STAFF REPORT

AGENDA NO:

MEETING DATE: July 2, 2018

To: **Honorable Mayor and City Council**

Date: **July 2, 2018**

From: **Margaret Glomstad, Parks and Recreation Director – (650) 558-7307**

Subject: **Approval of Conceptual Plan for the New Community Center**

RECOMMENDATION

Staff recommends that the City Council review the conceptual plan options, Mission and Pavilions in the Park, for the new community center and approve one option to develop in the schematic plan phase.

BACKGROUND

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

On August 17, 2015, the City Council held a study session on the community center. The attached staff report from the study session provides a thorough background of the master and conceptual plan processes (Exhibit A and B). At the study session, the City Council provided the following input on the conceptual plan: create a more active presence on Burlingame Avenue, strengthen the civic aspect of the design, and create more depth and detail in the facades. With this feedback, Group 4 continued to refine the conceptual plan for the building.

On August 25, 2015, staff brought the conceptual plan to the Planning Commission to gather further input. On April 14, 2016, staff presented the completed traffic study to the Traffic, Safety & Parking Commission (TSPC) to seek additional input regarding parking options, the impact of construction on parking, and the phasing options of the project. TSPC Commissioners offered suggestions including exploring options for bike and pedestrian access. Overall, the Commission favored the under-the-community center building parking option. They also offered suggestions if both parking options (under the community center building and one-half level under the tennis courts) are considered, including looking at parking permits for the lot under the tennis courts and/or installing meters for the tennis court lot to offset the cost of added parking. Additionally, Commissioners expressed interest in using the tennis court parking area as an option for downtown parking.

The CAC met again on April 20, 2016 to discuss the input from the City Council, Planning Commission, and TSPC. From the comments generated at the previous meetings and additional input from the CAC, Group 4 further refined the conceptual plans.

At the March 19, 2018 Council meeting, staff and Group 4 presented the conceptual design for the Mission design building along with parking options, project budget, cost reduction strategies, sustainability options, and next steps (Exhibit C). Staff and Group 4 also shared renderings of the conceptual design for the Pavilions in the Park option, which was the other design favored by a number of members of the Citizens' Advisory Committee.

After discussion, the City Council made a number of decisions relative to the project scope, the building's size, the location of parking, the maximum budget, and the sustainability features of the new building. The City Council also requested that staff gather input from the community on the Mission and Pavilions in the Park options prior to bringing the conceptual plan back to the City Council for approval before the summer recess. Staff and Group 4 subsequently presented a status update at the June 18, 2018 Council meeting (Exhibit D), thereby providing the City Council with an opportunity to review the conceptual design options and updated site plan and ask clarifying questions.

Updated Site Plan

The project scope is limited to the portion of the Master Plan east of the Lion's Club Hall. The current project replaces the existing, structurally deficient ~25,000 sf single-story recreation center with a new two-story 35,700 sf community center building. While the new facility's overall square footage will increase by over 10,000 square feet, the building footprint is anticipated to remain approximately the same size to accommodate on-site surface and underground parking as well as ample outdoor amenities. The project also includes the replacement of the playground and full-size outdoor basketball court in-kind, but more appropriately located to maximize outdoor opportunities and indoor-outdoor connections to the new facility. To address safety concerns raised about the existing playground's close proximity to the street, the relocated playground will be moved away from the street to a location east of the softball field, where the picnic area currently exists. The picnic area will be relocated further southwest to have closer proximity to the new community center, activating the public spaces of the park and the outdoor terraces of the community center program spaces. The full-size basketball court remains in approximately the same location, but will be reconfigured for optimal orientation and shifted south to eliminate the existing awkward terminus of the pedestrian pathway at the basketball court.

Updated Parking Plan

As set forth in the Master Plan approved by the City Council in July 2014, a total of 143 off-street parking spaces are required to serve the new community center and Washington Park. This quantity of parking spaces was developed through direct communication with the community, the City, and a parking consultant who performed parking demand calculations for the proposed project. Parking demand calculations were estimated for both the typical daily peak hour demand (i.e. the highest amount of parking demand expected to occur during an hour for both an average weekday and weekend) as well as the maximum parking demand during an event (which would be rare and is used to show the scenario in which the project generates the most demand). Of

the 143 off-street parking spaces required in the Master Plan, 59 spaces are accounted for in the existing surface lot west of the Lions Club Hall. The remaining 84 spaces will be located on the project site in a surface lot and a single-level underground parking lot east of the new community center. Approximately half of the 84 spaces are planned for the surface parking lot, with the remaining spaces accommodated in the underground parking lot.

The proposed 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 is being considered 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 the tour bus trips associated with recreation programming, it is anticipated that the section of Burlingame Avenue directly in front of the community center will be zoned for bus loading and unloading during specific timeframes.

Underground Parking Options

The project team is currently exploring two different underground parking options. The first option includes underground parking that is primarily separated from the community center building, connected via a small lobby that allows visitors access from the underground parking directly up via elevator or stairs to the community center lobby. The second option, which may yield potential cost savings, explores locating a portion of the underground parking under the building in order to eliminate extra slab, waterproofing, etc. This second option also would include a lobby at the underground parking level that would allow visitors access from the parking garage up to the street level (and potentially into the community center lobby as well).

DISCUSSION

DESIGN OPTIONS

The two design options under consideration by the community and City Council are the Mission design (Exhibit E) and Pavilions in the Park design (Exhibit F). While the designs diverge in both inspiration and look, both have been well-received by the community.

Mission Design

- *Context.* The Mission design option is a contemporary reinterpretation of Burlingame's civic heritage of mission design architecture as exemplified in the nearby Caltrain station, Burlingame Library, and Burlingame Fire Station 34. The Mission design seeks to fit into the rich historical context of Burlingame while becoming its own distinct landmark for the community.

- *Massing/Orientation.* The landmark feature of the Mission design option is the high-volumed entry tower, reminiscent of a mission tower that incorporates a mission-design vocabulary of overhangs, trellises, and simplified openings. The building is articulated through a series of recesses along the street and park sides, helping to break down the overall building's mass and length. On the exterior, these indentations allow for planted

areas or seat walls, while vertical circulation or smaller programmatic spaces on the interior respond to the articulated zones. In turn, the indentations further break down the continuous gabled roofs, creating distinct volumes. On the south and northwest ends of the building, the overall volume steps down from two stories to a smaller mass to create a more residential scale for each end of the building's wings. The flat-roofed areas in between the gabled roofs provide functional space for rooftop mounted air handling and ventilation units.

- *Fenestration.* The two most prominent window features are the arches located at the central entry volume that serve as the main entrances, or portals, to the building from Burlingame Avenue and Washington Park. The glazing at these locations is planned to be deeply inset within the arches, reinforcing the transition from solid to the void, and expressing the layering of building materials. The insets at these prominent openings will be celebrated with the use of terracotta accents, and allow for a rich play of shadows within the main lobby space. The two secondary window arches will be concentrated at either end of the building's wings, anchoring the first level corridors, and serving as key wayfinding elements on the interior. The southwest wing arch will be within the creative arts classroom, and is the first face of the building patrons will encounter approaching from the west along Burlingame Avenue. The location of this arch, looking towards downtown, creates a strong architectural dialogue with Burlingame's other civic structures – including the Caltrain Station just down the road. The northwest wing arch is located within the Community Hall, and will be a focal point for the space, offering framed views outwards to the former Gunst Estate and park. This arch is centered on the raised platform, with the lower portion of glazing having the opportunity to open up to the exterior portion of the raised platform for indoor/outdoor connections. The other windows throughout the building vary in size with regard to the program within but maintain a proportion in keeping with the building's mission design heritage.

- *Materiality.* The exterior material palette of the Mission design façade includes stucco, wood accents, and a phenolic panel rainscreen system. The roof is planned to be red tile. Wood and steel trellises accent the building entry and outdoor program spaces.

Pavilions in the Park Design

- *Context.* The inspiration for the Pavilions in the Park design arose out of the community's desire to create a community landmark that celebrates its beautiful and natural setting and serves as a gateway and connection to Washington Park.

- *Massing/Orientation.* The primary massing of this option consists of three distinct pavilions that float above the rest of the building and serve as an invitation into and through the building with glassy connections to Washington Park. Subtle butterfly roofs on each pavilion sweep up to embrace the street and entry on Burlingame Avenue as well as open up to the park, focusing views upward to frame the mature park trees and sky beyond. The central pavilion anchors the building entry and creates a dynamic gathering lobby that visually connects the street with the park. The community room pavilion is nestled on the east side of the building and opens up to an adjoining patio as well as an

indoor/outdoor platform. The pavilion on the west side of the building creates a welcoming approach from downtown and a warm atmosphere amongst the tree canopy for the fitness studio and fine arts classroom housed within. The three pavilions are connected by simple rectangular building forms that are deferential to the pavilions and break down their two-story scale with a play of materials, trellises, and articulated ins and outs of the building walls. As a complement to the pavilions, the community center is bookended by lower height volumes that step down the building scale to the adjacent Lions building on the west and the parking lot on the east. On the west side, the kids town classroom and support spaces are housed under the lower height volume, while the kitchen and other community room support spaces are on the east side.

- *Fenestration.* The glassy pavilions provide natural daylighting, sweeping views to the park, and a visible connection to the street. The rhythm of windows on the other portions of the community center responds in size and to the program within and the views out to the park and the street. On the street side, smaller windows accent the facade, especially on the first floor, to fit into the scale of the surrounding neighborhood context. On the park side, where strong physical and visual connections are wanted, larger full-height glazed walls and framed windows are utilized, blurring the distinction between inside and outside.

- *Materiality.* The exterior material palette of the Pavilions in the Park design façade includes stucco, horizontal and vertical wood accents, fiber cement rainscreen, and polished concrete. The three pavilion butterfly roofs are standing seam metal, while the parapeted flat roofs are planned to be TPO roofing. Wood and steel trellises accent the building entry and outdoor program spaces, and a series of louvers control daylighting.

DESIGN COMPARISON

Both the Mission design and the Pavilions in the Park design concepts meet the project goals and site and programmatic requirements through their respective designs. The site plan for both schemes is the same; both feature the same above- and below-ground parking plan, drop-off, entry plaza, outdoor spaces and rooms, playground, basketball court, picnic area, and connection to the greater Washington Park. Both schemes have the ability to support additional parking spaces (approximately 30 spaces) beyond what is currently planned, should the City Council decide to add supplemental parking to the project scope. Since both design concepts have the same site plan, the sustainable design strategies for the site are the same, including, but not limited to: drought tolerant planting, storm water quantity and quality control, heat-island effect reduction, bicycle parking, designated spaces for carpools, and electric vehicle charging.

In addition, the building program for both the Mission design and Pavilions in the Park design is the same; both schemes meet the same square footage, adjacency, and functional requirements. While the materials for each design concept differ, both schemes have a comparable construction budget, and both would employ modern building construction techniques that make both design concepts equal in terms of constructability and overall construction schedule.

Both the Mission design and Pavilions in the Park design concepts also have the ability to take advantage of sustainable design strategies within the building via energy-efficient mechanical and

lighting systems, natural ventilation and daylighting, low-flow fixtures, low-e glazing, and green building materials.

Photovoltaic Panels

One differentiator between the two schemes in terms of sustainable design strategies is the percentage of roof area that can be dedicated for photovoltaic panels. In the Mission design, approximately 50% of the roof area can be captured for photovoltaic panels. Half of the gabled roof faces southeast or southwest at an optimal solar orientation; however, the other half of the roof faces northeast or northwest at an angle that is not advantageous for capturing sunlight. In the Mission design, due to the roof form, the solar panels would be highly visible on both the street side and from the park. In the Pavilions in the Park design, approximately 75%-80% of the roof area can be dedicated for photovoltaic panels, with the panels primarily hidden from view due to the flat and minimal slope of the roof forms. 20%-25% of the roof area for both schemes will need to be dedicated for mechanical equipment, vents, flues, and maintenance access; in both designs, mechanical wells and screening would reduce or hide the visibility of these service elements.

Light Pollution & Bird Protection

One design concern for civic facilities that are located adjacent to residential neighborhoods is light pollution at night. A civic building inherently has larger spans of glass than its residential counterparts, and the ability to see into and through the building during the day creates a welcoming and inviting atmosphere for all. For nighttime use, several light pollution and glare mitigation strategies have been identified to ensure that the new community center fits into its residential context while still being fully functional after-hours for programming and events, including:

- Windows with tinted or fritted glass
- Exterior mechanical louvers or interior window shades that are programmed to close at night
- Thoughtful lighting design with warm color temperatures (this can be accomplished with energy-efficient LEDs) and sufficient but not over-lit lighting levels
- Luminaires with well-shielded light sources and a balance of direct-indirect light
- Auto-off function for unoccupied rooms (20-minute maximum is required per Cal Green for classrooms and meeting rooms)

Another design concern related to glazing on civic facilities is the flight path of birds and windows. When glass has a high glare or high reflection, especially at higher elevations, birds may not see the glass and fly into it. Strategies that have proven successful for avian protection while enhancing, rather than detracting from, the architectural aesthetic include fritted or textured glass and minimizing glare and reflection with overhangs and trellises.

Outreach Summary

In order to gauge public support for the two different conceptual plans, City staff and Group 4 undertook significant community outreach, including placing intercept kiosk events at active community destinations and conducting an online survey. Intercept kiosks were located at the Recreation Center lobby, Burlingame Public Library lobby, and Burlingame Fresh Market. The

online survey was advertised through the City website, Parks & Recreation website, Burlingame Library website, City Commissions, email blasts, Facebook, Nextdoor, eNews, and the Citizens Advisory Committee.

As shown below, the various outreach methods reached a large number of Burlingame residents:

- Online Survey: 500 participants
- Community Center Kiosk: 450 participants
- Library Kiosk: 264 participants
- Burlingame Fresh Market: 396 participants
- Total: 1621 participants

The result of the community outreach is that 51% of the respondents (827 votes) preferred the Mission design, while 49% (796 votes) preferred the Pavilions in the Park design. Those preferring the Mission option noted that they valued the historic character of other community buildings in Burlingame, while those supporting the Pavilions in the Park option recognized that the contemporary design would allow a more seamless integration of the indoors to the outdoors.

Next Steps

Once the City Council has approved the conceptual design at the July 2, 2018 City Council meeting, the consultant team and staff will begin to complete the CEQA requirements and the schematic design phase of the project. In the fall of 2018, staff will ask the City Council to provide input on the Schematic Design at a Council Study Session. Staff anticipates asking for Council approval of the Schematic Design plans by the end of 2018; work on the construction documents will commence thereafter.

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.)

As noted at the goal-setting session, an annual pledge of $1 million toward debt service on the issuance of lease revenue bonds for the project would yield bond proceeds of approximately $15 million. Therefore, in order to fund the Community Center project, the City will need to rely on a combination of Measure I revenues plus ongoing General Fund revenues and/or monies from the Capital Investment Reserve. Staff thus recommended that the Council consider an additional $1 million annual General Fund transfer to allow for a lease revenue bond issuance of approximately $30 million, with the remaining financing for the Community Center project to be provided from the Capital Investment Reserve or some other source not yet determined. The recommended debt service funding from Measure I and other General Fund monies ($2 million in total) is included in the proposed budget for 2018-19, in anticipation of the bond issuance for the Community Center project sometime in the upcoming fiscal year.

Exhibits:

- Staff Report from August 17, 2015 Study Session
- Executive Summary
- Staff Report from March 19, 2018
- Staff Report from June 18, 2018
- Mission Design Conceptual Plan
- Pavilions in the Park Design Conceptual Plan