

Meeting Date:	July 22, 2024
To:	Public Works Commission
Through:	Carla Short, Public Works Director Ronald Alameida, Deputy Director and City Architect
From:	Joe Chin, Public Works Program Manager
Subject:	Contract No. 1000015268 Zuckerberg San Francisco General (ZSFG) Building 5 Seismic Upgrade and Renovation - Contract Modification

**Director's Recommendation**: Approve an increase of \$25,923,076 to the contract cost contingency and authorize the Director Public Works to approve future modifications for Contract No. 1000015268 ZSFG Building 5 Seismic Upgrade and Renovation up to a total contract amount of \$120,974,354; and approve an increase of 572 calendar days to the contract duration contingency and authorize the Director of Public Works to approve future modifications up to a total contract duration up to a total contract duration set of 2,144 calendar days.

**Contract Background**: The Work is located at the Zuckerberg San Francisco General Campus, 1001 Potrero Avenue in Building 5. Building 5 was the former acute care hospital prior to the completion and operationalization of the new ZSFG Hospital and Trauma Center (Building 25) in 2015. The Department of Public Health's (DPH) vision for Building 5 is to convert it into the new Ambulatory Care Center/Outpatient Care Center by consolidating many of the outpatient specialty clinics located throughout different buildings on the ZSFG campus or offsite into Building 5. All of the projects under this contract are critical in realizing DPH's vision.

Under this construction contract, the General Contractor will be contracted to complete the renovation of eight separately permitted projects through the Department of Healthcare Access Information (HCAI), a state agency that is the authority having jurisdiction for hospital construction) (formerly OSHPD – Office of Statewide Health Planning and Development). Each of the eight projects was in different phases of the project life cycle and with different design and construction milestone dates. For example, some projects had received plan approval/building permit and were ready to start construction. Other projects were still in the beginning stages of design with construction not projected to start for a couple of years after the issuance of the preconstruction notice-to-proceed (NTP). Public Work's estimate for the cumulative construction cost for these eight projects was in the range of \$80 - \$90 million.

The original eight projects are as follows:

### 1. <u>Seismic Upgrade</u>

The existing Building 5 was constructed in 1970's and consists of reinforced concrete building shear wall lateral system with post-tensioning slabs and beams and reinforced concrete columns. The overall project is a voluntary seismic upgrade that includes improvements to the shear and displacement capacity of existing reinforced concrete

columns by sawcutting the columns from spandrel beams, adding externally bonded fiber reinforced polymer (FRP) wrap, strengthening with reinforced concrete to select building structural elements, tension strengthening of concrete slabs, and installation of a building separation/seismic joint to accommodate expected lateral displacements. This project includes various seismic retrofit scopes that will directly impact at least 206 rooms throughout the building; indirect impacts due to adjacencies will occur in at least 400-600 rooms.

### 2. Dialysis Relocation

This project relocates the existing outpatient Dialysis Department located in the existing Building 100 to Building 5,  $3^{rd}$  floor. The project scope includes selective demolition on the  $3^{rd}$  floor and  $2^{nd}$  floor below the project area and interior renovation on  $3^{rd}$  floor. The gross project area for the new Dialysis Clinic is 11,300 gross square footage (GSF). The majority of the demolition at this space has been completed under a separate construction contract.

### 3. <u>Public Health Laboratory Relocation (PHL)</u>

This project relocates the City and County of San Francisco's Public Health Laboratory currently located on the 4th Floor of 101 Grove Street, San Francisco, CA 94102 to the basement level of Building 5. The project is approximately 11,703 GSF and will consist of administrative area and laboratory spaces that comply with various bio-safety classification levels (BSL): (1) All laboratory areas, unless otherwise noted - BSL-2 and (2) Mycobacteriology Suite - BSL-3.

## 4. Information Technology (IT) Infrastructure

This project consists of repurposing existing rooms and existing vacant elevator shaft to upgrade the IT Infrastructure in Building 5. The current scope only includes providing new chillers (cooling equipment) and chilled water piping and localized cooling equipment to existing IDF (intermediate distribution frame) Rooms. The original scope had to be substantially reduced in order to align with funding availability.

## 5. Family Health Center Relocation (FHC)

This project involves the relocation of the Family Health Center (FHC) clinic currently residing in Building 80 (1<sup>st</sup> and 5<sup>th</sup> Floors) into Building 5, 5<sup>th</sup> Floor in Wards 5C, 5D, and 5E. The FHC program provides the full scope of primary care services for children, adolescents, adults, elderly, and homebound patients. The approximate area of renovation for the new FHC is approx. 25,000 GSF.

### 6. <u>Psychiatric Emergency Services (PES) Expansion</u>

This project relocates and expands the existing 4,600 GSF Psychiatric Emergency Services Department from the southwest corner on the 1<sup>st</sup> floor of Building 5 (Ward 1B), to the southeast area of the 1<sup>st</sup> floor (Ward 1E). The scope includes a dedicated PES ambulance drop-off adjacent to the Adult Urgent Care Entrance between Building 5 and the new USCF Research Building to the west. The scope adds approximately 1,800 GSF for an expanded day room, patient services, and secure staff work and support areas.

### 7. Building 80/90 Specialties Services

This project involves the relocation of Specialty Clinic Services from Building 80/90 to Wards 4B and 4H in Building 5. The vision is to consolidate some of the other specialized services currently residing in different areas within Building 5 to Ward 4D. If ZSFG Leadership proceeds with the entire specialty services relocation/consolidation scope, the area of impact will be approximate 17,000 GSF of

interior renovation featuring centralized patient arrival, minimized patient travel within clinics, and enhanced communication and signaling amongst patient care providers.

