

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: NANCY ADAMS
TRANSPORTATION AND PUBLIC WORKS
SUBJECT: ONE BAY AREA GRANT 2 (OBAG 2) PROPOSED PROJECTS

AGENDA ACTION: MOTION

RECOMMENDATION

It is recommended by the Transportation and Public Works Department that the Council, by motion, authorize the Director of Transportation and Public Works to submit grant applications for the following: 1) pavement rehabilitation project; 2) Highway 101 bicycle and pedestrian bridge design phase; and 3) bike and pedestrian gap closures citywide to the Sonoma County Transportation Authority (SCTA) for consideration in the One Bay Area Grant 2 (OBAG 2) program.

EXECUTIVE SUMMARY

The Sonoma County Transportation Authority (SCTA) is expected to release a call for projects for the One Bay Area Grant 2 (OBAG 2) Program on November 14, 2016. The City anticipates submitting applications for pavement preservation and bicycle and pedestrian projects. This item supports three of the City Council goals: Goal #2B.1 – develop funding plan for long term unfunded liabilities, including labor and infrastructure, to achieve fiscal sustainability; Goal #3.1 – improve transportation network to reduce vehicle miles traveled and promote multi-modal transportation; and Goal #6.5 – continue design and environmental review to study possible implementation of bicycle and pedestrian bridge at Highway 101 crossing near Jennings Avenue to the Santa Rosa Junior College (SRJC).

BACKGROUND

Congress distributes federal transportation funds to the Metropolitan Transportation Commission (MTC) to invest in regional priority transportation projects and programs. Federal funding levels and regulations are established by Congress in surface transportation acts.

The most recent act, Fixing America's Surface Transportation (FAST), was signed into law December 2015, establishing funding levels for fiscal years (FY) 2018 through FY

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2022. In the FAST Act and its predecessor, Moving Ahead for Progress in the 21st Century (MAP-21), the Surface Transportation Program (STP) and the Congestion Mitigation and Air Quality (CMAQ) Improvement Program are the cornerstone programs for funds distributed to regions for transportation. These two programs are used for the MTC region's One Bay Area Grant Program (OBAG 2).

On November 18, 2015, MTC adopted the funding and policy framework for the second round of the OBAG program. The program framework was revised on July 27, 2016 to distribute additional revenues and incorporate additional housing related program elements (including housing anti-displacement policies).

On May 9, 2016, SCTA approved the OBAG 2 application and process. (see Attachment 1). Based on the revisions to the regional policy framework, SCTA must adopt a specific scoring methodology for funding allocation to projects within Priority Development Areas (PDAs) that rewards jurisdictions with the most effective housing anti-displacement policies. SCTA staff is currently working with the Planning and Technical Advisory Committees to develop this methodology. The proposed call for projects and the revised application including the scoring criteria for housing anti-displacement are scheduled to be presented to the SCTA on November 14, 2016.

SCTA is expected to program an estimated \$27.7 million of OBAG 2 for FY 2017/18 through FY 2021/22. Of that amount, an estimated \$20.6 million will be available for jurisdictions to apply for the STP and CMAQ competitive funds.

Projects funded with STP and CMAQ require a non-federal local match. The current local match requirement for STP and CMAQ projects is 11.47% of the total project cost, with the Federal Highway Administration (FHWA) providing up to 88.53% of the total project cost.

The proposed schedule for the OBAG 2 program is:

November 2016	SCTA call for OBAG 2 projects
January 2017	OBAG 2 applications due to SCTA
April 2017	SCTA Board approves OBAG 2 projects
July 2017	SCTA submits County projects to MTC
August 2017	Resolution of local support due to MTC
Fall 2017	MTC Commission approves OBAG 2 regional and county projects

PRIOR CITY COUNCIL REVIEW

On December 15, 2015, the City Council, by Resolution No. 28727, adopted the Complete Streets Policy which is a requirement of the OBAG 2 program.

The City Council, by Resolutions supported applications designating the Downtown Station Area Specific Plan (Resolution No.26875), Santa Rosa Avenue/Mendocino Avenue corridor (Resolution No. 27226), Sebastopol Road Corridor (Resolution No.

