



# City of Bloomington Common Council

## Legislative Packet – Addendum

Issued on Wednesday, 18 January 2023

Wednesday, 18 January 2023

Regular Session at 6:30 pm

# **Council Statement in response to The January 11<sup>th</sup> Racially Motivated Attack In Bloomington**

On January 11, 2023, we learned of the racially motivated attack against an Asian-American woman on one of our city buses. We condemn this crime unequivocally. Like many of our neighbors and colleagues, we are shocked by this incident, and we are deeply concerned about a climate in which some of our residents feel unsafe.

We stand by Common Council Resolution 20-06, *Denouncing and Condemning White Nationalism and White Supremacy*, which we adopted unanimously on May 6, 2020. Initiated and sponsored by Councilmember Sims, and co-sponsored by all nine councilmembers, this Resolution condemns white nationalism, white supremacy, bigotry, racism, and hatred while upholding values of equity, inclusivity, respect, and kindness.

Together, as members of the Bloomington Common Council, we condemn racism, the violence it begets, and the ignorance and fear on which it is based. We affirm our support for the Asian and Asian-American community here, and for all persons of color. We are determined to lead with integrity and to do all we can as elected officials to ensure that Bloomington truly reflects the diversity, equity, and inclusiveness that we value so deeply.

City of Bloomington Common Council  
January 18, 2023

**Matt Flaherty**

Council Member At Large

**Isabel Piedmont-Smith**

District 5 Representative

**Dave Rollo**

District 4 Representative

**Kate Rosenbarger**

District 1 Representative

**Susan Sandberg**

Council Member At Large

**Sue Sgambelluri**

District 2 Representative

**Jim Sims**

Council Member At Large

**Ron Smith**

District 3 Representative

**Stephen Volan**

District 6 Representative

# ORGANIZATION DAY WORKSHEET FOR 2023 - JANUARY 18, 2023

## ELECTION OF OFFICERS (action by motions of Council) – completed on 01/11/2023

	2022	2023
<b>President</b>	Sandberg	Sgambelluri
<b>Vice President</b>	Sgambelluri	Piedmont-Smith
<b>Parliamentarian</b>	Rollo	Rollo

## APPOINTMENTS TO BOARDS AND COMMISSIONS (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

**Citizens Advisory Committee - Community Development Block Grants (CDBG)**

*(1-year term that begins on March 1<sup>st</sup>)*

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— **Social Services**

Sandberg

— **Physical Improvements**

Rosenbarger

**Downtown Bloomington, Inc Board**

*(1-year term; ex-officio)*

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Sgambelluri

**Economic Development Commission (City)**

*(Nomination by Council; 4 year term; removal limited by state code [IC 36-7-12; BMC 2.30.010]; current appointment ends in Jan. 2026.)*

>>>>

Flaherty

**Economic Development Commission (County)**

*(Nomination by Council; 4-year term; removal limited by state code [IC 36-7-12]; current appointment ends in Jan. 2023.)*

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Smith

**Parking Commission**

*(1-year term [BMC 2.12.110])*

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Volan

**Food and Beverage Tax Advisory Commission (County)**

*(1-year term [IC 6-9-41-16])*

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Rollo

**Public Safety Local Income Tax Committee (County Local Income Tax Council)**

*(1-year term | 4 council members, assuming the MC LIT Council members meet in the same manner as in 2022.)*

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Piedmont-Smith

Sims

Sgambelluri

Sandberg

**Plan Commission**

*(Term of Council appointee is co-extensive with member's term of office on Council, unless the Council appoints another to serve as its representative [IC 36-7-4-217].)*

>>>>

Smith

## APPOINTMENTS TO BOARDS AND COMMISSIONS (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

		2022	2023
<b>Solid Waste Management District</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Piedmont-Smith	
<i>(Term of Council appointee is co-extensive with member's term of office on Council, but serves at the pleasure of the Council [IC 13- 21-3-8].)</i>			
<b>Board of the Urban Enterprise Association</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Rosenbarger	
<i>(4-year term; current appointment ends in Jan 2025; can only be removed for "just cause" [IC 5-28-15-13].)</i>			
<b>Environmental Resources Advisory Council</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Rollo	
<i>(2-year, non-voting, ex-officio term; current appointment ends in Jan 2023.)</i>			
<b>Utilities Service Board</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Sims	
<i>(No designated term length, serves at the pleasure of the Council; ex-officio, non-voting [BMC 2.24.030].)</i>			
<b>Bloomington Economic Development Corp.</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Sgambelluri	
<b>Bloomington Commission on Sustainability</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Flaherty	
<i>(2-year term; current appointment ends in Jan 2023; "may be removed for cause" [BMC 2.08.020].)</i>			
<b>Metropolitan Planning Organization</b>	<a href="#">&gt;&gt;&gt;&gt;</a>	Volan	

**\*\*\* Amendment Form \*\*\***

**Appropriation Ordinance #:** 22-06  
**Amendment #:** Am 02  
**Submitted By:** Council Office (in search of sponsor)  
**Date:** January 18, 2023

**Proposed Amendment:**

1. Appropriation Ordinance 22-06 shall be amended by renumbering the legislation to Appropriation Ordinance 23-01.
2. Appropriation Ordinance 22-06 shall be amended by replacing the year “2022” in all signature lines with the year “2023” and by listing “Sue Sgambelluri” as the Council President in all signature lines rather than “Susan Sandberg”.

**Synopsis**

Because this item was first introduced and discussed in 2022 but action was postponed until 2023, this amendment makes updates to the legislation that reflect the new year, including renumbering the legislation and updating signature blocks.

**01/18/23 Regular Session Action:** **Pending**

**To:** Council

**From:** Steve Volan, Councilmember, District VI

**Date:** January 18, 2023

**Re: Report of the Ad Hoc Committee on Public Safety Headquarters**

The committee consisted of Councilmembers Piedmont-Smith, Rollo, Sandberg and myself. We met in the Allison Room in City Hall three times, on January 3, 10 and 13. Our objective was to more fully understand the options evaluated by Mayor Hamilton's administration in proposing that Council approve the purchase of the commercial west third of the Showers Bros. Furniture factory, where City Hall has occupied the east third since 1996, hereinafter referred to as "Showers Plaza".

The committee first met to formulate questions to be answered by experts or those with detailed knowledge of the problem. The police department resides in 20,000 SF of space on E. Third St.; it needs at least 50 percent more space. The Fire Dept. administration is in temporary quarters and needs at least 5,000 SF of space. The mayor's administration investigated three different scenarios for an expansion of square footage for public safety operations:

- to purchase Showers Plaza for \$8.75 million from CFC Inc. and to renovate approximately 35,000 of its approximately 64,000 SF for use as a public safety headquarters at a cost of \$14.75 million, for a total of \$23.5 million;
- to expand in place at the current headquarters of the police department, and build a multi-story addition on the parking lot adjacent to its west, for a total cost of \$25.3 million; or
- to build an all-new 35,000 SF headquarters at an undetermined new site, for a total cost of \$31.5 million.

These options the committee referred to as Plans A, B and C respectively. I presented an annotated summary spreadsheet of the costs of each plan. The committee asked questions about how each of about 18 different line items in the spreadsheet were determined for each Plan, and asking that the figures be justified at a meeting to follow.

At this meeting, the committee heard from several members of the administration, including at the first meeting new deputy mayor Mary Catherine Carmichael, new director of public engagement Kaisa Goodman, and assistant city attorney Larry Allen. The administration received our questions, but stated its position that if Plan A is not approved by Council with passage of the appropriation ordinance on the table, it does not intend to follow through with the Plan B studied by Ms. Kunce.

At the second meeting, representatives of the Fraternal Order of Police (Det. Jeff Rodgers, Officers Paul Post, Kylie Jarrett and John Hofmeister) were invited to present their knowledge of the existing police headquarters. Their belief is that Plan B is overestimated, and that the current building needs very little renovation if it is paired with new construction. I took the liberty of preparing a rough floorplan of the building, on which they demonstrated the department's internal discussion about how to reuse that space. The Evidence division could expand to half the lower level by walling off two hallways and still be secure. Patrol could expand to half the upper level, and have enough space for desks for each of its sergeants with construction of a bathroom and two security doors on the upper level. And a drain around the perimeter of the building would put an end to the building's flooding issues. The renovations would cost perhaps a ninth of the \$5 million the architect estimated would be necessary to renovate the existing building.

At the third meeting, in addition to the above (except for Officer Jarrett), architect Deb Kunce of the firm J.S. Held, Fire Chief Jason Moore, and Police Chief Mike Diekhoff were in attendance. We went through the spreadsheet and Ms. Kunce responded to the many questions posed in it and by committee members. She acknowledged that there were some potential oversights in some of her estimates, such as the need for an elevator for the existing building in Plan B, or that its equipment costs were nominally inflated, but otherwise stood by her estimates. She explained that a couple of lines were key to understanding the overall cost of construction: the owner's representative and construction contingency fees. These are calculated as a portion of the combined costs of construction and equipment (17 and 10 percent, respectively). FOP reps were asked for their response. They reiterated that the current building was recently renovated, including all-new flooring and locker rooms, and the building was purpose-built as a police station 60 years ago, while Showers was not and is twice as old.

Chiefs Moore and Diekhoff weighed in with their perspectives. Chief Moore noted that the fire department's need for a new headquarters was urgent, argued for the benefits of co-location and for its proximity not only to other public safety functions but to City Hall itself. Chief Diekhoff noted that the presence of social workers in the department were having a decisive impact in reducing call volumes that needed to be addressed by sworn officers.

The primary figures in dispute all center around Plan B's costs of new construction and renovation. Ms. Kunce's estimate of \$9.5 million for new construction at BPD HQ is for a four-story building that includes a \$2 million first-floor parking deck. Kunce noted that this was not an estimate for underground parking beneath a three-story building, but the first floor of a four-story building. The FOP has argued that the deck is extraordinarily expensive and unnecessary, as surface parking and strategic use of off-site parking are available. In addition, Ms. Kunce's estimate of \$500/SF for new construction was questioned. She argued that recent headquarters projects in other cities highlighted by the FOP were approved and built before the recent spike in

inflation, and that by the time the project is let in another year, her estimate will be reasonable. Her estimate of \$250/SF for "heavy" renovation of the entirety of the existing HQ building assumed detailed design work that was premature at this point, but that it was reasonable to assume that redesigning the headquarters as a whole would necessitate significant demolition and renovation.

The fees for owner's representative and construction contingency represent a significant portion of the total costs, and these would change significantly in a Plan B as the FOP envisions. If renovation costs were reduced from \$5 million to \$600,000, and the \$300,000 for adding an elevator to the existing building was eliminated, the combined costs of construction and equipment for Plan B would drop from \$18.8 million to \$12.0 million, reducing the combined fees from \$5.1 million to \$3.25 million. Overall, under this scenario the total cost of Plan B would drop from \$25.3 million to \$16.4 million, a difference of almost \$9 million, and \$7 million less expensive than the acquisition and renovation of Showers Plaza.

Another committee concern was the likelihood of, and the timetable for, the whole of Showers Plaza being used for public safety. Only a little more than half the building would be renovated; the rest would be banked. The rough acquisition cost of the 47 percent or so of the building that would be banked would be \$4.1 million not including bond interest. The banked office space might also be used for non-public-safety purposes by the City when the dollars earmarked for it came from the portion of the new ED-LIT tax specifically intended for public safety. The administration argued that the benefits of securing office space adjacent to City Hall outweigh these concerns, and that if the City wins its annexation case in the courts, that extra space would be required sooner than later.

The committee did not form with the intent of making a recommendation to Council, so none is provided herein. The committee's primary observations were that:

- Ms. Kunce's assumption that all 20,000 SF of the existing police HQ would need to be renovated, let alone at the "heavy" estimated cost of \$250/SF, is unwarranted.
- The new construction cost estimate of \$500/SF should be seen as the upper limit of a range that the eventual cost would fall into, not necessarily the guaranteed cost of new construction in Plans B or C.
- The cost of a Plan B with the FOP's "ultra-light" renovation of the existing building, and three stories of new construction on its adjacent parking lot (\$16.4 million), would be significantly less than the estimated cost of acquiring Showers Plaza and renovating 35,000 SF immediately (\$23.5 million).
- The acquisition cost of office space that would be banked indefinitely in Plan A is \$4.1 million, or more than 17 percent of the Plan A estimate. The committee recognizes the benefits of co-location at Showers Plaza and the value of its acquisition by the City, but questions the use of public-safety tax dollars for it.

# # #



# Floorplans of Police HQ: Current and Potential

By Steve Volan

For the Ad Hoc Committee on  
Public Safety Headquarters

January 10, 2023

Plan B was created by BPD leadership and staff through an internal process.

Renderings are rough and were based on an emergency evacuation plan map.

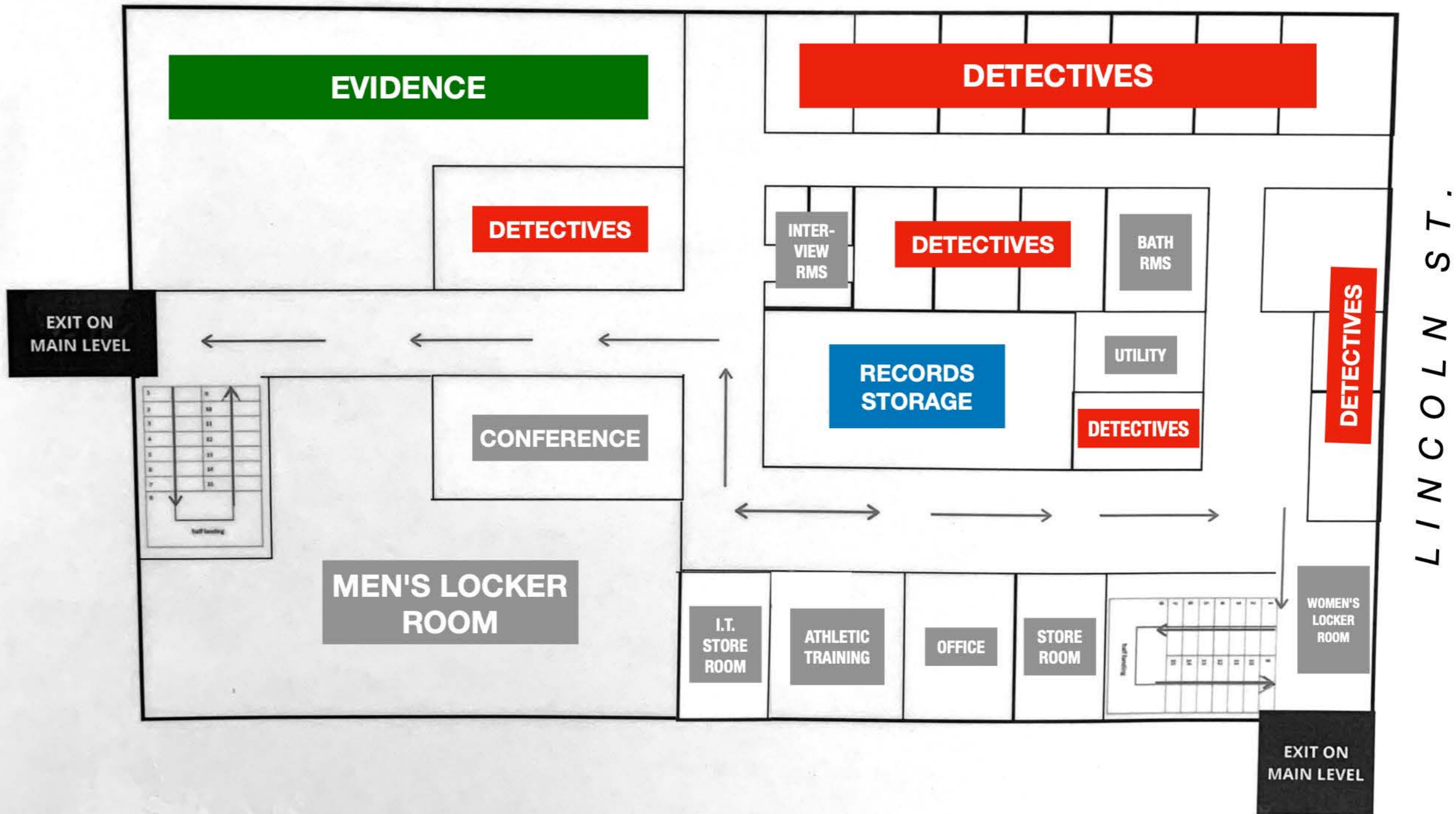
Illustrations are meant to show where basic functions are or would go. Rooms are not necessarily to scale.

**Lower Level**

BLOOMINGTON POLICE DEPARTMENT  
HEADQUARTERS • 220 EAST THIRD ST.  
**LOWER LEVEL LAYOUT – EXISTING**



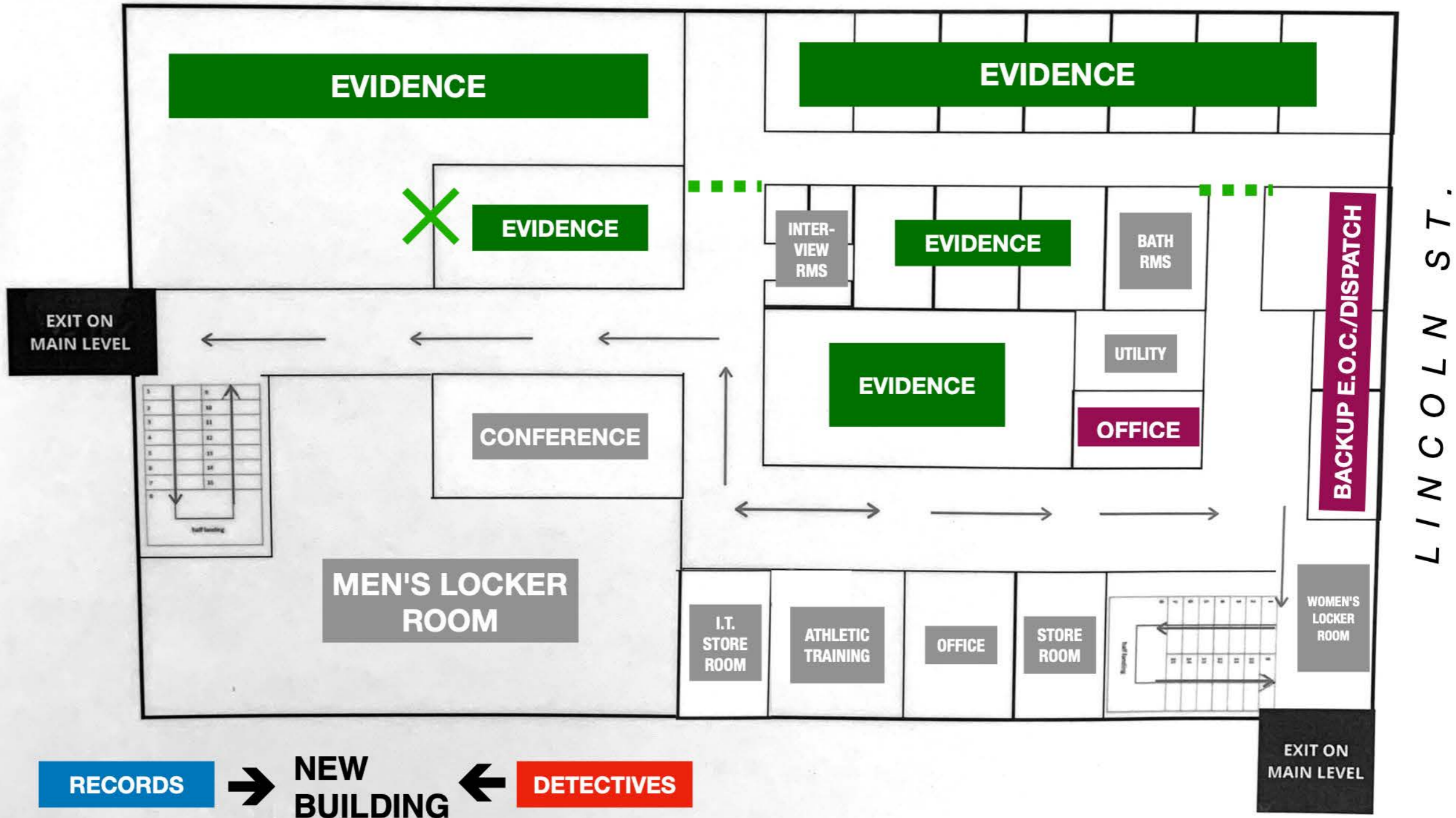
*THIRD ST.*



BLOOMINGTON POLICE DEPARTMENT  
HEADQUARTERS • 220 EAST THIRD ST.  
**LOWER LEVEL LAYOUT – PLAN B**



THIRD ST.

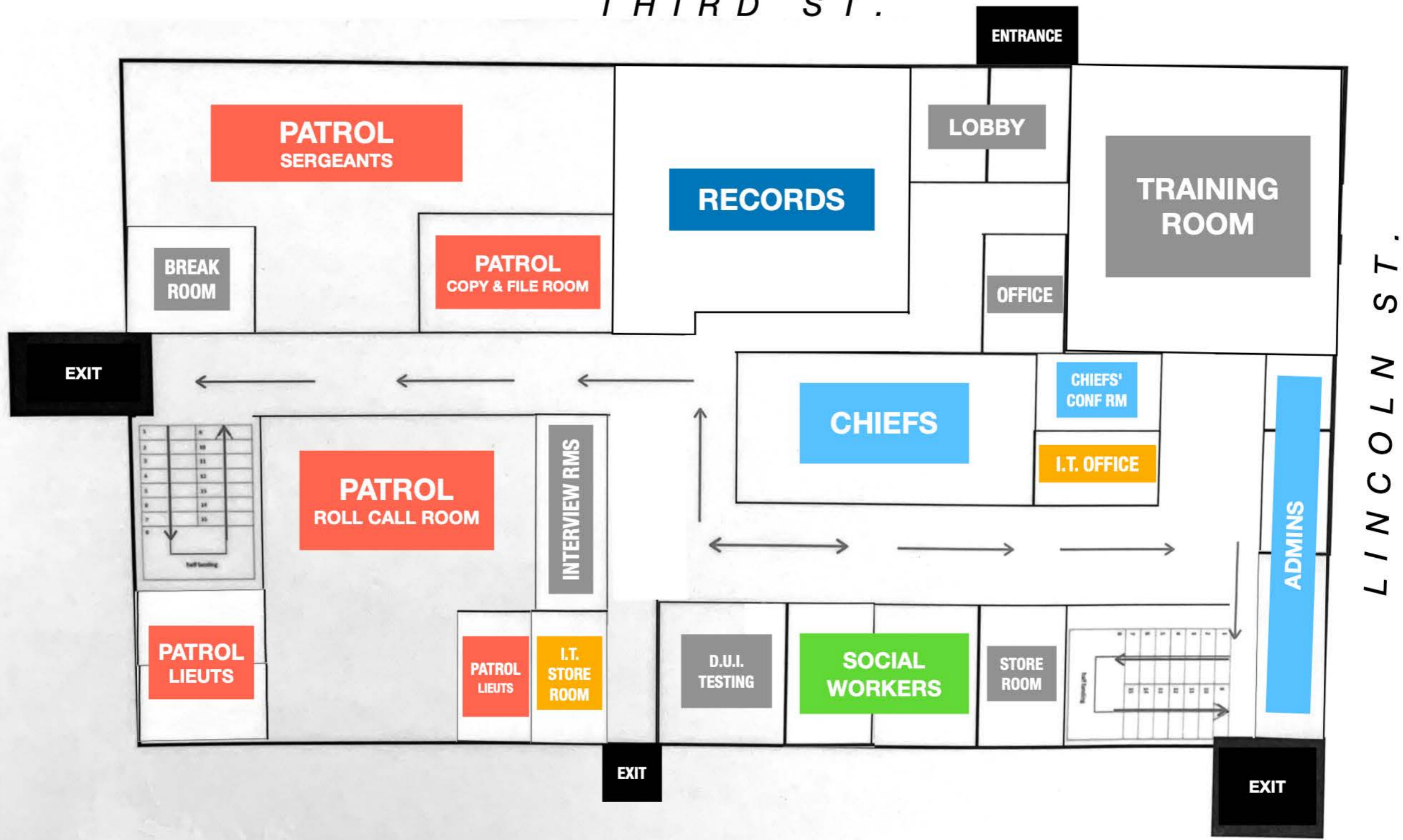


Upper Level

BLOOMINGTON POLICE DEPARTMENT  
HEADQUARTERS • 220 EAST THIRD ST.  
UPPER LEVEL LAYOUT – EXISTING



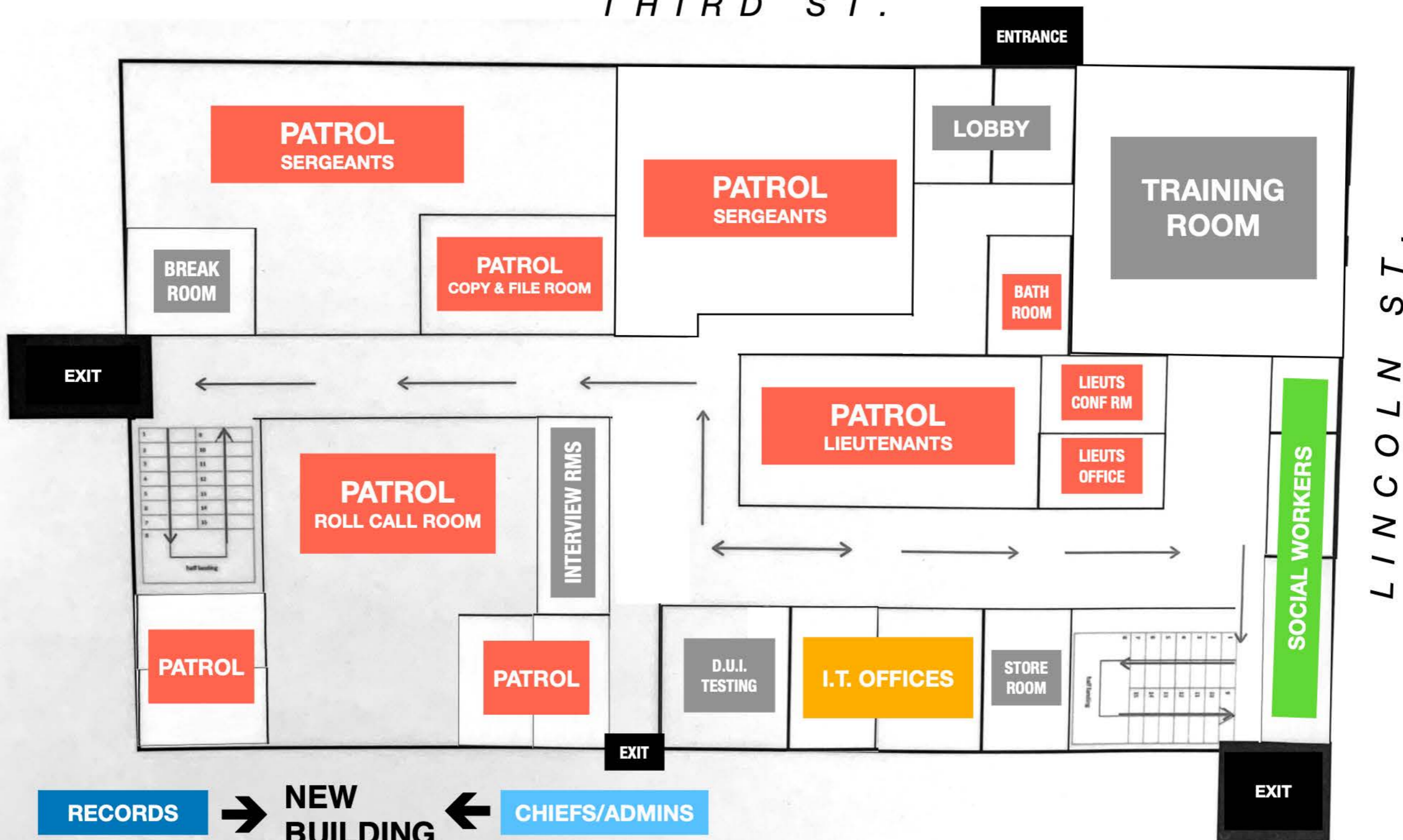
THIRD ST.



BLOOMINGTON POLICE DEPARTMENT  
 HEADQUARTERS • 220 EAST THIRD ST.  
**UPPER LEVEL LAYOUT – PLAN B**



THIRD ST.



LINCOLN ST.



# SUMMARY OF PLAN B

Chiefs/Admin, Detectives and Records move to a new building

Evidence takes over most of the lower level

Patrol takes over most of the upper level

Most other functions stay in place  
(or move down the hall)

**PS HQ Table 1: ANNOTATIONS TO COST COMPARISONS (DETAILED) FOR VARIOUS PLANS FOR A NEW PUBLIC SAFETY HQ**

NEW HEADQUARTERS FOR COB POLICE & FIRE		PLAN A: Renovate @ Showers	PLAN B: Expand @ BPD HQ	PLAN C: New Building [ @ New Site]	How Determined	Notes and Questions
C1	Site Work Allowance	\$200,000	\$800,000	\$1,000,000	Allowance	how is this determined? (Could be remediation costs under the parking lot)
C2	New Construction	\$0	\$9,500,000	\$17,500,000	Cost/SF	estimates \$500/SF for 15,000 SF; FOP subtracts out parking deck (\$2 million).
C3	Renovation	\$6,650,500	\$5,000,000	\$0	Cost/SF	Plan B figure assumes "heavy" (\$250/SF) renovation of all 20K SF of current HQ, while 40% (12K SF) of Showers would get a "light" (\$100/SF) renovation. At current HQ, basement floors have been replaced, and the locker rooms are brand new; what would be done for \$5m? FOP estimates a tenth the cost for minimal renovations (see green items in Sheet FOP 3/3).
C4	Generator	\$1,000,000	\$800,000	\$800,000		why is the generator more expensive at Showers?
C5	Elevator	\$300,000	\$300,000	\$0		Does current HQ need an elevator? If not, why isn't it included in Plan B's new construction cost like in Plan C?
C6	Design Cont/Escalation	\$600,000	\$800,000	\$750,000	Allowance	7%, 5%/2%, 4% respectively. These numbers are inexplicable. How is this determined?
	<b>CONSTRUCTION TOTAL</b>	<b>\$8,750,500</b>	<b>\$17,200,000</b>	<b>\$20,050,000</b>		
E1	Equipment - IT	\$260,000	\$275,000	\$250,000	Allowance	why HQ \$15K greater than Showers?
E2	Equipment - Security	\$675,000	\$695,000	\$660,000	Cost/SF	why HQ \$20K greater?
E3	Equipment - AV	\$505,000	\$515,000	\$500,000	Allowance	why HQ \$10K greater?
E4	Equipment - Antenna/Radio	\$200,000	\$0	\$0	Allowance	antenna at current HQ is adequate. A new antenna will need to be installed at a Plan C new site
E5	Escalation	\$140,000	\$140,000	\$130,000	Allowance	
	<b>EQUIPMENT TOTAL</b>	<b>\$1,780,000</b>	<b>\$1,625,000</b>	<b>\$1,540,000</b>		
F1	Fees & Costs for Bonds	\$300,000	\$300,000	\$250,000	Allowance	why is Plan C lower?
F2	Fees, AE/Owner's Rep.	\$1,790,185	\$3,200,250	\$3,670,300	% of Constr Costs	why are these much higher in Plan B?
F3	Furniture, Fixtures & Eqpt.	\$1,000,000	\$1,000,000	\$800,000	Allowance	why is Plan C lower?
F4	Relocation	\$65,000	\$65,000	\$50,000	Allowance	why is Plan C lower?
F5	Owner's/Constr. Contingency	\$1,053,050	\$1,882,500	\$2,159,000	% of Constr Costs	why are these much higher in Plan B?
	<b>FEES FURNITURE ETC TOTAL</b>	<b>\$4,208,235</b>	<b>\$6,447,750</b>	<b>\$6,929,300</b>		
L1	Land & Buildings Purchase	\$8,750,000	\$0	\$3,000,000	[Plan C: Estimate]	
L2	Land & Buildings Sale	?	\$0	?		
	<b>LAND &amp; BUILDINGS TOTAL</b>	<b>\$8,750,000</b>	<b>\$0</b>	<b>\$3,000,000</b>		
	<b>GRAND TOTAL</b>	<b>\$23,488,735</b>	<b>\$25,272,750</b>	<b>\$31,519,300</b>		
	<b>New Square Footage</b>	0 SF	15,000 SF	35,000 SF		
	<b>Existing Square Footage</b>	64,000 SF	20,000 SF	0 SF		
	<b>Devoted to Police &amp; Fire HQ</b>	33,725 SF	35,000 SF	35,000 SF		Plan A: 29K police + 4725 fire. Actual police SF seems to be 29,874, for 34,599 SF.
	<b>Fallow Square Footage</b>	30,275 SF	0 SF	0 SF		47.3% of Showers (~\$4.1M). If 45.9%, (\$4.01M)

Base data provided to Council by architect Deb Kunce on behalf of City of Bloomington at the 12/21/2022 Council meeting. Annotated by Steve Volan, 1/3/2023. Annotations and additions to the original document are in *Helvetica* or are shaded red.

**PS HQ Table 2: Plan A - How the Renovation Costs @ Showers Was Calculat**

	<b>Plan A Renovation</b>	<b>SF</b>	<b>Cost/SF</b>	<b>Estimate</b>
<b>C3-1</b>	Police - 2nd Flr Renovation - Light	7,241	\$100	\$ 724,100
<b>C3-2</b>	Police - 2nd Flr Renovation - Heavy	5,445	\$250	\$ 1,361,250
<b>C3-3</b>	Police - 1st Flr Renovation - Light	5,124	\$100	\$ 512,400
<b>C3-4</b>	Police - 1st Flr Renovation - Heavy	7,076	\$250	\$ 1,769,000
<b>C3-5</b>	Police - 1st Flr Renovation - Staff Facilities	4,000	\$350	\$ 1,400,000
<b>C3-6</b>	Fire - 1st Flr Renovation - Light	3,150	\$100	\$ 315,000
<b>C3-7</b>	Fire - 1st Flr Renovation - Heavy	1,575	\$250	\$ 393,750
<b>C3-8</b>	Connect to City Hall - 1st & 2nd Floor	700	\$250	\$ 175,000
	<b>Subtotal</b>	<b>34,311</b>	<b>\$193.83</b>	<b>\$ 6,650,500</b>
<b>C4</b>	Elevator SF	288		
	<b>Total SF Renovated</b>	<b>34,599</b>		

Source: Deb Kunce, 12/2/2022

