

# Agenda Report

February 23, 2015

**TO:** Honorable Mayor and City Council

**FROM:** Department of Public Works

**SUBJECT: AUTHORIZATION TO PROCEED WITH PROPOSED ROBINSON PARK RECREATION CENTER RENOVATION DESIGN ALTERNATIVE**

## **RECOMMENDATION:**

It is recommended that the City Council:

1. Find that on October 28, 2002, the City Council approved the Robinson Park Master Plan and the Initial Study and Negative Declaration (ND) prepared for the Master Plan, that the scope of project construction has been reduced from that studied in the ND, but such changes do not constitute changed circumstances or new information which would trigger further environmental review pursuant to the California Environmental Quality Act (CEQA); and
2. Authorize the Department of Public Works to proceed with design of the \$11,400,000 proposed project.

## **BACKGROUND:**

Conceptually approved by City Council in October 2002, the Robinson Park Master Plan anticipated a revitalization effort involving expansion of the park, construction of state-of-the-art sports fields and rehabilitation of the Center buildings. Phase I of the Master Plan Implementation was designed and constructed from 2008 to 2010. The \$5 million project included expansion of the park by 2.5 acres, Pasadena's first synthetic turf sports fields, additional off-street parking, new restroom facilities, and sport field lighting. The project was guided by the Robinson Park Master Plan Committee created for the project made up of participants from the earlier park master planning effort, the City's Northwest Commission, and other interested individuals.

In early 2011, the Robinson Park Master Plan Committee was reconstituted for discussions on Phase II of the Master Plan. The main objectives were to gather public input on the proposed funding for the project, presentation of conceptual plans, and invite public comment regarding a Substantial Amendment to the City's approved U.S.

Department of Housing and Urban Development (HUD) 2010-2015 Consolidated Plan to include an application to HUD for a Section 108 Loan to help fund the project. Phase II envisioned an extensive rehabilitation of the existing pool and gymnasium buildings and construction of a new state-of-the-art recreation center. Once completed, the Robinson Recreation Center facilities would increase from 18,910 square feet to 38,275 square feet. One community meeting was held per HUD requirements as part of this process, and the programming of the facility was not fully evaluated as the City anticipated a much more thorough community engagement effort would be conducted later during the project's formal design phase.

The outcome of the application process was a very conceptual floor plan showing proposed recreational uses, and a completed HUD Section 108 Loan application which anticipated project costs of \$6 million hard construction and \$2 million in additional soft costs. This conceptual floor plan and estimate functioned solely as a list of proposed recreational programming and rough order of magnitude cost estimate to fulfill the HUD loan application requirements, and as a starting point for future design and community engagement process. As envisioned, the HUD loan would provide for the \$6 million in construction costs and the City, through General and other funds including CDBG, would cover the \$2 million in soft costs. Phase II of the Robinson Park Master Plan Implementation was added to the Capital Improvement Program (CIP) budget in 2011, and the loan was approved by HUD in February 2013. The existing Robinson Park Recreation Center is depicted as Attachment A, and the conceptual floor plan produced during the HUD loan application process is shown as Attachment B. The total estimated cost for the project was \$8 million, not including furniture, fixtures and equipment (FFE).

On March 3, 2014, following the results of a Competitive Selection process, the City Council authorized a contract with GKKworks for architectural and engineering services for the Robinson Park Recreation Center Renovation Project in an amount not to exceed \$802,000.

Working with City staff from the City Manager's Office, Human Services and Recreation Department and Public Works Department, and guided by input from the Robinson Park Recreation Center Renovation Project Steering Committee, GKKworks undertook an extensive community engagement process to both inform the community of the rehabilitation project and gain feedback that would guide the design of the rehabilitated center. This effort included 14 community workshops and drop-in meetings targeted to users; four Robinson Park Recreation Center Renovation Steering Committee meetings; creation of a project website; use of social media to survey the public and provide project information; and distribution of flyers, press releases, published notices in local newspapers and mailers in order to garner public input on the project.

During June and July of 2014, several schematic floor plan alternatives were developed and presented to the community. Based on feedback from the community meetings, the most popular program spaces and design features included: renovation of the pool area and gymnasium; renovation and new construction of approximately 10,000 square

feet for a multipurpose room, kitchen, administrative offices, class rooms, dance and fitness facilities; and an open court yard. This floor plan option is shown in Attachment C.

During this phase, GKKworks also investigated the existing Robinson Park facilities, assessing the current condition of the buildings' systems, and performed a preliminary structural analysis. In August 2014, a geotechnical investigation of the site was also completed which revealed poor soil conditions that will require extensive excavation prior to new construction and underpinning of the existing gymnasium foundation system in order to meet current code requirements. These existing conditions prevent a practical and cost effective renovation of the multipurpose room, classrooms, restrooms and administrative areas which constitute the existing southerly building as these portions of the existing Community Center must now be demolished and reconstructed. During the August and September 2014 community meetings, City staff publicly communicated that the cost of the current floor plan exceeded available funding.

In October 2014, GKKworks completed the final Opinion of Probable Cost, estimating a project cost for the design depicted in Attachment C at \$17 million. In an effort to control costs, and based on analysis and input provided by Human Services and Recreation Department, which is responsible for programming the facility, as well as input from existing and potential users, GKKworks developed an alternate schematic design which envisions an intensive structural upgrade of the Recreation Center's existing 7,400 square foot gymnasium; demolition and reconstruction of the Recreation Center's existing 9,500 square foot multipurpose room, administrative offices, kitchen, open court yard and conference room for a new total of 9,200 square feet; and the addition of approximately 3,770 square foot fitness and dance rooms, storage and common areas. This proposed schematic floor plan is shown in Attachment D and has a project cost of \$11.4 million.

Under this design scenario, the City will retain the services of an outside consultant to assess the existing pool equipment and 2,530 square foot pool building. The pool area renovation would move forward as a separate project with funding to be identified later. The current estimated cost of pool area renovation is \$2 million, but will be refined by the pool consultant.

After completion of the schematic plans and analysis of the negative geotechnical impacts to the project design and cost, the poor soil conditions account for an approximate project increase of \$1.3 million.

At a joint Robinson Park Recreation Center Renovation Steering Committee and community meeting held on January 20, 2015, City staff reviewed the current project floor plan alternatives, project costs and schedule. After receiving favorable Steering Committee and public comment, staff recommended that the project move forward as shown in Attachment D.

The estimated costs for the various projects are detailed below:

**TABLE 1 – SUMMARY OF PROJECT COSTS BASED ON VARIOUS DESIGN FLOOR PLANS**

Description	Rough Order of Magnitude – HUD Application Estimate Per Floor Plan Shown as Attachment B	Project Cost Per Floor Plan Shown as Attachment C	Project Cost Per “Proposed” Floor Plan Shown as Attachment D
Construction Cost	\$ 6,000,000	\$11,631,000	\$ 7,260,000
Architectural & engineering design, construction administration, entitlement, project management, overhead	\$ 2,000,000	\$ 4,379,000	\$ 3,140,000
Furniture, fixtures & equipment	\$ 0	\$ 1,000,000	\$ 1,000,000
<b>Project Total</b>	<b>\$ 8,000,000</b>	<b>\$17,010,000</b>	<b>\$11,400,000</b>
Available Funding:			
General Fund	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000
CDBG	\$ 662,193	\$ 662,193	\$ 662,193
Housing Related Parks Program	\$ 449,050	\$ 449,050	\$ 449,050
HUD Section 108 Loan	\$ 6,000,000	\$ 6,000,000	\$ 6,000,000
<b>Total Available Funding</b>	<b>\$ 8,111,243</b>	<b>\$ 8,111,243</b>	<b>\$ 8,111,243</b>
Funding Shortfall	\$ 0	(\$ 8,898,757)	(\$ 3,288,757)

The project has a current appropriation of \$8,111,243 consisting of \$1,000,000 from the General Fund; \$662,193 of Community Development Block Grant (CDBG) funding; \$449,050 of Department of Housing and Community Development, Housing Related Parks Program grant funding; and a \$6 million Section 108 loan from the Federal Department of Housing and Urban Development (HUD).

Additional funding opportunities will be explored to close the \$3,288,757 funding gap prior to advertising the project for construction. A community group has formed to carry on fundraising activities and the City will pursue additional grants and appropriate alternate funding sources.

The proposed project represents the preferred project based on the design and recreational uses requested by the community, and meets the programming needs of the Human Services and Recreation Department. This level of design would produce a recreation center which provides adequate facilities and programs for current and future use.

Should City Council approve staff’s recommendation, the Department of Public Works will proceed immediately with the Design Development and Entitlement phases of the project whereby the interior and exterior details of the design are more fully defined in consultation with the Design Commission and per the conditions of the Conditional Use Permit. However, project construction would not move forward on Option D until the

remaining \$3.2 million is secured or if the project is reduced in concept to meet the available funding.

**COUNCIL POLICY CONSIDERATION:**

This project supports the City Council's goal to improve, maintain and enhance public facilities and infrastructure. It also supports the Public Facilities and Land Use Elements of the General Plan.

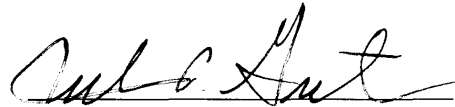
**ENVIRONMENTAL ANALYSIS:**

On October 28, 2002, the City Council approved the Robinson Park Master Plan and the Initial Study and Negative Declaration (ND) prepared for the Master Plan. Public comment was received on the Initial Study during October 2002. The scope of project construction is in substantial compliance with that studied in the ND, and does not constitute changed circumstances or new information which would trigger further environmental review pursuant to the California Environmental Quality Act (CEQA).

**FISCAL IMPACT:**

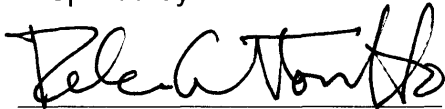
The project budget is currently estimated at \$11,400,000. Funding for this action will be addressed by the utilization of existing budgeted appropriations in the Robinson Park Recreation Center Renovation CIP project (budget account 78043) which has a current appropriation of \$8,111,243. Additional funding opportunities will be explored to close the \$3,288,757 funding gap prior to advertising the project for construction. Possible sources may include CDBG, Residential Impact Fees and parks grant funding. A community fundraising effort is underway with the City acting in a technical support role.

Respectfully submitted,



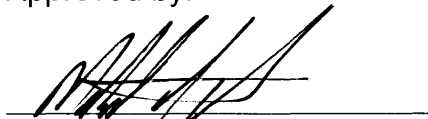
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Prepared by:



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Management Analyst IV

Approved by:



MICHAEL J. BECK  
City Manager

- Attachment A – Existing Robinson Park Recreation Center Floor Plan
- Attachment B – HUD Loan Application Concept Floor Plan
- Attachment C – Schematic Floor Plan, 8-23-14
- Attachment D – Schematic Floor Plan, 11-17-14R