



CITY FACILITIES REPORT

RESIDENT-LED TASK FORCE ON FACILITIES

PRESENTED

October 17, 2022
To Ferndale City Council

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LETTER FROM THE RESIDENT-LED FACILITIES TASK FORCE



Mayor Piana and City Council Members:

We, the members of the Resident-led Facilities Task Force, appreciate the opportunity to serve our City through the review of the Facilities Condition Assessment, meetings with City Staff, site visits, and ultimately our recommendations documented here. We would like to thank all of the City staff who participated and ensured they presented information in a way that allowed us to make this informed, yet autonomous, recommendation.

We give special thanks to:

- Brittany Galisdorfer, our facilitator from Bridgeport Consulting, for recording our ideas and keeping the momentum going.
- Joe Gacioch, Ferndale City Manager, for providing comprehensive overviews of the current needs and context on city governance.
- James Jameson, Facilities Director, for answering our many technical questions
- Police Chief Dennis Emmi, Fire Chief Teresa Robinson, Parks and Rec Deputy Director Lisa Bryant, and the many other city staff who answered our questions.
- Council Member Greg Pawlica, for providing important historical context.
- Mayor Melanie Piana, for convening the group and ensuring our autonomy.

The following pages contain our recommendations for the City's facilities. As we visited each building, we were disheartened by the current state. We learned that sites were historically maintained by individual department heads – a common practice in small municipalities. While these people are experts in their own fields, facilities maintenance is a separate discipline. Fortunately, Ferndale has hired a permanent facilities director to oversee all maintenance, including preventative maintenance. While we can't change the past, we are confident that City assets will be well-maintained going forward.

As a group, we agreed on these themes:

Ferndale's public facilities are in disrepair.

We believe it to be in the City's best interest both financially and operationally to discontinue putting its limited funding into fundamentally broken assets.

First responders deserve healthy buildings that comply with industry best practices.

Our fire and police services willingly put themselves in harm's way to protect us. To attract and retain the best talent, we need to provide facilities where they are safe and comfortable.

Residents deserve access to quality services and activities.

When we say access, we mean this quite literally. Any visitor to City Hall who wants or needs to use the elevator will likely be surprised at the outdated equipment available.

City staff deserve an environment conducive to performing their best work on behalf of residents.

Primarily, this means alleviating overcrowding and storage issues. Each of the facilities identified in this report has known future space needs and prevention now can avoid future further deficits.

Faced with the long list of urgent capital improvements, we quickly realized that simply addressing the list alone would get us buildings that are functional but wouldn't measurably improve them, increase quality of life for City employees, or improve service delivery. Firefighters would still have to walk through their living areas to shower after responding to a fire, exposing themselves to carcinogens. The policewomen's locker room would still be in a converted closet - an unacceptable inequity. The Kulick Center would still be a dated, converted school building, ensuring continued unaffordable high costs to keep the facility online and safe.

Guided by the themes we highlighted, our values and experiences as Ferndale residents, and our respective areas of expertise, our recommendations in many cases are for new construction that meets the needs of the city in the coming decades.

The Task Force discussed financing and the best options are outlined in this document. However, it is beyond the scope of the Task Force to recommend a specific financing model. It is our hope that the City will adopt a funding strategy that ensures a sufficient, dedicated budget for ongoing maintenance and capital improvements.

Without such a budget, it is inevitable that we will find ourselves in the present situation again in the future.

We recognize these are big changes that, should Council proceed with our recommendations, will take many years to fully implement. We look forward to continued participation as residents of Ferndale and stand ready to support the City as it undertakes the recommendations in this report.

Thank you,
Facilities Task Force

LETTER TO THE COMMUNITY, FROM THE TASK FORCE

To our fellow Ferndale residents,

We volunteered to serve on the Facilities Task Force to use our experiences as residents and our professional skills to better our community.

We come from many perspectives: some have lived in Ferndale for decades and others arrived more recently; some have experience in municipal service and others have not; some have children while others live in smaller households.



We all come from different careers, ranging from small business owners/entrepreneurs to specialized fields of construction, architecture, sustainability, and finance. We did our best to make recommendations in service to, and representing the values of, our shared home.

Ferndale's buildings are in grave disrepair. We cannot undo the mistakes of the past. But we can make better choices moving forward. The funding options in this report require community engagement in the years to come. It's our hope that you will see, as we have, the importance of investing in the infrastructure that underpins Ferndale's vibrancy.

This is just the start. You, our fellow Ferndalians, have a role to play as well. We have worked diligently to represent our community. Our report opens the door of empowerment for you to make an evergreen commitment to our community's vitality. As someone who lives, works, or plays in Ferndale, your ideas are welcome. We've experienced first-hand how City staff value solutions from residents and we hope you'll be a part of the community engagement processes.

We look forward to seeing you there.
Facilities Task Force

LETTER FROM THE CITY MANAGER

Mayor Piana and City Council,

The Resident-led Facilities Task Force has concluded their six-month appointment. The Task Force's primary mission was to make consensus recommendations for prioritizing government facility capital investments for primary city facilities based on the objective data listed in the 2021 Facilities Condition Assessment (FCA), empirical data from site tours, feedback from staff and subject matter experts, and balanced against budget constraints and abilities.



Most municipal buildings are between 60-100 years old. These facilities were designed during decades that had lower standards for accessibility and workplace equity, energy and water efficiency, and more-recent improvements to standards for workplace health including indoor air.

City Council's 2023 approved budget for the General Fund prioritized \$150,000 in capital improvement projects in the facility budget. The 2021 FCA identified a minimum of \$6.5 million of emergent infrastructure and system repairs for city facilities over the next five years. If we spread those costs equally across the five years, the average budgeted facility investment is \$1.3 million per year, or 8% of all General Fund tax revenues, including

State revenue sharing. The number increases to 10% of all General Fund revenues without a Headlee millage.

The Resident-led Facilities Task Force provides an excellent model for community-driven problem-solving. During their final meeting, Task Force members and staff distinctively called attention to the positive, respectful, and solution-oriented nature of their discussions. I commend City Council for taking a community-oriented approach to solving a problem that must ultimately be supported by the community we serve.

Sincerely,
Joseph Gacioch,
City Manager, City of Ferndale

SECTION 1
EXECUTIVE
SUMMARY



In January 2022, City Council unanimously approved a Resolution to create a Resident-led Facilities Task Force. City Council issued an open application process to assemble an impartial group of nine citizens selected to represent a diversity of perspectives based on their personal and professional experiences, as articulated in their Task Force applications. City Council unanimously confirmed the Task Force on February 14, 2022.

RESIDENT-LED FACILITIES TASK FORCE

NAME	CIVIC SERVICE EXPERIENCE	PROFESSIONAL EXPERIENCE
Chris Best	-	Construction, entrepreneur, custodial, maintenance, builder
Rachele Downs	-	Real estate, finance, economic development
Lynn Clark-Geiner Vice Chair	2022 MLUP Steering Committee, 2022 Ferndale Arts & Cultural Commission, FCCB Board Member at Large - Grant Researcher	Entrepreneur – talent scout, event facilitator and producer, talent mentor, community fundraiser, FADL - circulation specialist
Donnie Johnson Chair	Civil Service Commission, Ferndale Housing Commission	Public administration, facilities management, government finance, economic development
Thomas Newman	Election Inspector Chair	LEED-certified facilities management, construction management
Carla Pareja	-	Architecture and engineering, construction management
David Strockis	Youth Recreation Coach	Architecture and engineering
Dale Vigliarolo	Ferndale Area Chamber of Commerce, 2018 Kulick Center Task Force	Roofing/building structure, public administration
Quinn Zeagler	Ferndale Environmental Sustainability Commission, 2022 MLUP Plan Steering Committee	LEED-certified energy waste reduction, sustainable building operations/management

The Facilities Task Force has prepared a long-term plan that prioritizes facility improvements for essential government services. They considered and evaluated facility issues that impact employee health and welfare, disparities between male/female facilities, FCA-forecasted budget needs for each facility, accessibility standards, and climate and sustainability impacts.

The following tables present a high-level overview of the recommendations unanimously prepared by the Task Force, ordered from highest to lowest priority.

PHASE 1 FACILITY PRIORITIES, PROPOSED 2023-26

FACILITY NAME	RECOMMENDED ACTION	PREFERRED CONCEPT
Fire Station 1 1635 Livernois Ave.	Site expansion	An extended fire station that separates living quarters and administrative offices from the vehicle emissions of the primary motor pool bay; the Historical Society will require relocation; City staff are encouraged to consult and support them in their relocation efforts
Fire Station 2 1070 E. 9 Mile Rd.	Consolidate facility with Police Department	Joint Public Safety Facility that includes Police Department, Dispatch, and Fire Command Center
Police Department 310 E. 9 Mile Rd.	Consolidate facility with Fire Station 2	Joint public safety facility that includes Police Department, Dispatch, and Fire Command Center
Kulick Community Center 1201 Livernois Ave.	Divest from Kulick Center	Restore building to the custody of the School District; encourage the District to serve as stewards of the property and community green space
Martin Rd. Park Concession Building 1945 Orchard Ave.	Site expansion into indoor-outdoor rec facility	An indoor/outdoor recreation facility that includes public restrooms, athletic equipment rental area, multipurpose room, concession stand, staff office, and storage space
Southwest Storage Yard 901 Central St.	Relocate site	Pursue a public-private partnership development opportunity to relocate the Storage Yard to 965 Wanda St.

