

1 Project Description

1.1 Project Overview

The East Bay Greenway Multimodal Project (EBGW) will create a regional “all ages and abilities” trail facility through heavily urbanized areas of Oakland and San Leandro. Running parallel and connecting to five San Francisco Bay Area Rapid Transit District (BART) rail stations (Figure 1-1). The EBGW will address hazardous safety conditions and increase the desirability of walking, biking, and riding transit. The EBGW will close a major gap in the regional active transportation network and connect users to important community destinations and job opportunities. Urban greening and placemaking elements, such as planting trees, installing benches, creating parklets, and installing wayfinding signage, are key program elements. The EBGW will provide greater mobility and access for all residents with a focus on serving the most vulnerable — children, the elderly, and people with mobility issues and devices, such as wheelchairs.

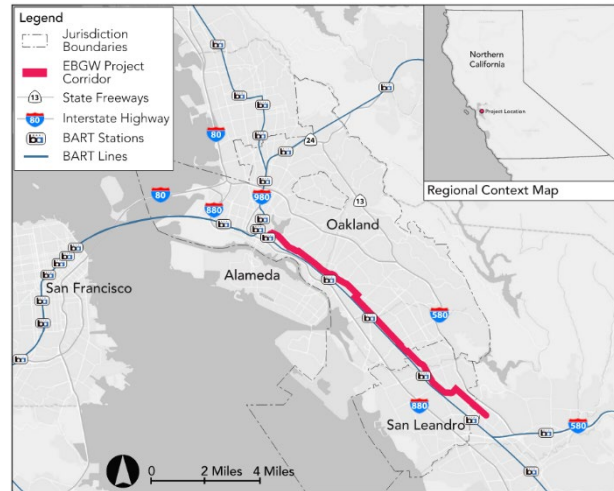


Figure 1-1. Project Vicinity Map

With the advice and participation of the corridor residents, the EBGW will construct approximately 10.6 miles of a major north-south bicycle and multimodal corridor on local arterial streets and a State conventional highway that will ultimately extend to South Hayward in Alameda County. The project will add a multi-use pathway (Class I), buffered bike lane (Class II), traffic-calmed neighborhood bike route (Class III), and separated bikeway (Class IV) facilities between five BART stations beginning at the Lake Merritt Station in Oakland and ending near the Bay Fair Station in San Leandro. The project will also include pedestrian crossing improvements, transit stop elements, and overall safety improvement measures, such as new signals and medians.

The EBGW will connect residents to economic opportunities by linking to K-12 schools and Laney Community College, and it will provide middle-wage job pathways and opportunities. Most importantly, the EBGW will reinvest in the corridor neighborhoods, implementing a long-standing community vision for a safe, accessible urban trail.

The EBGW corridor is home to diverse communities that share a history of underinvestment, exclusionary policies, and environmental injustices. The corridor traverses residential, commercial, and industrial areas and distinct ethnic neighborhoods, including Asian American Eastlake, African American Deep East Oakland, and the Latino community of Fruitvale. These neighborhoods have long been a landing place for refugees from war-torn Central America, Asia, and other parts of the

world. Despite their differences, these communities face common challenges of poverty, high exposure to pollution, limited mobility, and infrastructure shortcomings.

Located entirely within the San Francisco-Oakland urbanized area, the EBGW corridor traverses nine Historically Disadvantaged Community census tracts (40.33, 40.60, 40.61, 40.73, 40.88, 40.94, 40.93, 43.31, 43.38) and seven Area of Persistent Poverty census tracts (40.33, 40.60, 40.61, 40.73, 40.88, 40.94, 40.93), comprising 70% and 56% of the project corridor, respectively, as illustrated in Figure 1-2. Eleven percent of Alameda County's population is below the federal poverty level.¹

