

MEMORANDUM

November 22, 2024

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

hhr FROM: Elaine Forbes Executive Director

SUBJECT: Informational presentation regarding the recommended contracting strategy to advance the Waterfront Resilience Program.

DIRECTOR'S RECOMMENDATION: Information Only – No Action Required

EXECUTIVE SUMMARY

This report provides an overview of the staff's recommended contracting strategy to advance the development of the Waterfront Resilience Program over the next 5+ years.

Port staff is advancing the predesign of projects to reduce earthquake life safety risk, improve disaster response, and address early flood risk (Early Projects).

Through the United States Army Corps of Engineers (USACE) San Francisco Waterfront Coastal Flood Study (Flood Study or Study) and working with USACE staff and City department partners, the Waterfront Resilience Program team has also developed a draft plan consisting of coastal flood defenses, floodproofing and water management features to adapt the Port's 7.5-mile bayside waterfront to sea level rise over time, with subsequent adaptation actions to respond to higher future water levels (collectively, the USACE Draft Plan or Draft Plan). This report describes the staff's recommended contracting strategy to advance Early Projects and the design of the USACE Draft Plan.

This report is a companion report to Item 12B on this November 25 Port Commission agenda which includes a staff request to the Port Commission to authorize staff to advertise a request for proposals (RFP) for Program Advisory Services for a \$40 million, five-year contract, with an option to extend for up to 5 years and up to an additional \$40 million, to support the Waterfront Resilience Program, including program management and technical advisory/coordination for Early Projects and design of the USACE Draft Plan.

This report also describes future recommended contracts to advance the USACE Draft Plan including:

- 1. An RFP for Planning and Design Services to advance the USACE Draft Plan in the Southern Waterfront for up to a \$50 million, 10-year contract; and
- An RFP for Planning and Design Services to advance the USACE Draft Plan in the Northern Waterfront including the Downtown Coastal Resilience Project for up to a \$65 million, 10-year contract.

Based on feedback from the Port Commission, Port staff will return to the Port Commission at a future meeting to seek authorization to advertise these RFPs.

STRATEGIC OBJECTIVES

The Port's Waterfront Resilience Program supports the goals of the Port's Strategic Plan as follows:

Engagement:

By leading an inclusive stakeholder process to develop a shared vision, principles, and goals for the Waterfront Resilience Program and Flood Study.

Equity:

By developing a program-wide equity strategy that is integrated into the Port's Racial Equity Action Plan, focused on centering voices of marginalized communities through robust engagement, developing resilience projects to serve these communities, and ensuring equitable hiring and contracting to support the Program.

- Centering the voices of communities of color, low-income communities, and disadvantaged and historically marginalized communities through robust, meaningful, and inclusive public outreach and engagement.
- Developing and investing in resilience projects that reduce flood and seismic risk in and around disadvantaged and historically marginalized communities.
- Ensuring equitable hiring and contracting practices and supporting the development of a diverse workforce to design and deliver projects associated with the Waterfront Resilience Program.

Resiliency:

By leading the City's efforts to address threats from earthquakes and flood risk through research and infrastructure improvements to the entire Port shoreline and adjoining buildings and other infrastructure.

Evolution:

By developing adaptation options with a long time horizon as well as near-term actions, envisioning strategies to adapt the waterfront and its uses over time, and recognizing that decisions made today influence the options available to future generations who will be addressing different environmental and social conditions.

Sustainability:

By incorporating nature-based features into the Draft Plan and Early Projects to enhance the quality of the Bay water and habitat.

Productivity and Economic Recovery:

Through the investment of Proposition A Seawall Earthquake Safety Bond funding and other Port and public funding sources, and by developing strategies to defend or floodproof Port maritime and industrial facilities.

INTRODUCTION

This report provides an overview of the staff's recommended contracting strategy to advance the development of the Waterfront Resilience Program over the next 5+ years.

For a description of Program development and accomplishments from 2017 to 2023, please see the December 12, 2023 staff report to the Port Commission¹. In 2024, the Program achieved several critical milestones:

Draft Integrated Feasibility Report and Environmental Impact Statement

On January 26, 2024, USACE in collaboration with the City of San Francisco, published the Draft Integrated Feasibility Report and Environmental Impact Statement (Draft IFR/EIS)². The Draft IFR/EIS analyzes the coastal flood risk and effects of sea level rise for the 7.5 miles of waterfront within the Port of San Francisco's jurisdiction, from Aquatic Park to Heron's Head Park.

The Draft IFR/EIS describes a draft plan consisting of coastal flood defenses, floodproofing and water management features to adapt the Port's 7.5-mile bayside waterfront to sea

¹ December 12, 2023 Staff Report: <u>https://sfport.com/files/2023-</u>

^{12/121223}_12b_wrp_update_on_ch2m_program_management_contract_informational.pdf

² February 6, 2023 Staff Report: <u>https://www.sfport.com/sites/default/files/2024-02/020624_10a_usace_flood_study_draft_staff_report.pdf</u> <u>https://www.sfport.com/sites/default/files/2024-02/020624_10a.1_exhibit_g_usace_flood_study_executive_summary.pdf</u>

level rise over time, with subsequent adaptation actions to respond to higher future water levels (collectively, the Draft Plan). The proposed solutions are estimated to cost \$13.5 billion plus inflation, and, if approved by Congress, the Federal government may pay up to 65% of the construction cost. Cost estimates are preliminary, high-level, and subject to change.

Public Outreach and Engagement

The Draft Plan was released to the public on January 26, 2024, starting a 60-day formal public comment period under the National Environmental Policy Act (NEPA). During this period, USACE and the City conducted robust public outreach and engagement to get feedback on the Draft Plan.

At the June 11, 2024 Port Commission meeting, Port staff presented an informational presentation on public outreach, engagement, and feedback on the Flood Study and City and regulatory agency comments on the Draft IFR/EIS³. For purposes of this report, one important City comment was <u>a desire for City agencies including the Port to play a significant role in further design of the Draft Plan</u>.

The USACE/Port Project Delivery Team (PDT) is currently working to prepare responses for all formally submitted comments on the Draft IFR/EIS which will be included in the final Integrated Feasibility Report and Environmental Impact Statement (Final IFR/EIS), tentatively set for release in 2026.

Agency Decision Milestone

On June 28, 2024, USACE leadership endorsed the Draft Plan at the USACE Agency Decision Milestone Meeting (ADM). The PDT presented the Draft Plan, public comments, recommendations from USACE policy, technical, and legal review of the Draft Plan, and the PDT's workplan to address these comments and develop a revised Draft Plan for inclusion in the Final IFR/EIS. If the USACE Chief of Engineers recommends this plan to Congress in 2026, it will be the recommended plan (Recommended Plan).

Mayor London Breed's Chief of Staff Sean Elsbernd attended this meeting and affirmed the Mayor's support for this critical infrastructure project. USACE leadership tasked the PDT with developing a detailed schedule and workplan to reach the Final IFR/EIS.

³ June 11, 2024 Staff Report: <u>https://sfport.com/files/2024-</u>

^{06/061124 12}a u.s. army corps of engineers draft plan public outreach and comments.pdf

City Comment Letter on the USACE Draft Plan: <u>https://sfport.com/files/2024-</u> 06/061124_12a.1_exhibit_f_city_comments_on_draft_sf_waterfront_flood_study_draft_integrated_feasibility report_and_environmental_impact_statement.pdf

Recommended Plan and Final IFR/EIS

Under the current schedule, staff expects to publish a Final IFR/EIS and a Chief of Engineer's report with a recommendation to Congress in 2026 (Chief's Report). On October 18, 2024, Major General Kelly, Deputy Commanding General of USACE Civil Works and Emergency Operations, approved a resource request to the Assistant Secretary of the Army requesting an increase to the Flood Study budget of \$3.2 million to complete the Study⁴.

Under the expected schedule, Port staff will present the Recommended Plan to the Port Commission and the Board of Supervisors in 2026 with a request to consider endorsing the plan before it is submitted to Congress for authorization.

RECOMMENDED NEXT STEPS

With USACE endorsement of the Draft Plan at the Agency Decision Milestone, the Waterfront Resilience Program has reached an inflection point with a clear USACE leadership recommendation for investment in a resilient waterfront through the Flood Study.

Advancing the Draft Plan through additional planning, public engagement, and design will enable the City and USACE to clarify the phasing and timing of investments for the next 5 years and beyond for planning, engineering, and construction of the Draft Plan. An important effort during this work is to identify which Early Projects can advance integral parts of the USACE Draft Plan.

After identifying the Draft Plan, the next step is to advance the project design. This phase in the USACE process is known as the Preconstruction, Engineering, and Design Phase (PED Phase).

Congress has provided local sponsors with the option of advancing the design of coastal flood projects using local funding before Congressional authorization of projects. By entering one or more memoranda of understanding with USACE (USACE Design and Construction MOUs), local sponsors can earn credit towards their future 35% local match requirement to obtain federal funding, subject to USACE determinations that the work is integral to the authorized project and is in line with federal estimates for the cost of the work.

Staff recommends entering USACE Design and Construction MOUs for the following reasons:

⁴ Port staff will seek approval from the Port Commission for this increase at the December 10, 2024 Port Commission meeting.

- Port staff has collaborated with staff from the City Administrator's Office of Resilience and Capital Planning (ORCP), the San Francisco Planning Department (Planning), the San Francisco Municipal Transportation Agency (SFMTA), San Francisco Public Works (Public Works) and the San Francisco Public Utilities Commission (SFPUC)⁵ to develop the USACE Draft Plan. Each agency has communicated its strong support for the City to lead future design efforts for the Draft Plan.
- Staff has consulted with several other non-federal sponsors who have worked with USACE on ecosystem restoration or coastal flood risk reduction studies, including Denver, CO, the California Coastal Conservancy, and Charleston, South Carolina⁶. In each of these instances, local sponsors chose to lead design efforts due to their local knowledge of ecosystems or knowledge of local values and urban systems.
- Given the complexity of infrastructure systems along the waterfront and the critical role that the City's connection to San Francisco Bay plays in San Francisco's identity, staff believes that it is important for the City to lead early conceptual design efforts. This will leave open later decisions for how to advance detailed design and construction, with either the City or USACE in the lead.
- Entering USACE Design and Construction MOUs will enable the City to maintain momentum on the project by advancing design through a public process and to focus Proposition A expenditures towards potential future local match requirements after Congress authorizes the Draft Plan. For every \$1 in local spending that is integral to the project, this will open the door to \$1.89 in federal funding, subject to Congressional authorization of the project.

This scenario would capitalize on public interest and engagement with City departments and resource agencies to advance waterfront planning and design starting in 2025, with a goal of achieving **up to** a 10% level of conceptual design by 2028/29 and an implementation plan to guide design and construction in more targeted areas of the waterfront.

CA Coastal Conservancy (ecosystem restoration): https://www.scc.ca.gov/webmaster/project_sites/belmarin/background.html

⁵ Collectively, these departments collaborate on climate-related projects through Climate SF. ClimateSF is a collection of unified city principles, planning efforts, and capital funding that enhance climate resilience and seeks to maximize the efficacy, efficiency, and community benefits of needed public investments in these areas. For more information, please see: <u>https://onesanfrancisco.org/climateSF</u>

⁶ Charleston, SC (coastal flood protection): <u>https://www.charleston-sc.gov/2426/Peninsula-Perimeter-</u> <u>Protection-Project</u>

Denver, CO (ecosystem restoration and flood risk reduction): <u>https://denvergov.org/Government/Agencies-Departments-Offices-Directory/Department-of-Transportation-and-Infrastructure/Programs-Services/Projects/Urban-Waterways</u>

Developing a clear picture of a future, more resilient San Francisco waterfront will provide San Francisco voters the information they need to support future Program funding, allow the City and public stakeholders to align around a future waterfront that reflects San Francisco's needs and values – including maritime, transportation, stormwater, seismic design, public realm, and ecological elements, and allow time for these elements to be integrated into final construction plans.

