




DISTRIBUTION DATE: May 9, 2025

MEMORANDUM

TO: HONORABLE MAYOR & CITY COUNCIL
FROM: Josh Rowan
Oakland Department of Transportation, Director
SUBJECT: 2022 5-Year Paving Plan Update:
July 2024 to December 2024
DATE: March 11, 2025

City Administrator Approval


Jestin Johnson (May 9, 2025 09:05 PDT)

Date: **May 9, 2025**

INFORMATION

This memo is to provide the Oakland City Council, the Mayor's Office, City staff, and the community with an update regarding progress in implementing the 2022 5-Year Paving Plan (5YP) through the first six months of Fiscal Year (FY) 2025 (July 1, 2024 to December 31, 2024).

GENERAL OVERVIEW

On December 21, 2021, the City Council adopted Resolution No. [88975 C.M.S.](#), establishing the 2022 5YP, a more than 300 million dollar plan for the Oakland Department of Transportation (OakDOT) to repair Oakland's streets. This plan is anticipated to be approximately 80 percent funded by Measure U, Oakland's 2022 Infrastructure Bond, and other sources, including Measure KK (Oakland's 2016 Infrastructure Bond), gas tax revenues (Senate Bill 1), and existing grant awards. This informational report provides a 6-month progress update for FY25 (July 1, 2024, to December 31, 2024).

SUMMARY OF PROGRESS

Multiple facets of the program have recovered after a slowdown that began in FY23, and the program is now primed for growth. In calendar year 2024, OakDOT completed 53.9 miles, the most miles completed in a 12-month period to date. A new and larger paving machine has been procured to support OakDOT's in-house crews, which will support greater efficiency and more production for City crews. The machine will also provide redundancy if other machines require maintenance or repair, which is an ongoing issue. Through mid-cycle budget amendments in June 2024, the City Council approved multiple new positions for OakDOT, creating a new Complete Streets Infrastructure Division. The new Division includes a standalone Design & Pavement Management section, as well as a Planning section to support additional bicycle, pedestrian, and safety improvements on streets prioritized in the 5YP. Finally, a citywide survey of pavement conditions concluded in December 2024 and found that Oakland's citywide pavement condition index has increased to 60 for the first time since 2012. With this increase,

HONORABLE MAYOR & CITY COUNCIL

Subject: 2022 5-Year Paving Plan Update: July 2024 to December 2024

Date: March 11, 2025

Page 2

Oakland’s pavement condition is no longer categorized as “Poor” or “At Risk” and is now in “Fair” condition – a major milestone for Oakland’s citywide paving investments.

Entering FY25, OakDOT had a project pipeline of more than 60 miles and available contract capacity to complete the projects. However, the reduction in paving program funding in the mid-cycle budget and the indefinite delay of the Measure U bond sale has significantly stalled the paving program. A total of 19.3 miles have been completed in FY25 to date, primarily using the FY24 budget. With no new budget allocated to OakDOT for paving in FY25, in Fall 2024, more than 17 additional miles ready for construction were paused due to a lack of budget.

In December 2024, \$12.75M in Measure KK funds programmed to Oakland Public Works for projects in design or otherwise not construction-ready were transferred to OakDOT to support the paving budget shortfall. On December 16, 2024, the City Council appropriated \$3 million from the FY24 Measure BB fund balance to support the Lakeshore Avenue Protected Bikeway project, part of the paving program. In total, this transfer of funds supports unpausing the 17 miles of projects that are now In Construction” or “Pending” in **Table 1**, below.

The more than 50 miles of projects with the status “On Hold” or “Cancelled” in **Table 1** were originally scheduled for FY25 and will be delayed until the next bond sale or have been cancelled. Cancelled projects were EBMUD cost-share opportunities to complete full paving in coordination with EBMUD projects that cannot be exercised due to a lack of budget and are thus cancelled.

Table 1 also represents approximately 113 miles of projects initially scheduled in FY26 that will be “Delayed” to FY27 or beyond, due to a projected backlog in construction from FY25 project delays associated with the lack of funds. The ability to deliver these delayed projects depends not only on whether a bond issuance occurs, but the size of the issuance and how much of the issuance is directed for transportation uses.

