



DATE: October 27, 2020

CATEGORY: Consent

DEPT.: Public Works and Community Services

TITLE: **Rengstorff Park Aquatics Center Replacement, Design, Project 18-38 – Approve Schematic Design and Other Actions**

RECOMMENDATION

1. Approve the schematic design for Rengstorff Park Aquatics Center Replacement, Design, Project 18-38, and authorize detailed design to commence.
2. Approve the Urban Forestry Board's recommended mitigation of a two-for-one ratio tree replacement with 24" box trees for removal of up to 9 Heritage trees.
3. Appropriate and transfer \$1,600,000 from the Park Land Dedication Fund to the Rengstorff Park Aquatics Center Replacement, Design, Project 18-38, increasing total funding from \$2,800,000 to \$4,400,000. (Five votes required.)
4. Authorize the City Manager to amend the professional services agreement with ELS Architecture and Urban Design for the Rengstorff Park Aquatics Center Replacement, Design, Project 18-38, increasing compensation by \$1,163,223 for a total maximum contract amount of \$2,311,855.
5. Authorize the City Manager to execute a professional services agreement with Griffin Structures, Inc., for preconstruction, construction management, and Leadership in Energy and Environmental Design (LEED) commissioning services for the Rengstorff Park Aquatics Center for a total maximum compensation of \$710,000.
6. Adopt a Resolution of the City Council of the City of Mountain View Approving the Application for Statewide Park Development and Community Revitalization Program Grant Funds through the State of California Proposition 68 Program, to be read in title only, further reading waived (Attachment 5 to the Council report).

BACKGROUND

The Rengstorff Park Aquatics Center (Aquatics Center) is located on the northeast side of Rengstorff Park along Crisanto Avenue and opened in 1959. In fall 2018, the City engaged the services of ELS Architecture and Urban Design (ELS) to verify the project program and provide comprehensive design services.

The proposed project would replace the existing 5,200 square foot building and two pools with new facilities intended for year-round use. Consistent with the City's Sustainability Action Plan goals and Reach Codes, the new Aquatics Center building and pools will be all electric, helping to achieve greenhouse gas reductions by replacing the natural gas heating system currently in use for the pool.

The review process leading to the recommended schematic design includes the following:

- February 25, 2020: After extensive public input and consideration of several options for the scope of the project, the City Council defined the scope of the project (number and size of pools and size of building) and directed staff to begin conceptual design.
- June 30, 2020: Council reviewed three conceptual site/floor plan options and approved the Option A conceptual design for advancement to the schematic design phase.
- July 15, 2020: The City's Development Review Committee (DRC) reviewed and commented on the project's exterior architecture and site design.
- September 9, 2020: The Parks and Recreation Commission (PRC) and Urban Forestry Board (UFB) reviewed the project's schematic design as well as the Heritage tree impacts and proposed mitigation plan.

ANALYSIS

During the schematic design phase, the layout of the various project elements was further developed, refinements were made to the architectural character of the building, and project design was brought to approximately 25 percent completion. The schematic design process allowed the design team to evaluate the technical, building code, and physical requirements of the project, and confirm the baseline assumptions of how the building, pools, and site should be designed and engineered together. As this design phase neared completion, a comprehensive construction cost estimate was prepared, the results of which are discussed later in this report.

In addition to furthering the technical, regulatory, and financial goals of the project, the schematic design phase allowed additional refinements to achieve the goals and principles of the approved conceptual design. The design team was also able to address input from the DRC and PRC.

Development Review Committee: Early in the schematic design phase, a progress schematic design package was submitted and reviewed by the DRC. At the July 15, 2020 meeting, the DRC reviewed and was generally supportive and complimentary of the proposed building and site design and provided feedback on several of the project's design elements. ELS reviewed and incorporated the DRC's comments and suggestions in the final schematic design while also identifying changes and scope adjustments to manage construction cost considerations raised by the most recent project cost estimate.

