

## 6.0 CUMULATIVE IMPACTS

This chapter summarizes the potential cumulative environmental impacts associated with the project, the rehabilitation of the Fair Oaks Avenue Overhead Bridge (bridge).

### 6.1 REGULATIONS AND STANDARDS

The California Environmental Quality Act (CEQA) requires an evaluation of a project's contribution to cumulative environmental impacts. According to CEQA Guidelines Section 15355, cumulative impacts are defined as "two or more individual effects which, when taken together, are considerable, or which can compound or increase other environmental impacts."

As stated in the Guidelines, an individual project may not result in significant impacts; however, when combined with the impacts of other related projects, the cumulative effect may be significant.

When evaluating cumulative impacts, CEQA recommends one of two methods:

1. Projects to consider in the cumulative analysis include any past, present, and probable future projects producing related or cumulative impacts, including projects outside the control of the lead agency; or
2. The cumulative analysis would consider projections contained in an adopted local, regional, or statewide plan, or would use a prior environmental document which has been adopted or certified for such a plan.

This analysis uses the first method of evaluation. This analysis incorporates anticipated past, present, and probable future projects (including projects inside and outside the City of Sunnyvale), whose collective impacts, in combination with impacts associated with this project, could contribute to cumulative impacts. **Table 6.1** below contains the list of projects within this project's cumulative analysis area.

Table 6-1 Cumulative Project List

Project Name	Location	Description
<b>Regional</b>		
Peninsula Corridor Electrification Project	Caltrain Corridor - San Francisco to Tamien Station, San Jose	Conversion of railroad to electric powered trains; installation of overhead contact system and electrical power distribution equipment along rail corridor
California High-Speed Rail	Statewide - Sacramento and San Francisco to Los Angeles/San Diego	Construction and operation of new high-speed rail network. In project vicinity, trains are proposed to operate in the existing Caltrain right-of-way in a blended system.
<b>City of Sunnyvale</b>		
Hendy Avenue Complete Streets	Hendy Avenue from Sunnyvale Avenue to the bridge	Street reconstruction including widened and enhanced sidewalks, decorative lighting, street trees and bike lanes and improvements to underground utilities.
505 Mathilda	505 Mathilda Avenue	New 612,000 square foot research and development office campus
Carmel Lofts	Adjacent to the Plaza del Sol off of Frances Avenue and Olson Way (site formally known as The Town and Country)	New mixed-use development of 133 apartment units and 8,000 square feet of ground floor retail space.
<b>City of Santa Clara</b>		
Monticello Village	3515 - 3585 Monroe, City of Santa Clara	New mixed-use development of 825 units, 16,000+ square feet of amenity space, and approximately 44,000 square feet of retail.

Sources: City of Sunnyvale website: <http://sunnyvale.ca.gov/>, Sunnyvale Downtown Association website: <http://www.sunnyvaledowntown.com/> and City of Santa Clara website: <http://santaclaraca.gov/>; Peninsula Corridor Joint Powers Authority: [http://www.caltrain.com/projectsplans/CaltrainModernization/Modernization/PeninsulaCorridorElectrificationProject/PCEP\\_DEIR\\_2014.html](http://www.caltrain.com/projectsplans/CaltrainModernization/Modernization/PeninsulaCorridorElectrificationProject/PCEP_DEIR_2014.html)

The cumulative project list includes the Peninsula Corridor Electrification Project (PCEP), which would allow for existing diesel trains to be replaced by electric trains in between San Francisco and Tamien Station. The PCEP includes purchase and operation of new electric trains that would phase out diesel locomotives. An overhead contact system (OCS) would be constructed along the corridor as a means of delivering electrical power to trains. The OCS would be supported by poles along the corridor. The PCEP is distinct from the separate proposed California High Speed Rail project (CHSR), which would provide rail service between San Francisco/Sacramento and southern California.

The PCEP is considered a reasonably foreseeable project at this time as funding sources have been established. Although CHSR is unlikely to be constructed within the next 5 years through the San Francisco peninsula (when rehabilitation of the bridge is anticipated to be complete and improvements associated with the PCEP are anticipated to be implemented), CHSR is included here as a reasonably foreseeable project given substantial planning and environmental review efforts to date by the lead agency (California High-Speed Rail Authority or CHSRA).

