



Item No. 19 Town of Atherton

CITY COUNCIL STAFF REPORT – REGULAR AGENDA

**TO: HONORABLE MAYOR AND CITY COUNCIL
GEORGE RODERICKS, CITY MANAGER**

**THROUGH: MICHAEL KASHIWAGI
COMMUNITY SERVICES DIRECTOR**

FROM: MARTY HANNEMAN, CITY ENGINEER

DATE: SEPTEMBER 21, 2016

**SUBJECT: ACCEPT THE CIVIC CENTER PROJECT STATUS UPDATE;
PROVIDE FEEDBACK ON THE CIVIC CENTER AND LIBRARY
DESIGNS; RECEIVE UPDATE ON THE SFPUC WATER LINE
AND PROVIDE FEEDBACK**

RECOMMENDATION

1. Review the updated Civic Center and Library floor plans and elevations and provide feedback; and
2. Review the information on SFPUC 36 inch water line potential relocation and provide feedback.

BACKGROUND

The Schematic Design for the new Civic Center and Library was approved by Council in May 2016 and the project is now in the Design Development phase. This report provides an update on the progress of the Civic Center and Library designs since the July 20, 2016 Council meeting.

The design of the new Civic Center project includes reconfiguration of streets through the site. There is an existing 36" steel water pipe managed by the San Francisco Public Utilities Commission (SFPUC) that longitudinally bisects the site. The pipe is nearly 80 years old (installed 1937) and as such should be considered for replacement.

The SFPUC has expressed a willingness to cooperate with the Town to relocate and replace the pipe such that its new location would be aligned within the new proposed public right of way. The pipe was installed in an easement granted by the Southern Pacific Railroad, which owned a portion of the current Civic Center site and pursuant to a permit granted by the Town in the 1930's.

On March 16, 2016 City Council authorized the City Manager to execute an amendment to the

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Professional Services Agreement with WRNS Studio for design services for the replacement of the SPPUC water line for a not to exceed fee of \$53,500. As part of this scope of work, Sherwood Design Engineers, sub-consultant to WRNS evaluated the pros and cons and costs of relocating the water line.

FINDINGS/ANALYSIS

Project Design

Staff continues to work with CCAC, Green Building Committee, Library Committee, San Mateo County Library, Atherton Heritage staff, Town Planner, Public Works staff, and the WRNS Studio design team to refine floor plans to address efficiency, code compliance and programming requirements. City PD staff have provided input and comment on the relocation of the radio tower, structure, auxiliary building, storage needs and secure parking requirements. Staff and consultant team will be meeting again in October with Library stakeholders to further define the space and program needs.

Based on prior Council direction, the project team is designing a café with the required infrastructure for the Historic Council Chambers and Library Project that is fully compliant with San Mateo County Public Health regulations for a retail café. This will provide Council with maximum flexibility to use this area as a warming kitchen for special events or future retail café. *Please ask any clarifying questions on this item as moving forward requires the addition of plumbing infrastructure and planning for permitting requirements into the plan process.*

The project team continues to refine the sustainability matrix presented to Council on July 20, 2016, including with high level of return on investments (ROI) analysis that addresses what sustainable design features are required by code, features that if incorporated into the design may reduce cost or size of various systems that could be considered in the final design and bid as add alternates. This information has been provided to the Green Building Committee and CCAC for their feedback at two of their meetings. The goal is to have the list of approximately 13 potential sustainability elements narrowed to a few for Council's consideration at its October 19, 2016 meeting.

SFPUC Water Line

The current design for the Civic Center project realigns the public right-of-way. The current location of the SFPUC water line is within the current right-of-way. Because the project, as designed, does not interfere with the water line, the Town may leave the water line in place or participate with the SFPUC to realign the water line with the new proposed right-of-way. After speaking with the SFPUC, they have advised that they would prefer that the water line be relocated now rather than later given its current depth and the Town's planned project. However, the SFPUC has stated they were under no obligation to relocate the line given the current design and requested that the Town financially participate in the project since they are not the underlying owners of the line itself.

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Based on information provided in the attached (Attachment 1) September 12, 2016 letter from Sherwood Design Engineers, approximately 288 ft. (45%) of the total 640 ft. of pipe is in an easement and the remaining 352 ft. (55%) is not. The estimated construction cost (does not include design, permits, etc.) per linear foot to relocate the 36" water line is \$1,200. Based on this, the Town's share to relocate the water line would be a minimum of \$345,000, plus additional design, permits, etc.

Factors that may **Favor** relocation of the pipeline include:

- Relocation of the pipeline would allow the Town to reset the peculiar easement conditions, widths and locations.
- Relocation would assure that any future maintenance or repair on the pipeline would be conducted within the public right-of-way.
- Relocation would allow the Town to implement unrestricted landscaping in the Civic Center area.
- Relocation would allow unfettered future expansion of facilities.
- Relocation would assure that the SFPUC would not need to conduct repair or maintenance activities within the secure police parking area.

Factors that may **Favor Not** relocating of the pipeline include:

- Town cost in the range of \$400,000 - \$500,000.
- Proposed improvements at the Civic Center project can be installed while maintaining the SFPUC pipeline in situ.
- Town may be able to negotiate an agreement with the SFPUC regarding easement widths and protocols for managing maintenance of the pipeline under the police lot that will not require compromising police security.
- Useful life of the existing pipeline may extend for a few more decades. Trenchless technologies may be used to further extend the life of the pipeline.

Based on Council comments this evening, staff will continue to work with SFPUC staff to determine the most feasible options available for Council's consideration.

Project Cost Estimate

Mack5 is presently working on a detailed cost estimate at the 50% Design Development mark. This will be brought City Council at the October 19, 2016 meeting.

Project Schedule

The Project Schedule for the Design Development Phase has been updated to reflect time required to provide quality assurance checks and reasonable interaction with the CCAC, committees and Council to provide key input throughout the process. At this time, completion of the Design Development phase is still projected to be December 2016. The project team is working to develop a schedule that addresses phasing, utility relocations and location of temporary town operations

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during the construction. In order to facilitate the operational and funding needs, it is possible final construction documents will be issued in phases. An updated project schedule is being coordinated with Mack5 to address all these issues and staff anticipates bringing those details to Council at its October 19, 2016 meeting.

Project Funding

Atherton Now's August Monthly Fundraising Update is attached (Attachment 2). Atherton Now has sufficient contributions to allow the project to move through all design phases. Their contribution towards Design Development has been received by the Town. Atherton Now maintains a public website at <http://atherton-now.org> that provides information on the project, a project video, and information on the campaign status.

POLICY ISSUES

On May 18, 2016, City Council approved the Schematic Design with comments and direction to staff to reduce square footage of the Council Chamber, review the program and building layout for efficiency and reduction in square footage where possible, and identify options for base bid and alternate project elements and reduce the budget by approximately \$1.8 Million. This was accomplished by holding the assumed donation requirement at \$25 million. This is now \$25.5 million with the addition of the corporation yard. There are no significant policy issues within this Report.

FISCAL IMPACT

Attachment 3 is a summary of the project finances via the Monthly Budget Summary.

PUBLIC NOTICE

Public notification was achieved by posting the agenda, with this agenda item being listed, at least 72 hours prior to the meeting in print and electronically. Information about the project is also disseminated via the Town's electronic News Flash and Atherton Online. There are approximately 1,200 subscribers to the Town's electronic News Flash publications. Subscribers include residents as well as stakeholders – to include, but be not limited to, media outlets, school districts, Menlo Park Fire District, service providers (water, power, and sewer), and regional elected officials. In addition, the project's information is updated frequently on the Town's Website, and an open forum is noticed and offered prior to the beginning of each CCAC Regular meeting.

The Town maintains an active and up to date Project Website at <http://ca-atherton.civicplus.com/index.aspx?nid=290>

ATTACHMENTS

Attachment 1: Sherwood Design Engineers 9-12-16 Letter

Attachment 2: Atherton NOW August 2016 Monthly Report

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Attachment 3: Monthly Budget Summary

Attachment 4: Presentation to Council (to be provided on receipt)

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Attachment 3

Monthly Budget Summary

Fund Allocations	Library Fund	Building Facilities Fund	General Fund	Civic Center Donations	Total
FY 16-17 Budget	\$946,500	\$594,000	\$354,000	\$1,535,000	\$3,429,500
Expenditures to Date					
Design	\$223,708	\$68,833	\$0	\$567,875	\$860,416
Project Management	\$80,498	\$119,301	\$6,861	\$117,594	\$324,254
Geo-Tech/Environmental	\$47,259	\$91,321	\$24,009	\$0	\$162,589
Totals	\$351,465	\$279,455	\$30,870	\$685,469	\$1,347,259
Remaining FY 17-16 Budget	\$595,035	\$314,545	\$323,130	\$849,531	\$2,082,241

Atherton Now Cash Donations (Received)	Amount
Master Plan & Conceptual Design Phases 1 & 2	\$250,457
Schematic Design Phase 3	\$200,838
Design Development	\$506,870
Total Contributions to Date	\$958,165

Marty Hanneman
Town of Atherton
91 Ashfield Road
Atherton, CA 94027

September 12, 2016

Re: **Atherton Civic Center, SFPUC water line
Project No. 14-301**

Dear Marty:

As we have discussed, the Town has been investigating the feasibility of relocating an existing SFPUC-owned 36" water transmission line running under Dinkelspiel Station Lane. To assist the Town in this decision, Sherwood Design Engineers has identified the following:

- **Cost:** The cost of relocating the line is assumed to be approximately \$1,200 / linear foot. Total cost is estimated at \$768,000 (640 linear feet total). This cost does not include soft costs and general contractor mark-ups.
- **Shared Costs:** The pipeline is only partially within an easement. The remaining portion of the pipeline is in franchise. The SFPUC has indicated that they will cover the costs of the pipeline replacement that is in Franchise (approximately 55% of the existing alignment). This would put costs to the Town in the vicinity of \$345,000. The SFPUC is requesting an easement for that portion of the pipeline that is not currently within an easement at assessed value. This could partially off-set the costs associated with the construction of the pipeline. The value of this easement is unknown at this time.
- **Easements:** See the attached exhibit documenting the existing easements. There are two easements, one for the pipeline itself (20 ft width) and a second running parallel to the pipeline easement for maintenance and construction of the pipeline (additional 20 ft width). Additional information related to each of these follows:
 - The terms of the pipeline easement do not allow some surface elements above and within the vicinity of the pipe, such as tree plantings and erection of buildings and infrastructure. Although new improvements can be designed to maintain appropriate separations from the existing pipeline there are some existing features (utilities and trees) that encroach on typical separations and will need remain in place. It will be important to negotiate the conditions of the easements with the SFPUC to ensure that additional cost is not born on the project as related to utility relocations if work is required within the easement.

- The maintenance and construction easement exists coincident with the electric generator and ancillary building within the secure police parking lot. It will be important to negotiate the removal of this easement as part of the agreement with the SFPUC or confirm the terms of access if it is determined that these facilities can be built within the easement.
- Access and Maintenance: The PUC requires access to the pipeline for maintenance, although routine maintenance activities are quite rare. Although the PUC states that they have not historically accessed this pipeline for maintenance, it is reasonable to expect that they will need to do so at some time in the future. The current easement is considerably wider than is typically considered necessary. There is opportunity to negotiate a narrower easement through the proposed secure police parking area that minimizes restrictions to the facility infrastructure and operations. A ten foot easement would be considered adequate in this location.
- Life expectancy and future replacement: The present pipeline was constructed in 1937 and is reportedly in good condition. It is possible that the proposed Civic Center facilities themselves will require major renovation or replacement before pipe will need to be replaced. The attached exhibit includes the proposed alignment if the pipeline is to be replaced. The Town can maintain this alignment as a potential future alignment by limiting the construction of infrastructure within it. This would give the Town and SFPUC the opportunity to agree on a different alignment in the future if the pipeline ever requires replacement. A benefit of such a realignment would be no impact to the secure police parking area itself.
- Water Storage/Thermal exchange opportunities: It has been suggested that if the town relocates the pipeline, the former, abandoned pipe could be used to benefit the operations of the new Civic Center. One suggestion was that it could be used as a sink for heat exchange. However, the Mechanical Engineer, Interface, has ruled out this opportunity to dissipate energy due to cost and therefore is not considering that as a viable use for the pipe. The pipeline does however represent a significant water storage vessel with a capacity of over 32,000 gallons.
- Landscape/site design: The town is restricted from planting large trees in the vicinity of the pipeline. In the event that the SFPUC will need to open trench repair or replace the pipe, any landscaping or improvements directly over or within about 5 feet of each side of the pipe will be affected. The options to repair and replace pipes with trenchless technologies does not necessarily mean that replacement of the pipe will result in demolition of the surface improvements.
- Future expansion impacts: It is unlikely that the SFPUC will allow construction of buildings over an active transmission pipeline at any time in the future. Therefore, if the pipe is left in place, any future expansion will need to be designed to avoid the pipe and its easement. Alternately, the town could at that time reconsider relocation of the pipe (to the corridor identified above).
- Impact to line during construction: A question was raised regarding the potential that construction of the new Civic Center could affect or damage the pipe in situ. If excavation activities do not occur within the pipe area, there should be no impact to the pipe. The SFPUC has strict guidance on construction activities within the vicinity of the pipe. If this

type of work must be performed the contractor will be instructed to follow appropriate protective measures.

- Disruption to city services: The town is justifiably concerned about disruption to city services, in particular to the secure police lot, should the SFPUC need to conduct maintenance or replacement of the existing pipeline. There may be an opportunity to negotiate an agreement with the SFPUC with respect to the way the SFPUC conducts work on the pipeline that will both minimize disruption to city services and maintain security at the police lot. As mentioned earlier, there are technologies available such as slip lining that allow trenchless repair of pipelines.

In summary, factors that would **favor relocation** of the pipeline include:

- Relocation of the pipeline would allow the Town to reset the peculiar easement conditions, widths and locations.
- Relocation would assure that any future maintenance or repair on the pipeline would be conducted within the public right-of-way.
- Relocation would allow the Town to implement unrestricted landscaping in the Civic Center area.
- Relocation would allow unfettered future expansion of facilities.
- Relocation would assure that the SFPUC would not need to conduct repair or maintenance activities within the secure police parking area.

Factors that **favor leaving the pipeline** in its current location include:

- Cost. Likely in the range of \$400,000 - \$500,000.
- It appears the proposed improvements at the Civil Center project can be installed while maintaining the SFPUC pipeline in situ.
- It is likely that the Town can negotiate an agreement with the SFPUC regarding easement widths and protocols for managing maintenance of the pipeline under the police lot that will not require compromising police security.
- It is likely that the useful life of the existing pipeline will extend for a few decades. Trenchless technologies may be used to further extend the life of the pipeline.
- Should the Town desire to expand facilities in the future that would trigger a need to relocate the pipeline, it can be relocated then, albeit at the sole cost of the Town.

Sincerely,



John Leys, PE
Partner



September 6, 2016 **ADDENDUM** dated 09/13/16

TO: Town Council of Atherton
 FROM: Atherton Now Campaign Committee
 SUBJECT: Monthly Fundraising Update – August 2016

Please note that since this report *Atherton Now* has received a \$25,000 gift. In addition, another generous donor has underwritten the expenses for the donor appreciation brunch.

Greetings,

A few committee members have been actively working on the September 25th *Farmers Market & Family Faire*. This no-charge community outreach event from 12-3 near the Administration Building will feature food trucks, music, games for the family, and the most recent drawings of the new Civic Center. The event has been graciously underwritten by a generous Atherton family.

A private donor appreciation brunch will be held prior to the event.

Atherton Now is partnering with the Town in outreach efforts to raise \$10 million in private funds by the end of the year. We encourage activity to inform and interest residents as to the need for the new buildings.

Here is an updated confidential financial summary:

Outstanding commitments/pledges	\$2,837,262
Cash Donations	\$2,772,525
Cash Grants to the Town	\$958,165
Next Payment Due October, 2016	\$780,526
Total Cash & Pledges to date	5,609,777
Million Dollar Donors	4
Total # of Donors to date	50

Respectfully submitted.

Campaign Committee
 Didi Fisher, Co-Chair
 Sandy Levison, Co-Chair
 Kay Clarke
 Brendan Cullen
 Christine David
 Rick Degolia
 Herb Lechner
 Beverly Lenihan
 Elizabeth Lewis
 Kimberly Young

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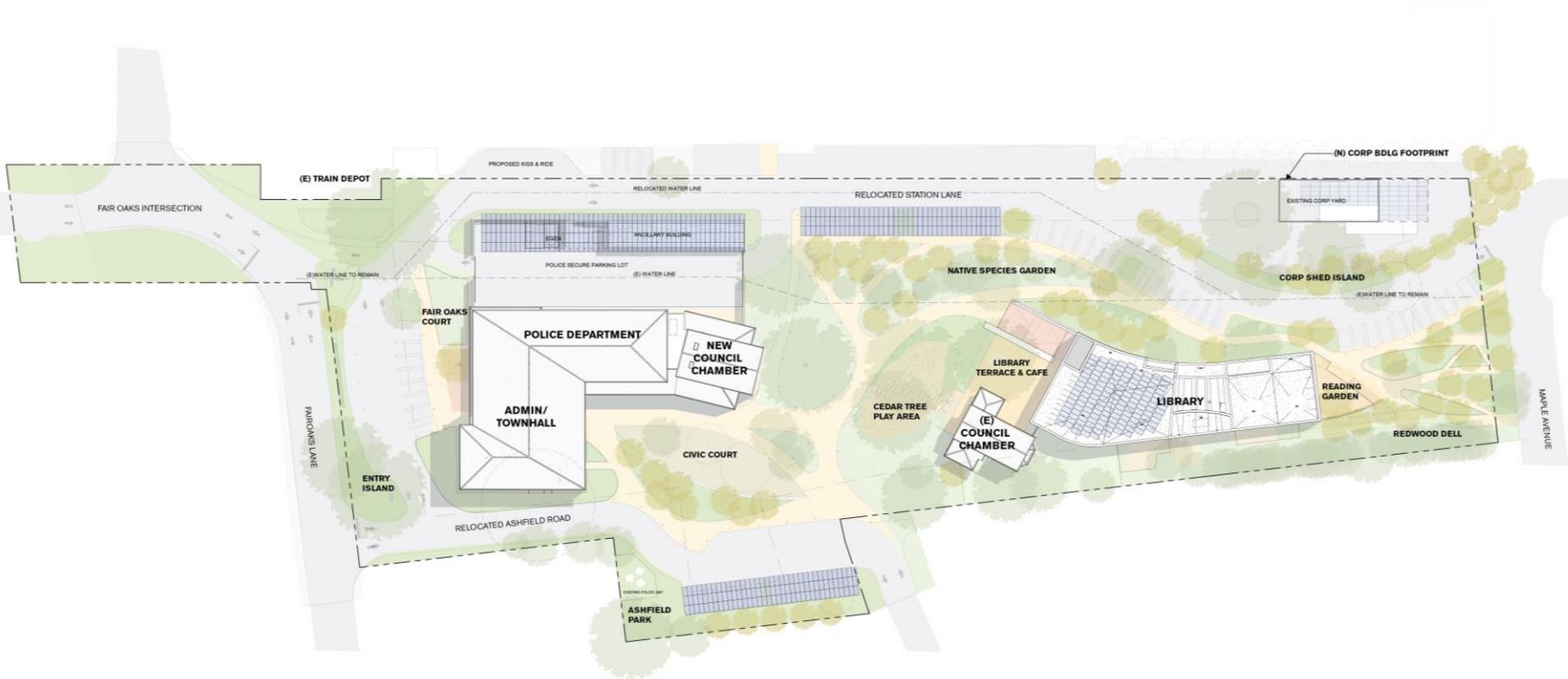
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Atherton Civic Center

