



## Council Agenda Report

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Item 3a

**Department:** Public Works  
**Cost Center:** 8001  
**For Agenda of:** 11/2/2021  
**Placement:** Study Session  
**Estimated Time:** 90

**FROM:** Matt Horn, Public Works Director  
**Prepared By:** Brian Nelson, Acting City Engineer

**SUBJECT:** PUBLIC SAFETY CENTER PROGRAM AND DESIGN UPDATE

### RECOMMENDATION

1. Receive a presentation on the replacement of the City's sole Police Station with a new Public Safety Center; and
2. Provide preliminary feedback to staff to guide the Public Safety Center programming, design, and construction pathway forward.

### REPORT-IN-BRIEF

The existing Police Station located at 1042 Walnut Street was constructed in 1969 and reached the end of its service life nearly a decade ago.

In 2017, the City contracted the consulting firm RRM Design Group (RRM), to complete a feasibility study to determine the best location for a new facility and to develop conceptual plans for the replacement of the Police Station with a new Public Safety Center that would include the City's Emergency Operations Center, a Community Meeting Room, and a Police Station.

This report provides detailed information about the existing Police Station, including a report and discussion on existing conditions with key findings, future space needs, possible amenities for a new facility and the next steps needed to be taken to advance this major Capital Improvement Project.

The overall purpose of this project is to replace the existing Police Station with a Public Safety Center. The project has been determined to be required by maintenance, inspection, and engineering staff, and the Police Department's current and future programmatic requirements. The Public Safety Center will be designed to industry standards and include space needs for the projected staffing over the next 30 years (i.e., planned build out of City) and will be designed for durability over the next 50 years. The Public Safety Center will not only provide police services but also provide a community meeting space and the City's first dedicated Emergency Operations Center. In planning for the next phase of project development, staff are requesting feedback from Council (at this Study Session) to guide further policy and design development for the Public Safety Center.

## DISCUSSION

### Background

The 52-year-old Police Station is functionally and structurally obsolete and no longer adequately meets the space and operational needs of the Police Department (Department). As detailed in this report, facility and staffing studies and evaluations have concluded that the facility does not meet current California Building Code requirements, is inadequate in size, inefficiently configured<sup>1</sup>, and does not meet the Department's existing needs nor would it function sufficiently to service the long-term future needs of the Department. The current facility has been determined to not meet contemporary seismic standards and should a significant seismic event occur, critical first responders could be unable to adequately respond.

A new facility will also help advance City's Major Goals for Sustainability and Diversity, Equity, and Inclusion "DEI" as well as expand the City's opportunities to engage with the community and be an employer of choice. When and should operational needs exceed the planned space, other options would be analyzed such as small on-site expansion, substations or other methods for delivering service.

The topic of the public safety and particularly the replacement of the Police Station was discussed by the Diversity, Equity and Inclusion Task Force recommendations. Recommendations included a broad range of topics including closely reviewing the building program and design<sup>2</sup>.

### **Existing Facility – Obsolete and Patchwork of Additions Inadequately Address Operational Needs.**

For decades the San Luis Obispo Police Department's facility, located at 1042 Walnut Street, has been inadequate in size, configuration, and infrastructure. Constructed in 1969, the original facility (now 52-years-old) was approximately 12,000 square feet and served a San Luis Obispo population of 28,000 people. As Department personnel and operations grew in complexity to meet the needs of an expanding community, the size of the facility was slightly enlarged to keep up with Department needs.

In 1983 a two-story addition increased the total square footage by 3,600 square feet to 15,600 to meet the space needs at that time. More space was needed but the slope and size of the lot, and the configuration of the building severely constrained design and construction potential to meet both existing and future needs.

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<sup>1</sup> The poor configuration reflects the fact that additions and remodels have been done to add space to the original building and disconnects key functions such evidence, patrol, command, meeting spaces, homeless support, etc.

<sup>2</sup> Carefully review new Police Station building program and budget for opportunities to reduce costs to preserve resources for community service investments

## Item 3a

Currently, the Department's Motor Unit (Traffic Safety) operates out of a repurposed 788 square-foot residence (the "blue house") (Figure 1) built in 1940s, increasing total gross square footage to 16,388, which has significant structural and space deficiencies. Another separate prefabricated 800 square foot metal structure ("storage shed") (Figure 2), in the 1980s is used for forensics and evidence storage.



*Figure 1: 1016 Walnut "Blue House"*



*Figure 2: Storage Shed Expansion*

In addition to population growth, the town has since transformed into a micropolitan city with a growing job market, tourism industry, and significant growth in student populations mirroring expansions of both Cuesta College and Cal Poly State University over the last 50 years. More people live in San Luis Obispo, but a proportionately greater number of people now work, visit and attend school, increasing the demand for policing services. The service population in San Luis Obispo varies by season and time of day and can fluctuate between 50,000-100,000.

