

Memorandum



CITY OF DALLAS

DATE May 15, 2017

TO The Honorable Members of the Transportation and Trinity River Project Committee:
Lee M. Kleinman (Chair), Deputy Mayor Pro Tem Erik Wilson (Vice-Chair), Mayor Pro Tem Monica R. Alonzo, Sandy Greyson, Adam Medrano, and Casey Thomas II

SUBJECT Southern Gateway Public Green Update

On Monday, May 22, 2017 you will be briefed on the Southern Gateway Public Green Update. The briefing materials are attached for your review.

Please feel free to contact me if you have any questions or concerns.

A handwritten signature in blue ink, appearing to read 'Majed A. Al-Ghafry'.

Majed A. Al-Ghafry, P.E.
Assistant City Manager

C: T.C. Broadnax, City Manager
Larry Casto, City Attorney
Craig D. Kinton, City Auditor
Rosa A. Rios, City Secretary
Daniel F. Solis, Administrative Judge
Kimberly Bizzor Tolbert, Chief of Staff to the City Manager
Raquel Favela, Chief of Economic Development & Neighborhood Services

Jo M. (Jody) Puckett, P.E., Assistant City Manager (Interim)
Eric D. Campbell, Assistant City Manager
Jill A. Jordan, P.E., Assistant City Manager
Joey Zapata, Assistant City Manager
M. Elizabeth Reich, Chief Financial Officer
Cheritta Johnson, Chief of Community Services (Interim)
Theresa O'Donnell, Chief of Resilience
Directors and Assistant Directors

Southern Gateway Public Green Project Update

**Transportation & Trinity River
Project Committee
May 22, 2017**

**Tanya Brooks, Assistant Director
Mobility and Street Services
Department
City of Dallas**



Presentation Overview

- Purpose
- Southern Gateway Public Green Update
- Discuss Implementation Options
- Discuss City Costs
- Discuss Funding Options
- Next Steps



Purpose

- Provide brief overview of the Southern Gateway Project
- Provide Southern Gateway Public Green/Deck Update
- Determine Southern Gateway Public Green/Deck Project Scope



Southern Gateway Project Background

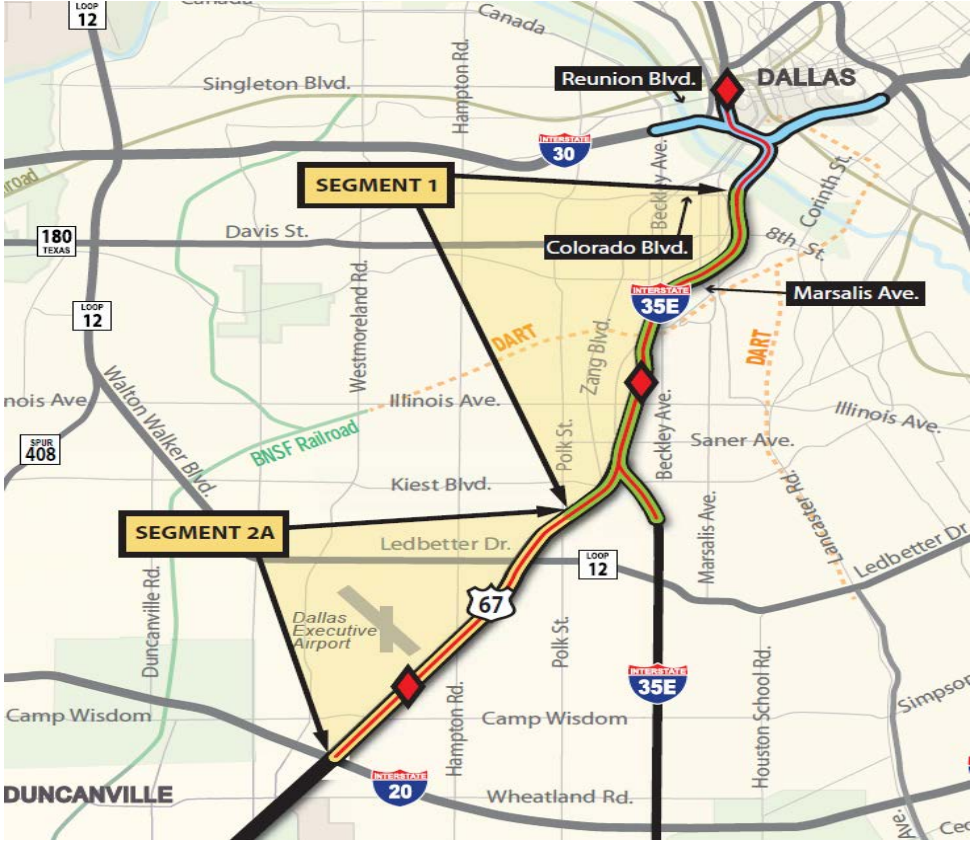
The Southern Gateway Highway Project (SGP) will:

- Provide Congestion Relief along IH-35E and US 67
- Increase Capacity
- Improve Safety
- Address Existing Design Deficiencies

The scope of the SGP is to:

- Widen Interstate I-35E, to five lanes in each direction with two reversible managed lanes in the center
- Widen US 67, to three lanes in each direction and with a reversible managed lane in the center
- Improve access to Southwest Center Mall from US 67

Southern Gateway Project Map



“Economic Vibrancy”



Southern Gateway Public Green Background

The Southern Gateway Public Green (SGPG) is a local enhancement to the highway project:

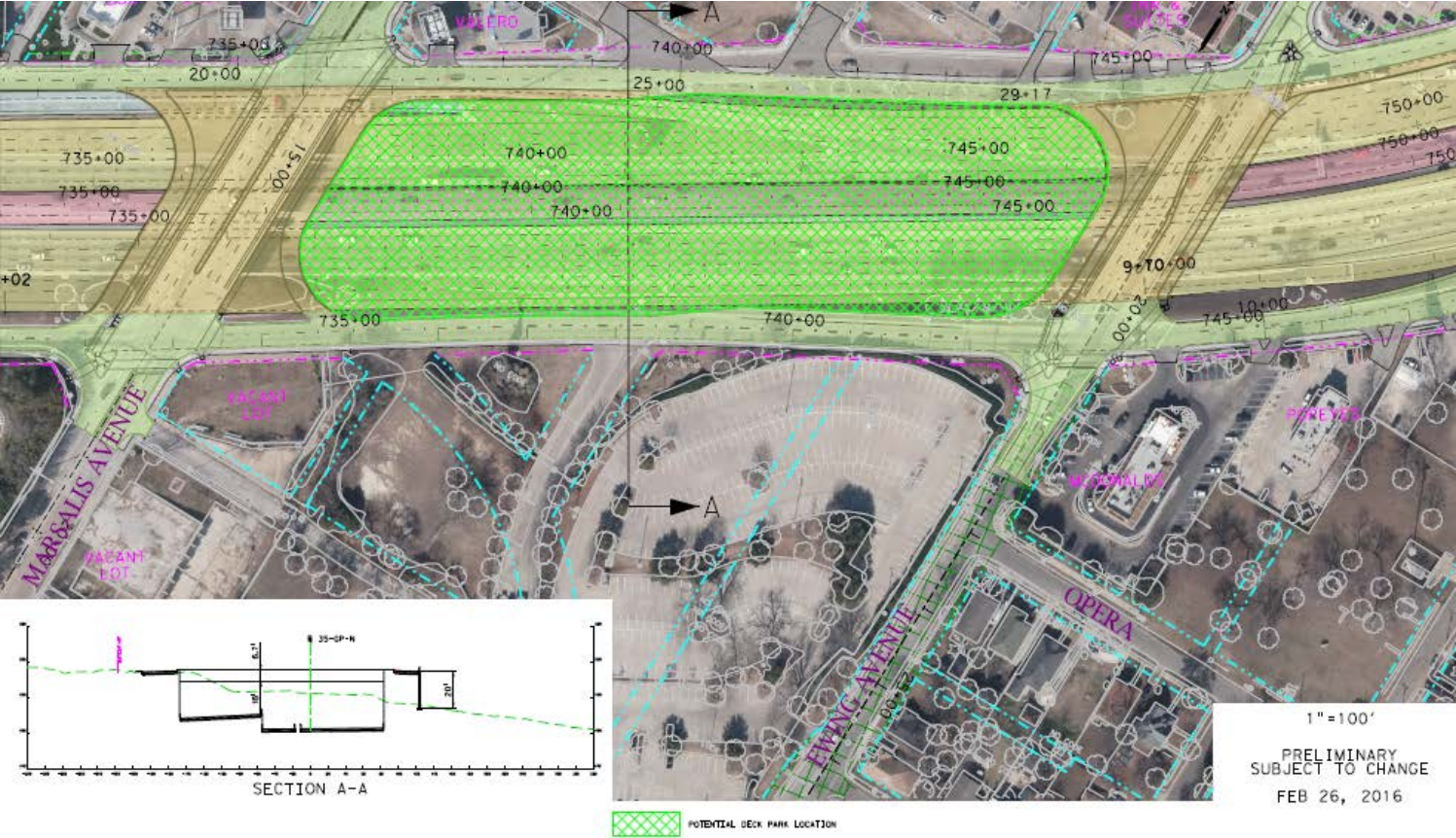
- March 21, 2015 – Southern Gateway Task Force created during Senator West’s “Eggs and Issues” community forum held at UNT Dallas
- Task Force asked (TxDOT) to consider adding a deck to the scope of the project:
 - Reconnect Oak Cliff
 - Provide a community gathering place
 - Generate Economic Development



Southern Gateway Public Green Background

- TxDOT analyzed the feasibility of four “deck” locations
 1. Marsalis to Ewing
 2. Ewing to Upton
 3. Beckley to Twelfth
 4. Overton
- March 10, 2016 – Regional Transportation Council (RTC) approved \$40 million towards the Southern Gateway Public Green
- June 22, 2016 – Council adopted resolution endorsing Southern Gateway Public Green location between Marsalis and Ewing, after reviewing pros and cons of each of the four proposed locations

Southern Gateway Public Green



Issues Previously Identified

- Dallas Fire Department Concerns
 - Recommended adding fire suppression system
- Funding
 - Bond Funds
 - General Funds
 - Private Funds

Southern Gateway Public Green Implementation Options

TxDOT Bids were opened on April 27, 2017. The contractor's pricing:

1. Option 1 – Build Full Deck (Ewing to Marsalis), All Foundations - \$90,372,500
2. Option 2A - Build Half Deck (Ewing to Lancaster), All Foundations (with Fire Suppression) - \$48,149,100
3. Option 2A - Build Half Deck (Ewing to Lancaster), All Foundations (without Fire Suppression) - \$38,519,280
4. Option 3 – Build All Foundations ONLY, no Deck - \$11,298,200 ¹⁰

Southern Gateway Public Green Cost Breakdown

ITEMS		OPTION 1 Foundations and Full Deck (Ewing to Marsalis)	OPTION 2A Foundations and Half Deck (w/Fire Suppression)**	OPTION 2A Foundations and Half Deck (w/o Fire Suppression)	OPTION 3 Foundations ONLY, NO Deck
EXPENSES					
	Southern Gateway Public Green Infrastructure	\$90,372,500	\$ 48,149,100	\$39,782,600	\$11,298,200
FUNDING SOURCES					
	RTC Contribution for Infrastructure	\$40,000,000	\$38,519,280	\$31,826,080	\$9,038,560
	Public/Private Cost for Infrastructure	\$50,372,500	\$9,629,820	\$7,956,520	\$2,259,640
AMENITIES	Cost for Amenities	\$40,000,000	\$22,000,000	\$22,000,000	\$ -
**NFPA 502-17 - Conditionally Mandatory based Engineering Analysis					

Southern Gateway Public Green Future Maintenance Cost Breakdown

	OPTION 1 Foundations and Full Deck (Ewing to Marsalis)	OPTION 2A Foundations and Half Deck (w/Fire Suppression)**	OPTION 2A Foundations and Half Deck (w/o Fire Suppression)	OPTION 3 Foundations ONLY, NO Deck
Tunnel Maintenance (Annual)	\$1,900,000	\$1,045,000	\$1,045,000	\$ -
Cost for Operations & Maintenance (Annual Estimate)	\$3,300,000	\$ 1,900,000	\$1,900,000	\$ -
Annual Cost	\$5,200,000	\$ 2,945,000	\$ 2,945,000	\$ -



