

**HAYWARD REDEVELOPMENT AREA COMMITTEE
SPECIAL MEETING**

Wednesday, May 24, 2006 at 7:00 p.m.

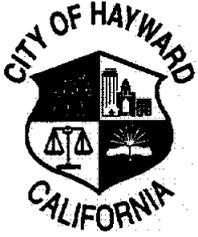
ROOM CHANGE TO 4A

**Hayward City Hall
777 B Street
Hayward, CA 94541**

The Public Comments section provides an opportunity to address the Committee on items not listed on the agenda. The Committee welcomes your comments and requests that speakers present their remarks in a respectful manner, within established time limits, and focus on issues which directly affect the Committee or are within the jurisdiction of the City. As the Committee is prohibited by State law from discussing items not listed on the agenda, your item will be taken under consideration and may be referred to staff.

AGENDA

- I. Call to Order
- II. Public Comments
- III. Approval of Minutes – April 19, 2006
- IV. Swearing in of New Committee Members
- V. Route 238 Corridor Improvement Project
- VI. Interview of HRAC Candidate
- VII. New/General Business
- VIII. Adjournment



**CITY OF HAYWARD
STAFF REPORT**

AGENDA DATE 05/24/06
AGENDA ITEM _____

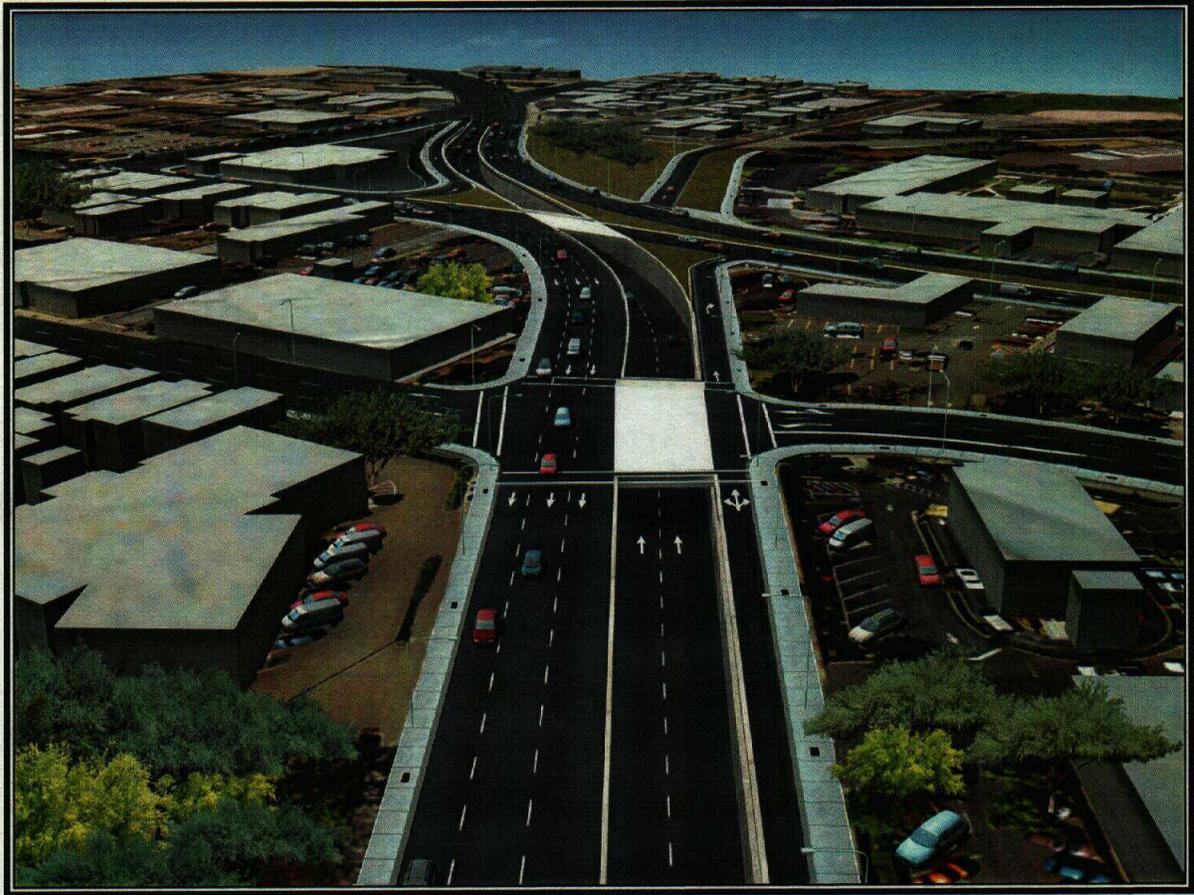
TO: Hayward Redevelopment Area Committee
FROM: City Manager
SUBJECT: Route 238 Corridor Improvement Project

The subject project encompasses Mission and Foothill Boulevards from Mattox on the north to Industrial Parkway on the south, a distance of about five miles. At your May 24 meeting, I will review the project utilizing a powerpoint presentation. As background for the meeting, attached is an excerpt from a report about the project prepared for the City by an outside consultant. It provides useful background information, as well as a description of the evolution of the project.


Jesús Armas

Attachment

ROUTE 238 CORRIDOR IMPROVEMENT PROJECT



PRELIMINARY DESIGN REPORT FINAL

November 14, 2005

Prepared by

MARK THOMAS & COMPANY, INC.

*In association with
Dowling Associates, Inc.
Haygood Associates, Inc.
Jones & Stokes, Inc.
HQE, Inc.
GeoCADD Surveys, Inc.
Apex Strategies, Inc.
Parikh Consultants, Inc.*

1. BACKGROUND

In April 2003, the City of Hayward contracted with Mark Thomas & Company, Inc. to develop a conceptual design for the Route 238 Corridor Improvement Project. The primary goals of the project was to develop conceptual geometric layouts of the widening improvements that would satisfy forecasted traffic volumes for the year 2025; develop concepts for two grade separations at the Foothill / Mission / Jackson intersection; evaluate right of way impacts that result from the proposed project; and prepare conceptual project cost estimates.

The City of Hayward lies geographically at the heart of major commuter routes, namely, I- 880, I-580, and Route 92. Additionally, Route 238 (Mission and Foothill Boulevards) has become more congested as a result of increased local and regional traffic traveling both in a north-south and east-west direction through Hayward. Traffic on the Route 238 corridor is expected to increase by more than 30 percent over the next 20 years.

Through a series of meetings with the City Council appointed Working Group, public information meetings, and City staff, a Draft Preliminary Design Report for the Route 238 Corridor Improvement Project was submitted to the City of Hayward in June 2004. Within this report, a project was defined and presented for consideration as a replacement project for the Route 238 Hayward Bypass Project, which was prevented by court challenges from moving forward. The project scope proposed essentially to widen Foothill Boulevard and Mission Boulevard to an 8-lane roadway with grade separations at the Foothill / Mission / Jackson and the Jackson / Watkins intersections. A portion of Foothill Boulevard between City Center Drive and D Street was proposed to be widened to 10-lanes to increase capacity and to account for additional turning lanes within the downtown area. The estimated cost of the project was determined to be \$215.6M in 2004 dollars. Of this amount, \$78.7M was for capital outlay (construction) costs; \$106.8M in right of way acquisition costs; and \$30.1 M in capital outlay support costs (preliminary and final design, environmental clearance, and construction support).

After the preparation of the report, additional meetings with the Working Group and additional public information meetings suggested that the project described above should be modified to create fewer right of way impacts to the existing businesses along Foothill and Mission Boulevard. A "Modified Project" was developed to accomplish this and resulted in eliminating 50% of the right of way impacts and reducing overall project costs by 28% to \$155M.

The Modified Project was presented to the City Council on November 9, 2004 for consideration as the replacement for the Route 238 Hayward Bypass Project. While approving some elements of the project, i.e., the grade separations, the intersection widening at Carlos Bee, and the widening along Mission Boulevard, the Council modified the project scope to eliminate widening of Foothill Boulevard through the downtown area to avoid impacting existing businesses. The project approved by the Council would have provided some operational improvements at the Foothill / Mission / Jackson intersection as well as for additional capacity along Mission Boulevard. As a result, a significant reduction in right of way impacts (67 parcels to 28 parcels) would have been realized. Correspondingly, overall project costs were reduced from \$155M to \$99M.

