



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

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

**SUBJECT:** Resolution to Accept and Appropriate  
Highway Safety Improvement  
Program Cycle 10 (HSIP10) Grant  
Funds

**DATE:** April 26, 2021

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City Administrator Approval 

Date: Jun 2, 2021

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## **RECOMMENDATION**

**Staff Recommends That City Council Adopt A Resolution Authorizing The City Administrator To Accept And Appropriate Three (3) Highway Safety Improvement Program Cycle 10 (HSIP10) Grants Totaling Six Million Twenty-Three Thousand Nine Hundred Ten Dollars (\$6,023,910) To Implement Safety And Operational Improvements For Pedestrians, Bicyclists And Motorists At Various Streets And Intersections In The City Of Oakland, And Allocating One Hundred Eighty-Three Thousand One Hundred Ninety Dollars (\$183,190) In Measure BB And Measure KK Infrastructure Bond Funds As The Required City Local Match; And Adopt Appropriate California Environmental Quality Act (CEQA) Findings.**

## **EXECUTIVE SUMMARY**

In March 2021, the City was awarded three grants administered by Caltrans under the Highway Safety Improvement Program Cycle 10. Approval of this resolution will allow the City to accept and appropriate \$6,023,910 in grant funding for the design and construction of pedestrian facilities, roadway improvements, and flashing beacons under the three awarded projects: 14<sup>th</sup> Street, 98<sup>th</sup> Avenue, and Citywide Systemic improvements. The City is required to provide a local match of \$183,190, which represents approximately three percent of total project costs. Local match funds will be allocated from a combination of Measure BB Local Matching Funds and Measure KK Infrastructure Bond Funds.

## **BACKGROUND / LEGISLATIVE HISTORY**

The Highway Safety Improvement Program (HSIP) is a competitive grant program formed through the Fixing America's Surface Transportation Act (FAST), which was signed into law on December 4, 2015. The goal of HSIP is to achieve reductions in fatalities and serious injuries for all modes of transportation. Eligible projects are required to be identified based on data-

City Council  
June 15, 2021

supported safety metrics, such as collision concentration and collision severity; project sponsors must propose countermeasure(s) to directly address identified safety priorities. While HSIP has historically served as a federal-aid program, HSIP Cycle 10 (HSIP10) projects will be funded with State-only funding.

In October 2020, the Department of Transportation (OakDOT) submitted three grant proposals under HSIP10. OakDOT was notified in March 2021 that the City received funding approval for all three project proposals, totaling \$6,023,910 in State funds. A local match of \$183,190 is required under the grant program. The three awarded projects are: (1) Systemic Crossing Improvements on Local Streets, (2) 98<sup>th</sup> Avenue Crossing Improvements, and (3) 14<sup>th</sup> Street Pedestrian Crossing Improvements. Each of these projects will enhance safety and access for pedestrians, bicyclists, and motorists. Implementation of the projects requires that the City Council accept the HSIP10 grants and commit funds for local match.

### **ANALYSIS AND POLICY ALTERNATIVES**

OakDOT's project selection process for HSIP10 included a comprehensive roadway safety network analysis, which mapped all citywide collision locations by concentration of severe and fatal collisions for each transportation mode. Staff also evaluated project locations using OakDOT's Geographic Equity Tool, which mapped high priority neighborhoods based on demographic factors including concentrations of Black, Indigenous, or People of Color (BIPOC), people who are low-income, households without access to a vehicle, seniors, and youth.

While two of the projects, 98<sup>th</sup> Avenue Crossing Improvements and 14<sup>th</sup> Street Pedestrian Crossing Improvements, target safety improvements to an individual street corridor, the Systemic Crossing Improvements on Local Streets project addresses citywide high priority spot locations on small collector roadways – roads that are typically not candidates for large-scale streetscape projects. This provided a unique opportunity to provide safety improvements throughout the City, as there are few grant sources available to target “one-off” intersections in residential neighborhoods. The following criteria were used to identify six key locations for proposed pedestrian improvements:

- Locations that are un-signalized, with the major street being totally uncontrolled, while the side street is stop-controlled;
- Locations in residential areas on smaller collector or local roadways that are not typically “touched” by larger streetscape or complete streets efforts; and
- Locations in high priority neighborhoods, as identified through the City's Geographic Equity Tool.

