

**THIS PRINT COVERS CALENDAR ITEM NO.: 13**

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Capital Programs and Construction

**BRIEF DESCRIPTION:**

Awarding SFMTA Contract No. 1303R, 22-Fillmore Transit Priority Project, the first contract for the 16<sup>th</sup> Street Improvement Project, to Ranger Pipelines Incorporated, as the lowest responsive and responsible bidder, to construct capital improvements as proposed in the Transit Effectiveness Program to realign a portion of the 22-Fillmore route and to reduce delays to the route, in the amount of \$37,609,400.50, and for a term of 365 days to substantial completion.


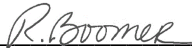
**SUMMARY:**

- Under the 22-Fillmore Transit Priority Project, the first contract for the 16th Street Improvement Project, the Contractor will install traffic signals, overhead wires, transit islands, pedestrian and transit bulbs, and perform related work including replacement of sewer and water lines along the 22-Fillmore route on 16<sup>th</sup> Street between Utah and Third Streets, on Third Street between 16<sup>th</sup> Street and Mission Bay Boulevard North, and on adjacent streets in Mission Bay within the City and County of San Francisco.
- The SFMTA received and publicly opened four bids for Contract No. 1303R, with Ranger Pipelines Incorporated submitting the lowest responsive and responsible bid in the amount of \$37,609,400.50. This bid is eight percent above the Engineer's estimate of \$34,800,000 for the work and is a fair price for the work.
- This is an Approval Action under SF Administrative Code Chapter 31 as to the sewer and water work.

**ENCLOSURES:**

1. SFMTAB Resolution
2. Project Budget and Finance Plan
3. SFMTA Resolution No. 14-041 <http://www.sfmta.com/sites/default/files/agendaitems/3-28-14%20Item%206%20TEP%20CEQA%20approval%20resolution.pdf>
4. TEP FEIR <http://www.sf-planning.org/index.aspx?page=2970>
5. Mitigation Monitoring and Reporting Program <https://www.sfmta.com/sites/default/files/agendaitems/3-28-14%20Item%207%20TEP%20Service%20Changes%20-%20MMRP.pdf>

**APPROVALS:**

	<b>DATE</b>
DIRECTOR 	8/13/2018
SECRETARY 	8/13/2018

**ASSIGNED SFMTAB CALENDAR DATE:** August 21, 2018

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## **PURPOSE**

The purpose this calendar item is to award SFMTA Contract No. 1303R, 22-Fillmore Transit Priority Project, the first contract for the 16th Street Improvement Project, to Ranger Pipelines Incorporated, as the lowest responsive and responsible bidder, to construct capital improvements as proposed in the Transit Effectiveness Program to realign a portion of the 22-Fillmore route and to reduce delays to the route, in the amount of \$37,609,400.50, and for a term of 365 days to substantial completion.

## **STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES**

The work to be performed under Contract No. 1303R supports the following SFMTA Strategic Plan Goals and Objectives:

Goal 1: Create a safer transportation experience for everyone.

Objective 1.2 Improve the safety of the transportation system.

Goal 2: Make transit and other sustainable modes of transportation them most attractive and preferred means of travel.

Objective 2.1 Improve transit service.

Goal 3: Improve the quality of life and environment in San Francisco and the region.

Objective 3.2 Advance policies and decisions in support of sustainable transportation and land use principles.

Objective 3.4 Provide environmental stewardship to improve air quality, enhance resource efficiency, and address climate change.

The work to be performed under Contract No. 1303R supports the following Transit First Policy Principles:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
8. New transportation investment should be allocated to meet the demand for public transit generated by new public and private commercial and residential developments.

## **DESCRIPTION**

Contract No. 1303R, 22-Fillmore Transit Priority Project, is the first construction contract of the 16th Street Improvement Project (Project) and part of the SFMTA's Muni Forward Program, (formerly, the Transit Effectiveness Program (TEP)), to reduce travel times and enhance reliability across the

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SFMTA's transit network. The TEP report identified Travel Time Reduction Proposals (TTRPs) for several Muni transit lines. These TTRPs are engineering strategies oriented to specifically address the delays transit vehicles experience along rapid routes. The TTRPs draw from the Transit Preferential Streets Toolkit, which includes different engineering measures to improve transit service. The 22-Fillmore was one of the transit lines for which a TTRP was identified.

The 22-Fillmore Trolley Bus line, as identified in the TEP report, is a Transit Priority route. It is an important connector between the Marina District to Potrero Hill and the Dogpatch neighborhood. The line carries almost 18,000 passengers daily, at an average travel speed of seven miles per hour (mph) during the peak periods. Sources of delay include closely spaced bus stops and traffic congestion.

