

CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 09/28/04

AGENDA ITEM _____

WORK SESSION ITEM WSF2

TO: Mayor and City Council
FROM: City Manager
SUBJECT: Update on Route 238 Corridor Improvement Project

RECOMMENDATION:

It is recommended that the City Council review and comment on this report.

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.

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.

At the September 15 meeting of the Working Group, staff presented a three-part recommendation to the Route 238 Working Group:

- 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.

During the discussion of the Modified Project, some Working Group members expressed support for parts but not all of the Modified Project. In addition, HAPA and CATS representatives submitted written statements, and these are attached. Supervisor Nate Miley's representative indicated that inasmuch as most of the project is in the City, he would defer to

the City's judgment about the project. At the same time, he stated he indicated the staff recommendation takes the County's concerns into account. The Chamber of Commerce and the University did not take a position, while Bob Billmire expressed support for the Modified Project. However, the Working Group voted, as a group, to forward the recommendations to the City Council for consideration and action.

NEXT STEPS AND CONCLUDING REMARKS:

Following this worksession, a public hearing is planned for October 26 to receive public input. Next month, staff plans to mail a newsletter to all those who received the previous newsletter and to others that have expressed an interest in the project. The newsletter will note that the original project has been downsized as a result of the public input and also advise the public about the proposed Council hearing. After the hearing, the Council's action will be presented to ACTA.

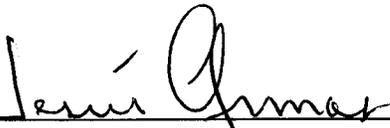
If the Council approves moving forward with the Modified Project, the first major task will be preparation of an Environmental Impact Report. A public scoping meeting will be held in the early stage of the process in order to identify the factors that should be included and analyzed in the environmental document. The environmental process, which requires consideration and analysis of other alternatives to the project, could begin as early as next spring. 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. 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. 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.

Lastly, 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. We should not forego the unique opportunity to both address the major traffic problems facing this community and to couple it with economic revitalization.



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
 - Exhibit E: Typical Cross-Sections
 - Exhibit F: Working Group Member Comments

DUE TO THE COLOR OF REFERENCED
EXHIBITS A (1 – 16) AND B (1-8), THEY
HAVE BEEN ATTACHED AS
SEPARATE LINKS.

LEVEL OF SERVICE AT STUDY INTERSECTIONS
Project vs. Modified Project

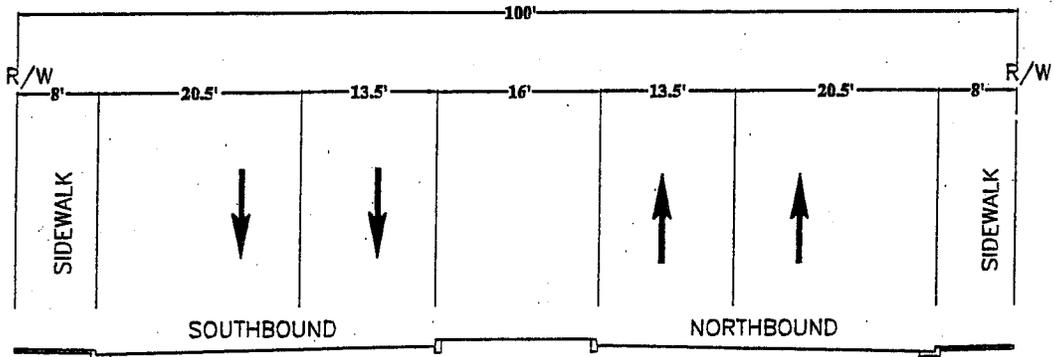
	Project AM		Modified Project AM		Project PM		Modified PM	
	LOS	Avg. Del. (sec)	LOS	Avg. Del. (sec)	LOS	Avg. Del. (sec)	LOS	Avg. Del. (sec)
Foothill/Mattox	F	87.7	F	77.9	F	92.7	F	101.7
Foothill/Grove	E	40.8	F	73.9	D	34.6	F	61
Foothill/Hazel	C	19.1	C	19	E	41.9	E	40.6
Foothill/City Center	C	22.5	C	24.2	E	55.6	E	55
Foothill/A	F	61.4	E	45.9	F	90.1	F	88.5
Foothill/B	D	36.5	E	55.2	D	37.8	D	36.5
Foothill/C	A	4	A	4.3	B	8.2	C	20.6
Foothill/D	F	77.3	F	84.2	F	82.1	F	102.7
Mission/Foothill-Jackson	B	14.1	B	12.9	C	15.1	B	13.8
Jackson/Watkins	E	44.6	D	35.6	E	46.5	E	40.8
Mission/Fletcher	C	19.5	C	23.1	C	24.7	E	42.6
Mission/Highland	C	15.5	C	17.5	C	16.8	C	19.9
Mission/Carlos Bee	D	38.5	D	34.6	E	43.8	D	36.8
Mission/Berry	A	3.7	B	7.4	A	4.8	B	6.8
Mission/Harder	D	35.8	E	45.8	D	32.7	D	33.1
Mission/Sorenson	B	6.7	B	6.5	B	14.6	B	14.7
Mission/Jefferson-Calhoun	E	40.9	D	35.1	B	8.6	B	9.8
Mission/Hancock	B	5.6	B	6.8	B	7.4	C	24.4
Mission/Tennyson	E	52.9	D	37.3	D	33.4	D	32.9
Mission/Industrial	E	41.6	D	37.1	E	55.8	E	54
Total Number of LOS Fs	3		3		3		4	

9/8/2004

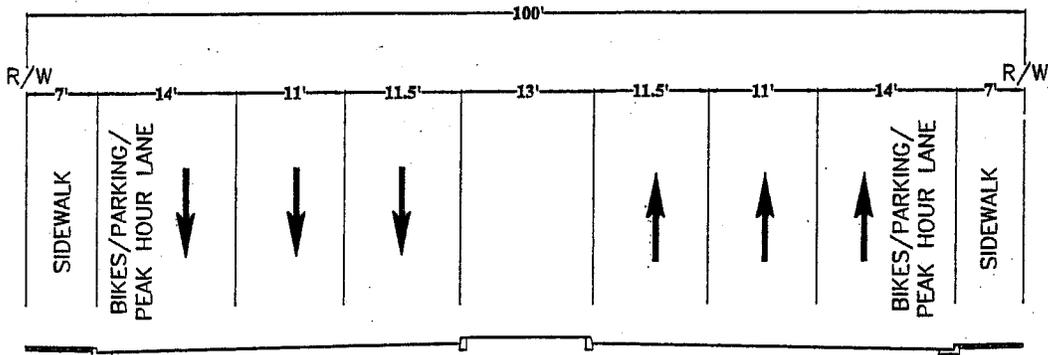
Predicted Travel Times				
	Existing	2025 No-Project	2025 Project	2025 Modified Project
Direction	Minutes	Minutes	Minutes	Minutes
AM Peak				
Northbound	14.5	34.6	20.6	21.6
Southbound	18.5	33.0	23.1	23.2
PM Peak				
Northbound	23.5	32.1	23.2	24.0
Southbound	16.9	34.9	18.3	22.1

Exhibit D

**ROUTE 238 CORRIDOR IMPROVEMENTS
TYPICAL CROSS SECTIONS
MISSION BOULEVARD**



EXISTING CONDITIONS



MODIFIED PROJECT



H A Y W A R D A R E A P L A N N I N G A S S O C I A T I O N

POSITION ON FOOTHILL MISSION ISSUES

September 15, 2004

1. We need a **connector** I-580 westbound / I-238 to Foothill Blvd. southbound, as a Caltrans project under the existing EIR. It would use \$16 million in funds that should be reprogrammed from old bypass connectors that will now not be built. Any need for more funds can come from sale of surplus ROW. The City of Hayward no longer needs all of the SB509 funds for its project, and its support for the proposed 580 extension to Strobridge shows that it accepts the shift in traffic from Grove Way to Foothill. This extension is helpful but not as functional as completing the interchange. There are no serious environmental, financial, or design problems to the connector. This project could proceed separately from the 238 Alternative Project. Caltrans should put it in the ITIP and Alameda County should support it.
2. We need **land recovery** north of Apple by relocating ramps, for housing and commerce in Alameda County. This land is in the county and it is up to the county to decide if it wants to support affordable housing and to get tax revenues from commercial development on land not needed for freeway connectors. Ramp relocation can be funded by sale of the recovered land for development and if necessary from sale of surplus ROW. This project can also proceed independently of the 238 Alternative Project, and depends on Caltrans and Alameda County taking advantage of the opportunity.
3. We do **not need to widen Foothill**, and if we do not, then we also do not need an overly wide underpass which wipes out the Shell Station and the motel. We could downsize the Jackson-Foothill underpass under Mission. The Mission level should have a pedestrian crossing between the traffic lanes. We should at least study the one way loop system as an alternative to widening Foothill. The problem is not just tearing down viable buildings, but the increase in traffic and decrease in livability caused by such an extremely wide street.
4. We need Foothill Mission to provide for **bicycles** in a wide parking/peak hour lane, and we congratulate city staff for figuring out how to make it work the whole distance.
5. We need a **uniform speed limit** for the whole distance, such as 30 mph, enforced at 40 mph.
6. The City proposal still increases **inconvenience in several neighborhoods**. Some neighborhoods with dead-end streets coming off of Foothill Mission lose their left turn onto Mission (their median will be closed.). Drivers will be forced to turn right, go to the next intersection, wait for a left signal, and U turn to get going the other way. (Cotter and Pinedale. Others?) Drivers using Central Ave. will be required to jog left a block to get to Mission, putting traffic on new neighborhood blocks and creating unnecessary

BART-CSUH Rapid Bus.

