



Programs and Projects Committee Meeting Agenda Monday, January 10, 2022, 10:00 a.m.

Pursuant to AB 361 and the findings made by the Commission governing its meetings and the meetings of its Committees in light of the current statewide State of Emergency, the Commission and its Committees will not be convening at Alameda CTC's Commission Room but will instead convene remote meetings.

Members of the public wishing to submit a public comment may do so by emailing the Clerk of the Commission at vlee@alamedactc.org. Public comments received by 5:00 p.m. the day before the scheduled meeting will be distributed to Commissioners or Committee members before the meeting and posted on Alameda CTC's website; comments submitted after that time will be distributed to Commissioners or Committee members and posted as soon as possible. Submitted comments will be read aloud to the Commission or Committee and those listening telephonically or electronically; if the comments are more than three minutes in length the comments will be summarized. Members of the public may also make comments during the meeting by using Zoom's "Raise Hand" feature on their phone, tablet or other device during the relevant agenda item, and waiting to be recognized by the Chair. If calling into the meeting from a telephone, you can use "Star (*) 9" to raise/ lower your hand. Comments will generally be limited to three minutes in length, or as specified by the Chair.

Committee Chair:	Carol Dutra-Vernaci, City of Union City	Executive Director	Tess Lengyel
Vice Chair:	Rebecca Saltzman, BART	Staff Liaison:	Gary Huisingh
Members:	Jen Cavanaugh, David Haubert, Lily Mei, Nate Miley, Sheng Thao, Richard Valle, Bob Woerner	Clerk of the Commission:	Vanessa Lee
Ex-Officio:	Pauline Russo Cutter, John Bauters		

Location Information:

Virtual Meeting Information:	https://us06web.zoom.us/j/85431479442?pwd=cVdKT3FtVTRKODgxUlpoYlplKMEYvdz09 Webinar ID: 854 3147 9442 Password: 071410
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<u>For Public Access</u> Dial-in Information:	(669) 900-6833 Webinar ID: 854 3147 9442 Password: 071410
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To request accommodation or assistance to participate in this meeting, please contact Vanessa Lee, the Clerk of the Commission, at least 48 hours prior to the meeting date at: vlee@alamedactc.org

1. Call to Order

2. Roll Call

3. Public Comment

4. Consent Calendar

Page/Action

- | | | |
|---|---|---|
| 4.1. Approve November 8, 2021 PPC Meeting Minutes | 1 | A |
| 4.2. I-580 Express Lanes Operations Update | 5 | I |

5. Regular Matters

- | | | |
|--|----|---|
| 5.1. Approve actions associated with the Construction and Right of Way Phases of the I-80 Gilman Interchange Improvements Project | 35 | A |
| 5.2. Award Plans, Specifications and Estimate Phase and Right of Way Phase Contract for the Oakland Alameda Access Project | 43 | A |
| 5.3. Approve Amendment No. 2 to Professional Services Agreement A19-0001 with HNTB Corporation for Express Lanes System Manager and Program Manager Services | 49 | A |
| 5.4. Approve Contract Amendment and Funding Allocation for the San Pablo Avenue Multimodal Corridor Project | 53 | A |

6. Committee Member Reports

7. Staff Reports

8. Adjournment

Next Meeting: Monday, February 14, 2022

Notes:

- All items on the agenda are subject to action and/or change by the Commission.
- To comment on an item not on the agenda (3-minute limit, or at the discretion of the chair), submit a speaker card to the clerk, or follow remote instructions listed in the agenda preamble.
- Call 510.208.7450 (Voice) or 1.800.855.7100 (TTY) five days in advance to request a sign-language interpreter.
- If information is needed in another language, contact 510.208.7400.
- Call 510.208.7400 48 hours in advance to request accommodation or assistance at this meeting.
- Meeting agendas and staff reports are available on the [website calendar](#).
- Alameda CTC is located near 12th St. Oakland City Center BART station and AC Transit bus lines. [Directions and parking information](#) are available online.



Alameda CTC Schedule of Upcoming Meetings January and February 2022

Commission Chair

Mayor Pauline Russo Cutter
City of San Leandro

Commission Vice Chair

Mayor John Bauters
City of Emeryville

AC Transit

Board President Elsa Ortiz

Alameda County

Supervisor David Haubert, District 1
Supervisor Richard Valle, District 2
Supervisor Dave Brown, District 3
Supervisor Nate Miley, District 4
Supervisor Keith Carson, District 5

BART

Vice President Rebecca Saltzman

City of Alameda

Mayor Marilyn Ezzy Ashcraft

City of Albany

Councilmember Rochelle Nason

City of Berkeley

Councilmember Lori Droste

City of Dublin

Mayor Melissa Hernandez

City of Fremont

Mayor Lily Mei

City of Hayward

Mayor Barbara Halliday

City of Livermore

Mayor Bob Woerner

City of Newark

Councilmember Luis Freitas

City of Oakland

Councilmember At-Large
Rebecca Kaplan
Councilmember Sheng Thao

City of Piedmont

Vice Mayor Jen Cavanaugh

City of Pleasanton

Mayor Karla Brown

City of Union City

Mayor Carol Dutra-Vernaci

Executive Director

Tess Lengyel

Commission and Committee Meetings

Time	Description	Date
2:00 p.m.	Alameda CTC Commission Meeting	January 27, 2022 February 24, 2022
9:00 a.m.	I-680 Sunol Smart Carpool Lane JPA (I-680 JPA)	February 14, 2022
10:00 a.m.	Programs and Projects Committee (PPC)	
11:30 a.m.	Planning, Policy and Legislation Committee (PPLC)	

Advisory Committee Meetings

5:30 p.m.	Bicycle and Pedestrian Advisory Committee (BPAC)	January 20, 2022
1:30 p.m.	Paratransit Advisory and Planning Committee (PAPCO)	January 24, 2022
1:30 p.m.	Alameda County Technical Advisory Committee (ACTAC)	February 10, 2022

Pursuant to AB 361 and the findings made by the Commission governing its meetings and the meetings of its Committees in light of the current statewide State of Emergency, the Commission and its Committees will not be convening at Alameda CTC's Commission Room but will instead convene remote meetings.

Meeting materials, directions and parking information are all available on the [Alameda CTC website](http://www.AlamedaCTC.org). Meetings subject to change.

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Programs and Projects Committee Meeting Minutes

Monday, November 8, 2021, 10:00 a.m.

4.1

1111 Broadway, Suite 800, Oakland, CA 94607

• PH: (510) 208-7400

• www.AlamedaCTC.org

1. Call to Order

2. Roll Call

A roll call was conducted. All members were present with the exception of Commissioners Bauters, Cavanaugh, Haubert, and Miley.

Subsequent to the roll call:

Commissioner Cavanaugh arrived during item 5.1.

Commissioner Bauters arrived during item 5.3.

Commissioner Valle left during item 5.3.

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. Approve October 11, 2021 PPC Meeting Minutes

Commissioner Saltzman moved to approve the consent calendar. Commissioner Cutter seconded the motion. The motion passed with the following roll call vote:

Yes: Cutter, Dutra-Vernaci, Mei, Saltzman, Thao, Valle, Woerner

No: None

Abstain: None

Absent: Bauters, Cavanaugh, Haubert, Miley

5. Regular Matters

5.1. Approve the Bay Area Express Lanes Network Executive Steering Committee Memorandum of Understanding

Liz Rutman presented this action item, which included an overview of the goals as identified in the Bay Area Express Lanes Strategic Plan. Ms. Rutman recommended that the Commission approve and authorize the Executive Director to execute the Bay Area Express Lanes Network Executive Steering Committee Memorandum of Understanding.

A public comment in favor of this item was presented by Stephen Wolf.

Commissioner Mei moved to approve the item. Commissioner Woerner seconded the motion. The motion passed with the following roll call vote:

Yes: Cavanaugh, Cutter, Dutra-Vernaci, Mei, Saltzman, Thao, Valle, Woerner

No: None

Abstain: None

Absent: Bauters, Haubert, Miley

5.2. Approve Amendment No. 6 to Agreement A17-0070 with Electronic Transaction Consultants, LLC for Operations and Maintenance of the I-580 Express Lanes

Liz Rutman presented this item, recommending that the Commission approve and authorize the Executive Director to execute Amendment No. 6 to Agreement A17-0070 with Electronic Transaction Consultants, LLC (ETC) for an additional amount of \$5,000,000 for a total not-to-exceed amount of \$12,500,000, and a two-year time extension to December 31, 2023 for continued Toll System Integration and Operations and Maintenance services for the I-580 Express Lanes.

Commissioner Dutra-Vernaci moved to approve the item. Commissioner Mei seconded the motion. The motion passed with the following roll call vote:

Yes: Cavanaugh, Cutter, Dutra-Vernaci, Mei, Saltzman, Thao, Valle, Woerner
No: None
Abstain: None
Absent: Bauters, Haubert, Miley

5.3. GoPort – Freight Intelligent Transportation System Project: Approve Actions to Facilitate Construction Completion and Project Status Update

Angelina Leong presented this item, which included a project status update and recommended a set of actions related to the Freight Intelligent Transportation System (FITS) component of the Global Opportunities at the Port of Oakland (GoPort) program.

Commissioner Woerner moved to approve the item. Commissioner Dutra-Vernaci seconded the motion. The motion passed with the following roll call vote:

Yes: Bauters, Cavanaugh, Cutter, Dutra-Vernaci, Mei, Saltzman, Thao, Woerner
No: None
Abstain: None
Absent: Haubert, Miley, Valle

5.4. Approve actions to facilitate advancement of the East Bay Greenway (from Lake Merritt BART to South Hayward BART) Project

Jhay Delos Reyes presented this item, which recommended the approval of five actions related to the East Bay Greenway (EBGW).

Committee Cutter moved to approve the item with an addition per staff's recommendation. Commissioner Saltzman seconded the motion. The motion passed with the following roll call vote:

Yes: Bauters, Cavanaugh, Cutter, Dutra-Vernaci, Mei, Saltzman, Thao, Woerner
No: None
Abstain: None
Absent: Haubert, Miley, Valle

6. Committee Member Reports

There were no member reports.

7. Staff Reports

There were no staff reports.

8. Adjournment

The next meeting is Monday, January 10, 2022 at 10:00 a.m.

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Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: January 3, 2022

TO: Programs and Projects Committee

FROM: Ashley Tam, Associate Transportation Engineer

SUBJECT: I-580 Express Lanes Operations Update

Recommendation

This item is to provide the Commission with an update on the operation of the I-580 Express Lanes for the fourth quarter of fiscal year 2020-2021 and the first quarter of fiscal year 2021-2022. This item is for information only.

Summary

The purpose of this item is to provide the Commission with a Quarterly Operations Update of the existing I-580 Express Lanes for the fourth quarter of fiscal year 2020-2021 (April through June 2021) and the first quarter of fiscal year 2021-2022 (July through September 2021). The express lanes continue to provide higher speeds and lower average lane densities than the general purpose lanes, as well as travel reliability along the corridor. See Attachment A for more detail.

Background

The Alameda CTC is the project sponsor of the I-580 Express Lanes, located in the Tri-Valley corridor through the cities of Dublin, Pleasanton, and Livermore, which opened to traffic in February 2016. The I-580 Express Lanes extend from Hacienda Drive to Greenville Road in the eastbound direction and from Greenville Road to the I-680 Interchange in the westbound direction. Motorists using the I-580 Express Lanes facility benefit from travel time savings and travel reliability as the express lanes optimize the corridor capacity by providing a choice to drivers. Single occupancy vehicles (SOVs) may choose to pay a toll and travel within the express lanes, while carpools, clean-air vehicles, motorcycles, and transit vehicles using a FasTrak® flex toll tag may enjoy the benefits of toll-free travel in the express lanes. Efforts are underway to modify the toll system to implement the 50% toll discount for Clean-Air Vehicles (CAV) in accordance with the new policy adopted in

June 2020; implementation of the policy is expected in 2022 with prior outreach to notify the public of the change.

An All Electronic Toll (AET) collection method has been employed to collect tolls. Toll rates are calculated based on real-time traffic conditions (speed and volume) in express and general purpose lanes, and can change as frequently as every three minutes. California Highway Patrol (CHP) officers provide enforcement services, and the California Department of Transportation (Caltrans) provides roadway maintenance services through reimbursable service agreements.

Due to the COVID-19 public health crisis and state and regional Shelter-in-Place (SIP) orders, express lane use decreased significantly in spring 2020 and has slowly returned throughout 2020 and 2021. As of September 2021, express lane traffic volumes are rebounding, but still lower overall than traffic prior to the pandemic. The recovery is characterized by directional nuances; however, it is too early to assess potential long-term traffic impacts.

FY 2020-2021 Q4 Operations Update:

Performance of the I-580 Express Lane for the fourth quarter (Q4) of fiscal year 2020-2021 are highlighted below. Note that Q4 of FY19-20, which is referenced in year-over-year comparisons below, consists of data from June 2020, as Express Lane operations were suspended on March 20th through May 31st due to the COVID-19 pandemic. See Attachment A for more details.

- Motorists made over 1,997,000 express lane trips during operational hours in Q4. Daily express lane trips averaged 31,200, a 32% increase from the same quarter in the prior fiscal year.
 - Paid trips totaled 1,036,000, or 16,200 trips per day, which is a 27% increase over the same quarter of the previous fiscal year.
 - Toll-free trips made up 48% of all trips, which is an increase over the 46% observed in the same quarter of the previous fiscal year.
- Generally, express lane users experienced better traffic conditions than the general purpose lanes, particularly during peak commute hours.
 - Westbound peak period (6 AM - 9 AM) express lane speeds averaged 70 miles per hour (mph) and users experienced average level of service (LOS) B throughout the corridor.
 - Eastbound peak period (3 PM - 6 PM) express lane speeds averaged 61 mph and users experienced averaged LOS C throughout the corridor.
- The average assessed toll for SOV motorists was \$2.07 and \$3.21 for westbound and eastbound, respectively.
- CHP performed 613 hours of enforcement services and made 670 enforcement contacts during Q4.

FY 2021-2022 Q1 Operations Update:

Performance of the I-580 Express Lane for the first quarter (Q1) of fiscal year 2021-2022 are highlighted below. See Attachment A for more details.

- Motorists made over 2,157,000 express lane trips during operational hours in Q1. Daily express lane trips averaged 33,200, a 29% increase from the same quarter in the prior fiscal year.
 - Paid trips totaled 1,115,000, or 17,200 trips per day, which is a 24% increase over the same quarter of the previous fiscal year.
 - Toll-free trips made up 48% of all trips, which is an increase over the 46% observed in the same quarter of the previous fiscal year.
- Generally, express lane users experienced better traffic conditions than the general purpose lanes, particularly during peak commute hours.
 - Westbound peak period (6 AM - 9 AM) express lane speeds averaged 67 miles per hour (mph) and users experienced average level of service (LOS) B throughout the corridor.
 - Eastbound peak period (3 PM - 6 PM) express lane speeds averaged 61 mph and users experienced averaged LOS C throughout the corridor.
- The average assessed toll for SOV motorists was \$2.22 and \$3.17 for westbound and eastbound, respectively.
- CHP performed 559 hours of enforcement services and made 581 enforcement contacts during Q1.

COVID-19 Impacts:

After SIP orders were issued in March 2020, traffic volumes in the express lanes decreased by approximately 60 percent. In response to the decreased usage, toll rates were rolled back to January 2018 levels, with maximum tolls of \$13 for westbound travel and \$9.50 for eastbound travel, which were lower than the pre-COVID maximums of \$14 and \$13, respectively. Staff increased the eastbound dynamic pricing cap back to the January 2019 maximum of \$12 in February 2021 to manage rebounding express lane congestion. Staff returned the eastbound dynamic pricing cap back to the January 2020 level of \$13 in September 2021 to ensure continued management of the express lanes. Staff continue to monitor traffic volumes and manage congestion in both directions.

I-580 express lane usage in Q4 and Q1 is rebounding towards pre-COVID levels, however there are directional disparities. Total average daily traffic volumes increased 40% compared to Q4 of FY19-20, but remain 7% lower than Q4 FY18-19 levels. Westbound express lane traffic during the peak period saw the greatest decline from Q4 of FY 18-19 to FY 19-20 (a drop of 50%), yet also saw the largest percentage increase (+43%) from Q4 of 19-20 to FY 20-21 of either direction or facility. Eastbound express lane peak period traffic increased just 21% over Q4 of FY 19-20, but is now 6% lower than Q4 FY 18-19 levels compared to 17% lower in the westbound express lanes. Gains in express lane traffic volumes outpaced the year-over-year change in general purpose lane traffic for both

directions of travel. Traffic speeds have dropped from 2020 highs, yet remain elevated above pre-COVID levels in both directions, which accounts for the relative improvement in eastbound traffic density from pre-COVID levels despite comparable volumes.

Fiscal Impact: There is no fiscal impact. This is an information item only.