Schematic Design Estimate and Value Engineering: As noted in the June 30, 2020 staff report to Council, as of the commencement of schematic design, the Aquatics Center's cost of construction was estimated to require approximately \$5.9 million in additional funding. As the schematic design neared completion, progress drawings were reviewed by a professional estimator, and the resulting estimate increased the construction project budget gap by almost \$1.9 million. The design team subsequently identified multiple project elements that contributed to this increase as well as several cost-saving (or value engineering) measures to bring the projected cost closer to target levels. The value engineering effort focused on project elements that could be eliminated, reduced, or modified without sacrificing the core objectives of the City's aquatics program or the overall quality of the project. By reducing the building height, raising the lap pool elevation, and retaining the existing parking lot, the cumulative construction project savings is estimated to be approximately \$1.2 million. While these value engineering measures do not fully reduce the estimated cost increases, they do provide significant savings without sacrificing the overall project and aquatics goals of the City. Therefore, based on the proposed schematic design, the construction project is estimated to require \$6.6 million more than included in the planned 5 Year Capital Improvement Program (CIP) funding level.

Parks and Recreation Commission: At the September 9, 2020 PRC meeting, staff and ELS presented the value-engineered schematic design and updated the PRC on the refined site and building elements as well as the proposed selection of exterior finish materials and colors.

Staff also addressed the PRC's standing request that new projects should seek to minimize additional encroachments into the Rengstorff Park open spaces and that

cumulative impacts be reported to the PRC. Staff presented that the final schematic design was able to moderately reduce its projected footprint by 0.2 acres over the approved conceptual design. The proposed design provides the maximum benefit to the public while retaining the openness of the park and a green buffer between the adjacent park paths and the Aquatics Center’s perimeter fence.

During their discussion about the design, the PRC requested staff to share with City Council the PRC’s interest and desire to have the two “warm up lanes” be included as part of the overall project. These lanes are currently listed as “bid alternates,” and the process of including bid alternates is discussed later in this report.

The PRC accepted staff’s report, provided positive feedback on the overall design, and voted unanimously to recommend to the City Council that it approve the schematic design and staff-recommended increases in funding from the Park Land Dedication Fund.

Proposed Schematic Design

With the favorable reviews from the DRC and PRC, the schematic design is ready to be presented to the City Council for approval to proceed to detailed design. The following memorializes the general project elements and specific design choices that are central to the project’s success.

Context: The proposed design for the project takes design cues from surrounding streets, public access to the proposed Aquatics Center, its proximate location to the recently renovated Community Center, and Rengstorff Park. The design suggests that Rengstorff Park is home to a “campus” of park buildings and amenities, thus establishing a hub of community recreation activity as viewed from Rengstorff and Crisanto Avenues. The proposed aquatics building is sited to arrange a “dialogue” with the Community Center by aligning itself to create a promenade connection between each building’s entry point. The pools and decks, which require the biggest land area, are located to maximize their solar exposure, minimize existing tree loss, and limit loss of park area beyond the Aquatics Center’s perimeter fence.

Figure 1, on the following page, shows the project boundary and relationship to adjacent Rengstorff Park amenities.

