



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

Date: October 12, 2022

To: Recreation and Park Commission
Capital Committee

Through: Philip A. Ginsburg, General Manager
Stacy Bradley, Director of Capital and Planning Division

From: Noah Levy, Project Manager

Subject: Portsmouth Square – Contract Amendment

Agenda Wording

Discussion and possible action to approve an increase to a contract with Environmental Science Associates (Contract ID 1000020065) in the amount of \$166,070, bringing the total contract value to \$406,239, to complete Mitigation Measure Reporting and Compliance services for the Portsmouth Square Project, in accordance with Section 6.73 of the Administrative Code.

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: 1.2.: Strengthen the quality of existing parks and facilities.

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

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

Strategy 4 Inspire Stewardship

Objective 4.1 Conserve and strengthen natural resources.

Objective 4.1.d Scope San Francisco’s first carbon-neutral facility.

Project Background and Description

Portsmouth Square is located in the Chinatown neighborhood at 745 Kearny Street, between Clay Street and Washington Street, and is one of San Francisco’s most significant historic, cultural, and civic spaces. The existing terraced site includes several hardscape plazas, two children’s play areas, a clubhouse, underground parking structure, various historical markers, a new restroom building, and a pedestrian bridge extending over Kearny Street.

The proposed project will demolish nearly all the existing park features, with the exception of the upper-level restrooms, the parking garage, and its associated facilities. The proposed project will renovate the existing park with a new children’s play area, exercise equipment, plazas, shade



structures, seating areas, wayfinding, signage, sidewalks, landscaping, terraces, ramps, and a new 8,300-square-foot clubhouse. The proposed project will also re-waterproof the roof of the Portsmouth Square Garage located underneath the park and portions of the adjacent streets and sidewalks, seismically upgrade portions of the parking garage, and demolish and remove the pedestrian bridge spanning Kearny Street that connects a 27-story hotel building at 750 Kearny Street (currently managed as a Hilton Hotel and the Chinese Culture Center) with Portsmouth Square. The construction duration of the proposed project is anticipated to be approximately two years.

At the outset of the outreach and conceptual design phase, five project goals were identified with the community:

1. The project site shall be viewed in the context of the overall Chinatown Neighborhood: the renovated park and streetscape should seamlessly integrate with the community context and reflect the needs of the Chinatown neighborhood.
2. Provide an integrated and open park that maximizes usable space, removes barriers, and gracefully connects to the surrounding neighborhood.
3. Provide a safe pedestrian experience.
4. Create spaces that are comfortable, safe, and welcoming for all age groups and abilities.
5. Create flexible spaces that can accommodate daily recreation activities as well as events.

Community Outreach

The Recreation and Park Department conducted a comprehensive community and stakeholder outreach process over multiple years. Every outreach connection point was conducted in both English and Cantonese, both in written documents and verbal communication. The community engagement was divided into two phases: 1) Listening, and 2) Participatory Design. The following describes the outreach conducted during these phases:

Phase 1: Listening (2016)

- One-on-One Stakeholder Interviews: Interviews with key community members, advocates, and stakeholders. The project team spoke to individuals representing over 20 community organizations.
- Intercept Surveys: on-the-ground conversations with park users while they were in the park.
- Online Survey

Through this initial listening phase, the project team reached over 500 individuals for initial information about the park.

Phase 2: Participatory Design (2017-2018)

- Community Workshop #1: The project team shared a summary of the results from Phase 1 and provided an opportunity for community members to contribute their opinions in the same format. In addition, the team began the participatory design process by sharing site constraints, analysis, and history. A survey to understand community program and visual preference was conducted to understand community priorities.
- Community Workshop #2: The project team presented potential design “frameworks” for input. These frameworks were diagrammatic massing studies representing options for organizing the site.
- Community Workshop #3: Three alternative designs were presented based on feedback from the listening phase and earlier workshops.
- Community Workshop #4: Preferred Option presented for feedback.

- Community Workshop #5: Final concept plan presented.

The community workshops witnessed the Recreation and Park Department's highest community attendance to date and a corresponding high level of engagement and survey responses. This is a highly engaged and organized community that is passionate about their open spaces and invested in the future of Portsmouth Square.

Proposed Design

The conceptual design that resulted from the community outreach is reflective of the cultural significance of the neighborhood and addresses programmatic challenges unique to Chinatown. It responds to the existing conditions of the site – most prominently, the garage structure below the park and the natural topography of the site. These two constraints naturally split the park into two terraces, the upper and lower terrace. They also provide a clear organizational structure for the clubhouse design.

The organizing concept for the proposed park is inspired by a traditional Chinese treasure box, where the compartment is perfectly scaled for the content. Since Portsmouth Square is so heavily used, scaling and framing the outdoor rooms is key for program success. Activity and program preferences were solicited from the community in intercept surveys and at workshop 1. The community was invited to test-fit site program elements into park frameworks in workshop 2. The final design showcases a park proportioned and scaled to maximize the key outdoor programmatic spaces, while also utilizing the zones between the spaces.

Key elements of the Design include:

- Provide a larger, flexible outdoor event space
- Provide a stage with power to support events
- Provide a new larger clubhouse
- Include new lighting to enable evening use and improve safety
- Provide generous shade structures
- Provide trees for shade
- Include a new, larger, consolidated playground
- Provide fitness equipment for seniors near the playground
- Remove the existing Kearny Street bridge
- Include perimeter fencing so park can be secured at night
- Enhance the connection to Walter U. Lum Place
- Enhance universal accessibility

Refer to Recreation and Park Commission Resolution Number 2201-006, Approval of Concept Design on January 20, 2022 for additional information regarding the Concept Design.

