

# City of Somerville

## Building Renovation & Department Relocation Master Plan

PRELIMINARY DESIGN PROGRAM REPORT

JUNE 21, 2021



**BEYER  
BLINDER  
BELLE**



# City of Somerville

## Building Renovation & Department Relocation Master Plan

PRELIMINARY DESIGN PROGRAM REPORT: VOLUME I

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**BEYER  
BLINDER  
BELLE**

## **CITY OF SOMERVILLE LEADERSHIP**

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# CONTENTS

## **VOLUME I: Preliminary Design Program Report**

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<b>Executive Summary</b>	6
<b>The Buildings in Play</b>	9
<b>Program &amp; Space Needs Summary</b>	13
Departmental Space Needs Summary	14
Shared Space Needs Summary	15
<b>Master Planning Scenarios</b>	17
Planning Parameters	18
Three Scenarios	26
Phasing & Swing Space Considerations	42
Evaluation of Scenarios	46
<b>Cost Estimate Summary</b>	49
<b>Next Steps</b>	53

## **VOLUME II: Appendix (Under Separate Cover)**

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1. Detailed Cost Estimates
2. Pricing Narrative & Drawings
3. Detailed Space Needs Program
4. Meeting Space & Vehicle Needs Survey Analysis
5. Work Space & Shared Space Standards
6. Program Interview Minutes
7. Additional Program Input

# EXECUTIVE SUMMARY

## A VISIONARY CITY

Locally, regionally, and nationally, the City of Somerville is recognized for its ability to craft a vision and implement it, be it forward-thinking approaches to the delivery of city services, far-reaching sustainability initiatives, or advancing the causes of racial and social justice. Now the City is crafting a new vision: to leverage underutilized and aging City-owned building assets in order to create a greatly enhanced civic and educational district focused around historic Central Hill, one which can more efficiently serve its administrative and governmental missions and the Somerville community.

## THE NEED FOR A MASTER PLAN

Over time, Somerville's portfolio of buildings housing administrative functions has responded to necessary reorganizations and staff growth in both targeted and organic ways. This has left Somerville with a constellation of buildings and spaces today that do not best serve the community nor best support the important work of the City's administrative departments and divisions.

The solution to these challenges and opportunities requires a road map that will both guide near-term reorganization and also allow for flexible growth and transformation over time. The Building Renovation & Department Relocation Master Plan, initiated in January 2021, is creating that road map. Work began with a preliminary assessment of existing building conditions and the development of a detailed space needs

program, the subjects of the design team's March 2021 deliverables.

This document represents the completion of the Preliminary Design Program (PDP) phase of the Master Plan, which includes a series of scenarios for departmental relocations developed according to the validated space needs brief, initial phasing and schedule considerations, a qualitative evaluation of the options, and high-level cost estimates.

## THE WORKING PROGRAM

The space needs program was authored by the design team and validated by the City of Somerville's Building Renovation & Department Relocation Master Plan Internal Technical Team. It was shaped by input from 50-plus city departments and divisions, and includes projected staff growth to 2030. Additionally, a survey to collect information about each department's frequency and size of meetings was circulated in March 2021, the results of which helped generate a shared space needs program. A summary of overall program space needs is included within this report; the detailed program document and meeting survey analysis can be found in the separate Appendix.

## THE BUILDINGS IN PLAY

Three buildings—City Hall, the 1895 Building ("1895"), and the Edgerly School ("Edgerly")—form the primary terrain of the Master Plan, which contemplates a comprehensive renovation of all three buildings. Each building poses its own unique set of architectural

opportunities and planning challenges in housing city administrative services for the twenty-first century.

As an initial step in the methodology, the design team sought to define high-level conceptual planning opportunities for each building that will best leverage these historic assets and provide the City with the most flexibility and adaptability over time. It is worth noting that in this report there are references to the DPW Building at 1 Franey Road, which contains several departments and divisions. While this building is not being evaluated for renovation, the particular impacts that prospective department and division moves out of this building will have on its space usage potential is an important factor in the evaluation of each planning scenario.

### This report contains the following content:

- An updated Space Needs Program Summary across all of the City's administrative departments and divisions and an analysis of their working relationships
- An analysis of the planning opportunities within the three buildings in the study
- Three scenarios for departmental relocation among the City's buildings, using the prior master planning study as a departure point
- Phasing and schedule considerations
- Review and evaluation of the scenarios
- Master planning-level cost estimates for the three building renovation projects

## SCENARIO DRIVERS

The scenarios are driven by several key considerations and parameters. The first-order grouping of these is more program-driven and includes: ideal geographic locations for departments and divisions in the Somerville community; desired inter-departmental adjacencies and co-locations; the nature of each department or division's work and the nature of their public interface; and finding the balance between the departments' desire to be adjacent to those they work closely with and consolidating all divisions of a department under one roof. A second-order grouping is more building-focused and includes: the degree to which a consolidated constituent services hub on Central Hill should be prioritized; establishing which services are most critical to the creation of this constituent service hub; the location of departments relative to the legibility of building "identities" for visitor way-finding; and the consideration of relieving space pressure at the 1 Franey Road DPW complex.

## THE THREE SCENARIOS

The three planning scenarios were developed out of a larger set of options in consultation with the City's Internal Technical Team (hence the non-consecutive numbering). Each of the scenarios explores a specific theme:

**Scenario 1** represents a jumping-off point from the preferred scenario of the 2019 master planning effort, with key distinctions necessitated by ensuing changes in space needs and other City realities. In this scenario,

key financial constituent services remain in City Hall, strategic planning and social services are located directly adjacent in 1895, and Edgerly is the hub for Schools and community programs.

**Scenario 2** explores the idea of creating a housing, health, and social services hub in Edgerly alongside Schools. Conceptually, Edgerly would be leveraged as a point of outreach embedded within the fabric of the community, versus the administrative district of Central Hill. Also in this scenario, available space in 1895 allows for greater consolidation of constituent services on the Hill, bringing over IAM-Engineering from Franey Road.

The third scenario, **Scenario 4**, clarifies City Hall's identity as the seat of executive and legislative government and overall strategic planning and communications. This scenario provides the most centralization of both external constituent services and City staff-facing administrative services to Central Hill in the 1895 Building. Edgerly remains the hub for Schools and community programs as in Scenario 1.

## PHASING AND SCHEDULE CONSIDERATIONS

While more detailed considerations of phasing and sequencing are anticipated in the next phase of the Master Plan, a preliminary review of the construction phasing and resultant departmental moves is included in this report. Scenario 4 is tested in a "for example" phasing exercise to model prospective department moves against the backdrop of a conceptual design and construction schedule. Minimizing the number of moves by departments is prioritized in this hypothetical sequencing model, but will be dependent

on how urgently the City would like to vacate various maintenance-deferred and leased spaces.

## EVALUATION OF THE SCENARIOS

An evaluation matrix is provided with a set of criteria against which each of the scenarios is compared to the others. The accompanying discussion includes some key considerations, questions, and provocations.

## COST ESTIMATES

Conceptual master planning-level cost estimates were developed for the three renovation projects contemplated as part of the Master Plan. At this early level of scope and design resolution, it was determined the three scenarios would not vary enough in cost to necessitate an individual estimate per scenario. The total estimated costs include both building and site work and contingencies at a magnitude and level of detail appropriate to this early stage of pre-design. It should also be noted that the site scope carried for City Hall and the 1895 Building fulfills the balance of the Central Hill Landscape Master Plan vision, with each building carrying a portion. At a Total Project Cost (TPC) level escalated to the midpoint of construction for each project, the 1895 Building is estimated at \$88.7M, City Hall at \$47.9M, and Edgerly at \$82.4M, for a total of \$219M. More information is provided in the Cost Estimate Summary chapter and the technical appendix.

# GUIDING PRINCIPLES

BBB has proposed eight guiding principles to steer the Master Plan and future design work. Highlighting the key foundational values that should be reflected in the City's building fabric to help support its mission, these principles establish the evaluation criteria for the subsequent processes in the course of planning and design. The concepts and strategies of the Master Plan will be driven by these principles, and as a coordinated framework, turn the principles into concrete actionable projects. These guiding principles will continue to serve as evaluation criteria to inform not only those projects in the pipeline today but any future implementation of recommendations made by the Master Plan.

## Constituent-Oriented

Locate departments and plan spaces of public interface to best benefit the Somerville community.

## Collaborative

Foster knowledge sharing and collaboration between departments.

## Flexible & Future Proof

Plan for an unpredictable future through workplace flexibility and systems resiliency.

## Equity & Inclusivity

Support the City's goals of maximizing equity, inclusivity, and community in the workplace.

## Honoring Public Service

Create work spaces that honor the dignity of public service.

## Reflecting the Ideals of City Government

Through design, express transparency of government and pride of place.

## Practical Planning, Sustainable Design

Leverage the City's existing assets before building new. Uphold the visionary goals of SustainaVille and Climate Forward.

## Fiscal Prudence

Create the most value for Somerville by making well-considered and well-timed investments in City buildings.



# The Buildings in Play

# BUILDINGS IN PLAY FOR EXTENSIVE RENOVATIONS

## SOMERVILLE CITY HALL

Given its historic and ongoing role as the primary seat of city government, Somerville's iconic City Hall and its renovation are key to the overall Master Planning vision. Existing workspace conditions are cramped and outdated and the building is well beyond its maximum capacity to house city departments. Department services lack the necessary separation for confidential interactions with constituents. A poorly sealed and insulated envelope and antiquated mechanical systems result in high carbon emissions on a SF basis. Comprehensive upgrades are required to modernize the building envelope and mechanical systems, and a refresh of finishes and furnishings is overdue. The renovation of this historically significant building is important in its reflection of the dignity of government and as a focus of civic pride.

## THE 1895 HIGH SCHOOL BUILDING

Directly adjacent to City Hall, the 1895 Building is well-sited to act in tandem with a renovated City Hall to bring additional essential city services back to Central Hill. Over time, as departments and divisions grew within City Hall, many groups were no longer able to be accommodated and were relocated off of Central Hill. With the renovation and adaptive reuse of this landmark historic building—no longer occupied by the High School—departments or divisions that have relationships and connections on the Hill can now be a short distance from City Hall. The close proximity will also allow sharing of support spaces such as meeting and collaboration facilities, thereby increasing access to these spaces for all staff. Portions of the building have been demolished and left exposed to the elements. The general condition of the building will necessitate a comprehensive renovation of envelope, mechanical and interior finishes.

## THE EDGERLY EDUCATION CENTER

The Edgerly Education Center is a former school building adapted over time for use to primarily house the Somerville Schools Administration. Over time, other departments and divisions have also been relocated into the building and inhabit mostly former classroom spaces not purpose-designed nor well-adapted to administrative office use. The result is an inefficiently-used building with unrealized potential. The short walk to Central Hill requires careful consideration of relationships between departments to determine what city services will be best suited to Edgerly's geographical location. Comprehensive upgrades are required for both the building envelope and mechanical systems, as well as all finishes and furnishings.



*Somerville City Hall*



*The 1895 High School Building*



*The Edgerly Education Center*

## STATUS OF OTHER BUILDINGS

### CITY BUILDINGS TO BE VACATED

The City Hall Annex is a former extended care facility that has served a useful purpose as overflow administrative space due to its proximity to City Hall and Central Hill. However, the inflexible layout was not purpose-built for administrative services, is difficult to adapt, and the interiors are inefficient and outdated. The Master Plan seeks to vacate this facility and move all staff to other sites.

19 Walnut (Parks and Recreation) is a historic city asset with extensive deferred capital investment and many systems beyond end-of-service-life. Built as a courthouse, it cannot be adapted for accessibility or administrative use without significant investment. Long-term renovation of this asset may be desirable, but the site is not part of the buildings in play for master planning of city administrative services.

The Cummings School is beyond its useful life and significant structural issues in the older sections of the building render its continued use infeasible without significant intervention. Staff in the building have already been relocated, and this site will be considered in the future for a future potential facility for Somerville Public Schools.

### LEASED SPACE TO POTENTIALLY BE VACATED

The Tufts Administration Building location in Davis Square is advantageous for the groups currently residing there due to its proximity to transit, parking availability, and the retail services hub nearby. While the City's long-term goal is to relinquish leased space, this building will likely continue to provide an important home for programs such as Council on Aging until a more permanent home can be realized.

### CITY BUILDINGS TO REMAIN IN USE

1 Franey Road (the DPW Building and Yard) is not being evaluated for renovation as part of the Master Plan, but the potential recommendation for relocation of some groups out of the DPW Building may free up space, creating an opportunity to address space needs deficits across the complex and to better organize the variety of uses taking place between the administrative building and the Yard.

133 Holland houses Traffic and Parking and will remain in use as the home of this department.

42 Cross Street (Former School Admin) currently houses Archives and the administrative spaces for the Somerville Office of Immigrant Affairs (SOIA). The building will continue to be used by the city moving forward, with final recommendation for groups to be located there to be determined at the conclusion of the Master Planning effort.

### LEASED SPACE TO REMAIN IN USE

323 Broadway currently houses Retirement and will remain as the leased space location for this department.



City Hall Annex



19 Walnut (Parks and Rec)



Cummings School



Tufts Administration Building



# Program and Space Needs Summary

# SPACE NEEDS SUMMARY

## GENERAL NOTES & DEPARTMENTAL SUMMARY

This summary space needs program table highlights the 2022 confirmed and 2030 projected staff positions, and overall Assignable Square Feet of space needs by department and division for 2030. Assignable Square Feet (ASF) is defined as the sum of all areas that can be assigned to a specific use (e.g., workspaces, offices, support spaces). Itemized breakdowns for each department and internal division are included in the separate Appendix.

The space needs program was generated from department and division programming interviews in Spring of 2021 and verified through feedback from the City's Internal Technical Team. This feedback included confirmation of staff total head count and growth projections (see below), determination of appropriate workspace standard types by position, and approval of dedicated space requests essential to department and division operations that might otherwise be shared as part of the overall building support program. Interview minutes are also included in the separate Appendix as a reference to space requests made by departments.

While the interviews and resulting space needs program encompassed all City administrative departments and divisions, the scenarios in this report only address those departments who have been identified for potential relocation to the three buildings under consideration as part of this project (City Hall, the 1895 Building, and the Edgerly School).

*Note: The anticipated 2022 and 2030 staff counts emerged from the Spring 2021 interview process and will be further refined relative to the outcome of the budget review (in progress as of this printing) and revised forecasts during the PSR phase of the Master Plan.*

Department	Abbreviation	Kleinfelder Exg + Growth	FTE Staff Totals		ASF	Notes
			2022	2030	Proposed	
City Council Legislative Staff	CC	0	1	5	3,873	
Mayor's Office / Executive Administration	EXEC	6	6	7	1,459	
Somer Stat	SOS	6	4	7	454	
Arts Council	ARTS	5.5	4	6	650	
Office of Sustainability and Environment	OSE	4	4	9	560	
Racial and Social Justice	RSJ	0	1	8	416	
<b>Total - Mayor / Executive</b>		<b>22</b>	<b>19</b>	<b>37</b>	<b>3,539</b>	
Finance - Purchasing	FIN-P	6	7	9	728	
Finance - Treasury	FIN-T	12	12	12	1,144	
Finance - Auditing	FIN-AD	11	11	15	1,295	
Finance - Assessing	FIN-AS	10	8	9	818	
Finance - Grants	FIN-G	2	2	3	234	
<b>Total - Finance</b>		<b>41</b>	<b>40</b>	<b>48</b>	<b>4,219</b>	
City Clerk	CCK	7	7	7	1,272	
Archives	ARCH	1	2	3	1,632	
<b>Total - City Clerk</b>		<b>8</b>	<b>9</b>	<b>10</b>	<b>2,904</b>	
Communications	COMM	10	10	11	905	
Somerville Office of Immigrant Affairs	COMM SOIA	7	7	12	1,222	
Constituent Services / 311	COMM 311	14	18	27	848	
<b>Total - Communications</b>		<b>30</b>	<b>35</b>	<b>50</b>	<b>2,975</b>	
Elections	ELEC	4	4	4	1,026	
Law	LAW	7	11	12	1,079	
Human Resources	HR	14	15	17	1,395	
Information Technology	IT	10	13	17	1,432	
OSPCD Executive Administration / Finance	OSPCD EX		9	9	881	
OSPCD Economic Development	OSPCD ED		7	9	508	
OSPCD Mobility	OSPCD M	8	8	12	749	
OSPCD Planning and Zoning	OSPCD PZ		8	13	1,010	
OSPCD Public Space and Urban Forestry	OSPCD PSUF		8	9	558	
OSPCD Housing	OSPCD H	14	14	17	1,148	
OSPCD Office of Housing Stability	OSPCD OHS	5	8	10	912	
<b>Total - OSPCD</b>		<b>58</b>	<b>62</b>	<b>79</b>	<b>5,766</b>	
Health and Human Services	HHS	20.5	20.5	24.5	1,583	Loses Nurses positions
HHS SomerPromise	HHS SOP	7	7	10	578	
HHS Veterans' Services	HHS VS	2	2	2	402	
HHS Council on Aging	HHS COA	8	10	10	698	
<b>TOTAL - HHS</b>		<b>48.5</b>	<b>39.5</b>	<b>47</b>	<b>3,261</b>	
Executive/Administration	IAM EX	0	5	5	861	
IAM Capital Projects	IAM CP	8	8	10	416	
IAM Engineering	IAM ENG	10	14	15	690	
<b>Total - IAM</b>		<b>18</b>	<b>27</b>	<b>30</b>	<b>1,967</b>	
Inspectional Services Division	ISD	32	40	54	3,022	
Department of Public Works Administration	DPW AD		8	8	907	
Department of Public Works - Buildings and Grounds	DPW B&G		5	5	548	
Department of Public Works - Highway and Fleet	DPW HWY		0	1	100	
Department of Public Works - Lights and Lines	DPW L&L		1	1	0	
Department of Public Works - Sanitation	DPW S		0	0	0	
<b>Total - DPW</b>		<b>13</b>	<b>14</b>	<b>15</b>	<b>1,555</b>	
Water / Sewer	WS	12	17	19	1,225	
Fire Prevention	FP	5	6	6	392	
Parking	PKG	50	51	53	5,922	
Retirement	RET	3	3	3	827	
Parks and Recreation	P&R	12	16	20	3,355	
SPS Administration	SPS ADMIN	70	85	102	4,354	Absorbs Nurses positions
Early Childhood Services	SPS ECS	3	7	9	651	Estimated 2030 growth
Somerville Family Learning Collaborative	SPS SFCLC		14	18	3,704	Estimated 2030 growth
Enrollment Office	SPS EO	8	8	11	1,116	Estimated 2030 growth
Somerville Center for Adult Learning and Education	SPS SCALE	12	21	26	10,740	Estimated 2030 growth
Community Schools	SPS CS	11	7	9	664	Estimated 2030 growth
<b>Total - Schools</b>		<b>116</b>	<b>142</b>	<b>175</b>	<b>21,229</b>	Projected growth; no data
Libraries	LIB	27.5	35	TBD	0	
Existing Shared Storage (Est. City Hall 3rd Fl, Annex Bsm't)					3,134	
<b>Total Staff / ASF</b>		<b>531</b>	<b>600</b>	<b>701</b>	<b>74,097</b>	
<b>Shared Meeting and Support ASF</b>					<b>18,370</b>	
<b>Total ASF</b>					<b>92,467</b>	

		Unit	City Hall		1895**		Elderly		TOTAL		Notes
Key*	SHARED PROGRAM SUMMARY	ASF	Count	ASF	Count	ASF	Count	ASF	Count	ASF	
	<b>Meeting Rooms</b>										
C5	One-on-One Meeting Room: 2 ppl.	80	3	240	3	240	3	240	9		
C4	Meeting / Counseling Room: 3-4 ppl.	120	4	480	5	600	5	600	14		
C3	Small Meeting Room: 6-8 ppl.	200	3	600	4	800	4	800	11		
C2	Medium Meeting Room: 10-14 ppl.	280	1	280	3	840	2	560	6		
C1	Large Meeting Room: 20-24 ppl.	500	1	500	4	2,000	4	2,000	9		
	Community Meeting Room: 35-40 ppl.	720	1	720	1	720	0	0	2		CH request satisfied by Chamber
	<b>Totals</b>		<b>13</b>	<b>2,820</b>	<b>20</b>	<b>5,200</b>	<b>18</b>	<b>4,200</b>	<b>51</b>	<b>12,220</b>	
	<b>Support Spaces</b>										
	Touchdown / hoteling stations	30	10	300	10	300	9	270	29		
K1	Pantry / Kitchenette - Typ.	100	2	200	2	200	2	200	6		
K2	Break Room/ Kitchen (seating for 6)	200	1	200	1	200	1	200	3		
K3	Break Room/ Kitchen (seating for 12)	360	1	360	1	360	1	360	3		
W1	Copy / Work Room - Typ.	100	3	300	3	300	2	200	8		
W2	Copy / Work Room - Large	150	1	150	1	150	1	150	3		
PH1	Phone Booth	50	6	300	8	400	9	450	23		
M1	Mother's Room	100	1	100	1	100	1	100	3		
	Union Records Room	100	1	100	1	100	1	100	3		
S	Shared Storage	TBD		TBD		TBD		TBD			
	<b>Totals</b>			<b>2,010</b>		<b>2,110</b>		<b>2,030</b>	<b>40</b>	<b>6,150</b>	
	<b>Totals - Meeting + Support</b>			<b>4,830</b>		<b>7,310</b>		<b>6,230</b>		<b>18,370</b>	

**Notes:**

Meeting survey data analysis informed the by-building counts

Support space by-building counts are BBB recommendation

\* See Volume 2 Appendix for Shared Space Room Standards

## SHARED SPACES SUMMARY

The total projected space needs for shared meeting spaces and building support spaces have been summarized by building for each space type. Space is also held for items not listed here, such as restrooms, custodial, and general building services.

