

# Memorandum

## TAB 57

To: CHAIR AND COMMISSIONERS  
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: January 18-19, 2017

Reference No.: 4.17  
Action Item  
**REPLACEMENT ITEM**

From: NORMA ORTEGA  
Chief Financial Officer

Prepared by: Rihui Zhang, Chief  
Division of Local Assistance

Subject: **ACTIVE TRANSPORTATION PROGRAM AMENDMENT - PROJECT SCOPE CHANGE REQUEST**  
**RESOLUTION ATP-16-02**

### **RECOMMENDATION:**

The California Department of Transportation (Department) maintains its initial position and does not recommend supporting the requested scope change for the Cycle 1 Active Transportation Program (ATP) City of Laguna Hills – La Paz Sidewalk Widening project (PPNO 2170I) unless the City of Laguna Hills identifies and commits local and/or regional funds to construct the entire project scope as contained in the awarded ATP project application. This project was adopted on December 20, 2014 and programmed for \$478,000.

### **ISSUE:**

The City of Laguna Hills (City) has submitted a scope change request for the La Paz Road Sidewalk Widening project (PPNO 2170I). The project intends to reconstruct sidewalks to meet standard sidewalk widths and Americans with Disabilities Act (ADA) standards. The original project proposed to widen 1,220 feet of sidewalk. The City, with this scope change request, proposes to remove 870 feet of the sidewalk widening from the project. The scope change is necessary due to increased real estate cost and unanticipated soil conditions.

This scope change was originally presented at the October 2016 California Transportation Commission (Commission) meeting. At that meeting, the Commission directed the City to work with the Department to identify alternative approaches to develop a project within the ATP funding limitation that would maintain the ATP benefit. Department staff met with the City staff and visited the project site on November 4, 2016. This meeting and project site visit provided the opportunity for Department staff to better understand the City's challenges with the original project scope and to discuss pros and cons of several alternatives. Furthermore, during this meeting, the City also expressed the desire to secure additional local or regional funding to complete the widening of remaining segment of the 1,220 feet sidewalk at a later date.

As a result of this meeting, in a letter dated 11/18/2016, the City proposed alternate scope change proposals. Some of the proposals incorporated suggestions made by Department staff that resulted in the elimination of Right of Way acquisition and cost savings. However, even with the cost saving, the new alternative will still only widen 350 feet of the sidewalk and not what the project was originally scored and programmed for which was 1,220 feet of sidewalk.

While the Department appreciates the City's difficult situation and its efforts to cooperatively develop an alternative solution, the Department maintains its initial position and does not recommend supporting the requested scope change for this project for the following reasons:

1. The new scope significantly reduces the active transportation elements and associated benefits proposed in the original project application.
2. The project was selected through a competitive process and the substantial reduction in scope could have realistically resulted in a lower score than was awarded to the original application.

If, however, the City identifies and commits funds to construct the remainder of the project using local and/or regional funding sources, the Department would recommend supporting the scope change.

**BACKGROUND:**

Resolution G-16-29 amended the ATP Guidelines to stipulate that any agency implementing an ATP project present scope changes to the Department for consideration prior to allocation. The Department will make a recommendation to the Commission for final approval. Scope changes that result in a decrease of active transportation benefits may result in removal from the program.

Attachments



## CITY OF LAGUNA HILLS

November 18, 2016

Teresa McWilliam, Program Manager  
Active Transportation Program  
State of California Department of Transportation  
P.O. Box 942874, MS-1  
Sacramento, CA 94274-0001

**SUBJECT: UPDATE OF CONSTRUCTION OPTIONS FOR THE LA PAZ ROAD  
SIDEWALK WIDENING, CIP NO. 171, PPNO 12-2170I, ATPL-5468(009),  
ID 1216000058**

Dear Ms. McWilliam,

The City of Laguna Hills requests this letter be provided to the California Transportation Commission for their consideration during the discussion of the pending subject project Scope Change request for the currently scheduled December 7/8, 2016, CTC meeting in Riverside, CA.

As recommended by the CTC at the October 20, 2016, meeting in San Jose, CA, the City of Laguna Hills has met and conferred about the project delivery options with staff representatives of the CTC, Caltrans headquarters and Caltrans District 12, including field visits held on November 4<sup>th</sup> and November 7<sup>th</sup>. The field observations included an acknowledgement of significant pedestrian usage of the northerly La Paz Road sidewalk area and heavy pedestrian pickup/drop-off activity along the southerly La Paz Road sidewalk area. We appreciate the State staff's time and recommendations on potential ways to move this project forward.

As a result of these meetings and discussions, the City has reexamined the project options and directed the design Engineer to evaluate new alternatives with their benefits and updated costs. Our analysis of all of the options for this project is as follows.

- 1) The original project scope was designed for the widening of the sidewalk on both the northerly and southerly sides of La Paz Road to a standard arterial highway width of eight feet, while preserving all functions and modes of the existing transportation uses of this arterial highway. The current estimated cost for this project including design, right of way support, right of way acquisition, construction and construction engineering is \$1,464,000. The local project budget is \$565,000, inclusive of the \$478,000 ATP grant and \$87,000 of

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Teresa McWilliam, Program Manager, Active Transportation Program

La Paz Road Sidewalk Widening Update

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originally committed local funds. The project cannot move forward without additional funding or a scope change to reduce the project limits.

- 2) The project Scope Change request submitted for the CTC's consideration on October 20<sup>th</sup>, revised the project to widen only the northerly La Paz Road sidewalk, including right of way acquisition, at a total project cost of \$639,000. With this scope change, the City committed to \$74,000 of additional local funds to the project (a total of \$161,000 of local commitment). This project fulfills the pedestrian ATP needs on the northerly side of the street and preserves all functions and modes of the existing transportation uses along this arterial highway. The City still desires to widen the southerly sidewalk and will continue to seek alternate funding options, including CMAQ funds through the Orange County Transportation Agency, should they become available in the future. We view this Scope Change request as still a viable and beneficial project option.
- 3) An alternative project approach suggested by Caltrans staff to narrow the street by either four feet or eight feet, to construct sidewalks of six feet or eight feet in width, respectively, was also evaluated and considered. While this alternate approach can be constructed within the funding available, it has significant adverse impacts on multiple transportation uses of the current roadway and does not fully consider the potential to affect traffic safety. The impacts include the loss of a right turn lane for westerly bound traffic onto Paseo de Valencia, substandard traffic lane widths, substandard six foot wide sidewalk, pushing the bike lanes closer to traffic, the loss of school needed parking on the southerly side of the street, and a highly constrained roadway at a point of significant pedestrian, vehicular and truck traffic activities. Due to these impacts, this project approach cannot be approved by the City.
- 4) A new alternative considered includes the elimination of the raised and landscaped median island in La Paz Road in favor of a striped median island allowing the northerly sidewalk to be widened to eight feet and eliminating right of way acquisition from residential property back yards. This project would also include protecting the southerly sidewalk width to its full four feet by adding a short retaining curb to address slope soil sloughing with necessary minor right of way acquisition from the school. The existing streetlights in the median island will then necessarily have to be relocated to both the northerly and southerly sides of the street. While this project alternate does not construct the eight feet wide sidewalk on the southerly side of the street, it will ensure that the full four feet width is unencumbered by the encroaching slope area. While it would be

