



## Memorandum

### AGENDA ITEM 9

**DATE:** August 30, 2023

**TO:** Transportation Authority Board

**FROM:** Carl Holmes - Deputy Director for Capital Projects

**SUBJECT:** 9/12/23 Board Meeting: Approve a Two-Year Professional Services Contract with WSP USA Inc. in an Amount Not to Exceed \$4,300,000 for Construction Management Services for the Yerba Buena Island Hillcrest Road Improvement Project; and Approve a Two-Year Professional Services Contract with GHD in an Amount Not to Exceed \$1,200,000 for Construction Management Services for the Torpedo Building Preservation Project and Pier E-2 Phase 2 Project

<p><b>RECOMMENDATION</b>   <input type="checkbox"/> Information   <input checked="" type="checkbox"/> Action</p> <ul style="list-style-type: none"> <li>• Approve a two-year professional service contract with WSP USA Inc (WSP) in an amount not to exceed \$4,300,000 for Construction Management Services for the Yerba Buena Island (YBI) Hillcrest Road Improvement Project.</li> <li>• Approve a two-year professional service contract with GHD in an amount not to exceed \$1,200,000 for Construction Management Services for the Torpedo Building Preservation Project and Pier E-2 Phase 2 Project.</li> <li>• Authorize the Executive Director to negotiate contract payment terms and non-material terms and conditions.</li> </ul> <p><b>SUMMARY</b></p> <p>The Transportation Authority will be administering the construction work for YBI Hillcrest Road Improvement Project, Torpedo Building Preservation Project, and Pier E-2 Phase 2 Project. We issued a Request for Proposals (RFP) for construction management services for all three projects on July 20, 2023, we received four proposals, and a multi-agency technical review panel including the Treasure Island Development Authority (TIDA), Bay Area Toll Authority (BATA), and the Transportation Authority recommended WSP to provide construction management services for the YBI Hillcrest Road Improvement Project. The review panel also recommended GHD to provide construction management</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Fund Allocation</li> <li><input type="checkbox"/> Fund Programming</li> <li><input type="checkbox"/> Policy/Legislation</li> <li><input type="checkbox"/> Plan/Study</li> <li><input type="checkbox"/> Capital Project Oversight/Delivery</li> <li><input type="checkbox"/> Budget/Finance</li> <li><input checked="" type="checkbox"/> Contract/Agreement</li> <li><input type="checkbox"/> Other: _____</li> </ul>
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<p>services for the Torpedo Building Preservation Project and the Pier E-2 Phase 2 Project. The Transportation Authority is leading these projects on behalf of the Treasure Island Development Authority (TIDA) .</p>	
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## **BACKGROUND**

**YBI Hillcrest Road Improvement Project.** TIDA was awarded a \$30,000,000 Infill Infrastructure Grant (IIG) by the State of California Department of Housing and Community Development in the Spring of 2020 for the widening of Hillcrest Road to improve safety and traffic circulation. TIDA requested that the Transportation Authority lead the design and construction effort for the Hillcrest Road Improvement Project because of the Transportation Authority’s expertise and experience on other YBI engineering projects including YBI Ramps Improvement Project, Southgate Road Realignment Project, and West Side Bridges Seismic Retrofit Project. In December 2021, TIDA and the State executed the standard agreement which allows work to start on the Hillcrest Project.

The TI/YBI Redevelopment Project Environmental Impact Report (EIR) includes roadway improvements on YBI including Hillcrest Road. The Hillcrest Project will widen Hillcrest Road and provide two travel lanes and a Class II bicycle lane. This is consistent with the TI/YBI Redevelopment EIR. The Hillcrest Project will require close coordination and consultation with all stakeholders including the TIDA, Caltrans, Bay Area Toll Authority (BATA), San Francisco Public Works (SFPW), and the United States Coast Guard. See Attachment 2 for the YBI Project Map.

