Summary Title: Newell Rd/San Francisquito Ck Bridge Replacement

Title: Adoption of a 1) Budget Amendment Ordinance Creating a New General Fund Capital Improvement Program Project for Replacement of the Newell Road Bridge over San Francisquito Creek; Adoption of Resolution Authorizing the City Manager to Execute a Program Supplement with the California Department of Transportation to Receive Highway Bridge Program Grant Funds for the Replacement of the Newell Road Bridge over San Francisquito Creek; Acceptance of Local Matching Funds in Approximate Amount of $42,000 from the Francisquito Creek Joint Powers Authority for the Replacement of the Newell Road Bridge over San Francisquito Creek; and Approval of the Scope of Work for Engineering Design/Environmental Planning Consultant for Newell Road Bridge Replacement Project

From: City Manager

Lead Department: Public Works

Recommendation
Staff recommends that Council:
1) Adopt a Budget Amendment Ordinance creating a new General Fund Capital Improvement Program Project for the replacement of the Newell Road Bridge over San Francisquito Creek (PE-12011) (Attachment A);
2) Adopt a resolution authorizing the City Manager or his designee to execute a Program Supplement with the California Department of Transportation (Caltrans) (Attachment B) to receive Highway Bridge Program grant funds for the replacement of the Newell Road Bridge over San Francisquito Creek;
3) Authorize the receipt of local matching funds from the San Francisquito Creek Joint Powers Authority (JPA) for the replacement of the Newell Road Bridge over San Francisquito Creek (see letter, Attachment C); and
4) Approve the attached scope of work (Attachment D) for an engineering design/environmental planning consultant for the replacement of the Newell Road Bridge over San Francisquito Creek.

Executive Summary
The existing Newell Road Bridge over San Francisquito Creek is functionally obsolete from a transportation standpoint and acts as a constriction to creek flow. Staff is
proposing a new General Fund Capital Improvement Program Project to replace the existing bridge with a new structure that will improve safety for motorists, bicyclists, and pedestrians and will allow San Francisquito Creek to convey the 1% (100-year) flow rate. The City of Palo Alto (City) will be completely reimbursed for the engineering design/environmental assessment phase of the project, with a Caltrans Highway Bridge Program grant providing 88.53% of the funding and the 11.47% local match being provided by the San Francisquito Creek Joint Powers Authority (JPA). In light of the project’s regional benefits and impacts, staff will coordinate with representatives from the City of East Palo Alto and the JPA throughout the implementation of the project. The budget amendment ordinance, resolution, and agreement required for implementation of this project are presented for Council review and approval, along with the scope of the work for the consultant to be retained to perform the engineering design, environmental assessment, and permitting for the project.

**Background**

The existing Newell Road bridge over San Francisquito Creek was constructed in 1911. The bridge links Palo Alto with the Woodland Avenue neighborhood of East Palo Alto. The bridge is functionally obsolete and substandard in many ways with respect to traffic safety. The bridge’s deficiencies include its substandard width, lack of access for bicycle and pedestrian traffic, harsh vertical profile, unsafe railings, and poor sight distances. In addition to its traffic safety deficiencies, the bridge also creates a partial obstruction to water flow in San Francisquito Creek because the bridge abutments are constructed within the creek channel. The JPA and the Santa Clara Valley Water District have analyzed the bridge as part of a preliminary study of flood control options for San Francisquito Creek upstream of Highway 101 and have determined that the existing bridge will need to be removed or replaced in order for the creek to accommodate the projected 1% (100-year) flow rate at this location. Staff has been coordinating with JPA representatives to identify a suitable mechanism for modifying the bridge as an element of the JPA’s comprehensive flood control plan.

The Caltrans Office of Local Assistance has an ongoing program to inspect local bridges on a regular basis and to provide grant funding to local agencies to fund bridge replacement and rehabilitation projects. Caltrans staff inspects the Newell Road/San Francisquito Creek bridge and other locally-owned bridges in Palo Alto on a biennial basis and submits the inspection results to City staff for follow-up action, as needed. Caltrans also administers a federal grant program for local bridge replacement/rehabilitation projects known as the Highway Bridge Program (HBP). Through the HBP, Caltrans issues grants to owners of local bridges for replacement of structurally deficient or functionally obsolete bridges. Local agencies are eligible to receive grants covering 88.53% of design and construction costs of eligible projects. The local agency is required to provide the remaining 11.47% of the project costs. Caltrans has classified the Newell Road bridge as functionally obsolete and has identified the City of Palo Alto as the bridge owner for purposes of the HBP.
Staff and JPA representatives worked cooperatively to submit an HBP grant application to Caltrans for replacement of the Newell Road/San Francisquito Creek bridge. The JPA provided funds to pay an engineering consultant experienced with the HBP requirements to assist with preparation of the grant application and related documentation. The JPA has also agreed to provide the required 11.47% local matching funds for the preliminary design (engineering design, environmental assessment, and permitting) phase of the bridge replacement project (see letter, Attachment C). Staff and JPA representatives also coordinated with City of East Palo Alto staff on the grant application, since the northern half of the bridge and the Woodland Avenue approaches lie within East Palo Alto. While Palo Alto staff will manage the HBP grant and the bridge replacement project design consultant, staff envisions the project as a joint effort between staff from Palo Alto, East Palo Alto, and the JPA.

