

Town Office Village Concepts Report

Presented to the Gray Town Council

By

Gray Community Economic Development Corporation

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Town Council Guidance:

“Although not an order, it is the wish of the Gray Town Council to fine tune the direction of the CEDC in regard to the Pennell Institute. The request is as follows:

The Town Council asks that the CEDC refine its vision concepts to concentrate on two scenarios.

- A. Determine the cost to construct a new Town Hall. The facility should reflect the numbers provided in the needs assessment provided by Tom Delaney, and include the space specified for assemblage. The cost of the land for the location of the building is NOT to be considered in this analysis.
- B. Determine the best method to renovate, alter and/or add-on to Pennell to accommodate the special needs assessment determined by Tom Delaney’s assessment to provide adequate space for town hall and associated town assemblage space.

Council encourages the CEDC to use any and all professional community resources to assist in these determinations.

Council asks that the report be provided and presented to the Council on or before the first scheduled meeting of September, 2008, in order that there will be time to go to referendum in November.

Additionally, the Council asks that the CEDC open a dialog with the Gray Historical Society regarding their special needs and preferences, either at Pennell or elsewhere”

Needs Assessment (Exhibit A):

The Town Hall “Needs Assessment” was developed by CEDC volunteer Tom Delaney with assistance from the town staff following the Life Safety Code NFPA 101 Graphic Standards and commercial construction experience. The “Needs Assessment” for the next 10 years concludes that 6,000 square feet of office space is required for the town administration facilities and that 4,500 square feet of space is recommended for town assemblage purposes (town meeting etc.). The 6,000 square feet of town office space does not include space required for corridors, stairs and lobbies.

Design Concept Scenarios Description:

The results of the community survey conducted earlier this year encouraged pursuing the following concept scenarios for the new town office facilities.

- A. Renovate or replace the facilities located at the Stimson Hall Complex
- B. Renovate the facilities at the Pennell Institute Complex
- C. Build a new town office complex

When the volunteer construction consultant specialists were completing inspections of the properties involved in the respective scenarios, they advised that it would be impractical to

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renovate Stimson Hall due to the structural condition and the arrangement of the building. Consequently the Stimson alternative suggested by the survey process was dropped as being impractical.

The volunteer construction consultants advised that the base structural integrity of both the 1876 and 1954 sections of Pennell are very sound.

The volunteer construction consultants provided the various cost estimates using the concept plans being studied. There are no detailed design plans available for them to use as a basis at this time.

Market Value of Town Properties:

The financing strategy involving the new or renovated town office facilities is to:

- A. Analyze the concept alternatives developed using input from the village survey
- B. Prepare costs estimates for the design concepts
- C. Build the selected facility
- D. Sell unutilized town owned properties to offset the costs of the new town office complex

The CEDC attempted to obtain a no cost/no commitment market value assessment of town properties from professional sources. This effort was unsuccessful. Consequently the Town is currently seeking proposals from several commercial brokers in order to obtain property values and to prepare for the eventual sale of excess properties.

Cost Estimates for Design Concept Alternatives (See Exhibit B):

A. Renovate the 1954 Section of Pennell -	\$	1,232,100 (Exhibit C)
B. Build a New Town Office -	\$	2,087,482 (Exhibit E)
C. Build a New Town Assemblage Facility -	\$	960,727 (Exhibit D)

Cost Estimate to Renovate Original Pennell Institute Building (See Exhibit F & C-2)

The estimated costs to complete repair renovation work on the 1876 segment of the Pennell Institute Building, to install an elevator and to prepare design drawings are as follows:

A. Add an elevator	\$	94,700
B. Repair Bell Tower & Exterior of Building	\$	279,680
C. Restore Inside of Building to Near Original Condition	\$	253,150
D. Design Fee	\$	25,000
E. Contingency	\$	37,500

Operating Costs:

The volunteer construction consultants have stated that the operating costs for the renovated facilities will be substantially less than the operating costs of maintaining, heating and cooling the current town office, Stimson Hall and the un-renovated Pennell facilities.

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Historical Society Needs and Preferences:

The request from the Town Council asked the CEDC to open a dialog with the Historical Society in order to determine the needs and preferences of the organization and to develop ideas that would mesh the objectives of the Town and the Historical Society. The Gray Historical Society currently occupies the original Pennell Institute Building. The Society would prefer to continue to utilize the building for its historical displays and offices. The Society believes the historical display is a value to the town and the surrounding community; and recognizes that it may be unrealistic to expect the citizens to provide free occupancy to the Society if renovations are completed to the building. The Gray Historical Society is open to meeting with Town representatives to arrive at an equitable rent or lease agreement if the facility is renovated. The Society projects its current space needs to be 3,000 square feet.

