



Memorandum

To: Honorable Mayor and Members of the City Council
CC: Members of Administration and Public Works Committee
From: Erika Storlie, City Manager
CC: Lara Biggs, Bureau Chief - Capital Planning/City Engineer
Subject: Resolution 50-R-21, Directing City Staff to Issue an RFP to Study the Feasibility of Relocating the Civic Center
Date: April 26, 2021

Recommended Action:

Staff recommends City Council adoption of Resolution 50-R-21, directing City staff to issue an RFP to study the feasibility of relocating the Civic Center. The feasibility study would provide additional information to the City Council about potential costs of relocating the Civic Center. Additionally, the study would also inform the discussion regarding consolidation of city services in a single facility and what cost savings could be achieved from that possibility. Lastly, the study would provide information as to the feasibility of adding additional square footage to any potential new facility that could be utilized for additional institutional, educational, commercial or affordable housing uses. If approved, staff would issue a request for proposals (RFP) and return to City Council with the award of the RFP to a consultant who would conduct the feasibility study. Adoption of the resolution is not a vote to vacate the Civic Center, rather it is providing the information that the City Council and the community will ultimately need to make the decision to stay or to vacate when the time comes to make it.

Council Action:

For Action

Summary:

Staff is recommending hiring a consultant to conduct a feasibility study for providing a potential new site for co-location of the city hall and police/fire headquarters with the possibility of additional space for other possible uses. Scope for this study would include:

- Estimate of space needs, including features/recommendations developed as a result of the pandemic
- Evaluation of potential properties & locations
- Cost estimates

- Estimate of long term cost savings and community service benefits of co-location of City Services as well as potential partner provided services
- Evaluation of the value that may be added to a potential new facility of additional institutional, educational, and/or commercial space and/or affordable housing
- Estimate possible economic benefits of a relocated facility

The Lorraine H. Morton Civic Center was originally constructed in 1901 to be a catholic parish boarding school. In 1915, the building was sold to the Sisters of Providence who named the school the Marywood Academy, and operated the school until it closed in 1970. The City of Evanston acquired the building in the 1970's, and relocated the city hall from downtown Evanston to the location at 2100 Ridge Avenue following a minimal rehabilitation of the building. In 1997, the cost of needed improvements became apparent, as a number of the building systems required improvements. This began a community discussion over the relocation of city hall and the repurposing of the property versus the cost of rehabilitation, which continued until approximately 2009, when a decision was made to continue to occupy the building. In 2010, the roof was replaced for approximately \$1.7 million. In 2019, the elevators were modernized at a cost of \$400,000. A number of interior renovation projects have been completed, mostly by facilities management staff. No other renovations of major building systems have occurred in decades.

On July 9, 2018, City Council approved a contract with Grumman/Butkus to analyze the lifecycle costs of different options for overhauling the building's HVAC system. During the study, several critical issues were identified:

- Multiple components of the HVAC heating and cooling systems are failing, including a substantial portion of the distribution system piping which has corroded out from the inside and needs to be replaced
- The existing layout and design of the cooling system is maintenance intensive and takes a substantial amount of staff time to keep in operation, far more than would be expected for a building of this size
- The building's electrical system is undersized for its current demand and the main switchgear is at the end of its useful life, and the layout of the switchgear and distribution panels do not comply with current building code. Any upgrade of the HVAC system will require the electrical system to be rehabilitated in order to supply adequate power

The estimated capital cost for the replacement HVAC and electrical system in 2019 dollars is more than \$10M. Since then, two emergency repair projects on the boiler system have been completed to keep the building in operation: replacement of the feedwater tank in 2019 (\$109,000) and replacement of the boiler burner system in 2020 (\$113,197). Neither project substantially changes the ultimate rehabilitation cost for the HVAC and electrical systems. In addition, water leaking into some 3rd and 4th floor offices and upper floor water pressure issues that have developed indicate there are likely to be at least two emergency purchases in 2021/22 - one for roof/gutter repairs and another for plumbing replacement.

Two items have been identified that were not addressed in the Grumman/Butkus Study, which may substantially change the design of the HVAC and electrical systems:

1. On 12/10/18, the City Council adopted Resolution 105-R-18, the Evanston Climate Action Resiliency Plan (CARP). CARP contains a goal to require net zero greenhouse gas emissions building codes for residential and commercial new construction and

retrofits by 2030. The options for the replacement of the Civic Center HVAC need to be re-evaluated considering this goal.

2. The pandemic has raised awareness of the importance of proper ventilation and air filtration in commercial buildings. This should also be considered when choosing the replacement technology for the new HVAC system.

Both of the options have the potential for changing the recommended alternative and increasing the estimated cost for the HVAC and electrical systems.

Security:

Security at the Civic Center has been a concern for many years. Theft has been a recurrent problem. There is very little control on which building areas are easily accessed by the public. In addition to general concerns about safety of staff and community members exacerbated by the lack of access control, the layout and lack of a central lobby with a receptionist has resulted in a poor customer service experience for community members. Unless a person has previously visited the office that is their destination, they often cannot find it without assistance. Staff are frequently interrupted by people who need directions to get to the right place within the building. Community members will often have a concern and will drop-in for a discussion without an appointment. These interruptions adversely affect staff productivity. The ongoing pandemic and the lack of control over who can access private office spaces has further heightened concerns about safety.

Because of the layout of the building, it is difficult to retrofit the building with standard security measures. In order to channel the public into those areas intended as public spaces, some changing of walls and door locations is required. Because moving walls typically involves modifications to the HVAC and electrical systems, it is recommended to complete this work simultaneously with work on the HVAC and electrical system.

Other Considerations:

The building needs other miscellaneous retrofits. With any substantial construction work, Asbestos Containing Materials (ACM) will need to be remediated. There are ongoing issues with water leaking into the building through some windows or through the roof gutter system which needs to be addressed. The building also needs further modifications in order to be fully ADA compliant, such as with the main entrance off of Ridge Avenue, office door replacements and interior building signage.

In addition to the estimated cost of needed improvements, the existing building's use as an office building is not ideal for other reasons. There is no central lobby, nor is there one main entrance. Rooms are non-standard in size, creating inefficiently used office spaces. Mens and women's restrooms are unevenly distributed. Hallways are wider than normal, creating more wasted space. The building wiring was not designed to support modern office electrical needs, and the solid walls make uniform distribution of the building wi-fi system a challenge.

The existing civic center is approximately 120,000 sq ft of space. If city hall were to move to a more modern office space that is efficiently laid out, a cursory calculation of space needs by staff indicates a space requirement of approximately 70,000 sq ft. This should be verified by a consultant.

Police Fire Headquarters:

The Police/Fire Headquarters building was originally built in 1949 to house the Evanston Police Department, the Municipal Court and a five-bay fire station. It was originally designed for a total of 87 police staff and 10 court personnel. The municipal court was eventually moved to the Civic Center, the fire station portion was repurposed, and the fire headquarters were

relocated to this location. In the late 1990's, staff recommended building a new police headquarters with the same square footage on a different site in order to meet the needs at that time, but this recommendation was not acted upon. A renovation of portions of the building was completed in 2002. The building currently houses approximately 220 Police and Fire Department staff. Like the Civic Center, the Police/Fire Headquarters is woefully outdated and does not meet modern standards for holding cells, victim services support and overall security. The Police Fire Headquarters also needs a significant capital improvement investment. Staff has not completed a comprehensive analysis, but the following is a partial list of issues that should be addressed:

- Replacement of HVAC chillers
- Fire prevention system repairs
- Foundation repairs (there is periodic seepage into the basement)
- Security improvements
- ADA improvements
- Locker room renovations
- Fiber network upgrades

The estimated cost of these improvements needed over the next five years is \$5.5 million. If a full study of the police department needs were to be conducted, it is likely that additional needed repairs would result in a higher cost.

There are other challenges with the existing building. There is not sufficient space for current staffing levels. The building is not well laid out for the current use (e.g. locker rooms are located on different floors including the basement, parking for police vehicles is limited, the data closet is too small for the desired use and needs a better cooling system, the design of the building creates challenges in creating secure areas).

If changes or additions to police department staffing move forward, the building is not set up well to adjust. There is no extra space to convert to additional offices or interview spaces. Collaborations with staff from other city departments is complicated by the police building being located at a different site, particularly when those interactions would benefit from staff being able to collaborate in a shared space.

Attachments:

[50-R-21 Authorizing Feasibility Study for the Potential Relocation of the Civic Center](#)

50-R-21

**A RESOLUTION
AUTHORIZING A FEASIBILITY STUDY FOR THE POTENTIAL
RELOCATION OF THE CIVIC CENTER AND POLICE/FIRE
HEADQUARTERS**

WHEREAS, the City of Evanston, Cook County, Illinois (“City”), is a home rule unit of government and, pursuant to the provisions of Section 6(a) of Article VII of the Illinois Constitution, may exercise any power and perform any function pertaining to its government and affairs; and

WHEREAS, the Lorraine H. Morton Civic Center located at 2100 Ridge Avenue was originally constructed in 1901 to be a Catholic Parish boarding school; and

WHEREAS, The City of Evanston acquired the building in the 1970’s and relocated the city hall from downtown Evanston to the location at 2100 Ridge Avenue following a minimal rehabilitation of the building; and

WHEREAS, as the cost for needed improvements to the building continue to increase, a discussion began as to the potential relocation of City Hall; and

WHEREAS, in 2018 an analysis of the building’s HVAC system revealed several critical issues, including the failure of multiple heating and cooling systems and an insufficient electrical system; and

WHEREAS, the estimated capital cost for the replacement HVAC and electrical system is more than ten million dollars (\$10,000,000.00); and

WHEREAS, the City’s Climate Action Resiliency Plan (CARP) contains greenhouse gas emission goals which affect the options for the rehabilitation of the building’s HVAC system; and

WHEREAS, there are also security concerns associated with the layout of the building because there is little control over certain areas of the building which are easily accessed by the public; and

WHEREAS, Evanston Police and Fire Headquarters also needs significant capital improvements; and

WHEREAS, some of the many items that need to be addressed at Police and Fire Headquarters include replacement of HVAC chillers, foundation repairs, security improvements, and fiber network upgrades; and

WHEREAS, the estimated cost of improvements at Evanston Police and Fire Headquarters over the next five years is over five million dollars (\$5,000,000.00); and

WHEREAS, there is a need for a feasibility study of the possibility of consolidating the services into a single facility containing both the operations of the Civic Center and Evanston Police and Fire Headquarters because such a study would provide additional information about potential costs of relocating the buildings and would also inform the discussion regarding consolidation of city services in a single facility and what cost savings could be achieved from that possibility; and

WHEREAS, the City Council finds that it is in the best interests of the City to direct City Staff to issue a Request for Proposal (RFP) to study the feasibility of relocating the buildings.

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

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SECTION 1: The foregoing recitals shall be and hereby are incorporated in this Section One as if said recitals were fully set forth herein.

SECTION 2: City Staff is directed to issue an RFP to study the feasibility of relocating the Civic Center and Police and Fire Headquarters.

SECTION 2: This Resolution 50-R-21 will be in full force and effect from and after the date of its passage and approval in the manner provided by law.

Stephen H. Hagerty, Mayor

Attest:

Approved as to form:

Devon Reid, City Clerk

Nicholas E. Cummings, Corporation
Counsel

Adopted: _____, 2021

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Memorandum

To: Honorable Mayor and Members of the City Council
CC: Members of Administration and Public Works Committee
From: David Stoneback, Public Works Agency Director
Subject: Resolution 48-R-21, Authorizing the City Manager to Execute an Intergovernmental Agreement With the Village of Skokie, Illinois, for use of Property in Fire Department Training
Date: April 26, 2021

Recommended Action:

Staff recommends City Council adoption of Resolution 48-R-21, Authorizing the City Manager to Execute an Intergovernmental Agreement With the Village of Skokie, Illinois, for use of Property in Fire Department Training.

Council Action:

For Action

Summary:

As part of the mediated negotiations between Evanston and Skokie regarding the water supply agreement, the parties were also able to negotiate an intergovernmental agreement (IGA) for the use of the Skokie drill tower by the Evanston Fire Department (EFD) for training purposes.

In exchange for Evanston continuing to operate, control and provide records for Skokie's water pumping stations, EFD will be able to train at the tower without any annual cost. However, if during any calendar year annual expenses to maintain, refurbish, renovate or enhance the tower exceeds \$30,000, then Evanston will participate equally with Skokie for the costs that exceed \$30,000.

If for any reason the tower IGA is terminated, Skokie will pay Evanston to operate, control and provide records for Skokie's water pumping stations. The value to perform these services is established at \$19,000 in 2021 and increases annually by 2.5%.

Attachments:

[Fire Tower IGA](#)

[Resolution 48-R-21](#)

**INTERGOVERNMENTAL AGREEMENT FOR THE USE OF
SKOKIE FIRE DEPARTMENT TRAINING TOWER
WITH THE CITY OF EVANSTON, ILLINOIS**

THIS INTERGOVERNMENTAL AGREEMENT is made this ____ day of _____, 2021 (hereinafter "IGA"), by and between the VILLAGE OF SKOKIE (hereinafter "Skokie") and the CITY OF EVANSTON, (hereinafter "Evanston"), both Illinois municipal corporations (hereinafter collectively "Parties").

WHEREAS, Article VII, Section 10, of the *Constitution of the State of Illinois* provides that units of local government may contract or otherwise associate among themselves to obtain or share services and to exercise, combine or transfer any power or function, in any manner not prohibited by law; and

WHEREAS, the Intergovernmental Cooperation Act provides that any powers, privileges, functions or authority exercised or which may be exercised by a public agency may be exercised, combined and transferred and that public agencies may enter into agreements in furtherance of powers granted to them, 5 ILCS 220/1 *et seq.*; and

WHEREAS, the Parties are units of local government and public agencies, and as such, have the authority to enter into this Agreement; and

WHEREAS, the Skokie Fire Department has an objective of providing premier public safety services to Skokie and its surrounding communities and understands that the preparation of firefighters to provide the highest level of service requires ongoing training; and

WHEREAS, the Parties have been participants since at least 1972 in a mutual aid relationship as allowed by the Illinois Compiled Statutes, 65 ILCS 5/11-6-1, establishing a mutual response and assistance system among North Suburban communities in the Chicago area; and

WHEREAS, Skokie constructed a Drill Tower (hereinafter "Tower") in 2003 for firefighter training and Evanston desires to have access and use of the Tower for its firefighter training and Skokie desires to provide such access to the Tower to the Evanston Fire Department consistent with its commitment to provide premier public safety services to its surrounding communities; and

WHEREAS, Evanston, as a user of the Tower, has participated financially in the renovations and improvements of the Tower including extensive maintenance in 2012; and

WHEREAS, the Parties, acting through this Intergovernmental Agreement, are establishing a mutually beneficial relationship to provide training for the Parties' firefighters through use of the Tower; and

WHEREAS, Evanston, as a user of the Tower, has previously participated financially in the renovations and improvements of the Tower and pursuant to this new IGA shall participate equally with Skokie in the use, maintenance, refurbishment, renovation and enhancement costs of the Tower, (hereinafter "Tower Costs"), when any calendar year annual expenses exceed \$30,000;

NOW, THEREFORE, in consideration of the promises, obligations, provisions and conditions stated hereinafter, the Parties agree to the following: