



REPORT TO COUNCIL

City of Sacramento

915 I Street, Sacramento, CA 95814-2604
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STAFF REPORT
August 19, 2008

**Honorable Mayor and
 Members of the City Council**

Title: CIP/Agreements: Fort Natomas at South Natomas Community Park (L19156200) and Jefferson Park Master Plan and Improvements (L19125100)

Location/Council District: Jefferson Park - 1900 Roma Court, Council District 1; South Natomas Community Park - 2921 Truxel Road, Council District 1

Recommendation: Adopt a **Resolution:** 1) approving an amendment to the South Natomas Community Park Master Plan; 2) approving the Notice of Exemption for Fort Natomas at South Natomas Community Park; 3) establishing a Capital Improvement Project (CIP) for the development of Fort Natomas at South Natomas Community Park (L19156200); 4) establishing a Capital Improvement Project for the Jefferson Park Master Plan Update and related improvements; 5) appropriating \$1,027,000 in South Natomas Community Improvement Funds (Fund 2020) to the Fort Natomas at South Natomas Community Park Project (L19156200); 6) approving a loan of \$425,000 from the Risk Management Fund (Fund 6502) to Park Development Impact Fee Fund (Fund 3204); 7) appropriating \$425,000 in Park Development Impact Fees (Fund 3204) to the Jefferson Park Master Plan and Improvement Project (L19125100); 8) suspending competitive bidding in the best interests of the City for all contracts and agreements related to the design and construction of the Fort Natomas at South Natomas Community Park Project (L19156200); 9) authorizing the City Manager to execute construction contracts for the Fort Natomas at South Natomas Community Park Project in amounts not to exceed \$750,000 per single contract, and 10) directing staff to report back within 30 days with construction contract quotes and name of awarded contractor.

Contact: Jonathan Rewers, Parks and Recreation Analyst, 808-7590

Presenters: Jonathan Rewers, Parks and Recreation Analyst, 808-7590; Dodie Newman, Rebuild Fort Natomas Committee

Department: Parks and Recreation

Division: Office of the Director

Organization No: 19001411

Description/Analysis

Issue: On May 26, 2008, Fort Natomas at Jefferson Park was destroyed by an illegally set fire. The community quickly mobilized, and on May 29, 2008, a community meeting was held at Jefferson Park to discuss the rebuild of the playground as well as the response by City staff to ensure the long term safety of this signature playground facility. The Rebuild Fort Natomas Committee has set a rebuild

date of November 4 – 9, 2008 to maximize community participation, volunteer labor and possible donations in light of this tragedy.

At the May 29, 2008 meeting, the Department of Parks and Recreation in partnership with the Fire and Police Departments committed to support the community to replace Fort Natomas and recommend enhancements to ensure its long term protection. After an extensive analysis of the existing site (Jefferson Park), including public safety and recreational issues, staff is recommending that Fort Natomas be relocated to and reconstructed at South Natomas Community Park. The “Rebuild Fort Natomas” Committee supports staff’s recommendation. In addition, staff is proposing that during the rebuild effort at the South Natomas Community Park, that Jefferson Park be re-master planned with the community. During Spring 2009, new amenities would be added to Jefferson Park consistent with a neighborhood park.

The proposed process and schedule requires City Council approval of various actions including: approval of an amendment to the South Natomas Community Park Master Plan to add Fort Natomas, establishment of CIP’s, suspension of competitive bidding, and authorization for the City Manager to enter into necessary construction contracts. These actions are necessary to ensure that within a 45 day construction window designs are complete, infrastructure is constructed including safety enhancements, and materials are purchased for the November 4 - 9 build date.

Policy Considerations: Staff’s recommendation is consistent with Code Sections 3.56.230 and 3.60.170, which state that the City Council by a 2/3rd vote may suspend competitive bidding in the best interests of the City.

Staff’s recommendation implements the Best Management Practices in the City Council adopted *Parks and Recreation Safety Implementation Plan* including:

BMP 1.1: Integrate Crime Prevention Through Environmental Design (CPTED) principles into standard parks and facility design standards.

BMP 1.5: Integrate Park Safety Services and Police Department staff into the design review process for parks and facilities.

Staff’s recommendation is also consistent with policies in the City Council adopted *2005-2010 Parks and Recreation Master Plan* including:

Policy 1.6: Ensure both physical and psychological safety in design, management and use of all Department facilities and programs, considering the safety of users, employees and volunteers the highest of priorities.

