

SFC Jerome F. Sears Operations Center

Master Plan

June 10, 2013 (revised)



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LIMITATIONS AND USE

STATEMENT OF LIMITATIONS

Information used to develop the assessments and conclusions contained in this report has been provided by the Owner and gathered through visual inspection of the project site and building. On-site inspections were limited to features that are readily visible, accessible and discernible to the assessor's eye. No materials testing or probing was done. Conclusions were drawn only from obtainable data, and sometimes required assumptions. These assumptions may not be verifiable without additional expense or destruction of materials. This report is unable to address all possible deficiencies, and some areas noted may require additional investigation and more detailed analysis to fully understand the scope of rehabilitation required.

This report is based upon on-site conditions observed and accessible at the time of inspection only. Inspection of hidden or inaccessible areas is not included as part of the assessment, unless specifically noted. This report does not imply any warranty of the site or improvements.

USE OF REPORT

This report has been prepared for the sole use of the party or parties listed as members of the project team for this report. Use by any other party or parties constitutes use without permission, and the authors of this report assume no responsibility for any work generated in this manner.

1.0 EXECUTIVE SUMMARY

OVERVIEW

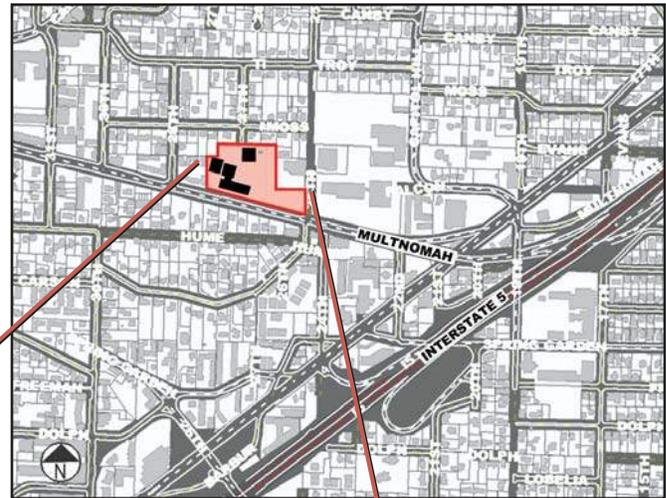
The City of Portland (“City”) commissioned Carleton Hart Architecture (“CHA”) to prepare a Master Plan for the Westside Auxiliary Emergency Operations Center (“Auxiliary EOC”). This center is to be located on the former SFC Jerome F. Sears U.S. Army Reserve Center (“USAR Center”) in southwest Portland, which the City recently acquired in September, 2012 after a multi-year process involving a number of City bureaus.

The Portland Bureau of Emergency Management (PBEM) has reported concerns of Portland’s vulnerability to seismic hazards that would compromise the structural integrity of the bridges crossing the Willamette River. This compromise would severely inhibit providing emergency response in a timely and effective manner. PBEM concluded that there is a “compelling public safety need for a west side operations center”. City Council agreed, and the USAR Center was acquired for this purpose.

The objective of this Master Plan is to develop a strategy to utilize the former USAR Center to best accommodate an Auxiliary EOC, along with other relevant operations. For this Master Plan, the requirements necessary for an EOC were recorded, and concepts prepared describing adaptations to both the existing buildings and site.

Aerial of the U.S. Army Reserve Center, with property line locations shown in red.

This project commenced in late September 2012 with meetings involving all involved bureaus, followed by a review of the site and buildings. An assessment of space needs was generated, conceptual organizational diagrams produced, and associated cost estimates prepared. The conceptual organizational diagrams and land use strategy were then presented to the appropriate neighborhood associations for comment.



Area Map



FINDINGS AND DIRECTIONS

Based on the programming sessions with the city bureaus, it was determined that the uses required for a functioning Auxiliary EOC would include meeting rooms, offices, Portland Bureau of Transportation deicing operations, and a fuel station. The fuel station would receive daily use, providing another needed station on the west side of Portland as well as helping to keep the fuel fresh when required for emergency use. The PBOT deicing operations would accommodate winter use, allowing these operations to provide more timely and efficient street clearing for the West Hills. Meeting spaces and offices would be used daily by a City bureau tenant (yet to be named), and quickly and easily converted to emergency uses as required by the Portland Bureau of Emergency Management.

Three principal buildings on the site – Sears Hall, the Maintenance Shop, and the Storage Building – are in good condition and, after renovation work, could effectively support the activities necessary for an Auxiliary EOC. Sears Hall would house a majority of the interior functions, and would accomplish this quite directly due to the similarity between the proposed new uses and those the building initially accommodated.

Constructed in 1959, Sears Hall utilizes a reinforced concrete structural system that appears to be sturdy and robust. Work is required to reinforce this system to address current code requirements, and the other buildings could be upgraded accordingly. The Bureau of Development Services (BDS) mentioned that before Sears Hall can officially be occupied, it will need to be formally reviewed and undergo improvements to address all fire, life safety, and accessibility deficiencies.

The USAR Center site appears large enough to provide the necessary space for PBOT deicing operations, a new fuel station, a truck yard, and a general staging area. Based on a full build-out scheme, it is proposed to relocate staff and public parking to the west edge of the site, providing adequate separation from ongoing activities by public works and emergency vehicles. This would also locate the public parking in closer proximity to the main entry of Sears Hall and the auditorium.

The current site zoning (R1) prohibits some of the EOC uses, specifically fueling and office use. These uses would need to be approved through a Nonconforming Situational Review, the approval of which is not assured. Instead, it is recommended to apply for a change of zoning to a new designation that allows the range of uses required for an Auxiliary EOC. It has been determined that the “EG2” zone (General Employment) is the designation that would permit the required uses and provide flexibility for any future uses.



The SFC Jerome F. Sears Hall



Maintenance Shop



Storage Building

NEXT STEPS

The most immediate next step is to present the Master Plan to City Council, describing the developed Action Items with associated costs, and the proposal to change the zoning. Upon direction from Council, the process of requesting a zoning change for the site can begin.

After the site has successfully been rezoned, the City can commence with any or all action items delineated in the Master Plan. Certain items, such as use of the site for PBOT deicing operations, can be instituted as need requires and funding allows. Stakeholder groups will need to be convened as part of the site reuse process.

The renovation of Sears Hall could take place in one or two phases of work. An initial phase would focus on gaining use of the building solely for meetings and bureau offices. This work would comply with the requirements set forth by the building code and BDS. The full conversion of Sears Hall into an Auxiliary EOC would require additional work, including a full seismic upgrade to an Essential Facility level.

This report offers recommendations based on a phased approach. Action Items for distinct phased of work are presented on the following pages, complete with estimated project costs.

▶ ACTION ITEM 0
Rezone the Sears Operations Center Site

- A prerequisite activity before any other Action Item is initiated

▶ ACTION ITEM 1 →

Sears Hall Re-occupancy

Uses

- Immediate use for office space and meetings

Scope

- Life safety and accessibility upgrades as required for building use
- Provide (2) accessible parking spaces and path into building

Cost Estimate for Action Item 1:

Direct Const. Cost Estimate:	\$443,961
Soft Cost Estimate:	\$188,850
Total Project Cost Estimate:	\$632,811

1 ACTION ITEM 1 SEARS HALL RE-OCCUPANCY

PROJECTED USE:

- Office use by a city bureau yet to be named
- Accommodations for medium and large meetings, with Auditorium used as a city training site
- Used for training sessions for NET Program (Neighborhood Emergency Team)

New ADA parking spaces with accessible pathway to main door and into building

▶ ACTION ITEM 2 →

Deicing Operations

Uses

- PBOT to store sand and deicing liquid for a westside deicing operation center

Scope

- Screening needed for visibility issues
- Building used as required to support deicing operations

Cost Estimate for Action Item 2:

Direct Const. Cost Estimate:	\$524,384
Soft Cost Estimate:	\$223,060
Total Project Cost Estimate:	\$747,444

2 ACTION ITEM 2 DEICING OPERATIONS

PROJECTED USE:

- West side deicing operations for PBOT
- Seasonal service vehicle storage

ACTIONS REQUIRED:

- Creation of sand bins using concrete blocks
- Deicing tanks on new pad, with all associated distribution plumbing
- Lightpoles, fixtures, and security cameras
- Screen wall at Multnomah, and landscape screen at north property line

Landscaped screen comprised of dense evergreen trees and shrubs

(4) 10x10 sand bins comprised of large blocks stacked four high

(2) above grade deicing tanks with 15,000 gallon capacity each

6' high screen wall

Paved plaza and gateway sign for "Multnomah Village"

▶ ACTION ITEM 3

Fuel Station

Use

- Station with a variety of fuels for use by city vehicles, operated by City Fleet

Scope

- Relocation of parking lot to west end of property
- Removal or relocation of the Storage Building

Cost Estimate for Action Item 3:	
Direct Const.Cost Estimate:	\$1,580,143
Soft Cost Estimate:	\$672,152
Total Project Cost Estimate:	\$2,252,295

3 ACTION ITEM 3 FUEL STATION

PROJECTED USE:

- Station with a variety of fuel available, for use by City vehicles

ACTIONS REQUIRED:

- Relocation of parking lot to west end of property, with courtyard
- New site work for tanks and pad, with containment as required
- Canopy structure with a center island for fuel distribution. Lights and security cameras installed
- Bioswales serving fueling station and new parking lot



▶ ACTION ITEM 4

Auxiliary Emergency Operations Center

Use

- Meeting location and operations deployment center during a time of emergency

Scope

- Perform any fire and life safety upgrades not conducted under Action Item 1
- Anticipate a full seismic upgrade based on an "Essential Facility" level

Cost Estimate for Action Item 4:	
Direct Const.Cost Estimate:	\$5,219,394
Soft Cost Estimate:	\$2,506,283
Total Project Cost Estimate:	\$7,725,677

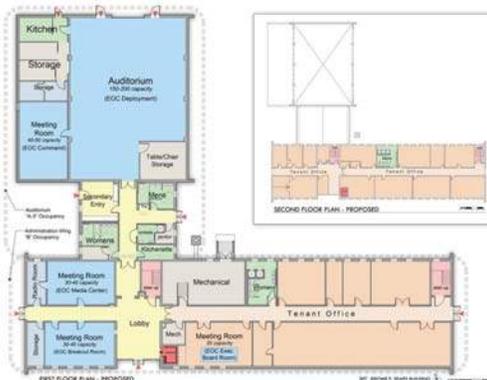
4 ACTION ITEM 4 AUXILIARY EMERGENCY OPERATIONS CENTER

PROJECTED USE:

- Organizational meeting location and operations deployment during a time of emergency
- Used as a back-up to the Emergency Coordination Center at SE 99th Avenue and Powell

ACTIONS REQUIRED:

- Installation of a sprinkler system
- Perform a full seismic upgrade
- Elevator (if not installed in Item 1)
- Power generator and fuel storage
- Secondary entry from parking lot
- Return of Kitchen to serve Auditorium



2.0 PROJECT DESCRIPTION & CONSIDERATIONS

BACKGROUND

The U.S. Army Reserve Center (USAR Center) is located within the southwest Portland neighborhood of Multnomah. The site and buildings were developed by the U.S. Army Reserve at the end of the 1950s to serve as an operations and mobilization center for the south end of Portland. An almost identical facility was concurrently completed in North Portland, and named the 2nd Lt. Alfred Sharff Army Reserve Center.



SFC Jerome F. Sears

The South Portland facility was officially renamed the “Sergeant First Class Jerome F. Sears United States Army Reserve Center”. SFC Sears posthumously received the Distinguished Service Cross for acts of extraordinary heroism during the Korean War. More detailed information of these acts can be found on the Military Times web site (www.militarytimes.com).



