

**REDEVELOPMENT AGENCY
AND THE CITY OF OAKLAND
AGENDA REPORT**

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2010 MAR -4 PM 5: 23

TO: Office of the City/Agency Administrator
ATTN: Dan Lindheim
FROM: Community & Economic Development Agency
DATE: March 9, 2010

RE: **A City Resolution Authorizing the City Administrator to Apply, Accept and Appropriate a Grant, and Enter into a Contract, with the California Department of Transportation, Transportation Planning Environmental Justice Grant Program in the Amount of One Hundred Fifty-Thousand (\$150,000) for the Lowell Street Corridor Community Plan; and Accept a Contribution from the Oakland Redevelopment Agency Under the Cooperation Agreement of Local Match Funds in the Amount of Fifteen-Thousand Dollars (\$15,000) from the Redevelopment General Purpose Funds**

An Agency Resolution Contributing \$15,000 In Fiscal Year 2009/2010 In General Redevelopment Purpose Funds To The City Of Oakland Under The Cooperation Agreement As A Local Match For The Caltrans Transportation Planning Environmental Justice Grant For The Lowell Street Corridor Community Plan

SUMMARY

Staff requests that the City Council authorize the City/Agency Administrator to apply, accept and appropriate funds, and enter into a contract, for the Lowell Street Corridor Community Plan from the California Transportation Agency (Caltrans) Community Transportation Planning Grant, Environmental Justice program in the amount of \$150,000. Caltrans offers such grants on a semi-annual basis to promote the involvement of low-income and minority communities in the planning for transportation projects. Grant applications for the Environmental Justice Grant program are due April 1, 2010. A 10% match is required of Environmental Justice grants. Staff in-kind additional resources will be provided for the administration of the grant.

The proposed grant for the Lowell Street corridor will consist of an inventory and assessment of the sub-standard conditions along a 12-block section of the Golden Gate Neighborhood in North Oakland. The assessment and inventory will include the surrounding critical intersections of Market and Adeline Street between 53rd -63rd Street. The Plan will examine conditions of blight caused by the lack of sidewalks, sufficient lighting, improper and unsafe street crossings, lack of drainage, and lack of street trees and other landscaping features given the sub-standard conditions of the street. The end product will envision the improvement of the street conditions,

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leading to economic revitalization and encourage the development of new land uses consistent with the zoning.

FISCAL IMPACT

The Caltrans Transportation Planning Program, Environmental Justice grants require a matching grant of 10% (\$15,000) from the local jurisdiction. The City will further provide in-kind match of funds through staff support for the grant to increase the competitiveness of this application. The following table lists the proposed source for this match. General Redevelopment Purpose funds are eligible to address substandard infrastructure that has a spillover effect in terms of blight, speeding traffic, and depressed property values in an existing Redevelopment Area, which, in this case, is the Broadway/MacArthur/San Pablo Area. Upon receipt of the Lowell Street grant approval (contract), Project funds will be appropriated to the California Department of Transportation Grant Fund (2140) Organization 88559 (Business Development), with a project to be established.

The 10% matching grant will be provided from the following sources:

Entity: . 5 (Oakland Redevelopment Agency)
Fund: 9101 (Redevelopment Planning Fund West Oakland/Coliseum Admin)
Organization: 88679 (West Oakland Base Reuse)
Project: P37650 Redevelopment Planning-West Oakland

BACKGROUND

The Lowell Street corridor comprises a 12-block area in the border area of North Oakland, adjacent to the cities of Berkeley and Emeryville. The area is adjacent, but not currently included in either the soon-to-expire Stanford-Adeline Redevelopment Plan Area or the adjacent San Pablo/Broadway MacArthur Redevelopment Area. This is a low-income neighborhood, challenged by sub-standard street conditions, crime and blight. The area includes the major pedestrian-challenged intersections of Adeline and Market Streets and Adeline and 53rd Street, at Lowell Street.

Throughout its history, Lowell Street has been a conduit for the movement of goods and people in North Oakland. The 12-block long street, dating back to the 1870's, became the right of way for several railways (Santa Fe), including the old electric Key Route in 1911, which primarily served passengers from Downtown to its end station in Berkeley, constructing double tracks and overhead trolley wires. Even after the removal of the train tracks, the street continued to accommodate business, which often used former rail docks for loading of trucks directly off the street right of way. Over time, the change from trucks to trains has left Lowell Street out of the contemporary stream of the manufacturing and distribution of goods, which has shifted to other parts of West, Central and East Oakland.

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In 1994 the Community & Economic Development Agency conducted a Golden Gate Revitalization Study, which documented many of the physical, social and economic conditions in the neighborhood. In the fall of 2003 City staff obtained the support of a studio class in the College of Environmental Design, UC Berkeley, which conducted a study on Lowell Street ("Re-designing Lowell Street"). This study lays out many of the issues and existing conditions and began a community process with neighborhood leaders, which continues today through the San Pablo Golden Gate Association. Maps and charts from that study are included with this report as *Attachment A*.

KEY ISSUES AND IMPACTS

The following are key issues in regard to the conditions of this area, to be highlighted in the needs summary for the grant.

Location: The Project area consists of the 12 blocks of Lowell Street and the adjoining critical intersections, situated in the Golden Gate neighborhood (Census Tracts 4007, 4008 and 4009). The Project area is one mile equidistant from Ashby BART Station in Berkeley and the Emeryville Amtrak Station, and is connected to major AC Transit lines on Market Street, Martin Luther King Jr Way and San Pablo. It is located at the strategic apex of three cities: Oakland, Emeryville and Berkeley. Nevertheless, it has been largely neglected with the various cities' attention on their central area or BART stations themselves.

Demographics: The project area has seen a diverse population, from an early 1900's large Italian and Portuguese population to a majority African American population by the 1940's. The population tends to be an aging one, with many seniors living in their homes for many years, with an increasing number of new families of all ethnicities finding housing still affordable relative to the neighboring cities of Emeryville and Berkeley. According to the 2000 Census, about 67% of the households were African American (including Hispanic) with about 16% Caucasian, 6% Asian and 3% "Other Race." There are approximately 2,660 Renter Households in Census Tracts 4007, 4008 and 4009, and about 1,548 Owner Households.

Income and Employment: The median income of the Golden Gate Neighborhood (CT 4007-4009) is \$30,969. About 41% of households earned less than \$24,999 in median income.

Housing & Built Environment: The housing stock in the Golden Gate neighborhood is predominantly single-family homes and duplexes and 4-unit structures built before the 1950s. There were less than two-dozen homes built since the 1980's in the planning area, with many undeveloped lots fronting Lowell Street within the 12-block proposed Project Area. While several lots were entitled for new development in the heyday of the housing boom in the 2004-2006 period, none were built, a direct result of the lack of infrastructure and the discouraging conditions on the street.

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Business Development: Some of the businesses are non-conforming and operate incompatibly with the current mixed-use HBX zoning. Infrastructure for business is lacking in the corridor. This area is challenged by small to medium commercial lots with wide frontage, which could be redeveloped in small business, light and custom manufacturing uses or live work. Consideration of business amenities (commercial loading, deliveries and employee parking) needs to be made, as well as densification of residential uses and the parking impacts of both.

Zoning and Land Use: Throughout its history the Golden Gate Neighborhood has endured the difficulties that face industrial-residential mixed-use neighborhoods when such activities are co-located. In 1998 the City re-designated the Lowell Street Corridor from industrial to "Housing and Business Mix" General Plan designation, followed by the re-zoning of the corridor as "HBX-2" in 2006. The new zoning is intended to lessen the environmental impacts of industry on the area, while accommodating appropriate new business supporting job generation, goods and services for the neighborhood.

Infrastructure: The lack of supporting infrastructure in the neighborhood has dissuaded many new enterprises and new appropriate urban residential development from occurring. The Lowell Street Corridor lacks a defined right-of-way, left with a 60-foot wide passage that serves as a street for both residential and commercial traffic. The lack of definition, even without benefit of lane striping, encourages speeding, while leaving no public area for safe crossings. With no sidewalks on most of Lowell Street, neighborhood children use the street for their cycling and games. The area has minimal lighting, and is a "hot spot" for dumping. The lack of development of curb gutter and sidewalk leads to major drainage deficiencies, exaggerated at every rain with pools of standing water throughout the corridor.

PROJECT DESCRIPTION

The Lowell Street Corridor Community Plan will serve as a "fifty-percent engineering" design tool for the physical and aesthetic improvement of the sub-standard conditions. The Plan process will provide an avenue for consensus-building among neighborhood stakeholders, with guidance from City staff, consistent with the goals of the Environmental Justice program. The Plan will provide costs and technical assistance and engineering for street (curb gutter sidewalk) improvements, while accommodating needs for increased parking for more residential and commercial development on the street. Increased density will be encouraged through the delineated improvements identified as needed by the Plan, which will guide both private and public improvements in the right-of-way. In addition, the Plan will encourage existing but underutilized industrial buildings to be rehabilitated in a more contemporary use and design layout for occupation by emerging industries, creative artists and artisans, creating a mixed use living and working environment in this Oakland neighborhood, located at the border of three cities.

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SUSTAINABLE OPPORTUNITIES

Economic:

The Lowell Street Corridor Community Plan will provide guidance for the improvement of right of way infrastructure necessary to encourage the retention and attraction of business and employment for the benefit of the neighborhood, City and region.

Environmental:

The Lowell Street Corridor Community Plan will reduce the environmental impacts on the street through reduction of blight, traffic calming, identification of open space opportunities, and suggest ways to reduce the effects of pollution, noise and other negative factors on the residential neighborhood.

Social Equity:

The Golden Gate neighborhood is a low-income neighborhood that has been overlooked as City resources are limited, and the Lowell Street area is outside the boundary of nearby redevelopment areas. The Plan will serve as a community-planning tool to engage residents in the improvement of this under-served area.

DISABILITY AND SENIOR CITIZEN ACCESS

Disability and senior citizen access issues will be studied in this plan.

RECOMMENDATION(S) AND RATIONALE

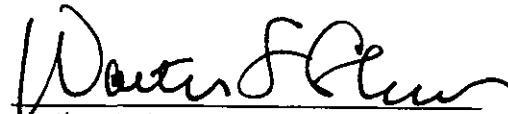
Staff requests that the attached resolution be adopted, authorizing the City/Agency Administrator to apply, accept and appropriate and enter into a contract with Caltrans for the a grant from the California Department of Transportation, Transportation Planning Environmental Justice Grant Program in the amount of \$150,000 for a Lowell Street Corridor Community Plan; and to authorize a local match in the amount of \$15,000.

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ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council authorize the City/Agency Administrator to apply, accept, and appropriate and enter into a contract with the California Department of Transportation, Transportation Planning Environmental Justice Grant Program in the amount of \$150,000 for a Lowell Street Corridor Community Plan; and to authorize a local match in the amount of \$15,000.

Respectfully submitted,



Walter S. Cohen, Director

Community & Economic Development Agency

Reviewed by:

Gregory Hunter, Deputy Director

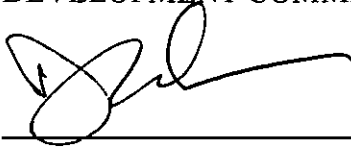
Economic Development and Redevelopment

Prepared by:

Margot Lederer Prado, AICP, UEA IV

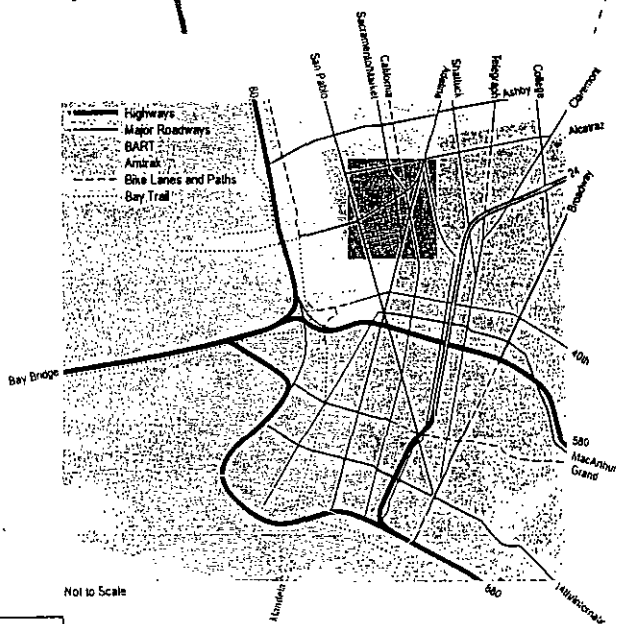
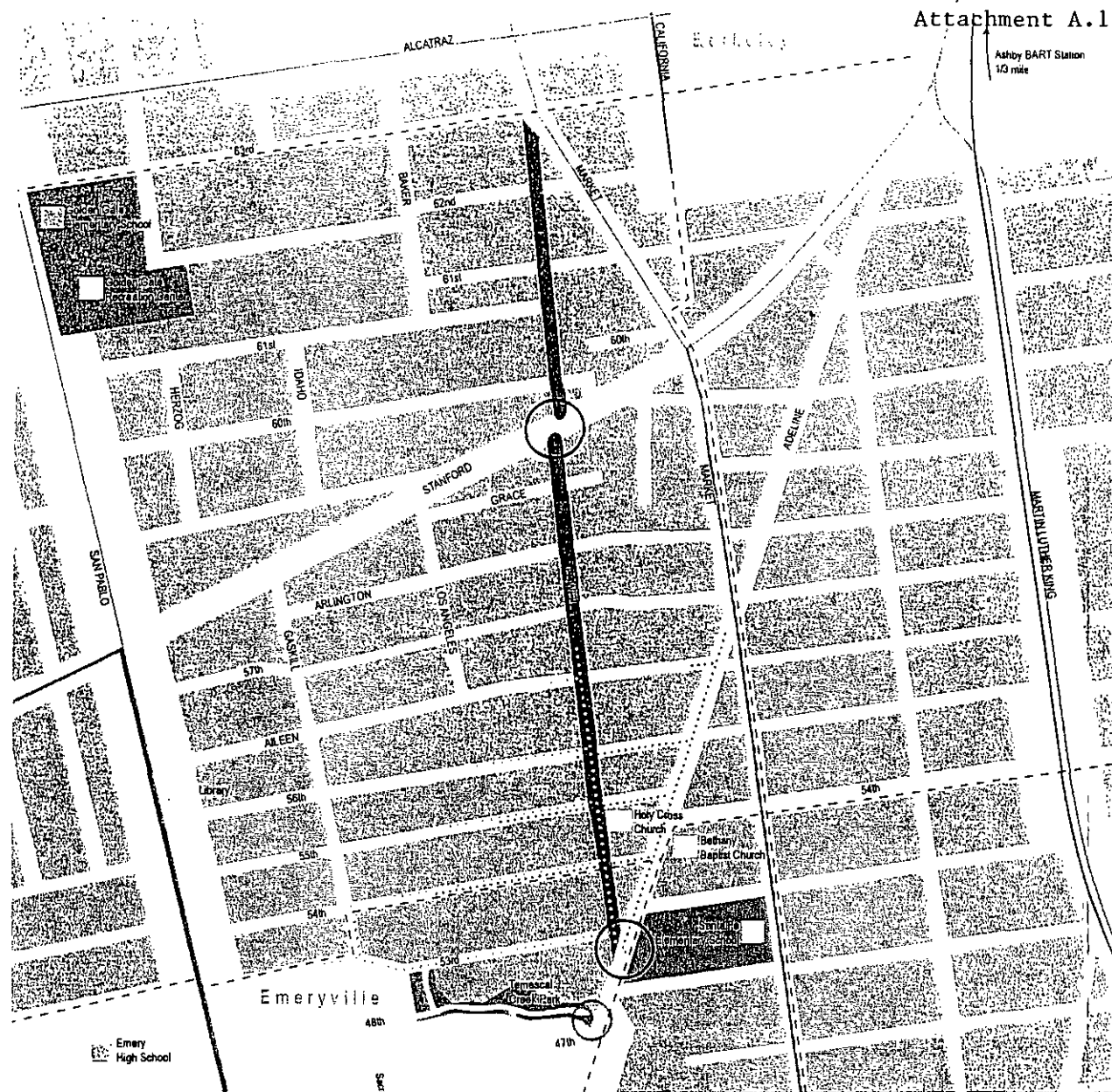
Business Development Services

APPROVED AND FORWARDED TO
THE COMMUNITY AND ECONOMIC
DEVELOPMENT COMMITTEE:



Office of the City/Agency Administrator

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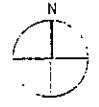
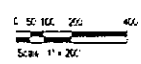


Neighborhood Connections

- Parks
- Neighborhood Commercial Districts
- Public Destinations
- AC Transit Bus Routes
- BART
- Bike Lanes
- Potential Bike Routes

5 Minute Walking Route from School
 via Adeline
 via Lowell

- Dangerous Intersection
- Potential Connection
- Lowell Street



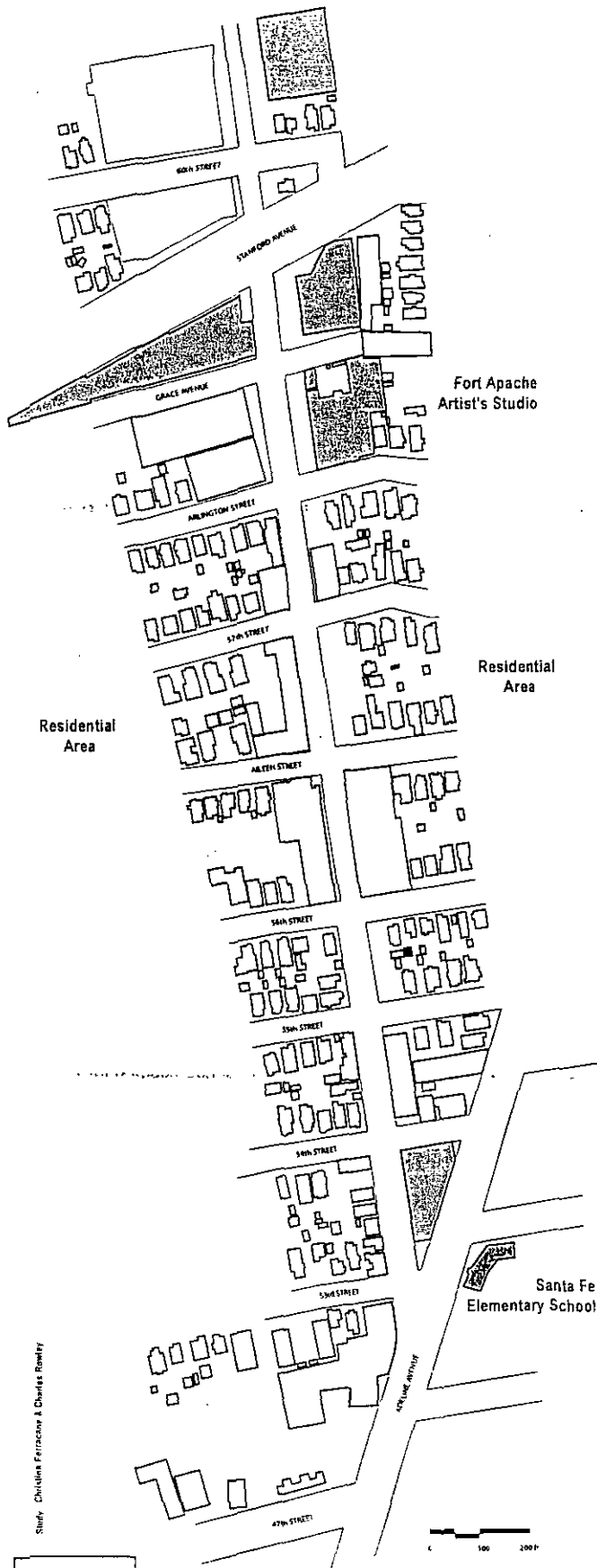
3a

NEIGHBORHOOD STRUCTURE

Redesigning Lowell Street

University of California, Berkeley
 LA 203 Prof. Clark Wilson
 Fall 2003 Site Analysis

The Stakeholders



Shelby, Chirlene Ferracane & Charles Rowley



Residents

parking, safety, traffic
walking, affordability
sense of neighborhood



Artists

affordability
creative identity
maintain independence



Small Business

visibility, safety
traffic and parking
pedestrian accessibility
sense of neighborhood



School

safety and traffic
walking to school
sense of neighborhood



Religious Institutions

safety and traffic
sense of neighborhood
accessibility



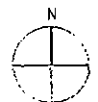
Industrial

access, parking,



City of Oakland

economic development
crime reduction
infrastructure improvements
community engagement



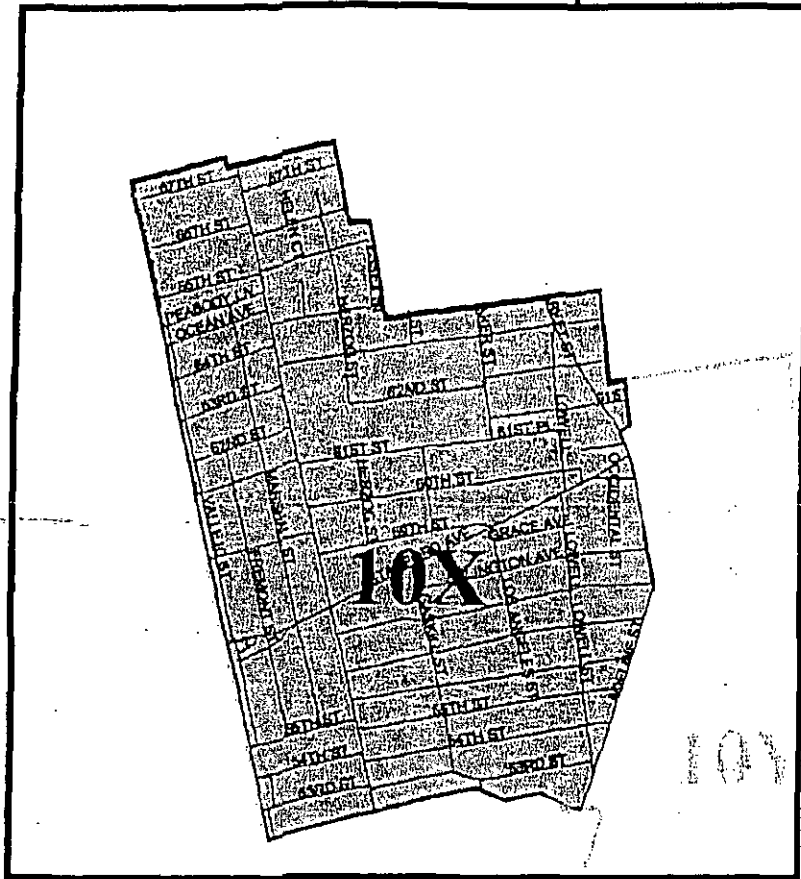
2b

Demographics

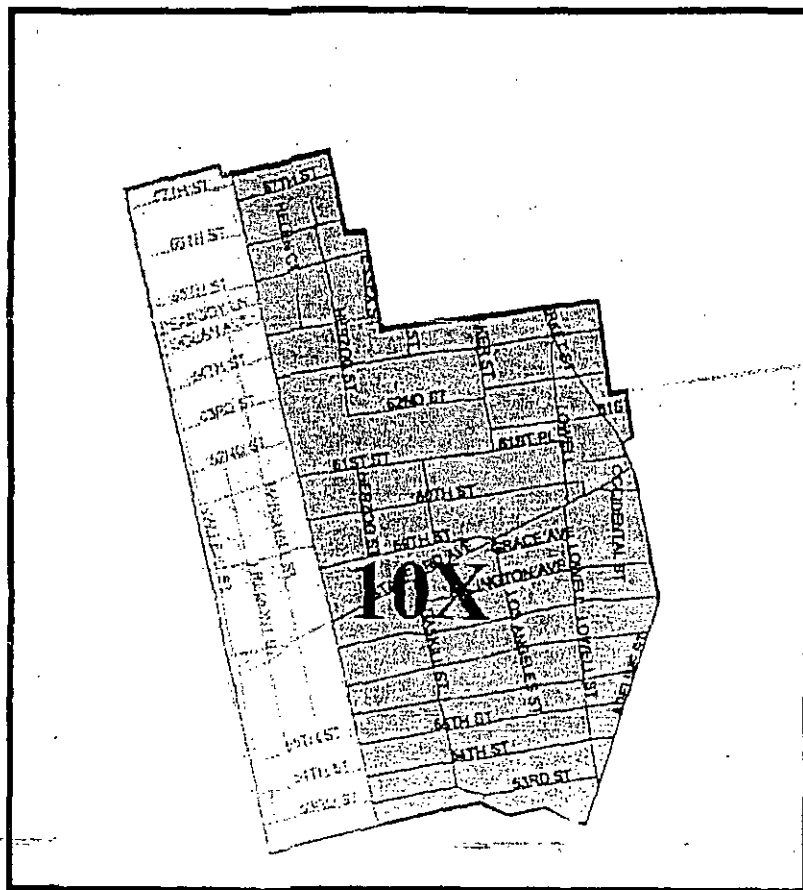
Redesigning Lowell Street

University of California, Berkeley
LA 203 Prof. Clark Wilson
Fall 2003 Site Analysis

Maps of Beats 10X



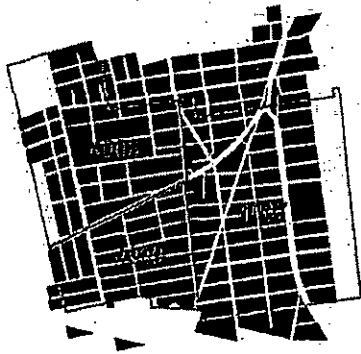
Entire Beat 10X



Present redevelopment area of Beat 10X is San Pablo Avenue on the East, to Vallejo street on the West (though there are some city boundry inconsistencies like 54th and Boyer), 67th Street on the North and 53rd Street on the South.

The additional area follows the same boundaries as the police beat 10X, Area in blue.

Census Tracts



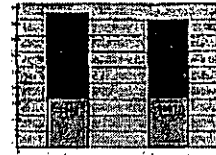
Housing



2000



1990



2000

1990

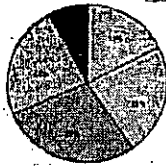
Housing Cost

- Home Price
- Rental Price

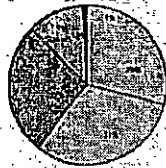
Renters vs. Owners

- Owner
- Renter

Income



2000

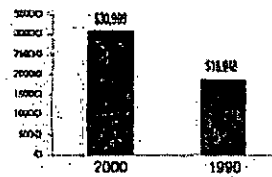


1990

Income Distribution

- Less than \$9,999
- \$10,000 to \$24,999
- \$25,000 to \$49,000
- \$50,000 to \$99,999
- \$100,000 or more

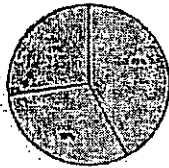
Median Income



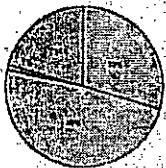
2000

1990

Occupation



2000

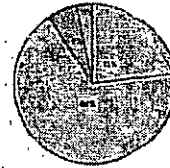


1990

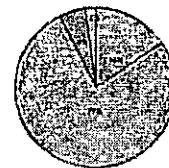
Occupation Class

- Management, professional, and related occupations
- Sales and office occupations
- Farming, fishing, and forestry
- Construction, extraction, and maintenance

Race



2000



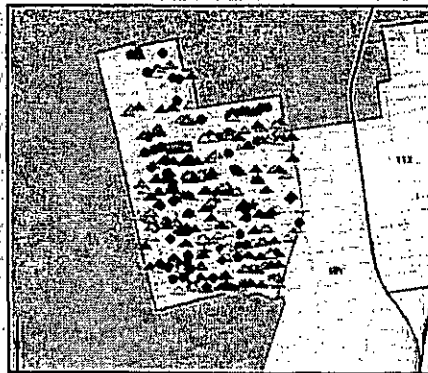
1990

- African American
- White
- Asian
- Other

Crime Stats

Arson	1
Auto Theft	61
Burglary: Auto	68
Burglary: Commercial	2
Burglary: Other	4
Burglary: Residential	48
Carjacking	2
Domestic Violence	11
Homicide: 187 PC	1
Larceny	85
Rape: Forcible	3
Robbery: Armed	18
Robbery: Unarmed	3
Robbery: Residential	1
Threats of Violence	24

Data: Crime Statistics, (Crime Rates)



Traffic

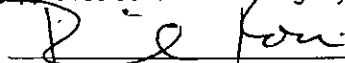
Traffic Counts

- San Pablo Avenue @ Stanford 22,500 vpd
- Interstate 80 @ Powell Street 255,000 vpd
- Interstate 580 @ San Pablo Avenue 261,000 vpd

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2010 MAR -4 PM 5:24

Approved as to form and legality:


Deputy City Attorney

OAKLAND CITY COUNCIL

Resolution No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR, ACCEPT, AND APPROPRIATE A GRANT UNDER THE CALIFORNIA DEPARTMENT OF TRANSPORTATION, TRANSPORTATION PLANNING ENVIRONMENTAL JUSTICE GRANT PROGRAM IN THE AMOUNT OF \$150,000 FOR THE LOWELL STREET CORRIDOR COMMUNITY PLAN; AND ACCEPTING A LOCAL MATCH IN THE AMOUNT OF \$15,000 FOR THE PROJECT FROM THE REDEVELOPMENT AGENCY UNDER THE COOPERATION AGREEMENT

WHEREAS, the City of Oakland wishes to submit an application to the California Department of Transportation ("Caltrans") for up to \$150,000 in funding for a Transportation Planning Environmental Justice Planning Grant (the "Grant") for the Lowell Street Corridor Community Plan (the "Project"); and

WHEREAS, Caltrans grant procedures require applicants to certify by resolution the approval of the application and the availability of local matching funds of at least 10% and the identification of a designated City representative who will sign acceptance of the Grant if awarded; and

WHEREAS, the application for the Grant is due on April 1, 2010; and

WHEREAS, the proposed Project meets the criteria of the Grant program to engage and promote the involvement of low income and minority communities in the planning for transportation projects, including creation of "fifty-percent" engineering design drawings, description of streetscape improvements, and plans for potential infill and open space in the Project area; and

WHEREAS, the intended result of the proposed Project is to give the residents of the Lowell Street Corridor/Golden Gate neighborhood an opportunity to guide the revitalization and to plan for improvements that will decrease blight, vacancy and crime in the area; and

WHEREAS, the City and the Redevelopment Agency entered into a Cooperation Agreement on July 1, 2004, which governs the provision of assistance and the payment of funds between the two agencies; and

WHEREAS, the Redevelopment Agency has approved a contribution of \$15,000 to the City to serve as the local match for the Grant; and

WHEREAS, the requirements of the California Environmental Quality Act of 1970 ("CEQA"), the CEQA Guidelines as prescribed by the Secretary of Resources, and the provisions of the Environmental Review Regulations by the City of Oakland have been satisfied, because this action is exempt from CEQA review under Article 19, Section 15304 (Minor Alterations to Land) and Article 18, Section 15262 (Feasibility and Planning Studies); now therefore be it