The spatial boundary for the study of a project's cumulative impacts varies depending on the resource of concern. For example, impacts related to geology and archaeological resources are generally site specific, while air and noise impacts can encompass larger areas. Most of the impacts are site-specific and limited in terms of geography, and do not have the ability to compound impacts from past, existing or future projects beyond the immediate project area. In these circumstances, CEQA directs that it is not necessary to address in detail the impacts from other projects: "[w]here a lead agency is examining a project with an incremental effect that is not 'cumulatively considerable,' a lead agency need not consider that effect significant, but shall briefly describe its basis for concluding that the incremental effect is not cumulatively considerable" (CEQA Guidelines, §15130, subd. (a); and "[a]n EIR should not discuss impacts which do not result in part from the project evaluated in the EIR". (CEQA Guidelines, §15130, subd. (a)(1).

## 6.2 ANALYSIS OF CUMULATIVE IMPACTS

The following analysis describes the potential for the Fair Oaks Bridge Rehabilitation project, in combination with other projects, to result in cumulatively significant environmental impacts. In each instance, the evaluation identifies whether a significant cumulative impact is present, and in such circumstances, whether the project makes a considerable contribution to any known or identified significant cumulative impact.

## 6.2.1 AESTHETICS

The cumulative setting for aesthetics encompasses the viewshed of the proposed project. The viewshed is comprised of the general area in the immediate vicinity of the bridge, including those areas that can be viewed from, or have views of, the bridge. Potential cumulative visual impacts could occur if other projects in combination with the proposed project cumulatively contribute to the degradation or deterioration of the visual setting, or damage scenic views or vistas.

As discussed in **Section 4.1, Aesthetics**, the project would not result in any significant and adverse impacts to scenic vistas, scenic resources within a scenic highway, or to the visual character of the site and surroundings.

Of the projects listed in **Table 6-1**, Hendy Avenue Complete Streets, the PCEP, and CHSR are the only projects within the viewshed.

The Hendy project, like the proposed project, would, in the long term, result in improved visual quality of the area. The proposed project would result in improved bridge architecture, removal of the pedestrian overcrossing (POC) structure, and new trees/ landscaping. Similarly, the Hendy Avenue Complete Streets project would enhance the existing visual quality of the area through improved streetscape and landscape improvements and other design enhancements. Collectively, these two projects could result in a cumulatively beneficial impact to the visual quality and character of the area.

The PCEP would install OCS poles and wires over the existing railroad. These improvements would be entirely within the railroad right-of-way area. Specific improvements for CHSR in this portion of the corridor have not been identified but are likely to be similar to those of the PCEP. These improvements would be visually consistent with the railroad and thus unlikely to combine with the effects of the project to result in a cumulative visual impact.

## 6.2.2 AIR QUALITY

The cumulative setting for air quality includes any proposed development within the jurisdiction of the Bay Area Air Quality Management District (BAAQMD).

Consequently, the geographic scope of the area affected by potential cumulative air quality impacts would include the immediate project area and the much larger Bay Area region.

As discussed in **Section 4.2 Air Quality**, the Bay Area is considered a non-attainment area for ground-level ozone and fine particulate matter (PM<sub>2.5</sub>) under both the Federal Clean Air Act and the California Clean Air Act. The Bay Area is also

considered non-attainment for respirable particulates or particulate matter with a diameter of less than 10 micrometers (PM<sub>10</sub>) under the California Clean Air Act, but not the Federal act. The area has attained both State and Federal ambient air quality standards for carbon monoxide.

During construction, the project would generate air pollutants. According to the BAAQMD CEQA Guidelines, any project that would individually have a significant air quality impact would also have a significant cumulative air quality impact. As detailed in **Section 4.2 Air Quality**, implementation of best management practices to control dust and exhaust generated during construction would be substantially below BAAQMD pollutant emission thresholds and thus would not have significant air quality impacts. As there would be no project-level significant impact, the project would make no cumulatively considerable contribution to any cumulative air quality impact.

