



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: Public Works
Department No.: 054
For Agenda Of: March 16, 2021
Placement: Departmental
Estimated Time: 10 minutes
Continued Item: No
If Yes, date from:
Vote Required: 4/5

TO: Board of Supervisors

FROM: Department Scott D. McGolpin, Public Works Department, 805-568-3010
Director(s)
Contact Info: Chris Sneddon, Deputy Director, Transportation, 805-568-3064
Julie Hagen, Deputy Director, Finance and Administration,
805-568-3999

SUBJECT: Floradale Avenue Bridge No. 51C-0370 over Santa Ynez River; Federal Project
BRLSZD-5951(060); County Project No. 862032; Third Supervisorial District

County Counsel Concurrence

As to form: Yes

Other Concurrence: Risk Management

As to form: Yes

Auditor-Controller Concurrence

As to form: Yes

County Executive Office

As to form: Yes

Recommended Actions:

That the Board of Supervisors:

- a) Approve the plans and specifications, on file in the Public Works Department Office, for construction of Floradale Avenue Bridge No. 51C-0370 over Santa Ynez; County Project 862032; Federal Project BRLSZD-5951 (060); Third Supervisorial District; and
- b) Approve the Request for Local Advance Construction Authorization for the Construction and Construction Engineering phases of work for the above referenced project and work with the County Executive Office and the Auditor-Controller to develop a temporary cash flow advances funding process to track the payout and return of the cash advances; and
- c) Award the attached construction contract in the amount of \$14,991,931 to the lowest responsible bidder, MCM Construction, 6413 32nd Street, North Highlands, CA 95660, subject to the provision of documents and certifications, as set forth in the specifications applicable to the project, as required under California law; and
- d) Approve and authorize the Chair to execute the attached construction contract, which has been reviewed and approved by County Counsel, Auditor-Controller and Risk Manager, or their authorized representatives; and

- e) Authorize the Public Works Director, or designee to approve change orders for a contingency amount up to \$773,132, plus an additional amount of \$220,700 for supplemental work items for the construction of Floradale Avenue Bridge No. 51C-0370 over Santa Ynez River County Project 862032; Federal Project BRLSZD-5951 (060); Third Supervisorial District, for a total not to exceed authorization of \$15,985,763; and
- f) Approve a Budget Revision Request No. 0007431 from the General Fund in the amount of \$1,770,600 to provide a temporary operating transfer for construction expenses anticipated to be incurred in current fiscal year;
- g) Consider the environmental effects of the project as shown in the Final Mitigated Negative Declaration (18NGD-00000-00003) dated September 28, 2018, adopted by the County of Santa Barbara on December 4, 2018, and find that pursuant to California Environmental Quality Act Guidelines §15162, no substantial changes are proposed, and there are no substantial changes in circumstances or new information of substantial importance regarding significant impacts or feasibility of mitigation measures and alternative, and therefore approval of the Recommended Actions are within the scope of the Final Mitigated Negative Declaration (18NGD-00000-00003).

Summary Text:

This item is on the agenda to approve the Plans and Specifications, award the construction contract for Floradale Avenue Bridge No. 51C-0370 over Santa Ynez River; County Project 862032; Federal Project BRLSZD-5951 (060); Third Supervisorial District to the lowest responsible bidder, MCM Construction.

On Thursday, January 21, 2021, two (2) bids were opened for the Project. MCM Construction submitted the lowest responsible bid in the amount of \$14,991,931.00 which is 9.6% above the Engineer's Estimate. In accordance with the bid documents, the County will award the contract to the lowest responsible bidder within 65 days of the bid. The deadline to award the project is March 27, 2021. The Department analyzed the bid and determined the lowest bidder is responsible and responsive. The lowest responsible bid is 5.3% below the highest bid. The Engineer's Estimate was calculated based on recently bid Caltrans bridge replacement projects. The estimate did not accurately reflect the current competitive bid environment, in which construction bids have been higher than expected due to ongoing bridge and major infrastructure repair projects both locally and statewide, the multiple construction seasons involved, and the current and anticipated effects of COVID-19 on workforce availability. Due to the specialized nature of the project, a significant portion of the work is to be performed by sub-contractors, the contractor must coordinate with multiple utility owners to relocate existing sewer facilities from existing bridge structure to the replacement structure, and maintain an aggressive construction schedule to complete work within environmentally permitted in-river construction windows.