Pennell Alumni Association Position:

Several members of the Pennell Alumni Association have attended CEDC committee meetings and work shops relative to the Pennell rehabilitation. The Association has stated that they are strongly in favor of renovating the old section of Pennell and that that they may have financial resources to assist with the renovation if the Town defines its role and contributes to the renovation as well. The Alumni Association is firmly convinced that placing the Town Office and the Gray Historical Society in renovated facilities at Pennell will create an architectural gem that will serve as Gray's focal point that will convey an impression that Gray is a community that respects its history and endorses excellence.

Town Council Chambers and Town Committee Meeting Facility Alternatives

The Town currently uses Stimpson Hall for Town Council and town committee meeting facilities. The volunteer construction consultants have advised that the existing space in the 1954 segment of the Pennell facility can accommodate the 6,000 square feet of office space and still have approximately 2,000 square feet of space with no current need. The 2,000 square foot of undedicated space could be utilized for Council Chambers. One end of the Pennell wings could be used for Council Chambers and the other wing could contain the desired office conference rooms that could be a multipurpose use as town conference rooms and town committee meeting facilities. Using the ends of the wings in this fashion would allow access from the outside without impacting the security of the town office.

Options for Town Meeting Facilities:

The volunteer construction consultants have advised that constructing a separate facility for large gatherings would be an inefficient use of space since the only anticipated use of the building is for town meetings and government elections. The consultants advised that it would be desirable to defer that cost and continue to use other available space such as Newbegin Gym or school facilities for gatherings that require more space than that available in the Town Office Complex.

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CEDC Concept Plan Recommendation

- A. We recommend that Pennell be utilized for the Town Office
- B. We recommend that the construction of a new assemblage facility be deferred and that the town continue to utilize Newbegin or other Pennell and community facilities for town meetings and elections. The proposed office arrangement suggested by the volunteer construction contractors allocates a space for Council Chambers that is larger than the space currently provided at Stimson Hall.
- C. We recommend that the town refurbish the 1876 segment of the Pennell complex. If this whole complex option is selected it will be important to reanalyze and review the possible space configurations to maximize utilization.
- D. We recommend that the Gray Historical Society stay at Pennell.
- E. We recommend that the Town Council enter into dialog with the Gray Historical Society and the Pennell Alumni Association to develop a financial arrangement for the use of the facility.
- F. We strongly recommend that the town office relocation be coupled with a commitment to sell the existing town office complex of the old post office, the existing town office and Stimson Hall and utilize the funding from the sale to defer the cost of the renovation work at Pennell.
- G. We recommend that old and new Pennell (1876 & 1954) be merged to create a complex that will house the town office, the Historical Society and the Council Chambers.

Merge Pennell Segments

The CEDC recommendation to merge the 1954 and 1876 Pennell buildings to house the town office, the Historical Society and the Council Chambers evolved as we obtained and reviewed the estimate proposals from the volunteer construction contractors. Analyzing and reviewing this information lead us to conclude that a merged campus would best serve our community. It may be that the most effective alternative would be to use the first level of old Pennell as the entrance so the most ascetically appealing area is used as the focal point for the town and to utilize the second level of old Pennell and a segment of the second level between the roofs of the 1954 Pennell for the Historical Society. The CEDC has prepared a general arrangement configuration sketch showing the possible location of town office, Council Chambers and Gray Historical Society facilities for the combined 1876 and 1954 segments of Pennell. (Exhibit G)

Work Required to move Concept Plan to Preliminary Design Stage:

- A. Prepare an office arrangement plan
- B. Prepare a Time Line for the Project (See Exhibit H)
- C. Develop a Floor Plan (See Exhibit G)
- D. Prepare design drawings –materials, insulation, windows, heating and air conditioning, mechanical, elevator, stairways etc
- E. Asbestos testing and treatment plan
- F. Septic system design
- G. Review document storage needs and objectives
- H. Develop a parking plan

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Independent Design Review

The CEDC strongly recommends that the Town conduct an independent design (cold eyes) review of the Preliminary Plan when it is completed. The independent design review would consist of a 1 to 2 day review of the plans by an experienced facility specialist to search for ways to improve the plans. Suggestions from the independent review are normally accepted unless there are compelling reasons to ignore the suggestions.

CEDC Suggested Implementation Plan

- A. Town Council to seek approval from citizens for New Town Office Facility
- B. Retain a design firm to develop a detailed preliminary design plan for the New Town Office Facilities.
- C. Conduct an Independent Design Review to arrive at a final design
- D. Once the Final Design Plan is accepted, changes should be restricted to dire circumstances to avoid project delays and additional costs.
- E. Issue RFP for construction work
- F. Select firm for construction
- G. Hire person to be project liaison and oversee construction

Volunteer Support

The CEDC has been able to obtain information and suggestions from several experienced design and construction specialists at no cost. The community should acknowledge and recognize the substantial contribution.

Finally, the Town Council and the community have a moral obligation to treat information provided by the volunteer contractor consultants with respect and to distribute the information in a manner that will maintain a competitive atmosphere.

Executive Summary:

The CEDC recommends that the entire Pennell Complex comprising both the 1876 and 1954 segments be utilized to provide facilities for the Town Office, the Gray Historical Society and Council Chambers. We believe this approach will link our prestigious past with the rapidly changing technology advancements that the future will bring in the most cost effective manner.

Town Office Project

Time Line

Task Description	2008					2009												2010											
	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Needs Assessment	X																												
CEDC Town Council Presentation		X																											
Town Council Approval		X																											
Develop Project Organizational Structure			X	X																									
Market Value Information		X	X	X																									
Concept Renderings		X	X																										
Town Referendum				X																									
Issue RFP for Design Plan			X	X																									
Pennell Alumni Support			X	X	X																								
Gray Historical Society Agreement				X	X																								
Town Council Approval					X																								
Secure Bonding					X																								
Retain Design Organization - Preliminary Design Plans					X	X	X																						
Independent Design Review							X																						
Project Team Acceptance							X																						
Town Council Approval - Preliminary Design							X	X																					
Obtain Permits & Agency Approvals																													
Comp Applications								X																					
Submit App.								X																					
Final Design - Design Freeze									X																				
Town Council Final Funding Approval										X																			
Issue Request for Proposals										X																			
Select Contractor - Issue Contract											X																		
Construction - Exterior Work												X	X	X	X														
Construction - Interior Work																X	X	X	X										
Project Acceptance																				X	X								
Grand Celebration																							X						

Town Office Concept Alternatives Estimated Costs

	Town Office @ 1954 Pennell		New Town Office - Unknown Lot		New Assemblage		1876 Pennell	
Square footage	7,100		7,200		4,500		3,840	
Exhibit for Base Cost	Exhibit C		Exhibit E		Exhibit D		Exhibit F	
Base Cost	\$922,100		\$1,567,521		\$803,925		\$279,680	R
Lot	\$0		\$150,000	G	\$0		\$0	
Design Drawings & Material Specifications	\$72,000		\$141,100		\$69,570		\$25,000	
Contingency	\$40,000		\$170,861		\$84,232		\$37,500	
Construction Oversight and Inspection	\$40,000	G	\$40,000	G				
Independent Design Review	\$3,000	G	\$3,000	G	\$3,000	G	\$3,000	G
Replace Playground Facilities	\$5,000	G	\$0		\$0		\$0	
Relocate Cable TV Facilities	\$15,000	G	\$15,000	G				
Relocate Septic System	\$10,000	N	\$0		\$0		\$0	
Asbestos Testing and Treatment	\$50,000	N	\$0		\$0		\$0	
Additional Fire Proof Storage - Attic	\$75,000	N	\$0		\$0		\$0	
Elevator	\$0		\$0		\$0		\$94,700	
Restore Inside to Near Original	\$0		\$0		\$0		\$253,150	
Total Cost - Referendum	\$1,232,100		\$2,087,482		\$960,727		\$693,030	
Proceeds - Town Office Complex Sale	\$600,000	G						
G - Best guess - CEDC								
N - Supplemental Information from Ron Norton								
R - Estimate covers replacing the existing slate roof with a slate look-like material that has similar wear characteristics								

Exhibit A

Town Hall Needs Assessment

The square foot area information, shown below, was obtained from Life Safety Code NFPA 101, Graphic Standards, and past commercial projects.

	No of Occupants	Enclosed Area (sf)	Open Area (sf)
Town Managers	7	200 sf	
Needs space for six extra people			
Assistant to the Town Manager	1		120 sf
Finance Office	5	225 sf	
Needs space for four people			
Clerks Desk and Work Area	3		350 sf ea
Three Access Windows			
			60 sf
Includes ½ time employee			
Fire Prof Storage (Town Mgr.)		800 sf	
Fire Prof Safe		800 sf	
Reception Area			80 sf
Need space for two computer desks, two voting booths, and displays and magazines.			
Code Enforcement Officer	3	225 sf	
Town Planner	3	200 sf	
Assessors	3	200 sf	
Administration	2		100 sf
Plan/Map Review Area	2		100 sf
Fire Prof Storage (Assessors)		800 sf	
Assembly Space (without fixed seating – 15 sf net per person)		300	4,500 sf
Office Space for Sheriff	1	100 sf	
Maintenance Office	2	100 sf	
No storage			
General Assistance Area (PROP)	4	120 sf	
Food Bank (includes storage)	3	120 sf	
Recreation Office	3	120 sf	

Future Health Office	3	120 sf
Cable TV		120 sf
Copy Room with Storage		120 sf
Lunch Room	4	120 sf
Conference Room	15	300 sf
Public Restrooms (Women's-3 toilets, Men's-2 toilets/1 urinal)		400 sf

Total 10,500 sf

The total square foot number does not include circulation and common areas, such as corridors, stairs, and lobbies, that may be dedicated to a specific programmed space.

Add 30% for corridors, stairs, and lobbies.

3,150 sf

Total 13,650 sf