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City Manager's Report

April 11, 2023, City Council Meeting

Prepared by: Rebecca Neves, City Engineer

Item #: 12.3

Subject: Receive and file status update and approve additional environmental services for the Clay Street Bridge Replacement Project (CIP #406171).

Recommendation:

Adopt a Resolution:

1. Receive and File status update for the Clay Street Realignment and Bridge Replacement project (CIP #40617); and
2. Ratifying Task Order No. 1 in the amount of \$25,000 to Dewberry Engineers, Inc. for peer review of the Environmental Impact Report (EIR) for the said project; and
3. Approving Amendment #5 in a not to exceed amount of \$603,126.77 to the consulting services agreement with Dewberry Engineers, Inc. and authorizing Notice to Proceed #5 in the amount of \$100,000 for initial tasks related to the Environmental Impact Report for the said project; and
4. Authorizing the City Manager to execute the same; and
5. Approving a budget appropriation in the amount of \$125,000 from the Traffic Impact Mitigation (TIM) Fund for the said project.

Purpose: As requested by City Council, staff is providing a status update on the project, along with various approvals related to necessary additional services to attain environmental compliance for the said project.

Strategic Plan Strategy: Infrastructure – Update and Maintain City Owned Infrastructure.

Background: The Clay Street Bridge Replacement and Realignment project has been considered by the City for nearly 60 years and first memorialized and adopted into planning documents dating back to 1974 in the Master Street Plan and Improvement Program (adopted by City Council in January of 1975). The project, originally identified “Project No. 9 – Clay Street” in the Master Street Plan, identified Clay Street as a collector and acknowledged need to provide better north to south connecting roads to the north residential area by realigning Clay Street, bifurcating the Ivy Lot parking lot, widening Clay Street to 40 feet, and construction of a new 2-lane bridge over the creek that ultimately intersects at Main Street and Cedar Ravine. Since that time, City documents consistently recommend and advocate this much needed project to improve connectivity, emergency access, and safety to all bridge users. In September of 2006, the City received approval for the project to be included into the Highway Bridge Program (HBP) for replacement based on the Bridge Inspection Report (BIR), which notes the structural integrity and functionality of the bridge.

Discussion: The HBP's role on this project serves as safety design guidance and federal funding source for the bridge replacement and said program primarily funds the environmental, design, right of way, and construction phases of the project. This is funding that is project specific and justified

through the merit and need of replacement and cannot be used on any other project. As a requirement of the federal funding source, the project is required to comply with the National Environmental Policy Act (NEPA) in addition to the California Environmental Quality Act (CEQA) process. Caltrans serves as the NEPA delegated oversight of the HBP funds, while the City retains CEQA oversight as the lead agency/owner of the project. Both processes of environmental clearance require assessment of impacts related to traffic, cultural resources, parking, biological impacts, toxic and urban decay impacts, aesthetic impacts, growth inducing impacts, and verifying a lack of inconsistency with area plans and policies.

Bridge Service Life and Condition

Though the exact age of the Clay Street Bridge and its first date in service is not firmly known, City documents provide an estimated age between 95 to 97 years old. Bridges are designed for a useful service life of 50 years. For a bridge to attain 75 years of age is cautiously commendable, but a structure approaching 100 years old is considered a bridge failure waiting to happen. For this reason, the Highway Bridge Program implements a policy to automatically recommend replacement for all structures 75 years or older. The biannual Bridge Inspection Reports note the bridge as functionally obsolete due to its substandard width and impeded functional use. However, the BIRs have steadily reported a decline in the scoring (sufficiency rating) which focuses on the structural integrity of the bridge and foundation. The most recent report provided a rating of 52 out of potential 100 points. The report cites concerns regarding scour (undermining of the substandard bridge foundation), illustration of spalling and localized failure of the soffit and connecting culvert and deteriorating abnormal connection to the Cedar Ravine Culvert, which is part of the bridge's structural system. Most notable from the report are the beginning stages of deck failure as demonstrated by the significant sidewalk settlement, cracks, and deflection present at Abutment 1 (southernmost abutment) which has steadily increased over the last several years. It is important to note that the bridge is an earthen filled concrete arch style bridge, which are no longer used in modern day bridge design for various risks and safety concerns, including the entrapment of rainwater that causes deterioration and failure of the concrete walls via freeze/thaw cycles and rust of the reinforcing steel and failure of the earthen fill material. This further confirms material settlement of structural components that are causing active deck failure that can be visually seen at the existing sidewalk.

