



# STAFF REPORT

AGENDA NO: 10d

MEETING DATE: November 5, 2018

**To: Honorable Mayor and City Council**

**Date: November 5, 2018**

**From: Margaret Glomstad, Parks and Recreation Director – (650) 558-7307**

**Subject: Approval of the Schematic Design and Phasing Plan for the New Community Center**

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## **RECOMMENDATION**

Staff recommends that the City Council approve the schematic design and phasing plan for the new community center.

## **BACKGROUND**

Since 2012, City staff, in collaboration with Group 4 Architecture, the Citizens' Advisory Committee (CAC), and community members, has been working on developing plans for a new community center in Washington Park. The work includes development of a Master Plan for the active areas of the park and identifies the site locations of the park amenities (Community Center Master Plan) and conceptual designs of the proposed building within the Master Plan. The City Council approved the Community Center Master Plan on July 7, 2014.

Since that time, the City Council has held study sessions, and the City has gathered input through an Advisory Committee, at Planning Commission and Parks and Recreation Commission meetings, as well as at community meetings and public events. Information about the process and public outreach plan can be found at

[https://www.burlingame.org/parksandrec/facilities/projects/community\\_center\\_conceptual\\_plan.php](https://www.burlingame.org/parksandrec/facilities/projects/community_center_conceptual_plan.php)

At the July 2, 2018 Council meeting, the City Council chose to move forward with the pavilions style building, a 35,700 square foot community center with parking under and adjacent to the new center. The project also includes a new relocated playground, picnic area, and basketball court, and an indoor and outdoor stage. The tennis courts, Lions Club building, ballfields, and Parking Lot X will remain unchanged.

At the September 17, 2018 City Council study session, staff and Group 4 presented a Schematic Design progress update and received input and direction on the project scope and budget, including add alternates, selection of the underground parking option, approval of the early site package, and approval of the exterior material palette. At the September 20, 2018 Parks & Recreation Commission meeting and the September 24, 2018 Planning Commission meeting,

City staff and Group 4 presented a schematic design progress update, including relaying the input that the Council provided at its study session.

## **DISCUSSION**

### **Project Updates**

#### *Early Site Package*

With the goal of providing uninterrupted community access to the playground during the building construction, an early site package is being developed that will include the design and construction of the relocated children's playground and basketball court.

As the playground is a well-utilized community amenity, staff issued a community survey soliciting input for playground equipment priorities. Staff also solicited volunteers to sit on a Washington Park Playground Committee for the playground equipment selection and design. On October 1, 2018, the Washington Park Playground Committee had its first meeting to review the project scope, timeline, and the community survey results.

The community survey results indicated the public's priority to include a "variety" of playground equipment. The survey results also indicated that slides and climbing opportunities are always popular. Additional interests include strap swings and imaginative play spaces. Thematically, the public preferred nature elements in the design, although the Committee also values the train component of the current playground. The Committee has identified a list of specific wants and needs for the new playground, which will be used in generating the design concepts. The Committee will be meeting again on November 13, 2018 to review design options from two vendors, Landscape Structures and BCI Burke. During the playground development, staff and the consultants determined that swapping the locations of the playground and basketball court made more sense for the overall design of the park for the following reasons:

1. The size of the new play structure will not need to be reduced from the current play structure's size.
2. There is a reduced chance of baseballs being hit into the playground.
3. The new basketball court will not have a slope like the current basketball court has.
4. The noise from the playground will be farther away from the new stage and the indoor/outdoor area of the community hall.
5. The new playground will be closer to the Washington Park restrooms.

The environmental consultant, LSA, has determined that the switch will not result in any new or more significant impacts than those already identified in the IS/MND (Exhibit A).

The children's playground and basketball court site package will be completed independent of the construction of the building and remaining site work. One of the parameters for the building construction package will be a requirement that the contractor provide safe access for the community to the new playground and basketball court during construction of the building and its associated site work. The work plan for the playground and basketball project anticipates construction documents being completed in the winter of 2019, bid in late spring 2019, and

construction completed by the end of December 2019, prior to construction commencing on the building, underground parking, and remaining site work.