Attachment:

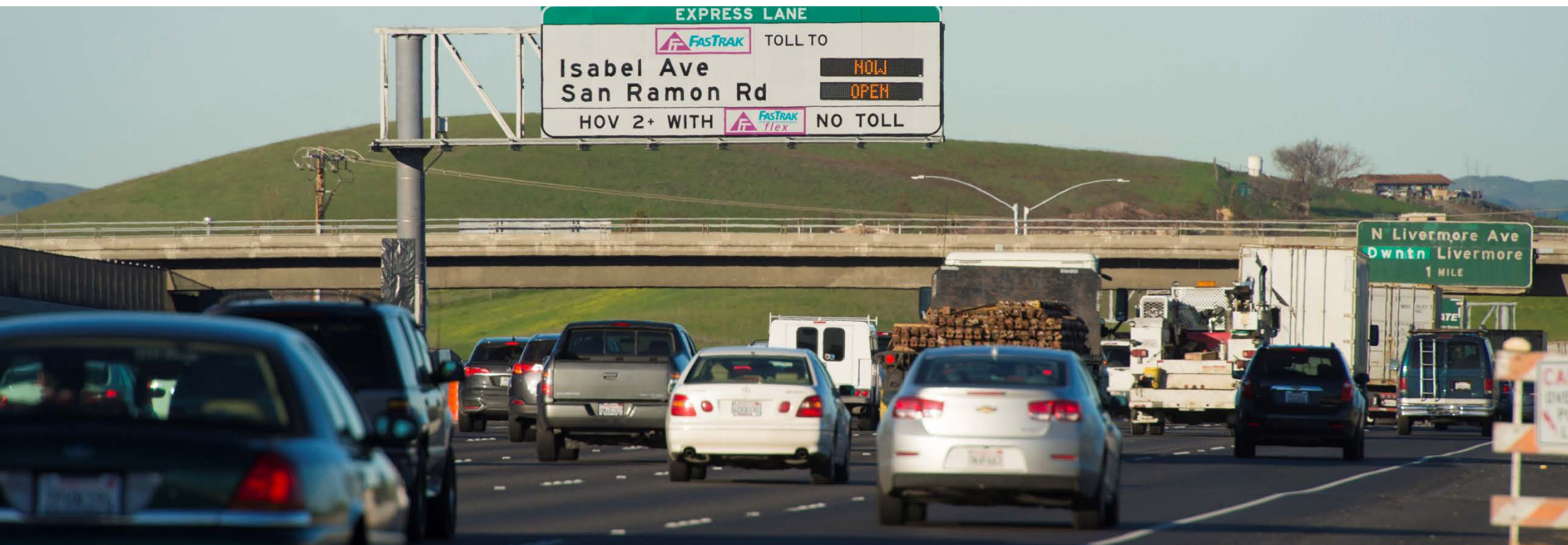
- A. I-580 Express Lane Operations Update (FY 2020-21 Q4 and FY 2021-22 Q1)



ALAMEDA COUNTY TRANSPORTATION COMMISSION

I-580 Express Lanes

Quarterly Operations Update

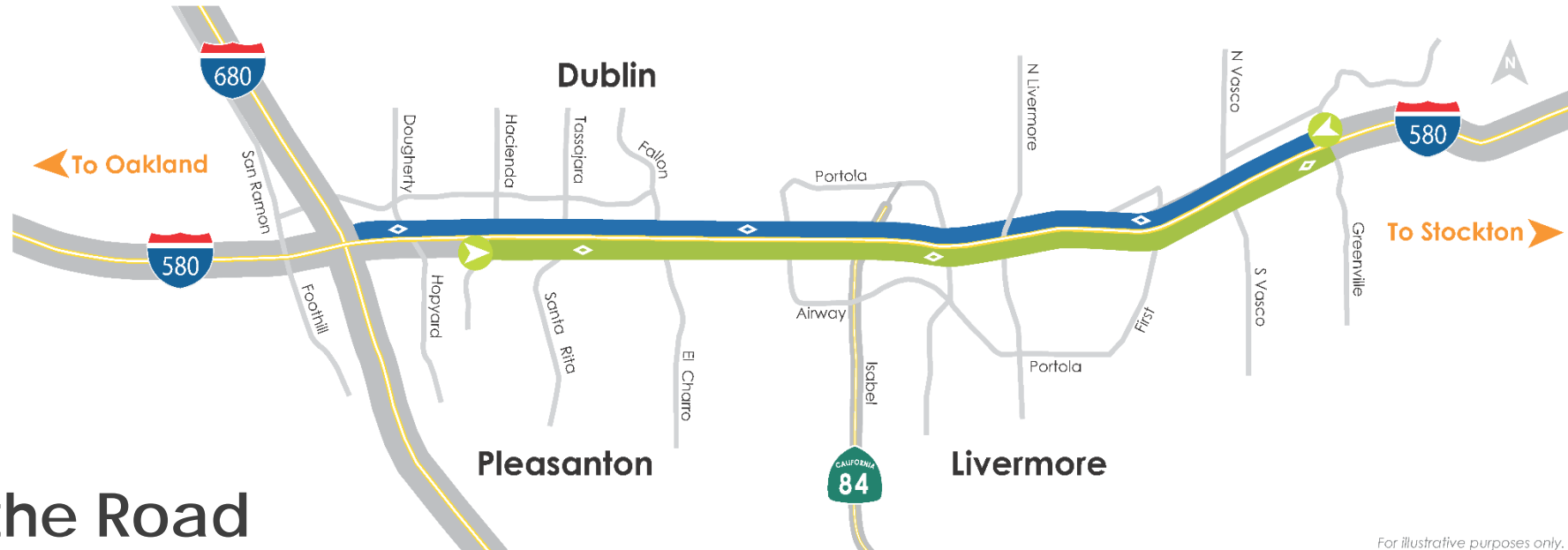


TOLL-PAYING
VEHICLES



TRANSIT

I-580 Express Lane Overview



Rules of the Road

- Hours are 5 AM – 8 PM, Monday through Friday
- FasTrak® is required for all users
- Carpools (2+), motorcycles, transit buses, and eligible Clean-Air Vehicles (CAV)* travel toll-free with FasTrak Flex set to HOV 2 or HOV3+

* Policy to charge single-occupant CAVs a 50% toll will be implemented in 2022 with prior outreach to notify the public of the change.

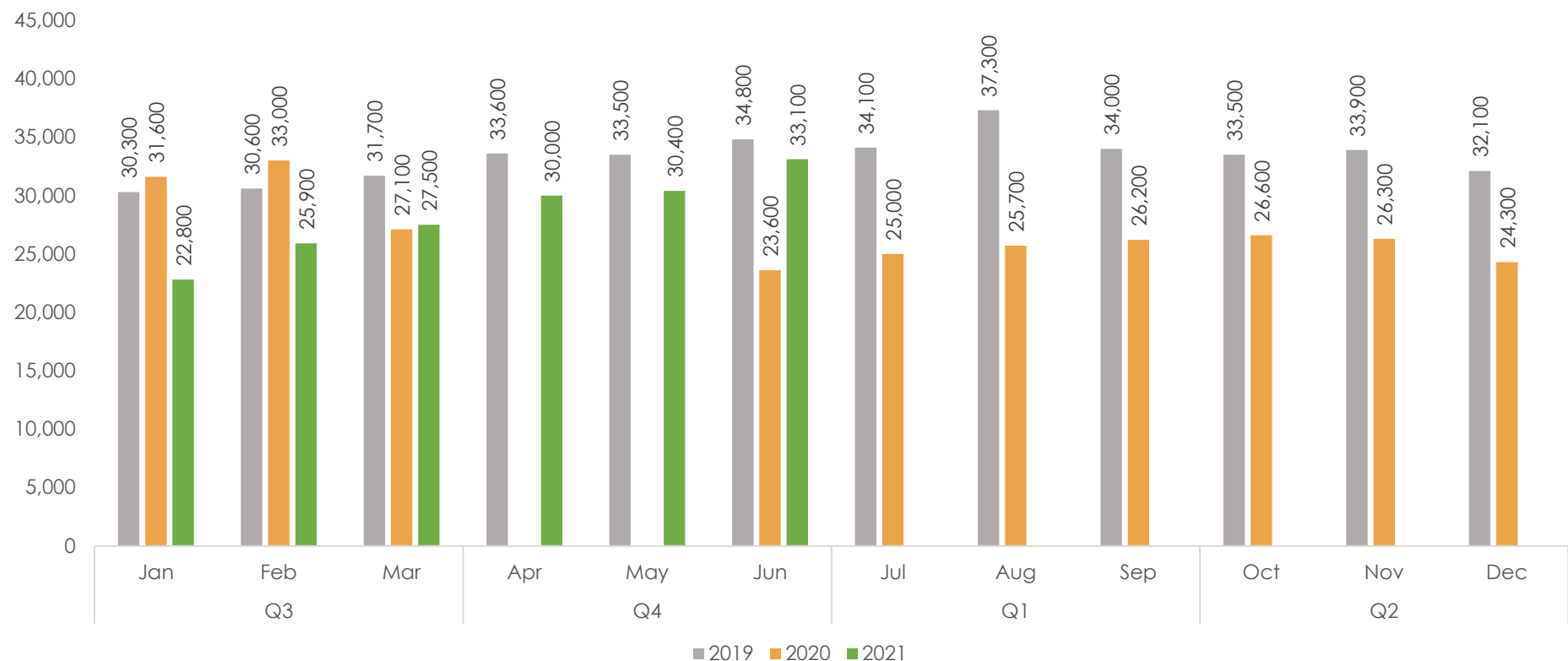
FY 20-21 Q4 Performance Highlights

- Motorists made over 1,997,000 express lane trips during operational hours in Q4. Daily express lane trips averaged 31,200, a 32% increase from the same quarter in the prior fiscal year.*
 - Paid trips totaled 1,036,000, or 16,200 trips per day, which is a 27% increase over the same quarter of the previous fiscal year.
 - Toll-free trips made up 48% of all trips, which is an increase over the 46% observed in the same quarter of the previous fiscal year.
- Generally, express lane users experienced better traffic conditions than the general purpose lanes, particularly during peak commute hours.
 - Westbound peak period (6 AM - 9 AM) express lane speeds averaged 70 miles per hour (mph) and users experienced average level of service (LOS) B throughout the corridor.
 - Eastbound peak period (3 PM - 6 PM) express lane speeds averaged 61 mph and users experienced average LOS C throughout the corridor.
- The average assessed toll for single occupancy vehicle (SOV) motorists was \$2.07 and \$3.21 for westbound and eastbound, respectively.
- CHP performed 613 hours of enforcement services and made 670 enforcement contacts during Q4.

**Q4 of FY19-20, which is referenced in year-over-year comparisons throughout this update, consists of data from June 2020, as Express Lane operations were suspended throughout April and May due to the COVID-19 pandemic.*

Average Daily Express Lane Trips

Through FY 2020-2021 Q4



Q4 of FY 2020-2021

1,997,000
Total Trips

Avg. Daily Trips compared to
Q4 of FY 2019-20

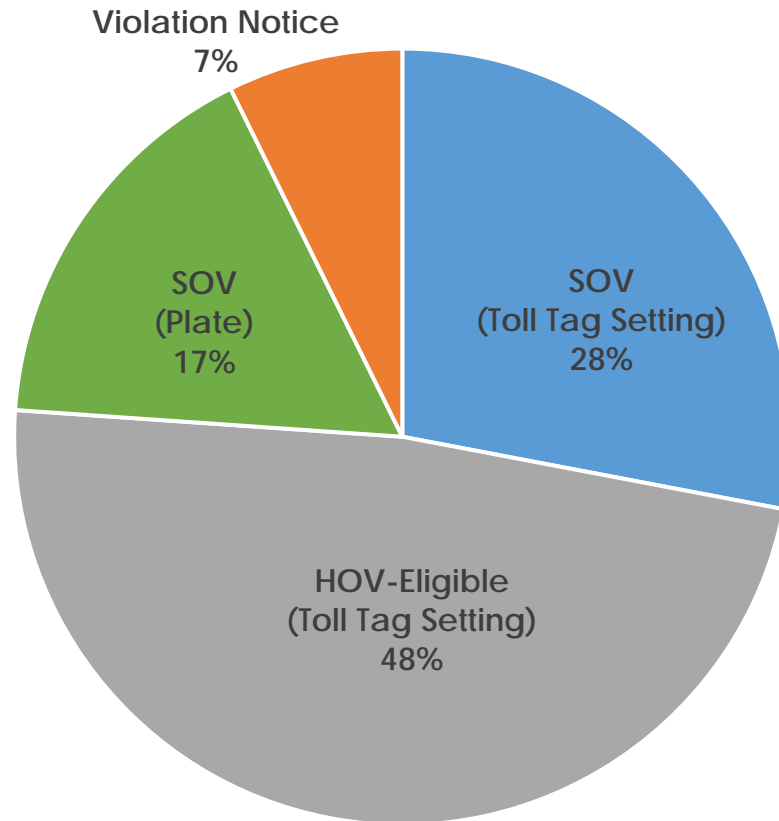
+32%

Note: Express Lane tolling operations were suspended between 3/20/20 and 6/1/2020 in response to the COVID-19 public health crisis.

Over 40.6 million express lane trips have been taken during tolling hours since the I-580 Express Lanes opened in February 2016. Of those, a total of 1,997,000 trips took place during Q4 of FY 2020-2021. Express Lanes saw an average of 31,200 trips per day, which represents a 32% increase compared to Q4 of FY 2019-2020.

Typical Express Lane Trip User Breakdown

FY 2020-2021 Q4

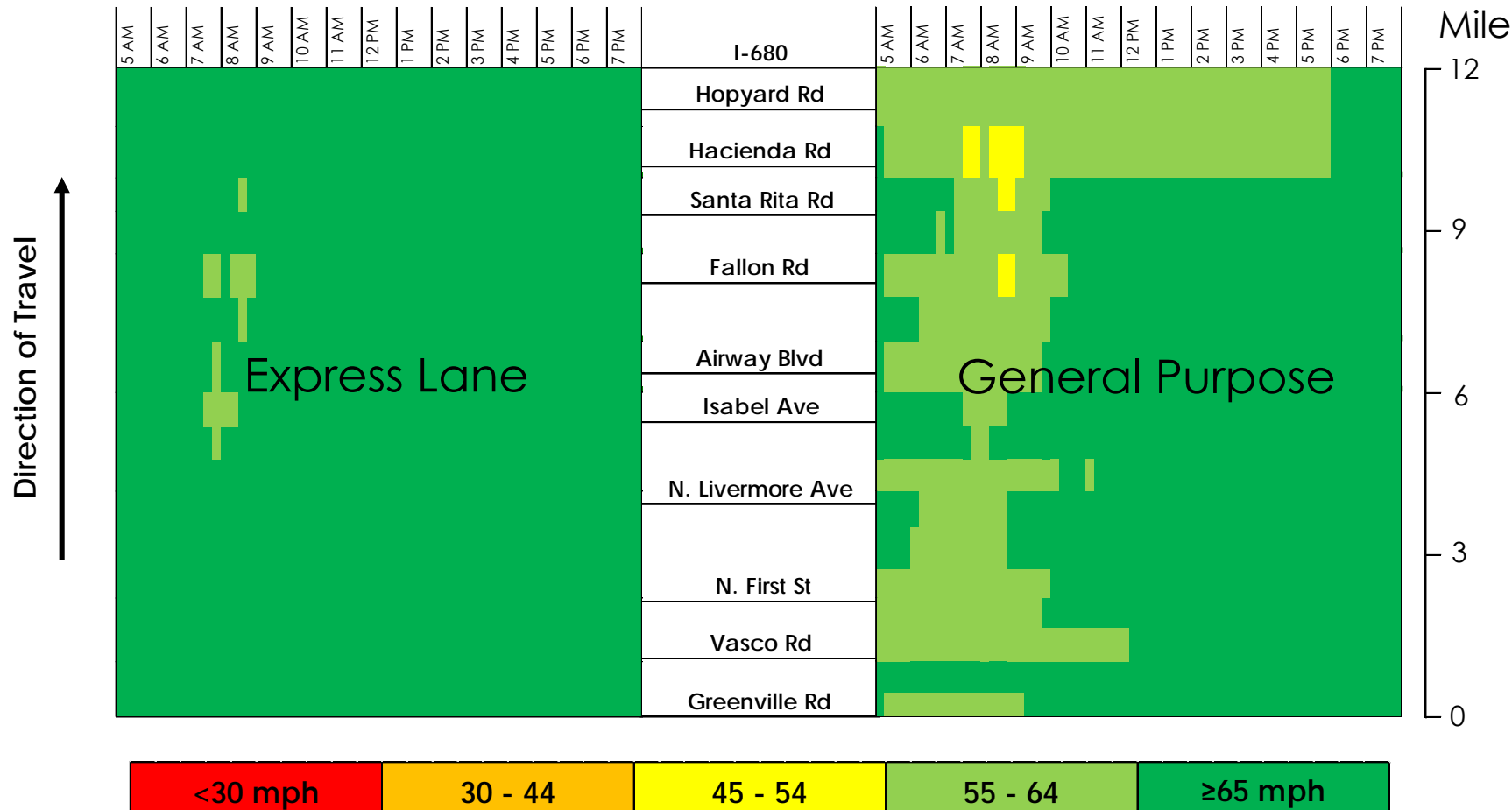


Toll-free trips made up 48% of all trips in Q4, a 2% increase from Q4 of the previous fiscal year. It is not yet clear if the pandemic will have a lasting impact on carpooling in the region.

During Q4, 69% of all trips taken by users without a toll tag were assessed tolls via FasTrak account. All others were issued violation notices.

