



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

**DATE:** July 21, 2022

**TO:** Recreation and Park Commission, Capital Committee

**THRU:** Philip A. Ginsburg, General Manager  
Stacy Bradley, Director, Capital and Planning  
Cara Rupert, Acting Director, Capital and Planning

**FROM:** David Froehlich, Project Manager, Capital and Planning Division

**RE:** 900 Innes (India Basin) Park Development

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### **AGENDA WORDING**

Discussion and possible action to award a construction contract for the 900 Innes Park Development (India Basin) Project (Contract No. 0000005616) to Swinerton Builders in the amount of up to \$54,300,000.

### **STRATEGIC PLAN**

#### **Strategy 1: Inspire Public Space: Keep today's parks safe, clean, and fun; promote our parks' historic and cultural heritage; and build the great parks of tomorrow.**

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 and facilities.

Objective 1.4: Preserve and celebrate historic and cultural resources.

#### **Strategy 2: Inspire Play: Promote active living, well-being and community for San Francisco's diverse and growing population.**

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: Through community engagement, advocacy, and partnerships, cultivate more financial resources to keep the San Francisco's parks and programs accessible for all.**

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

Objective 3.3: Cultivate increased philanthropic support.

### **BACKGROUND**

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. In August 2014, the City of San Francisco (the "City") acquired the 900 Innes property with the goals of rehabilitating a contaminated site and connecting to existing waterfront



spaces. In 2015, Mayor Edwin Lee, Supervisor Malia Cohen, and RPD General Manager Philip Ginsburg, asked all property owners along the shoreline and key regional and Bayview Hunters Point community stakeholders to work together to develop a coordinated study. This effort built upon the tremendous work done over the past decade by community groups to envision the future of India Basin. In partnership with BUILD Inc, PG&E, OCII, and the Port of San Francisco, the Task Force embarked on the India Basin Waterfront Parks Study to ensure that all properties eventually look, feel, and operate as an integrated parks system. The Study also includes specific proposals for public programming, access and circulation, habitat restoration, and ecological and sea level rise strategies.

On March 6, 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). Since then, the Commission approved various actions related to the work, including acceptance and expenditure approvals for over \$10M in public grant funding, \$25M in private funding, and approval of professional services contracts to support the work. On December 17, 2020, the Recreation and Park Commission awarded a construction contract to Rubecon Builders to begin Phase 1 of the India Basin Parks consisting of the remediation of 900 Innes Boatyard property. The remediation project is expected to be complete in July 2022.

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.

## **PROJECT DESCRIPTION**

At full build out, the resulting 10 acres of improved park space at 900 Innes and India Basin Shoreline Park will support of contiguous 1.7-mile open space and trail network, as well as connect a total of 64 acres of parkland from Heron's Head Park (owned by the Port of San Francisco) to the future Northside Park. The work itself further fulfills the promise of the Blue Greenway— a portion of the San Francisco Bay Trail that will provide pedestrian and bicycle connections from the Embarcadero all the way to Candlestick Point. In all, the parks will offer amenities, environmental education, and economic opportunities for the approximately 5,000 residents that live within a 10-minute walk of this park and the 35,000 residents that live within one mile of the park.

## **CONSTRUCTION CONTRACT TIMELINE**

- The 900 Innes Park Development Project was advertised March 13, 2022, with an original bid due date of April 13, 2022.
- The bid due date was extended to April 20, 2021, and no bids were received.
- RP Commission authorized the Department to negotiate with a contractor for the 900 Innes Park Development Project (Contract No. 0000005616) per the Public Works Contracting Code 6.23(c)(1) Procedure Upon Rejection or Failure of Bids, No Bids Received, on June 16, 2022.
- The Department reached out to qualified contractors, and selected Swinerton Builders for following reasons:
  - Swinerton Builders expressed interest in the project before advertisement, during the bid process, and after no bids were received.
  - They meet all the minimum qualifications per our contract.