We appreciate the city's support for ACTA funds to do a feasibility study of Rapid Bus. We need Rapid Bus between BART and CSUH financed by 1986 Measure B plan amendment and operated, like other campuses, with class pass, ecopass and parking fines. Additional land redevelopment in the corridor would support, and be supported by, Rapid Bus. The corridor has potential, in addition to the Quarry Project, for about 1,500 more units (both sides of corridor) over time. The more car-free the housing, the less traffic will be generated.

The Quarry Project.

We need to preserve the Carlos Bee Quarry and adjacent parcels for building 1,000 units of mixed use "car free" housing served by the Rapid Bus, to do market research, and, if findings are positive, to get financing for the project, with purchase from Caltrans at a reasonable price.

The campus administration opposes these ideas. Administrators believe bus service to the campus is adequate and more service would not attract more riders. They say the Rapid Bus as proposed would interfere with pedestrians on campus, not recognizing that there would be fewer conflicts from Rapid Bus than the current Hill Hopper bus. They are not willing to study the Quarry Project which would provide more Rapid Bus riders because they want the quarry for faculty housing. They are unwilling to study the potential of the Bunker Hill area for faculty housing. They say they do not have time because of budget cuts to look at proposals to improve transit to the campus and to provide affordable housing near campus. So I volunteered my time, with a predictable result.

September 15, 2004

To: The Public, The Route 238 Working Group, The Daily Review Newspaper, and others who are concerned.

From: Audrey LePell, President, Citizens for Alternative Transportation Solutions, (CATS), P O Box 297, Hayward, CA 94543.

Thank you to the members of the Route 238 working group, their alternates, the city manager, city staff, and other consultants who have attended our meetings but a special thank you to all of those who have consistently watched and informed us as to what is really going on with regards to our decision-making information.

The end is in sight, I believe, to a long and interesting process of information, questions and comments from the public addressed to the Rt. 238 Working Group. The City of Hayward has presented a detailed yet not quite finite design for Foothill and Mission Boulevards from the north edge of the city to Industrial Boulevard in south Hayward. Our group's decisions recommending the design of the present Route 238 corridor is a momentous responsibility not taken lightly by any of us voting members. Therefore I wish to address the downtown roadway from Civic Center Drive to what CATS calls the five corners, E Street, Mission and Foothill Boulevards.

CATS says the process has certainly been interesting. Our meetings have generally been well covered by the press. We have heard from some of those who have written, spoken and convinced us to proceed and conclude with our deliberations.

I have publicly stated that CATS has serious doubts as to the wisdom of widening Foothill Blvd. in the downtown area by taking away 35 feet of land and /or buildings from the east side of Foothill from Civic Center Drive to the proposed grade separation at E Street ; Mission and Foothill Boulevards.

I have been successful with regards to speaking with a representative from HUSD regarding students crossing Mission/Foothill Boulevards leading to Bret Hart School from the downtown area.

I literally have not had time to research an historical protection policy or ordinance on the part of Hayward to ascertain historical sites, trees buildings and streams that might be in the way of a 35foot clearance on the east side of Foothill Blvd.

CATS questions the figure of \$125,000 loss of sales taxes to the city if those designated buildings are torn down and "taken." One business manager, so affected told me, that his store generated \$1,500,000 in sales per year and that they were "making it" in economic terms.

During last week, considering the very hot, hot weather in downtown Hayward,

I personally spoke with eleven managers and/or owners of businesses along Foothill Blvd.. Eight are completely against the widening project; three are in favor. (Those three managers are renting their buildings.) Six owners say no to the widening and two managers, (renting their buildings) say no to the widening of Foothill Boulevard. I spoke with a total of eleven people on Sept. 6th, 9th and 10th

Although the Route 238 Working Group chose NOT to explore the CATS alternative of a loop system of one way streets, analyzed and positively supported by the transportation firm of Barton Aschman Associates in 1995, CATS supports with enthusiasm that plan for alleviating traffic congestion in downtown Hayward.

Therefore, it is the conclusion of CATS that it applauds the city of Hayward's efforts to pull back from the original grand scale of the over-widening of Foothill and Mission Boulevards. Instead the city has proposed to build a reasonable, handsome and safe boulevard for what could be labeled the middle and south roadways of present State Route 238. But within the immediate area of downtown Foothill Boulevard CATS says it should remain as it is with safety and practical modifications. CATS respectfully requests that a loop system be considered seriously by the City of Hayward. Please study this alternate as evaluated by Barton-Aschman. CATS will pursue this vision and version of solutions to Hayward's future traffic problems. Thank you.

NT

11

Aquarium Concepts No

yes

10

Furniture Clearance Center (Renters)

9

Copymat, R. Sheckler, Owner No

"A"

8

True Value, Jake Shatara, Owner No
Hardware

yes

7

Cycle Path, mgr. = Joel

6

Straight Shooter (mgr. H Barber)

"B"

5

Fineside Bank, Salwan Properties No

yes

4

Hayward Medical Supply (Renters)

3

Valero, gas station (Dasanth owner)
Hayward Gas Mart No

"C" St.

2

Wakamatsu, Joey + wife No
owners

1

51

Shell Oil - Gary?, Mgr. No

Visual Aid
by
Audrey LePell

Robert Bauman

From: Sherman Lewis [slewis@csu Hayward.edu]
Sent: Friday, September 17, 2004 1:36 PM
To: Hayward City Council; Jesus Armas; Kevin Dowling; Barbara Halliday; Bill Quirk; Roberta Cooper; Olden Henson; Bill Ward; Matt Jimenez
Subject: Foothill Mission 238 alternative project

September 17, 2004

Additional comments on the 238 Alternative Project.

1. The project needs to balance between responding to demand and shaping demand to fit the corridor. The corridor should be designed for a consistent flow rather than breaking one bottleneck so much it creates a new bottleneck. Like a water pipe, it does not make sense to vary the width; it makes sense to have a consistent size. While it is impossible to do exactly through many intersections, one part of the project seems oversized relative to the rest, the grade separation. Its design speed and capacity should be in the context of the intersections to the north. It does not make sense to have a high speed design coming into a red light. A down-scaled grade separation is less sensible if the Foothill overwidening continues, but if it is not over widened, the grade separation could be redesigned to save the gas station and the motel. The underpass could be at grade by Main St.
2. If the overwidening proceeds, some rough business plan would be helpful for downtown. Will the remainder parcels be big enough for redevelopment?
3. At the grade separation Mission upper level, the design should consider pedestrian crossing when the signal stops Mission to Mission traffic while the Foothill to Mission traffic proceeds. During this interval pedestrians could cross the diagonal from the computer store corner to the auto parts corner. Pedestrians could also be accommodated on the bridge for straight crossing when the signals stop traffic. Two right turns, Mission to Foothill and Mission to Jackson, might have to be signalized. A pedestrian bridge is a poor second.
4. Signal timing comes up but doesn't get much attention. Prioritized platooning should be considered, giving preference to Foothill peak hour, then A and D peak hour, then 2nd St. peak hour. The B and C to Jackson flow should be de-emphasized and discouraged as it is the most disruptive of grid capacity and has alternative routes. A, B, C, and D should be timed as east-west routes, discouraging to some extent left turns.
5. The proposal not only cuts off E St., but Main/Armstrong as well, with serious convenience issues for Sun Gallery, the school, and E St. apartments. Some access there for right turns could accommodate those now using E St. and relieve new pressure otherwise to be placed on D St.
6. Closing Russell Way puts more left turn traffic at A St., already a problem intersection, which will become the biggest after the grade separation is built
7. The emphasis on intersection LOS has ignored other criteria. It was good to get the sales tax info even though the city felt the need to downplay it. We also need info on neighborhood convenience.
 - a. A traffic light at Pinedale/Plunge makes sense not necessarily because of warrants but for safety and convenience; money is not a problem here.
 - b. I think you need an operations analysis at Moreau and St. Clemens; there could be a problem created by the way the traffic flows on the school properties that backs up into the intersections. A redesigned double left could work better than putting all the traffic at Calhoun. A redesigned or new drop off/pick up lane could improve operations.
 - c. The Sycamore/Highland alignment could be improved from the west side by taking part of the 99 cents store. Currently, the left turns from these side streets have a difficult geometry.

d. The Mission Bee intersection seems too big in both length and width. The only real need is for additional south to east left turn capacity. In this case the business impacts seem manageable compared to Foothill, but I would like to see some specifics and have affected parties involved.

e. The Berry to Belmont extension really does not work for the Central Blvd. based flow. The Central Berry offset is undesirable but the cure seems even worse. The volumes of traffic volumes will be low enough to allow two synchronized traffic lights that would be better than the current situation or an extension. Ask the neighbors. The traffic pattern will also be affected when the city extends Del Mar to Carlos Bee.

8. In general I understand cul-de-sacs will be pulled back from Mission or Foothill to allow direct use of more land.

9. In general, some kind of medium distance spacing of traffic signals and dispersion of left turns should work better than the current situation.

Sherman Lewis, Chair
HAPA