



## STAFF REPORT

**City Council Meeting Date:** 5/22/2018  
**Staff Report Number:** 18-114-CC

**Consent Calendar:** **Authorize the City Manager to amend an agreement with W-Trans for the Transportation Master Plan and Transportation Impact Fee Program and appropriate \$241,000 from the undesignated fund balance of the General Fund**

### Recommendation

Staff recommends that the City Council authorize the City Manager to amend an agreement with W-Trans for the Transportation Master Plan and Transportation Impact Fee Program and appropriate \$241,000 from the undesignated fund balance of the general fund.

### Policy Issues

The development of a Transportation Master Plan is included as one of the top six priority projects in the City Council's adopted 2018 Work Plan and is also one of the highest priority implementation programs in the 2016 General Plan Circulation Element.

### Background

The Transportation Master Plan and Transportation Impact Fee Program is the highest priority program following the adoption of the ConnectMenlo General Plan Land Use and Circulation Elements in November 2016.

On March 27, 2018, staff provided an informational update on the status of the plan after which the City Council asked that staff bring the item back as a regular business item.

On April 24, 2018, staff presented an update on the master plan, and the City Council provided direction to add four additional Oversight and Outreach Committee meetings, two Complete Street Commission meetings, and one community meeting as a contingency item. In addition, the City Council directed staff to continue to study two improvement options for Bayfront Expressway. The first option was to use the existing shoulders for peak period bus lanes, and the second option was to convert Bayfront Expressway to a freeway and include managed lanes (e.g., carpool lanes that allow single occupant vehicles to pay a fee to use). The freeway option for Bayfront Expressway would not be a continuous elevated freeway, but it would include elevated interchanges/grade separations at key locations and modify the access at other locations. The City Council also expressed their desire to keep Dumbarton Rail in the discussions.

On May 9, 2018, staff presented an update to the Complete Streets Commission, which was the first of two presentations planned. The project scope, progress and next steps were reviewed and the Commission provided feedback about the goals and prioritization criteria, confirming that safety is a high priority, and involving other stakeholders such as the Fire District early in the process.

## Analysis

After the City Council meeting April 24, 2018, staff worked with the W-Trans consultant team to prepare an amendment to the scope of work to address the Council’s requests and concerns. The requested tasks and appropriation would include the following:

- Four additional Oversight & Outreach Committee meetings
- Two additional Complete Street Commission meetings (1 staff led, 1 consultant led)
- One community workshop (contingency)
- Additional analyses (and contingency) to respond to questions on the Bayfront and Willow alternatives
- Preparation of graphics for the Bayfront alternatives in response to ongoing questions about the concepts

Based on feedback provided from the City Council, the Committee and directly from residents, staff has identified the need for additional resources to prepare conceptual graphics and highlevel analyses to help the community visualize the modifications and their potential benefits and/or impacts. Staff has worked with W-Trans to incorporate tasks to better address these concerns in the next phase of the project. Staff is requesting the analysis tasks be approved as needed, under the contingency budget requested while the consultant team continues to coordinate with the team that prepared the Dumbarton Corridor Transportation Study to ensure work is not duplicated for the City’s Transportation Master Plan. More details regarding the scope of services amendment request are included in Attachment A.

### Next steps and schedule

The additional meetings are currently being scheduled to occur in May and through the summer 2018. The next Committee meeting scheduled for May 30, 2018, will be similar to the May 9, 2018, Commission meeting and focus on clarifying the Master Plan’s goals and purpose. The following three Committee meetings are expected to focus on the recommendations proposed within three specific areas of the city, starting with the south area, then the central area, and finally, the north area. Staff is in the process of polling Committee members for their availability, but the meetings are expected to occur during the summer months.

