

**MOORPARK CITY COUNCIL
AGENDA REPORT**

TO: Honorable City Council
FROM: Steven Kueny, City Manager *SK*
DATE: August 30, 2016 (CC Meeting of 9/07/16)
SUBJECT: Consider Proposed Los Angeles Avenue Traffic Study Request for Proposals

BACKGROUND

State Route 118 (SR 118)/Los Angeles Avenue (LA Avenue) is the primary east/west arterial street through the City of Moorpark. Since the 1980's, it has served as Moorpark's major commercial corridor. For at least as long, truck traffic through the City has been a critical issue. As a State Route, the City must receive Caltrans' approval for any improvements or changes to current conditions. The City has assumed responsibility for funding virtually all of the improvements to LA Avenue. Funding includes conditioning development projects and use of the Los Angeles Avenue Area of Contribution (LA AOC) funds, which are collected from both residential and commercial/industrial developers for specified improvements.

The LA AOC was originally created by the County of Ventura in the late 1970's, prior to incorporation, to fund certain identified major improvements that were beyond a reasonable scope for a single development project to fund. Generally, the developer constructs its frontage improvements, including the emergency parking/bike lane and adjacent travel lane, and the LA AOC funds the balance of the travel lanes and the planned center median. Funding for traffic signals is based on the individual circumstances of the proposed development and may or may not include a contribution from the LA AOC.

Further background information about LA Avenue and related matters is included in the attached Traffic Study Request for Proposals (RFP).

DISCUSSION

The intended purpose of the proposed study is two-fold. It's intended to determine ways to improve and optimize traffic flow on LA Avenue and to serve as the primary source document for updating the Circulation Element.

Honorable City Council

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The proposed study is not considered a project under CEQA and does not require an environmental review. Any recommendations for changes to the Circulation Element would be analyzed under CEQA as part of the Circulation Element update.

Traffic in general but especially truck traffic on LA Avenue as well as SR-23 (Walnut Canyon Road/Moorpark Avenue) remains a major community concern. The information that will be produced by the study is needed in order to convince Caltrans to authorize improvements that can improve traffic flow. Staff expects information from the study may also be useful in further evaluating the objective of obtaining permanent truck scales on LA Avenue. Staff is currently gathering additional information about existing truck scales on state highways and identifying potential consultants that could assist the City's efforts in convincing the State of the need for LA Avenue truck scales. State funding for truck scales is expected to remain very difficult to obtain. Funding for construction is overseen by the California Transportation Commission. Historically, funding for operations at truck scales is part of the CHP budget, which is considered State general funds, while maintenance of the facility would be included in Caltrans' budget. Staff will report to the Council on this in the near future.

The final form of the RFP will conform to City's standard for services. Staff expects the Traffic Study to take approximately six months. The Sheriff's Department and City's Traffic Consultant have reviewed the RFP's scope of work.

FISCAL IMPACT

Staff estimates the cost of the proposed study to be between \$60,000 and \$100,000. The FY 2016-17 Budget includes \$90,000 for updating the Land Use and Circulation Elements. Proposed sources for additional funding are the LA Avenue AOC and General Fund Reserve. A funding recommendation will be made at the time a contract for services is considered.

STAFF RECOMMENDATION

Approve the Los Angeles Avenue Traffic Study Request for Proposals subject to final language approval of the City Manager and authorize staff to proceed with obtaining proposals.

Attachment: Traffic Study Request for Proposals (RFP)

**City of Moorpark
Los Angeles Avenue Traffic Study
Request for Proposals**

INTRODUCTION

The City of Moorpark ("City") is requesting proposals from qualified consulting firms to perform an analysis of traffic flow and related information for Los Angeles Avenue/State Route 118 as specified in the Scope of Work.

