



Item No. 20 Town of Atherton

CITY COUNCIL STAFF REPORT – REGULAR AGENDA

**TO: HONORABLE MAYOR AND CITY COUNCIL
GEORGE RODERICKS, CITY MANAGER**

**FROM: MICHAEL KASHIWAGI
COMMUNITY SERVICES DIRECTOR**

DATE: MARCH 18, 2015

**SUBJECT: AWARD OF CIVIC CENTER PROJECT DESIGN
PROFESSIONAL SERVICES AGREEMENT**

RECOMMENDATION

That the City Council:

1. Request and Accept contributions from Atherton Now in the amount of \$250,457 for the unfunded costs of Phase 1 (Master Plan Confirmation) and Phase 2 (Conceptual Design) of design services for the Civic Center project. This is the share of the cost not covered by available Library and Building Department funding;
2. Award the contract to WRNS Studio LLP for design services for the Civic Center;
3. Direct the City Attorney to prepare and authorize the City Manager to execute an agreement for Phase 1 and Phase 2, in an amount not to exceed \$379,480, upon receipt of the funding noted above from Atherton Now; and
4. Direct the City Manager to return to City Council for authorization by Phase with WRNS Studio LLP, pursuant to their proposal to the Town for architectural services, upon receipt of sufficient contributions from Atherton Now.

BACKGROUND

In November 2014, City Council authorized issuance of a Request for Proposal to five architectural firms recommended by the Civic Center Advisory Committee (CCAC). The proposals were reviewed by the CCAC and all firms were invited to structured interviews. Following two days of interviews, the firms were ranked based on best meeting Atherton's needs. The two top scored firms were interviewed in a Special Joint Meeting of the City Council and CCAC in January.

The CCAC identified some sub-consultants with specific strengths and asked the preferred firm, WRNS Studio LLP (WRNS), to consider revising their team in order to best serve the needs of the Town and Project. WRNS amended and selected their project team and the CCAC held final

interviews with their chosen team in February. Following the interview, the CCAC unanimously recommended WRNS to City Council for design services. As part of the selection process, staff (City Engineer, Police Chief and Mack5's program manager) checked references for the top-scoring architects as well as their major sub-consultants. These reference checks were reviewed by and with the CCAC.

ANALYSIS

The cost estimate prepared for the Civic Center Master Plan included an estimate of architectural and engineering fees and expenses of \$3,355,797 for the base amount of work, including all necessary sub-consultants, through construction. In accordance with the qualifications-based selection (QBS) process mandated by State law, staff opened WRNS's sealed fee envelope, which proposed a fee of \$3,582,873. Staff (City engineer and Mack5) negotiated reductions in the proposed fee based on a number of factors, including elimination of duplicated services between WRNS and Mack5, estimates of additional public outreach efforts, negotiated reductions in professional services rates from WRNS and substitution of meetings at WRNS for meetings in Atherton (with staff only). This will assure strong communication and quick resolution of design issues but will not impact WRNS's CCAC meeting attendance or neighborhood and town-wide presentations.

As a result of negotiations, the resulting fee for services through construction is \$3,220,080. This is a \$362,793 reduction (or 10%) from the proposed fee, and over \$130,000 less than budgeted. Given the increased amount of design and construction in the Bay Area versus that at the time of the cost estimate, staff and Mack5 conclude that the negotiated fee is fair and reasonable.

In addition to the base budget and pursuant to the Request for Proposal, WRNS proposed fees for a number of Add-Alternates, should the Council authorize those additional project elements, listed as follows:

- an underground garage;
- sustainable design, including LEED-compliant design and increased photovoltaic capacity up to Platinum and/or Zero Net design;
- renovation and reuse of the existing Town Hall;
- upgraded site amenities; and
- enhanced ballistic sheathing.

The consultant also included services, on a time and materials basis, to assist the Town with engineering to relocate the SFPUC water line. If these elements are authorized, the architect's agreement would be amended to include additional scope of work and fee. A chart showing the negotiated fees by phase, along with a brief description of each phase and its deliverables, is presented in Attachment A.

In order to enter into a contract, the Town must have sufficient funds to encumber the contract. Based on current estimates, the proportionate sharing of costs allocates: 26% of the cost to the

Library; 8% to the Community Services Department; and the remaining 66% share to be paid from donations.

