



Council Agenda Report

From: Ditas Esperanza, Capital Projects Engineer

Subject: Creston Road Improvements Public Participation Plan Status Update and Consultant Selection and Contract Award

Date: February 7, 2017

Facts

1. On August 2, 2016, the City Council directed staff to accept a Caltrans Grant for the Creston Road Corridor Improvements – South River Road to Niblick Road.
2. The purpose of the Grant is to assist municipalities in engaging their residents and businesses in a robust community outreach to develop a vision for improvements along a street corridor.
3. Since August 2, 2016, the following events have taken place:

September 30, 2016	Request for Proposal (RFP), issued to solicit consultant services. Consultant will be tasked to prepare base maps, traffic analysis, and other relevant reports and studies. The base map will be in a format that is easily understood by the public, which will be used for the public meetings. The deadline for the RFP is 12/2/2016.
October 24, 2016	Caltrans transmits the Grant Agreement between the City and Caltrans for signature.
October 25, 2016	City transmits signed agreement to Caltrans. (Note: City cannot start any reimbursable work until the agreement is fully executed.)
November 10, 2016	City receives notice that the Grant Agreement is approved and the work may now begin.
December 2, 2016	Deadline for Consultants to respond to the City's RFP. (Note: Nine Consultants responded to the City's RFP. City staff reviewed all nine RFP's and invited three Consultants for interviews.)
January 20, 2017	Interviews for the final three Consultants; The Selection Committee recommends that the City engage the services of W-Trans.
4. At the August 2, 2016 meeting, the City Council directed staff to implement an outreach plan that engages the community during the design process. Further, the Grant requires the City to work in cooperation with the Local Government Commission and implement an Outreach Plan that is a highly participatory public process.
5. Attachment 1 is a detailed outline of the Community Outreach Plan, which is summarized below:
 - a. Develop an Advisory Group. Members would be from stakeholders along Creston Road (Paso Schools, Church Groups, Business Owners, Residents, and Council). The advisory group would assist staff in identifying project needs. This group will provide initial thoughts and comments to

the improvements envisioned for the corridor. They will also assist in providing ideas on the best way to have participation from the Community;

- b. Schedule four days of public interaction and input. Included in the four days is a series of activities envisioned to be as follows:
 - One night meeting to present existing visual presentation of the project, and facilitate community input exercises. Participants to breakout into small groups around aerial maps to identify problems and offer ideas for a solution;
 - Another day to facilitate walking assessments of the corridor, meet with students and invite them to draw their vision, meet with business owners, and adjacent residents;
 - Temporary installations to demonstrate design tools and concepts and field-test ideas. Gather public input and reactions;
 - Consultant team onsite with opportunities for impromptu meetings and drop-in (note: perhaps a tent can be installed at one of the parking lots, adjacent to Creston Road, for people to drop-in and chat with the consultant team and City staff.)
- c. Following the four days of activities (which may be spread out over a longer period), the participants and public will be invited back and concept plans presented to ensure that their ideas were incorporated accurately;
- d. Route the revised plans to the Advisory Group, and other parties (including the City Council);
- e. Circulate and thoroughly vet the plan before it is presented to the City Council for adoption.

Options

1. Do nothing;
2. Direct staff to proceed with the Outreach Plan as outlined;
3. Direct the City Manager to enter into an agreement with W-Trans to assist in the project;
4. Direct staff to come back to the City Council with a different approach for public outreach.

Analysis and Conclusions

1. If the public is not involved in the implementation of the improvements along Creston Road, there may be little support from the community of the final improvements.
2. Proceed with the Outreach Plan as presented.
3. W-Trans previously completed a Community Outreach Plan for the City of Atascadero, for their Highway 41 Complete Street Feasibility Study. They are familiar with San Luis Obispo's North County and would be the best fit for Paso Robles. In addition, North Coast Engineering is a member of their team. The W-Trans team is the most highly qualified of the 9 firms who responded to the RFP, and are particularly familiar with Creston Road and traffic engineering.

Fiscal Impact

As noted in previous staff reports, the purpose of the Caltrans Grant is to allow municipalities to engage their community with robust participation in planning their project. To that end, the City has received a reimbursement grant in the amount of \$185,000 to fund the public engagement process.

