

**VILLAGE OF DOWNERS GROVE**  
**Report for the Village Council Meeting**  
**3/1/2016**

<b>SUBJECT:</b>	<b>SUBMITTED BY:</b>
Facilities Plan Update	Michael Baker Deputy Village Manager

**SYNOPSIS**

Discussion is requested regarding three options to address the facility maintenance and/or operational needs at the Police Station and Village Hall.

**STRATEGIC PLAN ALIGNMENT**

The Strategic Goals established by the Village Council include *Steward of Financial, Environmental and Neighborhood Sustainability* and *Exceptional Municipal Services*. *Create a Facilities Sustainability Plan* is a Top Priority Action Item.

**FISCAL IMPACT**

N/A

**RECOMMENDATION**

N/A

**BACKGROUND**

The Village is undertaking a thorough public process to develop a facility sustainability plan focusing on the Police Station and Village Hall. The plan will identify improvements that should be made to these buildings and how to pay for them. The upcoming meeting focuses on consideration of three options. Williams Architects, which was hired by the Village to provide preliminary design services, has prepared concept plans and preliminary cost estimates for the following three options:

- 1) Replace systems only
- 2) Replace systems and significantly remodel one or both buildings
- 3) Replace systems, significantly remodel one or both buildings, and construct an addition to the Police Station

***The attached report describes each option and includes concept plans and preliminary cost estimates prepared by Williams Architects.***

The following table summarizes the overall process for developing a facility sustainability plan and a more detailed explanation of the outcomes and/or status of each phase appears below.

September 2015	October 2015	January-June 2016	July-August 2016
<b>1. Issue</b> >>>	<b>2. Resources</b> >>>	<b>3. Options</b> >>>	<b>4. Plan</b>
<p><b>1. Define the Issue</b> - The facility issues faced by the Village have been defined.</p> <p><b>2. Identify Available Resources</b> - Available and potential resources that could be allocated to fund or enable any of the improvements have been identified.</p> <p><b>3. Create and Consider a Range of Options</b> - Multiple options are being considered and evaluated, from maintaining the existing facilities to new construction/addition.</p> <p><b>4. Develop the Plan</b> - The plan will be developed in preparation for the 2017 budget. It will include specific information about which improvements to undertake, where those improvements will occur and how they will be paid for.</p>			

**1. Issue** - A 2012 Facility Condition Assessment identified \$10.3 million of maintenance needs - \$3.6 million in the Police Station and \$6.7 million at Village Hall. The age and condition of both facilities have resulted in operational deficiencies that can interfere with efficient service delivery and effective employee/customer interaction. More information describing these issues in detail can be found at <http://www.downers.us/govt/village-managers-office/facility-sustainability-plan>. The Village has limited resources available to undertake improvements to these buildings.

**2. Resources** - At the meeting in October, the Village Council determined that the following existing financial resources could be considered to support this project. These funding sources have established the total project budget of \$16 million.

Equity: Asset Forfeiture Fund Balance - \$1.5 million in FY2016 plus future revenues

Bond Issuance of approximately \$14.5 million - supported by an annual revenue stream that includes the following revenue sources, which total \$1.1 million/year:

- Property Tax Levy for Library Improvements Bond Debt Service \$600,000/yr
- Local Gasoline Tax for Fairview Ave Improvements Bond Debt Service \$200,000/yr
- Revenues Historically Used for Sidewalk Construction \$300,000/yr

**3. Options** - In December, following a competitive request-for-proposal (RFP) process, the Village Council approved a preliminary design services contract with Williams Architects to assist in preparing options for Council consideration. The following options have been identified based on the preliminary work completed to date.

- Replace systems only - This option involves replacement/upgrade of the systems within both buildings, including HVAC, plumbing, lighting, electrical and certain structural components, such as windows and roofing.
- Replace systems and significantly remodel one or both buildings - This option involves all of the work described in the first option, along with additional renovation to spaces within the buildings to improve the highest priority and feasible operational needs.
- Replace systems, significantly remodel one or both buildings, and construct an addition to the Police Station - This option, in addition to #2 above, would consider a possible addition to the Police Station to relieve the space needs deficiencies within that building.

**4. Plan** - As Council reviews and considers the options, a plan will be developed to be included in the FY17 Budget and Community Investment Program.

### **Challenges and Strategies**

Comprehensively addressing the facility maintenance and operational needs of the Police Station and Village Hall includes several challenges given the established budgetary parameters. It will be difficult to address all of the needs of these deficient buildings within a \$16 million total project budget. In addition, due to the system replacement requirements of both facilities, there will be substantial costs incurred before beginning to address operational needs. Finally, building and accessibility codes must be complied with and will dictate the manner in which certain options are developed and evaluated. As options are presented, staff and Williams Architects will describe the extent to which desired outcomes (in the form of a detailed list of maintenance and operational needs for both facilities) are able to be met.

The following strategies have been identified to overcome these challenges and achieve as many of the desired outcomes as possible:

- Apply concepts and approaches described in the Long Range Plan document
- Minimize the amount of space to be remodeled and maximize reuse of existing space
- Treat both buildings as organizational resources and identify common solutions
- Create shared-use spaces and avoid large, infrequently used spaces
- Understand and consider solutions consistent with the original design and function of the buildings

### **Public Participation**

It is important that this process actively engages the community and provides many opportunities for participation. Opportunities for participation include:

- **Attend Public Meetings** - Meeting dates, times and locations will be publicized on the Village webpage and through the Village's Facebook page and Twitter feed.
- **Email the Village** at [dgfacilities@downers.us](mailto:dgfacilities@downers.us)
- **Watch meetings live** on YouTube and Channel 6
- **Look for other opportunities to participate**, such as Town Hall Meetings, Coffee with the Council events, etc. all of which will be publicized in advance.

### **Links to Previous Staff Reports and Long-Range Plan**

- [September 15, 2015](#) (Define the Issue)
- [October 20, 2015](#) (Identify Available Resources)
- [November 17, 2015](#) (Pre-Design Services Contract First Reading)
- [December 1, 2015](#) (Pre-Design Services Contract Approval)
- [December 15, 2015](#) (Projects Status Report)
- [January 19, 2016](#) (Begin to Consider a Range of Options)
- [Long Range Plan](#) (Facilities information appears on pages 40-41)

**ATTACHMENTS**

Report on Options

Concept Plans

Preliminary Cost Estimates

Identification of Deficiencies Addressed

## Facilities Sustainability Plan Options Report - March 1, 2016

The process established by the Village to create a Facility Sustainability Plan involves the presentation of multiple options for Council consideration, based on established resource parameters.

**Resources** - At the meeting in October 2015, the Village Council determined that the following existing financial resources could be considered to support this project. These funding sources have established the **total project budget of \$16 million**.

Equity: Asset Forfeiture Fund Balance - \$1.5 million in FY2016 plus future revenues  
Bond Issuance of approximately \$14.5 million - supported by an annual revenue stream that includes the following revenue sources, which total \$1.1 million/year:

- |  |              |
|--|--------------|
| • Property Tax Levy for Library Improvements Bond Debt Service       | \$600,000/yr |
| • Local Gasoline Tax for Fairview Ave Improvements Bond Debt Service | \$200,000/yr |
| • Revenues Historically Used for Sidewalk Construction               | \$300,000/yr |

The Village hired Williams Architects in December 2015, following a competitive request for proposal (RFP) process, to provide preliminary design services. To date, Williams has performed the following:

- Reviewed and assessed the condition of the buildings
- Updated space needs information
- Presented findings to the Village Council at its meeting on January 19, 2016
- Prepared concept plans and preliminary cost estimates for three options based on Council direction

Those options include the following, and are described in detail below:

1. Replace systems only
2. Replace systems and significantly remodel one or both buildings
3. Replace systems, significantly remodel one or both buildings, and construct an addition to the Police Station

Concept plans, preliminary cost estimates and a table identifying the deficiencies addressed by each option are included with this report.

### 1. Replace Systems Only

This option involves replacement/upgrade of the systems within both buildings, including HVAC, plumbing, lighting and electrical systems, along with window and roof replacement, and masonry repairs. From an operational standpoint, the buildings would continue to function as they currently do since the improvements would only target maintenance needs and replacement of outdated systems and equipment.

The total estimated cost range for this option is between \$3.5 to \$4.3 million for the Police Station and \$5.7 to \$7.3 million for Village Hall.

## **2. Replace systems and significantly remodel one or both buildings**

This option involves all of the work described in the first option, along with additional renovation to improve the highest priority and feasible operational needs. Since the Police Station primarily requires additional space to address its operational deficiencies, this option includes only the same set of maintenance-related improvements for the Police Station as contained in Option 1. The improvements for the Police Station under this option do not include any remodeling to address operational deficiencies.

As part of this option, Village Hall would be renovated and improved to address most of the following operational deficiencies:

- Lobby Area Space Limited
- Challenges in Accommodating Large Public Meetings
- Space to Meet with Permit Applicants Limited
- Inefficient Interior Space Layout
- Multiple Public Access Points

Two of the operational deficiencies that are not fully addressed with the renovation to Village Hall as part of this option include “Challenges in Accommodating Large Public Meetings” and “Multiple Public Access Points”. These deficiencies partially remain because this option proposes to maintain the Council Chambers in its current location within Village Hall.

As part of the renovation of Village Hall, the following improvements and modifications would be completed:

- The public areas and lobby of the building would be renovated and enlarged to include public restrooms, adequately-sized meeting rooms and a counter that allows for more efficient customer service interactions.
- Department zones would be reconfigured and reduced in size to allow for more efficient interaction of staff and storage of documents and equipment. Departments would not necessarily be separated by permanent floor to ceiling walls, but would likely use temporary walls and separators to divide the spaces.
- Meeting rooms would be centralized and reconfigured to allow for flexible use
- The Council Chambers would remain in its current location, with some improvements to the space

The total estimated cost range for this option is between \$3.5 to \$4.3 million for the Police Station and \$7.4 to \$9.2 million for Village Hall.

## **3. Replace systems, significantly remodel one or both buildings, and construct an addition to the Police Station**

This option, in addition to system replacement in both buildings and renovation to Village Hall, would construct an addition to the Police Station to relieve the space needs deficiencies within that building. A two-story addition of approximately 16,000 square feet would be constructed on the east side of the Police Station. This addition, along with the renovation of the existing

building, would allow for the relocation of certain functions and provide adequate space as defined in the updated space needs analysis. With the addition, the total space would be approximately 43,000 square feet.

As part of this option, the Police Station would be renovated and improved to address most of the following operational deficiencies:

- Interview Areas Lack Privacy
- Evidence Processing and Storage Inefficient
- Space for Investigations and other Key Functions Limited
- Lockers Don't Hold Gear and Equipment
- Vehicle Parking not Secure

Two of the operational deficiencies that are not fully addressed with the renovation to Village Hall include "Evidence Processing and Storage Inefficient" and "Vehicle Parking not Secure" Even though evidence processing and storage would be substantially improved compared to manner it is handled currently, long-term storage of evidence is not provided for within the renovated space or addition to the Police Station. It is proposed that a storage facility for evidence required to be held long-term be provided in the unused Village Hall space. The secure parking of vehicles is also improved through additional garage space, a cover for vehicles parked outdoors and a fenced in parking area. However, it is not fully achieved under this option since the plans to not provided for secure indoor parking for all police vehicles.

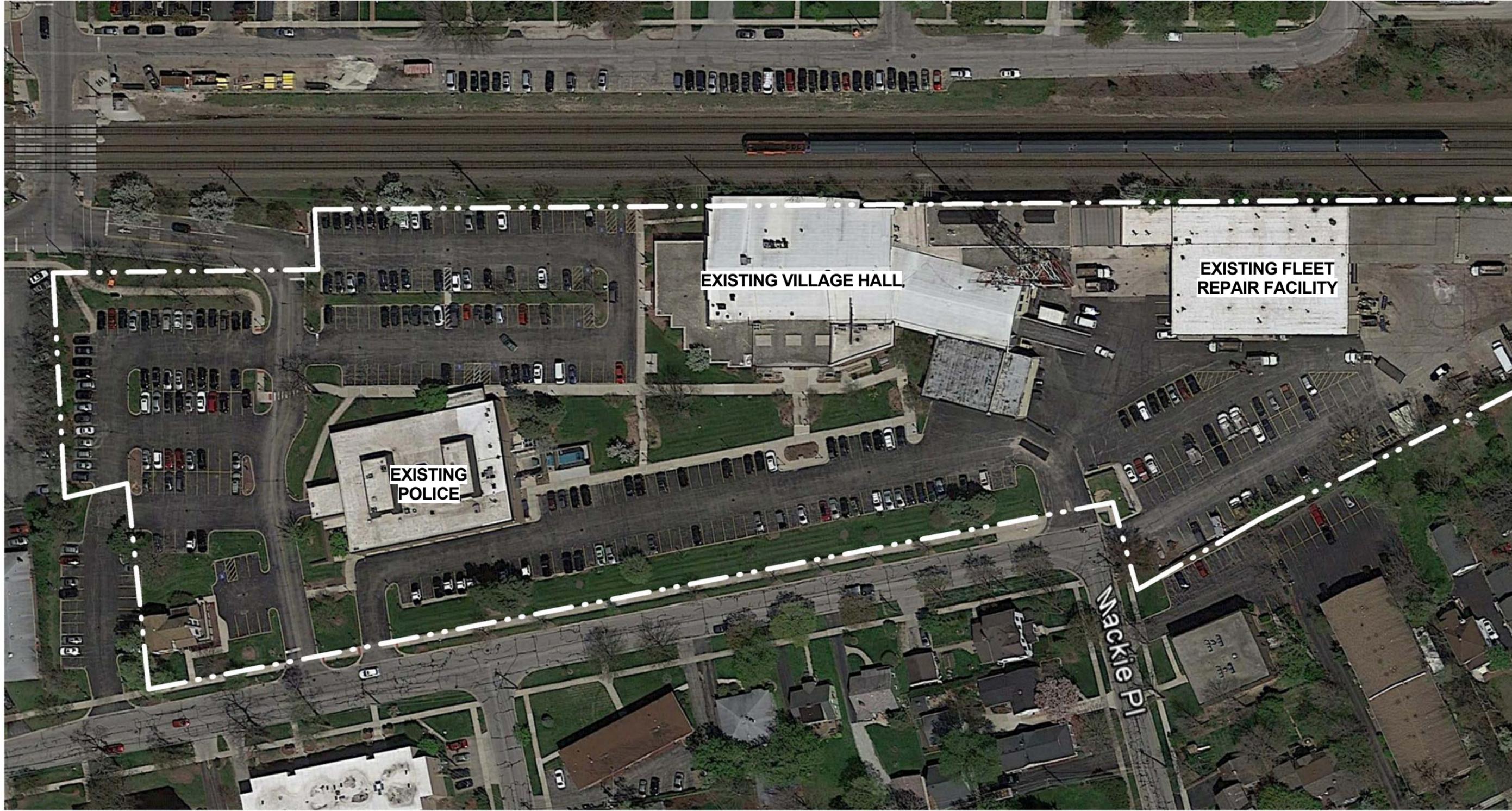
As part of the addition/renovation of the Police Station, the following improvements and modifications would be completed:

- On the upper level, the main entry point would be relocated to the addition, allowing for a larger lobby with direct access to public meeting/training rooms that could serve multiple purposes. A connecting link between the Police Station and Village Hall would allow the lobby to serve both buildings.
- The police lobby area, along with secure meeting rooms and areas to serve administration and records would be improved and enlarged
- The investigations area would be enlarged and improved, with more direct access to the booking/detention area and private, secure interview rooms
- The detention area would be modernized and enlarged
- On the lower level, an evidence storage garage would be installed on the lower level below the existing detainee dropoff garage (Sally Port)
- Evidence processing and short-term storage facilities would be constructed adjacent to the garage to allow for more secure process and storage of evidence
- Larger lockers would be installed that could accommodate Officers' clothing and gear. The lockers would be accessible directly from interior hallways. Private showers and changing rooms would be installed to make more efficient use of the space.
- The gun range would be upgraded and modernized and remain in its current location
- The vehicle storage garage would be enlarged by providing two additional spaces
- The dispatch center would be relocated to a more secure lower level space. It would also be enlarged and could accommodate two additional dispatching consoles.

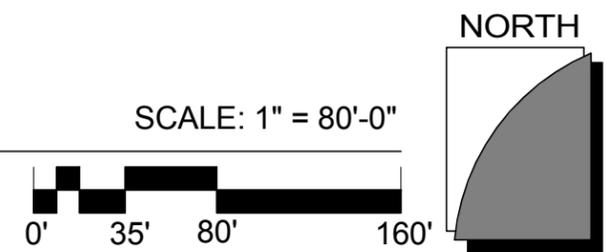
If the Village Council approved a plan that included an addition/renovation to the Police Station, it is recommended that all operations be temporarily relocated during construction, to minimize risk to the continuity of critical public safety services. The most difficult and complex function to relocate would be the dispatch center, which will need to continuously operate during construction. It is further recommended that dispatching operations be temporarily relocated to Village Hall during construction. The dispatch center operated out of Village Hall until 2001, when it was relocated to the Police Station. This temporary relocation would necessitate a complex and carefully coordinated move of dispatching staff and equipment. An additional similarly complex move would be required when construction was completed. A preliminary cost estimate of \$300,000 has been included to allow for the equipment relocation and dispatching system support services during this project. This figure would be further reviewed and refined if Council directed staff to further pursue this option.

The improvements proposed to renovate Village Hall are similar to those described in Option 2, with two notable differences: 1) The connection link between the Police Station and Village Hall would provide more direct access to the buildings and allow central reception functions to be conducted in the Police Station addition; and 2) The Council Chambers could be removed from Village Hall since the meeting/training rooms constructed in the Police Station could serve as a location for conducting Council meetings. This minimizes the space needs in Village Hall. For these reasons, all of the deficiencies are fully addressed with this plan.

The total estimated cost range for this option is between \$15.8 to \$18.6 million for the Police Station and \$7.3 to \$8.5 million for Village Hall.



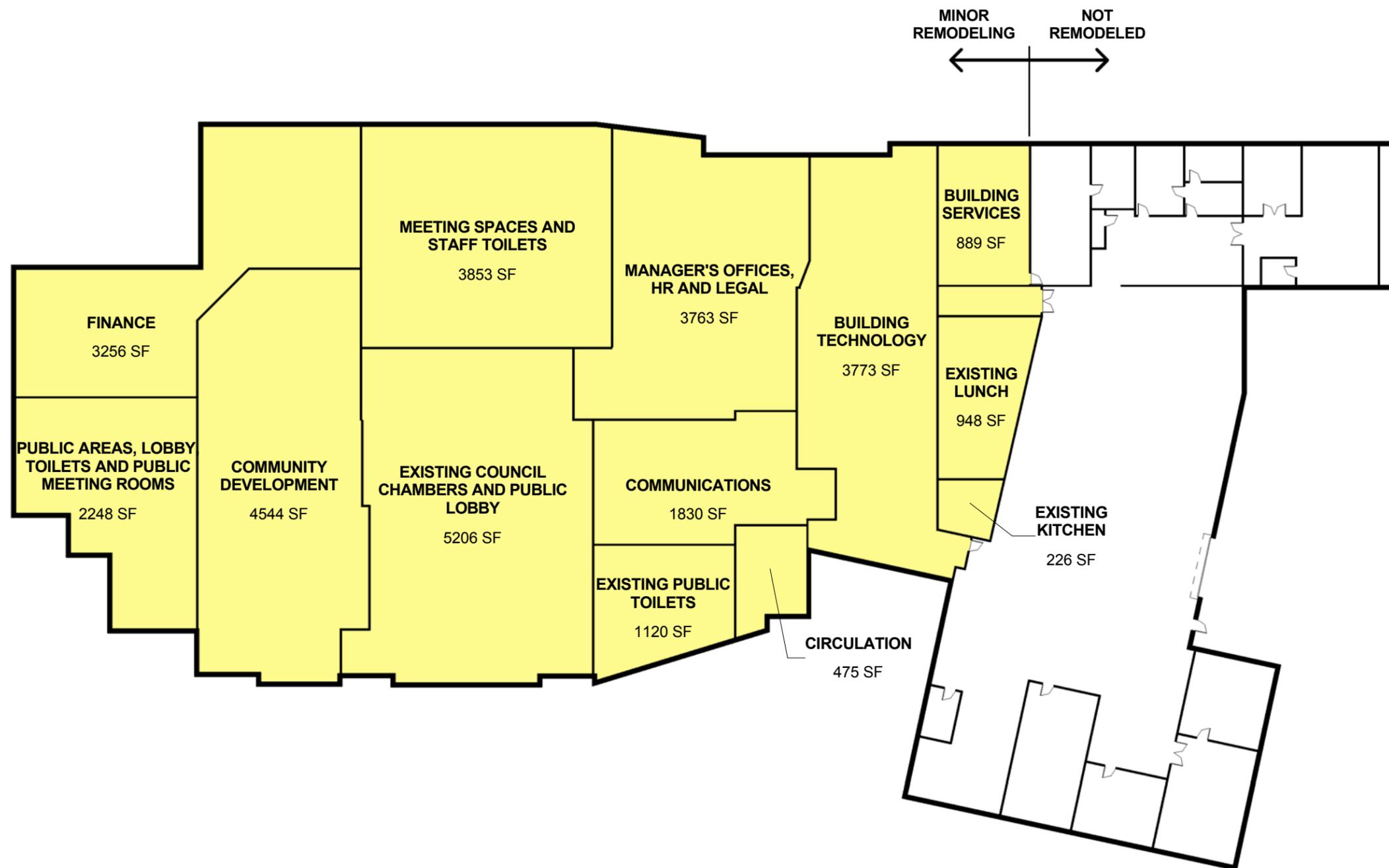
**SITE PLAN - EXISTING CONDITIONS**



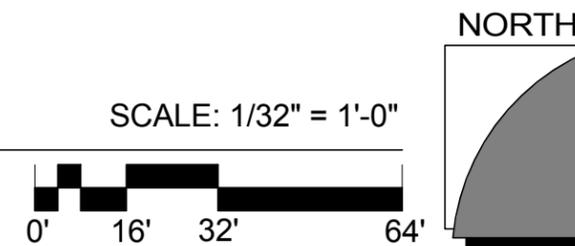
**VILLAGE OF DOWNERS GROVE  
POLICE STATION & VILLAGE HALL**

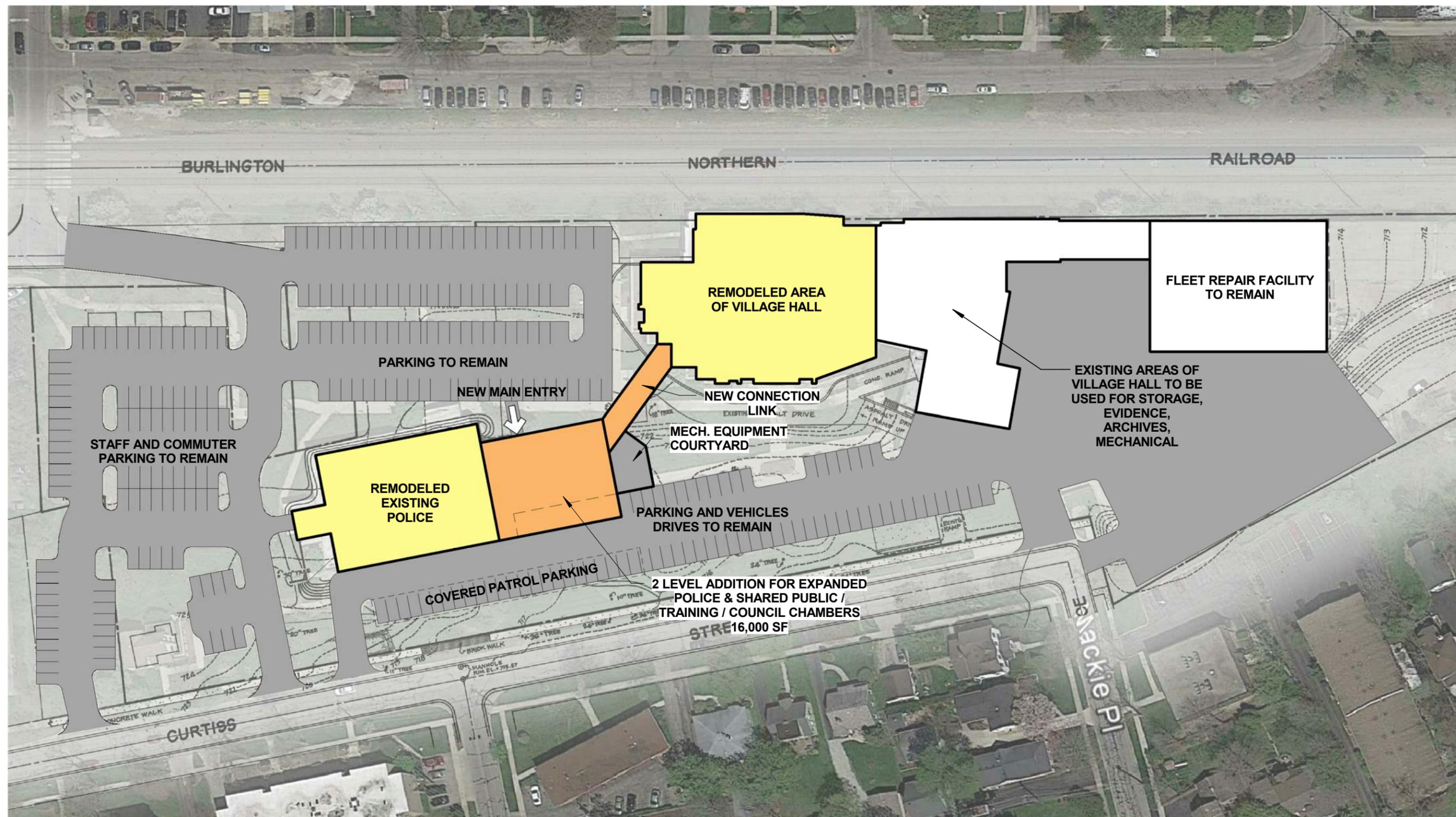
2015-071  
02/24/16

500 Park Boulevard, Suite 800  
Itasca, IL 60143  
Phone 630.221.1212  
www.williams-architects.com  
© 2016, williams/associates/architects ltd.



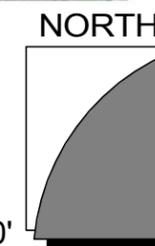
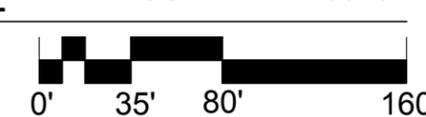
**CONCEPT 2 - NO ADDITIONS, NO REMODELING TO POLICE AND MINOR REMODELING TO A PORTION OF VILLAGE HALL**

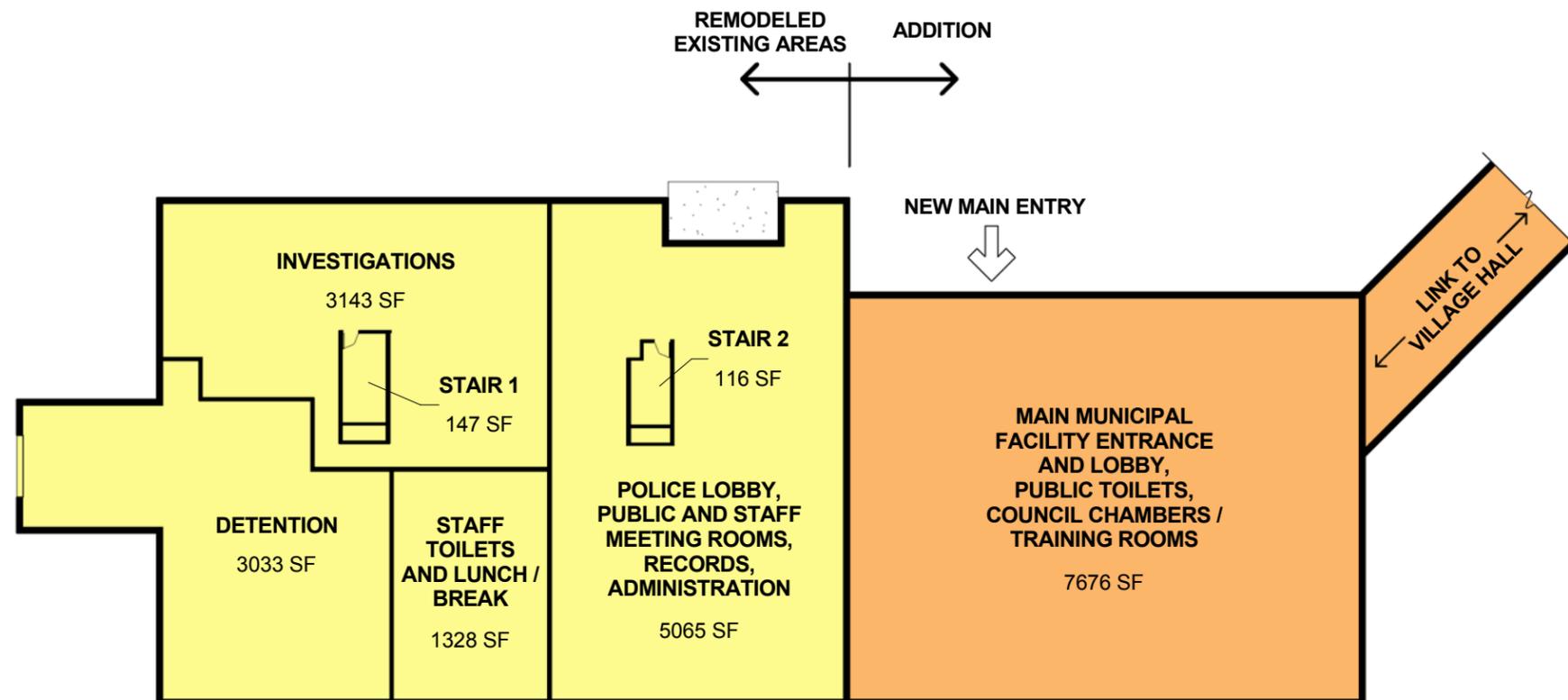




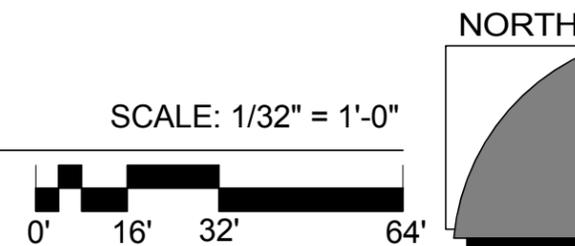
**SITE PLAN CONCEPT 3 - ADDITION / REMOD. TO POLICE, ALL NEW VILLAGE HALL, REMOVAL OF FLEET REPAIR FACILITY AND LARGER PORTION OF SITE AVAILABLE FOR OTHER USES**

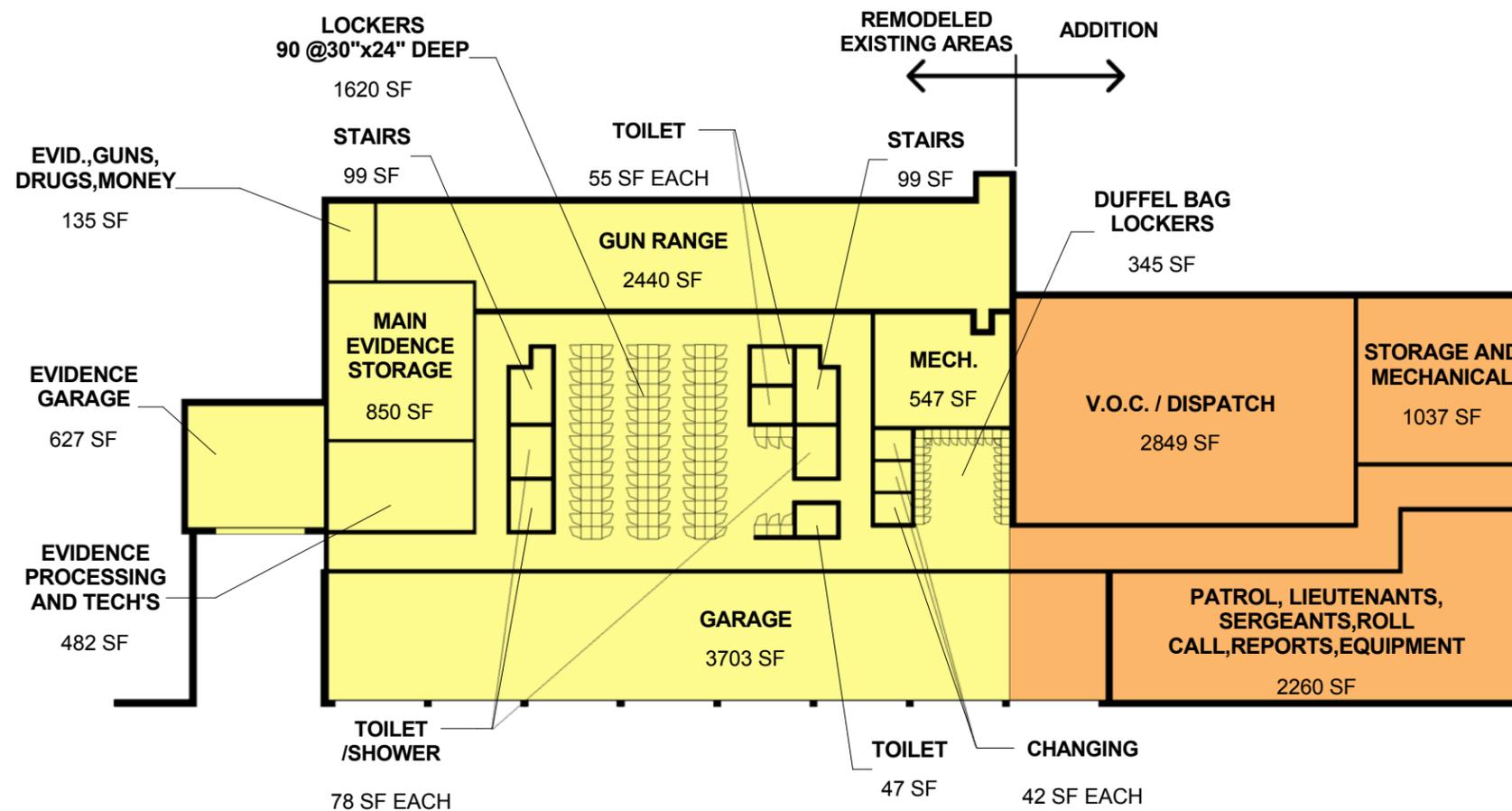
SCALE: 1" = 80'-0"



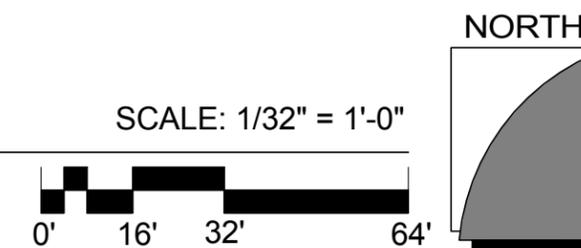


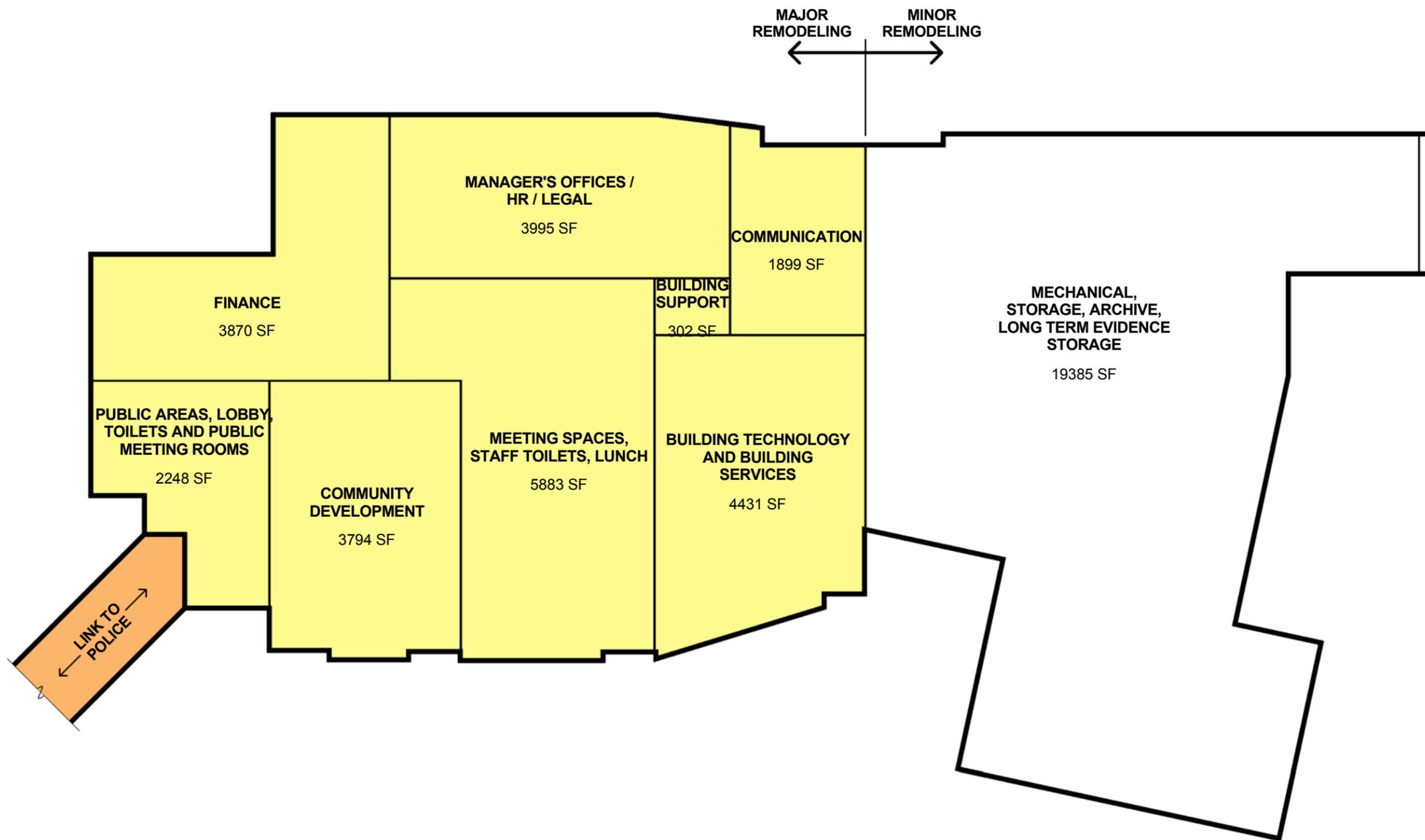
MAIN LEVEL FLOOR PLAN - CONCEPT 3



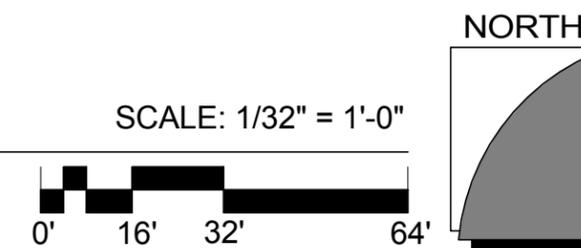


LOWER LEVEL FLOOR PLAN - CONCEPT 3





**CONCEPT 3 - REMODELED VILLAGE HALL WITH COUNCIL CHAMBERS RELOCATED TO POLICE ADDITION**



Village of Downers Grove  
 Village Hall & Police Station Planning Study  
 Based on Planning Concepts Dated 2/24/2016

WILLIAMS ARCHITECTS  
 Project Number 2015-071  
 24-Feb-16

**BUDGET SUMMARY OF OPTIONS 1, 2 & 3**  
**VILLAGE HALL AND POLICE IMPROVEMENTS**  
**ORDER OF MAGNITUDE PLANNING STUDY BUDGET**

DESCRIPTION	OPTION 1 SYSTEMS & MAINTENANCE ONLY		OPTION 2 SYSTEMS & MAINTENANCE & REMODELING TO VILLAGE HALL		OPTION 3 ADDITON & REMODELING TO POLICE & REMODELING TO VILLAGE HALL	
	LOW RANGE	HIGH RANGE	LOW RANGE	HIGH RANGE	LOW RANGE	HIGH RANGE
<b>POLICE</b>						
Police Systems, Repairs & Remodeling	\$ 1,966,700	\$ 2,465,300	\$ 1,966,700	\$ 2,465,300	\$ 4,183,000	\$ 4,857,050
Police & Council Room Addition	\$ -	\$ -	\$ -	\$ -	\$ 4,943,500	\$ 5,677,000
Other Police Structures, Maintenance, Features	\$ 421,600	\$ 514,000	\$ 421,600	\$ 514,000	\$ 976,000	\$ 1,313,800
Site Work for Police	\$ -	\$ -	\$ -	\$ -	\$ 389,600	\$ 524,900
Construction Manager & General Conditions	\$ 358,245	\$ 446,895	\$ 358,245	\$ 446,895	\$ 1,259,052	\$ 1,484,730
Survey, Testing, Consultants & Other Owner Costs	\$ 315,853	\$ 394,012	\$ 315,853	\$ 394,012	\$ 1,351,382	\$ 1,593,610
Furniture, Fixtures & Equipment	\$ -	\$ -	\$ -	\$ -	\$ 587,558	\$ 692,874
Low Voltage Wiring, A/V, Access Control, CCTV	\$ -	\$ -	\$ -	\$ -	\$ 235,023	\$ 277,150
Escalation to Fall of 2017 (4%)	\$ 109,862	\$ 137,048	\$ 109,862	\$ 137,048	\$ 470,046	\$ 554,299
Contingency (10%)	\$ 306,240	\$ 382,021	\$ 306,240	\$ 382,021	\$ 1,392,512	\$ 1,642,111
<b>TOTAL POLICE BUDGET</b>	<b>\$ 3,478,499</b>	<b>\$ 4,339,276</b>	<b>\$ 3,478,499</b>	<b>\$ 4,339,276</b>	<b>\$ 15,787,673</b>	<b>\$ 18,617,524</b>
<b>VILLAGE HALL</b>						
Village Hall Systems, Repairs & Remodeling	\$ 2,997,291	\$ 3,864,276	\$ 4,105,446	\$ 5,101,704	\$ 3,951,272	\$ 4,577,804
Village Hall, Maintenance, Features	\$ 946,714	\$ 1,166,340	\$ 898,978	\$ 1,102,692	\$ 880,408	\$ 1,077,932
Site Work for Village Hall (none included)						
Construction Manager & General Conditions	\$ 591,601	\$ 754,592	\$ 750,664	\$ 930,659	\$ 579,802	\$ 678,688
Survey, Testing, Consultants & Other Owner Costs	\$ 521,595	\$ 665,299	\$ 661,835	\$ 820,531	\$ 622,320	\$ 728,459
Furniture, Fixtures & Equipment	\$ -	\$ -	\$ -	\$ -	\$ 270,574	\$ 316,721
Low Voltage Wiring, A/V, Access Control, CCTV	\$ -	\$ -	\$ 115,102	\$ 142,701	\$ 108,230	\$ 126,688
Escalation to Fall of 2017 (4%)	\$ 181,424	\$ 231,408	\$ 230,204	\$ 285,402	\$ 216,459	\$ 253,377
Contingency (10%)	\$ 505,720	\$ 645,051	\$ 653,202	\$ 809,829	\$ 641,261	\$ 750,629
<b>TOTAL VILLAGE HALL BUDGET</b>	<b>\$ 5,744,345</b>	<b>\$ 7,326,966</b>	<b>\$ 7,415,430</b>	<b>\$ 9,193,519</b>	<b>\$ 7,270,326</b>	<b>\$ 8,510,299</b>
Construction Cost PSF (Police and Village Hall)	\$ 94	\$ 119	\$ 139	\$ 172	\$ 237	\$ 278
Total Cost PSF (Police and Village Hall)	\$ 119	\$ 151	\$ 179	\$ 222	\$ 318	\$ 374

## Identification of Maintenance & Operational Deficiencies Addressed, by Option

Key: ● = Fully Addressed    ◐ = Partially Addressed    ○ = Not Addressed			
	Option 1	Option 2	Option 3
<b>Police Station &amp; Village Hall</b>			
<b>A. Maintenance System Deficiencies Addressed</b>			
1. HVAC System Replacement	●	●	●
2. Electrical System Upgrade	●	●	●
3. Window Upgrade	●	●	●
4. Interior Lighting System Upgrade	●	●	●
5. Carpeting Replacement	●	●	●
6. Roof Replacement	●	●	●
7. Plumbing System Upgrades	●	●	●
<b>Police Station</b>			
<b>B. Operational Deficiencies Addressed</b>			
1. Interview Areas Lack Privacy	○	○	●
2. Evidence Processing and Storage Inefficient	○	○	◐
3. Space for Investigations and other Key Functions Limited	○	○	●
4. Lockers Don't Hold Gear and Equipment	○	○	●
5. Vehicle Parking not Secure	○	○	◐
<b>C. Additional Benefits Obtained</b>			
1. Dispatch center security	○	○	●
2. Public meeting room accessibility & usefulness	○	○	●
3. Booking and detention area upgrades	○	○	●
<b>Village Hall</b>			
<b>D. Operational Deficiencies Addressed</b>			
1. Lobby Area Space Limited	○	●	●
2. Challenges in Accommodating Large Public Meetings	○	◐	●
3. Space to Meet with Permit Applicants Limited	○	●	●
4. Inefficient Interior Space Layout	○	●	●
5. Multiple Public Access Points	○	◐	●
<b>E. Additional Benefits</b>			
1. Public restrooms accessible within building	○	●	●