East Bay Greenway Multimodal Project: Implementing a Community Vision

2023 Reconnecting Communities and Neighborhoods Grant Application

ALAMEDA County Transportation Commission

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I. Overview

Figure 1: East Bay Greenway Corridor Existing Conditions

The East Bay Greenway Multimodal Project: Lake Merritt to Bayfair (Project) will construct a 10.6-mile-long complete streets facility that is parallel to and connects to five San Francisco Bay Area Rapid Transit District (BART) stations in the cities of Oakland and San Leandro (refer to Attachment 1 for more photos of existing conditions). The Project provides critical, new safety improvements and multimodal access enhancements in historically redlined communities of color harmed by high levels of pollution and noise from adjacent freeways, freight rail and industrial land uses and displaced and disconnected from other communities as a result of past transportation infrastructure practices. Due to its history of exclusion and environmental injustice, the corridor is mostly designated as a Federal Area of Persistent Poverty and has high rates of poverty, asthma, and traffic crashes.

The Project will extend along a corridor comprised of wide, high-speed streets that are difficult to cross, uninviting, and frequently lack any walking or biking facilities. The project corridor overlaps significantly with the Alameda County High Injury Network (the streets with the highest rates of biking and walking crashes countywide), even as it traverses communities that have low levels of access to automobiles and a high need for affordable mobility options. 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 upgrades, and placemaking features. It will transform the corridor from a wide, auto-centric, expanse of asphalt into a safer, people-focused street, with continuous, separated facilities for walking and biking, safe and convenient opportunities to cross the street, lighting, urban greening, and other amenities.

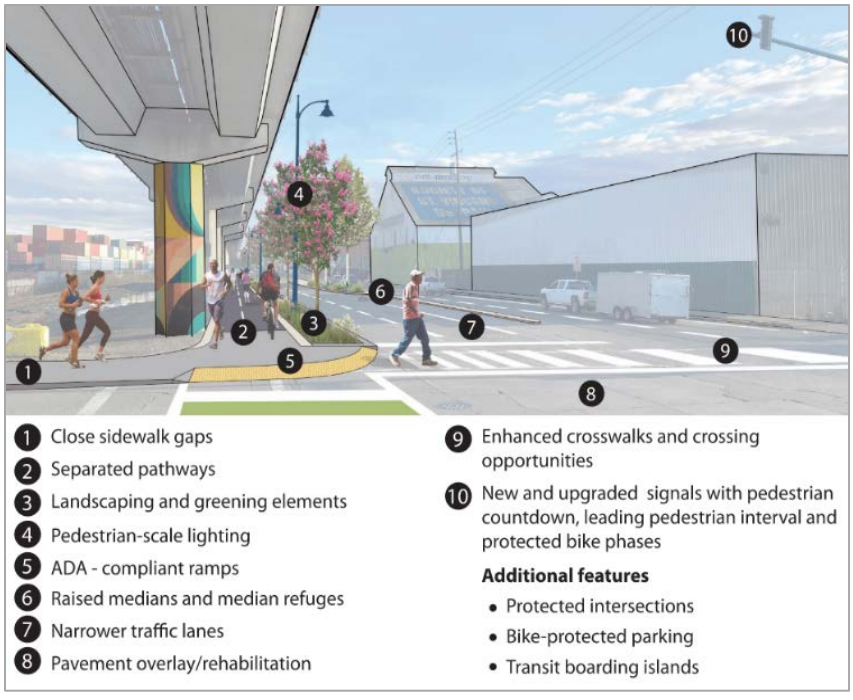

Figure 2: East Bay Greenway Project Features

It will connect residents living along the corridor to destinations of importance such as community colleges, senior centers, libraries, schools, regional transit hubs, ethnic-serving commercial districts, and open spaces.

The Project has been identified as a local and regional priority and a community-led and supported priority since it was first conceived of as part of a grassroots effort more than 15 years ago. A host of elected officials, stakeholders, and community-based organizations support the implementation of the project. 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. The project also leverages more than $59 million in local, regional and state funding for construction.

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 (refer to Attachment 2: Project Location Map). Alameda County is the seventh most populated county in California. The Project directly connects to BART and Amtrak/Capitol Corridor, and is within a short, 300-foot walk of 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.

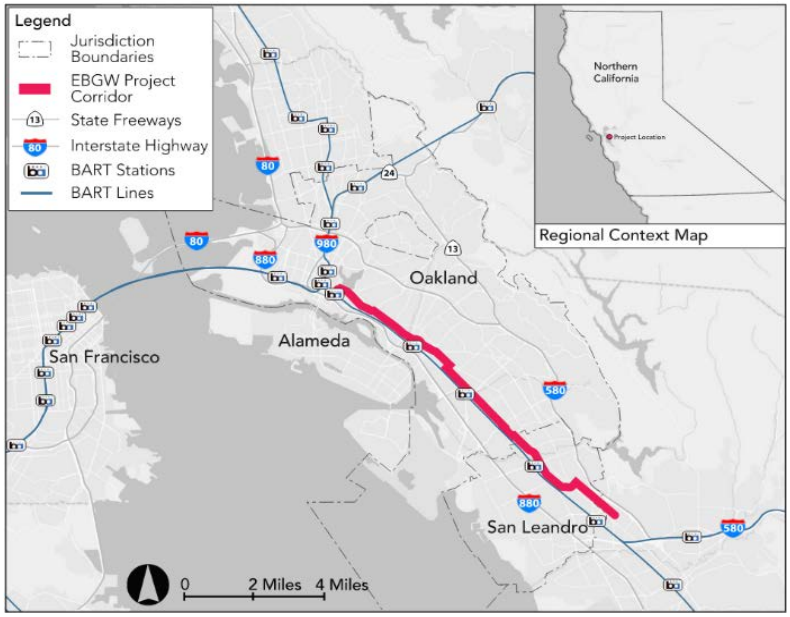

Figure 3: Project Vicinity Map

The East Bay Greenway links a number of the Bay Area's low-income communities of color and historically marginalized neighborhoods to destinations of importance. It stitches together diverse communities that share a history of underinvestment, exclusionary policies, and environmental injustices, including longstanding Asian-American Eastlake, African-American Deep East Oakland, and the Latino community of Fruitvale (a landing place for refugees from war-torn Central America since the 1980s). It directly traverses a number of Census Tracts that have high rates of households in poverty and have faced pressures of extreme cost of living increases as well as major clusters of affordable housing that are co-located with BART stations. In addition, more than 90% of the corridor lies in disadvantaged tracts according to the USDOT Equitable Transportation Community Explorer tool and 80% lies in disadvantaged tracts according to the federal Climate and Economic Justice Screening Tool.