Recommendation

1. Direct staff to proceed with the Outreach Plan as presented.
2. Direct the City Manager to enter into an agreement with W-Trans, per the attached draft Scope of Work, and a not to exceed fee of \$173,000.

Attachments

1. Creston Road Community Outreach Plan
2. Draft Scope of Work and Fee Proposal from W-Trans

CRESTON ROAD COMMUNITY OUTREACH PLAN

Task 1: Advisory Group

Invite approximately 13 participants to become the Advisory Group to provide project guidance and meet at least three times during the course of the project. Participants will include stakeholders that reflects the City's demographics: Paso School (2), Lutheran Church (1), St. Rose Church (1), Community Church (1), Latter-Day Saints Church (1), Business Owners (3), Resident (2), and City Council (2).

The Advisory Group will identify key important community sensitivities to consider, and pertinent background information regarding the needs of the community. The Advisory Group will assist in determining strategies for engaging all segments of the community, and maximizing participation at public events

Task 2: Prepare Base Maps and Documents

City Staff, along with selected consultants will compile and organize information and existing conditions for the project area, such as: traffic volumes, aerial maps, base maps, and other relevant reports and studies. The consultant will prepare a base map that can be easily understood by the public, for use at the public meetings.

Task 3: Community Outreach and Publicity

With input from the Advisory Group, the City will prepare an outreach plan to inform the community about the project and upcoming meetings. The plan will include a schedule with timing for release and distribution of materials for the public meeting.

Task 4: Community Engagement Events

The project will engage residents and stakeholders in an intensive and highly participatory public process to assess and document conditions for all travel modes (walking, bicycling, transit, and driving), and users (youth, seniors, people with disabilities, residents, diverse groups, visitors, and businesses), identify shared values and concerns, and identify and prioritize enhancements.

Public participation is the centerpiece of this community-based planning project. It will take place over a four-day period to shape development of the final plan for implementation. The purpose of the four-day public event will be to work with residents and stakeholders to establish a shared vision and concepts for a walkable, bikeable street. The four-day public event will be in a visible, accessible, and convenient location to maximize participation, such as Centennial Park, the middle school, or the elementary school. The conceptual schedule of activities includes:

1. Opening the meeting with visual opportunities presentation and facilitated community input exercises.
2. Facilitated walking assessment(s), training and table maps (participants break out into small groups of 8 people around the large aerial maps to identify problems and ideas for solutions).
3. Temporary installations to demonstrate potential design tools and concepts, such as protected bicycle lanes, to field test ideas and gather public reactions and input.
4. Consultant team production days on-site with opportunities for impromptu meetings and drop in visits.
5. Technical review of concepts with City staff.

6. Closing evening community presentation of preliminary design concepts and recommendations for feedback and guidance.
7. Focus meetings with local groups representing population segments identified by the Advisory Group. One or more youth focus groups will be conducted engaging students from schools on or near the corridor, including Paso Robles High School, Daniel Lewis Middle School, Winifred Pifer Elementary School, St. Rose Catholic School, and Trinity Lutheran School.

Task 5: Plan Concepts

Within 2-3 months following the public event, the consultant will return to Paso Robles to meet with the Advisory Group, review the outcomes and proposed plan concepts. The consultant will also assist in holding an evening public meeting to present the proposed concepts and prioritize preferred projects to shape the final plan for implementation.

