



**Town of Atherton  
CITY COUNCIL AGENDA  
January 10, 2001  
7:00 p.m.  
TOWN COUNCIL CHAMBERS  
94 Ashfield Road  
Atherton, California**

**SPECIAL MEETING**

- 7:00 P.M. 1. **ROLL CALL** McKeithen, Janz, Carlson, Fisher, Conwell
- 7:05 P.M. 2. **COUNCIL REPORTS**
- 7:15 P.M. 3. **PUBLIC COMMENTS** (only for items which are not on the agenda – limit of three minutes per person)
- REGULAR AGENDA** (Items 4 through 7)
- 7:20 P.M. 4. **DISCUSSION AND POSSIBLE ACTION – CITY MANAGER RECRUITMENT PROCESS**
- 7:50 P.M. 5. **DISCUSSION WITH SHERYL SNYDER OF KOFF & ASSOCIATES – CLASSIFICATION AND COMPENSATION STUDY**
- 8:30 P.M. 6. **DISCUSSION AND POSSIBLE ACTION – STREET AND STORM DRAINAGE PROJECTS**
- 10:00 P.M. 7. **DISCUSSION – PARCEL TAX**
- 10:30 P.M. 8. **PUBLIC COMMENTS**
- 10:40 P.M. 9. **ADJOURN**

 *Please contact the City Clerk's Office at 650.752.0529 with any questions*

Dated & Posted 01.05.01  
Item No. 6



## Town of Atherton

### **CITY COUNCIL STAFF REPORT**

**TO: HONORABLE MAYOR AND CITY COUNCIL  
INTERIM CITY MANAGER, RALPH FREEDMAN**

**FROM: CLIFF TEMPS, PUBLIC WORKS DIRECTOR**

**DATE: FOR THE MEETING OF JANUARY 10, 2001**

**SUBJECT: SAMPLE INTEGRATED DRAINAGE AND STREET IMPROVEMENT  
PLAN AND COMPARISON OF STREET MAINTENANCE VERSUS  
REHABILITATION COST**

### **RECOMMENDATION**

Review and discuss the information contained in the staff report and give staff direction for further refinement.

### **INTRODUCTION**

The Town Council commissioned and has received studies defining Townwide drainage and street improvement needs and has asked staff to draft a program that integrates the two. The Council has also asked staff for information comparing the costs of maintaining streets in improved condition, compared to their present condition. The sample program and street cost information contained herein is intended to facilitate discussion and assist the Council in its deliberations concerning the contents of long-term financing and parcel tax programs it may consider presenting to Atherton voters.

### **SAMPLE DRAINAGE AND STREET PROGRAM**

A complete list of the drainage projects proposed by Nolte and staff's SAMPLE DRAINAGE AND STREET IMPROVEMENT PLAN are attached. This version of the plan includes all but four of the drainage projects recommended in the Nolte study. The reasons for excluding these projects are listed in the plan. The sample plan also includes those street projects which improve arterial and collector streets as recommended by the Nichols' Study, projects that are needed to preserve the condition of streets which are now in "Superior Condition," and projects located on streets involved

in drainage projects or which take the place of recommended drainage projects. The total cost of the projects in the plan is \$50,740,000, based on adjustments for inflation and scheduling work to start on specific projects in 2002, 2003 and 2004.

Projects have been separated into priority categories envisioned by staff. These are:

- Priority 1 Projects to preserve or restore Atherton Channel and related street work - \$26,002,000.
- Priority 2 Projects to relieve flooding on most heavily used streets and related street rehabilitation - \$6,851,000.
- Priority 3 Projects to rehabilitate remaining collector streets and related drainage projects - \$8,637,000.
- Priority 4 Most significant Nolte recommended projects not included in Priorities 1 through 3 - \$6,204,000.
- Priority 5 Relatively minor projects recommended by Nichols to maintain condition of streets already in "Superior Condition" - \$1,308,000.
- Priority 6 Remaining drainage projects recommended by both Nolte and staff - \$1,738,000.
- Priority 7 Remaining Nolte drainage projects not recommended by staff - \$2,048,000. These are not included in the \$50,740,000 cost figure for the Suggested Program.

Within each priority, projects have been grouped in consideration of lead time required and geographic commonality.

The SAMPLE INTEGRATED DRAINAGE AND STREET IMPROVEMENT PLAN results in improving 9.60 miles of arterial and collector streets and 7.83 miles of residential streets to superior condition. These are listed on the page following the Sample Plan titled SUMMARY OF STREET WORK INCLUDED IN INTEGRATED LONG-TERM FINANCING PROPOSAL.

### **STREET MAINTENANCE VERSUS REHABILITATION COST CONSIDERATIONS**

Attached is a table titled IDEAL ROAD MAINTENANCE VS RECONSTRUCTION COST COMPARISONS that shows the costs of ideal road maintenance for streets in different categories of condition, generalized costs of improving streets from less than superior condition to superior condition and the payback times (years of reduced maintenance costs) to recover rehabilitation or reconstruction costs. It needs to be stressed that the maintenance activities and frequencies shown are "ideal." What happens in the real world is that there is rarely enough budget to provide ideal maintenance for all streets. The outcome is that streets receiving less than ideal maintenance deteriorate in condition. This deterioration results in the need for more costly maintenance. Eventually, if streets are not rehabilitated, they deteriorate to the point where the most costly

measure, reconstruction, is the only option. Nichols categorized 6.52 miles of Town streets being in need of reconstruction.

Using results of the pavement condition index survey done last spring, for want of better information that would require deflection testing, staff's estimate of street conditions that would exist, after the Sample Integrated Plan is carried out, is shown below:

9.60 miles of arterial and collector streets improved to superior condition by Integrated Plan  
1.05 of arterial streets already in superior condition according to PCI study

7.53 miles of residential streets improved to superior condition by Integrated Plan  
0.58 miles of residential streets already in superior condition according to Nichols

11.64 (additional) miles of residential streets in probably close to superior condition according to PCI study

13.40 miles of residential streets somewhere between good and fair condition according to PCI study - assume 6.70 miles each of good and fair

3.57 miles of residential streets in need of reconstruction according to Nichols  
4.15 (additional) miles of residential streets in need of reconstruction according to PCI study

### **STREET MAINTENANCE PRIORITIES**

When maintenance funds are insufficient to pay for all ideal maintenance, priorities must be set for spending the money that is available. It is most logical to set priorities on the basis of highest return for each dollar spent. This leads to the following order of priorities:

- #1 Pot hole patching streets in poor condition - to avoid the potential cost of liability resulting from unsafe road condition.
- #2 Maintenance of arterials and collectors in superior and good condition - to maintain them in that condition and avoid higher cost of maintenance if they are allowed to deteriorate to worse condition and maintain low exposure to poor road condition liability on high volume streets.
- #3 Maintenance of residential streets in superior condition - to maintain them in that condition, avoid higher cost of maintenance if they are allowed to deteriorate to worse condition.
- #4 Maintenance of residential streets in good condition - to maintain them in that condition and avoid higher cost of maintenance if they are allowed to deteriorate to worse condition.

### **COMPARISON OF STREET MAINTENANCE COSTS AND ACCUMULATED UNMET STREET REPAIR NEEDS UNDER DIFFERENT STREET IMPROVEMENT SCENARIOS**

The final table attached to this report shows the dramatic effect of improving streets on maintenance costs on a townwide basis. Our current street deficiency (the cost to bring all streets to the condition where they require the minimum amount of maintenance) is \$27,400,000. If the work to do this is spread over 3 years following the approval of a bond measure, the actual cost would be increased by price creep to \$30,350,000. If this investment is made, ideal annual maintenance of all Town streets would be \$713,145. If only the \$9,450,000 worth of street work included in the Suggested Integrated Plan is done, the annual cost of ideal maintenance would increase to \$2,038,588. Alternatively, if \$30,350,000 worth of street work is done but the annual maintenance expenditure is restricted to \$713,145, the cost to go back later and try to catch up with street deficiencies increases very rapidly: from \$18,900,000, under the Suggested Integrated Plan in the first year, to \$30,996,000 after 10 years, \$49,838,000 after 20 years and \$77,659,000 after 30 years. These and a “No Street Improvement Scenario” are illustrated on the last table attached to this report.

**CONCLUSION:**

It appears the greatest popular interest is in projects to improve the Town’s drainage. These projects address public safety and convince issues to which it is difficult to attach economic value. Expenditures for street rehabilitation and upgrade projects can be shown to produce significant tangible savings.

**RECOMMENDATION:**

Review and discuss the material contained in this report and provide direction to staff for formulation of project development programs.

Respectfully submitted:

Reviewed/Approved:

Cliff Temps  
Public Works Director

Ralph Freedman  
Interim City Manager

**SAMPLE INTEGRATED DRAINAGE AND STREET  
IMPROVEMENT PLAN**

<b>PROJECTS</b>	Yr 2000 Cost years out Const Yr Cost
<b>PRIORITY 1 - PROJECTS TO PRESERVE OR RESTORE ATHERTON CHANNEL AND RELATED STREET REHABILITATION</b>	
Drainage Projects H, II and JJ - Repair or reline deteriorated segments of Atherton Channel lining - No street work involved	\$4,216,000 3 years \$4,659,000
Drainage Projects U (Barry and Elena culvert widenings) and HH1 and HH2 (Watkins and Marsh Road channel and culvert enlargements) - To increase capacity of deficient sections of Atherton Channel	\$18,380,000 4 years \$20,953,000
Road rehabilitation in conjunction with Drainage Project HH2 consisting of Marsh Road rehabilitation (gutter and 2 1/2" overlay) and Watkins Avenue from RR to Middlefield rehabilitation (gutter and 3" overlay) to be done at same time.	\$342,482 4 years \$390,000
<b>TOTAL COST OF PRIORITY 1</b>	<b>\$26,002,000</b>
<b>PRIORITY 2 - PROJECTS TO RELIEVE FLOODING ON MOST HEAVILY USED STREETS AND RELATED STREET REHABILITATION</b>	
Middlefield Road Pavement Rehabilitation and drainage (\$2,200,000 cost for pavement work and a portion of required drainage is to be funded with Federal, State and already reserved Town funds.	No new funds are required
Portion of El Camino Outfall Drainage Project M5 lying within Middlefield Road \$500,000	\$500,000 2 years \$561,000
Drainage projects Y, GG, FF1 and FF2, all on Middlefield Road. Total cost is \$1,139,000 of which \$360,000 is already in Middlefield Road Pavement Rehabilitation project	\$779,000 2 years \$834,000
Drainage Projects M1 and remainder of M5 - El Camino drainage and outfall. (Portion of outfall is in Fair Oaks Ave) \$4,336,000	\$4,336,000 4 years \$4,943,000
Fair Oaks rehabilitation (gutter and 2" overlay). Doing Rule 20 overhead wire undergrounding project requested by area residents should be considered in conjunction with other work on Fair Oaks for savings on its cost. Most of the Rule 20 cost would be absorbed by utility companies.	\$350,342 4 years \$399,000

Drainage Projects M2 Fair Oaks Lane system - \$89,000) and P (Virginia/Fair Oaks intersection regrade \$11,000)	\$100,000 4 years \$114,000
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**TOTAL COST OF PRIORITY 2    \$6,851,000**

## **SAMPLE INTEGRATED DRAINAGE AND STREET IMPROVEMENT PLAN**

<b>PROJECTS</b>	<b>Yr 2000 Cost years out Const Yr Cost</b>
<b>PRIORITY 3 - PROJECTS TO REHABILITATE REMAINING COLLECTOR STREETS AND RELATED DRAINAGE PROJECTS AND RELATED DRAINAGE PROJECTS</b>	
Encinal - grind and 3" overlay \$39,585	\$795,398 2 years \$851,000
Glenwood - 3" overlay and gutter \$256,449	
Oak Grove - 2" overlay and gutter \$395,109	
Ravenswood - 2" overlay \$31,514	
Ringwood - wedge cut & 2" overlay \$11,373	
Atherton west of Alameda - edge work \$28,323	
Stockbridge west of Alameda - 2" overlay \$33,045	
Watkins, ECR to RR - reconstruct and gutter \$213,899	\$676,890 3 years \$748,000
Valparaiso - 2 1/2" overlay and gutter \$462,991 - does away need for drainage project V - regrade Por los Arobles/Valparaiso intersection costing \$14,000	
Atherton east of Alameda - 2 to 3" overlay & gutter \$688,582	\$6,173,336 4 years \$7,038,000
Elena - 2" overlay and gutter \$361,821	
(2 projects above do away with need for Drainage Project M4 - El Camino swale \$27,000)	
Drainage Project T2 - Atherton-Elena storm drain upgrade \$1,162,000	
Stockbridge west of Alameda - reconstruction \$2,234,061 and does away with the need for Drainage Project O Stockbridge swale and regrade \$442,000	
Drainage Project I - Selby/Stockbridge upgrade \$1,521,000	
Barry Lane - 2" to 3" overlay and gutter \$205,872	
<b>TOTAL COST OF PRIORITY 3    \$8,637,000</b>	

# SAMPLE INTEGRATED DRAINAGE AND STREET IMPROVEMENT PLAN

PROJECTS	Yr 2000 Cost years out Const Yr Cost
<b>PRIORITY 4 - MOST SIGNIFICANT NOLTE RECOMMENDED PROJECTS NOT INCLUDED IN PRIORITIES 1 THROUGH 3</b>	
Drainage Projects	
C - Fletcher/Ridgeview system \$432,000	\$2,354,000 2 years \$2,519,000
E1 - Alameda/Mulberry/Polhemus Upgrade \$894,000	
E2 - Mandarin storm drain system \$206,000	
E3 - Polhemus storm drain system \$242,000	
E4 - Mulberry slotted drain \$29,000	
F2 - Euclid storm drain system \$67,000	
T1 - Elena/Faxon barrier curb \$28,000	
W2 - Mac Bain/Alejandra/Brittany SD system & upgrade \$456,000	
Z2 - Heather storm drain system and upgrade \$303,000	\$1,784,000 3 years \$1,971,000
AA2 - Irving storm drain system and upgrade \$261,000	
CC2 - Greenoaks upgrade storm drain system \$764,000	
CC3 - Bay Road upgrade storm drain system \$456,000	
Related Street Rehabilitation Projects	
Fletcher - Alta Vista to Ridgeview - 2 1/2" & gutter \$94,862	\$851,591 2 years \$911,000
Ridgeview - Fletcher to Atherton 2" \$57,549	
Mulberry - 2" overlay \$18,350	
Polhemus courts 2" overlay and gutters \$84,613	
Euclid - 2" and gutters \$111,636	
Brittany Meadows - 2" overlay and gutters \$68,741	
Almendral - Austin to El Camino Reconstruct \$415,840, does away with need for drainage project N costing \$278,000	
North Heather - 2" overlay and gutter \$109,288	\$726,980 3 years \$803,000
Irving - Magnolia to James 2" overlay & gutter \$153,720	
Greenoaks - Fredrick to Deodora 2" and gutter \$178,876	
Greenoaks - Deodora to James Reconstruct \$285,096	

**TOTAL COST OF PRIORITY 4      \$6,204,000**

**SAMPLE INTEGRATED DRAINAGE AND STREET IMPROVEMENT PLAN**

**PROJECTS**

Yr 2000 Cost  
years out  
Const Yr Cost

**PRIORITY 5 - RELATIVELY MINOR PROJECTS RECOMMENDED BY NICHOLS TO MAINTAIN CONDITION OF STREETS IN "SUPERIOR CONDITION"**