The City's proposed improvements target high priority locations to enhance mobility and access for pedestrians and improve safety for all users. All proposed improvements are approved measures recognized by the HSIP program as having effectiveness in reducing collisions and are consistent with the City of Oakland Pedestrian Plan, Bicycle Master Plan, and Complete Streets Policy.

The City's proposed locations and improvements for HSIP10 are as follows:

**(1) Systemic Crossing Improvements on Local Streets**

- **Project Description:** This project will install Rapid Rectangular Flashing Beacons (RRFBs) and Intersection Lighting at six intersections (Alcatraz/Dana, Shattuck/56<sup>th</sup>, 18<sup>th</sup>/East15<sup>th</sup>, 23<sup>rd</sup>/East 20<sup>th</sup>, 55<sup>th</sup>/Holland, & 69<sup>th</sup>/Brentford, as shown in **Attachment A** throughout the City of Oakland.

**(2) 98<sup>th</sup> Avenue Crossing Improvements**

- **Project Description:** This project will install side street signal mast arms, leading pedestrian intervals, RRFBs, pedestrian refuge islands, and left-turn-only phases at seven intersections on 98<sup>th</sup> Avenue between Pearmain Street and Birch Street (as shown in **Attachment B**). 98<sup>th</sup> Avenue is part of the 4% of Oakland streets that experience 69% of total pedestrian collisions and part of the 2% of streets that experience 43% of all motor vehicle collisions.

**(3) 14<sup>th</sup> Street Pedestrian Crossing Improvements**

- **Project Description:** This project will install a combination of Rapid Rectangular Flashing Beacons, left-turn only signal phases, pedestrian countdown heads, and leading pedestrian indicators at four intersections on 14<sup>th</sup> Street at Mandela, Poplar, Magnolia, and Adeline (as shown in **Attachment C**). This project targets a short stretch of 14<sup>th</sup> Street with dense clusters of recurring collisions.

**FISCAL IMPACT**

Adoption of the proposed resolution will allow \$6,023,910 of HSIP10 grant funds to be deposited and appropriated in the California Department of Transportation Fund (2140), Traffic Capital Projects Organization (35216), Project Numbers to be determined. A new Project Number will be created for each of the three awarded projects.

These projects would not be feasible without grant funding. While a local match of \$183,190 is required under the grant program, this amount represents only 2.95 percent of the \$6,207,100 total project costs. Local match funds will be allocated from a combination of Measure BB Local Matching Funds and Measure KK Infrastructure Bond Fund. The totals of grant funding and local funding by project is shown below:

Project Titles	Total Project Cost	HSIP10 Grant	Local Match
Systemic Crossing Improvements on Local Streets	\$2,271,100	\$2,271,100	\$0
98th Avenue Crossing Improvements	\$2,242,200	\$2,182,590	\$59,610
14th Street Pedestrian Crossing Improvements	\$1,693,800	\$1,570,220	\$123,580
Total	\$6,207,100	\$6,023,910	\$183,190

Annual operations and maintenance costs of the proposed crosswalk enhancements, including Rapid Rectangular Flashing Beacons, will be funded under the traffic signal maintenance budget. Maintenance of signing and striping work is expected to be minimal and will not significantly increase maintenance costs.

## **PUBLIC OUTREACH / INTEREST**

OakDOT staff presented the three proposed projects to the Oakland Bicyclist & Pedestrian Advisory Commission (BPAC) on September 10, 2020 to receive input on the proposals. This meeting was noticed and open to the public. After the presentation, BPAC provided the City with a letter of support for the proposed projects (**Attachment D**).

Staff also met with Councilmembers and/or their aides to present the proposed projects and received letters of support from Districts 1, 2, 3, 6, and 7 (**Attachment E**).

Traffic safety has been a recurring community priority in Oakland. For instance, OakDOT receives more than 800 requests through 311 and community meetings from Oaklanders each year requesting traffic safety improvements. While historically there have been more requests and needs than the City has had resources to address, implementation of the HSIP10 projects will enable the City to provide critical safety improvements at priority locations with high concentrations of severe and fatal collisions.

## **COORDINATION**

The proposed HSIP10 projects were informed by feedback from BPAC and various Council District Offices. The Office of the City Attorney and Budget Bureau were also consulted in preparation of this report.

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** Improvements to pedestrian facilities encourage more people to walk between home, school, work, and recreation, therefore contributing to local economic activities and providing public health benefits.

**Environmental:** Walking is an energy efficient, zero emission form of transportation. Accessible pedestrian infrastructure and increased active transportation supports the City's goal to reduce greenhouse gas emissions and supports climate equity.

**Race & Equity:** The HSIP10 projects will provide accessibility and safety benefits for all modes, but with an emphasis on pedestrian safety improvements. As walking is an inexpensive and broadly accessible form of transportation, these pedestrian improvements will especially benefit youth, seniors, people who are low-income, and people who do not own personal vehicles. Further, the proposed HSIP10 projects are located in high priority neighborhoods as identified through OakDOT'S Geographic Equity Tool.

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

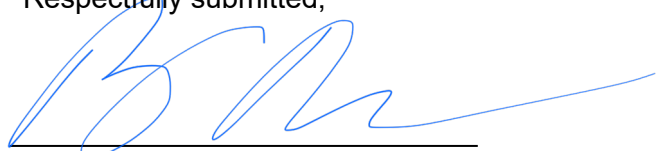
The proposed HSIP10 projects are exempt under CEQA. A Notice of Determination/Notice of Exemption shall be filed for each of the projects.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Accept And Appropriate Three (3) Highway Safety Improvement Program Cycle 10 (HSIP10) Grants Totaling Six Million Twenty-Three Thousand Nine Hundred Ten Dollars (\$6,023,910) To Implement Safety And Operational Improvements For Pedestrians, Bicyclists And Motorists At Various Streets And Intersections In The City Of Oakland, And Allocating One Hundred Eighty-Three Thousand One Hundred Ninety Dollars (\$183,190) In Measure BB And Measure KK Infrastructure Bond Funds As The Required City Local Match; And Adopt Appropriate California Environmental Quality Act (CEQA) Findings.

For questions regarding this report, please contact Craig Raphael, Funding Program Manager, at CRaphael@oaklandca.gov.

Respectfully submitted,



RYAN RUSSO  
Director, Department of Transportation

Reviewed by:  
Ariel Espiritu Santo  
Agency Administrative Manager  
Department of Transportation

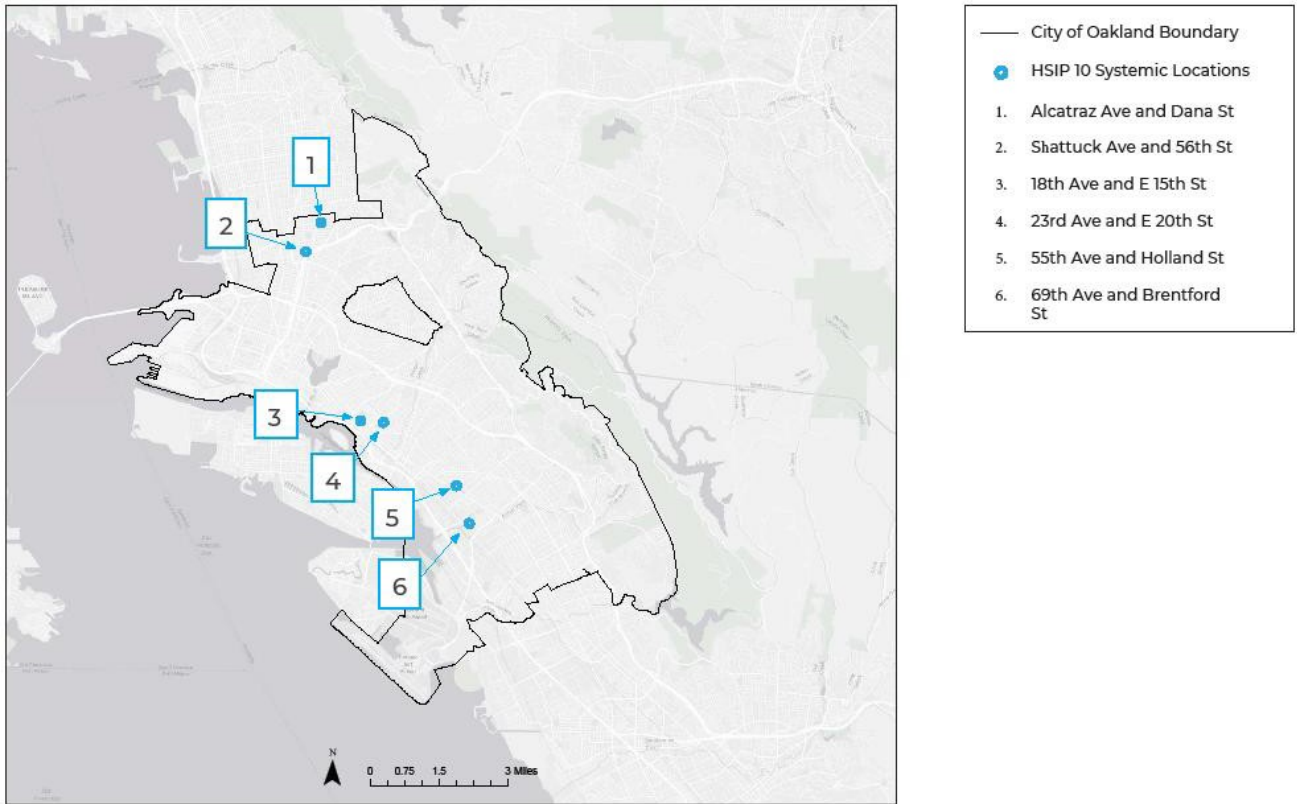
Craig Raphael  
Funding Program Manager  
Department of Transportation

Prepared by:  
Yvonne Chan  
Transportation Planner I  
Department of Transportation

Attachments (5):

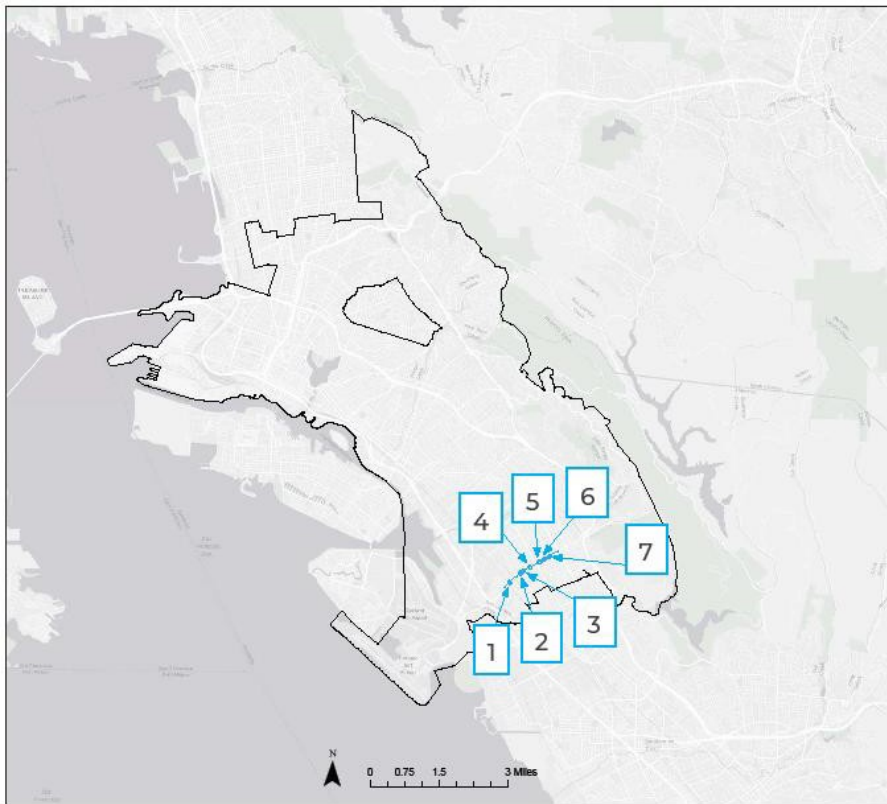
- A: Location Map: Systemic Crossing Improvements on Local Streets
- B: Location Map: 98th Avenue Crossing Improvements
- C: Location Map: 14th Street Pedestrian Crossing Improvements
- D: Letter of Support: BPAC
- E: Letters of Support: Council Districts 1, 2, 3, 6, 7

### Systemic Crossing Improvements Vicinity Map



City of Oakland HSIP 10 Application - Systemic Crossing Improvements

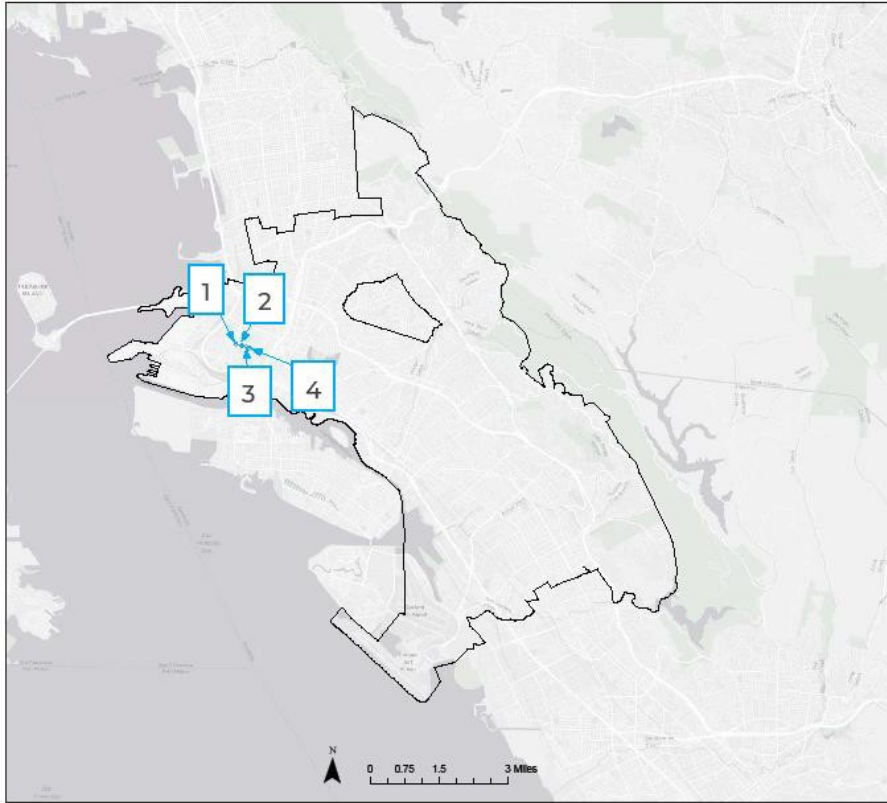
### 98th Avenue Crossing Improvements Vicinity Map



- City of Oakland Boundary
- HSIP 10 98th Ave. Locations
- 1. 98th Ave and Pearmain St
- 2. 98th Ave and E St
- 3. 98th Ave and D St
- 4. 98th Ave and A St
- 5. 98th Ave and Holly St
- 6. 98th Ave and Plymouth St
- 7. 98th Ave and Birch St

City of Oakland HSIP 10 Application - 98th Avenue Crossing Improvements

### 14th St Crossing Improvements Vicinity Map



City of Oakland HSIP 10 Application - 14th Street Crossing Improvements



October 12, 2020

US Department of Transportation  
Federal Highway Safety Administration  
Grant Review Board

George Naylor  
Oakland Bicyclist & Pedestrian Advisory Commission Chair

**Re: Highway Safety Improvement Program (HSIP) Grant Applications for the City of Oakland**

Dear HSIP Grant Application Review Committee:

On behalf of the City of Oakland Bicyclist and Pedestrian Advisory Commission (BPAC), I am writing this letter to indicate our support of the City's Highway Safety Improvement Program (HSIP) Cycle 10 grant proposal to enhance safety for all roadway users on the following locations:

1. 14<sup>th</sup> Street from Mandela Parkway to Adeline Street
2. 98<sup>th</sup> Avenue from Edes Avenue to MacArthur Boulevard
3. Systemic Application for safety improvements at 2-lane unsignalized intersections (various locations citywide)

At our most recent Commission meeting on September 17, 2020, the Commission members voted unanimously to support the HSIP project grant applications.

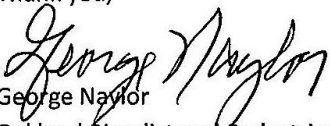
The Oakland BPAC is a commission of resident volunteers that are appointed by the Mayor to provide input to the Oakland Department of Transportation on matters related to bicycle and pedestrian infrastructure. We are advocates for safe streets and represent citizen voices in transportation planning and design projects with the City. We believe that implementation of these projects will increase safety for walkers and bikers in Oakland.

The City of Oakland has utilized HSIP grant funding from past cycles to make vital safety upgrades at high-crash locations. For this grant cycle, the City reviewed collision patterns across the City and identified locations where recent collisions could be directly addressed with cost-effective safety measures. These safety upgrades include pedestrian beacons, new protected left-turn phases, updated curb ramps, crosswalk enhancements, leading pedestrian intervals, and other safety upgrades from the HSIP countermeasure toolkit. For this cycle, the City is taking advantage of a new type of "systemic" grant application to identify locations with

similar characteristics and collision patterns to make safety improvements at crash locations throughout the City.

We urge you to award grant funding for these safety improvements, as these safety upgrades represent a significant step forward in meeting the City's vision for safe transportation and equitable mobility for all.

Thank you,



George Naylor

Oakland Bicyclist and Pedestrian Advisory Commission Chair

*Written on behalf of BPAC Commissioners Reginald K Burnette Jr, Andrew Campbell, Grey Gardner, Jesse Jones, Phoenix Mangrum, Mariana Parreiras, Patricia Schader, and Dianne Yee.*

CITY OF OAKLAND



**DAN KALB**

COUNCILMEMBER – DISTRICT ONE

CITY HALL • ONE FRANK OGAWA PLAZA • 2<sup>ND</sup> FLOOR • OAKLAND, CA 94612

(510) 238-7001 • dkalb@oaklandca.gov

October 14, 2020  
US Department of Transportation  
Federal Highway Safety Administration  
Grant Review Board

To Whom It May Concern,

I am writing to offer my full support of the City of Oakland's Highway Safety Improvement Program (HSIP) Cycle 10 grant proposal to enhance safety for all roadway users at the following locations:

1. 14<sup>th</sup> Street from Mandela Parkway to Adeline Street
2. 98<sup>th</sup> Avenue from Edes Avenue to MacArthur Boulevard
3. Systemic Application for safety improvements at 2-lane unsignalized intersections (various locations citywide, including two in the District that I represent)

Equitable access to safe transportation options is a central goal of the City of Oakland's Department of Transportation. Vulnerable populations like seniors, children, people of color, or people with disabilities are more likely to die in a traffic collision in the City of Oakland, and investment in traffic safety has historically been inequitably distributed amongst neighborhoods. For this application, the City of Oakland focused on providing safety upgrades in traditionally underserved areas.

