



Report No:  
Meeting Date:

15-218e  
March 9, 2016

Alameda-Contra Costa Transit District

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## STAFF REPORT

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TO: AC Transit Board of Directors  
FROM: Michael A. Hursh, General Manager  
SUBJECT: Service Expansion Plan – Alameda Alternatives

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### ACTION ITEM

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#### RECOMMENDED ACTION(S):

Consider adoption of Resolution No. 16-011 approving the selection of Alternative #3 for a new route in Alameda along Buena Vista Avenue for tentative implementation in December 2016, as part of the SEP.

#### EXECUTIVE SUMMARY:

Staff requests the Board to formally include L2 Alternative #3 within the SEP for implementation in Package 2 as early as December 2016. Alternative #3 includes service every 30-minutes along its alignment, but the City has requested the service operate every 20 minutes, which would require additional funding not provided by Measure BB. This December implementation date will be pushed back in the event the City has not secured sufficient additional funding to allow for 20-minute frequency along the route. In addition, this implementation date is contingent on the City providing AC Transit with the necessary bus stop approvals in time for implementation. In the event the City cannot secure the additional funding, AC Transit staff will work with City staff to identify an alternative within the confines of available resources and this alternative will be brought back to the Board.

Prior to the Board's adoption of the complete package of SEP recommendations in January 2016, the City of Alameda requested the opportunity to vet three different alternatives for a new route through their city. The City's Transportation Commission and City Council reviewed all three alternatives for a new route L2 and selected Alternative #3 – Buena Vista as their preferred alternative.

#### BUDGETARY/FISCAL IMPACT:

Staff developed the SEP based on revenues available through the passage of Measure BB in 2014. Based on the Alameda County Transportation Commission's (ACTC) estimated \$29.9 million in projected annual revenue for AC Transit from the sales tax in fiscal year 2016-17, staff developed a plan that uses 85% of the revenues toward service expansion in Alameda County. The remaining funds will be used for capital items related to providing service. This equates to \$25.4 million annually for new service. The Service Expansion Plan adopted in January includes sufficient funding for one of the three alternatives. Alternative #3 requires 17,155 hours and will cost the District \$1,746,722 annually to operate at a 30-minute frequency. The City only supports this alternative if it operates every 20 minutes and thus it will be their responsibility to

secure the additional \$177,000 annually. In order to provide the City with time to secure the additional funding, this new route will be implemented no earlier than December 2016 and only if the additional funding is available.

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#### **BACKGROUND/RATIONALE:**

On January 13, 2016, the Board adopted Resolution 16-002 which authorized implementation of the Service Expansion Plan providing a fourteen-percent increase in service. As part of the approval, the Board voted to remove consideration of alternatives for a new route in Alameda until such time as the City formally vets and selects one of the three alternatives developed by Staff.

Staff developed three separate alternatives for a new route in Alameda, one along Shoreline, one along Encinal, and one along Buena Vista (maps of each are included in Attachment 2). All three alternatives went through the full public outreach phase and were considered in the formal public hearing held on November 11, 2015.

At the January meeting of the Alameda Transportation Commission and the February City Council meeting, the City unanimously recommended that AC Transit proceed with Alternative #3 in order to support the City's goals to reduce congestion through the Estuary Crossings and to support demand generated by the upcoming residential development along Buena Vista Avenue. Record of the City Council's recommendation is included as Attachment 3.

It is critical to note that the City would like the route to operate every 20 minutes even though there is only sufficient funding from Measure BB to operate it every 30 minutes. The City understands it is their responsibility to secure an additional \$177,000 annually to increase the route's frequency to 20 minutes and is in talks with nearby developers to provide this funding as part of Transportation Demand Management efforts. No alternative will be implemented until the additional funding for 20-minute service is secured by the City. In the event the City does not secure the additional funding, AC Transit staff will work with City staff to identify an alternative solution within the constraints of available funding. Any alternative will be brought back to the Board for consideration and action.

