Transportation (Caltrans), Sustainable Communities Grant Program, In An Amount Of Four Hundred Forty Thousand Dollars (\$440,000.00) To Develop A Zero Emission Vehicle Action Plan; And To Commit A Local Match Of Fifty Seven Thousand Five Hundred Dollars (\$57,500.00).**

## EXECUTIVE SUMMARY

The California Department of Transportation (Caltrans) solicited grant applications for planning studies that will guide the initiation and eventual completion of transportation improvement projects. Oakland's Department of Transportation (OakDOT) and Oakland Public Works – Sustainability staff applied in November of 2018 for the purpose of creating the City's first Zero Emission Vehicle Action Plan (Plan) and supporting policies, and were recommended for award in May of 2018. Adoption of the attached resolution will authorize the City Administrator to accept and appropriate \$440,000 in Caltrans Sustainable Communities grant funds, and appropriate the necessary City matching funds, to develop the Plan, which will provide a detailed blueprint for transitioning to an equitable, multi-modal, zero-emission transportation system. The Plan will detail how Oakland will meet its share of statewide and regional goals for Zero Emission Vehicles (ZEV's), charging stations, and vehicle-related greenhouse gas (GHG) emission reductions.

## BACKGROUND / LEGISLATIVE HISTORY

Vehicle electrification and development of associated electric vehicle (EV) charging infrastructure are the subject of state, regional, and local goals for climate action and air quality improvement. Former California Governor Jerry Brown set state goals of placing 1.5 million ZEVs on California roads by 2025 and 5 million by 2030. In 2013, the Bay Area Air Quality Management District (BAAQMD) published a Bay Area Plug-in Electric Readiness Plan, which anticipates at least 246,900 EVs on Bay Area roads by 2025. In October 2017, Assembly Bill 1452 (Parking: Exclusive Electric Charging and Parking on Public Streets) enabled cities to

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enforce on-street EV charging. AB 1452 revised the California Vehicle Code (CVC) to authorize local jurisdictions to enforce regulations for active on-street EV charging. In 2015, the State of California passed AB1236, requiring cities to remove barriers to the installation of EV charging stations and expedite permitting for charger installations in both residential and non-residential facilities. On Jan 26, 2018, Governor Jerry Brown signed executive order B-48-18 setting a target of 250,000 EV charging stations in California by 2025. California currently has approximately 17,000 EV charging stations.

In 2012, Oakland City Council adopted an Energy and Climate Action Plan (ECAP) that committed the city to reduce its greenhouse gas (GHG) emissions 36 percent below 2005 levels by 2020 through multiple measures, including improved vehicle efficiency and reduced vehicle miles traveled. ECAP Priority Action Item 37, "Plan for Electric Vehicle Infrastructure," includes developing new processes to support local use of EVs. It also identifies processes to facilitate installation of EV infrastructure as a strategy to support the City's energy and climate goals. In February 2017, City Council adopted building code requirements for all new multifamily and non-residential buildings to be "PEV Ready" in excess of levels required by State code.

In May 2018 Oakland City Council adopted a new GHG emission target of 56 percent by 2030, based on extensive analysis that identified vehicle electrification as one of five major strategies required for the City to reach both the 2030 and 2050 Council-adopted GHG reduction targets.

In recent years, Oakland has made inconsistent progress in expanding EV infrastructure and access, including installing EV chargers at eight City-owned parking facilities and purchasing more than 30 new EVs for the City's fleet of sedans as older vehicles are retired. Beginning in November 2018, OPW-Sustainability program staff have convened an ad hoc Multifamily Building EV Infrastructure Working Group to identify key challenges and needs for installing EV infrastructure in older multifamily buildings, with a particular focus on affordable buildings.

## **ANALYSIS AND POLICY ALTERNATIVES**

Approximately 12 percent of cars statewide must be ZEV's by 2025 to meet the California Air Resources Board (CARB) Zero-Emission Vehicle Program target of 1.5 million ZEVs by 2025. While the state is slightly ahead of CARB's expected ZEV market share trajectory to that goal, charging infrastructure lags, and it remains largely concentrated in more affluent areas. In Oakland, that pattern is pronounced.

To meet statewide and municipal vehicle electrification targets, Oakland must efficiently scale the city's ZEV infrastructure. To do so equitably, it must have a strategic approach that considers current trends in vehicle ownership, available building stock, current and projected traffic and mobility patterns across diverse geographies within the city, investment opportunities, institutional barriers and opportunities, and disproportionate access across neighborhoods and demographics. There is a large and increasing secondary market for EVs (i.e. used EVs), and many incentive programs to assist low-income individuals in purchasing or leasing new or used EVs, such as the Clean Cars for All program. In order to be successful, these programs must operate alongside municipal efforts to strategically increase charging infrastructure, particularly in lower-income communities where the building stock cannot easily accommodate private chargers.

Oakland and other Bay Area communities have pledged to increase ZEV ownership. Oakland's ECAP notes that the City is to establish a regional hub for ZEV ownership, and identifies charging infrastructure expansion as a strategy to support the City's energy and climate goals. Supporting EV charging was also identified as a top priority action in Oakland's recently completed CURB analysis. CURB was developed by the World Bank, C40, Bloomberg Philanthropies, and the Global Covenant of Mayors to assist cities in evaluating the most cost effective methods to reduce GHG emissions and creating climate action plans. The CURB Final Report identified the most cost-effective and impactful areas of focus for reducing GHG emissions; "accelerate electrification of vehicles" was one of five critical strategies projected to have an outsized impact in reducing the City's GHG emissions.

Oakland's Zero Emission Vehicle Action Plan will provide a blueprint for transitioning to an equitable, multi-modal, zero-emission transportation system. The Plan will detail how Oakland will meet its share of statewide and regional goals for Zero Emission Vehicles (ZEV's), charging stations, and vehicle GHG emissions. It will set both a long-term vision and a short term implementation strategy. Through extensive community and stakeholder engagement, the Plan will set equitable ZEV goals and objectives, establish timelines to meet those goals, identify partners, and recommend changes to City policies, codes, and incentives.

Department of Transportation and Sustainability staff have identified the following areas that are in particular need of strategic planning, all of which the Plan will address:

- Priority sites, coordination and approval protocol, and funding for curbside EV chargers, including creation of a Curbside Standard Ordinance to govern where, when, and how EV chargers can be placed in the public right-of-way;
- Strategies for facilitating installation of EV charging infrastructure in older and affordable multifamily buildings, leveraging the findings of the Multifamily Building EV Infrastructure Working Group;
- Analysis of electric grid impacts from a rapid increase in EV charging, including the potential for "vehicle-to-grid" electricity sharing in cases of emergency;
- Decarbonization of public and private vehicle fleets, including medium- and heavy-duty fleets whose pollution disproportionately impacts communities living near the Port of Oakland and along the 880 Corridor;
- Options for alternative electrified mobility options, such as e-bikes and e-scooters; and
- Goals and strategies for hydrogen fuel cell infrastructure in Oakland.

To ensure that all Oaklanders benefit from these investments, the plan will prioritize investments in disadvantaged communities, identify and reduce barriers to adoption, identify public outreach and engagement needs to ensure low-income and frontline community members have access to low-cost ZEVs, and help connect Oaklanders with jobs and contracting opportunities in clean transportation.

**FISCAL IMPACT**

Without Sustainable Communities grant funding, completion of this plan would require the City to use other fund sources such as Measures B or BB. Using grant funds to augment a small local match extends the City's ability to finance needed planning processes. In the long-term, the ZEV Action Plan will improve the City's chances of obtaining competitive funding and partnership opportunities for EV charger installations, clean vehicle rebates, and more.

Grant funds totaling Four hundred forty thousand (\$440,000.00) will be appropriated to the California Department of Transportation Fund (2140), Mobility Management Organization (35247), and a new project number to be established.

This grant requires a local cash match, totaling \$57,500.00. Half of this match will be provided by the Oakland Department of Transportation, and half by the Sustainability Program within Oakland Public works, as detailed in Table 1.

**Table 1: Match Funding Sources**

Source	Fund	Organization	Project	Account	Total Amount
City Facilities Energy Conservation Fund	4450	30684	1000817	53719	\$28,500
Measure B/BB grant matching funds	2211 or 22216	N/A	1001512	N/A	\$29,000

**PUBLIC OUTREACH / INTEREST**

Public outreach is not required for acceptance of grant funds to be used in developing an action plan. Vehicle electrification has been proposed as a key strategy in the City's ECAP, and has been specifically requested by community members (both residents and business owners) as well as City staff who have extensive interactions with members of the public, such as Library branch managers. Development of the Zero Emission Vehicle Action Plan itself will include extensive public engagement, which will be coordinated among OakDOT, OPW-Sustainability, and the Department of Race and Equity. All public outreach and engagement conducted in development of the Plan will build on current and recent related public engagement efforts, including engagement for the City's 2030 ECAP, Paving Plan, CIP process, and the East Oakland Community-Based Transportation Plan.

