



# PUBLIC WORKS DEPARTMENT

Council Meeting Date: May 20, 2008  
Staff Report #: 08-069  
Agenda Item #: D8

**CONSENT: Authorization of the City Manager to Enter into an Agreement in the Amount of \$45,452 with DKS Associates, Inc., to Conduct a Traffic Impact Analysis for the Burgess Gymnasium and Gymnastics Center Project.**

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## RECOMMENDATION

Authorize the City Manager to enter into an agreement in the amount of \$45,452 with DKS Associates, Inc., to conduct a traffic impact analysis for the Burgess Gymnasium and Gymnastics Center project.

## BACKGROUND

In the November 2001 municipal election, Menlo Park voters approved Measure T to issue general obligation bonds, phased over several years and totaling \$38 million for the renovation and expansion of City parks and recreation facilities. A Cultural/Recreational Facilities Master Plan was completed in 2001 and has been used as a guide to prioritizing park and recreation projects for Measure T funding.

The Parks and Recreation Commission recommended the Burgess Gymnasium and Gymnastics Center as a priority project following a series of three public meetings held in January 2007. The meetings were designed to encourage input from the program user groups and the general public. A total of 40 people attended the three meetings. The consensus from the community meetings was that modernizing and expanding the Burgess Gymnasium and Gymnastics Center should be the next major project to be undertaken using Measure T Funds.

The Parks and Recreation Commission finalized its recommendation to the City Council in March 2007. Staff proposed \$1.25 million in the Fiscal Year 2007-08 Budget for a Burgess Gymnasium and Gymnastics Center programming study and design. The programming study was intended to identify uses, needs, staffing, and operational costs, evaluate options, and develop cost estimates for a range of project alternatives. The City Council unanimously approved the Commission's recommendation and included the programming study as one of the project priorities for FY 2007-08.

In December 2007, the City Council authorized a contract with Field Paoli Architects of San Francisco to develop conceptual designs for the expansion of the Burgess Gymnasium and Gymnastics Center. The contract included a programming study that

evaluated operations, physical conditions, and space needs for the current and future uses of the facilities.

On April 29, 2008, the City Council held a study session on the current status of the project. The Council discussed the options presented and reached a consensus to proceed with the necessary studies and analyses for the project, including alternatives.

## **ANALYSIS**

The Gymnasium and Gymnastics Center project will be required to comply with the California Environmental Quality Act (CEQA) in order to identify any potential impacts on the community. One of the major parts of the CEQA document for this project is the traffic and parking section, which typically requires the longest lead time for review and completion. Thus, staff is recommending proceeding with this work first, with the other environmental requirements and necessary contracts to follow at a later date.

### **Summary of Selection Process**

The Community Development Department has master agreements with environmental and traffic consultants. These consultants are available to conduct environmental analyses and traffic impact analyses on proposed development projects. City staff reviewed the list of consultants and requested a proposal for the traffic impact analysis (TIA) from DKS Associates, Inc. This recommendation is based on the recent work DKS completed for several projects in the area near the Burgess campus; including the housing projects at 110-175 Linfield Drive and 75 Willow Road.

In evaluating the DKS proposal, City staff used the following criteria: project manager experience, demonstrated ability to perform the specific tasks outlined in the proposal request, methods or techniques to be employed, reasonableness of the schedule to complete each task, and the project team's experience with similar projects.

On the basis of the written proposal and previous experience in the vicinity of the proposed project, staff concluded that DKS Associates, Inc., was best able to meet the City's needs for this project.

### **Scope of Work**

The following tasks are included in the scope of work to develop a traffic impact analysis:

- Task 1: Data Collection and Field Reconnaissance
- Task 2: Traffic Report Preparation (includes traffic, pedestrian, bicycle, transit, and parking analysis)
- Task 3: Draft Traffic Report
- Task 4: Final Report
- Task 5: Public Meetings

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

The TIA will follow the City's standard requirements, will meet the requirements of CEQA, and will provide information to evaluate the following four alternatives for the project:

### **Scheme 1**

This scheme proposes a new 20,800-square-foot gymnasium in the space between the existing Recreation Center and Alma Street. This scheme also proposes to renovate for gymnastics use the existing facility of approximately 17,400 square feet. The total floor area for both facilities would be approximately 38,200 square feet.

