
FACILITIES MASTERPLAN

FOR
CITY OF APPLETON, WISCONSIN



2010 - 2030



City of Appleton Facilities Masterplan

March 3, 2010

To the Mayor and City of Appleton Alderpersons:

The City of Appleton and the surrounding community is a steadily growing area in Wisconsin, supported by substantial investments in new business growth, service industries and residences. Although the rate of future growth is, at best, difficult to forecast, all indications suggest continued increases over the next few decades. This continued growth of resident populations and businesses will spur the need for additional utilities, traffic control, law enforcement, planning, public health services and virtually every aspect of city government. These services will require supervision, administrative support, equipment and facilities.

This *Facilities Masterplan* entails a comprehensive review of current facilities and departments and develops a strategy for the resolution of City of Appleton facility needs over the next 20+ years. While it is not the objective of this plan to design new facilities, the plan must provide a mechanism for the City to respond to changing growth and service demands. This is a strategic planning tool to be used as a guideline to address current conditions and for future facilities project planning and expenditures.

The following report is the product of analysis performed by the Facilities & Construction Management Department. Several different options as to how to meet the space demands of the City of Appleton were examined at various levels of detail. As implied by the use of the word “masterplan” in the title of this document, the resulting recommendations represent a “blueprint” that will guide the specific projects that may be implemented over the next 20+ years.

While reading this report, please keep in mind that it is impossible to predict all City needs which are greatly affected by City finances, program changes, departmental growth, community trends, etc., between now and the year 2030. However, one of the virtues of the recommendations highlighted in this masterplan is its flexibility. Wherever possible, the report suggests responses to changing conditions.

Sincerely,

Dean R. Gazza, Director Facilities & Construction Management

A special thank you to the following people who also contributed to this plan:

Tim Hanna, Mayor
Lisa Remiker, Finance Director
Department Heads

FACILITIES MASTERPLAN

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SECTION I: EXECUTIVE SUMMARY

Goals & Initiatives

On January 1, 2007, the Facilities & Construction Management Department was established. A major goal of the department is to maximize the use of existing City of Appleton facilities and to identify the physical resources which will be required to support the City of Appleton programs when, and as needed, including the development, purchase, sale, renovation, construction, or lease of facilities. This plan covers major City facilities that are regarded as departmental headquarters. Excluded are specific program-driven facilities such as water towers, lift stations and park pavilion and shelters.

Facility FMP Objectives

This report is a long-range *Facilities Masterplan* for the City of Appleton to guide City facility remodeling, purchase, and construction activities over the next 20+ years.

The 2010-2030 Plan proposes a series of projects, which provides a responsive long-range capital improvement program to equip facilities with appropriate modern technology, locate programs and departments more efficiently, provide facilities that meet the City's Strategic Plan, reallocate resources, and provide facilities to meet the planned increase of growth. This strategy will also address the shortfall in existing space.

Evaluation Process

The Department directed an extensive analysis to draft a recommended plan. The analysis included:

- Review of existing conditions.
- Development of departmental space projections for the next 20 years.
- Evaluation of options to address projections.
- Selection of recommended facility actions from these options.

Recommended Facility Actions

After the evaluation of alternatives, the department selected various options to comprise a recommended long-range facility plan for the City of Appleton.

The major reasons for these recommended facility actions include:

- To provide for future City growth needs.
- To alleviate space deficiencies.
- To consolidate services and programs on City property.
- To provide the appropriate amount of space for the efficient operation of City services.
- To avoid and/or eliminate lease expenses, accept where economically and programmatically advantageous to do so.
- To improve operational efficiencies by consolidation of services.
- To only use satellite sites when feasible.

- To have the facilities support the City’s strategic objective of improving sustainability.

Two scenarios were provided that address the current and anticipated deficiencies in space. Overall capital expenditures for the two scenarios range from \$45 million to \$51 million through the year 2022

The Police Station is not included in this study, as the remodel and expansion for the facility is in progress and should meet the needs of the Police Station throughout the duration of this plan.

The City of Appleton has committed \$12.8 million for renovation and an addition to the existing police station and the construction of the \$50.2 million water plant during this past decade. With these recent projects, it is important to develop a plan that addresses needs in a manner that is realistic of the uncertainty and variability in future funding sources. This plan does that.

Estimates of the City of Appleton’s construction history throughout the decades are (Appendix F):

- 1950’s - \$0.6 million
- 1960’s - \$14.9 million
- 1970’s - \$31.8 million
- 1980’s - \$45.1 million
- 1990’s - \$44.6 million
- 2000’s - \$64.8 million
- 2010/2020’s - \$41.1 - \$51.1 million anticipated

Implementation

Implementation of the long-range facility plan is recommended over the next 20+ years. Each project phase will require separate approvals by the City Council. Please refer to the project schedule in Section V, Recommendations & Implementation. Project estimates used in this report are based on the RS Means Building Construction Data 2008.

SECTION II: BACKGROUND

Scope

The long-range *Facilities Masterplan* for the City of Appleton focuses on departments located in departmental headquarters managed by the Facilities & Construction Management Department.

The oldest active facility dates back to 1937 and is the original facility at the Wastewater Plant. The newest project completed is the renovation/addition of Fire Station #1 completed in 2006. In June of 2010 the Police Station addition/remodel will also be completed.

Overall, the City of Appleton has a portfolio of facilities and real estate that meets the needs of serving the Community. The City of Appleton is no different than other governmental agencies facing growing populations and ever-changing services. Whether it is new mandates, changing technology, regulations or other, there will always be a need for facilities as a process platform from which to deliver those services. Facility needs change. Facilities must meet the needs of those providing the services. They must be productive and safe environments to function.

Plan Format

The remainder of the *Facilities Masterplan* is divided into three main sections:

- The Evaluation Process section describes the methodology used to arrive at the recommended

masterplan, including a review of alternative space options considered.

- The *Facility Findings* section describes and illustrates the findings and recommendations for providing space for all affected agencies through 2030.
- The *Recommendations & Implementation* section provides direction for decisions required to achieve the recommended plan.
- The *Appendices* section provides myriad information including facility inventories, maintenance plans, sustainability plans, parking data, etc.
- The *Drawings* section provides building drawings and floorplan layouts for each facility noted in this plan.

SECTION III: EVALUATION PROCESS

Scope

The Evaluation Process was completed as follows:

- *Perform supply analysis*, identifying current space utilized by departments and their interaction among one another. Complete a building inventory and analysis.
- *Perform demand analysis to project long-range space requirements* through data received from surveys (Appendix A), growth patterns and by using space standards. Adjacency analysis was completed to understand the interaction between departments. In addition, written interviews with departments were conducted.
- *Identify other requirements* including parking, conference room, and breakroom/vending requirements.
- *Develop space standards for office areas*, as a first step in projecting future space, based on generally accepted industry standards.

Supply Analysis

Facility Inventory

The inventory of space occupied by the City of Appleton is comprised of city-owned facilities of various ages and conditions encompassing 998,599 square feet of major

facilities. The total space exceeds one million square feet when factoring in all structures including garages, shelters, utility support facilities, etc. A complete list of space measurement data can be found in Appendix C. A brief summary of the existing facilities inventory is as follows:

City Center - 100 W. College Avenue

Constructed in 1960 the City Center sits prominently in the center of Downtown Appleton. City Hall was relocated to the City Center upon renovation in 1994. The City purchased Condo Units 100B, 500A and 600A totaling 56,562 square feet.

It appears justifiable that a commitment be made to keep City Hall as the central symbol of City government. This area is also in close proximity to public transportation including the Transit Center.

The Condominium's 56,562 square feet are split between three levels and are occupied by the Assessor, Attorney, Clerk, Community Development, Finance, Health, Human Resources, Mayor, Public Works, and Technology Services departments. In addition, the Common Council's Meeting Room is located at this site.

Fire Station #1 - 700 N. Drew Street

Fire Station #1 is the main headquarters for the Fire Department. Built in 1965, this facility's main office area

and basement were remodeled in 2004. In addition, a response bay was added on the north side of the facility bringing the total square feet to 27,680. . . The facility houses administrative, prevention and maintenance staff in addition to emergency response units.

Fire Station #2 - 1801 S. Matthias Street

Fire Station #2 was constructed in 1982. It is the second smallest fire station with 8,280 square feet.

Fire Station #3 - 801 West Grove Street

Fire Station #3 was constructed in 1991. The total square feet is 9,643.

Fire Station #4 - 724 E. Greenfield Street

Fire Station #4 was constructed in 1961 and is the oldest and smallest of the fire stations. In 2007 structural repairs to the apparatus bay were performed to accommodate heavier vehicles. Those repairs along with previous efforts have served to prolong the usage of this facility. The total square feet of this facility is 9,130.

Fire Station #5 - 1701 W. Brewster Street

Fire Station #5 was constructed in 1991 along with Fire Station #3. Both stations have nearly identical floorplans. The total square footage of each is 9,643.

Fire Station #6 - 4930 N. Lightning Drive

Fire Station #6 was constructed in 2001 and is the newest

station constructed. This station was constructed as a single story facility without a lower level basement. The facility is 13,360 square feet. This facility serves as the department training facility and houses training officers as well as an emergency response unit. In addition, this site includes a 1,200 sq. ft. garage and a 3,132 sq. ft. training tower. It is also being outfitted as a back-up Emergency Operations Center.

