



## CITY OF GLENDALE, CALIFORNIA REPORT TO THE CITY COUNCIL

### AGENDA ITEM

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Report: La Crescenta Avenue Rehabilitation Project Construction Contract Alternatives

1. Resolution rejecting all bids received for the La Crescenta Avenue Rehabilitation Project, adopting updated Plans and Specification for the La Crescenta Avenue Rehabilitation Project, Specification No. 3829R, and Plan Nos. 1-3071, 3-1572, 4-649, 4-650, 18-114, 49-247, 50-638, 50-639, 50-648, 50-672, 50-673, 50-698, 50-699, and 70-113; and directing the City Clerk to re-advertise for bids.
- 2) Motion awarding a construction contract to Toro Enterprises, Inc. in the amount of \$15,433,821, approving a 10 percent contract contingency in the amount of \$1,543,382, and authorizing the City Manager or a designee to execute the contract.
- 3) Resolution of appropriation to appropriate funds in the amount of \$14,797,447 for the La Crescenta Avenue Rehabilitation Project.

### COUNCIL ACTION

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**Item Type:** Action Item

**Approved for**           May 21, 2024           **calendar**

### EXECUTIVE SUMMARY

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The La Crescenta Avenue Rehabilitation Project is designed to add new corridor safety improvements, including new traffic control devices, new street pavement, new bicycle facilities, creative crosswalks, stormwater infiltration systems, sewer capacity improvements, and traffic signal improvements in the project area, many of which were requested by the public at numerous community meetings regarding the project scope.

The city received five bids for the La Crescenta Avenue Rehabilitation Project. However, because of the increased cost of the project due in part to the integration of numerous multimodal transportation improvements, staff has identified additional external funding that had not been previously allocated for the project. Rebidding the project will free up \$3 million in funds that can be used for other multimodal transportation projects in Glendale.

The intent of this item is for the City Council to either, reject all bids to allow staff to modify the project to utilize the additional source of funding for the construction phase of the

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project, or the City Council may instead choose to forgo this additional funding and award a construction contract to the lowest, responsible bidder, Toro Enterprise, Inc. in the amount of \$15,433,821.

## **RECOMMENDATION**

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Approve the resolution rejecting all bids received for the La Crescenta Avenue Rehabilitation Project, adopting the updated project Plans and Specification, and authorizing the City Clerk to re-advertise for bids.

## **ANALYSIS**

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As part of the Public Works Department's (PWD) ongoing Capital Improvement Program (CIP) efforts to improve the condition of the city's roadways, the plans and specification have been prepared for the La Crescenta Avenue Rehabilitation Project. Additionally, the Bicycle Transportation Plan (BTP) adopted by City Council in 2012, identifies La Crescenta Avenue as a study corridor for roadway repurposing and the implementation of bicycle infrastructure improvements. To proceed with the development of the project plans, a Traffic Corridor Study (TCS) was conducted to study the existing conditions of the roadway segments to determine the feasibility of incorporating various active transportation improvements within the project limits. The TCS studied the feasibility of repurposing the roadway and modifying travel lanes to implement new bicycle facilities, utilizing a vehicle miles traveled (VMT) analysis, as well as level of service (LOS) analyses for intersection operations to gain additional insight into the roadway realignment efforts. The study resulted in various design alternatives that were shared with the community and various stakeholders over multiple engagement events with the purpose of selecting a design alternative that could accomplish the project's main goals.

At the October 18, 2022, meeting, the City Council voted 4-1 to recommend Alternative 1 for the La Crescenta Avenue Rehabilitation Project, which included the removal of one travel lane in each direction, the installation of a center two-way left turn lane, and the installation of various types of dedicated bicycle lanes. Based on the analysis of this alternative by Kimley-Horn and Associates, Inc., it was determined that this roadway repurposing effort would enhance corridor safety and provide better connectivity. It was also projected to result in an estimated reduction of 92 collisions over a 20-year period on La Crescenta Avenue.

