



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

**FROM:** G. Harold Duffey  
Director, Oakland Public  
Works

**SUBJECT:** SUPPLEMENTAL - Informational  
Report on Public Safety  
City Facilities

**DATE:** February 2, 2022

City Administrator Approval

Date:

Feb 3, 2022

## **RECOMMENDATION**

**Staff Recommends That The City Council Receive An Informational Report And Options For Actions To Initiate And Fund The Acquisition/Construction Of New Multi-Service City Facilities, With Space For Mobile Assistance Community Responders Of Oakland, Department Of Violence Prevention, And More, Including In Central Oakland (To Include The Relocation Of Fire Station 4 (FS4)) And East Oakland (To Include Police Administration, And Disposition Of Existing Sites That Would Be Made Available. Such Report Shall Include Multiple Options For The Fire Station 4 Relocation In Central Oakland Including Costs, Potential Funding Sources, Timelines And Approvals Needed, As Well As Phasing Considerations To Ensure The Expedient Relocation Of FS4 To Protect The Health, Safety And Welfare Of The General Public And Station 4 Firefighters; And Include Analysis Of Which Duties, Functions And Personnel, Including Duties That Are Currently Housed At The Broadway And 7th Street Facility, Could Be Housed In Other Existing City Facilities Including City Hall Plaza And Eastmont, Working With Such Personnel To Identify Best Uses And Space And Equipment Needs, And As Well As Refining Scope Based On Prior Police Administration Building Study For New Central Oakland And East Oakland Multi-Service Facilities.**

## **REASON FOR SUPPLEMENTAL**

The City Administrator was directed to prepare an informational report at the September 16, 2021, Rules and Legislation Committee that addresses public safety needs at City facilities. The [report](#), dated October 7, 2021, was made at the October 11, 2021 Finance Committee. This supplemental report provides an update on the projects as requested by City Council.

## **BACKGROUND / LEGISLATIVE HISTORY**

City Council requested an update to the October 2021 Informational Report on the following projects:

- Fire Station #4
- Fire Station #29 - New Station & Training Resiliency Education Complex
- New Police Administration Building
- Eastmont Police Station
- Frank H. Ogawa Plaza Buildings – Department of Violence Prevention offices
- MACRO

## **ANALYSIS AND POLICY ALTERNATIVES**

This supplemental report discusses a number of public facilities projects, which advance the following Citywide priorities: (1) **housing, economic, and cultural security**; and (2) **vibrant, sustainable infrastructure**; and (3) **holistic community safety**.

### **Fire Station #4 (FS4)**

The existing FS4 at 1235 International Boulevard in Council District 2 is one of the oldest public buildings in Oakland and among its three busiest fire stations. The building has numerous deficiencies, among other things. It does not meet National Fire Protection Association (NFPA) standards, jeopardizing the ability of the Oakland Fire Department (OFD) to provide essential emergency services for Oakland's residents within the service district.

For several years City staff have been analyzing alternatives for addressing these deficiencies. FS4 cannot be rebuilt in its present location due to the lot's small size. The City's Real Estate Division has been searching continually for alternative locations since Spring 2019 and has been able to identify few alternatives given mission-critical site requirements and the dense, developed nature of the service area. At present, there remain no properties available for purchase in the service area that would meet the minimum site requirements. Consequently, staff have also developed a site plan which could accommodate FS4 in a 19,000 square foot corner of San Antonio Park, which is already owned by the City and is centrally located in the service area. This option would displace approximately ½ an acre of open space, including one tennis court, and require a General Plan amendment.

On Saturday, January 29, 2022, staff convened a community meeting at FS4 to discuss its relocation, which was attended by approximately 20 participants both in-person and via Zoom. Fire Chief Reginald Freeman and additional OFD leadership described the urgency of replacing FS4. The City's Real Property Asset Manager presented an analysis on select public- and privately-owned sites to demonstrate how the mission-critical site requirements inform the City's options.

Construction of a replacement facility is estimated to range in cost \$12-22 million, depending on the final location of FS4 and any concessions from an optimal station design such as smaller building size and parking. Acquisition and preparation of a suitable site, were one to become available, would add an additional up to \$9 million to this cost, as well as add up to two

additional years for the completion of FS4. Currently, \$9.6 million is available from Measure KK. The team will prepare an analysis of the data collected from all meetings and present the report to City Administration for direction in mid-February 2022.

### **Fire Station #29 (FS29)**

City staff is advancing planning for the relocation of FS29 and the fire training facility to the City-owned property at 905 66<sup>th</sup> Avenue in Council District 6. This would replace the existing FS29 located at 1016 66<sup>th</sup> Avenue in Council District 6 and the existing fire training facility located at 250 Victory Court in Council District 3. Along with the OFD, the FS29 team has been conducting outreach with the site's neighbors and City's internal departments: AC Transit, Cypress Mandela Training Center, Union Pacific Railroad, Bay Area Rapid Transit (BART); and Oakland's Departments of Housing & Community Development, Planning and Building, and Race and Equity to introduce the project's scope of work, schedule and establish a point of contact from each entity for the project. The project team also established a Project Advisory Committee (PAC) that includes City staff as well as the Black Cultural Zone non-profit at the suggestion of Councilmember Taylor.

The PAC is developing the community engagement plan with anticipated meetings to occur in Spring/Summer 2022.

### **New Police Administration Building (PAB)**

The existing PAB at 455 7<sup>th</sup> Street in Council District 3 was built in the early 1960s. Its building systems have exceeded their useful life, and the building does not meet the requirements of the Essential Services Seismic Safety Act of 1986.

The City and its consultants conducted a feasibility study to develop a new PAB in 2017-2018, which provides a framework for replacing the existing PAB. The key conclusions were:

- A single, centralized facility was preferable to dispersing functions for financial, operational, and other reasons.
- The City-owned Homebase site at 633 Hegenberger was identified as the preferred location for a new centralized facility with fleet parking on the adjacent Malibu site co-owned with Alameda County.
- The cost of the new facility was estimated to be \$530 million, which would be much higher today.
- The value of the existing PAB would not be a significant factor in financing the new facility.
- A traditional design-bid-build or design-build approach (i.e., City designs and entitles the project) financed by tax-exempt municipal bonds would be the most cost-effective project delivery strategy and superior to a public-private partnership.

The Economic & Workforce Development Department (EWDD) is engaging an economic consultant to confirm whether key financial conclusions from this prior study still hold in today's market environment.

There is a proposal to be presented at the February 7, 2022, Special Finance Committee to merge two PAB projects approved in the FY 2021-23 Capital Improvement Program budget. The resulting project will authorize staff to start work on a new public safety facility upon final

scope direction from City Council and City Administrator. A new position will be required in the mid-cycle budget for a full-time staff to continue work on this large project.

**Eastmont**

The Eastmont project remains on hold per Oakland Police Department's direction.

**Frank H. Ogawa Plaza (FOP) Buildings**

The Department of Violence Prevention (DVP) is in the process of moving into space at 150 and 250 Frank H. Ogawa Plaza. Oakland Public Works (OPW) Facilities Services is finalizing DVP's move into 250 FOP.

**MACRO**

The City's Real Estate Division is working with OFD to understand the space needs for MACRO and explore options for locating these functions. OFD has determined that the future FS29 site at 905 66th Avenue is not a suitable location due to space and parking needs for this program.

Staff have initiated outreach to Alameda County to discuss the possible use of County-owned property near Castlemont High School in Council District 7.

**FISCAL IMPACT**

There is no fiscal impact associated with this informational report. Establishing new capital projects for new facilities not already funded in the CIP would have a significant fiscal and staffing impact.

**PUBLIC OUTREACH / INTEREST**

No public outreach was conducted in the preparation of this informational report. Public outreach processes associated with projects for Fire Stations #4 and #29 are ongoing.

**COORDINATION**

Under the leadership of the City Administrator's Office, coordination occurred between OPW's Bureau of Design and Construction, the Bureau of Facilities and Environment, the EWDD Real Estate Division, and the management of various OPD Bureaus and Divisions.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** Although this informational report has no direct economic opportunities, the continued efforts to assess the public safety of City Facilities deliver an essential benefit for City operations and services.

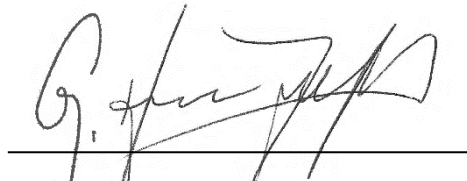
***Environmental:*** Although this informational report has no direct benefit to the environment, the report provides information on regulatory requirements. Updates to city facilities will include focus on access to Oakland's Green Building Ordinance, sustainability, resilience, recyclable building materials, water use reduction, renewable energy, and carbon offsets.

***Race and Equity:*** There are no race and equity opportunities at this time associated directly with this informational report. As the projects progress, staff will continue to engage the Race and Equity Department and outreach to the communities to address equity components.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Receive An Informational Report And Options For Actions To Initiate And Fund The Acquisition/Construction Of New Multi-Service City Facilities, With Space For Mobile Assistance Community Responders Of Oakland, Department Of Violence Prevention, And More, Including In Central Oakland (To Include The Relocation Of Fire Station 4 (FS4)) And East Oakland (To Include Police Administration, And Disposition Of Existing Sites That Would Be Made Available. Such Report Shall Include Multiple Options For The Fire Station 4 Relocation In Central Oakland Including Costs, Potential Funding Sources, Timelines And Approvals Needed, As Well As Phasing Considerations To Ensure The Expedient Relocation Of FS4 To Protect The Health, Safety And Welfare Of The General Public And Station 4 Firefighters; And Include Analysis Of Which Duties, Functions And Personnel, Including Duties That Are Currently Housed At The Broadway And 7th Street Facility, Could Be Housed In Other Existing City Facilities Including City Hall Plaza And Eastmont, Working With Such Personnel To Identify Best Uses And Space And Equipment Needs, And As Well As Refining Scope Based On Prior Police Administration Building Study For New Central Oakland And East Oakland Multi-Service Facilities.

Respectfully submitted,



G. Harold Duffey  
Director, Public Works

Prepared by:

Denise Louie  
Acting Assistant Director, OPW

Brendan Moriarty  
Real Property Asset Manager, EWDD

