



DATE: April 28, 2021
TO: Council Infrastructure Committee
FROM: Director of Public Works
SUBJECT: Safe Routes for Seniors Program

RECOMMENDATION

That the Council Infrastructure Committee (CIC) reviews and comments on the Phase I engineering design and proposed improvements for the Safe Routes for Seniors (SR4S) Program.

SUMMARY

The SR4S Program targets pedestrian improvements designed to improve accessibility for senior residents and visitors. Given the concentration of facilities serving senior residents in and around the Downtown, this project focuses primarily on the Downtown area of Hayward. The ongoing program will equitably address accessibility for seniors throughout the Hayward community. The purpose of this report is to present phase I of the engineering design process to the CIC. Phase I focused on the existing conditions, evaluation, community outreach, and culminated in the selection of preferred concept plans.

BACKGROUND

Walking is a key element in the quality of life for seniors. The simple act of walking can help improve seniors' physical and mental well-being. After receiving approval from the Alameda County Transportation Commission (ACTC), the City's Community Services Division and Public Works & Utilities Department are working together to utilize \$3.7 million of ACTC's Direct Local Distribution (DLD) funds from Measure BB for the SR4S program.

The purpose of the SR4S program is to improve pedestrian walkability by increasing pedestrian safety and removing the existing physical barriers and challenges for seniors. The study area is in Downtown Hayward between A Street, D Street, Foothill Blvd, and the BART train tracks. The Downtown was chosen as the initial project implementation site because it has the highest concentration of senior facilities in the City. There are twenty-three senior facilities in the Downtown area within a half-mile radius of the project limit, including eight adult residential facilities, and three adult day programs. The program will impact thousands of seniors within a half-mile radius of the Downtown area. Additionally, many seniors, who routinely visit the Downtown, for entertainment and cultural purposes, will also benefit from the proposed pedestrian safety improvements.

After selecting the study area, the team developed a list of possible pedestrian safety improvements by using several industry standard guides, reference manuals, plans, programs, and toolkits developed by local and national transportation agencies. On July 2 and July 27, 2019, City staff, with the help of local senior housing facilities and senior centers, engaged in two outreach meetings. The purpose of these meetings was to present the list of possible pedestrian safety improvements, identify obstacles for walking, and prioritize the intersections based on the level of pedestrian safety and walkability for seniors. The meetings included a presentation, two design activities, and a survey. Staff introduced the project and possible pedestrian safety improvements, and seniors engaged via passive mapping activities where they selected which intersections are difficult to cross. Figure 1 shows examples of the mapping activities by seniors at the outreach meetings. The results from the activities and survey depicting the most significant obstacles for seniors to walk in Downtown Hayward are:

- Difficulty to cross intersections
- Speeding on the Downtown streets
- ADA Accessibility Ramps
- Safety issues, and
- Lack of sufficient pedestrian signals

Figure 1: First and Second Community Meeting Engagement

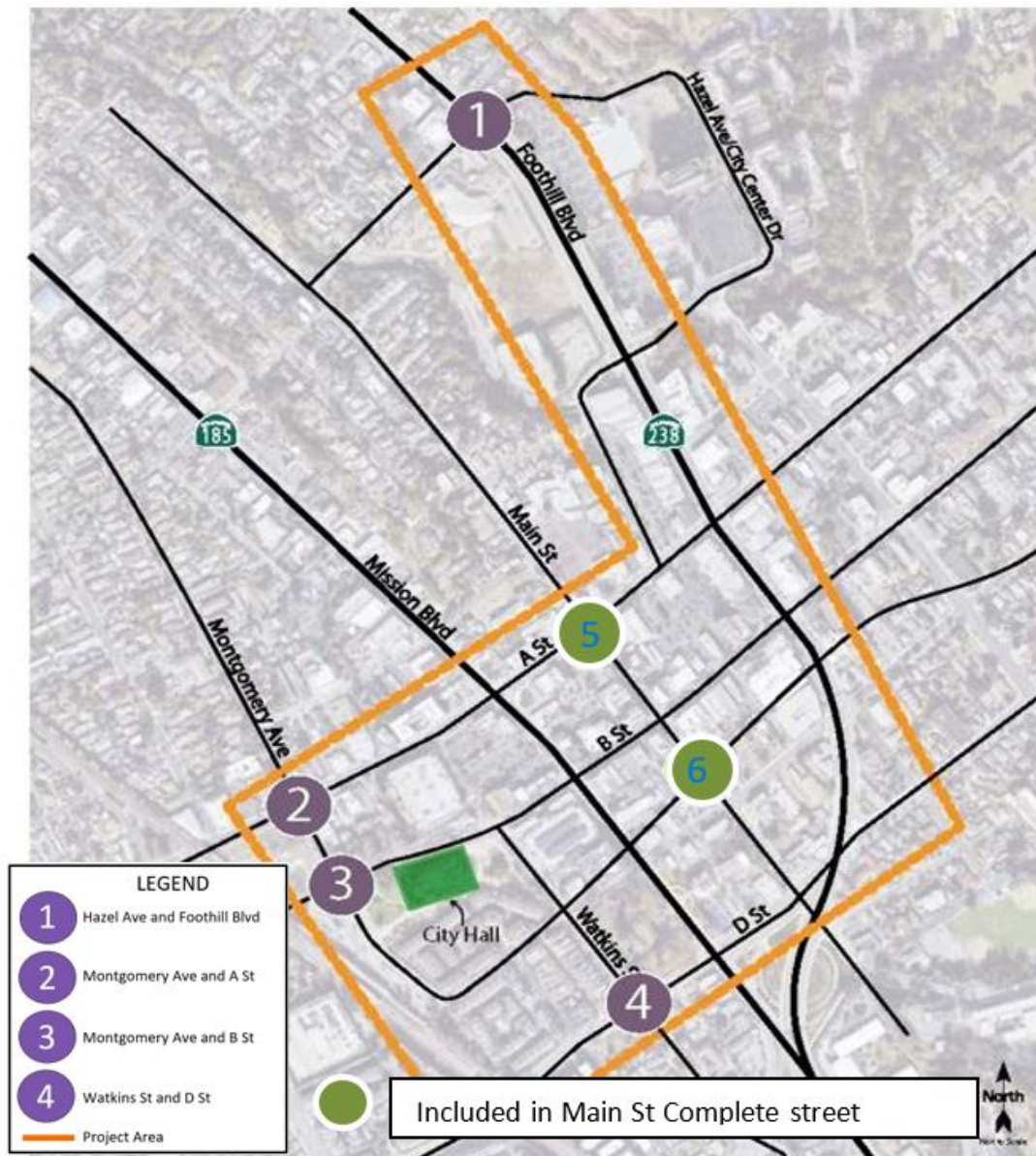


After analyzing results from the community meetings and collision data, staff prioritized the intersections located in the study area and narrowed down the scope to five signalized and one unsignalized intersections. The selected six intersections are shown below:

1. Hazel Ave./City Center Dr. and Foothill Blvd.
2. A St. and Montgomery Ave.
3. B St. and Montgomery Ave. (Unsignalized)
4. Watkins Ave. and D St.
5. A St and Main St.
6. C St and Main St.

The locations of these six intersections within the study area are shown in Figure 2. To increase efficiency and prevent disturbing the area twice, A Street/Main Street, and C Street/Main Street intersection improvements will be included in the design and construction of the Main Street Complete Streets Project, which is currently in the design phase. The SR4S Program will contribute the appropriate share of the design and construction costs of these intersection improvements to the Main Street Project.

Figure 2: Selected Intersection Locations



A Request for Proposals (RFP) was issued on June 26, 2020 to solicit Engineering Design Consultants. Notification was published on the City's website and direct emails with the RFP were sent to eleven consultants known for their expertise and experience. The proposal evaluation panel selected the final candidate based on their ability to perform the work, the proposed budget and schedule, and demonstrated relevant experience along with the ability to communicate and work effectively with the public and staff.

The engineering design process includes two phases. The purpose of this report is to provide background on Phase I. Phase I focused on the existing conditions, evaluation, community outreach, and culminated in the selection of preferred concept plans. Phase II will start after the selection of the preferred plans and will encompass the preparation of the construction documents.

DISCUSSION

Staff and the design team evaluated several innovative and creative intersection improvements. Phase I began with the development of an Existing Conditions Report (ECR). As part of the first task of the study effort, this report analyzed baseline conditions, opportunities, and constraints of selected intersections. This included:



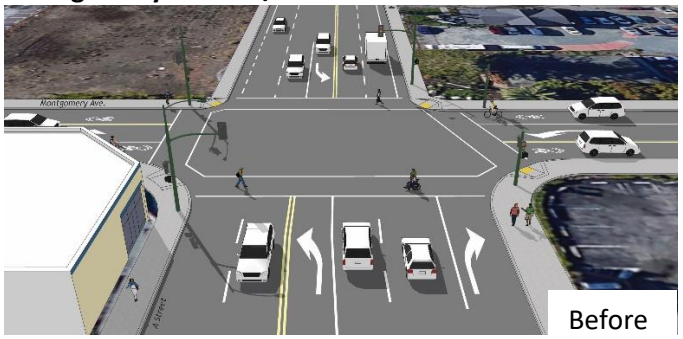

- Reviewing policy documents, infrastructure plans, and existing traffic.
- Conducting site reconnaissance including a visual review of existing traffic signal operations and equipment, connection points, crossing lengths, existing terrain, special features, road geometry, existing utilities, and pedestrian amenities.
- Providing topographic surveying and mapping.
- Traffic volume counts, collision analysis, and operation analysis investigation.
- Corner assessment and analysis of the intersection operations, design opportunities and constraints for each intersection.