**Discussion**

Staff is recommending the creation of a new General Fund Capital Improvement Program Project for the replacement of the Newell Road Bridge over San Francisquito Creek, with initial funding of $360,000 for FY2012 for engineering design, environmental assessment, and permitting. The City will be completely reimbursed for this phase of the project, with the Caltrans grant providing 88.53% of the funding and the 11.47% local match being provided by the JPA. It is anticipated that HBP funds will be available to pay 88.53% of the project’s construction cost in a future budget year. A source of the local match funding for the construction phase has not yet been identified. The project was not included in the FY2011-16 Capital Improvement Program budget recently approved by Council because the details of the grant funding were not available prior to the budget submittal deadlines. In order to create the new project, Council must adopt the attached Budget Amendment Ordinance and approve the accompanying project description. The project will be managed by the Engineering Services Division of Public Works, who will coordinate closely with representatives from the City of East Palo Alto and the JPA during project design.

The City has an Administering Agency-State Agreement for Federal Aid with Caltrans specifying the terms and conditions for receiving State-administered federal grant funds. In order to accept the HBP grant funds from Caltrans, Council must adopt the attached resolution authorizing the City Manager or his designee to execute a Program Supplement amending the master agreement with Caltrans to receive the funds for the replacement of the Newell Road Bridge over San Francisquito Creek. The Program Supplement contains two notable provisions. First, the agreement specifies that the City must comply with its adopted Disadvantaged Business Enterprise (DBE) program when soliciting the services of a design consultant. The City’s DBE program requires its prospective contractors to make a good faith effort to include qualified DBE subcontractor firms on projects receiving federal funds. In addition, the agreement stipulates that the City must return the HBP grant funds if the proposed bridge replacement project is not constructed within ten years following approval of the
Program Supplement. While the City has not currently identified construction funding for this project, considering the fact that the project is so highly leveraged with grant funds (88.53% of the total cost) and that it is a critical element of the flood control plan for San Francisquito Creek, the cities of Palo Alto and East Palo Alto and the JPA should be highly motivated to find the remaining funds. From a technical and workload standpoint, staff believes that it will be feasible to complete the project within the required timeframe.

Council must also authorize the City Manager to accept local matching funds for the replacement of the Newell Road Bridge over San Francisquito Creek. The JPA Board has authorized the expenditure of funds for the design phase of the bridge replacement project because the project represents an important first step in achieving flood protection along San Francisquito Creek upstream of Highway 101. The JPA staff is actively working with other member agencies to secure HBP grant funding for the replacement of the other three bridges that currently constrain creek flow (University Avenue, Pope/Chaucer Street, and Middlefield Road). For purposes of HBP funding eligibility, Caltrans has identified the City of East Palo Alto as the owner of the University Avenue Bridge, Palo Alto as the owner of the Pope/Chaucer Street Bridge, and the City of Menlo Park as the owner of the Middlefield Road Bridge. At this time, the only other bridge identified as functionally obsolete and eligible for HBP funding is Middlefield Road. The University Avenue and Pope/Chaucer Street bridges may become eligible for HBP funding once the ongoing JPA/Corps of Engineers feasibility study progresses to the point where it conclusively documents the hydraulic capacity deficiencies of these bridges.

Staff recommends that Council approve the attached scope of work for an engineering design/environmental planning consultant for the replacement of the Newell Road Bridge over San Francisquito Creek. The scope of work has been reviewed and approved by representatives of the City of East Palo Alto and the JPA. In light of this project’s regional benefits and impacts, staff from these agencies will participate in the review of the consultant proposals and the interviews of the final consultant candidates. They will also participate in the public outreach, technical design, and environmental assessment elements of the project. The design of the replacement Newell Road Bridge will be subject to review by the City of Palo Alto Architectural Review Board and the Planning & Transportation Commission and the City of East Palo Alto Public Works & Transportation Commission and Planning Commission. The project will also comply with the City's Art in City Capital Improvement Projects Policy.

**Resource Impact**

Funds for the Newell Road/San Francisquito Creek Bridge Replacement Project are available from the General Fund Infrastructure Reserve. The General Fund will be completely reimbursed for the design and environmental assessment phase of the project, with the Caltrans Highway Bridge Program (HBP) grant providing 88.53% of the funding and the 11.47% local match being provided by the San Francisquito Creek
Joint Powers Authority. It is anticipated that HBP funds will be available to pay 88.53% of the project’s construction cost in a future budget year. Although, a source of the local match funding for the construction phase (estimated to be approximately $240K) has not yet been identified, staff will aggressively pursue non-City funds to cover this expense. Potential funding sources include the cities of Palo Alto or East Palo Alto, the JPA, the Santa Clara Valley Water District, or local property owners through a future voter-approved assessment district.

**Policy Implications**
These recommendations do not represent any change to existing City policies.

**Environmental Review**
Adoption of the attached resolution, budget amendment ordinance, and approval of the agreement do not represent a project with respect to the California Environmental Quality Act (CEQA). The Newell Road/San Francisquito Creek Bridge Replacement Project will be subject to environmental assessment and review in compliance with both CEQA and the National Environmental Policy Act (NEPA).

cc: Kamal Fallaha, City of East Palo Alto Public Works Department
Brent Butler, City of East Palo Alto Planning Department
Len Materman, San Francisquito Creek Joint Powers Authority
Chris Elias, Santa Clara Valley Water District
Norman Beamer, Crescent Park Neighborhood Association
Karen White, Duveneck/St. Francis Neighborhood Association