Policy 13.22: Design and develop safe, sustainable and useable parks and facilities in accordance with the City Park and Recreation Facility Design and Development Standards.

Policy 13.32: Design parks and recreation facilities to reduce vandalism, crime and graffiti, and for ease of repair and removal.

Policy 13.37: Ensure community review and participation in developing site master plans in accordance with the City Site Specific Park Master Plan/Development Process.

Providing Parks and Recreation facilities is consistent with the City's strategic plan to achieve sustainability and livability throughout the City.

Committee/Commission Action: Staff's recommendation was supported by the Parks and Recreation Commission at its August 8, 2008 meeting by a unanimous vote.

Environmental Considerations:

California Environmental Quality Act (CEQA): The proposed project is exempt from the California Environmental Quality Act (CEQA) under the CEQA Guidelines (Tit. 14 Cal Code Reg. §15000 et seq.) section 15303. Section 15303 consists of construction of limited numbers of new, small facilities and structures.

Sustainability Considerations: The proposed South Natomas Community Park Master Plan amendment has been reviewed for consistency with the goals, policies and targets of the Sustainability Master Plan. Staff's recommendation will advance the goals, policies and targets of the Sustainability Master Plan by improving the wellness of residents through access to a diverse mix of recreational activities.

Rationale for Recommendation: Fort Natomas is a community-built playground that has been destroyed twice due to fire. On June 26, 2006, the original Fort Natomas was destroyed due to arson. The community quickly mobilized, and Fort Natomas was reconstructed between November 7 – 12, 2006 utilizing nearly 2,500 volunteers. On August 15, 2006, the City Council took actions similar to staff's current recommendation. At that time the City Council approved the establishment of a CIP for the Fort Natomas Rebuild Project, appropriated funds to support the project. The City Council also appropriated additional funds and approved the Categorical Exemption for that project on October 31, 2006.

With the new Fort Natomas destroyed, again, due to fire, staff committed to the community that before reconstruction of the playground, a detailed analysis would be performed and recommendations would be developed to ensure the safety of the facility. Since the adoption of the *Parks and Recreation Safety Implementation Plan* (PSIP) in April 2008, the Department of Parks and Recreation, working with the Fire and Police Departments, has made the safety and revitalization of parks a top priority. Consistent with PSIP, staff prepared an analysis of Jefferson Park, and looked at "prime" locations within South Natomas for the location of a regionally serving playground. The results and recommendations resulting from the analysis were presented to the public on July 19, 2008 at Jefferson Elementary School. Staff is recommending that Fort Natomas be relocated and reconstructed at South Natomas Community Park. Based on an analysis of the Jefferson Park site, the prior location of Fort Natomas would not be the recommended location. Relocation within Jefferson

Park would have both public safety and other impacts to immediate residents of the neighborhood. Staff is recommending that a facility, such as Fort Natomas, not be located in a neighborhood park; rather, be constructed in a community park. South Natomas Community Park based on staff analysis, is the most appropriate site due to visibility, ease of access, proximity to a fire station, and size and type of park.

Unlike the prior Fort Natomas project of 2006, the 2008 rebuild of Fort Natomas at South Natomas Community Park will require the new site infrastructure before the community build date of November 4 – 9, 2008, as well as an amendment to the current park master plan to include the addition of Fort Natomas. With only approximately 45 working days available, staff must utilize alternate delivery methods to ensure that the contractor's work is complete prior to volunteers mobilizing on site for construction of the new Fort Natomas. In order to meet such an aggressive schedule, staff has no alternative other than recommend that the City Council suspend competitive bidding and authorize the City Manager to execute a construction contract within days of completion of construction documents and receipt of quotes from construction contractors. Selection of contractors will be based on lowest quoted price based on the estimate for the project, as well as the ability of the contractor to complete all work no later than October 30, 2008. Suspension of competitive bidding is required so that ability to complete work is a consideration in addition to the lowest responsible bid. Staff will also be supporting the community in the purchase of materials specific to the Leather's Community-Built Playground concept; this also requires the suspension of competitive bidding, due to the unique nature of the materials required.

Staff is recommending, due to schedule and to ensure transparency in the process, that the City Council direct staff to return within 30-days and report on quoted prices for the project as well as which contractor was selected.

