

CITY OF NAPA CITY COUNCIL
AGENDA REPORT

ADMIN CALENDAR
AGENDA ITEM 14.B.
Date: October 15, 2013

To: Honorable Mayor and Members of City Council
From: Jacques R. LaRochelle, Public Works Director
Prepared by: Julie Lucido, Senior Civil Engineer
Subject: Agreement for Downtown Two-way Street Conversion Project-Phase 1

ISSUE STATEMENT:

Adopt a resolution to approve an Agreement with St. Francis Electric for the Downtown Two-Way Street Conversion Project – Phase 1 and authorize the Public Works Director to execute the Agreement, exercise a contract option item for \$40,000, execute amendments to the agreement up to \$75,000 to accommodate change orders if needed, and approve a budget appropriation increasing the project budget to \$1,500,000.

DISCUSSION:

In May 2012, the City Council formally adopted the Downtown Napa Specific Plan, which documents recommended improvements and planning strategies to enhance the downtown and oxbow areas. In addition to addressing land uses, zoning, and aesthetic design guidelines, the plan recommends traffic circulation modifications including the conversion of First Street, Second Street, Third Street and Fourth Street from one-way streets to two-way configurations.

The full list of improvements documented in the Downtown Napa Specific Plan will take multiple years to complete; however, the first phase of work, which will convert the traffic flow on First Street and Second Street (from Main Street to Jefferson Street) to two-way operations, is scheduled to be complete by Spring 2014. As part of this project, the one-way direction of Franklin Street between First Street and Clay Street will be reversed from northbound to southbound as shown in the Downtown Specific Plan. The downtown business community has identified this first two-way street conversion project as a critical project for downtown circulation and access. Phase 2, which is not part of this contract, will complete the two-way conversion for Third Street and Fourth Street and will be undertaken after Phase 1 is completed.

The Downtown Property and Business Improvement District (PBID) was formed in 2005 and renewed in 2010. The PBID Management Plan for 2010-2015 identifies \$200,000 per year as a contribution for the two-way street conversion project for a total of \$1,000,000. Allocations of \$500,000 for each of the two phases will be made by PBID. However, the original project budget for Phase 1 was set up with an allocation from

PBID for \$400,000. The project budget for Phase 1 needs to be increased to \$500,000 to recognize the actual PBID contribution for Phase 1. City staff will present project updates at the PBID quarterly meetings.

The City issued a Request for Qualifications (RFQ) on May 10, 2013, to select a design-build team to partner with the City to accomplish the traffic operation conversion on First and Second Streets by Spring 2014. The design-build team will be responsible for the traffic signal system modifications at six intersections, installing one midblock pedestrian crossing signal on First Street, and constructing street and sidewalk improvements from Main Street to Dwight Murray Plaza along First Street to create an eastbound left turning pocket at the intersection of First Street and Main Street. The design-build team will also be responsible for public outreach and coordination with the downtown businesses to minimize construction impacts.

City operations crews will complete striping, traffic sign relocations, removal of traffic signal systems at three intersections, removing several brick crosswalks, and constructing a southbound left turn pocket at the intersection of First Street and Jefferson Street. A collaborative relationship between the design-build team and the City will be essential for the delivery of this project and was emphasized in the RFQ criteria. The RFQ described the specific work to be included in the design-build contract and documented that the majority of the contract work will be traffic signal system modification and construction.

Team qualification submittals were due on May 30, 2013, and two teams responded:

SUBMITTAL #1

G.D. Nielson Construction Inc., General/Civil Contractor (Napa)
Chaudhary & Associates, Project Engineer (Napa)
Y&C Transportation Consultants, Traffic Signal Engineer (Sacramento)
DC Electric, Traffic Signal Subcontractor (Cotati)
R&R Maher, Concrete Subcontractor (Vallejo)

SUBMITTAL #2

St. Francis Electric, General/Traffic Signal Contractor (San Leandro)
Ghilotti Bros, Inc., Civil Subcontractor (San Rafael)
Ruetters & Schuler Civil Engineers, Project Engineer (Bakersfield)

Members from Public Works engineering, construction, and operations divisions formed a review and selection panel. The selection panel determined that the St. Francis Electric team was best suited for this particular project due to the fact that over seventy-five percent of the construction is traffic signal modifications and the qualification statement for the traffic signal construction specialists on the St. Francis team were superior to the electrical subcontractor's qualification package included on the G.D. Nielson team. St. Francis demonstrated the qualifications and capabilities to accomplish the work through many examples of successful large and small-scale traffic signal projects. The Contractors State License Board issued their contracting license in 1977. DC Electric, the subcontractor included in the Nielson team, did not have the same level of experience documented for similar scale and type of projects. Per the

documentation on the Contractors State License Board website, the contracting license for DC Electric was issued in 2010.

A cost proposal for the design and construction contract work was submitted by the St. Francis team on July 10, 2013. The proposed costs were reviewed by the Public Works team and compared with costs for recent and similar projects performed by City operations crews and contracts procured through the design-bid-build process. Contract negotiations continued for over a month and several additional proposals were submitted. Ultimately the team was able to reduce costs to levels consistent with similar projects completed in the City. In the event that the team was not able to bring costs down to a fair and reasonable contract price, City staff was prepared to terminate negotiations and reissue the RFQ.

The project objective has been to include the minimum improvements necessary to change the streets to two-way traffic. For example, instead of replacing all the signal system components entirely at the project intersections, existing equipment such as controller cabinets and signal poles will be protected in place and reused. A plan that would have removed three additional signals systems instead of modifying the systems was evaluated. The cost to remove traffic signal systems is much less than adding new poles, signal heads, and electrical wiring to each of the systems to accommodate the two-way traffic. However, after completing current pedestrian counts for the downtown area, it was determined that the traffic signals should remain to create adequate spacing for the pedestrians in downtown to cross First Street and Second Street.

Also during the planning of the project, it was determined that some improvements are required for traffic operations, maintenance, reliability, and safety for the traffic signal systems. These improvements have increased the budget for the project.

Specifically, all new electrical conduit, pullboxes, and wiring are required at four of the intersections. The existing electrical conduit is too small and brittle to pull new wiring through and the old wiring is degraded and unreliable in its current state. Also, a new conduit run with wiring between the intersections to connect all of the signals within the project limit will be installed. This will allow for coordinated traffic signal operations between intersections and will enhance traffic operations.

The existing signal poles and luminaires at the intersection of Coombs Street and Second Street are also proposed to be completely replaced as a contract option item. This existing lighting and intersection configuration are substandard, and it will be cost effective to replace all components at this time while modification to the intersection is necessary. Additionally, all existing signal heads with eight-inch lenses will be replaced with new standard heads with twelve-inch lenses and additional near side traffic signal heads will be added at all intersections. Both of these signal head changes are being made to increase safety. New pedestrian signal heads and push buttons will replace the existing components with the new standard countdown style signals.

Where the street and sidewalk construction is necessary to widen First Street west of Main Street to add a northbound left turn pocket, the project will replace the sidewalk with an architecturally enhanced sidewalk design that includes the brick banding to

match the sidewalks in front of the Andaz Hotel and be consistent with the design criteria adopted as part of the Downtown Specific Plan.

There are several other major public projects that are being coordinated at this time that are closely related to the Downtown Two-way Street Conversion Project – Phase 1. These are:

Downtown Two-way Street Conversion Project – Phase 2: The phase 2 project will convert Third Street and Fourth Street to two-way traffic in the downtown area. The project will be primarily sidewalk and street construction. Preliminary planning for the project has been completed. More detailed design efforts for the project will be undertaken after this Phase 1 Project.

First Street Downtown Streetscape: An additional project presented at the September 17, 2013, meeting for the Successor Agency to the Napa Community Redevelopment Agency under consideration will complete the replacement of all the brick sidewalks along First Street from Franklin to Main Street. The project will also remove the brick bench structures, replace trees, and construct curb ramps. The sidewalk construction would be more cost effective and have less impact to the public if it is completed prior to changing First Street to two-way traffic to reduce the need for traffic control and detours. The two-way street conversion contract under consideration states that the contractor is required to coordinate work and schedule with others.