**COORDINATION**

Project planning has been coordinated with the Public Works – Environmental Services Division – Sustainability Team, and the Transportation Parking and Mobility Division. This report has been coordinated with the City Attorney and the Budget Bureau. Once staff begin to craft the Plan, coordination will expand to the Americans With Disabilities Administration (ADA) Programs Divisions of OakDOT, Department of Race and Equity, Economic and Workforce Development, and others.

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** Increasing and access to reliable, zero-emission transportation ensures that more people, including frontline communities, will be able to access more opportunities such as jobs, services, and entertainment in Oakland and the region. Direct local economic benefits include local construction jobs to provide and maintain EV infrastructure and reduce retrofit costs for building owners. In addition, local businesses and residents can realize the economic benefits from transitioning to EVs due to the lower costs of operating their vehicles. Consumer cost savings from avoided petroleum purchases will likely increase the number of dollars that are retained within the local economy. Some EV owners may be more likely to purchase rooftop solar power or add capacity to existing solar systems, providing another potential source of local construction employment.

**Environmental:** Expanding ZEV access and infrastructure, and enabling construction of EV chargers, directly aligns with the City's commitment to develop EV infrastructure as outlined in the ECAP. The availability of EV chargers increases the likelihood that drivers will purchase, lease, or use EVs. Environmental benefits are derived from reduced GHG emissions associated with driving ZEVs. Each EV displaces approximately 2.6 tons per year of GHG emissions if powered by conventional electricity, and more if powered by renewable electricity.<sup>1</sup> Switching from fuel-combustion vehicles to EVs also reduces local impacts of air pollutants such as ozone and fine particulates, which disproportionately harm frontline communities, including communities of color and low income communities along the 880 corridor.

**Social Equity:** Development of a Zero Emission Vehicle Action Plan will enhance social equity by making ZEV infrastructure more plentiful and equitably distributed throughout Oakland. Lack of convenient charging infrastructure is a primary barrier for many who would otherwise own electric vehicles. While most "early adopter" EV drivers charge their cars at home, home charging is generally not an option for those living in multifamily buildings or older homes. Installing charging equipment in public locations, especially those serving lower-income and disadvantaged communities, gives confidence to residents of those communities that they will be able to access EV charging when they need it – thus enabling them to consider owning EVs. Enabling all Oaklanders, regardless of income or housing status, to have plentiful access to EV infrastructure will ensure that EV ownership is more attainable. EVs reduce air pollution and are generally more cost effective over the lifetime of the vehicle as compared to conventional vehicles. Expanding access to EVs to lower-income and disadvantaged members of the community can reduce the health impacts related to air pollution disproportionately experienced by vulnerable populations, and increase the income security of low-income populations.

## **CEQA**

California Environmental Quality Act (CEQA) clearances are not required for planning projects. If the plan suggests roadway changes that trigger CEQA issues, environmental clearance will be sought prior to final design and construction. No significant issues are anticipated at this time.

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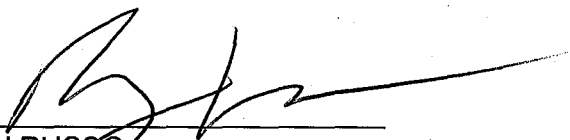
<sup>1</sup> "Plug-In Electric Vehicle Infrastructure Cost-Effectiveness Report" July 20, 2016. Prepared by E. Pike and J. Steuben, Energy Solutions, for the City of Oakland.

**ACTION REQUESTED OF THE CITY COUNCIL**

Adopt A Resolution Authorizing The City Administrator Or Designee To Accept And Appropriate A Grant From The California Department Of Transportation (Caltrans), Sustainable Communities Grant Program, In An Amount Of Four Hundred Forty Thousand Dollars (\$440,000.00) To Develop A Zero Emission Vehicle Action Plan; And To Commit A Local Match Of Fifty Seven Thousand Five Hundred Dollars (\$57,500.00).

For questions regarding this report, please contact Kerby Olsen, Shared Mobility Coordinator, at (510) 238-2173.

Respectfully submitted,

  
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RYAN RUSSO  
Director, Department of Transportation

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

Prepared by:  
Shayna Hirshfield-Gold  
Acting Sustainability Program Manager, OPW

Kerby Olsen  
Shared Mobility Coordinator, OakDOT

**DRAFT**

City Attorney

2019 JUN 27 PM 8:40 OAKLAND CITY COUNCIL

RESOLUTION No. \_\_\_\_\_ C.M.S.

