

Public Safety Facilities Review Committee
Tuesday, April 22, 2014
7:00 p.m.
Council Chambers, Albany City Hall

1. Call to order
2. Approval of April 8, 2014, minutes [Pages 3-15]
3. Comments from the public
4. Committee recommendation to City Council for Fire facility [Pages 16-18]
5. Police building issues – Mario Lattanzio, Jeff Hinrichs
6. Updated meeting schedule
7. Review of questions to answer, issues to address, tasks to complete
8. Next step
9. Committee thoughts and comments
10. Adjourn

Next committee meeting: 7:00 p.m., Tuesday, April 29, 2014, Council Chambers

Proposed committee meeting schedule and focus:

- Tuesday, April 29 – Police building needs
- Wednesday, May 7 – Police building programming and specifications
- Thursday, May 15 – Police building location
- Tuesday, May 20 – Funding options and construction process
- Tuesday, May 27 – Funding options
- Tuesday, June 10 – Final recommendations to City Council; **last meeting.**

Public Safety Facilities Review Committee

Consensus Findings

January 28, 2014

- Adopt survey process
- Reach decisions by consensus

February 11, 2014

- Adopted January 28 minutes
- Adopted mission statement
- Fire Station 11 needs to be replaced.
- Station 11 replacement should be on existing site.

March 11, 2014

- Adopted February 11, 2014 minutes
- Discuss capital financing and operational costs for both facilities toward the end of committee work
- Adopt “Fire Station 11 Issues and Concerns” as findings.
- Recommend to the City Council to get conceptual plans or drawings for a new fire station at Sixth Avenue and Lyon Street, allowing for possible vacation of Sixth Avenue.

April 8, 2014

- Adopted March 11, 2014 minutes
- Develop common population projections for 2034 and 2064.
- Ask Mark Shepard to do modeling on removing utilities from Sixth Avenue.
- Commission conceptual drawings for a new main fire station with programming as outlined in Chief Bradner’s memo and within a range of 25,500 to 29,386 square feet.
- Add “incorporate energy-efficient systems to keep lifecycle costs and operating costs affordable” to final sentence of Fire Station recommendation.
- Agree that the Police Department needs more space than it currently has.

DRAFT MINUTES
Public Safety Facilities Review Committee
Tuesday, April 8, 2014
7:00 p.m.
Council Chambers, Albany City Hall

Call to order

Co-chair Burrighrigh called the meeting to order at 7:00 p.m. He said the committee has covered a lot, he feels they are close to making some decisions and he hopes they will do that tonight. He said he hopes they will be in a position to focus on the Police Department at the next meeting.

Burrighrigh also noted that Ralph Wyatt is absent due to the death of his wife.

Approval of March 11, 2014, minutes [Pages 3-19]

Steele moved to approve the minutes; Edwards seconded. Minutes were approved.

City Strategic Plan update

Burrighrigh said the media had written about the City Council recently updating the City's Strategic Plan. Objective 13 talked about the police and fire stations, including a plan to go out for a bond vote in May of next year and complete the Fire Station by 2016. He said he and co-chair Morse were extremely concerned about the language; that wasn't the condition under which they were asked to help, and not what they had explained to committee members. However, the same language had been in the Strategic Plan for a number of years, and had been carried forward with an updated date on it each time. When it came before the Council, they let it go the way it was. Last week, Morse met by phone with Burrighrigh, City Manager Wes Hare and Councilor Floyd Collins and talked about their concerns. Burrighrigh said he appreciated the candid talk; Collins followed up by working with the Council to get the language fixed. Part of what worried Morse and Burrighrigh is that perception becomes reality; they didn't want anyone to misunderstand. The new language was approved by the City Council at its work session on April 7; normally the Council doesn't take action at work sessions but they felt the change was important and wanted to take action before the next committee meeting.

Burrighrigh asked Collins to comment. Collins said the original language was identical from last year. In the back of the plan, the Fire Department noted that it had been fulfilled because the City had gone to voters with a bond measure in November 2013. The language got by him, he said, and apologized for that. It was seen by some as a placeholder, by others simply an oversight, he said, and he thought it would be better to clarify any opportunity for people to misunderstand. The Council said to the committee to look at the facilities, give them recommendations, then they will take a look at it. In discussions at the work session, Collins said, the Council gave the committee their complete support. They want the group to continue with its work and give them recommendations. The Council is still hands off; they are not trying to direct what they are doing or presuppose what the recommendations might be. The Council wanted to make sure there was not an opportunity for a misunderstanding or anything that would drive a wedge between the Council and the committee.

Comments from the public

None.

Committee member resignation

Burright announced that Pat Hagerty has resigned, not because he doesn't support what they are doing but because of a prior commitment to development of a new program at Oregon Health & Science University.

Agenda packet

- Population projections [Pages 20-21]

Burright said he would not deal with the projections a lot tonight because population changes affect Police programming more than Fire Station needs. Arasmith had conversations with City staff because of concerns about the numbers. Arasmith said he had talked to planner Anne Catlin and she is willing to do additional projections. In summary, he said, Portland State University projections for 2050 are 73,000; at 1.9%, the number used by Police, the projected population is 104,000. He said Catlin agreed with him that straight line projections are not an appropriate way to go out that far; she thought 1.4% might be better but last three years, population increases in Albany have been zero, less than a tenth and about .2, so even 1.4% might be too much. It is difficult to make accurate population projections for small geographic areas. Arasmith said he doesn't care what the number is, but he would like to see Fire, Police and City Planning at least using the same range. He said projected Fire administration and support personnel are based upon the 2050 population, but he couldn't find the methodology in the report.

