

**Minutes
Special Workshop Board Meeting
Glen Ellyn Village Board of Trustees
Monday, November 30, 2015**

Call to Order

President Demos called the meeting to order at 6:35 p.m.

Roll Call

Upon roll call by Village Clerk Galvin, President Demos and Trustees Clark, Elliott, Kenwood, O'Shea and Senak answered "Present". Trustee Ladesic arrived at 6:47 p.m.

In Attendance: Village Clerk Galvin, Village Manager Franz, Assistant Village Manager Stonitsch, Village Attorney Mathews, Public Works Director Hansen, Director of Planning and Development Hulseberg, Police Chief Norton, Deputy Police Chief Acton, Deputy Police Chief Holmer and Records Supervisor Taves.

Pledge of Allegiance

President Demos asked Mr. Les Peterson to lead the Pledge of Allegiance.

Police Facility Project Update: (Chief Norton)

Chief Phil Norton and the Leopardo/Dewberry team led the discussion regarding the new Police Facility design, scope, and budget.

Chief Norton referred the Board members to a memo that had been previously distributed that addressed certain views regarding what the previously selected \$12 million figure meant, and he indicated his hope that the new station would be a 50-100 year building. He indicated that several options were being brought forth, and expressed his hope that the Board would select one of the options due to issues associated with selecting "hybrids."

Chief Norton advised the Board that by the end of the night he would like to know how to proceed with the budget and which design exterior is favored. President Demos added that he wanted to begin to make decisions to move forward.

Mr. Brian Meade, Design Director, Dewberry introduced the design/build team, and presented a 14-slide presentation. Mr. Meade noted that over half of the project site is in a flood plain, and that fact heavily influenced the site plan. He noted that the proposed main building is approximately 27,000 square feet, and the proposed second building is approximately 4,000 square feet. He indicated that he viewed this as up to a 100-year solution, and the site is designed to accommodate future expansion.

Mr. Meade reviewed the design exterior. Palette 1 is a combination of brick (with a color similar to the fire station) and a fiber cement panels. Palette 2 has a stone/masonry look; the second floor has a fiber cement panel.

Manager Franz commented on the funding challenges associated with the four options presented for this project. He noted this project involves a unique project and site plan. Some of the park improvements may be incorporated in the project. He noted that the early space needs analysis suggested a need to spend between \$13.5 million to \$15.5 million. He stated he believes the Village Board may have underfunded this project when it set a \$12 million budget, and emphasized that the current project team had unsuccessfully tried to meet that \$12 million budget. He emphasized that rising construction costs, utility relocations, and soil conditions had all caused the budget to increase.

Manager Franz indicated that the Village could augment its bond funds by using: (1) \$650,000 in drug forfeiture funds in the bank; (2) \$500,000 in expected future forfeiture funds; and (3) \$350,000 in capital funds. He stated he is committed to purchasing the property at 81 S. Park but is not sure where the funds will come from. He indicated he wanted to the Board to decide:

- Design concept,
- Scope (community room, range, etc.).
- Use of drug forfeiture funds and
- How to fund 81 S. Park Blvd.

Trustee Elliot, who is also an attorney for the College of DuPage stated the Board can also go back to the drawing board and honor the commitment it made to the community to spend only \$12 million on this project. President Demos responded there are several options available and that everything is on the table. What are we willing to spend; what are we willing to invest?

Trustee Kenwood asked if the Village could build a suitable station for \$12 million. President Demos indicated that he wanted to allow staff to complete its presentation.

Manager Franz outlined

Option 1: \$15.4 million to build the currently-designed main building and second building;

Option 2: \$14.5 million to build the currently-designed main building and a shell for the second building.

Option 3: \$13.5 to build the main building with a community room, and no secondary building.

Option 4: build the main building without a community room and without a secondary building.

Option 5: \$12 million budget

Trustee O'Shea asked if the numbers proposed were "all in" figures that include all expected costs. Manager Franz responded that it was "all in" except that land acquisition numbers were not included. Manager Franz responded they are not. To date \$587, 000 has been spent on two properties, demolition, and the Space Needs Analysis. This does not include 81 S. Park which is under contract for \$160,000, and an expected cost of \$15,000 to demolish.

Trustee Kenwood clarified that the figures previously provided included fixtures, furniture and equipment. Manager Franz confirmed that they did.

Trustee Elliott commented this plan equals 773 square feet per each of 41 uniformed current officers. Trustee Elliott asked if there is an accepted standard for square feet per officer. Ms. McMillan responded that she is not aware of a standard, because all buildings are unique. She indicated that she believes the proposed layout is extremely efficient. Mr. Jonathan Tallman, Project Manager, Dewberry responded that he looks at the utilization of spaces so they may be used at close to 100% capacity. This design has already been cut by 29%.

Trustee Elliott stated his research shows that the median space in police stations is 350 square feet per officer, and the proposed station (which has 673 square feet per officer even excluding the shooting range and community room) seems very large. Mr. Tallman responded each department has desk space for future officers. Trustee Senak asked if the building is designed for future growth. Mr. Tallman responded yes. Mr. Meade responded the building is designed to accommodate 78 officers, and that, if the police department had 78 officers, the space would be approximately 346 square feet per officer.

Trustee Elliott responded that he is not aware of any plan that would increase the Glen Ellyn Police Department to anywhere near 78 officers in 50 years. Chief Norton added there is some additional space required to accommodate uncertainty about the ratio of male and female officers. For example, the men's locker room has space for 50 lockers. He also noted there is talk of consolidation and shrinking entities and there is talk of the DuPage County Sheriff not patrolling unincorporated areas in the future. He agreed that there are no plans to increase the police department to 70 officers, but noted that the department could increase by up to 3 patrol districts (which would mean up to 15 additional officers). He also noted there may be a need to keep capital case evidence forever, and the department's current storage space is inadequate.

Trustee Kenwood asked when the 29% of the space was eliminated, what was removed? Mr. Meade responded that the original survey was a bottom up study that attempted to accommodate for expectations of future growth. Subsequent estimates have used more moderate growth estimates, resulting in lower space needs analysis: they evaluated wants vs. needs. Trustee Kenwood asked if any policing capability had been given up. Mr. Meade stated he did not believe that any capability had been given up.

Trustee Senak asked at the time of the original RFP what was not known that was now known. Mr. Meade responded that in June 2014, Panfish Park was identified as a site. It was a late addition as a potential site, but was considered at the time of the \$12 million budget. Trustee Senak asked if they can change the site. Chief Norton responded that it was not feasible to change sites because the cost of the land acquisition would drive the cost even higher and the Village had already owned one of the houses on Park Blvd.

Trustee Kenwood inquired into the history of the budget on this project. He indicated his understanding that estimates had been obtained in the range of \$13-19 million, and that the Board had indicated that those figures were too high.

Trustee Elliott stated that the original estimates of \$13-19 million included estimates for renovating the current space at the Civic Center. Trustee Elliott noted that the Board subsequently reached a consensus to move forward with a new station at the Panfish Park site, and to set a \$12 million budget. Subsequently, a design build team was retained with a target of \$12 million (minus land acquisition costs).

Trustee Elliott stated the design build team told us the cost would be \$12 million and he is disappointed the current estimates are so far over that amount, particularly given the opportunities for cost overruns in the future. He stated he believes the Village needs to live within its means.

Chief Norton responded that all four design-build teams that had been interviewed had expressed reservations about the \$12 million budget and the ability to build an appropriate station within that budget. He indicated that he did not believe the Board at the time had given serious consideration to whether an appropriate station could be built for \$12 million. He indicated that he was not aware of square footage per officer being a well-accepted metric for evaluating a police station. He stated his goal is to have a well-functioning and well-operating police station, and he would like a community room, if possible.

President Demos remarked that the Board had previously set an optimistic budget. He stated that, as a member of the committee working with the design build team, he has learned much since the original budget was set. He also indicated that the Board has to focus on value, and less on cost. He further noted that several important aspects of the project (such as moving Wilson Avenue and including the community room) had not been discussed at the time the \$12 million budget was discussed. He suggested that the Board should not feel absolutely bound by the \$12 million budget if subsequently discovered facts suggest a different budget figure is more appropriate. One meeting overly influenced our decision. At that time (now former) Trustee McGinley wanted to spend \$8 million, we decided on \$12 million. Deputy Chief Acton asked for \$14.5 million.

