

Memorandum

To: City Council

From: Scott Hugill, Administrative Services Director

Via: John J. Caulfield, City Manager

Date: December 18, 2008

Subject: Civic Facilities Task Force Recommendation for a Community Center and City Hall

Summary

In June of this year the City Council established a task force to make a recommendation on replacing the community's aging civic facilities. This staff report summarizes the recommendations of the Task Force with regard to a Civic Center project that incorporates city offices and a community center.

Scope of Work

The "Civic Facilities Task Force" was charged with identifying services, site alternatives, conceptual designs and financing for a community center, city offices and recreation pavilion. The group was also to review facility needs for the Lake Ballinger Golf Course Clubhouse and Fire Station 18.

Members of the Task Force included representatives from many of the City Council's advisory boards, as well as at-large members from the community:

Vic Sood, Chairperson	Steve Lahti, Business Association
Pat McMahon, Vice - Chairperson	Al O'Brien, Seniors Group
Judy Ryan, Arts Advisory Commission	Bob Downing, Community Member
Yvonne Jones, Police Advisory Board	Bob Dybing, Community Member
Alice Kier, Planning Commission	Patrick Pierce, Community Member
Gerald Conner, Rec. & Parks Commission	

Although the Task Force's initial scope of work was to evaluate all City facilities at one time, the scope changed with the collapse of the Council Chambers ceiling shortly after the group's first meeting. Following that incident, the Task Force decided to first focus on City Hall and a community center.

Step 1: Identifying current and future service needs

The first step involved identifying the services and programs that would be housed at City Hall and a community center. To do this the Task Force looked at current community services and programs, and also asked the community for input.

The Task Force also toured City Hall, the Recreation Pavilion, the Police Station, and Fire Station 18. The Task Force concluded from these tours that these facilities are at or over capacity, and are too old to be remodeled in a cost effective way.

To get input from the community the Task Force hosted information booths at Tour de Terrace and National Night Out, and also held four open houses. The programs and services most often request at these events were the following:

- | | |
|---------------------------------------|---------------------------------------|
| Farmer’s Market (101 requests) | Performing Arts Center (36 requests) |
| Community/Senior Center (69 requests) | Community Meeting Rooms (34 requests) |
| Public Plaza (47 requests) | |

A complete list of public comments can be found in Attachment “A”

Step 2: Identifying site alternatives

After identifying the programs and services to include in future facilities, the Task Force next looked at sites where those facilities could be located.

The City contracted with ClearPath to identify possible sites and to work with the Task Force on developing criteria that could be used to narrow the list of sites down to a manageable few. ClearPath began by looking at sites in the Town Center that would have adequate space to meet long-term community needs and had a cost that would represent a reasonable investment over the long term. This led to an initial list of 12 sites in the Town Center area.

ClearPath next worked with the Task Force to identify criteria that could be used to narrow the list of potential sites. The selection criteria involved four general factors:

- | | |
|-------------------------|-------------------------|
| Public/Civic Investment | Business Revitalization |
| Location | Environment |

Applying these criteria to the potential sites, the Task Force is recommending that the current civic center site (23204 58th Avenue) be used for the new city hall and community center.

A full list of the site selection criteria, as well as the scoring matrix, can be found in Attachment “B.”

Step 3: Space Needs Assessment

At the same time ClearPath began work on identifying potential sites City Hall and the community center, a design team began work on determining the actual size of the buildings themselves.

The design team was led by Miller Hull, an architectural firm from Seattle. Miller Hull brought with them the space planning firm 33 Design, Miller Hull and 33 Design began the space needs assessment by reviewing the public comments the Task Force had gathered at open houses and other public events. This information led Miller Hull to determine a preliminary size for a community center and public plaza.

In addition to public areas, Miller Hull and 33 Design also interviewed City employees to get an idea of how much space would be needed for the services offered at City Hall.

From the design team’s work the Task Force is recommending the following facility sizes:

City Hall (including Police Station).....	40,494 square feet
Community Center.....	8,500 square feet

A copy of the space needs assessment can be found in Attachment “C.”

Step 4: Conceptual Design

With both the site and space needs determined, Miller Hull and the Task Force next turned toward conceptual design of the buildings and grounds.

For this work Miller Hull brought EDAW, a landscape architecture and planning firm, onto the design team. Miller Hull reviewed comments that Task Force members had made during tours of civic facilities in Northgate, Redmond, Bellevue, Mercer Island, Puyallup and Northshore. These comments ranged from building materials and entry ways to public art displays and lobby areas.

Miller Hull and EDAW used these comments, together with site topography, to develop four design options for the current civic center site. The Task Force ultimately recommended an option that included a community center of approximately 8,500 square feet, and a City Hall which, together with the existing Police Station, would provide approximately 41,000 square feet. This option also calls for underground parking and a public plaza to accommodate a farmers market and other outdoor events.

A full list of Task Force comments from the tour of civic facilities can be found in Attachment “D.” Added to this attachment at the December 18 meeting will be conceptual drawings of the Task Force’s recommended design.

Step 5: Cost Estimate

With the Task Force’s preferred design option identified, Miller Hull next prepared cost estimates for the project based on LEED Silver, Gold and Platinum levels of construction. (“LEED” refers to “Leadership in Energy and Environmental Design.” The City Council earlier this year identified the LEED Silver level of construction as the preferred level for City facilities.)

Of the three cost estimates prepared, the Task Force is recommending that the Council pursue the LEED Silver standard of construction. The cost estimate for this standard of construction is \$37,681,376 based on a timeline of going to construction in Summer of 2011.

A copy of all three cost estimates is at Attachment “E.”

Step 6: Financing

Covering the actual cost of the project involves two elements: a revenue source and a debt tool. The term “revenue source” refers to the actual source of money to pay for the project. During the Task Force’s first meeting in June the group reviewed a wide range of revenue sources that could be used to fund City projects – everything from grants and earmarks to taxes and fees.

Ultimately the Task Force reviewed two revenue sources to fund the civic center project: a voter-approved property tax levy and a voter-approved increase in the utility tax.

After discussing the issue at their December 10 meeting, the Task Force is recommending that the Council pursue a voter-approved property tax levy to fund the project. The Task Force’s recommendation is based on at least three factors: (1) the property tax levy is not regressive as is the utility tax, meaning it does not impact low-income residents to the same extent as a utility tax; (2) a voter-approved property tax levy can be deducted from federal income tax; and (3) low-income senior citizens can qualify for an exemption from paying the property tax levy.

The term “debt tool” refers to the loan mechanism, such as a municipal bond, that would be used to spread the cost of the project over a period of time. The Task Force looked at a number of options ranging from public-private lease/purchase partnerships to multi-year municipal bonds. The Task Force is recommending the use of a 30-year municipal bond to finance the construction of the project. This bond would be repaid through the voter-approved property tax levy identified above.

A comparison of the voter-approved property tax levy and the voter-approved utility tax are in Attachment “F.”

Next Steps

The Task Force is requesting an extension of the timeline in the founding Resolution so that the group can continue working on options for the Recreation Pavilion, Lake Ballinger Golf Course Clubhouse and Fire Station 18 in January. This work will include design, cost estimating and financing options for the Pavilion, and general recommendations for the Clubhouse and Fire Station 18.

Attachment A

Public Comments

Results from Public Events

What future community facilities would you like to see the City help provide (as part of a Civic Center project)?				
	Tour de Terrace	National Night Out	Open Houses (September 2008)	Total
• Farmer's Market	49	35	17	101
• Community/Senior Center	21	18	30	69
• Public Plaza	16	16	15	47
• Performing Arts Center	14	10	12	36
• Community Meeting Rooms	7	4	23	34
• Other?	7	11	3	21
• Art Gallery	8	5	7	20
Any other comments on civic facilities and/or community needs?				
Tour de Terrace	National Night Out	Open Houses		
<ul style="list-style-type: none"> • Skate park - 5 • Larger off-leash dog park than the one currently being built - 1 • City Hall • New City Hall - 3 • Rock climbing wall - 4 • No off-leash dog park • Community garden (veggie) • Amphitheater 	<ul style="list-style-type: none"> • Soccer fields • Amphitheater • Pet area • Water play • Improved playgrounds in parks • Youth activities - 1 • Fix up the swim area at Lake Ballinger • Skate park • Spray park • BMX park • A youth center - teens to 20's • Town Center 	<ul style="list-style-type: none"> • New City Hall - 3 • Youth Center • Underground parking – 3 • Amphitheater • “Green” Building - 3 • Wider sidewalks with benches and protection from weather • Thrift store and rental equipment – 1 • Coffee shop – 1 • Daily lunch with classes – 1 • Gun shooting range – 2 • Kitchen facility – 2 • Pet area – 2 • Large grassy area • Community garden (veggie) 		

Attachment B

Site Selection Criteria

Site Selection Criteria

Public/Civic Investment

- Prioritize sites that are available in near term to accommodate relocation requirements of Mountlake Terrace Civic Center.
- Act prudently in locating the Civic Center close to other existing or planned civic uses.
- Ensure size is adequate for City Hall/Civic Center functions and capable to accommodate expansion (to possibly include, Community Center, Police, Public Space, Etc...). (Not too small or large)
- Act in a way that supports future Town Center development and does not take prime development land for Civic Center project(s).
- Coordinate Public & Private Investment to achieve optimal leverage of public funds, assets and resources.
- Priority consideration shall be given to public investments that promote future private investment
- Recognize costs of a Civic Center may vary by location. The allocation of public funds should strive for operational efficiencies and value in the selection of a Civic Center location
- Requires expansion/phasing opportunities for future use.