Sears Hall and the site sign

The site contains three principal buildings, along with one small outbuilding. The Reserve Center (constructed 1959) is the initial and principal building on the site, with its main entry facing Multnomah Blvd. This building was subsequently renamed the SFC Jerome F. Sears Hall. The Maintenance Shop (constructed 1959) sits near the north property line and within the fence enclosure. Adjacent to it is a three-sided cinderblock hazardous materials building. The Storage Building (constructed 2000) is located near the west property line and adjacent to auditorium portion of Sears Hall.

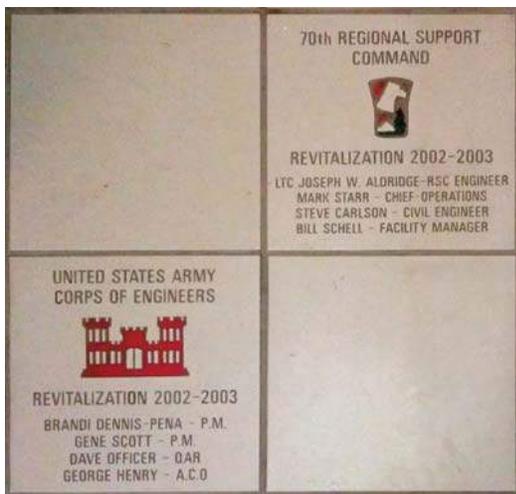
In the mid-2000s, the Base Realignment and Closure Commission (BRAC) decided that activities within the USAR Center could be consolidated elsewhere, and the property was to be surplus. A plan was developed to relocate the Reserve in September 2011, upon completion of a new complex in Clackamas.

In 2006 the Portland Development Commission put forth a call for proposals for redevelopment of the USAR Center site, opening the investigation of reuse opportunities. In 2008, Portland City Council proposed to convert the site into affordable housing. This use received uneven support from the Multnomah Neighborhood Association, and was ultimately rejected due to a lack of City funding.

In January of 2011, the City decided that the site would be an opportune location for a “westside emergency response center”. This direction was confirmed in May through the adoption by City Council of Resolution No. 36863, which noted Multnomah Neighborhood Association’s approval of this new direction.

In August of 2011, the City submitted an application proposal to the Federal Emergency Management Agency (FEMA), the organization responsible for the surplus process. The application authors were the Portland Bureau of Transportation, the Portland Bureau of Emergency Management, and the Portland Water Bureau. This application was approved by FEMA as noted in a letter dated October 19, 2011, which recommended that the transfer language require the property to be used in perpetuity as an emergency management response facility, or revert back to the Federal government.

Ownership of the property was formally transferred in 2012. In August the City engaged CHA to create a Master Plan to determine actions needed to convert the property into an auxiliary emergency operations center.



Floor tiles commemorating the most recent revitalization of the facility

WORK SCOPE

The objective of this Master Plan was to define the scope of work required to convert the former USAR Center into an Auxiliary Emergency Operations Center. The Center is to be used to support a variety of City operations for neighborhoods west of the Willamette River. These actions could range from providing supplies needed for daily bureau operations, to supporting seasonal operations addressing snow and ice conditions, to providing management and the distribution of goods after an extreme event, such as an earthquake that disables normal city functions.

It was predetermined that the bureaus most likely to utilize the center were Portland Bureau of Emergency Management (PBEM), Portland Bureau of Transportation (PBOT), Portland Water Bureau (PWB), Bureau of Environmental Services (BES), and City Fleet. The Office of Management and Finance (OMF) managed this Master Plan process, providing all required background information to CHA, scheduling bureau meetings, and reviewing all interim products.

Work commenced at the end of September with a meeting attended by bureau representatives to discuss project goals and procedures. Goals recorded included the following:

- Manage the expectations of the general public – do not overpromise and under deliver. Provide the best situation for both the project mission and the neighborhood.
- Adhere to the deed restrictions set forth by the previous owners (Federal Government).
- Address the directives set forth in the City Council Resolution #36863, adopted in May 2011.
- Gain a deep understanding of all programmatic issues, and present a clear plan for accommodation as allowed by the site and its restrictions.

Specific programming sessions were conducted with each bureau in October and November. The desired uses were recorded and organized into a tiered hierarchy. These uses were tested for accommodation on the site and in the buildings to determine their practicality.

The established programmatic direction was then developed into conceptual organizational diagrams, which were reviewed and refined. These layouts and their associated work scope were reviewed by BDS staff to verify conformance to land use and building code requirements. The scope of work required to achieve the final buildout was broken out into four Action Items, allowing a systematic progression of effort based on needs and funding. Lastly, each Action Item received cost estimation to determine the monetary effort required for completion.

Public Outreach

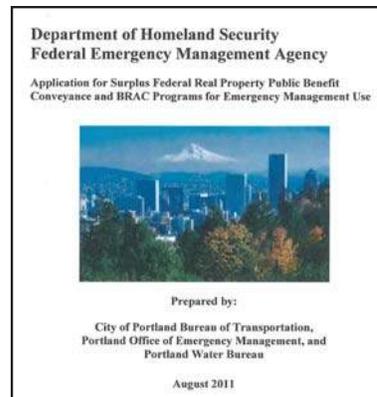
Meeting with neighborhood associations occurred throughout the process. Initial meetings with the Multnomah Neighborhood Association and the Public Safety Committee of the Southwest Neighborhoods, Inc. (SWNI) introduced the Master Plan process. A subsequent meeting with each organization presented the final conceptual organizational diagrams and the action items, and comments recorded. Letters were requested of each organization, and those received are provided in the appendix of this report.

PREVIOUS REPORTS AND DRAWINGS

A variety of studies were conducted in anticipation of turnover of the USAR Center to the City of Portland. Following are all pertinent studies, reports, communications and drawings that were provided to CHA as background information for this Master Plan.

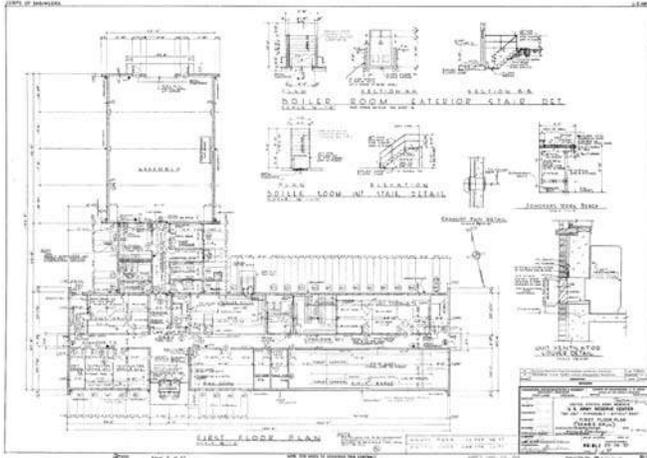
Reports and Communications

- *Environmental Condition of Property Report*
March 2007
Lawhon & Associates, Inc., in conjunction with Fuller, Mossbarger, Scott and May Engineers, Inc., authors
- *Sears Army Reserve Center – Preliminary Structural Review for Proposed Essential Facility Use*
March 19, 2008
ABHT Structural Engineers, author
- *ADA Review Email to Robert Kieta*
December 6, 2011
Danielle Brooks, OMF, author
- *Application for Surplus Federal Real Property Public Benefit Conveyance and BRAC Programs for Emergency Management Use*
August 2011
PBOT, PBEM, PWB, authors
- *City of Portland Resolution No. 36863 Adopted by City Council on May 25, 2011*
Language prepared by Carmen Merlo, PBEM



Report cover for the application to receive the surplus Center, authored by three City of Portland bureaus

- *FEMA Approval Letter to Scott McKean, Base Transition Coordinator – Big West Region*
October 19, 2011
Tyrone Nunnally, Section Chief, Real Property Division, author
- *Sgt. Jerome Sears USARC Portland, Oregon – Revised Reuse Master Plan*
date unknown
Portland Bureau of Emergency Management, author

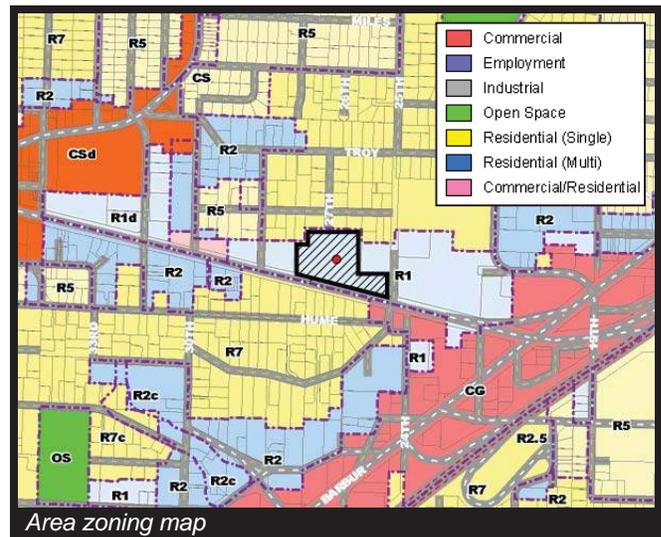


Sears Hall first floor plan from the original 1959 drawing set

Drawings

- *U.S. Army Reserve Center*
May 15, 1959
Reisner & Urbahn, New York, NY [Revised for Portland, Oregon (south)]
(24 page Adobe Acrobat file)
- *U.S. Army Reserve Maintenance Shop – 3 Bays*
May 15, 1959
Reisner & Urbahn, New York, NY [Revised for Portland, Oregon (south)]
(7 page Adobe Acrobat file)
- *Site As-Built Drawings*
July 30, 1959
Edmundson Kochendoerfer & Kennedy, Portland, OR
(6 page Adobe Acrobat file)
- *Additions & Alterations to 200 Member U.S.A.R. Center w/OMS*
March 24, 1983
Stastny/Graham Architects P.C., Portland OR
(26 page Adobe Acrobat file)
- *Miscellaneous Repairs, Paint Interior and Exterior, U.S.A.R.C., Portland (West), Oregon*
June 20, 1986
Mackenzie/Saito P.C., Portland, OR
(6 page Adobe Acrobat file)
- *Repair / Overlay Pavement / Miscellaneous Repairs, USAR Center*
April 22, 1988
McGranahan Messenger Associates, Tacoma, WA
(4 page Adobe Acrobat file)
- *Replace Boiler and Controls at United States Army Reserve Center (Sears Hall)*
June 30, 1988
U.S. Army Engineer District, Seattle Corps of Engineers, Seattle, WA
(4 page Adobe Acrobat file)
- *Drawings conducted for unknown purpose*
April 8, 2002
70th Regional Support Command, Deputy Chief of Staff, Engineer, Seattle, WA
(3 page Adobe Acrobat file)
- *CAD drawings of original design of original 1st and 2nd floor layouts*
date unknown
Author, unknown
(2 page Adobe Acrobat file)

REGULATORY ISSUES



LAND USE AND ZONING

The Sears Center is located within an R1 Zone, designated for Medium Density Residential uses. The U.S. Army Reserve did not undergo any formal land use process to confirm the compliance of their intended use within this zone, an entitlement Federal developments are granted. When the site was turned over to the City, it was understood that a land use review will accompany any formal reuse of the site.