## 8. <u>Clinical Laboratory Automated Track Replacement</u>

This project involves the installation of a new automation track, equipment and associated support spaces for the Clinical Laboratory on the second floor of Building 5 in Ward 2M. The Clinical Laboratory provides routine and 24/7 emergency diagnostic laboratory procedures on blood, body fluids and other specimen types for the hospital. Comprised of two phases, Phase One includes the enabling work and temporary relocation of the Hematology department from the future Automation Track room to another location in the Clinical Laboratory. Phase Two includes the installation of the automation track, equipment and associated support spaces. The Hematology department will then relocate back to the automation track room. The approximate area of renovation is approx. 3,500 GSF.

In order to streamline the communication and coordination of construction schedule, phasing, and construction scopes between these eight projects, Public Works believed that it is essential there is only one General Contractor selected to manage and provide oversight over the various trade subcontractors in order for the projects to be setup for success. For example, the Seismic Upgrade project has specific retrofit scopes (i.e. column strengthening, fiber reinforced polymer wrap, concrete sawcutting, etc.) that occurs within the project area of the Clinical Laboratory Track Replacement, Psychiatric Emergency Services, and Public Health Laboratory. By having these projects under one General Contractor, the project scopes can be coordinated, phased, and/or completed by the same trade contractors. The outcome is that the project space and/or occupants will only be impacted once.

Because of the complexity of healthcare construction in general that is further compounded by the need to manage and coordinate eight projects internally between the General Contractor and trade subcontractors as well as externally between the General Contractor and Public Works and DPH, and the need for the Contractor to be onboarded early enough during the preconstruction phase to develop critical phasing plans, Public Works chose to utilize an integrated project delivery method called Construction Manager/General Contractor ("CMGC") in lieu of the standard Design-Bid-Build delivery method (aka low bid) to deliver the projects under this contract. The CMGC will play a critical role in assisting Public Works and DPH with site logistics planning, development of complicated phasing plans that will minimize impact to hospital operations, constructability review of design drawings, selection of trade contractors, and coordination of scopes of work that intersect across multiple projects. By utilizing the CMGC delivery method, Public Works can select the best qualified CMGC that will provide the "best value" to successfully deliver the projects based on past project experiences with similar type projects and constraints and providing a competitive price for the Work. "Best Value" refers the set of selection criteria established by Public Works that is based on the combination of the non-cost criteria and cost criteria: (1) Noncost criteria refers to CMGC's qualifications (company and CMGC Team) and (2) Cost Criteria refers to the CMGC's bid that will include pricing for preconstruction lump sum cost, CMGC fee, and general conditions cost to complete the projects.

The CMGC was selected utilizing a two-step process: (1) Request for Qualifications (RFQ) and (2) Request for Proposal (RFP). The RFQ process was used to screen interested general contractors to ensure they have sufficient prior hospital construction experience in an active hospital as well as a detailed understanding in the development infection control plans that will

need to fully integrate with the new work and phasing. The outcome of the RFQ process created a pre-qualified pool of General Contractors that can participate in the RFP process. During the RFP process, pre-qualified General Contractors were asked to submit bids for the preconstruction lump sum pricing based on discrete tasks defined by Public Works; CMGC fee (%) that will be applied to all trade package buyout; Performance and Payment Bonds, and CMGC general conditions cost (CMGC staff costs) based on a contract duration defined by Public Works. The final CMGC was selected based on the Team with the highest score using a 55% weight for the non-cost criteria and 45% weight for the cost criteria.

On March 13, 2020, Public Works awarded this CMGC Contract to Pankow Builders ("Pankow") based on the outcome of the RFP process. On June 15, 2020, Public Works issued the notice-to-proceed (NTP) that authorized Pankow Builders to commence with the pre-construction services for all eight projects outlined above. On November 9, 2020, Public Works issued the first construction NTP that authorized Pankow to proceed with the construction services for two of the eight projects: (1) Dialysis Relocation and (2) Public Health Laboratory. The issuance of the first NTP triggered the start of the 1,369 calendar days (45 months) construction duration for all eight projects with a Substantial Completion Date of August 8, 2024 and 60 calendar days between Substantial Completion and Final Completion with a Final Completion Date of October 7, 2024.

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Excerpt from the CMGC RFP (estimated dates):

The RFP bid document stipulated that the construction of all eight projects will be completed within 1,369 calendar days. As each project is ready to commence with construction, Public Works will be issuing a separate construction NTP that will initiate the start of the construction duration for each individual project. Conceptually, each individual project construction duration will be completed within the overall CMGC contract duration of 1,369 calendar days, and if the eight projects could not be completed within that duration, Public Works will be issuing a construction change order to extend the overall contract duration.

### **Reason for Modification:**

The reasons why Public Works is requesting for approval to increase the contract cost contingency and contract duration can be summarized into three major categories: (1) CMGC cost and time true-up/reconciliation; (2) Higher bid prices received during Trade Package Buyout/Bidding; and (3) Construction Change Orders.

#### (1) <u>CMGC Cost and Time True-up/Reconciliation</u>

For CMGC Contracts, there is always an inherent expectation and understanding that there will be a need for Public Works to true-up and reconcile the construction amount and construction durations for each project as well as the overall contract amount and contract durations once all scopes are defined and the projects are bid out through the CMGC as trade bid packages.

The reason is because all cost amounts and construction durations included in the RFP are estimates that have been defined by Public Works in order to provide a level playing field for the General Contractor's bid pricing during the RFP process. During the RFP bidding process, General Contractors are asked to provide a CMGC fee/markup percent that will be applied to the construction budget provided by Public Works as well as a CMGC general conditions monthly rate that will be applied to the overall contract duration provided by Public Works. The CMGC general conditions cost is intended to compensate the CMGC for their project management and trade subcontractor management services during the construction phase. The General Contractor that submits the lowest (most competitive) price will be assigned the highest score for the cost criteria during the RFP selection process. For example, in the RFP document, Public Works stipulates that the Seismic Upgrade project's estimated direct cost budget is \$15 million with a construction duration of 900 calendar days between NTP and Substantial Completion. The General Contractor was requested to provide a monthly CMGC general conditions monthly rate for 45 months (1,369 calendar days).