This work will also enable the Port to better negotiate scope and sequencing with USACE by generating better information about what the City wants to see.

The alternative to this approach would be to focus on completing the Study and advocating for Congressional authorization of the project and subsequent federal design funding in FY 2026 or later.

PROGRAM ACTIVITIES (2025-2030)

Over the next 5+ years, Port staff recommends developing the following Waterfront Resilience Program major work products:

Early Projects

Port staff plans to advance up to six Early Projects from predesign to conceptual engineering and into construction⁷:

- Wharf J9 Replacement Project
- Pier 15 Seawall Earthquake (EQ) Safety Project
- Pier 9 Seawall EQ Safety Project
- Downtown Coastal Resilience Project
- South Beach Resilience Project (Piers 24.5-28 to Piers 38-40)
- Pier 50 EQ Improvement Project

Final staff recommendations as to whether to advance all of these projects into detailed design and construction will be made at or before achieving 10% conceptual design of each Early Project – <u>this means that one or more of these projects may not advance.</u>

At its December 12, 2023 meeting, staff presented its proposed plan to advertise design contracts for these Early Projects, which were subsequently advertised in November 2024. Staff will return to the Port commission in 2025 with requests to award design contracts for these projects.

⁷ See the following staff reports:

April 11, 2023 Port Commission Staff Report: <u>https://sfport.com/files/2023-04/041123_item_11a_wrp024_p50_staff_report_v2cd.pdf</u>

December 12, 2023 Port Commission Staff Report: <u>https://sfport.com/files/2023-</u> <u>12/121223_12a_rfp_from_prequalified_pool_for_engineering_services_for_wrp_embarcadero_early_project</u> <u>s_informational.pdf</u>

<u>Staff recommends one change to this plan</u>, which is to combine the design of the Downtown Coastal Resilience Project with the USACE Draft Plan Planning and Design Contract for the Northern Waterfront proposed below. The reason for this recommendation is that the Downtown Coastal Resilience Project is an integral part of the Draft Plan.

The Program Advisory Services contract recommended below under Contract Recommendations and in companion Item 12B on this November 25 Port Commission agenda will assist Port staff in providing important oversight and 3rd party technical, design, and cost review for project designs developed under these contracts.

Port leadership also has the option to move other Early Projects identified in 2021 or newly identified projects into predesign, including new earthquake life safety projects or coastal flood projects that are not part of the USACE Draft Plan (such as additional projects in Fisherman's Wharf). These predesign efforts, if requested by Port leadership, would be conducted through the new Program Advisory Contract that staff is recommending, as further described below.

Draft Plan Planning & Design

The Port will continue to work with USACE to finalize the Flood Study in 2026. Port staff is recommending an interagency City-led effort, with Port as the lead agency, to advance planning and design for the USACE Draft Plan in both the Southern Waterfront and Northern Waterfront starting in 2025 under two separate contracts, as follows:

- Planning and Design Services to advance the USACE Draft Plan in the Southern Waterfront (\$50 million, 10 years); and
- Planning and Design Services to advance the USACE Draft Plan in the Northern Waterfront including preliminary and detailed design of the Downtown Coastal Resilience Project (\$65 million, 10 years).

This work will be done in steps. At each step, there will be a decision point or "stage gate" to determine which areas if any to progress through the next stage of design and construction. Not all areas will be carried forward to 10% design and cost estimate. Targeted areas identified for early implementation actions under the USACE Draft Plan will be advanced to preliminary and/or detailed design.

These planning and design contracts would deliver the following products, through stage gates to meter spending:

Stage 1:

- Adaptation design principles that are foundational for advancing Southern Waterfront and Northern Waterfront adaptation work, building on the Waterfront Plan (access to Piers, preservation approaches, maritime/development and leasing, public access and views).
- **Program elements and requirements** for infrastructure systems (coastal flood defenses, utilities, transportation, etc.).

Stage 2:

- **Design Framework**, layering systems, and considering trade-offs with available space. The framework plan would include waterside and landside open spaces and shoreline areas. Other projects outside of the Recommended Plan (for example, future bridge adaptation or other transportation, utility, or open space projects in the area) could use the Design Framework plan as they move ahead with design development.
- **Implementation Plan**, including phasing of the project into sub-areas that can be built as funding becomes available, and construction sequencing, impacts, and mitigation. This deliverable will update the Implementation Strategy in the Final IFR/EIS through additional planning, engineering, and stakeholder engagement.

Stage 3:

- Up to a 10% concept design and cost estimate to inform the Draft Plan detailed design.
- **Preliminary and/or detailed design and cost estimate in targeted areas** to advance early implementation actions to implement the Draft Plan.

The Program Advisory Services contract recommended below under Contract Recommendations and in companion Item 12B on this November 25 Port Commission agenda will assist Port staff in providing important oversight and 3rd party technical, design, and cost review for project plans and designs developed under these contracts. Most of the watershed and combined flooding analysis to support planning and design work under these contracts (other than modeling conducted by City staff) will be conducted under the proposed Program Advisory Services contract.

The Program Advisory Services contract will assist the Port staff in evaluating that the scope of services for work conducted under these contracts is 1) consistent with the USACE Draft Plan, subject to design changes the City develops through the process, and 2) the fee for work product developed is consistent with then-current federal rates for professional services.

Phase	2025	2026	2027	2028
USACE Flood Study				
Step 1: Program Requirements				
Step 2: Framework and Implementation Plan				
Step 3: Concept Design				\checkmark
				\mathbf{A}
		Chief's Report 2026		10% Design

Figure 1: Planning and Design Timeline

BUDGET

Sources to Date

To date, the Waterfront Resilience Program has been funded through the following sources:

- \$425 million 2018 Proposition A Seawall Earthquake Safety Bond (Proposition A)
- \$13.9 million in Port Harbor funds
- \$11.0 million from other City departments (\$9.0 million Capital Planning Revolving Fund, \$1.0 million SF Planning, \$1.0M SFMTA), \$9.0 million of which was repaid by Proposition A
- \$5.0 million grant from the California Natural Resources Agency
- \$1.9 million in American Recovery Plan Act funds

Grants – Awarded and Pending

Port staff has aggressively sought other grant funding to complement existing Waterfront Resilience Program funding sources. Table 1 below describes the awarded and tentatively awarded grants to the Waterfront Resilience Program.

