



SPECIAL MEETING AGENDA

Date: 7/16/2019
Time: 5:00 p.m.
City Hall/Administration Building
“Downtown” Conference Room, 1st Floor
701 Laurel St., Menlo Park, CA 94025

A. Call To Order

B. Roll Call

C. Regular Business

- C1. Approve the City Council Rail Subcommittee special meeting minutes of April 22, 2019 meeting ([Attachment](#))
- C2. Recommend to City Council updates to the City’s rail policy to consider the Dumbarton transportation project and Caltrain business plan efforts ([Staff Report #19-003-CC-RS](#))
- C3. Provide direction on next steps for the Ravenswood Avenue railroad crossing study ([Staff Report #19-004-CC-RS](#))
- C4. Update on Middle Avenue Pedestrian and bicycle crossing project ([Attachment](#))
- C5. Update on Caltrain business plan and electrification project ([Attachment](#))
- C6. Update on California high speed rail, San Jose to San Francisco project segment ([Attachment](#))

D. Adjournment

At every Regular Meeting of the City Council, in addition to the Public Comment period where the public shall have the right to address the City Council on any matters of public interest not listed on the agenda, members of the public have the right to directly address the Commission on any item listed on the agenda at a time designated by the Chair, either before or during the City Council’s consideration of the item.

At every Special Meeting of the City Council, members of the public have the right to directly address the City Council on any item listed on the agenda at a time designated by the Chair, either before or during consideration of the item.

For appeal hearings, appellant and applicant shall each have 10 minutes for presentations.

If you challenge any of the items listed on this agenda in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered to the City of Menlo Park at, or prior to, the public hearing.

Any writing that is distributed to a majority of the City Council by any person in connection with an agenda item is a public record (subject to any exemption under the Public Records Act) and is available for inspection at the City Clerk’s Office, 701 Laurel St., Menlo Park, CA 94025 during regular business hours.

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SPECIAL MEETING MINUTES

Date: 4/22/2019

Time: 5:00 p.m.

**City Hall/Administration Building – “Downtown” Conference Room, 1st floor
701 Laurel St., Menlo Park, CA 94025**

A. Call to Order

Mayor Mueller called the meeting to order at 5:00 p.m.

B. Roll Call

Present: Mueller, Combs

Absent: None

Staff: Assistant Public Works Director Nikki Nagaya, Senior Project Manager Morad Fakhrai, City Manager Starla Jerome-Robinson, Assistant City Manager Nick Pegueros

C. Regular Business

C1. Update on the Middle Avenue pedestrian/bicycle rail crossing project (staff report)

Staff Nagaya provided a presentation (Attachment).

- Roland Lebrun spoke in support of two-phase construction for Middle Avenue pedestrian/bicycle undercrossing and the overall desirability of tunneling for Caltrain.
- Katie Behroozi spoke in support of the Middle Avenue pedestrian/bicycle crossing and the need to provide a connection to the adjacent shopping center.
- Bill Kirsch spoke regarding the need to advance the Middle Avenue pedestrian/bicycle crossing as soon as possible.
- Adina Levin spoke regarding the need for the Middle Avenue pedestrian/bicycle crossing to be part of a larger connection to Hillview Middle School, including Middle Avenue and Olive Street improvements.
- Marcy Abramowitz asked questions regarding the engineering feasibility of a fully elevated railroad alternative.
- Steve Schmidt spoke in support of considering a pedestrian/bicycle crossing near Willow Road/Cambridge Avenue and expressed support for the plans for the Middle Avenue crossing connections for bicyclists near Burgess Drive with a proposed stop sign.
- Ezio Alviti spoke in support of a tunnel and the benefits to sight-impaired users.

Mayor Mueller facilitated a Subcommittee discussion and provided information about an upcoming presentation to the City Council on May 21, 2019, by the Stanford Global Projects Center on the feasibility of financing a tunnel for Caltrain.

C2. Update on the Ravenswood Avenue railroad crossing study (Attachment)

Staff Nagaya made the presentation summarizing the next steps on the project (Attachment).

Mayor Mueller facilitated a Subcommittee discussion.

- C3. Provide direction on potential next steps to update the City's rail policy to consider the Dumbarton transportation project and Caltrain business plan efforts (staff report)

Staff Nagaya made the presentation (Attachment).

- Steve Van Pelt asked questions regarding Facebook's proposals for bus and rail service in the Dumbarton corridor and on Bayfront Expressway.
- Marcy Abramowitz recommended the rail policy incorporate references to the need of preserving the quality of life in Menlo Park by reducing impacts from sound, noise, vibration and shadows.
- Steve Schmidt requested a goal to separate all four crossings on the Caltrain corridor.
- Lynne Bramlett asked questions regarding the consideration of the use of ferries.
- Adina Levin requested the expansion of Caltrain service be considered as a quality of life benefit to reduce traffic congestion and vehicle demand and the benefits of the Dumbarton corridor partnership formed by Cross Bay Transit Partners.
- Roland Lebrun spoke regarding strategies to increase the engineering feasibility of tunneling, such as keeping the station at-grade and tunneling only express trains, and passing tracks.

D. Adjournment

Mayor Mueller adjourned the meeting at 5:45 p.m.



STAFF REPORT

City Council Rail Subcommittee

Meeting Date: 7/16/2019

Staff Report Number: 19-103-CC-RS

Regular Business: Recommend to City Council updates to the City's rail policy to consider the Dumbarton transportation project and Caltrain business plan efforts

Recommendation

Staff is requesting the Rail Subcommittee recommend to the City Council updates to the City's rail policy and position statement (Attachment A) to consider the Dumbarton transportation project and Caltrain business plan efforts.

