ITEM	

VILLAGE OF DOWNERS GROVE REPORT FOR THE VILLAGE COUNCIL WORKSHOP JANUARY 27, 2009 AGENDA

SUBJECT:	TYPE:		SUBMITTED BY:
	Resolution		
Review of Facility Needs		Ordinance	
Assessment Study		Motion	Michael Baker
Recommendations	✓	Discussion Only	Deputy Village Manager

SYNOPSIS

Staff will outline the primary conclusions and recommendations from the Facility Needs Assessment Study that was originally presented to the Village Council in August 2007 and propose a schedule of activities that will lead to a plan and implementation strategy for facility improvements. In addition, staff will outline a process by which the community will be able to participate and discuss issues related to Village facility needs.

STRATEGIC PLAN ALIGNMENT

The Five Year Plan and Goals for 2008-2013 identifies *Top Quality Village Infrastructure and Facilities*. A supporting objective is *Village Facilities: Operating Efficiently, Promoting Productivity & Supporting Effective Customer Friendly Services*. For 2008-09, the Village Council identified *Village Facilities Plan: Design Funding and Public Education* as a top priority policy agenda item.

FISCAL IMPACT

N/A.

RECOMMENDATION

N/A.

BACKGROUND

In 2006, following a competitive Request for Proposal (RFP) process, the Village selected PSA Dewberry, an architectural firm with an office in Naperville, IL, to conduct a Facility Needs Assessment Study for the Village Civic Center, which included the Village Hall, Police Station, Fleet Services Garage and Counseling and Social Services Facility. A summary of the study is attached, along with excerpted pages from the study itself. The full study is available on the Village website at www.downers.us. The Study was completed and presented to the Village Council in August 2007. Funding to begin design development was considered during the FY2008 budget process, but was ultimately eliminated from the budget for 2008 following further prioritization of capital projects.

During the Council Strategic Planning Process that occurred in July 2008, the Village Council identified *Village Facilities Plan: Design Funding and Public Education* as a top priority policy agenda item. Funding in the amount of \$400,000 was included in the FY2009 Adopted Budget to allow for the design development of facility improvements to commence.

Before commencing with design work, several important policy decisions related to site selection and project scope must be resolved. In order to effectively achieve resolutions on these key decisions, staff is proposing the following schedule of events in the coming months:

• Outline the options identified in the Facility Needs Assessment Study at the January 27, 2008 Council Workshop

- Conduct tours of the Village Hall and Police Stations that are open to the public. Two dates have been identified for these tours, Monday, February 9 and Saturday, February 21. Staff will conduct the tours and lead focus group discussions with the attendees regarding facility needs. Comments from these discussions will be forwarded to the Village Council in March.
- Develop informational materials regarding Village facility needs and make them available on the Village website. Staff will complete this work in February.
- Rreturn to the Village Council in March to summarize the comments made during the public open houses and present the staff recommendation for Village facility improvements. The Council will be asked to identify an option or options to be considered during the long range financial planning process scheduled to begin in May.
- The discussion of financing the recommended facility improvements, if any, will be discussed during the long range financial planning process. This will allow the Village Council to consider facility needs at the same time as other significant financial issues with long term impacts such as other capital improvement needs. Funding sources will also be considered at that time.

ATTACHMENTS

Summary of Facility Needs Assessment Study Excerpted Sections from Facility Needs Assessment Study Final Report

Summary of Facility Needs Assessment Study

The following summary of the Facility Needs Assessment Study was included as part of the Staff Report that accompanied the study at the time it was originally presented to the Village Council in August 2007.

Village Hall operations have been housed in the facility at 801 Burlington Avenue since 1969. The Public Works Department's division of Fleet Services is located adjacent to Village Hall. At the time of occupation, it was estimated that the site would have a useful life of 20 years. The Police Station construction was completed in 1979, when the Downers Grove Police Department had a staffing level of 82, including 17 part-time reserve officers. Today, the department maintains a staff of 117, including the Village Operations Center (dispatchers), for which a minor remodel was undertaken in 2000 to accommodate these employees, who previously worked out of Village Hall. The Village's Civic Center site also includes a single family dwelling on the north side of Curtiss Street that is home to the Counseling & Social Services Department. The Civic Center is accessed from Curtiss Street to the south or Washington Street/Burlington Avenue to the north. The Washington/Burlington intersection has been identified as requiring improvements to improve pedestrian and vehicular traffic flow and safety.

