



City of Davis
Request for Qualifications

**AQUATIC FACILITIES RENOVATION
ECONOMIC ANALYSIS**

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REQUEST FOR QUALIFICATIONS AQUATIC FACILITIES RENOVATION ECONOMIC ANALYSIS

INTRODUCTION

Overview

The City of Davis (“the City”) is soliciting Statements of Qualifications from proposers to analyze the economic viability of various public-private partnership models with the goal of informing if and how the City should proceed with the potential renovation of either its aquatic facility at Community Park (“the Community Pool Complex”) or at Arroyo Park (“the Arroyo Pool Complex”).

Specifically, the City is seeking a consultant or a team of consultants to:

- Expand upon the analysis, findings, and recommendations of previous studies examining the potential renovation of either Complex to better serve community need
- Conduct community outreach to identify public-private partnership models to share in the construction as well as long-term operation and maintenance costs
- Conduct a comparative analysis to assess the various partnership models and identify the most economically viable option
- Develop a business plan based upon the most economically viable option
- Forecast potential positive economic impacts and multiplier effects generated by the renovated facility

Following this Request for Qualifications, the City will invite qualified proposers to participate in a Request for Proposals.

Purpose

The purpose of this analysis is to assist the City in making a fiscally prudent decision on if and how to renovate either its Community Pool Complex or its Arroyo Pool Complex. Even though the City has already commissioned several studies on the potential renovation, the City needs more information about the anticipated construction as well as operation and maintenance costs. Given that the City is unable to assume full financial responsibility should the renovation occur, the City is seeking information about the economic viability of various public-private partnerships as well as information about how such partnerships could become a functioning business.

BACKGROUND

City Overview

Located in Yolo County, in the Central Valley of northern California, Davis is situated 11 miles west of Sacramento, 385 miles north of Los Angeles, and 72 miles northeast of San Francisco. Davis is a city of approximately 70,000 residents and is a retail, cultural and recreational destination for people throughout the greater Sacramento region. Closely tied to the community’s history is the University of California at Davis with a student population of over 38,000. From its beginnings as an agricultural community, Davis is now recognized

internationally for its contributions to life sciences, agriculture, veterinary medicine, biotechnology, medical technology and engineering.

The City's quality of life and progressive community is reflected in its small-town style and iconic symbols, such as its British red double-decker buses, numerous greenbelts, and a record number of bicycles per capita.

Parks and Community Services Department Overview

The Parks and Community Services Department is specifically responsible for providing a variety of recreational opportunities for residents of all ages and abilities, including aquatics, alternative recreation for persons with disabilities, gymnastics and dance, outdoor education, specialty camps, special interest classes, teenage services, senior services, youth and adult sports, paratransit services, and the rental of community facilities, athletic fields, parks and picnic areas.

The department is also responsible for the comprehensive management and maintenance of City-owned assets, such as athletic fields, parks and greenbelts, aquatic facilities, community gardens, streetscapes, and city trees.

Aquatic Facilities Overview

The City of Davis has long valued the role that aquatics (both competitively and recreationally) play in enhancing the community's quality of life. As a testament to the importance of these aquatic programs, the community has invested significant public dollars by building and maintaining four public aquatic facilities. This investment is reflective of the City's ongoing commitment to build upon its substantial aquatics history so that future generations will continue to be provided with high quality and effective aquatic services.

The City's four public pool complexes include the Arroyo Pool complex (west side of town), Civic Pool (central to downtown), the Community Pool complex (north side of town) and the Manor Pool complex (east side of town). The Arroyo and Manor Pool complexes serve a blend of recreational and competitive swimming activities, whereas the Civic and Community Pool complexes primarily serve competitive aquatic users. The Davis Joint Unified School District (DJUSD) also relies on City aquatic facilities (primarily Arroyo Pool) to meet their aquatic facility needs, for both boys and girls water polo and swim teams.

The City typically offers public aquatic programming at both Arroyo and Manor pool complexes from Memorial Day through the Labor Day weekend, which consists of recreational swim sessions, swim lessons for all ages, aquatic safety training classes, aquatic community events/classes and private pool rentals. Although the City offers only seasonal programming, all four of the City's aquatic facilities continue to operate beyond the Labor Day weekend in order to accommodate the needs of the six competitive aquatic user groups that partner with the City.

The Arroyo and Civic Pool complexes are generally open year-round, with the exception of a one or two week closure for annual maintenance typically occurring in November or January. The Manor Pool complex generally operates February through November, and usually becomes dormant during the months of December and January. The Community Pool complex is generally used from March through October as part of an exclusive License Agreement with the Davis Aquadarts.

