



Memorandum

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www.AlamedaCTC.org

DATE: April 18, 2024

TO: Alameda County Transportation Commission

FROM: Carolyn Clevenger, Deputy Executive Director of Planning and Policy

SUBJECT: Approve 2014 Measure BB Transportation Expenditure Plan Amendments

Recommendation

It is recommended that the Commission approve three amendments to the 2014 Measure BB Transportation Expenditure Plan (TEP) to the Traffic Relief on Highways section of the TEP detailed below.

- 1) I-80 Ashby Interchange Improvements (TEP-30): add a specific reference to advancing, in the near-term, a bicycle and pedestrian overcrossing as an initial phase of the Ashby Interchange project.
- 2) I-580/I-680 Interchange Improvement Project (TEP-33): revise the project name of the I-580/I-680 Interchange Improvements project to include near-term safety improvements approaching and through the interchange.
- 3) I-880 Northbound HOV/HOT Extension from A Street to Hegenberger Project (TEP-36): remove the specific I-880 Northbound High Occupancy Vehicles/Toll (HOV/HOT) Extension from A St to Hegenberger project and replace it with a broader Central County I-880 corridor operational and safety interchange improvement program.

This is an action item. Approval of this item at PPLC requires a majority vote, while a 2/3 approval is required at the Commission meeting per the Implementing Guidelines of the 2014 TEP.

Background

The 2014 Measure BB TEP includes implementation guidelines regarding project deadlines to ensure that the projects promised in the plan can be completed in a timely manner, and requirements for how funds be reallocated should the need arise.

Implementation Guideline 8 establishes that *“each project will be given a period of seven years from the first year of revenue collection (up to December 31, 2022) to receive environmental clearance approvals and to have a full funding plan for each project.*

Project sponsors may appeal to the Alameda CTC Commissioners for one-year time extensions” (2014 TEP, page 38).

At the Commission’s December 2023 meeting, the Commission approved time extensions for eight projects, including three with conditional extensions, and did not approve extensions for two projects. The Commission directed staff to return to the Commission in 2024 with proposed strategies for those projects either not receiving extensions or receiving conditional extensions. The proposed TEP amendments address three of the recommended actions from the December 2023 Commission approval:

- 1) I-80 Ashby Interchange Improvements (TEP-30) received a conditional extension requiring the Project Sponsor (Alameda CTC) to provide an update to the Commission by July 1, 2024 regarding the project status and detailed project delivery plan with a viable full funding plan for implementation.
- 2) I-580/I-680 Interchange Improvement Project (TEP-33) received no extension and it was noted that, due to the significant costs of improvements to this interchange and the lack of funding opportunities to fund this magnitude of a project, MBB funds are proposed to be reprogrammed within the interchange area and approaches.
- 3) I-880 Northbound HOV/HOT Extension from A Street to Hegenberger Project (TEP-36) received no extension and it was noted that due to the significant project costs, and the lack of inclusion in required planning documents, MBB funds are proposed to be reprogrammed to improvements within the corridor.

Implementation Guideline 22 details how funds may be reallocated over the course of the measure.

Should a planned project become undeliverable, infeasible or unfundable due to circumstances unforeseen at the time this Plan was created, or should a project not require all funds programmed for that project or have excess funding, funding for that project will be reallocated to another project or program of the same type, such as Transit, Streets, Highways, Community Development Investments, or Bicycle and Pedestrian Safety, at the discretion of the Alameda CTC.” (2014 TEP, page 39)

All three projects are part of the Traffic Relief on Highways section of the TEP. The proposed amendments are consistent with TEP Implementation Guideline 22 as the funds remain within the Traffic Relief on Highways section of the TEP, and maintain the geographic equity of the TEP. In addition, the proposed amendments will advance safety, which is a key Commission priority, and ensure projects are delivered in a timely fashion to benefit the voters of Alameda County.

