

**Condensed Title:**

Request For Approval To Issue A Request For Proposals (RFP) For Maintenance And Security Services For The Lincoln Road Mall Service Area

**Key Intended Outcome Supported:**

Improve cleanliness of Miami Beach rights-of-ways especially in business areas.

**Supporting Data (Surveys, Environmental Scan, etc.):**

Cleanliness Index for Streets, Sidewalks, Rights-of-Way, Parks, Parking and Alleys

**Issue:**

Shall the Mayor and City Commission approve the Resolution?

**Item Summary/Recommendation:**

This memorandum is submitted as a follow-up to the February 8, 2012, City Commission Meeting, wherein a discussion was held on Agenda Item R7F regarding the outsourcing of maintenance services within the Lincoln Road Mall service area. With the exception of the 1100 block of Lincoln Road (between Lenox Avenue and Alton Road), the maintenance services would be provided for the entire length of Lincoln Road, from Collins Avenue to West Avenue, including side streets between 16<sup>th</sup> and 17<sup>th</sup> Streets, also referred to as the Lincoln Road Service Area (LRSA). The Administration was directed to develop the scope, bring the objective criteria to measure success or failure to the Finance and Citywide Projects Committee (FCWPC) for approval, and submit the RFP for approval at the following Commission meeting. At its June 28, 2012 meeting, the FCWPC recommended that, in concept, the item be moved and brought to the Commission, subject to Staff meeting with Chairperson Weithorn and Commissioner Exposito to further refine the RFP. Staff has met with and received input from Commissioners Weithorn and Exposito and, as a result, revisions are being incorporated into the RFP.

The required services and work scope to be outsourced include: Pedestrian Surfaces & Side Streets Maintenance; Facilities Maintenance; Landscaping Services; Coordination with Code Enforcement, Police and Homeless Outreach; Special Events; and Miscellaneous Duties. The contract will require the Contractor to have all services supervised under a mutually agreed upon manager, or representative, to be exclusively assigned to the LRSA, and whose duties will include responding to any stakeholder issues or complaints; ensuring that the provision of maintenance services is done with minimal disruption and inconvenience to the Lincoln Road Mall business and property owners; and serving as the primary point of contact with the City.

A basic requirement of the RFP will be for the Contractor to submit a detailed Quality Control / Quality Assurance (QA/QC) plan outlining the quality management procedures and responsibilities for the workmanlike and professional performance of the key maintenance and repair processes associated with this Contract. The QC/QA plan will be subject to review and input by the City, and the mutually agreed upon performance and quality measures shall be inputted into a web-based Computerized Maintenance Management System. The quality of the work to be performed shall be determined by the Contractor's compliance to the performance and quality standards to be established prior to commencement of the work. Compliance verification shall be accomplished by various methods including random and scheduled inspections by the City's contract manager, City personnel, and outside professionals; input from the various Lincoln Road stakeholders; and the City's examination of documents and records, under its contractual rights.

**THE ADMINISTRATION RECOMMENDS APPROVING THE ISSUANCE OF THE RFP.**

**Advisory Board Recommendation:**

Finance and Citywide Projects Committee Meetings: February 24, 2011, June 28, 2012

**Financial Information:**

Source of Funds:	Amount		Account
	1	\$1,680,000	Fund 168 - City Center RDA
OBPI	Total		

**Financial Impact Summary:**

**City Clerk's Office Legislative Tracking:**

Fred H. Beckmann, Ext. 6012

**Sign-Offs:**

Department Director	Assistant City Manager	City Manager
FHB <i>[Signature]</i>	JGG <i>[Signature]</i>	KGB <i>[Signature]</i>

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## COMMISSION MEMORANDUM

TO: Mayor Matti Herrera Bower and Members of the City Commission

FROM: Kathie G. Brooks, Interim City Manager

DATE: July 18, 2012

SUBJECT: **REQUEST FOR APPROVAL TO ISSUE A REQUEST FOR PROPOSALS (RFP) FOR MAINTENANCE AND SECURITY SERVICES FOR THE LINCOLN ROAD MALL SERVICE AREA**

This memorandum is submitted as a follow-up to the February 8, 2012, City Commission Meeting, wherein a discussion was held on Agenda Item R7F regarding the outsourcing of maintenance services within the Lincoln Road Mall service area. With the exception of the 1100 block of Lincoln Road (between Lenox Avenue and Alton Road), the maintenance services would be provided for the entire length of Lincoln Road, from Collins Avenue to West Avenue, including side streets between 16<sup>th</sup> and 17<sup>th</sup> Streets, the Lincoln Road Service Area (LRSA). Refer to Attachment A for a map of the LRSA.