III. Response to Merit Criteria

1 Equity and Environmental Justice

Uplifting historically marginalized communities. The project corridor is comprised of communities that have faced a legacy of inequitable and discriminatory policies, including redlining and racist housing covenants, which created concentrated poverty. These policies, which date to the 1930s, have created disparities in wealth, wellness, and access to opportunity that persist today. Figure 4 shows that the project corridor is largely comprised of historically redlined neighborhoods.

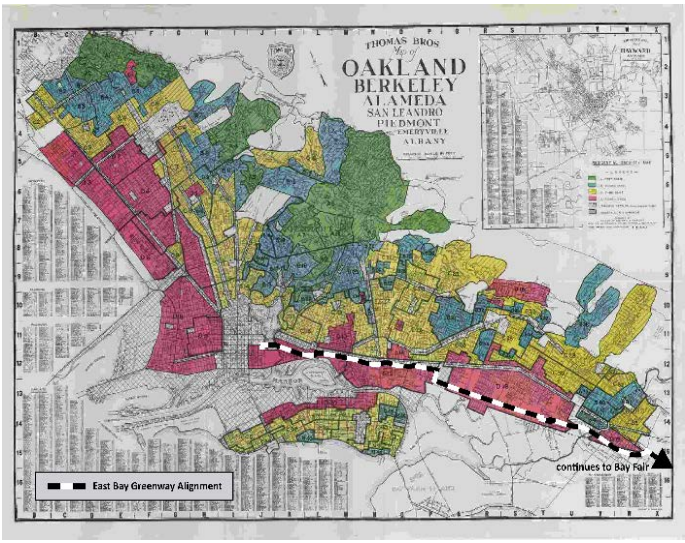

Figure 4: Redlining Map of Project Area

Environmental Justice harms. In addition to exclusionary policies, the project neighborhoods have also borne the brunt of decades of exposure to pollution, noise, and barriers to other communities due to construction of transportation infrastructure. The project corridor is a historic rail corridor and as such adjacent land uses are comprised of a mix of industrial uses which benefitted from rail access and residential uses. Residents in the neighborhood have long lived in close proximity to industrial facilities and associated air emissions, truck traffic, and other negative externalities. Rail lines have also generated noise, vibration, and diesel particulate emissions. The project corridor is immediately adjacent to Interstate 880, which carries the majority of truck traffic heading to and from the Port of Oakland (one of the nation's top 10 busiest seaports). The construction of I-880 in the 1960s also created significant displacement and community division, cutting off East Oakland from its waterfront. When the BART commuter rail system was constructed in the 1970s, the Ohlone Greenway trail corridor (see Figure 5) was created under the elevated tracks in more prosperous North Berkeley, Albany, and El Cerrito, but no such improvements were made in the East Bay Greenway corridor, creating a multimodal infrastructure gap that persists today. In summary, the East Bay Greenway neighborhoods have

Figure 5: Ohlone Greenway in Northern Alameda County

experienced many of the harms of transportation investment and infrastructure over the last century but have not shared in the benefits nor the investments in multimodal infrastructure.

Health and social justice disparities. 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 Equity Priority Communities (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 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. The project directly traverses a number of Census Tracts that have median household incomes (MHIs) below 80% of the state MHI. More than 80% of the corridor mileage is in Census Tracts that have an MHI of $60,188 or less, with many tracts having an MHI of $48,902 or less. Many additional tracts that are within a one-half mile buffer project influence area also have an MHI of 80% or less of state MHI.

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 very high combined asthma emergency room admission rate which places them in the 8th percentile statewide (higher 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 due to its low median park size, scoring just 45 out of 100 in acres of parks, according to the Trust for Public Land. Refer to Attachment 3 for Project equity maps.

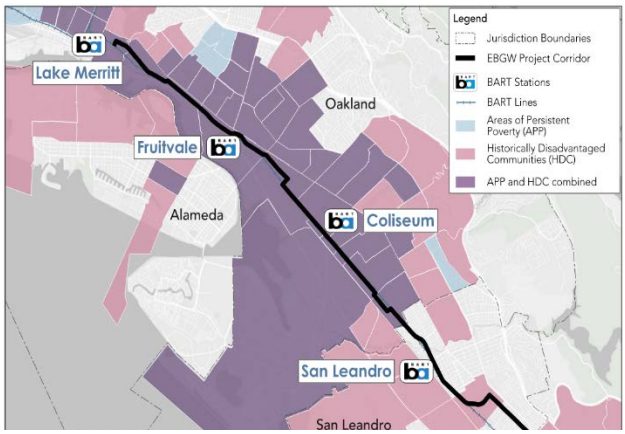

Figure 6: Federal Areas of Persistent Poverty and Historically Disadvantaged Communities

Investment in equity communities. A wide range of geospatial equity mapping tools demonstrate the high degree of overlap between the East Bay Greenway corridor and disadvantaged communities. The project corridor has significant overlap with Census Tracts identified as having a high level of need in the U.S. Environmental Projection Agency (EPA) EJSCREEN, the DOT's Equitable Transportation Community Explorer, the Climate and Economic Justice Screening Tool, and FHWA's Screening Tool for Equity Analysis of Projects. There is also significant overlap between the project corridor and the most disadvantaged tracts in the State of California's CalEnviroScreen tool and with the EPCs identified by the Metropolitan Transportation Commission (MTC) in the Bay Area region. Approximately 90% of the project corridor lies in a disadvantaged community according to the DOT's Equitable Transportation Community Explorer. Given that the project is nearly all within disadvantaged communities, the benefits of the project investment will naturally flow to the communities that have a higher need for safety and mobility improvements.

