



**DATE:** July 21, 2020

**TO:** Mayor & City Council

**FROM:** Director of Public Works

**SUBJECT:** Adopt Resolutions Authorizing the City Manager to Execute a Memorandum of Understanding (MOU) with the Alameda County Public Works Agency for the Hesperian Boulevard and West A Street Protected Intersection Project and Appropriate \$1,250,056 for this Project from Measure BB (Local Transportation), Fund 212; Measure B (Local Transportation), Fund 215; and the Transportation System Improvement, Fund 460

## **RECOMMENDATION**

That Council adopts the attached resolutions (Attachments II and III):

1. Authorizing the City Manager to execute a Memorandum of Understanding (MOU) with Alameda County Public Works Agency (ACPWA) for the Hesperian Boulevard and West A Street Protected Intersection Project; and
2. Appropriate \$1,250,056 for this Project from Measure BB (Local Transportation), Fund 212; Measure B (Local Transportation), Fund 215; and the Transportation System Improvement, Fund 460.

## **SUMMARY**

The Alameda County Public Works Agency (ACPWA) is leading the Hesperian Boulevard Corridor Improvement Project, a project designed to benefit motorists, pedestrians, bicyclists, and transit riders through the installation of wider decorative sidewalks, pedestrian lighting, signal improvements, Class II buffered bicycle lanes, bus boarding islands, wider median areas, landscaping, and pavement rehabilitation on Hesperian Boulevard between Embers Way and West A Street.

The City has jurisdiction over approximately 20% of the right-of-way along this corridor with the entire intersection of Hesperian Boulevard and West A Street falling completely under City jurisdiction. Hesperian Boulevard and West A Street is a high vehicular volume intersection that serves as an integral north-south connection for bicyclists. This proposed project is an at-grade signalized intersection in which cyclists and pedestrians are separated from cars.

If Council approves executing an MOU and appropriates funds to the Project, the Hesperian Boulevard and West A Street Protected Intersection Project will be included as an amendment to the ACPWA contract.

## **BACKGROUND**

Hesperian Boulevard and A Street are major corridors within the City. A Street runs east-west from Hesperian Boulevard to Redwood Road and provides local access to residential areas, Downtown Hayward, commercial developments, and the I-580 and I-880 freeways. Hesperian Boulevard is a six-lane, north-south roadway that runs from E 14th Street to the Alameda Creek and provides local access to residential and commercial developments and the SR-92, I-880 and I-238 freeways. The location where these two corridors meet is a major intersection with shopping centers on all corners, a gas station, and access to the Hayward Executive Airport.

On average, 3,590 and 4,073 vehicles travel through the intersection daily during the morning and evening peak commute hours, respectively. There are also major transit transfer stops that connect riders to Downtown, California State University East Bay, Chabot College, Southland Mall, BART Stations, and San Francisco. Per Alameda County Transit ridership data, there is an average of 360 riders using the stops at this intersection daily. Given the intensity of transit usage at this location, transit riders are likely to be the predominant users of the sidewalks in this area. Although transit upgrades have been made along the Hesperian corridor, this specific intersection is not a model of walkability. The width of the intersection, heavy truck traffic, the free right-turn lane on the northeast corner, the absence of bicycle facilities, and inadequate pedestrian facilities are all factors that give rise to safety concerns. Between January 2016 and April 2019, eight reported collisions occurred within 250 feet of the intersection, two of which involved pedestrians.

On July 31, 2019<sup>1</sup>, Staff presented and requested feedback from the Council Infrastructure Committee (CIC) on the proposed conceptual plan of the intersection. The proposed conceptual design included eliminating the free right turn lane at the northeast corner of the intersection, reducing corner curb radii, directional curb ramps, sidewalk extension at the intersection (also known as pedestrian bulb-outs), installing high visibility crosswalks, implementing signal upgrades, and creating a partial protected intersection. The Committee recommend that the design be included in the County project and deferred or funding the construction to after the completion of design and development construction cost estimate.

The design cost was approximately \$75,000 for the intersection. The engineer's projected cost for the project was \$1.2 million and the project was included as a bid alternate to ACPWA's project in early February 2020 with an original bid opening date of March 3, 2020; however due to Shelter-in-Place orders, the bid opening date was postponed to May 27, 2020.

---

<sup>1</sup> <https://hayward.legistar.com/LegislationDetail.aspx?ID=4072039&GUID=6200296F-66FE-4D5A-B856-DDF561E05D50&Options=&Search=>

On May 27, 2020, four (4) bids were received and opened for ACPWA's Hesperian Boulevard Corridor Improvement Project, with the Hesperian Boulevard and West A Street Protected Intersection Project as a bid alternate. ACPWA recommended to the County of Alameda Board of Supervisors on June 30, 2020 that the project contract be awarded to the lowest bidder Ghilotti Construction, Inc., for the bid amount of \$24,160,759.18, which was also the lowest bidder for the Hesperian Boulevard and West A Street Protected Intersection Project bid alternate in the amount of \$1,250,056.

## **DISCUSSION**

As part of the City's Bicycle and Pedestrian Master Plan Update process, staff conducted bicycle and pedestrian surveys from May 2018 to November 2019 where survey participants were asked to identify locations on an interactive online map and/or paper surveys where they would like to prioritize bicycle and pedestrian improvements. The intersection of Hesperian Boulevard and West A Street ranked in the top tenth percentile (10%) of locations where both bicycle and pedestrian improvements are desired to be prioritized, as well as identifying A Street and Hesperian Boulevard separately as priority corridors. Survey participants described the intersection as stressful, uncomfortable, congested, and as one of the barriers keeping them from walking and biking more often. Moreover, AC Transit bus stops at this intersection rank in the top 15 bus stops in the City in terms of daily boardings and lightings.

