



CITY OF DURHAM | NORTH CAROLINA

Date: September 8, 2015

To: Thomas J. Bonfield, City Manager

CC: W. Bowman Ferguson, Deputy City Manager

From: Jina B. Propst, Assistant Director, General Services Department

Subject: Police Headquarters Update

Executive Summary

At the August 20, 2015 Work Session, staff and City consultants, O'Brien Atkins Associates P.A. (O'Brien Atkins) and Lend Lease (US) Construction (Lend Lease), (the Project team) presented five updated site layout concepts to City Council. Council requested receipt of additional public input prior to further discussion at the September 8 City Council meeting. At Council direction, staff solicited feedback from interested parties.

- On September 1, staff received a proposed site layout from Durham Area Designers (DADs) and Preservation Durham. The Project steering committee met with DADs and Preservation Durham on September 2 to discuss the proposed elements and offer feedback.
- On September 3, staff provided Council with a supplemental memo that included attachments of the pro/con matrix developed by staff to evaluate the five updated schemes using 19 criteria considerations for the project; DADs/Preservation Durham proposed layout (DADs Scheme); DADs/Preservation Durham's pro/con matrix self-evaluation; and staff's pro/con matrix analysis of the DADs scheme. After the supplementary memo was submitted, DADs sent a revised self-evaluation pro/con matrix directly to Council that differed from DADs initial self-evaluation. In summary, the supplementary memo raised concerns that the DADs scheme misses an opportunity for the project to have a positive impact on Main Street, as well as a presence for a key public facility along this critical urban thoroughfare. The Project team asserts the interests of the community and the occupants of the building are best served if the building has some frontage and a public entrance on Main Street (See Exhibit A – Supplementary Memo dated September 3, 2015).
- On September 8, Council received a letter directly from Downtown Durham Inc (DDI) supporting design scheme 4.

At the September 8 City Council meeting, staff advised Council that due to the timing of receipt of the DADs scheme and revised matrix materials, the Project team requested additional time to complete a detailed analysis of the layout. Council directed staff and City consultants to further evaluate, analyze, and give consideration to the proposed DADs/Preservation Durham site layout. An analysis of the DADs Scheme is presented in the Issues/Analysis section of this memo.

Recommendation

General Services Department requests City Council provide direction to staff regarding a preferred site layout for the new Police Headquarters complex.

Background

On June 6, 2015, the Project team delivered a presentation to City Council introducing four preliminary site layout concepts for the Police Headquarters Complex. The presentation included a summary of input received by the community in April and May, 2015. Council direction to staff was to further analyze the four schemes presented, gather additional feedback from the community, and come back to Council with an update.

On August 20, 2015, the Project team presented five updated design options to Council, along with analysis of land use, building height, surface and structured parking, existing historic Carpenter building, future development opportunities, and revised budget estimates. These schemes incorporated feedback received at focus group meetings with Downtown Durham Inc, Durham Area Designers, and Preservation Durham held on June 18 and June 22. The Project Team discussed feedback not considered in the updated design options, including designing a taller building, since the programmatic requirements on the first floor dictate the building footprint of approximately 40,000 square feet, thus forming the height of the building at four to five floors. This issue was discussed in the August 20 presentation. The Project team also presented cost comparisons of similar projects, cost model analysis of the proposed project, and budget comparison of current CIP funding. The cost model analysis indicated a difference of approximately \$18.5 million would be required to complete the project. Staff presented program reduction options to Council that would reduce the difference by approximately \$9.6 million.

Since the August 20 Work Session, staff received additional feedback including the DADs Scheme, received feedback from DDI, has provided Council with a supplementary memo and attachments regarding the DADs scheme, and discussed the project at the September 8 Council Meeting.

Issues/Analysis

As part of the analysis of the DADs diagram, O'Brien Atkins has further developed DADs schematic diagram into 3D digital model to make an "apples to apples" comparison to the five original schemes. Updated plans and images of DADs Scheme and the five original schemes can be referenced in the attached Exhibit B. The City's Construction Manager at Risk (CMAR), Lend Lease, considered cost implications of the DADs scheme, referenced in the attached Exhibit C, and the City's environmental consultant, Terracon, evaluated environmental considerations. The analysis is as follows:

Parking and Congestion Analysis:

- DADs scheme accommodates 34 surface parking spaces and 16 on-street parking spaces. Parking shown in the DADs scheme further reduces visitor parking from 84 spaces originally programmed to 50, which includes 16 on-street spaces not dedicated to the Police Headquarters project.
- Responding to feedback heard from the focus group meeting in June 2015, parking was reduced from 84 spaces as follows:
 - Scheme 1 – 75 spaces total (44 surfaces/ 31 on-street)
 - Scheme 2 – 64 spaces total (53 surface /11 on-street)
 - Scheme 3 – 70 spaces total (47 surface/23 on-street)
 - Scheme 4 - 64 spaces total (53 surface /11 on-street)
 - Scheme 5 - 70 spaces total (47 surface/23 on-street)

- 50 surface spaces shown in DADs Scheme will not accommodate visitor peak requirements, and could force Police Headquarters visitors to use on-street spaces around the entire site. Staff acknowledges this in conflict with input received by other Durham citizens who are concerned there is a shortage of on-street parking for businesses in this area.
- DADs scheme includes more private use and density on the site than schemes 1 through 5. Neither DADs scheme nor schemes 1 through 5 provide off-street parking to support private development. Given that the DADs scheme increases the density of private use while decreasing DPD visitor parking, staff anticipates a magnified conflict for on-street parking in the DADs scheme compared to schemes 1 through 5. This issue will make public parking competitive and development less viable.
- DADs Scheme shows private development on Hood and Ramseur Streets sharing the lot line with the structured parking deck, thus eliminating the private service court area proposed in schemes 4 and 5. Not having service courts for private development will shift all service-related trips and parking to the street network, which as previously noted will already be under pressure. This is also the case with the Main Street (triangular) development which will also require on street loading and unloading. The proposed Carpenter redevelopment does not have an intuitive location for a service area. Services for Carpenter building may be required to occur in the building and then taken to the street.

Design Analysis and other considerations:

- DADs scheme does not allow for civic presence on Main Street. Instead, the position of the building being shifted to the center of the block does not allow the Police Headquarters project to make a positive design impact on Main Street. Having presence of a key public facility on Main Street that feels connected to the City and neighborhood will foster community pride. Regardless of where the building is sited, the project team aspires to provide a building that is attractive, friendly, welcoming, and is a good neighbor.
- DADs scheme does not have an intuitive entry for the Police headquarters due to the location of the building mid- block and adjacencies of Carpenter and future buildings. There will be no identifiable image of this building from East and West Durham, and the building will have difficulty serving as a connector to East and West Durham.
- Police Headquarters primary views towards Main Street will be of back and side walls of Carpenter which, until renovated and unless reconfigured, will be solid brick walls with minimal windows. Other views will be of service areas of Carpenter and future Main Street development.
- It has been noted that multiple entrances and storefronts encourage good urban design, but many building types throughout the fabric of urban cities have one controlled public entry. Examples include city halls, libraries, community centers, recreation centers and museums. A rich textured experience is created when there is variety on the urban street. A Police headquarters presence on Main Street will achieve a well-lit façade and entry, providing a strong sense of safety.
- The Police HQ project has an immediate ability to enhance the connectivity between East and West Durham.
- Any future development activities on site will need to occur after completion of the Police HQ project, due to site constraints for construction lay down and logistics.
- Precedent examples of urban, pedestrian friendly police and civic facilities are included in the attached Exhibit B.

Program Analysis:

- While the DADs scheme includes the minimum square footages for the new building and structured deck, the resulting layout does not allow simultaneous access to the loading dock for multiple uses including Warrant Control, K9, Bicycle Unit, Forensic Vehicle Processing, Traffic Services Unit vehicles, and building service and deliveries. There is the possibility that mechanical and electrical units may have to be relocated to the deck which will ultimately increase the height and deck costs. This cost is undetermined.
- The DADs scheme does not provide adequate visitor parking for programmatic needs.
- The Dads scheme does not provide adequate exiting from the deck for emergency response due to potential on site congestion. The scheme provides 2 exits shared with visitor parking and one shared with a congested service yard. This scheme impacts Police operations at all 4 corners of the block, due to tenant deliveries, moves, renovations, relocations, trash collection and general public/retail traffic.
- Additional costs arising out of the DADs scheme (not included in budget and after accounting for a demolition costs credit for Carpenter) are:
 - Stabilizing Carpenter building for future restoration, including;
 - precise demolition of the attached garage structure
 - repair and cleaning of exterior brick walls after demolition of the attached garage structure
 - reestablishing electrical service which is currently located in garage structure
 - additional complex abatement requirements around the existing building.
 - Development along Ramseur and Hood provides no setback off the structured deck. As a result, the structured deck will require partial solid walls and ventilation.
 - Development of an open space/plaza area on Main Street and around the Carpenter Building will require additional landscape features, benches and other features necessary for security measures.
 - Potential costs for modifications to new parking deck (electrical/mechanical equipment) due to reduced service yard are unknown at this time.
 - Rough order of magnitude costs for the items noted above is approximately \$457,438.

Environmental Considerations:

- The DADs scheme complicates remediation and could cause additional costs to the City arising out of complex excavation around existing utilities and buildings that may require shoring.
- Carpenter reuse will likely exclude residential due to pre-existing environmental conditions..
- Due to the destructive nature of asbestos and lead paint remediation, this scope of work will not occur as part of the Police Headquarters project if Carpenter is to be sold for private development. A future developer will be required to abate the building, which may diminish the compensation to the City from the developer for the building.

If the Council chose the DADs scheme, staff would recommend the following development restrictions:

- Buyer cannot demolish Carpenter Building
- City will control the buffer space or plaza between Carpenter and DPDHQ
- Developer will be required to screen exterior services.
- Buyer of Carpenter will have to improve the building to like new condition as required by the applicable North Carolina Building Code or other jurisdictional requirements.
- Buyer of the Carpenter Building will be required to renovate the building back to the 1923 condition.
- Residential use restrictions at Carpenter may be required by NCDENR, due to inability to completely remediate environmental around existing building and utilities.
- There may be building restrictions for all potential development areas such as height and material restrictions
- There may be use restrictions.

Alternatives

Not Applicable

Financial Impact

Not Applicable

SDBE Summary

Not Applicable

Attachments:

Exhibit A- Supplemental memo and attachments, September 3, 2015

Exhibit B- Design schemes/DADs scheme/other visuals

Exhibit C- DADs scheme cost implications