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Staff Report for the Approval of a Project Charter Between the Alameda County Transportation Commission and Various Agencies Including the City of San Leandro for the East 14th Street/Mission Boulevard and Fremont Boulevard Multi-Modal Corridor Study

SUMMARY AND RECOMMENDATIONS

In late November 2017, the Alameda County Transportation Commission (Alameda CTC) began a multimodal study of East 14th Street/Mission Boulevard and Fremont Boulevard corridor. The study will evaluate implementable multimodal improvements consistent with the City's adopted General Plan, Complete Streets Guidelines, Climate Action Plan, and Bay Fair Transit-Oriented Development Specific Plan. The study will also position the City to compete for available State and federal funding for multimodal improvements for portions of the corridor in San Leandro. Alameda CTC has now asked all participating jurisdictions to execute a Project Charter that will define the City's obligations with respect to development of the study.

BACKGROUND

The East 14th/Mission and Fremont Boulevard corridor is a critical inter-jurisdictional arterial roadway that traverses five jurisdictions in Central and Southern Alameda County (San Leandro, Unincorporated Alameda County, Hayward, Union City, and Fremont) generally running parallel to I-880. The surrounding transportation network includes two major Bay crossing corridors (San Mateo-Hayward and Dumbarton Bridges), as well as major commute corridors to the Tri-Valley including Niles Canyon (State Route 84) and the Sunol Grade (Interstate 680). The corridor includes multiple owners, with portions that are owned and managed by the California Department of Transportation (Caltrans) such as State Routes 185, 238, and 84 as well as portions that have been or are in the process of being relinquished to local agencies.

The corridor currently carries approximately 32,000 average daily vehicles of all types, including autos, buses, shuttles and trucks. Four AC Transit routes and a Union City Transit bus route run on the corridor and connect with other local and Transbay routes such as the Dumbarton Express. Additionally, the corridor parallels BART service and provides access to seven BART stations, including the recently opened Warm Springs station.

The corridor runs through high-activity pedestrian areas and parallels the proposed East Bay Greenway regional trail facility in San Leandro and Hayward. Many segments of the corridor also provide Class II and Class III bicycle facilities, while Class IV facilities are planned on Fremont Boulevard. Pedestrian sidewalks flank the corridor, but accessibility upgrades for the disabled and safety enhancements are needed. Major portions of the corridor are designated as truck routes, serving commercial and industrial uses, although the modal priority in San Leandro is “Transit” according to the Central County Complete Streets typology.

The corridor is also important from a land use and economic development perspective. Land uses along the corridor are transitioning, and continued growth in higher density residential as well as mixed-use and retail/commercial development is expected. Many segments of East 14th Street and Mission Boulevard (particularly in San Leandro, Unincorporated Alameda County, and Hayward) have been designated as Priority Development Areas (PDAs). San Leandro’s recent adoption of the Bay Fair Transit-Oriented Development Specific Plan is expected to contribute to this growth in southern San Leandro, especially within and surrounding the Bayfair Center and Bay Fair BART station.

Analysis

The recommended Project Charter establishes a mutual understanding between the Alameda CTC, the California Department of Transportation, the Alameda-Contra Costa Transit District, the County of Alameda, and the Cities of Hayward, Union City, Fremont and San Leandro. The intent of the Charter is to memorialize agency commitments to working cooperatively towards an implementable plan. Alameda CTC staff will manage the consultant, scope, budget, schedule, and will provide oversight and strategic guidance to the various participating agencies.

Nothing in the Charter commits San Leandro to fund the study or any subsequent project, or to enter into any associated contract. The Charter does, however, commit the City to participation in a Technical Advisory Committee involving agency staff, in an Executive Committee (as needed), and in a Policy Advisory Committee comprised of elected officials who have been designated as representatives on the Alameda CTC.

Current Agency Policies

- Advance projects and programs promoting sustainable economic development, including transforming San Leandro into a center for innovation
- Maintain and enhance San Leandro’s infrastructure

Applicable General Plan Policies

- **Policy T-1.2: Keeping Pace with Growth.** Improve transportation infrastructure at a rate that keeps pace with growth

- **Policy T-2.1: Complete Streets Serving All Users and Modes.** Create and maintain "complete" streets that provide safe, comfortable, and convenient travel through a comprehensive, integrated transportation network that serves all users.
- **Policy T-2.2: Context Sensitive Design (East 14th Street Streetscape Improvements).** Pursue public improvements to East 14th Street which make the street more transit- and pedestrian-friendly, especially in Downtown San Leandro. These improvements could include wider sidewalks, specially designed pedestrian crossings at key intersections, street trees, undergrounding of utilities, improved transit waiting areas, and landscaping. Neighborhood residents, businesses, and local motorists should be involved in the planning and design of such improvements. The ultimate objective should be to create a safer, more welcoming, and attractive environment for pedestrians.
- **Policy T-2.4: Connectivity.** Ensure that the design of streets and other transportation features helps to better connect the city's circulation network and facilitate safer and more convenient travel between San Leandro and surrounding communities.
- **Policy T-3.2: Funding.** Maximize the City's eligibility for funding for bicycle and pedestrian improvements, and aggressively pursue such funding to complete desired projects.
- **Policy T-8.1: Coordination with Regional Agencies.** Work closely with the Metropolitan Transportation Commission, the Alameda County Transportation Commission, AC Transit, BART, and other agencies to address regional transportation issues affecting San Leandro.
- **Policy T-8.8: Adjacent Cities.** Coordinate the planning of the roadway, bicycle, and pedestrian systems with adjacent jurisdictions, particularly the cities of Oakland, Alameda, and Hayward, and the County of Alameda. The City should maximize regional connectivity by creating seamless connections to adjacent transportation systems at the city borders.

Environmental Review

Alameda CTC will be the lead agency in preparing and circulating environmental documents in accordance with the California Environmental Policy Act and, if necessary, the National Environmental Protection Act.

Summary of Public Outreach Efforts

Alameda CTC will be responsible for public outreach associated with the corridor study. An outreach strategy will be developed as part of the study.

ATTACHMENT

Attachment to Related Legislative Files

- Attached to Resolution:
 - Project Charter: East 14th Street/Mission Boulevard and Fremont Boulevard Corridor Project between Alameda County Transportation Commission and California Department of Transportation, Alameda-Contra Costa Transit District, the County of Alameda, and the Cities of San Leandro, Hayward, Union City, and Fremont

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