
M E M O R A N D U M

DATE: May 3, 2006
TO: City Council Members
FROM: Jennifer Bruno, Policy Analyst
RE: Public Safety Facilities Bond Proposal

In February of 2006, the Council received a presentation regarding a potential bond for Public Safety Facilities. The Administration has refined plans and is requesting that the Council place this initiative on the ballot in November of 2007 for voter approval of a bond to finance these facilities. The Administration has prepared a preliminary briefing outlining the details of these facilities, updated *general* cost information, and a timeline for a November ballot initiative. This briefing is intended to be general and preliminary in nature, as costs and other details are still being finalized by the City's consultant. It is expected that formal, updated cost information will be available by the end of May.

COSTS

- A. The Administration is proposing that the City go to the voters to authorize a general obligation bond, to take care of all pressing Public Safety Facilities needs in one bond issuance. *Staff note: All cost information is preliminary. The Administration will be providing formal updated cost information after the consultants have concluded their review at the end of May. The consultants will be available at the Council's May 3rd work session briefing to address more specific questions.*
1. The total amount of the bond is estimated to be \$210 million (a 40% increase over last year's projected cost of \$151.4 million). The Administration is confirming these projections with their consultant and will update the Council next month. This does not include "recoverable" money from Impact Fees over the next 20 years (\$13 million - 2006 estimate) and E-911 funds (\$1.6 million - 2006 estimate). This does include bonding costs (estimated at \$1.1 million - 2006 estimate).
 2. Under the previous year's cost scenario, the Public Safety Building/EOC represented 72% of the total bond, the East Side Public Safety Center represented 15% of the total bond, and the Fire Training Facility represented 13% of the total bond. While detailed cost estimates are not yet available by project component, it is reasonable to assume that these proportions still apply.
 3. Under the previous year's cost scenario of \$151.4 million total project cost, the annual impact to homeowners and business owners was the following:
 - a) Average residential property valued at \$193,000 - \$94 per year (or just under \$8 per month)
 - b) Average commercial property (based on \$1,000,000 value business) - \$889 per year (\$74 per month)

4. The Administration has not finalized cost estimates per residence and commercial business, but will be finalizing these in the very near future. Council Staff has estimated what these will be by applying a 40% inflationary factor to the previous estimates:
 - a) Residential - \$131.60/year (\$10.96/month)
 - b) Commercial - \$1,244.60/year (\$103.71/month)

PROJECT COMPONENTS

- A. The Public Facilities Program bond is comprised of **three** independent projects: The Public Safety Building and Emergency Operations Center, The East Side Public Safety Center, and the Fire Training Center/Fire Station #14.
- B. The **Downtown Public Safety Building and Emergency Operations Center:**
 1. Square Feet: 151,661 square feet (2 separate buildings)
 - a) 24,535 square feet of this is for the Emergency Operations Center (EOC), which is built to stricter, therefore more expensive construction standards.
 - b) The remaining 127,176 square feet will be for Police and Fire Administration
 2. The overall complex will house both Police and Fire Administration, communications and dispatch, homeland security, City back-up computer servers, property and evidence storage, and improved Police and Fire Parking. Note: The Council may wish to ask the Administration if the parking will allow the City to house the motorcycle fleet at the Public Safety Building complex.
 3. The Administration is proposing that the Public Safety Building and accompanying structures be built to the “Gold” LEED standard. This would likely significantly reduce yearly maintenance and utility costs.
 - a) In FY 2006, it cost approximately \$469,000 for utilities at the current Public Safety Building. The Administration has indicated that it would cost at least \$1.5 million per year for the next 5-8 years, to upgrade the current Public Safety Building to a “satisfactory level.”
 - b) The Administration has conservatively estimated that a new energy-efficient building would see a 34% reduction in actual utilities and maintenance costs per square foot (based on actual utilities and maintenance costs experienced at the Intermodal Hub, a LEED Silver building). Because the facility is planned to be approximately 56% larger, the Administration indicates that there may still be an overall 4% increase in total utilities and maintenance costs (see below).