Taming high speed arterials. The project will address deficiencies in the existing transportation network including sidewalk and bikeway gaps; busy, high-speed, difficult-to-cross roadways; and intersections that frequently do not meet current standards for accessible design and lighting and prioritize high speed vehicle movements over safe pedestrian crossings. The existing auto-centric street design means that it is difficult for people who do not drive to travel along the project corridor and it makes the roadway a barrier to access destinations such as schools or community centers on the other side. Due in part to these deficiencies, nearly half of the corridor overlaps with Alameda County's High Injury Bicycle and Pedestrian Networks (the 4% of roadway miles countywide that account for 65% of bicycle-involved and 59% of pedestrian-involved collisions).[1] High crash rates and the number of low-income communities of color along the project corridor create a significant equity issue. In Oakland, racial minorities are twice as likely to die in a pedestrian crash, according to the City's Pedestrian Master Plan. To rectify these deficiencies, the Project will reconfigure streets to add multimodal facilities, calm traffic and shorten crossings, reconstruct intersections to slow turning vehicles and reduce exposure, and implement improvements including new pedestrian crossings, crossing enhancements, lighting and ramp upgrades, and new traffic signals.

Figure 7: Project Improvements Rendering (East 8th Street)

Addressing construction impacts. The Project has completed state environmental clearance and studied all potential environmental issues, and has been found Categorically Exempt from the California Environmental Quality Act as it is not expected to create any significant impacts. The Project will comply with all relevant local ordinances related to project construction hours to ensure no noise impacts on adjacent residents and businesses. The Project has also committed to a number of best practice measures to control construction emissions such

[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 accident data cited are based on the 5-year period from 2015 to 2019.

as requiring dust control measures; encouraging use of alternative fueled/zero-emission construction equipment and electrified/battery powered tools; mandating recycling of debris and locally sourced construction materials; using EPA SmartWay certified trucks for deliveries; and minimizing equipment idling time. The Project will not require any right-of-way acquisition or property condemnations. There are significant unhoused populations currently living along the project corridor, and as discussed below, Alameda CTC will work with the project jurisdictions to provide advance noticing, services, and offers of shelter housing, in accordance with local policies on encampments that will be impacted by public works construction.

2 Access

Connecting to destinations of community importance. As illustrated in Figure 8, the Project corridor contains many important community destinations. It is directly adjacent to numerous community centers 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.

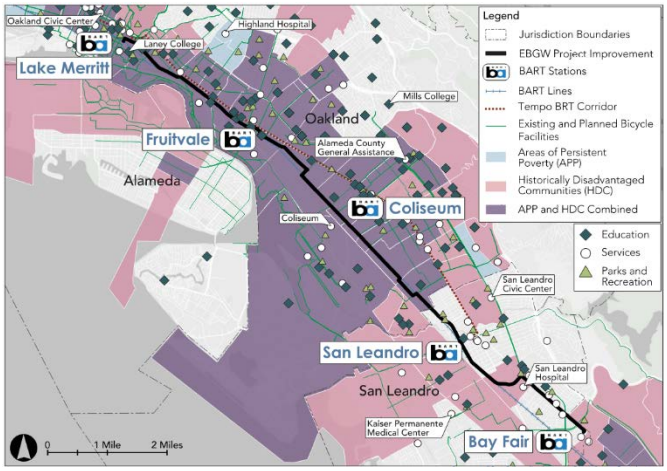

Figure 8: Access to Community Destinations

The project corridor also connects to a number of transit services and activity centers that allow residents to travel throughout the region, access education and employment, and meet their daily needs. The destinations along the project corridor include:

- Downtown Oakland: home to 109,000 jobs, local and regional government offices, the main library and courthouse
- Regional transit including the BART system and Tempo BRT line
- Laney College: a community college and vocational school
- Downtown San Leandro: home to city hall, the library, shopping, dining, services, and the San Leandro Tech Campus
- The Fruitvale and East 14th commercial districts which provide restaurants, mercados, banks, places of worship, and other daily needs
- 34 elementary, middle, and high schools
- Lake Merritt: a regional open space and national wildlife sanctuary that serves as the "lungs" of Oakland
- Oakland Arena and RingCentral Coliseum regional entertainment and sporting venues
- The industrial areas of San Leandro Street/Boulevard which contain thousands of middle-wage jobs that do not require a college education
- Bayfair Center shopping mall

Due to its natural qualities as an urban trail corridor, the East Bay Greenway has been identified for active transportation infrastructure improvements for over 15 years since it was first proposed in an East Bay Greenway Concept Plan, developed by Urban Ecology (a non-profit organization). This feasibility study, discussed further under Community Engagement section below, highlighted the East Bay Greenway corridor as one of importance for access to daily destinations and to provide a "spine" in the multimodal transportation network.

Demonstrated safety needs. Currently, the Project corridor has many obstacles and deficiencies that prohibit safe travel. The wide, high-speed street design and scarcity of crossings make the streets themselves a barrier to mobility. The project team has analyzed crash data to affirm the importance of the project at improving safety and ensure the design addresses underlying safety issues. Key findings are illustrated below in Figure 9.

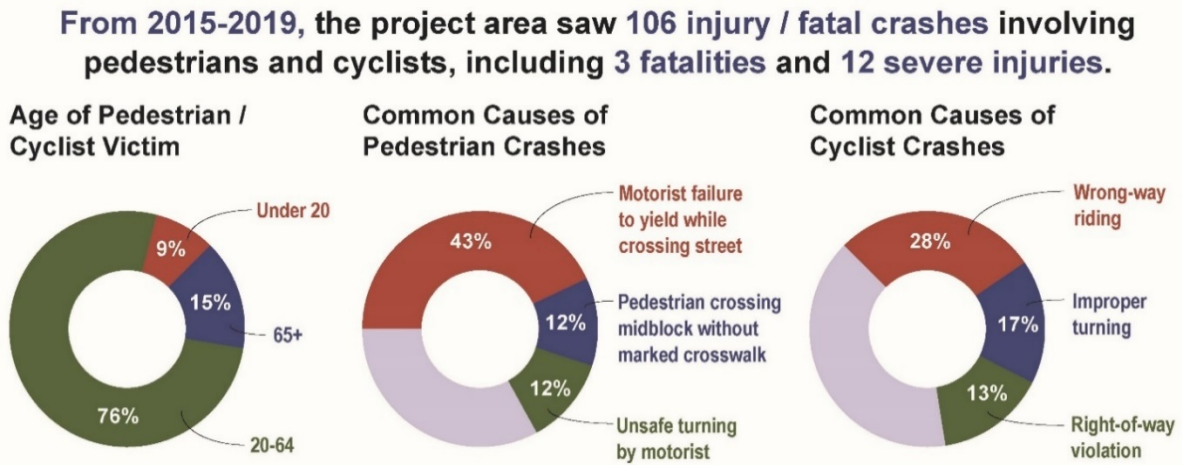

Figure 9: Corridor Crash Data Analysis

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

The crash data highlight the degree to which the project roadways form a barrier within the neighborhoods. Failure to yield is the highest cause of pedestrian-involved collisions (43%). Crossing the street is particularly difficult for those who walk at a slower speed, such as students, seniors, people with strollers, and people with disabilities. Notably, young and older individuals comprise nearly 25% of crash victims. Inadequate crossing opportunities mean people they may choose an unsafe crossing option rather than walking a longer distance to a safe crossing. Difficulties crossing the street and poor cycling infrastructure may also lead bicyclists to ride on the wrong side of the road, which is the most common cause of bicycle-involved collisions (28%).

Protecting travelers and communities. The East Bay Greenway will provide a safe corridor for all users, including the most vulnerable users, by addressing excessive speed and reckless driving, implementing countermeasures to address the most frequent collision types, protecting bicyclists and pedestrians, and slowing overall traffic speeds. Notably, the project design includes safety countermeasures that are proven to reduce the most common types of collisions prevalent along the project corridor. Table 1 summarizes project improvement measures included in the design.

Table 1: Project Improvement Measures

The **colored, bolded improvement measures** below are included in the Federal Highway Administration (FHWA) Proven Safety Countermeasure initiative (PSCi) database, 2022 and have been demonstrated to reduce crashes.

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 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

Context sensitive, complete street accommodations. The Project includes measures to serve all travel modes and roadway users that are well-suited to the project streets adjacent land uses, role in the overall transportation network, and function within the broader neighborhoods. Alameda County has been a national leader in complete streets implementation, with all jurisdictions in the county adopting complete streets policies that conform to the National Complete Streets Coalition best practices back in 2013. The Project communities have a high degree of reliance on affordable and non-driving modes, with only two cars present for every three drivers in East Oakland, and the project has a particular emphasis on enhanced facilities for pedestrians, cyclists, and improved access to the corridors abundant transit options. The Project includes measures and design strategies consistent with local active transportation and multimodal plans that are specifically targeted to various roadway users, as summarized below:

- **Seniors and people with disabilities**: 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, and users of this program will benefit from the ability to use the East Bay Greenway.

- **Bicyclists:** The Project will implement a variety of all ages and abilities bikeway facilities, including Class I shared use paths and Class IV separated/protected bike lanes. Higher speed, higher traffic volume roadway segments will receive bikeway facilities in which users are separated from traffic by barriers to appeal to people of all ages and abilities. Major intersections, particularly those that connect to intersecting bike routes, will receive protected intersection improvements.
- **Pedestrians:** The Project will construct shared uses paths and new sidewalk to close gaps in the pedestrian network. New crossings will be added in locations of infrequent crossing opportunities and crosswalks will be enhanced with PHBs/RRFBs, median refuge islands, bulbouts, and lighting upgrades. Curb ramps and safety lighting will be upgraded throughout.
- **Transit riders:** A core goal of the Project is improved access to the BART stations. Bus riders will benefit from boarding islands that increase space for waiting and improve speed and reliability as well as the implementation of transit signal priority along East 14th Street. The project will also upgrade bus shelters at some stops. Transit riders will also benefit from improved ability to cross the street and access their final destination.
- **Motorists:** The Project includes overall safety improvements measures such as raised medians that will eliminate reckless passing in center turn lanes and unsafe turning maneuvers and new traffic signals that will control busy intersections that will benefit all users, including motorists.
- **Businesses and adjacent residents:** The Project will include landscaping and urban design elements (benches, bike racks, pedestrian scale lighting) to enhance the overall sense of place. New landscaping will also help buffer residents from adjacent industrial uses/transportation infrastructure, while new lighting will address concerns of personal security stemming in part from inadequate lighting. The Project will narrow lanes and reallocate roadway space to slower modes, helping to reduce the use of the roadway for high speed through travel. In outreach to adjacent residents and businesses, excessive speeding and public safety (including personal security) are top concerns.

3 Facility Suitability

Removing barriers to access. As described above, the East Bay Greenway will run along wide, high-speed, streets that are a barrier to cross. The Project streets are multi-lane arterial roadways, designated truck and transit routes, have posted speed limits ranging from 35-40 mph (with 85th percentile speeds as high as 48 mph), and carry daily traffic volumes of up to 18,000 vehicles per day. East 14th Street is a state highway route. There are significant sidewalk gaps and only 5.5 miles of the 10.6-mile-long project corridor have any cycling facility at all (with none of them protected). Crossing opportunities are infrequently spaced (in some areas, up to a half-mile apart) and many crossings of the wide, high speed streets have no traffic control devices to improve yielding or stop traffic. The challenges that residents face traveling along and across the project streets on foot and bike are reflected in the crash data described above. The streets are effectively surface street highways running through neighborhoods, and make it difficult and dangerous for residents to access schools, libraries, shopping/stores, and other daily needs across the street, except by driving.