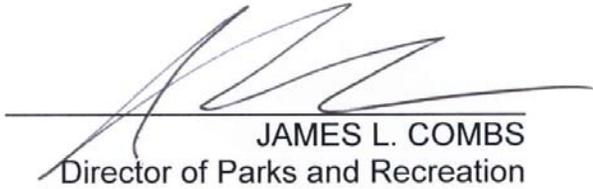
With Fort Natomas being relocated to South Natomas Community Park, staff is recommending that Jefferson Park be re-master planned, allowing neighborhood residents to be involved in the redevelopment of Jefferson Park as a neighborhood park. Upon completion of the master plan, staff will work to develop a first phase of improvements utilizing funds received from the Risk Management Fund. The new master plan will be brought forward to the City Council for approval.

Financial Considerations: Staff is recommending that the City Council approve the establishment of a CIP for the reconstruction of Fort Natomas at South Natomas Community Park (L19156200) and appropriation of \$1,027,000 of South Natomas Community Improvement Funds (Fund 2020) to the project. Funds will be used for infrastructure development, installation of safety enhancements (lighting, rubberized surfaces, camera systems) and materials for the community-build.

Staff is also recommending that the City Council approve the establishment of a CIP for the update of the Jefferson Park Master Plan and related improvements (L19125100). Funding for this project would come from a loan from the Risk Management Fund (Fund 6502) to the Park Development Impact Fee Fund (Fund 3204) for the purposes of proceeding with the project. The Risk Management Fund would be reimbursed once insurance proceeds have been received. Funds would be used for the development of a new site master plan for Jefferson Park and the resulting first phase of improvements.

Emerging Small Business Development (ESBD): Staff is recommending that the City Council suspend competitive bidding for this project. Staff will report back to the City Council on the ability of the selected contractor to meet the required 20% ESBD requirement.

Respectfully Submitted by: _____


JAMES L. COMBS
Director of Parks and Recreation

Recommendation Approved:


for RAY KERRIDGE
City Manager

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ATTACHMENT 1

Background:

On May 26, 2008, Fort Natomas at Jefferson Park was destroyed by an illegally started fire. The Police Department with the Fire Department investigated the incident and an arrest was made of a 17-year-old male in Placer County. The arrest was made after authorities received a tip from a resident. This was the second time that the playground was destroyed due to fire in the past two years.

A community meeting was held on May 29, 2008 at Jefferson Park to discuss the response by the City of Sacramento. At that meeting the Department of Parks and Recreation in partnership with the Fire Department and Police Department committed to support the community to replace this signature playground facility and to recommend enhancements to ensure its long term protection.

After an extensive analysis of the existing site, public safety and recreational issues, staff is recommending that Fort Natomas be located at South Natomas Community Park. This is due to a number of factors:

1. *Based on an analysis of the existing Jefferson Park site, the prior location of Fort Natomas within Jefferson Park would not be the recommended location of this significant playground facility.* Based on a Crime Prevention Through Environmental Design (CPTED) analysis, the playground, would have to be relocated nearer to existing streets. As a neighborhood park, relocation would result in impacts to the entire facility including possible loss of the existing soccer field. In addition, the playground would be located closer to homes, and the previous fires resulted in embers that caused damage to neighboring homes.
2. *Jefferson Park is a neighborhood park.* When Fort Natomas was originally built in the 1990's the available park sites within South Natomas were limited. At that time, Jefferson Park, was the best option for the location of a regionally sized playground. The park is, however, designed as a neighborhood park and over time this signature facility has resulted in significant traffic and other "heavy use" impacts on the surrounding neighborhood. Strictly from a park planning perspective, staff today would not recommend that a facility of this type be located at a neighborhood park. A facility/amenity of this type would be more appropriate at a community or regional park with clear visibility, available parking and a restroom.
3. *South Natomas Community Park is the most appropriate site within South Natomas.* South Natomas Community Park is the most appropriate park site within South Natomas to locate a regional serving playground. As stated before, a facility of this type should be located within a community or regional park with easy, visible access and other support facilities. The park is centrally located within South Natomas, has available parking and numerous supporting amenities such as picnic areas, a community center and parking. In addition, the park is located on a main thoroughfare, Truxel Boulevard, which will allow for near 24/7 visibility of the site.