The Hillcrest Road Improvement Project will improve the safety of the existing Hillcrest Road from Treasure Island Road and West Side Bridges Seismic Retrofit Project on the west side to the Southgate Road Realignment Improvements Project on the east side. The Hillcrest project connects these two projects and will provide improved vehicular access to the San Francisco Oakland Bay Bridge (SFOBB). The existing Hillcrest Road is 28-feet wide throughout the project limits and has a lane in each direction but limited shoulder widths. The project will widen Hillcrest Road to between 36-feet and 58-feet and accommodate a Class II bike path to enhance the bicycle circulation network on YBI. The project will be coordinated with BATA efforts to accommodate a new Class I bicycle/pedestrian (bike/ped) path adjacent to the project that will ultimately enable connection to the completed bike/ped landing next to Quarters 9 on YBI, and the future Class I path planned by BATA on the western span of the SFOBB connecting commuters, cyclists, and pedestrians to/from downtown San Francisco.



**Torpedo Building Preservation Project.** The Torpedo Building Preservation Project is a mitigation measure of the YBI Southgate Road Realignment Improvement Project (Southgate) which was completed in May 2023. The Southgate Project (I-80 East Side Ramps component) required execution of a Memorandum of Agreement (MOA) between Caltrans and the California State Historic Preservation Officer (SHPO). Subsequently, the Southgate Road Realignment Improvements Project was determined to have an adverse impact (removal) of Quarters 8, an officer's residence that was determined to be individually eligible for listing in the National Register of Historic Places (National Register). An amended MOA was executed in May 2019 between Caltrans, SHPO and USCG, to address mitigation responsibilities for the adverse impact. The mitigation measures have been applied to the Torpedo Building (Navy Building 262), which is located on the far northeast tip of YBI, underneath the SFOBB and is now owned by TIDA. The Torpedo Building is listed on the National Register of Historic Places. The preservation elements identified in the MOA include removing the roof and replacing it with corrugated metal roofing, repair or replace fascia boards, and repair or replace windows and doors.

**Pier E-2 Phase 2 Project.** The Pier E-2 Phase 2 project is part of the Toll Bridge Seismic Program in which BATA and Caltrans repurposed the area in and around Pier E-2 at the base of the East Span of the Bay Bridge for public use. In March 2018, the Caltrans Toll Bridge Program Oversight Committee approved retaining four of the six remaining marine pier foundations of the SFOBB that will serve as public access. The former pier was cut down to lower its elevation while remaining above sea level flood elevation, a land bridge connecting YBI to the pier was constructed, and site amenities were added including tables, seating, landscaping, and interpretive signage that honors and explains the site's history. Limited vehicle parking, bicycle parking, and signage were added to the site as Phase 1 of the project. The second phase of Caltrans Pier E-2 improvements design will expand the parking lot, add a restroom, complete landscaping, drainage and signage at the site, upgrade the entrance gates and provide utilities to serve both the parking lot improvements and the improvements planned for the Torpedo Building. At the completion of the Phase 2 Pier E2 improvements, the area will be completed and opened to the public for enhanced access to the San Francisco Bay and other amenities described above.

## **DISCUSSION**

**Project Status and Schedule.** For the Hillcrest Road Improvement Project, environmental clearance has been completed and the project received Categorical Exemption in March 2021. The plans are anticipated to reach 100% completion in November 2023. The project is being fast-tracked to take advantage of the closure of Treasure Island and Hillcrest roads as part of the West Side Bridges Seismic Retrofit Project and to meet IIG grant requirements.



The Hillcrest Road Improvement Project is scheduled to go into construction in early 2024 and complete construction in 2025. (See separate memo in this agenda packet for more details on Hillcrest Road project.)

The Torpedo Building Retrofit Project is anticipated to reach 100% design completion in September 2023. The Pier E-2 Phase 2 Project plans are currently at 95%. Both the Torpedo Building Retrofit Project and Pier E-2 Phase 2 Project are on separate schedules from the Hillcrest Project. Construction for these projects is anticipated to start in 2024 and finish in 2025. The Transportation Authority will coordinate closely with TIDA and BATA on the exact construction schedule. However, all three projects are currently anticipated to be completed by 2025.

The planned schedule for the construction management service for all three projects is as follows:

<b>Activity</b>	<b>Completion Date</b>
• Notice to Proceed for Pre-construction Services	Oct 2023
• Perform Pre-construction Services	Oct 2023 - Jan 2024
• Notice to Proceed for Construction Services	Jan 2024
• Perform Construction Management Services	Jan 2024 - Dec 2025

**Procurement Process.** We issued an RFP for construction management services for the Hillcrest Road Improvement Project, Torpedo Building Preservation Project and Pier E-2 Phase 2 Project on July 20, 2023. We hosted a virtual pre-proposal conference on July 27, 2023, which provided opportunities for small businesses and larger firms to meet and form partnerships. 38 firms registered for the conference. We took steps to encourage participation from small and disadvantaged business enterprises, including advertising in seven local newspapers: San Francisco Chronicle, San Francisco Examiner, San Francisco Bayview, Small Business Exchange, Nichi Bei, El Reportero, and Sing Tao. We also distributed the RFP to certified small, disadvantaged, and local businesses; Bay Area and cultural chambers of commerce; and small business councils.

By the due date of August 21, 2023, we received four proposals in response to the RFP. A selection panel comprised of Transportation Authority, TIDA, and BATA staff evaluated the proposal based on qualifications and other criteria identified in the RFP, including the proposer’s understanding of project objectives, technical and management approach, and capabilities and experience. The panel short-listed and interviewed three firms on August 28, 2023. Based on the competitive process defined in the RFP and the interviews, the panel recommends that the Board award the YBI Hillcrest Road Improvement Project construction



management services contract to WSP. While the three firms were qualified for this work, WSP stood out because of their strong relevant experience on roadway projects with geologic formations like those found at Hillcrest Road. The team demonstrated clear understanding of engineering challenges, specifically, around YBI transportation improvements, roadway construction, retaining wall construction, and tunnels.

We established a Disadvantaged Business Enterprise (DBE)/Small Business Enterprise (SBE) goal of 20% for this contract. WSP's proposal exceeded the contract goal. The WSP team includes a combined 22% DBE/SBE participation from multiple firms, including BioMaas Inc. (DBE), ISI Inspection Services, Inc (DBE), KL Bartlett Consulting (DBE), Pendergast Consulting Group (SBE), and Transamerican Engineers & Associates, Inc. (DBE).

The panel also recommends that the Board award the Torpedo Building Preservation Project and the Pier E-2 Phase 2 Project construction management services contract to GHD. While all three firms were qualified for this work, GHD stood out because of their understanding of utility installation and relocation, relevant experience on preservation projects in the Bay Area, and landscaping construction. GHD also demonstrated knowledge of San Francisco Bay Conservation and Development Commission requirements for Pier E-2.

GHD's proposal exceeded the contract goal for DBE/SBE. The GHD team includes a combined 85% DBE/SBE participation from multiple firms, including VSCE Inc. (DBE) and Saylor Consulting Group (DBE).

## **FINANCIAL IMPACT**

The Hillcrest Road Improvement Project contract amount will be funded with IIG funds awarded to TIDA by the State. The construction management service contract amount for Hillcrest Road Improvement Project is \$4.3 million. The Transportation Authority has an MOA with TIDA for the reimbursement of construction management services.

The Torpedo Building Preservation Project will be funded by BATA through a funding agreement for the Southgate Road Realignment Project. Execution of the proposed contract with GHD is contingent upon the execution of an amended funding agreement with BATA, to cover the Pier E-2 Phase 2 Project, anticipated to be completed by September 2023. Work will not commence until funding is obligated. The construction management service contract amount for the Torpedo Building Preservation Project is \$400,000 and for the Pier E-2 Phase 2 Project is \$800,000.

The first year's activities for all three contracts are included in the adopted Fiscal Year 2023/24 budget. Sufficient funds will be included in future year budgets to cover the remaining cost of the contracts.



## **CAC POSITION**

The Community Advisory Committee will consider this item at its September 6, 2023, meeting.

## **SUPPLEMENTAL MATERIALS**

- Attachment 1 - Construction Management Services for Hillcrest Road Improvement Project, Torpedo Building Preservation Project, and Pier E-2 Phase 2 Project - Scope of Services
- Attachment 2 - YBI Project Map



## **Attachment 1 Scope of Services**

The Transportation Authority will be using the traditional Design-Bid-Build project delivery method for Yerba Buena Island (YBI) Hillcrest Road Improvement Project, the Torpedo Building Preservation Project, and the Pier E-2 Phase 2 Project. The construction management contract will consist of Task 1 consisting of pre-construction services; Task 2 consisting of construction phase management services, and Task 3 consisting of post construction phase services. Each project will have three separate tasks.