The Project was bid in accordance with the Public Contract Code, which requires the award to go to the lowest responsible bidder. Public Works recommends awarding this contract to MCM Construction.

The Local Advance Construction Authorization agreement is submitted for your Board's approval due to changes in the Federal Highway Bridge Program (HBP) that necessitates the use of Local Advance Construction agreements for locally owned bridge projects. Local agencies must use their own funding to cover costs until the HBP funding is obligated for reimbursement to local agency. Public Works is requesting a temporary operating transfer of \$1.8 million now from the General Fund to the Road Fund to pay for expenses incurred this fiscal year until reimbursement is obtained, which is likely, but not yet guaranteed. The department will be seeking an additional \$5 million, for a total of \$6.8 million, from General Fund through fiscal year 2022-23 for this project.

Background:

On July 14, 2020, the Board executed the Project Delivery Agreement with the State Department of Transportation (Caltrans) in order to continue funding of the preliminary engineering and right of way phases of work and to secure programming of construction funds for the Floradale Avenue Bridge No. 51C-0370 (Replacing Existing Bridge No. 51C-0006) Project. By awarding this construction contract, the County is fulfilling the requirements of the agreement to complete this project and secure funding and reimbursement for all phases of project.

The California Transportation Commission established the Proposition 1B Local Bridge Seismic Retrofit Account Guidelines for delivery of outstanding projects in the program. In January 2019, the guidelines were amended to require Project Delivery Agreements for local agencies that have not completed construction on their projects. Project Delivery Agreements require local agencies to submit reports to Caltrans on a semi-annual basis, detailing the activities and progress made toward moving projects to the construction phase. Agencies that fail to meet a milestone in an executed project delivery agreement will be ineligible to receive new obligations in the Highway Bridge Program until the conditions of the project delivery agreement are met. Additionally, agencies may be required to repay any Federal funding expended on preliminary engineering in accordance with Federal Highway Administration Order 5020.1A.

The mechanisms within the HBP to perform the work and obtain reimbursement are Local Advance Construction Authorization Agreements. This policy and practice have been established because the HBP is oversubscribed – it has more approved bridge project funding needs than it has funding each fiscal year. In order to handle the funding obligation backlog, priorities were set for reimbursement of bridge work and policies were implemented that require local agencies to carry bridge costs until funding is available to be obligated for reimbursement. In order to be prioritized at the highest level for reimbursement local agencies have to enter into Local Advance Construction Authorization Agreements to pay for the work up front, then be reimbursed when the funding becomes available and is obligated to the project. The repayment time for Floradale Avenue Bridge is currently anticipated to begin during construction and be reimbursed fully within 3 years. A similar process of authorization will be required in coming years for the Foothill Road Bridge in new Cuyama, as well as the Bonita School Road Bridge Replacement, which are both categorized as “high cost” bridges in the HBP.

The proposed project is located on Floradale Avenue, approximately 0.75 miles north of the intersection of Floradale Avenue and West Central Avenue, at the west end of the City of Lompoc (see Vicinity Map, Attachment D). Constructed in 1969, the existing bridge No. 51C-006 is structurally obsolete and requires an extensive retrofit to address deficiencies in seismic performance and scour protection. Due to the comparatively high cost to retrofit the existing bridge and provide for the extensive environmental mitigation, Public Works determined a complete bridge replacement would be the most appropriate strategy. This structure is vital to traffic circulation west of the City of Lompoc, Vandenberg Air Force Base and the Federal Penitentiary.