The Project will realign a portion of the 22-Fillmore route to continue along 16<sup>th</sup> Street onto Third Street and terminate at Mission Bay Boulevard North at 3<sup>rd</sup> street instead of at 3<sup>rd</sup> and 20<sup>th</sup> streets. The segment of the project corridor covers approximately one and a half miles along 16<sup>th</sup> Street between Utah and Third Streets, Third Street between Mission Bay Boulevard North and 16<sup>th</sup> Street, Mission Bay Boulevard North and South between Fourth and Third streets, and Fourth Street between Mission Bay Boulevard North and South.

The SFMTA believes that this work will improve safety, reliability, travel time, and service to the growing Mission Bay destination. The engineering changes to this route are expected to reduce travel times within the project corridor by 25%.

Under the project, the Contractor will install traffic signals, overhead wires, transit islands, pedestrian and transit bulbs, and perform related work, including replacement of sewer and water lines along the 22-Fillmore route on 16<sup>th</sup> Street between Utah and Third Streets, on Third Street between 16<sup>th</sup> Street and Mission Bay Boulevard North, and on adjacent streets in Mission Bay.

Because 16<sup>th</sup> Street is within the Vision Zero High-Injury Network, this project is a good candidate to install appropriate treatments to improve pedestrian safety. Transit bulbs and transit boarding islands will be constructed to enable more efficient passenger boarding and alighting. Pedestrian bulbs, raised crosswalks, and curb ramps will be constructed to enhance pedestrian safety. New or upgraded traffic signal infrastructure will be installed providing audible pedestrian and countdown signals meeting American with Disabilities Act (ADA) requirements.

In order to provide minimal disruption to the public, the 22-Fillmore Transit Priority Project will incorporate the San Francisco Public Utilities Commission's (SFPUC) Water Main Replacement and Sewer Main Replacement projects on 16<sup>th</sup> Street. The SFPUC will fund Water Main Replacement and Sewer Main Replacement projects on 16<sup>th</sup> Street. The SFPUC scope of work includes replacing or rehabilitating sections of existing sewer and drainage systems as well as potable water systems along 16<sup>th</sup> Street within the Project limits.

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The SFMTA's Capital Programs and Construction Division previously advertised this Contract on September 12, 2017, but the three bids received ranged from 28% to 50% above the Engineer's Estimate. After analyzing the bid prices, staff found that the underground utilities work trended higher and that several subcontractors were listed on all three bids. Consequently, on December 22, 2017, the Director of Transportation notified the SFTMA Board of Director that he had authorized staff to reject all bids received. The SFMTA rejected all bids on January 2, 2018.

In an effort to increase subcontractor competition, thus lowering bid prices, staff repackaged the Project into two smaller segments. This first construction contract covers the corridor between Utah Street and Mission Bay for segment one. The second construction contract (segment two) will complete the remaining scope on 16<sup>th</sup> Street between Utah and Church Streets and is tentatively expected to be advertised in late 2018.

**BIDS RECEIVED**

On April 19, 2018, the Director of Transportation notified the SFMTA Board of Directors that he had authorized a bid call for Contract No. 1303R in accordance with Board Resolution No. 09-191, which delegated, among other things, the authority to issue bid calls to the Director of Transportation.

On June 7, 2018, the SFMTA received the following four bids, which were responsive and met the LBE subcontracting goal:

No.	Bidders	Total Bid Price
1	Ranger Pipelines Incorporated	\$37,609,400.50
2	Mitchell Engineering	\$37,755,118.00
3	NTK Construction, Inc.	\$38,156,709.00
4	Balfour Beatty Infrastructure, Inc.	\$39,729,563.90

The engineer's estimate for the work was \$34,800,000. The bid submitted by Ranger Pipelines Incorporated (Ranger) is eight percent above the engineer's estimate. Staff has concluded that, although there is variation in some of the individual bid items, the SFMTA has obtained a fair and reasonable price for the Project.

The time allotted to substantially complete construction of the Project is 365 days from the date of the written Notice to Proceed. The Contractor shall complete all remaining work within 90 days from substantial completion, with the exception of the maintenance and plant establishment period. The Contractor shall maintain the landscaping for 720 days after substantial completion, after which time SF Public Works will take over that responsibility.

