



**TOWN OF LOS GATOS
COUNCIL AGENDA REPORT**

MEETING DATE: 3/1/2022

ITEM NO: 11

DATE: February 24, 2022

TO: Mayor and Town Council

FROM: Laurel Prevetti, Town Manager

SUBJECT: Shannon Road Pedestrian and Bikeway Improvements (CIP No. 813-0218):

- a. Receive an Update on the Shannon Road Pedestrian and Bikeway Improvements Project;
- b. Accept a Transportation Fund for Clean Air Grant in the Amount of \$174,250 from the Santa Clara Valley Transportation Authority;
- c. Authorize the Town Manager to Execute a Grant Agreement with the Santa Clara Valley Transportation Authority for the Transportation Fund for Clean Air Funds;
- d. Authorize a Revenue and Expenditure Increase for the Project in the Amount of \$174,250 in the Fiscal Year 2021/22 Capital Improvement Program Budget for the Grant Funds; and
- e. Authorize the Town Manager to Execute the First Amendment to the Consulting Services Agreement with ActiveWayz Engineering for Additional Design Services, in an Amount of \$44,840, for a Total Agreement Amount Not to Exceed \$171,471.

RECOMMENDATION:

Staff recommends the following actions for the Shannon Road Pedestrian and Bikeway Improvements (CIP No. 813-0218):

- a. Receive an update on the Shannon Road Pedestrian and Bikeway Improvements Project;
- b. Accept a Transportation Fund for Clean Air (TFCA) grant in the amount of \$174,250 from the Santa Clara Valley Transportation Authority (VTA);
- c. Authorize the Town Manager to Execute a Grant Agreement with VTA for the TFCA funds (Attachment 1);

PREPARED BY: WooJae Kim
Town Engineer

Reviewed by: Town Manager, Assistant Town Manager, Town Attorney, Finance Director, and Director of Parks and Public Works

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- d. Authorize a revenue and expenditure increase for the project in the amount of \$174,250 in the Fiscal Year (FY) 2021/22 Capital Improvement Program (CIP) Budget for the grant funds; and
- e. Authorize the Town Manager to execute the First Amendment (Attachment 2) to the Consulting Services Agreement with ActiveWayz Engineering for additional design services, in an amount of \$44,840, for a total agreement amount not to exceed \$171,471.

EXECUTIVE SUMMARY:

As this report demonstrates, the community engagement with this project has been comprehensive. Early input from a broad stakeholder base confirmed the need for the project and substantiated the goal of creating a safer environment for bicycle and pedestrian users. The need for enhanced safety is evident to anyone who has observed this stretch of roadway for any length of time. As adjacent neighbors began to express their interest and concerns with the project, the project team raised the level of engagement, including individual meetings and a resident-focused meeting on a Saturday morning that brought great attendance. As is typical with these projects, priorities do not always align among stakeholders, and in this case even among neighbors on the same block. Town staff has taken input and created a project that supports the project safety goals and maximized opportunities to meet stakeholder needs.

The project design presented is at 65% completion. This report is intended as a check-in with the Town Council to demonstrate the evolution of the project from the Town Council approved design concept until today, including an emphasis on adjustments that were made in response to the robust community outreach. Staff believes this is a strong design and recommends proceeding with the project to final design and ultimately bidding and construction without making additional programmatic changes at this stage. Any changes will have significant design and timing cost implications and will put grant funding at risk.

BACKGROUND:

The Shannon Road Pedestrian and Bikeway Improvements Project will provide pedestrian and bicycle safety improvements on Shannon Road between Los Gatos Boulevard and Cherry Blossom Lane. This segment of Shannon Road is a two-lane neighborhood collector street with high volumes of bicycle and pedestrian traffic when schools are in session. The street is a popular route for students attending Blossom Hill Elementary, Louise Van Meter Elementary, and Raymond J. Fisher Middle Schools. There are intermittent sections of sidewalk on both sides of the roadway. Currently, on-street parking is not allowed on Shannon Road between 7 a.m. and 6 p.m., except on Saturdays, Sundays, and holidays.

In June 2018, the Town was awarded a Vehicle Emissions Reductions Based at Schools (VERBS) federal grant in the amount of \$940,100 from the Metropolitan Transportation Commission

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BACKGROUND (continued):

(MTC)'s One Bay Area Grant program (OBAG) distributed through the Santa Clara Valley Transportation Authority (VTA) to partially fund the project. Funding is designated in the FY 2021/22-2025/26 CIP Budget.