Westbound I-580 Corridor Speed Heat Maps

FY2020-2021 Q4

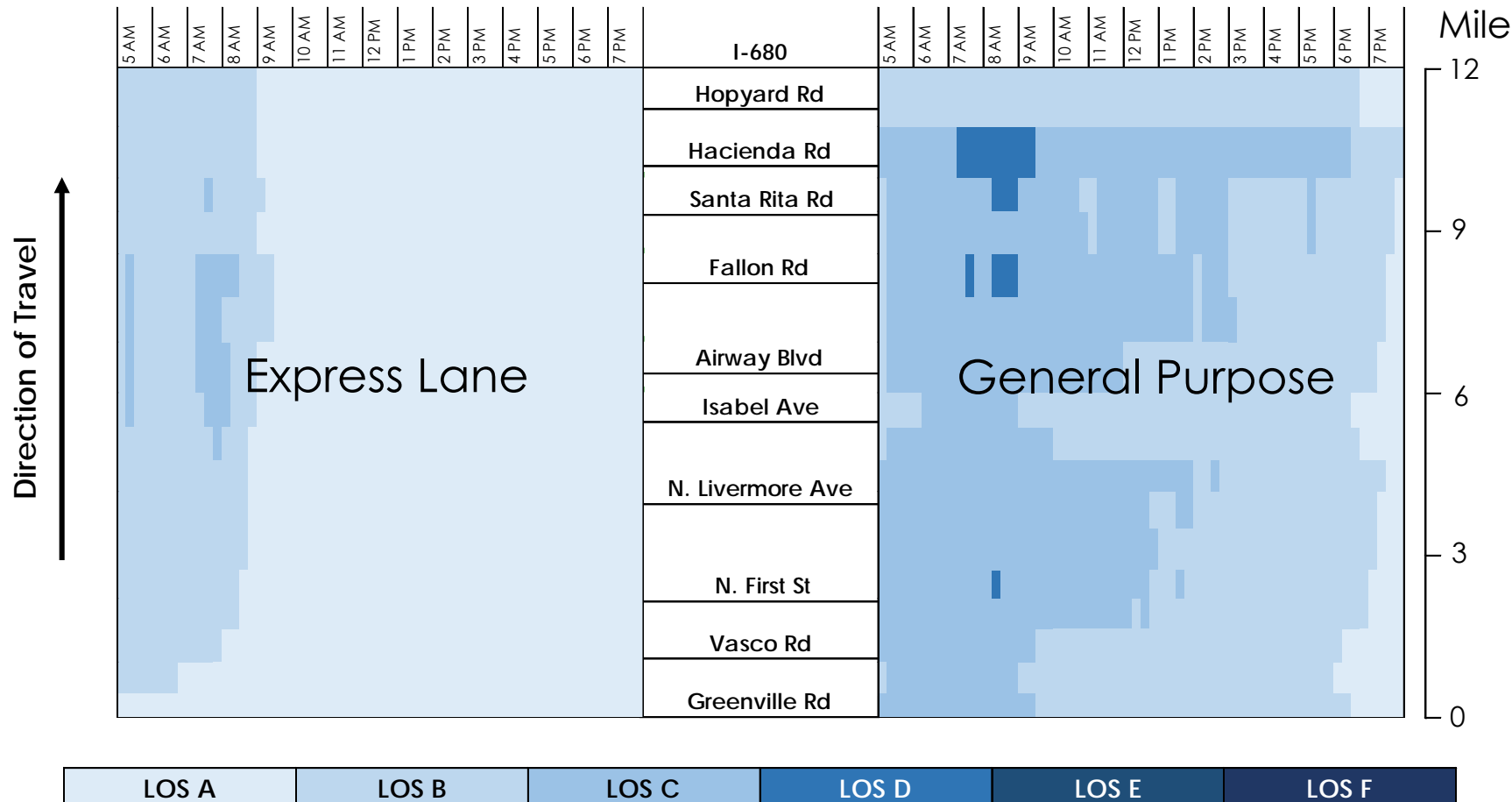


Express lanes average 6 – 9 mph faster than general purpose lanes depending on the time of day and location within the corridor.

Express Lane speeds average 70 mph during the morning commute period, versus 61.5 mph in the general purpose lanes, and remain elevated at all other times throughout the corridor.

Westbound I-580 Corridor LOS Heat Maps

FY2020-2021 Q4

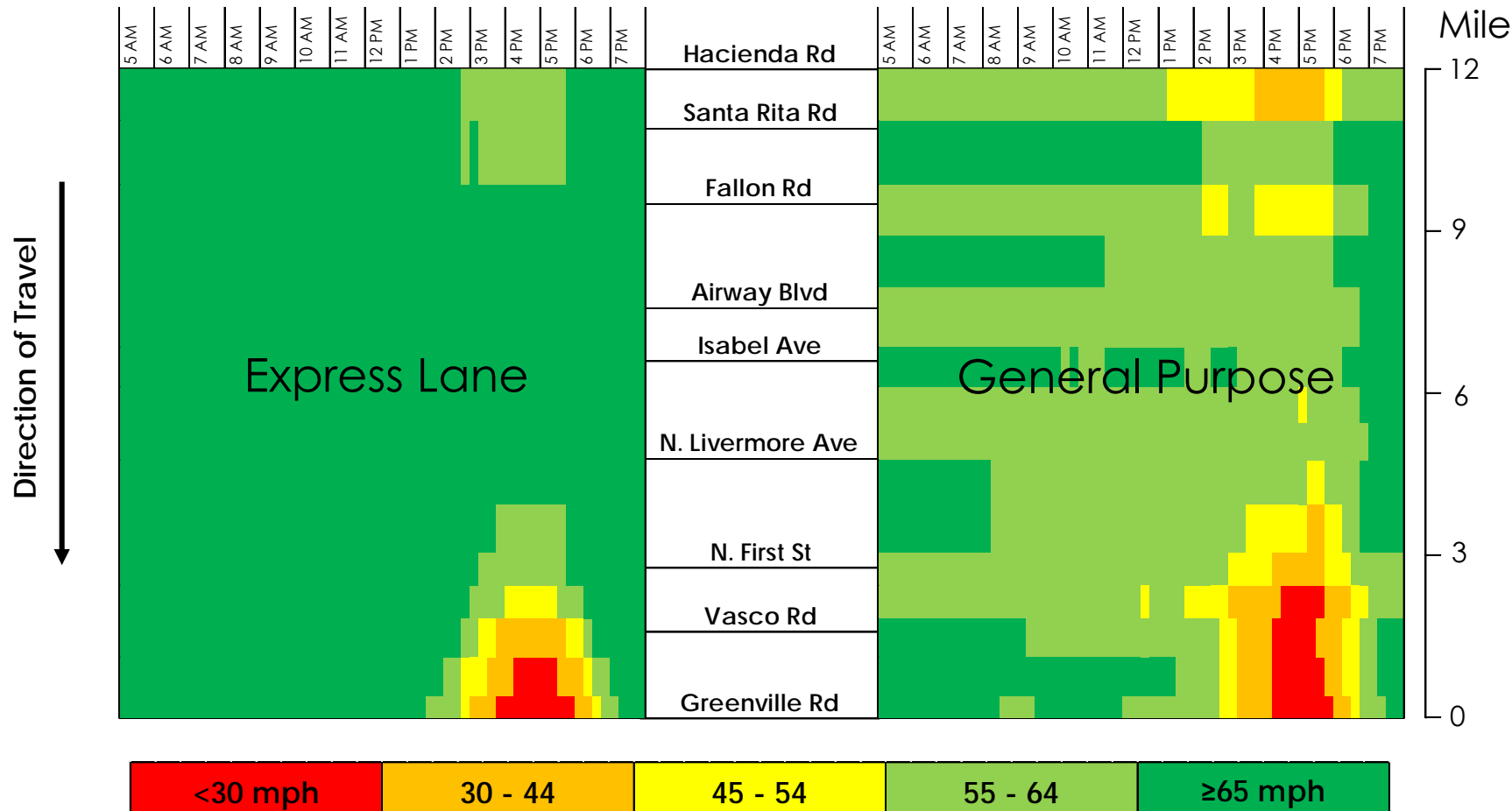


The westbound express lane generally performed at LOS A, except for the early morning hours when the lanes performed at LOS B. Comparatively, the general purpose lanes performed at LOS C during the morning peak.

Increased speeds and lower westbound express lane traffic volumes have contributed to low levels of congestion during the pandemic.

Eastbound I-580 Corridor Speed Heat Maps

FY2020-2021 Q4

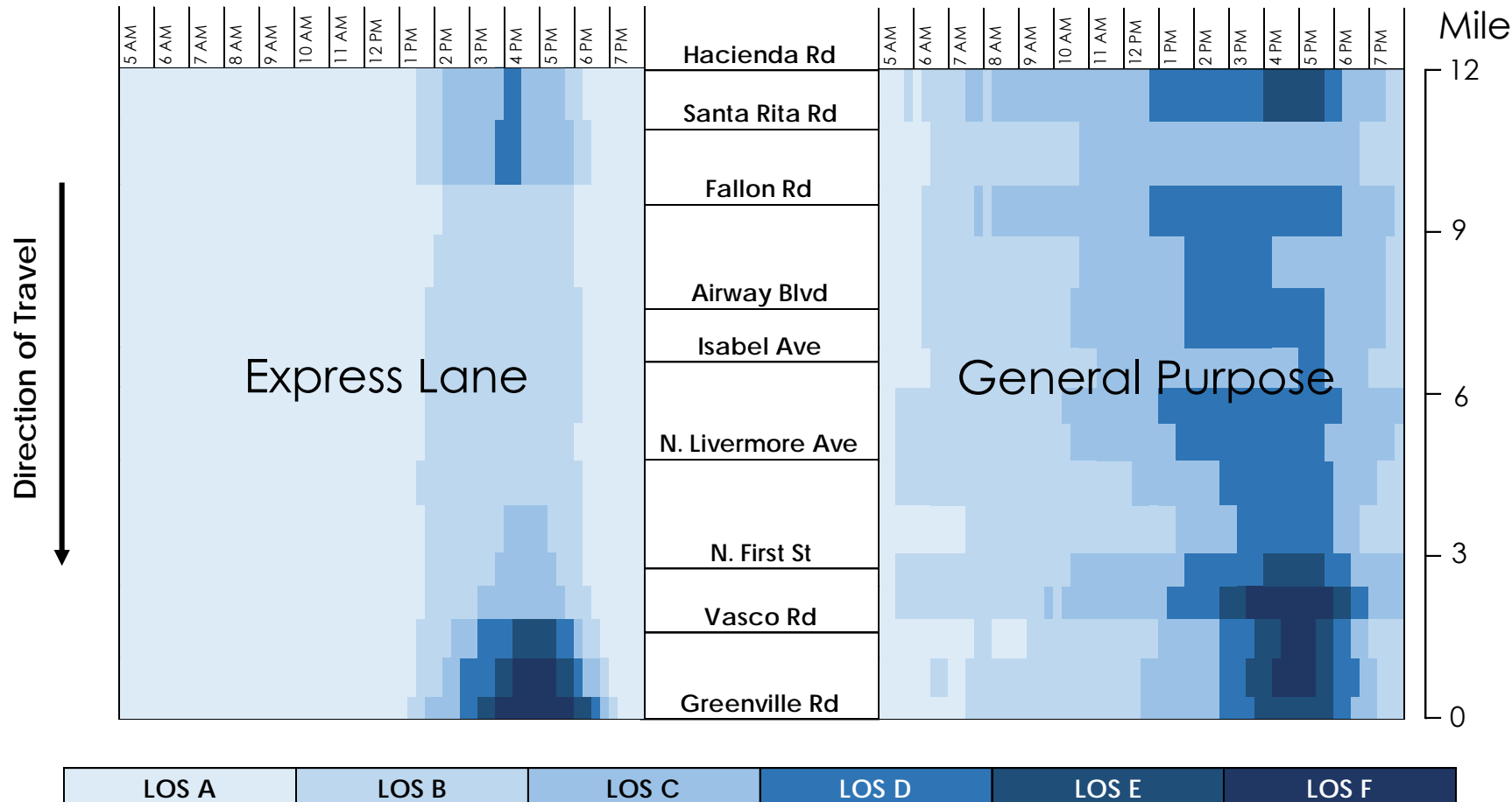


Express lanes average 8 – 12 mph faster than general purpose lanes depending on the time of day and location within the corridor.

Low speeds at Greenville Road result from congestion over the Altamont Pass that extends back along I-580 into the express lane corridor.

Eastbound I-580 Corridor LOS Heat Maps

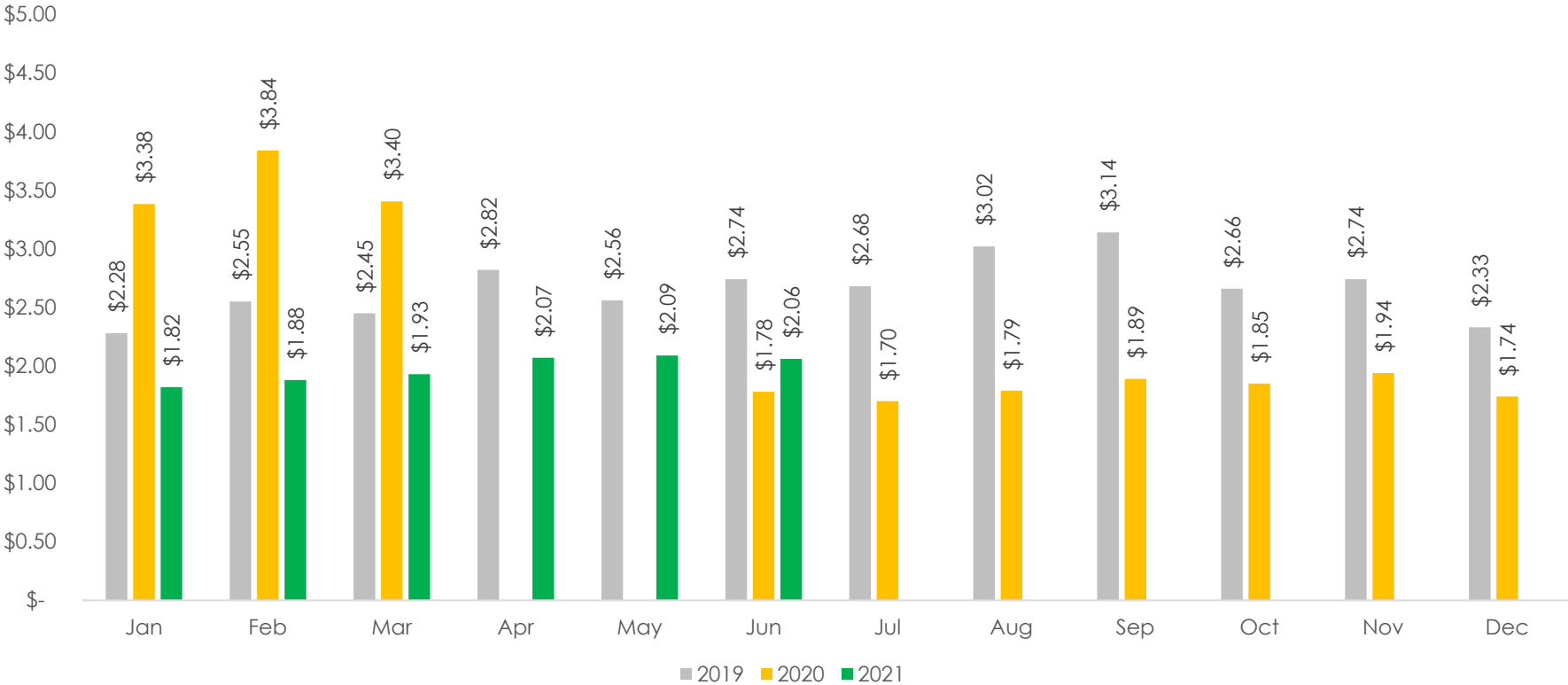
FY2020-2021 Q4



Express lanes performed at LOS C on average during the peak commute period, while the general purpose lanes averaged LOS D during the same period.

Heightened speeds have contributed to lower levels of traffic congestion during the pandemic despite the return of eastbound traffic volumes to pre-COVID levels.

I-580 Westbound Assessed Toll



The average toll paid during Q4 increased by 19 cents from Q3 of FY20-21, but remained lower than previous years with an average of \$2.07. The dynamic pricing algorithm reached the westbound cap of \$13 on one day during Q4.