The recommendations seek to improve the necessary facilities to enhance public safety facilities, ensure quality public services, and optimize organizational efficiencies through facility consolidations where possible.

PHASE 2 FACILITY PRIORITIES, PROPOSED 2025-30

FACILITY NAME	RECOMMENDED ACTION	PREFERRED CONCEPT
City Hall 300 E. 9 Mile Rd.	Relocate facility to the top two floors of The dot (new construction)	A consolidated community center and City Hall on the top floors of The dot, providing versatile public meeting space and consolidated office space; prioritize street-level public access lobby and customer service
Community Center 1201 Livernois	Consolidation	Consolidate Parks and Recreation office space and public meeting/classroom spaces with the future community center/city hall space
Public Works 521 E. Cambourne	Maintain and reconfigure	Reconfigure the DPW Yard at Cambourne to meet future public works needs; salt barn consolidated into future Storage Yard location at 965 Wanda St.; capital improvements prioritized in the FCA are executed
Historical Society 1651 Livernois	Relocation	The Historical Society remains in its current location until Fire Station 1 expansion is implemented; this provides the Historical Society Board three years time to plan for an alternative space

The Task Force deliberated a range of scenarios and options as part of its process. The following section will describe the Task Force's recommendation for each facility, including central decision points and alternative options that were considered but not moved forward with consensus. The Task Force considered the information in the table below as a central factor in deciding between new construction or facility rehab and expansion.

FACILITY FINANCIAL DATA

	Current Square Footage	Usable Space	Future Space Needs	Future Space Deficit	New Construction	New Expansion	Rehab Existing	Rehab & Expand
Community Center	25,118	17,194	31,611	-14,417	\$18,302,576	\$8,347,540	\$10,180,325	\$18,527,865
Public Works	37,530	30,369	52,104	-21,735	\$6,408,800	\$2,673,407	\$3,231,333	\$5,904,740
Fire 1 (Livernois)	10,224	8,503	26,531	-18,028	\$10,453,165	\$7,103,127	\$2,819,779	\$9,922,906
Fire 2 (Nine Mile)	5,500	4,252	14,485	-10,233	\$5,707,189	\$4,031,901	\$1,516,900	\$5,548,801
Police	10,619	5,167	15,154	-9,987	\$10,077,596	\$6,641,541	\$4,943,105	\$11,584,686
City Hall	15,400	10,957	18,113	-7,156	\$12,688,448	\$5,013,070	\$7,551,390	\$12,564,460

SECTION 2
PHASE 1
FACILITY
PROFILES



FIRE STATION 1

1635 LIVERNOIS AVE.
BUILT: 1956



Fire Station 1 has served as the Ferndale Fire Department’s headquarters since the facility opened in 1956. With living quarters and four bays, this station houses an engine, a ladder truck, and an ambulance for response, in addition to reserve apparatus and department administration. All hazard and EMS response is provided.

The facility was not designed to accommodate modern health, equity, operational, or accessibility standards. During the facility tour, Task Force members expressed concerns over health conditions in the firefighter living quarters. Consensus concerns that must be addressed include:

- Firefighter living quarters are located on the second floor above the existing motor bay. The smell of vehicle emissions is noticeable in this area. The facilities may impact employee recruitment and retention capabilities.
- The motor bays and motor bay doors are not sized appropriately to meet modern fire engine apparatuses.
- There are major disparities between male and female firefighter facilities.
- There is no ADA-accessible public access to Fire Department administrative offices.

FIRE STATION 1

Square footage 10,224	New construct. \$10,453,165
Usable space 8,503	New expansion \$7,103,127
Future space needs 26,531	Rehab existing. \$2,819,779
Future space deficit -18,028	Rehab & expand \$9,922,906



All pricing comes from Cumming Insights, U.S. Construction Costs Per Square Foot

RECOMMENDATION

The Task Force recommends expanding the existing Fire Station 1 building across the entirety of the City's property in the current location. The newly expanded area must focus on response time and firefighter safety. This will necessitate that the Ferndale Historical Society, a privately owned and operated entity with a decidedly public mission, move to a new location.

Putting occupied spaces for the responding personnel on the same floor level as the

apparatus bays avoids the need for vertical response via pole or stairs and improves the health and welfare of first responders by removing the threat of emissions from apparatuses used in the motor bay. This expansion would enable the current administration and living quarters to be reconfigured to address disparities between male and female facilities and improve public accessibility standards. The Historical Society may remain in its current location until this change is implemented.



EXAMPLES & ALTERNATIVE CONCEPTS

The Charter Township of Allendale, Michigan, recently completed a similar expansion of a historic fire facility that separated office and administrative areas from their motor bay. The expansion cost Allendale voters approximately \$6.9 million and opened in 2022. The City of Allendale funded this expansion with its General Fund.

FIRE STATION 2

1070 E. NINE MILE RD.
BUILT: 1952



Fire Station 2 opened in 1952 and houses living quarters and an engine. During local events and festivals, a second ambulance is also often staffed here. This second station helps ensure fast response times even when main streets are impacted by events or trains passing through the Canadian National (CN) intermodal facility. The property also provides a tower for training and skill development. The second station has a dramatic impact on the City of Ferndale's ISO score (Insurance Services Office). The ISO score is a metric used by the insurance industry that factors into the cost of homeowners insurance.

FIRE STATION 2

Square footage 5,500	New construct. \$4,031,901
Usable space 4,252	New expansion \$4,031,901
Future space needs 14,485	Rehab existing. \$1,516,900
Future space deficit -10,233	Rehab & expand \$5,548,801



SUMMARY

Fire Station 2 is approximately half the size of Fire Station 1. This station was not designed to accommodate modern health, equity, operational, or accessibility standards. Consensus concerns that must be addressed include:

- Firefighter living quarters are located on the second floor above the existing motor bay. The smell of vehicle emissions is noticeable in this area. The facilities may impact employee

recruitment and retention capabilities.

- The motor bay and motor bay doors are not sized appropriately to meet modern fire engine apparatuses.
- There are major disparities between male and female firefighter facilities.
- There are no accessible public access points to fire department administrative offices.

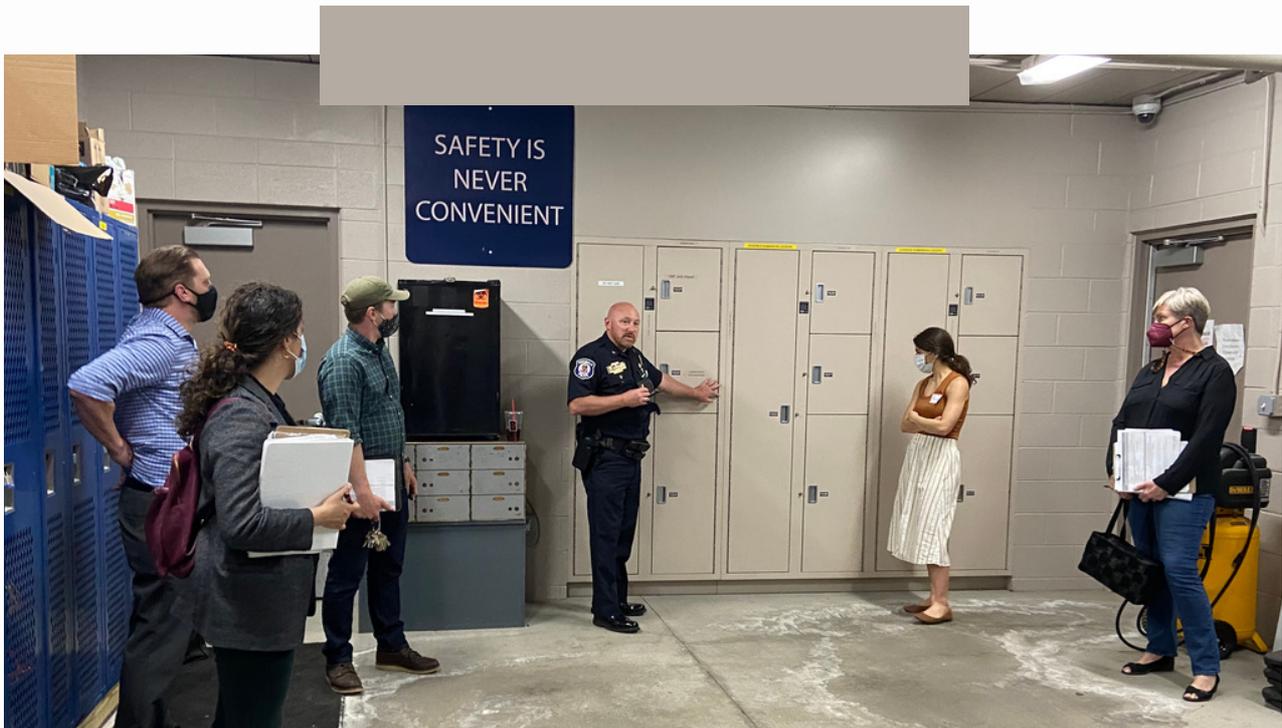


RECOMMENDATION

The recommendation for this site is included with the Police Department recommendation on page 16.

