



Midpeninsula Regional
Open Space District

R-16-64
Meeting 16-15
July 6, 2016

AGENDA ITEM 1

AGENDA ITEM

Bear Creek Stables Site Plan Alternatives

GENERAL MANAGER'S RECOMMENDATIONS

1. Review the five (5) Bear Creek Stables Site Design Alternatives prepared to date (Alternatives A & B, Phased Implementation Plans for Alternatives A and B, and a new Minimal Alternative C).
2. Select Phased Alternative A2 as the Preferred Alternative for purposes of the California Environmental Quality Act (CEQA) analysis.

SUMMARY

At the regular public meeting of February 24, 2016, the Midpeninsula Regional Open Space District (District) Board of Directors (Board) reviewed Site Design Alternatives A and B for the Bear Creek Stables. At this meeting, the Board directed the General Manager to develop three additional site design alternatives to address the high, upfront capital costs for the proposed improvements. On July 6, 2016, the Board will review Phased options for Site Design Alternatives A and B, as well as a new, Minimal Site Design Alternative C. Based on a thorough analysis of each site design alternative, the General Manager recommends selection of Phased Alternative A, with the addition of the livery stables to further enhance the public programming opportunities, as the preferred alternative for CEQA purposes (henceforth names Phased Alternative A2). The recommended alternative would allow for phased implementation of the improvements, with the first phase eligible for Measure AA reimbursements. Subsequent phases would be deferred until additional external funds are secured via donations, grants, and/or tenant contributions. Phased Alternative A2 would help establish a longer-term plan of development for Bear Creek Stables (as compared to Alternative C) whereby elements are implemented as funds are available.

MEASURE AA

Measure AA includes Portfolio #21, Bear Creek Redwoods Public Recreation and Interpretation Projects, as follows:

Open for hiking, equestrian activities. Provide parking areas, trails; upgrade stables. Restore & protect habitats for various species. Repair roads & trails to reduce sediment. Rehabilitate Alma College site.

Measure AA allocated \$17.478M for all eligible Bear Creek Redwoods Open Space Preserve projects. Preliminary project cost estimations by staff for the Portfolio #21 assigned approximately \$3M for upgrades to Bear Creek Stables.

BACKGROUND

As part of the Bear Creek Redwoods Preserve Plan, the Bear Creek Stables Site Plan is being developed to meet the following goals:

- Emphasize the protection of the site's natural resources;
- Maximize public benefits by broadening public access and use of the facility; and
- Develop a viable plan that is financially feasible for a tenant and the District.

On February 24, 2016, the Board reviewed Site Design Alternatives A and B (Attachment 1) (R-16-20). Given the high, upfront capital cost of the improvements for Alternatives A and B, the Board directed the General Manager to develop three additional alternatives to either phase in the cost of improvements (Phased Alternatives A & B), or reduce the total project costs (Minimal Alternative C).

DISCUSSION

Three new site design alternatives, in addition to Alternatives A and B, have been developed for Board consideration to reduce upfront capital costs: Phased Alternatives A and B and Minimal Alternative C. Table 1 describes the improvements, facilities and public programming associated with Alternatives A, B, and C. Table 2 outlines the phasing of improvements for Alternatives A and B. As part of the Board's deliberations of the various Alternatives, the following policy questions should be considered:

- Availability of public programming/expansion of public access;
- Availability of a reliable and cost-effective water supply to support the Stables;
- Viability of attracting a long-term tenant to provide expanded public access programs, implement future improvements, and maintain the site; and
- Opportunity to establish a long-term vision for the Stables, where the District could prioritize funding on initial phased improvements and seek grant or external funding to implement future phases.

Alternative A

Alternative A includes necessary improvements for the existing Stables facilities and would accommodate 63 boarded horses. Public access improvements would include a visitor information kiosk, visitor parking, restroom and a public open air riding arena. Pasture areas would be fully restored to natural landscapes and the paddock area would be rebuilt for improved drainage and equestrian health and safety. This alternative has been refined to include a new caretaker's residence in its existing location.

Alternative B

Alternative B includes the necessary improvement, plus facilities designed to increase public access to equestrian facilities and programs. The site design would accommodate 72 horses (12 public program horses and 60 boarded horses.) The improvements would include a livery stable to facilitate the public trail riding program, as well as a large public arena with bleacher seating to better facilitate equine education programs and clinics. This alternative has been refined to

include construction of a multipurpose stable building to replace the existing structure and full restoration of the pasture areas instead of irrigated pastures.

