



PUBLIC WORKS DEPARTMENT

Council Meeting Date: July 19, 2011
Staff Report # 11-120

Agenda Item: # D6

CONSENT: Authorization of the City Manager to Enter into an Agreement in the Amount of \$60,000 with Kimley-Horn and Associates, Inc. to Develop a Safe Route to School Plan for Children that Use Valparaiso Avenue and Other Neighboring Roadways to Travel to Menlo School, Sacred Heart Schools, Hillview School, Encinal School, and Oak Knoll School

RECOMMENDATION

Staff recommends that the City Council authorize the City Manager to enter into an agreement in the amount of \$60,000 with Kimley-Horn and Associates, Inc. to develop a Safe Route to School Plan for children that use Valparaiso Avenue and other neighboring roadways to travel to Menlo School, Sacred Heart Schools, Hillview School, Encinal School, and Oak Knoll School.

BACKGROUND

During the Fiscal Year 2009-10 project priority-setting process, the City Council approved a project to develop a Safe Route to School Plan for school children that use Valparaiso Avenue and other neighboring streets to travel to Menlo School, Sacred Heart Schools, Hillview School, Encinal School, and Oak Knoll School. See table below for information about each school.

School	Type	Grades	Number of Students
Menlo School	Private	6 through 12	810*
Sacred Heart Schools	Private	Pre-K through 12	839**
Hillview School	Public	6 through 8	682
Encinal School	Public	K through 5	750
Oak Knoll School	Public	K through 5	735

*Has 110 students with Menlo Park addresses

**Has 181 students with Menlo Park addresses.

The ultimate goals of this Safe Route to School Plan project are to: 1) Enable and encourage children, including children with disabilities, to safely walk and bicycle to school, and per Americans with Disabilities Act (ADA) Guidelines, travel to school via accessible routes; 2) Make walking and bicycling to school more appealing modes of

travel, and 3) Facilitate the planning, design, and implementation of projects that will improve safety, the environment, and the overall quality of life.

Valparaiso Avenue is a two-lane, east-west roadway between El Camino Real and Alameda de las Pulgas. A portion of Valparaiso, approximately west of Delfino Way, is in San Mateo County while the portion of Valparaiso Avenue, approximately east of Delfino Way, is split half way along jurisdictional boundaries, with the northern portion in Atherton and southern portion in Menlo Park. Valparaiso Avenue provides access to mainly residential areas and to the schools on Valparaiso Avenue, namely, Menlo School and the Sacred Heart Schools. Valparaiso Avenue carries traffic volumes that range from 10,200 to 13,300 vehicles per day. Valparaiso Avenue has a posted speed limit of 35 mph. Valparaiso Avenue is classified as a minor arterial street in the Land Use/Circulation Element of the City of Menlo Park General Plan. There are bike lanes and intermittent sidewalks along Valparaiso Avenue.

In addition to Valparaiso Avenue, other roadways that have been initially identified as Safe Routes to School routes include Santa Cruz Avenue, Elder Avenue, San Mateo Drive, and Arbor Road. Please see Attachment B for map of the study area.

The City of Menlo Park has been developing and implementing Safe Routes to School Plans for City of Menlo Park school children that attend schools in Menlo Park and Atherton such as Hillview School, Oak Knoll School, Laurel School, and most recently, Encinal School. The Safe Routes to School Plan for Oak Knoll School was implemented in 2004. With the use of Federal Safe Routes to School grant funds, the Safe Routes to School Plan for Laurel School was completed last spring.

At three crossings on Santa Cruz Avenue for the Hillview School students, staff was also able to acquire Federal funds to install in-pavement lighted crosswalk systems. That project is scheduled for construction sometime this year or early next year to coincide with the Hillview School renovation completion. Staff will be applying for the Cycle 3 of the Federal Safe Routes to School Funding Program this coming July for funding the implementation of the Encinal School Safe Routes to School Plan.