The discussion on Item R7F led to a Motion by Vice-Mayor Weithorn to issue a publicly advertised Request for Proposals (RFP). The Motion was seconded by Commissioner Wolfson and passed by a unanimous vote. The Administration was directed to develop the scope, bring the objective criteria to measure success or failure to the Finance and Citywide Projects Committee (FCWPC) for approval, and submit the RFP for approval at the following Commission meeting.

At its June 28, 2012 meeting, the FCWPC recommended that in concept the item be moved and brought to the September 12, 2012 Commission Meeting, subject to Staff meeting with Chairperson Weithorn and Commissioner Exposito to further refine the RFP. Staff has met with and received input from Chairperson Weithorn and Commissioner Exposito and, as a result, revisions are being incorporated into the RFP.

### **BACKGROUND**

#### **Existing Maintenance Services Managed by City Personnel**

Except for the 1100 block of Lincoln Road (between Lenox Avenue and Alton Road), City of Miami Beach personnel provide maintenance services for the entire length of Lincoln Road - from Collins Avenue to West Avenue, including the side streets between Lincoln Lane North and Lincoln Lane South. Maintenance services for the 1100 Block are provided under a management agreement with UIA Management, LLC (UIA).

Maintenance / security services provided or managed by City personnel are as follows:

- Parks and Recreation Dept. GreenSpace Management Division – Include turf mowing, trimming and edging (30/year); shrub and ground cover pruning (12/year); weed control (40/year); tree/palm pruning (2-3/year); date palm seed removal (4-6/year); mulch application (2/Year); daily irrigation system checks (5 days, weekly) and repairs as needed; flower installations (3/Year) with additional plants also installed; turf fertilization (3/year); shrub/ground cover granular fertilization (3/year); liquid fertilization (minors) (4/year); tree/palm fertilization (3/year); and litter removal (supplemental to Sanitation Division) once per day, 5 days weekly; and integrated pest management. A total of five City personnel support the above activities.
- Sanitation Division – Include pressure cleaning of all hard surfaces, with scrubber overlapping pressure cleaners, as well as area garbage cans(5 days, weekly, 15-day rotation); seven-day litter control from 6:10 a.m. to 11:30 p.m., including blowing and sweeping the walkways and emptying garbage and recycling containers; reporting of deficient conditions for follow-up or corrective work by other divisions; and close work with Code Enforcement, Police and Homeless Outreach Team to support a cleaner and safer environment for tourists, residents and business owners. A total of 14 City personnel and three temporary laborers support the above daily activities from 6:30 a.m. to 11:30 p.m.
- Property Management Division – Include painting of all structures, retaining walls and “piano keys”; service and maintenance of all decorative, landscaping and pedestrian street lighting; maintain all electrical service points for vendors; and provide cleaning and chemical treatment of fountains/water features, as well as repair and maintenance of associated electrical, pumping and plumbing systems. A total of nine City personnel support the above activities as well as other maintenance activities that fall within the RDA area, but outside of the Mall service area. For this reason, the approximate equivalent of five employees – two Electricians, two Painters, and a MSW II – will be considered as the equivalent number of full-time Property Management positions fully dedicated to the Lincoln Road service area.
- Police Department – Contracted security services provide two daily shifts / 7-day coverage; each shift staffed by two guards. Split shifts are from 6:00 am to 2:00 pm and 6:00 pm to 2:00 am.

### **Existing Maintenance Services Managed by UIA Management and Excluded from RFP**

On January 2010 the City Commission approved the execution of a Management Agreement between the City and UIA Management, LLC (UIA) for the maintenance of improvements to the 1100 block of Lincoln Road Mall. Under the Maintenance Management Agreement, UIA has provided maintenance, repair and replacement of the water features, landscaping, trees, Pedra Portuguesa stone pavement, lighting, electrical equipment, mechanical systems and sanitation services on the 1100 Block of Lincoln Road. Over the course of the past eighteen (18) months, UIA has met expectations under the terms and conditions of the Agreement. General consensus is that the levels of maintenance, oversight, and repair for the contracted portion of Lincoln Road Mall compare favorably to other Mall areas maintained by City forces.