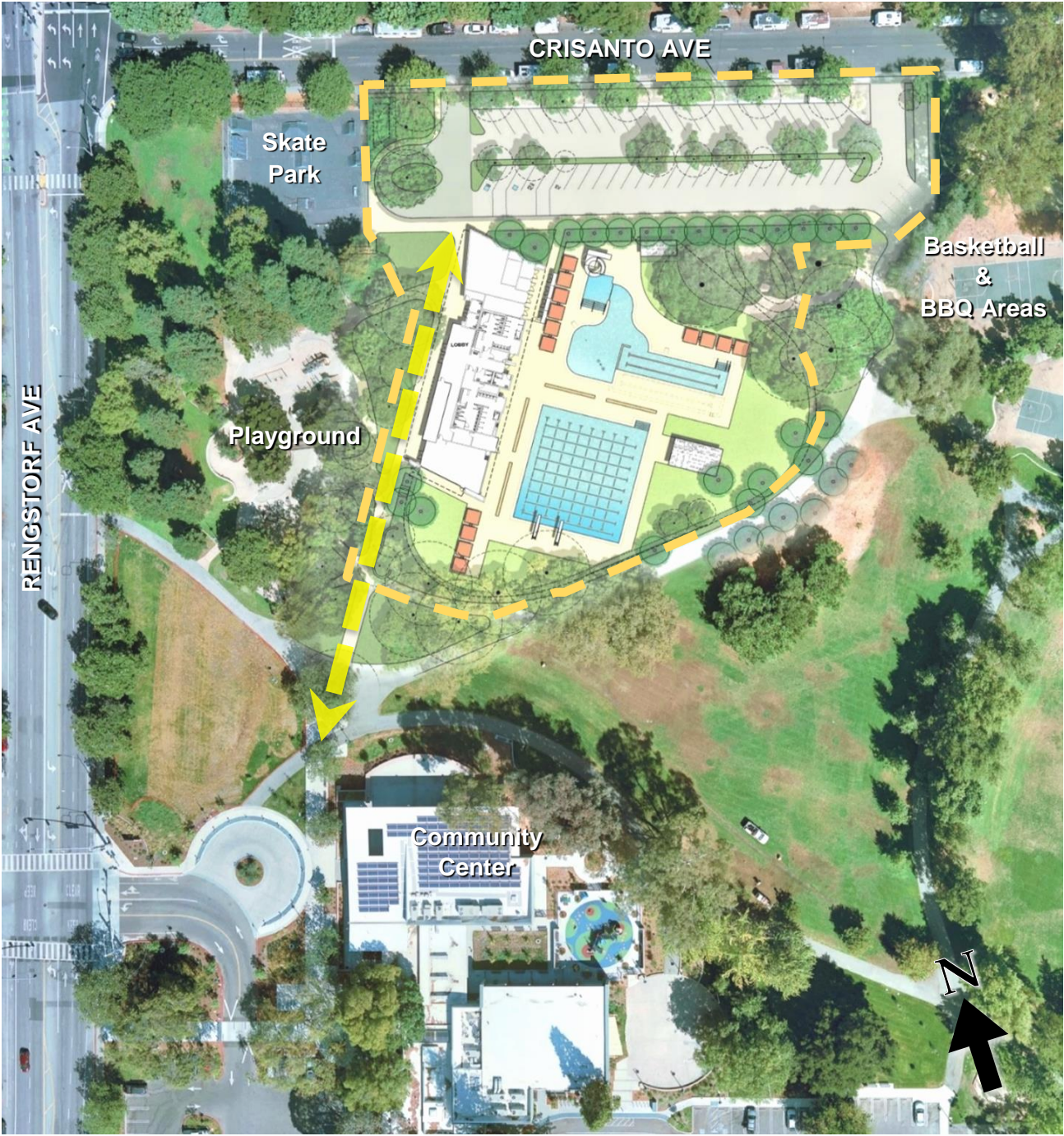


Figure 1 – Rengstorff Park Context

Program and Form: The new, approximately 8,000 square foot aquatics building contains restrooms, showers, changing rooms, and mechanical/plumbing support spaces, and features a multi-purpose room accessible to the pool deck.

The proposed building is simple in form and reflects its two distinct purposes: to provide improved municipal pool programming and to offer the local residents a gateway to aquatics fun. The schematic design also connects visually to the sloping roof of the Community Center through its angled parapets (Figures 2, 3, and 4).



Figure 2: Mountain View Community Center (view from Rengstorff Avenue)



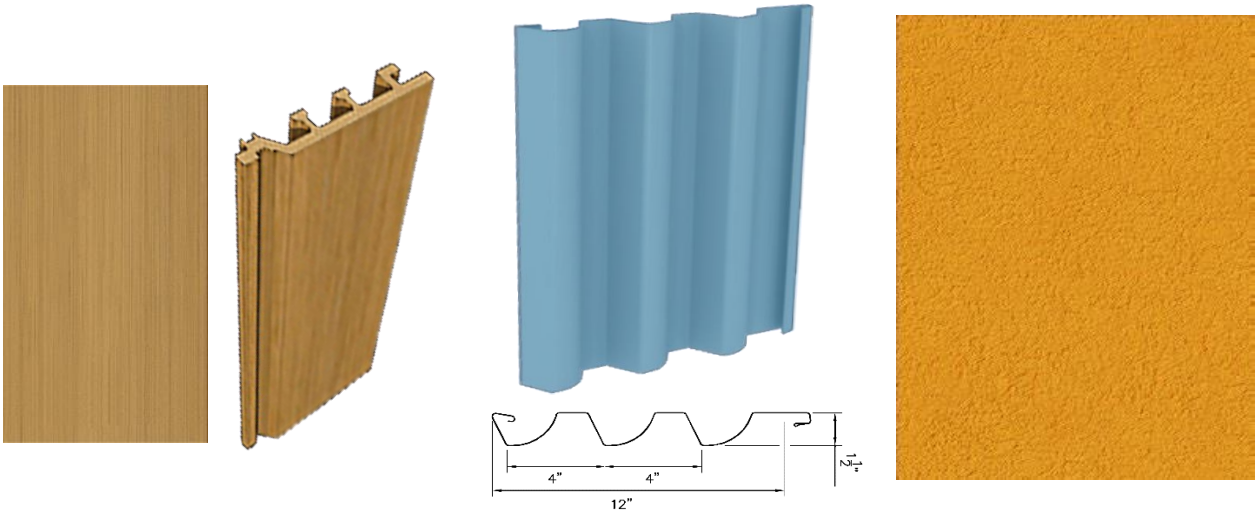
Figure 3: New Aquatics Center – North Elevation (facing Rengstorff Avenue)