### 6.2.3 BIOLOGICAL RESOURCES

The study area for cumulative impacts to biological resources would be future land development and infrastructure projects proposed in the immediate project vicinity. The project site and surrounding neighborhoods are in a fully developed area that retains little or no natural habitat and exhibits a high level of disturbance. The project was not found to contain any endangered, protected or special status animal or plant species. The project proposes removal of (non-native) trees, but would replace any removed trees on a 1 to 1 basis.

**Mitigation Measures BIO 2a-f** provide measures construction surveys pre and during construction activities to address any unknown impacts to potential bat and migratory bird habitat (the latter of which can exist in trees). Projects identified in **Table 6-1** are also located in an existing, highly developed, urbanized environment that significantly lowers their potential to contain biologically sensitive resources. Further, these projects would be subject to similar CEQA/NEPA review to identify any potential site-specific biological resources. Within the vicinity of the bridge, the PCEP and CHSR projects would occur within the existing railroad right-of-way, which is largely devoid of biological resources owing to the presence of the railroad tracks and ballast, as well as due to ongoing maintenance of way activities that include the use of herbicides.

Consequently, the incremental effects of the proposed project combined with the effects of other related projects would not contribute to an adverse cumulative impact; thus, no cumulative impact related to biological resources would occur.

## 6.2.4 CULTURAL RESOURCES

The cumulative context for cultural resources is future land development and infrastructure projects in the project vicinity. No known historical, archaeological, or paleontological resources were identified on the project site. Excavated burials have previously been identified near the project site, which allows for the possibility of the project and other planned developments to potentially contain unknown archaeological resources. In the event that construction activities unearth previously undiscovered archaeological resources, implementation of **Mitigation Measures CUL 1a-b, CUL-2 and CUL 3a-b** would ensure their proper identification and treatment. Related projects that are likely to affect archaeological resources may also implement similar mitigation. Further, should archaeological resources be discovered at these related project sites, the resources would be specific to the individual sites and widely scattered from each other.

In terms of historic architectural resources, one historic resource was identified in the built environment within the project vicinity (the area of potential effect or APE). This historic resource would not be impacted as the proposed project was designed to avoid any direct impacts to such resources. The bridge rehabilitation work would enhance the area's visual quality; but would not substantially or adversely alter the context in the nearby historic resource exists to an extent that the eligibility of these resources would be jeopardized. Given the size, scope and location of the projects as specified in **Table 6-1**, it is not expected these related projects would create or contribute to cumulatively adverse effects on any historic architectural resources. Consequently, and after mitigation for potentially unknown archaeological resources as described above, the proposed project would not contribute to an adverse cumulative impact to cultural resources.

## 6.2.5 GEOLOGY AND SOILS

The cumulative impact area for geology and soils is generally limited to future land development and infrastructure projects proposed for the immediate project vicinity. This includes only the Hendy Avenue Complete Street project.

Geologic hazards related to future development are site specific and relate to the type of structures and foundation types proposed, as well as soil composition and slope.

As discussed in **Section 4.5, Geology and Soils**, the project site and immediate vicinity has minimal slope and is mostly underlain by Holocene alluvial fan and fluvial deposits. The site contains soil that could become unstable as a result of construction activities and is in an area comprised of expansive clays with moderate

to high expansive potential that could create risk to life and property. The project site is also located outside any designated State of California Earthquake Fault Zone for active faulting but within a seismically active part of northern California.

**Mitigation Measures GEO1a-d and GEO 2** require incorporation of specific grading and construction treatments to avoid or reduce the risks associated with geology and soil-related hazards. Other project near the project site or anywhere else would be subject to similar CEQA and/or NEPA review, as well as having to adhere to state and local geotechnical and operational standards. Such review and adherence would limit the potential for such projects to combine with the proposed project's (mitigated) effects. Therefore, there is no significant cumulative impact related to geology and soils.

## 6.2.6 GREENHOUSE GAS EMISSIONS

The cumulative setting for greenhouse gas emissions (GHG) includes any proposed development within the jurisdiction of BAAQMD. Consequently, the geographic scope of the area affected by potential GHG would include the immediate project area and the much larger Bay Area region.

