



PUBLIC WORKS DEPARTMENT

Council Meeting Date: October 23, 2007
Staff Report #: 07-173

Agenda Item #: D2

CONSENT: Authorize the City Manager to Enter into an Agreement in the Amount of \$59,944 with Dowling Associates, Inc., to Develop a Sidewalk Master Plan for the City of Menlo Park

RECOMMENDATION

Staff recommends that the City Council authorize the City Manager to enter into an agreement in the amount of \$59,944 with Dowling Associates, Inc., to develop a Sidewalk Master Plan for the City of Menlo Park.

BACKGROUND

During the Fiscal Year 2007-08 project priority-setting process, the City Council approved a project to develop a Sidewalk Master Plan for the City. The total budget for the project was approved at \$100,000, including \$60,000 for consultant services and \$40,000 for staff time. The project does not include any construction.

The City has a variety of sidewalks and pedestrian areas throughout the City, such as traditional concrete sidewalks, parking strips, and asphalt trails. Throughout the City, sections are missing from the pedestrian network, ranging from small gaps in front of one property to entire streets without sidewalks.

Currently, the City does not have a policy regarding the completion of missing sections of the pedestrian network. The missing sections of sidewalk historically have been identified through concerns brought to the City by residents. Also, new development projects are reviewed on a case-by-case basis and are required to install sidewalk along the property frontage when consistent neighborhood patterns exist.

The goal of the Sidewalk Master Plan is to develop a plan that will enable the City to prioritize the completion of the missing sections of sidewalk and/or pedestrian areas. The plan will create a systematic approach to addressing these gaps.

As part of the project, an inventory will be conducted of the current pedestrian network, including missing sections, along the approximately 100 miles of roadways throughout the city. One of the first tasks will be to create an objective list of criteria to be used to

develop the priorities for installation. The criteria may include traffic volumes, proximity to schools or other attractions, and lack of parallel routes.

Once an acceptable plan is developed and approved, funding for the installation of sections of sidewalk will be considered in future budgets.

ANALYSIS

Summary of Selection Process

On August 8, 2007, City staff sent a Request for Proposals (RFP) to 13 transportation and engineering consultants to seek transportation engineering assistance in developing a Sidewalk Master Plan. The City received proposals from three consultants – Coastland Civil Engineering, Inc., Dowling Associates, Inc., and SWA Group.

On the basis of the proposals received, staff invited all three consultants for oral interviews. On September 21, 2007, a selection committee, comprising City staff and a representative from the Transportation Commission, interviewed the consultants. In evaluating the proposals, the committee used the following criteria: project manager experience, demonstrated ability to perform the specific tasks outlined in the RFP, methods or techniques to be employed, reasonableness of the schedule to complete each task, and the project team's experience with similar projects.

Based on the written proposals and consultant interviews, the selection committee concluded that Dowling Associates, Inc., was best able to meet the City's needs within the allocated budget for this project. Dowling Associates, Inc., is familiar with issues in Menlo Park, having worked with the City on several projects, including the Rosewood Hotel Project and the citywide traffic analysis model.

Scope of Work

The following tasks are included in the scope of work to develop a Sidewalk Master Plan:

Task 1: Understand the Context

Task 2: Develop Criteria for Prioritization of Sidewalk Improvements

Task 3: Assess the Existing Network

Task 4: Initial Improvement Recommendations

Task 5: Preliminary Top-Tier Improvement Recommendations for City Council

Task 6: Action Plan

Task 7: Menlo Park Sidewalk Master Plan

Each task is described in more detail in the scope of work, which is provided at Attachment A.

Project Implementation

As an integral part of the project, several meetings are planned in order to provide guidance, including the following:

- One community meeting is planned to seek input from residents on the criteria to be used to prioritize the pedestrian network locations.
- Meetings with the Transportation Commission will also be scheduled to provide a forum for discussion of the criteria and the plan.
- Meetings with the City Council will be scheduled to allow the opportunity for criteria selection and consideration for projects to possibly include in the fiscal year 2008-09 Budget as well as for consideration of the final plan.

Staff estimates that the development of the Sidewalk Master Plan will take approximately seven months to complete. In order to provide Council with an opportunity to review and consider implementation of portions of the Sidewalk Master Plan for the FY 2008-09 Budget cycle, staff will present a preliminary list of the top-tier sidewalk sections in February in advance of the final plan.

