



**LAKELAND CITY HALL
CAPITAL NEEDS ASSESSMENT
(CNA AUDIT)**

DATE	JULY 15 th , 2016
NUMBER	20162641

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TABLE OF CONTENTS

Scope of Work 3

I. Site Review 5

Executive Summary 11

II. Appendix A – Architectural and Electrical Photographs A-1

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SCOPE OF WORK

The City of Lakeland, Minnesota retained EAPC to conduct a review of the existing City Hall building, located at 690 Quinnell Avenue, Lakeland, MN. EAPC was asked to review the condition of the building based on non-intrusive observations in regards to building code compliance, health and safety concerns, and building maintenance. The City provided access to the building for field observations as well as provided building plans as part of the review process. Repair, maintenance, and building upgrade costs are based on 2016 construction costs.

The building has served many purposes over its life, and been through several renovations, additions, and modifications since its inception. The most recent documented modification was the addition of the office wing (West) by local architect John Larson in 1986. There is evidence of several smaller modifications, repairs, and changes to the building since that time.

Field observations of the building were conducted on Thursday, July 7, 2016.

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SITE REVIEW

A. Building Exterior

The building is single story with multiple roof heights, and is of concrete foundation and wood framing construction. Exterior walls are finished with vinyl siding and wood windows. The floor framing system is comprised of wood beams with various flooring materials over sheathing. The roof shingled and guttered.

1. Exterior Walls:

- a. The vinyl siding around the building is severely damaged in several locations. There is no documentation immediately available as to when the siding was installed, as it was not part of the 1986 addition. In the worst damage location, you can see the wood siding called for in the 1986 drawings showing through, and damage to the foam/fiberglass product that was used between layers. There are many locations where rocks from a lawnmower have fully penetrated and broken the vinyl siding.
- b. Recommended Action: Due to the lack of maintenance and the potential for water infiltration at the areas of roof deterioration, the recommendation would be to re-side the entire facility. Steel siding would be the least expensive option, with fiber cement siding the most desirable and expensive option. The longer that water has a way into the building through the envelope, the quicker it will deteriorate. Right now water can be trapped in the wall through the damaged siding and roofing.
- c. Time Frame: Immediately.
- d. Opinion of Probable Construction Cost: \$10,500. Option to go to fiber cement lap siding for a cost premium over that estimate.
- e. See images #21, 22, 23, 24

2. Windows:

- a. Windows physically appear to be in various conditions, ranging from acceptable to poor. Time of re-siding and renovation is the most cost effective time to replace windows, and allows windows at the addition to match the windows throughout the facility. Window replacement will also facilitate energy efficiency improvements.
- b. Recommended Action: Replace all windows with new wood casement windows, preserving the original character while improving the aesthetic and function.
- c. Time Frame: Immediately.
- d. Opinion of Probable Construction Cost: \$20,000 (this could vary widely depending on window grade, but this is at recommended quality level).

3. Roofing:
 - a. The roof system appears to be at the end of its useful life. There are several areas, most notably over the lower level bathroom addition and the main office entry, where shingles show significant deterioration. At the bathroom addition you can push through both the shingles and the sheathing, so there is potential that lack of maintenance on the roofing has caused deterioration in the sheathing, fascia boards, or other elements that are currently concealed.
 - b. Recommended Action: Remove and replace roofing.
 - c. Time Frame: Immediately.
 - d. Opinion of Probable Construction Cost: \$7,000 (pending no sheathing/roof structure repairs are required).
 - e. See images #18, 19, 20, 26

4. Gutters and Downspouts:
 - a. Gutters and downspouts appeared in decent condition. Most of the building does not currently have gutters and downspouts around it, which may contribute to the moisture problems evident in the lower level.
 - b. Recommended Action: Replace gutters at time of roofing replacement. Consider adding gutters and downspouts to the remainder of the building perimeter.
 - c. Time Frame: At time of roofing replacement.
 - d. Opinion of Probable Construction Cost: \$1,000 for replacement only.
 - e. See images #14, 15, 16, 18, 19, 22, 25, 26

5. Flashing:
 - a. Soffits, fascias, and flashings appear in decent condition. Further inspection warranted at time of roof replacement.
 - b. Recommended Action: Inspect for damage to fascia boards and evidence of water or critter problems in soffits at time of roof replacement.
 - c. Time Frame: At time of roof replacement
 - d. Opinion of Probable Construction Cost: None at this time.

6. Abandoned Well:
 - a. There is an abandoned well on site. Council Member Glasgow as unsure of the time and manner in which it was abandoned, and if it was properly capped. Further verification needed. This location restricts future additions to this portion of the building unless it is completely removed. Council currently replaces plywood cover as needed.
 - b. Recommended Action: If existing City Hall is to be renovated, a well specialist/contractor needs to be engaged to ensure proper handling.
 - c. Time Frame: TBD
 - d. Opinion of Probable Construction Cost: None at this time.
 - e. See image #28.

B. Building Interior

1. Electrical Room:

- a. The electrical infrastructure appears to be acceptably modern. The room where the panel is housed is poorly laid out, making access difficult and proper clearances are not evident, as the room is also used for storage.
- b. Recommended Action: Remove all storage items from room. Ensure that all proper clearances can be met. Provide rooms signage and door hardware appropriate for space.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: \$500.
- e. See image #1, 2, 3.

2. Council Chambers:

- a. The Council Chambers are in good condition. There is a lack of infrastructure, but the physical space is in good condition. Finishes are at the end of their useful lives.
- b. Recommended Action: Replace carpeting. Install audio-visual equipment infrastructure below the floor. Consider an acoustical ceiling for better acoustics and lighting.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: \$7,300.
- e. See image #31, 32.

3. Entry / Lobby / Circulation:

- a. The condition of these spaces is acceptable, but there are many code deficiencies in all of these spaces. The stairs main public entry to Council Chambers do not have consistent riser heights or proper handrails. The accessible route is provided through the office entrance, but is no longer compliant with full ANSI/ADA guidelines. Following the doors in series requirements, the vestibule does not have the proper maneuvering clearances, the ramp is narrower than preferred and lacks handrails, and door hardware has not been modernized.
- b. Recommended Action: Remove all storage items from path of travel. Since the clearances cannot be met within the constraints of the existing space, EAPC will recommend an addition to the Northeast of the building to provide a new accessible entry and route. This addition can include an office space and small conference room as well.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: See executive summary.
- e. See image #33, 34, 37, 38.

4. Office Spaces:

- a. The two existing offices spaces are in fair condition. In the office immediately adjacent to the Council Chambers, there is evidence of foundation settling and/or water damage to the floor structure due to uneven floor sheathing. The carpet and structure moves when stepped on.
- b. Recommended Action: Remove and replace flooring. Investigate cause of floor issue when exposed at flooring demo.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: \$500 for flooring only.

e. See image #29, 30.

5. Main Level Restrooms:

- a. Main level restrooms are in fair condition, but do not meet current accessibility code. There is both a lack of proper grab bars and insufficient space to provide adequate maneuvering clearances. It appears that the clearances will be difficult to achieve with the restroom in its current location. EAPC proposes an a renovation to this restroom for maintenance, but also the addition of a new fully-accessible restroom in the minor addition.
- b. Recommended Action: Remodel existing restroom. Add restroom in planned addition.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: \$4,000 for restroom remodel. See executive summary for addition costs.
- e. See image #35, 36.

6. Lower Level Open Space:

- a. The open space is currently used for a combination of building systems and storage. There is evidence of water infiltration through the foundation in a few locations. The water heater and some plumbing infrastructure sit exposed along the south wall. The main mechanical supply runs down the center of the room in a drywall horizontal duct chase. The furnace and secondary electrical panel sits in a closet with insufficient clearances for the electrical panel.
- b. Recommended Action: This space was proposed for an alternative meeting space, and there are many challenges to accommodating that function. The ceiling height available is minimal for a space that size. All storage, building systems, and bathrooms would have to be enclosed in their own space, and would limit the size of any meeting room. Egress via both the stairs and the ramp are deficient, and upon initial observation would be difficult to achieve proper means of egress via either method with the current space constraints. The space is most functional as storage as it is currently being used.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: None at this time.
- e. See image #7, 9, 10, 12.

7. Lower Level Circulation:

- a. The stairs and ramp to access this space are both deficient. The ramp is not wide enough along its route, and does not have the proper transition space at change of direction. There is not paved surface from the exit door to a parking space or area of refuge outside of the building. In addition to the functional challenges, there is significant black mold present at the foundation wall along the south end of the ramp. Ceiling in the main space appears to be of the era/type to possibly have asbestos, but there is no known hazardous material survey.
- b. Recommended Action: Hire an independent specialist to survey the facility for hazardous materials prior to any renovations or demolition.
- c. Time Frame: TBD
- d. Opinion of Probable Construction Cost: TBD.
- e. See image #11

8. Lower Level Restrooms:

- a. The lower level restrooms area damaged beyond repair. There is evidence of significant water damage to the exterior masonry wall, which likely correlates with both the lack of drain tile and the damage to the roof above this area. The fixtures are all stained/damaged beyond repair and warrant replacing. There is no flooring in these spaces. Neither restroom has grab bars or the space to comply with ADA clearances.
- b. Recommended Action: Renovate lower level to include 2 ADA compliant restrooms.
- c. Time Frame: At time of anticipated occupancy of lower level.
- d. Opinion of Probable Construction Cost: \$25,000.
- e. See image #5, 6.

9. Miscellaneous Interiors:

- a. Unused telephone and other electrical or HVAC items should be permanently removed from the space. See image #4.

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EXECUTIVE SUMMARY

In general, the building is in poor condition, with many areas of deficiency in both maintenance and code compliance. There are several areas in need of repair, some areas in need of general maintenance and upkeep, as well as areas that are aesthetically dated and finish materials that are beginning to show their age.

Mold is present in the building, and there is potential for asbestos. Neither of these surveys were part of this scope of work, but should be considered if the building is going to continue to be occupied. The septic system should also be evaluated by a specialist prior to any renovation, continued occupancy, or expansion.

In order to provide a functional and code-compliant City Hall at the existing location, EAPC would recommend the following be completed, in addition to all of the deficiency corrections listed in the previous pages of the conditions report.

Addition to include new small conference room, handicap accessible entry and restroom, renovation of ramp and stair into council chambers, and an office space.

Complete renovation of the existing council chambers to include new finishes, acoustical ceiling, window replacement, furniture replacement, and audio-visual systems upgrade.

If the basement is desired to be used for any function other than storage, it needs to be overhauled. The cost of completing this renovation, with restrooms, accessibility, and mechanical changes is more than the addition of space to house the same functions and still less desirable. This space needs changes to both paths of egress, as well as a drive, parking, and sidewalks out of the lower level of the building.

All of the finishes and lighting throughout the facility should be upgraded to current design and energy efficiency standards, including LED bulbs as planned for the potential new facility.

In summary, we would anticipate the construction costs to be between \$230,000 and \$270,000 for the recommended scope of work. Due to the age of the facility and all of the unknowns, we would recommend proceeding with a 15% contingency, or \$37,500 at this stage. Full architectural and engineering services for a project of this sort would be in the range of 11%, or approximately \$27,500.

It is of our opinion that this scale of investment in this facility is not recommended.

APPENDIX A



Electrical Room

Floor clearance concerns. Door hardware potential issue.



Electrical Panel

Appears sufficiently modern.

APPENDIX A



Electrical Panel



Telephone

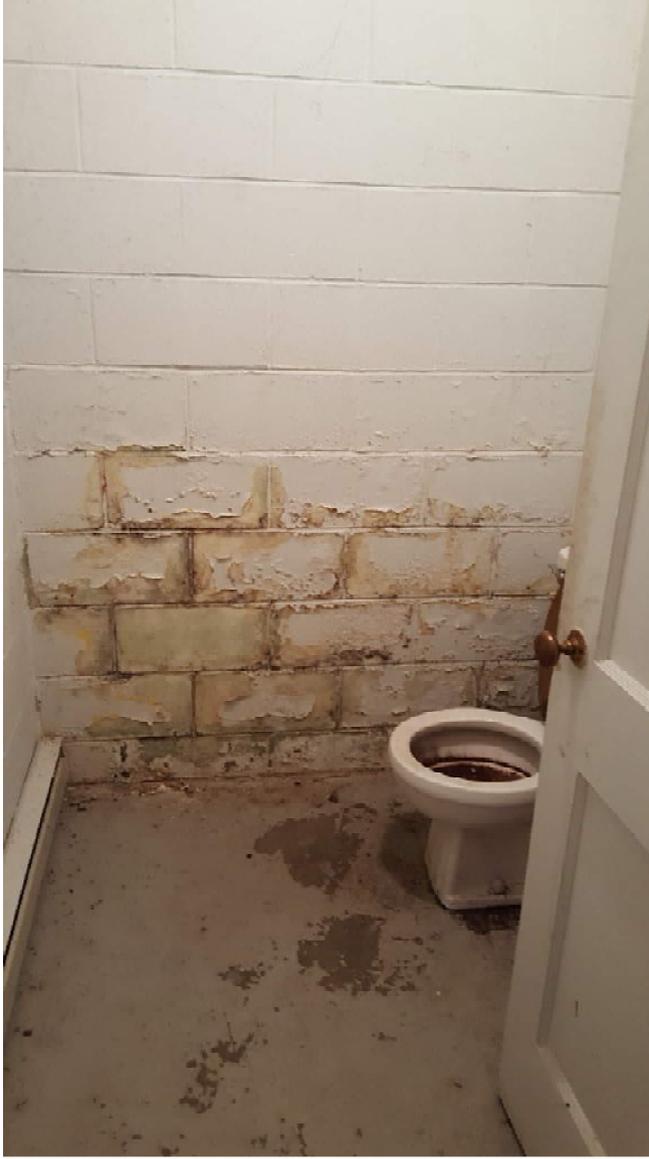
Abandoned systems should be removed. Systems in use should be properly protected and/or terminated in boxes.

APPENDIX A



Bathroom

Fixtures damaged beyond repair. Significant water damage through wall and roof in this area. Potential for structural issues with CMU wall. ADA space clearances not available or met.



Bathroom

APPENDIX A



Water Heater

Exposed to storage space with all surface mount connections. If lower level is occupied, this needs to be enclosed in a building systems room.



Lower Level Open Space

APPENDIX A



Lower Level Open Space

Storage of a variety of items. No finishes present in this space.



Lower Level Open Space

Exposed piping on south wall. Exposed electrical throughout.

APPENDIX A



Lower Level Circulation

Significant mold damage present at foundation wall. Evidence of long duration and continued water infiltration. Foundation waterproofing or drain tile would be first necessary remediation. Ramp does not have required clearances, handrails, or non-slip flooring material.



Furnace

Electrical panel mounted over furnace. Insufficient clearance at electrical panel.

APPENDIX A



Existing Shed

Some visible damage



Existing Exterior

Wood retaining walls are still holding. Parking and sidewalks required at this area if it will be used as a public entrance.

APPENDIX A



Existing Exterior



Existing Exterior

APPENDIX A



Existing Septic at Grade

Septic system evaluation not included in this scope of work. If this facility is to be renovated or added on to, a specialist needs to be engaged to do a detailed investigation/analysis of capacity and code-compliance on the septic system.



Existing Exterior at Lower Level Restrooms

APPENDIX A



Existing Roof Damage at Lower Level Restrooms

Shingles missing, wood substrate substantially deteriorated. Remaining shingles at the end of their useful life.



Existing Roof Damage at Lower Level Restrooms

APPENDIX A



Exiting Exterior

Lawnmower damage visible in vinyl siding.



Existing Exterior

APPENDIX A



Existing Exterior

Grade adequate, lack of buffer and gutters shows evidence of water falling near foundation. Potential contributor to the basement issues.



Existing Exterior

Significant damage to vinyl siding from lawnmower. Wood siding from 1986 addition visible to exterior, and potentially water damaged. Insulation board at opening is damaged/missing.

APPENDIX A



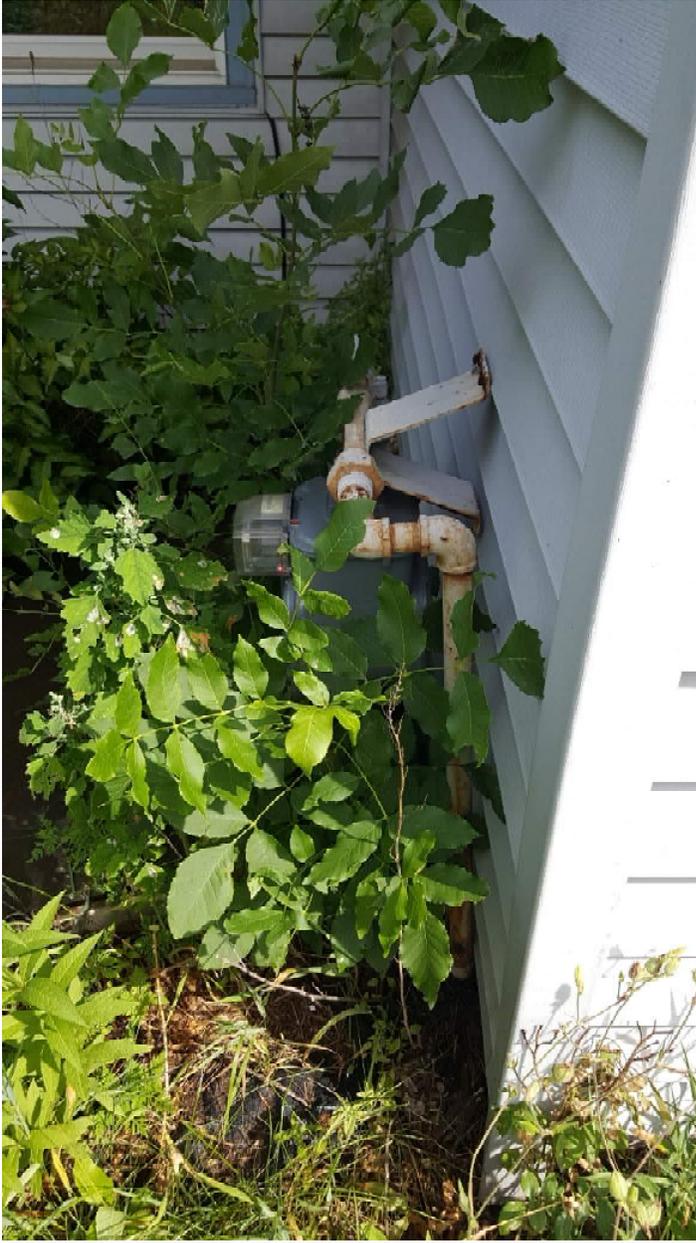
Existing Exterior Entry



Existing Roof at Office Entry

Evidence of water/frost getting under shingles and damaging substrates. Shingles and gutters at the end of their useful lives.

APPENDIX A



Gas Meter

Lack of exterior maintenance.



Existing Well Cover

Plywood cover continually replaced as required by City. No known record if well was properly removed or capped. Prohibits expansion to this direction of the building.

APPENDIX A



Existing Office Space



Existing Office Space

Evidence of floor structure damage. This area is soft to the step, so differential settling of the foundation or water damage is likely.

APPENDIX A



Existing Chambers Ceiling

Good condition.



Floor Mounted Systems in Chambers

Trip hazard, lack of flexibility in retrofit of audio visual systems.

APPENDIX A



Existing Chambers Entry

Stairs to not meet code for consistent riser height. Lack of proper handrails. No accessible entry. Finishes have reached the end of their useful lives. Surface mounted electrical systems.



Main Level Corridor

Inadequate maneuvering clearances for accessible ramp.

APPENDIX A



Main Level Restrooms

Inadequate maneuvering clearances for ADA compliance. Handrails non-compliant with current ADA requirements. Finishes nearing end of useful life.



Main Level Restrooms

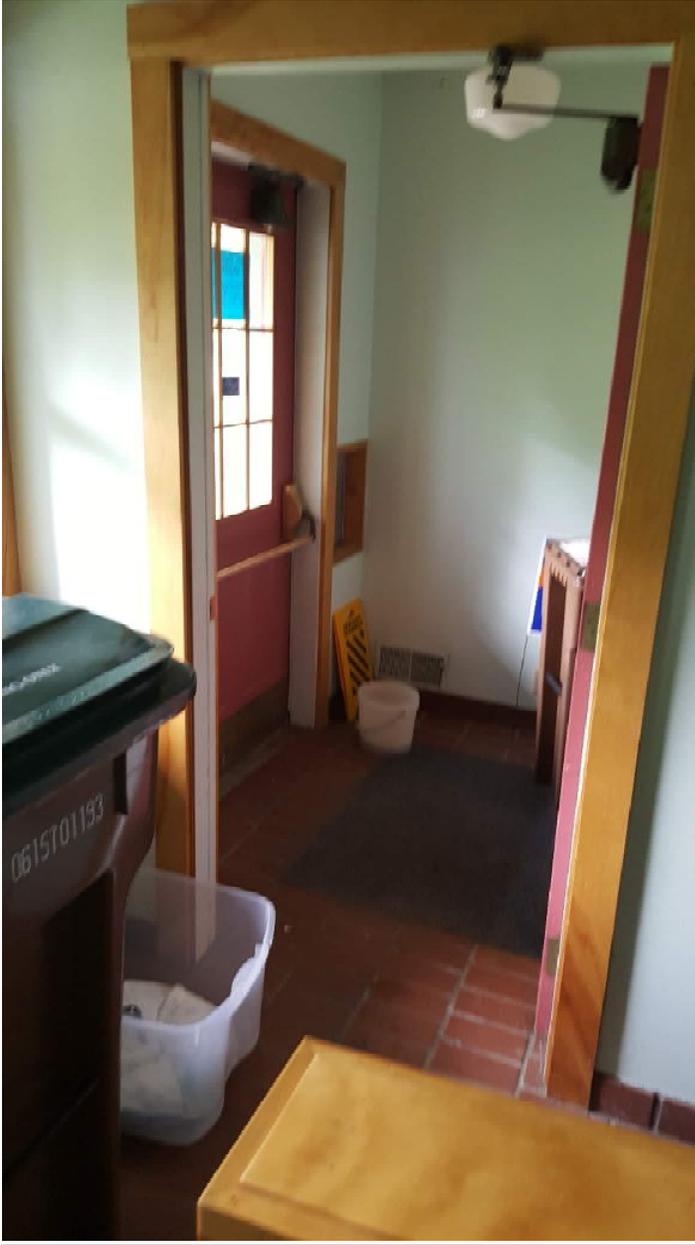
Sink approach non-compliant with ADA.

APPENDIX A



Handicap Ramp at Office Entry

Ramp lacks adequate handrails and maneuvering clearances at each end. Flooring material not ideal for handicap accessibility due to trip hazard with canes or walkers.



Office Entry

Lack of proper clearances for doors in series per ADA. Space being used for storage of garbage and recycling further compromises clearance issues. Door hardware is outdated for egress and security.

APPENDIX A



Existing Storage Space 1



Existing Storage Space 2