



MEETING DATE: 10/04/04  
ITEM NO. 15  
ADDENDUM

**COUNCIL AGENDA REPORT**

DATE: OCTOBER 1, 2004  
TO: MAYOR AND TOWN COUNCIL  
FROM: DEBRA J. FIGONE, TOWN MANAGER  
SUBJECT: PROVIDE DIRECTION REGARDING THE CONSTRUCTION SCHEDULE FOR THE NORTH SANTA CRUZ AVENUE PAVING PROJECT

- A. DIRECT STAFF TO PREPARE A CONSTRUCTION SCHEDULE OF APPROXIMATELY EIGHT WEEKS BY CLOSING N. SANTA CRUZ AVE. IN SEGMENTS, OR
- B. DIRECT STAFF TO PREPARE A CONSTRUCTION SCHEDULE OF APPROXIMATELY FOUR WEEKS BY CLOSING N. SANTA CRUZ AVE ENTIRELY

The title of the staff report distributed on September 30<sup>th</sup> included typographical errors. The correct title is noted above.

PREPARED BY: PAMELA JACOBS  
ASSISTANT TOWN MANAGER

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Reviewed by: \_\_\_\_\_ Assistant Town Manager \_\_\_\_\_ Town Attorney \_\_\_\_\_ Clerk \_\_\_\_\_ Finance  
\_\_\_\_\_ Community Development Revised: 10/1/04 1:24 pm

Reformatted: 5/30/02



MEETING DATE: 10/4/04  
ITEM NO. 15

COUNCIL AGENDA REPORT

DATE: SEPTEMBER 29, 2004  
TO: MAYOR AND TOWN COUNCIL  
FROM: DEBRA J. FIGONE, TOWN MANAGER

SUBJECT: PROVIDE DIRECTION REGARDING THE CONSTRUCTION SCHEDULE FOR THE NORTH SANTA CRUZ AVENUE PAVING PROJECT  
A. DIRECT STAFF TO PREPARE A CONSTRUCTION SCHEDULE OF APPROXIMATELY FOUR WEEKS BY CLOSING S. SANTA CRUZ AVE. IN SEGMENTS, OR  
B. DIRECT STAFF TO PREPARE A CONSTRUCTION SCHEDULE OF APPROXIMATELY FOUR WEEKS BY CLOSING N. SANTA CRUZ AVE ENTIRELY

RECOMMENDATION:

Direct staff to prepare a construction schedule using one of the following two options. Based on all considerations contained in this report, staff's recommendation is Option B.

- A. Direct staff to prepare a construction schedule of approximately eight weeks by closing North Santa Cruz Avenue (Main Street to Highway 9) in segments, or in the alternative,
- B. Direct staff to prepare a construction schedule of approximately four weeks by closing North Santa Cruz Avenue (Main Street to Highway 9) entirely.

BACKGROUND:

With the completion of the streetscape improvements, the last phase of the Santa Cruz Avenue Streetscape Project is resurfacing the road. Santa Cruz Avenue was built nearly 100 years ago, as part of the road from San Jose to Santa Cruz. Downtown establishments were created along this corridor and a trolley from Saratoga ran on the old Santa Cruz Avenue. After the closure of the trolley line, the road was paved. Overlays have been applied to the street over the years. Today there are many potholes, cracks, and areas that have settled.

PREPARED BY: John E. Curtis  
Director of Parks and Public Works

Reviewed by: BS Assistant Town Manager OK Attorney      Clerk      Finance  
     Community Development Revised: 9/30/04 1:56 pm

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As part of the streetscape project begun in 2002, it was anticipated that N. Santa Cruz Ave. would be reconstructed. Funds to accomplish this were included in the Redevelopment Agency-funded bond issue to pay for these downtown improvements. The street reconstruction work was originally targeted for 2004; however, the affected business community requested the Town Council to wait a year because of economic uncertainties. The Town Council agreed to that request.

The preliminary design work for resurfacing of Santa Cruz Avenue began over a year ago. To get a better understanding of the road, geotechnical exploration of the road structure was performed by taking samples of the road surface and base along Santa Cruz Avenue. The design team from BKF Engineers, along with staff, performed detailed inspection, testing, and analysis of the samples.

