

CITY OF SANTA ROSA  
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL  
FROM: DAN HENNESSEY, DIRECTOR OF TRANSPORTATION AND  
PUBLIC WORKS DEPARTMENT  
SUBJECT: APPROVAL OF FIRST AMENDMENT TO PROFESSIONAL  
SERVICES AGREEMENT WITH BKF FOR ADDITIONAL DESIGN  
SERVICES ASSOCIATED WITH THE HIGHWAY 101 BICYCLE  
AND PEDESTRIAN OVERCROSSING PROJECT

AGENDA ACTION: RESOLUTION

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RECOMMENDATION

It is recommended by the Transportation and Public Works Department that Council, by resolution, approve and delegate authority to the City Manager to negotiate and execute a First Amendment to Professional Services Agreement Number F002308 with BKF Engineers, of Santa Rosa, California, for the Highway 101 Bicycle and Pedestrian Overcrossing Project to finalize bid documents, and provide additional studies and grant application support increasing the contract amount by \$973,850, for a total amount not to exceed \$4,816,802.

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EXECUTIVE SUMMARY

This resolution will approve and delegate authority to the City Manager to negotiate and execute a First Amendment to Professional Services Agreement (PSA) Number F002308 with BKF Engineers, of Santa Rosa, California for the Highway 101 Bicycle and Pedestrian Overcrossing (Project) to finalize plans, specifications, permit documents, right-of-way support, and bid documents for the Project, including the costs of additional studies and grant application support. The First Amendment has been negotiated at a cost of \$973,850, for a total amount not to exceed \$4,816,802.

This resolution supports Council Goal 5 by investing in and sustaining infrastructure and transportation. The Project would close a gap in east-west bicycle and pedestrian travel in the Santa Rosa Junior College (SRJC) area caused by Highway 101 and improve accessibility to alternative transportation facilities, such as Sonoma Marin Area Rail Transit (SMART).

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BACKGROUND

The City of Santa Rosa (City), in coordination with the California Department of Transportation (Caltrans), has been in plans for several years to construct a bicycle/pedestrian shared-use overcrossing spanning U.S. Highway 101 (U.S. 101).

The Project is needed to accommodate and provide safe access to bicyclists and pedestrians in areas east and west of U.S. 101 in the northern half of Santa Rosa.

The City is proposing to construct a pedestrian and bicycle overcrossing at U.S. 101 to include a 5-foot wide sidewalk and an 8-foot wide bike path, which will improve existing pedestrian and bicycle connectivity, reduce pedestrian and vehicle conflict and increase opportunity for alternative transportation. The Elliott Avenue and Edwards Avenue location is the preferred location because it provides direct connections between commercial areas on the west and a college campus and residential areas on the east.

1. In June 2017, the Environmental Document (PA&ED) phase for the Project started and alignment of the crossing was discussed over many studies and public meetings.
2. In September 2020, a cooperative agreement was established between Caltrans and the City for independent quality management assessment during the preparation of the project plans, specifications and estimate (PS&E) phase for the Project. The Cooperative Agreement defines the roles and responsibilities of the two parties and delegates the authority to the City to be the Implementing Agency in the development of the PS&E work.
3. In March 2021, the Final Environmental Document for the Project was approved and adopted by Caltrans. Additionally, a Caltrans Project Report was completed by BKF Engineers (BKF) and received approval from Caltrans.
4. On April 27, 2021, the City adopted California Department of Transportation (Caltrans) Local Assistance Procedures Manual (LAPM) Chapter 10 policies and procedures for state and federal funded projects; and approved the original Professional Services Agreement (PSA) with BKF Engineers, of Santa Rosa, CA, to provide professional design and right of way services for the preliminary engineering (PE) phase of the Project, in the amount of \$3,842,952.

PRIOR CITY COUNCIL REVIEW

APPROVAL AND DELEGATION OF AUTHORITY TO NEGOTIATE AND EXECUTE  
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On May 12, 2008, the City Council, by Resolution No. 27078, approved Cooperative Funding Agreement No. M71406 with Sonoma County Transportation Agency (SCTA) to provide \$50,000 in funding to the City for the feasibility study of the Santa Rosa Bicycle and Pedestrian Overcrossing at Highway 101.

On November 30, 2010, the City Council, by Resolution No. 27774, accepted the Santa Rosa Bicycle and Pedestrian Bridge Feasibility Study prepared by Steven Grover & Associates.

On November 15, 2011, the City Council adopted Resolution No. 28013, approving the Cooperative Agreement between Caltrans and the City of Santa Rosa for completion of the Project Initiation Document for the Santa Rosa Junior College Pedestrian and Bicycle Overcrossing on US Highway 101.

On September 1, 2015, the City Council, by Resolution No. 28681, approved the first amendment to Cooperative Agreement M71406 between SCTA and the City of Santa Rosa, making available a total of \$250,000 of Measure M funding for the proposed Bike-Pedestrian Access across Highway 101 project.

On June 15, 2016, the City Council, by Resolution No. 28801, approved the Budget for the City of Santa Rosa for Fiscal Year 2016-17, which included \$500,000 for the preparation of US Highway 101 – Bicycle and Pedestrian Bridge Project Approval and Environmental Documentation (PA&ED) phase.

On September 13, 2016, the City Council, by Resolution No. 28859, approved Cooperative Agreement No.04-2617 between the State of California and the City of Santa Rosa authorizing Caltrans to provide Independent Quality Assurance for the Project Approval and Environmental Document (PA&ED) phase for the US Highway 101 – Bicycle and Pedestrian Overcrossing.

On June 20, 2017, the City Council, by motion, approved Project Work Order A010019-2016-01 in the not-to-exceed amount of \$907,559 with BKF Engineers for the Project Approval and Environmental Document (PA&ED) phase for the US Highway 101 – Bicycle and Pedestrian Overcrossing.

On March 20, 2018, the City Council, by motion, approved Amendment No. 1 to Project Work Order with BKF Engineers to evaluate an additional project location, the Range Avenue-Bear Cub Way alignment, for the Project Approval and Environmental Document (PA&ED) phase for the US Highway 101 – Bicycle and Pedestrian Overcrossing, increasing the contract amount by \$379,344, for a total amount of \$1,286,903.

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On July 21, 2020, the City Council provided input on the draft environmental document for the Bicycle and Pedestrian Overcrossing.

On September 15, 2020, the City Council, by Resolution No. RES-2020-151, approved a cooperative agreement between Caltrans and the City of Santa Rosa for Independent Quality Management Assessment during the preparation of the project plans, specification, and estimate for the improvements to the Highway 101 Bicycle and Pedestrian Overcrossing.

On April 27, 2021, the City Council, by motion approved two resolution(s): 1) adopt California Department of Transportation (Caltrans) Local Assistance Procedures Manual (LAPM) Chapter 10 policies and procedures for state and federal funded projects; and 2) approve a Professional Services Agreement (PSA) with BKF Engineers, of Santa Rosa, CA, to provide professional design and right of way services for the preliminary engineering (PE) phase of the Highway 101 Bicycle and Pedestrian Overcrossing project, in the amount of \$3,842,952.

On August 17, 2021, the City Council, by Resolution No. RES-2021-146, authorized the filing of an application for grant funding through the Metropolitan Transportation Commission (MTC) Active Transportation Program and authorized \$2.5M of Senate Bill 1 (SB1) funds and \$550,000 of Transportation Development Act (TDA) funds to match federal funds being requested for construction.

On October 26, 2021, the City Council, by Resolution No. RES-2021-180, authorized the filing of an application for MTC State Transportation Improvement Program (STIP) funding in the amount of \$3.4M for construction.

On April 26, 2022, the City Council, by resolution, requested MTC allocate \$600,000 of FY 22/23 TDA3 funds, increase appropriations by \$600,000 of TDA3 funds, and authorize submittal of the project to CTC in order to received FY22/23 apportionment of SB1 funds in the amount of \$3,914,094.

On August 9, 2022, the City Council, by resolution, approved Cooperative Agreement No. 04-2837 between the State of California, acting through its Department of Transportation (Caltrans), and the City of Santa Rosa authorizing Caltrans to provide quality management assessment for right of way support, right of way acquisition, and utility relocation activities for the Project.

On February 13, 2024, the City Council, by resolution, approved a project specific maintenance agreement NO. TR04-22HB15 between the State of California, acting through its Department of Transportation (Caltrans), and the City of Santa Rosa outlining the requirements and procedures for inspecting, evaluating, and maintaining the Highway 101 Bicycle and Pedestrian Overcrossing project.

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ANALYSIS

Since the Professional Services Agreement (PSA) F002308 was executed on April 27, 2021, Caltrans required this “complex” bridge type to go through a third-party peer review beyond the original contract expectations; this requirement led the design to further studies based on constructability, wind tunnel testing and design considerations of the eccentric single pylon bridge design. There has also been two updates to the Caltrans Standard Specifications between contract approval and construction 2022 and 2023, and there may be other updates prior to issuance of the bid for the project. Additionally, in 2022 there were changes to Build America Buy America requirements requiring a redesign of elements of the bridge. This Project also had the challenge of being preliminarily estimated, but not completed prior to the unprecedented construction cost increases in recent years. The revised estimate in 2023 required the City to pursue additional funding for the Project, which has delayed the delivery and required more time for BKF engineers and City staff. Finally, the right of way negotiations have been more intensive than anticipated and they required additional services to support this phase of work. This Project has been fast-paced and has had many changes related to Caltrans involvement that have required quick response from the design team in order to stay on track.

With that, staff has reviewed the total amendment cost of \$973,850 (approximately 26% of the original contract cost) and judges that this fee is reasonable due to various required Caltrans and grant requests and since there was no contingency allocated for these services in the original PSA. The requested additional work and the price associated with the cost is within current industry standard for the scale and complexity of the Project.

BKF Engineers and their subconsultant team possess the required technical expertise, relevant project experience and understanding of the work to be done to successfully deliver the PE phase of the Project. Estimated design completion is end of 2024.

Through this Professional Services Agreement and First Amendment, BKF will provide all services to complete the construction bid documents for the Project and complete the Caltrans authorization of the Project.

Engineering services during construction (ESDC) are not included in this PSA because, without developed project PE, it is challenging to accurately estimate the level of effort necessary to provide these services. At completion of the design phase, an amendment to add ESDC scope to this PSA may be brought to City Council (Council) for consideration. Construction anticipation has been revised to Summer 2025 due to right

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of way negotiations and coordination with the Pacific Gas and Electric relocations needed for the Project. Grant funding is also being pursued for the Project and additional information on the funding plan for construction is anticipated by the end of March 2024.

A portion of the PE phase is funded through Federal Highway Administration (FHWA) and Congestion Mitigation and Air Quality Improvement (CMAQ) funds, administered by Caltrans. To ensure project phase reimbursement, this procurement was carried out in accordance with City Council Policy 600-01, City Code Chapter 3-08, Caltrans Local Assistance Procedures Manual Chapter 10, and all applicable federal regulations. To maintain compliance with Caltrans LAPM Chapter 10 and eligibility to receive federal reimbursement for this phase of the project, it is necessary for Council to adopt the LAPM Chapter 10 policies and procedures.

#### FISCAL IMPACT

The Professional Services Agreement was prepared in accordance with consultant procurement guidelines established by FHWA and Caltrans Local Assistance Procedures as the City will seek federal reimbursement for this project phase. Approval of this contract has no additional impact on the budget. Funds for this project were appropriated in the fiscal year 2020-21, Capital Improvement Program budget.

#### ENVIRONMENTAL IMPACT

In accordance with the California Environmental Quality Act (CEQA), an Initial Study was performed for this project which resulted in the drafting and adoption of a Mitigated Negative Declaration by the lead environmental agency, Caltrans, in March 2021. A Categorical Exclusion under NEPA was also certified for this project by Caltrans in March 2021.

#### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

On April 18, 2019, the Project was presented to the Design Review Board (DRB) for comment. Two (2) alignment alternatives, a crossing at Edwards and Elliott Avenues and a crossing at Bear Cub Way, and three (3) types of bridge structures, truss, cable-stayed, and arch were presented. The DRB was in favor of the Edwards and Elliott Avenues alignment and the cable-stayed structure type but directed the design team to study the feasibility of a single tower cable-stayed bridge.

On September 17, 2021, the Project was presented to the City of Santa Rosa's Bicycle and Pedestrian Advisory Board (BPAB). The design options for the touchdowns and approaches at Edwards Avenue and Elliott Avenue were discussed and feedback was requested. The BPAB was supportive of the design presented.

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On November 4, 2021, the Project was presented to the DRB for comment. The DRB confirmed the preference of a cable-stayed bridge with single asymmetrical tower configuration, provided comments on the proposed overcrossing landings and provided input to staff regarding future art installation designs.

On December 1, 2022, the Project was presented to the DRB for the final review and comments from the board on the 1) eastern touchdown landing, 2) fencing and railing, 3) lighting, planting, and finishes.

NOTIFICATION

Not applicable.

ATTACHMENTS

- Attachment 1 – Location Map
- Resolution / Exhibit A – First Amendment to Professional Services Agreement Number F002308

PRESENTERS

Lisa Welsh, Supervising Engineer  
Greg Mariscal, Supervising Engineer