ANALYSIS

Summary of Selection Process

On March 16, 2011, City staff sent a Request for Proposals to five transportation consultants to seek transportation engineering assistance in developing a Safe Routes to School Plan for school children that use Valparaiso Avenue and other neighboring streets to travel to Menlo School, Sacred Heart Schools, Hillview School, Encinal School, and Oak Knoll School. The City received proposals from the four consultants as follows:

- Kimley-Horn and Associates
- T.Y. Lin International
- DKS Associates
- Fehr and Peers

Staff evaluated the proposals using the following criteria:

- Project Management Experience
- Demonstrated ability to perform the specific tasks outlined in the request for proposal
- Methods or techniques to be employed
- Reasonableness of the schedule to complete each task
- Project team's experience with similar projects
- Cost

On the basis of the written proposals, staff concluded that Kimley-Horn and Associates was best able to meet the City's needs within the allocated budget for this project. They also had the lowest cost proposal, Kimley-Horn and Associates had worked on Menlo Park's Safe Routes to Oak Knoll School and Laurel School projects, which were completed on time and within budget, and recently completed traffic studies for Menlo School.

Scope of Services

The following tasks are included in the scope of services to develop this Safe Routes to School plan:

- Task 1: Data Collection and Review
- Task 2: Potential Improvement Alternatives
- Task 3: Draft Plan
- Task 4: Presentation to Menlo Park City Council
- Task 5: Preliminary Design Plans

Each task is described in more detail in the scope of work included as Attachment A. It is anticipated that staff will provide or help provide the Consultant with the turning movement counts and mechanical tube counts at various locations within the study area, depending on the student residence locations and their likely bicycling or walking corridors. Potential intersections and roadway segments for traffic count collection are illustrated on Attachment B. Some of these intersections or roadways may have recent counts from previous traffic studies conducted by Sacred Heart School and Menlo School.

Project Implementation

The stakeholders for this project will comprise of representatives from the following agencies and jurisdictions: City of Menlo Park, Town of Atherton, Menlo Park City School District, Menlo School, Sacred Heart Schools, Hillview School, Encinal School, Oak Knoll School, Menlo Park Police Department, Atherton Police Department, San Mateo County Sheriff's Department, and Menlo Park Fire Protection District. The stakeholders will be asked to provide guidance to the project consultant to ensure that the goals and objectives of the stakeholders for this project will be met. Staff will also coordinate with the Town of Atherton and school district officials with the process.

The following meetings are scheduled:

- Three Stakeholders or Steering Committee meetings.
- Three neighborhood meetings to seek input from residents while the plan is being developed.
- Meetings with the Bicycle Commission and the Transportation Commission to provide a forum for discussing the plan.
- Meeting with the Town of Atherton Council
- A presentation of the final draft of the Safe Routes to School Plan to the City Council for its review and consideration.

Staff may schedule additional meetings as deemed necessary and as requested by the project stakeholders.

Staff estimates that in consideration of the number of meetings scheduled with the project stakeholders, neighborhoods, commissions, and councils and the associated lead times, the development of this Safe Routes to School Plan will take seven months, with an additional two months for review and approval. Because of the difficulty in scheduling meetings and making sure all the stakeholders and the affected communities could attend, no stakeholder meetings and community meetings will be scheduled during the summer. Any additional data collection or surveys will occur when school starts.

IMPACT ON CITY RESOURCES

The cost to develop this Safe Route to School Plan is estimated to be \$80,000, including staff time. The consultant contract is for \$60,000; \$53,945 for the services in the scope of work and \$6,055 for contingencies. This project was included in the FY 2009-10 Budget.

POLICY ISSUES

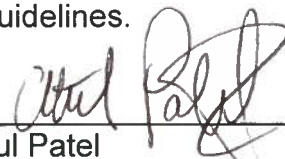
This project is consistent with several policies in the 1994 General Plan Circulation and Transportation Element. These policies seek to enhance the safety of school children who walk and bicycle to school.

ENVIRONMENTAL REVIEW

The development of this Safe Routes to School Plan for various schools is not a project under the current California Environmental Quality Act Guidelines.



Rene C. Baile
Transportation Engineer



Atul Patel
Senior Transportation Engineer

PUBLIC NOTICE: Public Notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting.

ATTACHMENTS: A. Kimley-Horn & Associates' Valparaiso Safe Route to School Plan Scope of Work
B. Map of Study Area

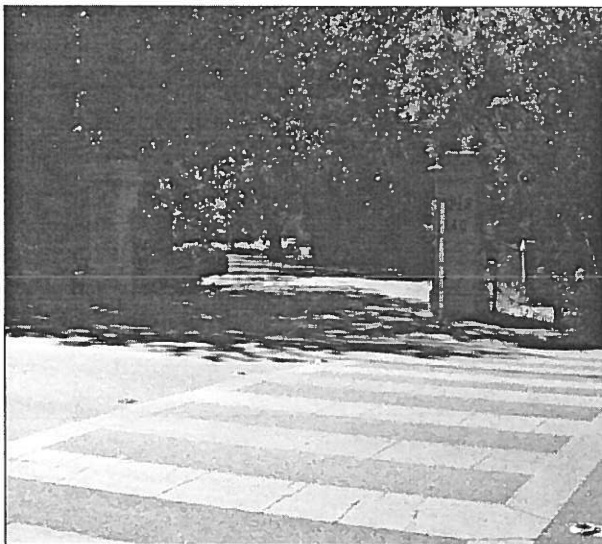


1. Methodology

Project Understanding

The goal of this project is to prepare a Safe Routes to School (SR2S) plan for children who use Valparaiso Avenue and other streets in the vicinity of Valparaiso Avenue to travel to Menlo School, Sacred Heart School, Saint Joseph's School, Hillview School, Encinal School, and Oak Knoll School. The roadways in the study area are maintained by both the City of Menlo Park and the Town of Atherton. The different characteristics of each roadway in the study area lead to some similar as well as some differing problems related to the safety of school children including speeding, high traffic volume, parking conflicts, and conflicts in the shared public space between passenger vehicles, buses, bicycles, and pedestrians. All of these conflicts can lead to increasingly unsafe conditions for children and parents.

This SR2S plan is intended to create safe and convenient opportunities for children (and adults) to bicycle and walk to each of the study area schools. Secondary benefits to children (and their neighborhood)—such as improved health, reduced traffic congestion and speeding, better air quality, and enhanced neighborhood safety—also will be included. The culmination of the process is to provide the City with a plan that represents a consensus of the needs and preferences of the residents, the school, the City of Menlo Park and its representatives, and other municipal agencies in the area and provides sufficient data to apply for and secure either a state or federal Safe Routes Grant.



Project Approach

To accomplish the project objectives, our work program will follow the process described below.

Task 1 – Data Collection and Review

The foundation of our work program is based on a thorough understanding of the issues and coordination with the City staff and project Steering Committee. As part of that effort, we will meet in a project kick-off meeting. The meeting will serve the following purposes:

- Review the work program and make minor refinements to help to ensure that our evaluation and ultimate plan specifically and appropriately match the needs of each study area school and the surrounding neighborhood.
- Discuss the geographic boundaries of the area that are significantly affected by pedestrian, bicycle, and vehicle travel patterns.
- Discuss SR2S options and preferences that both the Steering Committee and City staff would like to have considered.
- Schedule steering committee meetings, public meetings and project deliverables. We have made schedule recommendations later in this proposal but have found that discussion of these milestones at this earlier step in the process gives you the opportunity to influence our schedule by pointing out potential conflicts with other City projects, holidays, meeting dates of the City Council and Commissions, and other neighborhood or school meetings.