Faxon - Faxon Forest to Elena - edge repairs & gutters \$77,711	\$502,869 2 years \$538,000
Monte Vista - edge repairs \$5,981	
Fletcher - south of Fletcher to end - edge repairs & gutter \$13,290	
Alejandra - edge repairs and gutters \$149,789 and portion of drainage project W1 - Alejandra/Brittany swale \$15,000	
Camino Por Los Arboles - edge repairs and gutters \$135,018	
Selby - Tuscaloosa to Stockbridge \$106,080 and accomplishes drainage project J1 East Selby swale which would have cost \$43,000	
James - Greenoaks to Irving edge repairs & gutters \$112,027 and accomplishes drainage project DD which would have cost \$28,000	\$697,254 3 years \$770,000
Fredrick - Greenoaks to Ringwood edge repairs & gutters \$101,790 and drainage project CC1 Greenoaks swale \$15,000	
Greenoaks - Oak Grove to Rosewood - edge repair & gutters \$36,426	
Catalpa - Linden to James - edge repair & drainage \$292,322	
Rosewood edge repairs and gutters \$139,689	
<b>TOTAL COST OF PRIORITY 5</b>	<b>\$1,308,000</b>

**PRIORITY 6 - REMAINING DRAINAGE PROJECTS RECOMMENDED BY BOTH NOLTE AND STAFF**

Drainage Project B2 -Belbrook/Walsh culvert upgrade \$216,000	\$1,598,560 2 1/2 years \$1,738,000
Drainage Project A - Reservoir Road regrade, crown adjustment and gutter \$20,000	
Drainage Project K - Serrano/Selby intersection regrade \$13,000	
Drainage Project M3 El Camino/Isabella swale and regrade \$9,000	
Drainage Project R - Linda Vista/Camino Al Lago intersection regrade \$15,000	

Linda Vista 2" overlay and gutter \$149,520 and accomplishes drainage project S which would have cost \$52,000  
 Austin - Tuscaloosa to Atherton - Reconstruct w/gutters \$139,040 - and accomplishes drainage project L which would have cost \$81,000  
 Remainder Drainage Project W1 - Mac Bain/Alejaundra swale \$32,000  
     Drainage Project Z1 - Heather swale \$14,000  
     Drainage Project AA1 - Irving swale \$28,000  
     Drainage Project BB - Labumum/Magnolia barrier \$14,000  
     Drainage Project EE- Catalpa/Acorn regrade intersection \$13,000  
     Drainage Project KK - Linden/Labumum swale \$107,000  
 Drainage Project J2 - Selby East storm drain system upgrade \$442,000  
 Drainage Project X - El Camino/Station Lane drain system upgrade \$387,000

**TOTAL COST OF PRIORITY 6      \$1,738,000**

**TOTAL TIME ADJUSTED COST OF PRIORITIES 1 THROUGH 6 \$50,740,000**  
**SAMPLE INTEGRATED DRAINAGE AND STREET IMPROVEMENT PLAN**

**PROJECTS**

Yr 2000 Cost  
 years out  
 Const Yr Cost

**REMAINING NOLTE DRAINAGE PROJECTS NOT RECOMMENDED BY STAFF, AND WHY**

Drainage Project  
 B1 Belbrook Walsh storm drain and swale \$50,000 - adjacent property owner is responsible for this work under previous planning approval      \$2,048,000  
 G Broadacres culvert upgrade \$224,000 - 20% capacity increase and property damage in 1998 storm cost less than \$2,000 to repair  
 Q Alameda de las Pulgas/Camino al Lago culvert upgrade \$1,772,000. Existing undersized culvert installed by the school district and the hazard presented by its undersize is primarily a threat to the school.  
 D Fletcher Barrier \$2,000 - creates driveway usability problems that property owners have chosen to address over drainage concerns.