

# CITY COUNCIL AGENDA ITEM COVER SHEET

**Meeting Date:** August 12, 2019

**To:** Honorable Mayor and Members of the City Council

**From:** Will Norris, Finance Dir. / Asst. City Manager  
Neal Holste, Chief of Police

**Subject:** Police Space Needs Analysis – Project Update

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## Background

The City Council first prioritized conducting a Police Department space needs analysis at its 2018 goal setting session. The project was budgeted in FY2018-19 and awarded to Mackenzie Architecture (Mackenzie) after a competitive solicitation. The firm has extensive experience designing and constructing public safety buildings in the Pacific Northwest. Mackenzie began the project in the Spring of 2019. Architects from Mackenzie conducted interviews with police department staff and observed department operations in person over the course of a typical day. The product of the initial work was a draft space needs program totaling 16,124 square feet. The initial program was provided to the City Council at its April 8<sup>th</sup>, 2019 meeting.

Following the preliminary space program, City staff and two City Councilors toured police facilities in Sandy, Gresham, and Canby. The space program was then further refined. In addition, the City’s investment advisory firm completed a bonding capacity report. This bonding analysis informs what the City can afford without increasing tax rates after the retirement of the voter approved bonds that built the Hood River Fire Station.

Settling on a rough general size and building functionality of the future police facility is the next step required before evaluating the suitability of potential sites. The final building size, characteristics, and design will be further refined and adjusted through several additional steps in the planning process.

## Discussion

### Updated Space Needs Estimates:

The current space needs analysis is attached to this staff report. The building size has been reduced to 13,178 square feet. These changes are informed by the facility tours and are intended to achieve the most cost-efficient building possible without

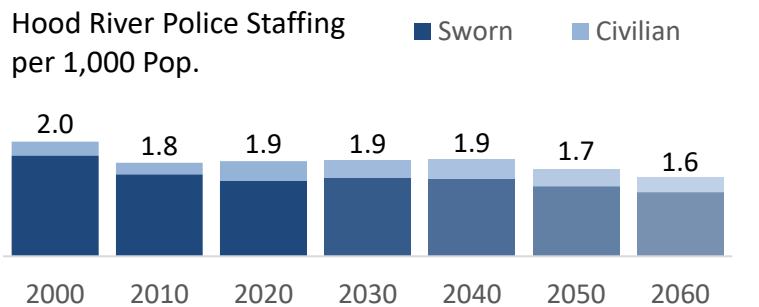
Summary of Changes	Prior	Adj.	Pct..	Final
Evidence Storage/Processing	1,950	(480)	-25%	1,470
Community Room	1,927	(423)	-22%	1,504
Fitness Room	1,174	(270)	-23%	904
Lobby/Public Restrooms	714	(252)	-35%	462
Administrative Offices	816	(248)	-30%	568
Sally Port / Equip. Storage	912	(192)	-21%	720
All Other Changes	8,631	(1,081)	-13%	7,550
<b>Total Facility</b>	<b>16,124</b>	<b>(2,946)</b>	<b>-18%</b>	<b>13,178</b>

unreasonably compromising functionality or the facility’s useful lifespan. The table above summarizes the changes. The category of “All Other Changes” is associated with a large number of small downward revisions to individual areas, as well as a reduction in the “Building Load Factor” which accounts for spaces without a designated use, primarily hallways.

Calculated space needs are a product of the police department's staffing projections in the table to the right. The projections seek to maintain the current ratio of public safety staff to the area population at approximately 1.85 per 1,000 through 2040. Portland State University's Population Research Center expects Hood River's Urban Growth Boundary to grow from 10,282 today to 13,342 by 2040, and 16,161 by 2060. In 2016, the nationwide average Police Department staffing was 2.14 per 1,000 population (Source: [Governing](#) calculations of 2016 FBI UCR data).

	2000	2010	2020	2030	2040
Patrol	9	8	10	11	11
Sergeant	2	3	2	2	3
Detective	1	1	1	2	3
Captain	1	0	0	1	1
Lieutenant	1	1	1	1	1
Chief	1	1	1	1	1
<i>Sworn Sub-total</i>	<i>15</i>	<i>14</i>	<i>15</i>	<i>18</i>	<i>20</i>
Records Tech	0	0	0	0	1
Evidence Tech	0	0	1	1	1
Administrative	1	1	1	1	1
Code/Parking	1	1	2	2	2
<i>Civilian Sub-total</i>	<i>2</i>	<i>2</i>	<i>4</i>	<i>4</i>	<i>5</i>

After 2040, the proposed facility is anticipated to reach its standard capacity. At that point the City will begin to plan for auxiliary or replacement space as needed. The future police facility is expected to have a minimum useful life of 40 years but could last much longer. The Fire Station is currently estimated to have a useful life of 55 years.



If hiring was constrained to the design capacity of the proposed facility, public safety staffing would fall to 1.55 per 1,000 population by 2060. From a practical perspective, hiring will continue in the same manner as it does today where staffing can exceed design capacity as needed. However, evaluating design capacity to projected population is a useful planning metric.

### Significant New Building Functionality

It is unclear whether the Hood River Police Department has ever been located in a purpose-built facility. A modern police facility includes the following room types that do not currently exist in Hood River:

#### *Separated Interview Rooms for Suspects & Victims (+66 sq. ft.)*

The Hood River Police Department utilizes a single room to interrogate suspects, interview crime victims, meet with prosecutors, wash soiled uniforms, and take shift breaks. The proposed space plan includes separated space tailored to each of these functions, such as a comforting environment for victims and a secure area for suspects.

#### *Lockers & Quiet Room (+838 sq. ft.)*

As of 2018, just over two-thirds of Hood River public safety employees lived outside the City with one-third living outside Hood River County. Lockers, shower facilities, and quiet rooms to rest are important to the readiness and alertness of officers. This is particularly true during extended shifts or in times of emergency when transportation networks may be disrupted.

*Ventilated Evidence Processing and Additional Onsite Storage (+834 sq. ft.)*

The Police Department must often process hazardous materials, such as weighing and bagging dangerous drugs like methamphetamine and fentanyl. This work is currently done in a converted interior basement room in City Hall. The proposed facility will include ventilated space designed specifically for this type of work. In addition, having more onsite storage will mean fewer trips back and forth to store large evidence at Public Works which means more officer time available for calls for service.

*Booking Area & Temporary Holding Room (+180 sq. ft.)*

Having onsite space for booking and short holding periods will reduce the number of trips to NORCOR, resulting in more officer hours available for calls for service.

*Secure Mechanical and Building Support Systems (+848 sq. ft.)*

The proposed building will be built to essential public safety services seismic standards with onsite power generation & IT server room. This will ensure uninterrupted emergency operations.

*Sally Port (+720 sq. ft.)*

A Sally Port provides an enclosed and secure vehicle receiving area to ensure an arrested suspect cannot flee or to maintain the anonymity of a confidential informant.

*Larger Meeting Room for Staff, Community, and Trainings (+1,504 sq. ft.)*

The Fire Department's community room has proven to be highly popular and is booked most days of the week. The City believes there is public demand for additional community meeting space. Having a larger meeting space will also serve for Police Officer trainings, City government emergency operations center, and replace current rented space for hands-on tactical exercises.

*Building Load Factor (+3,101 sq. ft.)*

The space plan includes a 30% factor to account for undedicated space, primarily for circulation like hallways. This is a significant difference from the existing police station which essentially has no circulation space included. Each room connects to another room. For instance, records storage is only accessed by walking through the interview/laundry/break room. Once the Police department is in a properly sized building, hallways will be needed.

Bonding Capacity

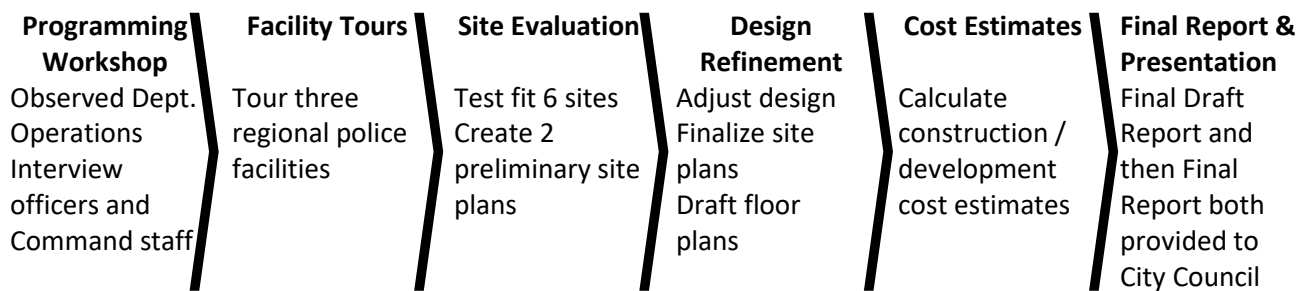
Facility planning requires balancing space needs with affordability. The voter approved 2009 & 2010 General Obligation Bonds that built the 21,528 sq. ft. Hood River Fire Station and purchased large fire apparatus will expire in 2022. This creates a natural opportunity to request voter approval for renewed bonding capacity for the Police Facility. The final project deliverable from Mackenzie will include a projected cost analysis, but we can preliminarily estimate between \$780 to \$820 per square foot in "hard" and "soft" costs. "Hard" costs include construction materials and labor. "Soft" costs are items like construction management and financing expenses. Furnishings also need to be considered. A \$300,000 furnishings budget is an acceptable estimate at this point in the planning process. This calculates a total project cost between \$10.6M to \$11.2M without including site acquisition if City-owned property isn't utilized.

The City's investment advisory firm, PiperJaffray, performed a bonding capacity analysis that estimated \$12M can be generated without increasing the City's General Obligation Bond tax rate

from FY2018-19 levels. The calculation includes two conservative assumptions. The first is that interest rates will increase by 2% before the City issues bonds. Conversely, interest rates have been falling recently. The second assumption is that the City's assessed value will increase at 4% per year through 2023 and then 3% per year thereafter. The City has averaged 5.6% annual assessed value growth since 2005. Due to these conservative assumptions, the \$12M estimate can be viewed as the minimum bond proceeds from a 20-year continuation of existing taxing authority.

**Next Steps**

Solidifying approximate building size and room types is necessary to move on to site evaluation. Below is diagram of the project tasks:



**Timing Considerations**

The Hood River Police department will benefit from a purpose-built facility as soon as one is available. The upcoming expiration of the Fire Station General Obligation Bonds create a natural opportunity to forward a construction bond levy to city voters that will not result in a net tax increase.

**Staff Recommendation:**

Accept the space programming report from Mackenzie Architecture and support moving forward to site analysis.

**Fiscal Impact**

The continuation of the existing contract with Mackenzie is budgeted in FY2018-19 and included in the FY2019-20 Adopted Budget.

**Suggested Motion:**

I move to accept Mackenzie's police space needs program and direct staff to move forward to evaluation of potential sites.

**Alternatives:**

If the City Council prefers a smaller building footprint, the Fitness Center or Sally Port would be the first recommended reductions. However, staff does not recommend reducing the current space program further at this point.

**Attachment:**

- a) Mackenzie Architecture's Proposed Space Program