POLICE DEPARTMENT

310 E. NINE MILE RD.
BUILT: 1964



The Ferndale Police Department (FPD) headquarters is an annex to City Hall. The annex was constructed in 1964. FPD is the primary law enforcement agency for the City of Ferndale and is comprised of a patrol division, dispatch center, and short-term lock-up that operate 24 hours a day. The FPD divisions include police administration, detective bureau, records bureau, and evidence/property management team.

Current facility features include a firing range, gym, security garage, men's and women's locker rooms, property storage, evidence processing room, two IT rooms, break room, and a small conference room. The current building also contains several small offices for administrative, investigative, and clerical staff. The sallyport, dispatch area, and offices were updated in 2013 as part of a larger renovation project of the 43rd District Court.

The Police Department is significantly undersized in contrast to its needs and to most comparable contemporary facilities. The Task Force noted concerns with inequitable employee facilities that impact shift change, morale, recruitment, and retention efforts; inadequate space for contemporary evidence security control standards; and decades-old mechanical and plumbing systems that would be cost-prohibitive to retrofit into the current building. Police Department operations and staffing diversity have dramatically changed since the building's construction 60 years ago.

POLICE DEPARTMENT

Square footage 10,619	New construct. \$10,077,596
Usable space 5,167	New expansion \$6,641,541
Future space needs 15,154	Rehab existing. \$4,943,145
Future space deficit -9,987	Rehab & expand \$11,584,686



SUMMARY, CONTINUED

- Mechanical and plumbing systems are nearing end of life and retrofitting improvements to this facility would be cost-prohibitive.
- A sewer pipe runs beneath the basement of the building, and sewerage backups occur in the locker room where police change into and out of their uniforms and store personal and work-related belongings.
- Evidence security and access control standards have advanced.
- Technology facility updates, including dispatch facilities and dash and body camera systems, require substantial changes to IT infrastructure and network needs.
- The Department is more diverse than it was 60 years ago; approximately 20% of the Department’s workforce is female. Female locker rooms and other spaces do not meet organizational equity standards and do not improve recruitment and retention efforts.
- Mechanical and plumbing systems are nearing end of life and retrofitting improvements to this facility would be cost-prohibitive.

RECOMMENDATION

The Task Force recommends the City replace Fire Station 2 with a newly constructed Public Safety Headquarters. If constructed, this facility would consolidate fire headquarters, police headquarters, and dispatch into a single facility. The recommendation addresses health concerns, serious space deficiencies, employee workspace inequities, and design constraints, and would reduce the long-term cost of ownership by consolidating common

uses such as fitness areas, administration space, and communications infrastructures.

The Task Force recommends that City leaders contact the owners of the property adjacent to current Fire Station 2 to begin discussions about the feasibility of this recommendation.

POLICE DEPARTMENT

EXAMPLES & ALTERNATIVE CONCEPTS

Several communities across the nation have shifted toward a combined public safety facility to improve service, reduce construction costs, and gain operational efficiencies. Public safety facility design is a specialized field. Three examples below are provided to add context to inform a combined public safety facility in Ferndale.

1. Edwardsville, Illinois
2. Winter Park Public Safety Complex
3. Wells Public Safety Facility

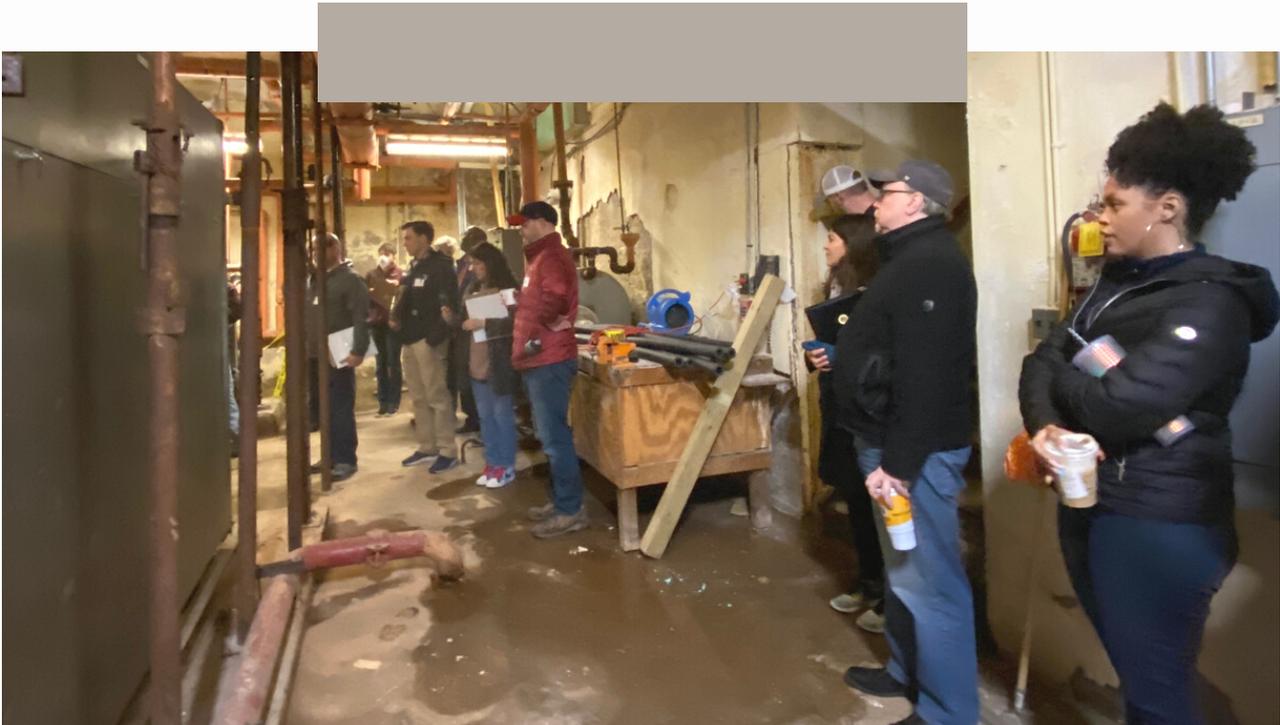


Wells Public Safety Facility

KULICK COMMUNITY CENTER

1201 LIVERNOIS AVE.

BUILT: 1919



Washington Elementary, located at 1201 Livernois, was closed by the Ferndale School District in 1996. A few years later, the City entered a 25-year lease agreement with Ferndale Public Schools to operate the Kulick Community Center. The agreement followed an adaptive renovation of the former 100-year-old Washington Elementary site into a community center. The building has been closed to the public since April 2020 due to critical infrastructure failures, ongoing budget challenges, and the COVID-19 pandemic. The facility has been inaccessible to Parks and Recreation staff for most of the past two years due to infrastructure failures, which render it unsafe and uncomfortable.

After touring the facility with Parks and Recreation staff, the Task Force agreed that the center fulfilled the community's recreation needs through the onset of the pandemic but expressed unanimous concerns about the \$3 million in critical infrastructure needs over the next five years identified in the 2021 Facilities Condition Assessment, as well as the City's budget constraints and competing facility needs. The Task Force unanimously agreed that the City should not make such an investment in a facility it does not own.

KULICK COMMUNITY CENTER

Square footage 25,118	New construct. \$18,302,576
Usable space 17,194	New expansion \$8,347,540
Future space needs 31,611	Rehab existing. \$10,180,325
Future space deficit -14,417	Rehab & expand \$18,527,865



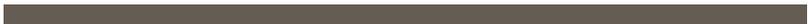
RECOMMENDATION

The Task Force recommends that the City divest its interests in the lease agreement with the Kulick Center as soon as possible and avoid any further costs before the winter season. The City should prioritize:

- An equitable solution for alternative temporary office space for Parks and Recreation staff, and
- A plan for inventorying and redistributing programming formerly offered at the Kulick

Center into an indoor-outdoor facility at Martin Road Park and a future combined community space/City Hall facility as presented in the recommendation on page 21.

Additionally, the Task Force believes that accessible green space in the Kulick Center neighborhood is important and should be preserved by the Ferndale School District if possible.



MARTIN ROAD PARK CONCESSION FACILITY

1615 E. LEWISTON AVE.
BUILT: 1990

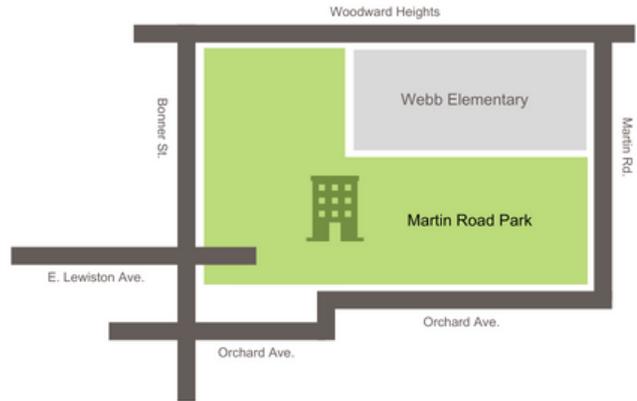


The City installed its first splash pad at Martin Road Park in 2022. A pavilion, two public restrooms, and a former concession building (closed for public use) serve the splash pad and adjacent athletic fields. The City must increase the number of public restrooms to accommodate the Health Department’s requirements for splash pads.

