

Memorandum

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: January 25, 2012

Reference No.: 2.3a(1)
Action item

From: NORMA ORTEGA
Chief Financial Officer

Prepared by: Terry L. Abbott
Chief Division of Design

Subject: ROUTE ADOPTION – STATE HIGHWAY, 04-CC-04 PM T30.1/T43.7
RESOLUTION HRA 12-01

RECOMMENDATION:

Submitted for transmittal to the California Transportation Commission (Commission) are Transfer of State Highway Location Resolution HRA 12-01 and a route location map for State Highway Route (SR) 4. The California Department of Transportation (Department) recommends that the Commission approve the resolution and the route location map in accordance with the recommendation of the Acting Chief Engineer. The resolution grants approval of route adoption of SR 4 in the cities of Antioch and Brentwood, in the county of Contra Costa from Post Mile (PM) T30.1 to T43.7.

ISSUE:

The State Route 4 Bypass Authority and the Department propose to transfer the State Route 4 highway location from its existing location through the downtown areas of the Cities of Oakley and Brentwood to a new proposed alignment west of the existing alignment. Request for approval of this Transfer of State Highway Location Route Adoption, the freeway route adoption and relinquishment of the existing SR 4 to the respective jurisdictions are being presented as concurrent actions on this month's agenda, (see Resolutions HRA 12-01, HRA 12-02 and R-3824 through R-3826). A project report was approved on January 12, 2012. An environmental impact report was prepared for California Environmental Quality Act and the document was approved on December 13, 1994.

Recommended by: _____
ROBERT PIEPLOW
Acting Chief Engineer

BACKGROUND:

The purpose of this transfer of highway location (Transfer) is to establish a new alignment for a portion of State Route (SR) 4. The Transfer portion consists of a local road known as State Route 4 Bypass Road and Marsh Creek Road as shown on the attached vicinity map. In a related agenda item the superseded portion of existing SR 4 from the SR 160 and Main Street interchange to the Byron Highway and Marsh Creek Road intersection (Relinquishment) will be relinquished to the Cities of Oakley and Brentwood and Contra Costa County. The Department of Transportation (Department) and the State Route 4 Bypass Authority (Authority) are jointly proposing this transfer of highway location and relinquishment. Authority will provide a financial contribution of \$4.01 million to these local agencies as cost of relinquishment.

SR 4 is part of the National Highway System. It is on the Interregional Road System (IRRS) and is a Surface Transportation Assistance Account (STAA) route. SR 4 is the only major west/east transportation corridor through northern Contra Costa County, providing direct access from Antioch, Brentwood and Oakley to the greater Bay Area to the west, and serving as a link between Contra Costa County and San Joaquin County to the east.

SR 4 runs west to east beginning in Contra Costa County at Interstate (I) 80 in the city of Hercules. It intersects with I-680 in the city of Concord and SR 160 in the city of Antioch. From the SR 160 and Main Street interchange in the city of Pittsburg SR 4 follows Main Street eastward and south through the city of Oakley. At the Oakley and Brentwood city limit, SR 4 continues south on Brentwood Boulevard through downtown Brentwood to the intersection with Marsh Creek road and Byron Highway in Contra Costa County. SR 4 continues eastward south of the Discovery Bay community as a conventional two-lane highway to Route 99 near Stockton. It is briefly a freeway before continuing further eastward as a conventional highway to Route 89, in Alpine County, near the California/Nevada state line.

SR 4 is in the Freeway and Expressway System from I-80 eastward to Route 65, east of Route 99. In 1949, the California Highway Commission adopted as freeway the portion of SR 4 from Railroad Avenue in the city of Pittsburg to 1.3 mile east of Hillcrest Avenue, at the junction with SR 160, in the city of Antioch. In 1966, the Department and Contra Costa County approved a Freeway Agreement that included a future freeway-to-freeway interchange at the SR 4/SR 160 junction where the proposed Transfer begins. Starting at the SR 160/Main Street interchange SR 4 has no access control as it continues eastward through Contra Costa County.

In 1989, the Cities of Brentwood and Antioch and Contra Costa County formed the Authority as a public entity through a Joint Exercise of Powers Agreement (JEPA) to work with the Department to develop and construct the Transfer facility. The Authority was empowered to conduct project development and environmental approval for the construction of a new local road (State Route 4 Bypass Road) to serve as an alternative to the existing SR 4. Since that time, the JEPA has been amended to add the City of Oakley to the Authority membership and to include design, right of way, and construction of the State Route 4 Bypass Road.

The East Contra Costa Regional Fee and Financing Authority (ECCRFFA) was formed in 1994 by the cities of Antioch, Brentwood and Pittsburg, and Contra Costa County. The City of Oakley became a member of the ECCRFFA when it was incorporated in 1999. The ECCRFFA collects transportation impact fees from new developments to help fund projects to mitigate the developments' impact on the regional transportation system.

The proposed relinquishment is 12.4 miles of conventional highway from the SR160/Main Street Interchange to the intersection of Byron Highway and Marsh Creek Road. The relinquishment is segmented as follows: 5.2 miles are within Oakley, 3.8 miles within Brentwood, and 3.4 miles within the unincorporated area of Contra Costa County. It consists of both two-lane rural sections and four-lane urbanized sections with residential, retail and commercial properties that have direct driveway access throughout this segment of the route.

There are 17 signalized intersections along the existing facility proposed for relinquishment. This segment extends through a recently built-up urban/suburban area that combines with a strong agricultural/farming base especially east of Brentwood. Posted speeds on the existing facility vary from a 15 mph warning sign at a right angle curve in Brentwood to 55 mph south of Brentwood. On-street parking is permitted along various segments and at-grade pedestrian crossings are common. Interregional and regional traffic is a substantial percentage of traffic on SR 4. The corridor experiences higher than average truck traffic, which significantly impacts local traffic. Residential and retail growth, local commuter travel, regional goods movement, and recreational through trips contribute to significant congestion and delay during daytime hours. Due to major constraints posed by existing utilities and by commercial, retail and residential land uses, the feasibility of improving the existing SR 4 to its statutory designation as freeway or expressway is highly improbable and cost prohibitive. The proposed Transfer route adoption will enable the upgrade of SR 4 to freeway and expressway standards.

The Transfer will serve the increasing traffic demand generated by population growth of eastern Contra Costa County. It is expected that between the years 2000 and 2025, eastern Contra Costa County population will increase by 53 percent (from 76,000 to 116,000 households) and jobs will increase by 134 percent (from 47,000 to 110,000). This growth is straining the existing transportation facilities throughout the eastern county. The Transfer will be an access-controlled, high-speed facility on a new alignment that will ease through-traffic congestion in downtown Oakley and Brentwood and will provide improved access to the growing areas of southeast Antioch and western Brentwood.

The Authority has served as the California Environmental Quality Act lead agency for the Transfer, freeway designation route adoption and the Relinquishment. In October 1993, the Authority released for public review the State Route 4 Bypass Road project Draft Environmental Impact Report (DEIR), held public hearings on November 21 and December 8, 1994, and approved the project and certified the Environmental Impact Report (EIR) on December 13, 1994. Since that time eleven addenda and one supplemental EIR have been prepared and adopted by the Authority. The 1993 DEIR for the Bypass project, together with the 1994 EIR, the eleven addenda, and the supplemental EIR, now comprise the approved Final EIR (FEIR) and environmental record for the Bypass project. Addendum 11 was recently prepared by the

Authority to analyze and address additional environmental impacts of the proposed adoption of the Bypass into the SHS as SR 4, and the relinquishment of existing SR 4 between SR 160/Main Street interchange and the Byron Highway/Marsh Creek Road intersection. The FEIR was approved for consideration of funding by the Commission on December 14, 2011, by Resolution E11-89.

The Department's Transportation Corridor Concept Report for SR 4 (Contra Costa I-80 to San Joaquin I-5) acknowledges the planned adoption of the Transfer and the relinquishment of the existing SR 4. The Transfer is included in the General Plans of the Cities of Antioch, Oakley, Brentwood and Contra Costa County. It is also included in the Contra Costa Transportation Authority's (CCTA) 2009 Update to the Countywide Comprehensive Transportation Plan.

The State Route 4 Bypass Road was approved as a New Public Road Connection to SR 4 by the Commission in July 2007. The State Route 4 Bypass Road was funded with ECCRFFA transportation impact fees and local sales tax funds (\$216 million). It then opened to traffic in October 2008. It is a six-lane access-controlled facility running southerly from its connection with existing SR 4 at the SR 4/SR 160 junction (PM T30.1) to Lone Tree Way in the city of Antioch. This section of the State Route 4 Bypass Road was constructed following the Department's freeway design standards and it features interchanges at Laurel Road and Lone Tree Way. From Lone Tree Way, it transitions to a two-lane expressway with at-grade intersections at Sand Creek Road, Balfour Road, and Marsh Creek Road. The expressway continues through the city of Brentwood and ends at Marsh Creek Road in the unincorporated area of Contra Costa County. Marsh Creek Road is a two-lane conventional highway that runs easterly and connects back to existing SR 4 at Byron Highway (PM T43.7).

The Contra Costa County Board of Supervisors and the city councils of Antioch, Oakley and Brentwood held publicly-noticed meetings of the Transfer and Relinquishment in August 2011. At these meetings, resolutions were adopted waiving the requirement for a 90-day notice of intent to relinquish as stated in Section 73 of the Streets and Highways Code. The meetings also allowed the public to express support for the concept of accepting SR 4 in its existing condition in exchange for a lump sum financial contribution of \$4.01 million from the Authority to the respective jurisdictions.

The Project Report recommending the Transfer was approved January 12, 2012. A cooperative agreement was executed to define the terms and conditions under which the Transfer and Relinquishment were to be accomplished. The proposed Transfer will include most of the right of way needed to convert the two-lane expressway section of this facility to full freeway standards, with interchanges at the existing intersection locations, and a median that could accommodate future transit. There are several issues with properties at the Balfour Road intersection which the cooperative agreement addresses. The Department will have an easement over land owned by the Authority in which hazardous material has been identified. The Department will also have an easement over land owned by the Contra Costa Water District. The Authority is setting aside property for the relocation of a Kinder-Morgan pumping station. All of these issues are project-related and have the potential to substantially increase the future project costs. These issues will be addressed when the Balfour Road interchange is built. Due to the economy an expected

construction year can't be estimated. The Transfer will be designated as a STAA route after the Commission approves this resolution.

The Transfer would relieve the Department ownership and maintenance responsibilities of an older facility that does not have sufficient capacity to meet the projected traffic demand of the corridor. Pavement rehabilitation for the Transfer is not anticipated until year 2020; whereas, the facility to be relinquished will need pavement rehabilitation every five to seven years.

The Transfer will facilitate regional traffic along the SR 4 corridor between the cities of Pleasanton, Dublin, Livermore, San Ramon and Danville, and the San Joaquin Valley. The Transfer will provide the Department with a new facility with an improved level of service compared to the existing facility and it is expected to experience a reduction in vehicular accidents attributable to a congested urban setting prevalent on the existing SR 4. In addition it will enable SR 4 to fulfill its statutory designation of freeway and expressway.

Three concurrent action items related to the Transfer are being presented to the Commission in this month's agenda for their approval. This request is for the Transfer of State Highway Location Route Adoption approval, action item 2.3a(1). A separate request is being submitted for the Freeway Route Adoption, action item 2.3a(2), and a final requests for Relinquishment to the cities of Oakley and Brentwood and Contra Costa County, under action item 2.3c. The approval of both route adoption action items will allow for the execution of freeway agreements with the cities of Antioch and Brentwood and Contra Costa County.

Attachments:

Resolution HRA 12-01
Vicinity Map
Route Adoption Map

CALIFORNIA TRANSPORTATION COMMISSION
Transfer of State Highway Location Resolution
04-CC-04 PM T30.1/T43.7

Resolution HRA 12-01

WHEREAS, the California Department of Transportation (Department) and the State Route 4 Bypass Authority (Authority) jointly propose a transfer of State Route (SR) 4 location from its existing easterly alignment through the Cities of Oakley and Brentwood in Contra Costa County to a new facility west of the existing SR 4 location along the State Route 4 Bypass Road and Marsh Creek Road in the cities of Antioch and Brentwood; and

WHEREAS, the Authority has completed a Final Environmental Impact Report in compliance with the California Environmental Quality Act for this Route Adoption; and

WHEREAS, the Authority and the Department have completed studies relative to State Route 4, in Contra Costa County; and

