



TOWN CENTER PROJECT HISTORY

SUMMARY

For more than twenty years, the Town of Atherton has been exploring how to upgrade its police, administration and library facilities on its 4.5 acre parcel next to the train station. There is no disagreement that the existing buildings are functionally obsolete and in need of replacement. Over the past seven years, the City Council has taken meaningful action by forming several resident-led task force and advisory groups, with Council liaisons, to guide and give technical advice for the design of a New Town Center.

The current project is primarily staff-driven with guidance and significant technical input from the Civic Center Advisory Committee, consisting of seven resident volunteers and two Council member liaisons. Public outreach and feedback has been extensive. The project has been supported by Mack5 as Project Manager/Cost Estimator and WRNS Studio as design architect. An Environmental Impact Report has been certified by City Council.

The bulk of the project's pre-construction costs have been funded with private donations channeled through Atherton Now (AN), a non-profit, resident group that was established to support the project. We now have plans that are at the 100% Design Development phase. The plan includes the total redesign of the roads and buildings at the 4.5-acre site. The roads have been pushed to the perimeter of the parcel to create a space that is pedestrian, rather than automobile, centric. There are two primary components: 1) a new Town Hall which will house the Administration, Building Permit and Planning functions, Police facilities, Council Chambers, and outdoor areas for holding public functions; and 2) a new Library on the grounds of the old library and adjacent to the Historic Town Hall building which will be renovated to serve as the Library's multi-purpose activity room, and outdoor connecting deck providing space for events and café seating.

The over-arching goals in the design process were to create flexible, functional and environmentally sensitive spaces for our public employees to work in and for our residents to be proud of. Careful thought and planning have resulted in low cost, highly functional facilities that are compatible with the residential surroundings of the Town Center's location and will survive the test of time. The New Town Center is the largest single public project in the history of Atherton and is expected to serve its residents for the next 75+ years.

BACKGROUND

History of Facilities: Atherton's historic Town Hall was placed into service in 1928, and served the Town well for many years. Initially, the police department operated out of the rooms currently used by Atherton's Heritage Association, including a current records storage room that was used as a jail. At that time, Atherton was composed of summer residences of San Francisco families and those lots were very large with few year-round occupants.

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The current police and administration buildings opened in 1965 on Ashfield Road, when Atherton's population was between seven and eight thousand, about the same as it is today. Those buildings have served their full useful lives, cannot be economically upgraded to current code standards, and need to be replaced. Additionally, the Town has added temporary facilities (trailers) over the past 30+ years to satisfy the service requirements related to various local, State and Federal legislative mandates. Studies going back to 1994 consistently show that none of our existing buildings remotely meet current codes for new buildings. As examples:

- 1) **Planning and Building Departments:** Because of space constraints in the 1965 Ashfield building, these departments were moved to a "temporary" trailer in 1999. This building was meant for short-term occupancy, but it has been used for the last 17 years. It is literally covered with a tarp to stop rain from destroying the interior.
- 2) **Library:** The Library was originally housed in a converted single-family dwelling directly behind Town Hall. It was expanded in the mid-1980s into its current four thousand square feet (sf) size with the addition of a main reading room. Growth in our community's services has rendered the building inadequate for current library purposes.
- 3) **Police:** The Police Department is the most woefully inadequate of our buildings. The department's needs for growth have been satisfied with modular units, storage sheds, etc. with the assumption that new facilities would be built in the future. The state of the department is a reminder that this has taken far too long. Our police facilities are so constrained that we have to use our Public Works Operations building as our Emergency Operations Center (EOC).

History of Review Process:

- 1) **Gee Study (1994):** Building deficiencies were being studied as far back as 1994, when the Town engaged Edward Gee & Associates to analyze needs and propose facility improvements. Some recommended temporary improvements were added to the police department, including modular trailers for Police personnel, a garage for Police motorcycles, four modular units constituting the Permit Center and a Public Works Operations building that also serves as the Town's Emergency Operations Center.
- 2) **Blue Ribbon Task Force:** In 2008, the City Council appointed a Blue Ribbon Task Force (BRTF) to evaluate feasibility of a new police and administration building. The BRTF concluded in its report in 2009 that the Town had need for approximately 27,000 square feet (sf) of facilities to replace approximately 14,000 sf then in use.
- 3) **The Town Center Task Force:** In 2010, the City Council appointed a Town Center Task Force (TCTF) which continued the work of the BRTF. The TCTF conducted a design competition, selecting Nichols, Melburg & Rossetto to prepare sketches of the new City Hall building. At the end of 2012, Atherton voters approved Measures F & L, which precluded a new Library in Holbrook-Palmer Park and also required that the majority of funding for a new Town Center be primarily from donations and other sources, and not

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from general or parcel tax funds. With the passage of these measures, Council thanked members of both committees and decided to start the process anew.

