



City of San Leandro

Meeting Date: September 11, 2017

Staff Report

File Number: 17-483

Agenda Section: WORK SESSION

Agenda Number: 2.B.

TO: City Council

FROM: Chris Zapata
City Manager

BY: Keith Cooke
Engineering & Transportation Director

FINANCE REVIEW: Not Applicable

TITLE: Staff Report for East Bay Greenway Regional Bicycle and Pedestrian Trail (Lake Merritt BART station to South Hayward BART station)

SUMMARY AND RECOMMENDATIONS

The East Bay Greenway (Lake Merritt BART Station to South Hayward BART Station) is a proposed regional pedestrian and bicycle trail that would extend sixteen miles from Oakland to Hayward through San Leandro. The trail would run along the BART alignment connecting seven BART stations including San Leandro BART and Bay Fair BART.

The Alameda County Transportation Commission (Alameda CTC) is currently leading a multi-jurisdictional planning effort in partnership with the cities of Oakland, San Leandro, and Hayward, as well as the Bay Area Rapid Transit District (BART), Alameda County, East Bay Regional Park District, and Caltrans. This planning effort will result in a corridor alignment, as well as approved environmental documents that will allow the trail to be implemented in phases as funding becomes available. A pilot project has already been constructed in Oakland along the east side of San Leandro Street between 85th Avenue and the Coliseum BART station. In addition, the San Leandro Tech Campus has constructed a segment between former West Estudillo Avenue and Parrott Street.

This report is for information only. No action will be taken as a result of this report.

BACKGROUND

For approximately twelve miles starting south from 47th Avenue in Oakland, the East Bay Greenway project corridor is shared by the Union Pacific (UP) Railroad's "Oakland Subdivision", an active but seldom-used freight rail line. The project proposes to convert the Oakland Subdivision into a trail facility. A "rail-to-trail" facility provides the greatest design flexibility by removing all rail infrastructure. If UP elects to continue rail operations, then a "rail-with trail" option is possible assuming required California Public Utilities Commission (CPUC) safety setbacks are maintained and parallel public roads are utilized where obstructions limit the alignment

alternatives. The City's preferred approach is a rail-to-trail (Class 1 multi-use path and/or Class IV separated bikeway) that can be safely accessed from neighborhoods on both east and west sides of the Oakland Subdivision. None of the options require right-of-way acquisition from private property owners in San Leandro other than UP.

To assure that the project will be eligible for both federal and State of California funding grants, Alameda CTC is preparing environmental documents in conformance with both the National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA). Alameda CTC is the lead agency for CEQA, and Caltrans is the lead agency for NEPA. While trail projects generally have a positive impact on the environment, potential negative impacts also require detailed analysis. Below are some of the issues under evaluation:

- Soil contamination resulting from centuries of rail operations
- Traffic impacts where the trail crosses busy arterial roadways
- Adjacent land use impacts such as noise, crime, and graffiti

Alameda CTC's efforts are currently being funded by a \$2.6 million Active Transportation Program grant from the State of California. Implementation costs for the entire project are estimated to be \$160 million. The cost for right of way and/or easements could be an additional \$100 million to \$300 million. Both of these costs depend on the extent of the right of way purchase, the appraised land value, and the character of the trail, all of which have a wide range of uncertainty at present.

Fiscal Impacts

Eligible funding is available through a Measure BB "Three Trails" funding program, where funding is allocated for the East Bay Greenway, the Iron Horse Trail, and the Bay Trail. Operation and maintenance (O&M) costs for San Leandro's 3.2 mile segment would become the City's responsibility, although the San Leandro Tech Campus is already obligated to maintain the 0.3 mile segment through their development. An assumed O&M cost of \$25,000 per mile per year is typical according to East Bay Regional Park District. Thus, San Leandro's O&M exposure is approximately \$72,500 per year.

Current Agency Policies

- Maintain and enhance San Leandro's infrastructure

Applicable General Plan Policies

- **Policy OSC-2.10 Trails** Encourage the development of additional trails within the City.
- **Action OSC-2.10.A East Bay Greenway** Work with East Bay Regional Park District to develop a linear greenway and trail on the Union Pacific Railroad right-of-way extending from Oakland south to the Bayfair area and continuing on to Hayward.

Environmental Review

Environmental review of the project is being undertaken by the Alameda CTC. Both a NEPA Categorical Exclusion and a CEQA Mitigated Negative Declaration are being prepared. The CEQA document will be released for public distribution and review in late 2017. Environmental clearance is expected no later than June 2018.

