

# City of Sacramento

## Legislation Text

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**File #:** 2021-00120, **Version:** 1

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**Title:**

**Approve Supplemental Agreement and State Baseline Agreement for Grant Funds, and Budgetary Adjustments - I Street Bridge Replacement Project (T15136000) [Published for 10-Day Review 04/01/2021]**

File ID: 2021-00120

**Location:** A new bridge crossing of the Sacramento River at Railyards Boulevard upriver from the I Street Bridge, and the upper deck of the I Street Bridge, Districts 3 and 4

**Recommendation:**

Adopt a Resolution authorizing the City Manager or the City Manager's designee to: 1) execute Supplemental Agreement No. 28 to City Agreement No. 2014-0244 with Mark Thomas & Company, Inc. in an amount of \$8,623,456, for a new not-to-exceed amount of \$14,142,229 and extend the duration of the professional services agreement to December 31, 2023; 2) execute a Project Baseline Agreement with the California Transportation Commission (CTC) and the California Department of Transportation; 3) increase the revenue and expenditure budgets in the I Street Bridge Replacement Project (T15136000) by \$11,442,650 (Federal Capital Grants, Fund 3703); 4) transfer \$1,488,691 (Major Street Construction, Fund 2007) from the expenditure budget in the State and Federal Grant Match Program (T15007200) to the expenditure budget in the I Street Bridge Replacement Project (T15136000); and 5) reset the City Manager's authority to issue supplemental agreements for City Agreement No. 2014-0244.

**Contact:** Jesse Gothan, Supervising Engineer (916) 808-6897; Nader Kamal, Interim Engineering Services Manager (916) 808-7035, Department of Public Works

**Presenter:** None

**Attachments:**

- 1-Description/Analysis
- 2-Resolution
- 3-Mark Thomas Supplemental Agreement No. 28
- 4-Baseline Agreement for Local Partnership Program Funds

## Description/Analysis

**Issue Detail:** On February 21, 2020, the City hosted a public meeting at the Kaiser DOCO to announce the “Spring” design concept to advance to construction plans for the new bridge. Approval of the fund appropriation, fund transfer, and Supplemental Agreement No. 28 with Mark Thomas & Company, Inc. is necessary to expand the scope of work to include completion of 65% design plans and to initiate right-of-way acquisition activities. The project team has completed the environmental document, the 35% design plans, and the design and review of the bridge architecture.

As part of the Road Repair and Accountability Act of 2017 passed by the State legislature, the California Transportation Commission (CTC) established the 2020 Local Partnership Competitive Program (LPP) to program \$216 million for Fiscal Years 2020-21 through 2022-23. The I Street Bridge Replacement Project was selected for \$15 million in funding for the construction phase, programmed at the December 2, 2020 Commission meeting. The CTC requires agencies to enter into a project Baseline Agreement to meet the requirements of the Road Repair and Accountability Act of 2017.

**Policy Considerations:** This action responds to the requirement for the City Council approval of all agreements/amendments over \$250,000 and for the time extension of the professional services contract beyond the five-year maximum per API 4102.

The Sacramento City Code Section 4.04.020 and Council Rules of Procedure (Chapter 7, Section E.2.d) mandate that unless waived by a 2/3 vote of the City Council, all labor agreements and all agreements greater than \$1,000,000 shall be made available to the public at least ten (10) days prior to council action. This contract was published for 10-day review on April 1, 2021 as required.

General Plan Policy M 4.1.5 states the City shall continue to work with adjacent jurisdictions to establish the appropriate responsibilities to fund, evaluate, plan, design, construct, and maintain new river crossings. This project will provide a new multi-modal bridge, crossing the river between C Street in West Sacramento to Railyards Boulevard in Sacramento.

**Economic Impacts:** None

## Environmental Considerations:

**California Environmental Quality Act (CEQA) / National Environmental Policy Act (NEPA):** The City Council certified an Environmental Impact Report (EIR) and adopted a Mitigation Monitoring Program for the I Street Bridge Replacement Project in compliance with CEQA on June 25, 2019 (Resolution No. 2019-0276). Following certification of the EIR, Staff filed a Notice of Determination with the Sacramento County Clerk on July 2, 2019. The current action consists of steps to implement the project that was approved and is consistent with the

analysis contained in the certified EIR. No further environmental review is required.

As a responsible agency the City of West Sacramento also has permit jurisdiction or authorization over certain aspects of the project. The City of West Sacramento approved the EIR on August 7, 2019 and adopted the Findings and Notice of Determination authorizing the project within their jurisdiction.

The project is funded in part by federal funds. As a result, the proposed Project is also subject to NEPA requirements. On June 10, 2019, Caltrans approved a Final Environmental Assessment (FEA) / Finding of No Significant Impact (FONSI) for the Project pursuant to the requirements of NEPA.

**Sustainability:** The project is consistent with the City's sustainability goals to help improve the health of residents by promoting walking and bicycling, and to create a healthier urban environment by including bridges that have bike lanes and accessibility compliant sidewalks. The project will also reduce dependence on the private automobile, decrease the use of fossil fuels, and help meet air quality standards by providing an array of transportation choices near jobs for a balanced, healthy city.

**Commission/Committee Action:** The I Street Bridge Replacement Project was reviewed by the Active Transportation Commission on September 17, 2020, and previously on June 29, 2019.

**Rationale for Recommendation:** Approval of the fund transfer, appropriations, Supplemental Agreement No. 28 with Mark Thomas & Company, Inc., and agreement time extension will enable the City to proceed with completing 65% Design and initiate right-of-way activities. Adopting the resolution to approve the agreements allows the City to sign the Baseline Agreement with the CTC to accept future funding for the I Street Bridge Replacement Project.

