



## STAFF REPORT

### City Council

Meeting Date:

2/7/2017

Staff Report Number:

17-031-CC

Consent Calendar:

**Authorize the City Manager to enter into consultant agreements for the Bedwell Bayfront Park Master Plan project**

### Recommendation

Staff recommends that the City Council authorize the City Manager to:

1. Enter into an agreement with Callander Associates Landscape Architecture for the development of the Bedwell Bayfront Park (BBP) Master Plan and appropriate an additional \$58,111 from the undesignated fund balance of the General Fund for a total approved budget of \$258,111 to cover consultant costs and staff time for the project, and
2. Enter into an agreement with CB&I Environmental & Infrastructure, Inc. (CB&I) for the development of a Technical Evaluation of the Bedwell Bayfront Park Master Plan and appropriate \$65,995 from the Landfill Fund for the project.

### Policy Issues

The Project is consistent with City policies and 2016 Menlo Park City Council Work Plan item No. 17 – Develop a Bedwell Bayfront Park operations and maintenance plan to enhance use, improve access and determine sustainable funding sources for ongoing maintenance.

### Background

BBP is the City's largest park and the City's only open space on the San Francisco Bay. Consisting of 160 acres, the Park's trails and hills provide great views of the refuge and South Bay. Its hilly terrain, specifically designed for passive recreation, now serves as a landmark high point along the edge of the Bay.

Originally a sanitary landfill, construction of BBP on the site began in 1982 and was completed in 1995. Currently, the park is designed as a passive open space with minimal improvements, including bike/pedestrian trails and restrooms. Users enjoy "passive-recreation" through activities that include hiking, running, bicycling, dog walking, bird watching, kite flying and photography.

As reflected consistently in various documents over the years, park usage guidelines include:

1. Preserve the natural amenities of the open space land;
2. Conserve soil, vegetation, water and wildlife;
3. Exclude intensive uses or uses that could degrade the site or adjacent sites;
4. Encourage the following:
  - a. Viewing and interpretation of the natural environment;
  - b. Passive recreation activities such as hiking, running, cycling, dog-walking, photography, bird watching and similar day recreation use; and
  - c. Landscape or wildlife restoration and enhancement programs.

In conjunction with the construction of the park, gas recovery and leachate control projects were also built to ensure that the closed landfill met all regulatory requirements at the time of the installation. The landfill gas recovery system consists of a well field that includes 72 gas extraction wells, a network of pipes embedded just beneath the surface of the landfill cap that collect the gas and a flare that combusts the gas that is collected. The leachate system consists of 9 wells and 16 extraction sumps installed along the perimeter of the landfill for the extraction of the leachate that forms due to the decomposition of the solid waste. The systems are operated to meet regulations set by the Bay Area Air Quality Management District and the Regional Water Quality Control Board.

The park has seen a significant increase in usage over the years and the recreational interests and needs of the users have changed. Through various public forums, the City has learned that there is a desire for docent-led educational programs and tours, as well as spaces for interpretive displays and exhibits throughout the park. Among other ideas presented was a desire to improve access and connectivity to the water in the Bay for non-motorized small boats such as canoes, kayaks or sailboards similar to the floating dock at the Palo Alto Baylands Nature Preserve. In response to these needs, the 2016 City Council workplan included Item No. 17 - Develop a Bedwell Bayfront Park operations and maintenance plan to enhance use, improve access and determine sustainable funding sources for ongoing maintenance.

### **Analysis**

Staff issued the BBP Master Plan Request for Proposals (RFP) on November 4, 2016. The scope of work presented in the RFP includes developing a Master Plan that provides a long-term vision and general development guide for the park and its facilities, including how to protect its resources, improve amenities to enhance the park user experience, manage visitor use, plan for future park enhancements and develop a financing plan to pay for maintenance and the capital cost of the park. The Master Plan shall recommend improvements for the next 25 years.