Summary of Public Outreach Efforts

- December 14, 2016, and May 4, 2017 - Presentations to the Countywide Bicycle Pedestrian Advisory Committee by Alameda CTC
- July 10, 2017 - Presentation to the Programs and Project Committee by Alameda CTC

ATTACHMENTS

- 1. East Bay Greenway (Lake Merritt to South Hayward) Project Corridor Map
- 2. Power Point presentation

PREPARED BY: Michael Stella, P.E., Principal Engineer, Engineering & Transportation Department



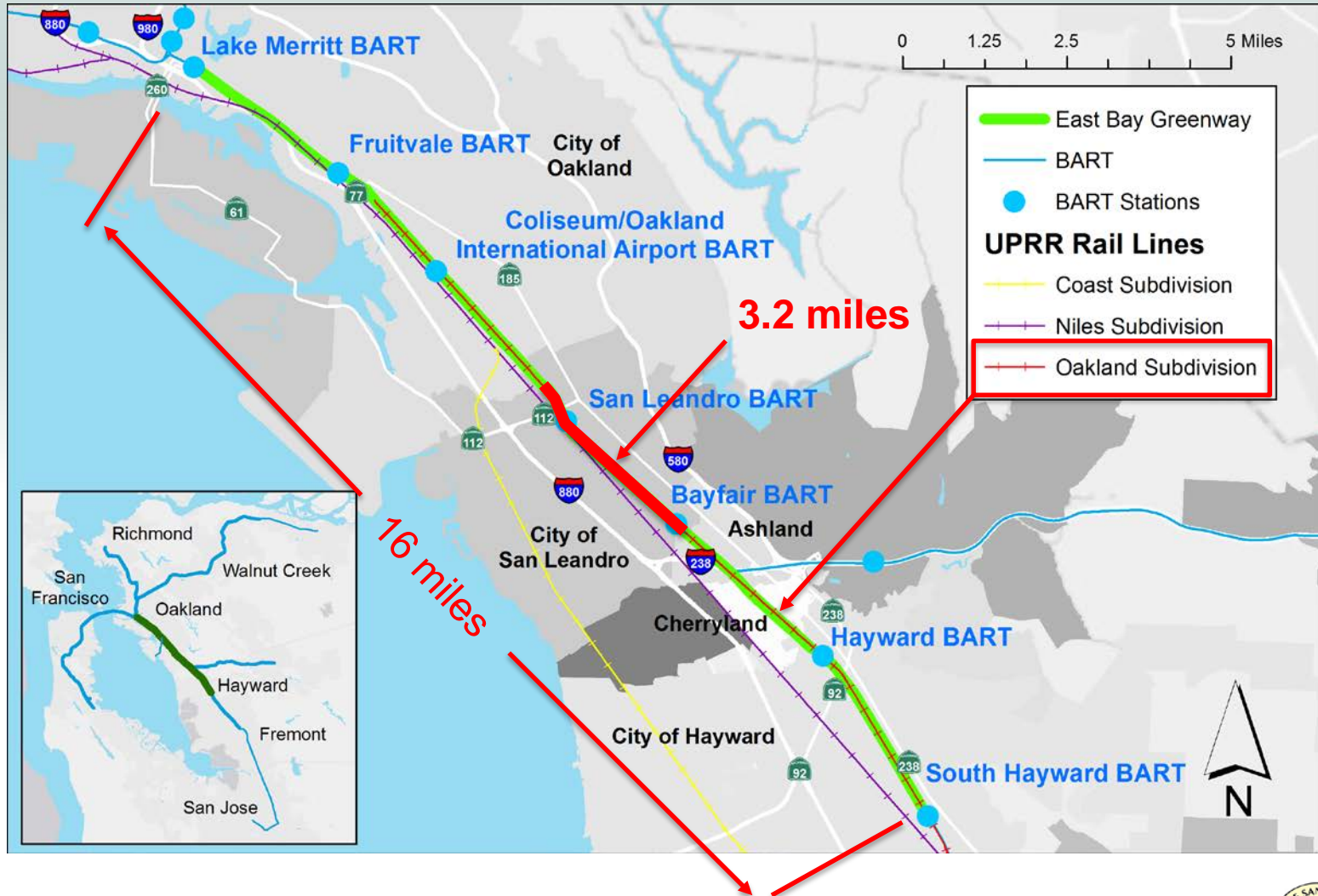
East Bay Greenway: Lake Merritt BART Station to South Hayward BART Station