Our objective for this project is to function as an extension of your staff and meet the needs of the City and neighborhood. It is anticipated that City staff will provide or help provide Kimley-Horn the following data:

- **CORRIDOR AND TURNING MOVEMENT VOLUME COUNTS** – Mechanical tube and peak hour turning movement counts will be reviewed on the subject streets to determine typical traffic patterns and volume levels.
- **SPEED SURVEYS** – Speed studies of critical speed (85 percent) and peak speed will be reviewed by our team to quantify the degree of speeding. Since it is recognized that drivers are more prone to speeding during times such as in the morning when they are rushing to work and school, speed data will be noted by time of day to the extent that data is available. We will be looking to see if 85 percent of the vehicles are traveling more than 5 mph over the posted speed, as well as determining the fastest observed speed.



- **COLLISION DATA** – Collision data provided by the City will be evaluated to determine locations with elevated accident histories. To the extent data is readily available, Kimley-Horn will evaluate the reported cause of the collisions, with particular focus on collisions involving pedestrians and bicyclists.
- **AERIAL PHOTOS AND MAPS** – Aerial photography and maps will be used to identify vehicular, bicycle, and pedestrian routes in relation to the school and residences.
- **SCHOOL STUDENT RESIDENCE AND ATTENDANCE BOUNDARY** – The school student population and boundary will be reviewed to determine where the greatest numbers of students reside and their likely travel corridors. Student residences will be mapped and grouped as probable travel routes to their corresponding schools.
- **EXISTING SCHOOL AND DISTRICT TRANSPORTATION POLICY** – The existing school drop-off and pick-up policy at each school will be reviewed to determine improvements to be included as part of the SR2S plan.

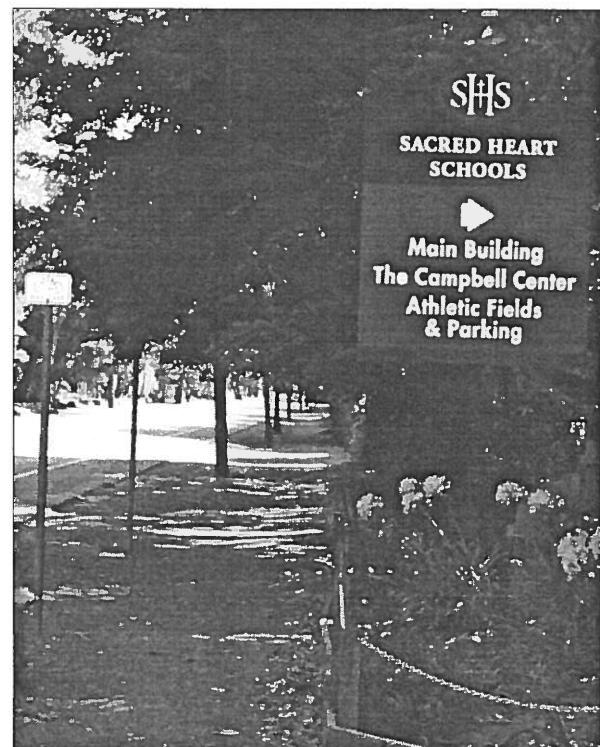
If some traffic data is unavailable or outdated, Kimley-Horn will coordinate with City staff to collect supplemental data to assure that the project dataset is complete and current. Supplemental data may include additional traffic counts or speed surveys. Based on overall budget constraints, Kimley-Horn has not allocated any project budget for potential additional data collection to supplement the existing dataset. Data collection will be provided as an optional service if the City requests Kimley-Horn to manage supplemental data collection.

In addition to the data provided by the City and other stakeholders, Kimley-Horn will also conduct field observations of traffic characteristics throughout the study area during the morning and afternoon school peak periods that coincide with school bell times. Observations will consider but will not be limited to the following:

- Pedestrian walking routes
- Marked and unmarked crossing locations
- Unsafe driving maneuvers
- Drop-off and pick-up locations
- Speeding
- On-street parking
- Current roadway lane configurations, width, and traffic controls

- Conflicts with residential driveways
- Pedestrian mobility obstructions
- Adequacy of current signing and striping
- Location or lack of pedestrian and bikeway facilities
- School shuttle and transit stops
- Sight obstructions

The data provided and the field observations made are critical items in the determination of SR2S measures considered. Kimley-Horn has conducted a preliminary field review during our research for this project. The **following figure** illustrates some typical conditions observed in the study area, such as inconsistent pedestrian paths, missing curb ramps, mid-block crossings with potential for enhancement, and more. The items identified in the figure are by no means all-inclusive of the issues we expect to be identified as part of the overall SR2S plan developed for this project, but rather typical items found throughout the study area that may be preventing or hindering safe travel ways for students. These small but significant “gaps” in the safe route often result in children not using these areas for travel and fixing each small location results in a consistent and safe travel way for students and parents.





