

GO Uptown Gateway to Oakland Uptown

2016 TIGER Grant Application

Lead Applicant
Supporting Applicant

San Francisco Bay Area Rapid Transit (BART) District
City of Oakland, California

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Project Type
Project Cost
TIGER 2016 Funds Requested

Urban, Transit, Complete Streets
\$28.6 million
\$6.3 million





April 26, 2016

The Honorable Anthony Foxx
Secretary of Transportation
U.S. Department of Transportation
1200 New Jersey Avenue, SE
Washington, DC 20590

Dear Secretary Foxx:

The San Francisco Bay Area Rapid Transit (BART) District, in partnership with the City of Oakland (City), is proud to submit to you our "Gateway to Oakland Uptown" (**GO Uptown**) project for consideration of a \$6.3 million TIGER 2016 grant award. The project would leverage \$22.3 million of non-federal funds, including \$17.8 million of California Proposition 1B funds being expended by BART and \$4.6 million of California Active Transportation Program funds being expended by the City of Oakland. We believe that **GO Uptown** demonstrates all of the features of a worthy TIGER investment, both in terms of its transportation benefits and the community revitalization outcomes it supports.

As our application shows, **GO Uptown** will fulfill a vision shared by BART and the City of Oakland to better connect existing and future transit riders, support the revitalization of Oakland's long-neglected but slowly emerging Uptown District, and demonstrate a commitment to sustainability. **GO Uptown** consists of two complementary transportation investments. First, the modernization of BART's 42 year-old 19th Street/Oakland station – which spans Oakland's historic Broadway between 17th Street and 21st Street - will improve the safety and circulation of passengers between train platforms, the station concourse, and the street level. Two new elevators at the north end of the station will provide a direct accessible connection between BART and AC Transit's Uptown Transit Center, the Broadway shuttle, and the new San Leandro to Oakland Bus Rapid Transit (BRT) line. The station's modernization will include major interior station upgrades, such as new glass fare barriers and new energy-efficient LED lighting, new art features throughout the station, and expanded and reconfigured fare gates. These upgrades will significantly expand station capacity and enhance the passenger experience.

Second, implementation of the City's 20th Street BART to Lake Merritt Urban Greenway "complete streets" project will provide an enhanced multimodal transportation corridor between the BART station and nearby housing, employment, retail, entertainment, as well as link to recreational opportunities at Lake Merritt. The project includes a "road diet" for 20th Street that would widen overcrowded sidewalks, provide new bike lanes, and make crosswalks safer. Additional upgrades to street lighting and pedestrian wayfinding between the BART station and Lake Merritt will reinforce the BART station and 20th Street as the heart – or Gateway – to the surrounding Uptown District.

GO Uptown is consistent with the City of Oakland's development plans for Uptown, including the recently adopted Broadway Valdez Specific Plan which "supports socially and economically sustainable mixed-use development (including affordable housing); increases the generation and capture of local sales tax revenue; celebrates the cultural and architectural influences of the neighborhood's past and present day prosperity; and implements a 'green,' 'transit-first'" commitment to the environment. By

coordinating investments in transportation with the City's economic development plans, **GO Uptown** truly serves as a *Ladder of Opportunity* for the transportation disadvantaged populations which live in the surrounding community, as well as those who live elsewhere in the region but use the 19th Street/Oakland station to either access nearby jobs or education or transfer to AC Transit to do the same.

GO Uptown is also consistent with BART's Core Capacity planning, which includes promoting more employment growth near BART stations in the East Bay to balance regional commute patterns and make better use of existing BART infrastructure. BART is also partnering with the City of Oakland on FTA's Pilot Program for Transit Oriented Development Planning, through the support of the City's current Downtown Specific Plan effort.

An earlier version of the **GO Uptown** project was submitted to the TIGER 2015 grant program. Feedback from the USDOT indicated that the application was very competitive. Since the previous submittal, the project has continued to gain momentum and we have identified commitments which we feel make our application even stronger. We have identified additional matching funds from California State Proposition 1B for station improvements and from the California Active Transportation Program for the City's 20th BART to Lake Merritt Urban Greenway complete streets project. In addition, the surrounding area has seen an increasing amount of development, including the renovation of the 400,000 square foot former Capwell's/Sears building adjacent to the station, paving the way for more large employers to locate in Uptown Oakland, but also underscoring the need for BART and the City to re-invest in its transportation infrastructure.

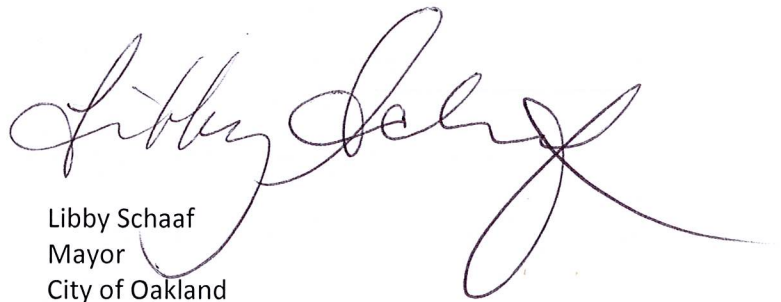
In conclusion, we believe that **GO Uptown** is an exceptionally strong candidate for TIGER funding. We look forward to the opportunity to partner with USDOT to ensure its complete implementation.

Sincerely,



Gail Murray
Chief President
for

Tom Radulovich
President, Board of Directors
San Francisco Bay Area Rapid Transit District



Libby Schaaf
Mayor
City of Oakland

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1. PROJECT INTRODUCTION AND DESCRIPTION



Figure 1 19th St. / Oakland BART Station Platform (Source: 19th St/Oakland BART Station Conceptual Design Plan)

The San Francisco Bay Area Rapid Transit District (BART) is a critical component to the region’s economy. Each weekday, the BART heavy rail system carries over 430,000 passengers to jobs, education and training, healthcare, and other destinations over a 93 square mile service area. The Bay Area Economic Council has estimated that a temporary loss of BART service costs the region over \$73 million per day in lost productivity¹. Indeed, BART is the backbone of the 19th largest economy in the world² - and serves as a lifeline of prosperity to the 13 percent of its daily ridership which does not have access to a private vehicle³.

At a more local level, BART’s 45 stations are anchors for economic development in the

communities they serve. BART’s 19th St/Oakland station is one such community asset. One of the system’s first stations when it opened in September 1972, the 19th St/Oakland station serves the northern end of downtown Oakland – commonly referred to as the “Uptown” neighborhood – as well as the Lake Merritt Business District and surrounding residential areas. The underground station sits between the intersections of 17th and 21st Streets and Broadway – Oakland’s “main street” and historic shopping district. A once thriving commercial area, the area experienced economic stagnation in the 1980’s and ‘90’s, with job growth and development in the region concentrating in the City of San Francisco and throughout the Peninsula, rather than Oakland and other East Bay communities. As of 2015, of the 29 Fortune 500 companies based in the Bay Area, only one was based in Oakland, despite Oakland being the third largest city in the region.⁴ More recently, economic conditions have begun to improve in the Uptown area. Average rental costs have increased 19 percent since 2014, and office and retail vacancy rates are historically low. Other significant development projects in the area – as discussed in Sections 5.1.2 *Economic Competitiveness* and 5.1.3 *Quality of Life* - include the recent restoration of the historic Fox Theater, the current renovation of the iconic Sears building at the corner of 20th Street and Broadway into creative office space and expansion of Uber corporate operations, and the planned expansion of the Kaiser Center, expected to result in over 3,200 new jobs. Today there are several thousand units of new housing in the development pipeline. This presents a paradoxical question: how can Oakland participate in the explosive economic growth in the Bay Area, while making it possible for current residents to stay in Oakland and improve their own economic



Figure 2: Uptown District (Source: Greg Linhares)

¹ <http://www.bayareacouncil.org/economy/bay-area-council-economic-institute-puts-economic-cost-of-bart-strike-at-73-million-a-day/>

² <http://www.sfgate.com/business/article/S-F-Bay-Area-economy-thriving-despite-challenges-3414997.php>

³ 2015 BART Station Profile Study. BART.

⁴ 2015 Fortune 500, www.fortune.com/fortune500

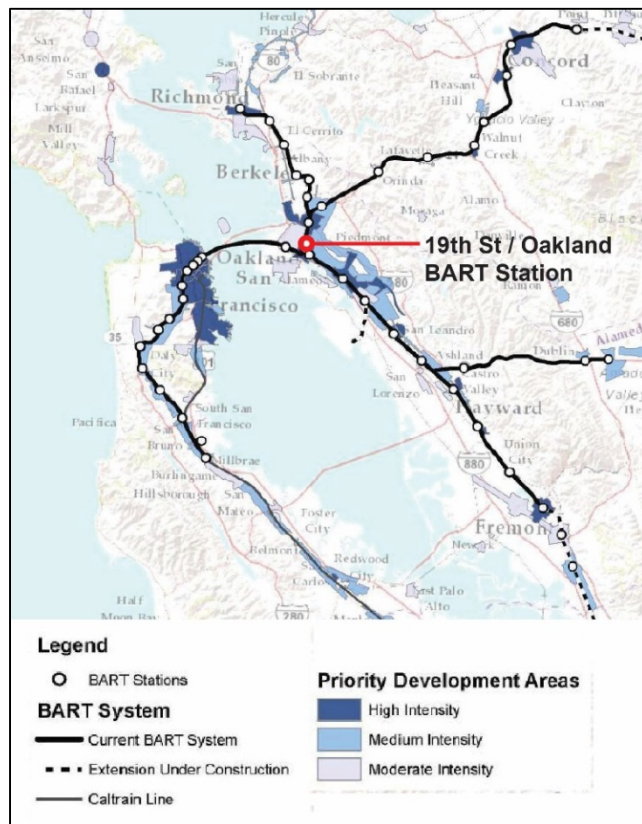


Figure 3 The 19th Street / Oakland BART station is located at the core of the BART system and central to the region’s Priority Development Areas as defined by the MTC. (Source: BART)

chances?

The Bay Area Rapid Transit district (BART), the City of Oakland, the Metropolitan Transportation Commission (the regional MPO) and others believe that improving affordable, efficient access to transit is part of the answer. Providing individuals with reliable and convenient transportation options reduces their travel costs, affords them with an efficient way to get to work (in the most congested region in the U.S.), and allows people flexibility about where they live, work, and play. This is especially true in Oakland, as individuals living there work throughout the entire Bay region but often must deal with significant congestion bottlenecks such as the Bay Bridge if they are forced to drive. Fortunately, as Figure 3 shows, BART serves many of the region’s “Priority Development Areas”, where regional planning agencies continue to prioritize growth. This contributes to an ever increasing demand for BART’s services. Over the last ten years, the 19th St/Oakland BART station has

experienced the most ridership growth of any BART station in Oakland, and second most in the entire East Bay. Moreover, BART forecasts 44,000 entries/exits at the station - an 80

percent increase - by 2040. A subsequent capacity analysis indicated that the 19th St/Oakland station is expected to suffer serious future passenger capacity constraints, particularly on its lower platform⁵. The analysis further noted the need for the replacement of worn station fixtures as the facility enters its 44th year of service.

Noting both the need and the opportunity, BART and the City of Oakland came together on a unique multimodal transportation project intended to enhance the 19th St/Oakland BART station and improve its connectivity to the Uptown and Lake Merritt districts. The “**Gateway to Oakland Uptown**” transportation project – or **GO Uptown** project, which is the subject of this TIGER 2016 application, is based on that partnership. GO Uptown focuses on station improvements and adjacent public realm improvements to enhance station access points and vertical circulation; modernize station amenities; and link pedestrian and bicycle facilities between the station and surrounding destinations. Specifically, **GO Uptown** features the following project elements:

State of Good Repair Investments – Station flooring will be refurbished, damaged wall and bench bricks replaced, and the ceiling and platform walls repainted. All fixtures will be upgraded to be water efficient. Inefficient and poor quality fluorescent lighting will be replaced with efficient LED lighting at all station portals, elevators, and signs. The goal of

⁵ 19th Street/Oakland BART Station Conceptual Design Plan. BART. October 2014.

the new lighting installation will be to improve visibility and the perception of safety, as well as reduce ongoing energy costs.

Capacity Enhancement - The requested TIGER grant will permit BART to implement a series of improvements to optimize the layout of the 19th St/Oakland concourse and lower platforms, thereby enhancing passenger circulation within the facility. A new fare gate array at the north end of the concourse, including the relocation of the station agent booth and the installation of an additional gate, will eliminate the increasing queuing and associated delays that passengers encounter when they enter and exit the station during peak periods. The re-allocation of space between paid and non-paid areas on the station concourse will permit more efficient passenger circulation. Low aluminum railings that are a source of fare evasion will be replaced with higher glass railings with art integrated, which will enhance the station aesthetic. Unused rooms along the west concourse will be consolidated and re-purposed to store maintenance equipment which is currently stored on the open concourse, in public view.

Customer Experience - *GO Uptown* includes several improvements that will make the station more welcoming and comfortable, enhancing the image of both public transit and the surrounding community. BART's *Wayfinding+* program, which will include clusters of large graphic words applied on the lower platform walls, aims to improve orientation for passengers within the station looking for specific surface destinations, while also advertising local attractions to onboard passengers, enticing them to exit the station and explore the community. Consistent with BART's new Arts Policy, art installations that reflect the vibrancy of Uptown and adjacent neighborhoods will be integrated throughout the station, including three "light box" art installations in each of the three stairwells. Seating and trash receptacles will be upgraded to be more attractive, and the replaced lighting throughout the station will enhance passenger comfort and the sense of personal security.



Figure 4 Modernized Interior of 19 St/Oakland Station (Source: 19th St/Oakland BART Station Conceptual Design Plan)

Improve Connectivity – Currently, the only station elevator is located at the far southern end of the station, three blocks from the major bus transfer area, AC Transit’s Uptown Transit Center. Opened in 1972, the elevator is not ADA-compliant and is a source of fare evasion due to its location outside the fare paid area. Of the 45 BART stations in the system, the 19th Street/Oakland station has the second highest rate of home-based riders that report having a disability, and a majority of the home-based riders arrive from north end of the station, which is the opposite end of the existing elevator. **GO Uptown** would install two new, ADA-compliant elevators at the northern end of the station, one connecting the two lower platforms with the concourse level, inside the fare gates; and a second connecting the concourse to the street, directly adjacent to the Uptown Transit Center and a planned BRT stop. The project would also improve access for the 15 percent of home-based passengers who access the station by bicycle by adding bike stairway channels and providing additional bicycle parking within the station.

In addition to these station-oriented improvements, **GO Uptown** will **Complete the Street** and improve connectivity between the 19th St/Oakland BART Station and the adjacent neighborhoods. While 20th Street is a preferred east-west route for bicyclists and pedestrians, it is oriented for automobile use and has higher auto capacity than is needed to accommodate current and future vehicular traffic. Meanwhile, during commute hours, sidewalks become overcrowded, unable to accommodate the more than 2,000 pedestrians that walk 20th Street during the morning commute peak hour.

Recognizing this, and the station’s role as a significant intermodal hub, the City of Oakland developed the *20th Street Complete Streets Plan*. The Plan reduces road width by 50 percent while expanding sidewalks and implementing new dedicated bike lanes. Bus islands would be built as sidewalk extensions to improve bus operations in the corridor, allow for comfortable passenger queuing areas for boardings and alightings, and remove bicycle-bus conflicts at bus stops. Improvements would also facilitate multimodal transfers to BART from private shuttles, and passenger drop-off.

Collectively, these station and adjacent street improvements constitute **GO Uptown**. Figure 5 visually demonstrates the impact the project will have on the surrounding area. The project’s location, benefits, and other information are described in the remainder of this application.



Figure 5 Rendering of the 20th St. BART to Lake Merritt Urban Greenway, which includes widened sidewalks, new bike lanes, a new planted median, and an expanded passenger drop-off area in front of the recently improved BART entrance. (Source: City of Oakland)

2. PROJECT LOCATION

2.1. Area Characteristics

GO Uptown is located between Broadway on the west, Grand Ave. to the north, Harrison Street on the east, and 14th Street on the south, with the intersection of 20th Street and Broadway serving as the project center. While the project's physical improvements are limited to this twenty block area, its positive impacts extend to areas far beyond the project border which benefit from the improved access that *GO Uptown* provides. These locations include Downtown Oakland, Lake Merritt, and the emerging Broadway Valdez neighborhood. Figure 6 presents a map of the project area, highlighting not only the 19th St/Oakland BART station and 20th Street Complete Streets project, but several nearby existing or planned multimodal transportation facilities, developments, and major employers discussed later in this application.

GO Uptown is located entirely within the 13th Congressional District in the City of Oakland. Oakland is home to over 406,000 residents with a median household income of \$51,600, compared to the San Francisco Bay Area's median household income of \$71,300. The share of Oakland residents living below the poverty line is almost twice that experienced across the region (18.7 percent vs. 9.7 percent).⁶ The unemployment rate of City residents in 2015 was 5.5 percent, 2 percent higher than its neighbor (San Francisco) just across the Bay. In the project area, 31 percent of home-end users of the 19th St/ Oakland BART Station have an annual household income of less than \$50,000, as compared to 26 percent throughout the BART system. Many of these users rely on BART and the related transit systems to get around; 23 percent of riders who use the 19th Street/Oakland Station as their home-base station live in a household without access to a private vehicle⁷.

Despite the lower-income profile of area residents, the Uptown District and nearby neighborhoods provide several *Ladders of Opportunity* for economically disadvantaged populations. In addition to arts and entertainment, Uptown is quickly becoming a center for technology and small business development, while the Lake Merritt Business District is home to Kaiser Permanente and several other large employers (including BART itself). As discussed in Section 5.1.2 *Economic Competitiveness*, increasing employment uses around East Bay BART stations not only contributes to the revitalization of surrounding communities but helps balance travel by transit through the region, resulting in the more efficient use of existing system capacity. The improvements resulting from *GO Uptown's* 19th St/Oakland BART Station modernization will facilitate safe and convenient travel through and around the station for the growing number of commuters expected to use the facility, while the 20th Street Complete Streets component better connects the station to current and future jobs in the area.

2.2. Project Location Transportation Connections

A transit hub itself, serving more than 26,000 passengers every day, the 19th St/Oakland BART Station is an important connection point to several other transportation services. As mentioned earlier, 20th Street is identified as a significant corridor for bicycling and walking, and the City of Oakland's Complete Streets Project will reinforce that.

6 U.S. Census Bureau, American Community Survey (2006-2010)

7 BART, 2015 Station Profile Data, Available: <http://www.bart.gov/about/reports/profile>

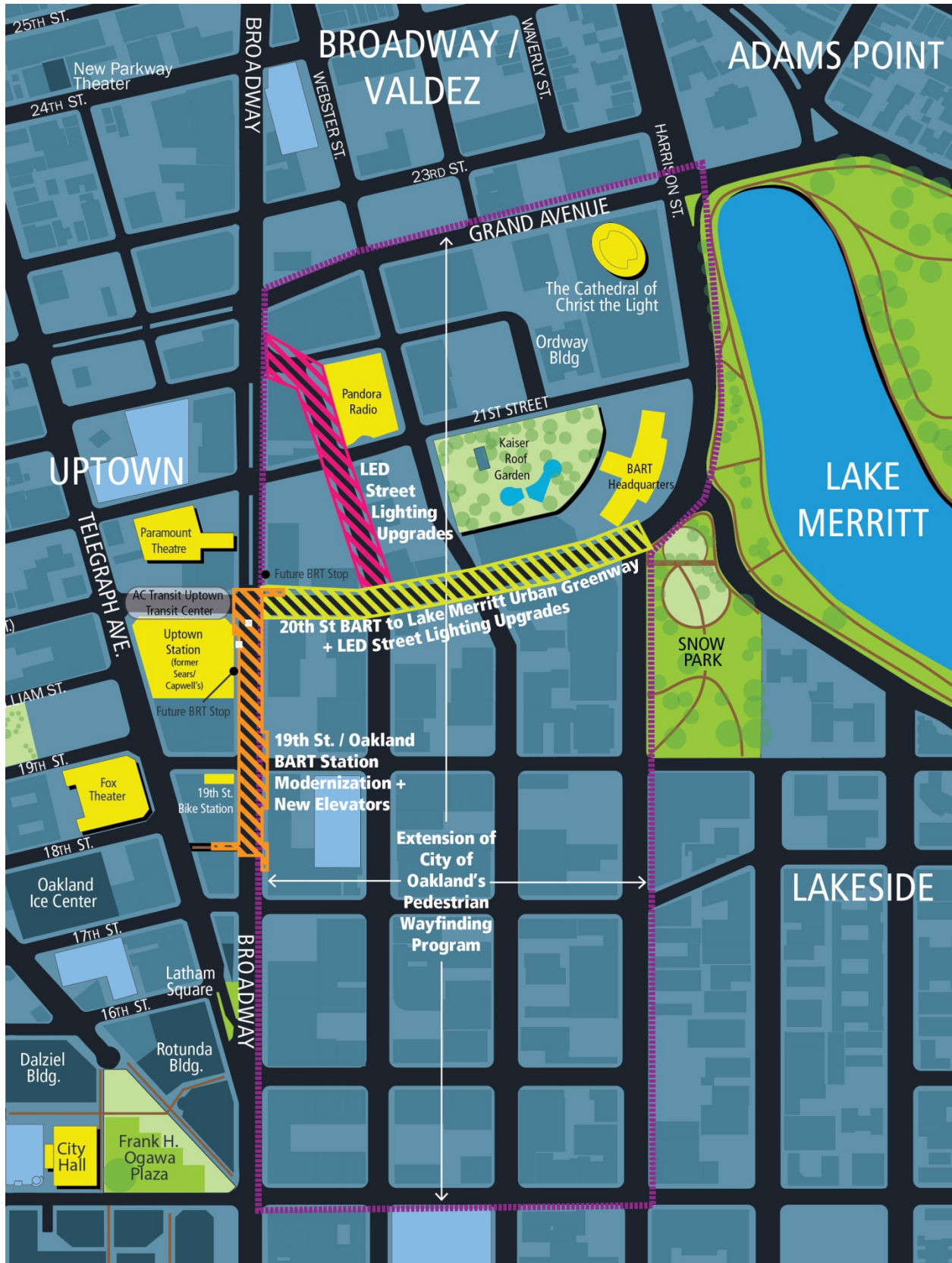


Figure 6 Project Location (Source: BART / City of Oakland)

In order to provide additional active transportation amenities, BART and the City of Oakland partnered last year to build the 19th Street Uptown Bike Station, which provides free, secure bike parking directly above the BART station. The bike station opened in 2015 and is already at capacity, serving more than 130 people per day. Providing better bike parking at BART stations not only provides passengers with affordable first and last mile access options, but also supports BART's efforts to increase capacity, as passengers have the option of leaving their bike parked at the station rather than bringing it onboard. Simultaneously, as the Bay Area begins to launch the densest per-capita bike share system in the United States, the City of Oakland is in conversations with Uber, a new tenant in the Sears building about sponsoring an expanded bike share station for the 19th St/Oakland station. With the implementation of bike lanes as part of the *20th Street Complete Streets Plan*, **GO Uptown** will result in the provision of even greater access by bicyclists to transit. The City of Oakland estimates the bike lanes added by the project would attract nearly 2,500 bicycle trips in the corridor, 1,350 of which are commute trips⁸.

On top of the 86 percent of passengers who reach the 19th St/Oakland BART by station by walking or biking, 5 percent of passengers reach it by the dozen transit lines that stop at the station, serving more than 16,500 passengers every weekday. In addition, the City of Oakland offers free circulator service between BART, the San Francisco Bay Ferry, the Amtrak Capitol Corridor, and Downtown Oakland. Service operates as frequently as every 10 minutes during weekday commute and lunch hours, and carried over 720,000 passengers in 2014.

⁸ City of Oakland Active Transportation Grant Application. 2015.

3. PROJECT PARTIES

The following introduces each of the key **GO Uptown** project partners and supporters. The roles and responsibilities of BART and the City of Oakland in delivering the project are presented in Section 5.2.2 *Partnership*.



The **San Francisco Bay Area Rapid Transit (BART) District** is the project sponsor and TIGER grant applicant. BART is the fifth-busiest heavy rail rapid transit system in the United States, carrying more than 430,000 daily riders. The BART system comprises 107 miles of track, 45 stations, and 669 revenue vehicles to provide access to many of the region's key destinations for work, school and recreation throughout the San Francisco Bay Area.⁹ BART has a combined annual capital and operating budget of over \$1.5 billion.



The **City of Oakland** is a project partner, and will be responsible for implementing the *20th Street Complete Streets* component of **GO Uptown**. The City has an annual operating budget of over \$2.4 billion for its fiscal year (FY) 2015.

In addition to BART and the City of Oakland, who will be the lead partners for the GO Uptown project, the following agencies are significant supporters in the project:



The **Alameda-Contra Costa (AC) Transit District** is a project supporter, and the third largest public bus system in California. The agency operates a fleet of 575 buses to serve 13 cities and adjacent unincorporated areas in Alameda and Contra Costa counties. AC Transit has an operating budget of over \$344 million for FY 2015.



The **Lake Merritt/Uptown District Association** is a project supporter. The Association is a Business Improvement District (BID) which supports a 37-block area in the northern section of Downtown Oakland. The BID provides special benefit services such as district maintenance, safety and security management, as well as maintaining its cultural community. The Lake Merritt/Uptown District Association was formed in 2009 by property owners who supported a voluntary property tax which will deliver non-City provided services to the community over the next 10 years. BART is a member of the Association.



In addition, the **Metropolitan Transportation Commission (MTC)**, the metropolitan planning organization for the San Francisco Bay Area endorsed the project as a priority project for TIGER 2016 funding.

⁹ BART, System Facts, Available: <http://www.bart.gov/about/history/facts>

4. GRANT FUNDS AND SOURCES/USES OF PROJECT FUNDS

4.1. Capital Sources of Funds

The estimated total cost of **GO Uptown** is \$28.7 million. BART has committed \$17.8 million of its dedicated State of California Proposition 1B revenues to cover 60 percent of project costs. Passed in 2006, Proposition 1B has generated nearly \$20 billion for transportation capital and safety investments throughout the State of California. BART has received \$209 million in Proposition 1B revenues dedicated to station modernization projects throughout the system. This has been used to improve station maintenance throughout the region, but is insufficient for the kind of significant overhaul that BART and the City of Oakland envision for 19th Street/Oakland. Evidence of BART's capital match commitment to **GO Uptown** is provided as Appendix III to this application.

The City of Oakland has been allocated \$4.6 million for the 20th Street Complete Streets Project by the State of California's Active Transportation Program (ATP), which they are using as their project match for the TIGER grant.

4.2. Capital Uses of Funds

The available Proposition 1B and ATP revenues allow BART and the City of Oakland to fund many of the state of good repair investments, upgrade lighting at the 19th St/Oakland Station, and enhance access at the street level in the station vicinity. It does not, however, cover the costs of the complete set of **GO Uptown** improvements that will fully transform the Broadway and 20th Street intersection into the Gateway to Uptown that is envisioned by both BART and the City of Oakland. Specifically, funding is not available to construct two new ADA-compliant elevators linking the station concourse with the street level. Funding has also not been identified for the implementation of the City of Oakland's street light LED upgrades and pedestrian wayfinding program in the areas shown on Figure 6. Extension of the City of Oakland's wayfinding and lighting upgrades to these blocks will strengthen the connectivity between the BART station and the surrounding community, promoting sustainable transportation in a walkable, safe urban environment. In total, BART is seeking \$6.3 million in TIGER 2016 funding to complete the **GO Uptown** project.

Table 1 summarizes each project component, its cost, and its alignment with TIGER selection criteria.



Figure 7 Rendering of City of Oakland pedestrian wayfinding, which would be expanded east of Broadway as part of GO Uptown.

Table 1 GO Uptown Project Cost Estimate

Description	Cost Estimate	TIGER Criteria						
		State of Good Repair	Economic Competitiveness	Quality of Life	Environmental Sustainability	Safety	Innovation	Partnership
California Proposition 1B Funded Costs	\$ 17,769,802							
Demolition	\$ 411,394	X						
Refurbish flooring on concourse and platform levels	\$ 923,056	X		X		X		
Repaint ceiling/track walls	\$ 2,198,879	X						
Replace / Repair damaged tile	\$ 87,780	X						
Bike stairway channels on entrances	\$ 230,846			X	X	X	X	
Consolidated bike parking in concourse at southern end	\$ 142,742		X		X			
Station Wayfinding+ PLUS	\$ 200,000			X			X	
New Recycling and Trash Receptacles	\$ 135,188	X		X	X			
Replace florescent lights with LED lights with selective switching and new lighting fixtures	\$ 5,257,050	X		X	X	X	X	
Upgrade all fixtures to be water efficient	\$ 135,188	X			X			
Consolidated storage area for maintenance equipment	\$ 63,088	X						
Replace paid-area railing within station	\$ 2,062,175			X		X		
Bench and passenger waiting upgrades	\$ 234,325			X				
Stairway light boxes	\$ 360,500			X			X	X
Art reflecting the Uptown community	\$ 525,000			X			X	X
Expanded paid area with new fare gate array	\$ 1,760,592		X			X		
New station agent booth	\$ 1,442,000		X			X		
New fare gate arrays at new entrance to Sears/Capwell's Building	\$ 1,600,000		X					X
Caltrans ATP Funded Costs	\$ 4,583,000							
20 th Street Complete Streets Project	\$ 4,583,000		X	X	X	X	X	X
TOTAL FUNDED	\$ 22,674,489							
Proposed TIGER 2016 Funded Costs								
2 New North End BART Elevators, including: <ul style="list-style-type: none"> Street to concourse elevator (unpaid area) Concourse to platform elevator (paid area) Street modifications on Broadway New signage and wayfinding 	\$ 4,821,688		X	X		X		X
Station Area LED Street Lighting	\$ 1,200,000	X		X	X	X		X
Station Area Pedestrian Wayfinding	\$ 300,000		X	X	X	X	X	X
TOTAL TIGER REQUEST	\$ 6,321,688							
TOTAL PROJECT COST	\$ 28,674,489							

The requested TIGER funding would further leverage other local investments to improve the 19th St/Oakland Station in just the past year. At a cost of \$2.2 million, a new enclosure to the 20th Street entrance of the station protects patrons and the escalator from the weather while providing street-level real-time BART system information. The canopy was completed in early 2015. Also opened in 2015 was the City of Oakland's 19th Street Uptown Bike Station, located adjacent to the 19th St/Oakland BART Station, and discussed in the Section 2.1 *Project Location Transportation Amenities* of this



Figure 8 The recently completed enclosure over 20th St entrance to the BART station in the morning rush hour, with the AC Transit Uptown Transit Center in the background. Currently no direct accessible connection exists between the BART Station and the Uptown Transit Center.

application. This bike station provides 130 valet supervised bike parking spots directly above the station itself, and is frequently at or over capacity. BART and the City share the facility's annual

\$125,000 operating costs. In March, 2015, the City completed improvements to the 17th Street alley that connects Broadway with Telegraph Avenue, providing a direct pedestrian link from Telegraph to the 19th St/Oakland Station's most southwesterly entrance. The alley, which also features a new art installation above the station portal, cost \$1.8 million.

4.3. Summary of Operating Sources and Uses of Funds

Implementation of *GO Uptown* is expected to result in operating and maintenance (O&M) cost savings for the 19th St/Oakland Station. The installation of new LED lighting is expected to save BART approximately \$80,000 in annual O&M costs when installed in 2018.

5. SELECTION CRITERIA

5.1. Primary Selection Criteria

The following presents the benefits of *GO Uptown* for each of the TIGER program's primary selection criteria. As the narrative shows, *GO Uptown* is the unique transportation project that substantively addresses all TIGER criteria, as well as provide significant *Ladders of Opportunity* for transportation disadvantaged populations living both in and around Uptown but also – through the vast reach of the BART system – across the entire region.

5.1.1 State of Good Repair

GO Uptown includes a number of improvements to upgrade the existing 19th St/Oakland Station – one of BART's original and therefore oldest passenger facilities - through the systematic replacement of aging components and infrastructure to create a safe and positive customer experience. The project includes not only the rehabilitation or replacement of infrastructure after more than 40 years of service, but the optimization of existing station capacity and the expansion of street-level access to the station concourse to meet future needs. Finally, *GO Uptown* features reinvestment in high-tech and more efficient infrastructure, including lighting, fare machines, and passenger information systems.

Specific state of good repair investments – as identified on Table 1 of this application - total approximately 30 percent of the **GO Uptown** capital costs. As these assets will be at the beginning of their useful life, some minor operations and maintenance cost reductions are likely. More specifically, the upgrading of lighting to more energy efficient LED technologies is expected to save BART approximately \$80,000 per year in station energy costs.

Station Modernization Program

Improving the 19th St/Oakland BART Station is part of the agency’s larger *Station Modernization Program*, established to prioritize the investment of limited capital resources into its core stations – and surrounding communities - of greatest need. BART’s *Station Modernization Program* has established three primary goals for station reinvestment, as illustrated in Figure 9:

- ***Make Transit Work*** – that is, to ensure that the BART system is safe, reliable, and has the capacity to meet customer and employee needs.
- ***Connect to Community*** – improve the connectivity to and within BART stations and connect to the community by responding to *their* priorities. Ensure that BART investments align with regional goals and future growth, and are equitable.
- ***Create Place*** - incorporate community and customer input into the redesign of stations and how they contribute to their livability, safety, and vitality.

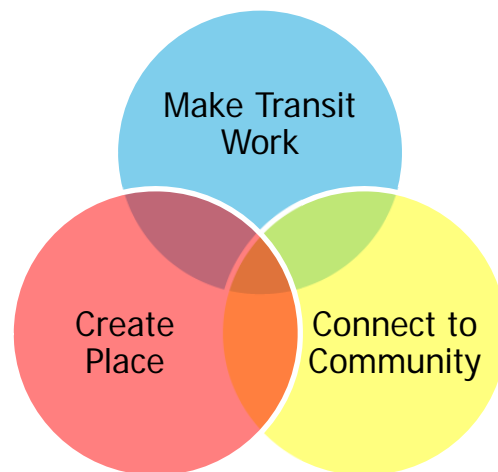


Figure 9 BART Station Modernization Program Goals

BART’s *Station Modernization Program* aspires to improve the look, feel, efficiency, and usability of BART stations for riders, as well as enhance the safety and comfort of the work environment for BART employees. Figure 10 shows how the Union City BART Station was improved after it underwent Station Modernization treatment. The program combines short-term “early wins,” such as replacing lighting, freshening paint, repair work, and scrubbing walls and floors with medium- and long-term efforts intended to optimize station capacity, improve energy efficiency, and ultimately create a more desirable passenger experience.

Asset Management

The *Station Modernization Program* was developed as part of BART’s overall asset management solution. Given BART’s limited resources, the ability to gather data, evaluate information, and develop the most cost effective



Figure 10 The recently completed improvements at the Union City BART Station highlights the goals of the Station Modernization Program. The project expanded access, improved the station environment, and facilitated multi-modal transfers, while upgrading the station appearance.

strategies for maintenance and capital replacement is of increasing importance to the aging BART system. BART's asset management approach utilizes a broad risk framework to systematically assess the likelihood of near-term failure for each asset and the consequent impact on the BART system, rather than merely looking at the asset's age or condition. By doing this, the agency is able to prioritize and allocate limited resources to high value investments in order to achieve and maintain a state of good repair. This process applies to both track and rail maintenance issues and station repairs. BART considers a number of factors when determining which capital projects are allocated funding, given limited resources. These factors include whether a project will:

- Maximize value for the money spent;
- Help manage and address risk;
- Close an identified need;
- Minimize lifecycle cost;
- Yield operational cost savings through increased efficiency or reduced risk; and
- Align with the agency's strategy for long-term financial sustainability.

