East Bay Greenway Multimodal Project: Implementing a Community Vision

2023 Safe Streets and Roads for All Grant Application

ALAMEDA County Transportation Commission

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Table of Contents

Tables

Figures

Attachments

I. Overview

The East Bay Greenway Multimodal Project: Lake Merritt to Bayfair (Project) will construct a 10.6-mile-long active transportation facility that is parallel to and connects to San Francisco Bay Area Rapid Transit District (BART) stations in the cities of Oakland and San Leandro. The Project will consist of Class I shared use paths, Class IV protected bikeways, protected intersection treatments, pedestrian crossing enhancements and accessibility improvements, bus stop loading islands, and placemaking features. The Project will address the hazardous safety conditions while improving the desirability of walking, biking, and transit use. It will implement continuous, low-stress separated bikeways and paths for the entire length, close sidewalk gaps, install safer, better illuminated, and more accessible intersections, tame high-speed arterials, and make it safer to cross streets. The Project will address grave safety barriers in a corridor that overlaps significantly with the Alameda County High Injury Network.

The Project provides critical, new safety infrastructure in historically redlined communities with longstanding Asian and Latino immigrants and African-American populations and connects these communities to destinations of importance such as Laney College, Lao Family Community Center, La Clínica de la Raza, Siempre Verde Park San Leandro, and San Leandro Boys & Girls Club. It will also improve the safety and convenience of traveling by bicycle, foot, and transit in communities identified as regional Equity Priority Communities (EPCs) and that have relatively low levels of access to automobiles. Improved and safe connections to existing transit will provide local residents with increased access to higher-paying jobs throughout the Bay Area and encourage mode shift over time. See Attachment 1 for more existing conditions photos and Attachment 2 for the Project Safety Action Plan Self Certification Worksheets.

Figure 1: East Bay Greenway Corridor Existing Conditions

The Project will extend along a corridor that is currently characterized by absent or unprotected bicycle facilities, sidewalk gaps, infrequent street-crossing opportunities, and numerous crossings featuring striped crosswalks with no enhancement. It will create a north-south, all-ages-and-abilities bikeway “spine” that connects to a wide array of destinations, including downtowns, commercial, industrial and residential districts, regional transit hubs, schools, social services, community colleges, professional sports stadiums, hospitals, shopping malls, and open spaces. The Project also completes a substantial portion of a regional multi-use trail ultimately envisioned to run from downtown Oakland to Santa Clara County, and builds on two existing segments, one of which was funded by a federal TIGER II grant and completed in 2015.

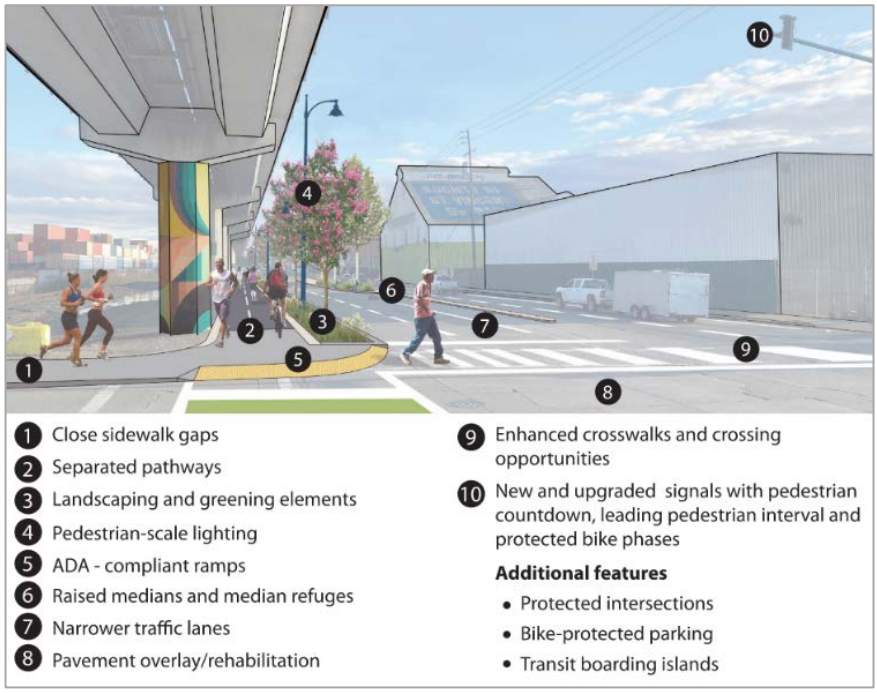

Figure 2: East Bay Greenway Project Features

The Project will deliver on a vision for a greenway facility running parallel to the BART system that originated with a grassroots, non-profit-led community planning effort more than 15 years ago. Since then, the Project has consistently been reaffirmed as a priority in local and regional planning efforts. The Project is being implemented by the Alameda County Transportation Commission (Alameda CTC), which has developed and implemented numerous regionally significant transportation projects.

