

# Council Business Meeting

February 5, 2018

<b>Agenda Item</b>	City Hall Discussion – Phase 1 Preliminary Design	
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## **SUMMARY**

Before the Council are preliminary conceptual designs and conceptual costs of three alternatives for reconstruction or relocation of City Hall. These preliminary concepts and cost findings are the deliverables of a contract with ORW Architecture for conceptual design alternatives of a new City Hall, approved by Council on July 3, 2018. The three alternatives include:

1. Rebuild City Hall at its current site, where it would continue to house all existing departments and functions.
2. Upgrade Briscoe School to serve as City Hall and consolidate all functions currently housed in City Hall and Community Development Building. The size of Briscoe School provides additional opportunities for consolidation, including Council Chambers and Municipal Court if such an arrangement is determined to be beneficial. Costs offsets would be provided by divestment of the Community Development Building and the existing City Hall.
3. Build a new City Hall at the location currently occupied by Council Chambers/Municipal Courts and consolidate all functions currently housed in City Hall, Community Development Building, and Council Chambers/Courts. Costs offsets would be provided by divestment of the Community Development Building and the existing City Hall.

Staff is requesting Council's review, feedback, and suggestions for finalizing conceptual design and cost estimate. The final conceptual design renderings and cost estimates will incorporate Council's input and will be provided to Council on March 19, 2019. During the March 19 meeting, staff will be seeking a decision from Council on which alternative to pursue.

## **POLICIES, PLANS & GOALS SUPPORTED**

*Council Goals:*

2.2 *Engage boards and commissions in supporting the strategic plan*

4 *Evaluate real property and facility assets to strategically support city mission and goals*

Department Goals:

- Maintain existing infrastructure to meet regulatory requirements and minimize life-cycle costs
- Deliver timely life cycle capital improvement projects
- Maintain and improve infrastructure that enhances the economic vitality of the community
- Evaluate all city infrastructure regarding planning management and financial resources

## **BACKGROUND AND ADDITIONAL INFORMATION**

The City has been discussing the reconstruction or relocation of City Hall for more than 20 years. The building is seismically vulnerable, lacks meeting space and has no room for growth. However, it is the earthquake vulnerability of the building that presents the most pressing problem. The interior of City Hall has been reconfigured several times since 1913 but has never had any structural improvements related to seismic mitigation.

A seismic evaluation of City Hall was conducted in [1994](#). The current City Hall is vulnerable to earthquake activity. As part of its 2014 strategic planning initiative, the City Council identified “Examine City Hall replacement and other facility needs” as a priority goal. Council held a study session on June 15, 2015, to begin those discussions, and a second study session on [February 1, 2016](#), to hear the updated findings of the 2015 seismic evaluation. The [January 17, 2017](#), study session updated Council with all actions taken to date for all of the options and special studies evaluated by staff.

In April of 2017, Council appointed an ad hoc City Hall Advisory Committee to review feasible alternatives for the replacement of City Hall. On [October 3, 2017](#), Council heard a presentation from staff and received the ad hoc City Hall Advisory Committee’s Final Report and Recommendations for the replacement of City Hall. The Ad Hoc Committee did not reach unanimity on a recommendation with eight of the eleven members recommending rebuilding City Hall on its current site, expanding the structure to accommodate growth and retaining the community development building. The three remaining members had differing recommendations that were explained in the report. The chair provided Council with the final report and a minority opinion. The [minutes](#) of the October 3, 2017 meeting explained the process and concerns.

During the Council Study Session on [December 4, 2017](#), staff reviewed the ad hoc committee recommendations, distilled the comments made by Councilmembers and offered a phased plan to develop concepts and costing prior to full design. Council directed staff to proceed to develop a Request for Qualifications (RFQ) proposal for this multi-phased project ([minutes](#) of the December 4, 2017 meeting). Staff were to select a firm with appropriate qualifications (architectural, engineering, site design and planning) to develop a step by step approach to assist Council in selecting a preferred solution. The RFQ outlined four stages of the project:

- Phase 1: conceptual design renderings and conceptual costs for each of the selected alternatives to include risks associated with each alternative; pros and cons of each alternative, and a relative time line. As part of this phase, the contractor will propose a process for selecting a preferred alternative.
- Phase 2: preliminary engineering and refined costs of the selected alternative; detailed staff moves and property options (depending on the site selected)
- Phase 3: final engineering design and plans for the selected alternative and final cost analysis; easements and permitting
- Phase 4: construction management services to assist with any site changes and quality control

Utilizing the RFQ solicitation process, in March of 2018, staff selected ORW Architecture as the most qualified proposer to complete Phase 1. Upon successful cost and scope negotiations, Council approved a Phase 1 contract with ORW Architecture on [July 3, 2018](#).

Following award of the contract, ORW Architecture requested that a small guidance committee of senior City staff with close ties to the community participate in the conceptual design process. The guidance committee, consisting of City Administrator Kelly Madding, Community Development Director Bill Molnar, Public Works Director Paula Brown, and Kaylea Kathol, Project Manager, helped influence design over the course of three monthly meetings to ensure the final products harmonized with the individual neighborhoods and the larger community. Conceptual site plans developed during this process are attached. Additional concept images will be further developed in front of Council during the business meeting in the form of a Power Point presentation and printed handouts of the Power Point slides.

**FISCAL IMPACTS**

The Facilities Division’s 2017-19 budget includes \$200,000 for contracted services, \$97,085 will be expended to complete Phase 1.

The cost of each alternative is based on its conceptual design. Cost summaries are provided below, and greater detail is available in the attached cost estimate spreadsheet. Notice that the cost summaries incorporate soft costs, which necessarily include engineering Phases 2 through 4.

Alternative	Total Cost (2019)	Area (Square Feet)	Cost per Square Foot
1. Rebuild at 20 E Main	\$12,317,001	15,500	\$781
2. Renovate Briscoe School*	\$15,254,001	32,000	\$477
3. Build new at Council Chambers/Courts*	\$18,918,001	32,000	\$591

\*Estimates include offsets from selling the Community Development building, but not City Hall. City Hall has not been assigned a real market value, so an objective estimate is not readily available.

Once a preferred alternative is identified by council, a more refined cost estimate will be developed during preliminary and final design. Funding for the selected alternative will likely need to be obtained via loans or bond issuance.

**DISCUSSION QUESTIONS**

Council is not being asked to make a decision tonight, but staff is presenting this information for discussion. Staff anticipates Council discussion to include questions on the project to include the overall need for a new City Hall, the “fit” of each building style within the locations defined and the ability to fund the project.

**SUGGESTED NEXT STEPS**

Staff requests Council provide feedback to ORW on presented concepts during this meeting. While this presentation is largely informative, staff requests Council prepare to identify a preferred alternative on March 19, 2019.

**ATTACHMENTS**

- Attachment 1: Conceptual site plans
- Attachment 2: Conceptual costs and assumptions



## CITY HALL

SCALE : 1/16" = 1'-0"

### Lot Information

75.21 ac (3,276,148 SF)

C-1-D Zoning

Building height allowed: 40ft-55ft with CUP

No Setbacks

### Building Foot Print

Current: 3,967 SF

Proposed: 4,000 SF

### Building Area

Current: 7,934 SF

Proposed: 15,500 SF

### Parking

None Required

Proposed: Reduction -1

### Building Programs for year 2031

Administration

Administration services

Common Areas

Total: 15,500 SF (Approximately)





## BRISCOE ELEMENTARY

SCALE : 1' = 20'-0"

### Lot Information

- 3.74 ac (162,914 SF)
- R-2 Zoning
- Proposed: E-1 Zoning or C-1 Zoning
- Building height allowed: 40 ft
- 10ft rear and side yard setbacks

### Building Footprint

Current: 32,000 SF

### Building Area

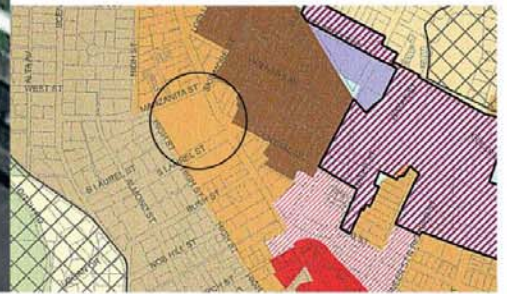
Current: 32,000 SF

### Parking

- Current: 38 spaces total
- Required: 64 spaces total  
(500 sf : 1 off street parking space)
- Proposed: 26 off street parking spaces

### Building Programs for year 2031

- Administration
- Common Areas
- Community Development
- Municipal Courts
- Public Works Engineering
- Total: 32,000 SF (Approximately)





## CIVIC CENTER

SCALE : 1' = 20'-0"

### Lot Information

2.1ac (92,070 SF)  
 E-1 Zoning  
 Building height allowed: 40ft  
 10 ft. rear and side setbacks

### Building Foot Print

Current: 5,916 SF  
 Proposed: 16,000 SF

### Building Area

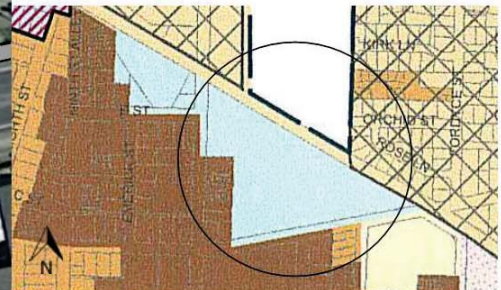
Current: 5,916 SF  
 Proposed: 32,000 SF

### Parking

Current: 67 spaces  
 Required: 60 spaces  
 (500 sf : 1 off street parking space)

### Building Programs for year 2031

Administration  
 Common Areas  
 Community Development  
 Municipal Courts  
 Public Works Engineering  
 Total: 32,000 SF (Approximately)



Project Cost Model - Fall 2018

### **HARD COST MODELING ASSUMPTIONS (Construction Costs)**

#### **General Notes**

1. To reflect level of cost specificity for a Concept Design, building and site costs are rounded.
2. All labor rates based on prevailing wages.
3. All options include quality of materials and performance of systems reasonable for a 50-100 year civic building.
4. Structure is designed to meet code, not to essential facility standards.

#### **City Hall Location**

5. City Hall concept is a new building with upsized Mechanical Electrical Plumbing (MEP) services. Mechanical system is Variable Refrigerant Flow (VRF) with Energy Recovery Ventilation (ERV).
6. Electrical is all LED lighting and includes 1.5% Solar. Costs reflect structure as mass timber, with a masonry envelope and wood accents.
7. New building allows options for high sustainable design, sunshades, and less solar area.
8. Smaller building means less economy of scale for costs, small footprint results in higher skin to floor area ratio. Location includes higher expectation for exterior materials, tight construction site with limited access, potentially results in +/- 15% higher construction cost.
9. Site costs include higher allowance for demolition due to constrained site and abatement. Includes rebuilding sidewalk/entry feature to curbs.
10. New City Hall costs range from \$500-\$600/SF; cost model based on \$550/SF.

#### **Briscoe School Location**

11. Briscoe concept renovates existing building. Costs represent most interior walls are replaced (sound insulation, reconfiguration, structural work).
12. New roofing, mechanical (VRF with ERV), electrical (LED, 1.5% Solar), plumbing (fixtures, underground services).
13. Costs reflect updating structure to current code, retaining existing masonry exterior, with new doors and windows. Includes new entry features and some new openings.
14. Renovating an existing building is a high sustainable strategy; includes sunshades and large solar area.
15. Renovation costs for significant renovation and repurposing ranges from \$300-\$380/SF; cost model based on \$340/SF.
16. Site work includes significant plinth feature to accommodate public interaction and accessibility (concrete walls and footings, stairs, railings, lighting, landscape). Site costs range from \$60-\$100/SF; cost model based on \$80/SF.
17. Entry feature (canopy, sunshades) costs range from \$50-\$100/SF; cost model based on \$70/SF for wood canopy and light gauge steel supports.

#### **Civic Center Location**

18. Civic Center concept is a new building. Mechanical system is VRF with ERV with potential for ground source heat pump.
19. Electrical is all LED lighting, 1.5% Solar. Costs reflect structure as mass timber, masonry and metal panel envelope with wood accents.
20. New building allows options for highly sustainable design, sunshades, medium solar area, potential ground source heat pump.
21. Larger consolidated building allows more economy of scale, larger site facilitates better staging and less traffic control.
22. Location offers more design flexibility for concept and materials. May require off-site improvements (left-hand turn lane, etc.) not included in costs.
23. Site costs include lower allowance for demolition and abatement, with modest plaza and landscaping improvements. Site costs range from \$20-\$40/SF; cost model based on \$30/SF.
24. New Civic Center costs range from \$425-\$525/SF; cost model based on \$475/SF.

### **SOFT COST MODELING ASSUMPTIONS (Non-Construction Costs)**

25. Solar allowance calculated as 1.5% of Construction Subtotal.
26. For temporary facilities, assume \$1.5/SF/Month for leased space outside of downtown.
27. Move costs based on professional mover (insured, prevailing wages) of \$1.25/SF per move.
28. Other Soft Costs include permits, System Development Charges, design fees, furnishings, survey, geotechnical, and other miscellaneous costs. When offsetting cost of selling ComDev building, soft costs increase to reflect soft costs based on construction value.
29. Project contingencies generally based on 15% for renovations, 10% for new construction and site work. Contingency is intended to address portions of hard and soft costs, and unforeseen construction conditions.
30. Escalation is currently volatile and difficult to predict over several years. Cost model estimates show escalation over the course of five years calculated at an average of 5.5% per year (compounded).

Project Cost Model - Fall 2018

See Note	Location/Building	Unit Cost	Area SF	Build Time (mo.)	Move Time (mo.)	Total Time (mo.)	Construction Cost	Solar Cost (1.5%)	Project Conting'y (%)	Project Conting'y (\$)	Sell ComDev Bldg (\$)	Total Construct'n Cost	Temp Space (rent)	Moving (out+in)	Other Soft Costs (%)	Other Soft Costs (\$)	Total Cost 2019	Total Cost 2024	Cost/SF 2019	
	<b>City Hall Site</b>																			
5-8,10	New City Hall Building	\$550	<b>15,500</b>	14	2	16	\$8,530,000	\$131,000	10%	\$853,000		\$9,514,000	\$192,000	\$20,000	25%	\$2,379,000	\$12,105,000	\$15,821,000	<b>\$781</b>	
9	City Hall Site	\$40	4,000	0	0	1	\$160,000	\$0	10%	\$16,000		\$176,000	\$0	\$0	20%	\$36,000	\$212,000	\$278,000		
	<b>City Hall Totals</b>					16						<b>\$9,690,000</b>				\$2,415,000	<b>\$12,317,001</b>	\$16,099,000		
	<b>Briscoe School Site</b>																			
11-15	Briscoe School Renovation	\$340	<b>32,000</b>	12	1	13	\$10,880,000	\$187,000	15%	\$1,632,000	-\$2,500,000	\$10,199,000	\$0	\$25,000	30%	\$3,060,000	\$13,284,000	\$17,362,000		
16	Briscoe School Site	\$80	16,000	0	0	7	\$1,280,000	\$0	10%	\$128,000		\$1,408,000	\$0	\$0	20%	\$282,000	\$1,690,000	\$2,209,000		
17	Briscoe Entry Feature	\$70	4,000				\$280,000					\$280,000				\$0	\$280,000	\$366,000		
	<b>Briscoe School Totals</b>					13						<b>\$11,887,000</b>				\$3,342,000	<b>\$15,254,001</b>	\$19,937,000	<b>\$477</b>	
	<b>Civic Center Site</b>																			
18-22,24	New City Hall Building	\$475	<b>32,000</b>	15	2	17	\$15,200,000	\$231,000	10%	\$1,520,000	-\$2,500,000	\$14,451,000	\$153,000	\$29,000	28%	\$4,047,000	\$18,680,000	\$24,415,000		
23	Civic Center Site	\$30	6,000	0	0	2	\$180,000	\$0	10%	\$18,000		\$198,000	\$0	\$0	20%	\$40,000	\$238,000	\$312,000		
	<b>Civic Center Totals</b>					17						<b>\$14,649,000</b>				\$4,087,000	<b>\$18,918,001</b>	\$24,727,000	<b>\$591</b>	