Policy Issues

This action is consistent with circulation element policies:

- CIRC-5.3 (rail service.) Promote increasing the capacity and frequency of commuter rail service, including Caltrain; protect rail rights-of-way for future transit service; and support efforts to reactivate the Dumbarton corridor for transit, pedestrian, bicycle and emergency vehicle use.
- CIRC-5.4 (Caltrain enhancements.) Support Caltrain safety and efficiency improvements, such as positive train control, grade separation (with a priority at Ravenswood Avenue,) electrification, and extension to Downtown San Francisco (Transbay terminal,) provided that Caltrain service to Menlo Park increases and use of the rail right-of-way is consistent with the City's rail policy.
- CIRC-5.5 (Dumbarton corridor.) Work with SamTrans and appropriate agencies to reactivate the rail spur on the Dumbarton corridor with appropriate transit service from Downtown Redwood City to Willow Road with future extension across the San Francisco Bay.

The City Council first adopted a rail policy and position statement in 2012 to outline the mission of the Rail Subcommittee and the City's policy and position on rail. Amending this policy would require City Council action.

Background

On October 30, 2012, the City Council adopted the Rail Subcommittee mission statement, statement of principles and the City Council position statement on rail issues. These documents were prepared and adopted in response to high speed rail and Caltrain blended system preliminary planning concepts at that time. The City Council has updated the rail policy and position statement twice since 2012. The first update occurred in May 2015 to consider elevated rail options to be studied in the Ravenswood Avenue railroad crossing study. The current rail policy (Attachment A) was adopted in May 2018 to clarify the City's position on the number of tracks within Menlo Park and make other grammatical corrections to improve readability. The policy is specific to considerations to the Caltrain corridor, and does not currently provide a position on rail service along the Dumbarton corridor. A map of the rail corridors is included as Attachment B.

Analysis

Since May 2018, two significant regional planning efforts are underway to consider future rail service needs in the area. Caltrain is currently preparing a business plan to develop a future service vision and the infrastructure and business needs to achieve it. Development of the business plan began in 2018, and adoption of the service vision by the Caltrain Joint Powers board is anticipated in late 2019. Adoption of the business plan is anticipated in 2020. Several elements of the business plan may affect Menlo Park, including train service frequency, infrastructure needed to support increased train service (such as passing tracks,) grade separations and crossing improvements, and the amount of time that trains stopping in or passing through Menlo Park interrupt traffic flow. More information on the Caltrain business plan is available in Attachment C.

The Dumbarton transportation project is evaluating transit service in the Dumbarton corridor connecting Redwood City and Union City. On December 6, 2017, the San Mateo County Transit District (SamTrans) board of directors approved the Dumbarton transportation corridor study, which assessed various improvements to the highway and railroad alignments, including reactivation of rail service. On June 6, 2018, the SamTrans board of directors entered into an agreement with a development team, Cross Bay Transit Partners LLC, to form a public-private partnership to explore alternatives for a high-capacity public transit system along the Dumbarton corridor. Cross Bay Transit Partners is a partnership between Plenary Group and Facebook Inc. Cross Bay Transit Partners is currently completing early project planning, and recently hosted a series of community outreach meetings in February and March. One of the meetings was held at the Menlo Park Senior Center and was attended by several residents and City staff. Cross Bay Transit Partners' current schedule shows the environmental analyses, technical feasibility studies, and financial analyses are being initiated, with an anticipated completion in mid to late 2020, environmental certification in 2021, and construction in 2022. Several elements of the project may affect Menlo Park, including reactivation of rail service, transit stop locations, the type of transit service provided, service frequencies, noise and vibration impacts, grade separations and crossing improvements, and interruption of traffic flow. More information about the Dumbarton transportation project and Cross Bay Transit Partners is available in Attachment D.

Given the context of these two ongoing efforts, staff sought direction from the City Council Rail Subcommittee to consider a process to update the City's rail policy and position statement. On April 22, the Rail Subcommittee met and confirmed the approach to update the rail policy to address both Caltrain and Dumbarton corridors so that all rail issues are addressed in a single document. This should facilitate and improve community access to the relevant information, and ensure a consistent approach is taken to both corridors.

Draft rail policy and position statement modifications

A draft of the suggested rail policy and position statement modifications is included in Attachment E. These modifications are based on feedback and public comment received at the April 22 Rail Subcommittee meeting and staff's recommendations based on feedback provided during prior community meetings on the Caltrain business plan and Dumbarton transportation project. In summary, staff recommends the following modifications for consideration:

- Amend the statement of principles for rail (page 2) to incorporate:
 - Quality of life in residential neighborhoods in the definition of the character of Menlo Park
 - Reference to Dumbarton corridor under the definition of economic vitality, long-term potential of the rail corridor, and in the implied "decision criteria"
 - The addition of implied "decision criteria" to consider sustainability in accordance with the City's climate action plan goals, improving safety in accordance with the 2016 circulation element goals and