Table 1:	Table 1: Waterfront Resilience Program Awarded and Tentatively Awarded Grants								
Source	Project Name	Award Status	Amount	Description					
California Coastal Conservancy 2023	Southern Embarcadero Resilience & Enhancement Project	Awarded (1)	\$7.8 M	Develop schematic planning for sea level rise defenses for a 0.6-mi section of the Embarcadero and detailed plans for 600 linear feet, including plans to demolish Piers 30/32					
FEMA BRIC 2021 (2)	Engineering with Nature Working Group	Awarded (3)	\$160,000	Assemble an Engineering with Nature Working Group to guide the design of nature-based adaptation features					
FEMA BRIC 2021 (2)	Downtown Coastal Resilience Project	Tentative Award (4)	\$50.0 M	Phased design and construction of the project to reduce sea level rise and storm-related coastal flood risk to lifeline infrastructure, buildings, and residences along a 0.8-mile stretch of the Embarcadero between Pier 9 & 22.5					
Total			\$58 M						

(1) On January 23, 2024, the Port Commission approved Resolution 24-02 authorizing Port staff to accept and expend this grant. Approval from the Controller and the Board of Supervisors is pending.

(2) Federal Emergency Management Agency Building Resilient Infrastructure and Communities.

(3) Staff is seeking approval from the Port Commission, Controller, and Board of Supervisors to accept and expend this grant.

(4) Waiting for FEMA to announce the formal grant award, expected this winter, to seek approval from the Port Commission, Controller, and Board of Supervisors to accept and expend this grant.

Expenditures to Date

There have been two Proposition A bond sales, both approved by the Port Commission and the Board of Supervisors: a \$49.7 million sale on June 2, 2020, and a \$39.0 million sale on April 11, 2023. Of this \$88.7 million, \$63.8 million has been expended as of September 30, 2024. Total Program spending from FY 2016-17 to FY 2023-24 from all sources is \$77.4 million.

\$363.9 million in Proposition A funding (including bonds not yet sold) remains to fund Program activities.

Projected Spending

The most recent Program spending plan presented to the Port Commission was submitted as part of the Port's Capital Budget at the February 27, 2024 Port Commission meeting⁸. That budget did not consider advancing the design of the Draft Plan, because staff had not yet conducted public outreach on the Draft Plan and did not know at the time whether USACE leadership would endorse the Draft Plan.

Exhibit A includes the proposed Waterfront Resilience Program Spending Plan through 2029/2030. Staff will seek Port Commission approval of the Waterfront Resilience Program's next two-year budget during a future bond sale request, consistent with this 5-year budget projection.

With remaining Proposition A bond funds, anticipated grant awards, and annual Port contributions over the next five years, staff anticipates \$434.2 million in Program funding sources.

Anticipated Funding Need – 2025-2030

The anticipated funding need presented in this section is an update to the FY 2024-25 and 2025-26 Waterfront Resilience Program Spending Plan and is subject to approval by the Port Commission.

Table 2: Cumulative Program Expenditures fr Expended and Proposed (\$		-FY2029/30	
Expenditure Category	Bond	Other Source	Total
Amounts Expended to Date (since FY2016/17)	\$63.8	\$13.6	\$77.4
Proposed Expenditures FY2024/25-FY2029/30			
Port Program Management	\$11.2	\$2.8	\$14.0
Program Advisory Services	\$43.7	\$2.8	\$46.5

⁸ FY 2024-25 and 2025-26 Waterfront Resilience Program Spending Plan: https://sfport.com/files/2024-02/022724 11a.6 wrp spending plan.pdf

Table 2: Cumulative Program Expenditures from FY2016/17-FY2029/30 Expended and Proposed (\$ millions)							
Expenditure Category	Bond	Other Source	Total				
Northern Waterfront Planning & Design (USACE Draft Plan) (1)	\$30.0	\$35.0	\$65.0				
Southern Waterfront Planning & Design (USACE Draft Plan)	\$15.0	\$35.0	\$50.0				
Embarcadero Early Projects (Design & Construction)	\$363.3	\$125.9	\$489.2				
Subtotal	\$463.2	\$201.5	\$664.7				
Cumulative Proposed Expenditures through FY2029/30 (since FY 2016/17)	\$527.0	\$215.1	\$742.1				

(1) The cost of the design of the Downtown Coastal Resilience Project, projected to be \$15 million, is proposed to be included in the Northern Waterfront Planning & Design proposed contract because this project is part of the USACE Draft Plan.

Table 3 shows the cumulative proposed expenditures through 2029/30, amounts expended to date, anticipated funding, and anticipated funding gap.

Table 3: Proposed Program Expenditures through FY2029/30 Anticipated Sources and Projected Funding Gap (\$ millions)							
Expenditure Category	Bond	Other Source	Total				
Proposed Program Expenditures through FY2029/30	\$463.2	\$201.5	\$664.7				
Anticipated Sources (1)	\$363.9	\$25.7	\$389.6				
Anticipated Five-Year Funding Gap	\$99.3	\$175.8	\$275.1				

(1) Anticipated Sources under Other Source include: a \$7.8 million CA Coastal Conservancy grant for the South Beach Resilience Project and \$17.9 million in Harbor Funds. Anticipated Sources exclude the \$50 million FEMA grant for the Downtown Coastal Resilience Project because this award is not yet secured.

See **Future Funding Sources** below for a discussion regarding the most likely sources of additional Program funding that is not yet secured.

The majority of the Program spending proposed over this period will be focused on Early Projects, totaling approximately \$500 million, as detailed more in Exhibit B.