Bidders are required by the California Subletting and Subcontracting Fair Practices Act (Public Contract Code section 4104) to list all subcontractors that will perform more than one-half of one percent of the value of the Contract. Ranger listed the following subcontractors:

<b>Subcontractor</b>	<b>Status</b>	<b>Value</b>
Esquivel Grading + Paving	LBE	\$876,000
Bauman Landscape & Construction	LBE	\$3,038,180
Nor-Cal Pipeline Service		\$312,000
Apex Testing Laboratories	LBE	\$75,000
Phoenix Electric Company	LBE	\$9,253,000
Bay Tech Engineering	LBE	\$2,743,740
Reliance Engineering	LBE	\$2,782,600
Hernandez Engineering	LBE	\$500,000
Michael O'Shaughnessy Construction, Inc.	LBE	\$1,525,000

The Contract Compliance Office reviewed the bid proposals and determined that Ranger has made a commitment to achieve the 20% Local Business Enterprise (LBE) subcontracting participation goal established for this contract.

The Contract Compliance Office also confirmed that Ranger has committed to meet the Non-discrimination Equal Employment Requirements of the contract and is in compliance with the City's Equal Benefits ordinance.

On June 14 and 19, 2018, Mitchell Engineering submitted letters of protest questioning the experience and qualifications of Ranger and its personnel. Staff reviewed the documents submitted by Rangers and determined that Ranger is sufficiently qualified to manage this project and that Ranger and its sub-contractors have the experience to perform the work on this projects. On June 22, 2018, SFMTA formally denied Mitchell Engineering's protest.

## **STAKEHOLDER ENGAGEMENT**

SFMTA staff conducted extensive outreach on the Project TTRP proposals. Specifically, between January 2015 and June 2015, the Agency issued two surveys, and facilitated three community open houses at accessible locations within the project corridor. Agency representatives also met directly with neighborhood residents and merchant organizations. Through these efforts, the SFMTA received considerable public input about the proposed enhancements. Specifically, both residents and merchants noted support for implementation of transit-only lanes and improved pedestrian safety along the corridor.

Further public outreach will be scheduled both prior to and during construction to alert and engage communities within the project area. This outreach will include door-to-door outreach to merchants, neighbors, and community-based organizations, and will include a variety of tactics in order to reach the widest base of people. These tactics will include media ads, email alerts, issuing flyers, merchant and neighborhood association presentations, and other methods based on future community feedback. Our goal is to inform the community about the project, while educating them about the benefits of the project components. SFMTA staff offered District Supervisors briefings ahead of major milestones and copied them on Project updates. The Supervisors continue to support the Project and also

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provided feedback on the outreach ideas.

### **ALTERNATIVES CONSIDERED**

The Project team held discussions with City staff concerning whether the work should be done by in-house staff. Given the complexity of the project with overlapping utility work, the preference was to have a contractor perform the work because contractors have enough personnel to perform and complete the work in a timely manner, with minimal impact to transit operations. Staff determined that contracting out was the practical alternative.

### **FUNDING IMPACT**

This contract is funded by several sources: 2014 Transportation and Road Improvement General Obligation Bond (2014 GO Bond), Developer Impact fees, SFPUC Wastewater General Obligation Bond, SFPUC Water General Obligation Bond, and the City's General Fund.

The budget and financial plan for this Project is presented in Enclosure 2.

### **ENVIRONMENTAL REVIEW**

The proposed construction of capital improvements as described in the Transit Effectiveness Program is subject to the California Environmental Quality Act (CEQA). The TEP Final Environmental Impact Report (TEP FEIR) was certified by the San Francisco Planning Commission in Motion No. 19105 on March 27, 2014. Subsequently, on March 28, 2014 in Resolution No. 14-041, the SFMTA Board of Directors approved all of the TEP proposals, including the TTRP and Service-Related Capital Improvements, to improve transit performance along various Muni routes. As part of Resolution No. 14-041, the SFMTA Board of Directors adopted findings under CEQA, the CEQA Guidelines, and Chapter 31 of the Administrative Code (CEQA Findings), and a Mitigation Monitoring and Reporting Program.

In January 2016, the San Francisco Planning Department Environmental Planning Division reviewed proposed modifications to the TTRP.22 Expanded Alternative, referred to as the Modified Expanded Alternative. On January 8, 2016, the Planning Department issued a Note to File (TEP Checklist) to the TEP FEIR (Case Number 2011.0558E) for the proposed traffic signals, overhead wires, transit islands, and pedestrian and transit bulbs. On December 11, 2017, the Planning Department issued a Note to File (Case Number 2011.0558E) to the TEP FEIR for the proposed pedestrian improvements. Both Notes to File concluded that the proposed changes would not cause new significant impacts not identified in the FEIR or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts.

The proposed replacement of sewer and water lines along the 22-Fillmore route is subject to CEQA. CEQA provides a categorical exemption from environmental review for replacement or reconstruction of existing structures and facilities where the new structure will be located on the same

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site as the structure replaced and will have substantially the same purpose and capacity as the structure replaced as defined in Title 14 of the California Code of Regulations Section 15302.

On November 28, 2017, the Planning Department determined (Case Number 2017-015444ENV) that the proposed 16<sup>th</sup> Street sewer work (“SFPUC - 16th Street Sewer Main Replacement Project on 16th St. from Dolores St. to Missouri St.”) is categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15302. On May 26, 2017, the Planning Department determined (Case Number 2017-007139ENV) that the proposed 16<sup>th</sup> Street water main replacement (“SFPUC - 8-, 12-, 8 16-Inch Ductile Iron Water Main Replacements Project on 16th Street”) is categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15302. The proposed action related to the sewer and water work is the Approval Action as defined by the S. F. Administrative Code Chapter 31.

A copy of the above CEQA determinations are on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at 1650 Mission Street in San Francisco, and are incorporated herein by reference.

**OTHER APPROVALS RECEIVED OR STILL REQUIRED**

The City Attorney’s Office has reviewed the calendar item. No other approvals are required.

**RECOMMENDATION**

Staff recommends that the SFMTA Board of Directors award San Francisco Municipal Transportation Agency Contract No. 1303R, 22-Fillmore Transit Priority Project, the first construction contract of 16th Street Improvement Project, to Ranger Pipelines Incorporated, as the lowest responsive and responsible bidder, to construct capital improvements as proposed in the Transit Effectiveness Program to realign a portion of the 22-Fillmore route and to reduce delays to the route, in the amount of \$37,609,400.50, and for a term of 365 days to substantial completion.

SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, SFMTA Contract No. 1303R, 22-Fillmore Transit Priority Project, the first construction segment of the 16th Street Improvement Project (the Project), is part of SFMTA's Muni Forward Program, (formerly, the Transit Effectiveness Program or TEP), with a goal of reducing travel times and enhancing reliability across the SFMTA's transit network; and,

WHEREAS, The TEP report identified a variety of Travel Time Reduction Proposals (TTRPs), where, drawing from the Transit Preferential Streets Toolkit, which includes different engineering measures to improve transit service, engineering strategies are oriented to specifically address the delays transit vehicles experience along rapid routes; and,

WHEREAS, The 22-Fillmore trolley bus route, which connects the Marina District to Potrero Hill and the Dogpatch neighborhood carries more than 18,000 passengers daily, and operates at an average speed of seven miles per hour during peak periods; and,

WHEREAS, On April 19, 2018, the Director of Transportation notified the SFMTA Board of Directors that he had authorized a bid call for Contract No. 1303R in accordance with Board Resolution No. 09-191, which delegated, among other things, the authority to issue bid calls to the Director of Transportation; and,

WHEREAS, On June 7, 2018, the SFMTA received and publicly opened four bids in response to its Invitation for Bids; and,

WHEREAS, The SFMTA determined that Ranger Pipelines Incorporated, located at 1790 Yosemite Avenue, San Francisco CA, 94124, is the responsible contractor that submitted the lowest responsive bid in the amount of \$37,609,400.50; and,

WHEREAS, Mitchell Engineering, the second low bidder, submitted a protest questioning the experience and qualifications of Ranger Pipelines and its personnel; staff determined that Ranger Pipelines and its subcontractors have the necessary experience to perform the work on this Project; thus, the protest was denied; and,

WHEREAS, The Contract Compliance Office reviewed the bid proposals and confirmed that Ranger Pipelines Incorporated made a commitment to achieve the Local Business Enterprise (LBE) subcontracting goal of 20% established for this contract and will commit to meeting the non-discrimination and equal employment requirements of the Contract; and,

WHEREAS, Funding for the construction services under this Contract comes from the 2014 Transportation and Road Improvement General Obligations Bond, Developer Impact Fees, SFPUC Wastewater General Obligation Bond, SFPUC Water General Obligation Bond, and the General Fund of the City and County of San Francisco; and,



WHEREAS, This project was analyzed in the TEP Final Environmental Impact Report (TEP FEIR) certified by the San Francisco Planning Commission in Motion No. 19105 on March 27, 2014; and,

WHEREAS, Approval for traffic and parking modifications to implement various projects along the 22-Fillmore route included in the Service-Related Capital Improvements of the Muni Forward program relies on said TEP FEIR, and information pertaining to the TEP FEIR is set forth in a SFMTA Resolution No 14-041, adopted on March 28, 2014, which is on file with the Secretary to the SFMTA Board of Directors and incorporated herein by reference; and,

WHEREAS, As part of Resolution No. 14-041, the SFMTA Board of Directors adopted findings under the California Environmental Quality Act (CEQA), the CEQA Guidelines, and Chapter 31 of the Administrative Code, and adopted a Mitigation Monitoring and Reporting Program (MMRP), which documents are on file with the Secretary to the SFMTA Board of Directors and are incorporated herein by reference as though fully set forth; and,

WHEREAS, The SFMTA Board concurs with the CEQA Finding, and the Statement of Overriding Consideration, and most specifically as they relate to the 22-Fillmore project, as identified in Resolution No. 16-013, adopted by the SFMTA Board on January 19, 2016; and,

WHEREAS, On January 8, 2016, the Planning Department issued a Note to File (Case Number 2011.0558E) to the TEP FEIR for the proposed traffic signals, overhead wires, transit islands, and pedestrian and transit bulbs; and, on December 11, 2017, the Planning Department issued a Note to File (Case Number 2011.0558E) to the TEP FEIR for the proposed pedestrian improvements, concluding for both Notes to File that the proposed changes would not cause new significant impacts not identified in the FEIR or result in a substantial increase in the severity of previously identified significant impacts, and no new mitigation measures would be necessary to reduce significant impacts; and,

WHEREAS, On November 28, 2017, the Planning Department determined (Case Number 2017-015444ENV) that the proposed 16<sup>th</sup> Street water work (“SFPUC - 16th Street Sewer Main Replacement Project on 16th St. from Dolores St. to Missouri St.”) is categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15301; and,

WHEREAS, On May 26, 2017, the Planning Department determined (Case Number 2017-007139ENV) that the proposed 16th Street water main replacements (“SFPUC - 8-, 12-, 8 16-Inch Ductile Iron Water Main Replacements Project on 16th Street”) is categorically exempt from CEQA as defined in Title 14 of the California Code of Regulations Section 15301; and,

WHEREAS, The proposed action for the sewer and water work is the Approval Action as defined by S. F. Administrative Code Chapter 31; and,

WHEREAS, Copies of all CEQA documents and determinations, including a subset of the TEP MMRP pertinent to the project, is on file with the Secretary to the SFMTA Board of Directors, and is incorporated herein by reference; now, therefore, be it

RESOLVED, That the SFMTA Board of Directors has reviewed and considered the Transit Effectiveness Program Environmental Impact Report and record as a whole, and finds that the proposed approvals herein are within the scope of the Transit Effectiveness Program and incorporates the California Environmental Quality Act findings contained in Resolution No. 14-041, including the Statement of Overriding Considerations by this reference thereto as though fully set forth, and be it further

RESOLVED, That SFMTA Board of Directors awards San Francisco Municipal Transportation Agency Contract No. 1303R, 22-Fillmore Transit Priority Project, the first contract for the 16<sup>th</sup> Street Improvement Project, to Ranger Pipelines Incorporated, as the lowest responsive and responsible bidder, to construct capital improvements as proposed in the Transit Effectiveness Program to realign a portion of the 22-Fillmore route and to reduce delays to the route, in the amount of \$37,609,400.50, and for a term of 365 days to substantial completion.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of August 21, 2018.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency

ENCLOSURE 2

22-Fillmore Transit Priority Project, (first contract for 16th Street Improvement Project)

San Francisco Municipal Transportation Agency, Contract No. 1303R,

Project Budget and Financial Plan

Cost	Amount
Detail Design Phase Staff Support (SFMTA and Other City Services)	\$2,000,000
Construction Phase Construction Contract, Contingency, and Staff Support	\$51,000,000
<b>Total Cost</b>	<b>\$53,000,000</b>

Funding	Amount
GeneralFundPropBTransitFY20	\$3,000,000
GOBOND(PropA)MuniForwardFY15	\$2,500,000
GOBOND(PropA)CompleteStreetsFY18	\$13,700,000
GOBOND(PropA)CompleteStreetsFY20	\$5,800,000
Developer Impact Fees FY14, FY15, FY16	\$2,400,000
Developer Impact Fees FY 18	\$9,600,000
Developer Impact Fees FY 19	\$2,200,000
SFPUC Water General Obligation Bond	\$9,200,000
SFPUC Waste Water General Obligation Bond	\$4,600,000
<b>Total Funding</b>	<b>\$53,000,000</b>