The shared meeting space recommendations are informed by the results of a comprehensive survey provided to departments in March 2021 to verify the

needs for these types of spaces, following up on the needs described in department and division interviews.

A key aspect of the survey was the duration and frequency of meeting space use, from which scenario-specific space utilization models could be developed. The design team evaluated the space utilization models and their appropriate distribution relative to the existing buildings, making changes as appropriate, leading to the

overall building targets above. More information on the per-scenario modeling can be found in the Appendix.

The support space needs are based on the design team's recommendation to provide distributed and equitable access to these spaces in each building. The final allocation of shared spaces will be balanced between departmental requests, the preferred planning scenario, and what the buildings can accommodate.

<b>EXEC</b> Mayor & Executive Administration	<b>FIN-AD</b> Finance Auditing	<b>CCK</b> City Clerk	<b>COMM</b> Community Engagement	<b>OSPCD EX</b> Executive & Finance Administration	<b>IAM EX</b> Infrastructure & Asset Mgmt Exec / Admin	<b>HHS</b> Health and Human Services	<b>DPW AD</b> DPW Administration	<b>ISD</b> Inspectional Services Division	<b>SPS ADMIN</b> Schools Administration
<b>STAT</b> Somestat	<b>FIN-P</b> Finance Purchasing	<b>ARCH</b> Archives	<b>COMM SOIA</b> Office of Immigrant Affairs	<b>OSPCD ED</b> Economic Development	<b>IAM CP</b> Capital Projects	<b>SOP</b> SomersPromise	<b>DPW B&amp;G</b> DPW Buildings and Grounds	<b>FP</b> Fire Prevention	<b>SPS ECS</b> Early Childhood Services
<b>OSE</b> Office of Sustainability & Environment	<b>FIN-AS</b> Finance Assessing	<b>ELEC</b> Elections	<b>COMM 311</b> Constituent Services / 311	<b>OSPCD M</b> Mobility	<b>IAM ENG</b> Engineering	<b>VS</b> Veterans' Services	<b>DPW HWY</b> DPW Highway and Fleet	<b>W/S</b> Water & Sewer	<b>SPS EO</b> Enrollment Office (formerly PIC)
<b>ARTS</b> Arts Council	<b>FIN-T</b> Finance Treasury	<b>LAW</b> Law	<b>IT</b> Information Technology	<b>OSPCD PZ</b> Planing & Zoning		<b>COA</b> Council on Aging	<b>DPW L&amp;L</b> DPW Lights and Lines	<b>PKG</b> Parking	<b>SPS SFLC</b> Family Learning Center Collaborative
<b>RSJ</b> Racial and Social Justice	<b>FIN-G</b> Finance Grants			<b>OSPCD PSUF</b> Public Space & Urban Forestry			<b>DPW S</b> DPW Sanitation	<b>P&amp;R</b> Parks & Recreation	<b>SPS SCALE</b> Center for Adult Learning & Education
<b>CITY COUNCIL</b>	<b>HR</b> Human Resources			<b>OSPCD H</b> Housing					<b>SPS CS</b> Community Schools
	<b>RET</b> Retirement			<b>OSPCD OHS</b> Office of Housing Stability					<b>LIB</b> Libraries (Central, East & West Branches)

THE "PERIODIC TABLE" OF CITY DEPARTMENTS AND DIVISIONS ADDRESSED IN THE SPACE NEEDS SUMMARY AND MASTER PLAN



# Master Planning Scenarios

# PLANNING PARAMETERS

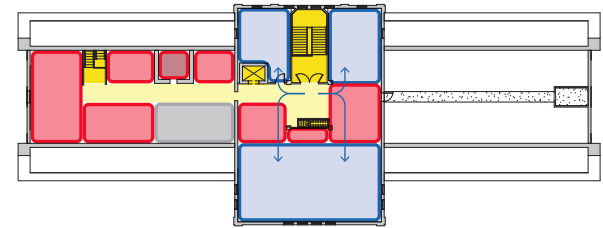
## CONCEPTUAL PLANNING OPPORTUNITIES

The PDP phase began with historic document research and on-site surveys for each building to establish the type and configuration of the superstructure, envelope systems, and any architectural or historic features that might have an impact on conceptual re-planning.

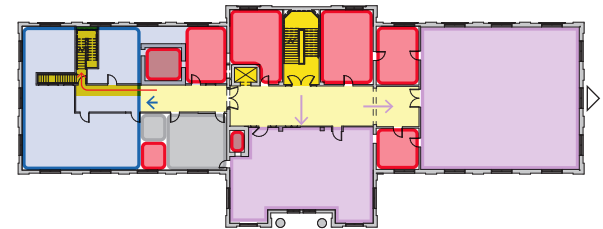
As a starting point in the planning effort, the design team conceptualized the program elements as a constellation of space types with specific qualities: open (workstation areas), closed (offices, meeting rooms), specialty (Council Chamber, Mayor), support (storage and mechanical) and circulation (stairs and corridor). Independent of program, idealized notions for how these space types would overlay onto the existing buildings were mapped, informed by issues of proportion, clarity of planning, code, daylighting, and sustainability. This study yielded Concept Diagrams for each floor of each of the three buildings under study.

## OPTIMIZING LAYOUTS

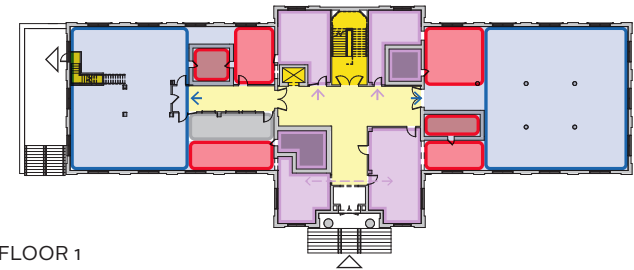
As the space needs program was developed and refined, consensus emerged around the need for broader standardization of office layouts and workstation types across City departments, not only for maintenance and simplicity but also flexibility of assignment or use as departments grow, shrink, or consolidate in future years. This led to the development of Optimized Layouts, which are informed by the specific needs of the three scenarios but seek to establish a more universal approach to building fit-out. Demising walls between departments are minimized in favor of a fully flexible environment. Depending on the scenario, not every private office shown is needed, so other department-specific program needs such as reception or dedicated storage can be swapped in as necessary.



FLOOR 3

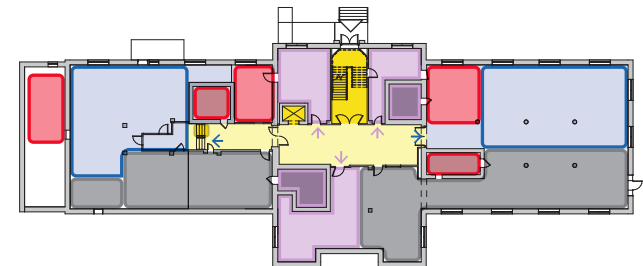


FLOOR 2



FLOOR 1

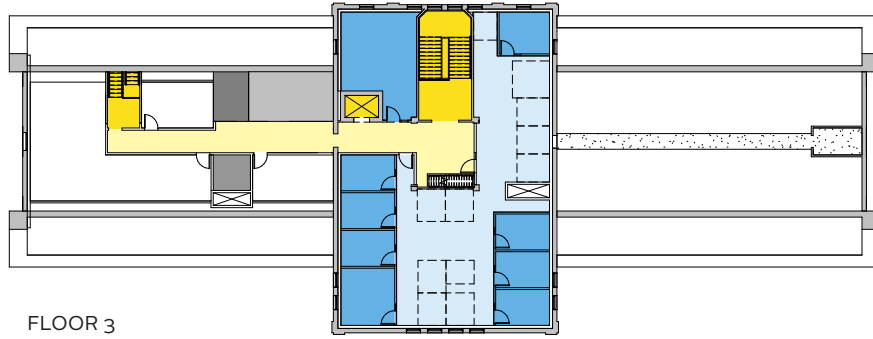
- OPEN SPACE/WORKSTATIONS
- ENCLOSED SPACE
- SHARED SPACE
- RESTROOM/BLDG SUPPORT
- MECH/MEP
- CORRIDOR
- VERTICAL CIRCULATION



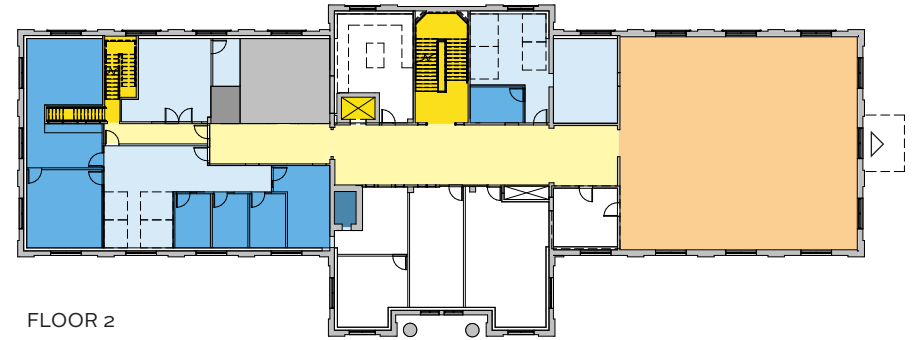
CONCEPT DIAGRAMS - CITY HALL  
LOWER LEVEL



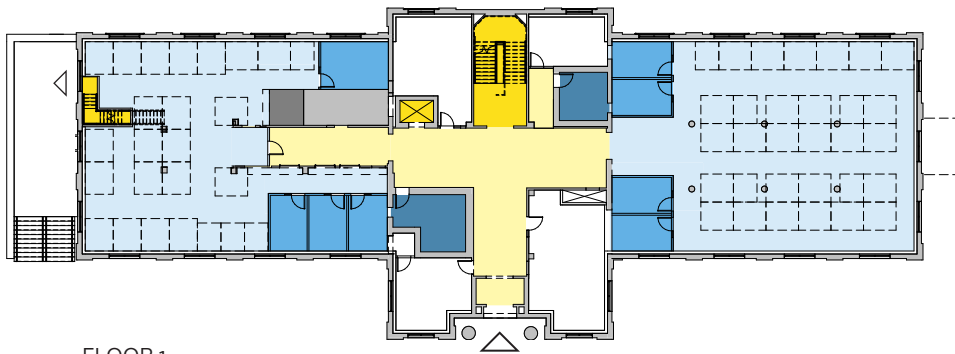
# CITY HALL



FLOOR 3

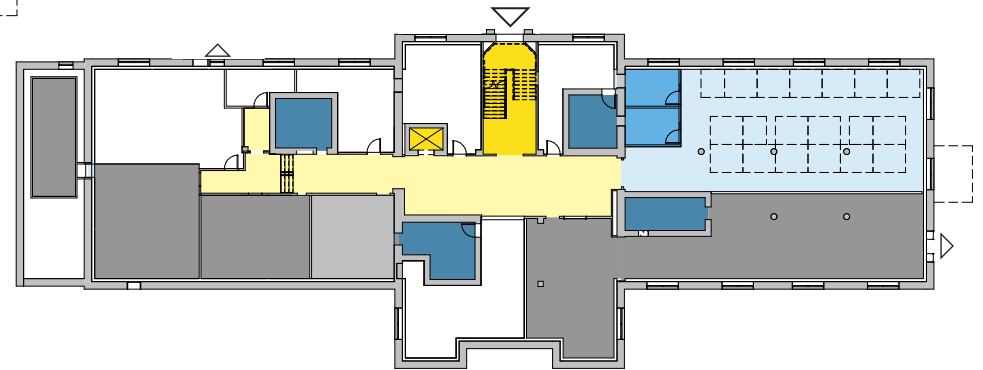


FLOOR 2



FLOOR 1

- OPEN WORK AREA/WORKSTATIONS
- OFFICE/DEPT SUPPORT
- SHARED SPACE
- RESTROOM/BLDG SUPPORT
- MECH/MEP
- CORRIDOR
- VERTICAL CIRCULATION
- VAULT
- COUNCIL CHAMBER



OPTIMIZED LAYOUTS - CITY HALL  
LOWER LEVEL



## CITY HALL

As detailed in the March 2021 Existing Conditions Assessment, City Hall has a number of features that reflect its history, growth, and evolution of uses. The building is a combination of concrete and wood structure, with non-original cast-in-place concrete records vaults threaded through the levels. In addition, City Hall retains a relatively high level of finish in its public corridors and City Council Chamber, which are

expected to remain largely intact while more intensive reconfiguration takes place elsewhere in the building.

The Beaux-Arts inspired symmetrical plan suggests open office areas at the ends of the wings, with closed offices and shared spaces clustered at the center of the building. Lower level mechanical is located along the east side while program space to the west takes advantage of the descending grade for street-level

windows. There is no "typical" floor, and the vault stacks and secondary egress stair are a challenge to efficient planning. To provide more planning flexibility, the under-utilized vaults in the north and south wings above Floor 1 are proposed to be removed.

It should be noted that because City Hall sees less departmental variation across the three scenarios, only the first floor requires departmental flexibility.

## PLANNING PARAMETERS

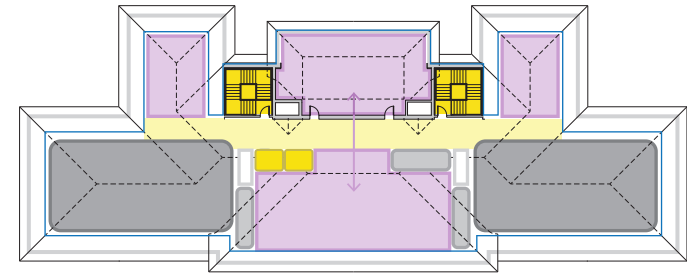
### 1895 BUILDING

The DNA of the 1895 building, in contrast to City Hall, is one of a purpose-built structure for high school education that largely dates from one single construction campaign; the smaller east and west wings were added circa 1916. The structural system consists of interior and exterior masonry bearing walls and piers supporting a combination of steel beams and a wood joist floor system. The existing spans and room proportions reflect the original program demands of a turn-of-the-century high school. This is both a benefit and a constraint, as many of the existing room sizes are generous, but the existing structure will also be a challenge to modify significantly in a cost-effective manner. As the existing corridor walls are load-bearing, the design team recommends the corridors remain.

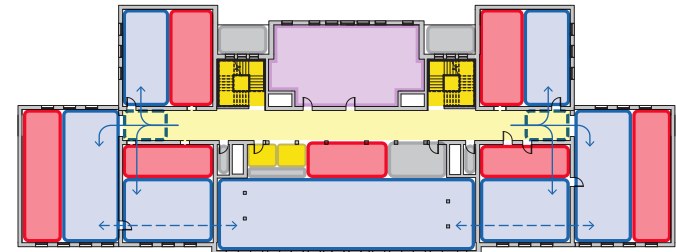
Like City Hall, 1895 is a rigorously symmetrical building, with the only exceptions found across the north-south axis in some of the masonry pier locations and differences in fenestration in the 1916 wings. Unlike City Hall, two symmetrical stairwells are set on equal footing, establishing a triangular relationship with the axial main entrance and suggesting the notion of clustering a critical mass of shared spaces in the center of the building. The building has no existing elevator, which permits the design team to give proper consideration to where and how many elevators should be located in a way that best supports the building's adaptive reuse.

The building offers very good access to daylight, particularly if some or all of the original window openings that were bricked-in during the 1920s are restored. Identifying the planning opportunities in 1895 really begins with thinking about the relationship of open work areas to closed spaces. Because the existing

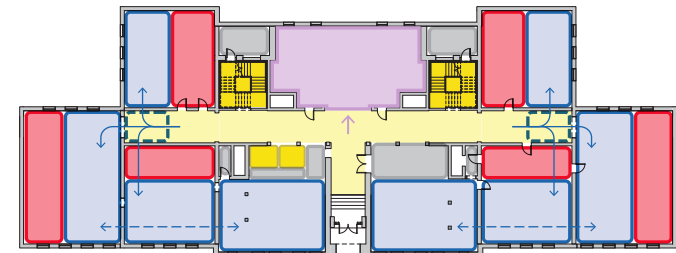
*A rebuilt fourth floor is conceptually imagined as a meeting space hub, while mechanical uses would occupy the windowless eave spaces in the wings.*



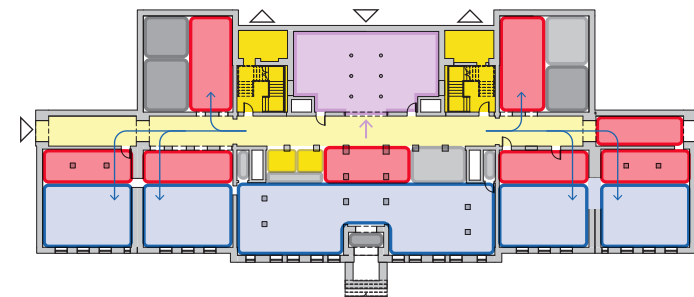
FLOOR 4 (PROPOSED REBUILT LEVEL)



FLOORS 2/3



FLOOR 1

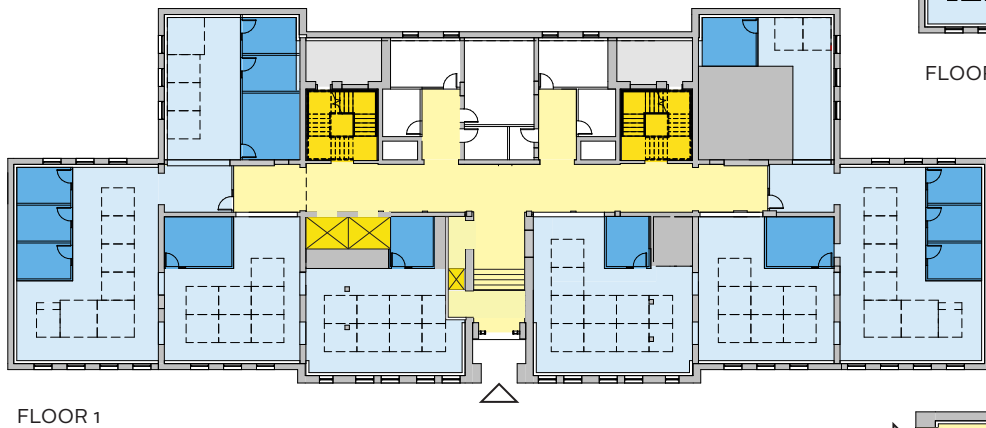


CONCEPT DIAGRAMS - 1895 BUILDING  
LOWER LEVEL

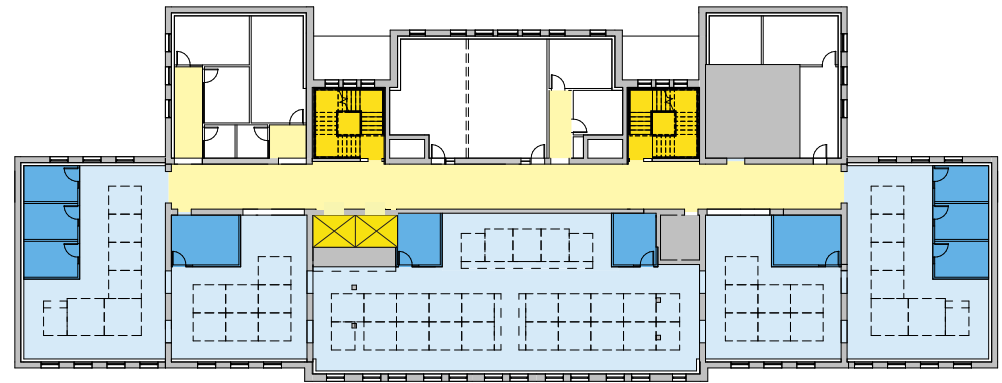
- ▭ OPEN SPACE/WORKSTATIONS
- ▭ ENCLOSED SPACE
- ▭ SHARED SPACE
- ▭ RESTROOM/BLDG SUPPORT
- ▭ MECH/MEP
- ▭ CORRIDOR
- ▭ VERTICAL CIRCULATION



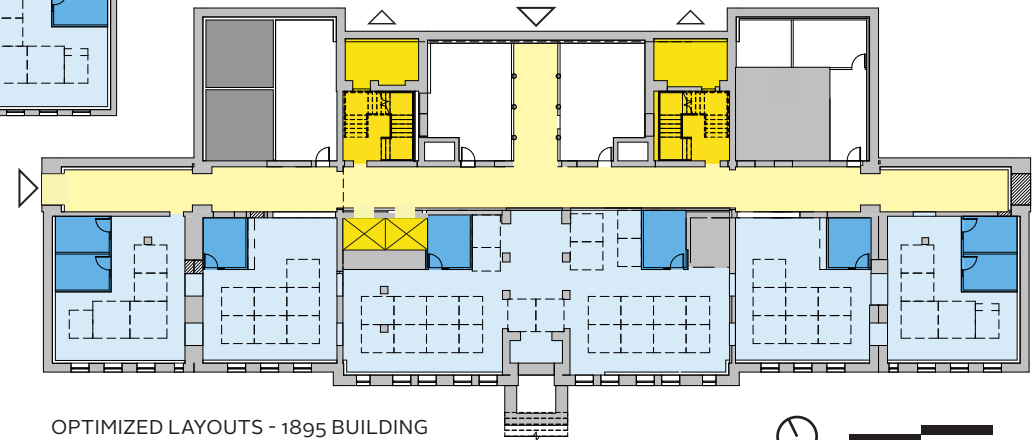
# 1895 BUILDING



FLOOR 1



FLOOR 2 (FLOOR 3 SIM)



OPTIMIZED LAYOUTS - 1895 BUILDING  
LOWER LEVEL

- OPEN WORK AREA/WORKSTATIONS
- OFFICE/DEPT SUPPORT
- SHARED SPACE
- RESTROOM/BLDG SUPPORT
- MECH/MEP
- CORRIDOR
- VERTICAL CIRCULATION



classrooms are of a very specific and inflexible size, achieving flexibility in reuse will depend on establishing good fluidity between the rooms without undue structural modifications. This concept takes the form of a continuous suite of open work spaces along the south half of the building, with shared spaces centered in the north half and expanding or contracting east-west

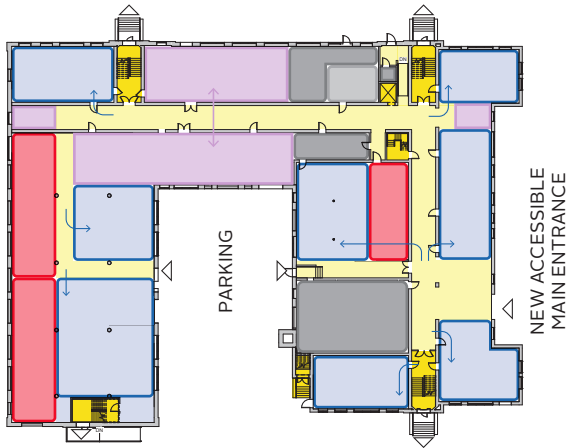
as required. Offices and other closed spaces are either on the perimeter or adjacent to the corridor, allowing access to daylight for all open workspaces.

A rebuilt fourth floor below a new roof that reconstructs the silhouette of the original building will offer a significant opportunity to add program space to 1895. It will also help retain valuable lower level space for

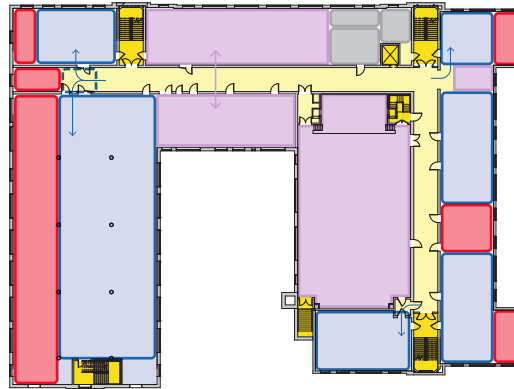
non-mechanical uses such as office suites and storage directly served by an accessible at-grade entrance.

The optimized layouts above develop these planning themes further, validating building capacity against the program planning modules of work stations, offices, and shared space standards.

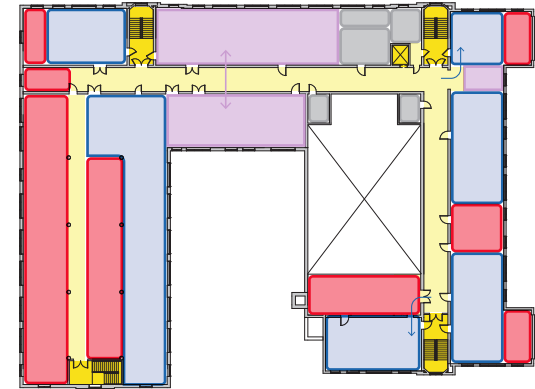
## PLANNING PARAMETERS



CONCEPT DIAGRAMS - EDGERLY  
GROUND FLOOR



FLOOR 1



FLOOR 2

- ▭ OPEN SPACE/WORKSTATIONS
- ▭ ENCLOSED SPACE
- ▭ SHARED SPACE
- ▭ RESTROOM/BLDG SUPPORT
- ▭ MECH/MEP
- ▭ CORRIDOR
- ▭ VERTICAL CIRCULATION



### EDGERLY

In contrast to City Hall and the 1895 Building, Edgerly is an all-concrete and brick masonry building dating from the 1930s. Purpose-built as a combination vocational and continuing high school, Edgerly's design incorporated several different planning models for instruction, from traditional classrooms of approximately 700 SF off a double-loaded corridor (mostly in the north and east wings) to larger open-

plan spaces served by a column grid (west wing). These large open-plan spaces originally contained vocational instruction shops such as auto repair and machining. More purpose-designed spaces, such as the auditorium, lunch room, and boiler room, are located in the east wing. Edgerly contains three floors but no basement; the ground floor is set just a few feet below grade.

Some of the key planning challenges are the existing entrances—little hierarchy and like all traditional schools these all lead into existing fire stairs at the half-landing which demands an accessibility solution elsewhere.

The large window openings on all facades provide very good natural daylight, and with the open-sided courtyard plan, the window quantities are plentiful.



OPTIMIZED LAYOUTS - EDGERLY  
GROUND FLOOR

The structure of the building sets clear parameters: the long-span concrete pan joist floor slabs are not easily modifiable, and the existing corridor walls are load bearing. Another challenge is the existing entrances, as they lead directly into fire stairs at the half landing, clearly not an accessible solution. The building also suffers from a lack of a prominent and clearly identified "front door."



FLOOR 1 (FLOOR 2 SIM)

- OPEN WORK AREA/WORKSTATIONS
- OFFICE/DEPT SUPPORT
- SHARED SPACE
- RESTROOM/BLDG SUPPORT
- MECH/MEP
- CORRIDOR
- VERTICAL CIRCULATION
- GYMNASIUM



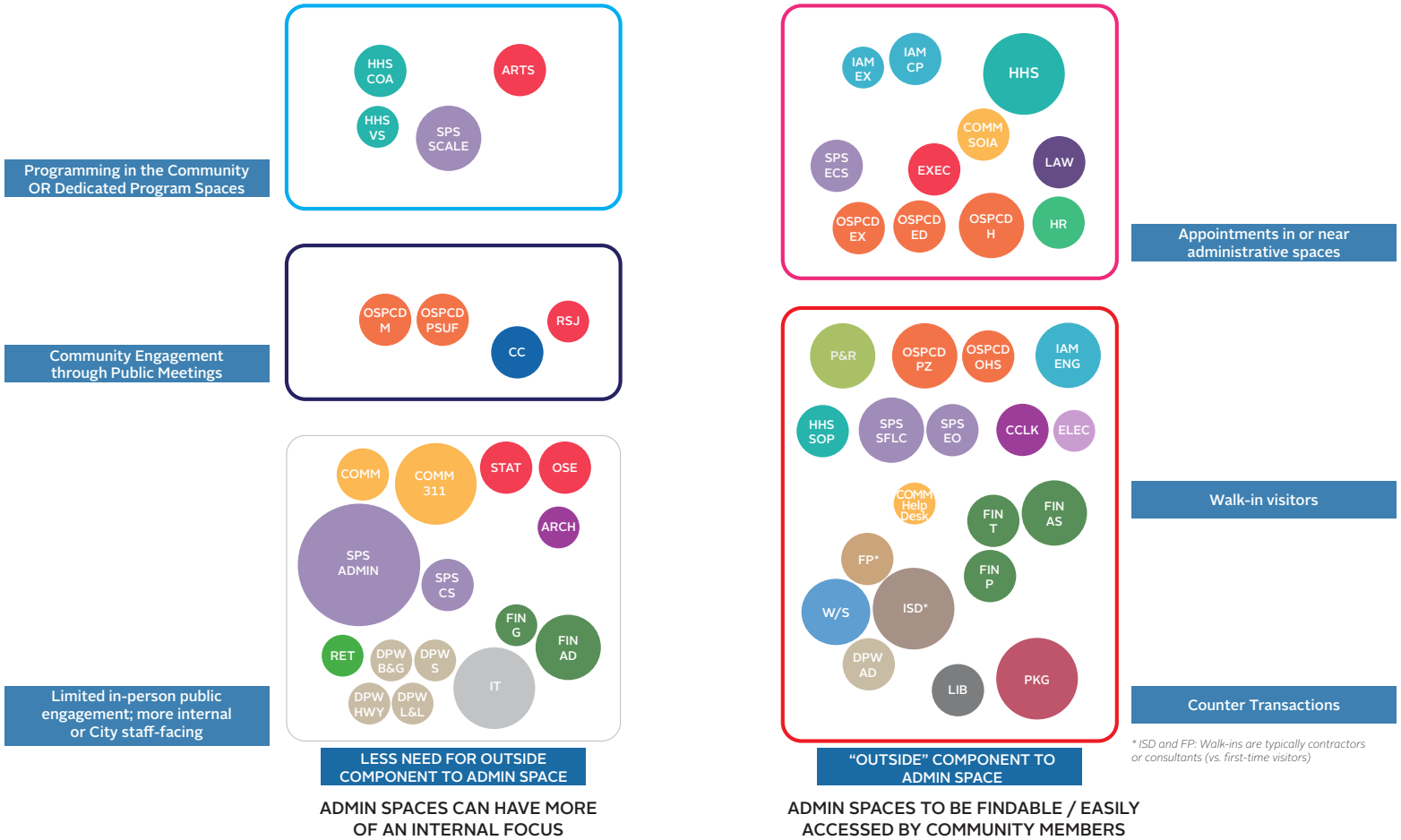
A new entrance is proposed on the east facade to create visibility on Cross Street, and provide universal accessibility and a common entry sequence to the entire building. (The egress stair exterior doors would remain, but for emergency use only.)

In the optimized layouts, shared spaces would be clustered centrally in the north wing; any traditional classroom program would be located in the north

and east wings. The flexibility of the west wing is very favorable for workspace planning; if subdivision is required, a new corridor would be constructed to connect to the southwest stair.

The "gymnasium" with its existing gymnasium fit-out and a raised stage is proposed to remain and be refurbished.

# CATEGORIZING PUBLIC INTERACTION AND DESIRED ADJACENCIES



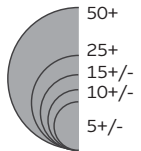
As described in the March 2021 Program Needs Report, and as reflected in the updated diagrams on these pages, organizing considerations based on the nature of work were developed to inform the location of departments and divisions across the master plan buildings. The analysis work began by sorting departments and divisions into two categories. The right column contains groups that need at least some portion

of their administrative spaces to be easily accessible or "findable" to constituents and the community. The left column contains groups whose administrative spaces are more internally-focused, either because they interact with the public outside of their office locations, or have limited public engagement. These two categories are further broken down based on the nature of their interaction with constituents. Right

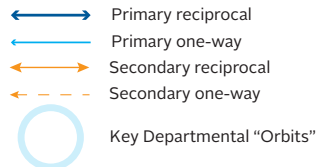
column (bottom to top), they are divided between those with counter-based transactions or walk-ins, and those who typically use an appointment-based system. Left column (top to bottom), they are divided into those who interact with the public through facilitation of programs in the community, those who primarily engage with constituents through public meetings, and those with limited in-person engagement with the public.



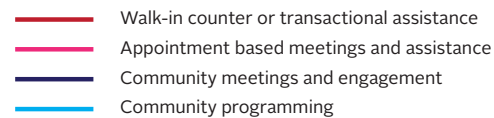
Size of circle indicates relative size of department / division administrative staff



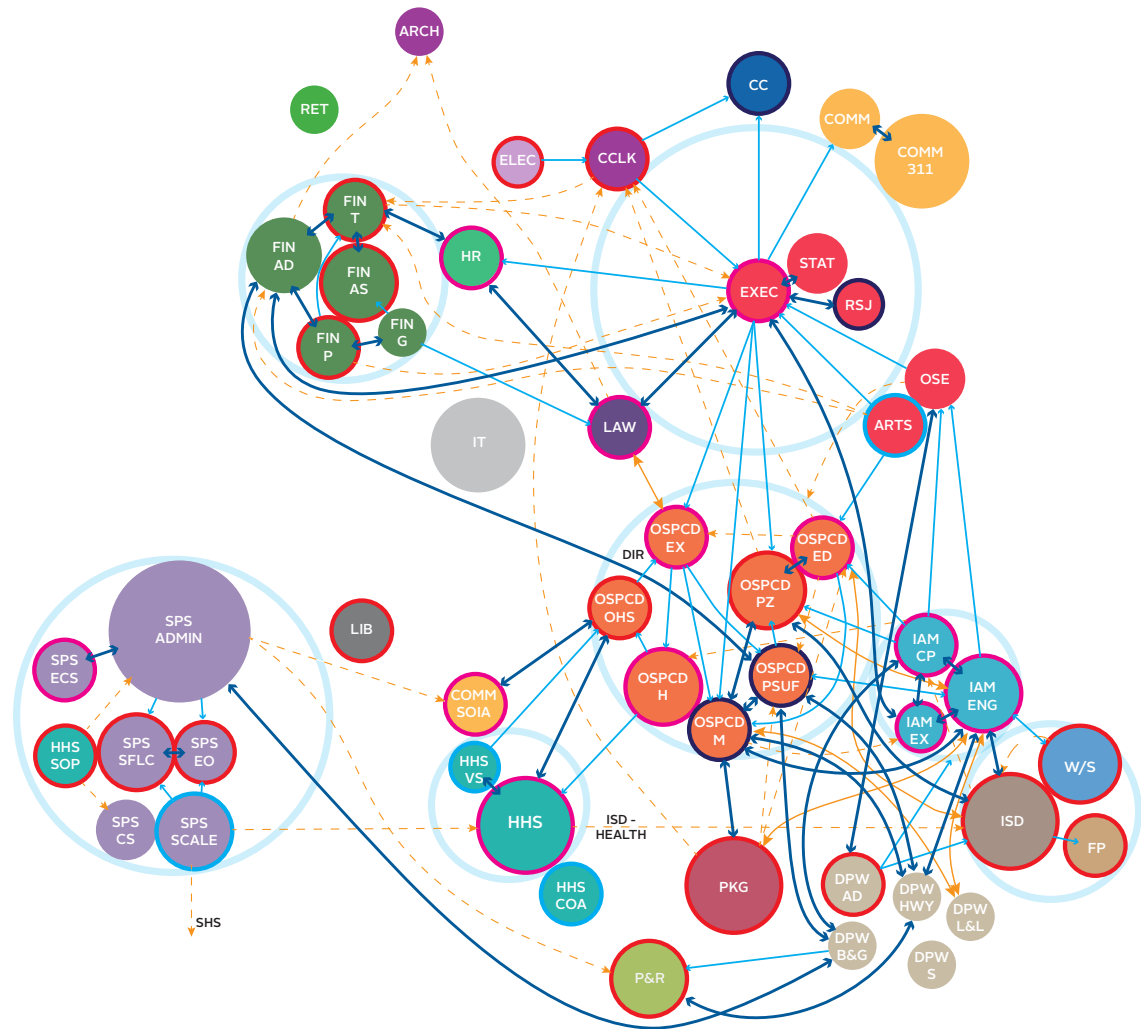
Type of adjacency:



Nature of public interaction (if any):



Refer to Periodic Table on page 16 for abbreviation key



A key aspect that emerged across the interviews was the importance of collaboration at several levels between divisions and departments, leading to the identification of relationships between these entities across City government. Several hierarchies of collaboration are highlighted in the diagram above. First, important orbits around specific departments or divisions are outlined in blue circles. Then, based on how

departments described the nature and importance of their relationships, inter-departmental connections are categorized as primary or secondary, and as reciprocal or one-way.

The illustration is then overlaid with the types of public interaction described on the preceding page, using the format of colored outlines on the department bubbles. This matrix of inter-division and inter-

departmental relationships combined with the nature of their of public interaction plays an important role as an organizing factor in the scenario planning process, as described on the following pages.

# THREE PLANNING SCENARIOS

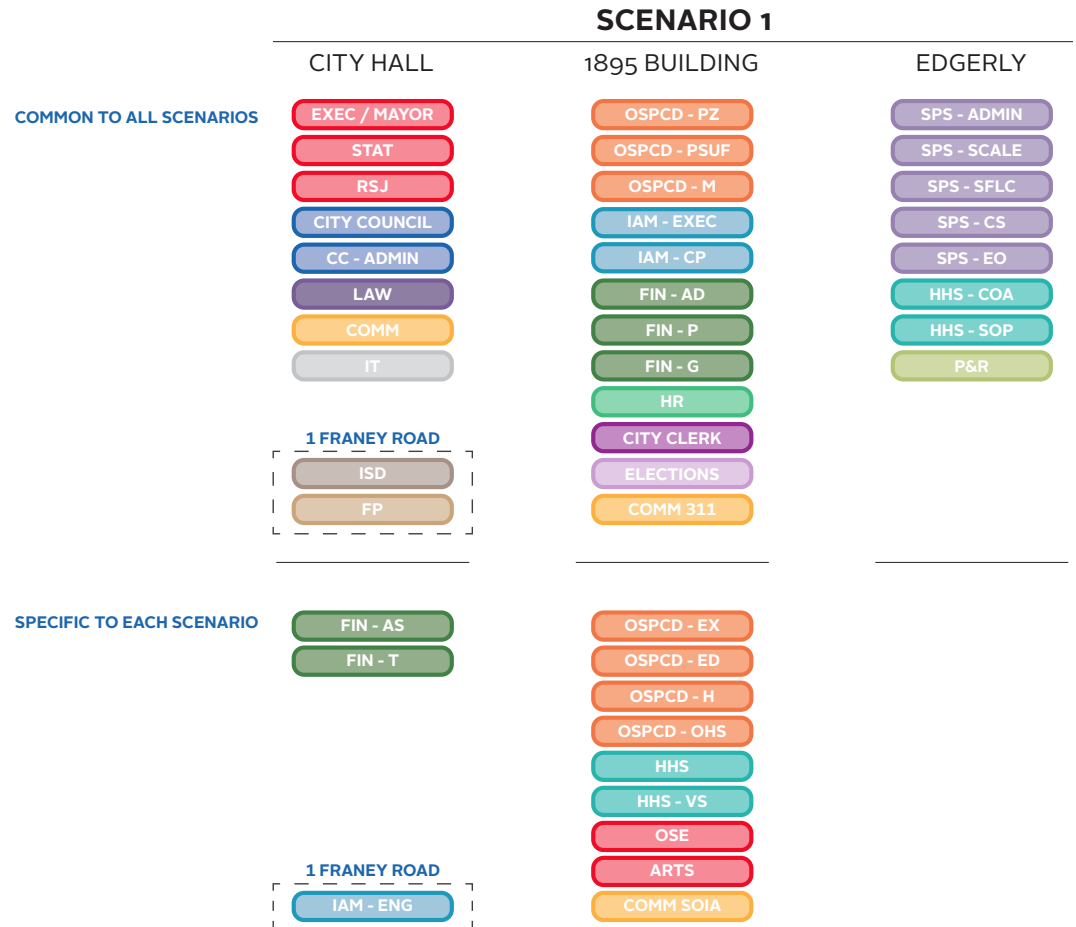
## INTRODUCTION & ORIENTATION

One of the goals of the Preliminary Design Program phase is to explore three scenarios for how departments and divisions might be distributed across the three buildings, with the ultimate phase-end goal of choosing a preferred scenario to move forward with into the Preferred Schematic Report (PSR) phase.