BACKGROUND

State Route 118 (SR 118)/Los Angeles Avenue (LA Avenue) within the City of Moorpark is the focus of this proposed Traffic Study. LA Avenue is a conventional highway and is the City's major east/west route. The 1992 Circulation Element included the addition of a 4-to-6 lane arterial street (known as North Hills Parkway) extending from LA Avenue east with a connection to the SR 118 freeway. None of this route has been built. Based on current Caltrans' criteria for a freeway connection, it's likely that this arterial would only be constructed between LA Avenue and Spring Road as a two-lane road. On February 7, 2001, the City Council effectively eliminated the SR 118 Bypass (now referred to as North Hills Parkway) as a truck route alternative to LA Avenue. At that meeting, the Council directed this east/west arterial street would terminate at Spring Road. Prior Council action had prohibited all non-local truck traffic on Spring Road. Figure 2 from the 1992 Circulation Element is attached.

In the City of Moorpark, LA Avenue extends approximately 3.2 miles from the west City limits to its intersection with the SR 118/SR 23 freeway interchange (freeway interchange). SR 118 is part of the National Highway System. The number one concern expressed by Moorpark residents is truck traffic. SR 118 and SR 23 are the only designated truck routes within the City. There is a sense (and some evidence) that a large number of trucks traveling LA Avenue do so to avoid the CHP's commercial scales at Conejo Grade on US Highway 101 and the steep grade there. The CHP currently operates a platform scale on westbound Los Angeles Avenue west of the City limits on a part-time basis. The approximate 1.2 mile segment of LA Avenue from the freeway interchange west to Moorpark Avenue (SR 23) is the combined SR 118/SR 23. The approximate 1.0 mile segment east of the west City limits is one travel lane in each direction. The segment east of the Gabbert Road/Tierra Rejada Road (GR/TRR) intersection includes a painted fourteen foot median, left-turn lanes at all street intersections, and sections with two travel lanes and three travel lanes in each direction. The ten signals between the interchange ramps and Tierra Rejada Road were interconnected in 2007.

From approximately 1,000 feet east of GR/TRR intersection to Moorpark Avenue, there are three travel lanes in each direction. Currently, the City is completing designs (not yet approved by Caltrans) for improvements that add a third travel lane in each direction

between Moorpark Avenue and Spring Road. The proposed improvements include a dedicated right-turn lane for westbound LA Avenue to northbound Moorpark Avenue (SR 23). There are currently three eastbound travel lanes in each direction east of Spring Road to the freeway interchange and three westbound travel lanes from this interchange to about 1,500 feet east of Spring Road. The conditions of approval for Industrial Planned Development (IPD) Permit No. 2009-01/Conditional Use Permit (CUP) No. 2009-01 require the improvement of LA Avenue from GR/TRR west about .6 miles. The improvements will include two travel lanes in each direction, eight foot (8') bike lanes on each side, a raised median, and a new signalized intersection at the westerly point of the described improvements. The City is also planning a raised median along the entire 3.2 mile segment of LA Avenue. Caltrans has conditionally approved a raised median from the freeway interchange to about 1,200 feet east of Spring Road. SR 118 between the west City limits and SR 232 (Vineyard Avenue) is currently one travel lane in each direction with no passing lanes and with numerous driveways and intersections, most without dedicated turn lanes. Neither Caltrans nor the County of Ventura have future projects planned for improving this section of SR 118.

Between about 2000 and 2008, the City funded a project to interconnect the traffic signals along LA Avenue. As of early 2008, Caltrans assumed responsibility for its operation and maintenance. Part of the scope of work will be to determine the status and effectiveness of this system.

In 2002, the City Council authorized a study to assess the feasibility and cost related to possible establishment of a prohibition or restriction (Restrictions) of non-local truck traffic on LA Avenue between the SR 23 freeway and SR 232 (Vineyard Avenue). The study limit was originally to SR 34 and later expanded to SR 232. Parsons was the consultant retained for this study.

In the initial phase of the study, Parsons concluded:

1. The National Highway System (NHS) designation for SR 118 would not have to be rescinded in order to place Restrictions on non-local truck traffic; and
2. All of the truck Restrictions established on State Highways were justified for safety reasons and further Federal law prohibits any State from restricting truck traffic on State Highways, except for safety reasons.

On May 21, 2003, Parsons and City staff presented findings and recommendations to the City Council as follows:

1. No basis for safety reasons to justify a truck Restriction was supportable;
2. Request increased enforcement at the existing truck inspection station; and

3. Request Caltrans to pursue a permanent truck inspection station.

In the 2003 Parsons study for LA Avenue corridor, traffic volumes ranged from 29,400 to 57,800 vehicles per day with about ten percent (10%) of those numbers being truck traffic. It was estimated that about sixty-five percent (65%) of the traffic was not generated by land uses along the study corridor.

Even prior to this date, the City had been working with Caltrans, VCTC, and the County of Ventura to place truck inspection stations on LA Avenue. In December 2002, staff presented a Caltrans prepared Project Study Report (PSR) for the SR 118 Weigh Stations. The PSR recommended two Class C Weigh Stations (one for each direction) west of the City limits. The estimated cost was then \$20 million. The PSR did not address staffing of the Weigh Stations. Staff estimates it would cost between \$750,000 to \$1,000,000 annually to staff and maintain the scales in each direction for eight (8) hours per day, Monday to Friday. The PSR identified a potential State funding source subject to California Transportation Commission approval. To date, funding has not been secured and no further work has been performed by Caltrans.

SCOPE OF WORK

The primary purpose of the study is to determine ways to improve and optimize traffic flow on LA Avenue including achieving and maintaining Level of Service (LOS) C at all intersections. The study will also be used as the primary source document for an update to the City's Circulation Element. An update of the Land Use Element is currently being prepared. Consultant will be provided Base Year and General Plan build out projections. The Scope of Work does not include:

1. Preparation of a Traffic Model
2. Evaluation of complete streets requirements
3. Preparation of General Plan Goals and Policies

The following items are to be included in the Scope of Work:

1. Since LA Avenue is a State highway, the work shall conform to Caltrans' requirements.
2. Current and future traffic volumes for all vehicles with separate count and projections for commercial vehicles (trucks); Compare this data to US 101 (between I-405 and SR 126) and SR 126 (between US 101 and I-5) and to similarly situated conventional state highways in Southern California.
3. Truck volumes; Impact of trucks on travel speeds/intersection capacity; Include an hourly count of weekday truck volumes.
4. Benefits and negative traffic impacts, if any, of installing a raised median.
5. Evaluate signal synchronization and signal timing. Is Caltrans' signal coordination optimum? Is the interconnect system operating as designed?

6. If allowed by Caltrans, would permissive/protected left-turn signals improve intersection capacity?
7. Peak hours - What will the addition of a third travel lane have on travel speeds during peak hours?
8. Benefit, if any, of lengthening left-turn lanes or adding a second left-turn lane at certain intersections; e.g. westbound LA Avenue to southbound Moorpark Avenue.
9. Benefit, if any, of having a larger curb radius where there are no right-turn lanes
10. Pedestrian crossing impacts; Are there potential benefits of pedestrian bridges? If so, where? What design criteria needs to be considered (height, width, length, accessibility)?
11. Distance between signalized intersections and best locations for signals. What impacts/benefits if eliminate signal at Park Lane and make it right-turn only and require traffic on south side of LA to use Moorpark Avenue to go west and on north side to go to Leta Yancy to go east? What are impacts/benefits of not constructing proposed signals at Millard/LA and Shasta/LA? Will additional signals reduce regional traffic? If so, by how much?
12. Is there a need for parallel routes north and south of LA Avenue; i.e. Lassen Avenue between Park Lane and Moorpark Avenue, and from 1984 LLG Study, Unidos/Majestic from Leta Yancy to Spring Road?
13. Do existing "Bypasses" such as Gabbert Road to Poindexter Avenue to Moorpark Avenue to High Street and Moorpark Town Center alley between Moorpark Avenue and Park Lane divert significant amount of traffic? Does Tierra Rejada Road divert a significant amount of regional traffic from LA Avenue?
14. What impact will future North Hills Parkway from LA Avenue to Spring Road have on LA Avenue traffic volumes?
15. Assuming no further widening of LA Avenue beyond three travel lanes in each direction and 118 feet of right of way, the street configuration is:

8 ft	8 ft	(3) 12 ft	14 ft	(3) 12 ft	8 ft	8 ft
Parkway	Bike lane	Travel lanes	Median	Travel lanes	Bike lane	Parkway

16. Forecast 2035 traffic volumes.
17. Conduct traffic safety review including but not limited to traffic accident data.
18. Confirm current LOS at all LA Avenue signalized intersections and what future actions are needed to achieve/maintain LOS C at each intersection at all peak times out to 2035.
19. Would the installation of and operation of permanent commercial vehicle scales on LA Avenue have an impact on truck volumes?
20. What are the current traffic volume and future capacity of SR 118 west of the City to SR 232 (Vineyard Avenue) if it remains a two-lane highway?

21. Review most current Traffic Studies at each intersection including traffic counts. As a bid option, provide scope of work and cost to conduct traffic counts including specific truck counts.
22. Prepare estimate of the amount of traffic volume on LA Avenue generated by land uses within the City.
23. As needed, consult with City staff, County of Ventura, Caltrans, Ventura County Transportation Commission, Sheriff's Department and CHP.

Anticipated Schedule

December 7, 2016	Award Contract
TBD	Present Report to City Council

Anticipated Meetings

Consultant will be expected to attend the following meetings at City Hall with City staff:

1. Kick off meeting. City Staff will answer questions of the Consultant and finalize timeline.
2. Other meetings. As proposed by Consultant with final determination to be made as part of selection process.

PROPOSAL SUBMITTAL REQUIREMENTS

Each proposal shall include as a minimum the following information; and the proposal shall be formatted to enhance ease of reading including:

Primary Contact. Provide the name and title of the person who will be the primary contact and manager for the contract, plus contact phone number(s), email, and mailing address.

Company Information. Provide an overview of the history of the company, such as but not limited to, range of services typically provided, expertise, number of employees, and states in which company operates.

Firm and Staff Qualifications. Provide a summary of three (3) recent similar projects or studies that the firm has recently completed. Include similarities in scope of work and other relevant information as it pertains to this proposal, as well as professional resumes of key personnel and a minimum of three (3) client references that may be contacted.

Cost Proposal. Provide a detailed cost proposal. Include details on a payment schedule and any reimbursable expenses and rates including but not limited to any proposed software, graphics, models, GIS or other mapping and traffic counts.

Acknowledgements.

1. The proposing firm shall provide a statement noting that it has the available capacity within its current personnel and workload to complete this scope of work within the anticipated timeframe.
2. The proposing firm shall provide a statement noting any conflicts of interest that may exist with other clients or projects currently underway.
3. The proposing firm shall confirm it can provide insurance for automotive liability, commercial general liability, and errors and omissions for professional services in the amounts and with the endorsements required by the City. A copy of the City's standard agreement is attached.

PROPOSAL EVALUATION

The following identifies the selection criteria that will be used to evaluate the proposals:

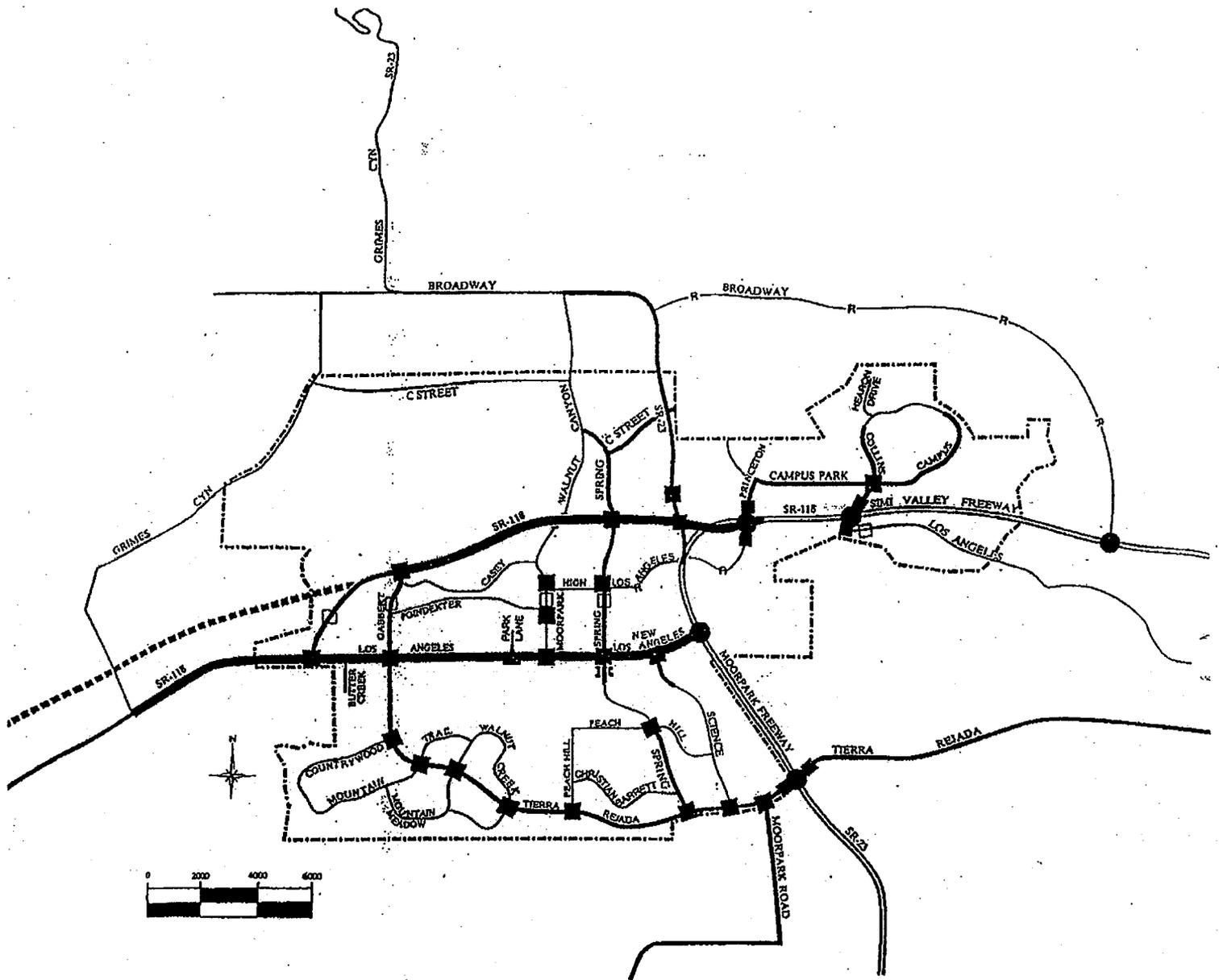
The City may, at its option, interview one or more consultants. The City's decision to select a consultant will be based upon the following criteria, plus any other relevant factors that would further demonstrate a consultant's qualifications:

- Completeness of Proposal
- Experience of Firm and Proposed Personnel (providing similar services)
- Timeliness/Meeting Deadlines
- Cost

Attachments:

1992 Circulation Element, Figure 2

Copy of City's Standard Agreement (not included in City Council Agenda Packet)



LEGEND

- FREEWAY
- INTERCHANGE
- SIX-LANE ARTERIAL
- FOUR-LANE ARTERIAL
- RURAL COLLECTOR
- LOCAL COLLECTOR
- SIGNALIZED INTERSECTION
- AT-GRADE RR CROSSING
- GRADE SEPARATED RR CROSSING
- CITY LIMIT BOUNDARY
- SR-118 FREEWAY CORRIDOR

NOTE: This map does not portray precise alignments for future roadway. Please consult with the City of Moorpark Public Works Department and Community Development Department for additional information.

FIGURE 2

**CITY OF MOORPARK
GENERAL PLAN CIRCULATION ELEMENT**

HIGHWAY NETWORK

September 1999