

Facilities and Other Assets Subcommittee
Transition Task Force
Bernie Miller, Chair

To: Mark Freda, Chair, Transition Task Force
Scott Sillars, Deputy Chair, Transition Task Force

Subject: Facilities Subcommittee Phase 1 Final Report

Date: July, 10, 2012

1.Introduction

The TTF Facilities Subcommittee was charged with analyzing the facility and space needs of the merged departments and functions of the new Princeton, and to make recommendations to the Transition Task Force (TTF) and the municipal governing bodies (Princeton Borough Council and Princeton Township Committee) concerning the allocation of space in the two municipal buildings to house the merged departments.

It should be noted that, at the outset the Subcommittee was identified as responsible for the use and merging of the facilities and other capital assets. However, it was determined early in the process by the counsel to the TTF, William Kearns, that disposition of other capital assets could be handled administratively by the Administrator for the new Princeton.

The Facilities Subcommittee, as enumerated below, consisted of members of the TTF, members appointed by the TTF, and liaisons. Many members of the two municipal staffs provided support to the Subcommittee. Principal amongst these were the Borough Administrator, Bob Bruschi, the Township Administrator, Kathy Monzo, The Borough Engineer, Jack West, and the Township Engineer, Bob Kiser.

Members

Alexi Assmus	Hendricks Davis
Yina Moore	Marvin Reed
Mark Scheibner	Scott Sillars
Dick Woodbridge	Bernie Miller, Chair

Liaisons

Anne St. Mauro, Princeton University
Eugene McCarthy, NJ State Department of Community Affairs

Support Contractor

KSS Architects

With the assistance of KSS Architects, the Facilities Subcommittee undertook a study that examined the working relationships between departments and functions in order to assess the need for municipal operations to be physically close to each other. For example, it was determined that it would be desirable for Court to be in the same building with the Police Department from the standpoint of security when moving prisoners from their jail cell to the court room. Another example is the frequency of interaction between the Mayor, Administrator and Municipal Clerk's Office that suggests that these offices also should be in the same building. Moreover, the Administrator pointed out the frequent interaction between the Engineering Department and the Administrator's office. The study also inventoried the current space needs of the present Borough and Township municipal departments and estimated the space needs of the departments when merged under the new Princeton. Issues of cost, time needed to rework facilities to accommodate the merged departments were considered at a qualitative level, along with other qualitative criteria such as, "walkability" and the prominence of the location in the community were considered in recommending where the merged departments should be located. Estimates of parking needs for staff and visitors were provided by the municipal staff.

While inventorying the space needs of the departments and functions, KSS observed that many of these organizations had problems with insufficient file space for the paper copies of documents that they were retaining. The liaison to the Subcommittee from the NJ State Department of Community Affairs, Eugene McCarthy, contacted the NJ State Division of Archives and Records Management (DARM), and DARM offered to assist the municipalities to reduce the data storage load by providing on-site assistance to determine what documents needed to be retained in an accessible location, what could be archived and what destroyed.

Public Works and Sewer Operating Committee (SOC) facilities were recognized as a special case and were not studied by the Facilities Subcommittee. It has been generally recognized for several years that the existing public works and SOC facilities are obsolete and inadequate for the needs of the Princeton community. The need for new Public Works and SOC facilities has been studied in the past; however, any effort to build new facilities was set aside as a result of the possibility of merging the two departments if the municipalities consolidated. The problem of antiquated and inadequate public works facilities remains, and now that consolidation has been approved, the problem should be addressed by the municipal governing bodies.

To a great extent, KSS and the Subcommittee were dependent on input from the professional staff to identify the relationships between departments from the standpoint of the need for adjacency. Current space utilization was estimated from building floor plans and interviews conducted by KSS with department heads. The information was presented to the Subcommittee by KSS, reviewed, and modified as deemed necessary by the Subcommittee.

2. The Process Followed By The Facilities Subcommittee

After examining the working relationships between departments and their space requirements, the task of locating the merged departments and functions in the two municipal building was approached in stages. The Subcommittee took as a given that the Senior Resource Center and the Recreation Department would remain in their present locations. The Subcommittee then focused on the Police Department and the Court, Violations Bureau and associated supporting functions, reaching a consensus at its meeting on May 12, 2012 that the Police Department, Court and Violations Bureau be housed in their present locations in the Township Municipal Complex. It should be noted that Police Dispatch was treated as a special case. The location for the Police Dispatch function was considered separately by the Public Safety Subcommittee as part of an examination of the possibility of a regional dispatch center serving several Mercer County municipalities or outsourcing Police Dispatch to a private contractor. After considering these alternatives, the Public Safety Subcommittee recommended that Police Dispatch be retained as a municipal function, and that it be housed with the Police Department in its current location in the Township Municipal Complex. The recommendation for the location of the Police Department, Court and Violation Bureau was endorsed by the Transition Task Force and approved by the governing bodies. As of the date of this report the recommendation for the co-location of Police Dispatch with the Police Department is pending endorsement by the Task Force and approval by the governing bodies. The Subcommittee then addressed the housing of the merged Engineering, Planning, Historic preservation, Building/Construction Departments and functions. It was recommended by the Subcommittee, at its meeting on June 14, 2012 that these merged organizations be housed in the space currently used by the Township for these organizations. This recommendation was also subsequently endorsed by the Task force and approved by the governing bodies.

Parking of staff and visitors vehicles was discussed as a factor in the location of the organizations. It was generally agreed that parking would be a problem if these organizations were housed in either existing municipal building, but that parking problem in the Township Municipal Complex upper lot (the lot accessible from Witherspoon Street) would be exacerbated during the summer months especially on those days when the court was in session and the Community Park Pool in use. However, there are possibilities that may alleviate this parking problem that should be explored, including the former Princeton Hospital parking lot on Franklin Avenue that is now not used as result of the relocation of the hospital. While this parking lot may eventually be used for other purposes, it could provide space for staff parking at least on a temporary basis. The Subcommittee also suggested that it may be necessary to dedicate the Township Municipal Complex lower lot, accessible from Valley Road, for Police use and the storage of certain Recreation Department equipment.

On June 27, 2012 the Subcommittee met for the purpose of reviewing the alternatives for the location of the following municipal departments and functions::

- * Mayor, Administrator and Municipal Clerks Office
- * Finance, Tax Collection, Assessor

- * Health Department
- * Affordable Housing
- * Human Services
- * Public Works Department and Sewer Operating Committee Management
- * Fire Inspection

Three options for the location of the above departments and functions were presented to the Subcommittee by our consultant, KSS. The three options are attached to this report. Option 1 showed the Mayor, Administrator and merged Municipal Clerk's Office, along with the merged Finance, Tax collection and Tax Assessor's office retained in their present location in the Township Municipal Complex. Option 2 showed the Mayor, Administrator, and the merged Municipal Clerk's Office in the current location occupied by these offices in the upper level of the Borough Hall. Also, in Option 2, the Finance Department, and the Tax Collection and Tax Assessor functions were shown as occupying the space that is currently occupied by the Borough Police Department and Police Dispatch. KSS presented qualitative measures of the cost and time needed to modify the existing Township and Borough buildings for Options 1 and 2, along with qualitative assessments of parking impact, "walkability" and "town prominence" of the two options. KSS pointed out that it would be necessary to renovate the area now used by the Borough Police Department as jail cells in order to move Finance, Tax Collection and the Tax Assessor into that area, and that the removal of the cells and renovation of the jail cells into office space would entail significant cost and require a lengthy lead time. On the other hand, the location of these merged functions, along with the Mayor, Administrator and the Municipal Clerk's Office in their existing locations in the Township Municipal Complex would entail only minor modifications of the Township building. Parking was discussed, and using data presented by the two Engineering Departments it was realized that the impact was essentially the same at either location; i.e., neither location had a clear advantage from the perspective of parking. The Borough Hall location scored higher than the Township Complex location on "walkability". The meaning of the "walkability" measure was discussed. It was not clear whether "walkability" as used by planners provides a measure of the accessibility of a location by pedestrians, or of the accessibility of shopping, restaurants and other amenities from that location (see for example, Walk Score algorithm: <http://www.walkscore.com/professional/methodology.php>).

The measure, "town prominence" was intended to indicate the visibility and presence of the location to both residents and visitors to the community. Although the Township Complex is in the geographical center of the merged Princeton, it was the belief of the Subcommittee that the Borough Hall location and its adjacency to the "downtown" business district and higher density housing areas provided greater "town prominence". It was also pointed out that the openness of the access to the Clerk's office in the Borough Hall provided a more inviting and clearer entry into the municipal offices than the positioning of the Clerk's Office in the Township Complex. During this discussion the Administrators pointed out the desirability of being near the Engineering and Finance operations from an operations standpoint, as well as the desirability of maintaining an administrative presence in the downtown location that was seen as having greater "town prominence". KSS then reviewed Option 3. In Option 3 part of the space now occupied by the Mayor, Administrator and Clerk's Office in the Borough hall would

be preserved as a “downtown” administrative office satisfying the expressed desire for an administrative presence in the location that has the higher measure of “town prominence”. In Option 3, a space adjacent to the “downtown” administrative offices, the area of the jail cells and the “sally port” are surplus space that could be modified at a future date for municipal or community uses. Following discussion, including public input, it was the consensus of the Facilities Subcommittee to recommend Option 3 to the TTF for endorsement, and (if endorsed) for subsequent presentation to the governing bodies for approval.

Although not discussed in detail by the Facilities Subcommittee, it was suggested that the counter and the space now used by the borough Clerk could be repurposed for a number of potential uses. These include a Princeton Welcome and Information Center that could be staffed by a business group such as the Princeton Chamber of Commerce at no cost to the municipality. Other potential uses include the possibility of renting space to the US Postal Service (USPS) for a downtown Princeton Post Office if the USPS sells its current location on Palmer Square.

3. Recommendations

In prior meetings on May 12, and June 14, 2012, the Subcommittee had recommended, the TTF had endorsed and the two municipal governing bodies had approved the following for the merged departments as listed below:

1. The Recreation Department and the Senior Resource Center will remain in their present locations and offices
2. The merged Police Department and will be housed in the existing Police facilities in the lower level of the Township Municipal Complex
3. The merged Municipal Court, Violations Bureau and supporting functions will be housed in the existing Court and Violations Bureau facilities in the ground level of the Township Municipal Complex
4. The merged Engineering, Planning, Building/Construction Departments and functions will be housed in their existing facilities in the 2nd floor of the Township Municipal Complex

The Facilities Subcommittee, in a meeting on June 14, 2012, recommended that Corner House be in the west lower level of the Borough Hall, that the Health, Human Services and Affordable Housing Departments be accommodated on the west side of the upper level of the Borough Hall. At this same meeting, the Facilities Subcommittee recommended that TV 30/PCTV be offered the use of the east side lower level of Borough Hall on a rental basis. At this meeting the Facilities Subcommittee also recommended that the Council Meeting Room in Borough hall be retained as space for community meetings and municipal functions. These recommendations were presented to the meeting of the TTF with the two governing bodies on 26 Jun 2012, but endorsement by the TTF and approval by the governing bodies was deferred to a later date.

In a meeting on June 19, 2012 the Public Safety Subcommittee recommended that the merged Police Dispatch function be housed in the existing Dispatch center and co-located with the merged Police Department in the lower level of the Township Municipal Complex. This recommendation was presented to the meeting of the TTF with the two governing bodies on June 26, 2012, but endorsement by the TTF and approval by the was deferred to a later date.

In summary, the final recommendation of the Facilities Subcommittee is shown in the Option 3 plan in the attached plans. The key features of this recommendation, by building location are:

1. Borough Hall

- + Affordable Housing
- + Human Services
- + Health Department
- + Fire Inspection
- + Public Works Department and Sewer Operating Committee management personnel
- + Downtown administrative offices
- + Corner House
- + Space to be offered to TV 30/PCTV on a rental basis
- + Community and municipal meeting room (present Borough Council meeting room)
- + Unassigned space that could be modified for future municipal or community use

2. Township Municipal Complex

- + Police Department and Police Dispatch
- + Municipal Court, Violations Bureau and supporting functions
- + Mayor, Administrator and Municipal Clerks Office
- + Engineering Department, Zoning, Historic Preservation
- + Planning Department, Building and Construction Departments
- + Township Committee/Court meeting room and Community Room to be maintained for municipal and community use

The municipal administrators and department heads participated in the meetings where these recommendations were made, and the recommendations were well received by the professional staff.

Based on the quantitative and qualitative information reviewed during Phase 1, the Subcommittee believes that the above recommendations represent a low cost solution to accommodating the merged municipal departments and functions in the two existing municipal buildings. As the modifications to the existing buildings that are required to effect the merger are at the low end of the scale, the Subcommittee also believes that the recommendations will require less lead time to implement than other possibilities that were considered.

Although the Engineering Departments in both municipalities provided quantitative estimates of parking availability and requirements for the various alternatives, it was not possible to remove all of the uncertainties and concerns about possible parking shortfalls at both municipal buildings after the merger. However, it is clear that four municipal operations will generate the greatest visitor parking demands. These are Recreation during the summer months when the pool is in operation, the Municipal Court on court session days, Corner House and the Senior resource center. The locations of the pool and the Senior Resource center are fixed. The combination of the demand for parking from the pool during summer months and the Court is likely to strain the capacity of the Township upper lot on Court session days. Similarly, under some circumstances, the combination of the demand for parking from the Senior Resource Center and Corner House could exceed the capacity of the Borough Hall parking lot. The parking problem could not be addressed in sufficient detail during the Phase 1 Facilities study. It is recommended that the municipalities initiate a separate study to define the problem and potential solutions.

The Subcommittee understands that TV 30/PCTV, while not a municipal department, performs an important function for the Princeton community and is closely related to municipal operations. Hence, the Subcommittee recommends that the space in the east lower level of the Borough Hall be offered to TV 30/PCTV on a rental basis with the terms and conditions to be negotiated by the governing body of the new Princeton.

The Subcommittee does not suggest that these recommendations are optimum, lowest cost or shortest schedule to implement. The information that the Subcommittee would need to provide an optimum, lowest cost or shortest schedule set of recommendations was not available for the study, and as a result the recommendations, to a great extent are based on either qualitative information or the best quantitative information that could be provided by the staff. However, we do believe that they represent a workable set of recommendations that can be fine tuned by the governing body of the merged Princeton after a period of experience with organization locations.

It is recognized by the Subcommittee that there is work to be done before the recommendations can be implemented and the departments and functions moved to effect the merger of municipal operations for the new Princeton. The work will range from a minimum, such as rearranging partitions, office furniture, computer and telephone access, to the internal construction of new office space. Modifying the west lower level of Borough Hall to accommodate Corner House is likely to be the most costly and require the longest lead time to accomplish as it is necessary for the Corner House facilities to be compliant with NJ Administrative Code as it applies health and medical facilities. Consequently, because of the need to sequence the and then modify the space, the municipalities should be prepared for Corner House to remain in its present location in the basement of the old Valley Road School building through 2013.. On the other hand, the facilities modifications necessary to accommodate the merged Police Department, the Courts, Violation Bureau, Engineering, Building/Construction, Planning, Historic Preservation and Zoning appear to be much less extensive, with the modifications required to accommodate the other merged departments falling somewhere between these two extremes.

The actual moving of the merged departments into their recommended locations will represent a transition cost that cannot be fully defined until the necessary detailed specifications are prepared for the implementation of each recommendation. Preliminary estimates of the cost and schedule to implement each recommendation can then be made either by the municipal staff or by KSS. Although not part of the Phase 1 work, preliminary estimates of the work will be prepared using the resources of the TTF and staff, and made available to the TTF Finance Subcommittee.

With the endorsement of these recommendations by the TTF and approval by the governing bodies, the Subcommittee believes that it will have completed what was originally identified by the TTF as Phase 1 of its work. The task of preparing specifications of statements of work to implement the recommendations, and obtaining cost and schedule estimates needed to document the transition costs of the merger will require a second major effort. This effort will require a Phase 2 contract with KSS, and contracts with building/construction firms to do the work. As Chair of the Subcommittee I do not believe that it would be an effective use of the Subcommittee to manage the work to be performed by KSS to prepare the documentation necessary to estimate the transition costs and schedules, or to implement the recommendations. I suggest that the next phase of the facilities work, to implement the recommendations and obtain the cost estimates, be assigned to the administrators and the professional staff, and that the administrators be charged with reporting to the TTF on the progress of implementing the recommendations. To the extent desired by the TTF, the Subcommittee can remain in place during Phase 2, but with less of a hands on role, and more in an oversight capacity to assist the TTF and the governing bodies to facilitate the implementation of its recommendations. However, because of the lead times involved in preparing the information necessary to obtain bids and award contracts for the work to be done, the Subcommittee recommends prompt action by the TTF endorsing the recommendations in this report, and by the governing bodies to request a proposal from KSS for the Phase 2 work in order to move into the implementation phase of the facilities work.

Several members of the Subcommittee pointed out that the continued use of the names Borough Hall and Township Municipal Complex would perpetuate a division that is intended to be erased by the merger of the two municipalities. Alternative names were suggested such as Monument Hall or Peoples Hall as being more descriptive of the role of the building at 1 Monument Drive as the site for Corner House, the Senior Resource Center and possible TV 30 in the new Princeton. Names such as the Witherspoon Building or the Stockton Building were suggested for the building at 400 Witherspoon Street. The suggestion of the name Witherspoon Building is self apparent from its location at 400 Witherspoon Street. The name Stockton Building could honor the Stockton family name, especially that of Betsey Stockton who was born as a slave in Princeton, and became a missionary in Hawaii and school teacher in Princeton as free adult. However, naming the municipal facilities was not within the scope laid out for the Facilities Subcommittee by the TTF, but is an issue that the TTF and municipalities may want to deal with at a later date.

As Chair of the Subcommittee I want to express my thanks to the members of the Subcommittee and staff, our contractor KSS Architects, and to the members of the public who attended the meetings of the Subcommittee. The members of the Subcommittee brought a

daunting task into focus. KSS and the municipal staff provided the information needed to analyze the options that were developed and reviewed. Members of the public and department heads regularly attended the Subcommittee meetings and made many valuable comments and suggestions.

Bernie Miller

Bernie Miller
Chair