Further analysis of the approved project showed that while some congestion relief would have been realized, future year 2025 Level of Service (LOS) calculations at the intersections within the downtown area showed that the LOS along the corridor would have yielded fewer benefits than the Modified Project discussed above. Consequently, more effort was spent to look into ways to reduce the anticipated traffic congestion without taking additional right of way along Foothill Boulevard. As a result, further consideration was given to a loop concept presented by CATS, which involved creating a one-way couplet configuration along Foothill Boulevard and Mission Boulevard between Mattox Road and Jackson Street. It was determined that while a full loop configuration could not be supported due to the lack of east-west connecting streets between Foothill and Mission, a reduced version of this concept did have some merit and a concept implementing a “mini-loop” within the downtown area was created and tested against future traffic demands.



As can be seen in the figure above, under the mini-loop concept, Foothill becomes a one-way roadway in a northbound direction to A Street; A Street becomes a one-way roadway westbound between Foothill and Mission; and Mission becomes a one-way roadway southbound between A Street and Jackson Street.

Grade separations at Foothill / Mission / Jackson and at Jackson / Watkins would still be included; however, they would only be needed for westbound Jackson to northbound Foothill traffic. This dramatically reduced the overall footprint of the grade separation structures from what was originally envisioned for the project.

LOS analyses were performed to determine how the mini-loop concept would perform as part of the overall corridor improvement project. When compared to the No Project scenario, the mini-loop improvements, coupled with the remaining improvements of the approved project will result in a significant reduction in LOS F intersections in the year 2025 (9 versus 23). Project costs including the mini-loop concept were determined to be approximately \$90M,

On March 1, 2005, an amended project that included the mini-loop concept was presented to the City Council for consideration and approval as the replacement project for the Route 238 Hayward Bypass Project. See Attachment C for the March 1, 2005 presentation. After hearing public comments, the City

Council voted to approve staff recommendations. In the following pages, more detailed information regarding the approved project is provided.

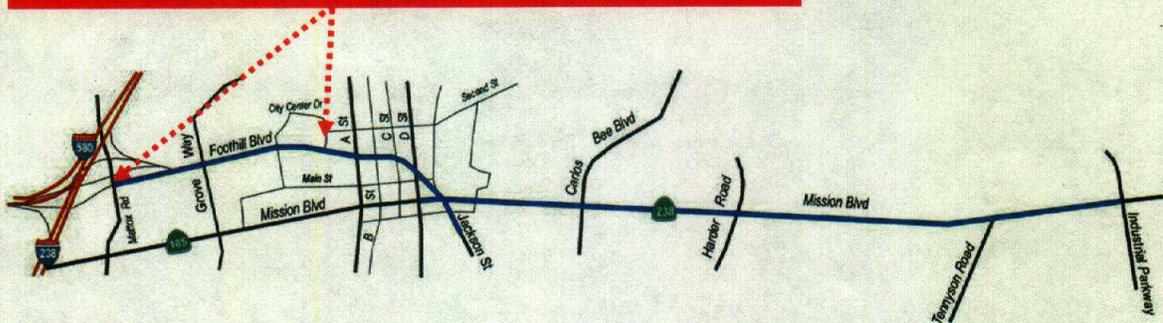
2. PROJECT DESCRIPTION

Segments of the approved project are defined as follows:

- Segment A – Mattox Road to City Center Drive (South)
- Segment B – City Center Drive (South) to Fletcher Lane (includes mini-loop and grade separations)
- Segment C – Fletcher Lane to Industrial Parkway

Proposed improvements within the segment limits indicated above are shown below with a brief description of prominent features. Attachment “A” illustrates the conceptual layout plans of the improvements described below. The layouts have been coordinated with the results of the 2025 traffic analyses performed for the project and with existing roadway right of way and property line information. Typical sections have also been included in the exhibits to clearly show the number of lanes and approximate right of way width at specific areas along each segment.

