

**CITY OF OAKLAND
COUNCIL AGENDA REPORT**

FILED
OFFICE OF THE CITY CLERK
OAKLAND

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TO: Office of the City Manager
ATTN: Deborah Edgerly
FROM: Public Works Agency
DATE: March 9, 2004

RE: **REQUEST FOR COUNCIL DIRECTION ON TRANSPORTATION
PROJECTS THE CITY SHOULD PROPOSE FOR INCLUSION IN
25-YEAR ALAMEDA COUNTYWIDE TRANSPORTATION PLAN**

SUMMARY

Staff seeks guidance from Council on which transportation projects to include in the update of the 25-year Alameda County Countywide Transportation Plan (CWTP). As a financially constrained document, the County Transportation Plan limits the amount of revenues available for new projects. Oakland can expect roughly \$60-\$75 million during the period of 2005 – 2030 for new transportation projects. Table A presents four options for Council's consideration – two for revenues of \$60 million and two for revenues of \$75 million. Based on feedback from the Public Works Committee and the Community and Economic Development Committee, staff will present a recommended option for endorsement by the full Council.

The projects proposed for consideration are consistent with the following City Council Budget Priorities:

- **Improve Oakland Neighborhoods AND Develop a Sustainable City** – by building transportation infrastructure for transit villages at BART stations, improving freeway access along the I-880 corridor, reducing traffic congestion on major arterials, and improving bicycle and pedestrian safety.

The proposed projects continue all Oakland-sponsored projects in the current County Transportation Plan, and the current federal legislative agenda, as adopted by the City Council.

FISCAL IMPACTS

There is no fiscal impact associated with this report. Fiscal impacts will be determined when state and federal funds are available for programming to individual projects. That process will likely not occur for six to eight years because of dramatic cutbacks in funding for transportation.

Item: 6

Community and Economic Development Committee

3/9/04

BACKGROUND

The Metropolitan Transportation Commission (MTC) is preparing a new 25-year Regional Transportation Plan (T2030) -- and will adopt this plan by early 2005. At the same time, the Alameda County Congestion Management Agency (CMA) must update the 25-year Countywide Transportation Plan (CWTP) to ensure that Alameda County's priority projects get included in the Regional Plan. Federal regulations require both plans be fiscally constrained to match available revenues during this period. This requirement provides a level of assurance that projects in the CWTP and T2030 have a reasonable chance of being funded over the next 25 years. In order for a local project to receive federal or state discretionary funds during this period, projects must be included in both the new CWTP and T2030.

Based on revenue estimates provided by the CMA, staff believes that Oakland could potentially receive \$60-\$75 million of state and federal discretionary funds for projects within Oakland during the 25-year horizon of CWTP and T2030. (This figure does not include funding that AC Transit or BART will receive to operate and maintain their systems in Oakland, nor does it include funding for Port projects or for maintenance of local streets and roads. Funding for these projects has been taken "off the top.") The \$60-\$75 million estimate assumes that -- under the most optimistic scenario -- Oakland would receive approximately 60 percent of revenues available to north county communities and transportation agencies since Oakland represents 65 percent of this area's population. (MTC and the county Congestion Management Agencies are negotiating off-the-top set asides for regional programs and projects that could affect these figures. Those negotiations should be concluded by summer 2004.)

Table A (attached) *lists in bold and italics* five Oakland projects included in the current 25-year regional and county plans. It also lists seven other Oakland projects submitted to MTC by staff and other project sponsors for possible inclusion in the updated plans. Please note that the total request of \$308 million for these twelve projects vastly exceeds the \$60-\$75 million control figure for Oakland. Further, except for the 42nd and High Street project, and the Mandela Parkway Extension, the funding requests do not represent full funding for these projects. Knowing that the total project costs could not be funded given funding constraints, staff requested only partial funding for most projects so that the initial phases could move forward. Prior to advancing any projects for inclusion in the draft CWTP and T2030, staff seeks Council guidance on prioritization of Oakland's candidate projects.

Both the Public Works Committee and the Community and Economic Development Committee will receive this report. Since Oakland's project list includes both operational improvement projects on the existing transportation system, as well as transportation infrastructure to stimulate economic development at four transit villages, feedback from both committees will be useful in prioritizing Oakland's projects.

Item: 6

Community and Economic Development Committee

3/9/04

PROJECT DESCRIPTION

The projects proposed for consideration include four transit villages at BART stations; four operations, safety and access improvements to Interstate 880 (I-880); Phase I of the City's Intelligent Transportation System (ITS); the Mandela Parkway Extension; Bicycle and Pedestrian Safety Improvements; and Lake Merritt Access-Bay Trail Improvements.

- **Transit Villages** - includes construction of replacement parking structures and related transportation infrastructure to improve transit, pedestrian and bicycle access to BART stations. These improvements will permit private infill development on the existing surface BART parking lots at the MacArthur, Coliseum, West Oakland, and Fruitvale BART stations, as well as improve access to these transit hubs. (The City's 2004 federal legislative agenda includes a request for \$5 million to fund some of these access improvements.)
- **I-880 Improvements** – includes four projects that address safety, operations and access to I-880 in Oakland:
 - 5th Avenue Ramp project will replace the existing southbound off and on ramps which do not meet current seismic safety standards, and will improve access to the Oak to Ninth Development, as well as greater downtown.
 - The Posey Tube/I-880 Connector project would provide a more direct connection between Alameda and I-880 and reduce or eliminate the impact of Alameda trips on Chinatown.
 - The 29th Avenue/Fruitvale project includes relocating the Lisbon on-ramp to improve access to I-880 and construction of a sound wall adjacent to the Jingtown neighborhood. (The City's 2004 federal legislative agenda includes a \$4 million earmark request for this project via the Reauthorization of TEA 21, which will occur later this year.)
 - The 42nd Avenue/High Street Access project will widen and realign local roadways including 42nd Avenue, High Street, E. 8th Street, Oakport Street, Coliseum Way, Howard Street and Jensen Street. Access to I-880 will be improved for vehicles traveling between the cities of Oakland and Alameda. Vehicular and pedestrian circulation along these local roadways will also be improved.
- **Citywide ITS** – includes upgrading and interconnecting 200 traffic signals to reduce traffic congestion and wait time at signals; also includes upgrading communications between Oakland's Transportation Management Center in downtown and the satellite center at the Municipal Service Center; installation of video detection systems, closed circuit television

Item: 6

Community and Economic Development Committee

3/9/04

cameras, dynamic message signs, traveler information kiosks, and transit priority and emergency vehicle preemption for incident and emergency management of transportation along major arterial roadways that connect transit-oriented districts, downtown, the waterfront, airport and Coliseum areas. (Note: the City's 2004 federal legislative agenda includes a request for \$2.5 million to fund an initial segment of this project.)

- **Mandela Parkway Extension** – includes widening of Mandela Parkway (from Horton to Hollis Street) to add a left-turn lane and traffic signal to complete the last segment of the Mandela Extension.
- **Bicycle and Pedestrian Safety Improvements** – includes a variety of treatments such as bicycle lanes, directional signage, traffic circles, sidewalk repair, curb ramps for wheelchairs, traffic signals, and pedestrian countdown signals to improve travel conditions for cyclists and pedestrians.
- **Bay Trail Access to Lake Merritt and Park Street Bridge** – includes three links to improve bike and pedestrian access between Lake Merritt and the San Francisco Bay Trail and one link connecting the Bay Trail and Park Street Bridge:
 - 12th Street 6-lane Tree Lined Boulevard (between Lakeshore and Oak);
 - Widening of the park borders along Lakeside Drive and Lakeshore Avenue for a new multi-use path;
 - Snow Park/20th Street Reconfiguration to improve pedestrian and bike access from downtown; and
 - Park Street Triangle Gateway to improve access from 23rd Avenue and Park Street Bridge to Embarcadero Bay Trail

KEY ISSUES AND IMPACTS

- **Inclusion In County And Regional Plans Does NOT Guarantee Funding.** Inclusion of a project in the updated CWTP and T2030 does not assure funding for that project. Rather, it enables a project (or project phase) to compete for discretionary state and/or federal funds when revenues become available. Projects in the current CWTP and regional plan must be reaffirmed in order to be included in the updated CWTP and T2030 and to maintain their eligibility for funding. In addition, projects must be included in these plans if Oakland wants to secure a federal earmark when Congress reauthorizes the federal surface

Item: 6

Community and Economic Development Committee

3/9/04

transportation bill (TEA 21) later this year. Also, inclusion in the plans will strengthen a project's ability to compete for funding through Congress' annual federal appropriations process whereby individual members seek earmarks for projects in their districts.

- **Future Funding Somewhat Uncertain.** The next regional call for projects to compete for discretionary state and/or federal funds may not occur for 6-8 years because of the state's fiscal crises and the reluctance of the federal government to increase funds to meet the nation's pressing transportation needs. As funds become available, projects will be evaluated according to the criteria for each funding source. These criteria generally address issues such as safety and security of the transportation system, capacity expansion, access and connectivity improvements, social equity, community vitality/smart growth, operational enhancements to improve efficiency, and impact on air quality. Ultimately, the most important criteria is "readiness" since all transportation projects must demonstrate that the funds award can be spent in a timely fashion.
- **Plans Will Be Updated Again In 3 Years.** If the economy improves in the near term, more funds may be available when the CWTP and T2030 are updated three years from now. Given the cyclical nature of transportation funding and its relationship to the strength of the economy, financial projections may improve by the next update. Should that occur, more programming capacity would be available to add new projects, or fund future phases of current projects. If the economy improves prior to the next update, Oakland will be in a position to compete for whatever funds become available.
- **Many Needs, Few Resources (\$308 million in need vs. \$60-\$75 million).** As Table A shows, Oakland's key projects for the next 25 years -- which total \$308 million -- far outstrip the available resources, estimated at roughly \$60 - \$75 million. When combined with the priorities of Oakland's neighboring cities, Caltrans, the Port, AC Transit and BART, the North County transportation top-priority needs exceed \$2 billion. By comparison, our control figure for North County ranges from \$100 - \$120 million.
- **Keep Currently Programmed Projects Moving – to honor commitments and maintain momentum.** Several projects sponsored by Oakland are in the current CWTP and Regional Transportation Plan (RTP). These include MacArthur Transit Village, 42nd and High Access to I-880, Citywide ITS, and Mandela Parkway Extension. Given the City's investment to date in planning, designing and engineering these projects, continued financial commitment to complete these projects would be prudent.
- **Transit Oriented Development vs. Operational Improvements.** A key goal of both CWTP and T2030 is to focus transportation investment on projects that encourage "Smart Growth" or transit-oriented development (TOD). At the same time, funds are critically needed to upgrade the City's current infrastructure to improve safety and traffic flow on local streets. Oakland's four transit village projects represent strong candidate projects to meet the TOD goal. They include funding for transportation infrastructure to support