Updates to the South Natomas Community Park Master Plan are required and include addition of the Castle Natomas Playground, identifying "future" parking without impacting the Castle Natomas Playground, and addition of the developed rose garden. The master plan amendment also includes the location of Fort Natomas at the corner of Bannon Creek Drive and Truxel Boulevard.

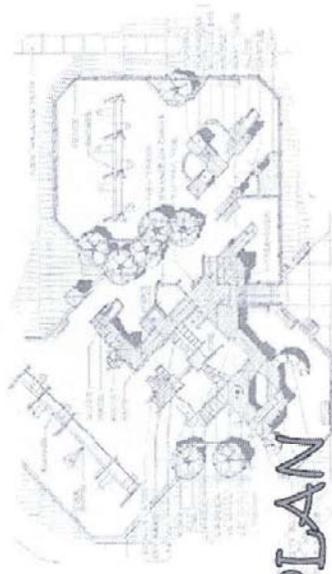
To properly locate a playground of this type, a CPTED Analysis was completed of South Natomas Community Park. The recommended location was determined to be the most practical and optimum location within the park for a variety of reasons:

1. *The site allows for nearly 24/7 visibility of the site.* Natural surveillance is the primary preventative measure from a public safety perspective. Based on prior incidents, and the popularity of Fort Natomas, staff has developed a recommendation based on the optimum scenario designed to protect the playground from any future vandalism or criminal acts.
2. *The site is located near parking for easy access by parents and children.* To easily comply with the Americans with Disability Act (ADA) and considering requests from playground users, the playground is being located near the southern portion of the exiting parking lot providing for easy access to the new Fort Natomas Playground.
3. *The site allows added enhancements and a connectivity of recreational elements on the southeastern portion of the park.* Playground users were interested in adding additional (future unfunded) amenities to the playground area. The proposed location and master plan amendment also includes the addition of water misting stations and a covered picnic area creating a continuum of recreational amenities along that portion of the park.

The "Rebuild Fort Natomas" Committee supports staff's recommendation and would like to have a build date from November 4 – 9, 2008. In order to meet this date, a master plan amendment must be approved by the City Council on August 19, 2008, to ensure that a contractor is selected in time and infrastructure constructed with appropriate safety enhancements before the community-build day.

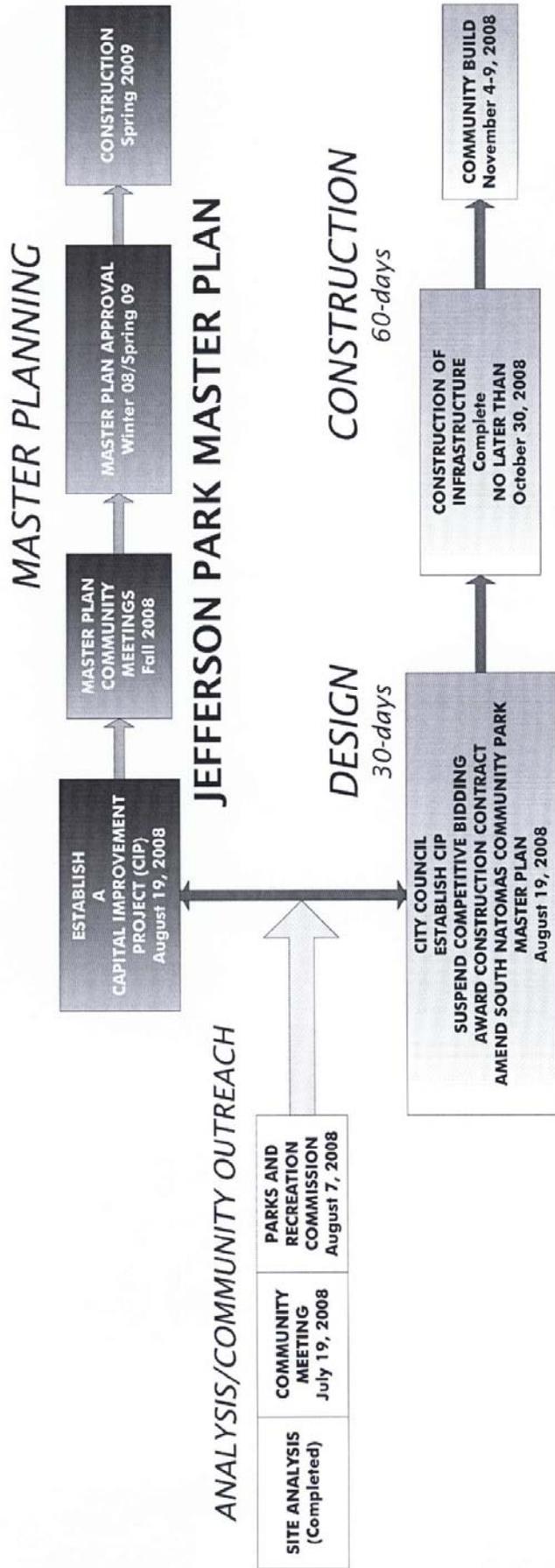
Parallel to this process, staff is recommending that Jefferson Park be re-master planned. The new master plan would update the park to reflect current neighborhood needs and redesign the park as a neighborhood park. Construction of master planned amenities would start sometime during the Spring of 2009.

