



Midpeninsula Regional
Open Space District

R-23-03
Meeting 23-01
January 11, 2023

REVISED

AGENDA ITEM 6

AGENDA ITEM

Minor Contract Amendment for Construction Administration Services with Waterways Consulting, Inc., for the Lower Alpine Road Retaining Wall Project

GENERAL MANAGER'S RECOMMENDATION *den*

Authorize the General Manager to execute a contract amendment with Waterways Consulting, Inc., of Santa Cruz, California to provide construction administration, geotechnical oversight, structural observations, civil observations, and project closeout services for the Lower Alpine Road Retaining Wall Project in the amount of \$46,338, bringing the total contract to a not-to-exceed amount of \$368,267.

SUMMARY

In October 2018, Waterways Consulting, Inc., (Waterways) was selected to complete design, engineering, permitting, and bidding for the Alpine Road Regional Trail Improvement Project (R-18-124). The original contract total of \$302,429 included a modest amount of construction oversight with the understanding that a future amendment may be required because at the time, no design work had yet been completed, therefore the full amount of construction oversight was unknown. Design work was completed in 2020, and the Board of Directors (Board) certified the CEQA environmental review document in January 2021 (R-21-04). The Alpine Road Regional Trail Improvement Project has since been separated into two projects due to complexity and regulatory permit considerations: (1) the Upper Alpine Road Project, consisting of trail and drainage improvements between Page Mill Road and the Bypass Trail; and (2) the Lower Alpine Road Retaining Wall Project, a slide repair at the northern trailhead at the intersection of Alpine Road and Ciervos Road.

In April 2022, the Board authorized the General Manager to enter into a construction contract with Granite Rock Company (GRC) to complete the Upper Alpine Road Project (R-22-49), which is Phase 1 of the larger Alpine Road Regional Trail Improvement Project. Waterways performed construction oversight and provided full-time geotechnical monitoring for the project and exhausted their original construction administrative budget, allowance, and contingency. On October 26, 2022, the Board authorized a contract amendment in the amount of \$19,500 to allow Waterway to complete the construction administration and project closeout services for the Phase 1 Upper Alpine Road Project (R-22-49).

The Lower Alpine Road Retaining Wall Project, Phase 2 (final phase) of the larger Alpine Road Regional Trail Improvement Project, is being presented to the Board for award at this same January 11, 2023 Board meeting. A minor contract amendment is necessary for Waterways to provide construction oversight for the Phase 2 construction work. The General Manager

recommends amending the Waterways contract in the amount of \$46,338 for a total not-to-exceed contract amount of \$368,267. There are sufficient funds in the Fiscal Year 2022-23 (FY23) project budget to cover the recommended action and expenditures through the end of the fiscal year. Funding for FY24 will be requested as part of the annual Budget and Action Plan process.

BACKGROUND

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

The lack of ongoing maintenance further degraded the roadbed and drainage features. The Board approved the Upper Alpine Road Trail Repair Project on March 14, 2018 (R-18-19) and authorized the General Manager to enter into a Memorandum of Understanding with the County of San Mateo to address long-term repairs and the terms for negotiating future ownership and management of the repurposed regional Alpine (Road) Trail (R-19-19). The District is completing the Project in partnership with the County. 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 repurposed trail. Repairs at the southern (upper) section have been completed under the Alpine Road Regional Trail Improvement Project, approved by the Board in April 2022 (R-22-49), and repairs at the northern (lower) end would be completed under the Lower Alpine Road Retaining Wall Project. The Lower Alpine Road Retaining Wall Project is being presented to the Board for award concurrently with this amendment. The overall Alpine Road Regional Trail Improvement Project is the primary component of *MAA Portfolio #10 - Coal Creek: Reopen Alpine Road for Trail Use*.

DISCUSSION

Of the original \$302,429 Waterways contract agreement, \$43,875 was reserved for Bidding, Construction Administration, and Project Close-out services, \$34,882 in contingency funds for unforeseen conditions, and \$35,000 in allowances for additional technical studies. The contract has been in place since 2018 and was developed without the full knowledge of the required design solutions. Although the design team has provided economical solutions and closely managed their budget, additional project support has been needed throughout the project, drawing down the contingency and allowance budgets as detailed below.

Waterways completed the preliminary project design, including initial findings, alternatives analysis, cost estimates, and impact analysis with minimal usage of the contingency budgets. Minor scope changes during this phase of work included an additional assessment and design of drainage features and an expanded alternatives analysis.

During construction documentation development, staff directed Waterways to prepare separate bid packages based on the type of repair work and location since the repairs were on different permit timelines, required different skill sets, different equipment, and different access and staging areas. This resulted in additional service costs.

During the regulatory permitting phase, the project incurred additional costs, primarily due to multiple required revisions and conditions set forth by the regulatory agencies. This included changing culverts from plastic to metal for fire resiliency, providing revised permanent and temporary construction impact tables, and adapting to changing permit procedures and classifications of waters of the US per the Clean Water Act. They analyzed several iterations of impacts and alternatives as the Federal, State, and regional jurisdictions transitioned to new administrative directives.

While the District, Phase 1 contractor, and Waterways collaborated successfully during the construction phase, additional time was required from the civil engineer, engineering geologist, and geotechnical engineer to observe and inspect the culvert construction. This primarily occurred at the largest repair sites, where increased compaction testing and inspection time was necessary beyond what was originally anticipated. Furthermore, the California Department of Fish and Wildlife's permitting requirement to change pipe material from plastic to metal resulted in additional inspections and installation challenges that required Waterways' oversight. On October 26, 2022, the Board authorized a contract amendment with Waterways in the amount of \$19,500 for completing construction administrative and project closeout services for the Phase 1 Upper Alpine Road Project (R-22-49).

Given the additional support from Waterways throughout construction of the Phase 1 Upper Alpine Road Project, there are now insufficient funds remaining in the contract to cover the required construction oversight for the Phase 2 Lower Alpine Road Retaining Wall Project. The construction oversight includes structural engineering oversight of the retaining wall installation, geotechnical monitoring of pier drilling, wall backfilling, soil compaction testing, civil engineering oversight of drainage improvements, permit reporting, and project closeout. Project closeout services include punch-list reviews and inspection, final inspection and project site-off, and preparation of as-builts. The General Manager recommends amending the Waterways Consulting, Inc., contract to increase the total contract amount by \$46,338 to provide additional engineering oversight and allow for project closeout services.

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. 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) |
| Waterways Contract Amendment: | \$0 | (\$11,585) | (\$34,753) | \$0 | \$0 | (\$46,338) |
| Granite Rock Company Contract and Contingency*: | \$0 | (\$200,000) | (\$567,120) | \$0 | \$0 | (\$767,120) |
| Budget Remaining (Proposed): | \$0 | \$1,385,798 | (\$275,591) | \$0 | \$0 | \$1,110,208 |

*Granite Rock Company Contract and Contingency 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

This Project previously came before the full Board of Directors at the following public meetings:

- March 14, 2018:** The Board approved ~~12-foot road width repairs of Alpine Road from Page Mill Road to Clouds Rest Trail and 6-foot trail width repairs from Clouds Rest Trail to Portola Valley~~ repairing road failures to a six-foot wide trail standard and constructing a new, six-foot wide trail through the Central Section to replace the Bypass Trail. ([R-18-19](#), [meeting minutes](#))
- October 24, 2018:** The 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:** The 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:** The 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:** The Board certified the Mitigated Negative Declaration for the Alpine Road Trail Improvements. ([R-21-04](#), [meeting minutes](#)).
- **April 27, 2022:** The Board awarded the construction contract for the Phase 1 Alpine Road Trail Improvements ([R-22-49](#), [meeting minutes](#)) and the contract for associated bio-monitoring and permit compliance ([R-22-51](#), [meeting minutes](#)).
- **October 26, 2022:** The Board approved a contract amendment with Waterways Consulting, Inc. for construction administrative and project closeout services for the (Lower) Alpine Road Regional Trail Improvement Project ([R-22-25](#), [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, which was certified by the Board on January 13, 2021 (R-21-04).

NEXT STEPS

If the Board approves this amendment and the Lower Alpine Road Retaining Wall Project (Phase 2 work), the General Manager will execute an amendment to the Waterways contract to provide on-going construction oversight and project closeout services.

Attachments:

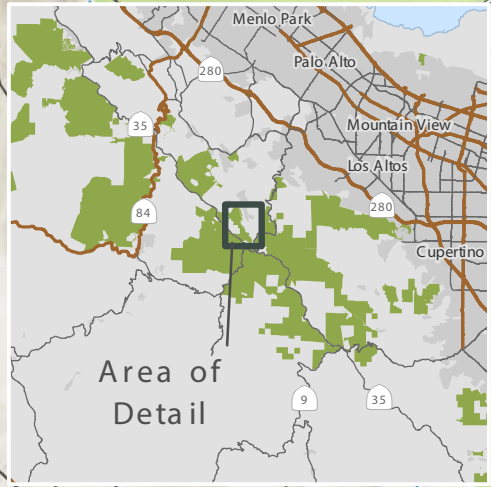
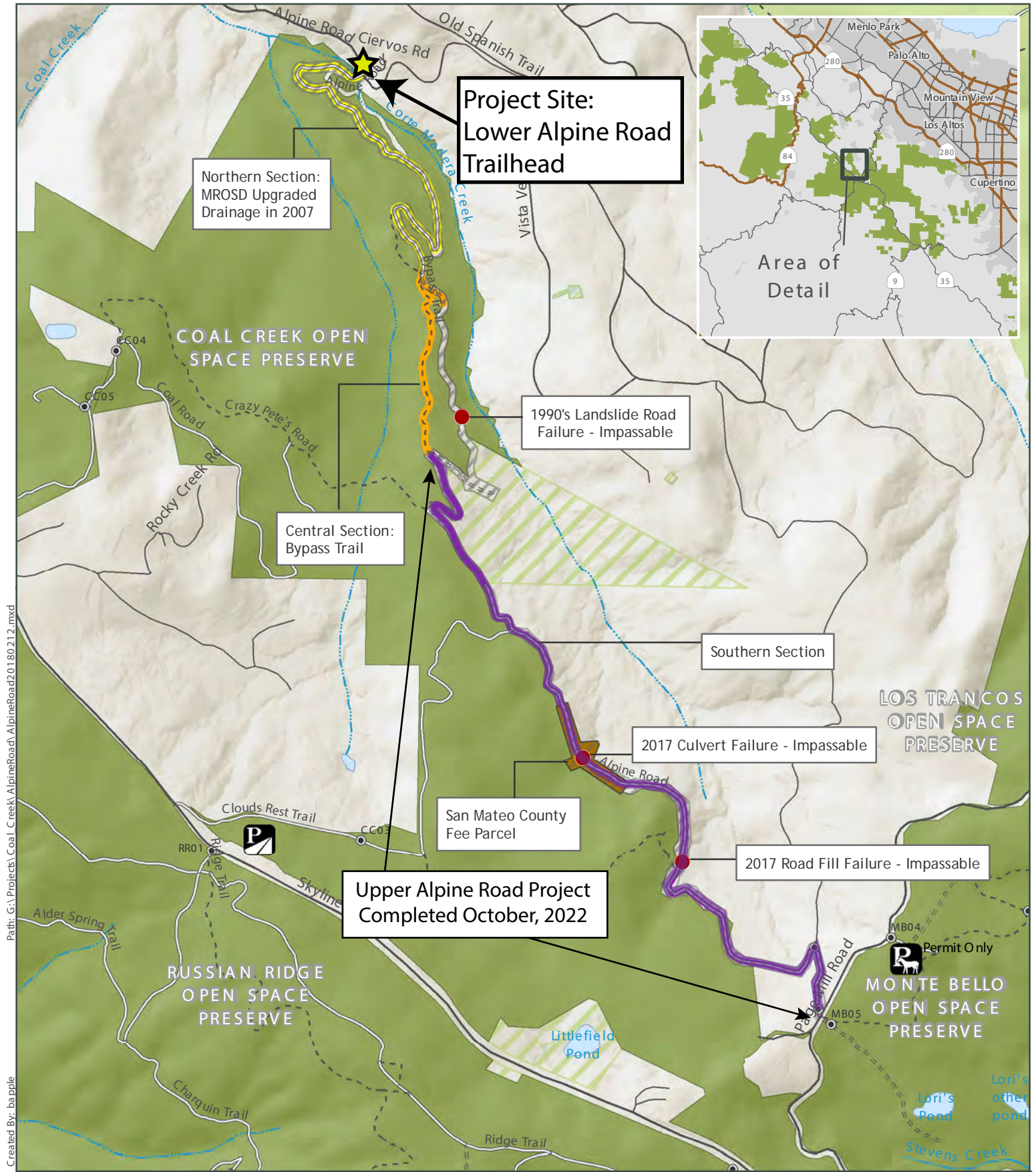
1. Project Site Map

Responsible Department Head:

Jason Lin, PE, Engineering and Construction Department Manager

Prepared by:

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



Attachment 1: Coal Creek - Alpine Road

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

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

Midpeninsula Regional Open Space District (MROSD)
March 2018



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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.