



City of Rialto

Legislation Text

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For City Council Meeting [June 26, 2018]

TO: Honorable Mayor and City Council

APPROVAL: Robb R. Steel, Interim City Administrator

FROM: Robert G. Eisenbeisz, P.E., Public Works Director/City Engineer

Request City Council to Authorize the Release of Notice Inviting Bids for Expansion, Redevelopment and Renovation of Frisbie Park, City Project No. 150304.

(ACTION) POWERPOINT

BACKGROUND:

The City recognizes that park usage has increased over the last decade and the demand for recreational facilities has expanded to include both active and passive areas; covering sports, recreational activities, and community facilities.

At Frisbie Park, the City has embarked on a number of capital improvement projects, including installation of new prefabricated restrooms and concessions buildings serving the Rialto baseball league, planned installation of new baseball field sports lighting, the design of significant expansion and redevelopment of the north and south areas of the park, and overall park accessibility improvements (renovation work) in conformance with the requirements of the Americans with Disabilities Act (ADA) and the California Building Code (CBC).

On July 12, 2016, the City Council awarded a Professional Services Agreement (PSA) to Community Works Design Group, Inc. (CWDG) of Riverside, California, for preparation of the Phase I Master Plan for the Frisbie Park expansion.

As one of the first project items, the City consulted project stakeholders to form the Frisbie Park Ad Hoc Committee, in order to develop the Master Plan for the park site. The individuals and entities involved in the Frisbie Park Ad Hoc Committee are:

- Two Council Members
- Two Recreation and Parks Commission Members
- Two at large Rialto Community Representatives
- The Community Services Director
- Public Works staff

The Frisbie Park Ad Hoc Committee met to discuss proposed project components, project schedules, and to provide input as to what information would be included within the public survey for the park. CWDG prepared both online and mailed hard copy surveys, asking for public input as to what

amenities would best meet the needs of the park users and citizens of Rialto.

On January 28, 2017, the City hosted a community meeting, to glean additional information from project stakeholders and community members as to what park amenities would best meet City resident needs. The results of the online and mail out surveys were presented to attendees, questions were answered about the various options and alternatives, and attendees then confidentially voted on what each individual viewed as the best potential features and amenities to be implemented in the park.

Three follow up meetings of the Ad Hoc Committee and Recreation and Parks Commission occurred during February 2017, to discuss the updated park survey, revised draft master plan, stakeholder preferences, and potential costs for the amenities at the park. These meetings led to the Recreation and Parks Commission unanimously recommending the approval of the Master Plan to the City Council.

On May 9, 2017, the City Council approved the Master Plan for the Frisbie Park Expansion Project and the Second Amendment to the PSA with CWDG for engineering services for the design of the Frisbie Park expansion and redevelopment work.

On November 14, 2017, the City Council approved a third amendment with CWDG to address renovation of the existing park areas to meet ADA path of travel requirements within existing portions of Frisbie Park that are outside of the park expansion and redevelopment project. The work under that amendment will bring the remaining approximately 13.2 acres of the existing park into compliance with ADA and CBC path of travel requirements.

Additionally, CWDG evaluated existing park facility conditions, including dugouts, backstops and fencing, for recommendations regarding replacement and/or compatibility with the expansion project, but it did not include general renovation of the remaining portions of the park.

On February 27, 2018, the City Council approved a Phase I contract with Griffin Structures, for a constructability review of the Frisbie Park Expansion bid and construction documents. This independent review is customary and not uncommon for complex, large or otherwise challenging projects, and generally leads to projects that more closely adhere to project scope, construction delivery schedule, and a reduction of unforeseen conditions affecting project budget.

The final plans and construction documents for the expansion, redevelopment and renovation of Frisbie Park are now complete and ready to be advertised for construction bids.

ANALYSIS/DISCUSSION:

Frisbie Park is located at 598 E. Easton Street. This approximately 27.4 acre site is partially developed. The developed portion consists of approximately 16.7 acres of existing park improvements, including three baseball diamonds, three softball diamonds, two basketball courts, a playground area, a pavilion, two concessions facilities, and restroom facilities (see **Attachment 1** for a general exhibit of the existing park layout).

