City Council Agenda Report
Meeting Date: March 21, 2017
Department: City Manager

SUBJECT:

CIVIC CENTER DESIGN DEVELOPMENT

RECOMMENDED ACTION(S):

1. Approve the Design Development Phase to include a 7-person dais

2. Authorize progression to Construction Drawing Phase

3. Direct preparation of LEED Certification application for the City Hall/Community Policing building

EXECUTIVE SUMMARY:

Figure 1 Overview of Future Lake Forest Civic Center Campus

The Lake Forest Civic Center moves closer to realization as the City Council reviews the Design Development materials prepared by project architect Carrier Johnson. Based upon City Council direction at the Schematic Design stage, public input at a Joint Special Workshop of the Parks and Recreation Commission/Senior Advisory Board, and ongoing technical staff meetings between the architect, construction manager, and City staff, the design documents presented represent an accurate, detailed vision of the City's "100-Year Home".

The recommended actions authorize progression to the Construction Documents stage, Phase IV under the professional services agreement with architect Carrier Johnson. Phase IV costs total $530,835. Upon completion of Construction Drawings, the City will initiate the Request For Bid process and issue individual multi-prime construction contracts in late 2017. Based on the current design configuration, the overall project costs are approximately $72.7 million which represents a 1% increase from the schematic design estimate. Public Facility Fees are the primary funding source for the project. Staff intends to provide an overall project update, to include a review of the project schedule, next month.

BACKGROUND:

In December 2015, after an extensive procurement process, the City Council selected Carrier Johnson + Culture to provide Architectural and Design Services for the Lake Forest Civic Center project. The Scope of Services includes:

- Prepare two (2) or more alternative Conceptual plans with preliminary cost estimates.
- Develop a Facility Program detailing all spaces with assigned square footage.
- Facilitate public input and public presentations.
- Prepare Schematic Design Documents illustrating the size, scale, and character of each project component.
- Prepare Design Development Documents including plans, elevations, schedules, details and performance specifications that describe the site development, architectural design, public areas interior design and structure design.
- Prepare Construction Documents at 50%, 85%, 90% and 100%.
- Coordinate with the Construction Manager, including review of budget, construction materials/methods, cost estimating, and project phasing.

In March, 2016, the City Council discussed Leadership in Energy and Environmental Design ("LEED") certification for the Civic Center project, authorizing the architect to proceed with design elements to meet the minimum level of LEED certification.

At its meeting of September 20, 2016, the City Council approved the Schematic Design and authorized progression to the Design Development Phase. This approval authorized the Master Plan, which illustrated the locations of each building on the site as well as the planned outdoor spaces. The Master Plan also denoted the location of the clock tower, parking deck, surface parking, and a

secured parking area located adjacent to the Community Policing Center. Further included in the Schematic Design was the Landscape Design, which established the site's plant palette and identified outdoor features such as a signature tree located at the property entrance, the linear water feature, and decorative paving and permeable paving.

On October, 20, 2016, the public was given an additional opportunity to participate in the development process at a Special Joint Meeting of the Parks and Recreation Commission and Senior Advisory Board. Representatives from the City Manager's office and Carrier Johnson attended this workshop and facilitated discussion among Commissioners and members of the public. Comments received were taken into consideration by the architects as they continued the design development process.

DISCUSSION:

The process of Design Development refines the concepts presented during Schematic Design, including designing details and selecting materials. The primary purpose is to define and describe all important aspects of the project so all that remains is the formal documentation step of construction contract documents. The Design Development Phase focuses more on the technical aspects of materials and building systems. Although this phase allows the architect to finalize space and function to a great degree, the primary achievement is to enable the City Council to understand how the project will function as well as give more detail about what it will look like.

The Design Development Phase is also the period when all the issues left unresolved at the end of Schematic Design can be worked out, and at a scale that minimizes the possibility of major modifications during the Construction Documents Phase. During the Council's discussion of Schematic Design, Carrier Johnson received input on the open-air design of the Community Center courtyard, with Council Members requesting additional information and clarifications. The Council inquired about the energy saving components of LEED and restated its position that the building be designed to meet minimum LEED standards. The Council further commented on the proposed building materials, expressing a desire for the final materials to be environmentally friendly while at the same time low-maintenance and cost efficient over the life of the building. Finally, the Council expressed an interest in covered parking on the top level of the parking deck, using a California oak or sycamore as the signature tree in the drive approach, providing Americans with Disabilities Act ("ADA") accommodation on the trails, and exploring potential additional seating in the Council Chamber/Performing Arts building.

To address Council's feedback in Schematic Design and highlight the progress through Design Development, discussion will focus on the following:

1. Modifications since Schematics Design
2. Architectural exterior design
3. Interior design
4. Final Dais configuration
5. LEED Certification
6. Project Cost Estimate

Section 1 - Modifications Since Schematic Design

Following Schematic Design approval in September 2016, Carrier Johnson worked closely with staff and Bernards, the Civic Center Construction Manager, to finalize design development. During this process, modifications were made to the Senior Center, Community Center and City Hall/Community Policing building.

Figure 2 View of Future Lake Forest Senior Center

Based upon feedback collected at the Special Meeting of the Park and Recreation Commission and Senior Advisory Committee, Carrier Johnson added stalls to the Senior Center restrooms to accommodate more concurrent users. Seniors also suggested a shaded area near the drive aisle, which was incorporated into a trellis structure over benches near the area for senior drop-off/pick-up. Additional changes to the Senior Center include enhancing the

outdoor courtyard with the addition of a Barbeque, and refining the Game Room area to better reflect the activities and use patterns of Lake Forest active seniors.

At the Community Center, the roofline was modified to reflect accurate human scale while retaining the Center's overall character as the centerpiece of the Civic Center campus. The open-air portion of the courtyard was reduced, allowing for covered paths of travel from the banquet rooms to the restrooms and conference center, while maintaining the natural outdoor ambiance in the space. Prominent entrance doors were added to the Conference Center portion of the building, and the interior courtyard was modified by adding access to the building's restrooms and relocating the fireplace from against one wall into a prominent location in the center. This change creates a visually appealing setting that can function as one, large indoor/outdoor space or several smaller, quiet and informal spaces through the use of landscaping and planters.

Figure 3 View of Future Lake Forest Community Center

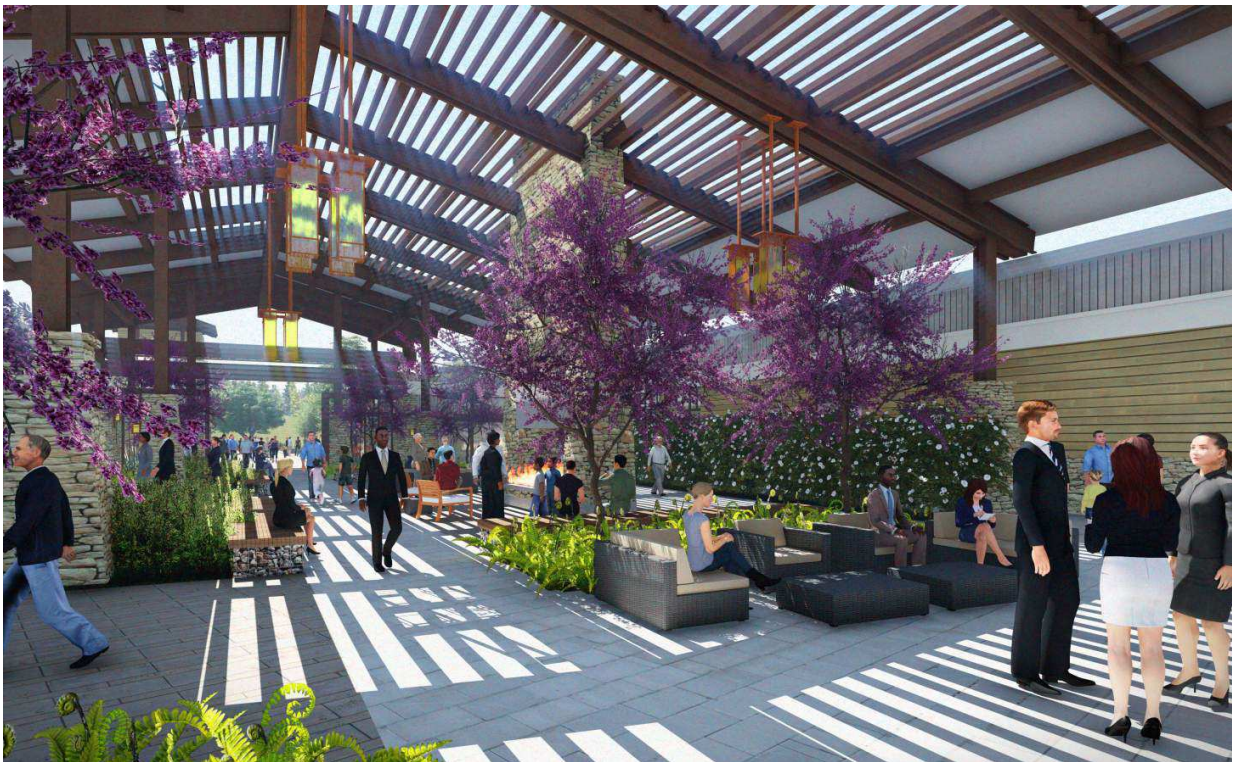

Figure 4 View from Future Community Center Interior Courtyard

In the Administrative Offices (City Hall), the floor plan was refined to create greater flow between the public and private spaces, establish sufficient front counter space in both the “Building Counter” and City Clerk office areas, and create space for a centralized cashier serving all public transactions. In addition, the restroom was deleted from the City Council private office and the secured parking entrance adjacent to Police Services was enhanced to provide ease of access for officials.

The most significant modification to the City Hall building was the addition of a covered portico at the entrance. This modification emphasizes the prominence of the building while at the same time humanizing the scale of the structure and creating a welcoming presence for visitors.

The City Council Chambers/Performing Arts building saw a significant enhancement to the Clock Tower feature as the structural engineering necessary to support the tower called for a wider base of columns. This resulted in a more prominent appearance at the entry corner of the building, and also created an opportunity for integral signage on the entry corner walls. In the interior of the Chamber, restrooms were consolidated and storage was added behind the dais area to provide greater flexibility for performing arts users. The importance of maintaining adequate seating was expressed by the Council during Schematic Design, and Carrier Johnson considered all available options as they refined the performing arts stage and dais. The final configuration of the dais is a matter of consideration by the City Council and is discussed below.

Figure 5 View of Future Lake Forest Council Chamber/Performing Arts Building and City Hall

Section 2 – Final Dais Configuration

In Schematic Design the plans showed a 9-person dais with staff seated either in the audience or an anteroom adjacent to the Chambers. Following Schematic Design, Carrier Johnson considered multiple configurations for the dais and took into account the number of seats required for the Council and Commissions as well as potential future expansion of Council and/or Commissions. They also evaluated the logistics of the shared space with the stage for performing arts, Council's desire to have a second podium on the stage for presentations, and

Council's desire to have staff present in an arrangement similar to the current Council Chamber configuration. Paramount to the evaluation were the spatial requirements between the stage and the audience, as well as the stated desire to preserve as much public seating in the facility as possible. Considering all these factors, the architect presented three models for staff's review and critique (Attachment 1). These models are: 1) a ten-person dais with no side seating for staff; 2) a five-person dais with seating for three staff members on each side; and 3) a seven-person dais with seating for three staff members on each side. All seats at the dais and at the staff tables are wheelchair accessible.

Upon review, staff believes the seven-person dais best serves the needs of the shared space today while at the same time providing room for expansion at the dais should the number of Council Members or Commissioners increase in the future. It is the most flexible of the three designs, allowing for the second podium on the stage for public presentations, accommodates three staff members on each side of the dais for a total of six staff on stage, and provides adequate room between the edge of the stage and the first row of audience seating. It is envisioned three staff seats will be reserved for the City Manager, City Attorney and City Clerk, while the other three seats will be used by Directors making presentations on the agenda. Other staff members will be present in the first rows of the audience and would be available to answer Council questions if necessary. Staff recommends the City Council authorize Carrier Johnson to proceed with final design of the Council Chambers to include a seven-person dais.

Section 3 – Architectural Exterior Design

The exterior composition of the Lake Forest Civic Center originates from three elements. The combination of historic craftsman design, a color pallet from the neighboring Serrano Creek, and natural materials make up the design concept.

First, important elements from historic California craftsman architecture were incorporated into the design of the exterior. This includes a tripartite design of breaking up the facades into a base, middle, and top. The base is constructed with natural stone veneers using a random ashlar pattern. This tapers towards the ground giving the appearance as if the stone rises out of the earth and provides the base of the building. The lap siding is in a horizontal pattern which elongates the building mass and further grounds the building. The top of the building is articulated with vertical siding as it connects the roof to the mass of the building. Further articulation is shown with an exposed roof structure on the undersides of soffits.

In addition, a color pallet was drawn from the rich surroundings of the Serrano creek and trail. Natural, earth tones were picked up from the local stone textures

and colors. Sage brush and native grasses contribute the hues of green and brown as seen throughout the project. Shades of gold with veins of amber and grey articulate the base of the buildings which tie in with surrounding hillsides. Rising out of the base, the sage green siding emulates the landscape and it grows out of the context. To balance the rich colors of the base and middle, the top softens the transition to the sky in Monterey Taupe (Attachment 2).

Altogether, the combination of historic craftsman features with natural materials and contextual colors bring a design that is rooted in the fabric of Lake Forest. It celebrates the incredible location of the site by drawing from colors and materials found in the nearby Serrano Creek. The new Lake Forest Civic Center will be a community gathering place that represents the ideals of where work and life come together naturally.

Section 4 – Interior Design

The selection of interior finishes and materials for the buildings, just as the overall architecture, was influenced by the American Craftsman style which was part of the Arts and Crafts movement of the early 20th century. The intent was not to directly copy what had been used during that time, but to embrace the overriding concept of this movement; to use materials that reflect the natural world in color, pattern and texture. For example, flooring and wall coverings selected are modern interpretations of patterns reminiscent of this time period. Using regional materials was also very central to the design. California White Oak was selected as the primary wood and glass tiles are locally sourced and have a handcrafted feel. Although the presentation of materials pay homage to historical precedents all selections are produced using modern technologies to be both sustainable and to provide low maintenance requirements over their lifetime (Attachment 3)

Section 5 – LEED Certification

LEED certification is one of the more commonly recognized standards for measuring building sustainability and is the mostly widely used third-party verification for green buildings (www.usgbc.org/leed). Projects pursuing LEED certification earn points across several areas that address sustainability issues. Based on the number of points achieved, a project then receives one of four LEED rating levels: Certified, Silver, Gold and Platinum. LEED-certified buildings are resource efficient. They use less water and energy and reduce greenhouse gas emissions. LEED-certified buildings typically cost less to operate, thus saving money over non-LEED buildings throughout the life of the facility. It should be noted that LEED certification is separate from the requirements of the California Green Building Standards Code ("CalGREEN"), which are the minimum environmental design standards required by state law. The entire Civic Center

campus has been designed pursuant to CalGreen requirements.

At its meeting of March 15, 2016, the City Council directed staff to pursue LEED Certified status for the Civic Center project. Each building is evaluated separately and can be certified independent of the other buildings. Bernards, representing the City, registered all four buildings within the Lake Forest Civic Center with the U.S. Green Building Council ("USGBC"), the credentialing organization for LEED. Registration does not require the City to pursue certification on all four buildings, however. The Council may elect to pursue certification on just one building, all four buildings, or any combination thereof.

The certification process requires a comprehensive application be submitted by a LEED Consultant, along with periodic inspection and examination of the project throughout construction by a LEED Commissioning Agent. Upon final completion of the building USGBC determines the level of certification awarded based upon a point system established using criteria in a variety of construction areas. After review of the complete certification process and the relationship between the various construction methods and the point system, staff believes pursuing LEED certification for the City Hall/Community Policing building alone will be the most productive and will result in recognition for the projects' overall commitment to environmentally friendly sustainable building practices which can be displayed in City Hall, a hub of civic activity.

At the March 2016 discussion of LEED status, staff reported the overall cost for obtaining the minimal level of LEED certification was approximately 0.1-1% of the building construction costs. A detailed breakdown of the LEED costs are found in the table below:

Cost Center	Description	Amount
LEED Registration & Certification Fees	Pays for review & certification expenses by USGBC	$36,500*
LEED Consulting Fees	Manages LEED Online Application Interface and handles documentation requirements	$40,000
Commissioning Fees	Satisfies CalGREEN requirements and provides inspection of key mechanical systems	$30,000 – 50,000
Architect & Engineering Fees	Production of additional visual aids and exhibits to demonstrate LEED compliance	$15,000 – 35,000

Construction Management	Oversees Consultants and Commissioning Agent	$0
Total LEED Costs		$121,500 - $161,500

*Already paid pursuant to March 15, 2016 Council direction

As discussed in more detail below, the City Hall/Community Policing building is projected to cost approximately $17,300,000. Based upon the current LEED cost estimate, LEED certification for the City Hall/Community Policing building represents approximately .7 – .9% of the overall construction budget. At this time, staff recommends the City Council direct preparation of the LEED certification application and authorize the subsequent commissioning process for the City Hall/Community Policing building only.

Section 6 – Estimated Construction Costs for Design Development

Public Facility Fees are the primary funding source for the project; these fees are assessed to each new unit built in the Opportunities Study Area. The overall project budget, comprised of hard costs (i.e., construction costs and contingency) and soft costs (i.e., architectural, construction management, insurance, resource agency permit compliance, etc.) will be determined based upon final design.

Bernards prepared an independent cost estimate utilizing design data from Carrier Johnson. The estimated construction cost based upon Design Development is $56,786,312. This is consistent with the estimated construction cost presented during Schematic Design, which was between $50 and $60 million. A breakdown of the costs is found in the table below, with comparison to the estimate at the time of Schematic Design.

Project Component	Schematic Design Estimate	Design Development Estimate
City Hall & Police Building	$16,744,250	$16,291,548
Senior Center	$ 5,987,638	$ 6,539,675
Council Chamber & Performing Arts	$ 6,347,978	$ 6,611,978
Community Center	$ 9,136,189	$ 8,813,079
Site Development Summary	$ 6,440,633	$ 8,554,818
Administrative Costs (Bonds, Construction Mgt., Architect, Environmental Permitting, etc.)	$10,611,599	$ 9,975,214

Sub-Total (Construction)	**$55,268,287**	**$56,786,312**

In addition, total costs include construction of the off-site work, including Civic Center Drive, the parking deck, technology costs, furniture, fixtures, and equipment ("FF&E"), and pre-construction administration and design as outlined below.

Project Component	Schematic Design Estimate	Design Development Estimate
Administration/Legal	$ 307,133	$ 307,133
Pre-Construction Engineering	$ 1,529,044	$ 1,529,044
Design	$ 2,696,404	$ 2,696,404
Off-site Work	$ 6,615,746	$ 6,708,034
Parking Garage	$ 6,381,355	$ 6,381,355
Post-Construction (Technology, FF&E, Construction Mgt.)	$ 5,399,725	$ 5,546,725
Reimbursements	**($ 6,615,746)**	**($ 7,207,034)**
Total Project Costs	**$71,581,948**	**$72,747,973**

As noted above, the process of Design Development refines the Schematic Design by developing the buildings' structures, architecture, systems and functional detail. While there is minor fluctuation in various components of the project, the most significant net area of increase was in construction. The amount of structural steel increased to accommodate placing the buildings on a graded in-fill pad as well as support the buildings' superstructures once the architectural and engineering design progressed. The overall increase between the cost estimates for Schematic Design and the Design Development phase is $1,166,025 (1.01%).

Next Steps:

Following Design Development approval, the architect would proceed to Construction Documents, which will allow the City to solicit bids for the actual construction of the buildings. Bids for Rough Grading of the site and Civic Center Drive are due on March 30th. , Staff anticipates bringing an agenda item providing an overall project update in April.

FISCAL IMPACT:

The recommended actions authorize progression to the Construction Documents

stage, Phase IV under the professional services agreement with architect Carrier Johnson. Phase IV costs total $530,835. Upon completion of Construction Drawings, the City will initiate the Request For Bid process and issue individual multi-prime construction contracts in late 2017. Public Facility Fees, assessed to each unit built in the Opportunity Study Area, are the primary funding source for the project. Current cash flow projections based upon projected construction activity indicate the funds will be "on hand" during the construction of the project. The overall project budget will be determined based upon final design and funding will be confirmed prior to the award of multi-prime construction contracts.

ATTACHMENTS:

1. Proposed Dais Configuration
2. Exterior Materials Sheet
3. Interior Materials Sheet

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