**Attachments:**
- A - Budget Amendment Ordinance for Newell Road Bridge Replacement Project, CIP PE-12011 (PDF)
- B - Resolution Authorizing City Manager to Execute Program Supplement (PDF)
- C - Letter from San Francisquito Creek JPA Committing to Provide Local Cost Share (PDF)
- D - Scope of Work for Request for Proposals for Newell Road Bridge Replacement Project (PDF)

Prepared By: Joe Teresi, Senior Engineer

Department Head: J. Michael Sartor, Interim Director

City Manager Approval: James Keene, City Manager
ORDINANCE OF THE COUNCIL OF THE CITY OF PALO ALTO
AMENDING THE BUDGET FOR FISCAL YEAR 2012 TO ESTABLISH
CAPITAL IMPROVEMENT PROGRAM PROJECT NUMBER PE-12011,
NEWELL ROAD/SAN FRANCISQUITO CREEK BRIDGE REPLACEMENT,
AND TO PROVIDE AN APPROPRIATION IN THE AMOUNT OF $360,000

The Council of the City of Palo Alto does ORDAIN as follows:

SECTION 1. The City Council of the City of Palo Alto finds and determines as follows:

A. Pursuant to the provisions of Section 12 of Article III of the Charter of the City of Palo Alto, the Council on June 20, 2011 did adopt a budget for fiscal year 2012; and

B. The existing Newell Road bridge over San Francisquito Creek was constructed in 1911. The bridge links Palo Alto with the Woodland Avenue neighborhood of East Palo Alto. The bridge is functionally obsolete and substandard in many ways with respect to traffic safety; and

C. The bridge’s deficiencies include its substandard width, lack of access for bicycle and pedestrian traffic, harsh vertical profile, unsafe railings, and poor sight distances. In addition to its traffic safety deficiencies, the bridge also creates a partial obstruction to water flow in San Francisquito Creek because the bridge abutments are constructed within the creek channel; and

D. The San Francisquito Creek Joint Powers Authority (JPA) and the Santa Clara Valley Water District have analyzed the bridge as part of a preliminary study of flood control options for San Francisquito Creek upstream of Highway 101 and have determined that the existing bridge will need to be removed or replaced in order for the creek to accommodate the projected 1% (100-year) flow rate at this location; and

E. Through the Highway Bridge Program (HBP), Caltrans issues grants to owners of local bridges for replacement of structurally deficient or functionally obsolete bridges. The City of Palo Alto will be completely reimbursed for the engineering design/environmental assessment phase of the project, with a Caltrans Highway Bridge Program grant providing 88.53% of the funding and the 11.47% local match being provided by the San Francisquito Creek JPA; and
F. It is anticipated that HBP funds will be available to pay 88.53% of the project’s construction cost in a future budget year, and that the cities of Palo Alto and East Palo Alto and the JPA will work to find the remaining funds; and

G. Staff has developed a scope of work for an engineering design/environmental planning consultant for the replacement of the Newell Road Bridge over San Francisquito Creek. The City of Palo Alto, the City of East Palo Alto, and the JPA will participate in selecting a consultant to perform the work; and

H. City Council authorization is needed to amend the 2012 budget as hereinafter set forth.

SECTION 2. Capital Improvement Program (CIP) Project Number PE-12011, Newell Road/San Francisquito Creek Bridge Replacement, is hereby created.

SECTION 3. The sum of Three Hundred Sixty Thousand Dollars ($360,000) is hereby appropriated to CIP Project Number PE-12011.

SECTION 4. Three Hundred Sixty Thousand Dollars ($360,000) is hereby transferred from the Capital Project Fund Infrastructure Reserve.

SECTION 5. The Infrastructure Reserve will later be reimbursed by grant funding from the Caltrans HPB and the San Francisquito Creek JPA in the amount of Three Hundred Sixty Thousand Dollars ($360,000).

SECTION 6. The transactions above will have no net impact on the balance of the Infrastructure Reserve.

SECTION 7. As specified in Section 2.28.080(a) of the Palo Alto Municipal Code, a two-thirds vote of the City Council is required to adopt this ordinance.

SECTION 8. The Council of the City of Palo Alto hereby finds that the design portion of this project does not represent a project with respect to the California Environmental Quality Act (CEQA). The Newell Road/San Francisquito Creek Bridge Replacement Project will be subject to environmental assessment and review in compliance with both CEQA and the National Environmental Policy Act (NEPA).

SECTION 9. As provided in Section 2.04.330 of the Palo Alto Municipal Code, this ordinance shall become effective upon adoption.

INTRODUCED AND PASSED:
AYES:
NOES:

ABSTENTIONS:

ABSENT:

ATTEST:  APPROVED:

____________________________  ______________________________
City Clerk  Mayor

APPROVED AS TO FORM:  City Manager

____________________________  ______________________________
Senior Assistant City Attorney  Director of Public Works

____________________________  ______________________________
Director of Administrative Services
Resolution No. ______
Resolution of the Council of the City of Palo Alto Authorizing
the City Manager to Execute Transportation Grants for Program
Supplement No. N009 for the Newell Road Bridge Replacement Project

WHEREAS, the City of Palo Alto is eligible to receive Federal and/or State
funding for certain Transportation Projects, through the California Department of Transportation; and

WHEREAS, Master Agreements, Program Supplement Agreements, Fund Exchange Agreements, Fund Transfer Agreements and/or any amendments to such agreements need to be executed with the California Department of Transportation before such funds can be claimed; and

WHEREAS, the City Council wishes to delegate to the City Manager or his or her designee authorization to execute Program Supplement No N009 to Administering Agency – State Agreement for Federal Grant Project No. 04-5100R, Newell Road Bridge Replacement Project.