Renovation Discussions

Renovation discussions about the City's aquatic facilities started in 2011, when the City Council closed the Community Pool Complex to the public as part of the annual budget adoption

process. The closure incited several conversations between representatives of the aquatic user groups and City staff, including the possibility of leasing the Community Pool facility during the summer months, and/or rehabilitating the facility into a new 50 meter pool complex.

Parks and Recreation Facilities Master Plan Update

Concurrent to the discussions with the community's aquatic user groups, the City's Recreation and Park Commission was in the process of finalizing the Update to the 1998 Parks and Recreation Facilities Master Plan. As part of the Community Needs Assessment for the Parks and Recreation Facilities Master Plan Update, this section outlined some key parks and recreation trends that would assist the City in establishing priorities and facility decisions for the future.

The public input process included a citywide, random sample, statistically-valid telephone survey; a community web survey; a community-wide intercept survey; a youth survey; sports group surveys and interviews; aquatic group surveys and focus group; and a neighborhood workshop. In total, over 8,000 people were represented in the preparation of the Parks and Recreation Facilities Master Plan Update. The telephone survey result was the most important of all the support documents in that it was a statistically valid representation of the desires of the residents of Davis. One of the key findings of the survey included:

- **Facility Priorities:** The highest community priorities for recreational facilities included (ranked from the highest priority to the lowest):
 1. Neighborhood parks
 2. Walking or hiking trails
 3. Greenbelts
 4. Open space
 5. Public swimming pools
 6. Sports fields
- **Activity Priorities:** The highest community priorities for activities included: (ranked from the highest priority to the lowest):
 1. Biking
 2. Walking
 3. Recreational swimming
 4. Soccer
 5. Jogging
 6. Dog Walking
 7. Basketball
 8. Tennis

As part of the 2012 Parks and Recreational Facilities Master Plan Update, it was further determined that the enhancement and expansion of existing aquatic facilities appeared to be more appropriate and affordable than construction of new facilities, and that the potential renovation of Community Pool was an important project for the City to pursue. While the current number of City aquatic facilities exceed the National Recreation and Park Association standards for swimming pools based on the City's current population, size and layout, the location and age

of the City's aquatic facilities is somewhat inadequate in serving the ongoing demand for competitive swimming within the community now and in the projected future.

Since 2012, there has been continued community interest for the City to consider a wider and more forward thinking approach to a completely new and possibly larger aquatics center that would better meet the needs of the community, including infrequent user needs.

Community Pool Feasibility Study—Aquatic Design Group

Upon adopting the Parks and Recreation Facilities Master Plan Update in April 2012, the City Council also authorized staff to move forward with a Feasibility Study for Community Pool in order to have more detailed information about the cost-benefit analysis for either a 50-meter competitive pool complex or that of a multiuse, recreational complex. The City retained the services of Aquatic Design Group (ADG) to assess both the physical and financial viability of a newly renovated facility at Community Park. The public process was conducted from April through September 2012, and resulted in three site options being analyzed. Option 1 included a 25 yard x 50 meter competition pool to be used primarily for competitive swimming, diving, water polo and/or synchronized swimming. Option 2 included a 25 yard x 35 meter competition pool with a recreational activity pool and splash pad, and Option 3 included an activity pool, waterslides and other recreational aquatic amenities.

In order to meet both the needs of the community's aquatic user groups, as well as maximize cost recovery for the City, the consultant recommended a combination of competition and recreation programming (as described in Option 2) be incorporated into any future project. The consultant further recommended that in order to fully enhance opportunities for cost recovery, the City should further consider exploring a cost sharing arrangement with the DJUSD.

Operational and Scheduling Review—Sports Management Group

In 2013 and 2014, the City subsequently contracted with the Sports Management Group located in Berkeley to undergo further review of the Feasibility Study data, and to develop a more detailed analysis for optimizing the usage of City pools and increasing revenue generation. As a result of this analysis, it was concluded that:

- Construction of a 50-meter pool at the Community Pool Complex could accommodate the current scheduling needs of the existing competitive aquatic user groups
- If closed, Civic Pool Complex operating funds could be re-directed to a 50-meter facility at Community Pool to assist in reducing and/or maintaining the current level of subsidy provided by the City for aquatic facilities
- Construction cost estimates included as part of the ADG Feasibility Study could be reduced slightly using alternative methods for service delivery
- Aquatic user groups would be requested to contribute toward capital construction and ongoing replacement costs

Subsequent discussions with City staff and aquatic user groups also began exploring the possibility of pursuing a future tax measure that could potentially include an undetermined amount of funding that could assist the City with the required capital investment to renovate the Community Pool complex.

