CITY OF COVINA
AGENDA ITEM COMMENTARY

MEETING DATE **September 15, 2015** **ITEM NO. NB 2**

STAFF SOURCE **Siobhan Foster, Director of Public Works**
Amy Hall-McGrade, Director of Parks & Recreation
Brian Lee, Director of Community Development
John Michicoff, Interim Director of Finance
Danielle Tellez, Director of Human Resources & Risk Manager

ITEM TITLE **Joslyn Center – Facility Update and Authorization to Issue Request for Proposals for Design Services for Construction of New Senior Center, Identify Temporary Locations to Accommodate Programming Requirements and Initiate Negotiations with Property Owners**

STAFF RECOMMENDATION

1) Receive and file the Joslyn Center update;
2) Authorize the City Manager to issue Request for Proposals (RFP) for design services for construction of a new senior center in accordance with Covina Municipal Code (CMC) Section 2.20.175 (Purchase – Professional and Specialized Services); and
3) Direct the Departments of Parks & Recreation and Human Resources to identify temporary locations to accommodate Joslyn Center programming requirements and initiate negotiations with property owners.

FISCAL IMPACT

There is no fiscal impact associated with the issuance of a RFP for design services for the construction of a new senior center. The cost of design services for the new facility are estimated not-to-exceed $600,000 based on the approximate $5.5 million construction cost of a new 10,000 square foot (SF) facility and demolition of the existing Joslyn Center. Funding for the estimated $6.0 million project could come from various sources as outlined in Table 1.

Table 1 – Possible Funding Sources for Design and Construction of New Senior Center

Possible Funding Source	Amount
Cities Excess Funds available to Fifth Supervisorial District pursuant to Los Angeles County Safe Neighborhood Parks Proposition of 1996 for Joslyn Senior Citizen's Center Improvement Project	$650,000

Possible Funding Source	Amount
Cities Excess Funds available to Fifth Supervisorial District pursuant to Los Angeles County Safe Neighborhood Parks Proposition of 1996 for Joslyn Center ADA Beautification Improvement Project,	$250,000
City Funds (e.g., Kahler Russell Park Gym remaining funds, Quimby Fees, Joslyn Foundation Donation Fund)	$500,000 to $700,000
Community Development Block Grant (CDBG)	$200,000 to $400,000

Remaining project funding may come from additional grant funding and/or through financing.

The use of Los Angeles County grant funds for the design and construction of a new senior center will require the County's approval of the reallocation of these funds. The City Manager has initiated this conversation with Supervisor Antonovich's Office.

BACKGROUND

Joslyn Center, located at 815 North Barranca Avenue, was originally constructed in 1979 with several additions in later years, including the last addition in 1989. The building is a one-story wood-framed structure with plaster exterior walls, a combination of low slope built-up asphalt membrane roof with parapet walls and sloped Spanish tile roof. The facility is approximately 12,000 SF and is used primarily for senior citizen activities. The building is situated in Kelby Park with grass field areas located at the front and the rear of the building. The building site slopes from Barranca Avenue at the front of the building to East Reed Street at the rear of the building.

On April 20, 2007, two incidents caused significant water damage to Joslyn Center impacting all rooms in the facility except the restrooms, kitchen, and dining room. The first incident occurred when a maintenance company left a hose running in the mop sink overnight. The second incident involved a below ground water line break. On May 22, 2007, the City Council approved the appropriation of $25,000 to cover the insurance deductibles for each incident. The City's property insurance policy through CSAC-EIA covered the needed building repairs and furniture replacements due to water damage in excess of the deductibles. The City sought subrogation on the incident that involved contract cleaning services. The water line break was not subject to subrogation.

The insurance carrier contracted with Belfor USA to prepare a Scope of Work to be used to obtain informal bids to complete facility restoration including necessary building code and American with Disabilities Act (ADA) upgrades. On June 19, 2007, the City Council appropriated $35,037 in additional City funds to upgrade walls, ceiling tiles, and lighting that was not damaged but needed to be addressed cosmetically to match restoration repairs (remediation repairs were completed to the Lounge, Main Office Conference Room, Game/Pool Room, Craft Room and hallways). The Agenda Report also contained a letter outlining areas of concern Belfor USA identified during the course of facility inspections including cracks in the drywall and stucco and apparent changes in the grade of the floor and concrete slab, which precipitated a series of subsequent facility evaluations.