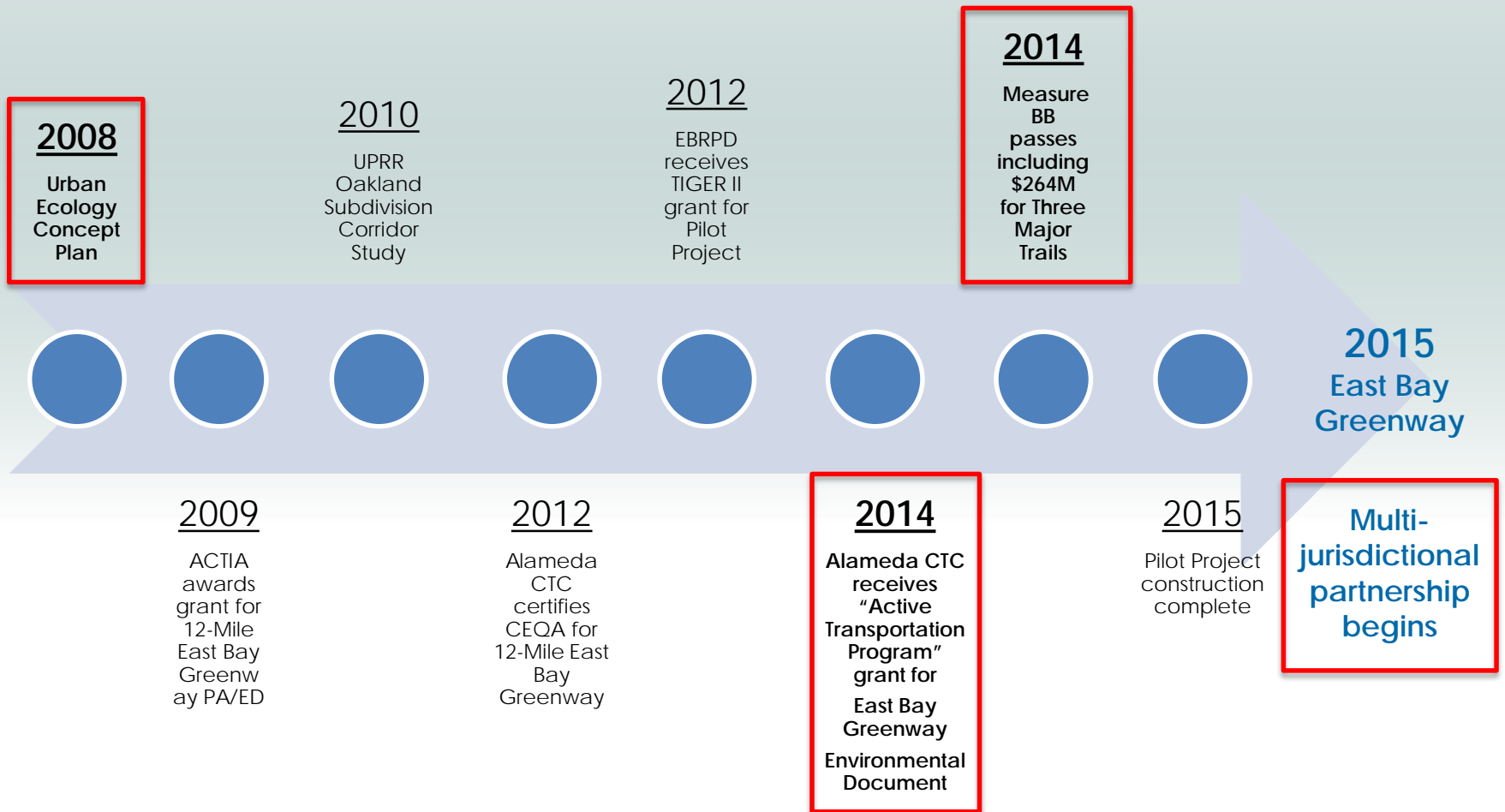
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Project Limits