Staff presented this recommendation at a community meeting at Jefferson Elementary School on July 19, 2008. In addition, on August 7, 2008, the Parks and Recreation Commission supported staff's recommendation.



FORT NATOMAS REBUILD at South Natomas Community Park 2008 JEFFERSON PARK MASTER PLAN

PROCESS TO COMPLETION



FORT NATOMAS @ SOUTH NATOMAS COMMUNITY PARK

RESOLUTION NO. 2008-

Adopted by the Sacramento City Council

August 19, 2008

**FORT NATOMAS AT SOUTH NATOMAS COMMUNITY PARK AND
JEFFERSON PARK MASTER PLAN AND IMPROVEMENTS**

BACKGROUND

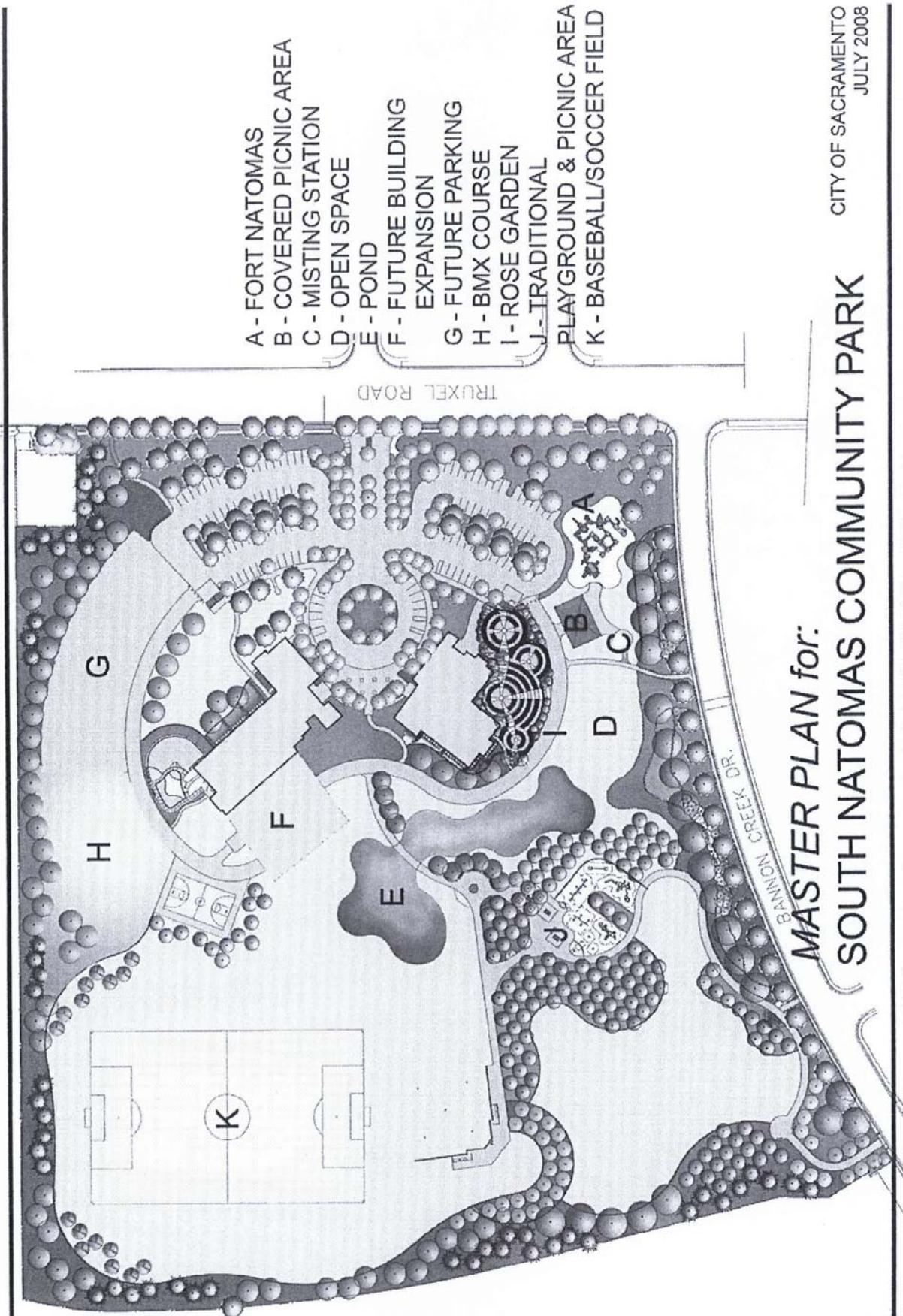
- A. On June 26, 2006, the original Fort Natomas was destroyed, due to arson. The community quickly mobilized, and Fort Natomas was reconstructed between November 7 – 12, 2006 utilizing nearly 2,500 volunteers.
- B. On May 26, 2008, Fort Natomas at Jefferson Park was destroyed again by an illegally set fire. The community quickly mobilized, and on May 29, 2008, a community meeting was held at Jefferson Park to discuss the rebuild of the playground facility.
- C. The Rebuild Fort Natomas Committee has set a rebuild date of November 4 – 9, 2008 to maximize community participation, volunteer labor and possible donations in light of this tragedy.
- D. With the new Fort Natomas destroyed a second time due to fire, staff prepared a detailed analysis and recommendations to ensure that the safety of the facility.
- E. Jefferson Park is a neighborhood park. Based on an analysis of the Jefferson Park site, the prior location of Fort Natomas, would not be the recommended location for rebuild, and relocation within that site would have both public safety and other impacts to immediate residents of the neighborhood.
- F. Based on staff analysis, South Natomas Community Park is the most appropriate site, due to visibility, ease of access, proximity to a fire station and size and type of park.
- G. Unlike the prior Fort Natomas project of 2006, the 2008 rebuild of Fort Natomas at South Natomas Community Park will require the new construction of infrastructure on site before the community build date as well as an amendment to the current park master plan to include the addition of Fort Natomas.
- H. With only approximately 45 working days available, staff must utilize alternate delivery methods to ensure that the contractor's work is complete prior to volunteers mobilizing on site for construction of the new Fort Natomas.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL
RESOLVES AS FOLLOWS:**

