

CITY OF OAKLAND
AGENDA REPORT

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OFFICE OF THE CITY CLERK
OAKLAND

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TO: Office of the City Administrator
ATTN: P. Lamont Ewell
FROM: Public Works Agency
DATE: April 26, 2011

RE: Resolution Endorsing And Establishing Specific Programs And Projects As
Oakland's Top Priorities For Funding In The 25-Year 2012 Countywide
Transportation Plan

SUMMARY

The Alameda Countywide Transportation Plan (CWTP) is a long-range policy document that guides transportation funding decisions for Alameda County's transportation system over a 25-year horizon. This includes capital, operating and maintenance for freeways, buses, rail, ferries, bikes and pedestrian facilities. The Plan is updated every four years and serves as a vital guide for the transportation infrastructure investment decisions in Alameda County.

The CWTP will form the basis for devising Alameda County Transportation Commission's Transportation Expenditure Plan (TEP, also known informally as the "Measure B Sales Tax Extension"). The expenditure plan will fund a sub-set of projects in the CWTP; the actual list will be determined partially on the basis of CWTP priorities, and also on the basis of what is politically feasible to achieve success at the ballot box (requires a 2/3 majority to pass). The CWTP and TEP are the gateways to realizing critical sources of funding for Oakland transportation needs.

A Resolution has been prepared recommending Oakland's priority transportation projects and programs to be included in the update of the CWTP. Funding for all transportation purposes, Countywide, is currently estimated at \$11.7 billion over the next 25 year period, however more than 80% of that figure is devoted to maintenance of the existing system (paving, transit operations, etc) or completion of projects in process, leaving a much smaller figure available for "new" projects. Funds are particularly constrained in this cycle due to the current budget issues at both the state and federal levels. However, Oakland is requesting a considerable share of these funds for three primary reasons: we have extensive aging infrastructure and little means to fund replacement; we are targeted to absorb over a third of the growth in housing anticipated by 2035 by the Association of Bay Area Governments, and in order to realize development opportunities to meet that target we must be funded to provide the basic transportation infrastructure for transit-oriented development in our Priority Development Areas (PDAs); and, as the largest City in the County and the prime location as the center of the goods movement industry for the Bay

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Area, we need support for maintaining and expanding our regional Port, Airport, and freight networks.

In brief, the following Projects and Program areas are recommended for submittal.

Projects:

1. 1-880 42nd Avenue/High Street Access Improvements
2. 1-880 Broadway/Jackson Access Improvements
3. Oakland Army Base Transportation Infrastructure Improvements

Program Areas by Topic:

1. Local Streets and Roads Rehabilitation (A – E)
2. Local Streets and Road Operations: (A – B)
3. Local Road Safety Program: (A – B)
4. Bicycle and Pedestrian Safety and Enhancements (A – B)
5. Transit Enhancement: Transit Villages/Priority Development Areas (A – H)
6. Transit Facilities: Enhanced Transit on Broadway
7. Parking Management: Parking Meter Enhancements
8. Lake Merritt Channel/Estuary Area/Oakland Greenway Connection Improvements
9. Goods Movement: Truck Facilities and Truck Route Rehabilitation
10. Caldecott Tunnel: Sound Walls

Project and program details are discussed in the body of the report. Summary recommendations and cost estimates for Oakland projects and programs to be included in the CWTP are in *Attachment A*. These recommendations confirm existing Oakland policy on transportation funding priorities, extend projects and programs which are in the existing 2008 CWTP and are not yet implemented, and introduce a limited number of new projects and programs. This list of Oakland priorities is not financially constrained, and may be trimmed during the Alameda CTC plan development process which is financially limited, and which is proceeding over the next six months.

An accelerated timeframe for submittal of projects and programs to the Alameda County Transportation Commission (ACTC) has prevented Oakland from meeting normal Council reporting requirements. The Metropolitan Transportation Commission (MTC) released a Call for Projects on March 1, 2011. The City had to submit all requests to the ACTC before April 12 to be considered for inclusion in these plans, so ACTC could coordinate the submittal of a Draft List to MTC for jurisdictions in the county by April 29. ACTC will subsequently hold Committee and Advisory Committee meetings to discuss the Draft List, and will bring a Final List to the ACTC Commission for approval on May 26.

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To meet the April 12, 2011 deadline, Council President Reid and Council member Kaplan, who represent Oakland by serving on the Alameda CTC Board, directed the development of the draft list of priorities that was submitted to Alameda CTC on April 12, 2011. This report represents an opportunity for the full Council to ratify those choices or offer amendments for consideration by the regional agencies.

FISCAL IMPACT

There is no fiscal impact associated with this report. Fiscal impacts will be determined when state and federal funds become available for programming to individual projects. In a separate, later report, staff will recommend a project priority setting system for assessing all transportation-related projects in the City, in order to make the most of these follow-on grant and funding opportunities. As funds become available, staff will return to Council for authorization as necessary to apply for each of the discretionary grant funds and to commit local matching funds if needed.

BACKGROUND

New County and Regional Transportation Plans Adopted Every Four Years

Every four years, MTC prepares a new 25-year Regional Transportation Plan. Leading up to that effort, the ACTC must update its 25-year CWTP to ensure that Alameda County's priority projects are included in the new RTP. Both plans are currently underway, and are very closely aligned. The CWTP will be adopted in the fall of 2011.

Federal regulations require that both plans be fiscally constrained to match available revenues. This requirement provides a level of assurance that projects in the 2012 CWTP and RTP have a reasonable chance of being funded over the next 25 years. In order for a local project to receive either federal or state discretionary funds, projects must be included in both plans. To be included in the plans, the County and the Region require that the projects already have been adopted locally in a planning document, and be reasonably well developed in scope and cost.

Oakland's Historic Applications to the CWTP

Based on an assumed availability of \$60-75 million, the 2004 CWTP contained the following Oakland projects: Transit Villages: Coliseum, MacArthur, West Oakland (\$20-25 million); I-880- at 42nd & High (\$11 million); Citywide Intelligent Transportation Systems (\$6-16 million); and Mandela Parkway Extension (\$3 million).

The staff report indicated a total need of \$308 million, and included these additional projects: the Posey tube, 5th Ave Ramp, 29th/Fruitvale, Bike/Ped Safety, and Lake Merritt Access- Bay Trail.

