



DATE: February 28, 2023

TO: Mayor and City Council

FROM: Director of Public Works

SUBJECT: Adopt a Resolution Approving Plans and Specifications and Call for Bids for the FY23 Pavement Improvement Project No. 05240

RECOMMENDATION

That the Council adopts a resolution (Attachment II) approving the plans and specifications and call for bids for the FY23 Pavement Improvement Project (PIP), Project No. 05239.

SUMMARY

The FY23 PIP calls for the rehabilitation of 91 street sections and preventive maintenance of twenty street sections for a total of 111 street sections (Attachment III). The proposed improvements will repair failed pavement sections and improve street surfaces.

The project budget of \$15,000,000 is funded via the Gas Tax, Measure B, Measure BB, Vehicle Registration Fees, anticipated Road Repair and Accountability Act (RRAA) (SB1), and Street System Improvement funds.

BACKGROUND

On April 26, 2022¹, staff recommended Council approve a project list for the SB1 FY23 PIP Funding. A resolution was required to submit an application to the California Transportation Commission (CTC) to receive \$3,000,000 in funding for pavement improvement. The project list includes the Hayward neighborhoods within the limits of Hesperian Blvd, A Street, BART, Jackson Street, Union Pacific Railroad, and West Winton Avenue.

On June 7, 2022², staff recommended Council adopt a resolution authorizing the City Manager to execute Amendment No. 4 to the Professional Services Agreement (PSA) with Pavement Engineering, Inc., (PEI) for engineering services associated with the FY23 PIP. The scope of work for PEI is limited to engineering review, pavement evaluation, measurement of field quantities, curb ramp design, and construction support.

Council Infrastructure Committee

¹ [CITY OF HAYWARD - File #: CONS 22-252 \(legistar.com\)](#)

² [CITY OF HAYWARD - File #: CONS 22-331 \(legistar.com\)](#)

At the October 27, 2021³ Council Infrastructure Committee (CIC) meeting, staff presented the FY22 PIP including street selection criteria, treatment types, and budget allocations.

The PIP involves one of four types of treatments:

Pavement Rehabilitation:

- 1) Standard overlay of the existing street pavement with new Hot Mix Asphalt surfacing.
- 2) Cold-In-Place Recycling (CIR), which involves removing the top layer of asphalt, mixing the removed aggregates with a recycling agent and other additives on-site, replacing this pavement material onto the same roadway, then applying a Hot Mix Asphalt overlay.
- 3) Full Depth Reclamation (FDR), which consists of pulverizing and mixing distressed asphalt and underlying pavement materials with or without the addition of stabilizing agents; using the resulting material as a base for the renewed pavement structure and adding a new Hot Mix Asphalt cap.

Preventive Maintenance:

- 4) Varying combinations of: crack sealing, 6" spot repair and micro-surfacing.

Street selection for the PIP is based on staff's analysis using several criteria described below:

- **Technology** – The Pavement Management Program (PMP)⁴ evaluates current and predicts future roadway conditions. It provides logical and efficient methods of identifying street rehabilitation needs. It also determines the most cost-effective allocation of funds to the street segments needing preventive maintenance, rehabilitation, or reconstruction. Staff utilized the PMP to compile an initial list of recommended streets. This list is then revised to consider other criteria and project budget allocation parameters.
- **Social Equity** – Whether a particular area of the City has received its fair share of improvements in the past.
- **Internal Reports** - Reports from the City's Maintenance Services staff on streets needing repair were considered.
- **Council Member Input** – Council member requests for selecting streets were considered.
- **Public Input** - Public requests for selecting streets were considered.
- **Geographic Location** – Selecting streets in close vicinity to help lower construction bids was considered.

³ [CITY OF HAYWARD - File #: ACT 22-100 \(legistar.com\)](#)

⁴ The PMP is a Metropolitan Transportation Commission (MTC) recommended software program.

- **Funding Availability** – Available funding and potential for obtaining outside grant funding was evaluated.

The Pavement Condition Index (PCI) is an overall rating of road conditions. The PCI of each arterial and collector street segment is evaluated by an independent third-party every other year, and each residential street segment is evaluated every five years.

<u>PCI Rating</u>	<u>Description</u>
100	This rating is given to newly constructed or rehabilitated roadways.
85 - 99	Highly functional roadway. No action required.
70 - 85	Roadway can be maintained ("preventive maintenance") with crack sealing, slurry seals, micro-surfacing, and some minor, localized pothole repairs. As the roadway pavement ages, preventive maintenance may not be effective after a few maintenance cycles.
40 - 70	Extensive "dig-outs," grinding, fabric, or asphalt overlays may be required to maintain (or "rehabilitate") roadway.
0 - 40	Roadway requires complete reconstruction using full depth reconstruction, cold in place recycling, or hot in-place recycling methods. If a street deteriorates beyond certain points, it becomes progressively more expensive to bring that street back to the desired standard.

As part of the 2018 Capital Improvement Program (CIP) agenda item at the September 26, 2017⁵ CIP meeting, Council reviewed and agreed to the following budget allocations for annual pavement improvement projects:

- Minimum 20% for preventive maintenance (streets with PCI of 70-85).
- Minimum 15% for streets located in Industrial Hayward as recommended by the Economic Development Strategic Plan in 2014.
- Minimum 10% for deteriorated streets (streets with PCI of 0-30).

DISCUSSION

Based on staff's analysis using the criteria described above, the project parameters are as follows:

⁵ <https://hayward.legistar.com/LegislationDetail.aspx?ID=3162145&GUID=271A23E5-9011-4B2B-9B73-99C315A0FDD1&Options=&Search=>

Project Budget Allocation	Goal	Current Performance	Difference
Preventive Maintenance Treatment	20% minimum	20%	0%
Streets Located in Industrial Hayward	15% minimum	25%	10%
Streets with PCI Less than 30	10% minimum	35%	25%

The project budget allocation is skewed towards streets in very poor condition (PCI less than 30) due to various reasons:

- Including streets in very poor condition with high number of resident requests in order to improve and increase equity in distribution of City services (Depot Rd, Tyrell Ave, Redbud Ln, Lester Ave).
- The establishment of the Old Highlands (OHHA) Assessment District requires the inclusion of streets from the area (Parkside Dr, Home Ave, Hillcrest Ave, Call Ave, Chronicle Ave).

This selection requires both judgement and experience. Staff has engaged an experienced consultant, PEI, to confirm the selection of streets segments, the approximate level of treatment for each and provide engineering support services.

9.8 street miles of bike lane striping will be installed at the following locations:

- Longwood Ave, Hesperian Blvd to Klamath Rd (1.0 miles)
- Thelma St, Memorial Wy to Longwood Ave (0.8 miles)
- Elmwood St, Fuller Wy to Amador St (0.8 miles)
- Depot Rd, Industrial Pkwy to West End (2.2 miles)
- Tyrrell Ave Schafer Rd to Tennyson Rd (1.5 miles)
- Cabot Blvd, Depot Rd to North End (2.9 miles)
- Skywest Dr, Sueirro St to West A St, (0.6 miles)

On November 15, 2016^[1], Council adopted a resolution authorizing a Community Workforce Agreement (CWA) with the Alameda County Building Trades Council (BTC), which applies to City projects with construction costs of \$1,000,000 or more. The agreement requires contractors to use local union hiring halls, encourages contractors to employ Hayward residents or Hayward Unified School District graduates, and requires hired workers to pay union dues and other benefit trust fund contributions, etc. Because the construction cost estimate for the FY23 PIP project is more than \$1,000,000, the CWA agreement applies to this project.

ECONOMIC IMPACT

The project is funded by City's CIP Program and State RRAA (SB1) funds and there is no impact on the General Fund. Repaving City streets is beneficial for both residents and

^[1] <https://hayward.legistar.com/LegislationDetail.aspx?ID=2882111&GUID=118B2EF9-1D2C-471F-999E-4BE0929706A0&Options=&Search=>

people travelling within the City, reducing damage to vehicles and creating an environment that is well maintained. This maintenance may spur further investment in the City.

FISCAL IMPACT

The estimated project funding sources are as follows:

• 210 - Gas Tax	\$3,222,000
• 211 – RRAA (SB1)	\$3,350,000
• 212 - Measure BB – Local Transportation	\$4,350,000
• 215 - Measure B – Local Transportation	\$1,409,000
• 218 – Vehicle Registration Fee	\$1,025,000
• 450 – Street System Improvements	<u>\$1,644,000</u>
<i>Total:</i>	\$15,000,000

STRATEGIC ROADMAP

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

Project 5, Part 5a: Maintain Pavement Condition Index (PCI) at 70.
Project 5, Part 5c: Construct various OHHA Pavement Improvements

SUSTAINABILITY FEATURES

The project requires the contractor to recycle all construction and demolition debris generated from the project.

This project is consistent with City’s Complete Streets Policy and improves travel for all users including:

- Improved pavement for motorists
- Additional bike lanes and sharrows for bicyclists
- More visible pavement markings for pedestrians, including near school zones
- New or upgraded curb ramps to meet the recently revised Caltrans standards for pedestrians

The project satisfies the following General Plan policies:

- PFS-7.10 Recycled Products or Processes for Capital Projects
- HQL-2.5 Safe Routes to School
- HQL-2.6 Education on Sharing the Road
- M-1.7 Eliminate Gaps (in pedestrian networks)
- M-3.1 Serving All Users
- M-5.1 Pedestrian Needs
- M-5.6 Safe Pedestrian Crossings
- M-6.2 Encourage Bicycle Use

As mentioned earlier, the project will also include installation of about 10 miles of bike lanes.

PUBLIC CONTACT

Immediately after the construction contract is awarded, a preliminary notice explaining the project will be posted and distributed to all residents and businesses along the affected streets. After the construction work has been scheduled, signs on barricades will be posted seventy-two hours prior to commencement of work indicating the date and time of work for each street. Residents will be advised to park their vehicles on side streets outside of the work area during the period when the streets are being treated.

NEXT STEPS

March 2023	Bid Opening
April 2023	Award of Contract
May 2023	Start of Construction
October 2023	End of Construction

Prepared by: Kathy Garcia, Deputy Director of Public Works

Recommended by: Alex Ameri, Director of Public Works

Approved by:



Kelly McAdoo, City Manager