SEGMENT A – Mattox Road to City Center Drive (South)



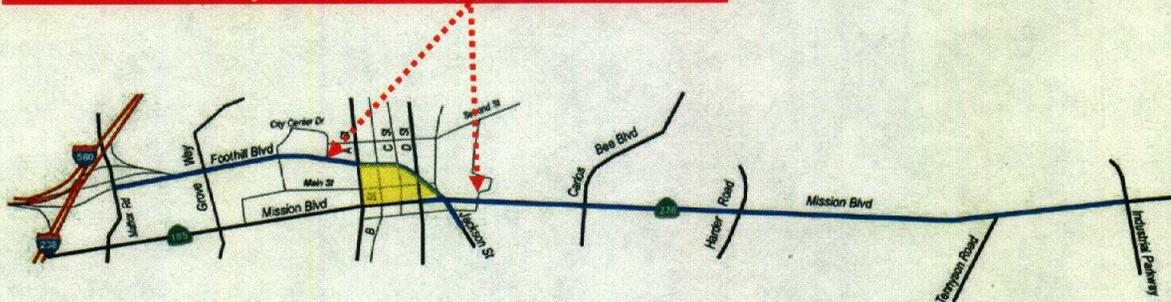
Existing Foothill Boulevard within this segment generally includes six (6) thru lanes and parking on both sides with the exception of restricted parking between Mattox Road and Grove Way. Within this segment, the west curb line and adjacent sidewalk will remain in place with all roadway modifications occurring to the east. All of the proposed improvements will be constructed within existing right of way. The predominant feature within this section is the improvement of access to the existing freeway on-ramp system to I-580.

Key proposed improvements include:

- Providing eight (8) lanes including parking/peak hour thru lanes. New curb and gutter with a 6-foot wide sidewalk will be constructed along the east side of Foothill. The parking / peak hour lane would begin and end at Grove Way for southbound and northbound traffic respectively.
- Close existing left turns to Oakview Avenue, Kimball Avenue, and Cotter Way by reconstructing the existing median islands. Access to Foothill restricted to right-in and right-out movements only.
- Reconfigure the I-580 freeway on-ramp entrance to allow for dedicated approach lanes to the entrance ramps for eastbound and westbound I-580. This will include permanent removal of parking in order to create four (4) northbound lanes from Grove Way to the on-ramps. This will improve the ability of the public to access the freeway system.

- Close Apple Avenue (east side) to Foothill by constructing a cul-de-sac.
- Construct a double left turn from westbound Castro Valley Boulevard to southbound Foothill.

SEGMENT B – City Center Drive (S) to Fletcher Lane



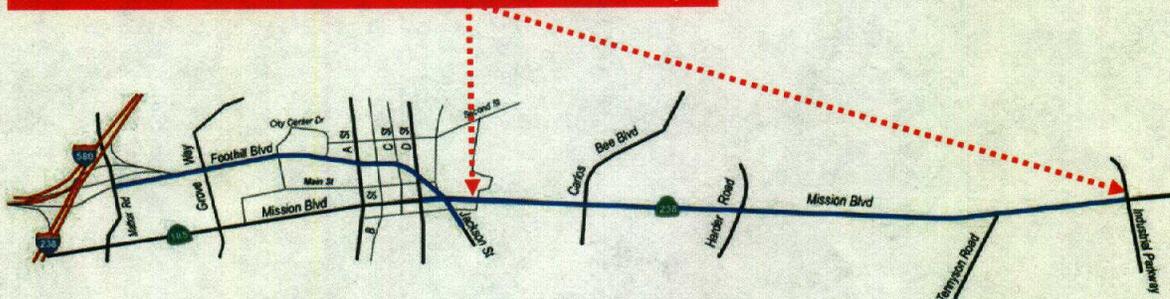
Existing Foothill Boulevard within this segment generally includes six (6) thru lanes and parking on both sides. All lane improvements will occur within existing right of way. The predominant features in this section will be implementation of a mini-loop one-way street system within the downtown area (highlighted area), widening D Street between Foothill Boulevard and Watkins Street, and grade separations at the Foothill/Mission/Jackson and Jackson/Watkins intersections.

