



STAFF REPORT

City Council

Meeting Date:

2/25/2020

Staff Report Number:

20-039-CC

Regular Business:

Approve the interim service levels provided during the construction of the Belle Haven community center and library project, appropriate \$1 million for interim services, and waive purchasing requirements and increase the city manager purchasing authority to \$500,000 for interim services

Recommendation

Staff recommends that the City Council:

1. Approve interim service levels for the Belle Haven Youth Center, Onetta Harris Community Center, and Menlo Park Senior Center provided during construction of a new facility as outlined in Table 2;
2. Appropriate \$1 million to the Belle Haven community center and library project to provide interim services, at the City Council approved service levels, for up to 30 months;
3. Waive purchasing requirements to secure facilities, goods, and services required to provide interim services promptly;
4. Increase the city manager's purchasing authority from \$75,000 to \$500,000 for any single agreement or purchase related to interim services during construction of the new Belle Haven community center and library; and
5. Direct the city manager to report on the exercise of this authority through an informational item provided to the City Council at a regularly scheduled meeting.

Policy Issues

City Council is responsible for setting service levels. City Council Procedure # CC-19-001 sets the city manager's purchasing authority, currently at \$75,000 for fiscal year 2019–20, and requires bidding for goods and services above \$37,500 and formal bids for public projects above \$200,000 unless modified or temporarily waived.

Background

In October 2019, Facebook announced its intent to collaborate with the community and the City to build a new multigenerational community center and library on the site of the current Onetta Harris Community Center (OHCC,) Menlo Park Senior Center and Belle Haven Youth Center located at 100-110 Terminal Avenue. On December 10, 2019, staff provided an informational item staff report to provide an update to City Council while awaiting a written offer. In addition, the City Council appointed City Councilmembers Carlton and Taylor to an ad hoc subcommittee on this project. On December 16, 2019, Facebook submitted its offer for the City Council's consideration.

On December 30, 2019, a staff committee was formed from several city departments to investigate the transition from services provided at the current locations to services provided in interim locations should the

City Council accept the offer from Facebook. On January 28, the City Council approved a resolution of intent to collaborate with Facebook and accept the offer. On February 11, City Council conducted a study session to discuss current service levels and directed staff regarding changes to the preliminary recommendations.

Analysis

Following the study session, staff incorporated the City Council’s feedback and refined the criteria for potential sites to provide interim services. For comparison, staff attempted to create a benchmark for the appropriate space and necessary service requirements. This benchmark is for comparison purposes only and does not necessarily represent a recommended solution.

Interim facility benchmarks

Staff gathered quotes and related costs to develop an interim services estimated net cost (the cost above our normal operating budget) for providing service in portable buildings on unoccupied, City-owned land. Based on the recommended service levels and types of portable units available, the estimated costs are described below in Table 1. It is important to note that two options are presented, with a mobile kitchen estimate included as one method to continue provision of the senior meal program.

Table 1: Interim services facility benchmark requirements		
Facility/service	Description	Cost estimate
Large portable (60’ x 48’)	Assembly area, multipurpose	\$155,000
Medium portable (60’ x 12’)	Classroom, multipurpose	\$42,000
Small portable (44’ x 12’)	Classroom, multipurpose	\$40,000
Mobile kitchen	Meal preparation facility	\$145,000
Siting requirements	Utility hook-ups, paving, site work, permits	\$430,000
Low-end total estimate	Minimal facilities, no kitchen	\$627,000
High-end total estimate	Expanded facilities, including kitchen	\$812,000

Current service inventory

The current service inventory (Attachment A) is a listing of all services provided at the project site and grouped by current facility.

Priority tier for interim services

While all of the current services are valued and important, not all services are as critical or practical to provide during the construction period. There is a strong commitment to continue providing services related to the health and safety of vulnerable populations (e.g., seniors, children.) Three priority tiers are identified that help distinguish between these categories. The rating factors are described in greater detail below:

Tier 1

A vulnerable population is the primary service user and the service provided is of critical importance to their health or safety

Tier 2

The program or service provided is not critical

AND

Alternative space for the program or service can be reasonably acquired

Tier 3

The program or service provided is not critical

AND

There are no reasonable alternatives for space which are not cost prohibitive

Interim service levels

In addition to prioritizing the services currently provided, a recommendation was developed for the degree of services to be provided in the interim, ranging from the current level at the high end to temporary discontinuation at the low end. All service level ratings include all factors necessary to provide the service, including appropriate building floor space and room configuration, transportation (if necessary) and staff workspaces. The ratings are described below:

- Same level – The service is critical and cannot be provided at a lower level without severe disruption
- Reduced level – A change in service level has been identified which meets most or all program goals
- Outsource – There exists another provider or location for service in the interim
- Suspend – Providing this service is not feasible during project construction but may resume afterward

It is important to note that these recommended interim service levels would be considered the low end for providing service but would not prevent increasing service if a cost-effective solution were identified.

Direction provided during the study session

At the February 11, study session on interim services, discussion included youth drop-in gym sessions and maintaining the full range of senior services. Staff estimates that the gym at the OHCC currently serves approximately 10 youth-aged drop-ins per week. Staff does not recommend changing the interim service level for this category. Staff also investigated the impact of maintaining health and wellness programs and social events for senior center participants at the current level.

Requirements for a dedicated space or without reducing hours to accommodate after-school users would likely increase the space needed by one portable or equivalent alternate option. This marginal cost is reflected in the option labeled small portable in Table 1. Additional site costs for additional portable units are minimal, but it may require a larger lot to accommodate additional units. Staff recommends a preference for a dedicated senior space, but allowing the flexibility to reduce service depending on options available.

Recommended interim service summary

The services currently offered, ordered alphabetically by current location, are summarized in Table 2 below.

The specific recommendations are included in Attachment A.

Table 2: Recommended interim service level			
Service	Current location	Tier	Recommended interim service level
Pool operations	Belle Haven Pool	3	Suspended
After school child care and summer camp	Belle Haven Youth Center	1	Same level
Sports field group rentals	Kelly Field	2	Same level
Second Harvest program	OHCC	1	Same level
Recreation classes, community special events	OHCC	2	Reduced level
Drop-in fitness/gym classes, room rentals	OHCC	3	Suspended
Senior meals, transportation, health and counseling programs	Senior Center	1	Same level
Senior recreation classes, special events, game room	Senior Center	2	Reduced level
Seniors' community garden	Senior Center	2	Outsourced
Senior community meeting rooms	Senior Center	3	Suspended

Requested authority and action

If the recommended interim service levels are approved, staff requests authority for the city manager to negotiate on behalf of the City in order to find the best mix of interim locations to provide services during construction. Due to the extent of combinations possible, this could feasibly include a commercial rental with some tenant improvements, shared use agreements with local organizations, portable rentals, or some combination of the above. The requested authority of \$1 million provides some latitude when determining whether lower priority current services could potentially be included at a relatively low marginal cost as well as providing flexibility when including other factors such as transportation. The requested action will include a report on any agreements pursued, or, if no satisfactory method of providing interim services can be determined, returning to City Council with updated estimates. Finally, the requested action includes a waiver of competitive bidding requirements in recognition of the requirement for timeliness for providing interim services.

Subcommittee review

The City Council ad hoc subcommittee was not available to review the recommended service levels and benchmark cost estimate prior to publication of the staff report.

Next steps

If approved, staff will begin negotiations with owners of potential interim sites with the intention of procuring the mix which prioritizes according to the following criteria:

1. Attainment of minimum interim service level provision according to City Council direction
2. Lower impact to affected service populations
3. Greater collocation of services
4. Lower overall cost
5. Within the City boundaries

If a suitable location or mix of locations can be identified within the \$1 million authority, the city manager will provide an informational item report during a regularly scheduled City Council meeting detailing any agreements which were entered. If no suitable location or mix of locations can be identified within the \$1

million authority, staff will return with an updated cost estimate and request for consideration by City Council.

Impact on City Resources

This action appropriates \$1 million to the Belle Haven community center and library project in fiscal year 2019-20 and uses available fund balance in the City's library system improvements fund and general capital improvement fund. The project funding will be consolidated into one fund as part of the midyear budget report in March 2020. Requests for additional appropriations will be necessary once the formal agreement between the City and Facebook regarding the City's financial obligation to the new facility is determined.

Environmental Review

This action is not a project within the meaning of the California Environmental Quality Act (CEQA) Guidelines §§ 15378 and 15061(b)(3) as it will not result in any direct or indirect physical change in the environment.

Public Notice

Public notification was achieved by posting the agenda, with the agenda items being listed, at least 72 hours prior to the meeting. In addition, the City sent electronic notices via Nextdoor, Facebook, the Weekly Digest and directly to project email and text update subscribers from the project page (Attachment B.)

Attachments

- A. Current service inventory
- B. Hyperlink – project page: menlopark.org/bellehaven

Report prepared by:
Dan Jacobson, Finance and Budget Manager
Derek Schweigert, Community Services Director

Report reviewed by:
Justin Murphy, Deputy City Manager

Service inventory, priority tiers and interim service levels					
Ref #	Service	Current location	Priority tier	Recommended interim level	Notes
1	Senior nutrition program (senior meals)	Senior Center	1	Same level	
2	Senior recreation classes	Senior Center	2	Reduced level	Focus on movement/exercise
3	Senior special events	Senior Center	2	Reduced level	Focus on movement/exercise
4	Senior Center rentals	Senior Center	3	Suspend	
5	Senior Center community meeting rooms	Senior Center	3	Reduced level	
6	Senior transportation program	Senior Center	1	Same level	
7	Seniors brown bag program	Senior Center	1	Same level	
8	Seniors health screenings	Senior Center	1	Same level	
9	Seniors counseling programs	Senior Center	1	Same level	
10	Seniors community garden	Senior Center	2	Outsource	Coordinate with Belle Haven Community Garden
11	Seniors social opportunities (game room)	Senior Center	2	Reduced level	
12	Samaritan House	Senior Center	3	Outsource	
13	Senior Center program storage space	Senior Center	1	Reduced level	
14	OHCC - recreation classes	OHCC	2	Reduced level	
15	OHCC - rentals	OHCC	3	Suspend	
16	OHCC - Gym rentals	OHCC	3	Suspend	
17	OHCC - Drop-in Gym (b-ball / v-ball)	OHCC	3	Suspend	
18	OHCC - Drop-in Fitness Room	OHCC	3	Suspend	
19	OHCC - community special events	OHCC	2	Reduced level	
20	OHCC - community rooms	OHCC	3	Suspend	
21	OHCC - Second Harvest	OHCC	1	Same level	
22	After School Program	Youth Center	1	Same level	
23	Camp Menlo (Summer)	Youth Center	1	Same level	
24	Recreation swim*	BH Pool	3	Suspend	
25	Lap swim*	BH Pool	3	Suspend	
26	Youth swim school*	BH Pool	3	Suspend	
27	Youth water polo*	BH Pool	3	Suspend	
28	Swim camps*	BH Pool	3	Suspend	
29	Sports field user group rentals	Kelly Field	2	Same level	Use of field limited during construction hours

* Operator will explore alternative delivery.