



AGENCY:	City Council
MEETING DATE:	March 27, 2017
DEPARTMENT:	CDD
PRESENTED BY:	Marie Jones

AGENDA ITEM SUMMARY

TITLE:

RECEIVE UPDATE ON GLASS BEACH STAIRWAY REPLACEMENT PROJECT AND PROVIDE DIRECTION REGARDING PROJECT FUNDING SOURCE

ISSUE:

For nearly a decade, the City of Fort Bragg has pursued development of a coastal trail and park along the 3½ miles of coastline on the former Georgia Pacific mill site. In early 2010, the City acquired 93 acres with a \$4.15 million grant from the State Coastal Conservancy and a dedication of land from Georgia Pacific. Phase I of the Fort Bragg Coastal Restoration and Trail Project was completed in late 2015. Phase I includes the north and south segments of the Coastal Trail. It is well-used and well-loved by coastal residents and visitors alike.

The Glass Beach stairway was initially repaired after high wave action during the winter of 2014/15 caused significant damage to the stairs. The City temporarily removed the cable stairs in October of 2016 as their condition was deteriorating due to heavy use, bluff erosion, and damage from wave action. In response, City Council directed staff to proceed with a new design for the stairs that would withstand high surf conditions and the heavy pounding that the stairs receive from logs in the surf. On January 9, 2017 City Council authorized a contract with I.L. Welty and Associates in an amount not to exceed \$32,807 to complete a geotechnical analysis and prepare engineered plans and specifications to replace the Glass Beach stairs. City Council funded the project design from "dredge sands tipping fees" with the direction that Measure AA Transient Occupancy Tax (TOT) funds would replenish these funds which are set aside for restoration and mitigation requirements of the Coastal Trail.

I.L. Welty has developed a project design and an engineer's estimate for the replacement stairs. Staff is seeking City Council direction regarding the funding source for the project prior to putting it out to bid.

RECOMMENDED ACTION:

1. Provide Direction Regarding Glass Beach Replacement Stairs Design and Funding Source.

ALTERNATIVE ACTION(S):

Provide alternative direction to staff.

ANALYSIS:

Glass Beach Stairs Design & Engineering Contract

I.L. Welty and Associates has completed the geotechnical study and the design and engineering for the Glass Beach replacement stairs (see Attachment 1).

On March 8, 2017, the Planning Commission adopted a Mitigated Negative Declaration and approved the Coastal Development Permit and Design Review Permit for the replacement stairs. During the Planning Commission's discussion of the replacement stair design, the Planning

Commission expressed concerns about creating an easy access to this beach as it will likely result in additional removal and depletion of the sea glass on Glass Beach. Nevertheless, the Planning Commission approved the project recognizing that quality access is a necessity for this very popular tourist destination. The permit approval includes a number of special conditions to protect natural resources and rare habitat in the area adjacent to the stair alignment.

The plans and specifications prepared by I.L. Welty and Associates are not complete at this time, and some value-engineering may still occur. An initial engineer's estimate of \$120,000 for the construction project is shown in Attachment 2. This does not include the cost of fender piles to protect the bottom of the stairs, which are estimated to be about \$20,000. Staff and the engineer are looking at alternative, more cost-effective ways of protecting the bottom of the stairs. Depending on the conclusion of those discussions, the cost of constructing the stairway will be somewhere between \$120,000 and \$140,000. The engineer's estimate includes a 15% contingency. Construction management costs are estimated at \$18,000-\$21,000 (15% of project cost). When design and engineering costs are added in, the total project cost is estimated at approximately \$170,800 to \$194,800.

Budget Item	Low	High
I.L. Welty Contract	\$32,807	\$32,807
Construction	\$120,000	\$140,000
Construction Management	\$18,000	\$22,000
TOTAL	\$170,807	\$194,807

Based on these estimates, staff is seeking Council direction regarding how to fund the \$138,000 - \$161,000 construction costs.

The Measure AA funds for the Coastal Trail are estimated at \$22,500 in FY 2016-17 and \$108,500 in FY 2017-18. In addition, at the Council Budget Workshop, the Council provided direction to include a new Maintenance Worker position in the FY 2017-18 Budget to be funded with Measure AA funds (estimated cost is \$55,000).

There are a number of options for funding that the Council could consider:

- a. The costs could be covered by General Fund unassigned fund balance, with expenses recorded against the Measure AA funds over whatever term Council chooses. If the Council chooses this option, staff recommends a 3-year term which will ensure that sufficient Measure AA funds are available each year to fund the Maintenance Worker position.
- b. The Council could authorize an interfund loan in accordance with the City's interfund loan policy. Interfund loans are typically for a term of five years or less and bear interest at an amount equal to the investment earnings the fund making the loan would have received had the loan not occurred. If the Council chooses to fund the costs of the stairway project with an interfund loan, staff recommends a 3-year term which would require approximately \$57,000-\$65,000 annual payments from the General Fund to whichever enterprise fund provides the loan.
- c. The Council could defer construction of the stairway until there are sufficient Measure AA funds to cover the costs. If Measure AA is used to fund the new Maintenance Worker position, the Measure AA "pot" for the Coastal Trail would have sufficient funds to construct the new stairway in FY 2019-20. If the Maintenance Worker position is put on hold, sufficient funds would be available in FY 2018-19.

- d. One possible partial funding alternative that Council might consider is the City's "parkland monitoring & reporting" special revenue fund which has a balance of \$125,000. This fund was established through a one-time payment by Georgia Pacific as part of the initial coastal trail acquisition. The funds were intended to cover the City's costs for annual monitoring/reporting to DTSC in accordance with the land use covenants which are recorded on parts of the Noyo Headlands Park property. The City has worked with DTSC to develop a simple checklist for the annual reporting and costs associated with the more detailed five-year reporting have been nominal. Staff is looking into whether a portion or all of these funds could be freed up for other Coastal Trail monitoring, mitigation, and/or maintenance-related purposes. If this is possible, staff will report back to the Council and seek direction as to whether any, some, or all of these funds should be redirected towards the Glass Beach stairway, swapped out with the dredge sands funds that have been set aside for EIR mitigation and monitoring, or repurposed as a "reserve" for other unanticipated Coastal Trail-related costs.

CEQA Review and Permitting. The City circulated and adopted a Subsequent EIR (SEIR) for construction of the Fort Bragg Coastal Trail Phase I and an MND for the Glass Beach Replacement Stairs which was adopted by the Planning Commission on March 8, 2017.

FISCAL IMPACT:

The total cost for design, engineering and construction of the Glass Beach stairs is estimated at approximately \$170,800 - \$194,800. These costs may be funded through the Measure AA TOT. See financing discussion above.

CONSISTENCY:

The project is consistent with the Coastal General Plan, Coastal Land Use and Development Code as determined through the CDP review process by the Planning Commission on March 8, 2017.

IMPLEMENTATION/TIMEFRAMES:

Once the plans and specifications are completed, and depending on the direction of the Council regarding funding, the project can be put out to bid. Our preliminary bid schedule has the project advertised for bids in late April, bid opening in mid-May, and a contract award in late May or early June.

ATTACHMENTS:

1. Glass Beach Replacement Stairs Design
2. Engineer's Estimate

NOTIFICATION:

1. Coastal Trail interested parties list

City Clerk's Office Use Only

Agency Action	<input type="checkbox"/> Approved	<input type="checkbox"/> Denied	<input type="checkbox"/> Approved as Amended
Resolution No.:	_____ Ordinance No.: _____		
Moved by:	_____ Seconded by: _____		
Vote:	_____		
<input type="checkbox"/> Deferred/Continued to meeting of:	_____		

☐ Referred to: _____