



MEETING DATE: 03/03/15
ITEM NO: 14

COUNCIL AGENDA REPORT

DATE: FEBRUARY 19, 2015

TO: MAYOR AND TOWN COUNCIL

FROM: GREG LARSON, TOWN MANAGER

SUBJECT: ALMOND GROVE STREETS PROJECT DESIGN DIRECTION

STAFF RECOMMENDS THAT THE TOWN COUNCIL CONSIDER:

- A. DIRECTING STAFF TO PREPARE BID DOCUMENTS FOR BOTH CONCRETE RECONSTRUCTION AND ASPHALT PAVEMENT OVERLAY
- B. AUTHORIZING STAFF TO INCREASE THE SCOPE OF NICHOLS CONSULTING ENGINEERS (NCE) AGREEMENT BY \$19,000 TO ALLOW A PROJECT TO BE BID FOR BOTH CONCRETE RECONSTRUCTION AND ASPHALT PAVEMENT OVERLAY
- C. PROVIDING OTHER DESIGN DIRECTION

RECOMMENDATION:

Staff recommends that the Town Council consider:

1. Directing staff to prepare bid documents for both concrete reconstruction and asphalt pavement overlay.
2. Authorizing staff to increase the scope of Nichols Consulting Engineers (NCE) agreement by \$19,000 to allow a project to be bid for both concrete and asphalt pavement.
3. Providing other design direction.

BACKGROUND:

The Almond Grove Street Rehabilitation project will renew the streets, curb and gutter, and sidewalks in the Almond Grove and Broadway historic districts. This project began with the rehabilitation of asphalt streets in the area in 2013 with a rubber cape seal project (see Attachment 1 for a list of streets completed previously and concrete streets that are still pending).

The remainder of the project will provide for the rehabilitation of ten concrete streets in the Almond Grove and Broadway Historic Districts. In addition to the concrete streets, the project includes reconstruction of the curb, gutter, and sidewalk sections as well as driveway approaches and accessibility ramps. The first phase for rehabilitation of the concrete street sections has approximately \$3,700,000 in funding and is scheduled to reconstruct Broadway Avenue and Bachman Avenue in the summer of 2015 and Tait Avenue in the summer of 2016. The streets within this phase were first discussed with the Town Council at the December 2, 2013 Town

PREPARED BY: MATT MORLEY *Matt Morley*
Director of Parks and Public Works

Reviewed by: *L.P.* Assistant Town Manager *M.W.* Town Attorney *J.C.* Finance

BACKGROUND (cont'd):

Council meeting. Staff anticipates that the current funding allocated will allow for rehabilitation of Broadway Avenue and Bachman Avenue. Additional funds may be needed for the construction of Tait Avenue, depending on the bidding climate. Funding for any additional amount needed to reconstruct Tait Avenue and for the remaining seven streets has not yet been identified.

At the December 17, 2012 Town Council meeting, staff provided an update to Council on rehabilitation options for the project and requested that Council provide input to staff regarding the project, including pavement material. Council instructed staff to hold discussions with the community on the pavement choices for the rehabilitation of the streets.

At the December 2, 2013 Town Council meeting, Council authorized the Town Manager to execute a consultant design services agreement with Nichols Consulting Engineers for the design of the Almond Grove Rehabilitation Project in an amount not to exceed \$298,500. In addition, Council authorized staff to execute future change orders in the amount of \$30,000.

DISCUSSION:

Staff has made a concerted effort to reach out to and involve the community on the Almond Grove Street Rehabilitation project. In addition to four community meetings, staff has mailed three community update reports. The Historic Preservation Committee (HPC) has been provided with three project written updates, and a staff report was discussed at the January 28, 2015 HPC meeting.

Due to resident comments regarding traffic speeds at the first community meeting in October 2013, staff created the first conceptual design which incorporated traffic calming elements, including substantially narrowing streets, placement of traffic bulb-outs, and the installation of raised pedestrian crossings at intersections. Staff presented this initial conceptual design showing the traffic calming to residents in May of 2014 at a community meeting. Following this meeting, residents were asked to provide feedback on the design through comment cards, e-mails, and phone calls. Results of the responses from residents clearly showed that residents were not in favor of the traffic calming options presented. Consequently, these design options were removed from the conceptual design and a revised conceptual design was created.

