



# Agenda Report

August 9, 2021

**TO:** Honorable Mayor and City Council  
**FROM:** Department of Public Works  
**SUBJECT:** **CONTRACT AWARD TO BELLFREE CONTRACTORS, INC. FOR ANNANDALE CANYON OPEN SPACE TRAIL ACCESS IMPROVEMENTS PROJECT FOR AN AMOUNT NOT TO EXCEED \$247,359**

## **RECOMMENDATION:**

It is recommended that the City Council:

1. Adopt the Mitigated Negative Declaration prepared pursuant to California Environmental Quality Act (CEQA) Guidelines Article 6 (Negative Declaration); and
2. i) Accept the bid dated July 15, 2021, submitted by Bellfree Contractors, Inc. in response to the Project Plans and Specifications for the Annandale Canyon Open Space Trail Access Improvements Project, ii) reject all other bids, and iii) authorize the City Manager to enter into a contract for an amount not to exceed \$247,359 which includes the base contract amount of \$237,359 and a contingency of \$10,000 to provide for any necessary change orders.

## **EXECUTIVE SUMMARY:**

On February 9, 2009, City Council approved the acquisition of 20.6 acres of land formerly known as the Annandale Canyon Estates for public open space and design and construction of public access trails.

In fiscal year (FY) 2010, the Annandale Canyon Open Space Trail Access, Improvements and Park Expansion capital project was created and initially funded to provide a trail and trailhead improvements to the Annandale Canyon Park area. The trailhead would include a small vehicle parking area and minor site improvements such as information signs and site amenities.

In 2014, the City of Pasadena acquired and additional three parcels to expand the open space to approximately 23 acres.

In 2016, the Department of Public Works began development of the concept design and performing public outreach. This included a community meeting on April 12, 2017 where residents expressed their desires and concerns regarding the project; and presentation to Recreation and Parks Commission on May 2, 2017 where Staff obtained endorsement for the concept design.

From May 2018 to January 2021, the CEQA Initial Study and Mitigated Negative Declaration (IS/MND) was drafted and completed.

On May 5, 2021, the City's Hearing Officer, at the recommendation of Planning and Community Development Department staff, adopted the environmental determination and approved Conditional Use Permit #6577 with conditions that have been implemented into the project design.

On June 17, 2021 and June 24, 2021, a Notice Inviting Bids was advertised in the local papers as well as posted on PlanetBids. Bid packages were obtained by 60 vendors of which three were local. A total of four bids were received by the bid opening date of which two bids were deemed non-responsive and none were local firms.

#### **BACKGROUND:**

The Annandale Canyon Open Space project site at 1420 Wierfield Drive was previously known as Annandale Canyon Estates, a proposed development of 24 single-family homes to be situated on approximately 20.6 acres. In 2006, a draft Environmental Impact Report (EIR) was prepared for the development; however, it was not certified.

On February 9, 2009, City Council approved the acquisition of the 20.6-acre property comprised of 37 separate parcels (1420 Wierfield Drive) and an additional 31,000-square-foot property located at 1410 Wierfield Avenue for a total amount not to exceed \$6,464,000 for the creation of the Annandale Canyon Open Space.

Funding for acquisition of the open space was comprised of the following: A \$2,500,000 grant from Santa Monica Mountains Conservancy for acquisition of undeveloped hillside and canyons in the northwest portion of Pasadena; a \$500,000 contribution from Los Angeles County Proposition A funds at the direction of County Supervisor Michael Antonovich; City Council appropriation of \$2,000,000 in Residential Impact Fee; and, City Council authorized issuance of the City of Pasadena Annandale Canyon Open Space Benefit Assessment District (formed on October 27, 2008 and comprised of Pasadena home and property owners within a ½-mile radius of the open space and those deemed to receive a special benefit due to the enhanced recreational opportunities), Limited Obligation Improvement Bonds, Series 2009, in an amount not to exceed \$1,364,000. The remaining \$100,000 was funded through an additional request to Santa Monica Mountains Conservancy.

