

# TUKWILA FACILITY IMPROVEMENT ALTERNATIVES

Over the course of Phase 1 and 2 of the Study, we heard several priorities in conversations with City Council and the Steering Committee that should be employed in evaluating which facility improvement alternatives best serve the long-term needs of the City. These priorities were refined during Phase 3, and further confirmed by an Agree/Disagree exercise with the Steering Committee. Community presentations during Phase 3 yielded additional valuable insights into community opinions and impressions. All of these efforts have culminated in the following priorities for assessing the various alternatives:

---

## ASSESSMENT CRITERIA FOR IMPROVEMENT ALTERNATIVES

### PUBLIC SAFETY

In judging the merits of one alternative over another, public safety has emerged as the top priority on numerous occasions. Ensuring the safety of the citizens of Tukwila was clearly expressed by the Tukwila City Council. When it comes to fire and police, having the right people in the right place at the right time with the right equipment is fundamental. But it also means that when a flood or other natural disaster occurs that Public Works can get to their equipment to clear the roads so fire and police are able to respond to the emergency. The location of the City's Emergency Operation Center is also important to public safety by ensuring its survivability in the case of a disaster, as well as access to it by those who will staff it.

*It was unanimous by the Steering Committee that benefiting Public Safety should be the highest priority in evaluating alternatives.*

### CUSTOMER SERVICE

The City of Tukwila exists to serve its citizens. So, it is naturally important that government services are easily accessible and convenient to those seeking services. This includes not only the

facilities themselves, but also the vehicular access, parking, proximity to bus routes, and pedestrian routes leading to the building entrances. “Customer Service” also entails facilities that are customer service friendly, accessible across cultures and languages, and that provide the opportunity for city staff to provide a high level of customer service.

*Customer service was identified by the Steering Committee as the second highest priority in evaluating alternatives.*

## EFFICIENT DELIVERY OF CITY SERVICES

Co-locating departments that interact with each other adds efficiency to the City’s operations, which ultimately means more service for the tax dollars collected. The separation of the current City Hall and 6300 Building is a case in point. Splitting departments between two buildings, or even simply between two floors, diminishes communication within the department and adds travel time between the two facilities. This creates inefficiencies and higher costs of doing business.

*The high importance of this priority was confirmed by the Steering Committee in light of its close association with many of the other priorities – efficient delivery of emergency services is important to Public Safety; efficient delivery of city services contributes to better customer service; and efficient delivery of services results in more efficient use of the city’s financial resources.*

## DEVELOPMENT COST

Fundamental to the City of Tukwila’s mission is to be good stewards of the financial resources it collects from the citizens served. The City’s intent is to build neither a Taj Mahal, nor a cheap structure with a short life span. Rather the City of Tukwila desires to own and occupy structures of good value that are a good long term investment for the city, and match the expectations of Tukwila citizens.

*In regards to costs in undertaking any of the identified projects, all votes by the Steering Committee as to importance of development cost were in agreement, with votes cast equally between “agree” and “strongly agree.” The degree of agreement reflects the importance of being the right cost, as opposed to simply higher or lower. Ensuring the “value” of the long term investment will be important.*

## ON-GOING OPERATING EXPENSES

The City of Tukwila has a strong preference for spending funds on the delivery of service as opposed to operating and maintaining City facilities. The existing 6300 Building is a good example. The low quality mechanical systems, minimal insulation, and inexpensive windows all contribute to high energy costs and expansive maintenance. The use of high quality and long lasting materials that take little maintenance upkeep are strongly desired to ensure a quality investment. Alternatives that promote energy efficiency and cost effective operation are equally important.

*The Steering Committee uniformly agreed in the importance of on-going operating costs with that agreement equally split between “agree” and “strongly agree.”*

## LOCATION

When deciding where to locate a business, any business owner will tell you that the three most important criteria are location, location, and location. The same can be said for locating government services. The quality and level of service increase when centrally located, easy to find, and convenient for community members. For facilities that deliver service from a particular location, such as police and fire facilities, locating these facilities where they can provide swift and efficient emergency response services is also an important consideration.

*Location raised mixed opinions in regards to importance for the Steering Committee, not because location isn't important, but because its importance varies widely amongst different services provided by the City of Tukwila. Location has a very high priority for delivering emergency services since response distances can have a direct bearing on the success rate for those responses. Location has considerably less importance for city services with little public interaction, such as shops for Public Works.*

## FLEXIBILITY

As a result of the Agree/Disagree Workshop with the Steering Committee, it became apparent that the concept of Flexibility for any of the proposed alternatives would be of high importance. Flexibility in the project sequence could allow projects to occur sooner or later depending on when funding becomes available. Flexibility in project timing could allow a particular project to be constructed when warranted by growth, as opposed to a date based on growth projections. Flexibility within any of the projects that supports phasing improvements incrementally over time would be a significant benefit to the City.