The Master Plan Guiding Principles and the overarching goal for long term planning flexibility remain a universal backdrop for development of each scenario. Options for how to arrange departments were developed based on the space needs, desired adjacencies, and organizing factors described on prior pages. Of course, there are many potential variations within each scenario.

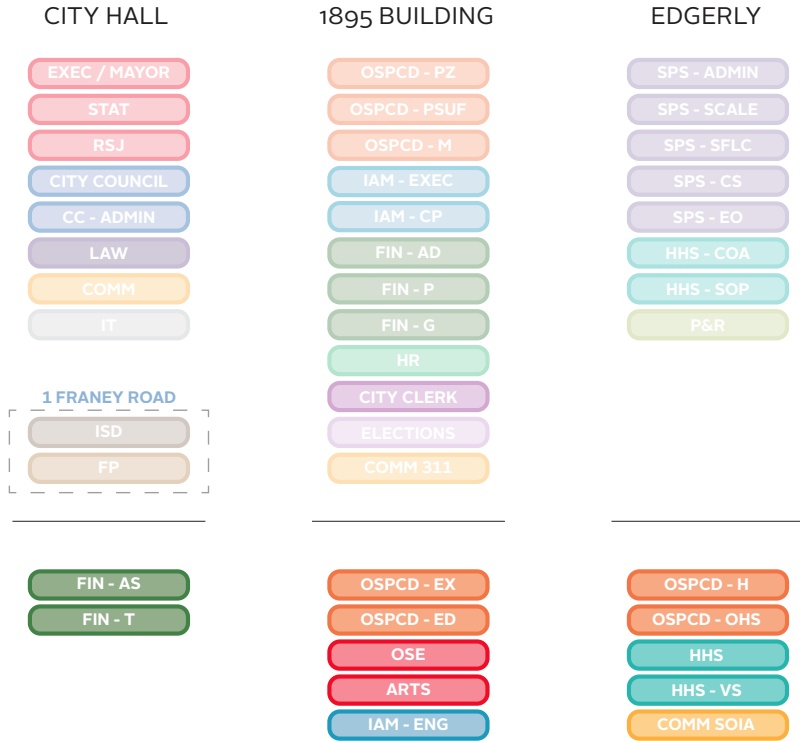
The diagrams at right illustrate which of the proposed department locations per building are common to all scenarios, and which vary across scenarios. For instance, City Council, the Mayor's Office, SomerStat, Law, Racial & Social Justice (RSJ), Communications (COMM) and Information Technology (IT) always remain in City Hall. The City Clerk, Elections, Human Resources, 311, several divisions of Finance and the bulk of OSPCD consistently remain in 1895. Schools Administration and Parks & Recreation are located in Edgerly in all scenarios.

The following pages break down this information in a slightly different way, by building and floor. When combined with the space needs program, this information takes on a fully two-dimensional form in the scenario plan diagrams that follow. Testing the scenarios in plan was an important step to confirm their overall viability.

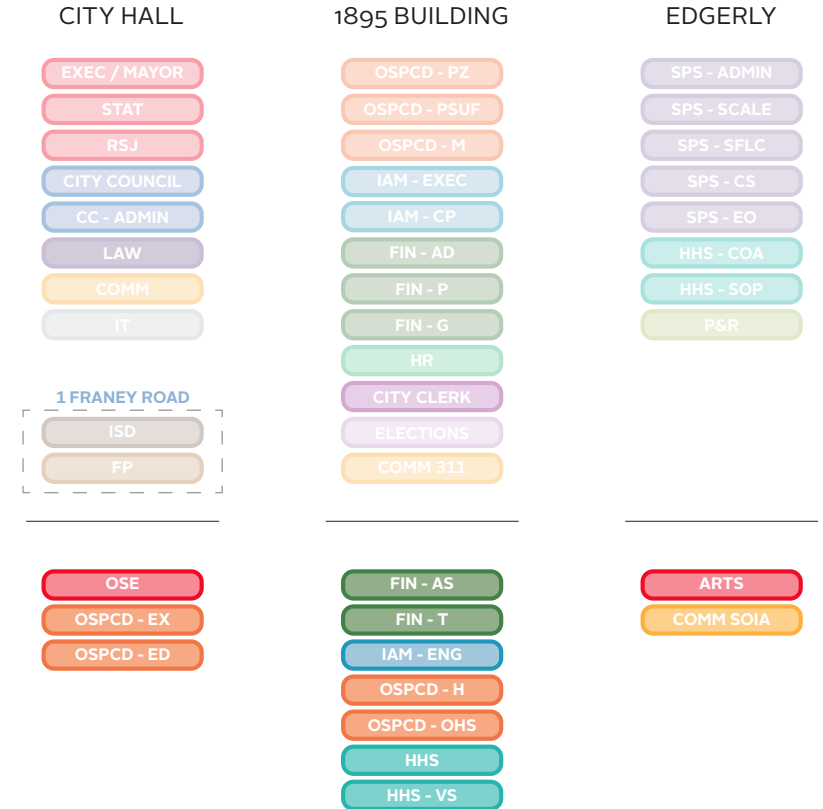


**Scenario 1** is the most consistent with the recommended option that emerged out of the previous master planning effort. Important financial constituent services remain in City Hall. Strategic Planning, housing and social services are concentrated in 1895, and Edgerly is the hub for Schools and community programs. Due to staff growth since 2018, and the unavailability of leased space for ISD, this scenario would have several drawbacks and is a challenge to implement.

## SCENARIO 2



## SCENARIO 4



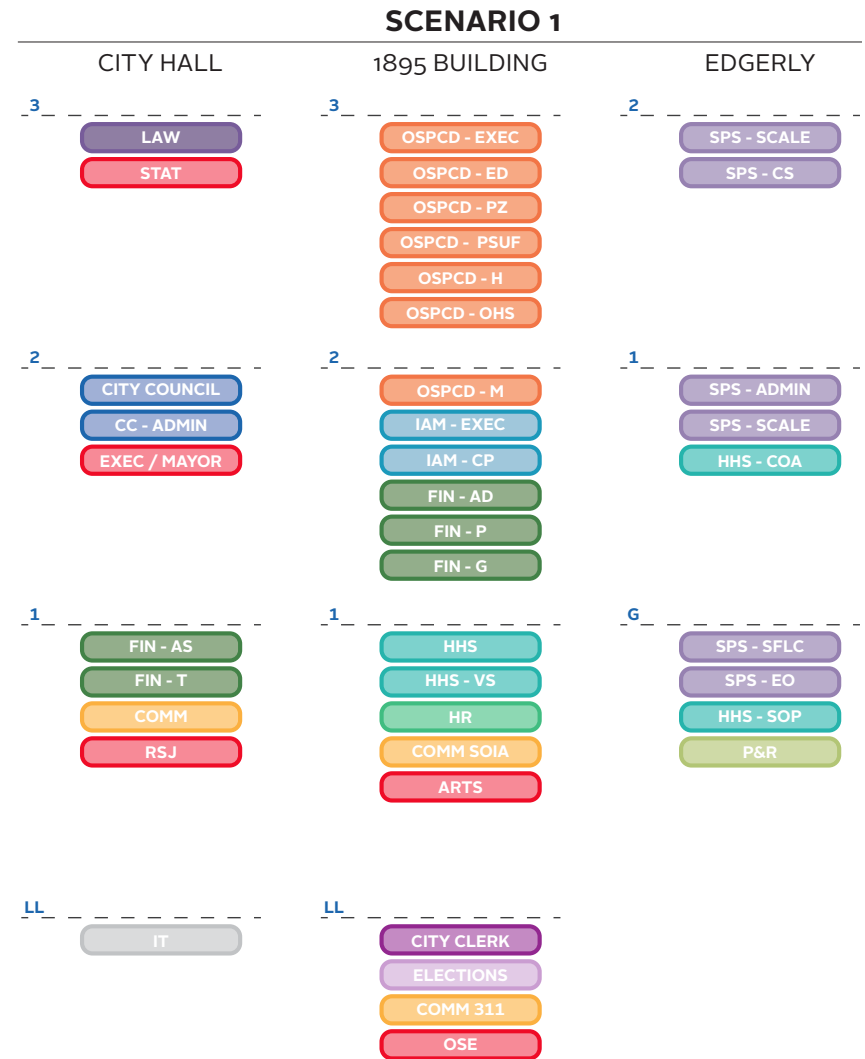
**Scenario 2** proposes supporting important synergies between Schools, community programs, and social/health services. OSPCD Housing, Office of Housing Stability, and Communications-SOIA move to Edgerly, creating a social services and community programs hub embedded in the fabric of a neighborhood. This lessens the space pressure on 1895, allowing for the relocation of IAM's Engineering Division to Central Hill.

**Scenario 4** re-envision City Hall as the seat of government and administrative policy, and establishes a hub of external constituent and internal administrative services in 1895, defining clear identities for each building. This scenario allows constituents to access a broad range of City services in a single structure. Edgerly remains the hub for Schools and Community Programs. Several departments are made whole in this scenario relative to the others, with all sub-divisions brought under one "roof."

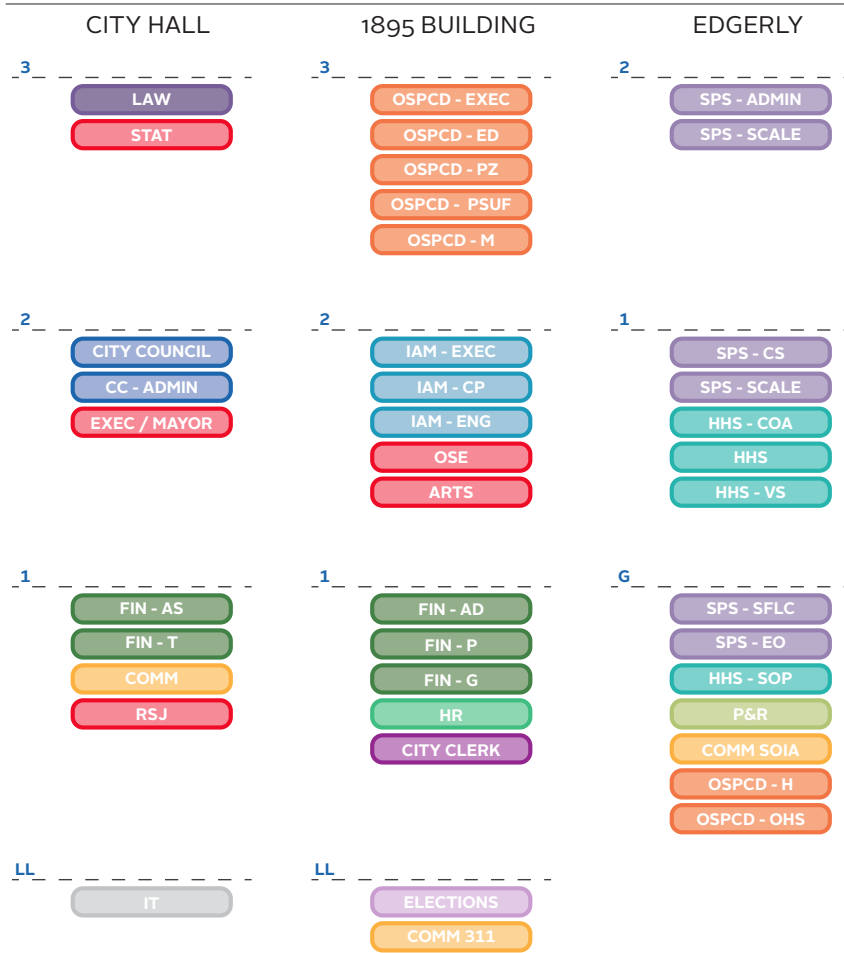
# THREE PLANNING SCENARIOS

## STACKING AND BLOCKING DIAGRAMS BY BUILDING & FLOOR

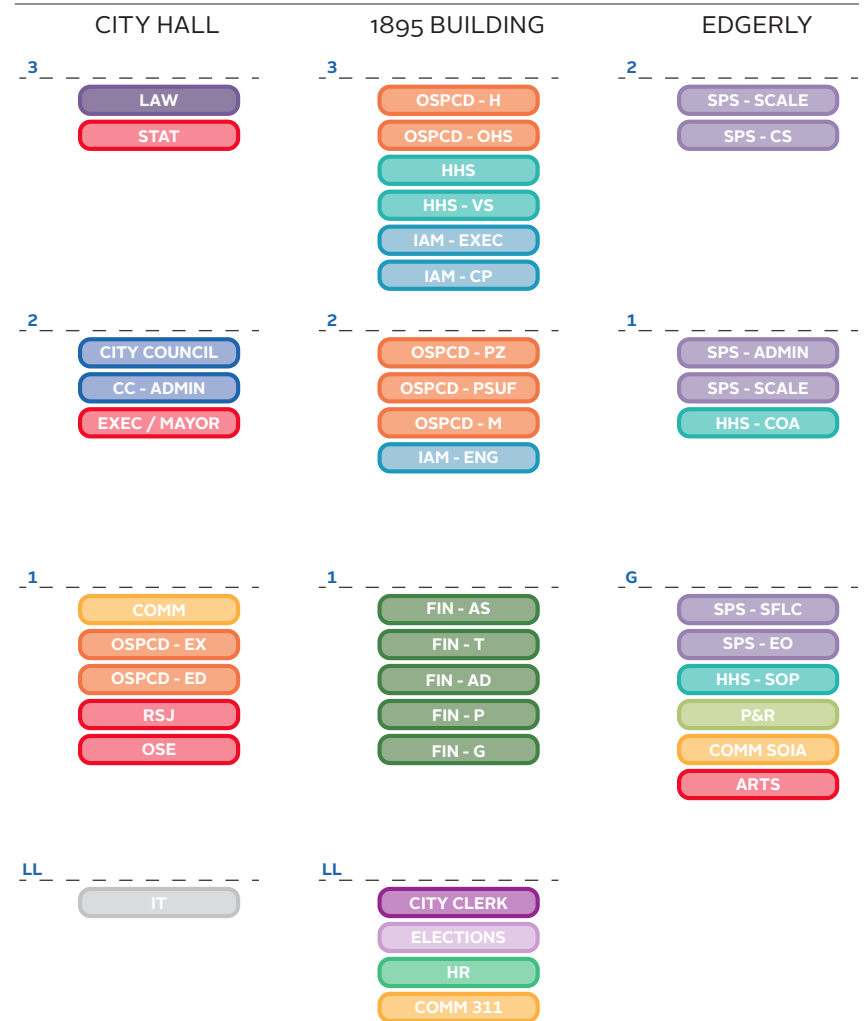
Location of departments by building and by floor is based on departmental feedback about important connections within and across departments and important relationships as they relate to city administrative services. An important parallel consideration is the desire to consolidate constituent and City staff-facing administrative services on lower floors whenever possible, allowing public and staff to easily find and navigate these services. More internally-facing departments can then be located on other floors as each specific scenario supports. Additionally, if divisions of a larger department are to be in the same building, they are typically co-located to the same floor if feasible and desired. Given the variety of existing building constraints, optimal adjacencies or locations within a building must always be reconciled against the specific amount of space needed by a given department and the architectural parameters of a given building.



## SCENARIO 2

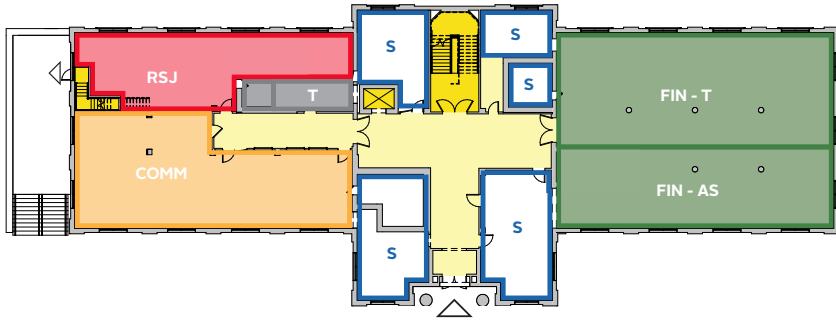


## SCENARIO 4

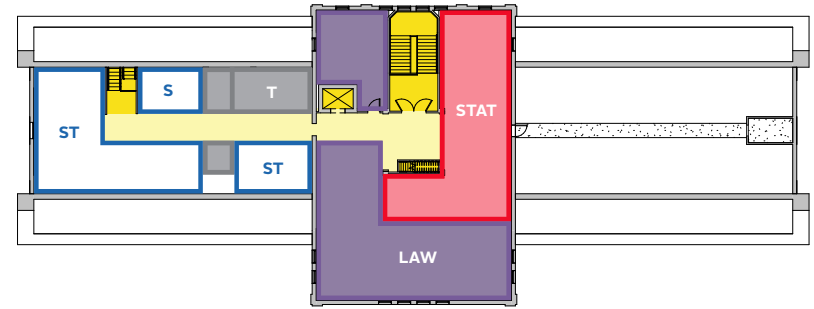


# SCENARIO 1

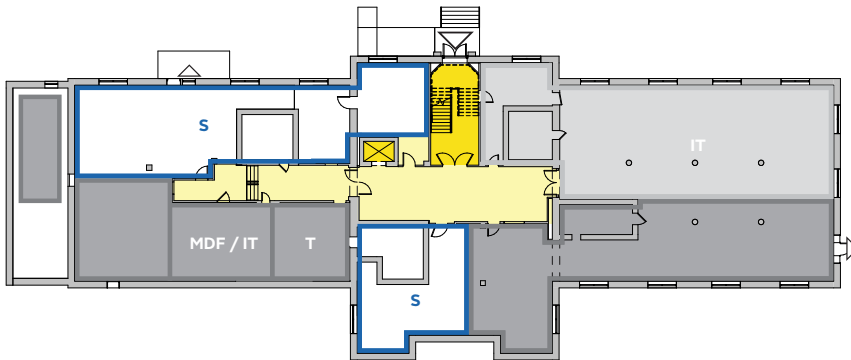
## CITY HALL



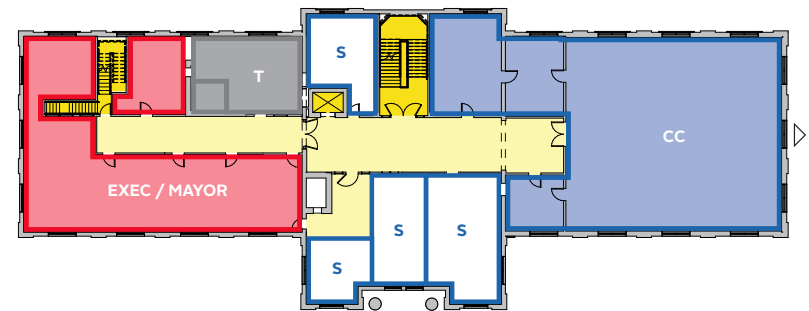
CITY HALL FIRST FLOOR



CITY HALL THIRD FLOOR



CITY HALL LOWER LEVEL



CITY HALL SECOND FLOOR



Because seven departments/divisions are located in **City Hall** in all three of the scenarios, there are fewer differences in planning across the scenarios—in fact, only the first floor occupants vary in location and make-up. Common to all scenarios, the Mayor's Office and City

Council functions are proposed to remain on the second floor in re-planned space, while SomerStat, Law, RSJ, and Communications are proposed for one floor above or below, constituting the Mayor's core orbit. IT would occupy re-planned space on the lower level because of

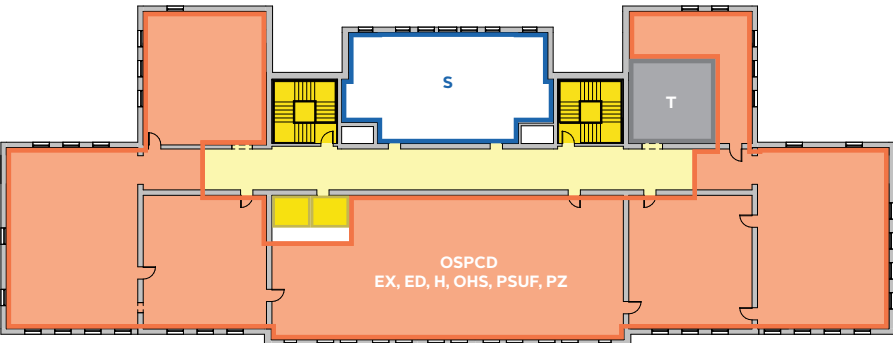
the benefit of the School Street entrance for deliveries and movement of equipment. In Scenario 1, similar to today, the first floor would hold the primary financial constituent services of Assessing and Treasury.