As discussed in **Section 4.6 Greenhouse Gas Energy**, the project would not interfere with any plan or regulation intended to reduce GHG emissions as the project would not increase the number of or widen any automobile lanes of traffic and thus would not generate new automobile trips. GHG emissions as result of project demolition, construction, and hauling activities, would be below the lowest threshold considered by BAAQMD. As there would be no project-level significant impact, the project would make no cumulatively considerable contribution to any cumulative GHG impact.

## 6.2.7 HAZARDS AND HAZARDOUS MATERIALS

Cumulative hazard and hazardous material impacts would occur through exposure of hazardous materials released by the proposed project and other related projects. The cumulative impact area for hazardous materials analysis is generally limited to future land development and infrastructure projects proposed in the immediate project vicinity, because hazardous materials impacts are typically site-specific. This includes the Hendy Avenue Complete Street project, the PCEP, and CHSR.

Excavation of soils and associated reconstruction activities of the project could result in the release of lead, asbestos, and other contaminants. Two nearby properties were identified that could potentially contaminate soil and/or groundwater beneath areas of proposed construction of the project. Given the

location of these two known contaminated sites, it is reasonably foreseeable that other projects in the immediate vicinity could also be potentially contaminated.

**Mitigation Measure HAZ-1** requires additional subsurface testing to identify any contaminants and develop appropriate remedial measures to implement both pre and during all phases of construction to protect the public health and the environment. Nearby projects would be subject to similar CEQA and/or NEPA review. Operation of the proposed project would not require the use of hazardous materials, although the roadway itself would continue to be used like any other roadway in the transport of hazardous materials. This routine transport, as well as the specific transport of hazardous materials for the temporary grading and construction activities of this project and other projects in the immediate vicinity, is overseen by numerous federal and state regulations. Consequently, the incremental effects of the proposed project combined with the effects of other related projects would not contribute to an adverse cumulative impact; thus, no cumulative impact related to hazards and hazardous materials would occur.

## 6.2.8 HYDROLOGY AND WATER QUALITY

Cumulative impacts for hydrology and water quality could occur through the contamination of water bodies as a function of cumulative discharges and/or the cumulative increased risk of exposing people or structures to a significant loss, injury or death because of flooding. The cumulative hydrology and water quality impact area is generally limited to the future land development and infrastructure projects proposed in the immediate project vicinity. There are no surface waters in the project area; the closest natural channel is Stevens Creek, about 2.5 miles to the west, separated from the project site by an extensively urbanized area.

The discharge of stormwater runoff from new development in California is highly regulated by local, state, and federal laws specifically to ensure that they do not result in the gradual degradation of water quality. Point sources of pollution are required to be identified and controlled in order to protect adopted beneficial uses of water.

Neither the existing nor the rehabilitated bridge has or would have any potential to generate waste water requiring treatment/discharge, nor substantially increase the potential for runoff to cause erosion or associated degradation of water quality. The project would not interfere with groundwater recharge because the project would not substantially change impervious area over existing conditions. While the width of the bridge would increase by 6 feet, 10 inches, this widening would take

place above urbanized ground surface. The project would entail the removal of the POC structure, which could create new opportunities for landscaping and stormwater absorption where the POC footings currently sit.

The Federal Emergency Management Agency (FEMA) publishes maps showing areas of flood risk.<sup>1</sup> Project improvements are located outside the 100-year flood zone and would not be impeding or redirecting floodwaters. However, FEMA maps do show flood zones that occur in the project vicinity. None of the projects listed in Table 6.1 are within FEMA mapped flood zones.

Further, the as the project area is less than one acre, no National Pollutant Discharge Elimination System (NPDES) permit is required.<sup>2</sup> Other projects listed in **Table 6-1** to increase impervious surfaces and increase runoff are anticipated to be negligible. Further, any projects listed in Table 6.1 that are subject to the provisions of Sunnyvale's NPDES permit, would implement a Stormwater Pollution Prevention Plan (SWPPP) and Best Management Practice (BMP's) to minimize and treat pollutants would be required. No watercourse is within the cumulative project area. Consequently, the project would not contribute to adverse cumulative water quality impacts.

## 6.2.9 LAND USE AND PLANNING

The cumulative context for land use and planning includes development anticipated within a ¼-mile radius of the project site. The only such project is Hendy Avenue Complete Streets. The PCEP and CHSR projects are proposed to immediately beneath/adjacent to the bridge but the nature of those projects (improvements would be entirely within the existing railroad right-of-way) would not result in any potential change to nearby land uses or create any new divisions within the community.

Incompatibility between new development projects and existing sensitive land uses would potentially arise as construction activities associated with the project could create temporary indirect effects, such as noise, vibration, air pollutant emissions, traffic congestion and access disruptions. Mitigation measures have been included to minimize or eliminate construction-related effects (See **Section 2.0, Executive Summary** for a comprehensive list of project mitigations).

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<sup>1</sup> <https://msc.fema.gov/portal>

<sup>2</sup> As authorized by the Clean Water Act (CWA), the NPDES Permit Program controls water pollution by regulating point sources that discharge pollutants into waters of the United States.

It is expected that any new projects proposed in the project vicinity would be required to comply with adopted land use plans and zoning requirements and would be required to incorporate mitigation measures to avoid or lessen any anticipated construction and operational effects. As the project is rehabilitating an existing bridge with a similar bridge with enhanced pedestrian/bicycle facilities, the project would not result in any changes to existing, or long-term land use patterns. Consequently, the proposed project and related developments are not expected to result in substantial unplanned changes to the long-term patterns of land use, and thus no cumulative impact related to land use and planning.

### 6.2.10 NOISE

The study area for cumulative noise impacts consists of the area surrounding the project site that experience noise resulting from project-related operations or project related construction.

The project would not contribute to any cumulative, operational noise impacts as post construction, project traffic is not projected to significantly increase and the bridge would continue to operate with noise levels similar to existing conditions.

The Hendy Avenue Complete Streets Project is anticipated to begin construction prior to the proposed project; this would limit the duration and severity of construction activities occurring simultaneously with the project. The PCEP is anticipated to be constructed in 2019, likely following the rehabilitation of the bridge. The Draft EIR for PCEP identifies construction effects as significant and unavoidable. Once PCEP construction is complete, however, operations of electric trains would result in reductions in noise levels at noise monitoring locations in Sunnyvale.<sup>3</sup> However, the eventual operation of CHSR would likely increase the frequency of trains along the Sunnyvale portion of the corridor and thus lead to increased noise and vibration.

Project construction noise would be temporary, intermittent, and generally limited to daytime hours, and other projects listed in **Table 6-1** are located far enough way to not compound to noticeable noise levels. Consequently, the proposed project could not considerably contribute to any cumulative construction related noise impact. Similarly, since the project will not result in any increased traffic along Fair Oaks Avenue or surrounding streets, there is no potential for any operational period cumulative noise or vibration effect.

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<sup>3</sup> PCJPA, 2014.

## 6.2.11 POPULATION AND HOUSING

The cumulative impact area for population and housing includes development allowed within ¼ mile of the proposed project. Potential cumulative community impacts could occur if other projects in combination with the proposed project would allow for cumulative growth with respect to population and housing projections within the study area. As the project does not include the removal or addition of any housing, it would therefore not contribute to population growth or the need for additional housing. The projects within ¼ mile of the bridge, the PCEP, CHSR, and Hendy Avenue Complete Street, do not include the removal or addition of housing in the immediate project area. However, CHSR and to a lesser extent, PCEP, could lead to potential housing growth near Caltrain and future high-speed rail stations. Such potential for growth is being analyzed by the cities of Sunnyvale and Santa Clara in future environmental review documents for the Lawrence Station Area and in pending project-level environmental review for CHSR on the Peninsula. However, because the project itself would not have any direct effect on housing or growth, the project would not have the potential to contribute to any cumulative impact on population and housing.

## 6.2.12 PUBLIC SERVICES

The cumulative context for public services is any development within the service area of each public service provider. The City of Sunnyvale's Public Safety department provides fire and police protection and emergency medical services. No increased demand for the physical expansion of these services would occur as a result of the project as it is replacing an existing bridge and not introducing a new residential population which these public services aid.

The City's Community Services department maintains City parkland and recreational facilities which are typically provided to serve residential populations. Children residing in the vicinity of the project site are in the attendance area of the Sunnyvale School District and Fremont Union High School District. The need for school services is generally associated with increases in residential population since households within the city may contain school-aged children.