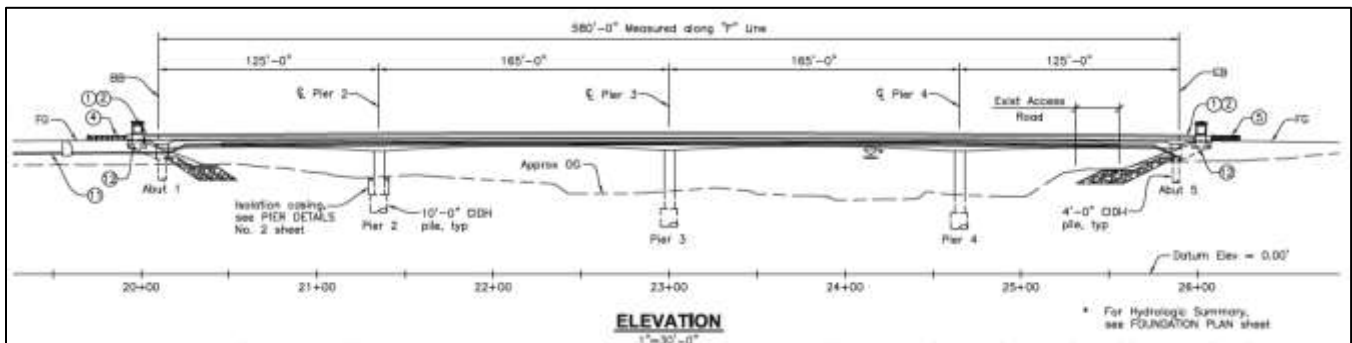
The proposed replacement bridge structure would accommodate one 12-foot travel lane and an 8-foot shoulder in each direction of travel. Including the proposed bridge barrier rails, the proposed overall bridge deck width is 43 feet, 6 inches.

Construction is projected to start in the spring of 2021 and finish in the fall of 2023. Pre-construction activities to clear vegetation and install bird exclusionary netting have been completed or are in

progress. A post-construction environmental mitigation project will be separately developed, bid, awarded, and constructed after the bridge replacement project is completed.

The bridge will have aesthetic design features that will enhance roadway users experience and complement the surrounding environment. They include stained tubular bicycle railing, stained and stamped faux cobble stone and dry stacked rock aesthetic treatment on interior and exterior sections of the bridge rail, and pilasters at the four corners of the bridge that are available for future aesthetic applications.

Prior to and during construction, the Department will implement a public outreach program on the bridge construction schedule and traffic control impacts to inform the public about the project. Proposed replacement bridge structure is being built on a parallel alignment, to allow for the existing bridge to be in service until new bridge structure and approach roads are completed and open to traffic. During construction, one lane of traffic in each direction will be maintained during peak traffic periods of Monday through Friday from 6 AM through 9 AM and 4 PM through 6 PM, as well as Saturdays and Sundays. During the remaining off-peak traffic periods, the Contractor is permitted to utilize traffic control for one lane of alternating traffic control.



Proposed Floradale Avenue Br. No. 51C-370 over the Santa Ynez River, elevation view from Structure General Plans

Fiscal and Facilities Impacts:

Budgeted: Partially Budgeted **Fiscal Analysis:**

Funding Sources	Current FY Cost:	Future Fiscal Year Costs	Total Estimated Contract Cost
Federal (Highway Bridge Program)	\$ 1,770,600.00	\$ 12,381,596.00	\$ 14,152,196.00
Local Match - Prop 1B Seismic		\$ 611,351.00	\$ 611,351.00
Local Match	\$ 229,400.00	\$ 992,816.00	\$ 1,222,216.00
Total	\$ 2,000,000.00	\$ 13,985,763.00	\$ 15,985,763.00

Narrative:

The HBP would fund 88.53% of project construction costs; Proposition 1B Seismic funds would provide for approximately 4.22% (up to a maximum of \$611,351) matching funds; Local Agency funds would provide for the remaining 7.25% matching funds. Due to limited Federal Highway Bridge Program Funds at the time of construction authorization, the County requested the use of Local Agency Advanced Construction Funds (County temporary funding) to be utilized for cash flow until Federal HBP Funds are obligated for construction. Since we are able to request reimbursement as we incur

costs, we anticipate a maximum of \$6,800,000 needed in county temporary funding at any one time. The current year local match costs will be covered with District 3 RMRA Funds. The remaining local match (\$993,000) has been requested as a budget expansion request through the FY 21/22 budget process. This is a new infrastructure project (seismic bridge). If our Expansion Request related to this project is not approved, we would utilize future RMRA funding allocated to District 3. This would be a reduction of approximately 10 lane miles of future planned pavement preservation work scheduled in that district.

Funds for construction of this project are budgeted in Department 054, Fund 0017, Organizational Unit 0600, Program 2820, and Account 7510.

Temporary Funding from the General Fund:

The project is requiring upfront cash flow to fund construction costs until reimbursement from HBP funds are received. While the cost of the project is estimated to reach \$16 million, timing of actual cost reimbursements and local County match combined with county temporary funding of \$6.8 million is projected to cover the cash flow needed for construction costs. The department is requesting that the General Fund provide the local advance cash flow funding up to \$6.8 million through fiscal year 2022-23. Attachment F budget revision reflects the immediate need of \$1,770,600 for the current fiscal year. Typically, short term cash flow funding would be reflected as a temporary interfund loan and would not have a budgetary impact. However, since the program funds have not been officially awarded yet, a revenue estimate cannot be established from program funds to pay for the appropriation of construction costs. Therefore, the General Fund will temporarily need to fund the construction costs through an operating transfer, which will result in a budgetary impact to the General Fund.

If the Board approves the project, the County Executive Office has identified use of residual fund balance from the prior fiscal year as the source for \$1,770,600 needed immediately. If the department is unable to identify alternative cash flow funding in the Road Fund in next fiscal year, the County Executive Office will need to evaluate appropriate sources available for an additional amount of \$5 million, for a total of \$6.8 million, from the General Fund for future years. It is important to note that should the Road Fund not be obligated the HBP funding, the General Fund would not be repaid.

The Public Works Department has worked with the Auditor-Controller to develop a proposed process of tracking and repayment to the General Fund once reimbursements are received and the County Executive Office would require a status update of those repayments in the Quarterly Budget Reports to the Board until the General Fund has been fully repaid.

Special Instructions:

Please forward the following to Gail Ocheltree, Public Works, Transportation, 123 E. Anapamu Street, extension 83094:

- A certified, stamped Minute Order approving these Board recommended actions
- One original executed contract to be filed with the Clerk of the Board and one duplicate original signature page to return to Public Works
- *Original*, fully executed Special Provisions signature sheet for Project 862032 (keep a copy for your files)
- *Original*, fully executed Title Sheet (full-size) for Project 862032 (keep a copy for your files)
- *Original*, fully executed Request for Advanced Construction Funds, keep a copy for your files)

Attachments:

- Attachment A: Contract for the Construction of Floradale Ave Bridge No. 51C-0370 over Santa Ynez River, Approximately 0.75 Mi North of Central Avenue, West of the City of Lompoc, in the 3rd Supervisorial District (1 original, 2 duplicate signature sheets)
- Attachment B: Original Signed Special Provisions Signature Sheet
- Attachment C: Original Signed Title Sheet (full-size)
- Attachment D: Vicinity Map
- Attachment E: Request for Local Advance Construction Authorization
- Attachment F: Budget Revision Request

Authored by:

Chris Sneddon, Deputy Director, Public Works Transportation Division, (805) 568-3064