### ***Parking***

The new surface parking lot with vegetated landscape and trees will take the place of the existing facility location, while the new building will be located immediately to the west of the new lot, closer to the greater Washington Park and other civic amenities. The surface lot will provide a transitional buffer between the new building's activities and the single-family residences along the eastern edge of the park. A vegetated sound wall between the parking lot and residential homes will be built to mitigate vehicular noise impact from the surface lot. The parking lot will also include a designated pick-up and drop-off zone immediately adjacent to the entry plaza. To accommodate tour bus trips associated with recreation programming, the section of Burlingame Avenue directly in front of the community center may be zoned for bus loading and unloading during specific timeframes.

The underground parking is located partially under the building and partially under the surface lot. There will be a lobby at the underground parking level that will allow visitors access from the parking garage up to the street level of the surface lot and into the community center lobby when the center is open. There are two options regarding the number of parking spaces that can be included in the garage: the first option provides 43 spaces (41 are needed in the garage), while the second option provides an additional 10 spaces, for a total of 53 spaces. The costs of the two options are included in the project budget section of this report. At the September study session, the Council expressed their preference for a total of 53 spaces.

### ***Exterior Building Design***

To ensure the design adheres to the City Council's direction and is sensitive to the community's vision, an Advisory Committee was formed to provide additional input into the development of the exterior and interior building design. On August 22, 2018, staff and Group 4 met with the Advisory Committee to review the exterior envelope design, focusing on the building's exterior materials, exterior elevations, and massing.

The Advisory Committee reviewed several exterior material options. Each option included the primary exterior cladding material of EIFS (Exterior Insulation and Finish System), which has the look of stucco but is an integrated exterior envelope system that has high insulation performance. The EIFS is planned to be painted several colors: two neutral shades and one accent color for vibrancy. The Advisory Committee selected three accent materials: metal panels for the vertical pavilion elements, stone planks for a grounding base finish, and wood (phenolic panel) for the parapeted volumes that connect the three pavilions. The three pavilion butterfly roofs are planned to be standing seam metal, while the parapeted flat roofs are planned to be TPO roofing. An alternate is being included in the project budget for a green roof on the Kids Town portion of the building, which is the one-story highly visible portion of the building on Burlingame Avenue in front of the first pavilion; the green roof would be visible from the street, the park, and the second-floor dance room. Wood and steel trellises will accent the building entry and outdoor program spaces.

At the September 17, 2018 study session, staff and Group 4 presented the exterior envelope design and material palette, which were refined per input and direction provided by the Advisory

Committee during its first meeting held August 22, 2018. The City Council expressed support for the exterior materials selection, which was carefully curated with consideration to the project's unique park setting, desired project aesthetic, performance, and maintenance requirements. The development of the exterior envelope on the park-side view was well received by all Councilmembers. Councilmembers expressed the desire to continue refinement of the parapet/secondary volumes between the pavilions on the Burlingame Avenue façade to allow the pavilions to be expressed more prominently, with the parapet/secondary volumes playing a supporting role.

The second Advisory Committee meeting on September 19, 2018 focused on site design and landscape features, as well as interior feature elements for the lobby and Kids Town. The landscape consultant, RHAA, presented the overall site design concept including site features such as outdoor rooms, seat walls, trellises, and fire pits, and hardscape, softscape, and planting palettes. The committee recommended a focal tree as the centerpiece of the outdoor space that would be on-axis with the building entry and highly visible from the lobby. The Committee concurred with the landscape consultant's recommendation for primarily native and climate-appropriate low-water and low-maintenance plantings and requested that the landscape look lively and beautiful through all seasons. In this meeting, Group 4 also presented several thematic design concepts that inspired the overall architecture of the building and requested that the Committee select one of these themes to inspire special design features, including the lobby staircase, a feature wall in the Kids Town, interior finishes, lighting, and the reception desk. The Committee selected the theme "grow|rooted" as it harkened to both the natural beauty of the trees in Washington Park, the primary inspiration for the building design, and the role of the community center as a vibrant and enriching place for gathering, learning, and branching out for all ages. The Committee also selected the primary paint colors for the building – two neutral tones and a blue accent color.