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

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**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR DESIGNEE TO ACCEPT AND APPROPRIATE A GRANT FROM THE CALIFORNIA DEPARTMENT OF TRANSPORTATION (CALTRANS), SUSTAINABLE COMMUNITIES GRANT PROGRAM IN AN AMOUNT OF FOUR HUNDRED FORTY THOUSAND DOLLARS (\$440,000.00) TO DEVELOP A CITY OF OAKLAND ZERO EMISSION VEHICLE ACTION PLAN; AND TO COMMIT A LOCAL MATCH OF FIFTY SEVEN THOUSAND, FIVE HUNDRED DOLLARS (\$57,500.00)**

**WHEREAS**, the City Council adopted the Energy and Climate Action Plan in December 2012 to identify and prioritize actions that Oakland can take to reduce its energy consumption and greenhouse gas (GHG) emissions by 36% reduction relative to 2005 levels, including engaging in plug-in electric vehicle (PEV) infrastructure planning and development; and

**WHEREAS**, California has set state goals of placing 1.5 million zero-emission vehicles on California roads by 2025 and 5 million by 2030; and

**WHEREAS**, on Jan 26, 2018, Governor Jerry Brown signed executive order B-48-18, setting a target of 250,000 PEV charging stations in California by 2025; and

**WHEREAS**, in 2013, the Bay Area Air Quality Management District (BAAQMD) published a Bay Area Plug-in Electric Vehicle Readiness Plan, which anticipated at least 246,900 electric vehicles on Bay Area roads by 2025; and

**WHEREAS**, the State of California published AB1236 in 2015, requiring municipalities to remove barriers to the installation of electric vehicle charging stations and expedite permitting for electric vehicle charger installations in residential and non-residential facilities; and

**WHEREAS**, switching from fuel-combustion to electric vehicles improves both public health and economic security by reducing local air pollution and lowering lifetime operating costs of vehicles for their owners; and

**WHEREAS**, the City of Oakland desires to plan how Oakland will meet its share of statewide and regional goals for Zero Emission Vehicles (ZEV's), electric vehicle charging stations, and greenhouse gas emission (GHG) reductions; and

**WHEREAS**, the City of Oakland desires to prioritize investments in vehicle electrification and charging infrastructure for the benefit of disadvantaged communities that bear disproportionate health impacts from transportation-related air pollution; and

**WHEREAS**, City investments in electric vehicle infrastructure to date have been opportunistic and reactionary, rather than reflecting a strategic approach in addressing areas of greatest need or linking with related City and regional initiatives; and

**WHEREAS**, the Caltrans Sustainable Communities Grant Program provides funding for planning studies; and

**WHEREAS**, the City of Oakland applied for and was recommended for award of a grant to support the development of Oakland's first Zero Emission Vehicle Action Plan ("the Project") in May, 2019; and

**WHEREAS**, Caltrans requires a Resolution of Local Support to award grant funds of \$440,000.00 for the Project; and

**WHEREAS**, Caltrans also requires a local match of \$57,500.00 from the City of Oakland to support the Project; now, therefore be it

**RESOLVED**, that the City of Oakland hereby authorizes the City Administrator or designees the Director of Transportation or Assistant Director of Transportation to accept funding from Caltrans for a grant from the Sustainable Communities grant program in an amount up to \$440,000, and to appropriate such funding for requisite planning activities for the Zero Emission Vehicle Action Plan to be appropriated into the California Department of Transportation Fund (2140), Mobility Management Organization (35247), project number to be established; and be it

**FURTHER RESOLVED**, that the City of Oakland hereby consents to the use of up to \$29,000.00 from Project 1001512 Measure B/BB Grant Match Funds, and up to \$28,500 from Project 1000817, Fund 4450 (City Facilities Energy Conservation Fund), Organization 30684, in FY 19/20 as matching funds for the Project; and be it

**FURTHER RESOLVED**, that the City Administrator or designee is authorized to negotiate and enter into a contract with Caltrans to administer the Project; and be it



**FURTHER RESOLVED** that should additional funds be received from Caltrans for the Project, the City Administrator, or designees, are hereby authorized to accept and appropriate the same for the purposes stated above in FY2019-2020, including necessary matching funds from the aforementioned sources.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES – FORTUNATO BAS, GALLO, GIBSON MCELHANEY, KALB, REID, TAYLOR, THAO,  
AND PRESIDENT KAPLAN

NOES -

ABSENT -

ABSTENTION -

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