



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Josh Rowan
Director, Oakland
Department of
Transportation

SUBJECT: Adeline Street Bridge Seismic Retrofit
Project Construction Phase

DATE: February 11, 2026

City Administrator Approval

Date: 02/12/2026

RECOMMENDATION

Staff Recommends That The City Council Adopt The Following Pieces Of Legislation:

1. **A Resolution Authorizing The City Administrator To Award A Construction Contract To Bay Line Cutting & Coring Inc. In An Amount Not To Exceed Three Million Three Hundred Thirty-One Thousand One Hundred Forty-Four Dollars (\$3,331,144.00); Waiving The Five Percent (5%) Maximum Mobilization Requirement Per Section 9-3.4 Of The Project Specifications; And Adopting Appropriate California Environmental Quality Act Findings; And**
2. **A Resolution Authorizing The City Administrator To Amend The Professional Services Agreement With Biggs Cardosa Associates, Inc. For Design For Adeline Street Bridge Seismic Retrofit Project (Project No. 1000967) By Increasing The Contract Amount By Two Hundred Thousand Dollars (\$200,000.00) For A Total Contract Amount Not-To-Exceed Nine Hundred Eighteen Thousand Dollars (\$918,000.00); And Adopting Appropriate California Environmental Quality Act Findings; And**
3. **A Resolution Authorizing The City Administrator To Enter Into A Professional Services Agreement With Biggs Cardosa Associates, Inc To Provide Special Inspection and Material Testing Services For The Adeline Street Bridge Seismic Retrofit Project (Project No. 1000967) For An Amount Not To Exceed Two Hundred Thousand Dollars (\$200,000.00); And Adopting Appropriate California Environmental Quality Act Findings**

EXECUTIVE SUMMARY

Adoption of these three resolutions will allow the City Administrator to 1) award a construction contract to Bay Line Cutting & Coring Inc. and waive the 5% maximum mobilization requirement per Section 9-3.4 of the project specifications 2) amend the Professional Services Agreement with Biggs Cardosa Associates, Inc. (BCA) to provide design support services during

construction, and 3) enter into a Professional Services Agreement with BCA for special inspection and material testing services. These resolutions will facilitate the implementation of the bridge seismic retrofit and minor preventive maintenance work, making the bridge safer and more resistant to structural damage during future seismic events.

The project is located in Council District 3, as shown in **Attachment A**.

BACKGROUND / LEGISLATIVE HISTORY

The Adeline Street Bridge, constructed in 1978, spans the Union Pacific Railroad tracks and serves as a critical freight and passenger corridor linking the Port of Oakland (Port) marine terminals and intermodal yard to Interstate 880 and the regional highway system. A significant portion of Port truck traffic uses Adeline Street daily, making the bridge essential to regional goods movement.

Caltrans inspections have rated the bridge in poor condition, and structural evaluations confirmed significant seismic vulnerabilities. To address these risks, the City of Oakland (City) secured Federal Highway Bridge Program funds in 2011 to design and implement a seismic retrofit.

In October 2012, BCA was selected through a competitive process to serve as the Engineer of Record for the seismic retrofit design of the Adeline Street Bridge, as authorized by the City Council Resolution No. [84077 C.M.S.](#) The original contract amount was not to exceed \$718,000.

The retrofit will bring the structure to a “no-collapse” performance standard, ensuring the bridge remains operational following a major earthquake and safeguarding the continuity of rail and port operations. The project design is complete, all required environmental clearances and permits have been obtained, and Caltrans has authorized the City to proceed with construction using federal funds.

On June 28, 2022, Caltrans approved the construction phase of the project and obligated a grant of federal funds in the amount of \$3,385,166. The City has accepted and appropriated these federal grant funds from Caltrans, as authorized by the City Council Resolution No. [90827 C.M.S.](#) The City intends to request additional federal funding in the amount of \$284,561.85, which will be submitted to Caltrans for approval and are anticipated to be programmed in the Fiscal Year 2025-26 budget. Upon approval, the total federal funds will be \$3,669,727.85 with a required local match of \$494,202.15 already programmed. Together, these funds will cover the construction cost, consultant services, and project management. The total available funding is sufficient to deliver the full construction scope.

