TA

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as of 5-17-2024



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APRIL CHAN EXECUTIVE DIRECTOR

May 14, 2024

The Honorable Pete Buttigieg United States Department of Transportation 1200 New Jersey Avenue, SE Washington, DC 20590

RE: 2024 Safe Streets and Roads for All (SS4A) Letter of Support for the Pescadero Creek Road Rural Safety Improvement Project

Dear Secretary Buttigieg:

On behalf of the San Mateo County Transportation Authority (TA), I am writing to express support for the San Mateo County (County) Pescadero Creek Road Rural Safety Improvements Project (Project) grant application for the United States Department of Transportation (USDOT) 2024 Safe Streets and Roads for All (SS4A) competitive grant program.

Pescadero Creek Road is a two-lane roadway connecting State Route 1 to State Route 84. It is a vital east-west connection that provides mobility options to rural and low-income residents in farming communities along the Pacific Coast. This corridor has experienced nearly 60 collisions between 2014 and 2021. The County worked with staff from the Federal Highway Administration (FHWA) to prepare the 2022 Roadway Safety Audit (RSA) and the County adopted the Unincorporated San Mateo County Active Transportation Plan (ATP) in 2021, which is a comprehensive framework to guide the development of active transportation projects and includes several recommendations on Pescadero Creek Road that align with the RSA. The County identified multiple segments of the roadway as part of the High Injury Network in the 2022 Local Roadway Safety Plan.

The County is requesting SS4A funding for Project implementation and demonstration activities. The Project, which aligns with the TA's bicycle and pedestrian program, will install various improvements identified in the RSA and ATP, including pedestrian crossings, bicycle facilities, pedestrian crossing beacons, warning and advisory signs, marking and striping modifications, guardrails and bridge barrier and end treatments. The Project also includes temporary intersection improvements (i.e., high-visibility crosswalk pavement markings using paint, bollards, and/or rubber curbs; centerline hardening with delineators; paint/plastic pedestrian refuge islands) to improve public safety and mobility in the rural community. These

SAN MATEO COUNTY TRANSPORTATION AUTHORITY

1250 San Carlos Avenue San Carlos, CA 94070 (650) 508-6200 Honorable Pete Buttigieg May 14, 2024 Page 2 of 2

safety measures directly address the crash types experienced on the route and will promote multimodal travel.

Thank you for your consideration of this Project. If you have any questions, please contact TA Government and Community Affairs Director Jessica Epstein at epsteinj@samtrans.com.

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Sincerely, April Chan

Executive Director

Cc: San Mateo County Transportation Authority Board of Directors

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From:	PW/ENG-Stephanie Brewer
То:	<u>April Chan</u>
Cc:	<u>PW/ENG-Syed Murtuza; MGR-Lisa Goldman; COUNCIL-Donna Colson; Beach, Emily [ebeach@burlingame.org];</u> <u>COUNCIL-Peter Stevenson; COUNCIL-Michael Brownrigg; COUNCIL-Andrea Pappajohn; Board (@smcta.com);</u> Peter Skinner; Michelle Bouchard; Brian Fitzpatrick
Subject:	Request for Measure A Funding to Advance ROW Acquisition for Burlingame BGS Project
Date:	Friday, May 10, 2024 4:28:56 PM
Attachments:	image001.png
	Letter to TA for ROW Acquisition Funds 5-10-24 LKG.pdf

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Ms. Chan,

Attached please find the City of Burlingame's request for Measure A funding to advance the right-of-way acquisition for the Burlingame Broadway Grade Separation Project.