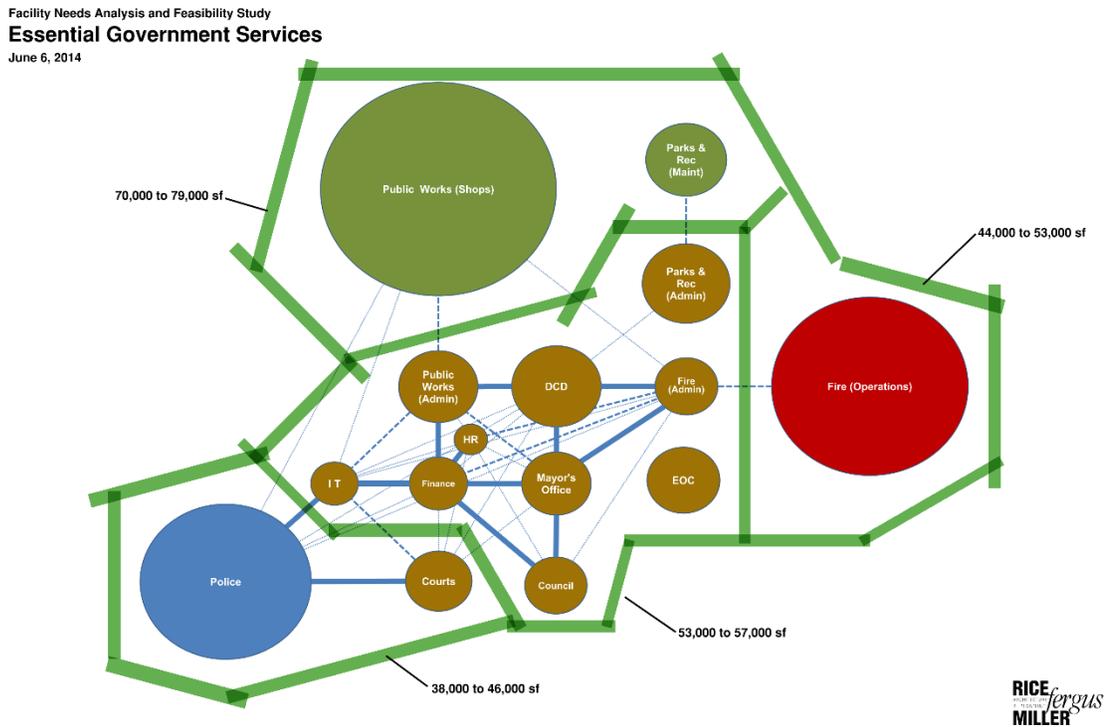
# ESSENTIAL GOVERNMENT SERVICES – RELATIONSHIP DIAGRAMS

In the delivery of government services, there are certain departments that work very closely together while there are others that have little or no interaction. Understanding these internal relationships is important in assessing which departments should be co-located in the same building and which could be located elsewhere.

During Phase 2 of the study, an informal poll was undertaken to understand the relationship of the City's individual departments, the interaction amongst them, and how adjacencies could enhance their overall effectiveness and efficiency. Relationship Diagrams were prepared that graphically portrays the relative size of each department to one another, and their interdependence. The thicker the line, the more important the relationship is.

The importance of the Relationship Diagrams comes in understanding the consequences of placing government services in more, or less, separate structures. Alternate segregations can be evaluated simultaneously with alternate property configurations.

FIGURE 1: RELATIONSHIP DIAGRAM



## CITY HALL / PUBLIC SAFETY CAMPUS ALTERNATIVES

The current City Hall and 6300 Building are set on three contiguous parcels that total 6.75 acres in size. There are three vehicular access points – one on the east from 65<sup>th</sup> Avenue South, one on the west from 62<sup>nd</sup> Avenue South (via Southcenter Boulevard), and another directly from Southcenter Boulevard to the south.

The current City Hall building is approximately 25,000 square feet in size on two floors.

The 6300 Building is approximately 33,000 square feet in size on two floors over a 16,000 square foot parking garage.

The conclusions drawn from Phase 2 were that the 6300 Building is a clear candidate for replacement, but that City Hall could be evenly argued for either renovation or replacement. Deficiencies in the current City Hall were equally balanced with the positive attributes of the building. These conclusions were drawn based upon criteria established by City Council and the Steering Committee.

In conjunction with the Agree/Disagree exercise with the Steering Committee, there was solid agreement that if costs were equal in renovating or replacing the current City Hall Building that it should be retained and renovated.

**FIGURE 2: EXISTING CITY HALL CAMPUS**



With input from the Steering Committee, the following strategies were considered, each with a number of alternatives within the concept of the strategy.