NOW, THEREFORE, the Council of the City of Palo Alto does RESOLVE as follows:

SECTION 1. The Council authorizes the City Manager or his or her designee to execute Program Supplement No N009 to Administering Agency – State Agreement for Federal Grant Project No. 04-5100R, Newell Road Bridge Replacement Project.

INTRODUCED AND PASSED:
AYES:
NOES:
ABSTENTIONS:
ABSENT:

ATTEST:

APPROVED:

_____________________________     ________________________
City Clerk       Mayor

______________________________
Senior Asst. City Attorney        Director of Public Works
This Program Supplement hereby adopts and incorporates the Administering Agency-State Agreement for Federal Aid which was entered into between the Administering Agency and the State on 05/23/07 and is subject to all the terms and conditions thereof. This Program Supplement is executed in accordance with Article I of the aforementioned Master Agreement under authority of Resolution No. approved by the Administering Agency on (See copy attached).

The Administering Agency further stipulates that as a condition to the payment by the State of any funds derived from sources noted below obligated to this PROJECT, the Administering Agency accepts and will comply with the special covenants or remarks set forth on the following pages.

PROJECT LOCATION:
Bridge 37C0223 Newell Road over San Francisquito Creek

TYPE OF WORK: Bridge 37C0223, replace existing two-lane bridge with new two-lane bridge to current standards.

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CITY OF PALO ALTO

STATE OF CALIFORNIA
Department of Transportation

By ______________________________
Title ______________________________
Date ______________________________
Attest ______________________________

I hereby certify upon my personal knowledge that budgeted funds are available for this encumbrance:

Accounting Officer ______________________________
Date 5/9/11
$318,708.00

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Program Supplement 04-5100R-N009-ISTEA
TO: STATE CONTROLLER'S OFFICE  
Claims Audits  
3301 "C" Street, Rm 404  
Sacramento, CA 95816  

DATE PREPARED: 5/6/2011  
PROJECT NUMBER: 0400020982  
REQUISITION NUMBER / CONTRACT NUMBER: RQS-2660-04000001445  

FROM: DEPARTMENT OF TRANSPORTATION  

SUBJECT: ENCUMBRANCE DOCUMENTS  

VENDOR / CONTRACTOR:  
City of Palo Alto  

CONTRACT AMOUNT: $318,708.00  
PROCUREMENT TYPE:  

LOCAL ASSISTANCE  
I HEREBY CERTIFY UPON MY OWN PERSONAL KNOWLEDGE THAT BUDGETED FUNDS ARE AVAILABLE FOR THIS ENCUMBRANCE AND PURPOSE OF THE EXPENDITURE STATED ABOVE.

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SPECIAL COVENANTS OR REMARKS

1. ADMINISTERING AGENCY agrees that it will only proceed with work authorized for specific phase(s) with an "Authorization to Proceed" and will not proceed with future phase(s) of this project prior to receiving an "Authorization to Proceed" from the STATE for that phase(s) unless no further State or Federal funds are needed for those future phase(s).

2. Any State and Federal funds that may have been encumbered for this project are available for disbursement for limited periods of time. For each fund encumbrance the limited period is from the start of the fiscal year that the specific fund was appropriated within the State Budget Act to the applicable fund Reversion Date shown on the State approved project finance letter. Per Government Code Section 16304, all project funds not liquidated within these periods will revert unless an executed Cooperative Work Agreement extending these dates is requested by the ADMINISTERING AGENCY and approved by the California Department of Finance.

ADMINISTERING AGENCY should ensure that invoices are submitted to the District Local Assistance Engineer at least 75 days prior to the applicable fund Reversion Date to avoid the lapse of applicable funds. Pursuant to a directive from the State Controller's Office and the Department of Finance; in order for payment to be made, the last date the District Local Assistance Engineer can forward an invoice for payment to the Department's Local Programs Accounting Office for reimbursable work for funds that are going to revert at the end of a particular fiscal year is May 15th of the particular fiscal year. Notwithstanding the unliquidated sums of project specific State and Federal funding remaining and available to fund project work, any invoice for reimbursement involving applicable funds that is not received by the Department's Local Programs Accounting Office at least 45 days prior to the applicable fixed fund Reversion Date will not be paid. These unexpended funds will be irrevocably reverted by the Department's Division of Accounting on the applicable fund Reversion Date.

3. The ADMINISTERING AGENCY will advertise, award and administer this project in accordance with the current published Local Assistance Procedures Manual.

4. Award information shall be submitted by the ADMINISTERING AGENCY to the District Local Assistance Engineer within 60 days of project contract award and prior to the submittal of the ADMINISTERING AGENCY'S first invoice for the construction contract.

Failure to do so will cause a delay in the State processing invoices for the construction phase. Please refer to Section 15.7 "Award Package" of the Local Assistance Procedures Manual.

5. ADMINISTERING AGENCY agrees, as a minimum, to submit invoices at least once every six months commencing after the funds are encumbered for each phase by the execution of this Project Program Supplement Agreement, or by STATE's approval of an applicable Finance Letter. STATE reserves the right to suspend future authorizations/obligations for Federal aid projects, or encumberances for State funded projects, as well as to suspend invoice payments for any on-going or future project by ADMINISTERING AGENCY if
SPECIAL COVENANTS OR REMARKS

PROJECT costs have not been invoiced by ADMINISTERING AGENCY for a six-month period.

If no costs have been invoiced for a six-month period, ADMINISTERING AGENCY agrees to submit for each phase a written explanation of the absence of PROJECT activity along with target billing date and target billing amount.

