



PUBLIC WORKS DEPARTMENT

Planning Commission Meeting Date: January 26, 2009

Agenda Item: C1

INFORMATION ITEM: Burgess Gymnasium and Gymnastics Center Project

The purpose of this information item is to provide the Planning Commission with the past, present, and future planning activities associated with the Burgess Gymnasium and Gymnastics Center Project.

BACKGROUND

History

In the November 2001 municipal election, Menlo Park voters approved Measure "T" to issue general obligation bonds, phased over several years totaling \$38 million for the renovation and expansion of City parks and recreation facilities. A Cultural/Recreational Facilities Master Plan was completed in 2001 and has been used as a guide to prioritizing park and recreation projects for Measure "T" funding.

The Burgess Gymnasium/Gymnastics Center was established by the Parks and Recreation Commission as a priority project following a series of three well publicized public meetings held in January 2007. The meetings were designed to encourage input from the program user groups and the general public. A total of 40 people attended the three meetings. The consensus from the community meetings was that modernizing and expanding the Burgess Gymnasium/Gymnastics Center should be the next major project to be undertaken using Measure T Funds.

The Parks and Recreation Commission finalized its recommendation to the City Council in March 2007. Staff proposed \$1.25 million in the FY 2007-08 budget for a Burgess Gymnasium/Gymnastics Center programming study and design. The programming study was intended to identify uses, needs, staffing, and operational costs, evaluate options, and develop cost estimates for a range of project alternatives. The City Council unanimously approved the Commission's recommendation and included the programming study as one of the project priorities for FY 2007-08.

In December 2007, the City Council authorized a contract with Field Paoli Architects of San Francisco to develop conceptual designs for the expansion of the Burgess Gymnasium and Gymnastics Center. The contract included a programming study that evaluated operations, physical conditions, and space needs for the current and future uses of the facilities.

Evaluation and Input Processes

The project began in January 2008 with Field Paoli and its sub-consultants conducting an evaluation of the Burgess Gymnasium and Gymnastics Center. The evaluation included an assessment of the building's mechanical, electrical, and plumbing systems and its compliance with current code standards—particularly those related to seismic reinforcement, fire safety, and the Americans with Disabilities Act. The results of the evaluation indicated that most of the facility's mechanical, electrical, and plumbing systems are over 30 years old and at the end of their useful lives. In addition, revisions to the International and California Building Codes since the building's construction mean that substantial rehabilitation work will be needed as part of any significant renovation.

The programming study was completed by The Sports Management Group, sub-consultants to Field Paoli, in February 2008. The study evaluated how the gym and gymnastics facilities were being utilized and identified unmet needs of current and future users. The study involved a series of four focus-group meetings with gym users, gymnastics participants, neighbors, and City staff. A special, well publicized community meeting was conducted to gather additional information. A total of 30 people attended the focus group and community meetings.

The meetings resulted in the following key findings:

- The overall facility needs more space – 2 to 2½ times the existing area.
- It should also have one main covered entrance with a pick-up/drop-off zone and additional parking.
- The facility currently has inadequate ventilation.
- The gymnastics area needs a training pit and tumbling track, dedicated restrooms, ADA compliance, a changing area, an observation area for parents, drinking fountains and storage space.
- The gymnasium needs improved flooring, ADA compliance, storage cubbies, improved bleachers, acoustic treatment, and equipment storage space.

Nine conceptual layouts were developed on the basis of the results of the building evaluation, the programming study, and input from the community, the Parks and Recreation Commission, a project steering committee formed by the Parks and Recreation Commission, and City staff. The conceptual layouts showed various building configurations at different locations throughout the Civic Center. One of these early concepts, for example, proposed a very large new facility that combined a gymnasium, a gymnastics center, and a recreation center all at the current Recreation Center site. Other early proposals considered the lawn area adjacent to the tennis courts as a possible site for a new facility. Six of these nine preliminary concepts were eliminated because their size and/or location were considered out of character or consumed too much useable park space. The consensus was that only three concepts ("Schemes") best met user needs while fitting into the available space on the Burgess

campus. The three schemes were further refined, and cost estimates were prepared for each. Those three conceptual designs are referred to hereafter as Schemes 1, 2, and 3.

The conceptual plans, estimates, and report summaries are available on the City's website and can be accessed at: www.menlopark.org/gym.

ANALYSIS

Project Schemes

The three schemes identified through the evaluation and input processes are summarized as follows:

Scheme 1

This scheme proposes a new 20,800 square foot gymnasium in the space between the existing Recreation Center and Alma Street. The new gymnasium would include men's and women's locker rooms, staff work areas, and storage space. This scheme also proposes complete renovation of the existing facility of approximately 17,400 square feet exclusively for gymnastics use, including a preschool tumbling area. Scheme 1 construction would be phased so that the new gymnasium would be completed first and both the gymnasium and gymnastics programs would be relocated to the new facility. Renovation of the existing facility would then occur, followed by relocation of the gymnastics program back to the renovated building. The estimated cost of Scheme 1 is \$20.0 million for approximately 38,200 in total square footage.

Scheme 2

This scheme proposes a new 37,500 square foot gymnasium/gymnastics combined facility at the current location of the existing gymnasium and gymnastics building. This scheme would result in a larger building at the existing location with the same features as Scheme 1. Under this scheme, current users would have to be relocated during demolition and construction at an unknown additional cost. The estimated cost of Scheme 2 is \$23.8 million, excluding program relocation costs.

Scheme 3

This scheme proposes a new 18,700 square foot gymnastics center in the space between the existing Recreation Center and Alma Street. The gymnastics center would include a new preschool tumbling area, men's and women's locker rooms, staff work areas and storage space. This scheme also proposes a new 22,700 square foot gymnasium facility at the current location of the existing gymnasium and gymnastics building. Scheme 3 phasing would involve (1) construction of the gymnastics facility, (2) demolition of the existing facility, and (3) construction of the new gymnasium. The estimated cost of Scheme 3 is \$25.7 million, excluding program relocation costs.

The three refined schemes were presented at the Parks and Recreation Commission meeting on April 16. The Commissioners in attendance discussed each scheme's

strengths and weaknesses and suggested additional information that might be helpful in determining their preferred scheme.

Philanthropic Offer to Build

The day after the April 16, 2008, Parks and Recreation Commission meeting, local philanthropist John Arrillaga met with City representatives and presented an offer to construct a new gymnasium. Mr. Arrillaga offered to further develop the gymnasium concept proposed in Scheme 1, but by adding 2,300 square-feet of floor area for a total of 23,100 square-feet. Mr. Arrillaga's offer includes enhancing the Scheme 1 plan, constructing the gymnasium, and financing all but \$5 million of the design and construction costs. The City will finance \$5 million of the construction costs plus normal City plan-check, building permit and inspection fees. The City will also pay for utility connection fees and will complete the environmental document for the project. Mr. Arrillaga will complete the design and pay all architectural and engineering costs. He will select the construction contractor and take an active role in managing construction. Mr. Arrillaga has a successful history of similar philanthropic endeavors in the region and proven ability to complete projects of this complexity.

Proceeding with Mr. Arrillaga's offer, the City's cost for the new gymnasium is estimated to be \$6.2 million (the sum of its \$5 million share of the construction cost and \$1.2 million in other costs).

The City remains responsible for any future gymnastics center renovation or construction. Mr. Arrillaga has generously provided conceptual plans for the gymnastics center for consideration as part of the current environmental review process. These plans closely resemble those developed through the City's conceptual design phase, but with a larger total floor area of 22,500 square-feet.

Project Phasing with Donor Participation

Proceeding with Mr. Arrillaga's offer allows for construction of the new gymnasium without disrupting current gymnasium and gymnastics programs. Once construction is completed, current programs can be relocated to the new gymnasium while the old facility is either renovated or demolished and replaced. It is expected that this approach will eliminate the need to lease off-site facilities or suspend gymnasium or gymnastics programs during construction.

Currently, Staff is reviewing plans for the gymnasium, developing the environmental document and securing the necessary permits. Staff will continue to work with the Parks and Recreation Commission and the community to ensure that both the gymnasium and the gymnastics center meet the needs identified in the programming study. Likewise, staff will continue to work with the Planning Commission and the community to ensure that the project is developed in a manner consistent with City policies.

IMPACT ON CITY RESOURCES

The Burgess Gymnasium project was approved with the expectation that it would be constructed with Measure T funds generated by the second sale of bonds. It is estimated that this bond sale, if conducted in 2009, will generate approximately \$9.1 million. The City's current balance in the Recreation-in-Lieu fund is \$3.2 million. In addition, the current staff estimate for Recreation-in-Lieu revenue in Fiscal Year 2008-09 is \$3.5 million. This results in an estimated total of \$15.8 million potentially available for Measure T projects throughout the City. As stated above, the estimated costs of the current schemes without Mr. Arrillaga's participation are (1) \$20.0 million, (2) \$23.8 million, and (3) \$25.7 million.

Mr. Arrillaga's conceptual design (Scheme A) most closely resembles the Scheme 1 gymnasium in layout and location, while its size and features resemble those of the gymnasium developed as Scheme 3. The estimated cost of the Scheme 3 gymnasium is \$14.2 million. Proceeding with Mr. Arrillaga's offer, the cost to the City will be reduced to approximately \$6.2 million for the gymnasium, plus the cost of the gymnastics center (a savings of \$8 million). The cost of constructing the gymnastics center depicted in Scheme 1 is estimated to be \$6.2 million. The estimated total cost to the City for proceeding with the Scheme A gymnasium and for constructing the gymnastics center depicted in Scheme 1 would be approximately \$12.4 million.

ENVIRONMENTAL REVIEW

In 2003, the City Council approved a Mitigated Negative Declaration for Burgess Park Facility Improvements. The Mitigated Negative Declaration included a proposal to expand the Burgess Gymnasium and Gymnastics facility by up to 8,500 square feet of space adjacent to the existing structure.

Because the planned project proposes to add considerably more area at two locations than the project considered in the 2003 Mitigated Negative Declaration, and because this additional area is expected to impact traffic circulation, an Environmental Impact Report (EIR) is necessary. The EIR being developed includes a Traffic Impact Analysis that considers a 49,600 square-foot total development area distributed between two sites on the single Civic Center parcel. The total development area was derived through the combination of the largest building areas proposed for both the gymnasium and gymnastics center as well as including a potential 1,400 square foot addition to the existing locker facility at Burgess Pool. (The 1,400 square-foot addition was incorrectly presented as 4,500 square-feet during the December 15, 2008 Planning Commission meeting). Because it is uncertain that the overall project will ultimately include the combination of the largest proposed building areas or the pool locker room addition, the total development area being studied is conservative.

The Draft EIR is expected to be released in March 2009.



Lawrence M. Johmann
Senior Civil Engineer



Lisa A. Ekers
Engineering Services Manager

PUBLIC NOTICE: Public Notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting.