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CITY COUNCIL STAFF REPORT
Meeting: October 21, 2014

Subject

Civic Center Master Plan – Selection of Preferred Project.

Recommendations

Staff recommends that the City Council provide direction on the following, which will comprise the Preferred Project for the Civic Center Master Plan:

- a. City Hall, Library Program Room, and Garage Parking options; and then
- b. Other site development options.

Background

Attached is a chronology of Council direction and community and stakeholder input gathering for the project dating from December, 2012 until the present. Also attached are several reports that provide additional background information that is the foundation of the options presented.

Discussion

The initial design for the Civic Center Master Plan began with the Civic Life plan from the Master plan Framework of late 2012, which was the alternative that Council directed to be further developed. The community input process began with that plan and considered various master plan elements or “programs” for the site. Based upon the collective feedback received from the stakeholders, the community at-large and the Council, the options presented for Council’s decision on the preferred alternative plan have become more simplified and focused.

The following elements that were considered have been eliminated from the proposed plan:

- Sheriff – although the Sheriff’s Office supported the idea, there was not strong community support for an alternative to include a relocation of the West Side Station to the Civic Center;
- Creek trail – while there was some desire to include more open space in the master plan, there was not much advocacy for a trail along the creek;
- Teen Center – while many felt that the current Teen Center location in the Sports Center is not desirable, there was not a strong desire to relocate it to the Civic Center.

At the August 19th council meeting, during the report on the community engagement process for the Civic Center Master plan, Council requested a high-level feasibility study of the existing City Hall prior to determining a preferred Civic Center Master Plan. The Council directed staff to bring forward Master Plan alternatives and cost estimates for the following elements:

- City Hall options including: seismic retrofits with and without an Emergency Operations Center (EOC), a remodel of City Hall, and a potential new City Hall;
- Parking solutions for the existing and projected parking deficit including under Library Field, behind the Library, and under a potential new City Hall;
- Library Program Room expansion options.

ALTERNATIVES

Criteria

The following criteria were used to weigh the alternatives, which were based on discussions with the City Council at the study sessions and key themes that arose as a result of the public outreach:

- Cost-efficiency – economic amortization of the City’s investment (life of building vs. investment);
- Resiliency – ability to respond after a major seismic event;
- Improved Experience – City Hall (for the public, and usability for users and staff) and Library (programming purposes);
- Sustainability – operational, maintenance and energy efficiencies yielding low life-cycle costs;
- Flexibility –maximum future site flexibility.

Key Element Alternatives

The alternatives include options for City Hall, the Parking Garage and the Library Program Room as follows:

- City Hall options:
 - A. Seismic retrofits only (without EOC) - code compliance upgrades for seismic (life safety standards) and accessibility;
 - B. Seismic retrofits only (with EOC) - code compliance upgrades for seismic (immediate occupancy standards) and accessibility with an EOC;
 - C. Remodel with EOC – Full functional remodel of existing building with code compliance upgrades for seismic (immediate occupancy standards) and accessibility;
 - D. New building with EOC (with or without subterranean parking, D1 & D2, respectively)
 - E. New building with EOC and Council Chambers

- Parking Garage options:
 - P1. Parking garage under Library Field
 - P2. Parking garage behind Library (surface and above ground) – displaces existing parking and replaces them with 100 additional spaces.
 - P3. Parking garage behind Library (surface and below ground) – displaces existing parking and replaces them with 100 additional spaces
 - P4. Parking garage below City Hall- only included with new building option

Each parking option evaluated increases parking at the Civic Center by a net of 100 spaces, which includes meeting the unmet demand plus a recommended increase based on future programming. See the Council Presentation (Attachment L) for details.

- Library Program Room:
 - L1. Includes a 100-person dividable program room on the south side of the Library – this is the maximum size that can be supported without encroaching into the redwood grove and preserving the functional geometry necessary for the room. The space is configured to be divided into two program rooms.
 - L2. Library to use Community Hall for programs – This assigns the primary use and programming of Community Hall to the Library for their programming needs. The City would require that Community Hall continue to be used as a Council Chambers, but other uses would likely be limited.