The BBP Master Plan proposed scope of work consists of:

- Thorough park site investigation and analysis of opportunities and constraints;
- Development of a stakeholder coordination and community engagement plan that includes the potential formation of a steering committee to assist with identification of user needs and interests;
- Evaluation of Americans with Disabilities Act design compliance;
- Development of recommendations for park improvements based on the assessment of the existing conditions, opportunities for improving the site to meet future needs and the goals and objectives of the study;
- Funding analysis that includes an assessment of potential funding sources for the implementation of the proposed improvements;
- Presentations to the Parks and Recreation and Environmental Quality Commissions and City Council.

A panel of staff members reviewed the 9 proposals that were received and invited the 4 most qualified consultants to interview for the project. Interviews were conducted by staff and one member of the Parks and Recreation Commission on January 4 and January 10, 2017. Callander Associates Landscape Architecture was selected as the most qualified consultant based upon their expertise in similar projects and their understanding and approach to the project scope.

In conjunction with the BBP Master Plan RFP, staff issued a Request for Quotes to CB&I for the development of the BBP Master Plan – Technical Evaluation. The primary objective of the Technical Evaluation is to ensure that the proposed improvements developed in the Master Plan are consistent with the operation and maintenance needs of the former landfill. CB&I will work with Callander Associates.

Landscape Architecture through the development of the Master Plan. In addition, CB&I will identify the regulatory and industry standard practices for similar park operations in former landfills; evaluate the park’s potable water and fire protection systems; and develop a feasibility study for the beneficial reuse of the landfill gas that is currently flared. The findings of the Technical Evaluation will be incorporated in the BBP Master Plan.

The BBP Master Plan is expected to be completed by November 2017. The project will allow review of plan alternatives by the Parks and Recreation Commission and the City Council, as well as any constraints, recommended improvements and funding strategies which will result in a master plan that is implementable for the future.

**Impact on City Resources**

The total estimated cost for the BBP Master Plan, inclusive of a 10% contingency and administrative costs, is \$258,111. In Fiscal Year 2016-17, \$200,000 was approved as part of the Capital Improvement Budget. The budget estimate, however, did not include staff management or a contingency. An appropriation of \$58,111 from the undesignated fund balance of the General Fund is being requested as part of the overall project budget.

The total estimated cost for the BBP Technical Evaluation, inclusive of a 10% contingency and administrative costs, is \$65,995. The request is to appropriate the total project cost from the BBP Landfill Fund.

<b>Bedwell Bayfront Park Master Plan Project Budget</b>		
	<b>Master Plan</b>	<b>Technical Evaluation</b>
<b>Scope of Work</b>	\$203,737	\$49,995
<b>Contingency (10%)</b>	\$20,374	\$5,000
<b>Administration Costs</b>	\$34,000	\$11,000
<b>Total</b>	<b>\$258,111</b>	<b>\$65,995</b>

**Environmental Review**

The project is categorically exempt under Class 6 of the current State of California Environmental Quality Act Guidelines, which allows for information collection, research and resource evaluation activities as part of a study leading to an action which a public agency has not yet approved, adopted, or funded. The results of the project will identify environmental reviews and studies required to advance the project.

**Public Notice**

Public Notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting.

**Attachments**

- A. BBP Master Plan Consultant Scope of Work and Fee
- B. BBP Technical Evaluation Consultant Scope of Work and Fee

Report prepared by:  
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## EXHIBIT A SCOPE OF SERVICES

This scope of services is based on our project understanding and experience in projects of this type. We remain flexible throughout, knowing that all the requirements of the project cannot be known today. We welcome the opportunity to work with you to modify the scope as warranted. Items shown in ***boldface italics*** are deliverables.

