



### Staff Reports

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**File #:** 008-2025, **Version:** 1

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**To:** Honorable Mayor and Members of City Council

**From:** Joy Eldredge, Utilities Director

**Prepared By:** Chris Jones, Senior Civil Engineer

**TITLE:**

Emergency Declaration for 36-inch Asbestos Cement Transmission Main Replacement

**RECOMMENDED ACTION:**

Adopt a resolution (1) determining there is a need to continue the emergency action to execute and implement contracts for the construction to replace up to 11,000 linear feet of 36-inch asbestos cement transmission main; (2) approving a transfer in the amount of \$11,000,000 from water CIP reserve fund balance account 531-35102 to CIP project account 53160139-63WT25UTER as documented in Council budget amendment No. 115; and (3) determining that the actions authorized by this resolution are exempt from CEQA

**DISCUSSION:**

The City of Napa water system provides potable water to 86,906 persons throughout City of Napa and unincorporated Napa County. On the western side of the city, potable water is transported from the Barwick Jamieson Treatment Plant through a 36-inch asbestos-cement (AC) transmission main to the City of Napa service area. The 36-inch AC transmission main was installed in 1968 and is only 56 years old. Typically, an AC main would have a 100-year service life.

The main is critical to the City's ability to convey water throughout the City, without the 36-inch transmission main, the City relies on the 24-inch steel transmission main on the east side of the City and smaller local distribution mains. Any further disruptions at the same time as a 36-inch AC transmission main break can cause major impacts and restrict the ability to provide water for large portions of the City.

Since 2020, the City has had nine main breaks on the 36-inch AC transmission main. Four of these breaks have occurred in the last six months. Previously the majority of main breaks were on the south side of Napa in open fields near the Napa Sanitation District. More recently the breaks have been occurring under pavement on Laurel Street and Old Sonoma Road. Historically there have been only two breaks under pavement in the 56-year lifetime of the pipeline. One of which was due to the 2014 earthquake. The types of breaks have also changed. Most of the breaks in the past were due to failures at the rubber gaskets on the collars that hold two pieces of pipe together. Two of the more recent failures had holes in the pipe wall rather than at the gasket. These main breaks are a concern because they damage the surrounding pavement, may take several days to months to repair depending on location, and release large volumes of water that may severely damage public and/or private property.

City Staff has determined that due to the increased frequency of breaks and more damaging leaks that the 36-inch AC transmission main needs to be replaced by 36-inch steel pipe. The extent of this pipe replacement is up to 11,000 linear feet of main located on the following streets:

- Linda Vista Avenue
- Robinson Lane
- Browns Valley Road
- Laurel Street
- Foothill Boulevard

Additional distribution system improvements may be required such as installing pressure regulating stations or replacing up to 1,000 linear feet of 12" or smaller mains that will be critical to continue service while sections of the 36" transmission main are out of service. These improvements are needed to allow the City to replace multiple sections of the 36" transmission main concurrently to return the transmission main back to service as efficiently as possible.

The City has current projects to pave Laurel Street and Browns Valley Road. The Laurel Street paving has been postponed until 2025 with temporary paving in place until final paving can be installed. The Browns Valley Road project is expected to start with concrete sidewalks in January 2025 and asphalt paving later in 2025. Due to these projects the main replacement is being prioritized on Laurel Street and Browns Valley Road. By prioritizing these streets, the City will realize cost savings by avoiding repairing leaks that cause greater damage when the road surface is sealed under new pavement or installing a new main in new pavement and then needing to repave after the repair or installation has been completed.

#### Emergency Determination:

On January 16, 2025, for the reasons summarized in this report, the City Manager determined that the 36-inch AC main replacement requires immediate action to resolve an emergency and authorized the Utilities Director to execute emergency contracts. (See Attachment 2.)

#### FINANCIAL IMPACTS:

A water fund CIP budget account 53160139-63WT25UTER is to be established for this project.

Funds in the amount of \$18,478,149 are available in the CIP Reserve Fund Balance account 531-35102. Upon approval, a transfer in the amount of \$11,000,000 will be made to account 53160139-63WT25UTER as documented in Council Budget Amendment No. 115.

