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La Grande Police Public Safety Building Needs Analysis Summary | 2.26.2024



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Jeff Humphreys - Project Principal Austin Zeitz - Project Architect Quincey Gerow - Architecture



FCS GROUP Martin Chaw - Senior Project Manager Tim Wood - Assistant Project Manager



CONSTRUCTION FOCUS

Steve Gunn - Principal Nick Arvidson - Estimator





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		Exist	2023 20	53 Ex	xist 2	023 20	053 V	V L	Area	a E	kist	2023	2053	1		
Depar	rtment:	Police Support Functions														
Delies	Destro	me/Showere/Bunke		_	_		_	_	_			_				
		oms/Showers/Bunks			_											
Men's	Restroor	n	Sta	ffing	0	1 Sc	1 1 bace	0 25	25 Sp	0 ace		250 Tot) 25 al Requ		ities, 2x	urinals, 2x toilets
Men's		Space / Room Use	Requir Exist 20	emen		Requi	remen		Śi	ze	ea	Squ	are Foo 2023	otage	_	Comments
Men's		oonte 044 Dispetak		2012	00011	- 131 2	02012		• =		cu	EXISt	2020	2000		
Wome	Departm	ent: 911 Dispatch														
Wome	911 Disp	patch		Ĩ					Т	1				1		
Wome	Staff Lob	by / Entry				0	0	0	5 5	5	25		0	0		
First A	911 Disp				Staffir	na		Space			Spac	Ce	Tot	al Requ	ired	
	911 Disp	Owener (Dearer Here	-	Req	uirem	nents	Req	uireme 2023		w	Siz			are Foo 2023		Comments
							EXISU	2023	2055	vv	L	Area	EXISU	2023	2055	
			tions & F	acilit	y Cor	e										
	Conferer	Public Lobby														
Group	Commur	Entry Vestibule					0	1	1	8	10	80		80	80	PUBLIC
Fitnes	Supply	Public Lobby Waiting Area					0	1	1	15	20	300	644	300	300	911 phone PUBLIC
Traini	Сору	Training / EOC / Briefing					0	1	1	25	30	750		750	750	Prescription Drug Disposal; 10-12 people PUBLIC
Fitnes	Break Ro								-							Media Briefing; Food & beverage prep outside; EO equipment concealed in room; accessible from pub
		EOC Storage					0	1	1	10	10	100		100	100	space for outside agencies SECURE
							0	1	1		10	100		100		SECURE
		Training Storage					-		1							
Group	Lockers	Chair Storage					0	1	1	0	0	0		0	0	
Share	Fitness F	AV Closet					0	1	1	5	5	25		25	25	
Mud F	Group To	Lobby Information					0	1	1	5	10	50		50	50	PUBLIC Information Display; Includes forms, info, translator
	SUBTOT	Display Area					0	1	1	5	10	50		50	50	PUBLIC Historical display space, PD to confirm contents
	TOTAL S	Soft Interview Room					0	1	1	10	14	140	70	140	140	PUBLIC Fingerprinting/Photography; Report Taking; Covert
Break																camera & microphone; Dual access from Police Reception visibility; Evidence return
Kitche	Departm	Juvenile Conference / Evid. Displa	у				0	0	0	10	14	140		0	0	PUBLIC Covert camera & microphone; Separate reception,
Welln	Informat	Public Restrooms / Men's & Wome	en's				0	2	2	8	8	64		128	128	photo process, finger printing PUBLIC
		Vending Vestibule					0	2	2					0		Unisex single occupant PUBLIC
				~	-		U	U	U	8	12	96		-		drinking fountain
		Group Total		0	C	0							714	1723	1723	ļ
GENE		Facility Core			r											
ΤΟΤΑ	Storage	Janitor	Ţ				0	1	1	6	6	36		36	36	1x per floor
	Group To	Stairway					0	0	0	12	20	240		0	0	

Space Requirements

Staffing

Requirements

Space / Room Use

Space Size

Total Required Square Footage

0

0

0

0

0 Adjacent Elevator

0 Included w/ Information Technology

48

30

50

0 0 6 8

0

0

0

0

0

5 6

5 10

Comments

Space / Room Use		uirem	•		Space uirem		
	Exist	2023	2053	Exist	2023	2053	S
partment: La Grande Police De	epartm	ient S	pace F	Requir	ement	ts Sun	nma
			-	-			
	0	0	~				
blic Functions & Facility Core	0	0	0				
lice Department	24	24	29				

Department: La Grande Police De	epartment: La Grande Police Department Space Requirements Summary											
Public Functions & Facility Core	0	0	0						714	2439	2439	
Police Department	24	24	29						4163	8548	9083	
911 Dispatch / Information Technology	10	10	18						732	1323	1323	
TOTAL BUILDING SQUARE FOOTAGE	34	34	47			<u> </u>			5609	12309	12844	

epartment: La Grande Police Department Site Requirements Summary											
Public Functions & Facility Core	0	0	0					714	2439	2439	
911 Dispatch	10	10	18					502	948	948	
Information Technology	0	0	0					230	375	375	
Police Administration	4	4	4					720	1208	1208	
Police Records	2	2	2					800	785	785	
Police Operations	15	15	18					558	1395	1485	
Police Support Services	3	3	5					1188	2014	2264	
Police Support Functions	0	0	0					898	3147	3342	
TOTAL BUILDING SQUARE FOOTAGE	34	34	47					5609	12309	12844	
TOTAL EXTERIOR REQUIREMENTS								0	22764	30260	
TOTAL SITE REQUIREMENTS								5609	35073	43104	

Space	e Use	

Public	Functions	& Facility Cor	е

911 Dispatch

Information Technology

Police Administration

Police Records

Police Operations

Police Support Services

Total Building (Includes 25% Circulation)

Total Site Requirements

Elevator Equipment Room

Mechanical Shaft

Central Server Room

SUBTOT GENER/ TOTAL S

	Space Size			al Requ are Foc		Comments					
V	L	Area	Exist	2023	2053						

Sq	uar		E.	\sim	\sim	ta	a	
JY	uai	с.		\mathbf{U}	U	ια	У	C

2,439 SF
948 SF
375 SF
1,208 SF
785 SF
1,485 SF
2,264 SF
3,342 SF

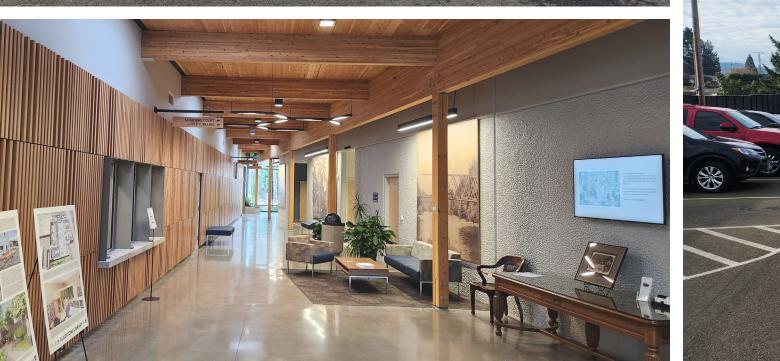
12,844 SF

43,104 SF

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WEST LINN PD





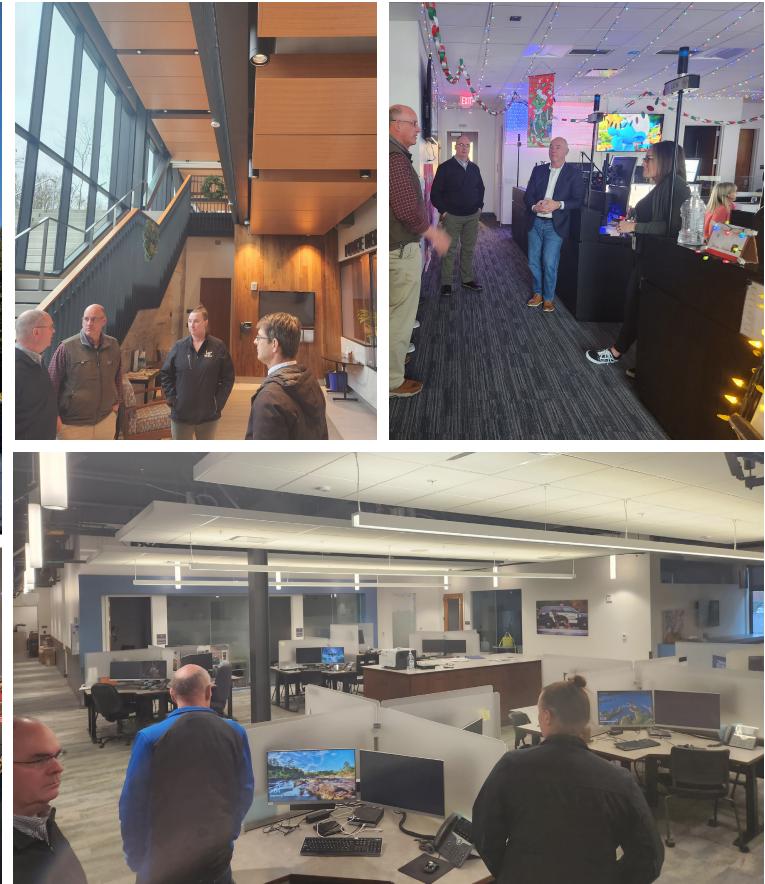


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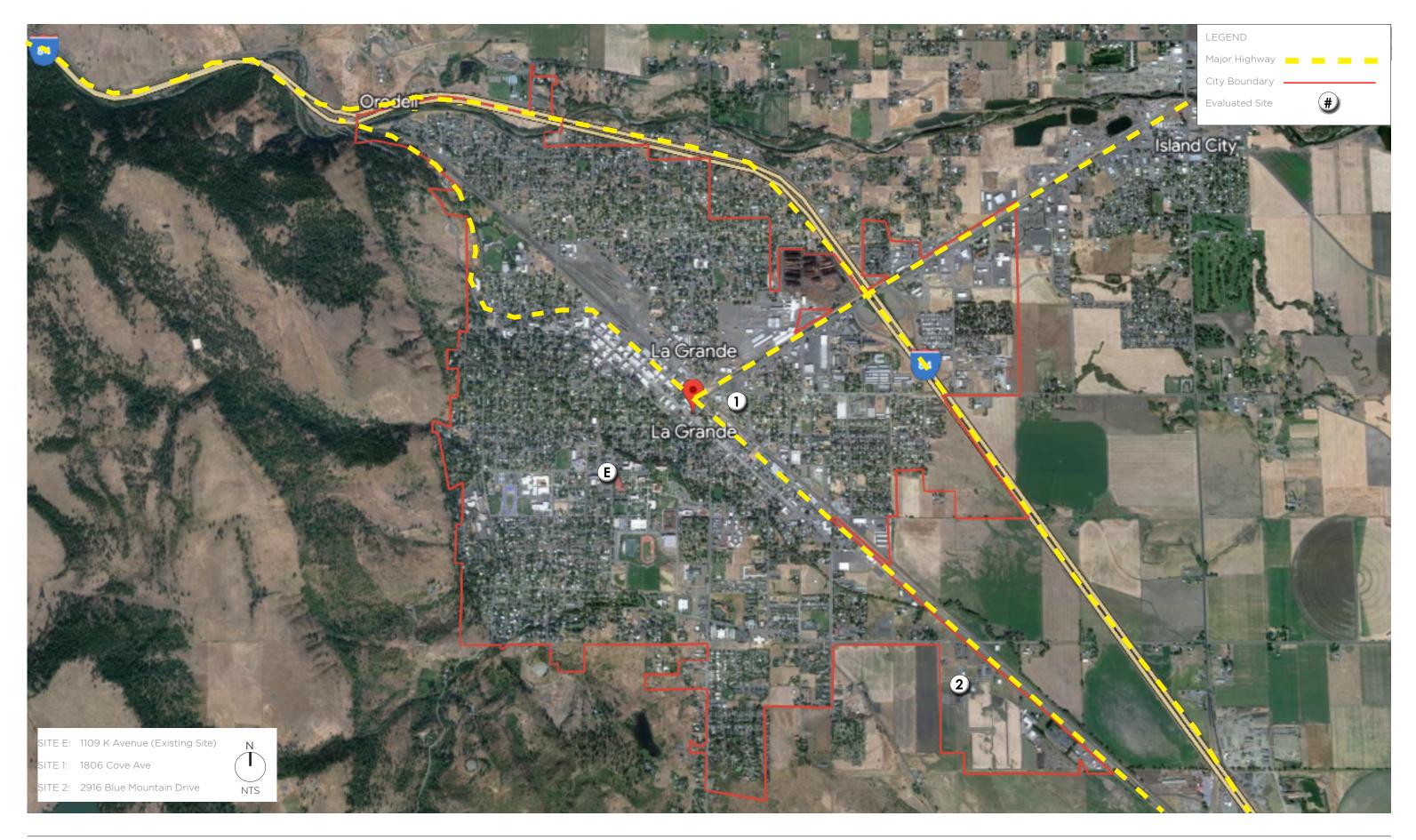






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			_
	SITE E: La Grande Police Department (Current)	SITE 1: La Grande Fire Department	
PROPERTY ADDRESS:	1109 K Avenue	1806 Cove Ave	,
SITE AREA	2.37 Acres (Inclusive of existing Courthouse and vacated K Ave)	2.14 Acres (Inclusive of existing Fire Station and associated outbuildings)	Γ
TAX LOT(S)	O3S38E08BC/Tax Lot 600	036S3808AB/Tax Lot 1500	-
OWNER	Union County	City of La Grande	(
ZONE & JURISDICTION	Residential Professional (RP), City of La Grande	Public Facilities (PF), City of La Grande	
ALLOWED USE	Law Enforcement permitted outright, Jail under Conditional Use	Public Safety Building permitted	 (
MIN. LANDSCAPE REQUIREMENTS	10% of developed site area	10% of developed site area	į
MAX. LOT COVERAGE	Not Applicable	Not Applicable	
MIN/MAX PARKING RATIO	No Maximum. Minimum parking per LDC Section 5.7.009.	No Maximum. Minimum parking per LDC Section 5.7.009.	
MAX BUILDING HEIGHT	35' plus 1' additional height for each 10' of building setback from a residential zone. Max height may not exceed 60'	35′ plus 1′ additional height for each 10′ of building setback from a residential zone. Max height may not exceed 60′	(
MAX. BUILDING SETBACKS	No Minimum.	No Minimum.	
SLOPE/TREES	1 Parking lot tree per 6 spaces; right-of-way trees required where there is adequate space	1 Parking lot tree per 6 spaces; right-of-way trees required where there is adequate space, trees shall be planted in all landscape areas with adequate space	1
TRAFFIC IMPACT	Required per LDC Section 6.2.020(D)	TBD, required if the project is projected to generate >400 ADT or where known traffic conflicts exist	0
PROPERTY AVAILABILITY	County Owned	City Owned	(
WETLANDS/SENSITIVE AREAS	None	None reported	l t t
FRONTAGE IMPROVEMENTS	No comprehensive overlay zone reported.	No comprehensive overlay zone reported.	
TREE REQUIREMENTS	No additional requirements provided.	No additional requirements provided.	

SITE 2: La Grande Business & Technology Park

2916 Blue Mountain Drive

.93 Acres (Currently undeveloped)

T3SR38E16BA/ Tax Lot 700

City of La Grande (Urban Renewal Agency)

Business Park (BP), City of La Grande

Public Safety Building & Police Station are Permitted Use per Land Use Code Ordinance 3266, Series 2023, Section 2.2.014(B)(10)

5% of developed site area

Not Applicable

No Maximum. Minimum parking per LDC Section 5.7.009.

60', no FAR standard

No Minimum.

No slope reported. 1 Parking lot tree per 6 spaces; street trees are required

No traffic impact analysis or review required for this scale of development at this location.

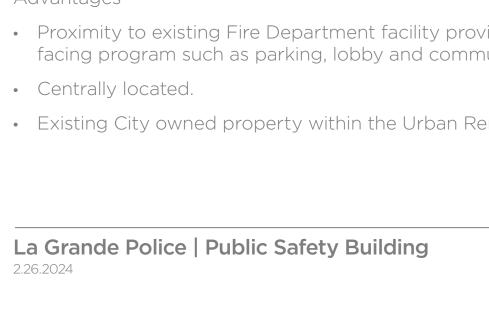
City Owned

No wetlands, property is currently within the AE 100-yr floodplain. The floodplain is in the process of being remapped and this property is anticipated to be removed from the floodplain by mid-late 2025.

Property is located within a subdivision inclusive of CC&R's and specific design standards. Property is located with the City of La Grande Urban Renewal District.

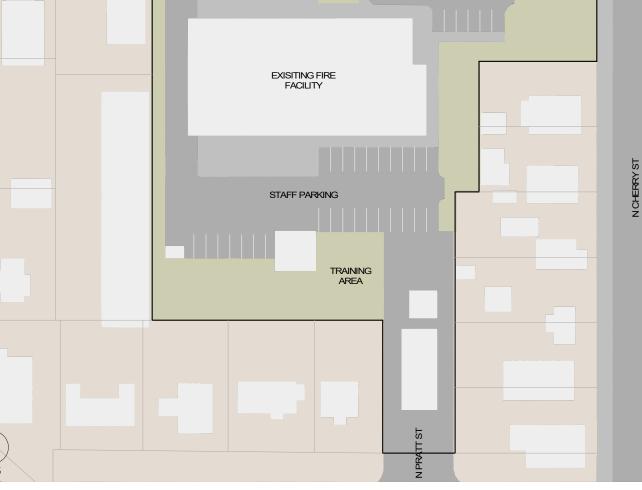
No additional requirements provided.

MACKENZIE. Proposed Site Comparison © 2024 Mackenzie | 2230263.00





- The majority of the site is already developed with Fire Department specific programming and many large paved areas need to be maintained to preserve Fire Apparatus access requirements.
- The approved Police Station programming area would entail demolition of either
- Adjacent lots are privately owned and already developed making expansion challenging and incurring added acquisition and demolition costs.



PUBLIC PARKING

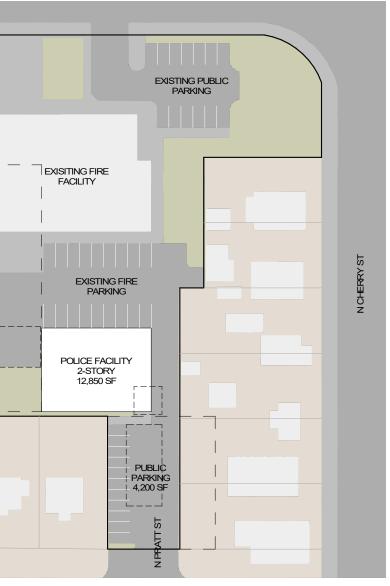
Site 1: La Grande Fire Department

Advantages

- Proximity to existing Fire Department facility provides potential to share public facing program such as parking, lobby and community accessible spaces.
- Existing City owned property within the Urban Renewal District.

SECURE PARKING 26,100 SF

Site 1: Test Fit

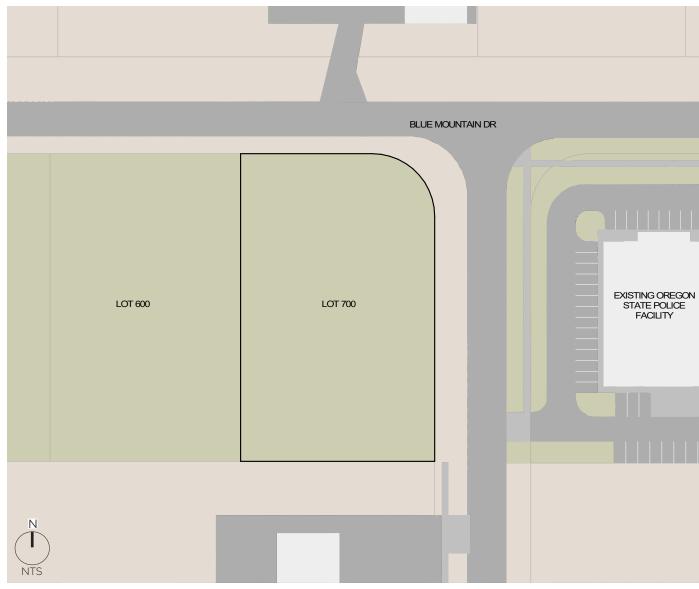


existing site elements or adjacent property structures to meet Department needs.

Facility Test Fit

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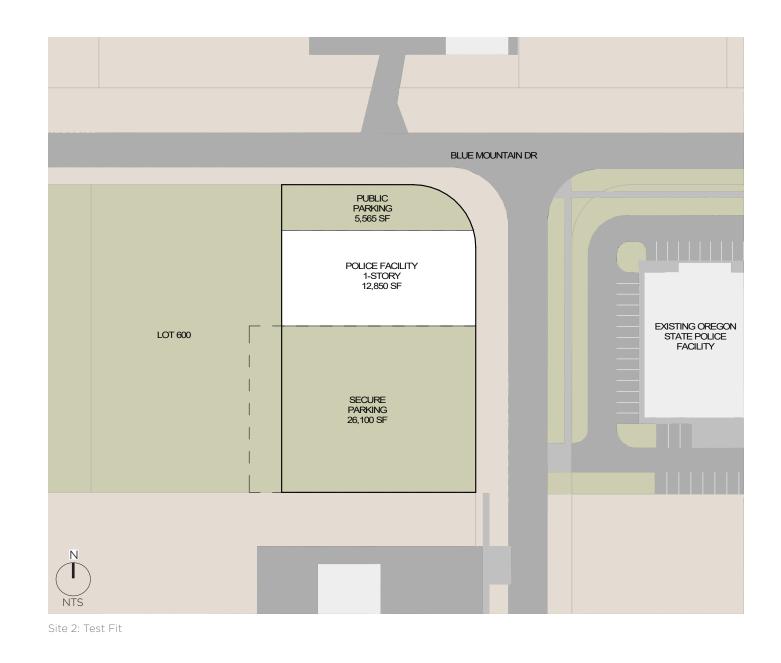
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Site 2: La Grande Business & Technology Park

Advantages

- Proximity to existing State Police facility.
- Lot is currently City owned greenfield that is relatively flat and ready for new development.
- City possession of adjacent Lot 600 and 500 provides ample flexibility for site layout, expansion or additional City facilities.



Disadvantages

- Lot 700 alone does not have sufficient area to host the approved program building and site square footage.
- This site is more remotely located than the existing Fire Station site.
- Property is currently designated as within the 100-year floodplain but this is something that is in the process of being revised.



MACKENZIE. Facility Test Fit

	SYSTEM DESCRIPTION	QUANTITY	UNIT OF MEASURE	ι	JNIT COST	тс	OTAL ESTIMATED COST	NOTES
BUIL	DING HARDCOSTS							
10	Substructure - Foundations	12,844	BGSF	\$	32.41	\$	416,274.04	
310	Superstructure	12,844	BGSF	\$	66.46	\$	853,612.24	
320	Exterior Enclosure (Includes Canopies)	12,844	BGSF	\$	71.14	\$	913,722.16	
330	Roofing	12,844	BGSF	\$	34.09	\$	437,851.96	
C10	Interior Construction	12,844	BGSF	\$	62.00	\$	796,328.00	
230	Interior Finishes	12,844	BGSF	\$	30.78	\$	395,338.32	
020	Plumbing	12,844	BGSF	\$	29.43	\$	377,998.92	
030	HVAC	12,844	BGSF	\$	59.00	\$	757,796.00	
040	Fire Protection	12,844	BGSF	\$	10.38	\$	133,320.72	
050	Electrical	12,844	BGSF	\$	71.00	\$	911,924.00	
10	Equipment	12,844	BGSF	\$	1.02	\$	13,100.88	
20	Casework & Finishings	12,844	BGSF	\$	16.22		208,329.68	
10	Special Construction	12,844	BGSF	\$	12.47	\$	160,164.68	
	BUILDING HARDCOST SUBTOTAL	12,844	BGSF	\$	496.40	\$	6,375,761.60	
DN-S	ITE SITEWORK HARDCOSTS							
510	Site Preparation	43,104	SGA	\$	6.02	\$	259,486.08	
G20	Site Improvements	30,260	SGA	\$	18.50	\$	559,810.00	
G30	Site Civil / Mech Utilities	30,260	SGA	\$	3.71	\$	112,264.60	
G40	Site Electrical utilities	30,260	SGA	\$	3.75	\$	113,475.00	
	ON SITE SITEWORK HARDCOST SUBTOTAL:	43,104	SGA	\$	24.24	\$	1,045,035.68	
OFF-	SITE SITEWORK HARDCOSTS							
610	Site Preparation	23,707	SGA	\$	7.22	\$	171,259.37	Improvement on two sides.
G20	Site Improvements	23,707	SGA	\$	12.95	\$	307,005.65	
530	Site Civil / Mech Utilities	23,707	SGA	\$	2.97	\$	70,362.38	
640	Site Electrical utilities	23,707	SGA	\$	3.00	\$	71,121.00	
	OFF SITE SITEWORK HARDCOST SUBTOTAL:	23,707	SGA	\$	26.14	\$	619,748.39	
								-
	BUILDING & SITEWORK HARDCOST SUBTOTA	L				\$	8,040,545.67	
ЛAR	KUPS							
/lark	ups Based on Hardcost Total							
	Design & Estimate Contingency				20.00%	\$	1,608,109.13	
	General Conditions				7.00%	\$	675,405.84	
Mark	ups Based on Project Overall Costs							
	Overhead, Profit, Insurance, Bonds				8.50%	\$	1,140,706.04	
	Escalation to Midpoint (2026 - Qtr 4 - 5% Per yr)				12.50%		1,677,508.88	
	OR Gross Receipts Tax			1	0.57%		76,494.40	
	OR - 1.5% Renewal Energy Requirement				1.50%		201,301.07	
						\$	5,379,525.36	
	BASE BID TOTAL:					\$	13,420,071.03	
	BASE BID TOTAL:					\$	13,420,071.03	

	PHASE	Comments
Construction Cost of Facility		
Building Hardcost	\$6,375,762	\$496.40
On-Site Hardcost	\$1,045,036	\$81.36
Off-Site Hardcost	\$619,748	\$48.25
Subtotal	\$8,040,546	
Margins		
Design & Estimate Contingency	\$1,608,109	20.0% Allowance
General Conditions Contractor Mark Up (Overhead, Profit,	\$675,406	7.0%
Insurance, Bonds)	\$1,140,706	8.5%
Escalation to Midpoint (Q4, 2026)	\$1,677,509	5.0% Per YR
OR Gross Receipts Tax	\$76,494	0.57%
OR - 1.5% Renewal Energy Requirement	\$201,301	1.5%
Subtotal	\$5,379,525	
Total Construction Costs	\$13,420,071	\$1,044.85 per sf

Consultants Costs		
A/E Design and Contract Administration - Base		
Reimbursables		
Owner's Project Manager		
Marketing Materials		
Topo and Boundary Survey		
Geotechnical Investigations		
Special Inspections		
Geotechnical Field Inspections		
Environmental Services		
Transportation Engineering		
Haz. Material Survey/Testing/Mitigation Specs		
Commissioning		
Arborist		
Subtotal - Consultants	\$2,684,014	20.0% of Construction Costs
Consultants Contingency	\$134,201	5.0% of Consultant Costs
Total Consultants Costs	\$2,818,215	\$219.42 per sf

Owner Costs		
Land Acquisition		Contingent on site selection
Fixtures, Furniture & Equipment (FF&E)		
Telephone/Data/AV/Security Equipment		
Sustainability Registration (i.e. LEED)		
Moving Allowance		
Temporary Facilities		
Permit Fees		
BOLI Fees	\$1,342	0.1% of Construction Costs (\$7,500 Max)
Subtotal - Owner Costs	\$2,013,011	15.0% of Construction Costs
Owner Contingency	\$100,651	5.0% of Owner Costs
Total Owner Costs	\$2,113,661	\$164.56 per sf

Total Project Cost	\$18,35
Building Size (SF):	12,8



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Recommendations

• Establish a desired time line and budget for the project.

Based on the findings of Mackenzie's analysis, it is determined that the overall projected cost of the project as described in this report is estimated to be \$18.4 million. It is encouraged the City and Police Department agree on an expectation of project costs and schedule development to provide clear direction to those that represent the project.

• Determine Funding Mechanism.

Confirm the funding mechanism(s) the City expects to pursue to complete the project. Once determined, the City should assess the financial impact, if any, to the local community in comparison to previous voter approvals, and the timing for pursuing the selected funding mechanism.

Begin Public Outreach Campaign/Process.

Begin the process of presenting the need for the project to the local community. This effort should entail community visioning sessions to allow attendees to observe the condition of the existing station, as well as presenting the findings of the Needs Analysis process. The process for outreach to local community organizations and private business with an interest in the project should strive to reach as many people as possible. Identify advocates for the project and solicit their participation in the assembly of a Public Advisory Committee (PAC). This committee should be comprised of local community members, either active in, or supportive of the needs of the La Grande Police Department.







City of La Grande



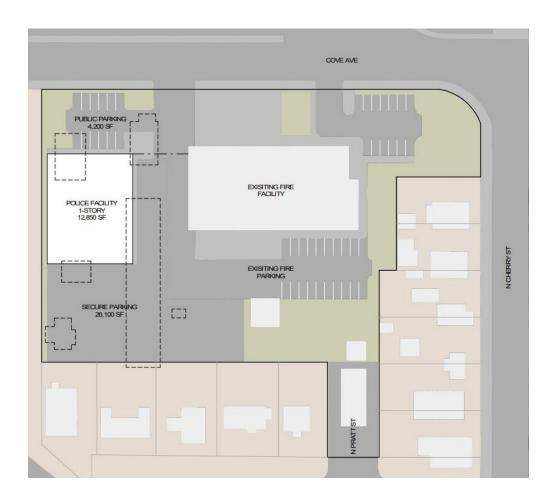
City of La Grande Police Facilities Funding Options

Presentation to City Council February 26, 2024





- City police currently share a building with the Union County Sheriffs Office.
- The City is seeking to provide La Grande Police with their own building.
- The facility is estimated to cost \$18.4 million
- Funding options for the project will be discussed through this effort.





- Funding options for this project include the following:
 - Existing URA: Utilize the City's existing urban renewal area to pay for part of the project.
 - **Public Safety Fee:** Charge utility customers a fee funding police functions, including construction of a new police building.
 - LTGO Bonds: City Council votes to take out low-interest debt to be paid back through the General Fund.
 - **GO Bonds:** City Council votes to take out low-interest debt to be paid back through a property tax levy.
 - Local Improvement District: Institute a local improvement district in the vicinity with nearby property owners taking on the cost of building construction.



- Oregon Revised Statute Chapter 457 gives cities the authority to activate an urban renewal agency.
- Urban renewal is a tool used to combat blight in a defined area.
- Program "freezes" assessed value within an area, with property taxes collected above the frozen base going to the URA.
- La Grande currently has a URA which covers both project sites.
- Pros:
 - Existing revenue source, strong nexus to project
- Cons:
 - Limited remaining indebtedness/funding available

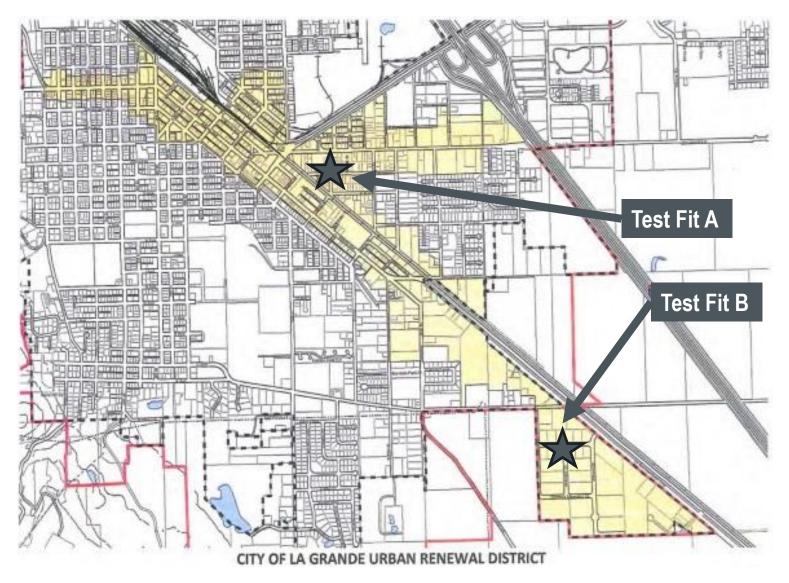


- The La Grande URA was adopted in 1999
- The URA is 526 acres
- Maximum indebtedness was established at \$22 million
- Remaining maximum indebtedness is \$8.7 million
- Five projects were funded in FY 2022/23
- Grants from the La Grande URA ranged from \$33,508 to \$75,000





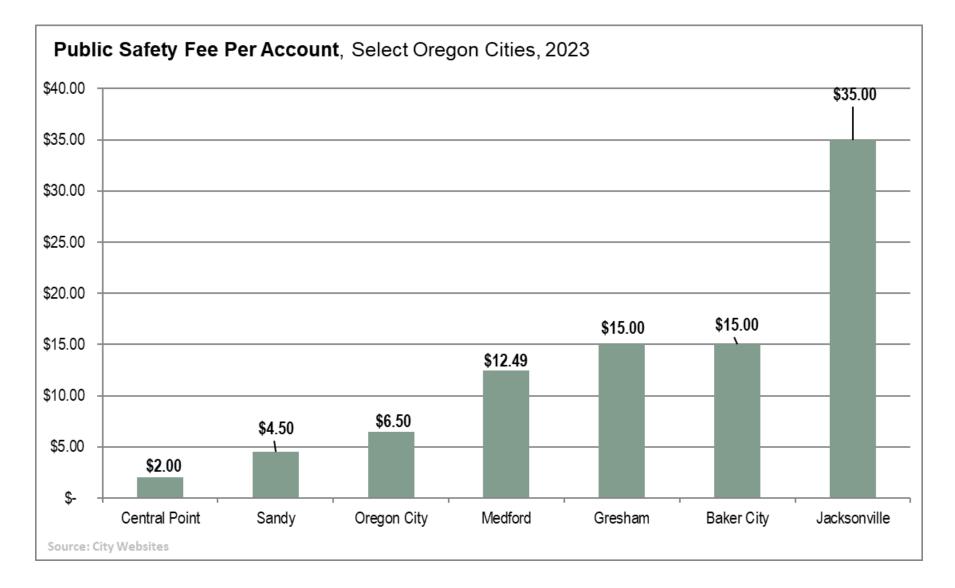






- Sideboards around public safety fees were defined in the 2007 Oregon Supreme Court case Knapp v City of Jacksonville
- A flat fee charged to each "developed" property, typically as an add-on to water utility bills.
- Pros:
 - Reliable revenue, relatively simple to administer once fee is set up, low-risk to city financially.
- Cons
 - Less overall revenue potential, politically unpopular, better suited for ongoing operations revenue.





Local Improvement District Background

- Oregon Revised Statute Chapter 223 gives cities the authority to enact a local improvement district (LID).
- An LID is a funding mechanism in which property owners in a designated "benefit district" are assessed a portion of the cost of a new capital improvement that benefits that area.
- Pros:
 - Reliable revenue generation, low-risk to city finances, private equity shares in project cost.
- Cons
 - Burdensome to set up & administer, requires buy-in from most property owners in the benefit district.

Local Improvement District Case Study

- Lincoln City NE Voyage Rd., NE 15th St. & Lake Rd. Sewer and Road Improvement Project.
- Citizen-initiated LID which allowed neighborhood sewer to reach city pump stations and paved roads.
- Total Project Cost: \$888,000
- 53 affected properties
- Avg. Cost per property: \$16,302





- Oregon Revised Statute Chapter 287A.315 empowers cities to issue bonds backed by "full faith & credit" of the jurisdiction.
- Repaid from any available City resources, including taxes.*
- Can be issued without a vote.
- Pros:
 - Immediate revenue source, no public vote, low administrative burden.
- Cons
 - Ongoing debt service payment with no dedicated funding source.

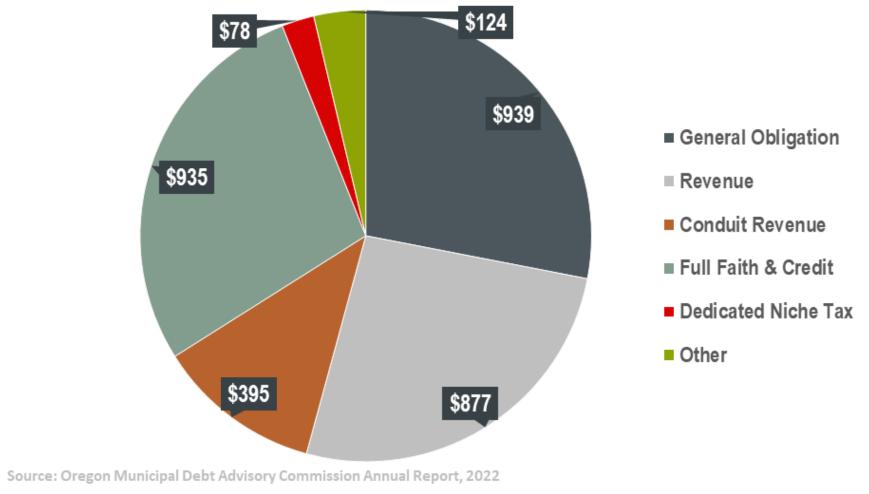
*Subject to limitations under Measure 5 and 50.

General Obligation Bond Background

- Oregon Revised Statute Chapter 287A.050 empowers cities to issue General Obligation (GO) bonds.
- GO bonds require voter approval and are limited to capital construction and capital improvements.
- Voter authorized GO bonds are supported by an unlimited tax levy outside of the limits imposed by the Oregon Constitution.
- Pros:
 - Immediate revenue source, low administrative burden, no impact on City finances.
- Cons
 - Requires a vote of the public.



Local Government Issuance by Type, (\$ Millions) Oregon, 2022





- Scenario 1: Full Faith and Credit Bonds
 - 20-year repayment
- Scenario 2: General Obligation Bonds
 - 20-year repayment
- Scenario 3: Hybrid
 - Public Safety Fee (\$8/mo/utility account for 10 years)
 - Urban Renewal Area (\$2.0M)
 - Full Faith and Credit Bonds (remaining \$; 20-year repayment)



- 20-year bonds @ 5.0% interest
- \$18.4M Principal
- \$10.8M Interest
- \$29.2M Total payments
- Annual debt service: \$1.457M*

*Subject to limitations under Measure 5 and 50. Annual debt service equal to 6.6% of 2024 GF revenues.



- 20-year bonds @ 5.0% interest
- \$18.4M Principal
- \$10.8M Interest
- \$29.2M Total payments
- Annual debt service: \$1.457M
- \$1.64/\$1000 AV Property tax mill rate (\$164/yr for a \$100K home)



Public Safety Fee

- \$8/mo
- 10 years
- 4,500 utility accounts
- \$4.32M raised
- Potential revenue cashflow issue
- Funds could be used for debt service

URA

- Draw \$2.0M against remaining indebtedness against the URA
- \$8.7M of remaining indebtedness

FFC Bonds

- 20-year bonds @ 5.0% interest
- \$12.1M Principal
- \$7.0M Interest
- \$19.1M Total payments
- Annual debt service: \$957,000*

*Subject to limitations under Measure 5 and 50. Annual debt service equal to 4.4% of 2024 GF revenues.



Policy Consideration	Existing URA	Public Safety Fee	FF&C Bonds	GO Bonds	LID
Ongoing Admin. Cost		-			
Political Feasibility			-	-	-
Revenue Potential	-				
Revenue Reliability	6				_
Implementation Cost					-
Financial Risk to City			-		6
Nexus to Project	-				
Overall Score	6	6	-	-	

Most positive or least negative effect

Positive or low to moderately negative effect

Neutral or moderate effect

Moderately high negative effect

Most negative effect

Thank you! Questions?

www.fcsgroup.com





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