



City Council Agenda Report
Meeting Date: September 20, 2016
Department: City Manager

SUBJECT:

CIVIC CENTER SCHEMATIC DESIGN REVIEW

RECOMMENDED ACTION(S):

1. Approve Schematic Design
 2. Authorize Progression to Design Development Phase
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EXECUTIVE SUMMARY:



Figure 1: Future Lake Forest Civic Center

The City has reached an important milestone in delivering a permanent Civic Center – Lake Forest’s 100 Year Home – as the City Council reviews the Schematic Design prepared by project architect Carrier Johnson. Based upon public input gathered via public workshops and an online survey, Carrier Johnson updated the 2011 Concept Plan to add dynamic open spaces throughout the project, a pedestrian connection to the Serrano Creek Trail, and a parking deck to reserve 60% of the Civic Center site for programmable area. Carrier Johnson’s schematic design also accommodates the reduced size and unique shape of the Civic Center parcel resulting from the required preservation of the southeastern portion of the site. The Schematic Design includes a Civic Center Master Plan, Site Perspectives, Landscape Concept Site Plan, and floor plans for the Community Center, Senior Center, Council Chamber/Performing Arts Center,

and Community Policing Center/City Hall.

Pending City Council's comments, the design team will begin working on refining any identified areas. Staff will also present schematic designs to the Parks and Recreation Commission and Senior Advisory Board to obtain additional public input. The City Council's feedback, along with public input, will allow the architect to refine designs during the Design Development phase and further estimate construction costs for the project.

In upcoming months, the Council will review updated cash flow projections for Opportunities Study Area Public Facilities Fees to enable confirmation of funding and identification of the overall budget for the Civic Center Project. Public Facilities Fees are the main funding source for the project.

BACKGROUND:

In 2011, the City Council affirmed Planning Principles to be used as a basis for a Conceptual Plan for the Civic Center. The Planning Principles were developed based upon public input gathered at a community workshop, City Council workshop and via an online survey. The Principals envision a Civic Center which:

- a. Reflects Lake Forest – Emphasize the pastoral landscape, natural topography, and unique history that set Lake Forest apart from its neighbors.
- b. Is a Destination – Develop the Civic Center complex as a “destination” through the site location, architecture, and landscaping – especially as more of the traditional, in-person government transactions (i.e., records requests, payment for permits, etc.) become optional in today's online world.
- c. Provides New Amenities – Prioritize services at the Civic Center currently unavailable to the community.
- d. Accommodates Multiple Uses – Design the Civic Center buildings and amenities to accommodate multiple uses whenever possible.

After extensive procurement process, the City Council selected Carrier Johnson & Culture to provide Architectural and Design Services for the Lake Forest Civic Center Project in December 2015. The Scope of Services include:

- 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 structural design.
 - Prepare Construction Documents at 50%, 85%, 95% and 100%.
 - Coordinate with the Construction Manager, including review of budget, construction materials/methods, cost estimating and project phasing.
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DISCUSSION:

Section 1: Community Input

Carrier Johnson's initial tasks included review of the 2011 Conceptual Plan, field review the Civic Center site, validation of space needs, and conducting public scoping meetings to further identify project goals and community desires for the new facility. The architect would use these inputs to develop an alternative conceptual plan which retained the overarching design themes contained in the 2011 Conceptual Plan while addressing the smaller, reconfigured site.

Staff worked with Carrier Johnson to identify the needs and wants of the community via four workshops and an online survey.¹ In February 2016, the City held a Senior Center Community Workshop where attendees participated in exercises to help identify priorities for the Senior Center, Civic Center, and the natural environment. This was followed in March 2016 with a Civic Center General Workshop where attendees were asked to prioritize amenities and features of the future facility. In April 2016, the City held a second Senior Center Workshop to build upon key themes that emerged from the workshop held in February. A second, follow up Civic Center General Workshop was held in May where attendees reviewed an image board containing examples of facilities and amenities. A summary of public input as well as the online survey results are attached (Attachment 1 and Attachment 2). After reviewing the feedback, the following themes emerged:

- Integrate the outdoors into the design via moveable walls, connecting courtyards, outdoor seating, plazas, exterior decks and a connection to the Serrano Creek Trail
- Provide a campus setting which integrates all buildings around shared open spaces

¹ There were 103 respondents to the online survey; not all respondents provided answers to all questions.

- Separate the Senior Center and Community Center
- Create programmable outdoor space such as observation platforms and decks
- Amenities need to focus on leisure time and experiences, with less emphasis on governmental business transactions and services
- Preserve the site for programmable area by utilizing a parking deck

Section II: Schematic Design – Community Center, Senior Center, Council Chambers/Performing Arts Venue, Community Policing Center/City Hall, and Parking Deck

Carrier Johnson began its design process by evaluating the 2011 Conceptual Plan which was based upon a rectangular shaped 9-acre site. The Civic Center site is located within a Special Area Management Plan area administered by the US Army Corps of Engineers. To meet Resource Agency permit conditions, the City is required to preserve the southeastern portion of the original 9-acre site in its natural condition.

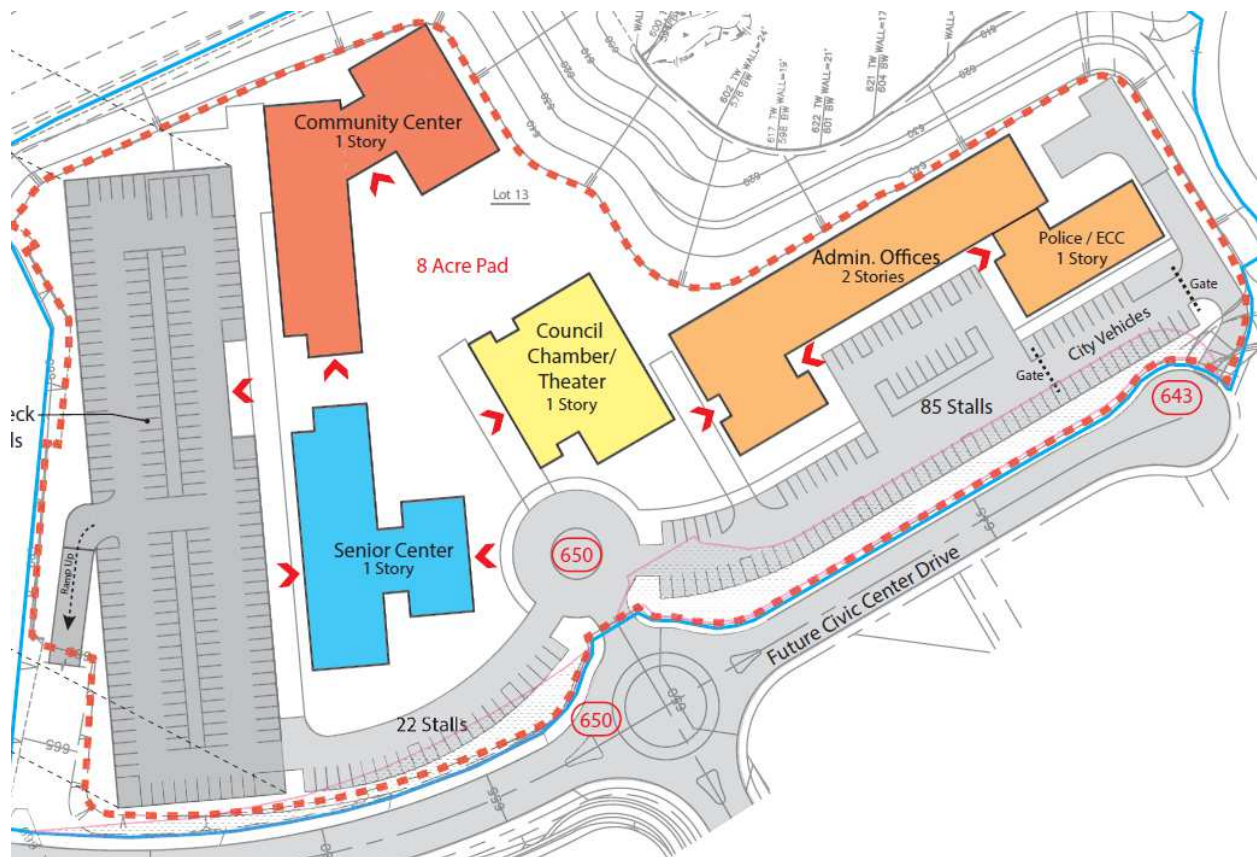
Therefore, Carrier Johnson developed two conceptual plans for the smaller, reconfigured Civic Center site. Each conceptual plan provided the program (i.e., a Senior Center, Community Center, Council Chamber/Performing Arts Venue and Administrative Offices/Community Policing Center) identified in 2011. The Modified 2011 Conceptual Plan utilized surface parking to meet the program and parking requirements. As shown in Figure 1, a mere 40% of the site would be available for programmable area if surface parking was solely utilized. This would necessitate a three-story City Hall/Community Policing Building and a two-story combined Senior Center and Community Center.