### **Scheme 2**

This scheme proposes a new 37,500-square-foot gymnasium and gymnastics facility at the location of the existing gymnasium and gymnastics building.

### **Scheme 3**

This scheme proposes a new 18,700-square-foot gymnastics center in the space between the existing Recreation Center and Alma Street. This scheme also proposes a new 22,700-square-foot gymnasium facility at the location of the existing gymnasium and gymnastics building. The total floor area for both facilities would be approximately 41,400 square feet.

### **Scheme 4**

This scheme proposes a new 26,900 square foot gymnasium in the vacant space between the existing Recreation Center and Alma Street. This scheme also proposes a new 18,700 square foot gymnastics facility at the current location of the existing gymnasium and gymnastics building. . The total floor area for both facilities would be approximately 45,600 square feet. The gymnasium included in this scheme is the option offered by the potential donor.

As described in the scope of work, the TIA will collect traffic volume data in the area to assess how traffic from the project, as defined by the Institute for Transportation Engineers Trip Generation Manual, would affect the surrounding roadways. DKS will also complete a current parking occupancy count. The parking counts will be conducted at various times throughout a typical weekday and weekend. This information will provide a better understanding of the current parking demand on the Burgess campus and the expected parking requirements for the project.

The TIA will include a pedestrian and bicycle section. This section will describe how pedestrian and bicycles will access the site and whether any impacts would occur as a result of the project.

The TIA will also discuss and evaluate mitigation measures that may be necessary. These measures will be evaluated to understand their effectiveness and whether further impacts will result from them.

The study is expected to take approximately seven weeks to complete.

## IMPACT ON CITY RESOURCES

The cost to conduct the traffic impact analysis is estimated to be \$45,452. The funding for this project has been included in the FY 2007-08 Budget as part of the Burgess Gymnasium and Gymnastic Center design process. The source of funding is the City's Measure T Fund. The contract cost is as follows:

Contract	\$41,320
Contingency (10%)	<u>\$ 4,132</u>
<b>Total</b>	<b>\$45,452</b>

## POLICY ISSUES

The recommendation does not represent any change to existing City policy.

## ENVIRONMENTAL REVIEW

The development of the Burgess Gymnasium and Gymnastics Center project requires evaluation under California Environmental Quality Act guidelines. The TIA will be the first step in the overall CEQA process. Further CEQA requirements will be met as part of other processes and agreements.

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Charles Taylor  
Transportation Manager

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Kent Steffens  
Director of Public Works

**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. Proposal for Burgess Park Gymnasium/Gymnastics Center  
Project Traffic Impact Analysis

*Proposal for*

**Burgess Park Gymnasium/Gymnastics Center Project**  
**Traffic Impact Analysis**

*Prepared for*

**City of Menlo Park**

*Prepared by*

***DKS Associates***

TRANSPORTATION SOLUTIONS

1000 Broadway, Suite 450  
Oakland, CA 94607

**May 14, 2008**

## PROJECT UNDERSTANDING

DKS Associates is pleased to submit this proposal for a traffic study of the proposed gymnasium and gymnastics center at Burges Park in Menlo Park, California. The study will consider two alternatives:

1. The gymnasium and gymnastics facility will be constructed at the current location on Laurel Street in a new 37,500 square foot building.
2. The gymnasium and gymnastics facility will be constructed in two separate buildings. One building of 22,700 square feet will be constructed at the current location on Laurel Street and the other building of 26,900 square feet will be constructed in the space between the existing Recreation Center and Alma Street. The worst traffic generator will be analyzed at each site, so the buildings could be cleared via CEQA, but the specific location of each building could be at either site.

Credit for traffic associated with the existing Gymnasium/Gymnastics center will be allowed. Also, an increase in the size of the current Community Center on the campus will be included in each scenario.