The Department's facility challenges were first documented in the "SLO City Facilities Master Plan 1988" (Attachment A), which concluded that "additional space may be needed before 1995 and up to 10,000 square feet of additional space, needed by 2010"<sup>3</sup> and again in the "Police Facilities Master Plan" produced in 2003 (Attachment B) which states that "the Department was operating in approximately 43% of the space needed for a new building"<sup>4</sup>, which was attributed to undersized existing spaces, such as property and evidence storage rooms, as well as the lack of designated spaces for community engagement, meetings, and storage spaces. This determination was based on an analysis of staff and space requirements<sup>5</sup>.

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<sup>3</sup> Attachment A – City Facilities Master Plan (1988). Space Projections, Page 5.

<sup>4</sup> Attachment B – Police Facilities Master Plan (2003). Section 2: Projected Facility and Parking Requirements and Existing Facility Conditions, Page 18.

<sup>5</sup> Attachment B – Police Facilities Master Plan (2003). Exhibit 2.1 "Staff and Space Requirements Summary", Page 19.

### **Most Recent Study and Evaluations**

In 2017, City staff retained RRM Design Group (RRM) to develop conceptual designs for the replacement of the existing police facility. The scope of the analysis included investigating several alternate sites for a Public Safety Center. Site alternatives were evaluated<sup>6</sup> and based on the investigation it was determined that the current location was the most cost effective and responsive service location in the City due to being centrally located in the City and at the intersection of major highways and adjacent to the Downtown. Other sites were identified to be less favorable for the location of the facility due to such findings as limited freeway access, large distances from different regions of town, traffic circulation safety concerns and flood plain issues.

Once it was determined that the existing site was the most favorable to the Department's needs to deliver services, development of a preliminary site plan began and exploration of exterior building features that are consistent with San Luis Obispo architecture began. Included in this work was facility constructability in which two options for project delivery were explored. The first included a two phased construction plan which kept the existing Police Station operational while the new facility was being constructed in the current parking lot. The second approach considered cost and design implications of relocating Police Department operations to a different location while the new Police Station was constructed in a single phase. During this work effort it was determined that the single phased delivery significantly reduced costs by approximately \$10 million and time to construct by approximately 1 year and provided more design flexibility that provides a better facility.

In 2019, the City contracted with RRM Design Group to begin schematic 30% level designs of the Public Safety Center with the single-phase approach, including finalizing the programming efforts for the facility. Due to funding limitations City staff gave authorization to complete conceptual designs with the expectation that funds to support full design would be appropriated to complete the design as part of a future Financial Plan. Since that time, RRM has worked with City staff to better identify the space and operational needs of the Police Department and has prepared a seismic analysis of the existing facility (Seismic Evaluation Attachment C) and a detailed building programming document ("Space Needs Assessment" Attachment D) which describes the need for a larger facility.

Since initially identified, space deficiencies have continued to amplify, and deferred maintenance issues have worsened the situation<sup>7</sup>. The existing facility is in overall poor condition and continues to lack minimum space requirements for staff, does not comply with seismic safety standards for critical public safety facilities, ADA requirements, and is energy inefficient due to aged mechanical and electrical systems.

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<sup>6</sup> Attachment D – Space Needs Assessment. Page 156.

<sup>7</sup> Many maintenance projects such as repaving of parking lots, carpet replacement, painting, electrical, plumbing, etc. have been deferred as there was general concern about investing significant dollars in a facility that was recognized as needing full replacement.

*The following two sections provide more detail into the specific deficiencies of the existing facility, as well as the goals and features of a new facility that would services the needs of San Luis Obispo for the next thirty years.*

## **1. Existing Facility Condition Assessment and Key Findings**

### **1.1 Summary of Deficiencies**

Since the existing facility was designed and built, policing in San Luis Obispo has changed in many ways including the implementation of new technologies (i.e. digital CAD/RMS, collection and storage of digital forensic evidence, utilization of highspeed network equipment and cloud applications, body cam equipment, UAV equipment, robotics, and digital crash scanning equipment, etc.) in addition to new security and evidence storage standards, and continuing advancements in forensic science. During this time, the City has also grown both in population and total area which places additional demand on the Department to be able to extend its reach and provide services to a wider demographic and geographic profile. When originally constructed in 1969, the facility was 12,000 square feet and serviced a population of 28,000 people. Today, the gross square footage of the facility with minor expansions is 16,388 and services a resident population of approximately 47,000 that can increase to an estimated 55,733 persons (excluding overnight visitors) each workday<sup>8</sup>, and can swell above 100,000 people during event weekends. Visitors largely come from surrounding Cities, as well as the roughly 8,000 students living on-campus at Cal Poly and 3,600 Cuesta students living outside of the city limits that are not included in the City's resident population estimates.