The Project will reconnect neighborhoods that have been divided by the wide, high-speed streets by remaking them as complete streets with accommodations for all users, more frequent and comfortable crossing opportunities, and reallocating roadway space away from vehicles to calm traffic. As described above, the project will implement proven countermeasures to address safety issues and design elements to address the needs of all road users including seniors, people with limited mobility, cyclists, pedestrians, and transit riders. The Project will transform the corridor from a roadway that prioritizes speed and travel through neighborhoods to a street that prioritizes the needs of people living within the neighborhoods.

Environmental burdens. The legacy of exclusionary policies, proximity to adjacent industrial uses and freeway and freight transportation infrastructure, and historic disinvestment in the East Bay Greenway project neighborhoods is reflected in a number of health and social justice indicators. The Project has among the highest rates of asthma in the state, ranks low in access to park space, has low urban tree canopy, faces elevated traffic crash and fatality rates, and must contend with noise and division from proximity to major freeways and freight transportation infrastructure. Figures 10 and 11 show the significant overlap between high asthma levels and low tree canopy.

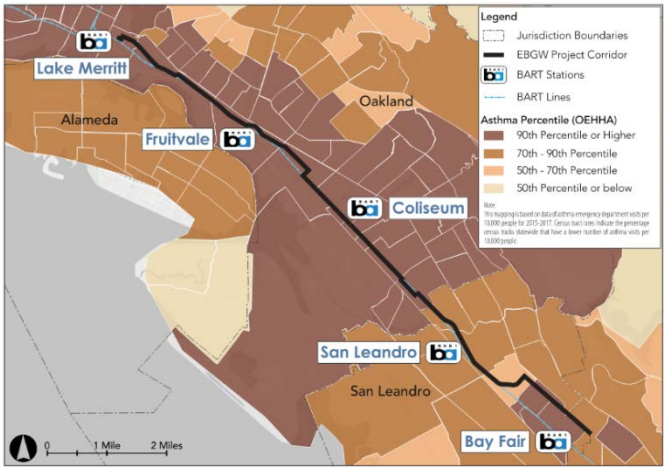

Figure 10: Air Quality Map - Asthma Levels

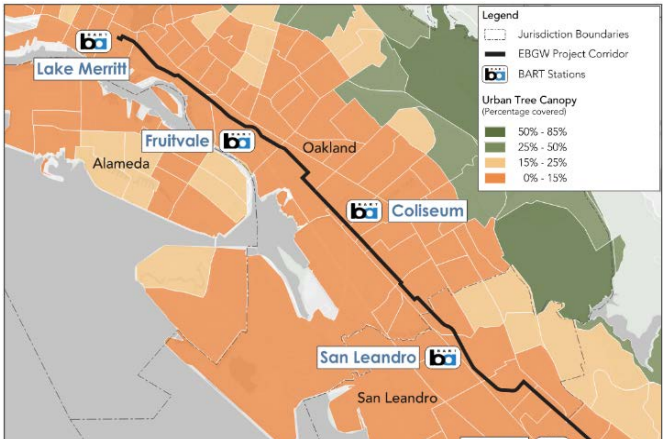

Figure 11: Urban Tree Canopy in Project Corridor

Unmet mobility needs. The Project corridor is among the lowest income and lowest auto ownership areas in the Bay Area and the State of California. While access to automobiles is limited, many residents rely on cars to get to work. In the corridor's 15 census tracts, only 84% of households have access to an automobile, and 11 of the 15 tracts are in the 25th percentile statewide or below. Despite the lack of access to cars, data from the 2022 East Oakland Mobility Action Plan shows that over half of East Oaklanders drive alone to work, and nearly three-quarters of residents carpool or drive alone for all trips. Reliance on cars to get to work or for other daily activities suggests that existing walking, biking, and transit options are not meeting residents' needs, and they may be unable to get to needed destinations or may be making significant sacrifices to share limited numbers of vehicles.

Increased access to affordable multimodal choices. The Project includes important improvements to ensure safe and convenient access to/from BART stations, and it makes notable improvements to the roadway and bus loading areas to provide convenient access to bus transit, as detailed

in Section 1 Project Description. The Project runs parallel to and is a short walk (300 feet) to the AC Transit TEMPO bus rapid transit line which has the highest ridership of any bus line in the East Bay and primarily serves low income riders of color. The corridor cities are also constructing bike paths on intersecting streets that provide east-west connections.

Reducing cost burdens for equity communities. The Project will help reduce transportation and housing cost burdens for equity communities by increasing access to reliable, safe, and affordable transit, thereby improving access to local community services, and by integrating affordable housing and mixed-use developments into the community.

The Project corridor is rich in affordable transit options, and access to both rail and bus transit will be improved by this Project. Both BART and AC Transit offer discounted transit fares for persons with disabilities, youth, and seniors, and they participate in the region's Clipper Start pilot program, which provides substantial transit fare discounts for low-income residents (those with household incomes of 200% of the federal poverty level or less). These programs reduce the cost burden of transportation for residents.

Enhanced multimodal options can also enable residents to accomplish daily needs while avoiding the costs of owning and maintaining a vehicle.

Impacts to goods movement. The project corridor is a freight rail corridor and is immediately adjacent to an interstate freeway and as such there are significant pockets of industrial land use along the corridor. These industrial businesses are important sources of middle wage employment and are critical to the local and national economy. Due to the industrial uses, there is significant truck traffic along many of the project streets. The mixing of truck traffic with other types of road users, including people on foot and bike, creates significant safety issues that impact all travel modes. The project will implement separated bike lanes and pathways in which people on foot and bike are physically separated from truck traffic. In addition, as part of the design process, the project team has conducted door-to-door outreach to all businesses along the corridor, to understand their parking, loading, and circulation needs, and to ensure that the design will not negatively impact their business operations. Finally, the Project, through the inclusion of greening elements such as new street trees, will help to buffer communities from the major freight transportation infrastructure nearby (including freight rail lines and Interstate 880 connecting to the Port of Oakland), which has delivered significant economic benefits to the region and nation, but also resulted in significant emission and noise impacts for nearby neighbors.