To select this year's project locations, the City reviewed collision patterns in at-risk communities and identified locations where recent collisions could be addressed with cost-effective safety measures. These safety upgrades include pedestrian flashing beacons, new left-turn signal phases, updated curb ramps, crosswalk enhancements, and other safety upgrades from the HSIP countermeasure toolkit.

I am especially pleased that this year the City is also taking advantage of a new type of "systemic" grant application to identify locations with similar characteristics and collision patterns to make safety improvements at crash locations throughout the City.

Two of these locations – Alcatraz Ave at Dana St and Shattuck Ave at 56<sup>th</sup> St – are in District 1. It is clear that these projects will bring critical safety upgrades at the location of two recent severe pedestrian collisions.

We urge you to award grant funding for these safety improvements and move forward the City's vision for safe transportation for all.

Sincerely,

A handwritten signature in black ink that reads "Dan Kalb". The signature is written in a cursive, slightly slanted style.

Dan Kalb  
Oakland District One City Councilmember

ONE FRANK OGAWA PLAZA • 2<sup>ND</sup> FLOOR • OAKLAND, CALIFORNIA 94612



COUNCILMEMBER NIKKI FORTUNATO BAS, DISTRICT 2  
(510) 238-7002 • Fax: (510) 238-6129 • [nfbas@oaklandca.gov](mailto:nfbas@oaklandca.gov)  
City Hall • 1 Frank H. Ogawa Plaza • Oakland, California 94612  
[www.oaklandca.gov/officials/nikki-fortunato-bas](http://www.oaklandca.gov/officials/nikki-fortunato-bas) \* [@nikki4oakland](https://twitter.com/nikki4oakland)

October 9, 2020

US Department of Transportation  
Federal Highway Safety Administration  
Grant Review Board

To Whom It May Concern,

I am writing to offer my full support of the City of Oakland's Highway Safety Improvement Program (HSIP) Cycle 10 grant proposal to enhance safety for all roadway users at the following locations:

1. 14<sup>th</sup> Street from Mandela Parkway to Adeline Street
2. 98<sup>th</sup> Avenue from Edes Avenue to MacArthur Boulevard
3. Systemic Application for safety improvements at 2-lane unsignalized intersections (various locations citywide)

Equitable access to safe transportation options is a central goal of the City of Oakland's Department of Transportation. Vulnerable populations like seniors, children, people of color, or people with disabilities are more likely to die in a traffic collision in the City of Oakland, and investment in traffic safety has historically been inequitably distributed amongst neighborhoods. For this application, the City of Oakland has focused on providing safety upgrades in communities of concern (as defined by MTC) and in traditionally underserved areas.

For this grant cycle, the City reviewed collision patterns in at-risk communities and identified locations where recent collisions could be addressed with cost-effective safety measures. These safety upgrades include pedestrian flashing beacons, new left-turn signal phases, updated curb ramps, crosswalk enhancements, and other safety upgrades from the HSIP countermeasure toolkit. This year, the City is also taking advantage of a new type of "systemic" grant application to identify locations with similar characteristics and collision patterns to make safety improvements at crash locations throughout the City. Two of these locations, E15<sup>th</sup> St at 18<sup>th</sup> Ave and 23<sup>rd</sup> Ave at E20<sup>th</sup> St, are in District 2 and will bring important safety upgrades to two recent severe pedestrian collision locations.

We urge you to award grant funding for these safety improvements and move forward the City's vision for safe transportation for all. Thank you for your consideration.

Sincerely,

Nikki Fortunato Bas  
Councilmember, District 2  
City of Oakland



CITY OF OAKLAND

CITY HALL ■ 1 FRANK H. OGAWA PLAZA, 2<sup>nd</sup> Floor ■ OAKLAND, CALIFORNIA 94612

Honorable Lynette Gibson McElhaney  
Oakland City Councilmember, District 3

[LMcElhaney@Oaklandca.gov](mailto:LMcElhaney@Oaklandca.gov)

**Date:** 10/13/20  
**To:** US Department of Transportation      Cc:  
Federal Highway Safety Administration  
Grant Review Board  
**Re:** Support for the City of Oakland's Highway Safety Improvement Application

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To Whom It May Concern,

I am writing to offer my full support of the City of Oakland's Highway Safety Improvement Program (HSIP) Cycle 10 grant proposal to enhance safety for all roadway users at the following locations:

- 14th Street from Mandela Parkway to Adeline Street
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To select this year's project locations, the City reviewed collision patterns in at-risk communities and identified locations where recent collisions could be addressed with cost-effective safety measures. These safety upgrades include pedestrian flashing beacons, new left-turn signal phases, updated curb ramps, crosswalk enhancements, and other safety upgrades from the HSIP countermeasure toolkit. My office is particularly excited about the 14th Street project, which will bring a \$1.7M investment to a high-collision corridor in West Oakland.

We urge you to award grant funding for these safety improvements and move forward the City's vision for safe transportation for all.

Best,

Lynette McElhaney,  
Councilmember District 3



October 7, 2020

US Department of Transportation  
Federal Highway Safety Administration  
Grant Review Board

Councilmember Loren Taylor  
1 Frank Ogawa Plaza Suite 226  
Oakland, Ca 94612

To Whom It May Concern,

I am writing to offer my full support of the City of Oakland's Highway Safety Improvement Program (HSIP) Cycle 10 grant proposal to enhance safety for all roadway users at the following locations:

1. 14<sup>th</sup> Street from Mandela Parkway to Adeline Street
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To select this year's project locations, the City reviewed collision patterns in at-risk communities and identified locations where recent collisions could be addressed with cost-effective safety measures. These safety upgrades include pedestrian flashing beacons, new left-turn signal phases, updated curb ramps, crosswalk enhancements, and other safety upgrades from the HSIP countermeasure toolkit. This year, the City is also taking advantage of a new type of "systemic" grant application to identify locations with similar characteristics and collision patterns to make safety improvements at crash locations throughout the City. Two of these locations, 55<sup>th</sup> Street at Holland Avenue and 69<sup>th</sup> Ave at Brentford Street, are in District 6 and will bring important pedestrian safety upgrades on streets that connect to Coliseum BART station and the International BRT corridor.

We urge you to award grant funding for these safety improvements and move forward the City's vision for safe transportation for all.

Thank you,

A handwritten signature in blue ink, appearing to read "Janet", is centered on the page.

CITY OF OAKLAND



CITY HALL • 1 FRANK H. OGAWA PLAZA • OAKLAND , CALIFORNIA 94612

LAURENCE E. REID  
Councilmember District #7  
lreid@oaklandnet.com

(510) 238-7007  
FAX: (510) 238-6910  
TDD: (510) 839-6451

US Department of Transportation  
Federal Highway Safety Administration  
Grant Review Board

October 20, 2020

To Whom It May Concern,

I am writing to offer my full support of the City of Oakland's Highway Safety Improvement Program (HSIP) Cycle 10 grant proposal to enhance safety for all roadway users at the following locations:

1. 14<sup>th</sup> Street from Mandela Parkway to Adeline Street
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To select this year's project locations, the City reviewed collision patterns in at-risk communities and identified locations where recent collisions could be addressed with cost-effective safety measures. These safety upgrades include pedestrian flashing beacons, new left-turn signal phases, updated curb ramps, crosswalk enhancements, and other safety upgrades from the HSIP countermeasure toolkit. My office is particularly excited about the 98<sup>th</sup> Avenue project, which will bring a \$2.6M investment in pedestrian safety to 7 intersections along 98<sup>th</sup> Ave with a history of recent collisions.

We urge you to award grant funding for these safety improvements and move forward the City's vision for safe transportation for all.

Thank you,

A handwritten signature in black ink, appearing to read "Larry Reid".

Vice Mayor Larry Reid  
District 7