



Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Matt Loesch

SUBJECT: SEE BELOW

DATE: May 1, 2023

Approved

Date

5/10/23

COUNCIL DISTRICT: 6

**SUBJECT: BART SILICON VALLEY PHASE II EXTENSION PROJECT
CONTRACT PACKAGE 2 SPECIFIC CONSTRUCTION
TRANSPORTATION MANAGEMENT PLAN FOR WEST PORTAL
EARLY WORKS**

RECOMMENDATION

Approve Santa Clara Valley Transportation Authority's Contract Package 2 Construction Transportation Management Plan for Early Works at the West Portal as part of Santa Clara Valley Transportation Authority's Bay Area Rapid Transit Silicon Valley Phase II Extension Project.

SUMMARY AND OUTCOME

Santa Clara Valley Transportation Authority's (VTA) Contract Package 2 (CP2) Construction Transportation Management Plan (CTMP) for early works at the West Portal (south of the Santa Clara station) includes frameworks for coordinating multimodal circulation, access, and emergency needs within and around the West Portal construction area. The approval of the CP2 CTMP for early works at the West Portal will enable the tunneling and trackwork contractor to begin early construction activities at the site in preparation for major construction and ultimately passenger service.

BACKGROUND

VTA's Bay Area Rapid Transit (BART) Silicon Valley Phase II Extension Project (Project) is a six-mile, four-station extension of BART from the Berryessa/North San José BART station (opened 2020) through downtown San José to the City of Santa Clara. The Project is planned to include an approximately five-mile subway, three stations with underground platforms (28th

Street/Little Portugal, Downtown San José, and Diridon), one ground-level station (Santa Clara), a train maintenance and storage facility, and additional facilities.

The early works construction at West Portal requires an array of permits from the City for elements of the Project affecting the public right-of-way. According to Chapter 13.36 of the San José Municipal Code, major construction projects applying for a Public Works permit are required to provide a plan to mitigate construction impacts as a condition of approval. VTA will satisfy this obligation through the CTMP process and will implement appropriate mitigation measures in an attempt to avoid or lessen potential impacts arising from the construction. VTA, being a state-appointed special district agency, permits its own construction projects within VTA-owned properties and is exempt from obtaining a major construction Public Works permit. However, the requirement to provide a mitigation plan is required as part of the CTMP process to satisfy Chapter 13.36.

Additional permits required for the early works construction includes the Haul Route Permit and the Transportation Permit to allow oversize/overweigh vehicles hauling activities described under Chapter 11.90 of the San José Municipal Code. The requirements of the Transportation Permit in this chapter are only specific to maximum weight or load limits as required by the California Vehicle Code and do not provide a framework to help transition residents and businesses through the temporary disruption of major construction projects. Details from Chapter 13.36 of the San José Municipal Code will be used as the supplemental requirement for the Project and, in accordance with the City Council memorandum dated December 7, 2021, the Project will affirm construction impact mitigation through the Construction Outreach Management Program.¹ The requirements to obtain the haul route and transportation permits from the Department of Transportation are available on the City website.²

VTA has developed and is implementing a Construction Outreach Management Program, an environmental mitigation, which is being incorporated into plans and specifications of all contracts. The purpose of the Construction Outreach Management Program is to reduce construction-related transportation impacts to the extent possible and inform the public and other stakeholders of the construction schedule and associated activities. The Construction Outreach Management Program includes three different types of plans: CTMP, Emergency Services Coordination Plans, and the Construction Education and Outreach Plan. The first CTMP for early works construction at the West Tunnel Portal is explained in greater detail below.

CTMPs provide frameworks to coordinate multimodal circulation, access, and emergency vehicle access needs within and around the Project's construction areas. CTMPs identify and

¹ See December 7, 2021, memorandum at:

<https://sanjose.legistar.com/View.ashx?M=F&ID=10297662&GUID=FDE3C9A6-9D77-41F7-8C0D-9807C4F16748>

² <https://www.sanjoseca.gov/your-government/departments-offices/transportation/permits>

reduce to the extent possible construction-related transportation impacts. Critical components of this CP2 CTMP for early works at the West Portal are as follows:

- Schedule and location of construction activities for the West Portal early works construction
- Phasing and durations of construction activities
- Truck haul routes
- Work hours and truck hauling hours
- Traffic operational analysis identifying impacts of construction activities
- Location-specific requirements as applicable

Based on the CTMP guidance, Traffic Control Plans will be developed to include site-specific requirements for traffic control devices, alternate access routes, signage, and staging and parking maps, among others. In addition, work hours and truck hauling hours included in the approved CTMP will be the guidance for any waivers needed for encroachment permits.

Funding Strategy

In order to deliver the Project, a diverse funding strategy has been identified with varied revenue streams. Voters approved multiple local and statewide measures, showing their support for bringing BART service into Santa Clara County. Local and statewide fundings sources include the 2000 Measure A sales tax, 2008 Measure B sales tax (for operations), 2016 Measure B sales tax, Regional Measure 3, and State of California Transit and Intercity Rail Capital Program.

In December 2022, the Federal Transit Administration authorized the Project to transition from the pilot Expedited Project Delivery federal funding program to the long established federal New Starts grant program, which was utilized for the first phase of VTA's BART Silicon Valley extension program. This transition allows for a substantially higher federal contribution of up to just under 50% of the total Project cost. Furthermore, the Federal Transit Administration granted a Letter of No Prejudice, allowing VTA to continue advancing specific Project activities with the ability of reimbursement once a Full Funding Grant Agreement is awarded.

ANALYSIS

In 2021, the Project team coordinated and reviewed a Draft CTMP with City staff before inclusion in VTA's Request for Proposal solicitation documents, and its preparation was discussed at City Council on December 7, 2021 as part of the execution of the VTA-City of San José Cooperative Agreement #1.³ The Draft CTMP includes frameworks to coordinate

³ See December 7, 2021 memorandum at:

<https://sanjose.legistar.com/View.ashx?M=F&ID=10297662&GUID=FDE3C9A6-9D77-41F7-8C0D-9807C4F16748>

multimodal circulation, access, and emergency access along the entire Project alignment.⁴ As contractors come on board, the Project team will work with the City, VTA's contractors, stakeholders, and the community to prepare draft subsequent contract-specific CTMPs for the Project's contract packages. Contract- and scope-specific CTMPs are expected to provide greater detail on circulation, access, and emergency access needs based on the contractor's means and methods compared to the Draft CTMP. Contract- and scope-specific CTMPs will also be updated annually, as needed, as access needs change.

In May 2022, VTA awarded the CP2 to the joint venture of Kiewit Shea Traylor. Throughout 2022 and early 2023, the Project team and Kiewit Shea Traylor worked with the City, stakeholders, and the community on the CP2 CTMP for early works at the West Portal site located at VTA's Newhall Yard property.

The West Portal site will be the launch site for the tunnel boring machine and staging area during major construction and tunneling operations. Once construction is complete, the site will be developed into a BART train storage and maintenance facility adjacent to the Santa Clara BART station.

This CP2 CTMP for early works at the West Portal is the framework specifically for and limited to coordinating circulation and access within and around the West Portal site during early construction activities only. These early construction activities include site grading, temporary utility installation, construction of temporary field office buildings, tunnel boring machine shaft, excavated materials bin, tunnel lining factory and tunnel lining segment storage area, and grout plant and assembling the tunnel boring machine. Early construction activities at the West Portal also include operation of a tunnel lining factory where production of the tunnel lining segments that will make up the interior walls of the tunnel will be done. These activities are necessary to prepare the site for the tunnel boring machine launch. The anticipated sequencing for construction activities at the West Portal includes multiple stages of work lasting from mid-2023 through early 2025.

Detour routes are not anticipated for any early construction activities at the West Portal site. No sidewalk, shoulder, or lane closures are anticipated other than potential temporary lane closures for the installation of utilities, which are expected to last from a few hours to a couple of days.

Construction trucks accessing the West Portal site will originate from and depart to I-880 and use established, environmentally cleared haul routes along Coleman Avenue, Newhall Drive, and Brokaw Road and access the site using entrances at Newhall Drive and Brokaw Road. It is

⁴. See December 7, 2021 memorandum from Liccardo, Jones, Peralez, Cohen, and Davis, which provided specific CTMP guidance for major construction elements primarily around Diridon and Downtown stations as well as direction on coordinating construction signage, creating a business interruption fund, and overall coordination plan with other Downtown construction:

<https://sanjose.legistar.com/View.ashx?M=F&ID=10325504&GUID=455A9267-050A-4076-BDCE-0292024CE180>

projected that there will be no significant impacts to the Project area's signalized intersections in the City of San José based on analyses of early construction truck traffic. VTA and its contractors will continue to monitor traffic and develop the following plans:

1. Event Management Plan in coordination with PayPal Park, City of San José, and City of Santa Clara to determine and minimize potential impacts from trucking activities during PayPal Park event ingress and egress.
2. Trucker Management Plan to manage the truck drivers using the approved haul routes and maintain the agreed-upon distribution of truck traffic between Newhall Drive and Brokaw Road.
3. Traffic Contingency Plan in coordination with the City of San José and City of Santa Clara to outline lines of communication and processes to address hauling activities when Newhall/Coleman or Brokaw/Coleman intersection are blocked due to unforeseen events.

Early construction activities will require a mix of single-shift, double-shift, and Saturday work. Single-shift construction activities will be up to 12 hours, from 6 AM to 6 PM, starting in mid-2023 through the duration of this phase of the Project in early 2025. Early construction activities requiring a 22-hour double-shift, from 6 AM to 4 AM, are anticipated to start in mid- to late-2023 through early 2025. Specific construction activities require a 22-hour double-shift truck hauling schedule to deliver continuous concrete that is required for the concrete pours for construction of the West Portal and tunnel boring machine shaft, which are anticipated to start in mid- to late-2023 for 15 months. See **Attachment 1** - VTA/BART Phase 2 – Construction and Transportation Mitigation Plan (CTMP) West Portal Early Works Summary - for a complete summary of the CP2 CTMP for early works at the West Portal. See **Attachment 2** - Contract Package 2 (CP2) Specific Construction Transportation Management Plan (CTMP) for West Portal Early Works for the complete document.

Concurrent to and following CTMP development, construction screening and signage is also in development in collaboration with Project stakeholders such as Downtown West. Screening will allow for Project work individuality while also creating cohesion in signage across local construction projects.

EVALUATION AND FOLLOW-UP

This is the first of multiple contract-specific CTMPs. Every contract-specific CTMP will involve stakeholder engagement. In the coming months and years the following contract-specific CTMPs are anticipated to be developed:

- CP2 CTMPs for early works and major construction at the San José stations
- CP2 CTMP for major construction at the West Portal
- CP2 CTMP for early works and major construction at the East Portal
- Contract Package 4 Stations Contract Package CTMP for major construction at the San José stations

The Project team will continue to coordinate with the City, contractors, the community, and other stakeholders to prepare additional contract-specific CTMPs for each of the contract packages as contractors are brought on board. The City of San José will have the opportunity to review and approve each CTMP.

The development of the CP2 CTMP for early works and major construction at the San José stations has already begun. VTA and Kiewit Shea Traylor have continued coordination with the City, the San José Sharks, SAP Center, and other stakeholders in preparation for construction.

Based on the guidance in each CTMP, the contractors will develop traffic control plans to include site-specific requirements for traffic control devices, lane closures, detour plans, alternate access routes, signage, closure notifications, and staging and parking maps, among others. The traffic control plans will be reviewed and approved by City staff before implementation.

