

Memorandum

City of Lawrence

Police Department

TO: Tom Markus, City Manager
FROM: Interim Chief Anthony Brixius
Chris Mulvenon, Assistant to the Chief
CC: Diane Stoddard, Assistant City Manager
Casey Toomay, Assistant City Manager
Brandon McGuire, Assistant to the City Manager
DATE: September 7, 2017
RE: Historical Information on Police Facility

Background

With regards to the Lawrence City Commission discussion concerning the planning for a new police facility, we have been requested to provide a review of important selected background and historical events that have brought us to this point in the process. This memorandum serves that purpose and further outlines how lengthy and detailed the project has been to date.

Management within the Lawrence Police Department began to ask the City in the early 1990's for a facility needs assessment process to address overcrowding issues within City leased space for the police at the J-LEC, Judicial and Law Enforcement Center, at 111 East 11th Street. The police initially occupied approximately 10,000 square feet at the J-LEC when it was built and occupied in 1976. The city's cost for their space at the J-LEC was approximately \$593,000.00, of the buildings total cost of approximately \$2,000,000. Although space at the J-LEC for police had been problematic for years, the half-cent sales tax initiative that was approved by Lawrence voters in 1990 added 27 new police officers to the roster and put the need for additional space at the forefront. (With normal attrition during a two and a half period from 1990 - 1992 a total of 39 new Police Officers were hired, increasing the number of authorized commissioned positions from 75 to 103.) The police department also asked for facility upgrades throughout the 1990's in the City's Capital Improvement Plans. Those requests led to the discussion of possible future building sites. In 1993, the City purchased six acres of land for \$90,000 on the south side of West 15th Street near the present day K-10 bypass, for a potential safety center originally envisioned to be shared by Police and Fire.

In 1997 and 1998, the City Commission (specifically Commissioner Erv Hodges) City Manager Mike Wildgen and Chief of Police W. R. Olin developed a plan for alleviating overcrowding at the LEC. Approximately 10 properties throughout Lawrence were toured and/or evaluated for interior space size and square feet available, location, feasibility as a secondary police facility including public access, parking needs and costs for renovations and operation. The current ITC, Investigations and Training Center at 4820 Bob Billings Parkway was on that list of available properties and the purchase was finalized in late

1999, with renovations beginning in mid-year of 2000, and occupancy taking place in the spring, 2001. The cost of the ITC was \$2.25 million, on 4.4 acres of land with considerable elevation variances. It is a two-level facility built in 1988 and was a pharmaceutical testing lab and office space when purchased by the City and had an advertised 29,400 total square feet of space. Although patrol and investigations were initially slated to occupy the west-half of the space at the ITC, with successfully lobbying, patrol stayed at the LEC and Investigations, Community Services, and Administration were relocated to the western upper and lower level of the ITC. A fragment of Oread Labs and their employees had negotiated with the City to rent and occupy the eastern half (upper and lower level) of the ITC but within several months during the police renovation process they filed for bankruptcy protection and abandoned the facility. Since that time, the police department has incrementally but steadily been utilizing the remaining space within the ITC.

In 1998, Municipal Court that had been housed within the J-LEC was relocated to their current leased space at 1006 New Hampshire Street. That change led to the trading of space and relocation of some services within the J-LEC between the County and City. Likewise, in 1999, a new County Jail was constructed at 3601 East 25th Street, that also led to additional extensive renovations and square footage reallocation at the J-LEC. In 2001, the City's animal and parking control services moved to the main level of the City's new parking garage at 935 New Hampshire Street. Police services that remained at the LEC included patrol, evidence, Teleserve, records, Crime Analysis and information technology.

All Police Locations

Throughout the past 30 years, the police department has utilized various facilities across Lawrence for personnel and service response, storage of property, evidence and records. Obviously, the J-LEC and ITC are included but added to the list are the Parking Garage at 935 New Hampshire for Animal and Parking Control Services, the former Morton Block facility at 900 East 15th Street for property storage, the former Fire Station #4 at 2819 Stonebarn Terrace, for training, vehicle and equipment storage (shared with LDGCO Fire-Med) and up until late spring, 2017, evidence was stored at both County Public Works facilities. Historically, the department also used part of the old LMH building at 325 Maine Street for record storage, the Swan Building at 320 NE Industrial Lane for records and miscellaneous storage, and bicycle and property storage at 5th and Mississippi, the current home to the City's Traffic Engineering Division.

Facility Needs Assessment

As on-going discussions evolved between the City Commission, City Management and Police Department Management throughout the mid - to - late 2000's, the City Commission approved a formal Request for Proposals for a Facility Needs Assessment in late 2011. The assessment was part of the plan by newly promoted Chief of Police Tarik Khatib in February 2011, to make upgrades to facilities, personnel and equipment his primary focus.

The Police Department sent out notices on November 7, 2011, announcing the formal RFP's, Request for Proposals for a Facility Needs Assessment. Facility site tours for interested firms were conducted and RFP's were due on December 2. Eight architectural firms submitted proposals and of those, three were selected by the evaluations committee to present their proposals in December to an expanded review board made up of Police

and City staff and community members. Following those presentations and subsequent rankings, Wilson-Estes Police Architects teamed with Treanor Architects were unanimously selected to provide the needs assessment and received City Commission approval on January 24, 2012.

From mid-January, through mid-March, architects met with police staff and supervisors to collect data, conduct interviews and group meetings and prepare the preliminary needs assessment. Following additional meetings between City Management, Planning, Police management, staff and the architects, on May 12, 2012, the City official received the Police Facility Needs Assessment Study. This consisted of a written report as well as a Study Session presentation (PowerPoint) to the City Commission by the architects. Generally, the study looked at current facilities, personnel, equipment, services provided, population, and then equated those into the needs of the department based upon historical growth within the City and department that would accommodate at least 20 years of projected growth of all factors.

Site Evaluations and Selections

City Management and staff, Planning Director, Police Management and staff and the architectural team were all involved with site selection and evaluation throughout the duration. The process began with a survey of all available properties in the City, from approximately six to 25 plus acres. The Needs Assessment strongly recommended as a best practice focusing on at least 13 acres for optimum building potential for present-day needs and into the future for anticipated expansion projects.

In September of 2013, the City publically invited property owners and/or their representatives to submit proposals for information concerning their interest in selling property of approximately 12 to 15 acres to the City for a police facility and related functions use. Eight proposals were received and thoroughly reviewed along with other properties previously identified as potentially viable. All sites were ranked based upon a 15 point rating system including location, historic environs, flood plain, acreage, public accessibility, site constructability and acquisition costs. At the time, there were 17 locations between six and 34 acres that were evaluated. Venture Park was originally precluded from the ranking based upon several factors including the need for industrial zoned acreage, but was later added as an option for other city owned space meeting the minimum acreage requirements

Based upon the considerations the architectural team and staff compiled, a top site preliminarily identified for a facility was the property located at the southeast corner of Kasold Drive and Bob Billings Parkway. The City approached KU Endowment, the property owner, and The University of Kansas Chancellor and staff regarding locating a police facility on the property. On January 31, 2014, the City was notified by The University that their long term plans for the property made it unwise to commit it to a non-University use "at this time." The second ranked overall site was Overland Drive and Wakarusa Drive.

On March 10, 2014, the City received an updated Police Site Study from the architectural team that included additional site information on the Hallmark property at 100 McDonald Drive. Following additional and extensive site analysis and based upon all available factors, the Hallmark location offered the best options available as the location for a

potential new police facility location. The Hallmark property was originally ranked sixth among the sites evaluated. The Hallmark ground was the site that was included in the defeated sales tax vote on November 4, 2014.

Public Involvement and Community Meetings

From early 2011 through the November election in 2014, the Chief of Police and staff conducted dozens of presentations throughout the community often showing an informational video that highlighted various departmental needs for a new facility. A City produced informational brochure was also produced as part of the education initiative. In all, with public, private and civic presentations, building tours, Town Hall meetings, etc., there were 130 individual events including questions and answers that detailed what the facility needs were, the actual working conditions that police department employees were facing and subsequent service inefficiencies that effected the public and police. The presentations also included an overview of the proposed needs assessment findings that outlined what the new police building recommendations were.

Initially, the 2012 building plans called for 73,678 square feet of building space, 29,561 square feet in garage, range other related space for a total of 103,239 square feet and at a total estimated cost of \$29.3 million dollars. July 30, 2014, City Commissioner Bob Schumm, Police supervisors, and the architectural team met to discuss potential reductions in square footage and other cost reductions. The project put before the voters was for a 0.2% citywide retailers' sales tax, \$24.2 million, plus financing cost generated through the tax and \$1.5 million from existing city resources, for 86,031 square feet of space including a range and outbuilding. The reduced square footage was not within the minimum recommendations for square footage from the architects for building that would last 20 years beyond the opening. The tax referendum on the ballot was defeated.

Phased-in Campus Building Approach

Throughout the remainder of 2014 and into 2015 and 2016, the City Commission, City Management and Police Management reevaluated options for moving ahead with some sort of a solution for the police facility needs. Through those discussions, the preferred option was the development of a Master Plan for a phased-in campus approach for police facilities. The concept calls for the utilization of current City owned property for a building site that will ensure proper program relationships for future phases of construction. Previously, it was the belief of police administration that Phase 1 would include the services of Patrol, Animal Control, Evidence, Administration, Records, Information Technology and the Crisis Intervention Team. Phase 2 would include Investigations and Community Services / Training. The police department will have additional information on this process after the site analysis and selection is finalized. However, it is our belief at this time, based upon previous discussions that Phase 1 costs should be in the \$17 million range.