November 18, 2016

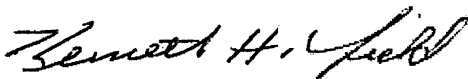
Teresa McWilliam, Program Manager, Active Transportation Program  
La Paz Road Sidewalk Widening Update  
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undesirable to eliminate the raised and landscape center median island, this project alternate maintains all of the current functions and modes of the existing transportation uses. The City would still hope in the future to widen the southerly sidewalk and will continue to seek alternate funding options, including CMAQ funds through the Orange County Transportation Agency, should they become available. The cost estimate for this alternate project is \$514,000 and it can be constructed within funds available.

- 5) Another new alternative considered includes the approach described in paragraph 4 above (eliminate the raised median island and expand the northerly sidewalk to eight feet without residential right of way acquisition) coupled with the re-grading of the school property slope to create the eight feet of sidewalk width on the southerly side of La Paz Road. This approach would fulfill the objectives of the original ATP project, preserve all functions and modes of the existing transportation uses and eliminate the need for the construction of a costly retaining wall. However, this approach would result in the loss of approximately six feet of active school recreation usage area by pushing the slope southerly and require the commensurate acquisition of high cost right of way. The cost estimate for this project is \$1,227,000, which is less than the original project cost described in paragraph 1, but it cannot be constructed without an additional funding source.

The City requests the CTC approve the Scope Change request as discussed in either paragraph 2 or paragraph 4 above coupled with the City's commitment to a future widening of the southerly sidewalk if funding becomes available. If neither is approved, the City cannot commit to being able to complete the original project and no ATP benefits will then be derived from the current work efforts. In addition, based upon the authorization of the CTC, the City has in good faith expended reimbursable ATP funding for design engineering and right of way support services. If this project does not proceed to construction, there will be no purpose to acquire right of way. In this case, the City requests that it be authorized to be reimbursed for the Phase I expenditures without delivering the completed right of way acquisition.

Sincerely,



Kenneth H. Rosenfield, P.E.  
Director of Public Services/City Engineer



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October 3, 2016

Ms. Laurie Waters  
Associate Deputy Director  
California Transportation Commission  
1120 N Street  
Sacramento, CA 95814

Dear Ms. Waters:

On August 18, 2016, the California Transportation Commission (Commission) approved the "Active Transportation Program Policy on Project Amendments and Advance Project Allocations" requiring the Department of Transportation (Caltrans) to review proposed scope changes and provide written analysis and recommendations to the Commission for approval.

The City of Laguna Hills submitted a scope change request for the La Paz Road Sidewalk Widening project (PPNO 2170I) title Reconstruction of sidewalk to meet standard width & ADA standards. The original project proposed to widen 1220' of sidewalk. The scope change request is to remove 870' of widening from the project. The scope change is being requested due to real estate cost increases, unanticipated soil conditions, and a low unit cost estimate on one item.

Caltrans' analysis deemed the City's proposal as a more significant scope change due to the 70% reduction in sidewalk widening, which reduces the non-motorized user benefits of the project. Therefore Caltrans' recommendation on the scope change is neutral.

If you have any questions regarding this submittal please contact the ATP Program Manager, Teresa McWilliam at 916-653-0328 or [Teresa.mcwilliam@dot.ca.gov](mailto:Teresa.mcwilliam@dot.ca.gov)

Sincerely,

A handwritten signature in black ink, appearing to read "R. Zhang".

RIHUI ZHANG  
Office Chief, Division of Local Assistance

Ms. Laurie Waters  
October 3, 2106  
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Enclosure

Caltrans scope change request analysis and recommendation.

Attachments:

1. Project Scope Change Request "Laguna Hill- ATP Cycle 1 La Paz Road Sidewalk Widening Scope Change Request 23Aug16.pdf,
2. Vicinity Map & Application Photo, and
3. E-mail communications with the agency



# Project Scope Change Request

## Caltrans Analysis and Recommendations

Submittal Date: September 23, 2016

**Implementing Agency:** Laguna Hills  
**PPNO:** 2170I  
**ATP ID:** ATP01-12-272M  
**Federal Project No.:** 5468(009)  
**Project Name:** La Paz Sidewalk Widening

**Existing Project Description (ATP Database):** Reconstruction of sidewalk to meet standard width & ADA standards. This project aims to improve school age pedestrian access to the adjacent elementary school. This will promote safe and clear passage to school.

**Existing Project Limits (ATP Database):** Located on the northerly side of La Paz Rd from Paseo de Valencia to Grissom Rd, and on the southerly side of La Paz Rd from Paseo de Valencia to Champlain Rd.

### **Summary of Caltrans' Recommendations:**

**Level of Scope Change:** More significant  
**Recommendation:** Neutral

#### **Attachments:**

1. Project Scope Change Request "Laguna Hills – ATP Cycle 1 La Paz Road Sidewalk Widening Scope Change Request 23Aug16.pdf"
2. Vicinity Map & Application photo
3. E-mail communications with the agency
4. Letter from the MPO supporting the scope change

### **Summary of Caltrans' Analysis (Based on CTC's Policy adopted on 8/18/16):**

1. **An explanation of the proposed scope change:**

On August 24, 2016 The City of Laguna Hills sent Caltrans a Scope Change Request for their La Paz Sidewalk Widen project (Attachment 1):

  - The scope change is proposing to remove the sidewalk widening on the south side of La Paz Road from the original project as awarded. The scope change is proposing to move forward with only improvements on the north side of La Paz Road. This will effectively reduce the sidewalk widening awarded in the original project from 1220' to 350'.

❖ See the attached Vicinity Map (Attachment 2) for additional details.
2. **The reason for the proposed scope change:**
  - The original application requested \$100,000 for Right-of-way (ROW). Actual ROW costs, based on appraisal is \$268,000.
  - The cost of construction has risen based on geotechnical Investigation results.