The Management Agreement of the 1100 block of Lincoln Road Mall was contracted to UIA Management, LLC in accordance with Section 52-6 of the original Development Order for the construction of UIA’s mixed use parking garage facility. The purpose of the Agreement was to evaluate the benefits received by consolidating oversight and management of all maintenance activities under a single entity as an attempt to control costs while improving levels of service

and response time. To date, the general consensus is that the contract has been successfully executed. The 1100 block is excluded from the service area

### Cleanliness Standards

The City's Cleanliness Index for Streets, Sidewalks, Rights-of-Way, Parks, Parking and Alleys program is used to evaluate and score the condition of existing facilities. Cleanliness index scores provide an objective measurement of performance, ranging from 1.0 (Very clean) to 6.0 (Very Dirty), and include assessment of litter, litter/garbage cans and dumpsters, organic material and fecal matter. The target assessment score for streets and sidewalks is 1.5.

The results of the assessments are used to monitor the impact of recently implemented initiatives to target areas for future improvements and assure the quality of services. Average scores from the City's Cleanliness Index & Assessment Program's recent surveys for Lincoln Road are as follows:

- From FY10/Q2(1) through FY11/Q4:
    - Lincoln Road, excluding the 1100 block: 1.6
    - Lincoln Road, 1100 block only: 1.4
- (1) Commencement of UIA contract for maintenance of 1100 Block.

### Maintenance Budget for Existing and Contracted Services

The expenses for maintenance services are funded from the adopted City Center RDA budget for the LRSA. This budget includes expenses for corresponding management, supervisory, and administrative positions in the various Divisions that will remain after maintenance services are outsourced. The expenses are not separately budgeted, but based on allocations of cost estimated at \$2.4 million. Consequently, the effective RDA budget available is estimated as follows:

▪ GreenSpace Management Division:	\$310,000
▪ Sanitation Division:	\$666,000
▪ Property Management Division:	\$453,000
▪ Police Department (Security):	\$186,000
▪ UIA Contract:	\$158,000
▪ Special Events Coverage:	<u>\$65,000</u>
Total:	\$1,838,000

Excluding the amount of \$158,102 required to cover the active UIA Contract for the 1100 block of Lincoln Road, the projected amount available to fund contract maintenance services for the remaining portion of the Lincoln Road service area is \$1,680,000.

### Capital Improvement Projects for Lincoln Road

As part of the FY2011/2012 budget process, a new capital project, "Lincoln Road Landscaping – Lenox Ave. to Washington Ave." was approved and funded at \$150,000 to initially address wholesale replacement of landscaping along the entire length of the Lincoln Road Mall. A second capital project "Lincoln Road Landscaping Future Years" was also approved with the intent of programming future annual appropriations to invest in the landscaping revitalization of the Mall, with an additional \$150,000 programmed for appropriation in FY 2012/13.

In addition, the "Lincoln Road Washington Ave. to Lenox Ave." project is programmed for a future appropriation of \$20,000,000 beginning in Fiscal Year 2014/15 for the purpose of comprehensive enhancements including new lighting, pedestrian surface refurbishment, street furnishings, healthy tree fertilization systems, milling and resurfacing pavement surfaces, and crosswalk enhancements.

## **ANALYSIS**

Extending along a nearly 4,000 foot long corridor, Lincoln Road is a major South Florida destination serving tourists, residents and the general public. Maintaining this key thoroughfare clean and well-maintained is essential to helping preserve the City's status as a world class destination. For a number of years, the management of maintenance services within the Lincoln Road service area has been provided by the Property Management, Sanitation, and GreenSpace Management Divisions, with the Police Department managing the contracted security services. Attachment B lists the full-time City positions assigned to Lincoln Road, as well as their disposition in the event maintenance services are outsourced.

An integrated maintenance service program offers the benefit of competitive pricing while maximizing value and service delivery efficiencies. Following the unanimous vote to issue the RFP for maintenance services at the February 8<sup>th</sup> City Commission meeting, staff completed a draft of the scope of work and performance standards that will be included as Section II of the proposed RFP.