Table 1: Fiscal Year 2025 and Future Paving Project Status

Project	Miles	Status
Downtown Major Streets Rehabilitation	2.6	In Construction
10th Street / Lincoln SRTS Joint Project	0.3	In Construction
EBMUD Utility Cost-Share (Frisbie/Richmond/Lincoln/Damuth)	3.6	In Construction
Eastmont Hills Sewer Rehab Cost-Share	1.0	In Construction
Crestmont Sewer Rehab Cost-Share	3.9	In Construction
Brookfield/Hegenberger Local Streets Rehab	4.7	Pending
7th St/E 8th St (Fallon St to 5th Ave)	0.4	Pending
Lakeshore Ave Complete Streets	0.8	Pending
Subtotal	17.3	
Golf Links Rd (Mt Blvd to 98th Ave) & 106th Ave	0.4	On Hold
Piedmont Pines Local Streets	3.4	On Hold
Lakeside Drive/Lake Merritt Boulevard	0.4	On Hold
EBMUD Cost-Share (Normandie, 84th & B, E 16th St, Magellan)	3.7	Cancelled
Franklin Street Complete Streets Paving	1.0	On Hold
Cleveland Heights/Glenview Local Streets	5.7	On Hold
Prescott/Lower Bottoms Local Streets	8.8	On Hold

HONORABLE MAYOR & CITY COUNCIL

Subject: 2022 5-Year Paving Plan Update: July 2024 to December 2024

Date: March 11, 2025

Page 3

Project	Miles	Status
High St (High St Bridge to Foothill)	1.0	On Hold
Bella Vista/Clinton Local Streets	8.0	On Hold
Maxwell Park Local Streets	2.0	On Hold
Castlemont-Eastmont Local Streets	8.3	On Hold
EBMUD Cost-Share (Melrose)	5.1	Cancelled
EBMUD Cost-Share (Lester)	2.5	Cancelled
Subtotal	50.3	
Patten-School Local Streets	7.5	Delayed
Meadowbrook Local Streets	7.4	Delayed
East Oakland Local Streets Preventative Maintenance	20.8	Delayed
Macarthur-Seminary Major Streets	8.1	Delayed
Temescal-Pill Hill Local Streets	7.4	Delayed
East Oakland Major Streets	8.1	Delayed
Oakland Hills Major Streets	13.5	Delayed
Lakeshore-Grand Lake Local Streets	6.2	Delayed
Redwood Heights Local Streets	2.8	Delayed
Montclair-Forestland Local Streets	5.6	Delayed
Eastlake-Fruitvale Local Streets Preventative Maintenance	21.0	Delayed
North Oakland Major Streets	4.3	Delayed
Subtotal	112.7	

In total, since January 2023, 92.5 miles of the 5YP have been paved. This represents approximately 22 percent of the plan, with 50 percent of the plan's time period completed.

Table 2: 5-Year Paving Plan (5YP) Progress To Date

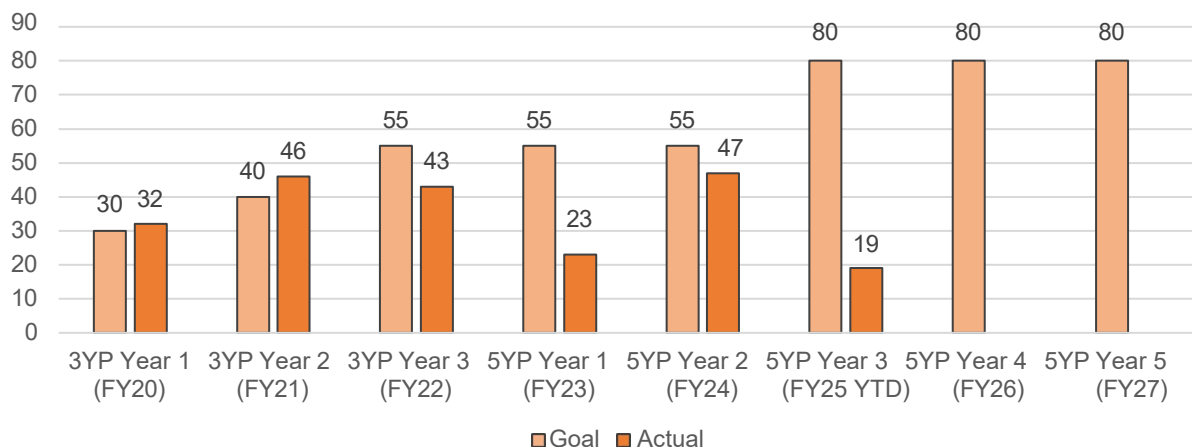
	FY25 YTD	5YP TO DATE	TOTAL PLANNED¹	% DONE
MILES PAVED	19.3	92.5	419.5	22%
MILES DESIGNED	60.6	125.2	419.5	30%
TIME (MONTHS)	6.0	30.0	60.0	50%

Completed design mileage reflects work that is ready for construction. The difference between miles paved and miles designed (32.7) reflects the mileage that is in the queue for construction.

The annual 5YP mileage goal for FY25 is 80 miles (Figure 1). This 5YP goal was created with the assumption of significant new staffing and sustained funding to facilitate the approximate 80% increase from years prior in annual miles paved.

¹ Subject to change due to inclusion of additional full-width paving performed by others (e.g. utility projects), other City-sponsored paving (e.g. capital projects), etc.

Figure 1: Annual Mileage Targets



Pavement Condition Index

In December 2024, the City completed the first comprehensive pavement condition analysis since 2021. This survey was performed by evaluating sample sections of each of Oakland’s roadways and producing new pavement condition indices for each segment in the pavement management system. With pavement condition index (PCI), a freshly paved street is 100. Together, the newest composite citywide pavement condition index is 60, Oakland’s highest average PCI since 2012. The survey also produced findings by street classification. Residential streets are 53% of Oakland’s centerline miles. In 4 years, Oakland has raised the PCI of residential streets by 10 points, from a program-historic low of 43 in 2019 to 53 in 2024.

PROGRESS BY LOCATION

Almost half (9.4 of 19.3 miles, **Table 3**) of the paving activity from July-December 2024 occurred in the Central East Oakland and Eastlake/Fruitvale planning areas. This included pavement rehabilitation on San Leandro Street (69th Street to 77th Street), Seminary Avenue (from San Leandro Street to Eastlawn Street), and other local streets.

Table 3: Progress by Planning Area

PLANNING AREA	FY25 YTD	5YP TO DATE	TOTAL PLANNED	% DONE
CENTRAL EAST OAKLAND	6.1	25.1	88.6	28%
COLISEUM/AIRPORT	1.1	2.5	14.8	17%
DOWNTOWN	0.6	2.5	17.6	14%
EAST OAKLAND HILLS	0.8	4.5	43.7	10%
EASTLAKE/FRUITVALE	3.3	13.9	72.8	19%
GLENVIEW/ REDWOOD HEIGHTS	1.2	11.4	31.8	35%
NORTH OAKLAND HILLS	2.4	3.9	45.7	9%

HONORABLE MAYOR & CITY COUNCIL

Subject: 2022 5-Year Paving Plan Update: July 2024 to December 2024

Date: March 11, 2025

Page 5

PLANNING AREA	FY25 YTD	5YP TO DATE	TOTAL PLANNED	% DONE
NORTH OAKLAND/ADAMS POINT	3.2	24.0	71.8	33%
WEST OAKLAND	0.6	4.9	26.9	18%
TOTAL	19.3	92.5	413.6	22%

Table 4 represents mileage completed in each Council district. Street improvement projects, including pavement rehabilitation and traffic safety improvements, were constructed on 13th Street (District 3) and Fruitvale Avenue (District 5) during this reporting period. District 2 is furthest behind 5YP targets, at just 5% complete. Nearly 14 miles of local street projects were scheduled for FY25 and are currently on hold due to the budget shortfall.

Table 4: Progress by Council District

COUNCIL DISTRICT	FY24 YTD	5YP TO DATE	TOTAL PLANNED	% DONE
CCD1	3.2	21.0	58.8	36%
CCD2	0.0	2.1	45.2	5%
CCD3	1.2	8.7	47.5	18%
CCD4	3.6	19.4	86.3	22%
CCD5	3.3	12.5	45.6	27%
CCD6	6.4	9.5	58.6	16%
CCD7	1.6	19.3	71.5	27%
TOTAL	19.3	92.5	413.6	22%

PROJECT DELIVERY

The majority of the mileage is typically performed by City contractors. **Table 5** provides mileage totals by delivery program: City crews (in-house), City contractors, utility coordination, and others.