Library - 225 N. Oneida Street

The Library was constructed in 1981 and with an addition to the second floor in 1995, totals 98,609 square feet. This facility consists of two-stories above ground with a lower level that houses meeting rooms and administration. The Library also leases 4,392 square feet of space in the lower level to the Outagamie Waupaca Library System.

Municipal Services Building - 2625 E. Glendale Avenue

The MSB facility was constructed in 1966 and renovated in 1997. This facility totals 139,012 sq. ft. In addition, this site houses six other facilities including the yard waste building, street materials & chips storage building, two salt storage buildings as well as two other storage buildings totaling an additional 25,569 sq. ft.

Park & Recreation Office Building - 1819 E. Witzke Boulevard

This building was constructed in 1980 and totals 39,560 square feet. This facility serves as the headquarters for the Park & Recreation Department.

Police Station - 222 South Walnut Street

The Police Station was constructed in 1976. A newly renovated Police Station is currently under construction and will be completed in May of 2010. The 43,200 sq. ft. facility will be increased to 65,000 sq. ft. In addition, a two-level parking deck is being constructed.

Reid Municipal Golf Course - 1000 E. Fremont Street

The Club House was constructed in 1950 and updated in 1994 and totals 4,764 sq. ft. Also occupying this site is a maintenance building that was constructed in 1992, a pump house, storage facility, and (5) rain shelters. These additional facilities add an additional 6,000 sq. ft. to the golf course.

Transit Center - 100 E. Washington Street

Constructed in 1989, this 5,717 sq. ft. facility serves as the main transit location for City bus transportation.

Valley Transit Facility - 801 S. Whitman Avenue

Constructed in 1982, this 41,783 facility serves as the headquarters for the Valley Transit Department. All of the City's busses are housed and maintained at this location.

Wastewater Plant - 2006 E. Newberry Street

The Appleton Sewage Treatment Plant was constructed in 1937 and has witnessed many additions and renovations throughout the years. The latest expansion began in 1990 and was completed in 1994. The site consists of (14) facilities totaling more than 280,469 sq. ft. In addition, the site includes numerous in-ground infrastructures.

including in-ground tanks and tunnels.

Water Plant - 2281 Manitowoc Road, Menasha

This facility is located in the City of Menasha and was constructed in 2002, encompassing 173,232 sq. ft. In addition, the Water Plant has an associated Lake Station facility occupying another 6,000 sq. ft.

Parking Ramp and Lot Inventory

The City of Appleton owns and operates four (4) parking ramps in the Central Business District of downtown. In total the ramps hold 3,220 vehicles. In addition, the City owns three (3) surface parking lots which can park a total of 222 vehicles.

Ramps

City Center "Avenue" – 120 North Appleton Street

Year Built - 1963. This ramp holds 401 vehicles on 12 separate levels.

East - 130 East Washington Street

Year Built - 1995. This ramp holds 1,237 vehicles on 8 levels including one underground level.

Midtown – 134 South Superior Street

Year Built - 1981. This ramp holds 771 vehicles and has 5 levels including one underground level.

Washington Street – 315 West Washington Street

Year Built – 1994. This ramp holds 811 vehicles and has 6 levels including one underground level.

Lots

Civic Plaza – 85 stalls

Lot #3 – 115 stalls

Lot #9 – 22 stalls

Summary

The value of these facilities is estimated at \$265,782,699 (Appendix C) as listed as the current replacement costs. Governmental facilities tend to be unique and constructed for use by their specific program. The type of facilities allow for limited configurations that make space allocation and planning difficult.

The City of Appleton also has various other structures including (14) lift stations, (5) water towers, (45) bus shelters, parks with various structures, etc. These structures are specific to the delivery of services as outlined by the associated departments.

Demand Analysis

The principal purposes of the demand analysis are to identify short and long-term facility requirements.

Projections of Personnel and Space Requirements

To determine the amounts and types of space-required functions, it was necessary to determine the future personnel requirements of the various departments. Since personnel requirements are dependent upon functions performed, it was necessary to examine the nature and volume of services offered by departments.

The most common method of projecting personnel levels for city governments are based on community population. This projection is relatively reliable for determining the total or gross number of persons employed by a particular government; however, they are of limited value in space planning where individual workstations are a prime consideration. Therefore we also considered the following factors: (1) historical growth; (2) technological innovation; (3) projected organization changes; (4) the effect of legislative programs, local, state and federal; (5) the expansion of existing services and the addition of new services; and (6) population growth. The following general discussion indicates the manner in which each of these variables can affect personnel levels of individual departments.

(1) Historical Growth

During the field survey made by the Facilities & Construction Management Department, information concerning past growth trends of each department was obtained and analyzed to determine the relationship of department growth to population change. Those departments whose pattern of change matched the general population growth pattern were examined in detail to determine whether the workload of the unit was directly related to population or whether the relationship was coincidental. For units where workloads were found to be directly related to population, a further examination was made to determine whether any of the other variables might, in the future, alter this relationship. If this appeared unlikely, the department's personnel requirements were projected on the basis of the anticipated increases in population. For those departments whose past growth was unrelated to population change, a further analysis was made on the basis of the effect of other variables.

(2) Technological Innovations

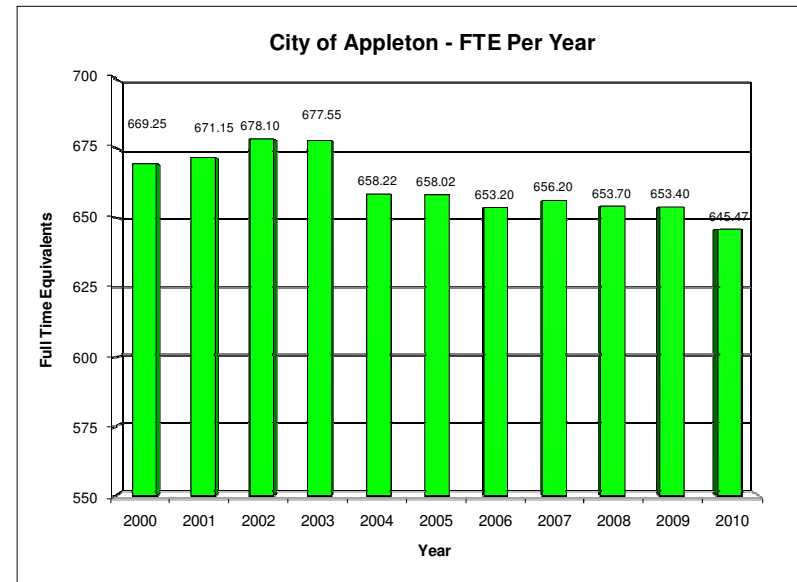
Rapid changes in technology will undoubtedly have an effect on the workloads and personnel complements of the various departments of local government. Rarely do such changes result in a reduction of personnel; however, they often slow the rate of personnel growth. Changes in technology also require changes in the types of personnel employed. Thus, expanded use of computers may change job classifications as well as the number of personnel in a particular department.

(3) Organization Changes

A change in the form of structure of a department may increase or decrease the number of personnel required to perform the same amount of work. The creation of new divisions, for example, may require the addition of new supervisors; conversely, consolidation of departments often diminishes the need for supervisory positions. A reduction in the number of divisions also facilitates communication and may result in a reduction of intra-departmental communiqués and records and, ultimately, a reduction of personnel. In addition, changes in contracted services also have an effect on the number of personnel required.

(4) Effect of Legislative Programs

Changes in state and federal approaches to providing services may have a significant effect on staffing levels of local government departments. In anticipating new legislation, the effects of long term and recent trends were projected independently. For each department significantly influenced by state and federal legislation, a decision was made concerning which of the trends seemed most appropriate for projecting future growth.



(5) Expansion and/or Addition of Services

This has been a major factor in the growth of city governments nationwide. New functional responsibilities in the areas of environmental quality, provision of community facilities, corrections, legal services, maintenance frequencies and others have contributed greatly to city government growth in the past. Possible expansion or addition of internal management services has also been analyzed for its effects on staff projections.

(6) Internal Service Unit

Departments designed primarily to serve other governmental units usually increase in direct proportion to the government as a whole. Projections for these departments are made after the projections for other departments. The projections are first developed on a constant ratio basis and later adjusted to compensate for the influence of other growth variables.

