



STAFF REPORT

To: Planning Commission

Date: September 24, 2018

From: Margaret Glomstad, Parks and Recreation Director

Subject: Update on the New Community Center and Washington Park Renovations Project

RECOMMENDATION

Staff recommends that the Commission receive an update from Group 4 Architecture, Research & Planning, Inc. and City staff.

BACKGROUND

Since 2012, City staff, in collaboration with Group 4, 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

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, City Staff and Group 4 presented Council with a Schematic Design progress update and received input and direction on the project scope and budget, which included add alternates and selection of the underground parking option, approval of the early site package and approval of the exterior material palette.

DISCUSSION

Early Site Package

With the goal of providing uninterrupted community access to the playground, an early site package is being developed that will include the design and construction of the relocated playground. The playground site package will be completed independent of the construction of the building and remaining sitework. The proposed schedule for the early playground package is to begin design this fall; staff has already issued a community poll seeking input for design ideas and has begun soliciting volunteers to sit on the playground citizens' advisory committee. The work plan for the project anticipates that construction documents will be completed in the winter of 2019; the project will be bid in late spring 2019; and construction will be completed by the end of December 2019. This is prior to construction commencing on the building and remaining site work, which is slated to begin in early winter of 2021. One of the parameters for the building construction package will be for the contractor to provide safe access for the community to the new playground during construction of the building and its associated site work. The scope and schedule for the early site package was approved by City Council at the September 17, 2018 Study Session.

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, it is anticipated that 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. At the September 17, 2018 City Council Study Session, City Council selected the underground parking option with 53 spaces (41 spaces are needed in the underground parking garage to meet the overall 84 spaces required for the project site).

Exterior Design

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

The Advisory Committee commented on the strengths of the pavilions and how they fit well into the vocabulary of the park and their welcoming presence on Burlingame Avenue. The committee

provided comments for refinements to the building height and form to further emphasize the pavilions and the development of each of the pavilion's unique characteristics.

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 element, 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 add 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.

Two additional Advisory Committee meetings are planned for this Schematic Design phase to review exterior material colors, site elements and landscape palettes, interior finishes and design features, and lighting design.

At the September 17, 2018 Study Session, City 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. City Council expressed excitement 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 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 so as to allow the pavilions to be expressed more prominently with the parapet/secondary volumes playing a supporting role.

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 exterior 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 (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 plating 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.

The IS/MND was issued for review on September 13, 2018. As mandated by State Law, the minimum comment period for this document is 20 (twenty) days and will conclude on October 3, 2018. Because the community center is a municipal facility rather than a development project, the City Council will be taking action on the IS/MND.

The Draft IS/MND may be accessed and reviewed at

https://www.burlingame.org/parksandrec/facilities/projects/community_center_conceptual_plan.php

Updated Project Budget

At the March 17, 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.

	Hard Cost	Soft Cost	Subtotal	Project Contingency	Escalation	Total
Early Site Package (Playground)	\$718,134	\$189,000	\$907,134	\$67,115	\$57,451	\$1,031,700
Community Center Building Project (incl. FF&E & site work)	\$22,441,794	\$6,327,000	\$28,768,794	\$2,097,366	\$2,526,946	\$38,569,583
Building	\$21,065,794	\$6,327,000	\$27,392,794	\$1,968,766	\$2,372,008	\$31,733,568
FF&E	\$1,376,000	\$362,000	\$1,738,000	\$128,600	\$154,938	\$2,021,538
Sitework	\$3,234,023	\$849,000	\$4,083,023	\$302,245	\$429,210	\$4,814,478
Underground Parking						
43 spaces (\$192K/space) OR	\$5,613,525	\$1,474,000	\$7,087,525	\$524,628.50	\$632,083	\$8,244,236
53 space (\$181K/space)	\$6,532,303	\$1,716,000	\$8,248,303	\$593,845.70	\$735,537	\$9,577,686
TOTAL WITHOUT PLAYGROUND PACKAGE						
43 spaces OR	\$31,289,341	\$8,650,000	\$39,939,341	\$2,924,239	\$3,588,239	\$46,813,819
53 spaces	\$32,208,119	\$8,892,000	\$41,100,119	\$2,993,457	\$3,691,693	\$48,147,269
ADD ALTERNATES (incl. contingencies, escalation, soft costs)						
Photovoltaic Panel System PV's on Building						\$1,170,000
Green Roof on Kid's Town						\$156,000
Emergency Generator or Battery						TBD
Elevator #2						\$340,000

At the Study Session, the City Council reviewed the updated budget and weighed in on the add alternates. The City Council agreed to move forward with the photovoltaic system and research other funding options, generally liked the idea of the green roof and requested exploring fundraising options, agreed for the need of an emergency generator/battery system and a secondary option to one elevator in the building to access the 2nd floor independently of stairs and requested additional research of viable options for both.

Next Steps

At the November Council meeting, the project team will be asking the City Council to:

1. Provide direction and approval on the project budget.
2. Approve of the schematic design package.

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. (The City Council approved the recommendation on February 20, 2018.)

A budget for the New Community Center and Washington Park Renovation project is currently estimated at \$40,000,000. Initially funded with an appropriation from the City's Capital Investment Reserve, the project will ultimately be funded with a combination of lease revenue bond proceeds and other revenue sources.

Exhibit:

- Exterior View of the New Community Center