The increase in both sworn and non-sworn staff along with the implementation of new equipment and technologies over the last 50 years has also effected/changed how Police facilities are constructed.

The facility does not meet current department functions nor current design strategies for law enforcement and public safety facilities, including space allocation for the various specific department needs and understood circulation flow patterns of public engagement and officer daily duties. Space limitations throughout the facility impact all units of the department and leave staff with inadequate conditions to perform duties. Evidence processing areas, locker rooms and showers, report writing stations, detention areas, investigations, computer forensics, and training areas have all been repurposed to maximize space. Examples of such repurposing of space include a fitness room that used to be a storage space, and utility closets that have been converted into offices. Despite these efforts the existing facility has reached its limits to further accommodate expansion.

<sup>8</sup> City of San Luis Obispo Housing Element 2020-2028, Section 2.2, Demographic Snapshots



## 1.2 Seismic Concerns and Seismic Evaluation

The existing facility is unable (based on age and type of construction) to withstand a major seismic event based upon seismic assessments<sup>9</sup>. Changes to seismic code are determined by studying earthquake damage to structures throughout the world. As building design and construction methods evolve so do the ways in which they are affected by lateral loads caused by earthquakes.

As a result, California Building Code regarding seismic design has advanced significantly since the station was constructed. Perhaps the most significant change is the inclusion of requirements that require specialized design and structural standards for “Emergency Response” or “Essential Services Facilities”<sup>10</sup>. These more robust codes have been set forth to insure first responders are able to perform duties when their communities need them most such as an earthquake, wind events, flood, etc.

The current Police facility predates the State requirements for an “Essential Services Facilities” and is not built for Seismic Performance under the [Essential Services Act](#). In the RRM Seismic Evaluation it was determined that seismically retrofitting the existing facility and upgrading mechanical systems to current safety standards would be similar in cost to a total building replacement on a “per square foot” basis<sup>11</sup> with a preliminary facility seismic retrofit cost projection of \$18 million.

A seismic retrofit is not economically feasible and would not resolve the facility’s programmatic and space deficiencies identified in the following subsections.



Figure 3: Foundation Cracking at 1016 Walnut St., the “Blue House”

<sup>9</sup> Attachment C – Seismic Evaluation (2021). Section 3.2.1 Basic Configuration Deficiencies, Page 12.

<sup>10</sup> Essential Services Buildings Seismic Safety Act (ESBSSA)

[https://www.cab.ca.gov/general\\_information/esbssa.shtml](https://www.cab.ca.gov/general_information/esbssa.shtml)

<sup>11</sup> Attachment C – Seismic Evaluation (2021). Exhibit A, Page 25

### 1.3 Workspaces, Workflow, Storage, and Emergency Response

Workspaces have reached maximum capacity with staff routinely working in spaces not designed for the duties they perform. There is also limited space for training, fitness, multidisciplinary diversified response teams, community engagement, and emergency operations.

Space limitations throughout the facility create obstacles for staff due to inefficient workflow challenging the department to produce quality work. Examples include limited space for forensics, evidence processing, records keeping, and decentralized evidence storage which is not energy efficient nor efficient for staff and workflow<sup>12</sup>.

Narrow corridors create congestion throughout the building. For example, the facility's Briefing Room exits into a corridor, where gear is required to be hung on the wall, thereby creating congestion which could hamper emergency response. A wider corridor and proper equipment storage areas would expedite emergency response and workflow.



*Figure 4: Hallway Patrol Bag Storage*

Since this facility has been modified over the years with a building addition and various floor plan reconfigurations, interior fire doors have been installed throughout the facility to comply with fire code requirements. These interior fire doors also contribute to the inefficient use of space and poor workflow. Poor building design also affects hamper efficiency and in some cases jeopardizes staff's ability to perform duties up to current Policing Standards. Interconnected heating ducts breach acoustical privacy in several locations, which can jeopardize sensitive security elements of Police work. Interior spaces are entirely compartmentalized with limited natural light or ventilation and several offices are completely encompassed by corridors and have no exterior windows.

<sup>12</sup> Attachment D – Space Needs Assessment. “Space Deficit”, Page 3.

Building inefficiencies can also cause delayed emergency response times. Narrow hallways, ad hoc spaces, cluttered equipment storage, and adjacencies that have evolved over time result in a maze-like environment. Workstations and operational functions are scattered across the site/building resulting in inefficient workflow and delayed communication and coordination between internal departments.



*Figure 5: Property Storage*



*Figure 6: Combined Electrical and Storage*

Evidence is currently stored in multiple locations some with refrigerators/freezers in unconditioned space creating concern for the department's ability to maintain proper evidence chain of custody or storage standards. Evidence storage areas were designed for other uses and lack ventilation, access, proper lighting, etc.