I-80 Ashby Interchange Improvements (TEP-30) Project

The I-80 Ashby Interchange Project is currently completing the environmental phase. The Measure BB commitment to the project is \$52 million, with total project costs currently

estimated at \$157.1 million. Given the large funding gap, Alameda CTC as Project Sponsor is exploring funding opportunities to complete construction of a fundable initial usable segment consistent with the environmental document. The recommended amendment detailed below clearly states in the project description that the bicycle and pedestrian overcrossing segment of the I-80 Ashby Interchange is part of the project, consistent with the project's environmental document, and that fully-funded elements of the project may advance in phases to ensure public benefits are delivered as quickly as possible.

I-580/I-680 Interchange Improvement Project (TEP-33)

The last major milestone for the I-580/I-680 Interchange Improvement Project was the completion of the Project Study Report-Project Development Study (PSR/PDS) in February 2008. No subsequent project development has occurred. The PSR/PDS estimated the total project cost of \$1.2 billion in escalated dollars, with construction anticipated to begin in 2014. While Measure BB commits \$20 million to the interchange, the project has significant funding gaps with no reasonably anticipated funding source. State and federal policy priorities make it increasingly challenging to fund large-scale highway projects such as this. In order to provide benefits to users of the facility, the proposed amendment would include near-term safety improvements approaching and through the interchange as part of the project description. Analysis conducted by Alameda CTC as part of the I-580 Transit and Multimodal Strategy study identified safety as a key issue around the interchange, with 185 injury collisions in the vicinity of the I-580/I-680 interchange over the 2016-2020 period, including six individuals killed and others seriously injured in the last six years. Alameda CTC has coordinated with Caltrans, as well as the Cities of Dublin, Pleasanton and Livermore, to initiate discussions regarding near-term safety improvements to advance in the approaches to and through the I-580/I-680 interchange. The proposed amendment below and attached clearly states that safety improvements approaching and through the I-580/I-680 interchange are eligible uses of the \$20 million committed to the project.

I-880 NB HOV/HOT Extension from A Street to Hegenberger Project

No environmental phase project delivery efforts have been initiated on the I-880 Northbound HOV/HOT Extension from A Street to Hegenberger project. In addition, Alameda CTC does not currently have legislative authority to operate an Express Lane on I-880. Given the lack of project advancement since the passage of Measure BB, and since there is no current full funding plan for the project, Alameda CTC as the Project Sponsor is recommending removing reference to the project from the TEP, and instead broadening eligibility for the \$20 million to a Central County I-880 corridor program to enhance interchange operational and safety for projects in Central County including interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange. This amendment would maintain the funding in the corridor and facilitate delivery of projects in the near-term.

Proposed Amendments Comment Period

The TEP amendment process requires approval of the proposed amendments by Alameda CTC and a 45-day comment period by jurisdictions in Alameda County. Following the January 25, 2024 Commission approval, staff initiated the comment period. All jurisdictions within Alameda County were notified via email and letter of the proposed amendments and comment period, and the information was posted on the Alameda CTC webpage Latest News. The comment period ended on March 11, 2024. No comments were received.

Attachment A is the Commission Resolution that documents the amendment. The proposed amendments include the following elements, which are documented in track changes in Attachment B:

- 1) I-80 Ashby Interchange Improvements (TEP-30): add a specific reference to advancing in the near-term a bicycle and pedestrian overcrossing as an initial phase of the Ashby Interchange project.
- 2) I-580/I-680 Interchange Improvement Project (TEP-33): revise the project name of the I-580/I-680 Interchange Improvements project to include near-term safety improvements approaching and through the interchange.
- 3) I-880 NB HOV/HOT Extension from A Street to Hegenberger Project (TEP-36): remove the specific reference to the I-880 Northbound High Occupancy Vehicles/Toll (HOV/HOT) Extension from A St to Hegenberger project and replace it with operational and interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange.

