

CITY AND COUNTY OF SAN FRANCISCO

BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102 (415) 552-9292
FAX (415) 252-0461

July 17, 2020

TO: Budget and Finance Committee

FROM: Budget and Legislative Analyst



SUBJECT: July 22, 2020 Budget and Finance Committee Meeting

TABLE OF CONTENTS

Item	File	Page
2	20-0564 Agreement Amendment - Carollo Engineers, Inc. - Planning and Engineering Services - Southeast Water Pollution Control Plant - Not to Exceed \$54,500,000	1
3	20-0725 Hearing - Release of Reserved Funds - Public Utilities Commission - \$3,000,000	6
6	20-0698 Airport Professional Services Agreement - BEUMER Lifecycle Management, LLC - Operations and Maintenance of the Baggage Handling System in the Harvey Milk Terminal - Not to Exceed \$21,000,000..	9
9	20-0732 Emergency Ordinance - Restroom and Hand Washing Facilities for Unsheltered People	13

<p>Item 2 Files 20-0564</p>	<p>Department: San Francisco Public Utilities Commission</p>
<p>EXECUTIVE SUMMARY</p>	
<p style="text-align: center;">Legislative Objectives</p> <ul style="list-style-type: none"> • The proposed resolution approves the second amendment to the existing agreement between the San Francisco Public Utilities Commission (SFPUC) and Carollo Engineers, Inc. to i) increase the agreement by \$21,000,000, from \$33,500,000 to \$54,500,000, and ii) extend the agreement term by two years, for a total agreement term of eleven years, from December 1, 2014, through November 30, 2025. <p style="text-align: center;">Key Points</p> <ul style="list-style-type: none"> • The Southeast Treatment Plant (SEP) headworks facility is the first treatment process in the liquid wastewater stream. In 2012, the SFPUC included the SEP Headworks Replacement Project as part of its Sewer System Improvement Program (SSIP), a 20-year citywide program to upgrade aging sewer infrastructure projects so as to ensure a reliable and seismically safe system. The original Headworks Facility Project budget was \$184.9 million, increasing to \$418.8 million in 2018 due to changes to the screens, grit removal, and odor control systems, based on engineering analysis by Carollo, and additional work at the adjacent Bruce Flynn Pump Station. According to the SSIP Quarterly Report, as of March 2020, the forecasted Headworks Facility Project budget is \$618.8 million, an increase of \$200 million from the approved budget of \$418.8 million, due in part to increased costs for the Bruce Flynn Pump Station • The Board of Supervisors approved the original agreement between the SFPUC and Carollo Engineers, Inc. in November 2014 following a competitive Request for Proposal (RFP) process to provide engineering services to the Headworks Facility Project. The Board approved the first amendment to this agreement in December 2016, extending the agreement by approximately three years to December 2023, and increasing the amount by \$19.5 million, from \$14.0 million to \$33.5 million to provide additional planning and engineering services identified for the expanded Headworks Facility Project scope. <p style="text-align: center;">Fiscal Impact</p> <ul style="list-style-type: none"> • The \$21 million increase in the agreement budget includes engineering support for (1) reviewing bid submittals for construction work, responding to requests for information by the construction contractor, and providing support for successful start-up of the new Headworks Facility, and (2) producing design drawings and specifications for the re-design of the odor control/gate actuators and the local gravity flow lift station, which will be used by the subsequently the general contractor to bid out as trade packages. The increase in the Carollo Engineers agreement is funded in the Headworks Facility Project budget. <p style="text-align: center;">Recommendation</p> <ul style="list-style-type: none"> • Approve the proposed resolution. 	

MANDATE STATEMENT

City Charter Section 9.118(b) states that any contract entered into by a department, board or commission that (1) has a term of more than ten years, (2) requires expenditures of \$10 million or more, or (3) requires a modification of more than \$500,000 is subject to Board of Supervisors approval.

BACKGROUND

The Southeast Treatment Plant (SEP), located in Bayview Hunters Point, is the largest of three local treatment plants owned and operated by the San Francisco Public Utilities Commission (SFPUC). The other two treatment plants are the Oceanside Treatment Plant and the North Point Wet-Weather Facility, which is activated only during storms to treat additional flow.

The SEP is San Francisco's largest and oldest wastewater facility, built in 1952 and treating 80 percent of the City's sewage and storm runoff, and is outdated. The Sewer System Improvement Program (SSIP) is a 20-year, citywide investment to upgrade the sewer and wastewater treatment aging infrastructure to "ensure a reliable, sustainable, and seismically safe sewer system".¹ Replacement of the headworks, where the flow enters the plant, is a component of the Phase 1 upgrades included in the SSIP. Improving the fine screens, grit removal, and odor control systems at the headworks facility will minimize the impact to downstream processes.

The original budget in 2014 for replacement of the headworks facility at the Southeast Treatment Plant, included in SFPUC's 10-Year Capital Plan, was \$184.9 million. On November 25, 2014, the Board of Supervisors adopted a resolution authorizing the SFPUC's agreement with Carollo Engineers, Inc. following a competitive procurement process for specialized planning and engineering services for the proposed new headworks facility at the SEP for an amount not to exceed \$14.0 million, and with a duration of six years, concluding on November 30, 2020.²

The budget for the replacement of the headworks facility at the Southeast Treatment Plant increased from \$184.9 million to \$358.6 million in 2016 due to significant changes to the screens, grit removal, and odor control systems, based on engineering analysis by Carollo. The project completion date was extended by more than three years from November 2020 to December 2023. On December 6, 2016, the Board approved the first amendment to the agreement, increasing the funding by \$19.5 million, from \$14.0 million to \$33.5 million, and extending the agreement term by three years to December 19, 2023.

¹The SFPUC Commission validated the SSIP on August 28, 2012, authorizing staff to process with planning and development of Phase 1 projects estimated at \$2.7 billion of proposed sewer system capital improvement projects. <https://sfwater.org/index.aspx?page=1097>

² Resolution No. 443-14

DETAILS OF PROPOSED LEGISLATION

The proposed resolution approves the second amendment to Planning and Engineering Project Design Services Agreement No. CS-389 for specialized planning and engineering services for the proposed new headworks facility at the Southeast Water Pollution Control Plant between the City and County of San Francisco and Carollo Engineers, Inc., a) increasing the agreement by \$21,000,000 for a total not to exceed amount of \$54,500,000 and b) extending the agreement term by two years, for a total agreement term of eleven years, from December 1, 2014, through November 30, 2025.

Services Provided

The planning and engineering services for the new Headworks Facility Project began in January 2015 and has proceeded in two phases: Phase 1 consisted of Planning and Preliminary Design, and Phase 2 consists of Detailed Design, procurement, engineering construction and start-up support.³ As noted above, Carollo Engineers identified significant changes to the screening, grit, seismic retrofitting and odor control systems necessitating an increase in the project budget. On May 8, 2018 the SFPUC approved an increase in the budget for the Headworks Facility Project from \$358.6 million to \$418.8 million, and extended the project completion date from December 2023 to September 2024.⁴ The proposed contract extension with Carollo Engineers ends in November 2025 beyond the project completion date in 2024 to provide for project close-out.

According to the staff report to the Commission in April 2018, the increase in the Headworks Facility Project budget from the approved budget of \$358.6 million in 2016 to the revised budget of \$418.8 million in 2018 was necessary to construct a new dry weather lift station⁵ on the north side of the Southeast Treatment Plant and to make upgrades to the existing Bruce Flynn Pump Station adjacent to the Southeast Treatment Plant. According to the report, the baseline budget assumed that modifications to the Bruce Flynn Pump Station would be sufficient, but further engineering analysis determined that more extensive work was needed.

Performance Monitoring

Tasks and key deliverables are detailed in the agreement. Carollo Engineers maintains a shared platform for file management across agencies and attends technical coordination progress meetings every two weeks with City staff. Monthly and quarterly progress reports are submitted to SFPUC and SSIP management team. According to the Project Manager, Carollo Engineers has delivered on required tasks on time and on budget and to the satisfaction of the SFPUC.

³ Appendix 1 to the November 3, 2014 Carollo Agreement

⁴ Resolution 18-0071 Approve 2018 Revised Baseline Scope, Schedule & Budget Phase I SSIP, <https://sfpuc.sharefile.com/share/view/s96f78337a0645caa>.

⁵ Wastewater lift stations are facilities designed to move wastewater from lower elevations to higher elevations through pipes.

Community Benefits Commitments

The original agreement required Carollo Engineers to work with the SFPUC External Affairs' Social Impact Partnership program to develop a community benefits plan and timeline, which included direct financial contribution of \$98,200 and volunteer contribution of \$133,000, totaling \$231,200. Following the first Amendment to CS-389, Carollo Engineers increased their direct financial contributions by \$141,000 and volunteer contribution by \$171,000 for an additional \$312,000, for total community benefits with estimated value of at least \$543,200. According to the Capital Program Director, Carollo Engineers has provided benefits with estimated value of at least \$453,291 (reported as of January 2020) for residents of District 10 including (i) construction and equipment for Willie L. Brown Jr. Middle School; (ii) transportation for elementary school students to participate in family-friendly Science, Technology, Engineering and Math (STEM) events; (iii) back-to-school materials for Willie Brown Middle School; (iv) paid summer internships for nine young adults; and (v) scholarships for seven graduating school seniors.

FISCAL IMPACT

Table 1 below shows the \$21 million increase in the agreement amount by task area.

Table 1. Cost Details by Task for Amendment

Task	Current Agreement	Proposed 2nd Amendment	Total
1 Project Management and Coordination of Proposer's Service	\$3,463,572		\$3,463,572
2 Quality Assurance/Quality Control	2,062,888		2,062,888
3-6 Review Background, Information, Surveying, Information, Utility Information, Geotechnical and Hazardous Material Investigation	1,352,978		1,352,978
7 Conceptual Engineering	1,094,444		1,094,444
8 Design Criteria	140,849		140,849
9 35% Design Submittal	2,079,501		2,079,501
10 Develop and Run Physical, Hydraulic Scale Model	417,000		417,000
11-13 Detailed Design	16,719,701		16,719,701
14-15 Engineering Support During Bid, And Award, Engineering, Support During Construction, Start-up and Closeout	4,600,000	14,716,219	19,316,219
16 Training and Technology, Transfer	30,000		30,000
17 Communication and Public, Outreach	150,000		150,000
18 Assistance with BFS Improvements	187,210	(5,670)	181,540
19 4D Modeling	25,200		25,200
20 Traffic Modification Design	100,000		100,000
21 Other Direct Costs and Subconsultant Markups	1,076,657	534,495	1,611,152
New Odor/Gate Actuators Redesign		5,754,956	5,754,956
Total	\$33,500,000	\$21,000,000	\$54,500,000

Source: Data provided upon BLA request from the San Francisco Public Utilities Commission

According to the Project Manager, the increase of \$14,716,219 for Tasks 14-15 for engineering support is for reviewing submittals, responding to request for information by Construction Contractor, providing support for successful start-up of the new Headworks Facility. The new task for re-design of Odor control/Gate actuators and of the local gravity flow lift station is budgeted at \$5,754,956. Carollo Engineers will produce industry standard design drawings and specification that subsequently the General Contractor will bid out as trade packages.

According to SFPUC staff, based on historical capital program delivery costs and the industry standard, design and engineering cost as a share of a capital program budget is 10-12 percent. According to the SSIP Quarterly Report, as of March 2020, the forecasted Headworks Facility Project budget is \$618.8 million, an increase of \$200 million from the approved budget of \$418.8 million, due in part to increased costs for the Bruce Flynn Pump Station. Based on a Headworks Facility Project budget of \$618.8 million, the Carollo Engineers agreement makes of 8.8 percent of the total Headworks Facility Project budget.

According to SFPUC staff, expenditures from January 2015 through May 29, 2020 under the Carollo Engineers, Inc. agreement are \$30,984,748, as shown in Table 2 below.

Table 2. Expenditures to date for Carollo Engineers, Inc. Agreement

Year	Amount
2015	2,549,095
2016	4,608,565
2017	7,382,557
2018	9,745,652
2019	5,038,711
2020 through May 29,2020	1,660,169
Total	\$ 30,984,748

Source: Data provided upon BLA request from the San Francisco Public Utilities Commission

The source of funds for the second amendment is wastewater revenue bonds, as appropriated by the Board of Supervisors.

RECOMMENDATION

Approve the resolution.

Item 3 File 20-0725	Department: Public Utilities Commission (PUC)
EXECUTIVE SUMMARY	
<p style="text-align: center;">Legislative Objectives</p> <ul style="list-style-type: none"> • The proposed hearing would release \$3,000,000 from Budget and Finance Committee reserve for the San Francisco Public Utilities Commission (SFPUC) Wastewater Enterprise for settlements related to flood damage from the 2016-17 winter storms. <p style="text-align: center;">Key Points</p> <ul style="list-style-type: none"> • The storms during December 2014 and the 2016-17 winter caused flooding and damage to various private properties. Property owners who suffered damage as a result of these storms filed claims against the City for compensation. In May 2017, the Board of Supervisors appropriated \$5,000,000 from the SFPUC Wastewater Enterprise general reserve to pay the claims settlements, legal expenses, and related costs due to the 2016-17 winter storms. • In May 2020, the SFPUC Commission approved 19 proposed settlements totaling \$4,395,150. Although the claims were from December 2014 storm floods, SFPUC is requesting to release \$3,000,000 in reserves appropriated for 2016-17 winter storms because the budget authority in financial system is for “Flood Claims” generally. The 19 proposed settlements require Board of Supervisors approval. <p style="text-align: center;">Fiscal Impact</p> <ul style="list-style-type: none"> • The proposed settlements and estimated plaintiffs’ attorneys’ fees total approximately \$4,895,100. SFPUC Wastewater Enterprise has \$2,763,857 in available fund balance for flood claims. Therefore, approximately \$2,131,243 from Budget and Finance Committee reserve is needed at this time to pay out the settlements and attorneys’ fees. • There are approximately 10-20 commercial properties whose diminution in value claims have not been resolved. The Budget and Legislative Analyst recommends retaining \$865,000 on Budget and Finance Committee reserve until these claims have been resolved. <p style="text-align: center;">Recommendation</p> <ul style="list-style-type: none"> • Approve the release of \$2,135,000 from Budget and Finance Committee reserve and retain \$865,000 on reserve. 	

MANDATE STATEMENT

City Administrative Code Section 3.3(j) states that the Budget and Finance Committee of the Board of Supervisors has jurisdiction over the City's budget and may reserve proposed expenditures to be released at a later date subject to Board of Supervisors approval.

BACKGROUND

The San Francisco Public Utilities Commission (SFPUC) Wastewater Enterprise operates a combined storm water and sewer system. The storms during December 2014 and the 2016-17 winter caused flooding and damage to various private properties. Property owners who suffered damage as a result of these storms filed claims against the City for compensation. According to Ms. Megan Imperial, SFPUC Policy and Government Affairs, 48 claims were received from the December 2014 storms and three claims were received from the 2016-17 winter storms. The claims were handled by the City Attorney's Office and paid from the operating budget of the SFPUC Wastewater Enterprise. Claims of \$25,000 or more require Board of Supervisors approval.

In May 2017, the Board of Supervisors appropriated \$5,000,000 from the SFPUC Wastewater Enterprise general reserve to pay the claims settlements, legal expenses, and related costs due to the 2016-17 winter storm flooding (File 17-0411, Ordinance 114-17). Out of the \$5,000,000 appropriation, \$3,000,000 was placed on Budget and Finance Committee reserve, because the total amount of claims and other costs was not yet known. SFPUC is now requesting the \$3,000,000 to be released from reserve.

DETAILS OF PROPOSED LEGISLATION

The proposed hearing would release \$3,000,000 from Budget and Finance Committee reserve for the SFPUC Wastewater Enterprise to pay settlements related to damage caused by the December 2014 storms.

On May 26, 2020, the SFPUC Commission approved 19 proposed settlements totaling \$4,395,150. The proposed settlements require Board of Supervisors approval. As of the writing of this report, legislation approving the proposed settlements has not been introduced to the Board of Supervisors.

Ordinance 114-17, which placed the \$3,000,000 on Budget and Finance Committee reserve, stated that the appropriation was to be used to pay the claims settlements, legal expenses, and related expenses due to claims arising from the 2016-17 winter storms. The 19 proposed settlements are for claims arising from the December 2014 winter storms. According to Ms. Imperial, SFPUC may use this reserve to pay settlements on 2014 storm claims because the budget authority in the financial system is "Flood Claims" in general.

FISCAL IMPACT

The proposed hearing would release \$3,000,000 from Budget and Finance Committee reserve. According to Ms. Imperial, \$2,763,857 is currently available in the SFPUC Wastewater Enterprise Flood Claims Budget Authority. The total amount of the 19 settlements is \$4,395,150. According

to Ms. Imperial, SFPUC will also have to pay approximately \$500,000 for the plaintiffs' attorneys' fees. The additional funding needed is shown in Table 1 below.

Table 1: Funding Needed to Settle Flood Claims

Available Fund Balance	\$2,763,857
Claims Settlements	\$4,395,100
Attorneys' Fees	500,000
Total Expenditures	\$4,895,100
Additional Funding Needed	\$2,131,243

SFPUC needs approximately \$2,131,243 from the reserve to settle the 19 cases and pay attorneys' fees. According to Ms. Imperial, there are approximately 10-20 commercial properties whose diminution in value claims have not been resolved. SFPUC does not have an estimate for these claims. The Budget and Legislative Analyst recommends releasing \$2,135,000 from Budget and Finance Committee reserve and retaining \$865,000 on reserve until the diminution in value claims have been resolved.

RECOMMENDATION

Approve the release of \$2,135,000 from Budget and Finance Committee reserve and retain \$865,000 on reserve.

Item 6 File 20-0698	Department: San Francisco International Airport (Airport)
EXECUTIVE SUMMARY	
<p>Legislative Objectives</p> <ul style="list-style-type: none"> • The proposed resolution would approve a Terminal 1 baggage handling system operations and maintenance contract between San Francisco International Airport (Airport) and BEUMER Lifecycle Management, LLC for a term of two years and 11 months, from August 2020 through June 2023, and an amount not to exceed \$21,000,000, with one two-year option to extend through June 2025, for a total not to exceed \$35,000,000, subject to future Board of Supervisors approval. <p>Key Points</p> <ul style="list-style-type: none"> • In 2015, following a competitive Request for Qualifications/Proposals (RFQ/RFP) process, the Airport awarded Beumer Corporation a design-build contract for the Terminal 1 baggage handling system. The design-build contract stated that the Airport would enter into an operations and maintenance contract with the baggage handling system provider for a period up to five years. Airport staff negotiated an operations and maintenance contract with BEUMER Lifecycle Management, LLC, an affiliate of Beumer Corporation. In February 2020, the Office of Contract Administration (OCA) approved a sole-source waiver for the proposed contract. In June 2020, the Airport Commission approved the proposed contract. • Under the proposed contract, BEUMER would provide operational availability at all times, as well as labor, materials, parts, and equipment to perform maintenance services related to the Terminal 1 baggage handling system. The scope of services includes scheduled and preventive maintenance, on-call unscheduled maintenance, and various reports. <p>Fiscal Impact</p> <ul style="list-style-type: none"> • The first year contract budget is \$5.7 million for 11 months, increasing to \$7.0 million in the second year for 12 months. The total budget for the two-year, 11-month contract is \$21 million. The contract funds approximately 31.0 full-time equivalent (FTE) employees. • The proposed contract is subject to the fiscal and budget provisions of the Charter, and annual contract funding is subject to Board of Supervisors approval. According to Airport staff, sufficient funding for the first two years of the contract is included in the Airport's FY 2020-22 proposed two-year operating budget, pending Board of Supervisors approval. <p>Recommendation</p> <ul style="list-style-type: none"> • Approve the proposed resolution. 	

MANDATE STATEMENT

City Charter Section 9.118(b) states that any contract entered into by a department, board or commission that (1) has a term of more than ten years, (2) requires expenditures of \$10 million or more, or (3) requires a modification of more than \$500,000 is subject to Board of Supervisors approval.

BACKGROUND

In December 2014, San Francisco International Airport (Airport) issued a Request for Qualifications/Proposals (RFQ/RFP) for a design-build contract for the Terminal 1 baggage handling system in the amount of approximately \$119 million. In February 2015, the Airport received two proposals, but one proposal was deemed non-responsive. Airport staff determined that Beumer Corporation was a responsible proposer and that its cost proposal was reasonable. In July 2015, the Airport Commission approved a design-build contract with Beumer Corporation in the initial amount of \$28,149,000, funded in part by the federal Transportation Security Administration (TSA), with a forecasted total contract amount of \$180,300,000. Subsequently, Hensel Phelps Construction replaced Beumer Corporation on the design-build contract as part of the larger Terminal 1 renovation project.¹

The design-build contract stated that the Airport would enter into an operations and maintenance contract with the baggage handling system provider through the Guarantee to Repair Period, for up to five years after the start of system operation.

Airport staff negotiated an operations and maintenance contract with BEUMER Lifecycle Management, LLC, an affiliate of Beumer Corporation. In December 2019, the Contract Monitoring Division approved a waiver of Administrative Code Chapter 14B Local Business Enterprise subcontracting requirements due to the absence of any subcontracting opportunities. In February 2020, the Office of Contract Administration (OCA) approved a sole-source waiver because the baggage handling system operates with proprietary software that only BEUMER can service and support. In April 2020, the baggage handling system became operational, and BEUMER began providing operations and maintenance under the original design-build contract. In June 2020, the Airport Commission approved the proposed operations and maintenance contract.

DETAILS OF PROPOSED LEGISLATION

The proposed resolution would approve a Terminal 1 baggage handling system operations and maintenance contract between the Airport and BEUMER for a term of two years and 11 months, from August 2020 through June 2023, and an amount not to exceed \$21,000,000. The proposed

¹ Ordinance 183-14, adopted by the Board of Supervisors in August 2014, sets criteria for selecting design-build contractors for two Terminal 1 projects. The ordinance states that “the (Airport) Commission plans to select a separate contractor to construct the new baggage handling system and checked baggage screening system for Terminal 1. The Commission anticipates assigning the baggage handling system construction contract to the T1 Center Project contractor after award to facilitate construction”.

operations and maintenance contract provides for one two-year option to extend which would be subject to future Board of Supervisors approval.

Under the proposed contract, BEUMER would provide operational availability at all times, as well as labor, materials, parts, and equipment to perform maintenance services related to the Terminal 1 baggage handling system. The scope of services includes scheduled and preventive maintenance, on-call unscheduled maintenance, and various reports.

Performance Monitoring

According to Mr. Sung Kim, Airport Contracts Administration Manager, all maintenance activities are scheduled and documented and all inventory activities are recorded using a Maintenance Management System (MMS), which Airport staff has full access to at all times to ensure compliance with contractual requirements. All invoices are reviewed thoroughly for accuracy and compliance with contractual requirements by Airport staff prior to payment. Performance is reviewed as part of weekly meetings between the contractor's Site Manager and the Airport Contract Manager.

Under the contract, performance standards are 99 percent for the Availability Standard, 98 percent for the Checked Baggage Inspection System Tracking Accuracy Standard, 97 percent for the Sortation Sub-System Tracking Accuracy Standard, and 98 percent for the Preventive Maintenance and Routine Inspection Standards.

Potential Future Sole Source Contracting

According to Mr. Kim, the Airport has not yet determined how it would pursue a new operations and maintenance contract after the BEUMER contract expires. The Airport may either seek another sole-source waiver from OCA to enter into a new contract with BEUMER or issue an RFP to select a new operator. If a new operator is selected, it would have to enter into a separate support agreement with BEUMER to support the BEUMER proprietary system.

FISCAL IMPACT

The proposed contract would have a not-to-exceed amount of \$21,000,000 for the initial three-year term. The contract budget for the initial three-year term is shown in Table 1 below.

Table 1: BEUMER Contract Budget

Item	Year 1 ²	Year 2	Year 3	Total
Labor				
Management and Staff	\$1,735,881	\$2,012,393	\$2,012,393	\$5,760,666
Technicians and Laborers	3,230,023	3,963,610	4,103,241	11,296,873
Labor Overhead (2%)	99,318	119,520	122,313	341,151
<i>Labor Subtotal</i>	<i>\$5,065,222</i>	<i>\$6,095,522</i>	<i>\$6,237,946</i>	<i>\$17,398,690</i>
Profit (5% of Labor Year 1, 10% Years 2 and 3)	253,261	609,552	623,795	1,486,608
<i>Labor and Profit Subtotal</i>	<i>\$5,318,483</i>	<i>\$6,705,075</i>	<i>\$6,861,740</i>	<i>\$18,885,298</i>
Non-Labor Expenses				
Site Overhead	\$83,804	\$91,422	\$91,422	\$266,648
Help Desk and Software Licenses	45,500	112,057	112,565	270,122
Parts and Materials	50,000	100,000	100,000	250,000
Mobilization	205,510	-	-	205,510
<i>Non-Labor Subtotal</i>	<i>\$384,814</i>	<i>\$303,479</i>	<i>\$303,987</i>	<i>\$992,280</i>
Subtotal	\$5,703,297	\$7,008,554	\$7,165,727	\$19,877,578
Contingency (Approximately 5.3%)				1,122,422
Total Not-To-Exceed Amount				\$21,000,000

According to Mr. Gerry Alley, Airport Senior Manager of Operations and Security, the contract labor budget funds approximately 31.0 full-time equivalent (FTE) positions. The Management and Staff category includes one Site Manager, one Controls Specialist, one Administrative Assistant, one Maintenance Management Systems Administrator, three Supervisors, and four Control Room Operators. The Technicians and Laborers category includes eight Senior Technicians, six Junior Technicians, and six Operations Support Laborers.

The proposed contract is subject to the fiscal and budget provisions of the Charter, and annual contract funding is subject to Board of Supervisors approval. According to Mr. Kim, sufficient funding for the first two years of the contract is included in the Airport's FY 2020-22 proposed two-year operating budget, pending Board of Supervisors approval.

RECOMMENDATION

Approve the proposed resolution.

² Year 1 of the contract comprises the 11-month period from August 2020 through June 2021.

Item 9 Files 20-0732	Department: Public Works
EXECUTIVE SUMMARY	
<p style="text-align: center;">Legislative Objectives</p> <ul style="list-style-type: none"> • The proposed emergency ordinance would reenact Ordinance No. 77-20, which requires the City, through service agreements with third parties, to provide staff and maintain restrooms equipped with toilets and hand washing facilities, at a ratio of one restroom per 50 unsheltered people, concentrated in areas with the greatest need, located within 1,000 feet of any encampment, and for select “pit stop” restrooms to operate 24 hours per day. <p style="text-align: center;">Key Points</p> <ul style="list-style-type: none"> • In May 2020, the Board of Supervisors approved an emergency ordinance (Ordinance No. 77-20) in response to the COVID-19 public health emergency, requiring the City to enter into service agreements with third parties to provide, staff, and maintain restrooms equipped with toilets and hand washing facilities. The ordinance required one restroom for every 50 unsheltered individuals. • The City currently has 63 Pit Stop locations providing 137 toilets. Of the 63 Pit Stop locations, 32 were added as temporary locations in response to the COVID-19 public health emergency. Based on 5,120 unsheltered individuals, estimated in the January 2019 Point in Time count, the City has one toilet for every 38 unsheltered individuals, but only has one toilet available 24 hours/7 days per week for every 84 unsheltered individuals. <p style="text-align: center;">Fiscal Impact</p> <ul style="list-style-type: none"> • Public Works has three contracts to provide service monitors to the Pit Stop program. Contract costs are approximately \$387,000 per week to provide services for 63 Pit Stop locations. Estimated service costs for 32 temporary Pit Stop locations, added in response to the COVID-19 public health emergency, are approximately \$200,000 per week or \$1.7 million for the 60 day extension of the emergency ordinance. <p style="text-align: center;">Recommendation</p> <ul style="list-style-type: none"> • Approval of the proposed emergency ordinance is a policy matter for the Board of Supervisors. 	

MANDATE STATEMENT

City Charter Section 2.107 states that the Board of Supervisors may pass emergency ordinances on their first reading with a 2/3 affirmative vote. Emergency ordinances become effective upon approval by the Mayor, the expiration of the ten-day period for the Mayor to approve or veto, or the Board of Supervisors' override of the Mayor's veto. Emergency ordinances expire sixty days after their passage.

BACKGROUND

In May 2020, the Board of Supervisors approved an emergency ordinance (Ordinance No. 77-20) in response to the COVID-19 public health emergency, requiring the City to enter into service agreements with third parties to provide, staff, and maintain restrooms equipped with toilets and hand washing facilities. The ordinance required one restroom for every 50 unsheltered individuals.

The City's Pit Stop program, which began in July 2014 and is administered by the Department of Public Works (Public Works), provides restrooms, toilet, and handwashing facilities at 24 locations throughout the City. The Park Stop program provides an additional seven restroom, toilet, and handwashing facilities at Recreation and Park Department sites. In April 2020, in response to the COVID-19 public health emergency, Public Works entered into contracts for temporary Pit Stop locations.

As of July 2020, the Public Works reports 63 restroom locations with 137 toilets as shown below:

	Number of Locations	Number of Toilets
Permanent Pit Stop Program	24	42
Recreation and Park Program	7	57
Temporary Pit Stops	32	38
Total	63	137

Source: Department of Public Works

Of the 63 locations, 49 locations or 78 percent are open for 24 hours, 7 days per week as shown below.

	Number of Locations	Number of Toilets
Daily 9 - 12 hours	10	67
Mon - Fri 7 hours	4	8
Seven days 24 hours	49	62
Total	63	137

Source: Department of Public Works

Of the 24 existing Pit Stop locations, three were already operating 24 hours per day, 7 days per week prior to passage the Ordinance No. 77-20. According to Public Works staff, between May 2020 and July 2020, the Department increased hours to 24/7 at 14 Pit Stop locations shown below:

Permanent Pit Stop Sites	Hours Operating per week in May	Hours Operating per Week in July
Mendell Plaza	40	168
Market and Castro streets	168	168
Market and Church streets	77	77
Grove and Larkin streets	91	168
Embarcadero Plaza	77	168
Haight and Buena Vista Ave	35	35
Stanyan and Waller street	77	168
Myrtle and Larkin streets	77	168
Hallidie Plaza	91	168
U.N. Plaza	77	168
16th and Capp streets	35	35
16th and Mission streets	77	168
18th and Mission streets	35	35
24th and Mission streets	77	168
Washington Square at Union St.	77	77
Great Highway near Beach Chalet	35	35
Judah and La Playa streets	49	84
6th and Jessie streets	168	168
Victoria Manalo Draves Park	56	168
133 Golden Gate Ave.	42	168
101 Hyde St.	42	168
Eddy St. and Jones St.	168	168
388 Ellis St.	42	168
Eddy St. and Larkin St.	42	168
Total	1755	3234

The Attachment provides the locations and hours for the 63 Pit Stop locations.

Ordinance No. 77-20's 1:50 ratio criteria is based on the United Nations High Commissioner for Refugees (UNHCR) Emergency Sanitation Standards. The standards advise the ratio of community toilets in the immediate, short term is 1 toilet for 50 persons.¹ The most recent Point in Time Count conducted on January 24, 2019 found that there were 5,180 unsheltered persons in San Francisco.² Based on that population estimate, the City has one toilet for every 38 unsheltered

¹ UNHCR Emergency Handbook: <https://emergency.unhcr.org/entry/33014/emergency-sanitation-standards>. "No latrine should be used by more than 50 persons during the first phase of an emergency. The count is made per drop-hole. Only latrines that are cleanable, guarantee privacy, and are structurally safe should be counted." The Handbook continues to advise that a medium-term minimum ratio is 1 per 20 people.

² San Francisco Homeless Count and Survey Comprehensive Report 2019, http://hsh.sfgov.org/wp-content/uploads/2019HIRDReport_SanFrancisco_FinalDraft.pdf

individuals, but only has one toilet available 24 hours/7 days per week for every 84 unsheltered individuals.

DETAILS OF PROPOSED LEGISLATION

The proposed emergency ordinance would reenact Ordinance No. 77-20, which requires the City, through service agreements with third parties, to provide staff and maintain restrooms equipped with toilets and hand washing facilities, at a ratio of one restroom per 50 unsheltered people, concentrated in areas with the greatest need, located within 1,000 feet of any encampment, and for select “pit stop” restrooms to operate 24 hours per day.

The proposed ordinance would also waive the requirement under Charter, Section 9.118 that the Board of Supervisors approve contracts with amounts of \$10 million or more, or with terms of more than 10 years; and affirm the Planning Department’s determination under the California Environmental Quality Act.

Ordinance No. 77-20 expired on July 14, 2020. The proposed ordinance would extend the emergency authorization by 60 days through September 12, 2020.

FISCAL IMPACT

Public Works has three contracts to provide service monitors to the Pit Stop program, shown below.

	Contract Start Date	Current End Date	Contract Amount	Cost per Week
United Alchemy	April 7, 2020	July 31, 2020	\$2,748,215	\$167,283
Hunters Point Family	April 20, 2020	October 31, 2020	\$4,519,380	\$163,070
Mission Neighborhood Center	May 18, 2020	October 31, 2020	\$1,336,067	\$56,340
Total			\$8,603,662	\$386,693

Source: Contracts provided by Public Works

Contract costs are approximately \$387,000 per week to provide services for 63 Pit Stop locations. Estimated service costs for 32 temporary Pit Stop locations, added in response to the COVID-19 public health emergency, are approximately \$200,000 per week or \$1.7 million for the 60 day extension of the emergency ordinance.

RECOMMENDATION

Approval of the proposed emergency ordinance is a policy matter for the Board of Supervisors.

City-wide Restrooms

Location	Type	Type	Toilets	Hours
PitStop Locations				
Mendell Plaza – Mon	Pit Stop	Mobile Trailer	2	Open 24 hours
Market and Castro streets	Pit Stop	JCDecaux	1	Open 24 hours
Market and Church streets	Pit Stop	JCDecaux	1	Daily – 9am to 8pm
Grove and Larkin streets	Pit Stop	JCDecaux	1	Open 24 hours
Embarcadero Plaza	Pit Stop	JCDecaux	1	Open 24 hours
Haight and Buena Vista Ave West	Pit Stop	Mobile Trailer	2	Mon-Fri – 12pm to 7pm
Stanyan and Waller streets	Pit Stop	JCDecaux	1	Open 24 hours
Myrtle and Larkin streets	Pit Stop	JCDecaux	1	Open 24 hours
Hallidie Plaza	Pit Stop	JCDecaux	1	Open 24 hours
U.N. Plaza	Pit Stop	JCDecaux	1	Open 24 hours
16th and Capp streets	Pit Stop	Mobile Trailer	2	Mon-Fri – 11am to 6pm
16th and Mission streets	Pit Stop	JCDecaux	1	Open 24 hours
18th and Mission streets	Pit Stop	Mobile Trailer	2	Mon-Fri – 12:30pm to 7:30pm
24th and Mission streets	Pit Stop	JCDecaux	1	Open 24 hours
Washington Square at Union St.	Pit Stop	JCDecaux	1	Daily – 9am to 8pm
Great Highway near Beach Chalet	Pit Stop	Mobile Trailer	2	Mon-Fri – 11am to 6pm
Judah and La Playa streets	Pit Stop	Rec Park	8	Daily – 8am-8pm
6th and Jessie streets	Pit Stop	Mobile Trailer	2	Open 24 hours
Victoria Manalo Draves Park	Pit Stop	Rec Park	2	Open 24 hours
133 Golden Gate Ave.	Pit Stop	Mobile Trailer	2	Open 24 hours
101 Hyde St.	Pit Stop	Mobile Trailer	2	Open 24 hours
Eddy St. and Jones St.	Pit Stop	JCDecaux	1	Open 24 hours
388 Ellis St.	Pit Stop	Mobile Trailer	2	Open 24 hours
Eddy St. and Larkin St.	Pit Stop	Mobile Trailer	2	Open 24 hours
			Pit Stop Total	42
COVID Response				
1 Willow between Polk and Larkin	COVID Response	Solar 2-stall restroom trailer; each stall with inside sink	2	Open 24 hours
2 145 Leavenworth	COVID Response	Solar 2-stall restroom trailer; each stall with inside sink	2	Open 24 hours
3 439 O'Farrell	COVID Response	Solar 2-stall restroom trailer; each stall with inside sink	2	Open 24 hours
4 2111 Jennings	COVID Response	Portable restroom with inside sink	1	Open 24 hours
5 245 Bayshore	COVID Response	Portable restroom with inside sink	1	Open 24 hours
6 1133 Mission	COVID Response	Portable restroom with inside sink	1	Open 24 hours
7 1266-1270 Mission	COVID Response	Portable restroom with inside sink	1	Open 24 hours
8 251 Napoleon (across the street from 222 Napoleon)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
9 23rd & Treat (by the park Parque Ninos Unidos)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
10 Selby & Mckinnon Intersection	COVID Response	Portable restroom with inside sink	1	Open 24 hours
11 344 14th Street (Stevenson/14th street)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
12 1661 Fifteenth (15th) Street (15/Julian)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
13 1100 Thomas Ave (Thomas/Griffith)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
14 148 6th Street (6/Natoma)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
15 1900 Evans Street (Selby/Evans)	COVID Response	Portable restroom with inside sink	1	Open 24 hours
16 Larch Street between Van Ness & Franklin	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
17 Willow Street between Van Ness & Franklin	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
18 Market St. & 16th St.	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
19 180 Jones	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
20 1645 Bryant St.	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
21 17th St. & Florida St. (Behind 1850 Bryant on Florida)	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
22 15th St. & San Bruno Ave.	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
23 26th St. & Harrison St. (Park)	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
24 Cesar Chavez & Potrero Ave. (Park)	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
25 18th St. & Geary St. (in front of Alexandria Theatre)	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
26 48th St. & Fulton St. (behind Safeway)	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
27 24th Ave. and Balboa St.	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
28 SFGH Building 80/90	COVID Response	Unit rented by DPH	3	Open 24 hours
29 SFGH Building 25	COVID Response	Unit rented by DPH	2	Open 24 hours
30 5th and Bryant	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
31 100 Main Street	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
32 Florida and Division St.	COVID Response	ADA compliant Portable Restroom; external ADA hand washing station	1	Open 24 hours
			Pit Stop Total	38
Park Stop Program				
Portsmouth Square Park	Park Stop Program	Rec Park	8	Daily – 8am to 8pm
Kimball Park	Park Stop Program	Rec Park	3	Daily – 8am to 8pm
Rolph Playground Picnic Area	Park Stop Program	Rec Park	3	Daily – 8am to 8pm
Dolores Park	Park Stop Program	Rec Park	32	Daily – 8am to 8pm
Bay View Park K.C. Jones Playground	Park Stop Program	Rec Park	2	Daily – 8am to 5:30pm
Jackson Park	Park Stop Program	Rec Park	4	Daily – 8am to 8pm
Alamo Square Park	Park Stop Program	Rec Park	5	Daily – 8am to 8pm
			Park Stop Total*	57
			GRAND TOTAL	137

*Toilet counts for Park Stop locations provided by RecPark