The City Council approved the 2008 CWTP Project List (Resolution 81038 C.M.S.), which consisted of 10 projects and requested \$125 million (assumed available). These requests, which also were not completely funded, included:

- 1-880: 29th/23rd Avenue Operational Improvements (\$19 million)
- 1-880: 42nd Avenue/High Street Access Improvements (\$15 million)
- Transit Villages (\$36 million)
- Citywide Intelligent Transportation System (ITS) (\$5 million)
- Army Base Street Reconstruction (\$2 million)
- Lake Merritt Roadway Improvements (\$8 million)
- Citywide Streetscapes (\$15 million)
- Local Street and Road Rehabilitation (\$25 million)

CWTP and RTP Projects and Programs

Projects, in the context of the CWTP and RTP, are generally large, complicated capital projects that enhance transportation capacity (such as freeway interchanges). They generally have a total value of \$50 million or more. Most of the capital projects that Oakland generally seeks funding for, such as bike and pedestrian facilities, street resurfacing, etc., will actually be grouped in the CWTP as Programs. The distinction is important, because we do not need to request funding for specific small scale projects that fit with these Programs.

This CWTP, in contrast to previous years, has a greater emphasis on Programs, particularly programs which help to decrease greenhouse gas emissions, enhance development opportunities around existing and planned transit infrastructure, and improve goods movement. For the first time, the CWTP and RTP will require Alameda County and the Bay Area, respectively, to meet greenhouse gas (GHG) emission reduction targets set by the State of California under SB 375. In 2010, MTC adopted targets of a 7% GHG reduction by 2020, and a 15% GHG reduction by 2035.

To address SB 375 requirements and other needs, the CWTP and RTP are, also for the first time, required to develop a Sustainable Communities Strategy (SCS) to coordinate transportation and land use planning. The Alameda County SCS will be integrated with transportation improvements through the CWTP, and are expected to address transit oriented development, Priority Development Areas, transportation pricing, parking management; transportation systems management and goods movement, as well as transit connectivity, maintenance and operations.

Oakland has opportunities to gain a maximum “share” of countywide improvement funding because:

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- ABAG regional population projections assume developed urban areas such as Oakland will accept a significant and increasing share of the region's population growth
- MTC is focusing more regional funding sources on supporting "Priority Development Areas" near transit stations, of which Oakland has 8 major BART stations and numerous smaller transit-oriented stations and districts
- The Countywide Plan has included Goods Movement as a major topic for the first time, and Oakland has major Port and Airport facilities that are expanding.

The Oakland City Council, in February of 2010, designated six areas as PDAs: West Oakland area, 12th and 19th BART Station areas, MacArthur BART station area, Fruitvale BART station and the Dimond district, Coliseum BART Station area, and the Eastmont Town Center (see Map on *Attachment B*). The majority of the remaining flatland areas of Oakland are in a second tier of designated areas named "Potential Development Areas", which are also eligible for funding but are less competitive than "Priority" areas in the region. Two specific "Potential Development Areas" are the Broadway Valdez Specific Plan area and the Lake Merritt BART Specific Plan area. As these will be adopted in the near future, funding for these PDAs is also requested. We recommend focusing our requests for each PDA in the CWTP Program requests, to ensure that maximum funding is allocated to those areas of the City that have been slated to accommodate the most growth by ABAG.

KEY ISSUES AND IMPACTS

Inclusion in the Countywide and Regional Plan Does Not Guarantee Funding

Inclusion of a project in the CWTP and RTP 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 2008 CWTP and RTP must be reaffirmed in order to be included in the 2012 plans to maintain their eligibility for future funding. In addition, projects must be included in these plans if Oakland wants to secure federal funds when Congress reauthorizes the federal surface transportation bill (currently assumed for the fall of 2011).

Many Needs, Few Resources

Oakland struggles to maintain its basic transportation infrastructure. The City has extensive needs simply to repave streets, repair sidewalks, and install ADA-compliant curb ramps. Maintaining this infrastructure is a priority, and identifying funding for important and economically transformative projects is also a priority.

Keep Currently Programmed Projects Moving

Several Oakland-sponsored projects are in the current 2008 CWTP and RTP. These include the 42nd and High Street Access to I-880, Coliseum and MacArthur Transit Villages, and the Citywide Intelligent Transportation System (ITS) Phase I. (The latter two are now considered "programs", not "projects"). Given the City's investment to date in planning, designing, and

engineering these projects and their respective importance in addressing identified transportation needs, continued financial commitment to complete these projects is necessary. Failure to include them as projects or programs in the plans could remove the possibility of state or federal funding for their implementation.

POLICY DESCRIPTION

The Oakland projects and programs proposed for including in the 2012 CWTP include several continuing Oakland priorities as well as new recommendations. Some of the prior 2008 project recommendations will now be addressed in Program categories to ensure that our 2012 Project proposals are more focused and competitive.

Projects

Projects are generally large, complicated capital projects that enhance transportation capacity and have an ultimate cost of over \$50 million or more. These are all described in further detail below. Because funding will be constrained, staff will request only partial funding for most projects so that the initial phases can move forward.

Three Recommended High Priority Projects

1. **I-880 42nd Avenue/High Street Access Improvements (Continuing Project)**
This project will realign Oakland local roadways upon completion of the Caltrans-funded project at this I-880 intersection. The area will then be opened up for additional economic development opportunities adjacent to the freeway. The project is currently in the property acquisition phase, and still needs funding to proceed through final design and construction phases.

Recommended CWTP request: \$20 million

2. **I-880 Broadway/Jackson Access Improvements (Continuing Project)**
This project is a priority for both Oakland and the City of Alameda. It will add off-ramps from I-880 for better access into all of the Oakland downtown areas including the waterfront, as well as reduce cross-town traffic through Chinatown. Intersections will be reconfigured to better serve local traffic, as well as access to the I-880 freeway from Oakland and Alameda. This project is funded through the Preliminary Engineering/Environmental Analysis Phase, but needs to be funded for final design and then construction. Since this project has implications for multiple jurisdictions, we are asking that the ACTC Board become the sponsoring agency, while we serve as the lead.

