

TO: City Council for November 15, 2021, Council Meeting
FROM: Mark Shepard, P.E., City Manager *MWS*
DATE: November 9, 2021



SUBJECT: Facility Needs Assessment—Citywide Facilities Strategy

STRATEGIC OPERATIONAL PLAN PRIORITY: S1-L Complete a citywide facility and space needs assessment

Action Requested:

Staff requests Council review the material presented on the recommended priority strategy and provide input on the public participation plan. The final Facility Needs Assessment report from our consultant will come to Council in January for adoption.

Discussion:

The City is engaged in a Facility Needs Assessment (FNA) project to comprehensively understand and plan for addressing many shortcomings of City facilities. The project is exploring how municipal building spaces can be best used to increase efficiencies in providing services to the community, to enhance collaboration across City departments, and to improve the safety of City staff and the public.

The project encompasses 17 sites in the City organization, which house staff from all 10 departments. The City chose to perform a portfolio-wide assessment in order to avoid a silo-ed approach to solutions and to better explore opportunities for synergies among departments for service delivery, as well as the sharing of resources and common spaces. The outcome of the project will be an adopted City-wide facilities strategy.

Public Participation

Staff and the Council have wrestled with identifying how to approach public participation on this work effort. This project presents a good opportunity to employ the IAP2 Spectrum of Public Participation (Attachment CC-A) that Council recently adopted. The Spectrum provides us with a framework to think about the goal of a participation effort and to employ appropriate outreach techniques to achieve that goal.

Adoption of the FNA report will provide a foundation for more specific planning and discussions on facilities. The work we are engaged in now is the first step in what will become separate on-going efforts as solutions for specific facilities move forward. Those efforts will involve various levels of public participation that may span years to come.

To assist the Council in thinking about public participation for the FNA report, staff broke the project into stages. This breakdown helps identify how the IAP2 process might be applied appropriately in the different stages so that we approach public participation in a thoughtful and meaningful way. The three stages are Assessment, Solutions, and Prioritizing. Each stage is described below along with how the IAP2 principles of public participation apply to the stage.

Stage 1 - Assessment

At the September 9, 2021 Council Work Session, the consultant team presented the results of their assessment of City facilities, which highlighted the existence of facility deficiencies for effective current and future operations. Along with specific issues uncovered at each location, a set of 'key findings' across the portfolio emerged:

1. The aging portfolio is not configured to support modern operations.
2. The facilities are not energy efficient or resilient and do not model green building practices.
3. There is an outmoded approach to gender equity, ADA access, crew decontamination zones, etc.
4. There is a lack of comfortable space for the community to connect and engage with the City.
5. There are inadequate security measures and safe spaces for staff.
6. There is a significant deficiency of covered storage for high-value fleet, equipment, and materials.
7. Most of the facilities lag behind peer cities and the private sector.

Public Participation per IAP2 - The assessment stage is a technical analysis using the consultant team's experience and expertise to arrive at a conclusion about the functional space capacity in City facilities. This stage provides objective information and there are no policy questions or values evaluations involved. Because of that, IAP2 points us to the 'Inform' category so that the community can understand the problem. Staff has already employed some 'Inform' techniques by arranging for articles in the *Gazette Times* and providing presentations at Council meetings. Staff also launched a new [web page](#) devoted to the project (www.corvallisoregon.gov/FNA) and has highlighted the new page through the City's social media and neighborhood networks. Staff is interested in exploring other ideas for 'Inform' outreach efforts and we invite Council to share their ideas on how to get the information out to a broad audience.

Stage 2 – Solutions

In Stage 2, the consultants developed alternative solutions to address the key findings across the portfolio, along with those findings specific to each facility. This information was shared with the Council at the October 7, 2021 Work Session. In order for a solution to be considered viable, it had to align with the FNA Guiding Principles (Attachment CC-B), which were developed to reflect the community and Council's values as expressed in the Imagine Corvallis 2040 Vision and the Strategic Operational Plan (SOP). Attachment CC-C shows the interconnectedness between the principles and the Council's SOP Policy Priorities.

The suite of viable alternative solutions was further evaluated by the consultant regarding implementation feasibility and cost to arrive at the best solution for each site. Attachment CC-D summarizes the recommendation for each location, along with the advantages and considerations/challenges of that solution.

Public Participation per IAP2 - The solutions stage builds on the technical information and draws on the consultant team's expertise to develop and evaluate alternatives. There are no policy questions involved in this stage and the recommendations from the consultant are informed and shaped by our community's values as identified in the project's Guiding Principles. IAP2 places us at the 'Inform' category so that the community understands the alternatives, opportunities, and how the community goals in the 2040 Vision were used to arrive at the recommendations. The outreach techniques for this stage match the ones described for Stage 1: articles in the paper, presentations at Council meetings, and a dedicated FNA web page.

Stage 3 - Prioritizing Next Steps for Facilities

The last stage of the FNA is the development of a prioritization scheme for the facility solutions. The consultant team used data gathered in Stages 1 and 2 to make a technical recommendation about how the City may want to prioritize its efforts to address the many facility needs (Attachment CC-E). The consultants will speak to this scheme during the November 15, 2021 Council meeting. The consultant's priority plan is based on their technical assessment and does not take into account how funding opportunities or organizational and community objectives may influence the actual phasing of facility

improvements in the future. However, the consultant's recommendation does provide a technical baseline for those future City considerations and as such are a valuable tool to be incorporated into the FNA project and report. In addition, project prioritization helps guide decisions regarding interim investments of limited facility maintenance resources. Facilities that are likely to remain in the portfolio for a longer period of time may warrant investments in maintenance projects, where facilities that are likely to be replaced or renovated in the short term may not.

Public Participation per IAP2 - The priority order for projects is based on the consultant's technical analysis and expertise. Since the consultant's prioritization is a technical exercise and not based on policy or values their recommendation positions us in the 'Inform' category, to provide an understanding to the public of how the consultants arrived at their conclusions, and points us to employ the techniques discussed previously.

Prior to moving forward with specific facility improvement projects, the City will want to evaluate the consultant's technical ranking contained in their final report against other variables. These variables may include organizational equity, operational needs, and community input. Funding mechanisms and opportunities will be foundational for the timing and progress of any facility improvement project.

A Word about the Future Project Costs

There has been confusion about what the FNA recommendations represent in terms of a funding 'ask'. Staff wants to clarify that this is not one large \$255M package of projects to be done at the same time. This is 12 separate projects that will move forward on different timelines. As such, a preliminary analysis finds that the recommendations are achievable by combining multiple funding sources and strategies in coming years.

City Council Policy 10.03 directs the City to operate using a "Pay-As-You-Go" approach where significant one-time costs are accounted for in long-term financial projections and the money needed to accomplish the work is set aside over time to cash fund the costs. Unfortunately, after the decades of neglected attention to the facility functional needs of the organization, the prioritization of other efforts during the City's annual financial planning, and the size of the current revenue streams that focus available resources on current operations, the situation is beyond the ability to cash fund all of the projects.

Staff plans to bring a discussion of funding tools forward in early 2022 as part of the SOP S1-M project (Develop a funding strategy to address citywide facility needs). With the general discussion of funding tools and options coming later, it is important now for Council to be comfortable on two points. First, no decisions are being made at this time regarding funding for facility projects. Second, there are a variety of funding sources that can be employed for facility improvement purposes. A partial list includes federal and state grants, user fees, bank loans, congressionally directed spending, urban renewal district, bonds, capital campaigns, liquefying obsolete assets, and ARPA funds. Some of these sources can be used only on certain facility projects, and a suite of options will likely be used to leverage the outside sources with an objective of minimizing the impact on local funding sources. The decision points on funding will come in the future when projects advance to the capital planning and scoping phases using the IAP2 principles to engage the community in these conversations.

Next Steps

The immediate next step to complete the FNA work is adoption of a City-wide Facilities Strategy based on the consultant team's work in stages 1, 2, and 3. Staff anticipates bringing the document to Council for adoption in January 2022. Any community input received as a result of staff's public participation efforts will be included in the information provided in January.

We are at the beginning of a long journey to address a lack of planning for City facilities. There will be many steps and decision points as we move forward from this initial stage of assessment into action. Adoption of the final report and Facilities Strategy will provide a needed launching pad so the Council, community, and staff can make future sustainable decisions regarding city facility functional needs. Staff will be proactive in aligning public participation opportunities with the IAP2 system as future facility planning and project efforts move forward. The November 18 Work Session training Council will participate in regarding the IAP2 system will provide insight into how public participation tools can be effectively and appropriately applied to the future facility efforts.

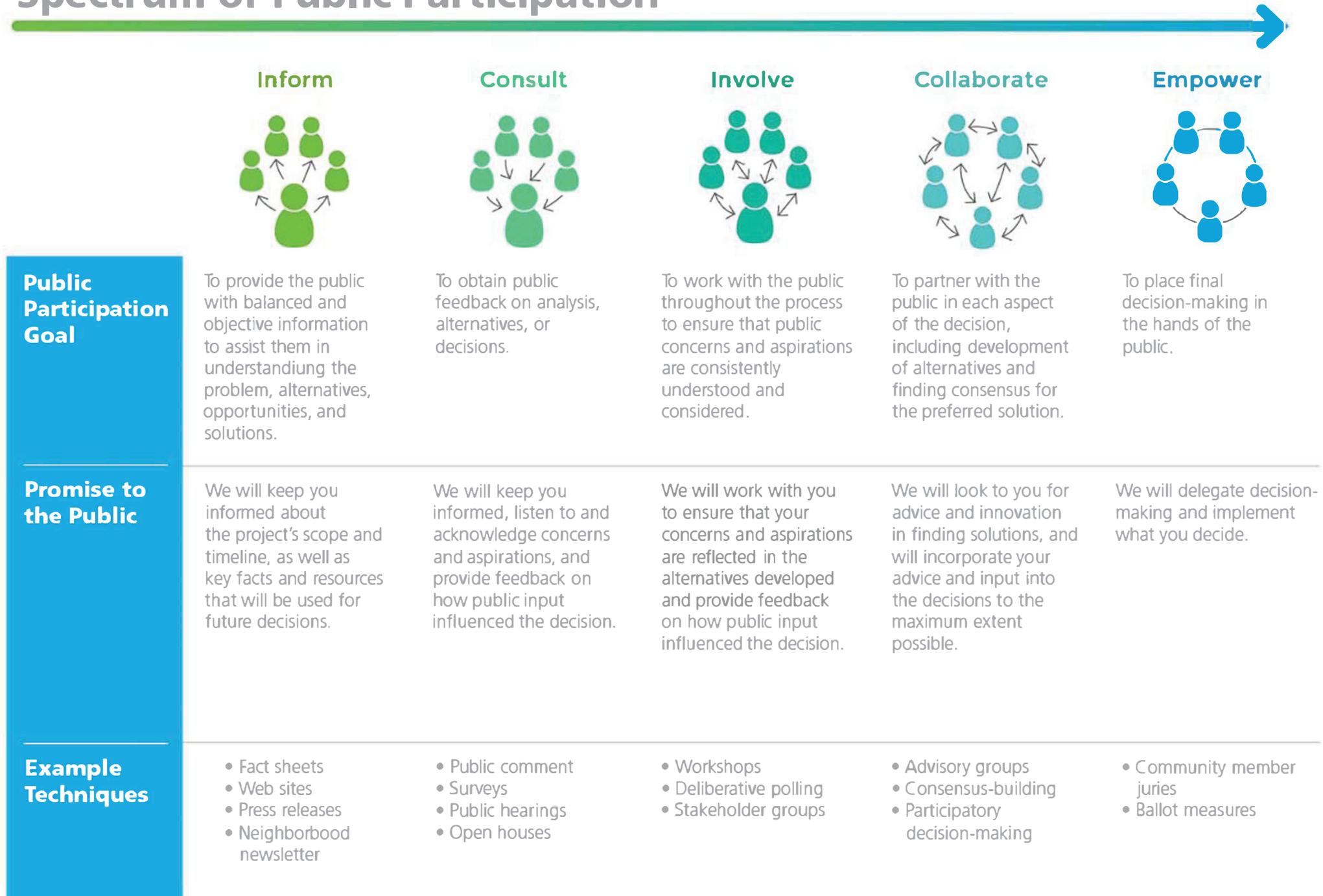
Budget Impact:

There is no budget impact from the assessment; however, future budgets will be effected as individual projects move to the planning, design, and construction phases.

Attachments:

- CC-A IAP Spectrum of Public Participation
- CC-B Facility Needs Assessment Project Guiding Principles
- CC-C Guiding Principles Relationship to Strategic Operational Plan Policy Priorities
- CC-D Consultant Recommended Solutions to Address Identified Needs
- CC-E Facility Needs Assessment Project Phasing Plan

Spectrum of Public Participation



GUIDING PRINCIPLES



FUNCTIONAL, EFFICIENT, AND COLLABORATIVE

Co-locate staff to facilitate collaboration, support innovation, enhance staff productivity, and deliver highest quality service

Plan to accommodate growth and change

Design workspaces to support efficient workflows and cost-effective operations



SAFE AND HEALTHY

Provide quality facilities for all

Strive for safe and secure workplaces

Design workspaces that encourage physical and emotional well-being and support employee recruitment and retention

Create inclusive environments, increasing access, and removing barriers



SUSTAINABLE AND RESILIENT

Improve response to all types and scales of emergencies

Minimize energy use, showcase green development practices, and reduce carbon footprint where feasible

Support new energy-efficient buildings that are more cost-effective to maintain than aged and deteriorating facilities



COMMUNITY FOCUSED

Leverage investments to support community goals and maximize neighborhood benefits

Create convenient, welcoming, and barrier-free public spaces

Support initiatives and investments that address service and workspace equity

Facility Needs Assessment Guiding Principles Relationship With Strategic Operational Plan Policy Priorities

Guiding Principle	SOP Policy Priority
Functional, efficient, collaborative	S-1 The City maintains safe and accessible facilities through long-range planning to ensure proper maintenance and capital investments in critical community resources
	S-2 The City invests in the integrity of infrastructure with a goal of uninterrupted service
	I-9 The City actively engages with community partners to support a strong and vibrant downtown as the heart of our community
	P-1 The City supports sustainable stewardship of assets and infrastructure through well-planned, well-maintained, and accessible public facilities
Safe and healthy	E-10 The City fosters a safe, secure, and welcoming community for everyone, including city staff
	E-11 The City maintains that diversity, equity, and inclusion are integral to the delivery of city services
	C-2 The City supports affordable and accessible spaces for people to learn, create, express themselves and build community
Sustainable and resilient	E-2 The City manages its finances to effectively provide service to the full spectrum of the community over the long term.
	S-4 The City promotes community resiliency by actively planning for disasters.
	S-8 The City moves purposefully toward a net-zero municipal carbon footprint.
	P-1 The City supports sustainable stewardship of assets and infrastructure through well-planned, well-maintained, and accessible public facilities
Community-focused	E-5 The City fosters and engages a diverse population through accessible services.
	E-10 The City fosters a safe, secure, and welcoming community for everyone, including city staff
	L-3 The City supports a healthy, educated, and livable community through programs and facilities, and infrastructure.

CITY OF CORVALLIS
 FACILITIES NEEDS ASSESSMENT
 FACILITY RECOMMENDATIONS

After considering key facility issues and existing and future space needs, the consultant team analyzed a range of options for each functional category and facility to address issues and meet needs that align with the project's established Guiding Principles. All alternatives were evaluated relative to their life-cycle costs, functional efficiency, and implementation feasibility.

Key findings from this analysis drove the team's recommended solutions. These are summarized below by location, along with the advantages of the recommended approach and the considerations or challenges, if any.

Site	Recommendation	Advantages	Considerations/Challenges
Parks Maintenance	Construct new buildings at "top side" area of Avery Park	<ul style="list-style-type: none"> Relocates operation activities out of the regulatory floodway Uses land City already owns Reduces staff relocation during construction Allows City to retain use of current site for future storage 	<ul style="list-style-type: none"> New site is within the flood fringe and requires mitigation
Public Works	Construct new structures at same location, remodel some existing warehouses, retain recently remodeled fleet maintenance shop	<ul style="list-style-type: none"> Minimizes demolition of existing buildings Uses land City already owns Retains recently remodeled fleet maintenance shop Improves staff collaboration through consolidated crew building 	<ul style="list-style-type: none"> Some risk that site will be impacted by expansion of wastewater treatment facilities (Outdated master plan shows future treatment facilities in this location; update is underway)
Administration <ul style="list-style-type: none"> City Hall Madison Ave Bldg. Municipal Court City Hall Annex P&R Admin Bldg. 	<p>Create a civic campus by constructing a new building adjacent to City Hall for the services currently in City Hall, Annex, Madison, and Avery Admin</p> <p>Remodel existing City Hall for Council Chambers, community spaces, and Municipal Court</p>	<ul style="list-style-type: none"> Repurposes and preserves historic City Hall Consolidates all administrative-type functions in a single customer service location Maintains strong downtown civic presence and provides opportunity for civic plaza, community meetings spaces, and other community amenities Recaptures Court building lease payments Creates dedicated space for Council meetings sized to accommodate interested community members Allows Council and Court to share facilities, maximizing space use and reducing costs Repurposes Madison building for community use or leverages property to spur new downtown development Repurposes P&R Admin for storage Uses land City already owns 	<ul style="list-style-type: none"> Requires Council approval for adjusting historic overlay and relocating Annex building May reduce overall vehicle parking provided, which could be offset through alternative modes of transportation for both public and staff

CITY OF CORVALLIS
 FACILITIES NEEDS ASSESSMENT
 FACILITY RECOMMENDATIONS

Site	Recommendation	Advantages	Considerations/Challenges
Law Enforcement Building	Remodel existing space for current use and construct new space for future use	<ul style="list-style-type: none"> Retains co-location with 911 dispatch center and firing range Remodels existing building with improved energy performance, incorporates secured parking within design, addresses facility deficiencies Uses land City already owns 	<ul style="list-style-type: none"> Phasing and design concept dependent on Benton County bond measure approval
Fire Station #1	Remodel existing building	<ul style="list-style-type: none"> Meets future need within the current structure Uses land City already owns 	<ul style="list-style-type: none"> Phasing dependent on Council Chambers moving to remodeled City Hall
Fire Station #2	Remodel existing building	<ul style="list-style-type: none"> Meets future need on same site Addresses significant gender equity and fire fighter support issues 	<ul style="list-style-type: none"> Station is on property owned by OSU Staff temporarily relocated to Station #5 during construction may affect response times
Fire Station #3	Remodel existing building	<ul style="list-style-type: none"> Meets future need on site City already owns Addresses significant gender equity and fire fighter support issues 	<ul style="list-style-type: none"> Staff temporarily relocated to Station #5 during construction may affect response times
Fire Station #4	Construct a new building in a location further south, adjacent to Hwy 99	<ul style="list-style-type: none"> Creates a modern fire facility Provides enhanced emergency response to south Corvallis Allows for the inclusion of a Police satellite office Uses donated land that City now owns Repurposes Tunison structure for other City or community uses Allows staff to continue working out of Tunison during construction of new station 	
Fire Station #5	Future needs can be accommodated with current facility; no project recommended		
Fire Training Center/Emergency Operations Center	Current needs can be accommodated with current facility; no project recommended but expansion of staff support areas is recommended to meet long-term needs		

CITY OF CORVALLIS
 FACILITIES NEEDS ASSESSMENT
 FACILITY RECOMMENDATIONS

Site	Recommendation	Advantages	Considerations/Challenges
Library	Construct an expansion on the Fenner building site and remodel some interior spaces	<ul style="list-style-type: none"> • Provides equitable library entry • Creates indoor community meeting spaces • Adds outdoor civic plaza and gathering space • Uses land City already owns 	<ul style="list-style-type: none"> • Requires Fenner building demolition and loss of lease revenue
Majestic Theatre	Small remodel to existing building	<ul style="list-style-type: none"> • Adds workspace for support staff 	<ul style="list-style-type: none"> • Minor reductions in community space; lost area could be regained through Library addition project
Osborn Aquatic Center	Construct addition to west side of existing building	<ul style="list-style-type: none"> • Improves staff work spaces and adds operational storage • Provides for future need on current site 	<ul style="list-style-type: none"> • Contingent on approval and coordination with Corvallis School District

CITY OF CORVALLIS
 FACILITIES NEEDS ASSESSMENT
 PRIORITY OF RECOMMENDED PROJECTS

The consultant team's prioritized City facility projects are divided into three categories:

- Shovel ready – projects that are underway or plans are close to being finalized
- Priority – projects that address the condition and functional issues found during the assessment ordered by severity
- Opportunity based – projects that can move forward based on funding availability or partnerships

Notes:

- Some projects are dependent on external factors to move forward
- Order is preliminary; new opportunities or circumstances could alter the approach

Phase	Projects
A. Shovel ready	<ul style="list-style-type: none"> • Fire Station #2 • Fire Station #3
B. Priority	<ul style="list-style-type: none"> • Parks Maintenance • Fire Station #4 • Law Enforcement Building • Public Works • New Administration Building • Historic City Hall • Fire Station #1
C. Opportunity based	<ul style="list-style-type: none"> • Library • Osborn Aquatic Center • Majestic Theatre