

MINUTES
CITY COUNCIL STUDY SESSION
August 20, 1997

CALL TO ORDER

Mayor Golden called the meeting to order at 12:37 pm.

In Attendance: Councilor Laws, Hauck, Hagen, Wheeldon and DeBoer (Reid was absent). Also present were staff members Brian Almquist, Greg Scoles, Paula Brown, John MacLaughlin, Dick Wanderscheid, Fran Berteau, Derek Severson, and Pete Lovrovich; architect Gary Afseth; Damon Fouts of The Ashland Daily Tidings; and Planning Commissioner Marilyn Briggs.

A. Plan for Dealing with Space Needs at City Hall

City Administrator Almquist began by mentioning the space needs study summary which was distributed to councilors at the August 19th council meeting. This summary detailed the possibilities of expanding city hall with a partial third story to allow current staffing there to continue while adding a new building at the Council Chambers site on East Main to accommodate Public Works, Engineering and Computers. This summary also dealt with means to finance this plan using available resources. Almquist then introduced Gary Afseth who has been working with the various city departments since 1993 to deal with the space needs issue. Almquist stated that Afseth's work had indicated that a third floor was necessary at city hall, and some of that project has begun with the addition of the elevator to meet Americans with Disabilities Act (ADA) requirements. The elevator will be installed in such a manner as to be ready to provide service for a third floor when one is added. Almquist also indicated that this will require the city offices to relocate out of city hall for approximately 9 months during construction, probably in 2003-2004.

Architect Gary Afseth discussed the space planning process and explained how questionnaires had been used with staff in 1993 to determine space requirements of 16,500-17,800 square feet. It was noted that this requirement included space needed for Public Works & Engineering staff. City hall is approximately 7300 square feet. Now in 1997, Afseth has again been asked to examine space needs but only for those departments currently housed in city hall. This time, no questionnaire was used; instead meetings were conducted with staff and department heads to review the 1993 report. Current space needs were now determined to be 10,900 square feet, meaning an additional 3600 square feet of space are needed to efficiently house the staff currently in city hall. Afseth felt that this much additional space was within the realm of possibility with the addition of a partial third floor.

Afseth went on to show various elevations of the proposed renovation, explaining what could be done to bring the city hall building up to code, comply with ADA and stay within the requirements for maintaining the historical status of the building while expanding to gain the needed space. *He noted that these elevations were only conceptual drawings and further meetings with department heads would be needed to get their input and work out complete details.* His plan called for removal of both current stairways, reducing the number of entrances to the building to one (1) and making it more of a focal point; making a single "spine" corridor down the center of the building connected to one stairway at either end and all tied into the elevator. The ground floor would house Finance, Utilities and the City Recorder. The second floor would gain an additional 1000 square feet and contain Community Development. The third floor, approximately 2200 square feet, would have the Mayor's office and the Administrator and City Attorney. The roof structure, which is currently very deep (6½' of dead space) would be removed and replaced to better advantage of the space and allow for the third floor and shared elevator with OSF.

Explanation continued, noting the need to maintain the integrity of the historic structure while subordinating the addition to the existing portion. Said the third floor would have a 5½' setback and 42" railing with potential for some garden space. Also said first floor storefront windows would be replaced with some that were more in keeping with the second floor to give a consistent appearance and add some seismic/structural integrity.

Mayor Golden made note of her concerns that the third floor views would be of a wall; she explained that, for her, the view was one of the great benefits of her office.

Discussion continued concerning the entry as a small arcade with room for displays. Councilor Laws suggested that it not be presented in a way to encourage people to sit or loiter.

Councilor Laws questioned why, if the added space was to increase efficiency, had the plan continued use of a 1.5 efficiency multiplier. Afseth explained that this multiplier was the relationship of net area to gross area and provided an estimation of the efficient use of space by indicating how much of the overall space was consumed by walls, mechanical space or dead space. The 1993 study used a 1.35 multiplier. The current city hall is at 1.5 and this index was used as the basis for the proposed renovation. Afseth indicated that as a public building, the nature of the space assigns certain areas to the public, and the need to connect to the stairs and elevator also lead to the continued use of this index.

Councilor Hagen noted that he was underwhelmed by the elevations. Mayor Golden indicated that the plans seemed more institutional than historic, and questioned making the windows smaller. Afseth responded that the drawings were only conceptual, and reiterated the need to subordinate the addition to the existing historic structure.

Councilor Hagen questioned the entrance design and indicated that he was uncomfortable with the third floor elevator exiting into open space, exposing those exiting the elevator to the weather. He noted that the city hall is the heart of the city, and the appearance should be strengthened accordingly. Afseth suggested that the entry way could be opened more. Councilor Hagen suggested a clock tower at the corner, to be visible from the plaza.

