



City of San Leandro

Meeting Date: June 18, 2018

Staff Report

File Number: 18-229

Agenda Section: CONSENT CALENDAR

Agenda Number: 8.H.

TO: City Council

FROM: Chris Zapata
City Manager

BY: Keith Cooke
Engineering & Transportation Director

FINANCE REVIEW: Not Applicable

TITLE: 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

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



City of San Leandro

Meeting Date: June 18, 2018

Resolution - Council

File Number: 18-230

Agenda Section: CONSENT CALENDAR

Agenda Number:

TO: City Council

FROM: Chris Zapata
City Manager

BY: Keith Cooke
Engineering & Transportation Director

FINANCE REVIEW: Not Applicable

TITLE: RESOLUTION Approving 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

WHEREAS, a Project Charter between the City of San Leandro and various agencies including City of San Leandro for the East 14th Street/Mission Boulevard and Fremont Boulevard Multi-Modal Corridor Study, a copy of which is attached, was presented to this City Council; and

WHEREAS, the intent of the Charter is to memorialize agency commitments to working cooperatively towards an implementable plan for the East 14th Street/Mission Boulevard and Fremont Boulevard corridor; and

WHEREAS, Alameda County Transportation Commission staff will manage the consultant, scope, budget, schedule, and will provide oversight and strategic guidance to the various participating agencies; and

WHEREAS, nothing in the Charter commits San Leandro to fund the study or any subsequent project, or to enter into any associated contract; and

WHEREAS, the City Council is familiar with the contents thereof; and

WHEREAS, the City Manager recommends approval of said Charter.

NOW, THEREFORE, the City Council of the City of San Leandro does RESOLVE as follows:

That said Project Charter is hereby approved and execution by the interim City Manager is hereby authorized.

PROJECT CHARTER: EAST 14TH STREET/MISSION BOULEVARD AND FREMONT BOULEVARD CORRIDOR PROJECT

between the

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

Project Background

The East 14th Street/Mission Boulevard and Fremont Boulevard Corridor Project (“Project”) will identify a set of implementable near-, medium-, and long-term multimodal improvements to increase the corridor’s ability to move people and goods, improve access to businesses, and serve residents with a focus on benefits to the safety, reliability, comfort, and connectivity of the corridor’s transit, bicycle, and pedestrian facilities. The Project will build upon past planning efforts to identify those improvements that are locally supported and regionally effective.

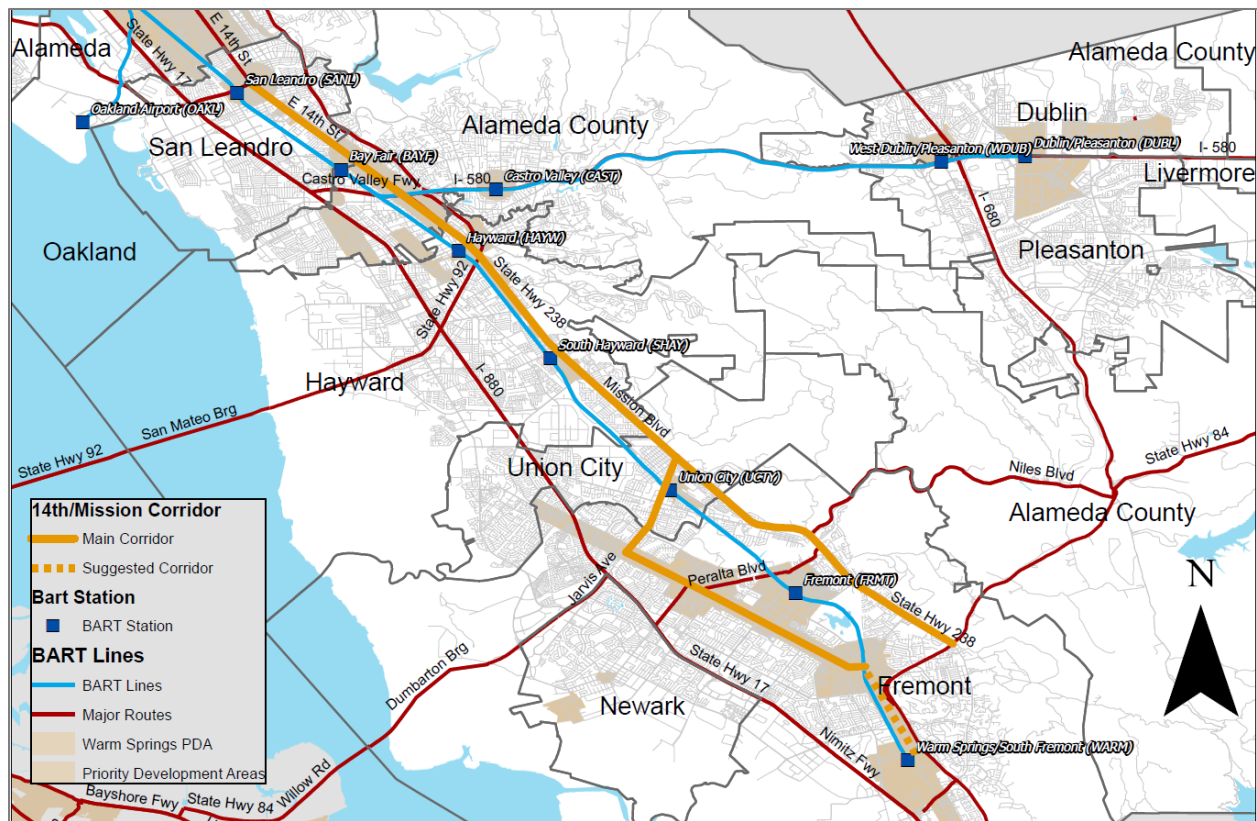
The Project Corridor is generally defined as shown in Figure 1 and will include parallel routes and perpendicular connections that provide multimodal connectivity to the Corridor. Final Project termini will be defined at the end of the first phase of the Project. To ensure that the Project can identify, develop and implement near-, medium-, and long-term projects, the Project Corridor will generally be limited to streets and pathways within ¼ to ½ mile on either side of the Corridor including access roads to Bay Area Rapid Transit stations.