During the third Advisory Committee meeting on October 10, 2018, the Committee reviewed updates to the building exterior, preliminary floor and ceiling finishes, interior and exterior lighting, and preliminary concepts for both the lobby stair design feature and the Kids Town feature wall. The Committee confirmed direction for the overall lighting design concepts and selected luminaire types for many of the spaces, both interior and exterior. The Committee also made recommendations for refinements to the lobby stair design feature, which will help activate the lobby with opportunities to gather, interact, and reflect with informal tiered seating next to and "under" the grand staircase. The Committee also reviewed the Kids Town feature wall, which will be an interactive focal point for the room. The designs for both the lobby and Kids Town features were directly inspired by and support the theme of "grow|rooted" selected in the previous meeting.

City staff and Group 4 met with the Advisory Committee for a fourth session on October 22, 2018 to review the refined concept designs for the lobby and Kids Town feature elements as well as draft renderings of these interior spaces. In the lobby, the stair feature was refined to create improved seating opportunities both individuals and groups, and was re-shaped so as not to hinder circulation in and through the lobby. In addition, the seating element was revised to reinforce indoor-outdoor connections via a seat wall that continues from the interior to the outdoor landscape. In the Kids Town, the feature element was revised to include child-sized window

seats in and between “tree” elements and interactive play opportunities. The committee also reviewed refined lighting concepts based on input received from the previous meeting.

### ***Floor Plan and Building Systems***

The Integrated Design Workshop for the schematic design phase was held on Monday, August 27, 2018 with City staff, Group 4, and the subconsultant design team.

Group 4 presented a project overview of the building, a refined floor plan, exterior materials, and initial interior floor finishes. The floor plan is currently being refined in conjunction with building systems, as well as staff area requirements. Staff has requested that an additional elevator be included as an add alternate in the project budget to provide additional access and flexibility for operations.

The structural engineer gave an overview of the selected structural system, steel, its integration with the building floor plan, and lateral and seismic considerations. In addition, the recommended roof system is a concealed steel roof, and the second floor is concrete on metal deck.

The food service consultant reviewed the layout, appliances, and flow for the commercial kitchen adjacent to the community room. While there is a desire to have the kitchen function as a demonstration kitchen, the primary purpose of the kitchen is to support the community room for catered rental events and community events.

The mechanical, electrical, and plumbing engineers reviewed sustainable strategies for maximizing energy efficiency, including: operable windows, daylight and glare control, ceiling fans, heat recovery, and a decoupled and highly efficient HVAC system (variant refrigerant flow). City staff supported each of these sustainable strategies. Plumbing system options and fixture locations were also presented. The electrical engineer reviewed the building’s power requirements, including electric vehicle charging, which is in high demand in Burlingame, and the request for an emergency generator or battery-supported microgrid (this will require additional study to determine feasibility) to provide support for limited operations during a power outage. The project budget currently breaks out the costs for the emergency generator/battery back up as a separate add alternate. The planned rooftop photovoltaic system is included as an add alternate in the project budget section because there are other options for procurement that the City may prefer, such as a low-interest loan from the State Energy Commission or a power purchase agreement. Interior and exterior lighting strategies, including sensitivity to neighbors at night, sensors, dimming controls, and emergency lighting were also discussed. The lighting fixtures for the project are planned to be LED.

The civil engineer and landscape architect reviewed the site plan, access and egress, and vehicular circulation. It was determined that underground parking that is partially located under the building is preferred in order to leverage the slab and structure of the building above; this scheme is less costly than a detached underground parking scheme. The civil engineer presented utility locations and preliminary stormwater treatment strategies (required by California code) via bioswales located in key planting areas around the building. The landscape engineer reviewed the site features, including the entry plazas, outdoor rooms, pathways, basketball/multi-use court, playground, picnic area, and hardscape and planting strategies.

### Environmental Review

An Initial Study/Mitigated Negative Declaration (IS/MND) has been prepared to evaluate the potential environmental impacts of the proposed project. The draft IS/MND has determined that there would be no environmental impacts identified that could not be mitigated to less than significant levels. As mandated by State Law, the minimum public review comment period for this document is 20 days. During this public review period for the IS/MND (September 13, 2018 to October 3, 2018), no public comments were received. Since the community center is a municipal facility rather than a development project, City staff will be requesting that City Council take action to adopt the IS/MND and the Mitigated Monitoring Report Program (MMRP) at the November 19, 2018 City Council meeting.