WRNS STUDIO

SITE PLAN



CITY HALL



SEWATER LINE











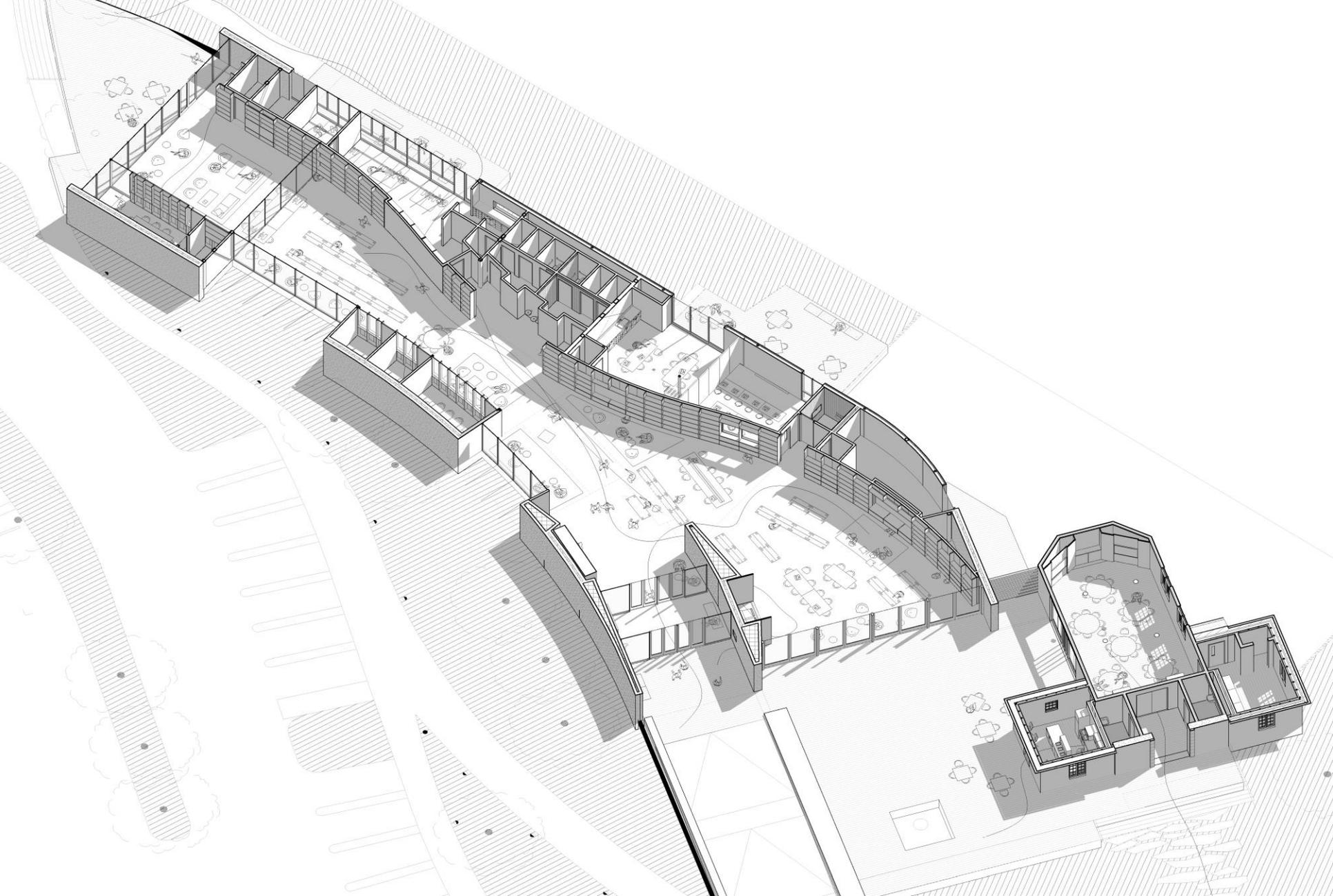




LIBRARY





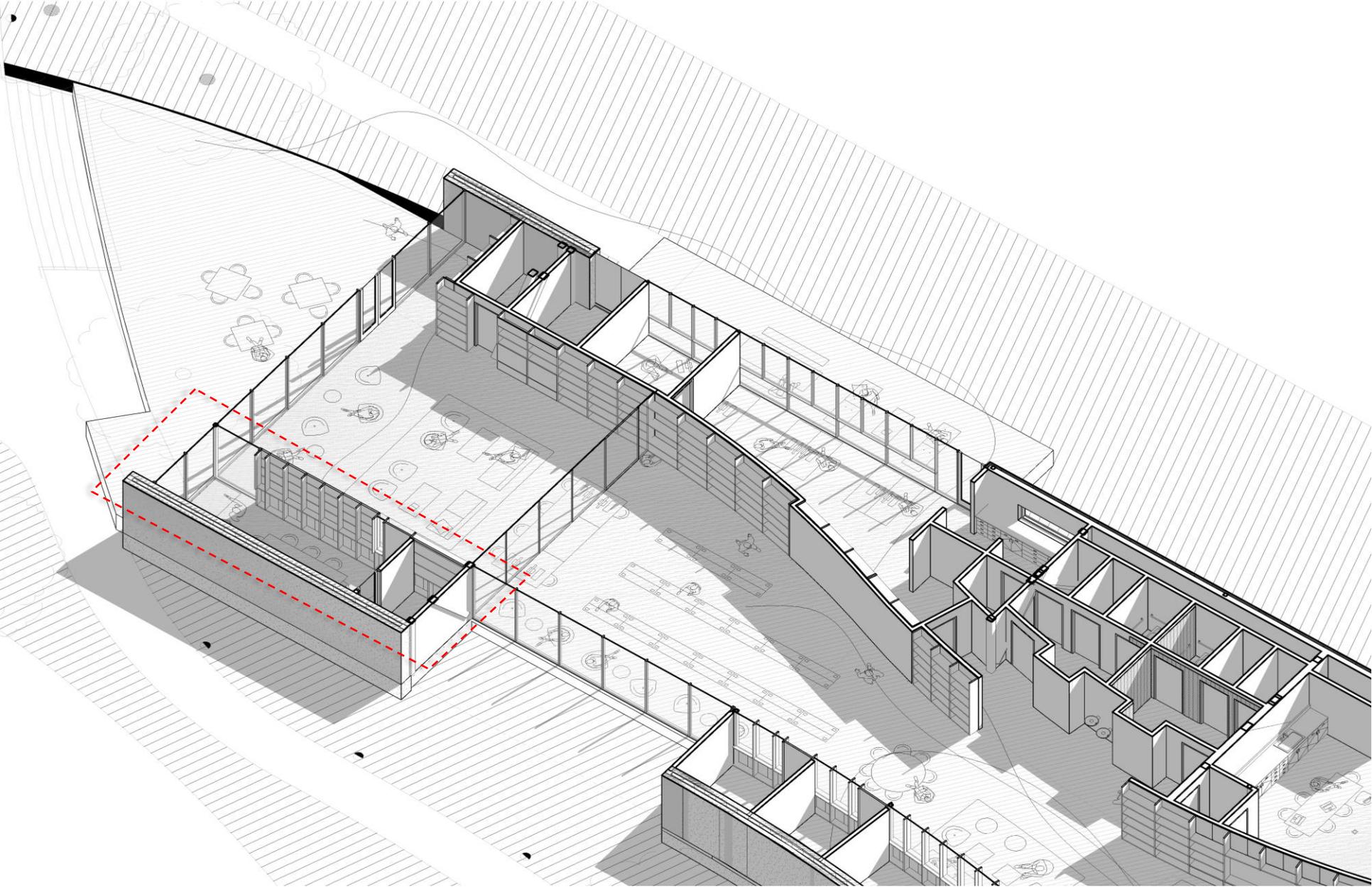


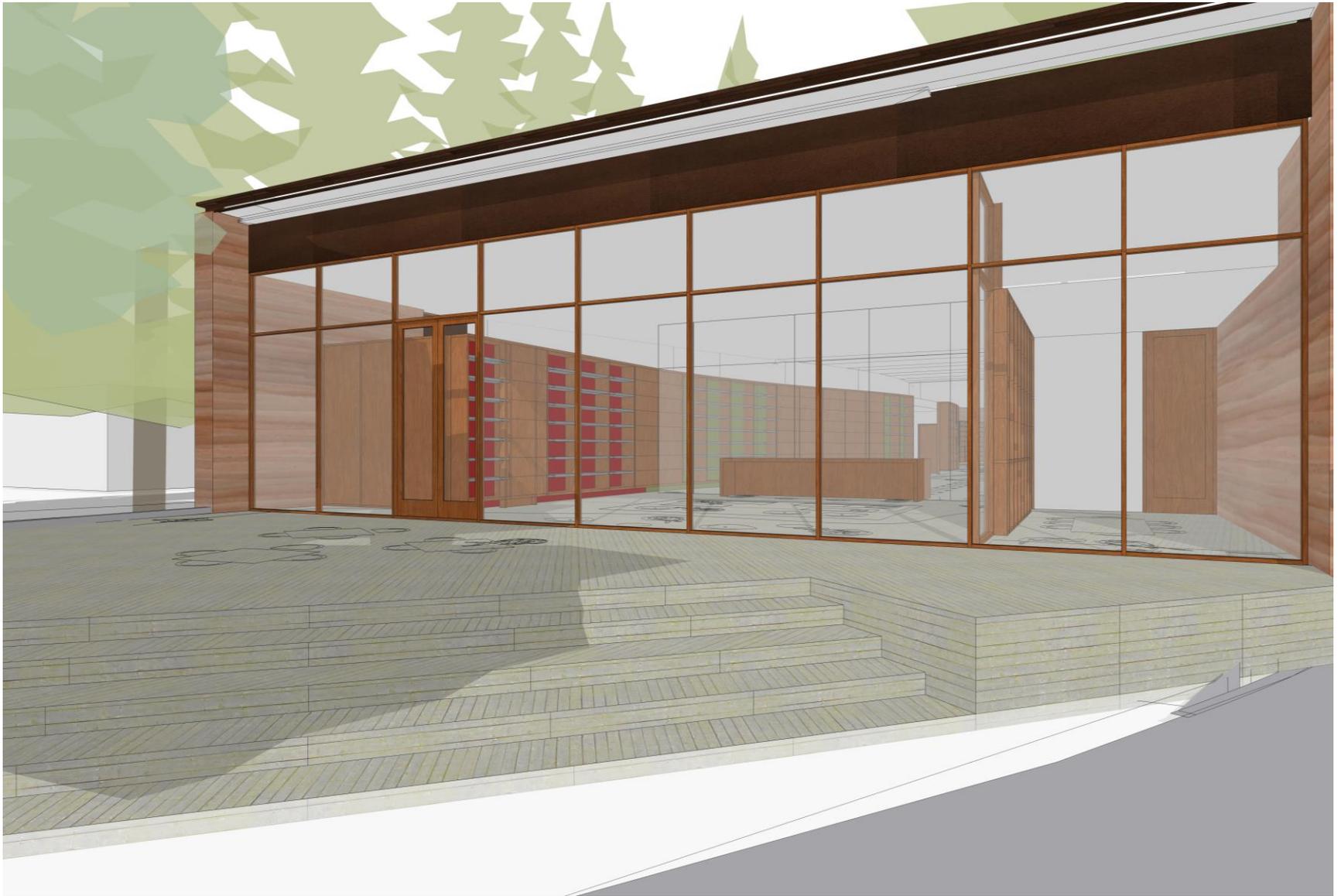




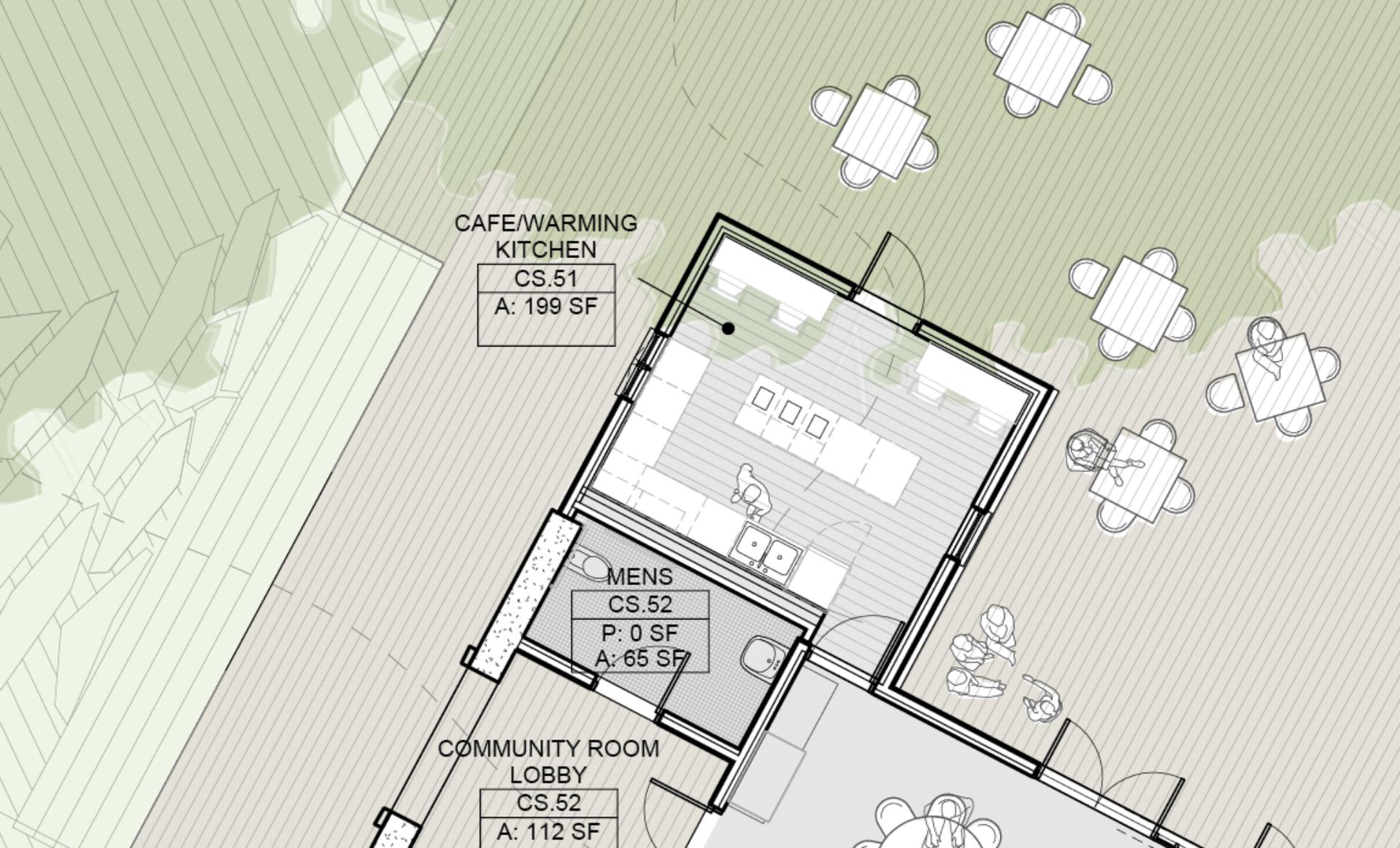












CAFE/WARMING
KITCHEN

CS.51
A: 199 SF

MENS

CS.52
P: 0 SF
A: 65 SF

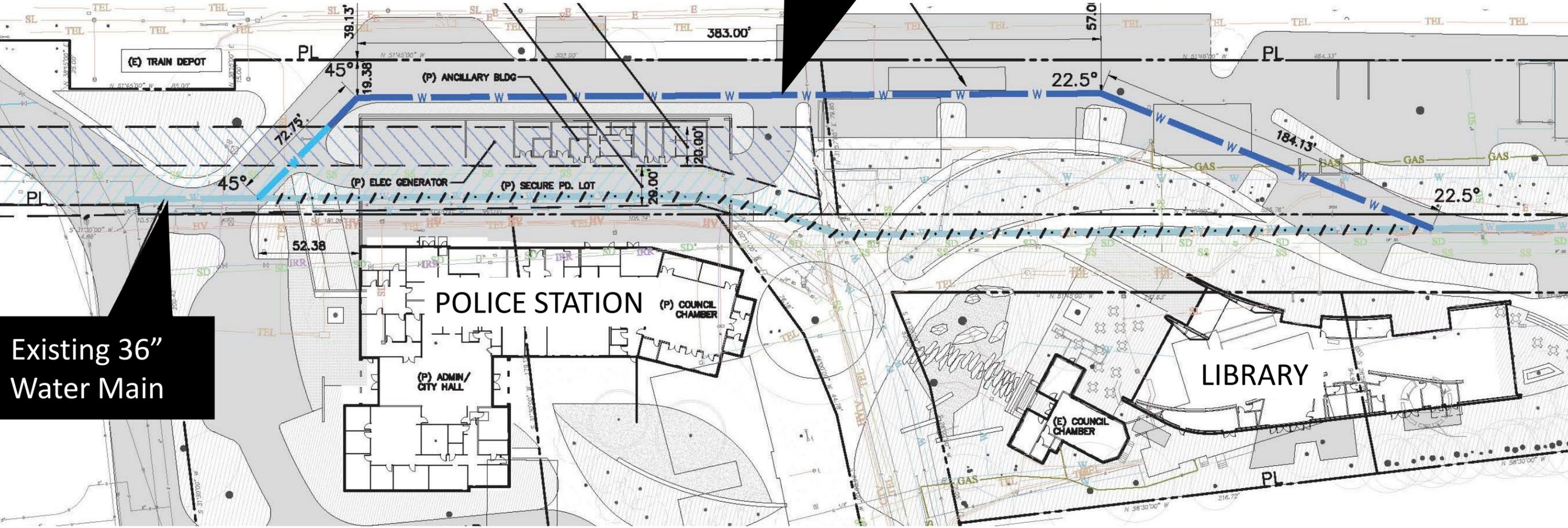
COMMUNITY ROOM
LOBBY

CS.52
A: 112 SF

**TOWN OF ATHERTON CIVIC CENTER
SFPUC WATER MAIN RELOCATION
SEPTEMBER 21, 2016**

POTENTIAL RELOCATION OF EXISTING PIPELINE

Preferred 36" Water Main Alignment



Existing 36" Water Main

Bleed E (11.00 x 17.00 Inches)