Lake Merritt BART Station – South Hayward BART Station



East Bay Greenway History



Environmental Certification

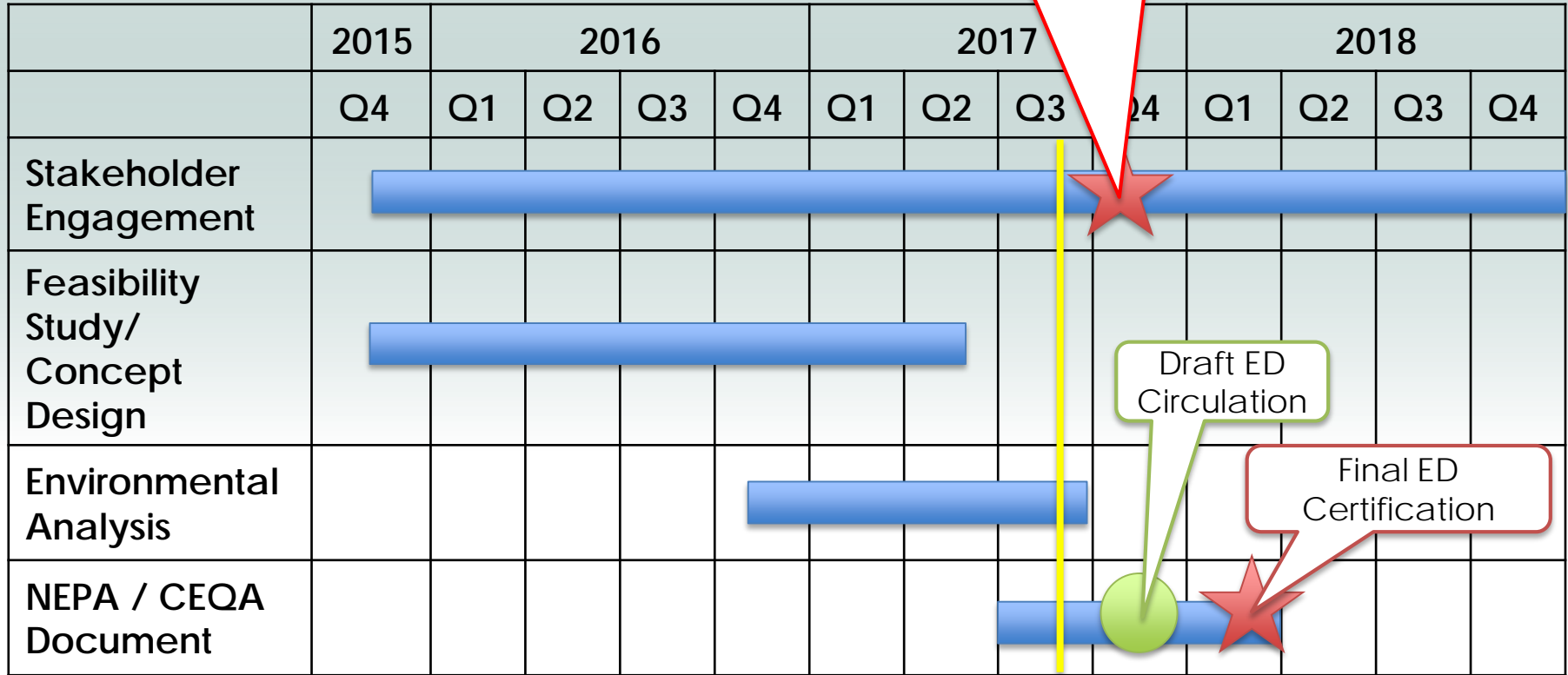
	CEQA (California)	NEPA (National)
Lead Agency	Alameda CTC	Caltrans
Type of Environmental Document	IS/MND	CE

CEQA: California Environmental Quality Act
NEPA: National Environmental Policy Act
IS/MND: Initial Study/Mitigated Negative Declaration
CE: Categorical Exclusion



