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Body: [City Council](#)

On agenda: 5/6/2025

Title: Recommendation to Authorize the City Manager to Execute All Necessary Documents with the Alameda County Transportation Commission to Replace the Ralph Appezato Memorial Parkway Bus Lanes Project with Transit-Focused Multimodal Projects on Lincoln Avenue/Marshall Way/Pacific Avenue, Stargell Avenue and Westline Drive, as the Named Measure BB Bus Project in the 2014 Transportation Expenditure Plan. The proposed projects are categorically exempt pursuant to California Environmental Quality Act Guidelines section 15301(c) Existing Facilities (Minor alterations to existing facilities including bicycle facilities) and Section 15304(h) Minor Alterations to Land and the creation of bicycle lanes on existing public rights of way. Under the National Environmental Policy Act, this project is a Categorical Exclusion under 23 Code of Federal Regulations 771.117(c): activity (c) (3) Construction of bicycle and pedestrian lanes, paths and facilities. (Planning Building and Transportation 24462742)

Attachments: 1. [Exhibit 1: Measure BB Transportation Expenditure Plan](#), 2. [Exhibit 2: Proposed Project Memo](#), 3. [Exhibit 3: Westline Bus Queue Jump Lane Project Sheet](#)

Text

Title

Recommendation to Authorize the City Manager to Execute All Necessary Documents with the Alameda County Transportation Commission to Replace the Ralph Appezato Memorial Parkway Bus Lanes Project with Transit-Focused Multimodal Projects on Lincoln Avenue/Marshall Way/Pacific Avenue, Stargell Avenue and Westline Drive, as the Named Measure BB Bus Project in the 2014 Transportation Expenditure Plan.

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Body

To: Honorable Mayor and Members of the City Council

From: Jennifer Ott, City Manager

EXECUTIVE SUMMARY

Alameda County Transportation Commission (Alameda CTC) administers the 2014 Measure BB Transportation Expenditure Plan (2014 TEP), which includes a commitment of \$9 million to the City of Alameda (City) for Bus Rapid Transit and transit priority projects that enhance the reliability and speed of bus transit services. Staff recommends replacing the 2014 TEP's commitment from the Ralph Appezato Memorial Parkway (Appezato Pkwy) Bus Lanes project with a program of transit-focused multimodal projects. This proposal focuses on reducing bus travel time and on continuing the momentum of the City's high-priority projects. This recommendation was developed in coordination with AC Transit. AC Transit must also submit a letter of concurrence approved by their Board of Directors in order for Alameda CTC to consider amending the 2014 TEP. This amendment will require approval by the Alameda CTC Commission.

BACKGROUND

In 2014, Alameda County voters passed the 2014 TEP, a one cent sales tax for transportation projects and programs which is administered by Alameda CTC. The 2014 TEP for Measure BB includes four named rapid bus projects. One of them is for a bus corridor project within the City titled "Alameda to Fruitvale BART Rapid Bus" for \$9 million. As stated in Exhibit 1, these named rapid bus projects must:

"...enhance the reliability and speed of bus transit services in the East Bay. These projects include the implementation of Bus Rapid Transit and transit priority projects on some of the busiest corridors in the

AC Transit system.... Funds may be used for project development, design, construction, access and enhancement of the rapid transit corridors.”

For the “Alameda to Fruitvale BART Rapid Bus” project, the TEP states that the project:

“will provide a fast and reliable connection between the City of Alameda and the Fruitvale BART station, providing service to new development proposed for the City of Alameda.”

In 2016, the City initially planned to use the \$9 million in Measure BB funds for dedicated bus lanes on Appezzato Pkwy, anticipating high-frequency AC Transit service due to the planned development at Alameda Point. In 2017, the City included the project in its Capital Improvement Plan and requested Alameda CTC to program the \$9 million in Measure BB funds to the project.

By 2023, AC Transit’s draft Realign plan omitted the anticipated new bus service along Appezzato Pkwy, prompting discussions with AC Transit, including at the AC Transit/City Interagency Liaison Committee (ILC), on alternative transit projects. Although AC Transit adjusted its final 2024 Realign plan to include Line 19 serving Appezzato Pkwy at one-hour frequency, this infrequent level of service does not justify dedicated bus lanes.

As part of the 2014 TEP requirements, projects in the TEP must complete project delivery milestones by a certain deadline to demonstrate project feasibility and progress. Projects may request consideration of annual time extensions to those deadlines from Alameda CTC. In fall 2024, as part of the annual time extension request, the City noted the change in project status. Consequently, Alameda CTC declined a time extension for the Appezzato Pkwy Bus Lanes in December 2024. Due to no near-term bus rapid transit implementation, Measure BB funds would need to be reprogrammed to eligible transit improvements.

In early 2025, City staff, working closely with AC Transit staff, proposed a program of transit-focused multimodal projects elsewhere in Alameda as alternative uses of the \$9 million in Measure BB funds. The AC Transit/City ILC discussed this proposal at the January 2025 meeting, which was well received with positive support. The City’s Transportation Commission endorsed this recommendation in February 2025. The proposal is now coming before the City Council and AC Transit Board for approval prior to final consideration by Alameda CTC.

DISCUSSION

City staff and the Kittelson consultant team worked with AC Transit to develop the project proposal to direct the \$9 million to other bus projects in Alameda that meet the original TEP objectives (Exhibit 2). The proposal prioritizes a program of three such projects (Table 1). This proposal focuses on reducing bus travel time and on continuing the momentum of the City’s high-priority projects, which is important due to the lack of funding reserves. While the final alignment of the future Line 19 runs on Appezzato Pkwy, its low frequency does not require bus-only infrastructure. The program of transit-focused multimodal projects and their transit-supportive features are described below.

Proposed Projects (Table 1)

Project	Total Project Cost	Bus Lines Served
Lincoln/Marshall/Pacific	\$4 million (\$20 million)	96
Stargell Avenue	\$4 million (\$4 million)	19, 96
Westline Drive bus queue jump lane	\$1 million (\$1 million)	20, W
Total	\$9 million	19, 20, 96 and W

- **Lincoln/Marshall/Pacific Corridor Improvements:** This project enhances safety on a three-mile High Injury Corridor, as identified in the Vision Zero Action Plan. Funds would support a bus island at the Academy of Alameda (on Pacific Avenue at Fourth Street), consolidated bus stops between Fifth Street and Webster Street for improved efficiency, bus stop amenities, and intersection improvements to make bus stops safer and easier to access. The project will serve Alameda Point via Line 96. Project webpage: www.alamedaca.gov/LincolnMarshallPacific <<http://www.alamedaca.gov/LincolnMarshallPacific>>
- **Stargell Avenue Roundabout and Transit Improvements (Phase 1):** The project will add transit-focused improvements to Willie Stargell Avenue between Main Street and Mariner Square Loop/East Campus Drive. The project scope includes access enhancements and amenities at four new bus stops on the corridor that will serve the newly re-routed Line 19 with implementation of AC Transit’s Realign plan. Single-lane roundabouts at Fifth Street and Mariner Square Loop/East Campus Drive will support pedestrian safety and transit operations for Lines 19 and 96 serving Alameda Point. The proposed roundabout at Stargell Avenue/Fifth Street is prioritized for Phase 1 implementation. The proposed roundabout at Stargell Avenue/Mariner Square Loop/East

Campus Drive is Phase 2 and is unfunded. Project webpage: www.alamedaca.gov/Stargell
<<http://www.alamedaca.gov/Stargell>>

- **Westline Bus Queue Jump Lane:** The Westline Drive Bus Queue Jump Lane project would identify a transit-only lane along Westline Drive/Eighth Street between Otis Drive and Portola Avenue, in the northbound direction. A dedicated bus lane would allow buses traveling northbound to Central Avenue to bypass general traffic queues. As part of a multimodal concept design process, the project also would identify bikeways on or adjacent to Westline Drive/Eighth Street to help close the Westline Drive/Shoreline Drive and Central Avenue bike lane gap. The project would serve future South Shore development via Line 20. For more information, refer to the project sheet in the Transportation Choices Plan (Exhibit 3).

After City Council and AC Transit Board approval, Alameda CTC will consider amending the TEP with the proposed program of projects. Construction would be anticipated to begin in late 2026 for the Lincoln/Marshall/Pacific corridor pending federal funding, by 2027/28 for the Stargell Avenue corridor, and in 2028 for the Westline Drive bus queue jump lane.

ALTERNATIVES

- Approve replacing the Appezzato Pkwy Bus Lanes with transit-focused multimodal projects on Lincoln/Marshall/Pacific, Stargell Avenue and Westline Drive, as described above.
- Approve and provide direction on minor modifications.
- Direct staff to make specific modifications, pending AC Transit approval of the specific modifications, and in time for returning to Alameda CTC with proposed strategies to reprogram the Measure BB funds in 2025.

FINANCIAL IMPACT

City staff recommends that the program of transit-focused multimodal projects be funded by the Measure BB Named Bus project in the 2014 TEP for \$9 million. Alameda County's transportation sales tax is administered by the Alameda CTC. Alameda CTC will need to approve the City's proposal to replace the Named Bus Project to the program of transit-focused multimodal projects. If approved, the Appezzato Pkwy Bus Lanes project (C65400) will shift to the capital projects as follows:

Lincoln/Marshall/Pacific corridor improvements (C65700):	\$4 million
Stargell Avenue complete streets (C65100):	\$4 million
Westline queue jump lane:	<u>\$1 million</u>
Total:	\$9 million

MUNICIPAL CODE/POLICY DOCUMENT CROSS REFERENCE

The recommended projects are consistent with the General Plan (2021) and make progress towards meeting the four goals of the **Mobility Element**, which are equity, safety, choices and sustainability.

Vulnerable users are supported in the Mobility Element under ME-6 with a policy that prioritizes transportation improvements for vulnerable users including youth, seniors, people with disabilities, and underserved communities.

Roundabouts are supported in the Mobility Element under ME-7 by prioritizing use of roundabouts to improve safety and access while lowering maintenance costs.

Transit is supported in the Mobility Element under ME-16 to ensure community members have access to safe, reliable and high-quality transit. The Westline Drive Bus Lanes project is in the City's Transportation Choices Plan (2018) with the project sheet shown in Exhibit 3.

This proposal supports the City's Strategic Plan priority to Invest in Alameda's Transportation, Infrastructure, and Economy.

ENVIRONMENTAL REVIEW

The proposed projects are categorically exempt pursuant to California Environmental Quality Act (CEQA) Guidelines section 15301(c) Existing Facilities (Minor alterations to existing facilities including bicycle facilities) and Section 15304(h) Minor Alterations to Land and the creation of bicycle lanes on existing public rights of way.

Because the Stargell Avenue Complete Street Project and the Lincoln/Marshall/Pacific Corridor Improvement Project may receive federal funds, these projects were reviewed under the National Environmental Policy Act and determined to be eligible for Categorical Exclusion under 23 Code of Federal Regulations 771.117(c): activity (c) (3) Construction of bicycle and pedestrian lanes, paths and facilities.

CLIMATE IMPACT

The Climate Action and Resiliency Plan found that transportation accounts for 70% of the City's GHG emissions, and that moving people out of automobiles is paramount to reducing transportation-related emissions.

RECOMMENDATION

1. Find the proposed projects are categorically exempt under CEQA Guidelines section 15301(c) and 15304(h) and qualify for a NEPA Categorical Exclusion under 23 Code of Federal Regulations 771.117(c): activity (c) (3) Construction of bicycle and pedestrian lanes, paths and facilities; and
2. Authorize the City Manager to execute all necessary documents with the Alameda CTC to replace the Appezato Pkwy Bus Lanes project with transit-focused multimodal projects on Lincoln/Marshall/Pacific, Stargell Avenue and Westline Drive, as the Named Measure BB Bus Project in the 2014 TEP.

Respectfully submitted,
Allen Tai, Planning, Building and Transportation Director

By,
Gail Payne, Project Manager
Susie Hufstader, Senior Transportation Coordinator

Financial Impact section reviewed,
Ross McCarthy, Acting Finance Director

Exhibits:

1. Measure BB Transportation Expenditure Plan
2. Proposed Project Memo
3. Westline Bus Queue Jump Lane Project Sheet