It became evident that the concrete base under Santa Cruz Avenue had deteriorated to the point that in most areas it has lost its structural integrity, allowing for settlement of asphalt and water infiltration into the road base. Many of the cracks that are visible on the road surface are deep and are projected through the base.

DISCUSSION:

**Resurfacing Options Explored**

After analyzing the road surface and testing the concrete base, staff evaluated resurfacing options for Santa Cruz Avenue. The following is a summary of this work:

***Option 1- Asphalt Overlay of the Road***

The option of applying an asphalt overlay on top of the existing surface was considered and then eliminated from further consideration, since this approach would not address the deficiencies of the road. The base problems would not be addressed, the failed asphalt surface will remain in place, and the high crown and rideability of the road would not be improved. The new overlay would not last long since the road base would continue to cause cracking and failure of a new overlay. However, this option would be the least expensive and could be done in the least amount of time.

***Option 2- Removal of existing Asphalt surface and applying a new Asphalt Overlay to the Road***

This option is to remove the exiting asphalt surface of the road and apply a new section of asphalt surface to the road. Even though this option would remove the existing surface, it still would not address the base problems that exist on the road. Deterioration of the base will continue, which will continue to cause cracks in the new asphalt surface. The rideability of the road and high crown issues also would not be dealt with, since only the asphalt surface would be replaced. In order to correct the cross-slope, sections of the underlying concrete base would need to be removed.

SEPTEMBER 29, 2004

***Option 3- Removal of existing surface and base and reconstruction of the roadway with new Asphalt***

This option is to remove the existing surface and the concrete base entirely. Upon completion of the removal process, the road sub-base will be prepared and graded. New asphalt concrete will be placed in layers up to the finished surface of the road. This approach will ensure that all failed roadway sections have been removed and that the new road will have design life of 20 years. The high crown of the road will be eliminated and the ride will be greatly improved.

After reviewing the resurfacing options, staff recommends the implementation of Option 3, which provides the Town with a functional and durable road for 20 years.

**Construction Methods and Issues Explored**

Concurrent with the evaluation of road repair and paving options, staff investigated various construction issues that accompany such a project. Some of such issues are: traffic management and detours, working days and hours, parking supply, access to shops and parking lots, product and mail delivery to shops, and pedestrian access in the downtown area.

Multiple committees were formed over the past few months comprised of two Council members (Council member McNutt and Vice Mayor Wasserman) as assigned by the Town Council, staff, representatives from the merchant community and residents to discuss issues and concerns and to develop solutions in advance of the construction next summer.

Staff met with merchants, residents, and service clubs (Rotary, Lions, and Kiwanis) to discuss and get input regarding the pros and cons of the approaches to the upcoming paving project on North Santa Cruz Avenue. Staff has also made presentations to the Transportation and Parking Commission and the Parks and Public Works Department staff regarding this project. Notifications for the meetings were mailed in advance, and also posted in the local newspapers to encourage people to attend and participate in the discussion. Staff has held a total of 5 public meetings over the past months with nearly 30 merchants and 8 residents in attendance. In addition to these public meetings, staff has met on a bi-weekly basis on this project over the past months. Attachment 1 is a PowerPoint presentation that was shared at several of these meetings. The Chamber of Commerce also distributed a survey to members and downtown merchants (Attachment 2).

Two options for scheduling the reconstruction project were presented to the groups. They are described below.

**Option A - Segments.** This option would be similar to the approach taken in the streetscape project of the past 2 years, by dividing the road into six sections with the contractor working each week in the designated section. If this option is chosen, the work is anticipated to take 7 to 8 weeks to complete. With this option there will be different detour plans each week as some parts of Santa Cruz Avenue would be opened for vehicle traffic, which could be confusing for motorists.

In order to construct this project as expeditiously as possible, staff recommends the contractor be allowed to work from 6 A. M. to 10 P. M. under this option. To provide access to stores on Santa Cruz Avenue, the sidewalks will remain open throughout the project.

This option presents less flexibility to deal with unforeseen issues during the construction with this option, since the work has to continue to the next section on a weekly basis. Multiple sections of the road could end up under construction concurrently. In this option work in each section would begin on Mondays and finish on Fridays, with the street open to traffic on the weekends.