Planning Commissioner Marilyn Briggs suggested an entry at the corner near the current planning entrance, rather than near Ashland Bakery Cafe as indicated on the elevations. She felt a clock tower could be added to mimic the elevator and thus better balance the overall structure. Afseth indicated that this would be difficult as an entry other than off of the central corridor would require reorientation of the whole design and also might be difficult in light of requirements for maintaining historic status.

Councilor Hagen indicated that the overall plan being presented was close to being acceptable, and suggested looking into what kind of leeway the state might allow in terms of requirements for historic buildings.

Councilor DeBoer indicated that he disliked the idea of a third story, and suggested that he'd like a comparison of the cost of a full third story versus the partial and the cost for merely complying with ADA without adding a 3rd floor.

Councilor Wheeldon suggested that a more distinct entry was needed; said that no attempt to imitate the current structure should be made. Here there was some discussion of "looking like a city hall", with Wheeldon indicating that the redesign could appear distinct and significantly important without copying a standard city hall style or being institutional.

B. Plan for Dealing with Space Needs at the Council Chambers Site

Afseth discussed this plan further as a marriage of his work in 1993 and 1997, noting that the 17,000 square feet was still needed to house the full staff; the 10000 additional feet will satisfy only the current staff at city hall; 7000 more is needed for Computers, Public Works and Engineering. As such, the plan includes an additional building at the East Main Street Council Chambers site. This would be of the same design as discussed in 1993, but the wing of offices previously proposed for city hall personnel has been removed.

C. Discussion of Financing Space Needs Plan

Here, available funds and cost were discussed by Almquist, and it was indicated that the new building at East Main could be constructed with available funds and leave the city in a position to perform the renovation of city hall in 2003-2004. The new building would cost approximately \$592,000 and the complete city hall renovation would be approximately \$1.25 million.

Councilor Laws what projected staffing increases had been considered in preparing this plan, and it was indicated that staff increases would be minimal. Councilor Hauck noted that the amount saved by Public Works/Engineering on space rent for 27½ N. Main should be included in calculations.

Councilor Laws indicated that his response was generally positive. Councilor DeBoer suggested an "add. alternate" option be included when bids were sought to find the additional cost of constructing the new building with an office wing for anticipated later needs. Mayor Golden stated that she felt this wouldn't be seen as prudent as it would be preparing for continued increases in bureaucracy and trying to anticipate needs that are 40 years down the road.

ADJOURNED

Discussion ended. Councilors were reminded that a special study session had been called for next Tuesday, August 26th at 4pm to deal with the hiring of a new City Administrator. The meeting was adjourned at 1:50 pm.

CITY OF ASHLAND

Administration

Office of the City Administrator



MEMORANDUM

DATE: August 19, 1997
TO: Honorable Mayor and City Council
FROM: Brian L. Almquist, City Administrator
RE: **SPACE NEEDS STUDY**

In November of 1996, following the termination of negotiations by the Hillah Temple leadership, the City Council directed the staff to:

1. Investigate whether all functions now being performed in City Hall could be accommodated through remodeling of the existing structure and/or the addition of a partial third story; and
2. Downsize the proposed building at the East Main site to accommodate only the Public Works/Engineering staff, with some additional space for Computer Services and Fire Administration; and
3. Prepare a financing plan to determine whether both projects could be funded over the next five to ten years as staffing needs dictate.

At that time, I asked architect Gary Afseth, who prepared the original space needs study in January of 1993, to work with the affected city departments to see if our space needs could be achieved by the above strategies. Attached is a copy of the final report dated June 3, 1997 which indicates that it is indeed possible to meet all of the long-term space needs projected in the 1993 study, but that a partial third story will be necessary. In anticipation of that future project, the elevator now under construction at the rear of City Hall has been designed to allow for future access to the future third floor.

I have asked Gary to update the Mayor and Council at the Wednesday study session on the methodology used to prepare the updated study, and to present the schematic floor plans and elevations of both buildings. I will therefore confine my presentation to the recommended plan for financing these two projects.

Funds Available: At the present time we have \$914,000 in the capital improvement fund for building construction. From that amount, we are committed to spend an additional \$182,000 for the project now under construction at the rear of City Hall. During the year we expect \$209,000 in revenue and transfers for the 1997-98 fiscal year, resulting in a net amount available of approximately \$872,000.

