



CITY OF GOLDEN VALLEY MUNICIPAL FACILITIES STUDY



city of
golden
valley

DECEMBER 2021

BKV
GROUP

COERTEL
ARCHITECTS

HK
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KRAUS-ANDERSON

PLANNING COMMITTEE

CITY OF GOLDEN VALLEY, MN

Steering Committee

Marc Nevinski,
Physical Development Director

Sue Schwalbe,
Physical Development Assistant

Sue Virnig,
Finance Director

Cheryl Weiler,
Communications Director

Jason Sturgis,
Police Chief

John Crelly,
Fire Chief

Ted Massicotte,
Assistant Fire Chief

Tim Kieffer,
Public Works Director

Task Force

Gillian Rosenquist,
*City Council Member,
Task Force Chair*

Andy Johnson,
Planning Commissioner

Becky Sanders,

Brian Smith

Cameron Selmer

Gary Cohen

Karen Boehne

Kathryn Simpson

Lucy Smith-Williams

Marc Meirovitz

Sara Barrow

Tierre Webster

CONSULTANT TEAM

BKV Group

Bruce Schwartzman, AIA
Partner-in-Charge

Susan Morgan, AIA
Project Manager

Kelly Naylor & Margaret Lafferty
City Hall Planners

Craig Carter, AIA
Fire Station Planner

Michael Healy, AIA
Police Planner

Ben Janes
Designer

Oertel Architects

Andrew Cooper, AIA
Public Works Planner

Kraus-Anderson

Dustin Phillips
*Pre-Construction Strategy,
Cost Estimation*

Audie Miller
*Pre-Construction Strategy,
Cost Estimation*

HKGI

Bryan Harjes
Public Engagement Lead

Aimee Hackett
Designer

Jeff Miller
*Urban Planner, Downtown
Study Liaison*



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Project Contact: Bruce Schwartzman, AIA
BKV Group, Partner
612-373-9104
bschwartzman@bkvgroup.com

BKV Project No. 2405.01

Project Objectives

- I. Demonstrate to the public the value of each of the key city services.
- II. Integrate Golden Valley vision, values, and mission into project planning principles.
- III. Increase equity in service delivery and in Golden Valley civic workplaces.
- IV. Demonstrate planning that fulfills city goals for sustainability, resilience, water and energy efficiency.

Project Goals

- A. Develop a long-term plan with clear thresholds for phased investment and implementation.
- B. Balance implementation with debt management.
- C. Address critical space deficiencies, accommodate projected evolutions in operations and service delivery:
 - i. Facilitate Fire Department transition from paid-on-call 3-station model to 24/7 duty crew 2-Station model.
 - ii. Provide support and training spaces to enhance Police Department processing, operations, preparedness, and Community Outreach.*
 - iii. Consolidate Public Works into a single location off-site from the civic campus to improve service efficiency and accommodate contemporary equipment.
- D. Build on the guidance of the Downtown Study for the NE quadrant and overall downtown planning goals.
- E. Explore co-locations for efficiency, value, and impact.
- F. Utilize transparent, well-documented community and stakeholder outreach in project visioning and development.



Figure 1 Existing NE Quadrant Site Plan. Golden dashed line indicates City of Golden Valley property line.

**Project Goals Note: Storage and training facilities are insufficient for Police, Fire, and Public Works, and are addressed in program recommendations for each department.*



OVERVIEW

The City of Golden Valley provides a consistently high level of service to residents from facilities designed for operational and space requirements more than four decades old. Deficiencies in the size of facilities, workflow of spaces, and accommodations for staff currently impact hiring and retention, operational efficiency, safety, accessibility, and adaptability for continued evolution in equipment and practices. To appropriately address concerns for the City's key operating facilities: Public Works, Fire, Police, and City Administration, a long-range plan is critical to comprehensively define needs, to objectively establish priorities, and to provide a framework for investment, planning, and phased implementation in City facilities that also responsibly manages debt.

Building on the City's 2040 Comprehensive Plan, guidance from the Urban Land Institute, and the 3-phase Downtown Study, this Municipal Facilities Study is a tool that combines long-term vision and goals for Golden Valley's future with objective assessment of City facilities and operations to establish an informed and objective planning framework for the NE quadrant of Downtown Golden Valley, for Downtown City facilities and those to be located at new sites in the future.

IMPACTED SITES

Within Downtown Golden Valley, the block NE of the intersection of Winnetka Avenue and Golden Valley Road is home to the City of Golden Valley's Public Works (3 buildings including surface parking and a work yard), Public Safety (Police and Fire co-located in a single building, with an additional adjacent police squad garage), and City Hall (home to Administrative Offices and the City Council chamber), a McDonald's franchise, and the Golden Valley branch of the Hennepin

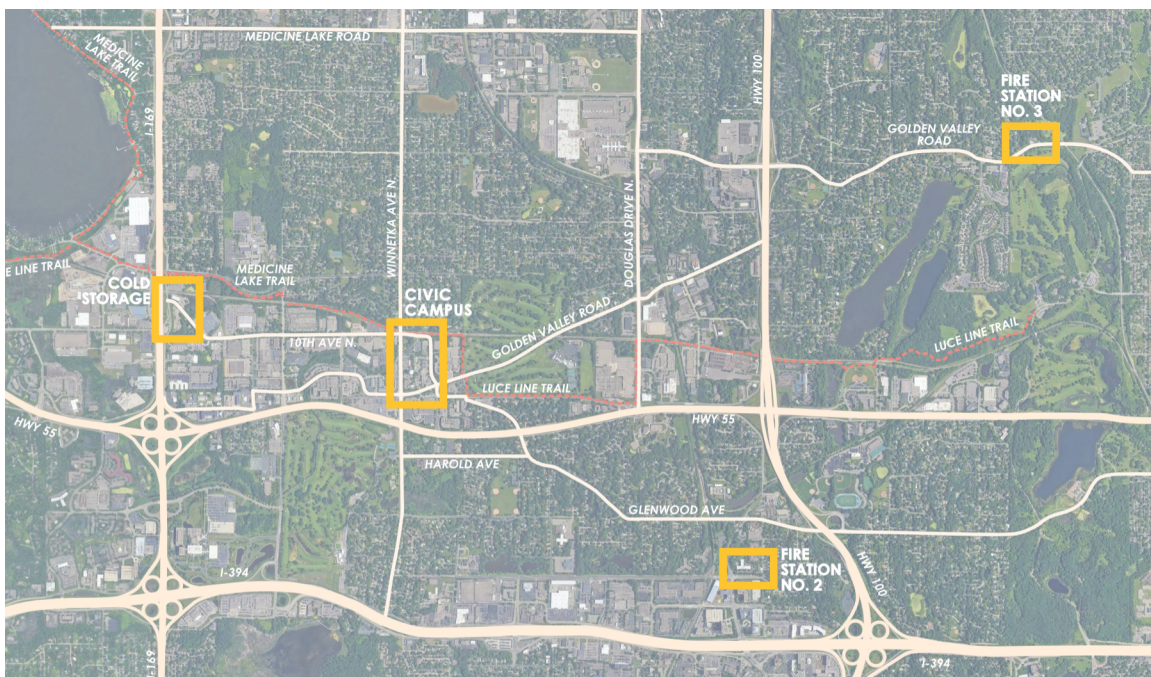


Figure 2 Map of Impacted City of Golden Valley Municipal Facilities Sites

County Library. This plan is also based around the existing water tower remaining in-place. The block is currently a mix of buildings and surface parking lots, with some components of pedestrian pathways criss-crossing the block. Basset Creek bisects the NW corner of the site, and immediately north across Rhode Island Avenue is the Luce Line Trail. The Downtown Study (2018-2021) by Hoisington Koegler Group Inc. (HKGi), identified the NE Quadrant as a specific area of redevelopment "envisioned as a consolidated civic institutional area on the northern portion with a mix of commercial and residential on the southern portion with a signature bike/walk pathway and public outdoor gathering spaces running through the middle of the site." (Downtown Study Phase II Interim Report, January 2020, page 7). In addition to the Downtown site, the City currently operates out of additional Public Works buildings and yards at 10th Avenue and Highway 169, and out of Fire Stations #2 and #3 (400 Turners Crossroads and 3700 Golden Valley Road, respectively). Brookview facilities are not a part of this study.

CRITICAL NEEDS

This project supports City response to two related needs: outstanding issues with City facilities that impact current operating conditions and costs, and doing so with a planning approach that also integrates response to the vision and planning for the enriched and revitalized future of Downtown Golden Valley.

The City utilizes a Capital Improvement Program (CIP), a ten-year plan updated annually, to schedule construction projects and purchases that cannot be financed within a single year. Earlier facilities and operations studies identified issues with building infrastructure, capacity and accessibility (2007 Facility Analysis Report, Wold Architects and Engineers), as well as specific issues related to Fire Service (2016 Review of Fire/Rescue Services, Fire Rescue Analytics and Five Bugles Design); this study confirmed those findings and augmented them with current visual and analytic assessments of buildings, review of operational workflows, and dialogue with facilities managers and department heads.

While the City has maintained its facilities very well, primary building systems (mechanical and electrical) are at end-of-life; there are accessibility issues with features and elements non-compliant with current regulations, including split-level conditions at all three Public Works buildings (without elevators), and most significantly, facilities designed for equipment and vehicles that were significantly smaller than current units, leading to challenges of movement, mobilization, safety and access. Public Works and Public Safety have masonry load-bearing structures, which limit the ease and value of significant renovations, and City Hall is an amalgamation of older structures, with limiting floor-to-floor heights and relatively tight structural grid spacing leading to closely-spaced columns that limit flexibility. These structures would require significant and costly rework to provide the necessary reconfigurations required to accommodate current and future operations and equipment.

The 2016 review of Fire Department operations and facilities identified a need for the department to transition from a paid-on-call model to a 24/7 duty-crew model, to provide “13-15 personnel arriving on scene at a structure fire within eight minutes, as recommended by the National Fire Protection Association [NFPA],” (Review of Fire/Rescue Services, 2016, page ii), and also given ever-increasing challenges to consistently staffing departments through the paid-on-call model, an issue common across the nation. Both the 2016 study and this project’s review affirmed the need for this operational transition, and the accompanying requirement for facilities that provide the necessary accommodations for duty-crew service. The 2016 Fire/Rescue Study also identified that the City can most effectively operate out of two stations rather than three once a duty-crew model is in place, with a new remote station geographically located to complement the downtown station to meet NFPA requirements for response times; existing Fire Stations #2 and #3 were not efficiently located originally, have experienced reduced access given development around the stations since their construction, and a significant part of the coverage radius for each station overlaps service areas in adjacent cities.

