



MEMORANDUM

December 9, 2022

TO: MEMBERS, PORT COMMISSION
Hon. Willie Adams, President
Hon. Kimberly Brandon, Vice President
Hon. John Burton
Hon. Gail Gilman
Hon. Steven Lee

FROM: Elaine Forbes
Executive Director 

SUBJECT: Request Authorization to Issue a Request for Proposals (RFP) for Heron's Head Park Shoreline Resilience Project and Transitional Age Work Training Program

DIRECTOR'S RECOMMENDATION: Approve Attached Resolution No. 22-66

EXECUTIVE SUMMARY

Port staff requests Port Commission's authorization to advertise a Request for Proposals (RFP) soliciting a marsh revegetation and transitional age work training program. The objective of the process is to engage a qualified consultant capable of providing expert services related to (i) shoreline resilience, through the cultivation and stewardship of native wetland and transitional zone plants and tidal marsh restoration practices, and (ii) workforce development and community engagement at Heron's Head Park. The City's Contract Monitoring Division (CMD) has waived the Local Business Enterprise (LBE) subcontracting goal for the services procured under this proposed RFP.

The Port Commission voted on February 22, 2022 to adopt the Fiscal Year 2022-23 and 2023-24 Biennial Operating and Capital Budgets and Acceptance and Expend various grants, including \$987,000 in grant funds from the California State Coastal Conservancy (SCC) for the restoration of native marsh vegetation and related internships for transitional age youth. After

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the evaluation and scoring of qualified consultants, Port staff will recommend awarding one professional services contract to the highest ranked firm. The contract will have an initial five-year term with an option for an additional year at the Port's sole discretion for a not-to-exceed value \$987,000 for the contract. Port staff will seek Port Commission approval for the award of the contract.

STRATEGIC OBJECTIVE

The contract opportunity will support the goals of the Port's Strategic Plan as follows:

Sustainability:

By implementing nature-based shoreline stabilization and improvement projects and maximizing the use of native plants in landscaping to increase biodiversity.

Equity:

By requiring the contractor to train and offer paid internships to local transitional age youth ages 17-24 from the surrounding neighborhoods near Heron's Head Park, the Port is providing pathways to employment.

Engagement:

By protecting and enhancing the shoreline and wetland habitat at Heron's Head Park, the Port will increase biodiversity and preserve a valuable public asset that is enjoyed by a diversity of users.

BACKGROUND

Heron's Head Park is an approximately 21-acre peninsula, comprised of seven acres of wetlands and tidal ponds, and 14 acres of public open space. It includes picnic areas, an off-leash dog play area, and the EcoCenter, a Port-owned environmental education and community facility. Heron's Head Park is a highly valued resource for both wildlife and people; it is home to or visited by over 100 species of migratory and resident birds, two endangered species, and serves thousands of visitors each year.

As detailed in an August 11, 2020 Port Informational Memorandum to the Port Commission, the shoreline at Heron's Head Park has experienced subsidence, erosion from wind-driven waves and tidal flows, and a low supply of the suspended sediment in Bay waters that is needed to replenish the marsh. These forces have caused loss of both habitat acreage and ecological function. Without protection from erosion and capacity to adapt to sea level rise, Heron's Head Park is expected to lose an estimated additional 1.8 acres over the next 30 years.

To address these impacts, the Port developed the Heron's Head Park Shoreline Resilience Project (Project), as detailed in an August 11, 2020 Port Informational Memorandum to the Port Commission, that will:

1. Place coarse sand and gravel, stabilized by rock and cobble groynes, along the southern shoreline to prevent erosion, improve habitat quality and diversity, and enable sea level rise adaptation.

2. Restore and maintain native plant vegetation to enhance biodiversity and ecological function of the existing wetlands.
3. Create youth employment opportunities in habitat restoration.
4. Monitor project outcomes for 10 years.

The shoreline construction component of the project (#1 above) is funded by two grants:

OPC Grant: Proposition 68, The “California Drought, Water, Parks, Climate, Coastal Protection and Outdoor Access for All Act” (Prop. 68), passed by the voters in 2018, generated funding for a wide variety of projects and initiatives, including projects that implement nature-based solutions and other sea level rise adaptation strategies to build coastal resiliency. In February 2021, the OPC voted to award \$1.667M from its Coastal Resilience Grant Program to the Port to support construction of the stabilized shoreline that will protect the marsh along Heron’s Head Park’s southern shoreline from erosion. Through Resolution 21-17, the Port Commission authorized acceptance of the grant in April 2021. The Board of Supervisors authorized the Port to accept and expend the OPC grant funds in July 2021 by Resolution 342-21. The grant agreement with OPC was executed in November 2021.

CDFW Grant: The “Water Quality, Supply, and Infrastructure Improvement Act of 2014” (Proposition 1) funds ecosystem restoration projects through CDFW. Through Resolution 21-38, the Port Commission authorized acceptance of the grant and expenditure of grant funds in September 2021. The Board of Supervisors authorized the Port to accept and expend the CDFW grant in December 2021 by Resolution 551-21. The grant agreement with CDFW was executed in January 2022.

The native plant habitat restoration and youth employment components of the project (#2 and #3 above) is being conducted in two phases, the first of which has been funded by the San Francisco Bay Restoration Authority (SFBRA).

SFBRA Grant: The SFBRA is a regional agency created to generate and allocate resources for the protection and enhancement of tidal wetlands and other wildlife habitat in San Francisco Bay and along its shoreline. It awards grants to achieve these purposes consistent with the San Francisco Bay Clean Water, Pollution Prevention and Habitat Restoration Measure (“Measure AA”), passed by the voters in June 2016. As described in the Memorandum to the Port Commission on August 25, 2020, the SFBRA authorized disbursement of \$297,000 to the Port for approximately two years of wetland habitat restoration at Heron’s Head Park. Through Resolution 20-42, the Port Commission authorized acceptance of the grant and a sole- source contract with Literacy for Environmental Justice to use the grant funds for wetland habitat restoration at Heron’s Head Park. The Board of Supervisors authorized the Port to accept and expend SFBRA grant funds in September 2020 by Resolution 446-20. The first grant agreement with SFBRA was executed in November 2020. The funded wetland plant habitat restoration work has been underway since then and will be completed by Summer 2023.

Phase 1 habitat restoration work began in November 2020 and will continue through the first or second quarters of 2023 as weather, staffing, compliance with endangered

species protections, and other factors allow. Phase I of the habitat restoration component included removal of invasive species impacting the habitat value of the tidal salt marsh; cultivation, installation, and maintenance of native salt marsh plants; recruitment and training three cohorts of four transitional age youth interns referred to as “Eco-Apprentices”; and creation of two permanent full-time positions that offer potential opportunity for additional experience and career advancement for EcoApprentices. Upon completion of Phase 1, approximately 16,000 plants will have been grown and installed.

Contracting Approach

The first phase of the habitat restoration element of the Project was completed through a sole source contract with Literacy for Environmental Justice, a non-profit LBE. The Port, however, cannot pursue a sole source contract for the second phase of the Project. Chapter 21G of the Administrative Code, approved by the Board of Supervisors and effective January 1, 2022, now requires departments to award all grants through an open and competitive process.

POTENTIAL SCOPE OF WORK

This RFP solicitation is to enter a contract with three scopes of work.

Scope 1. Provide Plants

Contractor must be able to provide in-house nursery capacity or source of locally-adapted tidal wetland and coastal plants sourced from a nursery that (i) implements best management practices to prevent Phytophthora infection, as specified by the Phytophthoras in Native Habitats Work Group/California Native Plant Society Best Management Practices for habitat restoration nursery stock, and/or (ii) participated in the Accreditation to Improve Restoration and Native Plant Nursery Stock Cleanliness^[1].

Contractor will provide plants and all related materials and equipment for cultivation and planting. Exact number, species, and schedule for delivery to the project site will be specified by detailed task orders. An estimated quantity of 3,000-5,000 plants per year will be required. Species will include but may not be limited to Marsh Gumplant (*Grindelia stricta*), Salt Grass (*Distichlis spicata*), Alkali heath (*Frankenia salina*), and California Seablite (*Suaeda californica*)

Scope 2. Hire, train, and manage habitat restoration staff

Contractor will provide habitat restoration staff including trainees participating in a paid internship that provides education and training in native plant cultivation, habitat restoration, and community outreach, as well as field supervisors and habitat restoration project managers with appropriate experience and expertise to execute the scope of work. Habitat stewardship will include manual removal of invasive species, strategic replacement of native plants in cleared areas, watering under certain circumstances, and maintaining native vegetation in the tidal salt marsh and transition zone at Heron’s Head Park. Exact number of hours and schedule for different job classifications will be

specified by a detailed work program and/or task orders and is estimated to be 1,500-2,000 hours per year.

In addition to providing a habitat restoration field crew, Contractor must also be able to provide expert guidance in wetland and coastal plant habitat restoration measures and strategy. Work will include planting and monitoring Suaeda, which must be done by, under the supervision of, or in consultation with a biologist approved by U.S. Fish & Wildlife Service as qualified to supervise Suaeda management. Such biologist may be included in the Contractor's proposal or provided by Port under separate contract.

Contractor will be required to provide quarterly written progress reports with geo-referenced maps, photo-documentation and other back-up documentation.

Scope 3. Community Outreach and Youth Engagement

With this contract, the Port seeks to inform and engage the public, particularly the neighborhoods of southeast San Francisco near Heron's Head Park, about the habitat restoration work at Heron's Head Park and include information about apprenticeships and other job opportunities for transitional age youth in habitat restoration in such outreach efforts. The Contractor will incorporate community outreach in its work under this contract in accordance with a specific workplan or task orders to be developed in consultation with the Port after contract award. Community outreach may include presentation at meetings of groups that have been identified as key stakeholders for this site and project, and/or may be focused on outreach to and recruitment of apprentices.

SELECTION PROCESS

Port staff proposes an RFP to procure the requested services through a fair and competitive process. Port staff and a CMD representative will convene a diverse panel with subject matter experts in the required fields. Port staff expects the evaluation process to take the following steps to review and rank responses to the RFP.

1. Written Proposal Evaluation

After Port and CMD staff review proposals for responsiveness, the panel will score each written proposal based on criteria included in the RFP. Expected evaluation criteria include:

- o approach and prime experience
- o technical experience
- o respondent and subconsultant qualifications
- o personnel experience and availability

2. Contract Negotiation and Award

Port staff will seek Port Commission authorization to negotiate and enter into agreements with the highest ranking respondent. If staff cannot complete negotiations with the highest-ranking firm[s], Port staff may elect to negotiate with the next highest-ranked firm in descending order.

Local Business Enterprise (LBE) Subcontracting Goal and Rating Bonus

It is the goal of the Port to maximize participation of Local Business Enterprises in its contracting opportunities. Potential roles for LBEs exist in the following CMD Certification Categories: Environmental Advisory Services, Habitat Environmental Services, Regulatory Compliance, and Environmental Impact Analysis.

The City’s Administrative Code Chapter 14B – the Local Business Enterprise and Non-Discrimination in Contracting Ordinance – establishes discounts and rating bonuses for LBE prime consultants and JV Partnerships.

For this proposed professional services contract, the ordinance establishes rating bonuses for LBE prime consultants and joint ventures at each stage of the grading process to level the playing field between LBE and non-LBE proposers. The rating bonus is applied as follows:

- Five percent (5%) to a Joint Venture with Small and/or Micro-LBE prime contractor participation that equals or exceeds thirty-five percent (35%) but is under forty percent (40%);
- Seven and one half percent (7.5%) to a Joint Venture with Small and/or Micro-LBE prime contractor participation that equals or exceeds forty percent (40%); and
- Ten percent (10%) to Joint Venture exclusively among Small and/or Micro-LBE prime contractors.

CMD has granted an LBE subcontracting waiver because of a lack of subcontracting opportunities.

OUTREACH EFFORTS

Subject to Port Commission authorization, Port staff will advertise the RFP opportunity on the Port and the City-wide supplier portal. Staff will directly outreach to LBE firms CMD Certified in categories Environmental Advisory Services, Habitat Environmental Services, Regulatory Compliance, and Environmental Impact Analysis. The Port will advertise this RFP to interested parties identified through industry market research and include regional chambers of commerce and other trade organizations developed under the Port’s Racial Equity Action Plan Action Item 8.1.1.²¹

The Port will answer respondent questions through a process outlined in the RFP.

SCHEDULE (Subject to Change)

In accordance with the following timeline, Port staff expects to return to the Port Commission in February 2023 to request approval to award the contracts.

<u>Activity</u>	<u>Target Date</u>
Port Commission Authorization to Advertise	December 2022
Commence RFP Advertisement	December 2022
Submission Due Date	January 2023
Port Commission Request to Award Contract	February 2023
New Contract[s] Commence	March 2023

FUNDING

These services will be funded from the grant funding from the State Coastal Conservancy that was accepted by the Port Commission on February 22, 2022.

SUMMARY

Staff recommends that the Port Commission approve the attached resolution authorizing staff to advertise the Request for Qualifications.

Prepared by:

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^[1] The Accreditation to Improve Restoration and Native Plant Nursery Stock Cleanliness Program is a voluntary, audit-based accreditation program administered by the California Oak Mortality Task Force with support from the U.S. Department of Agriculture Animal and Plant Health Inspection Service. It is designed to improve the cleanliness of plant stock in native plant nurseries and reduce potential for infection by plant pathogens of the genus *Phytophthora*. Participating nurseries implement specified practices to minimize potential infections in the nursery and allow third-party audits of their facilities for inspection and sampling for *Phytophthoras*.

^[2] Racial Equity Action Plan Item 8.1.1. is to advertise all contracting events to racially diverse businesses, LBE, DBE, and non-certified minority owned businesses.

**PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO**

RESOLUTION NO. 22-66

WHEREAS, the Port has established, through the Strategic Plan, the goal of advancing environmental stewardship to limit climate change and protect the Bay by implementing a nature-based shoreline stabilization and improvement project and complete the Heron’s Head Park Shoreline Resilience Project (as detailed in an August 11, 2020 Port Informational Memorandum to the Port Commission); and

WHEREAS, Port staff is near completion of a 2.5 year habitat restoration effort that comprises the first of two phases of habitat restoration included in the Heron’s Head Park Shoreline Resilience Project ; and

WHEREAS, the Port has received grant funds from the California State Coastal Conservancy for native plant habitat restoration and transitional age youth employment program to be completed as part of the Heron’s Head Park Shoreline Resilience Project; and

WHEREAS, Port staff has drafted a Request for Proposals (“RFP”) to solicit proposals to provide the native plant habitat restoration and transitional age work training program that the State Coastal Conservancy grant intends to fund; now therefore be it

RESOLVED, that the San Francisco Port Commission hereby authorizes Port staff to advertise a Request for Proposals for native plant cultivation, habitat restoration, and transitional age youth employment in an amount not to exceed \$987,000, with a term of five years and an option for an additional year.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of December 13, 2022.

Secretary