FY 20-21 Q4:

Toll Cap:

\$13.00

Maximum Posted Toll Rate:

\$13.00

(1 of 64 days)

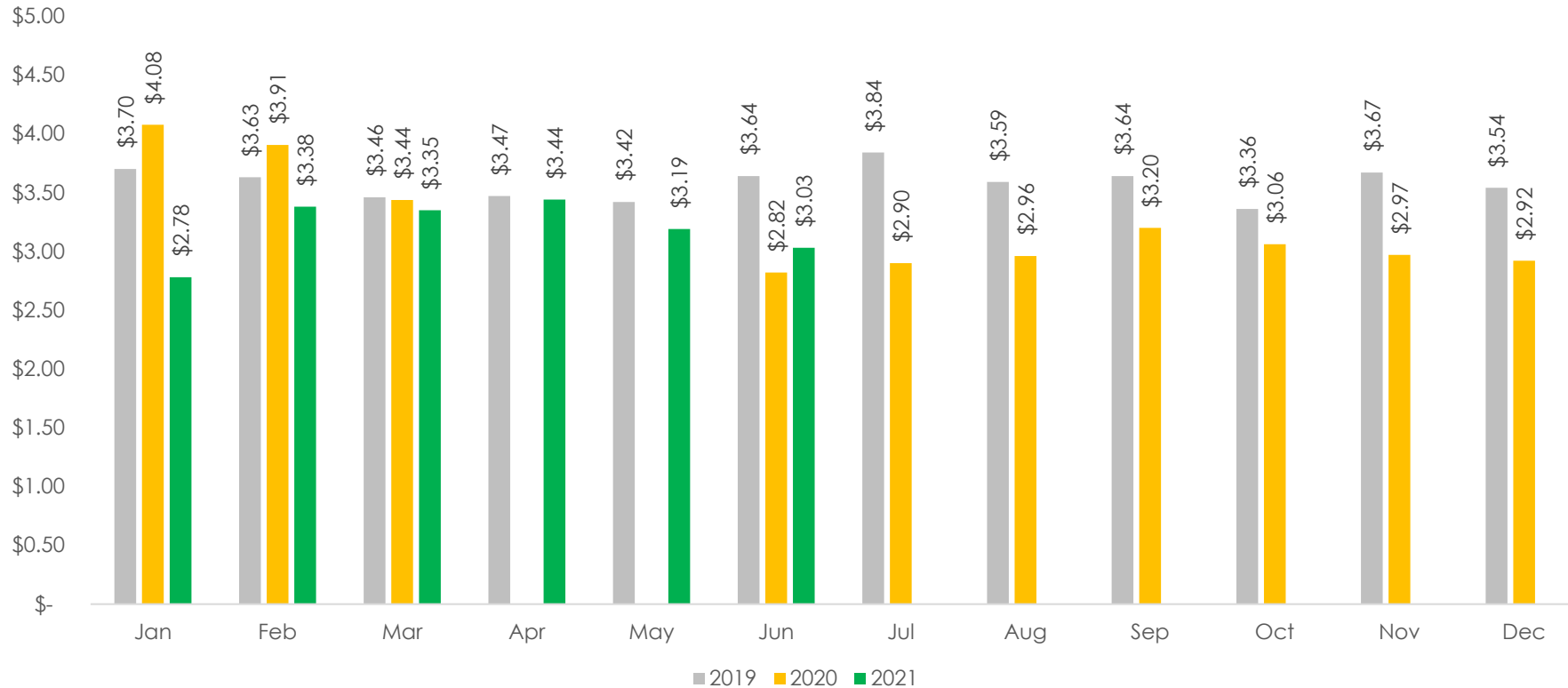
Percent paying \$13.00
(Maximum Toll):

0.01%

Average Assessed Toll:

\$2.07

I-580 Eastbound Assessed Toll



The average toll paid decreased slightly over the course of Q4, but remained roughly on par with pre-pandemic levels at an average of \$3.21 for the quarter. The pricing cap on eastbound tolls was raised to \$12 in February 2021; just 0.9% of toll-paying users paid this rate in Q4.

FY 20-21 Q4:

Toll Cap:

\$12

Maximum Posted Toll Rate:

\$12

(32 of 64 days)

Percent paying \$12.00
(Maximum Toll):

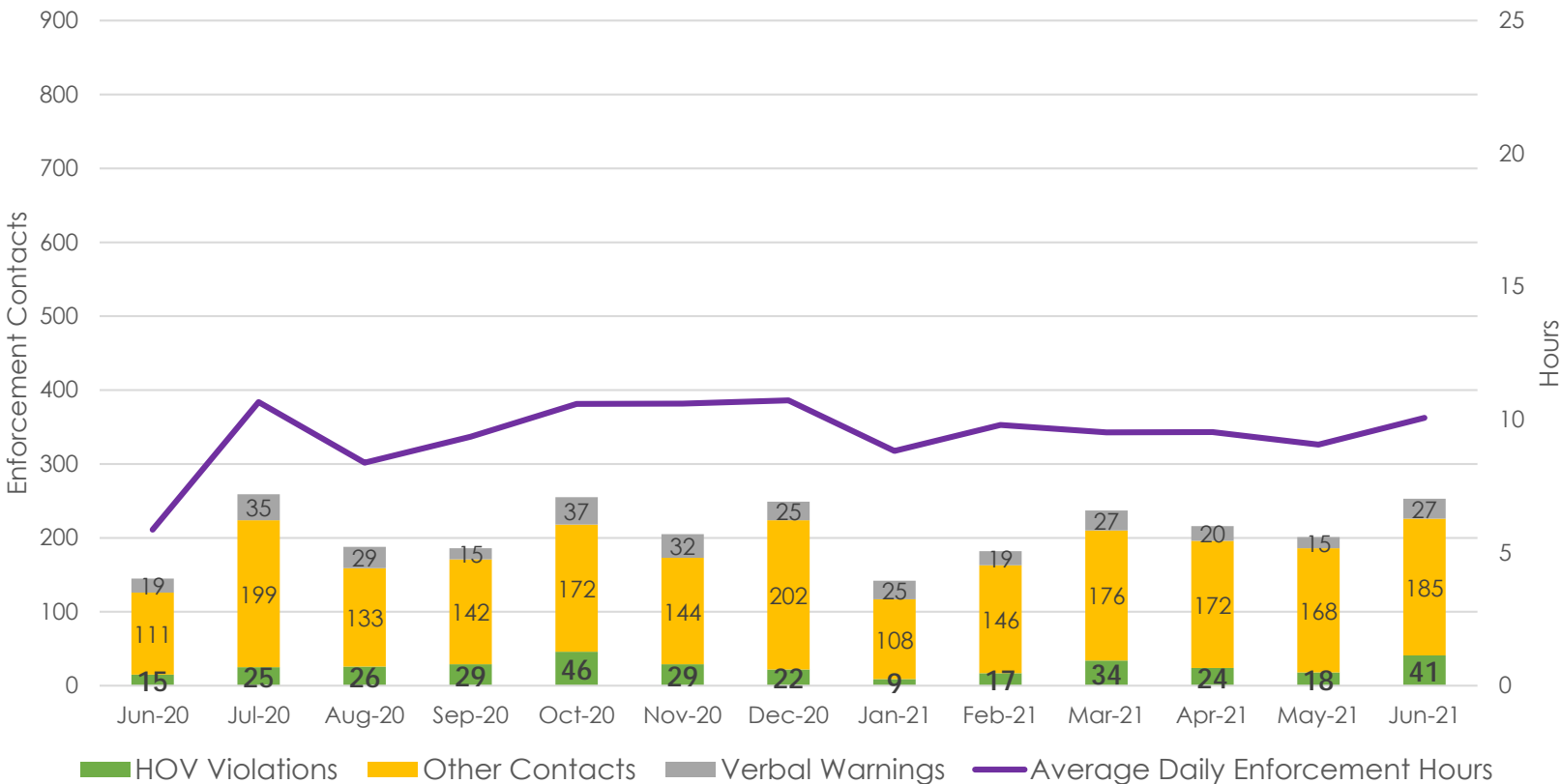
0.9%

Average Assessed Toll:

\$3.21

I-580 CHP Enforcement

June 2020 – June 2021



Note: Enforcement activities were put on hold when tolling operations were suspended in March 2020 due to the COVID-19 public health crisis, and resumed with the resumption of tolling in June 2020.



Average cost
per CHP contact in Q4:

\$110

The California Highway Patrol provides enforcement of the I-580 Sunol Express Lanes. CHP recorded 670 enforcement contacts in FY 20-21 Q4, 12% of which resulted in toll evasion violations.

COVID-19 Impacts: Daily Trips & Tolls

Averages	Apr – Jun 2020 (Q4 FY19-20)*	Apr – Jun 2021 (Q4 FY20-21)	% Change
Avg. Daily EL Traffic Volume	214,500	301,200	+40%
Avg. Daily EL Trips	23,600	31,200	+32%
Share of Toll-Free Trips	46%	48%	+2%
Average Assessed Toll	\$1.78 WB \$2.82 EB	\$2.07 WB \$3.21 EB	+16% +14%
Maximum Posted Toll	\$10.25 WB \$9.50 EB	\$13.00 WB \$12.00 EB	+27% +26%

*Excludes data from 4/1/20 – 5/31/20, when tolling operations were suspended due to the COVID-19 public health crisis.

The I-580 Express Lanes average daily traffic grew 40% from Q4 of the previous fiscal year, during the height of the region's first Shelter-in-Place (SIP) order.

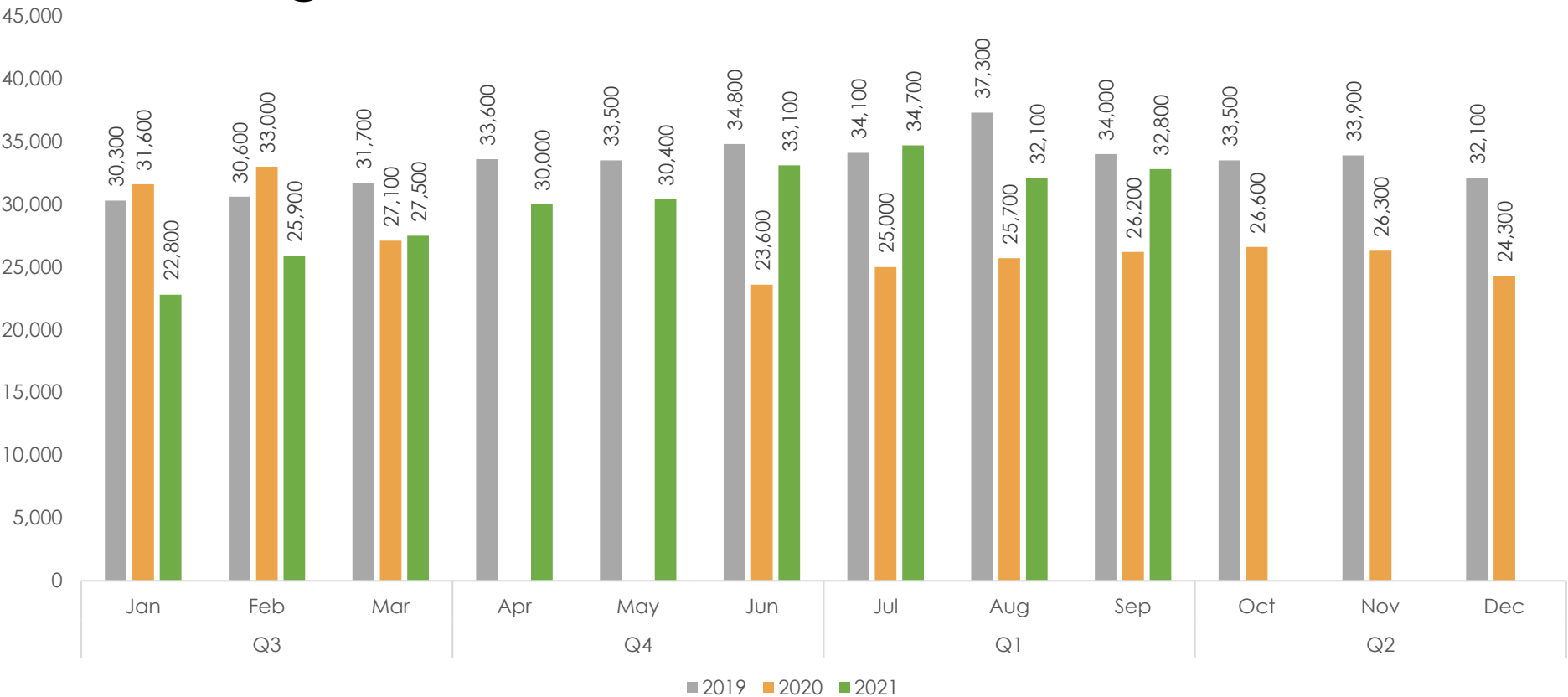
An increase in the number of daily express lane trips and traffic volumes combined with increased fares has raised average assessed tolls by approximately 15% for both directions from Q4 of FY 19-20.

FY 21-22 Q1 Performance Highlights

- Motorists made nearly 2,157,000 express lane trips during operational hours in Q1. Daily express lane trips averaged 33,200, a 29% increase from the same quarter in the prior fiscal year.
 - Paid trips totaled 1,115,000, or 17,200 trips per day, which is a 24% increase over the same quarter of the previous fiscal year.
 - Toll-free trips made up 48% of all trips, which is an increase over the 46% observed in the same quarter of the previous fiscal year.
- Generally, express lane users experienced better traffic conditions than the general purpose lanes, particularly during peak commute hours.
 - Westbound peak period (6 AM - 9 AM) express lane speeds averaged 67 miles per hour (mph) and users experienced average level of service (LOS) B throughout the corridor.
 - Eastbound peak period (3 PM - 6 PM) express lane speeds averaged 61 mph and users experienced average LOS C throughout the corridor.
- The average assessed toll for single occupancy vehicle (SOV) motorists was \$2.22 and \$3.17 for westbound and eastbound, respectively.
- CHP performed 559 hours of enforcement services and made 581 enforcement contacts during Q1.

Average Daily Express Lane Trips

Through FY 2021-2022 Q1



Q1 of FY 2021-2022

2,157,000

Total Trips

Avg. Daily Trips compared to
Q1 of FY 2020-21

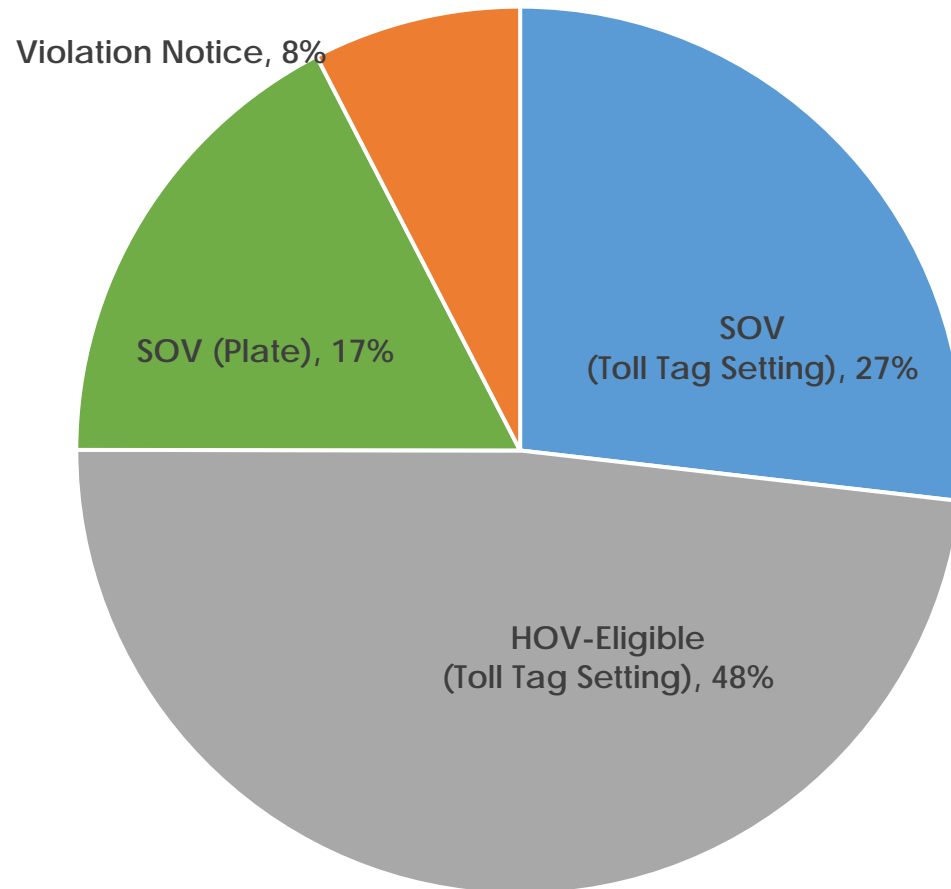
+29%

Note: Express Lane tolling operations were suspended between 3/20/20 and 6/1/2020 in response to the COVID-19 public health crisis.

Over 42.8 million express lane trips have been taken during tolling hours since the I-580 Express Lanes opened in February 2016. Of those, a total of 2,157,000 trips took place during Q1 of FY 2021-2022. Express Lanes saw an average of 33,200 trips per day, which represents a 29% increase compared to Q1 of FY 2020-2021.

