



STAFF REPORT

Parks and Recreation Commission

Meeting Date: 2/22/2017
Staff Report Number: 17-006-PRC

Regular Business: Review and provide feedback on the proposed Bedwell-Bayfront Park Master Plan Engagement Process and select Commissioners to serve on the Oversight and Outreach Committee

Recommendation

1. Staff recommends that the Commission review and provided feedback on the proposed community engagement process for the Bedwell-Bayfront Park (BBP) Master Plan.
2. Staff recommends that the Commission select up to two members to serve on the BBP Master Plan Oversight and Outreach Committee.

Policy Issues

The BBP Master Plan 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. Any public outreach plan will follow the City’s Community Engagement Model, which requires that the communication strategy be in both English and Spanish (See Attachment A).

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.

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.

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.

Analysis

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.

As part of their scope of work, Callandar Associates has proposed an extensive community engagement plan (See Attachment B) that is consistent with the City's Community Engagement Model. Some of the highlights of this plan include:

- Project review by the Parks and Recreation and Environmental Quality Commissions and City Council
- Stakeholder coordination
- Interactive workshops and community meetings

- Community newsletter
- On site posters
- Event booths
- Project web site
- Formation of oversight and outreach committee

One important strategy for community engagement is the formation of the Bedwell-Bayfront Park Master Plan Oversight and Outreach Committee. Its main purpose is to:

1. Provide advisory input and recommendations to the consultant and staff regarding the outreach process and concept plans (i.e. alternatives) and programs; and
2. Reach out to other community members and help bring them into the broader planning process through participation in the community workshops and other planning activities.

Proposed committee composition:

- Derek Schweigart, Assistant Community Services Director
- Azalea Mitch, Public Works Senior Engineer
- Dave Mooney, Parks Supervisor
- Parks and Recreation Commission
- City Council
- Environmental Quality Commission
- M2 Business Representative
- Friends of Bedwell-Bayfront Park Representative
- Environmental Group Representative
- Menlo Park Resident

Project Stakeholders: The following is a list stakeholders that City staff and Callandar Associates has identified for this project and would be included in Master Plan discussions:

- City of Menlo Park (MP) Community Services Department staff
- City of MP Public Works Department staff
- City of MP Community Development Department staff
- City of MP City Council
- City of MP Parks and Recreation Commission (PRC)
- Cargill, Inc.
- Friends of Bedwell-Bayfront Park
- California State Coastal Conservancy (CSCC)
- California Department of Fish and Game (CDFG)
- U.S. Fish and Wildlife Service (USFWS)
- South Bay Salt Pond Restoration Project
- Don Edwards San Francisco Bay National Wildlife Refuge
- Audubon Society of San Mateo County
- Audubon Society of Santa Clara County
- Facebook, Inc.
- Bohannon Corporation
- West Bay Sanitary District staff and board
- Concerned Citizens to Complete the Refuge (CCCR)
- Committee for Green Foothills
- Bay Trail Project

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.

In review of the proposed community engagement plan, staff suggests the following questions to guide the Commission discussion:

1. Are there any questions or feedback regarding the proposed outreach plan approach? Is there any additional information that is needed in order to evaluate the plan approach?
2. What suggestions does the Commission have to improve the outreach plan?
3. Are there any other project stakeholders that should be considered? What about park user groups that we should identify and invite to participate in the process?
4. How would the Commission like to be informed or involved in the project moving forward?

Impact on City Resources

On February 7, 2017, Council approved the BBP Master Plan budget of \$258,111 and BBP Technical Evaluation of \$69,995, which include a 10% contingency and administrative costs.

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. City of Menlo Park Community Engagement Model
- B. Proposed Bedwell-Bayfront Park Community Engagement Process by Callandar Associates

Report prepared by:
Derek Schweigart
Assistant Community Services Director

Menlo Park Community Engagement Model

What we're striving for in our community engagement processes:

1. Processes reflecting the three basic stages of Public Participation

Stage One: Decision Analysis

1. Clarify the decision being made (develop the problem or opportunity statement)
2. Decide whether public participation is needed and for what purpose (determine the level of engagement needed)
3. Identify any aspects of the decision that are non-negotiable, including expectations for who makes the final decision
4. Identify the stakeholders and their interests (determine the scope of the project)

Stage Two: Process Planning

1. Specify what needs to be accomplished at each public step
2. Identify what information people and process facilitators need to build public judgment
3. Identify appropriate methods for each step

Stage Three: Implementation Planning

1. Develop a supporting communications plan
2. Plan the implementation of individual activities
3. Plan the input analysis process
4. Determine the evaluation activities and a feedback loop

2. Processes that begin with a well-defined problem or opportunity...

Here are two examples of problem statements:

Capital Ave SW Reconstruction

Capital Avenue is one of the top five most-used streets in Battle Creek, especially for north-south traffic and as an emergency vehicle and school bus route. But the project area, a two-and-one-half mile stretch is also one of the worst roads in the City. It's crowded, left turns are difficult, and the road surface is really rough. Poor drainage in the area makes the situation worse and often results in flooding and standing water. All these conditions are causing concern for personal safety of people who drive on or walk near the road and something must be done to solve these problems

Example: Your City Your Decision

The City of Menlo Park faces a \$2.9 million budget shortfall in 2006-2007. This gap represents 10% of the City's annual operating budget and will widen over time if nothing is done. Short-term savings and lower impact cuts made over the last four years have not been enough. A permanent solution to Menlo Park's budget crisis is needed and will involve many tough choices and trade-offs.

3. Processes that clearly identify the level and purpose of community engagement....

What level of community engagement is right? Levels of community engagement have been described by the International Association of Public Participation (IAP2) as including a spectrum of activities demonstrating varying levels of public participation in decision-making depending upon the goals, time frames, resources and level of public interest in the decision. We're looking for process designs that clearly define expectations within appropriate level of this spectrum.

4. Processes that clearly identify what stakeholders are deciding and what is not negotiable about a decision...

Examples of givens:

Capital Ave Reconstruction Project

There are some givens on this project, or points that are not open for negotiation. These points were developed by the City Council working with staff to make sure the City fulfills its moral, legal and safety responsibilities.

- To invest taxpayer dollars wisely and to solve safety problems, Capital Ave will be reconstructed, including roadway, storm drainage and curb and gutter.
- To make sure drivers and pedestrians are safe, the City will make all final decisions on traffic signal locations and will build the road and drainage improvements according to professional engineering standards; and
- The city will decide what the final project budget will be. It's expected to be in the \$3 million to \$4 million range.

Community Directions

Serving as a framework for the residents of Battle Creek to help set budget priorities are a list of conditions which must be met:

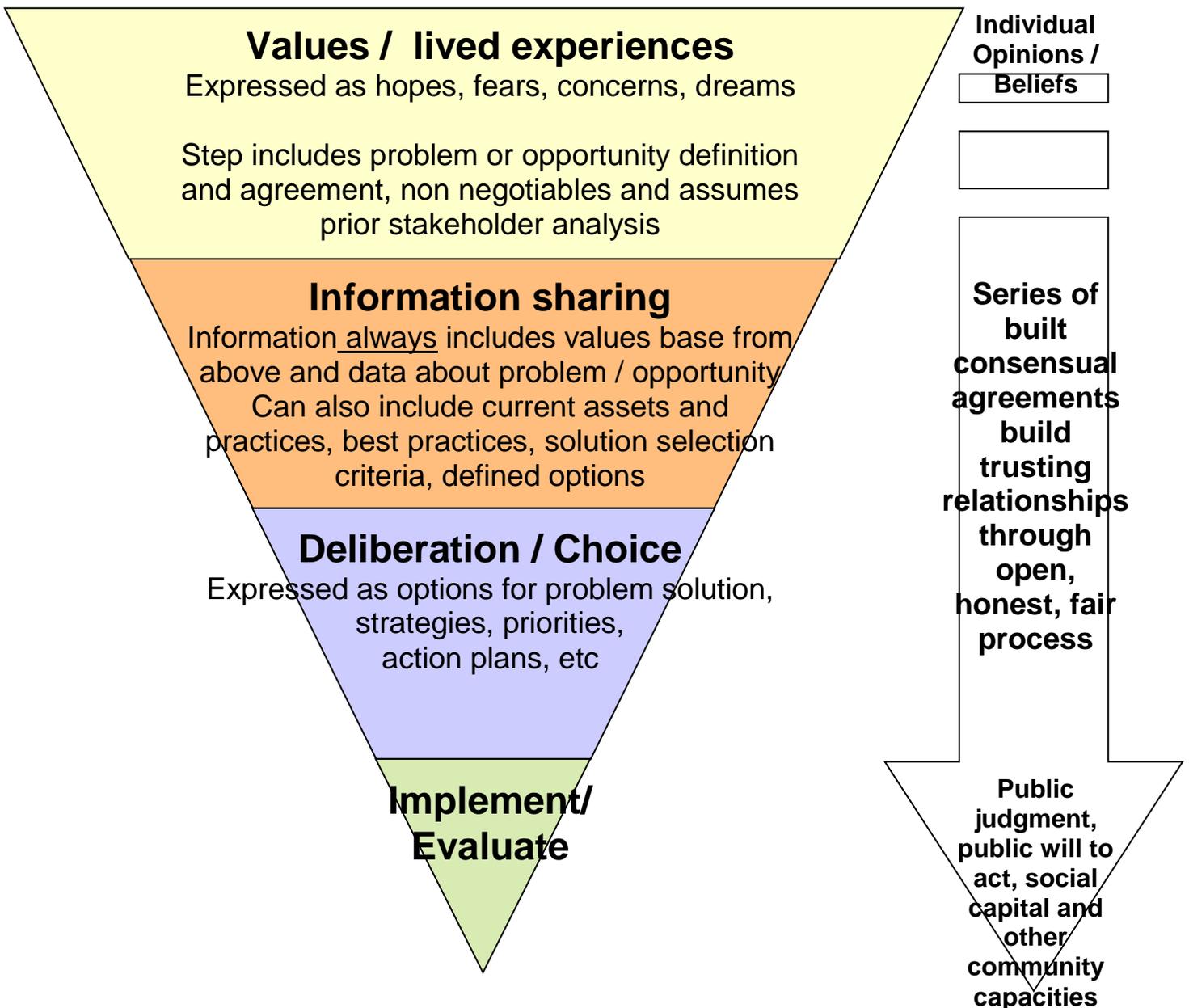
- The City budget must be balanced.
- The safety of community residents will not be compromised in any way.
- State and federal mandates must still be met.
- Financial indebtedness must be honored.
- Prior votes of the people must be honored.
- Services will be provided to professional management standards.
- City staff and Council want to hear people's ideas about what services are the priority; the City will decide HOW those services will be delivered; and