Environmental Review

The pedestrian bridge that has been proposed for removal is owned by the Hilton Hotel owner (Justice Operating Company, LLC), and is permitted to span across Kearny Street by way of an encroachment permit granted by the Department of Public Works in 1970. The bridge is physically attached to both the park and the hotel, falling partially within and partially outside Rec and Park's property and jurisdiction, which affects the environmental review of the proposed design for Portsmouth Square.

In 2014 the Planning Department commissioned a Historic Resource Evaluation (HRE) for Portsmouth Square, which concluded that there were no significant resources. RPD staff submitted

the design for City Planning review in September 2018. City Planning’s Preservation Unit determined that the previously commissioned HRE did not provide sufficient information on the pedestrian bridge and commissioned a supplemental HRE. The bridge’s historic status necessitated an environmental review through a Focused Environmental Impact Report (EIR).

In October 2019, RPD utilized the Planning Department’s as-needed consultant pool to select ESA, Inc., through competitive process, to execute an environmental review for the Focused EIR of the Portsmouth Square Improvements. To expedite the onboarding process, ESA’s scope was split in two phases – the first which utilizes Planning’s as-needed contract, with a fee of \$187,669, and the second is contracted directly through RPD. The phase two contract for work not to exceed \$240,169 was approved by this RPD Commission on December 19, 2019. The entire scope is funded through Rec and Park; it is only the contracting mechanism which differs between phases.

An Environmental Impact Report for the project was completed and certified in January of 2022. This Recreation and Park Commission adopted the CEQA findings for the Portsmouth Square Improvement Project on January 20, 2022. The EIR received final approval at the completion of the required 30-day appeal period and the Notice of Determination was filed on February 16, 2022.

The bridge removal cannot begin under the Environmental Impact Report until various measures in the Mitigation Monitoring and Reporting Program (MMRP) are completed and approved by the Planning Department. These measures include but are not limited to providing detailed as-built drawings, photographs, and documentation of the bridge prior to the issuance of permits related to the bridge removal. The increase in the contract amount to ESA is for the purpose to complete Mitigation Measure Reporting to comply with the MMRP requirements. The increase to the contract amount for which we seek approval includes a scope of work not to exceed \$166,070.

Sources & Uses of Funding

EIR/MMRP

Phase 1 EIR Contact	\$187,669
Phase 2 EIR Contract	\$240,169
MMRP Contract Increase (This Request)	\$166,070
Total Phase 2 Contract	\$406,239
Total EIR/MMRP Scope	\$593,908

Project Sources

2020 Health & Recovery Bond	\$54,000,000
Transit Center Impact Fees & CFD Revenue	\$10,865,000
Sustainable Chinatown Grant	\$8,400
Downtown Park Fund (pending)	\$500,000
Bond Project Balances (pending)	\$626,600
State of CA funding from Asm. Ting	\$6,000,000
Total Sources	\$72,000,000

Project Uses

Soft Costs including EIR/MMRP	\$13,800,000
Hard Costs including Reserve, contingency and escalation	\$58,200,000
Total Uses	\$72,000,000

Staff Recommendation

Staff recommends that the Commission approve an increase to a contract with Environmental Science Associates (Contract ID 1000020065) in the amount of \$166,070, bringing the total contract value to \$406,239, to complete Mitigation Measure Reporting and Compliance services for the Portsmouth Square Project, in accordance with Section 6.73 of the Administrative Code.

Supported By

- Supervisor Peskin and District 3 Office
- San Francisco Planning Department
- Community Meeting Attendees
- Chinatown Community Development Center (CCDC)
- Committee for Better Parks & Rec in Chinatown (CBPRC)
- Self-Help for the Elderly
- Community Youth Center (CYC)

Opposed By

None Known

Attachments

Attachment A – ESA, Inc. Fee Breakdown

Attachment B – Concept Design Images

Attachment A - ESA, Inc. Fee Breakdown

Table 1: Cost Proposal

Task #	Task Name/Description	Labor Price
1.0	Mitigation Measure M-CR-1a: Public Interpretive Program Including Oral History	\$ 6,318
2.0	Mitigation Measure M-CR-1c: Documentation of Historical Resources	
2.1	Measured Drawings	\$ 14,276
2.2	Historic American Engineering Record-like Photographs (HABS/HAER)	\$ 15,408
2.3	Video Recordation	\$ 35,664
2.4	Digital Model Documentation	\$ 3,420
2.5	Softcover Print-on-Demand Book	\$ 29,787
3.0	Project Management	\$ 30,573
<i>Optional Tasks</i>		
2.1.1	<i>Conversion of all existing original drawings to HABS standards</i>	\$ 5,250
2.1.2	<i>Conversion of all existing original drawings to CAD format</i>	\$ 7,875
4.0	Contingency	\$ 16,420
ESA Labor Cost		\$ 67,310
ESA Non-Labor Expenses		
Reimbursable Expenses		\$ 1,080
Subtotal ESA Non-Labor Expenses		\$ 1,080
Subconsultant Costs		\$ 81,260
PROJECT TOTAL (including Contingency and Optional Tasks)		\$166,070
PROJECT TOTAL (without Contingency or Optional Tasks)		\$136,525

Attachment B - Concept Design Images



Plan of Proposed Project



Birds Eye View of Proposed Project