Thank you,



Stephanie Brewer Management Assistant

City of Burlingame Department of Public Works | Engineering 501 Primrose Road | Burlingame, CA 94010 Tel. (650) 558-7231 | Fax (650) 685-9310



DONNA COLSON, MAYOR EMILY BEACH, VICE MAYOR PETER STEVENSON MICHAEL BROWNRIGG ANDREA PAPPAJOHN

The City of Burlingame

CITY HALL -- 501 PRIMROSE ROAD BURLINGAME, CALIFORNIA 94010-3997

TEL: (650) 558-7201 www.burlingame.org

May 10, 2024

Ms. April Chan Executive Director San Mateo County Transportation Authority 1250 San Carlos Avenue San Carlos, CA 94070-1306

Re: Request for Measure A Funding to Advance Right-of-Way (ROW) Acquisition for the Burlingame Broadway Grade Separation Project

Dear Ms. Chan:

Over the past several years, the City of Burlingame has been collaborating with the San Mateo County Transportation Authority (SMCTA) and the Peninsula Corridor Joint Powers Board (PCJPB) to implement the Broadway Grade Separation and Train Station Improvements Project (Project). To date, the SMCTA has allocated \$26.7 million from the Measure A Grade Separation Program, and the City of Burlingame has contributed \$2.2 million in local funds, to advance the Project. Additionally, the City has secured \$70 million from state TIRCP (Transit Inner City Rail Capital Program) grant funds, in addition to committing \$15 million in local funds, and \$15 million in Section 190 State Grade Separation Program funds, for a total of \$102.2 million of non-Measure A funds toward construction. Furthermore, the City is working closely with SMCTA staff to secure federal funds from the RCE (Rail Crossing Elimination) Program and state funds from the SB 1 Program to implement the project. The PCJPB is serving as the lead implementation agency, managing the project in close coordination with the City.

Project Status and Challenges

The project is currently nearing completion of the final design phase, with the Construction Management/General Contractor (CM/GC) onboard to assist in constructability review and finalization of construction documents followed by ROW acquisition and utilities relocation. As part of the risk analysis, the PCJPB project team has identified that funding for the right-of-way (ROW) acquisition is on the critical path and needs to be addressed immediately to prevent major project delays and cost increases. While it is standard practice to fully fund the construction phase prior to acquiring property for a project, we do not believe that this approach is in the best interest of the TA, the project, or the public. Delaying ROW acquisition until construction funding is in place will impact the start of construction and increases the project costs by approximately \$15 million per year. As a result, this will substantially increase TA's cost in the project. The enclosed memorandum from the consulting firm Mark Thomas & Co. offers a comprehensive analysis of the ROW requirements. It outlines the complexities inherent in the acquisition process and highlights potential scenarios involving delays and associated costs.

Ms. April Chan May10, 2024 Page 2

Delaying the start of ROW acquisition will also impact the project's ability to effectively compete for grant funding. As part of the 2023 Railroad Crossing Elimination (RCE) Grant debriefing, Federal Railroad Administration (FRA) staff informed the City that ROW acquisition specifically will be a key factor in demonstrating project readiness and securing the grant. The City will be reapplying for the upcoming RCE Grant call for projects and is exploring other funding opportunities in the coming months as outlined in the next section. Securing the ROW and/or showing progress towards acquisition will significantly improve our chances of success.

Right-of-Way Acquisition

To maintain the current project schedule and begin major construction activities in 2026, funding for ROW acquisition needs to be authorized as soon as possible due to the complexities involved with the affected parcels. In total, there are five parcels affected by the project, two of which are owned by SMCTA and leased to commercial tenants, including the Ocean Honda car dealership/self-storage facility and the Chevron gas station/Pride Auto Hand Car Wash on the east side of the railroad tracks. The third parcel is owned by the Rector Motors/Audi car dealership on Broadway; this parcel is partially affected. The fourth parcel is owned by the City and County of San Francisco Water Department and is along the west side of the railroad tracks. Finally, the fifth parcel involves the Chevron gas station on the west side of California Drive; a temporary easement during construction is required of this property. Please refer to the attached memorandum from Mark Thomas & Co. for more details. The PCJPB Project team has provided an updated approximate cost estimate of \$39.6 million for the ROW acquisition and utilities relocation. This cost estimate includes technical support and administration costs.

Funding Request and Next Steps

Although the cost estimates for the ROW acquisition and utilities relocation phase are included in the overall Project budget, currently, there is no funding authorized to begin the work. As a result, the City of Burlingame will provide \$3.9 million for the ROW and utilities phase and is requesting the following from the SMCTA:

- 1. Authorize \$35.7 million from Measure A funds for the ROW acquisition process to avoid project delays and potential cost increases.
- 2. Immediately authorize the PCJPB Real Estate Department to begin the process to vacate the tenants from the SMCTA-owned parcels that will be used for the project.