During the past 20 years, the Village has made several attempts to evaluate alternatives for replacement or substantial renovation of the Village's municipal facilities but to date has only undertaken minor modifications to each facility, driven primarily by specific demands in staffing or service delivery. In 2006, the Village Council identified and prioritized completion of a Facility Needs Assessment Study for the Civic Center in order to provide recommendations regarding the future use of these facilities.

In June 2006, the Village Council authorized a contract with PSA-Dewberry to conduct a Facility Needs Assessment Study for the Village of Downers Grove, which was to result in the following:

- Review of existing facility utilization
- Site visits with key stakeholders to example facilities in other municipalities
- Space needs analysis including adjacency diagrams and parking evaluation
- Preliminary conceptual drawings depicting design alternatives
- Detailed alternative site location analysis and inspection
- Realistic and detailed construction cost estimates that allow for evaluation of alternatives
- Evaluation of alternatives and written recommendation regarding project delivery methods
- Strategies for applying energy conscious design, including cost estimates and long-term savings associated with energy savings upgrades

Copies of the final report are available on the Village website and at the Downers Grove Public Library. The following are the key concepts from the report:

Condition of Existing Facilities

The Final Report provides a detailed analysis on the conditions of each of the existing facilities, summarized as follows:

Village Hall

- Obsolete facility with significant maintenance requirements and energy inefficiencies
- Lack of adequate and functional public meeting space
- Inadequate public lobby space that does not promote effective customer service
- Large, sprawling footprint for downtown location
- Disjointed internal layout that limits productivity
- Code compliance and accessibility deficiencies

Police Station

- Significant lack of space to perform modern law enforcement functions
 - o Inadequate meeting and training space for staff and residents
 - o Lack of private office space creates productivity and privacy challenges
 - o Inadequate storage space for gear and equipment
 - Significant limitations and inefficiencies for evidence processing and storage
- Costly HVAC repairs in recent years
- Code compliance and accessibility deficiencies

Fleet Maintenance Facility

- Inappropriate location for facility that is responsible for maintenance of over 200 municipal vehicles
- Physical separation creates challenges coordinating with other Public Works divisions

Counseling & Social Services Facility

- HVAC and water system maintenance requirements
- Physically isolated from other Village departments
- Code compliance and accessibility deficiencies

Conclusions

After closely investigating the factors described above, particularly the challenges faced in attempting to improve facilities that would require significant renovation in order to become compliant with current building codes and the Americans with Disabilities Act (ADA) requirements, the committee concluded that recommendations should focus on reconstruction of the existing facilities. The decision to evaluate alternatives for reconstruction will also result in the following outcomes:

- Facilities better designed and constructed to meet the Village's long-term needs
- Significantly better land use for the largest single parcel in the downtown area
- Improvements to traffic flow in the downtown area

• Construction of more functional public spaces in and around the new facilities

The process for narrowing the final recommendations included a comprehensive review of possible sites in the Village for construction of new facilities. Sites were evaluated based on location and accessibility, support for facility operations, alternative future land use possibilities, public vs. private ownership, and other benefits resulting from the location of a municipal facility on the site. The report recommendations do identify possible sites that are not currently owned by the Village. It is important to note that these sites were identified for planning purposes only and acquisition of these properties shall not be pursued without the participation of the property owner.

Recommendations

The report identifies the following recommendations and preliminary cost estimates for each of the facilities. Key decision making factors that went into each option/recommendation are also provided.

VILLAGE HALL	Option A	Option B		
Description	Reconstruct on western	Reconstruction on western		
	portion of current site in a	portion of current site as a		
	combination Village	stand-alone facility		
	Hall/Police Station			
Square Footage	76,242 (current – both	49,542 (current)		
(Current/Recommended)	facilities)	69,453 (recommended)		
	156,953 (recommended)			
Decision-Making Factors	 Retains identity of 	 Retains identity of 		
	current location	current location		
	 Continued downtown 	Continued downtown		
	investment	investment		
	Utilizes Village-owned	 Utilizes Village-owned 		
	land	land		
	• Construction staging • Construction staging			
	with only one relocation only one relocation			
	Potential public green Potential public green			
	space enhancements	space enhancements		
Preliminary Cost Estimate ¹	\$61,181,000 (combination	\$30,453,000 (Village Hall		
	facility, includes structured	only, includes structured		
	parking)	parking)		

POLICE STATION	Option A	Option B
Description	Reconstruct on western	Reconstruct as a stand-
	portion of current site in a	alone facility in the
	combination Village	Ellsworth Industrial Park,
	Hall/Police Station facility	located west of Belmont
		Road and south of the

¹ Preliminary Costs Estimates do not include costs for land acquisition

		railroad tracks
Square Footage	76,242 (current – both	26,700 (current)
(Current/Recommended)	facilities)	88,015 (recommended)
	156,953 (recommended)	
Decision-Making Factors	• Retains identity of	Potentially larger site
	current location	 Proximity to Public
	 Continued downtown 	Works and Fire Station 1
	investment	facilities
	Utilizes Village-owned	 Accessibility advantages
	land	with future underpass
	Construction staging	construction
	with only one relocation	 More suitable location
	Potential public green	for prisoner processing
	space enhancements	 Less recognizable and
	_	less prominent location
Preliminary Cost Estimate ¹	\$61,181,000 (combination	\$33,741,000 (Police Station
	facility, includes structure	only)
	parking)	

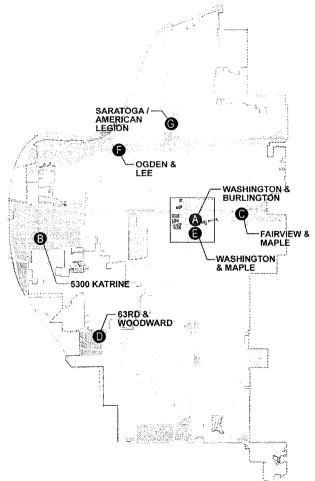
OTHER FACILITIES	Fleet Maintenance	Counseling & Social
	Facility	Services
Description	Reconstruct as a stand-	Combine with Village Hall
	alone facility adjacent or in	facility but maintain
	close proximity to the	separate entrance for
	existing Public Works	individuals receiving
	facility, located at 5201	services from the
	Walnut Avenue	Department
Decision-Making Factors	 Desirable to locate in close proximity to Public Works Removes a noncompatible use from the downtown area Improves vehicle efficiency and fuel consumption 	 Incorporate with other Village Hall functions, yet maintain sense of autonomy Provide on-site meeting room space for small groups
Preliminary Cost Estimate ¹	\$7,829,000	Included with Village Hall
		costs

4 SITE ANALYSIS

It is the intent of this study to look broadly at the community to determine the best available site(s) for the project. Toward this end, seven sites were considered in locations listed on this page and shown on the Village map. Each site had certain merits when studied using site plan diagrams in terms of their capability to accommodate the necessary functional needs. Two sites were considered to have the most advantageous merits for further evaluation: the downtown site currently owned by the Village offers the advantages of excellent downtown location, easy recognition by residents, economy due to no land acquisition required, a potential for selling part of the current property to help fund the project, traffic improvements at rail-road crossings, a further redevelopment of downtown and the potential of a downtown greenspace adjacent to Village Hall. The Wisconsin Street site at Katrine offers the potential to

group the Police Facility with an existing Fire Station adjacent to the site, good access to the entire village, more land area for surface parking and the capability to remove much of the police vehicle traffic from Downtown. Extensive evaluation of the existing campus has been completed and documented in this report. More discussion of alternate sites follows in this section.