Below is a revised project schedule:

| Table 1: Revised project schedule   |                                    |
|---|------------------------------------|
| Task  | Schedule                           |
| Complete Streets Commission #1: Review City Council-adopted scope, goals, prioritization criteria | May 9, 2018                        |
| City Council review of revised scope of work  | May 22, 2018                       |
| OOO #3: Review City Council-adopted scope, goals, prioritization criteria and role of OOC         | May 30, 2018                       |
| Release Citywide improvement recommendations  | Tentatively late June <sup>1</sup> |
| OOO #4, 5, 6: Review recommendations for north, central and south areas of City                   | June–August 2018                   |
| Complete Streets Commission #2:   | July or August 2018                |
| Review bicycle and pedestrian network recommendations   | Fall 2018                          |
| Release draft Master Plan   | Early 2019                         |

|  |                   |
|--|-------------------|
| OOO #7: Review draft Master Plan   | Spring 2019       |
| Complete Streets Commission review and recommendation to the City Council on the draft Master Plan | Spring 2019       |
| City Council review and adoption of Master Plan  | Summer 2019       |
| Develop Fee Program update (including OOO #8)  | Summer/ Fall 2019 |
| 1 At least one week before the scheduled OOO #4  |                   |

### Impact on City Resources

The scope of work for the Transportation Master Plan and Traffic Impact Fee update was approved in May 2017 with a budget of \$400,000 including a contingency of \$60,000. Staff is requesting an appropriation of \$241,000 from the undesignated fund balance of the General Fund to complete this Project bringing to the total project budget to \$641,000. The original contingency of \$60,000 will remain with an additional contingency budget of \$70,000 set aside for additional analysis, community engagement, and a potential third community meeting following preparation of the Draft Master Plan as requested by City Council.

### Environmental Review

The City Council's authorization to amend the agreement for the Transportation Master Plan and Transportation Impact Fee Program is not a project under the California Environmental Quality Act Guidelines. Future project actions will comply with environmental review requirements under the California Environmental Quality Act.

### Public Notice

Public notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting.

### Attachments

A. W-Trans Transportation master plan scope of work

Report prepared by:  
Kristiann Choy, Senior Transportation Engineer

Report reviewed by:  
Nicole H. Nagaya, Assistant Public Works Director

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## TASK 5 Initials Strategies and Recommendations

### *Additional Work under Current Contract*

**Strategies and Recommendations Working Paper.** Previously, responses to additional rounds of comments were completed under this task that went beyond the original hours and budget allocated to this task.

**Safe Routes to School Chapter.** Alta assessed Safe Routes to School programs conducted to date in Menlo Park and make recommendations for expanding education and encouragement programming. Alta documented each school's involvement with SRTS programs and identified partnerships and funding necessary to complete school site assessments.

### *Additional Requested Work*

**Bicycle Master Plan.** Alta will complete an additional round of revisions to the Bicycle Master Plan based on one set of internally consistent comments. Each recommendation will include a description, illustration, example image, information on typical use, design features, and information on materials and maintenance.

**Pedestrian Master Plan.** Alta will complete an additional round of revisions to the Pedestrian Master Plan based on one set of internally consistent comments. Alta will produce a set of pedestrian guidelines (toolbox) for recommendations in the plan. Each recommendation will include a description, illustration, example image, information on typical use, design features, and information on materials and maintenance.

**Bayfront Expressway Analysis.** Additional analysis will be completed for the long-term Bayfront Expressway alternative, which is the Option 1 alternative from the Dumbarton Rail Corridor Study. The Synchro (SimTraffic) software package will be used to determine the change in performance measures (queueing and travel time) for intersections along Bayfront Expressway and Willow Road. Kittelson and Associates, Inc. (KAI) will use and expand as needed modeling information from the Dumbarton Transportation Corridor Study (DTCS) for the study's "Option 1" to provide traffic volume information for intersections along Bayfront Expressway and Willow Road to W-Trans.

W-Trans has requested model outputs for the following scenarios, including turning movement counts at intersections along Willow Road and Bayfront Expressway, and at the new Bayfront Expressway ramp intersections:

1. Dumbarton Rail service with NO changes to Bayfront Expressway: would use parameters as defined in the most recent DTCS
2. Bayfront improvements as described in "Option 1" of the DTCS plus Dumbarton Rail

### Modeling Tasks

#### *i. Coordination with Dumbarton Team*

KAI & W-Trans will attend a meeting to coordinate with the Dumbarton team (HDR and Fehr & Peers) to fine tune the model parameters for the Dumbarton rail and express buses, and the preliminary interchange concepts for the grade separations. KAI would reflect this in the model runs in Task ii.

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*ii. Bayfront Model runs*

Based on the coordination task with the Dumbarton team (HDR and Fehr & Peers), KAI will use the existing model for the DTCS Option 1 to run the following 2040 scenarios:

1. Dumbarton Rail service with NO changes to Bayfront Expressway: would use parameters as defined in the most recent DTCS
2. Bayfront improvements as described in "Option 1" of the DTCS plus Dumbarton Rail

The model runs will be used to extract a.m. and p.m. peak 1-hour intersection and link volumes at up to 25 intersections and interchange termini along Bayfront Expressway and along Willow Road. KAI will conduct incremental adjustments of intersections volumes based on the growth from the 2016 model to the 2040 model, per NCHRP-255. All counts will be provided by W-Trans.

The outputs will include:

- Peak hour Intersection turn volumes at all study intersections (for scoping KAI assumes up to 25 intersections) KAI will conduct incremental adjustments based on the growth from the 2016 model to the 2040 model, per NCHRP-255. All counts will be provided by W-Trans.
- Peak hour travel time and peak hour (or peak period) person throughput (i.e., person-trips – drive-alone, 2-person, 3+ person and transit) through the Bayfront Corridor under options 1 and 2.
- Changes in traffic volumes and speeds on nearby links under options 1 and 2.

KAI will provide the results in Excel and PDF formats.

*iii. Optional Modeling Task*

KAI will use the latest version of the C/CAG-VTA travel model and produce outputs for 2040 should there be a need to update any assumptions that were made in the modeling work completed for the Dumbarton Transportation Corridor Study "Option 1", such as changes in land use.

Civil Engineering Tasks

BKF will provide input on Engineering Feasibility of Grade Separation vs. Rail Options (Bayfront Expy). We assume this includes review of existing studies, rough annotations of existing exhibits, and e-mail documentation of findings and suggestions. BKF does not expect to be providing new and refined exhibits or formal report documentation.

BKF will provide review on additional right-of-way/civil/water-related constraints related to the recommendations (other than Bayfront). BKF assumes this includes review of existing studies, rough annotations of existing exhibits, and e-mail documentation of findings and suggestions. BKF does not expect to be providing new and refined exhibits or formal report documentation.

**Strategies and Recommendations Working Paper.** Additional Recommendations and Strategies materials will be prepared for use in the additional OOC meetings discussed under Task 9.

- Three (3) sets of recommendation maps by geographic location
- Three (3) sets of recommendations in a legible tabular format
- Response to two (2) additional rounds of comments from City staff and other stakeholders.

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## TASK 6.1 - Online Survey/Open House #2

Compared to the contracted scope of work, there are several additional work items being requested.

- **Site design:** This remains the same between the current contract and this contract amendment as W-Trans and EnviroIssues do not anticipate changes to the design or how the site is structured. We will gain the same efficiencies to site design that were originally anticipated between OOH #1 and OOH #2. (OOH is Online Open House)
- **Content:** EnviroIssues' assumption in the original scope/budget was that they would be loading content developed by others on the team for both OOHs. Since, for OOH #1 (under Task 3), EnviroIssues ended up spending significant time reworking the content and simplifying it for the public audience. EnviroIssues anticipates a similar level of additional effort will be required for OOH #2.
- **Survey:** EnviroIssues originally assumed the survey for OOH #2 would be very simple, essentially a handful of questions on one page of the OOH. Based on conversations about how the draft TMP will be organized and the desired feedback from OOH #2, this task will be more robust and could require multiple surveys on different types of recommendations or geographic areas of the city. Additional effort is assumed to develop the survey and build it within Survey Gizmo.
- **Summary:** An expanded summary will accompany the expanded survey. The current contract included a summary that was essentially an export of data from Survey Gizmo. However, similar to the summary that EnviroIssues provided for OOH #1, they expect additional organization, formatting and high-level analysis will now be required. (EnviroIssues did not increase the budget for the full comment analysis under this task, but that can be provided as an optional task.)