Evolutions in the Police Department over the life of the building - both in the nature of service delivery and staffing makeup - have resulted in a facility at capacity in critical areas that currently hinder operations and have a direct impact on present-day hiring and retention. A key example is the staff locker areas: undersized for contemporary equipment and gear, with a women’s locker room at capacity without resources for all current female staff, without any spare capacity for new hires. These are located at the basement level, alongside the facility’s single training room, shared by police, fire, and community events, which precludes meeting current industry best practices for dedicated police training spaces for the distinct key types of training officers must participate in regularly. Within the shared Public Safety building, both Police and Fire are at capacity, with no room to address inadequacies of operations, including the Police Department’s insufficient amount of public interview rooms, undersized sergeant’s work area, and inefficient workflow between key program spaces such as the sally port and evidence processing.

PROJECT PROCESS

The work of the project team was informed by regular sessions with two groups: a Steering Committee including most City Department heads, and a citizens Task Force bringing together residents and business leaders with representatives from both the City Council and Planning Commission. From project onset through community engagement and into development of recommendations, these two groups provided objective insights through their respective lenses - whether operational and functional through the Steering Committee or value and community-based from the Task Force.

The project followed a process of information-gathering in advance of developing planning options and priority timelines, including tasks to:

- **Understand the Buildings:**

Review of prior assessments, studies, capital improvement plans, and deferred maintenance logs. On site review of building and systems by architects, engineers, interior

designers and department-specific planners led by department heads and facility managers.

- **Understand the Operations:**

Dialogue with department heads and staff about current operations and the impact of facilities on workflow, safety, service, and staffing. Included discussion of mobilization from buildings to services provided within the community, collaboration between departments, issues impacting resident access to facilities and services, and issues where current regulations, requirements, and best practices cannot be accommodated within existing facilities.

- **Engage the Community:**

Intentional touchpoints with ten key community stakeholders and the Golden Valley community at-large to inform project priorities, to share project progress, and to gain input on planning recommendations. As this work was completed during the COVID-19 pandemic, most of these efforts utilized digital technology - digital meetings, live interactive forums, and interactive websites - in addition to providing physical resources available for resident use. Beginning with invitations and outreach via social media and physical mailers, this process included two rounds of multi-lingual surveying (both digital and physical), a preliminary fact-sharing open house video of existing facilities distributed through multiple channels, and a live public forum with department heads available for Q&A. A full summary and raw data are available in this report's appendices.

- **Explore the Options:**

Working from our analysis of available data, the project team developed a series of planning options for the downtown campus that encompassed a range of building and site configurations to address project priorities in different ways, as well as the creation of recommended configurations for the two offsite facilities (Public Works and the Remote Fire Station) to inform future site selection. Options were presented to the Steering Committee, Task Force, City Manager, and City Council for review and input, before refinement into two recommended scenarios for public input.

- **Establish Recommendations, Phasing & Costs:**

Final recommendations reflect cycles of review with the public and key project stakeholders to fully embody the goals and priorities of this project and the related long-term civic vision. Planning scenarios reflect an understanding of efficient phasing to allow departments to continue operating out of existing buildings without needing to move to temporary locations during construction of new facilities. Working with Kraus Anderson for insights into construction phasing and costs, the recommendations include a timeline for phased implementation of projects intended to apportion project costs across a thirty-year timeline to allow the City to manage their debt and responsibly plan implementation. For City Hall and the Police Department, which fall at the end of this phasing, near-term renovations of existing facilities are recommended to address current critical needs.

SPACE PROGRAM REQUIREMENTS

To help determine current and long-range department operational space requirements, the planning team used a number of strategies to assess and project these needs including: onsite evaluation of existing operational spaces, reviewing operational and equipment changes since each facility's construction or latest renovation, understanding planned and projected staffing and operational changes, and an assessment of each department and facility against current industry standards, requirements, and trends.

The following table summarizes program (space needs) requirements developed during this study, reflecting existing operations, industry standards, benchmarks, and regulations, and projected in five year increments. Detailed program matrices for each department and facility are including in this report's appendix.

While some facilities such as City Hall do not require a significant increase in square footage, it should be noted that the recommendation to build new is based on the ability to be more efficient with space, to provide greater long-term flexibility, in a facility that can provide more area devoted to net assignable uses and less for circulation.

		USABLE AREA REQUIRED				
EXISTING AREA		2021 PROGRAM	5-YR. PROJECTED	10-YR. PROJECTED	15-YR. PROJECTED	20-YR. PROJECTED
City Hall						
Department Spaces		14,522	15,192	15,948	15,948	16,395
Support Spaces		10,818	10,818	10,818	10,818	10,818
Usable SF Subtotal		24,409	25,340	26,010	26,766	27,213
TOTAL GROSS SQUARE FOOTAGE		25,341	27,874	28,611	29,443	29,934
Public Safety Building						
Police Department						
Department Spaces		21,939	22,178	22,417	22,651	22,878
Support Spaces		11,405	11,405	11,405	11,405	11,405
Usable SF Subtotal		15,147	33,343	33,583	33,822	34,056
Fire Department: Station #1						
Station No. 1 Department Spaces		23,062	Program recommendations address department's			
Station No. 1 Support Spaces		3,140	projected staffing and operations for 20+ years			
Usable SF Subtotal		9,544	26,202	-	-	-
TOTAL GROSS SQUARE FOOTAGE		26,979	65,500	-	-	-
Fire Department - Remote Fire Station						
Remote Station Department Spaces		new	13,688	Program recommendations address department's		
Remote Station Support Spaces		new	2,400	projected staffing and operations for 20+ years		
Usable SF Subtotal			16,088	-	-	-
TOTAL GROSS SQUARE FOOTAGE			19,627	-	-	-
Public Works Department						
		2021		10 YEAR	20 YEAR	50 YEAR
Buildings & Conditioned Spaces		59,425	111,865	123,552	129,881	137,327
Site Features & Unconditioned Storage		281,433	375,086	403,122	414,895	428,219
TOTAL GROSS SQUARE FOOTAGE		340,858	486,951	526,674	544,776	565,546

PLANNING STRATEGIES**NE Quadrant Planning Strategies:**

Proposed planning addresses project requirements, site capacity, and long-term vision for this block identified in the Downtown Study.

- **Utilize Center of the Block for Public Safety**

Maintaining co-location of the Police and Fire Departments within a single Public Safety building ensures departmental relationships proven invaluable for providing service in the field while also providing an efficiency of physical resources. Right-sized for the equipment, operations, and requirements of today and the future, the new Public Safety facility including related access drives, aisles, and parking, is most efficiently sited at the center of the NE quadrant block.

- **Provide North-South Pedestrian + Bike Path Connecting to Luce Line Trail**

Holistic redevelopment of the NE quadrant allows for intentional integration of a new pedestrian and bike corridor running North-South through the site connecting to the Luce Line Trail. This element brings additional green space to the block and encourages safe pedestrian access.

- **Create New East-West Connecting Drives for Access and Parcels**

Adding two new east-west connecting drives between Winnetka Ave and Rhode Island Ave: one south of the McDonald's, and one, an extension of the current drive into the Hennepin County library, will increase and manage access into the site, increase pedestrian safety with new crosswalks, facilitate movement of Public Safety vehicles, and help define new parcels for development by the City and for release to developers. The design of the south drive as a multi-use pedestrian-friendly design will allow the new street to serve as expanded event and gathering space when closed to vehicular traffic.

- **Integrate Outdoor Public Event Space**

With a history of hosting larger community-wide events such as Market in the Valley, a seasonal farmer's market, including space for outdoor gathering and events is a critical component of the project's program. Planning includes a 1,000 person gathering space and a building for public restrooms, catering support kitchen and administration. Planning approaches also utilize the south access drive as a pedestrian-friendly road designed to be used as shared space for additional gathering and events.

- **Release Parcels for Redevelopment**

A key opportunity identified by previous visioning studies and community input is to release portions of the City's current property for mixed-use redevelopment to provide more residential properties and more spaces for businesses. This is achieved through the relocation of Public Works offsite, and through relocation of Public Safety and City Hall. The proposed planning yields parcels of a size attractive to developers, with key frontages and access.

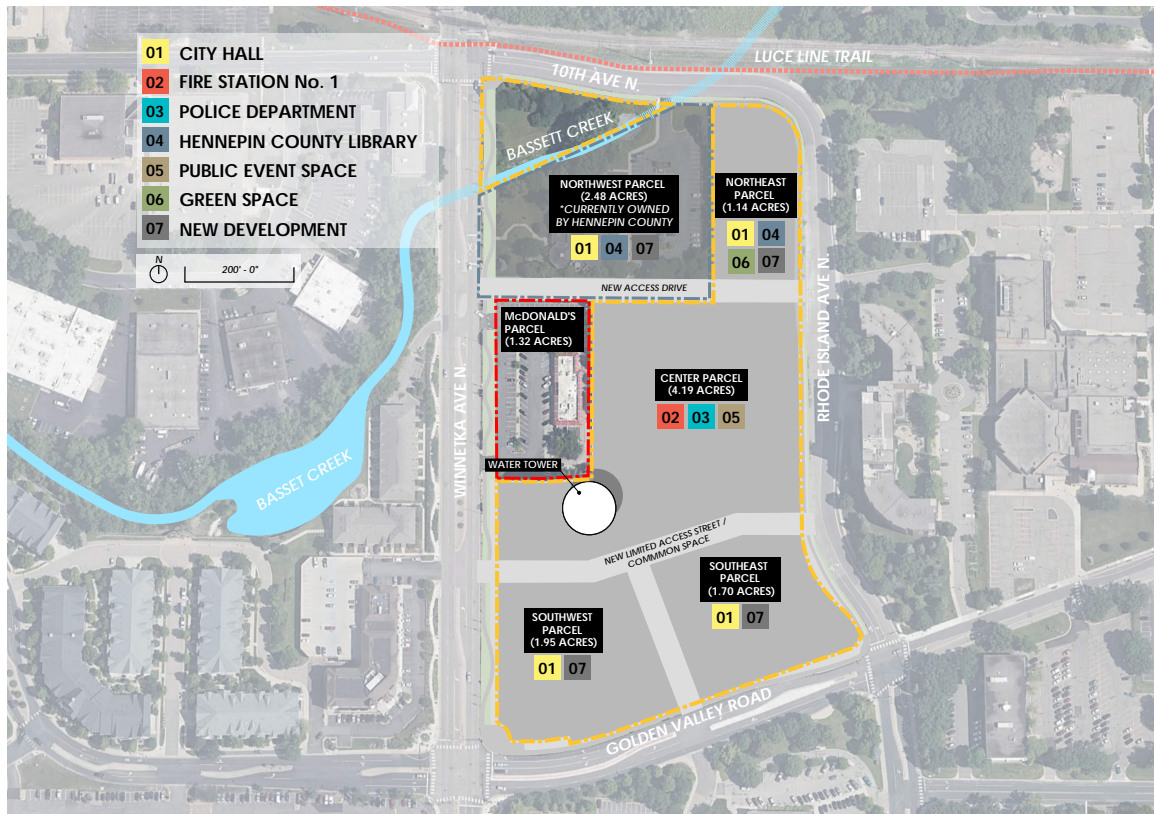


Figure 3 NE Quadrant Site Strategy showing (2) new E-W connectors between Winnetka Ave N and Rhode Island Ave N. This approach to the overall use of this site is based on principles and recommendations developed in the 2018-2021 Downtown Study related to redevelopment of downtown Golden Valley while also reflecting this project's review of program and operational space needs and access requirements. The proposed approach to site parcelization for release for development and use by the city also allows a phased approach to demolition of existing buildings, reconfiguration of the site, and construction of new structures.

PLANNING RECOMMENDATIONS

Preliminary planning options explored a range of options for the NE quadrant block, each maintaining the existing structures to remain (Library, McDonald's, water tower) and offering different locations for development and municipal facilities. These options included the common elements already identified (north-south pedestrian/bike path, east-west access drives, integrated stormwater management). Option A retained and expanded City Hall in its existing location, and provided new development only on the corner of Rhode Island Ave and Golden Valley Rd. A series of Option D's - D, D2, and D3, maximized land for development, with the south third of the site along Golden Valley Rd dedicated to new multi-use development, achieved by relocating City Hall to the north side of the site, either standalone or co-located with a Golden Valley branch library.

Following dialogue with project stakeholders about preliminary planning options, two schemes were identified as most fully incorporating project goals and objectives: Option B and Option C. Both schemes reflect the goals of the Downtown Study, the recommendations for overarching changes and NE Quadrant planning strategies identified during this study while also offering two different approaches to maximizing redevelopment. In both schemes, public entries to City Hall and Public Safety face one another, to allow for easy navigation between facilities and to create a stronger sense of identity.

- **Option B: Maximize Parcels Available for Redevelopment**

In this scheme, Golden Valley City Hall would relocate to the corner of Rhode Island and Golden Valley Road located at the first floor of a combined development with multi-family housing above. This approach preserves the visible presence of City Hall along Golden Valley Road and leaves the NE parcel of the block for low to mid-rise redevelopment. Co-location of City Hall with residential is an emerging technique that offers economic, cultural, and social benefits, although it also requires forethought and planning in regards to the arrangement between developer and municipality. Per the Downtown Study, it is intended that redevelopment along Winnetka and Golden Valley contain retail and commercial opportunities at street level alongside City Hall, with housing above and parking below.

- **Option C: Separate Municipal Facilities and Development Parcels**

In this scheme, Golden Valley City Hall relocates to the NE parcel on the block directly opposite the Golden Valley branch library. This scheme provides an opportunity to develop shared exterior resources between both facilities to allow for public events and gathering, and with shared surface parking and below City Hall, encouraging "one-stop" visits to both resources. In this scheme, City Hall, Public Safety and the Library all face one another, establishing a strong civic presence. The south side of the block, two independent parcels, is entirely available for multi-story redevelopment, intended to have commercial and retail at grade, with housing above. This project and the Downtown Study both identified the opportunity of potential co-location of Golden Valley City Hall with the Golden Valley branch of the

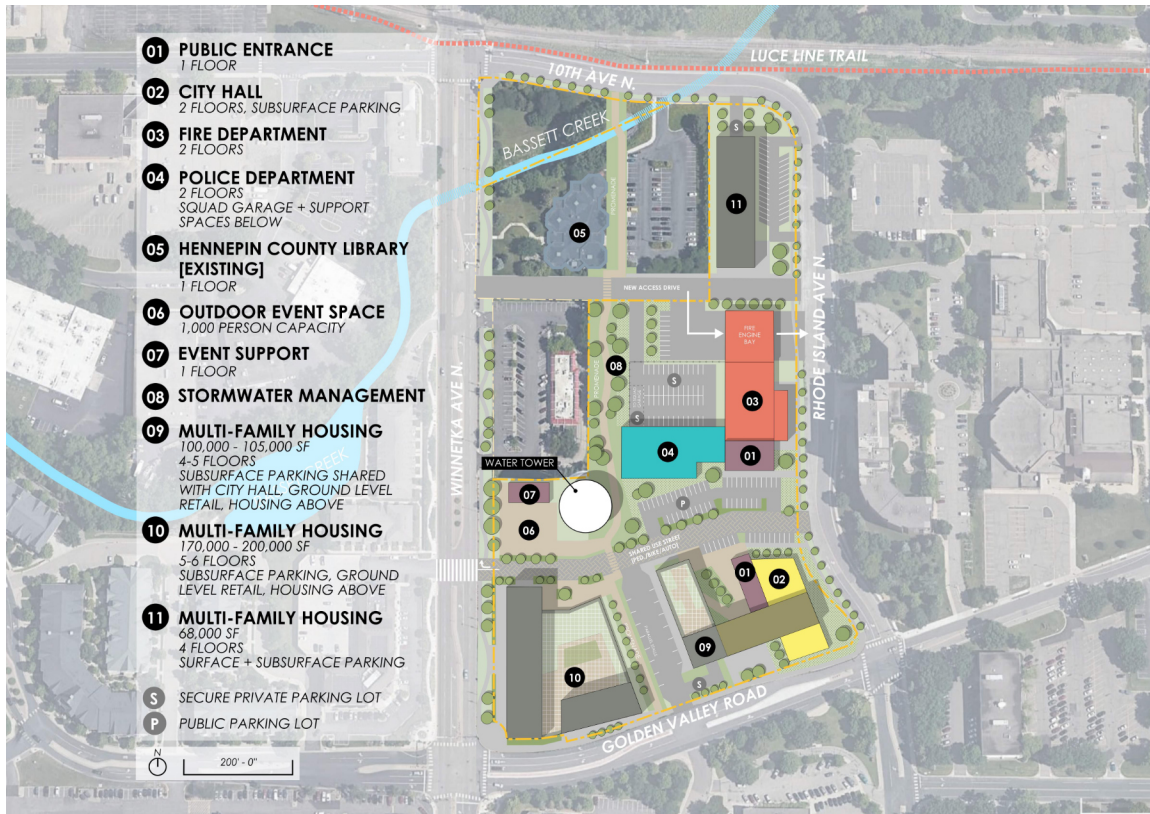


Figure 4 Option B: Maximize Parcels for Redevelopment

Entries to the relocated City Hall and Public Safety buildings face inward to the new shared-use street, with surface parking and additional public parking available below the multi-family housing. Subject to future design, the form of City Hall could intentionally be expressed as somewhat distinct from the housing above, to preserve a sense of identity. NOTE: Massings shown for multi-use development are representative only, and align with Downtown Study recommendations for frontages and industry best practices for floorplate depth re: double-loaded corridor and unit sizes.

Hennepin County Library; dialogue with the County and Library indicates that this may be beneficial, although neither entity was prepared to make a commitment at this time. In this scheme, should a partnership be desired and defined, City Hall and the Library could co-locate on the NE or the NW portion of the site, utilizing the site topography for a multi-level structure that would be more efficient, could utilize shared resources such as restrooms, meeting rooms, and parking, while providing more space for shared outdoor amenities and potentially providing an area of land for release to developers.

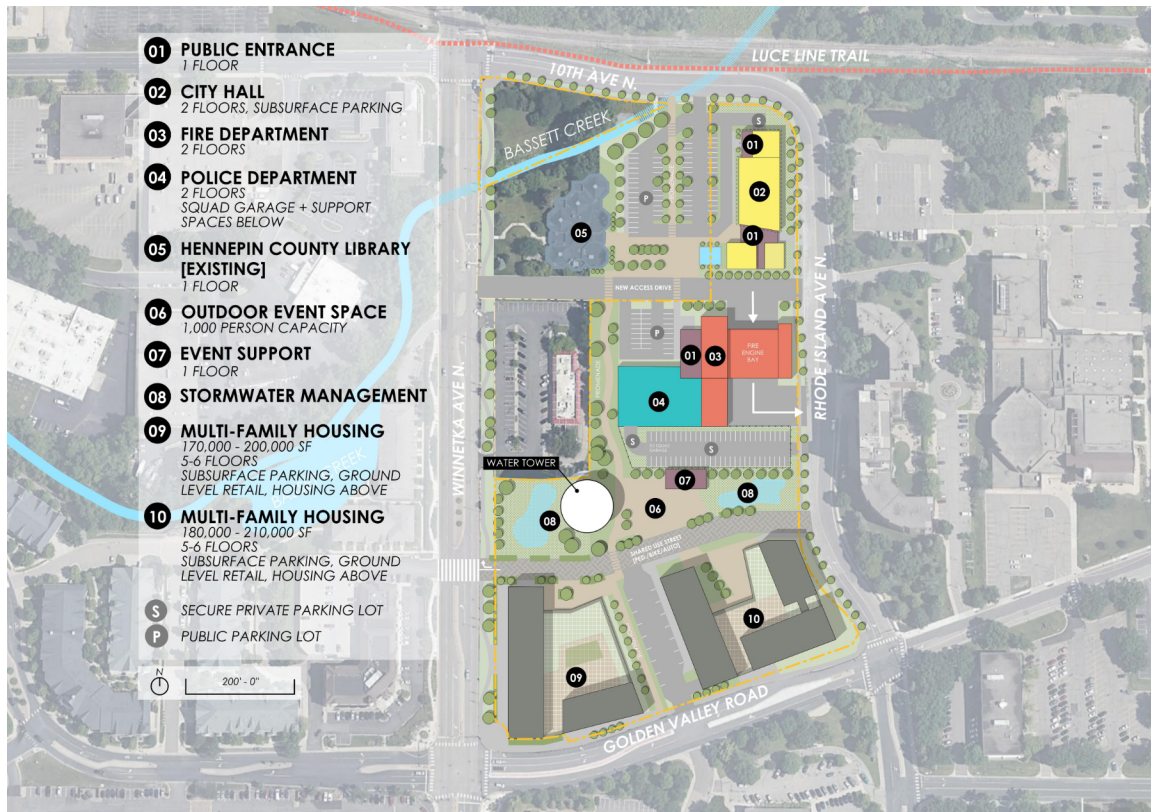


Figure 5 Option C: Separate Municipal Facilities and Development Parcels

In this scheme, City Hall and Public Safety are oriented towards the Library and Bassett Creek, providing easy pedestrian access between buildings. Given the topography of the north side of the site, City Hall is a two-story structure with public functions consolidated to a single floor, with staff functions on the other, and a parking garage beneath. The two south parcels are available for development, fronting both Golden Valley and the new shared-use street, with a centralized outdoor event space flanked by stormwater management features that become landscape amenities.

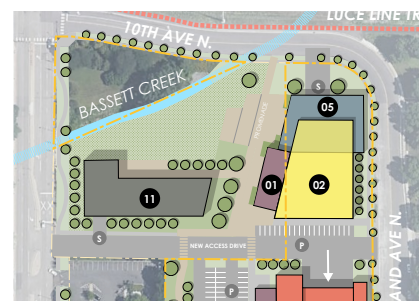


Figure 6 Alternate for City Hall and Library Co-Location

Leveraging the site topography would allow for at-grade access to City Hall at street level, and at-grade access to the library at the level of bassett Creek and a new civic promenade. As shown here, this scheme could include another parcel for multi-family development, or that portion of the site could be left open as public outdoor space.

PRIORITY RECOMMENDATIONS, PHASING & COST ESTIMATES

As an outgrowth of project assessment, analysis, and dialogue, the team has developed recommendations that address investments into City property and facilities to address known operational and infrastructure issues and to ensure long-term adaptability for the City to continue providing high levels of service across all departments for the next 50 years and beyond. Project recommendations can be defined into two categories: overarching changes, and NE quadrant planning strategies.

Overarching Changes:

The following changes are critical, regardless of planning strategy or phasing timeline.

- **Near-Term Transition of Fire Department Operational Model**

Invest in an operational transition from paid-on-call three station model to a 24/7 duty-crew two station model. This transition will ensure long-term consistency of fire department personnel and operations. In order to make this operational change, facilities that support and accommodate this model; this project proposes investment in a new remote fire station that meets these needs and can allow the operational transition to occur while the department continues to operate out of the Downtown Fire Station (Public Safety Building) until it is relocated as part of long-term planning.

- **Near-Term Investment in Public Safety Building for Police Operations**

Perform strategic renovation and expansion of the existing public safety building to address critical facilities issues with direct impact on current police department operations: expand locker space including sufficient capacity for staff growth; provide an additional public interview room and conference room adjacent to the building entry, accessible from the public lobby; rework office space for workflow and efficiency; improve evidence intake and storage areas; and address issues with sergeant's work area and report writing stations. Improvements will focus around providing the necessary operational and support spaces to strengthen the city's ability to recruit and retain high-quality law enforcement personnel.

- **Relocate Public Works from Downtown and Consolidate to A Single Site**

Relocating Public Works to a site zoned for Industrial uses will allow consolidation of resources to a single site, reducing operating costs and seasonal mobilization, while also freeing up the NE quadrant for redevelopment and eliminating existing issues with equipment and vehicle traffic downtown.

- **Redevelop NE Quadrant to Meet Downtown Planning Goals**

Investment in the NE Quadrant will contribute to long-term goals for civic redevelopment by increasing development density, providing expanded housing, commercial, and retail space, and enriching the outdoor spaces and amenities available to residents and visitors. Relocation of City Hall and Public Safety into new facilities meets two broad goals: providing more efficient and adaptable space for long-term service and freeing up two parcels most valuable for multi-use .

Prioritizing Project Phasing

The breadth of work included in this project requires a strategy for implementation that allows work to proceed in phases. This allows debt to be managed over time with allocation of funds for discrete facilities in sequence prioritized by existing building limitations and challenges.

Following a review of critical issues, construction sequencing, and projects that enable other work, the project team has proposed the following prioritized sequencing for project phasing: a timeline intentionally silent on specific years and organized instead into general timing over the proposed 30 year life span of implementation, with prioritized projects and investments within ten years, larger-scale projects executed in ten to twenty years as budget allows and to facilitate the long-term projects, which may be executed in a twenty to thirty year time frame.

As indicated in this sequence, focused renovations within Public Safety and City Hall's existing facilities are strongly recommended in the near term to address critical issues and to ensure smooth operations until departments move to new structures in 2040 and 2050.

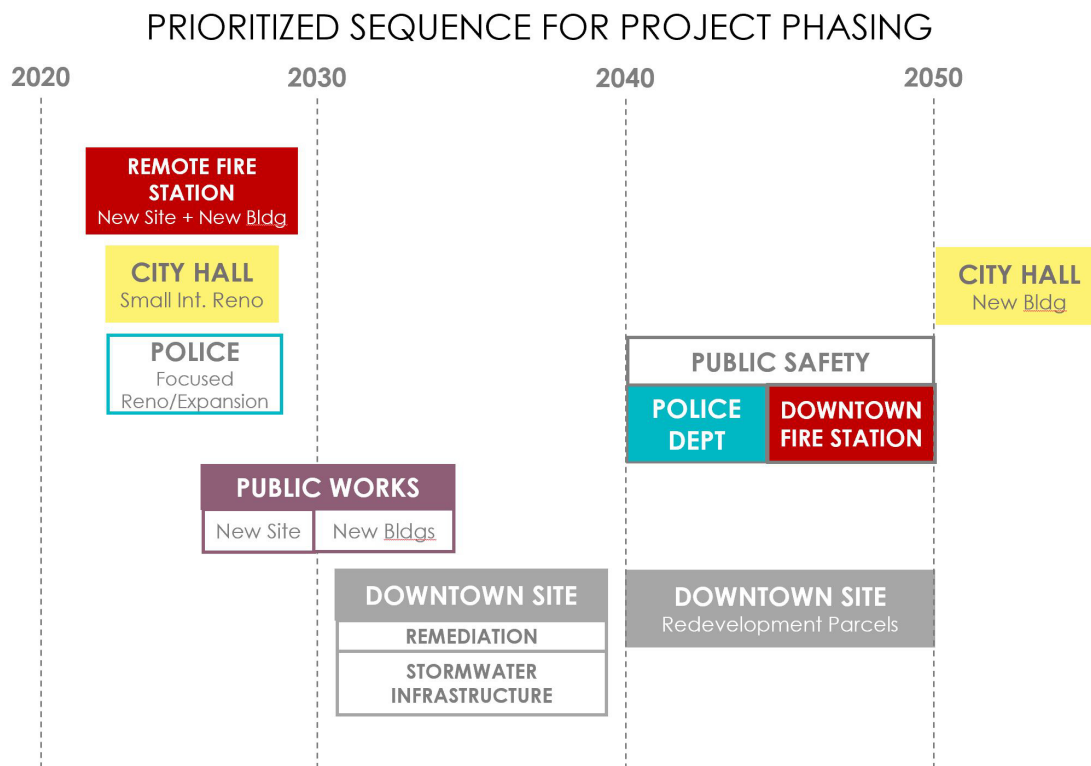


Figure 6 Proposed Project Priority Timeline

This diagram is intended to communicate critical project priorities - such as creation of the new remote fire station to enable the fire department operational transition - as well as to define the critical path projects: relocation of public works to a new site to free up the downtown NE quadrant for phased redevelopment over time. This diagram was developed in dialogue with each department, reflecting conversations with the Steering Committee and Task Force, and utilizing the advice of the project's Construction Manager relative to project sequencing and phasing. This is only intended as a guide, and is subject to the City's final financial strategy for project funding.

PROJECT COST PROJECTIONS

Following development of program recommendations and a strategic long-term phased implementation plan, cost estimates were prepared drawing on benchmark cost data for projects of similar sizes and types within the Twin Cities Metropolitan area. The costs listed below are identified by proposed timeline for construction; planning and design work would precede these dates by 12 to 24+ months.

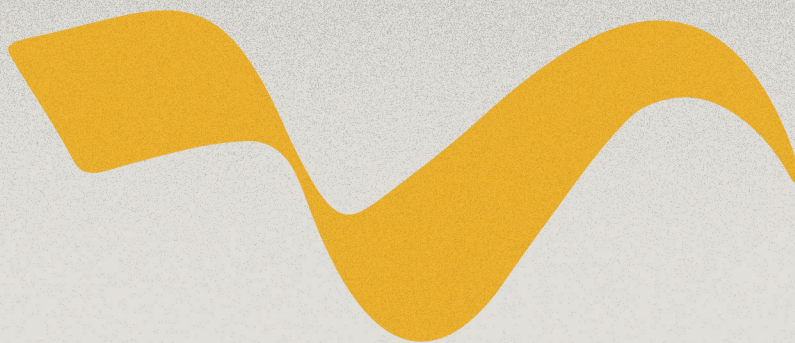
Cost projections include two primary components: construction costs ("hard" costs) related to physical development of a building site and construction or renovation of a structure, and "soft" costs that encompass professional design and engineering services, furniture, fixtures and equipment (FF&E), security and low-voltage technology (AV/IT), moving costs, permitting, and special inspections (as required by building code). When costs are developed in a preliminary planning phase such as this, there is much that is as yet unknown about project scope and requirements, so each contain a line item for contingencies - or the unknowns of a project: in construction costs there is both a design contingency (to address changing scope and design requirements identified through the design phases) and a construction contingency (to address unforeseen conditions that arise during construction), and it is highly recommended for an owner to carry their own owner's contingency within their "soft costs" of the project, as a protection of overall project budgeting.

The proposed project phasing disperses work across a potential timeline of thirty years, to address the city's goal of controlling debt management and impact to residents. Project costs have been provided in 2021 dollars, with a separate line item for escalation (or inflation) of projected costs to the midpoint of construction, using a national and industry benchmark of 3.5% per year, on average. It should be noted that as a result of the COVID-19 pandemic, actual inflation rates experienced between 2019 and 2021 have been more than double (varying by specific labor market and materials).

We recommend that the city re-evaluate the proposed project phasing annually, to explore financial strategies that could move projects forward sooner. Completing the full recommended scope within a shorter overall duration will result in long-term savings to the community. Lower overall project costs could be achieved with the reduction of compounded inflation for individual facilities, with potentially reduced interest rate impacts, and the ability to realize the annual operational savings of more efficient, consolidated city services.

Description	Remote Fire Station 2, Near Term City Hall Reno & PD Reno/Additions	New Public Works Facility	Demo Existing Facilities & Add Site Infrastructure	Public Safety	New City Hall & Below Grade Parking
	2024	2030	2030	2040	2050
Construction Costs					
Building Construction					
Building	\$5,336,385	\$22,084,886		\$20,302,292	\$10,307,624
Site Development	\$394,774	\$4,403,860	\$2,960,000	\$4,993,168	\$1,200,000
PD Renovations (8,400 GSF) & Additions (5,540 GSF)	\$2,755,800				
Design Contingency 8%	\$678,956.72	\$2,119,099.68	\$236,800.00	\$2,023,637	\$920,610
Construction Contingency 5%	\$458,296	\$1,430,392.28	\$159,840.00	\$1,365,955	\$621,412
Construction Escalation 3.5%/Year From 2021	\$1,010,542	\$9,462,045	\$1,057,342	\$19,075,559	\$13,245,390
Subtotal	\$10,634,754	\$39,500,283	\$4,413,982	\$47,760,611	\$26,295,036
Soft Costs					
Subtotal	\$3,049,515	\$11,326,706	\$1,103,495	\$13,695,355	\$7,540,102
Total Project Costs	\$13,684,269	\$50,826,989	\$5,517,477	\$61,455,966	\$33,835,138

CRITICAL NEEDS



FIRE DEPARTMENT

BACKGROUND: EVOLUTION IN OPERATING MODELS

In 1943, the city of Golden Valley authorized mobilization of a 39-member volunteer fire department which operated out of two fire stations until the 1970s, when the city closed its oldest station and built Fire Stations #2 and #3. The department's current operating model is paid-on-call, wherein volunteers with full-time jobs are 'on call' part time and respond to notifications when received. In this model, all firefighters on call during a shift must report to their station, with those arriving first reporting out to a call unless it is significant enough to warrant a larger crew. This has two outcomes that impact current critical issues:

1. Response times (the time it takes between an incoming call and the fire department reporting to that location) currently include the time it takes firefighters to travel from work or home to the station, and then from the station to the location of a call. This can be challenging when firefighters work or live at a distance from the stations.
2. All on-call firefighters in a given shift must report to the station when a call comes in. This means firefighters may report to the station only to find out they are not needed, which is both a loss of time and also a missed opportunity to engage in the act of firefighting.

The current paid-on-call operating model relies on volunteers that are willing and able to accommodate the unpredictability of on-call work, and must have work and home structures that support unpredictable departures, a specific challenge when both parents work outside the home, which is an increasing number of households. Across the country, there has been a decline in paid-on-call service, as work and life commitments take precedence. Even as early as 2007, the U.S. Fire Administration summarized this shift:

Fire departments can no longer count on the children of current members following in their parent's footsteps. Nor can they count on a continuous stream of community people eager to donate their time and energy to their local volunteer fire department. Adding to the problem, departments cannot rely on members staying active in the volunteer fire service for long periods of time.

"U.S. Fire Administration, Retention and Recruitment for the Volunteer Fire Services." FEMA FA-310, May 2007.

Since late mid-1990's the City of Golden Valley has committed to recruitment and retention, with outcomes eroded by the transition of nearby St.Louis Park, Eden Prairie, Plymouth and Minnetonka to a majority of duty crew firefighters. In a 24/7 duty crew model, volunteer firefighters are scheduled in shifts providing active service 24 hours a day, with firefighters based in a fire station during their shift.

A 24/7 duty crew model offers key benefits and consistency:

1. Response times are more efficient, with firefighters reporting directly from a station to a call.
2. Within each shift, firefighters based out of a station are available for calls, can complete required training, and can contribute to equipment maintenance.



Fire Department: Figures 1-3 Fire Trucks (Apparatus)

(Left to Right): Golden Valley 'Old Number One,' a 1923 Oshkosh used by the department and currently in storage at Fire Station #2. This valuable piece of history is not currently on public display due to lack of space. Golden Valley No. 8, historic photo circa 1960s; note the automobile-width truck. Golden Valley Ladder 11 as housed in Fire Station #1 (combined Public Safety building), 2020. Apparatus are wider, longer, taller, and heavier than in the past.

3. Shifts are scheduled and known, and can be coordinated and planned in advance with other work and life commitments.

BACKGROUND: 2016 STUDY

In 2016, the City of Golden Valley invested in a Review of Fire/Rescue Services, a study and report on fire service facilities and operations led by Fire Rescue Analytics LLC and Five Bugles Design. The purpose of the study was to assess the "sustainability, effectiveness, and efficiency" of GVFD operations, to provide recommendations for improvements, and to "assess the location of the city's three fire stations and consider alternative options, if any." (Review of Fire/Rescue Services, 2016, page ii). Key observations and recommendations within this study that were reaffirmed as part of this current municipal facilities study include:

- A. While the current three fire stations provide adequate coverage of the city, a majority of the effective service area for Fire Stations #2 and #3 are outside of the city's boundaries.
 - i. Consolidation to two facilities makes staffing, operations, and maintenance more efficient, and can allow GVFD to reduce the total amount of equipment while providing equal or greater levels of service.
- B. Transitioning from a three station paid-on-call model to a two station duty crew model is critical for consistent staffing and will increase operational efficiency by improving response times by two and a half minutes to four minutes overall.
 - i. Transitioning to a duty crew model provides a more attractive working model for firefighters, reduces response times, and provides a more viable long-term operating model for GVFD.
- C. None of the existing three stations have the physical capacity (in site size or building construction) to accommodate the necessary facilities for 24/7 duty crew operations, and each was designed for equipment and apparatus of yesterday significantly smaller than today's equivalents.
 - i. Returning Golden Valley to a two station model is more cost effective long-term, and investment in new facilities will provide staff and equipment spaces of a type and size required by today's operations.



Fire Department: Figure 4 Building Limitations

Fire Station #2 with Engine 21: the existing garage bays were designed at a time when apparatus were smaller. As shown in the photograph, current bays are not sufficiently wide enough, causing issues with back-in parking (potential vehicle and structural damage) and with turn-out after firefighters return to the station - i.e. removal of firefighting gear and equipment.

GOLDEN VALLEY FIRE DEPARTMENT CRITICAL ISSUES:

- **Critical Issue #1: Urgent Need for Operating Model Transition**

GFVD continues to face challenges with recruiting and retention, with personnel committing to duty crew service with adjacent communities. As identified in 2016, a transition from paid-on-call to 24/7 duty crew will provide the scheduling consistency valued by current and prospective firefighters while also providing shorter response times. This operational transition requires investment in new physical facilities in order to provide the space types required, as existing facilities do not have the capacity for such changes. - See item #2 below. A duty crew model will still allow Golden Valley to utilize volunteer firefighters, which is more cost-effective than a force entirely staffed by career firefighters.

- **Critical Issue #2: Facilities that Support Needs & Requirements:**

- **Duty Crew Operations**

With a duty crew model, staff are based out of a station during their shift within a 24-hour period, which requires facilities to include living facilities such as a kitchen, day room, bunk rooms, and shower/changing/locker areas, as well as on site training facilities. Existing facilities do not have any extra space to incorporate the full complement of space types required to support this recommended operational model.

- **Accommodating Equipment and Apparatus**

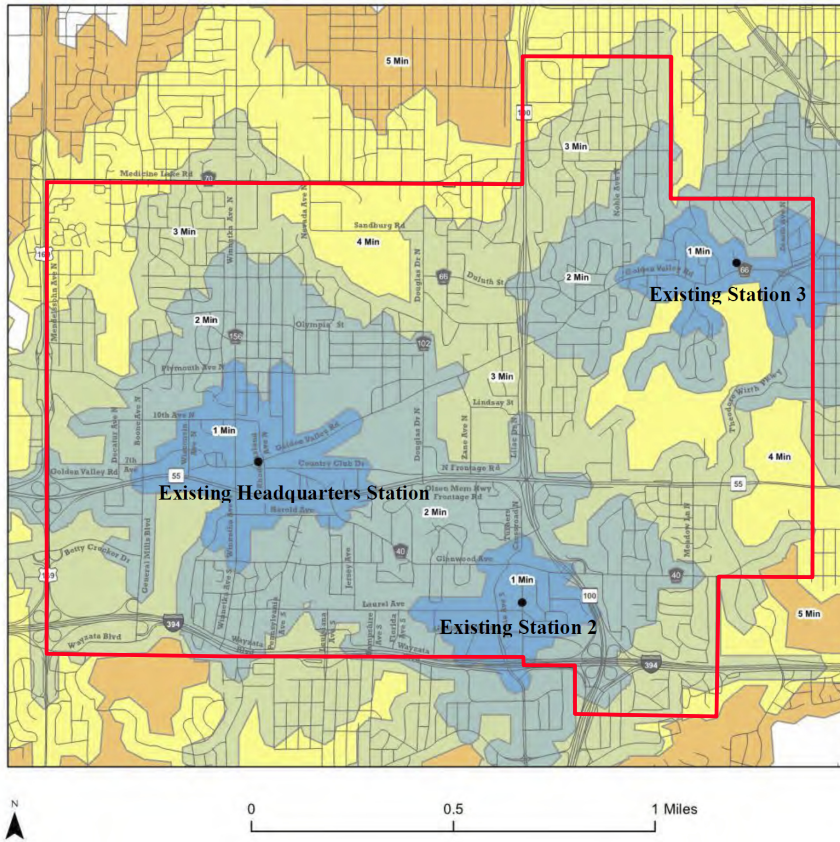
Since the original fire stations were constructed nearly fifty years ago, the size of equipment and apparatus have increased: vehicles are wider and longer, and each firefighter carries additional gear and apparatus. Currently, in all three stations, firefighter lockers are located within vehicle bays, no longer considered a best practice - see next item. Fire Stations #2 and #3 require backing in trucks when returning from a call, which increases opportunities for vehicle and building damage; Fire Station #1 is designed as pull-through, but as vehicle bays are shared with the Police Department, the facility largely functions as pull-in/pull-out. The physical structure of existing facilities was based on older, smaller vehicles and equipment; "up-sizing" facilities for current equipment sizes would be a costly enterprise when the primary structural systems of the building are impacted.



Fire Department: Figure 5 Lack of Zoning

Fire Station #1. Firefighter lockers and gear are currently located within the apparatus bays (at all three fire stations). This places clean gear and equipment adjacent to vehicles, an issue related to proper zoning of uses. Current best practices use zoning to separate out different spaces and functions in a fire station related to potential contaminant exposure: hot zones for highest hazard, yellow zones for transition, and green zones for low hazard. Ideally, fire apparatus and returning gear (exposed to contaminants at a fire) are separated from areas of cleaning and drying, and from areas where clean gear is stored and personnel are working at the station.

Three Station Response Time



NOTES

Travel times are based on a speed limit 5 miles per hour less than the posted speed except for highways which are based on the posted speed limit.

No controls were applied for traffic conditions, traffic control, or other conditions.

Times displayed are transit times only and does not take into account the activities between alarm and departure or preparation activities after arrival at location.

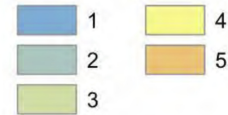
Response From

GV Fire Station #1
7800 Golden Valley Rd

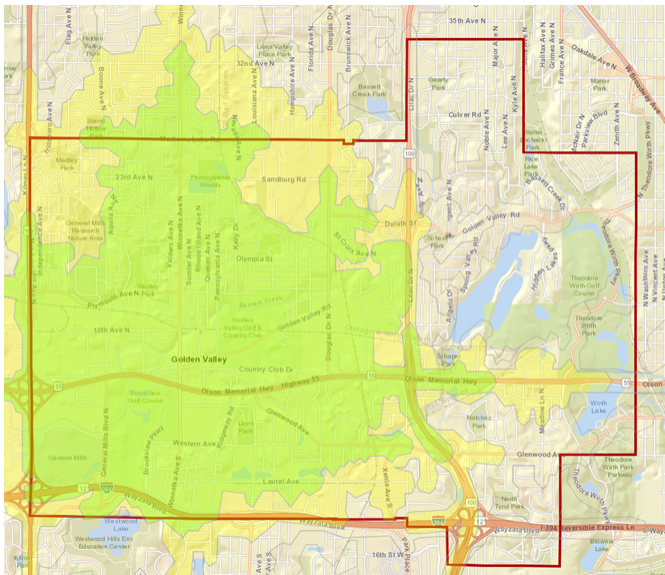
GV Fire Station #2
400 Turners Crossroad S

GV Fire Station #3
3700 Golden Valley Rd

Response Time (Minutes)



April 28, 2016
Produced by LOGIS GIS



Fire Department: Figure 6 Response Times
Top: 2016 Response time map of current 3-Station Model by Five Bugles. This model provides adequate coverage to Golden Valley, with Fire Stations #2 and #3 providing coverage beyond Golden Valley. At left: 2021 response time map of service from Fire Station #1 (only), indicating sufficient coverage of central and west Golden Valley. A future remote fire station should be located to provide complimentary coverage of the City's east side with a comparable level of response time, leveraging access to Highway 100 and Highway 55. Fire Chief John Crely has noted departmental analysis indicates a transition to a paid-on-call 2-station model will reduce overall response times by ensuring staff are at stations when calls are received.

POLICE DEPARTMENT

BACKGROUND

Golden Valley's Police Department currently operates with a community policing model: one centered on relationship-building with the community including positive connections and partnerships, early intervention, and prevention. Through this model, the department provides progressive community service and law enforcement, including crime prevention, patrol, investigation, and prosecution.

As noted by the International Association of Chiefs of Police: "Well-designed police facilities enable staff to perform their duties efficiently, effectively, and securely. As a facility ages, it may no longer meet the needs of an evolving department, thus, negatively affecting morale, efficiency, safety, security, technology, and overall delivery of police services." (https://www.theiacp.org/sites/default/files/2019-10/Police_Facilities_Planning_Guidelines.pdf). More than five decades have passed since the design and construction of the current facility: operational changes during that time, and ongoing at present, shape needs that the current facility cannot accommodate. With this, the Golden Valley Police Department has struggled to recruit and retain staff as the facility lacks appropriate operational and staff support spaces, losing quality officers to neighboring communities.

When Golden Valley's police facility was originally constructed in 1966 as a one story structure plus lower level, it was a standalone building designed around an older model of service and operations and a very different understanding of gender balance in staffing. The building was originally expanded in 1973, partially renovated in 1989, expanded in 1995 when Fire Station #1 was attached to the back (east) of the building, and underwent a focused interior renovation in 2005. These updates to the facility offered incremental improvements in functionality, while also introducing complexity as additional program spaces and uses were added.



Police Department: Figures 1 & 2 Public Lobby and Interview Room

The existing lobby is modest, with a single two-person interview room as the extent of unsecure space where the Police Department can meet with the public. To meet with the Fire Department, visitors must be escorted through secure areas.

Two aspects of the facility continue to impact Police Department operations:

- The existing building is of masonry load-bearing walls at both the exterior and the interior. This type of construction, while extremely durable, is also extremely limiting, as adjustments to individual walls, rooms, or areas, requires significant demolition and construction rework. This makes otherwise achievable renovations within an occupied structure largely infeasible for cost and operational impact.
- The Police and Fire Department share a single training room for staff training and for community training and outreach; scheduling conflicts and lack of specialized training space often required the Police Department to utilize offsite training facilities, which has added direct costs as well as personnel costs for off-shift training as well as travel time.

GOLDEN VALLEY POLICE DEPARTMENT CRITICAL ISSUES:

- **Critical Issue #1: Facilities that Support Gender-Equitable Hiring and Retention**

As of this report, the Golden Valley Police Department employs more female staff, including officers, CSOs and Community Response Officers (CSRs) than it can provide dedicated lockers for, as the women's locker room is half the size and capacity of the men's locker room and is fully assigned. This is a significant issue, as it impacts equitable and safe resources that are due to each employee, regardless of gender. Within the process of this study, this limitation has impacted the department's hiring process. The Police Department also shares its shower facilities with the Fire Department, as there are no dedicated Fire Department locker rooms.

Beyond the limited locker room space and overall number of lockers, the lockers provided are not adequately sized, nor designed for law enforcement needs. The limited space within the lockers and lack of proper ventilation requires individuals to store items outside of their assigned locker units.



- **Critical Issue #2: Sufficient, Secure Space for Vehicles and Equipment**

Currently the Police Department has a single-bay sally port (secure entrance for transporting those under arrest) and a three-bay garage that are directly connected to the police station, with an additional multi-bay garage across the driveway that is attached to the Public Works Parks and Recreation building. These garages are designed for passenger vehicles only without additional space for work, supplies, or indoor storage of impounded vehicles, with the multi-bay garage so shallow that a squad vehicle pulled in touches the face of a workbench, preventing it from being used when vehicles are parked. The department utilizes a portion of the Fire Department's apparatus bay to park a larger tactical van, and has to park an additional equipment truck in the open parking lot shared by Police and Fire because of a lack of indoor space.

The open, un-secured lot shared by both departments is challenging: there are 26 spaces utilized for both department vehicles as well as for staff vehicles for both departments. There are regular and frequent issues when paid-on-call firefighters respond to a fire and double-park their vehicles because of a lack of spaces, leaving police staff blocked in.

Current best practices would provide a gated, fenced parking lot for Police Department use, and would provide heated garage space for all departmental vehicles to protect sensitive equipment and supplies such as defibrillators, laptops, and narcan, which otherwise need to be removed from vehicles when they are parked, which increases the number of steps an officer must take before responding to a call.

- **Critical Issue #3: Meeting Space for the Public Outside of Secure Areas**

Space for the public within the existing building is severely limited: there are two small benches in the lobby, a single two-person interview room accessible from the lobby, with two spaces requiring a police escort: an additional interview room located within the department's office space, and community events held in the shared training room on the building's lower level. This lack of space, and location of public areas within spaces otherwise



Police Department: Figures 3, 4, and 5 Women's Locker Room, Vehicles Stored in Fire Department Garage, and Shared Training Room.

Women's locker space is at capacity without providing enough lockers for current staff or for future hires. Both men's and women's locker rooms are too small for current gear and equipment.

Subject to availability, the Police Department parks one of their two vans within the Fire Department's apparatus bay, which prevents the bay from being used as pull-through access (which would be more efficient and safe).

The training room serves three purposes: Fire Department and Police Department training, as well as community training and events. There is no furniture storage, so reconfiguration of the room for different types of Police training is severely limited. The room is undersized for current department sizes.

considered secure impacts workflow, projects more of a sense of fortification than welcome, and requires additional procedures for staff to engage with the public.

Visitor arrival at a police department impacts perception and response: visitor-friendly public spaces typically include a safe, comfortable waiting area, multiple meeting rooms for use by staff as well as custody exchanges and connection with social services, and direct access to a community meeting room for training and events. The building's existing layout limits the ability to renovate to provide such accommodations.

- **Critical Issue #4: Work Space for Evolving Operations**

Since the last interior renovation in 1995, operations of the Golden Valley Police Department have continued to evolve with that of the discipline nationwide. With a focus on community policing and overall public safety, the department continues to augment its staff of sworn police officers with non-sworn Community Service Officers (CSOs), Community Response Officers (CSRs), with a goal of adding social services staff as budget allows. The Department of Justice recommends: "Changing the climate and culture means supporting a proactive orientation that values systematic problem solving and partnerships. Formal organizational changes should support the informal networks and communication that take place within agencies to support this orientation." (<https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf>)

Currently staff space is at a premium throughout the department, with single-use offices shared by two staff or more, a sergeant's work area that is undersized and separated, and no dedicated space for CSOs, CSRs, and social services, ideally located adjacent to the building entry for easier and more fluid engagement with the public.

- **Critical Issue #5: Dedicated Training Space**

Regular training is a state and local requirement for police officers, within a system that begins with basic training, includes field training, and relies on in-service training throughout the year. The Golden Valley Police Department currently shares a single training room with the Golden Valley Fire Department, a limiting factor for both departments:

- Competing demands for scheduling: As it is the only space sufficiently large enough in the building for each department to meet as a group both Police and Fire must coordinate use of the training room for departmental meetings, for planned training, and for use with each department's community outreach and community training events. While the City's nearby Brookview complex has capacity for such events, it is so popular that it is typically not available for City use.

The current training room is most often set up in "classroom" mode, with rows of tables facing two front screens and boards; this type of setup applies to a minority of in-service training, which also includes a broad application of scenario-based training, where officers practice de-escalation, and the five levels of force: presence, verbal response, empty-hand techniques, non-lethal weapons use, and lethal weapons use. Newly constructed and renovated police facilities typically provide two separate

training spaces, one for classroom-style learning, and one for 'use of force' training; this facilitates department's investment in practicing methods of engagement and building skills that align with the department's focus on progressive community service.

- Offsite training: GVPD utilizes offsite training locations for two reasons: when space is not available within the building, and when specialized training resources are required. Offsite training brings added costs: rental and usage costs, labor costs associated with staff traveling from the station, and for training that brings staff together outside of normal shift hours. When in-service training can be provided within a station, these costs of money and time are greatly reduced.

For example, the current indoor 2-lane firing range does not provide sufficient space for GVPD training activities. Training is typically completed in groups of 4 or more at a time, which the current facility can not accommodate. In addition, scenario-based training can not be completed within the current space and requires off-site training.

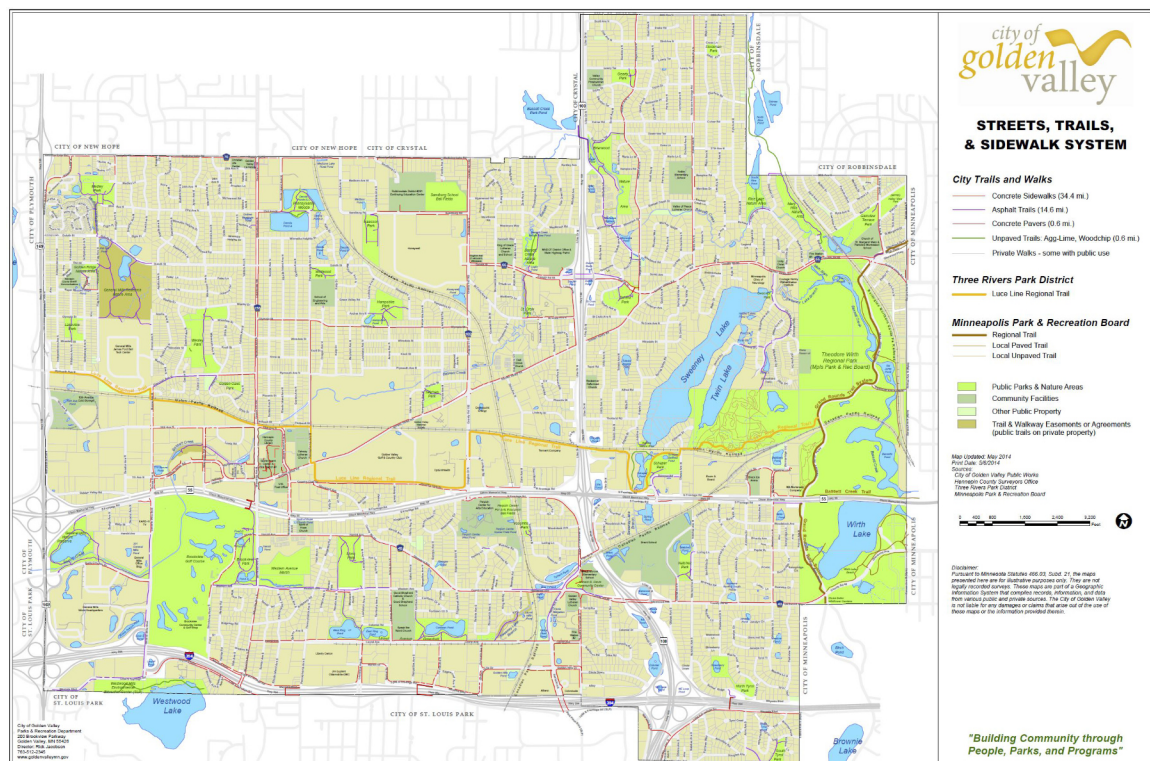
Existing site constraints: the load-bearing masonry structure with small structural bays, the shared facility with two departments at capacity for staff, equipment, and vehicles, and a site already overly full with undersized spaces for vehicles, make it impossible to address all of the existing facility deficiencies. This project's recommended near-term renovations and focused expansion will alleviate some of the critical issues of today, allowing the Police Department to function more fully until a new public safety facility can be constructed.

PUBLIC WORKS DEPARTMENT

BACKGROUND

Golden Valley's Public Works department encompasses four divisions: Park Maintenance, Street Maintenance, Utility Maintenance, and Vehicle Maintenance, and utilizes both full-time and seasonal staff to maintain the City's infrastructure, parks, and municipal vehicles and buildings. Work includes planned maintenance projects throughout the year, seasonal maintenance and response, and emergency repairs. Public Works currently operates out of four primary buildings on two different sites: Parks & Streets, Utilities, and Vehicle Maintenance located within the civic campus on the NE quadrant in downtown Golden Valley, and Cold Storage located at 10th Avenue N, approximately 1.7 miles away.

Since the construction of Public Works' facilities between fifty and thirty years ago, there have been two key evolutions in the field: an overall increase in equipment and vehicle sizing, and a trend towards specialization of vehicles, with features that are unique to key maintenance tasks. The two main vehicle buildings: the combined Parks and Streets Maintenance and Utility Maintenance, are beyond capacity, so additional and specialty seasonal vehicles and equipment are stored offsite at 10th Avenue. When those items are needed, two staff at a time must drive over - one acting as a shuttle, and the second to pick up the required equipment. In addition to

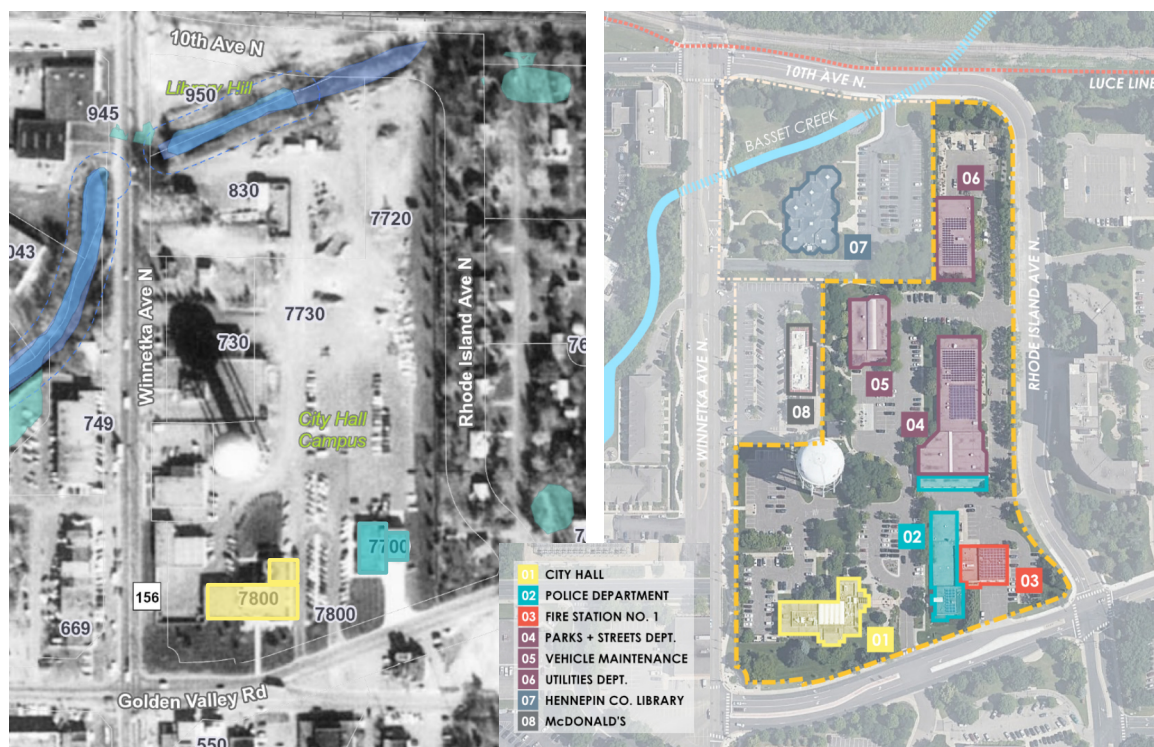


Public Works Figure 1 Map of Golden Valley Streets, Trails and Sidewalks

Public Works maintains the City's 34.4 miles of sidewalks and 14.6 miles of asphalt trails, more than 1,035 acres of parks and open space, in addition to the city's sanitary sewer, water, and storm sewer systems.

equipment storage, the 10th Avenue site is also home to the city's primary yard storage: salt, sand, bulk materials storage, site collection areas for yard waste, and miscellaneous un-conditioned ("cold") storage for Public Works as well as the Police Department. With salt and sand offsite, additional time and planned mobilization is required before and after snow events.

Public works departments are not typically located in the heart of a municipal civic center, as public works is a high-traffic often high-noise endeavor, with space use requirements for both buildings and grounds that are expansive, given the nature of the work. With development and increasing density of Golden Valley that has emerged over the last fifty years, public works was initially placed on what was at the time an under-utilized area of cleared land in proximity to City Hall and the Police Department. While the department provides a consistent and high level of service, this is achieved with mobilization that disrupts traffic in the heart of downtown Golden Valley, and on a currently open campus where pedestrians cross from the Calvary Center



Public Works Figures 2 and 3 1969 Site Plan and 2021 Site Plan

The City Hall Campus has evolved greatly over time, with unpaved land identified as a home for locating Public Works just after this photo was taken. Public Works' three facilities and related parking and yard occupy a majority of the City's available land on a block identified for greater density and a balance of municipal functions and multi-use development.

Cooperative through Public Works vehicle driveways to McDonald's, and where visitors to City Hall cross paths with Public Works use of the drive aisles in the main public parking lot.

GOLDEN VALLEY PUBLIC WORKS DEPARTMENT CRITICAL ISSUES:

- **Critical Issue #1: Address Operational Space Deficiencies**

The size - both in footprint and in vertical height - of equipment and vehicles has increased significantly since the city's public works facilities were first constructed. As an example, the existing facilities provide a 392 SF parking stall for snow plows; current industry standards given equipment sizing are now 810 SF, more than double in size. With buildings originally constructed out of concrete - i.e. not easily or cost-effectively modified - public works operations require additional time and care to move vehicles and equipment in and out of the garages, as parking stalls are too small, with vehicles using portions of shared center drive aisles for parking. It is not uncommon for additional vehicles to be moved in order to allow others to be accessed or parked, and multi-point turns, requiring more than a half a dozen adjustments, are commonplace for most of the fleet's larger vehicles. These requirements are not simply an inconvenience of time for drivers and staff who must assist with parking, they also increase the likelihood of vehicle damage, structural damage to garage facilities, personnel injuries or combinations thereof.

- **Critical Issue #2: Consolidate Resources & Relocate from Downtown**

The challenges of a two-site Public Works Department add to annual labor and operating costs, and consolidation of primary facilities would be beneficial while providing greater adaptability long-term. With a lack of conditioned storage for all key vehicles, seasonal equipment is currently housed offsite at 10th Avenue Cold Storage; when it is time to transition from summer to winter service, the relocation of vehicles from downtown to 10th Avenue takes one month. Fall/Winter 2020 offered an example of this complexity: with an early snowfall that required mobilization of plows, and a few weeks later a significant warm period requiring lawn movers to be remobilized. The ability to house all major equipment in a single location would allow Public Works to be more nimble in responding to whatever conditions are required throughout each year.

Public Works' current configuration: both over-full facilities and a two-site setup, cause daily impacts to operations and efficiency, as staff have to coordinate access to tools, materials, and storage that are either located behind other elements or equipment, or located at the other facility. Independently, these are managed conditions; in the aggregate this increases time diverted away from service delivery and work.

The Downtown Study identified the NE quadrant as a key component of long-term vitality and use for Golden Valley. Relocating Public Works from the NE quadrant to a new location in the city properly zoned for Commercial/Industrial use both benefits Public Works operations with a consolidated location, and also is the 'key' to unlocking long-term redevelopment of the NE quadrant to meet the City's Comprehensive Plan and Downtown Study goals for increased development, density, and resources in the heart of downtown.

- **Critical Issue #3: Meet Industry Standards, Regulations, and Applicable Codes**

Each of the three main Public Work's buildings on the NE Quadrant were built at a time of different standards and regulations, and investment in new facilities will allow the department to comply with current requirements and best practices:

- Equitable locker and restroom facilities for both male and female employees. Some of the existing buildings lack any female restrooms.
- Separate of equipment bays from office space for acoustics and air quality management.
- Provide sufficient space for vehicle and equipment, access, and maneuvering.
- Ensure accessible facilities for staff and visitors. Parks and Streets and Utility Maintenance are both split level buildings without elevators. Vehicle Maintenance is accessible at grade but lacks an elevator to access second floor office space.

CITY HALL / ADMINISTRATIVE DEPARTMENTS

BACKGROUND

Golden Valley's City Hall is home to the City's administrative functions: those related to customer service such as the DMV and general services (billing and assessments), those that have both administrative and service functions such as elections and the physical development department, responsible for engineering, planning and inspections, and those departments which are focused on municipal operations: finance, information technology, communications, human resources, and legal.

The distinct functions of a City Hall - service, administrative, and council - have distinct spatial requirements that the current building does not accommodate:

- **Service functions** benefit from being visible and easily accessible. Clear wayfinding should allow all visitors - those new to the building, and those who have visited before - to navigate to their destination without confusing or complex directions.
- **Administrative offices** should support completion of focused tasks, while leveraging adjacency of departments to foster collaboration and dialogue. Proximity rather than distribution of administrative offices throughout a city hall also allow for greater spatial efficiency by reducing duplicate amenities and more flexibility and adaptability as department operations and staffing change over time.
- **Council chambers and associated meeting and waiting areas** are the core spaces that communicate the transparency and connection between residents and their government. These spaces should also be visible and easily accessible, while providing sufficient safety measures and acoustic privacy.

Traditionally, City Halls have been located in an easily accessible, visible, and central location within a community to provide direct access to key resources and as a physical gesture of the transparency and accountability of government. Golden Valley's current City Hall includes portions of structures from past decades, including the oldest portion which dates to 1957 and establishes the building's current position at the corner of Golden Valley Rd and Winnetka Avenue. Over time, additions and renovations have adjusted the front of the building, most recently in the 1980s relocating the front entry from facing south onto Golden Valley Road to facing east towards Public Safety, and inwards on the NE Quadrant block.

City Hall and Golden Valley's administrative departments do not face the same level of issues with the current physical facility - i.e. none related to operational safety or overall building accessibility: critical issues listed would enhance visitor experience and service delivery, streamline operations, and ensure longer-term adaptability. Most critically, this study has affirmed the recommendation of the Downtown Study to relocate City Hall from the southwest corner of the block in order to leverage this prime site for multi-use and multi-story redevelopment at the key crossroads of Golden Valley Road and Winnetka Avenue.

GOLDEN VALLEY CITY HALL / ADMINISTRATIVE DEPARTMENT CRITICAL ISSUES:

Retaining City Hall in its present location has been identified as a block to long-term development opportunities for the NE Quadrant; at the same time, departments within the facility are largely “making do” with the nearly fifty year old facility. The critical issues outlined in this section would be resolved in any new facility that employs industry best practices for city hall space planning. As part of overall project phasing, investment in a focused renovation of the existing building would enhance the visitor experience and improve operations as the building remains in use until such time as a new structure is built (currently targeted for 2050 in this project's recommendations).

• Critical Issue #1: Provide Clear Welcome & Wayfinding

The 1980's renovation and addition re-oriented the building's entry so that City Hall and Public Safety entries face one another. While this gesture is successful in establishing a connection between these two municipal buildings, it has created two key challenges:

- City Hall turns its back to the key intersection of Winnetka Avenue and Golden Valley Road. In addition to no visible building entry from these streets, the landscape also rises and shields the building from view.
- Arrival from the building's main entry is confusing, as there is no welcome desk or main lobby and waiting area: visitors open the door to the building and immediately meet the frequently large waiting lines of the Department of Motor Vehicles (DMV), located immediately adjacent to the entry vestibule. With limited overhead signage, and no other service areas in sight, visitors often wait in line at the DMV believing it is the information desk.

Continued wayfinding within the building is also complex and confusing: at the entry level, visitors must find their own way through two changes of direction to reach the service desk for the Physical Development Department or the public restrooms, and at the second floor three turns are required from the stairs and elevator to reach the City Council chambers and the main administration service desk.



City Hall Figures 1 and 2 Main Entry & DMV Waiting and Second Floor Hall to Council Chambers

The modest space available for overall building arrival is evident in this photo, taken in October of 2020, when temporary COVID-19 protocols included a small staff desk immediately in front of the DMV waiting area. On the second floor, the challenge of blind corridors is evident, with no visual connection into the City Council chambers (immediately behind the empty display cases at left). In both photos note the small directional signage placed out of immediate line of sight.

- **Critical Issue #2: Address DMV Visitor Volume & Flow**

As noted above, there are currently regular conflicts between the waiting lines for the DMV, which occur within a main corridor and access to Physical Development and public restrooms. This high volume service department is also a source of revenue. Investing in additional space to provide for onsite driver's license pictures would expand services and would also be an opportunity to separate the waiting area for DMV with overall access and circulation for visitors to City Hall.

- **Critical Issue #3: Provide Sufficient Space for Public Functions**

Given the limitations of the existing building, with remnants of structural bearing walls and relatively tight column spacing, the layout is based on corridors used largely for movement and enclosed department suites fronted by service counters. This means there is extremely limited waiting space: none at the building entry, limited benches and seating at each of the key service windows (DMV, Physical Development, and General Services), and none outside of the City Council chambers at all. This lack of space impacts visitor comfort, leads to crowded lines during times of high usage, and is a limiting factor when the building is more heavily used.

In addition to a lack of waiting space, the building does not have sufficient public meeting rooms, i.e. rooms that are directly accessible from public corridors. These are useful for staff to meet with the public without having to bring them into staff work areas, can be used by community partners to connect with residents, and can be available for use by residents.

- **Critical Issue #4: Relocate City Hall for New Development at Key Intersection**

Critical to the fulfilling some of the goals set forth in the City's 2040 Comprehensive Plan and explored further in the Downtown Study, it is highly recommended to relocate City Hall from the highly desirable corner of the intersection of Golden Valley Road and Winnetka Avenue. This parcel would be extremely attractive to developers, and consistent with the vision of the



City Hall Figures 3 and 4 Council Chamber Hallway/Waiting and Physical Development Waiting Area
While the corridor immediately adjacent to the City Council Chambers is wider than average, there is no seating, and gatherings in the hallway are both visually and acoustically distracting through the full-height non-acoustic glass partitions into the chambers. A 2019 renovation reconfigured the service counters at Physical Development, providing a modest waiting area where there was previously none. Photo taken October 2020 when City Hall was largely closed to the public.

Downtown Study, would help establish a more strong visual presence at this key intersection, with multi-use, multi-story development. Proposed planning recommendations offer alternatives that either allow City Hall to maintain a street presence along Golden Valley Road, or to relocate to the NE corner of the block, where it can have a different sort of visibility and prominence in relation to Basset Creek and the Library.



City Hall Figure 5 July 2019 Street View of the Intersection of Golden Valley Road (right) and Winnetka Avenue N (left) City Hall is located behind the pergola, trees, and landscape berm which faces this key intersection. With prominent visibility, this corner of the block would be significant in establishing a new sense of arrival and destination within the heart of downtown Golden Valley.

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APPENDICES