



Council Study Session Meeting Agenda

ASHLAND CITY COUNCIL

STUDY SESSION AGENDA

Monday, October 14, 2024

Council Chambers, 1175 E Main Street

Live stream via rvtv.sou.edu select RVTV Prime.

HELD HYBRID (In-Person or Zoom Meeting Access)

Public testimony will be accepted for both general public forum items and agenda items.

If you would like to submit **written testimony** or if you wish to **speak electronically** during the meeting, please complete the online [Public Testimony Form](#) no later than **10 a.m. the day of the meeting**.

5:30 p.m. Study Session

I. PUBLIC FORUM

15 minutes – Public input or comment on City business not included on the agenda

II. Community Center and Pioneer Hall Construction Update

a. Community Center and Pioneer Hall Construction Update

III. ADJOURNMENT

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Manager's office at 541.488.6002 (TTY phone number 1.800.735.2900). Notification 72 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title I).

***Agendas and minutes for City of Ashland Council, Commission and Committee meetings may be found at the City website, ashlandoregon.gov,

Council Study Session

October 14, 2024

Agenda Item	Community Center and Pioneer Hall Update	
From	Sabrina Cotta Scott Fleury PE Brandon Goldman	City Manager Public Works Director Community Development Director
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Item Type	Requested by Council ☒ Update ☒ Request for Direction ☐ Presentation ☐	

SUMMARY

Before the Council is an update on the Community Center and Pioneer Hall construction improvements previously authorized by the City Council. Outlier construction has completed asbestos mitigation and major demolition for both facilities to date. They have also completed a majority of the structural improvements to Pioneer Hall. Public Works staff in conjunction with City Management and Outlier construction have paused next steps for the Community Center due to additional discovered serious structural deficiencies found during the initial demolition phase for the structure. This staff report covers the additional deficiencies and associated options for moving forward along with their opinions of cost.

POLICIES, PLANS & GOALS SUPPORTED

CEAP Goals:

- Strategy BE-2. Encourage increased building energy efficiency and conservation.
- Strategy BE-3. Maximize efficiency of City facilities, equipment & operations.
- Strategy BE-5. Prepare and adapt buildings for a changing climate.

Department Goals:

- Maintain existing infrastructure to meet regulatory requirements and minimize life-cycle costs
- Deliver timely life cycle capital improvement projects
- Maintain and improve infrastructure that enhances the economic vitality of the community
- Evaluate all city infrastructure regarding planning management and financial resources

BACKGROUND AND ADDITIONAL INFORMATION

The Ashland Community Center, located at 59 Winburn Way, was closed to public access in 2019 after a structural investigation revealed significant life-safety risks. Constructed in 1922 and listed on the National Register of Historic Places, the building suffers from severe structural deficiencies, including the risk of total collapse if additional outward deflection of the exterior walls occur.

The initial structural investigation performed in 2019 by Marquess & Associates, identified several concerns, including:

- Excessive deflection in the roof and walls, especially at the west end of the Main Hall.
- Outward deflection of the north wall, which poses a risk of total collapse.
- Insufficient support for structural members, contributing to additional safety risks.

Since 2019, the City has undertaken significant efforts to generate a plan to resolve the known structural deficiencies of the buildings and improve Americans with Disabilities (ADA) access. This effort culminated with approval of a construction contract with Outlier Construction to resolve the structural deficiencies and improve ADA access.

During the demolition phase additional structural deficiencies were found in both the Community Center and Pioneer Hall buildings. These deficiencies were not immediately visible during the initial analysis and design phases. They do however provide serious concerns to the City, ZCS Engineering and Outlier construction about the appropriate path forward for resolution. These additional issues if improved to current standard using modern building techniques would significantly escalate the cost and complexity of the restoration to the Community Center. Mitigation for Pioneer Hall's additional structural issues is more straightforward and can be covered with the existing contingency funds within the construction contract.

The newly uncovered problems include further compromised structural members and greater instability in the building's framework, requiring even more extensive work to bring the building up to code and re-establish a significant useful life for the structure.

Staff and Outlier Construction agreed to pause the construction phase and allow time to develop solutions to the newly found structural issues. In early September Outlier Construction, ZCS Engineering and City staff met to discuss options moving forward.

Additional Community Center structural deficiencies:

The structural design in place was intended to bring the structural framing up to current standards. After demolition and asbestos abatement was completed, Outlier discovered evidence of foundation settling, inadequate sub-floor framing (notched and partial joists), inconsistent/inadequate framing attachments, and evidence of severe water intrusion

The result of these conditions are out of level flooring conditions throughout the building (+/-) 2 ½", exterior walls (both stem walls and foundation walls), that are out of plumb upwards of 4", and a building that is left vulnerable to water intrusion issues.