Typical Express Lane Trip User Breakdown

FY 2021-2022 Q1

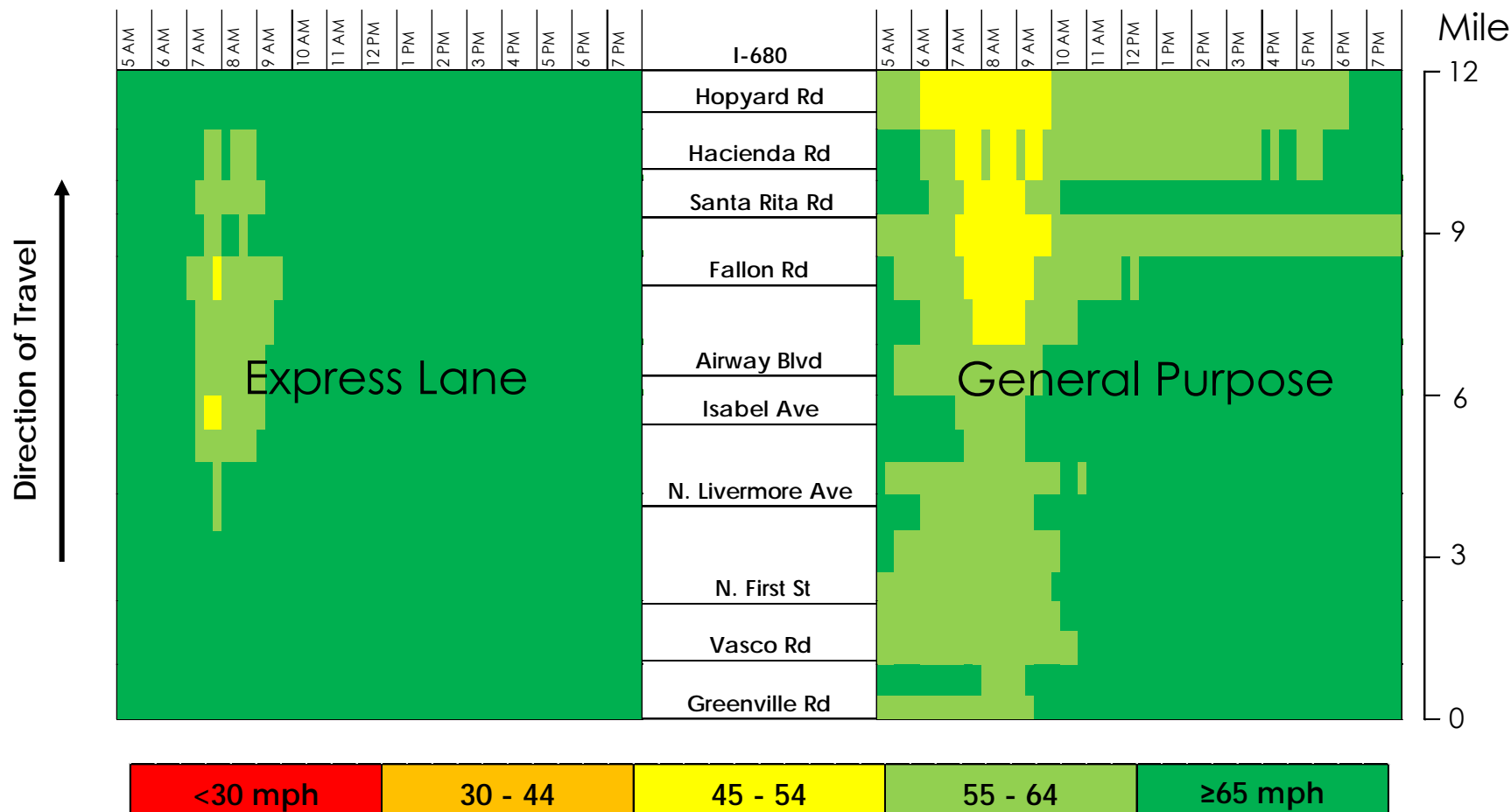


Toll-free trips made up 48% of all trips in Q1, a 2% increase from Q1 of the previous fiscal year.

During Q1, 70% of all trips taken by users without a toll tag were assessed tolls via FasTrak account. All others were issued violation notices.

Westbound I-580 Corridor Speed Heat Maps

FY2021-2022 Q1

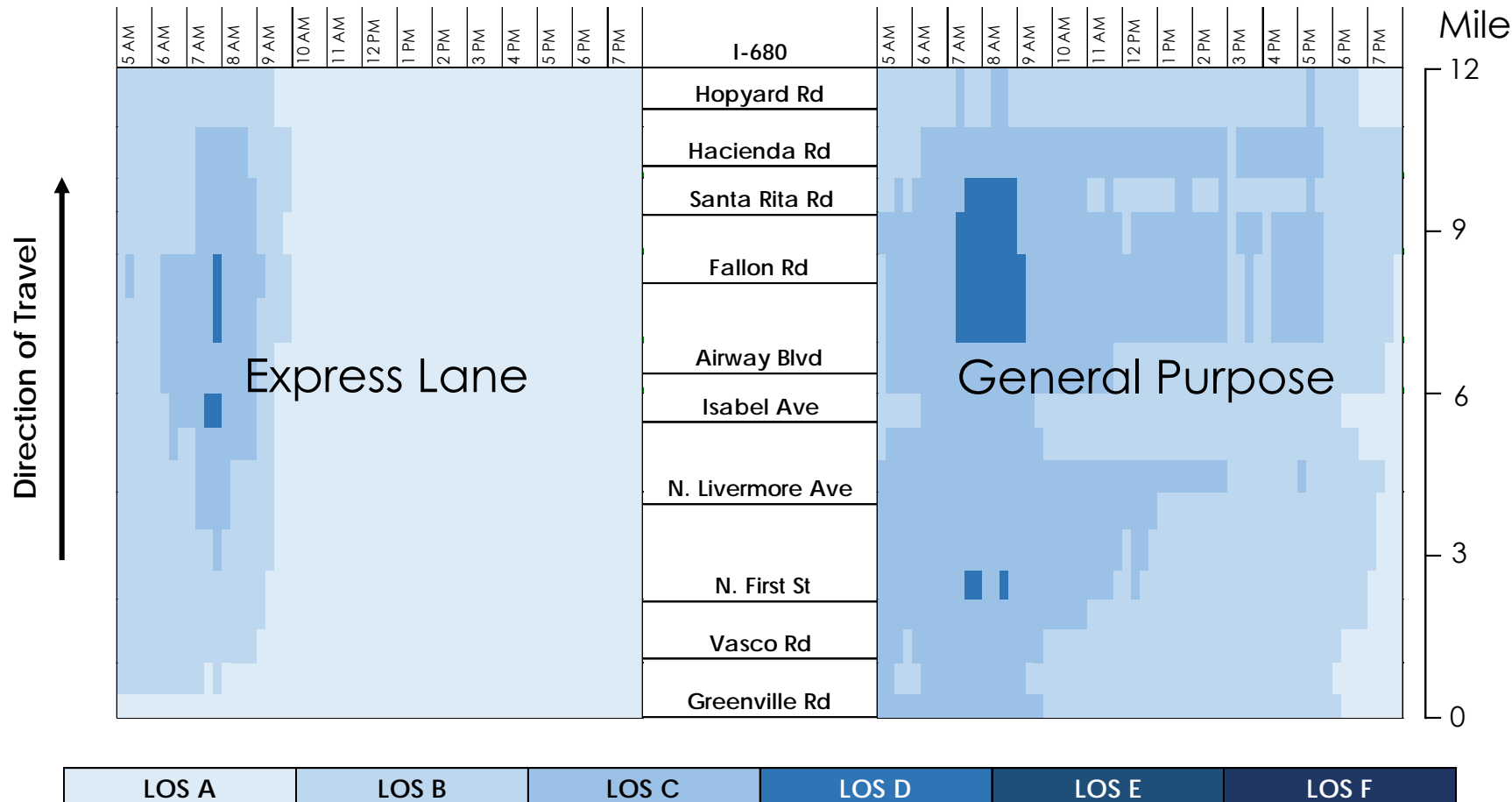


Express lanes average 6 – 9 mph faster than general purpose lanes depending on the time of day and location within the corridor.

Express Lane speeds average 67 mph during the morning commute period, versus 59 mph in the general purpose lanes, and remain elevated at all other times throughout the corridor.

Westbound I-580 Corridor LOS Heat Maps

FY2020-2021 Q4

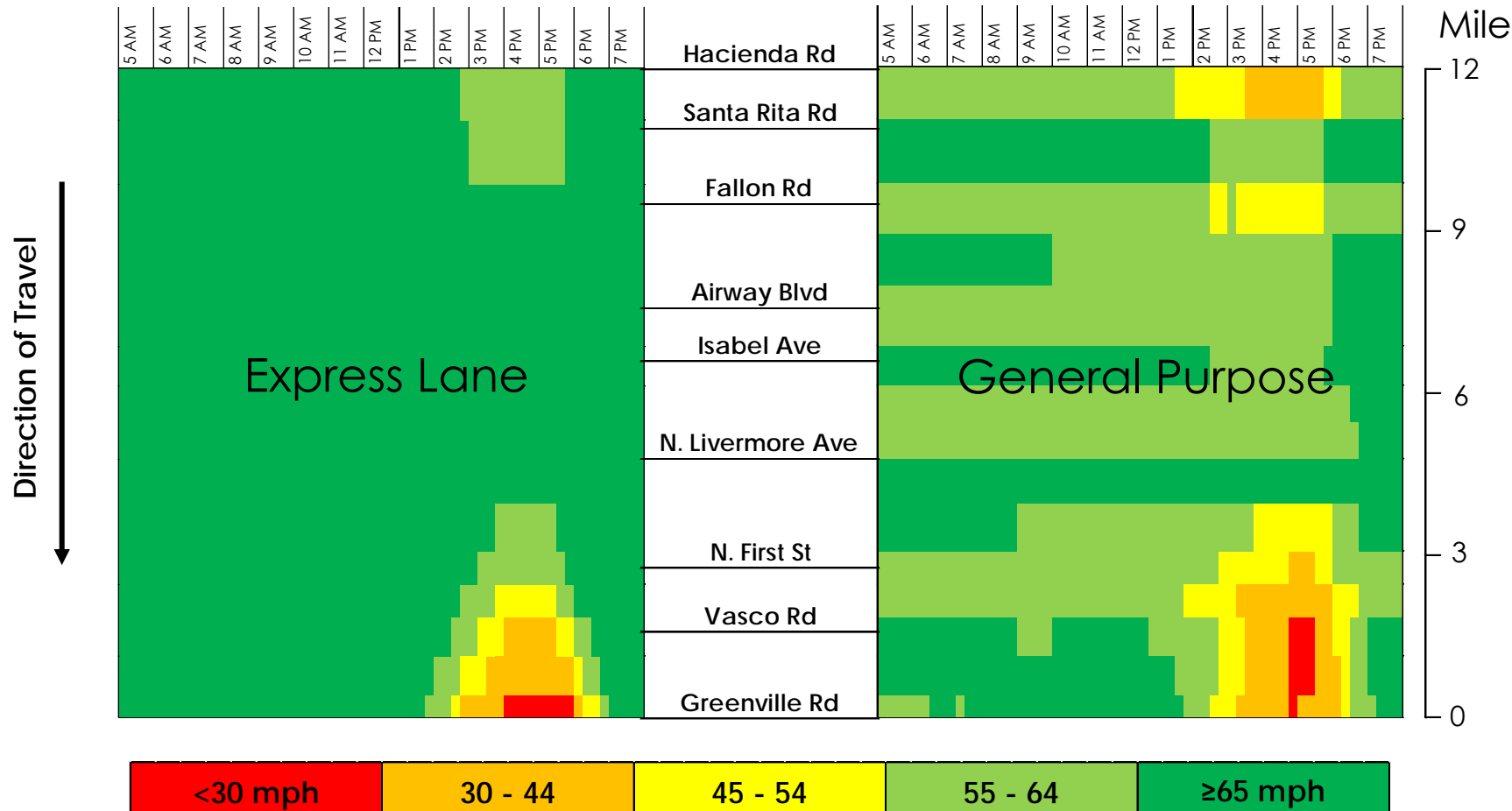


The westbound express lane generally performed at LOS A, except for the early morning hours when the lanes performed at LOS B. Comparatively, the general purpose lanes performed at LOS C during the morning peak.

Increased speeds and lower westbound express lane traffic volumes have contributed to low levels of congestion during the pandemic.

Eastbound I-580 Corridor Speed Heat Maps

FY2020-2021 Q4

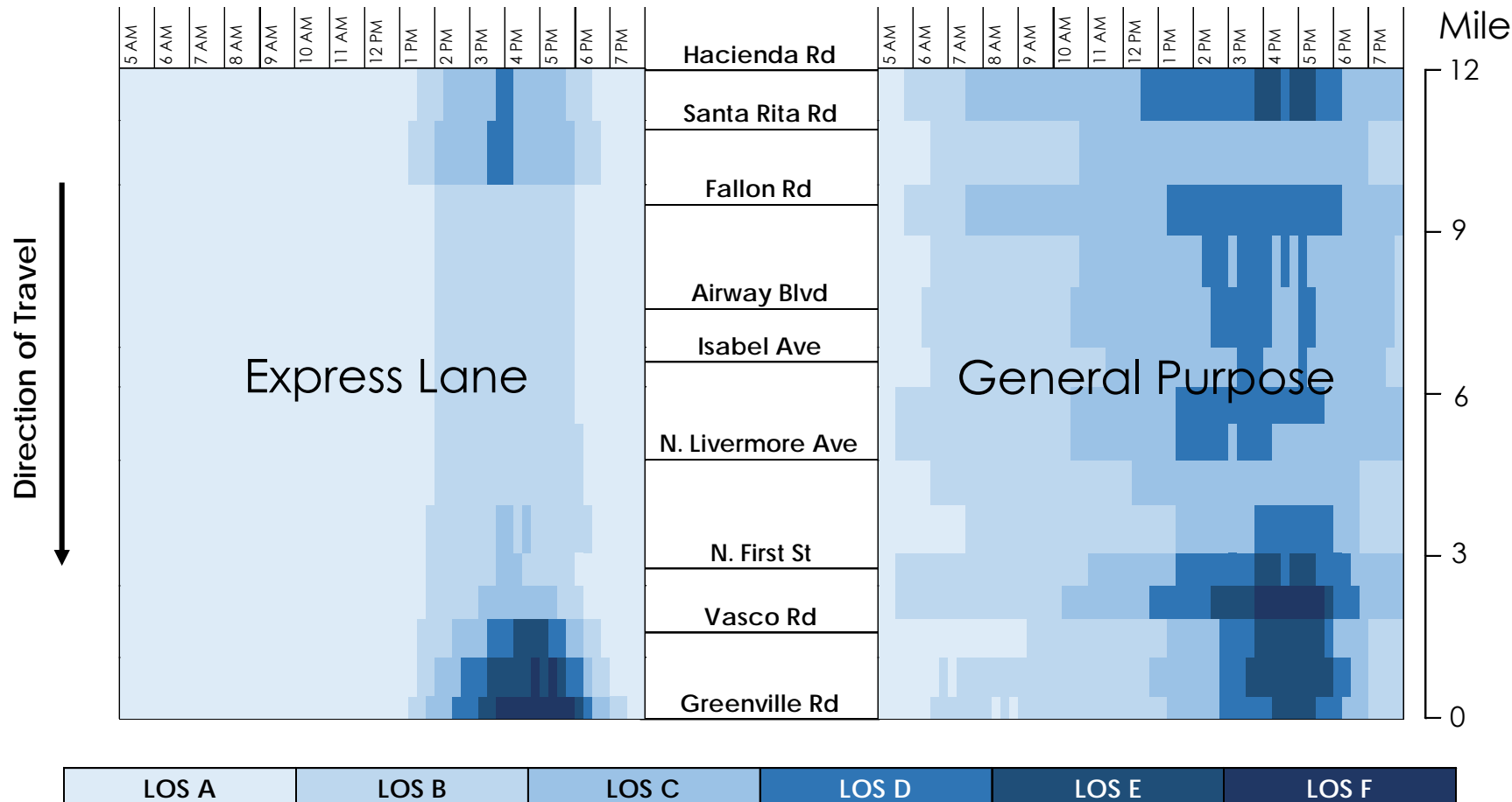


Express lanes average 6 – 10 mph faster than general purpose lanes depending on the time of day and location within the corridor.

Low speeds at Greenville Road result from congestion over the Altamont Pass that extends back along I-580 into the express lane corridor.

Eastbound I-580 Corridor LOS Heat Maps

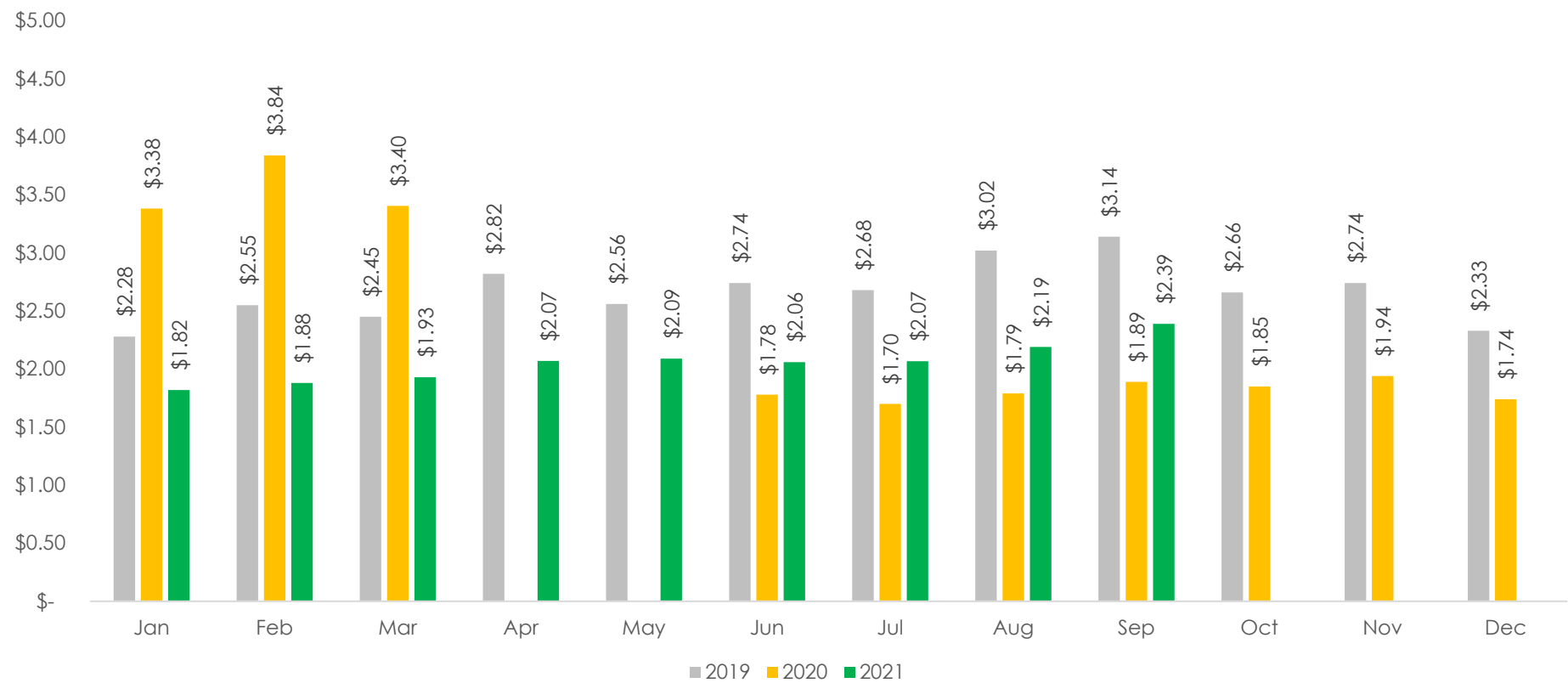
FY2020-2021 Q4



Express lanes performed at LOS C on average during the peak commute period, while the general purpose lanes averaged LOS D during the same period.