Phase 1 of the Project includes existing conditions review, corridor segmentation, and definition of corridor limits. Phase 2 of the Project includes purpose and need, goal development, concept identification, concept evaluation, concept refinement, final report preparation, and scoping of Phase 3. During Phase 2, the Partnering Agencies will play a key role in assisting with the selection of near-, medium-, and long-term concept alternatives. Phase 3 of the Project will include design development and environmental approval through the appropriate project development processes of the approving agencies (Caltrans and local jurisdictions). All phases will include outreach activities to ensure stakeholders in the corridor have input into the Project.

Project Charter Purpose

This Project Charter is a non-binding agreement with the intent of establishing and memorializing a mutual understanding between Alameda CTC (“Alameda CTC” or “Sponsoring Agency”), and California Department of Transportation (“Caltrans”), Alameda-Contra Costa Transit District (“AC Transit”), the County of Alameda, and the Cities of San Leandro, Hayward, Union City, and Fremont (collectively the “Partnering Agencies”). The intent of this Project Charter is to memorialize the respective commitments of the Sponsoring Agency and the Partnering Agencies to working cooperatively to further the goals of the Project. Nothing in this Project Charter commits any agency to payment of agency funds or to enter into any contract. This Project Charter also creates no entitlement to damages or any equitable remedy, including injunctive relief.

Figure 1. Project Corridor



Primary Project Sponsor

Alameda CTC

Sponsoring Agency Responsibilities

Alameda CTC will manage the Project (including management of the consultant contract, scope, budget, and schedule), will coordinate with Partnering Agencies, will provide oversight and strategic guidance to the Project, and will review and approve Project deliverables.

Partnering Agency Expectations

- The Partnering Agencies are partners in the delivery of the Project and agree to work together to develop and select Project concepts.
- Each Partnering Agency will assign a staff contact person who will serve on a Technical Advisory Committee (TAC) and will be responsible for attending Project meetings that will be coordinated by Alameda CTC. These meetings are not subject to the Brown Act. Approximately seven TAC meetings are anticipated for the duration of Phases 1 and 2. If a TAC member is unable to attend a scheduled TAC meeting, the member will notify the Alameda CTC project management team in a timely manner and find a substitute who is available on the meeting date.
- TAC members will work within their respective agencies to report to and advise the appropriate respective departments of their agencies to aid in the development of the Project. This includes, as necessary, facilitating inter-jurisdiction issue resolution about the Project and circulating

documents and deliverables within their agencies for review and comment in a timely manner and per the Project schedule. TAC members will serve as the primary point of contact from their respective agency to the Project team and will provide a single, consolidated set of comments on documents and deliverables from their agency.

- TAC members will ensure provision of requested data and review of relevant documents by their agencies in a timely manner in order to maintain the Project schedule. Review timelines for particular documents and deliverables will be agreed on at TAC meetings. If Partnering Agencies do not provide comments on particular documents and deliverables within the timeframe agreed to at the TAC meeting, Alameda CTC may consider the document as deemed approved and proceed accordingly.
- TAC members are to report to and keep their respective management and/or decision making bodies informed, as needed, about key Project issues that may require their future attention with the goal of aiding in the timely completion and implementation of the Project.
- Each Partnering Agency will designate an appropriate executive-level staff representative who may be called on to participate in an ad hoc (e.g., non-Brown Act) Executive Committee if necessary. Meetings of this body, or a subset of the Executive Committee, will only be called as necessary to ensure high level buy-in and/or resolve conflicts if they arise.
- Each Partnering Agency will designate an appropriate elected official, or in the case of Caltrans, the District Director or designee, who can represent the agency and participate in an ad hoc (e.g., non-Brown Act) Policy Advisory Committee (PAC) if necessary. If an agency has a designated representative on the Alameda CTC Commission, that person will serve as the PAC representative for that agency for this Project. Meetings of this body will only be called as necessary to ensure high level buy-in and/or resolve conflicts if they arise.
- Each Partnering Agency will collaborate throughout the Project to identify a long-term vision for the corridor, and a set of implementable, near- and medium-term improvements, and facilitate advancing those near- and medium-term improvements through implementation.
- The Partnering Agencies are expected to bear their own respective staff and other costs under this Project Charter, and Alameda CTC will not be providing any funding to the Partnering Agencies to cover staffing or other costs related to the Project.
- Each Partnering Agency will use good faith and reasonable efforts to enter into a Memorandum of Understanding (MOU) and other relevant agreements as necessary once near- and medium-term concepts are selected, defining responsibilities for project delivery, cost-sharing, asset ownership, and system operations and maintenance.

Project Decision-Making and Issue Resolution

Alameda CTC and Partnering Agencies will make many decisions that shape outcomes and determine the direction of the Project, ultimately leading to a set of final recommendations to present to Project stakeholders and for Partnering Agency support. Some decisions will be relatively simple and within the authority of assigned project management and technical staff. Other decisions may be more complex, requiring consensus among multiple internal or external stakeholders, and/or policy changes/commitments of resources by Alameda CTC or Partner Agencies.

The role of the TAC is to provide input to Alameda CTC to assist in the advancement of the Project. TAC input will be incorporated into key documents and Project concepts. The intent of the TAC is to provide input and resolve issues to advance project delivery. The preferred method for resolving any issues is within the normal structure of the TAC. If an issue cannot be resolved within the normal TAC meeting format due to an inability to reach agreement, additional meetings including TAC representatives may be arranged outside of the normal recurring TAC meeting time.

If an issue cannot be resolved within the TAC or among TAC members due to insufficient authority or inability to come to agreement, the issue will be elevated to the Executive Committee, then the Policy Advisory Committee (PAC), and the full Alameda CTC Commission, if necessary.

Milestone Schedule

The following is the Project schedule. The schedule may be adjusted due to changing Project conditions and the TAC will be updated with any changes affecting deliverables and review times:

Phase	Milestone	Timeframe
1	Project Initiation	Winter 2017/2018
1	Existing Conditions Review and Determination of Segmentation and Limits	Spring 2018
2	Establish Purpose and Need, Goals	Summer 2018
2	Identify Corridor Concepts	Fall 2018
2	Concepts Evaluation and Selection	Winter 2019
2	Concept Refinement and Operating Strategies	Spring 2019
2	Final Report and Scoping of Design Development Phase	Summer 2019
3	Design Development and Appropriate Environmental Approvals	Post Summer 2019

IN WITNESS THEREOF, the parties hereto have agreed to this Project Charter as of the last date set forth next to the parties' signatures below. This Project Charter may be signed in one or more counterparts, each of which shall be deemed an original, and all counterparts shall constitute one and the same instrument.

ALAMEDA COUNTY TRANSPORTATION COMMISSION ("ALAMEDA CTC")

By: _____
ARTHUR L. DAO, Executive Director Date

CALIFORNIA DEPARTMENT OF TRANSPORTATION ("CALTRANS")

By: _____
Name, Title Date

CITY OF SAN LEANDRO

By: _____
Name, Title Date

COUNTY OF ALAMEDA

By: _____
Name, Title Date

CITY OF HAYWARD

By: _____
Name, Title Date

CITY OF UNION CITY

By: _____
Name, Title Date

CITY OF FREMONT

By: _____
Name, Title Date

ALAMEDA-CONTRA COSTA TRANSIT DISTRICT ("AC TRANSIT")

By: _____
Name, Title Date