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DATE: May 15, 2023

TO: Honorable Mayor and Members of the City Council through City Manager

FROM: Bjorn Gripenburg, MCRP, Project Manager, Public Works & Utilities (PW&U)  
Gina Benedetti-Petnic, PE, Assistant Director of PW&U  
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SUBJECT: Resolution Authorizing the City Manager to Execute a Professional Services Agreement with Mark Thomas & Company, Inc. for Environmental, Permitting, and Engineering Services for the Caulfield Bridge and Extension Project (Project # C16401824)

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### **RECOMMENDATION**

It is recommended that the City Council authorize the City Manager to execute a Professional Services Agreement with Mark Thomas & Company, Inc. for environmental, permitting, and engineering services for the Caulfield Bridge and Extension Project (Project # C16401824).

### **BACKGROUND**

The City of Petaluma is separated by three physical barriers: the Petaluma River, the Sonoma-Marin Area Rail Transit railroad tracks, and US Highway 101. Currently, there are limited physical crossings of these barriers to facilitate crosstown connections between the east and west sides of the community. The Guiding Principles of *General Plan 2025* acknowledged the challenges that these barriers create and the importance of integrating and connecting the east and west sides of the City.

In an effort to improve and create crosstown connections, the *General Plan* called for improvements to existing connections and the addition of two new crosstown connectors including the Rainier Avenue Extension and the Caulfield Bridge/Southern Crossing. The *General Plan* and its Environmental Impact Report that were adopted by City Council in 2008 include a projected buildout of the City that assumes construction of the two new crosstown connectors to mitigate increased traffic anticipated from population and job growth. The *General Plan* also recognizes each connector's importance in facilitating mobility for transit, pedestrians, and bicyclists, as well as for emergency response. Both are identified as transportation facilities in the nexus study upon which the City's Traffic Impact Fee (TIF) was based and are eligible for TIF funds.

On October 10, 2022, the City Council held a Crosstown Connector Workshop and received updates from staff on the status of all existing and proposed connectors, including the Caulfield Bridge/Southern Crossing. The updates included revised cost estimates and funding outlooks, impacts on mobility for all modes of travel, and impacts on emergency response.

The Caulfield Bridge is a proposed moveable bridge over the Petaluma River between the Crystal Lane/Petaluma Boulevard South roundabout and the recently constructed section of Caulfield Lane at the Riverfront Subdivision. An early study evaluating river crossing alternatives and establishing the current proposed alignment was completed in 2006, with the Caulfield alignment chosen based on its anticipated 1) cost-effectiveness and 2) compatibility with established City right-of-way and avoidance of impacts on private property.

On May 7, 2018, Council approved a Resolution authorizing the City Manager to execute a Professional Services Agreement with AECOM to confirm the bridge footprint, begin the preliminary approval process with the US Coast Guard, ensure the necessary right-of-way is available, review floodway impacts, perform sufficient engineering analysis to recommend the bridge type, and update the project cost estimate to inform the next phase of work. AECOM's Technical Memorandum was submitted to the City on November 22, 2021. The report included the following findings and recommendations:

- **Bridge type:** AECOM's preliminary design and analysis recommended a double-leaf bridge to avoid impacts on the water surface elevation and meet US Coast Guard clearance requirements. AECOM consulted with the US Coast Guard and obtained a "preliminary determination" that does not constitute approval but confirms the basic navigation clearances that will be required.
- **Floodway impacts:** The hydrology/hydraulics study showed that a single-leaf bridge would increase water surface elevation by approximately 0.22 feet coupled with a 100-year stormwater event. Using a double-leaf bridge—which does not require building structures within the floodway and does not add any obstructions to flow—did not result in inundation when applying sea level rise, up to 6.56 feet (200 cm), and a 100-year stormwater event.
- **Right-of-way:** The City has the necessary right-of-way dedicated on both sides of the Petaluma River to construct the bridge. The City will need to negotiate a new lease agreement with the California State Lands Commission, which is expected to be a straightforward process.
- **Environmental review and permitting strategy:** While no permits or environmental documents have been prepared, AECOM outlined all regulatory approvals that would likely be needed, thus helping inform the next phase of work. It is anticipated that the project will involve both National Environmental Policy Act (NEPA) and California Environmental Quality Act (CEQA) approvals, with US Coast Guard acting as the lead agency for NEPA review and the City acting as the lead agency for CEQA review.
- **Bicycle and pedestrian accommodations:** While the original bridge concept included on-street bike lanes and sidewalks, the City asked AECOM to explore an alternative design with widened multi-use pathways on both sides of the bridge in order to provide a more comfortable walking and bicycling experience with physical separation from vehicle traffic. AECOM's preliminary design and analysis suggested that this alternative would

potentially yield construction cost savings over the original concept, as it would reduce the width of the bridge deck that needs to be designed to carry heavier vehicular loads.

AECOM estimated a planning-level cost estimate of \$48.5 million with a construction start in FY 25/26. This cost estimate would be further refined in the design phase.

## **DISCUSSION**

Staff issued a Request for Proposals for environmental, permitting, and engineering services on February 23, 2023. Two proposals were received and evaluated by an internal selection committee. Both proposals were determined to be complete and advanced to interviews and references. Following interviews and references, the selection committee chose Mark Thomas & Company, Inc. (Mark Thomas) because its proposal demonstrated extensive moveable bridge design and permitting expertise, including on projects in California with similar regulatory requirements. Mark Thomas also has a portfolio of complex public works projects, including several moveable bridges currently under development in the Sacramento area.

The scope of work in the attached Professional Services Agreement includes all remaining work needed to bring the Caulfield Bridge to shovel-ready status, including performing a detailed review of AECOM's report and evaluating and confirming the bridge type (double vs. single leaf and rolling vs. trunnion bascule), preparing and submitting permits and environmental studies, finalizing the roadway and bridge design, performing public outreach, and providing bid-ready construction documents. The scope includes the following milestones (all dates are subject to change given the complexity of the project):

- May 30, 2023: Issue Notice to Proceed
- June 26, 2023: Complete Hydrologic and Hydraulic Analysis
- October 4, 2023: Submit 65% Roadway Design
- October 12, 2023: Submit 30% Design
- January 10, 2024: Confirm Bridge Type
- March 22, 2024: Submit Final CEQA document
- April 12, 2024: Submit 65% Bridge Design
- September 11, 2024: Submit Final NEPA document
- September 25, 2024: Finalize Utility Agreement
- October 31, 2024: Submit 95% Roadway Design
- December 31, 2024: Submit 95% Bridge Design
- January 23, 2025: Finalize Utility Coordination/Relocation
- January 30, 2025: Complete Geotechnical and Materials Reports
- May 2, 2025: Permits Approved
- May 23, 2025: Submit 100% Design and Bid Documents

The scope of work includes up to ten public meetings (including community meetings, Committee/Commission meetings, and Council meetings) and two online surveys in English and Spanish. Public outreach efforts are anticipated to focus on neighborhood impacts and bridge design elements, including bicycle/pedestrian accommodations, placemaking opportunities (such

as public art, landscape design, etc.), and bridge aesthetics. Up to five bridge renderings are included in the scope to support engagement efforts.

This phase of work will be extremely complex given the technical challenges associated with designing moveable bridges and the considerable regulatory requirements associated with performing work in and near waterways, which are heightened due to the River's designation as a navigable waterway. As such, the contract is in the amount not to exceed \$5,298,685 and is expected to take approximately two years to complete.

## **PUBLIC OUTREACH**

The City Council last discussed the Caulfield Bridge and Extension Project along with all other "Crosstown Connector" projects at the Crosstown Connector Workshop on October 10, 2022, which was a publicly-noticed meeting. This item also appeared on the May 1, 2023, tentative agenda, which was a publicly-noticed meeting.

As noted above, the scope of work in the attached Professional Services Agreement includes up to ten public meetings and two online surveys in English and Spanish.

## **COUNCIL GOAL ALIGNMENT**

The Caulfield Bridge and Extension Project aligns with the following Workplan Items:

- #14: Identify funding options to complete Petaluma's planned crosstown connectors.
- #15: Identify funds and develop a plan to improve Petaluma's streets and roads.
- #18: Establish and improve paths, as useful transportation options, and make walking and biking easy, fun, and safe.
- #20: Better integrate multi-modal transportation with street designs.
- #26: Update the City's Bicycle and Pedestrian Plan and realize opportunities for crosstown connections for all modes of transportation.

## **CLIMATE ACTION/SUSTAINABILITY EFFORTS**

Completion of the Caulfield Bridge would improve connectivity and mobility for all modes of travel, thereby reducing vehicle miles traveled and vehicle idling, and the associated greenhouse gas emissions. Additionally, the consultant will evaluate and prioritize the use of sustainable materials and practices in design development. Materials that meet project needs and specifications with the lowest amount of embodied carbon will be prioritized when selecting construction materials.

## **ENVIRONMENTAL REVIEW**

The scope of work in the attached Professional Services Agreement includes the environmental review phase for the Caulfield Bridge and Extension Project. The consultant will determine, provide, and submit the appropriate environmental documents, which are anticipated to be subject to California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) approvals. Approval of the PSA is not a project pursuant to CEQA as it does not in and of itself

result in any direct or indirect environmental impacts and any future work that comes from the PSA will have its own environmental review.

### **FINANCIAL IMPACTS**

The attached Professional Services Agreement is in the amount not to exceed \$5,298,685 and is expected to be completed in FY 25/26. This will be funded through Traffic Mitigation Impact Fees and Developer Contributions. The approved budget for FY 22/23 is \$1,775,000 and the proposed budget for FY 23/24 is \$341,000. There are sufficient funds in the project's approved budget to initiate the Professional Services Agreement in FY 22/23.

### **ATTACHMENTS**

1. Resolution
2. Professional Services Agreement