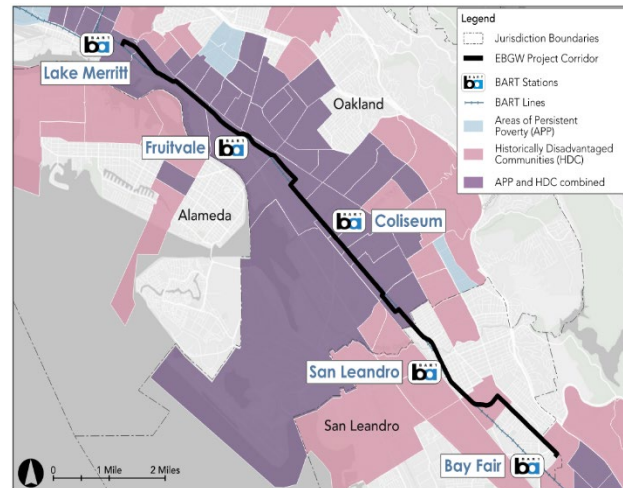


Figure 1-2. Areas of Persistent Poverty and Historically Disadvantaged Community Census Tracts

A host of elected officials, stakeholders, and community-based organizations recognize the need to deliver this project to the community as soon as possible, and they strongly support the project with the letters of support submitted with this application. The EBGW has been identified as a local and regional priority and a community-led and supported priority since 2008. Letters of support are included as [Attachment 1](#).

1.2 Project Location

The EBGW is located in the cities of Oakland and San Leandro in Alameda County, California (refer to Figure 1-1 and the Project Location File in [Attachment 2](#)). The project corridor's northern limit is the Lake Merritt BART Station at Oak and E. 9th streets in Oakland, and the southern limit is at E. 14th Street and Plaza Drive, adjacent to the Bayfair Center shopping mall. Arterials slated for improvement include E. 10th, E. 8th, E. 12th, and San Leandro streets in Oakland and San Leandro Boulevard and E. 14th Street in San Leandro. Note: full-size maps are included as [Attachment 3](#).

1.3 Transportation Challenges

The project corridor is characterized by a roadway network that was not designed for safe travel by pedestrians, bicyclists, and other non-motorized travel. Sidewalks are non-existent in some areas and in disrepair in others. Intersections were designed with the driver in mind, and the wide arterials encourage speeding and reckless driving. This outdated and substandard infrastructure discourages active transportation and limits access to the corridor's abundant rail and bus transit options.

The EBGW corridor runs through areas of the East Bay that were subjected to the detrimental effects of redlining, the systematic practice of denying services — particularly home ownership — to people in specific areas, generally along racial lines, leading to

¹ 2000 Census Data, available at: <https://www.census.gov/data/tables/time-series/dec/census-poverty.html>

segregation and discrimination. In 1937, the Home Owners Loan Corporation created maps of “residential security” to determine who was eligible to receive New Deal government-backed home loans (refer to Figure 1-3 with the EBGW alignment added). The racial makeup of the project neighborhoods today is not much different than those in the redlining maps of the 1930s.²

The EBGW lies in the heart of the East Bay (as illustrated in Figure 1-4), yet the communities in the project corridor have borne the brunt of past transportation infrastructure and development projects without realizing much benefit. Although the area surrounding the EBGW corridor provides residents with economic opportunities and transportation connections, it is congested and has access challenges for non-motorized users. For example, the Oakland International Airport and the Port of Oakland support over 1 million jobs, but they generate significant traffic congestion and air and noise pollution. I-880 provides a vital lifeline and goods movement link for the region and nation, carrying over 100,000 vehicles per day and providing the primary truck route between the Port, Airport, and Central Valley. However, it also generates noise and air emissions, and it forms a barrier between the EBGW corridor neighborhoods and the waterfront. Major freight rail lines operate within the project corridor, providing a critical supply chain link to the Central Valley and to the south while creating dangerous stopped cross traffic and rail crossing conditions.

The EBGW corridor neighborhoods face common challenges of poverty, high exposure to pollution, limited mobility, and the neglect of existing and the absence of accessible transportation infrastructure. Regionally, residents along the EBGW corridor are among the lowest income and have the lowest auto ownership, and they are additionally burdened with high rates of asthma, low access to parks and open spaces, and recurring challenges with safety and crime.

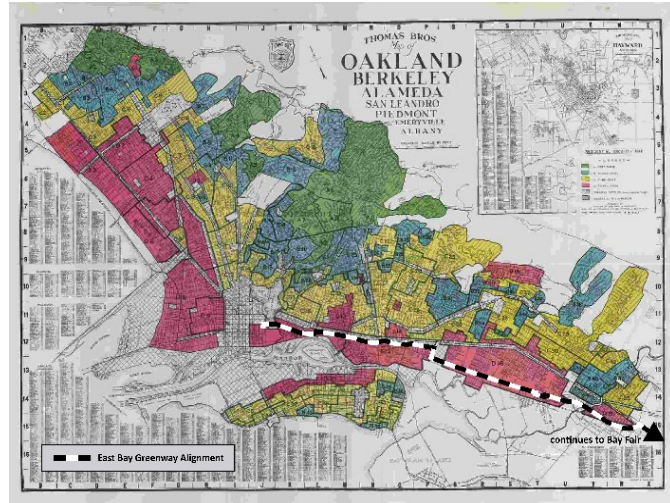


Figure 1-3. 1937 Thomas Brothers Redlining Map

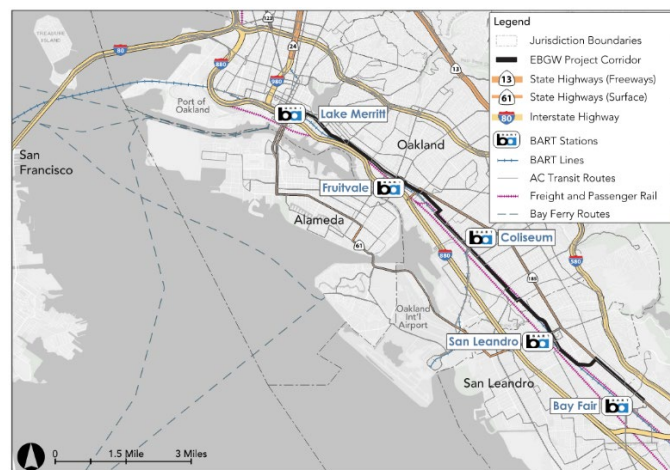


Figure 1-4. Transportation Network within the Project Vicinity

² [Segregation by Design – Oakland: Redlining and Demographics](#)

Nearly half of the corridor is without bicycle facilities, and none that exist are “low stress,” which are characterized by a bikeway that is comfortable for all ages and abilities, and that is separated from traffic. There are significant gaps in the sidewalk network, with three that are more than 1,000 feet each, that collectively span 1.3 miles. The EBGW corridor has numerous locations where crossing opportunities are either too infrequent for the level of pedestrian activity or lack safety elements appropriate for the high speeds and traffic volumes. Pedestrians must often walk up to a quarter mile out of their way to get to a marked crosswalk. In addition, the project corridor generally lacks intersection designs that are Americans with Disabilities Act (ADA) compliant. Existing conditions photos are included as [Attachment 4](#). Significant portions of the corridor overlap with the Alameda County High Injury Network (HIN) as described further in [Section 3.1](#).

EBGW TRANSPORTATION CHALLENGES

- Heavy arterial traffic, wide streets
- Major cross traffic
- Significant air and noise pollution
- Lack of first/last mile connections to transit
- Incomplete or nonexistent bicycle paths
- Dangerous gaps in the sidewalk network
- Lack of accessible and ADA-compliant crossings
- Poorly designed intersections
- Poor or nonexistent lighting

1.4 Implementing an Equitable Community Vision

The EBGW was developed through deep community engagement that acknowledges and responds to the corridor’s transportation challenges and barriers. Urban Ecology, a local, community-based organization, first proposed the project concept and engaged with the community in 2008 to understand their interests and concerns. Residents advocated for a safe, accessible, and well-maintained bicycle/ pedestrian trail; new recreational, health, and greening opportunities; and ways to make their local-serving, ethnic neighborhoods a destination. The resulting [East Bay Greenway Concept Plan](#) proposed a shared-use path in the BART/Union Pacific Railroad (UPRR) Oakland Subdivision (Figure 1-5) to be modeled on the highly successful Ohlone Greenway in northern Alameda County.



Figure 1-5. Grassroots Community Planning Informed the EBGW Vision

The Alameda County Transportation Commission (Alameda CTC) studied and environmentally cleared this project from 2016 to 2018. In 2021, due to the high cost and need to acquire right-of-way from UPRR and in response to significant community demand to deliver safety and multimodal connectivity benefits in a short frame timeline, Alameda CTC developed an EBGW Multimodal Phase 1 project concept that uses parallel streets to avoid encroachments into UPRR’s right-of-way. It stays true to the community vision of a safe and inviting bicycle and pedestrian pathway that provides connections throughout the EBGW communities and to BART stations along the corridor.

1.5 Statement of Work

The EBGW is the first major segment of a transformative corridor vision with the explicit goals of promoting mode shift and increasing use of alternate travel modes, improving safety and sustainability, and supporting housing and job growth as the corridor transitions from an auto-oriented thoroughway to a multimodal community street. An initial EBGW segment, from the Coliseum BART Station to 85th Avenue in Oakland, was constructed in 2018. In addition, the City of Oakland is administering the design and construction of two segments that form a comprehensive corridor of enhanced active transportation facilities and connectivity within the project limits.

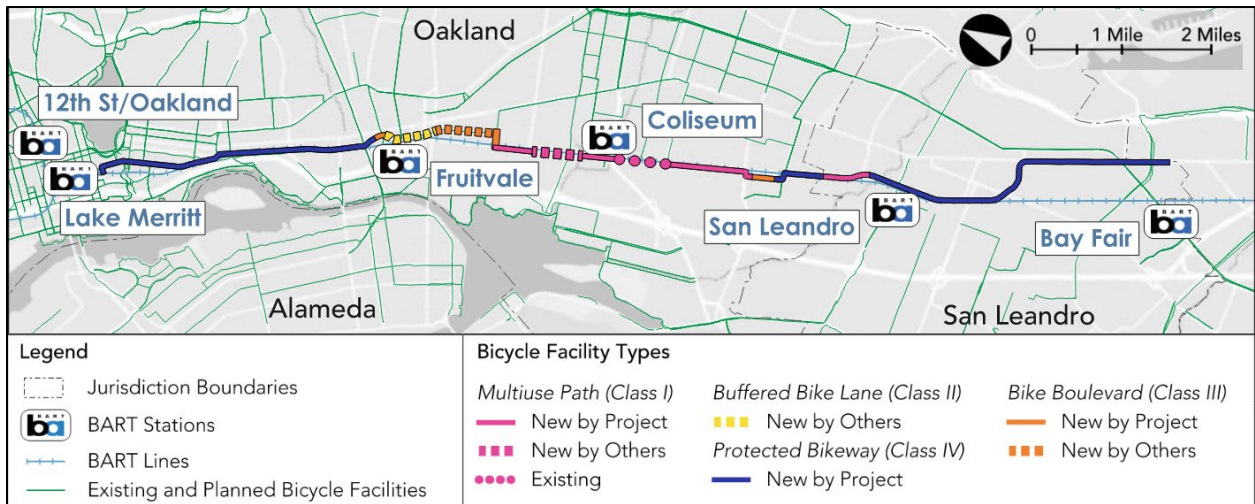


Figure 1-6. New Routes Location Map

The EBGW will improve the bicycling and pedestrian environment by creating a new “all ages and abilities” north-south active transportation spine that provides a vital link in the East Bay cycling network. It will consist of multi-use paths, protected/separated bike lanes, buffered bike lanes, and limited sections of traffic-calmed bike routes. To upgrade the pedestrian network, it will close sidewalk gaps along San Leandro Street and San Leandro Boulevard from Castro Street to south of Marina Boulevard.

The EBGW will install new traffic signals and pedestrian hybrid beacons (PHB), upgrade existing traffic signal system equipment, and provide additional crossing opportunities along stretches of roadway without any marked crosswalks or traffic signals.

It will also implement numerous safety and accessibility improvements, including upgrading curb ramps to be ADA-compliant; adding pedestrian-scale lighting; installing protected intersections, curb bulbouts, and median refuges; removing slip lanes; implementing placemaking elements, such as benches, bicycle parking, and street banners; and implementing transit signal priority and queue jump lanes.

1.6 Current Design Status of the Project

Alameda CTC is currently completing the preliminary engineering and environmental review and clearance phase, and it has procured a consultant for the final design phase who will proceed with the project following environmental clearance.