On November 5, 2019, the Town Council authorized the Town Manager to solicit design consultants and negotiate and execute a design consultant agreement in an amount not to exceed \$200,000. ActiveWayz Engineering was selected as the design consultant through the procurement process. A consultant services agreement for an amount not to exceed \$126,631 was negotiated and executed with ActiveWayz Engineering to include final design and construction administration support.

ActiveWayz Engineering analyzed the site and proposed two initial design concepts in collaboration with staff. Concept 1 included conventional sidewalks and Class II bikeways on both sides of Shannon Road. Concept 2 was for street-grade sidewalks and Class IV protected bikeways on both sides. The construction only cost for Concept 2 was estimated to be around \$2.9 million, which would not be feasible with the current project budget. These two concepts were presented to the Complete Streets and Transportation Commission (CSTC) on August 12, 2021, and to the community on August 25.

Attendees of the first community meeting commented that the project should focus more on the safety of young bicyclists and commuters to school on Shannon Road. As a result, a third concept with Class IV bikeways with green bollards was developed. Primary features of the three design concepts are summarized below:

Concept 1 – Conventional Sidewalk + Class II	Concept 2 – Street-Grade Sidewalk + Class IV	Concept 3 – Conventional Sidewalk + Class IV
Type of Bike Lanes		
Class II (5'-6' wide)	Class IV (5'-6' wide plus 3' separation from vehicle lanes)	Class IV (green bollards) / Class II (5'-6' wide plus 3' buffer from vehicle lanes)
Street Tree Removals (in Public ROW)		
Removal of three (3) trees	Removal of nine (9) trees	Removal of five (5) trees
On-Street Parking		
South side (Los Gatos Blvd to Cherry Blossom)	North side (Magneson Loop to Cherry Blossom)	Approx. five spaces on south side between Magneson Loop and Englewood Ave

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Concept 1 – Conventional Sidewalk + Class II	Concept 2 – Street-Grade Sidewalk + Class IV	Concept 3 – Conventional Sidewalk + Class IV
Conform Work in Private Property		
Grading and other modifications required	Reduces encroachment into private property for conform work	Grading and other modifications required
Preliminary Estimate – Construction Only		
\$1.8M	\$2.9M	\$1.9M

The third concept was presented to the CSTC on September 9 and to the community on September 29. CSTC voted in support of the Concept 3 due to the protected Class IV bike facilities design, which provides higher sense of security/safety to bicyclists compared to Class II bikeways. Also, 50% of the second community meeting attendees voted in favor of Concept 3, and 44% voted for Concept 1 (standard Class II bikeway design). Few Shannon Road residents expressed concerns regarding the removal of the on-street parking in front of their specific properties, installation of Class IV bike lanes with green bollards, and questioned the need to install wide sidewalks on both sides of Shannon. Some attendees expressed desires to maintain the “rural and neighborhood feel” of Shannon Road.

On October 19, 2021, the Town Council considered the three design options and heard public comments regarding Design Concept 3 recommended by staff. Council ultimately approved Concept 3 without the green bollards in consideration of concerns heard from some Shannon Road residents about how they would impact the look and feel of the street and the neighborhood. Without the green bollards, the bike facility design for Concept 3 would be buffered Class II type. Council further directed staff to investigate alternative barrier options for bikeways acceptable to the Shannon Road residents and to continue engaging the community for the final design.

DISCUSSION:

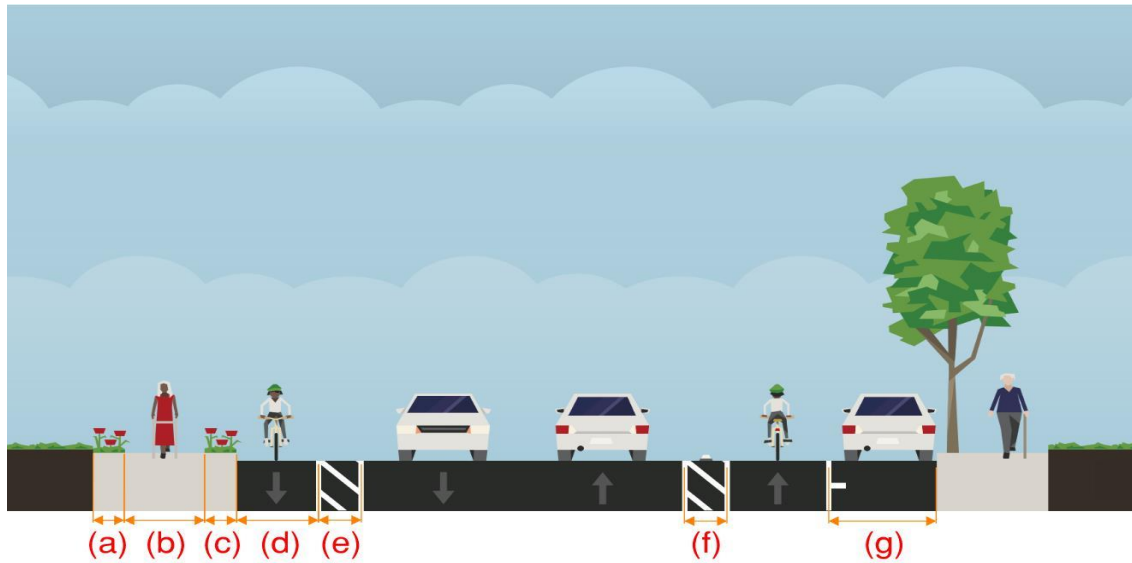
Online Survey on Priority of Design Elements

With the Council’s approval of the revised Concept 3, staff actively engaged with the Shannon Road residents. Residents continued to request minimizing the safety improvements to keep the rural neighborhood feel of Shannon Road. There were few variables for final design considerations such as locations and widths of planter areas, sidewalk, bike lanes, buffer space, on-street parking, and low-profile barriers. Staff conducted an online survey to better understand the residents’ priorities on these different design variables. Shannon Road residents were invited to rank the seven project elements by their priority (1 being the most important element and 7 being the least important). By November 10, 2021, 21 out of the 35

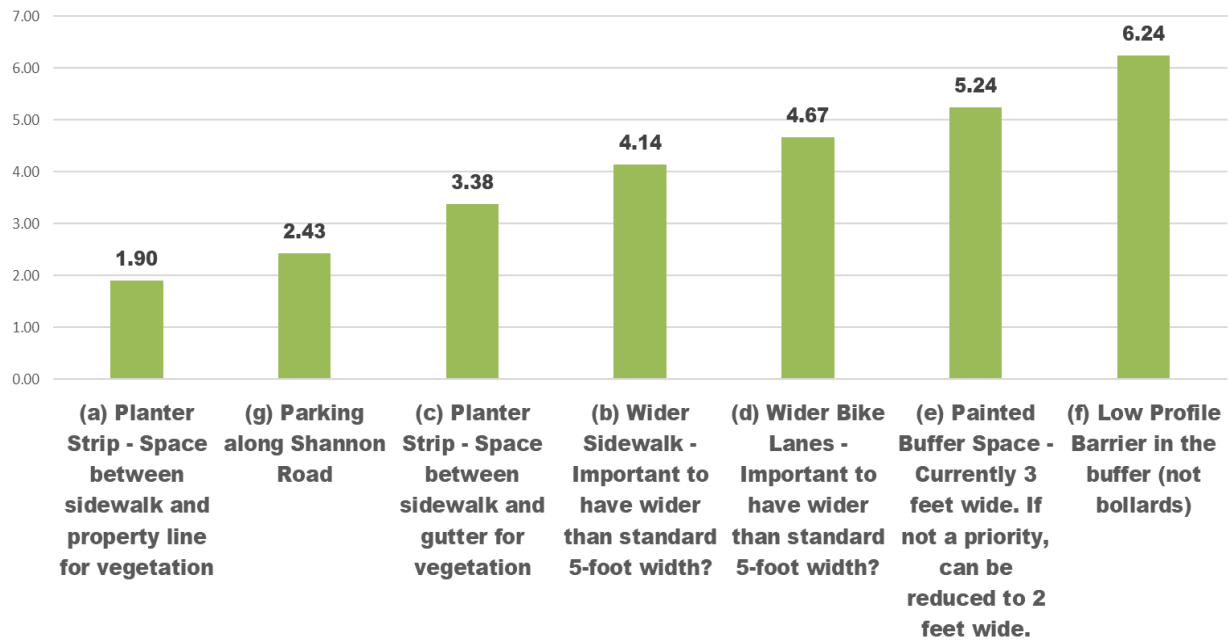
DISCUSSION (continued):

households/properties along the Shannon Road project limit, completed the survey. Survey results are summarized here:

Shannon Road Neighborhood Survey



PRIORITY RANKING AVERAGES



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DISCUSSION (continued):

The residents ranked adding planter spaces between the property line and sidewalk as the most important element, while ranking on-street parking as the second most important priority. Low-profile barriers in the buffer area to physically separate the bike and travel lanes ranked the lowest in priority.

General comments received with the completed surveys include the following:

- Aesthetics of the neighborhood is important.
- Prefer narrowest design for sidewalks and bikeways.
- Planter strips next to properties are important.
- Need on-street parking for residents and workers/deliveries.
- Concerns about impacts to property front lawns or frontages.

Third Community Meeting

On November 17, 2021, staff hosted the third community meeting to share the survey results and the corresponding design adjustments to Concept 3. The meeting was advertised through door hangers, social media outlets, Town website Notify Me updates, and meeting notice signs placed along Shannon Road. Approximately 30 community members attended the meeting. Based on the online survey, the project team was able to accommodate approximately two feet of planter space between the property line and sidewalk where possible and incorporate as many as 15 on-street parking spaces on the southside of Shannon Road between Magneson Loop and Cherry Blossom Lane.

After the presentation, staff responded to questions and comments from residents still wanting narrower roadway improvements and keeping widths of design elements to a minimum. Staff reminded the attendees that the design being developed has been approved by Council and that this is a roadway safety project for pedestrians and bicyclists, especially for children commuting to schools.

65% Design Plans and Fourth Community Meeting

The project team developed 65% design plans for the Shannon Road Pedestrian and Bikeway Improvements based on the approved concept design (sidewalk with buffered Class II bikeways on both sides) and design adjustments resulting from the online survey. On Saturday, January 15, 2022, staff hosted the fourth community meeting in-person on Shannon Road to present the 65% design plans, discuss the upcoming project schedule, gather feedback, and walk the site with individual residents. The meeting was advertised through door hanger notices, social media, Town website, Notify Me updates, and meeting notice signs placed along Shannon Road. Approximately 35 community members attended the meeting.

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DISCUSSION (continued):

A few Shannon Road residents commented again about making the sidewalk and bikeway improvements as narrow as possible and incorporating more planting spaces to keep the rural feel of the neighborhood. The pedestrian and bikeway elements were already narrowed to incorporate additional on-street parking on the south side of Shannon Road and the two-foot planter strips between the property line and sidewalk. Staff mentioned that the project team will further investigate options to increase planting spaces, but certain design elements cannot be compromised or minimized for a safety project, and that the design cannot deviate from the concept approved by the Town Council.

From Shannon Road resident comments at the fourth community meeting, the designer updated the 65% design plans to extend few planting spaces on the southside of Shannon Road, which compromised few on-street parking. The updated 65% design plans can be viewed on the project website (<https://www.losgatosca.gov/DocumentCenter/View/29975/Shannon-Road-Ped--Bikeway-Improvements---Revised-65-Plan?bidId=>).

The latest project estimate for the 65% design increased to \$2.45 million from the previous estimate of \$2.25 million due to the additional amount of pavement rehabilitation and storm drainage improvements needed. Although significant improvements to the existing storm drain system are needed, only some of the improvements that can be implemented as part of this project are being included, such as extending the storm drain system to Robie Lane and relocating sections of the existing storm drain line away from the new curb and gutter alignment.

The project team discussed the need to extend the sidewalk on the southside of Shannon Road to the western corner of E. La Chiquita Avenue, just east of Cherry Blossom Lane. Based on the current project limits, the new sidewalk on the southside would end mid-block where Cherry Blossom Lane intersects Shannon Road, which is not a desired situation. The addition of approximately 90 feet of sidewalk and driveways would further increase the design and construction costs. The project limits would need to be extended and this segment of the work can be included as an additive alternate bid item to the project.

Next Steps

Staff will continue to work with utility companies for utility relocation plans and complete the 95% and 100% construction documents by this summer for approvals by the California Department of Transportation (for the federal grant process) and the Town Council. Staff anticipates that the earliest construction could start is Fall 2022, but further delays may be incurred from utility relocations to be conducted by Pacific Gas and Electric Company, San Jose Water, West Valley Sanitation District, and other communication and network providers. Construction for the Shannon Road project itself is estimated to take approximately six to eight

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DISCUSSION (continued):

months to complete. The project team will continue to work with individual residents along Shannon Road while moving forward with the final design.

