



June 6, 2017

Mr. Robert Hoffmann
Borough Administrator
One Municipal Place
Emerson, NJ 07630

RE: Borough Hall Building Assessment

Mr. Hoffman:

Axis Architectural Group, is pleased to submit this building assessment to ascertain the feasibility of reusing the existing Municipal Building. This assessment is specifically for the Borough Hall, as a separate report will be used for the DPW Complex and Fire Headquarters.

Building Program 1939

The original building was originally designed to serve as a firehouse, police station, and certain other government functions. The building; constructed in 1938 and opened in 1939; is now 78 years old. It is a two-story building with basement and contains approximately 4,000 s.f. per floor. The lower level where the Borough Administrator is currently located was a former fire house apparatus room with fire trucks. On the first floor; where the Police are presently located; is the former fireman lounge, men's bathroom, and kitchen. The former first floor conference room which is now the Finance Office housed the police records. The small room off the former conference room was the Police Chief office. The Tax Office was the Clerks and

Collection room. The storage area next to the Municipal Clerk's area was a recreation room for the fireman and a men's room

On second floor; where the Building Department is presently located; was the Court, Council and meeting rooms. The present Council and the Court Chambers housed the auditorium and stage. The Finance room housed a cafeteria for the building. As one can see the use of the building has changed significantly over time.

Municipal Building Study

Arcari & Iovino concluded in their January 2014 report that the municipal building required an addition to accommodate the departments current need for adequate space to serve the public. They concluded in their report that the existing building has an inefficient space and layout for departments, and the Police Department did not meet the requirements of the DOC., (Department of Corrections) and, finally, that the existing building has severe ADA accessibility issues.

They made two recommendations. (1) Enlarge the building and remove a portion to make the addition more efficient (2) construct a new building on the current parking lot and once the building is completed, remove the existing building and replace with a parking lot.

Building Construction:

We have inspected the municipal building, and are in possession of the original architectural drawings by Tillack & Lindstrom Architects dated June 9, 1938. We were able to analyze the construction of the original building. The building according to the drawings is built as follows:

Walls:

The exterior walls are structurally twelve-inch-thick poured concrete with a face brick veneer and interior plaster. On second floor, the interior walls around council chamber are also twelve inch poured concrete walls with plaster on the interior walls. The interior corridor walls are four-inch-thick wood framed between the former first floor conference room and Tax Office. On second floor, interior walls are four-inch-thick wood-framed separate the hallway from the building department and bathroom walls. All interior walls are plastered. In the basement, there are twelve-inch-thick poured concrete walls and four-inch thick framed wood walls.

Floors:

In the basement, the floors are all concrete. In the Administration room, the floors are reinforced concrete. In the Police Department, Tax Office and conference room the floors are concrete. The second-floor framing is wood with the structure consisting of two by twelves at sixteen inches on center with a plywood subfloor

Doors:

All existing interior doors are wood and are either 2'-6" or 2'-8" wide by 6'-8" high

Hallways:

The hallway widths on first floor are; police side door and hallway to Borough Administrator's office four feet wide. The main entrance is five feet eight inches wide

Roof Structure:

The roof structure over Building Department, upstairs corridor, and lady's bathroom is a gable framed roof with two by ten rafters at thirty-two inches on center with one and one half inch wood plank. The roof over the Council Chambers is framed with trusses with two-inch plank

ROOF:

The building was designed with slate shingles and generally have a functional life span of 100 years.

Ceilings:

On the first floor, there are two by twelve wood joists forming the ceiling. On the second floor, there are two by six ceiling joists forming the ceiling over the building department. In the Council area, there are large ceiling trusses forming the shape of the roof.

Building Engineering Evaluation (Exerts below By Grant Engineering)

Electrical – All exterior electrical boxes and disconnects show signs of corrosion and they are not salvageable, they require replacement and updating

Fire Alarm Control Panel

The current fire alarm system is antiquated and needs to be replaced. It does not cover the entire building, it does not cover Police & Municipal Clerk's offices.

Interior Lighting

There are areas in the building where the lighting is insufficient, such as the attic and records room.

Natural Ventilation During Heating and Cooling Seasons.

The air gets very humid in the exercise room due to lack of ventilation, air conditioning and humidity control. The solution would require new equipment and this area to meet the code for natural or mechanical ventilation. The Administration Office has a smell of mold or mildew on Monday mornings after a long weekend.

Plumbing

There are no circulation pumps installed for hot water.

Environmental

To date we are not aware if a Phase-1 Environmental Site Assessment Report has been produced for the Municipal Building. In all likelihood, the building has environmental issues to address in a renovation and or demolition. Those may include: asbestos pipe wrap, asbestos floor tiles, asbestos ceiling and wall plaster, lead in paint and drinking water, mold and radon.

Accessible and Usable Buildings and Facilities 2009 (ADA):

The municipal building was built in 1938 and opened in 1939; at the time; laws concerning barrier-free or handicapped accessibility did not exist prior to the current law, ADA (Americans with Disabilities Act) adopted in 1990.

Presently, we must conform to ADA laws and especially as a public facility, the existing municipal building does not meet ADA standards. The following are issues that do not conform and would require correction.

1. All interior doors and clearances are non-compliant. (too narrow)
2. The existing elevator is too small, and is really a lift with a maximum lifting weight of 350 lbs.
3. The counter in the Police Department is non-compliant.

4. The existing Conference Room entrance door is non-compliant.
5. The Police Department is non-compliant.
6. The side entrance door to Police Headquarters does not provide for proper clearance.
7. The ramp on the side of the building does not comply for turning radius and the railings do not meet the standards. The ramp does not meet the 1:12 grad requirements for mobility accessibility
8. The second floor is inaccessible to those individuals with limited mobility.
9. The Building Department entrance door and interior counter is non-compliant, specifically, in width for the entrance door and in height for the counter.
10. The court administration office window and counter are too high. (Non-Compliant)
11. The Court Administration office entrance door is too narrow. (Non-Compliant)
12. The turning radius into the entrance door for the Court Administration office is non-compliant with ADA turning radius with the door swinging out.

Programming Issues (Parts Extracted from the Arcari and Iovino Report)

A reference material list and a program matrix was outlined in the Acari/Iovino report indicating square footage of the existing departments. With knowledge of County Courts, NJ Department of Corrections, and Homeland Security requirements, this matrix also indicated the square footages that each department needed to operate efficiently and meet the requirements of various agencies.

It appears in the report that all departments require additional square footage for several reasons. Firstly, to conform to State Agencies requirements. Secondly, to provide required space for conference rooms, offices, and personnel and lastly to make the space more efficient.

Based on their report, the existing square footage of all the departments and conference room is 7,177 square feet. Based on the program matrix and future requirements (data collected, County Court recommendations, NJ Department of Corrections requirements) the matrix indicates that the departments need 20,665 square feet. **(A deficiency of 13,488 square feet)**

The Police Department needs to conform to the Department of Corrections guidelines. Presently, they can't conform because they lack the square footage to implement the DOC requirements. The current space is deficient in many aspects. For example, the number of jail cells required, separating men, women and juveniles from each other, locker rooms for each sex, (sworn officers), a sally port for the transfer of prisoners, proper rooms for interviews, and interviews, office and meeting spaces.

The Borough Administrator and Clerks office has an inefficient layout resulting in privacy and access issues for personnel and the public. It lacks the proper square footage. This

department should also have a better location in the building, more offices, a conference room, and a more efficient layout. Being separated from other administrative offices the department suffers inefficiencies related to lost time and communication. This department should be near to the CFO/finance, and Assessor.

The Court and its functions need to bring their operations up to County Court standards and follow their recommendations. This department needs space for Council Chambers, Council meeting room, Mayor's Office, Deputy Clerks office, Borough Clerks office.

The Building Department is overcrowded and seems to have everyone on top of each other. They require an accessible entrance and a code compliant service counter for visitors. Their location should be on the first floor with a storage room and a conference room since they more directly serve the public.

Each department needs more square footage, a better layout and conformance to the various agencies and other applicable requirements. They all need to be accessible, as required under the ADA. Based on the figures presented in the written report, it was determined, that a piece of the existing building would be removed for a more efficient layout for the proposed

addition. Even with an addition, it would be difficult to get a good layout without extensive renovations to the existing building. The renovation of the existing building would also prove costlier than what a new building might cost since the existing structure has a thick poured concrete walls, and small spaces that are not unusable for the updated spaces required. Based on the figures presented in the written report, it was determined 23,882 S.F. would be needed with major renovations to the existing municipal center with an addition.

A new building, however, could be more efficiently designed and would need to contain approximately 20,665 S.F which is less area than a renovation due to efficiency. The new building would thus be; more efficient in size, layouts, and energy use. It would comply with the requirements of the ADA regarding accessibility and conforms to the County Courts, Department of Corrections, Homeland Security requirements, as well as Building Life Safety issues and all current applicable building codes.

The existing building has many problems and requires significant additional square footage. The needs for the departments to function effectively and significant will require costly renovations. The existing building requires extensive renovation in its entirety to conform to ADA requirements. Some of this work must include; an all-new larger elevator, enlarging all the interior doors (and frames), accessing the Administration Offices via ramp, reconstructing the side entrance ramp, replacing all the mechanical systems, solving the many deficiencies the

Police Department has with the Department of Corrections, correcting the Building Department access and layout, and having the proper rooms for the court so that they can conform to County Court requirements. Finally, civically it might also be nice to once again use the front entrance to enter the building.

Conclusion

The existing building has issues that impacts accessibility, department deficiencies, space requirements, energy issues, and building systems.

The potential of keeping the existing municipal building, with its numerous thick masonry walls and small spaces would prove both difficult and costly. To reconfigure the departments layouts, the various levels, access to the second floor, and joining a new addition with the existing building and bring it all up to current codes and standards will require major reconfigurations.

All departments remaining in the renovation of the building would need to be removed and reconstructed to give them square footage. The departments and the building would need to conform to the accessibility issues such as doors, counters, clearances, ramps, signage, and an elevator. The Police Department would need to conform to the Department of Correction's requirements

It is our opinion that putting an addition onto the existing building can be accomplished. However, we anticipate there to be significant gutting and selective demolition to the existing building to accommodate the additional square footage for the departments to conform to their respective State Agencies requirements, increased circulation and addressing the accessibility issues. We also believe the cost of phasing the renovation allowing the municipality to continue to operate must be factored into this decision

We believe all the mechanicals, and electric would need to be replaced.

Based upon the foregoing conclusions, we expect that the cost for the reuse and expansion of the existing municipal building would be greater than it would be for constructing an entirely new building. The municipal staff would be able to stay in the current municipal building, and continue to serve the public while the new building is under construction. This will save a significant amount of time and money, during construction since the need to move out of the current Municipal Building and into temporary quarters is eliminated.

IDEAS ASSOCIATED WITH DEVELOPMENT OF THE BOROUGH HALL

- If we renovate the existing Borough Hall we will have to move employees out of Borough Hall into temporary facilities and while renovation is proceeding. There would be a greater cost in doing the project this way.
- Location of a new Borough Hall could be either in the existing parking lot or in front of the Borough Hall towards Linwood Avenue.
- If you move the Borough Hall forward toward Linwood Avenue you could put the parking behind Borough Hall and put affordable housing towards Locust Avenue.
- The best use for Lots 58 and 64 on Locust Avenue would be to put the Community Center on the first floor and Administration Offices on the second floor.
- The new Municipal hall should adhere to Sustainable Design principals and built as cost effective as possible.

Costs

Renovation	SF	\$/SF	Subtotal
Upper Level	3,270	\$ 300	\$ 981,000
Ground Level	3,270	\$ 300	\$ 981,000
Basement	2,282	\$ 250	\$ 570,500
Subtotals	8,822		\$ 2,532,500

Addition	SF	\$/SF	Subtotal
Upper Level	6,000	\$ 325	\$ 1,950,000
Ground Level	6,000	\$ 325	\$ 1,950,000
Basement	3,000	\$ 325	\$ 975,000
Subtotals	15,000		\$ 4,875,000

Unique Items			
Site Work		\$	360,000
Asbestos Remova (Estimated)		\$	250,000
Demolition		\$	250,000
Total		\$	860,000

Total Construction (Bldg. & Site)	\$8,267,500
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Soft Costs			
A/E Fees		\$	427,965
Legal		\$	65,000
Bonding Costs		\$	162,621
Furniture		\$	200,000
Trailers (6) 2-1/2 Years		\$	600,000
Plumbing for Trailers		\$	75,000
Moving Existing Equipment		\$	45,000
Used Furniture for Trailer		\$	15,000
Internet/Voice/Data		\$	20,000
Total		\$	1,610,586

Sub-Total Project Value	\$ 9,878,086
5% Project Contingency	\$ 493,904
Total Project Value	\$ 10,371,990

Option A - Renovation & Addition

Issued March 2017

Costs

Renovation	SF	\$/SF	Subtotal
Upper Level	10,300	\$325	\$ 3,347,500
Ground Level	10,365	\$325	\$ 3,368,625
Basement	5,000	\$325	\$ 1,625,000
Total	25,665		\$ 8,341,125

Unique Items	
Site Work	\$ 300,000
Demolition	\$ 100,000
Elevator	\$ 125,000
Asbestos Removal (Estimated)	\$ 250,000
Total	\$ 775,000

Total Construction (Bldg. & Site)	\$ 9,116,125
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Soft Costs	
A/E Fees	\$ 471,130
Legal	\$ 50,000
Bonding Costs	\$ 178,130
Furniture	\$ 300,000
Total	\$ 999,260

Sub-Total Project Value	\$ 10,115,385
5% Project Contingency	\$ 505,769
Total Project Value	\$ 10,621,154

Option B - New Building

Issued March 2017