Item: 6

Community and Economic Development Committee

3/9/04

higher density development adjacent to BART stations including improved access for pedestrians, bicyclists and buses, along with replacement parking at BART stations. (It should be noted that transportation funds cannot be used for the housing or retail components of transit villages.)

In addition to the funds proposed by Oakland for its transit villages, BART is also proposing \$25 million of station capacity improvements to support transit villages at Fruitvale and West Oakland BART – both of which are at capacity now. One funding option for Council to consider is focusing Oakland's share of funds on the other two transit villages – e.g. MacArthur and Coliseum as a complement to BART's proposed investment.

SUSTAINABLE OPPORTUNITIES

Economic: Implementation of these projects will provide opportunities to use local contractors, which offer employment openings to Oakland residents, thereby strengthening the local economy.

Environmental: Several of the proposed projects encourage transit use, and/or bicycling and walking as alternative modes of transportation. The highway and ITS projects will reduce traffic congestion. All of the projects could result in improved air quality.

Social Equity: These projects will provide greater accessibility and safety to persons who depend on non-motorized transportation and public transit to access jobs and services.

DISABILITY AND SENIOR CITIZEN ACCESS

The proposed projects will all be in compliance with the Americans with Disabilities Act. Several will also improve access for seniors and persons with disabilities who use wheelchairs or walk to transit.


RECOMMENDATIONS AND RATIONALE

Staff recommends Council select two funding options for investment of discretionary state and federal transportation funds available to Oakland during the next 25 years: 1) constrained to \$60 million, which assumes \$100 million is available to North County; and 2) one constrained to \$75 million, which assumes \$120 million will be available. These options will enable staff to lobby for projects that reflect Council's highest priorities given the large discrepancy between Oakland's transportation needs and available resources.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council provide direction to staff on which projects and associated funding levels to include in the 25-year Alameda Countywide Transportation Plan for 2005 – 2030 based on potential funding in the range of \$60 - \$75 million for Oakland projects.

Respectfully submitted,


for **RAUL GODINEZ II, P.E.**
Director, Public Works Agency

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APPROVED AND FORWARDED
TO THE COMMUNITY AND
ECONOMIC DEVELOPMENT
COMMITTEE


OFFICE OF THE CITY MANAGER

Item: 6
Community and Economic Development Committee
3/9/04

**25-year Countywide Transportation Plan
(Funding Options for City of Oakland Project Proposals)**

Table A
SO - 2/26/2004

Project	Funding Options					Criteria			
	Request (000)	Opt 1	Opt 2	Opt 3	Opt 4	Transit Oriented Develop	Congestion Relief	Safety	Goods Movement
Transit Villages: Coliseum, Fruitvale, MacArthur (\$15M*) , and West Oakland	\$136	\$36	\$20	\$25	\$15 x			x	
I-880 Corridor:		20	20	20	15				
Posey Tube/I-880 Connector	\$35						x	x	x
5th Ave Ramp reconfiguration	\$10						x	x	x
29th/Fruitvale Access to I-880	\$25						x	x	x
42nd and High Access (\$11.5M)*	\$11	\$11	\$11	\$11	\$11		x	x	x
Citywide ITS, Phase I (\$5)*	\$46	\$5	\$6	\$16	\$16		x		x
Bike/Ped Safety (\$4M from North County)* ■	\$25							x	
Mandela Parkway Extension (\$2.8M)* ■	\$3	\$3	\$3	\$3	\$3		x	x	x
Lake Merritt Access-Bay Trail ^a	\$17						x	x	
Subtotal	\$308	\$75	\$60	\$75	\$60				

***Existing Tier 1 project in 2001-2026 Countywide Transportation Plan (CWTP)**

All options maintain existing CWTP Tier 1 commitment;

Option 1 focuses on large projects with emphasis on transit villages and highway improvements in the I-880 corridor;

Option 2 assumes lower revenues overall and reduces the amount for transit villages;

Option 3 assumes same revenues as Option 1. It increases funding for transit villages but also focuses on I-880 highway and ITS improvements

Option 4 assumes same lower revenues as Option 2. It reduces transit village and I-880 funding while emphasizing the ITS program.

■Note: Funding for Bike and Pedestrian projects will be taken off-the-top by Metropolitan Transportation Commission as a regional set aside.