RESOLVED: That the City Council hereby authorizes the City Administrator or his or her designee to execute and file an application with Caltrans for a grant of up to \$150,000 under the Transportation Planning Environmental Justice Planning Grant program for the Lowell Street Corridor Community Plan, to accept such funding if awarded, to appropriate such funding for requisite planning activities associated with the project to California Department of Transportation Grant Fund (Fund 2140) Organization 88559 (Business Development), with a project to be established, and to negotiate and enter into an agreement with Caltrans for the funding; and be it

FURTHER RESOLVED: That the City hereby accepts a contribution of \$15,000 from the Redevelopment Agency under the Cooperation Agreement to serve as the local match for the Grant; and be it

FURTHER RESOLVED: That if awarded, the City will include the Project as a formal work element in the overall work program; and be it

FURTHER RESOLVED: That there is no legal impediment to the City making applications for the funds; and be it

FURTHER 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 a Project; and be it

FURTHER RESOLVED: That a copy of this Resolution will be transmitted to Caltrans in conjunction with the filing of the Grant application; and be it

FURTHER RESOLVED: That all documents shall be reviewed and approved by the Office of the City Attorney prior to execution, and all copies will be placed on file in the Office of the City Clerk; and be it

FURTHER RESOLVED: That the City Administrator or his designee is hereby authorized to take any action with respect to the Grant or the Project consistent with this Resolution and its basic purposes.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 2010

PASSED BY THE FOLLOWING VOTE:

AYES - KERNIGHAN, NADEL, QUAN, DE LA FUENTE, BROOKS, REID, KAPLAN, AND
PRESIDENT BRUNNER

NOES –

ABSENT –

ABSTENTION –

ATTEST:

LATONDA SIMMONS

City Clerk and Clerk of the Council, City of Oakland

DRAFT

Approved as to Form and Legality:

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2010 MAR -4 PM 5: 24

Agency Counsel

REDEVELOPMENT AGENCY OF THE CITY OF OAKLAND

Resolution No. _____ C.M.S.

AGENCY RESOLUTION CONTRIBUTING \$15,000 IN FISCAL YEAR 2009/2010 IN GENERAL REDEVELOPMENT PURPOSE FUNDS TO THE CITY OF OAKLAND UNDER THE COOPERATION AGREEMENT AS A LOCAL MATCH FOR THE CALTRANS TRANSPORTATION PLANNING ENVIRONMENTAL JUSTICE GRANT FOR THE LOWELL STREET CORRIDOR COMMUNITY PLAN

WHEREAS, the Redevelopment Agency desires to improve the sub-standard infrastructure and street conditions in the Lowell Street Corridor/Golden Gate neighborhood, which have a spill-over effect on the existing adjacent redevelopment project area (Broadway/MacArthur/San Pablo); and

WHEREAS, the Agency wishes to encourage community involvement in transportation planning, particularly in its low-income communities; and

WHEREAS, the Agency desires to support local businesses and private investment in its mixed-use neighborhoods, and

WHEREAS, the City of Oakland is applying for a \$150,000 grant from the Caltrans Transportation Planning Environmental Justice Planning Grant Program, which requires a local match of 10%; and

WHEREAS, it is determined by staff to be a competitive and eligible project due to past City and private investment in preliminary planning efforts; and

WHEREAS, the Redevelopment Agency and the City entered into a Cooperation Agreement on July 1, 2004, which governs the provision of assistance and the payment of funds between the two agencies, including funding by the Agency of City programs that promote the Agency's redevelopment activities; now, therefore, be it

RESOLVED: That the Redevelopment Agency hereby authorizes a contribution of funds from the Redevelopment Planning Fund West Oakland /Coliseum Fund (9101) to the City of Oakland under the Cooperation Agreement in the amount of \$15,000 in Fiscal Year 2009/2010 to be used as matching funds for the Caltrans Transportation Planning Environmental Justice Grant for the Lowell Street Corridor Community Plan; and be it

FURTHER RESOLVED: That funding for the matching funds will be paid from the Entity: 5 (Oakland Redevelopment Agency); Fund: 9101 (Redevelopment Planning Fund West Oakland/Coliseum Admin); Organization: 88679 (West Oakland Base Reuse); Project: P37650 (Redevelopment Planning-West Oakland); and be it

FURTHER RESOLVED: That the Agency Administrator or his designee is authorized to take any actions with respect to the Lowell Street Corridor Community Plan project and the funding authorized herein consistent with this Resolution and its basic purposes.

IN AGENCY, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, AND
CHAIRPERSON BRUNNER

NOES -

ABSENT -

ABSTENTION -

ATTEST:

LATONDA SIMMONS
Secretary, Redevelopment Agency of
the City of Oakland, California