- They have the experience required for this complex project that includes shoreline and marine work, three new buildings, a historic renovation, and sitework and a constrained site.
- They have developed trust within the community on other projects by exceeding LBE goals and have earned the Good Faith Outreach Requirement waiver for being part of the Contract Monitoring Division (“CMD”) Mentor-Protégé Program.
- Overall, we believe they can meet all our desired requirements to:
  - build a quality project;
  - work with the difficult schedule requirements and short in-water work windows;
  - work with the community by hiring local and hyper-local subcontractors; and
  - meet the goals of our equitable development plan.
- Swinerton Builders submitted their bid on June 21, 2022 in the amount of \$54,300,000 after an extensive, and collaborative relationship with the Department and project partners. Some highlights include:
  - Swinerton hosted an LBE outreach event and site walk with over 40 company attendees.
  - Swinerton invited 367 subcontractors to bid on the project with over 102 bids received from subcontractors. At least 2 bids were received in each trade and most with an excess of 3 bids.
  - Attended multiple site visits with RPD and subcontractors.
  - Facilitated a collaborative RFI process with RPD and the design team to clarify scope of work and any uncertainties prior to bid submittal.
  - Created detailed schedule that incorporates procurement, lead times, and submittals
  - Created a detailed logistics plan that is tied to the schedule.
  - Created a list of potential cost savings for the project and is working collaboratively with the Department on measures to reduce costs.

**FUNDING**

Sources:

Cosco Busan	\$465,000
General Fund	\$200,000
Pritzker Funding	\$5,442,450
Proposition 68 Grant	\$8,500,000
2020 Health and Recovery Bond	\$25,227,124
State Funding	\$25,794,995
<b>Total Sources</b>	<b>\$65,629,743</b>

Uses:

Hard Costs (including contingencies)	\$59,730,000
Soft Costs	\$ 5,899,743
<b>Total Budget</b>	<b>\$65,629,743</b>

**PROJECT SCHEDULE**

Upon approval by the Commission and contract certifications, we are expecting to give Notice to Proceed (NTP) to the contractor in mid-August 2022 and begin construction September 1, 2022 in time for the first regulatory in water work window.

NTP: August 2022

Construction: September 2022 – March 2024 (19-month duration)

### **PROJECT SUPPORT**

The parks project is generally supported by the following individuals and organizations:

- *City Attorney and former Assemblymember David Chiu*
- *Assemblymember Phil Ting*
- *Supervisor Shamann Walton*
- *Board of Equalization Member Malia Cohen*
- *A. Philip Randolph Institute (APRI)*
- *Hunters Point Family*
- *India Basin Neighborhood Association*
- *India Basin Waterfront Task Force Members*
- *Parks 94124*
- *John Pritzker Family Foundation*
- *Office of Economic and Workforce Development*
- *San Francisco Parks Alliance*
- *Trust for Public Land*

### **PROJECT OPPOSITION**

There is no known opposition to the 900 Innes Park and India Basin Shoreline Park renovation project or Equitable Development Plan.

### **PROJECT OUTREACH**

A summary of all meetings is as follows:

- *EPA Brownfield Grant Application Presentation: December 2, 2014*
- *India Basin Waterfront Task Force Meeting #1: February 12, 2015*
- *Sunday Streets Booth: April 12, 2015*
- *Hunters Point Shipyard Community Advisory Committee: June 4, 2015*
- *Black Love Festival Booth: July 18, 2015*
- *India Basin Waterfront Task Force Meeting #2: August 27, 2015*
- *India Basin Waterfront Task Force Meeting #3: October 7, 2015*
- *India Basin Waterfront Task Force Meeting #4: November 5, 2015*
- *India Basin Waterfront Task Force Meeting #5: December 3, 2015*
- *Design Competition Finalist Submission Exhibition: Jan 13 - Feb 13, 2016*
- *Design Competition Finalist Submission Open House: January 23, 2016*
- *Design Competition Finalists Presentation #1: January 26, 2016*
- *Design Competition Finalists Presentation #2: January 26, 2016*
- *900 Innes/IBSP Concept Design Meeting #1: May 10, 2016*
- *900 Innes/IBSP Concept Design Meeting #1: June 21, 2016*
- *900 Innes Brownfield Conditions Meeting: July 14, 2016*
- *900 Innes/IBSP Concept Design Meeting #1: July 27, 2016*
- *BCDC Design Review Board Meeting: November 7, 2016*
- *EPA Brownfield Grant Application Presentation: December 3, 2016*
- *India Basin Waterfront Task Force Meeting 6: February 21, 2017*
- *Bayview Hunters Point Environmental Task Force Meeting: April 20, 2017*
- *Bayview Hunters Point Environmental Task Force Meeting: July 19, 2017*