3. The impact the proposed scope change would have on the overall cost of the project;
- The City is still requesting the full programmed ATP fund amount of \$478,000.
  - The City has almost doubled their funding contribution to the project (from \$87,000 to \$145,639), in order to continue the timely delivery of the proposed revised scope.
  - These cost figures are based on the assumption that the new project length is 350' instead of the original 1220'.

Approval of the scope change as proposed by the Agency in the August 23, 2016 letter.

Pros:

- It allows the agency to move forward with the project, with a reduced scope.

Cons:

- It fails to address any of the safety and mobility needs for the pedestrians and bicycles that currently use the south side of the roadway (70% of the original limits)
- The resulting ATP funded project may not be fair and consistent with the application that was competitively scored, ranked and selected by the MPO.

Rejection of the proposed scope change as proposed by the Agency in the August 23, 2016 letter.

Pros:

- Consistent with the original competitive evaluation, scoring and selection process.

Cons:

- Given the magnitude of the cost increases that have occurred on this project, it is not reasonable to expect the agency to use local funds to maintain the original project scope. Therefore: if some level of scope reduction (and corresponding ATP benefit reduction) is not approved, this ATP project will likely fail.
- \$133,000 of ATP funds have already been expended for design, if the scope change is not approved then those funds will not garner any ATP benefits.

4. An estimate of the impact the proposed scope change would have on the potential of the project to increase walking and bicycling as compared to the benefits identified in the project application (increase or decrease in benefit);

- There will be no reduction in benefit on the north side, however, all of the benefit on the south side will be eliminated. Caltrans is not able to predict the reduction in users due to this scope change.

**Caltrans recommendation to the agency:**

- On September 14, 2016, Caltrans sent an e-mail to the City of Laguna Hills (Attachment 4) offering to field review the location for 2 possible alternatives that would cost considerably less, and meet or exceed the original application non-motorized benefits:
  - For both options it is assumed that vehicular parking will no longer be allowed in the existing bike lanes (with signage & enforcement), thereby stopping car mirrors

and doors from encroaching onto the sidewalk (as shown in the application photos).

- The 2 alternatives were:

Alternative A.

- Widening the sidewalks (8' wide) into the existing roadway instead of purchasing private property and building the problematic retaining wall.
  - If 8' isn't viable, then 6 foot sidewalks would still meet the intent of the application.
- Reducing the travel lanes and bike lanes to minimum design standards would appear to gain about 4' of width (on each side of the street) that can be used to widen the sidewalks,
  - Will result in a shortened crosswalk and additional non-motorized safety due to slower traffic speeds.
  - This option may require a partial signal modification.

Alternative B. Widen the north side sidewalk (8' or 6' into the roadway)

- Address the safety issues on the south side of the roadway without widening the sidewalks:
- Provide a 2' or 3' buffering for the bike lane by reducing the travel lanes to minimum standards.
- Install a curb behind the sidewalk on the south side to keep the soil and plants from encroaching onto the sidewalk.

Pros:

- Ensures the proposed ATP benefits from the original application are maximized.
- Would likely result in significant safety improvements being implemented on the south side of the roadway.
- Increases the likelihood that the final project scope would have more similar benefits to those in the original application and thus would still have been likely to be competitively selected.
- Would not have to purchase Real estate or construct an expensive retaining wall.

Cons:

- The final project may still not provide all of the ATP benefits as defined in the original application.
- The agency may have to revisit the Environmental and Right-of-way certifications, on a project that has a CON allocation extension due 6/30/2017.

**The agency's response to Caltrans' recommendations:**

- On September 16, 2016, the City of Laguna Hills responded to Caltrans's recommendations (Attachment 3). The agency has declined to pursue either of Caltrans' recommendations.

5. An estimate of the impact the proposed scope change would have on the potential of the project to increase the safety of pedestrians and bicyclists as compared to the benefits identified in the project application (increase or decrease in benefit).

- The agency's response to this question shows that there will be a reduction in the benefit/cost (B/C) ratio from 2.56 to 2.22.
- The original scope was expected to:
  - Increase the proportion of trips accomplished by walking,
  - Increase the safety and mobility of non-motorized users
  - Reduce Green House Gas (GHG), and
  - Enhance public health

The revised scope will accomplish the above items at a significantly reduced level as compared to the original scope.

6. An explanation of the methodology used to develop the aforementioned estimates.

- B/C ratios provided by the applicant.
- Engineering judgment.

7. For projects programmed in the Metropolitan Planning Organization (MPO) component, evidence of MPO approval and the MPO rationale for their approval.

- The Agency's scope change request document states that the scope change was approved by the SCAG ATP subcommittee on June 15, 2016.
- ❖ *See the attached "Laguna Hills – ATP Cycle 1 La Paz Road Sidewalk Widening Scope Change Request 23Aug16.pdf".*



## CITY OF LAGUNA HILLS

August 23, 2016

Teresa McWilliam, Program Manager  
Active Transportation Program  
State of California Department of Transportation  
P.O. Box 942874, MS-1  
Sacramento, CA 94274-0001

**SUBJECT: PROJECT SCOPE CHANGE REQUEST FOR LA PAZ ROAD SIDEWALK  
WIDENING, CIP NO. 171, PPNO 12-2170I, ATPL-5468(009),  
ID 1216000058**

Dear Ms. McWilliam,

The City of Laguna Hills requests Caltrans' concurrence for a project scope change for the subject La Paz Road Sidewalk Widening safe-routes to school project under the Active Transportation Program (ATP) Cycle 1 in accordance with procedures adopted by the California Transportation Commission (CTC). We seek your processing of this scope change request, as needed, for inclusion on the October 19/20, 2016, CTC meeting agenda. This matter is time sensitive and we appreciate your efforts to make this meeting deadline.

This letter provides the background information on the need for the project scope change and follows the format of the CTC procedure document as adopted on August 18, 2016.

1. Explanation of Proposed Scope Change:

The City has proceeded with the La Paz Road Sidewalk Widening project in good faith, with the current status as follows:

- a) Environmental Clearance – 100% complete
- b) Plans, Specification and Estimate – substantially complete (95%+)
- c) Right of Way Engineering – 100% complete
- d) Real Property Appraisals – 100% complete

The completion of the above work items included the determination of the current costs of this project for right of way acquisition and construction of a sidewalk

**Project Scope Change Request**  
**City of Laguna Hills for La Paz Road Sidewalk Widening**  
**Project**

Submittal Date: September 23, 2016

**Attachment 1**

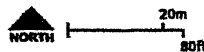
Project Scope Change Request *"Laguna Hills – ATP Cycle 1 La Paz Road Sidewalk Widening Scope Change Request 23Aug16.pdf"*

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La Paz Road Sidewalk Widening Project Scope Change  
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widening on both the northerly and southerly sides of La Paz Road easterly of Paseo de Valencia, serving Valencia Elementary School (the original project scope). Due to market forces, the right of way acquisition costs have far exceeded the budget and the construction costs, due to changed conditions, have also far exceeded the budget. These circumstances are detailed in section #2 below. There are no additional funds to support this project from the Cycle 1 ATP, hence the project scope change.