A Senior Planner with the City of Portland's Land Use Services was engaged to help chart a path for land use compliance base on the desired uses. A spreadsheet was developed that detailed options for the creation of a new emergency operations center. It was determined that use of the site for this response center could be allowed under a Conditional Use to the R1 zone. Two other primary uses of the site – bureau offices and a fueling station – are prohibited uses in the R1 zone. For these uses to be allowed, a Nonconforming Situational

Use Categories	Zones	
	R1	EG2
Residential Categories		
Household Living	Y	CU
Group Living	L/CU*	CU
Commercial Categories		
Retail Sales and Service	N	L/CU*
Office	N	L*
Quick Vehicle Servicing	N	Y
Vehicle Repair	N	Y
Commercial Parking	N	CU*
Self-Serve Storage	N	Y
Commercial Outdoor Recreation	N	Y
Major Event Entertainment	N	CU

Use Categories	Zones	
	R1	EG2
Industrial Categories		
Manufacturing and Production	N	Y
Warehouse and Freight Movement	N	Y
Wholesale Sales	N	Y
Industrial Service	N	Y
Railroad Yards	N	N
Waste-Related	N	N
Institutional Categories		
Basic Utilities	L/CU*	Y/CU*
Community Service	CU*	L*
Parks and Open Areas	L/CU*	Y
Schools	CU	Y
Colleges	CU	Y
Medical Centers	CU	Y
Religious Institutions	CU	Y
Daycare	L/CU*	Y

Use Categories	Zones	
	R1	EG2
Other Categories		
Agriculture	L*	L*
Aviation & Surface Passenger Terminals	N	CU
Detention Facilities	N	CU
Mining	N	N
Radio Frequency Transmission Facilities	L/CU*	L/CU*
Rail Lines and Utility Corridors	CU	Y

KEY
Y = Yes, Allowed
CU = Conditional Use Review Required
L = Allowed, but Special Limitations
N = No, Prohibited
* = certain conditions apply

Comparison of uses for the current site R1 zoning (blue) to the proposed rezone to EG2 (purple)

Review process would need to be conducted, and the uses approved. This was considered a time consuming and potentially unsuccessful process.

An alternative process was suggested: requesting a Comprehensive Plan Map and Zoning Map Amendment that would reclassify the Sears Center property from an R1 zone to an EG2 zone. The EG2 designates a category of General Employment use, which allows – by right – a fueling station (quick vehicle servicing), vehicle repair, and offices (with special limitations), along with warehouse use and freight movement. This is the full range of uses anticipated for emergency operations on this site, and the zoning change is proposed to occur solely within the site boundary.

This zoning change would require a Type III Review process. City Council is the decision-maker for this level of review, after considering recommendations from a Hearings Officer. This is an involved process, in terms of application fee, processing time, and the professional fee from the involvement of a planning consultant (recommended). Once approved, no further land use consent is anticipated for any of the intended uses of the site. It was noted that in conformance with the City’s no net housing loss policy, the loss of approximately 160 residential units through the rezoning would have to be compensated. One method the City can accomplish this is by upzoning other sites to negate the loss.

If City Council agrees to proceed with a zoning change, it recommended that this work begin immediately, considering the involved nature of this process.

BUILDING CODE

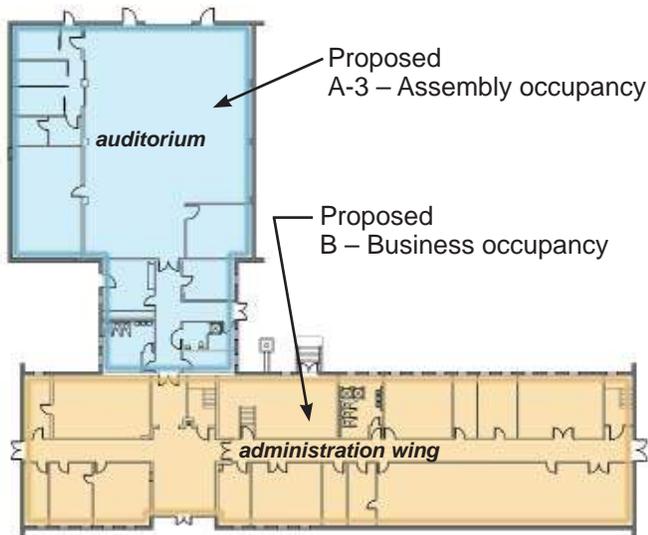
None of the buildings on the USAR Center site were submitted for permit, as is the Federal Government’s prerogative, and no permit history is available for review. This permit history is critical so as to establish a confirmed building occupancy category, which is itself referred to when determining if subsequent work constitutes a change from that established occupancy.

A meeting was arranged with members of the Bureau of Development Services (BDS) to discuss the process of conformance with current building codes. This meeting was formally conducted through the Preliminary Life Safety Meeting Request process, with BDS providing a Life Safety Plans Examiner, a Fire Plans Examiner, and a Structural Engineer. Following are the determinations resulting from that meeting, with the principal focus on Sears Hall.

Building Occupancy

According to BDS, Sears Hall is to be treated as a new structure in regards to fire and life safety issues, and must be compliant with current fire and life safety codes. As such, any required fire separation between different building occupancies must be provided. Interior corridors within each occupancy are to be 1-hour rated.

Regarding the former building occupancies, it appears that the building was originally designed to provide an assembly use (auditorium), and office use (administration wing). It is anticipated that the building will be reused in much this same manner. The auditorium will be formally designated as an “A-3 – Assembly” occupancy, and the administration wing as a “B – Business” occupancy. Receiving a formal confirmation that new building uses match the original uses is highly desired, as it has ramifications regarding structural upgrade triggers.



Sears Hall, showing the proposed division into two distinct building occupancies

Life Safety and ADA Upgrades

The building must be made accessible before any usage is allowed. Accessibility upgrades include compliant parking and pathway into the building, circulation throughout the building, compliant hardware, and the required clearances around plumbing fixtures. If no elevator is to be installed to the second floor, then all stairs to the second floor are to be closed off, ensuring absolutely no use.

The code-required amounts of plumbing fixtures (water closets and lavatories) are to be provided. Bathrooms for use at the auditorium will need to be upgraded to provide the required fixture count and clearances. For the administration wing, the current layout with the women's restroom located on the first floor and the men's restroom on the second will remain, with alterations made for the required clearances. This layout, of course, is reliant on the installation of an elevator.

Fire Safety Upgrades

The Fire Plans Examiner reported that an automatic sprinkler system is not needed for A-3 occupancies if the occupant area is below 12,000 sf and the occupant load below 300. For the auditorium and its support spaces, the existing area is just over 5,000 sf, and the occupant load is calculated at 267. Thus, no sprinkler system is required for the auditorium. At the administration wing, the fire codes do not require a fire sprinkler system for this type of occupancy.

The second floor of the administration wing has a dead end corridor at the west end that is 54'-6" in length. For buildings without a sprinkler system, the maximum dead end corridor length allowed is 20'. This portion of the building would need to be closed off from use

until a sprinkler system is provided, or a door could be provided and the area converted into office suite with an occupancy of less than 10. If a sprinkler system is installed, this increases the maximum dead end length to 50'. The 4'-6" beyond the allowable distance would need to be appealed, which is considered to be approvable.

Structural Upgrades and Triggers

The City Structural Engineer mentioned that it will need to be proven that the building, in its current condition, can support the required code gravity loading requirements. A detailed structural engineer's report with some investigation work will be needed to confirm this structural capacity.

Structural upgrades will be determined by both the Oregon State Specialty Code (the building code) and the City of Portland's Title 24.85. Title 24.84 requires a structural upgrade if there is a change in occupancy as part of any renovation work. As mentioned above, Sears Hall does not have a permit history or any formally-recorded occupancy. Once an existing occupancy is established and confirmed by BDS, then any proposed occupancy changes will be evaluated to determine if a seismic upgrade has been triggered. If it can be confirmed that the proposed occupancy matches the confirmed base occupancy, then there will be no upgrade trigger based on this specific criterion.

In regards to the Oregon State Specialty Code, if the building is to be used for emergency response as an operations center and "intended to remain operational in the event of extreme environmental loading from flood, wind, snow, or earthquakes", then it is to be considered an *Essential Facility*. An Essential Facility is to comply with current code, and is classified as a Structural Occupancy Category IV building. This is the highest structural response classification, and must address the greatest seismic design loading calculations as required by code.

The City Structural Engineer suggests that even if a seismic upgrade is not required by Title 24.85 or other code provisions, it may be prudent on part of the City to undertake minimum upgrades like tying the walls to the roof and the floors on a voluntary basis.

All new structures constructed at the Sears Center, such as a fueling station, would need to address the seismic requirements based on the intended use. If that fuel station is to be used in for emergency preparedness, then it would be classified as a Structural Occupancy Category IV building, and engineered to comply.

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3.0 FACILITY DESCRIPTIONS

BACKGROUND

GENERAL INFORMATION

Site Name: SFC Jerome F. Sears Operations Center

Location: 2730 SW Multnomah Blvd.

Association: Multnomah Neighborhood Assoc.

Zoning: R1 - Medium Density Residential

Site Area: 3.66 acres (159,242 sf)

Size: Areas recorded in gross square footage for each principal building provided as follows.

<u>Sears Hall</u>	1st Floor	15,437 sf
	2nd Floor	8,683 sf
	total:	24,120 sf
<u>Maintenance Shop</u>	Main Floor	4,789 sf
<u>Storage Building</u>	Main Floor	4,853 sf

Occupancy Types: Currently undocumented



Isometric view of buildings



Site aerial

GENERAL SITE

During the course of this Master Plan process, it was determined to refer to the entire complex (site and buildings) now under ownership by the City of Portland as the “SFC Jerome F. Sears Operations Center”. For purposes of brevity within this report, it will be referred to as the “Sears Operations Center”.

The Sears Operations Center is an irregular shaped parcel bordered by SW Multnomah Boulevard to the south, an apartment complex to the west, single family residences to the north, a commercial property to the northeast (owned by CenturyLink), and SW 25th Avenue to the east. The property contains 3.66 acres of land, totaling 159,242 square feet of area. The site gently slopes from the northwest corner of the site down to the southeast, with a drop of 27 feet over a length of approximately 750 feet.



Southern edge of site along Multnomah Blvd. (seen at left)

The site is covered primarily with an asphalt surface and concrete paths with the remainder being mowed lawn. There is a drainage gully running parallel to Multnomah Blvd., which will eventually be incorporated into sidewalk improvements being conducted by PBOT in the summer of 2013. A variety of mature deciduous trees are located along the southern border of the site.

There is a chain link fence topped with barbed wire that acts as a boundary for three sides of the property. The portions of the property fronting Multnomah Blvd. and 25th Avenue are left unfenced. Concrete jersey barriers protect the south property frontage along Multnomah.

Accessibility issues in regards to the site include the need for accessible parking and a route to an entry at Sears Hall. Entrance doors would need to be adjusted to provide access into the building.

Hazardous materials identified in a previous report include contamination from heating oil underground tanks located north of Sears Hall, which has since been removed and remediated. Detectable concentrations of contaminants were measured in 2007, and determined to be below cleanup regulatory requirements.



The concrete jersey barriers protecting Sears Hall

BELOW GRADE SITE UTILITIES

The existing storm system includes a primary network of 8-inch storm pipes that drain east to an existing public storm sewer in SW 25th Avenue. Smaller 6-inch pipes serve the building roof drains. The system needs maintenance to return to proper use, and avoid the flooding issues with the commercial properties to the east.

The existing sanitary system includes an 8-inch line that runs north to south along the east side of Sears Hall, with a 6-inch line running north to the Maintenance Shop. In addition, the main building appears to be served by a dedicated 6-inch sewer located along the south face of Sears Hall that connects directly to SW Multnomah Blvd.



Various vaults and a catch basin near 25th Avenue,

Existing water service is provided to the site via a 3-inch water meter from SW Multnomah Blvd. located near the southeast corner of Sears Hall. A 4-inch water line supplies water to the building.



Excessive rainwater not properly captured sheets across 25th Avenue and onto an adjacent property



Main elevation of Sears Hall

SFC JEROME F. SEARS HALL

SFC Jerome F. Sears Hall was constructed in either 1959 (the date shown on the drawing set) or immediately afterwards. There is no permit information in the city archive to confirm the date of construction. The building design was derived from a stock set of plans, with a note on the original drawing set mentioning that these plans were revised for this particular site.