Heightened speeds have contributed to lower levels of traffic congestion during the pandemic despite the return of eastbound traffic volumes to pre-COVID levels.

I-580 Westbound Assessed Toll



The average toll paid during Q1 increased by 15 cents from Q4 of FY20-21, but remained lower than previous years with an average of \$2.22. The dynamic pricing algorithm reached it's highest toll of Q1, which was \$12.75, on one day.

FY 21-22 Q1:

Toll Cap:

\$13.00

Maximum Posted Toll Rate:

\$12.75

(1 of 65 days)

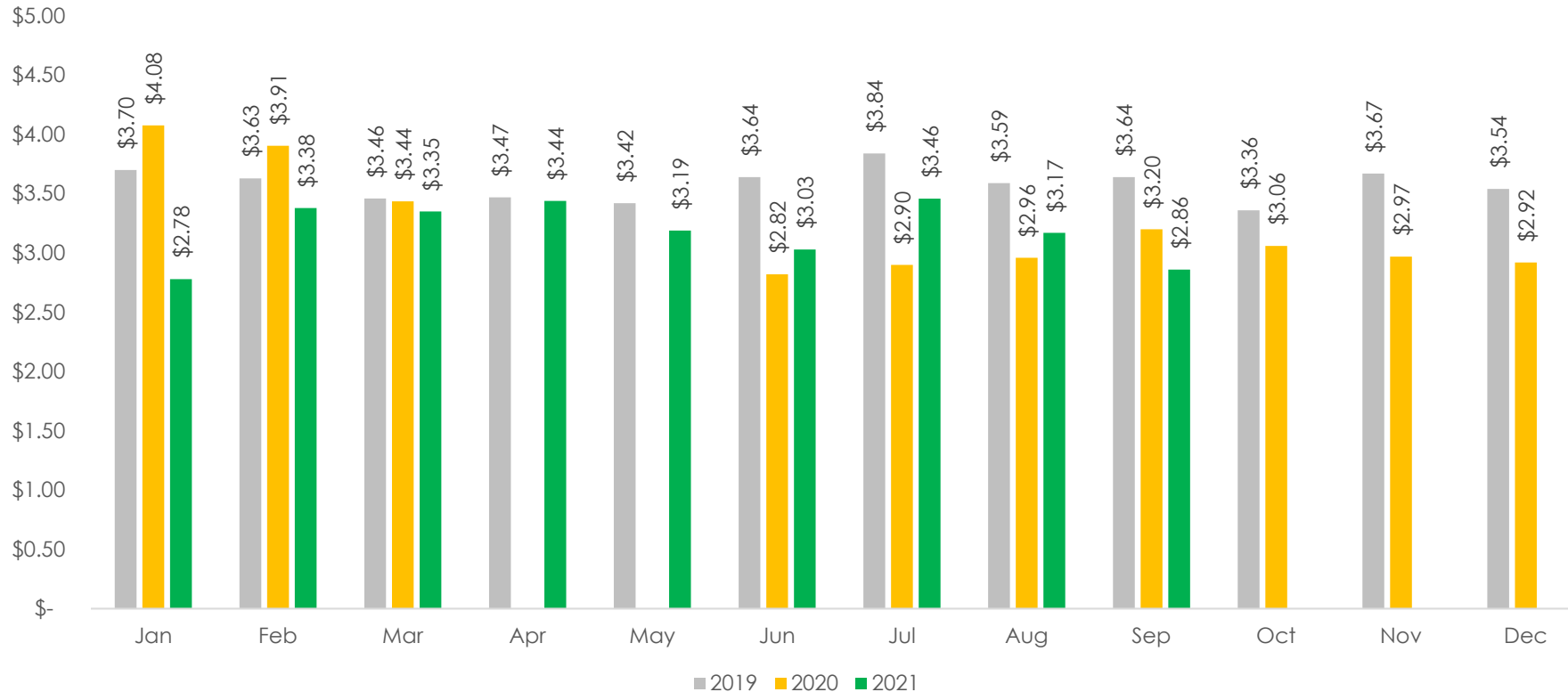
Percent paying \$12.72
(Maximum Toll):

0.04%

Average Assessed Toll:

\$2.22

I-580 Eastbound Assessed Toll



The average toll paid decreased slightly over the course of Q1, but remained roughly on par with pre-pandemic levels at an average of \$3.17 for the quarter. The pricing cap on eastbound tolls was raised to \$13 in September 2021, but the maximum posted rate reached \$12.00 for Q1.

FY 21-22 Q1:

Toll Cap:

\$13.00

Maximum Posted Toll Rate:

\$12.00
(28 of 65 days)

Percent paying \$12.00
(Maximum Toll):

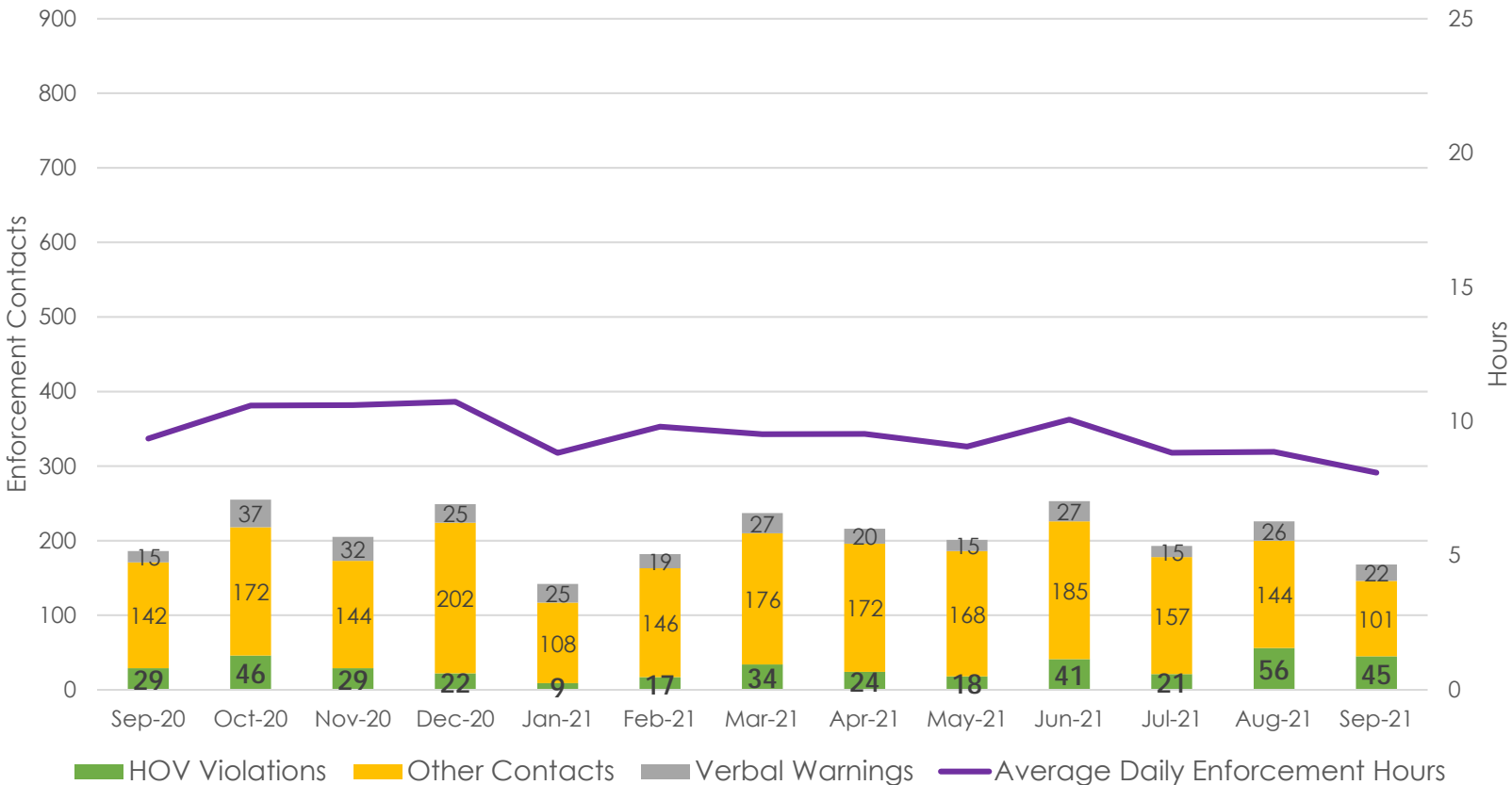
0.8%

Average Assessed Toll:

\$3.17

I-580 CHP Enforcement

Sep 2020 – Sep 2021



Average cost
per CHP contact in Q1:

\$120

The California Highway Patrol provides enforcement of the I-580 Sunol Express Lanes. CHP recorded 581 enforcement contacts in FY 21-22 Q1, 21% of which resulted in toll evasion violations.

COVID-19 Impacts: Daily Trips & Tolls

Averages	Jul – Sep 2020 (Q1 FY20-21)	Jul – Sep 2021 (Q1 FY21-22)	% Change
Avg. Daily EL Trips	25,600	33,200	+30%
Share of Toll-Free Trips	46%	48%	+2%
Average Assessed Toll	\$1.79 WB \$3.02 EB	\$2.22 WB \$3.17 EB	+24% +5%
Maximum Posted Toll	\$12.00 WB \$9.50 EB	\$12.75 WB \$12.00 EB	+6% +26%

An increase in the number of daily express lane trips combined with increased fares has raised average assessed tolls for both directions from Q1 of FY 20-21.

For more information, visit
www.AlamedaCTC.org/expresslanes



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Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

DATE: January 3, 2022

TO: Programs and Projects Committee

FROM: Gary Huisingsh, Deputy Executive Director of Projects
Wajahat Nyaz, Project Delivery Manager

SUBJECT: Approve actions associated with the Construction and Right of Way Phases of the I-80 Gilman Interchange Improvements Project

Recommendation

It is recommended that the Commission approve the following actions to facilitate construction of the I-80 Gilman Interchange Improvements Project:

1. Approve allocation of \$7,320,026 of Measure BB funds from the Congestion Relief, Local Bridge, Seismic Safety program (TEP-26) for the project as follows: \$3,437,692 for Construction Capital, \$3,499,871 for Right-of-Way (R/W), and \$382,463 for Construction Support.

Approximately \$2,637,692 of the requested construction capital amount is a "contingent reserve" that will only be used to award the Phase 2 construction contract to the second-lowest bidder (B2) in the event the low bidder (B1) is disqualified. The overall request will reduce to \$4,682,334 if the B1 bidder is qualified.

2. Authorize the Executive Director or designee to enter into all necessary agreements to achieve Project commitments.

Summary

Alameda CTC is the project sponsor for the I-80 Gilman Interchange Improvements project, a named capital project in the 2014 Transportation Expenditure Plan. The Project proposes to reconfigure the I-80 Gilman Interchange, located in northwest Berkeley near its boundary with the City of Albany, to improve mobility through the Gilman Street corridor and close the gap in local and regional bicycle facilities through the I-80/Gilman Interchange. The project fact sheet is included as Attachment A.

The Project is being constructed in two phases. Phase 1 of the project (\$22,840,500 construction contract) is constructing the Pedestrian/Bicycle bridge over I-80 and is actively in construction and is about 27% complete. Phase 2 of the project will construct two roundabouts at the Gilman Interchange and the associated connecting elements and include two partnership elements: A City of Berkeley sewer line and an East Bay Municipal Utility District (EBMUD) recycled water line. Phase 2 construction contract bids were opened on November 4, 2021, and Caltrans received seven bids ranging from \$25,231,718 to \$30,662,037. The apparent low bidder (B1) is at \$25,231,718 which is

\$1,894,723 or 8.1% above the Engineer's Estimate of \$23,336,997. Caltrans has reviewed the bid results for mathematical or material unbalancing and found no evidence of material unbalancing in the low bid and recommends that the contract be awarded to the lowest responsive and responsible bidder. Caltrans received a bid protest from Bidder 2 alleging that the B1 DBE commitments are inconsistent with the subcontractor list. To review and resolve the bid protest, Caltrans has extended the bid time to February 4, 2022.

In addition to the Phase 2 cost increase, Phase 1 has been impacted due to challenges with pile installation on the west side of I-80. Both issues have prompted a reassessment of the Project budget and risks and have created additional needs in both capital and support costs.

A total need of \$5,875,783 in Construction Capital over the approved budget has been identified. It is recommended that the Commission fund \$3,437,692 of this need using local measure funds as follows:

1. Allocate \$800,000 to phase 1 construction capital to replenish the contingency to a recommended minimum of 5%. The Phase 1 contingency will be depleted by a pending differing site condition construction change order (CCO).
2. Allocate \$2,637,692 as "contingency reserve" to Phase 2 capital construction to award the contract to the second-lowest bidder (B2) in the event the lowest bidder (B1) is disqualified.

A total need of \$3,499,871 in Right-of-Way over the approved budget has been identified. It is recommended that the Commission fund this need using local measure funds as follows:

1. Allocate an additional \$3,027,996 to reflect the recent increase in PG&E overhead and underground electric line relocation cost. The increase is due to underestimating of costs by PG&E in the utility agreements and wildfire response/emergency repairs that forced PG&E to piecemeal the work and work at night and on weekends. PG&E has stopped work pending an amended utility agreement.
2. Allocate an additional \$76,875 to reflect the updated AT&T fiber-optic line relocation cost. The AT&T fiber line is in a joint trench with PG&E and is impacted by the PG&E delays.
3. Allocate an additional \$395,000 for other right of way and eminent domain-related activities. The right of way acquisition process has extended longer than anticipated.

A total need of \$1,987,000 has been identified in Construction Support. It is recommended that the Commission fund \$382,463 of this need using local measure funds to increase the budget to the industry-accepted range for capital to support ratio of 13% to 18%. The allocated budget for Caltrans Phase 1 construction support is 8% of construction capital, which is low.

Approval of the requested actions, in partnership with Caltrans, will allow Phase 1 construction contract contingency to regain a healthy status, Phase 2 construction contract to be awarded to B2 without any delay if B1 is disqualified, and PG&E to resume work in January 2022.

Background

Alameda CTC is the project sponsor for the I-80 Gilman Interchange Improvements Project located in northwest Berkeley near its boundary with the City of Albany. The purpose of the project is to improve navigation and traffic operations on Gilman Street between West Frontage Road and 2nd Street through the I-80 interchange so that congestion is reduced, queues are shortened, and merging and turn conflicts are minimized. In addition to improving mobility through the Gilman Street corridor, the Project aims to close the gap in local and regional bicycle facilities through the I-80/Gilman

Interchange; provide access for bicycles and pedestrians traveling between the Bay Trail and North Berkeley/Albany; and improve safety for all modes of transportation.

The main project features include a pair of roundabouts and a new pedestrian/bicycle bridge (POC) over I-80. In total, the project will provide approximately 2.0 miles of new or improved bicycle/pedestrian components. These include Class I, II, III, and IV bike lanes that provide access to and from the overcrossing to the Bay Trail, nearby recreational facilities, and surrounding businesses.

Alameda CTC is the implementing agency for the environmental, design, R/W acquisition, and utility relocation phases. Caltrans is the implementing agency for the construction phase and is responsible for the Advertisement, Award, and Administration (AAA) of construction contracts. The project is being delivered in two phases to deliver improvements as soon as possible. Phase 1 is constructing the POC over I-80, and Phase 2 will construct the two roundabouts at the Gilman Interchange and the associated connecting elements, including the safety improvements at the UPRR crossing on Gilman Street and the Golden Gate roadway.

Construction Capital Budget Analysis

Phase 1 (\$800,000 Request): Phase 1 construction contract was awarded with the minimum required 5% contingency of \$1,070,550 in January 2021. The project is about 27% complete and currently constructing the Cast in Drilled Hole (CIDH) pile foundation for the POC bents and retaining walls. When all executed and pending CCOs are accounted for, the current contingency balance for remaining work has dropped to well below 1%, which is extremely low. A minimum of 5% contingency for the remaining work is required to minimize potential work disruptions and delay-related cost increases, particularly when ground-disturbing activities such as excavations and foundation pile installation occur. A large portion (\$800,000) of the allotted contingency will be used to address an unanticipated site condition, and replenishment of the contingency by \$800,000 is requested. Table 1 below summarizes the Phase 1 current construction allocation, expenditure, estimate at completion, and additional need.

TABLE 1: PHASE 1 CONSTRUCTION CAPITAL FUNDING & EXPENDITURE SUMMARY

Construction Items	Current Allocation	Current* Expenditure	Estimate at Completion (EAC)	Additional Need
Bid Item Cost	\$21,046,290	\$5,307,356	\$21,046,290	\$0
Supplemental Work	\$362,060	\$236,200	\$362,060	\$0
State Furnished Materials	\$361,600	\$1,220	\$361,600	\$0
Contingency (5% @ allocation and EAC)	\$1,070,550	\$1,050,000	\$1,861,259	\$790,709
Total	\$22,840,500	\$6,594,776	\$23,631,209	\$790,709 <i>Rounded to \$800K</i>

*As of December 2021

The contractor is installing the foundation piles for the POC bents and retaining walls and has encountered different site conditions than expected. While drilling the 24-inch diameter CIDH piles for retaining wall number 13, the contractor encountered a layer of man-made material about 20 feet below the ground surface that was not identified in the Log of Test Borings (LOTB). This unexpected subsurface layer consists of buried man-made debris (trash) mixed with soft soil, and impacts 35 CIDH piles. Drilled holes for the CIDH pile at retaining wall 13 were caving/collapsing along with loss of drilling fluid. The unanticipated subsurface conditions forced the contractor to modify his construction method and incur delays. The contractor had to procure casings to case the drilled holes, get a larger crane to install/pull the casing, and change the concrete mix. The overall delay to the critical path schedule, including necessary approvals, is

estimated to be 27 days. The contractor is owed compensation for material, equipment, additional labor, and time-related overhead at the rate of \$30,000 per day for a total cost of \$800,000. The project geotechnical engineer, construction engineer, and engineer of record concur with this assessment.

Phase 2 (\$2,637,692 Request with \$2,605,431 for "contingency reserve"): Phase 2 bids, which opened on November 4, 2021, were higher than the engineer's estimate and approved construction allocation. The contractors have indicated that factors that are driving up the bid cost include: multiple stages and phases stipulated in the construction contract, coordination with different stakeholders (Caltrans, City of Berkeley, UPRR, Golden Gate Fields, and Utility Companies), and higher material cost due to supply chain issues.

The contract can be awarded to the lowest bidder (B1) with the available funding (see Table 2A). The contract cannot be awarded to the second-lowest bidder (B2) with the available funding, and an additional \$2,637,692 from local measure funds would be required to award to B2 (see Table 2B).

TABLE 2A: PHASE 2 CONSTRUCTION CAPITAL FUNDING & ADDITIONAL NEED FOR LOWEST BID (B1)

Cost, Funding, Need /Partner	State (Caltrans)	ACTC	EBMUD	Berkeley	Total
Lowest Bid (B1) Cost	\$21,084,204	\$4,473,711	\$1,200,145	\$682,283	\$27,440,343
Current Construction Allocation	\$19,258,000	\$3,964,200	\$1,624,300	\$609,500	\$25,456,000
Additional Need	\$1,826,204	\$509,511	(\$424,155)	\$72,783	\$1,984,343
Available Funds (State Funds, & Local Contingencies)	\$1,826,204	\$609,600	\$0	\$110,500	\$2,546,304
Request	\$0	\$0	\$0	\$0	\$0

TABLE 2B: PHASE 2 CONSTRUCTION CAPITAL FUNDING & ADDITIONAL SECOND LOWEST BID (B2)

Cost, Funding, Need /Partner	State (Caltrans)	ACTC	EBMUD	Berkeley	Total
Lowest Bid (B2) Cost	\$21,383,800	\$4,606,061	\$2,605,431	\$312,191	\$28,907,483
Current Construction Allocation	\$19,258,000	\$3,964,200		\$609,500	\$23,831,700
Additional Need	\$2,125,800	\$641,861	\$2,605,431	(\$297,309)	\$5,075,783
Available Funds (State Funds & Local Contingencies)	\$2,125,800	\$609,600			\$2,735,400
Request	\$0	\$32,261	\$2,605,431*	\$0	\$2,637,692

*to be funded by ACTC for award

R/W Budget Analysis

Right-of-Way (\$3,499,871 Request): The project has four utility agreements with PG&E and one with AT&T and has a property in eminent domain proceedings. The total utility relocation cost has increased by \$3,104,871 from \$3,600,944 to \$6,705,815. The PG&E cost has increased by \$3,027,996, and the AT&T cost has increased by \$76,875. The right of way cost related to eminent domain proceedings has increased by \$395,000.

The most significant increase is in one PG&E utility agreement for relocating overhead and underground electric lines, which has increased from \$1,886,446 at the time of the agreement in May 2020 to \$3,259,000 in April 2021 to the current cost of \$6,198,540. This agreement accounts for approximately 95% of the total increase in utility cost. PG&E has provided a detailed breakdown of the cost for this relocation, including the amounts and reasons for the increase from the utility agreement, as follows:

- PG&E's direct capital cost (Contracts and Materials) for relocating overhead and underground electric lines has increased by \$1,680,854 (173%) from \$969,148 to \$2,650,02 due to gross underestimation by PG&E in the utility agreement estimate. The PG&E's contracts (civil, electrical, others) cost has increased by \$1,478,388 from \$725,744 to \$2,204,132. The executed contracts are for \$1,752,950, but the cost is expected to increase to \$2,204,132 upon completion due to changes related to conflicts with drainage systems, higher than normal road pavement thickness encountered in trench excavations (4 inches versus 18 inches), increased traffic control because of night work and delays due to groundwater handling, and disposal. The material cost has also increased by \$202,466 (from \$243,404 to \$445,870).
- PG&E's support cost for relocating overhead and underground electric lines has increased disproportionately by \$949,195 (237%) from \$400,611 to \$1,349,806. PG&E costs went up due to resource constraints directly affected by the wildfire response. This resulted in limited availability and crews having to work at night, on weekends.
- The PG&E's overhead cost also increased disproportionately by \$1,682,045 (326%) from \$516,687 to \$2,198,732 due to overhead rate increase. The overhead rates are determined as a policy matter unrelated to the project. The issue has been raised with Caltrans, but no relief is anticipated for this project during its construction timeframe.

PG&E has incurred an expenditure of \$4,393,306 and has stopped work in November 2021 pending an agreement on their increased cost and requested an amendment to the utility agreement. PG&E has agreed to the amended utility agreement estimated cost of \$6,198,540 and to resume work in January 2022. Since the utility relocation and Phase 1 construction are concurrent, it is recommended that the commission approve the additional funding so staff can amend the utility agreement and PG&E resumes work in January 2022 and not delay construction. Delay in PG&E work will impact the construction of Phase 1 and potentially Phase 2 construction contracts. The financial impact of such delays could be significant and can easily exceed the increase in utility relocation cost.

The eminent domain proceedings have extended longer than anticipated, and the revised right of way cost has increased by \$395,000.

Support Budget Analysis

Construction Support (\$382,000 Request): Cooperative agreements 04-2763 and 04-2825 were executed between Alameda CTC and Caltrans to fund the contract administration for Phase 1 and Phase 2, respectively. Phase 1 Agreement (04-02763) was fully funded with state funds (\$1,897,000) and Phase 2 agreement (04-2825) is funded by state funds (\$2,7100,00) and local measure funds (\$637,000). These amounts represent a construction administration budget of approximately 8.3% and 12.2% of construction capital costs, respectively. Industry-standard for construction administration services varies between 13%-18% of the capital cost depending upon the size and complexities of a project. The Gilman project is fairly complex because of its urban location in high-traffic corridors, partnership agreements (City of Berkely and EBMUD) that require a high level of coordination, and utility relocations during construction. Caltrans has requested that the construction administration budget for Phase 1 be increased from 8% to 13.6% or by \$1,216,000 using a combination of state and local funds. The local share is \$826,300. The current construction contingency balance can only cover \$743,837, and an additional \$82,463 is needed to amend

Caltrans Phase 1 agreement (04-2763). An additional \$300,000 is needed for ACTC's design services during construction (DSDC) for a total of \$382,463. Caltrans will increase Phase 2 construction support by \$471,000 with available state funds to increase the Phase 2 budget from 12.2% to 13.9% of construction capital costs.

A lower budget was initially established in agreement 04-2763 based on the expectation that Phase 1 and Phase 2 contracts would begin within months of each other and create the opportunity for efficiencies. The efficiency of having the same Caltrans staff manage both contracts will not be possible due to the extended gap between the start of Phase 1 and Phase 2, which will be over one year. Similarly, the estimate for the DSDC budget was based on shorter contract duration and should be augmented.

Despite many challenges, the overall project delivery schedule has not changed significantly from the schedule reported to the commission in April 2021. Phase 1 construction completion is anticipated in spring 2023. Phase 2 contract award and completion are expected to slip at least two and six months, respectively. The delay in the contract award is due to challenges in finalizing the utility relocation agreements and bid protest. The delay in construction is due to a longer than anticipated lead time for construction materials (such as electrical equipment, steel, etc.) procurement due to the supply chain issues facing the industry.

Phase 2 Delivery Milestone	Status – January 2021	Status – December 2022
R/W Certification	May 2021	May 2021
Ready- to- List (RTL)	May 2021	May 2021
CTC construction allocation	June 2021	June 2021
Construction Contract Award	November 2021	January 2022*
Construction Anticipated Complete	Summer 2023	Spring 2024

**Subject to resolution of bid protest*

Fiscal Impact: The action will authorize the encumbrance of \$7,320,025, including a contingency reserve of \$2,637,6920 that will only be used if the lowest Phase 2 bid is disqualified after protest evaluation and the contract is awarded to the second-lowest bidder. A majority (over 90%) of the requested contingency reserve, if used, will be recouped after the contract is awarded by a down scope CCO, which will remove EBMUD work from the construction contract. This requested amount is included in the project funding plan, and a sufficient budget is included in the Alameda CTC adopted FY 2020-2021 Capital Program.

Attachment:

- A. I-80 Gilman Interchange Improvement Project Fact Sheet

Interstate 80/Gilman Street 5.1A Interchange Improvement Project

DECEMBER 2021

PROJECT OVERVIEW

The Alameda County Transportation Commission (Alameda CTC), in cooperation with the California Department of Transportation (Caltrans) and the cities of Berkeley and Albany, proposes to reconfigure the Interstate 80 (I-80)/Gilman interchange, located in northwest Berkeley near the City of Albany. The main component of this project is a pair of roundabouts at Gilman Street intersections on both sides of I-80, as well as new pedestrian and bicycle facilities at and near the interchange.

The purpose of the project is to increase safety and improve navigation, mobility and traffic operations on Gilman Street between West Frontage Road and 5th Street through the I-80 interchange. The project will reduce congestion, shorten queues and minimize merging and turning conflicts. In addition to the roundabouts, the project provides:

- A pedestrian and bicycle overcrossing over I-80
- An at-grade pedestrian/bicycle path through the interchange
- A two-way cycle track on Gilman Street, from the interchange to Fourth Street
- A new traffic signal at Gilman and 4th Streets
- A Bay Trail gap closure at the foot of Gilman Street

This project will be constructed in two phases:

Phase 1: Pedestrian and Bicycle Overcrossing

Phase 2: Interchange Improvements and Local Street Improvements; pedestrian and bicycle Improvements through interchange; Bay Trail gap closure; safety improvements at the Gilman/Union Pacific Railroad at-grade crossing

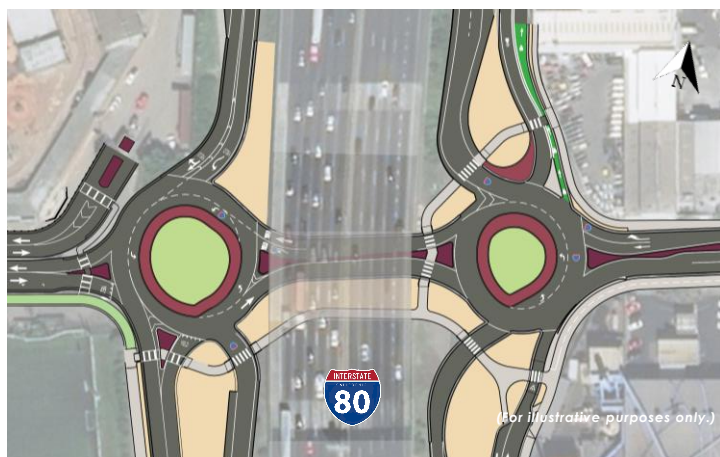


PROJECT NEED

- Higher than average rates of injury collisions
- Significant roadway deficiencies
- Excess left turn vehicle queue lengths on Gilman Street
- Gap in the San Francisco Bay Trail
- Lack of safe pedestrian and bicycle routes to access recreation areas west of I-80

PROJECT BENEFITS

- Provides safe access for pedestrians and bicyclists
- Reduces congestion and improves mobility
- Simplifies traffic operations, navigation and mobility at the interchange
- Shortens queues
- Reduces turning conflicts and improves merging
- Improves local and regional biking facilities



Overlay of the roundabouts at the project location.



Conceptual rendering of the I-80 Gilman Interchange Improvements project looking north along Eastshore Highway before Gilman Street.

STATUS

Implementing Agency: Caltrans

Current Phase: Construction

- Contract was awarded for Phase 1 in early 2021.
- Phase 1 construction began in spring 2021.
- Phase 2 bids opened in November 2021.

PARTNERS AND STAKEHOLDERS

Caltrans, Alameda CTC, cities of Berkeley and Albany, East Bay Regional Park District, East Bay Municipal Utility District (EBMUD) and various bicycle groups

COST ESTIMATE BY PHASE¹ (\$ X 1,000)

Planning/Scoping	\$794
PE/Environmental	\$4,809
Final Design (PS&E)	\$8,106
Right-of-Way/Utility	\$8,114
Construction	\$63,119
Total Expenditures	\$84,942

FUNDING SOURCES¹ (\$ X 1,000)

Measure BB	\$26,089
Federal	\$1,077
State (ATP) ²	\$4,152
State (STIP) ³	\$45,620
Other (Local, State and EBMUD) ⁴	\$3,322
TBD	\$4,682
Total Revenues	\$84,942

¹ An additional \$2,637,692 on top of the total revenue is being requested as "contingency reserve" to award the construction contract to the second-lowest bidder in the event the lowest bidder is disqualified.

² Active Transportation Program.

³ State Transportation Improvement Program.

⁴ City of Berkeley and East Bay Municipal Utility District (EBMUD).

SCHEDULE BY PHASE⁵

	PHASE 1		PHASE 2	
	Begin	End	Begin	End
Scoping	Spring 2012	Fall 2014	Spring 2012	Fall 2014
Preliminary Engineering/Environmental	Fall 2015	Summer 2019	Fall 2015	Summer 2019
Final Design	Fall 2018	Fall 2020	Fall 2018	Fall 2021
Right-of-Way	Fall 2018	Fall 2020	Fall 2018	Fall 2021
Construction	Spring 2021	2023	Spring 2022	2024

⁵ Schedule subject to funding availability.

Note: Information on this fact sheet is subject to periodic updates.



Memorandum

5.2

1111 Broadway, Suite 800, Oakland, CA 94607

510.208.7400

www.AlamedaCTC.org

DATE: January 3, 2022

TO: Programs and Projects Committee

FROM: Gary Huisingsh, Deputy Executive Director of Projects
Wajahat Nyaz, Project Delivery Manager
Jhay Delos Reyes, Principal Transportation Engineer

SUBJECT: Award Plans, Specifications and Estimate Phase and Right of Way
Phase Contract for the Oakland Alameda Access Project

Recommendation

It is recommended that the Commission approve and authorize the Executive Director to execute Professional Services Agreement (PSA) A22-0058 with Parsons Transportation Group, Inc. (PTG) for a not-to-exceed amount of \$10,000,000 to provide professional services for the Plans, Specifications and Estimate (PS&E) and Right of Way phases for the Oakland Alameda Access Project.

Summary

Alameda CTC is the project sponsor and implementing agency for the Oakland Alameda Access Project (Project) (Project Number 1196.00) in partnership with the California Department of Transportation (Caltrans) and the Cities of Oakland and Alameda. Caltrans is the lead agency for the environmental document. The Project is a named capital project in the 2000 Measure B and the 2014 Measure BB Transportation Expenditure Plan (TEP).

The Project is located along Interstate 880 (I-880) between Oak Street and Washington Street in Oakland, including the Webster Tube and Posey Tube, up to Atlantic Avenue in Alameda. The Project proposes to construct a new horseshoe ramp, add approximately 3.0 miles of new bicycle/pedestrian facilities, remove and modify existing freeway ramps, modify the Posey tube exit and implement various safety and complete streets improvements.

Currently, the Project is completing the Project Approval & Environmental Document (PA&ED) phase. Caltrans circulated the Draft Environmental Document which is a combined Environmental Impact Report in accordance with the California Environmental Quality Act and Environmental Assessment in accordance with the National

Environmental Policy Act in September 2020, and the comment period closed on November 30, 2020. Caltrans approved the Final Environmental Document in August 2021. The supporting Project Report is expected to be approved by the end of January 2022.

Alameda CTC's selection process to procure services for the PS&E phase of the project began in May 2021 with Commission approval to release the Request for Proposal (RFP).

RFP 22-0001 was released in July 2021. Proposals were received from three firms. An independent selection panel comprised of representatives from the Cities of Oakland and Alameda, and Alameda CTC reviewed the three proposals submitted and proceeded to interviews with two firms. Interviews with those firms were conducted in October 2021.

Based on those interviews, the selection panel concluded that PTG was the top-ranked firm.

Alameda CTC negotiated the contract with PTG for a not-to-exceed amount of \$10,000,000. The estimated duration to complete the required scope with Parsons Transportation Group, Inc. is 40 months.

The contract will be funded from Alameda CTC Measure BB funds. PTG is a Local Business Enterprise (LBE).

Background

The Oakland Alameda Access Project, previously known as the I-880 Broadway Jackson Project, has been in the planning phase for nearly 30 years. The Project was initially introduced as part of the 2000 Measure B TEP as the I-880 Jackson/Broadway Interchange Project. Due to the lack of consensus among the various stakeholders, agencies, and Caltrans on an acceptable solution, previous iterations of this project have not advanced beyond the Scoping phase. The most recent Project Study Report developed for this project was approved by Caltrans in March 2011. The recommended alternative did not move forward as it did not have the support of the local community, particularly key stakeholders in Chinatown.

In November 2014, the Project was revived with the passage of Measure BB. The 2014 TEP included \$75 million for the I-880 Broadway/Jackson multimodal transportation and circulation improvements. Subsequently, Project proceeded to the PA&ED phase involving completion of preliminary engineering, environmental and traffic studies necessary for the completion of an environmental document and a project report. California Department of Transportation (Caltrans) approved the final environmental document (Environmental Impact Report/ Environmental Assessment) in August 2021. The Project Report is expected to be approved by end of January 2022.

The Project improvements include:

- Removal and modification of existing freeway ramps;

- Construction of a new horseshoe ramp from Posey Tube that would connect to the existing I-880;
- Modification of the Posey Tube exit in the City of Oakland;
- Construction of approximately 3.0 miles of new bicycle/pedestrian facility;
- Implementation of various safety and “complete streets” improvements to facilitate mobility across I-880 between downtown Oakland and Jack London neighborhoods.
- Improvements that address pedestrian/bicycle safety and connectivity (e.g. lighting improvements, sidewalks, bulb-outs and signal pre-emption).

Alameda CTC's selection process to procure services for the PS&E phase of the project began in May 2021 with Commission approval to release the RFP. RFP 22-0001 was released in July 2021. A pre-proposal meeting was held on July 28, 2021 and attended by 16 firms and included 4 firms identified as potential primes. Proposals were received from three (3) firms.

An independent selection panel comprised of representatives from the Cities of Oakland and Alameda, and Alameda CTC reviewed the three proposals submitted and short-listed two firms. Interviews with those firms were conducted in October 2021. Based on those interviews, the selection panel concluded that PTG was the top-ranked firm.

Alameda CTC negotiated the contract with Parsons Transportation Group, Inc. for a not-to-exceed amount of \$10,000,000. The estimated duration to complete the required scope with Parsons Transportation Group, Inc. for PS&E services is 40 months.

The RFP set a Disadvantage Business Enterprise goal due to the possibility of receiving a federal earmark. However, the earmark request was not granted and the contract will be fully funded with local, Alameda CTC Measure BB funds. The DBE goal no longer applies. Proposers were encouraged to consider vendors in the LBCE program as well, while meeting the DBE goal, and PTG's contract includes 95% LBE and 22% Small Local Business Enterprise.

Funds necessary for the PS&E and Right of Way phases of work were allocated in May 2021.

Levine Act Statement: PTG did not report a conflict in accordance with the Levine Act.

Fiscal Impact: The fiscal impact for awarding the contract A22-0058 to PTG is \$10,000,000. This amount is included in the adopted FY2021-2022 Capital Program Budget.

Attachment:

- A. Project Fact Sheet

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PROJECT OVERVIEW

The Alameda County Transportation Commission (Alameda CTC) is currently working to identify potential freeway access and arterial roadway improvements as part of the Oakland Alameda Access Project, formerly the Broadway-Jackson Interchange Improvements Project. Today, motorists traveling between the I-880 and I-980 freeways and the Webster and Posey Tubes, which connect the cities of Oakland and Alameda, must travel along congested city streets causing heavy bottlenecks, long delays and potential vehicle-pedestrian-bicycle conflicts. A proposed alternative that best meets the project's purpose and need has been selected. This alternative will be documented in the Final Environmental Document and will be carried into the final design phase.

PROJECT NEED

- Access between the freeway and the roadway networks between I-880 and the Tubes is limited and indirect and access to/from the cities of Oakland and Alameda is circuitous
- Oakland Chinatown has a high volume of pedestrian activity and experiences substantial vehicle-pedestrian conflicts
- The I-880 viaduct limits bicycle and pedestrian connectivity between downtown Oakland and the Jack London District



PROJECT BENEFITS

- Improves multimodal safety and reduces conflicts between regional and local traffic
- Enhances bicycle and pedestrian accessibility and connectivity within the project study area
- Improves mobility and accessibility between I-880, SR-260, City of Oakland downtown neighborhoods and the City of Alameda
- Reduces freeway-bound regional traffic and congestion on local roadways and in area neighborhoods



Aerial view of Oakland-Alameda Access Project.

STATUS

Implementing Agency: Alameda CTC

Current Phase: Preliminary Engineering and Environmental Document (EIR/Complex EA)

Environmental Document: Environmental Impact Report/
Environmental Assessment

- Project Study Report-Project Development Support (PSR-PDS) approved in spring 2011
- Public scoping meeting held on September 28, 2017
- Reached consensus on one alternative in late 2019
- Draft Environmental Document/Draft Project Report (DED/DPR) completed on September 29, 2020
- Virtual public hearing held on October 20, 2020
- Public Comment Period, which began September 29, 2020, ended on November 30, 2020
- Final Environmental Document approval on August 16, 2021
- Final Project Report anticipated in January 2022

PARTNERS AND STAKEHOLDERS

Federal Highway Administration, California Department of Transportation, the cities of Oakland and Alameda, regional organizations, local advocacy groups, businesses and residential organizations in Alameda, Chinatown and Jack London District

COST ESTIMATE BY PHASE (\$ X 1,000)

Scoping	\$2,172
Preliminary Engineering/ Environmental	\$11,729
Final Design (PS&E)	\$12,000
Right-of-Way	\$5,966
Construction	\$98,033
Total Expenditures	\$129,900

FUNDING SOURCES (\$ X 1,000)

Measure BB	\$73,445
Measure B	\$8,101
Federal	\$0
State	\$50
Regional	\$0
TBD	\$48,304
Total Revenue	\$129,900

SCHEDULE BY PHASE

	Begin	End
Scoping	Late 2014	Fall 2017
Preliminary Engineering/ Environmental	Fall 2017	Fall 2021
Final Design	Early 2022	Spring 2024
Right-of-Way	Early 2022	Spring 2024
Construction	Summer 2024	Late 2027

Note: Information on this fact sheet is subject to periodic updates.
Schedule assumes just-in-time funding.



Memorandum

5.3

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• 510.208.7400

• www.AlamedaCTC.org

DATE: January 3, 2022

TO: Programs and Projects Committee

FROM: Gary Huisingsh, Deputy Executive Director of Projects

SUBJECT: Approve Amendment No. 2 to Agreement A19-0001 with HNTB Corporation, Inc. for Express Lanes System Manager and Program Support Services

Recommendation

It is recommended that the Commission approve and authorize the Executive Director to execute Amendment No. 2 to Agreement A19-0001 with HNTB Corporation, Inc (HNTB) for an additional \$3,500,000 for a total not-to-exceed amount of \$7,500,000, and a two-year and two-month time extension to December 31, 2025 for Express Lanes System Manager and Program Support Services.

Summary

The Alameda CTC operates and maintains both the I-580 Express Lanes and the I-680 Sunol Express Lane, the latter on behalf of the Sunol Smart Carpool Lane Joint Powers Authority (Sunol JPA). In coordination with Alameda CTC staff, a System Manager provides technical oversight of the Toll System Integrator (TSI) during the design, development, testing, and implementation of the toll system. In addition, a System Manager may provide support during operations to ensure key performance metrics are met throughout the life of the toll system and program support relating to express lane system expansion efforts.

HNTB was selected through competitive processes in 2018 to provide Express Lanes System Manager and Program Support Services. Due to the retirement of the Director of Express Lanes Implementation and Operations, additional support is needed for ongoing operations oversight and to ensure the continued delivery of planned express lane toll systems. The contract is structured such that additional on-call services can be authorized via task order. The anticipated task order needs through 2025 include an increase in the not-to-exceed budget by \$3,500,000 to a total of \$7,500,000 and require a contract extension of twenty-six (26) months.

Background

Alameda CTC is the owner and operator of the Interstate 580 (I-580) Express Lanes, located in the Tri-Valley corridor through the cities of Dublin, Pleasanton, and Livermore, which opened to traffic in February 2016. The I-580 Express Lanes extend from Hacienda Drive to Greenville Road in the eastbound direction and from Greenville Road to the I-680 Interchange in the westbound direction. An All Electronic Toll (AET) collection method has been employed to collect tolls. Toll rates are calculated based on real-time traffic conditions (speed and volume) in express and general purpose lanes, and can change as frequently as every three minutes. California Highway Patrol (CHP) officers provide enforcement services, and the California Department of Transportation (Caltrans) provides roadway maintenance services through reimbursable service agreements.

HNTB was selected through competitive processes in 2018 to provide System Manager and Program Manager support services for Alameda CTC's express lanes program. In the initial three years of the agreement, just over \$2.4 million of the original \$4 million budget has been authorized for a variety of tasks to support the expanding express lanes program. Additional services to oversee the I-680 Sunol Express Lanes and I-680 Gap project toll system design, development, and deployment, as well as provision of operations and maintenance support to ensure the toll system is meeting key performance metrics and general program management support, will exceed the remaining budget. Staff have reviewed with HNTB the anticipated task orders and negotiated preliminary cost estimates for this work and extended program management support. Extension of the contract term to the end of 2025 will allow for the consultant to complete oversight of the I-680 Gap toll system implementation and the overall I-680 toll system implementation.

A summary of all contract actions related to Agreement No. A19-0001 is provided in Table A.

Table A: Summary of Agreement No. A19-0001			
Contract Status	Work Description	Value	Total Contract Not-to-Exceed Value
Original Professional Services Agreement with HNTB (A19-01) <i>Approved May 2017</i>	Express Lanes System Manager and Program Support Services. Term of agreement was 5 years.	\$4,000,000	\$4,000,000
Amendment No. 1 (Administrative Amendment) <i>Executed June 22, 2020</i>	Modification of indemnification and insurance requirement provisions	N/A	\$4,000,000
<i>Proposed Amendment No. 2</i> <i>January 2022 – (This Agenda Item)</i>	\$3.5 million additional budget and 14-month time extension	\$3,500,000	\$7,500,000
Total Amended Contract Not-to-Exceed Amount			\$7,500,000

Levine Act Statement: HNTB did not report a conflict in accordance with the Levine Act.

Fiscal Impact: There is no fiscal impact. The additional budget will be authorized via individual task orders utilizing previously authorized express lanes operations and/or specific project budgets.

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Memorandum

5.4

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DATE: January 3, 2022

TO: Programs and Projects Committee

FROM: Cathleen Sullivan, Director of Planning
Colin Dentel-Post, Principal Transportation Planner

SUBJECT: Approve actions to facilitate advancement of the San Pablo Avenue Multimodal Corridor Project

Recommendation

It is recommended that the Commission approve the following actions related to the San Pablo Avenue Multimodal Corridor Project (Project):

1. Allocate \$700,000 of 2014 Measure BB Congestion Relief, Local Bridge, Seismic Safety program funds (TEP-26) for the Planning/Scoping Phase;
2. Allocate \$1.4 million of 2014 Measure BB Congestion Relief, Local Bridge, Seismic Safety program funds (TEP-26) for the Preliminary Engineering / Environmental (PE/ENV) Phase;
3. Allocate \$1.4 million of 2014 Measure BB Congestion Relief, Local Bridge, Seismic Safety program funds (TEP-26) for the Plans, Specifications and Estimates (PS&E) Phase; and
4. Authorize the Executive Director to execute Amendment No. 5 to the Professional Services Agreement A17-0073 with Kimley-Horn Inc. to extend the contract by 20 months to complete Phase 2 of the Project and to add an additional amount of \$2,841,470.00 for a not-to-exceed amount of \$12,513,598.

Summary

Alameda CTC initiated the San Pablo Avenue Corridor Project in 2017 as one of the agency's high priority multimodal corridor projects. The goals of the San Pablo Avenue Corridor Project are to improve the safety, comfort, and quality of trips while supporting the local economy, accommodating growth, respecting local contexts, and promoting equitable solutions for the corridor's diverse communities.

Phase 1 of the project concluded in summer 2020. This phase considered potential long-term concepts for the corridor, narrowed the range of options, and identified potential for a

smaller-scale near-term project in the Alameda County section of the corridor which fed into the current phase of work. The Commission approved a contract amendment for Phase 2 of the project in September 2020 which included advancement of near-term safety enhancements in all four cities, bus bulbs at Rapid bus stops and improvements to parallel bike facilities in Berkeley and Albany, and a bus/bike lane project in Oakland and Emeryville. Alameda CTC staff has been working closely with agency partners, including AC Transit, Caltrans, and the cities of Oakland, Emeryville, Berkeley, and Albany to develop these projects.

Based on project changes that were identified during 2021, staff is requesting a contract amendment to cover scope changes required for project completion, including a scope expansion that was endorsed by the Planning, Policy and Legislation Committee in November 2021, as well as additional outreach. The funding requested also covers staff time and a Coop agreement with Caltrans.

Background

The San Pablo Avenue Corridor Project includes the following near-term project components:

- **Safety Enhancements:** Safety enhancements are planned for all four cities in Alameda County. These are targeted small-scale changes to improve pedestrian, bicyclist, and transit rider safety in particular focused on improving crossing conditions.
- **In Berkeley and Albany,** the project includes targeted transit and bike improvements. For transit efficiency and reliability, the project includes bus bulbs at Rapid stops on San Pablo Avenue, which allow buses to stop in the traffic lane and not pull into and out from the curb. For bicycle safety, the project includes targeted bicycle enhancements on parallel streets to ensure continuous quality bike facilities along the corridor in the near-term. This does not preclude more substantial changes to the corridor in these cities in the future. An expansion into Berkeley is discussed below.
- **In Oakland and Emeryville,** where support was highest in Phase 1 for a substantial change to the right-of-way, the near-term project is advancing designs with side-running bus lanes and consideration of protected bike lanes. Implementing bus lanes would require eliminating one of the two existing traffic lanes in each direction, while bike lanes would require conversion of the existing parking and loading spaces on each side of the street and relocation of nearly all parking and loading to side streets. Following near-term project implementation, the project team will conduct a robust evaluation, including seeking public feedback, to understand the project's benefits and impacts, for example how it affects safety, use of the corridor, and bus and auto speed and reliability.

Current Activities

Given the importance of loading to many of the businesses and other streetfront uses in the corridor, the team is currently conducting direct one-on-one engagement with merchants and other storefront uses to ensure that designs under consideration meet critical loading, ADA and access needs. Alameda CTC staff will summarize results of this engagement and share the results with cities, AC Transit, and the Commission to support defining a design

concept to advance into engineering and environmental. We anticipate recommending a single design concept to the Commission for approval in March 2022, and will work closely with city partners and AC Transit to brief local city councils and Boards as appropriate. The project will include additional targeted stakeholder engagement as designs are further developed.

Expansion to Berkeley

In fall 2021, Alameda CTC received requests from elected leaders and advocates in Berkeley to expand the near-term bus and bike lanes into Berkeley, at a minimum the bike lanes to the Russell/Heinz bike boulevard crossing in South Berkeley and the bus lanes to just north of Ashby Avenue at the current 72 bus stop. The expansion to Russell/Heinz was discussed at the November 2021 PPLC meeting and endorsed by the Committee. Staff believes this is possible without major schedule impacts to the current near-term project, but does require additional budget for design, outreach, traffic analysis and other analyses.

The team will also work with Berkeley staff on their San Pablo Avenue Specific Plan which will kick off in 2022. This will provide the opportunity for the community to more fully discuss the potential for additional future transportation concepts along San Pablo Avenue in Berkeley in relationship to future planned land uses along the corridor. The alignment of long-range land use planning and transportation improvements in the corridor is critically important, and Alameda CTC can support city staff utilizing the extensive work we have completed to date.

Contract Amendment

This contract amendment will address the following:

- Expansion of bus lanes and bike lanes into South Berkeley as described above
- Addition of more bus islands to ensure no mixing between buses and bicyclists
- Additional outreach to include community-based organizations and more community engagement during the bus and bike lane design phase
- Transition from a “paint and posts” pilot design to a design with more hardscape elements, which requires additional civil engineering and related efforts; hardscape examples include protected intersections for bicyclists and cycle track connectors across San Pablo and other curb or median changes at particularly constrained locations
- Additional technical studies such as equity analysis, Title VI analysis and other analyses and studies to support decision-making
- Additional project cost estimating and cost benefit analyses to support grant applications
- Additional time and effort for project definition and development
- Additional staff time
- Additional budget for Caltrans Coop

Staff recommends amending the contract to include budget for these items.

Levine Act Statement: The Kimley-Horn team did not report any conflicts in accordance with the Levine Act.

Fiscal Impact: The action will authorize the encumbrance of \$3.5 million of Measure BB funds to the Project. Sufficient budget has been included in the Alameda CTC Adopted FY2021/22 Operating and Capital Program Budget. The total addition to contract A17-0073 with Kimley-Horn Inc. is \$2,841,470 for a total not-to-exceed amount of \$12,513,598. The remainder of the funds will support the Caltrans Cooperative Agreement and Alameda CTC staff time.