CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 11/09/04
AGENDA ITEM 6
WORK SESSION ITEM

TO: Mayor and City Council

FROM: City Manager

SUBJECT: Modified Route 238 Project

At the October 26 meeting, the City Council heard testimony regarding the proposed Route 238 Modified Project. At the request of Mayor Cooper, the item was continued to the meeting of November 9. Reflecting on the testimony presented October 26, I offer the following for your consideration.

It is important to reiterate that whichever project is ultimately selected, its implementation is dependent on the use of Measure B funds. As previously mentioned, Measure B funds are restricted dollars for use in addressing particular transportation issues. Moreover, a project funded pursuant to the Measure B expenditure plan must also demonstrate it is serving a regional purpose, and not simply producing purely local benefits. Nor are these dollars akin to redevelopment funds for use in stimulating economic revitalization. Of course, depending on the nature of a project, the funds can be used to mitigate impacts associated with an approved project.

With regard to the project before the Council, it may be useful to consider it as comprising two significant components. One component (Component A) consists of the proposed grade separation and the Mission Boulevard corridor south to Industrial. The second component (Component B) includes the proposed improvements north of the grade separation, meaning Foothill Boulevard. To date, there appears to be general agreement with the improvements suggested as part of Component A. Certainly, the same cannot be said in terms of the Component B improvements, as there continues to be disagreement on this aspect of the project. Within the Foothill portion of the project, one of the key differences is whether additional lanes (and wider medians) should be added (requiring property acquisitions) or whether additional capacity should be provided by remaining within the boundaries of the current street alignment.

Regardless of which configuration is selected, an environmental impact report will need to be prepared. Through the EIR process, potential impacts and possible mitigation measures will be identified and discussed. As a result of the EIR process, decision makers will be in a position to consider the full effects of a project prior to making a final decision.

With the forgoing in mind, I would recommend that the Council define the Modified Project to consist of the two components described above, and that it express support for the improvements involving the grade separation south to Industrial (Component A). With regard to the Foothill portion, it appears that further study and consideration of the impacts associated with the recommended improvements are in order. The EIR is the appropriate vehicle by which to undertake this evaluation. Thus, for Foothill it is suggested that two options be evaluated on an equal basis. One option would include the additional lanes and wider roadway, and the second option would focus on adding some additional capacity by remaining within the present street boundaries. By studying both options as equals during the EIR process, the full benefits and impacts can be identified, before the Council is asked to make a final decision.

Jesús Armas
City Manager

CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 10/26/04
AGENDA ITEM 6
WORK SESSION ITEM _____

TO: Mayor and City Council

FROM: City Manager

SUBJECT: Modified Route 238 Corridor Improvement Project

It is recommended that the City Council adopt the attached resolution authorizing:

1. Submittal of the Modified Route 238 Corridor Improvement Project to the Alameda County Transportation Authority as the substitute project for the Route 238 Bypass project; and

2. Working with ACTA and ACTIA to seek previously programmed state funds for use in conjunction with the Strobridge extension and I-580/Redwood Road interchange in Castro Valley.

It is further recommended that staff be authorized to work with ACTA or ACTIA to identify possible funding to analyze feasibility of a Rapid-Bus type service from BART to CSUH.

BACKGROUND:

As the Council is aware, for the last 18 months, the Route 238 Working Group has been reviewing the technical information for the Route 238 Corridor Improvement Project. The objective of the Working Group has been to refine the conceptual plan developed through the consensus process, which identified a project that could become eligible for 1986 Measure B Funding in the event the Route 238 Bypass project could not go forward. Subsequent court rulings have now confirmed that the 1986 Measure B funds cannot be used for the Route 238 Bypass project and consequently, the Route 238 Corridor Improvement Project has become a critical element in providing future transportation relief to the City.

On June 16, 2004, a public meeting was held in City Hall to receive public input on the project. There was significant opposition to the proposed project as originally conceived. Many speakers were critical of the project because of the potential right-of-way impacts and the magnitude of the project, including cost. A number of changes to the project were subsequently made in response to these concerns. The project developed as a result of these changes is now referred to as the Modified Route 238 Corridor Improvement Project. Conceptual drawings for the Modified Project are shown in Exhibit A.