COST SUMMARY/IMPLICATIONS

VTA's current estimated cost of the Phase II Project is approximately \$9.318 billion, and the overall Project will be managed by VTA. City staff costs incurred for direct support of the Project will be reimbursed by VTA. Budget for staff costs of \$233,000 is included in the 2022-2023 Capital Budget in the Building and Structure Construction Tax Fund (\$133,000) and Construction Excise Tax Fund (\$100,000), and staff costs over the next five years of \$1.2 million is recommended as part of the 2024-2028 Proposed Traffic Capital Improvement Program in the Building and Structure Construction Tax Fund (\$680,000) and the Construction Excise Tax Fund (\$500,000). In addition to the BART infrastructure, the Project will construct new and modified City infrastructure, such as sidewalks and above- and below-ground facilities, that will be returned to the City for maintenance at the completion of the Project. The addition and modifications to City infrastructure is not expected to have a significant effect on the City's ongoing maintenance and operations costs and will be evaluated as part of a future budget process.

COORDINATION

This item has been coordinated with the City Attorney's Office, City Manager's Budget Office, and the Department of Transportation.

PUBLIC OUTREACH

This memorandum will be posted on the City's Council Agenda website for the May 23, 2023 City Council meeting. The Project regularly conducts public outreach and engagement activities to ensure that local stakeholders and community members are kept up to date on the Project. This

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is done through various tabling events, meetings with local stakeholders, quarterly community working group meetings, and the distribution of electronic communications (e.g., email blasts, electronic newsletters, social media, and blog posts) for Project milestones. VTA hosted in-person and virtual public meetings, on March 15, 2023 and March 16, 2023, for the community to learn about the early construction activities and ask questions. In addition, VTA engaged with stakeholders whose local street network would be most affected by Project haul routes, including the San José Earthquakes and PayPal Park.

COMMISSION RECOMMENDATION AND INPUT

No commission recommendation or input is associated with this action.

CEQA

File No. ER21-065, Supplemental Environmental Impact Statement and Subsequent Environmental Impact Report for the Santa Clara Valley Transportation Authority's BART Silicon Valley Phase II Extension Project.

PUBLIC SUBSIDY REPORTING

This item does not include a public subsidy as defined in section 53083 or 53083.1 of the California Government Code or the City's Open Government Resolution.

/s/

MATT LOESCH
Acting Director of Public Works

For questions, please contact J. Guevara, Deputy Director of Public Works, at (408) 807-1801.

Attachments:

Attachment 1: Construction Transportation Mitigation Plan (CTMP) West Portal Early Works Summary

Attachment 2: Contract Package 2 (CP2) Specific Construction Transportation Management Plan (CTMP) for West Portal Early Works

**VTA/BART Phase 2 – Construction and Transportation Mitigation Plan (CTMP)
West Portal Early Works Summary**

Table: Proposed Work and Haul Hours

Early Work Activities	Single Shift	Double Shift	Work Hours	Haul Hours
Stage 1 – Site Grading (Beginning Summer 2023, 6 Months)				
Site grading	X		6AM – 6PM	6AM – 4PM
Stage 2 – Site Development (Beginning Summer 2023, 9 Months)				
Construction of site roads	X		6AM – 6PM	6AM – 4PM
Installation of site offices	X		6AM – 6PM	6AM – 4PM
Stage 3 – Precast Plant and TBM Segment Storage Area (Beginning Summer 2023, 13 Months)				
Construction of precast plant	X		6AM – 6PM	6AM – 4PM
Stage 4 – TBM Shaft and Muck Bin Excavation (Beginning Fall 2023, 17 Months)				
Muck bin excavation	X		6AM – 6PM	6AM – 4PM
Support of excavation – slurry walls		X	6AM – 4AM	6AM – 4AM
TBM shaft and ramp excavation		X	6AM – 4AM	6AM – 4AM
TBM shaft concrete pour		X	6AM – 4AM	6AM – 4AM
TBM supporting facilities	X		6AM – 6PM	6AM – 4PM
TBM assembly		X	6AM – 4AM	6AM – 4PM
Start production of the precast plant		X	6AM – 11PM	6AM – 4PM
Construction of interior concrete build-out area and equipment foundations	X		6AM – 6PM	6AM – 4PM
Construction of grout plant	X		6AM – 6PM	6AM – 4PM

- Standard City of San Jose Work Hours: 7 AM- 7 PM Mon-Fri, 9 AM-5 PM Sat
- Standard City of San Jose Work Hours: 7 AM- 7 PM Mon-Fri, 9 AM-5 PM Sat

Figure: Haul Routes Weekdays and Saturdays

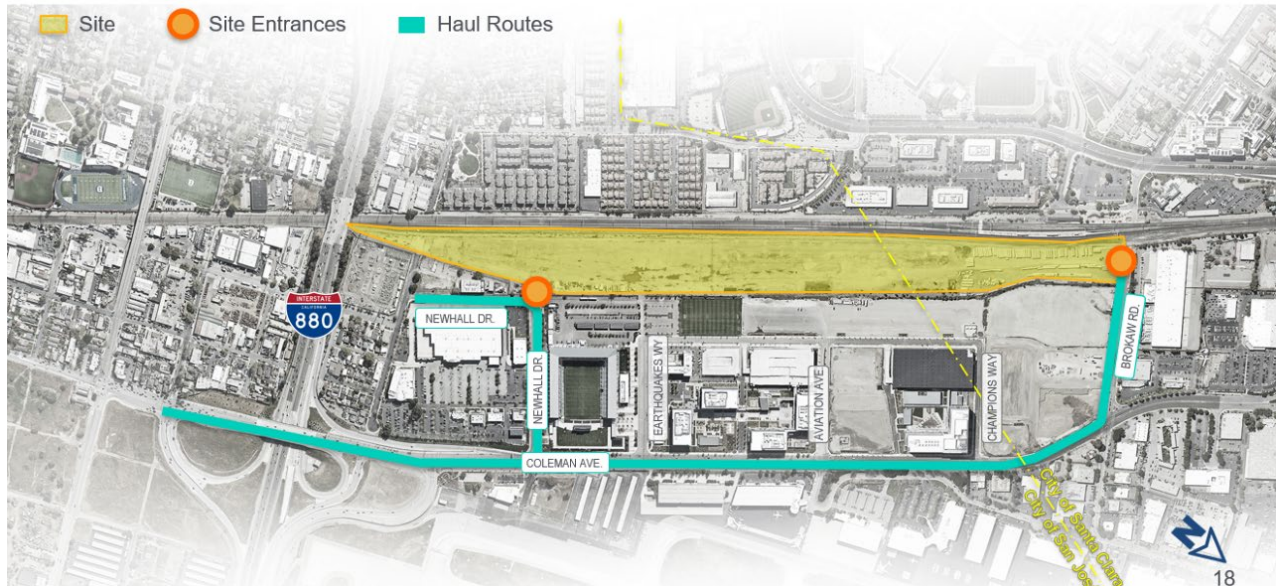


Table: Non- Event Day Truck Trip Distributions on Newhall versus Brokaw

	Route Split	City of San Jose	City of Santa Clara
Monday-Friday Hauling	75% on Newhall Dr		
	25% on Brokaw Rd		
Saturday Hauling	90% on Newhall Dr	Newhall Drive intersection will require traffic mitigation on PayPal event days	
	10% on Brokaw Rd		Minimize truck hauling on Saturdays, due to high traffic coming from Costco

- KST is proposing to develop a “Traffic Contingency Plan” with both cities which will detail the lines of communication and processes that would be followed in case either the intersection at Brokaw or at Newhall Drive are blocked due to unforeseen circumstances.
- City of San Jose requests more specific language for details on the processes for emergency situations.

PayPal Event Management Plan and Earthquakes Coordination

- The project will develop a PayPal Event Management Plan in coordination with PayPal/Earthquakes and the cities of San Jose and Santa Clara.
 - The plan will address truck hauling on event days and must be in place prior to double shift starting.
 - Paypal/Earthquakes has requested that if hauling must happen on an event day, avoid hauling during the 2 hours before event start and 1.5 hours after event ends.
- Detour routes are not anticipated for early construction activities for West Portal
 - No sidewalk, shoulder, or permanent lane closure. Potential temporary lane closures for utility installation (lasting from a few hours to a couple of days)
- VTA is exploring possibly providing additional bus/transportation during event days to help alleviate traffic with public transit options