Arasmith said it gets more complicated; the downtown core area does not have much buildable land left, compared to south Albany and North Albany. He said Catlin is willing to sit down with Police and Fire and do more in-depth analysis. He said he thinks that would be worthwhile.

Burright said he thinks the committee has more work to do on population, especially with Police.

Cordier said it seems like the committee can choose what population formula they want to use, but he would prefer that the City come out with a projection upon which to base the committee's recommendation. Discussion continued; the group reached consensus in asking for 20-year and 50-year population projections.

- Sixth Avenue utility relocation [Pages 22-26]

Burright said Arasmith had talked with Public Works Director Mark Shepard today. Arasmith said Shepard did not know that vacating Sixth Avenue might include building on top of Sixth Avenue. With a building there, it would not make sense to have a waterline in the street but instead re-route lines to Fifth or Seventh avenues. Shepard said he would like to do some modeling for system changes but needs direction to do that. Arasmith told Shepard that the committee did not have a building footprint yet. A new 12-inch line in another street would create increased cost, Arasmith said.

Burright asked if it would make sense to ask Shepard to take another look at the waterlines when the committee has conceptual drawings and a price estimate from an architect.

Ryals said the City has a computer model of all the line sizes and could do additional analysis of vacating the Sixth Avenue line by using that model; staff would not necessarily need a building footprint.

Consensus: ask Shepard to do modeling on removing the waterline from Sixth Avenue between Lyon and Baker streets. Bradner will contact Shepard.

Collins commented that the review could take 10 minutes or half a day; regardless, shifting to a line a block away should not have an effect. Reece noted that all four streets surrounding the site have water lines. Burrignt said he hasn't heard any insurmountable issues.

Arasmith added that both Shepard and Catlin were very nice to deal with and he wanted to thank them for taking the time to call him.

Scio, Corvallis facility tour report

Burrignt apologized for giving the committee short notice of the tours; if others wanted to go but couldn't that day, he said arrangements could be made to do that. The tour happened on April 3; Wheeler, Steele, Edwards, Burrignt, Cordier and Arasmith attended. They started at the Corvallis Main station downtown. It was built in 1998 and is roughly 26,000 square feet; 1,000 square feet is used by other City departments, including use as Council Chambers. The station cost \$4.4 million; adjusting for inflation since, in 2014 that would be \$6.7 million. Cost per square foot was \$169 in 1998, \$257 now. Burrignt said he was from Corvallis and had always wondered what the inside of the station looked like, because the outside is a lot of frou-frou. Corvallis fire personnel said the City of Corvallis wanted a gateway building there. The interior more closely approximates what the committee has been talking about.

The tour went from there to Scio. Burrignt described the fire station, finished in November 2013, as a neat building. It cost \$152 per square foot. It's a different creature from what this committee is talking about – it is a single story building; a rural, volunteer fire department; and the building has no sleeping quarters. A lot of the amenities that Albany would need in a main station are not there. It has very small administrative space because it's not needed. He said he was impressed with how nice the building looks; it fits in Scio.

The committee viewed Arasmith's photos of the exterior of both stations. Corvallis's building is mostly brick; Scio has Hardieplank siding with metal above. The back side of the Scio building is metal, which former Fire Chief Rich LaBelle described as your standard shop building. Corvallis had the money; they did not have to go out for a bond. Scio Rural Fire District had to pass a bond in some of the worst economic times possible; a bond had failed once earlier. They worked very, very hard, talked to as many people as they could get to listen, involved as many people in town as they could, hired an architect for conceptual drawings, came up with a footprint and elevations, and built a model to take around to show to people. Once the bond passed, they hired the same architect to continue with the project. When it was ready to go out to bid, they hired the architect to be their construction manager. It worked very well for them. Wheeler said the architect didn't take the usual cut.

Edwards said something that Corvallis stressed, besides looking out 50 years, was that they are already out of storage. For example, they are responsible for landscape maintenance on the entire city block and they have no place to put garden tools. They emphasized that, when Albany makes a plan, overdo it with storage. She said she was impressed in Scio with their having one guy who championed the thing. He took the building model everywhere to show people what they were going to get for their money. The building has a lot of cost-saving features to save energy. In Corvallis, Edwards said, she had always wondered how Fire engines get out onto the street. They go out the back. She agreed that the Corvallis station has a lot of frou-frou, and added that it has a flat roof that is leaking already.

Arasmith read from notes he made on the tour: Corvallis – plan out 50 years; don't box yourself in on the property; can never have enough storage; functionality is more important than appearance; not all architects with experience in designing fire halls are worth the cost. The Corvallis chief said they had the same architect on three buildings; asked the advantage to that, the chief said "it's a nice looking building." Arasmith said the Corvallis chief recommended that the project manager should be two people

-- someone with construction experience and someone with fire experience. At Scio, he learned you need a champion; that was the heart of getting that through in Scio. It passed by 55 votes. The qualified project manager/architect in Scio saved them quite a bit of money; he was very tight with change orders. Also, you need a floor plan, a footprint, something you can show to sell it.

Wheeler said the biggest thing he took away from the trip was the need for a champion. He noted that LaBelle was enthusiastic and he could imagine him explaining the project to people, able to answer any questions they might have. Albany needs someone like that. In choosing an architect, Scio hired a guy out of Eugene. Wheeler said he thinks one of the reasons it passed was that people realized that the fire district was trying to do the project as efficiently and cost-effectively as possible. He said Scio's building won't fit Albany's needs.

Burright noted that the visitors didn't get to meet Duane Miller, who had shared the Chief's job with LaBelle. Each had extensive backgrounds in fire service, LaBelle with Albany Fire and Miller in Lebanon, and Burright could see that they would be a good team. Bradner said Miller also has a background in construction.

Cordier said the champion is one part of it, but the other part is that LaBelle developed credibility in the community for aggressive cost management. Their change-order management and approval process – they had that squeezed right down. Every aspect of the building was examined; even the water heaters do not have the standard 80-gallon commercial tanks but quick-response, gas-fired units on the wall that would save them money. Burright said the reason for the small water heaters is that people don't live in the building so they don't need hot water all the time. Water is heated only when someone turns it on.

Cordier said LaBelle was enthusiastic about bringing value to the community and the community bought that and it was evident in the building. LaBelle also talked about public buildings requiring alternative energy sources; Arasmith pointed out solar panels on the Scio building's roof. Cordier noted that LaBelle had said Scio's worst-case response time to an emergency is 15 minutes; Albany staff have talked about the difference between response times of 3,4, or 5 minutes but Scio is living with 15. Cordier said the \$2.4 million included furniture (LaBelle said Scio got the furniture for free from the Oregon Department of Public Safety Standards and Training when DPSST did some redecorating). Cordier mentioned a computer with a large, wall-mounted touch screen that serves as a training tool – they brought innovation to these building.

In Corvallis, Cordier said, although they had the money, they were not cavalier about it. They drilled down over and over and over again to make sure the building gave them what they needed. It was a very carefully-managed project, as if it was their money. Flat roofs cause problems. The emergency generator can run the entire building. Scio has natural gas and propane generators. The Corvallis City Council made a decision some time back that allowed narrow residential streets, based in part on someone determining that fire apparatus was a certain size and wouldn't get any bigger; Cordier said the Fire Chief was grieving about that because he can't get ambulances through some of the neighborhoods; that's a concern that we need to be aware of. Scio building has wider bay doors than normal at 13 feet; Corvallis has 12 feet. Martin said Scio has volunteer drivers.

Cordier added that one substation in Corvallis is closed. The Corvallis Fire Chief said new residential construction does not generate new calls. Facilities such as the Mennonite Home do generate more calls. Bradner said new residential areas tend to have younger, healthier families; as those neighborhoods age, they do generate more calls.

Steele said each building had completely different ventilation systems and they are also different from what Albany has. Corvallis windows open where they aren't supposed to open, wasting heat and cooling.

She said, for the Corvallis building being relatively new, they have a lot of issues with it. Scio had a good feeling about it, simple in design. The metal-sided bays were very nicely done.

Norman asked if they get into utility costs? He noticed that Scio had on-demand hot water and solar panels; did they talk about energy efficiency? Arasmith said Scio had talked about that. Each room is heated individually, lighting is all low-energy, the solar panels were generating power during the tour despite cloudy weather, Norman asked if they made some of those choices intentionally to save costs over the life of the building. Tour group members agreed that Scio had done so. Wheeler said Scio had planned all along to deliver the project at the lowest possible cost with ongoing savings.

Steele said Scio had the drive-through bays like Albany wants; Corvallis has it but can't use it because they need the space. It's almost a waste of installing the doors because they can't go out onto Harrison Street.

Arasmith said Scio did a lot with technology. The community room is set so groups can use it without anyone else having to be there. At Corvallis, staff commented that wi-fi doesn't travel well through concrete and steel.

Burright said something he found interesting about Corvallis was that interior was fairly austere. It has no huge wide hallways; they are functional but narrow. He said if the committee visits the new Lebanon Police building, they will find polar opposite.

Continued discussion of Fire Station programming and space needs

Bradner said, after visiting Corvallis and hearing about their storage issues, he is hesitant about cutting back on storage. He said the Corvallis chief at the time the station was built was able to articulate what he wanted in every room; 16 years later, the current chief wishes a lot of things were different. Bradner said he hesitates to pull back too much from programming recommendations made by the consultants hired by the City earlier.

He distributed a memo (see agenda file) that reflected review of building programming in an attempt to cut back some from the recommended 29,000 square feet to a more appropriate number. He said he had met with the Fire Department management team about what might be combined. He talked to McKenzie, the architects that did the recent retrofit at Station 12, and used the tours to help get additional information. He went through the memo with the committee, explaining factors used to determine the size of different areas inside the building. Regarding meeting room space, the ZCS study includes a training room, meeting room, and community room/classroom. The goal was to have kids come there for fire prevention and injury safety classes. He believes the meeting/classroom space can be combined into one space, saving about 600 square feet.