Trustee Elliott noted that even the most conservative plan would double the size of the current police facility, and stated that the \$12 million figure was not arbitrarily set, but rather was set after several workshops and was based on downsizing a \$13.4 million estimate that included a range. He stated he believed the current building could be downsized to reach the \$12 million target.

Trustee O'Shea stated that he does not like the fact that a \$12 million budget was set, and now, late in the process, the Board is being told that it can't be done. He expressed frustration that the "all in" numbers are now \$14.4 million to \$16.5 million. He also expressed frustration that the previous discussions had not included capital funds or forfeiture funds.

Trustee Ladesic stated that he had previously agreed to the \$12 million budget, but had concerns about that figure at the time, and now does not believe that figure is adequate.

Trustee Kenwood stated that he does not believe the previous process worked. He indicated that the Board needs to clearly communicate the amount it is committing to this project, and why. He stated that he would like to see what the station would look like at \$12.6 million, and what the options would be to add on to that base. As a Board we need to do this better. He is struggling with the right thing to do.

Manager Franz stated that a \$12.6 million building would not have a community room, and would be limited in its potential to accommodate future growth. Ms. McMillen responded that such cuts could have serious functional ramifications.

President Demos responded this project is still at an early stage, and that it is not late in the game; they have not even put a shovel in the ground. We are where we should be and we are having a transparent discussion of our status.

Manager Franz responded this is a design build project, and there should not be any surprise cost overruns. Trustee O'Shea stated that he had been told that design build was a cheaper option, and asked for confirmation. Manager Franz responded that it may be: the Village would pay a little more but the general contractor oversees the architect and there is limited risk of going over budget. Ms. McMillen responded that the cost estimates before the Board are initial cost estimates, and that details still need to be fine-tuned. She noted that the exterior building materials were selected because they would be appropriate for a 50-year building.

Trustee Senak noted that Dewberry and Leopardo had responded to the May 2015 RFP which included a budget figure of \$11.5 million. He asked whether Dewberry and Leopardo had believed they could meet that budget at the time they responded. Ms. McMillen responded a police station could be built for that amount, but would not include things such as the community room.

Chief Norton reiterated that the RFP used the \$11.5 million figure because the committee was trying to be conservative.

Trustee Elliott asked about the cost per square foot. Ms. McMillen responded \$398 for "bricks and sticks."

Trustee O'Shea asked about the total building cost at the Hanover Park Police Department. Ms. McMillen responded that it was just short of \$290 per square foot, but was bid at the bottom of the market crash, and have been significant cost escalations now.

Trustee Senak asked what assurances the Board has that the current figures are accurate. Manager Franz responded this is a Design Build process, and he is confident the current numbers are the real numbers.

Trustee Elliott noted that RS Means' average cost per square foot is \$204 for new police stations and inquired why the current proposal called for \$398. Ms. McMillen responded that RS Means builds stations in component parts, and the comparison might not be "apples to apples."

President Demos asked the Board members if they were firm on the \$12 million budget or had a tolerance to spend more. This is where we are now, this project warrants our attention; is there tolerance to spend more.

Trustee Kenwood stated he is struggling because the new numbers are not hard numbers. Ms. McMillen noted that the current numbers are likely within 5% of the final numbers. He indicated that he is willing to spend more than \$12 million provided he can see the value in the additional cost. Regarding the range, he indicated he feels the police need to have the right space, and he would like to understand the business case for the range. He inquired whether the police department could work with other communities to jointly use a shooting range. He would like to see what a \$12 million building would look like and has not seen that yet. He stated he has no preference on the exterior palette.

Trustee O'Shea stated he prefers palette 2. He agrees that the Village has not invested properly in other projects. He would like a community room but is unsure about the range. He is willing to spend drug forfeiture money and \$350,000 in capital funds, for a maximum of \$13.45 million. He has questions about the range because COD would cost \$18,000 annually. That payback is 88 years.

Chief Norton commented that the police department holds its officers to a standard of training and they incorporate features from an actual event, and uses live fire exercises. He clarified that the proposed range is not a four-lane shooting range. Rather, the police force would simulate different scenarios in its range, and emphasize training in use of force decision-making. He wants to be able to call officers in from their shifts without warning for training exercises. There is value in use of force decision making. These are low frequency, high risk endeavors. This is what the police force seeks to excel at.

Trustee Senak asked Chief Norton whether he considers COD or Wheaton to be antiquated. Chief Norton stated that Wheaton is "somewhat antiquated" and lacks adequate temperature control, although Wheaton has been a very good partner. He stated that the police force has not used COD, and he is concerned that the College of DuPage is too volatile for Glen Ellyn to commit to at this time. In addition, COD is currently being used by state, federal and local agencies in addition to their own academy. It will be a more difficult proposition to build our own range at a later date.

Trustee Clark remarked that he can live with the first three options. The community room is important to him. He can understand and accept the range but not one that is open to the public. Alternate 3, with the seized funds is the closest option to what the Board originally authorized, and is the minimum he would support. He slightly prefers Palette 2. He is also supportive of using drug forfeiture and capital funds.

Trustee Elliott stated that the starting point for any discussion needs to be the previously-agreed upon \$12 million figure that was discussed for over a year, and he expressed surprise that anyone could be confused about that figure. He stated that the Village relied on that figure by borrowing \$12 million, and there was never any discussion at the time regarding drug forfeiture funds or capital funds. He expressed disappointment that none of the current options show what a \$12 million station would look like. He can't get comfortable with any of the current alternatives, particularly given the other capital projects and

needs that the Village has. The numbers he is seeing are high based on his research. He prefers Palette 2. He does not favor building a shooting range in light of available alternatives in the area.

Trustee Senak shares Trustee Elliott's disappointment with the way the process has run. However, he wants to provide value to Glen Ellyn's constituents. He believes the \$12 million figure was set in good faith, but may be unrealistic. However, he would like to see what a \$12 million facility would look like. He is open to revisiting the \$12 million, but only with great scrutiny. He would not like to see a public range; the case has not been made for a gun range, particularly with other alternatives available in the area. He is open to using drug forfeiture funds and using capital funds for park improvements. He prefers Palette 2. He is in favor of the community room.

Trustee Ladesic stated he prefers alternatives 1 and 2 and a combination of palettes 1 and 2. He believes the community room is essential, and could possibly be combined with the EOC room. In his years as a homebuilder, he has never lopped square footage off a home, but he has built many additions. Thus, he favors building a larger building now. He supports a range (based in part on his experience as a police reserve officer); but would like to see the range brought into the main building. He is fine with using drug forfeiture funds and capital funds. He agrees with the concerns of Trustee Elliott and O'Shea regarding the process thus far, but he would prefer not to under build this project.

Attorney Mathews stated that to protect the Village, Board and general contractor, he will draft a resolution for presentation at an upcoming meeting. He stated that Leopardo is not currently sure of what the Board wants it to do. He suggested the Board provide a budget number for the design/build team to target.

President Demos stated his belief that the Board needs to set a "not to exceed" number. He expressed a desire to move forward, and to look at long term needs. He believes the Village failed to invest adequately at the Links and made some mistakes. He does not want to repeat those mistakes here. He applauded the Police Department for providing the Board with alternatives. He supports a range, because it is not just for qualifying and COD may not always have a range. The \$1.5 million cost to train is justified in his mind, because we want our officers to be the best trained and he does not understand why the Board would devalue it. He believes the previous \$12 million figure was a mistake. He urged the Board to consider the need for Capital investment, which is something the Village historically has not done; money the Board does not spend now will cost more later. He supports a \$14.5 million facility, and does not object to use of drug forfeiture and capital funds.

Trustee O'Shea suggested that he believes a \$13.45 million not to exceed figure (without a range) is appropriate. He stated the Village has a lot of other capital needs that need to be addressed. Trustee Ladesic reiterated his view that the \$12 million figure is not realistic, but he would like to see the project completed for \$13.5 million, but feels it is more likely that the project (with the range) will cost \$14.5 million. He asked if there if any Homeland Security funds are available and if COD could guarantee set times. Chief Norton responded that grants are not available at this time, and that COD had made proposals that Chief Norton did not feel were beneficial, and is not comfortable bringing forward.

A short break was taken from 9:21 p.m. to 9:32 p.m.