### **OPTION 1 – RETAIN AND RENOVATE BOTH THE EXISTING CITY HALL AND 6300 BUILDING**

This option would entail an extensive reorganization and renovation of both buildings. In the case of City Hall, the lofty character and iconic nature of the building would be retained, but the exterior envelope and internal systems substantially upgraded. For the 6300 Building, the entire building would be gutted down to structure only, including complete removal of the exterior skin of the building. In rebuilding the 6300 Building, the current parking level would be enclosed and converted to office use, thereby increasing the usable square footage from 33,000 square feet to approximately 49,000 square feet.

Both buildings would be brought up to current codes and the equivalent of new construction in systems and longevity. The combined square footage of the two building with this option would total approximately 74,000 square feet.

The greatest advantage of this strategy is cost. This would be a result of minimizing the disruption to the site and the minimal consequential site improvements. All existing parking, landscaping, and utility infrastructure would remain for the most part as is.

There are, however, several disadvantages to this scheme that should be recognized. The minimal floor to floor height of the garage level of the 6300 Building would make the mechanical system ducting more challenging; ceiling heights lower than would be typical for commercial office space; and replacing parking that has been displaced by building out the lower level of the 6300 Building. Additionally, occupying two separate buildings as the city

does now would not increase the efficiency in delivering city services, nor do much to improve customer service over what exists today.

**FIGURE 3: CITY HALL CAMPUS OPTION 1**



### OPTION 2 – CITY HALL ADDITION IN PLACE OF THE 6300 BUILDING

Similar to Option 1, this option would retain the current City Hall, but demolish the 6300 Building in its entirety. A significant addition to the City Hall building would be constructed in its place. This addition would likely be three stories in height with two floor levels matching those of City Hall. The result would be a single contiguous building housing all of the City’s administrative and public safety functions.

Like Option 1, site improvements would be minimized by concentrating the new construction in the same general confines as the demolition of the 6300 Building.

On the positive side, this approach could allow this addition to City Hall to be scaled larger or smaller, affording flexibility in timing, phasing, and funding. Efficiency would be improved being a single building, and customer service could be improved through better internal reorganization and a new primary building entrance in the new addition.

A challenge with this option would be replicating the parking lost that is currently beneath the 6300 Building. Additionally, increasing the overall building square footage on the property would trigger additional required parking. Considering the existing City Hall property is already fully utilized, this additional parking would have to be accommodated on other property adjacent to, or within a reasonable vicinity of City Hall.

FIGURE 4: CITY HALL CAMPUS **OPTION 2**



### OPTION 3(A) – 6300 BUILDING REPLACED WITH A NEW PUBLIC SAFETY BUILDING

Like the previous options, City Hall would receive a major reorganization and renovation. The 6300 Building would be demolished, and a new stand-alone Public Safety Building would be constructed separately on the property. The Public Safety Building would primarily house police and courts, but could also include Fire Department Administration, the City's EOC, and Information Technology Department.

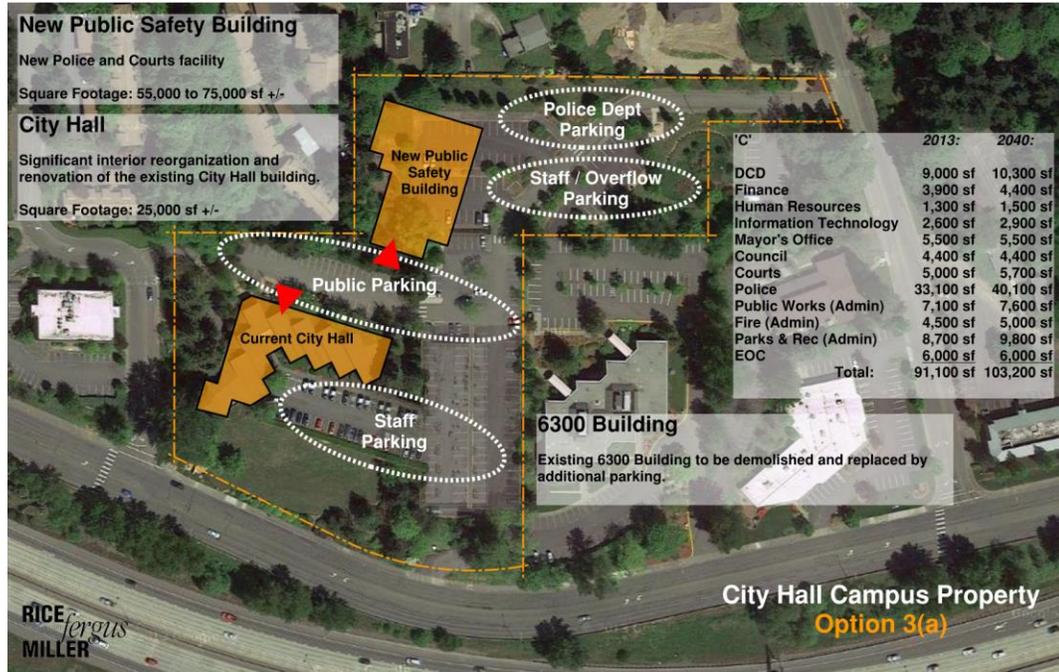
The new Public Safety Building would be constructed on the upper portion of the property. This would facilitate a phased construction approach that would minimize disruptions to city operations during construction. The first step would be constructing the new Public Safety Building. Public safety services would move into it from City Hall and the 6300 Building. City services remaining in City Hall would be temporarily moved over to the 6300 Building to facilitate renovation of the City Hall Building. When renovation is complete, the 6300 Building would be vacated, the building demolished, and the space replaced with surface parking.