PROPERTY	LAND AREA
A Downtown Site - Washington & Burlington	4.8 acres
B Wisconsin Street Site - Wisconsin & Katrine	5.3 acres
Fairview and Maple	3.7 acres
D 63rd and Woodward	7.0 acres
Washington and Maple	2.0 acres
Ogden and Lee	8.8 acres
G Saratoga and American Legion	9.7 acres



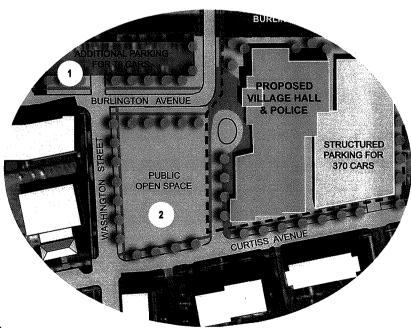
NOTE:

Various properties referenced are currently under not municipal property and have been identified as a potential location for planning purposes only. Acquisition of such property shall not be pursued with out the participation of the property owner.

5 DOWNTOWN SITE OPTION



PROPOSED- COMBINED VILLAGE HALL & POLICE DEPARTMENT



KEY

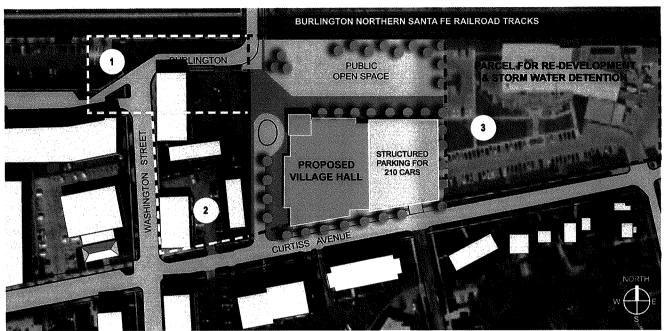
- Proposed Site Boundry — Re-development Boundry — Potential future improvements
- 1 Re-align Burlington Ave to facilitate vehicular stacking at rail crossing and the expansion of short term commuter parking lot.
- 2 Create public open space to facilitate municipal events and view-corridor to municipal building.
- 3 Balance of existing Village Hall site can be sold for redevelopment.

NOTE:

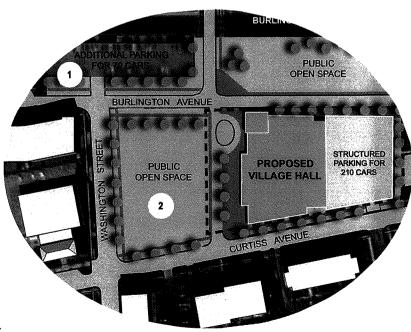
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PARKING

5 DOWNTOWN SITE OPTION



PROPOSED- VILLAGE HALL



KEY

- Proposed Site Boundry — Re-development Boundry — Potential future improvements
- 1 Re-align Burlington Ave to facilitate vehicular stacking at rail crossing and the expansion of short term commuter parking lot.
- 2 Create public open space to facilitate municipal events and view-corridor to municipal building.
- 3 Balance of existing Village
 Hall site can be sold for redevelopment.

NOTE:

Village Hall

DOWNTOWN SITE OPTION B

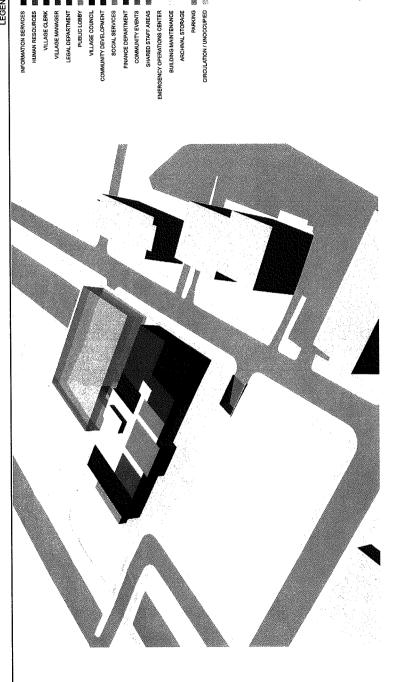
LEGEND

INFORMATION SERVICES HUMAN RESOURCES

VILLAGE CLERK

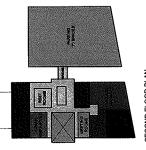
VILLAGE MANAGER

VILLAGE COUNCIL COMMUNITY DEVELOPMENT SOCIAL SERVICES



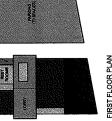
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BUILDING MAINTENANCE ARCHIVAL STORAGE



