



2018

(Update to 2016 Plan)

Seaplane Lagoon Ferry Terminal Plan



City of Alameda

September 4, 2018

UPDATED
Seaplane Lagoon Ferry Terminal Plan
Alameda Point
September 4, 2018

Introduction and Purpose

On June 16, 2015, the City Council approved a Disposition and Development Agreement (DDA) with the private developer, Alameda Point Partners, LLC (APP), for the Site A development at Alameda Point, consisting of a 68-acre mixed-use project at the gateway of Alameda Point. As part of the backbone infrastructure included with the Phase 1 development of Site A consistent with the Master Infrastructure Plan for Alameda Point, APP and the City agreed to cooperate in the design, permitting and construction of a new ferry terminal at Seaplane Lagoon (Seaplane Lagoon Ferry Terminal) and APP agreed to contribute \$10 million towards its development. In accordance with the DDA [Article 5.2(b)(1) through (3)], a Ferry Terminal Plan shall be developed with a reasonable conceptual design and the Parties' best estimate of the schedule and costs based on available information. Consistent with the DDA and Ferry Terminal Plan, the City will obtain third party permits and approvals necessary for construction and operation of the Seaplane Lagoon Ferry Terminal and APP is responsible for completing the construction of the new terminal.

On April 5, 2016, the City Council approved the Ferry Terminal Plan and a Memorandum of Understanding (MOU) between the City of Alameda and the Water Emergency Transportation Authority (WETA) to provide a framework for collaboration on funding, operations, and maintenance of the \$18.2 million Seaplane Lagoon Ferry Terminal based on then current cost estimates. The MOU outlined that WETA was responsible for obtaining funds for operations and the procurement of the required vessels and the City was responsible for procuring sufficient funds for the development of the new Seaplane Lagoon Ferry Terminal. Both parties agreed to cooperate with each other in obtaining funds for these purposes.

Since significant progress has been made since the City Council approved the conceptual Ferry Terminal Plan in 2016, changes to the budget and funding plan have occurred, the City, in concert with APP and WETA, has updated the Ferry Terminal Plan for City Council approval on September 4, 2018.

The City's adopted plans for Alameda Point and the DDA envisions the development of a new ferry service between Alameda Point's Seaplane Lagoon and San Francisco. The Seaplane Lagoon ferry will create a transit hub at the heart of Alameda Point, encouraging Alameda Point residents and employers/employees and existing Alameda residents to be transit users.

The new ferry will not only help minimize peak-hour vehicle trips, but it will also significantly increase the possibility of attracting major commercial users to Alameda Point. A number of prospective commercial tenants that include higher-intensity employment uses, such as office uses, have indicated that the new ferry terminal and service is an important factor in locating at Alameda Point. Additionally, the location of the new ferry terminal at the foot of Pacific Avenue was planned carefully to minimize conflicts with recreational users within the 110-acre Seaplane Lagoon.

Progress Update Since 2016 Ferry Terminal Plan Approval

The following provides an update on progress made since the City Council approved the conceptual Ferry Terminal Plan in 2016:

- In June 2016, City staff submitted conceptual designs for the Seaplane Lagoon Ferry Terminal to the Bay Conservation Development Commission (BCDC) Design Review Board (DRB) for review of the design and public access elements. The DRB supported the design at that time with recommendations for a canopy and other interactive elements on the promenade outside the ferry and to proceed with final approval with no additional DRB review.
- In October 2016, WETA approved the procurement of the necessary vessels to expand service in the Central Bay, including for Seaplane Lagoon and approved the WETA Strategic Plan, which envisions 15-minute ferry service to and from San Francisco from the west end of Alameda.
- In March 2017, the City was awarded an \$8.2 million grant for the construction of the Seaplane Lagoon Ferry Terminal for the upcoming fiscal year 2019/2020 from the Alameda County Transportation Commission (ACTC), resulting in a total of \$18.2 million in funding for the Seaplane Lagoon Ferry Terminal.
- On March 6, 2018, the City Council authorized the City Manager to enter into an agreement with Marcy Wong Donn Logan (MWDL) Architects for architectural and engineering services for the design of the Seaplane Lagoon Ferry Terminal in advance of the closing of Site A to jump start the design and permitting process to meet the timeline for completion of construction in FY 2019/2020.
- On March 15, 2018, the City transferred land for Phase 1 of Site A to APP. With the closing, APP paid \$10 million towards the costs incurred for permitting, design and construction of the Seaplane Lagoon Ferry Terminal, including associated parking and landside improvements.
- During the April 2018 to July 2018 time period, the City obtained all of its required City approvals from the Planning Board and Historical Advisory Board for all aspects of the Seaplane Lagoon Ferry Terminal.
- Since March 2018, City staff and its design team, in cooperation with WETA and APP, have also made significant progress on obtaining the final design and permitting approvals required by outside regulatory agencies, such as BCDC.
- Based on the updated designs and current market conditions, the City, APP, WETA and its design team have updated previous cost estimates from multiple sources, which have indicated that the total cost of the Seaplane Lagoon Ferry Terminal is likely to exceed the previously estimated \$18.2 million by \$4 million for a total of \$22.2 million, due primarily to significant annual construction cost escalation.
- On June 5, 2018, the Bay Area voters approved RM3, a bridge toll increase measure that resulted in significant funding for capital and operational funds for WETA to implement its Strategic Plan, including new peak hour service to San Francisco from the new Seaplane Lagoon Ferry Terminal.

- On June 19, 2018, due to the increased costs, the City Council adopted a budget for FY 2018/2019 that included \$2 million in additional funds for the Seaplane Lagoon Ferry Terminal, resulting in \$20.2 million in total funding for the project.
- On August 2, 2018, the WETA Board discussed a request from the City for an additional \$2 million to help cover the increased costs and complete the needed funding for the Seaplane Lagoon Ferry Terminal. The WETA Board voiced general support for helping the City with the final required \$2 million, but made specific requests that they asked WETA staff and the City to address and respond to before returning for an action item at their next Board meeting on September 6, 2018, including the request that any WETA monies be used as the final funding source for the project in the event costs come in lower than expected.

The remainder of this plan has been updated to reflect the changes summarized above.

Background and Project Need

Public transportation on and off the island is a critical issue in Alameda. The closest existing ferry terminal to Seaplane Lagoon is the Alameda Main Street Terminal along the Oakland Alameda Estuary that serves Oakland's Jack London Square and Alameda. The Main Street ferry terminal service has limited ridership capacity during commute periods. Vessel conflicts at the float occur regularly and parking demand at the facility currently exceeds available spaces. For WETA, the additional capacity resulting from the Seaplane Lagoon Ferry Terminal is necessary to achieve the envisioned 15-minute peak service as included in the WETA Strategic Plan. The Main Street terminal is also operationally limited due to its configuration as a one-side float. In addition, access to the Main Street terminal has always been challenging given its isolated location, which forces many ferry riders to drive alone to the terminal due to a lack of bus service and below average bicycle and pedestrian infrastructure. The new Seaplane Lagoon Ferry Terminal will be closer to the residential areas of Alameda and significant improvements in bicycle and pedestrian infrastructure connecting Seaplane Lagoon Ferry Terminal with Site A and the rest of Alameda are or will be shortly under construction. Additionally, ridership demand is expected to further increase with the opening of Site A, which is under construction. The proposed Site A project will also provide additional transit service between the Seaplane Lagoon Ferry Terminal and BART to meet current and anticipated future demand from Alameda Point which will serve to help mitigate traffic congestion in Alameda.

Project Summary

The proposed project includes construction of a ferry terminal, including a pier, gangway and boarding float within the Seaplane Lagoon and associated facilities on land with parking, as described in detail below. A key driver in the location and design of the ferry terminal has been the need to avoid dredging, which would add additional levels of cost and review to the project. As proposed, the ferry terminal will not require dredging. While the ferry terminal site is physically south of the Site A property (Exhibit A), APP will construct the ferry terminal as part of Phase 1 Site A development and

provide interim landside improvements as described below. As Site B is developed over time, permanent landside improvements will be phased in according to the Town Center and Waterfront Plan.



Project Components

The Seaplane Lagoon Ferry Terminal project – consisting of both waterside and landside improvements – includes the following:

Waterside Improvements (Exhibits B and C)

- Abutment and pier at entrance to terminal to provide secure entry from land to pedestrian gangway
- A gangway will connect the pier to the passenger boarding float; the length of the gangway will be determined by tides at this location
- A passenger boarding float for entering and exiting the ferry vessel, which will be held in position by an arrangement of pipe guide piles and fender piles
- A canopy over the pier to provide protection from the elements while passengers are waiting for the ferry

Landside Improvements (Exhibits D-F):

- Improvements included in the current Seaplane Lagoon Ferry Terminal project:
 - Shoreline repairs or modifications, if necessary, where abutment ties into shoreline
 - Parking facilities for 400 vehicles at a temporary location
 - Passenger drop-off and pick-up or “Kiss and Ride”
 - Public access path connecting Site A to the terminal
 - New bike access routes and bike parking

- Improvements to be included in future development of Site B (Exhibits G-H):
 - As envisioned by the Town Center and Waterfront Precise Plan, the development of the area south of Site A will contribute a significant amount of commercial space to Alameda Point and further develop the Eastern Waterfront of Seaplane Lagoon to include low-rise shops and restaurants. As currently envisioned, this future development will also include a permanent ferry terminal buildout with permanent improvements and circulation features added to the landside improvements associated with the Seaplane Lagoon Ferry Terminal project. Additional improvements will include:
 - Increased bus terminal infrastructure
 - Larger ferry passenger waiting area with additional amenities
 - Comprehensive development and landscaping along the Eastern Waterfront
 - Relocation of the parking lot to its permanent location to the south, once the new streets have been constructed

Ferry Service

Service will connect Alameda Point and San Francisco with four to six AM peak departures to San Francisco and up to 12 PM peak departures from San Francisco (Ferry Building and Mission Bay) to Seaplane Lagoon, resulting in 20-minute service between Seaplane Lagoon and San Francisco. Off-peak and weekend service may be added as demand warrants.

Once construction is completed and vessels and operating funds are secured, WETA will begin operating the ferry service. Operations and maintenance costs will be funded by a combination of passenger fares and operating from multiple sources such as RM2 and the recently approved RM3 toll increase. WETA intends to commence operations from Seaplane Lagoon Ferry Terminal once it is completed in early 2020, assuming there are no delays in the release of RM3 funds to WETA due to a recent lawsuit challenging the measure.

Implementation Roles

- **Design/Permitting** – A team of consultants and contractors have been retained by the City to shepherd the design/permitting process – MWDL for waterside design, architecture and project management, COWI for waterside engineering, BKF Engineers for landside civil engineering, Groundworks for landscape architecture and HT Harvey & Associates for permitting. WETA has been engaged in the ferry terminal design and has reviewed and approved plans as they were drafted to confirm WETA ferry terminal standards are met.
- **Construction** – In keeping with the Alameda Point DDA, APP will oversee the construction of both landside and waterside construction as a construction manager, similar to their oversight of the other Site A public infrastructure. The City and WETA will maintain oversight of APP and the contractors as well.
- **Vessel Procurement and Operation** – WETA has procured the necessary vessels and is responsible for operations of the ferry according to the terms laid out in the MOU.

Delivery Schedule

After City Council approval of the updated Ferry Terminal Plan, the City will work with its consultant team to finalize permit applications with the regulatory agencies. Permits are needed from the U.S. Army Corps of Engineers, Regional Water Quality Control Board, Bay Conservation and Development Commission. The float component of the waterside improvements is a long lead-time and will be procured immediately following the City Council approval of this update to the Ferry Terminal Plan. The remaining waterside and landside construction, including installation of the float, is anticipated to begin in summer 2019 with completion of the terminal in the first quarter of 2020.

	2018				2019				2020	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Design	■									
Permitting			■		■					
Construction							■		■	
Start Operations									■	

Funding Plan

Implementation of the Seaplane Lagoon Ferry Terminal requires funding for three primary components of the project: (1) vessel procurement; (2) ongoing ferry service operations; and (3) ferry terminal construction. The following provides a summary of the proposed costs and funding for each component:

- Vessel Procurement** – on October 6, 2016, WETA approved a \$30 million contract to construct two 400-passenger vessels for their planned system expansions to Richmond, Seaplane Lagoon and Mission Bay that will be delivered 16 to 24 months from the award of contract in 2019.
- Operations** – If RM3 withstands the current legal challenge, WETA is currently planning on operating ferries from Seaplane Lagoon in early 2020 (upon completion of the Seaplane Lagoon Ferry Terminal) during the peak hours funded primarily with fare box revenues and regional bridge toll monies.
- Ferry Terminal Construction** – As described above, the total cost of the Seaplane Lagoon Ferry Terminal increased since April 2016 when the Ferry Terminal Plan was approved from \$18.2 million to approximately \$22 million. Sources of funding include \$10 million from APP, \$8.2 million from ACTC, \$2 million from the City, and tentatively \$2 million from WETA for a total of \$22.2 million in funding. The following table provides a summary of the currently estimated sources and uses of funds for the design and construction costs of all aspects of the new Seaplane Lagoon Ferry Terminal:

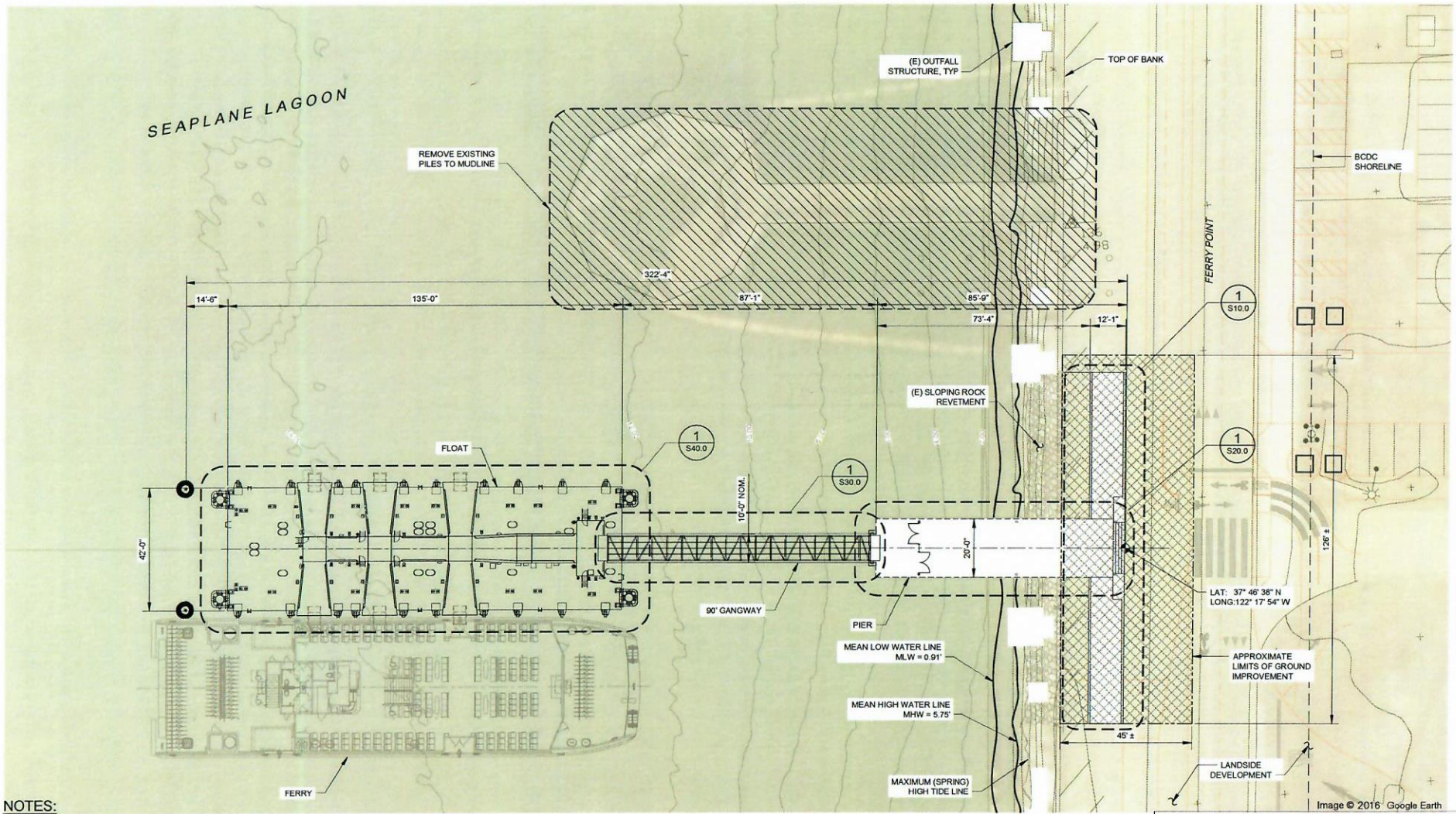
USES OF FUNDS		SOURCES OF FUNDS				
		Total	APP	ACTC	City	WETA (tentative)
		\$22,200,000	\$10,000,000	\$8,200,000	\$2,000,000	\$2,000,000
Hard Construction Costs						
Float Fabrication & Transportation		\$5,908,000	\$5,908,000	\$0	\$0	\$0
Contingency	0%	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
Subtotal		\$5,908,000	\$5,908,000	\$0	\$0	\$0
Other Waterside Improvements (Pier, Gangway, Float Superstructure)		\$6,784,000	\$0	\$6,784,000	\$0	\$0
Contingency	10%	<u>\$678,400</u>	<u>\$0</u>	<u>\$678,400</u>	<u>\$0</u>	<u>\$0</u>
Subtotal		\$7,462,400	\$0	\$7,462,400	\$0	\$0
Landside Improvements		\$4,000,000	\$0	\$737,600	\$1,933,288	\$1,329,112
Contingency	10%	<u>\$400,000</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$400,000</u>
Subtotal		\$4,400,000	\$0	\$737,600	\$1,933,288	\$1,729,112
Total Hard Costs		\$17,770,400	\$5,908,000	\$8,200,000	\$1,933,288	\$1,729,112
Soft Costs						
Design, Engineering, Inspections and Fees		\$3,200,000	\$3,200,000	\$0	\$0	\$0
Contingency	10%	<u>\$320,000</u>	<u>\$253,288</u>	<u>\$0</u>	<u>\$66,712</u>	<u>\$0</u>
Construction Management Fee (% of Hard & Soft Costs)	3%	<u>\$638,712</u>	<u>\$638,712</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
Total Soft Costs		\$4,158,712	\$4,092,000	\$0	\$66,712	\$0
TOTAL USES OF FUNDS		\$21,929,112	\$10,000,000	\$8,200,000	\$2,000,000	\$1,729,112
<i>Net Available Balance</i>		<i>\$270,888</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$270,888</i>

Exhibits A – H included

Exhibit A
Ferry Terminal Location



Exhibit B Waterside Improvements



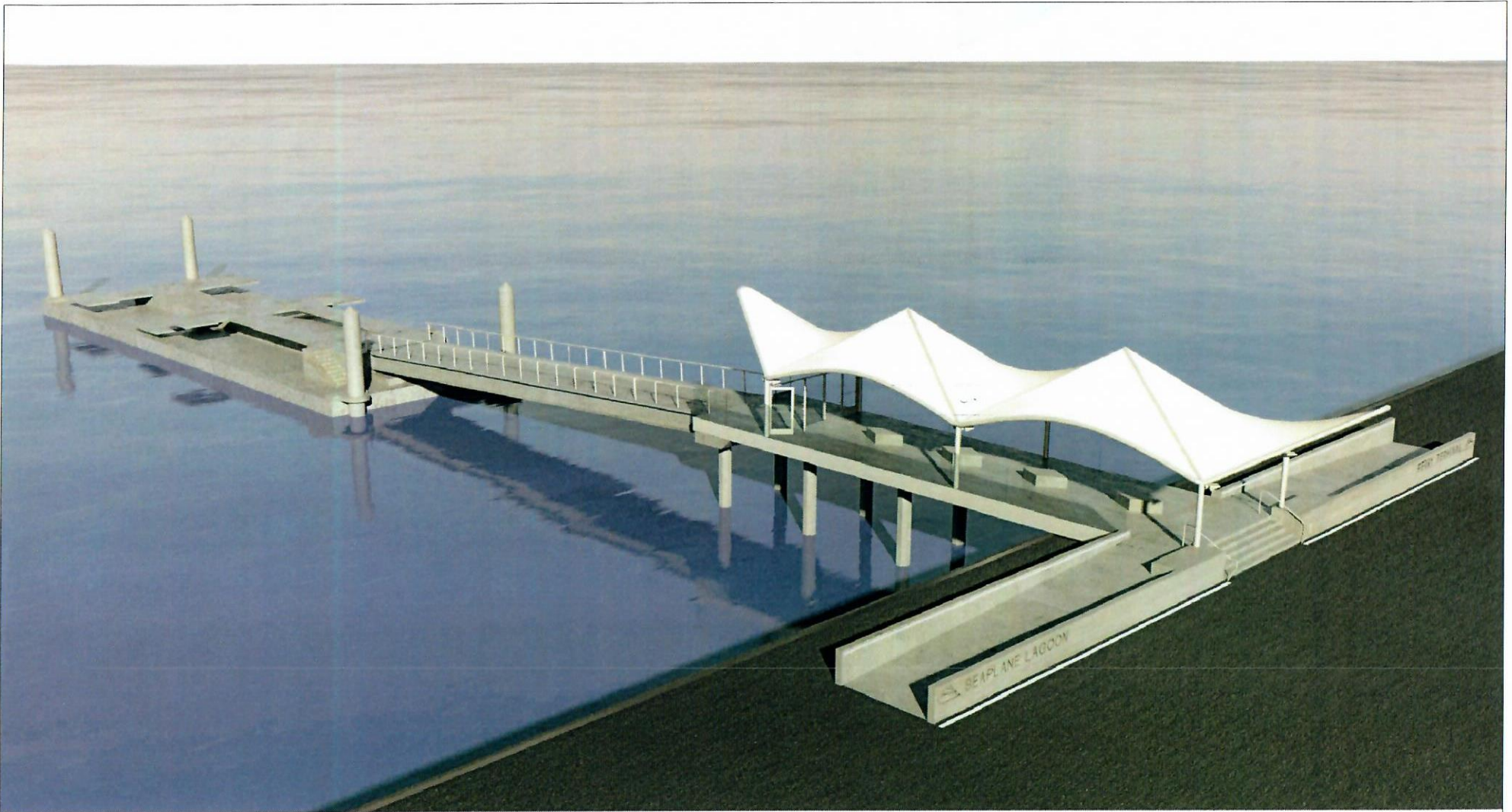
- NOTES:**
- 1 DEPTH CONTOURS AND SOUNDINGS IN FEET, MLLW, ETAC SURVEY NOVEMBER, 2014. 0.0' MLLW = -0.23' NAVD88
 - 2 WATER ELEVATIONS ARE REFERENCED TO NAVD88

1 TERMINAL SITE PLAN
SCALE: 1/16" = 1'-0" AT FULL SIZE

**30% PROGRESS PRINT
05/25/18**

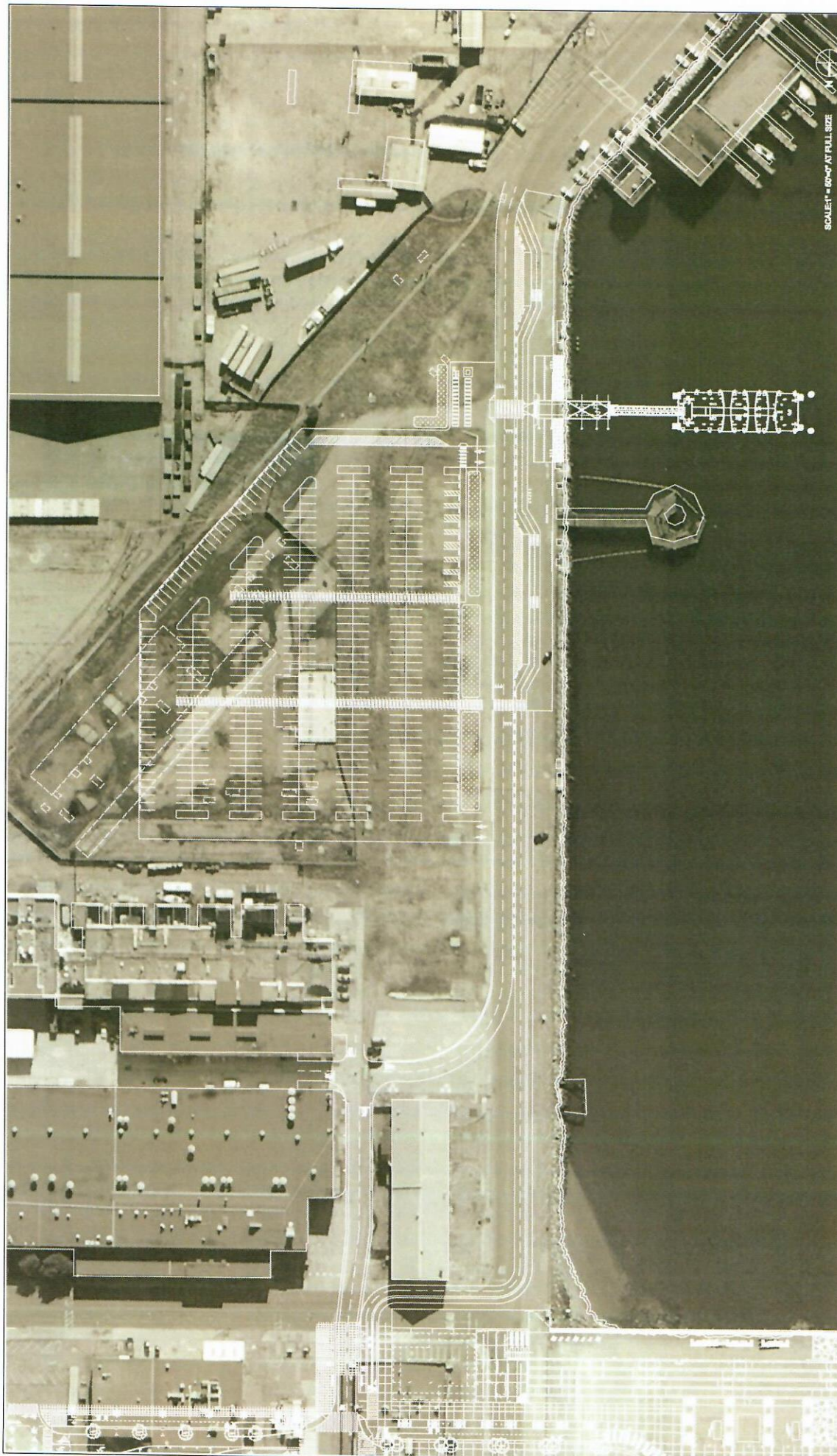
<p>CITY OF ALAMEDA SRM ENG'G MARGISON MARGIETTE THOMPSON DORRMAN PARTNERS FRANKELLE CROW RESIDENTIAL</p>	<p>Client CITY OF ALAMEDA Jennifer O'H, Michelle Giles</p> <p>Developer ALAMEDA POINT PARTNERS Stephanie Hill</p>	<p>Architects MARCY WONG DONN LOGAN A R C H I T E C T S Tel: 510.433.0910 Email: cdonn@wonglogan.com</p> <p>Marine/Structural Engineer COWI NORTH AMERICA INC Tel: 510.247.7154 Email: pmc@cowi.com</p>	<p>Civil Engineer BKJ Tel: 705.949.2244 Email: dcoche@bkj.com</p> <p>Electrical Engineer THE ENGINEERING ENTERPRISE Tel: 510.242.1522 Email: paul@engent.com</p>	<p>Landscape Architect GROUNDWORKS OFFICE Email: beerc@groundworksllc.com</p> <p>Lighting Design HORTON LEES BROGDEN Tel: 415.348.8272 Email: hll@hortonlees.com</p>	<p>Stamp</p>	<p>Project</p> <p>SEAPLANE LAGOON FERRY TERMINAL</p> <p>Ferry Point Road, Alameda CA 94501</p>	<p>Revisions</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>Issue</th> <th>Date</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> </tr> <tr> <td> </td> <td> </td> </tr> <tr> <td> </td> <td> </td> </tr> <tr> <td> </td> <td> </td> </tr> </tbody> </table> <p>A - 30% PROGRESS PRINT 05-25-18</p>	Issue	Date									<p>Project No. 1801</p> <p>Phase LANDSIDE SET - CITY REVIEW</p> <p>Date 04/04/2018</p> <p>Drawn by NIF</p> <p>Checked by JPC</p> <p>Scale of Sheet Size 22X34</p>	<p>Sheet Name</p> <p>S1.5</p> <p>Sheet No.</p> <p>FERRY LANDING PLAN</p>
Issue	Date																		

Exhibit C
Waterside Improvement Rendering



1 RENDERING 1

<p>CITY OF ALAMEDA SAM ERNST MARCOU MARQUETTE THOMPSON CORFMAN PARTNERS BLANCKHILL CROW RESIDENTIAL</p>	<p>Client CITY OF ALAMEDA Janelle Ott, Michelle Giles</p> <p>Developer ALAMEDA POINT PARTNERS Alexandra Daum</p>	<p>Architect MARCY WONG DONN LOGAN ARCHITECTS Tel: 310 843 7913 Email: office@wonglogan.com</p> <p>Marine/Structural Engineer COWI NORTH AMERICA INC Tel: 310 287 7144 Email: jpc@cowi.com</p>	<p>Civil Engineer BKF Tel: 925 940 2214 Email: dachae@bkf.com</p> <p>Electrical Engineer THE ENGINEERING ENTERPRISE Tel: 310 263 3322 Email: jru@teeengine.com</p>	<p>Landscape Architect GROUNDWORKS OFFICE Email: doreen@groundworkoffice.com</p> <p>Lighting Design HORTON LEES BROGDEN Tel: 415 348 9272 Email: hlabove@hortonlees.com</p>	<p>Stamp</p>	<p>Project SEAPLANE LAGOON FERRY TERMINAL Ferry Point Road, Alameda CA 94501</p>	<p>Revisions</p> <table border="1"> <thead> <tr> <th>Issue</th> <th>Date</th> </tr> </thead> <tbody> <tr><td> </td><td> </td></tr> <tr><td> </td><td> </td></tr> <tr><td> </td><td> </td></tr> <tr><td> </td><td> </td></tr> </tbody> </table>	Issue	Date									<p>Project No. 1801</p> <p>Phase WATERSIDE SET</p> <p>Date 05/18/2018</p> <p>Drawn by SM</p> <p>Checked by KR</p> <p>Scale of Sheet Site 22X34</p>	<p>Sheet Name A2.5</p> <p>Sheet No. RENDERING 1</p>
Issue	Date																		



SCALE: 1" = 60'-0" AT FULL SIZE

Project No.	1801	Sheet Name	G0.02
Phase	LANDSIDE SET - CITY REVIEW	Sheet No.	AERIAL OVERLAY
Date	07/19/2018	Drawn By	DK
Checked by	WS	Scale of Sheet Size	22X34

Revisions	Date
Issue	

Project
SEAPLANE LAGOON FERRY TERMINAL
 Ferry Point Road, Alameda CA 94501

Stamp

Architect: **GROUNDWORK OFFICE**
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 Tel: 415.763.8272
 Email: info@groundworkoffice.com

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Electrical Engineer: **THE ENGINEERING ENTERPRISE**
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 Alameda, CA 94501
 Tel: 415.763.8272
 Email: info@theengineeringenterprise.com

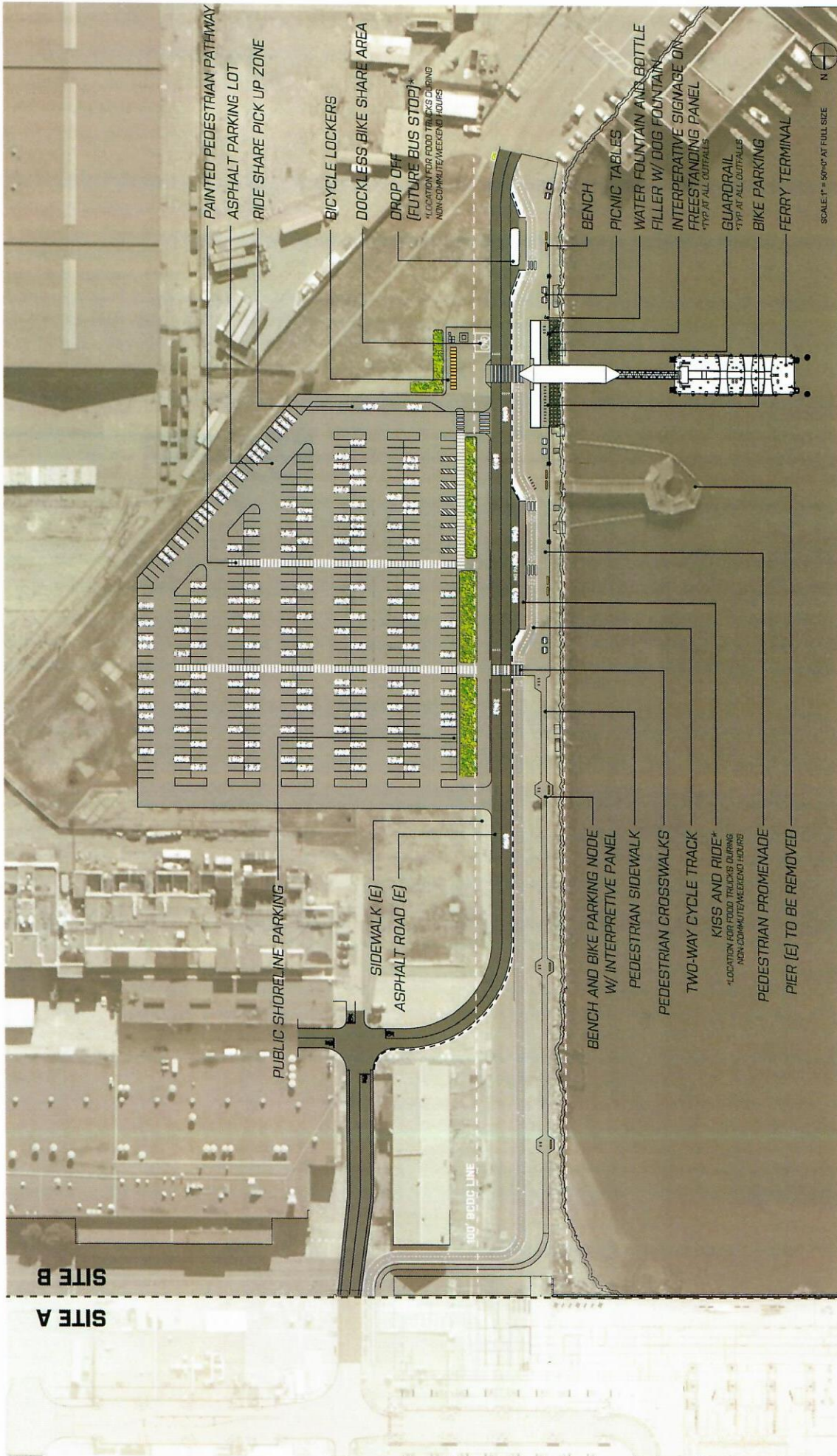
Architect: **MARCY WONG DONN LOGAN ARCHITECTS**
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 Email: marcy@marcywongdonn.com

Marine/Structural Engineer: **COWI NORTH AMERICA INC**
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 Alameda, CA 94501
 Tel: 415.763.8272
 Email: cowa@cowi.com

Client: **CITY OF ALAMEDA**
 Jennifer O'Leary, Architect Clerk

Developer: **THOMPSON DORFMAN PARTNERS LLC**
 Alameda District

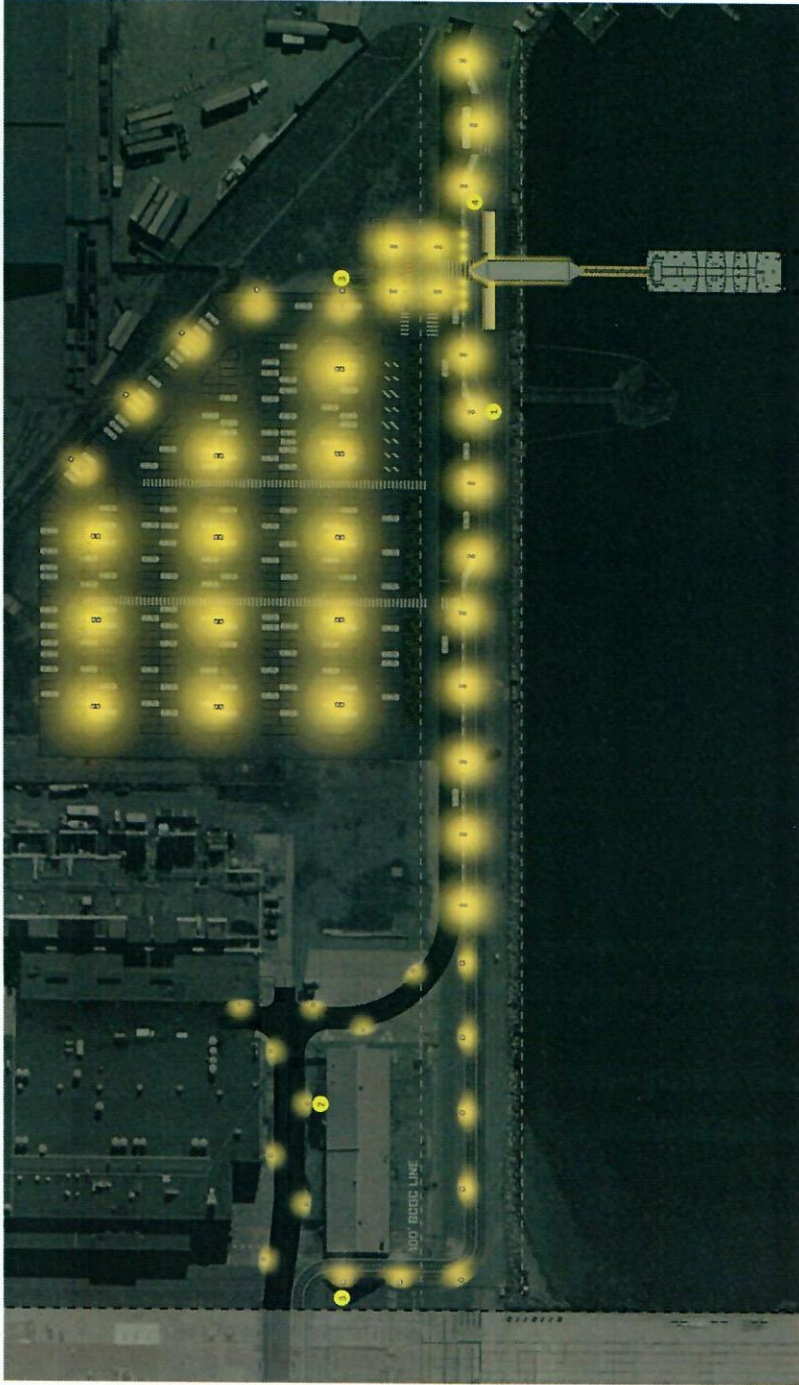
CITY OF ALAMEDA
 WASHINGTON MARGARET
 TRAMMEL
 TRAMMEL COUNCIL MEMBER



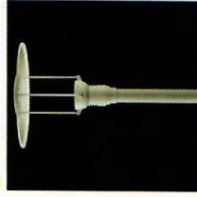
CITY OF ALAMEDA JAMES L. JOHNSON MAYOR HOWARD L. COOPER, RESIDENTIAL ALAMEDA DISTRICT	Client CITY OF ALAMEDA Jennifer O'Neil, Director, City	Architects MARCY WONG DOWN LOGAN 4815 14th St #100, Alameda, CA 94501 415.762.2724 www.wonglogandown.com	Civil Engineer 1701 14th Street, Alameda, CA 94501 415.762.2724 www.dorham.com	Electrical Engineer 1701 14th Street, Alameda, CA 94501 415.762.2724 www.dorham.com	Stump Landscape Architect GROUNDWORKS OFFICE 1000 Broadway, Alameda, CA 94501 415.762.2724 www.groundworks-office.com	Project SEAPLANE LAGOON FERRY TERMINAL Ferry Point Road, Alameda CA 94501	Revisions Issue _____ _____ _____ _____ _____	Project No. 1801 Phase LANDSIDE SET - CITY REVIEW Date 07/23/2018 Drawn by DK Checked by WS Scale of Sheet Size 22x34	Sheet Name _____ Sheet No. _____
								Scale of Sheet Size 22x34	Sheet Name _____ Sheet No. _____

Ferry Terminal Landside

Overall Lighting Plan



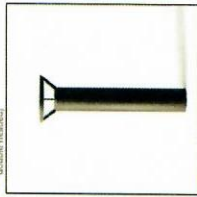
1 Double-headed area light



2 Area light



3 Solar powered area light (angle and shade variable)



4 Hemisphere Bollard



Seaplane Lagoon Ferry Terminal

Page 11 23 July 2018
Project No. 13058

Project No.	1801
Phase	LANDSIDE SET - CITY REVIEW
Date	07/09/2018
Drawn by	SM
Checked by	KR
Scale of Sheet Size	22034

Revisions	Date
Issue	

Project	SEAPLANE LAGOON FERRY TERMINAL
Location	Ferry Point Road, Alameda CA 94501

Stamp	
Landscape Architect	GROUNDWORKS OFFICE 1000 Broadway Street, Suite 212, San Francisco, CA 94107 www.groundworks.org
Lighting Designer	MARKUS PROGNEN 1000 Broadway Street, Suite 212, San Francisco, CA 94107 www.markusprognen.com

Civil Engineer	ARCY WONG DOON LOGAN 1000 Broadway Street, Suite 212, San Francisco, CA 94107 www.arcywong.com
Electrical Engineer	ENTERPRISE 1000 Broadway Street, Suite 212, San Francisco, CA 94107 www.enterprise.com

Client	CITY OF ALAMEDA 300 Burrell Street, Suite 212, San Francisco, CA 94107 www.ci.alameda.ca.us
Developer	CH2M PARTNERS 1000 Broadway Street, Suite 212, San Francisco, CA 94107 www.ch2mpartners.com



Exhibit G

