# BUSINESS OF THE CITY COUNCIL
# CITY OF MERCER ISLAND

**AB 6477**
**May 21, 2024**
**Regular Business**

## AGENDA BILL INFORMATION

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| **TITLE:** | AB 6477: Public Works Building Follow-Up to Facilities Conditions Assessment | ☒ Discussion Only<br>☐ Action Needed:<br>☐ Motion<br>☐ Ordinance<br>☐ Resolution |
| **RECOMMENDED ACTION:** | Receive report. No action necessary. | |

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| **DEPARTMENT:** | Public Works |
| **STAFF:** | Jessi Bon, City Manager<br>Jason Kintner, Chief of Operations<br>Merrill Thomas-Schadt, Sr. Management Analyst |
| **COUNCIL LIAISON:** | n/a |
| **EXHIBITS:** | 1. Public Works Building Facility Condition Assessment (Final)<br>2. Quantum Consulting Seismic Assessment Letter (Draft) |
| **CITY COUNCIL PRIORITY:** | 3. Make once-in-a-generation investments to update and modernize aging infrastructure, capital facilities, and parks. |

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| **AMOUNT OF EXPENDITURE** | $ n/a |
| **AMOUNT BUDGETED** | $ n/a |
| **APPROPRIATION REQUIRED** | $ n/a |

## EXECUTIVE SUMMARY

The purpose of this agenda bill is to introduce the findings from the Public Works Building Seismic Analysis and provide follow-up on the Public Works Building Facility Conditions Assessment (see Exhibit 1).

- In early 2023, the City began a planning process to complete a Facilities Conditions Assessment (FCA) for various municipal buildings and to develop a Long-Range Facilities Plan for select City facilities.
- The facilities planning project was interrupted due to the unexpected closure of City Hall in April 2023. The City Manager paused assessment work on other buildings, but due to the age and condition of the Public Works Building, directed that assessment to proceed.
- On February 6, 2024, the City Council received a presentation on the Draft Facilities Condition Assessment of the Public Works Building (see AB 6402).
- Based on the preliminary findings, the City Manager recommended the City Council prioritize the Public Works Building for replacement.
- The City Council authorized the City Manager to commence design of a new Public Safety and Maintenance Building at their Planning Session on March 1, 2024. The City Council will receive a separate presentation later this evening on the pre-design process and planning for the replacement building.

- Since February, the City has received the initial findings from a Seismic Assessment of the Public Works building and will present those findings and related recommendations to the City Council (see Exhibit 2).
- City staff is working to prioritize and develop cost estimates for the necessary work items identified in the FCA and seismic assessment to keep the existing Public Work Building functional while a new building is planned for and constructed. These projects will be presented during the 2025-2026 budget development process this fall.

## BACKGROUND

### Long-Range Facility Planning

In early 2023, the City began a planning process to complete a Facilities Conditions Assessment for various municipal buildings and to develop a Long-Range Facilities Plan for select City facilities. Northwest Studio was selected as the consultant for this project and is supported by a variety of specialized consultants.

The Long-Range Facility Planning project was intended to be completed in two phases, the first phase focusing on comprehensive Facilities Conditions Assessment (FCAs) for six buildings in 2023: Mercer Island City Hall, the Public Works Building, the Mercer Island Community & Event Center Annex Building, the Luther Burbank Administrative Building, the Mercer Island Thrift Shop, and the former Tully's Building. A second phase will include Facility Conditions Assessments for Fire Station 91, Fire Station 92, and the Mercer Island Community and Event Center.

The purpose of an FCA is to inventory and evaluate building and site infrastructure conditions, document observed deficiencies, and develop a recommended strategy for renovation or replacement to extend the life of the asset and ensure continuity of services. The second phase of facilities planning work included the development of a Long-Range Facilities Plan for these six facilities based on assessment and data collected from the FCA process. The Long-Range Planning Work was intended to be completed in 2024 and anticipated an extensive public engagement process. Unfortunately, just as the facilities planning work was kicking off in early 2023, City Hall was closed due to asbestos contamination.

### City Hall Closure

In April 2023 City Hall was closed after asbestos was detected in several locations in the building, including in the HVAC system. Although airborne asbestos was not detected during air quality tests, abatement at City Hall would be required to re-open the facility. City staff and outside experts worked extensively to identify solutions to address the asbestos contamination and evaluate the best path forward for City Hall. Two scenarios for re-occupying the City Hall building, either fully or partially, were evaluated for timeline, preliminary costs, and impact to City operations. Unfortunately, the cost of both scenarios to re-occupy City Hall exceeded the benefits due to the age and condition of the building. On October 2, 2023, Resolution No. 1650 was approved to cease City operations at City Hall and permanently close the building.