CONCEPTUAL DIAGRAMS

SECOND FLOOR PLAN

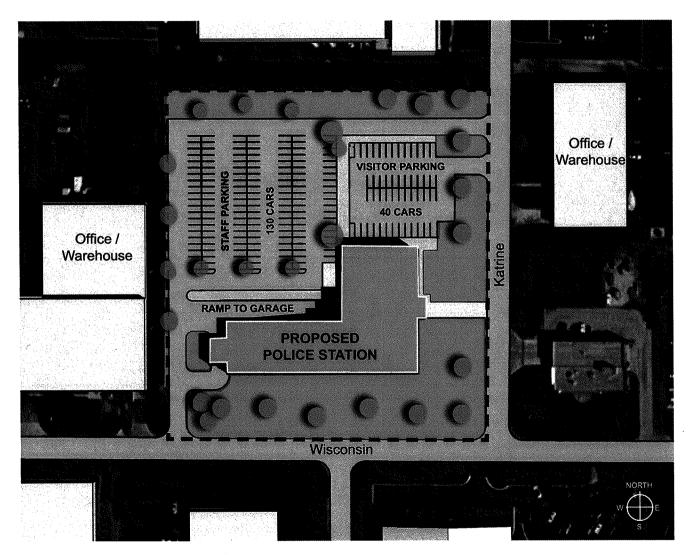


FIRST FLOOR PLAN



LOWER LEVEL PLAN

5 ALTERNATE SITE OPTION



PROPOSED-POLICE STATION

NOTE:

CONCEPTUAL DIAGRAMS

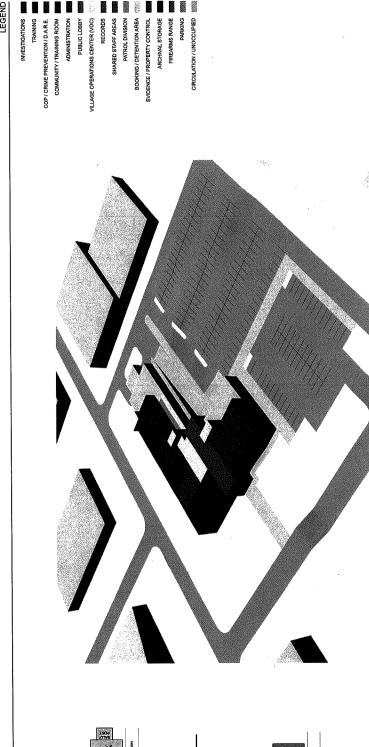
WISCONSIN STREET SITE

Police Department

LEGEND

PUBLIC LOBBY

RECORDS

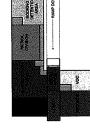




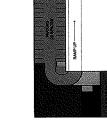






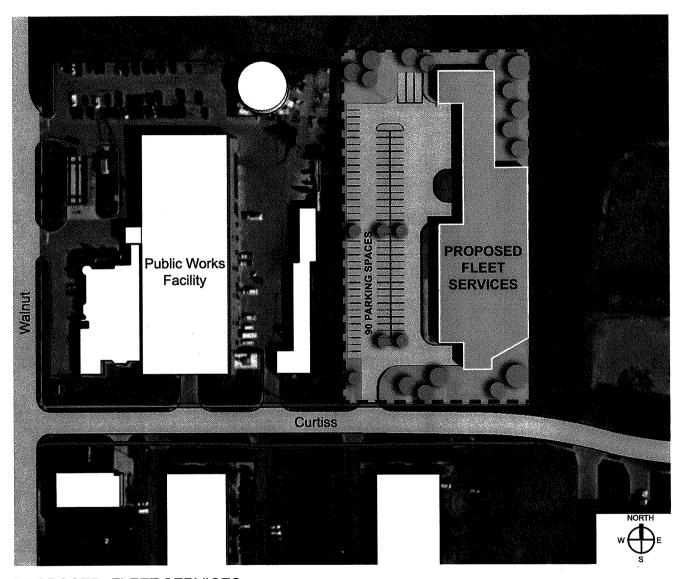


FIRST FLOOR PLAN



LOWER LEVEL PLAN

5D ALTERNATE OPTION



PROPOSED-FLEET SERVICES

NOTE:

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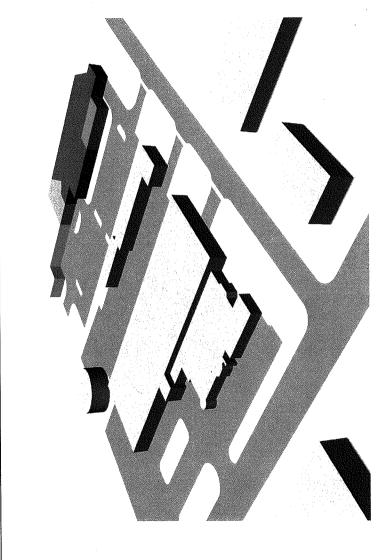
CONCEPTUAL DIAGRAMS

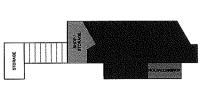
FLEET SERVICES SITE DEVELOPMENT

And Floor Plans

LEGEND

ADMINISTRATION STATES REPAIR BAYS SHOP / STORAGE STORAGE





FIRST FLOOR PLAN

6 COST C ESTIMATE

Project Cost Summary Option A

Combination facility with Village Hall,

Counseling & Social Services, and Police on current site.

ELLIC CDOS	31.SF	cest	REMARKS
31.00		Malawa.	
	1 1 44		
45,737	\$148	\$6,769,076	Low-end commercial finishes, in some areas exposed roof structure, painted CMU walls, VCT or sealed concrete
58,827	\$225	\$13,236,075	Durable, straight forward accommodations w/ some mid-level finish, A/V & technology
52,389	\$265	\$13,883,085	Increased equipment and casework costs, higher finishes, more durable materials, special systems, security electronic systems, A/V, technology
		\$2,033,294	Design phase discovered costs
156,953	\$229	\$35,921,530	Assumes bid date Fall 2008
		\$8,687,606	Grading, paving, landscaping, hardscaping, site furnishings, screen walls, utilities, structured parking for cars
		\$1,784,365	Unforeseen conditions during construction
		\$5,567,220	Assumes mid-point of construction summer 2009
	\$331	\$ 51,960.722	
	<u> </u>		
		\$32,000	Geotech Report, Boundary and Topographic surveys
		\$90,000	Soil compaction, concrete strength, steel welds, bolts, roof inspections, etc.
		\$3,767,152	Includes Project Reimbursables
		\$55,849,875	
		\$1,436,861	Work stations, offices, conference/meeting room, high density storage systems in Records & Evidence, Communications consoles (includes Design fees)
		\$107,765	Interior and Exterior (includes Design fees)
		\$1,077,646	Voice and data network cabling, cable trays, CCTV, Access control, etc. (includes Engineering fees)
		\$179,608	Phone switch and hardware for building & backup PSAP station (includes Design fees)
		\$4 31,058	Council chambers, Conference rooms, Briefing, Community room, Training room, EOC (includes Design fees)
		\$107,765	Estimate- TBD
		\$489,730	Estimate- TBD
		\$89,804	Estimate- TBD
			Estimate- TBD
			Estimate- TBD
			Estimate- TBD
		\$0	Village owned site
			TBD
		\$61,181,343	estimated total project costs for occupancy in 2010
	45,737 58,827 52,389	45,737 \$148 45,737 \$148 58,827 \$225 52,389 \$265	45,737 \$148 \$6,769,076 58,827 \$225 \$13,236,075 52,389 \$265 \$13,883,085 \$2,033,294 156,953 \$229 \$35,921,530 \$8,687,606 \$1,784,365 \$5,567,220 \$331 \$51,960,722 \$33,767,152 \$55,849,875 \$1,436,861 \$107,765 \$1,077,646 \$179,608 \$431,058 \$107,765 \$1,077,646 \$179,608 \$4431,058 \$107,765 \$489,730 \$89,804 \$89,804 \$89,804 \$89,804 \$89,804 \$125,725 \$0

Project Cost Summary Option B

Single facility with Village Hall, and Counseling & Social Services, on current site.

DESCRIPTION	FLOG GROSS SE	\$75F	6081	REMARKS
owest Cost Areas				
Common building functions, storage areas	12,875	\$145	\$1,866,875	Low-end commercial finishes, in some areas exposed roof structure, painted CMU walls, VCT or sealed concrete
Noderate Cost Areas				
Offices, work areas, conference / meeting rooms	28,453	\$222	\$6,316,566	Durable, straight forward accommodations w/ some mid-level finish, A/V & technology
lighest Cost Areas				
Lobby, Council Chamber, Conference Rooms, EOC, Information Services, etc	28,125	\$260	\$7,312,500	Increased equipment and casework costs, higher finishes, mo durable materials, special systems, security electronic systems A/V, technology
Design Phase Contingency at 6%			\$929,756	Design phase discovered costs
Building Size and Cost Subtotal	69,453	\$237	\$16,425,697	Assumes bid date Fall 2008
site Development & Construction Cost		\$27.00	\$5,645,376	Grading, paving, landscaping, hardscaping, site furnishings, screen walls, utilities, structured parking
Construction Phase Contingency at 4%		\$13	\$882,843	Unforeseen conditions during construction
Scalation (assumes 6% per year)			\$2,754,470	Assumes mid-point of construction summer 2009
Construction Cost Subtotal		\$370	\$25,708,386	
Professional Services Costs:	1	40.0	420,100,000	
Surveys and Geotechnical			\$32,000	Geotech Report, Boundary and Topographic surveys
			V 02,000	
Construction Materials Testing / Roof Consulting			\$90,000	Soil compaction, concrete strength, steel welds, bolts, roof inspections, etc.
Architect and Engineer Fees (Basic Services)			\$2,056,671	Includes Project Reimbursables
Project Cost Subtotal			\$27,887,057	
Other Project Costs:			Ψ27,007,007	
Furniture			\$657,028	Work stations, offices, conference/meeting room, (includes Design fees)
Signage			\$49,277	Interior and Exterior (includes Design fees)
Structured Cabling/ Security			\$492,771	Voice and data network cabling, cable trays, CCTV, Access control, etc. (includes Engineering fees)
New Phone System			\$82,128	Phone switch and hardware for building (includes Design fees
A/V Systems			\$246,385	Conference rooms, Council room, Training room, etc (includes Design fees)
Building Commissioning			\$41,064	Estimate- TBD
Additional Construction Site Representation			\$308,501	Estimate- TBD
Information Technology Systems			\$41,064	Estimate- TBD
LEED Certified Facility			\$410,642	Estimate- TBD
EOC Equipment			\$164,257	Estimate- TBD
			\$15,425	Estimate- TBD
Document Printing	<u></u>			
Document Printing Moving Costs			\$57,490	Estimate- TBD

Project Cost Summary Option C Single Police Facility on New Site

BLDG	1155	Aest	REMARKS
GROSS SIT			
			왕이 그리 살았다면 살았다면 하는 것이 없다.
32,862	\$180	\$5,915,160	Low-end commercial finishes, in some areas exposed roof structure painted CMU walls, VCT or sealed concrete
30,374	\$248	\$7,532,752	Durable, straight forward accommodations w/ some mid-level finish, A/V & technology
24,264	\$275	\$6,672,600	Increased equipment and casework costs, higher finishes, more durable materials, special systems, security electronic systems, A/V technology
		\$1,207,231	Design phase discovered costs
87,500	\$244	\$21,327,743	Assumes bid date Fall 2008
		\$2,216,115	Grading, paving, landscaping, hardscaping, site furnishings, screen walls, utilities, surface parking
		\$941,754	Unforeseen conditions during construction
		\$2,938,273	Assumes mid-point of construction summer 2009
	\$313	\$27 423 885	
	40.0	421,120,000	
		\$32,000	Geotech Report, Boundary and Topographic surveys
		\$90,000	Soil compaction, concrete strength, steel welds, bolts, roof inspections, etc.
		\$2,193,911	Includes Project Reimbursables
		\$29,739,796	
		\$959,748	Work stations, offices, conference/meeting room, high density stora systems in Records & Evidence, Communications consoles (include Design fees)
		\$63,983	Interior and Exterior (includes Design fees)
		\$853,110	Voice and data network cabling, cable trays, CCTV, Access control, etc. (includes Engineering fees)
		\$106,639	Phone switch and hardware for building & backup PSAP stations (includes Design fees)
		\$255,933	Conference rooms, Briefing, Community room, Training room, EOC (includes Design fees)
		\$53,319	
		\$263,269	
		\$53,319	Estimate- TBD
		\$533,194	Estimate- TBD
		\$703,816	Estimate- TBD
		\$16,454	
		\$138,630	
	}		The state of the s
			Site acquisition required- TBD
	30,374 24,264	32,862 \$180 30,374 \$248 24,264 \$275	32,862 \$180 \$5,915,160 30,374 \$248 \$7,532,752 24,264 \$275 \$6,672,600 \$1,207,231 87,500 \$244 \$21,327,743 \$2,216,115 \$2,938,273 \$313 \$27,423,885 \$32,000 \$90,000 \$24,193,911 \$29,739,796 \$959,748 \$63,983 \$853,110 \$106,639 \$255,933 \$255,933 \$533,194 \$533,194 \$703,816 \$16,454

Project Cost Summary Option D Fleet Maintenance Facility on New Site

	BLDG.			Market State Control of the Control
DESCRIPTION	GROSS SF	S / SF	C6)51	REMARKS
owest Cost Areas				
Shop, storage areas, etc	26,687	\$125	\$3,335,875	Low-end commercial finishes, exposed roof structure, painted CM walls, VCT or sealed concrete
Moderate Cost Areas				
Work areas	4,656	\$140	\$651,840	Durable, straight forward accommodations
lighest Cost Areas				
Office, Restrooms, etc	2,025	\$158	\$319,950	Higher finishes, more durable materials
Design Phase Contingency at 6%			\$258,460	Design phase discovered costs
Building Size and Cost Subtotal	33,368	\$137	\$4,566,125	Assumes bid date Fall 2008
Site Development & Construction Cost			\$1,395,554	Grading, paving, landscaping, hardscaping, screen walls, utilities, and surface parking
Construction Phase Contingency at 4%			\$238,467	Unforeseen conditions during construction
Escalation (assumes 6% per year)			\$744,017	Assumes mid-point of construction summer 2009
Construction Cost Subtotal	Tababahan enganan enga	\$208	\$ 6,944,163	
Other Project Costs:				
Surveys and Geotechnical			\$22,000	Geotech Report, Boundary and Topographic surveys
Construction Materials Testing / Roof Consulting			\$34,000	Soil compaction, concrete strength, steel welds, bolts, roof inspections, etc.
Architect and Engineer Fees (Basic Services)			\$465,259	Includes Project Reimbursables
Project Cost Subtotal			\$7,465,422	
Professional Services Costs:				
Furniture			\$45,661	Work stations, offices, includes (includes Design fees)
Signage			\$4,566	Interior and Exterior (includes Design fees)
Structured Cabling/ Security			\$45,661	Voice and data network cabling (includes Engineering fees)
New Phone System			\$22,831	Phone switch and hardware (includes Design fees)
Building Commissioning			\$27,397	Estimate- TBD
Additional Construction Site Representation			\$69,789	Estimate- TBD
LEED Certified Facility			\$114,153	Estimate- TBD
-				
Document Printing			\$3,489	Estimate- TBD
Moving Costs			\$29,680	Estimate- TBD
Site Acquisition costs				Site acquisition required- TBD
Site Remediation costs				TBD
Total Project Cost		\$235	\$7 828 64Q	estimated total project costs for occupancy in 2010