ADMINISTERING AGENCY agrees to submit the final report documents that collectively constitute a "Report of Expenditures" within one hundred eighty (180) days of PROJECT completion. Failure of ADMINISTERING AGENCY to submit a "Final Report of Expenditures" within 180 days of PROJECT completion will result in STATE imposing sanctions upon ADMINISTERING AGENCY in accordance with the current Local Assistance Procedures Manual.

6. The Administering Agency shall not discriminate on the basis of race, religion, age, disability, color, national origin, or sex in the award and performance of any Federal-assisted contract or in the administration of its DBE Program Implementation Agreement. The Administering Agency shall take all necessary and reasonable steps under 49 CFR Part 26 to ensure nondiscrimination in the award and administration of Federal-assisted contracts. The Administering Agency's DBE Implementation Agreement is incorporated by reference in this Agreement. Implementation of the DBE Implementation Agreement, including but not limited to timely reporting of DBE commitments and utilization, is a legal obligation and failure to carry out its terms shall be treated as a violation of this Agreement. Upon notification to the Administering Agency of its failure to carry out its DBE Implementation Agreement, the State may impose sanctions as provided for under 49 CFR Part 26 and may, in appropriate cases, refer the matter for enforcement under 18 U.S.C. 1001 and/or the Program Fraud Civil Remedies Act of 1986 (31 U.S.C. 3801 et seq.).

7. As a condition for receiving federal-aid highway funds for the PROJECT, the Administering Agency certifies that NO members of the elected board, council, or other key decision makers are on the Federal Government Excluded Parties List System (EPLS).

8. In the event that right of way acquisition for or construction of this project of the initial federal authorization for preliminary engineering is not started by the close of the tenth fiscal year following the fiscal year in which the project is authorized, the ADMINISTERING AGENCY shall repay the Federal Highway Administration through Caltrans the sum of Federal funds paid under the terms of this agreement.
October 1, 2010

Mr. James Keene
City Manager
City of Palo Alto
250 Hamilton Avenue
Palo Alto, CA 94301

Dear Jim:

As you know, the San Francisquito Creek Joint Powers Authority (SFCJPA) believes that modifying bridges over the Creek between Highway 101 and El Camino Real will be a key component of our comprehensive efforts to reduce flooding to residents of Palo Alto, Menlo Park and East Palo Alto. In recent weeks, I have worked with Palo Alto’s Public Works staff to submit a proposal to Caltrans for the replacement of the Newell Road Bridge, which, according to Caltrans, is “owned” by the City of Palo Alto.

Should the State’s Highway Bridge Program approve the City’s application, Caltrans would pay 88.53% of the total project costs, with the local agency responsible for the remaining 11.47% in matching funds. The initial application requires us to make a commitment for the local share of the Preliminary Engineering (planning and design) phase of the Newell Road Bridge. This phase was estimated to cost approximately $360,000, and thus the local match commitment required during this fiscal year and the following one equals not more than $42,000.

On September 23, 2010, I asked the SFCJPA Board, which includes Palo Alto Mayor Patrick Burt, to approve a motion to have the SFCJPA provide the 11.47% in matching funds for Preliminary Engineering of Newell Road Bridge. The Board unanimously supported this motion, recognizing that the Caltrans funding would represent an opportunity to begin removing our bridges as obstacles to the safe flow of water in the Creek. The purpose of this letter is to commit the SFCJPA to provide that local match on behalf of the City of Palo Alto.

I appreciate the City’s willingness to seek outside funding so that we may move forward with an important element of the SFCJPA’s comprehensive project. Please let me know if you have any questions.

Sincerely,

Len Materman
Executive Director

cc: Mayor Patrick Burt
    Kelly McAdoo Morariu
    Glenn Roberts
    Mike Sartor
    Joe Teresi
Newell Road at San Francisquito Creek
Bridge Replacement Project
(CIP #PE-12011)

Request for Proposals for Project Design
and Environmental Assessment/Permitting

Scope of Work

1. GENERAL INFORMATION

The Public Works Department is seeking consultant services to provide professional services, including preliminary design, environmental analysis and documentation, geotechnical investigation and reporting, regulatory permitting, preparation of plans, specifications, and cost estimate for bidding, and construction administration for replacement of the existing Newell Road bridge across San Francisquito Creek, linking the cities of Palo Alto and East Palo Alto, California.

2. DESCRIPTION OF PROJECT

The purpose of this project is to replace the Newell Road Bridge at San Francisquito Creek (see Attachment A, Project Vicinity Map). Newell Road is a collector street with a current Average Daily Traffic volume of approximately 3000 vehicles per day. San Francisquito Creek is the boundary between the Cities of Palo Alto and East Palo Alto as well as the boundary between Santa Clara and San Mateo Counties. The existing bridge is approximately 40-feet-long with a width of 18 feet curb to curb and an overall bridge width of 21.7 feet. The bridge, which was originally constructed in 1911, is considered functionally obsolete. The traffic lanes are substandard, and the bridge has no provision for bicycle or pedestrian traffic. In addition, the sight distances from the bridge are poor, and the bridge alignment creates an undesirable offset in the horizontal alignment of Newell Road. Furthermore, the existing bridge abutments are located within the creek bed, causing a flow constriction in the channel that prevents it from accommodating the estimated 1% (100-year) flow event. The current (2010) Santa Clara Valley Water District hydraulic model for San Francisquito Creek indicates that the existing bridge opening can convey peak flow of 5900 cubic feet per second (cfs), whereas the 1% flow rate is 9200 cfs. The Newell Road bridge is within the scope of an ongoing study being conducted by the San Francisquito Creek Joint Powers Authority (SFCJPA) to identify potential channel and bridge improvements that will provide...
increased flood protection to the area. The SFCJPA, whose member agencies include the cities of Palo Alto, East Palo Alto, and Menlo Park, the Santa Clara Valley Water District, and the San Mateo County Flood Control District, was formed in 1999 to address flooding issues within the creek watershed. It is important that the new bridge design not only pass the 1% flow event, but also accommodate future improvements within the channel and at the top of bank both upstream and downstream of the new bridge that will provide conveyance of the 1% flow and maintain FEMA’s minimum requirement of 3 feet of freeboard in unobstructed stream reaches and 4 feet of freeboard at and within 100 feet of the new bridge.