### **RFP Scope of Work**

Section II of the proposed RFP is divided into three main sections:

- **Minimum Requirements / Qualifications** – The primary objective of the RFP is to enter into a contract with a responsive and responsible Contractor to ensure ever improving level of cleanliness and maintenance services within the Lincoln Road service area. Key requirements include:
  - *Proven track record of maintenance management in pedestrian-oriented public venues and facilities.*
  - *Ability to develop and implement a quality control / quality assurance plan to ensure that quality control services are provided by its organization, suppliers, sub-Contractors and vendors.*
  - *Demonstrate possession of all necessary attributes to successfully manage the maintenance and expectations of the City, Lincoln Road property and business owners, visitors and the general public.*
  - *Possess and demonstrate successful use of a web-based Computerized Maintenance Management System (CMMS) where all service requests, work orders, and performance measures are entered and tracked.*
  
- **Cost Proposal** – The cost proposal format has been structured in a manner that requires the Contractor to provide a detailed breakdown of how it arrived at the value of its proposal; not unlike a unit price contract. Required cost information includes: number of positions, description of duties, hourly rates, and estimated hours per year; description and number of vehicles and equipment, with annual operating expenses; projected quantities of maintenance supplies and costs; projected quantities of repair and replacement parts and unit costs; and projected quantities of plant and shrub

replacement expenses and unit costs. The Contractor will also separately list a percentage-based amount for general, administrative, and overhead costs, and profit for each of the major cost categories in the proposal. However, the proposal will ultimately be evaluated and awarded based on a lump sum amount. The major cost categories in the Base Proposal section are the following:

- *Maintenance Labor Expenses*
- *Vehicle and Equipment Operating Expenses*
- *Maintenance Supplies and Consumable Expenses*
- *Repair and Replacement Parts Expenses*
- *Plant and Shrub Replacement Expenses*

The cost proposal also includes the following two "Add Alternates" that require the Contractor to provide similar cost breakdowns as detailed above:

- *Mall Manager Services*
- *Security Services*

The detailed cost proposal format will make it easier for the Review Panel to:

- 1) Determine the thoroughness of the Contractor in conducting its due diligence with respect to the resources necessary to perform the required services and scope of work;
  - 2) Tabulate and compare all submittals, across the various categories, in order to seek clarification of any apparent disparities or deficiencies in the manner in which resources were allocated for the work; and
  - 3) Request an explanation of any apparent pricing irregularities, and/or imbalances, across individual items and cost categories.
- Required Services/Scope of Work – The required services and work scope are detailed in the following sub-sections:
- Pedestrian Surfaces & Side Streets Maintenance
  - Facilities Maintenance
  - Landscaping Services
  - Coordination with Code Enforcement, Police and Homeless Outreach
  - Special Events
  - Miscellaneous Duties

The Contractor will be required to have all services supervised under a mutually agreed upon manager, or representative, to be exclusively assigned to the Lincoln Road service area, and whose duties will include responding to any stakeholder issues or complaints; ensuring that the provision of maintenance services is done with minimal disruption and inconvenience to the Lincoln Road Mall business and property owners; and serving as the primary point of contact with the City's contract manager.

The City's contract manager will be appointed by the City Manager and will have responsibilities that include monitoring and documenting Contractor responsiveness and quality of work. The City's contract manager will also coordinate as necessary with the City's appropriate Division(s) in matters requiring certain levels of technical expertise regarding performance and quality standards, as well as coordination of special procurement items.



## **Performance and Quality Standards**

The goal of the City is to improve the actual and perceived cleanliness of the Lincoln Road service area, as well as the timely and effective delivery of maintenance services through the implementation and enforcement of performance and quality standards.

An effective tool for monitoring and evaluating the effectiveness of various targeted City initiatives is the currently used Cleanliness Index assessments described in page 3. In addition to this useful tool, the development of the RFP presented an opportunity to introduce a series of performance standards that are included for the various activities described in the scope of work. The standards address response times that depend on the nature and urgency of the task to be performed.

The Contractor Standards section provides specific requirements regarding quality of operation, personnel, equipment, supplies, program management, safety regulations, and fines and penalties.

A basic requirement of the RFP will be for the Contractor to submit a detailed Quality Control / Quality Assurance (QA/QC) plan outlining the quality management procedures and responsibilities for the workmanlike and professional performance of the key maintenance and repair processes associated with this Contract.

Prior to commencement of the contract, the Contractor shall describe how it will measure quality and performance thresholds for work performed under this Contract. The QC/QA plan will be subject to review and input by the City, and the mutually agreed upon performance and quality measures shall be entered into a web-based Computerized Maintenance Management System (CMMS).

The requirement for the Contractor to utilize a CMMS, where all service requests, work orders, and performance and quality measures are entered and tracked, will be the key to monitoring the progress and evaluating quality of the maintenance services provided under the contract. The Contractor will be required to provide CMMS "read-only" and management report generating access to the City.

The quality of the work to be performed shall be determined by the Contractor's compliance to the performance and quality standards to be established prior to commencement of the work. Compliance verification shall be accomplished by various methods including random and scheduled inspections by the City's contract manager, City personnel, and outside professionals; input from the various Lincoln Road stakeholders; on-line review of CMMS management reports and data; and the City's examination of documents and records, under its contractual rights.

## **EVALUATION / SELECTION PROCESS**

The procedure for response, evaluation and selection will be as follows:

1. The RFP will be issued
2. A Pre-Proposal Submission Meeting with potential Proposers will be conducted.
3. All timely received Proposals will be opened and listed.
4. An Evaluation Committee, appointed by the City Manager, shall meet to evaluate each Proposal in accordance with the requirements set forth in the RFP. If further information

is desired, Proposers may be requested to make additional written submissions or oral presentations to the Evaluation Committee.

5. The Evaluation Committee will recommend to the City Manager the Proposer or Proposers that it deems to be the best candidate(s) by using the following evaluation criteria:

Total Points	Evaluation Criteria
25	Maintenance Services Experience & Qualifications of Project Team
5	Methodology and Approach
20	Previous Similar Projects
10	References & Past Performance Surveys Provided by Prior Clients
40	Total Base Proposal Amount

**LOCAL PREFERENCE:** The Evaluation Committee will assign an additional five (5) points to Proposers, which are, or include as part of their proposal team, a Miami Beach-based vendor as defined in the City's Local Preference Ordinance.

**VETERANS PREFERENCE:** The Evaluation Committee will assign an additional five (5) points to Proposers, which are, or include as part of their proposal team, a small business concern owned and controlled by a veteran(s) or a service-disabled veteran business enterprise, as defined in the City's Veterans Preference Ordinance.

6. The City Manager shall recommend to the City Commission the Proposal or Proposals which he deems to be in the best interest of the City.
7. The City Commission shall consider the City Manager's recommendation and, if appropriate, approve such recommendation. The City Commission may also, at its option, reject the City Manager's recommendation and select another Proposal or Proposals which it deems to be in the best interest of the City, or it may also reject all Proposals.
8. Negotiations between the City and the selected Proposer(s) will take place to arrive at a mutually acceptable Agreement. If the City Commission has so directed, the City may proceed to negotiate an Agreement with a proposer other than the top-ranked proposer.
9. The final proposed agreement(s) will be presented to the City Commission for approval.
10. If the agreement(s) are approved by the City Commission, the Mayor and City Clerk shall execute the contract(s), after the Proposer (or Proposers) has (or have) done so.

**CONCLUSION**

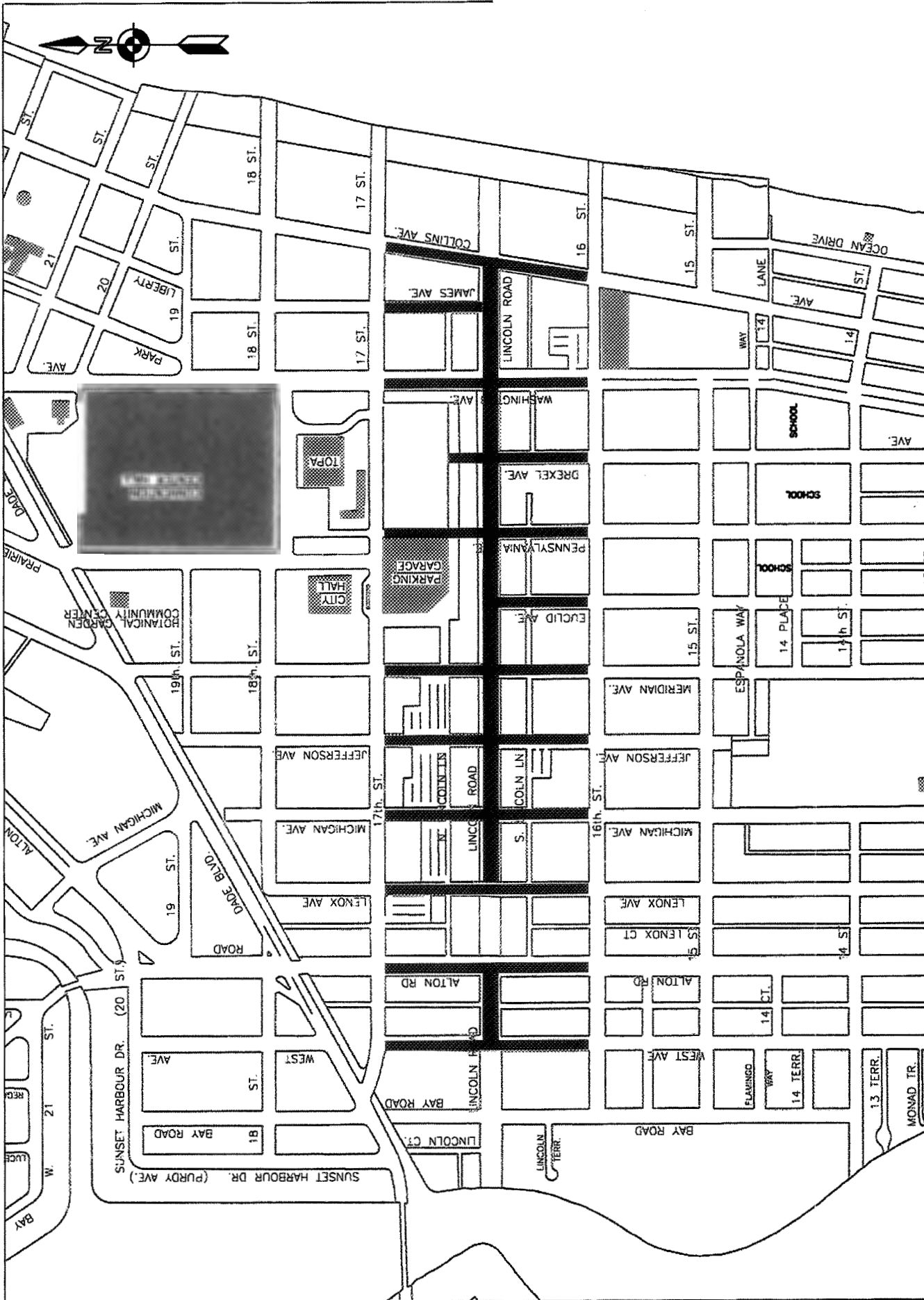
Should the City Commission approve this item, the Administration will proceed to issue a Request for Proposals for Maintenance and Security Services for the LRSA.

**Attachments:**

- A: Map of Proposed Lincoln Road Service Area
- B: List of Lincoln Road City Staff Positions



PROPOSED MAINTENANCE SERVICE AREA TO BE OUTSOURCED



## LIST OF CITY FULL-TIME EQUIVALENT POSITIONS ASSIGNED TO LINCOLN ROAD

Sanitation Division			
Position	Number	Bargaining Unit	Disposition Following Outsourcing
MSW III	1	AFSCME	Positions could be accommodated within existing vacancies in Sanitation Division currently filled by temporary employees.
MSW II	6	AFSCME	
MSW I	7	AFSCME	
Temp	3	N/A	Reduce temps by three.
<b>TOTAL</b>	<b>17</b>		

Parks & Recreation Department			
Position	Number	Bargaining Unit	Disposition Following Outsourcing
Tree Trimmer	1	AFSCME	Positions could be accommodated within existing vacancies in Sanitation Division currently filled by temporary employees.
MSW II	3	AFSCME	
MSW I	1	AFSCME	
<b>TOTAL</b>	<b>5</b>		

Property Management Division			
Position	Number	Bargaining Unit	Disposition Following Outsourcing
Electrician	2	CWA	Pursuant to the CWA Collective Bargaining Agreement, these employees would be relocated to a position within the City.
Painter	2	CWA	
MSW II	1	AFSCME	Position could be accommodated within existing vacancies in Sanitation Division currently filled by temporary employees.
<b>TOTAL</b>	<b>5</b>		