CITY OF APPLETON
Budgeted Full-Time-Equivalent Personnel Positions

DEPARTMENT	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
General Government														
Assessor's Office	8.00	8.00	8.00	8.00	8.00	8.00	7.00	7.00	7.00	7.00	7.00	7.00	7.00	7.00
Attorney's Office	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
City Clerk's Office	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
Finance Department	16.50	16.00	16.00	16.00	16.00	16.00	16.00	15.00	15.00	15.00	15.70	15.80	16.00	16.00
Human Resources	7.00	7.00	8.00	8.00	8.00	8.60	8.60	8.60	8.60	8.60	8.60	8.60	8.80	8.80
Information Services	8.00	9.00	10.00	13.00	14.00	15.40	15.40	15.40	15.40	15.40	15.40	15.40	15.00	15.00
Mayor's Office	3.00	3.00	3.00	3.00	3.00	3.00	3.00	2.00	3.00	3.00	3.00	3.00	3.00	3.00
Facilities Management	-	-	-	-	-	-	-	-	-	-	8.00	8.00	8.00	8.00
Total - General Government	52.50	53.00	55.00	58.00	59.00	61.00	60.00	58.00	59.00	59.00	67.70	67.80	67.80	67.80
Community Developer	10.50	11.00	12.00	12.50	12.50	12.50	12.50	11.00	11.00	10.00	10.00	10.00	10.00	10.00
Recreation/Library/Transit														
Parks & Recreation	40.50	40.50	40.50	40.50	40.50	39.50	39.50	36.17	36.17	36.17	36.17	36.17	35.87	33.37
Library	44.50	44.50	46.50	45.50	45.50	45.50	46.00	46.00	46.00	45.50	45.50	45.50	45.50	45.50
Valley Transit	62.00	62.00	62.50	62.50	56.10	56.50	56.50	55.50	55.30	55.93	55.43	53.03	53.03	52.65
Total - Recreation/Library/Transit	147.00	147.00	149.50	148.50	142.10	141.50	142.00	137.67	137.47	137.60	137.10	134.70	134.40	131.52
Public Works	151.00	156.00	161.00	159.50	160.00	160.00	160.00	155.00	154.00	153.00	153.00	153.00	153.00	151.00
Public Health & Safety														
Health Department	12.00	12.00	12.75	12.75	13.55	14.10	14.05	16.55	17.55	17.60	17.40	17.20	16.20	16.15
Fire Department														
Firefighters and Office	78.00	78.00	82.00	82.00	90.00	90.00	90.00	90.00	90.00	90.00	89.00	89.00	89.00	89.00
Civilian & Administrative	11.00	11.00	11.00	11.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	9.50
Total - Public Health & Safety	229.00	233.00	242.75	246.75	252.55	256.10	256.05	253.55	253.55	252.60	253.40	253.20	253.20	250.15
Water & Sewer Utilities	39.50	39.50	43.00	44.00	45.00	47.00	47.00	43.00	43.00	41.00	35.00	35.00	35.00	35.00
Total Regular Employee	629.50	641.50	663.25	669.25	671.15	678.10	677.55	658.22	658.02	653.20	656.20	653.70	653.40	645.47

Source: Finance and HR Departments.
Notes:
 Full time employment is considered to be 2,080 hours per year. Full time equivalencies are calculated by dividing scheduled hours of work by 2,080.
 The increase in fire department staff in 1999 and 2001 was a phased addition to staff Station # 6, which was completed in 2001.

Administrative Service Departments for the City of Appleton include:

- Attorney
- Central Equipment Agency
- Finance
- Facilities & Construction Management
- HR/Risk Management
- Technology Services

(7) Population

A major basis of the projections of personnel and space requirements in this study is projected population. The population grew an average of 21.26% per decade over the past 50 years (1950-2000). From 1990 to 2000 the growth rate was 6.81%. From 2000 to 2007 the growth rate has been 2.84%. It has appeared that the growth rate has stabilized for the near term.

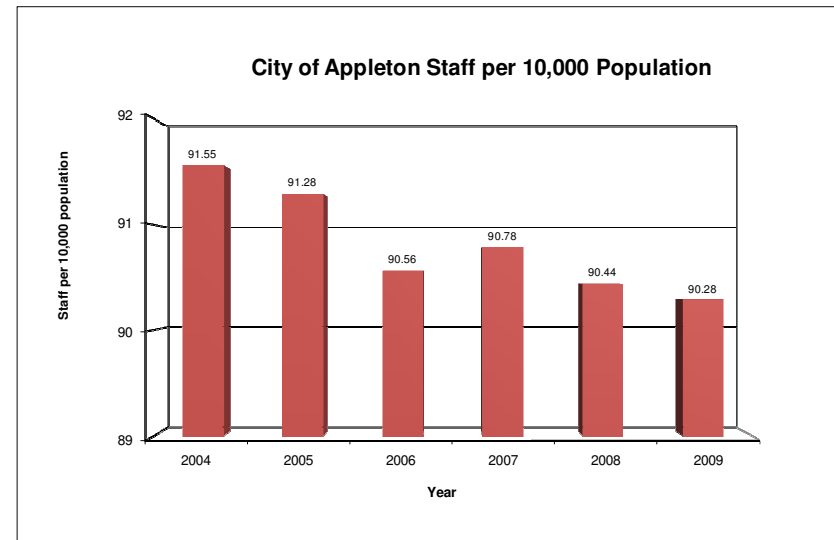
TABLE 2
POPULATION HISTORY AND FORECAST

Year	Population	% Change
1950	34,010	-
1960	48,411	42.3%
1970	56,377	16.5%
1980	58,913	4.5%
1990	65,695	11.5%
2000	70,167	6.8%
2004	71,895	2.5%
2005	72,085	0.3%
2006	72,004	(0.1%)
2007	72,158	0.2%
<u>2009</u>	<u>72,400</u>	<u>.03%</u>

2010* **75,396**
2020* **79,534**
2030* **84,683**

The City of Appleton grew 2.84% during 2000-2007, while the Fox Cities Area in Total grew 8.2%.

It is obvious from the foregoing discussion that all of the factors considered are interrelated. Some of the variables may have little or no effect on a particular department, but each is important for at least one department.



* Source: Wisconsin State Department of Administration, Demographic Service Center, Wisconsin Population Projection Village (Projection by Total Estimates).

Based on 90 staff for every 10,000 in population, it is estimated that the City will have 716 employees by 2020. The City currently has 645 FTE.

employees. Ninety staff per 10,000 in population is normal for a City. Some cities indicate a low of 80 (Omaha, Charlotte, Salt Lake, Columbus) to a high of 110 (Pittsburgh) employees per 10,000 in population. Note that for this study we do not factor an increase in employees for the foreseeable future. Economic situations and our ability to improve efficiencies are the two main factors in not raising the number of employees for this study.

Space Projections

Please see (Appendix D) for space calculations by department.

Analysis Summary

Some departments are already experiencing space overcrowding that affects their operation. Existing office and support space deficits will continue over the next twenty years without the addition of building projects. Space needs are driven not only by the addition of staff, but also as a response to the need for more operational and support space. Additionally, there is a need to make efficient use of existing facilities through appropriate renovations that will provide adequate office and support space.

Assessor

Specific needs include a customer service reception counter, an area for the review of records and a conference room. In addition, there is a significant need for file storage/retrieval. It is not projected that additional employees will be added in the near future. Demand for storage space will grow. This may be able to be accommodated by more efficient filing cabinets and systems available on the market today and/or more extensive use of digital filing.

City Attorney

The attorney's office needs include a separate space for a law library and a conference room. Adjacency to the mayor's office, finance, and human resources increases efficiencies and is critical. Currently three attorneys and a secretary occupy this space. The department has one additional office that could be used for a future employee or file storage.

City Clerk

This department serves both the public as well as internal departments. In addition to requiring a customer service counter for the public, this department oversees the mail/copy and records storage functions for the City departments. This department also is responsible for elections and the associated equipment involved. Current needs include more functional space for mail/copy functions. Additionally, this department stores city-wide documents. At some point, the need to provide additional space will be required. Ideally, a records center would be built to safely and securely house all of the City records in a centralized location.

Community Development

Specific needs include a customer reception service counter and conference area. Many staff in this department utilize blueprints that requires space for their review and storage. In 2005, this department was remodeled as a result of the merging with the planning department. In some cases, workstations could be reconfigured to City standards to allow for additional staff for growth.

Facilities & Construction Management

This is an internal service department that employs various technical staff in facilities maintenance. Requirements include shop areas, inventory storage and parking for

craftsperson's vehicles. This department was housed at the Wastewater Plant as similar areas could be shared for shop, inventory, shower and parking. A feasibility study was completed in 2000 pertaining to the operational efficiencies of the maintenance functions that resulted from the lack of space. This problem only got worse as another department began utilizing the same spaces. A permanent location has yet to be defined and will continue to be evaluated.

Finance Department

This department serves both the public as well as internal departments. A customer service counter, file storage, and conference room are essential. In addition, this department handles payments to the City and provides a drive-up window to better serve customers. Because substantial amount of money is handled, this area requires unique security requirements. Currently, the department is split amongst the first and sixth floor of the City Hall facility. On the first floor are the drive-up and walk-up collection windows. The current drive-up location has been adequate at best. The drive-up shares the public alley and issues arise with significant traffic and other building tenants blocking the alley making it difficult and often frustrating for workers and customers. To increase efficiencies it would be best that both functions could share one location at a location that would improve the conditions for drive-through business. Additionally, the department is currently at capacity for space and would not accommodate future growth. As this department grows it will be necessary to find accommodations for increases in staff and/or support space.

Fire Department

The locations of the fire stations are dependent on response times. Due to growth and changing demographics of our

community this may require relocation from time to time. Currently, the fire department reports not being able to reach some response time goals from Stations #3 and #5. All of the fire stations have received various updates and maintenance and meet the needs of the department.

Health Department

The Health Department has grown substantially and has various unique requirements for space. In addition to their main administrative offices they also have spaces for a health clinic, mosquito testing, weights & measures, vaccine storage, health supplies, etc. On the first floor of City Hall is the department's immunization clinic. Updated CDC immunization guidelines recommend a 15 minute waiting period post vaccination. To accommodate this change they currently have families waiting in the hallway of the first floor conference room, which disrupts clinic flow and doesn't support quality customer service. If the opportunity presents itself in future renovation, we would address this deficiency. In February of 2009 the departmental space on the fifth floor of City Hall was renovated to consolidate staff from the first floor and from offices across the hallway into their central office location. Additionally, the nursing staff was consolidated into a space that is HIPAA compliant to meet confidentiality regulations. Though the renovation improved many deficiencies, the department is at a capacity with little room for growth. Additional space will be required if the staff grows significantly, but in the near term it will be adequate.

