



DATE: September 14, 2023
TO: Council Infrastructure Committee
FROM: Director of Public Works
SUBJECT: Review and Comment on Next Steps of Patrick Ave/Gading Road Complete Street Project

RECOMMENDATION

That Council Infrastructure Committee (CIC) reviews and comments on the next steps for the Patrick Avenue/Gading Road Complete Street Project.

SUMMARY

Phase 1 of the Patrick Avenue/Gading Road Complete Street Project (Project), located on Patrick Avenue between Tennyson Road and Gading Road, was approved by Council on October 12, 2021¹ and, after an extensive, year-long community engagement, was successfully implemented during the Fall of 2021. The improvements included a road diet transforming the existing four-lane roadway into a three-lane roadway to enhance traffic calming measures. Additionally, Class II buffered bike lanes, green pavement conflict areas for bike lanes, high-visibility crosswalk markings, and rapid flashing beacons at three uncontrolled school crosswalks were implemented to enhance safety for both pedestrians and cyclists.

The Transportation Division would like to begin Phase 2 of the Project, located on Gading Road between Patrick Avenue and Harder Road. This stage will consist of similar improvements implemented during Phase 1 to ensure a seamless consistency across the entire corridor. Once Phase 2 is complete, the Project will provide additional safety, better access, and mobility benefits for all modes of traffic.

BACKGROUND

The Hayward 2040 General Plan includes Goal Mobility-3, to provide Complete Streets, designed to balance the diverse needs of users of the public right-of-way. The 2040 General Plan provides the long-term vision and goals that serve as the foundation for implementing

¹ <https://hayward.legistar.com/LegislationDetail.aspx?ID=5165208&GUID=88E7D944-4AB5-4C20-A60F-E8E762840BE3&Options=&Search=>

transportation projects. The General Plan Guiding Principle 7 states that “Hayward residents, workers, and students should have access to an interconnected network of safe, affordable, dependable, and convenient transportation options.” Furthermore, the Mobility Element within the General Plan establishes goals and policies to improve the mobility of people and goods within and through the City. Rather than focusing on automobile transportation, the Mobility Element seeks to create a balanced transportation network that supports and encourages walking, bicycling, and transit ridership. Specifically, Goal M-4.7: Neighborhood Traffic Calming of the Local Circulation subcategory states that “the City shall continue to evaluate circulation patterns and implement appropriate traffic calming measures to prevent speeding in neighborhoods. Local access and circulation effects not only vehicular travel, but also walking, biking, and transit. Local access and circulation for all modes include managing the roadway system to improve traffic flow while protecting the neighborhoods from speeding motorists.

On March 19, 2013, Council adopted Resolution No. 13-027, supporting a citywide Complete Streets Policy to support design and development of a comprehensive, integrated transportation network to allow for safe, convenient travel along and across streets for all users. The Complete Streets Policy implements the California Complete Streets Act and requirements adopted by the Metropolitan Transportation Commission and Alameda County Transportation Commission that require the development of complete streets in order receive transportation infrastructure funding.

On June 20, 2017², Council adopted the Complete Streets Strategic Initiative. The overarching purpose of the Complete Streets Strategic Initiative is to build and maintain streets that are safe and comfortable to travel for everyone, regardless of age or ability. Three goals are identified in the Complete Streets Strategic Initiative.

- Goal 1 - “prioritize safety for all modes of travel”
- Goal 2 - “provide complete streets that balance the diverse needs of users of the public right-of-way”
- Goal 3 - “maintain sufficient funding to provide for existing and future transportation facility and service needs, including the operation and maintenance of the transportation system”

Complete street improvements are supported by all these aforementioned policies that Council has adopted to ensure the City builds streets that are safe and accommodates all road users for travel regardless of age or ability. There are various methods in making complete streets. One method for incorporating a complete street is implementing traffic calming measures, such as road diets or vehicular lane width narrowing. Traffic calming is a term used to describe a full range of methods to slow cars through neighborhoods and balances the uses of a street, so no one mode can dominate at the expense of another.

² <https://hayward.legistar.com/LegislationDetail.aspx?ID=3084750&GUID=9F1F7633-072E-4D44-A161-E953CAD3542E&Options=&Search=>

Complete street improvements are the combination of measures that reduce the negative effects of motor vehicle use, alter driver behavior, calm traffic, and improve conditions for non-motorized street users. The traditional road safety benefits of lower vehicle speeds include saving lives and reducing the impact and likelihood of collisions. However, speed reduction has important additional benefits that increase the quality of life for society-at-large. These benefits include a reduction in traffic noise, pollution, greenhouse gases, average fuel consumption, and barrier effects. Moreover, these effects will encourage cycling and walking that have wider health benefits for society. Speed reduction through the implementation of complete street improvements through traffic calming thus pays off in numerous ways. Road diets and vehicular lane narrowing may be implemented through cost-effective pavement striping modifications and offer potential benefits to all road users.

The City's Pavement Improvement Program has traditionally provided the most cost-effective opportunities for implementing bicycle facilities and enhanced pedestrian facilities. When planning in conjunction with reconstruction or overlay projects, the change in cross section may be completed with relatively little additional costs. Complete street improvements can typically cost \$25,000 to \$40,000 per mile, depending on the number of lanes that need to be repainted; thus, traffic calming improvements can be implemented at modest additional cost if implemented in conjunction with the City's Annual Pavement Improvement Project.

Furthermore, on October 12, 2021³, Council approved Phase 1 of the Patrick Avenue/Gading Road Complete Street Project and the improvements were successfully implemented during the Fall of 2021.

DISCUSSION

Gading Road between Patrick Avenue and Harder Road is a five-lane roadway with no bicycle facilities. Gading Road serves residential, religious institutions, and Glassbrook Elementary School. This segment of Gading Road carries an Average Daily Traffic (ADT) volume of approximately 12,500 vehicles per day. While the posted speed limit is 25 MPH, the 85th percentile speed based on a three-day speed survey conducted in April 2023, was 35 MPH. This means that 85% of motorists are traveling at 35 MPH or slower and that 15% of motorists are traveling at a speed faster than 35 MPH. Based on the data collected and analyzed, staff determined that Gading Road would benefit from traffic calming measures.

According to the Federal Highway Administration (FHWA) Road Diet Informational Guide, roadways with an ADT volume ranging between 10,000 – 15,000 vehicles per day are good candidates for a three-lane road diet conversion. A road diet repositions existing pavement markings to better meet the needs of all road users. In the context of Gading Road, a road diet will convert the existing five-lane roadway to a three-lane configuration. There are several benefits of a road diet, which are summarized below:

³ <https://hayward.legistar.com/LegislationDetail.aspx?ID=5165208&GUID=88E7D944-4AB5-4C20-A60F-E8E762840BE3&Options=&Search=>

- A reduction in the number of through lanes can calm traffic, reduce weaving, reduce the number of lanes for pedestrians to cross, and reduce left-turn conflicts.
- A two-way left-turn lane (TWLTL) may reduce head-on crashes by dividing opposing traffic and reduce rear-end crashes by providing left-turning vehicles their own lane.
- Wider shoulders provide recovery room should drivers depart the travel way. They can also provide buses or delivery trucks room to pull out of the travel lane, allowing vehicles to pass.
- Pedestrian, Bicycle, and Transit Facilities provide a dedicated space for these users, which can increase motorists' recognition that they are using the roadway. Dedicated bicycle/transit lanes provide visible cues that can improve driver awareness.

Additionally, the 2020 Bicycle and Pedestrian Master Plan proposes a Class IV separated bicycle facility on Gading Road from Patrick Avenue to Harder Road. While a Class IV separated bike facility is not feasible on Gading Road due to street parking and multiple driveways along the corridor, a Class II buffered bike lane is achievable with a road diet.

Staff prepared the first draft of the Phase 2 striping design plan⁴ and shared it with the Fire, Police and Maintenance Services Departments in July 2023 to obtain their initial feedback. Staff received positive feedback from all Departments for the complete street improvements on Gading Road.

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 cost, 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

The Project is reimbursable through the City's Transportation Development Act Article 3 Grant Project No. 05307, which is provided by the Metropolitan Transportation Commission and administered by Alameda CTC.

⁴ <https://www.dropbox.com/scl/fo/9e7if8nd4blymzue9haco/h?rlkey=rpwyotyqn5a34xwasqx7y8ck6&dl=0>

STRATEGIC ROADMAP

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

Invest in Multi-Modal Transportation

Project N5: Implement six intersections for Safe Route for Seniors in the downtown area

Project N6: Continue to add approximate 10 miles of bike lanes annually, with a focus on protected bike lanes and intersections that have high traffic/incidents

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 Hayward.

The plan 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 plan 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

Transportation Division Staff will begin public outreach for Phase 2 of the Project after receiving feedback from the Committee on Next Steps.

NEXT STEPS

Winter 2023 Conduct Community Meeting #1

Prepared by: Kathy Garcia, Deputy Director of Public Works

Recommended by: Alex Ameri, Director of Public Works

Approved by:



Kelly McAdoo, City Manager