

VILLAGE OF DOWNERS GROVE
REPORT FOR THE VILLAGE COUNCIL MEETING
AUGUST 28, 2007 AGENDA

SUBJECT:	TYPE:	SUBMITTED BY:
Facility Needs Assessment Study Final Report	Resolution Ordinance ✓ Motion Discussion Only	Michael Baker Assistant Village Manager

SYNOPSIS

A motion is requested to accept the Facility Needs Assessment Study Report by PSA-Dewberry for the municipal facilities located in the Village's Civic Center, including the Village Hall, Police Station, Fleet Maintenance and Counseling & Social Services Facilities. Upon approval of the motion, staff plans to proceed with the following next steps regarding this project:

1. Establish a schedule of meetings to determine the interest of other local governing bodies to participate in the next stages of facility planning, with the goal of identifying possible partnerships for combined facilities.
2. Establish and publicize two open-house public meetings to educate residents about the Facility Needs Assessment Study.
3. Consider funding during the FY08 budget process for site selection and design development and in the five-year financial plan beginning in FY09 for construction activities with a target date for opening new facilities in FY11.

STRATEGIC PLAN ALIGNMENT

The Five Year Plan and Goals for 2006-2011 identifies *Top Quality Village Infrastructure and Facilities*. A supporting objective is *Village Facilities: Operating Efficiently, Promoting Productivity & Supporting Effective Customer Friendly Services*.

FISCAL IMPACT

N/A.

RECOMMENDATION

Approval on the September 4, 2007 consent agenda.

BACKGROUND

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 15 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
 - Inadequate meeting and training space for staff and residents
 - Lack of private office space creates productivity and privacy challenges
 - 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 portion of current site in a combination Village Hall/Police Station	Reconstruction on western portion of current site as a stand-alone facility
Square Footage (Current/Recommended)	76,242 (current – both facilities) 156,953 (recommended)	49,542 (current) 69,453 (recommended)
Decision-Making Factors	<ul style="list-style-type: none"> • Retains identity of current location • Continued downtown investment • Utilizes Village-owned land • Construction staging with only one relocation • Potential public green space enhancements 	<ul style="list-style-type: none"> • Retains identity of current location • Continued downtown investment • Utilizes Village-owned land • Construction staging with only one relocation • Potential public green space enhancements
Preliminary Cost Estimate ¹	\$61,181,000 (combination facility, includes structured parking)	\$30,453,000 (Village Hall only, includes structured parking)

POLICE STATION	Option A	Option B
Description	Reconstruct on western portion of current site in a combination Village Hall/Police Station facility	Reconstruct as a stand-alone facility in the Ellsworth Industrial Park, located west of Belmont Road and south of the railroad tracks
Square Footage (Current/Recommended)	76,242 (current – both facilities) 156,953 (recommended)	26,700 (current) 88,015 (recommended)

¹ Preliminary Costs Estimates do not include costs for land acquisition

Decision-Making Factors	<ul style="list-style-type: none"> • Retains identity of current location • Continued downtown investment • Utilizes Village-owned land • Construction staging with only one relocation • Potential public green space enhancements 	<ul style="list-style-type: none"> • Potentially larger site • Proximity to Public Works and Fire Station 1 facilities • Accessibility advantages with future underpass construction • More suitable location for prisoner processing • Less recognizable and less prominent location
Preliminary Cost Estimate ¹	\$61,181,000 (combination facility, includes structure parking)	\$33,741,000 (Police Station only)

OTHER FACILITIES	Fleet Maintenance Facility	Counseling & Social Services
Description	Reconstruct as a stand-alone facility adjacent or in close proximity to the existing Public Works facility, located at 5201 Walnut Avenue	Combine with Village Hall facility but maintain separate entrance for individuals receiving services from the Department
Decision-Making Factors	<ul style="list-style-type: none"> • Desirable to locate in close proximity to Public Works • Removes a non-compatible use from the downtown area • Improves vehicle efficiency and fuel consumption 	<ul style="list-style-type: none"> • 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

Next Steps

Upon approval of the motion, staff plans to proceed with the following next steps regarding this project:

1. Establish a schedule of meetings to determine the interest of other local governing bodies to participate in the next stages of facility planning, with the goal of identifying possible partnerships for combined facilities.
2. Establish and publicize two open-house public meetings to educate residents about the Facility Needs Assessment Study.
3. Consider funding during the FY08 budget process for site selection and design development and in the five-year financial plan beginning in FY09 for construction activities with a target date for opening new facilities in FY11.

ATTACHMENTS

List of Committee Members and Tour Sites

Facility Needs Assessment Study Final Report (separate document)

Facility Needs Assessment Study Steering Committee Members & Site Visit Locations

The following Village of Downers Grove staff members participated on the Facility Needs Assessment Study Steering Committee, providing continuity of input throughout the process:

Kurt Bluder	Police Department
Dave Pacheco	Police Department
Jeff O'Brien	Community Development
Linda Brown	Village Clerk's Office
Liangfu Wu	Information Services Department
Dann Fitzpatrick	Building Services Department
Enza Petratca	Village Attorney's Office
Michael Baker	Village Manager's Office

In addition to meeting regularly with PSA-Dewberry, the Steering Committee also participated in site visits to the following municipalities to view new or renovated facilities:

Menomonee Falls Municipal Complex	Menomonee, WI
New Berlin Public Works Facility	New Berlin, WI
Lisle Village Hall & Police Station	Lisle, IL
Addison Village Hall/Police Station	Addison, IL