

CITY OF EMPORIA

AGENDA
EMPORIA CITY COUNCIL
Regular Meeting
TUESDAY, DECEMBER 5, 2017 - 6:30 P.M.

OPENING PRAYER

ROLL CALL

APPROVAL OF AGENDA

NEW BUSINESS

17-87. Police Station and City Hall - Request for Council Decision

PUBLIC COMMENT

CLOSED SESSION



CITY OF EMPORIA

Memorandum

December 1, 2017

TO: The Honorable Mayor and City Council
FROM: Brian S. Thrower, City Manager *BST*
SUBJECT: Police Station and City Hall – Request for Council Decision
ITEM #: 17-87

As you are aware, we have been discussing the Police Station and City Hall projects for some time now. At your last work session, Council directed staff to compare the following options:

- A consolidated building for the Police Station and City Hall to be located at the old elementary school site (corner of South Main Street and Battery Avenue);
- A smaller scale consolidated building for the Police Station and City Hall to be located at the old elementary school site;
- A new Police Station at the old elementary school site and renovations to the existing Municipal Building with the acquisition of a separate storage building/space for Voter Registrar Offices;

Staff has reviewed these options with our architect and offer the following:

Option A - A new consolidated facility would cost approximately **\$6,900,000** based on the cost estimates for a separate Police Station and City Hall;

Option B - A new consolidated facility with the following modifications would cost approximately **\$ 6,350,000**;

Modifications:

- a) City Sheriff and Voter Registrar Offices would be located in the existing Municipal Building which would be converted into a business incubator (we would seek grant funding for this);
- b) The Police Community Room would be consolidated into the City Hall Council Chambers;
- c) The Police Wellness Room would be eliminated;
- d) The size of all individual offices would be limited to 156 square feet;
- e) These modifications reduce the overall size by approximately 2,350 square feet;

Option 3 - A new consolidated facility with the above modifications and elimination of the unfinished basement and attic areas would cost approximately **\$5,150,000**;

Option 4 – A new Police Station and a renovated Municipal Building with the acquisition of a separate storage building/space for Voter Registrar Offices would cost approximately **\$4,000,000**;

These estimates are preliminary because we do not want to incur additional architectural fees until Council provides final direction. The debt service for all aforementioned options is included in the adopted FY18 budget.

Recommendation

I recommend you authorize staff to prepare construction drawings and obtain construction bids for a new Police Station on Halifax Street and new City Hall at the old elementary school site on S. Main Street as previously authorized in July 2016.

Should you desire a consolidated facility at the old elementary school site on South Main Street, I recommend you authorize staff to prepare construction drawings and obtain construction bids for a consolidated Police Station and City Hall as outlined in Options 1, 2, or 3.

I do not recommend you proceed with Option 4 due to: 1) the concerns and issues identified by Mike Allen, Facilities Manager, and our architect, Baxter Bailey, relating to the existing Municipal Building (see attachments) and 2) the marginal difference in costs between renovating a 41 year old building and building a new building(s).

Attachments

Existing Municipal Building Concerns – Mike Allen, Facilities Manager
Existing Municipal Building Assessment – Baxter Bailey, Architect

Municipal Building Concerns

Building was built in 1976, making structure ~~38~~⁴¹ years old. Structure is outdated for a number of reasons :

Inadequate spacing for storage purposes and filing.

Inadequate spacing for conference/ break room.

No security system for overall building (A major concern for the safety and welfare of the employees, especially the Treasurer's Office)

All carpet needs to be replaced (Has been cleaned, did no good)

Interior needs to be painted.

Interior lighting is insufficient and outdated. (Not energy efficient)

Structure is not completely handicap accessible.

Exterior soffit and overhangs are in poor condition.

Exterior brick have moisture issues.

Exterior lighting is insufficient.

Building has had various roof leaks in the past. Repairs are performed routinely to prevent roof leaks. (Age of building and structure having a flat roof is a big concern.)

HVAC System- Building has a mixture of residential and commercial roof top units which is a poor design and not energy efficient. Some of the units are original units and parts are not available any longer for repairs. Duct work contains possible mold and mildew which can cause health issues and concerns. Various offices are controlled by one thermostat which creates a problem with the room temperatures.

Electrical System- Electrical system is outdated and overloaded. All panel boxes are full to capacity allowing no room for any additions.

Overall condition of building does not meet the needs of future growth and production. Layout of land does not meet proper space for any additions due to underground electrical wiring and underground propane tanks. There are also possible concerns with asbestos and lead.

FACILITIES ASSESSMENT / TASK 2

City Hall

COMMENTARY

Overall Condition

The present City Hall, situated on Main Street within the central business district, built circa 1975; has been updated with replacement of HVAC system in the intervening years. The electrical and plumbing systems are largely as originally built. Also the building itself retains most of its original fabric, with the exception of the later small addition on the south-east corner. A generator has been added, the flat roof system replaced, and the original HVAC rooftop units have been replaced and relocated within the "new penthouse" structures that are situated above the toilet pods at each end of the building. The public toilets while satisfactory, are dated and do not meet current ADA standards. They would require revisions should there be a change of occupancy, or compliance policy enacted.

Expansion Options

Expansion options for City Hall are somewhat limited to the north by the lower grade flood plane, and street; to the east by a severe grade change and flood plane; to the south by limited space and the location of transformer and generator. Also on the west side (South Main Street) there is a series of underground utilities that would need to be relocated/redesigned. A very limited buildable area remains on this parcel.

The only unrestricted direction for expansion is vertically, and that poses quite a problem with the existing light-framed roof structure, which would need to be bridged completely. Also with a second story, valuable space on the first floor could/would be lost to elevator and stairs. Bridging over the existing, reworking toilets, adding stairs/elevator either inside or outside would be very problematic at best, and not at all cost effective given the results/and space gained. Also, the building could not remain in operation during such a major renovation.

Rehabilitation / Re-Furbishment Options

So long as no significant expansion is required, City Hall remains a good candidate for refurbishment and reassignment, much as noted above. Systems are generally in good condition and/or can be updated. Building Code issues, can be resolved with fairly modest adjustments. Most ADA non-compliant issues can be resolved with basic renovations of toilets etc. We see no restrictions to rehabilitation and/or continued use at its present size, but discourage significant addition or expansion.

FACILITIES ASSESSMENT / TASK 2

City Hall

Traffic / Parking

To the immediate north, and on a lower grade, City Hall has a municipal parking lot that contains approximately 44 spaces. This lot is generally unrestricted and appears to meet the needs of the building. However, because of the change in grade, this lot is not ADA compliant for the user's approach to the building. The lot is not landscaped.

Also, City Hall is situated such that it shares/uses a County owned parking lot to the immediate south. However, this lot also serves both City and County on court days as the overflow parking to the parking system at the Courthouse. Usually, this is not an issue with this County lot containing approximately 27 spaces.

Generally for a public facility such as City Hall, using a formula of 1 space per 300 sf for this building of 10,800 sf ($10,800 / 300 = 36$); we conclude that parking in any amount of 36 or more should be sufficient with a count of 44 and 27 combined, there is no parking issue for day-to-day activities at City Hall. This surplus parking is often used to support other civic activities, and should remain.

A. EXISTING OCCUPANTS

City Manager's Office
Development Group
Finance Department
Treasurer's Office
Commissioner of Revenue
Registrars Office

B. GENERAL CONDITIONS / SITE OBSERVATIONS

EXTERIOR

Footing / Foundations

Unknown; existing drawings depict a combination of standard wall footings and reinforced spread footings of various sizes at columns. This is generally viewed as satisfactory system that meets modern standards, no known issues.

Walls / Windows

Exterior walls are brick and CMU, non-bearing. Windows/storefront is single glaze/aluminum frame system throughout. Steel stud walls above window wall to deck above, separating the exterior from interior plenum.

Fascia / Soffit

All brick fascia supported by steel frame. Soffit – exterior gypsum wall board (5/8") suspended.

FACILITIES ASSESSMENT / TASK 2

City Hall

INTERIOR

Floor

Mixture of carpets in office; CT in toilets and VAT in public corridors.

Walls

Brick masonry and CMU walls at toilet pods, exposed interior brick walls in public spaces on perimeter.

Partitions

GWB and metal stud system for all non-bearing partitions.

Ceilings

Suspended acoustical tile ceilings throughout with GWB soffits and boundaries.

SITE

Parking

City Hall maintains a north parking lot within the parcel boundaries, providing a capacity of approximately 44 spaces. This lot is situated on a grade lower than the building parcel, and is in the flood plane. Pedestrian movement from parking to building is by way of an exposed set of exterior stairs and does meet access standards. The City also makes use of the County owned lot to the south, and this lot is on a grade higher 36' than the building site.

Site Lighting

The north lot has site lighting, as does the south lot.

Street Access / Traffic

Street access to parking is good. Street access to the building is satisfactory. Primary vehicular access to the building is through either of the two parking lots. Pedestrian access to the south west entrance from Main Street is good, and convenient to the south parking lot (County), which is off site. The north entrance is served mainly by the north parking lot, which is down grade some 8' to 9'.

Grading / Flood Plane

City Hall rests on a small plateau that drops off into an extensive flood plane on the north and east. The parcel that the City Hall rests on is very limited in buildable footprint/expansion space. See attached Site Plan C-1.

FACILITIES ASSESSMENT / TASK 2

City Hall

C. ADA STATUS

Public Access / Parking

Both public parking areas have ADA access limitations. The north lot is not grade accessible, nor is the south County lot. Direct ADA vehicle access to City Hall has been created in recent years by a special parking zone and driving walk near the south-east entrance of the building. This parking zone is a bit hard to find and is located off Spring Street by way of a narrow drive.

Doors / Clearances

Door clearances are adequate; entry and clearances at toilets inadequate; hallway in south addition at 3'-6" +/- wide with 3'-0" passage point will not meet ADA requirements, per Building Code.

Door Hardware

Round door knobs throughout, non lever hardware throughout; exit hardware appears satisfactory/pre-current code.

Public / Staff Toilets

Not ADA accessible by current standards. Stalls not sufficient, turn spaces not sufficient and door passage access is insufficient.

FACILITIES ASSESSMENT / TASK 2

City Hall

D. STRUCTURAL SURVEY

prepared by Jeff Robinson, P.E., Jeff Robinson & Associates.

The building is a 1-story, slab-on-grade structure. The exterior walls are constructed of concrete block with brick veneer. The first floor structure, as just mentioned, consists of a concrete slab poured on grade. The roof structure consists of metal deck supported by metal bar joists. There is a cantilevered brick facade around the perimeter of the building.

The building appears to be in good structural condition. Minor cracking was observed in the exterior brick facade. Minor deterioration was observed in the exposed, bottom leg of the facade support angle. Otherwise, no deficiencies were found.

It is my opinion that it is not a practical consideration to add floor space to this building vertically. The existing roof framing system is designed to support dead and live loads in the order of 40 to 45 pounds per square foot. Adding an additional story to this building would generate additional dead and live loads in the order of 110 to 150 psf. Consequently, the existing roof framing system would have to be entirely abandoned, demolished and replaced or extensively reinforced to accommodate same. As well, the existing, cantilevered facade would create an awkward and expensive structural condition at the perimeter of the building. Last, the existing foundation system and sub-grade must be evaluated to determine capacity. Due to the above reasons, it is my opinion that the only practical approach to increase floor space in this building is to do so with a horizontal addition(s).

Please note that an addition(s) to this building should be a self-supporting structure. The existing brick facade can not be relied on to support additional tributary loads. One last note of worth, the occupied, finished floor of a new addition must be located at least 1 foot above the 100 year floor elevation.

End of Report

FACILITIES ASSESSMENT / TASK 2

City Hall

E. MECHANICAL, ELECTRICAL & PLUMBING SURVEY

M.E.P. Survey prepared by Thomas A. Rockecharlie, PE of Simmons, Rockecharlie & Prince.

HVAC

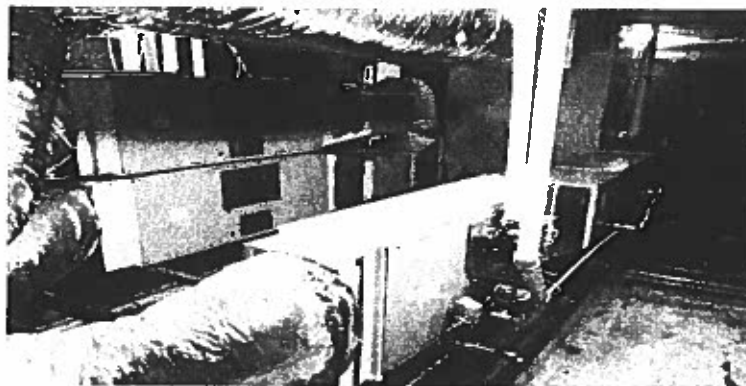
The HVAC system is a mixture of original equipment from 1979 and replacement equipment installed over numerous years from 1997, 2007, and 2012. The original system consisted of (2) Multizone Roof top variable air volume units with refrigerant based cooling coils and LP gas heat exchangers. Each unit served modulating dampers in the ductwork to provide individual zone control. Around 1997, these units were replaced. The replacement units were actually residential style split system units that were connected together and ducted into the existing supply and return duct connections on the roof. Since the residential style air handlers were designed to be mounted inside, a roof was built over the existing brick mechanical screens at each end of the building. Individual condensing units were mounted on the flat roof adjacent to the new enclosed equipment screens. This type of installation is most unusual and cannot possibly provide the zone and temperature control desired by the building occupants. The air handling units cycle during the day and do not provide constant air motion. The original units provided ventilation air from outside to the building. The replacement units do not provide any of the code required outside air. Typical life expectancy for this type of equipment is 15-20 years.

