



CITY OF CAMBRIDGE
PLANNING & DEVELOPMENT DEPARTMENT

City Hall Annex - Inman & Broadway - Cambridge, Mass. 02139

(617) 876-6800
EXTENSION 344

TO: John H. Corcoran, City Manager
FROM: ^{RAB} Robert A. Bowyer, Director DATE: December 22, 1972
Planning and Development Dept.
SUBJECT: Renovation of City Hall Annex

In response to the recent request of several members of the City Council, I submit the following information about the renovation of the City Hall Annex.

Objective

The construction work at the Annex is intended to permit the Department of Planning and Development to vacate its quarters in the City Hall and consolidate its operations in the City Hall Annex. Since the merger of the former Planning Department and Community Development Section into the Department of Planning and Development in November, 1970, I have been outspoken about the consolidation of the Department under one roof. Attempting to operate a Department in two locations, which are three blocks apart, is administratively inefficient and requires duplication of certain personnel and equipment.

The other major objective is to vacate the Department's space on the third floor of the City Hall so that the Auditing Department could move there from its present inadequate and cramped quarters.

Moving vs. Construction

In memoranda dated April 8, 1971 and September 16, 1971, I outlined two procedures by which the Department could be consolidated in the City Hall Annex.

One involved moving the Department's twenty people, occupying about 2,000 square feet of floor space, from City Hall into equivalent space in the Annex. Of course, no such space was immediately available and a number of other departments would be required to move in a large scale "musical chairs" operation. The dollar cost of this alternative would be quite low, except for a possible need to rent commercial space temporarily to overcome the logistical problems. However, there would have been a high "cost" in inconvenience and disruption of the on-going responsibilities of a number of departments.

At the time the moving of several departments, in a "musical chairs" operation, was proposed, the space utilization of affected departments was:

<u>Department</u>	<u>No. of Employees</u>	<u>Approx. Floor Space</u>	<u>Space/ Employees</u>
Auditing	13	1375	106
Planning & Develop.	33	3530	107
Traffic	34	3840	113
Community Schools	6	600	100
Historical Comm.	3	300	100
Veterans	8	1576	197
Citizens Advisory Committee	2	825	413
Council on Aging	2	378	189
Civic Unity	4	756	189

By the accepted office planning standard of 150-200 square feet of floor space per person, the Auditing, Planning and Development, Traffic, Community Schools and Historical Commission were overcrowded. Thus a rearrangement of space for all those departments would have been, and still is, justifiable.

The second alternative was to construct additional space to provide a large enough net gain in floor space to permit the Department to consolidate. This alternative also requires some moving of existing departments, but not as much as in the first alternative. The dollar cost of this alternative is necessarily high.

The decision was made to proceed with the reconstruction program to produce a net gain in usable floor space.

The responsibility for management of the reconstruction was vested with the Planning and Development Department, utilizing construction employees from Federal emergency employment programs. That approach offered the best promise for prompt completion of the work at a reasonable cost, compared with other in-house alternatives.

The Renovation Program

City Hall Annex, constructed in 1871 as the Harvard School, has required a number of changes to adapt school classrooms, coat rooms, auditorium etc. into efficient office space. Over the years, this process of adaptation has proceeded in bits and pieces.

In the current renovation of the Annex, we sought out vacant or underutilized coat rooms, closets, corridors and basement space which could be made into usable office space. In one case, we converted a room which had been used by a janitor for a coffee shop into office space for two people. In another case, we ripped out a blind stairway which led to the old principal's office and converted that space into an office for two more people.

The major construction effort was in the front center bay of the building which was practically gutted and reframed and rebuilt. Four floors with twelve-foot high ceilings were reconstructed into six floors with eight-foot high ceilings. We removed a dead chimney, which once provided ventilation for the classrooms, in its entirety, from a height of twelve feet above the roof, brick by brick right down through the building to the basement.

The other major activity in the front center bay was to recapture wasted corridor space, by the removal of some non-bearing walls, and to construct over the stairwell.

With the addition of more usable floor space and the change of floor levels, it became necessary to build a new heating system on the front center bay.

