



## Memorandum

TO: Vail Town Council

FROM: Greg Hall, Director of Public Works and Transportation

DATE: August 1, 2017

SUBJECT: Red Sandstone Elementary School Proposed Parking Structure Update

### I. PURPOSE

The purpose of this meeting is to present a progress report on the Red Sandstone Elementary School Parking Structure project since the July 11 presentation, discuss the multi-level parking structure design, receive input on a development agreement with Eagle County School District and receive further design and project direction from the Town Council.

Information to be presented includes:

- Intergovernmental Development Agreement with Eagle County School District
- Updates from recent preliminary meetings with the PEC and DRB
- Additional design elements to carry forward
- Cost and budgets for the project
- Cost sharing methodology
- Project schedule
- Series of next steps for advancing the project forward

#### **Red Sandstone Elementary School Remodel**

In November, a much-anticipated \$8.5 million renovation of Red Sandstone Elementary School was authorized after district voters approved a mill levy override for Eagle County Schools that will provide \$8 million annually to support operations and a \$144 million bond issue that provides significant upgrades to district facilities. The improvements planned for Red Sandstone Elementary School include enlarged classrooms to accommodate an additional 80 students from its current capacity of 247. The renovation also includes new computer labs, refurbishing of the gym, cafeteria, kitchen and stage areas, plus a new elevator, windows, energy enhancements, life-safety enhancements, roof replacement and improvements to the bus parking and parent drop off.

Preliminary plans call for renovations to begin in 2018 with completion by August 2019. RSES was built in 1977 by the School District on land owned by the town. The district has a long-term lease to use the land for a school. Current enrollment is 235 students.

#### **Parking Structure**

The discussion of the possibility of a parking structure being constructed as a part of the project in a partnership between the Town of Vail and the Eagle County Schools took place during the March 21, 2017 Town Council meeting. Red Sandstone Elementary School desires additional parking and improved access via a one-way circulating road system. The town desires additional permanent parking spaces close to a base village. The town council directed the staff

to continue with preliminary work and return in May to approve next steps. The staff is requesting town council to provide direction on whether the town and the school district should continue with the next steps in determining if the project should be pursued.

## **II. ADVANTAGE OF JOINT VENTURE PROJECT**

Initial discussion has focused on the possibility of a 160 space town-funded parking garage to be built on the school site for use by the town.

Why is the town interested in such a project:

- The town of Vail owns the land
- The town of Vail has a financial commitment from Vail Resorts of \$4.3 million to pay for permanent additional public parking owned by the town
- The school district is undertaking a significant project at the site in which a combined project would allow a savings over two separate projects
- The town has a well documented shortage of parking spaces
- The school has a shortage of parking spaces
- The school desires a better drop off and circulation system
- The site is within walking distance to Lionshead and is well served by transit
- The structure could be constructed in a manner to allow natural ventilation which reduces both initial construction costs as well as ongoing operation costs
- The project is eligible for use of Vail Reinvestment Funds

## **III. TOWN OF VAIL DESIGN PROGRAM**

Town staff and the school district design team have continued to advance plans for the possibility of construction of a parking structure on the Red Sandstone School site. The design team has prepared schematic plans for a 4 level (160+/- space) structure.

In addition to specific design elements of the project, an allowance has been set aside based on initial Town Council direction. These items include the following:

- Public art
- Reinforced structure to allow for future addition

The town staff has identified additional off site improvements to the recreation path on the south side of the pedestrian overpass running parallel to the frontage road and connecting to the north-south walk connecting to Lionshead Village. Specifically, this walk should be heated similar to the north-south walk. The staff receives many complaints a year regarding safety concerns of pedestrians due to the grade of the walk and being shaded by the First Chair building. The addition of a parking structure will only increase the exposure of users.

Design Review Board was mostly concerned with the aesthetic of the structure in relation to the south elevation. The board mentioned the need for more architectural character and landscaping and were concerned by the amount and the placement of the photo voltaic panels limiting the ability to provide a more aesthetic façade.. The design team is looking at ways to change some of the character of the building to further break up the façade and introduce more texture, color and landscaping. The PV panels were strongly desired by council and the design team will seek a balance between the councils and the DRB direction. This may likely reduce

some of the PV panels. Complete elimination of PV panels and adding architectural detail adds approximately \$168,500 in construction costs with contingencies.