The Task Force toured the park’s facilities in the spring prior to the construction of the splash pad. They agreed that the splash pad warranted additional investments in complementary facilities that could maximize attendance and bolster community use of the park and interest in recreation.

In the summer of 2022, the City secured \$400,000 in Community Project Funding through Congressman Andy Levin’s office and applied for additional grant funds from the Michigan Department of Natural Resources (MDNR). MDNR grant funds restrict facility and land use improvements in parks where their funding is used. The Task Force views the secured grants as an excellent foundation to attract additional outside investments that bolster any City-sourced funding.

MARTIN ROAD PARK CONCESSION FACILITY



RECOMMENDATION

The Task Force recommends that City Council construct a versatile recreation facility to replace the shuttered concession stand and replace some of the functions of the Kulick Center. The facility should:

- Expand public restroom facilities.
- Offer a concession experience to complement the splash pad and athletic fields.
- Include a multipurpose recreation space to replace lost uses from the Kulick Center.
- Provide office and storage space for Parks & Recreation staff.

New Martin Road Park facility



- Concession stand
- Public rest rooms
- Office space
- Multipurpose rooms
- Equipment rental & storage
- SMART operations

New community center/city hall



- Kids Corner
- Commercial kitchen
- Room rentals
- Senior meeting space
- Staff office space
- Storage
- Multipurpose rooms



EXAMPLES & ALTERNATIVE CONCEPTS

Multiple members of the Task Force suggested that the City construct an indoor/outdoor recreation facility like the recreation facility located in Valade Park on the Detroit riverfront. The Valade Park facility faced MDNR restrictions like those that Ferndale’s Martin Road Park facility will encounter, which prohibit the construction of an indoor-only facility.

SECTION 2

PHASE 2

FACILITY

PROFILES

The second phase of recommendations from the Facilities Task Force focuses on the future of City Hall following the potential relocation of the Police Department, continuing efforts to update Public Works facilities, and addressing racial equity issues by relocating the Southwest Storage Yard.



CITY HALL

300 E. NINE MILE RD.

BUILT: 1964



City Hall serves as the primary administrative office for the community. The building hosts the City Manager’s office, Human Resources, Communications, Finance, Community and Economic Development, City Clerk, and Information Technology departments. The primary publicly-accessible spaces include the customer service desk, City Council Chambers, and a lower-level conference room utilized by staff and board and commission members. The Downtown Development Authority leases space in the lower level.

City Hall and the Police Station are connected, and the mechanical, plumbing, and roofing systems are shared. The FCA identified that most of the components in the building's mechanical systems will need to be replaced soon, and that to do so, a significant amount of additional work will need to be done to the building. For example, the old air handler units are original to the building; new units are half the size, and they require different ductwork, have different electrical requirements, and need upgraded control panels — a domino effect of repair and reengineering needed to accommodate current standards.

Due to the overlapping configuration and age of critical components, the cost of improving the current building is greatly increased and the options for bringing the system closer to modern efficiency standards are decreased. The cost to replace obsolete mechanical systems and make identified renovations is comparable to cost estimates for a new facility.

CITY HALL

Square footage 15,400	New construct. \$12,688,448
Usable space 10,957	New expansion \$5,013,070
Future space needs 18,113	Rehab existing. \$7,551,390
Future space deficit -7,156	Rehab & expand \$12,564,460



SUMMARY, CONTINUED

The Task Force believes that the current City Hall property has a high market value, could likely offer a better use (more productive) than a government facility, and could generate funds that could be applied toward other City needs.

In considering alternative locations, the Task

Force agreed that it is desirable for City Hall to be in a central downtown location. It should have an accessible customer service presence at the street level and should consolidate Parks and Recreation office space and community programming needs into a shared facility. The Task Force debated two alternative options for the relocation of City Hall.

RECOMMENDATION: OPTION 1

Use the existing development agreement with Versa Wanda as a tool to finance the construction of 27,000 square feet of upper-office space at The dot. This would consolidate space needs for city administrative offices, customer service, the DDA, and Parks and Recreation, including public meeting spaces,

multipurpose rooms, Kids' Corner, etc. This concept includes a street-level lobby and elevator presence located along W. Troy Street and a vision for a community-use space located at the street level of the future housing development to be located along Allen St. on the western end of The dot.

CITY HALL

OPTION 1: WHY IT MAKES SENSE

- **Ready-set parking:** From the beginning, The dot was designed to include four total components: parking, housing, street-level retail, and upper-level office. Parking for all these uses has already been accounted for, which means there would be no need for the City to construct and pay for additional parking to support a new city services center.
- **Design-build financing:** In a traditional buy or build, the City would issue bonds to finance the facility. With The dot, Versa has an existing development agreement to finance and build upper-level office space. This presents an opportunity for the City to lease-to-own finished office space from Versa, paying annual rent as a tenant until the debt is paid off over an agreed period. When the debt is paid, Versa has indicated they would agree to sign the title of the property over, shifting ownership back to the City.

RECOMMENDATION, OPTION 2

Relocate City Hall to Lot 15, also known as the E. Breckenridge lot.

SmithGroup was asked to study how this site could deliver a minimum of 19,000 square feet of office space and 150 public parking spaces to mimic the use of the current City Hall lot.

Issues: SmithGroup produced a cursory space study and sample massing for a potential site. Their preliminary analysis concluded that the shape and size of this property result in expensive and inefficient parking and limit potential for mixed-use commercial space at the street level.



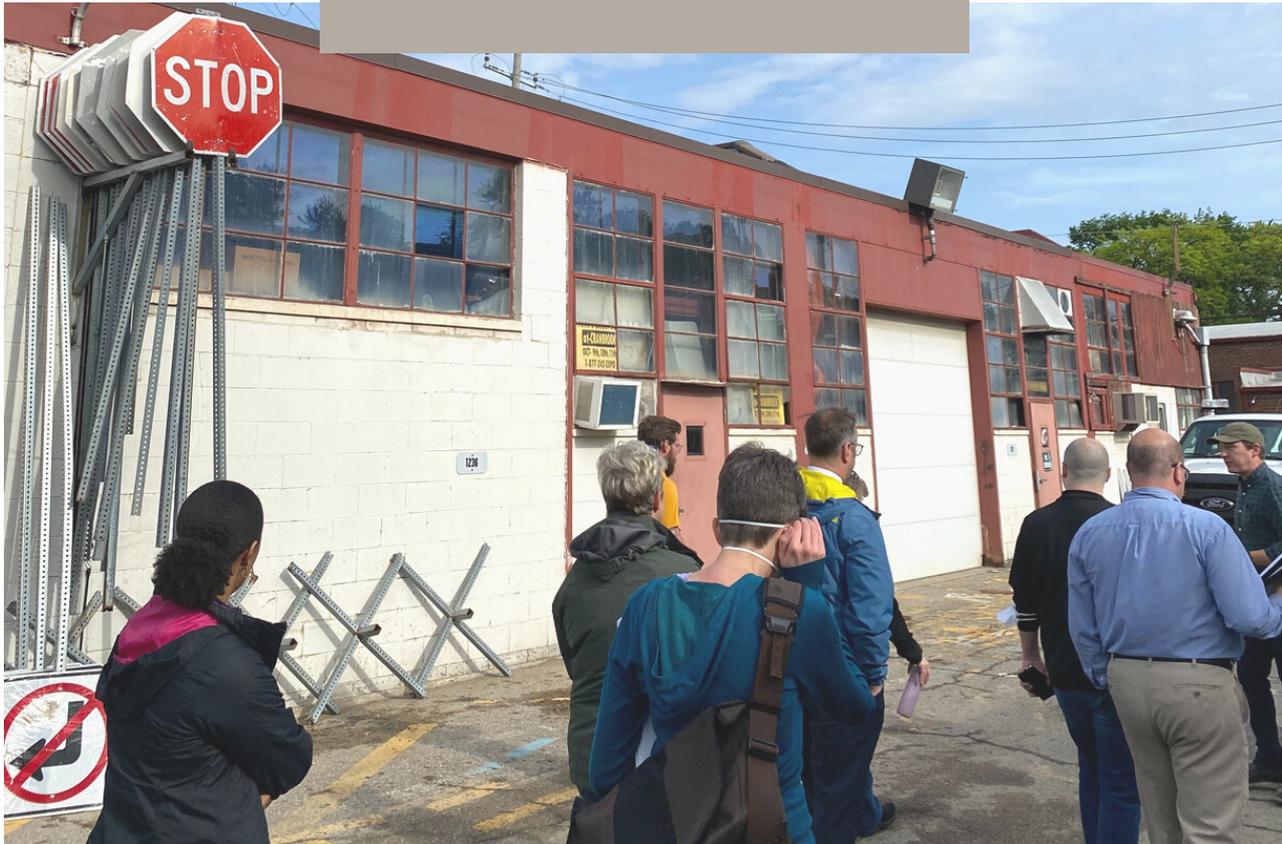
CITY HALL

EXISTING CITY HALL FACILITY

The Task Force unanimously agreed to leave it to a future City Council, informed by public engagement, to determine the best direction for the redevelopment of the existing City Hall property. They also agreed that any redevelopment of this space should prioritize preserving adequate public parking needs of the Ferndale Area District Library. Funds generated through the redevelopment of the current City Hall site could support the implementation of the facilities plan and reduce impacts to taxpayers.

