



DATE: December 18, 2023

TO: Mayor and Members of the City Council

VIA: Stefan Chatwin, City Manager  
Marlene Subhashini, Assistant City Manager

FROM: Derek Schweigart, Parks and Recreation Director  
Tiffany Oren, Recreation Manager

DEPARTMENT: Parks and Recreation

SUBJECT: RECREATION CENTER REBUILD PROJECT (CIP 301-678) –  
DESIGN DEVELOPMENT PROJECT UPDATE

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## RECOMMENDATION

It is recommended that the City Council, by Minute Order, receive and accept the update on the development design phase of the Recreation Center Rebuild Project (“Project”).

## EXECUTIVE SUMMARY

At the regular City Council meeting on September 18, 2023, staff and the project design team presented an update to the City Council on the Project. The update included a comprehensive overview of the work completed so far, incorporating a schematic design presentation featuring a list of bid alternatives accompanied by cost information. The City Council gave their approval to the schematic design concept for the new building and site plan. Additionally, they requested the inclusion of further enhancements to both the scope of work and the project budget.

Following the last update presented to the City Council, the design team has focused on enhancing the building and site design to be in alignment with the Council's directives and feedback. Significant improvements have been made, such as expanding the café within the building and adjusting the landscape plan along Shell Boulevard. These modifications are intended to help establish a visual connection to the park and enhance the presence of

the new Recreation Center, ensuring its visibility from both Hillsdale and Shell Boulevard. Additional refinements include increased glazing to maximize natural light, the introduction of an entry plaza parking lot for improved accessibility and programming space, an expanded preschool patio, and the inclusion of a public playground.

Staff and the design team are seeking the City Council's acceptance of the report and confirmation of the Project's final design development plans and budget before proceeding to the construction documents phase of the Project.

## BACKGROUND

On November 21, 2022, the City Council approved an agreement with Group 4 Architecture, Research + Planning, Inc. ("Group 4") for professional design, bidding, and construction support services for the RCRP (CIP 301-678).

At the regular City Council meeting on May 15, 2023, the City Council confirmed: 1) the preferred conceptual two-story building design and site plan with the parking option that extended the exiting parking lot to the north, 2) confirmed alternates for consideration at end of schematic design, and 3) received an update on the conceptual design cost estimate and project budget.

At the regular City Council meeting on August 7, 2023, the City Council received an update from staff and the consultant on the development of the schematic design and the status of the construction estimate for the project. In preparation for the schematic design presentation to the City Council on September 18, 2023, the City Council directed the project team to return with a report and design exhibits showing how the proposed design addresses the unique character of Foster City and specifically the location of the building within Leo J. Ryan Park, and how the building addresses and looks from Shell Boulevard.

At the regular City Council meeting on September 18, 2023, staff and the Group 4 design team presented to City Council a full schematic design presentation which included an estimate of probable constructions costs, and a list of bid alternatives with cost information for City Council's consideration. A summary of the City Council's actions and direction received include:

- 1) Approval of the schematic design concept for the new Recreation Center Rebuild Project (RCRP), a two-story building with curved (wing) roof lines, material, and color palette.
- 2) Approval of the design concept for RCRP site/landscape design (public terraces along lagoon and controlled access yards/patios on Shell Boulevard).
- 3) Accepted construction budget estimate update (\$63,356,000) for the Recreation Center Rebuild Project based on current escalation factors.
- 4) Requested to add the following options to project scope and budget (Additional Projects and Enhancements= \$1,176,800):
  - A2 – Café
  - AE1 – Shell Boulevard and Entry Façade Enhancements
  - L1 – Expanded Preschool Patio and Playground
  - L3a – Bocce Court Expansion

- 5) Elected to **not** include the following options to the project scope and budget:
  - AE3 – Shell Boulevard and Events Wing Roof Enhancement
  - L3b – Park Restroom
- 6) Approval of the following bid alternatives for the RCRP with the option to award after the project bids are received:
  - A1 – Expanded Entry Trellis {first 10' in base bid}
  - A3 – Fitness Room Operable Partition
  - L2 – Terrace Wind Break
  - AE2 Shell Boulevard Site Enhancements
  - E1 – Photovoltaic Array Allowance

At the regular City Council meeting on November 6, 2023, staff provided a report and presentation to the City Council on the temporary facilities and operations plan during the Recreation Center closure which is anticipated to start in September 2024. Staff received confirmation to move programs to The Vibe Teen Center, Community Center, and school multipurpose rooms (MPR) through the Joint Use Agreement with the San Mateo-Foster City School District during the anticipated two-year construction period. The City Council also authorized the rental and installation of three (3) modular buildings and one (1) restroom trailer on the tennis courts at Leo J. Ryan Park. These temporary facilities aim to fill the gap and provide alternative spaces for recreational activities during the transition period.

Lastly, an important milestone for the project occurred on November 16, 2023, when the Planning Commission of City of Foster City adopted two resolutions (Resolution Nos. P-19-23 AND P-20-23) to approve Initial Study and Mitigated Negative Declaration (IS/MND) for the Recreation Center Rebuild project and issued the Use Permit for the proposed demolition and rebuild of the project itself.

## ANALYSIS

As reviewed with the City Council at the regular meeting on September 18, 2023, the proposed design for the new Recreation Center builds upon the input and direction received over the last 10 months from the project Task Force, the Joint Committee (Planning Commission and the Park and Recreation Committee), City staff, City Council, and the Community. Input has been received on all aspects of the building design from its location within the park, to the massing of the building, and the overall design language, fit, and feel into its surroundings. The comprehensive impact of this input has not just informed, but shaped, a building that reflects the community's values by seamlessly integrating into Leo J. Ryan Park. Connecting to the meadow, amphitheater, Shell Boulevard, and the lagoon frontage, the new Recreation Center enhances, embraces, and reflects its surroundings, creating a landmark building that will become a beacon for the community.

The refinements to the site and building design since presented to the City Council at the September 18 meeting respond to the City Council's direction on the integration of the design alternatives that were approved to be incorporated into the project, Council's desire to explore the opportunity to include a larger café in the building, and refining the landscape plan along Shell Boulevard to provide a strong visual connection and presence for the new recreation center from Hillsdale and Shell Boulevard.

Design Refinements

The design enhancement alternatives that the City Council approved to be included in the design at the September meeting included enhanced materials and glazing at Shell Boulevard and the entry (AE1 Shell Boulevard and Entry Façade Enhancements), the expanded pre-school patio and playground (L1 Expanded Preschool Patio and Playground), the inclusion of the bocce court expansion (L3a Bocce Court Expansion). The current renderings and plans reflect this direction and have incorporated additional glazing, clerestory windows, and accent panels into the design. These elements contribute to enhanced warmth, increased sunlight, and an improved overall aesthetic appearance from Shell Boulevard.

IMAGE 1



IMAGE 2



Landscaping

The site and landscaping plan for the new facility greatly increases park space, providing the community with additional areas for leisure activities such as strolling through the park or engaging in social interactions.

*Outdoor Terraces:* Leo Ryan Park will become a destination spot with the incorporation of multiple social terraces overlooking the lagoon. In the current scope, the upper terrace enhances the nearby café with ample seating and the events terrace, located outside of the expansive ballroom, will offer flexibility, providing opportunities for both public drop-in use and a more private rentable space. The events terrace is large enough to accommodate a ceremony or reception for up to 150 people. The addition of a wind break for the events terrace is listed as a bid alternate.

IMAGE 3

VIEW FROM LAGOON TERRACE



*Entry Plaza Parking Lot:* With the relocation of the new Recreation Center to the west to avoid the storm drain, a smaller parking lot will now be situated between the main entrance and the larger parking lot. This designated 'entry plaza parking lot' will not only accommodate accessible parking but will also offer flexibility for outdoor events and programming. The plaza is designed to support outdoor activities, including the capability to provide power for multiple food trucks or vending concessions. Additionally, it will serve as the future home for the tree used in the annual holiday tree lighting ceremony.

*Expanded Preschool Patio and Playground:* The center's preschool/early childcare space features a fenced patio area which provides a safe and supervised outdoor space for participants. The newly designed playground, catering to ages 5-12, will not only be conveniently located near the childcare space but will also be accessible and enjoyed by all patrons.

Based on the City Council's input in September the landscape plan has been refined to create strong view corridors to the new Center with trees framing key views of the building from Hillsdale Boulevard with the meadow in the foreground, and from Shell Boulevard with trees framing the view and reinforcing the "building in the park" that was identified by the community as a high priority. The view at the entrance to the campus on Shell Boulevard is activated with the new playground and bookended with the newly open visual connection to the lagoon.

IMAGE 4

### DECEMBER 2023 CITY COUNCIL SITE PLAN

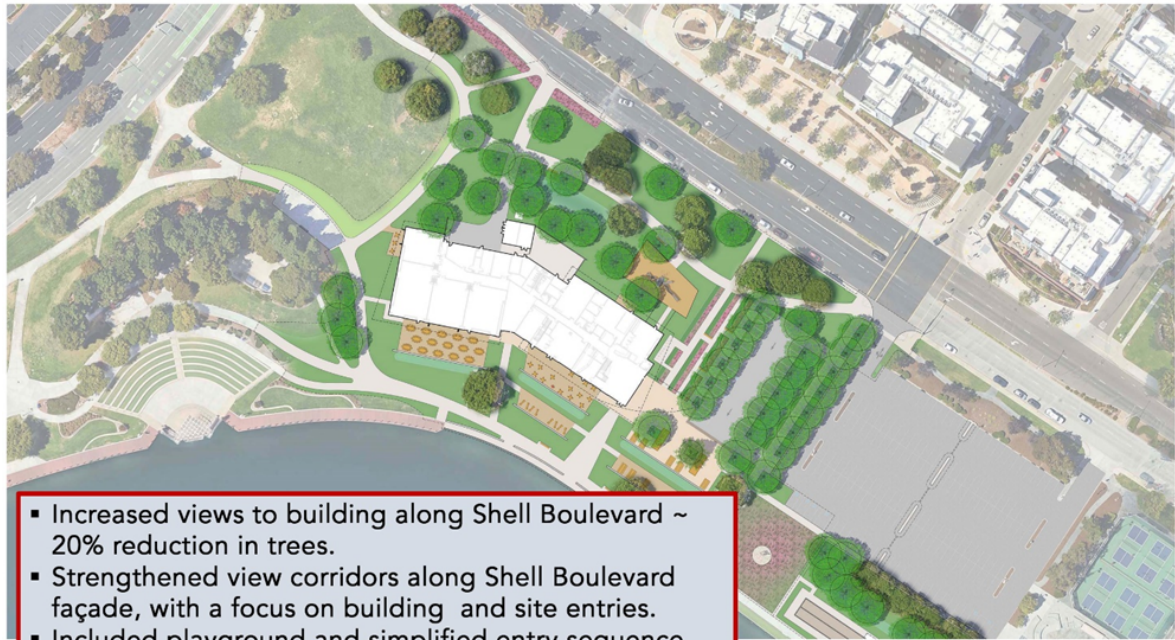


IMAGE 5

### PERSPECTIVE FROM SHELL + HILLSDALE BOULEVARD

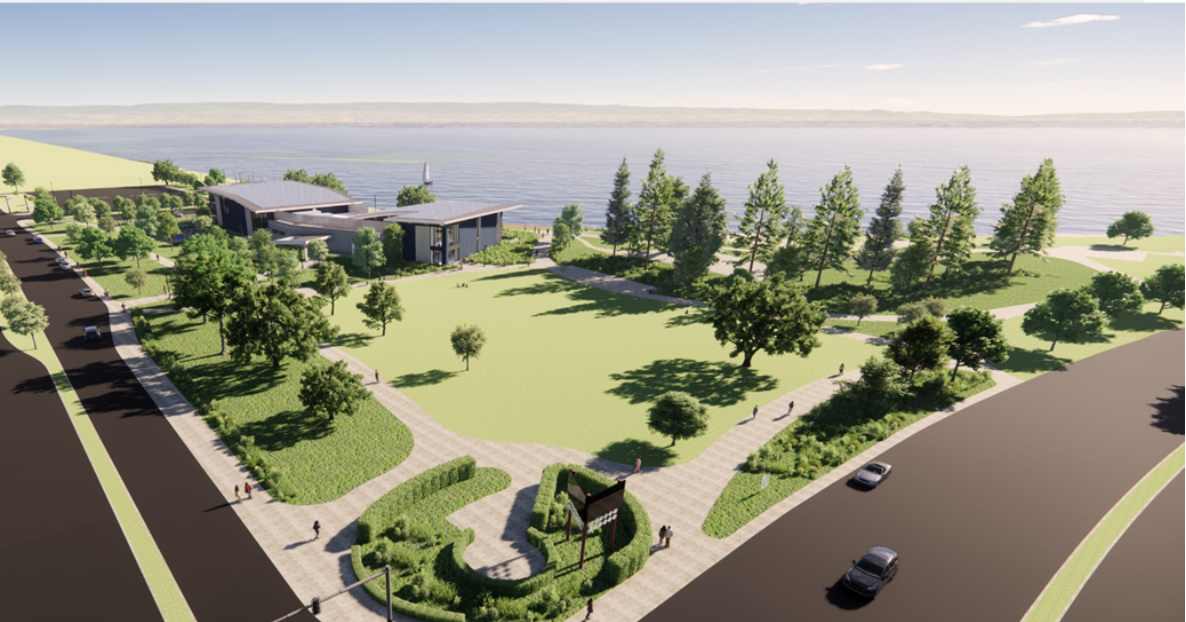


IMAGE 6

**SEPTEMBER - DECEMBER VIEW FROM SHELL BOULEVARD ENTRY**



**SEPTEMBER**



**DECEMBER**

IMAGE 7

**VIEW FROM SHELL BOULEVARD ENTRY**





### Café

At the regular City Council meeting on September 18, 2023, the City Council provided feedback to the staff and Group 4 regarding the Café layout. Specifically, they expressed the desire to review revised plans that incorporate a larger space. Following the September meeting, notable modifications have been made to the design of the Café space. It has been relocated to space adjacent to the main lobby which allows for greater visibility from the Recreation Center entrance both from the parking lot side and lagoon side of the Recreation Center. This strategic move aims to provide prominent exposure to the public as well as allowing for an increase in accessible indoor seating for the Café. Additionally, patrons will have the opportunity to enjoy their beverage or food from an outdoor terrace overlooking the lagoon or from the comfort of the lobby. The newly configured, larger space has been designed to accommodate seating within the café, enhancing the overall experience for visitors as well as greater functionality for a potential concessionaire to operate. The size of the space has also increased and includes ~328sf of public/seating area, and ~313sf of counter preparation and storage space. See revised Café Layout in Image 8.

IMAGE 8

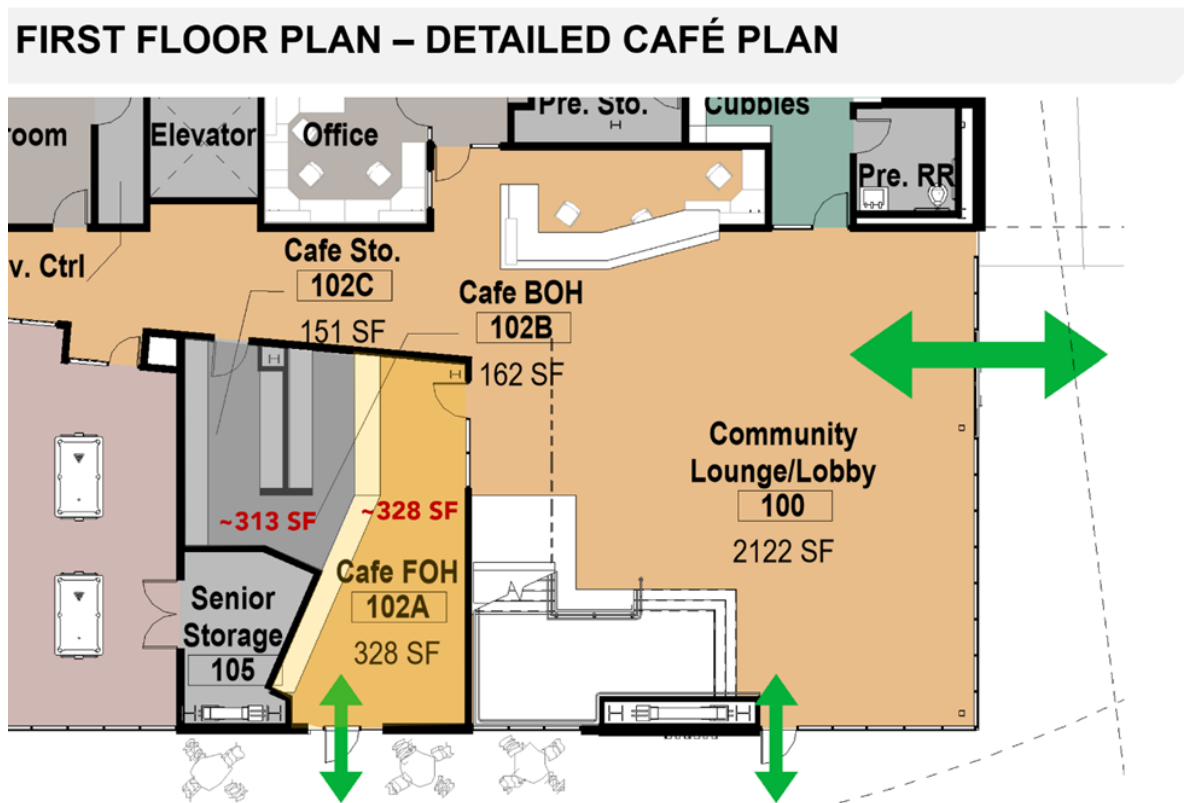


IMAGE 9



With the City Council's direction to enhance the project scope and budget for this space, future direction will be required on how the space should operate. Staff will be seeking guidance on the City Council's preference regarding the timing of pursuing a concessionaire arrangement. There are two potential options to consider. The first option involves initiating discussions before the start of construction, allowing the Council to provide input and potentially contribute financial support for equipment. The alternative is to explore seeking a concessionaire after the completion of construction, opting for a more traditional lease agreement.

### CALIFORNIA ENVIRONMENTAL QUALITY ACT

This update to receive and accept the report by the project design team on the project design for the Recreation Center Rebuild Project (RCRP/Project) design development phase is exempt from review under the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines section 15262 as it is being undertaken for the purposes of determining feasibility or as planning studies for future actions relating to the RCRP project. Additionally, it is exempt under the "common sense" exception pursuant to CEQA Guidelines section 15061(b)(3) because it can be seen with certainty that there is no possibility that this action

to receive and accept the report and provide confirmation of direction to staff may be a significant effect on the environment. Additionally, on November 16, 2023, the Planning Commission of City of Foster City adopted two resolutions (Resolution Nos. P-19-23 AND P-20-23) to approve Initial Study and Mitigated Negative Declaration (IS/MND) for the Recreation Center Rebuild project and issued the Use Permit for the proposed demolition and rebuild of the project itself.

**FISCAL IMPACT**

The City Council approved the schematic design budget estimate of \$63,356,000 for the RCRP (CIP 301-678) at the regular meeting on September 18, 2023, as indicated in Table 2. After the City Council provided direction on additional projects enhancements to be included in the Project as indicated in Table 1, the construction budget estimate increased by \$2,172,000 or a total of \$49,478,300. The City Council directed staff to return to an upcoming meeting to present funding options that would help address the additional funding that the project would require.

On November 6, 2023, the City Council approved the temporary facilities and transition plan for the RCRP which resulted in an increase to the temporary facilities budget line item and to the overall Project budget. When accounting for this increase, the increase to the construction budget estimate with the added Project enhancements, contingency and escalation factors, the current Project estimate is currently \$65,943,000 as indicated in Table 2.

TABLE 1

<b>FOSTER CITY RECREATION CENTER REBUILD</b>					
					UPDATED PER 9/18/23 CITY COUNCIL
<b>SCHEMATIC DESIGN COST MODEL</b>					
	Hard Cost*	Escalation**		Hard Cost* + Escalation**	
		11.00%	12.50%	11.00%	12.50%
<b>Building &amp; Sitework</b>					
Building	\$33,900,000	\$3,729,000	\$4,237,500	\$37,629,000	\$38,137,000
Sitework	\$8,150,000	\$896,500	\$1,018,800	\$9,046,000	\$9,168,800
<b>SUBTOTAL</b>	<b>\$42,050,000</b>	<b>\$4,625,500</b>	<b>\$5,256,300</b>	<b>\$46,675,500</b>	<b>\$47,306,300</b>
* Hard Costs includes direct costs, markups + design contingency					
**Escalated to mid-point of Construction July 2025 (Construction Sept. 2024 to June 2026)					
<b>APPROVED ADDITIONAL PROJECT ENHANCEMENTS</b>					
	Budget	Available Funding	Additional Funding	Total Increase	
Expanded Preschool Patio + Playground (L1), ERF \$70,200	\$385,000	\$70,200	\$314,800	\$385,000	
Bocce Court Expansion and Improvement (L3a) CIP 301-655 \$925,000	\$1,009,000	\$925,000	\$84,000	\$1,009,000	
Café Equipment & Space (A2)	\$428,000		\$428,000	\$428,000	
Shell Blvd + Entry Façade Enhancements (AE1)	\$350,000		\$350,000	\$350,000	
<b>SUBTOTAL</b>			<b>\$1,176,800</b>	<b>\$2,172,000</b>	
<b>TOTAL CONSTRUCTION BUDGET W/ ADDITIONAL PROJECT ENHANCEMENTS</b>				<b>\$49,478,300</b>	

TABLE 2

FOSTER CITY RECREATION CENTER REBUILD – PROJECT BUDGET				
SCHEMATIC DESIGN				
		2022 PROJECTED ESTIMATE	2023 SCHEMATIC DESIGN ESTIMATE	2023 NOVEMBER ESTIMATE
1)	2018 Study + Outreach	\$242,172	\$242,172	\$242,172
2)	Architecture + Engineering (incl. A+E contingency)	\$6,208,200	\$5,958,207	\$5,958,207
3)	Surveys (included in 2)	\$0	\$0	\$0
4)	Environmental	\$0	\$70,000	\$70,000
5)	Special Inspections + Testing	\$330,000	\$800,553	\$835,941
6)	Direct Construction Cost	\$46,200,000	\$52,026,875	\$54,396,075
a.	Building		\$33,900,000	\$34,678,000
b.	Site		\$8,150,000	\$9,544,000
c.	Escalation		\$5,256,250	\$5,256,250
	SUBTOTAL			\$49,478,300
d.	Construction Contingency		\$4,730,625	\$4,917,825
7)	Temporary Facilities	\$210,000	\$380,000	\$562,000
8)	Fixtures, Furnishings, + Equipment (FF+E)	\$100,000	\$1,190,000	\$1,190,000
9)	Electronic Systems and Special Equipment	\$0	\$115,000	\$115,000
10)	Construction Management	\$2,173,500	\$2,173,500	\$2,173,500
11)	Utility Company Connections Services + Fees	\$100,000	\$135,000	\$135,000
12)	City Fees + Administration	\$400,000	\$102,814	\$102,814
13)	Soft Cost Contingency	\$0	\$151,777	\$162,646
	<b>TOTAL</b>	<b>\$55,964,000</b>	<b>\$63,356,000</b>	<b>\$65,943,000</b>

As directed by the City Council, staff plan to return to the City Council at the regular meeting on January 16, 2024, to present the project budget and discuss options to address the additional funding needed for the project.

CITY COUNCIL VISION, MISSION, AND VALUE/PRIORITY AREA

Facilities and Infrastructure

ATTACHMENTS:

Attachment 1 – Group 4 slide deck presentation