



CITY OF OAKLAND

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OAKLAND

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# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Brooke A. Levin  
Director, Public Works

**SUBJECT:** Status Update on the Police  
Administration Building (PAB)  
Feasibility Study

**DATE:** February 17, 2017

City Administrator Approval

Date:

3/2/17

## RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report On The Project Status Of The Police Administration Building Feasibility Study, Including The Research And Evaluation Of Existing Documents, Program And Space Needs Assessment, Building Site Layout And Site Considerations, Budget Cost Estimates, Timeline, Finance Strategy And Implementation Plan**

## EXECUTIVE SUMMARY

This is an informational report to the City Council on the project status of the Feasibility Study for a future Police Administration Building (PAB). The objective of the feasibility study is to provide the City with an updated assessment of the space needs of a new PAB facility, the cost for implementation, strategies, and options for possible future implementation.

## BACKGROUND / LEGISLATIVE HISTORY

The Oakland Police Department (OPD) operates out of the existing PAB located at 455 7<sup>th</sup> Street and Eastmont Substation at 2651 73<sup>rd</sup> Avenue. OPD has been considering consolidating operations into a single location which meets Essential Services Building Standards.

### **Existing Police Administration Building:**

The existing PAB covers the entire city block bound by 7<sup>th</sup> Street, Broadway, 6<sup>th</sup> Street, and Washington Street and consists of a nine-story tower, six-story mid-rise building, two-story Sally port, and single-level basement. The total gross building area is 266,510 square feet. The existing building and land is owned by the City.

PAB currently houses the Office of the Chief, Office of Inspector General, Crime Lab, Crime Investigation, Field Operations, Academy and Training, Records, Property and Evidence, Identification Unit, administrative services, and former jail. The police fleet and fueling stations are located at the surface parking lot under the Nimitz Freeway (Highway 880) across 6<sup>th</sup> Street from PAB.

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Utilizing limited Federal Emergency Management Agency (FEMA) and Measure I Bond funding, the nine-story tower was seismically upgraded in 2006 to the *Life Safety Standards* of the Uniform Building Code Seismic Force Levels. Retrofitting a facility to the *Life Safety Standards* reduces life safety hazards and improves the ability of occupants to safely exit the building after a major earthquake event.

*The Essential Services Building Standards* of the Essential Services Seismic Act of 1986 requires police buildings to remain fully functional following a major seismic event. Full retrofit scope for the PAB and upgrading the existing PAB to *Essential Services Building Standards* was not feasible at the time due to financial constraints, the impacts of fully vacating the building, and temporary relocation of the OPD personnel and operations during the construction.

#### **Eastmont Substation:**

The Eastmont Substation is located on 73<sup>rd</sup> Avenue between Bancroft Avenue and Foothill Boulevard within the Eastmont Town Center. OPD has leased the two-story building with 64,000 square foot of area since 2001 which currently houses the Bureau of Field Operations. The lease term is for twenty years with options for OPD to extend another 10 years maximum. Most of the program area is on the Main Level and the police parking and evidence processing are on the lower level. The Eastmont Substation also does not meet the requirements of the Essential Services Seismic Safety Act of 1986.

#### **ANALYSIS AND POLICY ALTERNATIVES**

The legislation and the corresponding California Building Code classify public safety and law enforcement buildings (or portions thereof) as essential services facilities. Essential services buildings need to withstand the strongest anticipated forces generated by winds and major earthquakes at the building site without catastrophic collapse and shall remain functional to provide essential services to the public after a disaster. The existing PAB and Eastmont Substation fall short of meeting the requirements of the Essential Services Seismic Safety Act of 1986.

As reported in the informational report to the Finance and Management Committee on December 15, 2015, the existing PAB building components also need to be replaced and upgraded. The PAB building envelope, HVAC system, lighting, electrical and plumbing, ADA compliance, fire protection, and elevators are all in need of major capital improvements or replacement. The cost to rehabilitate the existing building systems identified thus far, excluding the costs to replace the elevators and a major plumbing renovation, was estimated at \$7.5 million in 2015.

Furthermore, the space limitation at the existing PAB is apparent. The Crime Lab is in need of additional space to effectively operate and to fully staff the lab with adequate number of technicians. Also, OPD staff is continuously finding resourceful ways to make room for the Police Academy and training programs. The spaces for records and property evidence are at capacity.

### **PAB Feasibility Study:**

In November 2016, Shah Kawasaki Architects (SKA), a small local business enterprise (SLBE) firm, was selected through a proposal process as the consulting architect for the PAB Feasibility Study project through the Oakland Public Works' On-call Architectural Services. SKA hired McClaren, Wilson & Lawrie (MWL), law enforcement facilities experts, to be part of the consultant team. SKA and MWL have designed numerous law enforcement and crime lab facilities throughout the nation and in the Bay Area.

The scope of services for the feasibility study includes the following tasks: 1) research and evaluation of existing PAB documents; 2) assessment of OPD program and space needs; 3) conceptualization of building site layouts and site considerations; 4) development of budget cost estimates and timeline schedule; and 5) recommendations on finance strategy and implementation plan.

An Executive Review Team with staff from the City Administrator's Office, Assistant and Deputy Chiefs of OPD, and Oakland Public Works (OPW) was established to guide and monitor the progress of the PAB Feasibility Study.

The consultant completed the research and evaluation of past PAB studies and existing documents of PAB and Eastmont Substation as well as conducted site visits to evaluate existing conditions. OPW and OPD staff with the consultant ("project team") completed the interviews of the OPD management and executive staff to gather data for the program and space needs assessment, and to evaluate current and projected needs up to year 2040, including anticipated OPD staffing by year 2040. Space needs projections for the future PAB directly correlate to the number of staff that will occupy the building. The project team is currently analyzing the 2040 staffing projections with the Executive Review Team.

For building site layouts and site considerations, the consultant shall develop three layout alternatives for blocking/stacking adjacencies (horizontal and vertical layout/configuration) diagrams to model the future PAB based on the programs and space needs assessment. Once adjacencies diagrams are prepared, the project team can better analyze and refine the needs for share support spaces. The consultant will prepare sketches and 3-dimensional block renderings for each of the three layout alternatives. Since new PAB building sites are being considered, the block renderings will help in identifying site constraints and geographical requirements. The consultant will also prepare a list of recommendations for consideration when identifying potential sites for the PAB.

The scope of services also requires the consultant to have a real estate development consultant to perform preliminary market research of comparable lands meeting site consideration requirements.

The consultant will assemble a budget cost estimate and general timeline, and provide a range of financing strategies and implementation options to the City including a private-public partnership (P3) development option for the future PAB. The final draft of the feasibility study covering the overall scope of services is anticipated to be completed by July of 2017.

Depending on the availability of funding, the City has the option to request additional services from the consultant team after the completion of the feasibility study to assist the City in seeking and analyzing potential sites, site selection and investigations, to develop conceptual plans of the PAB, to conduct environmental analysis, and to obtain land use entitlements.

### **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 solicited for this informational report. Public outreach and community feedback sessions shall be conducted if and when the City decides to invest funds to seek potential sites for the future PAB.

### **COORDINATION**

Coordination occurred between OPW's Bureau of Engineering and Construction, the Bureau of Facilities and Environment, and management of various OPD Bureaus and Divisions. The City Attorney's Office and the Controller's Bureau were also consulted in the preparation of this report.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Local consultants are utilized for the PAB Feasibility Study. As the project progresses, there will be more opportunities for local businesses to participate.

**Environmental:** There are no environmental opportunities at this time associated directly with this informational report. During the site selection and design of the new PAB, the focuses will be on access to quality transit, Oakland's Green Building Ordinance, sustainability, resilience, recyclable building materials, water use reduction, renewable energy, and carbon offsets.


**Social Equity:** There are no social equity opportunities at this time associated directly with this informational report. As the project progresses, staff will engage the Race and Equity Department and outreach to the communities to address social equity components.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends that the City Council Receive this Informational Report on the Project Status of the Police Administration Building Feasibility Study, Including the Research and Evaluation of Existing Documents, Program and Space Needs Assessment, Building Site Layout and Site Considerations, Budget Cost Estimates, Timeline, Finance Strategy and Implementation Plan.

For questions regarding this report, please contact Danny Lau, Acting Assistant Director, 510-238-7211.

Respectfully submitted,



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