Once complete, this option would segregate those individuals visiting City Hall (seeking city services) from those visiting the Public Safety Building (in response to criminal, judicial, or legal pursuits). The ability to allow city services to remain on-site and operational throughout construction would clearly be a benefit, albeit an elongated construction period with unavoidable compromises in sharing the property with a general contractor and their operations.

Of importance to the Steering Committee was not losing vehicular access from 65<sup>th</sup> Avenue South to the east. The committee also expressed concern with height for the new building and the potential impacts on the adjacent properties. Like Options 1 and 2, the increased building area

will necessitate additional parking, some that could be accommodated below grade below the new building, but some additional parking would likely have to be accommodated off-site.

FIGURE 5: CITY HALL OPTION 3(A)



### OPTION 3(B) – NEW PUBLIC SAFETY BUILDING / NEW PROPERTY

This option is the same concept as Option 3(a), except that the new Public Safety Building would be built on property other than the current City Hall property. This could be property the City owns elsewhere in Tukwila, or the City could acquire a new parcel. Like 3(a), the Public Safety Building would primarily house police and courts, but could include Fire Department Administration, the City's EOC, and Information Technology Department.

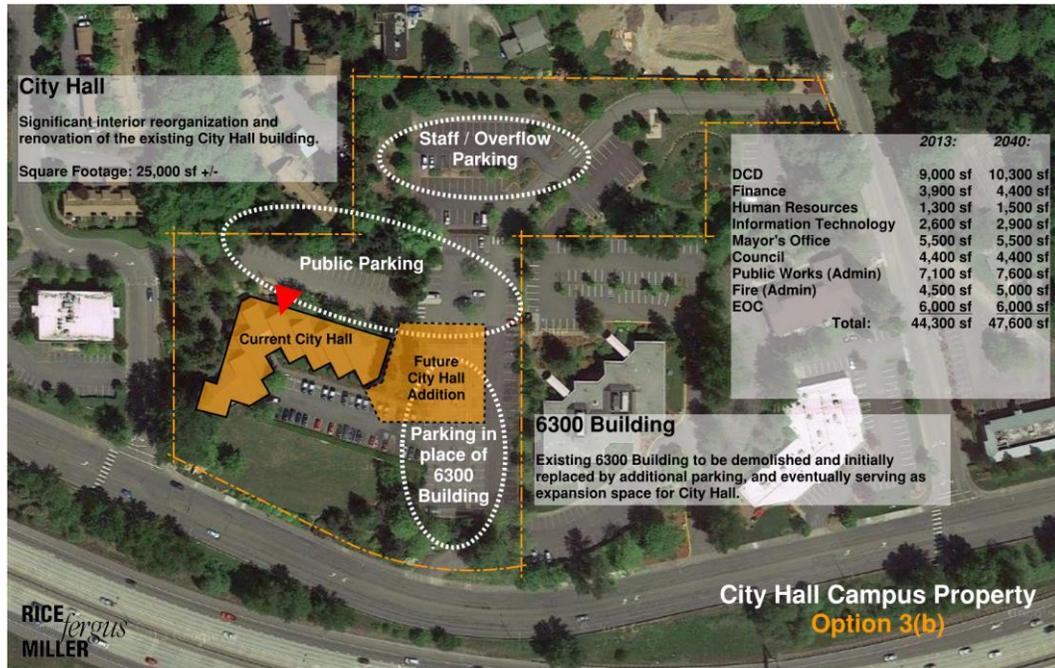
Like 3(a), this option facilitates a phased construction approach. The first step would be constructing the new Public Safety Building. Public safety services would move into it from City Hall and the 6300 Building. City services remaining in City Hall would be temporarily moved over to the 6300 Building to facilitate renovation of the City Hall Building. When renovation is complete, the 6300 Building would be vacated, the building demolished, and the space replaced with surface parking.

Option 3(b) affords significantly less disruption to city operations during construction simply because of less overall construction on the campus than Option 3(a). This option also minimizes the issue of needing to add parking in response to the increased building demand. Removal of the 6300 Building reduces parking demand, which in turns creates growth opportunity for the existing City Hall without the need to add parking when the building is expanded.