Even with additional funding from the City, the project has to be modified to a logical segment that can be constructed with available funding in order to complete this safe route to school improvement and active transportation program project to widen the sidewalk from approximately four feet wide to an arterial highway standard eight feet wide. The proposed project scope change is, therefore, to construct only the Northerly La Paz Road Sidewalk Widening from Paseo de Valencia to Grissom Road as depicted here:



2. The Reason for the Proposed Scope Change:

The original project scope budget allocated \$100,000 for both right of way engineering and right of way acquisition required to construct this project. The Northerly La Paz Road Sidewalk Widening project area included the acquisition of right of way from the rear yards of four single family residential home sites. Between the time of the project budgeting and today's real estate market, the price of purchasing developed property in the City of Laguna Hills has sky rocketed. The current estimate for property acquisition for the original project, based upon completed appraisals (March 2016), is \$268,000 and this cost, taken together with the increase in construction costs due to changed conditions described below, has made the completion of the original project infeasible.

The construction costs have also substantially risen due to changed conditions revealed as a part of the geotechnical investigation which have required a complete change in the expected design of the necessary retaining walls for this project. In accordance with the project Geotechnical Investigation, due to presence of expansive soil and slope creep found at the site, a standard spread footing retaining wall was determined to be infeasible as it would require an over-excavation and replacement of a three foot thick by eight foot wide by length of wall section of native soil under, and adjacent to, the new wall footing with non-expansive soil. This would require excavation and exporting of approximately 1000 cubic yards of native soil and replacing it with compacted non-expansive imported soil. Given the very tight site constraints and these changed conditions, along with the cost of this work, this retaining wall footing approach is not feasible. Accordingly, cast-in-drilled-hole (CIDH) piles will have to be utilized with an increase in project costs over the original budget; but still at a less cost than the over-excavation solution described above.

The total project funding per the Active Transportation Program is \$540,000. The City ultimately adopted an original project budget of \$565,000 by increasing the City's General Fund Commitment to this project consisting of \$478,000 of ATP funds and \$87,000 of local funds. However, current total project costs are \$1,514,000 as detailed below. Due to an estimated funding deficit of \$940,000, the project scope change is necessary in order to complete a portion of the project to meet the needs of the elementary school-aged pedestrians and other users of this sidewalk.



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Teresa McWilliam, Program Manager, Active Transportation Program

La Paz Road Sidewalk Widening Project Scope Change

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La Paz Road Sidewalk Widening Budget vs Cost Estimate

| <u>Activity</u>                                | <u>Grant Funds</u> | <u>General Funds</u> | <u>Total Funding</u> | <u>Current Cost Estimate</u> | <u>Delta</u>       |
|--|--------------------|----------------------|----------------------|------------------------------|--------------------|
| Design-PS&E                                    | \$44,000           | \$19,000             | \$63,000             | \$63,000                     | \$0                |
| Right of Way<br>Engineering &<br>Property Acq. | \$89,000           | \$23,000             | \$112,000            | \$268,000 See Note 1         | (\$156,000)        |
| Construction                                   | \$345,000          | \$45,000.00          | \$390,000            | \$1,183,000 See Note 2       | (\$793,000)        |
| <b>Project Total</b>                           | <b>\$478,000</b>   | <b>\$87,000</b>      | <b>\$565,000</b>     | <b>\$1,514,000</b>           | <b>(\$949,000)</b> |

Note 1: This total includes \$40,000 in Right of Way Engineering and \$228,000 in property acquisition just compensation based upon appraisal work. The total cost is subject to increase due to final property purchase price negotiations plus Escrow fees.

Note 2: The Construction Cost Estimate includes a 10% allocation for Construction Engineering.

The original project scope for the La Paz Road Sidewalk Widening cannot proceed with a funding deficit of \$949,000. Hence, the City Council has authorized a change in the project scope to proceed with only the northerly sidewalk widening on the basis of a new budget of \$623,629. The changed project scope consists of \$478,000 of ATP funds and an increase of local funds commitment to \$145,639, as follows:

Northerly La Paz Road Sidewalk Widening Cost Estimate

| <u>Activity</u>                                | <u>Grant Funds</u> | <u>General Funds</u> | <u>Total Funding</u> | <u>Current Cost Estimate</u> | <u>Delta</u>      |
|--|--------------------|----------------------|----------------------|------------------------------|-------------------|
| Design-PS&E                                    | \$44,000           | \$19,000             | \$63,000             | \$63,000                     | \$0               |
| Right of Way<br>Engineering &<br>Property Acq. | \$89,000           | \$23,000             | \$112,000            | \$188,000 See Note 1         | (\$76,000)        |
| Construction                                   | \$345,000          | \$45,000.00          | \$390,000            | \$372,639 See Note 2         | \$17,361          |
| <b>Project Total</b>                           | <b>\$478,000</b>   | <b>\$87,000</b>      | <b>\$565,000</b>     | <b>\$623,639</b>             | <b>(\$58,639)</b> |

Note 1: This total includes \$40,000 in Right of Way Engineering and \$148,000 in northerly side property acquisition just compensation based upon appraisal work. The total cost is subject to increase due to final property purchase price negotiations plus Escrow fees.

Note 2: The Construction Cost Estimate includes a 10% allocation for Construction Engineering.

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La Paz Road Sidewalk Widening Project Scope Change

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3. The Impact the Proposed Scope Change Would Have on the Overall Project Cost:

The proposed project scope change will result in an increase in the project cost as compared to the original project budget. The City will fund the additional estimated project costs described above with the approval of a project scope change to build only the northerly La Paz Road Sidewalk Widening. The Cycle 1 ATP funding will remain unchanged at \$478,000. The City's contribution to this changed scope project has been increased from \$87,000 to \$145,639.

4. An Estimate of the Impact of the Proposed Scope Change Would Have on the Potential to Increase Walking and Bicycling as Compared to the Original Project:

The proposed project scope change will continue to improve safety for the safe route to school of elementary school-aged students attending Valencia Elementary School as included in the original project scope. While the length of the sidewalk widening is being shortened due to changed conditions and increased costs, the same student population and the same active transportation pedestrians from the adjacent neighborhood and those traversing the area are being served. The population accessing the northerly La Paz Road Sidewalk widening is from 540 single family homes. Numerous students not currently walking to school will have a new, safe and inviting sidewalk access as a result of this project and an increase of walkers on this sidewalk section is reasonably expected to occur. Valencia Elementary School serves 700 plus students and this project will increase the number of students walking safely to school.