In April 2016, City staff received a joint proposal developed by the Davis-Arden Racing Team (DARTS) and the Davis Aquatic Masters (DAM) requesting a public/private partnership with the City to develop a new/remodeled Community Pool complex. The proposal included construction of a 50-meter competition pool (7 foot depth), a 25-yard x 21 feet lesson/warm up pool (3.5 foot depth), meeting/fitness room, new restroom/shower/dressing areas, and an indoor steel structure. Subsequent discussions with the two aquatic groups occurred throughout the

remainder of 2016, including a review by the City's Development and Review Team led by the Community Development and Sustainability Department.

Then in January 2017, City staff received a second proposal developed by DARTS to express their interest in pursuing a public/private partnership with the City by assuming all programming and operational responsibilities for the four City aquatic facilities and thus reducing the subsidy level for the City.

Aquatic Facility Assessment—Ballard*King and Associates

In April 2017, the City Manager requested that staff contract with Ballard*King and Associates to conduct an independent, third-party analysis, which included, but was not limited to:

- Assessing existing City aquatic programming and facilities
 - Physical condition
 - Operational performance
 - Ability to service the aquatic needs of the community
- Providing an operational opinion and/or recommendations regarding the proposal received by DARTS and DAM to renovate the Community Pool complex into a competitive 50-meter pool complex
- Providing an operational opinion and/or recommendations regarding the proposal received by DARTS to assume programming and operational responsibilities for all four City aquatic facilities as a public/private partnership with the City
- Developing a Market Assessment
 - Demographic characteristics
 - Participation Statistics
 - Role and Market of other Service Providers
 - Aquatic Facility Trends

Ballard*King & Associates did not interface with any of the City's previous consultants during the development of this report, although some of the findings included with the 2017 Aquatic Assessment Report are consistent with those previously presented by Aquatic Design Group and the Sports Management Group.

Ultimately, with respect to a potentially larger facility, the City is willing to entertain options that include incorporating adjacent land owned by the City and currently under different uses; however, a new facility must be sized appropriately to primarily meet the needs of Davis residents, as opposed to those of a broader region. While it is anticipated that a larger footprint may be required to support a new facility, it is desirable, to the extent possible, that affects to adjacent public uses and private residences are minimized and excessive construction and maintenance costs are considered.

SCOPE OF SERVICES

The City anticipates, at a minimum, needing the following services:

1. Review previous studies and existing documentation

- Become familiar with the following documents to understand the background and context of the potential renovation:

- [2012 Parks and Recreational Facilities Master Plan Update](#)
- [2013 Community Pool Feasibility Study prepared by the Aquatic Design Group](#)
- [2017 Aquatic Assessment Report prepared by Ballard*King & Associates](#)
- [Current and past budget data for Community Pool Complex operation and maintenance costs](#)
- City Revenue and Pricing Policy—governs the approved cost recovery levels for aquatic programming

2. Conduct community outreach

- Conduct one-on-one interviews with key stakeholders and frequent as well as infrequent user groups to understand their aquatic facility needs and desires
- Utilize key learnings from the interviews to prepare a comprehensive facilitation plan
 - The goal of the facilitation plan is to generate ideas for various public-private partnership models (i.e. how entities can partner with the City and share in the construction as well as long-term operation and maintenance costs of the renovated facility)
- Implement the facilitation plan, which should consist of a series of in-person meetings where stakeholders engage in honest conversation about the long-term economic viability as well as advantages and disadvantages of each public-private partnership model

3. Conduct a comparative analysis

- Utilize the ideas generated during the stakeholder discussions to conduct a comparative analysis and assess the various public-private partnership models
- Identify the most economically viable option and explain why the methodology used supports this finding
 - The analysis must assess the depth and reliability of the revenue streams for each partner

4. Develop a business plan

- Write a business plan on the most economically viable option. At a minimum, the plan should consist of the following sections:
 - Business description—a description summarizing the proposed public-private partnership and its shared vision as well as mission
 - Organizational/governance structure—a description of each entity's roles and responsibilities and how such entities will work together to operate and maintain the renovated facility
 - Sales strategy—a description of the facility's pricing as well as marketing/promotional strategies to ensure long-term financial sustainability
 - Funding requirements—an estimate of the funding required to renovate, operate, and maintain the facility including engineering costs, construction and labor costs, staff time, utility costs, repair costs, as well as

programming costs and how the organizational/governance structure will share in these costs

- Financial projections—a forward-looking estimate about future revenues and expenses based upon market, demographic, and economic trends

5. Prepare and present a report summarizing findings and recommendations

- Prepare a draft report summarizing preliminary findings and recommendations
- Seek feedback on the draft report from the Recreation and Parks Commission, City staff, and stakeholders
- Incorporate input received and prepare a final report
- Present the final report to the Recreation and Parks Commission and City Council

Given the unique mix of qualifications required, the City encourages proposers to partner with sub-consultants to ensure the team possesses the necessary expertise.

PROPOSAL REQUIREMENTS

Proposers should submit the following documents in 12-point type, on 8.5 by 11 inch paper, with one-inch margins. Failure to comply with these requirements may be cause for rejection.

Cover Letter of Interest

Please submit a Cover Letter of Interest signed by a duly authorized officer or representative of the proposer, not to exceed one (1) page in length. The Cover Letter of Interest must also include the following information:

- The principal place of business and the contact person, title, telephone number, and email address.
- A brief summary of the qualifications of the proposer and team.
- Description of organization (i.e. corporation, limited liability company, or joint venture).
- Teams/firms submitting proposals in response to this Request for Qualifications must disclose any actual, apparent, direct or indirect, or potential conflicts of interest that may exist with respect to the firm, management, or employees of the firm or other persons relative to the services to be awarded pursuant to this Request for Qualifications. If a team/firm has no conflicts of interest, a statement to that effect shall be included in the cover letter.

Proposal Content

1. **Statement of Qualifications.** In a maximum of five (5) pages, please include a description of the firm or firms and its qualifications for the scope of services outlined above.
2. **Key Personnel.** In a maximum of five (5) pages, provide an organization chart, and for each key team member, provide the following:
 - Qualifications and their experience on similar projects.
 - Roles and responsibilities for this project.

- Home office location.
 - Estimate of time allocation to the study (averaged over the duration of the project).
 - If sub-consultants will be used, provide names, qualifications, experience, location, and role of each sub-consultant.
3. **Project List.** In a maximum of one (1) page, provide references for projects that demonstrate the proposer’s qualifications and experience for performing the requested services. The reference projects should be linked to the staff listed in Key Personnel.
4. **References.** In a maximum of one (1) page, please include names, emails and telephone numbers of at least three (3) of your firm’s previous clients whom City staff may contact for references regarding the past performance of your firm, project managers, team members and sub-consultants proposed for this project.
5. **Fee Schedule.** Fee schedules must include:
- Hourly billing rate schedule for all proposed staff
 - Types and estimated amount of expenses to be billed to the project

SUBMITTAL REQUIREMENTS

Please **mail or drop off two (2) bound copies and one (1) USB drive of a PDF copy** of your proposal at your earliest convenience, but no later than **Thursday, October 11, 2018 by 5 p.m.** to:

Attn: Request for Qualifications—Aquatic Facilities Renovation Economic Analysis
 Christine Helweg
 City of Davis, Parks and Community Services Department
 23 Russell Boulevard
 Davis, CA 95616

Please note the City will not accept incomplete proposals, proposals postmarked after the submittal due date and time, or proposals submitted via email or facsimile.

SELECTION PROCESS AND ESTIMATED SCHEDULE

The City will review proposals to determine if the consultant meets the minimum qualifications necessary to complete the Scope of Services required. Based on this review, the City will invite qualified consultants to participate in a Request for Proposals.

Anticipated Dates	Steps
October 2018	· Staff to review submitted Statements of Qualifications
November 2018	· Staff to invite qualified proposers to participate in a Request for Proposals

December 2018	<ul style="list-style-type: none">· Staff to review and score submitted proposals
January 2019	<ul style="list-style-type: none">· Staff to select a consultant and seek City Council authorization to execute a professional services agreement
February 2019	<ul style="list-style-type: none">· Consultant to proceed with first tasks

QUESTIONS

Questions about this Request for Qualifications should be made in writing and emailed to chelweg@cityofdavis.org. All requests for information or questions must be submitted by 5 p.m. on Friday, September 28, 2018. Questions submitted after the due date or via phone will not be accepted. Responses to questions will be published online and distributed to applicants.

NO OBLIGATION

The City reserves the right to modify this Request for Qualifications package at any time prior to the proposal due date, or to extend the proposal due date, or to cancel this Request for Qualifications package at any time. The City further reserves the right to reject any and all proposals for any reason or to accept any proposal received which the City, in its sole unrestricted discretion deemed most advantageous to itself. The lowest or any proposal may not necessarily be accepted. The consultant acknowledges the City's rights and this clause and absolutely waives any right of action against the City for the City's failure to accept its proposal whether such right of action arises in contract, negligence, bad faith or any other cause of action. The acceptance of any proposal is subject to funds being legally available to complete this transaction and/or approval by the City Council or the officer or employee of the City having authority to accept the proposal.

The City of Davis is not responsible for any loss, damage or expense incurred by a consultant as a result of any inaccuracy or incompleteness in the Request for Qualifications, or as a result of any misunderstanding or misinterpretation of the terms of this Request for Qualifications on the part of the Consultant. Further, the City of Davis is not liable for any costs incurred in the preparation of the proposal submittals.