To fully resolve these issues, the building would need to be stabilized, leveled, gutted of all interior wall finishes, shored, exterior walls jacked plumb, and a variety of framing work to relieve the ceiling/roof structure as the building is leveled/jacked. Once complete, all finishes, electrical, and doors/hardware would need to be replaced. The final casework, door installation and final finishes would be new, but not represent an appearance of new construction because of the stabilization efforts for the structure.

Additional Pioneer Hall structural deficiencies:

The structural design in place is adequate in substantially reinforcing the sub-structure, and roof framing. During demolition Outlier discovered that the framed floor (West of the Meeting Hall) is out of level in several areas upwards of 2 ¼". This makes framing, flooring, casework, doors, and other finishes not only difficult to install, but visually and functionally impractical.

Demolition and abatement are complete as of now, and the structural framing for the roof/ceiling and sub-floor are complete. The issues that remain unresolved are water damage to sub-floor framing,

and the need to level the framed floor section west of the Meeting Hall. To resolve these items, the foundation needs to be stabilized to stop further settling, and then the floor sheeting needs to be replaced and a self-leveler applied to flatten the floor. Once complete, construction can resume as contracted.

Staff has authorized Outlier to move forward with the structural modifications to Pioneer Hall at an additional cost of \$95k. This will fully mitigate all issues for the structure and will allow it to be utilized to its full potential once the remainder of construction activities for the facility are completed.

With respect to the Community Center improvement the rehabilitation effort costing is driving up the overall price of improvement to be substantially similar to construction of a new facility. A brand-new facility would have improved functionality and overall performance including significantly improved energy efficiencies.

Community Center Options:

1. Continue with rehabilitation of the Community Center with additional structural improvements.
 - a. A RamJack helical pier system will stabilize the foundation, while increased footings will enhance the load-bearing capacity. Rat slabs would be poured to support shoring of the building and interior adjustable post bases would be installed to level the middle of the building. The loads will transfer to the roof which will then require relief cuts to be made, and several framing members, and finishes will need to be repaired after the foundation repairs occur. The exterior walls will need to be shored and jacked plumb which will involve engineering, structural support posts, and eco-blocks. One side of all walls will have to be demolished for electrical access, insulation will have to be replaced, and all doors will be replaced.
 - b. Additional change orders would need to be negotiated between Outlier and the City to repair the roof structure and replace finishes, doors and electrical after the foundation and floor repairs are completed.
2. Demolish the Community Center and build a brand-new similar structure

Demolition and Reconstruction Process:

In 2019, following the Marquess & Associates report, the City of Ashland's Building Official, Steven Matiaco, made a formal determination that the Ashland Community Center qualified as a "Dangerous Building" under AMC 15.04.210. This determination was based on the report's findings that the building's structural condition was unacceptable, with a risk of total collapse if further outward deflection occurred. As such, the criteria for demolition under AMC 15.04 has already been met.

According to AMC 15.04.210, a dangerous building can be demolished without requiring a separate demolition permit if it endangers public safety. Given the 2019 determination and the building's current state, the City is authorized to proceed with the demolition of the structure.

Given the substantial safety concerns and costing for rehabilitation versus new construction, City staff recommends the following actions:

- Hold a public hearing: The State Historic Preservation Office (SHPO) requires a public hearing procedure when considering the demolition of a building that is individually listed on the National Register of Historic Places. The purpose of this process is to ensure that due consideration is given to the historical significance of the structure and to provide an opportunity for public input before any irreversible decisions, such as demolition, are made.
 - Key objectives of the SHPO public hearing process include:
 - Public Awareness and Participation: Engaging the community and interested stakeholders in discussions about the proposed demolition, allowing them to express concerns, support, or alternatives.
 - Historical Review: Allowing SHPO, the public, and preservation advocates to assess whether alternatives to demolition exist (e.g., restoration or adaptive reuse) that could preserve the historical value of the structure.
 - Compliance with Preservation Standards: Ensuring that any demolition or modification complies with state and federal preservation laws aimed at protecting historical resources.
 - The SHPO required public hearing process under Goal 5 of the State land use system is part of a broader effort to protect historic structures and is designed to make certain that demolition is truly the last resort after exploring all other preservation options. If demolition is approved following the public hearing, it signifies that the benefits of removing the structure (due to safety or financial considerations, for example) outweigh the loss of its historical significance.
- Demolish the building and clear the site
 - Over the counter building permit required to ensure utilities are capped off appropriately.
- Design and permit a replacement building that is substantially similar in design to the original structure but meets modern building codes, including:
 - Full compliance with ADA accessibility standards.
 - Enhanced energy efficiency and insulation.
 - Installation of fire sprinkler systems and other safety features.
 - Improved planning setbacks and zoning compliance.
 - Increased occupancy classification to serve a wider range of community needs.