This second conceptual design provided for a rehabilitation of the streets which stays relatively true to the historic street widths. Exceptions are made for some minor widening of the park strips to achieve the Town standard four foot width, which results in minor narrowing of some street sections. Adequate park strip widths are important to retaining a substantial tree canopy, another important element to the community. Trees need the extra space for proper root structure and to minimize project damage to existing roots. This will also protect the Town's substantial investment in the new street improvements by reducing future damage by roots to the streets and sidewalks.

DISCUSSION (cont'd):

Hearing the importance of street width to the neighborhood, the concept design allows for no less than a thirty-six foot wide street section. This provides two ten foot driving lanes and eight foot wide parking lanes on both sides of the street, in addition to sidewalks and park strips. This street width is common for residential neighborhoods in Los Gatos.

During the community engagement process, staff presented a discussion of both asphalt and concrete pavement materials and the pros and cons of both. Town historic codes for the Almond Grove and Broadway districts (Attachments 2 and 3) do not preclude the use of paving materials other than concrete but do state if something other than concrete is used, the alternative should be reviewed by the Historic Preservation Committee, and that the appearance of the streets should retain the look of 1976 and 1992, respectively.

Staff is currently proposing two options, either a reconstruction in concrete as it exists or an overlay of the existing concrete streets with asphalt. A brief summary of the pros and cons of concrete and asphalt pavement are listed below:

Reconstruction with Concrete

- Pros: Longest lasting 40+ years, little future maintenance, cooler pavement.
- Cons: Higher initial cost, 5 to 7 day cure period, difficult to match color when cut and replaced, more unforeseen costs when excavating subgrade, longer overall construction time frame (meaning significant disruption to the neighborhoods).

Thick Overlay on top of Existing Concrete:

- Pros: Conventional pavement in California, least expensive, less construction time.
- Cons: Lasts 20 years before major rehabilitation is needed, requires routine maintenance every 7 to 10 years, dark surface is hotter, cracking more likely to reflect up from concrete requiring more frequent maintenance.

In addition to the pros and cons of concrete and asphalt, staff has provided information on the cost for these paving materials. In general, the cost of the entire project would be approximately 20% more expensive if completed with concrete as compared to a thick asphalt overlay on top of the existing concrete surface. Comparative costs for Bachman Avenue are provided (Attachment 4) as an example of cost differences between alternatives. Asphalt prices are directly correlated to the price of oil and consequently vary with the fluctuation in oil prices. To determine the exact cost differential between using concrete or asphalt pavement for the project, staff is recommending bidding of the project for both pavement solutions. A discussion of other asphalt colors is contained later in the report.

Following the presentation of the information on asphalt overlay and concrete pavement materials, the neighborhood appeared split on the type of pavement materials desired for the rehabilitation of the Almond Grove district streets. For informational purposes, staff mailed a ballot to all property owners whose property fronted a street that is scheduled for rehabilitation,

DISCUSSION (cont'd):

either during the first phase or future phases of the project to ascertain the neighborhood's preference regarding paving surface material. The results of the informational ballot showed that approximately 60% of the residents favored concrete pavement and 40% of residents favored asphalt.

Staff presented the information on the revised conceptual design and pavement material choices to the Historic Preservation Committee on January 28, 2015. The Committee reviewed the information presented and recommended that the project move forward with a material that has the look of concrete pavement, but does not necessarily need to be concrete pavement.

During previous community meetings, residents had asked staff if it was possible to install asphalt that looks like concrete. Staff responded in a community update letter that noted there are two main ways to add color to asphalt. One is with a cementitious material that is applied to the surface of the asphalt. This system colors the surface only, would be as or more costly than concrete, and would be difficult to replace following utility cuts and repairs. The second method is where color is mixed into the top layer of the asphalt. With this process, colors are limited to reds and browns. Achieving a color similar to concrete would not be possible.

