

**STAFF REPORT****City Council**

Meeting Date: 4/21/2020
Staff Report Number: 20-091-CC

Regular Business: Confirmation of next steps on the Belle Haven community center and library project

Recommendation

Staff recommends that the City Council confirm the next steps on the Belle Haven community center and library project consisting of the following:

- Pursue meetings (likely virtual) with the public, Planning Commission and City Council over the next three months as outlined below.
- Solidify the plan for interim services as outlined below.

Policy Issues

This generous offer to build a new public facility in the Belle Haven neighborhood provides an exciting opportunity for the community for generations to come. On multiple occasions over the past few months, the City Council has established this project as one of the City's top priorities.

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 January 28, the City Council approved a resolution of intent to collaborate with Facebook and accept the offer (Attachment A.) On February 11, City Council conducted a study session to discuss current service levels and directed staff regarding changes to the preliminary recommendations. On February 25, City Council approved the interim service levels, appropriated \$1 million for interim services, waived purchasing requirements and expressed a willingness to convene special City Council meetings with 24-hour noticing related to any potential contracts in excess of the city manager's spending authority of \$75,000.

On March 10, the City Council initiated the process to abandon public utilities easements and a portion of Terminal Avenue currently occupied by Kelly Park, the Menlo Park Senior Center and the Belle Haven pool. The next steps in the abandonment process involve review by the Planning Commission May 18 and City Council June 23 per March 10 resolution (Attachment B.)

On April 7, the City Council voted unanimously to re-affirm the project as a top priority. On April 14, the City Council received an Informational Item on the project.

Information related to the project is available on the City-maintained webpage (Attachment C.)

Analysis

This staff report serves as an update on the project in the context of the COVID-19 emergency and an opportunity for the City Council to confirm next steps regarding the project. Estimates in this staff report are presented based on the best information available at this time. The continued and/or long-term impacts of COVID-19 are challenging to predict.

Since the shelter-in-place order began, staff and the Facebook team have been able to continue working remotely on technical aspects of the project in anticipation of future public meetings. Facebook continues to express a full commitment to the project while understanding the need to re-evaluate how best to keep the community involved through the project review process.

Staff also met with the City Council subcommittee on two occasions to keep them apprised of the project's progress and to seek guidance on two specific aspects, namely 1) the timeline and general steps for completing the project review this summer, and 2) the conceptual plan for implementing interim services while the building is under construction.

Project timeline and review process

Since January 2020, the aspirational goal has been to complete the project approvals and agreement by June 2020. Given the impacts of COVID-19, the new goal is July 2020. The details of the project review timeline are outlined below. By meeting a July 2020 target, construction could likely begin in February 2020. This would mean that the City would need to cease operations in the existing facilities by mid-December in order to fully decommission and empty the buildings. The estimated construction timeline is 18 to 24 months.

In order to meet the new July 2020 goal for City Council action on the overall project, staff recommends the following meeting schedule:

- May 11 – Planning Commission study session (in lieu of the previously scheduled but canceled study session item for March 23)
- May 18 – Planning Commission review of vacation and abandonment of a portion Terminal Avenue and public utility easements
- Late May/early June – City Council review of a term sheet to summarize the contents of the more detailed agreement
- June 23 – City Council review of vacation and abandonment
- June – Planning Commission public hearing to make a recommendation
- July – City Council public hearing on agreement, project and CEQA determination

Interim services plan

Staff recommends the following plan for providing interim services, starting in January 2021.

Senior services

- Locate the program in existing rooms in the Arrillaga Family Recreation Center, which would result in reduced access to certain rooms for the other programs/uses from 8 a.m. to 3 p.m. on weekdays.
- Consider potential minor modifications to kitchen if needed for county health department compliance.
- Increase transportation offering to the Civic Center Campus (Burgess Park) for Menlo Park seniors.

- Explore installation of portables or some other improvement on Burgess Campus for summer camps in 2021 and likely 2022.

Recreation classes

- Accommodate demand through existing or expanded offerings at the various facilities on Civic Center (Burgess Park) campus.
- Modify the program free structure on a pilot basis to encourage participation of Menlo Park residents interested in classes regardless of ability to pay.
- Increase transportation options between the Belle Haven neighborhood and the Civic Center (Burgess Park) campus through an activity shuttle.
- Explore possible enhancement to existing spaces in the main library or Arrillaga Family Gymnastics Center for community meeting rooms or other programming.