Important to note, this option gives the city hall services enough growth capacity in property area to accommodate the 40-year needs as identified during Phase 1 of this study. With the removal of the 6300 Building, a practical approach to expanding the existing City Hall building

would be to the east in its place. This addition could be scaled larger or smaller, affording flexibility in timing, phasing, and funding. And, like Option 2, delivery of city services would be more efficient with a single building as opposed to the current City Hall / 6300 Building arrangement.

FIGURE 6: CITY HALL OPTION 3(b)



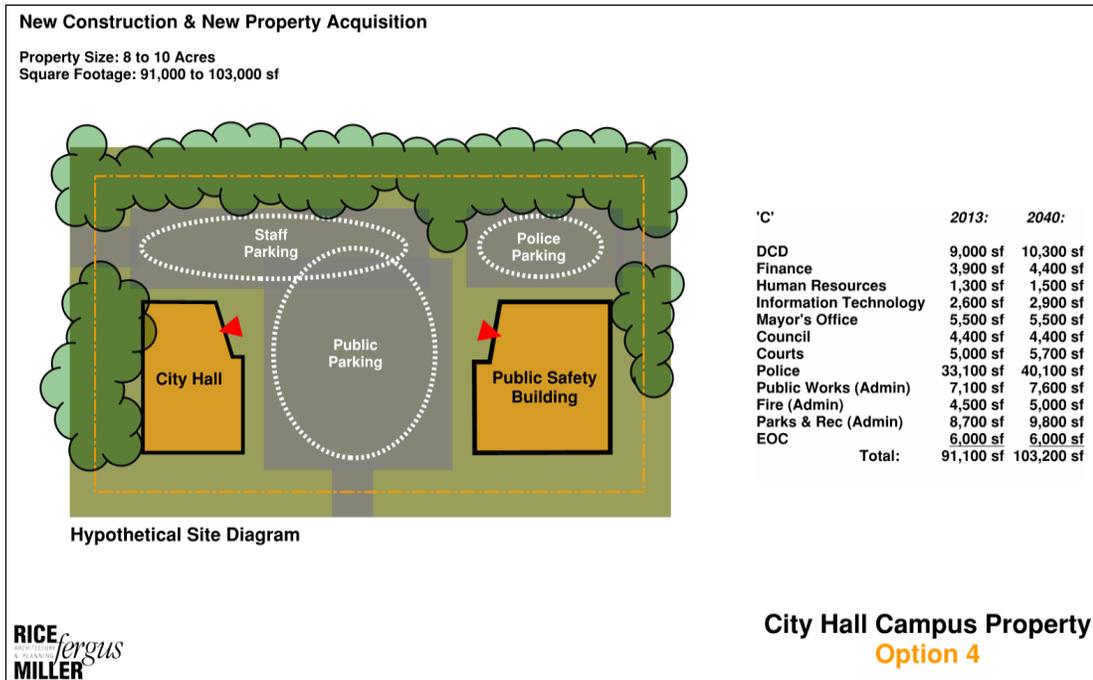
**OPTION 4– NEW CITY HALL & NEW PUBLIC SAFETY BUILDING / NEW PROPERTY**

Option 4 proposes to replace both the current City Hall and the 6300 Building with two new structures on property other than the current City Hall campus. Upon completion of these two new structures, the existing City Hall campus of properties and buildings would be sold.

Many of the advantages and disadvantages of this option are similar to Options 3(a) and (b) that come with new construction – modern facilities that are more efficient operationally, ease of maintaining city services during construction, and the opportunity to locate city services where customer service would be high. However, the public appearance in abandoning and selling of the current City Hall could receive a negative reaction from some of the city’s constituents – those who see useful life remaining in the building, and those who are accustomed to visiting City Hall where it currently exists.

While no specific parcels have been proposed or investigated as part of this study, the following site plan diagram is reflective of this option. A reasonable estimate for property size adequate to accommodate the city’s long-term needs would be 6 to 8 acres of useable land area. This equates to a parcel of 8 to 10 acres, or larger, depending on setbacks, topography, and the proximity of environmentally sensitive areas such as wetlands or steep slopes.

FIGURE 7: CITY HALL OPTION 4



For reference, the current City Hall campus property is approximately 6.75 acres in size.

### OPTION 5 – ACQUIRE AND REMODEL ANOTHER FACILITY

There are no graphics depicting this option, but the proposal would be to acquire an existing building in the central urban core of the city and remodel it into a New City Hall and Public Safety Center.

## APPLICATION OF CRITERIA TO CITY HALL OPTIONS

Using the criteria prioritized and confirmed by the Steering Committee, Option 3(b) ranked highest, closely followed by Option 4.

**FIGURE 8: RANKING OF CITY HALL OPTIONS**

		Public Safety (x6)	Customer Service (x5)	Efficient Delivery of City Services (x4)	Development Cost (x3)	On-going Operating Expenses (x2)	Location (x1)	Flexibility (x1)	TOTALS	
<b>Option 1 - Retain City Hall and 6300 Building</b>	R	3	3	3	2	4	3	3	21	<b>6</b>
	W	18	15	12	6	8	3	3	65	
<b>Option 2 - City Hall Addition in place of 6300 Building</b>	R	3	4	4	2	4	3	4	24	<b>4</b>
	W	18	20	16	6	8	3	4	75	
<b>Option 3(a) - 6300 Building replaced with a New Public Safety Building</b>	R	4	4	5	2	4	3	4	26	<b>3</b>
	W	24	20	20	6	8	3	4	85	
<b>Option 3(b) - New Public Safety Building / New Property</b>	R	5	4	5	4	4	5	4	32	<b>1</b>
	W	30	20	20	12	8	5	4	100	
<b>Option 4 - New City Hall &amp; New Public Safety Building / New Property</b>	R	5	4	5	3	4	4	4	29	<b>2</b>
	W	30	20	20	9	8	4	4	95	
<b>Option 5 - Acquire and Remodel another Facility</b>	R	4	3	3	3	3	3	3	22	<b>5</b>
	W	24	15	12	9	6	3	3	72	

**Key:**

- 5 Opportunity for substantial improvement; high value, cost effective
- 4 Likely to be somewhat improved; better; lower cost than comparable projects
- 3 Maintains current; status quo; average
- 2 Likely to be somewhat diminished, or compromised; below average; higher cost than comparable projects
- 1 Clearly lower than current; significantly below average; expensive

R Raw Score  
 W Weighted Score

Our recommendations for the City Hall / Public Safety Buildings are:

- The function of City Hall remains on the current City Hall property
- The current City Hall be retained and renovated if feasible and cost effective, as opposed to replacing it with new construction
- Police and Courts be relocated into a new Public Safety Building
- The new Public Safety Building be constructed elsewhere than on the current City Hall campus

- That the 6300 Building be retained as ‘interim’ space while a new Public Safety Building is being built and City Hall being renovated. As noted in Phase 2, the expense of renovating the 6300 Building in order to retain it ‘permanently’ is not cost effective.

---

## FIRE DEPARTMENT FACILITY ALTERNATIVES

Currently, the City of Tukwila and the Kent Regional Fire Authority are actively discussing the possibilities of merging and/or consolidating the Tukwila Fire Department into the Kent Regional Fire Authority. While all indications are positive, the ultimate outcome of these discussions will not be known for some time. Therefore, this portion of the study is written strictly from the perspective of a stand-alone fire department operated by the City of Tukwila, and should not be construed as recommendations how and where to deliver fire protection services from a larger, regional provider.

The Tukwila Fire Department currently operates out of four stations. Phase 2 of the Facility Assessment concluded that all but Fire Station 53 (northern most station) should be replaced based on criteria established by City Council and the Steering Committee.

A number of response time studies have been undertaken by the Fire Department. Based on recommendations from those studies, the City of Tukwila acquired a parcel on South 180<sup>th</sup> Street with the intent of relocating Fire Station 51 to this location to better serve the growing south end of the city.



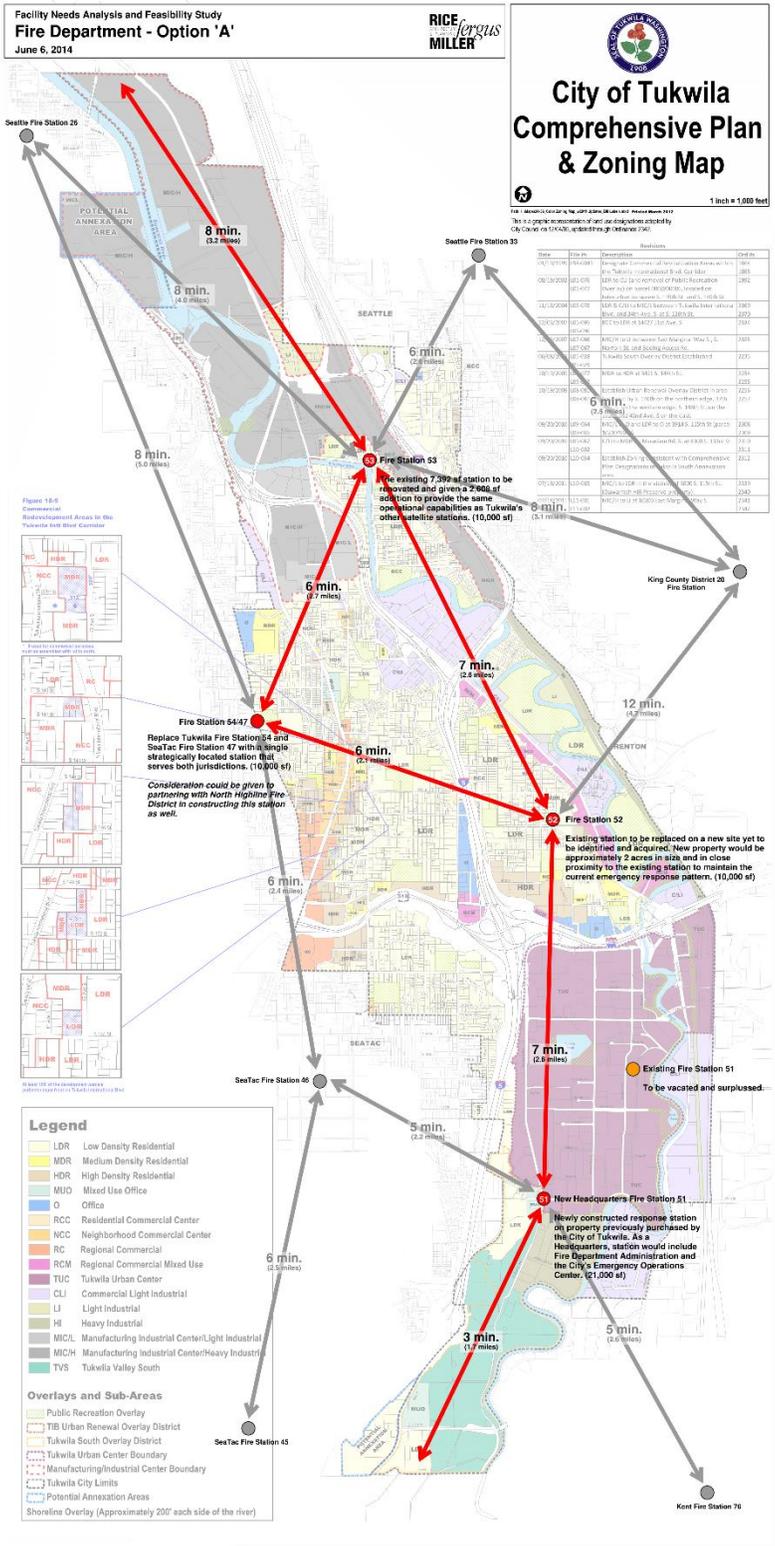
### OPTION 1 – 47/54; AND RELOCATE HQ STATION 51

Response time analysis clearly points to the close proximity of Stations 52 and 54 (3 minutes), and close proximity of SeaTac's Fire Station 47 to Tukwila's Fire Station 54 (3 minutes). Option 1 proposes to partner with the City of SeaTac to consolidate Stations 47 and 54 into a single new station. Located northwest of these two fire stations would provide more even distribution of response coverage to both cities.

Option 1 also proposes to relocate Fire Station 51 to the new property on South 180<sup>th</sup> Street, including the Fire Department's administration division and the City's Emergency Operation Center, making Fire Station 51 a true Headquarters for the Department.

The existing Fire Station 51 would be vacated with the move to South 180<sup>th</sup> Street, and the property subsequently surplus.

FIGURE 10: FIRE DEPARTMENT OPTION 1



## OPTION 2 – 47/54; AND HQ AT CITY HALL

This alternative proposes that all four of Tukwila’s fire stations be strictly response stations, and that administrative functions and the City’s EOC be incorporated into the City Hall / Public Safety Campus. Similar to Option 1, Station 51 would be relocated to the new property and Station 54 would be replaced in partnership with the City of SeaTac.

## OPTION 3 – RELOCATE STATIONS 52 AND 54

This option assumes a partnership is unattainable with the City of SeaTac.

With this option, both station 52 and 54 are relocated for a more even distribution of resources within the boundaries of the City. Fire Station 54 would be relocated to the northwest and Fire Station 52 would be relocated to the southeast, possibly as far south as the current City Hall property.

With the southerly relocation of Fire Station 51, strong consideration should be given to relocating Station 52 south of its current location. This would provide more even distribution of resources across the city. It would also provide emergency response capabilities on both the north and south boundaries of the city’s commercial core.

---

## APPLICATION OF CRITERIA FIRE DEPARTMENT OPTIONS

Utilizing the criteria prioritized and confirmed by the Steering Committee, Options 1 and 2 ranked highest, primarily because of the operational and cost saving benefits of a joint fire station with the City of SeaTac.

**FIGURE 11: RANKING OF FIRE DEPARTMENT OPTIONS**

	Public Safety (x6)	Customer Service (x5)	Efficient Delivery of City Services (x4)	Development Cost (x3)	On-going Operating Expenses (x2)	Location (x1)	Flexibility (x1)	TOTALS	
<b>Option 1 - 47/54, and Relocate HQ to 51</b>	R 5	4	4	5	5	4	4	31	<b>1</b>
	W 30	20	16	15	10	4	4	99	
<b>Option 2 - 47/54, and Relocate HQ to City Hall</b>	R 5	4	4	5	5	4	4	31	<b>1</b>
	W 30	20	16	15	10	4	4	99	
<b>Option 3 - Relocate Stations 52 and 54</b>	R 4	4	4	3	3	4	4	26	<b>2</b>
	W 24	20	16	9	6	4	4	83	

**Key:**  
**5** Opportunity for substantial improvement; high value, cost effective  
**4** Likely to be somewhat improved; better; lower cost than comparable projects  
**3** Maintains current; status quo; average  
**2** Likely to be somewhat diminished, or compromised; below average; higher cost than comparable projects  
**1** Clearly lower than current; significantly below average; expensive  
**R** Raw Score  
**W** Weighted Score

Our recommendations for the City of Tukwila, without regard to the ongoing discussions and possibility of the Tukwila Fire Department merging and/or consolidating into the Kent Regional Fire Authority:

- Construct a replacement Fire Station 51 on the property recently acquired on South 180th Street
- Construct a replacement Fire Station 54 in partnership with a City of SeaTac replacement of their Fire Station 47; surplus the existing Fire Station 54
- Acquire property for replacing Fire Station 52 south of the current Fire Station 52 and north of City Hall; construct a new Fire Station 52; surplus the existing Fire Station 52
- Renovate and add to the existing Fire Station 53 on its current property

## PUBLIC WORKS ALTERNATIVES

Phase 2 concluded that the City’s public works facilities are in some of the worst physical condition, cramped, disjointed, and at a high risk for collapse in the event of a significant earthquake. Additionally, their proximity to the river with the threat of inaccessibility in the event of a flood further exacerbates their need to be both replaced and relocated.

Phase 2 also concluded that if both the George Long and Minkler Shops were being replaced, that co-locating them on a consolidated campus would provide more operational efficiencies, and be more cost effective in both development costs and on-going operating expenses.

Consequently, the options for Public Works are not about what to build, but rather where to build.

## NEW FACILITIES / NEW PROPERTY

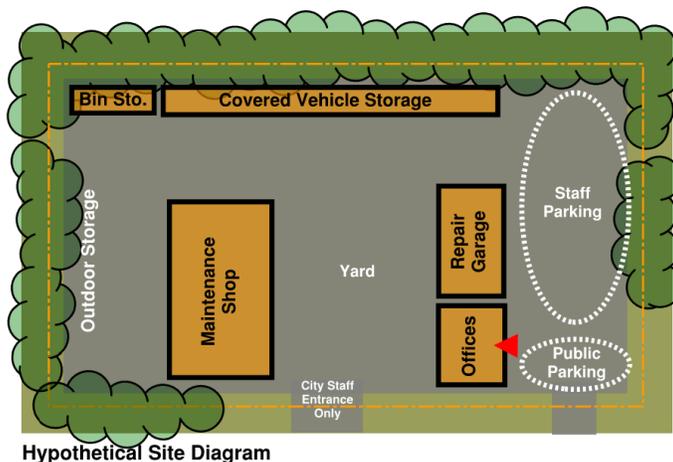
Based on the metrics developed in Phase 1 of our services, today’s needs for city shops, repair, and maintenance facilities should be approximately 70,000 square feet, and by the year 2040 approximately 80,000 square feet. This is roughly 70% more space than currently exists in the George Long and Minkler shop facilities combined.

In the same way the Public Works facilities are significantly undersized, the property is equally undersized, and likely by a similar proportion. The George Long and Minkler Shops currently utilize about 5 acres of ‘usable land area’ despite both properties being considerably larger than that. It would be our recommendation that the City pursue property with 8 to 10 acres of ‘usable land area’ which could mean a parcel as large as 10 to 15 acres in total depending on topography, zoning, and proximity to sensitive areas.

**FIGURE 12:** PUBLIC WORKS SITE DIAGRAM

### New Construction & New Property Acquisition

Property Size: 15 to 20 Acres  
 Aggregate Building Square Footage: 63,000 to 72,000 sf



Hypothetical Site Diagram

Replacement of George Long and Minkler Shops on a single consolidated campus. Required land area to support new campus would be approximately 8 to 10 acres of ‘buildable’ land area. Depending on topography, zoning, and proximity to sensitive areas such as wetlands, this facility may require a parcel as large as 15 to 20 acres.

- Location Criteria:**
- Outside floodplains and floodways
  - Outside areas of liquefaction soils
  - Light industrial zoning
  - Centrally located within City

Our recommendations for Public Works are:

- Acquire property for a new Public Works and Shops Campus. In evaluating individual parcels, the following characteristics should be sought at a minimum:
  - Size (minimum 8 to 10 acres of ‘usable land area’)
  - Outside of mapped floodplains and floodways
  - Outside of mapped area of soils subject to liquefaction

- Property with an industrial zoning designation
- Efficient access to all portions of the City
- In addition to evaluating alternative properties for a new City of Tukwila Public Works Campus, the City should investigate and consider the possibility of sharing a facility, or co-locating a facility with a neighboring city, municipality or other public entity.