

Champaign County Facilities Action Plan

Draft C
September 27, 2016



TRAINING AREA/FUTURE OFFICE EXPANSION

RECEPTION

CHAMPAIGN COUNTY GOVERNMENT is tasked with the execution of many critical public responsibilities such as election operations, record keeping, judicial and law enforcement services, regional coordination, tax collection and disbursement, grant administration, and social services including public health and care for children and the elderly. Performance of these administrative, intergovernmental, and social service functions requires utilization of both human and capital resources. The county must invest heavily in both brick and mortar facilities and information systems technology in order to achieve its policy objectives and comply with statutory obligations. County investment in its portfolio of courthouses, office buildings, jails, records storage, and nursing homes exceeds \$160 million. In order to fulfill its mission, Champaign County relies on these facilities as the tools essential for effective delivery of public services.

This report will examine the infrastructure of Champaign County Government through a study of its facilities and current and expected capital requirements. A look at past history indicates that these needs have not received sufficient allocations of resources to properly maintain the infrastructure. The intent of this document is to provide guidance on the prioritization and timeline of necessary projects and

the anticipated financial commitments to remedy deficiencies in these critical facilities.

Facilities Plan

Champaign County is facing serious difficulties in the ongoing maintenance of its facilities. Since the 1990s, building maintenance needs have not been properly funded, resulting in a long list of deferred maintenance projects. Reduced revenue due to economic challenges as well as property tax caps, and the failure to adhere to preventive maintenance practices together have had a detrimental impact on facility conditions. Furthermore, a number of buildings, structures and technology infrastructure have either deteriorated to a level where their longevity has greatly decreased or have become functionally obsolete, and will require replacement.

In response to these needs, the county has developed an action plan based on the documented facility problems to establish a strategy to address and fund needs, with an approximate timeline for completing demolition, maintenance, repair, replacement, and construction projects.

Goals and Strategy

The county delivers services to residents and visitors primarily through use of its

Property tax caps (PTELL) have had a detrimental impact on county finances, particularly in the area of maintenance.

The plan will reduce managed space by about 250,000 square feet, or 27% of total building floor space.

Champaign County would be debt-free by the end of 2028.

twenty-two facilities and its technology infrastructure. County assets include the Courthouse, Brookens Administrative Center, Champaign County Nursing Home, and the Sheriff's Office. Altogether, county facilities and infrastructure represent an investment of over \$160 million and includes 840,000 square feet of space under management. Our plan seeks to achieve the following goals:

- Address critical infrastructure problems
- Restore buildings to maintainable condition
- Fulfill unmet human service needs
- Reduce maintained space by 27% (about 250,000 square feet)
- County debt-free by 2028

The facility needs identified in the assessment cannot be addressed exclusively through the commitment of currently available revenues. Presently, the county is only able to allocate between \$500,000 to \$600,000 annually for maintenance, which is woefully inadequate; using the standard formula discussed in the assessment, the current replacement value of county facilities dictates an average expenditure level closer to \$3 million annually for this work. Clearly, some additional funding source will be required to fully implement recommended

maintenance and replacement projects.

Furthermore, existing county debt service is projected to decline beginning in 2025, and all extant bonds should be retired by the end of 2028. At that time, the county would be debt-free and revenues previously dedicated to satisfying debt service would become available for possible reallocation to programs or to reduce property tax levies. Additional facility needs that were previously unforeseen could also be funded through the released revenue streams.

This implies that we should pursue a medium-term plan for facilities provisioning that establishes a bridge to the future and avoids excessively large investments that may not provide value in the future. Changing demographics suggest that capital expenditures in facilities should be made with a conservative philosophy. Where possible, flexibility should be sought to accommodate evolving needs that may not be readily apparent at the present time. Therefore, the best course may be to prioritize those projects offering the greatest return on investment over the next 12 years.

In order to maximize available funding, the following principles should guide selection and prioritization of facilities projects:

- Reduce space utilization by consolidation or elimination of

- inefficient or underutilized offices;
- Construct, renovate, or remodel facilities only to the extent that is absolutely necessary to serve current requirements; and
- Address deferred maintenance issues in existing facilities to prevent further deterioration of physical plant.

Facilities Assessment

In 2015, Champaign County undertook a comprehensive assessment of current facility conditions. The study conducted by the architectural firm Bailey Edward targeted the following objectives:

- Perform a full assessment of the current condition of county buildings;
- Provide an inventory database of current and short term maintenance, repair, and replacement needs;
- Identify deferred maintenance needs;
- Determine a Facilities Condition Index (FCI) to establish the relative condition of each building as compared to a national benchmark;
- Provide a basis for decision making regarding maintenance, renewal, and functional improvements on existing facilities;

- Determine the overall estimated annual cost needed to keep buildings maintained.

For the purposes of evaluating building conditions, the consultants used the following scale:

- FCI is less than 5%: Building is in “GOOD” condition and typically represents a newer building requiring little more than routine maintenance;
- FCI is between 5 and 10%: Building is in “FAIR” condition, representing a slightly older building and requiring more substantial maintenance;
- FCI is greater than 10%: Building is in “POOR” condition with significant deficiencies requiring major repairs or replacements.

The consulting team made on-site surveys of facilities, and reviewed building drawings and maintenance records. This information was organized and categorized using nationally accepted practices as recommended by the Association of Physical Plant Administrators (APPA). The resulting 300-page report offers an excellent resource for understanding current conditions and offers a roadmap to remediating the deferred maintenance issues.

County needs about \$3 million annually for maintenance, but only has about \$500,000 available.



Flashing repairs needed around courthouse windows.

Key Findings and Data

- Overall countywide current replacement value (CRV), or the estimated cost to replace existing facilities, is \$150,864,177. This amount excludes the original portion of the ILEAS Building (expected to be demolished in the future), ILEAS Boiler House (unused), and the downtown Sheriff's Office/ Correctional Center.
- The CRV for county-wide facilities implies that annual maintenance investments should average about \$3 million. Currently, the county allocates \$532,000 annually or less than 18% of the expected cost for maintenance.
- The average Facilities Condition Index of the facility portfolio is 6.3% (Fair). However, several facilities have significant deferred maintenance backlogs that will require funding well above routine expenditures.
- The projected annual cost to keep the FCI at the current level is \$4,525,895, which is 3% of the CRV. We note that this dollar figure is simply a guideline and is not necessarily indicative of the actual required investment.

Proposed Projects

Deferred Maintenance Backlog

The county has an extensive backlog of deferred maintenance projects as mentioned earlier. Using the data from the facilities assessment, our staff has assembled a ten-year plan to bring all facilities to a level where they can be maintained with routine expenditures. The ten-year cost of these projects is estimated at \$22 million not including remedial work for the downtown law enforcement building. It also excludes deferred maintenance at the Brookens Administrative Center, which could be eliminated if the county relocates out of the building. A substantial portion of these costs could be avoided depending upon implementation of the foregoing recommended projects.

Nursing Home. Constructed in the mid-2000s, the Champaign County Nursing Home has been plagued by a number of poor design and construction decisions, which resulted in litigation against the architectural and engineering firm and arbitration with the contractor who were both responsible for the building. One of the decisions still impacting operations is the placement of the boiler plant in an



Nursing home return air handlers require replacement.

inaccessible location, making service and replacement very difficult. Furthermore, the placement of the boiler air intakes adjacent to the laundry dryer vents has resulted in ingestion of lint, dramatically shortening the life of the boiler systems. The county has corrected the cause of this problem but unfortunately, the boilers will require early replacement. The \$380,000 cost is included

Deferred maintenance bill exceeds \$22 million.

The Brookens Administrative Center is very large relative to the number of employees housed there. Downsizing would reduce operating expenses and eliminate nearly \$5 million in deferred maintenance projects over the next 10 years.

in the overall estimate of nearly \$2 million for maintenance and repair projects. Other projects include the replacement of fire and door alarms (\$183,000); rainwater mitigation and drainage (\$135,000); water heaters (\$105,000); chiller and air handling unit repairs (\$77,000); call button replacement (\$82,200); and replacement of the surveillance video monitoring system (\$90,000).

Satellite Corrections. The county built this facility in 1996 to provide expanded housing for corrections services and the flexibility to accommodate future expansion if needed. This 57,000 square foot building contains the county's booking desk and houses up to 182 inmates. There is an extensive list of maintenance needs totaling \$3,645,000. This list includes replacement of the 20-year old ballasted roof (\$800,000); replacement of the door security system including voice/data/video technology (\$500,000); digital control installation (\$300,000); replacement of four air handling units (\$450,000); and generator replacement (\$250,000).

Brookens Administrative Center. Formerly a middle school, the county acquired and remodeled this 93,000 square foot building in 1999. It houses the offices of the County Clerk, Treasurer, Auditor, Recorder, Supervisor of Assessments, Board of Review, and the Administrative Services



Damage in lightwell at Satellite Corrections facility.

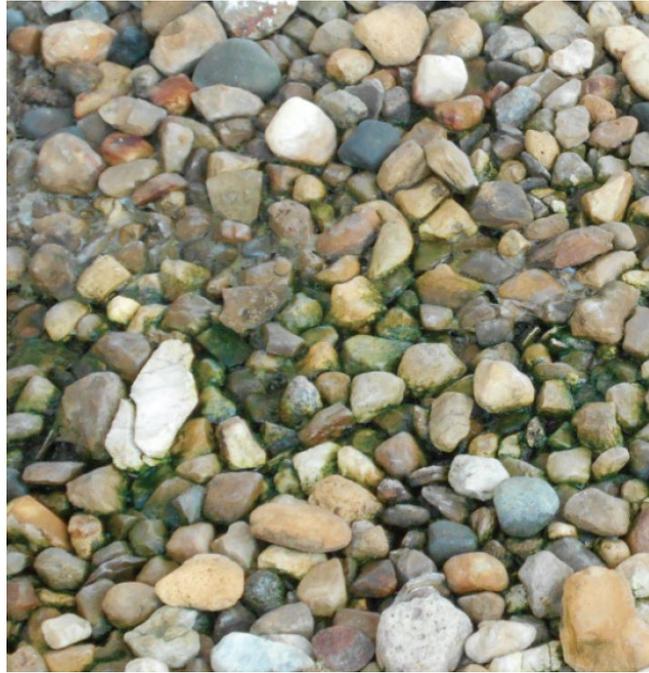
Department. In addition, space is leased to the Regional Planning Commission, the Mental Health Board, the Attorney General, and the Urbana Park District. This 46-year old building has not been well maintained and its construction grade is sub-par relative to other county buildings of a similar age. The deferred maintenance list totals \$4.95 million and includes extensive roof replacement and building envelope repairs (\$2.1 million); digital control installation and replacement of air handling units (\$500,000); and parking lot replacements (\$780,000).

ILEAS Building. This large building is comprised of two sections: the original 105,000 square foot county nursing home, and the 1971 annex that added 95,000 SF. The building is currently leased by the

Illinois Law Enforcement Alarm System, a training and education organization serving the needs of police agencies in Illinois and the Midwest. The annex was partially renovated in 2008 for ILEAS. Maintenance projects include replacement of 40-year old boilers (\$250,000); repointing of exterior masonry and replacement of all sealants (\$950,000); roof replacement (\$1,200,000); replacement of three air handling units (\$350,000). Total estimated cost is \$3,210,000.

The original 1916 portion of the ILEAS building is used solely for the conduct of tactical training exercises and is not otherwise occupied. Its poor condition and extensive rehabilitation requirements render this portion of the building as unsuitable for renovation and should be demolished.

County Courthouse and Annex. The original courthouse was constructed in 1901 and features the soaring bell towers that are iconic of our county government. In 2002, this building received extensive renovation in conjunction with the erection of the modern courthouse annex. This complex of over 146,000 square feet serves as the judicial administration center, with courtrooms and office space for judges, Circuit Clerk, State's Attorney, Public Defender, and Court Services and Probation. Projects include roof



Standing water, moss, and plants growing in Courthouse Annex roof.

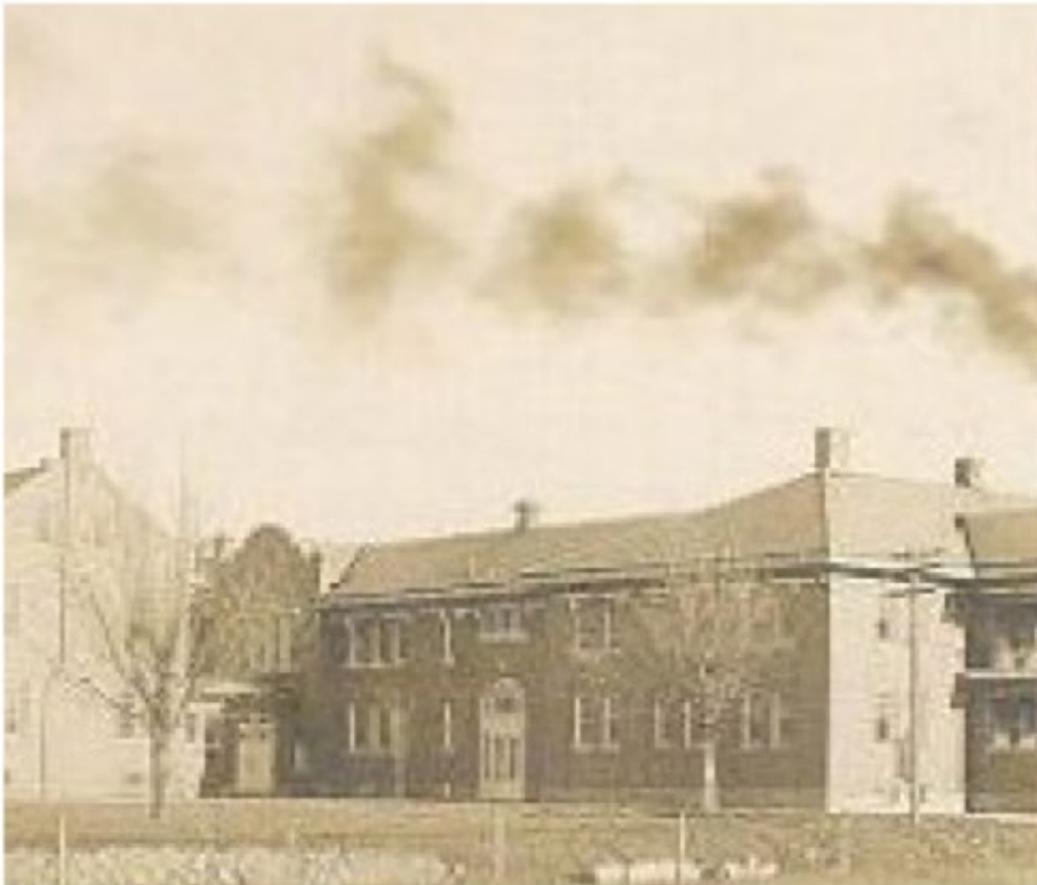
replacement on the historic courthouse (\$750,000) and annex (\$1,500,000); updated building control systems (\$800,000); chiller replacement and relocation (\$500,000); replacement of worn finishes and obsolete lighting (\$900,000) as well as worn floor coverings in courtrooms.

Juvenile Detention Center (JDC). Built in 2000, this 31,000 square foot building houses detention and care facilities for juvenile offenders in county custody. A number of major renovation projects will be required, including replacement of

the roof in 2020 (\$500,000); replacement of seven rooftop units (RTUs) at \$410,000; repairs to the foundation and building envelope (\$350,000); generator replacement (\$250,000). Total estimated repairs are \$1,980,000.

METCAD. The facility houses the county's 9-1-1 dispatch operation as well as the Emergency Management Agency. This 1960 building is older but well constructed

Original Champaign County Nursing Home building.



and is expected to be serviceable for the foreseeable future. It was renovated in 2008. Upcoming major maintenance projects include roof replacement (\$300,000) and generator set replacement (\$250,000).

Animal Control. This building was previously used for physical plant operations and was remodeled as an animal control facility. Animal kennels, treatment, storage, and administration offices are located in this building. The estimated cost of maintenance is \$460,000. There are significant design deficiencies in this building as well. For example, there is no air conditioning in the animal kennel area.

This building is adjacent to the Coroner's office and has shared assets with it, including the parking lot area. Deferred maintenance projects (including a backup generator for the Coroner) on shared facilities is estimated at \$505,000. Due to the high ratio of maintenance to replacement value, it may be beneficial to the county to consider a complete replacement of the Animal Control facility. This project is included in the development list below.

Garages. The East Campus houses several garage facilities for various county departments, including the Sheriff's Office and Emergency Management Agency.

Total deferred maintenance is estimated at \$575,000 through 2020.

Physical Plant/Election Storage. The building is maintainable without large additional investments. A small paving project to replace the building's parking spaces will be required in 2022 (\$20,000).

Salt Dome. This structure is fairly new and is in excellent condition. The surrounding pads will require replacement with either asphalt or concrete within the next ten years (\$210,000).

Highway. This 2007 building is in excellent shape and has had few problems since its construction. Revenues that have been pledged for retirement of the construction bond will become available in 2017 and these funds will be dedicated for future maintenance projects. This includes the anticipated replacement of the roof in 2026 (\$800,000) when it will have reached the end of its expected life. This will relieve this burden from General Fund and/or the proposed facilities sales tax revenue.

Demolition of Original Nursing Home Building. The original portion of what is now the ILEAS Building has not been occupied in many years and has since experienced water intrusion due to major failures of the roofing system. Coupled with the age and condition of the building, the cost estimate for restoring this building



to a useable condition exceeds \$10 million. The recommendation is to raze this building; the estimated cost of demolition including abatement of lead and asbestos is approximately \$750,000. The removal of this building would permit the construction of a new tactical training center to support ILEAS and other agencies. Funding for this proposal has not been identified although the county may wish to consider forming a partnership with ILEAS.

The failure of the roof system at the original Nursing Home building has resulted in extensive damage from water intrusion. The building also contains significant quantities of lead and asbestos that will require abatement.

Budget Summary

Deferred Maintenance

Facility	Start	End	Estimated Cost
Animal Control	2019	2023	\$460,000
Animal Control / Coroner	2019	2022	\$505,000
Art Bartell Road	2023	2023	\$555,000
Brookens Administrative Center	2017	2026	\$4,354,000
Courthouse	2019	2025	\$2,735,000
Courthouse Annex	2020	2026	\$2,795,000
Courthouse Complex	2021	2023	\$450,000
Garage Maintenance	2020	2020	\$575,000
Highway	2017	2026	\$1,000,000
ILEAS	2019	2026	\$3,210,000
JDC	2019	2026	\$1,980,000
METCAD	2019	2025	\$810,000
Physical Plant / Election Storage	2022	2022	\$20,000
Salt Dome	2026	2026	\$230,000
Satellite Corrections	2017	2018	\$3,645,000
Enterprise Resource Planning System	2017	2020	\$1,800,000
Nursing Home	2017	2027	\$1,869,750
Demolition of Original Nursing Home	2019	2019	\$750,000
All Projects	TOTAL		\$27,743,750
Recommended Projects	TOTAL		\$22,354,750

Development Projects

Enterprise Resource Planning (ERP) System Replacement. Champaign County Government is reliant on an antiquated technology platform that is now forty years old and in desperate need of replacement. The mainframe-based software suite developed in-house supports financial services (budgeting, payroll, accounts payable/receivable), human resources, and tax administration functions among others. The software code base is written in a language that is neither taught nor well supported today and, due to the age of the language, is subject to a rapidly declining pool of software developers as professionals retire and depart the workforce. Within three to five years, it will be impossible to continue operating and maintaining the software. The county must migrate to a modern governmental ERP system that takes advantage of current technologies such that it can be maintained in the future. The estimated cost for acquiring and migrating to a new ERP platform is approximately \$1.2 million to \$2 million.

The County's enterprise software operates on a mainframe similar to the IBM AS/400 system shown here. It will soon be infeasible to maintain this software and therefore it must be replaced with a modern system.



Sheriff's Office and Corrections Consolidation cost is 40% less than original 2015 Master Plan.

Replacement of Downtown Sheriff's Office and Jail. Focusing on the essential needs for inmate care, corrections operations, and Sheriff's administration allows us to consider the development of a plan that is reduced in scope from previous concepts. This approach has created a new proposal that reduces the cost of the entire project by 40% over the master plan proposed in 2015.

Practices implemented by the Sheriff's Office, State's Attorney, and the presiding judge have produced significant reductions in the corrections population.

Family contact visitation.



Consequently, we have been able to reduce the footprint of the expansion with a smaller capacity than the combined 313 beds in the downtown and satellite facilities. The revised floor plan of the jail would add about 40,000 SF with 252 beds and the 30-bed medical unit. Using a construction cost factor of \$250-325/square foot implies a construction cost range of about \$10-13 million.

This proposal has two major components:

CORRECTIONS CONSOLIDATION AND ENHANCED INMATE CARE. The county corrections facilities are split between the downtown Urbana facility and the satellite facility located at the county's east campus. A thoughtful and modest expansion of the satellite facility would support a number of unmet needs and would address concerns of both the corrections staff and community advocates. This includes:

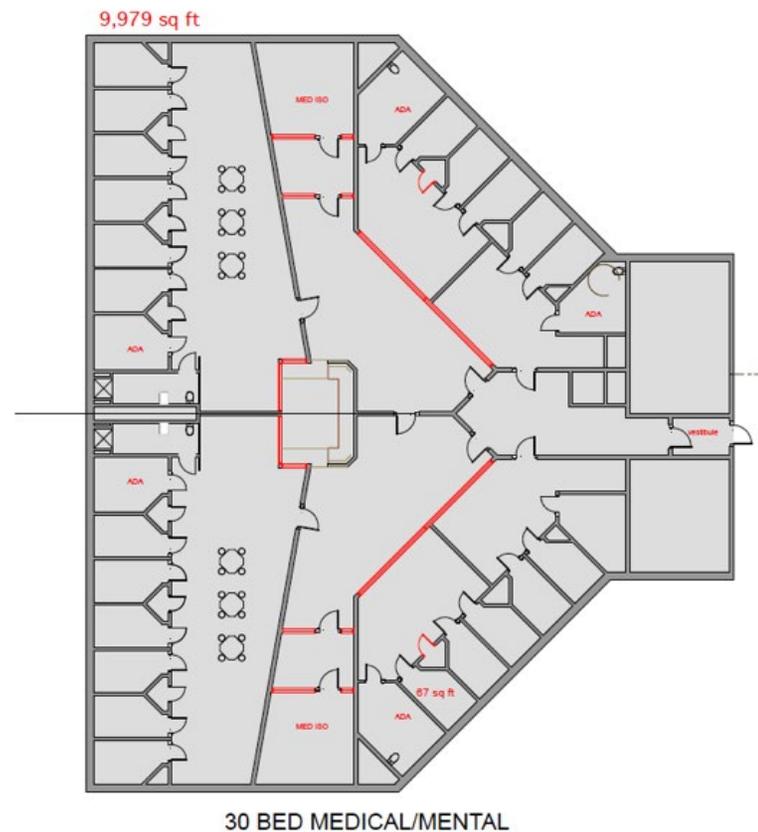
- Establishment of a new open booking area that incorporates humane design features allowing non-violent, cooperative detainees to remain unconfined within the booking area until release;
- Family contact visitation areas that eliminate the barriers currently in place in the jail visitation spaces. The importance of maintaining family relationships and the ability to have skin contact with family members cannot be

overstated.

- Creation of a new 30-bed medical and behavioral health pod to support delivery of improved healthcare for inmates;
- Creation of a 70-bed flexible pod to accommodate separation requirements for women inmates, maximum security inmates, and housing of incompatible prisoners. Housing inmates within county facilities is preferable to out-of-county locations for a number of reasons. For the families and legal counsel of a detainee, an out-of-county location is very difficult to visit. Many families rely on public transportation and there simply are no options for inter-county routes. Furthermore, the cost and inconvenience of transporting detainees is quite high.
- Additional space for exercise and education programs, storage of inmate property, and corrections administrative offices.

SHERIFF'S OFFICE REPLACEMENT. We can establish a new location for the Sheriff's Office by repurposing existing building space at ILEAS. Though it is an older facility, the ILEAS Building is well constructed and has sufficient unused floor space that could be remodeled for a relocation of the Sheriff's Office. Required

changes include the construction of a new public entrance and a secure entrance for law enforcement personnel; office and conference space, records and evidence storage; and changing areas for law enforcement personnel. A new parking lot would be constructed to accommodate visitors and staff. The estimated cost of \$3 million is significantly less than prior proposals for construction of a new facility in the \$7-8 million range.



The lack of detoxification and mental health assessment facilities represents a serious gap in community services.

Community Behavioral Health Services. Champaign County lacks adequate mental health assessment programs and does not have a detoxification facility. With a population of over 200,000 residents, these represent serious gaps in treatment services. The county alone does not have the resources to operate this center. However, it could partner with entities such as the Mental Health Board, other local government entities, hospitals, and local service providers to staff and fund facilities needs, operations and necessary related services that are not eligible for Medicaid funding. The cost to create a 12-16 bed behavioral health services facility would fall in the \$3-5 million range, but a detailed design has not been completed to develop the final cost.



County Government Relocation to Downtown. A recent census of staff indicates there are 72 employees (General Fund and GIS) housed at the Brookens Administrative Center. Maintaining a 93,000 SF building to house this staff and lease the remaining space to other organizations does not make financial sense. The building itself is not well suited to its function as a county facility due to its inefficient use of space, a result of its heritage as a school. This employee group should be able to fit within about 20,000 square feet including space for county board/group meetings and breakout rooms. If the building could be sold or transferred and removed from the county portfolio, it would enable the relocation of the county staff back to downtown Urbana and a location near the Courthouse and Annex.

In the near future, there will be a number of opportunities to lease space at a cost that would offer a net financial benefit; the county would avoid deferred maintenance expenditures of nearly \$5 million anticipated for Brookens over the next ten years.

A large portion of the county staff is housed at the Courthouse complex. Bringing the other major departments in close proximity would likely result in many organizational synergies enabling better collaboration and reduced time wasted in traveling between

East Campus and downtown.

Several of the candidate facilities in downtown Urbana feature expanded parking facilities over that offered on East Campus. Coupled with excellent public transportation options available downtown, this would facilitate access to the offices of the Clerk, Treasurer, Recorder and other departments that have frequent interaction with the public. The East Campus lacks amenities such as restaurants, stores, fitness centers, and other desirable services. Access to downtown businesses would improve the county's ability to recruit and retain an able workforce. Furthermore, the addition of the county workforce and the foot traffic generated by visitors would likely result in increased economic activity for downtown merchants. The cost of relocation and preparing office space could be offset potentially by any revenues attained through the sale or transfer of Brookens.

Garage Consolidation. The Salt Dome garage, Sheriff's garage, and EMA garage have very high repair and maintenance costs relative to their current replacement value. Consolidating these facilities into one building would reduce overhead associated with constructing and maintaining these. These garages could be separated into individual units for security purposes without great expense. The

facility could also be used potentially as a temporary tactical training center during the razing of the old nursing home and construction of a new building.

Animal Control Facility. The ten-year deferred maintenance backlog for the Animal Control facility exceeds 50% of its current replacement value. Developing a replacement facility for the long-term may be a wiser course than investing more funds into the current structure. Estimated cost of replacement would be in the \$500,000 to \$800,000 range.

Relocating county government from East Campus to downtown Urbana brings the entire organization together in one place. It also improves citizen access with increased parking and public transportation and could potentially spur economic development.

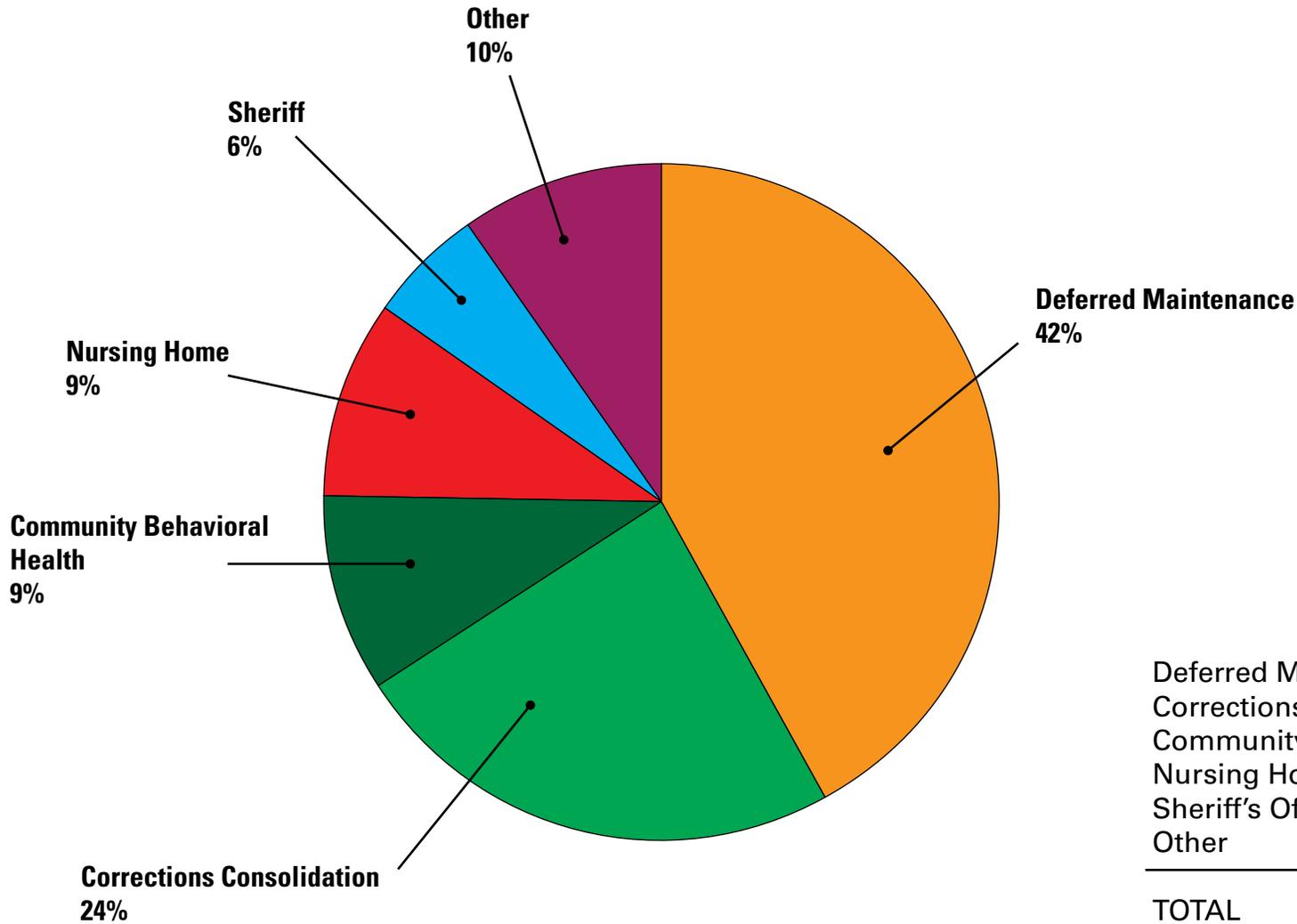


Budget Summary

Development Projects

Facility	Start	End	Estimated Cost
Animal Control	2019	2020	\$800,000
Garage Consolidation	2020	2020	\$1,500,000
Community Behavioral Health	2019	2019	\$5,000,000
Nursing Home Debt/Strategic Capex	2017	2027	\$5,000,000
Downtown Urbana Relocation	2018	2019	\$1,000,000
Relocate Sheriff's Office to ILEAS	2018	2018	\$3,000,000
Satellite Consolidation and Enhancements	2019	2020	\$12,795,000
Relocation Soft Costs	2017	2020	\$1,800,000
	TOTAL		\$30,895,000

Expenditure Summary



Deferred Maintenance	\$22,354,750
Corrections Consolidation	\$12,795,000
Community Behavioral Health	\$5,000,000
Nursing Home	\$5,000,000
Sheriff's Office	\$3,000,000
Other	\$5,100,000
TOTAL	\$53,249,750

Costs and Financing

We have considered several means to finance the costs of proposed projects.

Internal financing. The county has not exhausted its bonding capacity. However, it has very little revenue available to be pledged to servicing debt. The next opportunity to bond would arrive in January 2018 after the retirement of one of the Public Safety Sales Tax bonds. Combining the total available revenue released from bond repayment along with existing budgeted revenue for maintenance would yield about \$13 million on a 10-year bond, or \$19 million for a 20-year bond. The advantage to this method is that no additional taxation would be required. Unfortunately, the projected proceeds would be significantly short of fulfilling the bulk of identified needs. It also would leave no flexibility in county finances for any program needs beyond facilities maintenance.

Property tax levies. In 1996, Champaign County voters approved adoption of the provisions of the Property Tax Extension Limitation Law (PTELL). This law limits increases in property tax extensions for non-home rule taxing bodies based upon the national Consumer Price Index (CPI) or five percent, whichever is less. Champaign County is non-home rule. Revenue growth limitations are compounded by

the extensive inventory of tax-exempt properties in the cities of Champaign and Urbana.

Unfortunately, many expense lines in the annual budget have grown in excess of CPI, particularly in the area of healthcare premiums. This along with a continuing stream of unfunded mandates from the state and federal governments have crippled county finances. For example, only a tiny fraction (\$240,000 or 0.7%) of the General Fund expenditures in FY 2016 will go to any programs considered discretionary; all other services are provided in compliance with statutes.

The county already has property levies in place to support the county nursing home operations as well as debt service for the home construction. The current levy for nursing home operations is \$0.03 and is generating \$1.17 million in RY 2016. The levy has a statutory maximum rate of \$0.10. Principal and interest payments for the current bond issues total about \$8.9 million inclusive of FY 2016 through FY 2021.

If approved by voters, some of the projects might be eligible for property tax funding. A disadvantage of this approach is that a large share of the projects within the facilities program would not require bond financing and could be completed if a stream of recurring revenues could be identified; the use of bonds and

Internal financing alone cannot pay for the deferred maintenance bill, and does not begin to address other needs.

Since 1996, property tax caps have limited revenue growth while expenses, including unfunded mandates, continue to grow faster than the rate of inflation.

A facilities sales tax distributes costs to all service consumers, not just property owners and renters.

The median income household in Champaign County would pay about \$20 per year in additional taxes.

Facilities sales tax would not be imposed on food, medicine, or vehicles such as cars or boats.

corresponding interest costs would reduce the total funds available. Moreover, the disproportionate share of costs borne by property owners and renters rather than all users of county services would shift the burden of facilities costs onto this smaller group. Given this and the general mood concerning property taxes generally makes this option unlikely to be successful.

Facilities sales tax (55 ILCS 5/5-1006.5). One option available to the county would be a voter authorized facilities sales tax. Illinois permits imposition of a sales tax to finance public facilities (eligible expenditures are listed below). The taxes can be imposed in 0.25% increments with the minimum rate being 0.25%. Using recent tax data, the estimated revenue generated from the imposition of such a tax is about \$4.5 million annually, which would be adequate to fully implement the facilities plan.

There are a number of advantages to a sales tax over other funding sources. Champaign County sustains a large, visiting population that creates service demands on the government. The sales tax levy helps relieve costs borne by permanent resident taxpayers by creating a more equitable method for all service users to share in those expenses. Furthermore, the tax would not apply to necessities such as food and medicine, and would not apply to titled vehicles (automobiles, boats, etc.)

The estimated impact on consumers is about \$20 annually per capita, or about \$20 annually per median income household based on typical spending patterns on necessities and common items (food, medicine, gasoline, restaurant meals, clothing, household maintenance).

Concerns about raising additional sales tax levies might be mitigated by including a sunset provision in the ballot question. Doing so would assure voters that revenues would be raised only for the proposed projects and only for the time period necessary to implement them. It would prevent any change to the sunset date by a future county board, requiring voter approval for any extension. The intent of the proposed facilities program is that the improvements in facilities conditions and reductions in the size of the building portfolio would allow future maintenance to be completed without extraordinary expenditures. Inclusion of a sunset provision would allow the county board to discontinue the tax at an earlier date if the revenue is no longer needed.

In addition to sunset provisions, an attractive feature of the facilities sales tax is the possibility of abating tax levies used to retire qualifying facilities-related bonds. A substantial portion of the remaining nursing home bonds could qualify for abatement and provide some relief on

property tax levies and in the case of one of the bonds, eliminate the burden on the nursing home to reimburse the General Fund for debt service.

governmental services to its citizens, including but not limited to museums and nursing homes.

Notes on the Proposed Ballot Question

The proposed ballot question for voters might take the following form:

“To pay for public facilities purposes, shall the County of Champaign be authorized to impose an increase on its share of local sales taxes by 0.25% for a period not to exceed 12 years?”

“This would mean that a consumer would pay an additional 25 cents in sales tax for every \$100 of tangible personal property bought at retail. If imposed, the additional tax would cease being collected at the end of 12 years, if not terminated earlier by a vote of the county board.”

Under Illinois statutes, “public facilities purposes” means the acquisition, development, construction, reconstruction, rehabilitation, improvement, financing, architectural planning, and installation of capital facilities consisting of buildings, structures, and durable equipment and for the acquisition and improvement of real property and interest in real property required, or expected to be required, in connection with the public facilities, for use by the county for the furnishing of

The ballot question imposes a 12 year sunset date on the tax, which by law cannot be changed by a future county board.

Closing Thoughts

The time is now for Champaign County to move forward and embark on the necessary and long overdue repairs and replacements of its facility infrastructure. The alternative is to allow facilities to continue to degrade and to increase the ultimate cost of remedying the problems that are known to exist as well as new problems that are likely to arise through further deferrals of maintenance. Given the extent of the maintenance backlog, the problems cannot be solved without a source of new revenue.

The county has been surviving through a difficult economic climate by deferring action on its facility maintenance needs. This has resulted in a deteriorating physical plant that is impacting the ability of the county to deliver services to its residents. When any major building system such as the roof or mechanicals is not properly maintained, it greatly shortens the life asset and wastes the original investment made in it.

Furthermore, allowing systems to decline increases the risk of an unplanned demand on capital resources that may not be easily accommodated in a timely manner. The county does not have the ability to draw on a credit line as would a private business; it can only raise revenues through the means provided by state statute. A system failure

could create a significant interruption in services until funding could be sought to effect repairs or replacement.

In the case of the county's correctional facilities, events outside of the county's control might force the county to close the downtown facility without having any ability to house those inmates locally. When the county cannot provide space for persons in its corrections facilities, it must utilize available space in neighboring counties at considerable cost and inconvenience. The sudden loss of the downtown facility's capacity could easily impact the county's finances to the tune of hundreds of thousands of dollars annually in boarding and transportation expenses based upon the current jail population. This expense would not ensure that inmates would receive the improved care that would be made possible by a county investment in its own facilities.

Seeking voter approval for a quarter-cent facilities sales tax is the best available means to properly addressing the facilities challenges. Revenues generated through this tax would be dedicated to facilities-related projects and would not be available for allocation to other activities. A sunset provision should reassure voters that the tax would not be imposed any longer than is necessary or authorized by the public.

Questions and Answers

Q. Why are county facilities important to me?

A. Champaign County Government provides most of the statutory duties of government. Administration of justice, providing law enforcement and corrections services, supervising elections, collecting and distributing tax revenues to local governments, maintaining highways, recording deeds for home sales, providing social services to children and the elderly are all critical services that are delivered through county government and its facilities.

Q. Why do we need this facilities work?

A. Facility maintenance investments have been insufficient to maintain the buildings to prevent a decline in building conditions.

Q. What work will be completed with this program?

A. In 2015, the county commissioned a study with the architecture firm Bailey Edward. The study identified countywide deficiencies in building envelopes (roofs, masonry), mechanical systems (heating, ventilation, air conditioning),

plumbing and electrical systems, control systems, and parking lots and sidewalks. The deficiencies list forms the basis of our action plan and totals about \$22 million in deferred maintenance repairs and replacements.

Q. How much money is needed?

A. Champaign County has a portfolio of buildings with a replacement value exceeding \$160 million. The national standard for building maintenance recommends an estimated expenditure of 2% per year of the current replacement value. That means the county should be investing about \$3 million annually on average. The FY 2016 budget has only about \$532,000 for maintenance, or about 18% of the actual need.

Q. Why didn't the county better maintain its buildings?

A. Over the past two decades, property tax caps (PTELL) and an extended period of challenging economic conditions have constrained revenues while costs such as unfunded mandates and employee health care have continued to grow at a rate well above inflation. The county has cut its workforce and reduced expenses

wherever possible. As a result, building maintenance has suffered.

Q. Can't the county fund repairs through existing revenues?

A. No. If every available dollar is committed to bonds, it yields only \$13 million over 10 years, or \$19 million over 20 years. The deferred maintenance bill alone is \$28 million.

Q. Why is a sales tax the best choice?

A. Significant restrictions have been enacted on property tax increases through legislation such as PTELL. The county also has a large population of visitors that don't own property. The sales tax ensures that costs are distributed among all service users, not just property owners and renters.

Q. Isn't a sales tax regressive?

A. The quarter cent facilities sales tax does not apply to food or medicine. These necessities are excluded from taxation.

Q. How much will the sales tax cost me?

A. There is no tax on food or medicine. You will pay an additional 25 cents when you buy \$100 of taxable merchandise.

Q. Won't this tax just continue forever?

A. State law now allows ballot questions

on facilities sales taxes to include a sunset provision. Our proposal includes a sunset in 12 years. The tax will be discontinued at that time unless voters approve an extension.

Q. Why would you end the tax in 12 years?

A. We are 12 years away from 2028. By implementing this mid-term plan now, we can "get over the hump" of facility needs, address deferred maintenance, fix critical issues, and leave the county debt-free in 2028 when all current bonds will be retired.

Q. Why can't the county just downsize its facilities?

A. This plan includes a significant reduction of about 250,000 square feet, from 840,000 down to just under 600,000 square feet under management. The elimination of old buildings helps reduce ongoing expenses as well.

Q. Why can't we just continue deferring expenses?

A. The longer the maintenance is deferred, the greater the cost will be to repair or replace systems. Failures in roofs for example lead to extensive damage in buildings that would far exceed the cost of just fixing the roof in the first place.

Q. Will this tax help the Champaign County Nursing Home?

A. Yes. The revenue can be used to offset about \$500,000 in annual facilities expenses and bond repayments currently shouldered by the nursing home. The home has about \$2 million in deferred maintenance needs over the next 10 years.

Q. Why can't we fix the downtown jail?

A. Continued operation of the downtown corrections facility is not a tenable option for the county. In 2011, the National Institute of Corrections called conditions there "deplorable" and subsequent studies such as the one conducted by the Institute for Law and Public Policy have repeated the call for a new facility.

Q. What are the planned changes to the Adult Detention Center (Satellite)?

A. Our plan is a reduction of the prior master plan for the detention center and sheriff's office. It incorporates space for a more humane experience in the booking area. Non-violent and compliant detainees will be kept in a lounge instead of cells, until they can be released. The plan provides a new medical and mental health services area that offers modern facilities for treatment. It also provides greater

storage space, staff offices, expanded and improved visitation facilities for families seeing loved ones. Finally, the new space allows separation of inmates according to classification. Women can be properly housed in accordance with correctional facility standards. Incompatible inmates can be separated into flexible spaces.

Q. How does the jail reduction affect size and cost?

A. We have eliminated an entire pod which produces significant savings. We are also renovating existing space at the ILEAS building to avoid construction of a new sheriff's office. The estimated total cost for both projects is being reduced from about \$30 million to just \$18 million, or 40%.

Budget Summary

Deferred Maintenance Details

Building	Year	Estimated Cost	Project
Animal Control	2019	\$200,000	Revise Electrical Main Distribution (remove crazy leg 270)
Animal Control	2021	\$100,000	Add air conditioning
Animal Control	2023	\$65,000	Roof Replacement
Animal Control	2023	\$95,000	Replace existing metal siding with new siding, check and replace insulation
Animal Control / Coroner	2021	\$300,000	Floor finish replacement
Animal Control / Coroner	2019	\$165,000	Provide / install generator
Animal Control / Coroner	2022	\$40,000	Parking lot replacement
Art Bartell Road	2023	\$555,000	Replace asphalt
Brookens	2017	\$250,000	Replace Roof POD 100
Brookens	2017	\$200,000	AHU replacement POD 100; replace 13 current units with two multi-zone units with digital controls
Brookens	2018	\$500,000	Replace remaining AHUs and digital controls where not already installed (200-2 multizone units; 300-2multizone units and 1 unit for meeting room; 400-2 multizone units and 2 smaller units
Brookens	2019	\$250,000	Install digital controls at remaining units in POD 100 and 400
Brookens	2020	\$974,000	Replace soffit and exterior wall panels under mansard roofs, install insulation at exterior wall
Brookens	2023	\$780,000	Parking Lot Replacement
Brookens	2023	\$100,000	Replace T12/T8 light fixtures with new LED fixtures
Brookens	2024	\$800,000	Repoint exterior masonry/replace all sealants; full replacement
Brookens	2024	\$75,000	Paint entire metal panels

Building	Year	Estimated Cost	Project
Brookens	2025	\$330,000	Replace carpet (90,000SF)
Brookens	2025	\$95,000	Repaint
Champaign County	2020	\$1,800,000	ERP Replacement
Champaign County	2018	\$750,000	Demolish original nursing home
Courthouse	2019	\$200,000	Replace boilers (2)
Courthouse	2020	\$700,000	Roof Replacement
Courthouse	2020	\$150,000	Repair stair at roof access
Courthouse	2022	\$800,000	Update all controls with digital controls - current controls are 20 years old
Courthouse	2025	\$500,000	Chiller replacement and relocation (recommended)
Courthouse	2025	\$285,000	Parking lot replacement
Courthouse	2026	\$100,000	Replace sealants
Courthouse Annex	2020	\$1,500,000	Roof Replacement
Courthouse Annex	2020	\$50,000	Paint steel roof structure
Courthouse Annex	2020	\$45,000	Replace sealant at windows
Courthouse Annex	2021	\$900,000	Update finishes in courtrooms (wood, lighting)
Courthouse Annex	2026	\$300,000	Select repointing at masonry and replace sealants
Courthouse Complex	2021	\$250,000	Paint all areas
Courthouse Complex	2023	\$200,000	Replace T12/T8 light fixtures with new LED fixtures
Garages	2020	\$400,000	Roof Replacement (Metal Roof, 5 garages)
Garages	2020	\$100,000	Install oil interceptors (5 garages)
Garages	2020	\$75,000	Install exhaust fans (5 garages)
Highway	2025	\$150,000	Floor covering replacement
Highway	2025	\$50,000	Floor finish replacement
Highway	2026	\$800,000	Roof replacement
ILEAS	2019	\$350,000	Replace 3 AHU's
ILEAS	2023	\$360,000	Parking Lot Replacement
ILEAS	2023	\$100,000	Replace T12/T8 light fixtures with new LED fixtures

Building	Year	Estimated Cost	Project
ILEAS	2024	\$950,000	Repoint exterior masonry/ replace all sealants; full replacement
ILEAS	2025	\$250,000	Replace boilers (4)
ILEAS	2026	\$1,200,000	Roof replacement if needed (otherwise patch)
JDC	2019	\$500,000	Roof Replacement, and replace or coat existing natural gas line on roof- Existing ballasted roof installed 1999
JDC	2019	\$250,000	Foundation joint repair; drainage tile
JDC	2019	\$50,000	Replace overhead doors (2)
JDC	2020	\$20,000	Water Heater (2)
JDC	2022	\$10,000	Replace and upgrade existing exterior lighting systems
JDC	2022	\$150,000	Sealant replacement, paint exterior windows
JDC	2022	\$50,000	Install 10' security chain link/razor wire fence at perimeter of cell area away from windows
JDC	2023	\$100,000	Replace T12/T8 light fixtures with new LED fixtures
JDC	2023	\$100,000	Parking Lot replacement (1 lot and drive); remove damaged sidewalks and install new
JDC	2024	\$250,000	Replace Generator
JDC	2025	\$90,000	Carpet replacement (3,000SF)
JDC	2026	\$410,000	Replace 7 Aon (RTU) units
METCAD	2019	\$250,000	Provide / install generator
METCAD	2019	\$80,000	Replace AHU at basement; install digital controls
METCAD	2021	\$300,000	Roof Replacement
METCAD	2023	\$50,000	Replace T12/T8 light fixtures with new LED fixtures
METCAD	2024	\$50,000	Repoint exterior masonry/ replace all sealants
METCAD	2025	\$80,000	Parking lot replacement (2 lots and drives); removed damaged curb and install new
Physical Plant/Election	2022	\$20,000	Parking Lot replacement

Building	Year	Estimated Cost	Project
Salt Dome	2026	\$210,000	Replace existing asphalt around Salt Dome with new asphalt or concrete
Salt Dome	2026	\$20,000	Repair exterior wood and metal corners
Satellite Corrections	2026	\$30,000	Replace existing shingle roof with new shingle roof, replace 4' x 8' panels as needed and fascia
Satellite Corrections	2019	\$800,000	Roof Replacement-Existing ballasted roof installed 1996
Satellite Corrections	2019	\$250,000	Foundation joint repair; drainage tile
Satellite Corrections	2019	\$500,000	Replace voice/door/data video security system with updated system
Satellite Corrections	2019	\$75,000	Replace overhead doors (2)
Satellite Corrections	2019	\$275,000	Replace 4 condensing units with chillers; replace coils at 4 AHUs
Satellite Corrections	2020	\$10,000	Water Heater (south)
Satellite Corrections	2020	\$300,000	Install digital controls
Satellite Corrections	2022	\$100,000	Return and supply grill replacement
Satellite Corrections	2022	\$70,000	Replace existing boiler
Satellite Corrections	2022	\$30,000	Replace existing water heaters (north, 2)
Satellite Corrections	2022	\$75,000	Replace existing booking desk and area with new millwork; raise desk and area behind desk
Satellite Corrections	2022	\$100,000	Interior flooring - clean, repair and seal/recoat concrete. Replace carpeted areas
Satellite Corrections	2022	\$250,000	Replace generator
Satellite Corrections	2022	\$450,000	Replace 4 AHU's
Satellite Corrections	2023	\$100,000	Replace T12/T8 light fixtures with new LED fixtures
Satellite Corrections	2023	\$230,000	Parking Lot replacement (2 lots and drive)
Nursing Home	2017	\$9,000	Boilers - Hot Water Reset
Nursing Home	2017	\$380,000	Boilers - Replace four units
Nursing Home	2017	\$24,250	Thermostatic Mixing Valves
Nursing Home	2018	\$3,800	Hydro Therapy Tubs

Building	Year	Estimated Cost	Project
Nursing Home	2018	\$1,000	Sewage Ejector
Nursing Home	2018	\$1,000	Sump Pump
Nursing Home	2018	\$8,500	Storm Water Drainage
Nursing Home	2018	\$127,600	Rain Gutters
Nursing Home	2018	\$9,000	Drain Waste and Vent Piping
Nursing Home	2018	\$4,100	Basket Strainers
Nursing Home	2018	\$2,800	Boilers - Carbon Monoxide Sensors
Nursing Home	2018	\$53,000	Chiller - Replace Compressor
Nursing Home	2018	\$21,000	Chiller - Flush water and add glycol
Nursing Home	2018	\$3,000	AHU-3 - Repair
Nursing Home	2018	\$60,000	Generator Tripping - ATS
Nursing Home	2018	\$5,400	Life Safety Ground
Nursing Home	2019	\$10,000	Smoke and Fire Dampers
Nursing Home	2019	\$6,000	Water Piping Corrosion
Nursing Home	2019	\$14,400	Chemical Treatment of Hot & Cold Water
Nursing Home	2019	\$21,000	VAV/RH
Nursing Home	2019	\$12,000	Residence Room Reheat Coils
Nursing Home	2019	\$7,000	Address two rooms w/ proper temps
Nursing Home	2019	\$6,500	Kitchen RTU-1
Nursing Home	2019	\$26,000	IT Network
Nursing Home	2020	\$9,000	Lightning Damage
Nursing Home	2021	\$9,000	Water Softener
Nursing Home	2021	\$2,700	Oil/Water Separator
Nursing Home	2021	\$82,200	Call Buttons
Nursing Home	2022	\$35,300	Sprinklers
Nursing Home	2022	\$90,000	CCTV Surveillance System
Nursing Home	2023	\$123,000	Fire Alarm
Nursing Home	2023	\$60,000	Door Alarm
Nursing Home	2023	\$10,000	CATV

Building	Year	Estimated Cost	Project
Nursing Home	2024	\$21,000	MEP Training and Operation Manuals
Nursing Home	2025	\$2,200	Room Number Project
Nursing Home	2025	\$45,000	Tuck Pointing
Nursing Home	2026	\$22,000	Chillers - Clean Coils Annually
Nursing Home	2026	\$11,000	Kitchen Heating-only MUAU - quarterly filter change
Nursing Home	2026	\$11,000	Annual Maintenance Program
Nursing Home	2021	\$360,000	Magic Air Handling Units - 14 units
Nursing Home	2019	\$160,000	Parking Lots
		\$27,743,750	TOTAL

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