New Minimal Alternative C

Minimal Alternative C includes only the essential safety and environmental protection improvements to provide a safe environment for boarders, their horses, and the public, and protect the site’s natural resources, thereby limiting the total cost of implementation. Improvements include: demolition of dilapidated structures; restoration of hillsides; minimal improvements to the existing hay barn, manure dump, and arenas; improvements to boarder area, including replacement of paddock fencing and shelters within the existing layout; addition of a public restroom; and minimal road and parking upgrades (Attachment 2: Alternative C). With the exception of the new restroom, Alternative C does not propose any other new structures.

TABLE 1. Proposed Key Improvements for Alternatives A, B and C

	Alternative A	Alternative B	Alternative C
Horses	63 horses (boarded)	72 horses (60 boarded + 12 public program)	63 horses (boarded)
Livery stable	No	Yes - 12 livery runs	No
Arena	<ul style="list-style-type: none"> ▪ Large rotated (boarder) arena in boarder area ▪ Small (public) arena in public access area 	<ul style="list-style-type: none"> ▪ Large (public) arena next to hillside with bleacher seating in boarder area ▪ Small (boarder) arena in former dressage area 	<ul style="list-style-type: none"> ▪ Improved small (public) arena in public access arena ▪ No upgrades to boarder arena or round pen
Public access facilities	<ul style="list-style-type: none"> ▪ Public restroom & boarder area restroom ▪ Visitor kiosk/center ▪ Stabilized or restored stable ▪ Farm animals barn in restored stable 	<ul style="list-style-type: none"> ▪ Public restroom and boarder area restroom ▪ New 1-2-story structure to replace old stable ▪ Visitor center in new structure ▪ Farm animals barn in restored stable 	<ul style="list-style-type: none"> ▪ Shared public/boarder restroom ▪ Stabilized stable
Administration facilities	<ul style="list-style-type: none"> ▪ New office and caretaker residence in existing location 	<ul style="list-style-type: none"> ▪ New office in new 1-2-story structure ▪ New caretaker residence at entrance 	<ul style="list-style-type: none"> ▪ Demolition of non-essential structures, including caretaker residence
Pasture areas	Restoration	Restoration	Restoration
Total Order of Magnitude Cost	\$7.7 M (includes water system)	\$8.1 M (includes water system)	\$3.4 M (includes water system)
Common improvements: Paved roads and parking, new hay barn.			Minimal improvements to roads, hay barn and manure facility

Phased Alternatives A and B

Phase I priority improvements for both Alternatives A and B would focus only on essential safety and environmental protection improvements to provide a safe environment for boarders,

their horses and the public, and protect the site’s natural resources. Futures phases of improvements would be recommended as part of the District’s annual Action Plan and programmed into tenant work plans pending funding, available capacity, and other priority needs, resulting in phased budgeting and phased expenditures.

TABLE 2. Proposed Phased Implementation Plan for Alternatives A and B*

	Alternative A	Alternative B
Phase 1 (High Priority) Improvements	<ul style="list-style-type: none"> ▪ Removal of dilapidated structures in the public area ▪ Hillside restoration ▪ New restroom ▪ Limited improvements to roads, parking, hay barn, manure dump ▪ Improvements to paddocks, shelters, boarder arena 	<ul style="list-style-type: none"> ▪ Removal of dilapidated structures in the public area ▪ Hillside restoration ▪ New restroom ▪ Limited improvements to roads, parking, hay barn, manure dump ▪ Improvements to paddocks, shelters, boarder arena ▪ New boarder arena in dressage arena
Phase 1 Cost	\$4.25 M (includes water system)	\$4.65 M (includes water system)
Phase 2 Improvements	<ul style="list-style-type: none"> ▪ Additional road upgrades; asphalt roads ▪ Replacement of hay barn ▪ Replacement of caretaker house ▪ New arena in public access area ▪ New maintenance building ▪ New vehicle/horse trailer pkg lot 	<ul style="list-style-type: none"> ▪ New public livery stable ▪ New visitor center ▪ Additional road and pkg upgrades; asphalt roads ▪ New, relocated hay barn ▪ Replacement of caretaker house ▪ New maintenance building ▪ New vehicle/horse trailer pkg lot ▪ New farm animals barn
Phase 2 Costs	\$3.4 M	\$3.5 M
Order of Magnitude Cost	\$7.65 M (includes water system)	\$8.15 M (includes water system)

*Alternative C does not have a Phased Implementation Plan as all improvements are high priority, and would be implemented at one time.

Recommended Preferred Alternative – Phased Alternative A2 (Attachment 3, Table 3)

Based on an analysis of all five Alternatives prepared to date, the General Manager recommends selection of a modified version of Phased Alternative A, with the inclusion of the livery stables – titled Phased Alternative A2 – for the following reasons:

- Phased approach allows implementation costs to be phased over time, as funding and resources are made available.
- Addition of a livery stable significantly expands public access and programming.
- High priority improvements to address health, safety and environmental concerns would be completed during Phase I.
- Alternative retains important elements that contribute to the site’s rustic character like the old stable building.
- Includes a long-term plan to allow for future improvements to the access roads and parking, restoration of the old stables building, and additional administrative facilities.