Southern Gateway Public Green Time Lines

TASK	DATE
TxDOT Conditional Award	April 27, 2017
Transportation & Trinity River Project Committee	May 22, 2017
City Council Authorization of Agreements and Funding	June 28, 2017
TxDOT Contract Execution	July 2017
Construction Begins	Late 2017
Construction Completed	Late 2021

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Next Steps

Council Action to Approve the following:

- Advanced Funding Agreement with Texas Department of Transportation
- Operation and Maintenance Agreement with Texas Department of Transportation
- Airspace Lease Agreement with Texas Department of Transportation
- Private Funding Donor Agreement
- Alternative Funding

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Southern Gateway Project & Public Green/Deck Plaza

**Transportation & Trinity River
Project Committee
May 22, 2017**

**Tanya Brooks, Assistant Director
Mobility and Street Services
Department
City of Dallas**



Southern Gateway Public Green

City Council Briefing

January 18, 2017



Purpose

- Provide Southern Gateway Project background information
- Discuss City Council endorsed Southern Gateway Public Green location
- Project Timeline & City Costs
- Next Steps

TxDOT Southern Gateway Project Map



Southern Gateway Project Background

The Southern Gateway Project (SGP) is a highway improvement project to

- Provide Congestion Relief
 - Increase Capacity
- Improve Safety
 - Address Existing Design Deficiencies
- Improve Area Mobility

The scope of the SGP is to

- Widen Interstate 35E, to five lanes in each direction with two reversible managed lanes in the center
- Widen US 67, to three lanes in each direction and with a reversible managed lane in the center
- Improve access to Southwest Center Mall from US 67

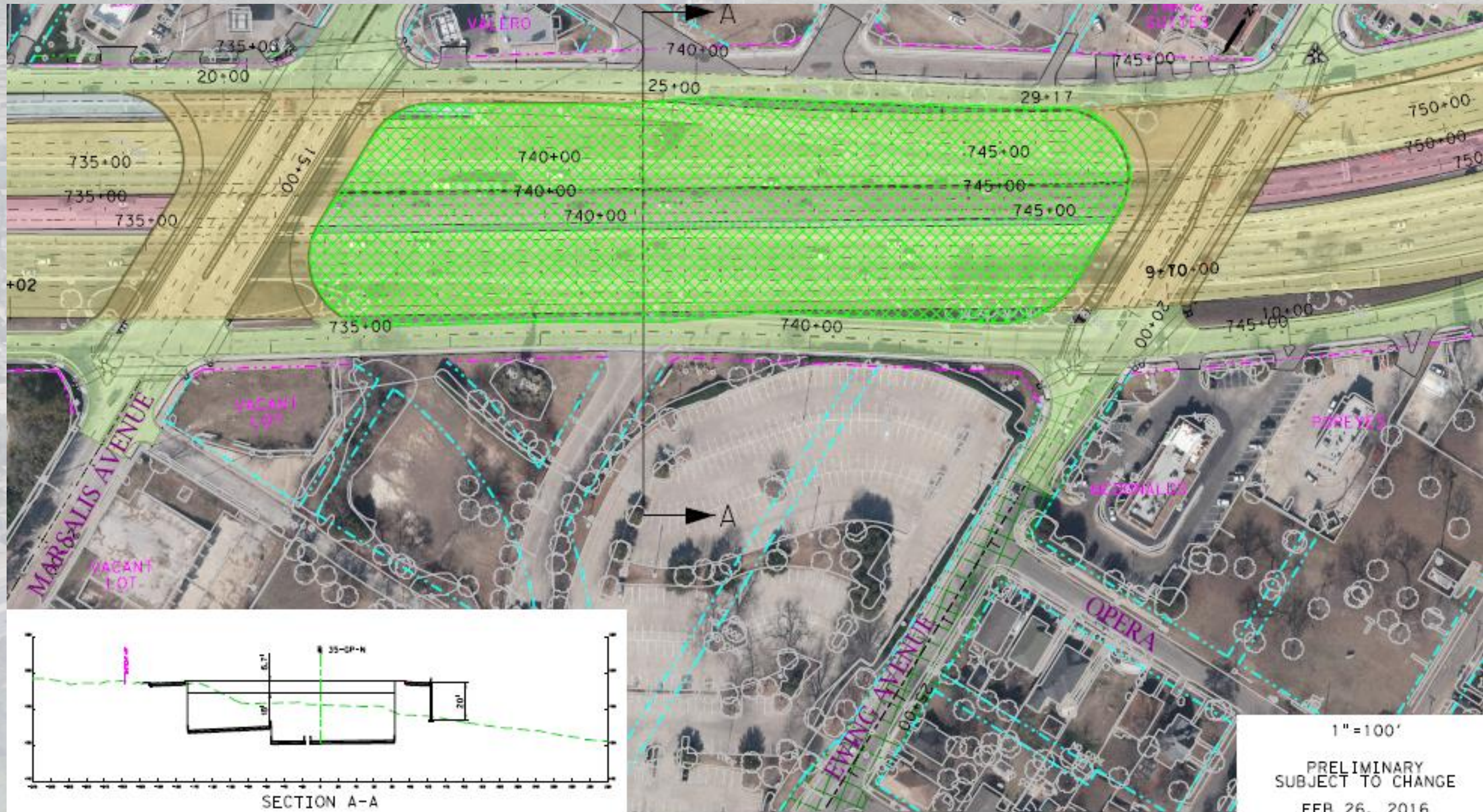
Southern Gateway Public Green Background

- Deck park not included in the original Southern Gateway Project scope
- March 21, 2015 – Southern Gateway Task Force created during Senator West “Eggs & Issues” community forum held at UNT Dallas
- Task Force asked TxDOT to consider adding a deck to the project to:
 - reconnect Oak Cliff
 - provide a community gathering place
 - generate economic development opportunities
- TxDOT analyzed the feasibility of four deck park locations

Southern Gateway Public Green Funding

- March 10, 2016 – Regional Transportation Council (RTC) approved \$40 million towards the Southern Gateway Public Green, contingent on City's \$10M match
- June 22, 2016 – Dallas City Council adopted a resolution endorsing the Southern Gateway Public Green location between Marsalis and Ewing and committed to explore funding to cover the remaining cost of construction, amenities and programming, and the ongoing operation and maintenance

