

# Police Facilities Planning Guidelines



***Shaping the Future of the  
Policing Profession®***

**International Association of Chiefs of Police**

44 Canal Center Plaza, Suite 200

Alexandria, VA 22314, USA

**703.836.6767 • 1.800.THE.IACP • [theIACP.org](http://theIACP.org)**

# TABLE OF CONTENTS

<b>Introduction</b> .....	4
<b>Phase I: Building Support for the Project</b> .....	5
Getting Started: When Your Department Needs a New or Renovated Facility .....	5
Document History and Prior Uses of Current Facility .....	5
Identify and Document Problems with the Current Facility .....	5
Document Policing Philosophy .....	7
Complete an Organizational Assessment .....	8
Obtain Preliminary Approval for the Project .....	12
<b>Phase II: Pre-Planning and Analysis</b> .....	13
Identify and Secure Planning Funds .....	13
Establish the Planning Team .....	14
Hiring an Architect .....	16
Conduct a Space Needs Analysis .....	18
Conduct Site Evaluations .....	20
Develop Preliminary Project Budget .....	23
Obtain Approval to Proceed with the Project .....	24
Evaluate Facility Options .....	24
Update Project Budget Costs .....	28
Obtain Final Approval and Secure Project Funding .....	30
Secure and Purchase Site .....	30
<b>Phase III: Project Design and Delivery</b> .....	31
Identify Project Delivery Method .....	31
Design the Facility .....	32
<b>Phase IV: Project Construction &amp; Occupancy</b> .....	36
Build the Facility .....	36
Move-In and Occupancy .....	37
Consider Community Engagement Opportunities .....	41
<b>Conclusion</b> .....	41
<b>Appendix A: Transitional Planning Checklist</b> .....	42

# POLICE FACILITIES PLANNING GUIDELINES



# POLICE FACILITIES PLANNING GUIDELINES

**EVALUATE Facility Options**

**IDENTIFY Project Delivery Method**

**HIRE Construction Manager (if separate from hiring architect)**

**BUILD Facility**



**DESIGN AND DELIVERY**



**CONSTRUCTION AND OCCUPANCY**

**HIRE Architect to Design Facility**

**DESIGN Facility**

**SECURE and Purchase Site**

**MOVE-IN to Facility**

# INTRODUCTION

All law enforcement agencies need a headquarters or substation of some sort and will need to plan, design, and build a new or renovated facility in the future. The purpose of this document is to empower law enforcement executives pursuing a facility construction project to make informed decisions and direct the project so that the building fits the agency's operational and cultural needs. Often, agencies find that the opposite happens, and they must later adjust their operations and personnel needs to match the facility's capacity and design. Since the useful life of a police facility can range from 20 to over 50 years, a new facility project is typically a "first-time" experience for most law enforcement executives.

A law enforcement executive's role in the process has a dramatic impact on the design, budget, use, and lifespan of a new facility. In the planning stages, the project team has the greatest opportunity to change or define building philosophy, size, and design with the least impact on cost. It is critical to do this at the beginning stages as opportunities for change at later stages become more limited and more costly. Changes during the construction stage are the most expensive and can seriously delay a project. Effective planning for a new or renovated law enforcement facility is the most cost-effective step a jurisdiction can take to ensure a successful project outcome.

Most law enforcement executives have little or no expertise in the subject areas of design and construction; however, they do have a thorough understanding of how their agencies need to operate to provide quality public safety services to their communities. This document is designed to help law enforcement executives make sound decisions by using a comprehensive planning approach. It will help agencies design and construct a new facility or renovate or expand an existing police facility. This document incorporates the expertise of police chiefs, police facility project managers, and architects to identify the critical project management steps involved in successful planning.

## The Problem

Most police facilities continue to operate well past their planned lifespans. For many communities, funding for new police facilities is not available or remain at the bottom of the community's long-term capital improvement plan. Changes in technology, current building code requirements, security issues, as well as outdated building systems, such as HVAC (heating, ventilation, and air-conditioning) and electrical, require significant expenditures to update, and these improvements often lack funding. Making the community aware of these issues and developing a plan of action to fix them takes significant planning.

## Focus of the Police Facility Planning Guidelines

This document provides law enforcement executives with a planning model applicable to all types and sizes of facility projects, regardless of their complexity. The considerations provided in this document are intended to promote a successful project outcome, whether the jurisdiction is constructing a multiuse facility, a police headquarters, or any one of several smaller projects, such as a precinct facility or substation.

This document is designed principally for law enforcement executives, as well as any other law enforcement representatives overseeing the project. It is designed to position police executives and their staff in a meaningful role as they undertake this complex and important project. It cannot be emphasized enough that the design process requires a team effort including law enforcement, government officials involved in finance and building requirements, and architects familiar with the specialized design of public safety facilities. The goal of this document is to guide law enforcement executives through the facility planning process and alert them to specific design and construction considerations. While design and construction issues are unique to each jurisdiction, core planning steps are essential to every jurisdiction.

# PHASE I: BUILDING SUPPORT FOR THE PROJECT

## Getting Started: When Your Department Needs a New or Renovated Facility

The following sections reflect key action items recommended for successful project initiation. As each department and their respective communities are different, there is no specific order in which the following steps are completed. For example, some jurisdictions may require community support to gain political support. In other jurisdictions, political support for the project may be required prior to completing an organizational assessment. Nonetheless, all sections within the four phases of this document should be considered when moving through this complex process.

## Document History and Prior Uses of Current Facility

The first step in establishing whether to build or renovate a facility is documenting the usage of the current facility. A comprehensive approach to current facility objectives may require an examination of past uses of the current facility. Documentation should contain historical details of the structure as well as the various functions and uses of the building. This process can enable the numerous stakeholders involved to gain perspective of the objectives, proposals, relevance, and needs for the new or updated facility.

Consider documenting the following:

- Legal owner(s) of the facility and any deed restrictions
- Prior waivers from existing regulations
- Construction standards and building codes in place at the time of construction
- Staffing data
- Administrative spaces and usage
- Meeting spaces and usage
- Training spaces and usage
- Community spaces and usage

## Identify and Document Problems with the Current Facility

Well-designed police facilities enable staff to perform their duties efficiently, effectively, and securely. As a facility ages, it may no longer meet the needs of an evolving department, thus, negatively affecting morale, efficiency, safety, security, technology, and overall delivery of police services. When these conditions occur, agencies search for alternatives. Typical remedies include expanding or renovating the existing facility, adaptively repurposing an existing non-police facility, or building an entirely new facility.

To outline the possible scope of a project accurately, it is necessary to document existing facility deficiencies. There are two types of deficiencies: operational and functional. Operational deficiencies relate to the department's daily policing efforts, whereas functional deficiencies relate to everything from security access to HVAC equipment and building code issues. A macro-level approach should be utilized when investigating the operational and functional deficiencies of the facility.

**Operational Deficiencies.** Officers and staff already know what the operational issues and challenges are, so it is good to begin by involving them. Staff are encouraged to participate during this information collection phase, and discussions with each department within the agency will be helpful. The following are some questions to consider:

- Are there proper security separations between the operational areas and the public?
- Are there cameras observing critical areas, such as the sally port, front desk, and evidence processing?
- What services does the public need that the current facility cannot accommodate?
- How does the proposed project align with the jurisdiction's overall strategic business plan and service goals?
- What does a department need to make community-oriented policing efforts work better with the community?
- Are operational standards or best practices of the department compromised through the use of the current facility?

**Functional Deficiencies.** Once again, the department's officers and staff already know what does not work with current building systems, even if they do not know the causes. During the deficiency assessment, the following actions are vital:

- Collect reliable and accurate data on all facility deficiencies (a recent building or code compliance assessment audit is a good place to start).
- Involve facilities and/or maintenance staff. They will be most aware of the condition and operational issues with the facility's equipment.
- Take photos and videos of the facility to showcase the impact of the building deficiencies in future conversations or presentations.
- Ask such relevant questions as the following:
  - What current facility deficiencies prevent officers from completing their tasks efficiently and effectively?
  - Are there proper ventilation systems for evidence and prisoner holding areas?
  - Have customer, civilian employee, and officer surveys been completed to document needs and perceptions of facility issues?
  - Is the building itself a hazard? Does this building meet, or can it be made to conform in a cost-effective way, to state or local "essential facility" structural building codes?
- Elicit staff participation at all levels within the department to identify problems.
- Gain as many perspectives as possible to assist in identifying deficiencies during the preliminary assessment of deficiencies phase. This might include facility customers such as city, county, and state agency partners, city officials, and community members.

**Hold community meetings to discuss facility deficiencies and solicit feedback, provided senior-level approval has been granted to initiate research for this project. Make citizens part of the planning team, and they will be more likely to realize the advantages of a new or expanded facility and ultimately support the cause.**

During the deficiency assessment, it is also important to identify public needs and conduct tours of other police facilities. Doing so can provide insight on solutions to existing problems and prevent future problems in the new or renovated facility.

- Focus on what the public needs:
  - Location of the facility
  - Clearly marked public parking
  - Easily identifiable and accessible entrance
  - Visitor-friendly design that incorporates safety as a priority
  - Comfortable waiting area
  - One-stop shopping concept for police services
  - Easy pick up of property
  - Community Center/community meeting rooms
  - Safe-swap zones for parental custody exchanges, craigslist swaps, and so forth.
- Tour other police facilities:
  - Observe the overall layout (exterior and interior).
  - Observe workflow.
  - Observe interesting design features that improve efficiency.
  - Question why things are designed the way they are.
  - Take note of the security demarcations between public and staff areas.
  - Observe the different finishes throughout the facility (floors, walls, doors, etc.). How are they performing for daily use, as well as long term?
  - Ask how evidence, reports, and arrestees are processed.
  - Ask how visitors are assisted.
  - Ask how the security systems are performing, what platform is being used and the ease of operation, etc.
  - Ask what does and doesn't work within the facility design. What could work better?
  - Ask if there were any unanticipated workflow problems or procedural changes caused by certain maintenance/layout choices.



- Note the lessons learned from good and bad design features. Document these issues with photography for later use.

All information must be formatted and eventually blended into a formal document for broad distribution to staff, community board members, citizens, and others.

An existing deficiency analysis can be performed by (1) an experienced consultant or architect or (2) in-house staff, if the department has facility planning expertise. Whomever is selected will need to work closely with the police project manager (PPM) to ensure good communication and oversight. Identifying a dedicated PPM to coordinate and manage all aspects of this project is important. More information on selecting the right PPM is detailed in Phase II, during the Establish the Planning Team section. There are times when a department might not have the resources to devote a full-time or even part-time representative to a multiyear construction project. In those cases, consider dividing the responsibilities across a dedicated planning team or requesting a project manager in the architect or consultant request for proposal (RFP).

Depending on the size of the agency or project, it may be helpful to utilize a trained and experienced consultant or architect for this stage. If an architect or consultant is to be hired, a simplified request for proposal (RFP) can be utilized to solicit a qualified professional. More information on requests for proposals is available in Phase II of this document. Any in-house staff selection should be based upon expertise, skill and commitment. For more information on selecting an architect and the RFP process, please refer to Phase II. Note that the process of hiring an architect may take place more than once throughout the project. An agency may choose to hire one architect or firm to conduct their deficiency analysis and space needs assessment, and another to complete the actual facility design and construction.

## Document Policing Philosophy

**“Nothing undermines change more than behavior by important individuals that is inconsistent with the verbal communication.”**

— John P. Kotter, *Leading Change*

It has been said that “you are what you celebrate.” It is rare to have the opportunity to chart a new course as monumental as is the opportunity to design and build an entire space for a department and the community. To accomplish this, identify what type of philosophy guides operations. The law enforcement executive must clarify the mission, philosophy, and goals of the department. These principles should be the driving factor in all facility planning, design, and construction decisions. The absence of attention to goals and philosophy leads to a facility that does not reflect the department’s true mission.