ANALYSIS AND POLICY ALTERNATIVES

1) Award of Construction Contract and Waiver of Mobilization Cap:

On June 6, 2025, the City placed an advertisement inviting construction bids for the project on iSupplier, the Bids/Contracts webpage, and in the following newspapers: Daily Pacific Builder, El Mundo, Oakland Post, Oakland Tribune, The Korea Times, and World Journal. On July 5, 2025 the Office of the City Clerk received two bids:

Bidder	Base Bid
Bay Line Cutting & Coring Inc.	\$3,331,144
Disney Construction, Inc.	\$3,903,333

Bay Line Cutting & Coring Inc. submitted the apparent low bid. However, its mobilization line item exceeded the 5% maximum allowable under Special Provisions Section 9-3.4. Based on this, the City’s Capital Contracts Department initially determined the bid to be non-responsive. Disney Construction submitted a bid protest on the same grounds. Bay Line Cutting & Coring Inc. responded, asserting that the 5% cap is not adequate or fair to Disadvantaged Business Enterprise (DBE) contractors and noting that their total bid remained \$572,189 lower than Disney’s.

Following review of the bids and protest, Caltrans District 4 Local Assistance staff advised that the 4% overage in Bay Line Cutting & Coring Inc.’s mobilization line item is not material and recommended that the City waive the irregularity given the substantial cost savings to public funds. Based on this guidance and the \$572,189 cost savings compared to the next lowest bidder, staff recommends that the City Council waive the 5% mobilization cap and award the construction contract to Bay Line Cutting & Coring Inc. in the amount of \$3,331,144.

Staff finds that Bay Line Cutting & Coring Inc.’s mobilization line item exceeding the Special Provisions Section 9-3.4 cap constitutes a minor and immaterial bid irregularity that may be waived because the deviation does not alter the bidder’s total bid price, does not change the scope of work, does not affect the quality or quantity of the work to be performed, and does not provide a competitive advantage over other bidders. Staff further finds that waiver of this irregularity is consistent with applicable federal-aid procurement requirements and Caltrans Local Assistance guidance for federally funded projects, and that the City’s acceptance of the bid will result in substantial cost savings to the public compared to the next lowest bidder.

In October 2025, the U.S. Department of Transportation suspended all contract goal setting under the DBE program. Accordingly, the City did not apply DBE goals or evaluate good-faith efforts in the award determination for this project. Consistent with Caltrans Office Bulletin #25-07, DBE participation was not a factor in determining the lowest responsive and responsible bidder. The Department of Workplace and Employment Standards verified that Bay Line Cutting & Coring Inc. is compliant with the Equal Benefits Ordinance.

Construction is expected to begin in March 2026 and be completed within 225 working days from the issuance of the Notice to Proceed.

2) Amendment for Design Support Services:

In October 2012, BCA was selected through a competitive process to serve as the Engineer of Record for the seismic retrofit design of the Adeline Street Bridge, as authorized by the City Council Resolution No. [84077 C.M.S.](#) The original contract amount was not to exceed \$718,000.

As the project advances to construction, continued design support from BCA is needed to maintain continuity and efficiency. As the Engineer of Record, BCA is uniquely familiar with the project's design and is best positioned to respond to field changes, review submittals, and answer requests for information in a timely manner.

The proposed amendment increases the contract by \$200,000 to provide these additional services, for a revised total not to exceed the amount of \$918,000.

3) Entering into a professional service agreement for special inspection and material testing services

On May 23, 2025, the City issued a Request for Proposals (RFP) seeking a qualified consultant to provide special inspection and material testing services for the Adeline Street Bridge Seismic Retrofit Project. The solicitation was advertised on iSupplier, the City's Bids/Contracts webpage, and in the following newspapers: Daily Pacific Builder, El Mundo, Oakland Post, Oakland Tribune, The Korea Times, and World Journal. These services are essential to ensure quality control, code compliance, and proper execution of seismic retrofit work.

The City received three proposals in response to the RFP. Following a comprehensive evaluation of qualifications, experience, technical approach, and compliance with federal and local requirements, Biggs Cardosa Associates, Inc. (BCA) was determined to be the most qualified proposer. BCA's proposal included experienced personnel and specialized subconsultants for material testing.

In October 2025, the U.S. Department of Transportation suspended all contract goal setting under the DBE program. Accordingly, the City did not apply DBE goals or evaluate good-faith efforts selecting a consultant for this project, consistent with Caltrans Office Bulletin #25-07. The Department of Workplace and Employment Standards verified that BCA is compliant with the Equal Benefits Ordinance.

Staff recommends entering into a Professional Services Agreement with BCA for an amount not to exceed \$200,000 to provide the special inspection and material testing services required for successful delivery of the project.

Citywide Priorities: This project advances the City's priority of vibrant, sustainable infrastructure by strengthening a critical freight and passenger corridor to withstand seismic events, ensuring long-term mobility and resilience. It also supports holistic community safety by improving seismic performance standards and protecting public safety during earthquakes, and responsive, trustworthy government through transparent contracting, compliance with federal requirements, and efficient delivery of capital improvements.

FISCAL IMPACT

Approval of these resolutions will allow the City Administrator to 1) award the construction contract to Bay Line Cutting & Coring Inc. and waive the 5% mobilization cap, 2) increase the contract amount with BCA by \$200,000 for a total contract amount not-to-exceed \$918,000, and 3) enter into a professional inspections services agreement with BCA in an amount not-to-exceed \$200,000.

On June 28, 2022, Caltrans approved the construction phase of the project and obligated a Highway Bridge Program grant of federal funds in the amount of \$3,385,166, with a \$443,919 local match. Due to the construction cost being higher than anticipated, the City intends to request additional federal funding in the amount of \$284,561.85, which will be submitted to Caltrans for approval and is anticipated to be programmed in the Fiscal Year 2025-26 budget. For the unlikely event that if the additional federal funding request is not approved, there are sufficient local funds available to cover the remaining costs. While it is unlikely that Caltrans will deny the request, the City has sufficient local funds available to proceed if needed. Upon approval, the total federal funds will be \$3,669,727.85 with a required local match (11.87% of the total cost) of \$494,202.15 already programmed. Together, these funds will cover the construction cost, consultant services, and project management. The total available funding of \$4,163,930 is sufficient to deliver the full construction scope. Funding is and will be available in Department of Transportation Fund (2116) and Measure KK Fund (5337), Adeline Bridge Retrofit Project (1000967).

Sources of funding are shown in **Table 1** below.

Table 1: Adeline Street Bridge Seismic Retrofit Project Construction Phase Funding Sources

Fund	Original Anticipated Cost	Additional Cost	Total
Caltrans Department of Transportation Federal Grant (2116)	\$3,385,166.00	\$284,561.85	\$3,669,727.85
Measure KK (5337) for Local match requirement	\$443,919.00	\$50,283.15	\$494,202.15
Total Construction Phase Funds	\$3,829,085.00	\$334,845.00	\$4,163,930.00

PUBLIC OUTREACH / INTEREST

Engagement efforts included early coordination with the Port, Union Pacific Railroad, Amtrak, Horizon Lines, and AC Transit, as well as briefings for nearby businesses and industrial tenants that rely on the bridge for daily operations.

As the project moves toward construction, additional outreach will be conducted by the City's staff and consultant team, including coordination with utility owners and neighborhood representatives. Public notices and project updates will be shared via the City's website and

other communication channels. Due to anticipated traffic impacts during construction, ongoing stakeholder engagement and real-time communication will be prioritized to minimize disruptions and maintain access.

COORDINATION

The Adeline Street Bridge Seismic Retrofit Project has been coordinated with various City departments and external agencies to ensure compliance with regulatory requirements and effective delivery. City offices consulted in the preparation of this report include the City Attorney's Office, Budget Bureau, Oakland Department of Public Works, and the Department of Workplace and Employment Standards.

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

There are no past performance evaluations on file for Bay Line Cutting & Coring Inc. The City currently has an active contract with BCA, and it is performing in a satisfactory manner.

SUSTAINABLE OPPORTUNITIES

Economic: The seismic retrofit of the Adeline Street Bridge will enhance structural resilience and ensure continued access between the Port and Interstate 880, a critical route for freight and logistics operations. By improving the bridge's safety and longevity, the project supports uninterrupted goods movement and long-term cost savings through reduced emergency repairs and deferred bridge replacement.

Environmental: The construction contract includes requirements for waste reduction, responsible material sourcing, and compliance with environmental best management practices. Contractors will be encouraged to reuse clean fill materials, minimize construction debris, and use recycled or low-impact materials where feasible. Environmental protections will be in place due to the bridge's proximity to active rail and industrial corridors.

Race and Equity: This project promotes equitable access to safe infrastructure in West Oakland, a historically underserved area disproportionately impacted by industrial and transportation development. By improving seismic safety for both vehicular and pedestrian users, the retrofit enhances community resilience and supports mobility and economic stability for nearby residents and workers.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) FINDINGS

The project is exempt from CEQA pursuant to applicable provisions of the CEQA Guidelines, including Sections 15301 (Existing Facilities) and 15302 (Replacement or Reconstruction), and Section 15061(b)(3) (Common Sense Exemption), as the work involves seismic retrofit and preventive maintenance of an existing bridge facility and will not result in a significant effect on the environment. The City Council will adopt CEQA findings as part of the proposed resolutions and staff will file a Notice of Exemption as appropriate.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt The Following Pieces of Legislation:

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For questions regarding this report, please contact Jeff Roubos, P.E., Supervising Civil Engineer, at (510) 238-2193.

Respectfully submitted,


Josh Rowan (Feb 11, 2026 15:46:06 PST)

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Attachments (1):

Attachment A: Project Location Map