



Department: Public Works
Cost Center: 5010
For Agenda of: 6/1/2021
Placement: Consent
Estimated Time: N/A

FROM: Matt Horn, Public Works Director
Prepared By: Jennifer Rice, Transportation Planner/Engineer III

SUBJECT: AUTHORIZATION TO ADVERTISE BIDS FOR THE ORCUTT/TANK FARM ROUNDABOUT PROJECT, SPECIFICATION NUMBER 1000164

RECOMMENDATION

1. Approve plans and specifications for the Orcutt/Tank Farm Roundabout, Specification No. 1000164; and
2. Authorize staff to formally advertise for bids and for the City Manager to award the contract if the lowest responsible bid is below the Publicly Disclosed Funding Amount of \$3,477,710; and
3. Authorize the City Manager to issue contract change orders in excess of \$100,000 and up to the Publicly Disclosed Funding Amount of \$3,477,710; and
4. Authorize the City Manager to execute a Right-of-Way Dedication Agreement between the City of San Luis Obispo and Barbara Parsons if the final agreement terms are to the satisfaction of the Public Works Director and City Attorney; and
5. Authorize the City Manager to execute a Drainage Easement between the City of San Luis Obispo and Barbara Parsons if the final agreement terms are to the satisfaction of the Public Works Director and City Attorney; and
6. Appropriate \$1,364,670 in Regional and Urban State Highway Account (SHA) grant funding as provided by the San Luis Obispo Council of Governments (SLOCOG); and
7. Authorize the Finance Director to un-appropriate up to \$735,866 in Citywide Transportation Impact Fee (TIF) funds from the Orcutt/Tank Farm Roundabout project account and return to the undesignated Citywide Transportation Impact Fee fund balance at the time of project completion.

REPORT-IN-BRIEF

The purpose of this report is to request City Council authorization to approve the final plans and specifications, appropriate USHA and RSHA grant funding to the project account, and request authorization to advertise the construction of the Orcutt Tank Farm Roundabout Project.

The existing side-street stop-controlled intersection of Orcutt Road and Tank Farm Road currently operates below the City's adopted level of service (LOS) thresholds, with lengthy delays and vehicle queues during peak commute periods. Mitigation measures identified in the Orcutt Area Specific Plan (OASP) Environmental Impact Report (EIR) require a roundabout to be installed at the intersection of Orcutt and Tank Farm Road to address these deficiencies.

This high-priority transportation project supports the City's Climate Action, Open Space and Sustainable Transportation Major City Goal, as well as the City's Major City Goal of Housing and Homelessness, by providing the infrastructure needed to support housing production within the Orcutt Area and improve mobility and safety for all road users. The proposed roundabout will reduce vehicle congestion (and related emissions), reduce the potential for severe traffic collisions, and improve pedestrian and bicycle connectivity to Islay Park. This improvement is identified as a "Tier 1 Project" in the City's Active Transportation Plan.

Plans and specifications have been developed in accordance with the OASP, OASP EIR, City Engineering Standards and previous Council and Advisory Body approvals. This request also includes a request to authorize the City Manager to execute the final right of way dedication agreement necessary to proceed with construction of the roundabout.

As further discussed in the Fiscal Analysis Section, the total available project funding is \$4,884,576, which exceeds the total estimated project costs by \$735,866.

DISCUSSION

Background

The OASP and EIR, adopted in 2010, identified various transportation infrastructure upgrades necessary to support development of the OASP area, including significant improvements to the intersection of Tank Farm Road and Orcutt Road. The OASP initially recommended geometric modifications and installation of a traffic signal at Orcutt/Tank Farm to improve traffic safety and operations. With adoption of the General Plan Land Use and Circulation Elements (LUCE) in 2014, the City officially adopted a "roundabout first" policy, prioritizing roundabouts as a first-priority solution where intersection control upgrades are warranted. Roundabouts generally result in fewer injury collisions, lower long-term maintenance costs, and reduced vehicle delays and emissions compared to signalized traffic control.

Traffic volumes at the Tank Farm/Orcutt intersection have increased noticeably over the past several years, particularly during the afternoon commute period as more and more cross-county commuters appear to utilize Orcutt Road and Highway 227 as alternative routes to Highway 101. Vehicle queues at the intersection frequently back up for several hundred feet in the southbound direction as drivers wait for a gap to turn left from Orcutt to eastbound Tank Farm Road, which further highlights the need for operational improvements at this intersection. It should also be noted that installation of a roundabout will provide dedicated crossings for bicyclists and pedestrians for Tank Farm Road, improving multimodal connectivity between Islay Park and new neighborhoods to the north.