- policies, and preservation of quality of life in residential neighborhoods
- Amend the City Council position summary (page 3) to establish two summaries; one for the Caltrain corridor and one for the Dumbarton corridor
- For the Caltrain City Council position summary add a position statement that supports maximizing the number of Caltrain trains that stop within Menlo Park (as opposed to passing through Menlo Park)
- For the Dumbarton City Council position summary, add position statements that support Dumbarton rail, under the following conditions:
 - Rail service is provided by electric trains, minimizing emissions, noise and vibration impacts on adjacent residential neighborhoods
 - Minimal right-of-way acquisition is needed for the project
 - Railroad/roadway grade separations should be provided as part of the project:
 - At Marsh Road, Willow Road and University Avenue
 - Minimizing local circulation and access impacts
 - Provide an opportunity for improved bicycle and pedestrian access and connections
 - Best practice at-grade crossing safety improvements to the rail crossing at Chilco Street should be provided as part of the project
 - Transit service is limited to rail within the existing right-of-way owned by SamTrans along the Dumbarton corridor
 - A bicycle and pedestrian pathway along the existing right-of-way is fully explored as part of the project and is not precluded unless adequately disclosed through the project development process
 - A transit stop is provided within Menlo Park, with the preferred location on the east side of the Willow Road intersection with the Dumbarton rail, as shown in Attachment B
 - Advocate for maximizing the number of trains that stop within Menlo Park (as opposed to passing through Menlo Park)

Complete Streets Commission feedback

On May 8, the Complete Streets Commission provided feedback on the draft policy recommendations. Three community members spoke or wrote in providing feedback on the draft policy, including recommendations for a station to be considered near the Onetta Harris Community Center to better serve the Belle Haven neighborhood, requesting clarifications on freight service, encouraging a quiet zone and considering a connection from Willow Road to El Camino Real. The Commission voted unanimously (9-0-0-0) to approve a recommendation to the City Council to approve the draft policy with the following additions:

- Increase ridership and maximize traffic benefit
- Modify service patterns for weekday off-peak and weekend hours
- Provide feeder service for first and last mile connections
- Consider feasibility of a second Dumbarton rail station in the Belle Haven neighborhood
- Encourage moderate fares for both high ridership and accessibility for people across the income spectrum

These changes have been incorporated into the draft policy included as Attachment A. Staff is seeking the Rail Subcommittee's feedback on the revised draft policy, and a recommendation to advance recommendations to the City Council later this summer, in advance of environmental review of the Dumbarton project and before the Joint Powers (Caltrain) board's adoption of a service vision for the Caltrain business plan.

Next Steps

A summary of next steps and schedule milestones is provided below:

Task	Date
Rail Subcommittee: provided feedback on approach	April 22, 2019
Complete Streets Commission: reviewed and recommended draft policy modifications	May 8, 2019
Rail Subcommittee: review and recommend draft policy modifications	July 19, 2019
City Council: adopt updated rail policy	Tent. August 27, 2019

Impact on City Resources

No additional funding or resources are being requested at this time.

Environmental Review

The Rail Subcommittee's recommendation to amend the City's rail policy is not a project under the California Environmental Quality Act Guidelines. Any future project actions will comply with environmental review requirements under the California Environmental Quality Act.

Public Notice

Public notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting.

Attachments

- A. Hyperlink – rail policy and position statement: menlopark.org/railpolicy
- B. Map of Caltrain and Dumbarton rail corridors within Menlo Park
- C. Hyperlink – Caltrain business plan: caltrain2040.org/
- D. Hyperlink – Cross Bay Transit: crossbaytransit.com/
- E. Draft rail policy and position statement modifications

Report prepared by:

Nicole H. Nagaya, Assistant Public Works Director

Report reviewed by:

Justin I. C. Murphy, Deputy City Manager

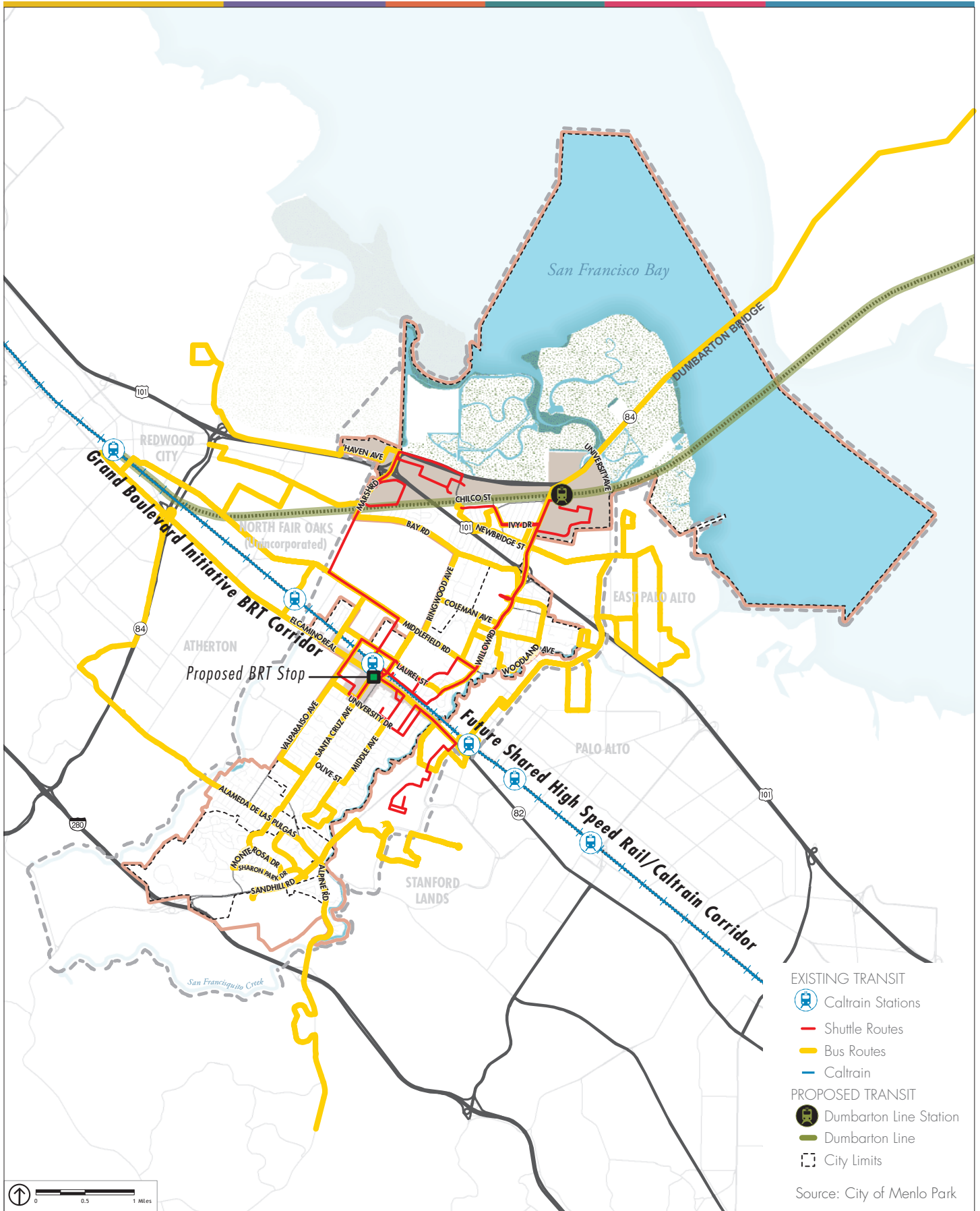


FIGURE 4: TRANSIT INFRASTRUCTURE - EXISTING AND PROPOSED

City of Menlo Park
City Council Rail Subcommittee
Mission Statement

The City Council Rail Subcommittee will advocate for ways to reduce the negative impacts and enhance the benefits of Rail in Menlo Park. The Subcommittee will ensure all voices are heard and that thoughtful ideas are generated and alternatives vetted. It will collaborate with other local and regional jurisdictions in support of regional consensus of matters of common interest related to Rail. Additionally, the subcommittee will support City Council planning efforts and decision making on Rail-related issues with information, research and other expertise.

City of Menlo Park Statement of Principles for Rail

The City of Menlo Park City Council Rail Subcommittee works to protect and enhance the character of Menlo Park and the community's economic vitality while supporting the conditions needed to maximize the local benefits and the long-term potential of rail.

- The character of Menlo Park includes:
 - Our connected, walkable, bikeable, safe and accessible neighborhoods, parks, commercial areas and civic center
 - Our vision and specific plan for:
 - -the downtown and El Camino Real including improved east-west mobility for all modes of travel as detailed in the El Camino Real/Downtown Specific Plan
 - The Bayfront area as outlined in the General Plan Land use and Circulation elements
 - Preservation of the quality of life in residential neighborhoods throughout the City
- The community's economic vitality includes:
 - The continued success of our small and large businesses
 - The maintenance of our property values
 - Rail agencies responsibly mitigating impacts of rail, including but not limited to, HSR, Caltrain, Cross Bay Transit Partners, and freight
- The conditions needed to maximize the long-term potential of ~~the City's~~ rail corridors in the City include:
 - Increasing ridership and maximizing traffic congestion reduction benefits of transit
 - Improvements to ~~east/west~~ connectivity; rail unifies rather than divides
 - Improvements to local transit and feeder service for first- and last-mile connections
 - Transit service during weekday peak- and off-peak hours and weekends
 - The negative physical and social impacts of rail are minimized and the positive impacts are enhanced by using context sensitive design solutions
 - Consider all reasonable alternatives including those discussed previously by Menlo Park
 - Moderate fares that encourage both high ridership and accessibility for people across the income spectrum

Implied "decision criteria" from these principles might include:

Does the alternative align with or support:

- The goals and policies of the Circulation Element?
- The vision and policies of the El Camino Real/Downtown Specific Plan?
- The sustainability goals of the Climate Action Plan?

Whether the alternative protects or enhances:

- ~~Does the alternative protect or enhance~~ Connectivity to additional modes of travel/ accessibility to city locations?

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City of Menlo Park

- ~~Does the alternative protect or enhance walk-ability?~~
- ~~Does the alternative protect or enhance bike-ability?~~
- ~~Transit ridership and traffic congestion reduction benefits of transit?~~
- ~~Does the alternative protect or enhance the economic vitality of businesses?~~
- ~~Quality of life in residential neighborhoods?~~
- ~~Does the alternative protect or enhance property values?~~
- ~~Safety along and across the rail corridors?~~
- ~~Does the alternative align with/support the El Camino Real/ Downtown Specific Plan?~~
 - ~~Does the alternative protect or enhance local transit opportunities?~~
 - ~~Does the alternative enhance the level of transit service?~~

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City of Menlo Park Council Position Summary

The following bullet points clarify the Council's position on ~~high-speed rail on the Caltrain corridor~~ through Menlo Park.

Caltrain and High Speed Rail corridor

- The City opposes any exemption or elimination of any part of the CEQA review for the High Speed Rail Project environmental review process;
- The high speed rail within Menlo Park should be in a two-track envelope system, and stay within the existing Caltrain right-of-way (with very minor exceptions such as for Caltrain electrification equipment, and in very limited locations);
- No Environmental Impact Report should go forward which increases the rail corridor to greater than two tracks in Menlo Park;
- The City approves of the currently approved blended system but opposes passing tracks located in Menlo Park;
- The City is interested in quiet zones for the rail corridor in Menlo Park;
- The City intends to pursue a grade separation project with a focus on the Ravenswood Avenue crossing that can be constructed independent of the blended system, High Speed Rail and any passing track scenario; ~~and~~
- Our strategy is to work cooperatively with the blended system planning efforts while preventing an at-grade or elevated 3 or 4 track system through Menlo Park;
- Support maximizing the number of Caltrain trains that stop within Menlo Park (as opposed to passing through Menlo Park)

Dumbarton corridor

The City supports Dumbarton Rail, under the following conditions:

- Rail service is provided by electric trains, minimizing emissions, noise and vibration impacts on adjacent residential neighborhoods and freight service levels do not increase over existing levels
- Minimal right-of-way acquisition is needed for the project
- Railroad/roadway grade separations should be provided as part of the project:
 - At Marsh Road, Willow Road and University Avenue
 - Minimizing local circulation and access impacts
 - Provide an opportunity for improved bicycle and pedestrian access and connections
- Best practice at-grade crossing safety improvements to the rail crossing at Chilco Street should be provided as part of the project
- Transit service is limited to rail within the existing right-of-way owned by Samtrans along the Dumbarton corridor
- A bicycle and pedestrian pathway along the existing right-of-way is fully explored as part of the project and is not precluded unless adequately disclosed through the project development process
- A transit stop is provided within Menlo Park, with the preferred location on the eastern side of Willow Road at the intersection with the Dumbarton rail, as shown in the City's Circulation Element (Figure 4), and considering a second stop near the Belle Haven neighborhood

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City of Menlo Park

- The project does not preclude a future direct rail connection to the southern end of the Caltrain line at the wye junction near Middlefield Road in Redwood City
- The City supports maximizing the number of trains that stop within Menlo Park (as opposed to passing through Menlo Park)

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STAFF REPORT

City Council Rail Subcommittee

Meeting Date: 7/16/2019

Staff Report Number: 19-104-CC-RS

Regular Business: Provide direction on next steps for the Ravenswood Avenue railroad crossing study

Recommendation

Staff recommends that Rail Subcommittee provide direction on next steps for the Ravenswood Avenue railroad crossing study. Staff has identified the following options for the Rail Subcommittee to consider as recommendations to the City Council:

- Option 1 – Recommend City Council approve the draft scope of work, edited January 15, (Attachment A) to begin the additional studies for tunnel and fully elevated options. In order to schedule and conduct the necessary community engagement and commission meetings on the new alternatives, staff anticipates this work will take approximately six to nine months from City Council approval before returning to the City Council with information and a recommendation.
- Option 2 – Recommend further changes for staff to incorporate and return to City Council with a request to complete these additional studies. The cost and schedule implications of potential changes to the scope of work would be addressed when staff returns to the City Council for approval.
- Option 3 – Forgo the draft scope of work and direct staff to not perform additional studies.

Policy Issues

The project was included in the 2018 City Council's work plan and the final project study report (PSR) was adopted by the City Council earlier this year. The additional scope of work was requested by the City Council to further evaluate two additional options: a fully elevated grade separation over downtown and a multi-city tunnel option. While the project was not prioritized in the City Council's 2019 work plan, staff is continuing to advance the project as resources allow.

The project is consistent with the City Council rail policy (Attachment B) and with the 2016 general plan goals to increase mobility options to reduce traffic congestion and greenhouse gas emissions; increase safety; improve Menlo Park's overall health, wellness, and quality of life through transportation enhancements; support local and regional transit that is efficient, frequent, convenient and safe; provide a range of transportation choices for the Menlo Park community; and to promote the safe use of bicycles as a commute alternative and for recreation.

Background

In March 2016, City Council awarded a contract to a consultant team, led by AECOM, to perform the Ravenswood Avenue railroad crossing PSR. Over fifty meetings were held for the project and feedback received was incorporated into the project analysis. On May 8, 2018, the City Council approved the following motion:

- Move forward with Alternative A which provides for an underpass crossing at Ravenswood Avenue and

- keeps Oak Grove, Glenwood and Encinal Avenues open to all modes of traffic as existing
- Appropriate \$31,000 from the undesignated fund balance to complete the project
- Authorize the city manager to amend the agreement with AECOM

Additionally, City Council provided general direction to staff to bring back the following additional items at a future meeting:

- Letters to Palo Alto, Atherton, Redwood City, Mountain View and Sunnyvale to request consideration of a multicity trench or tunnel
- Letter to Caltrain to request a bicycle/pedestrian path adjacent to the rail within Caltrain right-of-way
- Additional scope of work and appropriation request to prepare (1) a financial assessment of a trench/tunnel; (2) a conceptual design, noise, tree, and visual impact assessment of a fully elevated alternative

On November 28, 2018, the agenda packet for the City Council meeting December 4, 2018 was released including the staff report addressing the above requests. The draft PSR and draft scope for additional studies were attached to that staff report for public review and comment. Staff returned to City Council on January 15 with a summary of all comments received on both documents and suggested edits to the scope (shown in track changes in Attachment A.) On March 5, City Council approved the Final PSR, which completes the current grant funded scope of work, allowing the City to close out and invoice for reimbursement for the grant. No direction was given regarding the draft scope for additional studies at that time.

Analysis

A total of 25 comments about the draft scope of additional work were received between November 28, 2018, and January 15. Comments received, a list of commenters and proposed revisions to the draft scope of work (Attachment A) was included in the January 15 City Council staff report and presentation.

On January 31, City Council Rail Subcommittee received an update on the Ravenswood Avenue railroad crossing project including a discussion of the comments received on the draft documents and a “fully elevated over downtown” rail profile option. Approximately 25 community members were in attendance and 22 provided public comment. The Rail Subcommittee discussed options for a rating criteria system that would reflect the various land uses adjacent to the rail corridor along the length. Current and future grade separation options could be compared using this rating criteria. Staff anticipates this criteria would be developed as a first step in any additional studies performed. Staff proposes that criteria would be established for sections of the railroad as determined by the adjacent land uses (Attachment C) as follows:

- North of Oak Grove Avenue: Greater than 50 percent of each block adjacent to the railroad is residential uses (R1, R3, or SP-ECRD-D with approved or planned residential.)
- Between Oak Grove Avenue and Burgess Drive: Less than 50 percent of each block adjacent to the railroad is residential uses (SP-ECR-D with approved or planned residential, PF.)
- South of Burgess Drive: The eastern side of the railroad includes residential uses (R3) separated from the railroad by Alma Street; the western side of the railroad includes planned residential uses on the Middle Plaza redevelopment site and the Stanford Park Hotel (SP-ECR-D.)

Staff is requesting the Rail Subcommittee provide feedback on the proposed sections to ensure they meet the direction provided on January 31.

On April 22, City Council Rail Subcommittee received a brief update on the Ravenswood Avenue railroad crossing project. Approximately 10 community members and stakeholders attended the meeting and spoke regarding the need to coordinate with the Middle Avenue pedestrian and bicycle rail crossing and advance the project as soon as possible and the benefits of a rail tunnel.

On May 21, City Council received a verbal presentation from Professor Bennon of Stanford Global Projects Center regarding the feasibility of a rail tunnel in Menlo Park and information regarding the proposed land use densities that could be needed to finance a rail tunnel. Since this was an informational presentation, no direction was given as a result of this presentation. Staff is requesting the Rail Subcommittee provide feedback on potential changes to the proposed scope of additional studies (Attachment A) based on this presentation, if desired.

Next steps

Staff recommends that Rail Subcommittee provide direction on next steps for the Ravenswood Avenue railroad crossing study. Staff has identified the following options for the Rail Subcommittee to consider as recommendations to the City Council:

- Option 1 – Recommend City Council approve the draft scope of work, edited January 15, (Attachment A) to begin the additional studies. In order to schedule and conduct the necessary community engagement and commission meetings on the new alternatives, staff anticipates this work will take approximately six to nine months from City Council approval before returning to the City Council with information and a recommendation.
- Option 2 – Recommend further changes for staff to incorporate and return to City Council with a request to complete these additional studies. The cost and schedule implications of potential changes to the scope of work would be addressed when staff returns to the City Council for approval.
- Option 3 – Forgo the draft scope of work and direct staff to not perform additional studies.

Staff is also requesting the Rail Subcommittee provide feedback on the proposed sections of the rail corridor to form the basis for establishing rating criteria:

- North of Oak Grove Avenue: Greater than 50 percent of each block adjacent to the railroad is residential uses (R1, R3, or SP-ECRD-D with approved or planned residential.)
- Between Oak Grove Avenue and Burgess Drive: Less than 50 percent of each block adjacent to the railroad is residential uses (SP-ECR-D with approved or planned residential, PF.)
- South of Burgess Drive: The eastern side of the railroad includes residential uses (R3) separated from the railroad by Alma Street; the western side of the railroad includes planned residential uses on the Middle Plaza redevelopment site and the Stanford Park Hotel (SP-ECR-D.)

Impact on City Resources

The City Council's approved budget for fiscal year 2019-20 includes \$300,000 in the capital improvement program to advance this project. This budget would be sufficient for the draft scope of work as included in Attachment A. If City Council directs staff to amend the scope for additional studies, staff will work with the consultant team on the revisions and to determine a revised budget. If the revised scope cost is in excess of the available budget, staff would return to City Council with an appropriation request in an amount to be determined.

Additionally, the staff resources required to perform and manage the additional scope of work and any additional requests or revisions could impact other transportation projects. City Council is scheduled to discuss the 2019 work plan on July 15, which could impact project priorities for this and other projects

moving forward. Staff will assess project schedules and impacts taking the City Council Rail Subcommittee and City Council work plan direction into consideration prior to reporting back to City Council with the next project update.

Environmental Review

The results of this phase of the Project will identify required environmental reviews and studies required to advance the project. Environmental reviews and studies will be completed as part of the next phase of work.

Public Notice

Public notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting. Additional notifications are being made through the project webpage, a Public Works project list email blast and a NextDoor post.

Attachments

- A. Draft scope of additional work, with suggested track changes
- B. Hyperlink – rail policy: menlopark.org/DocumentCenter/View/6388/City-Council-Rail-Policy?bidId
- C. Land use zoning map

Report prepared by:

Angela R. Obeso, Senior Transportation Engineer

Report reviewed by:

Nicole H. Nagaya, Assistant Public Works Director

September 10, 2018

Angela Obeso, PE
Project Manager
City of Menlo Park
701 Laurel Street
Menlo Park, CA 94025

RE: Ravenswood Avenue Railroad Crossing Project, Extra Work Request (Amendment 3)**NOTE: SUGGESTED REVISIONS BY CITY STAFF – January 15, 2019**

Dear Angela:

At the May 8, 2018 City Council meeting, Council directed that additional scope items be considered for the project. Per these City Council meeting minutes, additional scope items will include “(1) a financial assessment for a trench/tunnel and; (2) a conceptual design, noise, tree, and visual impact assessment of a fully elevated alternative.” Below is a description of the scope of work for these items (Tasks 6, 7 and 8).

SCOPE OF WORK**Task 1: Project Management**Task 1.1 Project Administration

Due the extension in the schedule and the additional scope items described below, AECOM will provide additional project management services for the period from June 2018 through March 2019. These services include:

- Coordinating with in-house design staff, subconsultants, and the City
- Conducting additional check-in conference calls
- Monitoring schedule and budget status and preparing invoices

Task 6: Tunnel Feasibility Analysis and Funding AnalysisTask 6.1 Tunnel Feasibility Analysis

AECOM will analyze the feasibility of a tunnel alternative based on a track profile that begins at two potential locations:

1. Just south of the Fifth Avenue Underpass in unincorporated San Mateo County (between Redwood City and Atherton).
2. Just south of Woodside Road in Redwood City.

The tunnel profile would conform back to existing grade between Charleston Road and San Antonio Road near the Palo Alto/Mountain View border **and determine if a grade in excess of 1% is needed**. Note: The southern conform point is based on current, preliminary exhibits prepared by AECOM for the City of Palo Alto for their City-wide tunnel option.

The analysis will include the anticipated engineering challenges and potential mitigation measures, and logistical opportunities and issues associated with constructing a tunnel that spans through a segment of six jurisdictions (Redwood City, San Mateo County, Atherton, Menlo Park, Palo Alto and Mountain View).

The analysis will include the following topics. These will be discussed in the memorandum, described in Task 6.2, at a high-level to determine the overall feasibility of this alternative.

- Type of Tunnel (Single or Dual Bore)
- Entry/Exit Portal Locations, including visual examples or graphics of similar type projects
- Construction Impacts (Including anticipated station and/or road closures during construction)
- Right-of-Way Requirements (including any possible eminent domain) and Utility Impacts (Including anticipated temporary construction easements)
- Drainage (Including impacts to major channels/creeks)
- Groundwater and Geotechnical Issues
- Final Station and Roadway Configurations
- Long-term Maintenance

Task 6.2 Tunnel Feasibility Analysis Memorandum

AECOM will develop a memorandum summarizing the items described in Task 6.1. The memorandum will include a description of the tunnel alternative with a schematic plan, profile and typical section.

AECOM will also prepare an order-of-magnitude cost estimate of the tunnel concept, including the approximate cost within the City of Menlo Park only.

Task 6.3 Tunnel Funding Analysis

As a follow up to Tasks 6.1 and 6.2, AECOM will identify and evaluate potential funding resources and financing mechanisms applicable to the tunnel alternative. The funding analysis will develop a high-level overview and assessment of the project funding and financing opportunities. The purpose of the analysis will be to provide a comprehensive overview and understanding of potential funding availability and constraints sufficient for an initial assessment of the project's financial feasibility.

The analysis will be primarily focus on identifying approaches and assessing their potential for funding the construction of the Menlo Park segment of the project. However, AECOM will also provide a high-level characterization of the complete project's funding needs, constraints and options with an assessment of its funding potential and viability from a corridor-wide perspective.

AECOM will identify funding options from local sources (e.g. fee/tax measures and value capture mechanisms if applicable), regional/state sources (e.g. San Mateo County Transportation Authority (SMCTA) Measure A and California High Speed Rail Authority) and federal programs (e.g. BUILD grants). AECOM will analyze the following key evaluation factors for each funding source under consideration:

- Summary description;
- Applicability and restrictions;
- Implementability and qualification requirements;
- Approval process and authorizing agencies;
- Extent, type and scheduling of obtained funding; and
- Overall viability, key risk and success factors.

AECOM will work with Caltrain and the City staff to determine the land-use opportunities and development constraints on the property above the tunnel segment within Caltrain's right-of-way. If possible, some illustrative case studies may be used for informative purposes. Based on this research and analysis, AECOM will evaluate the properties' development potential and resulting capacity for revenue generation and project funding contribution.

Task 6.4 Tunnel Funding Analysis Memorandum

The funding analysis findings and recommendations will be documented in a "White Paper" format suitable for internal use and public distribution. AECOM will provide a short-list of the funding sources

considered to be most promising and viable with recommendations on next steps and further investigation.

Note that at this initial stage, detailed financial feasibility analysis of the project or specific funding sources is not recommended and is not proposed under this task. The financial calculations and projections performed for the funding analysis will be based on readily available data and standard assumptions (e.g. local property values, bond/loan terms, investor rate of return requirements, economic and land use projections/trends etc.).

Task 7: Fully Elevated Alternative Analysis

Task 7.1 Preliminary Engineering

AECOM will develop preliminary engineering for a fully elevated alternative. The track profile limits will begin just south of Encinal Avenue and end just north of San Francisquito Creek. This task will include the following:

- Engineering (track and road profiles, shoofly track alignment, etc.) to define the limits of construction and approximate quantities to complete an order-of-magnitude cost estimate. This includes potential construction impacts including staging and road closures.
- Utility and Right-of-Way requirements (including any possible eminent domain) impacts.
- Preliminary cost estimate (using a similar format that was used for Alternatives A & C).
- A track profile analysis to determine the maximum grade needed to provide sufficient elevation to avoid roadway excavation at Glenwood Avenue (span completely over the street); while simultaneously avoiding impact to Encinal Avenue.

Task 7.2 Meetings

AECOM will attend and prepare PowerPoint slides for up to four (4) separate meetings; City Council (1), Rail Subcommittee (1), Planning Commission (1) and the Complete Streets Commission (1).

Task 7.3 Visual Renderings

AECOM will develop renderings that illustrate the visual elements at up to three (3) locations along the Menlo Park Caltrain corridor. For this evaluation, AECOM will prepare still image, 3D CAD renderings from up to these same three (3) vantage points.

Task 7.4 Technical Memorandum

AECOM will prepare a Technical Memorandum to summarize the items prepared as part of Task 7.1 and 7.3.

Task 8: Noise Study

AECOM will evaluate how each of the five proposed alternatives, noted below, would affect noise levels; both on a single event (pass-by) basis as well as average daily exposure (such as day-night noise level, L_{dn}) which would likely be used to assess environmental noise impacts as per Federal Transit Administration (FTA) noise impact criteria.

The study will include a round of noise measurements describing single event and daily noise exposure for existing conditions. The study will also include prediction of expected changes in noise level (single event and daily exposure) for the different alternatives. The alternatives to be studied are as follows:

- i. Existing (Baseline) Condition (No Build)
- ii. Alternative A
- iii. Alternative C
- iv. Alternative D – Fully elevated with three grade separations
- v. Alternative E – Multi-city, corridor-wide tunnel

Task 8.1 Review Project information

The AECOM noise team will review provided and relevant project information. At the conclusion of this review, the noise team will develop a data request to the City and/or Caltrain, for any additionally required information.

Task 8.2 Site Visit and Noise Measurements

Two AECOM noise specialists will visit the project area and conduct a series of long-and short-term measurements of current existing conditions. The long-term measurements will run for at least 24 hours at two different locations in the noise study area, and short-term measurements will be conducted for a shorter duration (typically 15-30 minutes each) to document ambient conditions and individual train events at another 4 to 8 locations representing a variety of noise-sensitive land uses throughout the study area. The noise team will also carefully identify and document other existing noise sources present as well as buildings, topography and other features that could influence acoustical propagation in the study area.

Depending on the preliminary tunnel concepts to be evaluated under Alternative E (Tunnel), some noise measurements may also be conducted at other locations outside of the study area to characterize noise sources associated with that alternative (such as passive tunnel vent shafts, or powered ventilation fan stations which may be identified on similar rail tunnels elsewhere).

Task 8.3 Analyze Noise Measurement Data

The noise measurement data will be analyzed and developed into charts and tables to represent the varying noise environment over the course of the day at each of the measurement locations as well as detailed noise levels for individual train events identifying individual contributions from train cars, locomotives and horn soundings on a per event basis (to the degree possible).

Task 8.4 Conduct FTA and CadnaA Noise Modeling

AECOM will conduct an FTA style spreadsheet analysis to predict and compare project related 24-hour (L_{dn}) noise levels consistent with methods described in the FTA Transit Noise and Vibration Impact Assessment Manual (FTA VA-90-1003-06), general noise assessment method, at up to 20 different point locations representing noise sensitive locations within the project area. The noise team will also develop more detailed noise models using the CadnaA noise model platform to produce noise contour data for typical maximum noise levels for each alternative.

Task 8.5 Develop Draft Noise Technical Memorandum

AECOM will prepare a technical noise memorandum reporting the methodology, results and conclusions of Tasks 8.1 to 8.4.

Task 8.6 Develop Final Noise Technical Memorandum

AECOM will provide responses to one set of agency comments and prepare a final technical memorandum.

DELIVERABLES LIST

The following deliverables will be provided as part of this extra work:

- Draft & Final Tunnel Feasibility Analysis
- Draft & Final Tunnel Funding Analysis
- Draft & Final Technical Memorandum of Viaduct Alternative Analysis
- Draft & Final Noise Technical Memorandum

FEE ESTIMATE

A detailed level of effort per task for this Extra Work (Amendment 3) is provided as an attachment.



We look forward to working with the City to complete these additional tasks. If you have any questions, please contact Millette Litzinger at 408.961.8417 or millette.litzinger@aecom.com.

Yours sincerely,

AECOM Technical Services, Inc.

Millette Litzinger, PE
Deputy Project Manager

Etty Mercurio, PE
Vice President

Attachments

DRAFT

LAND USE ZONING MAP

ATTACHMENT C





MIDDLE AVENUE RAILROAD CROSSING PROJECT STATUS



- April 9 and June 4, 2019 – City Council updates
- July 10, 2019 – Complete Streets Commission recommendation
- August 27, 2019 – Return to City Council for preferred concept
- February 2020 – Complete environmental and 30%
- Spring 2020 – Secure funding for final design and construction



CALTRAIN BUSINESS PLAN



- Monthly City/County Staff Coordination Group (CSCG) meetings
- Monthly Local Policy Makers Group (LPMG) meetings
- June 2019 – Flexibility and integration of three growth scenarios
- Next steps
 - August board workshop with Caltrain staff recommendation
 - Presentation to Rail Subcommittee
 - August LPMG presentation
 - Board adoption of service vision expected in late summer/early fall



CALTRAIN MODERNIZATION



- Electrification Project
 - Installing foundation and poles throughout corridor
 - Finalizing pole locations in Menlo Park
 - Overhead wiring installation end of 2019/early 2020
 - System testing 2021-2022
 - Operational 2022-2023
- Positive Train Control (PTC) testing
- Construction update emails: <https://calmod.org/get-involved/>



HSR SAN FRANCISCO TO SAN JOSE PROJECT SECTION



- Maintaining environmental schedule (2021)
- Gathering public comment on preferred alternative
- July 2019 – Community Working Groups (CWG)
 - San Mateo County CWG, July 24, 6-8 pm, Burlingame Library
- August 2019 – Open Houses
 - San Mateo County Open House, August 19, 5-8 pm, Sequoia High School
- September 17, 2019 – Authority Board of Directors,
- March 2020 – Draft EIR release and public comment period
- Spring 2020 – Next round of outreach
- March 2021 – Final EIR release
- Spring 2021 – Authority Board of Directors