In fiscal year (FY) 2010, City Council created and partially funded the Annandale Canyon Open Space Trail Access, Improvements and Park Expansion capital project to

provide a trail, trailhead and a small parking area as new parkland and open space for the community.

In 2014, the City acquired three additional parcels for \$255,469 utilizing Residential Impact Fee. This expanded the footprint of the open space area to approximately 23 acres.

In 2016, the Department of Public Works began the design process and developed an initial concept plan for proposed project.

On April 12, 2017, a community meeting was held to present the proposed concept and receive input. Approximately 700 announcements were mailed and additional outreach was conducted by email through the Council District 6 field office. The meeting was attended by approximately 25 members of the community. Topics of discussion included trail connectivity to adjacent trail networks, off-street parking, potential for increased fire risk, and security concerns for properties in the immediate vicinity.

On May 2, 2017, Recreation and Parks Commission voted to support the concept design for the project.

In May, 2018, the City entered into an agreement with Psomas to complete the CEQA Initial Study and Mitigated Negative Declaration (IS/MND).

In January 2021, a Conditional Use Permit (CUP) application was submitted to Planning and Community Development Department. As part of the application, the draft IS/MND was submitted for review.

On April 14, 2021, notices were mailed to 51 property owners covering 98 properties within 500 feet of project to notify residents of the May 5, 2021 Hearing Officer date to review the City's application for a CUP and the supporting IS/MND. In addition to mailers to residents, the following forms of notification were posted on April 14: Notices attached to power and light poles within 500 feet of the project site; signage noticing scheduled hearing posted at project address; email notifications to City Council District Liaisons; listing on City's Hearing Officer webpage; and creation of dedicated webpage through Planning and Community Development Department which included posting of the IS/MND.

On May 5, 2021, the project was presented to the City's Hearing Officer. Twenty-six total comments were received and provided to the Hearing Officer, six of which were received during the hearing and read aloud. At the recommendation of Planning and Community Development Department staff, the environmental determination was adopted and Conditional Use Permit #6577 was approved with conditions that have been implemented into the project design.

The project includes a trail that will be approximately 2,350 feet in length and three to five feet in width depending on any given point along the trail and the terrain and

vegetation constraints. The trail will incorporate the existing abandoned unpaved graded access road, with the exception of the creek crossing, where a wooden pedestrian bridge will be constructed. The trailhead will include informational signage, bench, combination trash/recycling receptacle, and perimeter boulders. An observation point will be located atop the San Rafael Hills and includes the installation of a bench, interpretive signs, perimeter railing, and boulders. A parking lot for six cars will be constructed at the end of Wierfield Drive. The parking lot will be paved with crushed aggregate base, except the for one Americans with Disabilities Act (ADA) space which will be concrete. The parking lot will also have a security gate to prevent vehicle access after hours.

A finding of compliance with the General Plan was previously made and is shown in the Fiscal Year (FY) 2022- 2026 CIP Budget on page 8.7 – *Annandale Canyon Trail Open Space Access, Improvements, and Park Expansion*.

The Department of Public Works prepared plans and specifications in coordination with staff from the Parks, Recreation and Community Services Department for the subject contract. In accordance with Section 4.08.070 of the Pasadena Municipal Code, bids were requested and received. On June 17, 2021 and June 24, 2021, a Notice Inviting Bids was advertised in the local papers as well as posted on PlanetBids. The posting generated notices to vendors who have previously registered with the City for this particular commodity class. Bid packages were obtained by 60 vendors of which three were local. A total of four bids were received by the bid opening date of which one bid was deemed non-responsive, one deemed non-responsible, and none were local firms.

Following advertising, bids were opened on July 15, 2021 and are as follows:

Bidder	Amount (\$)
1. Bellfree Contractors, Inc., Granada Hills	\$ 237,359
2. CEM Construction Corporation, Montebello	\$ 278,901
Engineer's Estimate	\$ 232,000

It is recommended that Bellfree Contractors, Inc. be awarded the contract for this project as they are the lowest responsive and responsible bidder. The proposed contract with Bellfree Contractors, Inc. fully complies with the Competitive Bidding and Living Wage Ordinances. In addition, the proposed contract fully complies with the Prevailing Wage Law (Senate Bill 7) per Resolution 9406 adopted by the City Council on December 14, 2014.