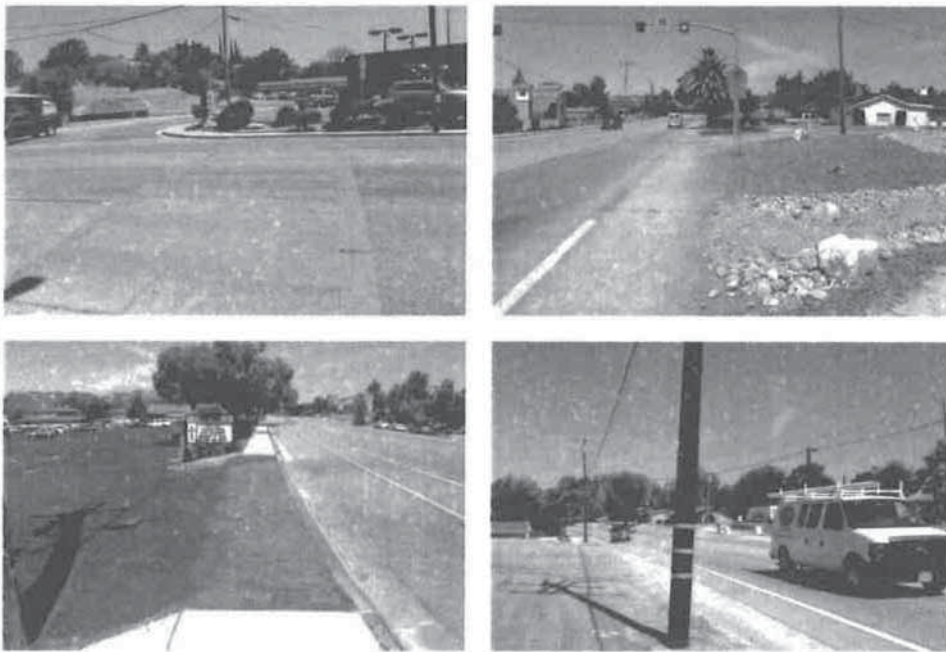
Task 6: Final Plan Public Event

Following the public event, based on the existing conditions analysis and input from the community engagement process, the consultant will prepare and circulate an administrative draft plan for review by the City and members of the Advisory Group. The plan will include conceptual designs and recommendations shown in plan-view, cross sections, sketches and/or photo simulations for improved road safety and operations, pedestrian, bicycle and transit facilities, and green streets storm water features. The report will also contain a record of the public event process, proposed timing and prioritization for implementation of the recommendations, cost estimates for design improvements, and potential funding sources and strategies. The plan will be circulated to the attendees and the Advisory Group for feedback.

The final plan will be revised based on comments and feedback received. The revised plan will be presented to the City Council for adoption.



Proposal to Prepare the
**Creston Road Complete and Sustainable
Streets Corridor Plan**



Prepared for the City of Paso Robles

Submitted by
W-Trans

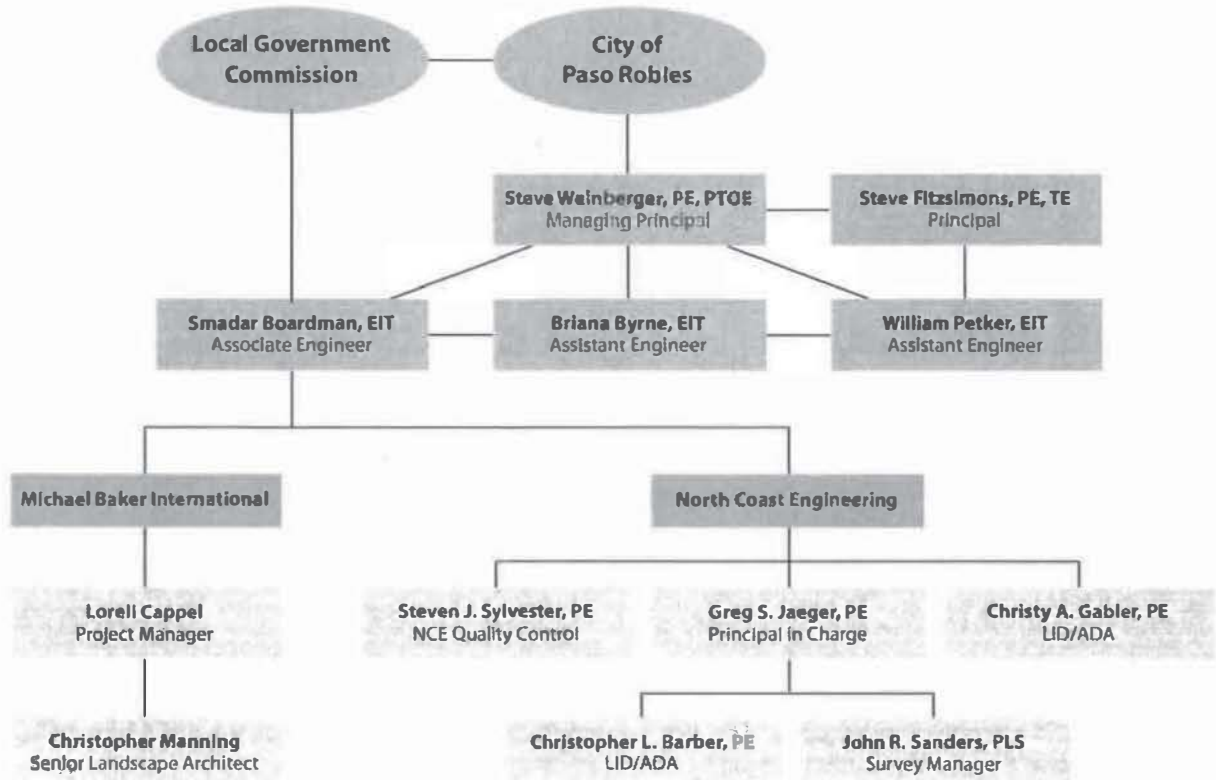
in association with North Coast Engineering, Inc.
and Michael Baker International