IMPACT ON CITY RESOURCES

The cost to develop the Sidewalk Master Plan is estimated to be \$100,000, including staff time. This project has been included in the FY 2007-08 Budget. The source of funding is the City's General Fund Capital Improvement Program Fund.

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 pedestrians.

ENVIRONMENTAL REVIEW

The development of the Sidewalk Master Plan is not a project under the current California Environmental Quality Act Guidelines.

Charles Taylor
Transportation Manager

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

ATTACHMENT: A. Scope of Work for the Sidewalk Master Plan Project

Scope of Work

The following scope defines the tasks that will be undertaken by Dowling Associates to create a safe, comprehensive, comfortable and inviting pedestrian network for the Menlo Park community and its environs.

Dowling Associates proposes a seven-task approach to the study with input and direction coming from the public, key stakeholders, city staff, commissioners, and council members. The specific tasks are as follows:

Task 1: Understand the Context

Dowling Associates will meet with Menlo Park staff to finalize the project approach and confirm key community stakeholder involvement strategies. We will collect and review background information and assess Menlo Park's current pedestrian network via field evaluation and GIS analysis outlined below.

A. Project Initiation/ Kickoff Meeting

Meet with City Staff to:

- Review scope of services and current prioritization methodology;
- Discuss project coordination issues;
- Identify issues and desired outcomes of the Sidewalk Master Plan;
- Obtain GIS databases and shape files, including relevant roadway details (i.e. paved surfaces, curbs, driveways, sidewalks, utility poles, ROW, etc.), schools, parks, senior centers, retail centers, public-owned land, and population or housing densities by census tract. These should all be in the same projection;
- Obtain relevant background documents from the City;
- Discuss the setting and unique issues associated with Menlo Park; and
- Tour some of the areas of the community and pedestrian system representative of the City's most pressing pedestrian issues.

B. Data Collection and Review

- Review relevant background reports such as the City’s General Plan, Municipal Codes, Zoning Ordinances, and the Sidewalk Repair Project.
- Contact adjacent jurisdictions as listed in RFP to compare sidewalk improvement programs and ensure inter-jurisdictional pedestrian system connectivity.
- Review relevant documents for the project area, such as the *San Mateo County Senior Mobility Action Plan*.

Meeting: *Kickoff meeting with City Staff.*

Deliverable: *Working paper summarizing Task 1 findings.*

Task 2: Develop Criteria for Prioritization of Sidewalk Improvements

Dowling Associates will work with City staff and the community to develop criteria and weighting for existing sidewalk conditions. Preliminary criteria may include:

- Gaps in sidewalk continuity, especially where potentially linking to important pedestrian destinations and generators (see below);
- Presence of sidewalk/path on only one side of street;
- Insufficient facilities as per ADA requirements and guidelines;
- Maintenance needs, including earthquake or tree-root damage; and
- Lack of buffers (e.g., planting strips) from traffic, especially on major, high-volume roadways.

As mentioned above, possible criteria for sidewalks providing access to key pedestrian destinations and generators may include, but are not limited to, the following:

- Schools, libraries, and parks;
- Greenways, such as the Bay Trail
- Retail centers (i.e., Santa Cruz Ave, El Camino Real, etc);
- Transit stops and stations
- Senior centers and housing;
- Roadway types (arterial, collector, local)
- Neighborhoods with high concentrations of seniors; and
- Walkway connections with neighboring jurisdictions.

The Dowling Team is very experienced in designing surveys to effectively gather community input. To cost effectively optimize community input and involvement, we propose to apply our

experience towards helping design an on-line survey, to be housed managed by the City and housed on the City's website.

Dowling Associates will work with City staff and key stakeholders (e.g., Transportation Commission members) to organize a *Walkable Community Workshop* designed to discuss sidewalk needs, cost-effective and politically acceptable solutions, prioritization criteria and process, etc. Workshop results will be presented to the Transportation Commission in a meeting/working session designed to gain Commissioner insight, direction, etc. A draft of prioritization criteria will then be presented at a City Council meeting for approval.

Meetings: *Community meeting #1*
 Transportation Commission meeting #1
 Council Meeting #1

Deliverables: *Initial draft of criteria and weighting, based on input from City Staff and the Walkable Community Workshop.*

Final draft of criteria and weighting, based on input from the Transportation Commission.