Key proposed improvements include:

- Remove existing median islands and construct new four (4) foot wide raised median islands with pavers to A Street.
- Modify Foothill Boulevard to eight (8) lanes including parking/peak hour thru lanes from City Center Drive (South) to A Street. New curb and gutter with a six (6)-foot sidewalk will be constructed along the east side of Foothill.
- Convert Foothill Boulevard to a six (6) lane one-way northbound street between A Street and Mission Boulevard. Provide triple right turns from southbound Foothill Boulevard to westbound A Street. Provide a dedicated right turn lane and thru/right lane from northbound Foothill Boulevard to eastbound A Street, and a dedicated left turn lane to westbound A Street. Continue three additional northbound thru lanes to City Center Drive (South). The overall existing street width will be decreased to accommodate fourteen (14) foot sidewalks on both sides and to provide for a parking / bicycle lane on the east side. Parking will be restricted on the west side.
- Convert A Street to a five (5) lane one-way westbound street between Foothill Boulevard and Mission Boulevard. Provide triple left turns from westbound A Street to southbound Mission Boulevard.
- Convert Mission Boulevard to a five (5) lane one-way southbound street between A Street and Jackson Street. Provide one thru lane, a combined thru/right, and two right turn lanes at Jackson Street.
- Convert B Street to a two-way street between Foothill Boulevard and Second Street.
- New dual left turn lanes from westbound D Street to southbound Mission Boulevard. Construct new curb and gutter with a 10-foot sidewalk along the south side of D Street from Foothill to Watkins. Existing dual left turns from westbound D Street to southbound Foothill Boulevard will be eliminated.
- Close Main Street at Foothill Boulevard.

- Connect Armstrong Street to E Street and reduce E Street to one lane. New curb and gutter with 5-foot sidewalks will be constructed on the frontage road. Access to E Street and the Saint Regis facility and the adjacent school site will be maintained. E Street will remain open to Mission Boulevard for eastbound traffic from northbound Mission Boulevard only.
- Traffic lanes along eastbound Jackson Street (a total of two) will travel under Mission Boulevard and Watkins Street, with overhead traffic on the latter streets remaining on top using overhead bridge structures along the south side.
- Southbound Foothill and westbound Jackson traffic will be accommodated by using the new one-way street system along A Street and Mission Boulevard.
- Traffic from eastbound Jackson to southbound Mission traffic will be maintained by providing a one (1) lane frontage road along the south side of Jackson. Traffic from eastbound Jackson to northbound Mission will no longer be available.
- Retaining walls will be constructed on both sides of Foothill-Jackson to minimize right of way acquisitions.
- Three (3) lanes of westbound traffic along Jackson Street will be maintained at existing vertical grades.
- Mission Boulevard will continue to provide three (3) northbound lanes to Foothill Boulevard that will merge with two (2) northbound lanes from Jackson Street and one (1) from Southbound Mission for a total of six (6) lanes on northbound Foothill Boulevard.
- Three (3) lanes of southbound traffic will be maintained along Mission Boulevard to Fletcher Lane.

SEGMENT C – Fletcher Lane to Industrial Parkway



Existing Mission Boulevard within this segment generally includes four (4) thru lanes with parking on both sides. Improvements will generally remain within the existing right of way but the sidewalk areas will be reduced to 7 feet to create parking/peak hour travel lanes. The predominant feature within this segment is the modification of the Carlos Bee intersection. The exception and predominant feature within this segment is the increase to capacity of the Carlos Bee intersection to account for future demands at California State University and planned hillside developments such as Walpert Ridge.

Key improvements include:

- Modify Mission Boulevard from four (4) to six (6) lanes including parking/peak hour thru lanes.

- Widen Mission Boulevard at Carlos Bee to provide dual left turn lanes from southbound Mission to eastbound Carlos Bee, dual left turn lanes from westbound Carlos Bee to southbound Mission, and dual left turn lanes from eastbound Orchard Avenue to northbound Mission.
- Close Central Boulevard at Mission and Belmont Avenue. Access to existing residences or businesses between Belmont and Mission will be provided.
- Extend Berry Avenue west across Mission east to Belmont Avenue creating a new signalized intersection at Mission and Berry Avenue. Close Berry Avenue (East) at Mission and Belmont Avenue.
- Provide for dual left turns to Mission by reconstructing the median islands within Harder Road
- Remove the signal and the southbound left turn lane at Jefferson Street. Jefferson Street is to be converted to right-in, right-out movements only by constructing a raised median island along Mission.
- Provide a southbound left turn access into the existing Moreau High School driveway. Install a traffic signal to coordinate left turns into the driveway with traffic movements at the Calhoun intersection.
- Convert Kellogg Avenue, Broadway Street, Douglas Street, Webster Street, and Monticello Street to right-in, right-out movements only by constructing a raised median island along Mission.
- Conform to existing lanes and improvements at Valle Vista Avenue and extend sidewalks on both sides of the street to fill in missing gaps to Industrial Parkway.