This project will create a safe route to school. Currently, students walking to school at this location have to huddle together on a very narrow sidewalk constrained by a six foot wall on one side and high speed arterial highway traffic

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Teresa McWilliam, Program Manager, Active Transportation Program

La Paz Road Sidewalk Widening Project Scope Change

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on the other. Please see the existing site condition photograph below:



Upwards of 30 pedestrians in the morning peak hour are attempting to traverse a barely four feet wide sidewalk next to a wall and active travel lanes at the same time. The young students have to wait at the signalized intersection of La Paz Road at Paseo de Valencia in an over capacity crowded condition and then be assisted by two crossing guards to cross this busy intersection. Vehicles turning movements and the jostling of students at this corner, regardless of the best efforts of the crossing guard to monitor the children, create an undesirable condition. We want to encourage walking and the widening of this sidewalk to arterial highway standards is necessary to improve this safe route to school.

The original project scope also included the sidewalk widening on the southerly side of La Paz Road. The sidewalk users at this location will continue to have

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Teresa McWilliam, Program Manager, Active Transportation Program  
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access to an existing sidewalk and the City still plans to widen this sidewalk in the future.

5. An Estimate of the Impact the Proposed Scope Change has to Increase Safety as Compared to the Original Project:

The Original Project, as a part of the ATP Cycle 1 application, included a benefit/cost ratio of 2.56 (\$1,382,400/\$540,000) in accordance with the estimated reduction in pedestrian and bicycle accidents anticipated as a result of this project to widen the sidewalk from approximately four feet wide to eight feet wide. The benefit factor was developed from the calculations required in the Cycle 1 ATP submittal per the SafeTrec Transportation Injury Mapping System, Highway Safety Improvement ID and Countermeasure R37. The scope change project will still benefit this same area and reduce the same propensity for pedestrian and bicycle accidents in this vicinity. The same benefit to cost ratio procedure utilized in Cycle 1 is still applicable to the scope change project. On this same basis and utilizing the same benefit data, the revised project scope will have a benefit/cost ratio of 2.22, a minor reduction solely the result of the increased local funding commitment (\$1,382,400/\$623,639).

The project scope change will continue to meet the goals of the Active Transportation Program by providing a widened sidewalk pathway and Americans with Disabilities Act (ADA) access for all pedestrians, especially elementary school-aged pedestrians. The pedestrians will be able to traverse this widened sidewalk area connecting a large residential development to a local elementary school and other community amenities including bike paths and walking trails, access to the Community Center and to retail and health services.

The scope change project will specifically meet the following ATP goals:

- Increase the proportion of trips accomplished by biking and walking.
- Increase the safety and mobility of non-motorized users.
- Advance the active transportation efforts of regional agencies to achieve greenhouse gas reduction goals as established pursuant to Senate Bill 375 (Chapter 728, Statutes of 2008) and Senate Bill 391 (Chapter 585, Statutes of 2009).

August 23, 2016

Teresa McWilliam, Program Manager, Active Transportation Program

La Paz Road Sidewalk Widening Project Scope Change

Page 8

- Enhance public health, including reduction of childhood obesity through the use of programs including, but not limited to, projects eligible for Safe Routes to School Program funding.

The resultant project will encourage additional students, residents and visitors in the area to utilize a safe mode of non-motorized transportation which will also result in a health benefit through this recreational activity. The project will encourage walking and biking to school, to local trails and pathways and to community services. The project retains its intended benefits under the ATP.

6. An Explanation of the Methodology Used to Develop the Above Estimate:

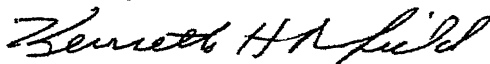
The Original Project, as a part of the ATP Cycle 1 applications, included a benefit/cost ratio of 2.56 (\$1,382,400/\$540,000). Utilizing the same data procedure, the revised project scope will have a benefit/cost ration of 2.22 (\$1,382,400/\$623,639). The benefit factor was developed from the calculations required in the Cycle 1 ATP submittal per the SafeTrec Transportation Injury Mapping System, Highway Safety Improvement ID and Countermeasure R37.

The proposed project scope change will continue to meet the goals of the Active Transportation Program by providing a widened sidewalk pathway, Americans with Disabilities Act (ADA) access for all pedestrians, especially elementary school-aged pedestrians, and a safe route to school. The proposed project scope change serves the same population and provides equivalent safety benefits while serving an area of 540 residential homes.

7. This project scope change was approved by the Southern California Association of Governments ATP Subcommittee on June 15, 2016.

We request your approval of the project scope change as described above.

Sincerely,



Kenneth H. Rosenfield, P.E.