In addition, we have four other sources of revenue from three sales of city property, and from repayment of CBDG home rehabilitation loans, as follows:

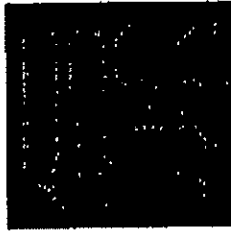
1. Croman Corp Note No. 1. \$72,500 note with annual payments of \$7,250 for interest only. Collectible on 90 days written notice.
2. Croman Corp Note No. 2. \$206,645 balance as of 6/30/97 with monthly P&I payments of \$4,081. Payment currently earmarked for repayment of Downtown Beautification LID bonds through 1997/98.
3. Comstock & Fields A Street Enterprise Note. \$127,571 balance as of 6/30/97 with monthly P&I payment of \$1,722.
4. CBDG Rehab Loans. Aggregate balance of \$229,776 as of 6/30.97. Repayment due if property changes ownership, but often notes are repaid when current owner refinances. The annual amount from repayments have ranged from \$15,000 to \$30,000 per year.

Estimated Construction Costs. Gary Afseth has provided us with estimated construction costs for each of the proposed projects as follows:

1. Project A - East Main Addition - The estimated cost of the building is \$615,000 plus \$35,000 for engineering and inspection, and \$30,000 for furnishings.
2. Project B - City Hall Remodel/Third Floor - The estimated cost in 1997 dollars is \$1,250,000.

Long Range Budget for Both Projects - Attached is a long-range budget for both projects which indicate that both projects can be completed by 2004/05 using current revenues and interest earnings. It is not expected that the second project will be needed for 5-7 years, so this timing would be ideal.

Recommendation - It is recommended that staff be authorized to proceed with a site review on Project A with bids to be scheduled between December 1, 1997 and January 31, 1998. For Project B, it is recommended that the C.I.P. be amended to include the foregoing schedule of revenue additions to the project amount for construction in 2004/05.



Afseth & Associates
architects



A.I.A.

June 3, 1997

City of Ashland
20 East Main Street
Ashland, Oregon 97520

Attn: Brian Almquist
Administrator

Dear Brian:

Please find attached our summary of the schematic design for the Public Works Building and the Ashland City Hall. I would appreciate your review of this information and any comments you may have.

In closing, please call on me should you require any additional information.

Yours Cordially

Gary N Afseth
Architect, A.I.A.

615,000
35,000

30,000
\$ 680,000 total



**CITY OF ASHLAND
ADMINISTRATIVE SPACE STUDY
SUMMARY
MAY 28, 1997**

**A. ADMINISTRATIVE SPACE STUDY
JANUARY 1993**

The Administrative Space Study of January 1993 projected the space requirements for six city departments: Mayor, Administration, City Recorder, Finance, Community Development, and Public Works.

1. Findings:

- The existing City Hall cannot support the projected space requirements.
- The existing leased space at 27½ North Main cannot support the projected space requirements.
- The existing Municipal Court Building cannot support the projected space needs for Administrative Services.

2. Summary of Floor Area:

DEPARTMENT	EXISTING FLOOR AREA				PROJECTED FLOOR AREA		
	FACTOR	NET AREA	GROSS AREA	NOTE	NET AREA	FACTOR/GROSS AREA 1.250	1.350
1. Mayor	1.506	151	227	*	250	313	338
2. Administration	1.506	829	1248	*	2220	2775	2997
3. City Recorder	1.524	216	329	o	700	875	945
4. Finance	1.524	781	1190	o	2130	2663	2876
	1.506	838	1262	*			
5. Community Development	1.524	1801	2745	o	4190	5238	5657
	1.543	304	469	△			
6. Public Works	1.506	215	324	*	3745	4681	5056
	1.321	1341	1771	□			
TOTALS	1.476	6,476	9565	-	13,235	16,545	17,869
Existing City Hall	1.516	(4831)	(7325)	-	(4831)	(7,325)	(7,325)
TOTALS	1.361	1,645	2,240	-	8,404	9,220	10,544

NOTES:

- o City Hall, First Floor
- * City Hall, Second Floor
- Leased Floor Area (Engineering Division)
- △ Municipal Building

3. RECOMMENDATIONS:

- Construct a new structure at the Civic Center site to house the projected needs of the Community Development and Public Works Departments.
- Retain and upgrade the existing City Hall structure to house the projected needs of the Mayor, Administration, City Recorder, and Finance Departments.

B. ADMINISTRATIVE SPACE STUDY
JANUARY 1997

The Administrative Space Study of January 1997 is a review and update of the 1993 study. The study was limited to five departments currently housed in the existing City Hall: Mayor, Administration, City Recorder, Finance, and Community Development.

1. Findings:

- The existing City Hall will not support the projected space requirements.

2. Summary of Floor Area:

DEPARTMENT	EXISTING FLOOR AREA			PROJECTED FLOOR AREA			
	Factor	Net Area	Gross Area	Net Area	Factor/Gross Area		
					1.250	1.350	1.500
1. Mayor	1.506	151	227	250	313	338	375
2. Administration	1.506	997	1501	2120	2650	2862	3180
3. City Recorder	1.524	291	443	283	354	382	425
4. Finance	1.524	781	1190	1665	2081	2248	2498
	1.506	761	1146				
5. Community Development	1.506	124	187	2980	3725	4023	4470
	1.524	1640	2499				
6. Adjustment		86	134				
TOTALS	1.516	4,831	7,327	7,298	9,123	9,853	10,948
PLUS AREA	—	—	—	—	1796	2526	3621

3. RECOMMENDATIONS:

- Upgrade the existing City Hall structure to house the projected space requirements for the Mayor's Office, Administration, City Recorder, Finance, and Community Development.
- Upgrade the existing City Hall to comply with the Americans with Disabilities Act (ADA).
- Upgrade the existing City Hall to comply with the Seismic Provisions of the 1994 Edition of the UBC.

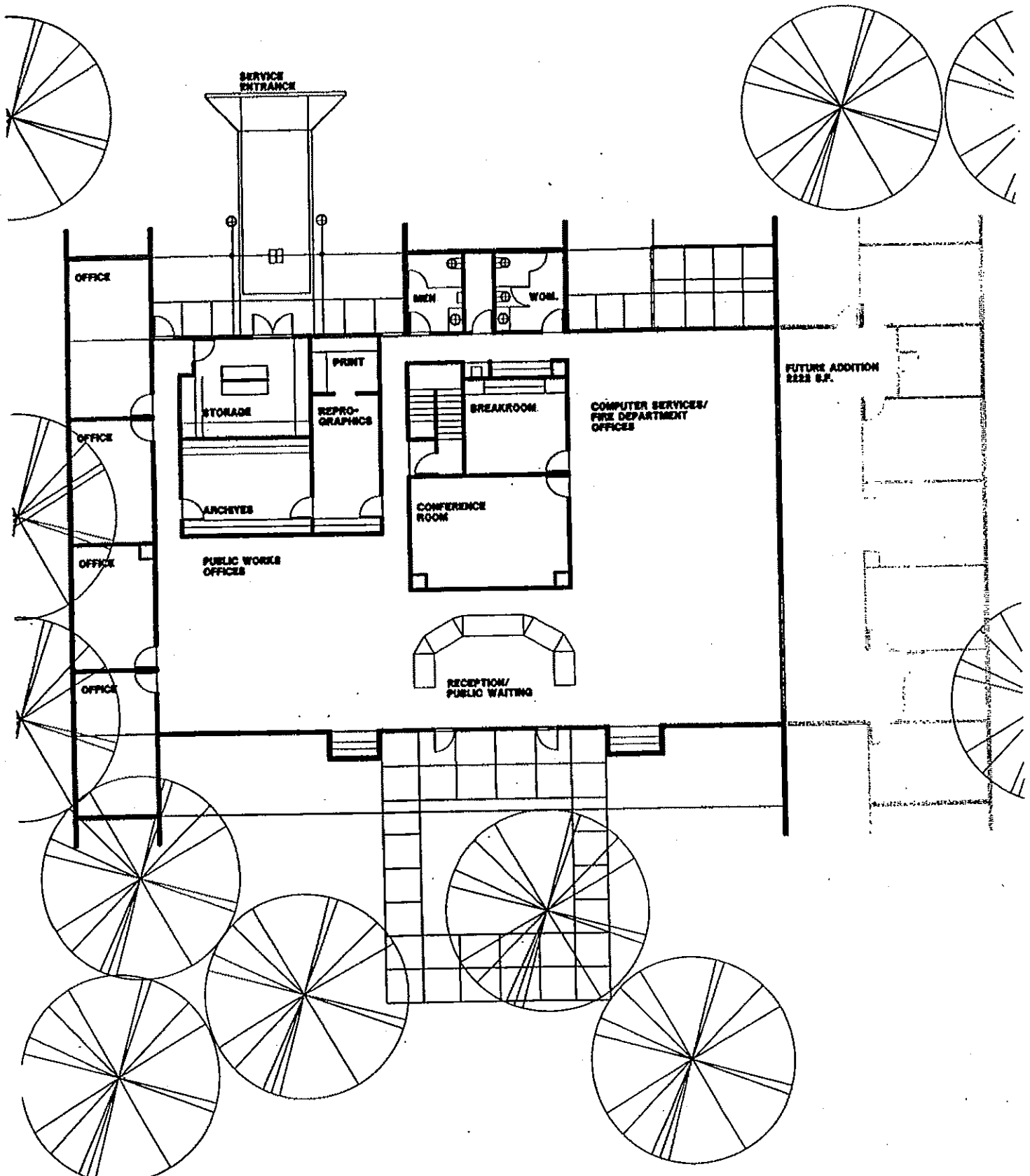
C. CONCLUSIONS

The 1993 Administrative Space Study projected a need of 16,545 s.f. to 17,869 s.f. to house six departments: Mayor, Administration, City Recorder, Finance, Community Development, and Public Works.

The 1997 study, limited to departments currently within the existing City Hall—Mayor, Administration, City Recorder, Finance, and Community Development—projected a need of 10,948 s.f. This projection indicates an addition to the existing City Hall of approximately 3,621 s.f. (10,948–7,327 s.f.) will be necessary to support the existing functions currently housed in City Hall. In addition, the 10,948 s.f. projection for City Hall supports a need of 5,597 s.f. (16,545–10,948 s.f.) to 6,921 s.f. (17,869–10,948 s.f.) to house Public Works and other departments not included in the 1997 study: Fire and Computer Services.

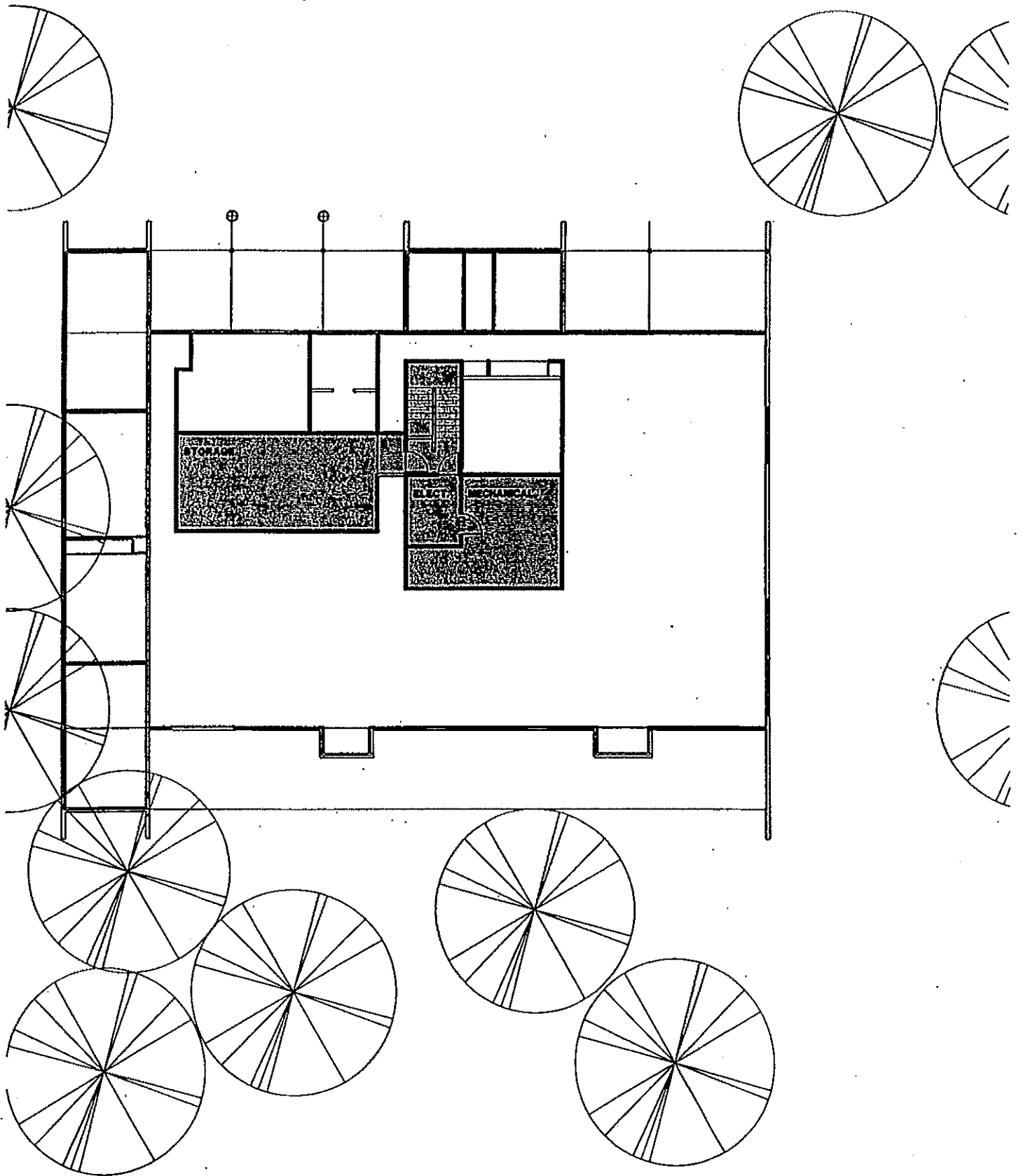
1. Schematic Floor Plans:

- Public Works Building
 - Originally designed to house Public Works and Community Development on a ground floor area of 9,091 s.f. and a second floor of 920 s.f. for a total floor area of 10,011 s.f. Redesign to house Public Works, Fire, and Computer Services Departments. Estimated ground floor area of 6,869 s.f. plus second floor area of 920 s.f. for a total area of 7,789 s.f. (See attached floor plans.)
- Renovate the existing City Hall of 7,327 s.f. and add approximately 1,021 s.f. at the second floor and 2,189 s.f. at the roof level for a total floor area of 10,537 s.f. to house five city departments: Mayor, Administration, City Recorder, Finance, and Community Development.



FIRST FLOOR

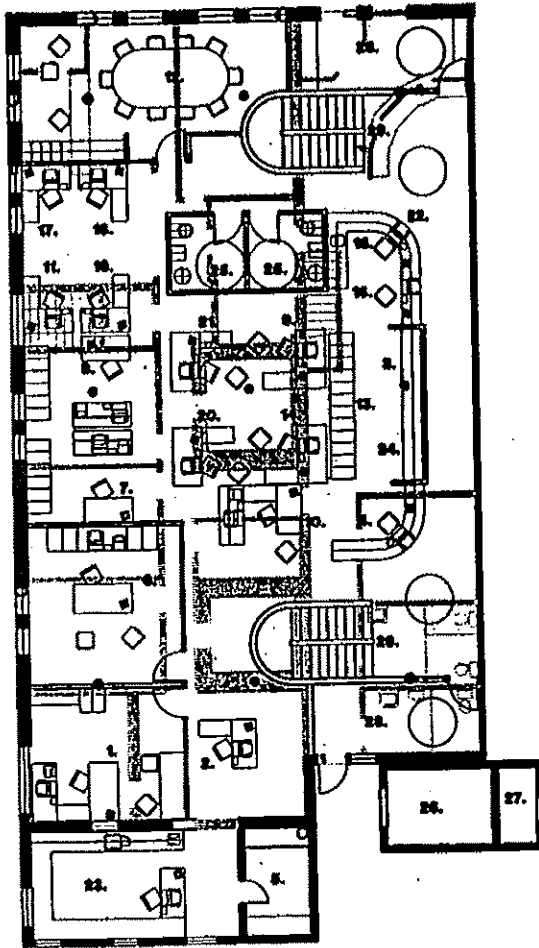
SCALE: 1" = 20'



SECOND FLOOR

SCALE: 1" = 20'

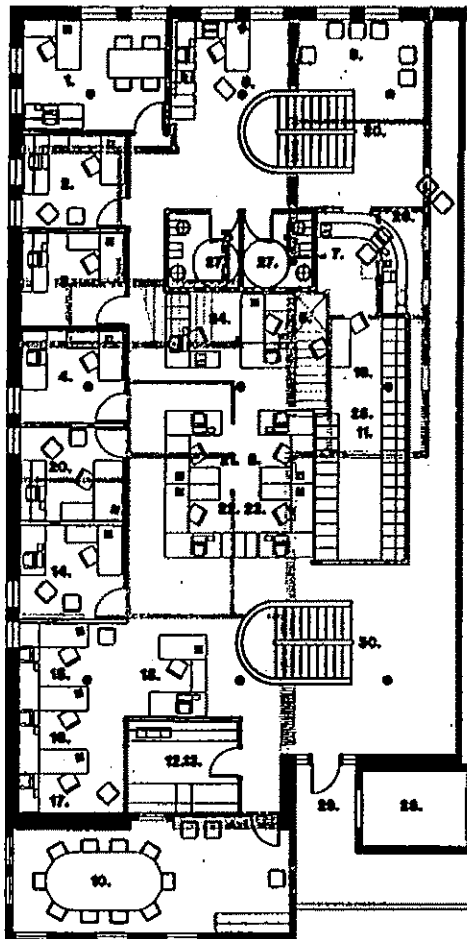
1. CITY RECORDER
2. CLERK
3. WORK AREA
4. MESSING
5. VAULT
6. DIRECTOR
7. SUPERVISING ACCOUNTANT
8. STAFF ACCOUNTANT
9. ACCOUNT CLERK
10. SECRETARY
11. CLERICAL AIDE
12. CONFERENCE ROOM
13. CENTRAL FILES
14. ACCOUNT REPRESENTATIVE
15. CASHIER
16. CASHIER
17. BILLING CLERK
18. BILLING CLERK
19. BILLING CLERK
20. CLERICAL AIDE
21. METER READERS
22. PUBLIC COUNTER
23. MACHINE/MAIL ROOM
24. CENTRAL SHELVING
25. RESTROOM
26. ELEVATOR
27. ELEVATOR
28. MACHINE ROOM
29. ENTRANCE
30. STAIR



FIRST FLOOR

SCALE: 1" = 20'

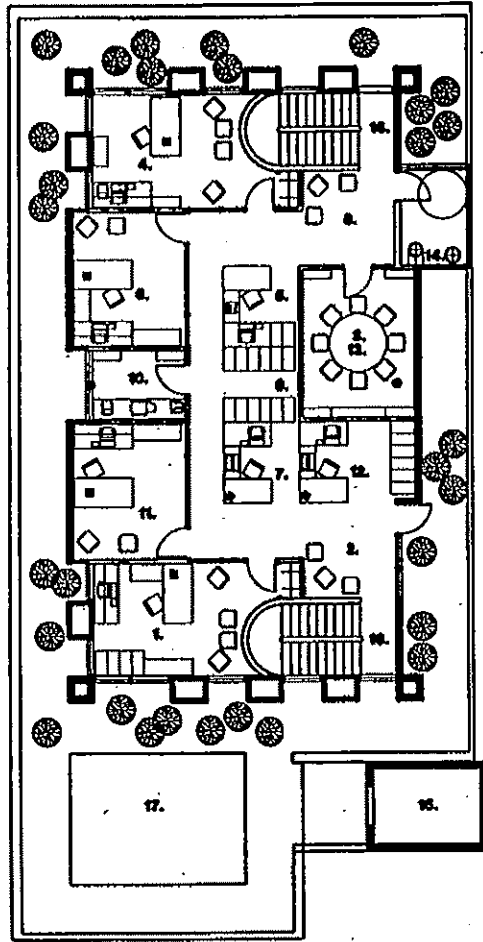
1. DIRECTOR
2. SENIOR PLANNER
3. ASSOCIATE PLANNER
4. ASSOCIATE PLANNER
5. ASSISTANT PLANNER
6. ADMINISTRATIVE SECRETARY
7. RECEPTIONIST
8. CODE ENFORCEMENT
9. WAITING
10. CONFERENCE ROOM
11. CENTRAL FILES
12. FILE ROOM
13. PLOTTER ROOM
14. MANAGER
15. ANALYST
16. ANALYST
17. ANALYST
18. SECRETARY
19. WORK STATION
20. BUILDING OFFICIAL
21. INSPECTOR
22. INSPECTOR
23. SECRETARY
24. P.Y.INSPECTOR
25. LIBRARY
26. PUBLIC COUNTER
27. RESTROOM
28. ELEVATOR
29. ENTRANCE
30. STAM



SECOND FLOOR

SCALE: 1" = 20'

1. MAYOR
2. RECEPTION / WTS
3. CONFERENCE ROOM
4. ADMINISTRATOR
5. EXECUTIVE SECRETARY
6. ASSISTANT ADMINISTRATOR
7. SECRETARY / WTS
8. CENTRAL FILES
10. WORK ROOM
11. CITY ATTORNEY
12. SECRETARY
13. LIBRARY
14. RESTROOM
15. ELEVATOR
16. STAIR
17. MECHANICAL



THIRD FLOOR

SCALE: 1" = 20'

Future General Capital Outlay Projections

	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	Total
Balance available	933,000	254,000	348,000	498,000	658,000	829,000	1,008,000	(345,000)	933,000
Notes	28,000	28,000	76,000	76,000	76,000	72,000	28,000	28,000	412,000
Rehab	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	120,000
Transfer	65,000	67,000	69,000	71,000	73,000	75,000	77,000	79,000	576,000
Interest	53,000	14,000	20,000	28,000	37,000	47,000	57,000	(19,000)	237,000
Available	1,094,000	378,000	528,000	688,000	859,000	1,038,000	1,185,000	(242,000)	2,278,000
Balance on City Hall	128,000								128,000
Prof Fees	10,000								10,000
Maintenance	87,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	297,000
E Main Building	615,000								615,000
City Hall 3rd story							1,500,000		1,500,000
Balance	840,000	30,000	30,000	30,000	30,000	30,000	1,530,000	30,000	2,550,000
	254,000	348,000	498,000	658,000	829,000	1,008,000	(345,000)	(272,000)	(272,000)

Ashland council reviews City Hall expansion

By Damon Fouts

Ashland Daily Tidings

The Ashland City Council Wednesday reviewed the latest proposals to expand City Hall and construct a new building at the Civic Center to alleviate the city's office space needs.

The plans the council reviewed came from a study conducted this year by Medford-based Alseth & Associates, an architectural firm. The study recommended the city build the 7,800-square-foot structure behind the Civic Center on East Main Street. The building would cost \$592,000.

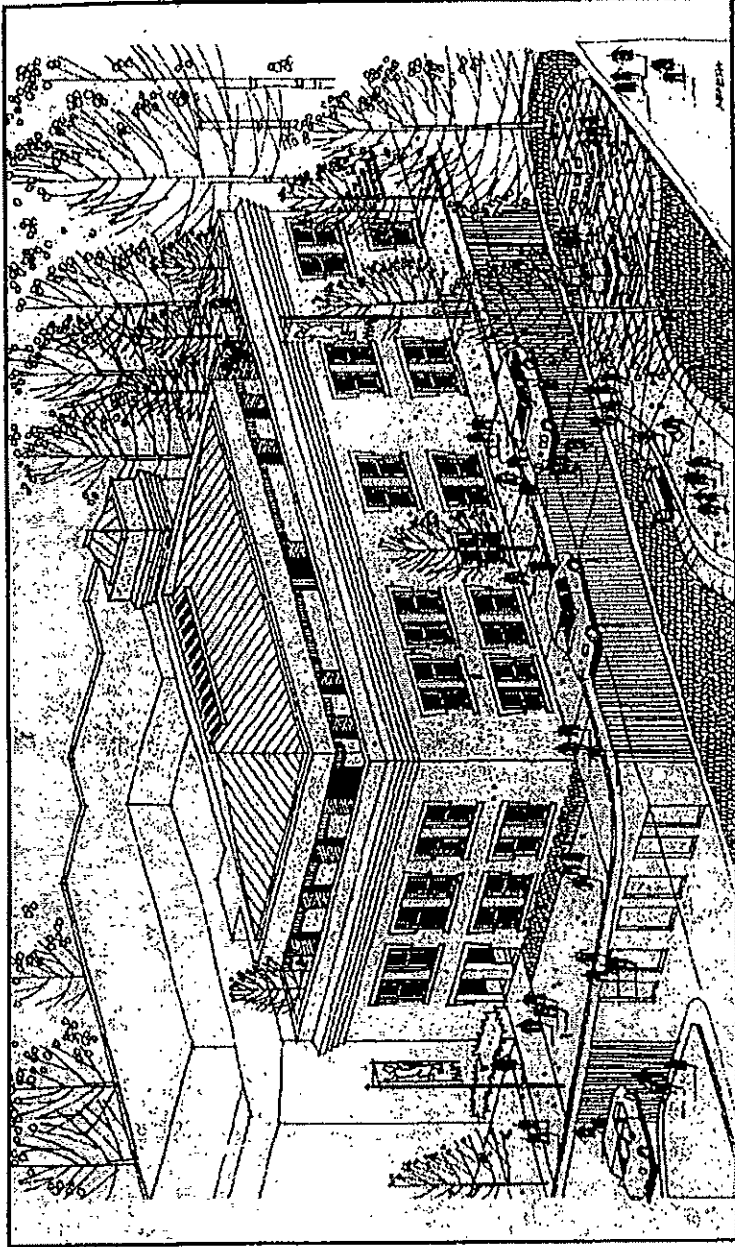
City Administrator Brian Almqvist told the council during Wednesday's work session that the best time to seek construction bids is December through February. Construction could begin next summer, providing the council approves the plans and they make it through the city's planning process. It would take six to eight months to build, he said.

The Public Works Department, the engineering staff, Computer Services and the Ashland Fire Department administration would move into the building. The city now rents space across the street from City Hall for the public works and engineering staffs.

The council also reviewed preliminary schematics and floor plans for expanding City Hall. The plans would add about 3,600 square feet to the existing 7,300-square-foot building, at a cost of about \$1.25 million.

A 2,200-square-foot third floor would be added, and the second floor would be expanded by about 1,000 square feet. The work on City Hall would not begin for about six years, Almqvist said.

Councilwoman Carole Wheelodon



An architect's drawing shows the expanded City Hall, including a third floor.

pointed out the key role City Hall has played in Ashland's history. She urged that the City Hall expansion not alter that heritage. "What we're doing needs to be a foil for that history," Wheelodon said.

The plans recommend keeping all departments at City Hall that are there now. Some community members and business owners were worried in past years about moving the Community Development Department from downtown, which the council considered doing. Those plans were dropped when citizens raised concerns about the downtown area's vitality if City Hall's presence was diminished.

The mayor and council members briefly discussed that issue Wednesday. Councilman Alan DeBoer suggested the city seek bids for building a 10,000-square-foot structure at the Civic Center, as well as bids for a smaller version of the same building — the 7,800-square-foot structure recommended in the study. DeBoer said the city is going to need the extra space at some point.

DeBoer said it would cost much less to add the square footage to a new building than to build a third floor onto City Hall. He said he wasn't suggesting the city relocate departments from City Hall to the Civic Center. Still, several council members thought asking for the extra bid would "raise red flags" in the

community.

"I think that will open up a discussion we've already had," Councilman Don Laws said.

The city has \$914,000 in its capital improvement fund to construct the East Main Street building. By the end of the fiscal year next July, after spending money on current improvements to City Hall and collecting from other revenue sources, \$872,000 should be in the fund.

Almqvist projects the city will be about \$200,000 short of what's needed to expand City Hall in the year 2003. But he said payments to the city from past sales of city property and money from other sources will wipe out the deficit by then.