



Midpeninsula Regional
Open Space District

R-23-08
Meeting 23-01
January 11, 2023

AGENDA ITEM 10

AGENDA ITEM

Award of Contract to Granite Rock Company to complete the Lower Alpine Road Regional Trail Retaining Wall Project at Coal Creek Open Space Preserve

GENERAL MANAGER'S RECOMMENDATIONS

1. Authorize the General Manager to enter into a contract with Granite Rock Company of San Jose, California for a base amount of \$626,800.
2. Authorize a 15% contingency in the amount of \$94,020 to be reserved for unanticipated construction issues.
3. Authorize an allowance in the amount of \$40,260 for inflationary cost increases to account for delays in commencing the project to address issues related to neighboring properties, bringing the total not-to-exceed contract amount to \$761,080.

SUMMARY

Alpine (Road) Trail is an important regional trail connection through Coal Creek Open Space Preserve for cyclists and hikers traveling between Portola Valley and upper Page Mill Road near Skyline Boulevard. The Lower Alpine (Road) Trail Retaining Wall Project (Project) near Portola Valley will construct two retaining walls to address erosion, drainage, trail bed stability, and hillslope stabilization issues. The Project supports the goals of the larger Alpine Road Regional Trail Improvement Project by addressing localized erosion and slope stabilization issues at the northern trailhead and repurposing the former road alignment into a multi-use regional trail connection.

The Midpeninsula Regional Open Space District (District) issued a Request for Bids (RFB) for the Project on June 1, 2022 and received four bid proposals on June 23, 2022. Granite Rock Company of San Jose, California, was identified as the lowest responsive and responsible bidder. The General Manager recommends awarding a contract to Granite Rock Company for a not-to-exceed base contract amount of \$626,800. As the site is located within sensitive habitats with challenging access constraints and high risk of erosion, the General Manager also recommends authorizing a 15% contingency in the amount of \$94,020 to cover unanticipated construction issues that may arise, such as unstable soils, drilling issues, and biological constraints. Additionally, the General Manager recommends authorizing an allowance in the amount of \$40,260 for cost increases due to the District's unexpected delay in commencing the Project to sufficiently address due diligence need. The project was originally scheduled to be completed in 2022. The delays have required that the work be moved out to Spring 2023, increasing costs due to inflation. As recommended the total contract would not exceed \$761,080. The adopted Fiscal

Year 2022-23 (FY23) budget includes sufficient funds to cover the work through the end of the fiscal year. The project is scheduled to be completed by end of Summer 2023. Funding for FY24 budget will be requested as part of the annual budget and action plan process.

BACKGROUND

The regional Alpine (Road) Trail is an existing dirt road that lies between the end of paved Alpine Road in the north and Page Mill Road near Skyline Boulevard in the south. It extends approximately 2.3 miles through Coal Creek Open Space Preserve (Preserve) and serves as an important regional connection for cyclists and hikers traveling from Portola Valley to upper Page Mill Road (Attachment 1). San Mateo County (County) has owned the Alpine (Road) Trail since 1894 and closed it to public vehicular traffic in 1979. The County owns fee title on a small section of the pathway, as well as a right-of-way easement through Coal Creek Preserve. The District is a partial underlying fee owner of the pathway with easement rights to travel over the County easement. The District used the pathway for patrol, maintenance, and emergency access until the mid-1990s when a large landslide obstructed through travel.

The lack of ongoing maintenance has degraded the roadbed and drainage features. Repairing the failures and making surface improvements is imperative to prevent further road degradation and recurrent land sliding and erosion that can contribute excess sediment input into Corte Madera Creek. The Board of Directors (Board) approved the Upper Alpine Road Trail Repair Project on March 14, 2018 (R-18-19), and awarded a contract to Waterways Consulting, Inc., for project design, permitting, bidding assistance and engineering support during construction (R-18-124). The Board also authorized the General Manager to enter into a Memorandum of Understanding with the County to repair and negotiate ownership transfer and management of the Alpine (Road) Trail (R-19-19). The County has granted the District grading exemptions and permit waivers to streamline the project, including issuing a right-of-entry for the District to improve the trail.

The overall project has been separated into two portions for construction efficiency due to the geographical locations of the sites and to ensure that regulatory permitting delays for the retaining walls do not impact the overall project schedule. Repairs at the southern (upper) section was completed under the Alpine Road Regional Trail Improvement Project in November 2022 by Granite Rock Company, and repairs at the northern (lower) end would be completed under this Project and recommended contract. The Project is part of *MAA Portfolio #10 - Coal Creek: Reopen Alpine Road for Trail Use*.

DISCUSSION

Project Description

The lower trailhead consists of a small gravel parking lot leading to the Alpine (Road) Trail, with a connecting pathway that runs along a hillside cut above Corte Madera Creek. Ongoing erosion has undercut and washed out a section of the pathway, narrowing the pathway with a steep drop off above Corte Madera Creek. The persistent erosion concern is threatening the pathway's long-term stability. The purpose of the Project is to address the erosion and drainage issues to ensure that the old road alignment can be fully converted and maintained as a recreational trail. The planned repair under this proposed contract consists of the installation of two retaining wall systems, two culverts, grading to repair and restore the trail bed, cleanout of an inboard drainage

ditch, demolition and removal of a failed culvert, installation of a guardrail, installation of a standard District gate and stile, and removal of five trees to complete the work.

In order to address undercutting of the pathway, a 30-foot deep by 92.5-foot long concrete pin pile wall would be installed below grade to stabilize the outboard edge. A three-foot-tall concrete grade beam wall with a 54-inch tall guardrail would be installed on top of the pin pile wall, providing a solid trail edge and fall protection for trail users. Five trees located upslope would need to be removed for the installation of a 15-foot deep (11-foot below grade, 4-foot above grade) Douglas fir retaining wall and a 105-foot long soldier pile wall along the inboard edge, allowing for a suitable trail width. A drainage inlet structure and culvert would be installed within the parking area, and a ditch relief culvert would be installed south of the retaining walls. Energy dissipator T-fittings or boulders would be placed at the culvert outlets to minimize potential erosion and sediment input into Corte Madera Creek. Grading is required to rebuild and properly slope the trail, and to install reverse grade dips. An aging and non-operational gate would be replaced with a District standard gate and stile.

The repair work is located in an environmentally sensitive riparian habitat, with permit coverage from the US Army Corps of Engineers (USACE), US Fish and Wildlife Service (USFWS), California Department of Fish and Wildlife (CDFW), and the Regional Water Quality Control Board (RWQCB). Special-status species include San Francisco garter snake, California red-legged frog, nesting birds, rare plants, and other aquatic and riparian species.

Contractor Selection

A Request for Bids (RFB) was issued on June 1, 2022 via BidSync and released to five builders' exchanges. Legal notices were posted in the San Jose Mercury News and the San Mateo County Times, and a link to the solicitation was posted on the District website. Two mandatory pre-bid site walks were held on June 9, 2022, and June 14, 2022 with eight contractors in attendance.

The District publicly opened the following bids on June 23, 2022:

Bidder	Location	Total Base Bid	Engineer's Estimate (\$800,000)
1. Granite Rock Company	San Jose, CA	\$626,800	-16.6%
2. GSW Construction	San Francisco, CA	\$770,850	-3.6%
3. Storesund Construction	Kensington, CA	\$837,753	4.7%
4. George Bianchi Construction	San Jose, CA	\$847,015	5.9%

The General Manager recommends awarding the contract to Granite Rock Company as the lowest responsible and responsive bidder. A favorable bid price may not be guaranteed if the project were to be re-bid.

Contingency Amount

The Project site is located within the riparian habitat of several sensitive species. In addition, the construction site is extremely narrow, constraining access and work zones. These two factors can result in delays (and added costs) if sensitive species are encountered during construction.

Furthermore, due to the steep topography, soil type, and amount of water received in this watershed, the project site has been susceptible to extreme erosion and sedimentation throughout the years. Unsuitable subgrade soils and the presence of subsurface water are possible and would require additional repair and dewatering efforts beyond the scope of work.

Allowance Amount

After the bid opening in June 2022, the contract award was put on-hold to address issues related to neighboring properties. Consequentially, construction is delayed to the 2023 construction season. The RFB anticipated a contract award in July 2022 and completion of the work by October 2022. As a result of these delays, Granite Rock will incur additional material and labor costs that were not anticipated by its June 2022 bid. Granite Rock Company has agreed to perform the work in 2023, subject to equitable compensation for worker salary, material cost, insurance, and labor union fee increases in the amount of \$40,260. The base bid plus this additional compensation for cost increases is still \$103,789 below the next closest bid and 16.6% under the engineers estimate of \$800,000. For these reasons, the General Manager requests a separate allowance amount to address the cost increases arising from the schedule delay.

FISCAL IMPACT

The FY23 adopted budget includes \$3,377,737 for the Alpine Road Regional Trail, Coal Creek project MAA10-001. There are sufficient funds in the project budget to cover the recommended action and expenditures through the end of the fiscal year. The project is scheduled to be completed in the summer of 2023. Funding for FY24 will be requested as part of the annual Budget and Action Plan process.

Alpine Road Regional Trail, Coal Creek MAA10-001	Prior Year Actuals	FY23 Adopted	FY24 Projected	FY25 Projected	Estimated Future Years	TOTAL
District Funded (Fund 30):	\$554,434	\$3,105,526	\$326,282	\$0	\$0	\$3,986,242
Grant Amount:	\$0	\$272,211	\$0	\$0	\$0	\$272,211
Total Budget:	\$554,434	\$3,377,737	\$326,282	\$0	\$0	\$4,258,453
Spent-to-Date (as of 11/30/22):	(\$554,434)	(\$448,152)	\$0	\$0	\$0	(\$1,002,586)
Encumbrances:	\$0	(\$1,332,202)	\$0	\$0	\$0	(\$1,332,202)
Granite Rock Contract:	\$0	(\$200,000)	(\$426,800)	\$0	\$0	(\$626,800)
15% Contingency:	\$0	\$0	(\$94,020)	\$0	\$0	(\$94,020)
Allowance:	\$0	(\$40,260)	\$0	\$0	\$0	(\$40,260)
Waterways Contract Amendment*:	\$0	(\$11,585)	(\$34,753)	\$0	\$0	(\$46,338)
Budget Remaining (Proposed):	\$0	\$1,345,539	(\$229,291)	\$0	\$0	\$1,116,248

* Waterways Contract Amendment going to the Board for approval at the same 1/11/23 meeting

The following table outlines the Measure AA Portfolio 10 Coal Creek: Reopen Alpine Road for Trail Use allocation, costs-to-date, projected future project expenditures and projected portfolio balance remaining.

MAA10 Coal Creek: Reopen Alpine Road for Trail Use Portfolio Allocation:	\$8,017,000
Grant Income (through FY25):	\$272,211
Total Portfolio Allocation:	\$8,289,211
Life-to-Date Spent (as of 11/30/22):	(\$1,002,586)
Encumbrances:	(\$1,332,202)
Remaining FY23 Project Budgets:	(\$1,597,384)
Future MAA10 project costs (projected through FY26):	(\$326,282)
Total Portfolio Expenditures:	(\$4,258,453)
Portfolio Balance Remaining (Proposed):	\$4,030,758

The following table outlines the Measure AA Portfolio 10 allocation, projected life of project expenditures and projected portfolio balance remaining.

MAA10 Coal Creek: Reopen Alpine Road for Trail Use Portfolio Allocation:	\$8,017,000
Grant Income (through FY26):	\$272,211
Total Portfolio Allocation:	\$8,289,211
Projected Project Expenditures (life of project):	
10-001 Alpine Road Regional Trail, Coal Creek	(\$4,258,453)
Total Portfolio Expenditures:	(\$4,258,453)
Portfolio Balance Remaining (Proposed):	\$4,030,758

PRIOR BOARD AND COMMITTEE REVIEW

- October 24, 2018:** Board approved the Award of Contract with Waterways Consulting, Inc., for design and engineering services, preparation of construction documents, permitting and bidding process support, and construction oversight for the Alpine (Road) Trail Repair at Coal Creek Open Space Preserve. ([R-18-124](#), [meeting minutes](#))
- February 13, 2019:** Board approved the Memorandum of Understanding with the County of San Mateo for the repair and future transfer of ownership and management of the Alpine (Road) Trail. ([R-19-19](#), [meeting minutes](#))
- April 6, 2020:** Board adopted a resolution authorizing the District to apply for Stanford Recreation Mitigation Funding from Santa Clara County and enter into a funding agreement if the application was successful. ([R-20-30](#), [meeting minutes](#))
- January 13, 2021:** Board certified the Mitigated Negative Declaration for the Alpine (Road) Trail Improvements. ([R-21-04](#), [meeting minutes](#))
- April 27, 2022:** Board authorized the General Manager to enter into a contract with Condor Country Consulting Inc., to provide biological monitoring for the Alpine (Road) Regional Trail Improvement Project. ([R-22-51](#), [meeting minutes](#))
- April 27, 2022:** Board authorized the General Manager to enter into contract with Granite Rock Company to complete the Alpine (Road) Regional Trail Improvement Project. ([R-22-49](#), [meeting minutes](#))

PUBLIC NOTICE

Public notice was provided as required by the Brown Act.

CEQA COMPLIANCE

Potential environmental impacts of the construction project were analyzed in the Initial Study/Mitigated Negative Declaration as certified by the Board on January 13, 2021 (R-21-04).

NEXT STEPS

If approved by the Board, the General Manager would enter into contract with Granite Rock Company to complete the Lower Alpine (Road) Retaining Wall Project. Construction is anticipated to begin in the Spring and be substantially completed by the end of Summer 2023.

Attachment

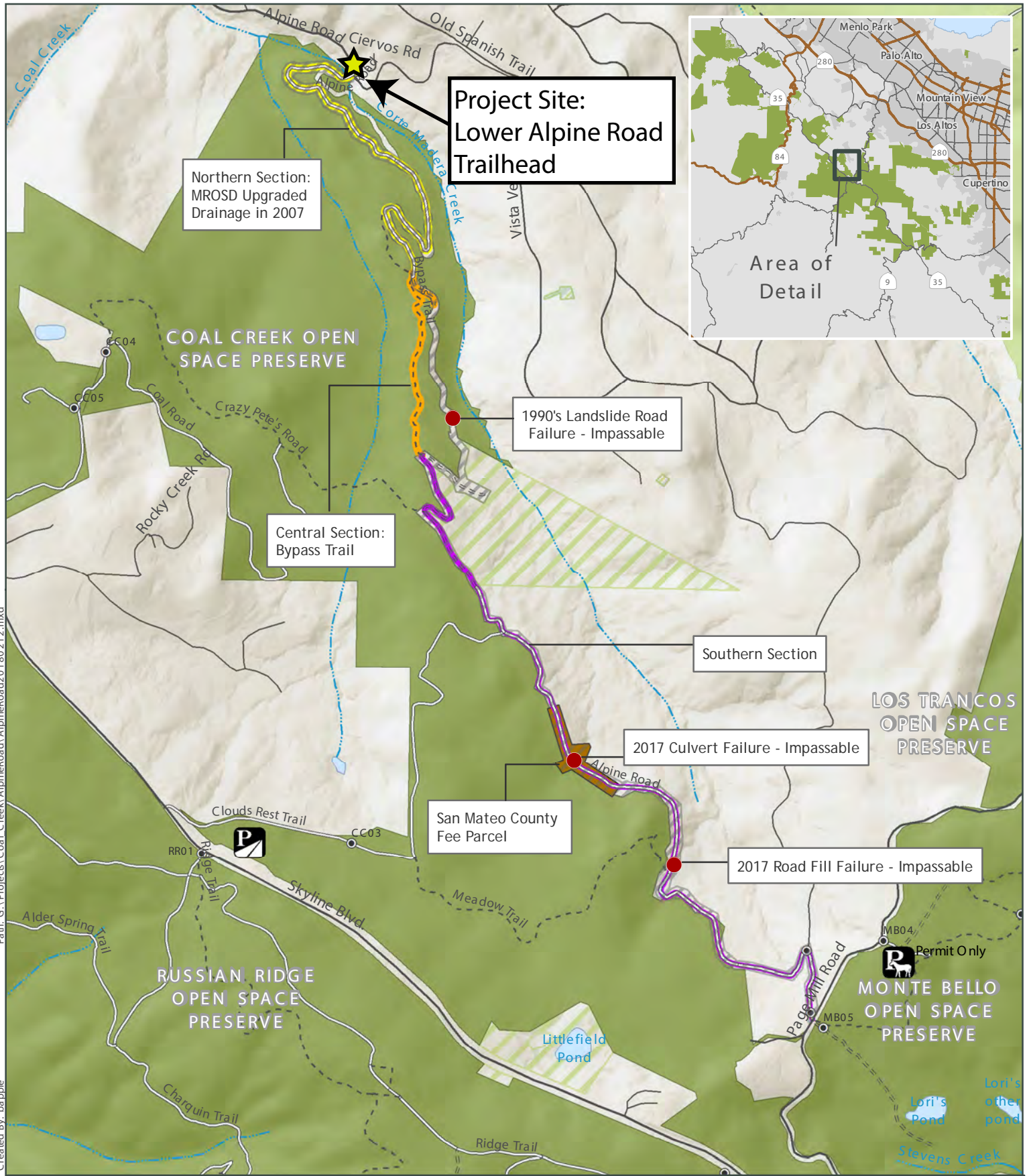
1. Project Site Map

Responsible Department Head:

Jason Lin, PE, Engineering and Construction Department Manager









Prepared by:



Zachary Alexander, Capital Project Manager III, Engineering and Construction Department



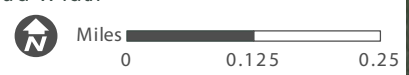
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Attachment 1: Coal Creek - Alpine Road

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|---|---|
|  MROSD Preserves |  San Mateo County Fee Parcel |
|  Private Property |  Northern Section |
|  Non MROSD Conservation Easement |  Central Section |
|  San Mateo County Right-of-way |  Southern Section |

-  Road Failure - Impassable
-  Minor Unpaved Road
-  Unmaintained Road Width
-  Trail

Midpeninsula Regional
Open Space District
(MROSD)
March 2018



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.