Once initiated, facility planning projects often move ahead too quickly or underestimate the time needed to undertake a comprehensive functional and/or space needs analysis. In particular, an essential step—documenting the philosophy and mission statement of the organization—is often overlooked. The mission, goals, objectives, and programmatic needs of an organization should dictate the design of its facility.

Most 21st-century police agencies have a written policing philosophy in place. The planning team must fully comprehend and document the agency’s governing principles to ensure that the new facility reflects them. Mission statements regarding the operational philosophy of an agency must drive, rather than be defined by, the physical layout of the building. Balancing secure internal space and publicly accessible space, for example, requires an understanding of the mission of the department. If an agency is determined to increase contact and collaboration with the community within a community policing framework, the building must be designed to make visitors feel welcome. A balance between secure internal and public spaces must be achieved in each facility project.

Community policing today is much more than providing a community room accessible to the public. Community policing has grown dramatically to include having other local and state agencies, both non-governmental organizations (NGOs) and law enforcement, imbedded within the facility. Providing NGOs space within the building enhances the collaboration between the police department and the community and social service organizations. Agencies are even incorporating “Fusion Centers” into facilities, which are 24/7 spaces where officers and NGO staff collaborate on community issues.

A philosophy is shaped by many things, but it is nothing more than words if not reinforced by organizational norms and a culture that are lived through the prism of that philosophy every day. Today, there are a multitude of advanced policing philosophies, for example,

- problem-oriented policing,
- intelligence-led policing, and
- evidence-based policing.

These philosophies are not mutually exclusive. Identifying how these philosophies should be incorporated into the organization moving forward is key. Once the philosophy and vision have been identified, they must be communicated and embodied by incorporating them into every aspect of the organization. Philosophy and vision become cultural norms in an organization over time, and to create cultural norms, the philosophy and vision of the agency and community must be a central guiding tenet in everything the department does.

Identifying the department's philosophy will help craft the workspaces. Each part of the organization, and by extension the facility, should organically reinforce the overall mission.

**Example 1:** In order to emphasize the importance of officer learning and development, proper space needs should be allotted for a learning environment that is both comfortable and convenient. Teaching officers a new approach to policing requires time and visual representations of different perspectives.

**Example 2:** In order to emphasize problem-oriented and community policing, of which a key principle is citizen engagement, a facility should offer space to accommodate the community. The facility might offer a room available for use by local community groups, and the agency might provide liaisons to facilitate the meetings. Providing space, and monitoring how it is used, would become a visual reinforcement of the department's philosophy.

## Complete an Organizational Assessment

It is critical to ensure that the facility design meets the department's operational, cultural, and philosophical needs. Once goals are established, it is easier to forecast potential agency needs. Space needs should be tailored to meet the current and anticipated needs of the department and community. In order to do this, the facility must be planned, designed, and constructed to accommodate how the department will operate and function during the facility's lifespan. To minimize changes later in the process, or dissatisfaction with inadequate space following the construction, any major changes to the department's policing philosophy, personnel needs, operations, or other organizational assets and priorities should be assessed prior to the budget and design phases of the facility project. This assessment should take place ahead of discussions regarding the new or updated facility to limit bias and ensure that operations influence design rather than the other way around.

Take time to review operations, processes, practices, and any aspects of the agency that the facility will impact or be impacted by. Consider the following questions:

- What is the current population and staffing ratio for the police department?
- What is the potential growth and buildout for the community and how does this impact the staffing ratio for the police department?
- Will operations function the same way in a new facility?
- How can the new facility eliminate redundancy and improve operations?
- How much storage is needed for
  - equipment,
  - evidence, and
  - documents. (And how much storage can be saved potentially with a paperless document storage plan moving forward?)
- Are there areas of the organization that can be altered and reengineered to both save money and improve services?
- Are there national or local trends (legislative or cultural) that will impact personnel and space needs?
- What partners do you work with and in what capacity? For example,

- Do the state police handle evidence processing?
- Are there plans to regionalize dispatch (or other special services) with nearby communities?
- Is the agency accredited or planning to become accredited in the future? If not accredited, what changes might be required to meet state or federal standards—and how might those changes impact space, personnel, and operational needs?
- How will the agency function 10 years from now?
- What potential personnel needs will there be 10 years from now?

These are only a few areas to explore when assessing the organization and identifying potential changes to policies and practices that will impact facility needs. Whether any changes are planned or not, the time to do so would be during this phase, and not after the design or construction phases are complete.

It is important that this assessment takes place independent of the facility renovation or construction. To avoid unintentionally creating processes that fit the desired facility design and components, the organizational assessment should be completed prior to any conversations surrounding the facility planning and design process.

### **Secure Key Stakeholder Support for the Project**

#### **Establish Community Support**

Stakeholder support is critical to the support and success of the project. However, requesting funds for a major project does not happen easily or without a coordinated and strategic plan to garner support. Stakeholder support, whether in developing support for a public safety facility or additional employees is built brick by brick. How is that done? First, identify core constituencies in the community, such as a Parent-Teacher Association or other local activist group. While each community is different, and will have different core constituencies, it is critical that all law enforcement leaders embarking on a facility renovation or construction project identify these prominent individuals and groups early on and elicit their support for the project. Key stakeholders in the community may greatly impact the funding and approvals for the project, and it is the planning team’s responsibility to develop an action plan for working with these core constituencies.

#### **Core constituency (noun)**

1. A group or groups whose continuing support is crucial for the success of any organization or individual.
2. Any group of people who meet regularly for a particular social or professional purpose.