- *India Basin Neighborhood Association Meeting: November 4, 2017*
- *Bayview Hunters Point Community Advisory Committee: June 6, 2018*
- *Bayview Alliance: April 22, 2019*
- *Sunday Streets Booth: May 5, 2019*
- *LBE Community Outreach/Spring Social Booth: May 10, 2019*
- *Design Open House at the EcoCenter: May 29, 2019*
- *Bayview Hunters Point Community Advisory Committee: June 5, 2019*
- *900 Innes Block Party and Shipwrights Cottage Unveiling: June 7, 2019*
- *Design Options Survey (available online): June 17 to August 2, 2019*
- *Operation Genesis Community Celebration: June 22, 2019*
- *Focus Group with Community Leaders and Local Youth: July 31, 2019*
- *Sundown Cinema Space Jam: September 27, 2019*
- *Play Day at Heron’s Head Park: September 28, 2019*
- *On-Site Activation: October 10, 2019*
- *Bay Day, India Basin Shoreline Park: October 12, 2019*

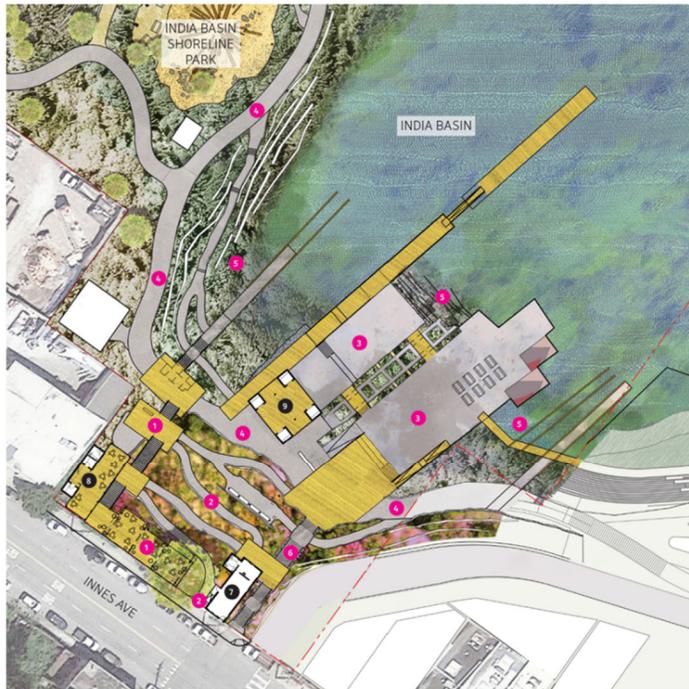
**RECOMMENDATION**

Staff recommends the Commission award a construction contract for the 900 Innes Park Development (India Basin) Project (Contract No. 0000005616) to Swinerton Builders in the amount of up to \$54,300,000.

**ATTACHED**

- Exhibit A: Illustrative, site plan of 900 Innes and India Basin Shoreline Park
- Exhibit B: Overall India Basin Project Schedule
- Exhibit C: Swinerton Bid Submittal: Bid Form and Bidding
- Exhibit D: Swinerton Bid Submittal: Best Value Response
- Exhibit E: Swinerton Bid: Qualifications Statement

Exhibit A: Illustrative, site plan of 900 Innes and India Basin Shoreline Park



**Prop 68-funded Recreational Features & Amenities**

- 1 Public Porch & Gathering Decks**  
Welcome residents into the park and serve as platforms for informal gatherings and park programming
- 2 Accessible Entrance, Path, and Gardens**  
Provides an ADA-accessible path to the Boatyard through native gardens, with small gathering spaces along the way
- 3 Boat Yard Plaza**  
A large, flexible space for community events, farmers' markets, concerts, and a range of outdoor recreation by the Water's Edge
- 4 Class I Bike Path (Bay Trail)**  
A 0.1-mile path that provides pedestrian and bicycle access to the San Francisco Bay Trail
- 5 Resilient Water's Edge**  
Restored wetlands and a resilient shoreline provide public access, education, and recreation, as well as long-term flood management
- 6 Community Access Stairs**  
Provide additional, direct community access from Innes Avenue to the Boatyard Plaza and Water's Edge

**Related Amenities Funded through Other Sources**

- 7 Shipwright's Cottage**  
Historically significant building rehabilitated into park icon and information hub, orienting visitors to the site and its history
- 8 Overlook Pavilion**  
Incubator space for local small food/catering businesses, including an outdoor food court-like space
- 9 Maker Shop**  
Flexible, covered space for skill-building workshops and educational activities, with the potential for additional activation as a stage, dance studio, market area, etc.

Exhibit B: Overall India Basin Project Schedule