EnviroIssues will set up a second online survey and open house, similar to that developed in Task 3, to solicit feedback from the public on various options and strategies. The online tool and survey will be set up and launched prior to the in-person open house. Additional work by EnviroIssues will include:

- Prepare an outline and concept for review and approval in advance of fully developing the content.
- Develop the content based on technical information provided by W-Trans, and previously-prepared public materials as relevant.
- Provide limited graphic design support for new or updated graphics as needed.
- Provide a way to allow the public to prioritize projects via Social Pinpoint
- Summarize the results from the online engagement in a short report.

The deliverables for this task will now be more complex/robust, including the addition of the actual content.

### Assumptions

- The format will be consistent with online tool prepared under Task 3, with new content for up to 5 pages.
- The comment report will provide site analytics and exported survey responses. The report will not include an analysis and summary of open-ended responses.

### *Optional Task: Prioritization Tool*

EnviroIssues will design a customized tool that can be integrated into the online open house platform. The tool will allow the public to prioritize evaluation criteria and see how these result in changes to how projects are ranked. Existing platforms such as Social Pinpoint do not allow for customized integration within the online open house platform.

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## TASK 6.2 Community Open House

Additional services include Dyett & Bhatia developing materials for the open house, including a FAQ document, outreach materials, boards, and handouts, based on content provided by W-Trans. Dyett & Bhatia will also provide staff to assist in facilitating the open house.

Alta will support W-Trans and City of Menlo Park staff by attending one (1) community open house. Alta will also support these meetings with standalone collateral for Active Transportation elements of the TMP.

### *Optional Task: Second Community Open House*

W-Trans and team members can prepare and lead a second community open house if requested.

## TASK 9 Meetings

W-Trans will lead, support, and prepare materials for the following additional meetings:

- Up to four (4) additional OOC meetings, including pre-meeting with the OOC Co-Chairs if needed
- One (1) Complete Streets Commission meeting
- Up to two (2) additional coordination meetings with City staff and other consultants, including one (1) meeting on the Dumbarton Corridor Rail Study and Bayfront Expressway

D&B will attend and design materials for three Outreach and Oversight Committee (OOC) meetings. Materials may include outreach materials (such as a flyer or postcard), and display boards.

Alta will support W-Trans and City of Menlo Park staff by attending three (3) Outreach and Oversight Committee meetings, one (1) Community Workshop, and one (1) Complete Streets Commission Meeting. Alta will also support these meetings with standalone collateral for Active Transportation elements of the TMP.

EnviroIssues will review and simplify content for a series of frequently-asked questions (FAQ) to describe the TMP's purpose, goals, and process; this will also include the role of project stakeholders and the public in the TMP development.

EnviroIssues will support up to three Oversight and Outreach Committee meetings. Tasks include:

- Preparing meeting plans to identify materials, staffing, equipment needs, logistics tasks, agenda and format.
- Traveling to and participating in meetings.
- Reviewing materials and presentations for clarity to public audience.

EnviroIssues will support one (1) Community Open House. Tasks include:

- Preparing meeting plan to identify materials, staffing, equipment needs, logistics tasks, agenda and format.
- Traveling to, setting up, facilitating and cleaning up open house.
- Reviewing materials and presentation for clarify to public audience.

Menlo Park staff will prepare the technical content for the FAQs document. EnviroIssues will review and revise to ensure the document is appropriate for a public audience. EnviroIssues' role in materials development is primarily to review and provide comments; limited graphic design support is available if needed.