



Memorandum

Date: 06.02.15 **RE:** Finance Committee
June 9, 2015

To: Finance Committee: Commissioners Avalos (Chair), Mar (Vice Chair), Campos, Cohen, Kim and Wiener (Ex Officio)

From: Lee Saage – Deputy Director for Capital Projects *LS*

Through: Tilly Chang – Executive Director *TC*

Subject: **ACTION** – Recommend Increasing the Amount of the Professional Services Contract with Parsons Brinckerhoff, Inc. by \$224,600 for a Total Amount Not to Exceed \$596,600, for Planning and Engineering Services for the 19th Avenue/M-Ocean View Project Pre-Environmental Study Phase and Authorizing the Executive Director to Modify Contract Payment Terms and Non-Material Contract Terms and Conditions

Summary

The Transportation Authority is serving as the procuring agency for the 19th Avenue/M-Ocean View Project Pre-Environmental Study Phase being led by the San Francisco Municipal Transportation Agency (SFMTA). This phase continues work started in the Transportation Authority-led 19th Avenue Transit Study (Feasibility Study). The major objectives of this phase are to advance project development to the 5-10% level of engineering and prepare California Department of Transportation (Caltrans) Project Study Report-Project Development Support (PSR-PDS) documentation required given the project's location within Caltrans-owned right-of-way. Substantial progress has been made since initiation of this phase in Summer 2014 with the project team anticipating submittal of the draft PSR-PDS package to Caltrans for review in early Summer 2015. Additional funding is being sought primarily for two reasons: 1) to cover additional costs incurred as a result of an incorrect assumption that the level of engineering work completed in the Feasibility Study was adequate to carry directly into the PSR-PDS; and 2) to conduct additional conceptual engineering work to consider refinements to the southern grade-separated crossing that is essential to conduct in advance of the subsequent environmental review phase of the project. Amendment of the Parsons Brinckerhoff contract is contingent on the approval of additional Prop K sales tax funds (an item on the Plans and Program Committee's agenda) and on the amendment of Contract No. SFMTA-2014-44 between the Transportation Authority and the SFMTA that provides budget for all Transportation Authority staff and consultant costs dedicated to this phase of the project.

BACKGROUND

On May 24, 2011, the Parkmerced project was approved by the San Francisco Board of Supervisors. The Parkmerced development will add more than 5,600 net new housing units and supportive mixed uses, approximately tripling the density of the site. Instrumental to that plan's vision of a transit-oriented development was bringing the M-Ocean View line out of the median of 19th Avenue and through the heart of the Parkmerced site to provide strong transit access to new residents. As a condition of the Development Agreement between Parkmerced and the City and County of San Francisco, Parkmerced is committed to implementing a re-location of the M-Ocean View line through

the site via one of two options: 1) introducing new at-grade crossings of 19th Avenue at Holloway and Junipero Serra; or 2) grade-separating (subway or bridge) the M-Ocean View crossings of 19th Avenue. If the City and County of San Francisco wishes to move forward with the second option, Parkmerced would be required to contribute approximately \$70 million as a local match contribution to this larger project. The Development Agreement further specifies that the second option would need to receive project approvals by July 2018.

To provide additional information about the potential to pursue the second grade-separated option, the Transportation Authority led the 19th Avenue Transit Study (Feasibility Study) in partnership with the San Francisco Municipal Transportation Agency (SFMTA) and other partner agencies and stakeholders. This Feasibility Study was conducted between 2012 and 2014 and identified high-performing options to advance to a subsequent phase of Pre-Environmental Study. On March 25, 2014, through Resolution 14-67, the Transportation Authority Board unanimously approved the Feasibility Study Final Report, concluding this phase of work.

Under agreement with the Transportation Authority, the SFMTA has taken over leadership of the project and launched the Pre-Environmental Study phase in continued partnership with the Transportation Authority and other stakeholders. The Transportation Authority is serving as the contracting agency for the planning and engineering professional services needed for this phase as one of its roles and responsibilities as agreed to in Contract No. SFMTA-2014-44 executed in May 2014.

On June 24, 2014, through Resolution 14-83, the Transportation Authority Board unanimously awarded an 18-month contract for planning and engineering services for the 19th Avenue/M-Ocean View Project to Parsons Brinckerhoff, Inc. in an amount not to exceed \$372,000.

DISCUSSION

The purpose of this memo is to seek a recommendation to increase the amount of the professional services contract with Parsons Brinckerhoff by \$224,600, for a total not to exceed \$596,600 for planning and engineering services for the 19th Avenue/M-Ocean View Project and to authorize the Executive Director to modify contract payment terms and non-material contract terms and conditions.

Consistent with the agreement between SFMTA and the Transportation Authority, we have undertaken management of the professional consultant services to provide the necessary scoped planning and engineering services to prepare California Department of Transportation (Caltrans) Project Study Report-Project Development Support (PSR-PDS) documentation and other necessary activities. The PSR-PDS scopes the level of effort needed for the environmental review phase, and engages Caltrans staff in early review of conceptual plans, profiles, and cross-sections of Build Alternatives to be further engineered and undergo environmental review in the subsequent phase. The project team has made substantial progress in moving this work forward. The project schedule anticipates the full Draft Caltrans PSR-PDS documentation package to be submitted to Caltrans for review in June 2015. During Project Development Team meetings, Caltrans staff gave the project a “medium-low” risk of any of the non-standard features proposed by the project threatening its ultimate approval by Caltrans in the next phase.

Attachment 1 describes the scope additions and rationale for each in detail, but the need for additional budget can be summarized by two major reasons:

- 1) The consultant scope of work for this phase assumed that the engineering work conducted during the Feasibility Study was sufficient to carry directly into the PSR-PDS; however, major re-work was needed to adhere to SFMTA, Caltrans, and Parkmerced design criteria. This work represents

approximately half of the overall contract amendment increase and is further described in Task 4 in Attachment 1. Also, the additional engineering required for this task has necessitated additional and more frequent meetings than initially anticipated, requiring an increase in Task 1 project management, approximately another 25% of the budget addition.

2) While not essential to the Caltrans process, the SFMTA wishes to have certainty that a first phase of the project can move forward in a timeframe that supports the City and County of San Francisco's Parkmerced Development Agreement responsibilities, which would require full funding and project approvals on a timeframe much faster than would be typical for a project of this scale. To this end, Task 3 includes engineering study of new alternative variations where the southern grade-separated crossing is a tunnel instead of a bridge. This concept development work is prudent because consideration of a southern tunnel may enable new phasing options that would allow a first phase to move forward before full funding for the larger project is identified and may also allow for fewer community impacts and constructability challenges than would likely occur with the proposed bridge.

The additional work would commence as soon as the contract amendment has been executed and be completed within the original contract period that extends through December 2015.

In order to fund the additional work, SFMTA has requested a Prop K allocation that is an item on the Plans and Programs Committee's agenda. The contract amendment is contingent on approval of this allocation as well as amendment of Contract No. SFMTA-2014-44 between the Transportation Authority and the SFMTA that provides budget for all Transportation Authority staff and consultant costs dedicated to this phase of the project.

Since a portion of this contract is funded with federal financial assistance, the Transportation Authority will adhere to federal regulations pertaining to disadvantaged business enterprises (DBEs). To date, Parsons Brinckerhoff is close to achieving the 13% DBE goal established for this project with 10% DBE participation from three firms: Asian Pacific-owned firms, CHS Consulting Group and WRECO; and Women-owned firm, Merrill Morris Partners. CHS Consulting Group and Merrill Morris Partners are also based in San Francisco. The proposed contract amendment includes \$21,846 in additional funds to two of the DBE firms, Merrill Morris Partners and CHS Consulting Group, which will maintain expected DBE participation at the 13% goal at the completion of the contract.

ALTERNATIVES

1. Recommend increasing amount of the professional services contract with Parsons Brinckerhoff, Inc. by \$224,600, for a total not to exceed \$596,600 for planning and engineering services for the 19th Avenue/M-Ocean View Project, and authorizing the Executive Director to modify contract payment terms and non-material contract terms and conditions, as requested.
2. Recommend increasing the amount of the professional services contract with Parsons Brinckerhoff, Inc. by \$224,600, for a total not to exceed \$596,600 for planning and engineering services for the 19th Avenue/M-Ocean View Project, and authorizing the Executive Director to modify contract payment terms and non-material contract terms and conditions, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The CAC considered this item at its May 27, 2015 meeting and unanimously adopted a motion of support for the staff recommendation.

FINANCIAL IMPACTS

The proposed contract amendment will be 100% reimbursed by SFMTA. Budget for these activities will be included in the Transportation Authority's budget amendment.

RECOMMENDATION

Recommend increasing the amount of the professional services contract with Parsons Brinckerhoff, Inc. by \$224,600, for a total not to exceed \$596,600 for planning and engineering services for the 19th Avenue/M-Ocean View Project, and authorizing the Executive Director to modify contract payment terms and non-material contract terms and conditions.

Attachment:

1. 19th Avenue/M-Ocean View Pre-Environmental Study Phase Contract Amendment Scope of Services

Attachment 1

19th Avenue/M-Ocean View Pre-Environmental Study Phase Contract Amendment Draft Scope of Additional Services

Task 1 – Project Management

The consultant contract scope assumed a streamlined management effort, including limited coordination and meetings in an effort to be as cost-effective as possible in developing the Caltrans required Project Study Report – Project Development Support (PSR-PDS). However, longer and more frequent meetings have been needed to adequately review project progress and make decisions. Also, this phase will continue approximately four months longer than originally budgeted.

This effort includes a minimum of 10 additional meetings – by phone and in person – for the purpose of reporting progress, seeking direction and input from SFMTA, SFCTA, SF Planning, Parkmerced, and other stakeholders, providing updates on engineering issues, and generally coordinating to ensure smooth progress of the project.

Deliverables: On-going project management through completion of the effort in November 2015.

Task 2 – Communications/Outreach Strategy and Implementation

Engineering work completed during this phase has revealed a need for more intensive and focused outreach in the Oceanview-Merced-Ingleside Heights (OMI) neighborhood. This outreach will allow for adequate community dialogue and input to inform the refined project definition used in the next phase of environmental review. The team is anticipating to contract with a community-based organization to support this work which would include a variety of activities such as Chinese translation, joining existing community-building activities in the neighborhood, organizing special meetings and events, and documenting the input.

Deliverables: Outreach notices, meetings/events/activities, and summary documentation.

Task 3 – Build Alternative Options Development, Screening, and Evaluation

This task includes work that is not essential to the Caltrans PSR-PDS, but that SFMTA needs to complete in advance of commencement of environmental review. Specifically it includes concept level engineering of a low-cost alternative that is a standard requirement for environmental review to compare the higher cost project alternatives against. In addition, this task includes engineering study of a new alternative variation where the southern grade-separated crossing is a tunnel instead of a bridge. This concept development work is prudent because 1) additional engineering work of the bridge has revealed technical constructability challenges; 2) additional engineering work of the bridge has revealed potential community impacts; 3) consideration of a southern tunnel may enable new phasing options that would allow a first phase to move forward before full funding for the larger project is identified.

Deliverables: two additional sets of planning-level design drawings, including plan and profiles, for a lowest-cost option and a southern tunnel option.

Task 4 – Project Development

Sub-Task 4.1 Plans and Cross-Sections: This task covers additional engineering work that was not anticipated during initiation of this phase. The original scope assumed the alignment and profile prepared during the Feasibility Study

would be carried directly into the PSR-PDS but in reality major additional work was needed to adhere to SFMTA, Caltrans, and Parkmerced design criteria. This task allows for the additional engineering work that will be needed to develop the main Build Alternative being scoped in the PSR-PDS.

Sub-Task 4.2 Conceptual Design for Stations

This task covers production of conceptual station designs additional to those initially scoped, including underground stations at St. Francis Circle, two locations for Stonestown, SF State, and within Parkmerced. While originally three station concept designs were scoped that included two Stonestown and one SF State location, two of these designs must be re-worked to work with underground median-running rather than west-side running tracks. This task also covers production of conceptual illustrations of two concepts for a new surface station in the OMI. This additional effort will result in conceptual station designs that reflect the most likely future configuration that future project development will focus on, and is prudent to invest in now rather in the subsequent phase of work as it will result in a more streamlined Caltrans review. This effort will also be invaluable for the community outreach efforts during this phase, as well as for cooperative discussions with westside property owners.

Sub-Task 4.3 Utility, Research, Coordination, and Mapping

Several utility files have been obtained but are not assembled in one composite map. It is financially prudent to invest in production of this composite map now as it will be needed eventually and can be produced based on the knowledge the project engineer has developed as a result of the work completed this year. This task covers consultant work to update the existing utility mapping to reflect the most current known field conditions.

Deliverables:

- Plan and profiles drawings
- Five underground station concept designs including locations for pedestrian, bicycle, bus and ADA accessible access, and conceptual illustrations
- Composite utility map

Task 5 – Evaluation

The original scope did not include adequate consultant effort required to provide information to capital cost estimator to support development of station/platform cost estimates. This task covers time from consultant station/platform cost estimator to review conceptual station drawings to estimate station/platform capital costs. This expertise will improve the overall capital cost estimates as stations will be one of the most substantial drivers of the capital costs of the project.

Deliverables: Evaluation Results memorandum, including capital costs (same deliverable as originally scoped).