



# STAFF REPORT

## CITY OF GREEN COVE SPRINGS, FLORIDA

**TO:** City Council Regular Session **MEETING DATE:** September 19, 2023  
**FROM:** Mike Null  
**SUBJECT:** Award of Bid # 2023-08 – Walnut Street Improvements, to provide roadway, utility, pedestrian and streetscape improvements on Walnut St from Palmetto Ave to the River. Council consideration of award of a Phase 1 project from Palmetto Ave to Magnolia Ave in the amount of \$3,172,747.00 to CGC, Inc. *Mike Null*

### BACKGROUND

This project has been in the pipeline for a while, so following is a history as relates to design and bidding:

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### START BACKGROUND FROM MARCH 7, 2023 COUNCIL MEETING UPDATE

At the May 3, 2022 City Council meeting, Council authorized a task order to WGI to design improvements to Walnut Street based on a presentation at the March 15, 2022 City Council Meeting. At the March 15, 2022 meeting, staff presented, and council approved, a design concept for Walnut Street that incorporated design elements of several recently-completed studies in the downtown area. Following is the background information from that March 15, 2022 staff report:

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### START BACKGROUND FROM MARCH 15, 2022 MEETING

Over the last several months, staff has completed a Walnut Street Design project and a Downtown Parking Study. We are in the midst of completing a Downtown Master Plan and a US17 Corridor Study. We have two development projects in the Central Business District that are in different stages of approval. We have funding available from the American Rescue Plan Act (ARPA), the regular CIP budget and a tentative EPA 319 Grant.

Staff is working to bring all of these puzzle pieces together and develop a construction project for the downtown area that will address elements of the Walnut Street streetscape, parking, and redevelopment. The idea is to address all elements of a block of roadway at one time. For example, when we design the 300 block of Walnut Street, we will consider:

- Potable Water
- Sewer
- Stormwater
- Electric

- Roadway Surface
- Parking
- Sidewalks
- Landscape
- Bike Lanes
- Pedestrian and Vehicular movement and interaction.

Attached to this staff report, you will find excerpted pages from the Walnut Street Design Study (Pages 1-11) and one sheet that resulted from the 5-day charrette associated with the Downtown Master Plan (Page 12). Based on all the public, stakeholder, professional and Council input from the previously mentioned studies, staff is moving forward with design as follows:

1. The 400 Block of Walnut Street (Palmetto to Orange) – Proposed Option 1 on page 5 of the attached excerpted sheets. This option offers the best combination of bike and pedestrian mobility, retention of some on-street parking and maximization of sidewalk space for outdoor sales or dining.
2. The 300 and 200 Block of Walnut Street (Orange to the River) – Following Page 12 from the design charrette, we will move forward with the assumption that the ultimate goal is to line the streets with buildings while maximizing on-street parking. Proposed Option 1 will be the basis for design and be adapted as appropriate.
3. The roadway surface will be real brick from Palmetto to Magnolia. Beyond those areas, the surface of Walnut Street will be stamped asphalt to be re-painted regularly. Intersections will vary. The surface of side streets will be determined based on the life-cycle costs of those streets along with aesthetics.
4. The sidewalks will be concrete with brick inlay bands.
5. The other design concepts and considerations in the attached pages will be included in the project as appropriate including but not limited to:
  - a. The mid-block crossing with planting beds and removable bollards shown on page 4
  - b. Proposed improvements to the pedestrian connection
  - c. Landscaping and lighting improvements.

The next steps will be to reach out to one of our continuing services engineers to design the project. Staff will discuss with the engineer the most economical way to review and design the area that is bounded by Palmetto Ave on the west, Center Street on the north, the River on the east and Cove Street on the south. The intent is that the first phase of construction will include total permanent construction of the Walnut Street right-of-way from Palmetto to the River, to the extent practical. Staff will also include cosmetic and surface parking improvements throughout the design area to the extent practical while minimizing sunk costs when permanent construction does occur.

**(END BACKGROUND FROM MARCH 15, 2022 MEETING)**

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Included in the backup materials this evening are selected sheets from the current plan set that show the proposed roadway, hardscape and landscape improvements.

The design portion of the project is behind schedule for two reasons. First, about two months into the design, the project manager from WGI left the company and there was no communication through the transition. This led to a significant learning curve for the new project manager. Second, the engineer's cost estimate came in significantly over budget, so the City and engineering team have been working continuously over the last few months on value engineering options to reduce the estimated cost without sacrificing the desired project elements. Following is the anticipated schedule as of this writing:

<b><u>Milestone</u></b>	<b><u>Date</u></b>
Submit SJRWMD permit for parking lot	March 3, 2023
Update Council with options for value-engineering	March 7, 2023
Public Update Workshop	March 23, 2023
100% plans completed	April 1, 2023
Receive SJRWMD construction permit	April 28, 2023
Advertise Project for bid	May 4, 2023
Bids due	June 1, 2023
Council Award bid	June 20, 2023
Notice to Proceed (Construction Begins)	July 3, 2023
Construction Complete (9 months)	March 30, 2024

This update is being provided to Council this evening to answer any questions prior to bid advertisement. Staff will conduct a workshop on March 23 at 6:30 PM to provide an update to the public, with special emphasis on the affected property owners immediately adjacent to the project. Once the plans are complete and the SJRWMD permit is issued, we will advertise the project for bid and bring back to Council for an award recommendation.

### **(END BACKGROUND FROM MARCH 7, 2023 MEETING)**

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Per the schedule given at the March 7 Council meeting, the bid was advertised May 4, 2023 with an opening date of June 6, 2023. There were at least nine (9) general contractors that downloaded the plans from the city website, but only one bid was received. That bid was in the amount of \$5,656,747, almost double the engineer's estimate, from CGC, Inc. Staff reached out to the non-responsive bidders and most indicated that the project was too complicated to take on while they have a full plate of easier projects at present. Therefore, city staff decided to work with the low bidder to reduce the cost to an awardable amount.

Since then, CGC and city staff have been working diligently to analyze the bid. We verified that the quantities of work estimated by CGC matched the quantities of work estimated by the design engineers, WGI. We evaluated the removal of certain scopes of work to reduce the project. Council should keep in mind from the previous update that staff had already worked with WGI on value-engineering, so there was very little left to value-engineer the project without losing the desired design components of this streetscape and walkability project. In the end, staff felt that the removal of components such as landscaping, lighting and hardscape would not be acceptable given the nature and intent of the project.

Therefore, staff asked CGC to provide quotes for phases; (1) to complete all work from Palmetto Ave to Orange Ave, and (2) to complete all work from Palmetto Ave to Magnolia Ave. Simultaneously, city staff worked to obtain quotes for various project components as if we were the general contractor, since we were also considering this option. However, we were unsuccessful in obtaining bids from some of the trades.

CGC provided a price of \$2,392,751.00 for the block from Palmetto Ave to Orange Ave as a base bid and a price of \$779,996.00 to add the block from Orange Ave to Magnolia Ave. This total amount of \$3,172,747.00 is proportionate to the same scope of work in the breakdown of the engineers estimate, so staff feels this is a reasonable price based on the initial bid and the revised scope of work. Staff recommends awarding Bid 2023-08 with the revised scope and revised price to CGC as presented. CGC estimates that work can begin in January 2024 given their current workload and take approximately six (6) months to complete. If Council approves this award, the City will work with the property owners in this area regarding schedule and access to create the least impact to their businesses as possible.

### **FISCAL IMPACT**

Funding is available from:

- Approximately \$1,000,000 in the FY 23 budget that was not expended on the Public Works Compound (in anticipation that it would be needed for this project).
- Funding programmed for this project in the FY 23 budget.
- Funding programmed for this project in the FY 24 budget.

### **RECOMMENDATION**

Award Bid # 2023-08 – Walnut Street Improvements, Phase 1 as revised to include all components of the original bid from Palmetto Ave to Magnolia Ave in the negotiated amount of \$3,172,747.00 to CGC, Inc.