Southern Gateway Public Green Location Map



Southern Gateway Project – City of Dallas Public Meetings

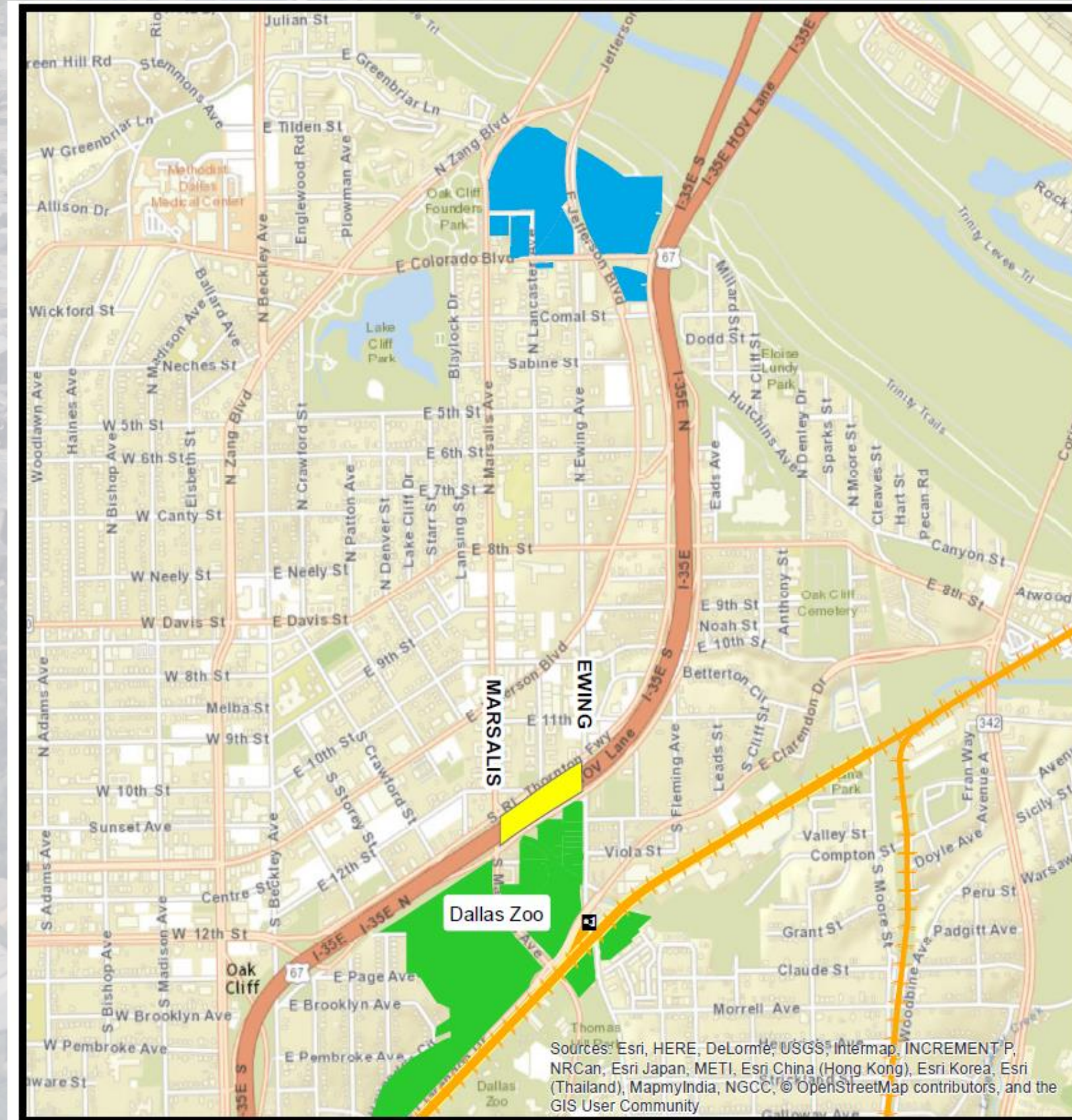
- April 28, 2016 – Project Aesthetics package presented to the community at the Beckley Saner Recreation Center
- May 23, 2016 – the Transportation and Trinity River Project Committee (TTRPC) was briefed on deck location options
- May 24, 2016 – Councilmember Arnold, District 4 Community Meeting at the Beckley Saner Recreation Center to discuss Southern Gateway Project and deck location options
- August 30, 2016 – Community Meeting held at the Dallas Zoo to petition stakeholder input for deck programming
- September 20, 2016 – Community Meeting held at Hitt Auditorium to present conceptual plans for deck programming
- September 24, 2016 – Conceptual programming plans presented to TTRPC

Southern Gateway Project – TxDOT Public Meetings

- **Spring 2014**
May 27, 2014
- **Summer 2015**
June 23, 2015, June 25, 2015, July 7, 2015, July 9, 2015
- **Winter 2015/2016**
January 26, 2016, January 28, 2016

Cienda Partners

- Cienda Partners hired the Office of James Burnett (OJB) to develop conceptual plans for the Southern Gateway Public Green
- Cienda Partners own the following land parcels: the old Oaks Dairy Site, Barnett Fields and various other sites in this area.