Funding Plan

The below funding Plan shows funding sources for the Project:

Program	Award Amount/Planned Funding Contribution or Request			
TIRCP	\$70 million			
City of Burlingame	\$11.1 million (in addition to City's contribution for ROW & Utilities			
SMCTA Measure A/W Grade Separation Program	\$108.28 million			
SB 1 Solutions for Congested Corridors Program	\$31 million			
CPUC Section 190 Program	\$15 million			
Rail Crossing Elimination Program	\$27.5million			
Congressional Earmark	\$10 million			
Total	\$272.87 million			

Table 1: Funding Plan for Construction (Capital and Support)

□ Register online with the City of Burlingame to receive regular City updates at <u>www.burlingame.org/enews</u>. □

Ms. April Chan May10, 2024 Page 2

The above funding plan ensures that Measure A funds are significantly leveraged through substantial financial participation from the City, State, and Federal governments. This approach maximizes the impact of Measure A funding and allows for a more comprehensive and impactful project implementation. Overall, the funding plan demonstrates a collaborative and strategic approach to securing the necessary resources to successfully deliver this important initiative. The combination of local, state, and federal funding sources reflects a well-rounded and sustainable financing strategy.

The City of Burlingame looks forward to continuing its partnership with the SMCTA and PCJPB to advance this important project. For any questions or additional information, please contact Syed Murtuza, Director of Public Works at (650) 558-7230.

Sincerely,

lisa k. Goldman.

Lisa K. Goldman City Manager City of Burlingame

Attachments:

- Letter from PCJPB Project Manager
- Project Engineer Mark Thomas & Co. Memo Regarding ROW
- ROW Maps

cc: City Council

Syed Murtuza, Public Works Director San Mateo County Transportation Authority Board Peter Skinner, Executive Officer, San Mateo County Transportation Authority Michelle Bouchard, PCJPB Executive Director Brian W. Fitzpatrick, PCJPB Director of Real Estate & Development



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MICHELLE BOUCHARD EXECUTIVE DIRECTOR

Date: 4/25/2024

Mr. Syed Murtuza, P.E. Director of Public Works City of Burlingame 501 Primrose Road Burlingame, CA 94010

Subject: Broadway Burlingame Grade Separation Project Allocation of Funding for Property Acquisition Activities

Dear Director Murtuza:

Thanks to the collective efforts of the City of Burlingame and Caltrain on the Broadway Burlingame Grade Separation Project, the property acquisition requirements for the Project have been clearly defined. Subject to the allocation of associated funding, the Project can proceed immediately with appraisals and offers to acquire the properties necessary for the Project.

Delays to property acquisition would likely result in delays to construction and increases in overall project costs. To minimize the likelihood for delays to property acquisition, we recommend that funding be allocated for property acquisition activities no later than June 21, 2024.

We are standing by to support the City of Burlingame with any information necessary to support the allocation of funding for property acquisition activities. Should we be able to help in any way, please reach me anytime at BoomsmaM@Caltrain.com or 808-208-2355.

Sincerely,

Mike Boomsma Senior Project Manager

Cc:

Peter Skinner, Executive Officer, San Mateo County Transportation Authority Brian Fitzpatrick, Director, Real Estate & Development, San Mateo County Transit District Jianmin Fong, Deputy Director, Capital Program Delivery, Caltrain File



May 6, 2024

Mike Boomsma Senior Project Manager 1250 San Carlos Avenue San Carlos, CA 94070 Contract No.: 20-J-P-041

RE: Burlingame Broadway Grade Separation (BBGS) Right-of-Way Funding Needs Narrative

Dear Mike:

The narrative below lays out the need for an early funding release for tenant relocation and rightof-way acquisition activities so the as to avoid incurring significant project schedule delays and cost increases.