	Existing	Proposed	% change
Square Footage	97,000	151,661	56%
Utilities cost/sq ft	\$ 3.49	\$ 2.32	-34%
Maintenance and Operations cost/sq ft*	\$ 3.79	\$ 2.53	-33%
Total Cost	\$ 706,578	\$ 736,231	4%

*note: includes labor costs

- c) Note: The City's recently-adopted LEED Ordinance requires all City-owned buildings be built to the LEED "Silver" standard. The "Gold" level is one level above the Silver standard (a minimum of 33 points is required for the "Silver" level whereas a minimum of 39 points is required for the "Gold" level).
- 4. If a new public safety building is not constructed, the City currently has scheduled on its 10 Year Capital Improvement Plan, \$330,000 worth of maintenance projects scheduled for 2009, that are in addition to the historical \$100,000 per year non-regular maintenance (replacement of absorption chillers and a cooling tower). Since the 10 Year Capital Improvement Plan was adopted, the Administration has identified significant capital improvements needed in the existing Public Safety Building. Approximately \$3 million has been identified as urgent within the next 2-3 years.
- 5. The conceptual plan for the complex of buildings is to have a 50 foot setback. The Council may wish to discuss the additional land costs that may be incurred due to this model.
- 6. The Administration has been looking for a location in close proximity to the City and County building. This would mean that the zoning would likely be Central Business District (D-1), but could be Downtown Support district (D-2).
 - d) The purpose of the D-1 zoning district is to foster an environment consistent with the area's function as the business, retail and cultural center of the community and the region. Inherent in this purpose is the need for careful review of proposed development in order to achieve established objectives for urban design, pedestrian amenities and land use control, particularly in relation to retail commercial uses.
 - In the D-1 Zoning district, when an entire block face is under one ownership (as would likely be the case for the Public Safety Building), no yard can exceed 25 feet, except by conditional use.
 - If the Public Safety Building does not take up an entire block face, no yard can exceed 5 feet except by conditional use, requiring design review by the Planning Commission.
 - e) The purpose of the D-2 zoning district is to accommodate commercial uses and associated activities that relate to and support the Central Business District, but do not require a location within the Central Business District. Development within the D-2 Downtown Support District is also less intensive than that of the Central Business District.
 - No building may exceed 65 feet in height except by conditional use. With a conditional use, no building may exceed 120 feet in height.
 - There are no minimum or maximum yard requirements.
- 7. **Emergency Operations Center (EOC)**
 - a) The EOC will be adjacent to the Public Safety Building

- b) It will be constructed to withstand a variety of catastrophic events – to the national standards required for Emergency Operations Centers.
- c) It will house communications and dispatch, E-911 service, homeland security, policy rooms, and a redundant City-wide computer system and communication controls. Currently the City has no back-up system for the computer servers. Information Management Services has indicated that there is a strong need for this type of back-up and had been looking for a location to house such a system.
- d) It has been separated from the Public Safety Building in order to maximize cost efficiency. Had it been housed in the Public Safety Building, the entire Public Safety Building (which would then have been 4 stories) would have been needed to be built to the strict standards required for Emergency Operations Centers.

C. East Side Public Safety Center

- 1. Total square feet: 41,865
- 2. The East Side Public Safety Center would combine an east side police precinct with a Fire Station (likely replacing the Sugarhouse Fire Station).
- 3. This facility would also meet the “Gold” level standard for LEED.
- 4. The facility would house current Liberty Patrol function, current Fire and medical functions, and would have a community room for public education and use.
- 5. Combining facilities to incorporate a fire station would eliminate the need to upgrade and replace either Fire Station #3 or #5 (depending on where exactly the land acquired is located), which are both slated to be rebuilt or replaced in the next decade, according to the adopted CIP.
 - e) The 10 Year CIP lists the cost of replacing Fire Station #3 in FY 2011, at \$3.4 million.
 - f) The 10 Year CIP lists the cost of replacing Fire Station #5 as a part of the Public Safety Facilities GO Bond, for \$3.8 million, in FY 2008.
 - g) The recently completed Fire Department Audit identifies both of these stations as the oldest on the east side (Fire Station #3 was built in 1975, Fire Station #5 was built in 1979), but says that 30 years is not unreasonably old for a well-maintained fire station.
 - h) The Council may wish to recommend that the Administration examine the call volume map (page 108 of the Audit), in order to ensure that response times from the new facility would match those of the old facilities. The Audit indicated that the existing stations were well placed to cover the most heavy call volume areas.
- 6. The Administration indicates that combining facilities would also create efficiencies in other areas – such as a shared locker room and kitchen facilities, shared parking, and an increased public safety “presence.”

