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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Brooke A. Levin
Director, OPW

SUBJECT: Update on the Status of the Police
Administration Building (PAB)

DATE: November 23, 2015

City Administrator Approval

Date:

12/3/15

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The Current Status Of The Police Administration Building, Including Scope Of Existing Health And Safety Issues, Cost Estimates, Financing Options, Timelines, And Plans To Abate All Public Health And Safety Issues As Soon As Possible.

EXECUTIVE SUMMARY

This is an informational report provided to the City Council regarding the current condition of the Police Administration Building. The report summarizes the general condition of the existing building, provides a rough order of magnitude of costs for identified major repairs, and outlines general information on the potential replacement of the building. With over 54 years of service, the PAB requires many structural and system repairs. Functionally, the building is inadequate to accommodate current Police Department space needs.

BACKGROUND / LEGISLATIVE HISTORY

The Police Administration Building (PAB) is located at 455 7th Street. Original construction on this nine-story building was completed in 1961. The total gross building area is 153,000 square feet and houses the majority of the Police Department's offices.

Structural Condition of PAB

After the 1989 Loma Prieta Earthquake, a structural survey of the PAB was performed and confirmed that the building did not meet current seismic codes. Major structural repairs/upgrades were then recommended. Utilizing limited FEMA and Measure I Bond funding, the Phase I building retrofit was completed in 2006. This Phase I project corrected discontinuities in the shear walls and improved the transfer of seismic loads. This work was intended to reduce Life safety hazards and improve the ability of occupants to safely exit the building after a major earthquake.

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Phase I work did not include all the reinforcement, seismic anchorage, and bracing for the entire building necessary to bring it up to a level typical for a Essential Services Facility. Current codes for Essential Services Facilities exceed life-safety requirements and are intended to assure a building will remain fully functional following a seismic event.

Full retrofit work for a PAB Phase II project is not currently funded or scheduled. Additionally, a full retrofit would require that the PAB be vacated and all personnel relocated temporarily during construction. The Phase I work allowed for the PAB to remain occupied and functional during the construction. Finally, a full retrofit would prudently include full upgrade and replacement of all the mechanical, electrical and wet and dry utility systems for the building, all of which are at the end of their practical service life, as noted below.

Existing Building Systems

The PAB is an aging building with antiquated equipment and systems. Limited repairs and improvements over the last several years have been made, but many more are required. Over \$2.1 million has been spent since approximately 2003 for major repairs as follows:

- Replacement of Boilers
- Rooftop Cooling Tower Renovation
- Airflow Economizers and System Energy Control Upgrades
- Chiller #1 and #2 Repairs (refrigerant leakage in summer 2014 caused evacuation of building several times)
- Chiller #2 Electrical Repairs (problem not fully resolved)
- Server Room A/C Units (emergency repairs to keep critical systems and servers operational)
- Fire Alarm Upgrades within the building and elevators

Public Works staff in the Bureau of Facilities and Environment (BFE) are frequently making repairs and dealing with obsolete parts. Capital Improvement and replacement funding is needed to supplement O&M funds and minor CIP funds. BFE has identified the following major projects:

Item	Cost Estimate	Notes
Complete replacement of both chillers which are over 50 years old. Failure of one chiller will result in not allowing for proper building cooling during a heat wave.	\$1.5 - 2.2 million	
Replacement of HVAC System Controls. Aging system's replacement will allow for improved temperature control and airflow throughout the building.	\$1.5 - 2.2 million	A full, formal assessment and study is needed
Supply Fan #2 needs to be rebuilt	\$140,000 - \$200,000	
HVAC Pumps need to be replaced	\$60,000 - \$90,000	
Electrical Automated Transfer Switch (ATS)	\$500,000 - \$700,000	A full, formal

needs replacement. In February 2015, staff noticed a burning smell from the mechanical room which was traced to a faulty ATS. Age of the ATS has resulted in lack of available replacement parts. Emergency generators are tied to the ATS and will also need replacement.		assessment and study is needed.
Elevator control systems in PAB need to be upgraded. Controllers were upgraded in 2008 but are becoming obsolete and are breaking down more often and taking longer to troubleshoot and repair.	Further investigation and analysis required to finalize scope of work and costs	
Elevators in County side of PAB need upgrades. Only two of the three existing elevators are operational now. These elevators are very old and utilize analog technology.	Further investigation and analysis required to finalize scope of work and costs	
Major plumbing renovations are required. Due to the age of the facility, multiple leaks continually occur throughout the building. A majority of the piping is cast iron. Staff is only able to currently address the leaks as they appear as opposed to any true replacement projects.	\$500,000 - \$700,000	A comprehensive assessment is required for full cost to be determined
Storm drain piping in the basement is leaking and replacement is required to prevent any major damage or flooding.	\$40,000 - \$60,000	
Three of the exterior doors need replacement for security reasons.	\$60,000 - \$90,000	
Building roof has several areas that need replacement. Signs of leakage showing, and staff has made minor repairs.	\$300,000 - \$600,000	
Planter boxes adjacent to the building need to be cleared out and waterproofed. Leaks during heavy rains into the basement are appearing.	\$50,000 - \$70,000	
Fire alarm system needs to be installed in County side of PAB. No system exists in this part of the building and OPD wishes to expand into it.	\$350,000 - \$600,000	
Total Cost	\$5 - 7.5 million	

The approximate total cost of the needed work for existing building system at the PAB that has been identified thus far is between \$5 million and \$7.5 million. These costs do not include the elevator or major plumbing renovations which will require a comprehensive study to fully develop the scope of work and determine the costs.

ANALYSIS AND POLICY ALTERNATIVES

The PAB is a very old building and is in need of significant improvements. Based upon formal structural and building studies by the firm of kPa Consulting Engineers in the early 2000's, the

most critical seismic retrofit work has been completed. Life safety hazards have been minimized and the ability for staff and the public to exit the building after a major earthquake has been greatly improved. However currently, the building will most likely not be functional after a major earthquake and a temporary location for the police services function will be needed immediately after such an event.

Additional seismic retrofit work to allow for the facility to be functional after a major earthquake would require significant funding. A full retrofit would require all existing personnel to be relocated temporarily out of the PAB. It was previously proposed to utilize the Oakland Army Base as a temporary location for OPD since it was assumed there would be no real estate lease costs at that time. In addition, the Crime Lab would be permanently relocated out of the PAB into a new separate building to allow for needed expansion. Back in 2004, the total costs needed to cover all this added work was approximately \$98 million.

The Oakland Police Department last performed a Space and Needs Assessment study in October 2002 with the firm of TL Craig Architecture and Planning. The existing PAB has 153,000 square feet of gross building area, and the study at that time indicated that the total need for the Department was 262,000 square feet. Clearly OPD now needs more space than what the existing PAB can provide. Considerations were discussed back in 2004 for a new PAB, but the building location and real estate requirements were never fully examined or finalized.

A new Police Administration Building which would include a new Crime Lab and Property Evidence Room, is listed on the current, unfunded Capital Improvement Program. The total project cost for a new 300,000 square foot facility is estimated at \$405 million. No potential site has been identified, nor have any land acquisition costs been included.

Considering the numerous capital improvements and major repairs necessary for the existing PAB, and the fact that it is approaching the end of its serviceable life, a full analysis of all options should be considered. Such an analysis would likely include current and projected space needs; analysis of the highest and best use of current and potential sites; analysis of the structure of the Police Department operations; opportunities for collaboration with neighboring police departments; and building and real estate cost estimating. This would be a significant effort and would require appropriation of adequate funds to complete these studies.

One initial option for consideration would be to retain a bridging consultant to assist staff in refining the scope of work and cost to complete such analysis. This work, if funded, could be used to guide decisions about next steps in this process.

FISCAL IMPACT

This item is for informational purposes only and does not have a direct fiscal impact or cost.

PUBLIC OUTREACH / INTEREST

No public outreach was deemed necessary for this informational report.

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COORDINATION

Coordination occurred between the Bureau of Engineering and Construction and the Bureau of Facilities and Environment of the Public Works Department, and the Oakland Police Department. The City Attorney's Office and the Controller's Bureau were also consulted in the preparation of this report.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities at this time associated directly with this informational report.

Environmental: There are no environmental opportunities at this time associated directly with this informational report.

Social Equity: There are no social equity opportunities at this time associated directly with this informational report.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report On The Current Status Of The Police Administration Building, Including Scope Of Existing Health And Safety Issues, Cost Estimates, Financing Options, Timelines, And Plans To Abate All Public Health And Safety Issues As Soon As Possible.

For questions regarding this report, please contact Danny Lau, Principal Civil Engineer, at 238-7211.

Respectfully submitted,



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