Director of Public Services

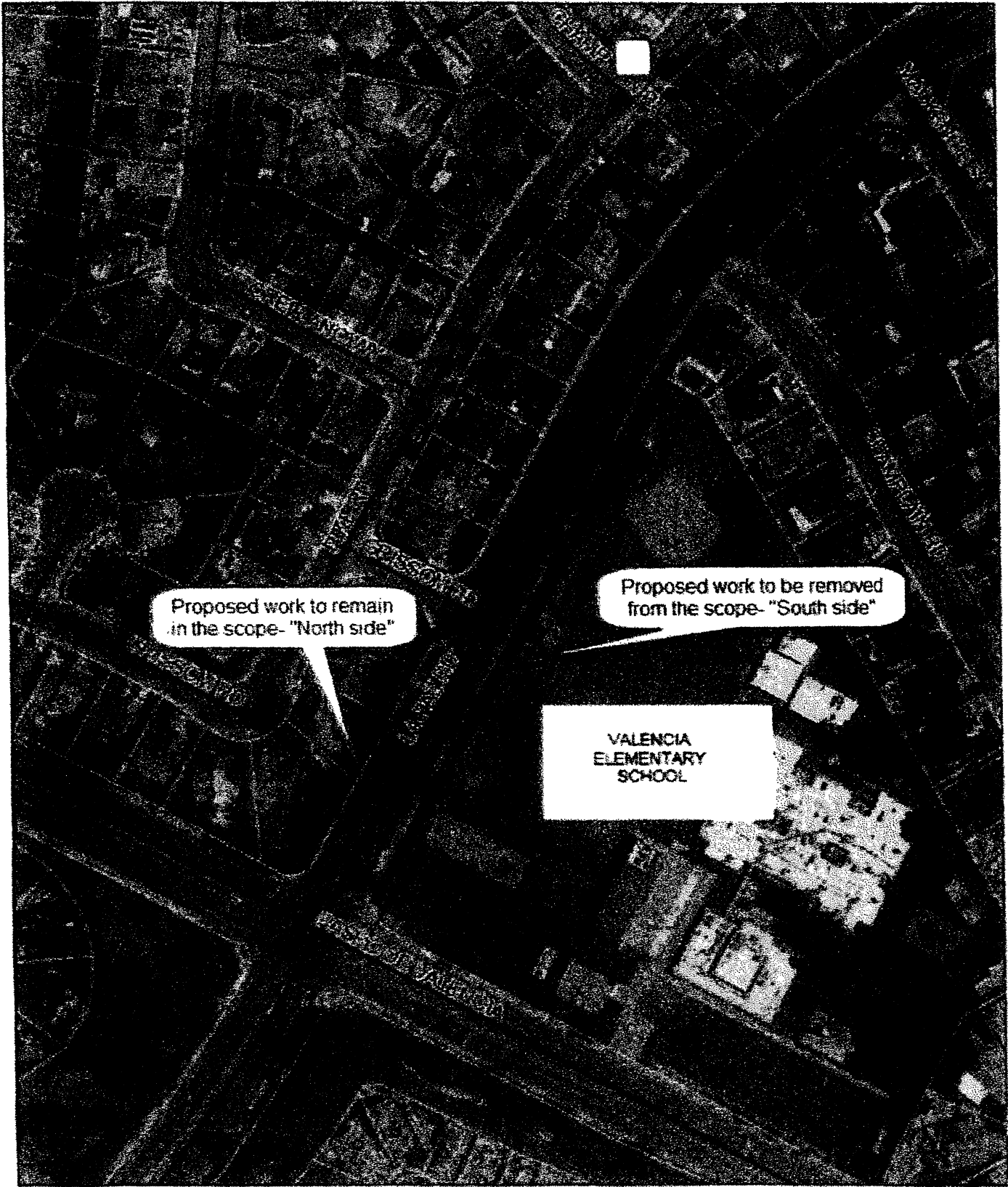
c: Jim Kaufman, Chief, Local Assistance District 12  
Stephen Patchan, Senior Planner, SCAG

**Project Scope Change Request**  
**City of Laguna Hills for La Paz Road Sidewalk Widening**  
**Project**

Submittal Date: September 23, 2016

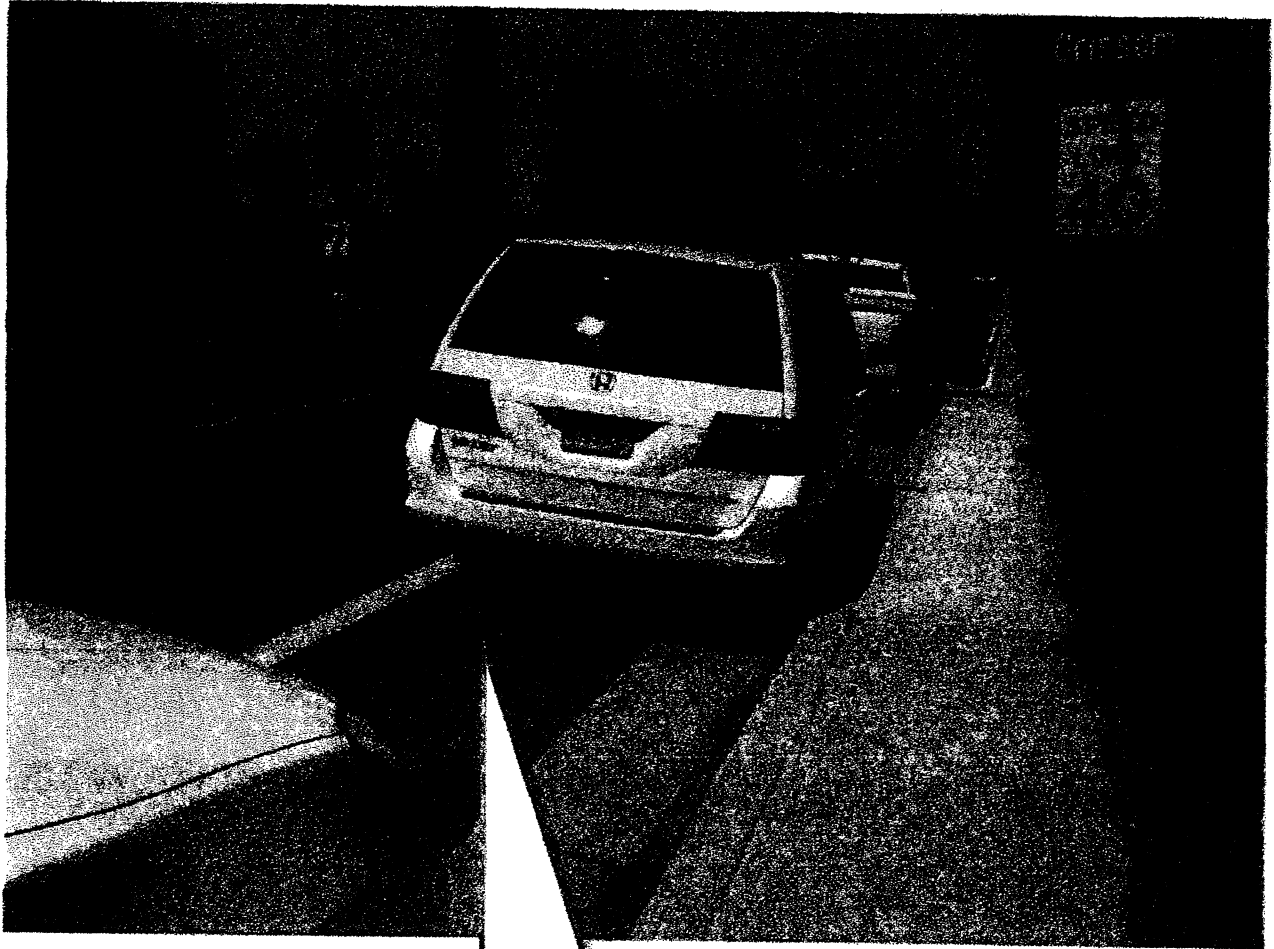
**Attachment 2**

Vicinity Map & Application Photo



VICINITY MAP





Vehicles parking in the existing Bike lane



**Project Scope Change Request**  
**City of Laguna Hills for La Paz Road Sidewalk Widening**  
**Project**

Submittal Date: September 23, 2016

**Attachment 3**

E-mail communications with the agency

**Mcwilliam, Teresa Rs@DOT**

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**From:** Ken Rosenfield <krosenfield@lagunahillsca.gov>  
**Sent:** Friday, September 16, 2016 3:03 PM  
**To:** Mcwilliam, Teresa Rs@DOT  
**Cc:** Nitsos, April M@DOT  
**Subject:** RE: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-217O1, ATPL-5468(009)