TABLE 3. Recommended Preferred Alternative - Phased Alternative A2

	Phased Alternative A2
Modifications to Alternative A	<ul style="list-style-type: none"> ▪ Addition of a public livery stable to public access area ▪ Relocation of hay barn to new trailer parking area ▪ Reduction of paved surface to main driveways and vehicle parking areas ▪ Existing layout of boarder area is retained as part of the Phase 1 Improvements
Phase 1 Improvements	<ul style="list-style-type: none"> ▪ Demolition of structures and stabilization of old stables building ▪ Hillside restoration ▪ Public access area restroom ▪ New public access area livery stable and arena ▪ Limited improvements to roads (gravel), parking, hay barn, manure dump (public area) ▪ Interim improvements to existing boarder area (new fencing, shelters, footing, drainage improvements)
Phase 1 Cost	\$4.5 M (includes water system)
Phase 2 Improvements	<ul style="list-style-type: none"> ▪ New hay barn ▪ New caretaker house ▪ New maintenance building ▪ New trailer parking lot ▪ Paved entry roads and parking areas ▪ Additional improvements to boarder area paddocks, arena and round pen
Phase 2 Costs	\$2.8 M
Preliminary Order of Magnitude Cost	\$7.3 M (includes water system)

Attachment 4 provides an overview of the strengths and weaknesses for each of the alternatives. This comparison focuses on the alternative's overall project cost, public access opportunities, likelihood to attract a long-term tenant, and potential for a tenant to generate sufficient income to maintain the site and implement future improvements.

Based on this evaluation, Phased Alternative A2 most effectively accomplishes the Board-approved project goals which are: to emphasize the protection of the site's natural resources, maximize public benefits by broadening public access and use of the facility, and develop a viable plan that is financially feasible for a tenant and the District. Although the \$4.5M Phase I cost estimate exceeds the original set aside for Stables improvements by \$1.5M, all Phase I improvements would be eligible for Measure AA reimbursement.

Water System Infrastructure Improvements

Water system infrastructure improvements that provide for both potable and fire suppressions needs are required to retain a stables operation in the long-term. The District retained consultants to evaluate the construction feasibility of each potential option and provide the

associated estimated construction costs and future operational and maintenance costs over a 50-year lifecycle.

Staff had previously informed the Board that, based on the conceptual designs of the potential water systems evaluated to date, preliminary cost estimates were in the range of \$2.3 million to over \$6 million (R-16-31). Since then (on May 6, 2016), the District has received confirmation from the San Jose Water Company (SJWC) that a direct connection is feasible to their existing water line at Bear Creek Road, such that related initial capital costs would be substantially reduced.

The latest engineering estimates identify a range of preliminary costs (capital plus 50 years of operation and maintenance) between \$1.7 and \$5.1 M for the various water system options. Based on the latest research, it appears that a direct connection to SJWC would provide the most cost effective option for providing a reliable source of water for potable and fire suppression use at a total cost of approximately \$1M. Staff will continue to refine and evaluate the cost, timeliness of implementation, constructability, and adequacy of water rights of the various water source options to confirm that the SJWC option is preferred. A selection is expected at the time the Board approves the Preserve Plan.

Community Input Received on Alternatives A and B

On May 3, 2016 District staff held an Open House to receive additional public feedback on Site Design Alternatives A and B. Approximately 15 people provided input in person or by email. Some of the greatest concerns identified by the public included the need for improvements to the site drainage and road, as well as maintaining the character of the site. Preferences for specific elements within each alternative varied, particularly as they relate to the location and size of arenas, the caretaker's residence and hay barn. Attendees also provided input and support to modify elements within the alternatives to further reduce costs.

FISCAL IMPACT

Sufficient funds are included in the Fiscal Year (FY) 2016-17 budget for the completion of the Preserve Plan, including the Bear Creek Stables Site Plan, and Environmental Impact Report (EIR).

BOARD COMMITTEE REVIEW

Seven PNR committee meetings have been held to date. Staff presented the process for developing a long-term plan and lease to the PNR committee on August 27, 2013 and December 2, 2014. Three additional PNR committee meetings were held to solicit public input on March 16, March 18, 2015 and May 3, 2016. On April 14, 2015, the PNR committee reviewed preliminary site design alternatives. On September 29, 2015, the PNR committee reviewed the revised site design alternatives and the preliminary cost sharing proposals.

PUBLIC NOTICE

Public notice was provided as required by the Brown Act. Additional notice was provided to interested parties of the Stables Site Plan, as well as adjoining neighbors of Bear Creek Redwoods Open Space Preserve.