In all cases, projects related to worker and customer safety receive priority and immediate attention.

Investment in State of Good Repair

BART's FY 2016 capital budget allocated \$365 million for system reinvestment, a figure which climbs to \$584 million – an increase of 60 percent – in its preliminary FY 2017 budget.¹⁰ This increase is attributed to BART's emphasis on and prioritization of several reinvestment projects in operational areas of high risk exposure (i.e., track condition, traction power transformers and substations, rail tie/switch replacement, wayside equipment, and existing train control rehabilitation). BART's system reinvestment budget includes improvements identified through BART's *Station Modernization Program*, as well as the replacement of its rail fleet, modernization of its obsolete train control system, and passenger and worker safety related projects (e.g., life safety systems, access control, structure fail protection, etc.).

5.1.2 Economic Competitiveness

GO Uptown is a gateway for both area residents and commuters from throughout the region to access economic opportunities. These include significant *Ladders of Opportunity* for economically disadvantaged populations that will benefit from the proposed TIGER investment, as described below.

Regional Competitiveness

As noted in the introduction, BART has been a foundation of the San Francisco Bay Area's growth and development. The



Figure 11 Bay Area Rapid Transit (Source: BART)

¹⁰ BART, FY16 Preliminary Budget Memo, Available: <https://www.bart.gov/sites/default/files/docs/FY17percent20PBMpercent20Finalpercent20Revised.pdf>

efficient mobility provided by BART supports the Bay Area economy. In addition to transporting over 430,000 passengers per day to jobs, school, shopping, healthcare, and other destinations, BART has served a key role in guiding the Bay Area's growth and development. During the 1980s, BART helped preserve the preeminence of downtown San Francisco as a regional economic center when the downtowns of major cities in similar metropolitan regions experienced significant losses in employment.¹¹ In 2012, UC Berkeley and the Bay Area Economic Council released the "BART State of Good Repair Study," which estimated a net economic loss of between \$22 and \$33 billion dollars to the region over the next 30 years if BART is unable to maintain its reliable service. The study also found that BART contributes a number of economic benefits to the region, including:

- Travel and vehicle ownership cost savings for riders;
- Reduced traffic congestion;
- Reduced business operating cost savings associated with the reliability effects of reduced congestion; and
- Increased business productivity due to expansion in access to labor markets.

GO Uptown provides a gateway not only to the Uptown and Lake Merritt Business Districts, but for area residents who use BART to travel to jobs across the region. In fact, in 2013, 380,000 East Bay residents commuted out of Alameda and Contra Costa counties each day, while only 187,000 workers commuted in from San Francisco, San Mateo, and Santa Clara counties – a difference of almost 200,000 commuters¹². Approximately one third of 19th St/Oakland Station users are "home-based;" that is, use BART to travel elsewhere in the region on a daily basis. With no park-and-ride access, 76 percent of these home-based passengers walk to the station while ten percent bicycle to the station, making it the second highest for bicycle mode share access in the entire system. With demand for bicycle facilities increasing, more and more, 19th St/Oakland BART passengers will particularly benefit from the improved bicycle and pedestrian access provided by the *20th Street Complete Streets* component of the ***GO Uptown*** project.

Uptown Employment

An important objective of BART is to encourage a more balanced distribution of job centers across the region that will enable more efficient use of infrastructure and minimize crowding during the commute hour peaks. For example, shifting commutes from between Contra Costa County and San Francisco to between Contra Costa County and Alameda County – both in the East Bay - relieves the capacity-constrained Transbay BART tunnel from endemic crowding. The presence of BART in Oakland and elsewhere east of the tunnel, coupled with the efforts of local government to focus new development and employment around BART stations, helps to achieve this regional transportation – and economic - balance. Employer proximity to BART also results in strong commercial real estate opportunities. In 2014, approximately 30 million square feet of office space was located within ½ mile of East Bay BART stations, yielding an estimated \$80 million in additional rent revenue¹³.

There are currently approximately 70,000 jobs within a one-half mile walking distance of the 19th St/Oakland Station. The area is home to several notable employers, including:

- **Kaiser Permanente** purchased the 1950 Franklin building in 1985 to house its Northern California Region administrative departments and has additional office space in the Kaiser Center Building at 300 Lakeside Drive. Approximately 11,000 employees work at its Lake

11 UC Berkeley, A State of Good Repair for BART: Regional Impacts Study, Available:

http://www.bayareaeconomy.org/media/files/pdf/BART_SGR_-_Regional_Impacts_-_Final_Report_May_2012.pdf

12 East Bay Economic Outlook: 2014-2015. East Bay Economic Development Alliance. 2014

13 Benefits of BART for Office and Apartment Properties (Draft). BART. April 2015.

Merritt offices. A planned expansion includes construction of two new office towers, retail space, additional parking spaces, and reconfiguration of a roof garden. At full build out, the project is expected to result in a total net increase of over 3,200 new employees.¹⁴

- **Pandora Radio** moved into 2101 Webster Street in 2010, which is located only a few blocks from the **GO Uptown** project site. There are approximately 800 employees located at the headquarters office.¹⁵
- **Bay Area Rapid Transit's** main administrative office is located in the Kaiser Center building. BART has 1,200 employees at this location.
- The **State of California Department of Transportation (Caltrans)** District 4 headquarters is located within four blocks of the 19th St/Oakland BART Station. Caltrans District 4 has nearly 3,300 employees in this facility

Emerging Employment

The MTC forecasts an increase of 18,500 jobs by 2040 in the area adjacent to the **GO Uptown** project area. Such growth aligns with BART's ridership forecasts for the 19th St/Oakland station, underscoring the need for **GO Uptown's** capacity and other station improvements, as well as 20th Street's enhanced "last-mile" connections. As rents rise in San Francisco, more and more innovators are locating in the East Bay – including the Uptown neighborhood. Located three blocks from the 19th St/Oakland Station, **Pandora Radio** is the largest tech company in Oakland. Uber, in partnership with Lane Partners, is currently renovating the former Capwell's/Sears building, a 400,000 square foot structure at the corner of 20th Street and Broadway, into **Uptown Station** (see Figure 12), a transformative mixed use office and retail project. When complete, the building's



Figure 12 Rendering of the renovated Sear's/Capwell's building that will be an expansion to Uber's San Francisco headquarters, with AC Transit's Uptown Transit Center located and the existing BART entrance located in the foreground. BART's new proposed elevator would be located just to the south of the building entrance on Broadway.

basement will open up directly on to the north concourse of the 19th St/Oakland BART station. Perhaps even more significant are the emerging opportunities for smaller tech business in the Uptown District. **Oakland Impact Hub** is a 16,000 square foot collaborative at Broadway and 23rd Street whose mission is to build an "entrepreneurial community and co-working space to create solutions for a world that works for all. Impact Hub provides a range of programs to develop and support innovating

14 City of Oakland, Kaiser Center Final EIR, Available: <http://ec2-54-235-79-104.compute-1.amazonaws.com/Government/o/PBN/DOWD009158.htm>

15 SF Gate, Office Space: Pandora perks include free gadget vending machine, Available: <http://www.sfgate.com/business/article/Office-Space-Pandora-perks-include-free-gadget-5940432.php>

businesses¹⁶. Next door, **the Hive** houses small businesses, retail space, and restaurants in a converted industrial warehouse.¹⁷ These tech incubators are attracting a new class of innovators which contribute to both the economy and the eclectic nature of the area, as described in greater detail in Section 5.3 *Quality of Life*. Given the explosive growth Oakland is seeing, with rent prices increasing 19 percent between 2014 and 2015, it seems likely that the number of residents and employees using the 19th Street/Oakland Station will be even higher than expected, emphasizing the need for action to improve accessibility and ensure that the station connects riders with the surrounding neighborhood..

Job Training

Although the Bay Area is a national economic driver, its own middle class is shrinking as more jobs are being added at the bottom and very top of the pay scales. The *Regional Economic Prosperity Strategy* - funded by a US Department of Housing and Urban Development (HUD) *Economic Resiliency Regional Planning Grant* - found that the share of Bay Area employees earning a middle wage (\$18 - \$30 per hour) is declining, comprising only 22 percent of job growth versus 27 percent of total jobs in 2010. In part this is because the majority of middle and upper wage jobs require workers to have attained a bachelor's degree. One key strategy to address this decline is to support industries and employers with a higher share of "middle skill jobs," or jobs requiring long term on-the-job training or educational programs that provide specific skills.

BART itself is one of the employers ready to support the augmentation of middle skill jobs. Half of current BART jobs are skilled positions that do not require a bachelor's degree, but require some level of longer term on the job training and internal training programs provided by BART. Three-quarters of BART positions do not require a bachelor's degree, and yet pay above the \$18/hour target.

In November 2015, BART launched its **Transit Career Ladders Training (TCLT) Program** with the support of a \$750,000 Federal Transit Administration Ladder of Opportunity Grant. In order to meet the growing needs of the transit workforce, this program strives to improve training access for traditionally under-represented individuals by developing streamlined pathways into transportation employment through partnerships with such agencies as local Workforce Investment Boards (WIB) and Bay Area Community Colleges. Program goals include: (1) advertisement and promotion of transportation careers to low income areas, unemployed and underemployed communities, minorities, veterans, and women; (2) support and enhancement of existing college technical training programs with transit agency collaboration; and (3) establishment of an additional career pathway for the transit employment pipeline. Clearly, an investment in BART is an investment in *Ladders of Opportunity*.

Monetized Economic Benefits

Finally, **GO Uptown** includes a number of improvements which are expected to result in time savings for BART riders traveling through the 19th St/Oakland Station. Like travel time, time spent prior or subsequent to boarding the train is considered a cost to users, and its value depends on the disutility that users attribute to time spent traveling. A reduction in station usage time therefore translates into more time available for work, leisure, or other activities.

Time-saving improvements of the project include optimizing the layout of the concourse and lower platforms, thereby enhancing passenger circulation within the facility, and facilitating faster movement from the train to street level (and vice-versa). Current projections show that the **GO**

¹⁶ <http://oakland.impacthub.net/>

¹⁷ <http://hiveoakland.com/>

Uptown will save passengers a cumulative 5.3 million hours of travel time between 2019 and 2048 (see the Benefit Cost Analysis in the Appendix for the complete analysis).

5.1.3 Quality of Life

The improved transportation access provided by **GO Uptown** is expected to enhance the economic growth of the area – and region. But more than that, the project seeks to improve the overall *quality of life* of area residents, and of visitors attracted to the neighborhood’s charm. Specifically, **GO Uptown** seeks to reflect the energy of the surrounding community and enhance the station’s existing strengths by:

- Incorporating art that reflects the creativity of the Uptown District;
- Expanding the City of Oakland programs to enhance the urban environment through upgraded street lighting and pedestrian wayfinding;
- Attracting riders to stop and explore the Uptown Neighborhood through the in-station *Wayfinding+* signage; and
- Providing residents with safer and more convenient ways to access the station, whether on foot, by bike, or on other transit modes.

Using investments in transportation to improve the quality of life of the communities they serve is a guiding principle of USDOT’s TIGER program. USDOT – along with the HUD and the US Environmental Protection Agency – have further joined forces in a *Partnership for Sustainable Communities*. The Partnership has identified six principles for “Livability,” including the enhancement of economic competitiveness, which is addressed in Section 5.1.2 of this application.



Figure 13 First Friday Festival and Community Engagement around 19th St/Oakland BART Station (Source: Greg Linhares)

The following summarizes how **GO Uptown** supports the attainment of each of the five other *Livability* tenets.

Provide More Affordable and Convenient Transportation Choices

As discussed in *Section 2.1 Project Location Transportation Amenities*, the 19th St/Oakland station plays a critical role in providing transportation options and creating intermodal routes for residents and employees throughout the region. In addition to the current amenities for people biking, walking, and taking transit throughout the region, beginning in 2017 the station will also connect with AC Transit's first Bus Rapid Transit (BRT) line, which will provide service between AC Transit's Uptown Transit Station and the City of San Leandro. The service is expected to carry approximately 27,000 passengers per day, travelling at speeds that are up to 28 percent faster than local bus service. As part of the **GO Uptown** project, BART has been coordinating with AC Transit on the location and design of the proposed BRT station to facilitate intermodal connectivity. Specifically, the northbound BRT platform would be located in close proximity to the 19th St/Oakland BART Station's central entrance, while the southbound BRT platform would be located adjacent to the proposed location of the elevator that would be implemented as part of the **GO Uptown** project scope.

The proposed elevators will also provide an entirely new connection between the north end of the 19th St/Oakland Station and the Uptown Transit Center, as well as all other destinations on or north of 20th Street. Today, disabled passengers in need of an elevator to travel between the concourse and street must board a non-ADA compliant elevator at 18th Street and then walk north. The new elevator will permit those passengers more direct – and weather protected – access to 20th Street.

Promotion of Equitable Affordable Housing

As Oakland balances its need for economic growth and development with its responsibility and commitment to current residents, the City is focusing on making sure that the economic growth close to and around the 19th Street/Oakland Station is inclusive and does not create displacement. In March 2016, Mayor Libby Schaaf announced a bold plan to promote housing affordability within the City laws. The Oakland Housing Action Plan includes modifications to existing renter protection programs, identifies funding streams (some new, some old, and many repurposed) to add 17,000 units of affordable and market rate housing over the next eight years, and protect current affordable stock. This plan will require significant legislative and administrative action, and the City is finalizing its work plan now to identify next steps and priority actions. The plan acknowledges the importance of reducing additional costs, such as transportation, besides housing.

BART is supporting affordable housing in the 19th St. / Oakland station area and regionally in a number of ways. BART partnered with the City of Oakland on applying for State of California *Affordable Housing and Sustainable Communities* grants at four Oakland BART stations, including 19th St. / Oakland out of the state's innovative "cap-and-trade" revenue plan. The program provides funding from California's cap-and-trade revenue for matched affordable housing and



Figure 14 Recently completed mixed income housing in Uptown
(Source: Greg Linhares)

transportation projects that demonstrate a reduction in greenhouse gases. In 2016, BART also adopted a new transit-oriented development policy that requires that all BART joint development projects that include housing include a minimum of 20 percent of units that are affordable to low and very low income residents.

Coordination of Policies Which Leverage Investments

GO Uptown is itself an example of a transportation investment which has benefited from the coordination of BART and City of Oakland policies to achieve an outcome which is greater than the sum of its parts. As discussed in Section 5.1.1 *State of Good Repair*, BART's *Station Modernization Program* seeks to invest in station improvement projects which a) *Make Transit Work*; b) *Connect Community*; and c) *Create Place*. Working closely with the City of Oakland and other stakeholders, BART's planning and current design efforts draw upon these principles, incorporate existing City plans to improve infrastructure, and optimize mobility and access while transforming a transit hub into a neighborhood center.

Support Existing Communities

Improving access, safety, and convenience supports current residents and employees who rely on the BART station to go about their daily lives. The station improvements, particularly the addition of the elevators to improve access for people with disabilities, heavy loads, or strollers, and the increased bike parking will make it easier for people to enter and move throughout the station. The Complete Streets improvements in the surrounding area improve the neighborhood for current residents and help make their neighborhood a safer place in which to live, work, and play.

The Value of Communities and Neighborhoods

Uptown is changing. In addition to several thousand units of new housing in the development pipeline, more than 100 new restaurants, bars, and entertainment venues have opened in the area. As rents rise, new employers enter, and the liveliness and economic development grow, the Uptown neighborhood is working to balance growth with their cultural legacy as a center for creative change and social inclusiveness. Located one block north of the 19th St/Oakland Station, the **Kapor Center for Social Impact** creates and funds creative strategies which leverage information technology for positive social impact. The foundation works extensively with underrepresented communities, focusing on income and education gap-closing endeavors. The Kapor Center is a valued neighbor to area residents, and shares BART's and the City of Oakland's values for supporting *Ladders of Opportunity* for disadvantaged populations. Figure 13 is an example of the type of community events that have sprung up in close proximity to the BART station as a result of community engagement. Apart from strengthening Uptown's identity as a creative and diverse community, **GO Uptown** supports broader social goals for improving the health and well-being of its people. ***GO Uptown*** seeks to enhance the Uptown and Lake Merritt Business Districts by facilitating healthy, safe, and walkable neighborhoods. The project – particularly its *Complete Streets* component - is expected to improve public health by removing significant barriers to walking and biking and by encouraging new trips to be made in an “active transportation” mode, thereby reducing auto pollutants and increasing physical activity in the area.

5.1.4 Environmental Sustainability

GO Uptown demonstrates BART's commitment to environmental sustainability by incorporating sustainable materials and technologies which increase the lifecycle value of the 19th St/Oakland

BART Station's infrastructure, conserves natural resources, and protects the reliability of the public investment.

The following sustainable design strategies are included in the project:

- LED lighting fixtures, light timers, daylight sensors.
- Recycling receptacles.
- Materials and site furnishings made from recycled products.
- Water efficient taps, urinals, and toilet flushing systems in restrooms and janitor areas. The replacement of conventional plumbing fixtures with modern, low-flow designs could achieve water savings of up to 60 percent.¹⁸

Two stations in the BART system – the 16th St/Mission and 24th St/Mission stations - were recently re-lamped to demonstrate new lighting configuration levels that would save energy while still maintaining or enhancing comfort and safety. The re-lamping resulted in an energy reduction of over 1.5 million kWh/year for the two stations, which translates to a savings of nearly \$150,000 per year. The 19th St/Oakland Station is anticipated to realize similar savings as a result of the planned LED upgrades at all station entrances.

The project also recognizes the opportunity for the City of Oakland to implement strategies that encourage sustainable trips on BART in preference to private vehicle trips by residents, employees, and visitors. By increasing multimodal access to and from the station and improving transit and bicycle/pedestrian facilities, BART is encouraging reduced automobile dependency, which results in the reduction of VMT and GHG emissions. According to the City of Oakland, the *20th Street Complete Street* project is expected to result in nearly five times the number of bicycle trips experienced today, and 2.5 times the number of trips forecast in 2020 absent the implementation of new bike lanes and other corridor improvements¹⁹.

5.1.5 Safety

Personal Security

In 2013, 36 crimes were reported at the 19th St/Oakland Station. One of the major goals of BART's *Station Modernization Program* is to implement improvements which may increase visibility, such as by improving lighting, opening up obscured sight lines, and removing barriers within the station. Increasing visibility permits station agents and BART police to observe more areas of the station and allows patrons to feel more secure.

With over 10,000 additional entries at the 19th St/Oakland BART Station projected by 2040, ***GO Uptown*** will mitigate a corresponding increase in circulation incidents. Without capacity improvements, areas of crowding on the lower platform are expected to worsen, making it difficult for customers to move along the platform once they reach the bottom of the stairs and escalators. The ***GO Uptown*** project features two new elevators at the northern end of the station (the most heavily trafficked access point of the station) to increase vertical circulation between the street and concourse levels as ridership continues to grow. Additional vertical circulation also encourages passengers to spread out along the platform rather than concentrating in the center, which eases crowding on both the platform as well as within the trains.

Disaster Preparedness

¹⁸ BART, 19th St/Oakland BART Station Modernization Program Conceptual Design Plan, Available: <http://www.bart.gov/sites/default/files/docs/FINALpercent2019thpercent20Streetpercent20Conceptualpercent20Designpercent20Planpercent2020141031.pdf>

¹⁹ City of Oakland Active Transportation Grant Application. 2015.

In the case of an emergency that requires the closure of the Transbay tunnel, the 19th St/Oakland Station serves as the point of departure for BART passengers to access AC Transit’s Transbay Bus Bridge. In such circumstances, significant volumes of passengers are off-loaded at the train-level platform who must then exit north end station portals to access AC Transit’s pulse express service out of the Uptown Transit Center. The reallocated concourse space and relocated additional fare gates made possible by **GO Uptown** will significantly ease the crowding associated with this potential event.

Transportation Safety

Go Uptown’s Complete Streets component will have significant safety impacts for people walking and biking around the 19th Street/Oakland Station. The proposed 20th Street redesign involves a road diet which reduces the current cross-section from four to six travel lanes to two travel lanes, new buffered bike lanes, a widened sidewalk, and a landscaped median. Current sidewalk widths vary between four and 11 feet along both sides of 20th Street; this project would double the widths to between eight and 20 feet. This would expand pedestrian space along the congested north side of the street, which serves as one of the primary pedestrian routes to businesses from the 19th St/Oakland Station. On a nearly daily basis there is also substantial crowding outside of the station during the peak morning commute. The surges in pedestrian flow exiting the station can conflict with an array of activities taking place at the station entrance, include the arrival of passengers entering the station, bicyclists parking and locking their bikes or entering the station, passengers being dropped off and picked up, and passengers waiting to be picked up by AC Transit or employer shuttles. **GO Uptown’s 20th Street Complete Streets** improvements will address the circulation issues by nearly doubling the width of the sidewalk in the vicinity of the 19th St/Oakland BART Station, as

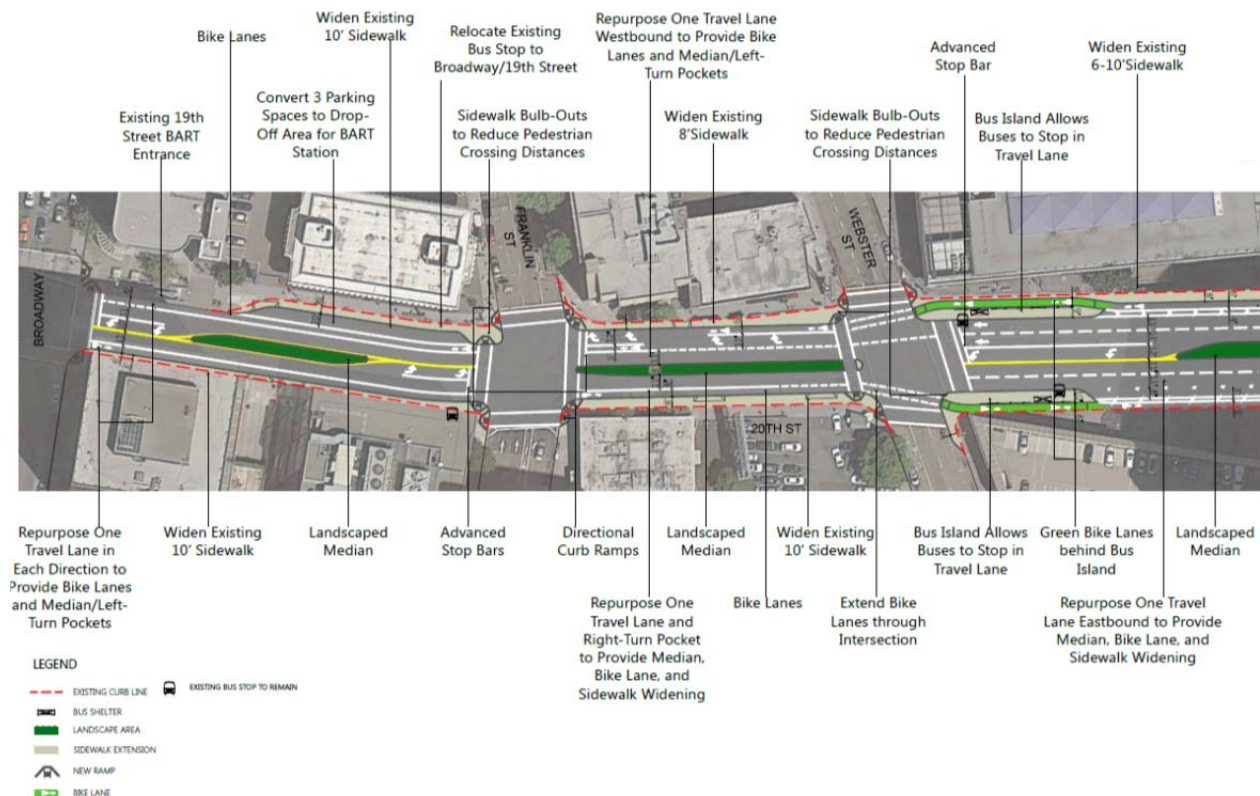


Figure 15 Illustrative Plan of Lake Merritt Urban Greenway complete streets improvements (Source: City of Oakland)

well as provide more pedestrian level lighting. The buffered bike lanes on 20th Street will improve safety for people biking to the BART station and through downtown Oakland, as well as those attempting to reach the 19th Street Bike Parking station.

5.2. Secondary Criteria

5.2.1 Innovation

The LED re-lamping of the 19th Street/Oakland Station will be based upon BART's recently updated facility standards, which includes the utilization of lighting technologies, such as selective switching, which are geared towards the efficient use of energy and optimizing the patron's environment. The *Wayfinding+* element of the **GO Uptown** project is also an innovative method of using artistic design elements that help patrons to navigate towards their final destination. A goal of the *Wayfinding+* program is to facilitate passenger movement within and outside stations, thereby reducing passenger congestion within high-use areas of the station.

Besides applying innovative engineering principles, the GO Uptown project also brings new cultural values into the transit system itself. The inclusion of art at stations aligns with the Uptown District's cultural renaissance. There are many opportunities to incorporate and integrate art and placemaking within the station. Many regional riders and visitors may pass through the station with little knowledge of the Uptown neighborhood's vibrancy and attractions. Integrating art at the platform level that can be seen from passengers on the train presents an innovative opportunity to introduce riders to the area's vitality and invite them to visit the neighborhoods. Art can also be used to attract customers to underutilized areas of the station and encourage efficient use of the platforms. There is also the opportunity to incorporate art and placemaking into the redesign of functional components of the station, such as lighting, bike racks, and paid area barriers.

GO Uptown will reinforce the neighborhood's unique arts character. BART is in the process of creating an *Arts in Transit Policy* intended to enrich the rider experience, strengthen identity, connect to communities, and support a distinctive sense of place at stations and beyond. By including art as a tool in the service of accomplishing BART's overall mission and strategic goals, BART will advance its reputation as a 21st century transit system. Modernization of the 19th St/Oakland Station reflects these objectives, and will serve as a pilot for introducing BART's *Arts in Transit Policy* for replication across the entire system.

5.2.2 Partnership

BART's *Station Modernization Program* includes a goal to protect the public's investment in rail transit through strategic partnerships and the leveraging of outside funding to match its own investments. The *Station Modernization Design Concept Plan* for the 19th St/Oakland BART Station was developed in close coordination with the City of Oakland, the Lake Merritt/Uptown District Association, and local business and community stakeholders. Stakeholders provided input in identifying existing conditions and needs, discussed and vetted



Figure 16 Neighborhood street life in Uptown

proposed improvements, and helped prioritize the recommended improvements. The coordination re-enforced shared goals and helped to strengthen the proposed improvements.

The City coordinated with the same partnership in the development of its *20th Street Complete Streets Plan*. BART and the City have also partnered to design and deliver the *19th Street Uptown Bike Station* (discussed in section 2.1), as well as the 17th Street alley and art installation adjacent to the southern-most 19th St/Oakland BART Station portal.

6. BCA RESULTS

A benefit-cost analysis (BCA) was conducted for the **GO Uptown** project as a requirement of the discretionary grant application for the TIGER 2016 program. The analysis was conducted in accordance with USDOT’s benefit-cost methodology. The detailed BCA is provided as Appendix I to this application.

In real 2015 dollars, the project creates \$29.6 million in present value benefits when discounted at 7 percent or \$59.4 million when discounted at 3 percent. The major benefit categories are: passenger time savings for station users traveling within the station, reduction in criminal activities and incidences due to enhanced security measures, O&M savings in the areas of lighting and waste management, and elimination of fare evasion. The overall project benefit matrix can be seen in **Error! Reference source not found.2**. The appendix lists the detailed benefits and costs by year.

Table 2 GO Uptown Impact and Benefits Matrix (Source: Parsons Brinckerhoff, 2016)

Current Status/Baseline & Problem to be Addressed	Change to Baseline/ Alternatives	Type of Impact	Population Affected by Impact	Economic Benefit	Summary of Results (at 7% discount rate)	Summary of Results (at 3% discount rate)
Congestion across the station	In-station infrastructure improvements	Improved pedestrian flows and decrease in navigation time	BART Riders	Passenger time savings	\$24.2 million savings	\$49.8 million savings
In-station crime	Improved security features	Reduction in criminal incidences	BART Riders, Staff, and Wider Study Region	Improved safety	\$4.2 million savings	\$7.6 million savings
Costs related to outdated station lighting and waste management	LED lighting and more efficient waste management collection	Reduction in O&M costs	BART and Wider Study Region	O&M Cost Savings	\$2.3 million savings	\$4.3 million savings
Loss of revenue due to fare evasion	Decrease in fare evasion	Increase in fare collection	BART and Wider Study Region	Fare Revenues	\$1.1 million savings	\$2.0 million savings

7. PROJECT READINESS

7.1. Technical Feasibility

BART has planned, designed, built and operates on a daily basis over 105 miles of Heavy Rail Transit. It has experience in the planning and implementation of capital projects of the most complex nature. Most recently, BART has substantially completed its \$900 million Warm Springs Extension project, which is scheduled to open for revenue service in the summer of 2016. The Warm Springs Extension will add 5.4 miles of new heavy rail transit from the existing Fremont station south to a new station in the Warm Springs District of the City of Fremont. The complex project alignment crosses over Walnut Avenue; under Stevenson Boulevard, Fremont Central Park and the Union Pacific Railroad track in a subway; over Paseo Padre Parkway; under Washington Boulevard; under Auto Mall Parkway; and over South Grimmer Boulevard. Systemwide, BART's FY 2016 capital budget exceeds \$664.7 million.



Figure 17 BART Construction

BART's Station Modernization

Program has already resulted in the implementation of state of good repair improvements to the Ashby, Pleasant Hill, and Union City stations. BART has established a station modernization team that features experienced planners and designers whose sole focus is the rehabilitation and improvement of its stations. Current projects include improvements to BART's Powell Street station in Downtown San Francisco, and the initiation of a *Capacity Implementation Plan* for the Embarcadero and Montgomery Street stations, the system's two busiest passenger facilities.

BART manages approximately \$140 million in Federal Transit Administration funding each year, and is a grantee in good standing. If selected for an award of TIGER funds, BART will lead the Federal environmental review of the **GO Uptown** project, administer the TIGER grant, and will implement the 19th St/Oakland Station improvements. BART will pass through \$1.5 million to the City of Oakland to implement the station area LED street lighting and pedestrian wayfinding, and will ensure rigorous oversight of – and ultimate responsibility for - the appropriate use of USDOT discretionary funding.

7.2. Financial Feasibility

The **GO Uptown** project cost estimate is presented in Section 4.2 *Capital Uses of Funds*. The project cost reflects a 35 percent level of design and carries appropriate contingencies at this stage of project development. The estimates are probable construction costs based on current market conditions as of March 2016 and previous BART experience. The estimate assumes approximately four responsible and responsive bids under a competitive bidding environment for a fixed price lump sum contract. Allowances have been used for items which are required but currently not defined.

BART is in excellent financial condition, but has capital needs far in excess of available resources. As noted, BART’s FY 2016 capital budget is \$664.7 million. The City of Oakland, while it has faced financial difficulties in the past, understands that transportation is truly an economic investment and has additional resources since the passage of Measure BB in the fall of 2015. In a tight economic climate, BART and the City of Oakland are partnering in order to leverage expertise and reduce overhead costs to deliver the GO Uptown project swiftly and efficiently.

7.3. Project Schedule

Figure 18 provides the overall **GO Uptown** project schedule, highlighting both the 19th St/Oakland Station and 20th Street Complete Streets improvements. Obligation of a TIGER 2016 grant is anticipated by July 2017. Having already accomplished 35 percent design on the station, BART is confident that it can complete final design by the end of 2016, and that construction can commence upon grant obligation. Although earlier in design, the City of Oakland is committed to accelerating project development. If awarded a TIGER grant, the City believes that it can begin construction of the 20th Street Complete Streets component by mid-2018, with completion by March 2020.

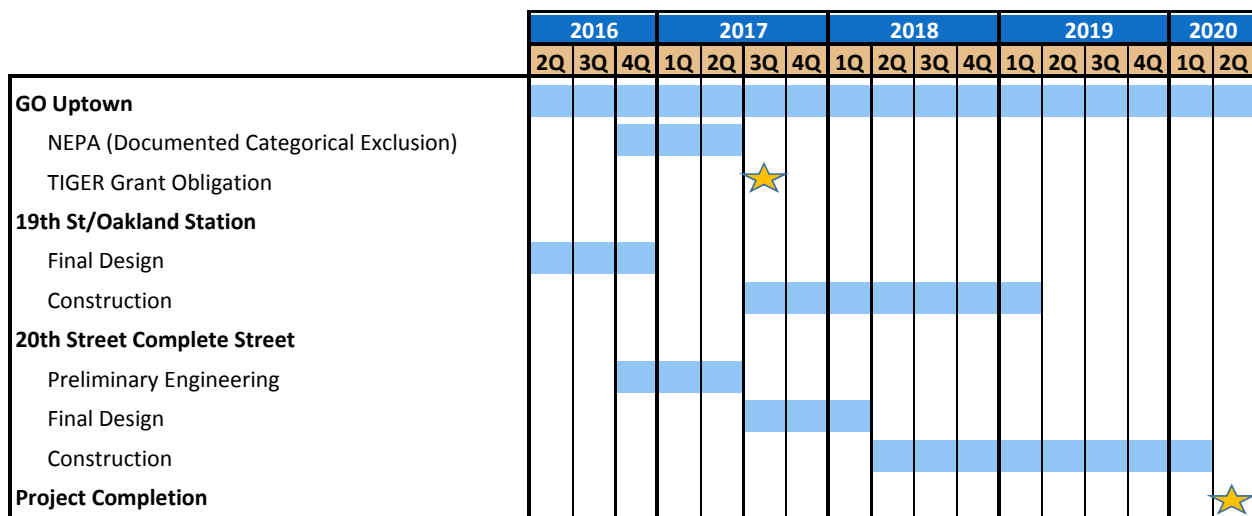


Figure 18 GO Uptown Project Schedule

7.4. Required Approvals

Given the environment in which **GO Uptown** will be implemented – within and below (but within already constructed infrastructure) the existing transportation right-of way – it is expected that a Documented Categorical Exclusion (DCE) is the appropriate Class of Action for compliance with the National Environmental Policy Act (NEPA) of 1969. BART has sufficient staff and consultant resources under contract to perform the NEPA analysis, which would begin no later than 30 days after being selected by USDOT for a TIGER grant award. A signed DCE would be expected by Summer 2018.

The project is identified in *Plan Bay Area*, MTC’s financially constrained long range transportation plan. MTC has endorsed the project as a strong candidate for TIGER funding. Should **GO Uptown** be selected for award of a TIGER 2016 grant, the MTC will take action to place it in its Transportation Improvement Program (TIP) as soon as practicable.

Proposition 1B funds allocated to BART require no further approval for use.

8. FEDERAL WAGE RATE CERTIFICATION

CERTIFICATION

TIGER Discretionary Grants

Subchapter IV of Chapter 31 of Title 40, United States Code


Under the Consolidated and Further Continuing Appropriations Act, 2015

Name of Applicant: San Francisco Bay Area Rapid Transit District

Authorized Representative: Grace Crunican, General Manager

The San Francisco Bay Area Rapid Transit District hereby certifies that it will comply with requirements of United States Code Title 40, Chapter 31, Subchapter IV, Federal Wage Rate Requirements.

This certification is made pursuant to the TIGER FY 2016 Discretionary Grant requirements found in the Federal Register, Vol. 81, No. 38, Friday, February 26, 2016, Notices, Section D.2.viii. Federal Wage Rate Certification.

Signature:  Date: 4.8.16
Grace Crunican, General Manager