The scope of work, schedule and budget estimate reflect information provided to DKS by Menlo Park staff, our knowledge of the study area and experience with many similar studies. The workscope should be reviewed by City staff and decision makers prior to DKS beginning work on this project. DKS may need to modify the scope and budget estimate after receiving comments on the work program.

### PROPOSED TEAM

The proposed DKS Team all have the specialized expertise required for this project. Their specific qualifications are described in this section, and detailed resumes can be provided upon request.

**Mark Spencer, P.E.** will be the Principal-in-Charge and Project Manager for this project. He will provide oversight and technical advice on the analysis and findings of the study. Mark is a registered traffic engineer in California with over 18 years experience in transportation planning, traffic engineering, and bicycle/pedestrian studies. Mark has been the Principal-in-Charge on numerous projects with the City of Menlo Park and throughout the Bay Area.

Additional DKS staff may be used on this project as needed.

## **APPROACH / METHODS USED TO PERFORM SCOPE OF WORK**

The following tasks will provide a Traffic Impact Analysis which meets City of Menlo Park requirements, and provide focused information on the proposed project.

### **Task 1: Data Collection and Field Reconnaissance**

Existing signalized intersection and daily (ADT) traffic count data will be provided by City of Menlo Park staff to DKS (i.e., from the City's most recent Circulation System Assessment (CSA) and other recently completed traffic studies) for the AM and PM peak periods. Data for study locations not in the CSA will be collected during normal traffic conditions (before the end of the school year if possible) at three unsignalized intersections and six roadway segments. The study intersections are:

1. El Camino Real at Oak Grove Avenue (Signalized)
2. El Camino Real at Santa Cruz Avenue (Signalized)
3. El Camino Real at Ravenswood Avenue (Signalized)
4. Oak Grove Avenue at Laurel Street (Signalized)
5. Ravenswood Avenue at Laurel Street (Signalized)
6. Ravenswood Avenue at Alma Street (Unsignalized)\*
7. Ravenswood Avenue at Middlefield Road (Signalized)
8. Ringwood Avenue at Middlefield Road (Signalized)
9. Middlefield Road at Linfield Drive (Unsignalized)\*
10. Middlefield Road at Willow Road (Signalized)
11. Willow Road at Laurel Street (Unsignalized)\*

#### Study Roadway Segments:

1. Linfield Drive between Middlefield Road and Sherwood\*
2. Waverley Street between Willow Road and Alma Street\*
3. Sherwood Way between Linfield Drive and Laurel Street\*
4. Burgess Drive between Laurel Street and Alma Street\*
5. East Creek Drive between Willow Road and Linfield Drive\*
6. Ravenswood Avenue between Middlefield Road and El Camino Real  
(El Camino Real- Alma, Alma-Laurel, Laurel-Middlefield)
7. Oak Grove Avenue between Laurel Street and El Camino Real
8. Laurel Street between Oak Grove Avenue and Willow Road  
(Oak Grove-Ravenswood, Ravenswood-Willow)
9. Willow Road between Middlefield Road and Alma Street\*
10. Middlefield Road between Ravenswood Avenue and Willow Road
11. Alma Street between Oak Grove Avenue and Willow Road  
(Oak Grove-Ravenswood, Ravenswood-Willow)

\* Non-CSA facility

## **Field Reconnaissance**

DKS staff will conduct field visits during the AM and PM peak periods on a typical weekday (Tuesday, Wednesday or Thursday) as well as a typical weekend day. The purpose of this task is to confirm available data and information. DKS will also observe and evaluate:

- Traffic patterns and circulation in the site vicinity
- Study intersection and roadway segment lane geometrics
- Traffic control
- Proximity of public transit service
- Sight distance issues at study intersections
- Potential access issues

## **Task 2: Traffic Report Preparation**

### **Project Trip Generation and Distribution**

DKS will use standard trip generation rates published in the Institute of Transportation Engineers (ITE) Trip Generation Manual for the proposed land uses. DKS will prepare a trip generation table indicating the net change in AM, PM and daily vehicle trips that will result from the proposed project. Appropriate trip credits will be applied to the estimated net new trip generation.

The distribution and assignment of the project trips will be based on data published in the most recent CSA document, which is based upon the prevailing travel patterns on the adjacent roadway network, abutting land uses, and travel time characteristics.

### **Study Intersection Traffic Analysis**

The AM and PM peak hour operational Levels of Service (LOS) will be analyzed at the study intersections including near term (two-year) and long range (ten-year, with and without project). The following scenarios will be analyzed:

1. Existing Condition
2. Near-Term Condition (Existing Conditions + Approved/Planned Developments)
3. Project Condition I (Near-Term Condition + Proposed Project Alternative I through 2010)
4. Project Condition II (Near-Term Condition + Proposed Project Alternative II through 2010)
5. Long Range Condition – No Project
6. Long Range – Project Condition I
7. Long Range - Project Condition II

All study intersections will be evaluated during the AM and PM peak hours using TRAFFIX software and the 2000 Highway Capacity Manual Operations methodology for signalized intersections. This traffic analysis will permit estimates of average vehicle delays on approaches that experience LOS "F" conditions. For any impact found to be significant under the City's guidelines we will determine the traffic contribution from the proposed project.

### **Site Circulation, Access and Parking Evaluation**

For the proposed development, DKS will review the site plans with respect to on-site traffic circulation, proposed site access and operational safety conditions.

DKS will also review the proposed parking supply in light of the anticipated demand, and compare these figures to the requirements of the City of Menlo Park Parking Code, including loading and disabled spaces as appropriate. DKS will identify any deficiencies in the on-site parking configuration and provide a qualitative discussion. DKS will identify and discuss potential on-site parking impacts. DKS will perform a detailed parking inventory and two utilization surveys (before school summer break and after summer break has started), including the Burgess parking facilities bounded by Ravenswood Avenue, Laurel Street, Burgess Drive, and Alma Street, as well as the SRI Lot across from the gymnasium on Laurel Street. This will include counting the number of occupied spaces at all the parking lots on the campus at various intervals throughout a typical weekday and weekend. DKS will contact City staff to gain an understanding on peak activity and parking demand times so that our observations can coincide with these times, and we can verify information provided by staff. The type of activities occurring on the campus during the inventory period will be documented as part of this analysis. This task will also include coordination with the Community Services Department to determine peak and typical usage times for analysis. Also a recommendation on the adequacy of the current parking and parking recommendations for the project will be included in the analysis.

### **Circulation Element and Prior Report Conformance**

DKS will review the proposed project with respect to existing General Plan Circulation Element polices. DKS will also review previous reports related to projects on the campus and summarize the information for consistency.

### **Pedestrian Conditions, Bicycle Access and Transit Impacts Analysis**

DKS will qualitatively review the proposed project with respect to the pedestrian and bicycle facilities and connectivity. This includes sidewalks, bicycle lanes, and amenities to promote the safe use of alternate modes of transportation. DKS will estimate the potential number of additional transit riders that may be generated by the proposed project, and whether they would constitute an impact on transit load factors. If needed, we will recommend improvements to pedestrian and bicycle facilities (e.g., connectivity, pavement quality, etc.) based on our field observations.

### **San Mateo County CMP Analysis**

DKS will note the Routes of Regional Significance in the study area (SR 84, SR 82, US 101, I-280), and will estimate the number of peak hour project-generated trips that would potentially be added to these routes. The discussion of potential transit, bicycle and pedestrian impacts of the proposed project, per the requirements of the C/CAG, is noted above.

### **Roadway Segment Analysis**

DKS will conduct a roadway segment analysis for nearby roadways based on daily traffic volumes, roadway classification and threshold criteria in the City of Menlo Park Guidelines. The roadway segments included in the analysis are described previously in Task 1.

### **Development of Mitigation Measures**

DKS will discuss specific mitigation measures to address potential transportation impacts, and follow the TIA guidelines for mitigation measure preparation. We will include analysis of up to five mitigation measures for traffic and their potential redistribution/impacts.

Should significant impacts be identified, DKS will recommend the mitigation measures needed to alleviate such impacts and improve operational conditions. Consideration will be given to the City's Transportation Demand Management (TDM) Program requirements and any proposed TDM measures associated with the projects.

### **Task 3: Draft Traffic Report**

DKS Associates will document all work assumptions, analysis procedures, findings, graphics, impacts and recommendations in a Draft Traffic Impact Analysis report for review and comments by City staff. Per the requirements of a Menlo Park TIA, the report will include an Executive Summary as well as Conclusion section. The report will also include:

- Description of new or planned changes to the street system serving the study area, including changes in on-street parking, if any
- Project Condition Volumes (ADT, AM peak hour, PM peak hour) for the project scenario
- Project trip generation rates and trip distribution patterns
- Discussion of impact of project trips on study intersections and roadway segments
- Levels of service discussion and table for each study scenario
- Comparison table of Project Condition(s) and Existing LOS along with average delay and percent increases at intersections
- Impacts of additional traffic volumes on City streets
- Intersection level of service calculation sheets (electronic and hard copy format)

***Deliverable: Draft Traffic Impact Study***

### **Task 4: Final Traffic Report**

DKS will respond to one set of consolidated comments on the Draft Traffic Report. The text, graphics and analysis will be modified as needed. The Final Traffic Report will then be prepared. Should additional work be necessary to prepare a Final Traffic Report beyond the budgeted hours we will request additional budget at that time, and proceed after receiving written authorization for additional services.

***Deliverable: Final Traffic Impact Study***

### **Task 5: Meetings/Public Hearings**

DKS staff will attend three (3) meetings related to this project. Attendance of additional project meetings or City of Menlo Park public hearings would be considered extra work, and could be arranged through a contract amendment.

### **Optional Task: Third Project Condition Analysis**

If requested, DKS will analyze a third project condition. It is assumed that this condition will be a variation of the two project conditions, and not a new land use or new site location. A budget for this optional task is provided in the budget summary. The budget includes analysis and report revisions for a near term and a long range project condition.

### **Project Assumptions**

Please note that in developing the above-noted workscope, we have assumed the following:

- The work scope and budget estimate are subject to change following input by City of Menlo Park, and review of Caltrans Staff;
- Existing intersection and roadway traffic count data will be provided by City of Menlo Park staff to DKS (i.e., from the city's most recent Circulation System Assessment) for all signalized study intersections and study roadway segments included in the CSA. For study intersections and roadway segments not included in the CSA, DKS will conduct new weekday AM and PM peak hour intersection turning movement, and 24-hour roadway segment, traffic counts;
- To the extent possible City staff shall provide complete project descriptions site plans of all area developments to be considered in the analysis scenarios including their development types and area square footage;
- All study scenarios will be evaluated based on existing intersection geometrics and described mitigation measures, unless otherwise instructed by City staff;
- Once DKS has begun the traffic analysis, any modifications to the site plan or project description would constitute a change in work scope and/or budget;
- DKS staff will attend up to three (3) meetings, including project meetings and public hearings. Additional meetings beyond these three will be considered extra work and can be arranged on a time-and-materials basis.

## **PROPOSED SCHEDULE**

DKS is prepared to begin work on this project immediately after receiving a contract for services and written authorization to proceed. DKS will begin by collecting the necessary data and conducting field reconnaissance.

We estimate that a Draft Report will be ready for City staff review approximately five weeks after project commencement. Upon receipt of one set of unified non-contradictory comments on the Draft Report, DKS will prepare a Final Traffic Report within five working days, assuming no new quantitative analysis is requested.

## **PROPOSED BUDGET**

The estimated not-to-exceed budget for this proposed work scope is \$41,320, which includes all overhead/expenses. A table showing the key project personnel, their hourly rates and expected time to be spent on the study is included with this proposal. Present workload of all assigned DKS personnel will allow them to complete the planned work within the identified project schedule. Following review of the work scope by City staff, DKS will make any necessary changes and prepare a revised work scope and budget estimate.