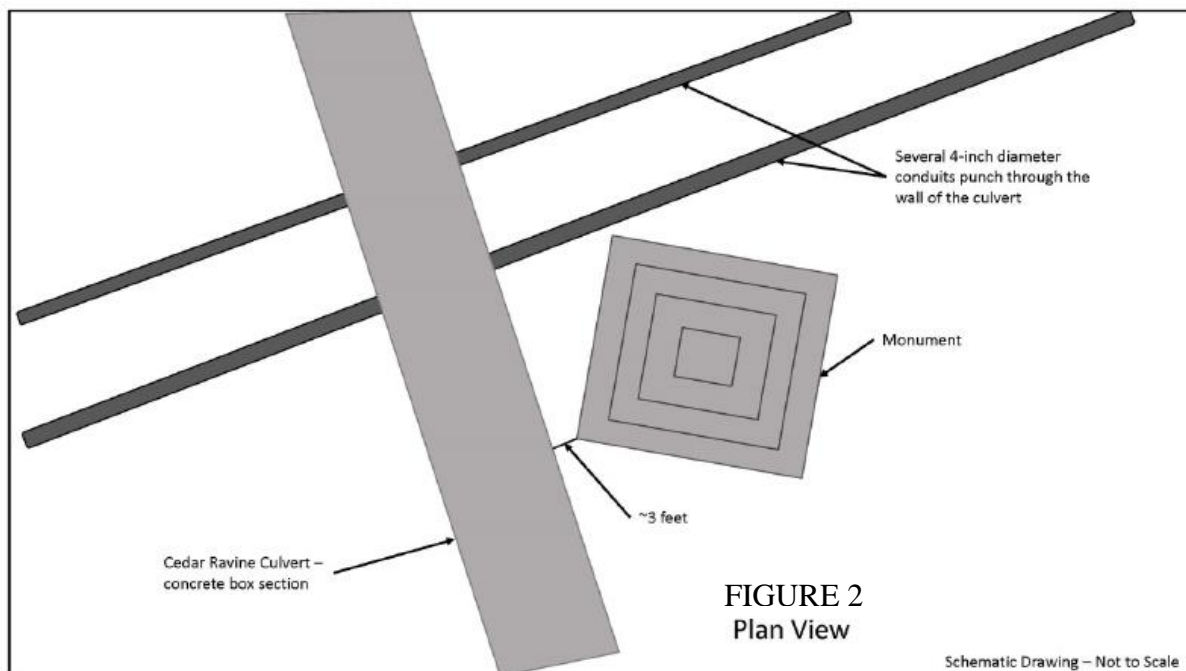
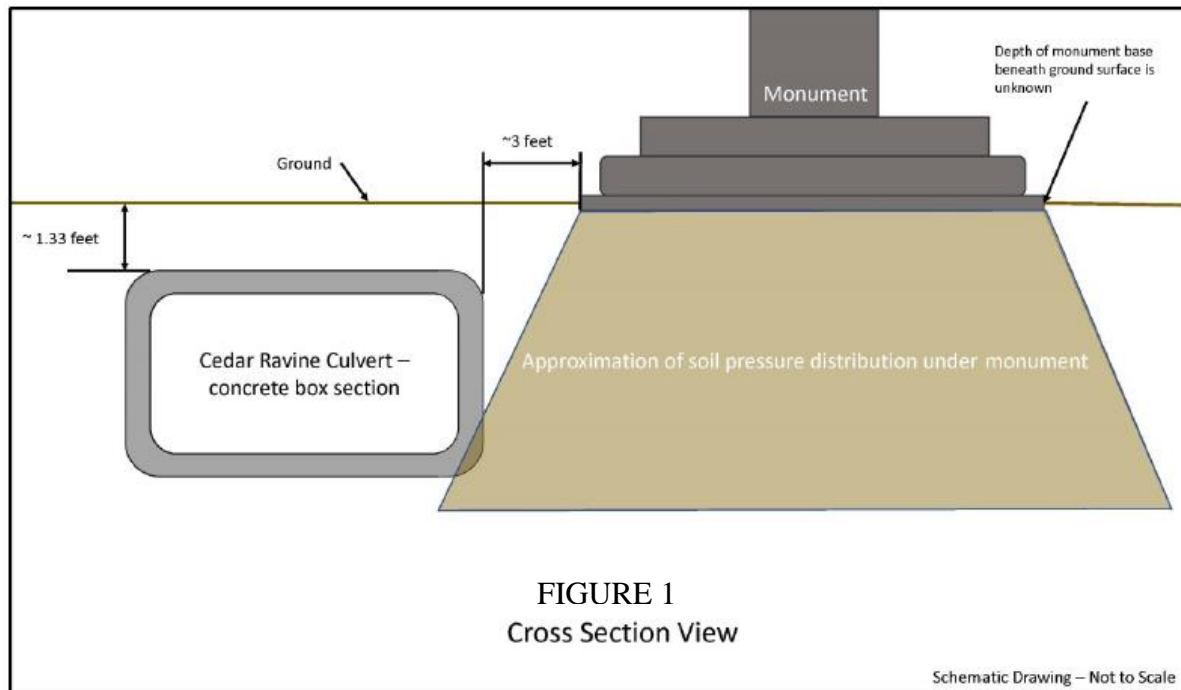
However, the bridge is not the only structure in the project vicinity that raises deep concerns for public safety. The Cedar Ravine culvert, which spans from Pacific Street to the Clay Street Bridge is showing significant structural decline. The most alarming part of its deterioration is its proximity to the Druid Monument. The Druid Monument is sacred to the community and the United Ancient Order of Druids (UAOD); the Monument's protection and preservation is also a focal point of the project. Due to its proximity to the Cedar Ravine Creek culvert, should the culvert fail, the Monument will tip and fall into the void left by the failed culvert. Figures 1 and 2 below illustrate the culvert's proximity to the Druid Monument insofar as the pressure the Monument puts on the culvert itself. The culvert has already experienced localized failure and has been repaired over time in various locations, with the most recent failure being in October of 2018 during the Pacific Street Pavement Rehabilitation project. It was the intention of the City to address this issue in concert with the Clay Street Bridge Replacement project by utilizing economies of scale of the mobilized contractor. Over the past year, the project team (City staff, Caltrans staff, and the consultant team) have coordinated extensively with the UAOD, where the UAOD has requested that the Monument be relocated within the project limits to protect it from the culvert. The project team and the UAOD have worked together and prepared the framework for the relocation process, which has been included in the project's Cultural Resources Management Plan (CRMP), which is a part of the