4 Community Engagement, and Community-Based Stewardship, Management, and Partnerships

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 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.

Broad partner agency support. 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, partner agencies, advocacy groups, and elected officials at all levels of government. Refer to Attachment 4 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 MTC and Alameda CTC's Countywide Bike network (adopted in December 2022).

The Project is included in the local bicycle and pedestrian master plans of all the jurisdictions in the corridor, including the Caltrans District 4 Bicycle and Pedestrian Plans, 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 collisions as white populations.

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.

Meaningful public involvement practices. Significant community input has been 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 (DOT) Promising Practices for Meaningful Public Involvement in Transportation Decision-Making guide:

- 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, Chinese, and Vietnamese
- Door-to-door outreach in business districts and to residents and

additional telephone follow-up to businesses
- Partnerships with community-based organizations
- 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
- Presentations to Neighborhood Councils and Chambers of Commerce
- Pop-ups at popular community destinations, such as transit stations, festivals, and farmers markets
- Project website with comprehensive information
- Surveys available online and in paper format
- Mailers to residents and businesses along the corridor
- Development of a community participation plan to articulate shared goals

Summaries of the outreach conducted for each city are included as Attachment 5.

Community-centered partnerships. Early Project outreach indicated a need for micro-level partnerships to ensure that the project scope is truly aligned with community priorities and takes advantage of resident's detailed knowledge of issues on their own streets. As such, the project team collaborated with community-based organizations (CBOs) that work in the project neighborhoods to organize focus groups with residents. CBOs were provided with a budget to recruit participants who live in the neighborhood to attend the focus groups. Focus group participants were also compensated for their time. Alameda CTC collaborated with Trybe (an organization that offers youth recreational programming in the San Antonio neighborhood) and the Unity Council (which offers provides critical financial assistance, resources, and coaching to low-income children, families, and immigrants in the Fruitvale area).

Incorporating community feedback. Several community member suggestions have directly led to the incorporation of new elements into the project design. Examples 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). Community feedback has also highlighted concerns about public safety due to unhoused populations living along the corridor which has led to inclusion of lighting upgrades and adherence to Crime Prevention Through Environmental Design principles as part of the project design.

Figure 12: Project Outreach "Pop-up"

Multi-agency financial partnership. The project will be funded through a multi-agency funding plan. Alameda CTC has funded all project planning and design efforts with

approximately $9 million in local, voter-approved transportation sales tax funds. Alameda CTC has secured construction funding from the State Active Transportation Program and State Solutions for Congested Corridors Program. Alameda CTC proposes additional funding from its local transportation sales tax measure to match with existing construction grants and RCN funding and fully fund the project. In summary, the proposed funding plan includes funds from all levels of government and substantial "self help" transportation funds.

5 Equitable Development

Community restoration/stabilization, and anti-displacement strategies. Housing affordability, addressing persistent poverty, preventing displacement, and addressing unhoused populations are top policy priorities in the San Francisco Bay Area, and the Project corridor traverses local jurisdictions that have adopted best practice policies that address these goals.

The Cities of Oakland and San Leandro have also adopted best practice policies to address housing affordability including Housing Elements in compliance with the State Housing Element Law and a variety of policies to incentivize housing creation and prevent displacement. According to the Association of Bay Area Governments, one or both cities have the following policies in place:

- Reduced parking requirements
- Condominium conversion ordinance
- Inclusionary housing ordinance and zoning
- Homeowner repair/rehabilitation grants
- Streamlined permitting process
- By-right development strategies
- Locally funded homebuyer assistance
- Affordable housing developer right of first refusal on surplus public lands
- Commercial development impact fee funds affordable housing
- Program to purchase and rehabilitate properties from non-residential to affordable housing
- Housing development impact fee
- General fund monies spent on affordable housing
- Graduated density bonus
- Rent stabilization
- Just-cause eviction ordinance
- Single-room occupancy conversion ordinance

In addition, Oakland and San Leandro have both worked to address homelessness. Oakland kept more than 1,800 households sheltered, moved more than 880 people into transitional housing in FY19-20 and doubled shelter beds between 2018 and 2020. Oakland's response has included innovative strategies including community cabins, safe RV parking sites, and encampment management. San Leandro adopted a Homeless Compact in partnership with April Showers and Building Futures (community organizations) that has housed 80 people, sheltered many more, and won recognition from the League of Cities.

Creative place-making that celebrates local history and culture. The Project will implement greening, amenities, and urban design features to make it an attractive, inviting place to walk and bike, to highlight the history and identities of the adjacent communities, to ensure Crime Prevention through Environmental Design, and to spur economic development. Elements planned or under consideration as part of the project design include pedestrian scale lighting, green stormwater infrastructure (bioswales and rain gardens), new street trees, public art (street murals, murals on BART columns), interpretive panels, bike racks, benches, and wayfinding.

Alameda CTC has convened focus groups in conjunction with CBO partners to get input from community members on their priorities for the "look and feel" of the Project. The Project traverses very diverse land uses, including regional downtowns, commercial districts, residential and even industrial areas, and the project's urban design, landscaping, and amenities will be tailored to the specific section of the corridor and will seek to provide a consistent overall experience. The initial segment of the East Bay Greenway that was constructed in East Oakland with a TIGER II grant provides a useful precedent of possible placemaking as it includes murals adjacent to the trail on BART columns.