#### Excerpt from the RFP Bid Form (CMGC Pricing Structure):

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	Projects	Bid Item	Bid Item Description	Proposed Unit Pricing	Multiply	Estimated Direct Cost (\$) Budget	Project Duration (months)	Equals	Bid Amount
1	SEISMIC UPGRADE (PHASE 2)	B1	CM/GC Fees	8	x	\$ 15,000,000.00		( <b>-</b> )	
2	DIALYSIS RELOCATION	B2	CM/GC Fees	8	x	\$ 7,000,000.00		=	
3	PUBLIC HEALTH LABORATORY RELOCATION (PHL)	B3	CM/GC Fees	8	x	\$ 9,000,000.00			
4	IT INFRASTRUCTURE	B4	CM/GC Fees	8	x	\$ 7,000,000.00		- 200	
5	FAMILY HEALTH CENTER (FHC) RELOCATION	B5	CM/GC Fees	8	x	\$ 14,000,000.00		-	
6	PSYCHIATRIC EMERGENCY SERVICES (PES) EXPANSION	B6	CM/GC Fees	8	x	\$ 7,000,000.00		=	
7	BUILDING 80/90 SPECIALTY SERVICES	87	CM/GC Fees	8	×	\$ 7,000,000.00		(1=)	
8	CLINICAL LABORATORY AUTOMATED TRACK REPLACEMENT	B8	CM/GC Fees	8	x	\$ 2,000,000.00		()= ()	
	ALL PROJECTS	B9.1	General Conditions per month (NTP to Substantial Completion)	\$/month	x		45	-	
	ALL PROJECTS	B9.2	General Conditions per month (Substantial Completion to Final Completion)	\$ /month	x		2		

#### **TABLE BB - Construction Services**

During the preconstruction phase, one of the CMGC's first task is to validate Public Works' estimated cost budget by providing their own cost estimate for each project based on current market conditions and escalation trends, equipment lead times, relationships with trade subcontractors, and any other relevant cost factors. Another task is for the CMGC to develop a detailed construction schedule to validate Public Works' estimated contract duration for each project that will be used for the CMGC's trade package bidding. This is the first step toward the contract cost and contract duration reconciliation for each project. However, the final cost for each project will not occur until each project has completed the trade package bidding/buyout. The major trade package bidding/buyout typically includes the following scopes advertised as separate bid packages: demolition and hazardous material abatement; drywall/framing; mechanical; electrical; plumbing; fire alarm; fire sprinkler; ceiling; painting; flooring; door frame and hardware; concrete; structural steel; and cabinetry. The cumulative total of all of the trade package bids will establish the final construction cost for that project (or final buyout price).

Specifically, the final actual trade package bidding/buyout costs for all of the projects in this contract came in higher than the original estimated cost budget. Because of the higher bids, Public Works and DPH had to make tough decisions to defer projects and reduce scope in order to align construction costs with funding availability. Due to insufficient funding from the 2016 Public Health and Safety Bond Program (2016 PHS) to complete all planned projects, DPH have decided to move forward only with the projects that had received HCAI plan approval and were shovelready. Of the eight projects in this CMGC contract, the Family Health Center (FHC) and Building 80/90 Specialties Services (Building 80/90 Specialties) were placed on-hold and removed from this contract until a new funding source can be identified. Fortunately, DPH was able to garner support from the SFGH Foundation who have committed to a capital campaign to leverage funding for Building 5 capital projects. With the availability of SFGH Foundation Gift/Donation funds, both FHC and Building 80/90 Specialties are moving forward but will now be delivered as separate construction contracts outside of this CMGC contract. For Psychiatric Emergency Services, DPH secured an additional \$11,400,000 from the 2020 Health and Recovery Bond Program to supplement the 2016 PHS funding allocation for this project, which allowed this project to move forward. For Clinical Laboratory Automated Track, DPH secured General Fund funding using the

Certificates of Participation (COP) Program to supplement the 2016 PHS Funding, which also allowed this project to move forward. Furthermore, the original scopes for IT Infrastructure have been significantly reduced and have gone through numerous rounds of value engineering in order to better align construction costs with funding availability. The remaining scopes for IT Infrastructure will only focus on upgrading the cooling system to existing or new IDF Rooms.

Below is a summary of the original estimated cost budgets, the actual trade package bids/buyout costs, and remaining trade package bids/buyout for each project:

	Projects	Original Construction Budget/ Estimate (RFP)	Actual Trade Package Bids/ Buyout)	Remaining Trade Package Bids/Buyout	Delta
P1	Seismic Upgrade (Phase 2)	18,500,433	25,236,131	0	6,735,699
P2	Dialysis Relocation	8,633,681	15,478,703	65,000	6,910,022
P3	Public Health Lab Relocation	11,100,235	21,873,367	15,000	10,788,132
P4	IT Infrastructure	8,633,536	6,847,252	1,500,000	(286,284)
P5	Family Health Center (Project Deleted)	17,267,026	143,474	0	(17,123,552)
P6	Psychiatric Emergency Services	8,633,530	8,770,565	7,339,269	7,476,303
P7	Building 80/90 Specialties Services (Project Deleted)	8,633,521	62,921	0	(8,570,600)
P8	Clinical Lab Automated Track Replacement	2,466,735	6,500,191	15,000	4,048,456
		83,868,697	84,912,604	8,934,269	9,978,176

Even though the Family Health Center and Building 80/90 Specialties Services Projects have been removed from this contract, it still did not provide sufficient contract capacity for Public Works to award the remaining trade package bids/buyout for IT Infrastructure and Psychiatric Emergency Services Projects (PES). Public Works is projecting \$8,934,269 of remaining trade package bids/buyout: (1) \$1,500,000 to complete the trade package bids/buyout for IT Infrastructure and (2) \$7,339,000 to complete the trade package bids/buyout for PES.

The increase in the construction cost contingency will allow Public Works to continue the award of approximately \$8,934,269 of remaining trade package bids/buyout and complete the projects.