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environmental review process. It's this effort that was the focus of the work completed on the project in 2022, along with preparation of the Section 4(f) document that further documents and recommends protection and mitigation of all potential historic and cultural resources within the project vicinity.

CEQA and NEPA Environmental Processes

Though similar in approach, these two processes do have some distinct differences and consideration, which are illustrated by the need of preparing 2 separate environmental documents.



In 2013, the City began the current CEQA document in the form of an Environmental Impact

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Report (EIR). The draft EIR was circulated for 45-day public review and comment period on March 2, 2018 and closed on April 18, 2018. Comments were received and a comment response matrix is being developed.

Since that time and while completing the technical studies portion of the NEPA process, the team decided to take a more insistent approach to protecting cultural resources in Placerville by making the hypothetical assumption that, for the purposes of this project, Main Street is historically eligible as a historic district on either the state or national registers. It is noted that a district doesn't currently exist and in order for eligibility and registration to truly be established, there is yet another extensive process that must be completed and met for both through the [National Register Bulletin](#) and [California Register of Historical Resources](#) as determined by 4 criteria, which is beyond the scope of the bridge replacement project.

It is important to note that this is a public safety project that includes a potential bridge replacement, not a concentrated effort to create a Historic District. The City operated a [Historical Advisory Committee](#) (HAC) that recommended a prior version of a Draft Downtown Placerville Historic District (adopted by the HAC on June 16, 2012) as a local historic district (not on National or California Registers). However, due to lack of participation, the HAC was suspended in 2015, and due to staff workload and lack of funding, the effort to pursue the district registration was never completed. Thus, making the hypothetical assumption of eligibility for the nonexistent historic district was the most conservative approach the City could legally take to assess the impacts of the project to the downtown area. Simply put, the Clay Street Bridge project documents assume the HAC had completed the task of creating a local historic district and are evaluating what the impacts would be to that hypothetical nonexistent district. It is this intensive and extensive effort that has been the focus of the project for some time now. Because this is a different approach to the historic resources evaluation than what was presented in the Draft EIR released in March of 2018 and the time lapse since the 2018 circulation, the EIR will be revised and recirculated for consistency to the assumption of district eligibility. Recirculation of the EIR has been delayed due to workload surges and resource shortages by both the City and Caltrans teams and recirculation is anticipated fall of 2023.

Next Steps

In October of 2022, following extensive coordination with the UAOD regarding relocation of the Druid Monument, the City team reached out to both its CEQA consultant, Michael Baker, Inc. (MBI), and its NEPA consultant, Dewberry Engineers, Inc., to coordinate the changes within the cultural section in the EIR to be consistent with the updated studies related to Section 106 consultations and 4(f) concurrence. On October 5, 2022, a task order in the amount of \$25,000 was issued to Dewberry Engineers, Inc. to assist MBI with a peer review of the EIR, specifically pertaining to a thorough review of cultural resource information within the document. Unfortunately, what was discovered was that the EIR needed significant updates to be in alignment with the revised cultural findings. To initiate these revisions to the EIR, staff reached out to MBI and was informed that the one individual staff member within MBI who had been working on the project had retired with no notice to the City and no internal coordination or exchange of information internally within MBI to any other staff in preparation to pass on the project. This put the City team in the extremely difficult position of needing to educate its consultant on nearly a decade of project institutional knowledge to a new person on MBI's team when that should've been addressed by MBI internally. Recognizing that consultants are hired to help carry workload, not add to it, and understanding the immense burden this would've been for staff to continue the contract with MBI (which had expired on December 31, 2022), City staff requested a scope and fee from

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Dewberry Engineers, Inc. to complete the EIR in place of MBI. The scope of work increases contained within Amendment #5 include:

- Project Management and Coordination with Caltrans
- Updated Hydraulics and Hydrology Report of Hangtown Creek based on recent storm data.
- Develop a Preferred Alternative to incorporate the Creekside park
- Cultural Resource Documentation for the Finding of Effect, Programmatic Agreement, and updating the Cultural Resources Management Plan
- Initial Site Assessment Addendum
- Updating the Section 4(f) document to include 7 identified resources
- Environmental Impact Report Revisions and Recirculations
- Natural Environmental Study
- Biological Assessment Study

Each item is described in more detail in the attached Amendment 5 request and it is with the direction and recommendations of the Caltrans Environmental staff that City staff agrees this scope of work is necessary to achieve both NEPA and CEQA compliance.

The received Amendment #5 request necessitated a scope change request to be submitted to the Highway Bridge Program for approval with Dewberry Engineers, Inc. now assuming delivery responsibility of the EIR in addition to the aforementioned tasks. Staff anticipates the scope change and additional will be approved by HBP in the upcoming months. Should this amendment be approved by the City Council, along with the requested budget appropriation from the TIM fund to advance local match on the federal funds, the effort to update the EIR will commence immediately and the project will be able to stay on schedule for recirculation of the document this coming fall. A project delivery schedule provided as part of the annual update to the Highway Bridge Program is included as an attachment to this report.

It is further noted that Dewberry Engineers, Inc. is also the same consultant that recently and successfully delivered NEPA and CEQA clearance for the Placerville Drive Bridge Replacement Project, which was approved in January of this year. They have been engaged on the project since 2016 and remained in close coordination with the City and Caltrans teams throughout the complex cultural documentation phase of the environmental clearance process.

Options: Options for City Council's consideration include:

1. Proceed with the project as recommended by City staff.
2. Provide direction to staff to develop or refine the scope of the project and return for approval at a later date.
3. Delay or defer the project

Environmental: This project is subject to both CEQA and NEPA compliance, both of which are in process through the current development of their respective documents.

Cost: The cost of the proposed Amendment #5 and Task Order No. 1 with Dewberry Engineers, Inc. is \$628,126.77. Notice to Proceed #5 for work associated within Amendment #5 will be in a not to exceed amount of \$100,000.

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Budget Impact: At its meeting held on June 26, 2007, the City Council appropriated \$800,000 for the Clay Street Realignment and Bridge Replacement Project. The City Council approved a \$193,133 budget liquidation of de-obligated CMAQ funds that were previously budgeted for the project, and an additional \$488,068 budget appropriation at its meeting held on June 14, 2016. On May 8, 2018, the City Council approved \$480,989 in additional budget appropriations for a total project budget of \$1,575,924. Staff recommends the City Council approve an additional budget appropriation in the amount of \$125,000 from the Traffic Impact Mitigation Fund to serve as the required local match for the federal funding source and as a measure to maintain the current momentum of the environmental process for a total project budget of \$1,700,924 as shown below:

Funding Source	Revised Project Revenue Budget	Proposed Project Revenue Budget	Increase/ (Decrease)
Highway Bridge Program (HBP)	\$ 886,627	\$ 886,627	\$ -
Congestion Mitigation and Air Quality (CMAQ)	223,480	223,480	-
Regional Surface Transportation Program (RSTP)	400,000	400,000	-
Traffic Impact Mitigation (TIM) Fund	65,817	190,817	125,000
Total	\$ 1,575,924	\$ 1,700,924	\$ 125,000

It is important to note the HBP funds are project specific and cannot be used on any other project or roadway in the City. Furthermore, if the said funds are not used on this project, the funds would be deprogrammed out of El Dorado County and potentially used in another region of the state (i.e.

Quincy Engineering (Additional Work)	36,274	Los Angeles or the Bay Area).
PMC/Michael Baker International, Inc. (Original Agreement)	172,218	
PMC/Michael Baker International, Inc. (Amendment No. 1)	-	To date, the project has encumbered the following costs:
PMC/Michael Baker International, Inc. (Amendment No. 2)	-	
PMC/Michael Baker International, Inc. (Amendment No. 3)	9,850	
PMC/Michael Baker International, Inc. (Amendment No. 4)	26,310	
PMC/Michael Baker International, Inc. (Amendment No. 5)	-	
PMC/Michael Baker International, Inc. (Amendment No. 6)	21,972	
Dewberry Drake Haglan (Notice to Proceed No. 1)	59,000	
Dewberry Drake Haglan (Notice to Proceed No. 2)	355,320	
Dewberry Drake Haglan (Amendment No. 1)	14,618	
Dewberry Drake Haglan (Amendment No. 3)	196,519	
Dewberry Drake Haglan (Amendment No. 4)	65,708	
Dewberry Drake Haglan (Notice to Proceed No. 5)	100,000	
Dewberry Drake Haglan (Task Order No. 1)	25,000	
Susanna Aaltonen	2,880	
B & B Locating	4,000	
Calfee Consulting	487	
John Driscoll (Legal Services)	3,182	
El Dorado County Recorder-Clerk	2,094	
Meyers Nave	5,360	
Rebecca Neves (Reimbursement)	336	
Mountain Democrat	460	
Omni Means	7,145	
Pierre Rivas (Reimbursement)	34	
Remy Thomas Moose & Man	26,483	
Engineering Staff	224,436	
Total	\$ 1,661,586	

As you can see, the \$1,661,586 in total encumbrances, including the proposed Task Order No. 1 and Notice to Proceed #5 in the total amount of \$125,000 with Dewberry, is within the proposed project budget of \$1,700,924. When HBP approves the recent scope change request, staff will return to City Council with additional funding appropriations and issuance of a subsequent Notice to Proceed for the remaining scope of work related to Amendment #5 and the delivery of the EIR.



M. Cleve Morris, City Manager



Rebecca Neves, City Engineer

Attachments:

Attachment A: Resolution

Attachment B: Project Exhibit

Attachment C: Dewberry Amendment #5 Request

Attachment D: Project Delivery Schedule submitted to HBP February 2023.