An Intersection Operation Analysis Report was completed to show the relative change in delay due to geometric changes versus signal timing and phasing changes. The results indicate all existing timing parameters are maintained. The corner assessment study indicates desirable and undesirable locations to implement improvements for each intersection. The ECR summarizes analysis and provides opportunities and constraints for each intersection. Following the receipt of the ECR, the team developed a list of possible intersection improvement measures for the selected intersections shown below:

- Reduce pedestrian crossing distances
- Provide a median refuge for longer crossings
- Reduce the size of intersections as much as possible.
- Eliminate unusual or confusing geometrics
- Ensure that all crosswalks are perpendicular to the roadway
- Separate vehicles and pedestrians by time and space as much as possible.
- Increase visibility and conspicuousness of pedestrians
- Provide signal equipment and signage in larger formats to be more obvious to pedestrians
- Reduce vehicle speeds

The project team prepared a Recommended Modifications Memorandum. The recommendations for each intersection were presented in four categories of geometric, equipment, and operation

changes, and signing and striping. The geometric changes are presented in both plan view and 3D view illustrations shown in table below.

<p>Foothill Boulevard/Hazel Avenue-City Center Drive intersection</p>  <p style="text-align: right;">Before</p>  <p style="text-align: right;">After</p>	<p><u>Recommended Geometric Changes</u></p> <ul style="list-style-type: none"> • Remove northbound and southbound right-turn lanes. • Extend curbs on all four corners facing Foothill Boulevard and towards Hazel Avenue on the northeast corner. • Widen medians on Foothill Blvd. • Install directional Americans with Disabilities Act (ADA) ramps. • Reposition existing crosswalks. <p><u>Recommended Equipment Changes</u></p> <ul style="list-style-type: none"> • Signal poles to be moved to accommodate bi-directional ramps. • Install pedestrian push buttons in Foothill Boulevard median. • Increase volume of audible pedestrian signals and intensity lighting. <p><u>Recommended Signal Operation Changes, and Signing and Striping</u></p> <ul style="list-style-type: none"> • Include a lead pedestrian phase for all pedestrian calls (4 seconds included). • Maintain protected left-turn phasing. • Increase pedestrian crossing time. • Install 'No Right Turn on Red' extinguishable message signs. • Restripe continental crosswalks and Enhanced pedestrian warning signs.
<p>Montgomery Avenue/A Street</p>  <p style="text-align: right;">Before</p>  <p style="text-align: right;">After</p>	<p><u>Recommended Geometric Changes</u></p> <ul style="list-style-type: none"> • Remove westbound right turn lane. • Extend curbs on the northeast corner facing south. • Install directional ADA ramps and advance stop bars. • Reposition crosswalks to accommodate new directional ADA ramps. <p><u>Recommended Equipment Changes</u></p> <ul style="list-style-type: none"> • Proposed protected left-turn phasing. • Relocate ped push buttons poles closer to ADA ramps. • Provide larger font signage on push button and increase volume of audible pedestrian signals. • Increase intensity lighting. <p><u>Recommended Signal Operation Changes, and Signing and Striping</u></p> <ul style="list-style-type: none"> • Include a lead pedestrian phase for all pedestrian calls (4 seconds included). • Include protected left-turn phasing. • Increase pedestrian crossing time. • Install 'No Right Turn on Red'. • Restripe continental crosswalks.

Montgomery Avenue/B Street



Before



After

Recommended Geometric Changes

- Relocated Greyhound bus stop approximately 140 feet further west.
- Extend bike lanes on D Street from the west to the intersection with Montgomery Avenue.
- Allow enough room for future bike lanes on B Street to the east.
- Redesign south leg with raised crosswalk.
- Install directional ADA ramps and advance stop bars
- Redesign east and west leg crosswalks.
- Reposition existing crosswalks.

Recommended Signing and Striping

- Restripe continental crosswalks.
- Enhanced pedestrian warning signs.

Watkins Avenue/D Street



Before



After

Recommended Geometric Changes

- Eliminate southern eastbound through lane and extend curb to narrow D Street.
- Install directional ADA ramps and install advance stop bars.
- Redesign south leg crosswalk.
- Reposition existing crosswalks.

Recommended Equipment Changes

- Install new signal poles for the proposed protected left-turn phasing (N-S).
- Relocate ped push buttons poles.
- Provide larger font signage and increase volume of audible pedestrian signals.
- Install larger pedestrian signal heads and intensity lighting.

