

**DRAFT minutes**  
**Public Safety Facilities Review Committee**  
**Tuesday, March 11, 2014**  
**7:00 p.m.**  
**Council Chambers, Albany City Hall**

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Morse called the meeting to order at 7:01 p.m.

Morse noted that he had a prior commitment in Argentina so was unable to be at the last meeting and will also be unable to attend the March 25 and April 8 meetings. Since Burrighr chaired the last meeting, Morse will take the lead tonight, and they will act as a tag team through future meetings.

Approval of February 11, 2014, minutes: Wyatt moved to approve as written; Ryals seconded. Motion approved.

Consensus findings:

Morse called attention to the list of consensus findings and said the committee's actions would build it as they go along. It will serve as a running list of decisions the committee has reached. The list was approved as presented.

Comments from the public:

Mike Quinn asked if the committee was taking comments only at the beginning of the meeting. Morse said comments from the public had been moved up to the top of the agenda but the committee is informal enough that, if someone wants to raise an issue at the end of the meeting, it would not be a problem.

Quinn said he had a comment on history. He said many years ago, he sat in the former Elks Club on the current City Hall site and Burrighr came to speak to the membership about the jail installation. Quinn said an Elks member asked Burrighr if we help you build it, will the general funding be enough to facilitate it and Burrighr said yes. Quinn said we all know the history of that; it didn't. He said he's worried about building too much of a bigger police station away from the central financial districts. He said that Albany has a special levy and he's concerned that it might end up becoming permanent. He asked if Albany builds something massive instead of adding on to the existing building, would the City be able to facilitate a larger police station and if there would be another tax on the people.

Morse restated Quinn's concerns as location and can the City operate a new building in the future without any special levies. Morse suggested putting that question to Wes Hare to address at a meeting when the committee considers the police station.

Cordier suggested that the question is appropriately asked for both facilities. He said the committee should get an estimate of what it will cost to operate each of the new buildings, both the fire site and the police site. Morse suggested addressing capital financing and operational costs together toward the end of the committee's work. Members agreed.

Discussion of Fire Station programming and space needs:

Morse asked members to refer to “Fire Station 11 Issues and Concerns,” a handout provided by Chief Bradner during the tours of Station 11. It outlines critical needs of department for the building. Morse asked the committee if they were comfortable taking an action on this list. He said it seems like a logical foundation to continue the discussion.

Cordier said, to him, they are at least some, maybe not all of the items that need to be addressed.

Reese said, at the last meeting, the committee decided the building needs to be replaced so the items on the list would be addressed in the new facility; he said he’s not sure they need to address them one by one, in total, or pick the list apart. Morse said it becomes a basis for a replacement. Cordier said the committee would be accepting the list as a finding.

**Consensus** was to add the document to the list of consensus findings.

Bradner said the City is in the process of getting geotechnical and environmental studies done as part of the property purchase. He has received the final geotechnical study and it found no issues with building a fire station there. No liquefaction zones are underneath it. He has received preliminary results of the environmental study by phone; some chemical solvents have transferred from the drycleaner under the fire station. The City will pursue drycleaner grant funds to take care of that issue; it is something the City will have to address.

Cordier asked the process to define who’s responsible for what, given the Fire station’s proximity to the drycleaner. Bradner said the state Drycleaner Fund or Department of Environmental Quality may be the better parties to answer that question. He reiterated that he just got a preliminary report, so he needs to do homework to determine where to go from here.

Cordier asked if the cleaner fund has a maximum payout. Bradner said he and City Attorney Jim Delapoer have met with representatives of the Drycleaner Fund and were told they had a drycleaner in the Portland area that cost \$1 million to clean up and the fund was able to pay for that. The representative told Bradner and Delapoer that he believes the Albany cleanup won’t be anywhere near that amount. The representative had not said anything about a fund limit, but had provided the real-world story about the Portland area expense.

Cordier said he sees two PRPs – the Fire station’s old oil-changing facility and the cleaners. He said the tattletale chemicals that are there should help to define who is responsible for the cleanup. He said those decisions about who is responsible for what are really important.

Burright asked if there was talk that it’s a good thing the building is going away; if the Fire Department was to continue to use the building, remediation would need to be done? Bradner said that had come up in conversation. Bradner said he had asked the fund representative if he found anything insurmountable here. The representative said no. He said he was pleased to hear that the City is looking at replacing the building; if not, a vapor barrier would be needed under the existing building. Bradner said the representative was more comfortable that the City was going down this path and that the committee had reached the conclusions that it had so far.

Morse said putting a vapor barrier under an existing building must be an engineering feat. Ryals said he has done about eight of them, and the way the law is, if the building is sold, the owner is required to remediate as much as possible but if the City doesn’t remove the building, it doesn’t have to do anything to the ground under it. He added that no one likes to leave that kind of pollution in the ground; it can get

into ground water and the surrounding ground. Once the building is removed, the owner is required to get in and get the contamination out.

Morse asked Arasmith to go through the discussion paper he had compiled (see agenda file)

Arasmith said his past experience when dealing with a problem of some sort is to look broader; how does doing something affect this and things around it. He said he asked Cordier to go with him and Chief Bradner was kind enough to take them to Stations 12 and 13; they didn't go to Station 14 because it's a mirror image of 13. He said he wanted to know what the stations look like, what are the issues at the stations, how many people do they handle, how big are they. A lot of that was already in the committee's materials but it's one thing to look at a report and another to go and see what the report is about and talk to the personnel.

He said the proposal from the consulting engineers project out to about 2050; he wants to know what that looks like not just for Station 11 but for the entire Fire Department. Part of the proposal is based on population projection and he couldn't find the methodology used for the population figure. He said Portland State University projections for the next 40-50 years are about 1% for the county; he did not find PSU projections for the city. When visiting the Police Department, someone mentioned projections for City population growth at 2%. The difference between 1% and 2% isn't much but can be significant over a 40-50 year period. Things can happen within a city that can change population projections very quickly. A local example is Hewlett Packard in Corvallis; that had a huge impact there that bled over to Albany. Something could happen here in the metals industry that could have a significant impact, either up or down. PSU looks at births, deaths and people moving in. Arasmith said one of the pieces he believes the committee needs to come to grips with is what do we think the population's going to look like compared to what the consultants had to say. He said, having been a consultant, his experience is that usually a consultant is someone who looks at your watch and tells you what time it is.

Arasmith said he also was not aware until the tour that Albany contracts with and provides for three rural fire districts. He said he was able to figure out the geographic areas for two of the three; he couldn't figure out Albany Rural exactly, but he thinks he knows what it comprises. He said they looked at the vehicle inventory and talked about where they keep the EMS supplies. EMS supplies are kept at Station 11. The person who does the ordering is currently assigned to Station 13.

Arasmith said people may think that when he asks these types of questions, he is reaching conclusions, but he is not. For example: Albany Fire has a water rescue crew at Station 11 and Linn County also has water rescue – is that a duplication? He called the Linn County Sheriff's Office and talked to the person in charge of water rescue operations and was assured that it is not.

He referred members to page 3 of his paper where population projections are listed. Based on PSU's 1% for Linn County, Albany's population would be about 74,000 in 2050. Wyatt pointed out that county projections are not the same as city population projections. He said he has not run numbers at 2%.

Martin asked where did APD come up with 2%? Capt. Jeff Hinrichs said population growth for Albany for the last 20 years, 1994 to 2013, is between 1.97 and 2%. He said the state uses three calculations for population growth – 1.5, 1.9, and 2.2. APD went with 1.9 because it's in the middle and based on the last 20 years. Arasmith said PSU's is county-only in 5-year increments and about 1%; he didn't have this other piece of information when doing his calculations.

Burright said he was curious about some of the same things and had found the 2012 South Albany Area Plan that has to do with the growth in the south part of town. As part of that, the City looked at projected growth in the urban growth boundary. That shows city population in 2034 at 64,000. The authors of the

plan are listed as Heather Hansen and Greg Byrne. Burright said the Plan report shows the City's population growing by 628 people per year. It predicted 61,700 Albany residents by 2030; adding another 4-x-628 comes out to 64,212.

Arasmith asked Bradner if the ZCS study projected population requirements; it does include personnel requirements out to 2050. He noticed the projected increase in personnel in what he calls supervision and management areas rather than the number of firefighters and paramedics. Bradner said that was correct, and the increases relate only to Fire personnel who would work at Station 11. When the population reaches 74,000, Bradner said, the city would probably need a couple more stations to maintain response times. That would mean additional smaller substations, like Stations 13 and 14, but deputy fire marshals, emergency management specialists, and training officers increase at Station 11.

Cordier asked if administrative personnel for those new stations are included in this projection. Bradner said building a new fire station would require promotion of additional lieutenants but it would not require more administration. If Albany added a station, it would not need more administrative staff but would need additional personnel to run the station – lieutenants, apparatus operators, firefighters.

Cordier said he was confused; Arasmith's paper notes increased personnel requirements over the next 40 years are in the area of management and support staff, not in the area of firefighters and paramedics, so current staff is going to be increased in administration and support areas over time, but he thinks he's hearing that that won't include building of new fire stations beyond the scope of this project.

Wyatt said the focus here is on the central station only, not any outside stations or any increase in people doing the work. The number in administration will increase in the central station; that's what the study projects.

Arasmith said the study doesn't deal with any additional fire stations or expansion of others. He said it does address the need for additional administration but doesn't address the number of paramedics and firefighters needed as population goes up. Bradner said at the main station, the subtotal of apparatus at the main station would increase over time, and staffing would go from three assigned there now to five. The other personnel who are there, Bradner said, he would not qualify as administrative – deputy fire marshals and an emergency manager (now a half-time position would become full-time) who works for the whole city. Arasmith said he wasn't looking at those positions as subservient but separate from the people who staff the equipment.

Cordier asked, in the 40-year time period that's shown, with the population growth that is shown, would you expect to build more fire stations. Bradner said yes. Cordier asked, then why wouldn't this proposal deal with the additional personnel that would have to be hired to staff the buildings not yet built. He said it's a 40-year look, it should be global, not just Station 11. Bradner said the study was commissioned just to look at Station 11, not as a 40-year needs assessment of the whole Fire Department.

Morse asked if Cordier was concerned that the committee may be underestimating the impact that growth will have on the central station. Arasmith said the concern is that the committee is underestimating the impact that growth will have on the Fire Department's needs. He said the consultants did exactly what they were asked to do – take a look at the needs at Station 11. They were not asked to look at the fire suppression needs of the city. Morse said that's beyond the scope of committee's work. Its focus is on Station 11. If something in the Station 11 plan does not but should accommodate that growth, then that would become an issue.

Cordier said, as part of the committee's public relations, they need to disclose that this only deals with Station 11; it does not deal with population growth and the future building needs of a Fire Department that's going to have to expand, so don't be surprised if we come back to you in 10 years. Otherwise, he

said, people are going to say, 10 years from now, “gee, I thought we just built everything. Why are we doing this thing again?” He said he thinks there ought to be a disclaimer that says the committee is not dealing with that part of it, the population is going to grow but the committee is not talking about building ancillary fire departments.

Ryals said, trying to project out all these years, planning departments will say that the past is not necessarily a good guide to the future in terms of how the population will increase. Albany is trying to increase density in the urban core, get high-speed rail, reduce the amount of urban sprawl, so the central fire station may see a disproportional impact of the growth. The focus of growth in the future is intended to be in the urban core. These may be a little under-projected.

Roe said he understood from the tour that the downtown fire station supports all the others. If the downtown station collapses, it won't be able to support them.

Reece asked Arasmith if the conclusion he is trying to draw is that the size and scope of Station 11 would adequately meet the needs as projected for size and staff at that facility or is it being boxed in. The facility won't be used to its fullest extent until it reaches the 20- or 30-year projection. That's what's happened in the past – budget constraints and compromise. He said he agrees with Ryals and Roe that the scope for this site is to make sure Station 11 meets the needs as projected for 20 years, and as growth goes, new fire stations will have to be built.

Arasmith said he has reached very few conclusions, but some things kept coming up: one of his major concerns is that it appears historically here and in other cities, there is a tendency to box in public buildings. Albany has done that except with Station 14. In doing something with Station 11, the committee needs to be concerned about boxing it in. The historic building at the back of the property is figured into the square footage needed, but it's not supposed to be torn down. It has to be repurposed on site or moved. Bradner said it could be moved off-site. The Council requested that it be saved in some way.

Morse asked if designing the building to go up another story would be one solution. Wyatt said another possibility is buying more property. Reece agreed with Wyatt; the City should keep an eye on the surrounding properties on any chosen site, but it would be prudent to leave them on the tax rolls as long as possible but be in a position to get the first option on a purchase. The City should have a plan in place that says, at five years from the need to expand, it's time to go shopping or otherwise tie up properties.

Morse asked if this is a consensus issue – as a matter of policy recommendation, when land becomes available, if you're in a boxed-in situation and you have a willing seller, find a way to buy it. Discussion followed about purchasing properties in the neighborhood surrounding Station 11. Reece said the City needs to take a look at the surrounding area, consider future needs, and be prepared to be a player when the time comes.

Cordier said the committee should give equal priority to understanding what really can be done with the so-called historical building. He said he doesn't know what the requirements are for that building and would like to really understand the regulations. Moving the building creates valuable space. He doesn't know if it has to be moved or what the requirements are to refurbish it.

Martin asked how a new multi-story building would affect parking needs. Bradner said the study is based on the 40-year staffing need and recommended parking reflects that.

Reece said an RFP is currently out for a new police station in Medford: 42,000 square feet, a not-to-exceed budget, an all-in price and the funds are there because they're going out for an architect and

engineer team. The project is on 1.14 acres and will include a 3-story parking garage on the site. A parking garage could be considered to handle parking needs when the Fire station needs to expand, he said. The Medford parking garage plan is for 223 spaces in three stories, Reece said, and the cost to build parking garages can be huge. He said he had called Medford to compare and get a sense of where this committee is going when it gets to consideration of the Albany Police building, but the information is applicable to expansion of the Fire station. The valuable space is the land. If it's needed for expansion, either purchase it or make it part of the plan. The YMCA is designed and laid out for three expansions, for example, and the same thing could be done with the Fire station, thinking toward the future and picking up additional parcels. The Dodge dealership building could be lifted and moved; there are many instances of doing that in this city. It could be moved now or later.

Arasmith said Station 12 on 34<sup>th</sup> has the museum, the bus barn, and the training facility and the Fire Department has built some interesting training facilities there. The downside is that if training is underway and hoses are out and the buses show up, they have to shut down and either roll up the hoses or drive over them. The museum is not open to the public and it uses space there. Looking to the future, he said, what are the plans for expansion of the other stations? People have come to him with concern that, if they approve a bond for new buildings, how long before the county or the schools or the City turn up with bonds to build something else? When most people write the check to pay property tax, they don't look to see how much goes to each place, just the bottom line. He also spoke about statewide property tax limitation measures and how those affect what local governments are able to do.

Regarding vehicle replacement, Arasmith said he read the 2012 plan on the web. He said Bradner had said he'd just used the majority of the vehicle replacement fund to purchase another ladder truck. Arasmith said he noticed a number of vehicles on the list that had exceeded their life expectancy and there are no funds to replace the ones that are already old, so what does the future look like? It comes back to the funding issue: go out for a bond, then a couple years later come back saying the City needs more money to buy fire trucks.

Morse asked Bradner and Hare to address how the Fire Department anticipates dealing with vehicle replacement. Can it be budgeted to create sufficient reserves to replace them in a timely manner or is this something the public would be asked to fund? Bradner said in the past, the Fire Department tried to set aside funds. When the public safety levy passed in 2003, a portion was set aside for equipment replacement; initially \$200,000 per year, increasing to \$275,000 per year. The Department was able to keep up for awhile, but with the recession, other costs going up and revenue going down for last four years, Fire stopped putting aside any funds for equipment replacement. Albany Rural Fire District provided a significant amount of money toward the new truck that's coming and the City contributed a portion. That has left the Department without enough money to purchase additional vehicles or major pieces of equipment.

Hare said staff has a proposal for the Budget Committee this year to transfer from undesignated reserves to put some money in equipment replacement. It's a challenge to fully fund all future equipment needs. City revenues rise and fall largely due to what people invest in the community. Albany has had times when investment has been running high and we get more revenue. The City's decrease in revenues exceeds the increase in expenses; that hasn't been true for the last 4-5 years. Projecting the future is difficult. The City is definitely seeing an increase in building activity right now, both in the number of new houses and commercial activity. It's unknown if that trend will push revenues ahead of increases in expenses or how assessed value will be affected. The City does have a short-term plan for funding equipment needs.

Arasmith continued with a review of his discussion paper. An issue he wanted to consider is moving the Albany Transit System bus barn but where? Up by the rest of the bus and other transportation facilities is

vacant property to the right of the entry to the train station, the former Mark Thomas Motors used car lot. It's been determined that it isn't deep enough for a fire station; he suggested moving the bus barn there. For the museum, if money wasn't an object, he suggested looking at property across from the Regional Museum. He suggested removing the building on site, building another one and putting the fire museum there. A lot of beautiful old fire equipment is in the museum and the bus barn and hardly anyone ever sees it: put it in the new building and turn the operation over to the Regional Museum or put it in the old Dodge building.

Regarding the Fire station, Arasmith said he is personally opposed to closing Sixth Street, and that is due to 40 years of work in public water and sewer systems. He suggested the committee consider two buildings with a skywalk across Sixth such as one that is in downtown Salem and a couple more in Reno.

He said he continues to question location of EMS supplies, whether it is best downtown in the congested area or at Station 13 on Three Lakes Road. The problem with Station 13 is there is no space. Another building on site already has stuff stored in it. A vacant lot next door could be used for expansion but it is mowed regularly so is probably not cheap, Arasmith said.

Hagerty asked to address the location of EMS supplies at the central station in relation to proximity to the hospital. All of the ambulances, regardless of what station they come from, have to go within a block of that station. If they had to go to Station 13 to restock, it puts the unit out of service and adds a whole lot more mileage. That's the logic behind having the supplies here.

Cordier said he understood that most medical emergency responses come from the Three Lakes facility. Arasmith added 34<sup>th</sup> Street. Hagerty said those two stations take most of the medical calls. Cordier said they have to go all the back out to their stations. Hagerty said Station 12 units do not, and they all go within a block of Station 11 going to and from the hospital. The depot used to be at the hospital but hospital ran out of room.

Bradner added that the person responsible for ordering EMS supplies is currently assigned to Station 13 but personnel rotate; they are not assigned to one station for their entire career. Every shift has a rotation schedule so their station assignments can change daily. He would not want to tie the supply depot to an individual.

Arasmith said he thought these were items the group should discuss and reach conclusions. He said he tried hard not to reach conclusions on his own. Another issue in the paper is replacement budgets for buildings as they reach their life expectancy. The plan could be that the City has to go out for a bond; with large capital items, that's common. For smaller capital things, he said he has for years promoted establishing a reserve fund to set aside enough money so when the item is worn out, another one can be purchased. Trying to set aside the money to replace a building like this over its lifetime is not a good use of money, he said. He said in the past he has recommended trying to accumulate 10% of the value of a large asset over its lifetime, so money is on hand to do preliminary engineering and architectural work and for lawyers to do bonding and grant work. He would like the committee to be thinking what will happen when the new Station 11 is worn out? Accumulating funds to replace it rarely happens in local government; it's really hard to do.

Morse asked Bradner to address Arasmith's suggestion to consolidate training at Station 12. Bradner said only portions of training would be at Station 11. The station would have a training room to get multiple crews together in a central location. If those crews are in training at the outlying stations and an emergency call comes in from the opposite end of town, those areas are underserved. If crews do have to get together, Station 11 is a central location so the effect on response time is less. The Fire Department

tries to minimize the number of times that staff is called together in one location. Hands-on training with props will remain at Station 12 but classroom instruction would be at Station 11.

Arasmith said he would like the City to look at a combined training facility: police, fire and public works employees need training regularly so having a centralized facility might be worthwhile. The idea of building multiple large training facilities on the surface doesn't seem like a good expense though it may be the only logical way. Bradner said four or five years ago, he put quite a lot of effort into looking into that, but came to the realization that Station 11 was a higher priority and the City would not be able to do both at the same time so he has focused Station 11.

Burright asked for clarification regarding training space at Station 11. He said the only big thing planned there is a training room and some ancillary spaces. He said he expects discussion later about using those rooms for multiple purposes.

Regarding programming needs for the building, Bradner said he had worked with McKenzie, another architecture firm in Portland that did the work on the seismic rehabilitation at Station 12. He asked them to review the ZCS study, and give him an opinion. Bradner passed around copies of the McKenzie review and highlighted statements regarding replacing the building; construction and consulting costs; location of command staff; training and community room functions; circulation and load factors; number of stories; acreage required (including the vacation of Sixth Avenue); adjacencies (bubble drawings); and room drawings. (see agenda file) Bradner said he was pleased with the review and found good information in it.

Wyatt said a key sentence is at the end of the next-to-last paragraph: the end of that sentence reads "...the City may be better served to better define the scope of the design and identify possible sites to better assess the true cost of the project." Morse said it identifies two issues – the scope of the design and the site. Wyatt said the group has settled on the site. Reece said the consultant is suggesting to drill deeper to determine actual costs per square foot.

Bradner said he had met with the Fire Department management team and they reviewed the McKenzie report and concurred. They discussed separate community and training rooms as nice to have but realistically, it made sense to combine them. On other elements, Bradner said, the team struggled. They want to see plans drawn before being able to say what would work and what could be cut back. They discussed some areas with similar functions that could be combined for economies of scale. Overall, he said, they agreed with the McKenzie report.

Cordier asked Bradner if he is going to make a proposal with a new list of elements. Bradner said he hadn't planned to and he was hesitant to do that: ZCS is the expert that has done the analysis. Some things that were included in 2011 have changed; the department operates differently in 2014. The department had looked at having a bullpen area for the fire prevention staff, tried it and found it not conducive to operations. Cordier said he had added up all the conference rooms, and they total 4,000 square feet; at \$200-\$300 a square foot, that's a big chunk of change. He said he doesn't know how to move forward if Bradner is not prepared to go through the list and say this is essential and that is not. Cordier asked who's going to do that.

Ryals said the McKenzie report is a structural engineer talking about what an architect is doing and that's what the committee is doing as well, like trying to build a human being by looking at the entrails. Looking at all the little pieces inside, the committee may be missing the big picture. The reason the committee is here is to look at what's appropriate here, not to design how many conference rooms. How much money can the town afford to spend? What is the appropriate place? What shape or form does it take? How does it relate to the community? Do we cut off the street? Cutting off Sixth Avenue creates a lot of usability in the station that is not there now.

Ryals said he starts by asking his client their budget. Going to the consultants, the response is to spend as much as you can because their fee is 25%. All the information from the consultants is good and the committee members should educate themselves as much as possible, but the committee work is outside of those details. The bottom line decisions will be:

- What is appropriate for the community
- What works best for the Fire Department; and
- How much money do we have to get there.

Ryals talked about the option of upgrading but preserving the existing Station 11 building. Does the community want to keep it? Is it an historic building or can it come down? Does it make sense to leave it there and then revitalize it as a piece of history? Those are the questions the committee needs to be addressing because they represent the citizens. The committee needs to look at the big issues: what is the right thing to do here? He said the committee is zeroing in on it: keeping it in that location makes great sense. Getting as much property around it at a reasonable price now makes sense. Members reaffirmed support for preserving the Hasty Freez. Ryals said it also makes sense to close off Sixth Avenue for the advantages it gives the Fire Department for functionality. Wyatt said it saves space.

Morse said the discussion had segued into the next big issue: what's the site plan going to look like, will it encompass Sixth and, if not, what does that mean. Ryals said the committee so far has been talking about designing from the inside out; they need to talk about designing from the outside in. Morse asked if the committee was ready to tackle that. He asked Bradner to refresh their memories about the plan that includes vacating Sixth Avenue.

Bradner said the "plan" is a concept. Conversations with ZCS and McKenzie included an option to close Sixth Avenue, purchase the properties to the north and south, build apparatus bays on Sixth, and build firefighter living quarters to the north. When that phase was completed, emergency response personnel and equipment could move out of the existing station, relocate day staff for awhile, demolish the current building, deal with soil issues and build the second phase. Station 11 would be able to respond to emergencies continuously throughout. Morse asked if a two-story building would be included. Bradner said he would leave that to architects and engineers but he assumes it would have to be two stories because of the site's limitations.

Burright asked if Bradner had contacted neighbors regarding closing Sixth Avenue. Bradner said he has contacted the owner of property at Baker and Sixth, they're fine with it, and they in turn spoke to other neighbors and reported back that those neighbors are fine with it as well. Those most directly affected by the closure have said they look forward to the change.

Steele asked for clarification from Bradner and Ryals regarding input from architects and engineers. She said part of the negative discussion in the community about why the bond measure didn't pass was that they didn't have enough specifics. She said she hopes that the committee will eventually have more details such as one story or two; they need more detail than just this is where it's going to be built.

Wyatt asked about the breadth of environmental testing and specifically the chemical plume from the drycleaner. Bradner said multiple sites had been tested on Fire property. He has not seen the final report on the testing but expected to get the formal report in the next few weeks. Morse said something that may be positive is the nature of the gravels and the amount of clay in the soil here makes it less permeable.

Morse said the issue on the table is the building footprint and whether plans should include Sixth Avenue. Ryals said 2050 doesn't seem very far down the road for a building. He said he would challenge the architect to show how the space could be doubled on the same site; after 2050, downtown will be denser.

A picture of what is planned is also important, Ryals said. If people can see it, they can get behind it. The last ballot was just a request for money and people didn't know what would be done with it, he said. Push architects and engineers and make them think beyond boilerplate answers.

Cordier asked if a subcommittee should be formed to go to architectural firms to lay out a matrix of what the committee would like to see. Ryals said the committee is the client and could ask for options. Members agreed that it is best to decide on Sixth Avenue before getting building plans. Martin said the only drawback he'd heard to vacating Sixth is the location of utilities. Arasmith said there are ways to get around that and he listed questions that need to be asked: the street appears to have a sewer and a water line in it – what will be done with them? How will the City avoid dead-end lines? What will happen to all the other utilities that are now overhead? They will someday want to go underground. Is closing Sixth Avenue going to be a hindrance and if so, how much of one? He said it's not insurmountable but the issues need to be identified and abatement addressed.

Ryals asked if Albany Public Works had looked at it. Bradner said Public Works has looked at the issue twice in the last three years and gave a total cost of about \$120,000 to relocate the utilities and it is easy to do.

Morse asked the value of the road. Vacating the public right of way is an offset to those costs.

Arasmith asked if staff knows the future plans of the other utilities. Wyatt asked if, in "relocating" utilities, they would be just cutting off loops to make it work or looking to keep utilities working 50 years from now. He said that would be more expensive than what was just quoted.

Cordier said he would like to not decide on Sixth Avenue at this meeting. He wants to consider choices – what the building will look like, numbers. Morse asked if the Public Works Director could come to next meeting with specifics about vacating Sixth Avenue. Members agreed that would be helpful. Steele said she is in favor of vacating Sixth. As population densities increase, blocking Lyon Street with apparatus coming in and out of the station will continue to be a problem. Bradner said the Public Works Director may be able to describe the utility relocation and street vacation in a memo or report, or he or a staff member could attend the next committee meeting. Morse said that would be good.

Ryals said the utilities in the downtown area are on a grid and everything is redundant. Outlying areas of town have more outages because of fewer redundancies. He said he believes the value of vacating the street and rerouting the utilities will vastly exceed the cost of doing so.

Burright said he was one of a few at the last meeting who were reluctant to close Sixth but he has thought about it a lot since and Bradner's argument is very persuasive. It makes sense to close it off, but he would like to have more information about the costs. Addressing Cordier, Burright said he doesn't need to see a lot of options for building design and configuration on the site, with and without the vacated street, because each such option would require a lot of time and money to create. He feels comfortable with saying just close off the street and go with that.

Cordier said he tends to agree, but Reece brought up the idea of a parking garage that might totally solve the parking requirements; that idea didn't come up until this meeting and he doesn't know what other ideas there are.

Ryals added that architects and engineers have looked at the situation and solved it, looking out to 2050, and that's not far enough out; that's how we got to where we are now. He noted that he hasn't toured the fire station yet and needs to make the time to do that.

Reece said the ground pollution issue can be solved and the City has taken steps to do that already in working with DEQ and investigating the drycleaner fund. He said that issue can be set aside. Regarding Sixth Avenue, vacating the suggested area would give the site roughly another 14,000 square feet for free. He also thinks there's a solution to the franchise utilities and would like more information about water and sewer to the site. He said the committee has agreed on the site; now it's time to do some planning. That will cost money, he added, but the committee can't plan on a paper napkin and take that out to the community; that's not a professional way to go about it. This may slow the process down but it could possibly give needed definition and allow the committee to make a proposal and find a way to fund it. He thinks the committee is at the point that Sixth Avenue stays on the table and they do some site planning around it. If it stays open and they need another 14,000 square feet, look again at the parking structure. He hadn't suggested the parking garage earlier because he'd thought parking could be accommodated across the street. The committee is looking ahead to build-out so a parking structure may be needed at some time.

Burright said maybe the committee is being presumptuous in calling to close Sixth Avenue. Instead, maybe they should say to close Sixth if the utilities work out and then go to architects. Give us the schematics based on the program and let the process begin. Maybe they'll say it can be done without vacating Sixth or there's no way to do it without Sixth, or, he suggested, add to the policy statement that 2050 is too short, look out farther when downtown has a higher density so that, when doing the schematics, the architects make sure the site works.

Morse said the committee needs to be sensitive to the scope of its charge. Designing the building is outside that scope; they are looking at broad parameters – location, general configuration. Design is a handoff. It's the direction for the recommendation.

Ryals said committee members are not the engineers or the architects; they are the owners. They need to come up with a directive to the engineers and architects. What they've studied so far is good but is not sufficient. He said he thinks they need to take a broader picture and look longer term.

Norman said next step is something more that costs money. He agrees the committee needs to come up with something to present to the public that's more detail than lines and boxes, but that could take months with an unknown cost; he said he doesn't know how far down that path the committee should go.

Morse said the policy issue for this group is to recommend to the Council to do these things. One of the things that is obvious, Morse said, is the need for more and better definition of what the public is financing. Then, he said, the recommendation should include consideration of the broader horizon; we need to be thinking beyond the next 20-30 years.

Reece agrees. The recommendation should be this site and now that the site is chosen, do enough concept planning to create a budget and a site plan that will demonstrate to the public what they're going to pay for. Ryals said Sixth Avenue could be saved but that will cost more money than vacating it. Reece talked about his involvement in improving the baseball stadium at OSU, how building codes accommodate building over utilities, and the variety of options available through modern technology that allow projects to move ahead on top of underground utilities.

Arasmith said if Public Works' estimate is accurate for relocating utilities in Sixth Avenue, it's a cheap price to pay for 14,000 square feet.

Morse asked to identify tasks for next meeting: one is to ask the Public Works Director to come back with more details about vacating Sixth, the pros and cons.

Reece said the committee should be thinking about is what they would like the City Council to budget for the initial building, with expansion possibilities programmed in to be budgeted and added later. Burright said he understood that the plan calls for most of the building to be used right away. Bradner affirmed that.

Burright said he feels like the committee is getting close to making a general recommendation to the City Council for the Fire site. Cordier said he may be operating under a misunderstanding or expectation. He believes the public is not going to approve anything without some architectural and engineering drawings, in general what it will look like and the features it's going to have. He said he thinks the City Council knows that and they've known it since November. He thought the committee was going to be able to recommend some building features, like a two-story building, spanning Sixth Avenue or using Sixth Avenue. He doesn't want to see the committee making a general recommendation with general guidelines. He asked if one of the recommendations would be to build a model, like Scio did. Unless that kind of work is done, they're not going to buy it.

Burright said he hadn't heard the committee preclude anything Cordier said. Cordier said the committee needs to be part of that process; if they turn over a set of vagueness to the City Council and they come back with a proposal, will the committee come back, have another meeting and say they support it.

Morse summarized the discussion: how much detail should the committee get into? Martin asked how much detail do voters need – do they need to know how many toilets will be in the building or a conceptual elevation of the front of the building or an aerial view. He said the committee can get into too much detail. The November vote was close; if the committee provides real numbers for the fire station and the police station, he said, and he doesn't think much more would be needed.

Cordier said until some leg work is done, the committee will not have real numbers. That's the problem.

Wyatt said the committee will need to go to somebody and tell them this is the scope of the project they want, with a conceptual layout on this site with a couple of options and produce a preliminary cost estimate. That will take 3-4 months and probably cost a couple of hundred thousand dollars. That will take the City going out and getting a contract to produce that to be able to put that on the ballot. He thinks that will be the recommendation that comes from the committee: "we recommend that you go buy this kind of product." Out of that, the committee may want a model but certainly wants a conceptual drawing and elevation in plan form with enough of a cost estimate to cover what the plans show. That's what needs to be produced; Wyatt said he doesn't think this committee is going to contract with anybody. He said he would like to know what the conceptual plans would cost.

Ryals said the cost and time frame are about right. He said the committee has discussed various building features and planning for needs through 2050. He suggested that the committee could look at it another way: show the consultant the site, ask how to make maximum use of it, then scale it back to what the community can afford; say this is how much land we've got and how much money we've got and what can be done with it.

Cordier said one way to answer the money question is to look at some other buildings that have been built recently for a certain number of dollars, look at the square feet and the kind of facility they have and be in that ballpark. He said there is no reason for Albany's building to be twice as expensive as one in Sherwood.

Several members noted that they would be out of town during spring break when the next committee meeting is scheduled. Discussion of other meeting dates followed.

Ryals asked Hare what the City Council expects of the committee. Hare said the committee has already decided that the fire station needs to be replaced and it should be on the current site. If the next recommendation is to produce a plan, the Council would take that seriously and consider doing it. Resources are available to do that and Hare said that is not straying very far from what they expect.

Burright said Wyatt's suggestion is part of the logical process anyway. If that is done and it is part of what is eventually put to the voters, it is not money that's wasted. Steele said she has thought of what the YMCA and Boys & Girls Club did to sell their new buildings; conceptual drawings help people to see what they're getting. People need a visual. Burright noted that the program document will be available, which will list the building contents.

Cordier asked if it is untimely to take a recommendation to the Council as a result of this meeting to say the committee wants the Council to proceed with architectural drawings. Steele asked if the Sixth Avenue issue needed to be settled first. Reece said drawings are where the committee is headed and Sixth Avenue will play into the site plan. Steele asked if conceptual plans would show both options for Sixth Avenue.

Reece said the committee has concluded this is the site, and needs to move forward but they can't until it has an idea of what the budget is and a plan. The next logical step would be to ask the Council to move forward and get conceptual drawings. Reece added that Bend has built several fire stations in recent years; staff could poll other locations that have built facilities to keep testing the metric for construction costs and get budgetary information. He said the public won't appreciate the vision unless they can see something; he thinks the committee still needs some sort of site plan or schematic.

Discussion continued about what would happen with Sixth Avenue. Ryals called for a survey. He said leaving Sixth Avenue open there is dumb; vacating it is obvious.

Arasmith opposed vacating Sixth; he said he does not have enough information.

Roe, Edwards, Norman, Burright, Berg, Steele, Reece favor vacating Sixth Avenue.

Cordier said he is not in favor.

Martin said he can't imagine utility costs being so exorbitant that it would outweigh the value of the land. He favors vacating the street.

Wyatt said the site doesn't work without vacation.

No consensus.

Morse noted that the issue is not time-sensitive. He suggests getting more information from Public Works, then re-visit the discussion. Burright asked what additional information is needed.

Cordier said he thinks there are bigger issues than just the initial cost. He said he doesn't know what benefit the City would get from vacating the street. On a piece of property across the street from the fire station, the corner could be shaped so it's not a sharp corner. He doesn't know how big a problem that really is. He noted that he doesn't live in the area and doesn't have a vested interest, but cutting off the traffic pattern will lead to regret.

Wyatt said the committee has reached the point of making a recommendation to the Council to go forth and get a conceptual site plan or drawing; the option to vacate Sixth Avenue and use the additional 14,000 square feet or not will probably be part of that process. He said he would start a survey to make a recommendation to the City Council that they start that process and have vacation of 6<sup>th</sup> as an option or not. All agreed.

Ryals said there are more things than Sixth Avenue at issue in that study. Cordier asked about the precise wording of the recommendation. Morse said that has not been decided. The foundation for the Fire

Department building recommendation has been laid; it will be clarified and language will be presented to the committee for formal adoption at a future meeting.

Morse asked Hinrichs for an explanation of two documents from the Police Chief. Hinrichs said the documents were intended as background for future discussion of the Police building – the Police Department annual report and projected staffing (see agenda file).

Hinrichs briefly explained the annual report:

- Page 2 shows overall calls for service
- Page 3 shows Part I violent crimes as consistently below average and Part I property crimes consistently above average
- Page 4 gives specific numbers on crime types
- Page 5 shows Part I violent crimes per 1,000 population – Albany has the lowest rate for cities of similar size in Oregon; third highest for Part I property crimes
- Page 6 shows person and property crimes added together. Albany is third highest again.
- Page 7 shows sworn officers per 1,000 population. Albany is tied for second lowest number of officers per population for cities of the same size.
- Page 8 shows Part I crimes per sworn officer. Albany ranks No. 1 among all comparable communities for number of calls for service per sworn officer. A table at the bottom shows how hiring and training affects the number of officers on the street.
- Page 9 goes over traffic statistics.

Ryals asked if crimes per sworn officer is an annual number. Hinrichs said it is an annual number but only concerns Part I crimes which are the most serious person and property offenses; it doesn't reflect an officer's full workload. Hinrichs said the figures are not intended to be used to convince the committee that the Police Department needs more officers but to show that, when talking about projections in population, APD is at a very low level now. Projections can be based on that level, but the committee should be aware that the department is below where it should be for sworn officers.

Hinrichs said pages 10 and 11 deal with more traffic statistics, pages 12 and 13 show narcotics seizures and a map of crime patterns.

The second document shows actual and projected staffing requirements. It shows different ways to look at how many officers and staff would be in the Police building.

#### Next meeting date

The group settled on April 8, 2014 for the next meeting. Environmental test results should be back by then and information will be provided by Public Works regarding utilities in Sixth Avenue. Cordier said that may give the City Council time to tell the committee what has been done to issue a purchase order for schematic drawings. Burrig said the committee hadn't officially asked for that yet. He asked if it made sense to do that now for just the Fire Department or wait and do a total package. Cordier said Wyatt had called the survey and part of that survey was to tell the City Council the recommendation to get drawings for the Fire Department, starting now. Burrig said he thought the committee still had other pieces to add to the Fire recommendation.

Discussion followed about when the recommendation would be taken to the City Council. Wyatt asked if someone would draft the recommendation as it was surveyed, with the further time frame as an added component. Ryals said, in looking at the time frame, the committee should consider the optimal

maximization of the site and how to scale that back to current needs.

Cordier asked Smith to read back Wyatt's motion. Smith said she would trust the audio recording of the meeting but her written notes show this: "Wyatt recommends that they start the process, using the vacation of Sixth as an option, look at utility costs and start the process right away toward getting a conceptual drawing." Her notes show the recommendation worded a few different ways because it was said at different times by different people. Wyatt's statement just prior to the survey was to recommend to Council to get a conceptual drawing and leave Sixth Avenue as an option. Arasmith asked about Burright's summary of the wording after that.

Morse said the committee has more than one audience – the City Council but also the public. The public is really the audience for this enterprise. He said the committee needs to think comprehensively about what they are recommending; what are the consensus findings and that has to do with need; and do their work and make a recommendation. To start breaking it up just doesn't feel right to him, he said. If it takes another two months to complete the work doesn't seem unreasonable, Morse added. He said what the committee does here, what they say, find and recommend will largely influence what happens in the community.

Ryals said another thing that has not been discussed is funding sources. The committee may want to tell the Council that it should consider other funding sources. Roe said it may be confusing to make a recommendation for only the Fire station when the committee hasn't yet discussed the Police building; that would not be fair to Police.

Cordier said he had hoped the committee could make incremental recommendations as opposed to saving them all up because timing is an issue. Those who toured the fire station know it's a terrible place to live. An incremental recommendation gets going with part of the project that they know has to be done. He said if the *Democrat-Herald* told the public that the committee had recommended that the City Council start working with an architect to maximize the use of that site, look at a couple of different options and come up with some plan views, he thinks the public would be glad to see that.

Burright said that even if the committee told the Council its wishes tonight, there's a process the Council has to go through that will take time. He said he is sure the word will be relayed to the Council that this is the direction the committee is heading.

Wyatt said he would like to see the survey in writing to make sure it captures what the committee's discussion. With that in writing for the April meeting, the group can talk more about whether they want to do recommendations incrementally. Regarding financing, for example, Wyatt said the committee should decide if they want to recommend it all in one piece or in phases. He said they need to at least getting the concept out there and the process started. He thinks the Fire station is almost a no-brainer, while the Police station will be more difficult for the committee to assess. He doesn't know if the whole thing needs to be done at once in an RFP; it might be good to have two different architects looking at the two different projects.

Burright said he understands the critical need, especially at the Fire Department, and getting things done fast, but something the committee has talked about from the very start was making sure they do it right and not fast.

Morse said he would like to have Bradner's list of issues and concerns included as findings to support the recommendation. Ryals said that is a document that the public could read when the committee says this is what they recommend and why.

### Tasks to complete

Morse noted that Cordier had raised CARA as a possible source of funding. Hare is going to bring in an urban renewal expert to talk to the committee about urban renewal in general and what the options are for using urban renewal funds for projects like these.

Arasmith recommended that the committee bring the fire issue to some sort of conclusion before delving into Police. Morse and Burright concurred.

### Committee thoughts and comments

Ryals thanked Hinrichs for the Police Department tour. In reflecting on that, Ryals said a couple of things are obvious – the need for more officers, and the need for a better facility; they need more room. The big question there seems like where should it go and he has no answers at all.

Arasmith said he likes the discussion and that the committee is moving toward some conclusions.

Norman thanked Arasmith his in-depth analysis. He said he is torn a bit because he wanted to move forward quickly because the need is clearly there and if it's going to take several months to get the conceptual piece, he doesn't want to wait but he agrees with Morse that the committee needs to address both the Council and the public.

Burright said any time you have a group process, it's interesting. With potentially controversial issues and multiple ideas about how to solve them, it is even more interesting. He said it will be tough to have patience and to work this through; some people will be ready faster than others but they have to come together as a group. That will give them an opportunity to bring the public along as well.

Steele said she envisions the committee, on behalf of the public, going to the Council and saying this is what we think the public wants, not so much what the Council expects them to do. She asked about the list labeled Questions and Issues. Burright and Smith explained their origin and purpose. Steele said she was particularly interested in the future operation and maintenance costs of new buildings and how that fits in with information coming from the architects. Morse said information could also come from Hare during discussion of financing options.

Reece said he appreciates that everyone has their heart in the right spot; they know there's a need and they need to get it done. He hopes the committee will make suggestions to be creative about financing. He was very encouraged by Arasmith's white paper, which drove the committee to discussion about replacement and maintenance costs and to hear that those are budgeted. He agrees that he tends to want to get to the bottom line more quickly, but the public deserves the committee's time to make sure they make the right suggestion.

Cordier said he appreciates opportunity to voice issues, get positive responses, and being able to work with everyone. He said the committee is trying to eat an elephant and the only way to do that is one bite at a time.

Martin said, on behalf of those who get up at 5 a.m., the meetings should end at 8:30 so everyone can leave by 9:10.

Wyatt said he's encouraged by the progress.

### Comments from the public

Quinn said he's been on a couple task forces before and they regulated the time for their meetings. When he served on a pool task force, after the defeat of a bond measure, the task force rented a bus and visited a lot of different water facilities in Oregon and Washington. In the last few months, Quinn said he has seen a couple police stations being built and some fire stations being finished. He said visiting them would be a good thing to do; the committee may be able to find plans for other facilities that could work here and save the cost of getting new plans.

The meeting adjourned at 9:46 p.m.

Respectfully submitted,

*Signature on file.*

Marilyn Smith