### Facility Conditions Assessment – Public Works

Given the age and condition of the Public Works Building, the City Manager directed the staff and consulting teams to proceed with the FCA for this building, while pausing assessment work on the other buildings.

The Public Works building, located behind City Hall, was constructed primarily as a workshop and mechanic facility in 1981. The facility operates under an approved Conditional Use permit originally issued in 1979. The

Public Works Building is 15,350 square feet and currently houses the following operational and administrative teams:

- Right-of-Way & Stormwater Team (10 FTEs)
- Water Utility (8.5 FTEs, 3 LTEs)
- Sewer Utility (6.5 FTEs)
- Parks Maintenance (10 FTEs)
- Support Services Team (3 FTEs, 1 LTE)
- Public Works Engineering and Administration Teams (19 FTEs)

Following the closure of City Hall in April 2023, the City's Utility Billing Team was re-located at the Public Works Building (3 FTEs). In total, there are 64 employees (FTE and LTE equivalents) and 15 to 20 seasonal employees who currently operate out of this facility. In addition to the primary building, the site also includes the City warehouse and the "yard", which accommodates the storage of City vehicles, large equipment (plows, sanders, mowers, loaders, backhoes, etc.), small equipment and tools, and construction materials (gravel, pipe, waste, etc.).

Preliminary results from the FCA were presented to City Council on February 6, 2024 (see AB 6402), at which time staff shared significant findings from the report.

## ISSUE/DISCUSSION

**Public Works Facility Conditions Assessment**

At the February 6, 2024 City Council meeting (see AB 6402), City staff presented initial findings from the FCA and a high-level overview of the potential repairs and investments necessary to keep the Public Works building operational. These include both critical systems repairs and basic safety, efficiency, and comfort-centered upgrades. The Facilities Conditions Assessment is now complete and attached as Exhibit 1.

While the results of these studies confirm the functional obsolescence of the existing Public Works building, it remains necessary to operate the facility for approximately five years while a new building and yard is designed, funding is secured for construction, and the project is completed. Near-term issues that need to be addressed include the following (seismic issues are identified in the next section):

- Fully restore the existing engine exhaust system or replace it with a new system.
- Provide additional fire extinguishers or extinguishing systems throughout the building.
- Include fall restraint guards at the Public Works building and select outbuildings.
- Incorporate a cooling system for the unconditioned or inadequately conditioned office spaces.
- Engage an electrical contractor to fully review the existing system and develop a work package to address observed deficiencies and code-based upgrades.
- Remove wired glass windows and replace them with safety glazing or apply safety film to existing glass to prevent shattering.
- Increase restroom facility availability based on current occupancy.

**Seismic Analysis of Public Works Building**

The City's consultant, Northwest Studio, engaged Quantum Consulting Engineers, a structural engineering firm, to conduct a detailed seismic analysis of the Public Works Building, and to identify specific structural retrofits required for the building. Quantum's recommendations (see Exhibit 2), include the following:

- Completely remove the existing green roof and accumulated soil.

- Install anchoring between the walls and the wood diaphragms at the two higher level roofs (the second-floor office space and high bay garage).
- Fully replace the roof once the green roof and soil are removed, and the retrofits to secure the roof to the walls are completed.
- Install a subsurface concrete-grade beam along the exterior at each end of the high-bay garage doors.
- Retrofit numerous unbraced interior CMU (concrete masonry unit) walls throughout the building.

City staff have started to address the priorities identified in the report to extend the useful life of the Public Works Building. Funding recommendations for the identified capital projects will be included for consideration this fall as part of the Biennial Budget Development process.

**Cost Estimates for Occupancy**

The Maintenance Building FCA includes preliminary cost estimates for each identified deficiency. It is important to note that these estimates are not "fully loaded" costs, and do not include project mobilization, coordination, or project management costs, nor do they account for dependencies with other related scopes or trades required for the work or specific circumstances that may be discovered once work begins.

It may be helpful to view the work required and the costs associated with continuing to occupy the current building in a series of phases. In the short-term, staff will present capital project recommendations and cost estimates for the work necessary to extend the life of the Public Works building to the City Council as part of the 2025-2026 Biennial Budget Development process this fall.

If occupancy of the Public Works building is anticipated to exceed five years, the next set of investments will be significant. Construction costs are expected to increase, and upgrades to meet current code requirements will become necessary, further expanding the cost of operating this facility at a minimally functional level.

## NEXT STEPS

Staff will prepare a list of recommended capital projects for the Public Works Building for City Council consideration this fall. The staff team is also working on the pre-design for the new Public Safety and Maintenance Building and that work will be ongoing for the next 12 to 18 months.

The second phase of Facility Condition Assessments will likely resume toward the end of 2024 and is anticipated to be completed by the end of 2026. City Council will receive updates and presentations as these are completed.

## RECOMMENDED ACTION

Receive report. No action necessary.