



Board of Harbor Commissioners

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Staff Report In Support Of Revenue and Income Ad Hoc Committee

TO: SMCHD Revenue and Income Ad Hoc Committee

FROM: James B. Pruett, General Manager

DATE: September 23, 2021

SUBJ: Johnson Pier

Topic/Issues:

1. Recent History of Johnson Pier
2. General Manager's decision to restart the design and engineering phase of the Johnson Pier Reconfiguration Project
3. General Manager's decision to complete a structural investigation into the pilings of Johnson Pier

Recommendation:

Staff Recommendation to the Committee:

1. Forward for consideration by the full Board the following:
 - a. Approve the General Manager's decision to restart the design and engineering efforts in accordance to the original Professional Service Agreement executed on March 21, 2019,
 - b. Approve the placement of the Design and Engineering for the Johnson Pier/H-Dock Replacement to the "Approved and Funded" category under the 5-yr Capital Improvement Plan adding \$1,203,866 for reappropriation of Moffatt & Nichol contract. Approve increase in Capital Expenditure Appropriations of \$1,203,866 to be funded by available working capital balance.
 - c. Approve the General Manager's decision to execute Change Order #1, in the amount of \$28,200, to the Professional Service Agreement with Moffatt & Nichols to complete a structural investigation of the pilings of Johnson Pier. Approve increase in Capital Expenditure Appropriations of \$28,200 to be funded by available working capital balance.

SMCHD Policy 4.3.1: Purchasing and Procurement Policy:

Para. E: General Manager's Procurement Authority

1. The General Manager or his or her designee may award and execute agreements for equipment, supplies, materials, and services when the amount to be paid by the District does not exceed \$25,000, inclusive of any change orders.
2. The General Manager is authorized to approve change orders/amendments to contracts if the total contract value inclusive of the change order/amendment, does not exceed \$25,000, unless the Board has established a contract contingency and authorized the General Manager to approve change orders/amendments within that contingency. All other change orders/amendments must be approved by the Board of Harbor Commissioners.
3. Any changes in the General Manager's Procurement Authority may only be made by the Board.

SMCHD Policy 4.3.3: Emergency Expenditures:

The General Manager shall have the discretion to make the emergency expenditure decision and take other steps necessary to address the emergency concern. The General Manager shall make all reasonable attempts to first contact the President of the Board of Harbor Commissioners, or the Vice President of the Board if the President is unavailable, before deciding to proceed. The General Manager shall report to the Harbor Commission at the next scheduled Board Meeting as to the circumstances of the emergency expenditure.

Alignment with to District Strategic Plan:

District Vision: We provide excellent facilities and services for our commercial fishing fleet and advocate for sustainable practices to ensure thriving fisheries and ecosystems.

District Core Value: Accountability – We are accountable to the public and to future generations, and act with fiscal responsibility and transparency.

District Goals and Objectives:

Goal 3: Provide Excellent Customer Service

Goal 4: Enhance Public Safety

Goal 6: Ensure Good Governance and Administration

Goal 7: Ensure Fiscal Responsibility (Strong Finances and Financial Management)

Background/Discussion:

The RADM Sigval B. Johnson USCG (ret.) Pier (Johnson Pier), constructed in 1991, is the anchor of Pillar Point Harbor. However, it is well known that in its current configuration, the Pier does not meet the needs of the Harbor or its users. As stated in the 1991 Master Plan:

“Existing uses of the Pier conflict and create congestion and unsafe conditions at the shoreside area of the Inner Harbor. Fishing has been prohibited on the Pier to relieve congestion, and a fishing pier constructed at the east inner breakwater; however, further measures are still needed. Pedestrian visitors often enter commercial berths since access gates are unrestricted, thereby causing conflict with commercial fisherman. Parking on the Pier, by commercial fishermen accessing berths, constricts to one lane and limits truck access to the pierhead to one truck at a time. The configuration of the existing pierhead poses limitations for fish buying located there. Overcrowded building space, inadequate work area, and inadequate boat and truck docking space, cause operational delays for fish buying operations since all buyers cannot operate simultaneously. Turning and back-up space for large trucks is inadequate, resulting in the awkward and somewhat dangerous activity of backing each truck the length of the pier to reach the pierhead. Trucks, waiting in the parking lot to access the pier, block access to the existing boat launch ramp and create a potential liability problem”

See Pillar Point Harbor Master Plan and Urban Waterfront Restoration Plan dated November 19, 1991, pages 5 and 6.

In 2021, 30 years later, the problem statement quoted above from the 1991 Plan is still applicable to Johnson Pier. The District has relocated the original launch ramp, clearing up the pier entrance area, however, overcrowding and the limited area on the pier remains the same.

Activity on the Pier has significantly increased, especially when you consider the number of visitors the Harbor receives for off the boat sales and sightseeing. Adding to the congestion is the fact that trucks and equipment operated by the fishermen today are much larger than those in 1991, taking up even more room on the pier.

On December 19, 2018, recognizing that Johnson Pier needed major renovations and reconfiguration, the Board authorized the issuance of a Request for Proposal seeking qualified design/engineering firms to further gain community input and finalize the design for the Johnson Pier Reconfiguration Project. In March 20, 2019, the Board approved to combine the Johnson Pier Project with the H Dock Replacement Project to gain the benefits of economy of scale. The Board further authorized the Interim General Manager to execute a Work Directive amendment for an amount not-to-exceed \$1,318,000 to combine H-Dock Project with the Johnson Pier Reconfiguration Project for design, engineering, permitting and construction management for both adjacent projects.

On March 21, 2019, the Interim General Manager executed the Work Directive for Johnson Pier/H-Dock Projects.

During the development of the 2020/2021 Operational Budget/5-yr Capital Improvement Plan, it was noted the District had multiple Capital Improvement Projects underway or planned, but lacked the funding to execute all the projects at once. The total identified need for funding was \$48 million and the funds certain to be available were about \$14.5

million. To enable the District to focus on and complete projects with available funding, projects had to be prioritized.

Staff, using the following considerations, developed an initial list of projects recommended for funding:

1. Is the project required by legal obligations or other agreements?
2. Does the project have high public or environmental benefit?
3. Does the project enhance safety or provide district-wide benefits?, and
4. Cost of the project.

A Public Virtual Community Forum was held May 14, 2020, to review staff's recommendation and to seek public and stakeholder input.

On July 24, 2020, after considering staff's recommendation and input provided at the May 14, 2020 Community Forum, the Board adopted the 2020/2021 Capital Improvement Plan as follows:

Approved and funded Capital Improvement Projects:

- 1) Tenant Row/Ketch Joanne Tenant Row Restrooms
- 2) RV Park Restroom and Greenspace Improvements
- 3) Oyster Point Marina Survey Docks 1-6
- 4) Oyster Point Marina Replace Docks 12, 13 & 14
- 5) Surfers Beach Restoration/Harbor Dredge Project
- 6) West Trail Shoreline Protection
- 7) Enterprise Planning Resource System
- 8) Replacement of Vessels and Vehicles
- 9) Master Plan

Approved, but unfunded projects:

- 1) Pillar Point Harbor Replace Dock G, F or E
- 2) Johnson Pier Reconfiguration, H-Dock & Fuel Dock Replacement**
- 3) Pillar Point Harbor Parking Lot Improvements
- 4) Pillar Point Harbor Launch Ramp Restroom/ Boat Wash
- 5) Pillar Point Habitat Restoration
- 6) Pillar Point Coastal Trail Improvement
- 7) Oyster Point Marina 40,000 Square Foot Building
- 8) Construction of Administration Building
- 9) Signage/Wayfinding Program

Johnson Pier Reconfiguration, H-dock & Fuel Dock Replacement was selected by the Board to be placed on hold pending the identification of funding. With respect to the four listed considerations, the project did have a high public benefit and would enhance safety. But, it was not required by law, and the cost of the project was greater than the available funding.

On May 19, 2021, taking into consideration the current configuration of Johnson Pier, the multiple uses of the Pier, and public input, the Board approved the Johnson Pier Operational and Safety Plan. The plan significantly improves the safety on the Pier while allowing operations to continue. It significantly limited parking on the Pier, dictates how larger trucks may access and park on the pier, and prohibits un-authorized personnel from accessing the pier terminus when loading and unloading operations are taking place. However, this is only a temporary measure to improve the safety and operational capabilities of Johnson Pier. Major modification to the Pier are needed to meet the needs of the Harbor.

In May 2021, as part of the Master Plan Development, a survey was conducted with respect to the material condition of Johnson Pier. GHD, the consultant conducting the survey, found some of the reinforced concrete beams (or bents) supporting portions of the deck at the end of the pier were noted to be in “poor” condition due to overstressing by excessive loading, and one pile under Fish Buyer Building noted to be in “poor” condition.



It is believed that the overstressing has been caused by the stacking/storing of fish totes and the off-loading of fish via forklift onto semi-trucks.

To address the issues identified with the concrete pilings supporting Johnson Pier, the General Manager, on August 25, 2021, executed a change order to an existing contract in the amount of \$28,200. This authorization is above the General Manager's

procurement/contracting authority pursuant to SHMCHD Policy 4.3.1 (Purchasing and Procurement). However, given the condition of the pilings, the General Manger determined that the issue was time critical to ensure safety of the pier and exercised the authority given to the General Manager under Policy SMCHD Policy 4.3.3 (Emergency Expenditures). As required by Policy 4.3.3, the emergency expenditure requires post approval from the Harbor Board.

Additional Action Taken by the General Manager: On June 28, 2021, the General Manager authorized funding to resume for the Design and Engineering for the Johnson Pier Expansion/H-Dock Replacement Project for the purpose of qualifying for grants which may cover permitting costs, NEPA, and 35% design and engineering costs. To qualify for some grants, the project must be shovel ready will design and permitting complete. Because the project was placed on hold in the budgeting process, the decision to restart the design and engineering needs board approval and the Design and Engineering Phase be moved into the Approved and Funded portion of the Capital Improvement Plan.

Recommendation:

Staff Recommendation to the Committee:

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Attachments:

- 1) [History of Johnson Pier 2017 – 2021](#)