## (2) Higher Bid Prices Received During Trade Package Bidding/Buyout

In addition to the inherent need to true-up and reconcile the CMGC cost and time for all projects between the estimated cost budgets and actual bids, the projects also encountered unprecedented escalation that impacted project costs.

The bidding for Seismic Upgrade, Dialysis, Public Health Laboratory, and Clinical Laboratory Projects occurred during the January 2021 through August 2021 time period, which was during the height of the COVID pandemic, contributing significantly to the higher bid pricing. During this time period, the Project Team was tracking market conditions to understand the pricing trends and identified at least five cost drivers that were directly impacting project costs for Building 5 projects.

Cost Driver #1 – Unprecedented material cost escalation. Since April 2020, material prices had steadily increased by nearly 13%. Copper and steel mill products have increased by 37% and 20%, respectively. Material production was also unable to keep up with demand due to factory shutdowns and lead to significant increase to material costs.

Cost Driver #2 – Construction market shifting to residential construction. Since April 2020, residential construction had increased by 21%. There is a premium price to attract Contractors to commercial projects, especially hospital construction projects, which contributed to higher bid prices.

Cost Driver #3 – Construction in Building 5 is challenging. The building is under HCAI jurisdiction (state agency), which demands the highest standard of quality and reduction in subcontractor labor productivity. The building is occupied, and all construction work requires detailed infection control procedures to be setup prior to the commencement of any work. Proximity to COVID-19 testing and patients has intimidated some contractors. The building contains post-tensioned tendons as part of the structural slabs that require a lot more care from subcontractors to avoid damaging the tendons, which also impacts subcontractor's labor productivity. All of these existing factors contributed to higher bid prices.

Cost Driver #4 – COVID-19 Health Order Cost Impacts. The uncertainties associated with continuing updates to the health order requirements at the time have added to perceived risks for contractors and the impacts to contractors' productivities as they were required to re-sequence their field activities to maintain social distancing.

Cost Driver #5 – Challenging Bid Environment. Prior to the pandemic, there was already a limited subcontractor pool that has hospital construction (HCAI) experience. During the bidding process, many pre-qualified subcontractors withdrew from the bidding process. Projects needed to pay a premium cost to attract qualified subcontractors to work in a high-risk project environment.

The increase in the construction cost contingency will allow Public Works to continue the award of \$8,934,269 of remaining trade package bids/buyout and complete the project as a result of the higher bid prices.

## (3) Construction Change Orders

### **Increase to Construction Cost Contingency**

As of July 1, 2024, Public Works has executed 23 change orders totaling \$8,252,705.09 (9.6% of the allocated 10% construction cost contingency) resulting in a total revised contract amount of \$94,662,958.09. There has been no contract duration approved to date, and the total contract duration remains at 1,429 calendar days. Of the approved change order amount, approximately 2.8% has been categorized as "unforeseen conditions."

Building 5 was constructed in the 1970's, and this is first time this building has seen this number of major renovations in the building since it was constructed. As with many older buildings, the project is constantly encountering unforeseen conditions that result in the need for design revisions that impact overall project cost and schedule. However, unforeseen condition issues are further amplified for Building 5 because the building is occupied, constructed with a post-tensioned tendons structural slab system, and consists of many existing building elements (walls, ceilings, and overhead utilities) that are not code compliant and may require an upgrade to meet current code as determined by HCAI.

For example, in the Dialysis Relocation, the project was delayed over 6 months while Contractor worked with the Public Work Design Team to redesign over 60% of the nurse station treatment station walls so that the wall anchorages can be installed in locations to avoid conflicts with existing reinforcing steel and post-tensioned tendons. Contractor had to scan the slab to identify the locations of all existing reinforcing steel and tendons so that the Design Team can move walls to fit around them. Further complicating the issue was that these nurse station walls were partial height which required a more robust metal framing system since the walls cannot be anchored to the ceiling and 3" - 4" holes had to be cored in the slab to bring electrical and plumbing to these locations. Once the redesign was completed by the Design Team, Contractor could not proceed with the revised scope until the design revisions were approved by HCAI, which could be a minimum of 30-day review process, and possibly longer if there are HCAI review comments that require a design revision to HCAI as a backcheck. This example is a very typical illustration of the change process that the project team needs to go through if there are any material alterations to the permitted drawings to address unforeseen conditions or design errors and omissions.

To address the unforeseen conditions that are frequently uncovered during the demolition and hazardous material abatement activities early on the project, Public Works and DPH have adopted a strategy, when feasible, to separate the demolition scopes from the main renovation (build-out) scopes of a project. For example, in the Psychiatric Emergency Services (PES) Project, Public Works separated it into two stand-alone, separately HCAI permitted projects: (1) PES Early Demolition and (2) PES Main Renovation. This strategy allowed demolition to proceed while the main renovation project was still going through HCAI plan review. The plan is that by the time the early demolition project is completed, the project team can immediately move forward with construction of the main renovation scopes. Furthermore, this approach also allowed Public Works to onboard trade subcontractor, after the completion of the demolition activities but prior to the NTP for the main renovation scopes, to prepare the floor and scan the slab to locate existing reinforcing steel and post-tension tendons and start the constructability review of the new wall layout. Conflicts between new walls and existing conflicts in the slab were one of the unforeseen conditions that have consistently delayed projects and have led to numerous change orders. If Public Works did not proceed with the approach for PES, the duration for this project would have been extended by over a year.

Working in an occupied and operational hospital also comes with its own set of challenges, constraints, and risks as Contractor is often asked to re-sequence construction activities in order to minimize impact to hospital operations and/or Contractor's construction activities involving connecting to or demolish existing utilities that are providing water, power, medical gas, fire alarm, fire sprinkler, airflow, or sewage connections, to other spaces within the hospital, which leads to project schedule delays and increased costs. For example, in the Seismic Upgrade, the project is currently working with ZSFG Facilities on how best phase the seismic improvements in Ward 4A Skilled Nursing Facility (SNF). The original plan was for Ward 4A to relocate to another clinic temporarily for six months so that the seismic improvements can proceed. However, due to licensing concerns, Ward 4A will not be relocating, and the Team is working with Contractor and ZSFG Facilities to phase the work so that the Ward 4A patients will remain there while the work is ongoing. Understanding these clinical impact constraints, Public Works have already included the requirements for loud construction activities (such as concrete chipping and drilling into concrete, grinding concrete, etc.) and utility connections needs to be completed during the weekends or off-hours when clinics are generally closed; nonetheless despite the best planning,

there are still unanticipated situations where clinical operations are still impacted, and construction activities must be readjusted and rescheduled.