After school child care

- Explore partnership with Beechwood School to install temporary portables on its campus to house the program

Staff believes that this plan could be potentially achieved within the target service levels and budget established by the City Council February 25. Upon completion of discussions with Beechwood School, staff will return to the City Council with more detailed information for final approval.

Community outreach and public engagement

City staff and the Facebook team are committed to finding opportunities for public input on the project. Given the current pandemic, opportunities for engagement may not necessarily take the traditional form of in person gatherings. Aside from the public meetings on the project listed above, additional engagement could occur through focused outreach to residents, community members and facility user groups through online surveys, video webinars and a telephone town hall.

Impact on City Resources

Staff estimates the value of the offer at approximately \$40 million. Staff estimates that the inclusion of the reconstruction of the pool in the project could require approximately \$7.4 million in additional funding. Staff is in the process of identifying cost estimates for transitional services, staff time, certain soft costs and furnishings, fixtures and equipment not included in Facebook's offer and project ad-ons to meet City goals for such features as sustainability, resiliency and site aesthetics. As part of the City Council's review of the fiscal year 2020-21 budget, it would be important to consider the magnitude of the staff commitment to deliver this project on the requested timeline. In addition, staff is in the process of identifying various funding options for the City's share of the project costs including existing budget appropriations already dedicated to the project and new appropriations from the recreation in lieu funds, Measure T recreation bond funds, and the general fund.

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. The proposed building is a project under CEQA and staff believes that the project is eligible for a Class 2 exemption for the replacement of existing facilities. The final CEQA determination will occur later in the process.

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 and directly to project email and text update subscribers from the project page (Attachment C.)

Attachments

- A. Resolution 6537 approved January 28
- B. Resolution 6548 approved March 10
- C. Hyperlink – project page: menlopark.org/bellehaven

Report prepared by:
Justin Murphy, Deputy City Manager

RESOLUTION NO. 6537**RESOLUTION OF INTENTION OF THE CITY COUNCIL OF THE CITY OF MENLO PARK TO COLLABORATE WITH FACEBOOK, INC. FOR THE CONSTRUCTION OF A NEW COMMUNITY CENTER AND LIBRARY IN THE BELLE HAVEN NEIGHBORHOOD**

WHEREAS, on December 16, 2019, the City Council of the City of Menlo Park received a proposal from Facebook Inc. proposing to explore funding and development of a new multi-generational community center and library located in Menlo Park's Belle Haven neighborhood, replacing existing community center, senior center, youth center, pool house, and library facilities; and

WHEREAS, the proposal outlines a two-phase project schedule, with Phase One occurring over six months, from January to June 2020, and Phase Two occurring over two years, from July 2020 to July 2022, with a goal of starting construction through demolition of existing facilities in January 2021; and

WHEREAS, the proposal requests that the City Council designate this project as a priority project and direct staff to prioritize timely project approvals and plan check / permitting reviews; and

WHEREAS, Phase One would include obtaining the necessary City approvals for the design of the project and the City and Facebook, Inc. entering into an agreement that documents project development details related to design, construction, financing, operations, and maintenance for the project; and

WHEREAS, Phase Two of the proposal would result in the completion of construction documents, permitting, and construction of the building; and

WHEREAS, the intent of the proposal is to design a building to meet the parameters of a California Environmental Quality Act (CEQA) Class 2 categorical exemption as a replacement of existing facilities; and

WHEREAS, the project is anticipated to receive input from the Library Commission and Parks and Recreation Commission and approvals from the Planning Commission and City Council; and

WHEREAS, a community public engagement plan for the project, a joint effort between Facebook, Inc., City staff, and the City Council ad hoc subcommittee, was presented to the City Council on January 28, 2020, outlining the level of public engagement by project component and the role of City Council advisory bodies and community in the project approval process; and

WHEREAS, the proposal outlines that the City will be responsible for relocating existing programs into temporary facilities for the duration of construction and will be responsible for the future programming of the facility; and

WHEREAS, the proposal outlines that the City will be responsible for all costs related to project approvals, permitting, plan checking and inspections, and for all ongoing operations and maintenance costs of the facility; and

WHEREAS, the City entered into an agreement with Noll and Tam Architects for the design of the Belle Haven branch library; and

WHEREAS, the City intends to revise the scope of work with Noll and Tam Architects for design assistance on the project to provide expertise on programmatic requirements, performance criteria, and act as an Owner's representative, as needed; and

WHEREAS, the City intends to seek funding for the replacement of the Belle Haven pool for inclusion as part of the project; and

WHEREAS, the City will retain the right to name the facility and will develop a process to determine the name of the facility.

NOW, THEREFORE BE IT RESOLVED, that the City of Menlo Park, acting by and through its City Council, having considered and been fully advised in the matter and good cause appearing therefore do hereby declare its intent to collaborate with Facebook Inc. for the construction of a new community center and library in the Belle Haven neighborhood with the following clarifications and actions:

1. Accept the proposal from Facebook, Inc. for the construction of a new community center and library in the Belle Haven neighborhood.
2. Designate the project as a priority project and direct staff to prioritize timely project approvals, plan check and permitting reviews.
3. Direct staff to develop a draft agreement with Facebook, Inc. that documents project development details related to design, construction, financing, operations, and maintenance for the City Council's consideration.
4. Accept the public engagement outline for the project presented to the City Council on January 28, 2020 identifying the level of public engagement the role City Council advisory bodies and the community, as a joint effort with Facebook and led by the City.
5. Revise the scope of work with Noll and Tam for design assistance on the project to provide expertise on programmatic requirements, performance criteria, and act as a subject matter expert, as needed up to the current contract amount of \$160,000.
6. Direct staff to identify a project budget and recommend contracting authority modifications specific to this project for items not included in the offer.
7. Amend the fiscal year 2019-20 budget to merge the Belle Haven Branch Library project and the Belle Haven Youth Center Improvement project into a single Belle Haven community center and library project.
8. Direct staff to seek or identify funding for the replacement of the Belle Haven pool for inclusion as part of the project for the City Council's consideration.
9. Direct City staff and the City Council ad hoc subcommittee to develop a community process, including a timeline, to determine the name of the new multipurpose, multigenerational facility while reflecting history.
10. Direct staff to evaluate and propose specific environmental, sustainability, and resiliency goals for the project in order to understand project cost implications and tradeoffs.

I, Judi A. Herren, City Clerk of Menlo Park, do hereby certify that the above and foregoing City Council Resolution was duly and regularly passed and adopted at a meeting by said City Council on the twenty-eighth day of January, 2020, by the following votes:

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AYES: Carlton, Mueller, Nash, Taylor

NOES: None

ABSENT: None

ABSTAIN: None

RECUSED: Combs

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Official Seal of said City on this twenty-eighth day of January, 2020.



Judi A. Herren, City Clerk

RESOLUTION NO. 6548

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MENLO PARK
DECLARING THE INTENTION OF SAID CITY TO ABANDON PUBLIC RIGHT-
OF-WAY AND PUBLIC UTILITY EASEMENTS ADJACENT TO AND WITHIN
100-110 TERMINAL AVENUE**

WHEREAS, the City Council of the City of Menlo Park has considered the abandonment of Public right-of-way and public utility easements adjacent to and within 100-110 Terminal Avenue, as shown in Exhibit A, which is attached and made apart thereto; and

WHEREAS, the Planning Commission is scheduled to review the proposed abandonment for consistency with the City's general plan at its meeting on May 18, 2020; and

WHEREAS, the City Council will hold a public hearing on June 23, 2020 at approximately 7 p.m. as required by law to determine whether said public right-of-way and public utility easements shall be abandoned.

NOW, THEREFORE, BE IT RESOLVED, that a resolution of intention of the City Council of the City of Menlo Park does hereby propose the abandonment of public right-of-way and public utility easements adjacent to and within 100-110 Terminal Avenue.

I, Judi A. Herren, City Clerk of Menlo Park, do hereby certify that the above and foregoing Council resolution was duly and regularly passed and adopted at a meeting by said City Council on the tenth day of March, 2020 by the following votes: Motion and second (Mueller/Carlton) to approve the consent calendar, except item G5., passed 4-0-1.

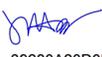
AYES: Carlton, Mueller, Nash, Taylor

NOES: None

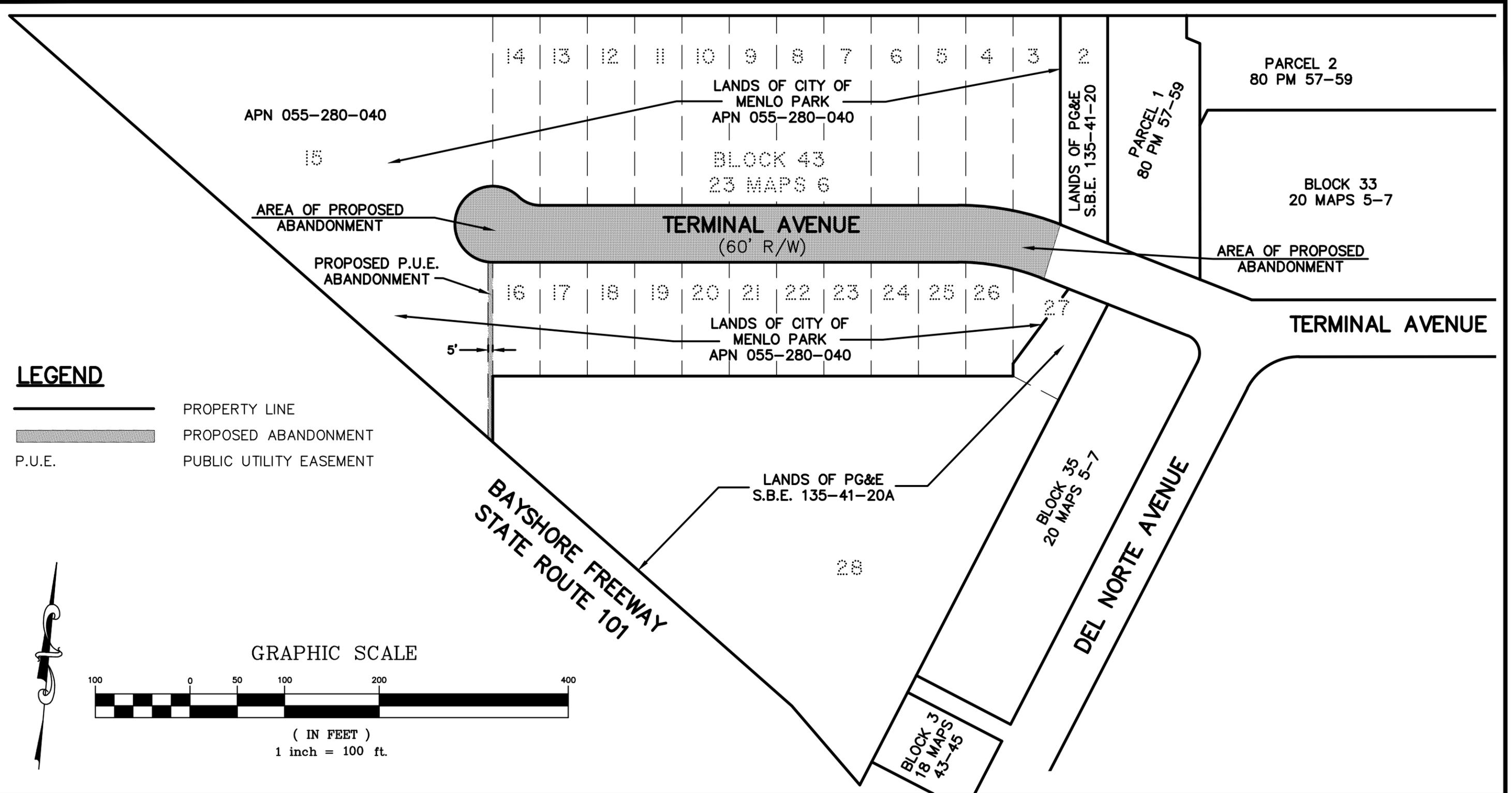
ABSENT: Comb

ABSTAI: None

IN WITNESS THEREOF, I have hereunto set my hand and affixed the Official Seal of said City on this tenth day of March, 2020.

DocuSigned by:

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Judi A. Herren, City Clerk



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RIGHT-OF-WAY & P.U.E. ABANDONMENT EXHIBIT
FOR PROPOSED ABANDONMENT OF
**PORTION OF TERMINAL AVENUE
AND A PUBLIC UTILITY EASEMENT**
MENLO PARK SAN MATEO COUNTY CALIFORNIA



PREPARED FOR: MENLO PARK PUBLIC WORKS DEPARTMENT	
DRAWN BY: DJK	DESIGNED BY: ---
CHECKED BY: DGM	DATE: 03-10-20
SCALE: 1"=100'	DRAWING NO. 4705-ROW