- 4) **Civic Center Advisory Committee:** In 2013, the City Council recognized the public decision to keep the library in the Town Center and formed the Civic Center Advisory Committee (CCAC) with two ex-officio Council members and seven Town residents.

CCAC PROCESS AND PROGRESS

Milestones: 2013

- RFP for a Master Plan for entire site approved by City Council
- CCAC was created by Council selected HMC Architects to prepare a Master Plan
- CCAC updated Library Needs Assessment, recommending a library of 9,000 sf and an optional program multi-purpose room of 1,500 sf.
- HMC conducted a public visioning meeting, 6-7 neighborhood outreach meetings and a site plan that envisions a police and administration facility on the north and a library south of a Town Green, created by rerouting Ashfield Road to connect directly with Fair Oaks Lane and relocating Dinklespiel Station Lane to the eastern edge of the site
- First cost estimate of \$67M is rejected by CCAC

In January, Council directed staff to begin the Master Plan (MP) process, and asked staff to solicit CCAC members. In February, Council authorized issuance of an RFP for the MP, and approved the RFP at their March meeting. Residents selected for the CCAC had a breadth of skills, with significant emphasis on building design and construction but also including business management and communications. The CCAC first met in April and reviewed the MP proposals. In May, Council and senior staff participated in two days of a Goals Workshop and were challenged by the facilitator to produce a new Town Center within 5 years (i.e. by 2018).

The CCAC ranked the MP proposals and unanimously recommended HMC Architects to prepare the Master Plan. The CCAC made two key decisions:

- that the project would be budget-driven; and
- that public involvement would be significant throughout the project's design.

In July, Council approved an agreement with HMC for \$196k to prepare the MP. In September, the CCAC hosted over 50 residents who engaged with HMC architects to envision the Town Center. CCAC members, in subcommittees and as a whole worked diligently with HMC for the remainder of the year to engage Atherton residents and to explore concepts for the project.

At the CCAC's recommendation, the City Council approved the use of library funds to update the 2010 Library Needs Assessment prepared for the Atherton Library Building Steering Committee. This update was performed by Brad Cox. In a parallel effort, the library subcommittee visited a number of newer libraries on the Peninsula and in the Bay Area to learn about current trends and future needs. The updated Library Needs Assessment concluded that Atherton's Library should be about 9,000 sf and include an optional multi-purpose room of 1,500 sf, for activities such as

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classes and other programming beyond circulation and use of media. Flexibility and adaptability were to be considered key design elements for the new library.

Over the next several months, the CCAC and HMC held outreach meetings within each of the major neighborhoods within Atherton (Lindenwood, West Atherton, Lloyd Park, Civic Center, west of Alameda, etc.). These meetings were very well attended and quite active. Residents freely shared their thoughts about what felt right to them. Through the 6-7 meetings, a clear consensus on the site plan quickly came together. In November, HMC presented their summary of input from all the outreach meetings to a joint City Council/CCAC meeting. As a result, HMC made changes to the Master Plan, which envisioned placement of the new Town Hall along Fair Oaks, the Library remaining in roughly its current position, and a Town Green between the two and Ashfield Road connecting to Fair Oaks Lane rather than to Station Lane.



While the Plan was met with praise, the accompanying cost estimate of \$67M was an unacceptably high budget for the CCAC. In order to reduce cost, the CCAC requested that several major project components be moved from the Base Bid to an optional Add-Alternate category. These were chiefly the underground parking garage, gun range and solar photovoltaic arrays.

Milestones 2014:

- Base cost estimate of \$31.8M presented to Council for 27ksf Admin/PD and 9ksf Library, plus optional an historic Town Hall renovation (2ksf)
- Removing several components as Add-Alternates is recommended by CCAC
- Placeworks selected for EIR
- CCAC develops list of comparable cities to compare typical Police Department programs
- Mack5 selected as Project Manager and independent cost estimator

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- RFQ/RFP process approved to select design architect
- 16 Statements of Qualification received from design architects
- 5 finalist architects selected

HMC provided information to their independent cost estimator, who revised her estimate to \$31.8M for the base project, with Add-Alternates of about \$23M. Based on this estimate (and the existing \$15M from Library funds and \$3M from Building Department Fees), the CCAC recommended a fund-raising range of \$20-25M as they recommended the Master Plan to City Council, who received it in April (deferring approval until certification of the Environmental Impact Report (EIR)). A CCAC subcommittee selected a list of comparable peer cities in order to research what would be an appropriate size of the Police Department, as this component was growing the most of all the departments. Staff solicited information from Police departments throughout California which had built or significantly remodeled stations after 1992, the advent of modern Building Code requirements for Essential Buildings as well as Americans with Disabilities Act (ADA) accessibility requirements.

Due to the emphasis on being budget-driven, the CCAC recommended that a project management consultant with independent cost estimating expertise be engaged first, prior to hiring the design architect. A CCAC subcommittee reviewed and recommended an RFP to Council, who authorized its distribution in May. In June, the CCAC narrowed the field of 18 submissions to three firms who were asked for detailed proposals. A CCAC sub-committee, assisted by the engineer who managed the design of San Jose's City Hall, interviewed 3 short-listed firms and recommended Mack5 to be the Project Manager, based on their focus on cost estimating and their team, which included a design architect, estimator and construction manager. Council approved an agreement for \$896,573 in July with Mack5 to be the Project Manager. Mack5 recommended and the CCAC concurred with a two-step RFQ/RFP process for the design team. At the same time, following an RFP process led by the Town Planner, the CCAC recommended that Placeworks, selected as the EIR consultant, prepare an EIR at a fee of \$146,808.

Mack5 prepared a very detailed scope of work (SOW) for the design architect for review by the CCAC. In addition to typical design tasks, the CCAC focused on inclusion of extensive public engagement throughout design, in order to make sure that the project reflected broad public input and support, recognizing the critical importance to complement fund raising efforts. Council authorized issuance of the RFQ in November, and the Town received 16 Qualifications Statements from architects. CCAC members short-listed 5 firms and began the interview process, which continued into the next year.

Milestones 2015:

- WRNS Studio was selected as design architect
- Atherton Now organized as fundraising group to solicit donations
- CCAC validated PD program based on analysis by Eric Glass and Chief Flint
- Conceptual Design report was accepted October 2015; includes 38.5 ksf estimated at \$42.9M, including renovated Town Hall, solar PV, upgraded building elements, mainly for sustainability, increased contingency and cost escalation

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- Monthly summary to City Council initiated

Five architects were interviewed and ranked, with two firms emerging as top choices. One firm, with significant residential design experience in Atherton was favored based on their Police sub-consultant, but CCAC members expressed concerns over the firm's ability to develop traditional designs. The other firm's focus on sustainability was appreciated, but lack of Police expertise and the Town's prior experience with their landscape architect were concerns. When contacted about these concerns, this firm hired Eric Glass, an architect well-experienced in Police station design, and substituted a well-known landscape architecture firm, which secured the CCAC's recommendation. Staff negotiated a fee based on the detailed scope of work and reduced it from the firm's proposal, based on some deletions from the scope that the CCAC deemed less important and staff's willingness to meet with the firm in their San Francisco offices rather than always in Atherton. As a result, Council selected WRNS Studio as design architect and awarded them a contract for phases 1 & 2, Master Plan confirmation and Conceptual Design, for a fee of \$379,480, partially funded by a \$250,457 donation from Atherton Now, a non-profit organization whose mission is to secure financial support for the new Civic Center.

WRNS validated the basic concepts of the Master Plan, and with the help of Eric Glass, thoroughly analyzed Police needs. WRNS developed alternatives showing separate police and administration buildings, as well as a new Council Chambers, and a separate Library. In the same time frame, CCAC committee members, working closely with Police Chief Ed Flint and the architect team, refined the Police program, which listed all functional areas and room sizes, consolidating functions while still providing space where Police officers and support personnel could work to deliver quality services. The resulting square footage of Atherton's police department was reasonably within the range of our peer group recommendation. WRNS tested alternative building locations and configurations and presented them in neighborhood meetings mostly hosted in residents' homes. The results were summarized in the Conceptual Design below. One addition that was made as a result of public input was to include a café on the library site.



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City Council authorized the Schematic Design phase in June for a fee of \$304,300, with AN donating \$200,838. Council adopted the Final EIR in September and also approved the Conceptual Design report in October. Staff analyzed and explained significant changes from the Master Plan to Conceptual Plan, which included the Historic Town Hall as part of the Library program space, inclusion of photovoltaic systems to both major buildings in pursuit of a Zero-Net-Energy designation, and cost escalation due to lengthened schedules. Overall, the project grew from the Master Plan's 37ksf to Conceptual Plan size of 38.5ksf, with the budget growing from \$33.5M to \$42.9M. Mack5's estimate also was larger due to their recommendation to increase the overall project contingency from 10% to 12%.