Multijurisdictional Partner

San Leandro/Alameda County
Community Meeting
November 2nd



ED: Environmental Document



Key Considerations



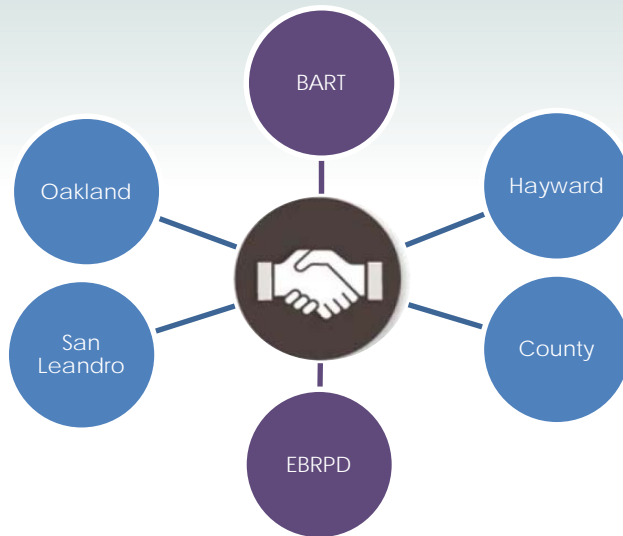
Right-of-Way Availability



Ownership, Operations & Maintenance



Adjacent Properties & Land Uses

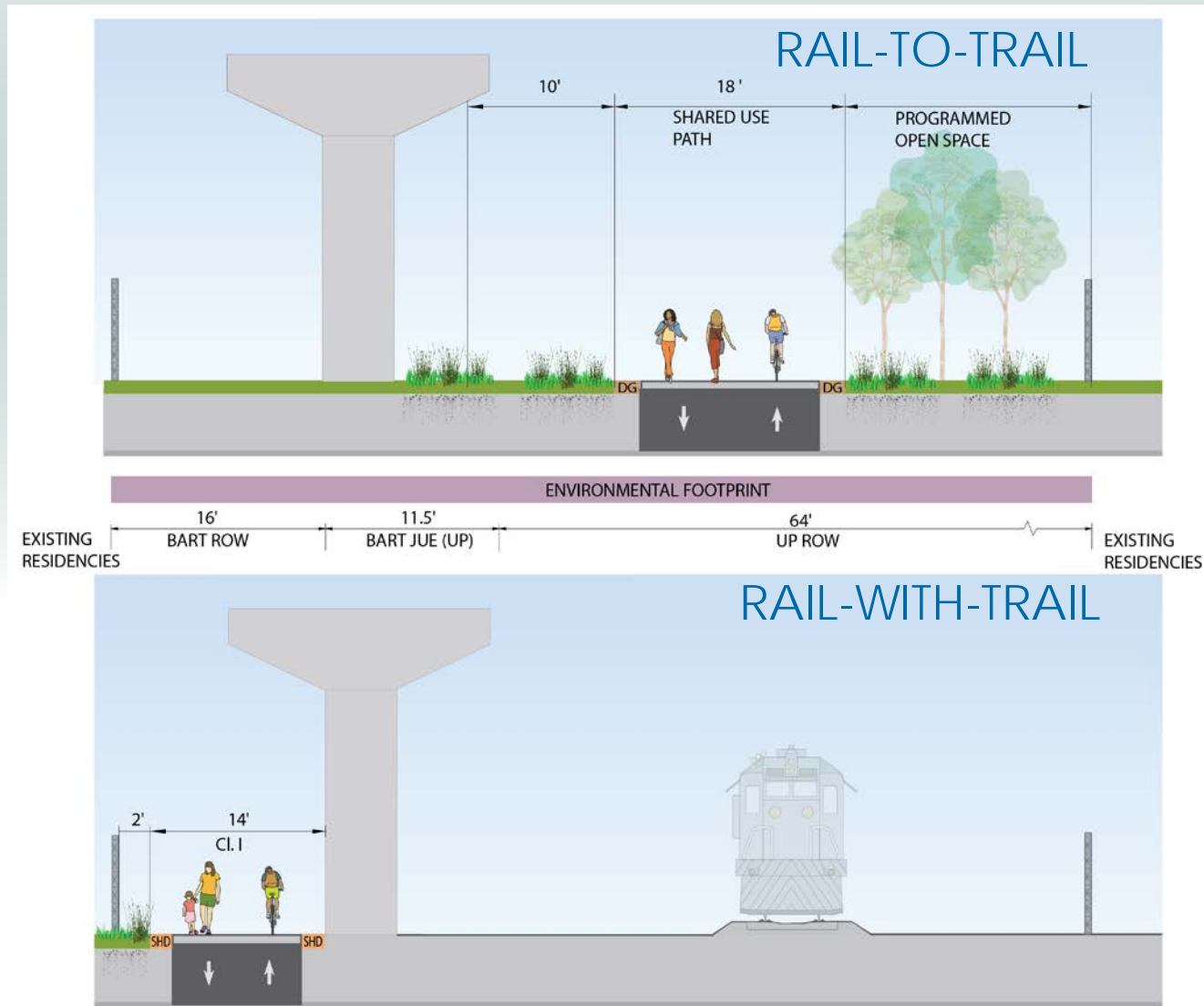


Stakeholder
(Project Level Agreement)

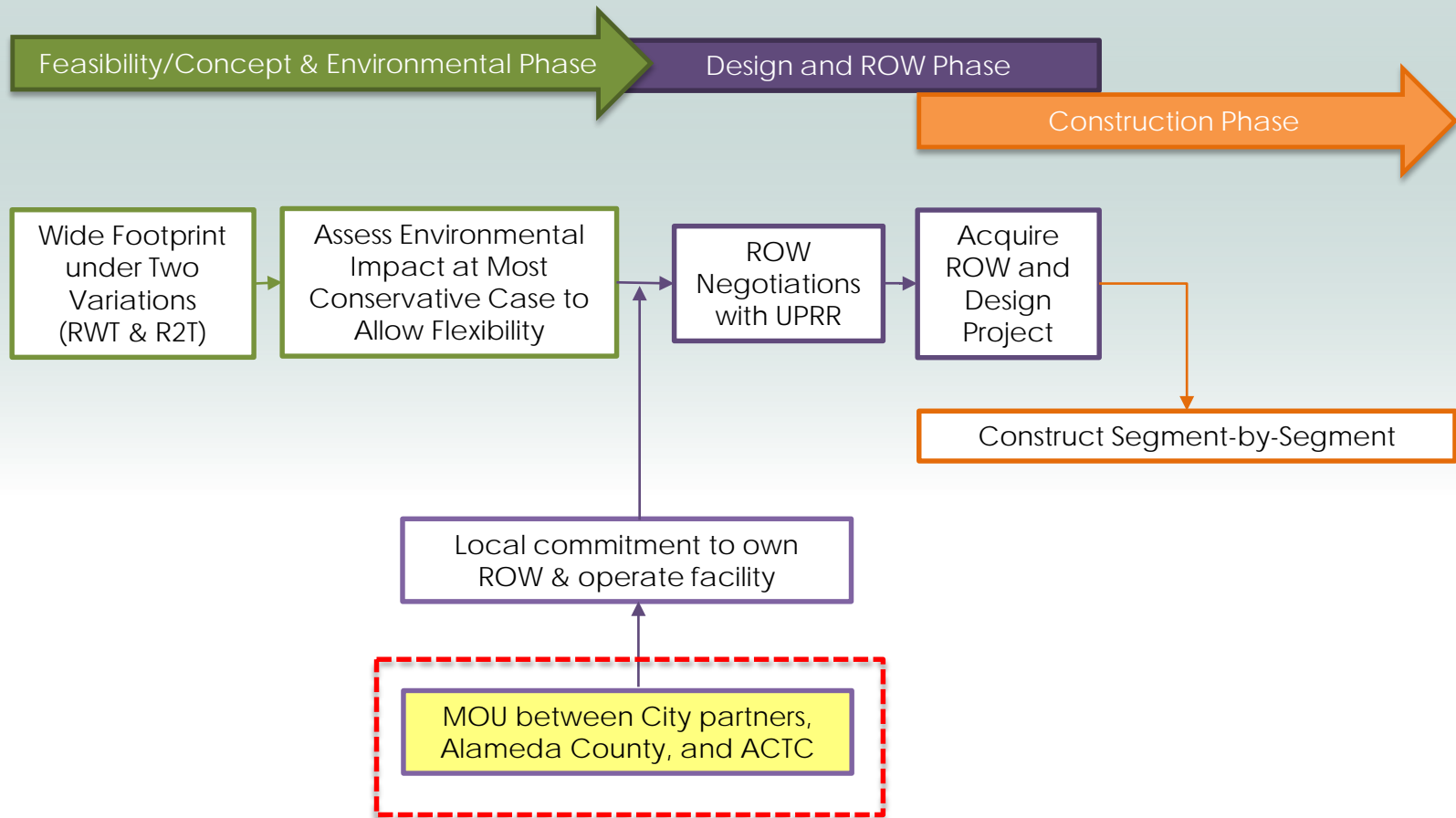


Contaminated Soils

Typical Cross-Sections:



Environmental Approach



For Illustrative Purposes Only



Pilot Project in Oakland (artist rendering)



Separated Path (artist rendering)



Shared-Use Path (artist rendering)



Potential Costs

Phase	Cost	Funding Sources
Environmental/ Concept Design	\$2.6M	Active Transportation Grant
ROW or Easements	\$100M to \$300M	Measure BB
Implementation	\$160M (approx.)	Measure BB, Federal Grants, or Local Sources
Maintenance	\$25K per mile per yr.	Local Sources

For More Information

<http://www.alamedactc.org/eastbaygreenway>

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East Bay Greenway: Lake Merritt BART to South Hayward BART

Project Overview

The East Bay Greenway: Lake Merritt BART Station to South Hayward BART Station project is a proposed regional trail facility that would extend 16 miles from Oakland to Hayward. The project would run along the BART alignment connecting seven BART stations. The Alameda County Transportation Commission (Alameda CTC) is implementing the project.

For approximately 12 miles of the project corridor south of 47th Avenue in Oakland, the East Bay Greenway project corridor is shared by the Union Pacific Railroad Oakland Subdivision, an active freight rail line. The project will explore the option to convert the Oakland Subdivision to a trail facility (a rail-to-trail project). Because of the uncertainty of the railroad right-of-way (ROW), other design options are being considered such as rail-with trail (maintaining rail operations with required setback along the rail line), a multi-use pathway using space between BART columns and adjacent streets, and on-street bikeways. Alameda CTC will seek to maximize the length of trail that can be constructed as a Class I multi-use pathway, subject to right-of-way availability.

Download the [East Bay Greenway project factsheet](#).

Project Benefits

The East Bay Greenway seeks to increase pedestrian and bicycle transportation options and improve public safety. Specific benefits of the project include:

- Improve bicycle and pedestrian network connectivity in communities along the BART line
- Improve access to regional transit, schools, downtown area, and other destinations
- Create a facility that is accessible and comfortable to bicyclists and pedestrians of all ages and abilities
- Improve safety for bicyclists and pedestrians
- Support promotion of a multimodal transportation system and reduction of greenhouse gas emissions

