



## STUDY SESSION

### Agenda Item # 1

## AGENDA REPORT SUMMARY

**Meeting Date:** September 26, 2017

**Subject:** Hillview Community Center Project Task Force Progress Report

**Prepared by:** J. Logan, Assistant City Manager  
Erica Ray, Public Information Coordinator

**Approved by:** Chris Jordan, City Manager

**Attachment(s):**

1. Community Center Task Force Project Goals/Objectives/Principles
2. Interior Space Allocation
3. Site Placements - Option 4 and 5

**Initiated by:**

City Council

**Previous Council Consideration:**

- April 25, 2017; Approved Capital Improvement Project for design and construction of a new Community Center with a project budget of \$25,000,000; directed staff to begin selection of a qualified architect to begin design; adopted Resolution 2017-15 establishing the Hillview Community Center Project Task Force
- May 23, 2017; Appointment of Task Force members
- August 22, 2017; Approval of Agreement to retain Noll & Tam design team architects

**Fiscal Impact:**

\$25,000,000: FY2017-2020 approved Capital Improvement Project fund CF-01002

**Environmental Review:**

Not applicable

**Policy Question(s) for Council Consideration:**

- Would Council like to provide direction to the Task Force before they proceed to develop the exterior building design recommendation?
- Would Council consider project funding in addition to the \$25,000,000 currently allocated, to address building site placement, features and functionality?

**Summary:**

The Hillview Community Center Project Task Force (TF) held eight (8) public meetings to date, received public comments at TF meetings and engaged the City Commissions to gather input. Staff and TF members (non-quorum) were available to meet with citizens to listen and to discuss ideas for the Community Center.



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Staff team members are Erica Ray, Manny Hernandez, Susanna Chan, Chris Lamm, Zach Dahl, Sarah Henricks, Chris Jordan, J. Logan for Hillview Community Center Project Task Force and Noll & Tam design architects.

- **June TF meetings** included review of the 2009 Civic Center Master Plan Community Needs Assessment, the Los Altos Community Center Master Plan Survey results, the Los Altos Community Center Campus 2012 Bond Measure Feasibility Survey and the Executive Summary.

Public Information Coordinator Erica Ray led discussions and presented information from the 2014/15 Civic Center Master Plan outreach activities, reviewed the stakeholder engagement meeting participant list, Outreach and Communication Plan and recommended interior and exterior spaces and the final plan presented to Council in March 2015.

In addition, the September 27, 2016 Facilities Condition Assessment and the April 25, 2017 Community Center Feasibility Assessment, STRATAap report were reviewed and discussed.

Recreation and Community Services Director Manny Hernandez gave presentations on recreation and community service facilities, use of buildings, usage breakdown, room usage, City programs and activities that included photos of the Hillview rooms and outdoor spaces, storage, and programs and concluded with the “Ideal” community center components along with trends in programing for the future. Engineering Services Manager Christopher Lamm presented the Hillview Community Center Feasibility Assessment outcomes and applicability to the TF.

- **July TF meetings** included a list of comparable local community centers for TF members to visit along with a list of criteria to observe; discussion and consensus by TF members on goals/objectives/guiding principles to aid in their decision-making process; participation of three (3) TF members in the architect interviews and selection process.

TF meeting on July 25, 2017 was the introduction and first TF presentation by Noll & Tam (N&T), the selected design team architect.

- **August and September TF meetings:** N&T design team architects conducted four (4) TF meetings, provided primers and presentations and engaged the TF members in a series of design exercises focused on interior space allocation choices, site placement models and incorporated cost estimate formulas for various options. The TF meetings resulted in the following:



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**TF articulated guidelines for the Community Center:**

1. multi-generational serving children, teens, adults and seniors in various stages of aging;
2. strong focus and use of outdoor space for gathering places and to increase square footage and decrease cost of space available for programming
3. design with a priority on flexible space; adjacency to other community buildings, public areas and travel ways; future expansion potential; architectural design as the “flagship” for future buildings
4. build with additional environmental features and sustainability measures beyond the planned LEED silver design

**TF reviewed five (5) site locations and costs for a 20,000-square foot footprint, one story Community Center**

1. Option 3 was evaluated for cost but the site location was less favored by the TF. Option 3 is not within budget but is less costly than the site location for Options 4 and 5 that were selected for further consideration

Option 1 and 2 site locations were not evaluated for cost. Unless the site area is significantly reduced, Option 1 and 2 are also unlikely to be within budget

2. TF is suggesting Option 4 or 5 as the site location for Council’s consideration and direction. TF will discuss the priorities, values, benefits and trade-offs of Options 4 and 5 at the Joint Study Session on September 26, 2017. To build at the site location for either Option 4 or 5 will require additional funds

**The TF also seeks consideration and direction from Council if additional funds can be allocated for:**

1. the refurbishment of selected Hillview Community Center buildings to increase the total square footage available for use
2. enhanced building design that include use of higher-end exterior materials and build for higher quality interior space

The TF is now reporting its progress to Council as a check-in and to provide Council with the opportunity to ask questions and provide direction before the TF proceeds to the next phase of the project, which includes: 1) a recommendation on exterior design of the Community Center and, 2) deliverables or issues that need to be addressed prior to the TF final report to Council on December 12, 2017.

Staff will address in their presentation an overview of the Community Center Project design review process that includes staff review, environmental review, Bicycle and Pedestrian Advisory Commission, Planning and Transportation Commission and Council reviews. N&T will address



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critical success factors for keeping the project on schedule and the approval process for a city development project.

**Recommendation:**

1. Support proposed Community Center Project interior space allocation
2. Provide direction if additional funds beyond \$25 million can be allocated for:
  - a. layout (site placement) of the Community Center Project from either Option 4 or 5, or in the alternative, direct TF to revisit Options 1, 2 or 3 that are within budget
  - b. refurbishment of selected Hillview Community Center buildings
  - c. additional design elements and higher quality materials features
  - d. additional environmental features beyond LEED silver
  - e. other feature or functionality elements as needed
3. Task Force proceed with review of exterior building design options in October and November
4. Final Community Center Project recommendations and report to Council on December 12, 2017



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### **Purpose**

To seek Council's support of the proposed Community Center Project interior space allocation and obtain direction from Council if additional funds beyond \$25 million can be allocated for:

- a. layout (site placement) of the Community Center Project from either Option 4 or 5, or in the alternative, direct TF to revisit Options 1, 2 or 3 that are within budget
- b. refurbishment of selected Hillview Community Center buildings
- c. additional design elements and higher cost materials and quality features
- d. additional environmental features beyond LEED silver
- e. other feature or functionality elements as needed

The Task Force will proceed with review of exterior design options in October and November with a final Community Center Project recommendation and report to Council on December 12, 2017.

### **Background**

On February 28, 2017, the Los Altos City Council approved their priorities for 2017, which included a goal to have a new or refurbished community center built by December 2020. Also in February 2017, the City contracted with STRATAap to perform a feasibility study of the Hillview Community Center focused on 3 options; 1) renovating the existing community center; 2) constructing a new facility with a defined project budget of \$20 million; and 3) planning a phased construction. The STRATAap report identified renovation costs per square foot exceeded the cost of new construction due to the extensive work required to renovate the site.

On April 25, 2017, the City Council unanimously approved the creation of a Capital Improvement Project for the design and construction of a new Community Center with a project budget of \$25 million and directed staff to begin selection of a qualified architect. At this same meeting, Council unanimously adopted Resolution No. 2017-15 establishing the Hillview Community Center Project Task Force (TF). The mission of the TF is to hold public meetings to gather community input and provide a recommendation to the City Council on the interior space allocation and exterior design and layout of the future Community Center. Three members of the eleven-member TF were invited to participate alongside staff in a selection panel to interview and recommend an architectural firm. On August 22, 2017, the City Council approved the selection panel recommendation to award the project contract to Noll & Tam architects.

The TF initiated its first meeting on June 15, 2017 followed by meetings on June 22, June 29, July 13, July 25, August 8, August 26 and September 11. Each meeting was held subject to all provisions of the Ralph M. Brown Act and the City's Open Government Policy. No subcommittees were appointed. TF meeting agendas, staff reports and materials were posted on the City website and the Hillview Community Center Project webpage and were distributed through email list-serve. Members from the public were encouraged to attend TF meetings and provide public comments and written communications. A public binder of letters and emails received were available at TF meetings and in City Hall. Staff provided support to the TF, developed organizational processes and ensured the



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public and City Commissions were informed, invited and welcome to attend TF meetings and engage in the planning process. Similar processes and focus will be utilized for the next phase of the project, which includes developing a recommendation on the exterior design of the Community Center and a final report to Council on December 12, 2017.

The timelines to achieve the mission of the TF required an abundance of information be transmitted and discussed during TF meetings. Focus to the mission of the TF was an ever-present beacon to TF members, staff and the N&T architect design team.

### **Discussion/Analysis**

The Joint Study Session with Council will provide the needed review, discussion and direction from Council as the TF seeks to solidify its suggested interior space allocation and determine if additional funds will be available to support either Option 4 or Option 5 site placement or, in the alternative, if Options 1, 2 or 3 need to be revisited for site placement. Additional funding considerations are being requested by the TF to enhance specific features of the building. This discussion and direction will enable TF members, staff and N&T design team to move forward and determine a recommendation for exterior design of the facility and produce a final report to Council for its December 12, 2017 meeting. It is anticipated, in accordance with Resolution 2017-15, the mission of the TF will then be completed.

Resolution 2017-15 states the mission of the Task Force: *is to hold public meetings to gather community input and provide a recommendation on the interior space allocation and exterior design and layout of the Hillview Community Center*

The TF developed a statement of goals/objectives/guiding principles and a vision to assist its focus and discussions to reach recommendations pursuant to its mission (Attachment 1).

### **Interior Space Allocation**

The TF guidelines for interior space allocation:

1. More activity rooms, the community is looking for gathering spaces
2. Priority for enough flexible space for programs; more flexible space in larger rooms
3. Dedicated or specialized space should be minimized due to constraints in flexibility for other programming options
4. Aspirational planning is valued so that the community center design will be unique to Los Altos
5. Interior space can be augmented by use of outdoor space for suitable programming; capitalize on the favorable climate enjoyed during much of the year for outdoor programming. Current and future trends indicate high desirability by the community for outdoor programming and gathering spaces
6. Considerations:



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- a. Large community rooms for approximately 150 people, catering kitchen, small café space properly sized
- b. Kinder-prep space allocated
- c. Seniors: senior area include some space dedicated and some space flexible; senior entrance should be easily accessible with patio and outdoor accessibility
- d. Youth can use multi-generational game room; design this space and evaluate if used by teens, if not, space can easily be scheduled for other uses; leverage connection to outdoors; incorporate into lobby, youth will use the café and adjacent outdoor patio and lobby
- e. Lobby designed to be used as flexible gathering or programmable space
- f. Currently more programming in afternoon needed to encourage greater usage
- g. Leverage square feet with various scheduled uses throughout the day

Through a series of N&T led space allocation TF group exercises, presentations, primers and cost estimate discussions coupled with the above principles, Attachment 2 is the suggested interior space allocation.

#### Site placement (layout)

N&T provided primers and information including presentations and multiple TF group exercises and detailed cost discussion as the TF considered a total of five (5) site placement options. Following further discussion and analysis, three of the options were eliminated leaving Options 4 with adjacency to the History Museum and Bus Barn Theater and Option 5 which places the new Community Center on the existing soccer field site at Hillview with adjacency to the Library and Bus Barn Theater.

A feasibility review for site placement included: 1) assumptions and qualifications; 2) preliminary budget estimates of each option along with construction cost summaries; 3) site feasibility, budget, pros and cons and trade-offs.