In addition to posing a flooding threat to the surrounding communities, San Francisquito Creek in the project area represents a migration corridor for a native run of federally-protected Central Coast Steelhead, limiting the available construction window for projects within the creek channel to the months of June through October, when migrating steelhead are not passing through the main stem of the creek.

The replacement bridge is tentatively proposed to include two 11’ traffic lanes, a 5’ bike lane on the east side of the road, a 9’ bike lane on the west side of the road, and 5’ sidewalks on each side of the road. This proposed configuration would match the existing street cross-section south of the bridge. The proposed bridge length is 75’, which is the approximate distance between the top of the creek banks, allowing the new abutments to be constructed outside the creek channel. It is anticipated that partial reconstruction of the bridge approaches will also be required in order to conform to the new bridge and to create a modified horizontal alignment and vertical profile that will improve traffic safety and sight distances. Consideration should also be given to potential horizontal realignment of the bridge in order to improve the coordination of the geometrics between the north and south legs of Newell Road. Because the creek divides two cities and counties, there are a limited number of utility facilities crossing the bridge. Existing utilities will, however, need to be maintained and relocated as required to maintain continuous service to all utility customers. Newell Road between Edgewood Drive in Palo Alto and Woodland Avenue in East Palo Alto may be closed to through traffic during construction. Access to the driveway serving the residence at 475 Newell Road must be maintained throughout the construction period.

Although the consultant contract will be managed by the City of Palo Alto, extensive coordination with City of East Palo Alto and SFCJPA staff will be required throughout the project. There will also be a need to devise and implement a robust public communication and outreach plan to solicit input from members of the public. The project will require design review by various advisory boards and commissions in both cities. The consultant will also be responsible for environmental review and documentation of the project in compliance with the provisions of both the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA). In support of the environmental analysis, the consultant must also perform several specific technical studies as described in this scope of work. Lastly, the consultant must also assist the City of Palo Alto in acquiring all local, state, and federal regulatory permits required for the construction of the replacement bridge.
The design and aesthetics of the replacement Newell Road bridge will be subject to review by the following review bodies:

City of Palo Alto — Architectural Review Board
Planning and Transportation Commission

City of East Palo Alto -- Public Works & Transportation Commission
Planning Commission

In addition, the project is subject to the City of Palo Alto’s Art in City Capital Improvement Projects Policy (see Attachment B). One percent of the final estimated cost of the replacement bridge shall be earmarked for a public art element, at the discretion of the City of Palo Alto Public Art Commission. The Consultant shall work cooperatively with the artist selected by the Public Art Commission and staff from the cities of Palo Alto and East Palo Alto to incorporate the art into the final bridge design.

The project is being funded through a Caltrans Highway Bridge Program grant. All work prepared by the Consultant shall be in compliance with the requirements of the Highway Bridge Program and shall be subject to the approval of the Caltrans Office of Local Assistance representative of Caltrans District 4 in Oakland.

The consultant team shall provide sufficient expertise in the disciplines of civil and structural engineering design, surveying, geotechnical engineering, hydraulic engineering, environmental planning and analysis, public outreach, and project management to produce an environmental assessment document, secure all required regulatory permits, and prepare a complete set of construction documents (plans, specifications, and estimate) for the replacement of the Newell Road Bridge over San Francisquito Creek.

3. THE CITY’S INTENT

Following is an outline of the scope of work for the project:

- The Consultant shall provide complete engineering design services, including preliminary design, design development, and construction documents for the replacement of the Newell Road bridge over San Francisquito Creek and related roadway modifications.
- The Consultant shall obtain and review all reports and plans for the existing bridge, overhead and underground utilities, right-of-way maps, and other street infrastructure prior to the start of design.
- The Consultant shall obtain the existing hydraulic model for San Francisquito Creek from the Santa Clara Valley Water District (SCVWD). The existing creek model is HEC-RAS.
- The Consultant shall utilize the existing creek hydraulic model to document the hydraulic design parameters of the replacement bridge. The consultant shall conduct and document a hydraulic model run for San Francisquito Creek with the proposed bridge in place. The documentation shall demonstrate the ability of the
reconfigured channel at the location of the new bridge to convey the projected 1% flow rate with the bridge in place.

