



London N. Breed, Mayor
Philip A. Ginsburg, General Manager

Date: December 17, 2020

To: Recreation and Park Commission

Through: Philip A. Ginsburg, General Manager
Toks Ajike, Director, Capital & Planning Division

From: Charlene Angsucu, Project Manager, Capital & Planning Division

Subject: 900 Innes (India Basin) Remediation – Construction Contract Award

AGENDA WORDING

Discussion and possible action to award a construction contract to Rubecon Builders in an amount not to exceed \$7,099,700 for the 900 Innes (India Basin) Remediation (Contract No. 1000016646).

STRATEGIC PLAN

Strategy 1: Inspire Public Space

Objective 1.1: Develop more open space to address population growth in high-needs areas and emerging neighborhoods

Objective 1.2: Strengthen the quality of existing Parks & Facilities

Objective 1.4: Preserve and celebrate historic and cultural resources

Strategy 2: Inspire Play

Objective 2.1: Strengthen the quality, responsiveness, and accessibility of recreation programs

Objective 2.2: Strengthen and promote the safety, health and well-being of San Francisco's youth and seniors

Strategy 3: Inspire Investment

Objective 3.1: Increase public investment to better align with infrastructure needs and service expectation

Objective 3.3: Cultivate increased philanthropic support

Strategy 4: Inspire Stewardship

Objective 4.1: Conserve and strengthen natural resources

Objective 4.2: Increase biodiversity and interconnectivity on City parkland

BACKGROUND

In August 2014, the City of San Francisco (the “City”) acquired the 900 Innes Avenue property, located between the existing India Basin Shoreline Park and India Basin Open Space in the Bayview Hunters Point neighborhood. The 900 Innes site is a historic, post-industrial Brownfield that contains upland soils and in-water sediments with elevated concentrations of metals, total petroleum hydrocarbons (TPHs), polychlorinated biphenyls (PCBs), and polycyclic aromatic hydrocarbons (PAHs), which exceed Title 22 hazardous waste levels, as a result of former industrial uses such as boat building and vessel repair.

At India Basin, the Recreation and Park Department (RPD) endeavors to build a park that is meaningful, equitable, and essential to the health of San Francisco’s southeast communities, which have been historically underserved. The clean-up and development of this site provides a tremendous opportunity to address environmental contamination and physical blight left by historic, industrial uses, while improving overall public access, recreational programming, and providing workforce development opportunities to help address social equity issues in a historically underserved neighborhood. The approved concept plan combines the existing India Basin Shoreline Park and 900 Innes property into one 10-acre waterfront park that closes a critical gap in the San Francisco Bay Trail Blue-Greenway, a component of the proposed transportation network within this community.

On August 16, 2018, the Recreation and Park Commission adopted the California Environmental Quality Act (CEQA) Findings and approved the concept design for 900 Innes and India Basin Shoreline Park (India Basin). In July 2016, the Recreation and Park Commission recommended that the Board of Supervisors accept and expend \$400,000 in USEPA Brownfields grant funding to support the remediation of contaminated soils at 900 Innes. Subsequent to that action, the Department secured additional grant funding in the amount of \$348,204, also from USEPA’s Brownfields program, and \$1,200,000 from USEPA’s Bay Water Quality Improvement Funds to support the cleanup efforts. In early 2019, the project was awarded \$4,998,600 in grant funding from the San Francisco Bay Restoration Authority (SFBRA) for engineering design and remediation construction. In May 2019, the Commission recommended to the Board of Supervisors to approve the grant agreement between the SFBRA and the Department, and authorized the General Manager to enter into the grant agreement.

Description of Work

The 900 Innes Remediation Project is the first phase of the India Basin Parks project. The remediation project proposes to cleanup and restore contaminated soil and sediment left behind from industrial boat building and vessel repair activities. The proposed construction activities will also clear and remove the site of contaminated marine debris, abandoned structures, and deteriorated concrete to enable future park development (see Attachment B, Existing Conditions Site Photos). The Landmarked Shipwright’s Cottage will be preserved and abated of hazardous building materials.

The clean-up of the site is being undertaken under the San Francisco Bay Regional Water Quality Control Board’s (RWQCB) voluntary Site Clean-up Program (SCP). The RWQCB is lead agency overseeing the clean-up and water quality of the site, with consultation support of staff from the State and Federal resource agencies. The remediation of the site will be performed in accordance with the approved Remedial Action Plan (RAP) and according to the regulatory permits authorizing the remediation activities.

The construction activities will occur on land, as well as within the shallow waters lying immediately to the north of 900 Innes Avenue. The proposed offshore remediation activities include the removal of

debris and dilapidated structures, followed by targeted excavation of between four and five feet within the shoreline and intertidal zone, installation of a water barrier, and placement of an equivalent backfill material (beneficial reuse material) to serve as a protective cap. On land, the work proposes to clear the site of abandoned structures, unusable concrete surfaces, and remove on average two feet of soil across the site, followed by backfill to support future park design grades per the Remedial Action Plan. A minimum of a six inch to one foot thick offshore sand cap will be placed in the mudflats near IBSP to protect the current sediment from disturbance, and prevent uncovering of sediment that contains slightly elevated concentrations of contaminants of concern below the surface.

The cleanup of the site is subject to the conditions and requirements of the regulatory permits, as well as the terms and conditions of the grant agreements, which are funding the work. The work is subject to the India Basin Project Labor Agreement, as required by the SFBRA Grant terms and conditions, and the work is subject to Federal procurement requirements per the USEPA Grant Agreements.

The remediation is the first phase of the India Basin Parks Project. The second phase of development includes the build out of the 900 Innes Boatyard Park, which is currently in the detailed design and engineering phase 2021 (Attachment C, Concept Design). The 900 Innes Boatyard Park project is expected to enter the regulatory permitting phase by January 2021, and is anticipated to be advertised for public bidding in Fall 2021.

BID INFORMATION

The Recreation and Park Department, supported by the Department of Public Works, advertised the bid on June 15, 2020, and held a combined of 4 pre-bid meetings and job walks. The project received bids on September 23, 2020. A request for bid relief was submitted by the apparent, low bidder shortly thereafter, accompanied by a signed declaration under penalty of perjury indicating a clerical error on the part of the low bidder. In consultation with the Office of Contract Administration, all bids were subsequently rejected.

The project was re-advertised on November 13, 2020 with a pre-bid conference held November 17, 2020. Bids were opened on December 2, 2020, and a total of three bids were received.

A tabulation of bids is attached for reference (Attachment A). Rubicon Builders (San Francisco, CA) was determined to be the lowest, responsive, and responsible bidder with a bid of \$7,099,700.

SOURCES AND USES OF FUNDING

Sources

FY18/19 OSF/GF	1,050,000
USEPA SFBWQIF	1,200,000
USEPA Brownfield	748,204
OSF Acquisition Bal	764,000
Measure AA	4,988,600
<u>State of California</u>	<u>2,500,000</u>
Total Sources	\$11,250,804

Uses

Hard Cost Bid	7,099,700
Hard Cost Contingency	709,970
<u>Soft Costs & Project Reserve</u>	<u>3,441,134</u>
Total Uses	\$11,250,804

REMEDIATION PROJECT SCHEDULE

Planning	Spring 2017 – Winter 2019
Design	Spring 2019 – Spring 2020
Bid/Award	Fall 2020 - Winter 2021
Construction	Spring 2021– Fall 2021

STAFF RECOMMENDATION

Staff recommends that the Commission award a construction contract to Rubecon Builders in an amount not to exceed \$7,099,700 for the 900 Innes (India Basin) Remediation (Contract No. 1000016646).

Supported By

Equitable Development Plan (EDP) Leadership Committee
Trust for Public Land
San Francisco Parks Alliance
A. Philip Randolph Institute (APRI)
Literacy for Environmental Justice (LEJ)

Opposed By

To date, Staff has not received feedback opposing the remediation of the site.

Attachments

- A. Contract No. 1000016646 Bid Tabulation
- B. Existing Conditions Site Photos
- C. Concept Design for India Basin Parks