



COUNTY OF SONOMA

575 ADMINISTRATION
DRIVE, ROOM 102A
SANTA ROSA, CA 95403

SUMMARY REPORT

Agenda Date: 3/3/2026

To: Sonoma County Board of Supervisors

Department or Agency Name(s): Sonoma County Regional Parks

Staff Name and Phone Number: Bert Whitaker, 707-565-2041; Karen Davis-Brown, 707-565-1359

Vote Requirement: 4/5th

Supervisorial District(s): Second

Title:

Tolay Lake Regional Park Gathering Area Phase 2 Shade Structure - Bid Award

Recommended Action:

- A) Approve Plans and Specifications for the Tolay Lake Regional Park Gathering Area Phase 2 - Shade Structure Project.
- B) Award the construction contract to FRC, Inc. in the amount of \$986,206 for a contract term of one hundred forty working days after the issuance of the Notice to Proceed and authorize the Director of Sonoma County Regional Parks or their designee to execute the contract.
- C) Authorize the Director of Regional Parks to execute change orders to the construction contract that do not exceed 10% of the total project cost. If this contingency is exercised, total contract amount would be up to \$1,084,826.
- D) Adopt a Resolution authorizing a budget adjustment to increase the FY 2025-2026 Tolay Gathering Area Capital Project budget by \$530,013. Additional funding is requested from Intergovernmental Mitigation Agreement funding (\$503,513), Area 5 Park Mitigation Fees (\$14,000), and Helen Putnam Kelly Creek Trail capital project (\$12,500) (4/5th Vote Required.)

Executive Summary:

Construction of a shade structure and interpretive elements at the Tolay Gathering Area will complete Phase 2 improvements that will be available for public use and events. The amphitheater will be a culturally rich gathering place inspired through the Federated Indians of Graton Rancheria tribal members' culture and values, with tribute to the tribal ancestral imagery, stories, and historical utilization of Tolay Lake as a place where neighboring tribal communities traveled long distances to attend gatherings for ceremony, celebration and healing. Regional Parks and the Federated Indians of Graton Rancheria have worked collaboratively on the intricate design details, to complete the interpretive project elements. Phase 1 of the Gathering Area construction was completed in summer of 2024. □

Discussion:

The Federated Indians of Graton Rancheria (FIGR) and Regional Parks project team worked collaboratively to co-design the project with a team of consultant engineers, architects and landscape architects on the first phase of the project. The shade structure and several interpretive design elements were not included in the first phase as those final design features were not yet determined by the collaborative efforts of the design team. The shade structure and the site are heavily influenced by their distinctive interpretive elements, and additional time was needed to ensure the final design and intricate details of the basket-weave imagery met

the design-team's ultimate standards. The new Gathering Area, through its tribal-influenced design, expresses the living and historical tribal culture and the significance of returning to the land through co-management of the park.

Once constructed, the Gathering Area will be programmed through the shared vision of the Federated Indians of Graton Rancheria and Regional Parks and be used by a wide variety of groups. The new space will support events, celebrations, ceremonies, and interpretive and school programs to educate and inspire community stewardship of local cultural and environmental resources.

The process of acquiring Tolay Lake Regional Park was the beginning of the well-established relationship between the Federated Indians of Graton Rancheria and Regional Parks. A shared vision of park management through a Memorandum of Agreement, first approved by both government agencies in 2004 as the park was acquired, supported a shared vision of park planning, management, and resource protections. In 2018 the Master Plan and Environmental Impact Report were approved and adopted, along with adopting a co-management agreement between governments. Most recently, in October 2022, a twenty-year Co-Management Agreement was signed by both Governments for all aspects of protection, planning, operations, and maintenance of the park.

The design and construction completion of the first phase of the Gathering Area represents a dedicated working relationship shown through the culmination of shared ideas for improvements creating an event space defined by its unique tribal-influence interpretive features. This one-of-a-kind gathering area focuses on connecting the living tribe with the sacred landscape and the natural setting to bring people together to promote cultural understanding.

Tolay Gathering Area Phase 1 construction cost totaled \$2,132,814. Work included felling eucalyptus trees, grading the site as an amphitheater, installing accessible paths, constructing seating around stage and fire pit, new fencing and entry gates, paved vehicular paths, native ethnobotanical planting and irrigation including a new water pump, and new PG&E service drop for Phase 2 lighting and amplified sound at the stage.

Funding for the first phase of the Tolay Gathering Area work included two state grants, Community Benefit funds provided by FIGR, the Regional Parks Foundation, Parks for All Measure M, and Area 5 Park Mitigation Fees. This funding has been used for design development, surveys, engineering, permitting, construction, project administration, management, development, coordination, construction documents, and all required tests and inspections and for the first phase of construction.

The total estimated cost to complete Phase 2 of the Tolay Gathering Area construction is \$1,100,013. Staff requests \$503,513 in Intergovernmental Mitigation Agreement Community Benefit funding contributed by FIGR and managed by the County Executive's Office to complete this project. Funding for Community Benefit Programs, including County Regional Parks and Sonoma County Open Space District, was established through an agreement between the County and FIGR. This agreement requires consultation and agreement with the FIGR prior to expenditure of Community Benefit funds for Regional Parks projects. The County has met and consulted with the tribe, and on January 16, 2026, the FIGR Tribal Council approved the spending plan.

Staff also requests \$26,500 for construction and construction management expenses utilizing \$14,000 from Area 5 Park Mitigation Fees, and \$12,500 from the Helen Putnam Kelly Creek Trail capital project.

The Tolay Lake Gathering Area Phase 2 Project bid was structured as a base bid with two additive alternates. The base bid was used to determine the low bid proposed for a contract award. The engineer's estimate provided by the prime consultant was between \$800,000 and \$850,000 dollars.

The base bid construction includes a dramatic open-sided shade structure over a portion of the stage, constructed in steel. The roof shape symbolizing a bird in flight features laser cut panels along its edge in a traditional Miwok basket-weave mountain pattern. The steel support columns are wrapped in rounded custom laser cut panels, and several wood lodgepole supports further emphasize its tribal identity. The completed shade structure will include lighting and electrical outlets.

Five gates installed during the first phase of construction will receive custom-cut laser panels. The panels were conceptually designed by a FIGR tribal member and depict typical lake-edge landscape. This imagery is reinforced on the shade structure column panels. Work also includes completion of two entry spaces and four teaching circles partially constructed during phase one. Construction will complete and incorporate the essential interpretive elements at each location. The interpretive features include welcome signs describing sense of place at the two main entry points. Also, inside each teaching circle, images sandblasted into the concrete will portray animals and their tracks.

The two additive alternative items include shade sails and a steel-panel restroom screen. The shade sails will be inserted into slots existing in the concentric concrete seat-walls and installed in a pattern to accentuate the site's tribal aesthetic. The steel restroom screen includes custom laser cut panels reinforcing the lake landscape imagery.

The project was sent to County Purchasing for posting Supplier Portal on August 29, 2025, and was advertised for bidding on August 29th and September 3rd, in the Press Democrat.

On September 12, 2025, a mandatory pre-bid conference at Tolay Lake Regional Park was held to provide contractors with a chance to view the project site and evaluate conditions for bidding.

On October 21, 2025, at 2:00 pm, bids were opened by the Purchasing Division. Nine (9) bids were received as shown in the attached Bid Tabulation. The apparent low bidder, DMR Builders, subsequently requested permission to withdraw its bid on the basis of mistake pursuant to Public Contract Code §§ 5101 and 5103, which was granted on October 29, 2025.

Per California Public Contract Code Section 20128 the low responsive bid was that of FRC, Inc. in the amount of \$815,367. for base bid and two additive alternatives in the amount of #1 \$74,007 and #2 \$96,832. Staff is recommending that the Board approve the Construction Plans and Project Manual entitled "Tolay Regional Park Gathering Area Phase 2 - Shade Structure," award the contract to low bidder FRC, Inc. in the amount of \$986,206, and delegate to the Director authority to approve change orders to the contract, so long as the changes do not exceed 10% of the total project cost, as necessitated by the final conditions, agency approvals and other project contingencies.

Strategic Plan:

N/A

Racial Equity:

Was this item identified as an opportunity to apply the Racial Equity Toolkit?

No

Prior Board Actions:

Jan 11, 2024 - Sonoma County Board of Supervisors approved the Construction Plans and Project Manual plans for the "Tolay Regional Park Gathering Area Construction Project." funding, including a budget adjustment, for initial construction of the Tolay Gathering Area and awarded the contract to EF Brett.

September 12, 2023 - Sonoma County Board of Supervisors accepted the County of Sonoma Capital Project Plan 2023-2028, including subject Tolay Lake Regional Park Gathering Area.

October 4, 2022 - Approval to enter into a Co-Management Agreement for the Tolay Lake Regional Park in partnership with the Federated Indians of the Graton Rancheria for a twenty-year term.

May 11, 2021 - Authorizes the Application for Grant Funding to apply for State Parks Per Capita Grant Program funds (resolution #21-0196).

September 17, 2019 - Authorizes the Application for Grant Funding for The Cultural, Community & Natural Resources Grant Program for Tolay Lake Gathering Area (resolution #19-0371).

October 9, 2018 - Certifies the Final EIR for the Tolay Lake Regional Park Master plan, Adopts a statement of overriding considerations for the project; approves the Master Plan, Amends the General Plan land use designation, designates the park property as an "Existing Park" on the General Plan Open Space maps; (resolution #18-0424); and approves extending the Memorandum of Agreement for Master Plan and EIR between the County of Sonoma and the Federated Indians of Graton Rancheria.

October 23, 2012 - Approval to execute the Intergovernmental Mitigation Agreement between the County of Sonoma and the Federated Indians of Graton Rancheria.

FISCAL SUMMARY

Expenditures	FY25-26 Adopted	FY26-27 Projected	FY27-28 Projected
Budgeted Expenses	\$570,000		
Additional Appropriation Requested	\$530,013		
Total Expenditures	\$1,100,013		
Funding Sources			
General Fund/WA GF			
State/Federal			
Fees/Other	\$530,013		
Use of Fund Balance	\$570,000		

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General Fund Contingencies			
Total Sources	\$1,100,013		

Narrative Explanation of Fiscal Impacts:

Available funding is \$570,000 provided by FIGR in the Tolay Lake Regional Park Gathering Area Capital Project budget. Staff requests an additional \$503,513 from Intergovernmental Mitigation Agreement funding, \$14,000 from Park Mitigation Area 5, and \$12,500 from Helen Putnam Kelly Creek Trail capital project funding.

Staffing Impacts:			
Position Title (Payroll Classification)	Monthly Salary Range (A-I Step)	Additions (Number)	Deletions (Number)

Narrative Explanation of Staffing Impacts (If Required):

None

Attachments:

- Budget Resolution
- Contract with FRC, Inc.
- Bid Tabulation
- Construction Plans
- Project Manual

Related Items "On File" with the Clerk of the Board:

None