Regarding restrooms/locker rooms, Bradner said he would look at combining them into unisex areas in lieu of separate areas for men and women to save 346 square feet. That would create common areas to store belongings, with individual unisex bathroom/shower rooms. He is considering five shower spaces. Separate restrooms/locker rooms are shown in the study for use by life safety staff; the management team felt those employees could use the same restroom/locker area as line staff. Managers also looked at apparatus bays, storage space, and firefighter living areas. They believe those areas are all adequate and made no changes but by making the other changes had come up with overall needs of 25,500 square feet.

Cordier said a huge amount of floor space in Corvallis was dedicated to storing inspection records. It seems like those should be stored some other way in the future. Steele said Corvallis personnel reported that they are converting to electronic files. Cordier said that frees up some of the other space.

Steele said another difference in Corvallis is the three OSU students who live at the main station. Albany doesn't have them. She said it is interesting that the two communities, next door to each other, have different philosophies about how a Fire Department works. Bradner said Albany Fire used to have volunteers but had found that the volunteer work force was extremely transient. A firefighter must undergo a minimum 100 hours of training before they can be on a fire engine; AFD used to enlist community members as volunteers, invest time and money in getting them trained, and they would be gone in six months. With a college work force in Corvallis, it's more conducive to their operation. Steele suggested looking into a similar volunteer arrangement with OSU. Cordier said Corvallis gets about three years of service from the volunteers who live there. Arasmith said the Corvallis chief also indicated that about half of their firefighters come from the volunteer ranks.

Norman asked if the ZCS study was for 20 or 30 years. Bradner said it was 40 years. Norman said he is concerned that they may recommend cutting some space now at the expense of needing it in the future. Bradner said that was his concern in cutting space; he can explain what it will do now but what does that do 50 years from now or even 20 years from now.

Wheeler estimated savings of about \$700,000 with the smaller building and said he thought the City may be better off to spend that now and look for savings in another form.

Ryals said Scio looked at lifecycle costs as well as up-front costs; that makes sense. The possible cuts mentioned tonight are actually more expensive up front; public buildings are expensive. He said it's important to look at long-term savings. Square footage gets more expensive as do operating costs. More square footage to start, even if it's not filled up, will pay off in savings over time.

Steele asked if Fire is planning to use any of the station as a museum. Bradner the ZCS programming includes a 16-by-24-foot lobby with wall space for historic displays. Steele said that was an issue in Corvallis; staff said they would eliminate the historic displays to gain storage.

Burright said he has given the programming a tremendous amount of thought over the last few months. He said the committee has a responsibility to the public to go through the programming document to look for areas that are not needed or could be put to other uses. He said everything he identified in his own review had been covered by Bradner tonight. He cautioned the committee to be careful not to nitpick; if they start talking about small items, this kind of room versus that kind of room, that is outside the committee's scope. He said Martin and Wyatt might be the only committee members with practical experience in operating a fire station. He said Bradner's report looks good and makes sense. It's a practical way to approach it. The circulation space has been cut down and some areas that are not needed have been eliminated. Also, as the project proceeds and if things are coming in under cost and enough money is available to put back a conference room, that would be OK. He said the committee has to make sure they give the City enough latitude to do what's right. He said the final design will probably not go exactly the way it is in the programming document.

Reece agreed. He said he was not really looking forward to this meeting for that reason; it is not in the committee's purview to be program planners. The building owner has to work with x-amount of dollars and within a projected space requirement as he sees it today. The site and the actual plan dictate what goes on. He said the City can plan for a 30,000 square foot building but they don't have to build that if they plan for expansion.

Martin said he's not sure saving \$39,000 is worth having a unisex facility. Burright said he had been concerned about the study calling for totally separate lockers and showers for deputy fire marshals; Bradner's memo calls for all lockers and showers to be together.

Ryals said the private unisex shower pods are becoming common in public buildings because they meet ADA requirements and save space. He said pick the right team and the right design members, work hard and never give up until you've thought of everything – that's the road to success. This committee, however, has bigger issues to think of, he added. He likes to see buildings that are simple and flexible. The Corvallis fire station is very expensive for its size, while Albany Station 11 is simple, attractive for its age, and has no excessive ornament or detail. It has worked very well for its lifetime. A new building will have to be designed to have additions, he said, but each addition causes disruptions and costs more.

Wheeler asked about a drawing of the proposed 29,000 square foot building. He said he has a problem with cutting from 29,000 to 26,000 without that. Someone could suggest more reductions in the interest of saving more money, and he's concerned that eventually, it will be what no one wants to do. He said his experience is that he's never built a building big enough to start with and always had to go back and do something else. He would rather take the 29,000. If it is cut back from the ZCS study, someone else will want to cut back further and the building will end up not meeting the community's needs.

Norman said to some degree, this is a little abstract until a building designer determines what the site will support. He said the committee shouldn't be making those calls until they know what it's going to look like.

Cordier said it sounds like the committee is about ready to make a recommendation.

Ryals said he had been thinking about what the committee can offer and where its expertise is targeted. With every building design, the architect depends on the client to give the basic priorities. Nike focuses on group meeting areas, for example. In Scio, they realized that the fire station would sit empty a lot and focused on controlling long-term operating costs. Ryals said he would like to see the committee come up with a vision for its primary focus: does Albany want a gateway building? Is it less worried about upfront costs and more concerned about long-term costs? Should it build as much space as possible and let the Fire Department grow into it? What are the community and Fire Department priorities and what is the community value? By answering those questions, the committee could hand off a list of priorities to design team.

Reece said when owners work with architects, they tell them what they want in the building and architects ask how many people will be working in it. The committee needs to let the architect have the opportunity to express their expertise and do the space planning. Fire staff needs to prioritize – what are they willing to give a little on if budget is the constraint and what is the highest priority.

Ryals said Fire needs to come up with the number of staff to accommodate in a new building. An architect also needs a population number. Steele said she doesn't think downtown will have 50,000 people by 2050 and the committee has already talked about someday needing another fire station in addition to the main station downtown. Ryals said the committee is here for those big-ticket items.

Steele said she agreed, but representing the Chamber of Commerce and the business community and 20 years at Governmental Affairs meetings, a question that is always asked is can the community accommodate this? With a new building, will the Fire Department need more personnel? It's not just the building costs and maintaining the building, but can the community also afford an increase in personnel?

Ryals asked what is that the committee wants to take to the community – a vision? A model? A careful description of how much it's going to cost? He said he also looks at measures on ballots and thinks, this is the cost now? How do we address the lifecycle costs?

Steele said the majority of the business community is very favorable to public safety in Albany and Linn County so it's not that they don't support it, but they want to make sure it's done appropriately and that all consideration is given.

Ryals said in this case, it's very likely that a new building will start saving money. The existing building has got to be incredibly expensive to operate. He said he likes to save old buildings but doing so can cost a fortune.

Cordier asked for operating costs for the existing building; the committee will need it. Bradner said he could get that. Ryals said it would be useful for the public to know the cost savings in a new building.

Reece said the need for a new building is not due to expanded population but an expanded needs assessment for the central fire station. A new fire station may be needed eventually on the east side of town; that needs to be separated from this issue. That addresses the community concern about filling the building with people and overrunning the costs. He said he purposely chose not to go on the tour to Corvallis and Scio; he did not want to be tainted. It is apples and oranges: Scio is a rural station, for example. If response time is 15 minutes, that's because everybody is eight miles away. Also, consider the cost per square foot, the total square footage of the building and the population of Scio. The economy of scale for the proposed Albany station may not be out of line. He wants to clarify that the committee is talking about a central station that is not going to continue to grow.

Burright drew attention back to the programming document. Ryals said he is glad the Fire staff took it seriously and went to this level of detail. Does this document sell it to the community? He doesn't think so.

Burright asked if the committee is ready to accept the programming document. Cordier said he would support Bradner's memo and the ZCS study as the bounds, with everything in between as reasonable choices. If the program is put to an architect, that would be the envelope to work within. Wheeler and Steele said they support that position.

Burright asked Smith to read back Cordier's recommendation: use Bradner's programming memo and the ZCS document as the boundaries for what is going to be in the building to determine the size of the building and basically the contents.

Burright asked if that meant the architect's goal is to only have one conference room instead of two, but that if it doesn't work out, there can be two. Discussion followed about the square footage boundaries. Consensus affirmed the low boundary at 25,500 and the upper boundary at 29,386. Ryals said an architect may come back and say the building can be done for less or more. If the architect can't convince the building owner that the design isn't good, it probably isn't.

Arasmith said if he was hiring the architect, he would give them the information, tell them this is what he wants in the building and give them the range of sizes; he wouldn't drive a stake in the ground and say it can't be any smaller or any bigger.

Ryals said the site will drive it and sometimes a site will make an architect do things that are not efficient.

Roe said a lot will be worked out by architects and staff talking through it. He compared it to work being done on new facilities for SafeHaven Humane Society.

Burright said he was confused: if the committee says anything between 25,500 and 29,000 is OK, they are rubber-stamping the ZCS report. Martin said he thought the same thing. Burright said the committee has

identified programming that takes the building to 25,500 sf. He said he wouldn't have any problem saying the committee accepts the ZCS report but they believe savings can be had and the target goal should be 25,500.

Ryals and Steele agreed. Ryals talked about building more than one story, resulting in more square footage at a lower cost. Ryals rephrased Burrigh's statement as "the committee accepts that as the means, but our priority is to move to less square footage if we can."

Reece asked if the square footage in the ZCS report addressed 20-year or 40-year programming requirements. Bradner said they are the same. As population grows and call volume increases, the Fire Department would look to add another fire station.

Ryals called for a survey on Burrigh's statement: "We accept the ZCS report, but with the assistance of the Fire Department, we have identified what we believe are some square footage savings potentials. Our direction is that the target size is 25,500."

Cordier said he doesn't know what "accept" means in that sentence. He said the word should be "reviewed," and Fire staff has identified some potential savings. Burrigh suggested "reviewed and agreed with the ZCS report. We believe we have identified some square footage savings and the target goal is 25,500."

Wheeler objected, saying there are no drawings. Burrigh said that is the next step.

Ryals noted that the ZCS study was three years old and asked Bradner if he would change anything in those recommendations? Bradner said he would change the locker and shower rooms as described in his memo. That is definitely a change from that report that he thinks can save some square footage. Ryals asked if anything else had changed; Bradner said no, and he has thought about this for years. Ryals said building owners know what they need.

Wheeler asked if Bradner was comfortable with 25,500, because that's what will happen. Bradner said he is cautious about that because that's what Corvallis has and they already need more space.

Burrigh said the wording was a "target." When the architect does the drawing, based on the programming, they may say they can't do it for 25,500. He would ask them to explain why, then go on with business.

Berg asked Bradner if he agrees with the programming and needs assessment. A couple of the items in his memo save space and that's fine but is he just doing that to sell it or is that what he wants or needs.

Ryals said he is really impressed with the ZCS report and would like to proceed based on it.

Bradner said he agrees with the programming and needs report that has been done. He envisions his next step as asking an architect to design something. He said they may say that fire stations are being done differently in 2014. He'd like the opportunity for the architect to come back and say they can do it for 24,000 or another amount of square feet.

Berg said the committee is saying the same thing over and over – they've got this report, they've got Bradner, let's get the architect, and let's do it; let's recommend to the City Council to get an architect and move forward.

Ryals said the group has not had a conversation about what the next step is.

Burright asked if the group was ready for the survey and restated that they accept the ZCS report and the upper limit on building is 25,500. Ryals said 29,000.

Cordier said the group is 4,000 square feet apart; they should pick a target in the middle and see what the guy can do.

Burright called for a survey based on language highlighted above with target square footage of 25,500; however, if during design they can show it needs to be near the upper limit of the ZCS study, as long as it's logical, we're fine with it.

Ryals agreed.

Martin said you can never have enough room. He's added onto his business many times in 40 years, for example. He said he can live with this, but he is scared of getting boxed in and regretting it in the future.

Wheeler said once a number is announced, it sticks in people's minds and can be very tough to change. He doesn't agree with 25,500 but said he would go along with the majority.

Cordier said no.

Reece said the ZCS study shows a one-story building at 29,000 square feet and a two-story building at 21,000 and the target is 25,500. If the building is designed for the future and can expand and the expansion can be accommodated, he supports the recommendation.

Steele asked about the 21,000 sf, two-story building. She said she is concerned about being pigeon-holed into the building but agrees with the recommendation.

Berg said he supports the recommendation.

Burright said the intent and the wording say somewhere between 25,500 and 29,000 because they're accepting the ZCS report, but it's not the committee's money. The target is 25,500 which gives the architects the latitude to work within that range.

Norman agrees. The next thing the committee needs to know is priorities -- longevity v. cost-effectiveness v. energy efficiency are all different. The priority discussion will be more important, but he supports the way it is stated now.

Edwards is in support.

Roe said he would like to see Bradner and others in the Fire Department sit down with architects and talk out the needs they have.

Arasmith said he would go hire an architect tomorrow and say draw me something; do something that fits on that piece of property.

Ryals said what Reece said was really important. This report talks about programming for the building, not the site or the ability to expand the site. Ryals reminded the group that he had said at an earlier meeting to maximize the site. The City needs a designer to analyze the site for how much can go there so it doesn't end up in a similar position 50 years from now.

Burright said the group does not have consensus. He recommends holding the item in abeyance and move on to the next agenda item.

Review Committee recommendation to City Council for Fire facility

Burright referred to his memo dated April 2, 2014. He emphasized the word "draft." The bullet points that Bradner put together about the issues related to the building were to be the justification for the recommendation. Burright and Smith worked on the memo and had added a couple of things: mold, and the size of the bays. He said he tried to keep the audience in mind and target the citizens who may or may not be voting on things in the future. The draft is written in civilian-speak and points were rearranged for better flow for this purpose. The first full page is basically the "Fire Station 11 Issues and Concerns" with the described changes. Bradner was asked to review the memo before it was distributed; Burright said he'd wanted to err on the side of understating rather than overstating issues.

Wheeler asked if the points had been ranked according to priority. The earthquake issue is at the top of the list.

Cordier asked the purpose of the first page. The committee has already reviewed and understands the data. Burright said that's why it's there; this is the committee's communication to the City Council and the public. This is why the committee is saying that Station 11 needs to be replaced. Burright noted that co-chair Morse asked at the last meeting for the recommendation to be fleshed out in full sentences with findings.

Ryals said tearing down the old building is an issue for some people. The memo explains the issues clearly. Some things can be changed and some things can't be changed without tearing down the building. He is OK with the findings.

On the bottom of the first page, Burright read the last paragraph. The next paragraph relates to the programming document; no consensus has been reached on that yet. The last issue deals with building design. Burright said the committee has to make sure the general public knows that whatever these drawings are, they'll be pretty close but they probably won't be exact. When the architects get to final design documents, some things will change. "Conceptual drawings" needs to be defined because that term means different things to different people, Burright said.

Arasmith said the term "vacating" street something that everyone will understand. Ryals suggested "closing" the street.

Ryals said the last paragraph is the elephant in the room; the rest is great. He said if the committee can give citizens a real visualization of what they're going to get, they are much more likely to buy into it, feel ownership in it and get behind it. The City has to be really careful in picking the right team for the design. If a new architect is picked after initial designs have been done, the City will burn all the goodwill it has created. The City needs to cast a broad net, and do a really good job of finding an architect that understands fire stations, understands Albany, and understands what the committee is looking for.

Burright noted the 9 o'clock hour, but offered to stay another 15 minutes if committee members felt they could get some things done. All agreed.

Cordier said, listening to the guy in Scio talk about his architect, how skillful he was, the fire halls he's built around the area, and the amount money he paid upfront to get a design based on the same kind of fuzziness the committee has here, he hopes the committee would go to him and see if he's willing to take

on something like this and play the same kind of role that he played in Scio. The partnership between the fire representative and the architect made that project work.

Burright said the committee isn't there yet and the decision on choosing an architect rests with the City Council. The committee can give input, but the City Council does the hiring. Reece noted that the building's owner is the City and its relationship with the architect is very important.

Reece reminded the group that he has frequently mentioned the lifecycle of the building and long-term operating costs. He suggested changing the last sentence in the recommendation by adding "incorporate as many energy-efficient systems to keep lifecycle costs and operating costs affordable." The committee agreed to the language by consensus.

Burright asked the committee to discuss the requested drawings. He said he hears the committee asking for a conceptual floor plan that is fairly close to what the building will actually be; the number of stories; and elevation drawings based on the floor plan and stories so people can see what it looks like from the sides.

Ryals said many firms are doing three-dimensional computer models; that might be the best thing to ask for. Discussion followed. Reece said the type of model doesn't necessarily have to be spelled out; it has to be something people can get their eyes on. He said Ryals has software that can do the 3-D model, then go inside the building and take a viewer through every room.

Wheeler asked if this was design/build/bid/build. Burright said he didn't know how that fits into what the committee is talking about. The committee hasn't made a recommendation yet about whether it's design/bid/build or design/build. He said the way he understands it, design/build means to hire a firm and their job is done when the building is up and finished. Ryals said there are a lot of ways to do it; City government carries a lot of legal requirements that a private person would not have. He said the committee should express what they think is the most efficient way.

Burright said Scio did traditional design/bid/build. Arasmith said they did it in two steps: they had the architect do preliminary design and a model and once they got the money, they went out for construction plans. Burright added that when Scio got the money, they hired the same architect to finish the rest of it.

Reece said he thinks the committee could make a second recommendation to get some schematics so they can do some costing. Then, maybe at another meeting, they could discuss various options for contracting. He added that he's not sure that's where the committee will be driven; they want the project to be most cost-effective.

Burright said he is confused because the Council may want the same firm that does the drawings to finish it, but what if that firm doesn't do design/build. Reece said typically for design/build, the owner hires a team and the team is driven by the contractor. The contractor brings an architect in.

Ryals talked about hard bids and negotiated bids. Most public work is done with hard bid (low bidder). Negotiated bids have more flexibility but there are legal requirements for public work that may or may not allow it to be an open process.

Wheeler asked if one of the problems with the bond was that the City didn't have a figure other than \$20 million.

Ryals said any firm that is hired to do the design will want to follow this through construction.

Cordier said what he took away from Corvallis and Scio was that both did design/bid/build. They didn't issue a general purchase order; they had hard bids before they let bids to a purchase order. Ryals said that is a normal process. Cordier said that is crucial to him. Burrigh said what the committee is talking about here won't mess that up.

Cordier asked if the sentence before the last paragraph needs to be in the memo. The committee did not reach consensus. They have agreed to basic boundaries of the size, but to say they have approved something with modifications doesn't tell the public anything. He suggested working around that and saying the memo says this is why we need a new building and here's how we want you to proceed – hire an architect and design something. Burrigh said that leaves the recommendation with a blank programming chapter.

Ryals said he thinks Cordier doesn't want to hamstring anyone. An architect working with the Fire Chief will not end up far afield of the programming document.

Berg asked if Cordier is talking about what the committee gives the architect or City Council or the public. Cordier said the public. Berg said, instead of specifying, why not say this will be "based on the program needs of the Fire Department."

Arasmith said he likes the change in wording. He said he was struggling with the word "approved." He said he would not put his stamp on the document because he hasn't spent that much time with it.

Discussion continued. The group agreed to strike the small next-to-last paragraph and change "vacating" to "closing" Sixth Avenue between Lyon and Baker.

Burrigh said he and staff will take these changes, put them into a final draft for everyone to review, and have it ready for the next meeting.

When the committee meets in two weeks, Burrigh will also propose additional meeting dates.

Burrigh asked if they are ready to move on to the Police building if they finish with the Fire Station in two weeks? Consensus was yes.

Arasmith asked about when discussion would cover options for financing. Burrigh said some parts of the committee's tasks are common to both facilities and financing is one of them; he suggests they take that up toward the end. Cordier said he doesn't want to do that because that tends to link them together forever and it's not good to do that. Steele said she wants both departments in front of her before talking about funding.

Burrigh asked if anyone disagrees that the Police Department needs more space than they currently have. All agreed.

Meeting adjourned at 9:20 p.m.

TO: Public Safety Facilities Review Committee

FROM: Dave Burright, co-chair

DATE: April 2, 2014 (*updated April 15, 2014*)

SUBJECT: Fire Station 11 draft recommendation

Following a review of the draft minutes of the March 11, 2014 Committee meeting, I've drafted the following as a starting point for discussion of the Committee's recommendation to the City Council for replacing Fire Station 11:

The Public Safety Facilities Review Committee finds that Albany Fire Station 11 should be replaced at the earliest opportunity. This recommendation is based in part on the following findings:

- Engineering evaluations have concluded that Fire Station 11 may be in jeopardy of collapse in a significant seismic event due to structural deficiencies.
- Station 11 is Albany Fire Department's Operations Center during major fire and emergency events. A power outage or seismic event could render the building unusable, hindering the ability to respond to emergency calls during these critical times.
- The building is inadequately wired and underserved by its existing small emergency generator. For example, the emergency vehicle bay doors have failed to open, the base station radio and station telephones have been unavailable and emergency lighting is inadequate during power outages. A replacement generator or other significant electrical project would require the building to be completely rewired.
- The current building does not have enough parking bays for needed firefighting equipment. The bays are not sized for modern equipment, and the floor can't support some modern fire engines over the basement.
- Persons with physical limitations have no access to offices and meeting rooms, which are on the second floor; the two-story building has stairs but no elevator.
- The 1949 building design did not include adequate facilities for female employees.
- Leaks and inadequate ventilation cause chronic mold in employee living quarters.
- The 64-year-old building does not provide adequate office space or parking for the public and staff.
- Fire Station 11 is in violation of Department of Environmental Quality requirements for discharging water into the storm water system when washing vehicles and the apparatus bays.

The Committee has also reviewed possible site locations and, after due consideration, recommends that a new building be constructed on the existing site with the addition of properties that are being purchased directly to the north and south of the original building. (see site map)

The Committee feels that Albany citizens need to see a draft visual representation of the building, based on the program needs of the Fire Department. Therefore, we recommend that the Council hire a qualified firm to produce conceptual drawings (define) of what the new fire station might look like on the Lyon Street site, along with projected construction costs. If necessary, the proposed building could require closing part of Sixth Avenue between Lyon and Baker streets in order to make best use of the existing space. The design should make optimum use of the site to allow for future expansion of the facilities and incorporate energy-efficient systems to keep lifecycle costs and operating costs affordable.

(additional language proposed by co-chairs Burright and Morse)

The Committee recommends that the ZCS/hsr Fire Department programming and needs assessment be used as the programming template for the Station 11 design and build. That document recommends a building size of 29,386 square feet. However, in a memo to the Committee dated April 8, 2014 (attached), Chief Bradner identified three building spaces that could be eliminated without jeopardizing the building function. This reduction generates a savings of approximately 1,100 square feet, which brings the building size recommended by this committee down to 28,286 square feet.

In addition to the reductions identified by Fire Department staff, an independent review of the ZCS/hsr programming document suggests that the "circulation" and "gross up" (square footage needed for hallways, wall thickness, etc.) multiplying factor that was used may be overly generous. The potential savings is in the area of 2,800 square feet for a final finished building size of approximately 25,500 square feet. The committee recognizes that these circulation spaces can be influenced by many factors and it is very early in the process to be making cuts based on a best guess. Therefore the committee suggests that the City Council convey to whatever firm is hired to continue in the design process that the desired maximum building size is 25,500 square feet as long as it can be accomplished without jeopardizing the building function and future needs.

DKB



TO: Public Safety Facilities Review Committee
 FROM: John R. Bradner, Fire Chief
 DATE: April 8, 2014
 SUBJECT: Analysis of the Fire Station Programming and Needs Assessment

ZCS Engineering and HSR Master Planning completed a Programming and Needs Assessment for a new main fire station. Their report concluded a 40-year size need for this station of 29,387 square feet. A careful analysis of their report offers some potential areas for space savings.

‘Circulation’ and ‘gross up’ in the Needs Assessment are described as “the area required to provide access to and from each of the rooms” and “the amount of space required for wall thicknesses, chases and shafts.” The report used factors of .2 to .35 to determine circulation and gross up requirements for each space. An independent review by a third-party indicates a more appropriate factor should be .1 to .2, which generates a **savings of 2,803 square feet.**

Area	Size	Factor	Finished Size	Factor	Finished Size
Public Areas	1,738	.3	2,294	.2	2,086
Admin	528	.3	697	.2	634
Training	2,276	.3	3,004	.2	2,731
Prevention	2,134	.35	2,934	.2	2,561
EMS	1,191	.3	1,572	.2	1,429
Apparatus	8,136	.2	9,845	.1	8,950
Support	520	.35	715	.2	624
Living	6,307	.3	8,325	.2	7,568
Totals:			29,386		26,583

Sizes in table are shown as square feet.

Meeting Room Space

The Needs Assessment provides 2,132 square feet for conference/meeting/classroom space. These areas can be combined for multiple use; a **savings of 600 square feet.**

Restrooms/Locker Rooms

The Needs Assessment provides 1,146 square feet for men’s/women’s restrooms/locker rooms in the firefighter living quarters. This can be reduced by providing unisex restrooms and locker rooms in lieu of individual men’s and women’s facilities; a **savings of 346 square feet.**

The Needs Assessment provides 288 square feet for restroom/lockers in the Administration and Prevention areas. This can be reduced by providing unisex restrooms shared by both workgroups; a **savings of 160 square feet.**

Other Spaces

I have analyzed all other spaces defined in the Needs Assessment (office, storage, apparatus, firefighter living areas, etc.), and it is my opinion that these are necessary, as defined. The size reductions described above will provide a main fire station of approximately 25,500 square feet. A main station of this size will properly support the personnel functions and required activities of a main station for a community of our size now and into the future.