Proposed Amendments

Existing TEP Language to be Amended

Amend the Traffic Relief on Highways funding as follows:

TEP Table 1 (page 5)

1. I-80 Improvements – no changes.
2. I-580 Improvements – change the Project “I-580/I-680 Interchange Improvements” to “**Safety Improvements approaching and through** the I-580/I-680 Interchange”
3. I-880 Improvements – remove I-880 NB HOV/HOT Extension from A St. to Hegenberger and replace with “**I-880 operational and interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange.**”

Traffic Relief on Highways, Page 25

Modify the first sentence of the paragraph describing the I-80 Ashby Avenue Interchange as noted in **red** and ~~strikethrough~~:

- The Ashby Avenue corridor will receive funding to fully reconstruct the Ashby Avenue Interchange by eliminating the substandard eastbound on-ramp in Berkeley's Aquatic Park **and adding a bicycle and pedestrian overcrossing to provide safe multimodal access over I-80 at the interchange. Fully-funded elements of the project may advance in phases to ensure public benefits are delivered as quickly as possible.** ~~The interchange will be fully accessible to vehicles traveling to and from Emeryville and Berkeley and east and west on I-80, will reduce local traffic congestion in Berkeley and Emeryville, and will improve bicycle and pedestrian access. The project includes associated corridor improvements on Ashby Avenue.~~ **If additional Measure BB funds are available within the 2014 TEP amount designated for the project, after an initial operational project phase is implemented, subsequent phases of the project are eligible to be implemented.**

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Remove the Northbound High Occupancy Vehicle and High Occupancy Toll Extension from A St. to Hegenberger from the list of projects listed. Replace with **"I-880 operational and interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange."**

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I-580 Corridor Investments section. Change the first sentence of the paragraph as noted in red:

- Investments in the I-580 corridor include **near-term safety improvements approaching and through** the I-580/I-680 Interchange to **improve safety and** provide traffic relief on one of the most significant bottlenecks on the freeway system.

Page 28

Delete sentence shown in ~~strikethrough~~: ~~In addition, funding will support completion of the HOV/HOT carpool lanes on I-880 from A Street in Hayward to Hegenberger Road in Oakland, filling in this important gap in the HOV lane system.~~

Fiscal Impact: There is no fiscal impact associated with the requested action.

Attachments:

- A. Commission Resolution for 2014 TEP Amendments
- B. Proposed 2014 Measure BB Expenditure Plan Amendment Redline Markups and Technical Amendments



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Executive Director
Tess Lengyel

**ALAMEDA COUNTY TRANSPORTATION COMMISSION
Resolution No. 24-001**

**Resolution of the Alameda County Transportation Commission
Amending the 2014 Transportation Expenditure Plan**

WHEREAS, by action of the governing body (“Commission”) of Alameda County Transportation Commission (“Alameda CTC”) at a regular Commission meeting on January 23, 2014, Alameda CTC approved the 2014 Transportation Expenditure Plan (“2014 TEP”), and in November 2014, the voters of Alameda County approved Measure BB, a sales tax measure intended to provide funding for the 2014 TEP.

WHEREAS, the 2014 TEP allocated \$677.40 million to projects and programs to provide Traffic Relief on Highways as one of the Project Types in the TEP.

WHEREAS, the 2014 TEP included Implementing Guideline 8, Strict Project Deadlines, providing each project a period of seven years from the first year of revenue collection (up to December 31, 2022) to receive environmental clearance approvals and to have a full funding plan.

WHEREAS, on December 7, 2023 the Commission approved a conditional time extension to the deadlines under Implementing Guideline 8, Strict Project Deadlines, for the I-80 Ashby Interchange improvements project, and did not approve time extensions to the deadlines for two projects, the I-580/I-680 Interchange improvements project, and the I-880 Northbound High Occupancy Vehicles/High Occupancy Toll (HOV/HOT) Extension from A Street to Hegenberger project.

WHEREAS, these three projects have significant funding shortfalls and have not demonstrated progress in project development milestones necessary to meet the deadlines set forth in Implementing Guideline 8, Strict Project Deadlines.

WHEREAS, Implementing Guideline 22 included in the 2014 TEP details how funds may be reallocated during implementation of the 2014 TEP, stating that should a planned project become undeliverable, infeasible or unfundable, funding for that project will be reallocated to another project or program of the same type at the discretion of Alameda CTC.

WHEREAS, the 2014 TEP and Public Utilities Code section 180207 together provide that the 2014 TEP may be modified if an amendment is approved by a two-thirds vote of the Commission, with Alameda CTC’s member jurisdictions being provided with a minimum of 45 days to comment on any proposed Plan amendment.

WHEREAS, at the Commission’s regular meeting on January 25, 2024, the Commission gave initial approval by at least a two-thirds majority to three amendments to the 2014 TEP to address the projects referenced above, and

Alameda CTC thereafter provided notice to its member jurisdictions on January 25, 2024 of the commencement of the 45-day comment period for each of the proposed amendments.

WHEREAS, at the Commission’s regular meeting on January 25, 2024 following the completion of the 45-day comment period, the Commission considered all comments from its member jurisdictions and from members of the public, and gave final approval by at least a two-thirds majority to the three proposed amendments to the 2014 TEP.

NOW THEREFORE, BE IT RESOLVED that the 2014 Transportation Expenditure Plan is amended with respect to the three projects identified above as set forth in Exhibit A attached hereto and by this reference incorporated herein.

DULY PASSED AND ADOPTED by the Alameda CTC Commission at the regular Commission meeting held on January 25, 2024 in Oakland, California, by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

SIGNED:

Attest:

John J. Bauters,
Chair, Alameda CTC

Vanessa Lee,
Clerk of the Commission

Exhibit A

Text of Amendments to the 2014 Transportation Expenditure Plan

Existing TEP Language to be Amended

Amend the Traffic Relief on Highways funding as follows:

TEP Table 1 (page 5)

1. I-80 Improvements – no changes.
2. I-580 Improvements – change the Project “I-580/I-680 Interchange Improvements” to “**Safety improvements approaching and through** the I-580/I-680 Interchange”
3. I-880 Improvements – remove I-880 NB HOV/HOT Extension from A St. to Hegenberger and replace with “**I-880 operational and interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange**”

Traffic Relief on Highways, Page 25

Modify the first sentence of the paragraph describing the I-80 Ashby Avenue Interchange as noted in **red** and ~~striketrough~~:

- The Ashby Avenue corridor will receive funding to fully reconstruct the Ashby Avenue Interchange by eliminating the substandard eastbound on-ramp in Berkeley’s Aquatic Park **and adding a bicycle and pedestrian overcrossing to provide safe multimodal access over I-80 at the interchange. Fully-funded elements of the project may advance in phases to ensure public benefits are delivered as quickly as possible.** ~~The interchange will be fully accessible to vehicles traveling to and from Emeryville and Berkeley and east and west on I-80, will reduce local traffic congestion in Berkeley and Emeryville, and will improve bicycle and pedestrian access. The project includes associated corridor improvements on Ashby Avenue.~~ **If additional Measure BB funds are available within the 2014 TEP amount designated for the project, after an initial operational project phase is implemented, subsequent phases of the project are eligible to be implemented.**

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Remove the Northbound High Occupancy Vehicle and High Occupancy Toll Extension from A St. to Hegenberger from the list of projects listed. Replace with “**I-880 operational and interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange.**”

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I-580 Corridor Investments section. Change the first sentence of the paragraph as noted in **red**:

- Investments in the I-580 corridor include **near-term safety improvements approaching and through** the I-580/I-680 Interchange to **improve safety and** provide traffic relief on one of the most significant bottlenecks on the freeway system.

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Delete sentence: ~~In addition, funding will support completion of the HOV/HOT carpool lanes on I 880 from A Street in Hayward to Hegenberger Road in Oakland, filling in this important gap in the HOV lane system.~~