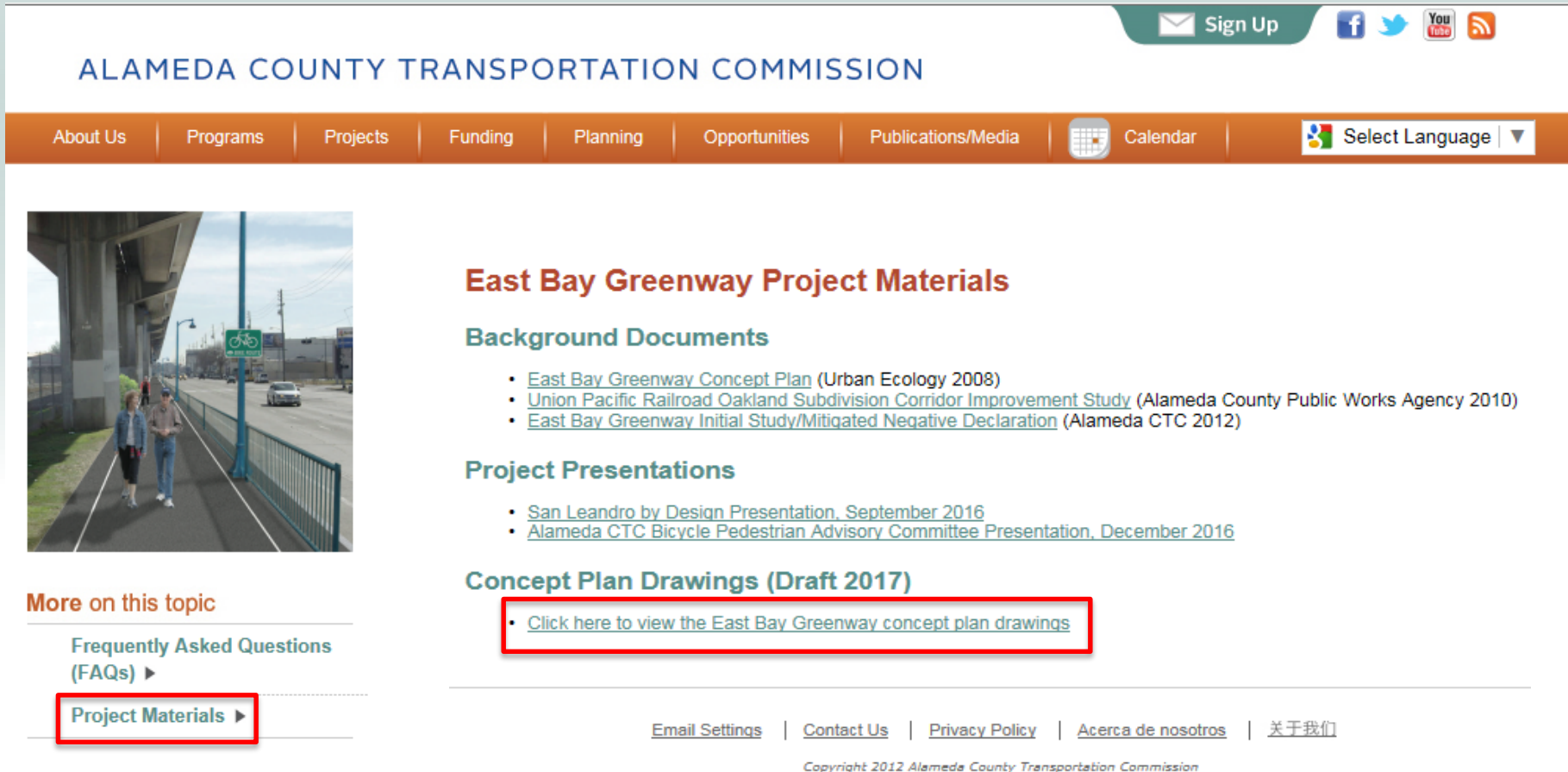
More on this topic

Frequently Asked Questions
(FAQs) ▶

Project Materials ▶

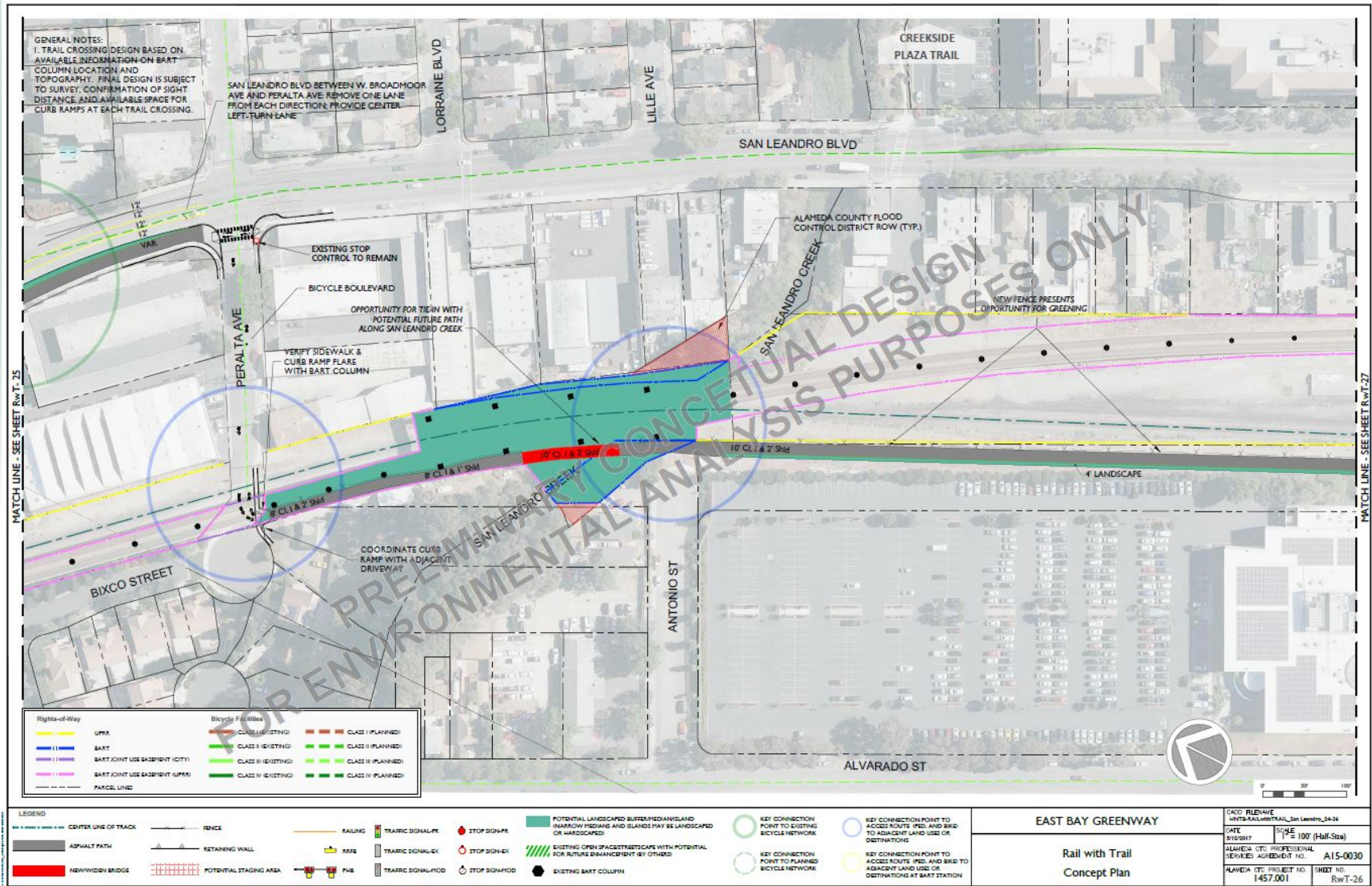
For More Information

<http://www.alamedactc.org/eastbaygreenway>



The screenshot shows the Alameda County Transportation Commission website. At the top, there is a navigation bar with links for "About Us", "Programs", "Projects", "Funding", "Planning", "Opportunities", "Publications/Media", and "Calendar". There is also a "Sign Up" button and social media icons for Facebook, Twitter, YouTube, and RSS. Below the navigation bar, there is a "Select Language" dropdown menu. The main content area features a photograph of a bicycle and pedestrian path. To the right of the photo, there are three sections: "East Bay Greenway Project Materials", "Background Documents", and "Project Presentations". Under "Background Documents", there are three links: "East Bay Greenway Concept Plan (Urban Ecology 2008)", "Union Pacific Railroad Oakland Subdivision Corridor Improvement Study (Alameda County Public Works Agency 2010)", and "East Bay Greenway Initial Study/Mitigated Negative Declaration (Alameda CTC 2012)". Under "Project Presentations", there are two links: "San Leandro by Design Presentation, September 2016" and "Alameda CTC Bicycle Pedestrian Advisory Committee Presentation, December 2016". Below these sections is a "Concept Plan Drawings (Draft 2017)" section with a red-bordered box around the link "Click here to view the East Bay Greenway concept plan drawings". On the left side, there is a "More on this topic" section with a "Project Materials" link highlighted in a red-bordered box. At the bottom of the page, there are links for "Email Settings", "Contact Us", "Privacy Policy", "Acerca de nosotros", and "关于我们". The footer includes the copyright notice "Copyright 2012 Alameda County Transportation Commission" and the City of San Leandro logo.

Example Concept Plan





Thank you!

Joining me for Q&A:

Trinity Nguyen, Director of Project Delivery, Alameda CTC

Minyoung Kim, Senior Transportation Engineer, Alameda CTC