Data of pedestrian collisions in the City from 2012 to 2016 show that a majority (51%) of pedestrian-involved collisions and 20% of bicycle-involved collisions occur at intersections. Hesperian Boulevard and West A Street rank third and seventh, respectively, in corridors with the highest quantity of bicycle-involved collisions. This project would have vehicles turning right separated from crossing cyclists and pedestrians, providing increased reaction times and visibility. Drivers looking to turn right will have better visibility to cyclists and pedestrians as they can look to the side for conflicts instead of over their shoulders.

Based on roadway widths, intersection configuration, collision history, vehicle speeds, vehicle volumes, proximity to trip generators and transit stops, and results from public surveys, the Bicycle and Pedestrian Master Plan recommends a Class IV Separated Bicycle Facilities on both Hesperian Boulevard and A Street corridors.

Staff is in the process of identifying intersections within the City that currently incorporate non-standard design as part of the Citywide Multi-modal Study currently underway. Collisions at this intersection, including those involving pedestrians, have doubled in the last several years. Although the intersection's current design needs to be addressed at some point, it is not one of the City's most problematic intersections based on overall collision history. What this does present is an opportunity for the City to join the County in a collaborative effort to move this intersection improvement forward and ultimately save the City future resources in the outlying years. Should the City agree to move forward with the project at this time, costs for bidding, awarding, construction management and mobilization would be significantly reduced as these costs would be covered by the County. By collaborating with the County, the City could save an estimated \$150,000 to \$180,000, in today's costs, should the project move

forward. Additionally, according to the California Construction Cost Index, construction and materials costs continue to escalate anywhere from 1.5% to 6% per year. Once construction begins within the County limits, lane closures, construction noise, and delays will be on-going within the corridor. By collaborating with the County, the two improvements become one project, thereby reducing overall costs, staged construction impacts, and disruption in the surrounding community.

**ECONOMIC IMPACT**

Active transportation options like bicycling and walking foster economic health by creating dynamic, connected communities with a high quality of life that helps support small business development, decreases transportation and healthcare costs, and increases property values, employment, and tourism. Providing alternate modes of travel reduces single lane occupancy vehicles, reduces congestion and costs related to automobile-oriented infrastructure maintenance and construction. The overall transportation system will be more efficient thus reducing travel time. Moreover, the City will become a more pedestrian and bicycle-friendly community, thus creating positive economic and health benefits and reduction of greenhouse gas emissions.

**FISCAL IMPACT**

Construction costs for this project total \$1,250,056 and staff recommends funds be appropriated from the following funds:

| <b>Funding Source</b> | <b>Project No.</b> | <b>Project Name</b>                    | <b>Available Funds</b> | <b>Amount to Appropriate</b> |
|-----------------------|--------------------|--|------------------------|------------------------------|
| Fund 212              | 05225              | D St Traffic Calming Study             | \$120,000              | \$120,000                    |
| Fund 215              | 05236              | Pavement Rehabilitation FY21           | \$2,475,000            | \$925,056                    |
| Fund 460              | 05734              | Traffic Calming Implementation Program | \$222,000              | \$180,000                    |

Using Fund 215 for this project reduces available funds for the Annual Pavement Rehabilitation FY21 project. Because there are five different funding sources for FY22 Pavement Rehabilitation, appropriating \$925,056 from Project No. 05236 (Pavement Rehabilitation FY21) leaves next fiscal year’s total at \$8,614,944 for pavement maintenance and rehabilitation.

**STRATEGIC ROADMAP**

This agenda item supports the Strategic Priority to Improve Infrastructure. Specifically, this item relates to the implementation of the following project(s):

Project 4, Part 4a. Work with AC Transit Interagency Liaison Committee to make bus transit more convenient and reliable

Project 8, Part 8b. Implement the Bicycle and Pedestrian Master Plan; Add 10 lane miles of bike lanes per year.

## **SUSTAINABILITY FEATURES**

The action taken for this agenda report will result in supporting mobility goals established as part of the City's 2040 General Plan, providing for a balanced multi-modal system of transportation facilities and services in the City.

The project will be a comprehensive effort that will guide, prioritize, and implement a network of quality bicycle and pedestrian facilities to improve mobility, connectivity, public health, physical activity, and recreational opportunities. By applying best practices, the project will increase transportation options, reduce environmental impacts of the transportation system, and enhance the overall quality of life for residents. The goal of the project is to develop convenient transportation alternatives to motor vehicles for residents, visitors, shoppers, and commuters. The resulting reduction in single occupancy vehicles will reduce vehicle miles traveled and greenhouse gases.

## **PUBLIC CONTACT**

Staff presented the conceptual design to CIC on July 31, 2019 and received feedback and support from the Committee, bicycle advocacy groups, and the public.

The project was advertised by ACPWA in accordance with established Construction Outreach Program procedures. From this, City staff received and addressed feedback and questions from Bike East Bay and Hayward residents regarding the intersection design.

The final set of plans (Attachment IV) are available to the public. All the agendas for this item were posted in compliance with the California Brown Act.

## **NEXT STEPS**

|               |   |
|---------------|---|
| July 22, 2020 | Contingent on Council's approval, Staff will notify ACPWA of its intent and begin preparation of MOU and contract amendment |
| August 2020   | Begin Construction  |

*Prepared by:* Charmine Solla, Senior Transportation Engineer  
Fred Kelley, Transportation Manager

*Recommended by:* Alex Ameri, Director of Public Works

Approved by:



---

Kelly McAdoo, City Manager