Table 1: List of Investments

| Type | Investment Category | Project/Program | Amount (\$ x millions) | % of Total Funds |
|---|--|---|------------------------|------------------|
|  <p>Traffic Relief on Highways (9%)</p> | I-80 Improvements | I-80 Gilman Street Interchange improvements | \$24.00 | 8% |
| | | I-80 Ashby Interchange improvements | \$52.00 | |
| | | Subtotal | \$76.00 | |
| | SR-84 Improvements | SR-84/I-680 Interchange and SR-84 Widening | \$122.00 | |
| | | SR-84 Expressway Widening (Pigeon Pass to Jack London) | \$10.00 | |
| | | Subtotal | \$132.00 | |
| | I-580 Improvements | <u>Safety improvements approaching and through the I-580/I-680 Interchange improvements</u> | \$20.00 | |
| | | I-580 Local Interchange Improvement Program: Interchange improvements – Greenville, Vasco, Isabel Avenue (Phase 2); Central County I-580 spot intersection improvements | \$28.00 | |
| | | Subtotal | \$48.00 | |
| | I-680 Improvements | I-680 High Occupancy Vehicle/Toll (HOV/HOT) Lane between SR-237 and Alcosta | \$60.00 | |
| | | Subtotal | \$60.00 | |
| | I-880 Improvements | <u>I-880 NB HOV/HOT Extension from A St. to Hegenberger</u> | \$20.0 | |
| | | <u>I-880 corridor operational and interchange safety improvements in Central County and north on I-880 up to the Hegenberger/I-880 Interchange</u> | | |
| | | I-880 Broadway/Jackson multimodal transportation and circulation improvements | \$75.0 | |
| | | Whipple Road/Industrial Parkway Southwest Interchange improvements | \$60.0 | |
| | | I-880 Industrial Parkway Interchange improvements | \$44.0 | |
| | | I-880 Local Access and Safety: Interchange improvements at Winton Avenue; 23rd/29th Ave., Oakland; 42nd Street/High Street; Route 262 (Mission) improvements and grade separation; Oak Street | \$85.00 | |
| | Subtotal | \$284.00 | | |
| Highway Capital Projects | Subtotal | \$600.00 | | |
| Freight & Economic Development | Freight and economic development program | \$77.40 | 1% | |
| | TOTAL | \$677.40 | 9% | |

Notes: Priority implementation of specific investments and amounts for fully defined capital projects and phases will be determined as part of the Capital Improvement Program developed through a public process and adopted by the Alameda CTC every two years and will include geographic equity provisions.

All recipients of sales tax funds will be required to enter into agreements which will include performance and accountability measures.



The County's aging highway system requires safety, access and gap closure improvements to enhance efficiencies and reduce traffic on a largely built-out system. Funding has been allocated to each highway

corridor in Alameda County for needed improvements. Specific projects have been identified based on project readiness, local priority and the ability to leverage current investments and funds. A number of additional eligible projects have been identified as candidates for corridor improvements, which will be selected for funding based on their contribution to the overall goals of improving system reliability, maximizing connectivity, improving the environment and reducing congestion. Priority implementation of specific investments and amounts will be determined as part of the Capital Improvement Program developed by Alameda CTC every two years.

Most of the projects that have been identified for funding are designed to improve the efficiency of and access to existing investments and to close gaps and remove bottlenecks.

A total of 9% of the net revenue is allocated to the highway system, including 1%, or approximately \$77 M, allocated specifically to goods movement and related projects.

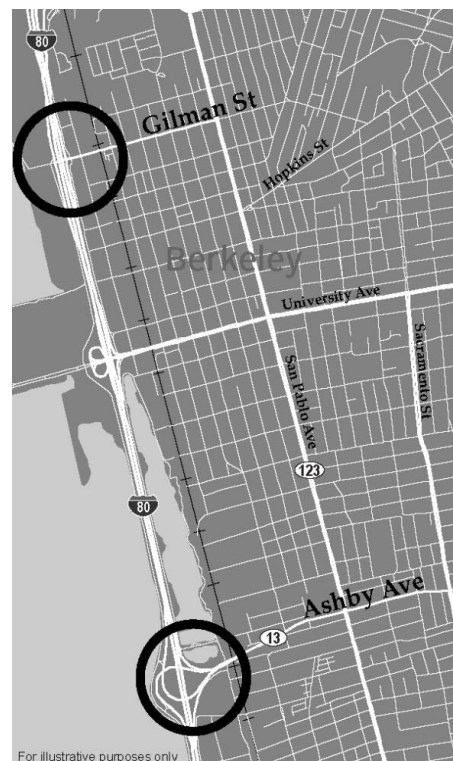
I-80 CORRIDOR INVESTMENTS FROM THE CONTRA COSTA COUNTY LINE TO THE BAY BRIDGE (\$76 M)

I-80 in the northern part of the County is the most congested stretch of freeway in the Bay Area. Investments in the interchanges on this route were selected to relieve bottlenecks, improve safety and improve conditions for cars, buses, trucks and bicyclists and pedestrians. Key investments will be made at the Ashby and Gilman interchanges in Berkeley, which will improve conditions for all modes in both Emeryville and Berkeley.

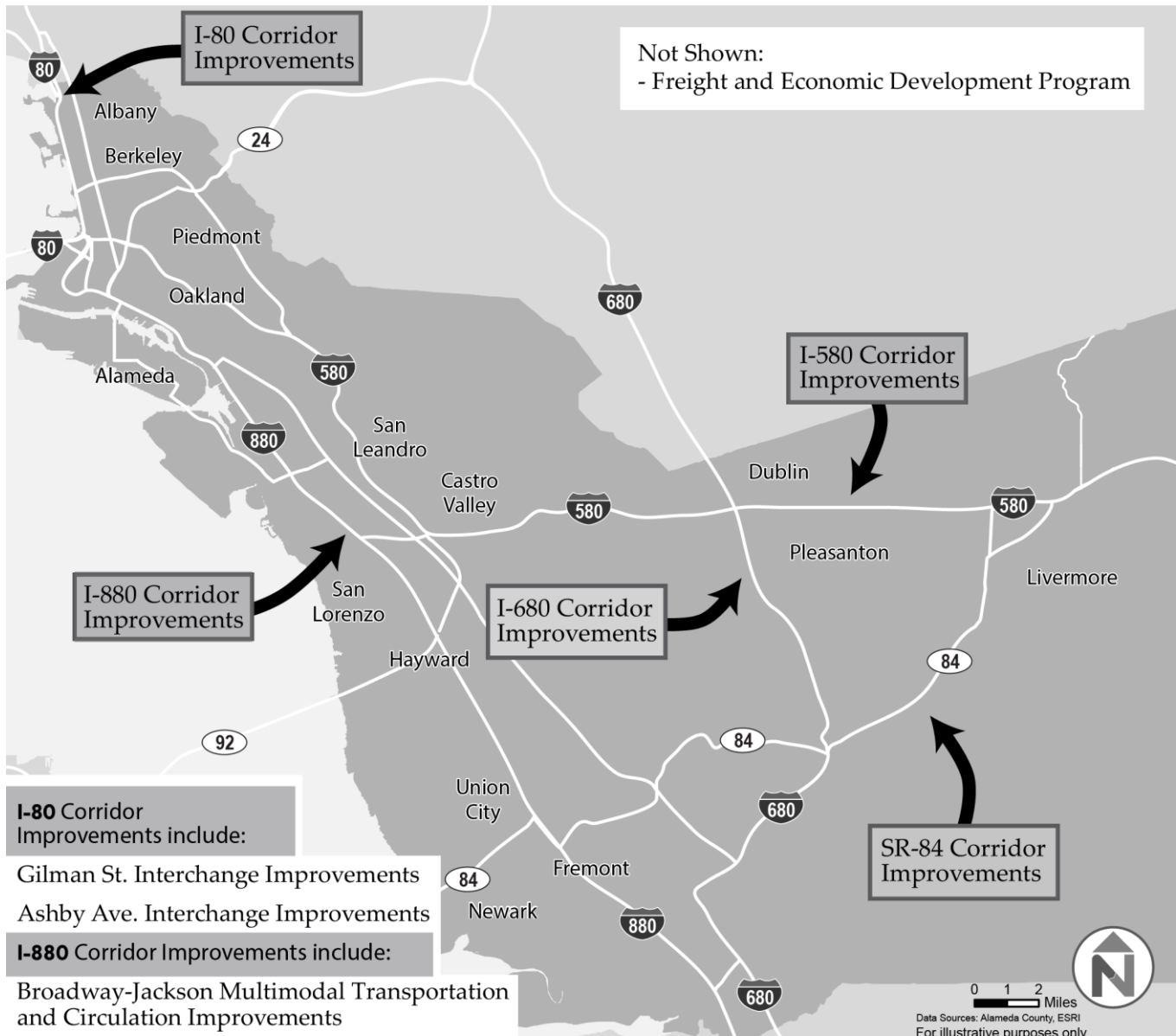
The I-80 Gilman project will receive funding to relieve a major bottleneck and safety problem at the I-

80 Gilman interchange. The project includes both a major reconfiguration of the interchange and grade separation of the roadway and the railroad crossing which currently crosses Gilman at-grade impeding traffic flow to and from the freeway. Improvements will also be made for pedestrians and bicyclists crossing this location and accessing recreational opportunities west of the freeway, making this a true multimodal improvement.

The Ashby Avenue corridor will receive funding to fully reconstruct the Ashby Avenue Interchange by eliminating the substandard eastbound on-ramp in Berkeley's Aquatic Park and adding a bicycle and pedestrian overcrossing to provide safe multimodal access over I-80 at the interchange. Fully-funded elements of the project may advance in phases to ensure public benefits are delivered as quickly as possible. The interchange will be fully accessible to vehicles traveling to and from Emeryville and Berkeley and east and west on I-80, will reduce local traffic congestion in Berkeley and Emeryville, and will improve bicycle and pedestrian access. The project includes associated corridor improvements on Ashby Avenue. If additional Measure BB funds are available within the 2014 TEP amount designated for the project, after an initial operational project phase is implemented, subsequent phases of the project are eligible to be implemented.

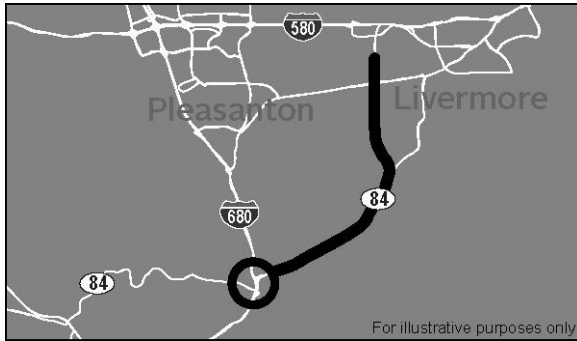


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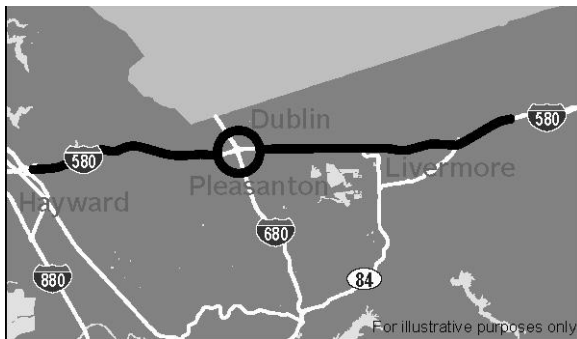
STATE ROUTE 84 FROM I-580 TO I-680 (\$132 M)

Two significant improvements are planned for this corridor to complete improvements at the State Route (SR) 84 and I-680 interchange and widening SR 84 to support safety, connectivity and efficiency.



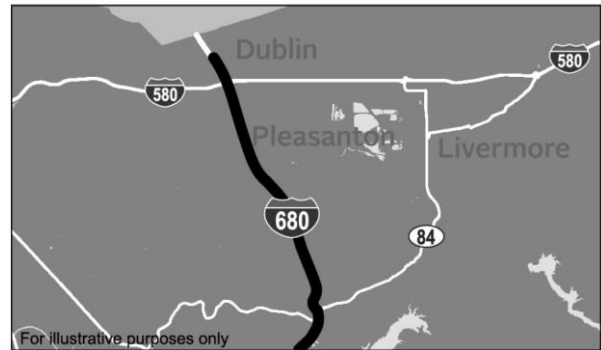
I-580 CORRIDOR INVESTMENTS FROM DUBLIN TO SAN JOAQUIN COUNTY LINE (\$48 M)