It should be noted that the color of black asphalt pavement will change over the years due to oxidation. Asphalt is black in color when it is first placed, but the exposure of asphalt pavement to oxygen over time causes the asphalt to turn lighter black and eventually grey. This color change can take many years to occur and is why asphalt is different colors in different locations throughout the Town. In addition, staff maintains many of the asphalt streets around Town with a slurry seal coating that contains a black aggregate. This causes some of the recently maintained streets to appear very black in color, especially when adjacent to an asphalt street that does not have this slurry seal coating.

Staff has recommended bidding the project for both concrete and asphalt overlay pavement. Bidding of the project for both pavement types would be a change in the scope of work for the project design engineers, Nichols Consulting Engineers (NCE). Staff has negotiated an increase in design fees of \$19,000 to change the plans and specifications to allow for this bid option.

ALTERNATIVE RECOMMENDATIONS:

Council could provide direction based on the following alternatives:

Alternative 1: Bid the project as a concrete replacement project without the comparative asphalt overlay bid. This could be the direction based on the HPC and the neighborhood input as well as the longevity provided by concrete streets. Staff has not recommended this alternative, as the project cost information to be obtained from bidding the project with both options will be helpful in the current and future phases.

ALTERNATIVE RECOMMENDATIONS (cont'd):

Alternative 2: Bid the project as an asphalt overlay only. This could be the direction based on the expected costs savings and potential for the budgeted funds to allow for the paving of additional streets in future phases. Staff has not recommended this alternative as the magnitude of cost savings are unclear and because this option will require additional design, there is limited downside to bidding both options.

CONCLUSION:

Staff recommends that the Town Council consider directing staff to prepare bid documents for both concrete reconstruction and asphalt pavement overlay and authorizing staff to increase the scope of the Nichols Consulting Engineer's agreement by \$19,000, to allow for this change.

FISCAL IMPACT:

There are sufficient funds for this proposed expense, as shown in the fiscal table below.

ALMOND GROVE STREET REHABILITATION PROJECT 411-811-0003				
	Available Budget Funding	Expended/ Encumbered To Date	Proposed Contract Amount	Available Balance
FY 2014/15 Fiscal Impact				
411-811-0003	\$ 3,912,583	\$ 204,098	\$ 19,000	\$ 3,689,485
TOTALS	\$ 3,912,583	\$ 204,098	\$ 19,000	\$ 3,689,485
TOTAL EXPENDITURES BY CATEGORY:				
Consultation Services			\$ 19,000	
TOTALS			\$ 19,000	

Attachments:

1. List of Streets
2. Ordinance 2165 Almond Grove Historic District
3. Ordinance 2166 Broadway Historic District
4. Comparison of Bachman Ave costs between asphalt and concrete

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Almond Grove Reconstruction Project

<i>Streets</i>	<i>Tentative Construction</i>
1. Broadway	Summer 2015
2. Bachman Avenue	Summer 2015
3. Tait Avenue	Summer 2016
4. Almendra Avenue	TBD
5. Bayview Avenue	TBD
6. Bean Avenue	TBD
7. Glen Ridge Avenue	TBD
8. Massol Avenue	TBD
9. Nicholson Avenue	TBD
10. Wilder Avenue	TBD

FY 2012-13 Annual Street Resurfacing Project

<i>Streets</i>	<i>Treatment Type</i>
1. Pennsylvania Avenue	Cape Seal
2. Wadsworth Avenue	Cape Seal
3. Fairview Avenue	Cape Seal
4. Fairview Plaza	Cape Seal
5. Peralta Avenue	Cape Seal
6. Palm Avenue	Cape Seal
7. Walnut Avenue	Cape Seal

FY 2011-2012 Annual Street Resurfacing Project

<i>Streets</i>	<i>Treatment Type</i>
1. Hernandez Avenue	Cape Seal
2. Wissahickon Avenue	Cape Seal
3. Laurel Avenue	Cape Seal
4. Overlook Road	Cape Seal
5. Madrone Avenue	Cape Seal
6. Chestnut Street	Cape Seal
7. Wadsworth Avenue	Cape Seal
8. Ellenwood Avenue	Cape Seal
9. Alexander Avenue	Cape Seal
10. Bachman Avenue (Glen Ridge Avenue to N. Santa Cruz (PCC))	Cape Seal
11. Belmont Avenue	Slurry Seal
12. Apricot Lane	Slurry Seal