The plans and specifications for the Tank Farm/Orcutt Roundabout Project have been developed by the City using design services from GHD. Plans and Specifications are provided for reference as Attachment A and Attachment B, respectively. A vicinity map of the project is provided in Figure 1 below and in Attachment E.

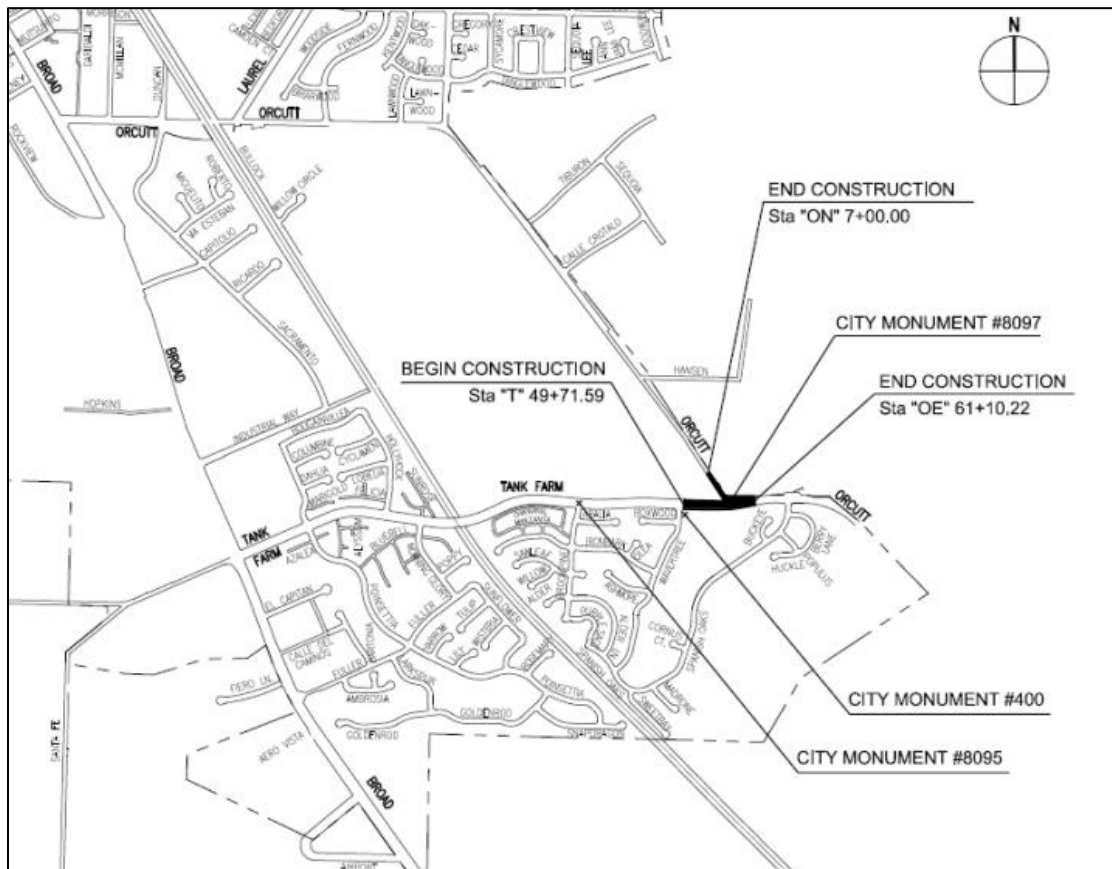


Figure 1: Project Vicinity Map

Prior to construction, additional right-of-way dedication is necessary from the adjacent property owner on the northwest corner. The City has worked closely with the property owner to provide a legal description for the dedication necessary to provide sufficient right-of-way for constructing and maintaining the future roundabout. Attachment C is the Right-of-Way Dedication Agreement that must be executed prior to any construction activities.

Public Art Considerations

A roundabout public art program is included in the proposed 2021-23 Financial Plan Capital Improvement Plan. While the current roundabout design does not include public art, it has been designed to accommodate public art installations within the center island after construction.

Previous Council or Advisory Body Action

Per the California Government Code Section 65402, the Planning Commission held public hearings on March 25, 2015 and April 8, 2015 to reviewed and approve a Vesting Tentative Tract Map for Righetti Ranch finding consistency with the General Plan for the subdivision map, inclusive of all adopted mitigation measures and approved conditions of approval. (Reference Resolution 10619). This approval included a condition that the Applicant provide right-of way as necessary for a roundabout or traffic signal at the intersection of Orcutt Road and Tank Farm Road.

On January 10, 2018, the Planning Commission held a public hearing to review and approve amendments to the mitigation measures and conditions of approval for Righetti Ranch which included a condition that the subdivider acquire and dedicate the necessary right-of-way for a roundabout at Orcutt Road and Tank Farm Road. (Reference Resolution 10861.)

Policy and Regulatory Context

General Plan Circulation Element Policy 7.1.2 states that where feasible, roundabouts shall be the City's preferred intersection control alternative due to the vehicle speed reduction, safety and operational benefits of a roundabout.¹ Improvements to the Orcutt/Tank Farm intersection are identified in the City's General Plan Circulation Element, Orcutt Area Specific Plan, and Active Transportation Plan. The proposed roundabout design is consistent with these plans and policies.

Public Engagement

General Public Engagement

All public meetings related to the previously approved General Plan Circulation Element Update, Orcutt Area Specific Plan and Active Transportation Plan were properly noticed and held at the time and in the manner required by law. In addition, this staff report was published for public review one week prior to this Council meeting date and noticed consistent with the City's 2015 Public Engagement and Noticing Manual. As described below, this project includes a communications component and frequent updates on its status including phasing and traffic handling will be provided to the public via all City communications channels.

Construction Phasing & Traffic Handling

Reconstruction of existing high-traffic intersections is inherently challenging and disruptive to traffic circulation—this is particularly true for roundabout projects, which often require manually flagging traffic through the intersection one direction at a time. This was certainly the case during recent construction of the Tank Farm/Righetti Ranch Road roundabout, which resulted in lengthy delays to drivers for nearly a full year.

¹ City of San Luis Obispo General Plan Circulation Element, available online: <https://www.slocity.org/home/showpublisheddocument?id=20412>

The need to retain full traffic access for all intersection approaches also adds significant complexity for construction crews, lengthens construction schedules, and adds to the total traffic control and construction costs for roundabout projects.

For the Orcutt/Tank Farm Roundabout project, staff is proposing a construction phasing and traffic handling strategy in order to allow the contractor to construct the improvements more efficiently, which reduces the total cost and overall construction duration by several months. The proposed construction staging and traffic detour plan is summarized below and illustrated within the maps in Attachment E:

- a. **Temporary Tank Farm Road Closure:** Tank Farm Road just west of the Tank Farm/Orcutt intersection will be temporarily closed to vehicular through traffic for approximately 70 days. A temporary roadway bypass or “shoe-fly” will be provided just east of the Tank Farm/Orcutt intersection to maintain access for southbound-to-eastbound and westbound-to-northbound vehicle traffic. Vehicular access to the Islay Park parking lot will be temporarily closed to non-maintenance vehicles, while temporary on-street parking for the park will be provided along Tank Farm Road.
- b. **Temporary Orcutt Road Closure:** Orcutt Road just north of the Tank Farm/Orcutt intersection will be temporarily closed to vehicular through traffic for approximately 40 days. East/west vehicular traffic will be restored, as well as vehicular access to Islay Park.
- c. **Detour Routes:** Vehicular detour routes have been identified based on the recommendations of a detailed construction traffic operations analysis. These routes are shown in Attachment E and will be communicated via signage and public noticing in advance of the temporary street closures. All efforts will be made to maintain some form of pedestrian, bicycle, and emergency vehicle access, including to Islay Park. As recommended in the construction traffic operations analysis, traffic signal timings will be temporarily adjusted along detour routes to reduce delays during construction.
- d. **Neighborhood Cut-Through Concerns:** Signage and public noticing will be provided in an effort to minimize potential cut-through traffic through the residential neighborhoods south of Tank Farm Road and through the new Orcutt Area street network north of Tank Farm Road.

The project budget, as described in detail in the Fiscal Impact section below, includes funds for staff to utilize a professional public relations firm to assist with public communications and noticing regarding construction schedules, traffic detours, and City contact information for questions. This approach, utilizing both the City’s Communications Coordinator and external public relations expertise was extremely effective with the recently completed Marsh Street Bridge Replacement Project and staff believes this will be an effective approach for this complex endeavor.

The public communications strategy will target not only local residents, transit operators and emergency response providers, but also regional commuters who will also be affected by temporary construction detours.

CONCURRENCE

The Community Development and Utilities Departments have reviewed and concur with this recommendation.

ENVIRONMENTAL REVIEW

The Orcutt Area Specific Plan and its Final Environmental Impact Report (EIR) were approved and certified in March 2010. The Land Use and Circulation Element and Final EIR were certified September 2014, and include Policy 7.02 stating that where feasible, roundabouts shall be the City's preferred intersection control alternative. The Righetti Ranch development project (Vesting Tentative Tract Map 3603) was analyzed in a project-specific, tiered, Initial Study/Mitigated Negative Declaration and was adopted on May 19, 2015. On February 6, 2018 the City Council considered and approved amendments to specified mitigation measures and conditions of approval, which included, but was not limited to, a requirement for the design and construction of the Orcutt/Tank Farm roundabout (MOD-1220-2017). The Council made a finding that the proposed mitigation measure amendments are consistent with the requirements of the Orcutt Area Specific Plan Final Environmental Impact Report (FEIR) certified and adopted by the City Council on March 2, 2010, and the Initial Study/Mitigated Negative Declaration adopted by the City Council on May 19, 2015 for the Righetti Ranch Vesting Tentative Map 3063.