II. Location

The Project is located in the cities of Oakland and San Leandro in Alameda County, along a major transportation and regional transit corridor in the East Bay within the San Francisco Bay Area. Alameda County is the seventh most populated county in California. The Project directly connects to BART, Amtrak/Capitol Corridor, and AC Transit Tempo Bus Rapid Transit stations and stops, as well as numerous local bus lines. It begins in Downtown Oakland and extends, generally, via East 10th Street, East 12th Street, San Leandro Street/Blvd, and East 14th Street (State Route 185), a distance of 10.6 miles. It stitches together diverse communities that share a history of underinvestment, exclusionary policies, and environmental injustices, and it links distinct ethnic enclaves, including longstanding Asian-American Eastlake, African-American Deep East Oakland, and the Latino community of Fruitvale. See Attachment 3 for project location.

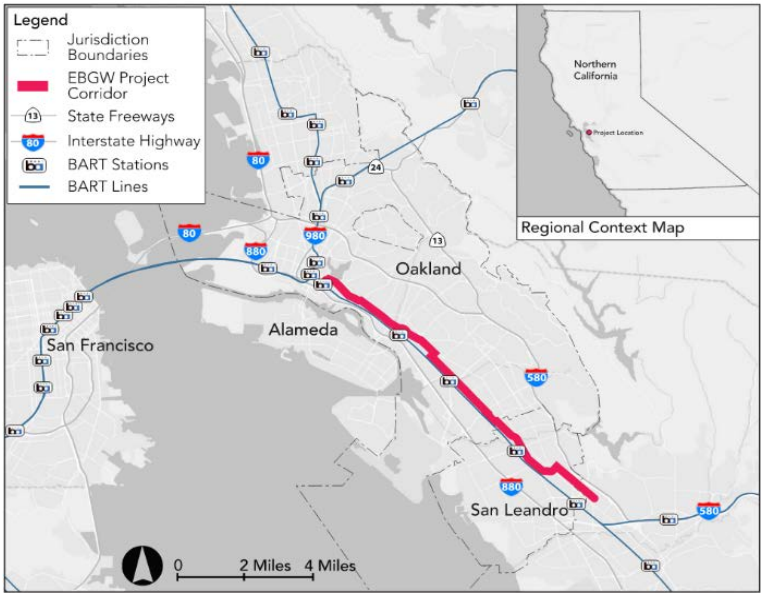

Figure 3: Project Vicinity Map

III. Response to Selection Criteria

1. Safety Impact

A high crash corridor

The Project is located along a corridor that overlaps substantially with the 2019 Alameda County High Injury Network (HIN). The HIN is a focused set of 4% of county roadways that account for 65% of bike crashes and 59% of pedestrian crashes.[1] In addition, according to crash data from the Safe Oakland Streets initiative, 26% of all bicycle and pedestrian fatalities within Oakland occur within the project area, and 75% of those deaths were people of color.

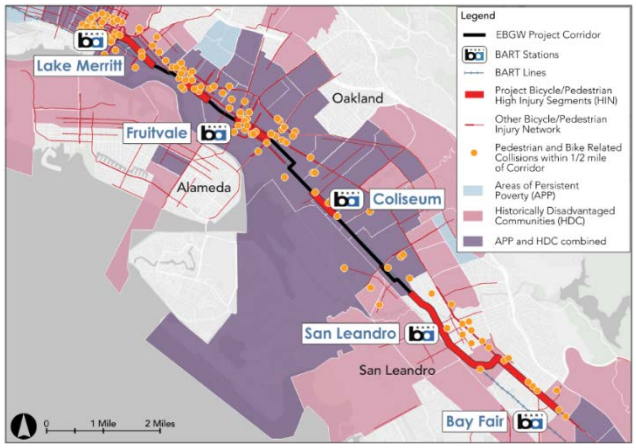

Figure 4: Project Collision Map

Data-driven safety improvements

Alameda CTC conducted a "deep dive" into the corridor safety data to better understand safety issues. Key findings from 2015-2019 are summarized in Figure 5 below.