*YourDictionary, “core-constituency.”*

A common mistake is to assume that if the town’s governing body holds a “public hearing” or “public meeting,” that the stakeholders and constituents will attend to hear the project proposal. This is unlikely given various time commitments, obligations, and distractions facing community members. It is important to seek out opportunities to engage with core constituencies to discuss the proposal with them, much like any other police services or operations that impact the community. It should also be noted that the first time the department engages with these groups should not be when proposing a multimillion-dollar project that the department is hoping they will approve or fund. Align portions of the agenda and proposal to support theirs.

Before proposing the project to core constituencies to gain their buy-in, identify core constituencies and engage with them first to understand and help them further their unique agendas in the community.

Most agencies will need community support during the initial planning of their new building. Engaging these groups at least a year in advance will help strengthen the facility plan and perhaps inform initial facility planning and design.

**Example 1:** A local community group’s focus is in keeping the town clean and free from litter. Meet with the group and identify how they can track areas of high littering and develop a plan to counter this using their intelligence. Not only will the department further the group’s agenda, but this will help them realize that their quality of life is also a police priority. The new/renovated facility may be more sustainable—potentially LEED certified—to further support their agenda of a clean environment and community.

**Example 2:** A local Parent-Teacher Association group meets regularly. Attend their meeting to discuss community priorities relating to youth, school bus routes, sex offender issues, and school security. The new/renovated facility may provide space for their meetings, which would ensure a police liaison could attend to speak to security concerns and improvements.

**Example 3:** A community might have a local Council on Aging, which promotes care and awareness for elderly residents. Meet with the group to discuss opportunities to reduce their likelihood of being victimized, and how the police department can aid them during medical calls. The new/renovated facility may have space to accommodate critical response teams that address elderly issues.

project is in the best interest of the entire organization. A critical step here is to prove that the project aligns with the jurisdiction's overall strategic plan and service goals.

**Many mid-sized and smaller agencies have resorted to proposing a “public safety” facility approach to an overall building project by combining the needs of police and fire services into one municipal project. By leveraging the needs of these two vital municipal services, a “force multiplier” effect may convince elected officials and stakeholders of the benefit and utility of a building expenditure that has a dual purpose.**

Think of the team as representing the entire community. Invite other department heads, such as building officials, planning directors and economic development staff to planning workshops. Gain support from other city organizations and governing bodies. Make it clear that the police department has a stake in, and impact on, the quality of life in the community. The image of a police facility must be seen as synonymous with the government's image and of the community it represents.

### **Techniques for Establishing Support**

Gaining governing body and community support for a capital funded project is crucial. The level of success of a public project can be measured by the support it receives from the governing body, other public agencies, citizens, business leaders and associations. External organizations can offer their support in a variety of ways. They can support a project by advocating for it on social media, commenting on it in newsletters, or speaking about it at meetings. Business improvement organizations (BIO) groups such as the Rotary, Lions, Elks or Kiwanis Club, and local philanthropic and civic groups, are excellent sources of support. Organizations may also wish to sponsor furnishings for a particular room within a newly proposed facility, such as a child victim interview room, police museum, or local community room. Within some municipalities, private corporations have donated their products or furnishings to offset project costs.

The ultimate goal is to gain as much support as possible from all city departments, staff, core constituencies, taxpayers, private corporations, and the press. The larger the support base, the higher the probability for project

### **Establish Political Support**

Internal agency, governing body, and community support are all critical for a police facility project to move forward. Existing facility deficiencies must be presented to all stakeholders in a logical format with complete understanding of the proposed project. Identifying and conveying the deficiencies of a current facility can be relatively easy. However, convincing executive and political decision-makers of the need to move forward with a project that will require considerable amounts of time, planning, and funding is far more difficult. Government executives and decision makers have political motivations, challenges and problems associated with capital projects, competing funding needs, and internal infrastructure goals. In an ever-changing political environment, considerations to accommodate and facilitate varying levels of understanding and interest in the project must remain a consideration.

It is important to involve other intra-municipal departments in planning and supporting the project. It takes special effort to educate and encourage participation in a positive way. Bring other organizational representatives into the process to solicit their input and ideas. Gaining the support of other department heads can occasionally be the turning point for convincing the executive decision maker that a

funding. High-level strategies are usually developed by an executive decision-making team, which in most municipal government cases, would include a city manager, law enforcement executive, director of public works, planning director and director of finance. The process may also include input from elected as well as appointed officials and the chambers of commerce.

**Example 1:** In California, a woman placed the Santa Ana Police Department's canine section in her will so that her estate funded their new facility canine kennels.

**Example 2:** In Chandler, Arizona, etching the names of project sponsors in the entry pavers helped to fund an officer memorial.

Marketing a law enforcement project should be carefully considered. Consider utilizing a large-scale social media campaign to garner support and involve the community and other stakeholders. Support for the project will often arise out of a sentiment that the facility betters the quality of life for the community, in addition to surmounting the agency's current facility deficiencies.

Educating specific public and private organizations, core constituencies, and governing body officials can take many forms and should involve the various appropriate contacts and liaisons within the department. Usually, executive management such as a city manager or law enforcement executive will handle these high-profile meetings and public relations events, in addition to the selected design team. However, consider involving members of the department who have positive relationships in the community. Ensure they understand the project and are able to carry the message and advocate for the project whenever possible.

To assist in this educational process, consider the following:

- Utilize a marketing approach to generate buy-in from department staff, community, and governing body.
- Present at community-oriented policing meetings and other public forums.