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ORDINANCE 2165

ORDINANCE OF THE TOWN OF LOS GATOS AMENDING ORDINANCE NO. 1919 RELATING TO ZONE CHANGE NO. 86 (ALMOND GROVE HISTORIC DISTRICT)

The Town Council of the Town of Los Gatos does hereby ordain:

SECTION I

The district delineated on the attached map is hereby designated historically and culturally Significant as the Almond Grove Historic District HD-80-1A.

SECTION II

The district is designated to be historically, architecturally, or aesthetically significant for the reasons listed below:

- A. Property: Almond Grove District. Boundaries: Bean to the south, Glen Ridge Avenue to the west, to but not including the lots facing Saratoga Avenue to the North, and to but not including the lots facing North Santa Cruz Avenue to the east (see map Exhibit A).
- B. Historic designation no.: HD-80-1A
- C. Description of designation: District
- D. Description of characteristics which justify the designation:

Historical: The Almond Grove addition was the first and largest subdivision after the incorporation of the Town of Los Gatos. Of approximately 40 acres, the historic tract was the last land, formerly an almond orchard as its name suggests, of 162½ acres bought in 1865 by John Mason from Edward Auzerais, an important landowner in Santa Clara County after whom Auzerais Street in San Jose and Auzerais Court in Los Gatos was named.

The purchasers and developers of Almond Grove were four very important figures of Los Gatos history and honored by street names still used in the area. They were Alphonse Eli Wilder, banker; Augustine Nicholson, capitalist; Magnus Tait, farmer and miner; and John Bean, orchardist.

Many important contributors to the development of the Town lived in the Almond Grove area. L.E. Hamilton, secretary of the Odd Fellows and director of the 1889 Los Gatos Cemetery Association, built his own house at 139 Wilder (which is still owned and occupied by his daughter). In addition, he also did extensive carpentry Work for Mrs. Winchester of the famous Winchester House in San Jose. The house at 115 Wilder was owned by Clarence Lydon, nephew of town pioneer John Lyndon. E.N. Davis, head trustee (mayor) on the board of trustees, 18980-1902, lived at 131 Tait. The Magnus Tait home is 231 Tait. 129 Tait was the home of E.E. Place and birthplace of George Place, owner of Place Mortuary housed in the Coggeshall Mansion (a Town historic landmark now the site of the Chart House). 328 Bachman is the "Massol" house. Fenilen Massol was Los Gatos mayor, 1894-97. 354 Bachman was the home of George McMurry, who as a youth helped haul stones to build Forbes Mill Annex and later became the first treasurer of incorporated Los Gatos, a post he held for over 40 years. 216 Glen Ridge was the home of W.H.B. Trantham, who in 1885 became the first owner of the Los Gatos News after its founder temporarily retired. Trantham owner the News (later the Mail-News) until 1976. The Mail-News remained in existence until 1953. 200 Glen Ridge was at one time the home of Raymond J. Fisher, educator, after whom Fisher school is named. John Bean started a business right in Almond Grove that evolved into a local family dynasty's multi-national corporation, Food Machinery Corporation. Plagued by San Jose scale on his orchard trees, he developed an improved chemical spray pump, a significant development in an era of tremendous fruit growing in Santa Clara Valley. Bean gave his son-in-law, David C. Crummey, a share in the business. Historical evidence indicated that Crummey lived in the house on the corner of Bean and Santa Cruz Avenues, 212 Bean Avenue, until the business prospered and he built the elaborate mansion at 33 Glen Ridge Avenue. D.C.'s son, John Crummey, further improved the pump and expanded the Almond Grove headquartered business. (In Horatio Algier tradition, he enterprisingly rode a bicycle up and down the Sacramento Valley and lined up enough order to keep the company in business for years.) Under Crummey, the Bean Spray Pump Company became F.M.C. (still retaining a division entitled Bean

Spray Pump Company). Under John Crummey's son-in-law, Paul Davies, F.M.C. became an international corporation, and a member of his family still serves on the board of directors.

Architectural: The predominance of Victorian architecture, including informal Wood frame cottages and impressive homes, intermixed with bungalow-style cottages Colonial Revival and Mission Revival homes built somewhat later reflect the history and development of the district. Individual architectural distinction is not the important factor in an historic district but the neighborhood entity created. The Almond Grove area is unique in that of the 78 pre-1895 houses built here, 64 or about 82% still grace the streets. In addition, 22 houses built between 1895 and 1908, 31 houses built between 1908 and 1916 and another 30 houses built between 1917 and 1930 still exist. The 1989 earthquake significantly damaged two houses built prior to the 1900's and one built in the 1920's which were demolished. A total of 180 structures now line the streets within the boundaries of the district, 147 or 82% of those structures were built by 1930. The streetscapes remain basically unchanged. Lending the district a special old-time feeling, that for many symbolize old Los Gatos and represents an important part of the Town's heritage.

Sources: Robert E. Lee, supported by Sanborn maps, Town of Los Gatos and Santa Clara County tax records; and History of Los Gatos by George Bruntz.

E. Listed below are Town features recommended for preservation. Review by the Historic Preservation Committee is required for any changes to these features.

1. Roads are concrete and should be repaired to maintain appearance as of the year 1976.
2. Date stamp in concrete sidewalks.

SECTION III

This Ordinance was introduced at a regular meeting of the Town Council of the Town of Los Gatos on October 6, 2008, and adopted by the following vote as an ordinance of the Town of Los Gatos at a meeting of the Town Council of the Town of Los Gatos on October 20, 2008. This ordinance takes effect 30 days after it is adopted.

COUNCIL MEMBERS:

AYES: Steve Glickman, Diane McNutt, Joe Pirzynski, Mike Wasserman and Mayor Barbara Spector.

NAYS:

ABSENT:

ABSTAIN:

SIGNED:

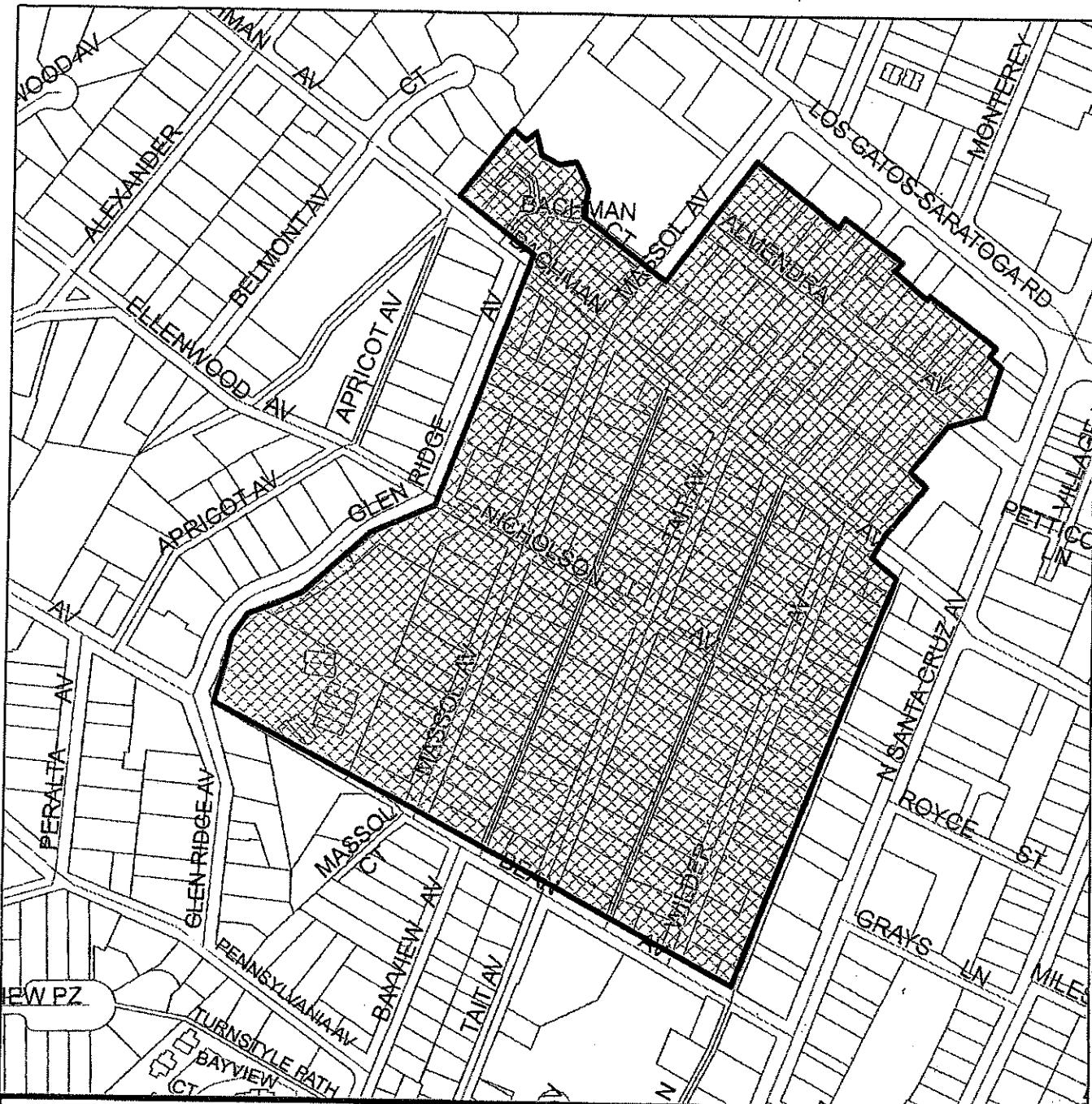
s/Barbara Spector

MAYOR OF THE TOWN OF LOS GATOS
LOS GATOS, CALIFORNIA

ATTEST:

s/Jackie Rose

CLERK OF THE TOWN OF LOS GATOS
LOS GATOS, CALIFORNIA



TOWN OF LOS GATOS

Almond Grove Historic District Boundaries

As Established by Ordinance 1463 on April 7, 1980



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ORDINANCE 2166

ORDINANCE OF THE TOWN OF LOS GATOS AMENDING ORDINANCE NO. 1921 RELATING TO ZONE CHANGE NO. 87 (BROADWAY HISTORIC DISTRICT)

The Town Council of the Town of Los Gatos does hereby ordain:

SECTION I

The district delineated on the attached map is hereby designated historically and culturally significant as the Broadway Historic District HD-84-2A.

SECTION II

The district is designated to be historically, architecturally, or aesthetically significant for the reasons listed below:

- A. Property: Broadway Historic District. Properties located generally south of West Main Street and west of South Santa Cruz Avenue. (see map Exhibit A).
- B. Historic designation no.: HD-84-2A
- C. Description of designation: District
- D. Description of characteristics which justify the designation:

Historical: The Broadway was the first residential subdivision and Broadway was the first residential street in the Town of Los Gatos. A 100-acre tract of land including what is now the Broadway area was purchased by a Henry D. McCobb in 1863. McCobb planned to subdivide the land into city lots and name the new city Cobbsville. The land was ultimately sold to ex-Vermonter John W. Lyndon, one of the most well-known in early Los Gatos history, and it was Lyndon who on September 24, 1881, subdivided the area into 48 lots, selling for \$125 and up. On January 5, 1883, Broadway was opened up to access the Lyndon subdivision. Broadway was the first plotted street in Los Gatos. Scattered houses and businesses such as Forbes Mill preceded Broadway, but this subdivision marked the beginnings of a formally laid-out Town.

In addition to founding Broadway, John Lyndon, one of the original Town Trustees (equivalent to Town Councilmen), was a stockholder in the new Los Gatos Fruit Packing Co., organized a gas company, started a bank, built a new hotel (Ten Mile House, predecessor to the Lyndon Hotel) and deeded the land for the Southern Pacific Coast Railway depot where the post office now stands.

Among the first land purchasers was William L. Lingley, once a sailor from Maine, who bought the Lyndon "Subdivision A" for \$600 in gold coin in September, 1881. Part of the original Lingley home still stands near what are now the apartments at 350 W. Main Street. The creek running through that area and #1 Bayview (original location of the Victorian Abbey Inn) is called Lingley Creek. The historic John W. Lyndon home, which later became the Farwell home, was a Victorian mansion at 55 Broadway. John's brother built a stately two-story residence at the southwest corner of Broadway and S. Santa Cruz Avenue when Boardway was still a dirt road. The cottages built in 1887 for Mr. Thomas Hayselden still stand. Clifton Avenue was once called Hayselden Avenue. Among memorable people who have dwelt on Broadway was Marion Mace Lyndon, second wife of John Lyndon. Her mother was a minor poet and friend of Longfellow. The Mace home still stands on Clifton Avenue.

According to neighbors, the present Bruce Berryman residence at 89 Broadway was once rented by writer Jack London's first wife.

Architectural: The proposed district contains approximately 51 structures, many of which were built before 1900 and are significant both historically and architecturally. A variety of architectural styles are represented in the area, including Victoria, Craftsman/Bungalow, Colonial Revival and one Norman French. The Norman French is unique not only to district, but to that era of the Town. Although it is not as old as many of the other houses, it was designed by Henry Crall whose family has been in Los Gatos since the late nineteenth century. The house was originally an exact replica of a house Mr. Crall had seen in Normandy, France. The exterior remains unchanged.

The structure located on the corner of Tait and Main Street was the first fire house built in Los Gatos for that specific purpose. It was constructed in 1927 with funds raised through a bond issue and housed a 750-gallon American LaFrance pumper. The building now houses the Los Gatos Museum.

One of the architectural gems of the area, the Waterman House built in 1883 at 45 Broadway, is a superb and excellently preserved example of Victorian Italianate style.

Taken together, the homes in the Broadway and Main Street area offer a diverse and irreplaceable sample of architectural styles, including some of Los Gatos' oldest and most distinctive buildings.

Sources: Mary Durham, William Wulf, Los Gatos Weekly of May 18, 1984.

E. Listed below are Town features recommended for preservation. Review by the Historic Preservation Committee is required for any changes to these features.

1. Roads are concrete and should be repaired to maintain appearance as of the year 1992.
2. Date stamp in concrete sidewalks.

SECTION III

This Ordinance was introduced at a regular meeting of the Town Council of the Town of Los Gatos on October 6, 2008, and adopted by the following vote as an ordinance of the Town of Los Gatos at a meeting of the Town Council of the Town of Los Gatos on October 20, 2008. This ordinance takes effect 30 days after it is adopted.

COUNCIL MEMBERS:

AYES: Steve Glickman, Diane McNutt, Joe Pirzynski, Mike Wasserman and Mayor Barbara Spector.

NAYS:

ABSENT:

ABSTAIN:

SIGNED:

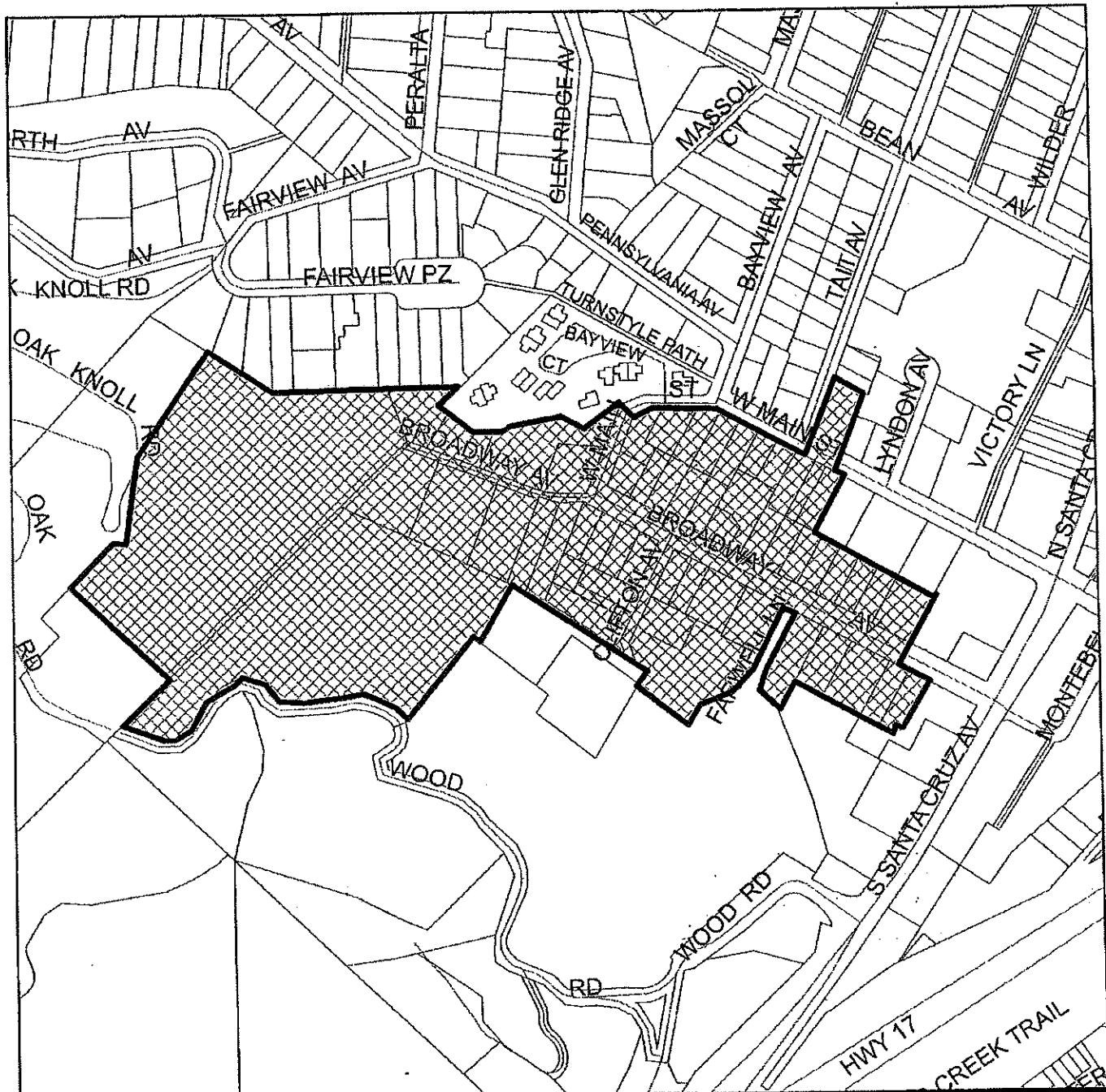
s/Barbara Spector

MAYOR OF THE TOWN OF LOS GATOS
LOS GATOS, CALIFORNIA

ATTEST:

s/Jackie Rose

CLERK OF THE TOWN OF LOS GATOS
LOS GATOS, CALIFORNIA



TOWN OF LOS GATOS

Broadway Historic District Boundaries

As Established by Ordinance 1648 on April 8, 1985



EXHIBIT A

Example Bachman Costs

	Reconstruction Concrete	Reconstruction Asphalt	Thick Overlay
Paving Cost* (other**)	\$1,490,000 (\$750,000)	\$270,000 (\$750,000)	\$220,000 (\$750,000)
Total	\$1,230,000	\$1,120,000	\$970,000
Future Maintenance Cost (50 yrs)	\$40.25M	\$63M - \$12.3M	\$63M - \$1.73M

*Includes contingency

**Includes sidewalk, curb and gutter and driveway approaches (associated base rock, concrete removal & off haul), traffic control, etc

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