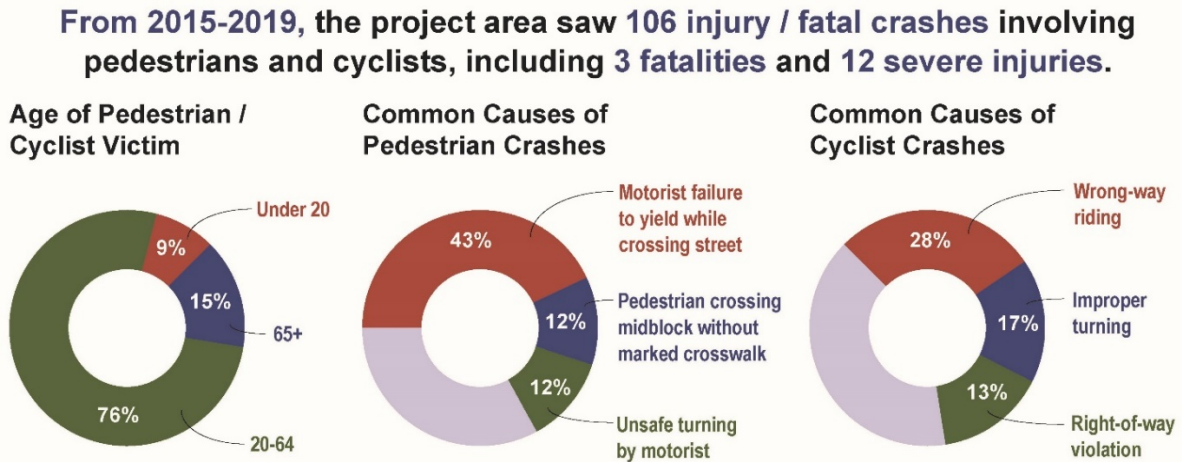

Figure 5: Corridor Crash Data Analysis

NOTE: Light purple in the above figure indicates other causes of collision.

Consistent with the National Roadway Safety Strategy, the project team has analyzed crash data history to inform the selection of countermeasures to protect nonmotorized travelers and to reduce fatalities and serious injuries, as indicated in Table 1. See Attachment 4 for project area crash data and Attachment 5 for full-size figures.

[1] The HIN evaluates crashes that result in fatalities, severe or visual injury, or property damage, weighing crash rate on a particular segment by severity. The HIN is based on crash data from the California Statewide Integrated Traffic Records System (SWITRS) database for the 5-year period from 2012 to 2016. Other crash data cited are based on the 5-year period from 2015 to 2019.

Table 1: Project Improvement Measures

ISSUE	IMPROVEMENT MEASURES
Motorist failure to yield at uncontrolled crossings	▪ Median refuge islands ▪ Pedestrian hybrid beacons (PHBs)/rectangular rapid flashing beacons (RRFBs) ▪ Lighting enhancements ▪ High-visibility crosswalks ▪ Speed management street design measures – narrower lanes, tighter cross section to increase reaction time
Pedestrians crashing outside of crosswalks	▪ New, enhanced crossings in areas with long spacing between crossing opportunities
Pedestrian and bicycle crashes from motorist unsafe turning	▪ Leading pedestrian intervals (LPIs) ▪ Protected intersections (to force slower turning movements, eliminate bicycle weaving, and improve sight lines)
Bicycle wrong-way riding crashes	▪ New Class I and Class IV bike facilities (to address wrong-way riding associated with sidewalk riding) ▪ Crossing improvements (new PHBs/RRFBs) to make it easier for cyclists to get to the correct side of street
Pedestrian crashes at signalized intersections	▪ LPIs ▪ High-visibility crosswalks ▪ Bulb outs

Proven, high-impact countermeasures

The Project includes safety treatments that have proven effective at reducing frequent crash types along the corridor, as summarized in Table 2. As part of a systemic safety approach, these countermeasures are applied throughout the project corridor where crash risk exists.

Table 2: Safety Countermeasures

COUNTERMEASURE	DOCUMENTED EFFECTIVENESS
Separated bike lanes	45% reduction in bicycle/pedestrian crashes
PHBs	55% reduction in pedestrian crashes 15% reduction in serious injury/fatality crashes
RRFBs	47% reduction in pedestrian crashes 98% yielding improvement
Median refuges	56% reduction in pedestrian crashes
Lighting enhancements	42% reduction in nighttime injury pedestrian crashes 33–38% reduction in nighttime crashes at intersections
LPIs	13% reduction in pedestrian-vehicle crashes at intersections
Protected intersections	Widely demonstrated as an international best practice in cycling nations, such as the Netherlands

Sources: Federal Highway Administration (FHWA) Proven Safety Countermeasure initiative (PSCi) database*, 2022;* Caltrans Local Road Safety Manual, 2022

2. Equity, Engagement, and Collaboration

A long-standing, grassroots vision

The genesis of the East Bay Greenway was a concept plan developed in 2008 by Urban Ecology, a community-based organization that conceived of a trail along the BART line/Union Pacific Railroad Oakland Subdivision. The organization engaged the community in more than 40 meetings to understand their interests and concerns and conducted a community survey and Health Impact Assessment. The Urban Ecology Concept Plan highlighted the inequity between the health, recreation, and transportation benefits enjoyed by the more affluent Northern Alameda County provided by a regional trail along BART (the Ohlone Greenway), and the East Bay Greenway communities, which do not have an equivalent urban trail facility.

Figure 6: Rendering of East Bay Greenway from 2008 Community-Developed Concept Plan

Since the completion of the Concept Plan in 2008, the East Bay Greenway Project has been adopted into the local bicycle and pedestrian plans of every jurisdiction it connects with, and it is fully supported by the cities of Oakland and San Leandro. Refer to Attachment 6 for letters of support. It has also been included in countywide and regional transportation plans (2020 and 2021 respectively), and the corridor was included in the regional Active Transportation Network recently approved by the Metropolitan Transportation Commission (MTC).

Addressing environmental justice issues

The project corridor is among the lowest income, lowest auto ownership, and highest asthma rate areas in the state of California. More than 90% of the project corridor traverses federally identified historically disadvantaged communities and regionally identified EPCs, which are census tracts with high concentrations of underserved populations, such as households with low incomes and people of color. According to the California Healthy Places Index mapping, the 15 census tracts along the project corridor (home to 66,247 residents) are in the 33rd percentile statewide in number of

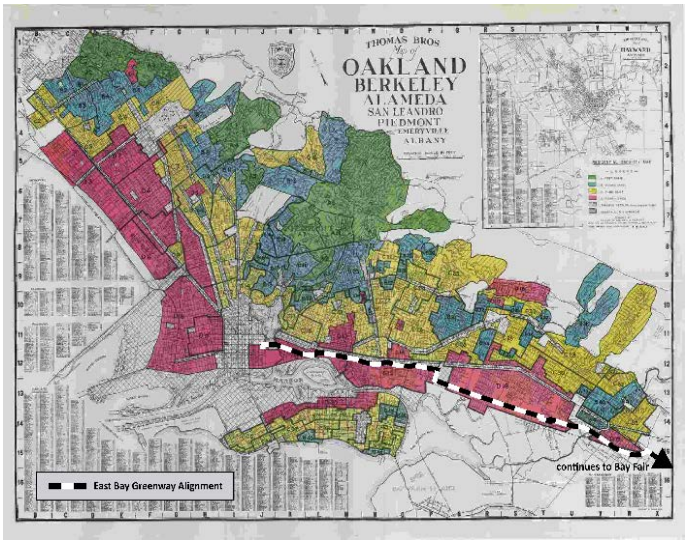

Figure 7: Redlining Map of Project Area

households above poverty, with seven of the 15 tracts in the 25th percentile or below. This data understates the level of economic hardship given the Bay Area's extremely high cost of living.

Moreover, in East Oakland, only two cars are available for every three drivers, demonstrating both the economic challenges in the project area as well as the urgent need for safe walking and biking facilities. The project census tracts also have a combined asthma emergency room admission rate, which places them in the 8th percentile statewide (worse than 92% of census tracts in the state). More than 20% of the population in the project area is comprised of school-age children (under 18 years of age). Oakland also ranks low in available open space, scoring just 45 out of 100 in acres of parks due to low median park size, according to the Trust for Public Land.

