

**CITY OF ALBANY  
CITY COUNCIL AGENDA  
STAFF REPORT**

Agenda Date: November 21, 2005  
Reviewed by \_\_\_\_\_

**SUBJECT:** Albany Civic Center - Measure F Public Safety Projects

**FROM:** Barry Whittaker, Public Works Project Manager  
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**RECOMMENDATION**

That the City Council (1) consider and approve the preliminary plans prepared by Noll & Tam, Architects, (2) authorize an additional \$2 million for the project from Measure F Contingency, and (3) authorize the Architect to proceed with the recommended project for proposed Public Safety improvements at the Civic Center complex.

**BACKGROUND**

Measure F is a general obligation bond measure approved by Albany voters to fund various capital projects. In July, 2004, the City Council allocated funds to project categories, including an allocation of \$4.53 million to a seismic retrofit and renovation of the Fire and Police Stations and City Hall. Earlier this year, Council provided direction on the type and scope of desired project, awarded a design services contract to the architecture firm of Noll & Tam, and provided direction on the type and scope of desired project.

Based on the cost estimates available at the time, the Council direction was to pursue a seismic retrofit of the buildings, renovation of the Fire and Police Stations with remodeling and additional space, and the addition of a new Emergency Operations Center. Concepts to be explored included adding a second story to the Police and/or Fire Stations. The estimated construction cost, not including pre-design work, design services, project management, and temporary relocation costs, was \$3 million.

**DISCUSSION**

Noll & Tam proceeded to develop preliminary plans both for an expanded one-story design and for two story additions. Noll & Tam's cost engineer, Mark Kelly of MACK5, produced preliminary cost estimates that indicated the cost of the second story additions was considerably higher than previously anticipated. Therefore, for cost consideration purposes, the focus shifted to a one-story only project.

Even with the one-story approach, several of the desired elements from the Council's direction will not be accomplished, most notably the construction of an Emergency Operations Center (EOC) at the Civic Center complex, and some reconfiguration and expansion components in the Police and Fire Stations. (The EOC was proposed to be located in a ground-floor area between the Police and Fire Stations, which would not eliminate existing parking.)

In addition, the projected construction costs for a scaled-back project that accomplishes some of the necessary and desired changes to the Police and Fire Stations that would logically accompany this project exceed the current project budget.

### **ANALYSIS**

Attached is a cost summary of the project components, generally listed in priority order. As explained in the summary footnotes, total project cost is estimated at 1.5 times the construction costs, due to costs for pre-planning, design services, construction management, and temporary relocation space for Police, Fire, and City Hall employees and services.

The projects that could be accomplished within the \$4.53 million budget allocated by the Council are:

- A. **Seismic retrofitting of Civic Center buildings**, including new roofs and new heating systems. Both the mechanical engineer and the cost engineer argue persuasively that the existing heating system in the attic would not survive the required seismic retrofitting work there and must be replaced. Much of the seismic retrofitting work would be done through the roof, requiring replacement of the roof. Both the roof and the heating system are aged and failing, and replacement will add to the life of the building. Since their replacement appears to be an essential part of the seismic retrofitting, they are included in this portion of the work. Estimated construction cost: \$ 1,875,000.
  
- B. **Partial renovation of Fire Station**: reconfiguring of residential wing to provide for safe exiting, provide restroom facilities that allow the hiring of female firefighters, and provide for some storage for emergency medical supplies. In addition, the existing patio outside the Day Room is broken up and damaged from tree roots, and this would be corrected in the interests of safety. Estimated construction cost: \$725,000.

However, in order to accomplish more of the goals of the City Council for this project in meeting operational needs, as well as achieving economies of scale and cost effectiveness in project management, relocation costs, and construction work, staff recommends that the following elements be included in the project:

C. **Police Renovation:** Renovate and reconfigure Police Station, including small addition to the north, excluding the jail area, which would remain as-is. Estimated cost: \$1,600,000.

D. **Fire Station Kitchen;** renovate and enlarge kitchen in existing location: Estimated cost: \$150,000.

The estimated cost of all of the above project components, A-D, including construction and “soft costs” is \$6.525 million. To achieve this project, Council could appropriate the \$2 million Measure F contingency funds that are currently unallocated. There is no other anticipated contingency requirement for these funds based on current Council commitments.

**Not Included:** The big item that was anticipated to be included in this work and is now being left out because of cost concerns is that of bringing the EOC to the Civic Center site. This item, together with associated work at the Police and Fire Stations to accommodate this addition, is estimated now at about \$1,400,000.

Other work not included at this time in the project budget includes sprinkling the entire facility, a new cooling unit to City Hall/Police Station, renovating and reconfiguring the Fire Station offices, expanding the firefighters’ day room, and reconfiguring the jail.

**Temporary Relocation:** It is now being anticipated that temporary relocation of all aspects of Police, Fire, and City Hall will be required at some time during construction as a results of hazards associated with the seismic retrofitting work in particular, and as a consequence of the remaining hazardous building materials in place. The costs for this relocation and temporary housing is within the “soft costs” associated with the “Total Project” cost as compared with the “Construction Costs.”

### **FINANCIAL IMPACT**

Funding for this project is entirely from Measure F. The Council approved a project in the amount of \$4,530,000 in adopting the Capital Improvements program for the Measure F funds. The proposed additional \$2,000,000 would consume the Measure F contingency.

### **NEXT STEPS**

Council approval of the preliminary design as presented would conclude the Pre-Design phase of the Noll and Tam contractor for the project. With the Council’s authorization, the staff will direct Noll & Tam Architects to commence the next stage of the work – “Schematic Design” for the selected option, in which the work to date is refined and gaps filled in and cost estimates remade. This would be followed by the preparation of construction plans and specifications. It is anticipated that staff would recommend authorization from the Council to go out to bid for this work in mid to late 2006, with completion of construction in early 2008.

## **CONCLUSION**

The primary impetus for the Civic Center project was concern for the seismic safety of the buildings, in particular the risk of collapse in the fire station apparatus bay that inhibits or prevents emergency response, in addition to other related health and safety concerns. The current project scope and budget is able to accomplish this primary mission.

However, in developing the project, it became clear that there are other deficiencies with the buildings that would be best addressed as part of one project and while employees are already being relocated. Some, although not all, of these deficiencies could be rectified as part of the Measure F public safety project for the buildings.

Another option is to put the project on hold while additional funds are sought, such as from a new tax measure. The advantage to this approach is to achieve full economy of scale by accomplishing all the work under one contract and one employee move or displacement, achieving greater satisfaction with the project outcome, and not having continuing inadequacies.

However, given the principal purpose of the project as seismic safety, the continuing escalation of costs, and the ability to prioritize and achieve several project objectives, staff recommends proceeding at this time with a project budgeted at \$6.5 million.

Lastly, staff recommends that Council consider developing a future funding source for a Phase II project to incorporate the remaining elements, most notably the Emergency Operations Center and associated Police & Fire Station renovations.

## **ATTACHMENTS:**

1. Cost Summary, which lists the general items of work by the priorities that emerged in the preliminary design stage. The proposed project consists of Items "A" through "D". Item "D" and other items as-yet unidentified could be bid as "Bid Deduct" items for the possibility that the work might have to be decreased to stay within the new budget figure. Other items beginning with Item E (fire sprinklers throughout) and probably not including either the EOC items or the Jail Reconfiguration could be bid as potential "Bid Add" items that could be added to the contract work at the time of award in the event of our receiving lower than anticipated bids. Please be advised that use of the Cost Summary as a "Menu" works only in a limited way and must be approached with caution. There is a considerable amount of interdependency among the items.
2. A fold-out overall site plan showing the proposed areas of work identified in the above Cost Summary.