The Ashland Community Center is located in the R-1-7.5 (Single Family Residential) zone, where public parks and recreational facilities are an outright permitted use. The existing use of the Community Center as a "Parks, Open Space & Recreational Facility" is allowed without the need for special permits. However, the building itself is considered a non-conforming structure due to its proximity to the front property line. The building's existing front setback is approximately 18 feet, while the current zoning code requires a minimum setback of 20 feet. As a result, if the building were to be reconstructed on the same footprint, it would require a Conditional Use Permit (CUP) under Ashland's land use code, which would necessitate a Planning Action review. This process could take between 48 to 120 days from the submission of a complete application.

Alternatively, if the building is redesigned with the front façade set back by an additional 2-3 feet, the non-conforming setback issue would be resolved. This would allow the reconstruction to proceed with only the necessary building permits, avoiding the CUP process entirely. Additionally, setting the building back would

accommodate an improved accessible ramp entrance, making the building more accessible and compliant with ADA standards.

The new building could be designed to be substantially similar to the existing structure, preserving the historic character of the Community Center while ensuring that it meets modern safety and accessibility standards. A plaque on site acknowledging that the replacement building is designed to reflect the historic structure would elevate confusion as to its age and historic status.

While the Ashland Community Center holds historic significance, its current structural condition presents an unacceptable safety risk. The 2019 determination by the Building Official confirmed that the building met the criteria for a "dangerous building" under AMC 15.04, authorizing its demolition.

Since 2019, the City undertook efforts to restore and rehabilitate the building to meet current safety standards. However, during the renovation work, the exposure of structural elements revealed greater structural deficiencies than were previously known. These additional issues, which were not fully identified in the original evaluation, significantly escalate the cost and complexity of the restoration project. The newly uncovered problems include further compromised structural members and greater instability in the building's framework, requiring even more extensive work to bring the building up to code.

As a result, the costs associated with the necessary repairs have escalated to be comparable, if not in excess, of the cost of constructing a new building. This includes the need for significant additional structural reinforcements, accessibility improvements, and modernization of safety systems like fire sprinklers and insulation. Given the scale of these challenges, continuing with renovation would not only incur substantial costs but would also result in a building that retains many of the inherent limitations of an older structure. Therefore, City staff finds that demolition and new construction is the most prudent and cost-effective course of action. This approach will allow for the construction of a new building that:

- Preserves the historic design and character of the original Community Center.
- Complies fully with modern building codes and accessibility standards.
- Ensures the long-term safety and functionality of the facility.
- Provides improved energy efficiency and enhanced safety features like fire sprinklers.

By pursuing this path, the City can ensure that the community is served by a modern, safe, and efficient facility, while also honoring the historic aesthetic of the original structure.

FISCAL IMPACTS

Original contract amount with Outlier Construction is \$1,722,490 for rehabilitation of both structures, of which \$250k was set aside for contingency tasks. As of August 2024, \$214,800 has been paid for construction activities on the project.

The City previously negotiated the first change order for additional asbestos mitigation at a cost of \$13,740.67 which came out of the contingency amount.

The City has negotiated a change order with Outlier for additional structural work in Pioneer Hall at a cost of \$95,992, which will also come from the contingency line.

Estimated structural changes for the Community Center to stabilize the foundation and replace doors/hardware and update electrical is estimated at \$381,483. Additional future costs for framing and finish repairs due to floor stabilization are estimated between \$95,000 and \$150,000.

Table 1: Budget

Construction Budget		Spent to Date		Remaining	
\$1,722,490		\$214,800		\$1,507,690	
Cottingency		Change Orders		Remaining	
\$ 250,000		\$ 109,732		\$ 140,268	
Additional Structural Funds Required (Community Center)				Total	
\$ 381,483				\$ 531,483	(high side)
Plus approximately 95-150K					

Estimated cost of construction for a new Community Center (like for like) is approximately \$1.4-1.5 million outside of design or permit fees.

DISCUSSION QUESTIONS

Does the Council have any questions about the information presented within the staff report, or from the site visit of the facility?