Working paper summarizing criteria and weighting based on input from the City Council.

Task 3: Assess the Existing Network

Dowling Associates will evaluate the existing pedestrian network and identify demand for pedestrian needs. We will use our GIS analysis combined with our GPS equipped Personal Digital Assistants (PDAs) for conducting inventory surveys, as they simplify the data collection process and eliminate the post-collection data entry errors. GPS equipped PDAs also have the advantage of quickly and seamlessly incorporating into our Geographic Information System (GIS) analysis. Finally, our GIS integrated approach enables us to efficiently provide our survey findings, both cartographically and statistically. For this task, we will conduct an inventory of the following:

- Current deficiencies and gaps in the sidewalk network;
- Existing sidewalks in terms of surfacing, width, buffers, and ADA requirements/guidelines;
- Curb characteristics;

- Roadway types (arterial, collector, local) and characteristics (raised median, average daily traffic volumes, if available);
- Bike lanes;
- Parking characteristics; and
- Transit stop location and characteristics (i.e., adequate space, seating, shelter, etc.)

GIS databases and shape files provided by Menlo Park staff should have the following components so we may assess and analyze pedestrian accessibility:

- Residential areas, including identifiable neighborhood districts;
- Important community destinations such as schools, parks, shopping areas, etc; and
- Street right-of-way dimensions and standards.

Publishable maps containing inventory results will be created to be used in public meetings and on websites.

Deliverables: *Hard copy of existing conditions map*

Electronic GIS files, including database and shape files for each layer.

Task 4: Initial Improvement Recommendations

Several Menlo Park neighborhoods, as with similar communities we have worked with in the past, have an array of public and private fixtures encroaching on the right-of-way, in some cases making it costly and politically disruptive to construct a sidewalk. On the public side there are storm drains, water lines, gas lines, etc., and on the private side there is landscaping, fences, walls, etc. Initial recommendations will take into account the costs (as well as the benefits) of relocating utilities, while also appreciating the political sensitivity of discussing the removal of private encroachments that have perhaps been in place for years. We will draw on our experience working on these issues with key stakeholders to provide cost-effective and politically acceptable solutions to the community. For example, as we work with the community, we may encounter the following scenario: 1) a neighborhood street without sidewalks and many public and private encroachments in the ROW; 2) the homeowners are highly resistant to removing their landscaping, hedges, gates, etc. If this street is not a critical link between key pedestrian destinations and the community, public officials and other key stakeholders decide that sidewalks are not the solution, we have experience in providing tailored, cost-effective solutions that will still improve the safety, livability and attractiveness of the street for pedestrian

and other activities. One possible solution is to designate the street a “Home Zone”, using a range of traffic control devices, from signage and in-pavement markings, to traffic calming devices, etc. Our Project Manager, Bruce Appleyard is one of the leading experts in working with community members to provide such cost-effective solutions (See October 2006 Planning Magazine).

The following is a more detailed outline of our approach for this task:

Dowling Associates will make initial recommendations for infrastructure, policy, and programmatic actions that improve the pedestrian network and encourage walking. The following types of recommendations may be included:

- Infrastructure improvements resulting from criteria developed in Task 2 applied to findings of existing conditions in Task 3. These results will be reviewed with Menlo Park staff to ensure accuracy of the analysis;
- Locations of easements that could serve as opportunities to create new pedestrian links (both pathways and/or sidewalks);
- Recommendations for relevant City documents (General Plan, Capital Improvement Program, etc.);
- Changes or additions to sidewalk provision requirements in municipal codes and zoning ordinances for future developments;
- Intra-governmental organization changes to facilitate sidewalk improvements, implement programs, and conduct maintenance;
- Advise on key partnerships between various public agencies, such as planning, public works, police department, Mayor’s office, school district, and so on;
- Cooperation with staff in surrounding jurisdictions;
- Participation in programs that encourage walking, such as International Walk to School Week, school contests encouraging for non-motorized commuting, and walking tours of the community, etc.; and
- Initial development of maps designed for on-line publication.

Deliverables: *Initial draft of recommended improvements*

Task 5: Preliminary Top-Tier Improvement Recommendations for City Council

A general meeting of the public will be held after completion of Task 4 to give the city council an opportunity to review the

preliminary results of recommended improvements. The goal is to give the council the top-tier (roughly 10-12 projects) of recommended improvements for them to consider in their budget deliberations.