**Option B - Closure.** This option would close Santa Cruz Avenue from Highway 9 to Main Street, providing the contractor the entire road as a work area. We anticipate that if this option is selected, the project can be completed within 4 weeks. This option provides the flexibility to handle unforeseen issues that would come up during the construction of the project, such as utility conflicts that we may encounter during the work. This option will allow the implementation of a consistent single detour plan during the construction, and staff believes this will be an advantage to motorists. The overall cost of this option is estimated to be less than Option 2, primarily due to contractor staging and mobilization. In this option the work would take place Monday through Saturday, 6:00 A. M. to 10:00 P. M. and the street would remain closed to traffic until the project is completed. As with Option A, the sidewalks will remain open throughout the project in order to provide access to businesses on Santa Cruz Ave.

### **Staff Recommendation**

Staff's recommendation is to proceed with Option B, the 4-week closure approach. This recommendation is based on staff's professional view of what it will take to manage this type of project while meeting the expectations of all of the stakeholders who have provided input to date.

The consensus of all the participants in the subcommittees, focus groups, and public meetings is to construct the project as quickly as possible. Attendees were nearly unanimous in their preference for the faster project schedule. The majority of those responding to the Chamber survey also supported the shorter schedule. The key concerns voiced at these meetings and in the feedback from the Chamber survey were: parking, access, traffic and communication.

The specific issues staff and participants have discussed includes, but are not limited to, the following:

#### *Parking*

- Providing sufficient parking to compensate for the loss of parking on Santa Cruz Ave. during construction
- Ensuring construction vehicles park off-site away from prime parking areas
- Optimizing parking through the use of valet and/or shuttles
- Implementing new wayfinding signage for parking prior to construction
- Limiting the parking impact on neighborhoods
- Considering relaxing of parking enforcement

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*Access*

- Identifying parking locations for delivery vehicles
- Keeping the sidewalks open for pedestrians
- Providing locations for pedestrian crossing Santa Cruz Ave. during construction
- Identifying issues for businesses without back door entries
- Utilizing ambassadors to assist pedestrians

*Traffic Management*

- Maintaining consistent detours throughout the project
- Managing traffic at intersections on University, Highway 9 and Main
- Minimizing impacts on neighborhoods

*Communication*

- Providing multiple avenues for communication
- Using a consistent liaison throughout the project
- Using merchant and resident block captains to maximize communication
- Implementing a marketing plan before, during and after construction

It is anticipated that plans addressing these concerns will be developed by the time staff brings the project to the Council to advertise for bids.

If directed by the Council, staff will work toward the successful completion of the resurfacing of Santa Cruz Avenue using Option B as the schedule for the project. Staff will incorporate the input received into the construction documents, and the project will go out to bid in January 2005. The construction would take place between July 4<sup>th</sup> and Labor Day 2005. This is a period of reduced traffic because of school holidays, optimum weather conditions, and no holiday weekends. Therefore, it provides the best time for this project. By starting the project immediately after July 4<sup>th</sup>, the Town has an 8 week time slot to complete the 4 weeks of work. This provides a contingency against unknown utility conflicts which may occur during construction.

REMAINING ISSUES:

The project focus group will continue to evolve communications and marketing approaches using a committee of merchants and staff. Committees will continue to seek solutions to the issues of parking, circulation, and way-finding. These elements of the project will be brought to the Town Council by January 2005 before the project is advertised for bid.

ENVIRONMENTAL ASSESSMENT:

This is a project as defined under CEQA but is Categorical Exempt (Section 15301). A notice of Exemption will not be filed.

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FISCAL IMPACT:

The construction cost estimate for this project is \$1,000,000 and is funded under the RDA Downtown Street Reconstruction project 930-0217 budget. Additionally, there will need to be an allocation for "soft costs." These include marketing, the possibility of valet parking and/or shuttle service, and any enhancements Council chooses to add to the downtown ambience during the project. These costs are not budgeted at this time.