Hi Teresa,

We have completed our review of the options your staff offered for the subject project including having our Consulting Civil Engineer perform an evaluation. In short, as discussed below, the options listed create a host of conflicts with other community needs and engineering standards and we feel it is best to proceed with the Scope Change Request as submitted. We would appreciate your statement of support for our request. We do understand that you will likely take a neutral position but we request that you modify your proposed statement that states: "Caltrans' position is neutral on the request, as the Department suggested an alternative that the agency was not interested in pursuing." Rather, it would be appropriate to convey *that Caltrans suggested an alternative that the Agency fully considered and evaluated and concluded that both the need to meet engineering standards and the resulting impacts to the mobility needs of the community made the alternative infeasible.*

Given the support for the scope change by the SCAG ATP Subcommittee for this local MPO selected project, we hope that Caltrans and the CTC recognize that this local determination is what is best for this project. This scope change is necessarily the opposite of the typical approach which is to consider additional funding but is required because of the ATP rules. It is an unfortunate situation in comparison to the reality that the CTC is regularly faced with, and often approves, requests for cost increases for State projects utilizing other funding models. Please confirm the date of the planned action on this matter before the CTC so that we can, as needed, make the necessary travel plans for our elected officials to address the CTC at the meeting.

For your information, some, but not all, of the issues created by the optional approaches below are described here. We are prepared to provide an exhaustive written evaluation if that would assist you in the consideration of this Scope Change Request. Please inform me if you need that information. The options described below propose to utilize some roadway space to expand the sidewalks on both sides of the street. This approach, while meeting some of the needs of the pedestrian community, will have deleterious impacts to other modes of transportation utilizing this area. The bike lanes on La Paz Road need to be respected and maintained to serve this mode choice and the City's Bikeways Plan. The parking, albeit short term during morning and afternoon school drop off and pick up times, along La Paz Road is critical to remain in place to serve the needs of the students utilizing Valencia Elementary School. The lane widths need to be respected as this arterial highway is a truck route and the defacto right turn lane for westerly bound La Paz Road at Paseo de Valencia, created by the existing pavement width, is a heavy traffic movement that needs to be protected to not create substantial congestion, delay and undesired fuel consumption. In addition, moving the curbs out into the roadway will impact some utilities, the traffic signal and drainage facilities not currently impacted, will add a new cost factor and will require lane alignment shifts

for westerly bound traffic to achieve a reasonable state of traffic safety. Overall, we also do not believe the options can be built within the funds available.

Thank you, for your consideration and assistance!

Sincerely,

Kenneth H. Rosenfield, P.E.  
Director of Public Services

City of Laguna Hills  
24035 El Toro Road  
Laguna Hills, CA 92653  
(949) 707-2655 (Direct)

---

**From:** Ken Rosenfield  
**Sent:** Wednesday, September 14, 2016 4:02 PM  
**To:** 'McWilliam, Teresa Rs@DOT'  
**Cc:** Nitsos, April M@DOT  
**Subject:** RE: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

Hi Teresa,

Sorry to have missed your call and thank you for the thoughtful email. I appreciate the fresh look at the project. We did consider multiple alternatives before pursuing our current project course of action but we will revisit the options you have suggested and respond to you shortly. Thank you.

Sincerely,

Kenneth H. Rosenfield, P.E.  
Director of Public Services

City of Laguna Hills  
24035 El Toro Road  
Laguna Hills, CA 92653  
(949) 707-2655 (Direct)

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**From:** McWilliam, Teresa Rs@DOT [mailto:teresa.McWilliam@dot.ca.gov]

**Sent:** Wednesday, September 14, 2016 3:02 PM

**To:** Ken Rosenfield

**Cc:** Nitsos, April M@DOT

**Subject:** RE: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

Ken- Now that we have played phone tag a few times I am sending this information via e-mail. I did not respond to your e-mail sooner; because we have been meeting internally and with CTC staff; working on completing what the new process will entail for the ATP Scope Change Request.

Following a few meetings Caltrans has discussed with CTC staff two possible alternatives which we feel will keep most of the original application's non-motorized benefits, or at least maintain a similar level of benefits which will allow Caltrans to support the request as minor change that CTC staff has the option to approve, instead of going to the Commission meeting for a vote.

If after reviewing the proposed alternatives, you determine that you are not interested in changing your Scope Change request; the current request will go to the CTC October meeting; with a statement that Caltrans' position is neutral on the request, as the Department suggested an alternative that the agency was not interested in pursuing.

For these alternatives, we did not do any engineering to determine if drainage or other factors would be an issue. If you would like to have a field review with our staff to discuss the implementation of either of these options, we are available.

For both options it is assumed that vehicular parking will no longer be allowed in the existing bike lanes (with signage & enforcement), thereby stopping car mirrors and doors from encroaching onto the sidewalk.

The rest of the options entail:

- a. Widening the sidewalks (8' wide) into the existing roadway instead of purchasing private property and a building the problematic retaining wall. If 8' isn't viable, then 6 foot sidewalks would still meet the intent of the application. Reducing the travel lanes and bike lanes to minimum design standards would appear to gain about 4' of width (on each side of the street) that can be used to widen the sidewalks, which would result in a shortened crosswalk and additional non-motorized safety due to slower traffic speeds. This option may require a partial signal modification.
- b. Widen the north side sidewalk (8' or 6' into the roadway)
  - Address the safety issues on the south side of the roadway without widening the sidewalks:
    - i. Provide a 2' or 3' buffering for the bike lane by reducing the travel lanes to minimum standards.
    - ii. Install a curb behind the sidewalk on the south side to keep the soil and plants from encroaching onto the sidewalk.

Option b. would probably be best received by the CTC as it is actually adding bike benefits which were not included in the original application.

Once you have reviewed this information, let me know if you wish to modify your Scope Change document, or if you want to proceed with your current proposal.

**Thanks,**

**Teresa McWilliam**

Program Manager, Active Transportation Program (ATP)

Districts 6, 7, 8, 9, 11 & 12

Phone #: 916-653-0328

Cell #: 916-798-4799

Fax #: 916-653-1905

e-mail: [teresa.mcwilliam@dot.ca.gov](mailto:teresa.mcwilliam@dot.ca.gov)

For more ATP information go to:

<http://www.dot.ca.gov/hq/LocalPrograms/atp/index.htm>

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**From:** Ken Rosenfield [<mailto:krosenfield@lagunahillsca.gov>]

**Sent:** Tuesday, September 06, 2016 2:04 PM

**To:** McWilliam, Teresa Rs@DOT <[teresa.McWilliam@dot.ca.gov](mailto:teresa.McWilliam@dot.ca.gov)>

**Subject:** RE: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

Thank you. Did your office make any recommendations on the scope change request?

Sincerely,

Kenneth H. Rosenfield, P.E.  
Director of Public Services

City of Laguna Hills  
24035 El Toro Road  
Laguna Hills, CA 92653  
(949) 707-2655 (Direct)

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**From:** McWilliam, Teresa Rs@DOT [<mailto:teresa.McWilliam@dot.ca.gov>]

**Sent:** Tuesday, September 06, 2016 12:25 PM

**To:** Ken Rosenfield

**Subject:** RE: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

Ken- I just wanted to let you know that my supervisor, April Nitsos did forward your La Paz scope change request to Laurie at the CTC on 9/1/2016. Thanks.

**Teresa McWilliam**

Program Manager, Active Transportation Program (ATP)

Districts 6, 7, 8, 9, 11 & 12

Phone #: 916-653-0328

Cell #: 916-798-4799

Fax #: 916-653-1905

e-mail: [teresa.mcwilliam@dot.ca.gov](mailto:teresa.mcwilliam@dot.ca.gov)

For more ATP information go to:

<http://www.dot.ca.gov/hq/LocalPrograms/atp/index.htm>

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**From:** Nitsos, April M@DOT

**Sent:** Thursday, September 01, 2016 11:59 AM

**To:** Waters, Laurie@DOT <[laurie.waters@dot.ca.gov](mailto:laurie.waters@dot.ca.gov)>

**Cc:** Mcwilliam, Teresa Rs@DOT <[teresa.McWilliam@dot.ca.gov](mailto:teresa.McWilliam@dot.ca.gov)>

**Subject:** FW: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

**Importance:** High

Hi Laurie-

Here is the La Paz scope change.

Thanks.

**April Nitsos, Chief**

Office of Active Transportation and Special Programs

Caltrans, Division of Local Assistance

(916)653-8450

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**From:** Mcwilliam, Teresa Rs@DOT

**Sent:** Monday, August 29, 2016 3:59 PM

**To:** Nitsos, April M@DOT <[april.nitsos@dot.ca.gov](mailto:april.nitsos@dot.ca.gov)>

**Subject:** FW: Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

**Importance:** High

The 1<sup>st</sup> attachment is from the City, the 2<sup>nd</sup> attachment is from Caltrans

**Teresa McWilliam**

Program Manager, Active Transportation Program (ATP)

Districts 6, 7, 8, 9, 11 & 12

Phone #: 916-653-0328

Cell #: 916-798-4799

Fax #: 916-653-1905

e-mail: [teresa.mcwilliam@dot.ca.gov](mailto:teresa.mcwilliam@dot.ca.gov)

For more ATP information go to:

<http://www.dot.ca.gov/hq/LocalPrograms/atp/index.htm>

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**From:** Ken Rosenfield [<mailto:krosenfield@lagunahillsca.gov>]

**Sent:** Wednesday, August 24, 2016 3:53 PM

**To:** Mcwilliam, Teresa Rs@DOT <[teresa.McWilliam@dot.ca.gov](mailto:teresa.McWilliam@dot.ca.gov)>; Kaufman, Jim@DOT <[jim.kaufman@dot.ca.gov](mailto:jim.kaufman@dot.ca.gov)>

**Cc:** 'patchan@scag.ca.gov' <[patchan@scag.ca.gov](mailto:patchan@scag.ca.gov)>; Zhao, Louis@OCTA <[lzhao@octa.net](mailto:lzhao@octa.net)>; Bruce Channing <[bchanning@lagunahillsca.gov](mailto:bchanning@lagunahillsca.gov)>

**Subject:** Request for Project Scope Change - ATP Cycle 1 La Paz Road Sidewalk Widening - PPNO 12-21701, ATPL-5468(009)

Teresa,

Please process the attached eight page letter request for a project scope change for the subject project. The project is a cycle 1 ATP as selected in the MPO process by SCAG. The SCAG ATP Subcommittee approved this scope change request on June 15, 2016. To the extent required by the processing of this request, please schedule this for CTC approval at their next meeting agenda on October 19/20, 2016. The approval of this scope change request is time sensitive due to rising project costs. This request is also provided to the District 12 Chief of Local Assistance should their review be needed. Please advise if you need the original letter. Please contact me if you have any questions. Thank you,

Sincerely,

Kenneth H. Rosenfield, P.E.  
Director of Public Services

City of Laguna Hills  
24035 El Toro Road  
Laguna Hills, CA 92653  
(949) 707-2655 (Direct)

**McWilliam, Teresa Rs@DOT**

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**From:** Ken Rosenfield <krosenfield@lagunahillsca.gov>  
**Sent:** Wednesday, October 05, 2016 3:12 PM  
**To:** McWilliam, Teresa Rs@DOT  
**Subject:** FW: La Paz ATP scope change request  
**Attachments:** Fact Sheet - City of Laguna Hills - La Paz Sidewalk Widening.pdf

Teresa,

Per your request – please see below SCAG confirmation of their ATP subcommittee approval of the Laguna Hills Scope of Work Change. Please let me know if you need anything else.

Sincerely,

Kenneth H. Rosenfield, P.E.  
Director of Public Services

City of Laguna Hills  
24035 El Toro Road  
Laguna Hills, CA 92653  
(949) 707-2655 (Direct)

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**From:** Stephen T. Patchan [mailto:patchan@scag.ca.gov]  
**Sent:** Wednesday, October 05, 2016 2:29 PM  
**To:** Ken Rosenfield  
**Cc:** Zhao, Louis  
**Subject:** RE: La Paz ATP scope change request

The City of Laguna Hills Scope Change was submitted to the SCAG ATP Subcommittee on June 15, 2016 by Orange County Transportation Authority (OCTA) Staff. OCTA staff presented project information by referencing the attached document, outlining the scope changes and reasons for the changes. The SCAG ATP subcommittee is comprised of staff from each county transportation commission. No member of the SCAG ATP Subcommittee objected to the scope changes, thus approving to fund the project with the scope change. If you have any questions, please don't hesitate to contact me. Thanks!

**Stephen Patchan**  
Senior Planner  
SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS  
818 West 7th Street, 12th Floor, Los Angeles, CA 90017