



AGENDA ITEM

Public Utilities Commission

City and County of San Francisco



DEPARTMENT Infrastructure Division AGENDA NO. 10
 MEETING DATE May 28, 2013

Professional Services Award: Regular Calendar
Project Manager: Carolyn Chiu

Agreement No. CS-235, Award, Southeast Plant Biosolids Digester Facilities Project

Summary of Proposed Commission Action:	<p>Approve the selection of Brown and Caldwell to provide planning and engineering services for the Wastewater Enterprise Sewer System Improvement Program (SSIP) funded Agreement No. CS-235, Southeast Plant Biosolids Digester Facilities Project; and authorize the General Manager of the San Francisco Public Utilities Commission to negotiate and execute a professional services agreement with Brown and Caldwell for an amount not-to-exceed \$80,000,000, and with a duration not-to-exceed 10 years, subject to the Board of Supervisors approval, pursuant to Charter Section 9.118.</p>
Background:	<p>The proposed Sewer System Improvement Program (SSIP) contemplates multiple major capital improvement projects that could be implemented in three phases over the next twenty years. These improvements would bring the City's combined wastewater and stormwater system into a state of good repair, and were proposed to meet present and future operational and regulatory challenges.</p> <p>On August 2012, the Commission endorsed the goals and levels of service for the SSIP (overall estimate \$6.9 billion) and directed SFPUC staff to move forward with certain planning/design tasks included within the proposed Phase 1 of the Program representing \$2.7 billion in costs related to specified proposed projects. The key proposed project in Phase 1, for which the Commission authorized staff to initiate working on Planning through Pre-Construction tasks, is the Biosolids Digester Facilities Project (BDFP) at the Southeast Water Pollution Control Plant (SEP).</p> <p>SEP is located in San Francisco's Bayview-Hunters Point community in an area that is a mix of residential and industrial land uses. Residential single-family homes are located directly across the street from the SEP. With a maximum capacity of 250 million gallons per day (MGD), the SEP provides the wastewater treatment needs for nearly two-thirds of the City's residents and businesses. In 2012, SEP processed approximately 57,000 wet tons</p>

APPROVAL: _____

COMMISSION
SECRETARY

Donna Hood

	<p>(14,000 dry tons) of biosolids. The existing digester and solids handling facilities represent technology developed in the 1940's and are currently operating well beyond their useful lives. The facilities are not designed to current standards to withstand a major seismic event.</p> <p>More recently, the Wastewater Enterprise has had to dedicate significant resources to repairing the existing digester and solids handling processes to keep them in operation and maintain regulatory compliance. For example, an emergency declaration was recently issued to repair five of the nine digester roofs. This aging infrastructure is in critical need of replacement and new facilities are needed to maintain long-term permit/regulatory compliance and system reliability.</p> <p>The objective of the planning and engineering services for the proposed BDFP is to design and assess the options associated with the replacement of the existing aged and failing facilities at SEP. The proposed new biosolids/solids handling treatment processes are anticipated to include solids thickening, digestion pretreatment, anaerobic digestion, gas handling, energy generation/recovery, dewatering, odor control, automated control systems and related ancillary processes. One of the goals for biosolids treatment is to increase from Class B to Class A, which would help ensure more viable and sustainable disposal options are available, and create beneficial use markets for SEP's treated biosolids. The new facilities would be designed to promote energy recovery, reuse, sustainability, and economic and environmental benefits; in addition to, minimizing impacts to the local neighbors while becoming an asset to the community.</p> <p>The treatment processes and the other elements of this proposed project are technically complex and interdependent, and must ultimately operate as an efficient system; therefore, it is essential that the planning and design be a single cohesive effort that addresses the entire project from planning through facility start-up, should the Commission approve the proposed BDFP. The BDFP design would be conducted by a City-consultant integrated team led by City staff.</p>
<p>Description of Scope of Services:</p>	<p>The planning and design of the proposed BDFP will proceed in two consecutive phases:</p> <p>Phase 1: Planning and Preliminary Engineering; and Phase 2: Detailed Design, Procurement and Engineering Construction Support.</p> <p>Phase 1 will provide the information necessary to facilitate appropriate environmental review in compliance with the California Environmental Quality Act (CEQA). The Phase 2 work will be dependent on the construction implementation strategy and project delivery methods to be selected by the SFPUC in Phase 1. Procurement and engineering construction support services will not be authorized unless and until appropriate environmental review in compliance with CEQA is complete and certified; and the Commission has had the opportunity to review and consider the analysis, and makes a determination, based on appropriate findings, on the proposed project</p>

	<p>approval.</p> <p>The work under this agreement consists of the following tasks:</p> <ul style="list-style-type: none"> • Project Management and Coordination of Proposer’s Service; • Quality Assurance/ Quality Control; • Review of Background Information; • Land Needs and Property Acquisition Support; • Surveying Information; • Utility Information; • Geotechnical and Hazardous Material Investigation; • Architecture and Land Use Planning; • Alternatives Analysis Report; • Construction Packaging and Delivery Methods; • Conceptual Engineering Report Design Criteria; • Procurement Support for Alternative Delivery Methods; • Engineering Support during Bid and Award; • Engineering Support during Construction and Closeout; • Engineering Support as Owner’s Technical Representative; • Training and Technology Transfer; • Communication and Public Outreach; • Community Benefits; and • Environmental Planning Services (Optional).
Result of Inaction:	<p>A delay in awarding this agreement will substantially delay the planning and engineering services necessary for Commission consideration of the proposed BDFP. With SEP receiving 80% of the City’s wastewater/stormwater flows, the failure of the digestion and/or solids handling processes would be catastrophic. The City's ability to treat wastewater would be compromised, resulting in severe public health, safety, regulatory, and environmental impacts.</p>

Budget & Costs:	<p>Funds will be available at the time of award of the agreement from Project CWWSIPDP – Biosolids Digester Project.</p> <p>Not-to-Exceed Amount: \$80,000,000</p>
Schedule:	<p>Advertised: April 1, 2013</p> <p>Estimated Notice-to Proceed: August 2013</p> <p>Completion Date: August 2023</p> <p>Duration: 10 years (120 months).</p>
Selection Process:	<p><u>Minimum Qualifications</u></p> <p>Given the importance of this project, the RFP was thoroughly vetted by the</p>

technical project team, as well as senior management at the SFPUC, in consultation with City Attorney's Office. The minimum qualifications were established to attract firms with substantial programmatic experience and the ability to design complex, urban wastewater/biosolids treatment facilities.

To qualify as a Prime Proposer or Lead Joint Venture (JV) Partner for this RFP a Proposer must have demonstrated:

- Experience as the lead planner and/or lead designer in a Prime Proposer or JV Partner role, on at least two (2) complex wastewater treatment plant projects, each with a minimum project construction value of \$250 Million, within the last fifteen (15) years that are similar in complexity to the SEP BDFP;
- Experience with at least three (3) projects within the last fifteen (15) years, as the lead planner and/or lead designer which include solids thickening, anaerobic digestion, solids dewatering, odor control, and energy recovery facilities;
- Experience in alternative delivery methods, such as design-build (DB), construction manager/general contractor (CM/GC), or integrated project delivery either as the lead engineering firm (i) preparing contract bid documents or RFPs for an alternative delivery project, (ii) acting as the Owner's Representative and/or (iii) serving as the technical designer teamed with a construction contractor in an alternative delivery project; and
- The Prime Proposer or JV Partner must have a fully functioning office located within 30 miles from the SFPUC Headquarters in San Francisco prior to Notice to Proceed. The office shall include technical and non-technical staff capable of providing a significant amount of the scope of services outlined in this RFP.

Proposal Response

Only one proposal was received from Brown and Caldwell as the Prime Proposer with the firms CH2M-Hill and Black and Veatch as major subconsultants. Upon review by City/project staff, the Brown and Caldwell team exceeded the required minimum qualifications and is being recommended for contract award.

The Brown and Caldwell team has demonstrated firm and staff experience to support the planning and design of the large and complex BDFP. Brown and Caldwell and CH2M-Hill are currently leading and/or have led other large scale biosolids digester and wastewater treatment projects with similar complexities and constraints that are facing the SEP and proposed BDFP. Brown and Caldwell, CH2M-Hill, and several other of their subconsultants have previous experience with the SFPUC Wastewater Enterprise and are familiar with the operation of our wastewater treatment facilities. In fact, CH2M-Hill was the lead designer of the SFPUC's Oceanside Water Pollution Control Plant.

	<p>It was anticipated that there would be few firms responding to this RFP. The reality is that there are a limited number of wastewater engineering firms and/or individuals who have the specialized expertise and capacity to lead the planning, technology selection, alternative analysis, and design of a new wastewater biosolids facility of this size and complexity in a densely urban and highly sensitive environment. With Brown and Caldwell, CH2M-Hill, and Black and Veatch, which are three major established wastewater firms in the country, joining into a single team, the number of qualified Proposers decreased substantially. In addition, with the composition of the Brown and Caldwell team being self-promoted early on, other firms may have made a business decision (since significant resources are needed to develop a proposal and participate in the selection process) to not participate in the RFP suspecting they could not surpass the strong competition. These circumstances made the receipt of one proposal even more likely.</p> <p>Further outreach efforts would not result in the receipt of more proposals, as. The consulting community was very aware that the SFPUC was going to advertise a professional services planning and engineering contract opportunity for a large biosolids project at SEP. The previous years of wastewater planning, SFPUC Commission workshops and public meetings with the community and professional engineering organizations, leading to the development of the proposed SSIP, all highlighted the aging condition of the existing facilities at SEP and the proposed large capital improvement project to address the deficiency. During the advertisement period of the RFP, significant media outreach also was conducted. Paid advertisements were placed in the San Francisco Chronicle, Engineering News Records (ENR) and McGraw Hill Construction. Additionally, press release notifications were made to over 25 different trade and business media nationwide.</p> <p>Re-advertising or modifying the RFP would not change the outcome of receiving additional proposals and in fact may result in a detrimental effect to the Project. The tasks outlined in the RFP along with the technical qualifications and specialized expertise cannot be modified without compromising the quality of the services required.</p>

<p>Compliance With Chapter 14B: Local Business Enterprise (LBE) And Non-Discrimination In Contracting Ordinance:</p>	<p>A Contract Monitoring Division (CMD) subconsulting goal of 10% was established for this project and Brown and Caldwell has committed to 14% Local Business Enterprise (LBE) participation (of the total value of services to be provided) for this agreement.</p>
<p>Protest:</p>	<p>There was no protest of the award of this agreement.</p>
<p>Environmental Review:</p>	<p>The approval of planning and engineering services for the proposed BDFP is not subject to environmental review under CEQA. Task orders for Phase 2 services, related to the construction phase of the proposed BDFP, will not be authorized</p>

Agreement: CS-235, Southeast Plant Biosolids Digester Facilities Project
Commission Meeting Date: May 28, 2013

	unless and until appropriate environmental review in compliance with CEQA is complete and certified, the Commission has had the opportunity to review and consider the analysis, and makes a determination, based on appropriate findings, on the proposed BDFP project approval.
Recommendation:	SFPUC staff recommends that the Commission adopt the attached resolution.
Attachments:	<ol style="list-style-type: none">1. SFPUC Resolution2. CMD Memo

PUBLIC UTILITIES COMMISSION

City and County of San Francisco

RESOLUTION NO. _____

WHEREAS, The existing digester and solids handling facilities at the Southeast Water Pollution Control Plant (SEP) represent technology developed in the 1940's and are currently operating well beyond their useful lives. They are not designed to withstand the maximum credible design earthquake. The Wastewater Enterprise recently has had to dedicate significant resources to repairing the existing digester and solids handling processes to keep them in operation and maintain regulatory compliance. With SEP receiving 80% of the City's wastewater/stormwater flows, the failure of the digestion and/or solids handling processes would be catastrophic. The City's ability to treat wastewater would be compromised, resulting in severe public health, safety, regulatory, and environmental impacts. Thus, the SFPUC authorized staff to initiate planning and engineering analysis for the proposed improvements to the Southeast Plant Biosolids Digester facilities; and

WHEREAS, Because it is necessary to procure the services of qualified wastewater engineering team to provide specialized wastewater and biosolids treatment planning and engineering services to supplement SFPUC staff, the SFPUC advertised a Request for Proposals (RFP) for the Wastewater Enterprise, Sewer System Improvement Program-funded Agreement No. CS-235, Southeast Plant Biosolids Digester Facilities Project (BDFP) on April 1, 2013; and

WHEREAS, The estimated cost of services is not to exceed \$80,000,000 and services are anticipated to begin in August 2013 and end in August 2023, and the duration of this agreement is not to exceed 10 years; and

WHEREAS, The proposal was advertised on April 1, 2013; and

WHEREAS, SFPUC received a sole proposal from Brown and Caldwell in response to the Request for Proposals; and

WHEREAS, SFPUC staff and Contract Monitoring Division (CMD) has confirmed that Brown and Caldwell met the minimum qualifications and other pre-award requirements; and

WHEREAS, SFPUC staff determined that Brown and Caldwell is imminently qualified to perform the services identified in the RFP and further outreach, re-advertising or modifying the RFP would not change the outcome of receiving additional proposals and in fact may result in a detrimental effect to the proposed BDFP Project; and

WHEREAS, A Contract Monitoring Division (CMD) subconsulting goal of 10% was established for this project and Brown and Caldwell has committed to 14% Local Business Enterprise (LBE) participation (of the total value of services to be provided) for this agreement; and

WHEREAS, Failure to reach successful agreement on contract terms and conditions within 30 days of the date of the Commission award may result in award of the contract to the next highest ranked proposer, or re-advertising and re-selecting consultants at the discretion of the City; and

WHEREAS, The firms being awarded a contract by the SFPUC must be in compliance with the Equal Benefits Provisions of Chapter 12B of the City's Administrative Code either at the time of the award, or within 2 weeks of the date of the Commission award; failure of the bidder to obtain compliance certification from CMD may, in the General Manager's sole discretion, result in award of the agreement to the next highest ranked proposer, or re-advertising and re-selecting consultants at the discretion of the City; and

WHEREAS, The RFP solicited services for two phases of work: Phase 1: Planning and Preliminary Engineering and Phase 2: Detailed Design, Procurement and Engineering Construction Support. Task orders and expenditures shall be limited to pre-construction planning and engineering services until such time as the Commission reviews and considers the environmental analysis for the proposed BDFP, determines whether or not to approve the proposed BDFP project, and makes appropriate findings, all in compliance with the California Environmental Quality Act (CEQA), the CEQA Guidelines, and Chapter 31 of the San Francisco Administrative Code. The Phase 2 work will be dependent on the construction implementation strategy and project delivery methods to be selected by the SFPUC in Phase 1. The treatment processes and the other elements of the proposed BDFP project are technically complex and interdependent, and must ultimately operate as an efficient system; therefore, it is essential that the planning and design be a single cohesive effort that addresses the entire project from planning through facility start-up, should the Commission approve the construction of the BDFP; and

WHEREAS, Funds for this agreement will be available at the time of award of the agreement from Project CWWSIPDP, Biosolids Digester Project, now, therefore, be it

RESOLVED, That this Commission hereby approves the selection of Brown and Caldwell for the Wastewater Enterprise, Sewer System Improvement Program-funded Agreement No. CS-235, Southeast Plant Biosolids Digester Facilities Project, to provide planning and engineering services, and authorizes the General Manager of the San Francisco Public Utilities Commission to negotiate and execute a professional services agreement with Brown and Caldwell for an amount not-to-exceed \$80,000,000, and with a duration not-to-exceed 10 years, subject to Board of Supervisors approval, pursuant to Charter Section 9.118; provided, however, that task orders and expenditures shall be limited to pre-construction planning and engineering services until such time as the Commission reviews and considers the environmental analysis for the proposed BDFP, determines whether or not to approve the proposed BDFP project, and makes appropriate findings, all in compliance with CEQA, the CEQA Guidelines, and Chapter 31 of the San Francisco Administrative Code.

I hereby certify that the foregoing resolution was adopted by the Public Utilities Commission at its meeting of May 28, 2013.

Secretary, Public Utilities Commission



GENERAL SERVICES AGENCY CONTRACT MONITORING DIVISION



Edwin M. Lee, Mayor
Naomi M. Kelly, City Administrator

Maria Cordero, Executive Director

MEMORANDUM

Date: May 22, 2013
To: Carolyn Chiu, Senior Engineer and Project Manager, PUC
Kofo Domingo, Principal Contract Analyst, PUC
From: Hadas Rivera-Weiss, Contract Compliance Officer, CMD
Subject: CS-235 Planning and Engineering Services Southeast Plant Biosolids Digester
Facilities
CMD Award Memo

The Contract Monitoring Division (“CMD”) has reviewed the sole proposal received for the above referenced project. The proposal was submitted by Brown and Caldwell and is responsive to and compliant with the pre-award requirements of Chapter 14B, the LBE Ordinance.

The ratings bonus for LBE primes did not apply to this RFP because the Agreement was estimated to exceed \$20M. Brown and Caldwell is not a LBE.

Since PUC received only one proposal, there were no fee schedules, panelist score sheets or CAB tabulations for CMD to review and there is no ranking. PUC determined and represented that Brown and Caldwell was responsible and that its proposal was responsive to PUC requirements for contract award.

LBE Subconsulting Goal

A LBE subconsulting goal of 10% was established for this project and Brown and Caldwell agreed to achieve this goal by subconsulting specific services to twelve LBEs as follows:

FIRM	SERVICE	LBE Status	Percentage
AEW Engineering	Hazardous Materials	MBE	.45%
Alfred Williams Consultancy, LLP	Community Relations/Public Affairs	MBE	.45%
BAYCAT	Videography/Graphics/Social Media	OBE	.24%
Geotechnical Consultants, Inc.	Geotechnical	MBE	4.17%
Gastalt Graphics	Desktop Publishing	WBE	.53%
Hydroconsult Engineers, Inc.	Water Resources Engineering	WBE	.54%
Meridian Surveying Engineering, Inc.	Surveying	OBE	.92%
Omni Digital Imaging, LLC	Reproduction Services	WBE	.29%
Saylor Consulting, Inc.	Construction Management	WBE	1.68%

SRT Consultants	Civil Engineering	WBE	2.09%
STRUCTUS, Inc.	Structural Engineering	MBE	1.87%
Vibro-Acoustic Consultants	Acoustical Engineering/Noise Analysis	MBE	.89%
		Total	14.12%

Based on the foregoing, CMD has determined that Brown and Caldwell is eligible for award of this contract.

Should you have any questions or if I can be of further assistance, please do not hesitate to contact me at (415) 551-4814 or HRiveraWeiss@swater.org