The Town has sufficient funds in the Library Trust Fund (\$8,592,376 as of June 30, 2014) as well as the Community Services Department Facilities Fund (\$2,195,182 as of June 30, 2014) to fund all phases of the contract for architectural services. The Town has provided Atherton Now with a copy of this Staff Report and a request for funding for Phase 1 and 2 of Design Services. Atherton Now is aware of the funding requirements for these and future phases of the project. It is anticipated that work through the Conceptual Phase will end in June 2015. Prior to the expiration of this work timeline, staff will connect again with Atherton Now for funding of future phases. The allocated costs by phase and by funding source are as follows:

			Library	Building	Contributions
Phase	%	Cost	26%	8%	66%
1.MP Confirm	3.79%	\$122,060	\$31,735.60	\$9,764.80	\$80,559.60
2.Conceptual Design	7.99%	\$257,420	\$66,929.20	\$20,593.60	\$169,897.20
3.Schematic Design	9.45%	\$304,300	\$79,118.00	\$24,344.00	\$200,838.00
4.Design Dev	23.85%	\$767,985	\$199,676.10	\$61,438.80	\$506,870.10
5.Construction Docs	36.73%	\$1,182,615	\$307,479.90	\$94,609.20	\$780,525.90
6.Bidding	2.04%	\$65,740	\$17,092.40	\$5,259.20	\$43,388.40
7.Construction Admin	16.15%	\$519,960	\$135,189.60	\$41,596.80	\$343,173.60
	100%	\$3, 220,080	\$837,220.80	\$257,606.40	\$2,125,252.80

The cost for architectural services, for master planning confirmation and conceptual design, is \$379,480. Therefore, there needs to be sufficient donated funds of \$250,457 to pay for the first two phases of design services. Subsequent phases of work for schematic design through construction administration will be presented to City Council for authorization as the phases are scheduled and as funds are available.

POLICY ISSUES

The Civic Center Project is by far the largest capital project undertaking the City has embarked on in many years. Project work through the Conceptual Design Phase includes site and building diagrams, lists of issues for initial site development analysis, six (6) Initial Concepts, two (2) public workshops and further development of up to two (2) Conceptual Design Alternatives with site and building plans. This phase culminates in a Final Concept Plan.

Awarding of a contract for design services for this project indicates a high-level of commitment on behalf of the City Council to make this project a reality. A representative of the Civic Center Advisory Committee is present to provide the City Council with any feedback desired with respect to the Committee's efforts on this project thus far.

FISCAL IMPACT

The Civic Center project budget, including the Atherton Library, upon receipt of sufficient funds from Contributions, will have sufficient funding from Contributions, Building Capital and the Library to pay for the proposed agreement, through Conceptual Design.

PUBLIC NOTICE

Public notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting in print and electronically. Information about the project is also disseminated via the Town's electronic News Flash and Atherton Online. There are approximately 1,200 subscribers to the Town's electronic News Flash publications. Subscribers include residents as well as stakeholders – to include, but be not limited to, media outlets, school districts, Menlo Park Fire District, service providers (water, power, and sewer), and regional elected officials.

ATTACHMENTS

Basic Scope of Work and Fee, by Phase

ATTACHMENT A

PHASE	FEE BY PHASE
1. Master Plan Confirmation	\$122,060
2. Conceptual Design	\$257,420
3. Schematic Design	\$304,300
4. Design Development	\$697,185
5. Construction Documents	\$1,182,615
6. Bidding Assistance	\$65,740
7. Construction Admin. Support	\$519,960
TOTAL	\$3,149,280

PHASE	SUMMARY OF DELIVERABLES
1. Master Plan Confirmation	A draft of preliminary project budget and schedule, site analysis drawing, image boards of photographs and reproductions to document the findings, draft budget and project schedule, and comments for each of these issues related to the new Library and Police programming
2. Conceptual Design	Site and building diagrams and lists of issues for initial site development analysis, leading to 6 Initial Concepts, conduct 2 public workshops and further develop up to two (2) Conceptual Design Alternatives with site and building plans, yielding a Final Concept Plan
3. Schematic Design	Final Schematic Documents will include: Final Schematic Documents Final Presentation Documents Updated Cost Estimate Final Project Budget and Schedule Potential Cost Control Recommendations
4. Design Development	The Design Team's documentation for this phase will include further developed schematic design documents and a copy of the revised cost estimate and recommended cost control methods such as add-alternates will be submitted to the Town for review
5. Construction Documents	The documentation for this phase will include all the documents listed in the previous phases, and all necessary detailing. Additional documentation will include drawings and specifications for Graphics installations and any structural and Title 24 calculations as required by the local reviewing authorities. The draft specifications will be developed into a complete project manual, coordinated with Town supplied sections for bidding instructions and Division 1 construction requirements, and a revised and updated version of the estimate for probable construction cost
6. Bidding Assistance	Architect will assist the Town in obtaining bids and assist in awarding and preparing contracts for construction
7. Construction Admin. Support	Architect will attend a regular schedule of on-site meetings once a week throughout the construction period, to review the progress and general conformity with the documents, assist with inquiries, prepare as-builts and assist with Project close-out.