Below is a summary of the approved COs to date, pending change orders under review, and potential change order exposure:

	Projects	Approved COs (thru CO #23)	Pending Change Orders (Under Review)	Potential Change Order Exposure
P1	Seismic Upgrade (Phase 2)	1,205,311	4,763,896	300,000
P2	Dialysis Relocation	1,902,961	3,261,703	500,000
P3	Public Health Lab Relocation	2,626,024	4,125,760	1,200,000
P4	IT Infrastructure	907,352	905,135	200,000
P5	Family Health Center (Project Deleted)	(115,366)	0	0
P6	Psychiatric Emergency Services	205,130	867,193	1,000,000
P7	Building 80/90 Specialties Services (Project Deleted)	(83,197)	0	0
P8	Clinical Lab Automated Track Replacement	1,604,490	573,693	200,000
		8,252,705	14,497,380	3,400,000

"Pending change orders that are under review" refers to change orders that have been submitted by Pankow but under review by Public Works for merit and cost validation. "Potential change order exposure" refers to the Public Works change order contingency budget that Public Works is using to forecast and track future (not submitted) possible change order exposure until the project is fully completed. Projects that are closer to being completed (such as Dialysis and Clinical Laboratory) are carrying a smaller change order exposure budget as they have less risks associated with change orders as the project nears completion. Between these two cost categories, Public Works is estimating a final change order exposure of up to approximately \$17,900,000 across all six active projects.

The requested contract cost contingency increase will be used to allow Public Works to issue future change orders complete that is estimated in to be approximately \$17,900,000 to compensate Pankow for change orders that have been reviewed and approved by Public Works for merit and costs.

#### **Increase to Construction Duration Contingency**

The current contractual Substantial Completion date is August 8, 2024 (1,369 calendar days) with a Final Completion Date of October 7, 2024 (60 calendar days). Even though Public Works have not approved any time extension to date, the current six active construction projects (Seismic Upgrade, Dialysis Relocation, Public Health Laboratory Relocation, IT Infrastructure, Clinical Laboratory Track Replacement, and Psychiatric Emergency Services) will not be completed by October 7, 2024.

Because this CMGC contract was setup for the CMGC to manage and complete multiple separately permitted projects, the overall construction duration for this contract needs to be extended to align the last project to be completed, even though other projects may be completed early. For example, Public Works is currently targeting to complete the Clinical Laboratory Track Replacement by 3Q, 2024 and Dialysis Relocation by 2Q, 2025. However, Psychiatric Emergency Services is the latest

project for Public Works to issue construction NTP (May 13, 2024) with a construction duration of 18 months, which means that project will not be completed no earlier than 1Q, 2026.

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	Projects	Construction NTP	Projected Substantial Completion
P1	Seismic Upgrade (Phase 2)	6/8/2021	1Q, 2026
P2	Dialysis Relocation	11/9/2020	2Q, 2025
P3	Public Health Lab Relocation	11/9/2020	3Q, 2025
P4	IT Infrastructure	1/5/2022	1Q, 2025
P5	Family Health Center (Project Deleted)	NA	NA
P6	Psychiatric Emergency Services	5/13/2024	1Q, 2026
P7	Building 80/90 Specialties Services (Project Deleted)	NA	NA
P8	Clinical Lab Automated Track Replacement	11/29/2021	3Q, 2024

As of July 2024, below is a summary of the projected completion dates for each of the projects:

The increase to the construction duration contingency is needed in order to allow Public Works to extend the contract duration for Contractor to complete all projects, and in particular, for Contractor to complete the Seismic Upgrade and Psychiatric Emergency Services, which is targeted to be completed by no earlier than 1Q, 2026.

Each project has experienced delays due to a multitude of different project-specific reasons, but generally, the project schedule delays are driven by factors such as unforeseen conditions, redesign due to value engineering, design errors and omissions, Owner-requested changes, delays on one project impacts another project, stringent infection control requirements, and delay in delivery of owner-furnished equipment.

Below is a summary of some examples that highlight project-specific delays:

- IT Infrastructure: the need to reduce scope to align construction cost with funding availability has extended the construction duration for this project. As of July 2024, Public Works is anticipating completing the price negotiation for the reduced scope by 3Q, 2024, which will allow the main utility scope to proceed.
- Public Health Laboratory: DPH requested a maintenance platform to be installed inside an existing elevator shaft that is being repurposed for installing mechanical ductwork and piping that will be used to support different projects. During the excavation for the underslab plumbing, it was discovered that the plumbing had to be installed to a lower elevation in order to avoid conflicts with the existing building foundation. This additional excavation has resulted in delays to the project schedule.
- Dialysis Relocation and Public Health Laboratory: In addition to the redesign of the nurse station walls that was discovered previously, the construction start for the Dialysis Project was also delayed because of the late completion of the Rehabilitation Department Relocation Project, which being completed by another Contractor and outside of this contract. The reason why the delay to the Rehabilitation Department Relocation Project impacted the construction NTP for both Dialysis Relocation and Public Health Laboratory is because of the three projects share the same project area and become a "domino-effect" delay. The Rehabilitation Department Project included

as part of the project scope, an area that was intended for the future Dialysis Project. The previous Rehabilitation Department clinic space is where the new Public Health Laboratory will be constructed. Because the Rehabilitation Department Project was delayed, the Rehabilitation Department Clinic could not relocate from the space that was intended for the new Public Health Laboratory Project and the Dialysis Project could not start.

• Clinical Laboratory Track Replacement: The main equipment for this project is the automated track equipment that is an owner-furnished and vendor installed equipment. Because of vendor schedule conflicts and constraints and other project-related delays, Siemens' (equipment vendor) was unable to schedule the equipment installation until the end of July 2024. The delay to the equipment installation has impacted the completion of this project.

The increase to the construction duration contingency of 572 calendar days is needed in order to allow Public Works to extend the contract duration and for Contractor to complete all projects.

	Projects	Remaining Trade Package Bids/Buyout	Pending Change Orders (Under Review)	Potential Change Order Exposure
P1	Seismic Upgrade (Phase 2)	0	4,763,896	300,000
P2	Dialysis Relocation	65,000	3,261,703	500,000
P3	Public Health Lab Relocation	15,000	4,125,760	1,200,000
P4	IT Infrastructure	1,500,000	905,135	200,000
P5	Family Health Center (Project Deleted)	0	0	0
P6	Psychiatric Emergency Services	7,339,269	867,193	1,000,000
P7	Building 80/90 Specialties Services (Project Deleted)	0	0	0
P8	Clinical Lab Automated Track Replacement	15,000	573,693	200,000
		8,934,269	14,497,380	3,400,000

## **Overall Cost Exposure Summary to Complete Projects**

## **Overall Time Exposure Summary to Complete Projects**

	Construction NTP	Original Duration	Original Final Completion	Revised Duration	Projected Substantial Completion	Projected Final Completion
<b>Overall CMGC Contract (Construction)</b>	11/9/2020	1429	10/7/2024	2029	3/31/2026	5/30/2026

The requested contract cost contingency increase of \$25,923,076 and duration contingency increase of 572 calendar days are needed to allow Public Works to complete the trade package bidding/buyout, continue executing construction change orders, extend the contract duration to complete all six projects.

#### **Contract Details**:

Contract Title:	Contract No. 1000015268 Zuckerberg San Francisco General (ZSFG) Building 5 Seismic Upgrade and Renovation
Contract Original Award Amount:	\$86,410,253.00 (Not-to-Exceed)
<b>Contract Original Duration</b> (NTP to Final Completion:	1,429 calendar days
<b>Contractor Name:</b>	Charles Pankow Builders, Ltd.

#### **Summary of Contract Value:**

Contract Cost Amount	Amounts
Original Contract Amount:	\$86,410,253
Original Contingency Amount (10%):	\$8,641,025
Previously Approved Contingency Reserve:	-
Additional Contingency Reserve Requested (30%):	\$25,923,076
Authorized Contract Cost Limit:	\$120,974,354

Contract Duration	Calendar Days	Date
Original Contract Duration (Substantial and Final	1,429	10/7/2024
Completion):		
Original Contingency Duration (10%):	143	
Previously Approved Contingency Reserve:	-	
Additional Contingency Reserve Requested (40%):	572	
Authorized Contract Duration Limit:	2,144	9/21/2026

## **Summary of Total Amounts:**

	Contract Amount	Contract Duration (calendar)	Contract Dates
Original Contract Amount:	\$86,410,253.00	1429 days	11/9/2020 - 10/7/2024
Previous Approved Modifications:	\$8,252,705.09	0	11/9/2020 - 10/7/2024
Total Revised Contract Values:	\$94,662,958.09	1429 days	11/9/2020 - 10/7/2024

Contract Funding Sources:	<ul> <li>2016 Public Health and Safety Bond Program</li> <li>2020 Health and Recovery Bond Program</li> <li>General Funds/Certificates of Participation</li> <li>SFGH Foundation Gift/Grants</li> </ul>
<b>Compliance Information:</b>	Chapter 12B, 12X
Related Commission Actions:	N/A
Additional Information:	N/A
Attachments:	Attachment 1: Building 5 CEQA Categorical Exemption

#### PUBLIC WORKS COMMISSION CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO.

WHEREAS, On March 13, 2020, San Francisco Public Works awarded 1000015268 Zuckerberg San Francisco General (ZSFG) Building 5 Seismic Upgrade and Renovation to Charles Pankow Builders, Ltd.; and

WHEREAS, The original contract amount was for a not-to-exceed amount of \$86,410,253.00, and the original contract duration was 1,429 calendar days from the issuance of Notice to Proceed (NTP) to Final Completion;

WHEREAS, The original contract amount was previously modified to increase the notto-exceed amount by \$8,252,705.09 and the original contract duration by 0 calendar days; and

WHEREAS, An increase of \$25,923,076 to the contract cost contingency and 572 calendar days to the contract duration contingency is being requested for this contract; and

WHEREAS, An increase to the contract cost contingency and contract duration contingency approved by this action would allow the Contractor to complete the trade package bidding/buyout and change order work requested by Public Works and Department of Public Health for this contract and allow Public Works to issue Final Completion upon completion of the Work; now, therefore, be it

RESOLVED, That this Commission hereby approves an increase of \$25,923,076 to the contract cost contingency and an increase of 572 calendar days to the contract duration contingency; and, be it

FURTHER RESOLVED, That this Commission hereby authorizes the Director of Public Works to approve future modifications to increase the contract amount up to a total contract amount of \$120,974,354 and to increase the contract duration up to a total contract duration of 2,144 calendar days.

*I hereby certify that the foregoing resolution was adopted by the Public Works Commission at its meeting of* \_\_\_\_\_\_.

Commission Affairs Manager Public Works Commission



SAN FRANCISCO PLANNING DEPARTMENT

# **CEQA Categorical Exemption Determination**

## PROPERTY INFORMATION/PROJECT DESCRIPTION

Project Address		Block/Lot(s)	
SFG	H Bldgs. 5, 80/90	4152/00	1 & 4090/002
Case No.	Permit No.	Plans Dated	
2014-002709ENV		Rec	eived 12/5/14
Addition/	Demolition	New	Project Modification
Alteration	(requires HRER if over 45 years old)	Construction	(GO TO STEP 7)
Project description for	Planning Department approval.		
Interior alterations	and interior seismic retrofit of San Fra	ancisco General H	lospital Building 5 and

Building 80/90.

#### **STEP 1: EXEMPTION CLASS** TO BE COMPLETED BY PROJECT PLANNER

$\checkmark$	Class 1 – Existing Facilities. Interior and exterior alterations; additions under 10,000 sq. ft.
	Class 3 – New Construction/ Conversion of Small Structures. Up to three (3) new single-family residences or six (6) dwelling units in one building; commercial/office structures; utility extensions; change of use under 10,000 sq. ft. if principally permitted or with a CU.
	Class

## **STEP 2: CEQA IMPACTS** TO BE COMPLETED BY PROJECT PLANNER

If any box is checked below, an Environmental Evaluation Application is required.		
	<b>Air Quality</b> : Would the project add new sensitive receptors (specifically, schools, day care facilities, hospitals, residential dwellings, and senior-care facilities) within an Air Pollution Exposure Zone? Does the project have the potential to emit substantial pollutant concentrations (e.g., backup diesel generators, heavy industry, diesel trucks)? <i>Exceptions: do not check box if the applicant presents documentation of enrollment in the San Francisco Department of Public Health (DPH) Article 38 program and the project would not have the potential to emit substantial pollutant concentrations. (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Air Pollutant Exposure Zone)</i>	
	Hazardous Materials: If the project site is located on the Maher map or is suspected of containing hazardous materials (based on a previous use such as gas station, auto repair, dry cleaners, or heavy manufacturing, or a site with underground storage tanks): Would the project involve 50 cubic yards or more of soil disturbance - or a change of use from industrial to residential? If yes, this box must be checked and the project applicant must submit an Environmental Application with a Phase I	

	Environmental Site Assessment. Exceptions: do not check box if the applicant presents documentation of enrollment in the San Francisco Department of Public Health (DPH) Maher program, a DPH waiver from the Maher program, or other documentation from Environmental Planning staff that hazardous material effects would be less than significant (refer to EP_ArcMap > Maher layer).
	<b>Transportation:</b> Does the project create six (6) or more net new parking spaces or residential units? Does the project have the potential to adversely affect transit, pedestrian and/or bicycle safety (hazards) or the adequacy of nearby transit, pedestrian and/or bicycle facilities?
	Archeological Resources: Would the project result in soil disturbance/modification greater than two (2) feet below grade in an archeological sensitive area or eight (8) feet in a non-archeological sensitive area? ( <i>refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Archeological Sensitive Area</i> )
	<b>Noise:</b> Does the project include new noise-sensitive receptors (schools, day care facilities, hospitals, residential dwellings, and senior-care facilities) fronting roadways located in the noise mitigation area? ( <i>refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Noise Mitigation Area</i> )
	<b>Subdivision/Lot Line Adjustment:</b> Does the project site involve a subdivision or lot line adjustment on a lot with a slope average of 20% or more? ( <i>refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Topography</i> )
	<b>Slope = or &gt; 20%:</b> Does the project involve excavation of 50 cubic yards of soil or more, new construction, or square footage expansion greater than 1,000 sq. ft. outside of the existing building footprint? ( <i>refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Topography</i> ) <b>If box is checked, a geotechnical report is required</b> .
	<b>Seismic: Landslide Zone:</b> Does the project involve excavation of 50 cubic yards of soil or more, new construction, or square footage expansion greater than 1,000 sq. ft. outside of the existing building footprint? ( <i>refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Seismic Hazard Zones</i> ) <b>If box is checked, a geotechnical report is required.</b>
	<b>Seismic: Liquefaction Zone:</b> Does the project involve excavation of 50 cubic yards of soil or more, new construction, or square footage expansion greater than 1,000 sq. ft. outside of the existing building footprint? ( <i>refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Seismic Hazard Zones</i> ) If box is checked, a geotechnical report will likely be required.
	are checked above, GO TO STEP 3. <u>If one or more boxes are checked above, an <i>Environmental</i> Application is required, unless reviewed by an Environmental Planner.</u>
$\checkmark$	Project can proceed with categorical exemption review. The project does not trigger any of the CEQA impacts listed above.
Comments a	and Planner Signature (optional): Jean Poling

#### STEP 3: PROPERTY STATUS – HISTORIC RESOURCE TO BE COMPLETED BY PROJECT PLANNER

PROPERTY IS ONE OF THE FOLLOWING: (refer to Parcel Information Map)		
	Category A: Known Historical Resource. GO TO STEP 5.	
	Category B: Potential Historical Resource (over 45 years of age). GO TO STEP 4.	
	Category C: Not a Historical Resource or Not Age Eligible (under 45 years of age). GO TO STEP 6.	

#### **STEP 4: PROPOSED WORK CHECKLIST** TO BE COMPLETED BY PROJECT PLANNER

Che	ck all that apply to the project.
	1. Change of use and new construction. Tenant improvements not included.
$\checkmark$	2. Regular maintenance or repair to correct or repair deterioration, decay, or damage to building.
	3. Window replacement that meets the Department's <i>Window Replacement Standards</i> . Does not include storefront window alterations.
	4. Garage work. A new opening that meets the <i>Guidelines for Adding Garages and Curb Cuts</i> , and/or replacement of a garage door in an existing opening that meets the Residential Design Guidelines.
	5. Deck, terrace construction, or fences not visible from any immediately adjacent public right-of-way.
	6. <b>Mechanical equipment installation</b> that is not visible from any immediately adjacent public right-of- way.
	7. <b>Dormer installation</b> that meets the requirements for exemption from public notification under <i>Zoning Administrator Bulletin No. 3: Dormer Windows</i> .
	8. Addition(s) that are not visible from any immediately adjacent public right-of-way for 150 feet in each direction; does not extend vertically beyond the floor level of the top story of the structure or is only a single story in height; does not have a footprint that is more than 50% larger than that of the original building; and does not cause the removal of architectural significant roofing features.
Not	e: Project Planner must check box below before proceeding.
	Project is not listed. GO TO STEP 5.
	Project <b>does not conform</b> to the scopes of work. <b>GO TO STEP 5</b> .
	Project involves four or more work descriptions. GO TO STEP 5.
	Project involves less than four work descriptions. GO TO STEP 6.

#### **STEP 5: CEQA IMPACTS – ADVANCED HISTORICAL REVIEW** TO BE COMPLETED BY PRESERVATION PLANNER

Check a	ll that apply to the project.
	1. Project involves a <b>known historical resource (CEQA Category A)</b> as determined by Step 3 and conforms entirely to proposed work checklist in Step 4.
	2. Interior alterations to publicly accessible spaces.
	3. Window replacement of original/historic windows that are not "in-kind" but are consistent with existing historic character.
	4. Façade/storefront alterations that do not remove, alter, or obscure character-defining features.
	5. <b>Raising the building</b> in a manner that does not remove, alter, or obscure character-defining features.
	6. <b>Restoration</b> based upon documented evidence of a building's historic condition, such as historic photographs, plans, physical evidence, or similar buildings.
	7. Addition(s), including mechanical equipment that are minimally visible from a public right-of-way and meet the <i>Secretary of the Interior's Standards for Rehabilitation</i> .

	<ul> <li>8. Other work consistent with the Secretary of the Interior Standards for the Treatment of Historic Properties (specify or add comments):</li> <li>Work is limited to interior alterations and installation of new concrete shear walls and shotcrete. No impact upon historic materials. No exterior alterations; therefore, the project will not have an impact upon the surrounding elicible bioteries.</li> </ul>
	upon the surrounding eligible historic district.
	9. Other work that would not materially impair a historic district (specify or add comments):
	(Requires approval by Senior Preservation Planner/Preservation Coordinator)
	10. Reclassification of property status to Category C. (Requires approval by Senior Preservation
$  \square$	Planner/Preservation Coordinator)
	a. Per HRER dated: (attach HRER)
	b. Other (specify):
Not	e: If ANY box in STEP 5 above is checked, a Preservation Planner MUST check one box below.
	<b>Further environmental review required.</b> Based on the information provided, the project requires an <i>Environmental Evaluation Application</i> to be submitted. <b>GO TO STEP 6.</b>
	Project can proceed with categorical exemption review. The project has been reviewed by the
	Preservation Planner and can proceed with categorical exemption review. GO TO STEP 6.
Bidg 5 is	ments (optional): s a non-contributing resource to the SFGH Historic District. The proposed work does not impact the historic status of the surrounding district. Building 80-90 tes to the SFGH Historic District; however, proposed work would not impact the exterior or any character-defining elements of the building or district.
Prese	ervation Planner Signature: Richard Sucre
STEF	P 6: CATEGORICAL EXEMPTION DETERMINATION
TOB	E COMPLETED BY PROJECT PLANNER
	Further environmental review required. Proposed project does not meet scopes of work in either ( <i>check all that</i>
	apply):
	Step 2 – CEQA Impacts
	Step 5 – Advanced Historical Review
	STOP! Must file an Environmental Evaluation Application.
$\square$	No further environmental review is required. The project is categorically exempt under CEQA.
	Planner Name: Signature:
	Project Approval Action: Jean Poling Billing Signer Straining, Disciplination Signer Straining, Disciplination, Signer Straining, Distraining, Disciplination, Signer Straining,
	DPH Staff Admin. Approval
	If Discretionary Review before the Planning Commission is requested,

project.
Once signed or stamped and dated, this document constitutes a categorical exemption pursuant to CEQA Guidelines and Chapter 31 of the Administrative Code.

In accordance with Chapter 31 of the San Francisco Administrative Code, an appeal of an exemption determination can only be filed within 30 days of the project receiving the first approval action.

the Discretionary Review hearing is the Approval Action for the

## STEP 7: MODIFICATION OF A CEQA EXEMPT PROJECT

#### TO BE COMPLETED BY PROJECT PLANNER

In accordance with Chapter 31 of the San Francisco Administrative Code, when a California Environmental Quality Act (CEQA) exempt project changes after the Approval Action and requires a subsequent approval, the Environmental Review Officer (or his or her designee) must determine whether the proposed change constitutes a substantial modification of that project. This checklist shall be used to determine whether the proposed changes to the approved project would constitute a "substantial modification" and, therefore, be subject to additional environmental review pursuant to CEQA.

#### PROPERTY INFORMATION/PROJECT DESCRIPTION

Project Address (If different than front page)		Block/Lot(s) (If different than front page)	
Case No.	Previous Building Permit No.	New Building Permit No.	
Plans Dated	Previous Approval Action	New Approval Action	
Modified Project Descri	ption:		

### DETERMINATION IF PROJECT CONSTITUTES SUBSTANTIAL MODIFICATION

Compare	d to the approved project, would the modified project:
	Result in expansion of the building envelope, as defined in the Planning Code;
	Result in the change of use that would require public notice under Planning Code
	Sections 311 or 312;
	Result in demolition as defined under Planning Code Section 317 or 19005(f)?
	Is any information being presented that was not known and could not have been known
	at the time of the original determination, that shows the originally approved project may
	no longer qualify for the exemption?
If at load	tone of the above house is checked further environmental review is required CATEX FOR

If at least one of the above boxes is checked, further environmental review is required CATEX FORM

#### DETERMINATION OF NO SUBSTANTIAL MODIFICATION

		The proposed modified	cation would not result in any of the above changes.
		1 1	odifications are categorically exempt under CEQA, in accordance with prior project
appro	oval ar	nd no additional environme	ental review is required. This determination shall be posted on the Planning
Depa	rtmen	t website and office and ma	iled to the applicant, City approving entities, and anyone requesting written notice.
Plan	ner l	Name:	Signature or Stamp:
Plan	ner l	Name:	Signature or Stamp:
Plan	ner l	Ňame:	Signature or Stamp: