



City of Tukwila Facilities Needs Assessment and Feasibility Study

Phase 4 City Council Presentation

June 22, 2015

City of Tukwila Council Chambers



Project Goals

- ▶ Maximize public safety.
- ▶ Provide a long term plan to optimize organizational efficiencies.
- ▶ Ensure a financially achievable and sustainable plan for city facilities.

Today's Agenda

- ▶ Review Phases 1- 3 process
- ▶ Check in on Phase 4



ANALYTIC STEPS

PHASE ONE

What are the facilities needs?

- Identify current use
- Estimate current space needs
- Project future space needs

PHASE TWO

How suitable are our current facilities?

- Inventory existing facilities
- Assess suitability for use
- Assess condition

PHASE THREE

What's the best plan for Tukwila?

- Identify alternatives (buy, build, lease)
- Assess alternatives
- Identify the preferred approach

PHASE FOUR

How do we get there?

- Phasing and Funding Plan

COMMUNITY ENGAGEMENT & OUTREACH

- Steering Committee
- Website
- Media Coverage
- Council Worksession

- Steering Committee
- Website updates
- Media Coverage
- Council Worksession

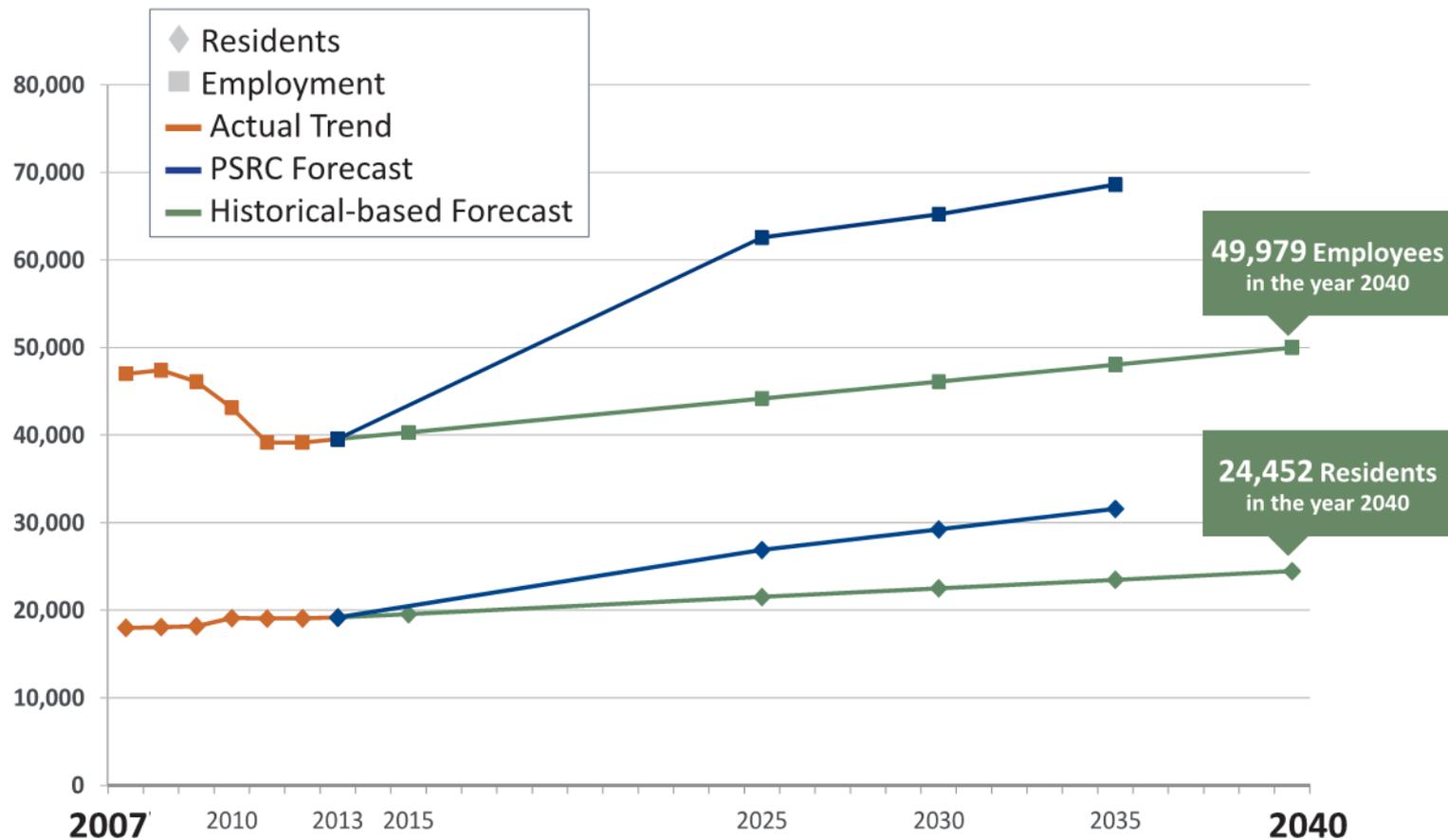
- Steering Committee
- Web Video
- Media Coverage
- Community Presentations and Discussions
- Council Worksession

- Steering Committee
- Website updates
- Media Coverage
- Council Worksession
- Plan description
- TukTV



A conservative estimate of future needs:

Tukwila Population and Employment Projections



Phase 1



A growing population, aging facilities

Tukwila Population Change Over Time, 1910 - 2010





Square Footage Reconciliation

	<u>Existing Sq. Ft.</u>	<u>2013 Needs</u>	<u>2040 Needs</u>
<p>Essential Government Services <i>Fire, Police, Finance, Mayor's Office Council, Courts, City Clerk, DCD, HR, IT, Public Works, City Attorney</i></p>	144,044	205,237	235,567
<p>Community Supporting Facilities <i>Cultural and Community Centers, Park Restrooms and Shelters, Golf Course Associated Structures, etc.</i></p>	88,248	88,248	88,248
Total	232,292	293,485	323,815



Evaluation of Alternatives

City of Tukwila Needs Analysis and Feasibility Study
Rice Fergus Miller 

Facility Improvement Alternatives

1. Criteria in Evaluating Alternatives

Over the course of Phase 1 and 2 of the Feasibility Study, several priorities surfaced in conversations with the Tukwila City Council and our Steering Committee that should be employed in evaluating which facility improvements best serve the long-term needs of the City. Those priorities have evolved into the following criteria:

Public Safety
In judging the merits of one alternative over another, the expression of public safety has risen 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.

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 building facilities themselves, but also the vehicular access, parking, proximity to bus routes, and pedestrian routes leading to the building entrances.

Development Cost
Fundamental to the City of Tukwila's mission is to be good stewards of the financial resources they collect from the citizens they serve. 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, respecting the demographics of their City, and matching the expectations of their citizens.

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 their 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 constant maintenance. The use of high quality and long lasting materials that take little maintenance upkeep are strongly desired. Alternatives that promote energy efficiency and cost effective operation are equally important.

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 they are centrally located, easy to find, and convenient for your community members to get in and out of. For facilities that deliver service from a particular location, such as police and fire facilities, locating these facilities

Page 3-1

CRITERIA IN EVALUATING ALTERNATIVES:

- ✓ **Public Safety**
- ✓ **Customer Service**
- ✓ **Efficient Delivery of City Services**
- ✓ **Development Cost**
- ✓ **On-going Operating Expenses**
- ✓ **Location**
- ✓ **Flexibility**



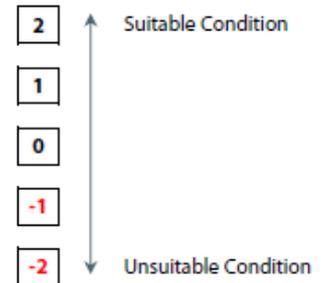
Facility Evaluation Matrix

Evaluation Criteria	Property Marketability		Property Attributes			Public & Staff Experience			Facility Specifics					Evaluation Totals
	Operating/Maint. Cost	Property Value	Work Process Efficiency	Facility Quality	Location	Public Image & Reputation	Customer Service	Quality of Work Life	Seismic Deficiencies	Operational flexibility	Expansion Potential	ADA Deficiencies	Acoustics	
City Hall (1977)	-2	2	-1	2	2	2	1	-1	1	-1	-1	-1	-2	1
6300 Building (1978)	-2	2	-1	-2	2	-1	-2	-2	-2	0	-2	-1	-1	-12
Community Center (1995)	0	0	2	2	1	2	2	1	-2	0	0	1	0	9
Parks & Golf Maintenance	1	-1	1	1	1	1	0	1	1	0	-1	1	-1	5
Minkler Building (1972)	-2	1	-2	-2	-1	-2	0	-2	-2	-2	-2	-2	0	-18
George Long Shops Building (1965)	-2	-1	-2	-2	-1	-1	0	-2	-2	-2	-2	-2	0	-19
Fire Station 51 (1973)	-1	2	-2	-1	-2	0	0	-2	-2	-2	-2	-1	0	-13
Fire Station 52 (1971)	-1	-2	-1	0	1	-1	0	-2	-1	-2	-2	-1	-1	-13
Fire Station 53 (1995)	1	-1	1	1	1	1	0	1	1	0	0	1	0	7
Fire Station 54 (1961)	-1	-1	-2	0	1	-1	0	-2	-1	-2	-2	-1	0	-12

Purpose

As part of the needs assessment, we have assessed the suitability and condition of these City facilities. This assessment will help determine the City's plan for each of the facilities such as remodeling, selling, repurposing, or redeveloping.

Key





Recommendations – City Hall Campus

- ▶ Function of City Hall remains on the current site
- ▶ Current City Hall be retained and renovated (if feasible and cost effective)
- ▶ Police & Courts be relocated to a new Public Safety Building
- ▶ Police & Courts be located elsewhere than current site
- ▶ Dispose of the 6300 Building after utilizing it as ‘interim’ space while building a new Public Safety Building and renovating the current City Hall.



Recommendations – City Hall Services

- ▶ Retain Current 24,000 sf City Hall Building
- ▶ Construct addition(s) over time to City Hall to eventually accommodate:

▪ DCD	9,000 sf
▪ Finance	3,900 sf
▪ Human Resources	1,300 sf
▪ Information Technology	2,600 sf
▪ Mayor's Office	5,500 sf
▪ City Council	4,400 sf
▪ Public Works Admin	7,100 sf
▪ Parks & Rec Admin	<u>8,700 sf</u>

Total: 42,500 sf



Recommendations – Public Safety Building

▶ New Public Safety Building to house:

- Courts 5,000 sf
- Police 33,100 sf
- Emergency Operations Center 6,000 sf

▶ Location Considerations (Phase 4):

- Centrally located
- Highly visible to community
- Commercially zoned property
- Relatively flat site, and 4 to 5 acres in size
- Convenient access to a major arterial
- Outside flood plains and soils subject to liquefaction



Conclusions – Public Works

- ▶ Minkler and George Long Shops should both be replaced
 - Both are currently located in floodplains
 - Both are currently located on soil subject to liquefaction
 - Both are significantly undersized for today's needs
 - Both facilities have significant deferred maintenance issues

- ▶ Minkler and George Long Shops should be co-located
 - Co-locating affords higher efficiency
 - Co-locating is likely less expensive to build
 - Co-locating is likely less expensive to maintain



Recommendations – Public Works

- ▶ Seek property for a new consolidated Public Works Campus that would accommodate all of the City services currently located at the Minkler and George Long shops.
- ▶ Ideally, the new subject property would have the following characteristics:
 - Size of 8 to 10 acres of ‘usable’ land area
 - Outside any floodplains and floodways
 - Outside areas of liquefaction soils
 - ‘Industrial’ zoning designation
 - Efficient access to all areas of the City



Recommendations – Fire

- ▶ **Fire Station 53**
 - Retain in current location
 - Minor improvements
- ▶ **Fire Station 54**
 - Replace/Relocate – Northwesterly
 - Investigate partnership with City of Seatac
- ▶ **Fire Station 52**
 - Replace/Relocate – Southeasterly
 - Administrative Headquarters
- ▶ **Fire Station 51**
 - Replace/Relocate – South 180th St

No further analysis of fire facility needs pending the outcome of the Regional Fire Authority Annexation investigation.



Objective:

Development of a preferred Funding and Phasing Strategy that balances timing, impacts on capital resources, public safety, and customer service, among other considerations.

Phase 4 includes:

- ▶ Development of a Phasing Plan
- ▶ Fiscal Context Setting
- ▶ Review of Funding and Finance Options



What will these projects cost?

\$2015 dollars

- ▶ New Public Safety Building: \$25 million
- ▶ New Public Works Campus: \$26 million
- ▶ Full Renovation & Additions to City Hall: \$18 million
 - Alternate – Interim Remodel to City Hall: \$7 million
 - Alternate – Extend the life of the 6300 Building: \$7 million
- ▶ Long-range Future Projects:
 - Police Precinct or Public Safety Bldg Addition: \$4 million
 - Addition to Public Works Center: \$3 million



Construction Phases

You are here!



Needs Assessment & Feasibility Study

- Identify current and future space needs
- Assess suitability of existing facilities
- Identify preferred alternatives
- Phasing and funding plan

Budget, Siting, & Design

- Adopt Capital Improvement Plan
- Public engagement and outreach
- Property search and acquisition
- Design

Build

- Construction
- Move-in

Facility needs are met!





Sequencing Considerations:

- ▶ Acquire land while available
- ▶ Construction in an occupied building
- ▶ Creating capacity, i.e., musical chairs



Public Safety & City Hall

OPTION A

PUBLIC SAFETY FACILITIES

Public Safety Building

2019 Move-in



Police Precinct

2034 Move-in



\$29.8 M

CITY HALL

City Hall Campus

2021 Move-in



\$18.1 M

OPTION B

PUBLIC SAFETY FACILITIES

Public Safety Building

2020 Move-in



Police Precinct

2035 Move-in



\$29.8 M

CITY HALL

Renovation & Reconfigure



6300 Improvements



Seismic Upgrades



City Hall Expansion

2040 Move-in



\$32.3 M



(\$2015)



Public Works

OPTION A

PUBLIC WORKS

City Shops Facility
2019 Move-in



Facility Addition
2039 Move-in



\$29.4 M

OPTION B

PUBLIC WORKS

City Shops Facility
2022 Move-in



Facility Addition
2037 Move-in



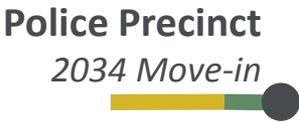
\$29.4 M





Phasing Option A

PUBLIC SAFETY FACILITIES



\$29.8 M

PUBLIC WORKS



\$29.4 M

CITY HALL



\$18.1 M

COMMUNITY SUPPORTING FACILITIES

Facility Improvements and Upgrades
Estimating \$1M every other biennium



\$6.0 M

\$83.3 M
 (\$2015)



Phasing Option B

PUBLIC SAFETY FACILITIES

Public Safety Building

2020 Move-in



Police Precinct

2035 Move-in



\$29.9 M

PUBLIC WORKS

City Shops Facility

2022 Move-in



Facility Addition

2037 Move-in



\$29.4 M

CITY HALL

Renovation & Reconfigure



6300 Improvements



Seismic Upgrades



City Hall Expansion

2040 Move-in



\$32.3 M

COMMUNITY SUPPORTING FACILITIES

Facility Improvements and Upgrades

Estimating \$1M every other biennium



\$6.0 M



\$97.5 M
 (\$2015)



PHASING OPTION A

Pros:

- ▶ City's most pressing public safety issues addressed sooner as opposed to later
- ▶ Further investments in the 6300 Building would be minimized
- ▶ Minimizes future inflation risks by completing projects sooner

Cons:

- ▶ Requires more financial resources in the short-term as compared to Option B
- ▶ Higher project management and construction oversight needs due to rapid implementation

PHASING OPTION B

Pros:

- ▶ Spreading the costs over a longer period to minimize near-term funding impacts on the CIP
- ▶ Maintains a focus on public safety elements while deferring other parts of the Facilities Plan.

Cons:

- ▶ Requires significant investment in 6300 Building to extend it's useful life
- ▶ Requires a larger overall financial commitment than Option A
- ▶ Spreading more work into the future will be subject to construction cost inflation risks



How can the City of Tukwila meet its facility needs?

- ▶ No magical bag of money!
- ▶ Must balance facility investments against other capital needs.



Fiscal Context

Tukwila's Capital Improvement Plan

	2015-2020 6-Year Total	6-Year Percent of Total	Beyond 6 Years	Beyond 6 Years Percent of Total	Total Identified Cost	Percent of Total
Capital Expenditures						
Residential Streets	\$4.19	10%	\$5.20	3%	\$9.39	4%
Bridges & Arterial Streets	\$32.50	79%	\$97.04	55%	\$129.54	60%
Parks & Recreation	\$2.40	6%	\$22.77	13%	\$25.17	12%
Facilities	\$2.25	5%	\$34.50	20%	\$36.75	17%
General Improvements	\$1.20	3%	\$0.20	0%	\$1.40	1%
Fire Improvements	-\$1.40	-3%	\$16.34	9%	\$14.94	7%
Total Expenditures	\$41.15	100%	\$176.04	100%	\$217.19	100%
Funding Sources						
City Operating Revenue	\$10.32	25%	\$103.27	59%	\$113.59	52%
Grants	\$15.30	37%	\$12.25	7%	\$27.54	13%
Impact Fees	\$0.88	2%	\$14.81	8%	\$15.70	7%
Loans/Bonds	\$7.85	19%	\$44.77	25%	\$52.62	24%
Mitigation	\$0.28	1%	\$0.00	0%	\$0.28	0%
MVFT	\$0.00	0%	\$0.00	0%	\$0.00	0%
Other	\$6.53	16%	\$0.94	1%	\$7.47	3%
Parking Tax	\$0.00	0%	\$0.00	0%	\$0.00	0%
REET	\$0.00	0%	\$0.00	0%	\$0.00	0%
Total Funding	\$41.15	100%	\$176.04	100%	\$217.19	100%



Funding Options

Funding Considerations:

- ▶ Existing needs and priorities
 - How do city facilities fit within the broader needs of the City?
- ▶ Available resources
 - What current resources may be leveraged for facilities?
- ▶ Current debt load and remaining debt capacity
 - What capacity does the City have to carry additional debt?
 - What will the impact of additional debt be on the annual operating budget?
 - To what degree will the City be restrained from meeting other capital needs?
- ▶ New revenue opportunities
 - Transportation Benefit District to increase overall CIP funding
 - Voted-bond for one or more of the new facilities
 - Use, Repurpose or sell City surplus properties



Funding Framework

How do we determine affordable phasing?

- ▶ Utility enterprise funds can pay for 50% of public works facilities

(\$2015)	Total Cost	Cost net 50% of Public Works
Option A	\$83.3 M	\$68.6 M
Option B	\$97.5 M	\$83.8 M

- ▶ Phasing calls for large sums in short time windows, as a result the City can't pay-as-you-go. Costs are too BIG!

- ▶ Use debt for large outlays: 

POTENTIAL BOND SEQUENCE

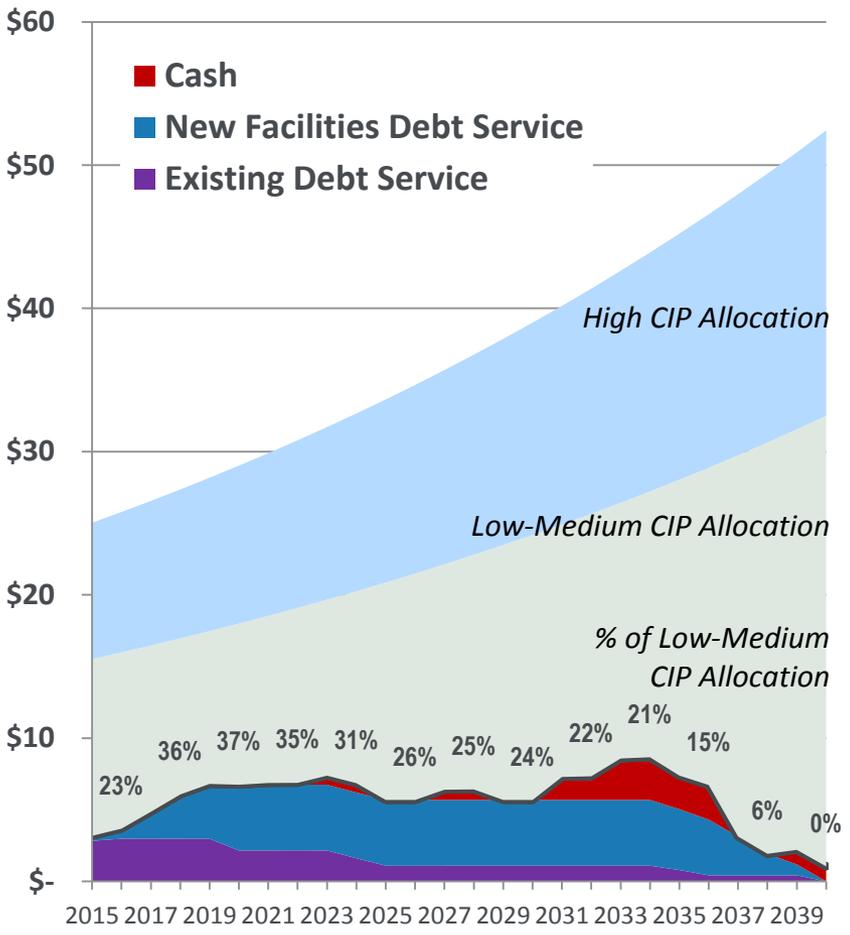
(year of estimates)