Atherton Civic Center - Scope of Work

Master Development Plan

March 18, 2015

MASTER PLAN REVIEW PHASE

1.0 Task 1: Master Plan Review

1.1 Sub-Task 1: Project Initiation

1.1.1 Project Initiation - Project Kickoff Meeting

Once the Notice to Proceed has been issued, the Architect will review the approved Master Plan documents, historical background studies and materials, the Preliminary Title Report, Arborist's Report, Geotechnical and Hazardous Materials Report, Underground Utilities Drawing in AutoCAD, and Survey drawings in AutoCAD in preparation for the Project Kickoff Meeting. Architect will meet with the Town's Project Team (Staff, CCAC, mack5) to initiate the project, confirm each project participant's role and responsibilities and set up system for documenting the project and organizing communication among project participants. Initial assignments will be identified and communications lines will be established among project participants.

1.1.2 Preliminary Budget Review

Architect will work with the Project Team to identify overall budget goals and establish breakdown for construction costs, project costs and appropriate contingencies. This initial review will serve as the basis for development of the detailed project budget. *This is a budget driven project.*

1.1.3 Preliminary Schedule Review

The Architect as part of the Project Team will review the preliminary project schedule and specific project goals and milestones. Appropriate periods for department reviews will be established. Specific dates for Public Workshops, Town Civic Center Advisory Committee (CCAC) meetings and Town Council presentations will be determined. This review will serve as the basis for development of the detailed project schedule and number of meetings as noted below.

1.1.4 Meeting Schedule

Once the project schedule is complete, Architect will prepare an initial list of interviews and meetings to be scheduled with appropriate Town and Library Staff. Each meeting will include an agenda that addresses the issues to be covered. Bi-weekly Design Team (Architect and their sub-consultants) meetings will be anticipated throughout this project phase to be coordinated with other Town staff or agency meetings wherever possible.

1.1.5 Quality Control

During all phases of the project the consultant will establish review periods and provide check sets. These check sets will be issued to the entire Design team with enough time before each formal submittal to assure proper coordination and back checking. This will

include internal checklist review and design and technical reviews by senior staff of the Architect's.

Output: A draft of roles and responsibilities, preliminary project budget and schedule, list of interviews and meetings and directory of project participants will be distributed to Project Team.

1.2 Sub-Task 2: Analysis of the Master Plan, Existing Site and Constraints

1.2.1 Initial Site Tour

Architect, their sub-consultant team and representatives of the Project Team will facilitate a tour of the Civic Center site to begin refining the design and technical opportunities and constraints of the site.

1.2.2 Site Documentation

The Town will need to provide appropriate documentation of the site including existing traffic studies, hazardous material analysis, soils analysis, arborist survey and reports, if required by the Planning Department. Architect will evaluate this material and determine if it is sufficient for this phase. Initial meetings with the Planning Department will help determine what will be necessary.

1.2.3 Additional Site Analysis

Architect will build upon the preliminary analysis completed under the Master Plan and prepare an analytical base plan, mapping factors that might influence the design. These include required setbacks, diagrams of noise and climatic factors, SFPUC lines, diagrams of existing vehicular and pedestrian flow patterns and block footprints of the building area and required parking. Existing and additional outdoor space program elements will be identified in this analysis.

1.2.4 Additional Research

It will also be important at this early stage to continue to meet with Town planning staff, so that the Architect can identify additional zoning or environmental constraints on the site. Architect will need to look at maximum footprint, setback, FAR and height restrictions, as well as the Town's guidelines for determining parking requirements.

Output: Provide a site analysis drawing and a brief report documenting the meetings with planning staff and any other site constraints that will impact the project.

1.3 Sub-Task 3: Historical and Contextual Analysis

1.3.1 Neighborhood Tour

The Design team and representatives of the Project Team will tour the Civic Center site and extended neighborhood to become familiar with the existing and historical context of Atherton. Additional members of the community are invited to join the Project Team and contribute their perspective.

1.3.2 Historical Archives

Further historical research of the Town will help the Architect identify significant historical images, events and architecture that may be relevant in identifying and developing an architectural expression unique to Atherton. This will augment the research already done on historic Atherton and the Civic Center site.

Output: Architect will produce image boards of photographs and reproductions to document the findings for the Project's use. These will be available for presentation to Project Team.

1.4 Sub-Task 4: Project Budget and Schedule

1.4.1 Project Schedule and Budget Goals

Architect will meet with the Project Team and representatives of the Town Staff to establish a detailed schedule and budget for the project. Specific Goals established with preliminary work will be confirmed and incorporated in these documents, including all identified additive alternates as defined in the Request for Proposals ("Identified Add Alternates").

1.4.2 Project Budget

Architect will meet the Town's budget goals, augmented by additional input from the cost consultant to set up a working budget document that takes into account anticipated costs for construction, fees and permits, construction management, tests and inspections, furnishings and equipment, moving costs and change order contingencies.

1.4.3 Project Schedule

The Architect will review and confirm the project schedule and specific project goals and milestones. Architect will then generate a draft project schedule that will be distributed to Design Team and Project Team for review. Architect will incorporate comments from the Project Team and those of the Design Team so that a working project schedule can be established. This document should be updated as the project progresses.

Output: Architect will provide a draft budget and project schedule for distribution and review. A final working budget and schedule will be issued and maintained throughout the project.

1.5 Sub-Task 5: Program Review / Revisions

1.5.1 Prioritization of Program Elements

Develop the Administration-Police (Administration, Finance, Building, Planning, and Police) and Library programs along with any joint use facilities. The Administration-Police building will require careful prioritization of the program elements to stay in line with the budget. This should include a peer review and detailed space analysis. The final configuration of the facilities must combine to meet the intent of a needs assessment in a functional and economical manner.

1.5.2 Outdoor Space Program

Existing and potential new outdoor space elements need to be identified and included in the programming exercise. Any existing programs that are displaced will need to be evaluated and relocation or replacement will need to be considered.

Output: Architect will generate comments for each of these issues related to the new Library and Police programming. These comments will be supported by comparisons to similar facilities within the area. Documents will be created to supplement the Building Program. Architect will generate comments and mark-ups of revised program documents authored by the Town's Project Team.

CONCEPTUAL DESIGN PHASE

2.0 Task 2: Conceptual Design

2.1 Sub-Task 1: Site Development

2.1.1 Initial Site Development

This represents the first pass at applying the results of the building program development and site analysis on the selected site. Architect will graphically explore issues of program size, adjacencies, circulation, parking (including underground parking), outdoor space, and scale to the site. Critical elements include the underground utilities, which should be analyzed for adjustments to the building or utility locations and preservation and/or the removal and replacement of heritage trees. The goal of this exercise is to quickly familiarize the Project Team with the elements of the project and identify critical issues that will be further explored in subsequent sessions.

2.1.2 Preliminary Site Development Plans

Once the critical issues have been identified, including the potential for an underground garage, Architect will generate several alternatives for site development that show various approaches to these issues. These plans will be presented to the Project Team in a workshop environment where the Architect can explore the relative merits of the various approaches and begin to introduce design issues about appropriate civic character, response to existing park context and to the community at large.

Output: Architect will produce site diagrams and lists of issues for initial site development analysis and present these to the Project Team. Once critical issues are identified, based on the Master Plan, the Architect will generate alternatives for preliminary site development. The product, comments and meeting notes from Project Team review will be the basis for development in the next task.

2.2 Sub-Task 2: Building Development

2.2.1 Initial Building Development

Once the Master Plan has been studied with the various site development plans, the Architect will begin a more detailed study of the building program and various

approaches to organizing the program elements. Some of the larger issues such as entry, service, views, and massing will have been discussed in the previous task but the Architect will look more carefully at the entire program.

2.2.2 Building Development Analysis and Diagrams

Architect will begin to look at the building's organization and the preferred relationships between the various components of the building program. Architect will start with bubble diagrams which simply address issues of adjacency, and expand these into more accurate space configuration diagrams, that incorporate the actual size relationships of the spaces involved. These diagrams can then be evaluated from a programmatic and operational perspective as well as potential for architectural expression, scale and interest.

Output: Architect will produce building diagrams and lists of issues for building development analysis and present these to the Project Team. The product, comments and meeting notes from this analysis will be the basis for generating alternatives in the next task. These diagrams may be used as collateral for early fund raising efforts.

2.3 Sub-Task 3: Conceptual Design Alternatives

2.3.1 Initial Concept Alternatives

Once a few organizational alternatives are selected, Architect will match these to the Master Plan and create a series of actual concept alternatives that incorporate the opportunities and constraints identified in the site development studies. This should incorporate all Identified Add Alternates, as necessary. Architect will generate up to six (6) Initial Concept Alternatives for review with the Project Team and subsequent public presentations.