Location

- Highly visible and/or accessible location is preferred.
- The new site should have utility infrastructure availability.
- The site should provide for long-term expansion potential and opportunities for private use of public space. Additional potential civic uses should be considered.
- The location should allow the City to promote other City goals for land use, transportation and circulation, environmental protection and enhancement (LEED), as well as effective and compatible delivery of public services.
- The site should promote multi-modal access to the Civic Center by transit, pedestrian, bicycle, motorized vehicles (especially carpools) and service/delivery vehicles.
- In selecting the Civic Center location, priority consideration should be given to property(s) on the market or identified as being available, which are suitable for redevelopment by the property owner(s) as part of a negotiated process.
- The new site should have easy East West access and flow. It's useable for the entire community. Easy for people to get to.
- The new site should be compatible with zoning.

Business Revitalization

- Town Center redevelopment plans as part of/extension to a Civic Center should be encouraged to address the needs and interests of existing businesses, while serving as a magnet to attract new business to the core of the City.
- In order to maintain continuity of business during redevelopment, particularly those primarily impacted by acquisition and construction, where appropriate and to the extent legally allowable, assistance with marketing and relocation should be provided.

Environment

- Downtown redevelopment should be managed in such a manner to integrate and support sound ecological principles.
- Respect current landform and try to keep significant trees
- Priority consideration should be given to recognizing natural landforms, along with retaining, improving and adding green and open spaces.
- The site allows restorative and resource conservation benefits
- The site permits good for passive energy use
- The site supports Low Impact Storm Drainage (LISD)

Attachment C

Space Needs Assessment

Attachment D

Comments from Task Force Tour

Conceptual Design (Distributed at December 18 Meeting)

Civic Facilities Advisory Task Force
Facility Tour Comments
September 3, 2008

 Northgate Community Center
 Redmond City Hall
 Bellevue City Hall

 MercerView Community Center
 Puyallup City Hall
 Northshore Senior Center

- Consolidated service/permit area
- Open area for public shows
- Kitchen in community center for teaching
- Exercise area in community center
- Window seats
- Convenient location to transit
- Raised floors (for conduit and heating/cooling) that also eliminate the need for ceiling tiles.
- Conference rooms with doors leading to the outside
- Lobby area for the public to meet and gather prior to, during, and after Council meetings
- Avoid tall interior walls near windows so that natural light can pass through the building
- Take advantage of area views
- Have the audience close to the Council during meetings
- Ensure the connection of library, community center, parks and city hall
- Gather rainwater for irrigation of campus gardens
- Separate public restrooms from employee restrooms
- Don't make lobby so large that it's wasted space
- Follow Bellevue's model for a Council chambers with seating for 120, a clean design and good acoustics.
- Have public areas in City Hall to display artwork.
- Display historical photos in entryways and lobbies
- Use a garage-door-style metal gate to separate office areas from public areas (Council Chambers and lobby) after hours
- Operable windows for ventilation when conditions are right (notification via email)
- Have Councilmembers share monitors at their seats for viewing presentations being shown to the audience on a screen. This avoids the need for two or more screens to accommodate the audience and Council.
- Lots of windows and skylights
- Use natural materials (wood ceilings); avoid metals
- Well-defined entry to service counter
- Covered patios and balconies
- Separate night-time meeting areas from day-time office areas
- Seating areas in lobby for staff to meet informally with customers to review permits, projects, billing questions, etc.
- Narrow building to accommodate natural light passing through from south to north
- Exercise room with lockers
- Tie inside and outside together with patios and balconies

- Mock-up the Council dais before final construction so that Councilmembers can gauge height, distance to audience and ability to see presentations
- Have the Council Chambers relatively shallow so that audience is close to dais.
- Have a triangular table in front of dais for staff to sit during presentations, and for Council to use during study sessions
- Lots of small meeting rooms that can ultimately be used for workspace as employees are added over 20 years.
- For lighting in the landscaped areas, use sturdy bollards that withstand vandalism
- Use on-demand hot water for kitchen in community center
- Use light-colored interior paint and large windows to create brightness and minimize the need for lighting during summer.
- Don't put public restrooms too close to the Council Chambers; similarly, make sure the lobby area is audibly separated from Chambers

Attachment E
Cost Estimate

(Distributed at December 18 Meeting)

Attachment F

Financing