Planned expansion, redevelopment, renovation and ADA path of travel improvements at the park can be segmented into three (3) primary types of work, namely, 1) expanding the existing undeveloped areas of the park, consisting of approximately 8.3 acres southerly of Easton Street, and

approximately 2.2 acres northerly of Easton Street; 2) renovating and re-constructing approximately 3.7 acres of the existing developed park, northerly of Easton Street; and 3) constructing ADA, path of travel, and replacing outdated and deteriorated facilities both southerly and northerly of Easton Street -the renovation work--within portions of the remaining approximately 13.2 acres of the existing park. It is noted that the acreages for the expansion, redevelopment and renovation of the approximately 27.4 acre park are not exact numbers, as there is minor overlap in the various planned work areas.

More specifically, the expansion work southerly of Easton Street, encompassing approximately 8.3 acres, is to include a large undesignated turf open space play area; one new softball and one new "T" ball softball field; concrete walking paths; a prefabricated restroom; softball field monumentation; two fenced tennis courts (with flexibility to be converted into two full court basketball courts); several underground storm water treatment systems; ADA compliant access from Easton Street near Acacia Avenue; Easton Street roadway, sidewalk and parking improvements; irrigation and landscaping; several shade structures; child playgrounds; significant parking expansion, walking path and play area lighting; capability to accommodate future installation of security cameras; park and parking lot gates and perimeter fencing; and fire access to onsite buildings.

The expansion work northerly of Easton Street, encompassing approximately 2.2 acres, is to include significantly expanded parking; concrete walking paths; surface and underground storm water treatment features; and minor baseball field warm up "bullpen" improvements.

The redevelopment work northerly of Easton Street, encompassing approximately 3.7 acres, is to include a skate park; concrete walking paths; renovation of an existing restroom; two full court basketball courts (with the flexibility to be converted into two full tennis courts, but unfenced); localized grading that will allow temporary amphitheater type lawn seating to accommodate City and privately sponsored events; surface and underground storm water treatment features; landscape planting areas; several shade structures; child playgrounds; parking, walking path and play area lighting; and capability to accommodate future installation of security cameras.

The renovation of the existing park facilities southerly of Easton Street includes ADA and path of travel improvements to, in and around the existing three softball fields and open space areas; replacement of deteriorated fencing; replacement of the existing deteriorated office and storage building; all new concrete walking paths; sidewalk access to and along Easton Street; replacement of deteriorated game scoring pads and concrete bleachers; localized landscaping and other enhancements.

The renovation of the existing park amenities northerly of Easton Street includes ADA and path of travel improvements to, in and around the existing three baseball fields and open space areas; replacement of deteriorated fencing; localized landscaping, and other enhancements.

Combined, these improvements will essentially expand, redevelop and renovate various portions of the park, and will accommodate users well into the 21st century. The work does not include renovating the existing baseball or softball fields beyond light infield leveling and re-establishment of outfield turf. Further, the project's landscape plan has been designed to protect as many of the

existing mature park-wide trees as possible, ensuring that the park continues to provide significant shade opportunities to park visitors.

On May 9, 2018, and then again on June 6, 2018, members of the Frisbie Park Ad Hoc Committee met with staff to discuss the overall project scope, cost and schedule. The Ad Hoc Committee members confirmed the proposed overall project scope of work and project schedule; however, there were significant questions about, and discussion of, the estimated costs for the project.

It was agreed that when the final project to expand and improve the park is considered by Council for authorization to Release for Bids (RFB), a PowerPoint presentation will be provided to summarize how the scope of work was refined during final design, what will be delivered, and the estimated cost of the work.

Summarizing, the Council was initially informed in 2016 that the estimated construction cost for the Frisbie Park expansion work would be approximately \$7,875,000. That number was generated by using a cost per acre of \$750,000 for developing a 10.5 acre park in a relatively flat area, and without significant amenities (similar to say Joe Sampson Park). For Frisbie Park, however, the acreage being expanded and redeveloped is actually approximately 14.2 acres, is not level terrain, and requires a significant amount of remedial grading during construction. Additionally, remedial and renovation work is necessary to tie the expanded park facilities into the existing park and access roadways. This work includes path of travel improvements, park entry roadway improvements, significant reconstruction of existing parking lots, and storm water treatment improvements, which together contribute to the overall scope and cost being higher than first expected. In addition, underlying soil conditions at Frisbie Park will affect construction methods and cost.