- The Consultant shall analyze and review various alternative bridge designs and alignments and submit to the City a recommended design.
- The Consultant shall devise and implement a public communication and outreach plan in order to solicit early input from members of the public in the cities of Palo Alto and East Palo Alto.
- The Consultant shall provide the services of a licensed civil or structural engineer to design the structural elements of the bridge to meet the provisions of the current edition of the Bridge Design Guide/Specifications published by the American Association of State Highway and Transportation Officials (AASHTO).
- The Consultant shall design all site improvements, including approach roadways and intersection layout, utility relocations, traffic safety design elements, temporary traffic control plan during bridge closure, stream protection measures, and environment compliance requirements.
- The Consultant shall work with SFCJPA staff to develop slope stability measures at and around the footings of the new bridge that maintain, to the extent possible, the natural setting of the creek and are consistent, within reasonable limitations, with the principles described in the *San Francisquito Creek Bank Stabilization and Revegetation Master Plan*.
- The Consultant shall review, analyze, and identify the potential environmental impacts of constructing a replacement Newell Road bridge. The Consultant shall prepare a complete environmental document in full compliance with both the National Environmental Policy Act (NEPA) and the California Environmental Quality ACT (CEQA).
- The Consultant shall conduct all of the technical studies required by Caltrans in support of the environmental documents.
- The Consultant shall provide the services of a licensed civil engineer or land surveyor to prepare a complete topographic survey of the project area. The engineer/surveyor shall identify existing right-of-way limits, and any required additional right-of-way or temporary construction easements. The Consultant shall be responsible for all right-of-way engineering.
- The Consultant shall present the preliminary design to staff, the City of Palo Alto’s Architectural Review Board and Planning and Transportation Commission, and the City of East Palo Alto’s Public Works and Transportation Commission and Planning Commission for review before proceeding to design development. The consultant shall make any design revisions necessary as a result of these reviews.
- The Consultant shall present the 60% design development plans to staff, the City of Palo Alto’s Architectural Review Board and Planning and Transportation Commission, and the City of East Palo Alto’s Public Works and Transportation Commission and Planning Commission for review before proceeding to the construction document phase of the project.
- The Consultant shall prepare project construction plans and technical specifications for competitive bidding purposes.
• The Consultant shall complete any and all permit applications that may be necessary to allow the replacement of the Newell Road bridge. The Consultant shall ensure that the applications are deemed complete by the reviewing agencies and respond to any requests for additional information.
• The Consultant shall assist the City of Palo Alto with bidding the project for construction.
• The Consultant shall review contractor submittals for compliance with the plans and specifications.
• During construction, the Consultant shall promptly answer contractor requests for information (RFI). The Consultant shall attend regular project meetings that may occur weekly and shall prepare agendas and minutes for such meetings.

4. CONSULTANT SCOPE OF WORK

The scope of work shall consist of the following tasks:

Task A   Public Communication and Outreach Plan

The Consultant shall devise and implement a multi-faceted public communication and outreach plan in order to assist City staff with solicitation of input from members of the public regarding the replacement of the Newell Road bridge. The plan shall target residents in the vicinity of the bridge in the cities of Palo Alto and East Palo Alto. The outreach plan shall include at least one public meeting at the outset of the project to solicit preliminary input and comment regarding key design issues and potential project impacts and a second meeting towards the end of preliminary design to solicit specific comments regarding the initial bridge design. The Consultant shall design a project web page to provide updated information to the public during design and throughout the construction of the bridge.

Task B   Preliminary Design

The Consultant shall prepare a preliminary design of the replacement Newell Road bridge. The Consultant shall meet with City staff to gather information and input for developing the preliminary drawings. The preliminary drawings shall represent the proposed bridge layout, horizontal alignment and vertical profile, bridge proportions, and bridge style and special architectural treatments. The Consultant shall perform hydraulic modeling of the creek with the new bridge in place. The Consultant shall analyze and review various alternatives and provide to the City a recommended design for submittal to the official review bodies.

Task C   Environmental Document

The Consultant shall review, analyze, and identify the potential environmental impacts of constructing the replacement bridge and shall prepare complete environmental documents in full compliance with the National Environmental
Policy Act (NEPA) and the California Environmental Quality Act (CEQA). In support of the environmental analysis, the Consultant shall conduct the special technical studies specified by Caltrans Environmental Planning staff in the Preliminary Environmental Study (PES) Form (See Attachment C). It is assumed that the project will qualify for a Categorical Exclusion (NEPA) and a Mitigated Negative Declaration (CEQA).

**Task D  Final Design**

The Consultant shall prepare construction documents based on the preliminary design developed in Task B. Intermediate design development submittals shall be submitted at 60% and 90% design stages. A geotechnical investigation and a Stage 1 hazardous materials investigation shall be conducted at the site to develop project design parameters. The Consultant shall also provide assistance to staff during the bidding process.

**Task E  Cost Estimates**

The Consultant shall prepare cost estimates for construction of the preliminary design developed in Task B and construction of the final design developed in Task D.

**Task F  Meetings**

The Consultant shall prepare for and actively participate in the following meetings related to Tasks B, C and D.

- **City Staff**: Meetings with staff from the cities of Palo Alto and East Palo Alto and the SFCJPA, as appropriate.
- **The Consultant shall prepare presentation materials for and attend the meetings listed below. The Consultant shall budget up to four hours for each meeting, including ‘waiting’ time and travel time.**
  - Two meetings with the City of Palo Alto Architectural Review Board
  - Two meetings with the City of Palo Alto Planning and Transportation Commission
  - Two meetings with the City of Palo Alto Public Arts Commission
  - Two meetings with the City of East Palo Alto Public Works and Transportation Commission
  - Two meetings with the City of East Palo Alto Planning Commission
  - One meeting with the San Francisquito Creek Joint Powers Authority Board of Directors