RELOCATION OF EXISTING PIPELINE COST

RELOCATION COSTS:

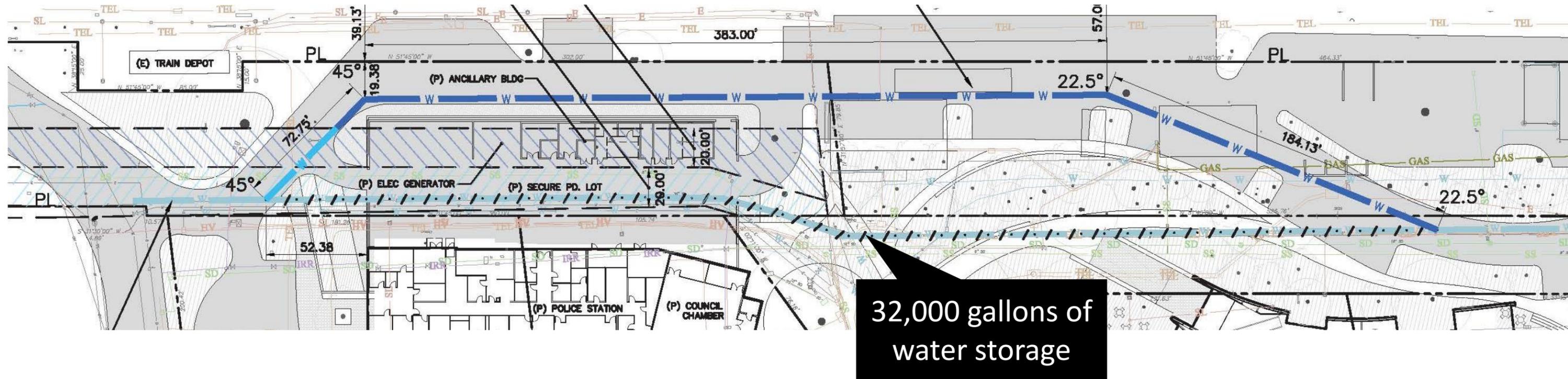
- +/- \$1,200 / linear foot
- Estimated Hard Costs: 640 Linear feet x \$1,200/linear foot = **\$768,000**
- Note these estimated costs do not include soft costs, all contingencies, contractor fees, escalation