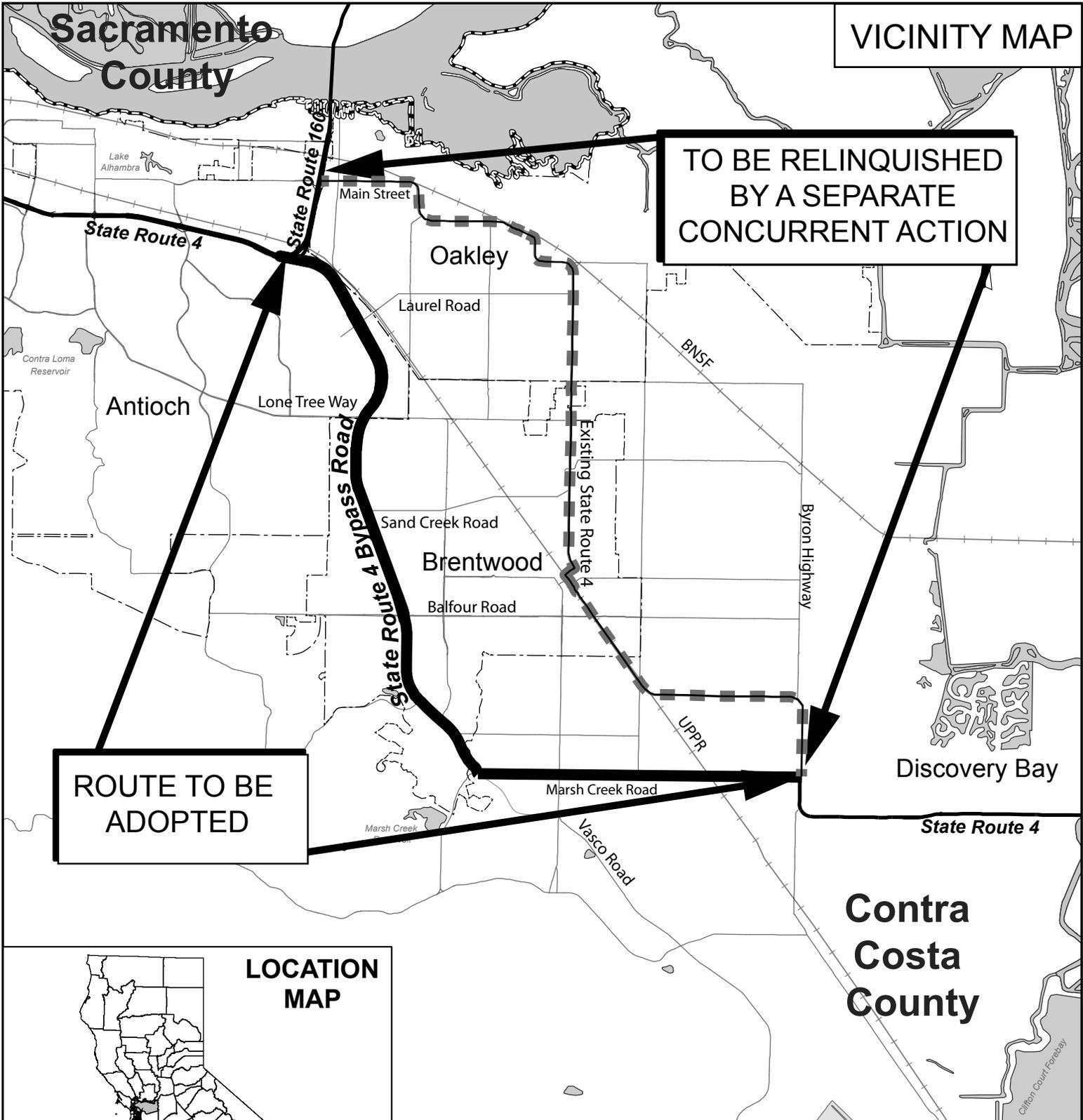
WHEREAS, the Project Report recommending the transfer of highway location was approved in January 12, 2012; and

WHEREAS, fee title to most of the right of way needed to construct to freeway standards will be transferred, however there will be easements at the Balfour Road intersection for which a cooperative agreement has been prepared documenting when fee title will be transferred; and

NOW, THEREFORE, BE IT RESOLVED by the Commission that pursuant to the authority vested in it by law, this Commission does hereby select, adopt, and determine the location of that segment of State Highway Route 4, from the junction of SR 4/SR 160 in the city of Antioch to the intersection of Marsh Creek Road and Byron Highway, in Contra Costa County, and officially designate it as 04-CC-04, a State Highway, as said location is shown on the Transfer of State Highway Location map submitted by Terry L. Abbott, Chief Design Engineer; and

BE IT FURTHER RESOLVED that the superseded section of State Highway Route 4 will be relinquished to the City of Oakley, City of Brentwood, and Contra Costa County as depicted in the attached Route Adoption Map; and

BE IT FURTHER RESOLVED that this Commission has found and determined and hereby declares that such location of said State highway is for the best interest of the State.