Table 1, below, provides a quick summary of the costs for each option. See the Civic Center Master Plan Costs Summary (Attachment B) for a table that shows the detailed costs for each option, including building costs per square foot.

Table 1

No.	City Hall option	Library Program Room option	Parking option (100 net spaces added)	Total Cost
A.	Seismic and Life Safety upgrades	L1 - Library Expansion	P1 - Below Library Field	\$24,355,816
			P2 - Behind Library (surface and above)	\$26,164,216
			P3 - Behind Library (surface and below)	\$26,619,616
B.	Seismic and Life Safety with EOC	L1 - Library Expansion	P1 - Below Library Field	\$28,082,527
			P2 - Behind Library (surface and above)	\$29,890,927
			P3 - Behind Library (surface and below)	\$30,346,327
C.	Seismic and Life Safety and Full remodel with EOC	L1 - Library Expansion	P1 - Below Library Field	\$36,910,102
			P2 - Behind Library (surface and above)	\$38,718,502
			P3 - Behind Library (surface and below)	\$39,173,902
D.	New building with EOC	L1 - Library Expansion	P4 - Below City Hall	\$47,305,280
		L2 - Community Hall as Program Room		\$44,222,657
E.	New building with EOC and Council Chambers	L1 - Community Hall as Program Room	P4 - Below City Hall	\$50,876,016

Evaluation of Options Based on Criteria

Items considered in evaluating the criteria of City Hall included the return on investment of money spent, resulting life of the building (amortization of investment), life-cycle costs, increase in the experience and usability of the building, and the ability to set up the EOC after a major seismic event. The parking garage options were calculated based on the cost per net space as well as future flexibility of the site. Library options were based on ability to program the space per needs.

- City Hall options A and B have the lowest costs at about \$335 to \$441 per square foot. These options bring the building into compliance with life safety and accessibility codes and represent the least expensive capital outlay. However, they do not yield improved building performance for service delivery, operations and maintenance, energy consumption, and life span. The building would have the same capacity for increased service delivery as the existing building and the extended useful life of the remodeled building would be limited and would require a replacement in much less than the 50 years than would be the expected life of a new building. In addition, for the EOC option, while the building would be retrofitted to meet additional load requirements, the functionality of the EOC after a major seismic event would be hard to predict due to the age of the building. Based on the consultant's assessment, it would allow for safe exiting at a minimum. However, the likelihood of the building becoming fully functional as an EOC immediately after the event would be much lower than if it were a new building.
- City Hall option C costs are comparable to that of a new building (\$663 per square foot for the remodel versus \$646 per square foot for a new building) due to the extensive structural, exterior and interior work. However, it will have the same issues related to EOC and seismic safety and useful life, although there would be higher functionality than for alternatives A and B.
- City Hall option D with parking below offers the best return on investment due to the longer life-span, improved service, operational and maintenance savings.
- City Hall option E with parking below is more expensive and would require additional outlay for a new Council Chambers. In addition, Community Hall would not provide the programming flexibility needed by the Library.
- Library option L1 provides the desired expanded program space to serve the Library and community programming and in a location that can be conveniently accessed by Library staff, as well as directly by the public.

- In terms of parking options, P2 and P3 result in a higher cost per net space but would preserve Library Field for future expansion. While options P1 and P4 have similar costs, option P4 would also maintain flexibility for future expansion at Library Field and behind the Library.

Table 2 - Evaluation of Alternatives

No.	Options	Cost Efficiency	Resiliency	Experience	Sustainability	Flexibility
A.	City Hall - Seismic and Life Safety upgrades	↓	↓	↓	↓	↑
B.	City Hall - Seismic and Life Safety upgrades	↓	↔	↓	↓	↑
C.	City Hall - Seismic and Life Safety and Full remodel with EOC	↓	↔	↔	↔	↑
D.	City Hall - New building with EOC	↑	↑	↑	↑	↑
E.	City Hall - New building with EOC and Council Chambers	↔	↑	↑	↑	↑
L-1	Library Expansion	↔	↔	↑	↑	↑
L-2	Community Hall serves as Library Program Room	↑	↔	↔	↑	↑
P-1	Parking – Below Library Field	↔	↑	↓	↓	↓
P-2	Parking – Behind Library (surface and above)	↓	↑	↔	↑	↓
P-3	Parking – Behind Library (surface and below)	↓	↑	↔	↑	↓
P-4	Parking – under City Hall	↔	↑	↑	↔	↑

Recommended Master Plan Alternative

Based on the evaluation of options, a new City Hall (option D) with parking below offers the best return on investment, based on the above criteria. The increased cost over option A of \$22 million would be the better investment due to the longer life-span, improved service, and operational savings. In addition, subterranean parking under a new City Hall building is the least expensive parking alternative based on the cost per net space and provides the greatest site flexibility to add additional parking or library expansion in the future.

Staff recommends option L1 for the Library Program Room - to expand the existing Story Room to function as the Program Room to seat up to 100 people. The room would be able to be divided into two smaller spaces for flexible use. This option provides desired expanded program space to serve the Library and community programming that is conveniently accessed to the main body of the Library.

For this reason, staff recommends Council select Options - D-L1-P4 as the preferred Master Plan alternative to evaluate in the CEQA process.

Other Site Elements

The community input process identified the following additional site elements. Staff requests Council direction on items to be included in the Preferred Project:

- Outdoor space for gatherings and/or programmed activities – this could include reconfiguration of the portion of the current plaza, except for the fountains, to create a larger space for programming events;
- Outdoor space for casual, self-directed use – due to elimination of the option of landscaping the parking lot behind City Hall, staff has not identified remaining elements that would meet this description;
- Improved bicycle and pedestrian connections to the Civic Center – the site plan could include bike and pedestrian paths through the site to increase bicycle and pedestrian safety;
- More options for food – based on Council direction, staff notes that this request could be satisfied with bringing food trucks in for large City events. An example of this is the Earth Day festival.

Site elements will be added to the site plan for the Preferred Project based on Council direction.

Next Steps and Additional Budget Items

After receiving Council direction on the Preferred Project, the consultant will prepare the final Master Plan document. It is anticipated that the final Master Plan, supporting CEQA document, as well as financing options and schedules will be brought for City Council consideration in early spring, 2015. A design contract may be brought for Council consideration at that time as well. While all of the Preferred Project alternatives will require identifying significantly more funding, the following budgets may be combined to move forward design efforts with Council approval. The currently budgeted projects are listed below:

- \$400,000 – Civic Center Master Plan – encumbered
- \$500,000 – Civic Center-Parking Structure-Conceptual Design - \$237,048 is expended/encumbered; \$262,952 remaining.
- \$2,000,000 – Library Program Room Expansion Project (available this FY) - \$84,800 is encumbered; \$1,915,200 is remaining
- \$2,200,000 – Initial Civic Center Project (2014-15)
- \$8,250,000 – Initial Civic Center Project (2015-16)

Environmental Review

An Initial Study will be prepared for the preferred plan and will be submitted at the time of Council approval of the Civic Center Master Plan. To date, the Existing Setting portion of the document has been drafted. The Initial Study will be completed after the project description for the Master Plan is completed.

Sustainability Impact

This project will be designed to be consistent with City sustainability and environmental policies and objectives.

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Reviewed by: Timm Borden, Director of Public Works

Approved for Submission by: David Brandt, City Manager

List of Attachments

- A – Chronology of Council Direction and Community Input Gathering
- B – Civic Center Master Plan Costs Summary
- C – City Hall Option A - Costs
- D – City Hall Option B - Costs
- E – City Hall Option C - Costs

- F – City Hall Option D1 – Costs
- G – City Hall Option D2 – Costs
- H – City Hall Option E - Costs
- I – City Hall Alternatives Study-Structural Evaluation
- J – City Hall-MEP Systems Alternatives Study
- K – Civic Center Master Plan Fact Sheet
- L – Council Presentation
- M – Precedent Examples of Recent City Halls