



Edwin M. Lee, Mayor  
Philip A. Ginsburg, General Manager

**Date:** August 6, 2015

**To:** Recreation and Park Commission  
Capital Committee

**Through:** Philip A. Ginsburg, General Manager  
Dawn Kamalanathan, Director, Planning and Capital Projects

**From:** Nicole Avril, Project Director, Capital Partnerships

**Subject:** Geneva Car Barn Project – (1) Approval of Termination of Lease Disposition and Development Agreement, (2) Approval of Schematic Design for Phase 1 Powerhouse Project, (3) Sole Source Justification for Contract Amendment, and (4) Amendment to Contract with Aidlin Darling for design services.

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## **Agenda Wording**

### **GENEVA CAR BARN RENOVATION AND IMPROVEMENT PROJECT.**

Discussion and possible action to (1) recommend that the Board of Supervisors approve the termination of the Lease Disposition and Development Agreement with the Friends of Geneva Office Building and Power House for the Geneva Car Barn Renovation and Improvement Project, (2) approve a new schematic design for the Phase 1 Powerhouse Project, (3) adopt a resolution approving the Department's written justification for a Sole Source Contract for Contract #48552-13/14 with Aidlin Darling Design, and (4) approve an increase to Contract #48552-13/14 in the amount of \$370,147, bringing the total contract value to \$1,208,010, to add complete construction document services for the Phase 1 Powerhouse Project.

## **Background**

In April 2014, the Board of Supervisors approved Ordinance No.52-14 (File No. 140034), waiving the competitive solicitation requirement under Administrative Code Section 6.40, and authorizing the General Manager of the Recreation and Park Department (“RPD”) to enter into a professional services agreement with Aidlin Darling Design in the amount of \$837,863 for the purpose of procuring (1) complete design development documents for the renovation and improvement of the Geneva Car Barn and Powerhouse (the “Project”) and (2) partial completion (50%) of construction documents for the Project.

In May 2014, the Civil Service Commission approved a professional services agreement with Aidlin Darling Design (Contract 48552-13/14).



On May 15, 2014, the Recreation and Park Commission (the “Commission”) approved (1) a Lease Disposition and Development Agreement (“LDDA”) for the Geneva Car Barn and Powerhouse between RPD and the Friends of the Geneva Car Barn and Power House (“Friends”), (2) a Lease to Friends, (3) the Schematic Design for the Geneva Car Barn and Powerhouse Project, and (4) a Memorandum of Understanding between RPD and the San Francisco Municipal Transportation Agency.

On July 17, 2014, the Commission approved the award of the design contract to Aidlin Darling Design in the amount of \$837,863 for (1) complete design development documents for the Project and (2) partial (50%) construction documents for the Project.

On April 21, 2014, in Board of Supervisors Resolution 393-14, the Board of Supervisors approved the LDDA and the Lease.

The LDDA sets the terms for performance of the Project and establishes the conditions that the Friends and the City must satisfy before the Lease becomes effective and the premises are delivered to the Friends. The Lease provides that following the completion of the Project, the Friends will maintain and operate the buildings as a community center providing programming at the Friends cost.

The LDDA requires Friends to provide a financing plan for the required funds necessary to complete the Project, and includes a Schedule of Performance for certain obligations of each party. Among other matters it provides that City will provide preliminary construction documents to Friends for review by February 1, 2015, Friends will gift funds to the City for completion of Final Construction Documents (for acceptance by the Board of Supervisors) between February 1, 2015 (expected) and November 1, 2015, and City will submit the Final Construction Drawings to the Friends for review and approval between June 1, 2015 (expected) and March 1, 2016.

It does not appear that Friends will raise sufficient funds in time to make the gift for the Final Construction Documents.

### **Recommendation to Terminate LDDA**

The LDDA requires Friends, with cooperation from RPD, to obtain funding to complete construction drawings and perform the Project. RPD and Friends anticipated that Friends would obtain funding from a variety of sources, such as grants, tax credits, and private donations. Given the high restoration costs, fund raising for the Project has proved exceptionally difficult for the Friends. Friends has indicated that it will be unable to meet the funding requirements of the LDDA, and has agreed to a mutual termination of the LDDA. Rather than delay the Project unnecessarily by waiting to terminate the LDDA after the deadlines in the LDDA for Friends performance have passed, RPD staff asks that the Commission approve the termination of the LDDA, and recommend that the Board of Supervisors approve the termination. RPD anticipates that the Friends will likely focus in the future on providing input into the programming concept

for the building, and potentially providing some programming themselves.

### **The Geneva Car Barn and Powerhouse Renovation and Improvement Project**

The Geneva Office Building and Powerhouse building is comprised of two adjoining structures: a two-story office building containing 12,916 square feet of space, and a single-story car shed known as the Powerhouse, containing 3,735 square feet of space.

The schematic design for the Project that the Commission approved on May 15, 2014 (herein referred to as the “Master Plan”) envisioned renovated buildings comprising almost 20,000 square feet, and improvements including a seismic upgrade, the installation of modern utility systems, restoration of historic features, new circulation systems to accommodate ADA access, and the creation of new literary and design studios, a cafe, an event/exhibition space, a theater, a community meeting room, a student lounge, and mission-minded retail spaces. The Secretary of the Interior’s *Standards and Guidelines for the Treatment of Historic Places* would be applied, as would best practices in resource conservation.

Components of the Master Plan include:

- Façade restoration
- Design Studios, including a Digital Photography/Design Studio, an Audio and Video Production Studio, a Recording Studio, and a Literary Arts Studio
- Two Peer Critique Rooms
- Student Lounge
- 70-seat Café with double height ceiling and historic details.
- Restoration of the Powerhouse, a 300-person Event/Exhibition Space with 35’ high ceilings.
- 99-seat multi-purpose, highly flexible, black-box Theater.
- Visitor-Serving Retail Operation.

In addition, the rehabilitated building will be fully ADA compliant with universal access within and around the building and will achieve a LEED Gold rating.

### **Scope of Work Under Original Contract With Aidlin Darling Approved in June 2014**

The contract the Commission approved in June 2014 with Aidlin Darling was for (1) complete design development documents for the Master Plan, and (2) 50% construction documents for the Master Plan. The work was to be based on the completed Schematic Design architectural and structural drawings dated July 12, 2010.

### **Proposed Contract Modification to Original Scope of Work: Reduction in Level of Construction Documents for the Master Plan**

At the time the Commission approved the contract with Aidlin Darling in June 2014, the Department anticipated that approximately \$475,000 in additional funds would be raised by the Friends to complete the Design Development and Construction Documentation Phases for the

Master Plan. Specifically, additional funds were needed for cost estimation, City design review fees at the 100% Design Development stage, and completed Construction Documentation.

Given that these funds were not raised, the Department has determined that it is in the best interest of the Project to shift a portion (\$49,794) of the City funds that had been allocated under the contract from 50% Construction Documentation for the full Master Plan improvements, and instead use those funds to complete components of the Design Development phase for the Master Plan to be funded by the Friends and therefore not originally included in the contract. These expenses are as follows:

***Cost Estimation***

Cost Estimate \$16,200

***City Design Reviews***

Civic Design Review \$6,948

Certificate of Appropriateness \$6,246

DPW ADA Review \$2,030

***Base Building Information***

Rotorooter \$2,000

Fire test \$345

***Consultant Add Services***

BKF - Sidewalk work \$2,950

CMG - Sidewalk work \$4,075

CMG - Civic Design \$5,000

**Contingency** \$4,000

***Master Project Design Development Completion Fee Total*** \$49,794

This re-allocation of \$49,794 from construction documentation to design development completion would be paired with a modification to the contract reducing the level of construction documentation from 50% to 30% for the Master Plan [achieving an overall savings of \$81,138.40, which will be used to offset other increases to contract costs described below].

**Proposed Re-Design: Two-Phased Approach**

Based on a 2015 Cost Estimate, the Master Plan Project is estimated to cost \$29 million, including hard and soft costs.

