



**Date:** December 4, 2012

**To:** Thomas J. Bonfield, City Manager  
**Through:** Wanda Page, Deputy City Manager  
**From:** Joel V. Reitzer, Director, General Services Department  
Jina Propst, Interim Assistant Director, General Services Department  
**Subject:** Durham Police Department Master Facilities Study

### **Executive Summary**

The Police Master Facilities Study consultant, Carter Goble Associates, Inc., has prepared a 20 year space utilization study for all police bureaus, divisions, and units, based on projection methodologies and space planning standards. The consultant's findings and recommendations have been reviewed internally and preliminary option recommendations were presented at public meetings in Fall 2010. Further, in conjunction with development of the long range master facilities plan, several interim leases have been executed to accommodate provisional Police space requirements. General Services and the Police Department have closely managed the lease program to ensure that Police space needs are met and that leases align for expiration and renewal in accordance with the overall plan sequences. The Master Facilities long range plan and existing lease program are closely aligned and contingent upon the future decision making process. The development and approval of the Police Master Facilities Program directly impacts the management of existing and future Police leases.

The recommended Police Master Facility Plan option, provides for a new purpose-built Police Headquarters and Annex Facility, and North and South Service Centers. The recommended facility option does not affect the current community servicing policing model, nor does it negatively impact the service delivery model. The proposed option will improve and unify the Police Department's command and control, while minimizing duplication of equipment and nonfunctional space. The end result is development of purpose-built Police facilities for police operations. Further, phasing out of the leasing program will provide the City with predictability in its facilities operation, maintenance, and costs.

### **Recommendation**

The General Services and Police Department recommends that the City Council receive a presentation on the Durham Police Facilities Study.

### **Background**

Over the past decade, a great deal of pre-planning work has been done regarding the Durham Police Department facility needs. In 2001, the City contracted with the design firms New Synergy and GSA Ltd. to conduct a departmental space needs assessment and

schematic plan for its facilities. The 2001 study concluded that there was a significant space shortfall and that facilities were beginning to deteriorate. In 2003, the building inventory conducted by Carter Burgess Architects confirmed the poor condition of the existing Headquarters as a significant issue. In 2006, the Police Department completed an internal facility report and master plan detailing the deficiencies in its facilities program and recommended a long range plan to replace the Headquarters building and leased facilities with new construction. In January 2010, the City conducted a nationwide request for qualifications process and selected Carter Goble Associates, Inc (CGA) to perform the Police Department's Master Facilities Study. CGA are experts in the field of public safety projects. CGA began work on the project in July, 2010. CGA analyzed City demographics, planning department projections, historical data on police department staffing and activity, conducted a unit-level space survey, conducted interviews with divisional and functional managers, toured and inspected all facilities, hosted public meetings and met with City government leaders and community stakeholders. The consultants also analyzed the police department's operational strategy and using comparative formulas, CGA projected the departmental growth and service through year 2030 to determine facility needs at five year intervals. The consultant's report and recommendations were finalized in March, 2012.

In 2011, Carter Goble Associates also analyzed and prepared an architectural space program for 911 Emergency Communications, to include space needs projections through year 2020.

### **Issues/Analysis**

Planning and funding for a new Headquarters and Annex, North and South Service Centers requires strategic and thoughtful planning. As currently structured, all police facilities leases are due to expire, or are subject to renewal in year 2018. With 2018 as the target year for completion of planning, development and construction of purpose-built Police facilities, this plan is time sensitive, with several phases of work required. The existing headquarters building is beyond its useful life for police operations, continues to require significant deferred maintenance and is not a viable long term option for the Police Department. Planning for the future headquarters and annex is a priority. In review of the architectural space program developed by CGA, including parking requirements and police operations, several sites were identified as potential options. The General Services Department and Police Department have narrowed site options to three locations. The identified sites were evaluated in terms of location, access, construction logistics, cost, police operations and other factors. Currently under consideration are 3 possible properties, including the existing Headquarters property on W. Chapel Hill Street, available property at E. Main Street, and available property at Fayetteville Street. The General Services Department has prepared preliminary site analyses for a new Headquarters and Annex for the above 3 possible site locations. Preliminary cost estimates range from \$40 to \$44 million for construction of new Headquarters, Annex and parking. Finalizing site selection is dependent upon available property and approval of the Facilities Program.

911 Emergency Communications is currently located within the existing Police Headquarters. Planning and development of a new 911 Emergency Communications facility must occur as part of the Master Planning process. It is recommended that the 911 facility planning, design and construction begin with CIP FY 13/14 in order to accommodate 911 needs and allow for appropriate phasing of the Police and 911 projects. An analysis of renovation of City owned property at 213 Broadway/124 Hunt Street has been developed and the preliminary

renovation cost estimate is \$11 million for renovation, parking and new equipment.

**Alternatives**

Development and implementation of long range planning for public protection facilities must occur. Construction of a purpose built Headquarters, Annex, and 911 Emergency Communications is the only option given the noted deficiencies in the existing building's structure and ongoing deferred maintenance issues. Implementation of purpose built North and South service centers is the recommended police operational model.

**Financial Impact**

Funding for the Durham Police Facilities Program and 911 Emergency Communications will require multi-year planning. CGA provided a complete program estimate of \$80,486,000 (including all Police facilities and 911 Emergency communications). This program estimate was not site-specific, but instead was a general guideline.

Preliminary cost estimates from General Services Department considered site specific factors, utilizing site analysis test fits as described above. General Services Department program cost analysis is as follows:

HQ/Annex	\$40-\$44,000,000
911 Emergency Communications	\$11,000,000
County 21% funding	(-\$2,310,000)
<u>Disposition of existing properties</u>	<u>(-\$7,600,000)</u>
<b>Implementation of Facility Program (including 911) =</b>	<b>\$45,090,000</b>

\*North/South Service Centers (future)

**SDBE Summary**

Not applicable at this time.

**Attachments:**

- Durham Police Facilities Study City Council presentation**
- Possible sites/program cost comparison**
- Durham Police Master Facilities Study FAQ**
- May 2012 Update of the Durham Master Facilities Study**