#### **California Environmental Quality Act (CEQA) and Title VI Compliance**

Staff analyzed L2 Alternative #3 under the Initial Study/Negative Declaration for the SEP approved by the Board in January. The CEQA analysis for this particular recommendation received no comments during the Public Hearing. In addition, the alternative is included in the final SEP Title VI Service Equity Analysis that will go before the Board for approval on March 9, 2016. The analysis found no disparate impacts and no disproportionate burden as a result of the service recommendations of the SEP.

#### **ADVANTAGES/DISADVANTAGES:**

Each of the three alternatives proposed for Alameda had benefits and drawbacks. The alternative ultimately chosen by the City – Alternative 3 along Buena Vista – serves the Northern Waterfront area which is home to a number of proposed developments and has been

identified as an area that can accommodate significant future growth. While existing densities along the corridor are not as great as in other parts of Alameda, this route will assist the City in reducing automobile dependency for residents of developments planned for the City.

The primary disadvantages of Alternative #3 are that it doesn't serve the Main Street Ferry Terminal and schools on the west end of the City. As part of the City's recommendation, the City Council encouraged AC Transit and City Staff to prioritize seeking alternate funding sources to provide service to these destinations in the future.

#### **ALTERNATIVES ANALYSIS:**

There are a number of alternatives available:

- 1) Proceed with one of the other alternatives described above (and in Attachment #2).
- 2) Divert the Measure BB funding to expand frequency or service span along one or more other routes in the system.
- 3) Divert the Measure BB funding to study and implement another line elsewhere in the District.
- 4) Divert the Measure BB funding to support general operations or maintenance of the existing network.

The first option would require approving another alternative against the recommendation of City staff but would be cost-neutral. The second option would require study for Title VI impacts and potentially conducting additional public outreach to identify the most appropriate lines for enhancements and would result in the loss of service along this portion of Alameda, which lost service when Line 19 was cut several years ago.

The third option would require significant study to identify another market for new service as well as the requisite public outreach and Title VI/CEQA work. The final alternative would not require additional staff work from planning as the funding would just support general operations and maintenance. Any alternative to staff's recommendation would go against the desires of the City and be inconsistent with the public outreach and messaging associated with the SEP process. The money has already been allocated for implementation of L2, thus setting an expectation for new service in the area.

#### **PRIOR RELEVANT BOARD ACTIONS/POLICIES:**

SR 15-218c – SEP Approval Report

#### **ATTACHMENTS:**

1: Resolution #16-011

2: L2 Alameda Alternative Maps

3: Excerpt from February 2, 2016 Alameda City Council draft minutes

**Executive Staff Approval:**

Michael Cannell, Executive Director of Planning & Engineering

**Reviewed by:**

Denise C. Standridge, General Counsel

Robert del Rosario, Director of Service Development and Planning

**Prepared by:**

Michael Eshleman, Service Planning Manager  
Austin Lee, Transportation Planner

**ALAMEDA-CONTRA COSTA TRANSIT DISTRICT  
RESOLUTION NO. 16-011**

**A RESOLUTION APPROVING ALTERNATIVE #3 FROM THE SERVICE EXPANSION PLAN FOR A  
NEW ROUTE IN ALAMEDA ALONG BUENA VISTA AVENUE**

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**WHEREAS**, on January 13, 2016, the Board adopted Resolution 16-002 which authorized implementation of the Service Expansion Plan providing a fourteen-percent increase in service; and

**WHEREAS**, as part of the approval, the Board voted to remove consideration of alternatives for a new route in Alameda until such time as the City formally vets and selects one of the three alternatives developed by Staff; and

**WHEREAS**, on January 27, 2016 the City's Transportation Commission voted to recommend AC Transit select L2 Alternative #3 – Buena Vista as the preferred alternative for a new route in Alameda as part of the SEP; and

**WHEREAS**, on February 2, 2016, the City Council formally voted to recommend AC Transit select L2 Alternative #3 – Buena Vista as the preferred alternative for a new route in Alameda as part of the SEP; and

**WHEREAS**, the City would like the route to operate every 20 minutes even though there is only sufficient funding from Measure BB to operate it every 30 minutes; and

**WHEREAS**, the City understands it is their responsibility to secure an additional \$177,000 annually to increase the route's frequency to 20 minutes; and

**WHEREAS**, no alternative will be implemented until the additional funding for 20-minute service is secured by the City or the City identifies another alternative, which will not be available by June 2016 as originally envisioned; and

**WHEREAS**, CEQA analysis for this particular recommendation received no comments during the Public Hearing; and

**WHEREAS**, a Title VI Service Equity Analysis was conducted and found no disparate impacts on populations protected by the Civil Rights Act associated with this service change.

**NOW THEREFORE**, the Board of Directors of the Alameda-Contra Costa Transit District does resolve as follows:

**Section 1.** Approves the selection of L2 Alternative #3 – Buena Vista as a new line in Alameda as part of the SEP.

**Section 2.** Directs staff to implement the new line no earlier than the December 2016 Sign-up.

**Section 3.** This resolution shall become effective immediately upon its passage by four affirmative votes of the Board of Directors.

**PASSED AND ADOPTED** this 9th day of March, 2016.

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H. E. Christian Peeples, President

Attest:

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Linda A. Nemeroff, District Secretary

I, Linda A. Nemeroff, District Secretary for the Alameda-Contra Costa Transit District, do hereby certify that the foregoing Resolution was passed and adopted at a regular meeting of the Board of Directors held on the 9th day of March, 2016, by the following roll call vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

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Linda A. Nemeroff, District Secretary

Approved as to Form and Content:

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Denise C. Standridge, General Counsel



## ATTACHMENT 2 – L2 ALAMEDA ALTERNATIVES

Exhibit 1: L2 Alternative #1 – Shoreline

Local

Plan|ACT

### L2 (Alt. #1- Shoreline )

Main Street Ferry – Fruitvale BART

Peak Headway	Base Headway	Span
30	30	6:00 am 10:00 pm

#### Activity Centers:

- Alameda Landing
- Webster Street
- College of Alameda

#### Major Transit Hub Connections:

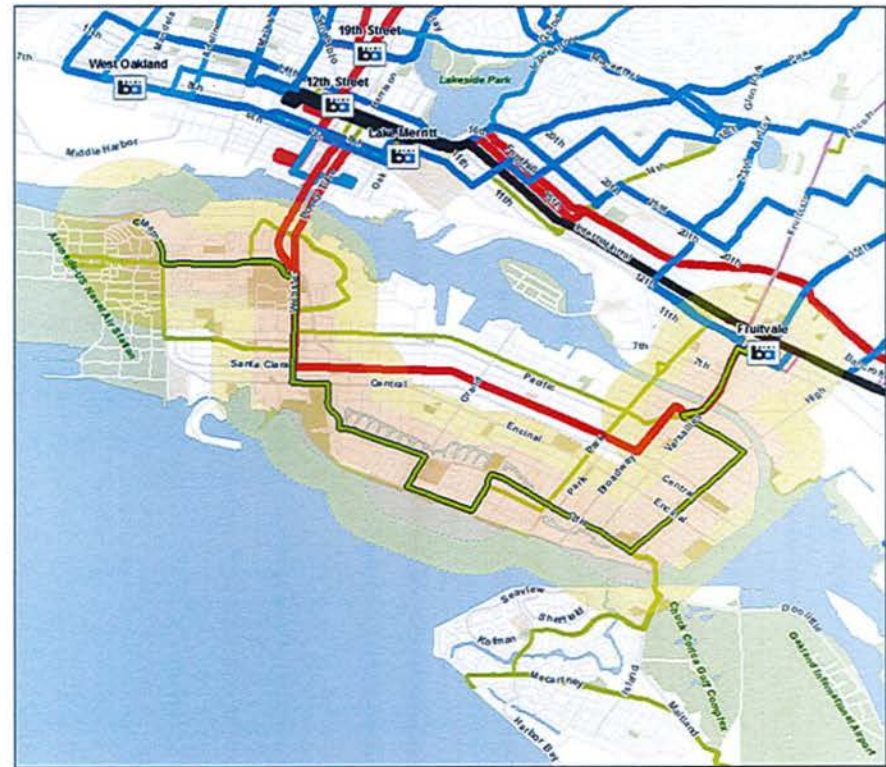
- Fruitvale BART

#### Frequent Network Connections:

- International (M7)
- Encinal (T1)
- 20/21 Fruitvale
- 51A Broadway/Santa Clara
- 54 35<sup>th</sup> Ave
- 62 7<sup>th</sup>-Highland

**North/East Route:** From Fruitvale BART, into 33<sup>rd</sup>, R San Leandro, L Fruitvale, into Tilden, L Fernside, R High, R Otis, L Willow, R Shoreline, R Grand, L Otis, R Westline, into 8<sup>th</sup>, L Central, R Webster, L Willie Stargell, R Main St into Ferry Terminal

**South/West Route:** From Main St, L Willie Stargell, R Webster, L Central, R 8<sup>th</sup>, into Westline, L Otis, R Grand, L Shoreline, L Willow, R Otis, L High, L Fernside, R Tilden into Fruitvale, R San Leandro, L 35<sup>th</sup>, R roadway into Fruitvale BART



Bus every \_\_ minutes



Distance from Bus Line



0 0.5 1 Miles



Created by AC Transit  
August 12, 2015

## Local

## Plan|ACT

## L2 (Alt. #2- Encinal)

## Main Street Ferry – Fruitvale BART

Peak Headway	Base Headway	Span
<b>30</b>	<b>30</b>	6:00 am 10:00 pm

## Activity Centers:

- Alameda Landing
- Webster Street
- College of Alameda

## Major Transit Hub Connections:

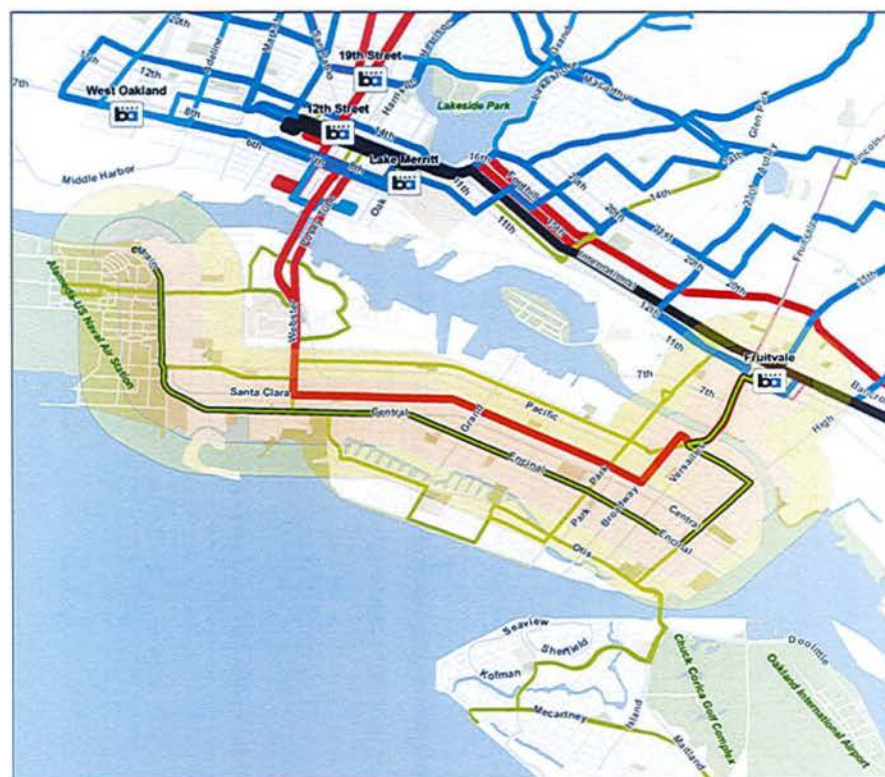
- Fruitvale BART

## Frequent Network Connections:

- International (M7)
- 54 35<sup>th</sup> Ave
- Encinal (T1)
- 62 7<sup>th</sup>-Highland
- 20/21 Fruitvale
- 51A Broadway/Santa Clara

**North/East Route:** From Fruitvale BART, into 33<sup>rd</sup>, R San Leandro, L Fruitvale, into Tilden, L Fernside, R High, Encinal, into Central, R Webster, into Main Street, R Main Street Ferry Terminal

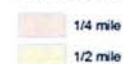
**South/West Route:** From Main St Ferry terminal L main Street, into Central, R into Encinal L High, L Fernside, R Tilden into Fruitvale, R San Leandro, L 35<sup>th</sup>, R roadway into Fruitvale BART



Bus every \_\_ minutes



Distance from Bus Line



0 0.5 1 Miles

Created by AC Transit  
August 12, 2015



## Local

## Plan|ACT

## L2 (Alt. #3- Buena Vista)

### Downtown Oakland– Fruitvale BART

Peak Headway	Base Headway	Span
<b>30</b>	<b>30</b>	6:00 am 10:00 pm

**Activity Centers:**

- Webster Street
- College of Alameda
- Park Street

**Major Transit Hub Connections:**

- Downtown Oakland
- Fruitvale BART

**Frequent Network Connections:**

- San Pablo Rapid (R1)
- Macarthur (M5)
- Telegraph (M6)
- International (M7)
- Encinal (T1)
- MLK/Solano (L23)
- 14<sup>th</sup> Av/High (L17)
- Oakland/Park (L16)
- 20/21 Fruitvale
- 40 Foothill
- 51A Broadway/Santa Clara
- 54 35<sup>th</sup> Av
- 62 7<sup>th</sup> St/23<sup>rd</sup> Av
- 88 Sacramento

**North/East Route:** From Fruitvale BART, into 33<sup>rd</sup>, R San Leandro, L Fruitvale, into Tilden, L Broadway, L Buena Vista, R Webster, into Posey Tube, into Harrison, L 12<sup>th</sup> Street, L Clay L 11<sup>th</sup>

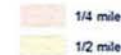
**South/West Route:** Via 11<sup>th</sup>, R Broadway, L 7<sup>th</sup>, R Webster, into Webster Tube, L Buena Vista, L Broadway, R Tilden into Fruitvale, R San Leandro, L 35<sup>th</sup>, R roadway into Fruitvale BART



Bus every \_\_ minutes



Distance from Bus Line



0 0.5 1 Miles



Created by AC Transit  
August 12, 2015

Vice Mayor Matarrese stated that there will be a Council referral.

Councilmember Oddie moved introduction of the ordinance.

Vice Mayor Matarrese seconded the motion, which carried by unanimous voice vote – 5.

(16- ) Recommendation to Approve the AC Transit Service Expansion Plan's Buena Vista Avenue/Line 19 Alternative.

The Transportation Coordinator gave a Power Point presentation.

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Mayor Spencer left the dais at 10:05 p.m. and returned at 10:06 p.m.

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Vice Mayor Matarrese inquired whether the Measure BB monies are Alameda City designated monies.

The Transportation Coordinator responded AC Transit has enough money for a 14% increase districtwide, which provides one additional bus line in Alameda running at 30 minute frequencies.

Vice Mayor Matarrese inquired whether the money provided is Alameda's portion, to which the Transportation Coordinator responded in the affirmative.

Vice Mayor Matarrese inquired whether the new service would start in the summer cycle, to which the Transportation Coordinator responded in the affirmative.

Vice Mayor Matarrese inquired whether Council has to vote now to make the window and not defer to the fall cycle, to which the Transportation Coordinator responded in the affirmative.

Mayor Spencer inquired whether Vice Mayor Matarrese and Councilmember Daysog serve on the liaison committee and were able to weigh in on the plan, to which the Transportation Coordinator responded in the affirmative.

Vice Mayor Matarrese stated both he and Councilmember Daysog were at the meeting when AC Transit requested to make a decision on the three options; staff arranged it so the Transportation Commission could review and make recommendations so that it could come to Council to meet the AC Transit deadline of March and be included in the summer cycle; route changes are in the summer and the fall; if the window is missed, the City misses out on the 14% of Measure BB money for six months.

Mayor Spencer inquired whether the recommended line is Vice Mayor Matarrese and

Councilmember Daysog's recommendation, to which Vice Mayor Matarrese responded in the affirmative.

Councilmember Daysog thanked the various agencies involved; stated he agrees with staff's recommendation; the area is underserved when it comes to bus transit and there needs to be reliable transportation; questioned if the 19 line is redone will it relieve the developers of projects in the area from providing a physical shuttle and have them contribute to a renewed line 19; inquired whether there are any calculations on what it would take to get to a 15 minute headway if line 19 is renewed.

The Transportation Coordinator responded the developers have demand management and transit requirement's; stated instead of providing their own shuttle, they could contribute to improving the AC Transit route; using the money provided for the shuttle, the City could get 20 minute frequency.

Councilmember Daysog stated the 15 minute headway is something to consider if there is funding; inquired whether line 19 will go up Webster Street or up Constitution, to which the Transportation Coordinator responded the request to AC Transit is to have line 19 run through Marina Village to capture more development money and requirements; stated a goal is to keep the connection between the College of Alameda and the College of Alameda annex.

Vice Mayor Matarrese stated the City was cautioned not to tweak the plans, the hearing is to pick one.

Councilmember Ezzy Ashcraft referenced the staff report regarding development funds increasing frequency to 20 minutes; stated that she places huge stock in what the Transportation Commission and the Councilmembers on the liaison committee are recommending; she supports the recommendation for restoring line 19.

Councilmember Oddie inquired whether the estuary shuttle would go away.

The Transportation Coordinator responded the estuary shuttle goes between Lake Merritt Bart, West Alameda, Marina Village and Wind River; Wind River contributes \$20,000 a year; a majority of the funding coming from grants; the solution is not good long term due to lack of funding from the Air District; line 19 would be very similar and would capture those riders; the Wind River money would go into increasing the frequency of line 19.

Councilmember Oddie inquired if the Wind River money would contribute the \$20,000.

The Transportation Coordinator responded Wind River is required to contribute \$20,000 a year to the City; stated the City decides how to use the money.

Councilmember Oddie inquired whether contributions from the developer and Wind River would not cost less for AC Transit.



The Transportation Coordinator responded the AC Transit has enough money to fund one additional bus line; stated if there are developer monies would improve the frequency during peak periods.

Councilmember Oddie stated the ferry terminal is not being served; inquired what is AC Transit willing to commit to the terminal.

Robert Del Rosario, AC Transit, stated AC Transit can only commit to one additional route; that he is happy to look into other revenue sources with the City.

Councilmember Oddie inquired whether AC Transit is taking into consideration staff's request to commit funding for the cross island connection.

Mr. Del Rosario responded the operating funds do not cover three options; Council is being asked to pick just one.

In response to Councilmember Oddie's inquiry, Mr. Del Rosario stated AC Transit is always in communication with the City on planning efforts and are committed to actively planning routes; however, there are not enough operating dollars to have a bus on the road.

The Transportation Coordinator stated the City is looking into how to generate money and will brainstorm with AC Transit on options.

Councilmember Oddie stated funding should be a priority of AC Transit if the City is going to restore line 19.

Councilmember Daysog expressed concern for ferry commuters with regards to the buses being on time.

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(16- ) Mayor Spencer stated a motion is needed to consider the remaining items: Alameda Point environmental clean-up [paragraph no. 16- ]; the resolution regarding conveyance [paragraph no. 16- ]; direction to staff regarding rent [paragraph no. 16- ]; the referral regarding the Airport Operations Committee [paragraph no. 16- ]; and the referral regarding the clean water, pollution prevention, and habitat restoration ballot measure [paragraph no. 16- ].

Councilmember Ezzy Ashcraft moved approval of considering the remaining items.

Councilmember Daysog seconded the motion.

Under discussion, Councilmember Oddie inquired how many items were mandatory.

The Interim City Manager responded a consultant is present for the environmental