**Task G  Work Product Submittals**

The Consultant shall prepare the following work product submittals for staff review at the appropriate stage of the work:
• Site topographic and boundary survey, including existing improvements
• Geotechnical and hazardous material investigations and reports
• Technical Memorandum – Bridge Design Parameters
• Preliminary Design Drawings: 10 half-size plan sets, plus digital file on compact disc
• 60% design development documents: 10 half-size plan sets, 10 technical specification sets (Caltrans Standard Specifications format), 10 copies of an opinion of probable construction cost, plus digital files of all documents on compact disc
• 90% design development documents: 10 half-size plan sets, 10 full-size plan sets, 10 technical specification sets, 10 copies of an opinion of probable construction cost, plus digital files of all documents on compact disc
• Advisory Body Reviews: Copies of plans, renderings, material/color samples as required by each review body
• Environmental document: Special studies, checklists and other documentation as required to comply with the requirements of the National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA) in a format acceptable to Caltrans Office of Transportation Planning (NEPA) and the City of Palo Alto Planning Division (CEQA)
• Completed regulatory permit applications and supporting materials as required

Task H  Construction Documents

The Consultant shall prepare final detailed project plans and technical specifications for construction bidding purposes that incorporate all plan check and permitting requirements.

The Consultant shall provide one reproducible set of final project drawings and specifications and digital files of all documents on compact disc to the City. City will, at its own expense, reproduce enough copies of these documents for construction bidding purposes.

Project Specifications shall be prepared using the Caltrans Standard Specifications format. Consultant shall prepare all technical specification sections. The City will provide the standard boilerplate bidding and contract documents and the general conditions (work hours, duration, truck routes, etc.).

Project drawings shall be prepared using the standard 24” x 36” City drawing sheet size and layout (to be provided by City). The City will also provide the Consultant with standard AutoCAD layer names, symbols and line types for use in the final project plans.

The Construction Documents shall include, but not be limited to, the following:
• Existing topographic and boundary survey plan with construction staking control points clearly identified
• Demolition plan
• Site utilities relocation plans
• Grading and drainage plan
• Roadway layout plan
• Structural plans (including foundation and abutment plans)
• Structural details
• Landscaping and irrigation plan
• Storm Water Pollution Prevention Plan
• Traffic control requirements
• Construction schedule requirements
• Contractor submittal requirements
• Provisions for protecting nearby existing structures, roadways and embankments, and San Francisquito Creek

Task I Construction Services

The Consultant shall provide construction administration services during construction of the replacement Newell Road bridge:

• Visit the site at intervals appropriate to the stage of operations.
• Attend weekly construction meetings and prepare weekly meeting agendas and minutes.
• Respond to requests for information (RFI).
• Review and take action upon contractor submittals.
• Prepare change orders and construction change directives.
• Upon request of the contractor, inspect the project to determine whether the work is substantially complete and prepare a punch list of items to be completed prior to final acceptance.
• Confirm completion of contractor’s punch list items prior to final payment.
• Prepare project record drawings upon the completion of the work. Immediately after completion of the construction phase and acceptance by the City, the Consultant shall submit one complete set of record drawings reflecting the as-built conditions in digital format for archiving. All files shall be delivered in AutoCAD (.dwg) format. Each document file shall be accompanied by a metadata text file, including the date of the file, the company name, contract information, and the name of the technician who prepared the document.
5. ADDITIONAL SERVICES-SUBJECT TO ADDITIONAL COMPENSATION

The following additional services may be required depending on the actual conditions encountered. The Consultant shall be prepared to perform these services as additional work, subject to prior approval of the City’s Project Manager.

- Preparation of a full Environmental Impact Report (EIR)/Environmental Impact Statement (EIS)
- Hazardous materials removal plan preparation
- Additional meetings with review boards and commissions
- Construction staking

Depending on the magnitude and quantity of the additional services listed above, an agreement amendment may be necessary.

6. PROJECT ADMINISTRATION

Joe Teresi will be the Project Manager, and Rajeev Das Hada will be the Project Engineer, unless otherwise directed by the City. All questions correspondence and invoices shall be directed to the Project Engineer. This contract will be managed by the City of Palo Alto Public Works Department. Funding for the contract will be provided by a California Department of Transportation Highway Bridge Program grant and the SFCJPA. To ensure a coordinated work effort, any work beyond this Scope of Work shall be approved in advance in writing by the Project Manager.

7. INFORMATION PROVIDED BY THE CITY

The Public Works Department, Engineering Division has the following reference documents available on the 6th floor located at 250 Hamilton Avenue, Palo Alto.

- Existing infrastructure and right-of-way information from City of Palo Alto Geographic Information System (GIS)
- San Francisquito Creek HEC-RAS hydraulic model (Santa Clara Valley Water District)
- Geotechnical information, as available, from the City’s database of projects completed in the vicinity.

8. CONSULTANT SELECTION

The consultant will be selected based upon qualifications, experience, work schedule and references from similar projects. The consultant selection process will be conducted in accordance with the Caltrans Local Assistance Procedures Manual, including the
provisions for utilization of Disadvantaged Business Enterprises (DBE). For further selection criteria, see Section 100, “Proposal Instructions and Special Conditions”.

9. TIME OF COMPLETION

The Consultant shall complete all tasks within 52 weeks of issuance of the Notice to Proceed. Prospective Consultants should submit a project schedule showing major project design milestones and dates for achieving those milestones as part of the proposal.

10. ATTACHMENTS

Attachment A: Project Vicinity Map
Attachment B: Art in City Capital Improvement Projects Policy
Attachment C: Preliminary Environmental Study (PES) Form for Caltrans Highway Bridge Program Grant