Midpeninsula Regional
Open Space District

R-19-144
Meeting 19-28
November 13, 2019

AGENDA ITEM 4

AGENDA ITEM

Change order approval and approval of an Addendum to the Project Initial Study/Mitigated Negative Declaration for the Ravenswood Bay Trail Connection Project located at Ravenswood Open Space Preserve for additional trail paving work.

GENERAL MANAGER'S RECOMMENDATIONS

1. Adopt a Resolution approving an Addendum to the 2016 Initial Study and Mitigated Negative Declaration in accordance with the California Environmental Quality Act.

2. Authorize a contract change order in the amount of $301,318 with Granite Rock Company of Watsonville, California to pave additional segments of the Bay Trail as part of the Ravenswood Bay Trail Connection Project.

3. Authorize an approximate 10% construction contingency of $30,000 to cover unforeseen conditions related to the paving effort, for a not-to-exceed total contract amount of $4,382,474.

SUMMARY

The Midpeninsula Regional Open Space District's (District) Board of Directors (Board) awarded a construction contract to Granite Rock Company (Graniterock) for the Ravenswood Bay Trail Connection Project (Project) for a total not-to-exceed amount of $4,051,156 in July 2019. The General Manager recommends increasing the amount of the contract with Graniterock by $301,318 to improve additional trail segments and authorizing an approximate 10% construction contingency of $30,000, for a new, not-to-exceed total contract amount of $4,382,474.

The proposed additional trail paving work is located on the existing levee trail within Ravenswood Open Space Preserve (Preserve), adjacent to the Project. An addendum to the Project's approved Initial Study and Mitigated Negative Declaration ("IS/MND") was prepared to analyze the impacts of the additional work as well as a modified construction method for bridge abutment installation. The addendum finds that these minor changes do not alter any of the conclusions of the 2016 IS/MND.

There are sufficient funds in Measure AA Portfolio 02 (Regional: Bayfront Habitat Protection and Public Access Partnerships) to cover Measure AA reimbursement for the proposed change order. However, the adopted project budget for fiscal year ending June 20, 2020 (FY20) is insufficient to cover the recommended action. Since groundbreaking in early September 2019, construction work has moved more quickly than originally anticipated. As a result, staff expect a need to shift projected FY21 expenditures into the current fiscal year. Staff is tracking

expenditures to determine whether to recommend a corresponding budget adjustment as part of the next quarterly budget review to accommodate an accelerated project schedule. Sufficient funds are anticipated to be available next fiscal year to complete the work and close the contract.

DISCUSSION

The Board awarded a construction contract to Graniterock for the Ravenswood Bay Trail Connection Project (R-19-107) in July 2019. The Project will construct 1.3 miles of Bay Trail, including re-paving a portion of the Preserve levee trail. This portion of work is tightly permitted through Bay Communities Development Commission (BCDC), US Fish and Wildlife Service (USFWS), and US Army Corps of Engineers (USACE). Construction work is seasonally restricted and must be completed between September 01 and January 31.

In May 2019, the Board approved an ADA Self-Evaluation and Transition Plan Update (R-19-38), which evaluated each preserve and identified physical barriers limiting accessibility. At the Ravenswood Open Space Preserve, barriers such as cross slopes over 2% and tread obstacles were identified along the existing easy-access levee trail. Some of these barriers exist within the limits of the Project area and will be removed through the scope of construction. Other areas are outside the limits of work and are recommended herein to be added to the scope of construction for the following reasons:

- An economy of scale is achieved by expanding the current contracted paving activities;
- No additional mobilization or temporary access costs are required;
- Completing this work now will minimize future impacts to sensitive habitats and species;
- No additional Preserve closures are required;
- Permitting the additional work is streamlined by amending the existing permits; and
- This work will improve long-term maintenance and operational efficiencies.

The additional scope of work for the Project is to resurface an 8 foot wide trail, 2,641 linear feet to the north of the contracted work and 653 linear feet to the south of the contracted work. The scope is to pulverize the existing asphalt, re-construct the base, and install new asphalt capable of supporting pedestrians, bicycles, and maintenance vehicles. With the additional work, the entire levee trail that surrounds Cooley Marsh will be improved as an easy access trail that meets Architectural Barriers Act (ABA) standards.

The 10% contingency funds will be reserved for unforeseen conditions that may arise during construction, such as subgrade stabilization due to the saturated marsh soils. The work area overlaps with the access route for the restoration project, and both need to be completed prior to January 31. Given this limitation, there is a possibility that Graniterock may need to work off-hour shifts, work in a non-linear manner, or otherwise provide temporary access to the restoration contractor which could result in additional costs.

FISCAL IMPACT

There are sufficient funds in Measure AA Portfolio 02 (Regional: Bayfront Habitat Protection and Public Access Partnerships) to cover the recommended action. However, the adopted FY20 project budget may be insufficient to cover the recommended action and expenditures if the construction continues on an accelerated schedule. The table below outlines the project budget and fiscal impact of the recommendation, including when expenditures are expected to occur.

Ravenswood Bay Trail Design and Implementation MAA02-002	**Prior Year Actuals**	**FY20 Adopted**	**FY21 Projected**	**Estimated Future Years**	**TOTAL**
District Funded (Fund 30):	$894,791	$551,849	$828,207	$0	**$2,274,847**
Grant Amount:	$512,374	$1,424,911	$818,043	$0	**$2,755,328**
Total Budget:	**$1,407,165**	**$1,976,760**	**$1,646,250**	**$0**	**$5,030,175**
Spent-to-Date (as of 10/14/2019):	($1,407,165)	($139,913)	$0	$0	**($1,547,078)**
Encumbrances:	$0	($4,094,911)	$0	$0	**($4,094,911)**
Graniterock Change Order:	$0	($301,318)	$0	$0	**($301,318)**
10% Contingency:	$0	($30,000)	$0	$0	**($30,000)**
Budget Remaining ** (Proposed):	**$0**	**($2,589,382)**	**$1,646,250**	**$0**	**($943,132)**

** This project is progressing faster than contemplated in the Spring of 2019 when the budget was prepared and allocated over the two fiscal years. The budget overage in FY20 and the budget surplus in FY21 will be adjusted at the Q2 Budget Review in January 2020, as will the total budget overage of 943,132. Additional funding sources for this project are anticipated to include a $750,000 mitigation grant from the San Francisco Bay Conservation and Development Commission (BCDC) that is in progress, which is not included in the Grant Amount in the table above.

The following table outlines the Measure AA Portfolio 02 (Regional: Bayfront Habitat Protection and Public Access Partnerships) allocation, costs-to-date, and the fiscal impact related to the Ravenswood Bay Trail Design and Implementation project MAA02-002. Staff anticipates recommending that the remaining project balance of approximately $200,000 come from the MAA02 Portfolio Balance Remaining (identified below).

MAA02 Portfolio Allocation:	**$5,052,000**
Grants and Donations Awarded:	$2,755,328
Life-to-Date Spent (as of 10/14/2019):	($2,242,967)
Encumbrances:	($4,118,441)
Graniterock Change Order including contingency:	($331,318)
Portfolio Balance Remaining (Proposed):	**$1,114,602**

BOARD COMMITTEE REVIEW

No Committee review has occurred for the recommended contract amendment.

PUBLIC NOTICE

Public notice was provided as required by the Brown Act.

CEQA COMPLIANCE

The Project was evaluated in a Mitigated Negative Declaration and Initial Study (IS/MND), adopted by the Board on November 16, 2016 (R-16-146). An addendum to the IS/MND (Exhibit A to the resolution) was prepared to evaluate the potential impacts of (1) repaving the additional linear feet of existing Bay Trail and pedestrian access path, and (2) modifying the bridge abutment installation method. Pursuant to section 15164 of the CEQA Guidelines, the differences between the approved Project described in the 2016 IS/MND and the modification of the Project as currently proposed and described in the addendum are minor, and the addendum provides sufficient environmental documentation of the changes to the Project. The addendum finds that these minor additions and technical changes to the Project do not alter any of the conclusions of the 2016 IS/MND. No significant environmental effects or a substantial increase in the severity of previously identified significant effects would result. The additions also would not affect any of the mitigation measures, including their feasibility or implementation.

NEXT STEPS

If approved, the General Manager will authorize the change order directing Graniterock to resurface the additional segments of trail as part of the Ravenswood Bay Trail Connection Project. All paving within the Preserve will be completed by January 31, 2020.

Attachments:

1. Resolution Adopting the Addendum to the Mitigated Negative Declaration
2. Project Site Map

Responsible Department Head:
Scott Reeves, Engineering & Construction Acting Department Manager

Prepared by:
Scott Reeves, Engineering & Construction Acting Department Manager

RESOLUTION NO. 19-__

RESOLUTION OF THE BOARD OF DIRECTORS OF THE MIDPENINSULA REGIONAL OPEN SPACE DISTRICT APPROVING AN ADDENDUM TO THE MITIGATED NEGATIVE DECLARATION FOR THE RAVENSWOOD BAY TRAIL CONNECTION PROJECT AND APPROVING MINOR PROJECT MODIFICATIONS

WHEREAS, pursuant to the California Environmental Quality Act (Public Resources Code § 21000 *et seq.*) ("CEQA"), the Midpeninsula Regional Open Space District (the "District") is the lead agency for environmental review of the Ravenswood Bay Trail Connection Project (the "Project"); and

WHEREAS, on November 16, 2016, the Board of Directors of the District (the "Board") adopted the Initial Study/Mitigated Negative Declaration ("IS/MND") for the Project by approving Resolution No. 16-59; and

WHEREAS, subsequent to the adoption of the IS/MND and approval of the Project, the District identified certain minor modifications to the Project, including additional areas of trail resurfacing and a specific method for constructing bridge abutments (the "Project Modifications"); and

WHEREAS, the Project Modifications are desirable to the District because they will: 1) enhance the District's ability to fulfill the goals of the Project, which is to establish an environmentally sustainable visitor destination that aligns with the District's mission by balancing public access for people of all abilities with environmental restoration; and 2) construct bridge abutments in a manner which is as environmentally sensitive as possible, a previously-identified component of the Project, with an impact hammer with a kinetic dampening compound rather than a vibratory hammer; and

WHEREAS, the District has prepared an Addendum to the IS/MND in accordance with CEQA section 21166 and CEQA Guidelines section 15164 to describe the Modifications, which is attached hereto and incorporated herein by this reference (the "Addendum"); and

WHEREAS, the Project Modifications constitute minor technical changes and would not alter any of the conclusions, or result in new significant impacts to the environment, there is no substantial increase in the severity of previously identified significant impacts, and no new mitigation measures are required.

NOW, THEREFORE, BE IT RESOLVED AND APPROVED by the Board of Directors as follows:

1. The Addendum to the IS/MND fully describes the proposed minor changes to the Project and has been prepared in compliance with CEQA (Cal. Public Resources Code section 21000 et seq.) and the CEQA Guidelines (Cal. Code of Regs. section 15000 et seq.)
2. The Addendum reflects the Board of Directors' independent judgment and analysis.

3. In accordance with CEQA Guidelines section 15164, the Addendum, considered together with the IS/MND, adequately addresses the potential environmental impacts associated with the Project Modifications.
4. The documents and other materials constituting the administrative record of the proceedings upon which the Board's decision is based are located at the Midpeninsula Regional Open Space District, Administration Office, 330 Distel Circle, Los Altos, CA 94022.
5. The Addendum is hereby approved by the Board and shall be considered a part of the District's environmental review of the Project.

* *

PASSED AND ADOPTED by the Board of Directors of the Midpeninsula Regional Open Space District on _____, 2019, at a Regular Meeting thereof, by the following vote:

AYES:
NOES:
ABSTAIN:
ABSENT:

ATTEST:

Secretary
Board of Directors

APPROVED:

President
Board of Directors

APPROVED AS TO FORM:

General Counsel

I, the District Clerk of the Midpeninsula Regional Open Space District, hereby certify that the above is a true and correct copy of a resolution duly adopted by the Board of Directors of the Midpeninsula Regional Open Space District by the above vote at a meeting thereof duly held and called on the above day.

District Clerk

Exhibit A: Addendum to the Initial Study/Mitigated Negative Declaration for the Ravenswood Bay Trail Connection Project

Addendum to the Initial Study / Mitigated Negative Declaration

Bay Trail Connection at Ravenswood Open Space Preserve

SCH# 2016092070

Exhibit A

Exhibit A

Addendum to the Initial Study / Mitigated Negative Declaration

Bay Trail Connection at Ravenswood Open Space Preserve

SCH# 2016092070

LEAD AGENCY:

Midpeninsula Regional Open Space District
330 Distel Circle
Los Altos, CA 94022

Contact: Gretchen Laustsen, Planner III
Phone: 650.691.1200
Fax: 650.691.0485

November 13, 2019

Exhibit A

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ACRONYMS AND ABBREVIATIONS

ADA	Americans with Disabilities Act
Bay Trail	San Francisco Bay Trail
BAAQMD	Bay Area Air Quality Management District
CEQA	California Environmental Quality Act
District	Midpeninsula Regional Open Space District
IS/MND	Initial Study / Mitigated Negative Declaration
MROSD	Midpeninsula Regional Open Space District
NPDES	National Pollutant Discharge Elimination System
Ravenswood OSP	Ravenswood Open Space Preserve
SFPUC	San Francisco Public Utilities Commission

1 BAY TRAIL CONNECTION AT RAVENSWOOD OPEN SPACE PRESERVE OVERVIEW

1.1 PURPOSE OF THIS DOCUMENT

In November 2016, the Midpeninsula Regional Open Space District (District, MROSD) Board of Directors adopted the Initial Study and Mitigated Negative Declaration (IS/MND) (State Clearinghouse No. 2016092070) for the Bay Trail Connection Project At Ravenswood Open Space Preserve (herein referred to as the 2016 ISMND). The 2016 IS/MND analyzed a proposed project that included:

1. Transfer of a public trail easement from the San Francisco Public Utilities Commission (SFPUC) property to the Midpeninsula Regional Open Space District (MROSD).
2. MROSD's adoption of a Preliminary Use and Management Plan for the trail easement.
3. Potential future transfer of the public trail easement from MROSD to another public agency.
4. Design, permitting, and construction of the new San Francisco Bay Trail (Bay Trail) segment.
5. Operation of the new Bay Trail segment with extended trail use hours for Bay Trail commuters (5:00 a.m. to 10 p.m.).
6. Maintenance of the new Bay Trail segment.
7. Resurfacing of the existing Bay Trail segment in Ravenswood Open Space Preserve.

The District's proposed modifications to the previously approved project includes repaving of additional existing Bay Trail segments in Ravenswood Open Space Preserve, repaving of the existing asphalt pedestrian access route from the existing parking area to the existing pedestrian bridge along Bay Road, modifying the bridge abutment construction method, and correcting a clerical error to mitigation measure BIO-1.5. Refer to Section 3 of this addendum for a more detailed description of these proposed project modifications. The project purpose identified in Section 1.0, page 2, of the 2016 IS/MND remain unchanged.

The purpose of this proposed Addendum is to consider whether these modifications to the project would result in the need for additional analysis under CEQA (Public Resources Code, section 21166; CEQA Guidelines, sections 15162, 15164).

As demonstrated in Section 4 below, the project modifications do not meet any of the criteria listed in section 15162 of the CEQA Guidelines (as described in Section 2 below). This means the modifications would not (1) result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects due to substantial changes to the project; (2) result in significant environmental effects or a substantial increase in the severity of previously identified significant effects due to substantial changes with respect to the circumstances under which the project is undertaken; or (3): affect approved mitigation measures, requiring new mitigation measures or alter their feasibility or implementation.

Therefore, pursuant to section 15164 of the CEQA Guidelines, the differences between the approved project described in the 2016 IS/MND and the refined elements of the project as they are currently proposed are considered minor technical changes and additions. For these reasons, an addendum to the 2016 IS/MND is the appropriate mechanism to address modifications to the project.

This document concludes that the proposed expansion of repaving of the existing Bay Trail and the existing pedestrian access path, the modification to the bridge abutment installation method, or the clerical correction to mitigation measure BIO-1.5 would not alter any of the conclusions of the 2016 IS/MND. As

mentioned above, none of the conditions listed in section 15162 of the CEQA Guidelines exist for the project modification described herein. Therefore, pursuant to section 15164 of the CEQA Guidelines, the differences between the approved project described in the 2016 IS/MND and the modification of the project as currently proposed and described in this addendum are minor and this addendum provides sufficient environmental documentation.

1.2 PROJECT HISTORY

In 1989, the Association of Bay Area Governments (ABAG) adopted the Bay Trail Plan. The Plan set forth the route and policies for the development of the San Francisco Bay Trail, a 500-mile shoreline walking and bicycling path that will one day encircle the Bay. The Bay Trail provides accessible recreational opportunities for outdoor enthusiasts, including hikers, joggers, bicyclists, and skaters. It also has important transportation benefits, providing a commute alternative for cyclists including a bicycle crossing of the Dumbarton Bridge.

ABAG's San Francisco Bay Trail Project Gap Analysis Study identifies the Ravenswood Bay Trail gap (Segment 2092) as a short missing link in the Bay Trail on the San Francisco Peninsula. This missing link is located between the existing on-street bicycle lane on University Avenue and the existing unpaved multipurpose trail in the MROSD's Ravenswood Open Space Preserve. In 2005, the Bay Trail Feasibility Study was prepared by the City of Menlo Park to compare several trail alignment alternatives for completing this trail gap. After considering community and regulatory agency feedback, the final feasibility study proposed a Preferred Plan that showed the trail traversing a roughly 0.5-mile long narrow corridor owned by the SFPUC between the Dumbarton rail line and the City of East Palo Alto's University Village neighborhood.

In September 2012, the City of East Palo Alto approved the Ravenswood/4 Corners Transit-Oriented Development (TOD) Specific Plan and certified the accompanying Environmental Impact Report (EIR) (East Palo Alto 2012). This Specific Plan includes phased implementation of a future two-lane road and pedestrian/bicycle trail from University Avenue to connect eastward to the Bay Trail. The first phase includes the trail only, and the second phase includes the trail and road. The EIR stated that project level environmental review of the loop road would be required during the design phases of the project. The proposed trail project evaluated in the projects approved IS/MND tiered off of the Specific Plan EIR.

Mitigation measures from the Specific Plan EIR were incorporated into the approved IS/MND, as applicable. SFPUC completed the construction of the Hetch Hetchy Bay Pipeline Tunnel (SFPUC 2009) north of the Ravenswood/4 Corners TOD Specific Plan loop road. The pipeline alignment passes underneath Ravenswood Open Space Preserve, requiring an easement from MROSD, which was granted on January 31, 2011. In exchange, MROSD obtained an open space easement on the SFPUC parcel, where the preferred route of the Bay Trail was identified in the 2005 Bay Trail Feasibility Study. This easement served as a temporary placeholder for a future trail easement while MROSD and the SFPUC evaluated the feasibility of creating a trail easement over a portion of the open space easement for purposes of providing a public access trail. Following an extensive planning effort, which included the evaluation of current land use constraints, sensitive biological resources, construction techniques, and regulatory requirements, resulted in a consensus between MROSD, the Cities of Menlo Park and East Palo Alto, SFPUC, and community stakeholders on a conceptual Bay Trail route.

In November 2016, the MROSD Board of Directors approved the conceptual trail alignment, adopted the Project's Initial Study / Mitigated Negative Declaration (R-16-146) and adopted a resolution to accept the public trail easement from the SFPUC. The public trail easement was recorded in March 2018. Construction plans were completed in May 2019 and all project permits were secured in August 2019.

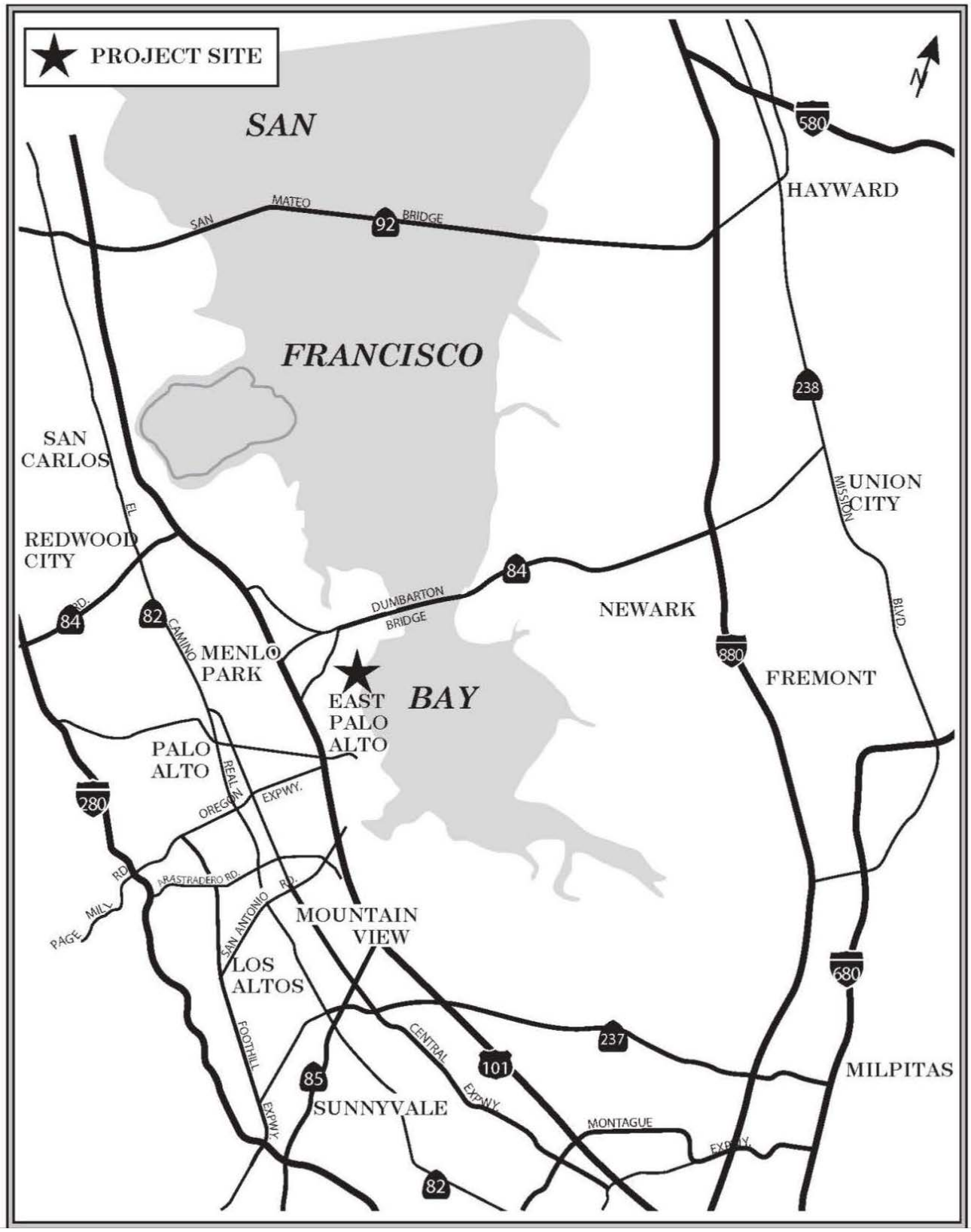


Exhibit 1 Regional Map

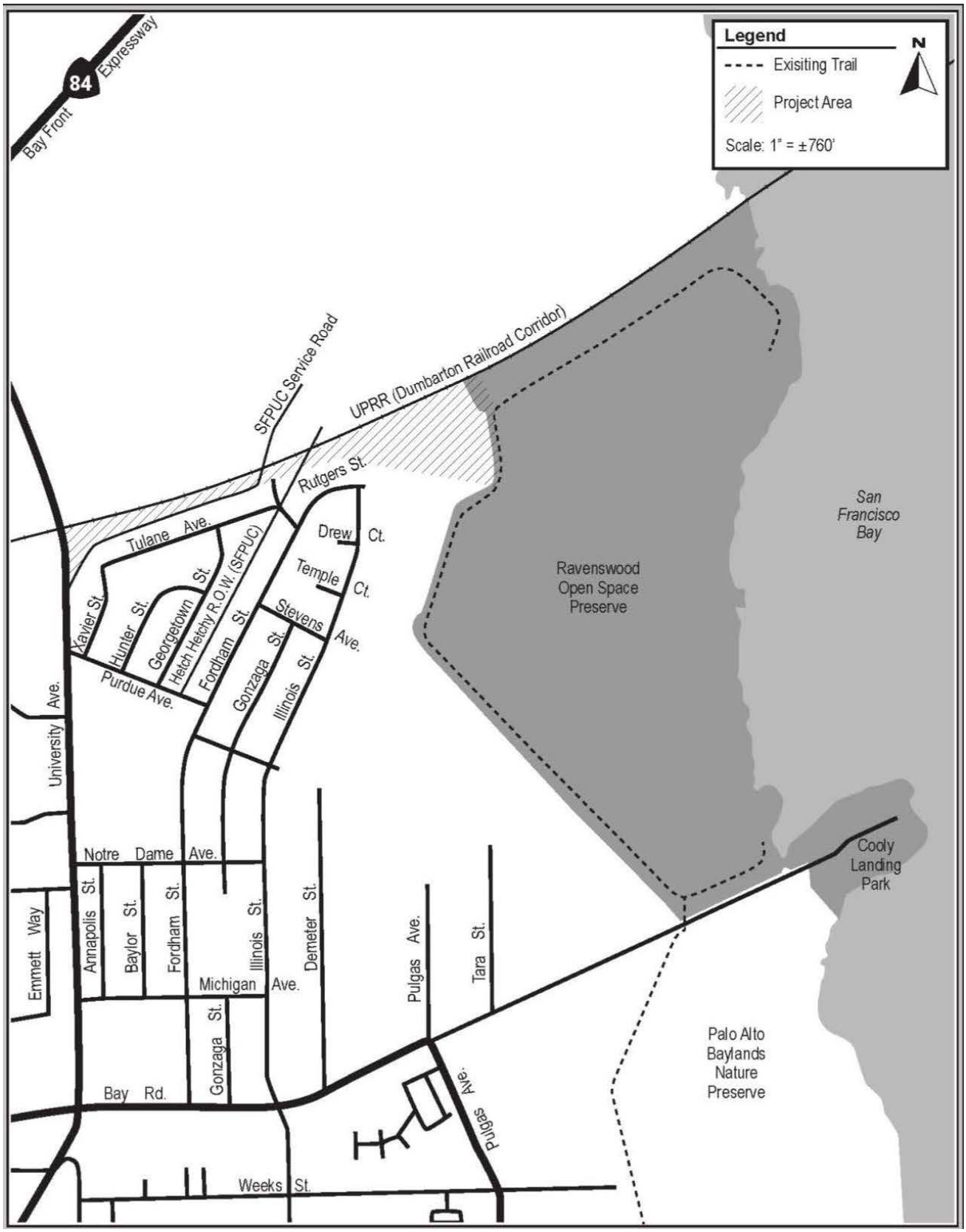


Exhibit 2 **Vicinity Map**

Exhibit A

2 CEQA GUIDANCE REGARDING PREPARATION OF AN ADDENDUM TO THE IS/MND

Section 15162 (a) of the CEQA Guidelines provides that when a negative declaration has been adopted for a project, no subsequent negative declaration shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in light of the whole record, that one or more of the following conditions is met:

(1) substantial changes are proposed in the project which will require major revisions of the previous negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

(2) substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or

(3) new information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous negative declaration was adopted, shows any of the following:

   (A) the project will have one or more significant effects not discussed in the previous negative declaration;

   (B) significant effects previously examined will be substantially more severe than shown in the previous negative declaration;

   (C) mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measures or alternatives; or

   (D) mitigation measures or alternatives which are considerably different from those analyzed in the previous negative declaration would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measures or alternatives.

Section 15164 of the CEQA Guidelines states that a lead agency or a responsible agency shall prepare an addendum to a previously adopted IS/MND if some changes or additions are necessary, but none of the conditions described above in section 15162(a), calling for preparation of a subsequent negative declaration, have occurred.

CEQA allows lead and subsequent responsible agencies issuing additional discretionary approvals for a project to restrict their review of modifications to a previously approved project to the incremental effects associated with the proposed modifications, compared against the anticipated effects of the previously approved project at build-out. In other words, if the project under review constitutes a modification of a previously approved project which was subject to prior final environmental review, the “baseline” for purposes of CEQA is adjusted such that the originally approved project is assumed to exist.

The District is proposing only minor modifications to the approved project; these changes are described in Section 3 of this addendum. As demonstrated in detail below, the project modifications do not meet any of the criteria listed in section 15162 that would require a subsequent IS/MND. First, the modifications would not result in any new significant environmental effects or a substantial increase in severity of previously evaluated significant effects that result from either a substantial change to the project or changes to the project circumstances. Second, there is no new information of substantial importance since certification of the 2016 IS/MND that shows the modifications will have new significant effects or more severe previously

evaluated effects. Finally, no mitigation measures in the 2016 IS/MND will be altered, and no new mitigation measures will be required. Therefore, pursuant to section 15164 of the CEQA Guidelines, the differences between the approved project described in the 2016 IS/MND and the refined elements of the project, as they are currently proposed, are minor technical changes. Furthermore, the 2016 IS/MND and associated mitigation monitoring and reporting program remain valid for mitigating the identified potentially significant impacts that would result from implementation of the project, including the proposed modifications. For these reasons, an addendum to the 2016 IS/MND is the appropriate mechanism to address modifications to the project.

3 DESCRIPTION OF PROPOSED PROJECT MODIFICATIONS

The District's proposed modifications to the previously approved project include repaving of additional existing segments of the Bay Trail, repaving of the existing asphalt pedestrian access route that connects the existing parking area to the existing pedestrian bridge along Bay Road, modifying the bridge abutment construction method from vibratory installation to impact driver installation, and correcting a clerical error to mitigation measure BIO-1.5. More specifically, the project includes 1) repaving 2,641 linear feet of existing trail to the north of the approved project work and 653 linear feet to the south of the approved project work, and repaving 800 linear feet of an existing pedestrian access route adjacent to the approved project area; 2) modifying the bridge abutment installation method and equipment from a vibratory hammer to an impact driver; and 3) correcting a clerical error in mitigation measure BIO-1.5 to more accurately reflect the construction equipment described in the Project Description of the 2016 IS/MND.

The purpose of this proposed Addendum is to consider whether these modifications to the project would result in the need for additional analysis under CEQA (Public Resources Code, section 21166; CEQA Guidelines, sections 15162, 15164). The following provides a description of each proposed modification to the previously approved project.

3.1 PEDESTRIAN TRAIL AND ACCESS ROUTE REPAVING

The proposed project changes include repaving of additional segments of the Bay Trail and repaving of an existing pedestrian access route. These proposed changes will remove barriers to accessibility that were identified during the development of the District's Americans with Disabilities (ADA) Self-Evaluation and Transition Plan Update which was approved by the District's Board of Directors in May 2019. During this planning process, evaluations of each Preserve were conducted and physical barriers limiting accessibility were identified. At the Ravenswood Open Space Preserve (OSP), barriers, such as excessive grades and tread obstacles, were identified along the existing trail and access route from the parking area to the existing bridge. To minimize impacts to sensitive habitats and species, the District proposes to remove these high priority barriers as part of the ongoing construction activities.

The approved project includes paving of approximately 3,600 linear ft (0.7 mile) of the existing Bay Trail that is located along the levee that surrounds the marsh within the Ravenswood OSP. This paving extends south from the new trail alignment's terminus to the southern terminus of the Bay Trail, located on the western perimeter of the Ravenswood OSP marsh. The newly paved trail would be approximately 8 ft wide with 2-ft shoulders on each side and would follow the existing Bay Trail alignment along the top of the levee bank. Resurfacing activities would be restricted to the top of the levee bank avoiding the ruderal levee slope and northern coastal salt marsh habitats in the adjacent areas.

The additional trail segments that the District is proposing to repave include 2,641 linear feet to the north of the approved project area and 653 linear feet to the south of the approved project area. These segments will be improved to the same details and specifications of the approved project. The existing paved pedestrian access route is directly adjacent to Bay Road and connects the existing Ravenswood OSP parking area to the existing pedestrian bridge leading to the levee top trail. The District is proposing to repave an 800 linear foot

section (8-foot width). All necessary permit would be secured prior to initiating the proposed work and applicable permit conditions, jurisdictional requirements and mitigation measures would be followed.

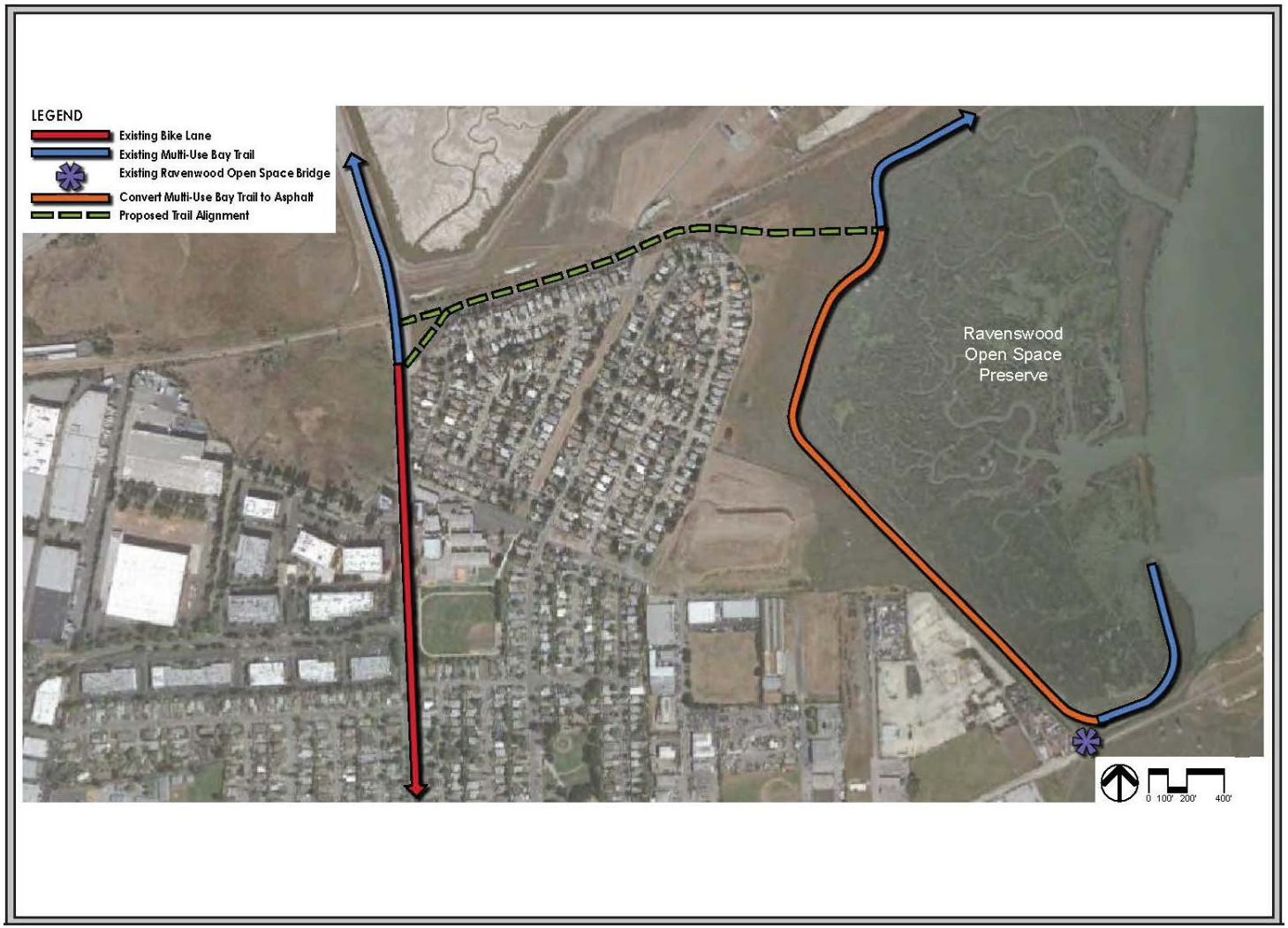
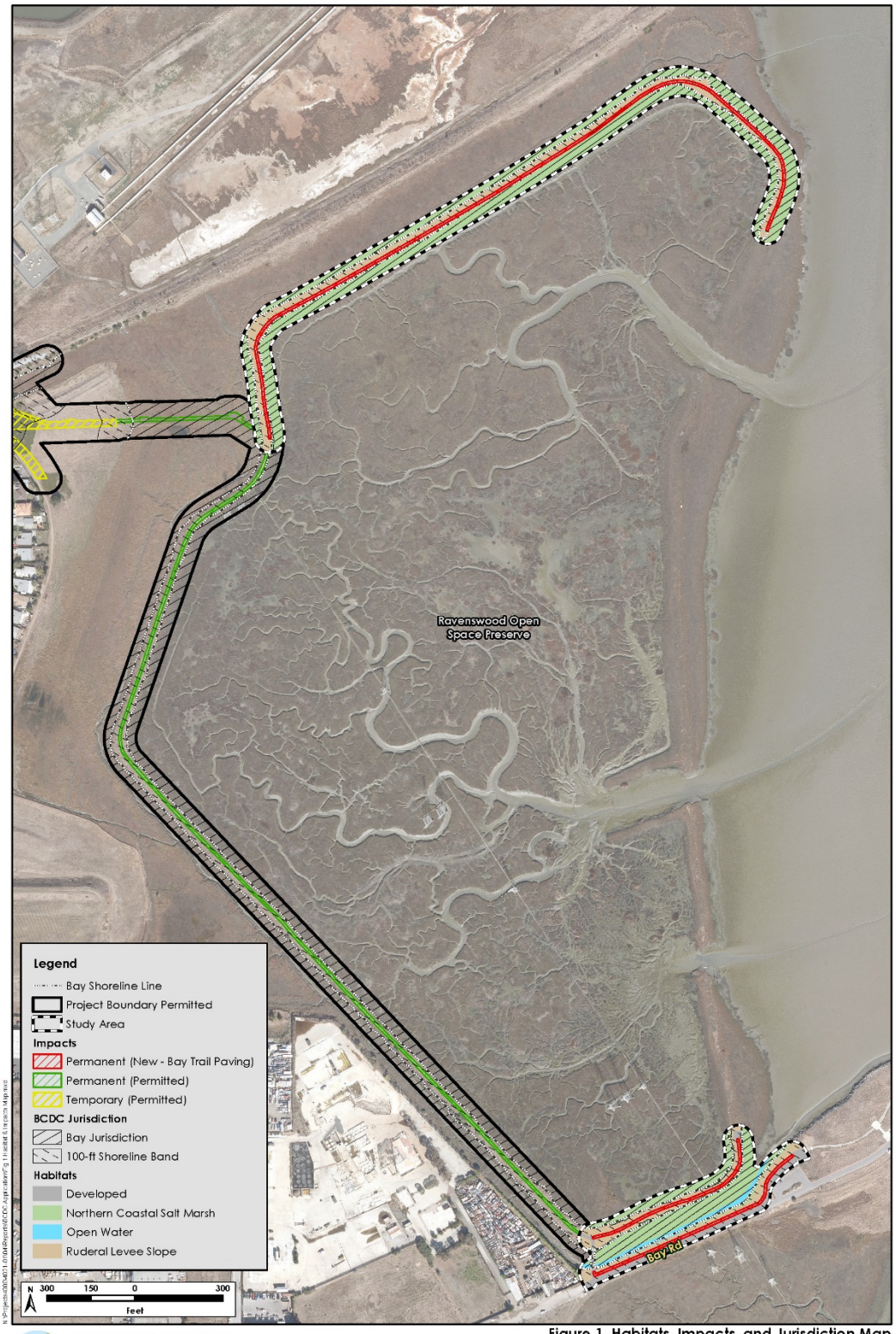


Exhibit 3 Approved Project Area



H. T. HARVEY & ASSOCIATES
Ecological Consultants

Figure 1. Habitats, Impacts, and Jurisdiction Map
Ravenswood Bay Trail Connection at Ravenswood Open Space Preserve
BCDC Application (4031-04)
October 2019

Exhibit 4 Proposed Expanded Project Area

3.2 CONSTRUCTION METHODS AND EQUIPMENT

3.2 a. Subsequent to the award of contract for construction of the approved project, the specified construction method for the bridge abutments was deemed infeasible. The specified vibratory installation, using a vibratory hammer to install concrete bridge piles, is not industry standard because of the probability that the pile would be damaged during installation. This is supported by Caltrans Standard Section 49 which prohibits vibratory installation of concrete piles. Although steel piles are commonly vibrated into place, steel piles would pose a potential risk of corrosion because of the aquatic environment of the project and are therefore not recommended.

The District's proposed project modification replaces the use of the vibratory hammer with an impact driver with a kinetic dampening compound. Noise Impact Assessments provided by the pile driving contractor demonstrate that acoustic levels are comparable between vibratory and dampened impact hammering methods. Both methods are classified as point-source noises, measured in maximum decibel levels (dB). The industry standard benchmark comparison is 50 LF away from the point-source. Vibratory hammering generates 88–100 dB and impact hammering with the kinetic dampening compound generates 60-90dB. The nearest neighbor is approximately 130 LF away, and dampened impact hammering would generate a maximum of 60 dB, equivalent to the 60dB generated by the vibratory hammering. Furthermore, a solid 10 ft tall wall will be constructed to further block sound waves traveling at ground level.

This proposed construction method is consistent with and would be implemented with all applicable mitigation measures.

> MM NOI-1.2: The contractor shall use "new technology" power construction equipment with state-of-the-art noise shielding and muffling devices. All internal combustion engines used on the project site shall be equipped with adequate mufflers and shall be in good mechanical condition to minimize noise created by faulty or poorly maintained engines or other components.
>
> MM NOI-1.3: Stationary noise generating equipment shall be located as far as possible from sensitive receptors.
>
> MM NOI-1.4: Stationary equipment located within 100 feet of existing residential receivers shall be acoustically shielded.

3.2 b The 2016 IS/MND Project Description provides details regarding the equipment that will be used to construct the approved trail project.

> *Trail construction equipment would include a striping machine, road grader, small excavator, skip loader, power auger, weed mower and various hand tools (e.g. power drills, skill saws, and hammer). Bridge segments would be delivered to the construction site using large trucks. Cranes would then be required to place the bridge segment on the support abutments. The boardwalk would be constructed using hand tools and light weight construction equipment.*

Mitigation Measure BIO-1.5, as written in the 2016 IS/MND (see below) provides unclear and inaccurate information as how the project was described to be implemented.

> *MM BIO-1.5: All work associated with the boardwalk (i.e., anchor piers and wood decking) shall be done by hand crews, using hand tools, including hand-held drills and other equipment. Cranes would then be required to place the bridge segments on their supports/abutments.*

To provide clear and accurate construction guidance in accordance with the Project Description of the 2016 IS/MND, the District proposed the following clerical correction to MM BIO-1.5.

> *MM BIO-1.5: All work associated with the boardwalk (i.e., anchor piers and wood decking) shall be done by hand crews, using hand tools~~,~~ (including hand-held drills) and ~~other~~ light weight construction equipment. Cranes would then be required to place the bridge segments on their supports/abutments.*

4 ENVIRONMENTAL CONSEQUENCES OF PROPOSED PROJECT MODIFICATIONS

The purpose of this discussion below is to evaluate the environmental issue areas in terms of any "changed condition" (i.e., changed circumstances, project changes, or new information of substantial importance) resulting from the proposed project modifications that may result in a different environmental impact significance conclusion from the adopted 2016 IS/MND. Each resource issue area is addressed below.

4.1 AESTHETICS

The 2016 IS/MND identified less-than-significant impacts associated with impacts on scenic vistas, damage to scenic resources within a scenic highway corridor, changes in visual character, and impacts from nighttime lighting.

The proposed repaving of additional trail segments would occur within the same general project area and have a similar appearance to the existing trail. Thus, the proposed project would not substantially damage any scenic resources or substantially degrade the existing visual character or quality of the site or its surroundings. The proposed project additions, including the modified installation equipment for the bridge abutments and repaving of additional existing trail segments, would not create a new source of light or glare as the trail would not be lighted.

Based on the above discussion, there are no new significant effects or substantial changes to the environmental evaluation of aesthetic resources provided in the approved 2016 IS/MND that would occur with the implementation of the proposed project modifications. The project modifications evaluated in this addendum are visually consistent with the project as proposed in the 2016 IS/MND and would not generate any new significant impacts related to aesthetics.

4.2 AGRICULTURE AND FORESTRY RESOURCES

As discussed in the 2016 IS/MND the local General Plans and Zoning Districts do not designate the project area for agricultural or salt pond purposes or forest land/timberland. The development of a trail in the project area would not, therefore, result in the loss of agricultural land or forest land/timberland. In addition, the project area is located in an urban area and there are no adjacent properties used for agricultural, salt production pond, or forest land/timberland purposes. The approved project would not result in conversion of off-site farmland or forest land/timberland to urban uses or conflict with any Williamson Act contracts as the proposed project modification includes repaving of existing trails and access routes and would therefore have no impact on these resources and would result in no change to the 2016 IS/MND conclusion.

4.3 AIR QUALITY

The 2016 IS/MND identified potentially significant impacts related to the construction of the proposed trail which could temporarily affect local air quality and increase exposure of sensitive receptors to levels of dust above Bay Area Air Quality Management District (BAAQMD) significance thresholds. As indicated in the 2016 IS/MND, these impacts would be reduced to a less-than-significant impact with implementation of Mitigation Measures MM AIR-1 (BAAQMD best management practices) and would not conflict with any air quality plans.

Proposed modifications would not result in new or more severe impacts because the proposed land uses remain fundamentally the same, and the proposed construction activities and modification are minor and temporary (i.e., additional repaving of the existing trail and access route segments and modification of the bridge abutment construction equipment). Construction and installation of the proposed project modifications, like the approved project, could increase construction-related emissions of fugitive dust and result in exposure of sensitive receptors to fugitive dust emissions however, with the implementation of MM AIR-1 (2016 IS/MND), impacts would be reduced to a less than significant level.

For the reasons described above, no new significant effects or substantial changes to the environmental evaluation of air quality impacts provided in the 2016 IS/MND would occur with implementation of the proposed project modifications.

4.4 BIOLOGICAL RESOURCES

The 2016 IS/MND identified potentially significant impacts related to loss of special-status species (i.e., including special-status mammals, special status or nesting birds, special status plants) during trail construction or other ground-disturbing activities, loss of riparian habitat, other sensitive natural community, federally protected wetlands, or fill of Waters of the U.S. during trail construction. These impacts would be reduced to a less-than-significant impact with implementation of Mitigation Measure BIO-1.1 through 1.8, BIO-2.1 through 2.6, BIO-3.1, BIO-4.1 through 4.2, and BIO-5.1 through 5.7. The 2016 ISMND identified a less-than-significant impact associated with effects of increased recreation on native species and interference with wildlife movement and no impact related to conflict with local policies, ordinances or an approved habitat conservation plan.

The project modifications would not increase the potential for impacts to biological resources because the potential for land disturbances associated with the construction activities remain within the proposed areas analyzed in the 2016 IS/MND or within adjacent disturbed areas (existing Bay Trail segments and existing access routes to the north and south of approved project area). With implementation of all appropriate mitigation measures, and proposed project modifications limited to proposed areas of disturbance analyzed in the 2016 IS/MND, and adjacent disturbed existing trails and access routes, no new impacts to biological resources would result from implementation of the proposed project modifications evaluated in this addendum.

4.5 CULTURAL RESOURCES

The 2016 IS/MND identified less-than-significant impacts associated with impacts on cultural resources. As discussed in the IS/MND, there are two potentially eligible historic resources within or near the project area, namely the Hetch Hetchy Aqueduct and the Dumbarton Rail Corridor.

The Hetch Hetchy Bay Division Pipeline extends approximately 21 miles from Fremont to Redwood City and the small crossing for the trail would have no impact on its significance related to its association with the Hetch Hetchy water system. The Dumbarton Rail Corridor is outside the project site and the trail construction

would not affect the integrity of the district's location, setting, and association with the Southern Pacific Railroad system.

The proposed repaving of additional trail segments would occur within the same general project area. Thus, there are no new significant effects or substantial changes to the environmental evaluation of cultural resources provided in the approved 2016 IS/MND that would occur with the implementation of the proposed project modifications. The project modifications evaluated in this addendum are consistent with the project as proposed in the 2016 IS/MND and would not generate any new significant impacts related to cultural resources.

4.6 GEOLOGY AND SOILS

The 2016 IS/MND identified less than significant impacts related to risks to people and structures from seismic hazards, construction-related erosion or soil hazards. The 2016 IS/MND identified no significant impacts associated to risks to people and structures from fault rupture hazards or landslides.

As mandated by building and seismic safety codes, the project was designed to account for seismic and soils conditions at the site and would not exacerbate these conditions. The project modifications evaluated in this addendum (i.e., additional repaving of the existing trail and access route segments and modification of the bridge abutment construction equipment) are consistent with the project as proposed in the 2016 IS/MND and designed to the same standards and would not generate any new significant impacts related to geology and soils. Therefore, the proposed modifications to the project would not result in significant adverse geology, soils, or seismicity impacts to life or property.

4.7 GREENHOUSE GAS EMISSIONS

The 2016 IS/MND identified less-than-significant impacts associated with generation of greenhouse gas emissions and impacts of climate change on the approved project.

The proposed project modifications would include repaving additional segments of an existing trail, including hauling construction activities that would increase the number of new vehicle trips to 82 over a three-week period. Within the 2016 IS/MND, Greenhouse gas (GHG) emissions from construction were estimated to be 110 metric tons of C02 equivalent per year (MT C02e/year) over the construction period. The proposed project modifications would result in an increase of approximately 33.4 C02e/year over the construction period, which constitutes a 30 percent increase from the level of GHG emissions evaluated in the 2016 IS/MND for construction, bringing the total GHG emissions for the construction period to 143.4 MT C02e/year.

As stated in the 2016 IS/MND, BAAQMD does not have an adopted significance threshold for GHG emissions from construction (the BAAQMD threshold identified for operations-related GHG emissions is 1,100 MTC02e/year).

The proposed project modifications would not result in any new long-term operational-related vehicle trips as the project will construct a recreational and commuter pedestrian and bicycle trail with the potential to reduce long-term GHG emissions. Construction would occur over a finite period of time after which all construction-related GHG emissions would cease, and the construction phase would not be the dominant source of GHG emissions from the project. The construction phase of the proposed project would result in less than significant greenhouse gas emission impacts. The long-term operational phase of the project would reduce GHG emissions and be consistent with adopted plans to reduce GHG emissions because it will facilitate and promote additional pedestrian and bicycle use. The proposed project modifications would not result in new or more severe impacts.

4.8 HAZARDS AND HAZARDOUS MATERIALS

The project site is not listed on a state regulatory database as a hazardous materials site. However, a portion of the proposed trail alignment contains potential undocumented fill that could expose construction workers to risks from hazardous materials contamination if such conditions are present. As a mitigation measure for this potential impact, the IS/MND stated that soil will be tested in accordance with standard procedures and protocols for the presence of contamination and hazardous materials.

The proposed repaving of additional trail segments will not occur in the area with potential undocumented fill. Thus, there are no new significant effects or substantial changes to the environmental evaluation of hazards and hazardous materials provided in the approved 2016 IS/MND that would occur with the implementation of the proposed project modifications. The project modifications evaluated in this addendum are consistent with the project as proposed in the 2016 IS/MND and would not generate any new significant impacts related to hazards and hazardous materials.

4.9 HYDROLOGY AND WATER QUALITY

The 2016 IS/MND found that the approved project, with the implementation of the mitigation measures above, would not result in significant hydrology and water quality impacts. The approved project was found to have the potential to impact drainage and water quality due to the increase in impervious surfaces. Consistent with the approved project, the proposed minor project modifications (repaving additional trail segments and an access route) will comply with applicable National Pollutant Discharge Elimination System (NPDES) provisions for trails project and drain runoff from the impervious trail surfaces to adjacent vegetated areas, reducing the impacts to less than sign. The approved project was also found to have the potential for short-term impacts to water quality through sedimentation or the accidental release of hazardous substances. With mitigation (MM HYD-1.1 – 1.2) to comply with the NPDES General Construction Activities Permit and include BMPs to control the discharge of stormwater pollutants, these impacts would be reduced to less than significant. Because the proposed project is an expansion of the approved project, with the implementation of the applicable mitigation measures in the 2016 IS/MND, the project will not result in significant water quality impacts.

The approved project, and much of the surrounding area, could be subjects to impacts associated with flooding and sea level rise. In such instances, the affected portion(s) of the trails could be temporarily closed until the flooding subsides. The approved, as well as the proposed minor project modifications, will not exacerbate flooding or sea level rise. The trail would not impede or redirect flood flows as the new paved portion will be constructed at-grade and will not entail structures (e.g., buildings) that might block flows.

The project area is within a tsunami inundation area, which is common to the entire shoreline of the San Francisco Bay. As stated in the 2016 IS/MND, according to findings reported in the Redwood City Seismic Advisory Board report, the largest tsunami recorded at the Golden Gate Bridge was three feet high. Since the project site is located in the southern margin of the San Francisco Bay, more than 20 miles from the Golden Gate Bridge, the tsunami waves would attenuate to less than three feet high. For this reason, the potential for tsunamis affecting the future trail users is considered low to remote. The overall project site, including the areas of the approved and proposed project modifications, would be protected by the bordering marshland located in the Ravenswood Open Space Preserve. Therefore, the proposed project would not be significantly impacted by tsunami inundation.

The proposed project, with the implementation of the mitigation measures from the 2016 IS/MND, would not result in significant hydrology and water quality impacts.

4.10 LAND USE AND PLANNING

Land use and planning impacts would occur if the project would physically divide an established community, if it would conflict with a land use policy adopted for the purpose of avoiding an environmental impact, or if it would conflict with an applicable habitat conservation plan or natural community conservation plan. The 2016 IS/MND identified no land use impacts associated with the approved project.

With the proposed minor modifications, the project remains still consistent with applicable land use plans and policies, would not divide an established community, and would not result in adverse land use impacts.

4.11 MINERAL RESOURCES

The approved project would not result in the loss of availability of a known mineral resource, and no mineral excavation sites are present within the project area. As discussed in the 2016 IS/MND, the project would have no impact on mineral resources and the minor project modifications do not alter this conclusion.

4.12 NOISE

The 2016 IS/MND identified potentially significant impacts related to substantial temporary or periodic increase in ambient noise, less than significant impacts associated with exposure of persons to or generation of excessive noise or groundborne vibration.

As identified in the 2016 IS/MND, construction of the trail would generate noise and would temporarily increase noise levels at adjacent land uses. The District's proposed project modification replaces the use of the vibratory hammer with an impact driver with a kinetic dampening compound to install the concrete bridge abutments. Noise Impact Assessments provided by the pile driving contractor demonstrate that acoustic levels are comparable between vibratory and dampened impact hammering methods. Both methods are classified as point-source noises, measured in maximum decibel levels (dB). The industry standard benchmark comparison is 50LF away from the point-source. Vibratory hammering generates 88–100 dB and impact hammering with the kinetic dampening compound generates 60-90 dB. The nearest neighbor is 130 LF away, and dampened impact hammering would generate a maximum of 60 dB, equivalent to the 60 dB generated by the vibratory hammering. Furthermore, a solid 10 ft tall wall will be constructed to further block sound waves traveling at ground level. This proposed construction method is consistent with and would be implemented with all applicable mitigation measures. Any noise or vibration produced by the proposed construction equipment associated with the bridge installations would be of short duration, intermittent, and, consistent with the 2016 IS/MND conclusions (i.e., less-than-significant with mitigation). The potentially significant impacts would be reduced to a less-than-significant impact with implementation of Mitigation Measure NOI-1.1 through 1.7.

The 2016 IS/MND identified no significant impacts related to the operational use of the trail, based on exposure of persons to excessive noise while using the trail, and the ongoing operation and use of trail generating significantly increasing ambient noise levels. The operational use of the trail would not be affected by the proposed project modifications and therefore impacts are consistent with those identified in the 2016 IS/MND.

For these reasons, the proposed modifications would not result in new or more severe noise impacts.

4.13 POPULATION AND HOUSING

The proposed project would serve as a public trail for pedestrians and bicyclists. The project does not include facilities which would directly or indirectly result in job or population growth. The project does not propose any new housing and no housing exists on the project site. The project would, therefore, not displace housing or people. The project would not impact population or housing.

Similar to the approved project, the proposed project modifications would result in no impact related to population and housing.

4.14 PUBLIC SERVICES

The 2016 IS/MND concluded that there would be no impacts associated with public services.

The proposed trail would be constructed in conformance with current fire codes, including adequate emergency vehicle access, features to reduce potential fire hazards, and appropriate safety features to minimize criminal activity. Assuming that the proposed extension of the existing Bay Trail would result in an increase in trail users, there would likely be a small incremental increase in the need for emergency services. In terms of the risk of fire danger, the physical characteristics of the site would be similar both pre- and post-project and would not substantially increase the risk of fire danger. MROSD rangers would patrol the proposed alignment which would minimize any increase in calls for service from the East Palo Alto and Menlo Police Departments. While additional activity along the trail could result in a minimal increase in demand for fire protection and police services, no new fire or police facilities would be required as a result of the project.

The project would not construct housing or create jobs and, therefore, would not result in an increased demand for park facilities and would not require additional parkland area. The project itself is a park-related feature in the form of a trail extension that will provide increased opportunities for recreation and improved access to parks. The proposed project would not increase the population of the City of East Palo Alto or the City of Menlo Park and, therefore, would not increase the demand for schools. The proposed project would not increase the population of the Cities of East Palo Alto or Menlo Park and would have no impact on the use of libraries.

The proposed minor changes to the proposed project since the time of prior environmental review would not result in new or more severe impacts to public services.

4.15 RECREATION

As discussed in Section 4 of the IS/MND, the approved project would provide a new recreational facility. The proposed minor project modifications include improvements to additional segments of trail. The project, with the minor modifications, is still a recreational facility that would connect to, and thereby improve the utility of, existing parks and trails.

4.16 TRANSPORTATION

The 2016 IS/MND concluded that the approved project would not result in a significant impact due to increased traffic. The approved project consists of the construction of a trail that would connect to other trails for use by bicyclists and pedestrians, which would increase bicycle commuting within the project area.

Operation of the trail would include occasional vehicle trips associated with MROSD ranger patrols and facilities maintenance staff. Most of these trips are already existing in conjunction with the ongoing operation of the existing Bay Trail segments and the Ravenswood Open Space Preserve. The proposed project modifications of equipment modification and additional repaving of existing trail segments will not affect the use or operations of the approved project and therefore, would not result in a significant impact due to increased traffic.

This would constitute a less-than-significant impact related to traffic and circulation.

4.17 UTILITIES & SERVICE SYSTEMS

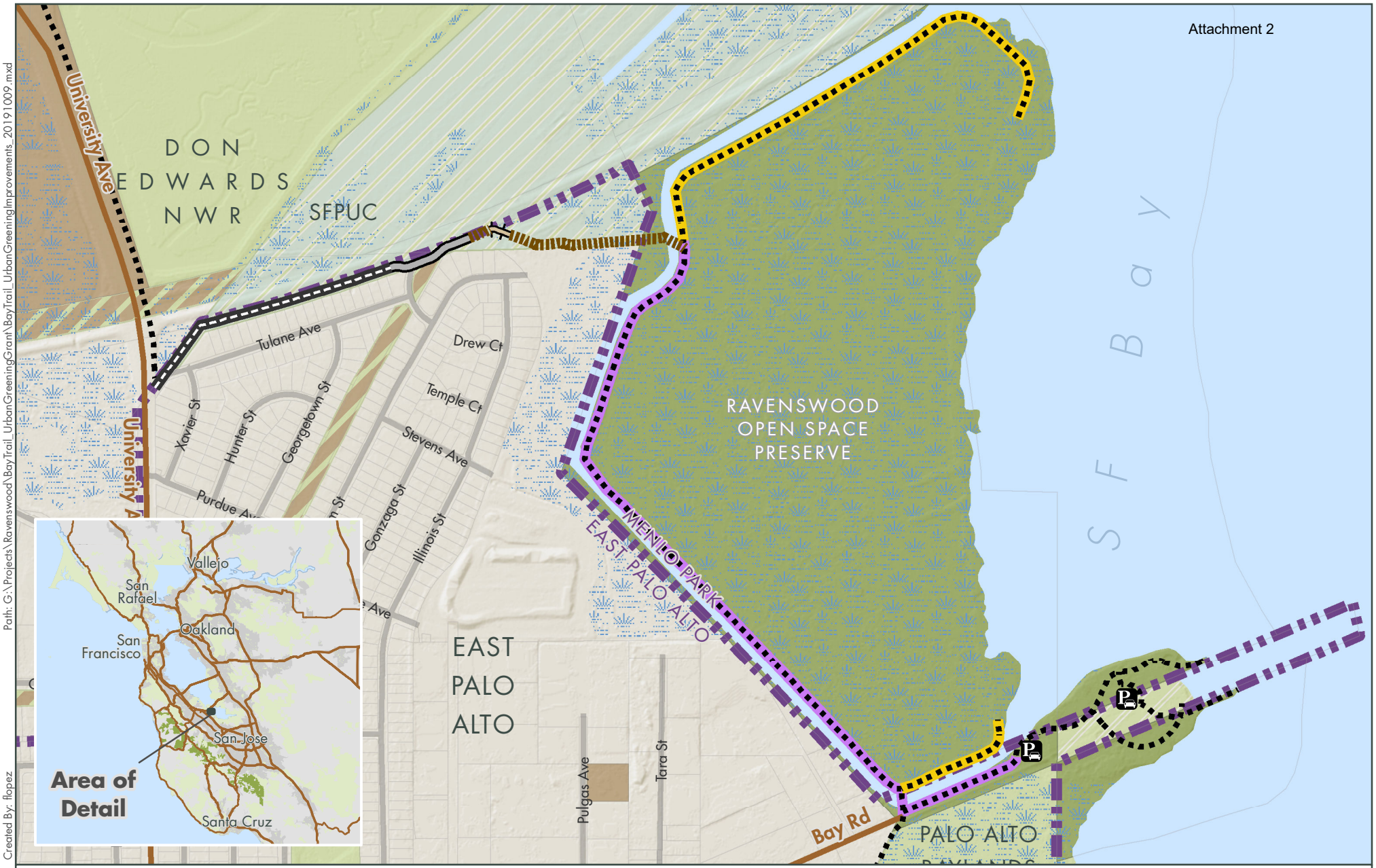
As discussed in Section 4 of the 2016 IS/MND, the approved project is limited to the construction of a trail, would not use water except for construction and for short-term irrigation of native plant landscaping during their initial establishment period. A portion of the trail is proposed on the SFPUC service road which provides access to the SFPUC Ravenswood Valve Lot, north of the project site. The trail project would restripe the existing service road to provide for a 10-foot paved multi-use trail and a four-foot gravel shoulder that would continue to accommodate SFPUC service vehicles. The proposed trail project would not affect the operation or accessibility of the adjacent SFPUC Ravenswood Valve Lot. In addition, MROSD will take steps, as directed by SFPUC engineers, to ensure that construction activities (including the use of heavy equipment such as cranes and large trucks to transport bridge segments) will not damage the SFPUC's water transmission pipelines or other water utility infrastructure. Trail regulations would prohibit trail users from entering SFPUC's property, and the project would include a physical barrier to prevent trail users and unauthorized public from accessing SFPUC facilities. With the SFPUC's Bay Tunnel Pipeline project recently completed, construction of the proposed trail construction would not interfere with that SFPUC project. The project would not generate any wastewater and would not result in the need for new wastewater treatment facilities or expansion of existing facilities. PG&E currently provides gas and electric service to the project area. No additional lighting is proposed at the project site; therefore, the proposed project with the minor modifications would not increase electricity and natural gas use at the site and would not result in the need for new or expanded infrastructure. Development of the project would not adversely affect the electrical or gas system.

The proposed minor project modifications would not affect utilities or service systems.

5 CONCLUSION

The proposed minor project modifications, including repaving of additional existing Bay Trail segments in Ravenswood Open Space Preserve, repaving of the existing asphalt pedestrian access route from the existing parking area to the existing pedestrian bridge along Bay Road, modifying the bridge abutment construction method, and correcting a clerical error to mitigation measure BIO-1.5 would not alter any of the conclusions of the 2016 IS/MND. No significant environmental effects or a substantial increase in the severity of previously identified significant effects would result. The additions also would not affect any of the mitigation measures, including their feasibility or implementation. As mentioned above, none of the conditions listed in section 15162 of the CEQA Guidelines exist for the project modification described herein. Therefore, pursuant to section 15164 of the CEQA Guidelines, the differences between the approved project described in the 2016 ISMND and the modification of the project as currently proposed and described in this addendum are minor and this addendum provides sufficient environmental documentation.

Attachment 2



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Created By: flopez

Project Site Map

- MROSD Preserves
- Other Protected Lands
- Watershed Land
- Other Public Agency
- Existing Bay Trail
- Wetland
- City Boundary

Trail Improvements

- Paved Trail
- Boardwalk
- SFPUC Service Road/Paved Trail
- Bridge
- Additional Trail Resurfacing
- Trail Resurfacing

Midpeninsula Regional Open Space District
(Midpen)
10/31/2019

Feet
0 500 1,000

While the District strives to use the best available digital data, these data do not represent a legal survey and are merely a graphic illustration of geographic features.