BACKGROUND

The railroad along the San Francisco peninsula was originally constructed in the 1860s, and the grade crossing at Broadway Avenue was built in the early 1900s. The tracks are used by Union Pacific Railroad for freight service, and by Caltrain for passenger service. Broadway serves as a gateway to the City of Burlingame from US 101 and provides direct connection to the Downtown Broadway Business District, the Rollins Road Industrial District, the Burlingame auto dealerships, and numerous hotels and hospitality services along the bay front. As a result of these services and amenities, the traffic volume on Broadway is high. The 2015 Average Daily Traffic (ADT) on Broadway at the at-grade railroad crossing was estimated at 27,000 vehicles per day. And the number of vehicles traveling through the three study intersections (Broadway/Rollins, Broadway/Carolan and Broadway/California) was estimated at 50,000 to 60,000 per day. These high volumes result in significant traffic queuing on Broadway, which extends back to the US 101 ramps. Traffic conditions are further exacerbated by the gate-down time at the existing at-grade railroad crossing at Broadway.

Between 1985 and 2023, there have been a total of 20 recorded collisions involving a train directly hitting a vehicle at the at-grade crossing. One accident involved a fatality. In addition, there has been an average of 23 accidents per year at the adjacent Broadway intersections and a key contributing factor is congestion along the corridor due to at-grade railroad crossing. This at-grade railroad crossing needs to be grade separated to improve safety and circulation, reduce traffic congestion, and increased operational efficiency which would reduce response times for police and emergency services. Out of more than 10,000 at-grade railroad crossing statewide, the California Public Utilities Commission (CPUC) ranks Broadway as first in priority overall for removal of an at-grade crossing.

The City of Burlingame and Southern Pacific Railroad conducted a grade separation study in 1965.



(510) 844-5600 1970 BROADWAY, SUITE 760 OAKLAND, CA 94612 PAGE 2 OF 5

The City and Caltrain reinitiated studies in the late 1990s and San Mateo County Transportation Authority (SMCTA) conducted a "Footprint Study" of grade separation alternatives in 2009 that included this at-grade crossing. A Project Study Report specific for this at-grade crossing was completed in 2017.

PURPOSE AND NEED

The purpose of and need for the project is to: (1) improve public safety by eliminating the existing at-grade railroad crossing at Broadway; (2) modernize the Broadway station, including eliminating the hold-out rule and improving pedestrian/bicycle access to and within the station area; and (3) improve pedestrian and bicycle access and circulations.

Specific elements include:

- Remove the at-grade crossing and replace it with a grade separation at Broadway, which will
 increase the safety of pedestrians, bicyclists, and operators of motor vehicles by eliminating
 the conflict with the trains.
- Improve traffic operations, reduce queuing and thus, reduce the average delay at the nearby intersections on Broadway at California Drive, Carolan Avenue and Rollins Road.
- Reduce traffic congestion, which will result in lower motor vehicle emissions.
- Improve access to/from local destinations including the residential and business communities within the project area.
- Improve bicycle and pedestrian access/circulation within the project limits.
- Offer an opportunity to provide a gateway entrance into the Downtown Broadway Business District.

PROJECT DESCRIPTION

The project will grade separate the roadway from the railroad tracks at Broadway. The major features of the project include:

- The railroad would be raised above existing ground for a length of approximately 7,300 feet (1.38 miles) from just north of Oxford Road to just north of Oak Grove Avenue.
- Retaining walls would be constructed on each side of the railroad in order to minimize impacts to adjacent local roads and properties.
- The Broadway roadway would remain at its existing grade with a railroad structure over Broadway that supports the Caltrain tracks and elevated station.
- The roadway profiles of Broadway, Carolan Avenue and California Drive would remain at their current elevation with minimal impacts to existing driveways.
- A new elevated Caltrain station would serve the community with center boarding and access passageways at Broadway, Cadillac and Carmelita.
- A new parking lot will be constructed on the east side of the new station.
- New bike and pedestrian facilities, comprised of Class I, II and IV facilities, would add connectivity across the city and improve the safety, comfort, and attractiveness of bicycling



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and walking for people of varying ages and abilities.

 The reconfigured roadways with traffic calming elements would improve accessibility, and enhance safety through the provision of improved signals, signage and striping within the project.