VICINITY MAP

TO BE RELINQUISHED
BY A SEPARATE
CONCURRENT ACTION

ROUTE TO BE
ADOPTED

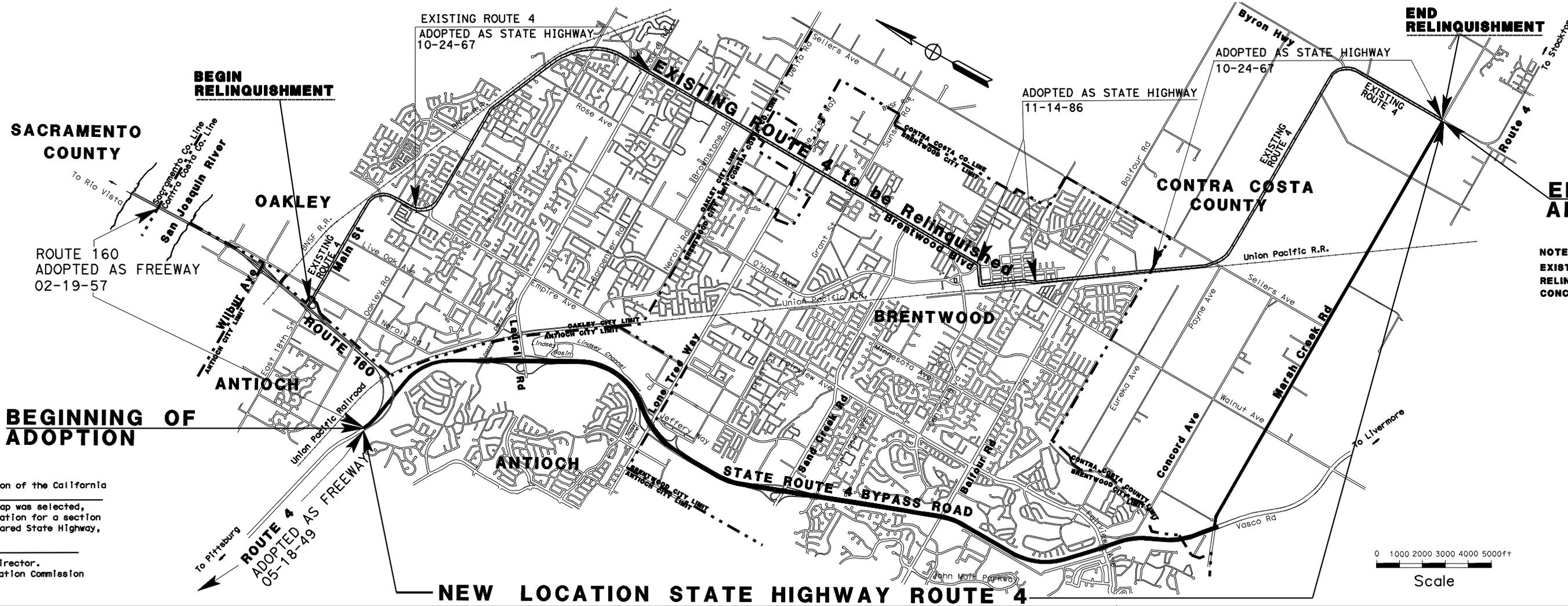


LOCATION
MAP

Contra
Costa
County

**STATE HIGHWAY
ROUTE ADOPTION
04-CC-4**

I hereby certify that by resolution of the California Transportation Commission on _____ the alignment indicated on this map was selected, adopted and determined as the location for a section of State Highway Route 4 and declared State Highway,
 Attest: _____
 Executive Director,
 California Transportation Commission



I hereby certify that this map was prepared pursuant to and under my direction and is a true and correct map of a section of proposed State Highway Route 4.
 Submitted: _____
 Chief Design Engineer
 Civil Engineer License No. _____

NOTE:
 EXISTING ROUTE 4 TO BE RELINQUISHED BY A SEPARATE CONCURRENT ACTION

STATE OF CALIFORNIA
 DEPARTMENT OF TRANSPORTATION
 MAP SHOWING
**TRANSFER OF
 STATE HIGHWAY LOCATION
 IN CONTRA COSTA COUNTY**
 FROM EXISTING STATE ROUTE
 4/160 INTERCHANGE TO BYRON HIGHWAY
04-CC-4
STATE HIGHWAY