SUGGESTED NEXT STEPS

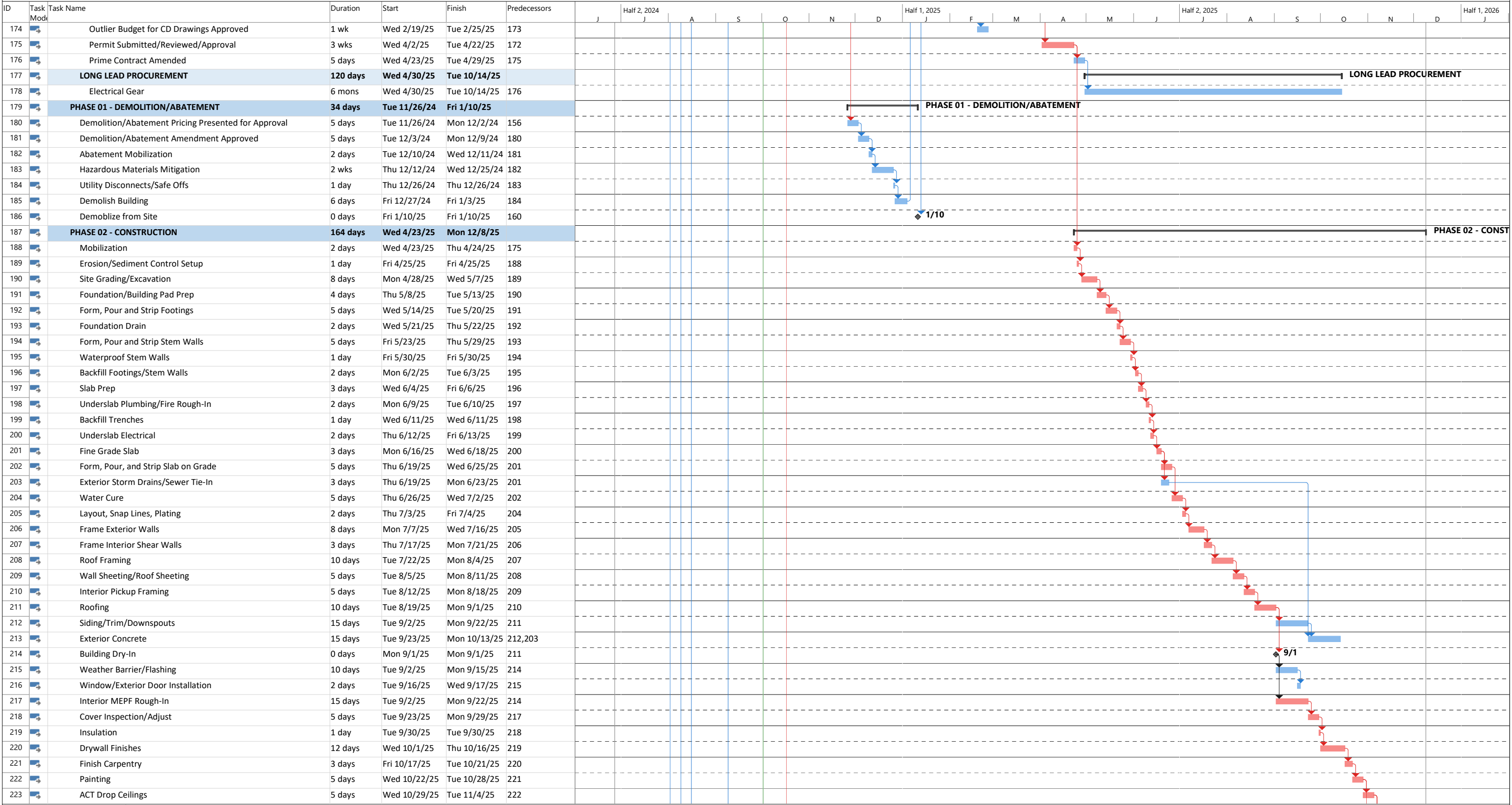
Next steps include moving forward with the demolition of the Community Center following the process outlined above and finishing the recommended improvements to Pioneer Hall.

REFERENCES & ATTACHMENTS

Attachment #1: Outlier Updated Construction Schedule

Project: 24-016 Ashland Comm
 Date: Wed 10/2/24

Task		Summary		Inactive Milestone		Duration-only		Start-only		External Milestone		Critical Split	
Split		Project Summary		Inactive Summary		Manual Summary Rollup		Finish-only		Deadline		Progress	
Milestone		Inactive Task		Manual Task		Manual Summary		External Tasks		Critical		Manual Progress	



Project: 24-016 Ashland Comm
Date: Wed 10/2/24

Task

Split

Milestone

Summary

Project Summary

Inactive Task

Inactive Milestone

Inactive Summary

Manual Task

Duration-only

Manual Summary Rollup

Manual Summary

Start-only

Finish-only

External Tasks

External Milestone

Deadline

Critical

Critical Split

Progress

Manual Progress

Project: 24-016 Ashland Comm Date: Wed 10/2/24	Task		Summary		Inactive Milestone		Duration-only		Start-only		External Milestone		Critical Split	
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	Milestone		Inactive Task		Manual Task		Manual Summary		External Tasks		Critical		Manual Progress	