Construction and Manpower

The manpower for the construction has come from several temporary employment programs administered by the Free Employment Office, teenagers from the Youth Resources Bureau, Neighborhood Youth Corps and the Mayor's summer employment program, as well as one or two persons paid out of the Planning and Development Department budget. Design, management and supervision have been the responsibility of Planning and Development Department personnel. The Department's

Urban Designer and a Planning Draftsman have prepared the construction plans, supervised the work, scheduled the arrival of materials and checked on work performed by subcontractors. Most of the men from the employment programs were novices in building construction. Several of the male planners in the Department who are homeowners and do-it-yourselfers provided instruction to the "trainees". With the exception of one or two construction men paid out of Department funds, none of the men who worked on the project was as experienced or knowledgeable about construction as the planner-home-owner-do-it-yourselfer. None of the planners engaged in the actual construction, however.

Costs of Renovation

The following two tables represent the costs of rehabilitating the Annex through October 31, 1972, which is the most recent data available from the Department's cost accounting; an up-dated figure for all of 1972 will be available in early January.

REHABILITATION OF ANNEX October 31, 1972

Materials and Supplies (Rehab. of Public Buildings Account)		\$18,455.78
Air Ventilation System (Rehab. account)		4,392.45
Robert L. Pann (Heating and Plumbing)		6,128.50
Labor (71 & 72) Free Employment Office		7,105.05
Labor (71 & 72) Planning and Development		
Supervision and Architecture:		
David Vickery-architect	\$2,721.00	
Robert Bowyer	2,430.00	
Eva Gemmill-Draftsman	417.00	
Dale Pollekoff-Draftsman	417.00	
Peter Helwig	116.00	
Edward Handy	115.00	6,101.00
Laborers:		
Scott Wilson	\$5,279.00	
Edward Mrugala	3,703.00	
David Jacqmin	3,619.00	
Ernest Franklin	423.00	
Judith Strong	145.00	
Al Rowe	119.00	
Stephen Clifford	68.00	13,441.00
TOTAL TO DATE		\$55,623.78

	Substantially Completed & Occupied	Under Construct.	Programmed
New usable space created	2322 sq. ft.	945 sq. ft.	2366 sq. ft.
Existing usable space substantially upgraded	2757 sq. ft.		2392 sq. ft.
Existing Space moderately renovated	774 sq. ft.		2164 sq. ft.
TOTALS	5853 sq. ft.	945 sq. ft.	6922 sq. ft.

Per square foot cost of all areas substantially completed and occupied \$9.50.

Those familiar with construction costs will recognize that a \$9.50 sq. ft. cost for the work, which involved the gutting-demolition of the front center bay of the building and the reframing-reconstruction of that bay, is quite low. This type of renovation work, done by commercial contractors, is likely to run between \$14-\$22 per sq. ft.

Still, an expenditure of \$55,000, regardless of how economically it was accomplished, is nothing to be dismissed lightly. To the untrained eye, some of this expense may be readily visible. Actually, the reverse is true. What is visible is done quite inexpensively. Those knowledgeable in construction will recognize the use of the cheapest materials--sheet rock, rough sawn pine, and construction grade spruce. The observer should not confuse expense with good taste. The quality of the design makes the improvement look more "lavish" than the very simple and inexpensive materials that are used.

Ironically, the expensive parts of the project are not visible. A substantial amount of the labor went into demolition and gutting of the structure, including at least three months to remove, brick by brick, a sixty-foot high chimney. With the addition of two new floors to be heated and a realignment of the floors, a whole new heating system had to be installed. With a number of rooms that have no outside windows and no natural ventilation, or have small windows at the floor level, a mechanical ventilation system had to be included. With the workmen consisting principally of either young, inexperienced "trainees" or older men chronically unemployed, several of whom have problem-plagued employment histories, a disproportionate amount of time had to be spent on supervision, instruction, and simply keeping track of wandering employees.

Cost consciousness in the selection of materials has been exercised throughout the project. In practically every case, the materials selected were equivalent to or less expensive than the usual practice in renovating a public building. Reviewing each of these materials:

Wall Covering - Gypsum board (sheetrock) was used extensively. A 4 ft. x 8 ft. sheet costs about \$1.80 compared with 4 ft. x 8 ft. panelling at about \$8.00 a sheet, as in the renovation of the License Commission or the Traffic Department, or with homasote at about \$4.50 a sheet used in the renovation of the Civic Unity Committee or the Veterans Department.

Finish - To provide design contrast, some rough sawn pine was used. At about 16 cents a board foot, these are the cheapest boards in any lumber yard. Common pine and construction grade spruce, covered with polyurethane varnish, were used for finish rather than the more expensive hardwoods, like oak, used in the renovation of the Auditing Department, License Commission, and the Mayor's Office.

Painting - Paint is paint. The cost does not change appreciably. Selection of the color scheme is very important in the appearance however.

Ceiling - The costs for ceiling tile were somewhat higher because we selected an interlocking tile system with greater thickness and density because of its greater acoustical and fire resistive quality.

Floor Covering - The installed cost of carpeting compared with vinyl tile, is practically the same--about \$1.50 per square foot. Vinyl tile was used in much of the reconstruction. We selected carpeting in areas of high traffic or high visibility. Carpeting has an obvious acoustical benefit in high traffic areas and between floors where we used a single thickness flooring rather than double thickness to save on costs.

Due to the sporadic quality of custodial service in the building, we selected carpeting in areas of high public visibility to cover what would otherwise be dirty tile floors. We are able to maintain carpeting ourselves because I can persuade members of the Department staff to push a vacuum cleaner around, but I have not been successful as yet in inducing them to wash the floor.

In contrast to the facetious reference to Persian rugs, the carpeting is an industrial grade that is of somewhat lower quality than that in the City Council Chamber, which is only used one or two evenings a week.

Interior Glass - Several interior partitions have glass in them rather than an opaque material. American office building practice generally calls for the lower paid female secretaries to be in the interiors of buildings which are often dreary and sterile. By the use of glass in interior partitions, we hope to bring natural light into the interior of the building to offer some small compensation for those who have to work there.

Mechanical Ventilation - There are a number of interior rooms without natural ventilation that have to have mechanical ventilation year-round. Rooms on the top floor of a building with a flat roof, which also has a southeast or a southwest exposure, are difficult to work in during the summer. The cost of man-hours lost to "skeleton force" days granted due to excessive heat is greater in just one summer than the cost of mechanical ventilation equipment.

Electrical Fixtures - Rather than the typical strip fluorescent fixture, we used a number of suspended incandescent lighting fixtures. These fixtures, which are really nothing more than a number 10 can with a socket in them, cost about \$12.00; a four-strip fluorescent fixture can cost over \$40. A comment was made about "automatic lighting". The rheostat or dimmer switch, which costs about \$4.60, is admittedly more expensive than a single pole switch costing about 85¢; however, there are only three dimmer switches in the office.

Plants - All plants were purchased by Department personnel with their own money.

Other Information

An inquiry was made whether the funds spent on the Annex Renovation were diverted from some other worthwhile project. That is not the case; the Annex renovation was scheduled in the 1972 Capital Improvements Program (see GEN-7 on page 62). Less money was spent in 1972 than was allocated in the Capital Improvements Program.

The comment was made that the cost of the renovation should be deducted from the pay of the Department staff. During 1971 the pro-

professional personnel in the Department worked time in excess of the City's normal work week which had a value of \$17,010, for which they were not compensated. During the first nine months of 1972, the value of uncompensated time is \$31,070. That \$48,080 matches the City's expenditures on the renovation to date.

A comment was made about the "high" salaries in the Department. All personnel in the Department are paid according to the Classification Plan voted by the City Council on June 26, 1972. Individual salaries are listed as an appendix to this memo. On the basis of hours actually worked most planners in the Department receive less per hour than other City personnel in "lower-paid" positions who do not work a full week.

The charge has been made that if money had not been "wasted" on the Annex renovation, the Department would not have to lay off personnel in 1973. The two issues are totally unrelated. The reduction in size of the Department in 1973 is due entirely to a smaller allotment of Federal funds for planning activities in 1973 than in 1971-1972--a situation which we anticipated. Some of the salaries for the reconstruction work were paid out of the Department's City funds in 1971-1972. City funds budgeted for salaries cannot be carried forward to the next calendar year. The City funds available to the Department in 1973 will be used for planning and development activities; no construction work using the Department's City funds will be used in 1973 and the Department's Federal funds have never been used for that purpose.

Despite continuous construction activity and obvious inconvenience and annoyance to personnel trying to work on planning or development activities, only one day of work in the Department was lost--the day the corridor wall was demolished and there was plaster and debris all over the office. At other times, despite noise from power saws and hammers, and dust-fumes from demolition-construction, the Department's work went on at full pace.

Observations

1. There is obvious confusion between expense and good taste. The renovation work at the Annex demonstrates that inexpensive materials, when used in a well designed scheme, can produce attractive results which apparently give the impression of being far more expensive than is actually the case.

2. Objections are now being raised to the work in the Planning and Development Department office which is nearly complete and is apparently successful. Where were the critics during the more than two years that the Department has been trying to become centralized under one roof? Where were the critics when a secretary tried to type a report when eight feet away a workman was cutting plywood with a power-saw? Or when the draftsmen had to enclose their work area with polyethelene, like an oxygen tent, to keep plaster dust and debris off their drawings, while they continued to work?
3. In hindsight, one could say moving departments in a "musical chairs" operation would have been much less expensive. To date 8 members of the Department staff have moved from the City Hall to newly created space in the Annex. At present 15 members of the Department are still located in the City Hall, of which 11 (after the February 1 reduction in staff size) will still need to move to the Annex.

With the exception of an arrangement we made with the Historical Commission, no other City Departments have moved. Since mid-August, when the former Draft Board space in the City Hall became vacant, attempts to move another department from the Annex to that space in the City Hall have yet to be successful.

4. Some of the criticism may stem from the feeling that Planning and Development Department offices do not look like conventional government office space with their characteristic institutional colors. While some may find this objectionable, I feel it has definite benefits in employee morale and pride. Secondly the Department does receive a number of visitors interested in investing development capital in Cambridge or Federal officials with whom grants are being negotiated. A good impression on these persons can be beneficial to the City.
5. Clearly this procedure, now spread over nearly two years of construction, has been the hard way to accomplish the objectives. Having the Department operate a construction subsidiary is not the best use of its time. Nevertheless, no other alternative, short of putting the job out to private contract, would have accomplished as much and a private construction contract would have been 2-3 times more expensive.

Additional Work

In order to relieve David Vickery, the Department's only architect, of the 22 per cent of his time he has devoted to the Annex, Feloney and Sturgis were retained as architects for the remainder of the Annex renovation work. They have prepared plans for the renovation of: (1) the first floor (Broadway side), for the Traffic Department, (2) the central space of the first floor to a conference-hearing room to provide meeting room space at the street level and (3) rooms in the ground floor for the Welfare Department, janitors, and storage areas for all departments. According to the architects, the estimated cost of this work is \$109,000.

This figure, while a lot higher than I hoped, is probably indicative of the costs of private construction. In comparison, that cost reflects favorably on the work carried out by the Department to date even though it was more extensive and complicated than that programmed for the first and ground floors. I am convinced the one workman now paid by the Department, who is a good craftsman working a full day, if retained by the City and supplemented with two-three good helpers could complete the Annex renovation at substantially less cost to the City. We are planning to go out of the construction business at the end of this month and I have already notified the man he will be laid off.

Conclusions and Recommendations

1. Much of the inconvenience and expense in the Annex could be eliminated if the State Welfare Office, which now occupies half of the floor space in the building as tenants of the City at a nominal rent, could be moved to larger and more appropriate quarters elsewhere, as they desire. That move would help to remedy a number of space problems not only in the City Hall Annex but in the City Hall, the Police Building as well and by providing space for City agencies which now rent private commercial space.
2. I strongly recommend acquisition of the former Telephone Company building at 51 Inman Street, across the street from the Annex, which is now being offered for sale. It is a newer building than the Annex, is in much better condition and has over 20,000 sq. ft. of floor space. In addition to helping with the space problems mentioned above, municipal and public agency office needs are likely to grow over the years and this is a once-in-a-lifetime opportunity to acquire a good building at a very reasonable cost. One occasionally hears discussion of construction of a new City Hall. In my judgment one thing that the City of Cambridge does not need, and can-

not afford, is a new City Hall. By intelligent renovation and the acquisition of a well located building like the surplus Telephone Company building, sufficient and workable office space for municipal and other public agency purposes can be provided, without the major expense of a new City Hall.

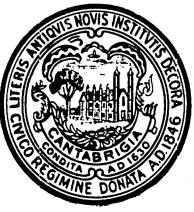
3. The rather complicated and time consuming process of juggling the space requirements of various City departments and the managing of the construction program points to the need for the responsibility for building management to be vested in some one other than the City Manager who will never have the time to devote to this relatively inconsequential, but still unavoidable problem. Nor should the Planning and Development Department be expected to assume this responsibility either. The basic problem is no one, other than the City Manager, at present has the day-to-day responsibility for building management.

The City needs a building management capability for all of its buildings--the Annex, the Municipal Building, the City Hall, its fire stations and its school houses. I recommend one middle-management person be placed in the Executive Department with responsibility for meeting the changing space needs of City departments, scheduling major renovations and routine maintenance, and supervising custodial duties. Just in the latter category alone there is tremendous room for improvement when one realizes that in the Annex alone, more than 10 men are assigned to janitorial work, at an annual cost in excess of \$106,000, with somewhat less than antiseptically sparkling results.

* * * * *

In the above, I have attempted to demonstrate the renovation of the Annex, while not a model of efficiency and while still short of its objective of permitting the Planning and Development Department to locate under one roof and the Auditing Department to relocate, has been carried out in an economical manner. The renovation is not lavish by any means, although the tasteful use of inexpensive construction materials apparently gives that impression. Perhaps the success, good quality office space at relatively low cost, is also a failing because it looks too good for public employees.

The Department has not enjoyed being under construction, or being three blocks apart, for two years. Apparently the procedure followed, even though not a success, was the only one available.



CITY OF CAMBRIDGE
PLANNING & DEVELOPMENT DEPARTMENT
City Hall Annex - Inman & Broadway - Cambridge, Mass. 02139

(617) 876-6800
EXTENSION 344

Current Salaries of Department Personnel

<u>NAME</u>	<u>POSITION</u>	<u>SALARY</u>	<u>STEP</u>
Axelrod, Doris	Senior Planner	\$12,960	Ent. Level
Bowyer, Robert	Director, Planning & Development	24,840	Maximum
Centanni, Frederick	Chief Planner	21,170	Maximum
Cherington, Charlotte	Assistant Project Admin- istrator	13,285	2nd Step
Davis, Henrietta	Senior Planner	12,960	Ent. Level
Dullea, Maurice	Principal Planner	15,100	1st Step
Easler, Richard	Chief Planner	20,415	2nd Step
Gemmill, Eva	Chief-Graphics Design Section	11,665	Ent. Level
Gilmore, Jonathan	Assistant Planner	13,285	2nd Step
Grose, Susan	Assistant Project Admin- istrator	12,475	1st Step
Hahn, Peter	Assistant Planner	12,475	1st Step
Handy, Edward	Assistant Director for Intergov. Relations	21,600	2nd Step
Helwig, Peter	Principal Planner	15,100	1st Step
Hepner, Elizabeth	Assistant Planner	14,095	Maximum
Isbitz, Allan	Assistant Planner	13,285	2nd Step

<u>NAME</u>	<u>POSITION</u>	<u>SALARY</u>	<u>STEP</u>
Jackson, Wilbur	Principal Project Administrator	\$16,720	Maximum
Jacqmin, David	Planning Aide	7,745	Ent. Level
Landers, Jeanette	Junior Clerk, Stenographer	6,560	Ent. Level
Lane, Terry	Senior Planner	12,960	Ent. Level
Lockhart, Richard	Chief Project Administrator	20,415	2nd Step
Minuto, James	Associate Planner	15,445	Ent. Level
Moser, Michael	Senior Planner	13,770	1st Step
Mrugala, Edward	Planning Aide	8,825	2nd Step
Osborne, Adelaide	Senior Planner	12,960	Ent. Level
Partridge, John	Assistant Planner	14,095	Maximum
Rosenberg, Michael	Assistant Planner	13,285	2nd Step
Schlicting, Janet	Senior Clerk, Typist	7,800	2nd Step
Schofield, Maria	Junior Clerk, Stenographer	6,925	1st Step
Strong, Judith	Planning Aide	8,825	2nd Step
Thorne, Artelle	Planning Draftsman	7,745	Ent. Level
Tighe, Thomas	Chief Project Administrator	18,905	Ent. Level
Vickery, David	Senior Planner	13,770	1st Step
Wagner, Donald	Assistant Director for Planning Studies	20,090	Ent. Level
Ward, Juanita	Principal Clerk	8,900	Maximum
Washington, Edward	Assistant Project Administrator	14,580	Maximum
Zecher, Stephen	Principal Planner	14,290	Ent. Level



CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139
Tel. 876-6800

EXECUTIVE DEPARTMENT
JOHN H. CORCORAN
City Manager

January 8, 1973

To the Honorable, the City Council,

I transmit herewith for your information, a communication from Robert A. Bowyer, Director of the Planning and Development Department, relative to the Renovation of City Hall Annex.

Yours truly,

John H. Corcoran
City Manager

JHC/m

Agenda #9

#7 Calendar
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Report from Robert A. Bowyer
re: Renovation of City Hall
Annex.

1/8/72

TABLED ON MOTION
OF

Commissioner Vellozzi

7/2/73 Filed