November 30, 2016



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Work Program

Study Area – Creston Road between South River Road and Niblick Road, a distance of approximately 1.9 miles including all intersections along the segment.

Task 1 - Initiate Project

- 1.1 **Kickoff Meeting:** The W-Trans team will attend a kickoff meeting with LGC and City staff.
- 1.2 **Refine Scope and Schedule:** Following the meeting, an updated scope of work and schedule will be refined and submitted, as necessary.
- 1.3 **Field Inventory:** W-Trans staff will conduct a thorough field survey of the corridor and lead a tour with staff and key stakeholders of the corridor on the day of the kickoff meeting, if desired. Photos documenting vehicle, pedestrian, bike and transit activity on the corridor would be collected.

Task 1 Deliverables – Memo summarizing updated scope and schedule

Task 2 - Existing Conditions and Base Maps

- 2.1 **Review Documents:** Key documents on past related studies including, but not limited to, General Plan elements and past traffic studies and exploratory road designs will be reviewed.
- 2.2 **Plans, Policies and Standards:** Plans and Policies will be summarized related to transportation conditions on the corridor.
- 2.3 **Traffic Data Collection:** Traffic data will be collected including: traffic counts (vehicle, pedestrian and bicycle), collision data, speed surveys, and corridor travel times. It is assumed that this effort will include peak period intersection turning movement counts including vehicles, bikes and pedestrians (@ 10 locations for 2 peak periods), pedestrian crossing volumes (@ 2 additional intersections), 24-hour segment vehicle count and speed surveys (@ 4 locations). Corridor travel times will be collected during peak and off-peak periods.
- 2.4 **Traffic Volumes:** Traffic volume data (vehicle, bicyclists and pedestrians) will be summarized for both daily and peak hour conditions on an intersection and road segment basis. Future vehicle traffic projections for the corridor will be obtained from the SLOCOG traffic model. The model will be used to determine a future vehicle traffic volume growth factor using the future and base traffic volume output. Future horizon year vehicle traffic volumes for intersection turning movements and road segments will also be summarized.
- 2.5 **Collision and Safety Experience:** Collision data will be evaluated, compared with standard rates and summarized on a pin map. Special attention will be paid to pedestrian and bicycle collisions which require a longer 10-year period of collision experience to show any critical trends. SWITRS and TIMS will both be used to obtain related collision data for the corridor.
- 2.6 **Intersection Operations:** Intersection (Level of Service) LOS conditions will be calculated for the weekday a.m. and p.m. peak hours using Synchro software. Intersection LOS results will be determined both for Existing as well as the Future horizon traffic volumes. Existing and future queueing conditions will be determined for major street through movements and left-turn lanes, also using the Synchro software. Queues which extend beyond available storage will be noted. It is recommended that the study intersections will consist of at least the following nine intersections (The proposal includes detailed operations at 10 intersections):
 - Creston Road/Union Road-North River Road
 - Creston Road/Walnut Drive