Planning and Environmental Commission were also concerned with the parking structure aesthetic and how it will dominate the forward view more so than the school building, itself. In addition, the PEC was concerned with the interface of students with vehicles in the circulation plan. Other comments included the recreation path interface, stair towers safety as well. The design team, school district and staff will be prepared to address these circulation issues in greater detail during the final PEC hearing.

The second design element requested by the council to review by the design team is the ability to add two more levels in the future to the proposed structure. This is most economically accomplished by constructing the foundations and columns of the structure to handle the future additional load. This element has been designed and the contractor has priced the premium for this upgrade. Besides the cost, there is additional constructability, ongoing operations, as well as design scale issues which should be considered.

The cost of this additional feature is estimated at \$ 682,000 construction cost with contingencies and an additional \$50,000 in design costs.

The foundation size for the additional floors increases from a 5 foot width to around a 15 foot width centered on the wall. On the north side this either pushes the shoring wall into the driveway or keeps the shoring wall where it currently is designed and pushes the structure 5 feet south. Both of these options make the overall site plan very difficult to provide what is desired from buffers of the school to the structure or the buffer of the structure to the bus turnarounds. The loss of landscape buffers would be of further concern to the PEC and DRB. The operational issues are increased traffic circulation due to the newly generated demands of the upper floor uses as well as shading of the northern part of the driveway during winter which is at a 7.5% grade.

Finally, the loss of view of the mountain and solar gain for the school is somewhat dramatic. The unique feature of Red Sandstone School is that the classrooms have a great connection to the mountain. Even with the construction of larger buildings in the Lionshead Village area, the view from the school is unmatched for unobstructed views of Vail Mountain. Two additional levels would completely eliminate this view. See attached drawing and cross section. Eagle County School District is not in favor of the two additional floors at this time.

At the council work session on July 11, 2017 staff was directed to review the ability to convert the parking garage super structure into another use if in the future parking is no longer desired on the site. The current floor slopes from north to south (width) to help with grading. In the east to west direction (length) the garage is flat. There is a 42 feet elevation difference between the drop off area and the frontage road. By sloping the grade across the garage in the north-south direction, a gain of a foot and three inches (2%) over the 62 feet width is achieved. This also allows all drainage to flow to the south side and collect in drains and reach the water quality system more efficiently. The grading is extremely tight on the front side to allow all the different turning functions to fit in a space which is smaller than what exists today.

In the current configuration the first floor, which is a concrete slab on grade, could be removed and replaced flat to allow for a flat floor with a sloped ceiling. The ceiling would most likely be 8 foot 3 inches sloping to 9 foot plus an inch or two. The stairs would require additional treads into the structure to accommodate the elevation gain. The second and third levels are more

problematic and would need to be either adjusted by increasing the overall floor to ceiling height by 1 foot 3 inches for each floor, if the entire flat floor is desired to be flat. This would allow a minimum of 8 feet of head height if the floors were leveled. The ceilings would still slope upwards to the 9 foot plus. The current design is extremely tight with regards to grading from floor to floor with the driveway reaching grades of 7.5%. If the additional height were added to the second and third floors, this introduces an additional 1 foot 3 inches to be made up between the floors; the driveway circulation grades would be in the 10-12% range which would require a snowmelt drive option.

A second alternative would be to split the difference and there would be an internal 8 "elevation change in the middle of the structure. This could be accomplished with the current design and the minimum floor to ceiling height would be 7 foot 8 inches sloping up to 8' 3 inches.

The top floor could be flattened if something were to be enclosed on this level. An option exists in the future to have the first and fourth level be converted with little impact to the current design and operation. Parking could be maintained on levels two and three to support the new uses on levels one and four.

These scenarios are based on a precast option for the structure. If a cast in place option is chosen the head heights may or may not increase but there would be fewer points of structural components obstructing the head heights. The additional cost of a cast in place structure is \$ 324,900 with contingencies and an additional \$55,000 for design.

Because the structure is built into a hill, level one and the back half of level two and the eastern portion of level three would not be useable for any type of housing due to not having adequate windows and egress access.

**The project team requires the Vail Town Council provide input into the design and building program as requested. Sign off is needed to move the project forward and adhere to the school's project schedule.**

#### **IV. DESIGN ARCHITECT, GENERAL CONTRACTOR AND PROJECT MANAGER**

The design team is led by DLR architects out of Denver and TAB architects from Edwards, as well as additional design sub-consultants. Haselden Construction is the selected contractor.

The design team and contractor have agreed to keep the fee structure for both design and construction, including general conditions for the parking structure, the same as was competitively selected by the school district as if the parking structure project was a portion of the school district's \$146 M overall bond project. In so doing, the Town of Vail is receiving a benefit compared to contracting separately for the work related to the parking structure.

The Town of Vail contracted for additional soil borings and ground water monitoring wells for the parking structure. Ground Engineering has conducted this work and is also the soils engineer for the school.

The Town of Vail contracted the consulting for the traffic study and CDOT permits required for the project. FHU will complete this work.

The Town of Vail will be the owner of the parking structure. The town has contracted with the design team for the design of the parking structure, driveway and lower bus lot and frontage road improvements. The contract allows the town to terminate if a formal development agreement is not reached with the school district.

When the time comes, the Town of Vail will contract with Haselden Construction for the construction of the fore mentioned improvements.

**Does the Vail Town Council agree with the town contracting with Haselden Construction for the parking structure project and direct the town manager to negotiate a construction contract in a form approved by the town attorney with formal town council approval sought at a future date?**

## **V. PROJECT COSTS AND BUDGETS**

The May 2, preliminary total project budget for the four level structure including all contingencies was \$14,657,900

The August 1 schematic design total project parking structure budget including all contingencies is \$ 14,286,912

The overall budget is updated based on schematic design drawings pricing provided by Haselden Construction. Adjustments based on council direction regarding certain design options would further refine the budget. The initial input from both the Planning and Environmental Commission and Design Review Board at this time will add some costs but not out of line with the contingencies the project currently is carrying. The soils report has been provided and additional costs to handle groundwater issues will need to be added as well.

The town staff has identified additional off site improvements to the path on the south side of the pedestrian overpass running parallel to the frontage road and connecting to the north-south walk connecting to Lionshead Village. Specifically, this walk would be heated similar to the north-south walk. The staff receives many complaints each year regarding safety concerns of pedestrians due to the grade of the walk and iciness caused by shade from the First Chair building. Increased use from the addition of a parking structure will only increase the town's exposure.

The additional south of I-70 offsite improvements are estimated at \$ 287,500

### **Risk Assessment**

At this time the areas of risk to the estimate are in the areas as follows:

- Unsuitable soils, both for haul off and import of suitable soils.
- Excessive groundwater and permanent mechanical dewatering system
- Winter conditions
- Final sub contractor pricing not in line with costs provided for current estimate.

The contractor's estimate is currently carrying some allowances/contingencies for the items listed above. As the design develops, and contract terms and estimates are finalized, the

magnitude of costs will be further determined and defined. In addition, to the contractor estimate carrying some cost coverage. The town is carrying additional contingency on construction costs as well as an overall project contingency.

Besides the cost of additional reinforcing, or increasing floor to ceiling heights, the town staff and project team are comfortable with the budget and have identified some features of the current design and construction means and methods to generate project savings.

### **Operating Costs**

The town staff has estimated the annual cost to operate the new structure as follows:

Snow Removal	\$ 47,000
Parking operation/sweeping	\$ 55,000
Utilities	\$ 11,750
Maintenance	\$ 6,000
Bathroom Cleaning	<u>\$ 13,100</u>
Annual Operating and Maintenance Cost	\$132,850

**Does the town council agree with the current budgets and costs for the project expansion components at this time? Does the town council wish to increase the budget to allow for future expansion?**

## **VI. COST CONTRIBUTION FOR DESIGN AND CONSTRUCTION**

Staff members from both organizations recommend that a lump sum payment made by ECSD is in the best interest of all the parties involved. This amount was based on the preliminary budget and the anticipated use of the project, but with an understanding as to the complexity of the many shared portions of the improvements. A lump sum payment eliminates a constant update to the amount contributed until the final bill is paid. It allows payment to be made up front rather than partial payments. When simplified design changes and requests are made for additions which may add value to one party over the other, it allows the overall project budget be managed in the best interest of the project verses who pays what. It also allows ECSD to focus on the many projects they are undertaking for improving schools - their prime core function. This is also a similar model that has been used on many other projects, whether the town was project owner or a contributor to another project.

ECSD is committed to a lump sum payment of \$1.5M as their contribution to the parking structure at Red Sandstone Elementary School for use of 40 parking spaces. The district will also pay a percentage of the ongoing operating expenses as well as capital maintenance going forward.

The proposed cost sharing for the project is as follows:

Eagle County School District	\$ 1,500,000
Vail Resorts Parking Commitment	\$ 4,300,000
Vail Reinvestment Authority (VRA)	<u>\$ 8,486,912</u>
Preliminary Overall Budget	\$14,286,912

## **VII. PROJECT SCHEDULE AND NEXT STEPS**

A preliminary development schedule, milestones and next steps are outlined below:

- |  |                     |
|--|---------------------|
| • Town select building program                                   | May                 |
| • Execute pre-development agreement with the School District     | May                 |
| • Enter into a design contract with design team                  | May                 |
| • Conduct soils and other sub consultant work                    | June                |
| • Design team develops schematic and preliminary designs         | May-July            |
| • Pre construction prices both schematic and preliminary designs | June-July           |
| • Town and Eagle County School District resolve project points   | July                |
| • Final legal document execution (DA)                            | August 1            |
| • TOV Entitlement  | August-September    |
| • Vail Resorts funding commitment                                | August              |
| • PEC final application submittal                                | August              |
| • Construction Documents (CD's)                                  | July-November       |
| • Final CDOT approval  | September           |
| • Final pricing and contract execution                           | November            |
| • Construction   | January-August 2018 |

## **VIII. ACTION REQUESTED**

The Town Council is being asked to provide direction to the staff and school district regarding pursuit of a new parking structure on the Red Sandstone Elementary School site in conjunction with the School District's remodel of the school. The staff has requested the town council to address the following:

- Provide direction on the additional design components of the project
  - Expansion ability additional floors
  - Space Conversion ability
  - Design emphasis on Photo Voltaic or architectural and landscaping components
- Direct the Town Manager to submit the plans to Vail Resorts in accordance to the Parking Investment Agreement
- Provide input and direction on the Development Agreement with Eagle County School District
- Submit formal applications to Planning and Environmental Commission for an amendment to a Conditional Use Permit and Retaining Wall Height Variance
- Submit formal application to the Design Review Board for project approval
- Authorize the Town Manager to negotiate a construction contract with Haselden Construction to bring back to the Town Council for approval

## **IX. STAFF RECOMMENDATION**

Staff recommends the Town Council continue to pursue the four level structure. In addition, the Town Council should take action on the items below.

- Provide direction on the additional design components of the project
  - Expansion ability additional floors
  - Space conversion ability

- Design emphasis on Photo Voltaic emphasis architectural and landscaping components.
- Direct the Town Manager to submit the plans to Vail Resorts in accordance to the Parking Investment Agreement
- Provide input on the a Development Agreement with Eagle County School District for formal adoption on August 15.
- Authorize the Town Manger to prepare a use and operations agreement with Eagle County School District in a form approved by the Town Attorney
- Submit formal applications to Planning and Environmental Commission for an amendment to a Conditional Use Permit and Retaining Wall Height Variance
- Submit formal application to the Design Review Board for project approval
- Authorize the Town Manager to negotiate a construction contract with Haselden Construction to bring back to the Town Council for approval

## **X. ATTACHMENTS**

- a) Schematic Design Set
- b) Preliminary plan for adding two additional floors to the current four level structure
- c) Building perspective
- d) Development agreement between Town of Vail and Eagle County Schools