Sears Hall is a 24,120 square foot structure comprised of a two-story administration wing with offices and meeting rooms, attached to a tall single-story auditorium via a one-story corridor containing support spaces. The mechanical room is located inside a sunken room within the administration wing. In 1983, an addition containing a commercial kitchen was constructed at the west side of the auditorium. This kitchen in turn was converted to storage and a meeting room during 2002 and 2004 renovations. There is no elevator serving the second floor of the administration wing.



First floor hallway in the Administration wing

As defined by the 2008 report by ABHT Structural Engineers, the building is constructed with 8" reinforced concrete exterior walls and clad with a brick veneer. The walls are supported by continuous reinforced concrete spread footings. The first floor is a reinforced concrete slab on grade, and the second floor employs concrete over metal decking. Corridor walls consist of 8" concrete

masonry units (CMU) bearing walls, which extend up to support the steel bar joists of the roof. These walls also provide shear strength, working in conjunction with the perimeter walls.

In their report, ABHT concludes that Sears Hall "appears to have a solid structural framework making it viable for use as an essential facility. However, it is likely that elements of the structure will need to be seismically upgraded to meet current building code requirements for essential facilities." ABHT lists seven possible upgrade actions, including attachments of walls to floor and roof diaphragms, tie rod X-bracing of Auditorium roof, and the bracing of certain mechanical equipment. Further information regarding the seismic upgrade requirements can be found in Section 2.0, under *Regulatory Issues*.



Main entrance

The electrical, mechanical, and plumbing systems in the building appear to be usable, with some upgrades required. The Chief of Maintenance for OMF noted that the boiler is in very good condition, but its controls will need replacing. The condition of the chiller is unknown, though it appears to be in good condition. The fan units located in each room of the two-story wing seem to be in questionable state, as some have been disassembled for repair. It's possible that only simple maintenance is required, but that remains to be confirmed. The auditorium employs a forced air system, which is understood to be in good operating order.

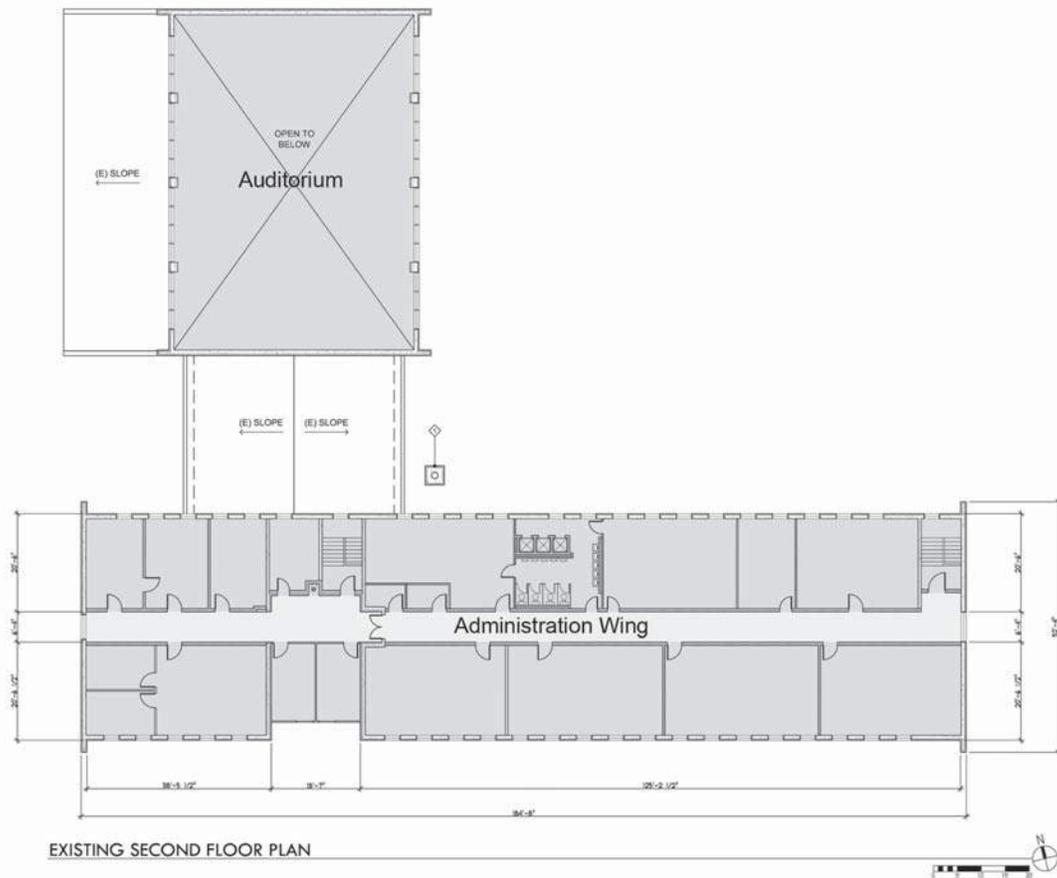
The windows frames are aluminum, with the common configuration being two operable awing panels stacked one atop the other. The building has a shallow gable roof of asphalt built-up material, recently installed and in very good condition.

Interior materials consist of the following:

Walls – plaster over concrete wall, painted concrete masonry units, red brick in a stacked bond, gypsum wall board, wood chair rail

Floors – vinyl composition floor tiles, ceramic tile, sealed concrete, rubber base

Ceiling – suspended acoustic tile ceiling



EXISTING SECOND FLOOR PLAN



EXISTING FIRST FLOOR PLAN



Auditorium bleachers

The 2007 “Environmental Condition of Property Report” mentioned that asbestos containing materials (ACM) were detected in the dark brown floor tile and its mastic. ACMs were assumed in the cement board panels, thermal pipe insulation, plaster walls, and roofing materials. Due to its era of construction, lead based paint is likely present, though painted surfaces are in good condition and providing a level of encapsulation. Residual lead from the original indoor firing range has been cleaned up or encapsulated, and random samples did not indicate its presence. PCBs may be present in older light fixture ballasts, though none were so designated.



Lobby at main entrance

Areas to address for accessibility compliance include building access, confirmation of the required door widths and hardware, proper restroom and drinking fountain accommodations, and signage. An elevator will need to be installed to allow access to the second floor.



A first floor meeting room

MAINTENANCE SHOP



Maintenance Shop

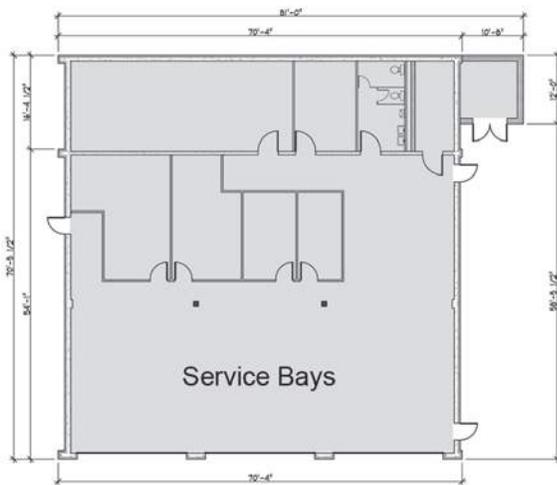
The Maintenance Shop was constructed in either 1959 (the date of the drawing set) or immediately after, and like Sears Hall, there is no building permit on file. The Shop is a 4,789 square foot single story structure with three service bays with metal roll-up doors.

The building is comprised of reinforced concrete walls with a brick veneer, similar to that of Sears Hall. For the internal structure, pipe columns support a wide flange beam, which in turn support exposed 3” x 12” ceiling joists placed at 16” on center. The roof is a shallow shed sloping from front to back and covered with asphalt built-up material. The flooring is sealed concrete. Gas fired heaters are suspended from the ceiling. A toilet room and a paint storage closet were originally constructed in the northeast corner of the building. Other spaces accommodating a variety of uses were constructed along the north wall.



Maintenance Shop interior, showing the vehicle bays

This structure was not included in the 2008 report by ABHT Structural Engineers. The 2007 “Environmental Condition of Property Report” mentioned that potential asbestos containing materials (ACM) were observed, and include insulated metal doors, plaster walls, and roofing materials. Due to its era of construction, lead based paint is likely present, though painted surfaces are in good condition and providing a level of encapsulation. PCBs may be present in older light fixture ballasts, though none were so designated.



EXISTING MAINTENANCE SHOP PLAN

Areas to address for accessibility compliance include building access, confirmation of the required door widths and hardware, proper restroom and drinking fountain accommodations, and signage.

STORAGE BUILDING



South elevation of Storage Building

The Storage Building, constructed in 2000, is a 4,853 square foot single story structure with a steel framing system exposed to the interior, and clad with corrugated metal walls. The building rests on a concrete slab, and is entered by one of two service doors and a roll-up vehicle access door. The roof form is that of a shallow gable, and clad with a metal roof. Metal cages for secure storage are located throughout.

This structure was not included in the 2008 report by ABHT Structural Engineers, and only briefly mentioned in the 2007 "Environmental Condition of Property Report". It must be assumed that, due to its recent construction, the building has good structural capacity and minimal hazardous materials. Accessibility issues appear to be adequately addressed.



Interior view with storage cages

4.0 PROGRAMMING

PROCESS

While the Sears Center property was under consideration for acquisition, various city bureaus were asked to develop potential programmatic uses of the building and site. This work was provided as background understanding for the Master Plan, and five city bureaus were interviewed in detail concerning their specific programming needs. Those bureaus were as follows:

- Portland Bureau of Transportation
- Portland Water Bureau
- Bureau of Environmental Services
- City Fleet
- Portland Bureau of Emergency Management

The Police and Fire bureaus were contacted independently about any potential use of the building and site. Both bureaus decided that no specific accommodations were required, though the Police would likely use the fuel station.

Each participating bureau provided three tiers of uses, resulting in a hierarchy of operations that were organized into a “space needs assessment”. Graphics were also created to provide a visual representation of these needs.

All bureaus were convened to review and confirm the assessment. The final program for uses on the site was then determined, based on the hierarchy of needs, the ability of the buildings and site to accommodate, and the anticipated budgetary capacity of the bureaus.

Public Input

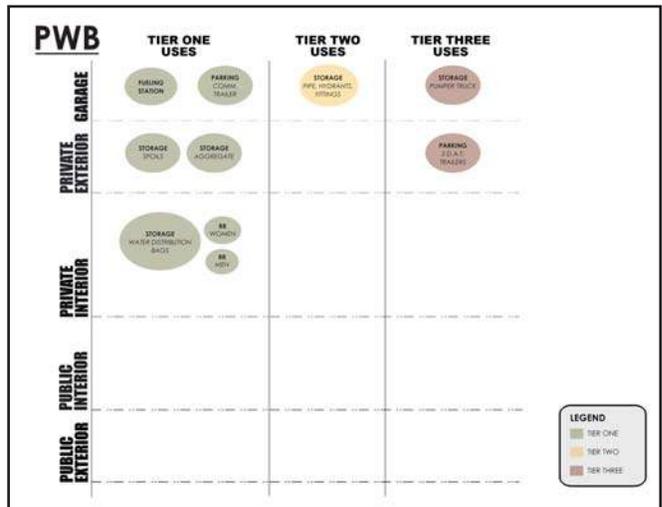
Based on feedback from the Multnomah Neighborhood Association, a community garden was not considered a good fit for this site. An appropriate location could not be found for the needed solar orientation, parking, water access and tool storage. It was mentioned that there are other, better opportunities in the vicinity for a community garden.



