



City of Grand Island

Tuesday, March 22, 2005

Council Session

Item I1

#2005-94- Approving Acceptance of Site and Need Study and City Administration Recommendation for Fire Station #1.

This item Relates to Resolution Item I-2

Staff Contact: Gary Greer

Council Agenda Memo

From: Gary D. Greer, City Administrator

Meeting: March 22, 2005

Subject: Accept Fire Station #1 and Fire Training Center Site and Needs Study and Authorize the City to proceed with Administration Recommendations

Item #'s: I-1 and I-2

Presenter(s): Gary D. Greer, City Administrator

Background

Over the last few months, the City has moved forward with plans to replace Fire Station #1 and to begin the process of developing property for a Fire Training Facility. These projects were identified during the ½ % sales tax election as priority facility improvements. Since the election the City has engaged in several processes to explore the best way to bring about the two projects. A committee was formed to manage the process and guide the public discussion. The culmination of the Committee's work resulted in a Site and Needs Study being presented by RDG Schutte Wilscam Birge, Inc, BKV Group, and Emergency Services Consulting, Inc. at the March 1st study session.

Discussion

The Group looked at many alternatives and presented a recommendation for the replacement of Fire Station # 1 and the Fire Training Facility. The consultants recommended a strategy that would build 2 smaller stations in order to create the best possible response times as Grand Island grows. They indicated that a station should be build on Fonner Park property and on the land that is currently Lions Park. They also suggested that current Station # 2 be converted to an EMS station to serve the entire City.

RDG/BKV/ESC also recommended that the City pursue property adjacent to the Central Community College/College Park campuses for the Fire Training Facility. The Group recommended that a business plan be completed to guide the development of the facility to maximize the opportunities for the project.

At the conclusion of the report City Administration provided a recommendation for the implementation of the consultant's recommendations. Following is the recommendation from City Administration:

City Administration's Recommendation

This recommendation is the opinion of City Administration after reviewing the March 1, 2005 Site and Needs Study presented by RDG.

Fire Station # 1 replacement recommendation

1. Build a replacement fire station without headquarters
2. Build in the Fonner Park area
3. Pay cash for the facility (see attached budget)
4. Do not build a station at Lion's Park location
5. Continue to study the need for a fire station in the North East portion of the City
6. Closely look at redevelopment area for station in future as build out happens

Fire Training Facility

1. Pursue property east of Central Community College for Fire Training Facility.
2. Continue on a long term, pay as you go approach.
3. Pursue connections with CCC and College Park for facilities and Curriculum
4. Put together a business Plan for the Fire Training facility.
5. Evaluate the possibility of the Fire Administration being located at the Fire Training Facility long term.

Estimate for Budget for replacement for Fire Station #1 based on assumptions in RDG Report:

ADMINISTRATION

Land Acquisition	\$0
Soil Borings	\$5,000
Survey	\$3,500

CONSTRUCTION COSTS

Site work	\$56,000
Pavement/Landscape	\$280,000
Building Construction (New)	\$1,325,390

FEES

A/E Design/Bidding	\$132,539
Civil Engineering	\$6,500
Landscape Architect	\$5,200
Reimbursable expenses	\$19,104
Plan review fees & permits	\$29,966
Special inspections & testing	\$7,492
City SAC/WAC	\$27,000
Furnishings, Fixtures & Equipment	\$118,000
Kitchen Equipment Allowance	\$15,000
Laundry Equipment Allowance	\$12,000
FF&E Design Fees	\$11,644

TECHNOLOGY

Data/Telephone	\$5,000
Security/Video Systems	\$47,000

SUBTOTAL **\$2,106,335**

CONTINGENCY

Estimating (5%)	\$105,316
Project (10%)	\$210,633

TOTAL **\$2,422,284**

After reviewing the consultant's report and considering City Administration's recommendation the Council is asked to provide policy direction for action in the future on these important City projects.

Two resolutions have been prepared to allow for separate consideration of the two issues.

- Resolution 2005-94 Accepts the Site and Needs Study and Directs City Administration to pursue the development of a new Fire Station on Fonner Park property as recommended, and,
- Resolution 2005-95 directs City Administration to pursue acquisition of property east of Central Community College for the development of a Fire Training Facility.

Alternatives

It appears that the Council has the following alternatives concerning the issue at hand. The Council may:

1. Make a motion to approve Resolutions # 2005-94 and/or # 2005-95
2. Modify either resolution to meet the needs of the Council
3. Postpone the issue to a further date
4. Take no action on the issue

Recommendation

City Administration recommends that the Council approve Resolutions # 2005-94 and # 2005-95.

Sample Motion

Move to approve Resolutions # 2005-94 and # 2005-95

**EXECUTIVE
SUMMARY**

The City of Grand Island engaged RDG Planning & Design of Omaha, Nebraska, and its associates from ESCI (Wilsonville, Oregon) and BKV Group (Minneapolis, Minnesota) to provide an independent report regarding the planned site acquisition, design, and construction of a new fire station and fire-training center.

The report that follows includes a fire-station and training-center location analysis. The training-center requires preparation of a business plan as well.

Through charrette workshops and other means, the RDG team:

- Collected data from the fire department.
- Interviewed representatives of the fire department, city administration, city planning, the community, and other interested parties.
- Toured the city of Grand Island.
- Toured existing fire stations in Grand Island.
- Developed a preliminary program for the fire station and training center.
- Recommended strategies for the fire station and training center, taking into account (a) GIS modeling, (b) Grand Island's comprehensive plan, (c) growth projections, (d) a windshield survey of the city and its immediate surroundings, and (e) the data gathered through charrettes and interviews.
- Translated the programs into sample graphic footprint block diagrams and tested them on potential sites.
- Analyzed each potential site according to its strengths, weaknesses, and cost impact.

Drawing on the process described above and on team members' expertise in city planning and fire-facility planning, the team developed the report that follows. This report is intended to help decision-makers in their deliberations on the planned headquarters fire station and training center.

The rest of this executive summary and the report itself address the fire station and the training center separately. Fire-station strategies are identified by letter and training-site strategies by number. Depending on the site selected, the two programs may combine as a single project at a single site.

Fire Station

In the long run, upon full development and buildout of its response territory and through continued use of its existing location deployment scheme, the Grand Island Fire Department will be able to maintain the city's response-time objective—six minutes or less—for first-due company arrival. After anticipated real-estate development, response times could increase by about 3 percent.

Performance Projection on Future Development and Service Demand		
Deployment Strategy	Percent of Service Demand <6:00	Percent of Road Segments <6:00
Status Quo at Full Future Buildout	92%	73%
Strategy "A"	93%	82%
Strategy "B"	91%	82%
Strategy "C"	93%	82%
Strategy "D"	92%	85%
Strategy "E"	90%	81%
Strategy "F"	94%	84%

Deployment Strategy Performance Projection Summary

As indicated by the table above, Site Strategy F is projected to offer the greatest improvement over continued use of the current deployment locations.

Site Strategies A and C could offer slight performance improvement, though all six deployment site strategies are projected to vary only a little in performance. Accordingly, the city could adopt any one of the site strategies and maintain service levels; that is, each site strategy would accommodate a first-unit arrival of six minutes or less.

Because each site strategy meets the fire department's 90-percent response-time standard, the fire department—after reviewing an early draft of this report—concluded that Site Strategy D could be eliminated as an option: any growth in service need could be accommodated on the airport. Thus Site Strategy D would not be reviewed as part of the architectural analysis.

Site Strategy C was seen as having operational limitations for response times when the Heartland Events Center was in use. Site Strategy C *was* included in the architectural review, however, since response-time delays would occur primarily during events, and since these delays could be alleviated through traffic planning, traffic-control technology, and public/private involvement.

Thus, the team evaluated Site Strategies A, B, C, E, and F. Because of the existing coverage percentages, ESCI determined that the station should be located within one-quarter mile of the intersections recommended in the operational analysis.

The RDG team proceeded to identify several potential sites within the recommended location envelope. We found that:

- Site Strategies B, C, E, and F have no architectural limitations that would eliminate them from consideration.
- Site F would require the city to use Lyons Park for the proposed Station 2.
- Site Strategies A and E would involve site-acquisition costs.
- Site Strategy C has operational limitations.

As part of the review of site locations, we divided the fire station program into two components: administration and operations. If administration could be located at the training center or another facility, then the team could consider smaller sites for the fire station, making site acquisition less of a hurdle.

Based on site reviews, strengths, weaknesses, and costs, we recommend that Site Strategy F be implemented for the fire station.

Training Center

Training-center programming was done in the same way as that for the fire station, though operational issues played a smaller role. Response times for potential training center sites were considered. Business planning for the training center, however, should be completed before any location is selected.

The principal factors in training-center location appear to be operational and business models. Answers to the following questions would be determined by the business plan procedures. Without these answers it is impossible to program the training center in detail for its use as a regional or state fire-training asset or to determine its cost.

1. How many students would use the training center?
2. How many classes would be held?
3. How many and what types of departments would use the training center?
4. How would the Nebraska Fire Marshal and other interested entities (including educational institutions) use the training center?
5. How would training be funded?
6. How would funding influence the number of classrooms and training props?
7. How would the training center be operated (for example, by a facility manager)?

This information was not available to the design team and thus is not a factor in this report. Programming was based on assumptions made by the design team and on information provided by the Grand Island Fire Department. Accordingly, the recommended square footage is based on the fire departments stated needs and will be impacted once a business plan is completed.

For example, our programming calls for three classrooms in addition to the proposed training room in the new fire station. If our assumptions are incorrect and the training center is instead programmed to accommodate only the Grand Island Fire Department, one additional classroom would be sufficient, and that classroom could be accommodated in the College Park facility (per a discussion with College Park's executive director); the two additional classrooms might never be used.

All potential sites meet the architectural and planning criteria. The team ranked potential training center sites based on the following criteria:

- Cost of land
- Impact on neighbors
- Response time/depth of coverage during training
- Impact of prevailing winds
- Availability of infrastructure
- Ability to co-locate the fire station
- Ability to co-locate fire department administration
- Access to the interstate
- Availability of existing teaching infrastructure (classrooms)
- Availability of existing high bay
- Availability of EVOC
- Capital cost of facilities
- Potential of site to allow growth
- Willingness of site owner to sell or allow use of property

Based on these factors, the site's ability to accommodate the architectural program, and input from property owners, the team has ranked potential sites as follows:

1. Site #1, land adjacent to Central Community College and College Park
2. Site #3, land adjacent to the proposed law enforcement center
3. Site #4, the northern farm property along Capital Avenue E
4. Site #2, land available at Fonner Park

This study recommends that training center site #1 be implemented in conjunction with fire station Site Strategy F.

RESOLUTION 2005-94

WHEREAS, on November 9, 2004, by Resolution 2004-289, the City Council of the City of Grand Island approved the proposal of RDG Schutte Wilscam Birge, Inc. of Omaha, Nebraska (hereafter "RDG") to prepare a Site and Needs Study for the Fire Department for a new Headquarters Fire Station and a new Fire Training Center; and

WHEREAS, on March 1, 2005, at the Grand Island City Council Study Session, RDG presented such study for review and discussion; and

WHEREAS, at the conclusion of such presentation, City Administration recommended (a) that a replacement fire station be built without headquarters on donated land on Fonner Park property, (2) that such fire station be constructed and purchased in cash, (3) that the fire station located in the northeast portion of the City be studied further, and (4) that city staff pursue the acquisition of land east of Central Community College for the construction of a fire training facility; and

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF GRAND ISLAND, NEBRASKA, that:

1. The City hereby accepts the Site and Needs Study prepared by RDG Schutte Wilscam Birge, Inc. of Omaha, Nebraska, outlining the future facility needs of the Grand Island Fire Department.
2. City staff is hereby authorized to pursue the acquisition and development of a fire station without headquarters to be located on donated land on Fonner Park property to replace Fire Station No. 1.

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Adopted by the City Council of the City of Grand Island, Nebraska, March 22, 2005.

RaNae Edwards, City Clerk