27226), North Santa Rosa Station Area Specific Plan boundary (Resolution No. 28014) and Roseland Area (Resolution No. 28019) as Priority Development Areas (PDAs).

One of the City Council's priorities is addressing housing and homelessness. On June 7, 2016, the City Council accepted the Housing Action Plan, which is a multi-faceted plan to facilitate construction of "housing for all" and meeting housing needs of all household income groups. The City Council adopted an ordinance in August/September 2016, which will initiate rent stabilization and other tenant protections, including Just Cause for Eviction. These initiatives support anti-displacement policies. On August 9, 2016, the City Council by resolution declared a local homelessness emergency within Santa Rosa and is expected to declare the homelessness emergency every thirty days.

On June 15, 2016, the City Council, by Resolution No. 28801, approved the Budget for the City of Santa Rosa for Capital Improvement Program (CIP) Fiscal Year 2016-17, which included \$500,000 for the preparation of US Highway 101 – Bicycle and Pedestrian Bridge Project Approval and Environmental Documentation (PA&ED) phase.

ANALYSIS

Eligibility/Screening and Evaluation Criteria

Based on the MTC policy and project selection framework, the SCTA developed an application with the following eligibility/screening criteria and evaluation criteria:

Eligibility/Screening

- Adopted Complete Streets resolution or updated general plan circulation element to incorporate the provisions of the Complete Streets Act of 2008
- Adopted general plan housing element and certified by Housing Community Development (HCD)
- Completed Housing Element Annual Report by April 1
- Certified Pavement management program
- Participated in statewide local streets and roads needs assessment survey
- Provided updated information to the Highway Performance Monitoring System (HPMS)
- Surplus Land Requirement

Evaluation Criteria

- Priority Development Areas (PDAs) (See Attachment 2)
- Community of Concern (COC) Areas (See Attachment 2)
- Project delivery record
- Pavement Condition Index (PCI)
- Federal Aid Local Street and Road Classification
- Public Outreach

- Planning Healthy Places guidelines
- Affordable housing preservation, community stabilization policies
- Anti-displacement policies
- Community Air Risk Evaluation (CARE) program
- Travel Demand Management
- Reduced parking requirements
- Regional Transportation Plan Goals – Climate protection, housing, state of good repair, social equity, economic vitality, reduction of crashes, increase walking and biking and open space and agricultural preservation

The City has met all the eligibility/screening criteria listed above. In addition, the City Council has recently adopted several housing related policies including anti-displacement policy, rent stabilization, just cause for eviction and affordable housing preservation listed in the evaluation criteria above. The City also has a well-developed Travel Demand Program which provides transportation options for residents.

The Surplus Land requirement does not apply to charter cities like Santa Rosa unless and until a final court decision is rendered that charter cities are subject to the provisions of the State Surplus Land Act, as amended by Assembly Bill (AB) 2135.

In addition, staff has evaluated several factors used to aid in the ranking of the streets, such as the average daily traffic, bus routes, emergency response route designation, bike lanes (existing or planned with reconstruction project), and parking (paving for parking decreases the ranking). If other underground Capital Projects are planned for the roadway which is in need of repair, then underground utilities will be coordinated with the surface street improvements.

Proposed Projects

Based on the eligibility/screening and evaluation criteria, staff is suggesting that the following projects be submitted to the SCTA for consideration of OBAG 2 funding:

Pavement Rehabilitation – (See Attachment 3A – 3C – Location Maps)

This project includes overlaying the following:

- Hearn Avenue - Stony Point Road to Dutton Avenue (maintains existing Class II bike lanes) Hearn Avenue - Dutton Ave to 200 east of Dutton Avenue (maintains existing Class II bike lanes)
- Range Avenue - 100 feet south of Guerneville Road to Bus stop at Coddington
- Range Avenue - Bus stop at Coddington to Edwards Avenue (adds Class II bike lanes)
- Range Avenue - Edwards Avenue to Jennings Avenue (adds Class II bike lanes)
- Range Avenue - Russell Avenue to Piner Road (adds Class II bike lanes)

The cost estimate is \$3,600,000. The proposed funding is: \$3,175,000 (OBAG 2 – federal funds) and \$425,000 (local funds).