Table 5: Mileage by In-House City Crews, Contractors, and Utility Coordination

	FY25 YTD	5YP TO DATE	TOTAL PLANNED	% DONE
IN-HOUSE	6.4	16.3	64.0	25%
CONTRACT	9.5	43.8	350.0	12%
OTHERS ²	0.0	0.4	-	-
UTILITY COORD.	3.4	32.0	-	-
TOTAL	19.3	92.5	413.6	22%

² Others refers to full-width paving completed by non-City projects, such as non-cost-share utility work or development projects

HONORABLE MAYOR & CITY COUNCIL

Subject: 2022 5-Year Paving Plan Update: July 2024 to December 2024

Date: March 11, 2025

Figure 2 provides a quarter-by-quarter mileage comparison. In the past 12 months (January-December 2024), OakDOT paved 54 miles, which is the largest 12-month total in the program’s history. At 13.6 miles completed in the first quarter of FY25, OakDOT was tracking above average for total mileage in FY25. However, with the reduced budget, multiple projects were delayed, and a limited number of new paving projects will be initiated in the latter half of FY25. While OakDOT has 65 miles of pavement projects completed or ready for construction in FY25, OakDOT forecasts that FY25 will see less than 36 miles completed at year-end unless a new budget is identified.

Figure 2: Mileage by Quarter (FY22 - FY25 YTD)

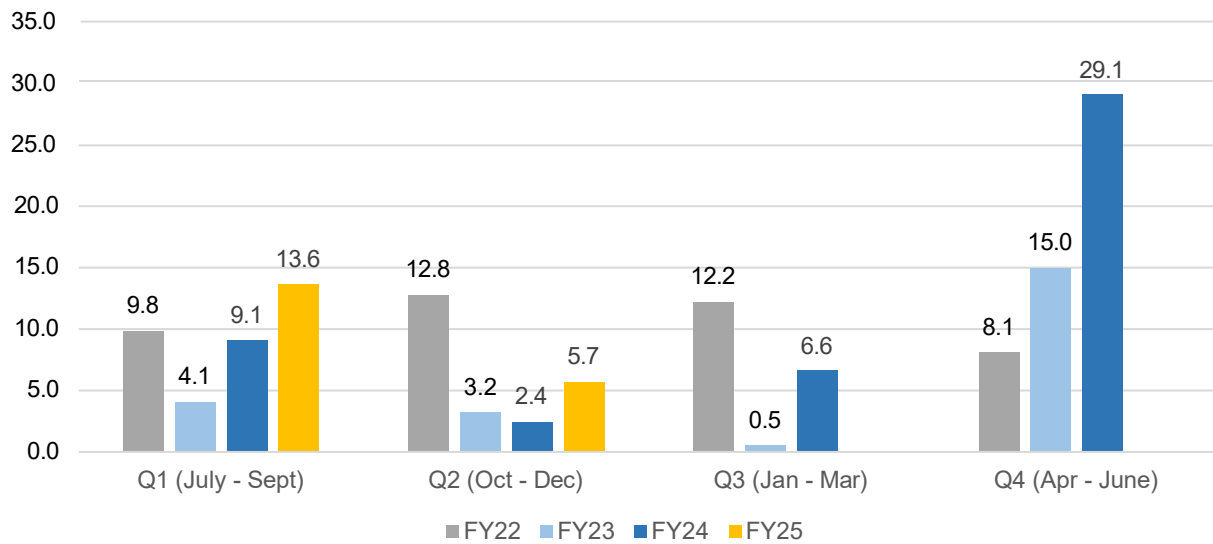
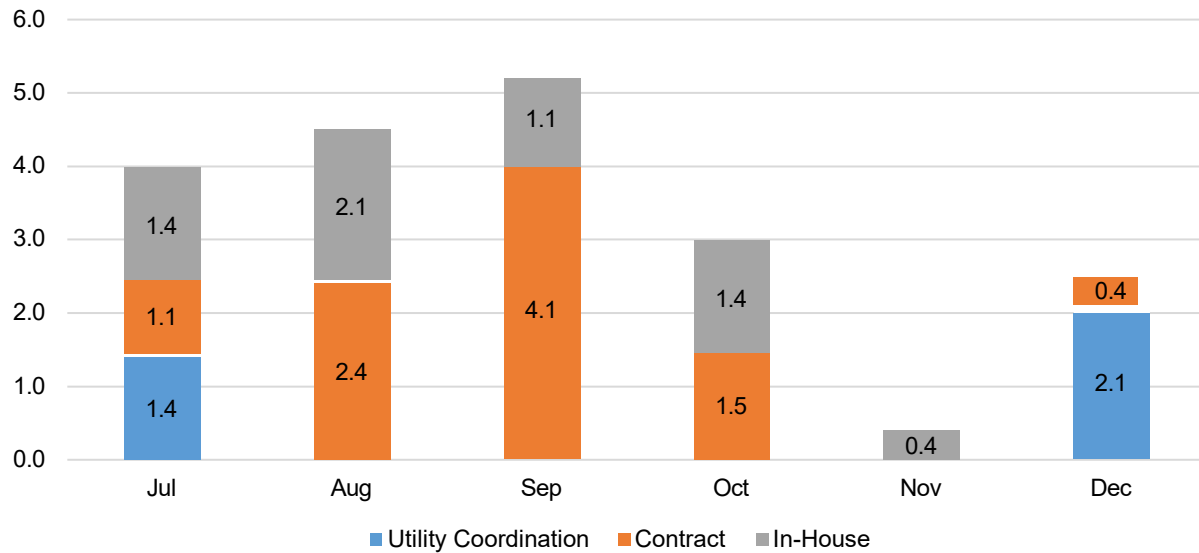