Figure 13: Example of Public Art along Initial East Bay Greenway Segment

Supports equitable development plan. Plan Bay Area 2050 is the regional long-range transportation-land use plan developed by MTC and the Project is included in Plan Bay Area 2050. Plan Bay Area relies upon Priority Development Area (PDAs), or locally nominated areas for infill housing and job growth to focus growth in areas of high frequency transit service. The Cities of Oakland and San Leandro have designated nearly the entire project length as a PDA. Plan Bay Area 2050 was also developed with a strong focus on equity, including affordability and diversity as cross cutting themes, and specific regional goals, actions, and policies around housing and transportation affordability.

The cities have also adopted specific plans and completed zoning changes in the BART station areas along the corridor to allow for dense, mixed use development, prioritize affordable housing, and require a walkable urban form in these districts. BART has included the Project in its station area plans as a key factor in mandating denser affordable housing projects and lowering parking minimums for station development (providing high levels of parking as part of housing developments increases costs of units).

Supporting Transit Oriented Development. The Project improves the quality of life for corridor residents by expanding alternative and active transportation options. These improvements support investments by the cities and regional partners to construct a range of market rate and affordable housing along the corridor and job-focused development projects. Significant housing growth is completed, underway, and anticipated along the corridor. More than 800 units of affordable housing have been completed or are being developed at the five BART stations in the project area (See Figure 14). The Project will complement affordable housing that is being constructed in transit station areas by providing expanded mobility options

for residents of these developments. In doing so, it will help prevent displacement by helping residents stay in the Bay Area despite the region's high cost of living.

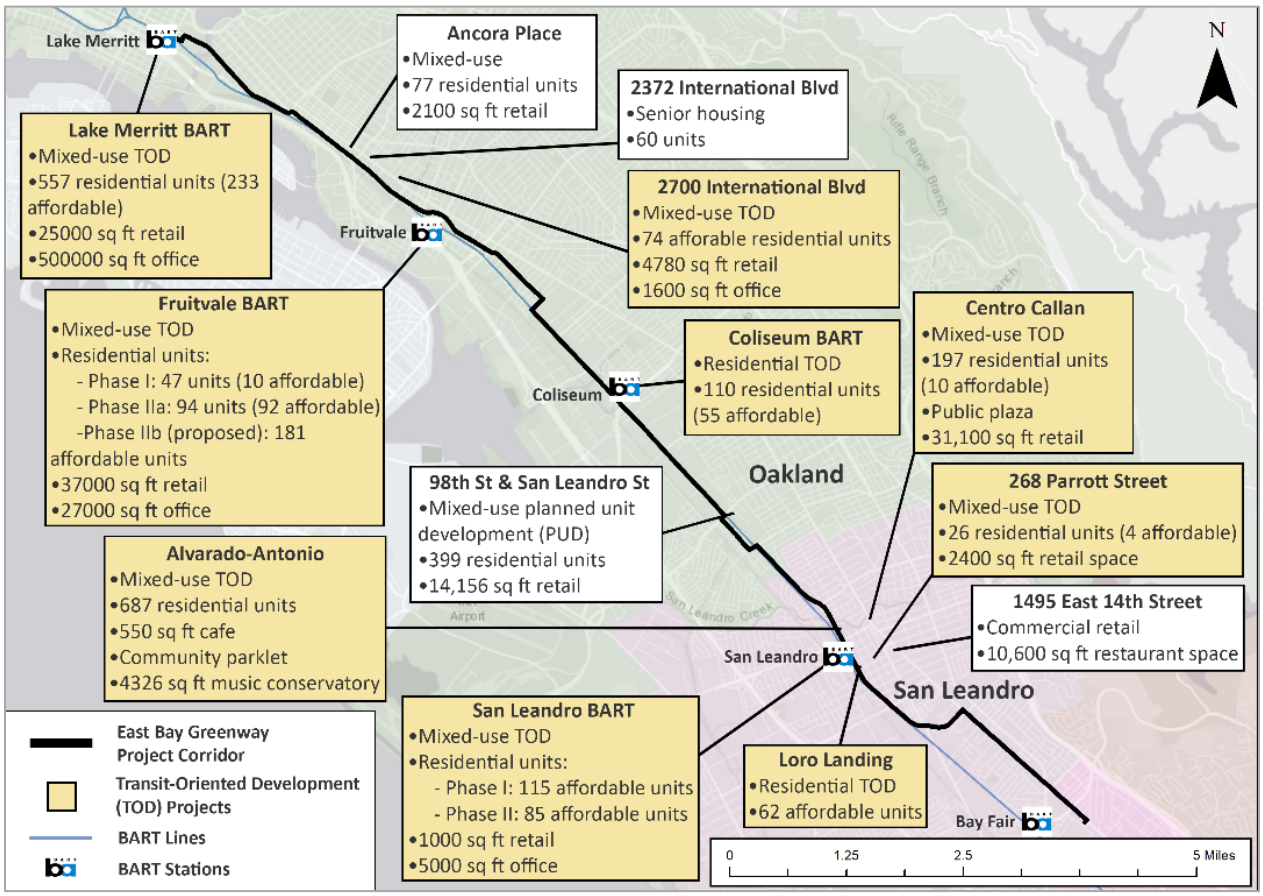

Figure 14: Transit Oriented Development Along Project Corridor

Support for infill development in single family residential areas. The State of California has passed a striking number of bills in recent years to promote development of Accessory Dwelling Units (ADUs), duplexes, triplexes, and fourplexes within single family residential zoned areas. These bills have steadily reduced local barriers to permitting infill development in residential areas that have historically used single family zoning as an exclusionary tool. Among the ways the state has eased this sort of development in recent years:

- Single family lots may add two ADUs
- Multi family lots may add multiple ADUs attached to existing multifamily structures as well as two detached ADUs
- Owner occupancy no longer required
- Eased requirements on size, lot, and setback
- Smaller or no impact fees
- Shorter time for ADU permit approval (local agency must approve or deny with 60 days)
- Exempt from certain parking requirements
- Overruled Home Owner Association (HOA) restrictions

In addition, Senate Bill 9, which took effect in 2022, allows for construction of two housing units on a lot zoned for one unit and also allows for a single-family lot to be split into two separate parcels. This effectively means that four units can be built on a lot traditionally meant for one unit statewide.

6 Climate and Environment

High-quality choices for lower carbon travel. 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 (critical for the Project neighborhoods with high asthma rates). The Project provides a natural north-south "spine" in the overall cycling network that connects to transit and major activity centers, making it a high utility route that can generate mode shift to active modes. According to the Project Benefit Cost Analysis (BCA), the East Bay Greenway will reduce 1.2 million vehicle miles traveled per year by shifting travel to walking and biking. Refer to Attachment 6 for full-size images of the figures.

Figure 15: Project Improvements Rendering (East 12th Street, Before and After)

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, drought tolerant 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. New plantings will also serve to buffer neighborhoods from adjacent major transportation infrastructure (e.g., freeways, freight rail lines) and industrial uses.

Alignment with California's decarbonization plan. The Project is in complete alignment with the State of California's decarbonization plan, and it will advance its adopted goals. In November 2022, the California Air Resources Board (CARB) adopted its 2022 Scoping Plan for Achieving Carbon Neutrality. This ambitious plan establishes a target of reducing anthropogenic (human-caused) emissions to 85% below 1990 levels by 2045, and it calls for the sustainable active transportation options to reduce reliance on cars. Reinforcing CARB's goals is California's Climate Action Plan for Transportation Infrastructure (CAPTI), which details the state's recommendations for investing billions of transportation dollars annually to aggressively combat and adapt to climate change while supporting public health, safety, and equity.

Reducing pollution and combatting climate change during construction. The Project will implement a number of measures during construction to reduce the air pollution and greenhouse gas emissions associated with construction activities and materials. These measures include requiring dust control measures; encouraging use of alternative fueled/zero-emission construction equipment and electrified/battery powered tools; mandating recycling of debris and locally sourced construction materials (e.g., concrete and steel); using EPA SmartWay certified trucks for deliveries; and minimizing equipment idling time. Reducing air emission is particularly important given the existing asthma rates along the corridor.

A cleaner San Francisco Bay. The Project will comply with the Bay Area's aggressive regional stormwater treatment requirements, which call for inclusion of green stormwater infrastructure as part of the project scope. These elements will ensure that stormwater is captured and passed through bioswales, rain gardens, and other types of treatment to remove asphalt oils and other pollutants, prior to entering the storm drain system and ultimately being discharged to the San Francisco Bay. The San Francisco Bay provides critical habitat for endangered species and is an essential natural resource and outdoor recreation feature.

7 Workforce Development and Economic Opportunity

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.

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 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. Safe and vibrant streets both support existing businesses and help attract new ones. The Project will improve several commercial main streets along the corridor, including the Fruitvale area and East 14th Street, which are both hubs of small business and ethnic-serving stores, by improving the ability of customers to easily access businesses in these commercial districts. The Project will also make these commercial areas a more pleasant place to shop and congregate by adding elements such as bike racks and lighting.

Linking to job centers. The Project directly connects to several major job centers, including downtown Oakland (home to more than 100,000 jobs across a range of economic sectors), downtown San Leandro, the Fruitvale and East 14th Commercial Districts, and the Coliseum Area Industrial District. The Coliseum Area features major regional employers (regional entertainment venue, international airport) as well as numerous blue-collar jobs in manufacturing, production/ distribution/repair, and transportation/logistics sectors. In addition, the Project provides safe connections to BART stations all along the corridor, providing access to jobs across the entire Bay Area region.

Promoting robust job creation. Jobs created through infrastructure spending include three categories: direct jobs, which represent people whose work is directly billed to the Project; indirect jobs, which represent employees working for producers of materials, equipment, and services that are used on the Project; and induced jobs, which are created when employees go out and spend their increased incomes on consumer goods and services. According to the Economic Policy Institute (EPI), it is estimated that total employment (direct, indirect, and induced) is increased by 10 job-years for every $1 million in direct spending. For the Project, this equates to the creation of over **1,000 job-years** — a significant benefit to the local and regional economy.

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 (see the Categorical Exclusion) and a National Environmental Policy Act (NEPA) Categorical Exclusion is anticipated by the end of 2023. The Project will be fully designed and ready to advertise for construction by mid-2025.

Table 2: 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																
Bid and Award																
Begin Construction																

Project Risks and Mitigation Strategies

The Project is included in a wide range of adopted regional, county, and local plans, and the city councils of both the City of Oakland and City of San Leandro have adopted resolutions in support of the project's conceptual design. 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. State environmental clearance has been achieved. 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 RCN grant will leverage more than $58.9 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. This includes regionally significant projects spanning multiple jurisdictions to address equity, 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 7 for funding commitments and Attachment 8 for the budget.

V. Benefit Cost Analysis

A BCA was conducted to provide a quantitative analysis of the benefits the East Bay Greenway Multimodal Project will generate, specifically the direct benefits (due to health and safety improvements). In addition, some in-direct benefits (due to improved recreational and health outcomes) were also calculated. The BCA used the California Life-Cycle Benefit/Cost Analysis Active Transportation model.

After discounting, over 20 years the total direct benefit is expected to be nearly $200 million. **The total Benefit-Cost Ratio for the project is estimated to be 2.8**. Most of the monetary benefits from the project result from safety and health benefits. The safety benefits will derive from the expected increase in safety with improved intersections and crossings, separation of pedestrians and bicyclists from vehicular traffic, and traffic calming. This will lead to fewer opportunities for accidents and fatalities per mile traveled. The health benefits are accrued through reduced absenteeism that is generated by induced walking and cycling commuters. The benefits are monetized by higher productivity due to fewer sick days. The project also generates benefits in terms of emissions cost savings and improved journey quality.

In summary, it is likely the benefits of the EBGW will significantly outweigh the costs of bringing the project to fruition. Full details on the BCA are included in the BCA narrative and supporting calculation file, included as Attachment 9 and Attachment 10, respectively.