Meeting: *City Council meeting #2*

Deliverable: *Preliminary top-tier priority list of improvements.*

Task 6: Action Plan

Dowling Associates will incorporate results of and input on sidewalk infrastructure improvements gathered in Tasks 4 and 5 to develop a final list of prioritized projects. We will:

- Prioritize projects;
- Identify potential funding for capital as well as program expenditures (education, encouragement, enforcement, etc.). Revenue sources could include grants General Fund, Park Development Fees, dedications, donations, and other sources;
- Break down projects into phases based on revenue and/or other development patterns;
- Identify operation and maintenance cost impacts by phase; and
- Identify potential conflicts, such as encroachment into public right-of-way by private owners or residents (with landscaping, gates, walls, etc.) and other public utilities (utility boxes, poles, storm drains, etc).

Deliverable: *Working paper of recommended improvements*

Task 7: Menlo Park Sidewalk Master Plan

Upon completion of Tasks 1 through 6, Dowling Associates will prepare a Master Plan that summarizes the planning process, conclusions and recommendations. This document will be designed to be made available on the web as well as in hard copy form by the City. This task includes the following:

- Dowling will prepare an Administrative Draft Sidewalk Master Plan (ADSMP). This report will include all working papers produced for previous tasks, including text on the planning process, assessment of the current pedestrian network, and the action plan which will include a capital facilities construction and maintenance plan. Drawings and illustrations will supplement the report.

- The ADSMP will be modified in response to a single set of non-conflicting review comments from staff to produce a Draft Sidewalk Master Plan (DSMP).
- Dowling will provide the DSMP at least two weeks in advance of the Transportation Commission meeting.
- The DSMP will be presented to the Transportation Commission.
- The DSMP will be modified in response to issues raised at the Transportation Commission meeting and to a single set of non-conflicting review comments to produce the Sidewalk Master Plan.
- The Sidewalk Master Plan will be presented to City Council. Dowling will provide the plan at least two weeks in advance of the City Council meeting.

Meetings: *Transportation Commission meeting #2*

City Council meeting #3

Deliverables: *One electronic version in Microsoft Word of the Administrative Draft Sidewalk Master Plan*

Fifteen bound copies and one electronic version in Microsoft Word of the Draft Sidewalk Master Plan.

Twenty-five bound copies, one unbound copy, and one electronic version in PDF of the Sidewalk Master Plan.

Additional Meetings

Dowling Associates has budgeted for attendance of six meetings; one kick-off meeting with staff, one community meeting and two meetings each for the Transportation Commission and City Council. Should additional meetings be required, costs for each will be based on four-hours of meeting preparation and travel time, \$45 in transportation costs, and meeting attendance hours, which will be charged above and beyond this budget. Hourly charges for each staff member are included in the budget calculations.

Budget and Schedule

The proposed cost to prepare the study is \$59,994. The project labor and budget is shown in the Tables 1 and 2 below. This budget estimate assumes reimbursement would be on a Time and Materials basis with monthly progress payments by invoice.

Dowling Associates will make a good-faith effort to meet the Client's schedule requirements. Assuming a start date of October 8th and a Kickoff meeting that same week, we expect to complete by the middle of February 2008, an Initial List Top Tier Projects for City Council budget deliberations, barring the occurrence of events beyond our control. The Administrative Draft Sidewalk Master Plan by mid-April, with The Sidewalk Master Plan is expected to be delivered by mid-May, 2008 for presentation before City Council by the end of May, depending on the timeliness of comments received and meeting agendas. A detailed schedule is shown in Table 3 at the end of this document.