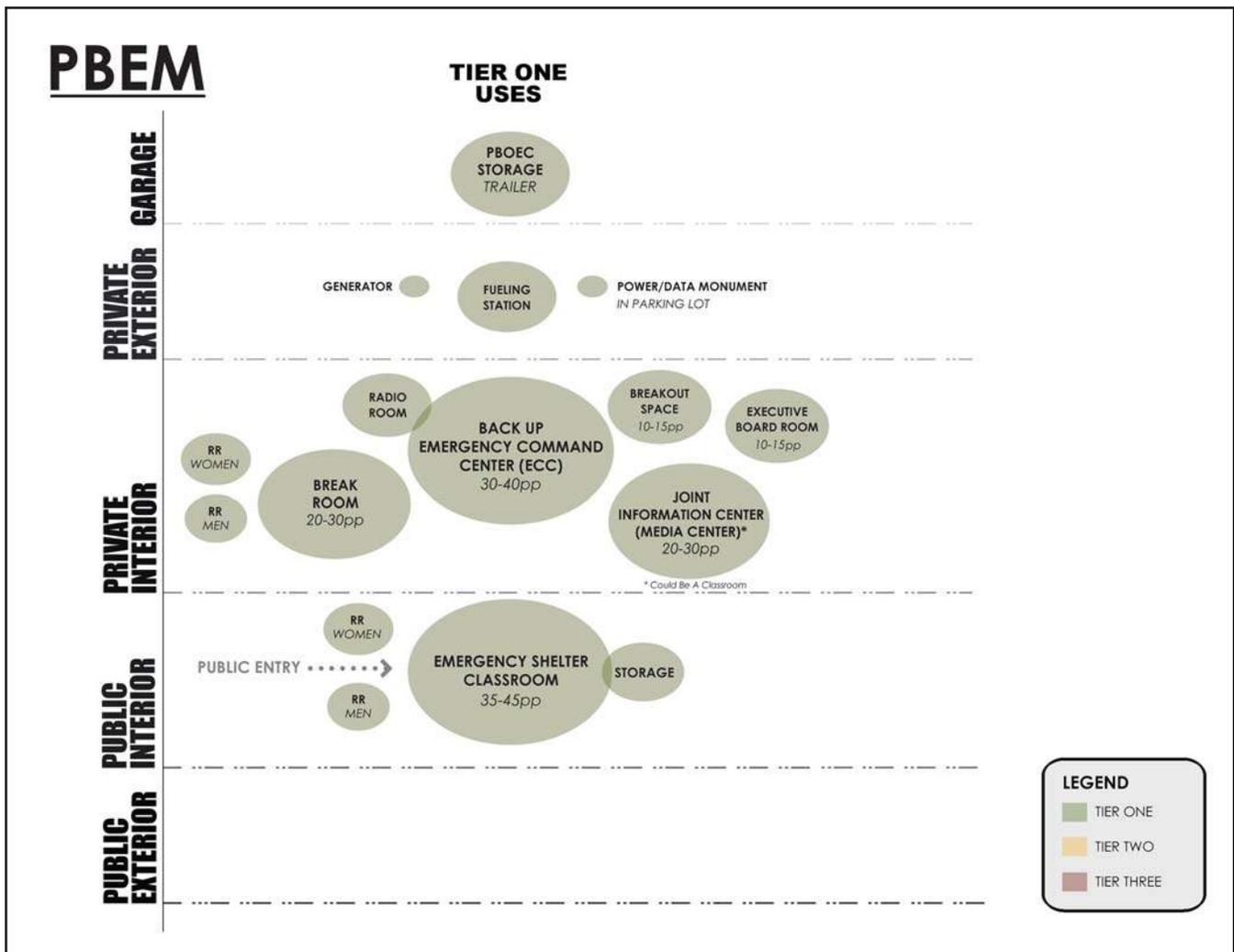
Sears Hall, with Admin.Wing at left and Auditorium at right

SPACE NEEDS ASSESSMENTS

On the following pages, the Space Needs Assessments for each bureau have been provided, both in narrative and graphic format. In the graphic format, the uses are horizontally divided into three tiers and designated across the top. The locations of the specific activities are noted on the vertical line to the side, and range from the most public locations (at the bottom) to those with the least public access (at the top) .



An example of a Space Needs Assessment diagram



PORTLAND BUREAU OF EMERGENCY MANAGEMENT (PBEM)

Tier 1 Uses

NET Training (Neighborhood Emergency Teams)

- Federal program training civilians on emergency activities
- Classroom space with storage required

Staff Emergency Shelter

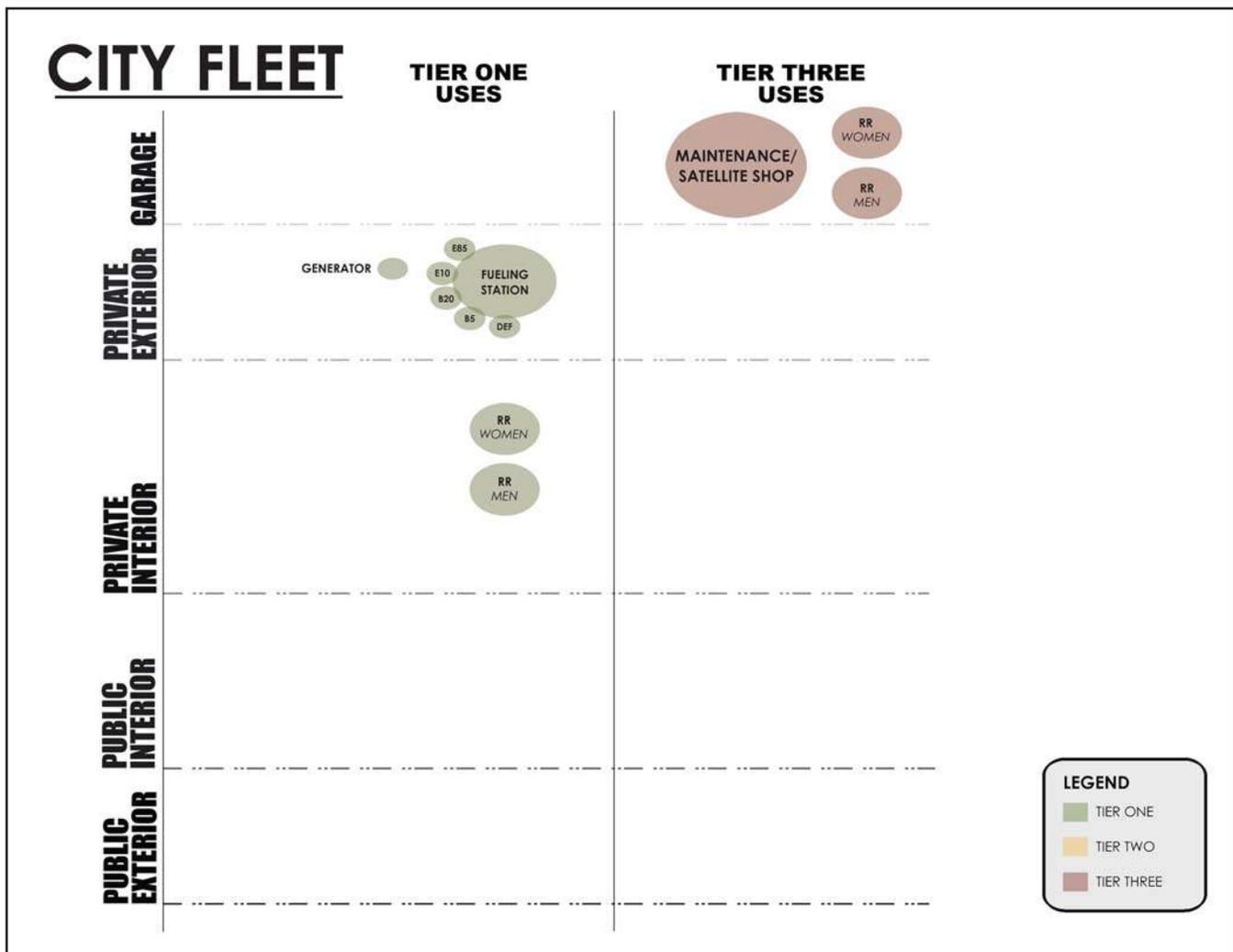
- Temporary or longer term housing for city staff
- Ability to serve meals and provide shower facilities

Auxiliary Emergency Coordination Center

- Provide services for seasonal and emergency events
- Provide auxiliary services in support of the main Emergency Coordination Center @ 99th & Powell
- Provide space for bureau chiefs to coordinate actions
- Command and control of the incident – make decisions, handle logistics, order & stage resources, financial tracking, monitor city functions

- Accommodate the following spaces:
 - *Emergency Command Center (30-40 capacity). Radio room adjacent*
 - *Joint Information Center (20-30 capacity)*
 - *Executive Board Room (10-15 capacity)*
 - *General Breakout Room (10-15 capacity)*
- Exterior Requirements:
 - *Power/Data monument in the parking lot – maybe on public side. Bi-directional - Could be a portable backup connection to feed the building*
 - *TV communication*
 - *Storage for Bureau of Emergency Communications 911 Trailer*
- Garage storage for 15-foot mobile equipment trailer, which requires power and internet connectivity
- Provide uninterrupted power with adequate capacity (generators and fuel storage)

Tier 2 & 3 Uses - none defined



CITY FLEET

Tier 1 Uses

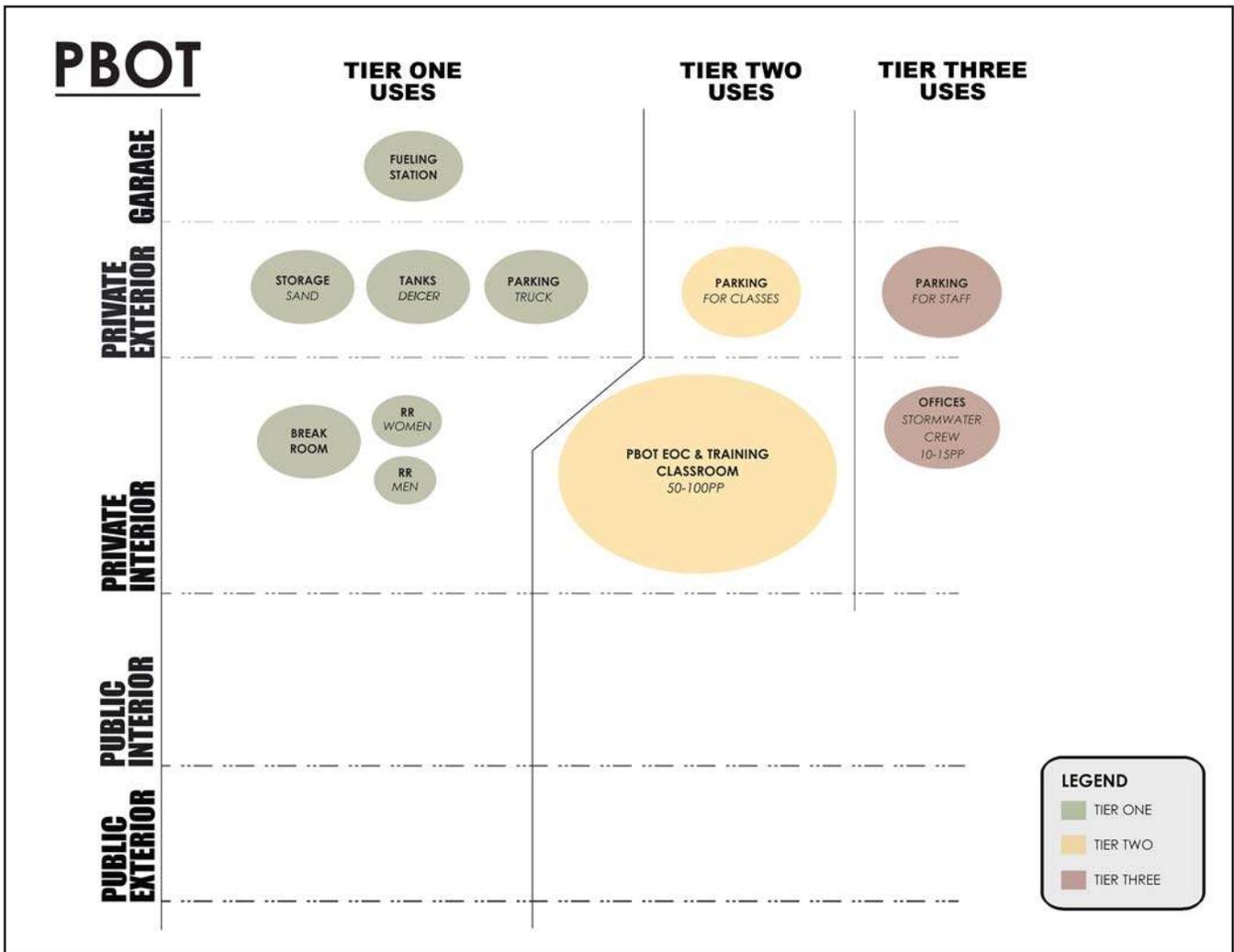
Fueling station

- 4 types of fuel, in above-ground or underground tanks: E10, E85, B5, B20
 - Tanks could be either above-ground or below-ground. Above-ground tanks are cheaper, movable, connectable and easier to monitor for leaks. Below-ground tanks are more attractive aesthetically, and are considered more secure to both vandalism and seismic activity.
 - Fuel must be used constantly to provide a level of turnover that retains quality (stagnate fuel spoils)
- Canopy w/ 14' clearance
- 1 island w/ 2-3 dispensers approached from two directions
- Generator with 500 gallon tank capacity on tank
 - Most generators have a fuel tank immediately underneath
 - Can transfer fuel from the larger fuel tank directly to the generator
 - Need fuel quantity for minimum 72 hours of operation
- Oil/water separator
- DEF – diesel exhaust fluid – emission control
 - 36% ammonia + distilled water – function similar to catalytic converters
 - Separate dispenser (can be on same island as fueling) and 500 gallon tank above ground (heated, insulated)

Tier 2 Uses - none defined

Tier 3 Uses

- A maintenance satellite shop
- 3 bays supported by 2 mechanics, in daily operation



PORTLAND BUREAU OF TRANSPORTATION (PBOT)

Tier 1 Uses

Deicing Operations

- Winter weather operation, providing a 'seasonal' emergency response
- Sand pile – deliveries, storage, and loading
- Equipment storage and access
- Operates October–April
- Creates late night / early morning noise in yard preparing service vehicles for mobilization
- Need deicing fluid storage, a total of 25,000–50,000 gallons stored in two non-heated tanks.

Fueling (refer to City Fleet program)

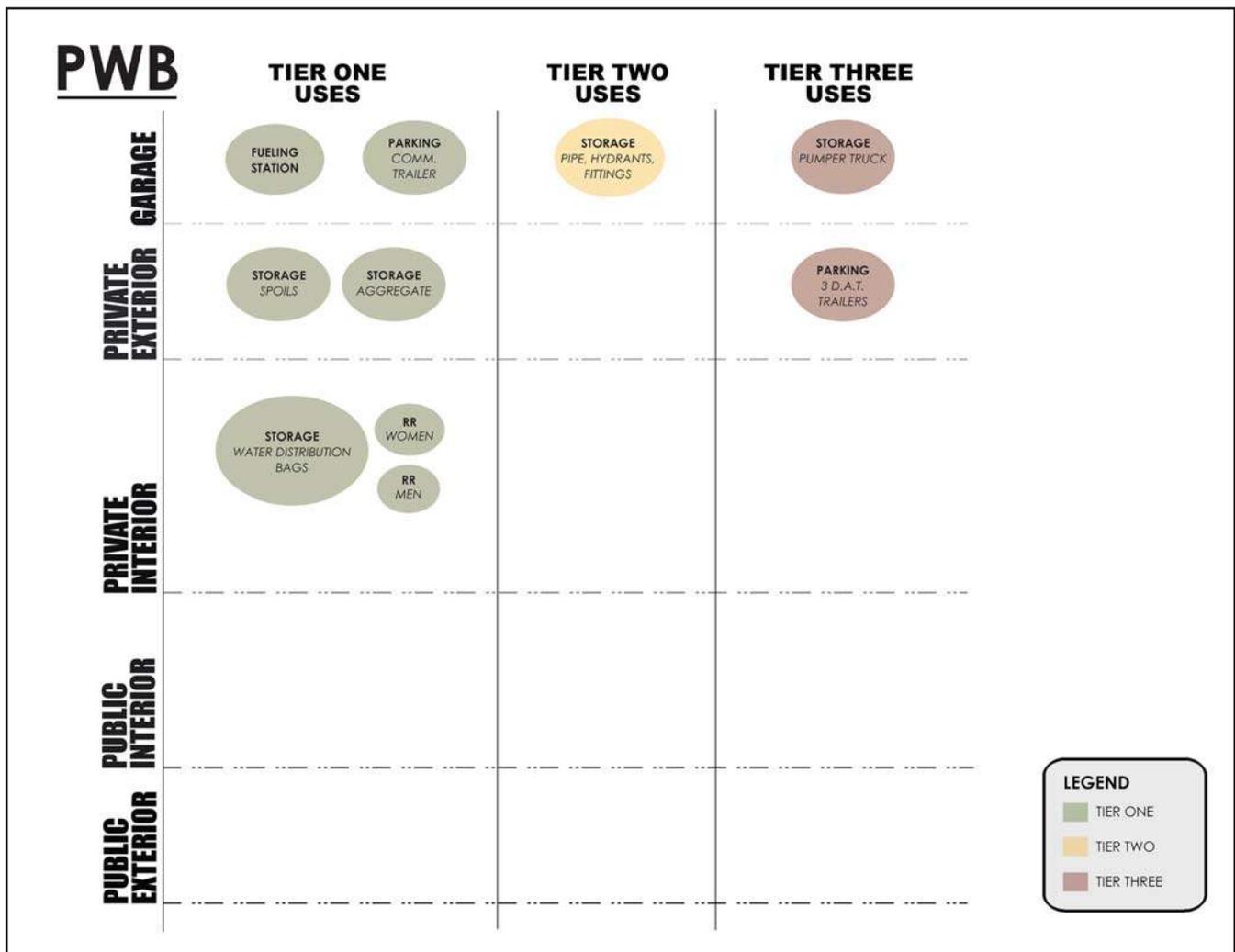
Tier 2 Uses

Backup Training Facility

- Quarterly training use for 50-100 staff, full day and part day events
- Parking to accommodate training attendees

Tier 3 Uses

- Stormwater Group
 - Accommodate approx. 15 staff, with dedicated parking.



PORTLAND WATER BUREAU (PWB)

Tier 1 Uses

Fueling (refer to City Fleet program)

Spoils & aggregate storage

- 4 bins total to accommodate up to 4 dump trucks

Access to restrooms in building for crews

Emergency Operations - west side point of communications

- Power and data connection – shared with other building users
- Communications trailer – stored indoors
- Water distribution bags – a few pallets worth of storage

Tier 2 Uses

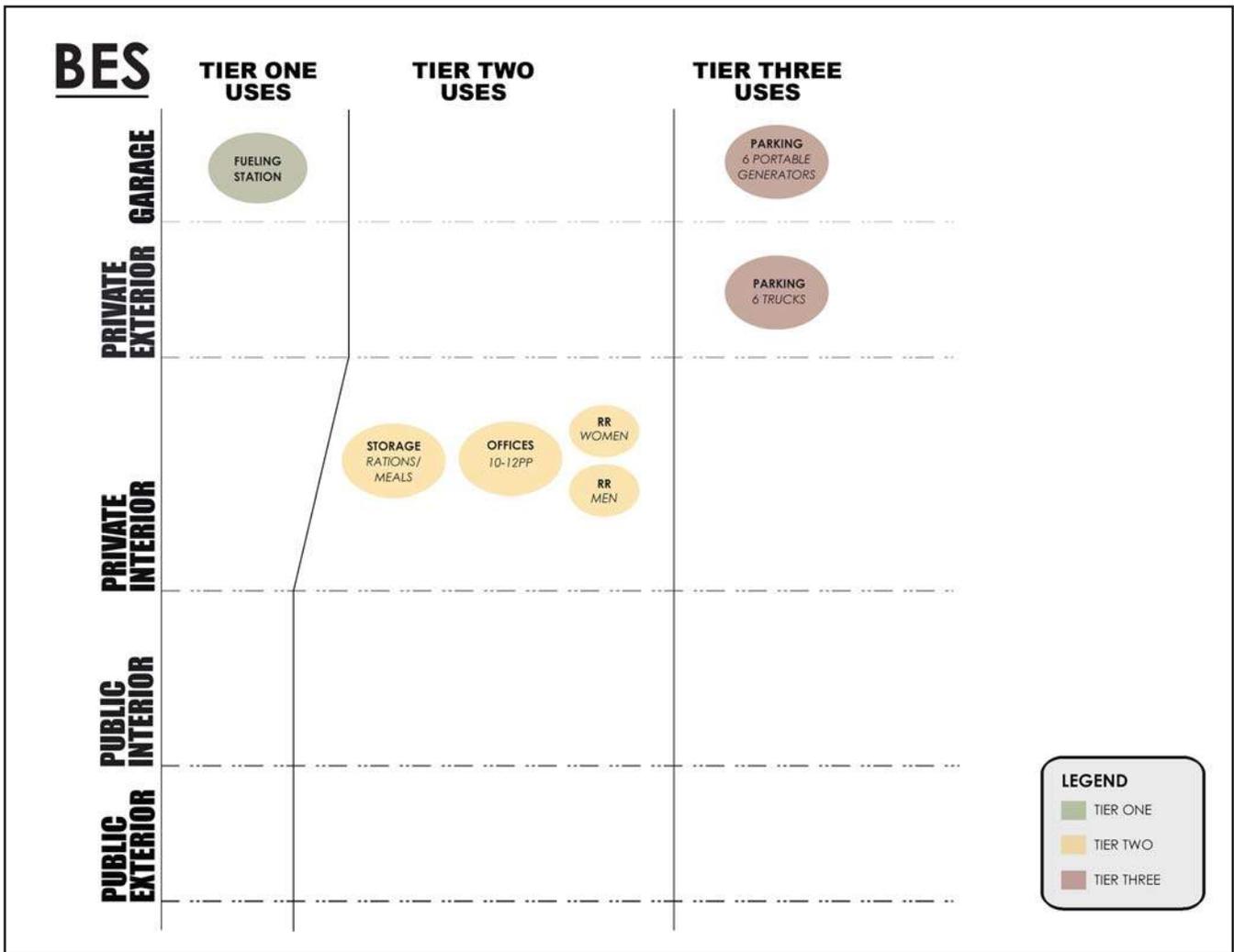
Small inventory of high-use materials

- 6" & 8" pipe
- Hydrants
- Fittings

Tier 3 Uses

Daily Operations

- 1 yellow fire truck (emergency pumper truck) – stored indoors
- DAT trailers (accommodate up to 3)



BUREAU OF ENVIRONMENTAL SERVICES (BES)

Tier 1 Uses

Fueling station (refer to City Fleet program)

- This would prove useful to BES field operations, though they currently have other fueling methods

Tier 2 or 3 Uses

Pump Station Maintenance Crew

- Crew is currently housed in a converted fire station off St. Helens Road (approx. 4,000sf), and a better location is desired. The crew operates only during the day shift, but there may be an occasional need for 24/7 response.
 - 10-12 people
 - No materials or parts storage needed
 - Food rations for staff (ready-meals)

Tier 3 Uses

Truck and Trailer Storage

- 6 @ 1 ½ ton utility trucks
- 6 portable generators (indoor storage desired)

FINAL PROGRAM

A meeting was conducted with representatives from each participating bureau to review the developed space need assessments, and confirm all elements to be accommodated within the site and buildings. The program item most desired by the bureaus was the fueling station. This station would provide a needed level of redundancy to the lone west side station located within a downtown building that is potentially vulnerable in a seismic event. It would also guarantee adequate fuel for the emergency generator when called upon to support emergency uses. City Fleet will operate this facility, as it does with other similar City fuel stations.

Seasonal use of the site will involve deicing operations by the Portland Bureau of Transportation. Four sand bins and two tanks of deicing fluid will be provided, along with site lighting to allow nighttime loading.

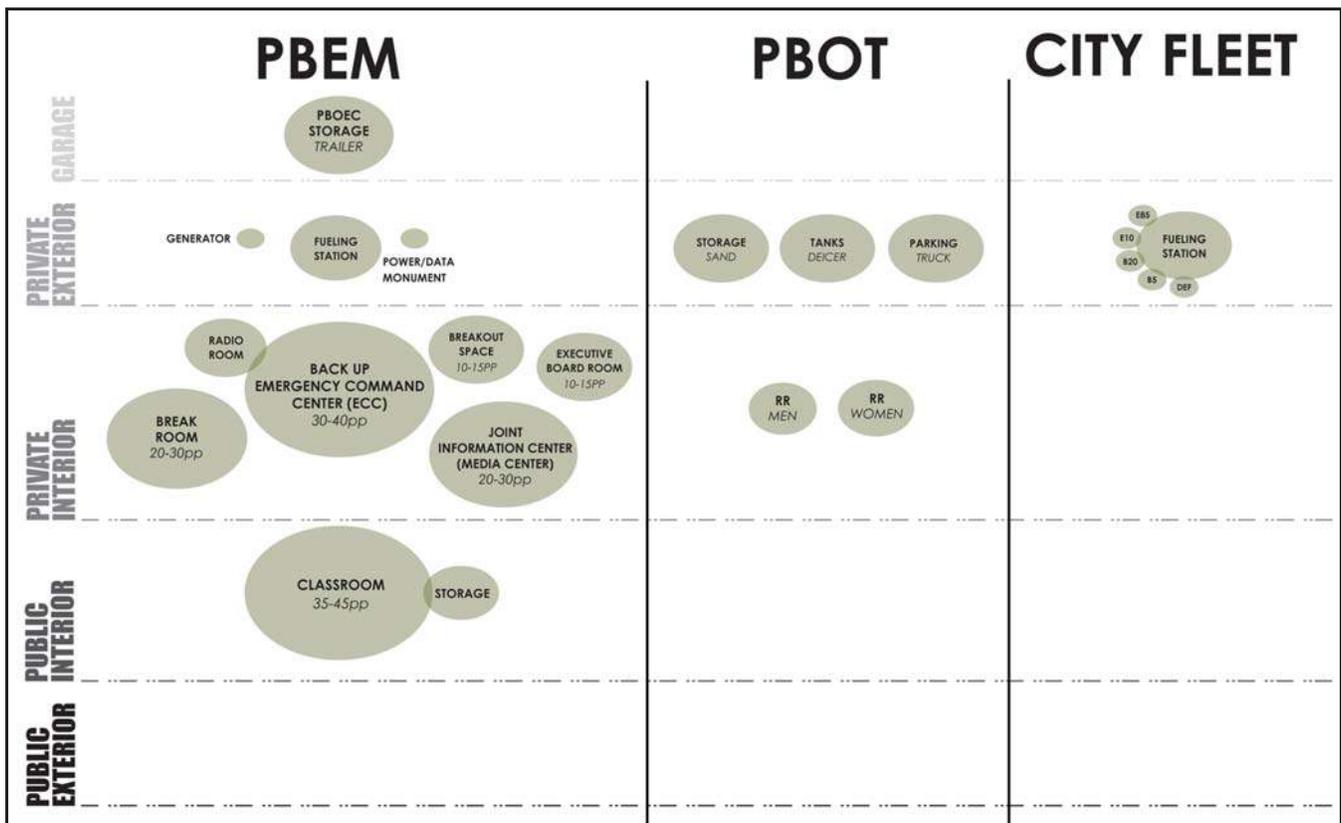
Sears Hall will be renovated to accommodate office and meeting uses. The auditorium will be employed for large meetings (150–200 people) and training sessions for various city bureaus. A 50-person meeting room will be retained, and two 40-person meeting rooms will be created. These rooms should be made available for NET training, and possibly even general public use. The first and second floor office spaces within the administration wing will be used by a City bureau, at this time unidentified.

The Maintenance Shop will be used to house PBOT and PBEM trailers, and miscellaneous storage.

When the Sears Operations Center is needed during an emergency, existing spaces will be designated for specific Portland Bureau of Emergency Management operations. The auditorium would become the Deployment Center, providing the space required to communicate directly with city staff assigned for field work. The 50-person meeting room will become the Command Headquarters, where bureau chiefs will congregate and hold coordination meetings. The north 40-person meeting room will act as the Media Center, with an adjacent Radio Room. The south 40-person meeting room will act as a Breakout Room, for impromptu meetings. The Executive Board Room will be located within a 20-person meeting room, and occupied by the Mayor and staff. Second floor offices will be converted into staff sleeping quarters. A portion of the 1983 addition will be returned to kitchen use, and the adjacent Deployment Center will be used as a dining area during meal times.

It was decided to not accommodate a general public emergency shelter usage on this site. Since this will be the sole Emergency Operations Center on the west side, it will operate as the main point of distribution to neighborhood shelter sites west of the Willamette. As such, it will be a hub of activity, and too dangerous and crowded to host the general public during an emergency. It was determined that the public will be better served at their locally-designated emergency site.

Graphic of final program



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5.0 MASTER PLAN & COST ESTIMATES

OVERVIEW

Based on the functions to be supported, conceptual organizational diagrams for the site and buildings were developed, reviewed, and refined. The final design was to integrate the desired functions by an efficient reuse of the site and existing facilities. The ultimate goal was to provide an operations center functioning daily that will remain functional when required during an emergency. This necessitates facilities and support elements that are reinforced to withstand a substantial seismic event. Daily use of building and site will help to encourage regular maintenance and good operating order. Constant use of the fuel at the station will not only provide a widely desired amenity, but help to keep fuel fresh and ready for use by the generator, when required.

The Sears Operations Center is surrounded by residences, requiring all proposed uses on site to be mindful of the adjacent neighbors. Elements that will produce noise or light glare were located as far from residents as the site allows. The Multnomah Neighborhood Association encouraged the use of screen walls to block undesirable views, and requested those walls to be attractive in design and materials, incorporate art, and discouraging graffiti or vandalism.

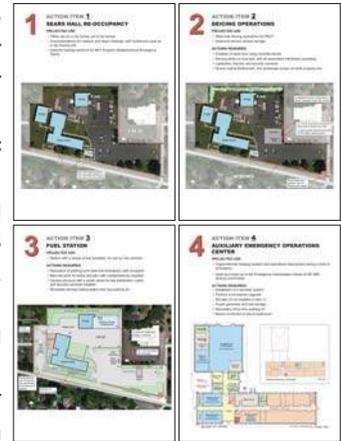
Providing for heavy truck operation could cause conflict with the existing automotive parking lot. For reasons of safety and convenience, a new parking lot for staff and public is proposed at the western edge of the site.

It is acknowledged that the proposed operations of the site could require a re-examination of traffic patterns within the neighborhood. There were discussions about the installation of a signal light at the intersection of Multnomah Boulevard and 25th Avenue, allowing vehicles a safer method to navigate onto the Boulevard. A proposal for a signal light was not included in this concept design, as it would trigger investigations and decisions considered beyond the scope of this plan.



CONCEPTUAL ORGANIZATIONAL DIAGRAMS & WORK SCOPE

The full buildout of the Sears Operations Center was divided into four distinct **Action Items**, allowing systematic development as certain needs demand or funding is allocated. Action Items could be instituted in a variety of sequences, with items 1 and 4 being the most directly related. When completed in their entirety, the four Action Items would constitute the full buildout of the Sears Operations Center. Please note that the initiation of any Action Item should wait until the zoning change has been approved.



On the following pages are descriptions of each Action Item, with the required work scope.

PROJECT COST ESTIMATES

A direct construction cost estimate was generated by Pinnell Busch, Inc. for each Action Item. An estimate of soft costs estimate was also created that accounts for the design and engineering fees, permits and reviews, etc. Combined together, the construction and soft costs represent a total project cost for the related Action Items. The full cost estimate has been provided in the appendix.

PRELIMINARY DEVELOPMENT GENERAL SCHEDULE

Following are categories of work to be undertaken to realize the Master Plan scope of work, with anticipated schedules shown in parentheses.

- Present Master Plan to Planning & Development Directors (May 2013)
- Present Master Plan to City Council for comment (spring or summer 2013)
- Apply and receive a zoning change for site (commence after City Council review)
- Provide Sears Hall with Integrated Regional Network Enterprise (IRNE) (confirmed for summer 2013)
- Install new sidewalk improvements (confirmed by PBOT for summer 2013)
- After zoning change approval and funding allocation, begin work on action items in a sequence as determined by City Council and City staff

ACTION ITEM 0
Rezone the Sears Operations Center Site
• A prerequisite activity before any other Action Item is initiated

1

ACTION ITEM 1 SEARS HALL RE-OCCUPANCY

PROJECTED USE:

- Immediate use for office space and meetings
- Accommodations for medium and large meetings, with Auditorium used as a city training site
- Used for training sessions for NET Program (Neighborhood Emergency Team)



1

ACTION ITEM 1 SEARS HALL RE-OCCUPANCY

ACTIONS REQUIRED TO RE-OCCUPY BUILDING:

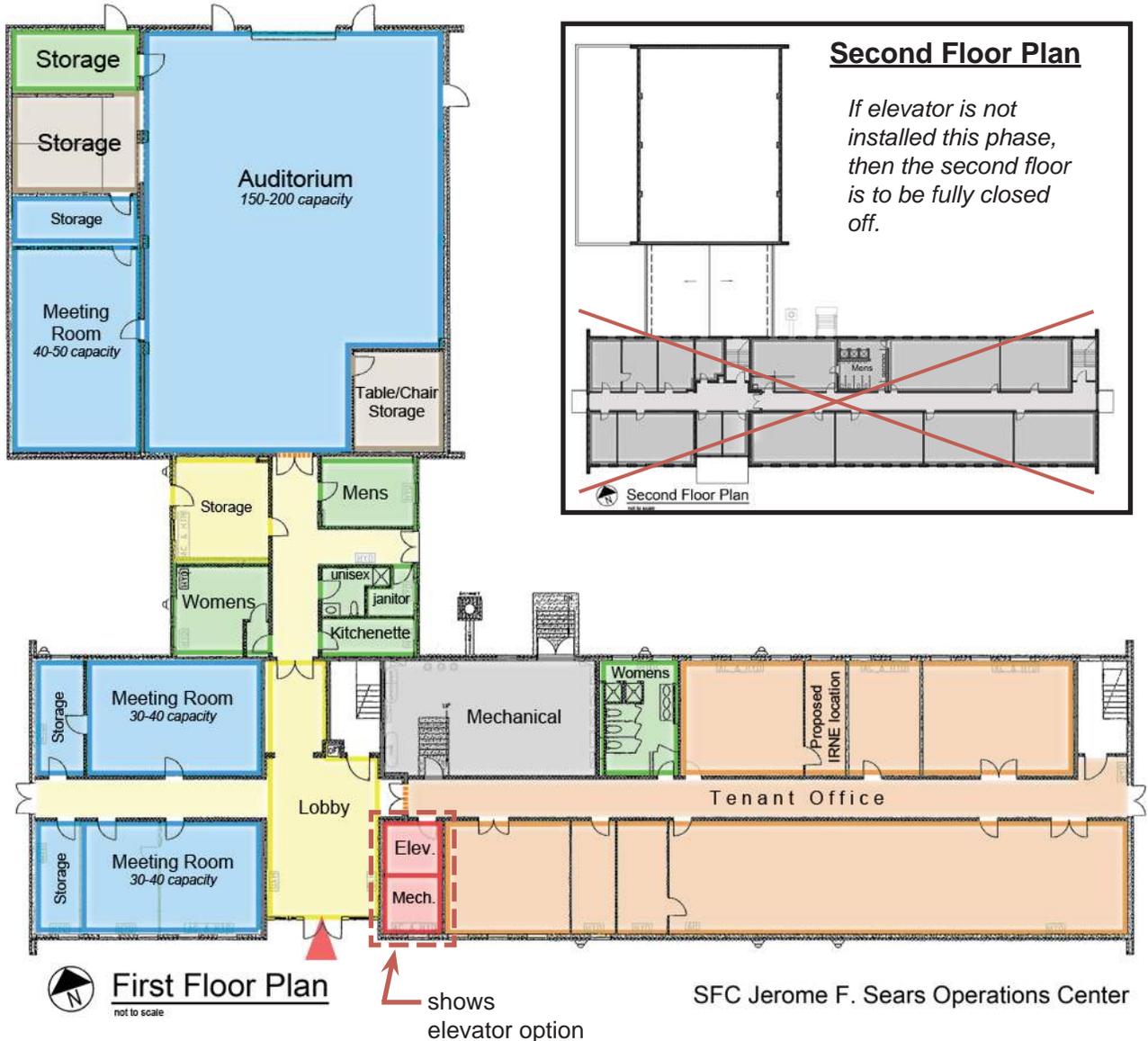
(CONTINUED)

- Accessibility upgrades:
Accessible parking spaces near east end of Center; ramp to main door; proper door operations and hardware throughout; compliant bathrooms
- Upgrade smoke detection system
- Installation of a security system
- Restroom upgrades to meet code
- Tel-com and data upgrade

Note: if the elevator not installed this phase, then second floor may not be used in any manner.

Cost Estimate for Action Item 1:

Direct Const. Cost Estimate:	\$443,961
Soft Cost Estimate:	\$188,850
Total Project Cost Estimate:	\$632,811



2

ACTION ITEM 2 DEICING OPERATIONS

PROJECTED USE:

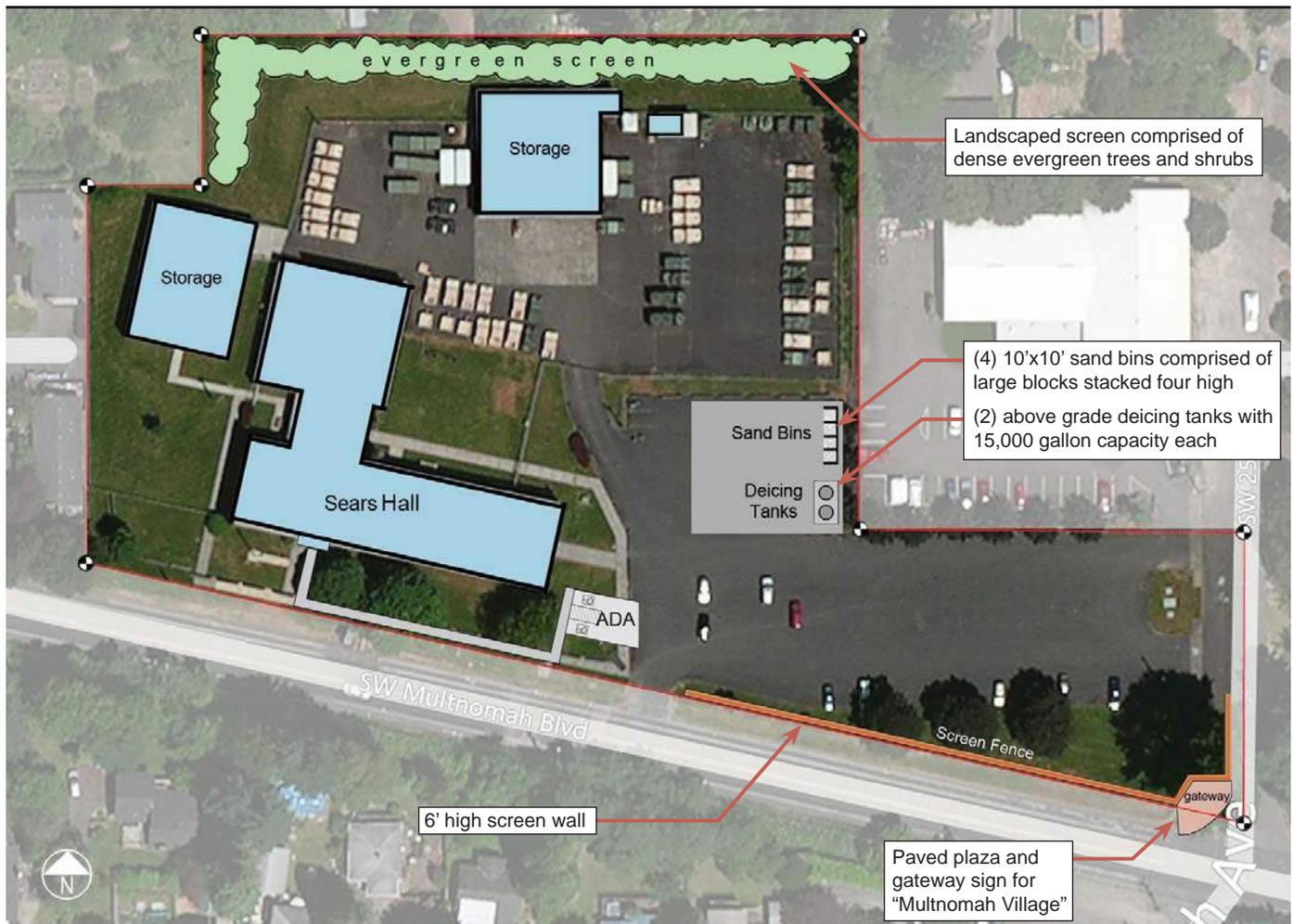
- West side deicing operations for PBOT
- Seasonal service vehicle storage

Cost Estimate for Action Item 2:

Direct Const. Cost Estimate:	\$524,384
Soft Cost Estimate:	\$223,060
Total Project Cost Estimate:	\$747,444

ACTIONS REQUIRED:

- Creation of sand bins using concrete blocks
- Deicing tanks on new pad, with all associated distribution plumbing
- Lightpoles, fixtures, and security cameras
- Screen wall at Multnomah, and landscape screen at north property line



ACTION ITEM 2 — DEICING OPERATIONS



Sand bins



PBOT deicing tanks



Deicing truck



Sanding truck

3

ACTION ITEM 3 FUEL STATION

PROJECTED USE:

- Station with a variety of fuel available, for use by City vehicles

ACTIONS REQUIRED:

- Relocation of parking lot to west end of property, with courtyard
- New site work for tanks and pad, with containment as required
- Canopy structure with a center island for fuel distribution. Lights and security cameras installed
- Bioswales serving fueling station and new parking lot. Fueling pad drainage directly to sanitary sewer as per code

Cost Estimate for Action Item 3:	
Direct Const. Cost Estimate:	\$1,580,143
Soft Cost Estimate:	\$672,152
Total Project Cost Estimate:	\$2,252,295



ACTION ITEM 3 — FUEL STATION



City Fleet fuel station at the North Kerby site



A Xerxes fuel tank



Excavation for fuel tank placement

4

ACTION ITEM 4 AUXILIARY EMERGENCY OPERATIONS CENTER

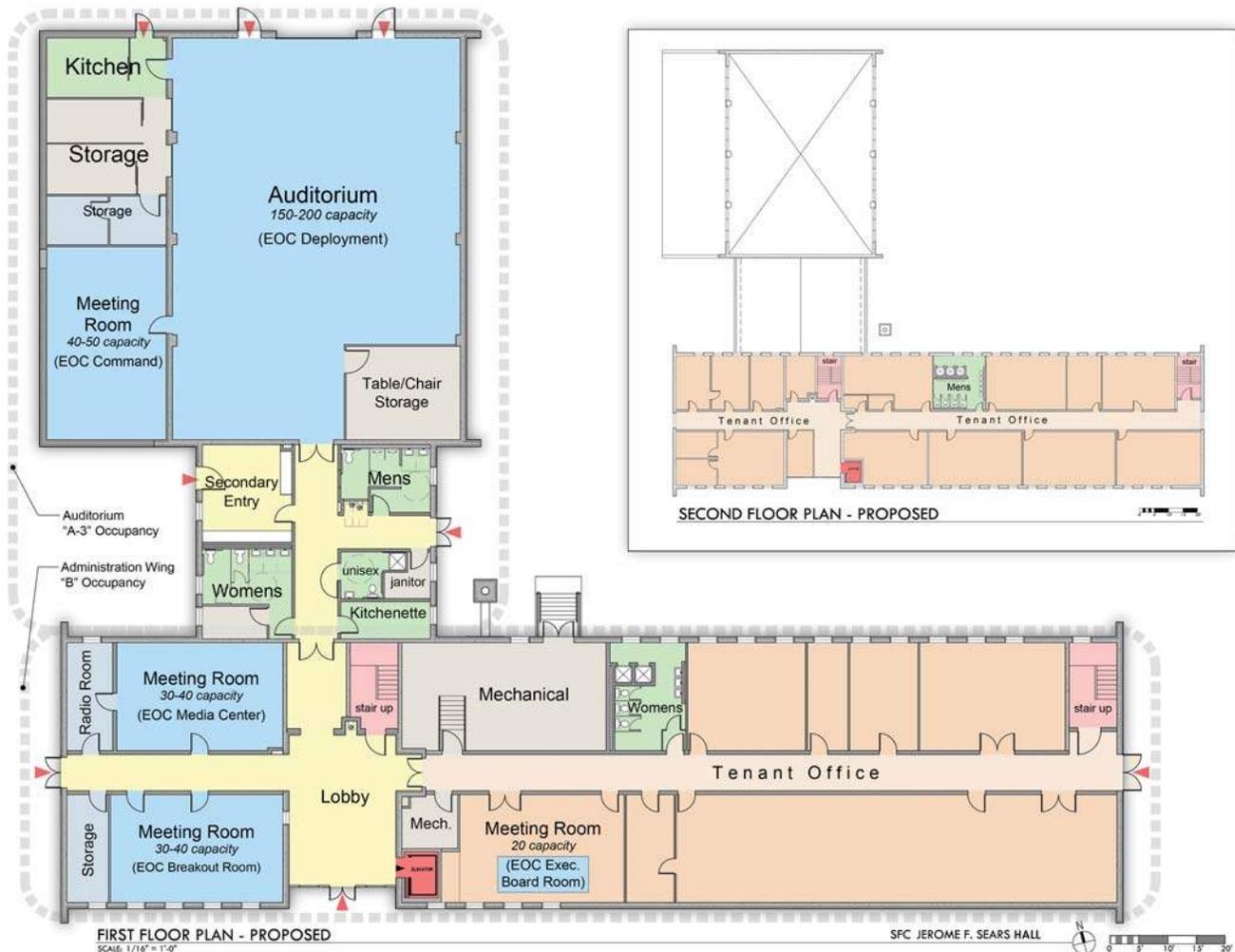
PROJECTED USE:

- Organizational meeting location and operations deployment during a time of emergency
- Used as a back-up to the Emergency Coordination Center at SE 99th Avenue and Powell

ACTIONS REQUIRED:

- Installation of a sprinkler system
- Perform a full seismic upgrade
- Elevator (if not installed in Item 1)
- Power generator and fuel storage
- Secondary entry from parking lot
- Return of Kitchen to serve Auditorium

Cost Estimate for Action Item 4:	
Direct Const. Cost Estimate:	\$5,219,394
Soft Cost Estimate:	\$2,506,283
Total Project Cost Estimate:	\$7,725,677



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