Due to concerns with the location, depth and easement rights pertaining to the 36" SFPUC water line bisecting the site, City Council approved an amendment with WRNS to prepare a design to relocate the pipe. Subsequently, the Council Chambers element at the southern end on the Police wing was rotated so that its façade would face Town Hall. This moved the Chambers away from the water line enough so that it would not need to be relocated to avoid construction impacts.

In order to broaden knowledge of the project's progress, the City Manager directed staff to prepare a monthly summary reports for City Council.

Milestones 2016:

- Design style (Santa Barbara Mediterranean) selected
- Schematic Design approved and refined
- Design Development authorized
- Received a \$40,000 grant to improve energy efficiency
- Design review reduced the size of the City Hall by about 4,700 sf
- 50% DD cost estimated at \$38.9M
- Landscape concept for natural look and year-around greenery recommended
- 75% Design Development prepared by WRNS

WRNS continued to refine Schematic Design, with CCAC input. Much discussion focused on the building façade design, including door, window and roof elements selected to be similar to Santa Barbara style prevalent at UC Berkeley and Stanford University, as well as in Downtown Palo Alto and in many Atherton residences. Council Chambers are attached to the southern end of the PD at an angle, which avoids conflict with a 36" SFPUC water line. Council had directed staff to pursue relocation of the water line and WRNS' sub-consultants were designing the new line in order to develop more accurate cost estimates. Council and CCAC jointly hosted another public open house attended by over 60 residents, nearly all of whom favorably commented on the project's design. Following public input, the CCAC recommended and Council approved the Schematic Design in May. WRNS was authorized to proceed to Design Development for a fee of \$767,985, with AN contributing \$506,870.

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ATHERTON CIVIC CENTER · FAIR OAKS VIEW



ATHERTON CIVIC CENTER · CIVIC COURT VIEW

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In June, Council directed that the project budget be reduced by \$1.8M in order to cap fundraising requirements at \$25M. Staff worked with WRNS to reduce some elements in the base bid towards this objective, with significant changes to landscaping and inclusion of enhancements as Add-Alternates as well as removal of sustainability elements beyond the requirements of the California Green Building Code from the basic design for the Administration/Police building. Physical building design changes resulted in reductions to the overall size of the main building by about 4,500 sf. A cost estimate prepared at the 50% Design Development stage yielded a cost of \$38.9M. Library costs increased from \$13.4 to \$14.9M, with its construction estimated at \$835/sf. The Administration/Police building costs, by comparison are estimated at \$600/sf, and costs allocated to the Building Development increased. As a result, Council supported realignment of saved building fees to help offset the higher estimated replacement of Building Development facilities. Staff noted that the estimated funding requirement from donations was reduced to \$20.7M.

In September, City Council authorized the City Manager to contract with WRNS to redesign the Corporation Yards at the Civic Center and Holbrook-Palmer Park for a not to exceed fee of \$527,500 in order to accommodate changes made by the Civic Center design. Changes which necessitated this additional task were the realignment of Station Lane and relocation of some storage functions from the constrained Police parking lot and auxiliary building.

At the November 16th Council meeting, based on a letter from the SFPUC stating they did not favor moving the existing 36-inch water line running through part of the project site, Council directed staff to negotiate an agreement with the SFPUC to establish new and revised water line easements, and terms of payments for Council's consideration.

At the joint December 5th Council and CCAC meeting, Council reviewed and approved the Sustainability Summary for the various building elements, including their initial cost and return

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on investment (ROI) and provided direction to the project team on which elements should be included in the base building plans. The Council advised that the Library Building may seek to attain a zero-net energy profile, where feasible physically and fiscally; however, for the remainder of the campus and Administration/Police building, incorporation of sustainability features beyond the California Green Building Code requirements were to be done as add-alternates and not a part of the base design (with specific Council-approved exceptions). The Council also provided some direction on the placement of photovoltaic options for the Administration/Police building as well as direction regarding landscaping concepts and water features.

Target Milestones 2017:

- February 1 -- Project History to be presented to Council in a joint meeting with the CCAC.
- February 6 -- Anticipated that landscaping plan will be forwarded from CCAC to Council.
- February 15 -- Council discussion scheduled to consider call for special election to discuss Measure L, and consider approval of 100% Design Development Plans and Cost Estimate, and Council to direct project team to proceed with construction documents (CD).

Project Schedule

The Project Schedule will be presented to Council with 100% Design Development plans and Cost Estimate for approval at their February 15, 2017 meeting. Construction is scheduled to begin in early FY 2017/2018, with a project opening in FY 2019/2020.

Project Funding

As of December 7, 2016, the total accrued project expense budget was \$3,429,500. These funds were provided from the following: Library Fund - \$946,500, Building Facilities Fund- \$594,000, General Fund- \$354,000 and Civic Center donations - \$1,535,000.