Task Force review included the following discussion for Options 4 and 5:

1. Does site location work for adjacency, connectivity to other facilities?
2. Relationship to existing Civic Center buildings, downtown and neighborhood along with accessibility to travel
3. Costs and trade-offs
4. Value of interim use – find alternative places for programming and staff during construction
5. Tradeoffs between 1 and 2 story building and cost of land
6. Opportunity for future development on the site
7. Opportunity to preserve and perhaps refurbish selected buildings of Hillview for storage or other uses
8. Environmental LEED factors, potential as a demonstration building for environmental sustainability



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9. Site environment for outdoor program space and attributes of a natural environment
10. Curb appeal, appearance

The TF considered functionality of the sites, adjacency, connectivity, size vs. quality trade-offs, qualitative environmental space (flexibility, materiality, daylight, mechanical electrical systems), environmental sustainability.

If either Option 4 or 5 are to be the Community Center site placement, additional funding is required to maintain a 20,000-square foot building. Attachment 3 presents Options 4 and Option 5.

### **Options**

- 1) Support Community Center Project interior space allocation as suggested in Attachment 2 and, determine if additional funds can be allocated for Option 4 or 5 site placement in Attachment 3 or for other features; TF proceed to exterior design phase; final recommendation and report to Council on December 12, 2017

**Advantages:** Acceptance of suggested interior space allocation and Council direction on additional fund allocation for site placement will keep the TF Project aligned with the project schedule of N&T design architect team and staff in order to complete the project on schedule as desired by Council.

**Disadvantages:** Other options for space allocations and layout (site placement) are not included in the recommendation

- 2) Direction from Council to revisit interior space allocation and/or layout (site placement) recommendation or additional features for consideration

**Advantages:** Use or develop other space allocation and/or layout (site placement) options or features

**Disadvantages:** Delay of Council's timeline and architect's project schedule; not recommended by staff or N&T design team

### **Recommendation**

The staff recommends Option 1



COMMUNITY CENTER TASK FORCE  
POTENTIAL PROJECT GOALS/OBJECTIVES/PRINCIPLES

Design focused attributes

- A design the community can be proud of for years to come and that epitomizes Los Altos' unique character and heritage
- Sustainable design that demonstrates good Green Building practices to extent budget allows
- Design and site layout that blends with neighborhood and surroundings
- A design that anticipates future expansion
- Design finishes that are durable and easy to maintain
- Provide amenities that encourage people to want to stay and linger
- Design that is inclusive, welcoming and creates a sense of space
- Design maximizes adjacencies to other functions on the Civic Center site and builds strong pedestrian connections
- Provides sightlines from San Antonio Road to draw people into the site
- Building footprint that maximizes outdoor recreation and open space

Outdoor focused attributes

- Incorporate engaging open space balanced with landscaping that allows for unprogrammed outdoor space
- Maximizes use of outdoor space and takes advantage of outdoor "rooms" for programming
- Provides environmental education to site visitors

Programming focused attributes

- Flexible indoor spaces that allow the city to adapt programming to changing recreational and community needs
- Interior spaces that reflect best industry practices as identified by City staff (Reference staff presentation handout for detail)
- Equitably considers the space needs of City programming and legacy groups

Community focused attributes

- A Community Center that serves residents of all ages
- Reflects multicultural richness of Los Altos

**Maximize Flexible Program Rooms**

Activity Space	ASF
<b>Non Negotiable Spaces</b>	
Admin Offices (3 offices & workspace)	1200
Reception	200
Restrooms	600
Family Restroom	75
Storage/Copy Room	200
<b>LARGE COMMUNITY EVENT ROOM</b>	
Community Room (150)	2500
Kitchen	700
Storage	400
Lobby-Community Living Room	1000
Café	250
	ADDED CAFE
<b>DEDICATED SPACES</b>	
Seniors (divisible)	2000
Multigenerational Gaming	600
	SMALLER
Kinderprep for 25 (includws toilet and storage)	1000
Storage	200
<b>FLEXIBLE SHARED SPACES</b>	
MP Activity Room 1 (divisible)	1200
Activity Room 3-Arts and Crafts	750
MP Activity Room 2	750
Movement Room	1200
Conference Room	300
<b>Total (Net)</b>	<b>15,125</b>
<b>GSF (75% efficient)</b>	<b>20,167</b>

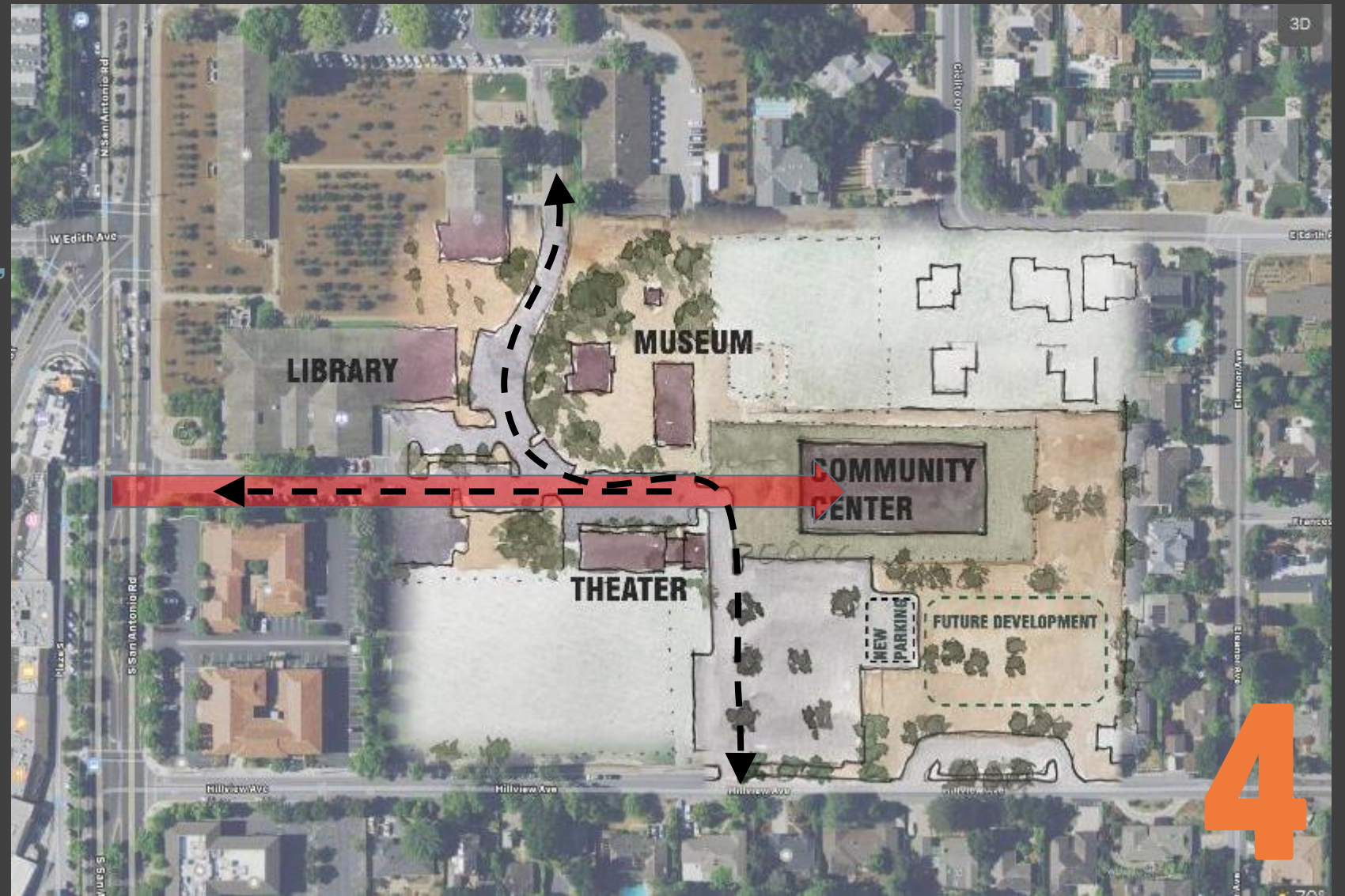
**INTERIOR SPACE ALLOCATION RECOMMENDATION-**

1. 15,000 SF NET FOR USABLE SPACES/ 20,000 SF TOTAL
2. COMMUNITY COMMITMENT TO MULTI-GENERATIONAL
3. SPECIALIZED SPACES: MINIMIZE (KITCHEN, CAFE)  
DEDICATED SPACES: PROVIDE FOR SENIOR AND KINDER  
FLEXIBLE SPACES: MAXIMIZE TO EXPAND USE OF DEDICATED USER SPACES
4. THE LOBBY CAN BE A FLEXIBLE PROGRAMMABLE SPACE
5. INCLUDE A LARGE COMMUNITY ROOM FOR 150 PEOPLE
6. WELCOME TEENS @ MULTI-GENERATIONAL GAMING RM
7. INCLUDE A CAFE
8. MAXIMIZE OUTDOOR ACTIVITY SPACE

**MAXIMIZE FLEXIBLE PROGRAM SPACES**

## KEY FEATURES

- 20,000 FOOTPRINT / ONE STORY
- STRENGTHENS NUCLEUS OF ACTIVITY
- STRONG CONNECTION TO MUSEUM, LIBRARY & THEATER
- STRONG VISUAL CONNECTION TO SAN ANTONIO
- DEVELOPS BUFFER SPACE TO ADJACENT RESIDENCES
- FUTURE DEVELOPMENT AT SOUTH END OF SITE
- DISPLACES APPROXIMATELY 30 PARKING SPACES
- POTENTIAL TO RE-USE EXISTING BUILDINGS
- \$\$ EXCEEDS BUDGET



## KEY FEATURES

- 20,000 FOOTPRINT ONE STORY
- STRONG LINK TO LIBRARY, MUSEUM AND THEATER
- SOCCER FIELD RELOCATED TO EXISTING CC SITE
- FUTURE DEVELOPMENT AT SOUTH SIDE OF SITE
- NO CHANGES TO PARKING
- \$\$\$\$ EXCEEDS BUDGET



**Los Altos Hillview Community Center  
Preliminary Budget Estimate**

<b>Comparison of Options</b>	<b>Option 4</b>	<b>Option 5</b>
<b>Building Cost (Based on 20,000sf enclosed building)</b>	\$14,646,672	\$14,646,672
<b>Sitework Cost (Based on 7,500sf outdoor program)</b>	\$4,528,623	\$3,983,056
<b>Soccer Fields</b>		\$1,955,625
<b>Soft Costs</b>	\$7,800,000	\$8,300,000
<b>Total Project Costs</b>	<b>\$26,975,295</b>	<b>\$28,885,353</b>

**Potential Cost Reductions**

Reduce site areas to minimum	(\$350,000)	
Move building in Option 4 to the east out of parking area	(\$400,000)	
Eliminate soccer field replacement in Option 5		(\$2,500,000)
Decrease outdoor program space by 2,000 sf	(\$225,000)	(\$225,000)
Decrease building quality	(\$700,000)	(\$700,000)

**Potential Cost Adds**

Increase building quality	\$1,200,000	\$1,200,000
Increase building functionality	\$750,000	\$750,000
Upgrade from LEED silver to gold	\$500,000	\$500,000
Provide connectivity to civic center campus	\$1,000,000	\$1,000,000
Increase building area by 3,000sf	\$2,000,000	\$2,000,000
Increase outdoor program space by 2,500 sf	\$500,000	\$500,000
Refinish existing parking lot	\$750,000	\$1,000,000