Furthermore, there are intermittent left-turn pockets only at intersections along La Crescenta Avenue that serve one direction of traffic, and the installation of a two-way left turn lane would provide a continuous lane that would allow drivers to pull out of the travel lane to initiate and end left-turns, potentially reducing multiple conflict points that exist without a two-way left turn lane, such as turning maneuvers, head-on collisions, and predominantly rear-end collisions. The installation of bicycle lanes would decrease VMT by introducing new active transportation means, and culmination of all these improvements would also potentially decrease speeds along this corridor. At the February 6, 2024 meeting, the City Council voted 5-0 to adopt plans and specification for the La Crescenta Avenue Rehabilitation Project including the multimodal transportation improvements included in Alternative 1.

## Project Location

The project is located on La Crescenta Avenue between North Verdugo Road and Montrose Avenue. Land uses along the project consists of a mix of commercial facilities, single family, and multifamily homes.

The project scope of work includes the following:

- Selective removal/reconstruction of deteriorated pavement and placement of asphalt concrete pavement;
- Resurfacing of 1.7 centerline miles of street pavement;
- Selective removal, repair, and reconstruction of approximately 4,900 linear feet of damaged curbs and gutters, and 44,500 square feet of sidewalks, driveways, cross gutters, alley aprons, and local depressions;
- Construction and modification of 59 curb ramps to meet ADA guidelines;
- Upsize of approximately 3,000 linear feet of sanitary sewer main and 200 linear feet of sanitary sewer repairs and lining;
- Adjustment of existing manholes, utility valves, and water meters to finished grade;
- Planting of 21 new street trees;
- Realignment of six intersections;
- Modification of existing traffic signals at four intersections;
- Removal and replacement of existing traffic striping and pavement markings;
- Repurposing a travel lane in each direction and installation of center two-way left turn lane;
- Installation of ten drywell and three bio-retention facilities;
- Installation of new reflective pavement on Paloma Avenue between La Crescenta Avenue and Downing Avenue;
- Installation of four creative crosswalks;
- Installation of fiber optic infrastructure at various locations;
- Installation of a new traffic signal at the intersection of La Crescenta Avenue and Oakmont View Drive;
- Installation of a new pedestrian hybrid beacon (PHB) at the intersection of La Crescenta Avenue and Piedmont Avenue;
- Installation of a new mid-block signalized bicycle crossing on La Crescenta Avenue between Las Palmas Avenue and Arlington Avenue, and
- Traffic Signal Modifications at the following intersections:
  - a. La Crescenta Avenue and Montrose Avenue
  - b. La Crescenta Avenue and Honolulu Avenue
  - c. La Crescenta Avenue and Shirlyjean Street
  - d. La Crescenta Avenue and Roselawn Avenue
- Installation of 11,500 linear feet of new class IV protected bicycle lanes and 5,500 linear feet of new class II bicycle lanes;
- Installation of bicycle friendly catch basin surface grates.

### Pavement Rehabilitation

The project will resurface the entire project corridor, which involves the rehabilitation of existing street pavement that has deteriorated beyond normal maintenance work. It typically consists of the removal of the top 2-inches of existing Asphalt Concrete (AC) pavement, followed by the placement of 2-inches of ARHM pavement wearing surface. This method of street resurfacing improves the ride of the roadway, and the structural integrity of the pavement, and begins a new service life for the street.

### Intersection Realignments

As part of any major CIP project, PWD evaluates existing intersection conditions to identify pedestrian mobility and safety improvements. To take advantage of economies of scale, PWD includes realignment and improvements of previously identified deficient intersections to upcoming CIP projects.

Intersection realignments as part of this project include extending curb configurations, shortening crosswalk lengths, removal of slip lanes, installation of new ADA-compliant curb ramps, and installation of new signing and striping.

### Tree Plantings

A total of 21 new street trees will be planted in vacant locations to infill the street canopy and expand the urban forest as part of this project along the entire corridor on La Crescenta Avenue between North Verdugo Road and Montrose Avenue.

### Creative Crosswalks

PWD is working with the Library, Arts, and Culture Department, which has procured an artist through an RFP process to design the creative crosswalks throughout the project corridor. The creative crosswalks will be installed at the following intersections as part of this project:

1. La Crescenta Avenue and Piedmont Avenue;
2. La Crescenta Avenue and Shirleyjean Street;
3. La Crescenta Avenue and Oakmont View Drive;
4. La Crescenta Avenue and Roselawn Avenue.

### Americans with Disabilities Act (ADA)

The proposed project includes improvements that will comply with the current Federal ADA guidelines.

### Bicycle Facilities

Bicycle infrastructure improvements will be installed at the following locations:

- Curb-running Class IV protected bicycle lane on southbound La Crescenta Avenue between Sycamore Avenue and North Verdugo Road;
- Curb-running Class IV protected bicycle lane on northbound La Crescenta Avenue between Glenwood Avenue and North Verdugo Road;

- Class II bicycle lane on southbound La Crescenta Avenue between Montrose Avenue and Sycamore Avenue, and
- Class II bicycle lane on northbound La Crescenta Avenue between Montrose Avenue and Glenwood Avenue.

Competitive Bidding Process

On March 27, 2024, the city received five bids from contractors as follows:

1. Toro Enterprises, Inc.	\$15,433,820.70
2. PALP Inc. DBA Excel Paving Company	\$15,672,344.00
3. Nationwide Contracting Services, Inc.	\$16,742,130.44
4. All American Asphalt	\$16,793,435.60
5. C.A. Rasmussen, Inc.	\$17,735,119.82

However, after a detailed evaluation of the bids and due to the increased costs over the engineer’s estimate associated with the multimodal improvements – including the pedestrian hybrid beacons, new traffic signal installation, creative crosswalks, protected bicycle lane, and bicycle signal crossing – staff has identified additional Measure R funding that was not previously allocated for the project. This is because the initial release of plans and specification did not lineup with the biannual schedule where Metro receives requests for funding. Staff has confirmed with Metro that this additional funding could be considered at the July 2024 Board Meeting and the additional items may be eligible after rebid and approval by the board.

The updated engineer’s estimate for the construction of this project is between \$15,000,000 and \$17,000,000, which has been revised down favorably from between \$17,000,000 and \$19,000,000 when the project was advertised for bids. This can potentially be due to the project being more accurately costed by contractors on actual market rates and conditions. The recommended action will allow staff to pursue additional Measure R funding from Metro for the additional multimodal improvements, and therefore, save \$3 million dollars in State Gas Tax and Measure M funds that could be directed towards other high priority multimodal capital improvement projects throughout the City.

Consequently, in the city’s best interest and following consultation with the City Attorney’s office, staff recommends rejecting all current bids, updating the project plans and specifications to ensure compliance with the new funding criteria, and re-advertising the project. This approach will allow the city to receive bids that can utilize the additional funding for the multimodal improvements.

**STAKEHOLDERS/OUTREACH**

In August of 2020, staff conducted a virtual public hearing regarding the removal of an existing crosswalk at the intersection of La Crescenta Avenue and Roselawn Avenue. The public hearing was broadcast on the city’s YouTube channel. During the public hearing, the public was informed of the reasoning for the removal of the unused crosswalk, and was given the opportunity to ask questions and provide comments, and

no objection was filed with the city for the removal of the crosswalk at the south leg of the intersection that leads to an in-accessible area alongside the Verdugo Wash.

Moreover, on February 17, 2022, at approximately 60% project design completion, a virtual community presentation was conducted after approximately 2,100 notifications were sent to property owners and occupants along the project limits notifying them of the meeting and encouraging their participation, which was broadcast on the city's YouTube channel. During the meeting, the public was informed of the project details, bicycle infrastructure alternatives, construction schedule, future city and contractor notifications, and the impacts of construction work in the neighborhood. After briefing the City Council on the project status and the community meetings, staff was directed to gain additional community input for the critical facility alternative choices. Therefore, staff conducted supplemental outreach to impacted residents, community groups, merchant and community associations, a neighboring town council, and chambers of commerce over the course of six months.

During the project design phase, staff held two general project overview meetings, five in person meetings and five virtual meetings, in addition to two email campaigns, and provided multiple social media and website updates regarding this project.

Staff understands there are always concerns raised regarding the receipt of notifications for project presentations and events. We are committed to a transparent and effective communication strategy and are currently reviewing our notification process to ensure that all stakeholders receive timely and accurate information. This includes potentially increasing the notification radius and using a hand delivery service instead of a mailing service. We also invite any individuals or groups who did not receive a notification to contact our project team directly, so we can provide them with the necessary information and include them in future communications. Feedback is crucial to our efforts, and we are committed to enhancing communication with all community members.

#### Transportation and Parking Commission (TPC)

On August 18, 2022, staff presented this project to the TPC. The project details were shared, including the bicycle facility alternatives, outreach efforts as of the TPC meeting date, and next steps. The commission then brought forward a motion to support the bicycle lane installation alternative, and voted 3-1 in support of the motion, however, one of the commissioners voting in support of the motion asked for even more outreach to occur. Furthermore, the TPC determined that the selected alternative will further improve safety and active transportation for various modes of travel throughout the corridor and serve the project goals.

#### City Council

On October 18, 2022, staff presented this project to the City Council. The project details were shared, including the bicycle facility alternatives, outreach efforts as of the City Council meeting date, and next steps. The City Council approved the motion to support the alternative proposed by city staff and recommended by the TPC, which includes the removal of one travel lane in each direction, installation of a center two-way left turn lane,

and installation of Class II and Class IV bicycle facilities along La Crescenta Avenue.

In addition, on March 8, 2023, at approximately 90% project design completion, an in-person community presentation was conducted after approximately 22,300 notifications were sent to property owners and occupants within the zip codes of 91208, 91214, and 91020, notifying them of the meeting and encouraging their participation. 60 people attended the meeting, during which, the public was informed on the final project details, bicycle infrastructure alternative, construction schedule, future city and contractor notifications, and impacts of construction work in their neighborhood. As part of the community feedback, staff incorporated the installation of bio-retention facilities, intersection realignments at various locations, and other infrastructure improvements to promote multimodal transportation and improve overall corridor safety. Additionally, key elements of the project, such as travel lane removals and center two-way left turn lane installations will be emphasized in upcoming community notifications, which was a request from the community.

In summary, and to date, PWD has conducted two general project overview meetings, an additional five in-person meetings, five virtual meetings, two email campaigns, and multiple social media informational updates. We have reached out to multiple stakeholders for this project and presented to any group or organization from the community who accepted our invitation to speak to them to publicize the project details to as many impacted stakeholders as possible. Feedback received throughout the process included in-person comments, emails, and phone calls. Additionally, the Glendale Police Department and the Montrose Verdugo City Chamber of Commerce conducted outreach events to connect with various community stakeholders. They used their extensive outreach capabilities and audience network to send out an email postcard that highlighted the project, provided resources for further information, included contact details, and encouraged community feedback. By tapping into their established email networks, we were able to significantly expand the reach and effectiveness of our project communication.

Approximately one month before the commencement of construction, staff will prepare a notification postcard, also known as the Director of Public Works' Letter, containing essential project details including a link to the project website. The postcard will be hand delivered to residences and businesses that will be affected by the construction. Additionally, the contractor will be responsible for distributing two distinct door hangers to the affected addresses. One set of door hangers will be provided two weeks prior to the start of any construction activity within the project area, while the second set will be distributed three days before construction begins.

Outreach on this project continues to occur through a dedicated website for the project. The link to this website will be posted on all project outreach notifications such as project signs, postcards, and door hangers. The website page introduces the public to the project and to the project team, explains the scope of work and project locations, and provides the public with staff contact information for questions, discussion, and/or input.

## FISCAL IMPACT

There is no fiscal impact associated with rejecting all bids and adopting the new plans and specification.

In the event the City Council chooses to approve Alternative 1 to staff's recommendation and award a construction contract for the La Crescenta Avenue Rehabilitation Project, it will cost \$17,748,894, a portion of which is included in the FY 2023-24 budget. Therefore, if the City Council chooses this alternative, staff requests an appropriation of \$14,797,447 from the State Gas Tax, Measure R Regional Return, Measure M Local Return, Measure W, and Sewer funds. The appropriation request is outlined below:

<b>Existing Appropriation</b>			
<b>Amount</b>	<b>Account String</b>	<b>Funding Source</b>	
\$1,980,936	GL: 52100-4020-PWD-0020-P0000 PL: PWD000101N	State Gas Tax Fund	
\$970,511	GL: 52100-2550-PWD-0020-P0000 PL: PWD000101G	Measure R Regional Return Fund	
<b>Requesting Appropriation</b>			
<b>Amount</b>	<b>From (Account String)</b>	<b>To (Account String)</b>	<b>Funding Source</b>
\$6,720,017	GL: 24219-4020-PWD-0000-P0000	GL: 52100-4020-PWD-0020-P0000 PL: PWD000101N	State Gas Tax Fund
\$79,520	GL: 25300-2550-PWD-0000-P0000	GL: 52100-2550-PWD-0020-P0000 PL: PWD000101G	Measure R Regional Return Fund
\$297,403	GL: 43110-2220-PWD-0020-P0000 PL: PWD00594AN	GL: 43110-2220-PWD-0020-P0000 PL: PWD00101CN	Measure M Local Return Fund
\$1,182,360	GL: 24212-2220-PWD-0000-P0000	GL: 52100-2220-PWD-0020-P0000 PL: PWD00101CN	Measure M Local Return Fund
\$1,762,856	GL: 24218-2260-PWD-0000-P0000	GL: 52100-2260-PWD-0020-P0000 PL: PWD00101DN	Measure W Fund
\$2,283,291	GL: 27900-5250-PWD-0000-P0000	GL: 52100-5250-PWD-0020-P0000 PL: PWD00101EN	Sewer Fund
\$400,000	GL: 52100-5250-PWD-0020-P0000 PL: 52109	GL: 52100-5250-PWD-0020-P0000 PL: PWD00101EN	Sewer Fund
\$850,000	GL: 52100-5250-PWD-0020-P0000 PL: PWD00849AA	GL: 52100-5250-PWD-0020-P0000 PL: PWD00101EN	Sewer Fund
\$184,000	GL: 52100-5250-	GL: 52100-5250-	Sewer Fund

	PWD-0020-P0000 PL: PWD01038AA	PWD-0020-P0000 PL: PWD00101EN	
\$1,038,000	GL: 52100-5250- PWD-0020-P0000 PL: PWD01040AA	GL: 52100-5250- PWD-0020-P0000 PL: PWD00101EN	Sewer Fund

### **ENVIRONMENTAL REVIEW (CEQA/NEPA)**

The Project is categorically exempt from environmental review of CEQA guidelines §§ 15301.

### **CAMPAIGN DISCLOSURE**

This item is exempt from campaign disclosure requirements.

### **ALTERNATIVES TO STAFF RECOMMENDATION**

Alternative 1: Approve the motion authorizing a construction contract with Toro Enterprises, Inc. for the La Crescenta Avenue Rehabilitation Project and approve a resolution of appropriation to fund the project. Doing so, however, will require the city to supplement approximately \$3 million dollars in Gas Tax and Measure M funds, that could be used on other high priority capital improvement projects.

Alternative 2: The City Council may consider any other alternative not proposed by staff.

### **ADMINISTRATIVE ACTION**

**Submitted by:**

Daniel Hernandez, Interim Director of Public Works

**Prepared by:**

Armen Avazian, P.E., Principal Civil Engineer  
Viktoriya Pakhanyan, P.E., Senior Civil Engineer  
Rustom Tavitian, P.E., Civil Engineer II

**Approved by:**

Roubik R. Golanian, P.E., City Manager

### **EXHIBITS/ATTACHMENTS**

Exhibit 1: Project Location Map