DISCUSSION:

The basic components of the Modified Project include construction of a grade separation at the "Five Flags" intersection of Foothill Boulevard-Mission Boulevard-Jackson Street, widening of Foothill Boulevard from the grade separation north to City Center Drive (south) to four lanes in the northbound direction (one lane less than in the original Project); and spot widening improvements at the intersection of Carlos Bee Boulevard and Mission Boulevard. In other areas of Foothill and Mission Boulevards, an additional travel lane is being provided during peak hours by restricting parking, but no additional right-of-way is required. As a result, substantially less right-of-way needs to be acquired (67 total takes vs. 133 total takes for the original project) and project costs have been significantly reduced ($155 million as opposed to $216 million).

The greatest changes resulting from the Modified Project occur from the grade separation south to Harder Road along Mission Boulevard, where right-of-way acquisition has been scaled back dramatically. Consequently, the grade separation connector ramp from northbound Mission Boulevard to northbound Foothill Boulevard will have two lanes, and the grade separation is moved eastwardly, further reducing right-of-way impacts. From the grade separation south, improvements will consist of reducing the sidewalk area from 10' to 7' to provide the parking/peak-hour travel lanes. As the intersection of Mission Boulevard and Carlos Bee Boulevard experiences one of the most significant bottlenecks in the corridor, improvements to both through-lane and left-turn lane capacity at Carlos Bee Boulevard are essential and are included in the Modified Project. Transitions north and south of the intersection are similar to the spot widening project completed at Mission Boulevard and Industrial Parkway West. As part of the project, a new, four-way, signalized intersection at Berry Avenue and Mission Boulevard is proposed. These improvements will provide for improved access to the residential neighborhoods on both sides of Mission Boulevard.

From Berry Avenue south to Industrial Parkway West, the Modified Project remains largely the same as the Original Project.

During the Council's review of the Modified Project, suggestions were made affecting specific aspects of the project, such as access to Moreau. These and other ideas can be considered during the next phase of project design.

Traffic Analysis:

An updated traffic analysis has been completed for the Modified Project. Overall, the Level of Service (LOS) results for the Modified Project were positive and very similar to the Original Project (see Exhibit C). LOS is a measure of congestion of an intersection that ranges from A (free-flowing and essentially no vehicle delays) to F (very congested with average delays over one-minute per vehicle, per signal cycle). The most significant difference is that the Modified Project yields a total of four intersections at LOS F in the PM compared to three with the Original Project. The intersections at LOS F in the PM under the Modified Project are Foothill Boulevard and Mattox Road, Foothill Boulevard and Grove Way, Foothill Boulevard and A Street, and Foothill Boulevard and D Street. In general, the Modified Project attracts slightly less traffic to the corridor than did the original Project, due to the reduced number of available travel lanes.

Also, because the Modified Project carries less traffic in the corridor, especially south of the grade separation (due to less capacity in the corridor), additional traffic is re-distributed to parallel streets.

However, even with this re-distributed traffic, the Modified Project still results in less total traffic on parallel local streets compared to the no-project scenario. It should be noted that under a no-project scenario, the traffic model indicates a significant diversion of traffic onto neighborhood streets.

As might be expected, the Modified Project is not as effective as the original Project in reducing travel times, but it is still a significant improvement over the No-Project scenario (see Exhibit D).

Bicycle Access in the Corridor:

During the Working Group discussions, requests were made to consider the accommodation of bicyclists in the corridor. A bike route can be accommodated in the downtown area, since additional right-of-way will be acquired. In addition, staff has reviewed the options for creating a bicycle route on Mission Boulevard from the grade separation to the south end of the corridor while staying within the existing 100-foot right of way. The typical cross-section for Mission Boulevard, illustrated in Exhibit E, provides a 14-foot-wide outside parking/peak-hour travel lane, an 11-foot-wide middle lane, an 11.5-foot-wide inside travel lane, a 13-foot-wide median, and 7-foot-wide sidewalks. It should be noted that the City's bicycle master plan and other state and federal standards indicate 14 feet as a minimum width for a wide curb lane bike route. While this would provide improved accessibility for those bicyclists who want to use Mission Boulevard, staff still does not recommend encouraging Mission Boulevard for regular bicycle use and, therefore, would not propose signing nor officially designating Mission Boulevard as a bicycle route.

Proposed Recommendations:

Staff believes that the Modified Project responds to a significant number of the concerns raised at the public meeting in June. An attempt has also been made to resolve issues raised by the public at large and various interested parties, including the concern raised by the Baywood residents about cut-through traffic from the westbound I-580 off-ramp at Strobridge Avenue.

As previously reviewed with the Council, staff recommends the following:

- First, that the Modified Route 238 Corridor Improvement Project be submitted as the replacement project for the Route 238 Bypass in regional planning documents and the Measure B Expenditure Plan.
- Second, that working in conjunction with Alameda County and the Alameda County Transportation Authority (ACTA), appropriate steps be pursued to ensure that the $16.8 million presently programmed in the State Transportation Improvement Program for the I-580/Route 238 Bypass interchange be reserved to fund the extension of the Strobridge Avenue off-ramp to Castro Valley Boulevard. In addition, that any portion of the $16.8 million not needed for the off-ramp extension be reserved to fund the improvements being studied for the I-580/Redwood Road interchange in Castro Valley.
- Third, that ACTA or ACTIA be contacted to identify possible funding to undertake an analysis of a Rapid-Bus-type service from BART to CSUH. The study will need to confirm demand and identify available funding sources for both capital acquisition as well as ongoing operating and maintenance expenses.

NEXT STEPS AND CONCLUDING REMARKS:

If the Council approves moving forward with the Modified Project, the first major task will be preparation of an Environmental Impact Report. A public scoping meeting will be held in the early stage of the process in order to identify the factors that should be included and analyzed in the environmental document. The environmental process, which requires consideration and analysis of other alternatives to the project, could begin as early as next spring. In light of the comments expressed during the worksessions, it is suggested that at least two alternatives be examined: the one-way loop concept, and a reduced lane configuration.

Based on the scope of the project and initial estimates by staff, a decision on the environmental issues could occur in the spring of 2007, followed by right-of-way acquisition and start of construction. Construction would be phased and could begin as early as 2008. Overall, because of the complex nature of the project, construction would not be completed until 2011.

Earlier this year, in an effort to bring closure on a number of long-standing projects funded by the original Measure B (such as Route 238 in Hayward and Route 84 in Fremont and Union City), the ACTA Board adopted a policy, which potentially impacts available funding for both projects. When the 238 Bypass was included in the original expenditure plan, $70 million were allocated to it. Over time, as project costs increased, the $70 million figure was increased to $111 million. The increase has essentially been treated a project reserve. The policy adopted by the Board called for reallocating the $41 million from a project reserve to a programmatic reserve, meaning the dollars could be used for other eligible projects funded by the original Measure B. Originally, a deadline of December 31, 2004, was established for the involved communities to reach some kind of consensus relative to what constituted an acceptable project. Subsequently, the deadline was extended by one-month. In Hayward, if an acceptable project is not identified, the City is faced with the prospect of seeing the $41 million earmarked for other projects, thereby losing the opportunity to utilize these funds to address traffic congestion in our community.

As we are all painfully aware, most decisions associated with Route 238 are fraught with controversy and dissension. The work of the last few years has resulted in the identification of a project that, in staff's opinion, makes significant headway in addressing traffic problems, although it, too, is not without its drawbacks. As we've learned over time, virtually every major project in Hayward, whether involving land use matters or traffic concerns, includes both positive and negative features. The challenge is to consider both, and to determine whether on balance the positive aspects outweigh the negative elements. On balance, taking into account all of the information developed to date, staff believes the Modified Project contains more positive benefits than negative impacts.

There has been considerable discussion about the number of lanes that would be added to Foothill if the Modified Project is implemented, and concern has been voiced that the new configuration will deter pedestrians from crossing Foothill. In the course of the discussion, the debate has tended to focus on the distance to be crossed, rather than on whether there is a reason to cross the street in the first place. From my perspective, whether a pedestrian elects to cross a street is more a matter of whether there is an underlying reason to do so (i.e., attractions) and less a question about the distance to be traversed. If the right establishments are provided, pedestrians will, within reason, cross a busy street. Today, Foothill in the area in question consists essentially of four lanes southbound (three travel and one parking) and a similar number in the northbound direction. Under the new configuration, an

additional travel lane is added in the southbound direction, although the curb lanes are also widened to allow them to be used as travel lanes that can also accommodate bicycle access. However what increases the width of Foothill the most over how we know it today, is that the Modified Project includes both left turn lanes for improved access into the downtown and a much wider and more attractive median (20 feet where 4 feet exists today). Whether it takes 20 or 30 seconds, or even longer, to traverse a boulevard, if "there is a there", pedestrians will do so and not be deterred by the distance. This is seen in many other communities with similar wide streets and simply underscores the importance of creating the right type of attractions.

Unfortunately, during the last twenty years, the City has experienced very little by way of new investment in the properties located in this portion of the Foothill corridor, a period of time of unprecedented economic growth. If investment did not occur in this time period what would lead one to believe it will happen in the next twenty years. Much has changed with regard to shopping habits and how best to configure parcels to make them viable; the present lot pattern may not be the most conducive for economic revitalization. Ironically, the Modified Project can serve as a catalyst for the infusion of new capital in this part of Hayward.