3. TRAFFIC ANALYSIS

A report entitled, "Transportation Analysis of the State Route 238 Corridor Improvement Project," dated January 22, 2004, by Dowling Associates, Inc., was prepared for the project as defined in the Preliminary Design Report dated July 22, 2004. Subsequently, additional traffic studies have been performed to evaluate the performance of the Modified Project and the project recently approved by the City Council on March 1, 2005 (including Mini-Loop Concept). Much of the same elements within the original Transportation Analysis remain intact with the approved project as they relate to:

- On-Street Parking and Parking Enforcement;
- Traffic Collisions;
- Transit; and
- Bicycle and Pedestrian Travel

The updated analysis considers the use of parking lanes as full use travel lanes during peak hours to minimize the amount of right of way needed for the project. This concept would allow businesses to enjoy on-street parking access during part of their normal business hours while providing additional capacity during the commute hours of the day. Based on this concept, the following key results would mostly likely be realized under year 2025 conditions with and without the Project under peak hour demands:

- Without the Project, the time it will take to travel from one end of the corridor to the other would increase by an average of 88% when compared to current conditions.

- Without the Project, twenty-three (23) intersections within the corridor will experience Level of Service (LOS) “F” conditions either in the AM and/or PM peak hours. With the Project, the number of LOS F intersections would be reduced to nine (9) as shown on the table below:

Intersection	No Project AM		Mini-Loop AM		No Project PM		Mini-Loop PM	
	LOS	Avg Del (sec)	LOS	Avg Del (sec)	LOS	Avg Del (sec)	LOS	Avg Del (sec)
Foothill & Mattox	F	75.5	F	70.6	F	81.9	F	90.9
Foothill & Grove	E	48.5	F	76.1	F	71.7	F	78.6
Foothill & City Center (North)	C	21.0	D	36.8	E	57.9	E	59.8
Foothill & City Center (South)	C	21.1	E	43.3	E	56.4	D	39.7
Foothill & A	F	111.4	D	34.2	F	191.0	C	17.7
Foothill & B	F	65.2	D	32.7	F	103.6	C	24.0
Foothill & C	C	16.8	B	8.6	F	64.0	D	25.6
Foothill & D	F	165.7	F	87.8	F	144.6	F	135.7
Mission/Foothill/Jackson	E	53.5	N/A	N/A	F	211.2	N/A	N/A
Jackson & Watkins	F	119.6	D	33.8	F	233.2	E	56.7
Mission & A	F	74.0	E	47.2	F	105.8	F	102.6
Mission & B	C	21.9	E	59.3	B	12.5	C	19.5
Mission & C	B	13.0	B	7.7	C	19.3	C	22.6
Mission & D	F	394.9	F	89.8	F	383.5	F	228.6
Mission & Fletcher	C	19.7	C	23.1	C	15.9	E	42.6
Mission & Highland	C	23.5	C	17.5	E	42.3	C	19.9
Mission & Carlos Bee	F	61.5	D	34.6	F	91.1	D	36.8
Mission & Berry	N/A	N/A	B	7.4	N/A	N/A	B	6.8
Mission & Harder	F	64.6	E	45.8	F	73.4	D	33.1
Mission & Sorenson	B	8.8	B	6.5	C	21.5	B	14.7
Mission & Jefferson/Calhoun	F	176.9	D	35.1	F	112.7	B	9.8
Mission & Hancock	B	6.8	B	6.8	B	9.5	C	24.4
Mission & Tennyson	D	37.9	D	37.3	E	48.8	D	32.9
Mission & Industrial	D	30.0	D	37.1	D	27.0	E	54.0
Total intersections at LOS F	10		4		13		5	

- Without the Project, neighborhoods within the proximity of the corridor will realize significant increases in traffic volumes as commuters seek alternative routes to go around congested areas. With the Project, traffic volumes along portions of key parallel roadways, such as Whitman Street and Soto Road, would be reduced.