- Section 1. The South Natomas Community Park Master Plan is amended.
- Section 2. The Notice of Exemption under California Environmental Quality Act Guidelines (Tit. 14 Cal Code Reg. §15000 et seq.) section 15303 for the Fort Natomas at South Natomas Community Park Project is approved
- Section 3. A Capital Improvement Project for the Fort Natomas at South Natomas Community Park Project, L19156200, is established.
- Section 4. A Capital Improvement Project for the Jefferson Park Master Plan and Improvements, L19125100, is established.
- Section 5. An appropriation of \$1,027,000 in South Natomas Community Improvement Funds (Fund 2020) to the Fort Natomas at South Natomas Community Park Project (L19156200) is approved.
- Section 6. A loan of \$425,000 from the Risk Management Fund (Fund 6502) to the Park Development Impact Fee Fund (Fund 3204) is approved.
- Section 7. An appropriation of \$425,000 in Park Development Impact Fees (Fund 3204) to the Jefferson Park Master Plan and Improvements Project (L19125100) is approved.
- Section 8. Competitive Bidding is suspended in the best interests of the City for all contracts and agreements related to the design and construction of the Fort Natomas at South Natomas Community Park Project (L19156200).
- Section 9. The City Manager is authorized to execute construction contracts for the Fort Natomas at South Natomas Community Park Project in amounts not to exceed \$750,000 per single contract.
- Section 10. Staff is directed to report back to the City Council within 30 days with construction contract quotes and name of awarded contractor.

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Exhibit A: South Natomas Community Park Master Plan



CITY OF SACRAMENTO
JULY 2008