



Agenda Item No. (3)

To: Building and Operating Committee/Committee of the Whole  
Meeting of October 23, 2025

From: John R. Eberle, District Engineer  
Denis J. Mulligan, General Manager

Subject: **APPROVE ACTIONS RELATIVE TO CONTRACT NO. 2025-B-052, GOLDEN GATE SUSPENSION BRIDGE SEISMIC RETROFIT, CONTRACT 1 - NORTH AND SOUTH TOWERS AND NORTH AND SOUTH SIDE SPANS, TO HALMAR INTERNATIONAL, LLC**

### **Recommendation**

The Building and Operating Committee recommends that the Board of Directors approve the following actions relative to Contract No. 2025-B-052, *Golden Gate Suspension Bridge Seismic Retrofit, Contract 1 - North and South Towers and North and South Side Spans*:

1. Authorize award of Contract No. 2025-B-052, *Golden Gate Suspension Bridge Seismic Retrofit, Contract 1 - North and South Towers and North and South Side Spans*, to Halmar International, LLC, New York, in the amount of \$863,949,008, subject to the Golden Gate Bridge, Highway and Transportation District (District) receiving the California Department of Transportation (Caltrans) and the Federal Highway Administration's (FHWA) approval of the award recommendation prior to contract execution;
2. Authorize a construction contingency budget for Contract No. 2025-B-052, in an amount of \$41,350,000, upon receiving Caltrans and FHWA concurrence with the award recommendation; and,
3. Approve a FY 25/26 capital budget increase for Project #2520, *Golden Gate Suspension Bridge Towers and Side Spans Seismic Retrofit Construction*, in the amount of \$141,726,000 by District Reserves, for a total Project #2520 budget of \$1,011,726,000 and amend the FY 25/26 Bridge Division Capital Budget accordingly, subject to the concurrence of the Finance-Auditing Committee at its meeting of October 23, 2025.

This matter will be presented to the Finance-Auditing Committee at its October 23, 2025, meeting for concurrence, and to the Board of Directors at its October 24, 2025, meeting for appropriate action.

### **Summary**

On July 27, 2018, the Golden Gate Bridge, Highway and Transportation District (District) Board of Directors, by Resolution No. 2018-049, approved the use of the Construction Manager/General Contractor (CMGC) procurement method, authorized by and in conformance with Section 6970 et seq. of the Public Contract Code, for procuring construction of the Golden Gate Bridge Seismic Retrofit (previously Phase 3B). The CMGC procurement method is a project delivery method in which a construction manager (CM) is chosen to provide preconstruction services during the design phase of the project and, agreed to by the parties, construction services as a general/prime contractor (GC) during the construction phase of the project. During the design phase, the CM provides input on the design including, but not limited to, scheduling, pricing and phasing, to assist the agency in designing a more constructible project.

In April 2019, the Board of Directors, by Resolution No. 2019-023, authorized the establishment of Project #1923, *Golden Gate Suspension Bridge Seismic Retrofit Preconstruction*, which allowed the District to fund the final design of the Project utilizing the CMGC procurement method. On February 23, 2024, the Board of Directors, by Resolution No. 2024-009, authorized execution of Professional Services Agreement (PSA) No. 2023-B-015, *Golden Gate Suspension Bridge Seismic Retrofit CMGC Preconstruction Services*, with Halmar International, LLC, Nanuet, NY, for the CMGC preconstruction services, authorized execution of PSA No. 2023-B-042, *Golden Gate Suspension Bridge Seismic Retrofit ICE Services*, with Leland Saylor Associates, Walnut Creek, CA, for Independent Cost Estimator (ICE) preconstruction services, and authorized execution of the Fourteenth Amendment to PSA No. 2010-B-1, with HDR Engineering, Inc., Walnut Creek, CA, for engineering design services to finalize the Project construction documents and to assist the District in establishing construction price and schedule for the Project during the Preconstruction Phase.

Since March 2024, the project team, consisting of Engineering staff, the Design Engineer, the CMGC, and the ICE, with oversight from the FHWA and Caltrans, has been performing the preconstruction services and working towards finalizing the design plans, specifications and cost estimates for performing the construction. As discussed at previous committee meetings, the construction for the Golden Gate Suspension Bridge Seismic Retrofit has been divided into two contracts, Contract 1 for the Suspension Bridge's two main towers and two side spans, and Contract 2 for the Suspension Bridge's main span.

Contract 1 is titled Contract No. 2025-B-052, *Golden Gate Suspension Bridge Seismic Retrofit, Contract 1 - North and South Towers and North and South Side Spans (Project)*, and involves construction of the seismic retrofit of the Suspension Bridge's two main towers and two side spans, including the following:

- Retrofit of the main towers' leg base
- Retrofit of the main towers' roadway strut
- Strengthening of the stiffening trusses
- Retrofit of the suspender rope supports
- Floor beam strengthening and modifications
- Cross strut lateral retrofit

- Transverse kicker strengthening
- Replacement of the top lateral bracing
- Retrofit of the bottom lateral bracing
- Removal of the existing floor beam central struts
- Removal of the existing outrigger truss
- Installation of new longitudinal struts
- Replacement of roadway thermal expansion finger joints with isolation deck joints
- Installation of 28 solid state Energy Dissipation Devices (EDD)
- North and South Pylon interface strengthening
- Main tower interface strengthening
- Windlock support retrofit
- Replacement of select roadway deck support pedestals
- Rocker link retrofit
- Installation of new access systems
- Cleaning and painting of structural steel, including lead paint abatement
- South Tower façade repairs and painting the South Tower above the roadway
- Installation of temporary platforms for construction access
- Utility modifications required to accommodate the retrofit
- Bridge lane closures and traffic control on local roads leading to the Bridge to accommodate both the public and the construction traffic
- Maintaining pedestrian and bicycle access on the Bridge sidewalks and the roads and trails leading to the Bridge
- Compliance with the National Park Service Special Use Permit requirements and environmental permit requirements

The project team has completed the preconstruction phase for Contract 1, including finalizing the construction drawings, special provisions, technical specifications, schedule, and contract documents. Based on the final documents, the CMGC, the ICE, and the Design Engineer each developed a Construction Price Proposal (CPP) for the work. Unlike previous Opinion of Probable Construction Cost (OPCC) estimates, the CPP included pricing from subcontractors and suppliers that submitted bids to the CMGC in accordance with the CMGC's approved Subcontracting Plan. In addition to the CPP and in accordance with the requirements of PSA No. 2023-B-015, *Golden Gate Suspension Bridge Seismic Retrofit CMGC Preconstruction Services*, the CMGC produced and submitted the following documents:

- Construction Baseline Schedule
- Risk Register
- Innovation Register
- Assumptions Log
- List of Subcontractors with recommendations for award documentation in conformance with the Subcontracting Plan
- Construction Means and Methods Plans
- Bridge Construction Access Plan
- Construction Quality Control Plan
- Construction Health and Safety Plan

Engineering staff has reviewed these deliverables and found them to be acceptable and in compliance with the provisions of the PSA.

On September 23–24, 2025, as part of the CMGC process, the project team met to review and discuss reconciling any pricing differences between the three CPPs (developed by the CMGC, the ICE, and the Design Engineer). In addition, the Risk Register, which is a listing of potential project risks with an estimated probability of occurrence for each risk, an estimated price for each risk and a proposed owner of each risk, was reviewed and discussed during the meeting.

After the meeting, Engineering staff and the CMGC entered into negotiations to finalize the terms of the contract in order to reach a Construction Agreed Price (CAP). For Contract 1, Engineering staff and the CMGC have agreed on a CAP in the amount of \$863,949,008. In accordance with the FHWA and Caltrans CMGC procurement method process, the CMGC CAP must be compared to the ICE's CPP and the Design Engineer's CPP to determine if the CAP is fair and reasonable. The CAP is within 4.63% of the Design Engineer's CPP of \$825,719,729 and is within 2.95% of the ICE's CPP of \$839,171,324. Engineering staff has determined that the CAP amount for the Contract 1 scope of work is fair and reasonable.

As part of the preconstruction phase and in accordance with PSA No. 2023-B-015, *Golden Gate Suspension Bridge Seismic Retrofit CMGC Preconstruction Services*, the CMGC prepared a Subcontracting Plan and a Disadvantaged Business Enterprise (DBE) Engagement Plan which outlined the CMGC's plan for engaging and selecting subcontractors, suppliers, fabricators and consultants, including DBE's, for the construction contract work. However, on October 3, 2025, the United States Department of Transportation issued an Interim Final Rule (IFR) regarding the DBE Program that resulted in the removal of DBE goals and the counting of DBE participation until all DBEs are reevaluated for DBE certification under new standards found in § 26.111 of the IFR. Therefore, any DBE related forms, goals, or commitments submitted prior to the effective date of the IFR are considered invalid and will not be taken into account in the award of this Contract 1.

Engineering staff has reviewed the above and determined that Halmar International, LLC, has fulfilled the requisite CMGC preconstruction requirements and has submitted an acceptable CAP. Based on the above findings, the District Engineer recommends that the Building and Operating Committee recommends that the Board of Directors approve authorizing award of Contract No. 2025-B-052, *Golden Gate Suspension Bridge Seismic Retrofit, Contract 1 - North and South Towers and North and South Side Spans*, to Halmar International, LLC, in the amount of \$863,949,008, subject to the District receiving Caltrans and FHWA approval of the award recommendation.

The District Engineer also recommends that a construction contingency budget be established for Contract No. 2025-B-052, in the amount of \$41,350,000. This amount is based upon the risks identified, priced, and assigned to the District during the CMGC preconstruction phase of the contract and listed in the Contract Risk Register.

Recommendations for construction management services associated with the administration of the construction contract, including engineering design construction support services, environmental monitoring services, scheduling support services, field inspection support services, and shop inspection quality assurance services, will be presented at future committee meetings.

### **Fiscal Impact**

Project #2520, *Golden Gate Suspension Bridge Towers and Side Spans Seismic Retrofit Construction*, is included in the FY 25/26 Bridge Division Capital Budget in the amount of \$870 million and is funded with \$395.7 million in federal Bridge Investment Program (BIP) funds, \$200 million in Caltrans Federal Highway Bridge Program (HBP) funds, and \$274.3 million in District reserves.

The proposed actions relative to the award of construction Contract No. 2025-B-052 would result in a \$141,726,000 increase to the total project budget. This increase will be funded with District reserves. Table 1 below shows the proposed revised project budget. Table 2 below shows the proposed revised project funding.

**TABLE 1: PROJECT BUDGET – #2520, *Golden Gate Suspension Bridge Towers and Side Spans Seismic Retrofit Construction***

DESCRIPTION	CURRENT PROJECT BUDGET	PROPOSED ADJUSTMENT	TOTAL PROPOSED PROJECT BUDGET
<b>Prime Construction Contract</b>	\$745,000,000	\$118,949,008	\$863,949,008
<b>Prime Construction Contract Contingency</b>	\$74,200,000	(\$32,850,000)	\$41,350,000
<b>Supplemental Work (CHP, NPS Permit, other permits)</b>	\$7,000,000	(2,124,000)	\$4,876,000
<b>Consultant Services (Construction Engineering, Environmental Compliance Monitoring, Scheduling Services, Shop Inspection Services, Field Inspection Services, etc.)</b>	\$27,500,000	\$28,000,000	\$55,500,000
<b>District Staff Labor/Fringe</b>	\$10,560,000	\$21,691,500	\$32,251,500
<b>Indirect Costs</b>	\$4,966,000	\$7,782,500	\$12,748,500
<b>General Project Expenditures</b>	\$774,000	\$276,992	\$1,050,992
<b>TOTAL</b>	<b>\$870,000,000</b>	<b>\$141,726,000</b>	<b>\$1,011,726,000</b>

**TABLE 2: PROJECT FUNDING – #2520, *Golden Gate Suspension Bridge Towers and Side Spans Seismic Retrofit Construction***

	<b>CURRENT AMOUNT</b>	<b><i>PROPOSED ADJUSTMENT</i></b>	<b>PROPOSED ADJUSTED AMOUNT</b>	<b>SHARE</b>
<b>Federal -Bridge Investment Program</b>	\$395,729,984	0	\$395,729,984	39%
<b>Caltrans HBP Funds</b>	\$200,000,000	0	\$200,000,000	20%
<b>District Reserves</b>	\$274,270,016	<i>\$141,726,000</i>	\$415,996,016	41%
<b>TOTAL</b>	<b>\$870,000,000</b>	<b><i>\$141,726,000</i></b>	<b>\$1,011,726,000</b>	<b>100%</b>