Recommended CWTP request: \$50 million

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3. **Oakland Army Base Transportation Infrastructure Improvements (New Request)**
A new project proposed for the CWTP, but a long standing Oakland priority, is the Oakland Army Base Transportation Infrastructure Improvements project. This project will improve transportation infrastructure on the former Oakland Army Base, as both the City's and Port's plans are part of a larger vision for improving goods movement, reducing vehicle conflicts, creating access to a new regional park, and creating development opportunities. Targeted improvements include, but are not limited to, the total reconstruction of Wake, Burma, and Maritime Streets. *Note: The rehabilitation of 7th Street and the Oakland Harbor Intermodal Terminal are Projects proposed by the Port of Oakland that are related to the Army Base Transportation Infrastructure Improvements, and could also be incorporated in the Goods Movement Program category as complementary projects. The City is not formally submitting applications for these projects as the Port has undertaken that responsibility.*

Recommended CWTP request: \$100 million

Programs

Funding in some Program categories, such as local streets and roads (paving), are determined by regional funding formulas and do not require specific project requests from cities. However, the City of Oakland recommends that the highest possible percentage of funds be directed into the Local Streets and Road Rehabilitation, Safety, and Operations Improvements Programs, because Oakland has an identified need of over \$478 million dollars now. We also ask ACTC to provide additional resources above and beyond our regional "fair share", as our streets need to be able to carry not only private vehicles, but transit buses, emergency vehicles, bicyclists, and pedestrians, and meet the critical needs of the goods movement industry, which is based in Oakland and which supports the economic health and stability of the Bay Area. Other program areas Oakland recommends funding for include: Transit Enhancement: Transit Villages; Local Streets and Road Operations: Citywide Intelligent Traffic System (ITS) and Signal Operations; Local Road Safety Program: Railroad Crossings and Street Realignments; Bicycle and Pedestrian Safety and Enhancements; Transit Facilities: Enhanced Transit on Broadway; Parking Management: Parking Meter Enhancements; and Goods Movement: Truck Facilities and Truck Route Rehabilitation.

Ten Recommended High Priority Programs

1. **Local Streets and Roads Rehabilitation (6 Items, A – E)**

Comprising a network of 2,300 lane miles Oakland streets are ranked 95th poorest among the Bay Area's 109 cities, Our total need for local streets and roads rehabilitation is \$478 million; our annual need is \$23 million. We can only spend about \$5 million per year to accomplish this task. The streets are currently on an 85-year resurfacing cycle, which means a street will be resurfaced once in your lifetime. The industry standard is a 25-year cycle.

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Given the magnitude of our deterioration and extent of our funding need, we are recommending that ACTC assign the highest possible percentage of funds to this program. We are also asking Alameda CTC to program additional resources to Oakland above and beyond our regional “fair share”, because we are at the center of the goods movement for the Bay Area and therefore need the greatest support in keeping both local and regional transportation facilities in good working order. This program request covers residential street paving and pothole repair, industrial street paving and repair, commercial street paving and repair and bus pads, bridge replacement, sidewalk repair and replacement, and ADA curb ramp installation and other required improvements.

A. Residential Street Paving and Pothole Repair

The MTC Pavement Management System, required by MTC to qualify for funds, prepares a recommended street network rehabilitation program based on three primary factors: the Pavement Condition Index (PCI) for each street segment, the estimated cost of pavement rehabilitation methods, and available funding. Based on this information, the program produces a recommended sequence of street rehabilitation that accounts for future, ongoing deterioration, the appropriate rehabilitation method for each street segment, and inflationary costs over time. Using this software allows the City of Oakland to make long-range projections about the condition of the street network, optimal resource allocation and trends. Oakland’s residential streets, however, are not eligible for funding by Federal grants through MTC programs. This is a serious problem for Oakland, as few dollars are available to do this critical work. The average Pavement Condition index (PCI) for Oakland residential streets is 55 out of a possible 100, considered a fair to poor condition.

B. Commercial Street Paving and Repair; Bus Pads

All pavement surfaces deteriorate over time, and our commercial and heavy transit streets absorb the impacts of heavy and constant traffic. A successful pavement management program uses pavement preservation techniques to distribute available funding on preventive maintenance treatments before pavement deterioration requires rehabilitation treatments that cost up to 5 times as much. In the worst cases, failed pavements require reconstruction treatments which can cost about up to 12 times the cost of preventive maintenance. This “multiplier” situation has become common on Oakland arterials, which must withstand bus and delivery vehicle traffic that rapidly deteriorate streets that do not have concrete bus pads or other concrete areas built to absorb heavy moving vehicles trying to stop. This is an Oakland responsibility, and a constant concern for the City as well as AC Transit, as the pavement areas without concrete bus pads presents significant vehicle delays and a safety hazard as well. The average Pavement Condition index (PCI) for Oakland commercial streets is 55 out of a possible 100, considered a fair to poor condition. At our current funding level, the PCI is projected to be 49 in 2014.

C. Industrial Street Paving and Repair

Streets in our industrial areas must be able to withstand heavy truck traffic and the weight and action of other vehicles associated with moving and distributing freight. The toll on these streets can be calculated by doubling the cost of any other street repaving activity. Industrial infrastructure studies have been completed, and show the areas of greatest need in West Oakland (\$120 million) and East Oakland (\$85 million); both are areas that get extensive traffic from the Port and Airport. As an example, Tidewater Avenue no longer has a base pavement level; it is instead a road of potholes.

D. Sidewalk Repair and Replacement

The City of Oakland has approximately 1,090 miles of sidewalks. A survey conducted in 2006 identified that 84% of sidewalks are in good condition and that 16% need repairs. The City is responsible for sidewalk repairs in those locations where they are damaged by trees; homeowners are responsible for other sidewalk repairs in accordance with State law and the Oakland Municipal Code. Three criteria guide the selection of City sidewalk repair and replacement: 1) responsiveness to the citizen demand for sidewalk repairs where pedestrian activity is highest; 2) compliance with the ADA requirements by selecting repair locations in a manner that supports a transit-oriented pedestrian plan and the ultimate development of accessible paths of travel for persons with disabilities; and, 3) reduction in the City's liability from trip and fall claims. The estimated cost of fixing the City's share of sidewalks is \$19.8 million. At current funding levels, the sidewalk program is currently at a 25-year repair cycle. However trip and fall claims related to damaged sidewalks will continue.

E. ADA Curb Ramp Installation and Other Required Improvements

The City's ADA Curb Ramp Transition Plan requires construction of ramps at approximately 18,047 locations in Oakland. 20% of cumulative gas tax funds must go to ADA compliance and the City must ensure that at least 600 new curb ramps are installed annually. The current sidewalk repair program follows a prioritized corridor approach focusing on heavily traveled paths and where provision of ADA compliant access is most critical. These areas include transit corridors, public buildings, commercial areas, medical centers, and high-density residential neighborhoods, as described in criteria above. This program is minimally funded in order to meet City's ADA compliance obligations.

SECTION 1 TOTAL NEED: \$478 million

Total Recommended CWTP request: \$200 million

2. Local Streets and Road Operations (3 Items, A –C)

A. Citywide Intelligent Traffic System (ITS)

Accommodating region-serving projects such as expansions at the Port and Airport and at BART and AMTRAK stations requires additional technology and management strategies to maintain or change the flows of traffic when necessary. Local transit, cars, delivery trucks, bicycles, and pedestrians must all obey traffic signals that are not always linked or synchronized. The Citywide ITS system is designed to interconnect traffic signals and closed circuit television cameras with Oakland's Transportation Management Center in downtown, allowing the monitoring and management of traffic along major arterials throughout the City from a central point. Most major cities have this type of facility. A fully functional system can diminish traffic congestion and improve traffic flow, improve air quality by reducing pollutants, reduce energy use by reducing fuel consumption, promote other modes of travel besides vehicles, coordinate transportation operations in an emergency, and provide safer streets. The system has been partially installed, but requires additional funding to become fully functional and to be able to deal with major emergencies.

B. Signal Operations, Striping, and Signs

Oakland has 671 traffic signals. Infrastructure replacement costs for obsolete electrical system to manage traffic could exceed \$21 million, as all signals need regular minor repair or major replacement to ensure efficient signal operation. These efficiencies save fuel, reduce pollution and wear on vehicles, and make bicycle and pedestrian crossings more effective and safe. The City is also responsible for 200,000 street signs, 3,600 miles of lane striping, 75 miles of linear crosswalk and 6,000 stencil legends. No figures are available for traffic delineation and sign replacement, but degradation of markings and signs are visible throughout the City. This decay also decreases travel efficiencies and presents safety hazards.

C. Fleet and Equipment for Safe Operations

Oakland's Public Works Maintenance average fleet vehicle age is 9.7 years old, which is more than twice the average age for a similar-sized fleet, as dictated by industry best practices. These vehicles are used for the basic maintenance and repair of Oakland's streets and sidewalks. The age of the vehicles support evidence that they are neither energy-efficient (high fuel consumption, production of greenhouse gases) nor fully effective at performing the tasks needed (constant breakdowns, the unavailability of replacement parts, etc.). The only funding available to replace vehicles comes from grant sources; however, dedicated funding is needed.

SECTION 2 TOTAL NEED: \$97 million
Recommended CWTP request: \$25 million

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3. Local Road Safety Program (3 Items, A – C)

A. Railroad Crossings

Oakland has an extensive rail network that has deficient crossings, according to the California Public Utilities Commission. Rail crossings are generally found to be deficient in gate arms and warning lights, at-grade cross-track sidewalk access that is continuous and ADA compliant, curbs, gutters, drainage inlets, repaving, medians, signs, pavement markings, and curb painting. Dangerous curves and a lack of speed attenuation devices can put drivers at risk.

B. Street Realignments

Street realignments and signal modifications are needed to provide a safe path of travel. Reduction of roadway widths and realignments can slow traffic speeds, enable more efficient bus stops or bus turn-outs, and protect pedestrian safety. Bicycle access improvements are required to ensure safe travel, not only by providing facilities that avoid conflicts with vehicles, but also in the repair of roadway and sidewalk surfaces that have potholes, unfilled trenching, buckling, and cracking.

C. Neighborhood Traffic Safety

Funding for neighborhood traffic safety items, including school safety traffic reviews, traffic calming, and public education competes with allocations for roadway maintenance activities, street resurfacing, and other transportation capital projects. Demand for pedestrian-safe facilities has grown over the last several years, outstripping available resources.

SECTION 3 TOTAL NEED: \$35 million

Recommended CWTP request: \$25 million

4. Bicycle and Pedestrian Safety and Enhancements (2 Items, A – B)

This program category includes Streetscapes, which was requested for funding in the 2008 CWTP as a single project. Streetscapes must include routine accommodation for all modes of travel.

A. Bicycles

Bicycle safety improvements are required to ensure safe paths of travel. Facilities that avoid conflict with vehicles (such as bicycle bridges) are important, but the repair of roadway surfaces that have potholes, unfilled trenching, buckling, and cracking is also a major concern. On a related note, the design and installation of Oakland's 11,000 storm drain inlets, open box-like structures that allow surface runoff to enter the storm drainage system, are also a challenge to bicycle safety. Curb inlets are usually installed along streets with curb and gutter improvements. The size and spacing of inlets generally

matches the anticipated storm flow collection needs, and standard sizes begin with a 4-foot-wide inlet flush mounted along the gutters of streets. The opening is covered by a steel grate of varying sizes. This grate can be dangerous for bicyclists if the design does not take into account that bicycle tires are much thinner than car tires, and are likely to be caught in the drain. Systematic inspection and replacement of these grates is very much needed.

B. Pedestrians

Needed enhancements include trails, paths, stairs, and pedestrian bridges (which may be combined with a bike bridge). The stairs and paths program in Oakland addresses a limited number of replacements and repairs, but many facilities are not addressed. At this time, most pedestrian facilities are implemented in conjunction with grant opportunities that are on meeting ADA facility needs or with standard conditions of approval applied to private development projects where applicable. A robust pedestrian program is critical in supporting Oakland's economic development and public safety goals, and is often addressed as a major part of the Redevelopment Agency-sponsored streetscape projects. If Redevelopment is eliminated or greatly reduced in the upcoming State Budget, pedestrian improvements will need greater timing and staff support.

SECTION 4 TOTAL NEED: \$25 million

Recommended CWTP request: \$20 million

5. Transit Enhancement: Transit Villages (8 PDAs, A - H)

This key program should be tied to carrying out the infrastructure development of the six Priority Development Areas and two Potential Development Areas identified in Oakland, as these areas are targeted to absorb the highest densities in the ABAG regional housing allocation process. Transportation needs are greatest in these areas. Requests cover construction of replacement parking structures, transportation infrastructure, and specific actions to improve transit, pedestrian and bicycle access to support dense development along the major corridors and nodes of commerce. In the 2008 CWTP, the Coliseum, MacArthur, and West Oakland BART stations were proposed as projects for funding, and MacArthur BART received funding to enable the start of construction. In this round staff recommends that this program be made available to any major transportation project within the six Council-adopted PDAs, and two future PDAs, subject to Council direction on priorities. A summary of the PDAs is below, and the map showing all PDAs is in *Attachment B*.

A. Oakland Coliseum Transportation Infrastructure and Access Improvements
The Oakland Coliseum station, which has access by BART, Air BART, AC Transit, the Capitol Corridor, and the I-880 freeway, is in need of funding to improve these components and provide better connections and access. The BART station needs

reconfigured and expanded access to the Coliseum and Arena, structured replacement parking, road realignments, and bicycle and pedestrian access for local and regional fans and employees alike. This location is a prime site for increased commercial activities that serve people before and after events, and as such can be a greater venue for all kinds of recreation, as well as a key tax contributor to the City. Since this project has implications for multiple jurisdictions, as well as the Joint Powers Authority, we are asking that the ACTC Board become the sponsoring agency, while we serve as the lead.

Three specific infrastructure plans have been developed for the Woodland-81st Avenue Industrial Zone, Melrose-Coliseum Industrial Zone, and the Tidewater Industrial Zone. Issues include right-of-way disposition, roadway width, the configuration of major intersections, the heavy volume of truck traffic, and its use as a staging area by businesses, and linkage to the Airport. Safety issues include deteriorated streets and sidewalks, and significant risks from the lack of at-grade railroad crossings.

Recommended CWTP request based on approved PDA: \$85 million for Coliseum Station area, and \$20 million for the industrial area improvements, for a total of \$105 million

B. West Oakland BART Station Area

The West Oakland PDA is located within the westernmost portion of the city of Oakland, and incorporates the Acorn, Oak Center, and West Oakland Redevelopment Areas. Centrally located within the Bay Area and well served by regional transit systems, including four out of five BART lines and AC Transit transbay bus service, the West Oakland PDA is uniquely and exceptionally well sited to become a regional model for transit-oriented smart growth.

The vision for the future of West Oakland is for the reinforcement of its historical identity as a highly diverse community in terms of ethnicity, income, and social characteristics, while capitalizing on the area's proximity to the city centers of Oakland and San Francisco and its easy accessibility by transit. West Oakland is only 10 minutes from downtown San Francisco via BART, and is the first station to link the East Bay to BART stations in San Francisco and on the Peninsula. Infill development of dense housing is encouraged at key nodes, including around the BART station and the former Amtrak historic 16th Street train station. When this station is restored, there is also potential for future connections to the Amtrak Capitol Corridor train service within the West Oakland PDA.

Two focused areas targeted for significant transportation infrastructure include the Mandela Parkway Commercial Industrial Zone and the 3rd Street Corridor Commercial Industrial Zone. These are West Oakland industrial areas near the Port of Oakland and the Oakland Army Base. These transportation systems, comprised of streets, railroad spurs, bicycle routes, and pedestrian paths, work together to provide access to and through the areas and to deliver/ship freight and supplies. These local systems connect with a broader network of regional systems that include direct access to the Port of Oakland; BNSF and Union Pacific Railroad Corridors; California Interstate Routes 80, 880, 980 and 580; and the West Oakland BART Station.

Recommended CWTP request based on approved PDA: \$16 million for the West Oakland Station area, and \$121 million for the industrial area improvements, for a total of \$137 million

C. Downtown: 12th and 19th Street BART Station Areas

Downtown Oakland is the premier central district of the East Bay. Not only is it the large, regionally-focused Transit Oriented Development and the East Bay destination for businesses and individuals seeking access to a diverse, dynamic, vibrant district, but it is also a sustainable district where residents and visitors can more easily work and live a low-impact lifestyle. The essential development pattern of this urban core is Transit Oriented Development. Supporting the development of TOD in downtown Oakland are: three of five BART lines; ferry Service, approximately 40 AC Transit bus lines, Amtrak passenger rail service, major freight rail operations, and four major freeways and several major inter-city arterials.

To further realize this vision of downtown Oakland, a multitude of plans for downtown must be implemented, including: Downtown Parking and Transportation Plan, Broadway and Telegraph Avenue streetscape plans, Bicycle and Pedestrian Master Plans, and the Redevelopment Five-year Implementation Plan for the Central District. These plans identify specific transportation improvements necessary to enable the downtown to thrive, and are largely unfunded.

Recommended CWTP request based on approved PDA: \$139 million

D. Fruitvale BART Station Area and Key Corridor to the Dimond area

The Fruitvale/Dimond PDA is a model of transit-oriented development. There are several locations in Fruitvale and Dimond Districts that are well-served by multiple modes of transportation that have a concentration of high-density mixed-use residential and commercial developments with community services, public space for cultural events, and pedestrian-oriented design.

The Fruitvale/Dimond area has a high portion of transit-reliant residents and a retail economy that thrives on the heavy pedestrian traffic. However, many streets in the area lack continuity, basic paving, pedestrian lighting, safe crossings, street trees, landscaping, bus shelters, and functional sidewalks. International Boulevard, Fruitvale Avenue, and MacArthur Boulevard are identified as key corridors in need of improvement. Extensive streetscape planning efforts have been made in this area, but few have been implemented due to lack of funding. Completed transportation plans include the Five-Year implementation Plan for Central City East, Fruitvale Alive Community Transportation Plan, the Foothill Boulevard Streetscape Design Project, the Foothill/High/Melrose Streetscape Design Master Plan, the International Boulevard Streetscape Plan, and the 23rd Avenue Streetscape Plan.

Recommended CWTP request based on approved PDA: \$32 million

E. Eastmont Transit Center and Key Corridors

Eastmont Town Center is the only Transit Oriented District in Oakland that relies on a convergence of major bus routes (73rd Avenue, MacArthur Boulevard, Foothill Boulevard, and Bancroft Avenue) to form a compact, transit-oriented development area. The AC Transit bus network provides accessible transportation for neighborhood residents, business employees, social service recipients, retail customers, and others interested in traveling to the Eastmont Town Center and its immediate neighborhood. It is slowly emerging as a lively location of mixed-use development.

In order to achieve this vision, improving access by bus, walking, bicycling and transit is needed. A large number of specific planning efforts have occurred over the past five years that indicate that these improvements are needed, however funding to implement these plans is needed. These plans include: the East Oakland Community-Based Transportation Plan (2007), Central City East Vision & Strategy (2009), Neighborhood Market Drill Down (2005), Foothill/Seminary Public Transit Hub Streetscape Plan (2006), Foothill Boulevard Streetscape Improvements, MacArthur Boulevard Street Improvements, and the District 6 Neighborhood Revitalization-Main Street Project (2004). Additionally, another \$5 million in planning money is requested to explore resolution of access issues between the Eastmont Transit Center and Coliseum BART.

Recommended CWTP request based on approved PDA: \$10 million, plus \$5 million for additional study, for a total of \$15 million.

F. MacArthur BART Station Area

The MacArthur Transit Village Planned Development Area has the potential to be a model area for the Bay Area region. The recently approved MacArthur Transit Village Project is a classic example of Transit Oriented Development, placing 624 mixed-income housing units directly adjacent to the central hub and transfer point of the entire BART system and within easy access of the major employment centers of Downtown Oakland, Emeryville, and Kaiser, Summit and Children's Hospitals. The MacArthur BART Station is a true transit hub that is served by three of the five BART lines, four Alameda-Contra Costa Transit District (AC Transit) bus lines, and 5 shuttle services, including three hospital shuttles and the Emery-Go-Round shuttle.

The following plans have been developed and require funding for implementation: the MacArthur BART Station Access Plan, completed May 2008; Telegraph Streetscape Plan, completed July 2005; Broadway/MacArthur/San Pablo Redevelopment Plan (adopted July 2000) and 2009-2014 5-Year Implementation Plan (adopted December 2009); MacArthur BART Station West Side Pedestrian Enhancement Project, completed April 2004; and the MacArthur BART Safe Routes to Transit Bicycle Facility Feasibility Study, completed June 2008. While significant accomplishments have been made in realizing the vision developed by the Citizen's Planning Committee (CPC), the work that remains includes implementing the access strategies in the surrounding community to improve access to and from the BART Station. Planned improvements that need capital funding to proceed include pedestrian focused streetscape improvements on surrounding streets such as Telegraph, Martin Luther King, Jr. Way, and West MacArthur Boulevard, and bicycle lane connectivity from the BART Station to the nearby employment centers and surrounding neighborhood.

Recommended CWTP request based on approved PDA: \$13.5 million

G. Potential/Future PDA: Lake Merritt BART Station Area Specific Plan

When the Lake Merritt BART Area Specific Plan is complete, numerous improvements will be required to re-connect the component areas of the study through multiple transportation improvements: Chinatown, Lake Merritt BART station area, Laney College, Oakland Museum, Jack London Square area, and the Estuary. Probable projects include bicycle lanes and paths, transit circulators, improved and redesigned streets, bridges, and streetscapes, sidewalks, and a possible parking garage. Because the Plan is not yet complete, we recommend a placeholder of \$5 million in the CWTP to ensure that the plan process, EIR, and any additional studies can be completed prior to design development and construction requests.

Recommended CWTP request: \$5 million

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H. Potential/Future PDA: Upper Broadway/Valdez Area Specific Plan

For the Upper Broadway/Valdez Area Specific Plan, many transportation improvements will be required to implement the dense housing and retail-oriented strategy, including connecting the component areas of the study through multiple transportation improvements and inclusion of a parking garage for the retail area. Streetscapes, street improvements and changes in alignment, transit support, bike lanes, and pedestrian amenities will all be needed. Because the Plan is not yet complete, we recommend a placeholder of \$5 million in the CWTP to ensure that the plan process, EIR, and any additional studies can be completed prior to design development and construction requests.

Recommended CWTP request: \$5 million

SECTION 5 TOTAL NEED: \$452 million

Total Recommended CWTP request: \$253 million

6. Goods Movement: Truck Facilities, Truck Route Rehabilitation

While the Oakland Harbor Intermodal Terminal and 7th Street Reconstruction are Projects proposed by the Port of Oakland that are related to the Army Base Transportation Infrastructure Improvements, these could also be incorporated in the Goods Movement Program category. The City, as the goods movement center of the Bay Area, has a great need for trucking facilities outside of residential neighborhoods and rehabilitation of truck routes.

SECTION 6 TOTAL NEED: \$100 million

Recommended CWTP request: \$25 million

7. Transit Facilities: Enhanced Transit on Broadway

The City of Oakland has ambitions to build an enhanced transit network starting with a new or improved facility running along Broadway from Jack London Square to 40th Street. In order to realize this dream, studies need to be completed that show the feasibility of the project. Assessments of potential ridership, financial support required, vehicle types, operations concerns, maintenance needs, the location of service yards, and conceptual design of the street need to be completed.

SECTION 7 TOTAL NEED: Unknown

Recommended CWTP request: \$5 million

8. Parking Management: Parking Meter Enhancements

Parking is part of a multi-modal approach to developing neighborhood transportation infrastructure and encouraging economic activity. It should be actively managed to maximize efficient use of a public resource. Parking policy and regulations should help the City meet other transportation, land use and environmental goals. Capital enhancements, such as smart meters, differential pricing facilities, directional “real-time” signs, fleet vehicles and equipment for parking management are needed.

SECTION 8 TOTAL NEED: \$10 million
Recommended CWTP request: \$5 million

9. Lake Merritt Channel/Estuary Area/Oakland Greenway Connection Improvements

A second new project is the Lake Merritt Channel/Estuary Area/Oakland Greenway Connection Improvements project. Identification of this project and support for its components in the Countywide Transportation Plan will allow state and federal funding to augment local funding for projects such as a planned Bicycle/Pedestrian bridge over the railroad tracks to the Estuary, Bay Trail bridge crossings at the Fruitvale, Park, and High Street Bridges, completion of the Lake Merritt channel trail from 7th Street to the Estuary, and design and implementation of the East Bay Greenway project that runs underneath BART from 50th Avenue to the San Leandro border. The projects were planned and developed in the City’s Lake Merritt Master Plan, the Estuary Plan and Open Space, Conservation, and Recreation Elements of the General Plan.

SECTION 9 TOTAL NEED: \$77 million
Recommended CWTP request: \$30 million

10. Caldecott Tunnel - Sound Walls for Oakland

As a result of the approval of the construction of the 4th Bore of the Caldecott tunnel, Oakland residents near the tunnel and along Highway 24 will be severely impacted by noise from the additional traffic. Oakland will be submitting three sound wall requests to ACTC for projects to ameliorate the noise. These projects were highly rated by the ACTC, however, in-depth studies, which include contacting the affected residents and gaining consensus on their use and application, still remain to be completed.

SECTION 10 TOTAL NEED: \$10 million
Recommended CWTP request: \$7 million

Other Countywide Programs

Most other program areas will be funded at a countywide and regional level, and do not require specific City requests. The list of programs we are recommending does not include, and does not need to include, all categories for which Oakland would be eligible and for which we would expect funds to be available on a proportional basis to the City. Other programs may address ideas like transit/eco-passes, car share support, alternative fuel vehicles, fleet replacement, etc.

SUSTAINABLE OPPORTUNITIES

Economic:

Implementation of these projects and programs will support and improve the function and effectiveness of our local transportation system for goods movement and other industry and commercial business. Transportation systems are the backbone of Oakland's economic success and future development of our City. Planning and construction of projects will provide opportunities for employment to local consultants and contractors, which offer employment to Oakland residents and support Oakland businesses.

Environmental:

Many of these projects and programs encourage bicycle, pedestrian and transit use and strengthen connections to transit stations; others reduce traffic congestion. All projects have the potential to decrease greenhouse gas emission and other pollutants in the environment.

Social Equity:

These projects will provide greater accessibility, mobility, and safety to persons who depend on transit and non-motorized transportation for access to jobs and services. These improvements will provide greater opportunities for all Oakland residents to have good access to local jobs and housing choices.

DISABILITY AND SENIOR CITIZEN ACCESS

The proposed projects will all be in compliance with the Americans with Disabilities Act. As such, they will improve access for seniors and persons with disabilities.


RECOMMENDATION(S) AND RATIONALE

Staff recommends Council endorse the Resolution and list of transportation projects in Attachment A as Oakland's top priorities for funding in the 25-year 2012 Countywide Transportation Plan. In order for the City to be eligible for state, federal, and most regional funds, and for the reauthorization of Measure B transportation funds, these projects and programs must be submitted to the CWTP.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve the resolution.

Respectfully submitted,



Vitaly B. Troyan, Director
Public Works Agency

Reviewed by:
Michael J. Neary, P.E.
Assistant Director, Public Works Agency

Prepared by:
Iris Starr, Division Manager
Infrastructure Plans and Programming

APPROVED AND FORWARDED TO THE
PUBLIC WORKS COMMITTEE:



Office of the City Administrator

Attachments:

- A. 2012 (25-Year) Alameda Countywide Transportation Plan City of Oakland Project and Program Proposals for Discretionary Funding
- B. Priority Development Areas (PDAs) Map, 2010

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Attachment A

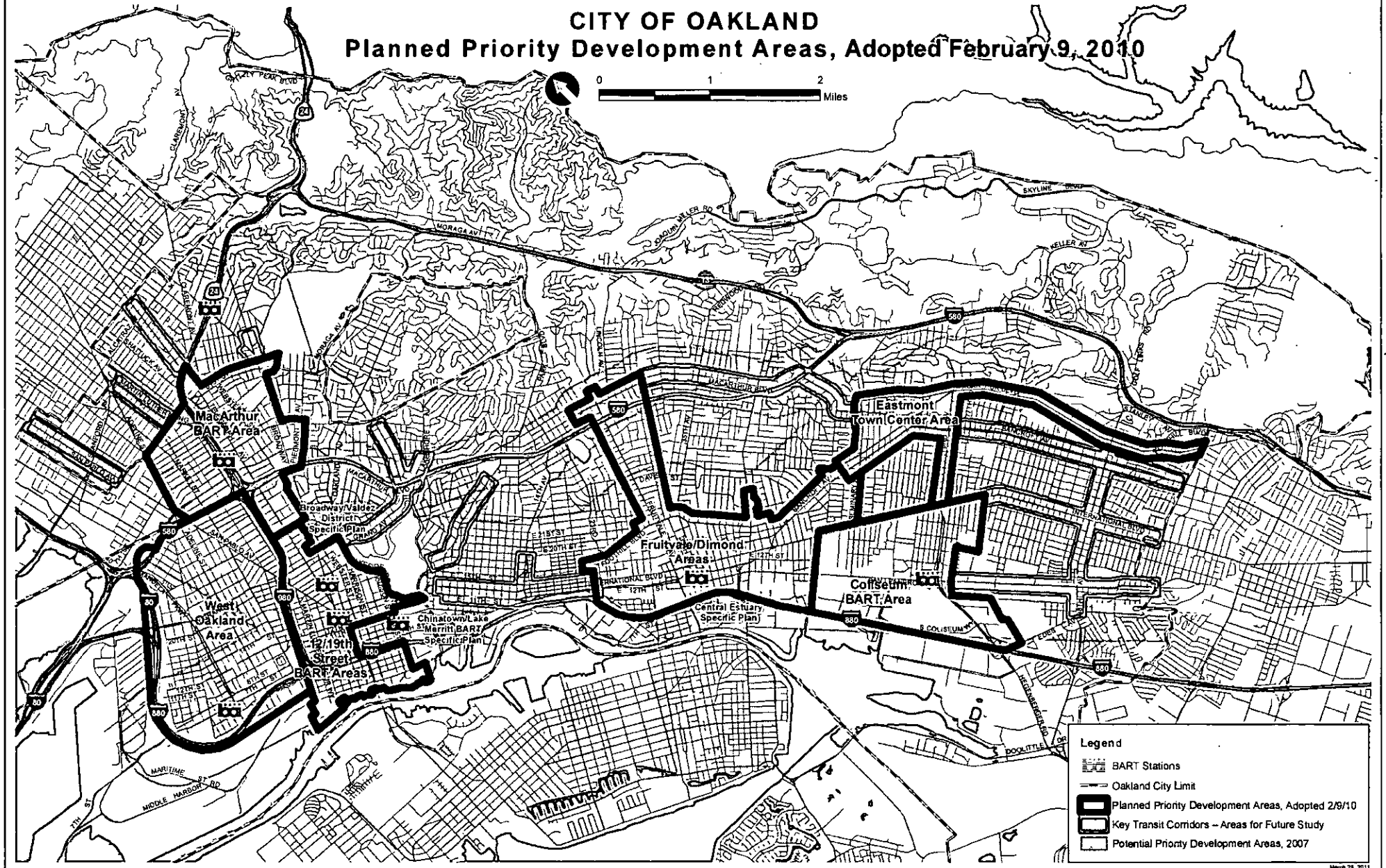
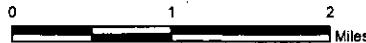
**2012 (25-Year) Alameda Countywide Transportation Plan
City of Oakland Project and Program Proposals for Discretionary Funding**

CITY of OAKLAND PROJECTS	Total Estimated Cost (Millions)	2008 CWTP Existing Commitment	Oakland's 2012 CWTP Proposal
1. I-880: 42nd/High Street Access Improvements	\$ 25	\$ 19	\$ 12
2. I-880: Broadway/Jackson Access Improvements	\$ 131	\$ 17	\$ 30
3. Oakland Army Base Transportation Infrastructure Improvements*	\$ 113		\$ 40
TOTAL PROJECTS	\$ 269	\$ 36	\$ 82
CITY of OAKLAND PROGRAMS			
1. Local Streets and Roads	\$ 487		\$ 200
A. Residential Street Paving and Pothole Repair			
B. Commercial Street Paving and Repair; Bus Pads			
C. Industrial Street Paving and Repair			
D. Sidewalk Repair and Replacement			
E. ADA Curb Ramp Installation/Other Required Improvements			
2. Local Streets and Road Operations	\$ 97	\$ 22	\$ 25
A. Citywide Intelligent Traffic System (ITS)			
B. Signal Operations, Striping, and Signs			
C. Fleet and Equipment for Safe Operations			
3. Local Road Safety Program	\$ 35		\$ 25
A. Railroad Crossings			
B. Street Realignment			
C. Neighborhood Traffic Safety			
4. Bicycle and Pedestrian Safety and Enhancements	\$ 25		\$ 20
A. Bicycles			
B. Pedestrians			
5. Transit Enhancements: Transit Villages (PDAs)	\$ 452	\$ 57	\$ 253
A. Oakland Coliseum BART Station Area	\$ 105		30
B. Downtown: 12th and 19th Street BART Station areas	\$ 139		139
C. West Oakland BART Station area	\$ 137		25
area	\$ 32		20
E. Eastmont Transit Center and key corridors	\$ 15		15
F. MacArthur BART Station area	\$ 14		14
G. Lake Merritt BART Station Area Specific Plan			5
H. Upper Broadway/Valdez Area Specific Plan			5
6. Goods Movement Truck Facilities, Truck Route Rehabilitation*	\$ 100		25
7. Transit Enhancement on Broadway			5
8. Parking Management: Parking Meter Enhancements	\$ 10		5
9. Lake Merritt Channel/Estuary Area/East Bay Greenway Connections Improvements	\$ 77		30
10. Caldecott Tunnel - Sound Walls for Oakland	\$ 10		7
TOTAL PROGRAMS	\$ 1,734	\$ 79	\$ 595
TOTAL REQUEST	\$ 2,003	\$ 115	\$ 677

* The Oakland Harbor Intermodal Terminal and 7th Street Reconstruction are Projects proposed by the Port of Oakland that are related to the Army Base Transportation Infrastructure Improvements, and could also be incorporated in the Goods Movement Program category. The City fully supports these projects.

CITY OF OAKLAND

Planned Priority Development Areas, Adopted February 9, 2010



Legend

- BART Stations
- Oakland City Limit
- Planned Priority Development Areas, Adopted 2/9/10
- Key Transit Corridors - Areas for Future Study
- Potential Priority Development Areas, 2007

ATTACHMENT B

OAKLAND CITY COUNCIL**RESOLUTION NO. _____ C.M.S.**

Introduced by Councilmember _____

City Attorney

**RESOLUTION ENDORSING AND ESTABLISHING SPECIFIC PROGRAMS
AND PROJECTS AS OAKLAND'S TOP PRIORITIES FOR FUNDING IN
THE 25-YEAR 2012 COUNTYWIDE TRANSPORTATION PLAN**

WHEREAS, the Alameda Countywide Transportation Plan is a long-range policy document that guides transportation funding decisions for Alameda County's transportation system over a 25-year horizon; and

WHEREAS, the Alameda Countywide Transportation Plan is updated every four years and serves as a vital guide for the transportation infrastructure investment decisions in Alameda County; and

WHEREAS, the Alameda County Transportation Commission will use the 2012 Alameda Countywide Transportation Plan to develop a Regional Transportation Plan and a new Transportation Expenditure Plan or "Measure B Reauthorization Plan" for future placement on the ballot; and

WHEREAS, the City of Oakland wants the Alameda Countywide Transportation Plan, Regional Transportation Plan, and the Transportation Expenditure Plan to include Oakland's transportation funding priorities, extend Projects and Programs which are in the existing 2008 Plan that are not yet implemented, and fund a limited number of new Projects and Programs; and

WHEREAS, the City has important and transformative transportation projects that are needed to spur Oakland's economic development and strongly support our location and role as the goods movement center of the Bay Area; and

WHEREAS, the Oakland Projects proposed for inclusion in the 2012 Alameda Countywide Transportation Plan are economic development access improvements for Interstate 1-880 at 42nd and High Street, 1-880 at Broadway to Jackson Street, Street Infrastructure Reconstruction at the former Oakland Army base, and Lake Merritt Channel/Estuary Area/East Bay Greenway Access Connection improvements; and

WHEREAS, the City has documented over \$478 million in needs simply to repave streets, repair sidewalks, and install ADA-compliant curb ramps; and

WHEREAS, the Oakland Programs proposed for inclusion in the 2012 Alameda Countywide Transportation Plan are: Local Streets and Roads Rehabilitation: Paving and Emergency Repair; Transit Enhancement: Transit Villages; Local Streets and Road Operations: Citywide Intelligent Traffic System (ITS); Signal Operations, Local Road Safety Program: Railroad Crossings and Street Realignment; Bicycle and Pedestrian Safety and Enhancements; Transit Facilities: Transit Improvements on Broadway; Parking Management: Parking Meter Enhancements; Goods Movement: Truck Facilities and Truck Route Rehabilitation; and

WHEREAS, the City of Oakland recommends that the highest possible percentage of funds be directed into the Local Streets and Road Rehabilitation, Safety, and Operations Improvements Programs, and that Oakland be provided additional resources above and beyond our regional "fair share" as our streets carry not only private vehicles, but transit buses, emergency vehicles, bicyclists, and pedestrians, but our streets meet the critical needs of the goods movement industry, which is based in Oakland and which supports the economic health and stability of the Bay Area; and

WHEREAS, all of these Projects and Programs are Oakland's highest priorities for inclusion in the 2012 Alameda Countywide Transportation Plan, Regional Transportation Plan, and the Transportation Expenditure Plan; now, therefore, be it

RESOLVED, that all of these Project and Program priorities be transmitted to the Alameda County Transportation Commission for inclusion in the 2012 Alameda Countywide Transportation Plan, Regional Transportation Plan, and Transportation Expenditure Plan.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF and PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

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