SHARED COSTS:

- 55% of existing alignment is covered by a franchise agreement (SFPUC should cover these costs)
- Town of Atherton to cover remaining 45% that is in an existing easement = **\$345,000**
- SFPUC is requesting an easement for the portion of the pipeline that is not currently within an easement
 - Value unknown at this time
 - Could offset a small portion of the construction costs of relocated pipeline

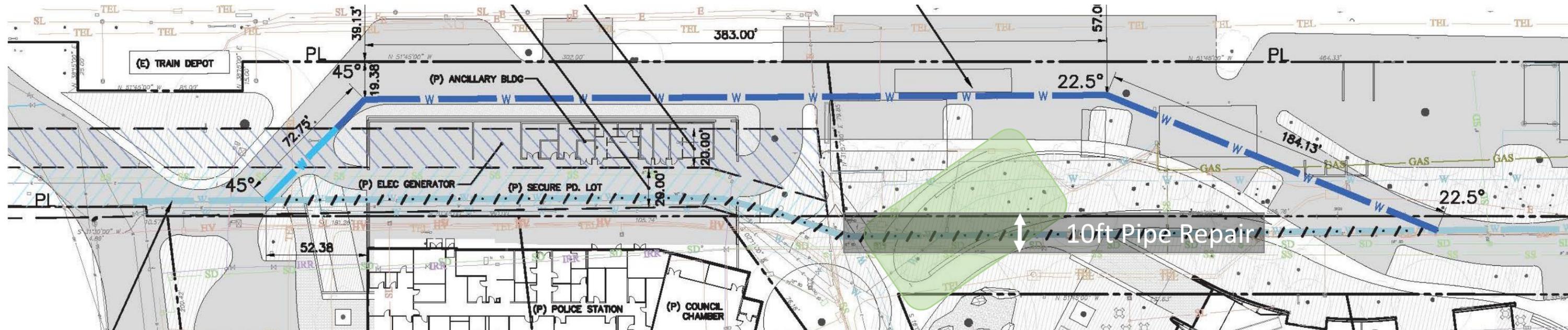
RELOCATION OF EXISTING PIPELINE

WATER STORAGE / THERMAL EXCHANGE OPPORTUNITIES



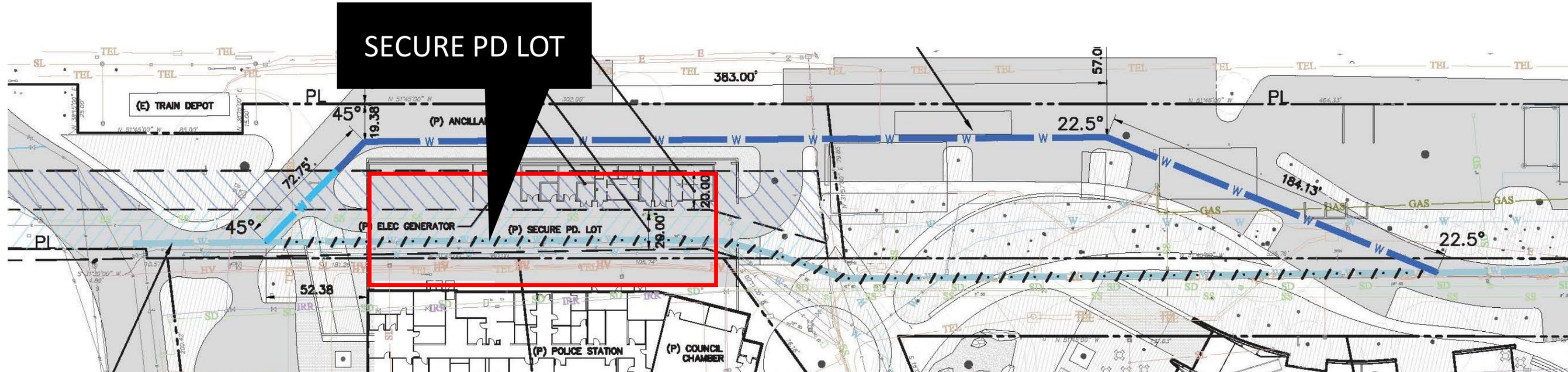
- Interface (Mechanical Engineer) ruled out option to use existing, abandoned pipe as heat exchange sink
- However, existing pipe has capacity for 32,000 gallons of water storage that could be used as part of the stormwater management plan or water sustainability plan

RELOCATION OF EXISTING PIPELINE LANDSCAPE / SITE DESIGN



- Town is restricted from planting trees in the vicinity of the pipeline
- Pipe repair affects any landscape above or within +/-5 feet of each side of the pipe
- Town would likely be responsible for the cost to replace surface improvements after any future below grade pipeline maintenance or repair

RELOCATION OF EXISTING PIPELINE DISRUPTION TO CITY SERVICES



- Concern of disruption to secure police lot during maintenance or repairs
- **Potential to negotiate agreement with SFPUC which manages any future disruption due to pipe repair**
 - Use of Technologies such as slip lining = trenchless repair of pipelines

RELOCATION OF EXISTING PIPELINE COMPARISON

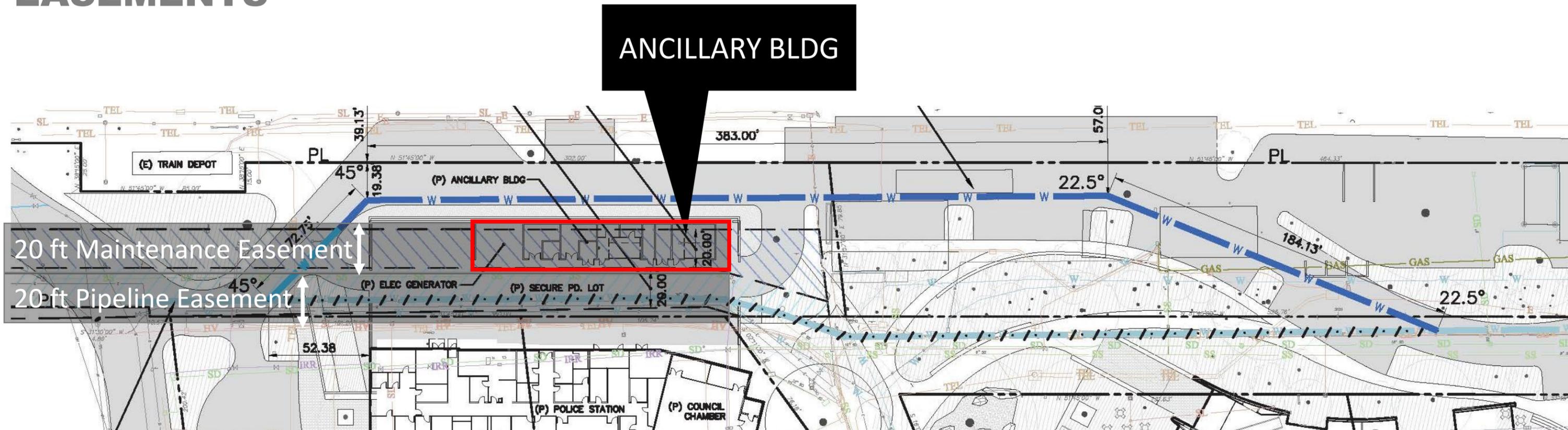
FAVOR RELOCATION:

- + Any future maintenance conducted in public right-of-way
- + Unrestricted landscaping in Civic Center area
- + Unfettered future expansion of facilities
- + No repair or maintenance within secure police parking area
- + Allows Town to reset peculiar easement conditions, widths and locations

FAVOR LEAVING THE PIPELINE:

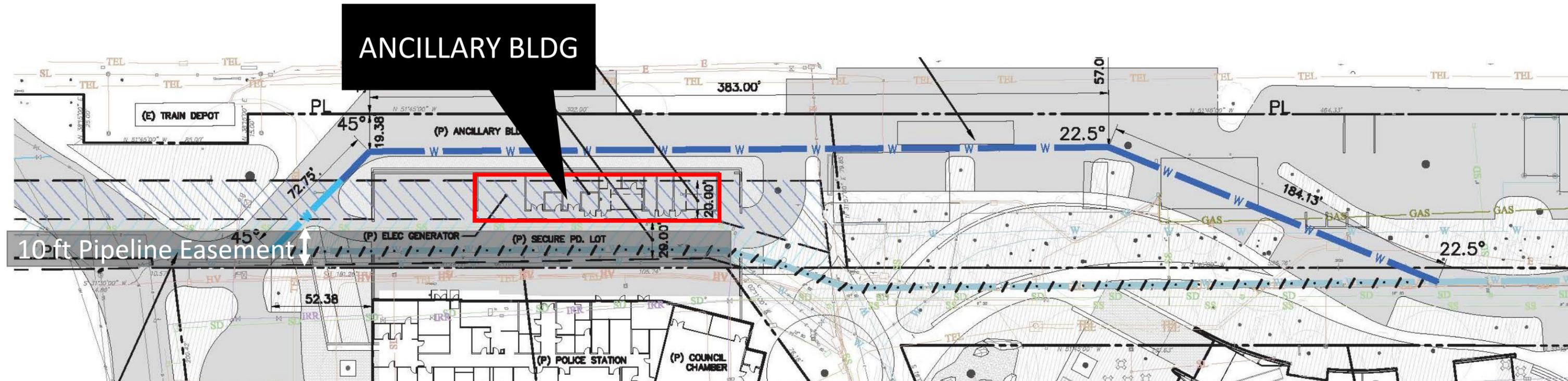
- + Likely cost to Town of \$400,000 - \$500,000 for the relocation
- + Proposed improvements can be installed while maintaining existing pipe in place
- + Town + SFPUC agreement to manage maintenance without compromising police security
- + Useful life of existing pipeline will likely extend a few decades
(trenchless technologies may even further extend life of pipeline)
- + Pipeline could be relocated in the future (at the sole cost of the Town)
- + Specific easement conditions, widths and location can be negotiated at this time

RELOCATION OF EXISTING PIPELINE EASEMENTS



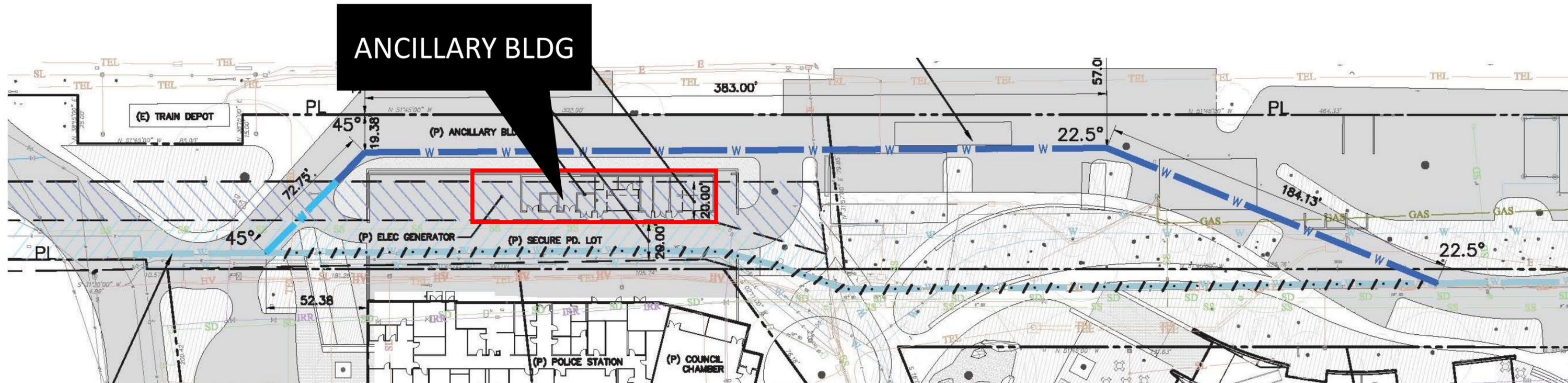
- Two Existing Easements:
 - (1) Pipeline
 - (2) Maintenance and construction of pipeline
- Proposed ancillary building + electric generator within 20ft Maintenance Easement
 - Town can potentially negotiate with SFPUC to remove the maintenance easement
- **ISSUE: If the Maintenance Easement remains the Town may not be able to build within it**

RELOCATION OF EXISTING PIPELINE ACCESS AND MAINTENANCE



- PUC requires access to pipeline for infrequent routine maintenance
- Current easement considerably wider than considered necessary
 - Potential to negotiate narrower, 10 ft easement through proposed secure police parking area
 - Minimizes restrictions to facility infrastructure and operations
- **PROPOSED SOLUTION:** Negotiate elimination of maintenance easement and attempt to decrease the easement to 10ft within the secure police parking lot

RELOCATION OF EXISTING PIPELINE FUTURE EXPANSION + CONSTRUCTION IMPACTS



- **SFPUC will not allow construction of buildings over an active transmission pipeline**
- Existing pipe location limits future building expansion
 - Alternately, pipe relocation could be addressed in future
- Potential for new Civic Center construction to damage existing pipe, if excavation activities occur in vicinity of pipe
 - SFPUC is not concerned about this
 - Strict SFPUC guidance will need to be followed during construction activities to prevent this