

FILED
OFFICE OF THE CITY
OAKLAND

CITY OF OAKLAND
AGENDA REPORT

2008 FEB 14 PM 12: 32

TO: Office of the City Administrator
ATTN: Deborah A. Edgerly
FROM: Community and Economic Development Agency
DATE: February 26, 2008

RE: **Resolution Authorizing The Application For, Acceptance, and Appropriation Of Up To \$750,000 From The Metropolitan Transportation Commission's Station Area and FOCUS Planning Grant Program For The Lake Merritt BART Station Project, And Up To \$750,000 For The West Oakland BART Station Project, And Up To \$750,000 For Upper Broadway Corridor Retail Project**

SUMMARY

The proposed resolution authorizes the application for up to \$750,000 for the Lake Merritt BART station area project, \$750,000 for the Upper Broadway Corridor project, and \$750,000 for the West Oakland BART station area project from the Station Area Planning and FOCUS Grant Program, to be administered by the Metropolitan Transportation Commission (MTC).

The Station Area and FOCUS Planning Grant Program is an initiative to finance planning efforts that will result in land use plans and policies that increase transit ridership around public transit hubs and bus and rail corridors in the nine-county San Francisco Bay Area. Projects that could be considered eligible under the Station Area Planning Grant competitive application objectives and criteria are found in Table One (attached). The Lake Merritt BART station area, the Upper Broadway Corridor, and the West Oakland BART Station are being recommended as the three projects for which applications would be submitted by the City of Oakland to compete for funding. The recommendations were based on (1) descriptions of the funding program priorities, focus and eligibility requirements and (2) staff assessment of each project's readiness, community benefit and support, existence of collaborative partners, ability to assemble land, and leveraging of existing funds.

Successful funding applications would allow the City to augment existing funds identified for the Upper Broadway Corridor Retail Project and leverage funds from other agencies and redevelopment districts to complete specific plans and programmatic environmental documents for each of the project areas identified. Specific Plans would need to be completed within 30 months of a grant award.

Item: _____
CED Committee
February 26, 2008

FISCAL IMPACT

MTC has allocated \$7.5 million in planning grants for the Station Area and FOCUS Planning Program in FY2007-08 to fund station area plans. A minimum of \$100,000 and a maximum of \$750,000 are available per grant. A local match of 20 % of the total project budget is required and must be provided as a cash match. Station Area and FOCUS Planning Grant funds from MTC are disbursed on a reimbursement basis. Once funds are completely expended, staff submits a request to MTC for payment.

Grant funds, if awarded, will be appropriated to Fund 2163 (Metropolitan Transportation Commission Program Grant) Organization 88229, projects to be determined. Project budgets will include a charge for contract compliance (3%), of the total funding received.

The 20% cash match requirement of \$150,000 for each of the three \$750,000 grant requests has been identified. The \$150,000 match requirement for the Upper Broadway Corridor Retail Project will be equally split between the Central Redevelopment District Operations Fund (9533), Organization (94800), Project (P128670) and the Broadway/MacArthur/San Pablo Operations Fund (9529), Organization (88669), Project (P187510); \$150,000 has been identified from the West Oakland Redevelopment District Operations Fund (9590), Organization (88679), Project (S233510) for the West Oakland BART Station Project; and \$50,000 has been identified from the Central City East Redevelopment Operations Fund (9540), Organization (88699), Miscellaneous Operating Account (52921) for the Lake Merritt BART Station Project. An additional \$100,000 to be contributed by the Peralta Community College District (\$50,000) and BART (\$50,000) will be budgeted in the Central City East Redevelopment District Operations Fund (9540), Organization (88699), Revenue Account (48714) for the Lake Merritt BART Station Project.

Costs for infrastructure development, operations and maintenance, including staffing levels, have not been determined for the projects, and will be provided as a part of the specific planning process.

BACKGROUND

Station Area and FOCUS Planning Grant Program

The Station Area and FOCUS Planning Grant Program is an initiative to finance planning efforts that will result in land use plans and policies that increase transit ridership around public transit hubs and bus and rail corridors in the nine-county San Francisco Bay Area. The key goals of this program are to:

Item: _____
CED Committee
February 26, 2008

1. Boost transit ridership and reduce vehicle miles traveled (VMT) by station area residents, employees and visitors
2. Increase walking, bicycling, carpooling, carsharing, local transit and other transportation options for residents, employees and visitors within the station area
3. Increase the housing supply within station areas, particularly affordable housing for low-income residents
4. Increase jobs in station areas and provide access to jobs elsewhere along transit corridors, and
5. Locate key services and retail within station areas

A total of \$7.5 million has been allocated to the program in FY2007-08, with planning grants up to \$750,000 available for localized planning efforts and associated environmental impact reports, and for specific plan elements. Planning processes that have the greatest potential for resulting in real land use policy changes and new development will be the most competitive.

KEY ISSUES AND IMPACTS

Focus of Planning Activities

Station Area Plans funded under this program should address the Station Area Planning Principles outlined in the *Station Area Planning Manual* prepared by MTC. At a minimum, plans should include the following components unless applicants can demonstrate existing policies or programs are in place that addresses any individual element:

1. A significant public outreach and community involvement process targeting traditionally under-served populations
2. A market demand analysis for housing at all levels of affordability, jobs and retail in the station area
3. The development of several detailed land use alternatives based in part on the results of the market demand analysis
4. A parking demand analysis to assess parking demand and management strategies appropriate for a station area – both at the station and for surrounding commercial and residential properties
5. A station access and connectivity plan
6. A housing strategy that promotes housing that will be affordable to low-income residents and attempts to minimize the displacement of existing residents

7. An accessibility plan for people with disabilities that ensures fully accessible transit stations, accessible paths of travel between the stations and surrounding areas, and visitable and habitable housing units where feasible
8. An infrastructure development and financing plan
9. Pedestrian-friendly design standards for streets, buildings and open space
10. An implementation plan to ensure that the Station Area Plan will be adopted and all necessary supporting policies, zoning, and programs will be updated.

Each of the projects being recommended to apply for funding under this program is compatible with the planning activities and program objectives.

PROJECT DESCRIPTION

CEDA staff analyzed a list of potential project sites and designated Transit Oriented Development sites and program objectives and match requirements of the Station Area and FOCUS Planning grant program. Staff assessed each project's need for a specific plan, readiness, community benefit and support, existence of collaborative partners, ability to assemble land, and leveraging of existing funds. Table One provides analysis for projects that could potentially benefit from funding under this planning grant program.

Specific plans for areas surrounding Lake Merritt BART Station , Upper Broadway Retail Corridor, and West Oakland BART Station would result in an area-wide set of development regulations and requirements, including the distribution, extent and location of land uses, infrastructure standards and financing mechanisms for public improvements for each project. The effort would take approximately 24months to complete, including required environmental review.

SUSTAINABLE OPPORTUNITIES

Economic: The proposed development of specific plans in West Oakland, Lake Merritt, and Upper Broadway area is intended to strengthen and support existing communities through creation of compact communities with a diversity of housing, jobs, activities, and services to meet the daily needs of residents. Specific plans seek to increase housing choices and affordability and increase transportation efficiency and choices throughout Oakland.

Environmental: By creating a specific plan, development opportunities, protection and stewardship for natural habitats, open spaces and agricultural land can improve. Concentrated development can also conserve resources, promote sustainability, and improve environmental quality.

Social Equity: Providing affordable housing and access to a variety of goods and services in a mixed use environment with direct access to transportation can increase and improve access to public health resources and increase safety within a community.

DISABILITY AND SENIOR CITIZEN ACCESS

Specific plans will include an accessibility plan for people with disabilities that ensure fully accessible transit stations, accessible paths of travel between the stations and surrounding areas, and visitable and habitable housing units where feasible. The City's accessibility program coordinator will be requested to participate in project review at various stages of each design process initiated.

RECOMMENDATION(S) AND RATIONALE


Staff recommends that Council accept the recommended projects for the Station Area and FOCUS Planning Grant competitive funding program based on descriptions of the MTC/ABAG funding program priorities, focus and eligibility requirements, and authorize staff to proceed with submitting applications for the Lake Merritt BART Station Area project, the Upper Broadway Corridor Retail Project, and the West Oakland BART Station Area project from the list identified in Table One. Staff further recommends adopting the authorizing resolution. With these approvals, staff will proceed immediately to prepare the grant application for submittal to the MTC.

If approved, each of these grants would benefit a City Council priority associated with transit oriented development within Oakland's priority development areas identified in the ABAG regional blueprint.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve a resolution authorizing the application for, acceptance, and appropriation of up to \$750,000 from the Metropolitan Transportation Commission's Station Area and FOCUS Planning Grant Program for the Lake Merritt BART Station Project, and up to \$750,000 for the West Oakland BART Station Project, and up to \$750,000 for the Upper Broadway Corridor Retail Project.

Respectfully submitted,



Dan Lindheim
Director
Community and Economic Development Agency

Reviewed by:
Eric Angstadt, Strategic Planning Manager
Planning Division

Prepared by:
Kerry Jo Ricketts-Ferris, Project Manager
Planning Division

APPROVED AND FORWARDED TO THE
COMMUNITY AND ECONOMIC DEVELOPMENT
COMMITTEE:


Office of the City Administrator

Item: _____
CED Committee
February 26, 2008

PROPOSED PROJECTS SUMMARY

PROJECT EVALUATION CRITERIA

TRANSIT-ORIENTED DEVELOPMENT (TOD) PROJECT LOCATIONS	Project Description	Master Developer Identified	Concept or Development Plan Status	Ability to Assemble Multiple Development Parcels (10 acre minimum is desirable)	Need For A Specific Plan	Status of Entitlements	Transit Service	Proximity to BART	Commitment to Providing Affordable Housing	Opportunity to Integrate Public Open Space	Demonstrated Local Commitment	Previously Identified City Priority	Redevelopment Area	Major Property Owner Interest	Existing Retail Node
1 MacArthur BART	A mixed-use project comprising up to 675 housing units and 44,000 square feet of neighborhood serving retail, located on the site of the existing BART surface parking lot and surrounding parcels at the MacArthur BART Station. The Draft EIR for the project was published in January 2008 and entitlements are anticipated in June 2008.	Yes	Complete	High	No	Underway	MacArthur BART Station, AC Transit Lines 12, 14 and 57, Area Shuttles	< than 1/4 mile	Yes	Yes	Yes	Yes	Broadway / MacArthur / San Pablo	Yes	Yes
2 Coliseum BART	A sustainable green Transit Oriented Development project consisting of 414 housing units and 20,000 square feet of ground floor retail located at the existing Coliseum BART parking lot with commencement of the environmental CEQA process to begin by mid 2008.	Yes	Complete	Assembled	No	Underway	Coliseum BART Station, AC Transit Lines 50, 50, 56	< than 1/4 mile	Yes	Yes	Yes	Yes	Coliseum	Yes	Yes
3 Upper Broadway Retail Corridor (19th Street BART Station to Hawthorne)	Corridor undergoing change. Much new housing and office construction, and an Oakland City Council-adopted vision that features anchored, over 1 million square feet of continuous comparison goods retail at ground level along major arterials of Broadway, 27th Street and Valdez Street with residential and/or office development above the retail.	No	Schematic only	High	Yes	Not Yet Initiated	19th Street, MacArthur and City Center BART Stations, AC Transit Lines 12, 51, 59, 651	< than 1/2 mile	Yes	Possible	Yes	Yes	Broadway / MacArthur / San Pablo	Yes	Yes
Uptown (Broadway between 18th and Grand Avenue)	A mixed use project consisting of 665 rental apartments, 9,000 s.f. of neighborhood serving retail and a public park. Additional elements include 80 affordable housing units and 200 residential units and 20,000 s.f. of retail space.	Yes	Complete	Assembled	No	Complete	19th Street BART Station, AC Transit Line 51	< than 1/4 mile	Yes	Yes	Yes	Yes	Broadway / MacArthur / San Pablo	Yes	Yes
West Oakland BART Station	A specific plan and programmatic EIR are proposed to build on 7th Street Revitalization Study and 7th Street Urban Design Plan to make landuse decisions resulting in a mixed use, transit oriented development that will provide public amenities, affordable housing and neighborhood serving retail in the area surrounding the West Oakland BART Station. The area is zoned S15 (Transit Oriented Development (TOD) and designated in MTC Regional Transportation Plan as a TOD site.	No	None	High	Yes	Not Yet Initiated	West Oakland BART Station, AC Transit Lines 13, 19 and 62	< than 1/4 mile	Yes	Yes	Yes	Yes	West	Yes	Yes

MTC STATION/AREA PLANNING GRANT

PROPOSED PROJECTS SUMMARY

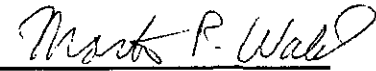
TRANSIT-ORIENTED DEVELOPMENT (TOD) PROJECT LOCATIONS	PROJECT DESCRIPTION	PROJECT EVALUATION CRITERIA													
		Master Developer Identified	Concept or Development Plan Status	Ability to Assemble Multiple Development Parcels (10 acre minimum is desirable)	Need For A Specific Plan	Status of Entitlements	Transit Service	Proximity to BART	Commitment to Providing Affordable Housing	Opportunity to Integrate Public Open Space	Demonstrated Local Commitment	Previously Identified City Priority	Redevelopment Area	Major Property Owner Interest	Existing Retail Node
Fruitvale BART Station Phase II	A mixed use project envisioned by The Unity Council (FDC) and BART will replace an existing parking lot. Plans call for up to 350 residential units to complement the Fruitvale transit village's existing mix of retail and community services.	Yes	Complete	Assembled	No	Underway	Fruitvale BART Station; AC Transit Lines 14, 19, 47, 53, 54, 63	< than 1/2 mile	No	Yes	Yes	No	Coliseum	Yes	Yes
Fruitvale Gateway (East 12th Street between 25th Avenue and Derby Street)	Owner-Developer is planning 810 condominiums and 26,000 square feet of commercial space on an industrial tract near the Fruitvale BART station. The project would replace four blocks of low-slung self-storage buildings with a cluster of five- and six-story buildings and a possible 11-story tower with retail on the ground floor, all squeezed between railroad tracks on one side and BART tracks and Interstate 880, both elevated, on the other side.	Yes	Complete	Assembled	No	Underway	AC Transit Line 62	> than 1/4 mile	No	No	Current proposal for market rate housing	No	Coliseum	Unknown	Yes
Lake Merritt BART Station	As a result of earthquake safety and operational concerns at the former BART headquarters building at 800 Madison at the Lake Merritt BART Station. One long range option is to offer the entire BART site for private development. This presents an opportunity for the City of Oakland to work closely with BART and key stakeholders, including the Peralta Community College District, and communities surrounding the Lake Merritt BART Station to identify a vision to enhance and develop the station area.	No	None	High	Yes	Not Yet Initiated	Lake Merritt BART Station; AC Transit Lines 11, 13, 18 and 62	< than 1/4 mile	Yes	Yes	Yes	Yes	Central City East	Yes	Yes
Laurel District (MacArthur Blvd. between 35th and High Street)	Newly established property owner BID. Recent streetscape improvements; active facade program; active merchant and resident associations. Potential properties isolated; market will likely address need	No	None	Low	Yes	Not Yet Initiated	AC Transit Lines 14, 15, 805	> than 1/2 mile	Unknown	Unknown	Possible	No	Central City East	Unknown	Yes
Intersection of 14th and International Diamond District (Intersection of Fruitvale and MacArthur Blvd)	Large intersection area with a boulevard/wide median configuration	No	None	Medium	Possible	Not Yet Initiated	AC Transit Lines 1, 356, 801	> than 1/2 mile	Unknown	Unknown	Possible	No	Central City East	Unknown	Yes
	Possibility for infill development; City owned parking structure in area	No	None	Medium	No	Not Yet Initiated	AC Transit Line 53	> than 1/2 mile	Unknown	Unknown	Yes	No	N/A	Unknown	Yes

TABLE ONE

MTA STATION/AREA PLANNING GRANT

PROPOSED PROJECTS SUMMARY

TRANSIT ORIENTED DEVELOPMENT (TOD) PROJECT LOCATIONS		PROJECT EVALUATION CRITERIA													
	Project Description	Master Developer Identified	Concept or Development Plan Status	Ability to Assemble Multiple Development Parcels (10 acre minimum is desirable)	Need For A Specific Plan	Status of Entitlements	Transit Service	Proximity to BART	Commitment to Providing Affordable Housing	Opportunity to Integrate Public Open Space	Demonstrated Local Commitment	Previously Identified City Priority	Redevelopment Area	Major Property Owner Interest	Existing Retail Node
High Street (Interstate 880 to Bond Street)	Corridor located about eight blocks from Fruitvale BART Station with potential to improve pedestrian amenities and vehicular flow and possibly new development.	No	None	Low	Possible	Not Yet Initiated	AC Transit Line 14	> than 1/2 mile	Unknown	Unknown	Possible	No	Central City East	Unknown	Yes
FOOTNOTES	1. Planning for the MacArthur Project is complete. The City will be submitting request for infrastructure funding associated with housing component of project from Prop 1C in March 2008														
	2. Coliseum Project will be submitting request for infrastructure funding associated with housing component of project from Prop 1C in March 2008														
	3. Authorization to proceed with a specific planning process for the Upper Broadway Corridor Retail Project was received by Council in Nov 07. Grant funds would offset a portion of City investment to develop a specific plan														
	4. The City in partnership with the Transportation and Land Use Coalition (TALC) has applied for two Cal Trans grants (\$245,000 from Community Based Transportation Planning Grant Program and \$300,000 from the Environmental Justice grant program. Successful applications will allow the beginning of a planning process which would set the stage for application of a Station Area Planning Grant in the second round of Station Area Planning Grants funds in 2009.														

OAKLAND CITY COUNCILOFFICE OF THE CITY CLERK
COUNCIL
City Attorney**RESOLUTION No. _____ C.M.S.**2008 FEB-14 PM 12:32
Introduced by Councilmember _____**RESOLUTION AUTHORIZING THE APPLICATION FOR, ACCEPTANCE AND APPROPRIATION OF UP TO \$750,000 FROM THE METROPOLITAN TRANSPORTATION COMMISSION'S STATION AREA AND FOCUS PLANNING GRANT PROGRAM FOR THE LAKE MERRITT BART STATION PROJECT, AND UP TO \$750,000 FOR THE WEST OAKLAND BART STATION PROJECT, AND UP TO \$750,000 FOR THE UPPER BROADWAY CORRIDOR RETAIL PROJECT**

WHEREAS, The Metropolitan Transportation Commission in partnership with the Association of Bay Area Governments announced the availability of grant funds for the Station Area and FOCUS Planning Grant Program; and

WHEREAS, The Metropolitan Transportation Commission in partnership with the Association of Bay Area Governments is soliciting applications for localized planning efforts and associated environmental impact reports, and for specific plan elements; and

WHEREAS, \$7.5 million dollars is available for planning grants up to \$750,000 for localized planning efforts and associated environmental impact reports, and for specific plan elements to finance planning efforts that will result in land use plans and policies that increase transit ridership around public transit hubs and bus and rail corridors in the nine-county San Francisco Bay Area; and

WHEREAS, The Lake Merritt BART Station, West Oakland BART Station and the Upper Broadway Corridor Retail projects meet the criteria established to compete successfully for a Station Area and FOCUS Planning Grant Program now, therefore be it

RESOLVED: that the City Council hereby

1. Approves the filing of an application, and the acceptance and appropriation of funds if awarded, for assistance of up to \$750,000 each for the Lake Merritt BART Station, the West Oakland BART Station and the Upper Broadway Retail Corridor; and
2. Appoints the City Administrator as agent of the City to conduct all negotiations and execute and submit all documents, including, but not limited to, applications, agreements (including with BART and Peralta Community college District), amendments, payment requests, and compliance with all applicable current state and federal laws which may be necessary for the completion of the grant funded under the Metropolitan Transportation Commission funding program, subject to the approval of the City Attorney; and

3. Directs the Budget Office to appropriate grant funds received for this project to the Metropolitan Transportation Commission – Program Grant Fund (2163); and
4. Directs the Budget Office to appropriate matching funds as required for successful grant applications. A \$150,000 match requirement for the Upper Broadway will be equally split between the Central Redevelopment District Operations Fund (9533), Organization (94800), Project (P128670) and the Broadway/MacArthur/San Pablo Operations Fund (9529), Organization (88669), Project (P187510); \$150,000 has been identified from the West Oakland Redevelopment District Operations Fund (9590), Organization (88679), Project (S233510) for the West Oakland BART Station Project; and \$50,000 has been identified from the Central City East Redevelopment Operations Fund (9540), Organization (88699), Miscellaneous Operating Account (52921) for the Lake Merritt BART Station Project. An additional \$100,000 to be contributed by the Peralta Community College District (\$50,000) and BART (\$50,000) will be budgeted in the Central City East Redevelopment District Operations Fund (9540), Organization (88699), Revenue Account (48714) for the Lake Merritt BART Station Project for a total \$150,000 match contribution.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California