	Option A	Option B
2015	\$4.73 M	
2016	\$4.87 M	
2017	\$15.97 M	\$5.79 M
2018	\$16.45 M	\$5.93 M
2019	\$10.05 M	\$10.95 M
2020	\$10.35 M	\$11.27 M
2021		\$6.33 M
2022		\$6.52 M
2039		\$19.01 M
2040		\$19.58 M

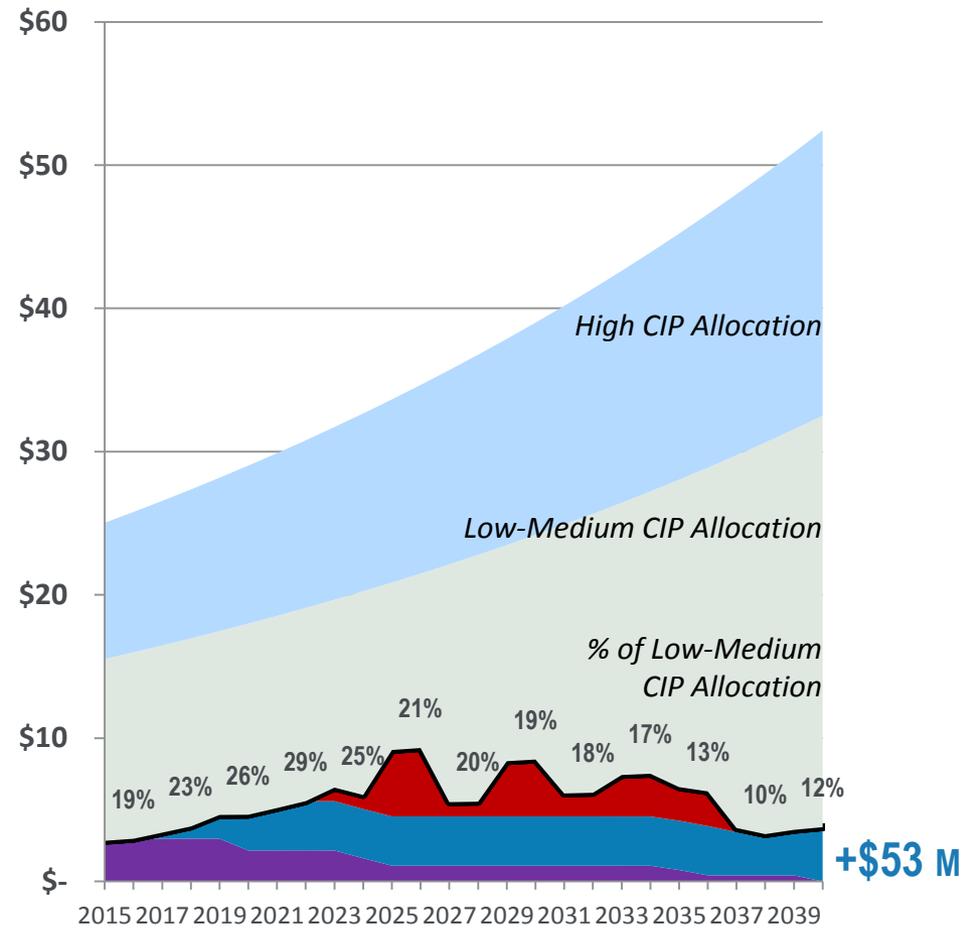


Impact on CIP

PHASING OPTION A



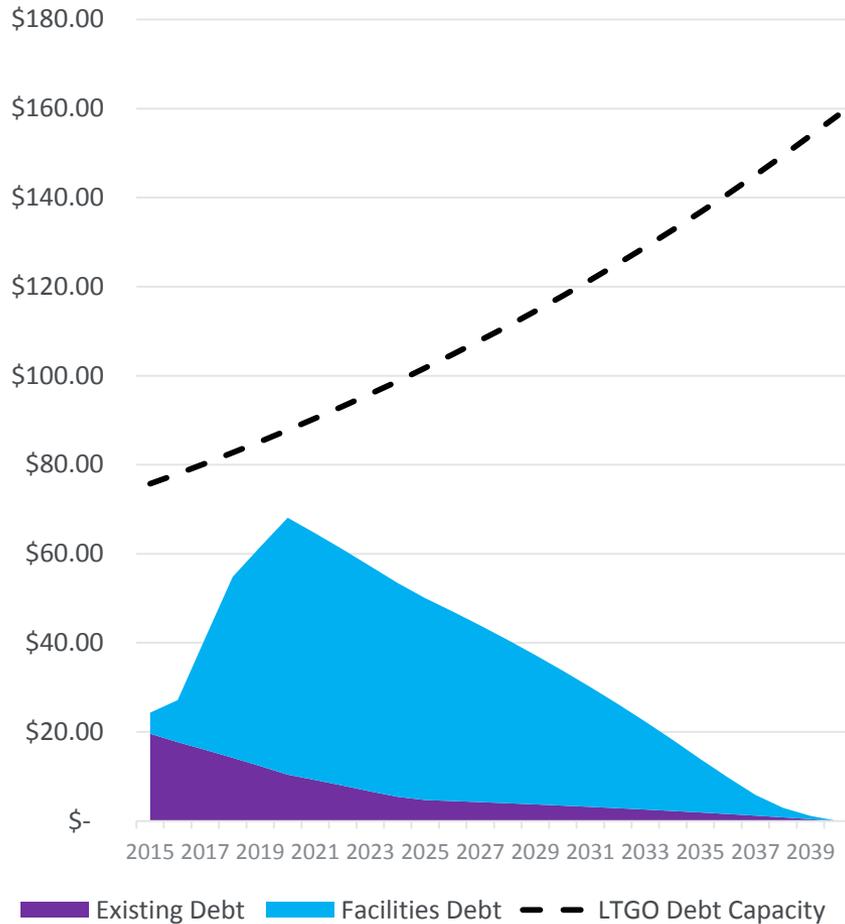
PHASING OPTION B



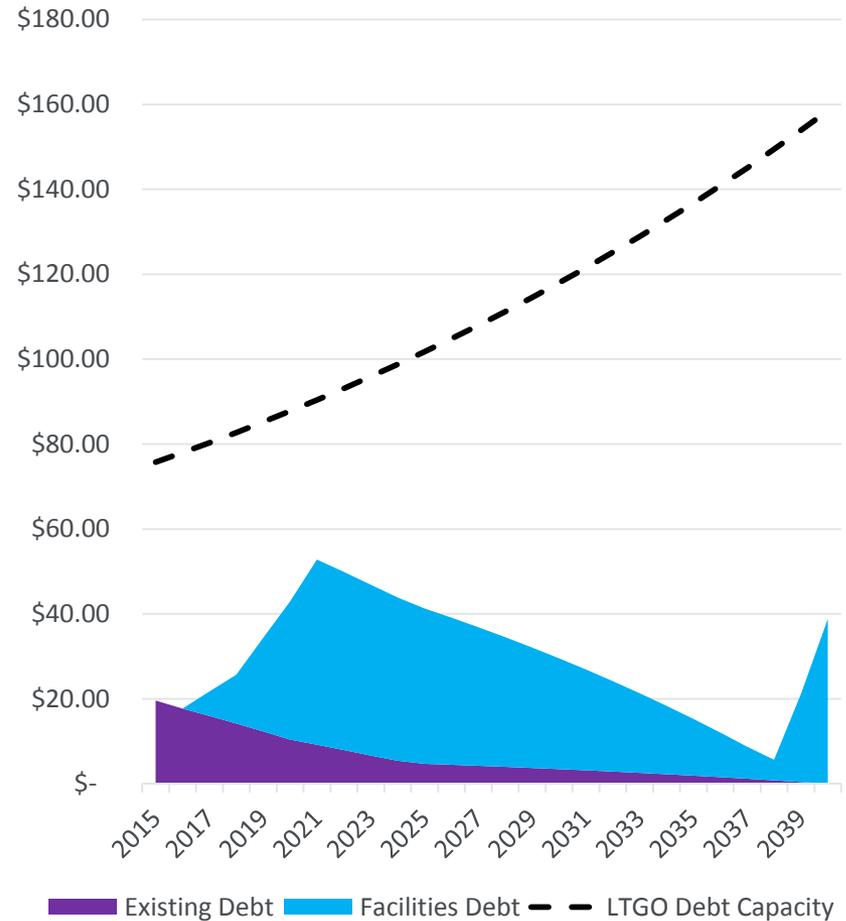
LTGO Debt Capacity



PHASING OPTION A



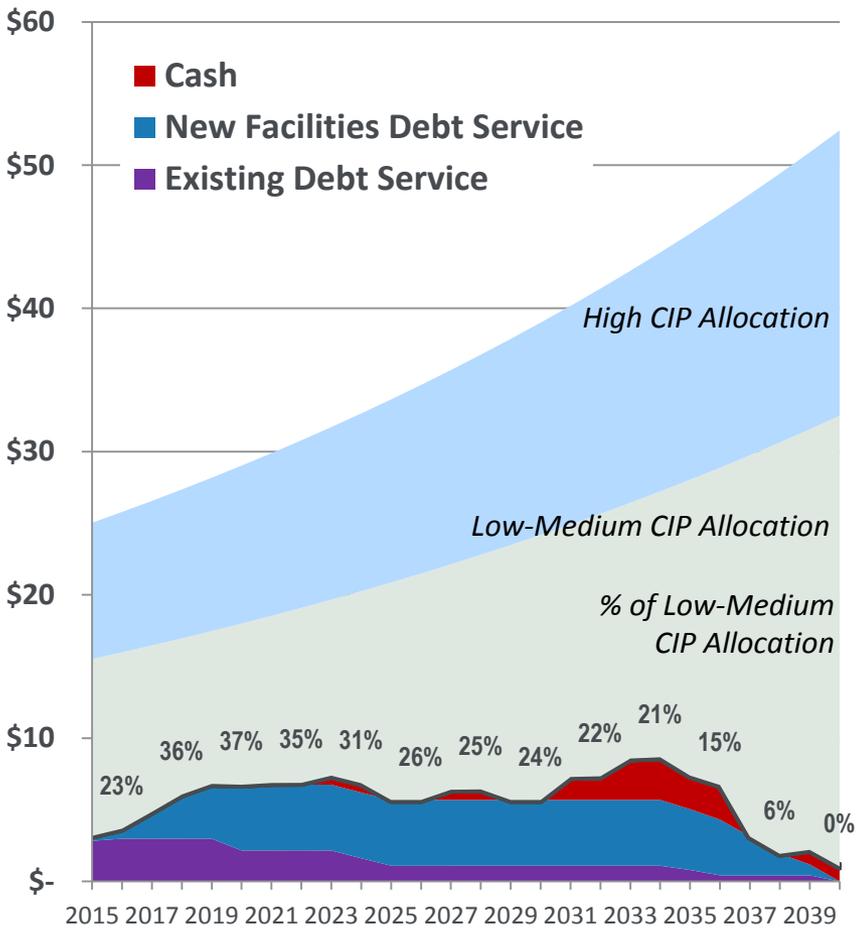
PHASING OPTION B



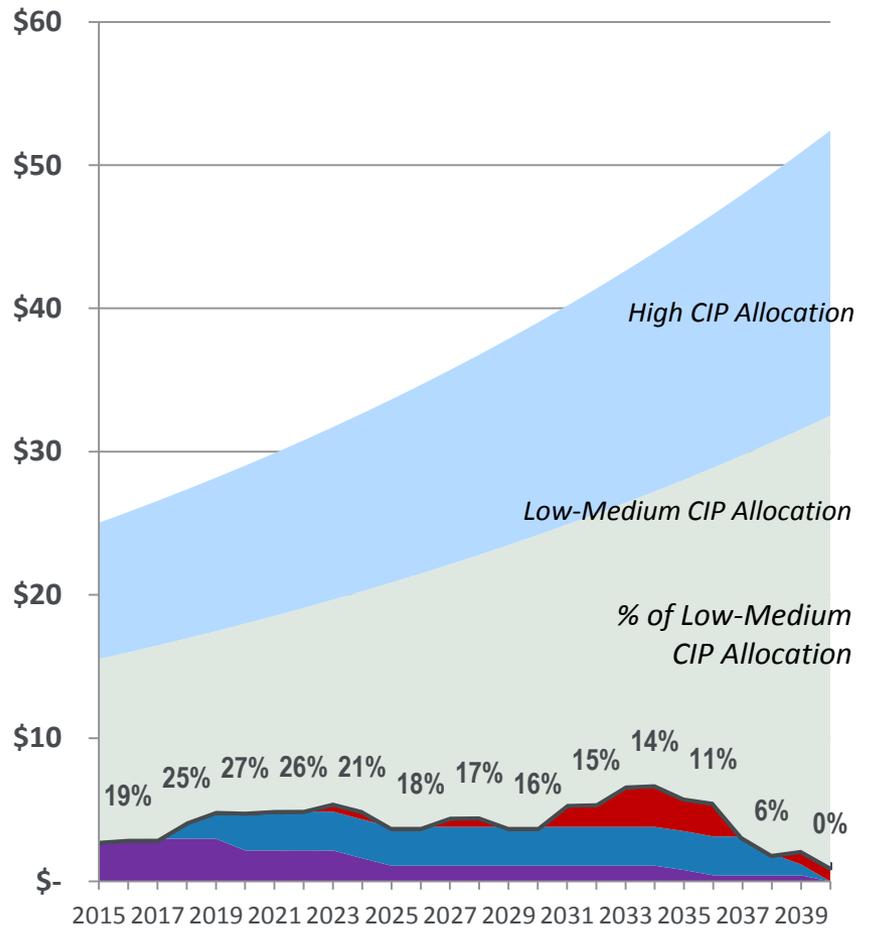


Impact on CIP (new \$)

PHASING OPTION A



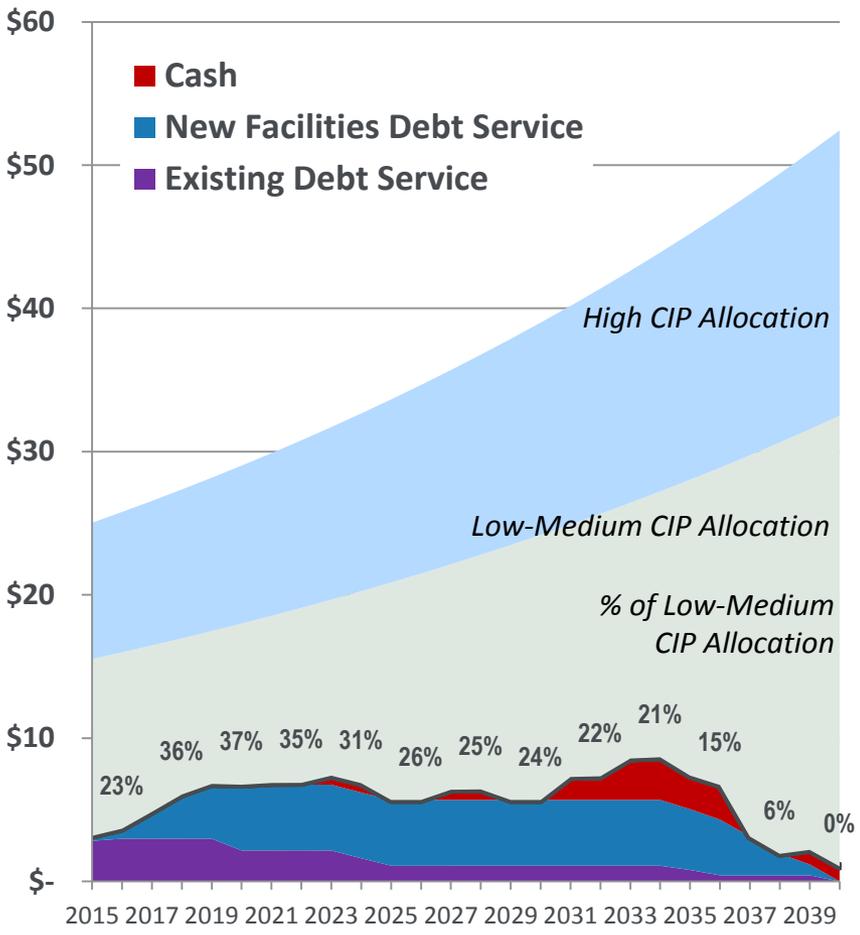
PHASING OPTION A-1, \$25.5M voted bond for Public Safety



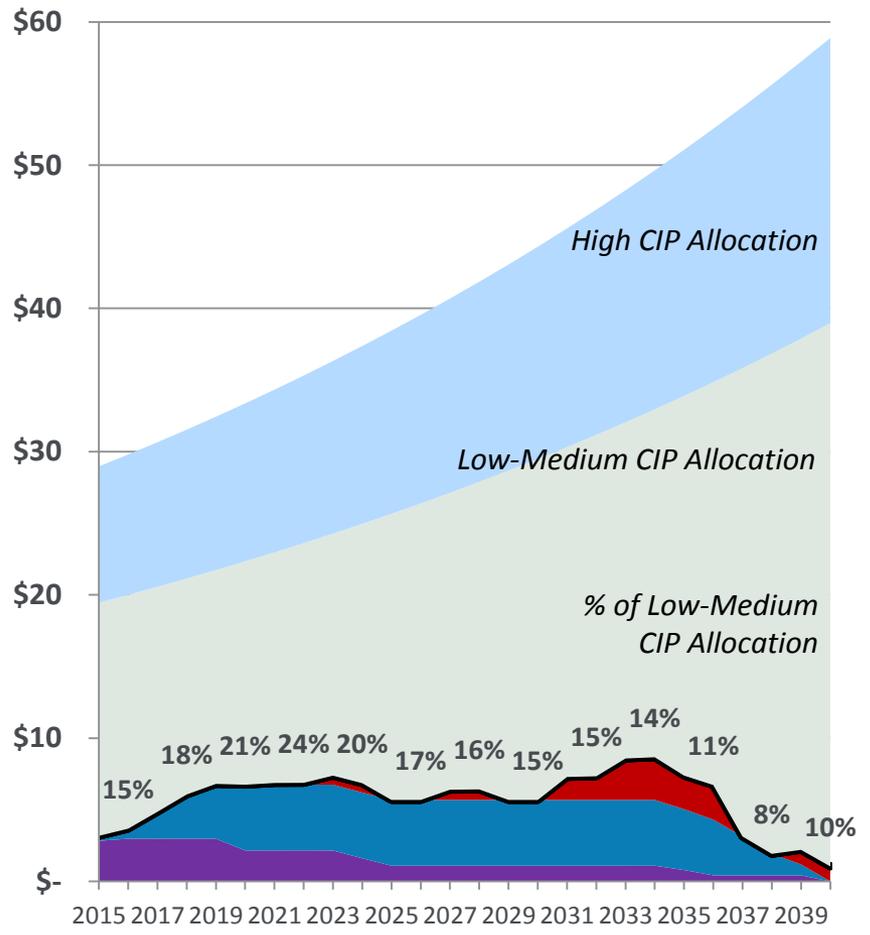


Impact on CIP (new \$)

PHASING OPTION A



PHASING OPTION A-2, .02% Sales and Use Tax levied via a TBD



Next Steps



- ▶ Based on Council feedback, create *Option C* and a roadmap for implementing Tukwila's Facilities Plan
- ▶ Compile final plan, with supporting funding and finance options
- ▶ Develop final report
- ▶ Create an easy-to-read overview of the Plan for general audiences