# 1895 BUILDING

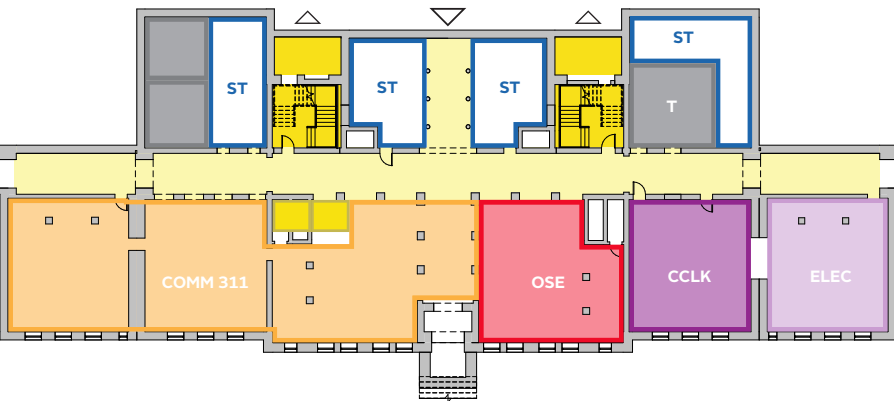
(SEE SCENARIO 4 FOR THE 1895 POTENTIAL FOURTH FLOOR PLAN)



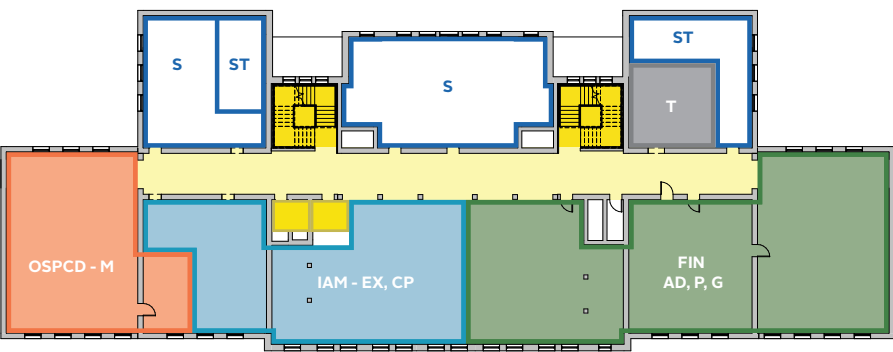
1895 FIRST FLOOR



1895 THIRD FLOOR



1895 LOWER LEVEL



1895 SECOND FLOOR

- S SHARED MEETING OR SUPPORT
- ST SHARED STORAGE
- U UNASSIGNED
- T TOILETS

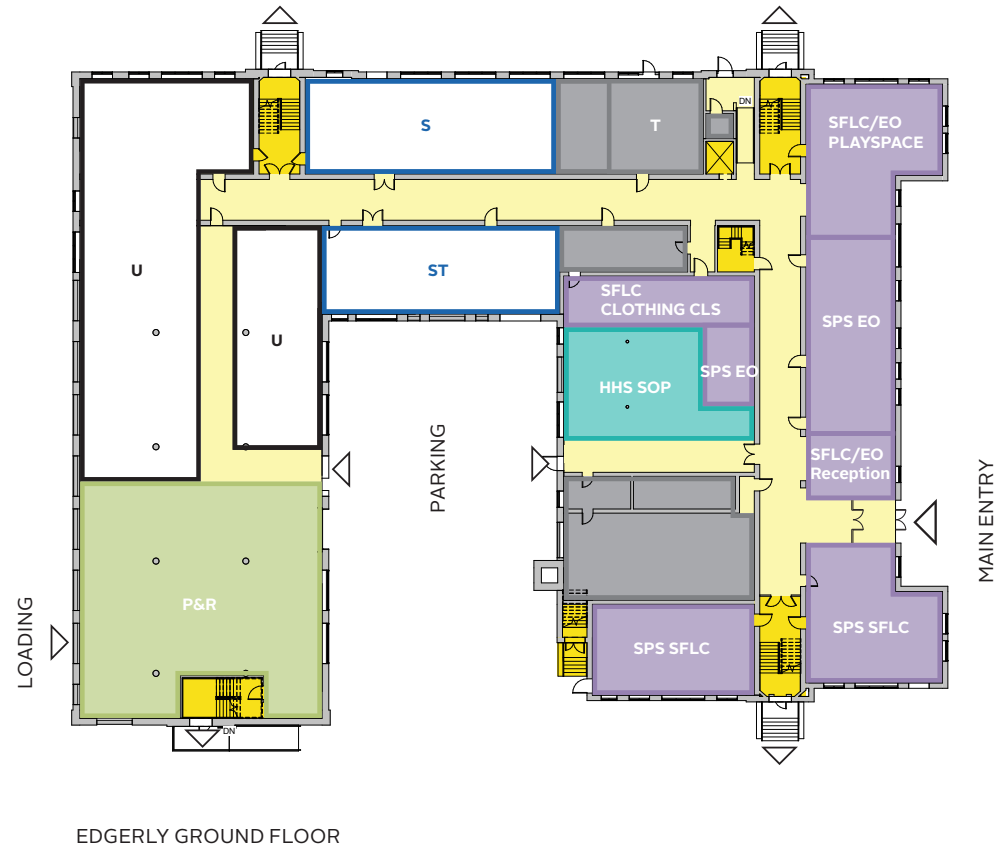
The **1895 Building** becomes the hub for strategic planning, housing and social services. OSPCD agencies are prioritized by locating the majority of the department's divisions on the third floor. The remaining OSPCD group (Mobility) joins IAM Executive

and Capital Projects on the second floor. The Finance groups apart from Assessing and Treasury (in City Hall) are located on the second floor. Outward constituent-facing groups, such as HHS and SOIA, and City-wide staff services such as HR, are located on the first floor

for ease of access by outside visitors. Elections and the City Clerk are located on the lower level, along with 311, due to their particular storage needs. OSE is proposed for the lower level, but an alternate location may be considered if greater proximity to OSPCD is desired.

## SCENARIO 1

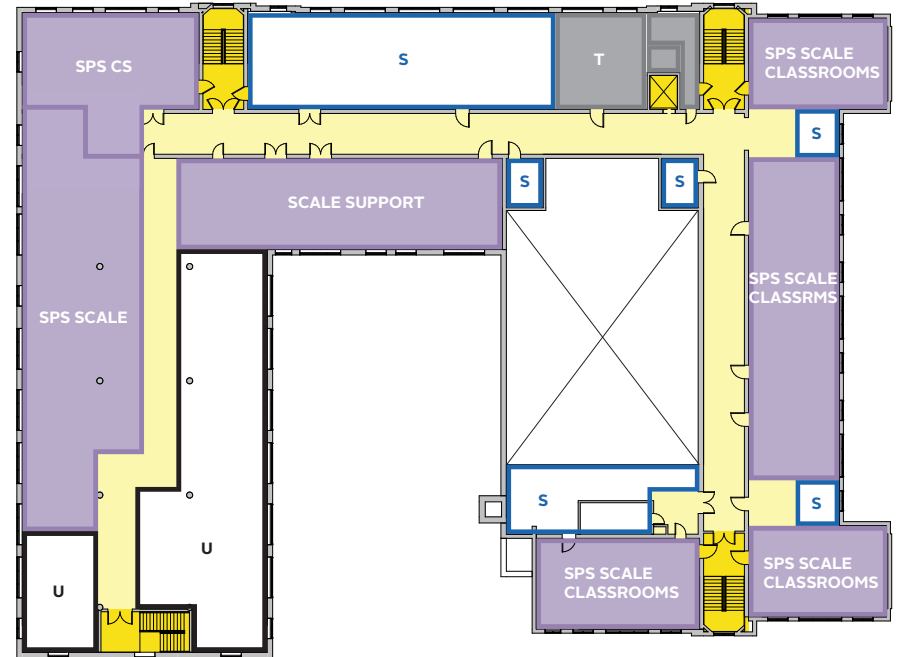
As the school and community programs hub, the ground floor of **Edgerly** is predominantly occupied by those groups that receive outside visitors. SFLC, EO and HHS-SOP are a closely connected nexus of school services with a new single point of accessible entry to the east. Parks and Recreation is located in the opposite wing on this floor for ease of access to the public as well as deliveries, the flow of materials, and for department vehicle short-term parking. Somerville Public Schools (SPS) Administration is on the first floor and capitalizes on the open plan of the west wing. SCALE's administrative space is located on the second (top) floor with Community Schools. The SCALE classrooms are located on the east wing of the first and second floors. The depth of the floorplate from exterior wall to the corridor along the east perimeter of the building is more ideally suited for classrooms, its original design, than for efficient workspace planning. This scenario leaves a significant amount of unassigned space in Edgerly on the ground and second floors, which could be used to balance density with 1895 or for other purposes.







EDGERLY FIRST FLOOR

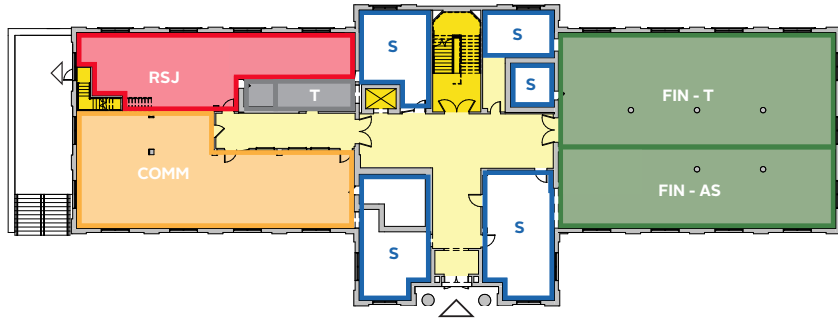


EDGERLY SECOND FLOOR

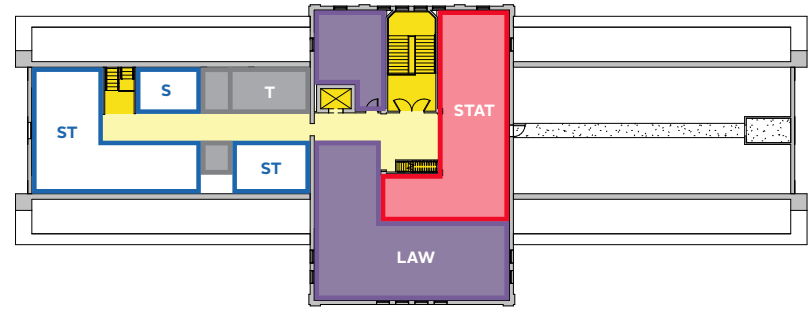
- S SHARED MEETING OR SUPPORT
- ST SHARED STORAGE
- U UNASSIGNED
- T TOILETS

# SCENARIO 2

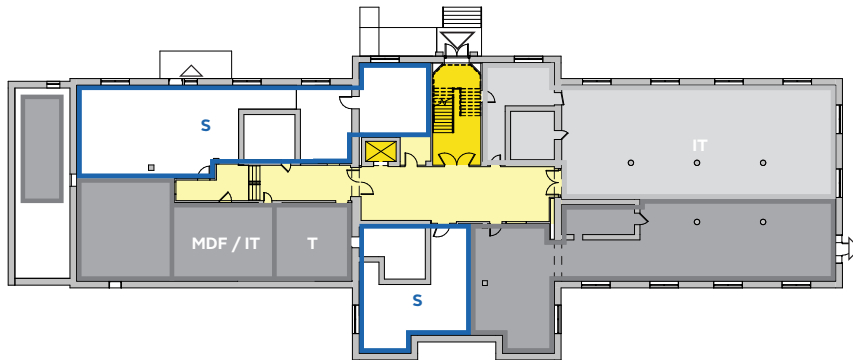
# CITY HALL



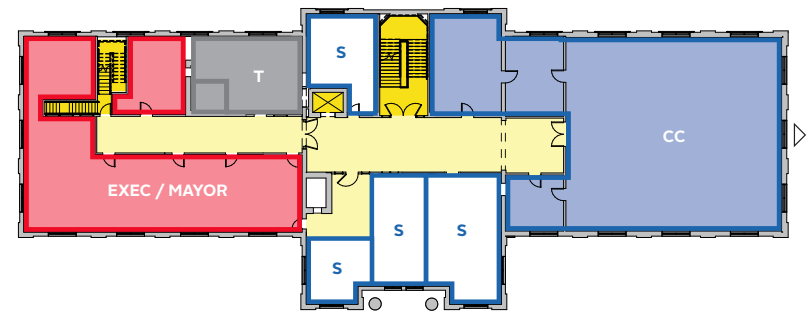
CITY HALL FIRST FLOOR



CITY HALL THIRD FLOOR



CITY HALL LOWER LEVEL



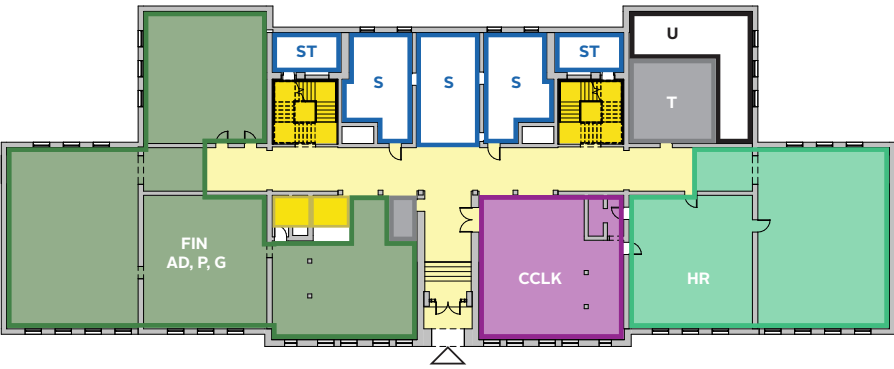
CITY HALL SECOND FLOOR



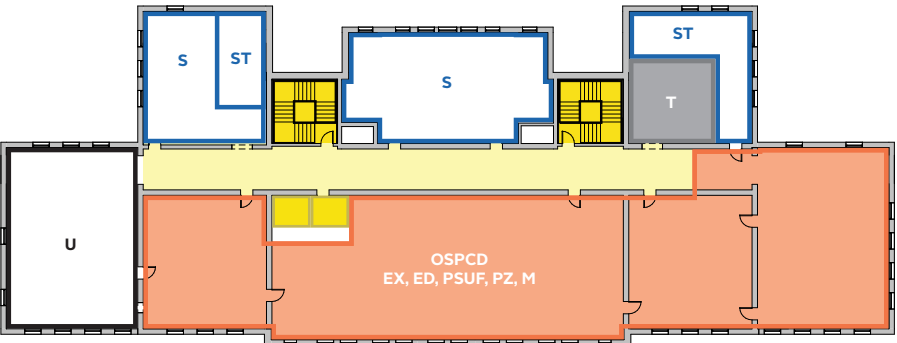
There is no change from Scenario 1 to Scenario 2 in City Hall.

**1895 BUILDING**

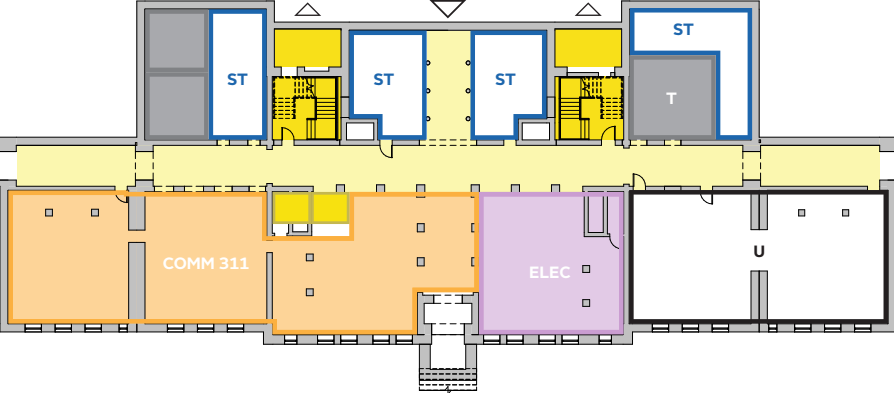
(SEE SCENARIO 4 FOR THE 1895 POTENTIAL FOURTH FLOOR PLAN)



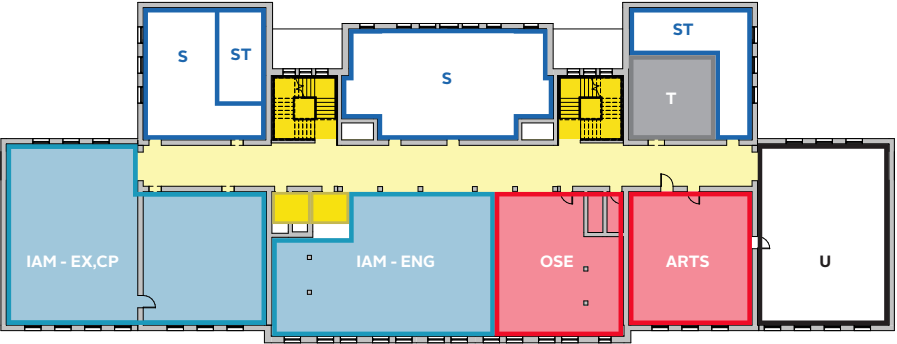
1895 FIRST FLOOR



1895 THIRD FLOOR



1895 LOWER LEVEL



1895 SECOND FLOOR

- S SHARED MEETING OR SUPPORT
- ST SHARED STORAGE
- U UNASSIGNED
- T TOILETS



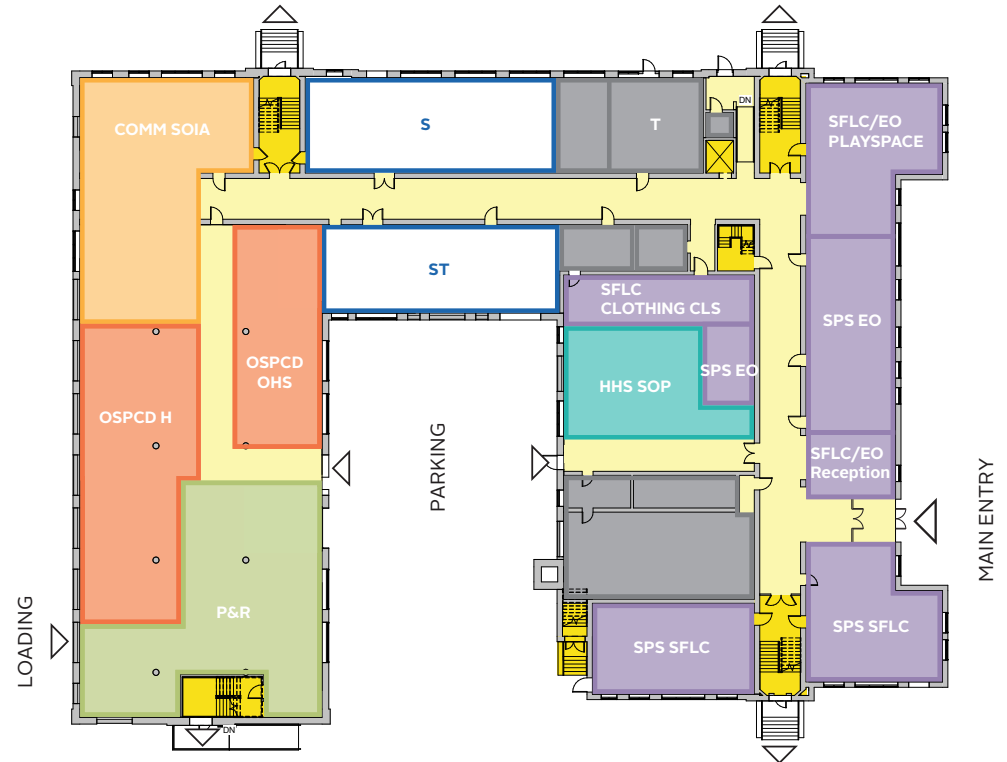
With the shift of housing and social services to Edgerly, **the 1895 Building** offers pockets of unassigned space on multiple floors for future growth and expansion. IAM-Engineering is relocated from 1 Franey Road to reunite with IAM's Executive and Capital Projects divisions and

offer greater centralization of constituent services on the Hill. The OSPCD divisions that remain in 1895 in this scenario are consolidated on the third floor along with OSE, offering a co-location benefit. The Auditing, Purchasing, and Grants divisions of Finance are located

on the first floor for ease of access to their counterparts in City Hall. Also on the first floor are the City Clerk and Human Resources, which see a stream of visitors from outside the building. The lower level holds the 311 Call Center and Elections. Unassigned space is as noted.

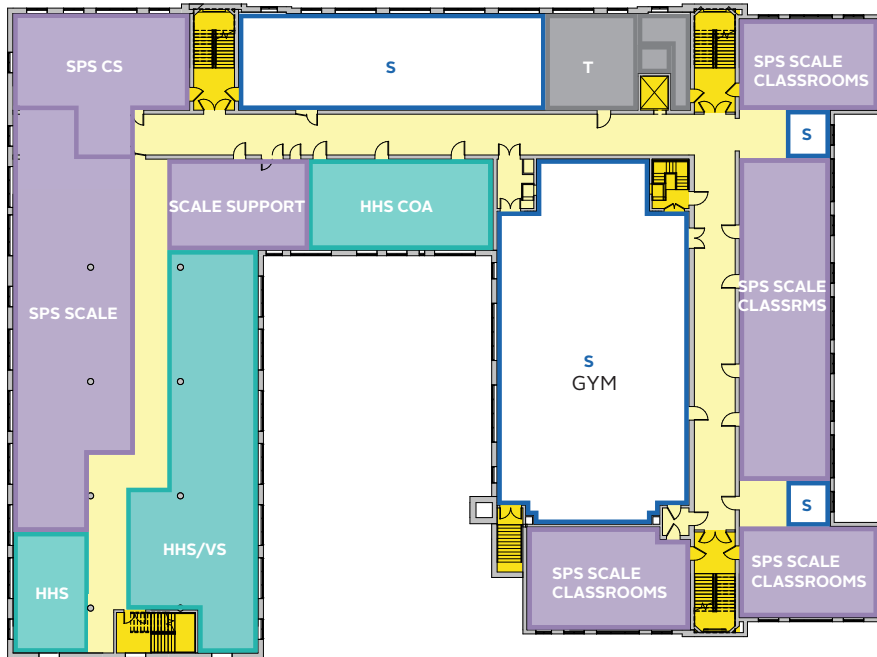
## SCENARIO 2

Housing and social services joins the school and community programs hub in **Edgerly**. The ground floor of Edgerly remains prioritized for those groups that receive outside visitors: Housing, the Office of Housing Stability and SOIA join SFLC, EO and HHS-SOP on this level. Parks and Recreation remains in the opposite wing for ease of access, but it should be noted that the addition of these departments and divisions creates space pressures overall in the ground floor, and limits the space available to Parks and Recreation for the full amount of requested specialty program and storage space. HHS, Veterans Services, and COA are located above Housing and OHS on the first floor, joined by Community Schools. SPS Administration is located on the second (top) floor and capitalizes on the open plan of the west wing. SCALE classrooms remain in the east wing of the first and second floors, with support mostly on the first floor and the balance on two.

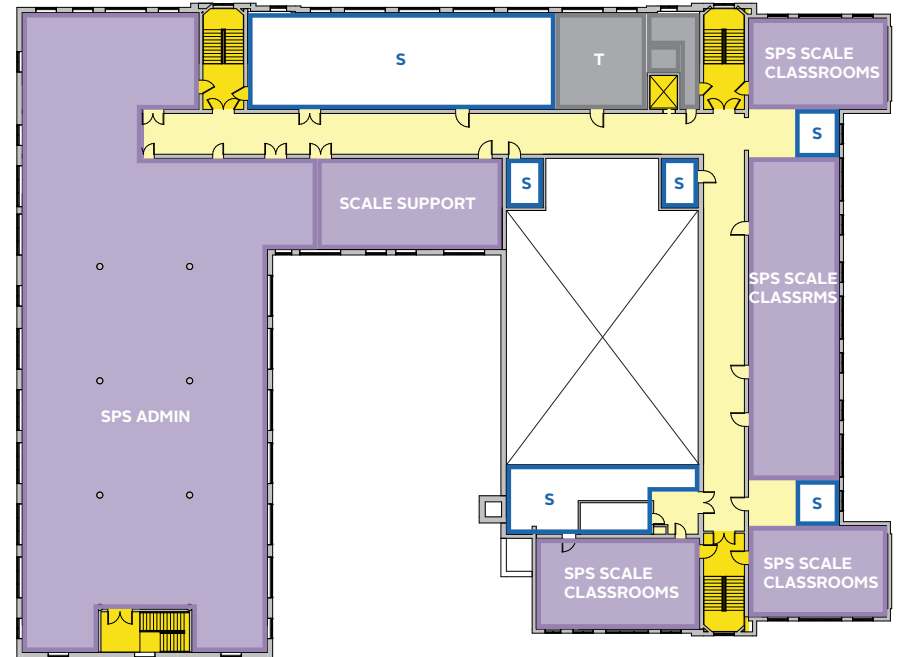


EDGERLY GROUND FLOOR





EDGERLY FIRST FLOOR

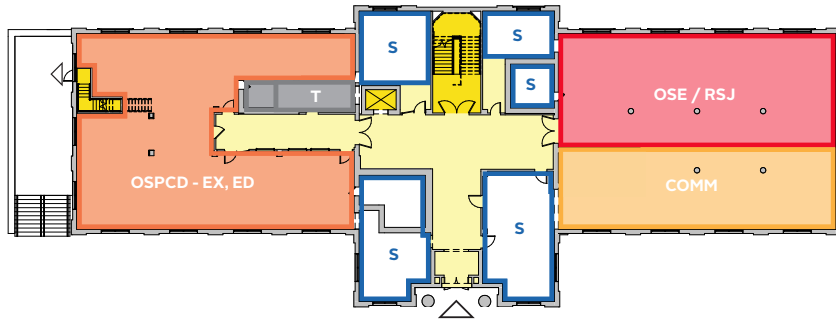


EDGERLY SECOND FLOOR

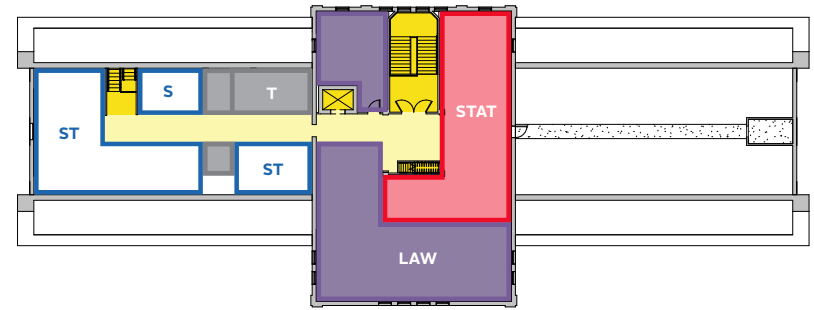
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- ST SHARED STORAGE
- U UNASSIGNED
- T TOILETS

# SCENARIO 4

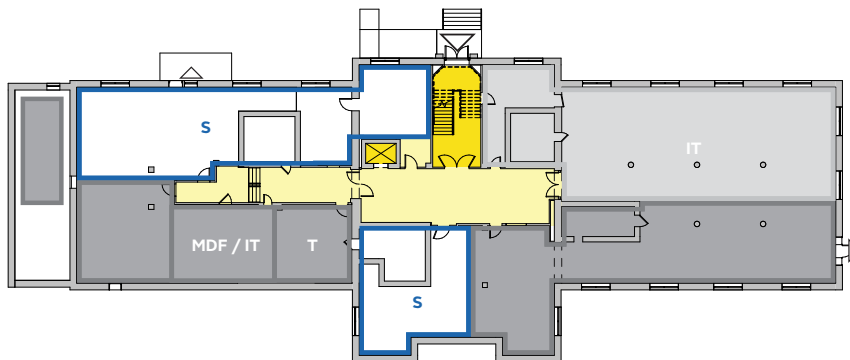
## CITY HALL



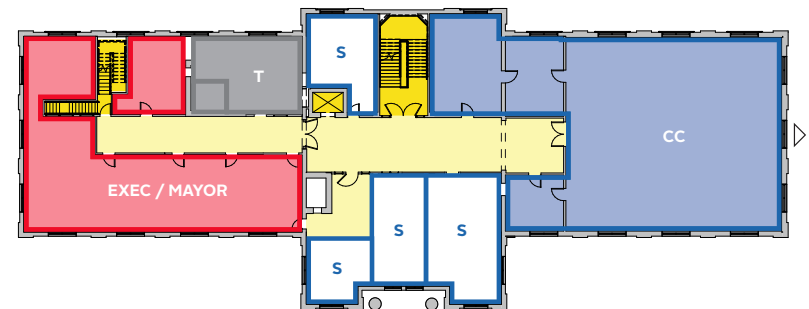
CITY HALL FIRST FLOOR



CITY HALL THIRD FLOOR



CITY HALL LOWER LEVEL



CITY HALL SECOND FLOOR

To the extent possible within the limits of the existing floor plates, **City Hall** becomes the seat of government and administrative policy. Constituent services are consolidated in 1895 to make room in City Hall for additional divisions and directors whose work has a policy emphasis, fostering closer collaboration

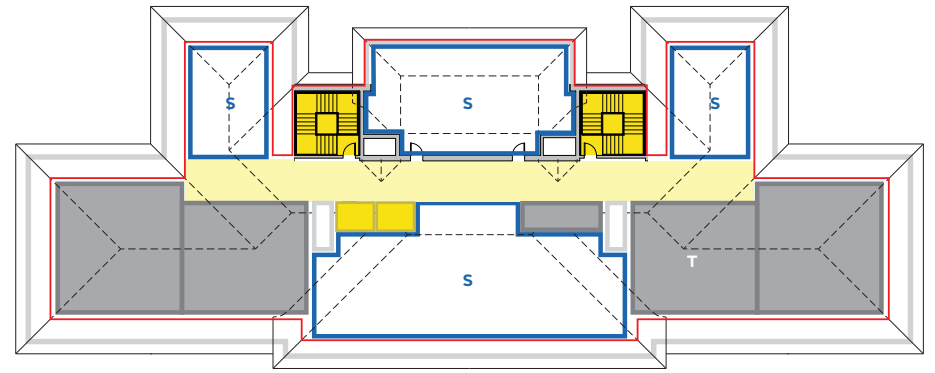
with the Executive Office. SomerStat, Law, RSJ and Communications are joined in City Hall in this scenario by OSE, OSPCD-Executive, and OSPCD-Economic Development. The Mayor's Office and City Council allocations indicated, like those on the third floor and lower level, are consistent throughout all scenarios.

**The 1895 Building** gains greater clarity and identity as the hub for both external constituent and internal administrative services. The key to the success of creating "one-stop shopping" is to maximize the utility of this building by expanding it up, rebuilding the fourth floor that was lost in the 1950s fire.

*(Continued on the following spread)*



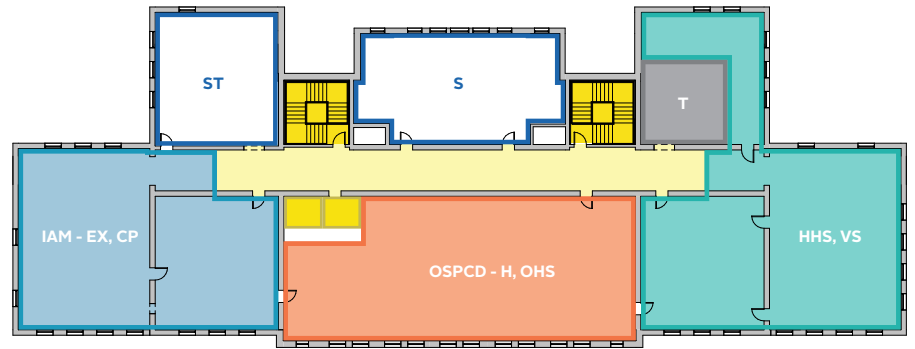
# 1895 BUILDING



1895 FOURTH FLOOR (REBUILT LEVEL)



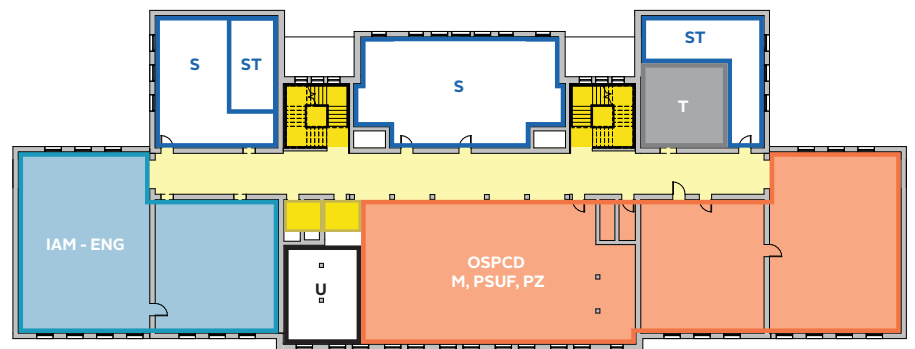
1895 FIRST FLOOR



1895 THIRD FLOOR



1895 LOWER LEVEL



1895 SECOND FLOOR

- S SHARED MEETING OR SUPPORT
- ST SHARED STORAGE
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- T TOILETS



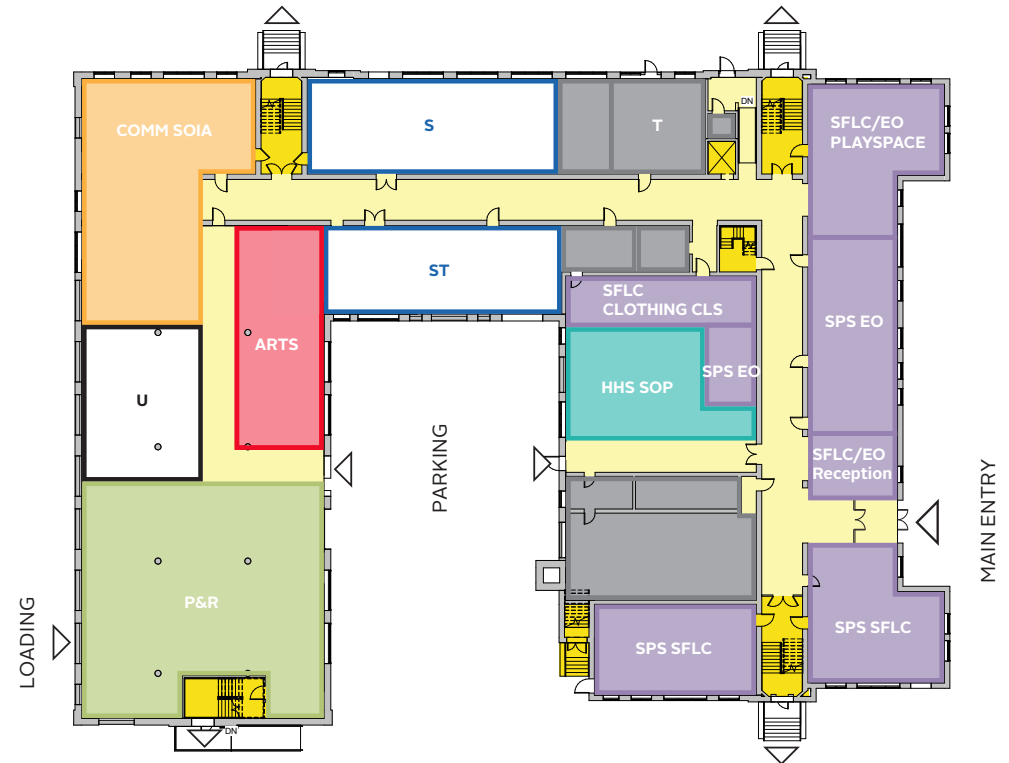
## SCENARIO 4

(Continued from previous)

This valuable space will be used to both consolidate mechanical space—freeing up valuable workspace within the lower floors of the building—and to create a suite of meeting and collaboration rooms, an asset for both the City and its community. This expansion has the greatest utility in Scenario 4, which prioritizes external-facing services in 1895. Programming for the City's Community Services and Activities Master Plan, which commences Summer 2021, may also indicate an important need for gathering space on the Hill independent of a given departmental relocation scenario.

As shown in the 1895 diagrams for Scenario 4, the constituent-facing Assessing and Treasury divisions come over from City Hall to join the rest of the Finance divisions on the first floor. Similar to Scenario 2, IAM-Engineering relocates from 1 Franey Road and is shown here on the second floor adjacent to OSPCD's Mobility, PSUF, and P&Z divisions. Housing, the Office of Housing Stability and HHS are grouped together on the third floor, reflecting the strong affinity of these three entities. IAM's Executive and Capital Projects divisions round out the third floor.

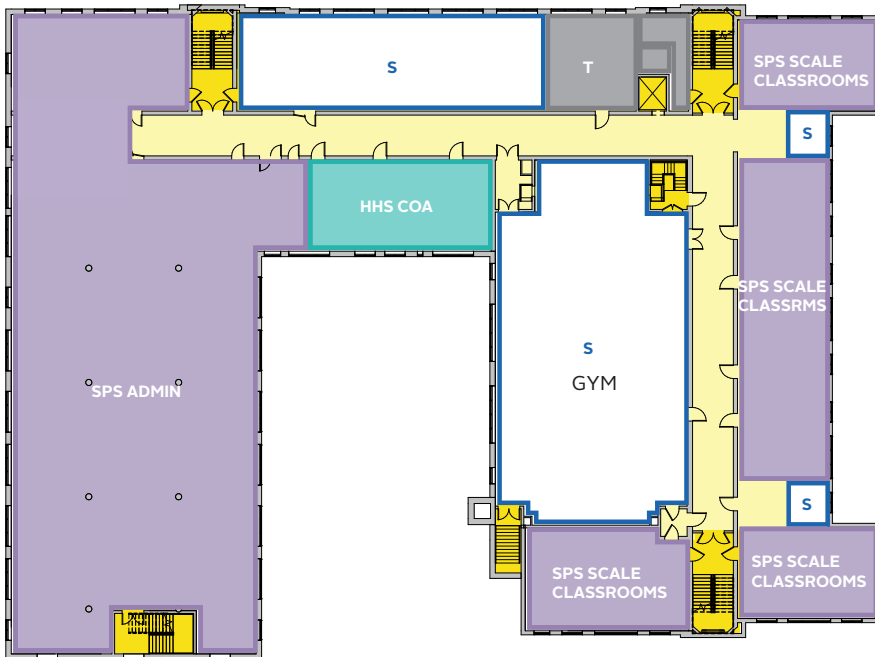
As in Scenarios 1 and 2, the ground floor of **Edgerly** is primarily populated with those divisions that receive outside and first-time visitors. In Scenario 4, Arts joins this level in the west wing. Similar to the prior scenarios, SPS Administration capitalizes on the open plan west wing on the first floor. Unassigned space on the top floor in the west wing permits room for future growth or other uses.