**Financial Considerations:** The estimated total cost of completing preliminary engineering, final design, and complete the right of way activities for the I Street Bridge Replacement Project (T15136000) is approximately \$21.8 million.

As the lead agency, in order for the City of Sacramento to get reimbursement for the City of West Sacramento's share of local match funds (\$1,048,691), a new Cooperative Agreement with West Sacramento is needed. The cities have not yet reached an agreement; however, the City of Sacramento does not want to delay progress on the bridge and endanger programmed federal and state funding. This action therefore presumes that the City of Sacramento will advance West Sacramento's share of local funding for the design of the bridge and will return with a Cooperative Agreement with West Sacramento when negotiations are complete. The ROW activities will be advanced to completion once the agreement between the cities is reached.

With the approval of \$11,442,650 (Federal Capital Grants, Fund 3703) and the transfer of \$1,488,691 (Major Street Construction, Fund 2007) from the expenditure budget of the State and Federal Grant Match Program (T15007200) to the expenditure budget of the I Street Bridge Replacement Project (T15136000), there will be sufficient funding to execute Supplemental Agreement No. 28 in an amount not to exceed \$8,623,456 with Mark Thomas & Company, Inc. to complete the 65% design plans and to initiate right-of-way acquisition activities. Final right-of-way acquisitions will be advanced once the cities have reached a shared cost agreement for the design and right-of-way project delivery phase.

The \$15 million in recently programmed grant funds by the California Transportation Commission (CTC) will be applied towards the future capital construction costs. A specific funding allocation will need to be granted by the CTC when the project has met final design and right-of-way milestones.

There are no City of Sacramento General Funds currently allocated for this project.

**Local Business Enterprise (LBE):** This is a federally funded project. Disadvantaged Business Enterprise (DBE) project participation requirements apply. LBE rules are held in abeyance. The contract award will comply with all federal DBE participation requirements. Mark Thomas & Company, Inc. has pledged to meet or exceed the 7.99% DBE project participation goal set for this project.

**Background:** Built by Union Pacific more than one hundred and ten years ago, the existing I Street Bridge accommodates vehicles on the upper deck and heavy rail on the lower deck. The upper deck of the bridge has travel lanes too narrow to serve modern transportation needs. There are no bicycle lanes and the sidewalks are too narrow and steep to meet accessibility requirements in some locations. The Cities of Sacramento and West Sacramento completed the Sacramento River Crossings Alternatives Study in 2011 which identified the purpose and need for new bridge crossings. The study concluded that a crossing to the north was needed to replace the existing I Street Bridge.

Because the new crossing would replace the automotive crossing that is functionally obsolete and has aging approach viaduct structures the project qualified for federal funding through the Highway Bridge Program (HBP) administered by Caltrans. The program provides federal aid to projects that propose to rehabilitate or replace bridge structures that are at or near the end of the structures design life. Per the Caltrans review of the existing structures, the state determined that the construction of a new bridge in lieu of rehabilitating the approach viaducts and the existing bridge (which is owned by Union Pacific Railroad with access rights granted to the Cities for the upper deck) achieved the better transportation benefit.

On May 10, 2013, Caltrans issued the federal authorization for the preliminary engineering phase of the project with the purpose and need set forth to demolish the approach viaducts leading to the upper deck of the existing bridge and to construct a new movable bridge further upriver. After a competitive solicitation for professional services, on March 18, 2014, the City awarded to Mark

Thomas & Company, Inc. a contract to proceed with preliminary engineering and environmental documentation with the option to extend the services into final design. A public kickoff meeting was held on June 19, 2014 and a second public meeting to issue the Notice of Preparation for the environmental analysis was held on October 9, 2014. The draft environmental document was released for public review from September 28 to November 12, 2017 with a public meeting to receive comments held on Thursday, October 26, 2017.

Through the preliminary engineering and environmental analysis of the project, the project team developed the physical parameters that would govern the design and the aesthetics of the new bridge. Due to these physical design parameters and through a value engineering analysis a lift bridge structure was selected by Caltrans and the Federal Highway Administration. Significant public interest was given to the future architecture of the new bridge because of its central location to both cities. Considering input collected from the public and community, the project team refined the aesthetic alternatives for the bridge (including the tower design, lift span, approach spans, railings and other key design elements) and performed the preliminary analysis to ensure the concepts are technically feasible, meet the functional design criteria required by Caltrans and the United States Coast Guard, and are within the scope of the environmental studies. A selection committee of local and federal representatives revealed the preferred alternative at a press conference held on February 21, 2020 where the “Spring” design concept was revealed. More information about the design selection process is available on the project website

<https://www.cityofsacramento.org/Public-Works/Engineering-Services/Projects/Current-Projects/I-Street-Bridge-Replacement>.

The City Council certified an Environmental Impact Report (EIR) and adopted a Mitigation Monitoring Program for the I Street Bridge Replacement Project in compliance with CEQA on June 25, 2019 (Resolution No. 2019-0276). Following certification of the EIR, Staff filed a Notice of Determination with the Sacramento County Clerk on July 2, 2019. With completion of the environmental document, the 35% design plans, and development of architectural alternatives, Mark Thomas & Company, Inc. may proceed with the 65% design and right-of-way activities.

In March 2014, the City Council approved Cooperative Agreement 2014-0243 between the Cities of Sacramento and West Sacramento to equitably share the non-federal project costs associated with the PA&ED phase of the project. In August 2018, the Cooperative Agreement was amended, restated and superseded with Agreement 2018-1255. Approval of a future cooperative agreement between the Cities for the design and right-of-way activities is needed to proceed with the I Street Bridge Replacement Project and for West Sacramento to share those costs.