### **1.4 Parking Limitations**

Parking at the station is severely constrained and forces staff and the community to seek parking off-site which impacts local streets and neighborhoods<sup>13</sup>. The number of secured parking spaces is insufficient for both personal and patrol vehicles, particularly at shift change when officers are both reporting for duty and returning from the field.

Parking constraints also limits the Department from hosting events with other agencies as well as the community which diminishes opportunities for engagement.

The current Police Facility has 62 parking spaces with an estimated daily deficit of approximately 66 spaces under current staffing levels.

<sup>13</sup> Attachment D – Space Needs Assessment. "Parking", Page 21.



The Department currently has 37 vehicles, 5 motorcycles, and 3 trailers. After parking Department vehicles at the station, an insufficient number of parking spaces remain in the secured lot for employee vehicles, with this deficiency increasing during special events when additional service provisions are necessary. Furthermore, the Department cannot currently store the Emergency Command Trailer at the station due to space constraints, resulting in increased response times to any emergency as law enforcement staff must retrieve the Command Trailer from the City's Corporation Yard.



Figure 7: Police Facility Parking Lot  
(Facing Southwest)



Figure 8: Police Facility Parking Lot (Facing Northwest).  
Storage Shed from Figure 2 can be seen in  
background.

### ***1.5 Antiquated and Inefficient Building Systems: Electrical and Mechanical, Accessibility***

Several aspects of the building and its electrical and mechanical systems are past their useful life or do not meet current requirements in the California Building Code Building System requirements<sup>14</sup> for Essential Services Facilities. For example, there are no fire sprinklers in the building and limited overhead space and plumbing constraints would create challenges for future installation. Lack of proper exhaust systems places staff at risk of exposure to sources of pollution and can lead to the spread of air born disease or chemical agents as air is recycled throughout the building.

The multi-story building has no elevator or ADA path of travel between floors which makes the existing facility ADA non-compliant and limits the City's ability to be inclusive to those with mobility challenges.

<sup>14</sup> Attachment D – Space Needs Assessment. “Building Systems”, Page 34.

Building systems for power, signal, and HVAC has reached their maximum potential and future changes due to technology or department growth will require whole system replacements instead of minor changes. Current mechanical systems are not environmentally sustainable, nor meet current standards for energy efficiency, or properly demonstrate the City's on-going commitment to make positive impacts towards climate action. Many of these systems cannot be maintained because parts for systems can no longer be procured.

### ***1.6 Safety of Personnel and Building Security***

Modern Police Facilities are designed with staff safety in mind as Police officers may become the target of violence. The existing facility lacks common safety measures such as ballistic glass at key publicly accessible locations. The existing facility also lacks safety by design features section as large windows and staff gathering areas exposed to adjacent streets<sup>15</sup>. While identifying detailed information of security exposures of the existing facility is not appropriate for this report, large improvements can be gained by replacing the existing facility with a new facility using contemporary design elements.

### ***1.7 Lacks Space for Community Engagement / Obstacle to Inclusivity***

The existing facility also directly affects the department's ability to engage with the community and to be a more inclusive employer by integrating teams through such design enhancements as unisex locker rooms, common areas, community areas, breastfeeding rooms, etc. The reception counter is unwelcoming due to inadequate open area in the lobby, and the lack of a Community Room limits opportunities for civic engagement.

Most modern Police Facilities are designed to include a Community Room which can be made available for community use and to increase partnerships with the public. This feature has shown to be very popular and other Police Departments routinely report that Community Rooms positively affect their relationship with communities they serve.

There is very limited space for volunteer and Explorer Programs which further reduces opportunities for community engagement and relationship building. Public and community space is non-existent and the Chief's Roundtable and Police and Community Together (PACT) meetings are held in a windowless Briefing Room that is stocked full of equipment and training materials. Facilities that allow working mothers to support newborns are not available.

<sup>15</sup> Attachment D – Space Needs Assessment. "Building Systems", Page 35.

## 2. New Facility Attributes

### 2.1 *Better Service to the Community*

A new Public Safety Center would provide a sustainably designed building and building site with appropriately sized, designed, and equipped workspace to support modern-day community-based Police Operations. Among the project goals and broader objectives are these identified below.

Police Department architectural and site design have evolved considerably since the current facility was built. Modern facilities are often designed with the intent of being inviting and welcoming to community members as opposed to feeling hardened and defensive as was common in the past.

A new Public Safety Center would meet current code requirements for Essential Public Safety Buildings and would provide the community with its first purposely built Emergency Operations Center (EOC), strengthening the City's ability to respond effectively to public safety emergencies and natural disasters. Improved circulation of emergency personnel within the building along with improved vehicular capacity would create a safer emergency vehicle egress from station.