Figure 4: New Aquatics Center – South Elevation (facing new pool deck)

While the buildings in Rengstorff Park relate to one another with their orientation to Rengstorff Avenue, pathway connections, and sloping roof profiles, the proposed aquatics building expresses its own identity with more modern forms, detailing, and choice of materials.

Material Options: The overall form and materials were inspired by its park location, a building “growing from the park.” Thus, the building shell is principally proposed to be clad in a composite wood to fit among the many mature and stately trees. The building’s simple geometric form is clad in three primary materials: composite wood siding, metal panels, and stucco. Figure 5 provides examples of the exterior project finishes and colors.



Composite Wood Siding (American Oak texture) **Formed Metal Panels** (Slate Blue Color) **Painted Stucco** (Orange)

Figure 5: New Aquatics Center – Exterior Materials (*facing new pool deck*)

Representative plans and illustrations of the schematic design can be found in Figures 6 and 7 and with additional details and illustrations in Attachment 1 – Schematic Design.

In Figure 6, all of the major schematic design scope elements are identified, including three of the planned bid alternates for enhancing the project if bids come in favorably. The project bid alternates include 1 - 2 shallow 25 yard “warm-up” lanes (“9a’), replacing the existing water slide with a new custom slide (“9b’), and adding 1 to 2 water toy features in the fun-water pool (“9c’). Council will have the option of approving the addition of these and other bid alternates to the project at the time of construction contract award if funding allows.

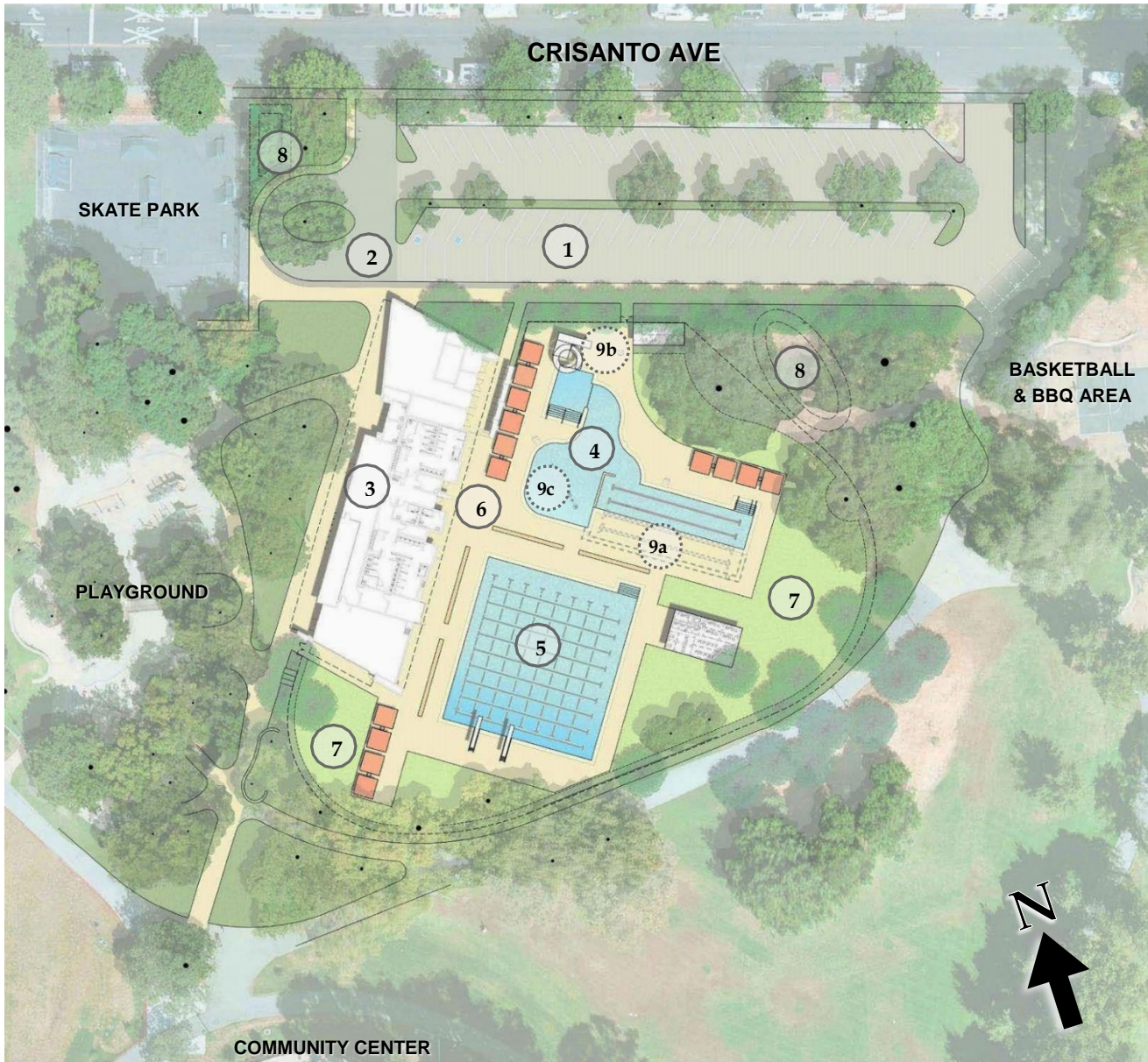


Figure 6: Schematic Design Elements

- | | |
|--|--|
| <ol style="list-style-type: none"> 1. Restriped parking lot with up to 54 spaces 2. Vehicle drop-off area 3. Aquatics Building (approximately 8,000 sq. ft.) 4. Fun pool with zero beach entry, slide, and two lanes 5. 25-yard x 25-meter lap pool with 10 lanes and 2 dive boards | <ol style="list-style-type: none"> 6. Pool deck with seating and umbrellas 7. Grass leisure and picnic areas 8. Storm water treatment basins 9. Bid Alternates: <ol style="list-style-type: none"> a. 1 to 2 added “warm-up” lanes b. New water slide (replaces existing) c. 1 to 2 added water toys |
|--|--|



Figure 7: View from Parking at Drop-Off Circle

Urban Forestry Board and Tree Impacts; Proposed Mitigation

As presented to the UFB on September 9, 2020, the new building, pools, and site layout have been designed to maximize integration into the existing park and its many mature Heritage trees. At least 14 Heritage trees will be retained and preserved within, and immediately adjacent to, the project boundaries. The existing mature trees fronting on Crisanto Avenue will remain, as will the mature oak trees to the east and west of the planned facility. However, with the demolition and replacement of the existing Aquatics Center, up to 25 trees will need to be removed, four of which are Heritage trees. As project design and engineering progress, one of these Heritage trees (*Tag No. 23698*) may be retained; however, this tree's proximity to planned grading and construction required by the design places it at risk. Therefore, permission for its removal is requested at this time in case field conditions require it or the City arborist recommends its removal.

At the recommendation of the UFB and in consultation with the City arborist, the project may also remove and replace an additional 11 trees (5 Heritage and 6 non-Heritage trees) in the parking lot median island. These 5 Heritage trees are nearing the anticipated end of their life cycles and are not likely to grow much further in the limited existing median landscape area. Therefore, the UFB requested that staff evaluate the possibility of removing these trees and replacing them with ones that would thrive better in this environment and better complement the new facility.