The exhaust fans in the bathrooms are not currently working. The odor from the bathrooms is quite offensive.

Many electric heaters scattered throughout the building no longer work.

An addition to the building added after the original construction is served by a single rooftop unit with LP gas heat.

A photo of the main HVAC equipment at one end of the building is shown below:



FACILITIES ASSESSMENT / TASK 2

City Hall

E. MECHANICAL, ELECTRICAL & PLUMBING SURVEY *continued*

Plumbing

The plumbing system is original to the building. A 2" cold water line serves the building with a water meter located on the Main Street side of the building. The water pressure was measured to be 60 psi. A backflow preventer was not observed. The plumbing fixtures appear to be original. Water closets are flush valve type. Electric water heaters are located in the Janitor closets at either end of the building.

(2) LP gas tanks are buried next to the building with piping running up the side of the building and across the roof to the HVAC equipment. The piping on the roof is rusted.

Electrical System

The building is served by a 208 volt, 3 phase service from Dominion Virginia Power. There is no main switchboard as the power enters the building and is distributed to 2 Panelboards and 2 disconnects via a wire way in the Janitor room. The CT cabinet is located inside the building along with the Electric meter. A Kohler 125 kva Diesel generator was installed in 2015 on the Main Street side of the building with a transfer switch located on the outside of the building next to the ground mounted Dominion Power transformer.

Lighting throughout the building is original with T12 fluorescent tubes which are no longer manufactured. Many of the soffit lights on the exterior of the building are no longer working. Pole mounted site lights operate from a timer. There is one Automatic door opener. There is no fire alarm system.

End of Report

FACILITIES ASSESSMENT / TASK 2

City Hall

F. BUILDING CODE ISSUES

Dead end corridor in the east addition; and no known means of egress in that zone.

ADA deficiencies noted at toilets throughout.

G. BUILDING CODE REVIEW

Use Group (Table 304.1)

B- Business – Civic Administration

Construction Type (Table 601)

Type – IIA Subject to review

Occupant Load (Table 1004.1.1)

108 Persons = (10,870 sf +/- / 100 sf per person)

Allowable Area (Table 503)

Allowable – 37,500 sf

Actual – 10,870 sf

Allowable Height (Table 503)

Allowable – 5-story / 65 feet

Actual – 1-story / 16' +/-

Fire Suppression System

A fire suppression system is not in place.

Means of Egress (Table 1021.1)

Number of exits

Required – 2

Actual – 3 main; 2 auxiliary – status ok.

FACILITIES ASSESSMENT / TASK 2

City Hall

BUILDING CODE REVIEW *continued*

Egress Width (Table 1005.1)

Doors

0.02" per occupant for components

Actual – Door #1 6'-0" x 7'x0" @ 72"/0.02" = 360
Door #2 3'-0" x 7'x0" @ 36"/0.02" = 180
Door #3 6'-0" x 7'x0" @ 72"/0.02" = 360
Status - ok

Size of Doors (1008.1.1)

32" minimum

Egress width status - ok

Exit Access Travel Distance (Table 1016.1)

For (B) Business – Travel distance not to exceed 200'.

Corridor Fire Resistance Rating (Table 1018.1)

Required – 1 Hour (Without Sprinkler)
0 Hour (With Sprinkler)

Actual – Unknown

Corridor Status – Unknown

Corridor Width (Table 1018.2)

Required – 44" minimum

Actual - Corridor / West 6'-0"
Corridor / South 11'-0"
Corridor / North 6'-0"
*Corridor / Addition 3'-6" *Non conforming

FACILITIES ASSESSMENT / TASK 2
City Hall

BUILDING CODE REVIEW *continued*

Toilet Fixture Count (Table 2902.1)

B- Business
Occupancy Load – 108 Persons

Water Closets

1 per 25 for first 50 / 1 per 50 for the remainder / over 50

Required · Male – 2	Actual · Male – 3
Female – 2	Actual · Female – 4

Also provided – 1 private unisex toilet/private

Lavatories

1 per 40 for the first 80 and 1 per 80 for the remainder / over 80

Required · Male – 2	Actual · Male – 3
Female – 2	Actual · Female – 3

Also provided – 1 private unisex toilet/private

Lavatories

Required · 1 per 100
Actual · 1 shown/satisfactory

END OF SURVEY