

CITY OF SANTA ROSA
BOARD OF PUBLIC UTILITIES

TO: BOARD OF PUBLIC UTILITIES
FROM: CHRIS BALANESI, ASSOCIATE CIVIL ENGINEER
TRANSPORTATION AND PUBLIC WORKS DEPARTMENT
SUBJECT: SOLE SOURCE CONTRACT SPECIFICATION FOR CLEAVER-
BROOKS GAS FIRED BOILERS FOR THE LAGUNA TREATMENT
PLANT ANNEX BOILERS 1 & 2 REPLACEMENT PROJECT,
CONTRACT NO. 2330

AGENDA ACTION: RESOLUTION

RECOMMENDATION

It is recommended by Santa Rosa Water and the Transportation and Public Works Department that the Board of Public Utilities, by resolution, approve a sole source contract specification for Cleaver-Brooks boilers for the Laguna Treatment Plant Annex Boilers 1 & 2 Replacement Project, Contract No. 2330.

EXECUTIVE SUMMARY

This resolution will approve the sole source contract specifications for Cleaver-Brooks (CFC-E 6000) gas-fired boilers for the Laguna Treatment Plant Annex Boilers 1 & 2 Replacement Project, C02330.

BACKGROUND

The Laguna Treatment Plant (LTP) Annex Boilers 1 & 2 Replacement Project (Project) will rehabilitate critical infrastructure ancillary to the Santa Rosa Regional Water Reuse System.

The Project focuses on replacing the boiler system in the LTP Annex building. Heated water is generated from the LTP Combined Heat & Power (CHP) engines and conveyed to the primary treatment anaerobic digesters. Two existing gas-fired boilers located in the Annex building serve as a backup process heat supply when the CHP engines are offline. Initially installed in the mid-1990s, both boilers have reached the end of their effective service life and are not equipped with modern air emission controls.

Currently, the boilers are listed as exempt sources in the City's Title V Permit, issued by the Bay Area Air Quality Management District (Air District). Historically, boilers have been classified as low-fuel-usage exemptions under Air District Regulation 9, Rule 7, Part 112,

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which requires devices to use less than 10% of their annual maximum heat capacity in each consecutive 12-month period. The Air District requires yearly emissions testing.

In 2014, Boiler #1 exceeded the 10% limit and thus failed to meet the Air District's required emissions limits necessary to operate the boiler. The boiler was subsequently taken out of service and has not operated since.

In the Winter of 2024, Boiler #2 exceeded the 10% limit due to a malfunctioning heat-exchange valve. Since that time, emission readings for Boiler #2 have indicated exceedance of nitrogen oxides (NOx) limits, similar to Boiler #1. As a result, the Air District has set forth a December 2026 deadline for permit compliance, and any exceedance of emission limits beyond that date will be subject to penalties of up to \$10,000 per day per operating boiler.

The Project will replace both boilers serving the LTP Annex building, along with ancillary plumbing and electrical components. Construction is anticipated to start in the Summer of 2026 with an estimated construction cost of \$660,000.

PRIOR BOARD OF PUBLIC UTILITIES REVIEW

On April 2, 2024, the Board of Public Utilities (BPU) Contract Review Subcommittee approved the professional engineering design services agreement proposal for the Project.

On May 2, 2024, the BPU approved the professional engineering design services agreement for the Project.

ANALYSIS

The authority to approve the proposed sole-source items lies with the Board of Public Utilities. Section 3400 of the California Public Contract Code requires that when a specific brand or trade name product is called for in connection with the construction or repair of a public works project, the contract specification must be followed by the words "*or equal*" so that bidders may furnish any equal product or service. However, Section 3400 allows the awarding authority to designate in the specifications for a public works project a material, product, thing, or service by specific brand or trade name where the awarding authority, or its designee, makes a finding that it is designating the brand or trade name "in order to match other products in use on a particular public improvement either completed or in the course of completion."

The LTP is standardizing and integrating Cleaver-Brooks and Camus Hydronics Ltd. (Camus) boilers across its HVAC systems plantwide. Camus is a subsidiary of Cleaver-Brooks, which has standardized its control interfaces, maintenance, and manufacturing parts among both companies. In the Winter of 2022, a public works project replaced the boilers serving the administration building at LTP with Camus Hydronics Ltd. (Camus)

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series condensing boilers. Air District permitting the new boilers was an integral component of the project. Camus equipment has been documented as having superior performance in control, reliability, quality, and consistency.

For the Project, LTP staff have requested similar boiler equipment to that of Camus for standardization purposes. The Camus line of boilers cannot provide the required thermal output sizing for the Project due to the capacities of Boiler #1 and Boiler #2, but the Cleaver-Brooks boilers can. The use of Cleaver-Brooks boilers will result in significant operational efficiencies as compared to the use of boilers from another company, providing financial benefits and making LTP more resilient in its processes and service to the public. By using the Cleaver-Brooks boilers, the City will retain the ability to swap out parts in the event of urgent or emergency repairs and provide consistency in maintenance, spare parts inventory, and training.

Lastly, based on previous experience, Air District permitting for the Project is estimated to take approximately 6 months to 1 year. Given both the Air District and LTP's familiarity with Camus boilers, staff have determined that a sole-source specification for the Project is the best course of action to ensure Air District permitting approval by the December 2026 deadline and to avoid potential penalties associated with failing to meet that deadline. Staff have estimated that a sole-source specification will provide an approximate 6-month head start in the permitting process, compared with the traditional approach of waiting until the project is under construction and proposed equipment is identified by the contractor.

For these reasons, Santa Rosa Water would like to proceed with a sole-source contract specification for Two (2) Cleaver-Brooks (CFC-E 6000 series) gas-fired boilers as part of the Project.

FISCAL IMPACT

Approval of this action has no additional impact on the budget. Funds for this project were previously appropriated in the Capital Improvement Program Budget.

ENVIRONMENTAL IMPACT

The proposed action is exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15301(b) (Class 1 – Existing Facilities), which exempts the operation, repair, maintenance, or minor alteration of existing public facilities involving negligible or no expansion of existing or former use.

The resolution approves sole source contract specifications for replacement of two existing gas-fired boilers and associated ancillary plumbing and electrical components within the Laguna Treatment Plant Annex building. The project involves rehabilitation and replacement of existing equipment that has reached the end of its service life in order to maintain reliable operations and comply with applicable air quality regulations. The action

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does not authorize expansion of capacity, a change in use, or new physical development.

In addition, the proposed action is exempt pursuant to CEQA Guidelines Section 15061(b)(3) (Common Sense Exemption), as it can be seen with certainty that approval of sole source specifications for replacement of existing boilers and related components has no possibility of resulting in a significant effect on the environment.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

Not applicable.

ATTACHMENTS

- Resolution

PRESENTER

Chris Balanesi, P.E., Associate Civil Engineer, Transportation and Public Works