In addition to our own field observations, we recognize that there is no substitute for the experience of parents and neighbors when it comes to identifying SR2S issues and potential solutions. In an initial public meeting with residents we will lead a discussion with the neighborhood to introduce and discuss the project. We have previously found that residents have valuable information and knowledge about traffic and safety issues. Since this unique understanding will enhance any information from the City and observations collected by Kimley-Horn, residents will be encouraged to communicate their concerns and offer opinions on potential solutions. The meeting will also be used to discuss general SR2S strategies, as well as set expectations as to how the project will be conducted, scheduled, and completed.

Following the completion of the neighborhood meeting, we will compile all of the results of the data collection and observations into an Existing Conditions Chapter. The results will be summarized in a series of graphics, maps, and tables that can be reviewed with the Steering Committee and used for future public meetings. Because we feel that the development of a successful SR2S plan is based on a solid process, we will document each part of that process as a Chapter in the SR2S Plan.

Deliverables:

- Chapter 1 – Existing Conditions (1 electronic and 2 hard copies (bound and unbound))
- Staff-level Meeting #1 (attended by Kimley-Horn PM)
- Steering Committee Meeting #1 (Kick-off Meeting - attended by Kimley-Horn PM)
- Neighborhood Meeting #1 (attended by Kimley-Horn PM)

Task 2 – Potential Improvement Alternatives

Upon completion of the Task 1, Kimley-Horn will meet with City staff to discuss proposed alternatives to address the issues highlighted during the data collection and observation phase of the project. Alternatives may include roadside improvements, alternative walking routes, conversion to one-way street directions, improved crossings, electronic speed display signs, and other traffic calming features such as speed humps or raised crosswalks. Other strategies may include school safety education that could consist of classroom and field training for students, as well as circulation of educational materials for parents. The focus will be on pedestrian and bicycle safety, safety patrol training, proper student pick-up and drop-off practices, compliance

with reduced speed limits in school zones, pace car programs, etc. Specific consideration will be given to the effects of SR2S features on emergency service response and access by other common neighborhood service providers such as transit, trash and recycling vehicles, mail service, and delivery services.

Kimley-Horn will meet with the Steering Committee to discuss both the results of Existing Conditions Report and the alternatives discussed by Kimley-Horn and City staff. We will discuss advantages and disadvantages of the measures and make recommendations on a series of preferred approaches. We will work with the Steering Committee to select alternatives to be presented at a neighborhood meeting for resident and school parent comments and questions. Kimley-Horn will prepare for and participate in a second neighborhood meeting to present the results of the Existing Conditions Report and the current alternatives discussed with the Steering Committee. Our role will be to guide the process to a consensus of ideas and to direct residents and parents away from alternatives that may be unreasonable, unsuccessful, or unsafe.

Based on the results of the Steering Committee and Neighborhood Meetings, we will prepare a Potential Alternatives Improvement Chapter summarizing concepts to address the SR2S issues for the neighborhood. Solutions may include roadside improvements, alternative walking routes, conversion to one-way street directions, improved crossings, electronic speed display signs, and other traffic calming features such as speed humps or raised crosswalks. Preliminary cost estimates and conceptual design drawings will be included as part of this deliverable.

Deliverables:

- Chapter 2 – Potential Improvement Alternatives (1 electronic and 2 hard copies (bound and unbound))
- Staff-level Meeting #2 (attended by Kimley-Horn PM)
- Steering Committee Meeting #2 (attended by Kimley-Horn PM)
- Neighborhood Meeting #2 (attended by Kimley-Horn PM and PIC)

Task 3 – Draft Plan

Upon completion of Task 2, Kimley-Horn will present the Potential Improvement Alternatives to the City's Bicycle and Transportation Commissions. Subsequent to these meetings, Kimley-Horn will meet with City staff to discuss the draft plan and inclusion



of alternatives discussed and comments received during the previous Steering Committee, Neighborhood, and Commission Meetings. Kimley-Horn will prepare an Administrative Draft SR2S Plan and meet with the Steering Committee to discuss the contents of the Administrative Draft SR2S Plan. It is likely that the Administrative Draft SR2S Plan will include recommendations that are based on a combination of engineering, encouragement, enforcement, and educational elements. The plan will include a recommended concept plan detailing specific elements, how and where they should be implemented, rough estimates of probable cost, and potential funding sources. Based on the direction from the Steering Committee and earlier public comments, we will refine the Administrative Draft SR2S Plan for public presentation and publish as a Draft SR2S Plan.

Kimley-Horn will prepare for and present the recommended Draft SR2S Plan at the third neighborhood meeting. We will use the meeting to review the overall process in developing the plan as well as the specific contents of the Draft SR2S Plan. We assume that minor adjustments to the Draft SR2S Plan may be requested by residents. Following the third neighborhood meeting, we will present the Draft SR2S Plan to the City's Bicycle and Transportation Commissions. Based on comments from the commissions and residents, we will make minor adjustments to Draft SR2S Plan and publish as a Final Draft SR2S Plan.

Deliverables:

- Chapter 3 – Administrative Draft, Draft, and Final Draft SR2S Plans (1 electronic & 2 hard copies (bound and unbound) each)
- Staff-level Meeting #3 (attended by Kimley-Horn PM)
- Steering Committee Meeting #3 (attended by Kimley-Horn PM)
- Neighborhood Meeting #3 (attended by Kimley-Horn PM and PIC)
- Bicycle Commission Meetings (2) (attended by Kimley-Horn PM)
- Transportation Commission Meetings (2) (attended by Kimley-Horn PM)

Task 4 – Presentation to Menlo Park City Council

Kimley-Horn will present the completed Final Draft SR2S Plan to the City Council including both the conceptual drawing of the plan and a presentation on the background of the each

improvement measure. Based on comments from the Council members, we will make minor adjustments to Final Draft SR2S Plan, and develop the Final SR2S Plan.

If additional separate meetings are required for presentation of the Draft SR2S Plan to the Town of Atherton and/or San Mateo County elected officials, these meetings will be provided as an additional service.

Deliverables:

- Chapter 4 – Final SR2S Plan (1 electronic and 2 hard copies—bound and unbound)
- City Council Meeting (attended by Kimley-Horn PM)

Task 5 – Preliminary Design Plans

Based on the approved Final SR2S Plan, we will develop 35-percent concept plans and cost estimates. Physical roadway improvements will be prepared in AutoCAD based exclusively on aerial photography or available AutoCAD base mapping provided by City staff, and will show curb, gutter, pavement features, and other details necessary to visually describe the improvement and location. Kimley-Horn does not anticipate extensive field measurement or survey to be conducted as part of this task but rather existing AutoCAD information provided by the City, as noted above.

The Preliminary Design Plans will be conceptual in nature illustrating the approximate location and design of improvement features identified in the final project documentation. These Plans are not assumed to be of an adequate level for construction documentation. The Preliminary Design Plans are intended to assist the City in specifically identifying the location and approximate unit cost of final improvement features to be included in future grant funding applications. As an optional task, additional detail may be added to these plans such as photographs of example installations or additional design details to permit for easier translation to future design documents.

Deliverables:

- Chapter 5 – Preliminary Design Plans (1"-40' scale, 11"x17" design plans in electronic and 5 sets of a hard copy format) and an opinion of probable construction cost (electronic copy in Microsoft Excel)