RIGHT-OF-WAY (ROW) NEEDS

Five parcels require acquisition for the project as follows:

Parcel No.	APN	Grantor	Type of Acquisition	Comment
JPB-SM-0275-1	026-233-020 & - 110	Nancy L. Tatosian Trust	Fee	This property is the Audi dealership. A portion of the Audi dealership resides on City property under a lease agreement.
JPB-SM-0276-4	026-191-250	Chevron	TCE	TCE to construct sidewalk and curb ramps
JPB-SM-0278-1	026-131-230	SMCTA	Fee	The property has multiple tenants with a storage facility
JPB-SM-0279-1	026-234-020	SMCTA	Fee	The property has tenants that include a gas station and car wash
JPB-SM-0280-1	093-361-010	CCSF	Fee	This property is encumbered with street and bike facilities under permit

ROW SCHEDULE ESTIMATES

Current schedule estimates, once funding is secured, are that ROW acquisitions will take:

- 18 months for properties without tenants.
- 24 months for properties with tenants as there is additional time needed for tenant relocations.
- The SMCTA property (JPB-SM-0279-1) is improved with a gas station and car wash. The tenants need to be relocated and the improvements removed, including any environmental mitigation for the car wash and gas station facilities. The clean-up of the underground storage tanks and car wash will contribute to construction delay, but it is still anticipated to be within the 24-month acquisition timeframe.
- The SMCTA property (JPB-SM-0278-1) is leased to a mini-storage facility. This involves the relocation of each separate storage unit which contributes to construction delay, but it is still anticipated to be within the 24-month acquisition timeframe.
- A portion of JPB's property is leased to a restaurant (Maverick Jack's) that will need to be

1970 BROADWAY, SUITE 760 Oakland Ca 94612

(510) 844-5600

PAGE 4 OF 5

vacated. Once vacated the building will need to be demolished. The age of the building could indicate hazardous materials ranging from asbestos to lead-based paint on the property that could require remediation before the structure can be demolished.

The SMCTA properties are the most critical to acquire early as these properties have early construction requirements due to the shoofly location and have to be cleared early in the project before other construction can proceed.

ROW ACQUISITION DELAY IMPACTS

Delays to property acquisition would result in delays to the start of construction. The current ROW rough-order-of-magnitude (ROM) estimate for acquisitions is approximately \$31M (these are not appraisal amounts). Both the cost of construction and the values of properties are anticipated to increase with time. The table below estimates the approximate values of these cost increases.

Delay to Construction Start	Cost	Source or Basis
1-year construction delay	\$12,587,400	Estimate the cost for 12-month (1 year) of cost escalation on a \$259,000,000 construction contract at an annual rate of 4.86%, which is equal to the average annual rate of construction cost index escalation in the State of California over the past 10 years, from 2013-2023. See: https://www.dgs.ca.gov/RESD/Resources/Page-Content/Real- Estate-Services-Division-Resources-List-Folder/DGS-California- Construction-Cost-Index-CCCI
2-year construction delay	\$25,787,000	Using same annual rate of 4.86% for a 2-year delay
3-year construction delay	\$39,627,000	Using same annual rate of 4.86% for a 3-year delay
1-year ROW delay	\$1,984,000	Applying similar logic for real estate, estimate the cost for 12- month (1 year) of cost escalation on \$31M ROW. Currently, estimates show California with a 1-year value change of +6.4% based on Zillow Home Value Index (ZVHI) through March 2024. ROW value changes for the Bay Area are higher.



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Delay to Construction Start	Cost	Source or Basis
2-year ROW delay	\$3,086,000	Using same annual rate of 6.4% for a 2-year delay
3-year ROW delay	\$4,743,000	Using same annual rate of 6.4% for a 3-year delay

CONCLUSION AND RECOMMENDATION

Based on the above ROM estimate, delays to ROW funding significantly increase project costs:

- 1-year delay = \$15M a 6% increase
- 2-year delay = \$30M an 11% increase
- 3-year delay = \$44M an 17% increase

To minimize the likelihood for delays to property acquisition and significantly increasing project costs, we recommend that funding be allocated for property acquisition activities no later than June 21, 2024.

Sincerely, MARK THOMAS & COMPANY, INC.

Etty Mercurio, PE Project Manager









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