A community room within a new facility would service unmet needs for event and meetings for Explorers, Volunteers, PACT, Community Action Team, School Resource Officers, and Neighborhood Outreach as well as offer a welcoming meeting place for organizations serving all members of the community. The intention of the Community Room is to provide an inviting and welcoming space belonging to the community and offering a meeting space for community togetherness. Ideally, this will also function as a collaborative environment where police and other community groups can come together on initiatives to better police, build community relations and improve policing through collaboration. Providing a Community Room as well as brining the site and facility up to current ADA standards would encourage broader community involvement for events hosted by the Department and help the city reach its goals of Diversity, Equity, and Inclusion.

Inclusivity and equity are high priorities of the Public Safety Center. Connectivity with the community begins with a public plaza that reached out from the Public Safety Center to the neighboring streetscape to welcome all community members to the site and invite them to be present in seating areas and plaza promenade to the building entry. Architecturally, the multi-story lobby communicates the desire for an inclusive partnership with law enforcement with the transparency of the entry that connects all floors of the facility to the public plaza and lobby. This transparency is created for the public to see in the literal sense at the areas of lobby and the Community Room is supported by the improved collaboration created between the City and the Community provided by these dedicated areas. The Community Room directly off of the plaza and public lobby provides a dedicated space for connection, interaction and inclusion of the

community into the facility and builds relationship with City departments. These spaces make the Public Safety Center an inviting destination civic space where the community is welcome.

## ***2.2 Sustainable Design***

As the first facility designed after adoption of Council's goal of carbon neutral government operations by 2030 and adoption of the related "Lead by Example" plan, the new facility can be a highly visible example of a low carbon emissions and resilient facility<sup>16</sup>. Critical features include passive solar, an all-electric building, and infrastructure to support the transition to all electric and plug-in hybrid fleet vehicles. Sustainable strategies will be employed to provide low emitting materials and natural daylighting for enhanced indoor air quality and high efficiency/low water consuming fixtures and materials with low VOCs and high recycled content to reduce the use of resources. The facility will also include current best practices for energy management including high efficiency mechanical systems, onsite generation, storage, and controls to ensure resilience, limit peak load, and limit exposure to utility costs. To ensure low operation and embedded emissions, the City could consider pursuing a reputable building certification such as LEED, or similar. The City also may choose to have the station designed as Zero Net Energy (ZNE). This will be required for all new commercial construction in California in 2030 and the City may choose to meet this requirement voluntarily.

### ***Opportunities for Resilience Hub Features During Project Development***

A resiliency hub provides a physical space or set of resources that support resilience in communities – including access to power, shelter, or information – during climate driven major weather events and other extreme events, while helping to build and sustain year-round community adaptive capacity. With the incorporation of the above sustainable design strategies, the Public Safety Center, within the limitations of building security required during certain emergencies, could provide essential elements of a Resiliency Hub, including: resiliency to hazards, such as seismic events, resilient and reliable power for the Emergency Operations Command Center, uninterrupted communications systems, and programming and services for community preparedness, connectedness, health, and wellbeing.

## ***2.3 High Quality Workspaces***

Architectural design and building programming methods have advanced significantly since the existing facility was constructed. With a better understanding of space use and floor plan programming the City's design team would eliminate outdated and constrained working conditions and provide adequate space for functional workgroups. A properly designed building would provide opportunities to increase team dynamic by

<sup>16</sup> Attachment D – Space Needs Assessment. "Sustainability Strategies", Page 40.

locating teams together, bring cohesion between units within the department, and increase privacy which is critical to investigative work.

Providing adequate fitness areas and increasing natural light and ventilation within the building would help promote long-term employee health and contribute to officer retention and longevity.

A Public Safety Center would also include secured parking for Department and staff vehicles that are adequate for day-to-day operations, training, and emergency response needs minimizing impact on neighborhood streets.

The departmental function and flow is vertically connected by the lobby as it connects the floors with visibility and stairway circulation. Further supporting the interdepartmental inclusivity and equity for sworn and civilian personnel is the integration of breakroom areas, wellness areas, patio areas and report writing areas adjacent to the administrative offices. Within each department, a variety of office space types are provided with some able to provide privacy and others open to team areas. Adjacent offices with sound privacy are provided with predominately transparent walls for connectivity to the team. The wellness area and locker room areas are designed to promote equity and inclusive opportunity for all sworn and civilian personnel to participate in the team building and information sharing that occurs in the wellness and locker room area. At the same time opportunities for every person is provided for individual privacy for the donning of uniforms in preparation for duty. The locker room and wellness workout area are in an open configuration for all to access their gear and participate in wellness together. Individual changing and showering rooms and individual restrooms off of the locker area provide for privacy for every person and the inclusion to be a part of the full team in the locker and wellness area with a modesty policy. This configuration provides equity of participation of team and privacy for all and will support the department in being inclusive for staff.