Because the Friends has been unable to raise sufficient funds to implement the Master Plan, RPD agreed to have the Car Barn included in a study that was performed by the Walas Group and funded by the Office of Economic and Workforce Development (“OEWD”) as part of its Invest in Neighborhoods Initiative. The purpose of the study was to investigate alternative approaches to the rehabilitation of historic buildings intended to serve the community. (Other buildings in the study include the Fillmore Substation and the Old Mint). The study proposed a two-phased approach to developing the building: (1) Phase 1, the design, restoration and improvement of the Powerhouse only, with a more limited scope of improvement than contemplated in the Master Plan (the “**Phase 1 Powerhouse Project**” described below), and (2) Phase 2, the design,

restoration and improvement of the Office Building and completion of additional improvements to the Powerhouse, which would complete the scope of work in the original Master Plan approved by the Commission in 2014.

A design charrette with Aidlin and other sub-consultants concluded that a phased approach starting with the Powerhouse is feasible. The Department believes this phased approach would substantially speed up the activation of the building, as well as generate renewed interest from funders in the larger project, and recommends that the Commission approve the revised design described in further detail below.

### **Phase 1 Powerhouse Project**

Under the new proposed phased approach, the City, through a multi-agency coalition including RPD, OEWD, the Office of Supervisor John Avalos of District 11, and the San Francisco Arts Commission, would be responsible for renovating the Powerhouse building to minimum occupancy standards (the “Phase 1 Powerhouse Project”) and for developing the programming for the Powerhouse building. The Phase 1 Powerhouse Project would be part of OEWD’s Invest in Neighborhoods’ pilot Neighborhood Asset Activation program.

RPD staff anticipates that programming for the Powerhouse will be informed by the Friends’ stated priorities and broad community engagement, as well as market demand. The goal is to maximize activation of the building by providing community-serving programming with a focus on the arts. The programming model is still to be determined but may be structured to facilitate rentals by multiple existing organizations seeking art programming space as well as community-generated programming. The Friends will be invited to inform the programming concept and to bring forward potential programming ideas and partners.

The cost estimate for the Phase 1 Powerhouse Project is \$6.3 million, which includes hard costs of \$4.8 million as well as soft costs. Potential funds available for the project, pending forthcoming applications, include \$3 million from the RPD Community Opportunity Fund, \$960,000 in Historic Tax Credits, and the Community Arts Stabilization Trust (CAST).

### **Phase 1 Powerhouse Project Design**

The Phase 1 Powerhouse Project design is a simplified version of the Master Plan. A copy of the schematic design is attached hereto as Exhibit A. Improvements include:

- Hazardous material remediation
- Seismic stabilization
- Streetscape improvements and ADA accessibility
- Improved entrances
- A new roof
- Restored windows
- Mechanical and electrical systems (including lighting and infrastructure for use as an arts venue), and a new floor including radiant heating.

The vast majority of improvements to Powerhouse made in Phase 1 will be retained without change in the Phase 2 final improvements. Additional improvements to the Powerhouse that would be executed in Phase 2 include the staircase leading to the basement and second floor, the theater lobby, the glass entrance wall, a moveable exhibition wall system, and an expanded catering area.

As Part of the Federal Historic Preservation Tax Credit Process, the schematic design approved by the Commission in May 2014 was reviewed and approved by the State Office of Historic Preservation (“SHPO”) and the National Park Service (“NPS”). If the Commission approves the Phase 1 Powerhouse Project concept design attached as Exhibit B, the Department will submit to SHPO and NPS in Fall 2015 a revised application describing the Phased approach and including the Phase 1 Powerhouse Project concept design.

The Planning Department has determined that the Phase 1 Project is not a substantial modification, Master Plan’s Categorical Exemption from CEQA, awarded November 2014

The San Francisco Planning Department has concluded that the Phase 1 Project is not a substantial modification to the Master Plan and thus will have no impact on the Certificate of Determination of Exemption from Environmental Review awarded to the Master Plan on November 14, 2013.

**Phase 1 Powerhouse Design and Construction Documentation Budget**

The phased approach requires the City to procure a separate set of Construction Documentation for the Phase 1 Powerhouse Project from the Architect and engineering consultants including structural, civil, mechanical, plumbing and electrical engineers. Specialty consultants include a historic architect, landscape architect, lighting designer, acoustical consultant, and green building consultant. Bid and Permit work are also included. Construction Administration services is excluded.

Phase 1 design costs are the following:

***Aidlin Darling Fees***

A/E Services	<b>TOTAL</b>	<b>FY 15-16</b>
Construction Documentation (CD)	352,028	352,028
Bid/Permit (B/P)	43,625	43,625
CD/B/P Reimbursable Allowance	20,000	20,000
Construction Administration (CA)	307,839	
CA Reimbursable Allowance	15,000	
Design Fee Contingency (FY 15-16)	39,565	39,565
Design Fee Contingency (FY 16-17)	30,784	
<b>Subtotal Aidlin Darling Fees</b>	<b>808,841</b>	<b>455,218</b>
Powerhouse Phase 2 Design Credits	-126,278	-53,727
Preliminary CD Scope Reduction Savings after Add'l Fees	-31,344	-31,344
<b>Total Aidlin Darling Fees</b>	<b>651,425</b>	<b>370,147</b>

***Other Phase 1 Powerhouse Project costs include:***

Permits and Regulatory Agency Approvals	98,046	98,026
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<b>TOTAL PHASE 1 COSTS</b>	749,264	468,193
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A copy of the fee proposal is attached hereto as Exhibit B.

Staff recommends that the Commission approve increasing the Aidlin Darling contract amount by \$370,147 to modify the scope of work to cover the additional design development work, provide 100% complete construction documents for the new Phase 1 Powerhouse Project, and reduce the scope of work for the Master Plan from 50% construction documents to 30% construction documents.

The City’s fiscal year 2015-2016 budget includes \$475,000 for the Phase 1 Powerhouse Project, consisting of \$300,000 through the Invest in Neighborhoods Initiative, and \$175,000 through the RPD Capital Budget.

**Phase 1 Powerhouse Team**

Under the phased approach, RPD will manage and lead the Project, with support from OEWD Invest in Neighborhoods staff and Supervisor Avalos’ office.

**Phase 1 Anticipated Schedule**

City Design Reviews	July - Aug 2015
Construction Documents and Reviews	Sept 2015 - Feb 2016
Powerhouse Project Construction: Permits	Feb - June 2016
Powerhouse Project Construction: Bidding	July - September 2016
Powerhouse Project Construction: Construction	October 2016 – May 2017

**Sole Source Justification**

The ordinance by which the Board of Supervisors approved the waiver of competitive bidding requirements for the Aidlin Darling contract (Ordinance No. 52-14) authorized RPD “to amend the agreement as necessary to complete final (100%) construction documents with funds provided by the Friends as long as the amendment would not require expenditure of any other City funds.” Because this proposed contract amendment requires the expenditure of additional City funds, a new sole source justification is required. Per the newly enacted Section 6.73 of the Administrative Code, for departments under the jurisdiction of a commission or a board, the Department Head can recommend to the commission or board concerned the approval and award of a Sole Source Contract and such commission or board may then adopt a resolution approving the justification of the Sole Source and awarding the Contract.

Attached please find a Sole Source Justification from General Manager Ginsburg that delineates why this work is deemed to only be available from the original source. Staff recommends that the Commission adopt a resolution approving the General Manager’s justification.

**Source of Funds**

- \$300,000 in OEWD Invest in Neighborhoods FY15-16 Budget
- \$175,000 in RPD FY15-16 Capital Budget

**Staff Recommendation:**

Department Staff recommends that the Commission (1) recommend that the Board of Supervisors approve the termination of the Lease Disposition and Development Agreement with the Friends of Geneva Office Building and Power House for the Geneva Car Barn Renovation and Improvement Project, (2) approve a new schematic design for the Phase 1 Powerhouse Project, (3) adopt a resolution approving the Department's written justification for a Sole Source Contract for Contract #48552-13/14 with Aidlin Darling Design, and (4) approve an increase to Contract #48552-13/14 in the amount of \$370,147, bringing the total contract value to \$1,208,010, to add complete construction document services for the Phase 1 Powerhouse Project.

**Project Support:**

District 11 Supervisor John Avalos  
Friends of Geneva Car Barn and Power House  
Office of Economic and Workforce Development  
San Francisco Arts Commission

**Opposed By:**

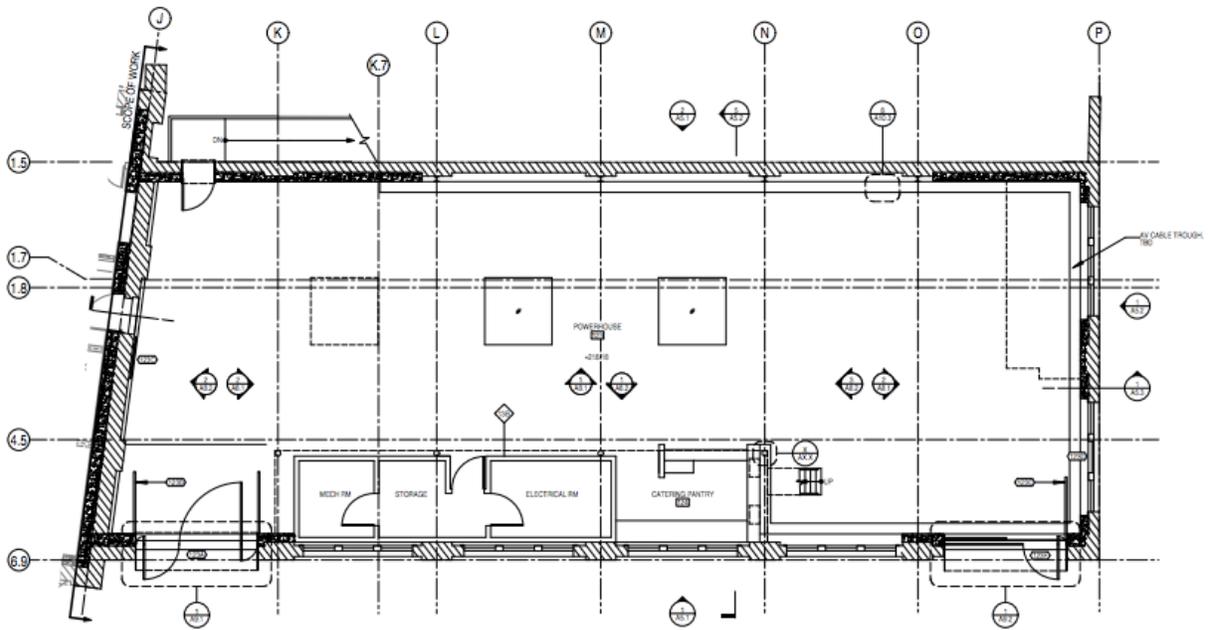
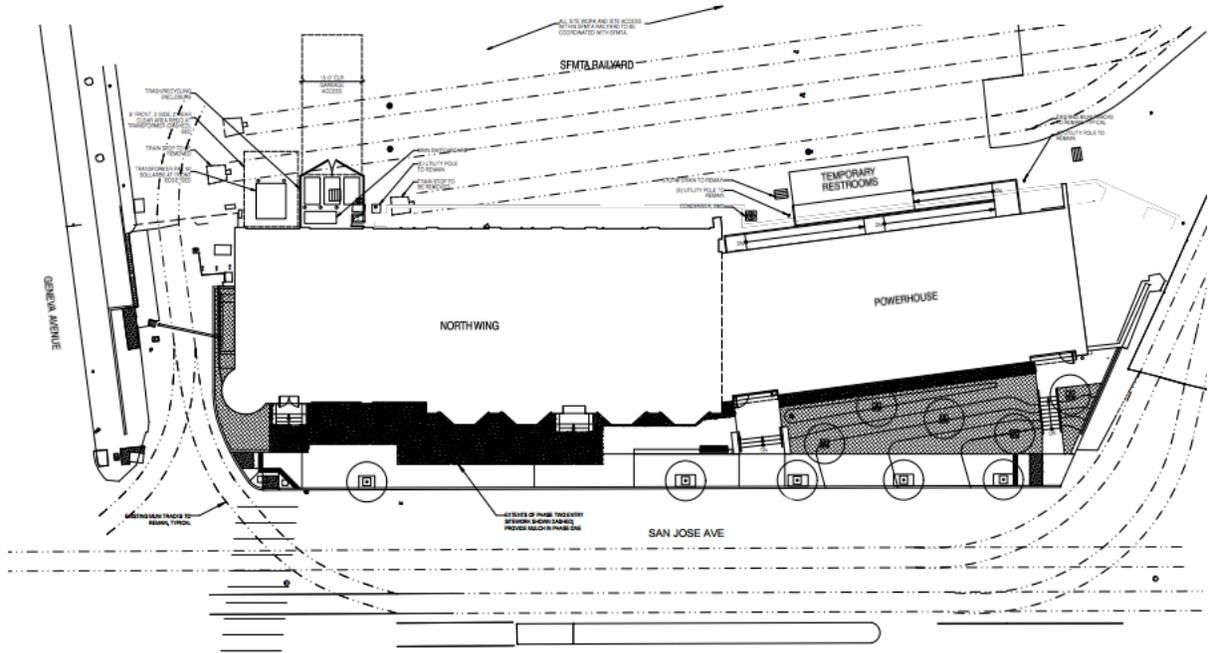
None