Investments in the I-580 corridor include near-term safety improvements approaching and through the I-580/I-680 Interchange to improve safety and provide traffic relief on one of the most significant bottlenecks on the freeway system. Additional funding is for interchange improvements in both East and Central County, including improvements at Vasco Road, Greenville Road and Isabel Avenue, which are needed for major transit investments in the Livermore area, as well as interchange improvements in Central County, focusing on bottleneck relief and safety improvements.



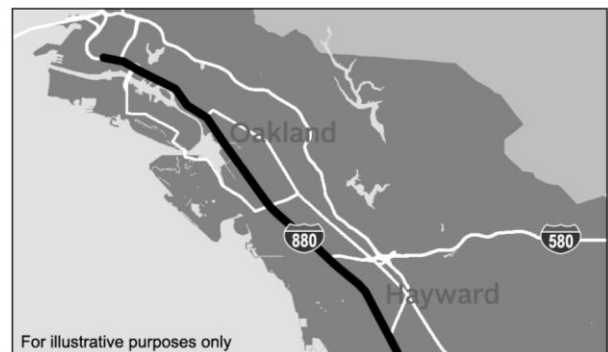
I-680 FROM CONTRA COSTA COUNTY LINE TO THE SANTA CLARA COUNTY LINE (\$60 M)

Implementation of the I-680 high occupancy vehicle/toll (HOV/HOT) lane in both directions from SR 237 to Alcosta Boulevard is the centerpiece of the improvements planned for this heavily traveled corridor. This project will receive \$60 M to construct carpool/HOT lanes on I-680 between Alcosta Boulevard and SR 237 in both directions.



I-880 CORRIDOR INVESTMENTS FROM OAKLAND TO UNION CITY (\$284 M)

I-880 corridor improvements include projects to upgrade and improve key interchanges throughout the corridor beginning with the Broadway/Jackson interchange and Oak Street interchange in Oakland and Alameda to the Whipple/Industrial Parkway Southwest interchange in Hayward and to the County line. Many other interchange projects are also candidates for funding to relieve congestion and improve safety.



Funds are included for I-880 Broadway-Jackson multimodal transportation and circulation improvements for Alameda Point, Oakland Chinatown, Downtown Oakland, and Jack London Square.

Funds for interchange improvements at Whipple Road and Industrial Parkway in the Central part of the County are also included, as well as making other improvements on I-880. The goals of these improvements are to remove bottlenecks and enhance safety at these critical interchanges, serving motorists, other road users, and goods movement in Central and Southern Alameda County.

~~In addition, funding will support completion of the HOV/HOT carpool lanes on I-880 from A Street in Hayward to Hegenberger Road in Oakland, filling in this important gap in the HOV lane system.~~

Additional funding on I-880 includes a number of critical access and interchange improvements in the north and central parts of the county including grade separations, bridge improvements and interchange enhancements.

FREIGHT AND ECONOMIC DEVELOPMENT PROGRAM (1% OF NET REVENUE, \$77 M)

These discretionary funds will be administered by Alameda CTC for the purposes of developing innovative approaches to moving goods in a safe and healthy environment in support of a robust economy. Eligible expenditures in this category include planning, development and implementation of projects that:

- Enhance the safe transport of freight by truck or rail in Alameda County, including projects that reduce conflicts between freight movement and other types of transportation.
- Reduce greenhouse gas production in the transport of goods.
- Mitigate environmental impacts of freight movement on residential neighborhoods.
- Enhance coordination between the Port of Oakland, the Oakland Airport and local jurisdictions for the purposes of improving the efficiency, safety, and environmental and noise impacts of freight operations while promoting a vibrant economy.

These funds will be distributed by Alameda CTC to eligible public agencies within Alameda County, including local jurisdictions such as cities, Alameda County, the Port of Oakland and the Oakland Airport.