Transportation Fund for Clean Air Grant

In July 2021, staff submitted a grant application for the TFCA County Program, a local fund source of the Bay Area Air Quality Management District programmed and distributed through VTA. On November 4, 2021, the VTA Board approved an award of \$174,250 to be retroactively available on July 1, 2021, for Shannon Road project related Town expenses.

Staff is recommending that the Town Council accept the TFCA grant in the amount of \$174,250 from VTA to supplement project funding, authorize the Town Manager to execute a grant agreement for the TFCA funds, and authorize a revenue and expenditure budget adjustment for the grant amount.

First Amendment to Consultant Services Agreement with ActiveWayz Engineering

An amendment to the consultant services agreement with ActiveWayz Engineering is needed for the additional design services due to an extensive on-going community engagement process, multiple iterations of designs, increased magnitude of utility design work, and an extension of the project limits. The increased cost due to the additional services is \$44,840, as indicated in the First Amendment (Attachment 2), bringing the total contract amount to \$171,471. There are sufficient funds in the project budget for the agreement amount increase. Additional agreement amendments would be required if further design changes are made, which would also drastically impact the project schedule.

CONCLUSION:

The Town Council's approval of the TFCA grant would allow additional funds to supplement the project. The approval of the First Amendment to the consultant services agreement would allow the design consultant to continue with the final design work.

The project team will continue to engage the community through the design and construction process. Further updates to the project would be made available on the Town's project webpage at <https://www.losgatosca.gov/2687/Shannon-Pedestrian-and-Bikeway-Improve>.

COORDINATION:

This project has been coordinated with the Complete Streets and Transportation Commission and significant public outreach has been conducted.

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FISCAL IMPACT:

As reported at the October 19, 2021 Council meeting, staff is recommending a funding strategy associated with the project given the need for additional funds to complete the project. The funding strategy identifies alternative sources of funds to utilize in the delivery of the project. The final project estimate will be completed with the final design, at which time staff will recommend the appropriate budget actions.

The following table outlines the current funding, potential projects where funding could be consolidated to the project, and anticipated project costs:

Shannon Road Pedestrian and Bikeway Improvements		
CIP No. 813-0218		
	Budget	Costs
VERBA Grant Funds	\$940,100	
TFCA Grant Funds (Approved with this Staff Report)	\$174,250	
GFAR	\$179,896	
Total Budget	\$1,294,246	
Potential Additional Funding		
Annual Storm Drain Project (Storm Basin)	\$ 300,000	
Annual Sidewalk Repairs – Multiple Locations (GFAR)	\$ 60,000	
Bicycle & Pedestrian Improvement Project (GFAR)	\$ 200,000	
Annual Street Restriping Project (GFAR)	\$ 150,000	
Annual Street Resurfacing Project (GFAR)	\$ 407,225	
Massol Intersection Project (GFAR)	\$ 50,000	
Subtotal	\$ 1,167,225	
Total with Potential Budget	\$ 2,461,471	
ActiveWayz Engineering		\$126,631
First Amendment to Design Agreement (Approved with this Staff Report)		\$44,840
Construction		\$2,000,000
Construction Contingency		\$200,000
Temporary/Part-Time Staff		\$80,000
Material Testing		\$10,000
Total Expenditures		\$2,461,471
Remaining Budget		\$0

Staff costs are tracked for all projects. Tracking of staff costs allows for accountability in the costs of projects, recovery of costs from grant funded projects, and identification of future staffing needs. This project utilizes a combination of full-time budgeted staff and temporary staff that support fluctuating workloads. The costs for temporary staff will be directly

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FISCAL IMPACT (continued):

associated with this project while full-time staff are accounted for in the department's operating budget.

ENVIRONMENTAL ASSESSMENT:

This is a project defined under CEQA as being Categorically Exempt per Section 15301(c) Existing streets, sidewalks, trails and similar facilities and 15304(h) Creation of bicycle lanes on existing rights-of-way. A Notice of Exemption will be filed. Under the National Environmental Policy Act (NEPA), the project is determined to be categorically excluded from a detailed environmental analysis.

Attachments:

1. TFCA Funding Agreement with VTA
2. First Amendment Including Original Agreement with ActiveWayz Engineering