On March 4, 2008, the City Council authorized the retention of Rimkus Consulting Group to complete a structural forensic engineering investigation of Joslyn Center based on the conditions identified during the restoration process performed by Belfor USA. Conditions included water intrusion to the structure at multiple locations and cracks in the exterior stucco, ceiling laminated beams, and exterior walkways. Rimkus Consulting Group submitted its Report of Findings to the City on December 19, 2009. The Report of Findings identified, among other items:

- Water intrusion occurring at walls, windows, and sliding glass doors due to aged and damaged window systems, lack of adequate window and sliding glass door flashing, inadequate exterior walkway drainage, and plaster wall weep screeds buried below the exterior pavement finish surface;

- Exterior pavement sloping toward building and plaster wall weep screeds buried below the exterior pavement finish surface;

- Concrete slab cracks at exterior walkways due to inadequate construction joint depth/spacing, water ponding adjacent to the planters and building foundation along the south and east elevations, and vehicular traffic along the north elevation; and

- Multiple roof leaks.

The Report of Findings recommended the following, among other items:

- Removal and replacement of old and damaged windows and sliding glass doors;

- Roof should be examined by a professional familiar with this type of roof deck and repaired and replaced as necessary, as water will continue to damage the interior finish surfaces and may cause structural degradation of some of the framing members supporting the roof, walls, and ceiling;

- Raise plaster wall weep screeds above exterior concrete pavement finish surface to allow plaster walls to drain as required by the current building code; and

- Area drains should be installed where possible to reduce the deterioration of the existing slab and prevent cracking where new slabs are placed.

On August 18, 2009, the City Council approved a Professional Services Agreement (PSA) with Allana, Buick & Bers Inc. (ABB) to perform architectural engineering services for the repair of the Joslyn Center building envelope and City Hall roof. Joslyn Center services were focused on addressing the various weather-proofing problems with the building envelope including roof leaks and surface intrusions. ABB was contracted to provide investigation, construction document and bid services for the basic building envelope renovation project at Joslyn Center.

On May 4, 2010, the City Council approved an amendment to the PSA with ABB to perform additional architectural engineering services at Joslyn Center. Due to problems that were not

readily foreseen prior to flood and destructive testing of the building, the design costs increased in two ways: 1) additional design needs for construction details; and 2) design of a ductless HVAC system to replace the existing inefficient system that needs to be removed prior to re-roofing the facility and repairing internal structural members.

On August 9, 2010, ABB provided the City with bid specifications and construction documents for the Joslyn Senior Citizen's Center Repairs Project. The Scope of Work includes:

- Mechanical system upgrades;
- Replacement of low-slope roofing;
- Limited replacement of windows and sliding glass doors;
- Exterior wall flashing repairs including limited removal and replacement of cement plaster and siding, and limited removal and reinstallation of existing doors and windows and other appurtenances;
- Application of elastomeric wall coating or textured elastomeric finish system to all exterior cement plaster walls; and
- Limited flashing repairs to existing tile roof.

The City advertised the Joslyn Senior Citizen's Center Repairs Project for bid in September 2013 and rebid in December 2013 due to bid submittal irregularities from proposers. Bids were received by the City Clerk's Office on January 15, 2014. On April 15, 2014, the City Council rejected all bids for the Joslyn Senior Citizen's Center Repairs Project when staff determined that the reprogramming of $650,000 in Los Angeles County funds from Grant 58C4-07-2100 (Covina Sports Center Project, Kahler Russell Park) had not been completed and the funds were not available from the County for construction. The City did not have General Fund monies available at the time to initiate construction at the City's risk without first assuring the reprogramming of the County funds to this project.

On July 1, 2014, the City Council adopted Resolution 14-7259 approving the application for grant funds from the Cities Excess Funds available to Fifth Supervisorial District pursuant to Los Angeles County Safe Neighborhood Parks Proposition of 1996 for Joslyn Senior Citizen's Center Improvement Project. On September 9, 2014, the Los County Board of Supervisors allocated $650,000 to the Joslyn Senior Citizen's Center Improvement Project.

Additionally, on August 19, 2014, the City Council adopted Resolution No. 14-7266 approving the application for grant funds from the Cities Excess Funds available to Fifth Supervisorial District pursuant to Los Angeles County Safe Neighborhood Parks Proposition of 1996 for Joslyn Center ADA Beautification Improvement Project. This project consists of interior restroom renovation, beautification to meeting rooms, and parking lot enhancements. On

January 27, 2015, the Los County Board of Supervisors allocated $250,000 to the Joslyn Center ADA Beautification Improvement Project.

Current Issue – Facility

With the City's change in leadership and upon learning that the proposed Joslyn Senior Citizen's Center Repairs Project previously advertised for bid did not take into account the needs of facility users and Department of Parks & Recreation programming requirements, coupled with the time that had elapsed, an interdepartmental staff team and technical experts (civil engineer, structural engineer and certified building official) initiated a reassessment of the conditions at Joslyn Center including the review of various technical studies completed previously. The team noted the same conditions outlined above (such as water intrusion at numerous locations from roof, window and door leaks and topography that slopes toward the building) and emphasized that the time elapsed and weather impacts since the studies were completed have exacerbated the conditions that need to be addressed.

The technical experts also identified the need to extensively reconfigure site grading adjacent to the building and/or install a complex drainage system to stop water from flowing toward and infiltrating Joslyn Center. Most significantly, the technical experts stressed the likelihood that other unforeseen structural conditions may exist and not be evident until removal of the existing roof and flooring systems occur. The need for the facility to be enhanced to meet current ADA, building and fire code requirements are also cost considerations.

Based on this information and particularly the unknown structural conditions that may be uncovered during construction, the technical experts have determined that the estimated cost to rehabilitate Joslyn Center is difficult to estimate, but may reach $10.0 million, and likely would exceed the cost of building a new facility. This coupled with the fact that it would be more expedient and cost effective to incorporate facility user and Department of Parks & Recreation programming needs into a new facility design than modify the current Joslyn Center layout, compels the interdepartmental team to recommend that the City Council authorize the City Manager to issue a RFP for design services for construction of a new senior center in accordance with CMC Section 2.20.175 (Purchase – Professional and Specialized Services).

The interdepartmental team and technical experts estimate the cost of a new 10,000 SF facility would cost approximately $5.5 million including demolition of the existing Joslyn Center, plus approximately $600,000 in design costs. The Scope of Services for the RFP would include:

- Community and internal outreach to ascertain facility user needs and Department of Parks & Recreation programming needs, respectively;
- Schematic design services;
- Design development services;
- Construction document services;
- Bidding services; and

- Construction administration services.

Depending on where the new facility is sited on the Kelby Park footprint, there may be additional costs associated with relocation of existing recreational open space. The facility could be reconstructed in its existing location or constructed on the eastern end of the site adjacent to Barranca Avenue. The location of the new facility would be determined during the design process.

It is anticipated that once the City Council authorizes a contract for design services, the design and construction process for the new Joslyn Center will take approximately 24 to 36 months.

Current Issue – Relocation of Services

The forecast of a unseasonably heavy rainy season coupled with the time that has elapsed and weather impacts that have occurred since the last structural analysis of Joslyn Center was completed and the unknown structural conditions that may be uncovered during construction, compels the interdepartmental team and technical experts to recommend that the City Council direct the Departments of Parks & Recreation and Human Resources to identify temporary locations to accommodate programming requirements and initiate negotiations with property owners as soon as possible. Current facility usage is shown in Table 2 below.

Table 2 – Joslyn Center Hours and Usage

Room	Maximum Senior Participants	Maximum Class Participants
Auditorium	100	40
Craft Room	30	20
Conference Room	8	8
Dining Room	120	10
Kitchen	12	12
Lounge	15	10
Pool Room	12	n/a
Senior Programs: Monday – Thursday, 9AM to 4PM and Friday, 9AM to 1PM Leisure Classes: Monday – Friday, 4PM to 9:30PM and Saturday, 9AM to 3PM		

ALTERNATIVES

At least three alternatives are available to the City Council.

Alternative 1

The City Council may elect not to authorize the issuance of the RFP for design services for construction of a new senior center and instead direst staff to rehabilitate the existing Joslyn Center. The estimated cost to rehabilitate Joslyn Center is difficult to estimate, but may reach $10.0 million, and likely would exceed the cost of building a new facility.

Alternative 2

The City Council may elect not to authorize the issuance of the RFP for design services for construction of a new senior center and instead direct staff to explore and/or pursue use of a design-build process instead of the traditional design-bid-build process. While a relatively new

process for modernizing public facilities, a design-build process could accelerate the project schedule, reduce risk, claims, and litigation, and allow selection based on qualifications, value, cost, and other criteria. The exploration and development of a design-build process for this project would increase the project timeframe.

Alternative 3

The City Council may elect not to direct the Departments of Parks & Recreation and Human Resources to identify temporary locations to accommodate Joslyn Center programming requirements and initiate negotiations with property owners. Should the City Council desire to continue to provide programming in the existing Joslyn Center, efforts and resources should be focused on making the facility as weather resistant as possible before the approaching rainy season which runs from October 2015 to April 2016. The staff team and technical experts do not recommend this option due to the potential risk of liability issues.

Respectfully submitted

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Public Works Department

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