Southern Gateway Public Green



Legend

- Cienda Properties
- Marsalis to Ewing
- ZOO
- DART
- +—+—+—+— DART Rail Lines

Tunnel Constraints

- Fire Department adheres to Federal Regulations of National Fire Protection Association 502: Standard for Road Tunnels, Bridges, and other Limited Access Highways (NFPA 502) and 2016 Dallas Fire Code (DFC – 2015 International Fire Code (IFC) model code with local amendments)
- If the size of the deck triggers a tunnel, regulation requires a safe egress out of the tunnel be provided for pedestrians
- With both phases, the deck park does trigger these requirements
- Per City request, TxDOT minimized the right-of-way acquisition and does not have right-of-way to provide above requirement
- Options
 1. Build Phase I only
 2. Explore whether a gap between the two phases would eliminate the need for the additional requirements
 3. At a later time as part of Phase II, City could acquire any additional right-of-way and to build the additional life safety measures, which could cause the need to reconstruct the frontage roads

Deck Construction Costs

ITEMS		MARSALIS to EWING PHASE I & PHASE II	EWING to LANCASTER PHASE I	LANCASTER to MARSALIS PHASE II	EWING to LANCASTER PHASE I ONLY
EXPENSES					
	Cost for Foundation	\$44,504,880	\$44,504,880	\$0	\$24,046,800
	Cost for Deck/Lid*	\$51,240,600	\$31,313,700	\$19,926,900	\$31,313,700
	Cost for Amenities	\$40,000,000	\$22,000,000	\$18,000,000	\$22,000,000
	Total Cost	\$135,745,480	\$97,818,580	\$37,926,900**	\$77,360,500
FUNDING SOURCES					
	RTC Contribution	\$40,000,000	\$40,000,000	\$0	\$40,000,000
	City/Private Cost	\$95,745,480	\$57,818,580	\$37,926,900	\$37,360,500
* Includes Electric, Ventilation, & Special Fill					
** Additional costs may be incurred to meet the Fire Code regulations for tunnels					

Annual O&M Costs

	Phase I & Phase II	Phase I	Phase II	Phase I - ONLY
Tunnel Maintenance (Annual)	\$1,900,000	\$1,045,000	\$844,000	\$1,045,000
Cost for Operations & Maintenance (Annual estimate)	\$3,300,000	\$1,900,000	\$1,400,000	\$1,900,000
Annual Cost	\$5,200,000	\$2,945,000	\$2,244,000	\$2,945,000

TxDOT Project Timeline

TASK	ANTICIPATED DURATION
Released Request for Qualifications	May 13, 2016
Short Listed most qualified Teams	August 3, 2016
Released Request for Proposals	November 10, 2016
Finding of No Significant Impact (FONSI) determined	December 27, 2016
Conditional Award	April 27, 2017
Contract Execution	July 2017
Construction Begins	Late 2017
Construction Complete	Late 2021

City Requirements Before TxDOT Executes Contract (July 2017)

- Resolve the issue involving the tunnel code requirements
- Identify Sources of Funding Commitment
 - Bond Funds
 - General Funds
 - Private Funds
- Develop Advanced Funding Agreement (AFA) with TxDOT that obligates the City for all costs above the RTC's \$40 million commitment for the deck park
- Execute an agreement with the North Central Texas Council of Government (NCTCOG) for the use of their \$40M
- Obtain Airspace Lease Agreement with TxDOT
- Develop Operations and Maintenance Agreement with TxDOT

City Funding Commitment

When is funding due from the City of Dallas to TxDOT?

- The AFA must be executed with TxDOT by July 2017, prior to execution of contract between TxDOT and their selected contractor
- TxDOT has stated that if the AFA is not executed before TxDOT executes the contract with its contractor, they will delete the deck park
- City cannot enter a contract (AFA) with an unfunded liability
- Thus the City must have its funds in place for Phase I when Council approves the AFA
- Delaying Bond Election from May to November makes it more challenging to raise the City's share

Funding Options

- Private Donations
- Certificates of Obligations (Given the City's current situation, CO's may not be possible)
- Ask TxDOT to structure the AFA so that the City can extend fundraising efforts and see if bonds are approved in November
- If TxDOT removes the deck park in July from the Southern Gateway Project, ask TxDOT if we can add the deck park back in as a change order later
- Ask NCTCOG if they would fund the foundation cost only so that City could fund the remainder at a later date

Next Steps

- Identify Funding Sources
- Decide whether to resolve the tunnel issue
- Develop AFA with TxDOT
- Engage adjacent community to develop a plan that ensures compatibility with neighborhood interests
- Continue to work with Dallas Zoo on their Masterplan as it relates to parking and relocating their entrance

An aerial photograph of a city, likely Atlanta, Georgia, showing a dense urban area with a prominent skyline of skyscrapers in the distance. A major highway, likely I-75, runs diagonally across the middle of the image. The foreground is dominated by a large area of green trees and residential or commercial buildings. The sky is clear and blue.

APPENDIX 1

**Resolution adopted by City Council on June 22, 2016 endorsing
a deck park at the Marsalis Ave to Ewing Ave location**

WHEREAS, Dallas traffic has consistently been ranked among the most congested in the nation; and

WHEREAS, the Texas Department of Transportation (TxDOT) has received Congestion Relief Funding and has been directed to accelerate projects in the state that will improve mobility and safety on the most congested interstates; and

WHEREAS, the Southern Gateway Project is a proposed freeway improvement project that will provide congestion relief and widen I-35E from the Horseshoe Project terminus (at Colorado) to US 67 to ten main lanes and two reversible, non-tolled, managed express lanes, and to widen US 67 from the I-35E split to I-20 to six main lanes and one reversible non-tolled managed express lane; and

WHEREAS, the Regional Transportation Council (RTC) included the Southern Gateway Project in the region's Metropolitan Transportation Plan, called the Mobility 2040 Plan, and has consistently identified the Southern Gateway Project as the highest priority project in the eastern side of the Dallas-Fort Worth region; and

WHEREAS, on March 10, 2016, the RTC approved a \$656 million package of state and regional funding to construct the Southern Gateway Project; and

WHEREAS, I-35E was designed and built in the late 1950's and early 1960's with a horizontal curvature at Zang Boulevard that does not meet current design standards; and

WHEREAS, the existing highway ramp configurations do not provide direct access to the Southwest Center Mall area; and

WHEREAS, the Southern Gateway Project runs through and provides access to vital parts of the Southern Dallas community and offers an opportunity to include design elements that improve mobility and safety, enhance quality of life for the surrounding community, and encourage economic development; and

WHEREAS, the Green Ribbon Fund is a TxDOT program intended to provide a higher level of visual appeal to freeway projects through landscaping and other aesthetic enhancements; and

WHEREAS, The Southern Gateway Public Green has been identified in the CityMAP document as a transformational economic catalyst for Southern Dallas and furthermore that the optimal location is between Ewing and Marsalis.

Now, Therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF DALLAS:

SECTION 1. That the City Council supports the Southern Gateway Project subject to the following conditions:

- a. Improved access will be provided to the Southwest Center Mall via a new northbound US 67 exit ramp to Camp Wisdom Road;
- b. The I-35E mainlane alignment from Colorado Boulevard to the US 67 split will be designed and constructed to meet a 60 mile per hour design speed;
- c. A deck will be constructed between Marsalis Avenue and Ewing Avenue, to support a future public open space (Southern Gateway Public Green) that connects the communities on both sides of the freeway;
- d. Noise walls will be built, preferably during the Phase I, where required as a result of the finalized noise analysis and per Federal Highway Administration (FHWA) guidelines to protect residential areas;
- e. New frontage roads will be included in the project to provide access to adjacent properties;
- f. Bridges crossing the freeway will be enhanced to accommodate multi-modal connectivity and designed to be consistent with the City's Complete Streets Design Manual;
- g. Opportunities to apply for Green Ribbon Funding for enhancements along the corridor can be pursued by the City of Dallas; TxDOT will give consideration to use of Green Ribbon Funds to address areas for landscaping enhancements along the corridor;
- h. TxDOT will explore pavement options to further reduce noise;
- i. TxDOT will minimize the acquisition of property associated with this project; and
- j. TxDOT will encourage participation of Disadvantaged Business Enterprises (DBEs), historically underutilized businesses, women owned business enterprises and minority business enterprises in all facets of the business activities of TxDOT consistent with applicable laws and regulations.

SECTION 2. That the City Council supports the Southern Gateway Public Green Option A between Marsalis Avenue and Ewing Avenue over the freeway lanes with the Regional Transportation Council \$40 million toward the construction and the City of Dallas commits to explore funding for the remaining cost of construction, amenities and programming, and the ongoing operation and maintenance of the Southern Gateway Public Green through public/private partnerships. Funding options may include public and private partnerships and shall not include a reduction in the Council District specific allocation from the General Fund and Bond Program proceeds as it pertains to this project unless authorized by District Councilmembers. Furthermore, the Council intends that the Southern Gateway Project and Public Green minimize the impact to the adjacent single family neighborhoods and the Council recognizes and intends to preserve the historic nature of these communities.

SECTION 3. That this resolution shall take effect immediately from and after its passage in accordance with the provisions of the Charter of the City of Dallas, and it is accordingly so resolved.

APPROVED BY
CITY COUNCIL

JUN 22 2016

Lucas A. Pineda
City Secretary

An aerial photograph of a city, likely Atlanta, Georgia, showing a dense urban core with numerous skyscrapers in the distance. The foreground and middle ground are dominated by a mix of residential neighborhoods with trees and houses, and major transportation corridors including highways and bridges. The sky is clear and blue.

APPENDIX 2

Southern Gateway Public Green Conceptual Programming Briefing

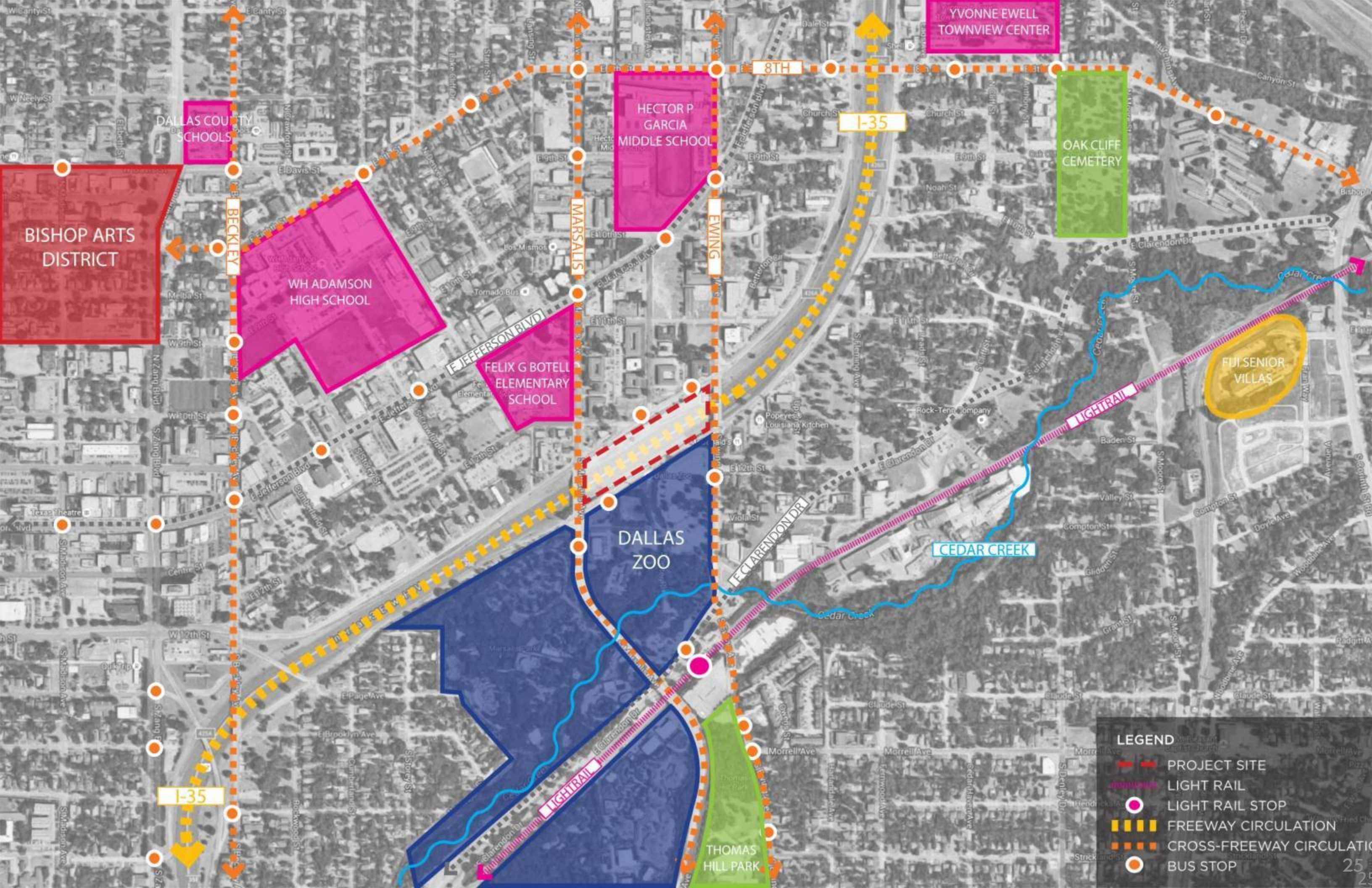
An aerial photograph of a city, likely Dallas, Texas, showing a major highway (Interstate 75) running through the center. The highway is flanked by residential and commercial areas. In the background, the downtown skyline with several skyscrapers is visible under a clear sky. The foreground shows a mix of trees, parking lots, and smaller buildings.

OJB

SOUTHERN GATEWAY PUBLIC GREEN

COMMUNITY MEETING #2

20 SEPTEMBER 2016



BISHOP ARTS DISTRICT

DALLAS COUNTY SCHOOLS

WH ADAMSON HIGH SCHOOL

FELIX G BOTELL ELEMENTARY SCHOOL

HECTOR P GARCIA MIDDLE SCHOOL

YVONNE EWELL TOWNVIEW CENTER

OAK CLIFF CEMETERY

FIJI SENIOR VILLAS

DALLAS ZOO

CEDAR CREEK

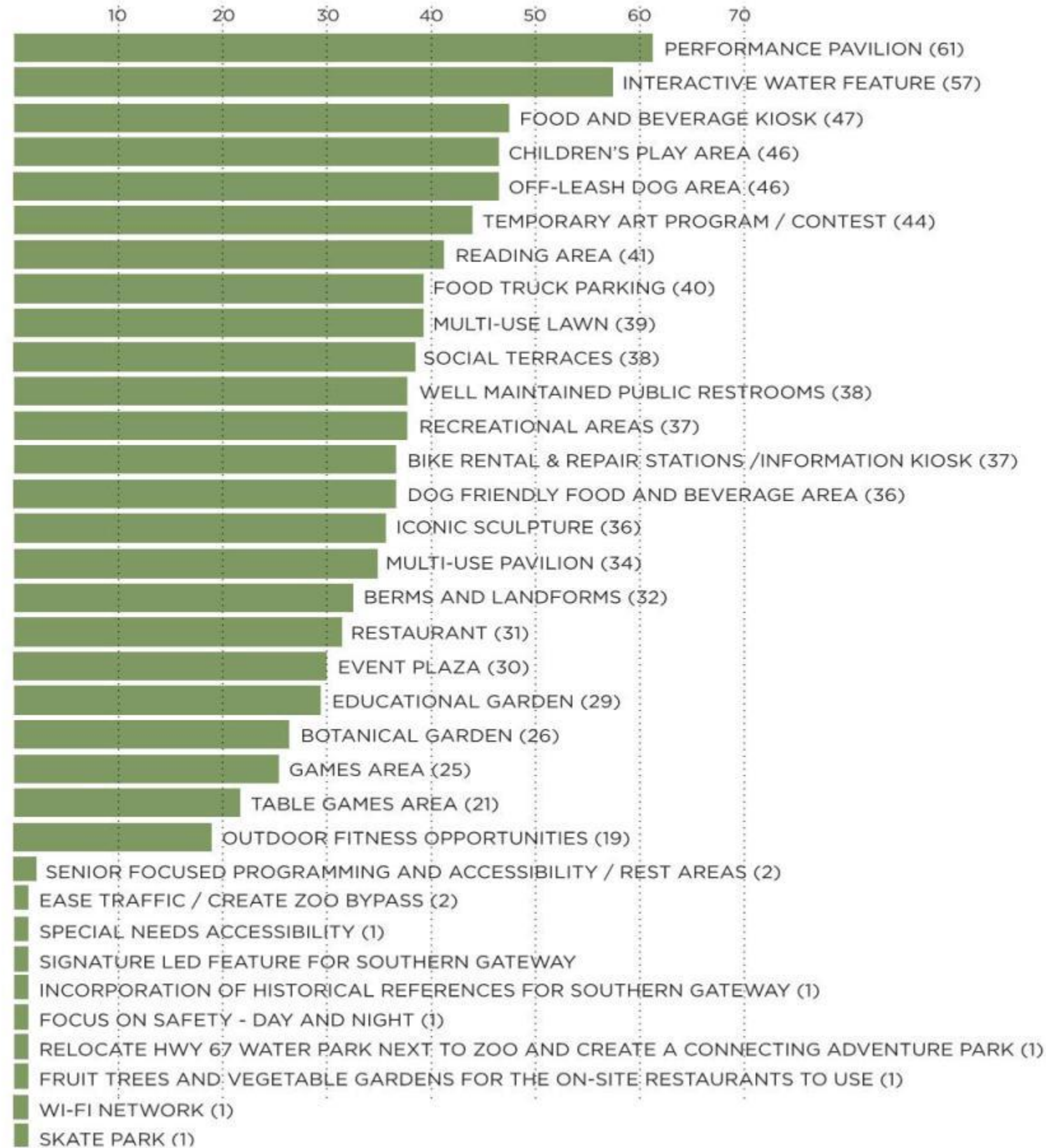
THOMAS HILL PARK

- LEGEND**
- PROJECT SITE
 - - - LIGHT RAIL
 - LIGHT RAIL STOP
 - ▬▬▬ FREEWAY CIRCULATION
 - - - CROSS-FREEWAY CIRCULATION
 - BUS STOP

COMMUNITY MEETING #1
RESULTS

PUBLIC WORKSHOP #1 - SURVEY RESULTS, PREFERRED PARK PROGRAM

+150 RESPONDENTS - MULTIPLE VOTES WERE PERMITTED ON EACH ITEM.



PUBLIC WORKSHOP #1 - RESPONDENT COMMENTS, PREFERRED PARK PROGRAM

+150 RESPONDENTS - MULTIPLE VOTES WERE PERMITTED ON EACH ITEM.

- **Shade! Shade! Shade! Trees please. Easy access for residents.**
- **Water misters in lawn areas.**
- **Parking? Who will manage? City or private?**
- **Trolley to Bishop Arts/Oak Cliff.**
- **Curbcut at Marsalis so the southbound traffic can get into the zoo easier.**
- **Trees are not the only shade source... Creativity!**
- **Ample strolling/resting areas for seniors.**
- **The park should operate a wifi network.**
- **Zoo parking! Zoo access improvements**
- **How will you discourage the homeless population from inhabiting the park?**
- **Yes: you forgot seniors. They need to be able to enjoy the same areas**
- **Parking garage adjacent to the deck park on the zoo side.**
- **Low impact development strategy. Demonstrate green infrastructure. More programming that relates to the Dallas Zoo. Walking connection to Jefferson Blvd.**
- **Look at the CAP in Columbus, Ohio.**
- **Farm to table restaurant that supports local vs. chain.**
- **Keep the "hood" in Oak Cliff!!! Not food trucks, but street vendors! Cheap and character!!**
- **Mini soccer field with nets.**
- **Easy transportation to/from deck park. Easy park options.**
- **Skateboard park.**
- **Bike repair stands and shop (public).**
- **This park should draw inspiration from the surrounding communities and incorporate some zoo/animal elements as well as a more casual, boho, art-inspired vibe reminiscent of the Bishop Arts area.**

PARK SCHEME

Phase II

Phase I





PHASE II PROGRAM

Activity Lawn	29,000 SF
Skate/Recreation	11,000 SF
Entry Plaza	8,500 SF
Outdoor Fitness	8,000 SF
Bike Rental/Info Kiosk	2,200 SF
F+B Kiosk	500 SF

PHASE I PROGRAM

Event Lawn	21,000 SF
Children's Garden	15,000 SF
Plaza	14,000 SF
Entry Plaza	7,500 SF
Promenade	3,500 SF
Multi-Use Pavilion	5,000 SF
F+B Kiosk	3,000 SF
Dog Park	2,500 SF
Reading Terrace/Games	2,000 SF



AERIAL FROM EWING LOOKING SOUTH





PARK ENTRANCE NEAR DOG PARK





VIEW OF DOWNTOWN FROM EVENT LAWN





CHILDREN'S GARDEN





CHILDREN'S GARDEN ENTRANCE





CHILDREN'S GARDEN AND CENTRAL PLAZA





CENTRAL PLAZA WATER FEATURE



MID-BLOCK PARK ENTRANCE



FOOD AND BEVERAGE KIOSK ON EVENT LAWN

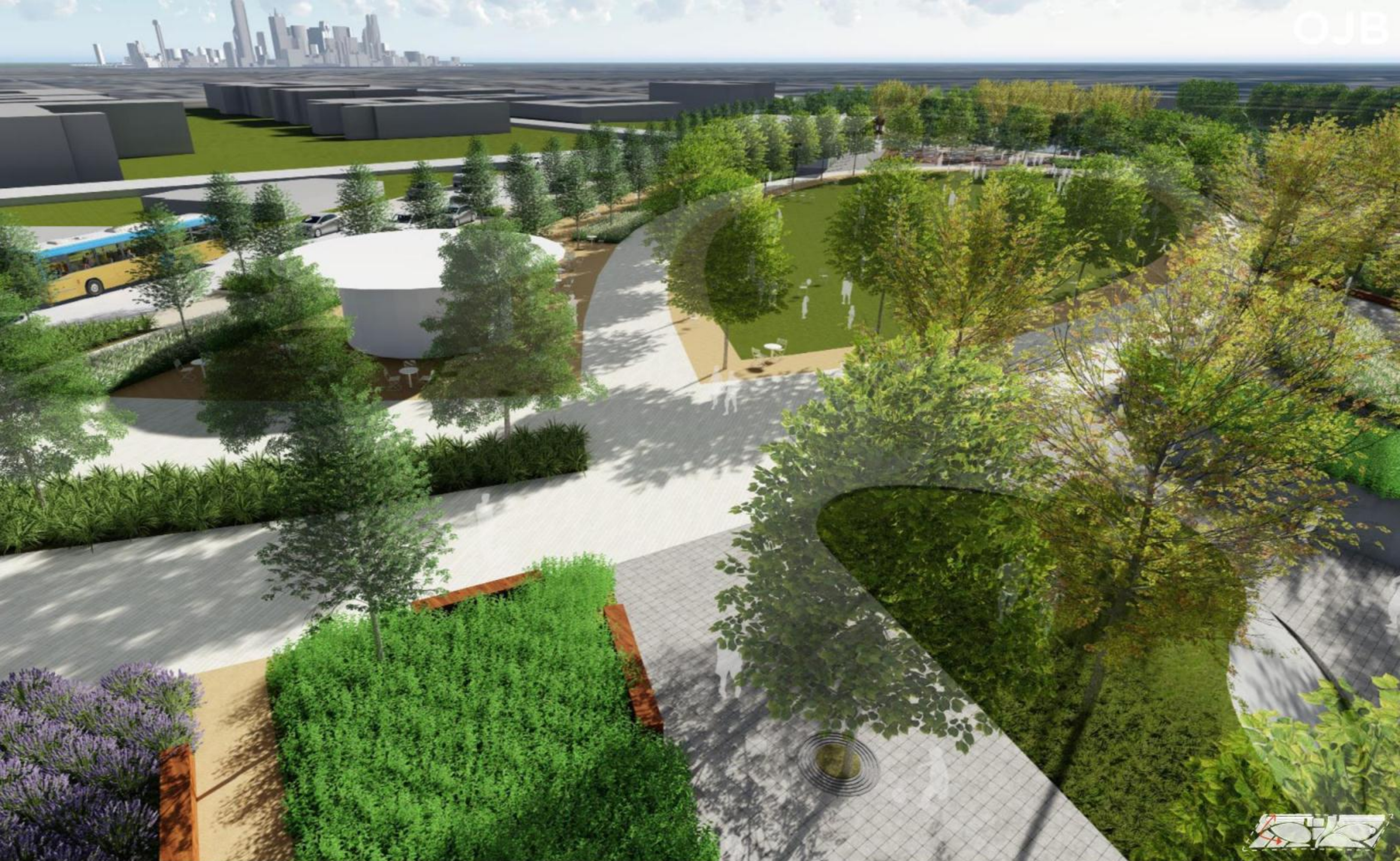


MID-BLOCK PARK ENTRANCE





ACTIVITY LAWN AND MULTI-USE PAVILION



PARK ENTRANCE NEAR SKATE AND RECREATION





SKATE AND RECREATION AREA