#### CEQA:

City staff recommends that the City Council determine that the Recommended Action is exempt from CEQA pursuant to : CEQA Guidelines Section 15269 (Statutory exemption for emergency repairs, in accordance with California Public Resources Code Section 21080(b)(2)); CEQA Guidelines Section 15301 (Categorical exemption Class 1 Existing Facilities), which exempts repair, maintenance, or minor alteration of existing facilities involving negligible or no expansion of use; and CEQA Guidelines Section 15302 (Categorical Exemption Class 2 Replacement or Reconstruction), which exempts replacement or reconstruction of existing facilities on the same site and with the same purpose.

#### DOCUMENTS ATTACHED:

**File #:** 008-2025, **Version:** 1

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ATCH 1 - Resolution

EX A - Council Budget Amendment No. 115

ATCH 2 - Emergency Declaration for 36-inch Asbestos Cement Transmission Main Replacement

**NOTIFICATION:**

None

**RESOLUTION R2025-005**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF NAPA, STATE OF CALIFORNIA, (1) DETERMINING THERE IS A NEED TO CONTINUE THE EMERGENCY ACTION TO EXECUTE AND IMPLEMENT CONTRACTS FOR THE CONSTRUCTION TO REPLACE UP TO 11,000 LINEAR FEET OF THE 36-INCH ASBESTOS CEMENT TRANSMISSION MAIN; (2) APPROVING A TRANSFER IN THE AMOUNT OF \$11,000,000 FROM WATER CIP RESERVE FUND BALANCE ACCOUNT 531-35102 TO CIP PROJECT ACCOUNT 53160139-63WT25UTER AS DOCUMENTED IN COUNCIL BUDGET AMENDMENT NO. 115; AND (3) DETERMINING THAT THE ACTIONS AUTHORIZED BY THIS RESOLUTION ARE EXEMPT FROM CEQA**

WHEREAS, the City's primary feed of potable water from the Barwick Jamieson Water Treatment Plant to the City of Napa service area is a 36-inch asbestos-cement (AC) pipe installed in 1967; and

WHEREAS, the main is critical to the City's ability to convey water throughout the City; and

WHEREAS, any further disruptions at the same time as a 36-inch AC transmission main break can cause major impacts and restrict the ability to provide water to large portions of the City; and

WHEREAS, the City has had nine main breaks on the 36-inch AC main since 2020. Four of these breaks have occurred in paved residential areas over the last six months. Two of the recent failures were due to holes in the pipe wall rather than at the joint; and

WHEREAS, 36-inch main breaks have the potential to damage surrounding pavement, may take several days to months to repair, and abruptly release large volumes of water that may severely damage public and/or private property; and

WHEREAS, due to the increased frequency of breaks and more damaging leaks, the 36-inch AC transmission main needs to be replaced by 36-inch steel pipe on an emergency basis; and

WHEREAS, on January 16, 2025, based on a recommendation from the Utilities Director, the City Manager made a written determination that the potential future risk of further damage to the public and/or private property due to the 36-inch AC main breaks, poses a clear and imminent danger requiring immediate action for the replacement of the 36-inch AC transmission main to prevent or mitigate further loss or damage; and

WHEREAS, existing budget in the amount of \$18,478,149 is available in Water Capital Improvement Program (CIP) Reserve Fund Balance Account 531-35102 for capital improvements to the water system; and

WHEREAS, Staff has estimated project costs of \$11,000,000 to replace up to 11,000 feet of 36-inch AC transmission main; and

WHEREAS, the City Council has considered all information related to this matter, as presented at the public meetings of the City Council identified herein, including any supporting reports by City Staff, and any information provided during public meetings.

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Napa, as follows:

1. The City Council hereby finds that the facts set forth in the recitals to this Resolution are true and correct and establish the factual basis for the City Council's adoption of this Resolution.

2. The City Council hereby determines that the actions authorized by this Resolution are exempt from CEQA pursuant to: CEQA Guidelines Section 15269 (Statutory exemption for emergency repairs, in accordance with California Public Resources Code Section 21080(b)(2)); CEQA Guidelines Section 15301 (Categorical exemption Class 1 Existing Facilities), which exempts repair, maintenance, or minor alteration of existing facilities involving negligible or no expansion of use; and CEQA Guidelines Section 15302 (Categorical Exemption Class 2 Replacement or Reconstruction), which exempts replacement or reconstruction of existing facilities on the same site and with the same purpose.

3. The City Council hereby determines there is a need to continue the emergency action described in this resolution including the action to execute and implement contracts for the construction to replace up to 11,000 feet of 36-inch AC transmission main, as initially authorized by the City Manager on January 16, 2025.

4. The City Council hereby approves a transfer in the amount of \$11,000,000 from Water CIP Reserve Fund Balance Account 531-35102 to CIP Project account 53160139-63WT25UTER.

5. This Resolution shall take effect immediately upon its adoption.

I HEREBY CERTIFY that the foregoing Resolution was duly adopted by the City Council of the City of Napa at a public meeting of said City Council held on the 21st day of January 2025, by the following vote:

AYES: DeNatale, Luros, Sedgley

NOES: None

ABSENT: Narvaez, Painter

ABSTAIN: None

ATTEST:   
Tiffany Carranza  
City Clerk

Approved as to form:

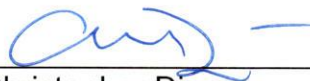
  
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Christopher Diaz  
Interim City Attorney

Exhibit A – Council Budget Amendment No. 115

## EXHIBIT A

## Council Budget Amendment

Journal # 115

The City Council hereby approves the budget adjustments for each City fund's revenue and expenditure budget set forth in this Council Budget Amendment for Fiscal Year 2023. For both the Revenue Budget and Expenditure Budget columns, budget increases are shown with positive numbers and budget decreases with negative numbers.

<b>Fund</b>	<b>Fund Name</b>	<b>Revenue Budget Increase / (Decrease)</b>	<b>Expenditure Budget Increase / (Decrease)</b>
100	General	-	-
101	General Non-Recurring	-	-
110	General ARPA	-	-
201	Gas Tax	-	-
202	RMRA	-	-
204	Red Light Camera	-	-
205	Measure T Road Maint	-	-
207	Golf Course	-	-
208	Enhanced Infra Financing Distr	-	-
210	DIF Big Ranch	-	-
211	DIF Fire/Paramedic	-	-
212	DIF Affordable Housing	-	-
213	DIF Las Flores Rec Center	-	-
214	DIF Linda Vista	-	-
215	DIF Lone Oak Drainage	-	-
216	DIF N Jefferson Parks	-	-
217	DIF N Jefferson Traffic	-	-
218	DIF Orchard Parks	-	-
219	DIF Orchard Traffic	-	-
220	DIF Park Acq & Dev	-	-
221	DIF Parking	-	-
222	DIF Redwood Rd	-	-
223	DIF Street Improvement	-	-
224	DIF Underground Utility	-	-
225	Fair Share Contrib/Mitigat	-	-
230	Public Art	-	-
232	Property Development Tax	-	-
234	Public Infrastructure In Lieu	-	-
236	Parking	-	-
238	Alston Park Trust	-	-
240	Youth Services Diversion Prog	-	-
242	Fire Education Programs	-	-
255	Measure F 1% TOT Aff Hsg	-	-
260	CDBG	-	-
270	HOME Program	-	-
275	CalHome Program	-	-
285	Perm Local Housing Allocation	-	-
290	Damage Reimbursement	-	-

<b>Fund</b>	<b>Fund Name</b>	<b>Revenue Budget Increase / (Decrease)</b>	<b>Expenditure Budget Increase / (Decrease)</b>
300	City Capital Projects	-	-
401	AD Altavina Maint Dist	-	-
402	AD Chaudhary Estates	-	-
403	AD Dry Creek Village	-	-
404	AD Fox Ridge	-	-
405	AD Glencar Estates	-	-
406	AD Hill View Park	-	-
407	AD Hyde Park I	-	-
408	AD Lake Park	-	-
409	AD Linda Vista	-	-
410	AD Mills	-	-
411	AD Napa Valley Corp Park	-	-
412	AD Oak Ridge	-	-
413	AD Orchard Estates	-	-
414	AD Oxford Garden	-	-
415	AD Rancho Las Flores	-	-
416	AD River Park Maintenance	-	-
417	AD Silverado Creek	-	-
418	AD Sunrise Meadows	-	-
419	AD Tierra Grove	-	-
420	AD Trancas	-	-
421	AD Vineyard Vista	-	-
422	AD Walnut Grove	-	-
423	AD Woodside	-	-
424	Storm Drain Fees	-	-
430	Tourism Improvement District	-	-
432	Business Dist Downtown	-	-
434	Business Dist Oxbow	-	-
436	Prop & Business Impr District	-	-
510	Materials Diversion-Operating	-	-
511	Materials Diversion-CIP	-	-
519	Materials Diversion-NR	-	-
530	Water Utility-Operating	-	-
531	Water Utility-CIP	-	11,000,000.00
539	Water Utility-NR	-	-
610	Fleet	-	-
611	Fleet Fire Apparatus	-	-
630	Information Technology	-	-
640	General Liability	-	-
641	Workers Compensation	-	-
642	Unemployment	-	-
650	Postemployment Benefits	-	-
660	Equipment Replacement	-	-
701	Gasser CFD	-	-
841	Laurel Manor	-	-
842	Seminary Street	-	-
843	Section 8	-	-

Fund	Fund Name	Revenue Budget Increase / (Decrease)	Expenditure Budget Increase / (Decrease)
844	20% Low/Mod Income	-	-
846	Local Housing	-	-
847	Continuum of Care Program	-	-
848	Housing 5% RDA Supplemental	-	-
<b>Total</b>		-	<b>11,000,000.00</b>

**Interfund Transfers:**

The above Council Budget Amendment includes the following Interfund Transfers:

Fund	Fund Name	Transfer In / Revenue	Transfer Out / Expenditure

**CIP Projects:**

The above Council Budget Amendment includes the following CIP Project Budget Changes:

Project	Project Name	Revenue Budget Increase / (Decrease)	Expenditure Budget Increase / (Decrease)
63WT25UTER	36-in Water Transmission Main Replacement		11,000,000.00

I hereby certify that the forgoing Council Budget Amendment was duly approved by the City Council of the City of Napa at a public meeting held on January 21, 2025

City Clerk Signature 

Date of Council Approval 1/21/2025



## MEMO

**TO:** Steve Potter, City Manager  
**CC:** Christopher Diaz, Interim City Attorney  
**FROM:** Joy Eldredge, Utilities Director  
**DATE:** 1/16/2025  
**SUBJECT:** Emergency Declaration for 36-inch Asbestos Cement Transmission Main Replacement

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### Background

The City of Napa water system provides potable water to 86,906 persons throughout City of Napa and unincorporated Napa County. On the western side of the city, potable water is transported from the Barwick Jamieson Treatment Plant through a 36-inch asbestos-cement (AC) transmission main to the City of Napa service area. The 36-inch AC transmission main was installed in 1968 and is only 56 years old. Typically, an AC main would have a 100-year service life.

The main is critical to the City's ability to convey water throughout the City, without the 36-inch transmission main, the City relies on the 24-inch steel transmission main on the east side of the City and smaller local distribution mains. Any further disruptions at the same time as a 36-inch AC transmission main break can cause major impacts and restrict the ability to provide water for large portions of the City.

In the last couple years, the City has had nine main breaks on the 36-inch AC transmission main. Four of these breaks have occurred in the last six months. Previously the majority of main breaks were on the south side of Napa in open fields near the Napa Sanitation District. More recently the breaks have been occurring under pavement on Laurel Street and Old Sonoma Road. Historically there have been only two breaks under pavement in the 56-year lifetime of the pipeline. One of which was due to the 2014 earthquake. The types of breaks have also changed. Historically most of the breaks were due to failures at the rubber gaskets on the collars that hold two pieces of pipe together. Two of the more recent failures had holes in the pipe wall rather than at the gasket. These main breaks are a concern because they damage the surrounding pavement, may take several days to months to repair depending on location, and release large volumes of water that may severely damage public and/or private property. The increased frequency and severity of the breaks lead staff to believe that the pipe is in need of

immediate replacement. Indeed, staff anticipates that breaks will happen more frequently and with increased severity. These breaks compromise the city's ability to provide reliable water service to residents and may pose a threat to residential and commercial properties. Thus, the replacement of the pipes is necessary to avoid disruption to vital public functions and to mitigate potential damage to property. Moreover, the piping may be impacted by long lead times, so the city must be able to flexibly and quickly enter into contract to procure the pipe while being able to quickly remediate the condition of the current pipe.

City Staff has determined that due to the increased frequency of breaks and more damaging leaks that the 36-inch AC transmission main needs to be replaced by 36-inch steel pipe. The initial phase of pipe replacement is 5,500 to 11,000 linear feet of main located on the following streets:

- Linda Vista Avenue
- Robinson Lane
- Browns Valley Road
- Laurel Street
- Foothill Boulevard

Additional distribution system improvements may be required such as installing pressure regulating stations or replacing up to 1,000 linear feet of 12" or smaller mains that will be critical to continue service while sections of the 36" transmission main are out of service. These improvements would be needed to allow the City to replace multiple sections of the 36" transmission main concurrently to return the transmission main back to service as efficiently as possible.

The City has current projects to pave Laurel Street and Browns Valley Road. As a result, the City must quickly move to replace the pipe before any paving work is performed. The Laurel Street paving has been postponed until 2025 with temporary paving in place until final paving can be installed. The Browns Valley Road project has started constructing concrete sidewalks in January 2025 and will follow with asphalt paving later in 2025. Due to these projects the main replacement will be prioritized on Laurel Street and Browns Valley Road. By prioritizing these streets, the City will realize cost savings by avoiding repairing leaks that cause greater damage when the road surface is sealed under new pavement or installing a new main in new pavement and then needing to repave after the repair or installation has been completed.

### Recommended Action

Per NMC Section 2.91.040, I am recommending the City Manager make the determination that the 36-inch AC transmission main along the streets mentioned above is an "emergency" resulting in the need to expedite its replacement. NMC Section 2.91.020 defines an "emergency" as a sudden, unexpected occurrence that poses a clear and imminent danger, requiring immediate action to prevent or mitigate the loss or impairment of life, health, property, or essential public services. The recent 36-inch leaks and need to replace the transmission main in the largely residential area was a sudden, unexpected occurrence.

The 36-inch AC transmission main remains in service as its needed to convey water throughout the western portion of the City. While it remains in service there is potential for additional leaks before the main is replaced. The emergency declaration will help fast track the procurement process to replace the main sooner to reduce the risk of a leak while the main

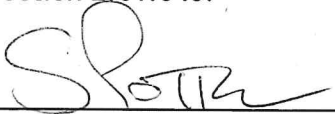
remains in service. The determination of the emergency condition will allow immediate action to commence contracting for the replacement of the public infrastructure to prevent damage or loss of property, protect essential public services, and protect public safety.

The proposed work plan under the emergency declaration will balance the need to commence construction to replace the transmission main starting in Spring 2025 with a modified bidding process to obtain competitive pricing. The City intends to prequalify contractors that have experience installing 36-inch steel pipe. The City will select from a qualified contractor from the prequalified list using a design-build or design-bid-build procurement process depending on which process provides value and efficiency to the City in order to meet the project deadlines of starting construction in early Spring 2025 and finishing construction by October 2025.

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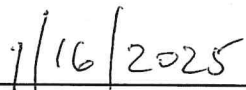
Declaration:

The City Manager hereby determines that there is substantial evidence documented in this memo from the Utilities Director (dated January 16, 2025) to support the conclusions that: (1) there is an "emergency" based on unexpected frequent failures of the 36-inch AC transmission main; (2) there is a need to take the immediate action for the repair work described in this memo to resolve the emergency, and (3) the emergency will not permit a delay resulting from compliance with the standard public bidding process. Therefore, the City Manager hereby authorizes the Utilities Director to execute the emergency contracts that are directly related to resolving the emergency, including the replacement of the 36-inch AC transmission main from West Pueblo Avenue to Old Sonoma Road in accordance with NMC Section 2.61.040.



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Steve Potter, City Manager



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Date