The construction management (CM) services required will include:

### **Task 1 - Pre-Construction Services**

- Provide timely Briefings to Transportation Authority, BATA, and TIDA management regarding project issues, construction issues, and progress.
- Perform constructability review of the construction contract documents (construction plans, special provisions, bid proposal and relevant information) for the project and submit a constructability report on discrepancies, inconsistencies, omissions, ambiguities, proposed changes, and recommendations.
- Perform biddability review of the 100% contract documents (construction plans, special provisions, bid proposal and relevant information) for the project and submit a biddability report on discrepancies, inconsistencies, omissions, ambiguities, proposed changes, and recommendations.
- Prepare a detailed Critical Path Method (CPM) construction schedule including pre-construction and construction activities.
- Management of the construction contract bidding phase; and management of the pre-bid conference and bid opening procedures including review of bids, bid bonds, insurance certificates and related contractor bid proposal submittals; and assist the Transportation Authority in selecting the recommended lowest qualified bidder.
- Process construction contract for execution by the contractor.
- Arrange for, coordinate and conduct a pre-construction conference, including preparation of meeting minutes.
- Complete review, comment and approval of the Construction Contractor's baseline schedule of work.



## **Task 2 - Construction Phase Services**

- Perform all necessary construction administration functions as required by the Transportation Authority's Construction Contract Administration Procedures, City and County of San Francisco (City) Department requirements and specifications, BATA requirements, Caltrans Standard Specifications, and Caltrans Construction and Local Assistance Procedures Manual including:
  - Perform all required field inspection activities, monitor contractor's performance and enforce all requirements of applicable codes, specifications, and contract drawings.
  - Provide inspectors for day-to-day on the job observation/inspection of work. The inspectors shall make reasonable efforts to guard against defects and deficiencies in the work of the Construction Contractor and to ensure that provisions of the contract documents are being met.
  - Prepare daily inspection reports documenting observed construction activities.
  - Hold weekly progress meetings, weekly or as deemed necessary, between contractors, the Transportation Authority, the City, TIDA, BATA, Caltrans oversight, USCG, and other interested parties. Prepare and distribute minutes of all meetings.
  - Take photographs and videotape recordings of pre-construction field conditions, during construction progress, and post construction conditions.
  - Prepare and recommend contractor progress payments including measurements of bid items. Negotiate differences over the amount with the contractor and process payments through the Transportation Authority Project Manager.
  - Monitor project budget, purchases and payment.
  - Prepare monthly progress reports documenting the progress of construction describing key issues cost status and schedule status.
  - Prepare quarterly project status newsletters.
- Establish and process project control documents including:
  - Daily inspection diaries
  - Weekly progress reports
  - Monthly construction payments
  - Requests for Information (RFI)
  - Material certifications
  - Material Submittals
  - Weekly Statement of Working Days
  - Construction Change Orders
  - Review of certified payrolls
- Review of construction schedule updates:





- Review construction contractor's monthly updates incorporating actual progress, weather delays and change order impacts. Compare work progress with planned schedule and notify construction contractor of project slippage. Review Construction Contractor's plan to mitigate schedule delay. Analyze the schedule to determine the impact of weather and change orders.
- Evaluate, negotiate, recommend, and prepare change orders. Perform quantity and cost analysis as required for negotiation of change orders.
- Analyze additional compensation claims submitted by the Construction Contractor and prepare responses. Perform claims administration including coordinating and monitoring claims responses, logging claims and tracking claims status.
- Process all Construction Contractor submittals and monitor City and Caltrans review activities.
- Review, comment and facilitate responses to RFI's. Prepare responses to RFI on construction issues. Transmit design related RFI's to designer. Conduct meetings with Construction Contractor and other parties as necessary to discuss and resolve RFI's.
- Act as construction project coordinator and the point of contact for all communications and interaction with the Construction Contractor, the City, TIDA, BATA, Caltrans, USCG, project designer and all affected parties.
- Schedule, manage and perform construction staking in accordance with the methods, procedures and requirements of the City and Caltrans.
- Schedule, manage, perform and document all field and laboratory testing services. Ensure the Construction Contractor furnishes Certificates of Compliance or source release tags with the applicable delivered materials at the project site. Materials testing shall conform to the requirements and frequencies as defined in the Transportation Authority's Construction Contract Administration Procedures, the City requirements and codes, Caltrans Construction Manual and the Caltrans Materials Testing Manuals.
- Coordinate and meet construction oversight requirements of the City, BATA, Caltrans, USCG, and TIDA for work being performed within the respective jurisdictions. Construction Manager shall be responsible for coordinating with the City, Caltrans, USCG, and TIDA regarding traffic control measures, press releases, responses to public inquiries, and complaints regarding the project.
- Oversee environmental mitigation monitoring. Monitor and enforce Construction Contractor SWPPP compliance.
- Enforce safety and health requirements and applicable regulations for the protection of the public and project personnel.
- Facilitate all necessary utility coordination with respective utility companies.
- Provide coordination and review of Construction Contractor's detours and staging plans with the City, TIDA, Caltrans, and BATA construction management staff.



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- Maintain construction documents per funding requirements. Enforce Labor Compliance requirements.
- Quality Assurance/Quality Control (QA/QC) - Establish and implement a QA/QC procedure for construction management activities undertaken by in-house staff and by subconsultants. The QA/QC procedure set forth for the project shall be consistent with Caltrans' most recent version of the "Guidelines for Quality Control/Quality Assurance for Project Delivery". Enforce Quality Assurance requirements.
- Ensure construction contractor complies with State Prevailing Wage Law (Labor Code Sections 1720-1781) requirements.

### **Task 3 - Post-Construction Services**

- Perform Post Construction Phase activities including:
  - Prepare initial punch list and final punch list items.
  - Finalize all bid items, claims, and change orders. Provide contract change order documentation to project designer. Coordinate preparation of record drawings (as-built drawings) by project designer.
  - Provide final inspection services and project closeout activities, including preparation of a final construction project report per Federal, State, and the City requirements.
  - Turn all required construction documents over to Transportation Authority, the City, Caltrans, and BATA for archiving.

### **General Project Administration**

The Construction Manager will also perform the following general project administrative duties:

- a) Prepare a monthly summary of total construction management service charges made to each task. This summary shall present the contract budget for each task, any re-allocated budget amounts, the prior billing amount, the current billing, total billed to date, and a total percentage billed to date. Narratives will contain a brief analysis of budget-to-actual expenditure variances, highlighting any items of potential concern for Transportation Authority consideration before an item becomes a funding issue.
- b) Provide a summary table in the format determined by the Transportation Authority indicating the amount of DBE firm participation each month based upon current billing and total billed to date.
- c) Provide a monthly invoice in the standard format determined by the Transportation Authority that will present charges by task, by staff members at agreed-upon



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hourly rates, with summary expense charges and subconsultant charges. Detailed support documentation for all Construction Manager direct expenses and subconsultant charges will be attached.

The selected Construction Manager shall demonstrate the availability of qualified personnel to perform construction engineering and construction contract administration.

The Construction Manager shall maintain a suitable construction field office in the project area for the duration of the project. Under a separate contract with the Transportation Authority, the Construction Contractor will be required to provide a construction trailer for the construction management team's use which shall include desks, layout table, phone, computers, fax machine, reproduction machine, file cabinets and for use for weekly construction meetings. The Construction Manager shall provide all necessary safety equipment required for their personnel to perform the work efficiently and safely. The Construction Manager personnel shall be provided with radio or cellular-equipped vehicles, digital camera, and personal protective equipment suitable for the location and nature of work involved.

The Construction Manager shall provide for the field personnel a fully operable, maintained and fueled pick-up truck which is suitable for the location and nature of work to be performed (automobiles and vans without side windows are not suitable). Each vehicle shall be equipped with an amber flashing warning light visible from the rear and having a driver control switch.

The Construction Manager field personnel shall perform services in accordance with the City, BATA, and Caltrans criteria and guidelines and subject to the following general requirements:

All reports, calculations, measurements, test data and other documentation shall be prepared on forms specified and/or consistent with City and Caltrans standards.

All construction management services, and construction work must comply with the requirements of the Transportation Authority, the City, Caltrans, BATA, USCG and TIDA. The selected Construction Manager will report directly to the Transportation Authority's Project Manager.

# YBI Construction Projects