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Project Evaluation – This project is located in a PDA and COC. The PCI for these segments range from 30 to 54. All segments are part of the Federal Aid Local Street and Road Classification network. The project meets several of the RTP goals including maintain state of good repair, economic vitality and equitable access. Those segments that add Class II bike lanes also meet the increase biking goal.

Highway 101 bicycle and pedestrian bridge – (See Attachment 4 – Location Map)

This project includes funding the design phase of the project. Funds for the Project Approval and Environmental Documentation (PA&ED) are budgeted in the Capital Improvement Program (CIP) FY 2016/2017.

The cost estimate for the design phase is \$1,750,000 developed by the City's Consultant responsible for completing the Project Initiation Document (PID). The proposed funding is: \$1,549,000 (OBAG 2 – federal funds) and \$201,000 (local match).

Per MTC policy, if the City Council directs staff to request federal funding for the design phase, then the City must be committed to completing the construction of the project. If the approved project is not completed, then the City is responsible for repaying the grant award.

Project Evaluation – This project is located in a PDA and COC. The project meets several of the RTP goals including climate protection, economic vitality, equitable access and increase biking and walking and has a well-documented extensive public outreach process.

Bike and pedestrian gap closures citywide - (including Santa Rosa Avenue Corridor Plan Class II bike lanes, citywide Class II bike lane network gap connections and Dutton Avenue sidewalk gap closure at Jennings Avenue) – (See Attachments 5, 6 and 7)

- Santa Rosa Avenue Corridor Plan Class II bike lanes. This project will install Class II bike lanes on Santa Rosa Avenue between Sonoma Avenue and Maple Avenue and install a parking bay, ADA curb ramps on the frontage of Julliard Park
- Citywide Class II bike lane network gap closures. This project will install Class II bike lanes closing gaps in the Class II bike network for the following:
 - Hopper Avenue – Coffey Lane to Airway Drive
 - W. Third Street – Brittain Lane to Stony Point Road
 - Kawana Springs Road – Brookwood Avenue to Sonoma Academy
 - Piner Road – Marlow Road to Coffey Lane
- Pedestrian Gap Closure. This project will install a sidewalk and ADA curb ramps closing a pedestrian gap on the east side of Dutton Avenue at Jennings Avenue and the Sonoma Marin Area Rail Transit (SMART).

The cost estimate is \$1,051,000. The proposed funding is \$930,450 (OBAG 2 – federal funds) and \$120,550 (local match).

Project Evaluation – The project is located in or serves PDAs and COCs. The project meets several of the RTP goals including climate protection, economic vitality, equitable access and increase biking and walking and has a well-documented extensive public outreach process.

One of the performance measures for elevating the City's Bicycle Friendly Community (BFC) Bronze Designation to a Silver Designation is enhancing well-connected active transportation (bicycle, pedestrian and transit) street network associated with greater directness of travel and more route choices. Proceeding with the design of the bicycle and pedestrian bridge and closing Class II bike lane gaps will help the City to achieve this performance metric.

Proposed Projects – Alternate Lists

Staff also developed an alternate list of potential projects (for both the pavement rehabilitation and bicycle and pedestrian categories). Having an alternate list will enable the City more flexibility in maximizing our ability to spend the federal funds by having projects ready if other jurisdictions can't deliver their projects. It also gives the City an opportunity to replace a project that may experience unanticipated issues related to project delivery with another project in order to avoid the risk of not meeting regional delivery requirements.

Pavement Rehabilitation – Alternate List - (See Attachment 8A-8C – Location Maps)

This project includes overlaying the following:

- Hopper Avenue – Coffey Lane to 500 feet west of Airway Drive (adds Class II bike lanes)
- Cleveland Avenue – Bicentennial Way to Piner Road (adds Class II bike lanes)
- Cleveland Avenue – Piner Road to Industrial Drive (adds Class II bike lanes)
- Cleveland Avenue – Industrial Drive to Hopper Avenue
- Sonoma Avenue – Santa Rosa Avenue to E Street (maintain existing Class II bike lanes)
- Sonoma Avenue – E Street to Bobelane Drive (maintain existing Class II bike lanes)
- Sonoma Avenue – Farmers Lane to Hahman Drive (maintain existing Class II bike lanes)

The cost estimate is \$11,276,000.

