

Recommendations from:

The Citizen's City Center Committee Appointed by the City Council, September 2006

In September 2006, the City Council approved RESOLUTION NO. 4A:

The Citizen's City Center Committee (CCCC) shall provide guidance, propose options, and make recommendations to City Council concerning:

- 1.) Current and future office space requirements for citizens and Village staff.
- 2.) Remodeling the current building to meet space and functional requirements.
- 3.) The potential for relocating the Public Works Department and other City services outside the Village
- 4.) The potential for developing police and fire space requirements jointly with South Metro Fire District
- 5.) New construction design concepts and styles reflecting the history and character of our Village
- 6.) Anticipated cost ranges for development and design options
- 7.) The use of residents of Cherry Hills Village to volunteer to provide design, project management, and building expertise.
- 8.) Treatment of the Village Center Property in the Master Plan
- 9.) All other matters the CCCC believes after study should be considered by City Council before any long term planning, development, modification, or construction is begun concerning the Village Center Property.

From September 2006 through May of 2007 the Committee held regular meetings to address the issues raised by the council. What follows is an annotated, executive summary of the recommendations, opinions and thoughts that came out of the Committee's meetings. More specific documentation can be obtained from the full record of the Committee's activities which is available to the public at the Cherry Hills city center.

Summary of Conclusions and Findings

The detailed recommendations in this report provide an explanation of the review and analysis that lead to certain conclusions by the Committee. These findings served as the basis for the program recommendation presented in this report. The summary below is a synopsis of the primary conclusions and findings emanating from the Committee's deliberations. These conclusions include:

1. The current Village Center facilities are inadequate for today's needs due to a variety of factors
 - Village services have increased and therefore employment has grown from 25 in 1980, when the most recent expansion to the Village Center happened, to 40 in 2007. Employee growth has occurred in police, public works and general administration
 - The addition of Parks and Recreation, approved by Village residents, has also increased employment by adding a new function
 - Public Works equipment has increased as services have been improved, requiring more storage space
2. The South Metro Fire Department is in need of a new facility for similar reasons. Accommodating this facility at the Village Center location preserves the current service standard for the community. Relocation to another location has been explored by the District with no feasible option identified.
3. The size of the proposed new facilities are not excessive in relation to current needs, provide modest sized office and meeting space and address increased public participation at council meetings. There will be minimal, if any, space available for future staff growth. Building design that would allow future expansion via an addition is appropriate.
4. Locating some or all Public Works facilities outside Village limits will not place them farther away than distances managed by other municipalities. It is common to find public works facilities between 5 and 10 miles from the neighborhoods served by these departments.
5. Remodeling the existing Village Center is an expensive option and does not avoid the need for additional space. We have concluded this approach is very likely as expensive as new construction and may complicate phasing of facility development and personnel relocation.
6. Minimizing flood plain remediation and utility relocation offer opportunities to avoid costs associated with a new facilities plan. Accordingly, keeping utilities in place as currently constructed within a utility easement makes sense. This corridor could also serve as the primary access route to the Village Center.
7. The new facilities should be developed to a 40 year useful life standard.
8. Incorporating Green and Sustainable building standards into the new facility is an appropriate goal.
9. The City should create a cul-de-sac on Meade Lane between the northern edge of Meade park and the current location of the fire station.
10. The City will need to revisit the land exchange, and the attendant economics, with the Fire District due to the probable reconfiguration of site development.

that the original 2004 number was a broad estimate and not as detailed as the 2005 number. A new budget was prepared with a slightly higher cost per SF, more site work and land acquisition. Approved budget was now **\$7,182,761**.

As the architects worked on Schematic designs, a general contractor was brought on to the team to do actual cost estimating. In their estimate of August 2005, the cost per square foot was substantially increased by over \$100/SF; site work was again expanded while contingency reserve and fees increased to match a more expensive building. Budget presented to council was now: **\$11,116,821**.

Two rounds of value engineering resulted in some cost savings to the project. The last cost estimate, presented in December 2005, was **\$10,929,168**. While it does not appear to be a considerable reduction it should be remembered that in August 2005 hurricane Katrina hit New Orleans and the cost of construction was significantly affected in the months following that event. In some cases it was reported that an increase cost of as much as 15% was being seen in some areas of the country.

As we are now past Katrina, the industry has seen a leveling of that event. However the cost of oil is now markedly higher so transportation, steel costs, asphalt and almost every other product that goes into a building is higher since 2005.

1.) Current and future office space requirements for citizens and Village staff

A: Village Center Building: (houses the village staff, police functions, community development, court functions and public areas)

A tour of the building and its current functions, staff and storage areas, quickly proves the need for additional space and upgraded facilities. The Committee reviewed the Final Program Verification, prepared in April 2005 by the Davis Partnership and discussed potential changes to personnel and organization with current staff. Naturally, when a new city manager is retained some additional changes may take place, however the program seems to have adequate opportunity for that eventuality. In this final edition of the program several changes were made to reduce the scope and size of the building. There does remain some limited opportunity for future staff growth, but only in a few areas. The sizes of the assigned areas are in fact slightly small as compared to most current administrative buildings. Little about the current buildings have changed as the village has grown and citizen's expectations of the village staff have broadened.



B: Village Public Works Building:

The City's Public Works Department has undergone significant changes since its current facility was placed in service. Increases in staffing, City-owned equipment and the Department's functional responsibility have all contributed to this change. In addition, the Department now includes staffing for the parks and recreation duties.

The Public Works Department currently utilizes a facility that is comprised of 2,856 square feet of office space and a storage yard of 12,000 square feet. The current proposal would increase the office space to 8,700 square feet and include a yard area of 24,000 square feet. The City owns 42 pieces of equipment, some used throughout the year while others are more seasonal or used periodically. The City also includes fuel storage and pumping (for public works and police vehicles which is shared by South Metro Fire) as part of its facilities. Finally, various materials, such as mulch and sand, are stored on site.

Growth in City owned equipment relates directly to an increase in service levels. For example, at one time the City contracted for street sweeping services. Today, the City owns two sweepers to allow for street sweeping as needed in order to reduce dust and other airborne particulates. The addition of Parks and Recreation duties has also increased equipment necessary for this function.



Growth of staff and equipment is one aspect of the need for new facilities. A second is operational defects given the current facility. Delivery of material (sand, gravel, mulch, etc.) is complicated by the inability to easily operate or maneuver the trucks generally used for delivery. The Public Works site now houses far more equipment than in the past. The City also lacks a garage capable of providing necessary maintenance for equipment which requires scheduled maintenance service or occasional repair.

RECOMMENDATION #1: That the programmatic needs outlined in the most recent Davis Partnership program be adopted as the building program for all new facilities,

2.) Remodeling the current building to meet space and functional requirements

In 2000, the village staff retained an architect to assess the needs of the village and the possibilities of adding on to the existing buildings to accommodate the current and future growth of staff and equipment. It was determined at that time that the foundations and roof structure of the existing buildings were not designed to take additional loads so adding a second story was not possible.

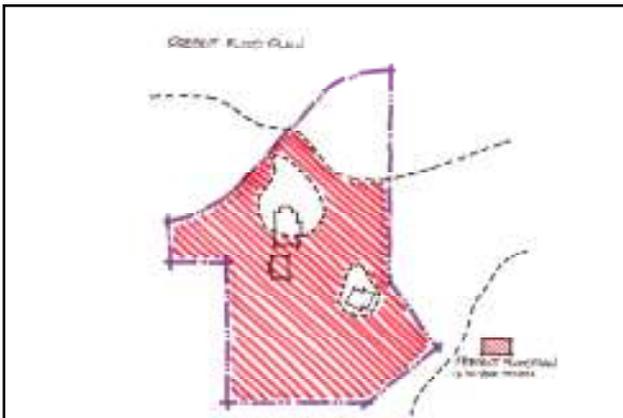
The Committee considered adding additional space around the buildings. It was determined, however, that the current buildings are deficient in several areas:

1. The original building, designed in the 1960's, lacks many of the current required standards for accessibility and safety. No handicapped facilities, no fire suppression, limited toilet facilities for staff and public. In order to expand the current building, these would be required to be added. In the instance of fire suppression (sprinklers) which would need to be added in the old building, the cost would be very high and the result very unsightly.