2.3.2 Initial Conceptual Design - Public Workshops (2 meetings)

These alternatives, along with results of the site and contextual analysis and Project Team review, will be presented in public workshops. The community will have an opportunity to evaluate the progress and contribute toward the refinement of each plan. The end result will be comments on each of the design alternatives and recommendations for further development.

2.3.3 Initial Conceptual Design Alternatives

Working with Town staff as appropriate, Architect will prepare presentation drawings of up to two (2) preferred alternatives including site plans and diagrammatic floor plans. These alternatives will be presented to a joint meeting of the Town Council and the Project Team in a workshop environment where the Architect will begin to refine the alternatives to maximize the potential of each approach.

2.3.4 Preferred Conceptual Design – Neighborhood Roadshow (up to 6)

Based on the updated presentation documents noted in 2.3.3 and Project Team feedback, the Preferred Conceptual Designs will be presented in a series of public workshops. The community and Library staff will have an opportunity to evaluate the

progress and contribute toward the plan refinement. The end result will be comments on the design progress and recommendations of further development.

2.3.5 Comparative Analysis of Conceptual Design Alternatives

Presentation will include pros and cons as well as specific comments about how each plan addressed critical issues relevant to the budget, the site, the program and other project goals. These pros and cons will be expanded in discussions with the Project Team. One concept, or a combination of several concepts, will be identified for further development with appropriate comments. At this point a final decision will be made as to whether the underground garage will be incorporated into the project.

Output: Architect will generate up to six (6) Initial Concept Alternatives for review that includes all identified additive alternates as necessary. These alternatives, along with results of the site and contextual analysis, will be presented in two (2) public workshops. Architect will further develop up to two (2) Conceptual Design Alternatives with site and building plans developed sufficiently to clearly demonstrate program elements within plans. These Preferred Concepts will be presented in a series of neighborhood roadshows (up to 6). A preliminary list of pros and cons will be generated for discussion.

2.4 Sub-Task 4: Draft Final Concept Plan

2.4.1 Draft Final Concept Plan

Based on direction established in the previous task, Architect will then draft a single Draft Final Concept Plan for presentation to the Project Team. This presentation will include preliminary elevations, sections, exterior materials and finishes. This will be a pin-up style presentation where critique and feedback are encouraged. If appropriate this session can become a workshop style meeting to explore variations of the plan presented. The feedback and the comments the Architect receives will be incorporated in the next task.

Output: Draft Final Concept Plan will include site plan, building plan, preliminary elevations, sections, exterior materials and finishes. Draft Final Concept Plan will include more refined versions of the same with the addition of a simple massing model demonstrating the scale relationship of the civic center to its context.

2.5 Sub-Task 5: Technical Reviews

2.5.1 Town Staff / Project

Architect will meet with the Project Team and appropriate Town Staff to review progress of the conceptual plan development. Any outstanding issues regarding site design and conceptual level planning should be resolved prior to completion of the Final Concept Plan.

2.5.2 Planning / Building / Fire / Police / Utilities

Preliminary presentations will be made to appropriate agencies to identify critical issues that are best addressed at this conceptual level. These presentations also serve as an early opportunity for contribution from these agencies and to establish familiarity with the project.

2.5.3 Civic Center Advisory Committee

Architect will present the Draft Final Concept Plan and Preliminary Cost Estimate for their review and input in a public session. The goal is that the Committee will make comments and the Architect will move on to the Schematic Design Phase.

2.5.4 Preliminary Cost Estimate

Architect will work with Town's consultant (mack5) to confirm a conceptual construction and overall project cost estimate meets the approved budget. Overall project costs will include construction, fees and permits, furnishings, fixtures and equipment, related soft costs, add-alternates and contingencies. There should be a discussion of Project risks, including cost escalation and impact on timing.

Output: Architect will summarize input regarding the Draft Final Concept Plan and Preliminary Cost Estimate received during the various reviews. These summaries can serve as a checklist for further development.

2.6 Sub-Task 6: Final Concept Plan

2.6.1 Review of Final Comments

Architect will meet with the Project Team to review comments generated by the various reviews of the Draft Final Concept Plan. Any issues that are outstanding should be addressed in this meeting with the purpose of clear final resolution. Architect will seek conclusive list of revisions for inclusion in Final Concept Plan.

2.6.2 Concept Plan Presentations

The next presentation will be ready for review by the Project Team, followed by the Town Council.

2.6.3 Final Concept Plan

Architect will make revisions as necessary and prepare Final Concept Plan documents that reflect the comments received throughout the review process. These documents will be the basis for the Schematic Design Phase.

Output: Final Concept Plan will include site plan, building plan, building elevations, sections, 3D digital model, and exterior materials and finishes.