### 1.0 PROJECT INITIATION

- 1.01 **Start-up Meeting:** Meet with City staff and others as assembled by the City to discuss the project. Present the project background information and lead a discussion on various topics including: site history, project stakeholders, schedule, process, initial site considerations and other topics. Gather comments, prepare a ***meeting summary*** (including a listing of follow up tasks and responsible parties) and distribute it to the meeting attendees.
- 1.02 **Project Stakeholder Interviews:** As part of the initial start-up meeting, Economic Planning Systems (EPS) will lead a discussion with department representatives to better understand current funding sources and financing mechanisms. As appropriate, EPS will reach out independently to specific individuals not in attendance.
- 1.03 **Landfill Coordination:** As part of the start-up meeting, Hailey & Aldrich will meet with City staff and landfill consultant CB&I Environmental & Infrastructure, Inc. to review the gas collection and leachate assessments, developing landfill improvement plans, and discuss coordination of the two projects.
- 1.04 **CEQA Background Review:** Biotic Resources Group (BRG) will review existing documents and relevant background materials relating to CEQA checklist items. Existing data previously prepared for the project area will be used to the greatest extent feasible. The City's General Plan and other documents pertinent to the park site will be reviewed for the CEQA checklist. Requirements for a Categorical or Statutory Exemption under the CEQA guidelines will be reviewed.
- 1.05 **Site Investigation:** To combine *site observations* with *site document compilation*. *Site observations* to include visiting the site to note both the physical character of site and use patterns at various times. Site observations to be conducted with a site map in hand to allow for documentation of features and uses by specific location. *Site documentation* to consist of a review and assembly of site record information as available from City archives and other sources.

- 1.06 **Biological Site Investigation:** BRG will conduct a site visit to document existing resources on the site, including potentially sensitive biological areas.
- 1.07 **Site Mapping:** Supplement existing topographic survey plan (prepared under the Bedwell Park Fields Study project) with site record information and prepare a site map combining the relevant features into a digital file. File will be reproducible at different scales to facilitate general and site specific plan development.
- 1.08 **Steering Committee Formation and Outreach Plan:** Identify project stakeholders and prepare *contacts list*. Develop a *public outreach plan* including notification protocols and visioning process to be employed for the duration of the project. All plans and presentation materials to be prepared will have both English and Spanish text. PowerPoint presentations will be English only and Spanish translator services will be provided at community events. Craft a *Mission Statement* that embodies the project's goals, 'spirit' and working relationships. Identify the level and purpose of community engagement, set project parameters (define the negotiable and non-negotiable), and identify outreach methods (attendance at community event like the weekly Farmer's Market to get the word out).
- 1.09 **Unmanned Aircraft Systems (UAS) Review:** As part of the master planning process review available information and previous research provided by the City. At each of the community and stakeholder meetings continue to document input. In addition, research what other similar communities are doing regarding UAS policy. Document findings and present at future presentations of the draft master plan to the Parks and Recreation Commission and City Council in order to provide those groups with information to make an informed decision about policy.
- 1.10 **Opportunities and Constraints Plan:** Prepare *opportunities and constraints plan* to show: existing site conditions, jurisdictional overlays (BCDC, etc.), educational opportunities, potential amenities (seating, kiosks, expanded parking), wildlife viewing areas, circulation and wayfinding, and other elements. As part of the plan make refinements to the previously developed slope diagram (2006 planning effort) and analyze the existing pathway system as it relates to ADA compliance and enhancements.
- 1.11 **Funding Options Matrix:** EPS will develop a matrix of potential funding sources and financing mechanisms. The list of funding sources will include the name of the funding source, a general description, challenges to implementation in general, and the unique issues of relevance to implementation as part of the Project.

This *funding matrix* will be based on prior EPS work, discussions with staff of the relevant departments and agencies, and additional research and analysis.

- 1.12 **Staff Meeting:** Meet with City staff to preview the materials to be shared and identify changes/additions/deletions to the various documents.
- 1.13 **Steering Committee Meeting #1:** Meet with the members of the Steering Committee to review the master planning process, goals and objectives, and solicit input. Prepare written *summary memo*.
- 1.14 **Community Meeting #1 Materials:** Prepare materials for upcoming community open house including refinements to the opportunities and constraints plan, *goals and objectives exhibit, process exhibit, program images board, PowerPoint presentation, graphic meeting announcement* (printing and mailing by city), *sign in sheets*, and *project surveys*.
- 1.15 **Community Meeting #1 (Open House):** Present the above at a single community meeting to be held on-site or at an agreed upon central location. This and future meetings will be an open house format, held on a weekend, and over a period of four hours to allow community members a greater flexibility in attendance. Comments would be documented in a *meeting summary* to be posted to the City's website.