If Port leadership and the Port Commission approve advancing all of these projects to final design and construction, staff estimates overall Program expenditures of \$600-700 million over the next 5+ years. <u>Stage gates for the design of Early Projects and further planning and design of the USACE Draft Plan (Southern Waterfront and Northern Waterfront) will enable Port leadership to manage spending to match secured sources of funding.</u>

Future Funding Sources

In consultation with the Office of Resilience and Capital Planning, Port staff is developing a long-range funding strategy identifying options for developing the local matching sources needed over the next several decades, currently projected at \$4.7 billion (35% of \$13.5 billion).

Overall need for local, regional, and state funding is projected to exceed this amount, because a number of anticipated expenditures will not count as local match for USACE expenditures because they are not a part of the USACE Draft Plan, including the Wharf J9 Replacement Project, the Pier 15 Seawall EQ Safety Project, the Pier 9 Seawall EQ Safety Project, and the Pier 50 EQ Safety Project.

Staff is aiming to present this long-range funding plan to the Port Commission at a later date. Table 4 below represents the staff's current recommendations for the most likely sources of near-term funding to support Program growth over the next five years.

Table 4: Waterfront Resilience Program Potential Additional Funding Sources 2025-2030									
Estimated Sources Range Recommended Next Steps									
Capital Departments and City Capital Plan	\$10-50 M	Seek funding in the City's 10-Year Capital Plan.							
Transportation funding sources ⁹	\$10-30 M	Seek City USDOT PROTECT funding and other local and state sources.							
2028 Resilience General Obligation Bond ¹⁰	\$250 M	Support planning for a \$250 million resilience general obligation bond scheduled for November 2028.							
California Climate Bond – Proposition 4 ¹¹	\$25-100 M	Seek adaptation funding for urban waterfronts from the Coastal Conservancy from Proposition 4.							
Congress – Energy & Water Appropriations	Unknown	Consult with USACE and Congressional delegation regarding planned USACE funding requests.							

Local Match Strategy

If approved by Congress, the City will need to provide funding equivalent to 35% of project costs to design and construct the Draft Plan (USACE Local Match). The PDT is advancing an implementation plan that will allow for phased design and implementation of the Draft Plan over several decades.

⁹ For more information on USDOT PROTECT, please see: <u>https://www.transportation.gov/rural/grant-toolkit/promoting-resilient-operations-transformative-efficient-and-cost-saving</u>

¹⁰ Proposition 5 on the California November 2024 ballot would lower the approval threshold for local general obligation bonds for affordable housing and infrastructure (including port infrastructure) from 2/3 to 55%. Please see: <u>https://legiscan.com/CA/text/ACA10/id/3012732</u>

¹¹ Please see Section 92015 of Proposition 4 regarding funding for urban waterfront adaptation: <u>https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=202320240SB867#93CHP</u>

Port staff recommends a strategy that emphasizes the use of the remaining Proposition A bond and other available local funding sources to earn credit toward this USACE Local Match.

To earn this credit, staff would present the Port Commission with a proposal to enter USACE Design and Construction MOUs to advance the following efforts:

- Design and entitlement of the Downtown Coastal Resilience Project the first recommended action along the Embarcadero with the Port as delivery lead;
- Design and entitlement of the South Beach Coastal Resilience Project;
- Future construction of the Downtown Coastal Resilience Project potentially with the Port as delivery lead with a current cost range of \$250 million or more (the scope and cost estimate will be determined at 10% conceptual design);
- Future construction of the South Beach Resilience Project potentially with the Port as delivery lead with a current cost estimate of \$80 million; and
- Conceptual design of the Southern and Northern Waterfront areas of the Draft Plan, currently estimated at \$100 million. <u>Staff does not expect that all planned</u> <u>expenditures for these activities will qualify for matching credit, because some of</u> <u>this planning work is anticipated to include property outside the footprint of the Draft</u> <u>Plan.</u>

Further discussion with USACE staff is required to confirm this strategy. USACE must determine that the scope of work for the conceptual design of the Draft Plan and the Downtown Coastal Resilience Project are integral parts of the plan to earn credit.

The strategy has the potential to earn up to ~\$300 million or more in USACE Local Match credit, which would open the door to up to ~\$550 million or more in federal funding, subject to the Congressional authorization and appropriation process.

CONTRACT RECOMMENDATIONS

From 2017 to the present, the primary contracting vehicle for the Waterfront Resilience Program has been the program management, planning, engineering, environmental services, and communications contract with CH2M HILL Engineers, Inc.

The Port Commission has directed staff to expand and diversify its contracting opportunities to give multiple firms and a variety of minority, women, and locally owned businesses the opportunity to compete to provide services to the City.

As part of this diversified contracting strategy, staff is proposing three large contracts totaling \$155 million, including:

- A \$40 million, 5-year Program Advisory Services contract, with an option to extend for up to 5 years and up to \$40 million subject to Port Commission approval;
- A \$50 million, 10-year Planning and Design Services to advance the USACE Draft Plan in the Southern Waterfront; and
- A \$65 million, 10-year Planning and Design Services to advance the USACE Draft Plan in the Northern Waterfront including preliminary and detailed design of the Downtown Coastal Resilience Project

Item 12B on this November 25, 2024 Port Commission meeting agenda (Item 12B) includes a staff request to the Port Commission to authorize the advertisement of the proposed Program Advisory Services contract including the proposed scope of services. Exhibit C includes more detail regarding the remaining proposed contracts including high-level scope descriptions.

Port staff is continuing to consult with federal funding agencies, the City Attorney, the Contract Monitoring Division, and other City department staff on how best to navigate federal contracting requirements and to support the use of minority businesses and women's business enterprises in compliance with federal regulations.

RECOMMENDATION AND NEXT STEPS

Staff seeks Port Commission feedback and direction regarding the recommended contracting strategy for advancing the Waterfront Resilience Program, including scope, budget, and term.

Item 12B includes a staff request to the Port Commission authorizing staff to advertise an RFP for Program Advisory Services for a 5-year, \$40 million contract, with an option to extend for up to 5 years and \$40 million subject to Port Commission approval, to support the Waterfront Resilience Program, including program management and technical advisory/coordination for Early Projects and design of the USACE Draft Plan.

Staff seeks Port Commission feedback and direction regarding other proposed contracts, including:

- 1. a Planning and Design Services contract to advance the USACE Draft Plan in the Southern Waterfront for up to a \$50 million, 10-year contract; and
- 2. a Planning and Design Services contract to advance the USACE Draft Plan in the Northern Waterfront including conceptual, preliminary, and detailed design for the Downtown Coastal Resilience Project for up to a \$65 million, 10-year contract; and

Staff will continue collaborating with City department colleagues on the proposed scope of services for these contracts. Staff will also continue collaborating with USACE on the contracts the City through the Port will need to enter to support this work and earn credit for qualified local expenditures.

	Prepared by	/:	Brad Benson, Director Waterfront Resilience Program
			Carlos Colón, Administrator Waterfront Resilience Program
Attachments:	Exhibit A: Exhibit B: Exhibit C:	Early Desc	rfront Budget through FY 2029/30 Projects Budget ription of Proposed Contracts to Support the rfront Resilience Program

EXHIBIT A Proposed Waterfront Budget through FY 2029/30 (\$ millions)

	l	FY24/25			FY 25/26			FY 26/27	,		FY 27/28			FY 28/29			FY 29/30)		Total	
SCOPES	Total	Bond	Other	Total	Bond	Other	Total	Bond	Other	Total	Bond	Other	Total	Bond	Other	Total	Bond	Other	Total	Bond	Other
PORT WRP MANAGEMENT	\$ 2.2	\$ 1.8	\$0.4	\$ 2.2	\$ 1.8	\$ 0.4	\$ 2.2	\$ 1.8	\$ 0.4	\$ 2.4	\$ 1.9	\$ 0.5	\$ 2.4	\$ 1.9	\$ 0.5	\$ 2.6	\$ 2.0	\$ 0.5	\$ 13.9	\$ 11.2	\$ 2.7
PROGRAM ADVISORY SERVICES	\$ 2.5	\$ 2.5	\$-	\$ 6.3	\$ 5.9	\$ 0.4	\$ 7.4	\$ 6.9	\$ 0.5	\$ 9.0	\$ 8.4	\$ 0.6	\$ 9.6	\$ 9.0	\$ 0.6	\$11.7	\$11.0	\$ 0.7	\$ 46.5	\$ 43.7	\$ 2.8
DRAFT PLAN PLANNING & PREDESIGN - NORTHERN WATERFRONT	\$-	\$-	\$-	\$12.5	\$ 7.5	\$ 5.0	\$12.5	\$ 7.5	\$ 5.0	\$ 10.0	\$ 5.0	\$ 5.0	\$ 15.0	\$ 5.0	\$10.0	\$15.0	\$ 5.0	\$10.0	\$ 65.0	\$ 30.0	\$ 35.0
DRAFT PLAN PLANNING & PREDESIGN - SOUTHERN WATERFRONT	\$ -	\$-	\$-	\$ 5.0	\$ 5.0	\$-	\$ 5.0	\$ 5.0	\$ -	\$ 10.0	\$ 5.0	\$ 5.0	\$ 15.0	\$-	\$15.0	\$15.0	\$ -	\$15.0	\$ 50.0	\$ 15.0	\$ 35.0
EMBARCADERO EARLY PROJECTS (Design & Construction)	\$17.3	\$10.2	\$7.1	\$23.3	\$15.5	\$ 7.8	\$54.8	\$43.4	\$11.4	\$179.8	\$146.9	\$32.9	\$178.9	\$127.1	\$51.8	\$35.1	\$20.2	\$14.9	\$489.2	\$363.3	\$125.9
TOTAL	\$22.0	\$14.5	\$7.5	\$49.3	\$35.7	\$13.6	\$81.9	\$64.6	\$17.3	\$211.2	\$167.2	\$44.0	\$220.9	\$143.0	\$77.9	\$79.4	\$38.2	\$41.1	\$664.6	\$463.2	\$201.4

EXHIBIT B Proposed Early Projects Budget

Scope, schedule, and budget for capital projects are typically set at the 10% Conceptual Design stage gate, which is also when Port staff will seek Port leadership approval to advance Early Projects to final design and construction. Except for Wharf J9 Phase 1, none of the Early Projects have achieved this Conceptual Design stage gate.

Table 5: Projected Waterfront Resilience Program Early Project Expenditures 2025-2030							
Project Name	Estimated Cost Range	Current Cost Estimate (1)	Current Status				
Wharf J9 Phase 1	\$5.8 M	\$5.8 M	Construction contract awarded; dredging underway.				
Wharf J9 Phase 2	\$50 - 80 M	\$80 M	Alternatives analysis completed, pending leadership consideration/approval of preferred concept. Preparing to issue contract for detailed design.				
Pier 15 Seawall Earthquake Safety	\$7 - \$10 M	\$7 M	Alternatives analysis completed, pending leadership consideration/approval of preferred concept. Preparing to issue contract for detailed design.				
Pier 9 Seawall Earthquake Safety	\$20 - \$30 M	\$28 M	Alternatives analysis completed, pending leadership consideration/approval of preferred concept. Preparing to issue contract for detailed design.				
Downtown Coastal Resilience Project	\$250 M - \$1 B	\$250 M	Alternatives analysis completed, pending leadership consideration/approval of preferred concept. Contract for detailed design proposed to be included in Northern Waterfront Planning & Predesign Contract. Note: Subject to further consultation with USACE, staff see this project as an early implementation of a part of the Draft Plan, which may be eligible for credit towards the City's 35% local match. See Local Match Strategy in the body of this staff report.				

Table 5: Projec	Table 5: Projected Waterfront Resilience Program Early Project Expenditures 2025-2030							
Project Name	Estimated Cost Range	Current Cost Estimate (1)	Current Status					
South Beach Resilience Project (Piers 24-40)	\$100 - \$300 M	\$120 M	Alternatives analysis completed, pending leadership consideration/approval of preferred concept. Preparing to issue contract for detailed design.					
Pier 50 Earthquake Safety	TBD	TBD	Commencing predesign; no construction cost estimate.					
Total	\$433 M - \$1.43 B	\$491 M	Note: This total does not include Pier 50 because this project is so early in the predesign phase, there is not sufficient project definition to support a preliminary cost estimate.					

(1) This cost estimate assumes a constrained funding scenario under which projects including the Downtown Coastal Resilience Project and the South Beach Resilience Project are scoped to address smaller segments of the shoreline.

EXHIBIT C Overview of Proposed Waterfront Resilience Program Contracting

Port staff recommends pursuing multiple contracts to create opportunities for multiple firms to hold prime consultant positions and diversify the contract opportunities for LBE and DBE companies.

Staff requests feedback and direction from the Commission regarding the proposed contracts described in this Exhibit C.

Program Advisory Services

Under Item 12B, staff intends to advertise a Request for Proposals for a 5-year, \$40 million Program Advisory Services Contract with an option to extend for up to 5 years and an additional \$40 million, subject to Port Commission approval.

The proposed term of the Program Advisory Services Contract would be five years with an option to renew for up to an additional 5 years and an additional \$40 million subject to Port Commission approval. \$40 million represents 20% of the more than \$200 million in anticipated planning, engineering, environmental, and related work the Program team expects over the next 5 years.

The choice of an initial 5-year term (rather than the initial 10-year term for the PMPEC Contract) is intentional: this contract will support the Program through 2030, including conceptual design of the Draft Plan and for predesign and detailed design of Early Projects undertaken during this period. As described above, there are a number of paths the City could select for advancing work with USACE (including USACE delivery of detailed design and construction). This approach leaves flexibility for future decisions by City policymakers. The contract will also include an option to extend beyond 2030 subject to Port Commission approval if required.

It is anticipated that the consultant team members will work closely with City staff and staff from the USACE to create a blended/matrixed team with diverse expertise.

The selected firm will report to the Program Director and work closely with other team members by providing expertise, standards, processes, comparative data, and systems that facilitate effective deliverables as assigned by Task Order. See Item 12B on the November 25, 2024 Port Commission meeting agenda, for a more complete description of the proposed scope of services for this contract.

<u>For the following proposed contracts,</u> staff anticipates returning to the Port Commission later this winter with a request for authorization to advertise or a request to award after staff has conducted further scoping with Port staff and other City departments.

1. USACE Draft Plan Planning and Design - Southern Waterfront

The Southern Waterfront planning and design scope will develop shoreline adaptation and resilience improvements for the Mission Creek/Mission Bay and Islais Creek/Bayview areas (Reaches 3 and 4 of the Flood Study). This effort will build on the Recommended Plan and previous work such as the Islais Creek Southeast Mobility Adaptation Strategy to answer key planning questions to bridge the gap between the Flood Study and information needed for design and construction of the Recommended Plan.

This work will develop and align on adaptation design principles, a design framework, program requirements for infrastructure systems, design of surface features (transportation, public realm, parks and open spaces, and other facilities), basis of design, and up to 10% concept design and cost estimate for the Recommended Plan to inform detailed design and construction of shoreline resilience improvements. It will also create space for cross-coordination and implementation of interagency projects and community benefits, responding to key community concerns about construction impacting neighborhood mobility and quality of life.

Key planning and design questions to be addressed through this work include:

- What are program requirements for major City infrastructure systems in the Southern Waterfront (e.g. combined sewer system, separate sewer systems, other utilities, transportation)?
- What is the future of the transportation network and facilities for the southern waterfront (multi-modal corridors, bridge adaptation, surface street connections, long-term planning approach to SFMTA bus and rail facilities, role of freight including freight rail to Port cargo facilities)?
- What is the future utility network and how does it connect to watershed planning (modifications to the stormwater system to address inland drainage impacts from the USACE Recommended Plan, green infrastructure, and watershed solutions)?
- What are the gaps in understanding about contaminated sites and what are the next steps to gather that information?
- What data gaps need to be filled to advance engineering? Can this information be collected through the scope of this work?
- What are future leasing, development, and maritime opportunities that help drive decisions about the program for the Southern Waterfront? What waterfront resilience improvements can be provided to protect/ enhance maritime uses in this area? What are the operational and investment requirements for these uses? What are the implications for Port infrastructure and operations?
- How do we address equity issues with the coastal resilience project (antidisplacement strategies, jobs/contracting, phasing and sequencing of construction work)?
- What is the City's preferred design for the Southern Waterfront post-construction of the Recommended Plan, including the design of transportation facilities, public realm, parks and open space, and connections to adjacent development and Port facilities (specific to Design Area)?

- How would the project be phased and implemented over time? What area would we start construction in first?
- How can the project partners sequence construction activities to minimize impacts on waterfront users and tenants? How can underground work best be coordinated with surface-level improvements and phasing of WRP implementation? What are potential construction mitigation strategies?

This work is essential to developing detailed designs for the construction of the Draft Plan. All work would be done through an inclusive public participation process with an emphasis on racial and social equity considerations, including a racial equity assessment.

This work will be done in steps. At each step, there will be a decision point or "stage gate" to determine which areas if any to progress through the next stage of design and construction. Not all areas will be carried forward to concept design and cost estimate. Targeted areas identified for early implementation actions under the USACE Draft Plan will be advanced to preliminary and/or detailed design.

The project would deliver the following products, through stage gates to meter spending:

Stage 1:

- Adaptation design principles that are foundational for advancing Southern Waterfront adaptation work, building on the Waterfront Plan (access to Piers, preservation approaches, maritime/development and leasing, public access and views), and design for development documents that guide Mission Bay, Pier 70, and the Potrero Power Station.
- **Program elements and requirements** for infrastructure systems (utilities, transportation, etc.).

Stage 2:

- **Design Framework**, layering systems, and considering trade-offs with available space. The framework plan would include the Mission Bay and Southern waterfront, including waterside and landside open spaces and shoreline areas. Other projects outside of the Recommended Plan (for example, future bridge adaptation or other transportation, utility, or open space projects in the area) could use the Design Framework plan as they move ahead with design development.
- **Implementation Plan**, including phasing of the project into sub-areas that can be built as funding becomes available, and construction sequencing, impacts, and mitigation. This deliverable will update the Implementation Strategy in the Final IFR/EIS through additional planning, engineering, and stakeholder engagement.

Stage 3:

- Up to a 10% concept design and cost estimate to inform the Draft Plan detailed design.
- **Preliminary and/or detailed design and cost estimate in targeted areas** to advance early implementation actions to implement the Draft Plan.

Table 6:	Table 6: USACE Draft Plan Planning & Design – Southern Waterfront						
Contract Name	USACE Draft Plan Planning & Design – Southern Waterfront						
Amount	\$50 million						
Duration	10 years						
Funding Sources	\$15 million in Proposition A funding with additional sources including future general obligation bonds, funding from the Port, other departments, and the City's Capital Plan, funding from State and Federal agencies such as the California Coastal Conservancy, U.S. DOT and USACE						
LBE/DBE Considerations	Staff expects that this contract will be supported by Federal grants and expects to comply with Chapter 14B and to encourage primes to perform outreach to DBE minority businesses and women's business enterprises						
Contract Type	Task order based, lump sum or time and materials with a specified ceiling, depending on the work proposed under each task						
Scope of Work	Scope will be developed in consultation with Port Divisions, City agencies, and USACE. Staff will return to the Port Commission in winter 2024 to describe a proposed scope of work for this effort						

Staff expect to return to the Port Commission for further input and direction this fall with a more detailed description of the proposed scope of work for this contract after conducting the following due diligence:

- 1. **Consultation with Other City Departments.** Port staff will review the proposed scope of services for this contract with other City department staff and leadership to ensure that there is agreement regarding the proposed scope and to solicit funding from select departments in their budgets as part of FY 2025-2026 and subsequent fiscal years. Staff will also explore recommended state and federal funding opportunities.
- 2. **DBE Compliance.** Port staff will collaborate with the Finance and Administration staff, the City Attorney, and other agencies with experience in federal DBE programs and contracting rules to develop recommendations for DBE outreach and compliance.
- 3. **Consultation with USACE.** To obtain work-in-kind credit for City work conducted under this contract, the City will need to enter a Section 221 Project Partnership Agreement with USACE. Port staff need to confirm that USACE will consider the proposed work "integral" to the Draft Plan and that USACE is comfortable with the proposed approach.

2. USACE Draft Plan Planning and Design – Northern Waterfront:

Similar to the southern waterfront, Port staff recommends pursuing the next steps for planning and design for the Embarcadero through a Section 221 agreement with USACE.

This work will build on previous work done through the Waterfront Plan and the Waterfront Resilience Program to develop adaptation design principles, a design framework, program requirements for infrastructure systems, design of surface features (transportation, public realm, parks and open spaces, and other facilities), basis of design, and up to 10% design and cost estimate for the Recommended Plan.

This work will be done in steps. At each step, there will be a decision point or "stage gate" to determine which areas if any to progress through the next stage of design and construction. Not all areas will be carried forward to 10% design and cost estimate and some areas may be accelerated for more detailed design.

Key planning and design questions to be addressed through this work include:

- What are the program requirements for major City infrastructure systems in the Embarcadero (e.g. utilities, stormwater, transportation)?
- What is the City's preferred future condition for the Embarcadero waterfront postconstruction of the Recommended Plan, including the design of transportation facilities public realm, parks and open space, and connections to adjacent development and Port facilities?
- What are future leasing, development, and maritime opportunities that help drive decisions about the program for the Embarcadero? What are the implications for Port infrastructure and the historic district?
- How would the project be phased and implemented over time?
- How can the project partners sequence construction activities to minimize impacts on waterfront users and tenants? What are potential construction mitigation strategies?

The project would deliver products similar to those described for the Southern Waterfront above, through stage gates to meter spending.

In addition, the project would deliver a conceptual and detailed design for the Downtown Coastal Resilience Project, a project to provide flood defenses in the Ferry Building area and for BART and the Municipal Railway – the first anticipated USACE action in this area of the waterfront.

This work is essential to developing detailed designs for the construction of the Draft Plan. All work would be done through an inclusive public participation process with an emphasis on racial and social equity considerations.

Table	Table 7: USACE Draft Plan Planning & Design – Northern Waterfront							
Contract Name	USACE Draft Plan Planning & Design – Northern Waterfront, including conceptual design of the Downtown Coastal Resilience Project							
Amount	\$65 million							
Duration	10 years							
Funding Sources	\$30 million in Proposition A funding with additional sources including future general obligation bonds, funding from the Port, other departments, and the City's Capital Plan, funding from State and Federal agencies such as the California Coastal Conservancy, FEMA, U.S. DOT, and USACE							
LBE/DBE Considerations	Staff expects that this contract will be supported by Federal grants and expects to comply with Chapter 14B and to encourage primes to perform outreach to DBE minority businesses and women's business enterprises							
Contract Type	Task order based, lump sum or time and materials with a specified ceiling, depending on the work proposed under each task							
Scope of Work	Scope will be developed in consultation with Port Divisions, City agencies, and USACE. Staff will return to the Port Commission in Fall 2024 to describe a proposed scope of work for this effort							

Staff expects to return to the Port Commission this fall with a more detailed description of the proposed approach and scope of work for this contract after conducting the same due diligence described above for the Draft Plan Planning & Design – Northern Waterfront Contract.

Other Contract Support

Staff anticipates other contract needs not covered by the other major contracts described in this report. As an example, staff has received notice of a final award and release of budget hold for the FEMA BRIC 2021 Engineering with Nature grant described in Table 2 above, which will require separate contracting compliant with federal rules.

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