#### ***2.4 Redevelopment of Existing Site***

During the early stages of the conceptual design process RRM was asked by City Staff to examine the following sites to determine suitability for the construction of a new facility (Attachment F for exhibits):

Option 1 – Foothill Blvd.

Option 2 - Hind/Windmill Lane

Option 3 - Prado Road

Option 4 - Madonna Road/Highway 101



Based on examination and evaluation of potential alternative locations, the existing Walnut Street site was determined to be the most suitable location for a Public Safety Center due to numerous factors.

The existing location is centrally located and provides quick access to the City's high call volume areas such as Cal Poly and Downtown and is also close to Highway 101 and Highway 1 access making it ideal when responding to calls throughout the community.

The site's topography supports implementing a multilevel building structure which would help maximize the efficiency of space on this City owned property. As a previously developed site, reusing the current location would avoid complications associated with raw land development including associated environmental impacts, and would streamline the review and entitlements process.

The site is currently zoned for public facilities and office uses, which would require a parcel lot merger so that the entire property is zoned as public facilities. Adjacent parcels are predominantly commercial and non-residential uses which help minimize potential land use conflicts between a Public Safety Center. Selecting a different location would require extensive public outreach and costs for land acquisition and public infrastructure improvements, in addition to a new facility itself, and would not have the service advantages that the current location the existing site affords. The existing site is serviced by robust off-site utility infrastructure.

### **RRM 2021 Space Needs Assessment and Recommended Replacement**

RRM developed a Space Needs Assessment (Attachment #A) and conceptual design report with the support and input from the Police Community Development, Public Works, Fire, and Administration Departments. The Space Needs Assessment describes and quantifies space needs for current operations and future needs. It also evaluates the carrying capacity and program needs of selected alternate building sites to accommodate those space needs. It was part of the considerations that resulted in a recommendation to reuse the existing Walnut Street location as described in Section 2.4.

The City previously commissioned City Gate in 2017 to analyze existing and projected service needs to continue public safety coverage for the City. The findings of this report are found in the "Citygate Staffing Report", Attachment E. The conclusions of the City Gate report align with estimates from staff regarding community growth expectations. Utilizing these staff projections, RRM Group identified space needs for each division within the facility<sup>17</sup>. Using this information and considering interdepartmental workflow operations RRM produced Table 1 shown below, which was used to determine total building area required.

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<sup>17</sup> Attachment D – Space Needs Assessment. "Sustainability Strategies", Page 45.

This “Summary of Space Needs” was developed to summarize space requirements for units and functions within the Department. Parking requirements were examined, and the Space Needs Assessment identifies the number of vehicles, including specialty vehicles and equipment to be accommodated at the new facility. Additional site requirements for pedestrian and vehicle circulation, emergency egress, an emergency generator, and building services such as utilities and trash, were also considered.

Space descriptions were developed to identify the many functional and aesthetic features to be incorporated into the design of the new Police facility. These project requirements are intended to guide the design development to meet the City’s objectives for a durable, highly functional, secure, and healthy work environment. The space needs also incorporate flexible, dual-purpose, and shared spaces for efficiency and team building. The new facility is intended to be developed using sustainable design and construction methods. The facility also strives to embody the City’s goal as a more diverse, equitable and inclusive community.

**Table 1 – Summary of Space Needs - Existing vs. Proposed**

AREA SUMMARY	Existing SF	Current Space Defecit	Current SF Need	Future Space Defecit	Proposed SF
Administration	805	1447	2252	2003	2808
Patrol	806	609	1415	1098	1904
Traffic	728	87	815	438	1166
Investigations	1773	2774	4547	3649	5422
Property and Evidence	2533	502	3035	664	3197
Neighborhood Outreach	267	575	842	910	1177
Records	1573	66	1639	174	1747
Field Services Technician	121	214	335	300	421
Detention - bottom level	664	1307	1971	2147	2811
Common - Shared Spaces	7118	3382	10500	5693	12811
Community / Training Room	0	1496	1496	1496	1496
Emergency Operations Center (EOC)	0	2808	2808	2808	2808
<b>Main Building Subtotal without EOC</b>	<b>16,388</b>	<b>15,267</b>	<b>28,847</b>	<b>21,380</b>	<b>34,960</b>
<b>Main Building Subtotal with EOC</b>			<b>31,655</b>		<b>37,768</b>

### Summary

The Police Facility studies and evaluations completed to date all conclude that the existing station is undersized and deficient. Previous facility additions and improvements to add space were completed, including several space reconfigurations, to maximize available area. This has allowed the existing Police Station to remain in service well beyond the facility design life; however, the facility has reached its limitations. Furthermore, a Seismic Evaluation of the existing Police Department was performed and concluded that the current facility would likely sustain damage during a large seismic event and become unfit for continued use. Seismic retrofitting of the existing Police Department was investigated but is not a cost effective because the City would still have a facility that does not meet existing or projected future space needs of the Department to adequately service the City.

Replacement of the Walnut Street Police facility has been determined as the most cost effective and efficient way to meet existing and future needs of the Department. The site does not have available land for additional buildings or expansions and a complete demolition of existing facilities is required with a full replacement of all buildings.

Industry standard for public facility design includes constructing for a 50-year useable life (durability) and sizing the facility for projected staff increases over the next 30 years. Projecting staffing requirements past a 30-year time horizon has proved to provide little added value as many of the variables used in this analysis are subject to dramatically change over longer time periods. Programming analysis performed by RRM concludes that a new Public Safety Center of approximately 37,800 sf is sufficient to address the Police Department's space requirements over the next 30 years. Law enforcement processes have evolved over time and will continue to evolve in the future. Projections to 30 years will allow for anticipated growth of staffing and support spaces needed. As law enforcement changes, other strategies may be employed beyond adding space to this facility as processes may be very different due to change in policies and updated technologies.

### **Work Completed to Date**

To date, consultants and City staff have produced preliminary building programming and site feasibility study, conceptual site and floor plans (Attachment F), exterior renderings allowed for City to select architectural style best suited for San Luis Obispo, Space Needs Assessment (Attachment D), and a seismic analysis (Attachment C). All supporting documentation has been referenced throughout this report.



*Figure 9: Conceptual rendering of proposed facility, looking west from corner of Santa Rosa and Walnut*

### **Next Steps – (Major Facility Asset Replacement CIP)**

A major facility replacement such as the Public Safety Center is of a scale and scope to be considered an “Asset Replacement”. The project has been identified in the 2021-23 Financial Plan as a subproject within Major Facility Replacements. To continue to move forward, the project needs to continue to progress further in the planning and development phase.

Planning & Entitlements Phase – The following design progress and entitlements are necessary to construct the Public Safety Center:

1. *Conceptual Design and Preliminary Grading* - 30% architectural plan set, finalization of building footprint and programming, preliminary grading and drainage plan prepared
2. *General Plan Amendment* – The property currently consists of three parcels, one is designated “Public Facilities” and the other two are “Office” . A General Plan amendment is requested so that all parcels have the land use designation of Public Facilities.
3. *Zoning Map Amendment* – Change the zoning map to be consistent with the revised General Plan.
4. *Architectural Review* – requirement for any major non-residential development project over 10,000 gross square feet.
5. *Conditional Use Permit* – Table 2-1 of the City’s Zoning Regulations requires a conditional use permit for public safety facilities within the public facilities zone.
6. *Parcel Lot Merger* – Required for consistency with California Building Code as the parking structure is currently proposed to be located two separate parcels.

An environmental document will need to be developed consistent with the California Environmental Quality Act (CEQA). An initial study will be prepared and a full entitlement application will be submitted to the Planning Department. A Planner will be assigned the project and assist Public Works in the preparation and processing of the application.

Design Phase – Once the project is entitled, RRM can proceed with preparation of construction documents as sufficient design funding becomes available (see Fiscal Impact section). The design process consists of three distinct phases: 1) schematic design, 2) design development, and 3) construction documents. City Staff can expect the following deliverables for each phase of design:

1. *Schematic Design* – continue conceptual design process to a complete schematic package including engineering structural, mechanical, and electrical
  2. *Design Development* – 65% to 90% design progress, including plan set for building and site plan, draft specifications, preliminary cost estimate, and relocation Plan for Police staffing, equipment, and materials
  3. *Final Construction Documents* – Plans, specifications, and estimates to a 100% design level for bid by qualified contractors.
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Advertise and Award Construction Contracts – Upon review and permit approval of the final construction documents, staff will recommend project approval and authorization to advertise the project for construction bids. Upon review of project bids, staff will recommend award to the lowest responsive bidder. For a project of this size and complexity, the advertisement and award phase may take 4-5 months, with much of that time allotted to potential bidders reviewing contract documents in order to prepare accurate bids. Prior to bidding the project City Staff will also hire a Construction Management company to handle the day-to-day inspections and contractor scheduling. Start Construction: Approximately 2-3 months following award of contract in alignment with City approvals and following relocation of Police staffing, materials, and equipment to an interim location.

**Previous Council or Advisory Body Action**

Funding for the Police Station Replacement Project was originally identified and funded in the 2015-17 (\$45,000) Financial Plan. Since that time funds have also been allocated in FY 2017-18 (\$15,000) and FY 2019-20 (\$50,000) for the continued advancement of the project. In addition, Council authorized the reallocation of \$104,000 to the Police Station Replacement Project from the Police Department Space Improvements & Carpet Replacement Project in 2019.

With adoption of the FY21/23 Financial Plan, Council appropriated \$100,000 in FY21/22 and \$300,000 in FY22/23 for continued project development of Major Facility Replacements CIP projects, including the Police Station Replacement.

**Policy Context**

Providing a workspace that is both ADA compliant and indifferent to the gender demographics of PD staff helps promote the Major City Goal of Diversity, Equity, and Inclusion. Upgrading the mechanical systems utilized by the PD station also provides opportunities for the implementation of energy efficient systems and environmentally friendly technologies such as photovoltaics and electric vehicle charging and would help advance the City goal of being carbon neutral.

**Public Engagement**

The project will need to be presented to the ARC, PC and finally City Council before gaining final project approval.

Community outreach efforts will also be implemented to keep the public informed on the progress of the project as it nears construction.

**CONCURRENCE**

The Police Department, Administrative Department, Public Works Department, and Community Development Department are all in concurrence with the project and recommendations of this report.



## **ENVIRONMENTAL REVIEW**

This study session itself does not constitute a “Project” under California Environmental Quality Act (CEQA) Guidelines Section 15378.

Replacement of the Police Facility would require compliance with CEQA guidelines for construction of the facility. Staff will conduct the necessary level of project specific CEQA review prior to returning to Council with any recommendation for project construction.

## **FISCAL IMPACT**

Budgeted: Yes

Budget Year: 2021-23

Funding Identified: Yes

### **Fiscal Analysis:**

The estimated cost to replace the Public Safety facility has been fully integrated into the five-year capital improvement program that was adopted on June 1, 2021 together with the 2021-23 Financial Plan. At this point, the construction of the facility is scheduled for 2025-26 and the City will issue debt to cover the \$52 million construction cost. The budget forecast incorporated the related annual debt payments coming from the Local Revenue Measure.

The City’s Municipal Advisor (PFM) provided a long-term evaluation of the City’s capital improvement needs which considered the bond issuances for the Public Safety facility as well as the Prado Overpass. The 20-year analysis from PFM concluded that a local revenue measure allocation of 75% or greater toward capital projects will be sufficient to fund the long-term capital demand without significant need to defer any projects currently on the City’s list of projects. The analysis was done with consideration of the City’s revenue growth assumptions and included an applicable interest for the debt of 5%. City staff is in the process of assessing the City’s unencumbered physical assets of at least the value of the amount in borrowing in preparation of the bond issuance.

<b>Table 2 - Current Projected Schedule and Budget</b>			
<b>Fiscal Year</b>	<b>Task</b>	<b>Funding Amount</b>	<b>Funding Source</b>
2021-22*	ARC, PC Presentations and Project Approval, Building Programming, and Conceptual Design	\$100,000	Local Revenue Measure
2022-23*	65% Design level Plans, Specifications, and Estimates	\$300,000	Local Revenue Measure
2023-24	90% Design level Plans, Specifications, and Estimates, Submit for Permit Review	\$400,000	Local Revenue Measure
2024-25	Final Construction Plans, Specifications, and Estimates, and Permits, Advertise project for Construction	\$400,000	Local Revenue Measure
2025-26	Award construction contract, construction Start	\$52,000,000	Debt Financing of full construction cost

*\*Funding appropriated as part of FY21/23 Budget Adoption.*

## **STUDY SESSION FRAMEWORK FOR FEEDBACK TO STAFF**

At this study session, Council will receive a summary presentation of this report, hear input from the public, and provide questions and feedback to staff to guide further policy and design development for the Police Station replacement. In providing feedback to staff, below are a series of key focus areas and questions that Council may want to use to guide the discussion:

**Question #1.** Is the current schedule for project delivery outlined in Table 2 acceptable or does Council want to accelerate the project? The timeline presented balances out other City Capital Project needs such as the construction of the Palm – Nipomo Garage, the Prado Road Overpass, and the Prado Creek Bridge Replacement projects. Acceleration of the Public Safety Center would require staff to return to Council to re-prioritize at Budget Supplement and possibly defer or defund other Capital Project commitments in the current FY21/23 Financial Plan or following plans.

**Question #2.** What feedback does Council have regarding the architectural design presented for the building's exterior from the provided rendering? As presented, is the preliminary design acceptable?

**Question #3.** What input does Council have regarding the size and potential uses of the community room?

**Question #4.** Are there any other questions, comments or concerns that council has regarding the project as a whole?

**ALTERNATIVES**

Council could provide feedback in areas other than the example questions listed above.

**ATTACHMENTS**

- A – SLO City Facilities Master Plan (October 1988)
- B – Police Facilities Master Plan (January 2003)
- C – Seismic Evaluation (March 2021)
- D – Space Needs Assessment (February 2021)
- E – Citygate Associates Staffing Report 2017)
- F – Alternative Site Selection Exhibit (January 2017)