Project Evaluation – This project is located in or serves a PDA and COC. The PCI for these segments range from 29 to 60. All segments are part of the Federal Aid Local Street and Road Classification network. The project meets several of the RTP goals including maintain state of good repair, economic vitality and equitable access. Those segments that add Class II bike lanes also meet the increase biking goal.

Bicycle and Pedestrian – Alternate List - (See Attachment 9A-9B – Location Maps)

- Piner Road – Coffey Lane to Range Avenue (rehabilitates 4 foot pavement width and adds Class II bike lanes)
- Cleveland Avenue – Bicentennial Way to north of Guerneville Road (rehabilitates 4 foot pavement width and adds Class II bike lanes)

The cost estimate is \$720,000.

Project Evaluation – The project is located in or serve PDAs and COCs. The project meets several of the RTP goals including climate protection, economic vitality, equitable access and increase biking and walking and has a well-documented extensive public outreach process.

Other Projects Considered

Other pavement rehabilitation projects considered were:

- Pacific Avenue from North Street to Mendocino Avenue
- Colgan Avenue from Santa Rosa Avenue to Petaluma Hill Road
- Piner Road from Marlow Road to Range Avenue.

All of these segments require a full structural reconstruction and involve right of way, utility upgrades and significant federal environmental review. Project state of readiness for these segments is a concern in terms of successfully meeting federal grant required project delivery milestones. Delivering these projects with local funding would be easier and less costly due to the more complicated right of way and environmental processing associated with the federal funding.

Bicycle and Pedestrian Projects –

The Southeast Greenway was considered. This is premature and not in a state of project readiness because the City is currently preparing a General Plan Amendment and environmental impact report for the area which is expected to be presented to the City Council in June 2017. The Greenway is not a Priority Conservation Area (PCA) nor is it in a PDA.

Bicycle and pedestrian enhancements in northeast Santa Rosa connecting to the planned Sonoma Valley Trail and Spring Lake/ Annadel Park was considered. This is premature and not in a state of project readiness because the connections are not in the Bicycle and Pedestrian Master Plan (BPMP). This area is not in a PDA.

The Roseland Creek path was considered. This is also premature and not in a state of project readiness. In addition, it will involve a significant federal environmental review and potentially right of way acquisition which would create difficulties in successfully meeting federal grant required delivery milestones.

Other Class II bike lane network gap closures considered were:

- Middle Rincon Road - Montecito Boulevard to Highway 12 – not in a PDA and will require removal of on street parking
- San Miguel Avenue - Fulton Road to Peterson Lane – will require removal of on street parking which is heavily used

FISCAL IMPACT

Following approval of project grant applications by the SCTA in April 2017, staff will prepare a local resolution of support and commitment to the local match for the City Council's consideration. The proposed sources of funds for the local match include – Utility Impact Fees, Capital Facilities Fee and Transportation Development Act Article 3 (TDA 3). No General Fund dollars will be requested for the local match.

ENVIRONMENTAL IMPACT

This Council action is exempt from the California Environmental Quality Act (CEQA) because it is not a project which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment, pursuant to CEQA Guideline section 15378. Assuming approval of the project grant applications, each individual project will be subject to environmental review as development and construction progresses.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On September 15, 2016, the Bicycle and Pedestrian Advisory Board supported the projects that staff is presenting to the City Council for their consideration.

NOTIFICATION

Not Applicable

ATTACHMENTS

- Attachment 1 – SCTA Application Template and Guidelines
- Attachment 2 – Priority Development Areas (PDAs) and Community of Concern Areas Map
- Attachment 3A – 3C – Pavement Rehabilitation Location Maps
- Attachment 4 – Highway 101 Bicycle and Pedestrian Bridge Location Map
- Attachment 5 – Santa Rosa Avenue Corridor Bicycle and Pedestrian Enhancements Location Map
- Attachment 6A – 6D – Citywide Class II Bike Lanes Network Gap Closures Location Maps
- Attachment 7 – Dutton Avenue Sidewalk Gap Closure Location Map
- Attachment 8A-8C – Pavement Rehabilitation (Alternate List) Location Maps
- Attachment 9A-9B – Bicycle and Pedestrian Projects (Alternate List) Location Maps

CONTACT

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