Human Resources/Risk Management Department

This department serves both the public as well as internal departments.

A customer service counter, active file storage, candidate testing area and conference space is essential to everyday operation. Two major concerns are the lack of security and the lack of confidentiality within the reception area. Studies indicate that the greatest risk of workplace violence occurs in Human Resource departments. Any new design should address this concern. Also, the space lacks an adequate sized customer counter. Its current location, just inside the door, and does not allow enough room for the door to open with more than a couple people at the counter. Often documents, computers and other information are within reach or viewing distance of customers. Lastly, this department also lacks adequate space for future growth for either staff or support space.

Library

The library was constructed in its current location in 1981 and an addition was added in 1995. During 2008 an independent study was performed to identify the needs of the community's library and how to best meet those needs. This study identified that the best location for the library would be within the Central Business District and recommended to not pursue branch libraries at this time. The study identified current deficiencies and made broad recommendations. The study noted the modern library has reading areas for various groups such as teens, incorporates an inviting environment, incorporates self check-in/check-out, utilizes RDF, etc. The current library is in need of modernization of both the facility and technology. During 2009, another study was completed to develop a concept plan, space allocation and budget to allow for continued planning for this growing need.

Mayor

The Mayor's office currently serves the intended needs for space. A lack of security does exist and should be addressed in any future design. Space requirements include a confidential office, conference room, reception area for visitors, and an area for support staff and files storage. Adjacency to the attorney's office, finance and human resources is important.

Parks & Recreation

This department has substantial customer interaction. In addition to a customer service area the department houses a wide variety of office, technical and craftsperson's each requiring various degrees of office, conference, shop, inventory, equipment storage and supply storage space. This department lacks office and support space. A plan was created in 2003 to expand the facility. Most noticeable is the lack of office space. Their current office space is 3,600 sq. ft. This department also has various facilities such as public pools, park shelters, ball diamonds and other recreational areas that the department manages and maintains independently.

Police Department

The Police Department has myriad unique spaces critical to their everyday function including areas for booking, evidence processing and storage, SWAT preparedness, interview rooms, investigation, locker rooms, storage, customer service, files, etc. Due to a lack of space, the City approved an addition/renovation project that will be completed in May of 2010.

Public Works

This department is located at both City Hall and the Municipal Services Building. City Hall houses engineering and inspections. Customers come to this location for permits, etc. The Municipal Services Building houses refuse collection, road crews, yard waste site, sign shop, snow removal, vehicle maintenance, car wash, gas fueling for city vehicles, etc. This department houses a wide variety of office, technical and craftspeople's each requiring various degrees of office, conference, shop, inventory, equipment storage and supply storage space. This department lacks office and support space at both locations. Ideally, some of the functions and staff at the City Hall location would be combined with staff at the Municipal Services Building to allow for greater operational efficiencies. Much of the staff regularly travels back and forth between the two locations. In addition, some of these staff require space at both locations, which could be eliminated. During 2009, space was utilized from this department to alleviate space issues in the Health Department. Though it was not desired to utilize the extra space within the public works department, it was a greater need for the Health Department to meet current needs. Both departments have no ability for significant space growth.

Technology Services Department

This department mainly serves internal customers. In addition to workstations and offices, the department also requires substantial space for equipment and supply storage. The majority of staff performs technical functions requiring environments conducive to their job. Most importantly is the main computer room that houses the city's computer equipment. Due to its critical nature, this space has unique fire protection, security and HVAC requirements.

Currently, three major functions take place in this department including computer programming, GIS and computer network support. Each function performs separate functions with varying space requirements. As this department grew, workstations were added, a conference room was changed to office space to house staff, and other spaces were utilized for storage. With a lack of space and dysfunctional arrangement it will be beneficial to reorganize the space in its current location for the near term and seek to provide additional space needs in a longer-term plan.

Utilities

The utilities department has (2) major industrial plants. The wastewater plant consists of several facilities, tunnels, and underground and above ground tanks. Most facilities house equipment or provide storage critical to operations. The water plant is very similar, but is housed under one roof. Both facilities house a variety of staff consisting of administration, laboratory, maintenance and operations staff. Currently space is sufficient for office functions, but with the constant changes in processes and regulations in the plants, requirements for space are sure to be needed in the future.

Valley Transit

This department also has two locations consisting of the Valley Transit main facility and the Valley Transit Center. The main facility houses administration and bus garage. Space consists of a combination of administration, vehicle storage, vehicle maintenance, and fueling and support functions for the bus drivers and departmental staff. The transit center is the main bus depot for passenger connections. This facility mainly consists of waiting area for customers.

Capital Improvement Projects (Facilities)

In the 2010 Budget, the following are listed as CIP projects that are related to the construction/addition/or renovation of facilities for the years 2010-2014.

- Erb Pool – (2013 – 2014)
- Fire Station Relocations – (2011-2013)
- Lake Station Expansion – (2010)
- Library Expansion/Renovation – (2013-2014)
- Police Station – (2010)
- Wastewater Sludge Storage – (2010-2012)

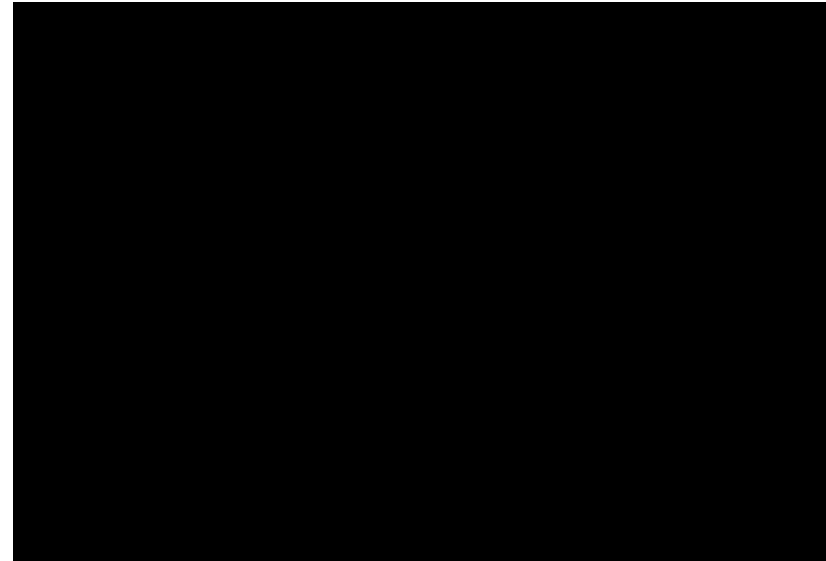
Space Standards

Lack of space, if poorly planned, jeopardizes the City of Appleton's ability to provide an efficient, productive, safe and cost effective work environment for both the employees and citizens of the City of Appleton.

By applying Space Planning Standards for types of space required for various departmental programs to the projected growth presented, it is possible to determine the amount of space that is justified and required.

To simplify planning, and to ensure allocation of appropriate space, the Facilities & Construction Management Department utilizes uniform space standards. These standards result in more effective space utilization. The International Facility Management Association (IFMA), as well as other facility management organizations, publishes benchmark data for space. This data is provided for various types of industry including government. Currently the average City office employee has 262 usable square feet. The City of Appleton Facilities Construction and Management department uses the

IFMA space benchmark figure of 364 square feet and makes every attempt to follow the key space and design guidelines as noted.



In addition to the space standards other considerations must be addressed including:

Adjacencies

Locational factors are analyzed with the goals of developing building masses, identifying high-priority inter-departmental adjacencies, and locating high public-contact areas.

Flexibility – Modular Layout

In the design of facilities, flexibility is essential to accommodate department growth and program innovations.

As services expand and new techniques are adopted, department growth, decline, and relocation are inevitable. The frequency of change requires that pre-architectural planning provide for interchangeability of space through modular programming.

KEY SPACE AND DESIGN GUIDELINES

Office

- ◆ Apply to all office functions regardless of agency type.
- ◆ Open-office design with system furniture desired.
- ◆ Open-office workstations range from 64 to 96 sq. ft.
 - WS-1 8'x 8' Staff
 - WS-2 8'x12' Supervisor
- ◆ Private offices limited to directors and managers.
 - PO-1 12'x 20' Department Head
 - PO-2 12'x16' Senior Manager
 - PO-3 12'x12' Special
- ◆ Centralize larger conference rooms.

NOTE: Most facilities do not have standards applied. The following is to be used as a future guideline.

The module is the basic space-planning unit. It may be thought of as a hypothetical block having equal dimensions on all four sides. Multiples of the basic modules are arranged in configurations, which contain the various elements (rooms and areas) in the building program. In this type of program, placement of a modular grid over a floor plan reveals that major fixed elements and partitions lie on the grid lines. Therefore, when a modular building is being laid out, one unit can be shifted as a whole from place to place or turned at right angles without changing the arrangement of furniture.

In addition to the inherent flexibility provided by modular programming, it is recommended that extensive use be made of movable partitions. Buildings should be designed so that major blocks of space are open and unobstructed. Space can then be separated effectively by counters, file banks, planters, and movable full or low partitions, all of which facilitate future changes and internal unit expansion. Glass partitions particularly, aid in supervision and the esthetic appearance of the office. Buildings now can be constructed capable of using partitions, which simply are moved in and out of modular areas, as the functional needs dictate. Certain areas, however, may require permanent walls due to special considerations, such as security; however, the intent of the design should be to keep these to a minimum.

Parking

Analysis revealed future needs for parking at the Library and Downtown parking, Parking for City Hall employees who go to and from their offices on a regular basis throughout their shift lack the efficiencies gained with having closer parking. Currently, these people access their vehicles in the basement of the East Ramp, thus averaging 10 minutes or more of downtime a trip. Current departments utilizing City vehicles on a daily basis include:

- Assessors – 3 vehicles shared by 5 staff. (daily)
- Engineering or Community Development – 3 vehicles (daily)
- Health – 3 vehicles by 4 staff (daily or more frequent)
- Inspections – 9 vehicles (daily)

Conference Facilities

Conference rooms were assigned to specific departments only where sufficient demand existed (or was projected to exist) or where special furnishings, architectural features, or security requirements would limit the possible use of the room. In addition, there are conference rooms available for general use when not required for departmental needs.

In developing a long-range space program, conference and meeting room needs must be considered. To determine such requirements, it is necessary to analyze the types of meetings held by various units, the frequency and duration of such meetings, the number of persons attending, and the location and function of the sponsoring agency.

The need for additional conference rooms is greatest in the City Center. Though there are a sufficient amount of conference rooms, they are small and limit the overall function. A need for larger rooms that can be used for training or large groups is needed. The desired room would also then be dividable as needed for smaller groups.

A recommendation later in this plan addresses both needs at City Hall. Other buildings have sufficient conference rooms at this time.

Food Service and Vending

No full-service eating facilities have been provided due to the expected low level of utilization by City employees and visitors and the close proximity to restaurants and stores. Lunchrooms with vending areas have been provided in each facility and will increase with expected demand.

Fitness Rooms

The City of Appleton provides fitness rooms, but has no specific policy that addresses which departments should or should not have them. Currently all Fire Stations, the Police Station, Municipal Services Building and Wastewater Plant have space allocated with fitness equipment. A recommendation is that a group be formed to discuss any need for fitness rooms in City facilities and to study all alternatives including public/private partnerships with organizations in the community whose main purpose is to provide fitness facilities and programs.

Child Care

The City of Appleton does not provide childcare at this time and has no need for space for such a program.

Energy Conservation

The City of Appleton has established a goal of reducing natural gas and electricity usage by 10% by 2011 using the average usage between 2005–2007 as a baseline. Over the past two years several initiatives have been undertaken to improve the energy conservation throughout City facilities. Some of these include installing a centralized Building Automation/Energy Management System, performing lighting retrofits, upgrading plumbing fixtures and water heaters, improving the insulation in roofs during roof replacements as well as many other projects. Refer to Appendix K for a current list.

Sustainable Facilities

The City of Appleton's Strategic Plan reflects a community value of being sustainable. Many departments have been, and are implementing sustainable practices in their daily operation. The definition of sustainability to the City of Appleton is "Sustainability meets the needs of the present without compromising the ability of future generations to meet their own needs."

In following this definition we seek to ensure all changes to our facilities consider "green building practices" when cost is justifiable and lends to meeting our goals and definition. Examples of our long-term goals as it relates to facilities include:

- Reduce energy consumption by 10 percent by 2011 from FY 2005-2007 baseline data
 - Incorporate green building practices into new construction or major remodels
 - Increase employee awareness of sustainable practices in the workplace
 - Use Green Seal certified janitorial products
 - Employ light occupancy sensors in rooms which are frequently vacated
 - Upgrade lighting fixtures and lamps to be more energy efficient
 - Purchase Energy Star rated products when appliances need replacing
 - Review the compatibility of facilities with available green power
- Continue upgrading facilities to water saving fixtures as remodels occur and in new construction
 - Upgrade HVAC systems with current technology for energy savings and/or cleaner air
 - Continue to require janitorial services to purchase environmentally preferable cleaning products
 - Provide and promote the use of recycling locations for the collection of plastics, glass, and aluminum waste where collection service is available

SECTION IV: FACILITY FINDINGS

Summary of Major Findings

This plan identifies the best long-term use for the City's Property:

- To provide for future City growth needs.
- To alleviate space deficiencies.
- To consolidate services and programs on City property.
- To provide the appropriate amount of space for the efficient operation of City services.
- To eliminate lease expenses.
- To improve operational efficiencies by consolidation of services.
- To only use satellite sites when feasible.
- To have the facilities support the City's strategic objective of improving sustainability.

City Hall

(Assessors, Attorney, City Clerk, Community Development, Finance, Health, Human Resources, Mayor, Public Works, Technology Services Departments)

Major growth has taken place within the City Center facility since City Hall relocated to this location. The City of Appleton owns and occupies 33.5% of City Center West totaling 56,562 square feet located on 1st, 5th and 6th floors. Major occupants include West Business Services and the Building For Kids. City Hall is an occupant of the facility with one-third voting power on decisions relating to the overall facility.

Though this location has served functionally within City Center, it does pose problems as both the City and other occupants grow within the facility. As a result of this growth the following problems have developed:

1. **Identity** - City Hall lacks identity. This building is best identified as the Building for Kids and/or Children's Museum. Two floors of the building are also currently occupied by West Business Services. The west side, or Appleton Street is intended to serve as the main entry for City Hall, but entry can also be gained from the south, north and east with little indication that City Hall occupies the facility. Other tenants were able to obtain permission from the condominium association to install extensive exterior signage that limits the facility's identity as a City Hall.

2. **Accessibility** - City Hall is not as accessible as a public facility should be in Appleton, WI. Customers must find on-street parking or utilize the parking ramps at an expense. Though parking is always available it does not have the convenience of similar local public facilities. Second, most public meetings are held in this facility. Ideally, the Council Chambers would be located on the first floor for easy accessibility and improved security. In addition, the elevators are controlled by building management. Their dependability and accessibility are dictated by all users within the facility.
3. **Customer Service** – The layout and location of the City Center offices does not allow for a central customer service counter. To best serve the public the City should have a location staffed to assist the public with questions and locate services. Currently, customers who enter the building from Appleton Street do have the ability to obtain service from the finance service counters, but if the building is accessed from any other location our customers guide themselves using the directories. Most services are located on the fifth and sixth floors, with entry to the building from four different locations on first floor and various other locations on the second through fourth floors when parking in the adjacent parking ramp. When directing new customers, it requires extensive direction instruction to get downtown, parked and to the office to be served.
4. **Security/Safety** – The majority of the City’s main departments and functions are located in this facility including the City of Appleton’s computer room. Without being the owner of the facility we are subject to the action of other tenants as well as potential risks involved with an attached mall and parking structure. This location includes many risks that would not exist if we were the sole owner and occupant of the facility. Any event that occurs in the facility, at no fault of our own, could shut us down. Over the past two years, minor incidents occurred including fire alarms, electrical outages, leaking roofs, elevator failure, etc. that have caused inconveniences to providing services. All were non-controllable by the City. Pfefferle Management also has access to all City areas as a result of managing the facility. Security enhancements are also needed in the attorney’s, mayor and human resources departments.
5. **Image** – A facilities management company maintains the common spaces in the building. Though the maintenance and housekeeping of these areas has improved, they do get heavy use due to the quantity of people using the other spaces within the building. These areas do not project a well-maintained and clean image as in other City of Appleton facilities.
6. **Space** – As tenants grow within City Center it does not allow for the addition of space. The City of Appleton, as well as other tenants, does not have enough space. The City of Appleton’s only choice is to relocate some functions elsewhere to alleviate space issues.

7. **Reliability/Maintenance** – Facilities & Construction Management provide maintenance to the building and systems within its condominium spaces. All other equipment is the responsibility of the condominium association. Though maintenance efforts have improved, I do not consider them to be at the levels we would maintain our own facilities. The age and maintenance of the facility have caused various issues over the past years including elevator downtime, electrical outages, extensive roof leaks, odor issues in the facility, etc.
8. **Cost** – We pay a condo fee that we have little control over due to an aging facility and our 33.5% occupancy and representation on the Condominium board. Utility meters are shared and we may pay more than our fair share of utilities costs. Since separate meters don't exist by tenant, we most likely pay additional utility expenses for tenants that work second and third shifts or weekends. For 2010 (12-month) period our condo fee is budgeted at \$278,000. This does not include either maintenance or housekeeping expenses in our individual space. Within a condo fee we pay a portion of all building expenses. The building is aging and will require many repairs that the City will have to pay in the future including upgrades to the electrical, fire protection, elevators, roof and other aging facility systems.

If City Hall stays in its current location a department will need to relocate to allow for sufficient space of other departments. Existing space could then be reconfigured to address other needs identified. Second, as noted, there are increased risks involved with not owning the facility and having full control over activities that take place at the facility as well as security, maintenance, etc. The City of Appleton needs to understand the extent of these risks and develop prevention and contingency plans to avoid or mitigate the effects of these risks.

Fire Station #1

No actions needed. This facility was remodeled in 2005.

Fire Station #2

No action needed.

Fire Station #3

This facility currently does not meet the 8-minute response time by two fire units. It is the desire of the fire department to meet this goal through cooperative agreements with our neighboring communities. However, if unable to do so there may be a need to build a new fire station in a location that will allow them to achieve this goal.

Fire Station #4

This is an aging facility in need of some remodeling. It currently meets the goals of the department in its current location.

Fire Station #5

This facility currently does not meet the 8-minute response time by two fire units. It is the desire of the fire department to meet this goal through cooperative agreements with our neighboring communities. However, if unable to do so there may be a need to build a new fire station in a location that will allow them to achieve this goal.

Fire Station #6

This facility is the newest of the fire stations and will serve the Fire Departments needs for several years.

Library

During 2008 and 2009 independent studies were performed to identify the needs of the community's library service and how to best meet those needs. The studies identified the need for a larger library to be located within the Central Business District. At this time the Capital Facilities Committee has recommended one central library versus branch locations. The Library is located in a location termed Washington Square. A group from our community along with various representatives from the City has been seeking ways to improve the image, security perceptions, and casual usage of this area.

Municipal Services Building

The Department of Public Works cites a need for additional storage space for equipment and supplies. New mandates could drive the need for additional staff and equipment.

Park & Recreation Facility

The Park & Recreation Department cites a need for additional space. A proposed building solution was proposed in 2003. An independent study completed on July 2003 by Miller Wagner Coenen McMahon thoroughly describes the space needs. A copy of this report can be obtained by contacting the Director of Facilities & Construction Management.

Police Department

Construction is currently in progress with construction to take be completed May of 2010.

Reid Municipal Club House

This is an aging facility in need of some major system upgrades. Space is currently considered sufficient for the current level of use. Various discussions have taken place in the past few years as to the viability of the City to continue to operate the golf course. During 2008, the Common Council voted to continue operating the golf course as is. With decreasing revenues and a slow economy investment in the facility has been limited to only performing needed maintenance. An objective in 2009 was to make a final determination on the land near the maintenance facility that is needed for future development and arrange for the sale of the remaining property. Approximately four acres of land was purchased in the early 1990's for expansion of the maintenance facility and golf course. With no plans for the expansion of the golf course, the remaining land is adjacent to existing residential

property and has the potential to be used for additional residential development, including access to the golf course. The decision was made to keep the land at this time.

Transit Center

A committee has been formed to look at the properties at and around the Transit Center facility. At this point it has been identified that the Transit Center meets its objectives, but the facility needs some updating to enhance its image and perception of safety.

Valley Transit Building

Facility requires ADA upgrades of its bathrooms. Space meets the needs of the current operation.

Wastewater Plant

Due to biosolids storage deficiencies over the past several years it will be necessary to add additional storage if another option for the reduction of storage needs is not found or chosen.

The Facilities & Construction Management and Utilities Department are housed at the Wastewater Plant. This location was chosen, as this was the location of the Central Building Maintenance staff prior to the creation of Facilities & Construction Management. Both departments have maintenance departments that have different responsibilities, but share many of the same needs:

- Workspace and workbench areas
- Overhead hoist equipment in shop and stock areas
- Welding, painting and shot blast areas
- Wood shop with dust collection
- Stockroom for supplies (large quantities)
- Loading dock for deliveries
- Test equipment and tool storage
- Office space
- Training space
- Resource/archive space
- Shower facilities

A building addition to the current facility would address the need for additional space for vehicles and grounds equipment and allow for continued joint use by the Facilities & Construction Management and Utilities Department and provide the necessary space to operate efficiently. Another alternative may be to use a vacated fire station, should that scenario occur, to house the Facilities & Construction Management Department. Rouman & Associates completed an independent study on July 13, 2000 that

addressed the needs of a growing Central Building Maintenance division. A copy of this report can be obtained by contacting the Director of Facilities & Construction.

Water Plant

Facility space needs will be driven by any addition required as a result of additional water capacity required. At this time the current facility size meets its foreseeable needs. At the Lake Station an addition is planned for 2010. This addition is required for both safety and storage needs for potassium permanganate needed for chemical treatment.

Other

Records Center

Currently the city records are stored in many locations with various degrees of security and risk to damage. Departments store their own records in various methods anywhere they can find space at their location. The records are susceptible to permanent loss in a fire, flood or other disaster as they are not stored in fire or water proof cabinets or in rooms with adequate fire protection for such use. In addition, departments continue to add file storage constraining the square footage of their departments. Dead records should be microfilmed or scanned and maintained in a safe central location. We need a location to provide for the orderly storage, processing and retrieval of records. Though state statutes for records retention is being followed many, efficiencies and improvements could be made. This will help control the amount of space needed for records management.

Parking

Employee & Visitor

(Appendix G) details the amount of parking stalls per building. Most buildings have sufficient parking with the exception of the Library. The library currently does not have any dedicated stalls for that facility. The facility relies on the City parking lot on the south side of the building. This parking is metered and is open to the general public.

Currently, the only facility without on-site surface parking is City Hall; otherwise all other lots provide parking to employees and customers at no charge. As of March 2008, 122 City Hall employees utilize the East Ramp, 17 utilize the Washington Ramp and 52 employees park in the City Center Ramp for a total of 191. In addition, parking in the basement of the East Ramp is utilized for City of Appleton owned vehicles utilized by employees working in City Hall.

City-wide

Other studies have indicated a growing need for additional parking in the downtown area to accommodate the growth of businesses and services.

Maintenance

A comprehensive maintenance program has been established to preserve and extend the useful life of the City of Appleton's real estate assets. Major systems include building structure, roofs, heating, ventilation, air conditioning, electrical service, electrical distribution, plumbing, interior finishes, flooring, elevators, windows, roadways, walkways and more. Appendix J is the Five-Year Maintenance Plan. This listing of maintenance items is predicted for the upcoming five-year horizon. The dates and costs are estimates with the best information available at the time of assembling this plan. Dates will change depending on changing conditions that may require maintenance to be done sooner or be deferred to a later time. Every effort is to get the maximum life from the facilities and systems through good maintenance practices. The work listed is categorized; please refer to the key at the end of the document. This document is fluid and will be updated annually to address changing conditions.

Energy Conservation/Sustainability

In 2007, the Common Council approved the Energy Conservation/Sustainability policy created by the Facilities & Construction Management Department. In addition, the 2010 City of Appleton Strategic Plan includes strategies to become more sustainable. Over the last two years many sustainable projects have been completed. The Facilities & Construction Management Department has created an Intranet site dedicated to energy conservation and sustainability, utility usage is being tracked and monitored, energy conservation goals have been established, purchasing practices have been modified to consider green products in purchasing decision making and renovation and construction projects incorporate sustainable practices when feasible.

Summary

Five main initiatives are currently being reviewed at the time of this study which includes:

- 1) Additional space at the Library.
- 2) Reconfiguration of space at City Hall to address space and security issues.
- 3) Additional downtown parking in conjunction with potential development.
- 4) Need to improve area called Washington Square as it relates to image, security perceptions, and casual usage of this area.
- 5) The potential relocation of Fire Stations to improve response times in light of collaborative relationships with neighboring communities.

SECTION V: RECOMMENDATION & IMPLEMENTATION

Upon reading this entire document one will likely conclude that there are many scenarios and potential options that will allow the City to meet its long-term facilities needs.

Below is a list of the short and long-term needs as recognized, in no priority order, with the best possible information as of 2010.

City Hall

Provide additional space for City Hall.

- a) Relocate City Hall to a new location. (or)
- b) Relocate a department within City Hall to a new location to free up space for other departments and service areas to grow.

As detailed in the facility findings, there is a need to improve identity, accessibility, customer service, security/safety, image, space, reliability/maintenance and cost.

1. Provide additional space for Technology Services.

- a) Expand current department in existing location. (or)
- b) Move technology services to a City-owned facility if City Hall were to be relocated.

Technology is an ever changing and growing requirement of the City which affects the dynamics of staffing and equipment utilization. The computer room houses critical equipment for all City operations. There is added risk to the computer room with it located in a facility that is shared and managed by others.

2. Provide additional space and security for the Human Resources Department.

- a) Expand and renovate current department in existing location. (or)
- b) Move department to new location within City Hall, dependent on other projects and space availability.

Space and security are not adequate in the Human Resources Department. Improvements would address reception space, confidentiality, meeting space, storage and overall security of information and staff.

3. Provide additional security and confidentiality for the Mayor's Office.
 - a) Renovate space by adding a barrier between the public reception area and department offices.

Confidentiality and security are required. Public can currently walk directly into private areas and listen to conversations from the reception area.

4. Provide space that would bring together the finance functions.
 - a) Seek alternative locations/solutions to uniting the various finance functions at City Hall or a new location.

Currently finance functions are divided amongst the first and sixth floor of City Hall. To improve efficiencies ideally the department would not be segregated.

5. Provide additional security and confidentiality for the Attorney's Office.
 - a) Renovate space by adding a barrier between the public reception area and department offices.

Confidentiality and security are required. Public can currently walk directly into private areas and listen to conversations from the reception area.

6. Provide additional space for records management.
 - Expand space for records management.
 - a) Expand records storage to new location within City Hall. (or)
 - b) Relocate records archive storage to a new location.

Improvements in records management would require more space for centralized storage and management of records.

7. Provide additional space for mail room/copy center.
 - Expand space for mail room/copy center.
 - a) Expand mail room/copy center to new location within City Hall. (or)
 - b) Relocate mail room/copy center to a new location.

The current mail room/copy center lacks enough space for efficient operations that could be addressed with additional space.

Facilities & Construction Management

8. Solution for Facilities & Construction Management.

- Provide a location for F&CM.
 - a) Expand facility at Wastewater Plant. (or)
 - b) Centralize operations through reuse of City space as a result of implantation of this plan, such as an existing fire station if fire station is vacated do to relocations.

The department shares space within the Wastewater Plant and shares work spaces with Utilities Maintenance, putting it on the eastern most edge of the City, while responsibilities encompass the City in its entirety. Additional space is required for inventory storage, vehicle storage and work areas such as finish work and sheet metal work.

Fire Stations

9. New fire stations, relocation of existing stations, joint partnership, etc.

- Mutual Aid, Automatic Aid, Consolidation or Regional Response Fire District or new locations of stations to achieve department response goals.
 - a) New facilities at new sites. (or)
 - b) Joint construction with other municipalities.

The current configuration of stations results in inefficient resource and response allocation. Either collaborations with neighboring communities or new locations for two stations are suggested to improve service and efficiencies.

Library

10. Renovation of the existing Library facility is dependent on 2008/2009 Library Studies, funding, and decisions to be determined at the Committee and Council levels.

Existing library is experiencing a need for additional space and seeks to gain efficiencies, added security and overall an improved facility that better meets the needs of the community. In addition, the Library would seek the opportunity for improved parking to service the facility.

Parks & Recreation

11. Renovation and new construction for the Parks & Recreation Department.

- Expand space for Parks and Recreational operations for both office and support.
 - a) Expand facility in existing location.
 - b) Relocate management with main administrative staff so operations have additional room.

Depending on future growth, it may be necessary to make modifications by renovating or adding space to the current location. An alternate is to relocate parks administration to a new location within City Hall which would provide additional space within the building for operations.

Public Works

12. New addition to existing Municipal Services Building.

- Expand space for DPW operations and storage needs.
 - a) Expand facility in existing location.

Though not immediate, space is projected to be needed for ongoing storage of expensive equipment. This will require additional storage space. In addition, depending on decisions regarding the space needs for City Hall, it may be advantageous for Public Works to relocate some downtown staff to the Municipal Services location to gain staffing efficiencies and alleviate space within the current City Hall. Renovation of the Municipal Services Building would also correct some long-standing electrical and mechanical facility issues.

13. Downtown Parking

- Construct raised parking to accommodate the downtown area.
 - a) Add a new parking structure in a place to be determined based on the need at time of construction.

A joint parking structure to address the needs of the Library as well as other offices may allow various projects to be jointly combined for shared needs.

Transit Center

14. Improve the setting around the Transit Center such that it is perceived as a family friendly and secure location at all times.
 - a) Seek opportunities to improve the physical environment at, and around, the Transit Center.

Though no major issues have occurred, City officials receive feedback from patrons in the immediate area of the Transit Center and Library that they do not feel safe as persons loiter in the immediate area. Progress has been made by adding furniture, plantings, etc. that enhances the aesthetics and functionality to the area. Innovative ideas and initiatives continue to be studied.

Utilities

15. New addition to the Wastewater Sludge Storage Building.
 - a) Expand facility in existing location.

Wastewater biosolids storage deficiencies have occurred over the past several years. This deficiency has triggered the need for the Appleton City Council resolution to investigate options to address the deficiency and comply with code NR 204 for 180 days of required biosolids storage.

16. New addition to the Lake Station Building.
 - a) Expand facility in existing location. (Note: design is in progress with construction expected 2010).

The current process uses potassium permanganate for zebra mussel control. The space was originally designed for chlorine addition by cylinders and required less space.

Implementation

The findings indicate four major projects in the downtown area in addition to the individual projects in outlying sites. As of 2010 we are assessing options for a larger Library facility; researching future space needs and limitations at City Hall; working to enhance and broaden College Avenue so that the area recently titled Washington Square is linked; and lastly, looking to ensure sufficient parking exists to support this area.

Two scenarios are provided that represent solutions considered being most effective to meet the long-term objectives for the City of Appleton. Scenario #1 is the most probable option as we consider the financial environment at this time. Scenario #2 is more comprehensive and presents options that would provide broader longer-term solutions if financial resources were readily available. Other scenarios were carefully considered, but were not part of this plan due to feasibility, overall cost, etc. In conclusion, two scenarios were selected that best meet the unique needs of the departments in a responsible manner.

I have provided project estimates in both scenarios. Below is a chart indicating the square foot costs for construction as estimated and published annually by RS Means. These numbers are used only as a guide during planning. Costs can vary significantly. For example, in the chart, the lower 25 percent of fire stations were built for \$90.50 a sq. ft. or less, while the upper 25 percent (75% percentile) of them reached, or exceeded a cost of \$162 a sq. ft. This large range indicates how design, location, economy and other factors will dictate actual costs at time of bidding.

RS Means Building Construction Cost Data 2008			
	UNIT COSTS S.F.		
	25% PERCENTILE	MEDIAN	75% PERCENTILE
Fire Stations	\$90.50	\$124	\$162
Garages, Municipal	\$79.50	\$106	\$150
Libraries	\$113	\$141	\$186
Offices (1 to 4 Story)	\$83	\$107	\$139
Police Stations	\$130	\$166	\$212

Note: Figures do not include architectural or land acquisition charges. Costs are based on 2008 Means Construction Cost Estimates.

It is difficult to predict actual reductions in operating/maintenance costs/savings for the projects presented. If properly constructed modern facilities with a good building core and shell, along with energy efficient electrical and mechanical equipment will be lower to operate and maintain per square foot than older facilities. In addition, the layout of a facility can lend itself substantially to either a reduction in space or staff required. For example, new facilities reduce the growing need for additional staff if the facility is constructed with worker efficiency and technology in mind. Note that one employee making \$50,000 a year with benefits equates to \$500,000 over a ten-year period or \$1,000,000 over a twenty-year period which is the general lending period for a building. If efficiencies reduce the need for adding an employee, the initial construction cost is a wise investment. This holds true for paying slightly more for energy efficiency. The life-cycle cost must be considered when looking at the total cost of a buildings life. Material, labor and utilities costs will all be factors when calculating the actual costs savings of renovating or building at that time.

Please note that the scenarios presented are derived from the analysis performed for this Facilities Masterplan. Collectively, department heads, elected officials and staff may have additional ideas to add to this plan above and beyond the input received to date. This master plan is a work in progress. Population, economy, funding, technology, etc. will impact this plan, which requires it to be flexible.

Scenario #1

This scenario assumes that City Hall will retain operations at City Center. To alleviate space at City Hall to allow for additional expansion of other departments at this location, and to address the space concerns at the Municipal Services Garage, this plan includes an addition to the Municipal Services Building to accommodate the Department of Public Works staff relocated from City Hall. Also, the addition adds space to address additional equipment storage needs for Public Works and Parks & Recreation. Second, it includes remodeling of City Hall areas to address the issues as noted in the facility findings. This plan assumes the Library will stay in its current location as a renovated facility. Upon evaluating all capital needs and how the Library expansion can fit into the existing Capital Improvement Plan, it is projected that the City would partner for 2/3 of this project, not to exceed \$10 million.

Studies have indicated a growing need for additional parking in the downtown area. Funds have been placed as a placeholder in this scenario; however, ultimate timing to accommodate the growth of business and services will be determined by a potential development partnership to meet the applicable needs.

Needs for the Fire Stations and Utilities requirements would be addressed independently.

Positives & Negatives

- + Cost effective solution that addresses most needs and concerns at both City Hall and the Municipal Services Building.
- + Unites the two divisions of the Department of Public Works at one site.
- + Maintains occupancy in the City Center building to avoid increased vacancy within the building.
- + Utilizes resources put into the existing Library infrastructure as a base for expansion.
- Moves the Department of Public Works away from other departments. Causes some minor inefficiencies.
- City Halls deficiencies are much more challenging to improve at the City Center facility. The City of Appleton lacks many aspects of security, identity, flexibility and some inconveniences of providing customer services within a shared facility that is not self managed. The City of Appleton has approximately one-third voting power within the condominium association at this location.
- Does not reduce any risks for protecting and/or the reliability of the computer room.
- Does not benefit from the campus environment and limits the ability for shared functions that result from co-location.

Scenario #1 - Project Schedule and Estimated Costs

Scenario #1	City Hall	Library	MSB	Parking Ramp	Fire Department	Utilities	Estimated Cost \$ (2010 Dollars)
2010						\$375,000	\$375,000
2011		\$75,000				\$125,000	\$200,000
2012						\$1,500,000	\$1,500,000
2013		\$750,000			\$350,000		\$1,100,000
2014		\$6,000,000*			\$200,000		\$6,200,000
2015					\$1,700,000		\$1,700,000
2016				\$1,000,000			\$1,000,000
2017				\$22,000,000			\$22,000,000
2018							
2019							
2020			\$4,000,000				\$4,000,000
2021							
2022	\$3,000,000						\$3,000,000
2023							
2024							
2025							
2026							
2027							
2028							
2029							
2030							
Total							\$41,075,000

(*) Projected 2/3 partnership of expansion with taxpayer contribution not to exceed \$10,000,000.

Scenario #2

This scenario addresses all City Hall, Library, Parks & Recreation, Transit Center, Downtown Parking, Records Management, Technology Services and Mail Room/Copy Center deficiencies. In addition, it creates a campus-like atmosphere for downtown facilities and allows for the greatest ability to share common services amongst all including conference rooms, loading docks, copy center/mail rooms and records storage.

The library study indicated that no branch libraries should be built at this time and the central library should remain downtown. This scenario constructs a new or renovated library at the current or nearby location. Three options could be considered:

- Relocate the Transit Center to a nearby location and utilize the property for a new Library. Renovate the old library for City Hall. (or)
- Relocate the Transit Center to a nearby location and utilize the property for a new City Hall. Renovate the old library at its current site. (or)
- Purchase property in a location close to the current library for either a Library or City Hall facility.

In addition,

- Construct a new parking ramp in an area near the current library with direct access to the new Library and/or City Hall. (or)
- Connect a new Library or City Hall to the current east ramp to maximize the ramps usage.

It is desirable that any parking solution be in conjunction and in partnership with any future development to cost share. The current library parking area would be restored with a courtyard with green spaces for community activities.

A newly constructed Library is estimated to be \$33 million. Upon evaluating all capital needs of the Capital Improvement Plan, it is estimated that the City could fund no more than 2/3 of the Library project, not to exceed \$10 million.

Needs for the Fire Stations, Municipal Services storage and Utilities requirements would be addressed individually.

Positives & Negatives

- + Is more comprehensive and will resolve several issues in a combined “economies of scale” approach.
- + Has the greatest long-term solution and creates a campus-like setting for the City of Appleton.
- + Provides a facility that is owned and controlled by the City of Appleton that improves identity, security, flexibility and

better customer service abilities.

- + Reuse of an existing facility that meets the current and long-term space needs of City Hall departments.
- + Provides a new or renovated Library that can be designed to meet current and future needs of the system.
- + Allows for long-term growth. Would include a site large enough for future expansion or construction.
- + Provides an opportunity to locate Parks Administration within City Hall. May alleviate the need for a major renovation of the Parks Administration facility if administrative staff could be located at City Hall.
- Greater upfront expense (but likely to be the most cost effective over the long-term versus investing in individual projects).

Scenario #2 - Project Schedule and Estimated Costs

Scenario #2	City Hall	Library	MSB	Parking Ramp	Fire Department	Utilities	Estimated Cost \$ (2010 Dollars)
2010						\$375,000	\$375,000
2011		\$75,000				\$125,000	\$200,000
2012						\$1,500,000	\$1,500,000
2013		\$750,000			\$350,000		\$1,100,000
2014		\$10,000,000*			\$200,000		\$10,200,000
2015					\$1,700,000		\$1,700,000
2016				\$1,000,000			\$1,000,000
2017				\$22,000,000			\$22,000,000
2018							
2019	\$1,000,000						\$1,000,000
2020	\$5,000,000						\$5,000,000
2021	\$5,000,000						\$5,000,000
2022							
2023			\$2,000,000				\$2,000,000
2024							
2025							
2026							
2027							
2028							
2029							
2030							
Total							\$51,075,000

(*) Projected 2/3 partnership of expansion with taxpayer contribution not to exceed \$10,000,000.

Other Scenario's Considered

Listed below are other scenarios that were carefully considered, but were not part of this plan due to potential costs. Some of these scenarios have many positives and should not be totally excluded from further consideration.

City Campus (Various Locations)

Ideally, a campus type setting for facilities works best as there is much to be gained through shared resources. The problem is that the departments are unique and have different requirements, such as proximity to the downtown area, local transportation, the Outagamie Law Enforcement facility, etc. Scenario #2 does develop a downtown campus and would be the best location overall. Other locations for a campus are not feasible.

City Hall/Municipal Services Building

The MSB site has enough property to accomplish a joint City Hall and Municipal Services Building, but would relocate City Hall out of downtown. It is recommended that City Hall keep a presence in the heart of its city.

Additional space within City Center to accommodate growing needs

Though the City Center facility has various vacancies, this location would not be recommended for the same issues we experience with the current location we occupy. These include identity, customer service, security/safety, image, space, reliability/maintenance and cost.

Financing

Debt service payments on general obligation bonds (20-year term) result in approximately an increase of \$900,000 annually for every \$10,000,000 financed.

SECTION VI

APPENDICES

- APPENDIX A: Departmental analysis/survey summary
- APPENDIX B: Facility strategic plan questionnaire
- APPENDIX C: Building data
- APPENDIX D: Space calculations by department
- APPENDIX E: Space calculations by room
- APPENDIX F: Historical construction date
- APPENDIX G: Parking study
- APPENDIX H: Conference rooms
- APPENDIX I: 2010-2014 CIP's (Facilities)
- APPENDIX J: 5-Year Maintenance Plan
- APPENDIX K: Energy Conservation/Sustainability Plan(s)

APPENDIX A

Departmental Analysis/Survey Summary

APPENDIX B

Facility Strategic Plan Questionnaire

APPENDIX C

Building Data

APPENDIX D

Space Calculations by Department

APPENDIX E

Space Measurements by Room

APPENDIX F

Historical Construction Data

APPENDIX G

Parking

City of Appleton - Parking

Facility	Standard Stalls	Handicapped Stalls	Notes
City Hall	0	0	Majority of employees park in Avenue and East Ramps.
Fire Station #1	30	2	
Fire Station #2	9	2	
Fire Station #3	13	2	
Fire Station #4	6	1	
Fire Station #5	13	2	
Fire Station #6	28	2	
Library	0	0	Library uses Civic Plaza. The facility has no parking.
Municipal Services Building	108	5	
Police Station	115	2	
Park & Recreation Building	54	3	
Reid Golf Course	66	3	
Transit Center	0	0	
Valley Transit	43	6	
Water Plant	43	2	
Wastewater Plant	33	2	

Parking Ramp	Standard Stalls	Notes
Avenue	401	
East	1237	
Midtown	771	
Washington	811	

Facility	Standard Stalls	Notes
Civic Plaza	85	
Lot #3	115	
Lot #9	22	

Parking Ramp Stall Data

Avenue		East		Midtown		Washington		Civic Plaza	Lot #3	Lot #9
Level	# of stalls	Level	# of stalls	Level	# of stalls	Level	# of stalls	# of stalls	# of stalls	# of stalls
1	38	B	56	1	121	B	67	85	115	22
2	29	1	105	2	146	1	121			
3	34	2	152	3*	168	2	157			
4	50	3*	186	4	168	3	164			
5*	34	4	190	5	168	4	164			
6	36	5	190			5	138			
7	34	6	190							
8	36	7	168							
9	34									
10	37									
11**	29									
12	10									
Total	401	Total	1,237	Total	771	Total	811	85	115	22
* Children's Museum ** Guardian		* Younkers skywalk		* Hotel skywalk		* Hotel skywalk Reserved - 25 for Evans on level 1,1 for Province and 1 for Edwin Bush on level 3				
								Grand Total:	3,442	

Current as of 1/29/01, provided by the Dept. of Public Works

APPENDIX H

Conference Rooms

City of Appleton - Conference Rooms

Facility	Floor	Room ID	Sq. Ft.	Assignable	Common	Description
City Hall	5	504	298.74	X		Assessor's Conference Room
	5	529	170.28	X		Community Development Conference Room
	5	532	169.33	X		Community Development Conference Room
	5	541	383.76	X		Public Works Conference Room
	5	548	157.23	X		Public Works Conference Room
	5	562	203.31	X		Health Conference Room
	6	601	303.87		X	Conference Room D
	6	624	470.38	X		Human Resources Conference Room
	6	627	278	X		Finance Conference Room
	6	636	515.15		X	Mayor's Conference Room
	6	644	170.03	X		Attorney's Conference Room
	6	655	2063.46		X	Includes Council Chambers & Conf. A, B, & C
Fire Station #1	LL	002	815.98	X		Training/Conference Room
	LL	004	115.11	X		Conference Room
	1	109	110.24	X		Conference Room
	1	121	146.22	X		Conference Room
Fire Station #2	None Dedicated					
Fire Station #3	None Dedicated					
Fire Station #4	None Dedicated					
Fire Station #5	None Dedicated					
Fire Station #6	1	133	635.68	X		Training/Conference Room
	1	133A	327.08	X		Training/Conference Room

City of Appleton - Conference Rooms

Facility	Floor	Room ID	Sq. Ft.	Assignable	Common	Description
Library	LL	B10	190.27	X		Library Conference Room
	LL	B13	2431.42	X		Lower Level Conference Areas
	LL	B30	471.18	X		OWLS Conference Room
	LL	B31	411.49	X		Library Conference/Board Room
	LL	B36	169.33	X		Library Conference Room
Municipal Services Building	1	120	479.15	X		Building Conference Room
Police Station (Existing)	LL	B104	2804.61	X		Lower Level Conference Areas
	1	1-113	363.25	X		Main/Chief's Conference Room
Park & Recreation Building	1	104	117.72	X		Parks Conference Room
	1	107	155.13	X		Parks Conference Room
	1	113	680.52	X		Building Conference Room
Reid Golf Course	Non Dedicated					
Transit Center	Non Dedicated					
Valley Transit	1	9	184.35	X		Valley Transit Conference Room
	1	10	256.25	X		Valley Transit Conference Room
Water Plant	1	125	427.75	X		Conference/Training Room
Wastewater Plant	1	A-102	744.64	X		Conference Room/Building A
	1	S-125	867.11	X		Conference/Training Room/Building S

APPENDIX I

2010-2014 CIP's (Facilities)

APPENDIX J

5-Year Maintenance Plan

APPENDIX K

Energy Conservation/Sustainability Plan(s)

SECTION VII

DRAWINGS

(NOTE: DRAWINGS MAY NOT BE 100% ACCURATE AS THESE ARE CURRENTLY BEING REVIEWED FOR ACCURACY)