PUBLIC WORKS

521 E. CAMBOURNE ST.
BUILT: 1923

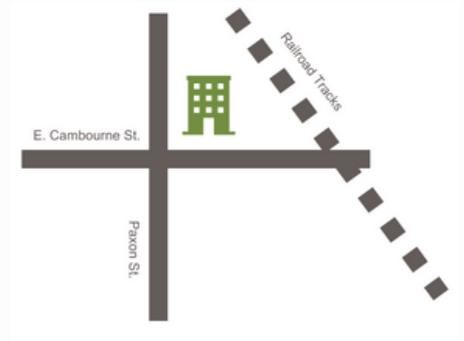


The Yard at 521 Cambourne is the primary operations center for the Department of Public Works (DPW). Three separate buildings house DPW administration, sanitation, the water department, motor pool, roads, parks maintenance, facilities maintenance, and the sign shop. The salt barn and winter facilities are also on site. Fuel pumps that serve the entire City fleet, plus public housing vehicles and school district busses, are located outside the mechanic's garage. A majority of the large- and small-equipment fleet and all DPW trucks and plows are stored and maintained at the Yard as well.

Due to a lack of space, much of the fleet and equipment must be stored outside, leaving little room for employee and public parking. The mechanic's garage was built around 1923, when most of the City fleet was powered by horse. It was renovated in the 1960s.

PUBLIC WORKS

Square footage 37,530	New construct. \$6,408,800
Usable space 30,369	New expansion \$2,673,407
Future space needs 52,104	Rehab existing. \$3,231,333
Future space deficit -21,735	Rehab & expand \$5,904,740



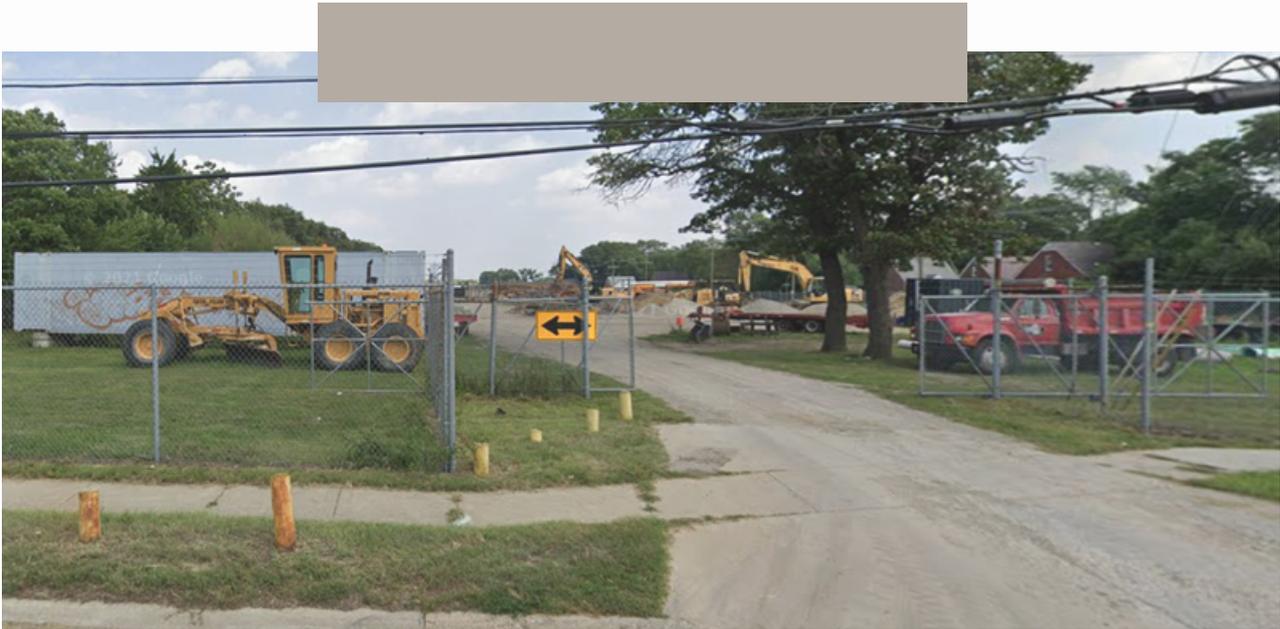
RECOMMENDATION

The recommendation for this site is included with the Southwest Storage Yard recommendation on page 16.



SOUTHWEST STORAGE YARD

901 CENTRAL ST.
BUILT: 1974



The Southwest Yard at 901 Central St. serves as the only transfer yard for DPW, neighboring communities, and contractors working on municipal projects. The City is believed to have acquired this 9-acre property at some point between 1930 and 1960. The buildings on site are mostly used to store small equipment off-season and heavy equipment. Bulk materials for construction projects are stored on-site year-round. Trees and branches that are felled and chipped are stored on-site pre-disposal, as well as fall leaves collected by Ferndale and neighboring communities. Recently the lead service line replacement project has used the Southwest Yard as a staging area, storing construction equipment and plumbing and remediation materials. In the spring, the area serves as a nursery for the tree replacement program.

The Southwest Yard is located near Ferndale High School on the border of Royal Oak Township and the City of Ferndale. A dissertation published by doctoral candidate Nicole Perez and Loyola University Chicago ProQuest Dissertations Publishing offers citations of historical records that suggest that one of the reasons the property may have been acquired was to establish a buffer between each community's residential neighborhoods. Ferndale's current City Council and the School Board share a common goal of eliminating the “buffer” by replacing the existing industrial use with a more appropriate use for the neighborhood. The property requires costly methane remediation before it can be repurposed; the City has actively managed a methane mitigation program through Fishbeck Environmental Consultants since we learned of the issue in 2016. As a public entity, the City cannot access Michigan brownfield redevelopment funding for the remediation.

SOUTHWEST STORAGE YARD

Square footage 3,990	New construct. \$1,835,000
Usable space 3,500	New expansion \$1,192,750
Future space needs 10,000	Rehab existing. \$449,575
Future space deficit -6,500	Rehab & expand \$1,642,325



SUMMARY, CONTINUED

The Cambourne DPW facility needs primarily maintenance and continued capital improvement investments that will renovate existing structures and adapt for future operational needs, such as the implementation of electric vehicle infrastructure. Task Force members noted the need for more storage space, reconstruction of the salt barn, more efficient office areas, and an enhanced public access area.

During their tour of the Southwest Storage Yard, Task Force members shared City

Council’s concerns about the nature of the use, but also acknowledged that the operational needs are required to deliver valuable residential services like leaf collection, snow removal, and tree planting services.

The Task Force was encouraged to hear that City leaders were actively exploring a potential public-private partnership that would enable the City to relocate the Southwest facility to the industrial district adjacent to the CN railway, freeing up more appropriate opportunities for this parcel.

RECOMMENDATION

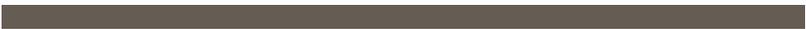
City Council should continue to negotiate a potential public-private partnership that would relocate the Southwest Storage Yard, as well as some of the operations at 521 Cambourne, to an existing industrial property located at 965 Wanda Street. A site plan update was approved by the Planning Commission in July 2022 . The site plan update conveys a consolidated space for DPW Southwest Yard operations, a new salt barn, and office and motor pool space that would support winter operations.

SOUTHWEST STORAGE YARD

RECOMMENDATION IMPACTS

521 E. Cambourne impacts: The relocation of the salt barn and select winter operations equipment will enable the DPW to reconfigure the current yard to meet the needs identified by the Task Force and FCA. It will also alleviate noise impacts on East Cambourne residents by moving after-hours heavy vehicle traffic to a more appropriate industrial area.

Southwest Storage Yard impacts: The relocation of the Southwest Yard operations enables the City to maintain core services while freeing up new opportunities to improve the property's use. The site is nine acres; a consensus of the Task Force suggested that the City consider seeking a partner to redevelop a portion of the property for residential development and retain a significant meaningful portion of the property as community green space. The private development will unlock access to State of Michigan brownfield redevelopment funds that can be used for eligible environmental mitigation and site improvement activities.



FERNDALE HISTORICAL MUSEUM

1651 LIVERNOIS AVE.
BUILT: 1954



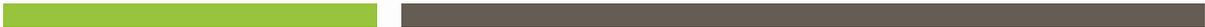
The Ferndale Historical Museum was built in 1954 by the Canadian Legion. It was used as a legion hall until 1979, when it was donated to the City. The Ferndale Historical Society, an independent nonprofit organization, operates the facility under a lease from the City for \$1 per year. The nonprofit is responsible for operational costs; the City is responsible for facility capital improvements.

The Ferndale Historical Museum is located on the same property as the current Fire Station 1 (Fire headquarters). The entirety of the property is vital for addressing fire facility concerns, which is the top priority recommended by the Task Force. The Historical Society provides an important community service; the Task Force discussed at length the potential relocation of the museum should the Fire headquarters expand.