<b>FY 2004/05</b>	<b>FY 2004/05</b>	<b>Fiscal Year Actual</b>	<b>FY 2004-05</b>
<b>RDA Downtown Street Reconstruction 930-0217</b>	<b>Adjusted</b>	<b>Expended/Encumbered</b>	<b>Available</b>
	<b>Budget</b>	<b>Or Planned To Date</b>	<b>Balance</b>
<b>FY 2004/05 Carry Forward</b>	1,790,595	\$ 239,700	
<b>Total RDA Downtown Street Reconstruction 930-0217</b>	<b>\$ 1,790,595</b>	<b>\$ 239,700</b>	<b>\$ 1,550,895</b>

Attachments:

1. Power Point Presentation
2. Chamber of Commerce Survey and Recommendation

# Town of Los Gatos



# SANTA CRUZ AVENUE CONSTRUCTION AND PAVING

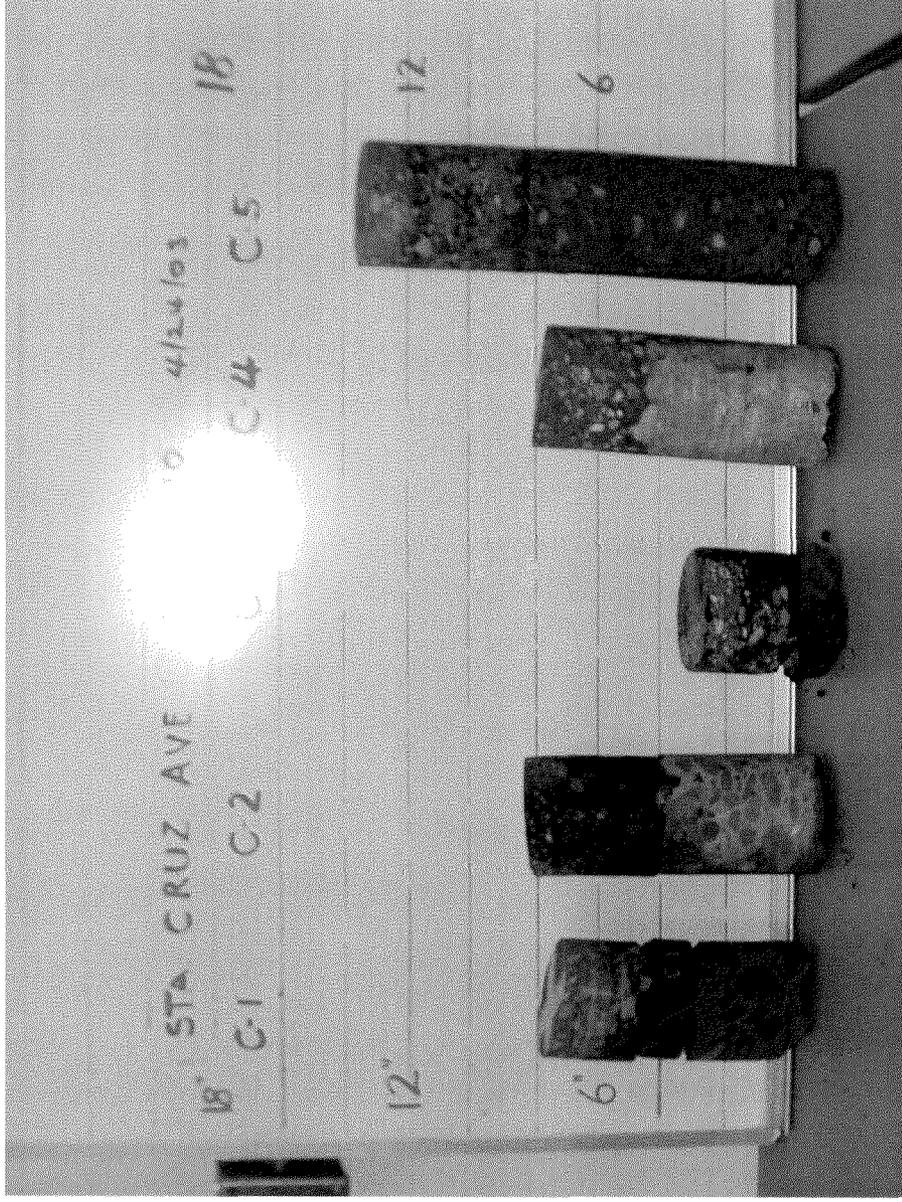
Parks & Public Works Department

## *Town of Los Gatos*

### *Santa Cruz Avenue - The History*

- Original road was built nearly 100 years ago as part of an electric trolley system to San Jose.
- Downtown establishments were created along this corridor.
- After the closure of electric trolley system, the road is paved and put in service for vehicles.
- No major improvements have been done to this road over the past decades.