CEQA COMPLIANCE

An EIR is currently in preparation for the Preserve Plan, which includes the Bear Creek Stables and Alma College Site Plans. In June 2015, the Board accepted the project description of the proposed Preserve Plan, including a range of potential improvements at the Stables, for the purposes of completing the environmental review process consistent with the California Environmental Quality Act (CEQA) (R-15-16). At the February 24, 2016 meeting, the Board directed the General Manager to develop Phased options for Alternatives A and B and a Minimal Alternative C, and these options have also been incorporated into the CEQA review. If Phased Alternative A2 is selected as the preferred alternative for CEQA purposes, this modified alternative would also be incorporated into the CEQA review.

NEXT STEPS

The General Manager will direct staff to incorporate feedback received from the Board Special Meeting into the Bear Creek Redwoods Preserve Plan and CEQA document, which will be released for public review this summer/early fall.

PROJECT SCHEDULE

Selection of preferred Site Design Alternative for CEQA purposes	July 2016
BCR Preserve Plan EIR Hearing	September 2016
EIR Certification & Preserve Plan (Stables & Alma College Site Plans) Approval	December 2016
Release Request for Proposals for Design Development	January 2017
Award of Contract for Design Development Consultant	March 2017
Design and Engineering	2017
Permitting	2018
Construction	Spring 2019

Attachment(s)

1. Site Design Alternatives A and B
2. Site Design Alternative C
3. Site Design Alternative A2
4. Comparison of Strengths and Weaknesses for Site Design Alternatives

Responsible Department Head:

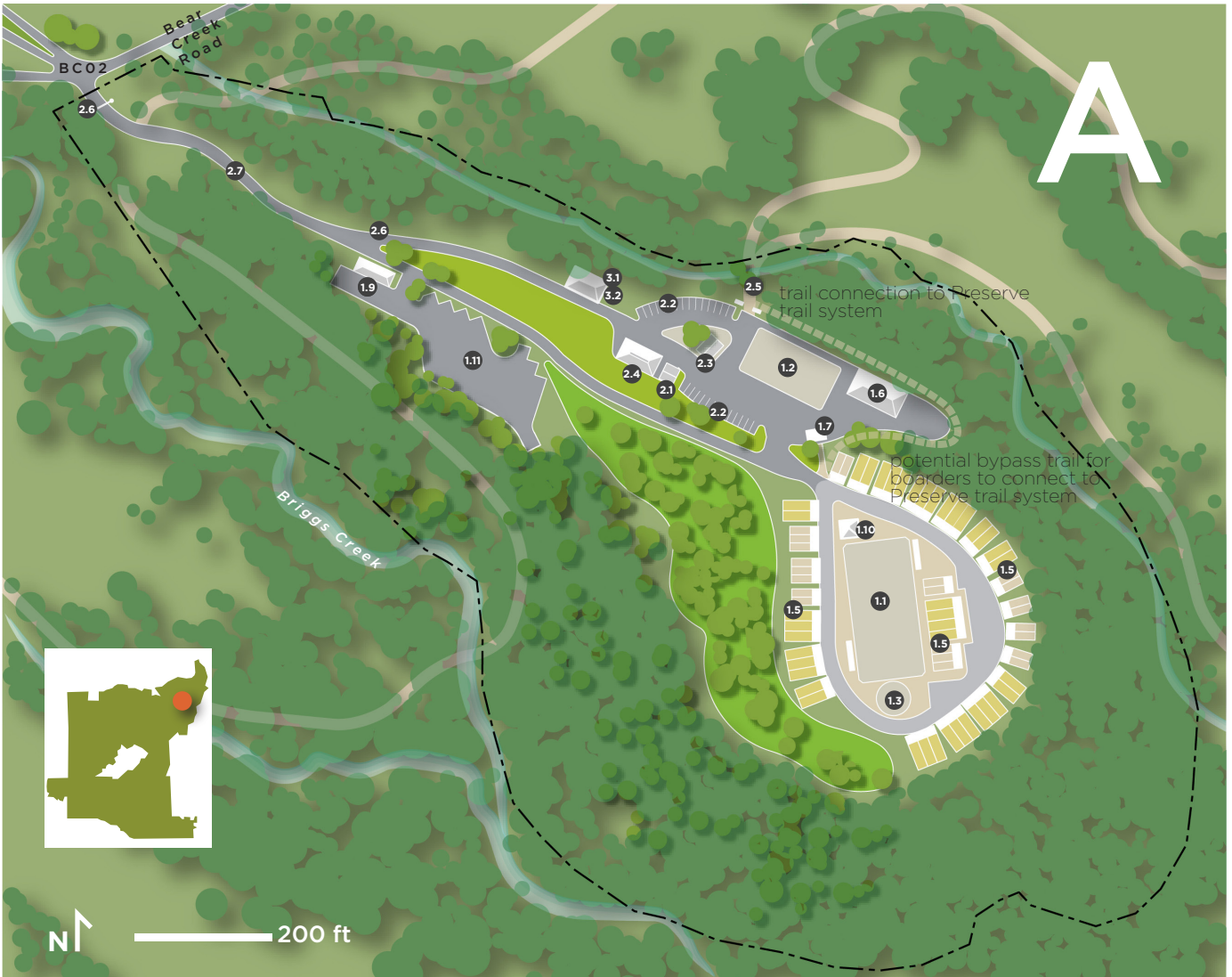
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Bear Creek Stables Alternative A

1. Horse Stables

- 1.1** Main Riding Arena
- 1.2** Secondary Arena
- 1.3** Round Pen
- 1.5** (23) Boarding Shelters + Paddocks (15x30ft)
- 1.5** (40) Boarding Shelters + Paddocks (15x40ft)
- 1.6** Hay Barn
- 1.7** Manure Dump
- 1.9** Maintenance & Storage
- 1.10** Restrooms at Arena
- 1.11** Trailer Parking (2 to 4 full trailer parking + 10 to 12 trailer storage spaces)

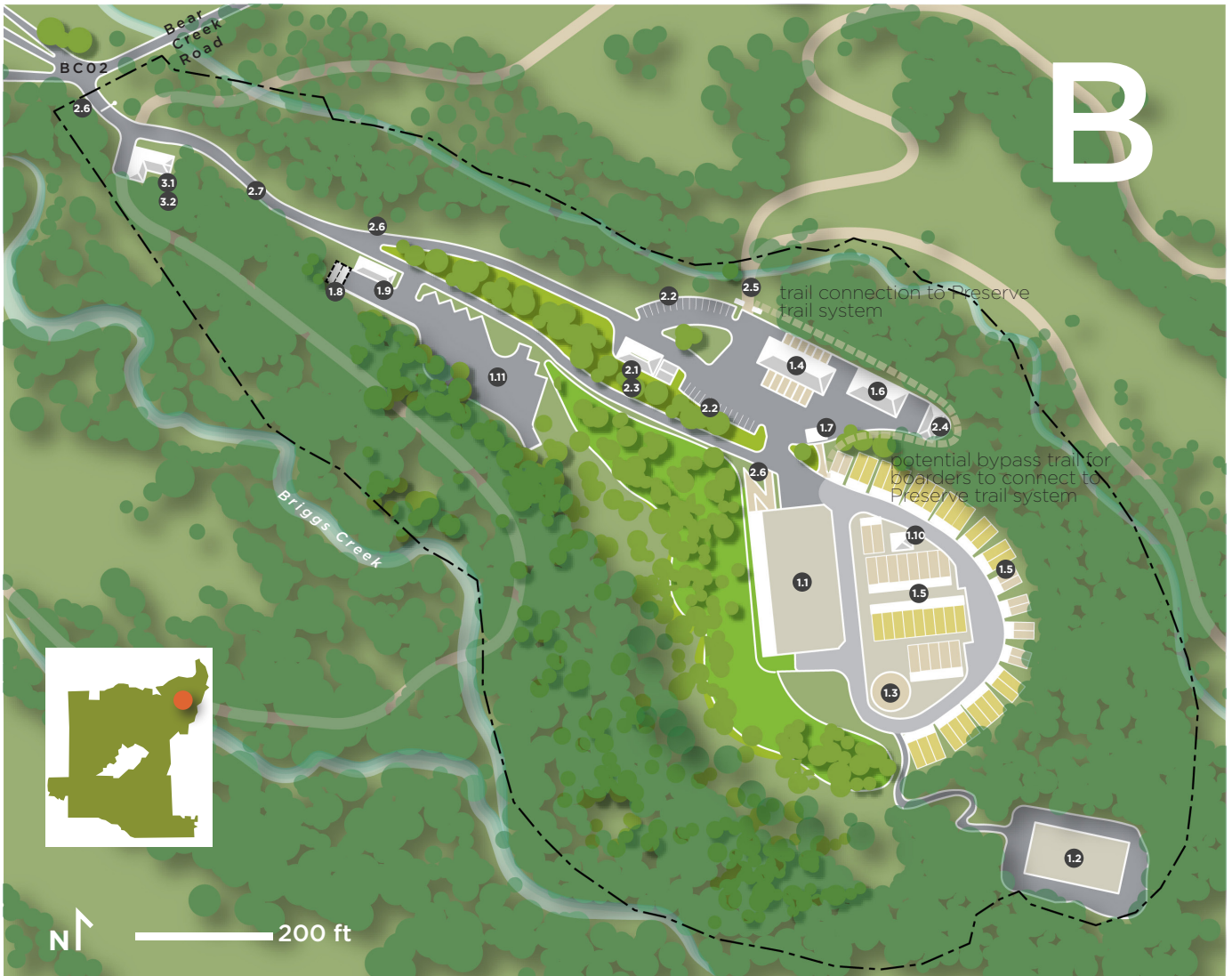
2. Public Access

- 2.1** Public Restrooms
- 2.2** Visitor Parking (25 to 40 spaces)
- 2.3** Visitor Facility (Welcome/Learning Center): shelter under existing tree
- 2.4** Farm Animals Barn (in older stables structure)
- 2.5** Horse/Pedestrian Trailhead
- 2.6** Directional/Informational Signage
- 2.7** Road Upgrades

3. Administration

- 3.1** Office (new building)
- 3.2** Groundskeeper House (new building)

B



1. Horse Stables

- 1.1** Main Riding Arena (OPTIONAL: covered)
- 1.2** Secondary Arena (OPTIONAL: covered)
- 1.3** Round Pen
- 1.4** Livery + (12) Runs
 - (25) Boarding Shelters + Paddocks (15x30ft)
- 1.5** (35) Boarding Shelters + Paddocks (15x40ft)
- 1.6** Hay Barn
- 1.7** Manure Dump
- 1.8** Composting Station (OPTIONAL: 20-horse system)
- 1.9** Maintenance & Storage
- 1.10** Restrooms at Arena
- 1.11** Trailer Parking (2 to 4 full trailer parking +10 to 12 trailer storage spaces)

2. Public Access

- 2.1** Public Restrooms (in new Visitor Facility)
- 2.2** Visitor Parking (25 to 40 spaces)
- 2.3** Visitor Facility (Welcome/Learning Center): new structure
- 2.4** Farm Animals Barn
- 2.5** Horse/Pedestrian Trailhead
- 2.6** Directional/Informational Signage
- 2.7** Road Upgrades

3. Administration

- 3.1** Office (in new Visitor Facility)
- 3.2** Groundskeeper House (new building at entry)

Bear Creek Stables Alternative B

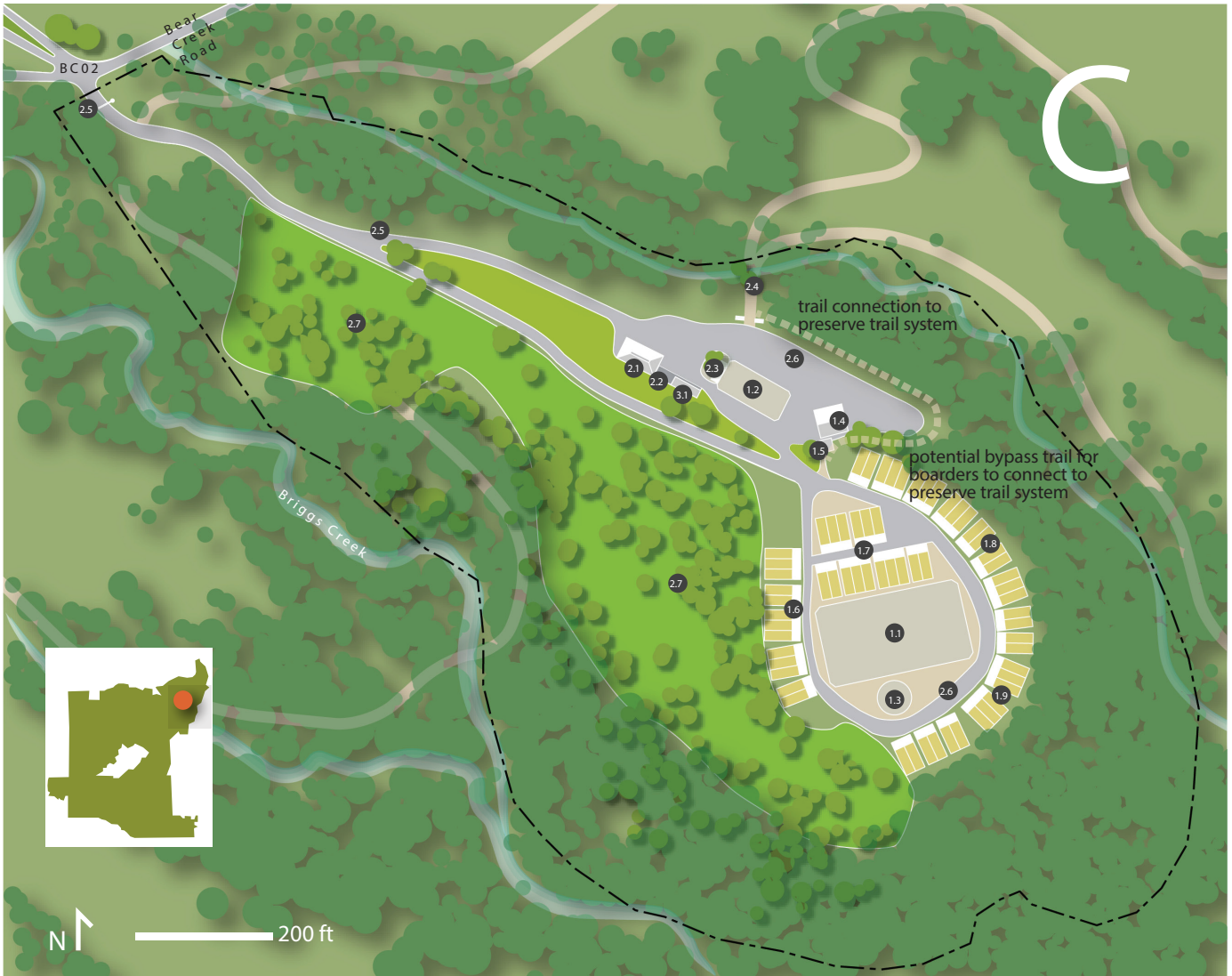


FIGURE 3-8A Bear Creek Stables Alternative C

1. Horse Stables

- 1.1 Existing Riding Arena with Improvements
- 1.2 Rebuild Secondary Arena (80'x160')
- 1.3 Existing Round Pen
- 1.4 Existing Hay Barn
- 1.5 Covered Manure Dump
- 1.6 (13) Phase One Paddocks (15x40ft)
- 1.7 (16) Phase Two Paddocks (15x40ft)
- 1.8 (18) Phase Three Paddocks (15x40ft)
- 1.9 (16) Phase Four Paddocks (15x40ft)

2. Public Access

- 2.1 Preserve Original Barn Structure (no restoration)
- 2.2 ADA Parking (2 spaces)
- 2.3 Shed Remains for Possible Trial Ride or Lesson Operation
- 2.4 Horse/Pedestrian Trailhead
- 2.5 Directional/Informational Signage
- 2.6 Gravel Road & Parking Improvements
- 2.7 Removal of Structures & Pasture Reclamation