The proposed plans and specifications for the Orcutt Tank Farm Roundabout and Right of Way Dedication Agreement are consistent with previous approvals and California Environmental Quality Act (CEQA) Findings because these actions would implement mitigation measures as required by the adopted Mitigation Monitoring and Reporting Program (MMRP) for the Righetti Ranch development plan, which considered construction of the roundabout. All construction activities are subject to compliance with all adopted mitigation measures. Therefore, no additional environmental review is required for this action.

Jurisdictional permits from the California Department of Fish and Wildlife and the Regional Quality Control Board are required for roundabout construction activities that encroach within a small creek adjacent to the Tank Farm/Orcutt intersection. City is in the final stages of securing these permits, which are anticipated to be finalized by June 2021, prior to advertising the project for construction.

FISCAL IMPACT

Budgeted: Yes
Funding Identified: Yes

Budget Year: 2020-21

Fiscal Analysis:

Funding Sources	Total Budget Available	Current Funding Request	Remaining Balance	Annual Ongoing Cost
Local Revenue Measure	\$916,310	\$916,310	\$0	\$
SLOCOG USHA Grant	\$994,670	\$994,670	\$0	
SLOCOG RSHA Grant	\$370,000	\$370,000	\$0	
Citywide TIF	\$2,603,596	\$1,711,992	\$888,008	
Other:				
Total	\$4,884,576	\$4,148,710	\$735,866	\$

Orcutt/Tank Farm Roundabout, Specification No. 1000164						
	2019-21 Financial Plan (1000164)		2017-19 Financial Plan	Urban SHA (Grant)	Regional SHA (Grant)	Project Total Costs
	Local Revenue Measure	Citywide TIF	Citywide TIF	Capital Outlay	Capital Outlay	
Engineer Estimate:	\$453,614	\$1,202,216	\$3,596	\$994,670	\$370,000	\$3,024,096
Contingencies	\$0	\$453,614	\$0	\$0	\$0	\$453,614
Construction Costs	\$453,614	\$1,655,830	\$3,596	\$994,670	\$370,000	\$3,477,710
Construction Management:	\$462,696	\$137,304				\$600,000
Const. Support (Design)		\$50,000				\$50,000
Public Relations:		\$20,000				\$20,000
Printing:		\$1,000				\$1,000
Other Costs	\$462,696	\$208,304	\$0	\$0	\$0	\$671,000
Total Project Costs	\$916,310	\$1,864,134	\$3,596	\$994,670	\$370,000	\$4,148,710
Current Project Balance:	\$916,310	\$2,600,000	\$3,596	\$994,670	\$370,000	\$4,884,576
Additional Funding:	\$0	\$0	\$0	\$0	\$0	\$0
Balance:	\$0	\$735,866	\$0	\$0	\$0	\$735,866

Total project costs are estimated at \$4,148,710, including construction costs, construction contingencies, and construction support costs (construction management, design construction support, materials testing, public relations support, etc.). The current project funding balance is \$3,519,906, comprised of Local Revenue Measure and Citywide Transportation Impact Fee (TIF) funds programmed in the 2017-19 and 2019-21 Financial Plans. Staff is requesting Council authorization to appropriate an additional \$1,364,670 in Regional and Urban State Highway Account (SHA) grant funds, as administered by SLOCOG. See Attachment F for details on the City's current cooperative agreement with SLOCOG, including current RSHA and USHA fund apportionments by project.

With appropriation of the SLOCOG grant funds, the total project funding equals \$4,884,576, which exceeds the total estimated project costs by \$735,866. Staff recommends the deprogramming of any excess citywide TIF funds following project completion, returning them to the undesignated citywide TIF fund balance.

ALTERNATIVES

The City Council could deny the request to advertise the project. Staff does not recommend this as this is a high priority transportation project and is needed to support additional housing production within the Orcutt Area.

ATTACHMENTS

- A – Orcutt/Tank Farm Roundabout Plans
- B – Orcutt/Tank Farm Roundabout Specifications
- C – Draft Right of Way Dedication Agreement with Barbara Parsons
- D – Draft Drainage Easement Agreement with Barbara Parsons
- E – Construction Detour Maps
- F – Cooperative Agreement with SLOCOG