



Memorandum

To: Honorable Mayor and Members of the City Council
CC: Members of Administration and Public Works Committee
From: Lara Biggs, Capital Planning & Engineering Bureau Chief
CC: Edgar Cano, Public Works Agency Director
Subject: Resolution 107-R-22, Authorizing the City Manager to Waive the Standard Purchasing Process For Construction and Improvements for the Temporary Housing of Evanston Animal Shelter Association Animals
Date: October 10, 2022

Recommended Action:

Staff recommends City Council approval of Resolution 107-R-22, Authorizing the City Manager to Waive the Standard Purchasing Process For Construction and Improvements for the Temporary Housing of Evanston Animal Shelter Association Animals.

Funding Source:

A detailed financial analysis is provided in the attached memo.

CARP:

Municipal Operations

Council Action:

For Action

Summary:

The City of Evanston owns and maintains an animal shelter building at 2310 Oakton Street. Constructed in 1973, the animal shelter building is inadequate for current operations. The 3800-square foot building was originally intended to house a small number of dogs for a short time until they were adopted or euthanized. It does not meet the needs of a no-kill shelter.

The City contracts with the Evanston Animal Shelter Association (EASA) for the operations of the animal shelter. The City provides grants of \$100,000 annually to assist with operations costs. EASA, which operates with a total annual budget of \$300,000, fundraises the remaining amount. In return for Evanston funding, EASA accepts animals impounded by the City as well as owner relinquished animals from the community. Since taking over operations, EASA has operated the shelter as no-kill, open admission shelter with a save rate of 96-97%.

On March 22, 2021, the City Council adopted Resolution 30-R-21, which authorized the City Manager to execute a grant agreement between Cook County Department of Animal and Rabies Control, EASA and the City of Evanston. Based on a City of Evanston proposal indicating a new shelter building would be built that is fully compliant with modern animal shelter standards, the grant agreement commits the City to building the shelter, estimated at \$6,000,000, with Cook County providing \$2,000,000 in funding, EASA providing \$1,000,000 in funding and the City of Evanston providing the remaining funding of \$3,000,000. Also on March 22, 2021, the City Council awarded a contract to Holabird & Root for architectural services for the Evanston Animals Shelter Improvement.

On September 27, 2021, staff presented costs associated with CARP-related goals and increased community services capability at the shelter. In the discussion, City Council members generally indicated a willingness to increase costs to build a new animal shelter building in compliance with net zero carbon emissions and that had additional space included so that a food pantry could be operated and so that community clinics for animal healthcare (such as vaccination clinics) could be operated. This increased the estimated cost of the project to \$6,300,000, with the City paying the additional \$300,000 project cost. This increased the total estimated City cost share to \$3,300,000.

On November 8, 2021, the City Council approved Amendment No.1 to the contract with Holabird & Root that increased their budget to include preliminary and final design (including the preparation of construction contract documents), as well as architectural services during construction.

On September 27, 2022, the Animal Welfare Board approved a letter of support for Resolution 107-R-22 and the replacement of the existing Evanston Animal Shelter building. This letter is attached.

Waiver of Purchasing Process

The construction of the new animal shelter is expected to begin in late winter/early spring. At that time, the existing building will be demolished and temporary animal shelter operations will need to be in place. The planning and design for these operations is in process, but there is not enough time to go through the normal bid process and construct the temporary shelter space and still maintain the schedule commitment to Cook County for project completion. Therefore, staff is recommending the waiving of the normal purchasing process for contracts over \$25,000. Instead of a publicly advertised bid for the temporary shelter improvements (which takes approximately 2 to 2-1/2 months), staff will solicit quotes from a minimum of four reputable contractors. The revised process takes approximately 2-3 weeks. Staff would still bring the selected contractor to City Council for approval.

Temporary Animal Shelter Operations:

The new animal shelter building is proposed to be built in approximately the same location as the existing animal shelter building. Therefore, locations for temporary animal shelter facilities need to be identified and modified to house animals. EASA uses a foster system to socialize animals and minimize the number residing at the shelter, but animals need to be housed during intake while they are processed and observed and during periods when they are available for adoption. As dogs and cats have very different shelter needs, it is reasonable to separate these

in order to find the most cost-effective solutions. These costs were expected, and funding in the amount of \$500,000 was allocated in the total project budget.

Providing a temporary shelter location for dogs is challenging. Shelter dogs are noisy and bark a lot; the noise generated eliminates most locations from consideration. In addition, they need to be in a space with industrial finishes, with flooring that can be washed down and drained to a floor drain system, HVAC with a high number of air changes per hour and with adjacent outdoor space for walking and other enrichment activities. On 9/12/22, City Council approved keeping the adjacent Recycling Center Building for future City storage uses. Now referred to as the Municipal Storage Center, staff is proposing to renovate the offices and a section of the warehouse to provide temporary shelter housing for dogs as well as providing space for administration and operation of the pet food pantry. The improvements are in design, and the estimated cost of the buildout is \$1,150,000 (note that some improvements being constructed are general improvements necessary to the building renovation and would be completed regardless of the temporary shelter operations - see Detailed Financial Analysis section). However, it will be necessary to hire a contractor to make the improvements.

Providing a temporary shelter location for cats poses a different set of challenges. Cats are relatively quiet and generate very little nuisance when properly cared for in a shelter environment. However, they need to be located in a space that is quiet in order to reduce stress. In addition, they need to have the proper finishes to promote comfort as well as cleanliness. In order to assist the City staff in completing the temporary shelter facilities, EASA has offered to negotiate the rental of a space and oversee the rehabilitation. The current preferred location is located at 535 Custer Avenue. The estimated cost for the rental and buildout is \$130,000. EASA will negotiate the lease agreement with the owner, and hire a contractor for the necessary improvements; the costs incurred for this will be deducted from their \$1,000,000 fundraising contribution.

In both cases, the design for the modifications will be developed and coordinated by City staff.

Construction Cost Inflation/Value Engineering:

Since the approval of the project budget in late 2021, construction inflation has been very high. The Engineering News Record indicates an increase in the Building Construction Index between September 2021 and October 2022 to be 10.4%. Since the City would bear the additional cost, staff has worked with Holabird and Root to complete some value engineering of the design. Examples of items that have been value engineered include the following:

1. The building courtyard, anticipated to be utilized for training and outreach events as well as animal enrichment has been change from a space enclosed by the building on three sides to an area adjacent to the building enclosed by fencing.
2. The sally port is an area adjacent to the loading dock which is to be used for the operation of a food pantry as well as receiving animals surrendered by the community and Cook County. This area was originally designed to be enclosed and heated for the purpose of providing comfort as well as animal security during the stressful intake process. It has been redesigned as an open-air, fenced space with gate and canopy. While this does not have the same utilitarian value for operations and storage of supplies, EASA has indicated that it is an acceptable compromise for their operations.
3. Exterior architectural features, such as a sloped roof, the quantity of glazing, have been changed to similar, less-expensive finishes. This will decrease the exterior aesthetic of

the building, but Holabird & Root has worked to find acceptable alternates that will fit in with the surrounding environments.

4. Interior finishes have been changed to less expensive alternates that provide a similar level of maintainability, such as polished concrete flooring in lieu of epoxy flooring. This affects the interior aesthetic.
5. The overall footprint of the building has been decreased from 11,000 SF to 8,900 SF.
6. Artificial turf in dog runs is limited to the runs used by the public, and gravel has been selected for dog runs used for dogs in holding.
7. Pavers are limited to the approach to the main entrance.
8. Decorative fencing is limited to the areas easily visible from the public along Oakton Street, and chain link fencing is used where the views are typically blocked by the building.

During this process, the project team worked to change items that did not impact compliance with CARP-related goals or level of service to the community. As construction inflation continues to increase monthly and bids are not due for several months, it is not clear if these changes will be adequate to meet the project budget.

Planned Use Development:

The animal shelter site is located in a Redevelopment Overlay District. This classifies the project as a Planned Use Development. The project is currently scheduled to be reviewed at the Land Use Commission on October 12, 2022. Following the review, the PUD will move to the Planning and Development Committee and the City Council for approval.

Next Steps:

The project is moving into a critical phase where a number of legislative actions will occur in the next few months. The following list is a schedule of upcoming actions (all dates are tentative):

Entitlement Process -

- 10/12/2022 - PUD hearing at the Land Use Commission
- 10/24/2022 - PUD ordinance and special use is introduced at Planning & Development Committee
- 11/14/2022 - PUD ordinance and special use is reviewed for action at City Council

Temporary Animal Shelter Facilities -

- 12/12/2022 - City Council recommendation for award for construction of temporary dog sheltering facilities at the Municipal Storage Center

Main Animal Shelter Construction -

- 11/24/2022 - Bid Advertisement is published
- 01/03/2023 - Bid opening
- 01/23/2023 - City Council recommendation for award

Detailed Financial Analysis:

The rental for the space of the temporary sheltering of cats and any improvements needed to support the cat shelter will be paid directly by EASA and deducted from their fundraising contribution. The total estimated cost is \$130,000, which leaves a remaining balance in their contribution of \$870,000.

The improvements needed at the Municipal Storage Center are divided between long-term improvements (needed to maintain ongoing municipal field operations with a requirement that they be complete prior to the operation of the temporary dog shelter) and short-term improvements (needed to support the use of a portion of the space as a temporary dog shelter). The table below indicates those improvements to be completed to support the temporary dog shelter:

Proposed Improvements	Estimated Cost
Municipal Storage Center Improvements	
- Demolition of deteriorated interior	\$ 60,000
- New exterior doors and window replacement	\$ 20,000
- Masonry wall partition	\$ 10,000
- Interior and exterior concrete repair	\$ 40,000
- HVAC, fire protection system, lighting	\$ 410,000
- General conditions, overhead and profit, bonds, construction contingency	\$ 270,000
- Design services	\$ 80,000
Sub-total	\$ 890,000
Temporary Animal Shelter Improvements	
- Plumbing (floor drains, etc.)	\$ 45,000
- Secure animal housing	\$ 65,000
- HVAC, ductwork	\$ 75,000
- General conditions, overhead and profit, bonds, construction contingency	\$ 50,000
- Design services	\$ 25,000
Sub-total	\$ 260,000
Total	\$1,150,000

Note that additional improvements (not included here) will be necessary for the long-term operation of the Municipal Storage Facility. Currently the estimated cost for the additional improvements beyond the immediate need is \$1,000,000.

The table below describes the funding for the different types of improvements:

Funding Purpose	Funding Source	Account No.	Available Budget	Estimated Project Cost
Municipal Storage Center Improvements	Proceeds from Sale of City Property at 2022 – 2026 Central Street	415.40.4219.65515 - 622001	\$900,000	\$890,000
Temporary Animal Shelter	2023 G.O. Bonds – Animal Shelter	415.40.4123.65515 - 620016	\$500,000	\$260,000
Total				\$1,150,000

Note that it will be necessary for the City Council to approve funding for the temporary animal shelter improvements as part of the 2023 budget process.

Attachments:

[Resolution 107-R-22](#)

[Letter to City Council from Animal Welfare Board](#)

107-R-22

A RESOLUTION

Authorizing the City Manager to Waive the Standard Purchasing Process For Construction and Improvements for the Temporary Housing of Evanston Animal Shelter Association Animals

WHEREAS, the City of Evanston owns and maintains an animal shelter in Evanston operated by the Evanston Animal Shelter Association (EASA); and

WHEREAS, the animal shelter building has been deemed to be inadequate for current animal shelter operations; and

WHEREAS, the City of Evanston has accepted a two million dollar (\$2,000,000) grant from Cook County for a proposal indicating the construction of a new animal shelter building and committing to a schedule for putting the new animal shelter into operation by November 30, 2023; and

WHEREAS, EASA has committed to providing a one million dollar (\$1,000,000) fundraising contribution to the construction of the new shelter facilities; and

WHEREAS, the total project budget predicts that temporary housing for shelter animals would be a cost incurred as part of the building construction; and

WHEREAS, the proposed shelter building is located in approximately the same location as the existing building, and it must be demolished prior to the construction of the new building; and

WHEREAS, EASA will continue operations during construction and needs temporary facilities to house animals during this time; and

WHEREAS, the City of Evanston desires to rehabilitate a portion of the Municipal Storage Center (previously known as the Recycling Center), located at 2222 Oakton Street, to accommodate temporary housing for shelter dogs and administration; and

WHEREAS, EASA desires to locate and rehabilitate a rentable space to accommodate temporary housing for shelter cats; and

WHEREAS, time is of the essence in completing the rehabilitation of the temporary housing prior by January 2023 in order to maintain the schedule commitment to Cook County,

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EVANSTON, COOK COUNTY, STATE OF ILLINOIS:

SECTION 1: The City Council of the City of Evanston authorizes the City Manager to waive the standard purchasing process for the construction of improvements related to temporary housing for shelter dogs and will allow a competitive procurement process utilizing the solicitation of quotes from a minimum of four (4) businesses.

SECTION 2: EASA will enter into the rental agreement and construction costs for space to provide temporary housing for shelter cats and will be fiscally responsible for the costs therein, with the understanding that these costs will count towards their \$1,000,000 fundraising contribution.

SECTION 3: That this Resolution 107-R-22 shall be in full force and effect from and after its passage and approval in the manner provided by law.

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Daniel Biss, Mayor

Approved as to form:

Nicholas E. Cummings, Corporation
Counsel

Attest:

Stephanie Mendoza, City Clerk

Adopted: _____, 2022

September 27, 2022

Honorable Mayor and Members of the City Council:

The Animal Welfare Board was established to set priorities and provide feedback to the Council related to issues regarding animal control and the Evanston Animal Shelter. Members of the Board have been aware of the need for a new animal shelter facility since the Board was formed. The Animal Welfare Board has been advocating for a new facility since 2018. Several members of the Board, including the current Chair, visited several Chicago area facilities with Shane Cary, Architect/ Project Manager at City of Evanston Public Works to gather information to help guide and create requirements for a new animal shelter.

The current facility is outdated and antiquated. The current building is not ADA compliant. The HVAC system is unreliable and has broken down over the hottest days of the summer posing a great risk to both the animals and humans inside. Also, there is no fire suppression system in the building. Additionally, most of the animals are housed in areas that were not originally intended for animal housing due to how the building is structured. The City of Evanston has known for many years that the building has outlived its useful life and needs to be replaced.

The Animal Welfare Board wholeheartedly supports the project that is being proposed to construct a new animal shelter on the current site, and unanimously requests the City Council pass the resolution before them to move forward with this long awaited and desperately needed project. The animals of Evanston and the Residents who love them deserve a new animal shelter.

Respectfully,

Animal Welfare Board Members

Kristi Bachmann, Chair 
Jenny Grist 
Anne Panek, Vice Chair 
Vicky Pasenko, Evanston Animal Shelter Association 

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