Figure 2: Modified 2011 Conceptual Plan – All Surface Parking



Alternatively, the 2016 Conceptual Plan reserves 60% of the site for programmable area with 40% of the site used to provide the required parking. The 2016 Conceptual Plan maximizes the reduced size and constrained shape of the revised project site by introducing a two-deck parking structure.

Figure 3: 2016 Conceptual Plan – Two-Deck Parking Structure



Based upon City Council input, Carrier Johnson developed the Schematic Design using ideas illustrated in the 2016 Conceptual Plan. Further influenced by community feedback, the new plan provides a four-building campus comprised of a Senior Center, Community Center, Council Chambers/Performing Arts Venue, and Community Policing Center/City Hall. The new plan also features a combination of surface and structured parking to provide approximately 465 parking spaces.

The Schematic Design Package (Attachment 3) begins with the Master Plan (page A1.0) which illustrates the locations of each building on the site as well as the planned outdoor spaces. The Master Plan also denotes the location of the clock tower, parking deck, surface parking, and a secured parking area located adjacent to the Community Policing Center. A vehicular drop off area is

proximate to the entrances of the Senior Center, Council Chamber/Performing Arts and City Hall buildings. The Master Plan also reflects the planned renaming of the street in front of the site from Indian Ocean to Civic Center Drive. The Master Plan is followed by the Overall Site Perspectives (pages A1.1 and A1.2) which depict the Master Plan in three dimensions. The Site Perspectives also reflect the “Craftsman” architectural theme selected for the project by the City Council in December 2011.

The Landscape Design for the project is based on the concept of creating three distinct plan ecologies – pine meadow, oak chaparral, and riparian (see page LS.1). The Landscape Site Plan (page LS.2) illustrates outdoor features such as the signature tree located at the entrance to the Civic Center. Parking areas to the north and south of the main entrance will be shaded by canopy trees and features permeable paving to accommodate stormwater filtration. A linear water feature and decorative paving will help direct visitors to the Community Center from the front of the site. The Landscape Site Plan includes canopy trees to provide seasonal color and shade adjacent to an event lawn and seat steps in front of the Council Chamber/Performing Arts Venue. Green screen trellis with a variety of flowering vines is envisioned to screen the parking deck.

Other outdoor spaces planned for the site include a bike center adjacent to the parking deck with bike storage, a repair station and a connection to the Serrano Creek Trail. The Community Center features a wood deck cantilevered over landscaping to provide an overlook to the natural area at the site. A series of smaller garden courtyards tailored to the uses of individual buildings complete the landscape program. Each courtyard will include ample seating in the form of benches, seat walls and moveable furniture. The Landscape Planting Palette is illustrated on pages LS.3 and LS.4.

The primary purpose of a senior center is to enhance the quality of life of older adults by supporting their efforts to keep active and preserve their independence by promoting wellness, personal fulfillment, and self-esteem. The Senior Center program, comprised of approximately 17,100 square feet of interior space as depicted in the attached floor plan (page A2.1) and approximately 5,900 square feet of programmable, dedicated outdoor space (page LS.2), seeks to meet this purpose with distinct spaces designed for the unique needs of seniors. These amenities include a reception area, gathering corridor, classroom, computer training lab, arts & crafts activity room, wellness room, and catering kitchen. The 4,000 square foot multi-purpose room will allow seating for 200 for the popular Senior Scene Thursday Lunch Program. Outdoor spaces include a yoga deck, enclosed outdoor patio, and an area to accommodate a meals assembly and distribution program. Senior Center Perspectives (page A2.2) show various views of this one-story building. Because the Senior Center is included in the Civic Center campus, the seniors will also have access to the Serrano Creek trail and

other facilities onsite.

The one-story Community Center provides an amenity to the community that, like the Senior Center, has long been desired. As shown on pages A2.3 and A2.4, the 18,105 square foot meeting center includes facilities and amenities to address the needs of various community groups, business groups, residents and visitors. The floor plan includes five (5) conference rooms varying in size from approximately 250 square feet (accommodating 8 people around a conference table) to approximately 720 square feet (accommodating 24 people seated classroom style). The program also includes three (3) configurable event spaces. When combined, this space converts to a large ballroom/hall for banquets with seating for approximately 350 people. The space could also accommodate approximately 450 people seated in rows for a lecture or keynote speaker. All spaces open to a partially covered pre-function courtyard. The facility also includes restrooms, a catering kitchen and a drop off/loading area.

A multi-function, one-story City Council Chambers provides a unique opportunity to provide an amenity to the community while maximizing facility use. Many of the future requirements for the Chambers related to broadcasting and videotaping of meetings coincide with audio/visual requirements of a performing arts venue. While it would be cost prohibitive to outfit the building to address both uses perfectly, the building will be designed to meet the majority of requirements for both a Council Chambers and a Performing Arts space. As depicted in the floor plan on page A2.5, the facility includes raked seating for approximately 200 people, a lobby, ticketing office, hospitality room, closed session conference room, dressing room, storage and lavatories. There is also a direct connection to the closed session conference room from City Hall. The building also includes a 50-foot clock tower which serves as a focal point of the Civic Center campus. Perspectives of the building and clock tower are illustrated on page A2.6. The City Council dais and staff seating will be further developed in the next stage of design.

The Community Policing Center is colocated with the City's Administrative Offices in the Civic Center's sole two-story building. The Community Policing Center includes an approximately 1,100 square foot Emergency Operations Center, Deputy Sheriff workroom, dedicated interview room, dedicated lobby, offices and STARS work area. This area also includes dedicated lavatories, showers and lockers. The building's other first floor occupants include the functions with the most public interface, namely Public Works maintenance, Engineering, Planning, Building, Code Enforcement, and City Clerk functions. For the benefit of the public, the City Council Office is also located on the first floor in the City Clerk's Office area. This location also offers a convenient connection to the Closed Session Room in the City Council Chamber/Performing Arts venue. The first floor also includes separate lobbies for the City Clerk's

Office reception and Building Counter.

The second floor will house the City Manager's Office, Finance, Economic Development, City Attorney, Community Services Administration, and Management Services. A break room, fitness room, mother's room, lavatories, showers and lockers are also included on the second floor. The floor plan, depicted on page A2.7, includes two contingency offices on each floor to accommodate future growth, as well as the potential to repurpose conference rooms and open work areas to produce future additional staff workspace. The Community Policing Center/City Hall is programmed at 51,473 square feet and is adjacent to the City Council Chambers/Performing Arts venue.

Carrier Johnson's Schematic Design incorporates a parking deck which allows 60% of the reduced Civic Center site to be utilized for programmable area while 40% of the site is utilized for parking. Based upon the uses proposed at the Civic Center, 466 parking spaces are required for the project. The Schematic Design includes 155 surface parking spaces and 311 parking spaces (approximately 152 covered spaces on Level 1 and 159 spaces on Level 2) in a parking deck. The parking deck, which includes stairs and an elevator, is depicted on pages A2.9 and A2.10.

Section III: Estimated Construction Costs for Schematic Design

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

The preliminary estimated construction cost for the Schematic Design is between \$50 and \$60 million. The City's construction management firm Bernardis is currently producing an independent cost estimate of the Schematic Design to further validate and refine the cost estimate prepared by Cumming, a well-established construction cost consulting firm, for Carrier Johnson. Staff will review these estimates and return to the Council with recommendations regarding design and construction costs during a future overall project update.

Staff continues to monitor and project Public Facility Fees. Funding will be confirmed prior to award of multi-prime construction contracts, but is currently expected to allow for a pay-as-you-go method without the need to issue debt. The maintenance costs of the new Civic Center are anticipated to be covered by the budget currently allocated for lease payments on the existing City Hall Facility. Staff will continue to monitor potential maintenance costs as the Civic Center design progresses toward final design.

Conclusion and Next Steps:

Staff is seeking the City Council's comments on the Schematic Plan as well as approval to proceed to the Design Development phase. Items noted by the Council will be addressed in the Design Development phase. Pending Council approval, staff and the Architect will also present the Schematic Plan to the Parks and Recreation Commission and Senior Advisory Board to obtain additional public feedback for use in the next stage of design.

The Design Development phase includes: refined site and floor plans; elevations; and other drawings and documents sufficient to describe the types and makeup of materials. This design phase also depicts the size and character of the project's structural, mechanical and electrical systems and outlines the project specifications. As with Schematic Design, the Construction Manager and Architect will each produce an updated construction cost estimate at the conclusion of Design Development.

FISCAL IMPACT:

The City Council approved \$4.94 million for Civic Center and Senior Center Design in the Fiscal Year 2015-17 Capital Improvement Project Budget. The Architect's estimated cost for the Design Development Phase is \$525,452. The cost for construction management services during the entire preconstruction phase, which encompasses all phases of design, is \$358,192. There are sufficient funds in the Fiscal Year 2015-17 Capital Improvement Project Budget for the recommended Design Development Phase.

ATTACHMENTS:

1. Civic Center Public Meeting Input Summary
2. Civic Center Online Survey Results
3. Civic Center Schematic Design Package

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