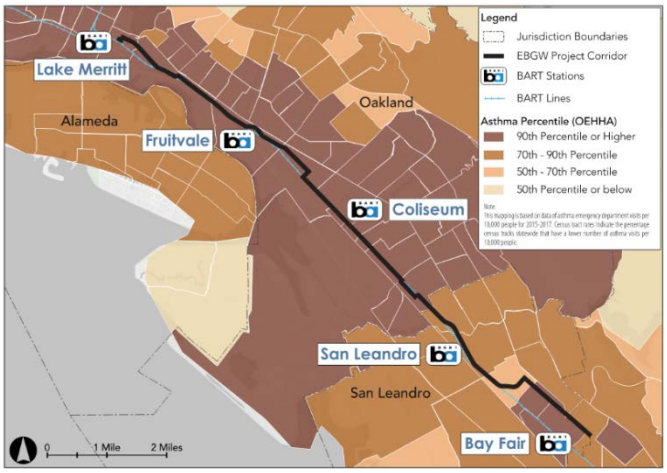

Figure 8: Air Quality Map - Asthma Levels

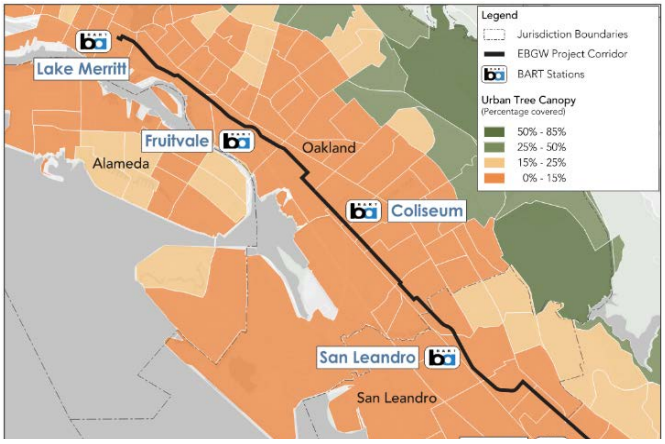

Figure 9: Urban Tree Canopy in Project Corridor

The presence of regionally, state, and federally designated disadvantaged communities along the project corridor reflects past inequitable and discriminatory policies dating back to the 1930s that included residents being subjected to racist housing covenants and redlining that created concentrated poverty. See map in Attachment 7. The construction of the Interstate 880 freeway in the 1960s (which carries most Port of Oakland truck traffic) and numerous nearby industrial facilities created significant air pollution, noise, and community division/displacement impacts that continue to this day. When BART was constructed in the 1960s, a regional trail (the Ohlone Greenway) was constructed underneath the elevated tracks in more affluent areas in Northern Alameda County, but no similar improvements were made along the BART line in East Oakland and San Leandro, creating a multimodal gap that persists today.

Meaningful public-involvement practices

Significant community input was sought during recent project conceptual planning (2021 to 2022) using many engagement techniques and strategies that are consistent with the U.S. Department of Transportation's (USDOT) Promising Practices for Meaningful Public Involvement in Transportation Decision-Making guide. These practices included:

- Presentations to policy boards (Alameda CTC), city councils, and community advisory committees (local and countywide bicycle and pedestrian advisory committees)

- Translation of materials into Spanish and Chinese
- Focus groups with community organizations and representatives of different modal interests
- Use of multiple methods designed to reach people "where they are," including online and in-person outreach
- Pop-ups at popular community destinations, such as transit stations, festivals, and farmers markets
- Project website with comprehensive information
- Door-to-door outreach in business districts and residential areas
- Mailers to residents and businesses along the corridor
- Partnerships with community-based organizations
- Development of a community participation plan to articulate shared goals

Figure 10: Project Community Engagement

Feedback from community members through project engagement has directly informed the project design. Examples of suggestions from community members that have been incorporated include adding additional midblock pedestrian crossing opportunities in the E. 14th commercial district, adding raised medians to prevent reckless driving and to create space for landscaping along San Leandro Street, and designing protected bikeways that are narrow at openings to prevent cars from parking in them but wider at midblock to allow for social riding (multiple people riding side-by-side so they can converse). See Attachment 8 for outreach reports.

Improvements focused on disadvantaged community priorities

The need for safety improvements in the project corridor has been identified as a priority in community outreach that specifically engaged disadvantaged communities.

The East Oakland Mobility Action Plan, completed in 2021, focused on a 10-square-mile portion of Deep East Oakland in the heart of the project corridor, which struggles against systemic racism and limited mobility. Community-based organizations (Transform, East Oakland Collective, and Causa Justa) led the community engagement. The plan explored transportation issues in the areas of displacement, culture, how people travel, affordability, street quality, and safety and well-being, and identified the East Bay Greenway as a priority project.

Alameda CTC completed its Community Based Transportation Plan effort in 2020, which specifically examined the needs of disadvantaged communities throughout the county. Outreach in the Central and East Oakland and San Leandro areas included surveys distributed through Pop-up events held at farmer's markets, libraries, youth centers, recreational events, parks, and BART stations between October 2019 and February 2020. Improved safety for pedestrians and cyclists was one of the top three transportation priorities in these communities.

The Project is included in the local bicycle and pedestrian master plans of all the jurisdictions in the corridor, including the City of Oakland's Bicycle Master Plan (2019), which has won national recognition for its equity-centered planning approach, and the Pedestrian Master Plan (2017), which notes that Black and Hispanic populations in Oakland are almost twice as likely to die in pedestrian collision as white populations.

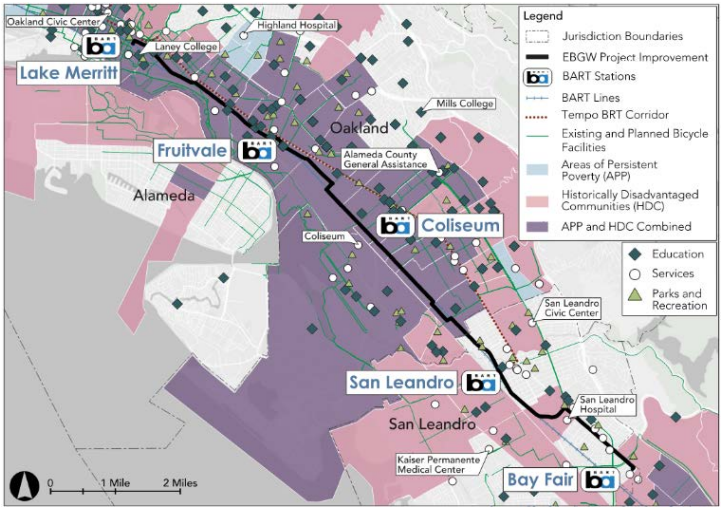

Figure 11: Access to Community Destinations

A vital and safe route for communities with special mobility or affordable housing needs

The project corridor is also directly adjacent to numerous community centers along the corridor that specifically serve populations with special mobility needs (seniors, people with disabilities) or a high degree of need for affordable mobility options. These include affordable housing developments in the vicinity of BART stations, health clinics, and social service centers, such as La Clínica de la Raza, West Coast Children's Clinic, Boys and Girls Club, San Leandro Hospital and Senior Center, Asian Health Services, United Way, Family Support Services, Center for Independent Living, all of which are immediately along the project corridor.

A multi-stakeholder project

The Project involves the participation and support of a variety of agencies including the cities of Oakland and San Leandro, California Department of Transportation (Caltrans), BART, and AC Transit, all with whom Alameda CTC is working closely on project planning and design.

3. Effective Practices and Strategies

Builds on local Vision Zero and Towards Zero Death commitments

In 2021, the City of Oakland adopted its Safe Oakland Streets (SOS) initiative, which seeks to prevent serious and fatal traffic crashes and eliminate crash inequities in Oakland. The SOS initiative involves participation from the City's Departments of Transportation, Police, and Race and Equity. The City of San Leandro passed a resolution in April 2022 adopting Vision Zero as local policy and adopted a Local Road Safety Plan in Fall 2022. Alameda CTC conducted safety network planning/mapping analysis, facilitated information sharing and resource exchanges between local agencies around safety, and included safety as one of its core legislative goals and one of three Commission priorities in 2022.

Supports National Roadway Safety Strategy

The Project will support the National Roadway Safety Strategy by instituting Safer Roads and Safer Speeds measures, including enhancing crossings for vulnerable users, separated bike lanes and pathways, lighting enhancements, safer intersection designs, and reconfiguring roadways to moderate vehicle speeds. In addition, Alameda CTC provides significant funding in the area of

Safe Systems, enabling people's safer use of streets, including operating one of the largest Safe Routes to Schools programs in the nation, and deploying an innovative campaign related to safety at rail crossings.

Best practice roadway design measures

The Project includes roadway design treatments based on national best practices (National Association of City Transportation Officials design guides, FHWA PSCi database, Caltrans Local Road Safety Manual) and are grounded in the physics of reducing crash severity. Examples of applying these principles include:

- Providing Class I pathways and Class IV bikeways to physically separate cyclists from motor vehicle traffic.
- Installing new PHBs to fully stop traffic at major crossings.
- Designing protected intersections to eliminate weaving maneuvers between bicycles and vehicles, improve sight lines, and prevent collisions by slowing vehicle turning.
- Incorporating street design elements, such as narrower lanes, parking protected bike lanes, and road diets that give the street a tighter, more enclosed feel to reduce vehicle speeds, improve reaction times, and reduce energy transfer in crashes.

Figure 12: Proven Roadway Design Measures Include Separated Bike Lanes

Serving all users through a Complete Streets approach

Alameda County has been a national leader in Complete Streets policy adoption. All jurisdictions in the County adopted Complete Streets policies nearly a decade ago (2013), which are modeled on the National Complete Streets Coalition's recommended policy elements. Accordingly, the Project includes elements focused on the needs of all roadway users and encourages the use of alternative transportation. The Project includes significant pedestrian crossing enhancements to make it safer and easier to cross the street. Transit riders will benefit from boarding islands that improve speed and reliability and transit signal priority along East 14th Street. The Project will include landscaping and urban design elements (benches, bike racks, pedestrian scale lighting) to enhance the overall sense of place. In addition, the Project includes overall safety improvements that will benefit all users, including motorists.

Accessibility and universal design

The project scope includes upgrades to achieve and exceed compliance with Americans with Disabilities Act (ADA) requirements throughout, including upgrading all curb ramps to the latest standards, achieving requirements for cross slopes and running slopes, removing obstructions as part of pathway design, and upgrading traffic signal systems to include accessible pedestrian signals. The Project also will include the creation of new paratransit loading zones and add accessible parking spaces to ensure continued access to needed destinations for users of mobility devices who may need to drive. The City of Oakland's ADA Coordinator and AC Transit

Accessibility Advisory Committee have been engaged as key stakeholders, and they will continue to inform the design process. Notably, Oakland was the first city in the nation to offer adaptive bike share.

4. Other DOT Strategic Goals

Providing ladders of economic opportunity

In delivering the Project, Alameda CTC will contract with the California Association of Local Conservation Corps (CALCC), a nonprofit organization that provides corps members with on-the-job experience and skills training, often leading to valuable certifications to help people move forward in their careers. Corps members are paid stipends and often receive educational scholarships upon completing their service. Alameda CTC will contract with CALCC for urban greening components, including planting trees and installing benches and wayfinding signage.

The Project will connect individuals to education hubs and job training, including more than 34 elementary, middle, and high schools along the project corridor and Laney Community College, which offers more than 60 associate degree programs (enrollment is more than 85% students of color). Improved access to the extensive local regional transportation network will also provide access to middle-wage jobs that do not require a four-year college degree for technician and administration positions in downtown Oakland and San Leandro and manufacturing and transportation/trade/logistics positions in industrial areas along San Leandro Street and to other, higher-wage jobs beyond the corridor.

Strengthening transportation land use connections

MTC's Plan Bay Area 2050 (regional transportation-land use plan) identifies the entire length of the project corridor as a Priority Development Area (PDA), which is a locally-nominated area with high-frequency transit service designated for infill housing and jobs growth to curb urban sprawl and greenhouse gas emissions. Significant housing growth is underway and anticipated along the project corridor, including more than 700 units of affordable housing at the five BART stations in the project area. Providing high-quality bicycle and pedestrian facilities is critical to ensure that growth is sustainable and to create

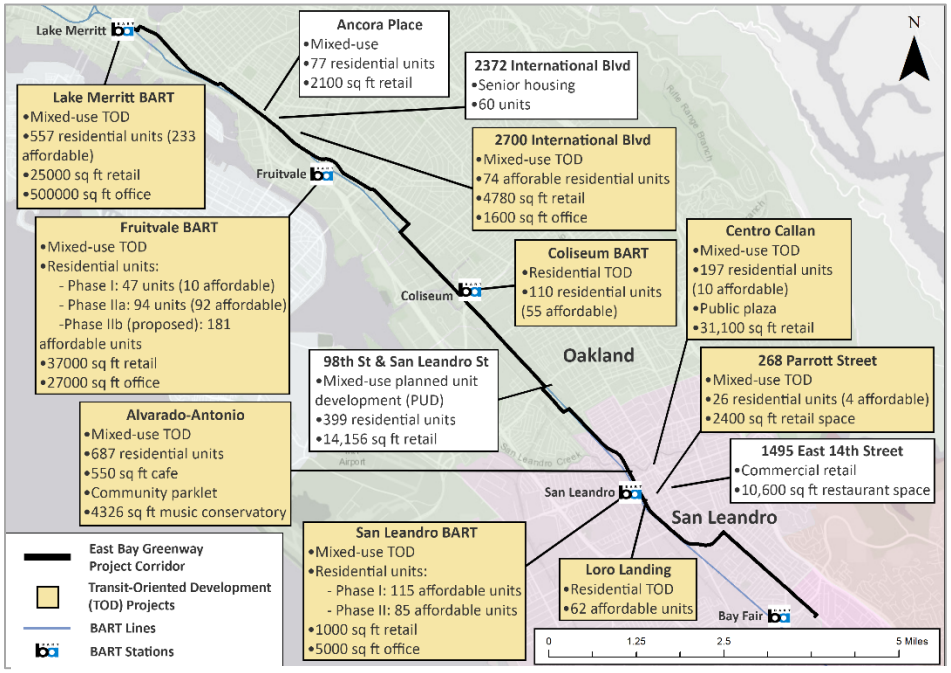

Figure 13: Planned Mixed Use and Housing Developments in Project Corridor

neighborhoods where people can accomplish daily activities without driving.

Reducing pollution and combatting climate change

By providing missing links in the active transportation infrastructure and transit priority improvements for AC Transit, the Project will improve the safety and comfort of walking and bicycling, and the speed and reliability of transit, all of which will encourage alternative modes to driving. Driving alone accounts for 87% of trips along the project corridor, and most trips through the project corridor are local and relatively short: 28% are two miles or less, and 55% are five miles or less. The prevalence of short driving trips indicates a viable market for mode shift to walking, bicycling, and transit which will reduce vehicle miles traveled, greenhouse gas emissions, and air pollution (in neighborhoods with high asthma rates).

Supporting small businesses and good-paying jobs

Project construction contracting will comply with state of California prevailing wage requirements and federal Disadvantaged Business Enterprise (DBE) programs to ensure support for good-paying jobs and small businesses. All project planning and project development work to date has been done under contracts procured and administered through the Alameda CTC's own Local Business Contract Equity (LBCE) program which ensures support for small businesses and benefits to the local economy.

Improving economic competitiveness

The Project connects commercial main streets, including the Fruitvale area and East 14th Street, which are hubs of small business and ethnic-serving shops and stores. It will improve the ability of customers to easily access businesses in these commercial districts and add elements such as trash receptacles, bike racks, and lighting, which will make the street a more pleasant place to shop and congregate. Safe and vibrant streets attract new businesses and support existing ones.

Greening the corridor to adapt to climate change impacts

The Project will include greening elements to address climate change impacts by mitigating urban heat islands and providing refuge from hot or inclement weather. These elements will also improve the attractiveness of the corridor and provide enhance open space access in a heavily urbanized area. Some green and sustainable approaches under consideration for integration in the Project design include green stormwater infrastructure, low water landscaping, pervious and permeable pavers, pervious concrete, and porous asphalt; energy efficient lighting and use of solar power and "smart" lighting controls; street trees; and new urban green spaces. The Project will proactively address equity by ensuring that disadvantaged neighborhoods share in access to green space and outdoor recreation opportunities.

IV. Project Readiness

Project Schedule

The Project is currently at a 35% final design level. State environmental clearance under the California Environmental Quality Act (CEQA) is complete, and federal environmental clearance under the National Environmental Policy Act (NEPA) is currently underway. A NEPA Categorical Exclusion is anticipated by late-Summer/Fall 2023. The Project will be fully designed and ready to advertise for construction by 2025.

Table 3: Project Schedule

Milestone	2022				2023				2024				2025			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Preliminary Engineering																
Final Design																
Advertise and Award																
Begin Construction																

Project Risks and Mitigation Strategies

The Project is included in a wide range of adopted regional, county, and local plans, including Plan Bay Area 2050, Caltrans District 4 Bike and Pedestrian Plans, Alameda Countywide Transportation Plan 2020, Community Based Transportation Plan 2020, Alameda Countywide Active Transportation Plan (2019), City of Oakland Pedestrian Master Plan (2017), City of Oakland Bicycle Master Plan (2019), and City of San Leandro Bicycle and Pedestrian Master Plan (2019). Its consistency with adopted plans and the comprehensive outreach done in the corridor speak to the broad support for the Project.

The Project is entirely within an existing, highly developed, urbanized area, and it consists of safety improvements to existing facilities which pose no major environmental risks. The Project is not anticipated to require any major utility relocations or road closures during construction, and it is fully in the public right of way, so no easements or acquisitions are required. **The requested SS4A grant will leverage more than $589 million in funds already programmed to the project**, including $19.5 million of regional Active Transportation Program funds and $39.375 million of state Senate Bill 1 Solutions for Congested Corridors Program funds.

Alameda CTC has an exceptional record of developing, funding, and constructing projects. Over the past 10 years, Alameda CTC has delivered $1.3 billion of projects that include innovative designs to provide safe facilities for bicyclists, pedestrians, transit users. Alameda CTC continually evolves funding and project development processes to ensure that constructed projects incorporate safe system approaches in multimodal facilities for all ages and abilities. This includes regionally significant projects spanning multiple jurisdictions to address safety, such as this Project, and leveraging of Alameda CTC's local transportation sales tax that generates over $325 million annually to provide matching funds for capital projects and the financial reserves to provide for contingencies. See Attachment 9 for funding commitments and Attachment 10 for the supplemental estimated budget.