- In accordance with the City Charter, the City Council will make the decision on the final budget.

5. Processes that are open and inclusive for all stakeholders and interests

6. Processes that transform individual opinion to public judgment, using a defined sequence of decisions that looks like this:

Sequence of Decisions



Example of a Project Outline: Capital Ave Reconstruction Project
City of Battle Creek

This project was a reconstruction of a two-mile stretch for a major north-south thoroughfare anchored by commercial at each end and bisecting an upscale, historic neighborhood.

1. Identify Hopes and Concerns (May – July)

- Focus questions: What would you like to see as Capital Ave. is redone?
What would you be worried about?
- Engagement Methods
 - Door-to-door personal conversations / interviews along the length of the project area as well as a post card survey on case residents were not available for interviews
 - Noon-time briefing meetings at gathering places around the community
 - Table at local mall for “stop by” interviews and conversations
 - Hotline phone number answered by a real person to take comments and answer questions
 - Initial series of three identical workshops to present problem, givens and conduct an “around the room” identification of issues and concerns related to the project
 - Survey on the City web site
- Communication Methods
 - Project newsletter to all residents and businesses within ½ mile of project area plus adjacent neighborhoods
 - Project newsletter and survey on web site
 - Project engineer appearance on local radio call-in show

2. Site Analysis / Development of Construction Options

- Focus questions: Are there physical constraints on roadway reconstruction?
What reconstruction elements best achieve the hopes and best avoid the concerns expressed in Step One?
- Engagement Methods
 - Internal work by City Engineers
- Communication Methods
 - None (internal step)

3. Discussion / Selection of Preferred Options

- Focus questions: Based on what people said they wanted and are concerned about, and based on your own beliefs and experiences, which of these options for each element do you prefer?
- Engagement Methods
 - Three repetitive workshops (identical format and agenda) held in two weekday evenings and a Saturday morning at a school near the project area. Information on choices presented included: upgrade street lights or leave as is; maintain two lanes widen to three or widen to four; reduce or increase speed (specific options provided); install sidewalks on one side, the other or both, or none.
- Communication Methods
 - Second issue project newsletter with options / response card
 - Second issue newsletter on web page w/ response option
 - Newspaper article

4. Develop Preferred Options

- Focus question: Based on the choices people made in Step Three, how should the roadway be reconstructed to best include those preferred elements while meeting professional design standards?
- Engagement Methods
 - Internal work by City Engineers
- No Communication Methods (internal step)

5. Review Preferred Options

- Focus questions: Have we got it right? Are there major changes that must be made to achieve what people said they wanted?
- Engagement Methods
 - Final workshop that presented preferred option. Discussion produced agreement to change one element.
- Communication Methods
 - Third issue project newsletter with options / response card
 - Third issue newsletter on web page w/ response option

6. Adopt reconstruction plan

Formal public hearing and Council vote with supporting announcements.

February 15, 2017

Bedwell Bayfront Park Master Plan Outreach Plan

Outreach goals:

- Maximize the number of people and the quality of input received
- The audience is the entire City, but special attention is to be paid to noticing the Belle Haven neighborhood
- Allow for easy, convenient (ie. '24/7') input by using multiple methods of communication

Outreach notification methods:

- City webpage; provide weblink to stakeholder groups to place link on their own webpages
- Presence at Farmer's Market or equivalent event (2 to 4 weeks prior to open house #1)
- On-site posters (2 weeks prior to each public workshop, distribution by CA)
- Flyers at City Hall/community centers/main library (3 weeks prior to each public workshop, distribution by City)
- Place newsletters in City utility billing, if feasible (1 week prior to each public workshop, distribution by city utility billing service, 4 or 5 cycles?)
- Mail out postcards to adjacent neighborhoods (3 weeks prior to each public workshop, by City/CA)
- Place ad or meeting notice in the City Belle Haven newsletter (target the April edition, by City)
- Facebook fan page (not a personal profile). Callander Associates will develop a profile for City review. City to review and approve the tagline/url name. Comments will be logged on a weekly basis or more frequently if needed
- E-mail blast to local stakeholder groups (1 week and 3 weeks prior to each public workshop), ie. Friends of Bedwell Bayfront Park, Facebook employees), City recreation group(s)

Public outreach meetings:

- *Workshop #1:* On-site at parking lot on a Saturday morning, 10 am to 2 pm, April 8, 2017. Goals for this first workshop include: educate attendees about the project background and opportunities and constraints, discuss a definition for 'passive recreation,' understand the public's perceptions of the park, and obtain initial input on desired park program elements. The workshop will be an open house format, allowing attendees to arrive and leave at their leisure. A combination of materials will be utilized to solicit input, and likely will include questionnaires, park program prioritization boards, and an opportunities and constraints plan.

- *Workshop #2:* On-site at parking lot on a Saturday morning, 10 am to 2 pm, June 17, 2017. Goals for this second workshop include: present alternative park plans and solicit public input on plan elements and desired character. The workshop will be an open house format, allowing attendees to arrive and leave at their leisure. Materials to be utilized likely will include questionnaires, park plans, design details (ie. cross section, enlargement plans, or perspective sketches), funding – programming matrix, and prioritization image boards.
- *Workshop #3/Parks and Recreation Commission Meeting:* City Council chambers on Wednesday evening, 6:30 pm to 8:30 pm, October 25, 2017. Goals for this third workshop include: present preferred park plan and funding strategies and solicit public input. The format will be more rigid, with an opening presentation and time for soliciting public input. Materials to be utilized likely will include a Powerpoint presentation, park plan, funding matrix, and image boards.

Outreach tasks for Community Workshop #1:

	Event Date	Person Responsible	Due Date	Completed / Status
Complete newsletters	3/4	CA	2/14 – 3/3	
Place newsletters in City utility billing	4/15	AZ/DS	3/4 – 4/8	
Create project page on City website	4/15	AZ/DS	3/4	
Create Facebook page	4/15	CA	3/4	
Place ad/notice in Belle Haven newsletter	4/15	CA	3/4?	
Coordinate link to City webpage with Friends of Bedwell Park, Facebook webpages	4/15	AZ/DS/CA	3/11	
Project outreach at Farmer’s Market	4/15	CA	3/15 – 4/1	
E-mail blast to various stakeholder groups	4/15	AZ/DS	3/15	
Place flyers at City Hall/community centers/main library	4/15	AZ/DS	3/25	
Mail postcards to adjacent neighborhoods	4/15	AZ/DS/CA	3/25	
Place on-site posters	4/15	CA	4/1	
E-mail blast to various stakeholder groups	4/15	AZ/DS	4/8	
Community workshop	4/15		4/15	

CA – Callander Associates
 DS – Derek Schweigart, City
 AZ – Azalea Mitch, City

-END-