With the new roadway configuration on Foothill, it will be possible to assemble parcels in a way that will make them economically attractive, while providing needed parking and improved access. In some cases, access is best provided off of Second; in other instances, access from other streets may be more appropriate. Regardless of the means of access, the reconfigured parcels offer the potential to yield new, exciting and possibly more varied uses. Whether the new development takes the form of a single type (e.g. retail) or mixed uses (e.g. retail, commercial, housing), the possibilities are limited only by our imaginations. Accordingly, as mentioned during the October 19 worksession, it may be useful to obtain the services of a land planner to develop some concepts for the revitalization/redevelopment of the parcels on Foothill, between City Center Drive (south) and C St.

Should the decision be made to proceed with the Modified Project, a by-product will be an opportunity to undertake the economic revitalization of numerous underutilized properties in the downtown, as well as along the Route 238 Corridor, affording the City a unique opportunity to both address the major traffic problems facing this community and to couple it with economic revitalization. We should not forego this opportunity.

Jesús Armas, City Manager

Attachments: Exhibit A: Modified Conceptual Layout
Exhibit B: Right-of-Way and Cost Summary
Exhibit C: Level of Service Comparison Table
Exhibit D: Travel Time Summary

DRAFT

CITY COUNCIL OF THE CITY OF HAYWARD

Resolution No.____

Introduced by Council Member_____

A RESOLUTION SUBMITTING THE MODIFIED ROUTE 238 CORRIDOR IMPROVEMENT PROJECT TO THE ALAMEDA COUNTY TRANSPORTATION AUTHORITY AS THE REPLACEMENT PROJECT FOR THE HAYWARD BYPASS IN THE 1986 MEASURE B EXPENDITURE PLAN

WHEREAS, traffic congestion in the City of Hayward has been a major issue for many years and funding for Stage 1 of the Route 238 Hayward Bypass was included in the 1986 Measure B Expenditure Plan to address this problem, but subsequent court decisions have stated that Measure B funds cannot be used on the Hayward Bypass project as designed by Caltrans; and

WHEREAS, the City of Hayward wants to retain the Measure B funds to address traffic congestion in the Foothill Boulevard-Mission Boulevard corridor, and

WHEREAS, the City Council appointed a Route 238 Working Group, made up of Bypass supporters and opponents and an Alameda County representative to review the technical data prepared for the "Route 238 Corridor Improvement Project"; and

WHEREAS, the Working Group met for over a year, and a public meeting was held on June 16, 2004, to receive public comment on the Route 238 Corridor Improvement Project during which significant concerns were expressed by the public regarding the project cost and magnitude of the right-of-way takes; and

WHEREAS, in response to the public comments, a modified project was developed which resulted in significantly fewer right-of-way takes and a markedly reduced project cost; and

WHEREAS, in response to Alameda County concerns about cut-through traffic in the Norbridge neighborhood, the extension of the Strobridge Avneue off-ramp to Castro Valley Boulevard was recommended as a solution; and

WHEREAS, the Route 238 Working Group voted, as a group, to forward the modified project to the City Council for consideration and action; and

WHEREAS, the City Council held two work sessions to review the modified project, and a public hearing was held on October 26, 2004, to take public comments on the modified project; and

WHEREAS, ACTA has set January 31, 2005 as a deadline for the City to submit a replacement project for the Route 238 Bypass or risk the potential loss of the availability of supplemental project contingency funding.

NOW, THEREFORE BE IT RESOLVED, that the City Council hereby submits the Modified Route 238 Corridor Improvement Project as the replacement project for the Route 238 Bypass in regional planning documents and the 1986 Measure B Expenditure Plan.

BE IT FURTHER RESOLVED, that, in conjunction with Alameda County and ACTA, that appropriate steps be pursued to ensure that the $16.8 million presently programmed in the State Transportation Improvement Program for the I-580/Route 238 Bypass interchange be reserved to fund the extension of the Strobridge Avenue off-ramp. It is also recommended that any portion of the $16.8 million not needed for the extension be reserved to fund the improvements being studied for the I-580/Redwood Road interchange.

IN COUNCIL, HAYWARD, CALIFORNIA_____, 2004

ADOPTED BY THE FOLLOWING VOTE:

AYES: COUNCIL MEMBERS:
MAYOR:

NOES: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ATTEST:_____
City Clerk of the City of Hayward

APPROVED AS TO FORM:

_____
City Attorney of the City of Hayward