4. RIGHT OF WAY

The approved project presents the least right of way impacts along the corridor when compared to the project present in the July 2004 Preliminary Design Report and the subsequently evaluated Modified Project alternative. Attention is directed to Attachment B, which includes exhibits that generally depict the overall right of way needs. The following table summarizes the number of parcels that would be affected and whether or not partial or full acquisitions are required.

Segment	Partial Acquisitions	Full Acquisitions	Total Affected Parcels
A - Mattox to City Center Dr (South)	0	0	0
B - City Center Dr (South) to Fletcher Lane <i>(Includes grade separations and D Street)</i>	3	7	10
C - Fletcher Lane to Industrial Parkway <i>(Includes Carlos Bee intersection and approaches)</i>	5	6	11
Totals	8	13	21

5. CONCEPTUAL COST ESTIMATE

The preparation of a conceptual cost estimate for the project included developing a listing of construction items and corresponding quantities for not only the roadway improvements, but also included an analysis of utility impacts and right of way needs to support the overall project cost development.

Costs for the relocation of sewer, water, and storm drain facilities were included. A major utility cost included the reconstruction of an existing pumping plant at the BART underpass location along Jackson Street. Utility relocation costs for private utilities, i.e., PG&E (electric and gas), SBC (telephone), and Cable TV facilities, were assumed to be fully paid for by the project without investigating prior rights and franchise agreements. It is recommended that in future studies, private utility rights should be determined to more accurately determine relocation cost responsibilities.

Right of way needs for the project underwent extensive conceptual appraisal evaluations to estimate costs associated with not only acquisitions of partial and full parcels, but also to account for goodwill, fixtures and equipment, relocation assistance, and other associated right of way costs based on the type of business that was going to be impacted. Roadway and structure costs were developed using the latest procedures and standards established by the California State Department of Transportation (Caltrans).

Typical contingencies for estimating construction costs have been applied. Soft costs have been included to account for:

- Preliminary and final design;
- Environmental documentation;
- Right of way engineering, acquisition, negotiations, and legal fees; and
- Construction administration, engineering, inspections, surveying, and testing

The table below presents a segment-by-segment cost summary for the items described above:

Project Item	Segment A	Segment B	Segment C	Total Cost (ROUNDED)
Roadway Construction (with retaining walls)	\$ 6,310,000	\$ 23,763,000	\$ 23,154,000	\$ 53,200,000
Utility Relocations	425,813	1,750,000	2,811,396	5,000,000
Bridge Structures	0	845,000	0	800,000
Right of Way	0	4,816,000	7,780,000	12,600,000
Support Costs	2,054,423	8,207,750	8,191,745	18,400,000
Totals	\$8,790,235	\$39,381,750	\$41,937,141	\$90,000,000

The cost figures shown are based on 2004 unit prices. Escalation of these costs should be considered in the future depending on when right of way is acquired and when the project improvements are estimated to be constructed.

6. PUBLIC OUTREACH

Extensive public outreach was accommodated throughout the development of the project via Working Group meetings, public information meetings, and public hearings before the City of Hayward City Council. Each meeting was officially noticed and a great deal of public participation on the project was experienced.

7. PROJECT APPROVAL

On March 1, 2005, a majority of the Hayward City Council voted to approve the Route 238 Corridor Improvement Project with the mini-loop concept as the replacement project for the Route 238 Hayward Bypass project. It was generally agreed by all that the approved project will provide the following benefits:

- Relieves congestion at major bottleneck areas along the corridor, especially at the Foothill / Mission / Jackson intersection and at Foothill / A Street;
- Provides roadway enhancements along Foothill Boulevard in the form of wider sidewalks, bicycle lanes (on the east side), and shorter pedestrian crossings in the downtown area;
- Entails significantly fewer property acquisitions and is substantially less costly than all other scenarios considered to date;
- Continues to provide for peak hour only travel lanes north and south of the grade separation area;
- Provides for spot widening improvements at the Carlos Bee / Mission Boulevard intersection;
- Provides for a signalized intersection at Berry and Mission; and
- Provides for a signalized southbound left turn access into Moreau High School

8. ATTACHMENTS

The following Attachments are included in this Supplemental Preliminary Design Report for reference:

Attachment A - Conceptual Layout

Attachment B - Right of Way Needs Maps

Attachment C – March 1, 2005 Presentation

Attachment D – Preliminary Design Report, July 22, 2004