Following outreach efforts with residents, park stakeholders and the Frisbie Park Ad Hoc Committee, the recommended Master Plan cost and amenities increased significantly beyond the original rough order of magnitude budget estimate. This included adding hard surface multi-use courts to accommodate both tennis and basketball activities, designing the northerly park redevelopment area to be constructed in the form of a lawn amphitheater to allow larger city or private party sponsored events, adding a skate park, significant grading remediation work, additional on site and roadway parking, roadway work to accommodate ADA access and traffic calming measures that all combined to increase the estimated construction cost to approximately \$14.3 million. On May 9, 2017, that cost was reported to the Council when staff requested approval of the Master Plan.

CWDG aggressively approached the final design phase of the work to complete the design at the earliest possible date, consistent with industry standards for competent, appropriate design. CWDG suggested then, however, that future ADA and path of travel improvements within existing park areas should be combined into the project's current design, for cost, schedule and quality purposes.

Consequently, CWDG's contract was amended to add renovation and modification of the existing park to comply with ADA and CBC path of travel requirements, ensuring one seamless construction project, leading to a new park facility that would deliver a cohesive product, rather than an expanded park with modifications to existing areas that were not thematically and structurally tied together.

The additional renovation work is estimated to cost approximately \$2.43 million, and includes removal and reconstruction of significant portions of the existing concrete walkways, fire access, removal of an existing deteriorated office and storage building, and its replacement with a modern

prefabricated building, and the other improvements noted. This cost and scope is in addition to the cost of the originally scoped expansion work.

Also, due to the complexity of the expansion and proposed modifications, Council approved staff's request to retain Griffin Structures for an independent review of the construction documents.

Griffin Structures performed an independent analysis and determined the base estimated project (expansion and redevelopment) cost to be about \$15.8 million, and reflects their professional judgement of probable costs based upon current industry pricing. Griffin Structures also noted that the improving economy and other market conditions has led to an upward increase in construction costs over the past year, reflecting a construction industry cost escalation of roughly 7%.

Thus, the estimated construction cost for the final project, reflecting all of the expansion, redevelopment and renovation components as noted, now totals \$18.2 million. Adding in supporting costs for construction management, inspection, construction support, and design support, results in an estimated overall total project cost of about \$19.1 million.

It is acknowledged that this is a significant expenditure of funds. To provide the Council with award flexibility, the project's construction plans and bidding documents have segmented the work into a base bid with an additive alternate bid as follows:

Base bid: all expansion, redevelopment, ADA, path of travel and localized renovation work **southerly** of Easton Street, including Easton Street improvements; and

Additive alternate bid: all expansion, redevelopment, ADA, path of travel and localized renovation work **northerly** of Easton Street

Depending upon the bid results, the Council may choose to 1) award the base bid work only (expansion and renovation work southerly of Easton Street; 2) award all of the work (the full project, including base bid and alternate bid work, on both sides of Easton Street); or 3) reject all bids and reconsider the overall project. Of note, segmenting the ADA work from the expansion work does not make financial or topographical sense, as grading and access is required to areas both northerly and southerly of Easton Street, and cannot be reasonably accommodated without combining the work.

With the City Council's approval, staff will advertise the project in the *San Bernardino County Sun*, on the City of Rialto's website, and on PlanetBids.

See **Attachment 2** for a plan of the proposed southerly park expansion work, and **Attachment 3** for the proposed northerly park expansion work. See **Attachment 4** for the proposed existing park renovation, path of travel and ADA improvements. See **Attachment 5** for a PowerPoint of the design, scope, cost and amenities for the overall park. See **Attachment 6** for a high level matrix summary of the project scope and cost.

The tentative milestone schedule for the project is as follows:

RFB advertise	June 27, 2018
Deadline for receipt of bids	July 31, 2018
Contract award:	August 28, 2018
Begin construction:	Late September 2018

Complete construction:

December 2019/ January 2020

Rialto softball and baseball leagues operate year-round sports events at Frisbie Park. The Rialto Softball and Baseball Leagues each use three fields at the park, with the baseball fields located northerly of Easton Street, and the softball fields located southerly of Easton Street.

As noted, it is critical to the overall cost and duration of the project to temporarily relocate both the softball and baseball leagues that currently operate at Frisbie Park. Relocating both leagues, concurrently, allows the park to be completely shut down, leading to a shorter construction duration, reducing inconvenience to local residents from construction activities, saving the city overall costs, and arguably, delivering a higher quality park facility.

The window of time established by CWDG for the park project is a minimum of fifteen (15) months, including twelve (12) months for construction activities and three (3) months for plant establishment.

With this construction duration, Community Services has been coordinating with both leagues to assess their operational needs and to deliver alternate sites for their games during construction. Tentatively, the baseball league will relocate to Birdsall Park for practice and for games. Birdsall Park can accommodate temporary baseball league operations and will not require additional improvements.

Rialto Softball league practices and games are proposed to be relocated to Rialto Middle School, which will include two fields for game and practice purposes. Staff is recommending via a parallel Council action item, to advertise the renovation of the two Rialto Middle School softball fields.

CWDG has completed the construction and bidding documents to expand, redevelop and renovate the Park; staff recommends that the project be approved for advertisement and release for bids.

Additionally, when staff returns to Council for a request to award the construction contract, Council will also be asked to approve Griffin Structure's Phase II work, covering construction management, inspection oversight, materials testing services, and construction monitoring.

ENVIRONMENTAL IMPACT:

The requested advertisement of the construction plans to expand, redevelop and renovate the existing Frisbie Park does not constitute a "Project" as defined by the California Environmental Quality Act (CEQA). Pursuant to Section 15378(a), a "Project" means the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. According to Section 15378(b), a Project does not include: (5) Organizational or administrative activities of governments that will not result in direct or indirect physical changes in the environment.

Various technical studies are underway and nearing completion for purposes of environmental evaluation of the project based upon the approved master plan and path of travel renovation work. The necessary technical studies will be finalized to prepare an appropriate environmental document for the project site, which will be completed prior to award of a construction contract.

GENERAL PLAN CONSISTENCY:

Approval of this action complies with the following City of Rialto Guiding Principles, General Plan

Goals and Policies:

Our City government will lead by example, and will operate in an open, transparent, and responsive manner that meets the needs of the citizens and is a good place to do business.

Goal 2-24: Take advantage of opportunities to increase and enhance open spaces throughout Rialto.

Goal 2-27: Provide a variety of park facilities that meet the diverse needs and interest of the community.

Policy 2-27.1: Establish a Master Plan for Parks and Recreation that achieves a park ratio of 3.0 acres per 1,000 residents, evenly distributes park facilities throughout the community, and contains strategies for funding facilities and maintenance.

Policy 2-27.2: Plan for and designate adequate funding to maintain new and existing parks and facilities.

LEGAL REVIEW:

The City Attorney has reviewed and approved the staff report.

FINANCIAL IMPACT:

The current funding budget recommendations for Frisbie Park development is shown in **Table 1** below:

Table 1 - Funding Summary- Frisbie Park Expansion

Frisbie Park Expansion, Project No 150304				
Date City Council Authorized	Description	General Fund Capital	Park Development Impact Fund	Total Budget
Award of Park Master Plan				
6/22/2016	Design	\$ 200,000		\$ 200,000
5/9/2017	Amend PSA for Final Design	\$ 733,262		\$ 733,262
Amend PSA for Design of ADA				
11/14/2017	path of travel	\$ 110,655		\$ 110,655
Award of Construction Management & Inspection Services				
2/27/2018			\$ 100,000	\$ 100,000
Total Previously Authorized Budget		\$ 1,043,917	\$ 100,000	\$ 1,143,917
Proposed Budget for				
6/26/2018	Construction		\$ 17,900,000	\$ 17,900,000
Total Funding Sources for Frisbie Park		\$ 1,043,917	\$ 18,000,000	\$ 19,043,917

The estimated park construction cost range is \$15 million to \$18.2 Million. A construction cost range

will be noted during advertisement due to the complex and varied construction work items, including road and park related work.

Following bid opening, staff will evaluate and analyze the bids and make recommendations to Council for consideration of an award of contract. At that time, the final budget appropriation amount will be requested to award the project, and to secure construction management and inspection services.

Operating Budget Impact

The proposed action will not affect the Operating Budget.

Capital Improvement Budget Impact

The project is included in the Capital Improvement budget and this proposed action will not affect the Capital Improvement Budget.

Licensing:

No business license is needed at this time.

RECOMMENDATION:

Request City Council to Authorize the Release of the Notice Inviting Bids, for Expansion, Redevelopment and Renovation of Frisbie Park, City Project No. 150304.