

**City Council Report**

915 I Street, 1<sup>st</sup> Floor

[www.CityofSacramento.org](http://www.CityofSacramento.org)

**Meeting Date:** 4/8/2014

**Report Type:** Staff/Discussion

**Report ID:** 2014-00258

**Title: U.S. 50 (W-X Freeway) Rehabilitation Project (T15145700): Establish Capital Improvement Project, Approve Cooperative Agreement, and Appropriate Funds**

**Location:** Citywide

**Recommendation:** Pass a Resolution 1) establishing a new Capital Improvement Project for the W-X Freeway Rehabilitation Project (T15145700); 2) approving the Cooperative Agreement between the City of Sacramento and the State of California Department of Transportation; and 3) appropriating \$1,550,000 to the W-X Freeway Rehabilitation Project (T15145700).

**Contact:** Hector Barron, City Traffic Engineer, (916) 808-2669, Department of Public Works

**Presenter:** Hector Barron, City Traffic Engineer, (916) 808-2669, Department of Public Works

**Department:** Public Works Department

**Division:** Transportation Division

**Dept ID:** 15001911

**Attachments:**

- 1-Description/Analysis
- 2-Background
- 3-Attachment 2 Map
- 4-Attachment 3 Map
- 5-Cooperative Agreement
- 6-Resolution
- 7-Exhibit A
- 8-Exhibit B

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**City Attorney Review**

Approved as to Form  
Gerald Hicks  
4/2/2014 4:44:37 PM

**Approvals/Acknowledgements**

Department Director or Designee: Jerry Way - 3/28/2014 9:44:14 AM

## Description/Analysis

**Issue:** Within the City of Sacramento, U.S. 50 extends from the West City limit through the southern portion of the Central City to the eastern area of the City. It provides vehicular mobility within the area and provides access to the Central City. Within the Central City, a section of U.S. 50 consists of a 2,550 foot long dual bridge structure known as the W-X Freeway Viaduct. Generally the W-X Freeway Viaduct runs from the 16<sup>th</sup> Street ramps east to the Highway 50/80/99 Interchange. The W-X Freeway Viaduct has been identified as structurally deficient and the number of transverse and longitudinal cracks has increased over the past few years.

The State of California, Department of Transportation (Caltrans) plans to repair and resurface the viaduct. The W-X Freeway Rehabilitation Project entails resurfacing the existing bridge structures with a 4 inch micro-deck, widening the existing bridges to provide 10 foot shoulders and seismically retrofitting the bridge structures.

Caltrans has awarded a construction contract for the rehabilitation work. The contractor is expecting to begin the bridge closure portion of the project on April 22, 2014 and to complete the bridge closure portion of the project by June 25, 2014.

The work will be accomplished in two 30-day stages. During the respective stages, several off/on-ramps and some freeway to freeway connections will be closed. These closures are expected to create impacts to the local street circulation system and impact travel region wide.

Caltrans has developed a traffic management plan aimed at addressing traffic control and impacts during construction. The City Departments of Public Works, Police and Fire are coordinating with Caltrans and will be assisting in managing traffic on City streets through various traffic management activities including traffic monitoring, flagging, signing and striping modifications, and retiming of traffic signals. The City also proposes to supplement Caltrans public outreach efforts to help ensure residents, commuters and visitors to Sacramento are aware of the project and plan accordingly.

**Policy Considerations:** The project is consistent with the City's Strategic Plan for improving and expanding public safety, achieving sustainability and livability, and expanding economic development throughout the City.

**Economic Impacts:** None

**Environmental Considerations:** Caltrans and the Federal Highway Administration (FHWA) complied with the applicable requirements of the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA) for the U.S. 50 Rehabilitation Project. Caltrans was the lead agency for the review under CEQA and FHWA was the lead agency for review under NEPA. The environmental documentation was approved by Caltrans and FHWA in August, 2012. The project does not require

discretionary entitlements from the City. Therefore, no further environmental documentation is necessary.

**Commission/Committee Action:** None

**Rationale for Recommendation:** In order to minimize construction detour related traffic impacts from the Caltrans project on local streets, the City will need to regularly coordinate with Caltrans, implement traffic management measures during construction and assist with public outreach. The staff time and related efforts are currently estimated at \$1,550,000. Approval of a cooperative agreement will allow Caltrans to reimburse the City for the cost of these activities.

**Financial Considerations:** The estimated costs associated with City required traffic management and public outreach for the W-X Freeway Rehabilitation Project is expected to be in the range of \$1,550,000. The W-X Freeway Rehabilitation Project (T15145700) will be funded by appropriating \$1,550,000 (Fund 3702). The cooperative agreement is necessary in order for Caltrans to reimburse the City for work required on this project.

**Local Business Enterprise (LBE):** None, since no goods or services are being purchased with this action.

## **Background**

### **Existing W-X Freeway Viaduct**

Within the southern portion of the Central City, a section of U.S. 50 consists of the W-X Freeway Viaduct, a 2,550 foot long dual bridge structure constructed in 1968. Generally located between the 16<sup>th</sup> Street ramps on the west and the 50/80/99 Interchange on the east, the W-X Viaduct carries ten lanes of traffic and has access points primarily via the U.S. 50/80/99 Interchange to the east and the Interstate 5/50/80/99 Interchange to the west. It also has on-ramps at 11<sup>th</sup> and 16<sup>th</sup> streets. In addition, U.S. 50 in this area has an Average Annual Daily Traffic count of approximately 200,000 vehicles.

Caltrans bridge inspection reports have identified the W-X Freeway Viaduct as structurally deficient. In addition, core samples from the bridge deck show that transverse and longitudinal cracks have significantly increased over the last seven years and the joints and seals are deteriorating. High traffic volumes and reduced shoulders make repair and rehabilitation work difficult and challenging.

### **W-X Freeway Viaduct Rehabilitation**

Caltrans is preparing to address the bridge maintenance concerns and improve safety. The rehabilitation project proposes to place a 4 inch micro-deck on each of the existing bridge decks. The bridges will also be widened to obtain 10 foot shoulders to aid in any future repair efforts. The joints and seals will be repaired and the bridge lighting will be upgraded. Finally the support columns of the bridge will be seismically retrofitted.

Two construction stages are necessary due to the required work, magnitude of traffic, and local community events. It is expected that each of the two stages will last thirty days in each direction of U.S. 50 with no construction during the Memorial Day weekend (The Sacramento Music Festival and Jubilee). During the respective construction stages, from April 22, 2014 to June 25, 2014, several off/on-ramps and some freeway to freeway connections will be closed. More specifically, access to Highway 99 southbound and northbound Business 80 will be restricted from U.S. 50 during the construction period. Also, the overall freeway capacity will be reduced from ten lanes to seven lanes. Freeway to freeway traffic will be diverted to the east via Hornet Drive as a detour in lieu of the closed freeway to freeway connections; however, the City acknowledges that drivers will divert away from the project in a variety of traffic patterns.

### **Construction Traffic Management**

Construction related traffic diversion during the two construction stages (see attached location maps) will be region-wide. The project will cause delay and may inconvenience businesses and residents.

A summary of Caltrans freeway traffic management strategy considers the following:

- Restricts traffic impacts due to construction to one construction season.
- Maintains five travel lanes in one direction and two in the opposite direction at all times.

- Truck traffic is redirected away from the W-X Freeway Viaduct far in advance of the project area.
- Construction is allowed 24 hours a day.
- No ramp and traffic restrictions during The Sacramento Music Festival and Jubilee on Memorial Day Weekend.
- Contractor incentive clauses aimed at shortening the overall project schedule.
- Significant public outreach before and during construction.
- Formation of a multi-agency team that coordinates activities during construction.

## **Local Impacts**

City staff (Departments of Public Works, Fire, and Police) evaluated the project and traffic management plan. In summary, the project will significantly impact the local street circulation system due to the closure of the on/off-ramps as well as the connecting freeway ramps during each construction phase. It is expected that motorists will try to avoid the impacted portions of U.S. 50 and the adjoining freeways, thereby increasing traffic volumes and delays on City streets. City staff will be taking an active role prior to and during construction in order to minimize impacts.

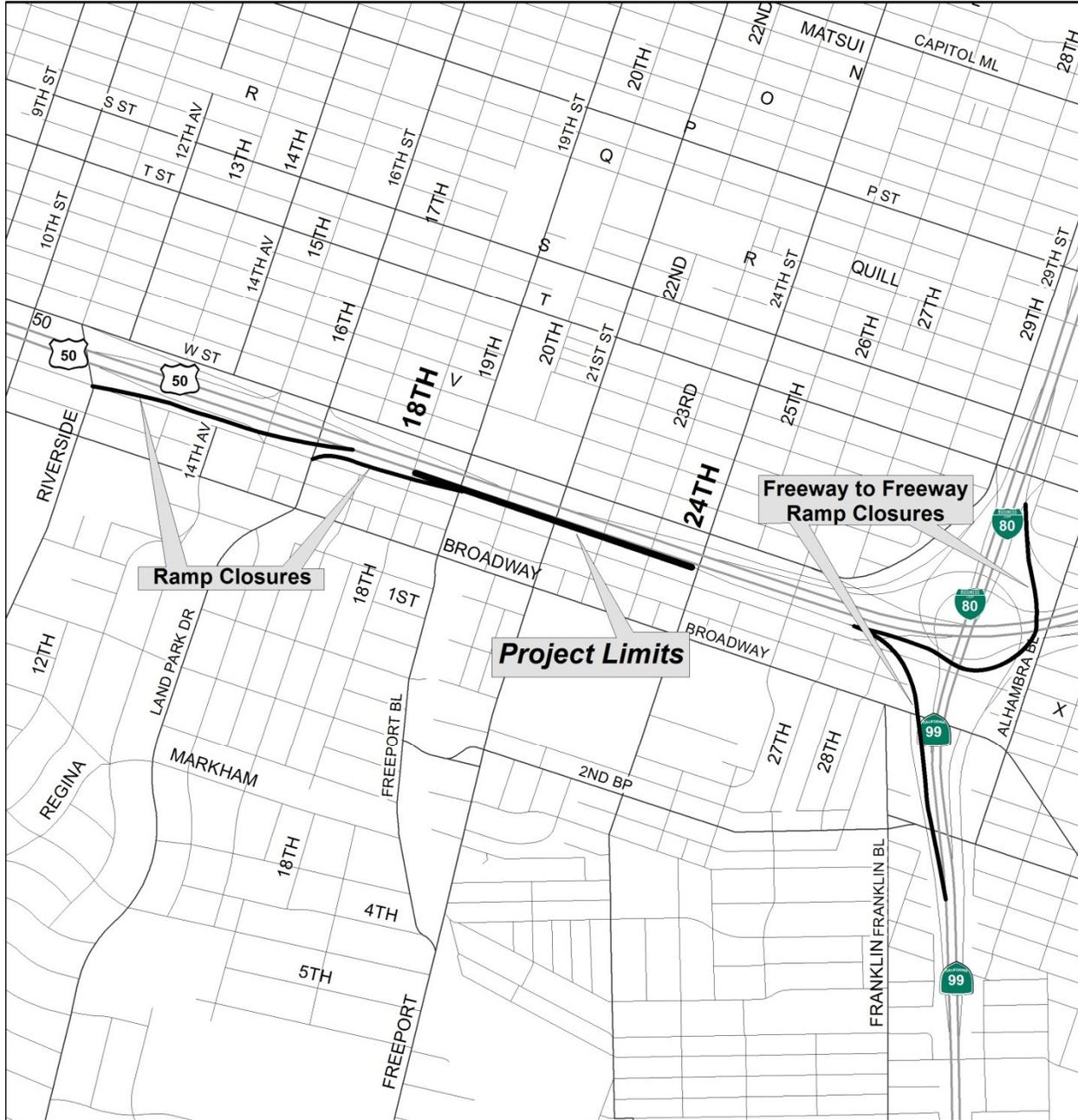
The following are some tasks that may be required to best address the potential traffic impacts to local streets:

- Close coordination with Caltrans staff before and during construction.
- Public outreach before and during construction.
- Maintenance and monitoring of key corridors and intersections.
- Flaggers at key intersections.
- Changeable message boards at key intersections.
- Traffic signal re-timing of intersections and corridors.
- Detour signs on local streets.
- Coordination with other construction projects and special events.
- Coordination with emergency response team to minimize delays.

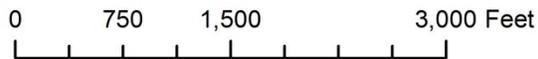
Additionally, although there will be short term impacts to local roadways, the Caltrans project will be constructed in a short duration in order to benefit the City by improving safety and addressing maintenance issues on infrastructure that serves the City and the region.

# LOCATION MAP FOR W-X FREEWAY REHABILITATION PROJECT (STAGE 1)

ATTACHMENT 2



Map Contact: Hamid Khalessi  
Date: March, 2014

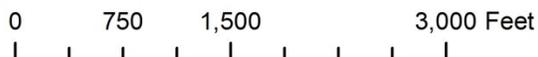


ATTACHMENT 3

LOCATION MAP FOR  
W-X FREEWAY REHABILITATION PROJECT  
(STAGE 2)



Map Contact: Hamid Khalessi  
Date: March, 2014



**COOPERATIVE AGREEMENT**

THIS AGREEMENT, ENTERED INTO EFFECTIVE on \_\_\_\_\_,  
is between the State of California, acting by and through its Department of Transportation, herein  
referred to as “CALTRANS,” and the

CITY OF SACRAMENTO, a body politic and a municipal  
corporation of the State of California, referred to herein as  
“CITY”.

**RECITALS**

1. CALTRANS and CITY collectively referred to herein as “PARTNERS,” pursuant to Streets and Highways Code section 114, are authorized to enter into this Cooperative Agreement for improvements affecting State Highway System (SHS) within the CITY’s jurisdiction.
2. CALTRANS will fund and construct improvements to United States 50 (US50) in Downtown Sacramento (Camellia Viaduct), referred to herein as “PROJECT”.
3. CALTRANS desires that CITY develop and implement a Summary of Traffic Management Tasks and a Public Relation effort for CITY’s local roads, collectively referred to herein as “PLAN”, as detailed on Exhibit B, attached to and made a part of this Agreement.
4. CALTRANS will contribute up to the amount of \$1,550,000 toward PLAN costs, using State Highway Operations Protection Program (SHOPP) funds, as detailed on Exhibit A, attached to and made a part of this Agreement.
5. PARTNERS intend to define herein the terms and conditions under which PLAN will be accomplished.

**SECTION I**

**CITY AGREES:**

1. To develop and perform all PLAN work, as detailed on Exhibit B. Said PLAN shall be approved by CALTRANS prior to commencement of any work.
2. To submit an initial invoice in the amount of \$15,500 to CALTRANS within thirty (30) days upon execution of this Agreement. Said initial billing represents one percent (1%) of CALTRANS total estimated cost of PLAN, as detailed on Exhibit A.
3. To thereafter submit invoices to CALTRANS on a monthly basis in arrears, signed invoices for PLAN costs, in triplicate, along with a detailed statement of expenditures. Invoices will meet format and content requirements specified by CALTRANS. Each invoice shall be submitted to CALTRANS' Project Manager for approval and forwarding to the appropriate Accounting office for payment. The total amount approved for payment to CITY shall not exceed the amount of \$1,550,000.
4. CALTRANS Project Manager shall approve all invoices. Approval shall not be unreasonably delayed or denied.
5. To pay all PLAN costs in excess of CALTRANS' contribution (\$1,550,000).
6. Within ninety (90) days of PLAN's completion and all work incidental thereto, to furnish CALTRANS with a detailed statement of the actual cost of PLAN to be borne by CALTRANS. Thereafter, CITY shall bill CALTRANS for any additional amount (up to a total amount of \$1,550,000) required to complete CALTRANS' financial obligation assumed pursuant to this Agreement.
7. To accept responsibility for implementing all necessary changes in traffic control on CITY's local roads as a result of PLAN.
8. To provide a designated representative, at no cost to CALTRANS, whom all communications between PARTNERS shall be channeled. Said representative, or delegate, shall be made available to CALTRANS through completion of PLAN.
9. To retain or cause to be retained for audit by CALTRANS or other government auditors for a period of four (4) years from the date of final payment under the PLAN contract, or four (4) years from CALTRANS payment of the final voucher, whichever is longer, all records and accounts relating to PLAN. CITY shall retain said records and accounts longer for such periods as are required in writing by CALTRANS.
10. If CITY terminates PLAN prior to PLAN's completion, CALTRANS shall require CITY to return all previously received unused CALTRANS funds.

**SECTION II**

**CALTRANS AGREES:**

1. To pay up to the amount of \$1,550,000, using SHOPP funds, toward PLAN costs, as detailed on Exhibit A. In no event shall CALTRANS' total financial obligation for PLAN costs exceed said amount unless authorized by CALTRANS in an amendment to this Agreement.
2. To deposit with CITY within thirty (30) days of receipt of initial billing (which billing will be forwarded thirty (30) days upon execution of this Agreement) the sum of \$15,500. Said amount represents one percent (1%) of CALTRANS' total estimated financial obligation for PLAN costs, as detailed on Exhibit A.
3. To, thereafter, pay CITY's approved monthly invoices within thirty (30) days of receipt. Said invoices shall represent current PLAN costs. In no event shall bills paid by CALTRANS for such costs exceed the amount of \$1,550,000.
4. To provide a CALTRANS representative, at no cost to CITY, to perform independent quality assurance (IQA) activities of all work on PLAN done by CITY, to provide prompt reviews and to accept or reject, as appropriate, CITY's submittals, and to cooperate in timely processing of PLAN.

**SECTION III**

**IT IS MUTUALLY AGREED:**

1. All obligations of CALTRANS under the terms of this Agreement are subject to the appropriation of resources by the Legislature, State Budget Act authority, and the allocation of any funds by the California Transportation Commission (CTC).
2. PARTNERS to this Agreement understand and agree that CALTRANS' IQA is defined as providing CALTRANS policy and procedural guidance through to completion of PLAN administered by CITY. This guidance includes prompt reviews by CALTRANS to assure that all work and products delivered or incorporated into the PLAN by CITY conform within the existing CALTRANS standards. IQA does not include any PLAN related work deemed necessary to actually develop and deliver PLAN, nor does it involve any validation to verify and recheck any work performed by CITY and/or its consultants and no liability will be assignable to CALTRANS, its officers and employees by CITY under the terms of this Agreement or by third parties by reason of CALTRANS' IQA activities. All work performed by CALTRANS pursuant to an amendment to this agreement, that is not direct IQA shall be chargeable against PLAN funds as a service for which CALTRANS will invoice its actual costs and CITY will pay or authorize CALTRANS to reimburse itself from then available PLAN funds.

3. CALTRANS shall promptly notify CITY, if it believes that CITY's invoices lack adequate documentation. CITY shall attempt to resolve the dispute by supplying additional documentation or explaining the adequacy of the documentation submitted. If CALTRANS is not satisfied with CITY's actions, PARTNERS will attempt in good faith to resolve the dispute at PARTNERS' Project Team level. If resolution is not reached at the Project Team level, the Caltrans District Director and the Executive Director of CITY shall attempt to negotiate a resolution. If no resolution is reached, PARTNERS will initiate mediation. PARTNERS agree to participate in mediation in good faith. Neither the dispute nor the mediation process relieves PARTNERS from full and timely performance of the obligations in accordance with the terms of this Agreement.
4. At the end of dispute resolution if it is agreed or determined that the PROJECT funds have spent for any expenditures found to be in noncompliance with this agreement, FUNDS may be withheld from future payments and/or CITY shall reimburse such funds to CALTRANS.
5. During development and implementation of PLAN, PARTNERS' representatives will cooperate and consult, and all work pursuant to PLAN shall be accomplished according to applicable CALTRANS standards. CALTRANS' representative shall verify satisfaction of these requirements.
6. Neither CALTRANS nor any officer or employee thereof is responsible for any injury, damage or liability occurring by reason of anything done or omitted to be done by CITY and/or its agents under or in connection with any work, authority or jurisdiction conferred upon CITY under this Agreement. It is understood and agreed that CITY, to the extent permitted by law, will defend, indemnify and save harmless CALTRANS and all its officers and employees from all claims, suits or actions of every name, kind and description brought forth under, but not limited to, tortious, contractual, inverse condemnation, or other theories and assertions of liability occurring by reason of anything done.
7. Neither CITY nor any officer or employee thereof is responsible for any injury, damage or liability occurring by reason of anything done or omitted to be done by CALTRANS and/or its agents under or in connection with any work, authority or jurisdiction conferred upon CALTRANS under this Agreement. It is understood and agreed that CALTRANS, to the extent permitted by law, will defend, indemnify and save harmless CITY and all its officers and employees from all claims, suits or actions of every name, kind and description brought forth under, but not limited to, tortious, contractual, inverse condemnation, or other theories and assertions of liability occurring by reason of anything done or omitted to be done by CALTRANS and/or its agents under this Agreement.
8. Prior to commencement of any work on PLAN, either CALTRANS or CITY may terminate this Agreement by written notice to the other party.
9. If termination of this Agreement is by mutual consent, CALTRANS will bear one hundred percent (100%) of all costs related to PLAN incurred by CITY prior to termination, an amount not to exceed \$1,550,000.

10. Upon completion of PLAN, or if this Agreement is terminated, CITY may keep equipment listed in Exhibit B and credit CALTRANS an amount equal to its fair market value or return such equipment to CALTRANS. If CITY elects to keep the equipment, fair market value shall be determined, at CITY's expense, on the basis of a competent, independent appraisal of such equipment. Appraisals shall be obtained from an appraiser mutually agreed upon by PARTNERS.
11. No alteration or variation of the terms of this Agreement shall be valid unless made in writing in an amendment to this Agreement and signed by the PARTNERS hereto and no oral understanding or agreement not incorporated herein shall be binding on any of the PARTNERS hereto.
12. Those portions of this Agreement pertaining to the completion of PLAN shall terminate upon the satisfactory completion of all work performed by CITY, described in Exhibit B, with concurrence of CALTRANS, or on December 31, 2016, whichever is earlier in time, except indemnification and legal challenges shall remain in effect until terminated or modified in writing, by mutual agreement.

**STATE OF CALIFORNIA  
DEPARTMENT OF TRANSPORTATION**

**CITY OF SACRAMENTO**

By: \_\_\_\_\_  
THOMAS L. BRANNON  
Deputy District Director  
D3 Programming & Project Management

By: \_\_\_\_\_  
City Manager

Approved as to form and procedure:

By: \_\_\_\_\_  
Attorney, Department of Transportation

Attest: \_\_\_\_\_  
City Clerk

Certified as to funds:

By: \_\_\_\_\_  
District Project Control Officer

Approved as to form and procedure:

By: \_\_\_\_\_  
City Attorney

Certified as to financial terms and policies:

By: \_\_\_\_\_  
Accounting Administrator

Certified as to funds:

By: \_\_\_\_\_  
City Financial Officer

**EXHIBIT A**

<b>CALTRANS SHOPP CONTRIBUTION</b>	
<b>Description</b>	<b>Supplemental Work Cost</b>
Project Management	\$ 33,400
Traffic Monitoring	\$ 99,000
Signal Timing	\$ 39,280
Traffic Handling	\$ 94,680
Public Outreach	\$ 40,700
Sacramento Police Department (SPD)	\$ 972,556
Sacramento Fire Department (SFD)	\$ 213,264
Pavement Repair	\$ 2,600
Contingency	\$ 54,520
<b>Total</b>	<b>\$ 1,550,000</b>

Note: CALTRANS maximum financial obligation for PLAN is \$1,550,000.

**EXHIBIT B**

List of Activities or Scope of Plan  
 For Camellia Viaduct Project

Item	Quantity	Unit	Unit Cost	Total	Billable Activities
<b>Project Management</b>	200	Hours	\$167	\$33,400	Ongoing Project Meetings, coordination and communication
<b>Traffic Monitoring During Construction</b>					
Ongoing Monitoring	480	Hours	\$167	\$80,160	Monitor traffic at TOC and in field
Fixed Cameras	4	Each	\$4,200	\$16,800	Place fixed cameras at locations to be determined.
Wireless Camera Removal	24	Hours	\$85	\$2,040	Field work necessary to relocate cameras.
<b>Signal Timing</b>					
Staff Time	240	Hours	\$147	\$35,280	Traffic signal retiming
Consultant Work	1	LS	\$4000	\$4000	Traffic signal retiming
<b>Traffic Handling</b>					
Consultant Planning	1	LS	\$19,000	\$31,000	Development and review of traffic handling plan.
Consultant Const. Support	1	LS	\$9,000	\$7,000	support during construction
Staff Planning	40	Hours	\$167	\$6,680	Development and review of traffic handling plan.
Field Const. Support	1	LS	\$50,000	\$50,000	implement traffic control.
<b>Public Outreach</b>					
Staff Time	60	Hours	\$95	\$5,700	On-going meeting, public relations and communications.
Community Groups		LS			Public Outreach
Public Outreac Consultant	1	LS	\$35,000	\$35,000	Public relations contract for neighborhood and community meetings.
<b>Sacramento Police (SPD) Department</b>		LS		\$972,556	SPD support for monitoring , traffic control, addressing project issues, and facilitating a public safety response
<b>Sacramento Fire (SFD) Department</b>		LS		\$213,264	SFD Support for facilitating public safety response
<b>Pavement Repair</b>	20	Hours	\$130	\$2,600	Repair of pavement damaged during construction.
<b>Subtotal</b>				\$1,495,480	
<b>Contingency</b>				\$54,520	Funds for unforeseen activities
			<b>Total</b>	\$1,550,000	

## **RESOLUTION NO.**

Adopted by the Sacramento City Council

### **ESTABLISH CAPITOL IMPROVEMENT PROJECT, APPROPRIATE FUNDS, AND APPROVAL OF COOPERATIVE AGREEMENT BETWEEN THE CITY OF SACRAMENTO AND THE STATE OF CALIFORNIA DEPARTMENT OF TRANSPORTATION FOR THE W-X FREEWAY REHABILITATION PROJECT (T15145700)**

#### **BACKGROUND**

- A. The Camellia City Viaduct (W-X Freeway Viaduct) is a 2,550' dual bridge structure constructed in 1968. Generally the W-X Freeway Viaduct runs from the 16<sup>th</sup> Street Ramps east to the 50/80/99 Interchange.
- B. The W-X Freeway Viaduct has an Average Annual Daily Traffic (AADT) of approximately 200,000 vehicles, carries ten lanes of traffic and has access points primarily via 50/80/99 Interchange to the east and the 5/50/80/99 Interchange to the west. It also has on ramps at 11<sup>th</sup> street, and 16<sup>th</sup> street.
- C. The W-X Freeway Viaduct is in need of repair and rehabilitation as it has been deemed structurally deficient and has a large number of transverse as well as longitudinal cracks.
- D. The California Department of Transportation (Caltrans) is expected to begin repair of the W-X Freeway Viaduct in on April 22, 2014 with the completion of the repairs to be June 25, 2014.
- E. A construction traffic management plan has been prepared that addresses construction including two stages, closures of various on and off ramps, closure of freeway interconnections and associated detours.
- F. It is expected that the project will cause local street system impacts affecting residents, businesses, and commuters.
- G. In order to minimize traffic impacts the City's Departments of Public Works, Police and Fire will need to regularly coordinate with Caltrans, assist with public outreach and implement various traffic management measures including traffic monitoring and data collection, flagging, signing and striping modifications, and traffic signal retiming.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:**

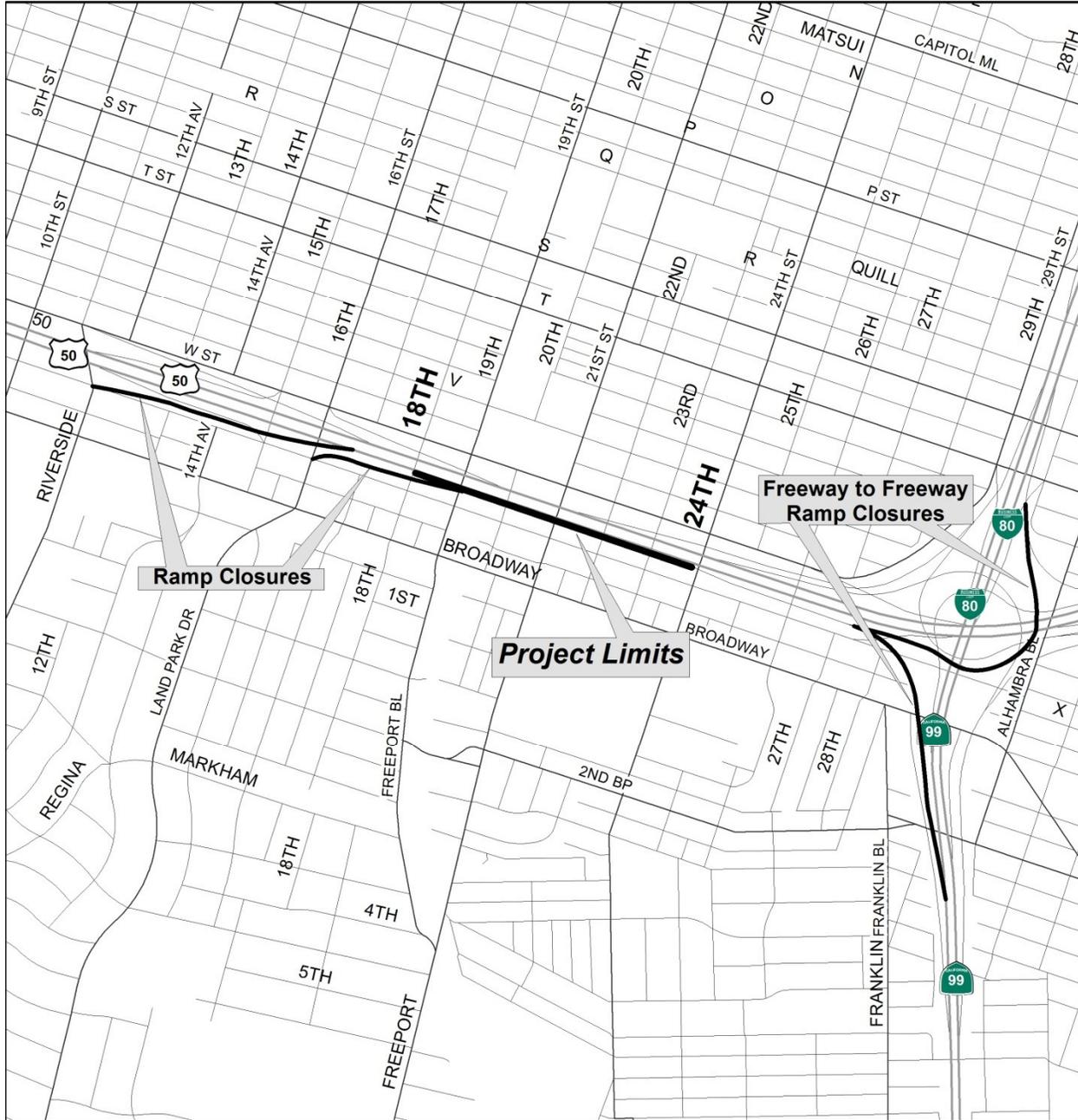
- Section 1. The W-X Freeway Viaduct Rehabilitation Project (T15145700) is established as a new Capital Improvement Project.
- Section 2. The Cooperative Agreement between the City of Sacramento and the State of California Department of Transportation for the W-X Freeway Viaduct Rehabilitation Project (T15145700) is approved.
- Section 3. The FY2013/14 Capital Improvement Program is amended by appropriating \$1,550,000 (Fund 3702) to the W-X Freeway Viaduct Rehabilitation Project (T15145700).
- Section 4. Exhibits A and B are attached and are part of this Resolution.

**Table of Contents:**

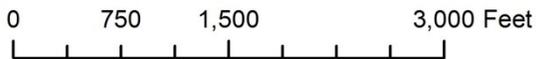
- Exhibit A: Location Map for W-X Freeway Rehabilitation Project Stage 1
- Exhibit B: Location Map for W-X Freeway Rehabilitation Project Stage 2

# LOCATION MAP FOR W-X FREEWAY REHABILITATION PROJECT (STAGE 1)

EXHIBIT A



Map Contact: Hamid Khalessi  
Date: March, 2014



# LOCATION MAP FOR W-X FREEWAY REHABILITATION PROJECT (STAGE 2)

EXHIBIT B



Map Contact: Hamid Khalessi  
Date: March, 2014

