



CITY OF OAKLAND

# AGENDA REPORT

**TO:** Elizabeth Lake  
Acting City Administrator

**FROM:** Josh Rowan,  
Director of Transportation

**SUBJECT:** Broadway Streetscape Improvements  
Construction Contract Award

**DATE:** June 1, 2026

City Administrator Approval

  
Betsy Lake (Jun 11, 2026 15:28:37 PDT)

Date: Jun 11, 2026

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution (1) Awarding A Construction Contract To McGuire And Hester For The Broadway Streetscape Improvements Project Number 1006953, The Lowest Responsive And Responsible Bidder In Accord With Project Plans, Specifications, State Requirements, And With Contractor's Bid In The Amount Of Twenty Million Eight Hundred Eighty-One Thousand Six Hundred Fifty Dollars (\$20,881,650.00) And (2) Adopting Appropriate California Environmental Quality Act Findings.**

## EXECUTIVE SUMMARY

Approval of this resolution will authorize the City Administrator to execute a construction contract with McGuire and Hester, the lowest responsive and responsible bidder, for the Broadway Streetscape Improvements (Project). The contract amount is \$20,881,650.00.

The Project is funded entirely through external grant sources, with no local or General Purpose Fund dollars. Project improvements include red bus-only lanes, new bus shelters, seating and trash cans at bus stops, street trees, pedestrian crossings improvements, pedestrian lighting, and upgraded traffic signals on Broadway from 2<sup>nd</sup> Street to 11<sup>th</sup> Street and from 20<sup>th</sup> Street to Grand Avenue.

The Project area has a higher proportion of residents who are Asian, seniors, disabled, and households with very low income compared to Oakland's population overall. Upon completion, the Project will address disparities by improving safety, expanding accessibility and mobility options, and improving air quality and related health outcomes.

Approval of the resolution will also authorize the City Administrator to adopt appropriate California Environmental Quality Act (CEQA) findings.

## **BACKGROUND / LEGISLATIVE HISTORY**

Broadway north of 7<sup>th</sup> Street is located on the Oakland High Injury Network (HIN), which comprises 8% of Oakland streets yet accounts for 60% of the City's severe and fatal traffic collisions. The corridor currently lacks accessible curb ramps, pedestrian-scale lighting, bus stop amenities, and transit supportive infrastructure. Council has taken numerous legislative actions in recent years to advance safety and access improvements along Broadway, including:

- In 2017, City Council unanimously adopted the Pedestrian Plan ([Resolution No. 86809 C.M.S.](#)), which prioritized pedestrian safety improvements along Broadway. Between 9<sup>th</sup> and 11<sup>th</sup> Streets within the Project area, the Plan recommends extending medians, providing curb bulbs, and upgrading signals to prioritize pedestrian safety. The Project implements these recommendations.
- On February 15, 2022, City Council authorized the City Administrator to accept and appropriate federal Rebuilding American Infrastructure with Sustainability and Equity (RAISE/BUILD) grant funds for the Project ([Resolution No. 89039 C.M.S.](#))
- On December 6, 2022, City Council directed the City Administrator to accept and appropriate Measure BB funds from the Alameda County Transportation Commission to implement the Project ([Resolution No. 89518 C.M.S.](#))
- On December 6, 2022, City Council directed the City Administrator to accept and appropriate California State Transportation Agency (CalSTA) grant funds to advance projects identified in a Memorandum of Understanding Between City and Port (the "City-Port MOU"), which includes this Project ([Resolution No. 89519 C.M.S.](#)).
- On July 16, 2024, with [Resolution No. 90377 C.M.S.](#), City Council adopted the Downtown Oakland Specific Plan, which recommends the City "redesign Broadway to better serve transit and pedestrians." DOSP also explicitly recommended upgraded lighting, high-visibility crosswalks, signage, and transit-only lanes.
- On July 15, 2025, City Council entered into the Curran Consent Decree pertaining to pedestrian right-of-way compliance with the Americans with Disabilities Act (ADA) ([Resolution No. 90805 C.M.S.](#)), committing the City to install or upgrade curb ramps and sidewalks to meet federal and state accessibility standards by 2050. This Project advances that commitment along the Broadway corridor.
- On March 16, 2026, City Council directed the City Administrator to accept and appropriate \$7,500,000 in Affordable Housing and Sustainable Housing Communities (AHSC) grant funds to support both the Broadway Streetscape Improvements Project and 65 affordable housing units at 285 12<sup>th</sup> Street ([Resolution No. 91092 C.M.S.](#)).

## **ANALYSIS AND POLICY ALTERNATIVES**

On April 30, 2026, the Office of the City Clerk received bids for the construction contract of the Project from three firms: Bay Cities Paving and Grading, Inc., McGuire and Hester, and A&B Construction. The bid amounts are shown in **Table 1** below.

**Table 1: Project Bids Received**

<b>BIDDER</b>	<b>BASE BID</b>
Bay Cities Paving and Grading, Inc.	\$21,180,436.10
McGuire and Hester	\$20,881,650.00
A&B Construction	\$26,181,434.00

The project is partially funded by a \$13,816,875 federal Rebuilding American Infrastructure with Sustainability and Equity (RAISE/BUILD) grant. In October 2025, the U.S. Department of Transportation suspended all contract goal setting under its Disadvantaged Business Enterprise (DBE) program. To comply with federal funding requirements, the DBE participation requirement for this Project was set at 0%. Consistent with Caltrans Office Bulletin #25- 07, DBE participation was not a factor in determining the lowest responsive and responsible bidder.

Bids were reviewed by the Office of Public Works (OPW) Capital Contracts Division. OPW Capital Contracts Division evaluated all three bids and determined that all three bidders submitted the mandatory bid items, including bid schedule, bond, and other required contract documents. OPW Capital Contracts compared bid item unit prices and quantities across the three bids and determined that McGuire and Hester is the lowest responsive and responsible bidder. The Department of Workplace and Employment Standards (DWES) has confirmed that McGuire and Hester is compliant with the City's Equal Benefits Ordinance. See **Attachment A** Bid and Proposal Review Summary.

On May 7, 2026, OPW Capital Contracts Division distributed a bid summary to all four bidders. On May 7, 2026, the City received a protest letter from Bay Cities Paving and Grading, Inc., alleging that McGuire and Hester had not properly identify local suppliers and trucking subcontractors. After careful review, OPW Capital Contracts Division responded to the bid protest on May 27, 2026, determining that local trucking and suppliers are not required to be listed for federally funded projects and therefore finding no grounds for the protest.

Staff recommend award of the construction contract to McGuire and Hester as the lowest responsive and responsible bidder. McGuire and Hester submitted a bid of \$20,881,650, which is 16.6% below the Engineer's Estimate of \$25,042,400.00.

Grant funding secured for the Project must be liquidated by June 2030. Approval of this resolution will allow the Project to maintain its delivery schedule for Project completion by June 2030. Delaying approval risks the Project failing to meet grant requirements and could result in the loss of more than twenty million dollars in construction funding. Declining to approve this resolution may also jeopardize 65 affordable housing units at 285 12<sup>th</sup> Street that rely on the Project improvements to preserve AHSC grant funding for affordable housing.

### **FISCAL IMPACT**

Sufficient grant funds are available to fund this contract and potential change orders. As detailed in the *Background / Legislative History* section above, City Council authorized the acceptance and appropriation of the federal, state, and regional funds shown in **Table 2**. These funds will be appropriated in Project 1006953, Funds 2159, 2116, and 2214.

**Table 2: Construction Funding Sources and Amounts**

<b>CONSTRUCTION CAPITAL FUNDING SOURCES</b>	<b>AMOUNT</b>
Rebuilding American Infrastructure with Sustainability and Equity (RAISE/BUILD)	\$13,816,875
Affordable Housing Sustainable Communities (AHSC) to support affordable housing at 285 12 <sup>th</sup> Street	\$6,047,234
Alameda County Transportation Commission Measure BB Transportation Expenditure Plan (TEP)	\$6,322,000

In addition to the construction capital funding sources above, state grant funds awarded by CalSTA have been budgeted to fund staff time and construction management.

### **PUBLIC OUTREACH / INTEREST**

Public Outreach is part of OakDOT's Capital Contract Equity Initiative. For this solicitation, OakDOT worked with Oakland Public Works (OPW) Capital Contracts Division and the Department of Workplace and Employment Standards (DWES) to perform public outreach through legal ads, enhanced notifications, and pre-bid meetings.

On August 28, 2025, staff hosted a Doing Business with Oakland event in coordination with OPW and DWES to engage the consultant and contractor community. This meeting highlighted upcoming construction opportunities, including this Project, and facilitated about 150 matchmaking sessions between 73 small businesses and four prime contractors.

On November 5, 2025, staff provided notice to labor representatives, per the terms and conditions of the current Memorandums of Understanding with the International Federation of Professional and Technical Engineers (IFPTE) Local 21, Service Employees International Union (SEIU) Local 1021 and International Brotherhood of Electrical Workers (IBEW) Local 1245 prior to the formal issuance of the Request for Bid.

Notifications of solicitation were distributed by several means. The first was the City's iSupplier system, which was utilized to notify Oakland-certified local and non-local professional service providers (e.g., landscape architects, architects, engineers, contractors, and planning firms); regional trade and business groups, including the Oakland Metropolitan Chamber of Commerce, Oakland Black Board of Trade and Commerce, Bay Area Business Roundtable, and Construction Bidboard. Within a few days of registering in iSupplier, companies can access and review bid requests in iSupplier, including by searching for specific projects based on North American Industry Classification System (NAICS) code.

The legal notice for this solicitation was advertised on March 13, 2026, in the East Bay Times and the Oakland Post. In addition, information about the project was published in El Mundo, Daily Pacific Builder, World Journal, and the Korea Times to supplement and target Oakland's local and small local companies.

Finally, OPW Capital Contracts Division held a pre-bid meeting in partnership with DWES and the Project Manager on March 30, 2026, with ten (10) people in attendance virtually. The

meeting's purpose was to inform attendees about the Project, discuss compliance requirements, and provide an opportunity for contractors and sub-contractors to network and partner on the proposed work.

### **COORDINATION**

Staff worked with the Office of the City Attorney, the Budget Bureau, the Department of Workplace and Employment Standards and Oakland Public Works in the preparation of this report and legislation.

### **RACE AND EQUITY**

In 2024, staff completed a [Racial Equity Impact Analysis \(REIA\)](#) on the Broadway Streetscape Improvements to understand the existing disparities, identify how the Project addresses disparities, and provide additional recommendations to the Project design team and the City. The Project area is defined by seven census tracts that are within or adjacent to the Project corridor. This area has about 20,600 residents. Compared to Oakland's population, this area has a higher proportion of residents who are Asian, seniors, disabled, and households with very low income. About 24% of households in the Project area make less than \$20,000 per year. In addition, 40% of the Project area households do not have access to a personal vehicle. As highlighted in the REIA, traffic collisions disproportionately impact Black Oaklanders on this corridor, and the Project area residents are subject to worse air quality and associated health outcomes compared to Citywide trends. This Project will address disparities by enhancing safety, improving air quality and related health outcomes, and expanding accessibility and mobility options for all Oaklanders, especially people without vehicles or people living with a disability.

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

The Broadway Streetscape Improvements are exempt under CEQA pursuant to CEQA Guidelines Sections 21080.25(b) (Pedestrian and Bicycle), 15301(c) (Existing Facilities, Highways and Streets), 15302(c) (Replacement or Reconstruction), 15303(d) (Small Structures), and 15304(h) (minor alterations to land). Each of the above exemptions provides a separate and independent basis for CEQA compliance. The City filed a [Notice of Exemption](#) with Alameda County and the Office of Planning and Research's State Clearing House on March 28, 2024, for the Broadway Streetscape Improvements.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution (1) Awarding A Construction Contract To McGuire And Hester For The Broadway Streetscape Improvements Project Number 1006953, The Lowest Responsive And Responsible Bidder In Accord With Project Plans, Specifications, State Requirements, And With Contractor's Bid In The Amount Of Twenty Million Eight Hundred Eighty-One Thousand Six Hundred Fifty Dollars (\$20,881,650.00) And (2) Adopting Appropriate California Environmental Quality Act Findings.

For questions regarding this report, please contact Emily Ehlers at (510) 238-2259.

Respectfully submitted,

  
[Josh Rowan \(Jun 11, 2026 10:47:06 PDT\)](#)

Josh Rowan  
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Attachments (1):  
A: Bid and Proposal Summary Review