Recommended Signal Operation Changes, and Signing and Striping

- Include a lead pedestrian phase for all pedestrian calls (4 seconds included).
- Convert N-S phases to include protected left-turn phasing.
- Increase pedestrian crossing time
- Install 'No Right Turn on Red'.
- Restripe continental crosswalks.
- Enhanced pedestrian warning signs.

Based on input received from the public and the CIC, the team will prepare exhibits showing the preferred plan. The final plan will be available in 3D view for each intersection on the City's website for final public review and input. Phase II includes the preparation of the construction documents, and will start after the selection of the preferred plan.

ECONOMIC IMPACT

The SR4S program fosters economic activities by making walking in Downtown Hayward safe, pleasant, and accessible for all. It can result in a reduction of single lane occupancy vehicles, reduced congestion, and less costs related to automobile-related infrastructure maintenance and contributes to the overall efficiency of the transportation system.

FISCAL IMPACT

The project is in the initial stages and cost estimates are preliminary. The project will not have a direct fiscal impact on the General Fund. The project will utilize the City's Measure BB Paratransit special revenue fund derived from Measure BB sales tax revenues administered by Alameda CTC. The FY 2019-2021 Annual Paratransit Program Plan allocated \$2.7 million of Measure BB infrastructure improvements funds toward SR4S program. An additional \$1 million was allocated in FY 2022 to continue and expand the program. There are sufficient funds available in the Measure BB Paratransit fund balance (Fund 214). The recommended appropriation will enable the City to utilize these funds in a timely manner.

STRATEGIC ROADMAP

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

- Project 1: Improve Access and Mobility in Downtown Hayward
- Project 8, Part 8e: Implement the Bike & Ped Master Plan; Assess Safe Routes for Seniors in the downtown area
- Project 8, Part 8f: Implement the Bike & Ped Master Plan; Implement Safe Routes for Seniors in the downtown area

SUSTAINABILITY FEATURES

The plan will be a comprehensive effort to improve connectivity, public health, physical activity, and recreational opportunities. By applying best practices, the program will increase transportation options, reduce environmental impacts of the transportation system, and enhance the overall quality of life for residents. The goal of the program is to make walking in Downtown Hayward safe, pleasant, and accessible for all while prioritizing senior community residents. The resulting reduction in single occupancy vehicles will reduce vehicle miles traveled and greenhouse gases.

PUBLIC CONTACT

On July 2 and July 27, 2019, staff engaged in two outreach meetings to gather seniors' input on their mobility needs. The purpose of these meetings was to identify obstacles for walking, encourage walking as a transportation option, and develop design solutions to improve walkability and safety for the senior residents.

Following the development of conceptual design improvements, the team conducted public outreach to receive community feedback regarding proposed improvements for each intersection. An online community meeting was held on March 8, 2021. Notification of the meeting was provided to individuals from the project mailing list as well as through Nextdoor, Facebook, Instagram, Twitter, and the dedicated City webpage. Meeting notification flyers were sent to the senior facilities located in the study area. The meeting was attended by eleven residents as well as City staff and members of the consultant team. The consultant's presentation included an overview of the project, a discussion of the key concerns at the four study intersections, and a review of the improvements recommended for each intersection in a 3D view illustration. The illustrations provided a clear view and gave a better understanding of the proposed recommendations. There were eleven comments presented by participants, which were a combination of expressions of support for the project, clarification questions, and intersection-specific recommendations. Staff also received seven comments through emails from the senior residents.

To expand outreach beyond the meeting, an online survey was prepared through SurveyMonkey. The survey was made available in both English and Spanish and was distributed to senior residential facilities and as well as the distribution networks used for the meeting notification. The survey solicited input from respondents on the project proposals based on images of existing conditions and the proposed improvements for each of the four project intersections. There were 25 survey responses; support for the proposals at each intersection ranged from 65% to 75%, and 71% of respondents indicated that they would be likely to walk more if the proposals were implemented. Survey respondents also provided comments, which primarily focused on the need for curb extensions to be designed to accommodate bike lanes where needed.

Based on input received from the public and the CIC, the team will prepare exhibits consisting of the preferred plan. The final plan will be available in a 3D view illustration for each intersection on the City's dedicated webpage to receive public input.

NEXT STEPS/SCHEDULE

Final Design Phase	Summer 2021
Publish and Award Construction Contract RFP	Summer 2021
Construction	Fall 2021

Prepared by: Dr. Ayeh Khajouei, Associate Transportation Planner

Recommended by: Alex Ameri, Director of Public Works & Utility

Approved by:



Kelly McAdoo, City Manager