Agenda Item: 1.a

Meeting Date: November 4, 2019

MEMORANDUM

To: City Commission

Date: 2019-11-01

From: Douglas Hutchens, Deputy City Manager

Subject: Schematic Design Discussion on the New City Hall and Parking Garage Project

Presenter(s): Jennifer K. Bramley, City Manager; Douglas Hutchens, Deputy City Manager; Ward Friszolowski and Amy Weber of Harvard Jolly Architecture

Recommend: Discuss Schematic Design Options for the New City Hall and Parking Garage Project

Epic Goal(s): Create a Visual Sense of Place Throughout Dunedin

Boards & Committees: Architectural Review Committee
Arts & Culture Advisory Committee
Board of Finance
Committee on Environmental Quality
Community Redevelopment Agency Advisory Committee
DRC (Development Review Committee)
Disabilities Advisory Committee
Historic Preservation Advisory Committee
Local Planning Agency

Budget Impact: The City Hall and Parking Garage project is budgeted at $24,732,995 million from five funding sources as outlined in the attached Supplement Memorandum of June 19, 2019.

Past Action: The City Commission selected site plan option #5 at their regularly scheduled meeting of May 14, 2019. This placed the new City Hall on the east parcel

and the parking garage on the west parcel. Site plan option #5 includes two out-parcels; one retail parcel fronting Highland Avenue and one residential parcel fronting Wood Street.

Next Action: Selection of the preferred Schematic Design Option followed by moving into Design Development (next step in refining the design).

Attachments: A. ARC Meeting Minutes 10-01-19.pdf, B. 19-09-10 Public Input Session.pdf, C. CRAAC Minutes 5119.pdf, D. Site Plan 10_25_19.pdf, E. 19-10-09 LPA minutes - Final.pdf, F. CITY HALL PHASE 2 SUPPLEMENT.pdf, G. 19-10-15 2nd Public Input Session re NEW CITY HALL- Final.pdf, H. 19-03-19 New City Hall Listening Session.pdf, I. PowerPoint Slides on Input.pptx, J. SUPPLEMENT: CEQ draft minutes.pdf,

Background: Harvard Jolly Architects are under contract for the programming and design of the City's new consolidated City Hall facility and parking garage. Programming of minimum space needs and site plan selection (Phase I services) is complete. Site plan option 5, a hybrid of Option I, was adopted which reduced the parking garage from three to two decks, deleted an office component along Virginia Street, and placed City Hall on the east lot and the parking garage and outparcels on the west lot (see attached Exhibit D). Site plan option 5 was supported by public input, several community boards and committees, and incorporated the findings of an independent market analysis and property appraisal by Colliers International.

Phase II entails design, bidding and construction administration services. Harvard Jolly is currently in the Schematic Design stage of Phase II services. Detailed Design and Construction Document preparation will follow approval of the preferred Schematic Design by the City Commission.

Three (3) design options were initially prepared for public comment and Commission input. Those design options were expanded to seven (7) as the community, Commission, staff and architects worked collaboratively to develop an iconic design most reflective of this community's vision and Dunedin's adopted EPIC Goals. In addition, the sought after design of City Hall has been one which is a reflection of our community's perceived self-image, our prosperity and stability, and as a point of pride. The goal has been to create a building as our local seat of government where services are rendered to the public cost-effectively and conveniently; a civic forum where a representative form of government is practiced. The term iconic may be overused but it is never undervalued.

On November 4th, 2019, Harvard Jolly will share their latest PowerPoint presentation covering the design options to date, the pros and cons of each, current cost trends and other relevant factors for Commission consideration and will be available to answer questions.

COST OF THREE DESIGN OPTIONS

Harvard Jolly is contracted to provide cost estimates upon completion of Schematic Design, Design Development and at Construction Documents completion. To date, options 3, 5 and 7 have garnered the most attention though none have been eliminated from consideration. Minutes from public input meetings and Boards and Committees are attached. These three options have been priced as part of that iterative design process where design and budget are continually reconciled. Following are Schematic Design cost estimates for those three design options and the parking garage.

- Budget: $13,125,000
- Option 3: $14,100,000 or $975,000 more than budgeted
- Option 5: $14,100,000 or $975,000 more than budgeted
- Option 7: $15,000,000 or $1,875,000 more than budgeted

The garage and associated site improvements were budgeted at $6,218,100. The current estimate for construction of the garage is $6,900,000 or $681,900 more than budgeted. It should be noted that restrooms were added to the garage after initial budget estimate preparation. The cost estimates for both City Hall and the garage have a 10% cost estimate contingency (given the preliminary nature of the documents at this level) and a 3% cost escalation factor projecting costs to bidding late in 2020.

The total project budget is $24,732,995 (including $5,389,895 in soft costs). The project's total Schematic Design cost estimate is presently $26,389,895 for Options 3 and 5, and $27,289,895 for Option 7.

PROJECT COST CONSIDERATIONS

As staff works to reconcile design estimates and budget we are mindful of both opportunities and consequences in the decision-making process during Schematic Design. There are certainly opportunities to pursue to improve upon our budget position. There are specific cost savings opportunities available to consider some of which are as follows:

- City Hall is currently designed at approximately 39,000 sq. ft. and the budget was predicated on 37,500 sq. ft. (1,500 more square feet or 4% larger than budgeted). Though City Hall has been optimized for current and future service delivery through a rigorous programming exercise, economies may be achievable with strategic reductions and/or elimination of spaces. Examples include reducing the size of the Commission chambers, two-story lobby, growth-related future office space and select conference rooms.

- The latest four (4) design options are more complex than the first three (3) design options as the architects work to develop a consensus-building, iconic design the community will embrace. Simplifying the building design could bring cost savings. That could include the elimination of the plaza area roof cover and providing for a more modest overhang. However, doing so reduces the functionality of the plaza deck as a great gathering place. Reducing the extent of exterior glazing is another value engineering

consideration. For certain, it is not recommended to sacrifice the quality and longevity of the building materials needed to ensure a multigenerational structure. The Commission has been clear that our new City Hall be durable, not disposable.

- As previously mentioned, public restrooms were added to the garage consistent with the Downtown East End Plan (DEEP) and the noted toilet deficiencies in the area during special events. These restrooms could be eliminated as well as the aesthetically-pleasing end wall treatments on the garage as a cost savings measure. We also asked the architect to consider a taller first deck on the garage to allow for the parking of oversized City vehicles on the ground level for storm protection. This taller ceiling height will make future conversion of the parking spaces to retail space simpler should first level parking become unnecessary. There is potentially a cost savings by reducing the first deck level height.

- Solar Power was budgeted at $2.5 million with Photovoltaic (PV) panel placement on the top deck of the garage. The current approach is to install the PV panels on the roof of City Hall. There will be a cost savings by doing so but that savings has not been determined. By Ordinance, it is the City's stated objective to achieve Net-Zero energy status on municipal buildings. To achieve that objective on City Hall may require phased implementation. The current thought is to pre-engineer the parking garage to support a solar power at a future date with installation of the necessary infrastructure now.

- What is currently absent from the City budget and Harvard Jolly's cost estimates are cost associated with undergrounding overhead Duke Energy and cable company infrastructure on Louden and on Virginia, as well as decorative street lighting surrounding both parcels. Based on two meetings to date, Duke Energy is developing an undergrounding design and will provide a cost estimate in the near future on both undergrounding and street lighting for our consideration.

MASSING DIAGRAMS

One massing diagram of the selected design is included in Harvard Jolly's scope of services in the Design Development Phase (next step). If the Commission would like massing diagrams of three options before completion of Schematic Design those can be developed at additional cost. These massing would be views of all four sides of City Hall and the parking garage with solid shapes (to scale) depicting the surrounding in place development. Note that the massing will be very similar for all 7 design options since the site plan does not change and both the garage and City Hall structures are essentially the same size but with differing roof treatments and exterior fenestration. Accordingly, one massing diagram should be adequate for design validation.

Based on public input from the first listening session (site plan options) on May 14th, the Commission-selected site plan established City Hall at two-stories and the garage at two decks. Limiting the buildings to two-stories

and to two decks and carving out two outparcels eliminated the practicality of a campus layout due to site constraints. However, sensitivity to the neighborhood was an important determinant on the final site layout. The site plan outparcels and resulting building footprints also establish step-backs from the property line. These decisions ultimately play into the resulting massing expectation.

As background reference, the former First Baptist Church was a two-story building on the west parcel. Municipal Services is a single-story building and Technical Services is a two-story building on the east parcel.

SCHEDULE

As we've work through the design process we have experienced a 30-45 day schedule delay. The original schedule was predicated on the development of three (3) designs not seven (7), and one public listening session. And in scheduling public input, though valuable, the timeline has lengthened. As soon as a Schematic Design option is selected by the Commission that phase can be finalized. The subsequent Design Development will take approximately 4 months and Construction Document preparation will take approximately 5 months.

RECOMMENDATION

Staff seeks consensus direction on a single design option upon which to move forward.