As the project does not increase population or otherwise increase demand for public services, the project could not contribute in any considerable way to any cumulative impact regarding public services.

## 6.2.13 TRANSPORTATION AND CIRCULATION

The cumulative impact area for transportation and circulation includes the intersections and roadways identified and studied in the traffic impact analysis (see **Section 4.9**) as well as the railroad.

Rehabilitation of the bridge would result in a continuation of acceptable automotive traffic levels of service levels while enhancing bicycle and pedestrian circulation through improved facilities.

During construction, at least one lane of through automobile traffic would be maintained on the bridge. Notwithstanding, as with any other similar project resulting in temporary lane reductions, some local traffic would be anticipated to divert to alternate routes but return once construction is complete..

The increased traffic on those alternative routes during construction periods may result in increased delay or congestion and could be compounded by other projects occurring simultaneously in the immediate project vicinity, particularly if those other projects would result in lane or road closures.

Demolition of the POC could entail delays to rail traffic along the Caltrain corridor. Close coordination with the PCJPB in the timing of the demolition (expected to take place over a few days) would minimize effects on railroad operations. Neither the PCEP nor the CHSR project are expected to be constructed until after the Fair Oaks Avenue bridge rehabilitation is complete, so no cumulative construction period effect on rail operations is likely to result.

Construction-period lane reductions are not anticipated to result in substantial impacts to emergency response times and emergency access because at least one lane of access would be maintained and reasonable alternate routes are also available.

There is potential of the Hendy Avenue Complete Streets project to have construction periods occur simultaneous with the project. However, given the locations of the project and Hendy Avenue Complete Streets relative to each other, neither would serve an alternate transportation route to each other during temporary construction closures. Traffic displaced during construction activities for either project will use alternative routes in closer proximity and which provide similar directional routes. None of the other projects are likely to result in cumulative construction traffic impacts to the roadways or significantly impair police and fire access, school bus routes, or park access. As a result and given that the project is not changing its existing capacities, is providing enhanced it is not expected that the temporary construction activities of the bridge would contribute to significant cumulative transportation impacts.

## 6.2.14 UTILITIES AND SERVICE SYSTEMS

The cumulative impact area for utility and service systems includes the project area and the service areas of the local utility providers for wastewater, solid waste and stormwater drainage facilities.

The bridge rehabilitation project does not include provisions for the addition of any facilities that would produce additional wastewater or operational solid waste. Construction activities associated with the project, as well as demolition and construction activities associated with projects summarized in **Table 6-1** above are anticipated to produce some solid waste. The Kirby Canyon Landfill, the potential disposal site of construction-generated waste, has adequate capacity to accommodate the remaining cumulative solid waste generation<sup>4</sup> for the project and those projects summarized in **Table 6-1**. Consequently, construction of the proposed project would not substantially contribute to adverse cumulative wastewater or solid waste impacts.

Construction of the project and other projects occurring throughout the City would require water usage on a daily basis from activities such as concrete preparation and daily watering for dust control. Usage quantities will vary depending on the phase of construction. This incremental increase in water consumption would be short-term. The project would not result in a substantial increase or new operational water demand, and thus would not have any considerable cumulative contribution. Cumulative development in the project area could increase the amount of impervious surfaces, which would result in additional stormwater runoff. This runoff could have an adverse cumulative impact if stormwater flows were to exceed the capacity of the storm drain systems in the area. However, the existing facilities are well under maximum capacity and the project minimally increases the amount of stormwater already generated by the existing bridge. Projects listed in **Table 6-1** will create additional stormwater runoff, however given their location and distance from the bridge, it is unlikely that the same storm drain collection systems in the immediate vicinity of the bridge would be used. As such and that the project's contribution to cumulative drainage impacts would not be substantial, nor exceed storm drain capacity, no cumulative effects would occur. .

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<sup>4</sup> City of Sunnyvale City Council Staff Report Item NO: 13-300 December 13, 2013 "Discussion and Consideration of Approval of the Second Amendment to Agreement with Waste Management of California, Inc. for Long Term Disposal of Solid Waste."

## 6.2.15 REFERENCES

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