

Council Communication

October 17, 2016, Study Session

Status Update on the Feasibility Study for the Replacement of City Hall

FROM:

Kaylea Kathol, Public Works Project Manager

SUMMARY

In May 2016, the City commissioned Ogden Roemer Wilkerson Architecture (ORW) to conduct a feasibility study of City Hall reconstruction or relocation, including an analysis of the space and programmatic needs of affected City departments, an evaluation of siting alternatives, and a robust public involvement component. ORW has completed all major components of the study and will present the results during this study session. The final product, a study report, is on track for distribution by the end of October.

BACKGROUND AND POLICY IMPLICATIONS:

Status

At the time of this submission, ORW has completed the information gathering and synthesis of all major components of the feasibility study. The results currently available to City engineering staff are described below.

Results

Space needs evaluation

Leadership from all departments located in City Hall (Administration, Administrative Services, Legal, and City Recorder) and the Community Development building (Community Development and Public Works) were surveyed to identify each department's current and projected space needs over a 15-year planning period. Two rounds of interview-style surveys were conducted to identify the space needs pertaining to individual work stations and offices, conference rooms, document storage, communal areas, areas for public interaction, etc. The analysis identified a combined projected need of approximately 23,500 square feet of space.

Siting alternatives analysis

The findings of the space needs study were applied toward the feasibility analysis of five siting options for a new building including: (1) construct a new City Hall at its current location, sized appropriately to consolidate City Hall and Community Development functions; (2) retain the historic features of City Hall and expand vertically to consolidate City Hall and Community Development functions; (3) vertically expand the Community Development Building and consolidate City Hall and Community Development functions; (4) retain City Hall and expand vertically, and retain Community Development and reconfigure as necessary to accommodate space needs; and (5) construct a new, centralized municipal building on a City-owned parcel at Lithia Way and North Pioneer Street. The



analysis found that expansion and consolidation at the current City Hall location would not accommodate the City’s space needs, and options 1 and 2 were therefore deemed not feasible. Options 3 through 5, however, were deemed spatially feasible and were further evaluated in terms of planning requirements and restrictions, and cost modeling. The table below describes the spatial provisions of each alternative.

Alternative	Space Provided (23,500 square feet needed)	Feasibility Status
1. Expand/consolidate at current City Hall location (new construction)	18,500 sf	not feasible
2. Expand/consolidate at current City Hall location (retain historic features)	18,500 sf	not feasible
3. Expand/consolidate at current Community Development location	22,070 sf	feasible
4. Retain two buildings and expand/remodel as needed	24,500 sf	feasible
5. Consolidate at new construction at Lithia Way and N Pioneer St.	26,135 sf	feasible

Adroit Construction is presently providing cost modeling services for the three siting options deemed feasible. Site work, hard costs, soft costs, and project cost offsets will be factored into the estimates. The estimates will not be available in time for this submission, but will be presented in detail during the Study Session presentation.

Public involvement

ORW and the City promoted a robust public involvement component to the feasibility study, wherein the community was invited to help the City set priorities for a new City Hall. Two forums were offered to the public for expressing their priorities, including Open City Hall, the web-based tool for civic engagement, and an interactive open house presentation. Participants of both forums were invited to rank the following list of priorities in order of importance:

- **Building Safety**
- **Public Access**
- **Centralized Services**
- **Parking Availability**
- **Energy Efficient**
- **Historic Preservation.**
- **Workplace Efficiency**
- **Aesthetically pleasing**
- **Other**

In addition, participants were given the option to define their commitment to their priority rankings by specifying how project cost could influence rankings.

The Open City Hall forum was publicized through an email notification to subscribers of the City’s “new website content” mailing list. The forum received 140 visitors, of which 28 shared their priorities. The open house was publicized via multiple outlets, including mail invitations in residents’ utility bills, a press release, advertising on Jefferson Public Radio, and fliers posted in public spaces. The meeting was attended by 50 to 60 members of the community, many of whom provided input on



their priorities. A summary of the community input is not available at the time of this submittal, but a detailed synthesis will be presented by ORW during the study session presentation.

History

The feasibility study for the replacement of City Hall was directed by Council as part of a greater effort to conduct a comprehensive examination of options for replacing City Hall. The study was initiated on the heels of a seismic evaluation completed in January 2015, which found that the cost of a seismic retrofit at City Hall would likely exceed the cost of building a new structure, as detailed in the February 1, 2016 Council Communication (Exhibit A). The cost estimates that emerged from the seismic evaluation marshaled in the next logical phase in the City Hall replacement effort, the evaluation of replacement options. Last May engineering staff contracted with ORW to conduct a study of the feasibility of replacing City Hall. At the Council's June 20, 2016 study session, staff introduced Dana Ing-Crawford, the project manager from ORW assigned to lead the feasibility study. Ms. Crawford described the methodology ORW planned to implement for the space needs evaluation, siting alternatives analysis, and public involvement component. Additional details are provided in the attached Council Communication from the June 20, 2016 study session (Exhibit B).

COUNCIL GOALS SUPPORTED:

Organization (2014)

4. Evaluate real property and facility assets to strategically support city mission and goals.
 - 4.3 Examine city hall preplacement and other facility needs.

FISCAL IMPLICATIONS:

The current budget includes \$100,000 to fund a study for City Hall replacement. To date staff has expended \$13,000 in engineering fees related to the seismic upgrade evaluation. The expected cost of this feasibility study is \$55,750, plus miscellaneous costs of approximately \$1130 (building plan prints, catering, and advertising). The total project cost will be approximately \$68,863 upon completion of the feasibility study.

STAFF RECOMMENDATION AND REQUESTED ACTION:

This communication is purely informative; staff recommendations and requested actions are not presented at this stage in the study.

SUGGESTED MOTIONS:

N/A

ATTACHMENTS:

1. June 20, 2016 Council Communication
2. February 1, 2016 Council Communication



Council Communication

June 20, 2016, Study Session

Continued discussion of planning for City Hall replacement

FROM:

Kaylea Kathol, Public Works Project Manager, kaylea.kathol@ashland.or.us

SUMMARY

This update is being provided to inform Council on the status of the ongoing examination of options for replacing City Hall. The City has commissioned Ogden Roemer Wilkerson Architecture (ORW) to study the feasibility of replacing City Hall, following a 2015 seismic evaluation that indicated the cost of a necessary seismic upgrade to City Hall would exceed the cost of replacing the structure. ORW's commission includes provisions for a space and programmatic needs analysis and an evaluation of three possible siting alternatives for a new building, including (a) substantially remodeling and expanding City Hall *in situ*; (b) expanding the Community Development building; and (c) constructing a centralized municipal building on the City-owned parcel at the corner of Lithia Way and North Pioneer Street. Findings will be presented to City Council in September.

BACKGROUND AND POLICY IMPLICATIONS:

History

At the Council's February 1, 2016, study session staff provided the findings of a seismic evaluation of City Hall, directed by Council as part of a greater effort to conduct a comprehensive examination of options for replacing City Hall. The report identified seismic deficiencies in the structure, and described the upgrades necessary to bring City Hall into compliance with applicable seismic provisions in the Oregon Structural Specialty Code. The presentation was supplemented by cost estimates of the seismic upgrades, as well as preliminary cost estimates for two new construction alternatives, either of which would be more economical than performing an upgrade on the existing structure. Additional details are provided in the attached Council communications from the February 1, 2016, study session. The cost estimates that emerged from the seismic evaluation marshaled the next logical phase in the City Hall replacement effort, the evaluation of replacement options.

Status

A Request for Proposals (RFP) was crafted for personal services with of fixed budget of \$75,000 to evaluate space needs and study the feasibility of replacing City Hall. The RFP was released to nine local architectural or design firms in late March of 2016; four proposals were returned. Through a graded selection process, ORW was identified as the most suitable bidder and was awarded the commission. The City and ORW developed a refined project scope through a collaborative process. The scope (attached) includes the following components:

Space needs evaluation



ORW will explore each department’s current and projected space needs pertaining to individual work stations and offices, conference rooms, document storage, communal areas, areas for public interaction, etc. The assessment will also address important departmental adjacencies and future growth over a 15-year planning horizon. Leadership from all departments located in City Hall (Administration, Administrative Services, and Legal) and the Community Development building (Community Development and Public Works) will be surveyed. Information gathered from the space needs evaluation will inform the second component, the siting analysis.

Siting alternatives analysis

The consultant will examine the feasibility of the three siting alternatives summarized in the table below. The alternatives are described in greater detail in the attached Scoping Document that was issued as Attachment A to the RFP.

Alternative	Description
Expansion/new construction at existing City Hall site	City Hall would be substantially demolished, although exterior facades may be maintained for historical preservation at the community’s direction. A new larger structure would be built on the existing City Hall site.
Expansion of Community Development	A second floor would be added to the Community Development building to consolidate offices of City Hall and Community Development buildings. The City would divest itself of the existing City Hall structure.
New construction at Lithia Way and North Pioneer	A new municipal building would consolidate City Hall and Community Development offices. The City would divest itself of the two existing structures and use any profits to offset construction costs.

Public involvement

At least one public open house meeting will be scheduled to provide the community with an early opportunity to learn about the City’s larger goal of replacing City Hall. The intent of the meeting is to ensure the public is informed at a very early phase of the larger replacement project in order to develop an environment of public inclusion throughout the project. In addition, written communications will be delivered to the Historic Commission, Planning Commission, and Conservation Commission. Input from these commissions will be important during the design phase of the project, and the City feels that it is important to keep them updated and informed early on.

Deliverables

The final production, a comprehensive feasibility study report, will address construction costs and implementation schedules for each alternative. The siting alternatives analysis will address planning, parking, circulation, and solar potential at each location. Temporary relocation logistics and structural feasibility issues will also be explored for the existing City Hall and Community Development site options. In addition, the report will include a space needs program, site plans and floor plans for the three alternatives, and 3D massing views for each alternative (excluding architectural or stylistic detail).

Schedule



The study began in early June and is on track to be completed in early to mid-September. The final report is tentatively planned for presentation to City Council at the September 20th business meeting. The presentation will signify the end of this phase of the project, and will lead into the next phase: selection and design of Council's approved alternative.

COUNCIL GOALS SUPPORTED:

4. Evaluate real property and facility assets to strategically support city mission and goals.
 - 4.3 Examine city hall replacement and other facility needs.

FISCAL IMPLICATIONS:

The current budget includes \$100,000 to fund a study for City Hall replacement. To date staff has expended \$12,000 for the seismic upgrade analysis and an additional \$1,000 for a building contractor to provide preliminary cost estimates for two of the siting alternatives. The expected cost of this feasibility study is \$47,250.

STAFF RECOMMENDATION AND REQUESTED ACTION:

This item is for information only.

SUGGESTED MOTIONS:

N/A

ATTACHMENTS:

- Council Communication from February 1, 2016 Study Session RE City Hall replacement
- ORW's proposed Scope of Work (Exhibit C of Contract)
- Scoping Document (Attachment A of RFP)



Council Communication

February 1, 2016, Study Session

Continued discussion of planning for City Hall replacement

FROM:

Michael R. Faught, Director of Public Works, Public Works, Mike.Faught@ashland.or.us

SUMMARY

The Council at its June 15, 2015, study session requested that the City conduct a seismic evaluation of City Hall to determine the cost of bringing the building up to current seismic codes. Necessary seismic upgrades would involve removing the roof, the floor on the second floor and all of the drywall on the interior of the north and west walls, then building a system of ties and braces to secure the building. The estimated cost (including contingency but excluding soft costs and temporary staff relocation) is \$176/sq. ft., or \$1,363,757. The seismic upgrades will require the relocation of city staff for approximately nine months at a cost of just under \$157,000. Soft costs would be roughly \$322,000. If the City did necessary and long-overdue HVAC and plumbing replacement as well as fire suppression and ADA improvements, the total cost of the project exceeds the cost of simply demolishing and rebuilding City Hall or building a new City Hall at a different location on City-owned property.

BACKGROUND AND POLICY IMPLICATIONS:

At the Council's June 15, 2015, Study Session, City Administrator Dave Kanner proposed a comprehensive examination of options for replacing City Hall using the \$100,000 appropriated in the current budget for a long-term facilities master plan. To that end, Mr. Kanner provided background information on past plans to replace City Hall which included a detailed history of City Hall remodels, additions, spacing needs, and needed seismic mitigation based on a 1994 seismic evaluation (see attached June 15, 2015, council communication).

Based on the age of the existing seismic report, Council directed staff to complete a new seismic study on City Hall and the Parks and Recreation building. The City Hall seismic evaluation has been completed by Miller Consulting Engineers, Inc. (see attached report). The consultant's report outlines a plan with estimated costs to upgrade City Hall to allow occupants to safely exit the building after a major earthquake which, as he indicates in his executive summary, "may not be the case in its current state." The estimated cost to upgrade the existing facility to meet seismic requirements only (excluding soft and relocation costs) is estimated to be \$176 per square foot or a total cost of \$1,363,757. If the City Council were to choose this option, all employees in the existing building would have to be relocated for about nine months at an estimated cost of \$17,426 per month or just under \$157,000.

Given that a seismic renovation of the existing facility requires a major rebuild to the building, Michael Morrison, Public Works Superintendent, recommended evaluating costs associated with modernizing all of the existing (aging) plumbing, HVAC systems and electrical systems. To assist with development of additional planning level cost estimates, staff hired Matt Small, Kistler Small +



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White Architects, and John Kennedy, chief estimator with Vitus Construction, to provide economy of scale cost estimates for the following four options (see attached estimate):

1. Include soft cost and Temporary relocations costs to the to the seismic estimate
2. Estimated square foot costs for mechanical, electrical and plumbing, egress, ADA, fire suppression and tenant improvements
3. Estimated square foot costs to rebuild on the current City Hall site, replacing everything except the existing north and west historic facades.
4. Total estimated square foot costs to construct a new building elsewhere on City-Owned property, including parking and other issues arising out of its location.

These costs are shown in table 1.

Table 1:

Seismic Upgrades plus soft costs and relocation costs	Additional cost for mechanical, electrical and plumbing, egress, ADA, Fire Suppression and Tenant Improvements	Total Remodel Costs	Rebuild on the current City hall site replacing everything except the existing north and west wall	New building on City Owned Property
\$236	\$338	\$576	\$405	\$450

*All costs are per-square foot

COUNCIL GOALS:

Organization

- 4 Evaluate real property and City assets to strategically support city mission and goals
- 4.3 Examine city hall replacement and other facility needs.

FISCAL IMPLICATIONS:

The current budget includes \$100,000 to fund a study for City Hall replacement. To date staff has expended \$12,000 for the seismic upgrade analysis and an additional \$1,000 for a building contractor to estimate cost for additional remodeling costs, rebuild in place costs and to build a new building in a different location on city owned property.

STAFF RECOMMENDATION AND REQUESTED ACTION:

Given the seismic report and the need for additional capital improvements at City Hall, staff recommends that the City move forward with a comprehensive examination of options for replacing or rebuilding City Hall. Staff seeks approval to issue an RFP to select a consultant team to examine options for replacing or rebuilding City Hall.

SUGGESTED MOTION:

N/A