## **2.0 PLAN DEVELOPMENT**

- 2.01 **Staff Meeting:** Follow up with staff and discuss next steps.
- 2.02 **Master Plan Alternatives:** Prepare two rendered *plans* showing alternative developments of the park. Prepare *estimates of probable construction and operating costs*, with detailed line items of various park elements for each. Prepare an *outline* summarizing items to be addressed by the design guidelines.
- 2.03 **Refined Funding Matrix:** Building upon earlier work and incorporating feedback from the affected stakeholders, EPS will refine the menu of potential funding sources and financing mechanisms to reflect the most viable options. High-level and relative capacity estimates of each funding source will be refined so as to be able to appropriately align specific improvements to specific funding sources. EPS will identify specific feasibility challenges if necessary.
- 2.04 **Staff Review:** Present the alternatives and supporting information in a meeting with City staff. Identify any revisions to the exhibits and confirm the format of the next public meeting.
- 2.05 **Steering Committee Meeting #2:** Meet with the members of the Steering Committee to present alternative plans.
- 2.06 **Community Meeting #2:** Facilitate a second Open House style public meeting. Identify the preferred park elements.

2. 07 **Draft CEQA Checklist:** BRG will review the preferred park elements to identify potentially significant impacts. The environmental setting will be based on review of existing reports, maps, and information derived during site investigations. If significant impacts are identified, we will confer with the city on possible revisions to avoid or reduce the impact to less-than-significant or to meet requirements for CEQA exemption.

The *draft CEQA checklist* will use a format provided by the City, or a format provided by the consultant and approved by the City. For each item in the checklist that is not checked as "No Impact", an explanation will be provided to support if the impact is "significant" or "less than significant". The CEQA checklist/review will be prepared based on the draft master plans, the current General Plan, other existing studies and documents, and site visits conducted in this scope.

2. 08 **Staff Meeting:** Review the community input with City staff and develop an action plan for moving forward.
2. 09 **Interagency Meeting:** Coordinate and conduct a single interagency meeting with BRT in attendance to review project background and alternative designs in order to obtain feedback on the viability of each option from the regulatory agency perspective. Coordinate with City staff to identify agencies and contact information, coordinate invitations, prepare and send package of relevant documents prepared to date, facilitate meeting, and prepare a *written summary* of comments and discussion from the meeting.
2. 10 **Draft Master Plan:** Prepare a draft master plan consisting of:
- **Park Master Plan:** Prepare a single park master plan incorporating input received to date and showing preferred park elements.
  - **Cost Estimates:** Prepare an estimate of probable construction costs and an estimate of operating costs reflecting the draft plan.
  - **Funding and Financing Strategy Plan:** EPS will prepare a draft funding and financing plan for inclusion in the Master Plan. This plan will include a description of the funding analysis and funding mechanisms selected and an action plan. Feasibility considerations will be refined and updated. The action plan will recommend funding sources to be adopted and/or amended and any necessary accompanying actions.
  - **Phased Implementation Plan:** Show recommended phasing to better align costs with the potential availability and timing of identified funding. The phasing plan will be based on 5, 15, and 25 year time frames.
  - **Plan Details:** Prepare up to three (3) plan enlargements and two (2) elevations/cross sections to better depict the spatial arrangement of the improvements.
  - **Final CEQA Checklist:** Update the CEQA checklist to reflect the potential impacts associated with the draft master plan.

- **Design Guidelines:** Develop guidelines to address the implementation of each park element. Task includes preparation of an updated *park user map*/ information brochure, consistent with the City's branding standards.
- **Operations and Maintenance Plan:** Collaborate with City staff in identifying and quantifying the tasks and level of effort associated with the operations and maintenance of the facility.

2. 11 **Staff Meeting:** Present the Draft Master Plan to City staff and solicit input.

2. 12 **Master Plan Revisions:** Take the input of the Steering Committee and staff and revise the documents.

### **3.0 PLAN ADOPTION**

3.01 **Community Meeting #3/P&R Commission:** Facilitate a third public meeting to present the Master Plan to the public and to the Parks & Recreation Commission.

3.02 **Staff Meeting:** Meet with staff to review the input of the public and Commission and identify plan changes to be made before assembling the draft Master Plan Report and presenting to Council.

3.03 **Master Plan refinements:** Make the revisions as agreed upon in the meeting and assemble into a draft report format.

3.04 **Council Presentation:** Present to Council.

3.05 **Final Master Plan:** Prepare a Final Master Plan report to incorporate the input provided by Council.

### **4.0 NOT USED**

### **5.0 OPTIONAL SERVICES**

5.01 **Community Meeting #4:** Facilitate a fourth Open House style public meeting if requested by the city to further refine the park master plan.

5.02 **Traffic Analysis:** If requested by the city, Hexagon Transportation shall review existing available traffic counts, reports, and analyses provided by the city for the Marsh Road/Bayfront Expressway intersection and provide recommendations for enhancing the intersection and park entrance road lane configuration to mitigate potential traffic conflicts and congestion. Task also includes review of parking demand and recommendations for parking enhancements.

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**Callander Associates Landscape Architecture**

January 20, 2017

**Compensation Summary  
Bedwell Bayfront Park Master Plan Project****Overall**

Based on the attached "Scope of Services" prepared by Callander Associates and subconsultants, we have prepared the following summary of compensation. Callander Associates Landscape Architecture, Inc. will be the prime consultant on the project with the following subconsultants:

Economic Planning Systems (EPS)	<i>financing strategist</i>	Haley & Aldrich (HA)	<i>landfill geotechnical engineer</i>
Biotic Resources Group (BRG)	<i>environmental consultant</i>	Manti Henriquez (MH)	<i>Spanish translator</i>
Hexagon Transportation (HEX)	<i>traffic engineer</i>		

**Fees - Basic Services**

task	CA	EPS	MH	HA	BRG	HEX	Totals
1.0 project initiation	\$31,270	\$11,970	\$1,200	\$3,084	\$7,900	\$0	\$55,424
2.0 plan development	\$74,930	\$18,050	\$800	\$1,576	\$1,568	\$0	\$96,924
3.0 plan adoption	\$23,261	\$4,740	\$0	\$0	\$0	\$0	\$28,001
reimbursable expenses (allowance)	\$9,300	\$300	\$0	\$110	\$350	\$0	\$10,060
Subtotal (fees and expenses)	\$138,761	\$35,060	\$2,000	\$4,770	\$9,818	\$0	\$190,409

**Total Not to Exceed Compensation (Basic Services)****\$190,409****Fees - Optional Services**

task	CA	EPS	MH	HA	BRG	HEX	Totals
5.01 community meeting #4	\$5,828	\$0	\$0	\$0	\$0	\$0	\$5,828
5.02 traffic analysis	\$0	\$0	\$0	\$0	\$0	\$6,000	\$6,000
reimbursable expenses (allowance)	\$1,500	\$0	\$0	\$0	\$0	\$0	\$1,500
Subtotal (fees and expenses)	\$7,328	\$0	\$0	\$0	\$0	\$6,000	\$13,328

**Total Not to Exceed Compensation (Optional Services)****\$13,328**

All reimbursable expenses, including the communication and insurance surcharge noted on the attached Standard Schedule of Compensation dated 2017 (San Jose), would be invoiced as a separate line item. These costs will be itemized on our invoice and compared monthly with the total allowance to assist you in monitoring these costs.