



DATE ISSUED: June 20, 2007 REPORT NO. CCDC-07-22
CCDC-07-10

ATTENTION: Honorable Chair and Members of the Redevelopment Agency
Council President and City Council
Docket of June 26, 2007

ORIGINATING DEPT.: Centre City Development Corporation

SUBJECT: Park Boulevard at Harbor Drive Pedestrian Bridge – Request to
Bid Construction, Acceptance of Federal Transportation Funds,
Second Amendment to Agreement for Design Consulting Services
with T.Y. Lin International - East Village Redevelopment District
of the Expansion Sub Area of the Centre City Redevelopment
Project

COUNCIL DISTRICT: District 2

REFERENCE: None

STAFF CONTACT: William R. Yee, Associate Project Manager (619) 533-7139

REQUESTED ACTION:

That the Redevelopment Agency (the “Agency”) and the City Council (the “Council”) take such actions as necessary to provide for the advertisement of construction of the Park Boulevard at Harbor Drive Pedestrian Bridge (the “Project”); that the Council accepts federal transportation funds allocated for the Project and transfers said funds to the Agency; and that the Agency approve the Second Amendment to Agreement for Design Consulting Services with T.Y. Lin International in an amount not to exceed \$300,000. The maximum compensation will not exceed \$2,765,941.

STAFF RECOMMENDATION:

That the Agency:

- Authorize the Centre City Development Corporation (the “Corporation”), on behalf of the Agency, to advertise and receive bids for construction of the Project;
- Accept allocated federal transportation funds for the Project to be transferred from the City of San Diego;
- Make certain findings that the proposed improvements benefit the Centre City Redevelopment Project (the “Project Area”) or the immediate neighborhood in which the Project is located; that no other reasonable means of financing the improvements are available to the community; that the payment of funds of such improvements will assist in the elimination of blighting conditions inside the Project Area; and that the proposed improvements are consistent with the Implementation Plan adopted for the Project Area pursuant to Health and Safety Code 33490 (Attachment A);

- Adopt a resolution stating for the record that the Agency has previously reviewed and considered information contained in the Final Mitigated Negative Declaration (the “MND”) environmental document as it pertains to the Project; and
- Approve the Second Amendment to Agreement for Design Consulting Services with T.Y. Lin International in an amount not to exceed \$300,000. The maximum compensation will not exceed \$2,765,941.

And that the Council:

- Accept allocated federal transportation funds for the Project from the Federal Highway Administration (the “FHWA”) through the California Department of Transportation (“Caltrans”);
- Authorize the transfer of said federal transportation funds for the Project to the Agency;
- Make certain findings that the proposed improvements benefit the Project Area or the immediate neighborhood in which the Project is located; that no other reasonable means of financing the improvements are available to the community; that the payment of funds of such improvements will assist in the elimination of blighting conditions inside the Project Area; and that the proposed improvements are consistent with the Implementation Plan adopted for the Project Area pursuant to Health and Safety Code 33490 (Attachment A); and
- Adopt a resolution stating for the record that the Agency has previously reviewed and considered information contained in the MND environmental document as it pertains to the Project.

SUMMARY:

The Ballpark District Plan has always contemplated a reconfigured 12th Avenue/Park Boulevard, providing the long desired Park-to-Bay-Link across Harbor Drive with an open view corridor and access to the waterfront. This Project is a direct result of the closing of the former Eighth Avenue crossing at Harbor Drive, an infrastructure work component of the Downtown Ballpark and Ancillary Development Project.

The California Public Utilities Commission (“CPUC”) (the regulatory authority for railroad activities throughout California) stipulated in a 2003 legal decision that it would grant permission to re-open the new Park Boulevard crossing on the condition that a grade-separated crossing for pedestrians, vehicular and rail traffic was constructed. The construction of a pedestrian bridge was deemed the most feasible of all grade-separated options considered.

FISCAL CONSIDERATIONS:

Bids received will be evaluated, and presented later this year for consideration. If appropriate, a recommendation will be made to award a construction contract to the lowest responsible bidder. Funds for the Second Amendment to Agreement for Design Consulting Services with T.Y. Lin International are available in the Fiscal Year 2008 Project Budget. Previous Agency actions have already encumbered \$2,465,941.

CENTRE CITY DEVELOPMENT CORPORATION RECOMMENDATION:

On April 25, 2007, the Corporation Board of Directors unanimously approved this item.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

In 2004, three stakeholder groups (Civic/Community, Technical/Agency, Design Community) were established comprised of representatives from the City of San Diego (Mayor and Council offices), Corporation, Centre City Advisory Committee (“CCAC”), Port of San Diego, Gaslamp Quarter and East Village associations, Downtown San Diego Partnership, design community, and others to solicit input regarding the Project’s conceptual designs, and to make a recommendation for the preferred design. Several community forums were also held to gather feedback from the general public regarding the conceptual designs, and the preferred option.

Since that time, periodic Project updates have been provided to the Agency/Council, the Corporation Board and its Real Estate and Budget/Finance and Administration committees, the Port of San Diego, the CCAC, the East Village and Gaslamp Quarter associations, and the Downtown San Diego Partnership.

Public outreach efforts have included Project presentations to local community groups and associations; regional design/engineering and construction professional associations; Project publications in regional trade periodicals, and Project postings on the Corporation’s website.

BACKGROUND

This Project advances the Visions and Goals of the Centre City Community Plan and the Objectives of the Centre City Redevelopment Project by:

- Creating public spaces and wide promenades providing easy pedestrian access to the waterfront and spectacular city-wide views;
- Providing safe, efficient and environmentally sensitive transportation systems;
- Encouraging the expansion of the business district and establishing linkages to San Diego Bay and the Embarcadero;
- Strengthening the economic base of downtown with public improvements to support and stimulate new development; and
- Minimizing the conflict between pedestrians and vehicular/rail traffic.

DEVELOPMENT TEAM:

ROLE/FIRM	CONTACT	OWNED BY
Developer: CCDC/Agency/City	Michael W. Ruth William R. Yee Kris Shackelford, Senior Civil Engineer	(Publicly Owned)
Engineer: T.Y. Lin International	Mark Ashley, Senior Vice President Joe Tognoli, Senior Bridge Engineer	TYLI Group Limited, Owner John Haussmann, CEO Man-Chung Tang, Chairman of the Board (Privately Owned)
Architect: Safdie Rabines Architects	Ricardo Rabines, Principal	Ricardo Rabines Taal Safdie (Privately Owned)

Scope of the Project – The Project consists of construction of a pedestrian overcrossing structure on the easterly side of the intersection of Harbor Drive and Convention Way near Petco Park in the East Village neighborhood of downtown. The bridge structure will provide pedestrian access over Harbor Drive and the railroad tracks, spanning from the existing San Diego Convention Center hotel parking structure on the south side of Harbor Drive to the proposed site of the Ballpark Village development on the north side of the railroad tracks and the east side of Park Boulevard. The Project will also include construction of public open space plazas on both sides of Harbor Drive, including a stand-alone elevator tower on the north plaza adjacent to the future Ballpark Village development.

Project Budget and Financing – The total construction cost is estimated to be \$21,072,008 (including a \$3.5 million contingency). The most recent cost estimate for the Project was completed in April 2007 by Hazard Construction, a heavy civil general contractor, and subconsultant to the Project team providing cost estimating and construction management services. Project funding is a combination of public and private monies, as shown below:

<u>Sources of Funds</u>		<u>Uses of Funds</u>	
Agency/CCDC (62%)	\$15,662,874	Construction	\$17,560,006
FHWA – SAFETEA-LU (10%)	2,400,000	Contingency (20%)	3,512,002
FHWA/STIP/SANDAG (8%)	2,000,000	Design/Engineering	2,765,941
Private Contribution – JMI Realty (20%)	<u>4,900,000</u>	Right of Way	398,925
		Construction Mgmt.	601,000
		Permitting Fees	<u>125,000</u>
Total Sources of Funds	<u>\$24,962,874</u>	Total Uses of Funds	<u>\$24,962,874</u>

The Corporation Board has expressed significant concerns regarding the increasing construction cost of the Project. Value engineering efforts by the Project team have been conducted throughout the preliminary and final design phases. While the final design is at the 100% mark, the Project team was recently directed to pursue additional value engineering options to decrease the overall construction cost to an acceptable amount, thereby reducing the Agency’s participation. Advertising for bids will also help determine final Project costs and assist in the approval process.

Design Services

The proposed Second Amendment to Agreement for Design Consulting Services with T.Y. Lin International is for estimated value engineering analysis and design services on a time and materials basis in an amount not to exceed \$300,000. The following provides a summary of the financial status of the Agreement:

Original Agreement (August 2004)	\$550,000
First Amendment (March 2005)	\$1,915,941
Paid to Date	(\$2,036,635)
Outstanding Invoice	(\$24,347)
Proposed Second Amendment	\$300,000
Amount Available Subsequent to the Proposed Second Amendment	<u>\$704,960</u>

Participation by Agency – While other public agencies (federal, state, regional) and private sources are currently providing \$9,300,000 (38% of total Project budget), the current Agency participation is \$15,662,874 (62% of the total Project budget). Other public and private funding sources are currently being pursued, which if successful could lower the Agency participation. In addition, value engineering alternatives are planned to be implemented, which could further lower the Agency’s overall participation.

Proposed Schedule of Performance – The following is a summary of the projected schedule for bidding:

California Transportation Commission (CTC) – federal allocation	June 6, 2007
Agency/Council – Request to Bid Authorization	June 26, 2007
Request to Bid Advertisement	July 2007
Bid Opening; evaluation of bids and Project budget; disclosure of bids results to Corporation Board	September 2007

Project Benefits - The Project will provide an iconic gateway at Downtown’s southern access/egress point, will satisfy the CPUC legal obligation, complete the 100-year old Park-to-Bay Link vision, will allow for the re-opening of the Park Boulevard at Harbor Drive intersection to vehicles which will result in more efficient traffic circulation, will decrease response times for fire/life safety vehicles, and will allow access to/from the San Diego Convention Center, hotels, parking garages and the waterfront.

PROJECT DESCRIPTION

Due to the high civic importance of the Project location adjacent to Petco Park, Harbor Drive, and the waterfront, the pedestrian bridge should provide a very high level of aesthetic quality, as it is viewed by the region as a gateway and a potential grand icon addition to the downtown skyline.

The 16-foot wide, 550-foot long bridge Project will begin on the south at the entrance driveway to the San Diego Convention Center hotel parking structure off Convention Way. It will cross Harbor Drive and the railroad tracks on a curvilinear alignment approximately parallel to Park Boulevard. The Project will end near the easterly edge of the Park Boulevard right-of-way approximately 250 feet west of the center of the Imperial Avenue intersection.

The Project consists primarily of the construction of a bridge structure elevated above Harbor Drive and the railroad tracks. The bridge descends to grade at each end with stairways into public open space plazas. The design of the public open space plazas have been coordinated with area stakeholders (Port, Hilton Hotel, JMI Realty) for compatibility with the surface improvements planned for the Hilton San Diego Convention Center hotel at the south plaza and the Ballpark Village development at the north plaza. The public open space plazas at each end will be improved with landscape (trees, plantings), lighting, and architectural concrete paving. In addition to the stairways, access will be provided to the bridge deck by means of a dual-cab elevator at the north plaza, and on the south plaza by a ramp to the third level of the Convention

Center Parking Structure providing accessibility to existing elevators. The north plaza elevator shafts will be supported by a structural steel frame with a glass panel enclosure. The elevator tower is an elliptical shape tapered to be smaller toward the top.

The bridge will consist of a clear-span self-anchored suspension structure with a single central pylon. The suspension span will be approximately 353 feet in length and will consist of a cast-in-place, pre-stressed concrete box girder. The central pylon will consist of an inclined reinforced concrete tower supported with dual cable back-stays. The pylon will have a height of approximately 130 feet. The deck will be supported from the pylon by a single main catenary cable with suspender cables attached to one edge of the bridge deck. Reinforced concrete columns will support each end of the suspension span and the upper end of the pre-stressed concrete stairs that provide access to the ground. The abutment and stairs have lengths of approximately 89 feet and 108 feet at south and north landings respectively. The overall length of the structure (stairs and suspension span) is approximately 550 feet.

The structure will provide minimum required vertical clearances of approximately 17 feet over Harbor Drive and 26 feet over the railroad tracks. Horizontal and vertical clearances will meet or exceed applicable design standards.

PROJECT ANALYSIS AND IMPACT ASSESSMENT

Environmental Impact - On February 8, 2005, the Agency, by Resolution No. 03869, certified that the Agency had reviewed and considered information in the MND prepared for the Project, and made certain findings and determinations that the development was not expected to have any adverse impacts on the environment.

FINDINGS

State Law requires that certain findings be made by the Council and Agency prior to the expenditure of Agency funds for public facilities/improvements.

Attachment A recites the proposed findings with respect to the benefits of the proposed improvements in the East Village Redevelopment District of the Expansion Sub Area of the Centre City Redevelopment Project, the unavailability of other means to finance the proposed improvements, how the proposed improvements will assist in the elimination of blighting conditions inside the Project Area, and that the proposed improvements are consistent with the Implementation Plan adopted for the Project pursuant to Health and Safety Code 33490.

EQUAL OPPORTUNITY

This Federal-Aid Project will utilize established Disadvantaged Business Enterprise (“DBE”) Program goals. The purpose of the DBE Program goals is to maximize opportunities for all qualified and available firms and to provide equal opportunity for all subcontractors. The program creates mandatory subcontractor outreach and utilization requirements for contractors. Bid solicitation identifying subcontracting and vendor opportunities will be advertised in the *San Diego Daily Transcript*, *Filipino Press*, *El Latino*, and *San Diego Voice* and *Viewpoint*.

Honorable Chair and Members of the Redevelopment Agency
Council President and City Council
Docket of June 26, 2007
Page -7-

For additional outreach, the Corporation will use its extensive data base of certified contractors, eBidboard, the Daily Transcript Online Plan Room, Blue Hornet, CCDC's website (www.ccdc.com), the Green Sheet, Contractor News and Views, community/trade and ethnic organizations, and the Public Agency Consortium.

CONCLUSION

The Agency/Council's approval of staff's recommendation to advertise construction of the Project, accept the federal transportation funds allocated for the Project, and approve the Second Amendment to Agreement for Design Consulting Services with T.Y. Lin International will expedite completion of this critically important Project.

Respectfully submitted,

Concurred by:

Michael W. Ruth
Senior Project Manager

Nancy C. Graham
President

William R. Yee
Associate Project Manager

Attachment: A – Findings