Fee Proposal

Table 1: Dowling Budget by Task

Menlo Park Sidewalk Master Plan
Dowling Associates Personnel Hours by Task

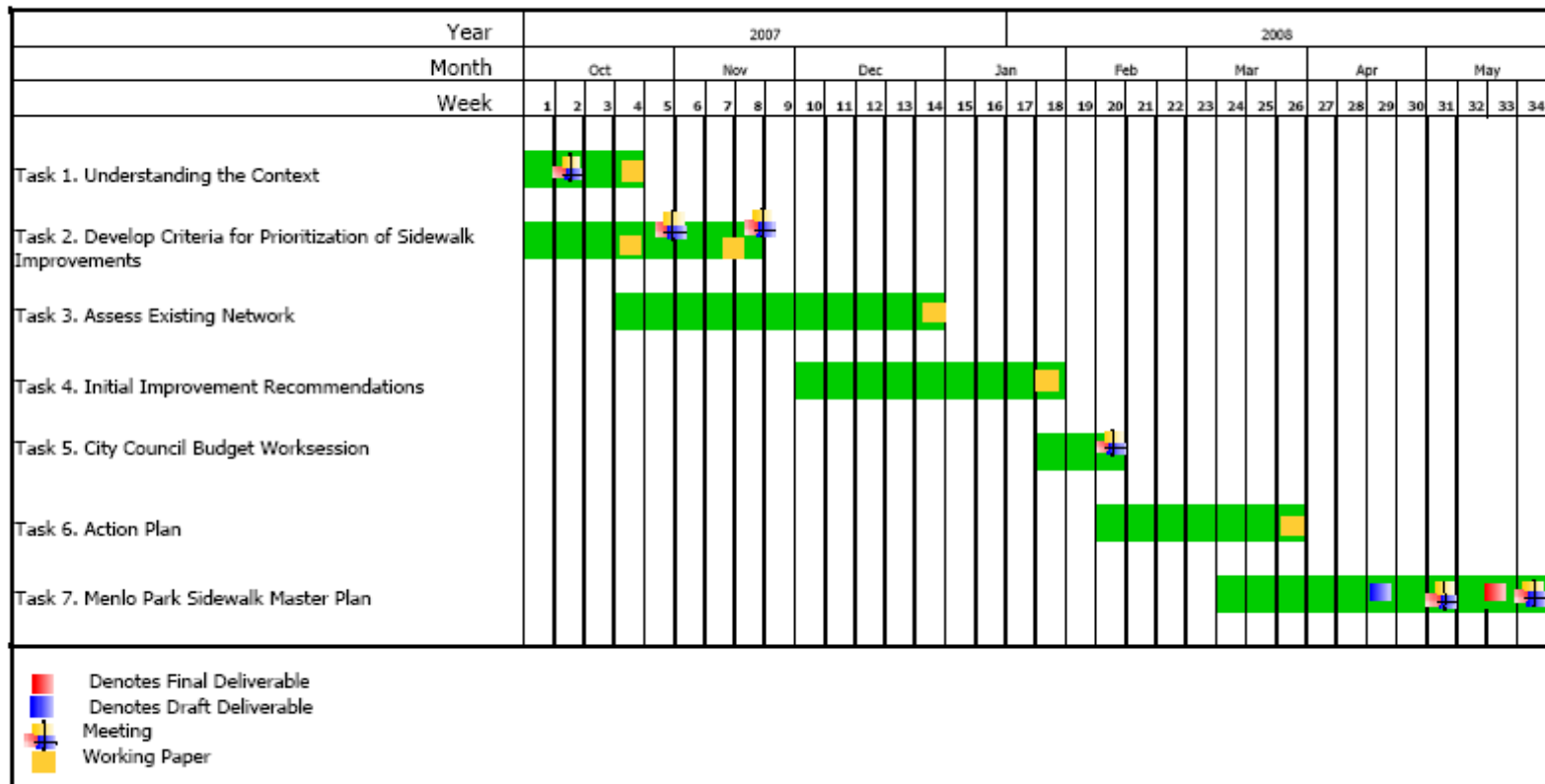
Task	Total Hours	Dowling Labor Costs	Subs and ODC Total	Total Cost with Subs and ODC	Task Share
Task 1. Understanding the Context	42	\$6,148	\$45	\$6,193	10%
Task 2. Develop Criteria for Prioritization of Sidewalk Improvements	44	\$5,572	\$135	\$5,707	10%
Task 3. Assess Existing Network	133	\$17,173	\$1,105	\$18,278	30%
Task 4. Initial Improvement Recommendations	80	\$10,036	\$0	\$10,036	17%
Task 5. City Council Budget Worksession	16	\$2,034	\$3,150	\$5,184	9%
Task 6. Action Plan	32	\$4,240	\$0	\$4,240	7%
Task 7. Menlo Park Sidewalk Master Plan	74	\$10,216	\$90	\$10,306	17%
Total	421	\$55,419	\$4,525	\$59,944	100%
Labor Costs by Staff					

Totals

Schedule

Table 2: Proposed

Proposed Schedule



Schedule