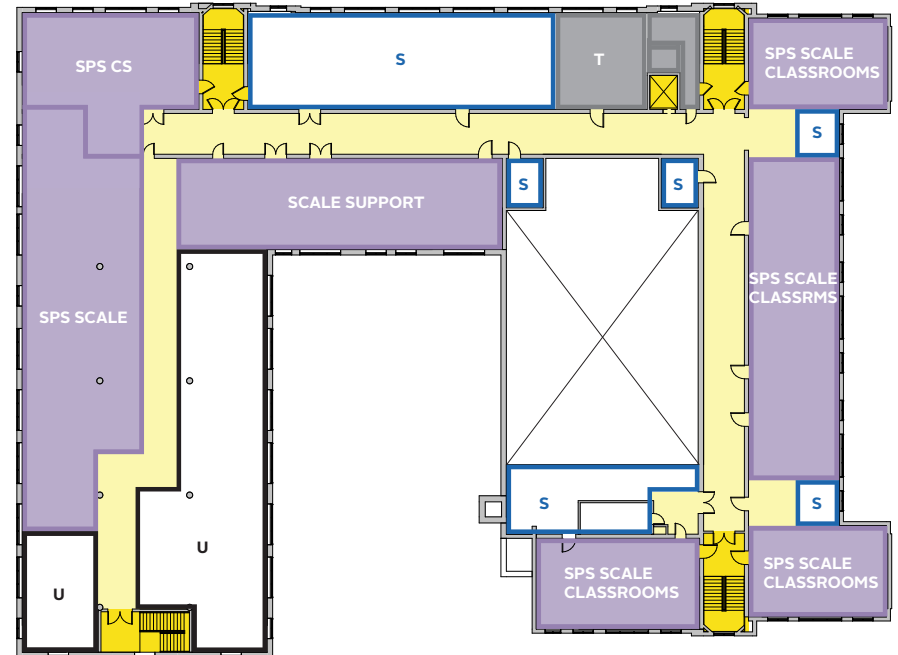
EDGERLY GROUND FLOOR







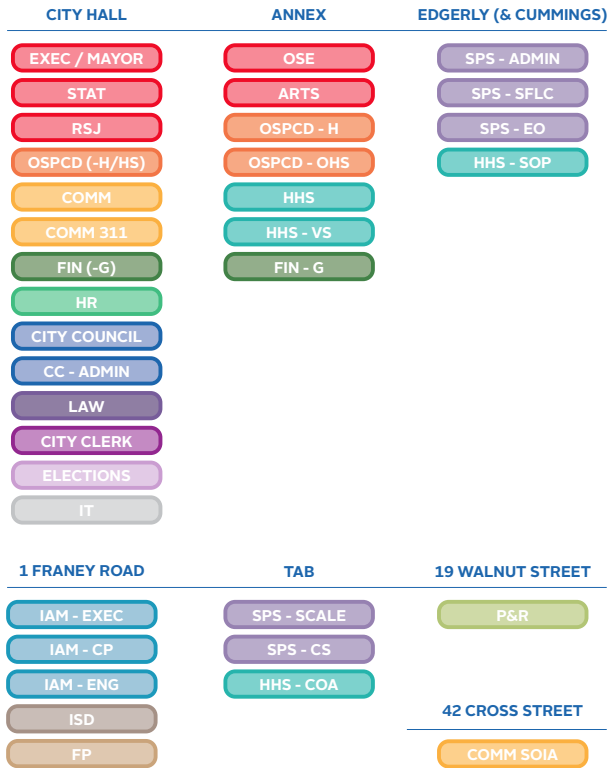
EDGERLY FIRST FLOOR



EDGERLY SECOND FLOOR

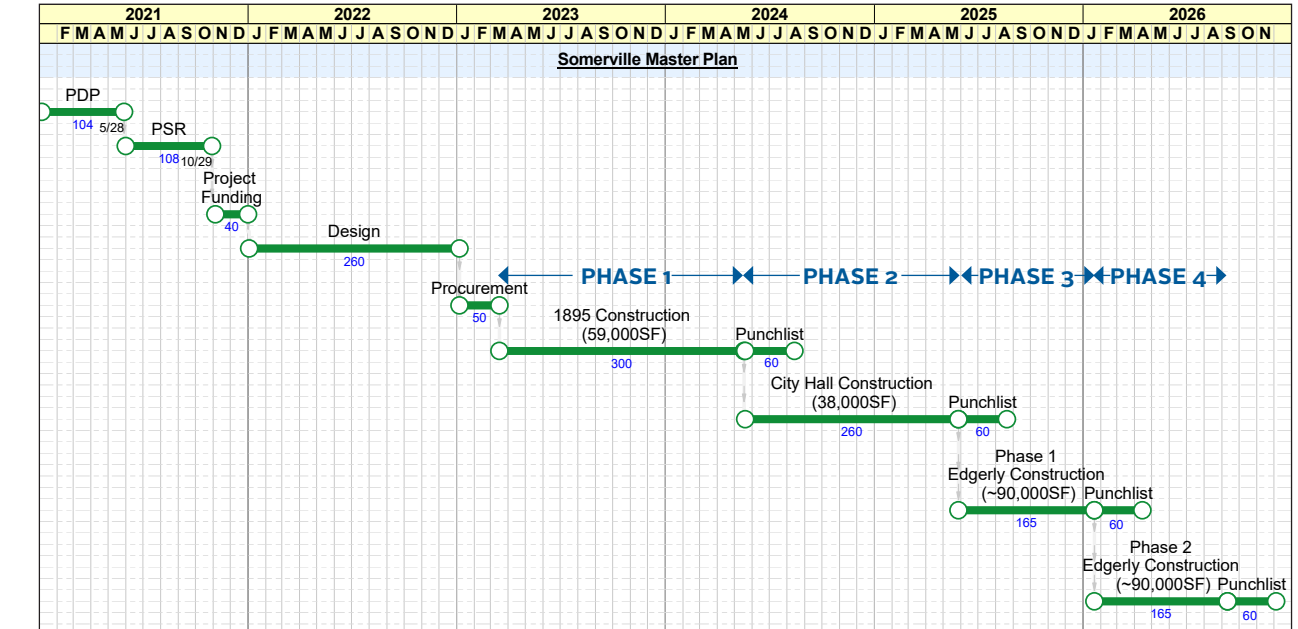
- S SHARED MEETING OR SUPPORT
- ST SHARED STORAGE
- U UNASSIGNED
- T TOILETS

# SCHEDULING, PHASING & SWING SPACE CONSIDERATIONS



ALL DEPARTMENTS TO POTENTIALLY BE MOVED - CURRENT LOCATIONS

While a broad array of potential options could be developed for phasing the building renovation projects, departmental moves, and other preparatory efforts, once the City's objectives and the current disposition of buildings is accounted for, the range of feasible options is relatively straightforward. For the purposes of the Preliminary Design Program, one sequence of phasing has been proposed for all scenarios. Because the 1895 Building is vacant today, there are no departments which need to be vacated or swung elsewhere prior



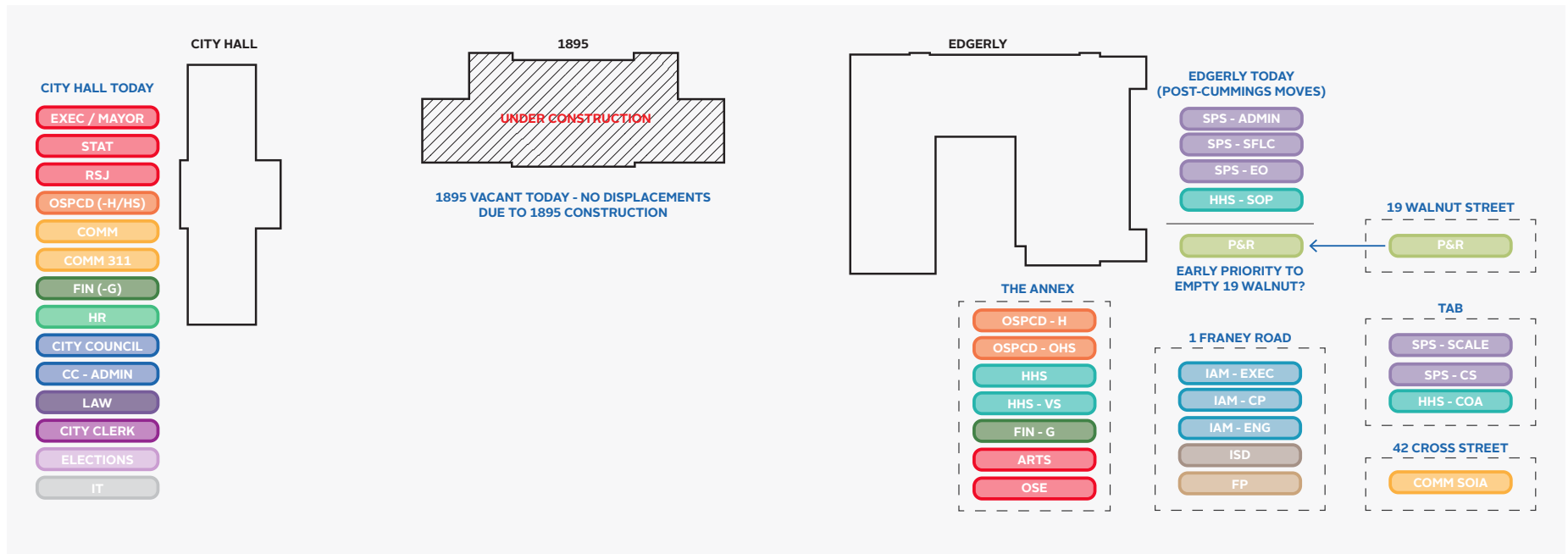
CONCEPTUAL DESIGN AND CONSTRUCTION PHASING SCHEDULE FOR 1895, CITY HALL, AND EDGERLY RENOVATIONS - SHORTEST POSSIBLE DURATION OF OVERALL PROJECT, INDEPENDENT OF EXTERNAL FACTORS (COURTESY PMA)

to construction, and once completed, 1895 has the potential to be used as swing space for the projects to follow. It is therefore clear that 1895 should go first.

Which project follows deserves some consideration. While it is conceivable that 1895 could act as swing space for both the City Hall and Edgerly work, or Edgerly could advance in the schedule to take place before City Hall, both outcomes produce additional complexity and the latter would further delay the completion of City Hall. At this stage of planning, it is therefore anticipated

that the City Hall renovation would immediately follow 1895, with renovated 1895 working as swing space either in whole or in part.

For several reasons, 1895 is not an ideal candidate as Edgerly swing space, nor have other City buildings been identified as feasible for this use. Edgerly is also partially vacant. As such, the client and design team have agreed on a working assumption that Edgerly will be a two-phase project, wherein the current occupants of Edgerly consolidate to one half of the building while the other



## PROJECT PHASE 1: 1895 UNDER CONSTRUCTION

*With 1895 under construction, departments generally remain as they are today. One consideration illustrated here is the value of an early move of P&R to Edgerly (either to temp space or early fit-out) in order to vacate 19 Walnut in the near term. Note that the Community Services and Activities Master Plan, commencing Summer 2021, may also deflect some of the phasing and relocation decisions.*

half is renovated, and then move into newly renovated space (as a swing strategy for some divisions) while the second half of the building is renovated. Due to the comprehensive systems upgrades contemplated, the phased approach will add complexity and cost but may be a savings over short-term leased office space.

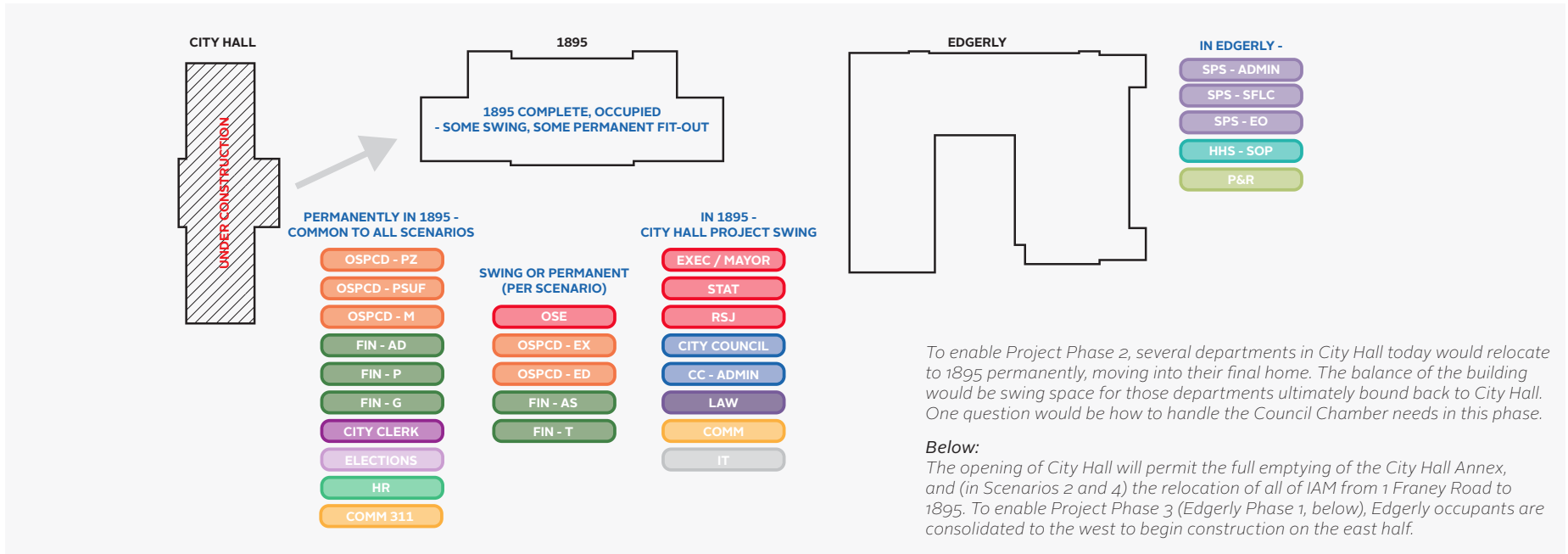
On the facing page is a chart showing the current locations of departments to be moved, and an initial design and construction schedule representing a best-case scenario for how quickly all three projects

could be completed from the perspective of design, procurement, and construction. The schedule was developed to conceptualize departmental moves and calculate escalation rates for the cost estimates. There are many external considerations that will impact this schedule to be discussed in the coming PSR phase.

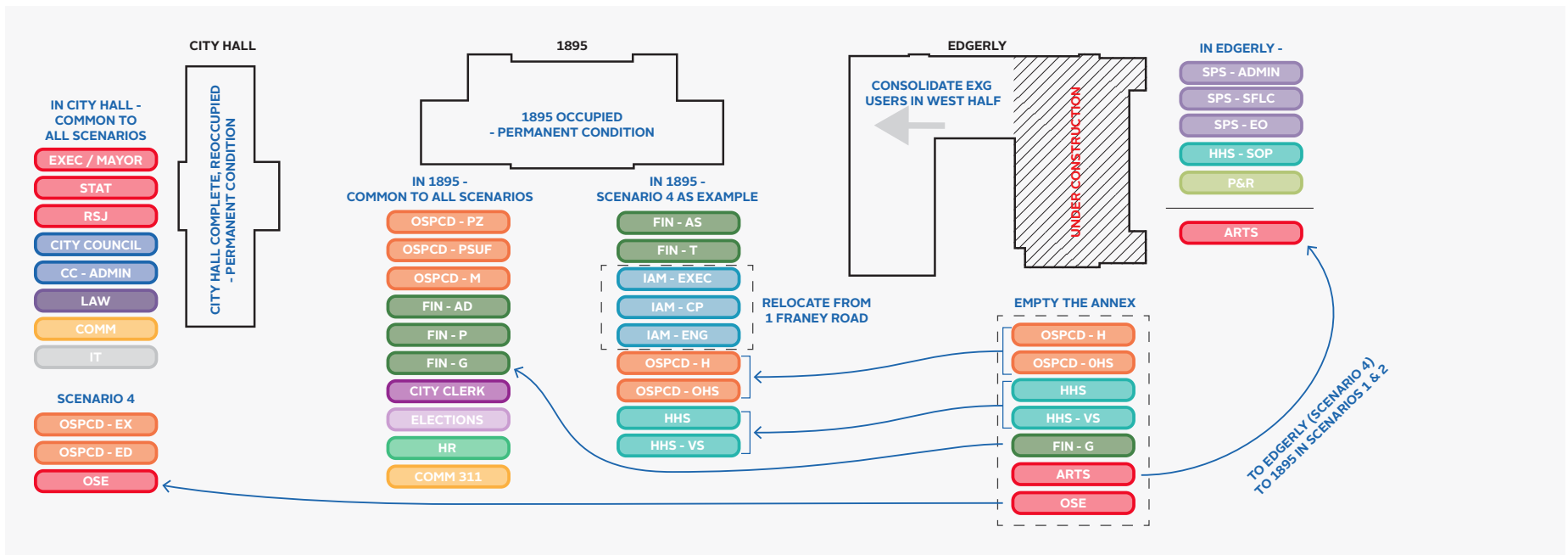
Above and on the following pages are five phasing diagrams, illustrating a "What If" study that aims to mitigate complicated or successive departmental moves. Scenario 4 was chosen as the scenario to be

tested in this process since it diverges most significantly from the existing configuration of department locations.

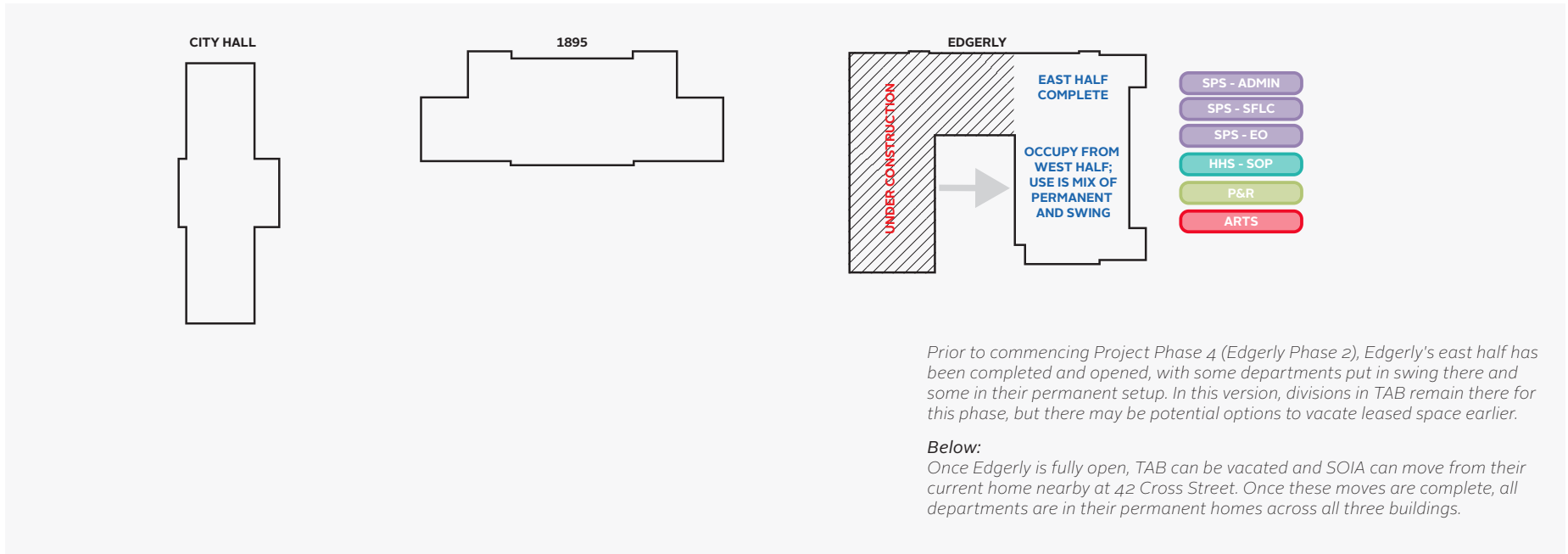
This preliminary analysis indicates that in the sequence of moves modeled here under Scenario 4, **25** departments/divisions only have to move a single time, **15** departments move to swing space once before moving to their permanent home, and **2** departments may require two swing locations before finally settling. Note that these figures are contingent on final decisions for when various City properties are to be vacated.



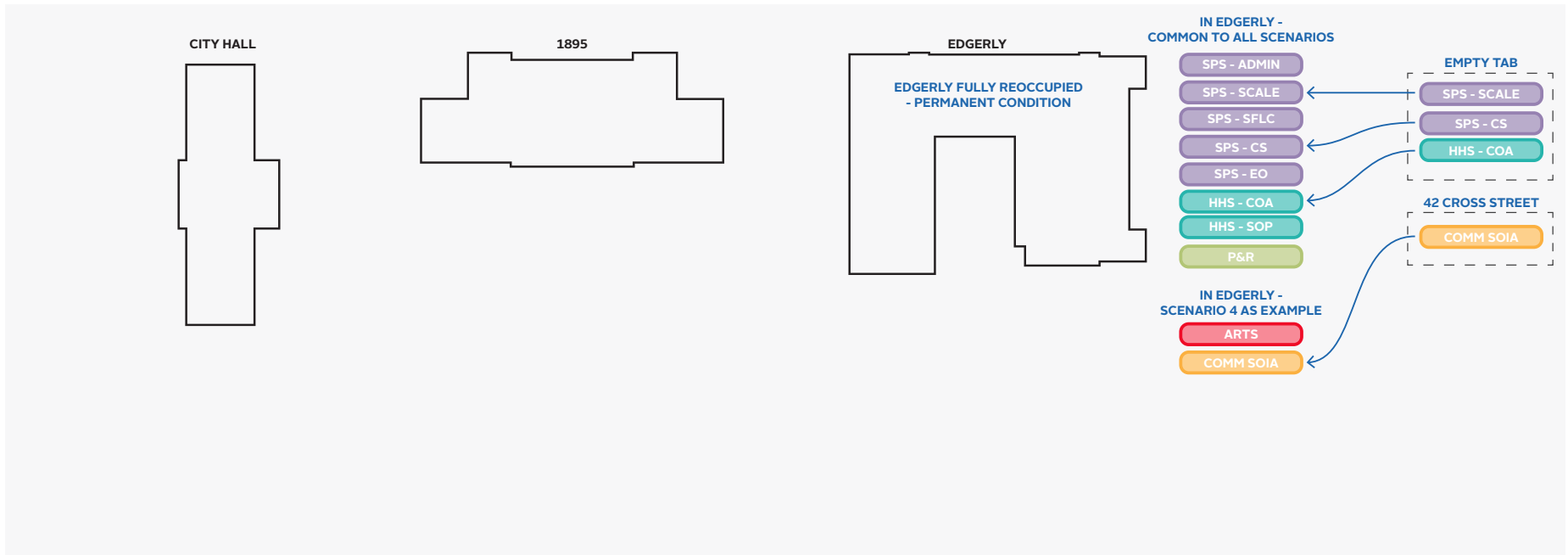
## PROJECT PHASE 2: CITY HALL UNDER CONSTRUCTION



## PROJECT PHASE 3: EDGERLY PHASE 1 UNDER CONSTRUCTION



**PROJECT PHASE 4: EDGERLY PHASE 2 UNDER CONSTRUCTION**



**ALL THREE PROJECTS COMPLETE; DEPARTMENTS IN FINAL LOCATIONS**

## EVALUATION OF SCENARIOS

In order to assist the City in evaluating the relative benefits of the three planning scenarios and to select a preferred option for the next phase of the Master Plan (the Preferred Schematic Report), the design team has created a criteria evaluation matrix. The matrix contains four broad categories that further break down into specific criteria. The yellow-to-green sliding scale color strategy indicates the level of relative improvement of one scenario over another in a particular criterion, with the shift towards darker green representing a greater positive value. In criteria 4 through 6, each building is evaluated separately within a given scenario, as there are different priorities for the different buildings, and "averaging" these ratings to a single color could be overly reductive or even misleading.

**Criteria 1 and 2** are reflective of the Master Planning Guiding Principles of "Internal" and "External" optimization. Are departments and divisions in the right neighborhoods and in the right buildings for collaboration and efficient workflow? Has ease of use for constituents improved by consolidating services in logical locations that are easy to find and access?

**Criteria 3, 4 and 5** evaluate the goals of accommodating present-day and defined future space needs. Can the buildings accommodate 2022 and 2030 staff projections under each scenario, and will the necessary support space be available for departments and divisions to function efficiently? How easily will the scheme accommodate the demands for meeting space and other support needs?

**Criterion 6** considers the long-term flexibility of the scenarios relative to each building. Are the general layouts more or less flexible to be able to adapt and respond to future program changes? Are there unallocated spaces for flexible or unknown future use? It should also be noted that too much flexibility in any one scenario or building may indicate poor efficiency of use or overbuilding relative to current and defined needs.

**Criterion 7** considers to what degree each scenario can improve the current space pressures at 1 Franey, the DPW building. While 1 Franey is not part of the master plan building renovation effort at this stage, it is evident from program interviews and a visual observation that the existing spaces are constrained by the program needs of the groups currently located there. If space pressure is relieved at 1 Franey, there will be an opportunity to re-envision how to best optimize the administrative spaces in the yard. It's also worth noting that the 2019 Master Plan's preferred "Option D" proposed off-site leased space for ISD, whereas all scenarios here presume ISD would remain at 1 Franey due to the established infeasibility of securing leased space at a competitive rate. In addition, because ISD has specific parking needs and their typical in-person visitor interaction is expected to remain predominantly contractor- and consultant-based (versus constituents visiting for the first time), ISD was deemed a better fit to remain at 1 Franey Road versus Central Hill.

In the design team's consideration of the scenarios, it appears that some key differentiators are: (1) the relative importance of relieving the space pressures

at 1 Franey (with the caveat that an in-depth study of that building's space limitations and architectural potential was not part of the PDP); and (2) the relative importance of aggregating all external-facing transaction departments and/or divisions to create a services hub. This priority has to be weighed against the potential downside of not achieving desired adjacencies within and between departments, as well as the potential for service models to change in the future which may mitigate the need for physical centralization of services.

In addition, the desire to accommodate for growth in the future should be balanced by a desire not to over-build (and therefore over-spend) in the implementation phase of the master plan. Will there be room to grow where it counts? For instance, while the prospective rebuilt fourth floor of 1895 would greatly benefit Scenario 4 in particular, the opportunity and value of additional space on Central Hill may be more universal than the demonstrated need of a particular scenario.

The ultimate interpretation of this evaluation of scenarios is quite dependent on the City's priorities amongst the criteria, and cannot be reduced to a quantitative formula. The optimal outcome of this process would be the selection of a preferred scenario to move into the Preferred Schematic Report stage, with the clear understanding that the preferred scenario can be explored and modified to address any observed shortcomings within its overall structure to better accomplish the City's objectives.

## EVALUATION MATRIX

	CRITERIA	SCENARIO 1	SCENARIO 2	SCENARIO 4
MASTER PLANNING GUIDING PRINCIPLES	1. “Internal”: Department Locations Optimized for Synergy of Work (by neighborhood, building)			
		<i>Status quo use of City Hall; consolidate OSPCD in 1895; 1 Franey generally stays mostly as is.</i>	<i>Brings all IAM to the Hill; HHS/OHS/H/V/SOIA/ Education Hub at Edgerly; OSPCD split similar to existing between City Hall and Annex.</i>	<i>Prioritizes policy in City Hall and admin/service in 1895; OSPCD, Finance, and IAM consolidated; HHS/OHS/H/V/S hub; Edgerly is Schools/Community.</i>
MASTER PLANNING GUIDING PRINCIPLES	2. “External”: Ease of Use for Constituents (Consolidation of services to accessible, predictable locations for community access)			
		<i>Status quo services in disparate locations; unclear distinction between 1895 and City Hall for services.</i>	<i>Brings Engineering to the Hill from Franey; Edgerly becomes more of a community, education, housing and health hub (see above).</i>	<i>Clarity of building “personalities”: admin services vs. seat of government; Edgerly is Schools/Community.</i>
PRESENT-DAY & FUTURE DEFINED NEEDS	3. Accommodates Current and 2030 Staff Space Needs in each Building?			
		<i>Note: #3 ratings do not include 1 Franey; see #7.</i>	<i>Pressure point is on Edgerly; less expansion space will be the trade-off with the benefits of consolidation of community programs.</i>	<i>Pressure point is on 1895 but would be relieved by 4th floor construction; less unassigned space will be the trade-off with consolidation of user services</i>
	4. Accommodates Department Dedicated Support Space Needs?	CH:  '95:  ED:	CH:  '95:  ED:	CH:  '95:  ED:
PRESENT-DAY & FUTURE DEFINED NEEDS	5. Accommodates Building Shared Space Goals? (Meeting spaces and shared support)	CH:  '95:  ED:	CH:  '95:  ED:	CH:  '95:  ED:
		<i>1895 rating assumes fit-out of the 4th floor with meeting and shared spaces.</i>	<i>1895 would still benefit from the 4th floor in Scenario 2.</i>	<i>1895 rating assumes fit-out of the 4th floor with meeting and shared spaces.</i>
FUTURE OPPORTUNITIES	6. Planning Tolerance for Future Design Phases (e.g., layout optionality; pockets of unassigned/unallocated space)	CH:  '95:  ED:	CH:  '95:  ED:	CH:  '95:  ED:
		<i>Due to existing constraints, City Hall does not offer broad planning flexibility in any scenario, but will meet the needs outlined in criteria #3-5.</i>	<i>As density of departments increases in Edgerly, planning options inside the building decrease.</i>	<i>1895 has more fluidity in its office space plan relative to City Hall, but greater density here results in a tighter fit vs. Scenario 2.</i>
1 FRANEY ROAD	7. Addresses Current Space Deficit at DPW Building?			
		<i>The 2019 Master Plan Option D proposed rented space off-site for ISD; they remain at 1 Franey Road in all three scenarios here. IAM-CP &amp; Exec to Hill.</i>	<i>Relocation of IAM-Engineering to Central Hill (joining IAM-Exec and CP) helps relieve 1 Franey overcrowding; allows rethinking of Yard space.</i>	<i>Relocation of IAM-Engineering to Central Hill (joining IAM-Exec and CP) helps relieve 1 Franey overcrowding; allows rethinking of Yard space.</i>







# Cost Estimate Summary

# INTRODUCTION TO COST ESTIMATES

As part of the PDP cost estimating effort, trade-level costs were calculated using a range of cost-per-square-foot benchmarks and itemized allowances, based on per-building drawings and narratives provided to the estimators by the design team. The cost models for these buildings include all applicable renovation construction, existing building MEP replacement and core renovation work. The model then predicts allowances for fit-out to buildings based on approximate program anticipated proportions, subject to greater design resolution in the future. For the purposes of the PDP, it was agreed with the City that each of the three planning scenarios did not need to be estimated

individually as the proportion of space-types would not vary enough to impact the cost model.

The second category of effort is to develop a build-up from estimated trade cost to estimated hard cost, or Guaranteed Maximum Price (GMP), with appropriate contingencies; and to establish appropriate soft cost percentage allowances for this level of design resolution; all in the service of estimating a Total Project Cost.

Cost estimating at the current level of design resolution must necessarily account for a number of contingencies and unknowns. The qualifications and full backup for the cost estimate up through the GMP is contained in the appendix, while the build-up to Total

Project Cost with percentages is found in the table on the following spread. The drawings and narratives used by the estimators can be found in the appendix.

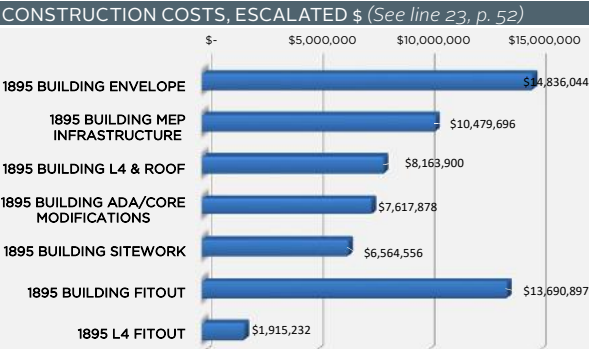
The table below provides a high-level overview of the cost estimate values. The bar graphs and table at right are extracted from the Estimate Executive Summaries, and indicate the cost of key elements at an escalated hard cost (GMP) level. The escalated cost per square foot is also provided, a function of the gross square footage of each building. Note that for the site work, the SF denominator used is building gross area, not site gross area. On page 52, additional detail on the build-up from trade-level cost to Total Project Cost is provided.

PDP COST ESTIMATES	1895 Building		City Hall		Edgerly		TOTALS	
<i>Project Gross Sq Ft</i>	<i>73,000 GSF</i>	<i>\$/SF</i>	<i>40,000 GSF</i>	<i>\$/SF</i>	<i>80,000 GSF</i>	<i>\$/SF</i>	<i>193,000 GSF</i>	<i>\$/SF</i>
<b>Construction Cost</b> (May '21 \$)	\$55,500,000	\$760	\$29,500,000	\$738	\$48,400,000	\$605	\$133,400,000	\$691
<b>Construction Cost</b> (Escalated*)	\$63,300,000	\$867	\$34,500,000	\$863	\$58,800,000	\$735	\$156,600,000	\$811
<b>Total Project Cost</b> (Escalated*)	<b>\$88,700,000</b>	<b>\$1,215</b>	<b>\$47,900,000</b>	<b>\$1,198</b>	<b>\$82,400,000</b>	<b>\$1,030</b>	<b>\$219,000,000</b>	<b>\$1,135</b>

\*Escalation is calculated to the midpoint of construction for each building project; see conceptual construction schedule on page 42 and calculations on page 52

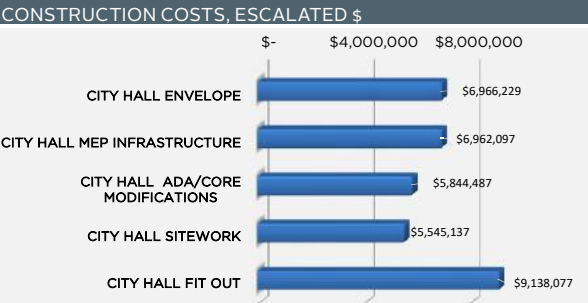
# CONSTRUCTION COSTS BY SCOPE AREA

## 1895 BUILDING



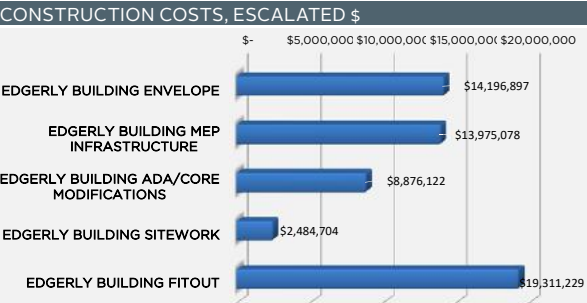
COST ELEMENT	GSF	\$/SF	CONST \$ (ESCALATED)
1895 BUILDING ENVELOPE	73,000	\$ 203	\$ 14,836,044
1895 BUILDING MEP INFRASTRUCTURE	73,000	\$ 144	\$ 10,479,696
1895 BUILDING L4 & ROOF	12,800	\$ 638	\$ 8,163,900
1895 BUILDING ADA/CORE MODIFICATIONS	73,000	\$ 104	\$ 7,617,878
1895 BUILDING SITEWORK	73,000	\$ 90	\$ 6,564,556
1895 BUILDING FITOUT	60,200	\$ 227	\$ 13,690,897
1895 L4 FITOUT	12,800	\$ 150	\$ 1,915,232
<b>TOTAL CONSTRUCTION COSTS</b>	<b>73,000</b>	<b>\$867</b>	<b>\$ 63,268,204</b>

## CITY HALL



COST ELEMENT	GSF	\$/SF	CONST \$ (ESCALATED)
CITY HALL ENVELOPE	40,000	\$ 174	\$ 6,966,229
CITY HALL MEP INFRASTRUCTURE	40,000	\$ 174	\$ 6,962,097
CITY HALL ADA/CORE MODIFICATIONS	40,000	\$ 146	\$ 5,844,487
CITY HALL SITEWORK	40,000	\$ 139	\$ 5,545,137
CITY HALL FIT OUT	40,000	\$ 228	\$ 9,138,077
<b>TOTAL COSTS</b>	<b>40,000</b>	<b>\$861</b>	<b>\$ 34,456,028</b>

## EDGERLY



COST ELEMENT	GSF	\$/SF	CONST \$ (ESCALATED)
EDGERLY BUILDING ENVELOPE	80,000	\$ 177	\$ 14,196,897
EDGERLY BUILDING MEP INFRASTRUCTURE	80,000	\$ 175	\$ 13,975,078
EDGERLY BUILDING ADA/CORE MODIFICATIONS	80,000	\$ 111	\$ 8,876,122
EDGERLY BUILDING SITEWORK	80,000	\$ 31	\$ 2,484,704
EDGERLY BUILDING FITOUT	80,000	\$ 241	\$ 19,311,229
<b>TOTAL CONSTRUCTION COSTS</b>	<b>80,000</b>	<b>\$736</b>	<b>\$ 58,844,031</b>

Excerpts from the cost model Executive Summaries: escalated construction costs by scope area (hard costs only)

# BUILD-UPS TO TOTAL CONSTRUCTION COST

		A1	A2	A3	A1+A2+A3
		1895 Building	City Hall	Ederly	Total
1	Rates				
2	Average Estimated Number of Occupants (Average across Scenarios)	245	100	220	565
3		5/28/2021	5/28/2021	5/28/2021	5/28/2021
4	TOTAL CONSTRUCTION - GMP, Current Dollars [from line 19]	\$ 55,480,977	\$ 29,494,133	\$ 48,417,048	\$ 133,392,159
5	TOTAL CONSTRUCTION GSF	73,000	40,000	80,000	193,000
6	TOTAL CONSTRUCTION \$/GSF, Current Dollars	\$760	\$737	\$605	\$691
7	<b>Table I.</b>				
8	<b>1. Hard Costs</b>				
9	<b>SUBTOTAL TRADE COST (includes embedded 5% General Reqs.)</b>	\$ 41,595,513	\$ 21,997,032	\$ 35,187,375	\$ 98,779,920
10	Design Contingency [% applied to line 9] 12.0%	\$ 4,991,462	\$ 2,639,644	\$ 4,222,485	\$ 11,853,590
11	Phasing Allowance [% applied to sum of lines 9-10]	-	-	\$ 1,182,296 3.0%	\$ 1,182,296
12	Construction Contingency [% applied to sum of lines 9-11] 4.5%	\$ 2,096,414	\$ 1,108,650	\$ 1,826,647	\$ 5,031,711
13	General Conditions [calculated; resultant % = line 13/lines 9-12] <b>Varies</b>	\$ 3,060,153 6.3%	\$ 1,761,956 6.8%	\$ 2,736,666 6.5%	\$ 7,558,775 6.5%
14	<b>COST OF THE WORK [sum of lines 9-13]</b>	<b>\$ 51,743,541</b>	<b>\$ 27,507,282</b>	<b>\$ 45,155,469</b>	<b>\$ 124,406,292</b>
15	Permits [Excluded] 0.0%	\$ -	\$ -	\$ -	\$ -
16	Insurances - 1.35% GL, 1.25% Sub Default [% applied to line 14] 2.6%	\$ 1,345,332	\$ 715,189	\$ 1,174,042	\$ 3,234,564
17	Bond [% applied to line 14] 1.5%	\$ 776,153	\$ 412,609	\$ 677,332	\$ 1,866,094
18	CM Fee [% applied to sum of lines 14 & 15-17] 3.0%	\$ 1,615,951	\$ 859,052	\$ 1,410,205	\$ 3,885,209
19	<b>GMP BEFORE ESCALATION - 5/2021 Dollars [sum of lines 14 &amp; 15-18]</b>	<b>\$ 55,480,977</b>	<b>\$ 29,494,133</b>	<b>\$ 48,417,048</b>	<b>\$ 133,392,159</b>
20	Multiplier: Pre-Escalated GMP / Subtotal Trade Cost	1.33	1.34	1.38	1.35
21	Construction Midpoint	12/1/2023	9/1/2024	1/1/2026	
22	Escalation [calculated to midpoint of construction; % of line 19 for ref.] <b>Varies</b>	\$ 7,787,226 14.0%	\$ 4,961,895 16.8%	\$ 10,426,983 21.5%	\$ 23,176,104 17.4%
23	<b>ESCALATED GMP [lines 19 + 22]</b>	<b>\$ 63,268,204</b>	<b>\$ 34,456,028</b>	<b>\$ 58,844,031</b>	<b>\$ 156,568,263</b>
24	<b>2. Soft Costs</b>				
25	Owner's Soft Costs - A/E Team [% applied to line 23] 10.0%	\$ 6,326,820	\$ 3,445,603	\$ 5,884,403	\$ 15,656,826
26	Owner's Soft Costs - OPM [% applied to line 23] 3.5%	\$ 2,214,387	\$ 1,205,961	\$ 2,059,541	\$ 5,479,889
27	Owner's Soft Costs - Other Misc Costs [% applied to line 23] 6.5%	\$ 4,112,433	\$ 2,239,642	\$ 3,824,862	\$ 10,176,937
28	Owner's Soft Costs - FFE & AV/IT [\$12K Allowance per occupant, line 2]	\$ 2,940,000	\$ 1,200,000	\$ 2,640,000	\$ 6,780,000
29	Owner's Soft Costs - Police Details [calculated rate x project duration]	\$ 300,000	\$ 260,000	\$ 330,000	\$ 890,000
30	<b>SOFT COSTS SUBTOTAL, Escalated [% indicated is a resultant % of line 23]</b>	<b>\$ 15,893,641 25.1%</b>	<b>\$ 8,351,206 24.2%</b>	<b>\$ 14,738,806 25.0%</b>	<b>\$ 38,983,653 24.9%</b>
31	<b>3. Contingencies</b>				
32	Owner's Construction Contingency [% applied to line 23] 12.0%	\$ 7,592,185	\$ 4,134,723	\$ 7,061,284	\$ 18,788,192
33	Owner's Soft Cost Contingency [% applied to line 30] 12.0%	\$ 1,907,237	\$ 1,002,145	\$ 1,768,657	\$ 4,678,038
34	<b>4. Total Project Costs</b>				
35	<b>TOTAL PROJECT COST, Escalated [lines 23+30 and 32-33]</b>	<b>\$ 88,661,267</b>	<b>\$ 47,944,102</b>	<b>\$ 82,412,778</b>	<b>\$ 219,018,146</b>

Next Steps

## NEXT STEPS

With an approved Program Brief and a preferred scenario, the design team will move into the next task of the Master Plan, the Preferred Schematic Report (PSR). The PSR work will begin with a more in-depth investigation and evaluation of existing building conditions than the preliminary work that was conducted at the start of the PDP. This round will include tasks such as select probing, sensor setup for data acquisition, and material sampling and testing as required. Particular attention will be paid to the building structure and envelope assemblies and any ongoing or potential issues. This investigative work will bring an added level of rigor to the continued development of the preferred scenario into a preferred schematic for the purpose of client validation and another round of cost estimating, concluding with an estimate review period.

A related planning effort, the Community Services and Activities Master Plan, will kick off in June of 2021 with a PDP phase of its own, followed by a PSR. The two PSRs, one for the administrative space and one for the community services and activities, will converge in a combined set of deliverables which will relate to one another so that the City's built assets and space needs are being addressed in a holistic and comprehensive way.

Finally, it is expected the PSR efforts will culminate with presentations to government and community stakeholders to advance the projects to the next phase of design.