FERNDALE HISTORICAL MUSEUM

RECOMMENDATION

The first phase of the Task Force recommendations may not be implemented for 3-5 years. The City's limited financial capacity and available property to address the comprehensive needs of municipal facilities constrain its ability to provide direct financial assistance with securing a new location. The Task Force encourages City Council to support the Historical Society's efforts to identify a sustainable alternative location before any action is taken.



SECTION 3

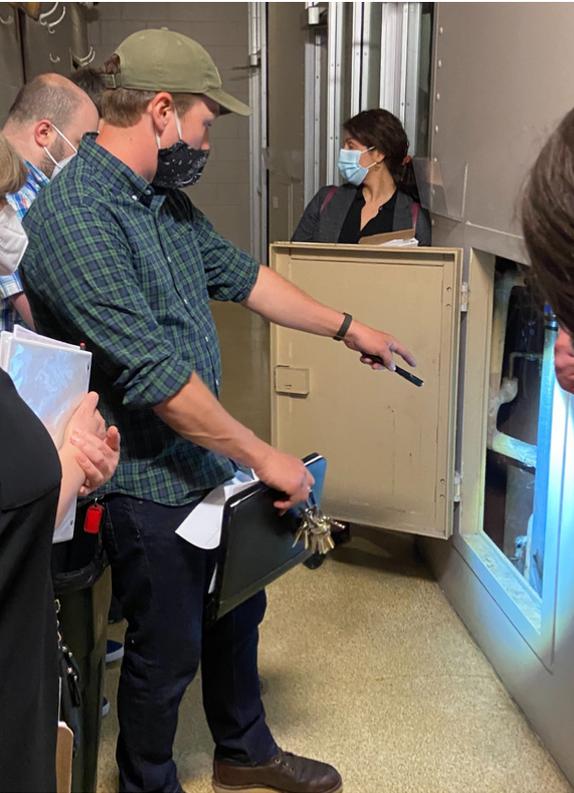
**FACILITIES
PLANNING
PROCESS**



PROGRESS IN PHASES

The City of Ferndale has undergone many efforts in recent years to confirm and address municipal facility needs and the financial resources necessary to establish a mechanism for ongoing funding to protect from disinvestment. The figure below presents a high-level overview of the facilities planning process undertaken since 2019. Phases one and two were led by internal staff at the direction of the City Manager's office. Phases 3 and 4 were led by City Council and the Facilities Task Force.





Facilities Manager James Jameson

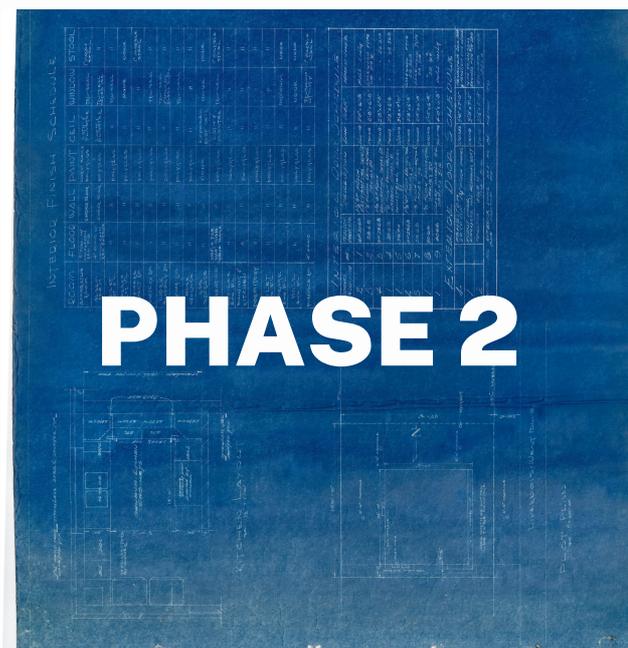
PHASE 1

In 2019, the City began construction on its first new major facility, The dot downtown parking development. To ensure this investment is maintained, the City Manager reorganized the Department of Public Works to add the City's first centralized Facilities Manager.

In the past, planning and oversight for citywide facilities was handled by multiple respective directors. This decentralized model distributed ownership of facilities to different departments, which resulted in City buildings being managed by people who were not facilities subject experts. Preventative maintenance was not consistently a key focus or funding priority.

City Council commissioned a comprehensive facilities condition assessment of ten municipal facilities during the April 12, 2021 City Council meeting. The purpose of the FCA was to identify emergent and long-term facility repair and replacement needs.

The study data identified a minimum of \$6.5 million in repair, replacement, and preventative maintenance costs for city facilities over the next five years. A separate Greenhouse Gas (GhG) inventory identified government facilities as the City's greatest contributors of greenhouse gasses.



Original historical blueprints of Fire Station 1, circa 1950s



PHASE 3

During the December 2, 2021, City Council Special Session, Council established a resident-led advisory Facilities Task Force to recommend a long-term prioritization plan for City facilities based on the FCA assessment. The results of the FCA report raised real questions about balancing strategic priorities against limited budget resources.

The City received 29 applications for the Task Force during the open application period of January 11-February 1, 2022. City Council appointed the nine Task Force members on February 14.

The Task Force members met twice per month between March 15 and August 24. Meeting agendas and minutes are available in the appendices.

1. Discovery: Between March and May, the Task Force focused their time on discovery, touring each facility alongside staff subject-matter experts and reviewing the City's budget capacity and needs.
2. Deliberation: Between June and August, the Task Force debated and consensed on recommendations on the sequencing of facility improvements, concept options, contingency plans, and potential funding pathways.

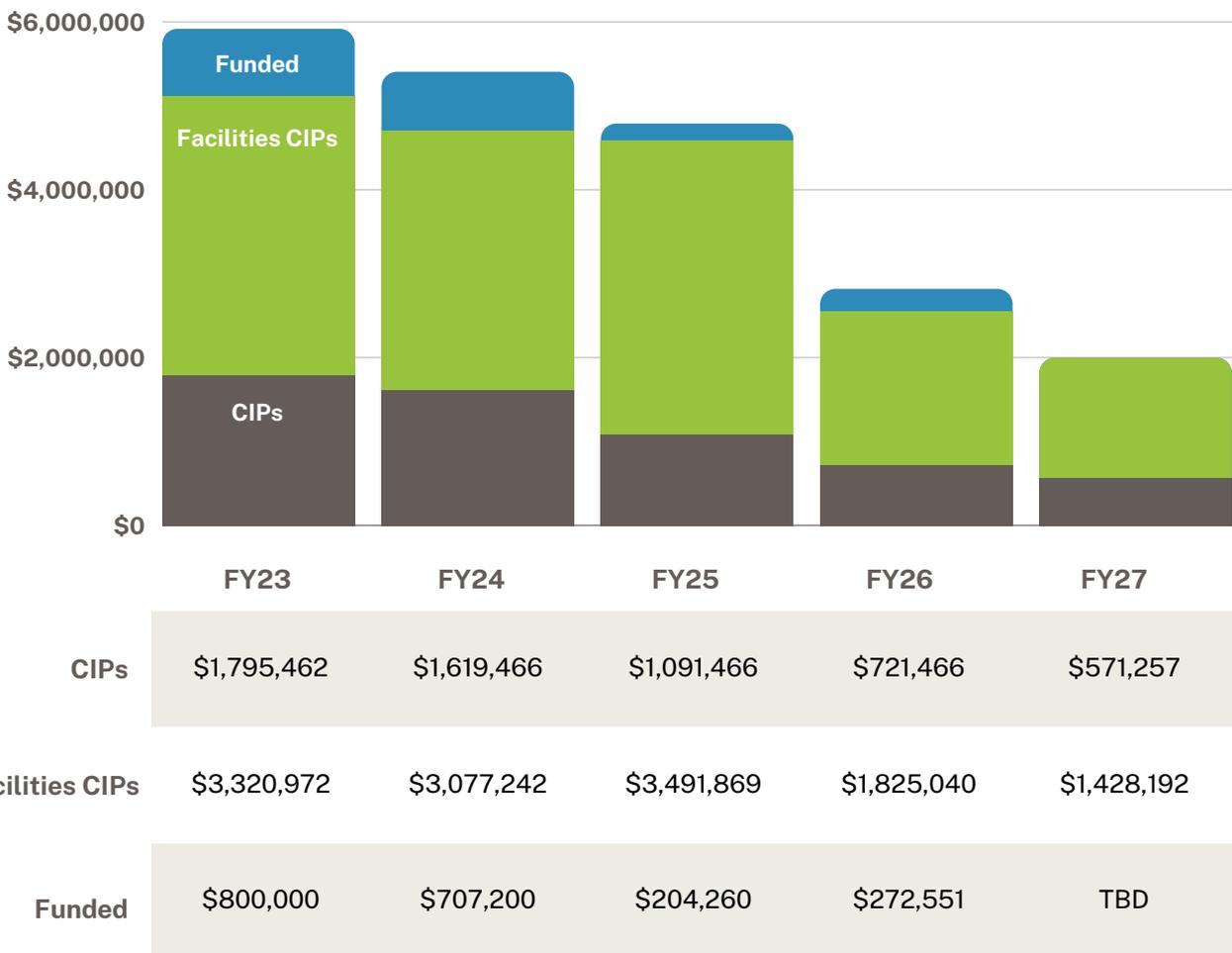
PHASE 4

The Task Force explored the scale and ramifications of the recommended facility investments on the City’s current budget and capital spending. They compared the current General Fund budget against facility capital improvement needs identified in the FCA. They found that existing revenues could not support the required facility investments. They

determined the investments for essential government services are not discretionary, and thus require strategies to secure funding streams.

The Task Force strongly desired that new funding should be dedicated to facilities to avoid repeating the mistakes of the past and to ensure building maintenance going forward.

General Fund Capital Improvement Process (CIP) Requests



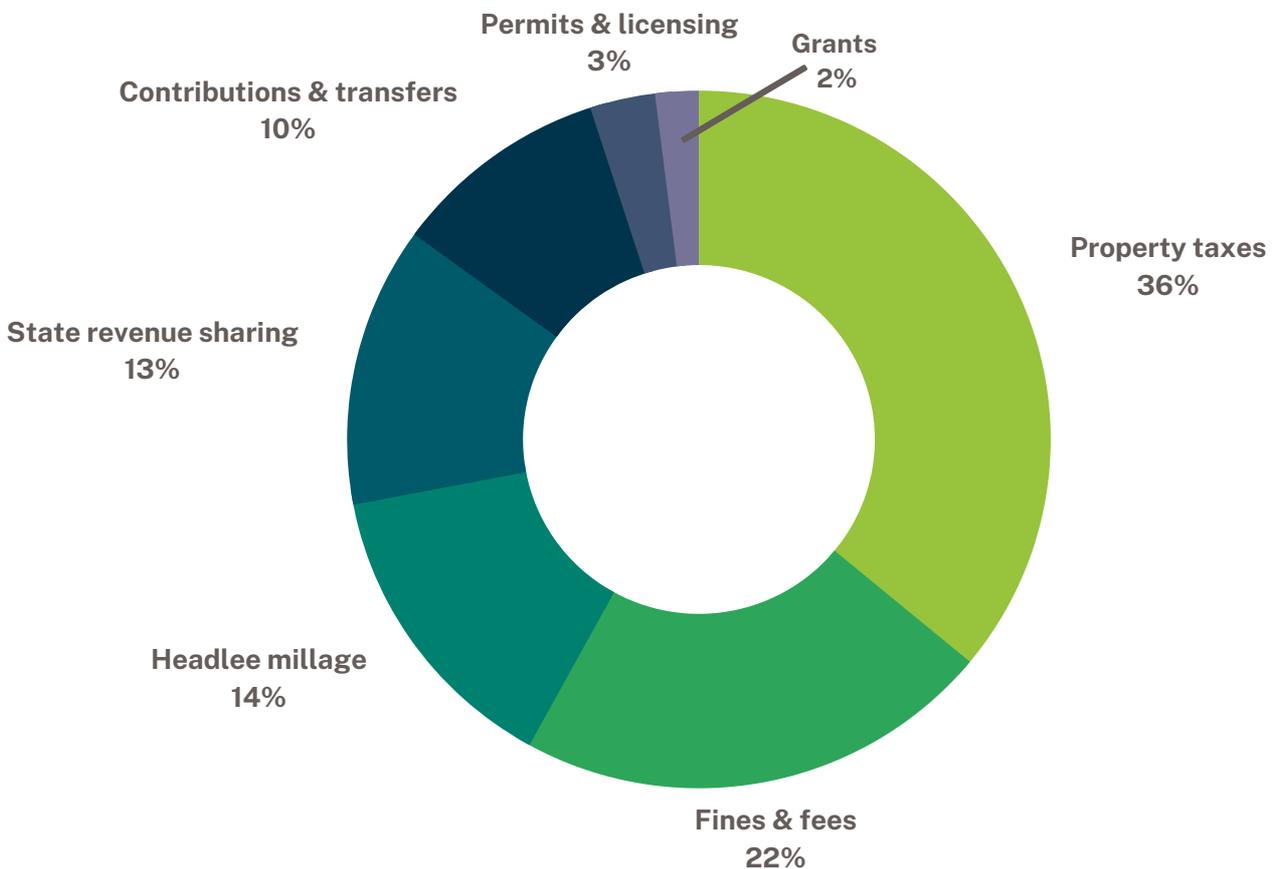
GENERAL FUND

The City's General Fund is the primary revenue source for funding core government services and facilities. The General Fund budget relies heavily on property tax revenues. The budget adopted by City Council in April 2022, is about \$24 million to fund General Fund services. About 50% of General Fund revenues come from local property taxes, including the 2015 voter-approved Headlee renewal millage. Fines and fees represent about 22% of revenues, which are

mostly restricted to support the operations that generate the fee. For example, the 43rd District Court's budget is largely based on fees and citations. The Community and Economic Development Department is largely self-funded through permit and fee revenues.

About 50% of General Fund revenues come from local property taxes, including the 2015 voter-approved Headlee renewal millage.

GENERAL FUND SOURCES FY 2023



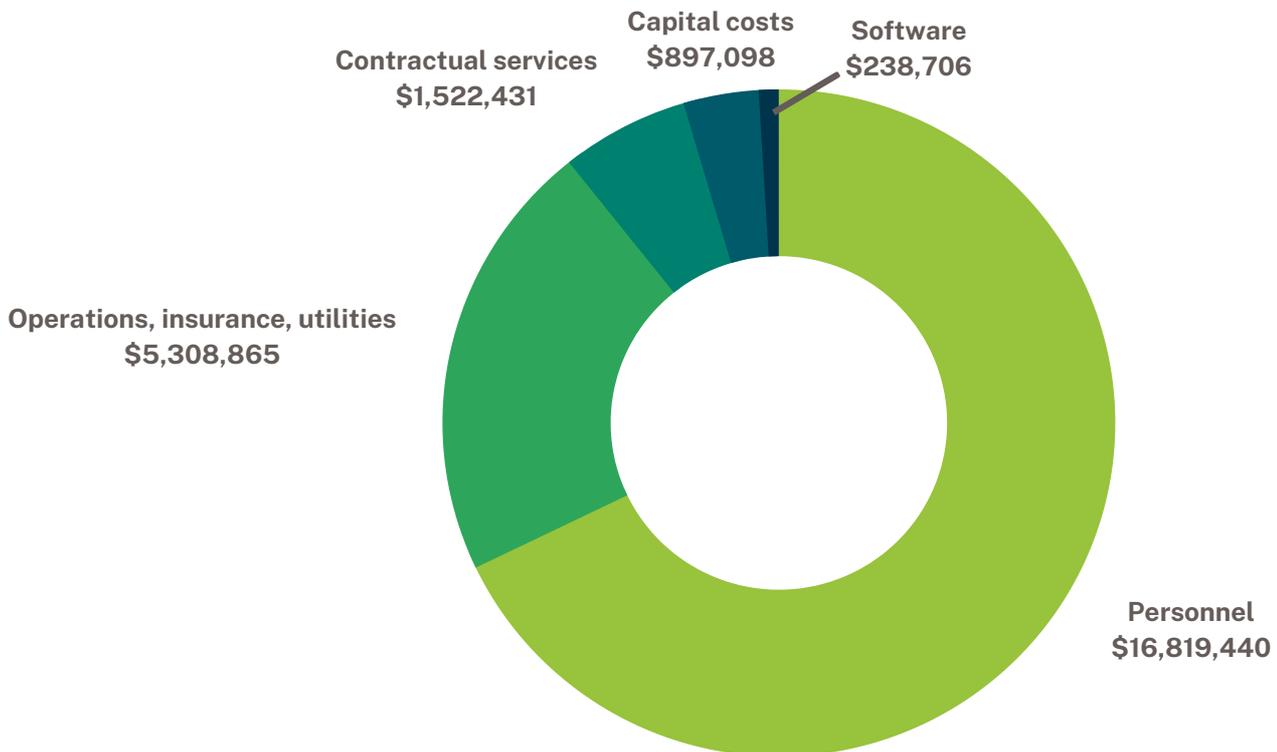
FUNDING COMMUNITY SERVICES

Local governments provide essential and community-oriented services that generally are not provided by the private sector. Because we have a mission of service, about 70% of General Fund revenues are committed to funding our public workforce, including the people who respond to our emergencies, the people responsible for delivering public services and ensuring accountability

for the public trust, and the people we lean on to maintain and improve our public parks and streets — in effect, our civic services. The following chart illustrates the breakdown of General Fund expenses in the most recent budget adopted by City Council in April 2022.

70% of General Fund revenues are committed to funding our public workforce, including the people who respond to our emergencies and deliver our public services.

GENERAL FUND EXPENDITURE OVERVIEW FY 2023



TASK FORCE FUNDING DISCUSSION

The current condition of City facilities presents a variety of issues. The facilities fail to meet the size requirements needed to equitably accommodate the needs of a modern diverse workforce, they generate financial and environmental costs to the community, and in some cases, they pose a risk to the health of staff.

The City of Ferndale prides itself on thinking globally and leading locally. For these reasons, the Facilities Task Force proposes implementing the group's recommendations as soon as financially feasible.

The City Manager consulted with the City's Financial Services Advisor, Bendzinski & Co, and Bond Counsel, Miller Canfield, to identify funding options for implementing the priority recommendations in this plan. This section provides potential phasing and funding options to meet facility needs.

Option 1:

- Multiple ballot initiatives requesting support of Unlimited Tax General Obligations (UTGO), or voted bonds
- Ballot initiative for design-build (lease and buy back from a developer)

Option 2:

- Headlee millage override renewal/Charter amendment to commit to facility funding
- Limited Tax General Obligation (LTGO) bonds
- Design-build financing (lease and buy back from a developer)

The Task Force unanimously agreed that option 2 would address the primary goals of securing new and committed funding to assure ongoing investment in facilities. The Charter amendment ultimately prevents future administrations from disinvesting in facilities by binding 25% of the City's Charter-authorized operating millage for facility funding. This option would restrict funding for other general services in favor of prioritizing facilities.

The Task Force also unanimously agreed that option 1 is less likely to provide predictable funding for facilities, less likely to protect from future disinvestment, and more complicated to communicate and explain.

However, the Task Force also acknowledged that they serve in an advisory role to the current City Council and that future elected officials and administration will ultimately determine the funding strategy for City facilities at the appropriate time.

FUNDING OPTION 1: ISSUE UNLIMITED TAX GENERAL OBLIGATION (UTGO) BONDS – VOTER APPROVED BONDS

ASSUMPTIONS

A renewal of the 2015 voter-approved Headlee override millage is necessary to meet facility improvement and current operating needs.

A majority vote of support is required to establish a new debt millage to fund facility improvement projects.

Unlimited General Obligation Bonds raise money for a specific purpose.

Local governments may not issue a line of credit, obtain a mortgage, or pursue commercial bank loans or promissory notes.

Unlimited general obligation bonds require majority voter approval expressed through an election.

Each facility requires a distinct ballot initiative.

The City government may issue UTGO bonds upon approval of a majority of the electors. In an authorized local election, a ballot proposal to issue general obligation unlimited tax bonds must be authorized by a consensus of City Council via a Resolution.

The purpose of the ballot initiatives for facilities would be to obtain a majority voter approval to issue debt to pay for facility improvements recommended by the Task Force and approved by City Council (note: this debt can fund the cost of facility improvements but not future staffing and maintenance – this is done through operating millages). This approval would authorize the City to levy new taxes (a special debt millage) to generate revenues necessary to pay the principal of and interest on the bonds.

The City government may issue UTGO bonds upon approval of a majority of the electors. In an authorized local election, a ballot proposal to issue general obligation unlimited tax bonds must be authorized by a consensus of City Council via a Resolution.

The purpose of the ballot initiatives for facilities would be to obtain a majority voter approval to issue debt to pay for facility improvements recommended by the Task Force and approved by City Council. This approval would authorize the City to levy new taxes (a special debt millage) to generate revenues necessary to pay the principal of and interest on the bonds.

FUNDING OPTION 1: LIMITATIONS

ASSUMPTIONS

A renewal of the 2015 voter-approved Headlee override millage is necessary to meet facility improvement and current operating needs.

A majority vote of support is required to establish a new debt millage to fund facility improvement projects.

Unlimited General Obligation Bonds raise money for a specific purpose.

Local governments may not issue a line of credit, obtain a mortgage, or pursue commercial bank loans or promissory notes.

Unlimited general obligation bonds require majority voter approval expressed through an election.

Each facility requires a distinct ballot initiative.

Ballot proposals containing separate subjects, separate purposes, or independent proposals may not be combined. This prevents one proposal from gathering votes/support for the other and allows electors to vote on each matter separately.

For example, the City can combine the public safety headquarters proposal and the fire station expansion proposal, as these two projects are related in nature and serve the overall purpose of improving public safety. The Parks and Recreation facility at Martin Rd. Park, DPW facilities, or the future Community Center and City Hall site are each different in nature and may not be combined with the public safety proposals.

Pro: The City could secure cash access to fund and schedule improvements upon voter approval. If the initiative is approved, the City may issue debt through multiple series to accommodate a long-term plan.

Con: It may be difficult to secure voter approval for multiple separate bond ballot proposals. Additionally, funding a long-term facilities plan via municipal bonds establishes a “boom or bust” approach to funding improvements and orients planning around each initiative. If voters do not approve of an initiative, facility improvements and related projects will likely not be budgeted and fail to be implemented.

FUNDING OPTION 1: SAMPLE BALLOT INITIATIVES

NOVEMBER 2024 GENERAL ELECTION

	Facility Improvement	Bond Amount	Est. Annual Payment	
Ballot Initiative 1	Public Safety Facility	\$25 Million	\$885,000	30-year bond
Ballot Initiative 1	Fire 1 Expansion	\$10 Million	\$500,000	20-year bond
Ballot Initiative 2	Martin Road Park Facility	\$5 Million	\$250,000	20-year bond
	Total	\$40 Million	\$1,635,000	

NOVEMBER 2026 GENERAL ELECTION

	Facility Improvement	Bond Amount	Est. Annual Payment	
Ballot Initiative	Community Center/City Hall	\$18 Million	\$750,000	20-year agreement

FUNDING OPTION 2: HEADLEE MILLAGE OVERRIDE RENEWAL AND CITY CHARTER AMENDMENT

The City Charter authorizes the City to levy a property tax millage of no more than 20 mills to support General Fund services. The millage is subject to constitutional and statutory limitations relating to the Headlee Amendment and Proposal A.

This option requires the successful approval of two ballot initiatives. If approved, the initiatives would create funding for facility improvements and maintenance as well as restrict funding available for other General Fund purposes. These two proposals would be tie-barred so that both proposals would need to be approved by the electors for the charter amendment to take effect.

This will prevent the restriction on funding for General Fund purposes if the Headlee millage override is not approved.

Initiative 1 requires renewing the 2015 voter-operating millage via a Headlee override.

Initiative 2 requires voters to amend the Charter language limiting the City Charter operating millage to dedicate 5 mills for facilities and 15 mills for general operating services. If both initiatives are approved by a majority of voters, a dedicated budget for General Fund facility maintenance and capital improvements would increase by about 75%. These funds would enable the Facilities Department to budget for preventative maintenance, implement capital improvements from the FCA, and facilitate the recommendations of the resident facilities task force report as supported by City Council. **An ongoing commitment to facilities requires an ongoing commitment to funding.**

FUNDING OPTION 2: BALLOT INITIATIVES & REVENUE OUTCOMES

	Ballot Initiative	Amended Charter Millage	Revenue 2025: Initiative 1 Passes Initiative 2 Passes	Revenue 2025: Initiative 1 Passes Initiative 2 Fails	Revenue 2026: Initiative 1 Fails Initiative 2 Fails
Ballot Initiative 1	Operating Millage Renewal: Supports personnel and services	15 mills	\$12.2 Million	\$12.2 Million	\$8.8 Million
Ballot Initiative 2	Charter Amendment: Restricts budget portion for facilities capital	5 mills	\$4.2 Million	-	-

INITIATIVE 2: SAMPLE FACILITIES BUDGET

START DATE	REVENUES	ANNUAL AMOUNT <i>Estimated assuming 3.3% growth factor</i>	NOTES
2025	5 mills	\$4,200,000	
EXPENDITURES			
	Facilities personnel	\$213,000	
	General maintenance	\$487,000	
2025	DPW Cambourne facilities	\$500,000	For three years
	Facilities Condition Assessment Improvements	\$615,000	Until new facilities open
2025	Public Safety Facility	\$885,000	30-year, \$25 million bond
Rec 2025 Fire 2026	Martin Rd. Rec Facility & Fire Livernois Expansion	\$750,000	20-year, \$15 million bond
2026	Community Center/ City Hall	\$750,000	20-year, design-build lease buyback

APPENDICES & DOCUMENT LINKS



Task Force Orientation Packet

Task Force Meeting Agendas

Task Force Meeting Minutes

Task Force Tour Note Sheets

Budget Materials

- Facilities Manager budget sheets
- City Manager April 2022 budget presentation

Concept Renderings and Facility Examples

- Fire Department Concepts
 - Allendale Fire Station expansion image
 - Fire 1 turning radius image
 - Combine Public Safety Image
- Police Department Concepts
 - Royal Oak sample
- Martin Rd. Park Concepts
 - Valade Park, Detroit example
 - A.B. Ford Park, Detroit example
- Community Center / City Hall Dot Concepts
 - The dot
 - E. Breckenridge lot (SmithGroup)
 - Oak Park City Hall example - City Hall
 - Osceola Township Community Rec Center
 - City of Sterling Heights Community Rec Center
- Department of Public Works / Southwest Storage Yard Concepts
 - 965 Wanda Site Plan
 - City of Jackson, Michigan DPW office example

City Council December 2, 2021: FCA Presentation

Facilities Condition Assessment Sheets

Pg. 12
Charter Township of Allendale, MI
www.allendale-twp.org

Pg. 17
Edwardsville, Illinois Public Safety Building
www.buildwithimpact.com/projects/edwardsville-public-safety-building/

Pg. 17
Winter Park Public Safety Complex
<https://adgusa.org/project/winter-park-public-safety-facility/>

Pg. 17
Wells Public Safety Facility
<https://adgusa.org/project/wells-public-safety-facility/>

Pg. 21
Valade Park Recreation Facility
<https://detroitriverfront.org/riverfront/east-riverfront/robert-c-valade-park>