



MEMORANDUM

May 5, 2022

TO: MEMBERS, PORT COMMISSION
Hon. Willie Adams, President
Hon. Doreen Woo Ho, Vice President
Hon. Kimberly Brandon
Hon. John Burton
Hon. Gail Gilman

FROM: Elaine Forbes
Executive Director 

SUBJECT: Request authorization to accept and expend a \$70,000 grant from the California Coastal Conservancy and a \$35,000 gift from The Archie Green Fund for Labor Culture and History for an Islais Creek Interpretive Program that proposes a series of exhibits on open spaces on the north and south shoreline of Islais Creek; and to seek authorization to award a contract to Macchiato design consultants to support the interpretive project. This project was determined to be Categorically Exempt by the San Francisco Planning Department

DIRECTOR'S RECOMMENDATION: Approve the Attached Resolution No. 22-27

EXECUTIVE SUMMARY

In response to the Bayview and Dogpatch communities, the Southern Waterfront Advisory Committee (SWAC), kayakers, Friends of Islais Creek, International Longshoreman and Warehouse Union (ILWU), the Copra Crane Labor Landmark Association (CCLLA) and historic preservation advocacy, the Port has pursued the creation of open space and public improvements along the shoreline of Islais Creek. Port staff collaborated with the California Coastal Conservancy (CCC) and The Archie Green Fund for Labor Culture and History¹ ("The Fund") to develop the Islais Creek Interpretive Program. The program calls for the installation of a series of exhibits in three locations on the north and south shoreline of Islais Creek that will celebrate the natural history and environment, maritime and labor history, as well as the neighborhood culture and history and make it readily accessible to the public. The

¹ The Archie Green Fund for Labor Culture and History is a 501c3 organization that acts as the Fiscal Agent for the Copra Crane Labor Landmark Association. The Copra Crane Labor Landmark Association is an informal body and is not a legal entity.

content and design of the exhibit program were guided by a volunteer committee of maritime, labor and community historians and community representatives. Port staff seeks Port Commission authorization to accept and expend a \$70,000 grant from the CCC and a \$35,000 gift from The Fund. Combined with an existing CCC grant and 2012

General Obligation Bond funds this will support the interpretive program and is budgeted for a total cost of \$625,281 and is scheduled to be completed in the spring of 2023. Additionally, Port staff requests Commission authorization to award a Sole Source contract with Macchiato design consultants to support the interpretive project.

This staff report is organized into six sections, which include:

1. Strategic Objectives
2. Background
3. Proposed Interpretive Program
4. Project Funding, Contracting and Schedule
5. Environmental Review
6. Port Commission Action

STRATEGIC OBJECTIVES

The proposed Islais Creek Interpretive Program supports the Port's 2021-2025 Strategic Plan through the following Goals and Objectives:

Evolution:

Open Space. Improve Port open spaces to provide publicly desired amenities and activities.

Engagement:

Engage constituents and the public on Port functions and activities.

Agency Coordination. Partner with City departments and government agencies to align communication, engagement and activities.

BACKGROUND

In 2001, the Pier 84 Copra Crane ("Crane") was identified as a historic resource eligible for listing on the National Register of Historic Places by the San Francisco Planning Department in their Central Waterfront Cultural Resources Survey. The Copra Crane was an eligible resource because of its maritime industry and labor significance. The Crane, which was located at the terminus of Indiana Street near the north shoreline of Islais Creek, was in an advanced state of deterioration. The historic significance, visibility and deteriorated condition of the Crane resulted in the creation of the Copra Crane Labor Landmark Association (CCLLA). The organization was formed to restore and save the Crane and eventually honor its historic labor significance and contributions to San Francisco's Waterfront History by seeking official Landmark designation and protection afforded by Article 10 of the City Planning Code, the City's landmarks preservation ordinance.

In 2008 the Port partnered with the CCLLA to accept a gift of services valued at \$430,000 for the rehabilitation of the Crane to become an enduring symbol of the Port's rich maritime labor history on the Southern Waterfront (*See Figure 1, Site Location and Photographs*). The Port assisted the organization over several years to achieve its goal of rehabilitating the Crane. However, the organization could not sufficiently advance the project before the Crane was determined a hazard due to the threat of imminent collapse. As a result, in 2012 the Port partnered with the San Francisco Municipal Transportation Agency (SFMTA) to remove the Crane due to the emergency posed by the threat of collapse. The crane removal was done so that it could be reassembled in the future after the construction of a new Pier 84 wharf and substructure.

In 2013, the Port Commission authorized staff to pursue a \$675,000 grant from the CCC to remove the deteriorated Pier 84 wharf and other remnant pile structures within Islais Creek and initiate the design process for a new wharf to support the reinstallation of the rehabilitated Copra Crane. As a result, port crews did remove the deteriorated Pier 84 and other remnant structures in the creek. However, the Port's engineering and design process for the new wharf and crane reinstallation revealed that the project was infeasible due to escalating project costs and insufficient funding to complete the work.

In 2015, Port staff worked with the CCC, CCLLA and stakeholders to develop an alternative project that would result in an Islais Creek interpretive exhibit program that would utilize the unspent CCC grant funding. To guide the Port, a volunteer committee of CCLLA members, maritime and labor historians and community representatives was formed in 2020 to consult with staff and the exhibit design team on the project approach, design and content. The Port has held three review meetings with the committee and the members have provided meaningful input. Based on the progress in the planning for the interpretive exhibits and the understanding that the Port could provide an enhanced exhibit program with additional funding, the CCC has offered the Port an additional \$70,000 in state funding and The Fund has offered a gift of \$35,000, which represents the funds the organization raised for the rehabilitation of the Copra Crane.

PROPOSED INTERPRETIVE PROGRAM

The proposed interpretive program addresses the themes of maritime and labor history, natural history, Native American and neighborhood history and culture. The Islais Creek exhibits will take the form of interpretive panels with a combination of text, graphics and photographs and will be located on existing Port, SFMTA and SFPUC infrastructure on the north and south shoreline of Islais Creek (see Figure 2, Site Plan).

The proposed exhibit program includes exhibits at three locations on the Islais Creek shoreline. On the north, exhibits are proposed on an open space constructed and maintained by the SFMTA and the SFPUC, and on the south, the exhibits will be located in the Port's Bayview Gateway Park and in the Islais Creek Landing open space. The exhibits will include historical information and will take the form of

sculptural elements, as well as panels with a combination of graphics and text. The exhibits on the north shoreline will be installed on infrastructure owned and maintained by SFMTA or the SFPUC. The exhibits use simple, durable materials to minimize maintenance and cost. The graphic panels are sited so that specific stories are told in the geographic location associated with the events and will be designed utilizing common design elements providing continuity so that they read as a family of related exhibits.

The project is consistent with the San Francisco Planning Department's Islais Creek planning efforts. The Port's Southern Advisory Committee (SAC) received a presentation on the proposed project at its April 27, 2022 meeting and expressed support for it. In addition, the consultant team contacted representatives of the Ramaytush Ohlone to get their input on the content and design of the exhibits.

PROJECT FUNDING, CONTRACTING AND SCHEDULE

The Islais Creek Interpretive Program will be funded through a combination of the following sources:

Source	Amount
Coastal Conservancy - Original Grant	\$366,281*
Coastal Conservancy – Additional Grant funds	\$ 70,000
The Archie Green Fund for Labor Culture and History	\$ 35,000
GO Bond	\$154,000
Total	\$625,281

* The original CCC grant was for \$616,534 of which \$ 250,253 was used for conceptual design, Pier 84 and other Islais Creek pile removal conducted by Port crews.

2012 General Obligation (GO) Bond Funds – \$154,000

The 2012 GO Bond included shoreline access improvements for Islais Creek to create a continuous public pathway system from I-280 to Third Street and to close a gap between Tennessee and Third Streets along the north shore of Islais Creek. Two million dollars was allocated for this project. Because of the project area's complexity and the adjacent and overlapping projects by Public Works and the PUC, the project could not proceed and \$1.75 million was reallocated to Heron's Head Park project. Of the remaining \$250,000 for the Islais Creek Shoreline Access project, \$96,000 was used to conduct a feasibility study for the connection between Third and Tennessee Streets; the study's findings showed that the cost would be approximately \$13.8 million, which is significantly higher than the available GO bond funding.

The \$154,000 of remaining GO Bond funds will be used for the Islais Creek Interpretive Program project. This project will benefit the same geographic area and will still satisfy one of the goals of the GO Bond Islais Creek Shoreline Access project, which was to install interpretive signage.

Additional California Coastal Conservancy Grant Funding - \$70,000

On September 21, 2021, the Port's design consultant for the Islais Creek Interpretive Program, Macchiato, presented their proposed interpretive exhibits to the CCC and shared their construction cost estimate. The CCC was impressed by their designs and chose to augment their grant by an additional \$70,000 to ensure the exhibits they deemed a high priority are installed.

The Fund - \$35,000

The Fund has been an active stakeholder in the interpretive program and has provided historical data to the Port's exhibit designer. The Fund proposes contributing a gift of funds in the amount of \$35,000, which was initially offered as a contribution when they were leading the project and will now help pay to complete the project's design phase.

Schedule

The anticipated project schedule is as follows:

- Design Completion August 2022
- Construction Through Public Work Job Order Contracting (JOC) October 2022
- Substantial Completion July 2023
- Final Completion September 2023

Design Contract

In 2021 the Port entered into a contract with Macchiato, a Local Business Enterprise (LBE) after it was the high-scoring proposer from a Micro Set-Aside solicitation for design of interpretative signage. The Port engaged Macchiato to design concepts for the Islais Creek signage program. Macchiato has experience designing exhibits for the National Park Service at Land's End, Crane Cove Park, Crissy Field and the Golden Gate Bridge Visitors Center.

Port staff proposes to utilize the additional funding to provide additional historical content and a more significant number of exhibits at the site. Port staff intends to use Macchiato to complete the initial design and fulfill the obligations of the additional CCC funding. These additional services require the Port to enter into a new contract with Macchiato.

Under other circumstances, the Port would undertake an informal competitive solicitation and the Executive Director would have the ability to award the contract for additional design services under her delegated authority. However, as Macchiato's preliminary concepts were presented to the CCC and directly led to the CCC's decision to increase funding to this project, Port staff are requesting the Port Commission to approve a sole source waiver under Chapter 6 of the Administrative Code to Macchiato for a contract in the amount of \$40,000. Staff believes this request for a Sole Source contract under Administrative Code 6.73 is justified because the contractor is the original designer and has unique knowledge and skill not available from other sources. Competitive bidding of this work would result in substantial duplication of cost to the Port because an alternate contractor would require additional time to understand the subject matter already possessed by Macchiato. See Appendix A for additional written justification required by Administrative Code 6.73.

ENVIRONMENTAL REVIEW

The interpretive program project was analyzed through California Environmental Quality Act (CEQA) and the San Francisco Planning Department issued a Categorical Exemption on May 6, 2022.

PORT COMMISSION ACTION

Staff seeks Port Commission authorization to accept and expend \$105,000 in grant funds from the CCC and a gift of \$35,000 in funding from the Archie Green Fund for Labor Culture and History; and authorization to execute a new Sole Source contract for \$40,000 with Macchiato design consultants to support the interpretive project.

Prepared by: Mark Paez, Planning and Environment
and Noel Aquino, Engineering

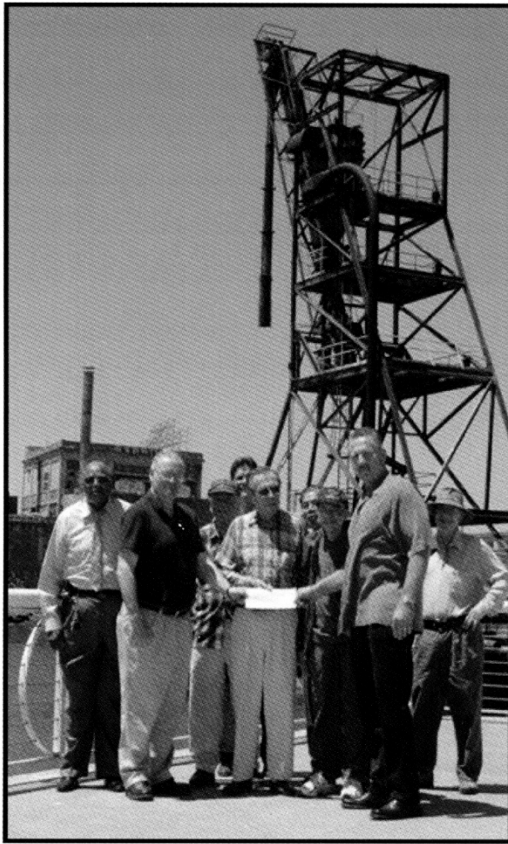
For: David Beaupre
Deputy Director for Planning and
Environment

Appendix A: Sole Source Explanation under Chapter 6.73

Section 6.73 of the City's contract regulations authorizes the Executive Director to award a sole source contract if written justification is provided and the Port Commission adopts a resolution of approval and documents. This appendix includes the written justification required under Section 6.73.

- (1) The expanded scope of work will allow the Port to respond to the desires of the CCC, CCLLA and the Bayview community all of which are seeking a more comprehensive interpretive program that fully addresses the maritime and labor history, as well as the Bayview history and culture maximizing the return on the limited project funding. The estimated value of this contract is \$40,000
- (2) The Contractor is uniquely qualified to perform the work because Machiatto was the high scoring respondent from the Micro-LBE Design of Interpretative Signage advertised in 2020. Under contract with the Port, Macchiato created the concept design for the project and have a deep understanding of the history of Islais Creek that is the result of the investment of time researching and collaborating with Port staff and community representatives. The nature of the proposed work is not something that can be easily transferrable to another party without a significant investment of time. The nature of the subject and the required investment of time cannot be supported by the limited project funding and tight schedule;
- (3) The competitive bidding process will result in the duplication of costs to the Port because an alternative contractor will require additional staff time for a solicitation process and for another contractor to develop the knowledge of the subject matter thereby reducing the amount of funding available resulting in the need to limit the program and number of exhibits;
- (4) The solicitation is impracticable because it will result in a significant delay of the project. The included grant funding requires the Port to complete the project by 2023. In the 2020 Micro-LBE Design of Interpretative Signage Request for Proposals, Machiatto was the high scoring respondent of the competitive process;
- (5) The follow-on work is justified because the use of a competitive process will reduce the Port's ability to fully respond to the public's best interests because a significant portion of the funding will have to be utilized to support the cost to duplicate the contractor's work in the areas of research, design and collaboration with the community, risking a loss of funds that could result if the project is delayed.

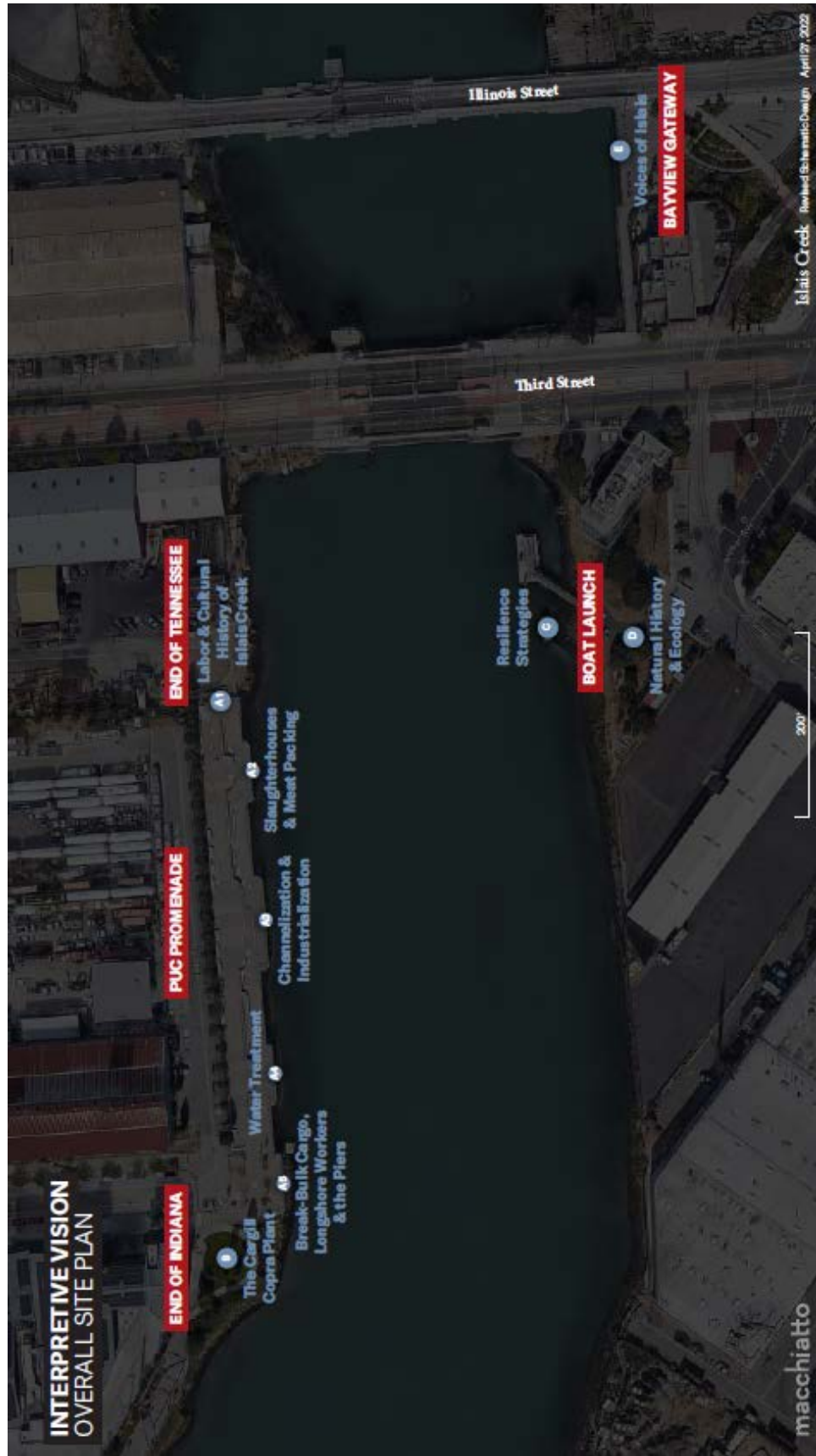
Figure 1, Site Location & Photos



Volunteers of Copra Crane Labor Landmark Association in front of Copra Crane

Labors Unloading Copra

Figure 2- Interpretation Program Sites



**PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO
RESOLUTION NO. 22-27**

- WHEREAS, The California Coastal Conservancy (CCC) and the Archie Green Fund for Labor Culture and History (The Fund) have offered the Port funding to enhance the Islais Creek Interpretive Program in the amount of \$70,000 and \$35,000 respectively; and
- WHEREAS, Port staff developed the Islais Creek Interpretive Program as an alternate to the Copra Crane Rehabilitation Project when that project was determined infeasible in 2012, to provide significant public access amenities to improve the shoreline of Islais Creek and to commemorate the rich maritime, labor history and community history and culture in the existing open spaces along the Islais Creek; and
- WHEREAS, Port staff enlisted the help of maritime, labor and local historians and community stakeholders to guide the breadth of the interpretive exhibit content and design by creating an Islais Creek Interpretive Exhibit Program Review Committee that met periodically throughout the design process to ensure the exhibits reflect the rich history of Islais Creek and the Bayview neighborhood; and
- WHEREAS, the additional project funding will be used to close a project funding gap and provide for a more robust treatment of the area's rich history and increase the number of interpretive exhibits that can be included in the program; and
- WHEREAS, in 2021 Port entered into a contract with Macchiatto, a Local Business Enterprise (LBE), where Macchiatto was the highest-ranked proposer from a competitive Micro Set-Aside solicitation; and
- WHEREAS, Port staff proposes to utilize the funding to expand the original project scope of work to provide other historical content and a more significant number of exhibits; and
- WHEREAS additional services by Macchiatto is needed to complete their design is and the original contract with Macchiatto did not contemplate additional grant funding and Port staff now seeks Port Commission authorization to enter into a new Sole Source contract with Macchiatto for \$40,000; and
- WHEREAS, Port staff have determined that there is sufficient justification to pursue a Sole Source contract with its exhibit designer consultant, that was selected after a competitive bidding process, because the consultant has developed a unique program of exhibits and has worked efficiently with Port staff and the community to create a comprehensive set of exhibits within a limited budget and tight project schedule; and
- WHEREAS, The San Francisco Planning Department staff issued a Categorical Exemption for the proposed Project consistent California Environmental Quality Act (CEQA); now, therefore be it
- RESOLVED, that the Port Commission hereby authorizes the Port to accept and expend \$70,000 in grant funds from the California Coastal Conservancy and a \$35,000

gift of funds from The Fund, to supplement the Port's budget for the design and construction of additional interpretive exhibits and to conduct all negotiations, and execute and submit all documents, including, but not limited to applications, agreements, amendments, and payment requests, which may be necessary to secure the aforementioned grant funds; and be it further

RESOLVED, that the Port Commission authorizes the Executive Director to execute a Sole Source contract with Macchiato Consulting because Macchiato was initially selected after a competitive bidding process, and developed the conceptual design for the Islais Creek Interpretive Program; and be it further

RESOLVED, that the Port Commission authorizes the Executive Director to seek Board of Supervisor's authorization to accept and expend the funds.

I hereby certify that the foregoing resolution was adopted by the San Francisco Port Commission at its meeting of May 10, 2022.

Secretary