



PUBLIC WORKS DEPARTMENT

Council Meeting Date: April 29, 2008
Staff Report #: 08-056

Agenda Item #: B-1

STUDY SESSION: Update on the Burgess Gymnasium and Gymnastics Center Project

The purpose of the study session is to update the City Council on the current status of the Burgess Gymnasium and Gymnastics Center Project and to hear new information that may factor into an ultimate decision regarding the preferred conceptual design and the costs to the City.

BACKGROUND

This report summarizes the history and processes used to develop conceptual design schemes for the Burgess Gymnasium and Gymnastics Center and presents new information that the City Council will have an opportunity to review and respond to during the discussion portion of the study session.

History

In the November 2001 municipal election, Menlo Park voters approved Measure "T" to issue general obligation bonds, phased over several years totaling \$38,000,000 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, subconsultants 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.

Thirteen 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 consensus was that three concepts ("Schemes") best met user needs while fitting into the available space on the Burgess

campus. The three schemes have been further refined, and cost estimates have been 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. They will also be available at the study session.

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 to renovate the existing facility of approximately 17,400 square feet for gymnastics use, including a preschool tumbling area, as part of a complete renovation of the existing facility. Scheme 1 construction would be phased so that the new gymnasium would be completed first and 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 and gymnastics 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. It was anticipated that the Commission would formalize a recommendation to the City Council at the next Commission meeting on May 21, 2008.

Donor Offer to Build

The day after the April 16, 2008, Commission meeting, a potential donor met with City representatives and presented an offer to construct a new gymnasium. The donor offered to further develop the gymnasium concept proposed in Scheme 1, but with slightly more floor area than had been planned. The donor would enhance the existing plan, construct the gymnasium, and finance all but \$5 million of the design and construction costs. The City would finance \$5 million of the construction costs plus normal City plan-check, building permit and inspection fees. The City would also be required to pay for utility connection fees and to complete the environmental document for the project. The donor would complete the design and pay all architectural and engineering costs. The donor would select the construction contractor and take an active role in managing construction. The offer is contingent upon the donor's identity remaining anonymous until after the project has been completed. The donor has a successful history of philanthropic endeavors in the region which provides assurance that the offer is genuine and demonstrates ability to complete a project of this complexity.

A comparison of the estimated costs to the City for each scheme, as well as for the donor's offer (Scheme A), is presented in Attachment A.

If the donor's offer is accepted, 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 resulting gymnasium would be larger than the 20,800 square feet shown in Scheme 1 by an amount to be determined by the donor and as limited by the available space.

The City would remain responsible for any future gymnastics center renovation or construction.

Project Phasing with Donor Participation

Proceeding with the donor's offer would allow for construction of the new gymnasium without disrupting current gymnasium and gymnastics programs. Once construction is completed, current programs could be relocated to the new gymnasium while the old facility is either renovated or demolished and replaced. This approach would likely eliminate any need to lease off-site facilities or suspend gymnasium or gymnastics programs during construction.

Should the Council ultimately elect to pursue the donor's offer, staff would redirect efforts toward reviewing the donor's proposed plans, securing the necessary permits and developing the environmental document. Staff would also continue to work with the Parks and Recreation Commission and the community to ensure that the gymnasium and the remaining gymnastics center portion of the project meet the needs identified in the programming study.

Although no action is required at this time, staff encourages input from the Council and the community. It will be particularly important for staff to learn what information the Council needs in order to decide on the preferred approach. Staff would propose conducting additional discussions with the donor, developing a timeline for completion of the project under Scheme A and an outline of action steps needed to accomplish the project, and presenting a recommendation to the Council at one of the regular meetings in July 2008.

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 2008, 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 the project. As stated above, the estimated costs of the current schemes without donor participation are (1) \$20.0 million, (2) \$23.8 million, and (3) \$25.7 million.

The donor's conceptual design (Scheme A) most closely resembles the Scheme 1 gymnasium in layout and siting, 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. Should Council elect to accept the donor's offer, the cost to the City would 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 the donor participation construction of the gymnasium and construction of the gymnastics center depicted in Scheme 1 would be approximately \$12.4 million.

Costs to the City for the various schemes are included on Attachment A.

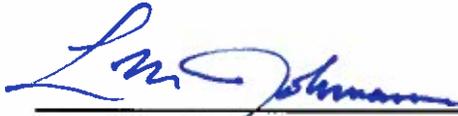
POLICY ISSUES

The update on the Burgess Gymnasium and Gymnastics Center Project does not represent any change to existing City policy.

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.

The proposed project will require either an Environmental Impact Report or a Mitigated Negative Declaration because of the anticipated impacts to traffic circulation resulting from the sizes of the proposed buildings. Anticipating this possibility, Council authorized staff to issue a request for proposals for environmental work when it authorized the Field Paoli contract in December 2007. Staff will prepare a request for proposals to consulting firms for the environmental document once Council gives direction on the preferred scheme.



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

ATTACHMENTS: A. Comparison of City Costs for Project Schemes

Comparison of City Costs for Project Schemes

	City Costs			
	Scheme 1	Scheme 2	Scheme 3	Scheme A (Donor Plan)
<i>Gymnasium</i>				
Construction Cost	\$ 10.6 M	N/A	\$ 11.0 M	\$ 5.0 M
Other Costs	3.2 M	N/A	3.2 M	1.2 M
Total	\$ 13.8 M	N/A	\$ 14.2 M	\$ 6.2 M
<i>Gymnastics Center</i>				
Construction Cost	\$ 4.7 M	N/A	\$ 8.9 M	\$ 8.9 M
Other Costs	1.5 M	N/A	2.6 M	2.6 M
Total	\$ 6.2 M	N/A	\$ 11.5 M	\$ 11.5 M
Grand Total¹	\$ 20.0 M	\$ 23.8 M²	\$ 25.7 M	\$ 17.7 M

¹ Costs do not include temporary relocation costs for current programs where necessary.

² The costs associated with Scheme 2 are not broken down as Scheme 2R involves demolition of the existing Gymnasium and Gymnastics Center and construction of a new, combined Gymnasium and Gymnastics Center at the same location.