First and Second Street Roundabout Project: On September 3, 2013, the Council directed staff to pursue changing the direction of First Street and Second Street from Jefferson Street to California Boulevard. This work will be included as part of the roundabout project and will require modifying the traffic signal systems at the intersections of First Street and Jefferson Street and Second Street and Jefferson Street again. The construction is scheduled to begin in summer 2016.

There are also several private development projects that will require coordination. The proposed Archer Hotel to be located on First Street between Coombs Street and Randolph Street being the largest.

FINANCIAL IMPACTS:

The Project (ST13PW02) was approved in the FY2012-13 Mid-Cycle with funding in the total amount of \$900,000 with \$500,000 committed from the General Fund and \$400,000 from PBID. The Project is now estimated to cost \$1,500,000.

PBID submitted a check to the City for the Phase 1 project in the amount of \$500,000 the week of September 2, 2013. The current Phase 1 project budget for the PBID contribution was set at \$400,000 and the project budget should be increased by \$100,000 to be consistent with the actual PBID allocation. An additional \$500,000 will be allocated by PBID for the Phase 2 Project.

Additional appropriations of \$500,000 from the General Fund are required to continue this project. The FY 2013-14 budget included one-time general fund revenues of \$2,000,000 (ERAF payments received from the County), and one-time general fund

expenditures of \$1,300,000, resulting in an anticipated increase to one-time reserves of \$700,000. This action will increase nonrecurring expenditures by \$500,000, (to \$1,800,000), and reduce the one-time reserve contribution estimated for FY 2013-14 to \$200,000.

A preliminary estimate for the Phase 2 Project is \$500,000. At this time, the financial commitment from PBID is expected to cover the Phase 2 Project costs. A future agenda item will be presented to City Council once additional efforts commence on the design and planning of Phase 2 and a more detailed cost estimate is established.

SOURCES:

\$ 900,000	Existing Appropriations in JL ST13PW02 (\$400,000 from PBID and \$500,000 from General Fund)
\$ 100,000	Additional Revenue/Appropriations received from PBID (30101-33703-ST13PW02OA-33703)
\$ 500,000	Additional Appropriations – Nonrecurring general fund revenue (ERAF receipts) (49940-62300; 30101-61101-ST13PW02GF-61101 and 30101-57601-ST13PW02GF-53201)
\$1,500,000	TOTAL

USES:

\$ 986,478	Downtown Two-way Street Conversion Phase 1 Design-Build Contract
\$ 40,000	Contract option item to replace entire Coombs and Second Street signal system
\$ 150,000	City supplied materials and performed construction
\$ 70,000	Approximate project costs to date (including planning, preliminary design, survey, traffic counts, etc.)
\$ 85,000	Project management, inspection, and design review
\$ 168,522	Project contingency (up to \$75,000 for design-build contract change orders and remaining portion for any required additional materials or labor to complete project – contingency is approximately 11% of overall project cost)
\$1,500,000	TOTAL

CEQA:

City staff recommends that the City Council determine that the potential environmental effects of the Recommended Action described in this Agenda Report were adequately examined by the Final Environmental Impact Report (FEIR) for the Downtown Specific Plan as certified on May 1, 2012, under Resolution R2012 54 pursuant to CEQA Guidelines Sections 15063 and 15162.

DOCUMENTS ATTACHED:

1. Attachment 1: Resolution approving Agreement and authorizing a budget appropriation
2. Attachment 2: Agreement with St. Francis Electric

NOTIFICATION:

Downtown Property and Business Improvement District (PBID)

RECOMMENDED ACTION:

Staff recommends that the City Council move, second and approve each of the actions set forth below, in the form of the following motion. Move to:

Adopt a resolution approving an agreement with St. Francis Electric for the Downtown Two-Way Street Conversion Project – Phase 1 and authorizing a budget appropriation.