Trustee Senak asked which features of the building provide safety to employees and visitors. Chief Norton provided an overview of the police department's safety needs. The police department needs secure interview and interrogation areas, and a secure video/audio area. Juvenile detention requires sight and sound separation from adults, which the police do not have. The police currently cannot separate civilians from arrestees. The current police department has no secure parking. There was a recent case of an officer in California who was shot in his personal car in a police department parking lot; the Chief wants to prevent any similar occurrence. With regard to the evidence chain of custody; the police department is doing the best it can.

Trustee Senak asked what are the least critical aspects of the building to serve the purpose. Chief Norton responded the community room, although he has fought hard for it. Trustee Senak asked about storing evidence elsewhere and reducing the footprint of the building. Chief Norton responded there are chain of custody issues in doing that.

Ms. Cam Page, 206 Hill Ave., Glen Ellyn commented that the Village should spend adequately to build the station correctly. She believes the station is important, and the residents expect a certain level of quality. She prefers Palette 2.

Trustee Elliott stated that the case has not been made that the station can't be built for closer to \$12 million. The current construction cost of \$398 per square foot, and 673 square feet per officer appear to be very high, and he believes there has to be room for give. He indicated he would like to see what a \$12 million facility would look like. He stated he believes the case has not been made for a range, particularly with nearby available alternatives such as COD and Wheaton.

Chief Norton pointed out that certain parts of the station (*e.g.*, the holding area) are more expensive to build on a square foot basis than other areas (*e.g.*, the community room).

Trustee O'Shea asked Trustee Elliott whether he was including finishes and furnishings in his cost per square foot. Trustee Elliott said he was not. President Demos responded that some money is likely to be saved with finishes. He would like to reconvene next Monday to discuss the capital needs of the Police Department. President Demos stated he also thinks it is ideal to have the range in a separate facility. Trustees O'Shea and Ladesic suggested that they do not believe there is a consensus on a range. President Demos polled the members on whether they support a range:

President Demos	yes
Trustee Clark	yes
Trustee Elliott	no
Trustee Kenwood	supports a training facility in principle, but needs more time to review and understand the specific proposal and to determine whether outsourcing makes sense
Trustee Ladesic	yes
Trustee O'Shea	does not support it under these circumstances, but could support it if it could be done at a reasonable costs
Trustee Senak	does not support it under these circumstances, but could support it if it could be done at a reasonable cost.

There was discussion regarding whether Wheaton's facility would remain open. Trustee O'Shea asked whether the current training was adequate. Chief Norton said yes, but it could be better with an onsite facility

Chief Norton explained Glen Ellyn has had an officer involved in a fatal shooting, and training in the use of force is critical: it's an incredible responsibility all officers carry. Trustee Elliott voiced agreement with that, but noted that thousands of police officers undergo training at remote sites. Trustee Elliott (who is also a partner for a law firm that provides legal services to COD) asked if it would be useful if the Village invited the director of the facility at COD to provide a presentation regarding COD's facility. Chief Norton responded unless the Village Board is going to dictate where the Village trains and how they train their officers, having the COD director provide a presentation on the range is not something he is interested in as he is not interested in partnering with the College of DuPage at this time. Trustee Ladesic indicated that municipalities such as Wheaton have on-site facilities because they have recognized the value of such facilities. Trustee O'Shea questioned whether Wheaton's facility would become antiquated over time, and questioned whether the COD facility was at least worth a look.

Trustee Kenwood questioned whether the firearms training is more important than the physical fitness training, and indicated he would like more information.

President Demos asked the Board to evaluate their opinions, and to make appointments with our police professionals, Dewberry and Leopardo to address any questions prior to the next meeting on Monday, December 7, 2015.

Trustee O'Shea asked that management be prepared to discuss the sources of funding for the new police station at the next meeting.

A brief discussion was held regarding other projects competing for capital dollars, including fire station needs, pedestrian overpass, vehicular underpass and a police training facility.

Minutes
Special Workshop Board Meeting
Glen Ellyn Village Board of Trustees
Monday, November 30, 2015
Page 10

Adjournment:

At 10:09 p.m. a motion was made by Trustee Kenwood and seconded by Trustee Ladesic to adjourn.
Motion carried.

Respectfully submitted,

Catherine Galvin,
Village Clerk