D. Fire Station #14/Fire Training Center

- 1. The facility would be 45,000 square feet
- 2. No land Acquisition is needed as the current site is large enough.
- 3. The facility would combine Fire Station #14 and the Fire Training Center.
- 4. This facility would also meet the “Gold” level standard for LEED.

5. Fire Station #14 was built in 1968, and is scheduled to be replaced in 2016, according to the 10 Year CIP. The CIP identifies the cost of rebuilding/replacing the station at approximately \$2.6 million. Consultants have estimated the cost of “adding” the station on to the Fire Training Facility at around \$700,000 – this is a cost savings of \$1.9 million.
 6. The Fire Training Center is currently housed in temporary trailer-like structures adjacent to the training tower. The training tower would remain, and the trailer-like structures would be replaced with a permanent structure on the site.
 7. The facility would house both Fire Training Center operations (classrooms, offices, community rooms) and a fully-functioning fire station.
 8. Possible soil contamination has been identified at this site in the past. However, as the proposed facility only builds above-grade, the Administration indicates that these issues would not affect the scope or cost of the project.
- E. Police and Fire officials have previously indicated that while the Public Safety Building and EOC complex is a priority, all three of the facilities proposed are strongly needed.
- F. When the City issued a general obligation bond for the Library authorized by the voters in 1998 (\$84 million), the impact on residential property (valued at \$150,000) was \$43 per year. Commercial property impacts were not addressed during this bond issue.

TIMELINE

- A. The Administration has proposed the following timeline, which would aim to place a bond initiative on the November 6, 2007 ballot:
1. May-July: Consideration by City Council
 2. August 7: Deadline for City Council to adopt a resolution calling for the bond election
 3. August: Bond Counsel provides Lt. Governor and City Recorder with a copy of the election resolution and ballot proposition
 4. October: Publication of Notice of Special Bond Election
 5. November 6, 2007: Bond Election
- B. The Council may wish to ask the Administration to outline any public outreach campaigns that are planned and their respective timelines.

MATTERS AT ISSUE

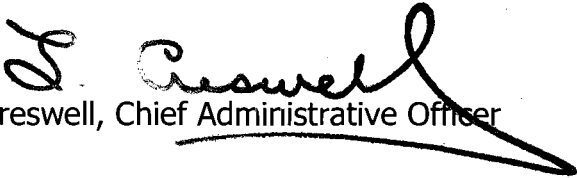
- A. The Council may wish to ask the Administration to separate out the project costs for each of the three project components, and what the annual impact would be for a residential and commercial property for each project.
- B. The Council may wish to ask the Administration to address what the cost vs. benefit of constructing a “Gold” LEED certified building – as compared to the various other levels of LEED certification (certified, silver, gold, platinum). The City’s recently-adopted LEED ordinance requires City-owned buildings be built to the “Silver” level. Would the “Gold” level provide the most efficient way to save money in future energy costs?

1. The Police Department has provided Council Staff with research that has a range of estimates for how LEED certification can increase construction costs, while decreasing utility costs:
 - i. National Clean Energy and Development Firm Capital E, has estimated that Gold rated buildings have an average premium of 2.2 percent in their experience over the years, and that these buildings use an estimated 30 percent less energy than conventional buildings.
 - ii. The US Department of Energy estimates that it costs no more than an additional 10 percent to build a “high performance building,” and that the average energy costs are 50 percent less than conventional buildings.
 - iii. The consultants hired by the Administration assigned a 13 percent “premium” for the Gold LEED certification *in last year’s cost estimates* – in part to provide the most conservative estimates possible, especially given the unknowns about site location and detailed building design. More about true “premiums” associated with the LEED certification would be known once a location is chosen and the detailed design process is under way. There are savings to be had with architectural design choices that do not involve increased construction costs.
 1. A study conducted by etc Group, Inc, in 2003, concluded that the annual utility costs at the current public safety building are \$195,000, and that energy efficient design could result in a 22% reduction in overall utility costs (with as much as a 60% reduction in natural gas costs).
 2. Assuming 2% inflation over 20 years, this amounts to \$2.8 million in savings.
 - iv. Removing the 13 percent “premium” from the construction cost estimates (to not address LEED certification) would reduce construction costs by \$11.6 million for the Public Safety Building and EOC, and \$2.3 million each for the Liberty Public Safety Facility and the Fire Training Center. The only long-term energy savings realized would be the savings realized as a result of newer construction materials than the current building.
- C. The Council may wish the Administration to discuss the cost and safety efficiencies realized by combining the Police and Fire dispatch. The Council may wish to inquire whether they will be combined into one dispatch unit, as has been discussed in the past.
- D. The Council may wish to discuss the cost savings realized by keeping construction of the Public Safety Building at 3 stories and below, therefore requiring more land, versus the cost of acquiring less land and building higher.
 1. The Administration has indicated in the past that construction costs could dramatically increase if the Emergency Operations Center were incorporated into the overall building (in a 4+ story PSB scenario). This is due to the fact that the entire multi-story building would have to be constructed to the standards of an EOC.
 2. If the building were consolidated and built higher, that could allow for greater flexibility in site selection (given the unique and scarce nature of vacant

downtown parcels). A taller building with a smaller footprint would likely be a better fit in development pattern of downtown.

- E. The Council may wish to discuss efficiencies realized by combining the various public safety facilities into a single bond given bonding costs and the escalating cost of construction.
- F. The Council may wish to discuss the average increase in property taxes, per household, per year as compared to the Library Bond issue of 1998. More detailed information regarding this aspect will be available after bond counsel reviews the updated cost estimates.
- G. The Council may wish to ask whether the Administration has maximized opportunities to limit the setback in keeping with City policies by using security approaches used by other communities (anchored planters, locating the EOC underground or in a more remote area of the building, etc.)
- H. The Council may wish to ask whether the Administration has had recent discussions with other governmental entities on the possibility of sharing training facilities, and whether the Administration anticipates recovering some of their costs through training employees of other jurisdictions.



To:  Lyn Creswell, Chief Administrative Officer

From: Lt. Melody Gray
Det. Jay Rhodes
Asst. Chief Mike Andrew
Gina Chamness

Date: April 24, 2007

RE: Proposed Public Safety Buildings Bond Initiative

cc: Chief Chris Burbank, Chief Chuck Query

National and international events of the past decade have heightened awareness that public safety personnel must be able to respond quickly and effectively in the event of a natural or man-made disaster. At your direction, representatives of the Police, Fire and Management Services departments began working earlier this year on a plan to address existing deficiencies at public safety facilities, and ensure an efficient city-wide response in the event of a disaster. The attached proposal, which is virtually identical to the plan proposed by the Mayor and Chiefs in 2006, will help ensure strategic emergency response in Salt Lake City.

This proposal would fund construction of a new Public Safety Building, a separate Emergency Operations Center, an east-side, co-located Police precinct and fire station, a west-side Fire Training Center, as well as the reconstruction of a west-side fire station on the same site. Currently, the downtown Public Safety Building hosts the east-side precinct as well as the Emergency Operations Center. The construction of new fire stations represents the need to replace aging infrastructure and does not represent a change in service level. Energy usage is also extremely inefficient in the current Public Safety building. As a result, we do not expect operational costs to increase significantly due to this project. Over the course of the next several weeks, we plan to confirm that expectation.

When this proposal was first developed over a year ago, professional cost estimators anticipated that a project of this magnitude would cost the City approximately \$150,000,000. Since that time, construction and land costs have risen tremendously, and while we have not yet finalized a revised cost estimate, we anticipate that the overall cost of the project will be approximately 40% more than last year, or about \$210,000,000. Final projections should be made in the next month, and we will update you as those numbers become available. While this is a significant cost, we believe it represents a necessary investment in the future of the City. Having secured the Mayor's support, we request the support of the City Council in placing this initiative on the ballot for voter approval of a bond to finance these facilities.

Working with bond counsel, we have developed a timeline for the City's consideration. This timeline assumes that a bond initiative will be placed on the November 6, 2007 municipal election ballot.

- May – July 2007: Consideration by the City Council to place an initiative on the November ballot. In order to qualify for the fall election, City Council must adopt a resolution calling the election by August 7, 2007.
- August 2007: Bond Counsel provides Lt. Governor and City Recorder with a copy of the election resolution as well as the ballot proposition.
- October 2007: Publication of Notice of Special Bond Election
- November 2007: Bond Election

SALT LAKE CITY PUBLIC SAFETY FACILITIES PROPOSAL



April 2007

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PROJECT SCOPE

Salt Lake City Fire and Police Departments are proposing to design and construct new public safety facilities which include a main Public Safety Building and Emergency Operations Center, an east side joint Police precinct and Fire station and a west side Fire Training Center with Station 14. The proposed structures will replace buildings that no longer meet the needs of the City. Recent worldwide catastrophic events have underscored the need for efficient and effective deployment of public safety resources.

Police and Fire request your consideration of this proposal in its entirety. This proposal represents a comprehensive, solution driven plan that responds to the long term public safety needs of Salt Lake City. This plan provides Salt Lake City with the facilities to support quality public safety services while ensuring its ability to respond without impediment to a natural or human caused disaster.

The citizens will be asked to support the City in issuing bonds to construct the public safety facilities.

The Salt Lake City Police and Fire Departments request:

- Consensus for need of the facilities
- Approval of the project concept and scope
- Approval of a General Obligation Bond Resolution
- Approval of a November Bond Election

PUBLIC SAFETY BUILDING EMERGENCY OPERATIONS CENTER

PROJECT DESCRIPTION

The building will facilitate the comprehensive delivery of Police and Fire services throughout the City. It will provide improved public and employee parking. The facilities are designed to be accessible and useful to the public. A collaborative and thoughtful design process contributed to a plan that meets and balances the community's long term public safety needs. The new PSB will include an element not available in the existing structure – an Emergency Operations Center.

- 127,629 square foot building
- On 5 acres of City-purchased property
- Will facilitate the comprehensive delivery of the Fire and Police Services
- House current Police and Fire functions
- Improved public and employee parking

The **Emergency Operations Center (EOC)** is designed as an adjacent structure to the proposed Public Safety Building. It will house public safety communications including emergency operations facilities, E-9-1-1 service, homeland security, joint information center and policy rooms. It will maintain redundant City-wide computer and communication controls. It will house employees from Emergency Management and Information Management Services. The facility will be built separately from the PSB to allow it to meet specific construction standards necessary in emergency operations centers. This facility will improve public safety services in a catastrophic event and allow other City departments to continue to provide a coordinated city response in an emergency.

- 25,387 square foot structure
- An adjacent structure to the Public Safety Building
- Will provide public safety services in a catastrophic event
- Will allow critical City functions during emergency situations
- Will be utilized on a daily basis providing integrated City-wide functions

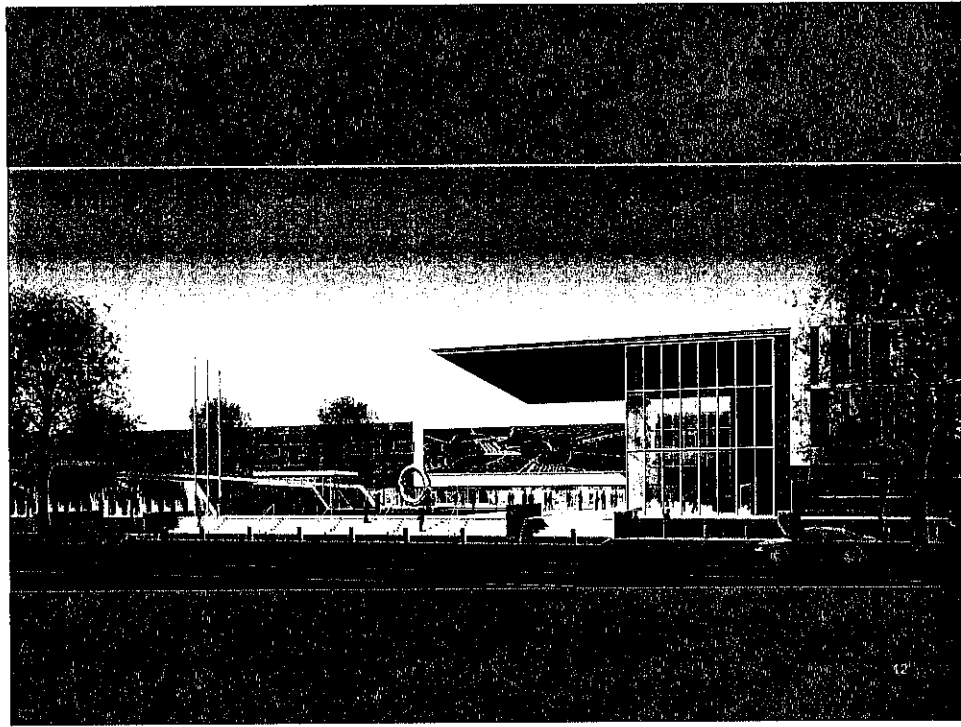
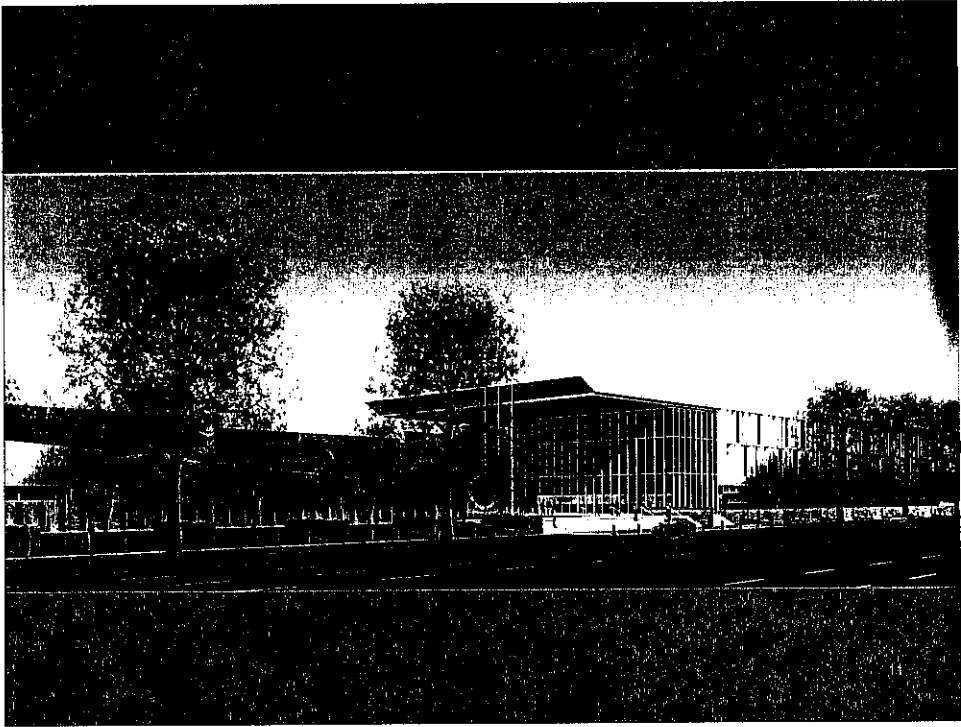
COST

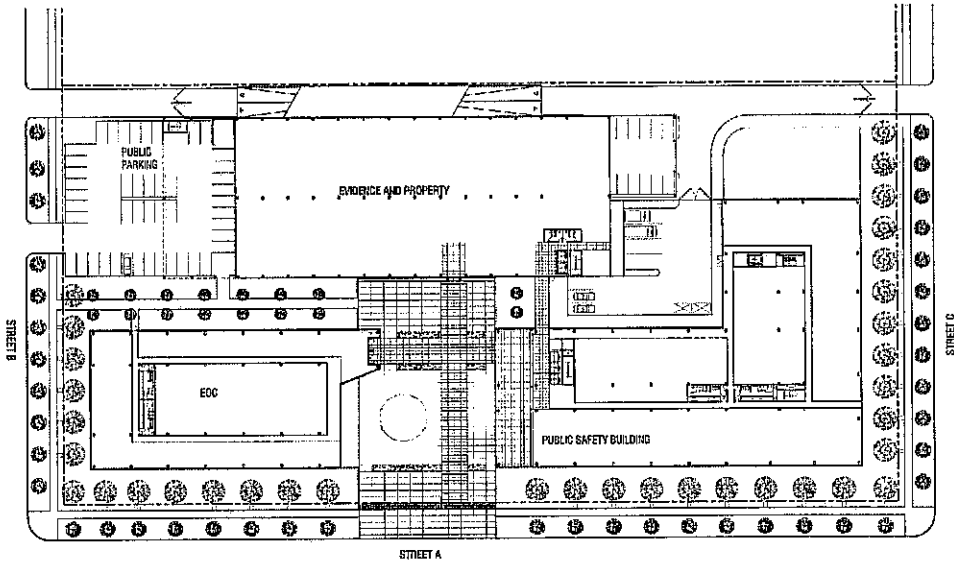
Land Acquisition Costs:
Constructions Costs:

Total:

Design Parameters:

- Efficient
- Secure
- Open Public Space
- Cost Effective
- Sustainable





SITE PLAN
PUBLIC SAFETY BUILDING
SALT LAKE CITY PUBLIC SAFETY FACILITIES
SALT LAKE CITY, UT
02/02/06

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EAST SIDE PUBLIC SAFETY CENTER

PROJECT DESCRIPTION

The **East Side Public Safety Center** is designed as a combined Fire station and Police precinct to be built in close proximity to serve east side neighborhoods. The center will house current functions observed by our Liberty Patrol Division and also house a Fire station to replace an aging Fire station within the City. Co-location provides the community with maximum benefit in service and dollars. The east side location would benefit the citizens with increased Police presence. The building is designed with a community room, inviting the area residents to interact with police and fire officials in community councils, enhancing communications and improving services.

- Combined Fire station and Police precinct
- Serve east side neighborhoods
- 44,241 square foot facility
- Replacement of aging fire station
- Current Liberty patrol functions
- Current Fire and medical functions
- Provide community with maximum benefit in service and dollars
- Community room for public use

COST

Land Acquisition Cost:

Construction Cost:

Total:

DESIGN PARAMETERS

- Responsive to the Neighborhood
- Optimize Shared Space
- Efficient
- Flexible
- Secure
- Cost Effective
- Sustainable

FIRE STATION #14 / TRAINING CENTER

PROJECT DESCRIPTION

The existing training facility is comprised of two 1970s surplus trailers and a temporary classroom. These units house all aspects of the Fire Department Training: public education, apparatus and special operations. The Training Division is located adjacent to the live fire training tower constructed several years ago. Additionally, public education is currently taught in the temporary structures.

The new facility will provide appropriately sized Fire training classrooms and sufficient space for all required types of Fire and EMS training. The facility will serve the community as an additional response station in the event of an earthquake or other ruinous event. The Center will be designed as a dual use facility serving Fire, Police SWAT and Hazardous Devices Unit for practice grounds and training. The physical nature of the facility supports hands-on rehearsal of response, mobilization and operations that keep public safety officers prepared at all times to respond when needed.

Equally important, the community will have the ability to use the meeting rooms for gathering space for community councils, voting and neighborhood meetings. Public education classes will be taught in this facility as well.

- New facility to provide training to personnel
- 46,820 square foot facility
- Training facility to assist police
- Support of hands-on rehearsal of response, mobilization and operations
- Located on City owned property: 1560 South Industrial Road
- Property is home to Fire Station #14 and a Live Fire Training Tower

COST

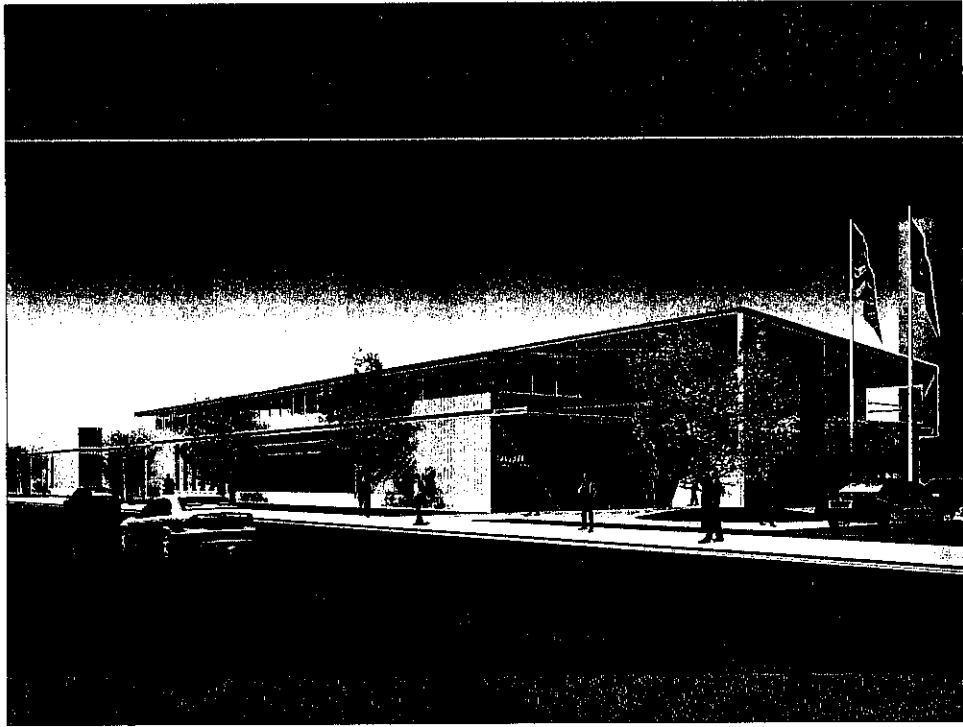
Land Acquisition Cost:

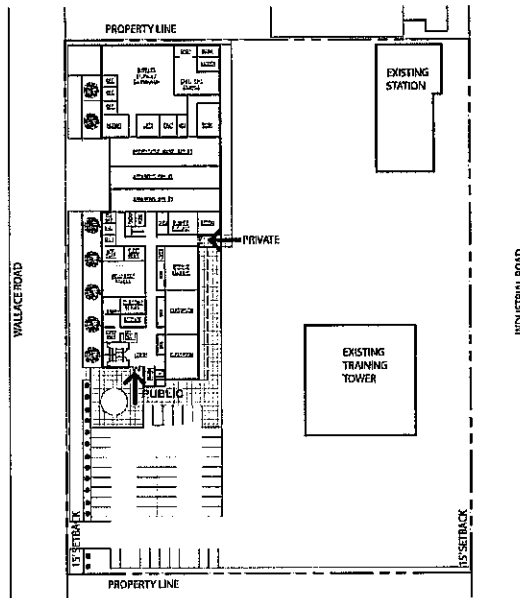
Construction Cost:

Total:

DESIGN PARAMETERS

- Fire Response
- Flexibility
- Sustainable
- Efficient
- Cost Effective
- Maintainable





SITE & GROUND FLOOR PLAN
 TRAINING FACILITY
 SALT LAKE CITY PUBLIC SAFETY FACILITIES
 SALT LAKE CITY, UT 02/02/06

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