**Attachments:**

Ordinance 52-14  
Sole Source Justification

# EXHIBIT A

## PHASE 1 SCHEMATIC DESIGN



## EXHIBIT B

### Fee Proposal

Geneva Car Barn Design Team  
Fee Breakdown

Consultants	PHASE ONE				REVISED PHASE TWO	
	All Phases	CD	Bid/Permit	CA	Prelim CD	CD
Architect Aidlin Darling Design	\$210,155	\$100,950	\$18,920	\$90,285	\$144,000	\$214,000
Structural Engineer WJE	\$201,119	\$85,065	\$10,800	\$105,254	\$47,825	\$39,130
MEP Engineer Guttman & Blaevoet	\$111,000	\$59,000	incl	\$52,000	\$36,000	\$48,000
Civil Engineer BKF	\$20,900	\$14,000	\$2,500	\$4,400	\$4,350	\$6,000
Historic Consultant Carey & Company	\$26,208	\$15,113	\$655	\$10,440	\$16,937	\$20,000
Lighting Design Janet Nolan	\$26,160	\$16,800	\$600	\$8,760	\$10,000	\$14,920
Acoustical Consulting Charles Salter	\$6,500	\$4,500	\$0	\$2,000	\$2,500	\$3,500
Theater Consulting Auerbach Pollock Friedlander	\$27,500	\$8,000	\$1,500	\$18,000	\$10,000	\$20,000
Specifications McCaffrey	\$5,900	\$3,900	\$2,000	\$0	\$2,000	\$2,850
Green Consulting Thorton Thomasetti	\$9,100	\$4,900	\$0	\$4,200	\$1,900	\$2,000
Code Consultant The Preview Group	\$2,400	\$2,000	\$400	\$0	\$0	\$1,000
Landscape Architect CMG Landscape Architects	\$48,550	\$29,800	\$6,250	\$12,500	\$9,000	\$22,000
Cost Estimator Oppenheim Lewis	\$8,000	\$8,000	\$0	\$0		
<b>Total Team Fee</b>	<b>\$703,492</b>	<b>\$352,028</b>	<b>\$43,625</b>	<b>\$307,839</b>	<b>\$284,512</b>	<b>\$393,400</b>
					was \$338,239	was \$465,951
<b>Reimbursable Allowance</b>	\$35,000	Approx. 5% of Fee				