3. Administration

- 3.1 Public Restroom

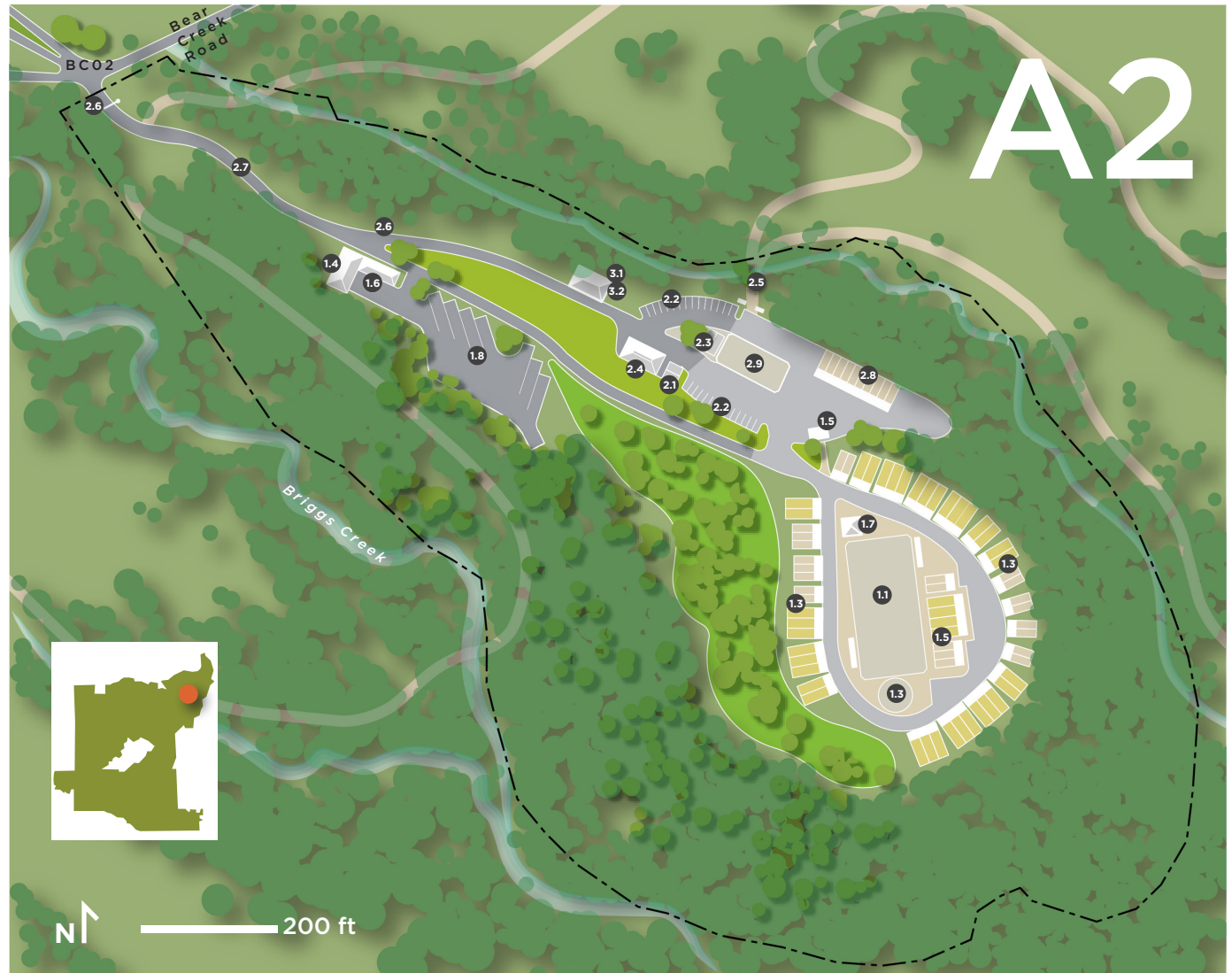


FIGURE 3-8A Bear Creek Stables Alternative A2

1. Horse Stables

- 1.1** Main Riding Arena
- 1.2** Round Pen
- 1.3** (23) Boarding Shelters + Paddocks (15x30ft)
- 1.3** (40) Boarding Shelters + Paddocks (15x40ft)
- 1.4** Hay Barn
- 1.5** Manure Dump
- 1.6** Maintenance & Storage
- 1.7** Restrooms at Arena
- 1.8** Trailer Parking (2 to 4 full trailer parking + 10 to 12 trailer storage spaces)

2. Public Access

- 2.1** Public Restrooms
- 2.2** Visitor Parking (25 to 40 spaces)
- 2.3** Visitor Facility (Welcome/Learning Center): shelter under existing tree
- 2.4** Farm Animals Barn (in older stables structure)
- 2.5** Horse/Pedestrian Trailhead
- 2.6** Directional/Informational Signage
- 2.7** Road Upgrades
- 2.8** Livery: 10 Stalls + Runs
- 2.9** 80'x160' Outdoor Arena

3. Administration

- 3.1** Office (new building)
- 3.2** Groundskeeper House (new building)

ATTACHMENT 4. Comparison of Strengths and Weaknesses of Site Design Alternatives

	Implementation Cost	Public Programming	Long-term Plan	Financial Viability	Character of Site
Alternative A	○	◐	●	◐	◐
	▪ High upfront cost	▪ Increased opportunity for public access	▪ Provides long-term plan	▪ Improved opportunity to attract long-term tenant and increase revenue	▪ Retains key elements of site
Alternative B	○	●	●	●	○
	▪ Highest upfront cost	▪ Greatest opportunity for expanded public access	▪ Provides long-term plan	▪ Greatest opportunity to attract long-term tenant and increase revenue	▪ Changes site's character
Alternative C	●	○	○	○	◐
	▪ Least cost alternative	▪ Lacks expanded public access	▪ Does not provide long-term plan	▪ Potential difficulty to attract long-term tenant	▪ Retains key elements of site
Phased Alternative A	◐	◐	●	◐	◐
	▪ Reduced upfront cost with phased implementation	▪ Limited expanded public access with Phase I improvements	▪ Provides long-term plan ▪ If no additional funding is secured, future phases are not implemented	▪ Improved long-term opportunity to attract long-term tenant and increase revenue	▪ Retains key elements of site
Phased Alternative B	◐	◐	●	◐	○
	▪ Reduced upfront cost with phased implementation	▪ Limited expanded public access with Phase I improvements	▪ Provides long-term plan ▪ If no additional funding is secured, future phases are not implemented	▪ Improved long-term opportunity to attract long-term tenant and increase revenue	▪ Changes site's character
Phased Alternative A2	◐	●	●	●	●
	▪ Reduced upfront cost with phased implementation	▪ Greatest opportunity for expanded public access with addition of livery stable in Phase I	▪ Provides long-term plan ▪ If no additional funding is are secured, future phases are not implemented	▪ Greatest opportunity to attract long-term tenant and increase revenue with Phase I improvements	▪ Retains most key elements of site

●	Strong alignment with policy/goal
◐	Medium alignment with policy/goal
○	Weak alignment with policy/goal