The contractor has indicated that the award of this contract will result in no new hires to the present work force. A Local Preference Provision to recruit Pasadena residents initially and to give them preference, if all other factors are equal, for any new positions for this project was included in the project specifications.

Bellfree Contractors, Inc. has not previously performed work for the City of Pasadena. Staff has confirmed the contractor's license and Department of Industrial Relations status is in good standing.

The contract will be set up as follows:

Base Bid	\$	237,359
Contingency Allowance	\$	<u>10,000</u>
Contract Not-to-Exceed Amount	\$	247,359

A contingency of 4 percent is allocated to this contract given possible unforeseen conditions that may be encountered.

It is anticipated that construction will begin in October 2021, and the work will be completed in December 2021. The duration of the contract work is 40 working days to complete the project. This project is partially funded by Prop A (Parks) grant requiring the project be completed by the grant deadline of March 30, 2022.

#### **COUNCIL POLICY CONSIDERATION:**

This contract is consistent with General Plan Land Use Element Policy 2.13 (Parks), which encourages the development of new parks and recreational facilities within walking distance of residents, supporting healthy lifestyles. The proposed park is also consistent with General Plan Land Use Element Policy 10.10 (Expanded Natural Areas) through the improvement and maintenance of a natural open space.

The project is also consistent with the goals of the City's Green Space, Recreation and Parks Element of the General Plan. This Element promotes the City's vision of expanding additional parks and open spaces to meet the community's needs and desires for open space, parks, and recreation. Specifically, the project would address Policy 4.2: Degraded Open Spaces, "Seek opportunities to reclaim and restore degraded natural open spaces," by adding a passive recreation feature, and related maintenance, to the Annandale Canyon area, an area that has not historically been maintained.

#### **ENVIRONMENTAL ANALYSIS:**

On behalf of the City, Psomas was hired to conduct the environmental review of the Project in compliance with the California Environmental Quality Act (CEQA). This analysis resulted in a Draft Initial Study / Mitigated Negative Declaration. As required by CEQA, the following environmental topics were analyzed:

- Aesthetics
- Agriculture and Forestry Resources
- Air Quality
- Biological Resources
- Cultural Resources



- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems
- Wildlife

All impacts identified in the Initial Study were found to be less than significant, or less than significant with implementation of mitigation measures. The Initial Study identified potentially significant effects related to the following topics: Biological Resources, Cultural Resources, Geology and Soils, Recreation, and Tribal Cultural Resources. However, with incorporation of mitigation measures, it was determined in the Initial Study that all potentially significant effects would be reduced to a less-than-significant level.

Summarized below are the topics where it was determined that mitigation measures were necessary, as well as summaries of the relevant mitigation measures. The full analysis of these topics, as well as those found to have a less-than-significant impacts can be found in the Draft Initial Study / Mitigated Negative Declaration (IS/MND).

#### Biological Resources (Less than Significant with Mitigation)

The Biological Resources analysis in the Draft IS/MND found that although the project would not have a substantial adverse impact on wildlife, there is suitable habitat for ground-nesting birds throughout the project site, and suitable habitat for tree- and shrub-nesting species is present on-site and within a 500-foot radius. Therefore, Mitigation Measure BIO-1 will require that migratory birds and their nests are protected pursuant to the Migratory Bird Treaty Act and California Department of Fish and Wildlife regulations.

The Draft IS/MND also identified potential impacts to protected trees on-site, including two Coast live oaks and one San Gabriel Mountain leather oak. The potential impacts are due to light trimming, foot traffic under canopies, and potential root or canopy damage during construction activities in close proximity. As such, Mitigation Measures BIO-2 will require the installation of protective fencing around the identified protected trees, and Mitigation Measure BIO-3 will require approval from the City Manager prior to

tree disturbance.

With the inclusion of Mitigation Measures BIO-1, BIO-2, and BIO-3, potential impacts to Biological Resources were found to be less than significant.

#### Cultural Resources (Less than Significant with Mitigation)

The Cultural Resources analysis in the Draft IS/MND found that although the Project would not have a substantial adverse change in the significance of a known historical resource or disturb human remains, there is the potential to unearth previously unknown archaeological resources during construction, which would cause a potentially substantial adverse change in the significance of an archaeological resource. Therefore, Mitigation Measures CUL-1 will require instructions for construction personnel regarding historic resources and require all ground-disturbing activities within the localized area to be stopped if resources are discovered. Mitigation Measure CUL-2 will require an evaluation of any such find by a qualified archaeologist, and if the evaluation yields positive for a significant impact, the archaeologist would develop an appropriate treatment plan for the resource.

Therefore, with the inclusion of Mitigation Measures CUL-1 and CUL-2, potential impacts to Cultural Resources were found to be less than significant.

#### Geology and Soils (Less than Significant with Mitigation)

The Geology and Soils analysis in the Draft IS/MND found that because the Project would be located within the seismically active Southern California region, it could be subjected to secondary seismic hazards such as landslides, collapse, ground lurching, shallow ground rupture, and liquefaction. As part of the study of the area, a geotechnical analysis of the site, 'Limited Geotechnical Investigation, the Annandale Canyon Open Space Trail Access Improvements' technical report was prepared by Geocon West, Inc. This report is included as Appendix D to the IS/MND. To address potential seismic impacts, Mitigation Measure GEO-1 will require that prior to issuance of a grading permit for the project, the recommendations from the 'Limited Geotechnical Investigation' report be included in the site preparation and construction specifications. With the inclusion of Mitigation Measure GEO-1, potential impacts to Geology and Soils were found to be less than significant.

#### Recreation (Less than Significant with Mitigation)

The Recreation analysis in the Draft IS/MND found that although the Project would not "...directly or indirectly create a need for construction or expansion of recreational facilities...", the Project would include construction of a trailhead, trail, and observation point to provide public access to the Annandale Canyon Open Space Access area. Although these elements themselves could not have an environmental impact, the construction of the project itself could have an impact. Therefore, with the inclusion of the relevant mitigation measures discussed previously and subsequent to this

discussion, specifically Mitigation Measures BIO-1-3, CUL-1-2, GEO-1, and TCR-1, the Project would have a less than significant impact on the Recreation topic area.

Tribal Cultural Resources (Less than Significant with Mitigation)

The Tribal Cultural Resources analysis in the Draft IS/MND found that there is no known evidence of tribal resources at the Project site, and therefore the impacts would be less than significant. However, Mitigation Measure TCR-1 has been included to recognize the possibility of uncovering tribal resources. This mitigation measure will require the City to notify the Gabrieleño Band of Mission Indians – Kizh Nation of the commencement of earthwork activities, and to allow them reasonable access to the site. If any tribal resources are identified, the City's consulting Project Archaeologist will collaborate with the tribal representative and determine the appropriate actions (i.e. design and plan) for explorations and/or recovery.



**FISCAL IMPACT:**

The cost of this contract is \$247,359 and the total cost of this action will be \$260,359. Funding for this action will be addressed by the utilization of existing budgeted appropriations in the *Annandale Canyon Open Space Trail Access Improvements Project*, (78240) CIP project. It is anticipated all costs will be spent in FY 2022, within the project's Prop A grant deadline of March 30, 2022.

The following table represents a project summary.

Base Bid	\$	237,359
Contingency	\$	10,000
Contract Administration/Inspection	\$	13,000
<b>Total Fiscal Impact</b>	<b>\$</b>	<b>260,359</b>

Respectfully submitted,

  
KRIS MARKARIAN, P.E.  
Acting Director of Public Works

Prepared by:

  
Hayden Melbourn, P.E.  
Principal Engineer

Approved by:

  
STEVE MERMELL  
City Manager

Attachment A: Project Concept Plan and Renderings