



**DATE:** December 11, 2018

**CATEGORY:** New Business

**DEPT.:** Public Works

**TITLE:** **Police/Fire Administration Building Expansion Study Update**

### **RECOMMENDATION**

Authorize staff to issue a Request for Proposals to prepare a preliminary design for a renovation/addition to the Police/Fire Administration Building, Project 19-60, and direct staff to return with a midyear CIP to advance the Police staffing study to Fiscal Year 2018-19.

### **BACKGROUND**

The 42,500 square foot Police/Fire Administration Building was opened in 1980 and houses fixed Police Department operations and the Fire Chief, Battalion Chiefs, support staff, and the Emergency Operations Center. The building is a somewhat unique design for its time, with skylights, sloped glazing (windows), and tall expanses of recessed glazing to maximize natural light in the building. While providing light, the skylights and glazing have presented problems with leaking, glare, and heat gain in the building. The building is also constructed largely of concrete block. While a durable building material, the concrete block makes modifications to the interior layout very challenging and costly.

The Police/Fire Administration Building was designed prior to the Essential Service Seismic Safety Act of 1986, which requires that essential safety facilities to be designed to withstand greater seismic forces than a traditional commercial building. The current Police/Fire Administration Building also does not meet current seismic standards because the standards have been enhanced since it was constructed. The existing site is shown in Figure 1.



**Figure 1: Current Police/Fire Administration Site Aerial**

### Space Studies and Options

While providing sufficient space for a number of years after opening, the building has been undersized for many years. The City contracted with EKONA Architects in 2002 to prepare a space needs study for the purposes of planning for an expanded facility. A second study was prepared by Beverly Prior Architects (BPA) in 2010. The BPA study included an analysis of space needs through 2030 and alternatives for a renovation/expansion as well as a new building, each providing approximately 78,000 square feet of building space and 200 to 275 parking spaces (compared with the existing 42,500 square feet and 167 parking spaces). Estimated costs for the BPA alternatives, assuming construction in 2024, are \$71 million for renovation/expansion and \$133 million for a new building.

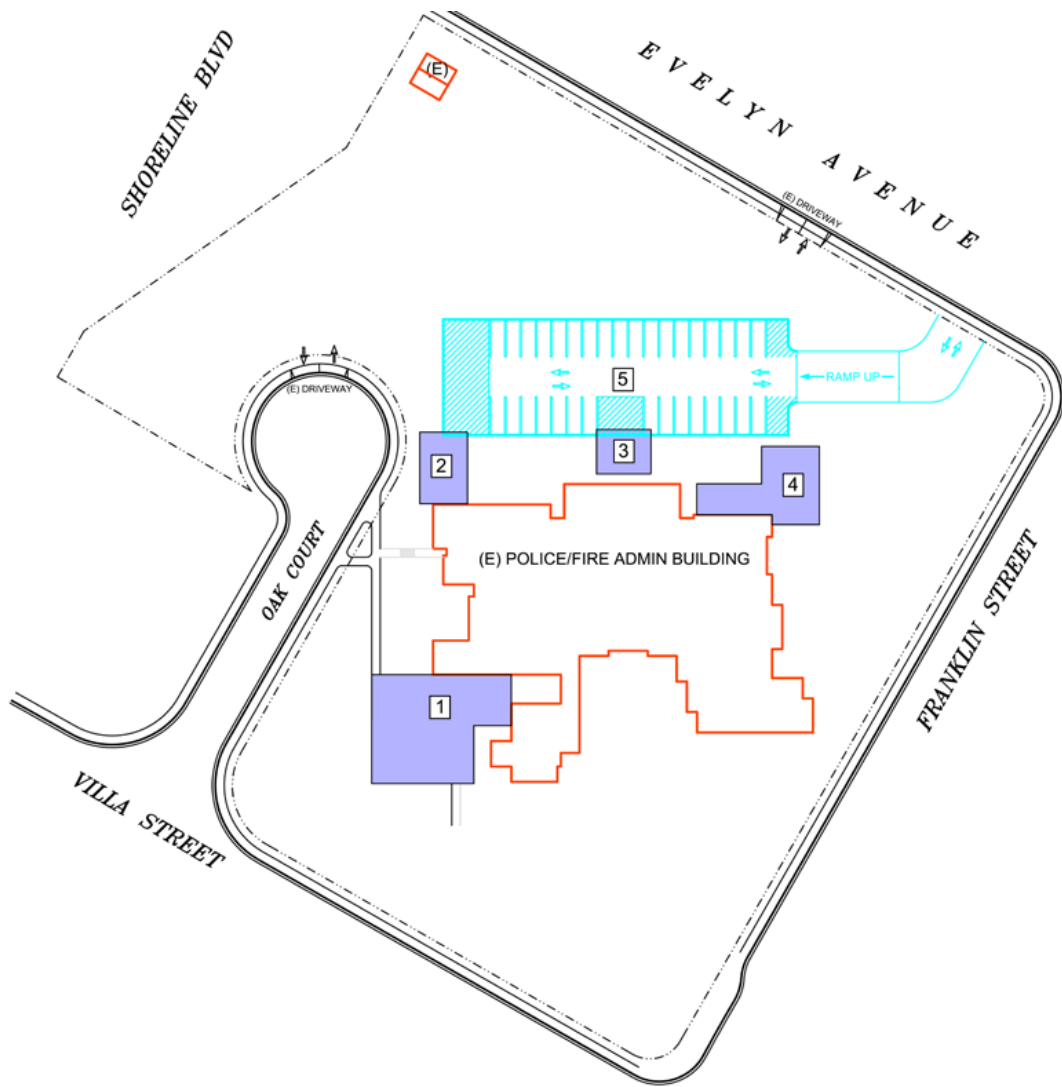
At a November 5, 2013 Study Session regarding options for funding major Citywide capital projects, Council directed staff to further develop options for the Police/Fire Administration Building.

Staff from the Public Works, Police, and Fire Departments reviewed the BPA recommendations and developed three additional options for Council's consideration.

All three options were based on the concept of renovation/addition rather than replacement of the existing building. Each add approximately 13,000 square feet to the building and provide 53 additional parking spaces rather than the 25,500 square foot addition and approximately 200 parking spaces in the BPA study. The alternatives were presented at the [April 29, 2014 Study Session](#) and included:

- **Option A** – Expands the existing building in five areas, including the addition of a new two-story Emergency Communications Center (ECC) and Emergency Operations Center (EOC) to the southwest corner, and a new parking deck.
- **Option B** – Similar to Option A with expansion in three areas of the building and two suboptions for separately locating the ECC and EOC building on other sites on campus.
- **Option C** – Similar to Option B with the ECC and EOC building to be located at the Municipal Operations Center (MOC) on Whisman Road.

Council supported the staff recommendation of Option A, which would allow public safety operations to remain on one site and in one building for ease of connectivity between groups. In 2014, the construction cost for Option A was estimated at approximately \$37 million in then-current dollars. Construction costs have increased significantly since 2014 at rates higher than inflation and historical increases. The current estimated cost of Option A, assuming construction in 2024, is \$55 million. Option A is shown in Figure 2 on the following page.



**LEGEND:**

	EXISTING BUILDINGS	42,590 SF
	OPTION A - NEW TWO STORY ADDITION TO HOUSE EOC & ECC	9,000 SF
	EXPANSION OF GARAGE AND JUVENILE HOLDING AREA	1,200 SF
	NEW ARMORY BUILDING ADDITION	830 SF
	EXPANSION OF LOCKER ROOMS / WORKOUT ROOM AND SLEEPING QUARTERS	1,900 SF
	NEW PARKING DECK AND CONNECTION TO BUILDING	33 SPACES

**OPTION "A" WITH PARKING DECK**



SCALE: 0 20' 40' 70'

APRIL 2014

**Figure 2: Option A from 2014 Staff Report**

## ANALYSIS

Option A, supported by Council in 2014, includes the following basic elements.

1. Expansion of the ECC and EOC. Based on the BPA study, the ECC would be 3,000 square feet (compared with 2,300 square feet existing) and the EOC would be 5,500 square feet (compared with 1,300 square feet existing). Total area needed is 9,000 square feet.
2. Relocating Patrol to expanded briefing and report writing areas in the area currently occupied by the EOC.
3. Relocating interview rooms and expanding Arrest/Intake/Booking to the area currently occupied by the ECC.
4. Construction of a new armory building. For safety purposes, the armory should be separated from the main building. This new area is approximately 830 square feet.
5. Create a new Patrol equipment storage room by relocating the armory to a new building addition.
6. Expansion of the garage and construction of a new juvenile holding area at the back of the building. The separation of adults and juveniles is an operational necessity in order to comply with regulations that require juvenile suspects to be detained in different locations. The current location of juvenile holding is immediately outside the entrance to the men's locker room and existing EOC, which is not an ideal location because of close proximity to personnel using the area on a frequent basis. Also, the Police Department needs a secured and covered space for large evidence items. This area is approximately 1,200 square feet.
7. Expansion of the locker and workout rooms and construction of new sleeping quarters. The current men's and women's locker rooms are too small and equipment that could be stored in the locker rooms is currently being stored in cabinets placed in the hallways. The expansion of the locker room would result in relocating a portion of the existing workout space to a new expansion area along with the sleeping quarters. The Police and Fire Departments would prefer the dormitories to be collocated at the Police/Fire Operations Center to share the use of lockers and bathrooms. This expansion area is approximately 1,900 square feet.
8. Construct a single-deck parking structure that adds 33 parking spaces.

9. Seismic upgrade to current essential facility standards and rehabilitation/replacement of HVAC and other end-of-life building systems.

**Staff recommends that Option A be the basis for beginning preliminary design of the project, but also recommends that the program be evaluated based on updated operational needs and projected growth of the Police Department.** The last effort was undertaken prior to the recent update of the of the North Bayshore Precise Plan and the amendments to East Whisman Precise Plan area and do not account for the projected population growth in these and other areas. Some considerations for evaluation of Option A include:

- Staff would like to confirm that the renovated facility will provide sufficient space as the Police Department continues to provide services for an expanding City population. The Police Department is planning a staffing study in Fiscal Year 2019-20 to evaluate the staffing needs based on projected growth in the City. Staff recommends that this study be advanced to the second half of the current fiscal year to provide more information for preliminary design of the renovation. If Council supports this approach, staff will return with a midyear appropriation in early 2019 to begin the staffing study.
- Advances in technology and policing practices will affect some of the building program areas. For instance, Officers carry much more gear than in years past, affecting the amount of locker space and storage needed. Storage spaces are currently housed in different areas of the building, causing inefficiencies for Officers to prepare for field operations. Staff would like the opportunity to review the assumptions used to develop Option A to confirm that current and anticipated future policing practices can be accommodated in the renovated building.
- Sergeants are supervisors but were not allocated office space in the Option A concept.
- More flexible office space than is provided in Option A may be beneficial to allow for program and service changes over time.
- The ramp on Evelyn Avenue to the Shoreline Boulevard overcrossing is new since Option A was developed.
- The main lobby area in Option A could be reduced in size and repurposed.
- The parking area provided in Option A is very limited.

These considerations will be considered as part of the preliminary design process.

### **FISCAL IMPACT**

Staff has included in the budget, most recently the Fiscal Year 2018-19 General Operating Forecast, the assumption that most of the revenues generated from the Ameswell development site (Hotel and Office) are earmarked for potential debt service for the Police/Fire Administration Building remodel and expansion. Funding from the debt issuance is estimated to be approximately \$40 million. It is assumed debt will be issued for the project and annual debt service payments of approximately \$3.3 million have been included as a placeholder beginning in Fiscal Year 2022-23. Due to the projected increase in construction costs and depending on the design of the project, additional funding sources will need to be identified.

The City Council allocated \$500,000 in the current fiscal year to begin preliminary design of the project.

### **CONCLUSION**

Staff recommends Council direct staff to take the following next steps:

- Use Option A as the basis for beginning preliminary design;
- Prepare and issue a Request for Proposals for architectural design services;
- Return with a midyear budget request to begin a Police staffing study; and
- During preliminary design, review and refine Option A; prepare a cost estimate for the refined option; and seek Council concurrence on the refined option prior to commencing final design.

### **ALTERNATIVES**

1. Direct staff to begin preliminary design of a new building rather than a renovation/addition to the existing building.
2. Do not proceed with preliminary design at this time.
3. Provide other direction.

**PUBLIC NOTICING** – Agenda posting.

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