Figure 3: Mileage by Month and Delivery Program (FY25)



In-house paving began FY25 in a strong position (Figure 3). In an average year, in-house crews complete 0.75 miles per month. July through December 2024 saw an above-average paving season, with approximately 1 mile paved each month. For the first two months of FY24, in-house crews were completing well above this average, at 1.4 and 2.1 miles in July and August 2024, respectively (Figure 2). The procurement of an additional paving machine was also approved by the City Council in December 2024 and is expected to be available for in-house operations in early 2025. This full-size paving machine is expected to increase the paving area completed in-house for each day the city crew is operating. Once in operation, the in-house mileage for FY25 and 26 should come closer to the goal set by the 2022 5YP, which was 16 miles completed by in-house crews each year.

Multiple construction contracts are currently active, and three major award contracts have been initiated for bidding. However, a backlog in contract services has continued to impact the program’s design capacity. The program prepares the majority of engineering designs in-house, but staff also rely on on-call consultant support to supplement. Engineering design procurement processes that used to take 1 week or less are continuing to take more than 4 months. This has also delayed the start of new design projects.

Table 6: Contracts & Contracting Authority

CONTRACTS	STATUS	VALUE (MILLIONS)	USE OF AUTHORITY ³ (\$75M MAX)
1007572	Bid-Award	\$27.9	
1007573	Bid-Award	\$27.9	
1007574	Bid-Award	\$27.9	
1007409 ⁴	Construction	\$6.0	
1006858	Construction	\$15.0	-
1006338	Construction	\$15.0	\$15.0

³ Resolution No. [88976](#) C.M.S.

⁴ Resolution No. [88374](#) C.M.S. (EBMUD Cost-Share)

HONORABLE MAYOR & CITY COUNCIL

Subject: 2022 5-Year Paving Plan Update: July 2024 to December 2024

Date: March 11, 2025


Page 8

CONTRACTS	STATUS	VALUE (MILLIONS)	USE OF AUTHORITY ³(\$75M MAX)
1006339	Construction	\$5.6	\$5.6
1006103	Construction	\$15.0	-
1006104	Construction	\$15.0	-
1006105	Construction	\$5.8	-
1006337	Construction	\$15.1	\$15.1
1006569 ⁵	Construction	\$1.0	
1006859	Construction	\$15.0	
1006973-B ⁶	Construction	\$7.0	
1006973-A ⁷	Closeout	\$5.0	
1004947	Closeout	\$5.0	\$5.0
GRAND TOTAL		\$209.2	\$40.7

PUBLIC INFORMATION

Information, webmaps, and reports related to the paving program and the 5YP are maintained on the City's website.⁸ Staff maintains multiple webmaps on the program website, providing information such as a 5YP overview and anticipated paving schedule by year. The program website is also the electronic home for these bi-annual reports.

Respectfully submitted,



Josh Rowan (May 7, 2025 13:47 PDT)

JOSH ROWAN
 Director, Oakland Department of Transportation

For questions regarding this report, please contact Sarah Fine, Complete Streets Infrastructure Acting Division Manager, at (510) 238-6241 and sfine@oaklandca.gov.

⁵ Resolution No. [88374](#) C.M.S. (EBMUD Cost-Share)

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⁸ "City of Oakland | Paving" <http://www.oaklandca.gov/topics/paving>