2. Energy efficiency was almost unheard of in the 60's. Very little insulation was used in the construction of the buildings. The Committee brought in Mr. Mark Sheldon, AIA from David Owen Tryba, Architects to discuss the long term costs for the city to continue using the current building relative to energy. Based on knowledge of the 1960's building technology it was estimated that new construction is perhaps three to four times better in reduced energy use. New construction would result in long term savings for the city. While adding insulation and energy efficient mechanical equipment is possible the costs are high and results only partially effective.



3. It has been determined that a large portion of the current village center and the public works building are built within a flood plain. Mitigating this issue is cost prohibitive and likely beyond the means of the village without relocating the buildings.



Shaded areas are within the designated flood plain and include: all of public works, the police station and major portions of parking areas

4. The fire station is on an island in the middle of the flood plain. In the event of a 100 year flood, access to the community from the fire station, and access to the station by safety personnel may be prohibited. This is a safety issue especially in the event of flooding when their services would likely be most needed. Relocating the fire station to "higher" ground would necessitate a rearrangement of the buildings and parking areas on the site.

5. While a subjective assessment, the current buildings, paved areas, fire station and general organization on the site, lack a cohesive presence for the "front door" of the village. Fences, building and signage have been added haphazardly over time. Utility trucks, gas pumps, piles of sand and gravel, unused materials, storage tanks and trash are quite evident on the site. The fire station, which is a totally different architectural expression, looms over the rest of the buildings. The village center building, while interesting in the 1960's, has served its useful life and should be replaced.

6. The courts are now held in the Village center. Activity of the courts has significantly increased over the past several years. Security is very limited and the number and type of crimes has increased. This

lack of security presents a very real danger to those involved as well as the other members of the staff who are in proximity to the court hearings.

RECOMMENDATION #2 : That the current buildings continue to be used for village staff and services until such time that new facilities be constructed, then the current buildings should be torn down and replaced with parking and open space, see Recommendation # 5.

3.) The potential for relocating the Public Works Department and other City services outside the Village

As more fully discussed in Section 5 below, the construction of a new Village Center Building is going to allow a new “campus” concept to be developed that will be a center/focal point for the City by incorporating more outdoor space and park land for the citizens to enjoy.

The unique configuration of land currently owned by the City provides a compelling opportunity to implement a key part of the recommendations of the Blue Ribbon Panel by creating an expanded park and open space as part of the Village Center complex. The Committee discussed and unanimously decided that one of the ways to help provide more open space/park land in the center of the community as recommended by the Blue Ribbon Panel, without having to purchase any additional high cost land, is to relocate the public works yard to a more industrial area, most likely in the area of South Santa Fe. This would allow the incorporation of land that would otherwise have been used to construct the public



works yard as an expansion of John Meade Park. By relocating the public works yard and facilities to an off-site location, the Village is able to accomplish the goals of the Blue Ribbon Panel in a straightforward and economically efficient manner. To attempt to create such a setting of contiguous parcels in the middle of the Village from scratch, would be extremely difficult, if not impossible, to do and the cost would be extraordinarily high. This is a compelling opportunity to create a functional and picturesque Village Center surrounded by open space/park land, and the relocation of the public works yard and facilities to an offsite location is a key component to this project.

The most significant concern raised and discussed by the Committee was the increased distance to service the entire Village. The Committee contacted fifteen municipalities throughout the Denver metropolitan area regarding various aspects of their public works functions.

The Committee’s survey of other municipalities found that public works facilities are almost never located next to City Hall. This was due to the fact that a City Hall building and a public works yard are incompatible uses in the same development, as the City Hall is usually located in business/commercial zones and sometimes residential zones, while the public works facilities are located in industrial zones.

As our Village Center is located in a residential community, the public works yard and facility is an incompatible use.

The Committee's research found that the distance from many cities' public works yards to the farthest point in the city was often 8-10 miles, and in some cases as far as 15 miles, while a relocation of the public works yard to a location along South Santa Fe between Hampden and Belleview would be within 3-5 miles of the majority of the Village, and less than seven miles from the furthest location in the Village. Accordingly, the distances are well within the range of distances experienced by other Cities in the Denver Metropolitan Area and should not have a negative affect on the services provided to the citizens. Additional data from the Committee's surveying of local municipalities is available for City Council's review.

A relocation of the public works yard is also more in keeping with the residential neighborhood in which the Village Center is located and will also result in less flood plain mitigation work which will be required during the construction process. During the process to construct a new Village Center in 2005, there was considerable concern raised by many neighbors in the surrounding areas regarding the public works yard and facilities and the relocation would also address those concerns.

RECOMMENDATION #3 : The Committee has concluded that it would be advisable to locate the public works portion of proposed Village Center to a nearby site that is more industrial in scope. This would allow for a less congested, more appropriate design of the Village Center and create additional open space through an expansion of John Meade Park that would be in keeping with the baseline themes and recommendations made by the Blue Ribbon Panel. While most Public Works equipment and material would be based at a new location, some facility should remain for activities such as snow plow deployment and housing seasonal equipment such as trail mowers.

4.) The potential for developing police and fire space requirements jointly with South Metro Fire District

In December 2006, the Committee met with Mr. Richard MacGowan of the South Metro Fire Rescue District, (SMFR). The purpose of the discussion was to provide a history of the discussions to date between the Fire Station and the village center. SMFR has made every attempt to find another site for their facility that would be as effective as the current one. The central location provides a particularly good site from which to operate for the safety of the entire village. There simply are not any other sites available. Therefore SMFR is committed to staying in the village center.

It was noted earlier that the current fire station is on an island, surrounded by flood plain, and that the building architecturally is incompatible with the other buildings. In addition, it is too small to house the current staff. The original building was designed for part-time occupancy and male staff only. It now has full time staff and female fire fighters. Therefore the SMFR is also committed to replacing the current building. A new facility would need approximately 8,500 SF and adequate paved areas for parking and maneuvering the fire equipment. They also would like very much to relocate the facility to a point closer to Quincy Street to improve access. SMFR has looked at the issue of safety being so close to the school and feels it is not anymore hazardous than the current situation.

The members of the Committee inquired about the possibility of combining police and fire activities into one building. SMFR has done this previously, with great success. There are some opportunities for shared program needs though these are limited. The greatest advantages are sharing of telecommunication services, rapid communications between safety personnel, shared parking and shared locker/toilet facilities for staff.

One additional thought that was discussed centered on retaining police services from outside the community to reduce the amount of building required to house a police department. The current program for the police department is over 20% of the entire building program and the police budget is a significant part of the village annual budget. However, following discussion it was unanimously felt that the police department should be maintained and well equipped for the safety and security of the village residents.

RECOMMENDATION #4 : That the Council make every attempt to combine the facilities of the SMFR and the CHV police and locate these new facilities adjacent to Quincy Street. Further that the council negotiate a significantly larger “credit” from the SMFR for the use of prime land within the Village center.

5.) New construction design concepts and styles reflecting the history and character of our Village.

The Committee reviewed and discussed the proposed site and building drawings prepared by the Davis Partnership in 2005. After considerable discussion regarding the site, we felt another approach to solving the site organization might be considered.



The 2005 illustrated above, requires the following:

site plan, as

- a. Existing buildings need to be removed at the start of construction, necessitating temporary structures for all village services and personnel and SMFR personnel and equipment.
- b. Significant site work is required, at a fairly high cost to mitigate the flood plain issues. Locating the buildings as shown requires this work.
- c. Relocating Meade Lane requires street level construction and as proposed requires utility relocations and reconnections, again at a high cost to the village.
- d. The proposed building turns away from the intersection of University and Quincy and does not appear to invite the residents on to the campus.
- e. Public works to be left at the village center site, and what could be open space used for material and equipment storage.

RECOMMENDATION #5A SITE PLANNING: The Committee recommends the following as depicted in the site plan below:



- a. That the utility corridor that currently exists, remain in place and the new development work around its location.

- b. That Meade Lane be eliminated from the village center property and a cul-de-sac be built to allow access to all privately held properties to the south of the village center. Emergency access to the village center from the cul-de-sac needs to be considered. Land that would have gone to the roadway, be used for building development.
- c. That the land closest to Quincy Avenue be used for building of a new Village Center and the SMFR building.
- d. That as noted in Recommendation #3, the Public Works Department be relocated to another site.
- e. That flood plain mitigation be limited as much as possible and that parking or paved areas be permitted to exist in flood plain as is allowed by code.
- f. That as much open space as possible be preserved for the use of CHV residents.
- g. That a “campus” concept, including the Cherry Hills Elementary School be developed to include the new Village Center, the fire department and outdoor spaces for residents so that the area feels like a “Center” for the community.

RECOMMENDATION #5B DESIGN CONCEPTS AND STYLES:

The “architectural style” of the building proposed in the 2005 Schematic Designs prepared by the Davis Partnership, seemed a blend of contemporary design, economical detailing and traditional materials. The forms and arrangement of the building components while functional did create a number of unusual shapes which may have added to final budget. Simplicity in form and detail should be considered while continuing to express the stability, dignity and graciousness of Cherry Hills Village. Ultimately the design of the built campus will be the domain of Council and the new architectural team, but the Committee’s thoughts regarding standard are as follows:

Style is a very subjective issue. When designing for an entire community it becomes difficult please everyone, especially when working within a limited budget. Some may prefer a “residential scale and feel”, while others may look for more contrast between the buildings and the residential homes around them. In the case of CHV, the scale of some of the neighboring homes will be larger than the 16,000 SF of the Village Center. (Original program minus the police and public works square footage).

Rather than picking a “style”, we prefer to recommend a character. It would seem prudent to design the “campus” of the village center to be a focal point in CHV. The village center, CHV school, and the fire department will be our “architectural” heart. Open space, parks and trails may reflect our spirit, but the place we will go to for services is the Village Center. It should be a place that is open, inviting and extends a welcome to all who enter. Residents, old and new should feel a sense of place, a central place in the community. It should be a visible anchor in the fast pace of University and the active life that surrounds the school. Much like the traditional market place it should “feel” like the community center.

Materials should be durable, both inside and out. All of the construction should be as “green” as is possible to encourage that in others of the community. Being “green” will also reduce the long term costs to operate our buildings and may make us eligible for grants to help reduce the initial construction cost. Landscape and open space should permeate the entire campus. Signage should be clear and consistent. As now, seasonal color in flags and banners would be a benefit. Bike, horse and pedestrian trails should fan out from the village center. An exterior place for activities such as the festival, community gatherings and neighborhood events need to be included and part of the site plan.

As the existing building has served the community well, it would be a gracious gesture if some part of the building or some materials from the building could be used in a creative way in the new campus. Examples might include a pavilion built from the timbers of the Council chamber, reuse of the brick as a wall surrounding an outdoor court, or a sculpture made from the structural steel of the building. There may be design characteristics of the existing building that can be incorporated into the new facility.

Finally, we would recommend that the Council include in the project budget an allowance for public art. Many municipalities do this as a matter of course for any new construction. Budget amounts vary, but as an example, Denver fixes the amount at 1% of the hard construction cost.

6.) Anticipated cost ranges for development and design options

The final cost estimate from the original project manager in 2005, was \$10,929,168, say for argument, \$11,000,000. Since the last cost estimate was 24 months ago, inflation has increased construction costs though some savings are possible, as listed below

RECOMMENDATION #6 : The following are areas the Committee sees as possible cost reductions. The amount of savings however should be determined by the constructing team:

- a. Leave existing utilizes in their present placement on site.
- b. Eliminate the cost of a roadway from Quincy to the south end of the property, but add the cost of a cul-de-sac.
- c. Reduce the amount of flood plain mitigation.
- d. Share police and fire functions to reduce that number of SF required for construction.
- e. Design the buildings to allow the continued use of the existing buildings through construction.
- f. Purchase or lease land outside of CHV for Public Works. Build PW buildings with more utilitarian materials and forms than would be required in the heart of the village.
- g. Renegotiate the agreement with SMFR to obtain a larger contribution for their use of prime land that cost the village \$1,320,000 to acquire.

7.) The use of residents of Cherry Hills Village to volunteer to provide design, project management, and building expertise.

The Committee applauds the Council for its efforts in garnering public input and support for this extremely important component of the village. The public should now be more aware than ever of the need for new facilities and the issues related to building such facilities. Not every resident will agree or support the undertaking of building new facilities. Every resident will however be pleased to take advantage of the services the village does provide. Yet those services, be they fire, police, or public works, can not for long operate in the conditions as they now exist. Bringing in residents to see, study and help solve these issues is a very good idea and a wise use of latent talent.

RECOMMENDATION #7: The Committee encourages that the council to use the expertise and knowledge that is so apparent in this community, for the undertaking ahead of them. It should be noted that the role of the “volunteers” must be advisory in nature so as to limit the potential liability to both the citizens and village administration.

8.) Treatment of the Village Center Property in the Master Plan.

It is without question that the Village Center should remain in the present location. Its ultimate form and organization will be decided by others. However, the Committee believes strongly that the heart of the village should remain at University and Quincy. Paths, trails and open space around or near the village center should focus toward the built environment.

RECOMMENDATION #8: The Master Plan should assume the continuation of the present site of the Village Center as it is currently used. Planning for the eventual relocation of the public works department in whole or in part to another site.

9.) All other matters the CCCC believes after study should be considered by City Council before any long term planning, development, modification, or construction is begun concerning the Village Center Property.

The Committee takes this opportunity to share some ideas or thoughts that were discussed but were not unanimously embraced as are the recommendations. The council should be aware of these as they may come up in public discussion. They were however, for one reason or other, not accepted as part of the final report. It should be noted, that several members of the community sat in on Committee meetings and were encouraged to participate. Some ideas came from Committee members, others from staff or community participants. All ideas were given in a sincere effort to assist the council in their deliberations.

- a. The existing building, (village center) was designed by a well know local architect and should be preserved as a historic structure.

- b. Village public works could be “farmed out” to private contractors or shared with one or more of the surrounding cities.
- c. If sharing of public works services is not possible, perhaps sharing of space might be possible for storage of sand, gravel, fuel and equipment.
- d. A broader scope of services, including retail, should be considered for the Village Center to assist in offsetting the cost of construction and operation.
- e. Remodeling the existing Village Center in lieu of construction.

SUMMARY:

As noted in the recommendations, we feel strongly that there exists a true need within the Village for improved, energy efficient and adequate facilities to provide the necessary and expected services for a community of this caliber. As the village has changed in the past 50 years so have the needs of the citizens of CHV. Some recent examples: all the parks and trails within the Village are now our responsibility not South Suburban Park district; CHV has twenty five full time police staff, four cruisers and two motorcycles while ten years ago we had only six officers and two cruisers. No one wants less police protection; CHV infrastructure is aging and will need ever more effort to maintain. Without appropriate facilities, the growing needs of this community can not and will not be met. While the cost will need to be born by the citizens, the costs of not providing such facilities will ultimately be greater. As a final thought it is now and it will become more difficult to attract qualified personnel to the village as the environment in which they are expected to work, continues to deteriorate.

We, the members of the Citizen's City Center Committee, recommend that the CHV Council move as quickly and expeditiously as possible to replace the existing Village Center with new, energy efficient and functional facilities so that the citizen's of the Village may continue to receive the level of services they have come to expect.

The Citizen's Committee on the City Center wishes to thank the Council for their support and encouragement in the process we have just concluded. The assistance of the Interim City Manager Eric Ensey, and Councilmen Russell Stewart and Scott Roswell was invaluable.

We stand ready to support the council in this project and will be available for further discussion if necessary. Meeting minutes, Committee member reports, recorded discussions and presentation documents are available at the Village center.