The dimensions and types of the Heritage trees proposed for removal for both the new Aquatics Center and in the parking lot are summarized in Table 1 below. The site plan in Attachment 2 illustrates the locations of the Heritage trees planned for removal.

Table 1: Heritage Tree Impacts

<u>Tree No.</u>	<u>Tree Tag No.</u>	<u>Tree Diameter at 54" Above Grade</u>	<u>Type</u>	<u>Note:</u>
1	23684	16.2"	Chinese Tallow	1
2	23698	19.0"	Callery Pear	1
3	23701	17.4	Callery Pear	2
4	23704	16.0	Callery Pear	2
5	23706	15.6	Callery Pear	2
6	23708	19.5	Callery Pear	2
7	23710	16.0	Victorian Box	2
8	23717	17.0"	Queen Palm	1
9	23728	27.4"	London Plane	1

Notes:

1. Removed to accommodate improvements.
2. May be removed and replaced 2:1 at discretion of City arborist.

As mitigation for removal of up to nine Heritage trees, staff recommends replanting at a 2:1 ratio for a total of 18 new 24" box trees. Non-Heritage trees will be replaced at a 1:1 ratio with 27 new 24" box trees. Staff will work with the landscape architect on species selection appropriate for the park.

Professional Design Services Agreement Amendment

The conceptual design approved by Council on June 30, 2020 included a larger building and pool area than the project’s original baseline scope, as shown in Table 2. These increases are driven primarily by the addition of approximately 3,400 square feet of recreational pool water over the original scope. The building, in turn, grew by over 1,600 square feet to accommodate the larger public restrooms, lockers, and showers to serve a greater number of pool users as well as a larger pool equipment mechanical area to heat and treat the added pool water.

Table 2: Rengstorff Park Aquatics Center Replacement – Scope

	Building*	Pool*	Site
Baseline Scope	6,400 sq. ft.	6,235 sq. ft.	1.9 acres
Conceptual Design**	8,000 sq. ft.	9,600 sq. ft.	2.4 acres
Schematic Design	8,063 sq. ft.	9,600 sq. ft.	2.2 acres

* sq. ft.=square feet

**Conceptual Option A

Because the size and complexity of the project are greater than the original baseline project described in the 2018 ELS design services agreement, additional funding will be needed to complete the design and engineering services through bid and award of the construction contract as well as to provide design engineering construction support. An additional \$1,163,223 (\$719,210 for construction documents and bidding services, and \$444,013 to provide design services during the construction phase (also known as “Construction Administrative” support) is required for a total maximum contract amount of \$2,311,855.

Preconstruction, Construction Management, and LEED Commissioning

For major building projects, the City typically hires a construction management firm to provide constructability review and third-party estimating during design, construction management during construction, and assistance with LEED commissioning. The City does not maintain regular, full-time staffing for these activities because the work is specialized, and the City only periodically undertakes large building construction projects. Further, this project is unique as it involves design and construction of pools and associated equipment.

On August 21, 2020, the City received five responses to the Request for Proposals (RFP) for preconstruction, construction management, and LEED commissioning services for the project. The proposals were evaluated for experience in public-sector building and aquatics projects, LEED commissioning, construction management, claims review and negotiation, and cost-benefit analysis. The selection committee agreed that Griffin Structures, Inc. (GSI) was the most qualified firm and the best fit for the project. GSI has been the primary construction management consultant on numerous municipal and quasi-public agency aquatics facilities. Their subconsultant, Underwriters Laboratories, Inc. (UL), of Northbrook, Illinois, has performed well in providing LEED commissioning services for other public agencies. The proposed professional services fee submitted as part of their RFP response is the result of negotiations between GSI and the City.

The basic services of the proposed agreement with GSI (see Attachment 3 to the Council report) will be performed for a not-to-exceed amount of \$710,000. The services include:

- Review the project’s design plans and specifications;
- Assist with construction cost management, contractor prequalification, and bidding;
- Perform LEED commissioning services, including verification that mechanical, aquatics and other systems are installed and calibrated properly;
- Manage the construction schedule; and
- Provide continuous on-site construction monitoring and management.

Staff considers the proposed fees to be fair and consistent with the construction management fees paid on other large building projects.

State Proposition 68 Grant Application

The Aquatics Center project may qualify for a Statewide Parks Program grant from the State Department of Parks and Recreation Proposition 68 Program. Staff recommends that Council adopt a resolution approving an application for \$8.5 million (Attachment 5). Through the resolution, the City is agreeing to the terms of the grant agreement; confirming that the City has the funding to complete, operate, and maintain the project; and authorizing the City Manager to execute all documents and agreements for the grant.

FISCAL IMPACT

The Rengstorff Park Aquatics Center Replacement – Design, Project 18-38, is funded with \$2,800,000 from the Park Land Dedication Fund. As explained above, additional funding will be needed to complete design and provide construction management services to help inform design and support the project through construction. The estimated costs are as follows:

Professional Design Services Contract (ELS)	\$1,148,632
Recommended ELS Contract Amendment*	1,163,223
Recommended GSI Contract	710,000
Other Engineering/Consultant Services	256,645
Project Management	475,000

Other Miscellaneous Services	<u>277,500</u>
Subtotal	\$4,031,000
Project Contingency	100,000
City Administration	<u>269,000</u>
TOTAL ESTIMATED PROJECT DESIGN COST	<u>\$4,400,000</u>
PROJECT BUDGET	\$2,800,000
PROJECT SHORTFALL	<u>\$1,600,000</u>

- * Includes additional costs required for professional design and engineering services through bid and award of the construction contract as well as construction administration services.

An appropriation of \$1,600,000 from the Park Land Dedication Fund is recommended to fully fund the design and construction management services for the project as shown in Attachment 4. There is adequate funding to cover the costs of the project from the Park Land Dedication In-Lieu fees already received in the San Antonio Planning Area without impacting anticipated future projects.

Construction Budget

The 5-Year CIP includes a planned Construction Project for Fiscal Year 2021-22 with a budget of \$15,300,000. Based on the cost estimates developed during schematic design, an additional \$6,600,000 will be required for a total construction project cost estimate of \$21,900,000. Staff will return to the PRC and Council to commit the additional funds for construction in spring 2021 as part of the standard Park Land Fund and CIP Fiscal Year 2021-22 budget process.

Any grant funds received could assist in mitigating unanticipated cost increases in construction bids or reduce the use of Park Land Dedication Funds for construction of the project.

CONCLUSION

Staff recommends that Council approve the schematic design as it integrates well into the existing Rengstorff Park and provides much-needed operational improvements to the

Aquatics Center. Similarly, staff recommends approval of the proposed Heritage tree removals and 2:1 replacement ratio so that the project can meet its operational goals while maintaining a well-canopied, park-like setting.

With approval of the schematic design, the project will be ready to proceed into final design, with associated construction management support. An appropriation of \$1,600,000 from the Park Land Dedication Fund, an amendment to the ELS agreement, and an agreement with Griffin Structures, Inc. are required for final design and engineering support during construction.

NEXT STEPS

Upon Council approval, the design consultants will begin detailed design work on the Aquatics Center and return to the PRC and Council in spring 2021 for commitment of funds for construction. Staff expects to complete design in early summer 2021 with construction commencing in the fall of 2021.

ALTERNATIVES

1. Provide direction to modify the schematic design.
2. Provide other direction to staff.

PUBLIC NOTICING

In addition to the standard agenda posting, all neighborhood associations and property owners and residents within 750' of the Rengstorff Park Aquatics Center received notices of the Council meeting in English and Spanish. Lawn signs advertising the meeting were placed on-site at the project location, and a notice was listed on *Express MV (Mountain View Voice)*, on Nextdoor, and the City's website. Staff sent notifications to LAMVAC, Mountain View Masters, lap swim users, and registrants from aquatics programs from 2017 to present.

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- Attachments:
1. Schematic Design Plans, Materials, and Illustrations
 2. Heritage Tree Impact Map
 3. Griffin Structures, Inc., Scope of Work
 4. Park Land Dedication Fund – Project Commitments
 5. Resolution

cc: Clarence Mamuyac, President, ELS Architecture and Urban Design

CSD, PM – Trconic, PM – Youngberg, PWD, APWD – Arango, PCE(A) – Tseng,
SPM – Printy, Project File (all w/a)