### Project Budget

At the March 19, 2018 Council meeting, staff and Group 4 presented the City Council with an estimated project budget of \$38-\$41.7M in March 2018 dollars (not including escalation). To accommodate the full-size basketball court that the City Council requested, the site plan needed to be expanded to relocate the playground to the picnic area to the east of the softball field.

The following table summarizes the current project budget, which is broken down into the following categories: hard cost, soft cost, project contingency, and escalation. The project hard costs include local prevailing wage construction costs based on a design-bid-build procurement process with competitive bidding for all sub-trades of the construction work, general contractor's jobsite management costs, general contractor's insurance and bonding costs, and general contractor's profit. The project soft costs include allowances for engineering and design fees, construction management, permit fees, inspections, and testing. The project contingency allowance is calculated at 10% of the project hard cost and 5% of the project soft cost, and the escalation allowance is calculated at 5% per annum on the project hard cost estimated to the midpoint of construction. Construction is anticipated to be January 2020 to December 2022.

### Project Budget October 2018

	Hard Cost	Soft Cost	Hard + Soft Cost Subtotal	Project Contingency	Escalation	Contingency + Escalation Subtotal	Total
<b>PACKAGE 1:</b>							
<b>Playground, Multi-Court, Picnic Area</b>	\$1,974,351	\$189,000	<b>\$2,163,351</b>	\$184,519	\$98,718	<b>\$283,236</b>	<b>\$2,446,587</b>
<b>PACKAGE 2:</b>							
<b>Building, Associated Sitework, Parking</b>	\$34,096,039	\$8,892,000	<b>\$42,988,039</b>	\$3,186,546	\$3,693,738	<b>\$6,880,283</b>	<b>\$49,868,322</b>
Building	\$22,991,783	\$6,327,000	\$29,318,783	\$2,148,765	\$2,490,776	\$4,639,541	\$33,958,324
Sitework	\$3,683,778	\$849,000	\$4,532,778	\$344,278	\$399,076	\$743,354	\$5,276,132
Underground Parking*	\$7,420,479	\$1,716,000	\$9,136,479	\$693,503	\$803,885	\$1,497,388	\$10,633,867
<b>OTHER PACKAGES:</b>							
<b>Furniture, Equipment, Technology</b>	\$1,376,000	\$362,000	<b>\$1,738,000</b>	\$128,600	\$154,938	<b>\$283,538</b>	<b>\$2,021,538</b>
FF&E	\$955,000	\$252,000	\$1,207,000	\$89,300	\$107,533	\$196,833	\$1,403,833
Technology	\$268,000	\$70,100	\$338,100	\$25,000	\$30,177	\$55,177	\$393,277
Signage	\$153,000	\$39,900	\$192,900	\$14,300	\$17,228	\$31,528	\$224,428
*Underground Parking= 41 spaces							
<b>ADD ALTERNATES (incl. contingencies, escalation, soft costs):</b>							
Photovoltaic Panel System (on building)							<b>\$1,794,600</b>
Green Roof on Kid's Town							<b>\$170,200</b>

Emergency Generator or Battery	\$292,000
Elevator #2	\$471,400
Garage Parking- Additional 10 Spaces	\$674,251
BMS System and Energy Dashboard	\$442,115
Sprung Wood Floor in Community Room	\$106,900

### **FISCAL IMPACT**

In November 2017, the voters of Burlingame approved Measure I, a ¼ cent sales tax measure that will generate an estimated \$1.75 million to \$2 million annually. At the January 27, 2018 goal-setting session, the City Council discussed the City Manager's recommended expenditure plan for the Measure I funds, which included an annual pledge of \$1 million toward debt service on the issuance of lease revenue bonds. The City Council approved the recommendation on February 20, 2018. An additional \$1 million annual General Fund transfer was approved in the 2018-19 fiscal year budget, also intended to fund the debt service, to allow for a lease revenue bond issuance of approximately \$30 million for the Community Center project.

Staff will return with a recommendation for funding for construction of Package 1 (the playground, multi-court, and picnic area) as part of the mid-year budget review process.

As the total costs of the entire project are expected to exceed \$50 million, the City will need to rely on an additional combination of Measure I revenues plus ongoing General Fund revenues and/or monies from the Capital Investment Reserve.

#### Exhibits:

- LSA Memorandum
- Community Center Renderings