# Issues: Road Base failures



# Issues: Road Surface Failures



# Issues: Poor Ride Quality



## Treatment Alternatives

- Apply an AC overlay to the existing surface
  - Least expensive option
  - A short term cosmetic fix, road problems will continue
- Remove and replace the existing AC surface
  - Will remove failed road surface and repave
  - Road base failures and detritions will continue
- Remove and replace the existing AC surface and base
  - Most prudent option for long term road problems
  - Will provide a superior road riding surface

# Project Schedule

ID	Task Name	July				August			
		7/3	7/10	7/17	7/24	7/31	8/7	8/14	8/21
1	<b>Complete in 6 Sections</b>								
2	Remove old Pavement		■	■	■	■	■	■	
3	Grade		■	■	■	■	■	■	
4	Pave 3 - 3" Lifts		■	■	■	■	■	■	
5	Final Pave 1 - 2" lift								■
6	(M-F schedule)								
7									
8	<b>Complete in One Section</b>								
9	Remove old Pavement		■	■	■				
10	Grade		■	■	■				
11	Pave 3 - 3" lifts			■	■	■			
12	Final Pave 1- 2" lift					■			
13	(M-Sat schedule)								

## New Santa Cruz Avenue

- New Road designed for a 20 year life
- Improved ride quality
- Elimination of high crown on the road
- Enhances the Los Gatos downtown

## Detours

- **University Avenue**
  - Through Traffic – both ways, Hwy 9 to Main St.
  - To Parking lots east of Santa Cruz Ave.
- **Tait Avenue**
  - Southbound Only – From Hwy 9 to Main St
  - To Parking lots west of Santa Cruz Ave.

## Communication Decision Making

- Decision Point- Project Approach
  - Steering committee
    - Focus Group
      - Block Captains
      - Merchants
      - Residents
- Town Council Meeting – October 4

## Questions / More Information:

John E. Curtis, P.E. Director Parks and Public Works Department  
Town of Los Gatos  
Parks & Public Works Department  
41 Miles Avenue  
Los Gatos, CA 95031  
(408) 399-5774

## RESULTS FROM PAVING SURVEY

### Background

The survey (copy attached) was emailed twice to the members whose email addresses were available.

Over a 2 day period Ronee Nassi and Suzanne Detrick visited almost every store and restaurant on N. Santa Cruz Ave. between Highway 9 and Main Street, S. Santa Cruz Avenue, Main Street between Santa Cruz and High School Court, University between Main and Mullen and Village Lane to give them the survey and in many instances, to discuss the issue.

### Results:

**84 Surveys were returned to the office**

**24 were in favor of Option A (segmented work over a 6-8 week period, 5 day work week)**

**58 were in favor of Option B (3-4 week period, doing everything at once, 6 day work week)**

**3 came back with no choice but comments, 2 of which were that the work should be done at night, all night, as quickly as possible. The other said that whatever my choice was he would go along with.**

### Option A breakdown by location:

2 - No business downtown

6 - Main Street businesses

2 - S. Santa Cruz Ave.

2 - service businesses that can adjust their clients schedules on N. Santa Cruz

12 - with businesses on N. Santa Cruz Ave.

### Comments from surveys favoring Option A:

1. Better from a merchant's perspective since only 1/8 of the street is affected at any one time....preferable than having everyone impacted for 4 weeks straight including weekends
2. ...disaster to close the street for 2 weeks. The option of keeping the street open at all times is the best and only solution.
3. ...believe that no road access for 3 to 4 weeks will kill some businesses.....people will not use the sidewalks.. need lots of signage...we must have income during the construction
4. ..work at night from 8 PM to 10 AM for minimal effect on retailers and restaurants...do work at different time of year

6. Traffic in town will be a mess no matter what so I favor the shorter time span. Have a big welcome back party
7. I feel the shorter duration and reduced cost are significant
8. If the sidewalks are open customers will still be utilizing the services of the business owners, I know I will.
9. Option B sounds best to me whether I own a business or not. If there are potential complications with Option A it could extend the project longer than 8 weeks and this could end up costing businesses more money than Option B. I think the sooner you can get a project completed the better, after all, construction projects always seem to take longer than anticipated anyway! If people are aware of what is happening they are more tolerant of being inconvenienced for a short period, 8 weeks is just too long and may end of costing the businesses more money in the long run.
10. It's difficult to get these construction projects done on time. Estimates for either option are probably overly optimistic. Take the lesser of two evils and power through it in 3 to 4 weeks, which will probably be more like 4 to 6 weeks. If Option A is adopted and it goes beyond the estimated timeframe it could be disastrous for local retail businesses. Either way, I say take the hit and power through it and get the street back to normal as quickly as possible.
11. ...suggest transfer Saturday work to Monday evening shift...lot of room for poor project coordination and expanded scheduling in option A.
12. If I was a local business owner, my vote would be for Option B. Get it all over with as quickly--not to mention as inexpensively--as possible. Blocking the road block by block sequentially will cause almost as much disruption, and over a longer period of time. And whether the crews are working on the weekends or not, the barricades and mess will still be there.
13. I believe that Option B would be better. Even though there will be hardship for downtown businesses either way. The shortened time frame and time saved by not having to set up and close down for construction each week will get every business back on track sooner. The downtown area will be like a pedestrian mall. We will lose parking on N. Santa Cruz, but everyone should be able to park behind in the lots between University & N. Santa Cruz. We will all have to walk a little further but that should be good for our health.

The longer any construction job takes, the worse it gets on everyone's nerves. The right advertising and possibly valet parking and or a shuttle from outlying parking areas (similar to what was done with the Sunset houses) could help with the weekend visitors & patrons. Temporary moving of the Farmer's Market to Town Center with parking at the High School could alleviate that congestion on Sundays.

**Survey on Santa Cruz Avenue Paving Project  
Summer 2005**

The Town of Los Gatos will be paving Santa Cruz Avenue from Highway 9 to Main Street in the summer of 2005. It is slated to begin after the July 4<sup>th</sup> holiday. The plan is to remove the existing asphalt and concrete pavements and replace them with new materials with the final cap layer being done at night. There are 2 approaches being looked at for the project. There are advantages and disadvantages to both. We are looking for input from our members and the community to see which approach you would favor and what suggestions, questions and comments you have regarding the project. ***This information will be input only, not a "vote", and the outcome of this survey will be combined with all other input received to develop the staff recommendation for the Town Council which will be making a decision on the project in the early Fall.***

**\_\_\_ Option A: Pave the roadway in 6-8 sections in 6-8 weeks.** Work begins on Monday & ends on Friday, 6 AM to 8 PM, with the road open on weekends. Plywood barriers will separate pedestrians from the street in the sections under construction. Traffic will be detoured around each construction section as it occurs. Parking will be available in all existing parking lots and measures will be taken to enhance parking availability.

The **advantages** of Option A include working on 1/8 +/- of street at any time, 5 days a week, road open on weekends. The **disadvantages** include a higher cost, road detours and closure changes, possible delays due to problems with underground utilities that may be challenging to address during an ambitious weekly schedule.

**\_\_\_ Option B: Pave the entire roadway, without doing it in sections, and complete the project in 3-4 weeks.** Roadwork would be done Monday through Saturday, 6 AM to 8 PM and the road would not be open for the weekends. Construction machinery will be left in place when not in use. Barriers will separate pedestrians from the construction. Traffic will again be detoured with measures taken to enhance parking availability.

The **advantages** of Option B include reduced costs, shorter overall project duration, easier to work around any utility problems. Traffic flow and detours easier to manage. The **disadvantages** include the weekend road closure as well as a minimum end to end road closure of 2 weeks. Barricading the entire roadway may be challenging.

The final cap layer will be done at night under either option. **Please keep in mind that the sidewalks will be completely open and available throughout the construction period for either scenario.**

Please let us know if you prefer **Option A** or **Option B** by responding to the following questions and forwarding your answers back to the Chamber office as soon as possible. You can email your response and comments to [ronce@logatosweb.com](mailto:ronce@logatosweb.com), or fax to 399-1594. You can also mail it to 349 N. Santa Cruz Ave., Los Gatos, 95030. **This project affects everyone, not just the retailers on N. Santa Cruz but the community as a whole.** The Town wants your opinions and the Chamber is actively participating in the process surrounding the project.

Do you think the Town should go with Option A (weekly segments of work, street open on weekends, longer project) or Option B (shorter project duration, street closed on weekends)?

Option A \_\_\_\_\_ Option B \_\_\_\_\_

Name \_\_\_\_\_

Do you own a business on N. Santa Cruz Ave.? \_\_\_\_\_

Comments: