City of Birmingham
A Walkable Community

MEMORANDUM

Engineering Dept.

DATE: **June 16, 2014**

TO: **Joe Valentine, Interim City Manager**

FROM: **Paul T. O'Meara, City Engineer**

SUBJECT: **Fiscal Year 2014/15**
Commission Requested Extra Projects

Earlier this year, we announced that the City of Birmingham had obtained a grant to partially cover the cost of reconstructing Maple Rd. through downtown, with construction set for 2017. The award of these funds necessitates the postponement of reconstructing Old Woodward Ave. in the same area. Given the continuing delay of the Old Woodward Ave. project, questions were raised whether it would be advisable to address the poor condition of the pavement surface in selected areas. A plan is presented below on how to address this. In addition, at the April 26, 2014 budget review, Commissioners asked that three additional capital improvement projects be considered for inclusion in the fiscal 2014/15 budget. The following attempts to identify the funding and logistical issues involved with adding these projects to the budget.

The department is currently struggling to keep up with the work load of 2014 projects. A full list of projects was already planned when the budget year began. Additional projects such as the Kenning Park Parking Lot, the Quarton & Chesterfield Intersection project, and federally funded concrete patching on E. Maple Rd. all combine to make this a very challenging year. While it is positive for the City to accomplish so much, other priorities get set aside, such as sewer linings, and parking structure fixture replacement. Other, newer issues such as the Multi-Modal Transportation Board, and the Ad Hoc Parking Study Committee, also require a lot of staff time.

Attached is the current list of projects expected to be completed in 2015. We fully anticipate that other priorities and opportunities may require that some of these other projects again be set aside, making 2015 nearly as challenging as our current year. With this background, the following identifies concerns that adding new projects not suggested in the original budget may well require that other priorities get set aside. The following are the four suggested projects, and details for each:

<u>Old Woodward Ave. Resurfacing (2014) {Estimated Cost = $160,000}</u>

As we have attempted to do for several years, funds have been budgeted in the upcoming 2014/15 budget to address asphalt pavement maintenance. The attached map depicts the streets currently budgeted:

1. Resurfacing of W. Frank St. (Southfield Rd. to Bates St.)
2. Crack sealing and asphalt rejuvenation of several asphalt streets.
3. Crack sealing of several concrete streets.

We have found that packaging the work in this way is beneficial to the City. The majority of the value is in the asphalt resurfacing. By combining at least one asphalt project with the other various sealant work, the asphalt contractors then become interested in this work. They, in turn, are able to get competitive bids from the sealant contractors with which they regularly work. The sealing and rejuvenating work provides beneficial results to several miles of pavement for a relatively low cost.

We concur that selected repairs to Old Woodward Ave. is appropriate at this time. The drive lanes in some areas are in poor condition, while the parking lanes are holding up much better. Given that work on Old Woodward Ave. must be postponed now a minimum of 4 more years, it makes sense to make a small investment now. However, since it is only 4 years, a significant investment does not seem appropriate.

Attached is a map depicting the areas where work is suggested. Essentially, we recommend that a section comprised of the drive lanes (varying between 35 ft. and 40 ft. wide) should be milled and resurfaced from Willits St. to Brown St. Further south (from north of Hazel St. to north of Landon St.), only an 8 ft. portion of the northbound drive lane needs attention at this time. Combined, the cost of this work is estimated at $160,000. Full width resurfacing of these two segments, although not needed at this time, is estimated at $410,000, not including handicap ramp improvements. Given the difference in cost, the rest of this memo does not pursue the full width option.

The attached spreadsheet notes that currently, the 2014/15 budget has provided $100,000 in the Major Street Fund, and $110,000 in the Local Street Fund to cover the cost of crack sealing and asphalt rejuvenation. (The funds for W. Frank St. are not included in these numbers.) Based on the streets list currently planned, about $60,000 is needed to perform planned maintenance on Major Streets, and $113,000 is needed to perform planned maintenance work on Local Streets. As described in the attached memo, should the Commission wish to proceed with the Old Woodward Ave. resurfacing work at a cost of $160,000, all of the Major Streets, as well as about $73,000 of the Local Streets list would need to be cut. (About $40,000 of Local Street work would remain in the contract.)

At this time, we request direction on how the Commission would like for us to proceed. Two options are provided below:

Suggested Resolution A1 – To eliminate the streets as listed from the 2014 Asphalt Pavement Maintenance Program, and using these funds to resurface the suggested portions of Old Woodward Ave.

Suggested Resolution A2 – To proceed with the 2014 Asphalt Pavement Maintenance Program as originally planned, and adding the Old Woodward Ave. resurfacing work as suggested, taking the additional funds needed ($123,000) from fund balance.

Under any scenario, it is our intent to take direction from the Commission and immediately put together the bidding documents for this project, so that the work can be awarded and scheduled prior to the end of the 2014 season. If Resolution A2 is selected, a budget amendment for the exact amounts needed would be presented at the time of award.

CBD Brick Paver Sidewalk Removals (2015) {Estimated Cost = $310,000}

It has been recommended that the brick paver sidewalks be removed throughout the Central Business District in one project. All brick pavers located in and around the Park St. Structure are already scheduled for removal later this summer. If all remaining brick paver panels are removed as one project, it is estimated that the costs involved would be about $310,000, including staff costs.

Currently, about $283,000 is budgeted for the City's annual sidewalk replacement program. Sidewalk programs require a large amount of staff time when one is underway. Given the other demands on the Engineering Dept., should the Commission wish to proceed with this work, it is recommended that the annual program be postponed for one year to allow for the funding and staff time usually allotted to this work to be diverted to brick removals. (The annual scattered concrete repairs, which are funded by other funds, would still be conducted.)

Costs for "special" sidewalks such as the brick are charged to the adjacent property owners, per City Code. Costs for extra wide sidewalks are also charged to the adjacent property owners (that portion that is more than six feet from the property line). With the above policies in mind, it would appear that the most appropriate method for financing this work would be to have the City finance the portion closest to the property line (the portion that pedestrians typically walk on), while the remaining concrete out to the street would be charged to the adjacent owners. We estimate that this would result in about a 40% City, 60% Owner cost split. Further, we anticipate the cost to remove and replace the bricks with regular concrete would cost about $6.00 per square foot. Costs per paver panel are estimated at $400 total for a narrow sidewalk such as Maple Rd., and $800 total for a wider sidewalk, such as Old Woodward Ave.

Suggested Resolution B1 is provided below should the Commission wish to postpone the normal sidewalk repair program in favor of the brick paver removal project. While we anticipate that the total cost of such a contract would be about $33,000 greater than is currently budgeted, a budget amendment could be approved later for the exact amount needed, at the time of contract award.

Suggested Resolution B2 is also provided should the Commission wish to implement both the regular sidewalk repair program and the brick paver program into one contract for the 2015 construction season. Given proposed work loads, the Engineering Dept. requests that this resolution not be endorsed, in order to ensure that the quality of work which the City expects can be truly delivered. If this resolution is approved, we anticipate that the total cost of such a contract would be about $310,000 greater than is currently budgeted. A budget amendment could be approved later for the exact amount needed, at the time of contract award.

Hamilton Alley Reconstruction (2015) {$290,000}

The City Commission has requested that the alley between Hamilton Ave. and E. Maple Rd. be reconstructed. The alley is generally an 18 ft. wide strip of land, although it widens out at the 90° bend located south of the Hamilton Ave. entrance.

Our records indicate that the alley was first paved in 1929, the same year that a combined sewer was installed. The pavement is in poor condition. The sewer has not been studied, but we expect that it is not adequate to drain the area as it should, and needs to be enlarged.

Alleys are not maintained differently than local streets. For streets, the City has operated under the policy that once a street pavement is installed under special assessment, the City will promise to maintain it at no additional charge to the adjacent property owners. Alleys are not considered public streets, and they do not receive funding from any outside source.

Any maintenance that the City currently performs (such as small patches) must come from the general fund. Generally, $25,000 is budgeted annually to cover these costs. About 80 ft. of the alley is slated for concrete patching within the next two months, as the current poor condition of the pavement has resulted in basement water seepage problems for an adjacent building.

Complete reconstruction of an alley is typically funded by special assessment. Staff does not initiate special assessment districts unless a petition is received from a majority of the impacted property owners requesting such a project. No such request has been received for this alley. The City Commission can authorize a special assessment district after taking input from the property owners, if it declares the project a necessity. The most recent similar project is from 2005, when the "Willits Alley" was reconstructed from the southeast corner of the Willits Building, south to Maple Rd. The project was initiated by the City Commission and special assessed against the adjacent properties at 100% of the cost. The City sewer was replaced on that project as well, and charged to the Sewer Fund.

For purposes of this discussion, it is anticipated that the alley pavement would use the sawcut patterned plain concrete, with sections of exposed aggregate, matching the theme that was used on the Willits Alley projects. The advantage of this design is that it would then tie in well with recently built sidewalks, as well as future sidewalks that will be constructed on the adjoining streets in the near future.

The cost of the job is estimated at $290,000 to install a combination exposed aggregate/sawcut concrete pavement similar in design to that done on the Willits Alley. The cost does not include any other of the special items that are proposed in the alleys and passageways plan, such as lights, artwork, or dumpster coordination. It is anticipated that those improvements would come later as individual buildings are improved. The estimated cost translates to a special assessment of $300 per foot. Assessments would range from $6,000 (for the smallest 20 ft. wide parcel) to $77,500 for the Comerica properties (with a total of about 258 ft.). If the Commission recommends that a public hearing be set to consider a special assessment district, we would recommend that an informational booklet be prepared and mailed to all property owners. The booklet would explain the project and the special assessment process in detail. We would also offer to hold an open house style meeting where owners could come in and ask questions. We believe, as a part of this process, we should inform the owners of two additional special assessment districts that will likely be forthcoming for sidewalk replacements in conjunction with upcoming paving projects:

Hamilton Ave. Reconstruction (2016) estimated at $150 per front foot.
Maple Rd. Reconstruction (2017) estimated at $120 per front foot.

Should the Commission wish to proceed with this project, it would be appropriate to set a date for a public hearing at this time. A six week period is being suggested, to provide time for staff to prepare the informational booklet and hold a meeting with the property owners, before the hearing is held. Suggested Action C is provided below for your consideration.

Cole Ave. Sidewalks (2015) {Estimated Cost = $70,000}

In 2009, the City installed sidewalk on the east side of S. Eton Rd., followed by a loop of sidewalk on Cole Ave./Commerce Ave./Lincoln Ave. in 2011. At this time, the following sidewalk segments are missing in the Rail District:

1. Holland Ave., east of Eton Rd. (both sides)
2. Cole Ave., east of Eton Rd. (partially complete, north side)
3. Commerce Ave. (east side)
4. E. Lincoln Ave., from Commerce Ave. to new building at 2425 E. Lincoln Ave. (north side)

Segment #2 was the segment that was discussed at the budget meeting of April 26. Segments #1 and #3 are in areas where pedestrian traffic will remain very low for the foreseeable future, so no work is suggested there. If the Commission moves to have sidewalks installed on Cole Ave., it is suggested that Segment #4 be installed as well, as it would then finish the sidewalk link on the north side of Lincoln Ave., from Eton Rd. to the new development area at the east end of the road. With that in mind, numbers are provided below for Segments #2 and #4.

Similar to the alley project discussed above, installation of sidewalks on these streets is subject to a 100% special assessment. As such, staff does not initiate such a project without requests from the adjacent property owners. No such requests have been received. The City Commission, however, can initiate a special assessment after holding a public hearing, if necessity is declared.

The cost of the job is estimated at $50,000 for Cole Ave., and $20,000 for E. Lincoln Ave. If a public hearing is scheduled for this project, similar to the alley project above, we recommend that an informational booklet be mailed to all property owners explaining details on the construction project, as well as the assessment process. An open house style meeting would also be offered to give owners a chance to come in and discuss particular situations.

The Commission may be aware that the growing success of this area has caused parking problems. Even though there is a shortage of parking, staff has received several complaints about the change made a few years ago where parking is now legal on both sides of the street. Those complaining feel that the road is too narrow for a commercial district when cars are parked on both sides of the street. Starting a discussion about a new sidewalk, which will eliminate some off-road parking spaces, will likely ignite this discussion (one side of parking on the street vs. two) as well. It is not clear how well the idea of a sidewalk (on Cole Ave.) will be received.

After reviewing the above information, the Engineering Dept. requests firm direction from the City Commission if any of the above three projects should be further pursued.

Should the Commission wish to proceed with this project, it would be appropriate to set a date for a public hearing at this time. A six week period is being suggested, to provide time for staff to prepare the informational booklet and hold a meeting with the property owners, before the hearing is held. Suggested Action D is provided below for your consideration.

SUGGESTED RESOLUTION A1:

To add the suggested resurfacing of Old Woodward Ave. from Willits St. to Landon Ave. to the 2014 Asphalt Pavement Maintenance Program, and eliminating other streets from the program as needed to fit the funds allotted in the Major and Local Streets 2014/15 fiscal year budget.

or

SUGGESTED RESOLUTION A2:

To add the suggested resurfacing of Old Woodward Ave. from Willits St. to Landon Ave. to the 2014 Asphalt Pavement Maintenance Program, and returning to the Commission with a suggested budget amendment at the time of contract award.

SUGGESTED RESOLUTION B1:

To direct the Engineering Dept. to conduct a brick paver removal program throughout the Central Business District in 2015, and to postpone the work originally proposed for the 2015 Concrete Sidewalk Repair Program for 2016. Further, to return to the Commission with a suggested budget amendment at the time of contract award.

or

SUGGESTED RESOLUTION B2:

To direct the Engineering Dept. to conduct a brick paver removal program throughout the Central Business District in 2015, as well as proceed with the planned 2015 Concrete Sidewalk Program. Further, to return to the Commission with a suggested budget amendment at the time of contract award.

SUGGESTED ACTION C:

To receive the report submitted by the Engineering Dept., and to adopt the following resolution:

RESOLVED, That this Commission shall meet on Monday, September 8, 2014 at 7:30 P.M., for the purpose of conducting a public hearing of necessity for the installation of new decorative concrete pavement on the alley located south of Hamilton Ave., extending from Hamilton Ave. to Park St.,

FURTHER RESOLVED, if necessity is determined on September 8, 2014, a hearing to review the assessments and to confirm the roll will be held on September 22, 2014, at 7:30 P.M.

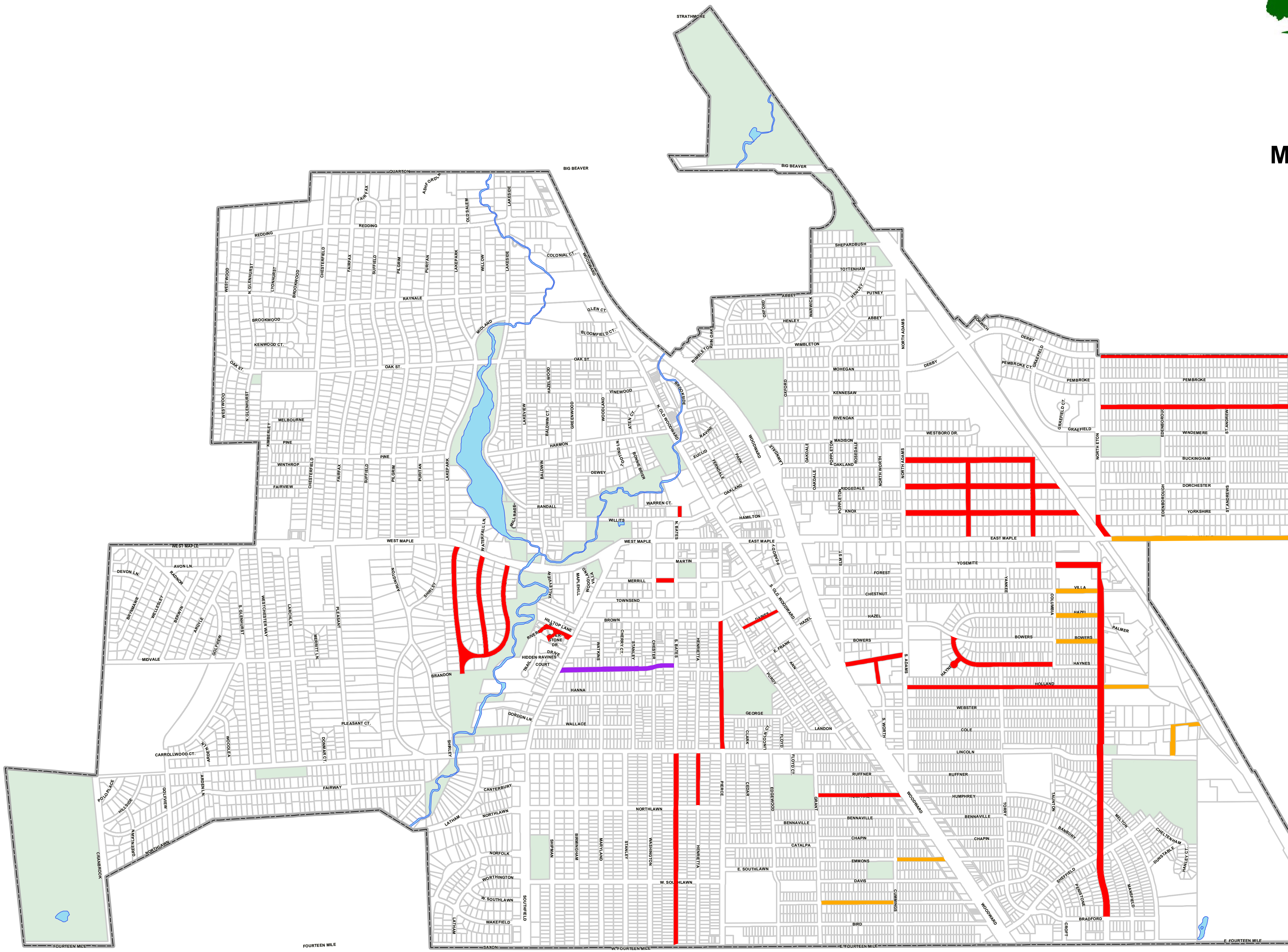
SUGGESTED ACTION D:

To receive the report submitted by the Engineering Dept., and to adopt the following resolution:

RESOLVED, That this Commission shall meet on Monday, September 8, 2014 at 7:30 P.M., for the purpose of conducting a public hearing of necessity for the installation of new sidewalk on the north side of Cole Ave. from 2121 Cole Ave. to the east end, and on the north side of E. Lincoln Ave., from Commerce St. to 2425 E. Lincoln Ave.

FURTHER RESOLVED, if necessity is determined on September 8, 2014, a hearing to review the assessments and to confirm the roll will be held on September 22, 2014, at 7:30 P.M.

CITY OF BIRMINGHAM 2014 PAVEMENT MAINTENANCE PROGRAM



Legend

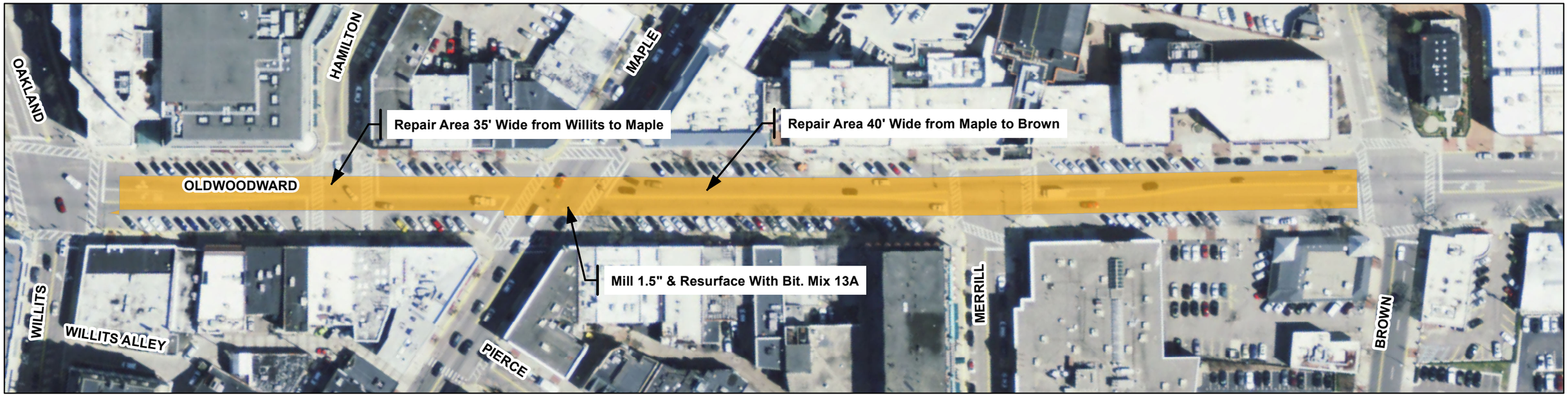
- Crack Seal (Concrete)
- Crack Seal & Rejuvenation (Asphalt)
- Mill & Resurface

N

0 0.125 0.25 0.5 Miles

1 in = 0.25 miles

OLD WOODWARD PAVEMENT PATCHING



OLD WOODWARD - WILLITS TO BROWN

OLD WOODWARD - N. OF HAZEL TO LANDON

0 50 100 200 Feet

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Old Woodward Ave. Resurfacing - Willits to Landon
Budget Adjustments Needed

Old Woodward Cost Estimates:
Drive Lane Resurfacing (Where Needed) = $160,000
Full Width Resurfacing = $410,000 (not pursued on the rest of these calculations)

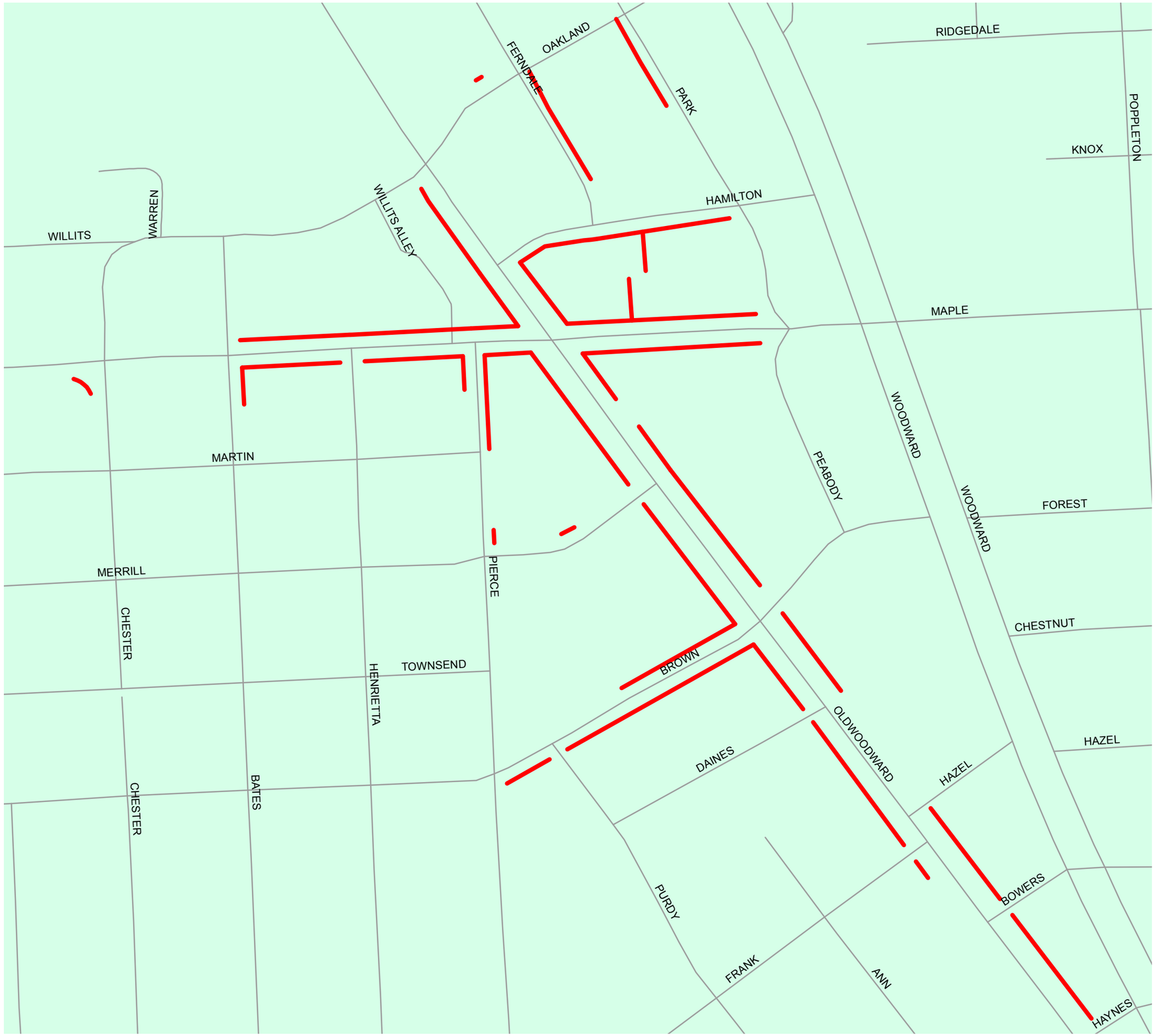
Major Street Pavement Maintenance Budget = $100,000
Local Street Pavement Maintenance Budget = $110,000

Using attached map to refer to on which roads will be cut, the following is presented:

Major Streets (all proposed work will be cut):	
Derby - Eton to Coolidge	$5,000
E. Maple - Eton to Coolidge	$20,000
S. Eton - Yorkshire to Maple	$1,000
Pierce - Brown to Lincoln	$7,000
S. Eton - Yosemite to Bradford	$27,000
TOTAL MAJOR STREETS CUT =	**$60,000**

Local Streets (to remain in order to spend $40,000):	
Hawthorne/Aspen/Linden	$15,000
Riverside/Riverstone	$2,000
Bates - N. End to Willits	$1,000
Merrill - Chester to Bates	$1,000
Bates - Lincoln to 14 Mile	$10,000
Henrietta - Lincoln to Northlawn	$3,000
Daines - Purdy to S. Old Woodward	$1,500
Humphrey - Grant to Woodward	$4,500
Emmons - Cummings to Woodward	$2,000
TOTAL LOCAL STREETS TO REMAIN =	**$40,000**

Local Streets (proposed to be cut):	
Smith - Grant to Cummings	$6,000
Haynes - Woodward to Adams	$4,000
Worth - Hayes to Alley	$1,500
Buckingham - Adams to Cambridge	$4,500
Dorchester - Adams to E. End	$5,500
Yorkshire - Adams to E. End	$6,000
Rugby - Buckingham to Maple	$3,000
Cambridge - Buckingham to Maple	$3,000
Yosemite - Columbia to Eton	$3,000
Villa - Columbia to Eton	$3,000
Hazel - Columbia to Eton	$2,000
Bowers - Columbia to Eton	$2,000
Haynes - Bowers to Columbia	$6,000
Haynes Ct.	$1,000
Holland - Adams to E. End	$12,500
Manchester - Eton to Coolidge	$10,000
TOTAL LOCAL STREETS TO CUT=	**$73,000**



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Brick Panel Locations

Legend

Brick Panel Locations

N

1 inch = 245 feet