- Creston Road/Trigo Lane
 - Creston Road/Nickerson Drive
 - Creston Road/Rolling Hills Road
 - Creston Road/Melody Drive
 - Creston Road/Golden Hill Road
 - Creston Road/Lana Street-Oak Meadow Lane
 - Creston Road/Niblick Road
- 2.7 **Speeds and Travel Time:** Corridor travel time for vehicles will be summarized based on field surveys and Synchro corridor estimations. This will be one of the metrics used in evaluating alternatives. Existing 85th percentile speeds will be summarized for four segment locations.
- 2.8 **Pedestrian Facilities:** Pedestrian activity areas, sidewalk/walkway gaps, ADA deficiencies and critical crossings areas and issues will be noted and existing facilities summarized. Particular attention will be paid to pedestrian activity around local schools during the morning and afternoon school peaks. The following intersections include uncontrolled pedestrian crossings which will be evaluated for crossing needs.
- Creston Road/Walnut Drive
 - Creston Road/Trigo Lane
 - Creston Road/Ivy Lane
 - Creston Road/Orchard Drive
 - Creston Road/Rolling Hills Road (unmarked)
- 2.9 **Bicycle Facilities:** Bicycle activity areas, gaps in bicycle lane facilities on the corridor, and critical crossings areas and issues will be summarized. Obstacles to achieving continuous Class II or IV bike facilities on the corridor will be identified.
- 2.10 **Warrants:** Intersection warrant evaluations will be completed for each uncontrolled study intersection and uncontrolled pedestrian crosswalks using the State of California *Manual on Uniform Traffic Control Devices* (CA MUTCD) or national pedestrian safety improvement warrants published by the National Cooperative Highway Research Program (NCHRP) for each of the following improvement alternatives using the source referenced.
- Traffic signal – CA MUTCD
 - Pedestrian hybrid beacon (HAWK) – CA MUTCD and/or NCHRP
 - In-Roadway Warning Lights (IRWL) – CA MUTCD and /or NCHRP
 - Rectangular Rapid Flashing Beacon (RRFB) – CA MUTCD and/or NCHRP
- 2.11 **Transit:** Transit stops will be evaluated in terms of Safe Routes to Transit considerations. Need for enhancements at the stop locations will be discussed with the Regional Transit Authority. Routes, stops, and conflicts will be summarized.
- 2.12 **Parking:** Sections with on-street parking demand will be surveyed and summarized to determine unused on-street parking areas. The surveys will be a brief sampling of peak parking period conditions during the field reconnaissance.
- 2.13 **Storm water and Civil:** Civil design issues such as drainage, flood control and ADA compliance will be evaluated by North Coast Engineering. NCE will review opportunities for stormwater management facilities within the context of the planned corridor improvements.
- 2.14 **Opportunity and Constraints:** The corridor curb to curb cross-sections and ROW will be evaluated to determine the available excess pavement or ROW which could be re-allocated to enhance pedestrian sidewalks, expand bicycle facilities, and/or create green space for stormwater management. Limitations in terms of existing pavement, ROW and/or budget for future improvements will be discussed with City staff. Opportunity for streetscape enhancements and landscaping will be discussed.
- 2.15 **Base Mapping:** Existing conditions mapping will be developed on aerial mapping and prepared to describe existing conditions, cross section conditions, excess pavement and right-of-way, gaps in modal facilities and areas in need of safety improvements. Please note that the proposal does not include new surveys, except

in areas not previously surveyed (from Lana Road to Niblick Road) where spot checks of sidewalks and driveway approaches will be conducted. Remaining areas will rely on previously collected topographic mapping. The mapping will be prepared in a style to be easily understood by the public at the public events.

- 2.16 **Documentation:** An existing conditions working paper will be drafted with text, tables, graphics, mapping, and photographs. Based on the field review, discussions with staff, and investigation of data, general corridor characteristics will be described, including adjacent land use, transportation activity and other related information.

Task 2 Deliverables – Existing Conditions Working Paper and Base Mapping

Task 3 - Community Engagement Events

Note: The proposed scope of work for the Community Engagement Events is based on the RFP's Multi-day Charrette. Based on discussion the City and LGC, the W-Trans team would be willing to provide an alternative series of community events spread over the schedule of the project, if desired. This approach can be discussed with the City and LGC to determine if there are any advantages to this alternative. It should be noted that any public events should only be scheduled during days of school attendance (i.e., non-summer or non-holiday).

- 3.1 **Coordination with LGC and City:** W-Trans staff will coordinate with LGC and the City in preparing for the Community Events. It should be noted the team also includes Loreli Cappel from MBI who can provide supplemental outreach, if needed, such as social media outreach, additional focus group meetings with schools/businesses/organizations, and outreach to solicit input and promote events.
- 3.2 **Opening Meeting:** The W-Trans team will prepare presentation materials for the opening meeting including base maps, toolbox visuals and PowerPoint presentations. Community exercises and feedback strategies will be coordinated with LGC staff.
- 3.3 **Walking Assessments:** W-Trans will coordinate with LGC staff in conducting facilitated walking assessments and feedback and design tables with maps.
- 3.4 **Temporary Installations:** W-Trans will coordinate with the City for the temporary installations of design tools and concepts for demonstration to the public. These tools could include protected bicycle lanes, refuge medians, reduced lane widths, etc. W-Trans will provide design plans for these temporary installations.
- 3.5 **Production On-site:** The W-Trans team will be present on on-site for alternatives production with opportunities for impromptu meetings and drop in visits. It is suggested that the design space be located at the North Coast Engineering office at 725 Creston Road on the corridor. MBI Landscape Architect would be on hand for an afternoon to add typical landscape details if space is determined to be available.
- 3.6 **Technical Review:** W-Trans will meet with City and Caltrans staff for technical review of concepts.
- 3.7 **Closing Meeting:** W-Trans will prepare presentation for the closing evening community meeting including the preliminary design concepts and opportunities for feedback.
- 3.8 **Focus Meetings:** During the four-day design charrette period, W-Trans will participate on focus meetings with local groups representing population segments identified by the advisory group and LGC.

Task 3 Deliverables – Digital presentations with initial concepts and review of input



Task 4 - Alternatives Development

Note: Prior to the four-day Charrette on-site production time, the W-Trans team will investigate issues, prepare toolboxes and develop potential alternatives. Advance analysis and production of these toolboxes and alternatives will make the four-day on-site activity more productive.

- 4.1 **State of the Practice Toolbox:** Displays of active transportation improvements including new Class IV bicycle facilities, enhanced pedestrian crossing measures such as a HAWK (Pedestrian Hybrid Beacon) and intersection control treatments including roundabouts will be provided for discussion at the workshops and inclusion in the report. The toolbox will also include stormwater management and green space design techniques.
- 4.2 **Alternatives Development:** Based on field visits, base conditions analysis, warrants and opportunity and constraints, potential alternative cross sections will be developed showing how to reorganize the right-of-way to accommodate active transportation modes while also serving vehicle traffic demand. The alternatives could include those both contained within the existing pavement and those which require widening within the existing right-of-way. Measures will be developed to address safety and vehicle, bicycle, pedestrian and transit modes such as crossing measures. These alternatives could consist of a mix of the following elements:
 - modified roadway geometrics and striping
 - modified signal phasing
 - alternative traffic controls
 - enhanced bike facilities and crossings
 - separated bike facilities or bike lanes
 - enhanced pedestrian crossings
 - alternative parking geometrics and locations
 - parking removal
 - arterial traffic calming elements
 - ADA improvements
 - Wider sidewalks
 - School pick-up and drop-off areas
- 4.3 **Storm water and Civil:** Civil design issues such as drainage, flood control, road construction issues and ADA compliance will be evaluated by North Coast Engineering for each of the alternatives. Key issues will be identified.
- 4.4 **Green Street and Landscape Architecture:** Based on results of drainage analysis and cross section alternatives, areas for streetscape, landscaping, green space enhancements will be identified. Other potential alternatives for reinforcing desired community character will be recommended including connections to the private realm, improving the corridors sense of place through wayfinding/streetscape furnishing palette (bicycle racks/corrals, bus shelters, benches, trash receptacles, and signage.)
- 4.5 **Selected 3D Renderings and Graphics of Concepts:** Concept plan renderings will be developed for potential alternative cross sections and treatments. These will be developed for sample areas where the measure can be applied throughout the corridor. Should road diet or roundabout concepts be considered, renderings of these conditions will be shown. 3D visual renderings of the alternatives, similar to our most recent complete street related project experiences, will be developed for up to 3 alternatives. (These examples are shown at the end of the proposal).
- 4.6 **Documentation:** The alternatives will be documented including concept plans sample sections and 3D visual renderings.

Task 4 Deliverables – Alternatives working paper with renderings

Task 5 - Alternatives Assessment

- 5.1 **Traffic Assessment:** Where applicable for alternatives which may impact vehicle operations, intersection level of service, queuing and delay will be calculated using Synchro for both existing and future traffic volumes. Travel time on the corridor will also be determined. In general, the alternatives will also be evaluated in terms of corridor travel time, bicycle safety and pedestrian safety.
- 5.2 **Meeting with City and Caltrans:** Within two months following the Charrette, W-Trans will participate in a meeting with the advisory group, Caltrans and City staff to review charrette outcomes and proposed plan concepts.
- 5.3 **Presentation to the Community:** W-Trans will prepare a presentation of the proposed concepts and prioritize preferred projects to present to the community.
- 5.4 **Documentation:** Documentation of the traffic assessment will be provided.

Task 5 Deliverables – Traffic assessment working paper

Task 6 - Develop Plan Details

- 6.1 **Draft Concept Designs:** A planview concept design of Preferred Plan will be finalized including all striping details and identification of all new curb, gutter, sidewalk and ramps. The plans would be prepared in AutoCad and represent 30% plans which could be used for future expansion of design details.
- 6.2 **Stormwater Management:** North Coast Engineering will prepare a stormwater section for the report (similar to Atascadero).
- 6.3 **Landscape/Green Space:** MBI will review proposed LID measures and concept designs to date and prepare schematic designs of typical green space created by the preferred plan. MBI will also provide take-off landscape estimating numbers for construction probable opinion costs.
- 6.4 **Update 3D Rendering and Cross Sections:** The 3D rendering of up to 3 typical sections will be updated for the Preferred Plan. Additional cross sections as needed will be prepared.
- 6.5 **Final Concept Designs:** Based on final comments from the public and City, the concept plans will be finalized.
- 6.6 **Cost Estimates:** North Coast Engineering will prepare cost estimates for the preferred concept plan. The cost estimates will include but not limited to pavement rehabilitation, pavement widening, reconstruction of non-compliant ADA facilities, new curb, gutter and sidewalk, pedestrian and bicycle facilities, stormwater improvements, striping and signage, landscaping, and traffic control/warning devices.
- 6.7 **Prioritization, Phasing and Timing:** Project priorities and phasing recommendations will be recommended with both short term projects and longer term projects which will likely require outside funding.
- 6.8 **Grant Funding:** Based on the type of improvements included in the preferred plan, potential grant funding programs and their timelines will be recommended.
- 6.9 **Documentation:** Design details will be discussed and described for the report.

Task 6 Deliverables – Plan details including concept planviews and renderings

Task 7 - Draft and Final Plan

- 7.1 **Prepare Administrative Draft Plan:** Based on the base conditions analysis and input from the community engagement process, the W-Trans team will prepare and circulate an administrative draft plan for review by the City, Caltrans staff and members of the advisory group. The plan will include conceptual designs and recommendations as discussed above. The report details will include discussion of all related tasks described above. The consultant will circulate the draft plan to the City, Caltrans staff and the advisory group for feedback.
- 7.2 **Prepare Public Review Draft Plan:** W-Trans will make revisions (cycle 1) to the document based on comments and feedback under Task 7.1. The City will make the revised document available for public review and comment.
- 7.3 **Prepare Final Draft:** W-Trans will make final revisions (cycle 2) to the document based on public comment.
- 7.4 **Present to City Council for Adoption:** Steve Weinberger will lead a presentation of the Final Plan for adoption by the City Council.
- 7.5 **Final Plan Submission:** W-Trans will deliver the final plan to City.

Task 7 Deliverables

- Administrative draft plan document
- Public review draft document with revisions
- Revised final draft with revisions
- Digital presentation and meeting notes
- Up to ten hard copies and five CDs including electronic copies of the final document

