



COUNCIL REPORT

DATE: November 18, 2025

CATEGORY: Consent

DEPT.: Public Works

TITLE: **Shoreline Boulevard Pathway Improvements, Project 21-37—Various Actions**

RECOMMENDATION

1. Transfer and appropriate \$926,000 from the Construction/Conveyance Tax Fund to Shoreline Boulevard Pathway Improvements, Project 21-37. (Five votes required)
2. Authorize the City Manager or designee to amend the professional services agreement with BKF Engineers, a California corporation (Entity No. 599256), for Shoreline Boulevard Pathway Improvements, Project 21-37, to add \$190,000 for additional design services for a total not-to-exceed amount of \$400,000.
3. Authorize the City Manager or designee to execute a professional services agreement with Tanner Pacific, Inc., a California corporation (Entity No. 3876190), to provide construction engineering services for Shoreline Boulevard Pathway Improvements, Project 21-37, for a total not-to-exceed amount of \$600,000.
4. Adopt a Resolution of the City Council of the City of Mountain View Authorizing the City Manager or Designee to Execute Program Supplement Agreement No. F028 to the Administering Agency—State Agreement No. 04-5124F15 with the California Department of Transportation for Shoreline Boulevard Pathway Improvements, Project 21-37, to be read in title only, further reading waived (Attachment 1 to the Council report).
5. Authorize the City Manager or designee to award a construction contract to the lowest responsive responsible bidder if the bid is within the total available project budget of \$8,711,000.

BACKGROUND

The existing pathway on the east side of Shoreline Boulevard, from Wright Avenue to Villa Street (see Figure 1), was constructed in 1970 and is in very poor condition due to aging asphalt and tree roots uplifting the pathway in various locations. The existing pathway also has steep

longitudinal slopes that exceed the maximum-slope standards established by the most recent Americans with Disabilities Act (ADA) requirements (see Figures 2 and 3).

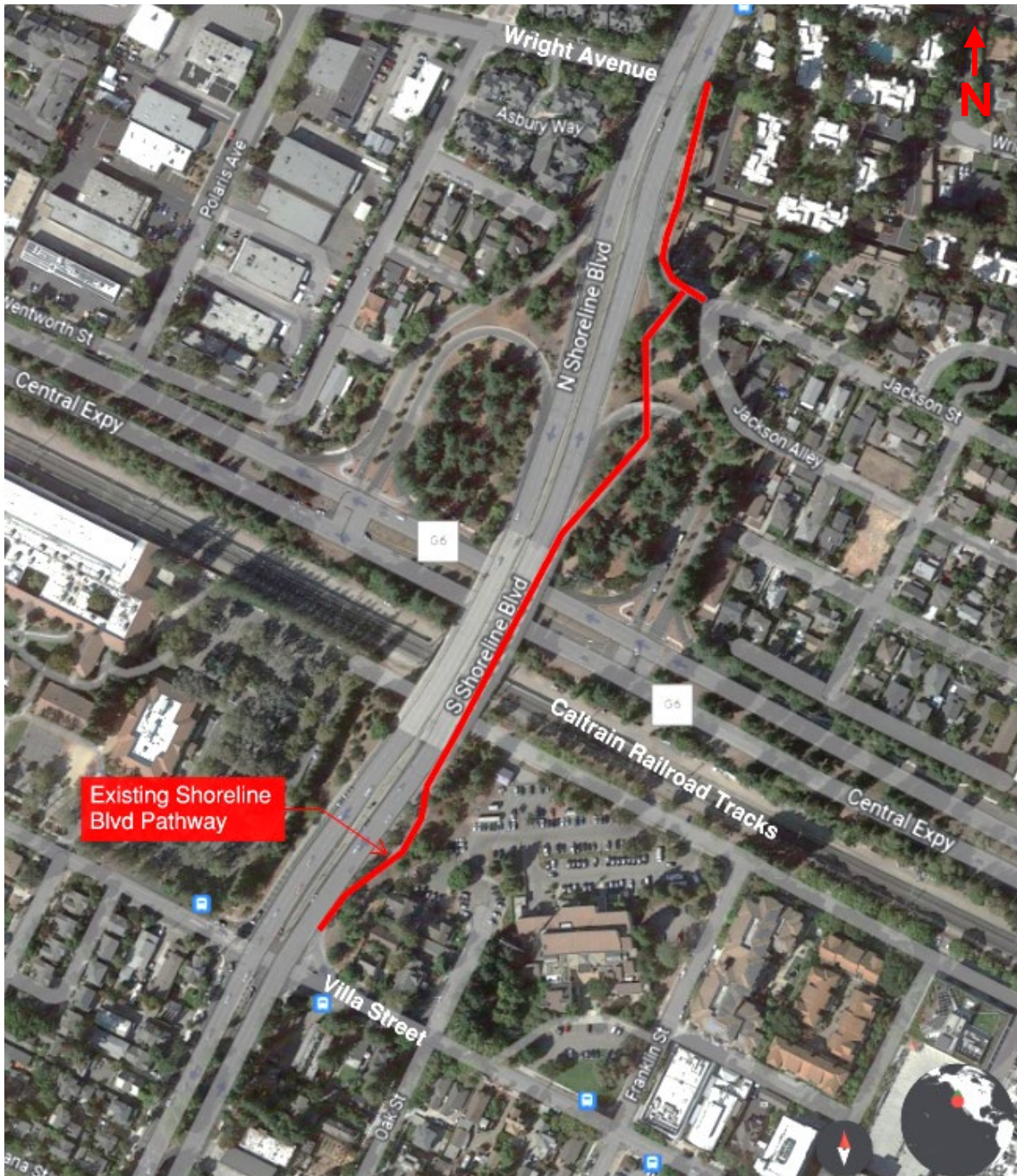


Figure 1: Project Location



Figure 2: Existing Poor Asphalt



Figure 3: Existing Steep Slope Condition

In Fiscal Year 2014-15, Shoreline Boulevard Pathway Improvements, Project 15-32, was established to reconstruct the pathway from Wright Avenue to Villa Street and provide various improvements, including new curb, pathways, lighting, landscaping, irrigation, and retaining walls.

Since then, Council has taken several actions for the project, as shown in Table 1.

Table 1: Project History

Date	Action/Milestone
<u>July 8, 2014</u>	Council authorized the filing of an application for funding assigned to the Metropolitan Transportation Commission and committing any necessary matching funds. The City was not successful in obtaining this grant funding.
<u>October 14, 2014</u>	Council authorized a professional services agreement with BKF Engineers (BKF) in the amount of \$215,000, and on <u>June 26, 2018</u>, authorized an amendment in the amount of \$30,000 for a total contract amount of \$245,000. Project design was completed; however, the project did not proceed into construction due to the lack of funding and staffing resources. In 2019, Shoreline Boulevard Pathway Improvements, Project 15-32, was closed out, and the remaining funds were unencumbered as part of the Fiscal Year 2019-20 Capital Improvement Program (CIP) approval to make funds available for other priority projects.

Date	Action/Milestone
<u>June 21, 2016</u>	Council authorized staff to apply for the One Bay Area Grant Program Cycle 2 (OBAG 2) grant funding in the amount of \$1,996,000 from the Santa Clara Valley Transportation Authority (VTA). At that time, the project was ranked below the available OBAG funding line, and the City was initially not awarded an OBAG grant. Due to another city relinquishing their OBAG 2 grant funding, on November 14, 2021, the VTA Board approved awarding \$1,996,000 to the City of Mountain View for construction of the project.
<u>June 14, 2022</u>	Council authorized a professional services agreement with BKF in the amount of \$210,000 to update the design, incorporate the improvements related to the Shoreline Boulevard/Villa Street intersection and traffic signal project, and compile a new bid package.
June 21, 2024	The City acquired two County parcels that overlay the existing and proposed pathway for the amount of \$376,305.
<u>October 22, 2024</u>	Council took the following actions: 1. Found that, in accordance with the California Environmental Quality Act (CEQA) requirements, Shoreline Boulevard Pathway, Project 21-37, is categorically exempt as Class 1, Existing Facilities, under CEQA Guidelines Section 15301. 2. Approved the removal and mitigation of 27 Heritage trees at a 2:1 tree replacement ratio with 24" box trees for Bicycle/Pedestrian Improvements (Shoreline Boulevard Pathway), Project 21-37. 3. Transferred and appropriated \$375,000 from the CIP Reserve Fund to Bicycle/Pedestrian Improvements (Shoreline Boulevard Pathway), Project 21-37. (Five votes required) 4. Approved plans and specifications for Bicycle/Pedestrian Improvements (Shoreline Boulevard Pathway), Project 21-37, and authorize staff to advertise the project for bidding. 5. Authorized the City Manager or designee to award a construction contract to the lowest responsive responsible bidder if the bid is within the total project budget of \$5,971,000. (As discussed below, estimated project costs have increased and new authorization is being sought.)

Due to the City's receipt of OBAG 2 funding, Caltrans authorization to proceed is required. The City received the Caltrans authorization to proceed in September 2025.

ANALYSIS

Aligned with the City's active transportation improvements goals and priorities, Shoreline Boulevard Pathway Improvements, Project 21-37, improves pedestrian and bicyclist connections between the downtown area and areas north of the Central Expressway and Caltrain rail lines. The project will implement ADA improvements for pedestrians, provide an easier riding experience for bicyclists, and add a connection to Central Expressway. The project limits are from Villa Street (south limits) to Wright Avenue (north limits) and will include the following improvements (see Figure 4):

- Replace the existing pathway with a 10' wide bicycle/pedestrian path that meets current ADA accessibility requirements;
- Install a new pathway connection to the recently constructed sidewalk on Central Expressway, including retaining walls and lighting;
- Construct stairs connecting two portions of the pathway, including a bicycle channel element as part of the stairs (the channel allows bicyclists to dismount and place the bicycle wheels in a smooth channel to move their bicycles up or down stairs without carrying the bicycle); and
- Plant 65 native species trees and enhance landscaping and irrigation.

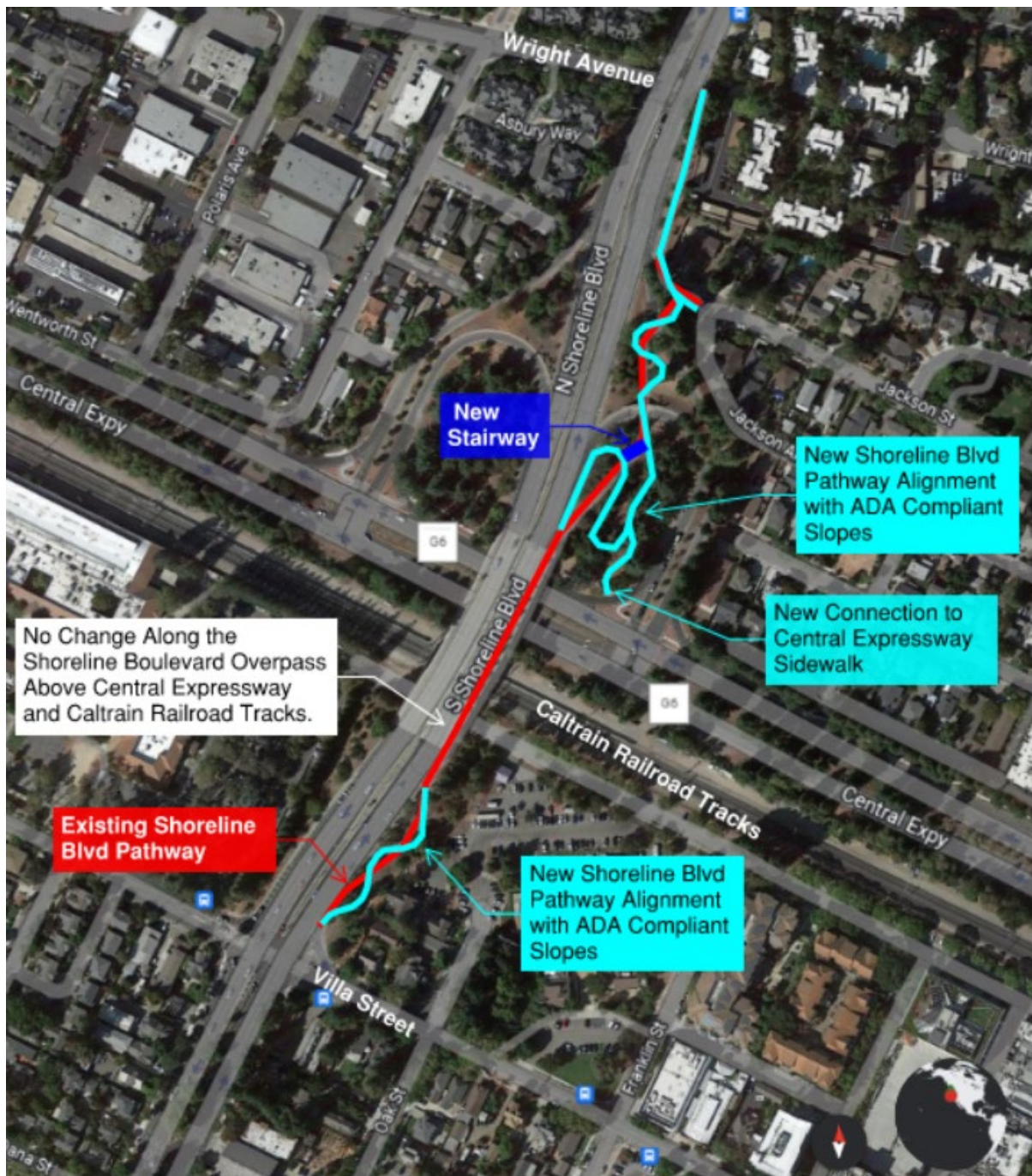


Figure 4: Project Layout Map

Construction Costs

The construction costs were updated simultaneously with the request for Caltrans authorization to proceed. The estimate of construction costs has increased as a result of several factors. The

extended project timeline resulted in escalation to construction costs and, overall, costs have increased due to the need for significant grading and structural elements, such as the retaining walls due to the steep slopes within the project. Limitations of construction due to the physical geography and constrained access to and within the project location have caused significant traffic control costs in order to provide a continuous pedestrian pathway and maintain a bicycle lane along Shoreline Boulevard during construction of the new pathway.

The construction costs associated with extended timeline and traffic control increased the project costs by approximately \$509,000.

Professional Services Amendment

During final design, several unscoped tasks were required to complete the construction documents, resulting in additional time and effort needed by BKF. The acquisition of two remnant parcels owned by the County of Santa Clara (County) within the project limits was a requirement to obtain right-of-way certification as part of the OBAG 2 federal grant approval process. BKF was tasked to develop technical documents (legal descriptions and maps) for both parcels to aid staff's acquisition efforts. Detailed traffic control plans to accommodate pedestrian access during construction were originally planned to be developed by staff, but due to the complexity and available resources, consultant resources were needed. Additionally, due to the inclusion of structural elements in the project, additional project submittals were needed as well as a building permit submittal. BKF assisted in providing additional design submittals to address Building Division feedback.

Given the unanticipated additional consultant effort needed and to keep the project moving forward, staff authorized the use of contingency and reallocated BKF funds originally intended for construction support toward work related to the land acquisition and necessary updates during design. To ensure BKF's continued and critical support during the construction phase, including services to review construction submittals, respond to information requests, conduct field reviews, and provide for contingency, staff recommends these construction support funds be replenished.

The cost of additional BKF design services is \$190,000. This fee is consistent with such services, and staff considers the fee to be fair and reasonable for the scope of work required. Staff recommends amending the existing professional services agreement with BKF to add \$190,000, for a total not-to-exceed amount of \$400,000.

Construction Management Agreement

The Public Works Department utilizes consultants to supplement staff and provide construction engineering and inspection services as necessary to ensure timely project delivery and provide specialized construction expertise. In 2024, a Request for Qualifications process established a list

of four prequalified consultants for construction management and inspection services. For this project, staff solicited proposals from three prequalified consultants and evaluated the proposals based on expertise, availability, and service fees. Following staff's review, Tanner Pacific, Inc. (Tanner Pacific) was deemed the most suitable for construction management and inspection services based on the merits of their written proposal, experience in completing similar projects, and understanding of project goals.

The main elements of the scope of services include:

- Manage all construction documentation and communication to adhere to federal grant funding requirements during construction;
- Facilitate weekly construction progress meetings;
- Review, coordinate, and provide comments to contractor submittals and requests;
- Provide field observation services to monitor compliance with contract documents and prepare daily reports;
- Conduct special and structural inspections; and
- Coordinate and verify compliance with all permits, inspections, close-out procedures, and related contract provisions necessary to close out and accept the project once complete.

The recommended fee of \$600,000 for professional services is consistent for such services, and staff considers the fee to be fair and reasonable for the scope of work required. Staff recommends Council authorize a professional services agreement with Tanner Pacific in a total not-to-exceed amount of \$600,000.

Additional Administrative Funding, Miscellaneous Costs, and Contingency

Staff members provide administration for Capital Improvement Program projects and charge their time spent to the respective projects they support. The extended schedule for the project has increased the amount of City staff time needed to support the project. Staff recommends \$56,800 in additional project funding for administrative costs.

With final design complete, the budget originally scoped for miscellaneous project costs, including permitting, printing, and project contingency, is \$74,000 lower than originally anticipated, and staff recommends adding this amount to the project (captured in the first recommended Council action).

Program Supplemental Agreement

On October 23, 2018, the City Council adopted a resolution approving the updated Master Agreement Administering Agency—State Agreement for Federal-Aid Projects. This agreement governs the City’s use of federal transportation grants administered by the California Department of Transportation (Caltrans). The resolution authorized the Public Works Director to execute the Federal-Aid Master Agreement.

Under the terms of the Master Agreement, project-specific Program Supplement Agreements that establish the terms and funding limits for approved projects must be executed. This agreement must be fully executed before the City can request reimbursement for eligible grant-funded costs. Upon approving the Authorization to Proceed in September 2025, Caltrans provided the Program Supplement Agreement in the amount of \$1,996,000 toward construction of Shoreline Boulevard Pathway Improvements, Project 21-37. This Agreement requires the City Council to adopt a resolution that clearly identifies the project and names the City official authorized to execute the Agreement. Adoption of the resolution (Attachment 1) and the execution of the Program Supplement Agreement will allow the City to proceed with construction using federal funding through the OBAG 2 grant program.

Next Steps

Staff will finalize the Program Supplement Agreement and bid the project, and, upon receiving a low responsive and responsible bid, construction is anticipated to begin in spring 2026 and be completed early 2027.

FISCAL IMPACT

Shoreline Boulevard Pathway Improvements, Project 21-37, is funded as shown in Table 2.

Table 2: Funding Sources

Funding Source	Amount
Transportation Reserve (Measure P) Fund	\$3,510,000
OBAG 2 (grant)	2,000,000
Construction/Conveyance Tax Fund	1,300,000
CIP Reserve	<u>975,000</u>
TOTAL	<u>\$7,785,000</u>

An increase in appropriation is being requested to fully fund the project. The estimated project costs are as follows.

Table 3: Project Cost

Construction with Contingency	\$6,270,000
Consultant Services	568,000
Project Management	169,000
Construction Management, Inspection, and Testing	675,000
Property Acquisitions	377,000
Permits, Printing, and Miscellaneous	20,000
Project Contingency	<u>100,000</u>
Subtotal	\$8,179,000
City Administration	<u>532,000</u>
TOTAL COST ESTIMATE	<u>\$8,711,000</u>
PROJECT BUDGET	7,785,000
BUDGET SHORTFALL	\$ <u>926,000</u>

The budget shortfall is due to the increased construction costs for labor and materials, additional design services associated with right-of-way and traffic control and other design elements, construction management consultant services, and City administration costs and contingency. An increase in appropriations of \$926,000 is requested to fully fund the project. Staff recommends transferring and appropriating \$926,000 from the Construction/Conveyance Tax Fund to Shoreline Boulevard Pathway Improvements, Project 21-37. If the additional appropriation is approved, the project will be funded in a total amount of \$8,711,000. There is sufficient funding in the Construction/Conveyance Tax Fund for the recommended actions.

The professional services agreement fee with BKF, with the inclusion of the recommended amendment of \$190,000, includes \$170,000 for basic services and reimbursable expenses and a contingency of \$20,000 for additional services, for a new total not-to-exceed amount of \$400,000.

The professional services agreement with Tanner Pacific is \$490,000 for basic services and reimbursable expenses and a contingency of \$110,000 for additional services, for a total not-to-exceed amount of \$600,000.

On [October 22, 2024](#), Council previously authorized the City Manager or designee to award a construction contract to the lowest responsible bidder if the bid was within the total project

budget of \$5,971,000. If the recommendation to transfer and appropriate additional funding to the project is approved, staff recommends authorization of the City Manager or designee to award a construction contract with the new recommended available project budget of \$8,711,000.

LEVINE ACT

California Government Code Section 84308 (also known as the Levine Act) prohibits city officials from participating in any proceeding involving a “license, permit, or other entitlement for use” if the official has received a campaign contribution exceeding \$500 from a party, participant, or agent of a party or participant within the last 12 months. The Levine Act is intended to prevent financial influence on decisions that affect specific, identifiable persons or participants. For more information see the Fair Political Practices Commission website: www.fppc.ca.gov/learn/pay-to-play-limits-and-prohibitions.html.

Please see below for information about whether the recommended action for this agenda item is subject to or exempt from the Levine Act.

SUBJECT TO THE LEVINE ACT

☒ Contract or franchise agreement

CONCLUSION

The existing pathway on the east side of Shoreline Boulevard, from Wright Avenue to Villa Street, is in very poor condition and has steep longitudinal slopes exceeding the most recent ADA standards. To improve the condition for all users, the project will reconstruct and realign the bicycle/pedestrian pathway and install a new connection to the recently constructed sidewalk on Central Expressway. The project costs have increased due to additional consultant services needed and inflation in construction costs, and additional appropriations are recommended to fully fund the project. An amendment to BKF’s agreement will allow for final design elements and construction support. A professional services agreement with Tanner Pacific will provide construction management and inspection services for the project. The project is funded in part by an OBAG 2 grant. Council adoption of a resolution authorizing execution of a Program Supplemental Agreement is required in order to utilize these grant funds. Construction is anticipated to begin in spring 2026 and be completed in spring 2027.

ALTERNATIVES

1. Do not authorize the appropriation of \$926,000 from the Construction/Conveyance Tax Fund and direct staff to use another funding source.
2. Do not authorize the amendment to the BKF agreement and do not authorize the agreement with Tanner Pacific and direct staff to negotiate different amounts.
3. Do not authorize the City Manager or designee to execute a Program Supplement No. F028 with the California Department of Transportation and direct staff to defer the project.
4. Provide other direction.

PUBLIC NOTICING—Agenda posting.

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PWK/MH-11-18-25CR

Attachment: 1. Resolution

cc: APWD—Arango, PCE—Shah, PCE—Gonzales, SCE—Houghton, ACE—Hoang,
SMA— Goedicke, PA—Li, File (21-37)