- Actively use social media platforms, television coverage, and local media outlets to publicize current facility problems and inadequacies (overcrowding, lack of detention space, lack of community space).
- Offer tours to educate participants on facility deficiencies (space, operations, security, infrastructure).
- Emphasize positive aspects of possible joint-use benefits.
- Focus on life cycle cost benefits of a facility with multipurpose uses.
- Emphasize the planning team's willingness to consider new ideas and recommendations from stakeholders.
- Emphasize community service center concept and how it can improve the quality of life for community members.
- Attempt to close any gaps between perceptions of the project (highlight "needs" versus "wants").
- Promote the facility as a crucial and useful tool to facilitate community-oriented policing.
- Provide "benchmarking" comparisons with surrounding agencies to identify size and amenities for facilities of similarly sized agencies and populations (to include current costs and costs adjusted for inflation).
- Educate the public on current construction climates and the risk of cost escalation should the project be significantly delayed.
- Educate the public on key differentiators in cost increases for a police facility as compared to a commercial building (security, ballistic protection, evidence/property processing environments, storm shelters, redundant building systems, holding areas, etc.).
- Create a "cheat sheet" for council members and the governing body—so they can more easily respond to constituent questions when the project is challenged.
- Publish the report of the building deficiencies and disseminate it to the public.

Last, do any further needed research. The community and governing body will both want to know specifics about the project that are not determined or final yet—for example, the overall expected cost. Be aware of the different methods through which the project can be funded and have recommendations ready based on the resources available.

## Obtain Preliminary Approval for the Project

Depending on applicable state statutes, local rules, procedures, and more, the facility project may begin to receive formal or informal feedback regarding project presentations from governing body members, municipality executives, project stakeholders, and community members.

This feedback will help to gauge current support for the overall facility project. It is hoped that by this stage, the planning team will have received initial feedback that indicates approval for and permission to investigate overall project costs, long and short-term financial obligations, revenue and grant sources, all well as all other fiduciary considerations to bring the facility project to fruition.

# PHASE II: PRE-PLANNING AND ANALYSIS

## Identify and Secure Planning Funds

The law enforcement executive should seek a reasonable level of initial planning funds from the governing body to initiate a more comprehensive facility needs assessment. Planning funds ensure that the groundwork for all future facility design work is reliable and derives from data gathered during the analyses. In order to do so, it is important that the law enforcement executive identify and understand relevant budget approval process(es) and timelines. Understanding this timeline will help the planning team set milestones and decision points to prevent funding delays.

Once facility deficiencies are documented and governing body support for the project is forthcoming, securing sufficient funds to conduct a comprehensive facility planning study becomes necessary. Planning costs will vary based on facility and department size and complexity. This expenditure, which may seem large to the governing body at the time of request, is the most valuable investment that can be made in the project. Planning funds represent the least amount of money that will be spent on the overall project while offering the most potential to ensure a successful project.

At this stage the department should obtain planning funds to

- confirm the commitment of the jurisdiction to a new facility project,
- allow the department to begin to expand the project team (use of consultants), and
- travel to model sites, as needed.

Requests for up-front planning funds are supported by the documentation of the department's policing philosophy and current facility deficiencies. The request can be based on the cost experiences of similar, regional departments who have already planned and designed a new facility, or by an architect that has provided similar services.

### Consider the following issues when making the request to the governing body for planning funds:

- Examine jurisdictional funding constraints and priorities.

- Clarify that front-end planning costs can result in decreased maintenance costs and later renovation costs.
- Front-end planning can expedite the project by providing project justification.
- Time the request to coincide with the governing body's yearly budget cycle or long-range capital improvements plan.
- Base consultant fees on scope of work and what is needed from the consultant.
- Obtain planning expenditure approval.

**When seeking funds for the planning stage, police leaders should refrain from making estimates of the anticipated design and construction costs. "Ballpark" estimates at this stage are frequently wrong, since they are not based on documented information and analysis. Estimates at this stage also become liabilities for the police executive and the department, whether they are too high or too low. The department should take the position that facility costs are not, and cannot be known, until the planning process is put in place and completed. Many projects have been jeopardized or adversely curtailed in scope by someone presenting a "ballpark" figure that becomes public or is used by leaders to gain approval for the that exact amount.**

During this stage, it is important to understand the primary funding sources of facility projects. It is rare that projects are paid for in cash, so generally, funding comes from

1. local government's operating funds;
2. local government's Capital Improvement Funds; or
3. through bonds, depending on the assets of the community.

Every community has a "bond rating." Bond ratings are important in determining the lending community's annual interest rates. Once such a bond is issued, it is important to calculate when it will best be used for revenue. Bonds can be used only for the particular reason they are originally raised and must be used within a certain time frame from

issuance. In other words, if a bond is obtained to build a facility, the planning team cannot place the bond into the town's "bank" and then purposefully wait 20 years accruing interest at a higher rate than is owed. This is a practice known as "bond arbitrage."

Any use of bonds should be implemented and communicated strategically. For example, one community might borrow a portion of the whole expected debt at the beginning, and once the end date is within the statutorily allowed time frame and while interest rates were low, they might borrow the remaining. It is important to seize on low interest rates when a community can borrow such an amount.

Understanding the bond process early in the project initiation can help greatly in facilitating support for the project. Questions about project financing will arise often and from all key stakeholders. Having the ability to forecast the possible payment methods for a long-term project—and developing a recommended path forward—will assist in both planning and securing support.

A brief overview of the bond process is as follows:

1. Work with the Treasurer or Finance Department to determine if there is an ability to borrow for the project. This means identifying if the community has the statutory authority both federally and locally to raise and appropriate such debt and to pay back lenders.
2. There are typically two types of bonds:
  - a. General Obligation
  - b. Revenue Bonds
3. Identify a competent Financial advisor to work on the bond project. Often, communities already have such an expert on staff, or they might work with attorneys who act as a "bond counsel."
  - a. The financial advisor will eventually facilitate the procurement and create the "offer statement" for a bond.
  - b. A separate bond counsel will then be used to review all documents for compliance.
4. Determine how and when it will be paid back.

## Establish the Planning Team

Before moving to the initial planning steps (site analysis, space needs analysis, and preliminary cost estimates), identify, select, and put in place a planning team to oversee the hiring of an experienced architectural firm or consultant with specific law enforcement facility planning and design experience. The planning team is created after the governing body has given consent to move ahead with facility planning and provided sufficient initial planning funds to do so. Creation of this team offers an opportunity to bring all stakeholders together and create a working relationship focused on the same goals.

The planning team provides the avenue through which all major planning, design, and construction decisions are made. The membership requires diversity and it influences the community buy-in and overall success of the project. The task of managing consultants and making decisions on complex issues falls to this group.

### Selecting a Police Department Representative for the Planning Team (Police Project Manager)

A police department project representative will be important during the entire project and may be either a police executive (usually the case with smaller agencies) or a designee, such as a commander, captain, lieutenant, civilian manager, or facility manager. Occasionally two may share the role, with a designee handling most of the tangible work and a chief managing the more sensitive, political aspects of the project, such as the concerns of citizens and council members.

If a police executive elects to utilize a designee as the department's representative, selection should be based on expertise, skills, and commitment. A background in project management, facility planning, and construction will be helpful. A genuine interest in learning and managing all aspects of a project, as well as being accountable for a project's success or failure, are strong selection criteria. The stronger the personal commitment, the better the project.

A successful PPM should do the following:

- Plan to stay with the project from pre-planning to move-in.
- Always know what is going on relative to the entire project.
- Attend all group meetings.



- Select and convene a planning team.
- Sit in on all transition task force meetings to ensure necessary work is completed within set timelines.
- Coordinate and schedule activities.
- Be capable of delegating assignments.
- Serve as a single point of contact and spokesperson for the department.
- Document the results of each planning session.
- Be a good listener and have a positive attitude.
- Build consensus among community agencies, members of the department, partners, planning committees and others.
- Ideally have some previous project design and/or construction exposure; some agencies/cities enlist the services of an owner's representative (Owner's Rep.) with prior experience.

Early selection of a dedicated and qualified PPM and project team is essential. Staffing and assignments can vary throughout a project—but commitment to common goals and teamwork are vital. And consistency across the team throughout the project can greatly increase the chance of success. It is very important to have consistency in terms of leadership and project commitment, project history, philosophy, police standards, established relationships, and knowledge of the project.

### Tips for the Agency Representatives

- The more planning up front, the fewer problems at the end.
- Don't assume architects or consultants know the department's needs. Get involved and work as a team! Don't let them work in a vacuum.
- Ask questions, expect answers.
- Don't expect to learn how to read drawings or understand all of the specifications. Rather, utilize other municipal staff such as the Building Official to review the design documents. Make sure to get satisfactory answers to questions on how the various spaces will function.
- Attend the IACP Planning, Designing, and Constructing Police Facilities Course.
- Form transition teams as soon as possible.
- Think proactively, not reactively.

- Don't assume to know everything about the department's needs. Request feedback from employees throughout the agency. Many architects utilize questionnaires that are filled out by staff as part of the pre-design process. This will begin the buy-in process.
- Don't develop tunnel vision. Focus on the big picture.
- Share and document what is learned so others can learn from mistakes and successes.

### Additional Planning Team Members

Additional members of the planning team may include sworn and civilian managers and/or employees, each representing a particular technical or operational point of view. This is especially necessary during design development and the later parts of construction. Other team members may include police front-line officers with special skills or an interest in architectural or construction projects. The duties of these members, as well as the size of the team, can vary as the project evolves.

Part-time membership may include organization representatives, such as the Purchasing Department who may be brought in during the acquisition process, a technology professional and IT staff member who can speak to current and future technology needs, a building maintenance representative to identify any city or agency "standards" and offer insight on the facility's mechanical systems and interior finishes, a fire marshal to speak to jurisdictional codes, or public works staff who specialize in off-site work or underground utility information. Ad hoc groups may be added to the planning team at various times to provide additional information. Community members with specific expertise and interest may also be on the planning team as necessary. Project architects and consultants, if brought on at this stage, should be considered an extension of this team.

**A Note on Public Works:** New construction, adaptive re-use, large expansion, and extensive renovation of police facilities typically are assigned to a public works or facilities department once they become formalized and recognized as capital projects. Public works projects are usually supported by a public works agency project director and/or capital projects team. If the department of public works develops a project team and appoints a project director, the PPM must play a major role on this team, while at the same time continuing to head up the police-specific planning team. In these cases, the planning

team becomes a vital technical user/subcommittee of the public works team. If the project becomes headed by public works, or facilities, then this subcommittee will relay their input through the PPM.

Whether the planning team is public works or police-based, the formal organization of a project team needs to be clear so that everyone is aware of the existing and agreed-upon structure. Public works departments and their structures already exist within most municipalities. However, if the planning team remains police-based, determining a clear governance structure and decision-making process for the team are critical to clarifying roles and authority. While major decisions affecting project approval, funding sources, and architectural or construction contract award are usually reserved for the organization's executive decision makers and/or elected officials, most cities, counties, and states have laws pertaining to the awarding of contracts and use of public funds that establish a set process to follow. Again, each project varies, but this needs to be discussed up-front so all team members understand and agree to the process and their responsibility to make certain decisions, whether they relate to design, budget, location, furnishings, public relations, selection of architects, contractors and consultants, or acceptance of product submittals.

Other items the planning team should consider include

- developing a consistent consensus and decision-making process,
- ensuring this group directs the project from start to finish,
- ensuring consistency across team and in team decision-making/messaging,
- utilizing one spokesperson, and
- maintaining a consistent procedure with all partners.

Project management is the key to any project, especially one as vital, detailed, costly, and politically sensitive as planning, designing and constructing a new police facility. Careful selection of a police planning team can mean the difference between project success and failure. Each team member must understand and agree to the actual time commitment involved. A three-to-five-year undertaking is normal. This could easily be extended depending on the size and scope of the project. When finalizing the initial planning team, be clear about the time commitment and work required of team members, as well as their authority

to make decisions and involve other members from within and outside of the team.

### **Role of Architectural Consultants on the Planning Team**

Qualified architects and consultants experienced in design and construction of law enforcement and public safety facilities play a key role on the planning team. Typically, they take the lead in

1. conducting a site feasibility study,
2. completing a formalized space needs analysis, and
3. developing preliminary budgets for the project.

References of qualified architectural firms or consultants can usually be gathered from online searches and/or police departments who have recently gone through the building process. Attending law enforcement conferences and trainings, such as the IACP Planning, Designing, and Constructing Police Facilities training, is another way to identify architects specializing in the design of public safety buildings.

### **Hiring an Architect**

Most government organizations utilize a request for proposal (RFP) or a request for qualifications (RFQ) process to engage an architect. Each process has similarities to the other; however, each has its own particular strengths and should be considered depending upon the project being proposed. It is important to note that at this stage, consultant selection may be only for the initial space needs analysis and site evaluations. The major difference is that an RFP will ask for qualifications and a fee while an RFQ will request a firm's qualifications.

Selection of the architectural team to design the new facility may or may not be connected to the selection of the architect or consultant chosen previously to produce a space needs analysis, select a site, and develop an initial project budget. Some jurisdictions make it clear in the contract for the space needs analysis that the architect chosen will not participate in the actual design, with the intent of balancing biases. Other jurisdictions find it best to contract with the planning phase architect or consultant for the purpose of project continuity and because the pre-design architect has already developed a good understanding of the department and its operations. Selection will be affected by the type of design and construction delivery approach chosen by the team.

*Note: Each jurisdiction must confirm architects' acquisition protocol for "professional services" with their legal counsel and purchasing departments.*

Selecting an architectural firm or consultant to conduct initial analyses is usually accomplished through an RFP or an RFQ using a qualification-based selection (QBS) writing and review process. It is important that the PPM be highly involved during this process. As mentioned previously, there are times when a department might not have the resources to devote a full-time or even part-time representative to the project. When this is the case, departments often hire a consultant or individual to act as the "Owner's Rep." or a liaison between the police department and hired architecture firm or other relevant consultants.

**RFP – Request for Proposals:** An RFP bases architect or consultant selection upon a presentation of the proposed project's scope of services set forth by a particular firm, using a set of evaluation criteria and scoring sheets. It also outlines the firm's qualifications to handle the particular project. Fees are sealed and not opened until scoring is completed and firms are ranked. Fees are then considered as part of the final selection process weighed with ability, experience, and other selection criteria.

**RFQ – Request for Qualifications:** An RFQ bases architect or consultant selection upon the qualifications of a particular firm to perform the required services, using a set of evaluation criteria and scoring sheets. Once considered properly qualified, selection can continue or proceed directly into fee negotiation with the firm considered most qualified, (similar to the RFP process). The RFQ is generally based on the QBS processes established for federal procurement under the Brooks Act of 1972.

**QBS – Qualification-Based Selection:** A QBS bases architect or consultant selection upon the qualifications of a particular firm using a set of evaluation criteria and scoring sheets. The emphasis is on matching the qualifications of firms to the police agency's needs, rather than comparing one firm to another. Firms are rated by qualifications. Interviews are held with the top three or four firms, and a final rating is established. The agency will then negotiate a mutually agreeable fee with the highest rated firm. If no agreement on fees can be reached, the agency would then negotiate with the second rated firm.

The RFP or RFQ document is usually written, advertised, and released by the purchasing department in conjunction

with the organization's public works or capital projects department. Obtaining copies of comparable documents from local agencies that have recently built similar facilities is encouraged. A PPM should ask to review the document prior to its release, thereby ensuring the needs and viewpoints of the agency are clearly expressed. These documents should include minimum qualifications for proposals, such as prior size and scope of previous police projects, former PPM references, demonstrated comprehension of the applicable policing philosophy, etc.

A PPM should carefully read over all submitted information from architectural firms offering proposals on the project, contact their listed references, and visit sites designed by the firms, if possible. It is not uncommon to have the highest-ranking firms present their proposals and credentials to the selection committee. This can enhance the selection process. A PPM should be a major decision maker in the selection process to ensure department needs are represented and the quality, philosophy, and personality of the architectural firm or consultant team meet the needs of the project.

Selecting the architectural firm to complete the project is a complex task. Smaller local architects provide a level of familiarity and comfort, as well as a history of completed regional projects important to any client. Larger firms, particularly those based in larger cities distant from the client jurisdiction, may bring national expertise in the law enforcement design arena, but can also be entirely unknown to the client. Teams that blend local architectural firms with nationally experienced police facility consultant architects are a promising option.

For smaller projects, a local qualified architectural team may be sufficient. In cases where there is not a local firm experienced in police facility design, an experienced consultant joining the local architect is recommended. Occasionally, larger police projects will require the recruitment of combination teams, such as a local, architectural firm developing a partnership or joint venture with a nationally experienced police facility specialist. This will allow for a local presence, while offering the experience of a larger architectural company. In any size project, it is important to hire an architectural team with experience in designing similar law enforcement facilities.

Key criteria to consider when selecting an architectural team include

- recent experience with law enforcement facility projects;
- experience of proposed project team members;
- good listening and teamwork skills;
- personal chemistry or comfort level;
- flexibility and creativity;
- solid, experienced organization with a good reputation;
- preliminary plan for design process and possible alternatives;
- size of firm and years in business (at least five years);
- reference checks; and
- pending work on other projects (availability).

The techniques and approaches used by architectural teams will have a significant impact on the outcome of the project. The best technical skills are only as good as the architect's ability to employ and articulate them. If an architectural team cannot establish rapport with a client, they cannot effectively use their skills to serve that client. The jurisdiction's selection team must ensure the department hires the best-suited architect. The selected architect must ensure a successful design that meets law enforcement agency needs.

As stated before, having current knowledge and experience in the design of law enforcement facilities is an essential requirement of the architect or architectural team selected. The law enforcement agency must carefully assess architectural team qualifications to identify those teams with the most relevant experience.

Selection of the architect will mirror the RFP or RFQ formats. Once the selection is official and an architect is hired, the agency's representative will merge the architectural team into the planning team as soon as possible through a series of meetings and discussions. Whichever competitive selection process is chosen, the jurisdiction should take great care to evaluate competing firms on their knowledge, skills, and abilities and then develop a short list of potential firms.

If an RFP or RFQ process is mandated by law or through jurisdiction preference, the agency should keep in mind that selection focusing on a low bid might not be required and can be of concern. Firms lacking expertise

may submit uninformed proposals at lower amounts or offer discounted packages to conduct both the needs assessment and future design services. Be cautious of these proposals and ensure the firm is qualified to design a facility that meets the complex and technologically advanced operational needs of the agency.

## Conduct a Space Needs Analysis

Conducting a formal space needs analysis is an important first step toward defining the scope of a facility project and developing accurate preliminary cost estimates. Hiring an experienced architect or consultant familiar with law enforcement needs is crucial to obtaining a detailed analysis addressing current and projected space needs.

A formal space needs analysis is required for any project to move beyond a conceptual stage and into a more defined phase. A thorough space analysis must demonstrate the inadequacies of a current situation and offer reliable estimates of current and projected space requirements based upon industry standards, policing trends, and client growth. An experienced police facilities architect can accurately gauge and assess where inefficiencies have slowly crept into operations on an aging and inadequately sized and organized facility. Information gathered during the previously recommended organizational or operations assessment should guide the space needs analysis so that space needs do not unnecessarily alter operational processes. Quality data collection must take into account the comments, requests, and needs of the department, but take into account the likelihood of agencies to view the possibilities for the new facility "through the eyes of the old." The role of a qualified architect can be to shed light on operational improvements available through better facility organization and concepts.

## Utilization of Space Standards

One area that affects all space needs analyses is the determination of square footage allocation per occupant, certain rooms, offices, workstations, and so forth. These sizes can vary with each project as demographics, organizational philosophies, functional needs, and other issues impact each agency's needs. While there are some minimum standards set by law and/or accreditation agencies as to jail and holding cell sizes (state boards of corrections and state court requirements) and circulation area standards (Americans with Disabilities Act and fire codes), there are no absolute standards for offices,

workstations, or locker sizes. Each individual agency must examine its own needs while keeping in mind the standards utilized throughout other governmental offices and law enforcement facilities.

Once established, office and workstation square footage standards will be used as a basis for space allocation during the facility assessment planning process. Other areas, such as roll call or briefing rooms, lunchrooms, and conference rooms, may be determined by room occupancy needs and growth factors.

## Preparing for the Space Needs Analysis

### *Agency Background*

The following information is critical and must be shared with the architect/consultant to ensure an accurate analysis.

- Policing philosophy
- Organizational hierarchy and organizational chart
- Current and future department goals
- Jurisdictional strategic plan (mission, goals, objectives)
- Current and future staffing projections
- Department history
- Key personnel to be interviewed
- Arrests and calls-for-service data
- Prevalent types of crime within the jurisdiction
- Data collected from a client facility needs questionnaire
- Space needs of the agency by function (sworn/civilian staff, justice agency staff, and citizens/visitors)

### *Existing Facility (if renovation or expansion is being considered)*

The architect or consultant must understand the layout of the existing department's current facility as well as building codes within the jurisdiction. This information may affect a recommendation to renovate or expand the current facility. Data gathered on the current facility and relevant building codes will include the following actions:

- Review updated floor plans of current facility.
- Review civic center master plan.
- Review zoning, planning, and building code issues.

- Assess compliance with Americans with Disabilities Act (ADA) criteria.
- Evaluate technological systems.
- Evaluate structural systems.
- Evaluate HVAC systems.
- Evaluate plumbing system and fire protection.
- Evaluate electrical and telecommunications systems.
- Assess environmental deficiencies.
- Conduct walk-through of current facility.

### *Future Trends*

Conducting a space needs analysis requires an understanding of future policing trends, as well as specific department needs and preferences. The architect or consultant must do the following:

- Examine future trends and needs such as
  - legal changes that mandate adult and juvenile arrestee/inmate space needs, additional evidence storage capacities, space for mandated officer training, etc.;
  - planned department growth; and
  - impact of grant-financed programs, task forces, and regional enforcement groups.
- Identify preliminary adjacency requirements for each section and department.
- Identify current, future, and potential shared uses, such as custodial exchange, public safety use, firing range, and classroom training.
- Assess parking and vehicle storage needs for police department staff vehicles, employees, visitors, deliveries, repairs, evidence pickup, police auction space, and ticket sign-off area.
- Identify associated growth factors into all calculations.

### *Technology Needs*

The rapidly changing information technology environment continues to impact design, space requirements, and equipment specifications for facilities. Consider conducting a formal technology needs assessment in addition to or as part of the overall organizational assessment. A new facility is the best time to review the status of each technological system and piece of equipment in use and consider opportunities to improve connectivity between

existing and/or new systems. The following should be closely scrutinized:

- Size, quantity, and location of communications room(s) and potential for Emergency Command Post
- Access floors and ceiling heights
- Larger computer staff and equipment areas
- Computers for training and continuing education
- Computer/forensics crime labs
- Officer information technology equipment storage needs
- General storage needs for high-tech gear
- Wiretap rooms and associated equipment
- Satellite uplink-downlink needs
- High-tech driving or firearm training areas
- Lobby space for computerized interactive citizen participation
- Teleconferencing areas
- Crime task force computer needs
- Technological needs at firing ranges (computer simulation equipment)
- Proper HVAC and ventilation for electronic and technology equipment and evidence storage and processing rooms
- Workstation quantity and sizes for additional tech items
- Electronic storage strategies and solutions for body-worn cameras, social media platforms, surveillance cameras, evidentiary capture video and audio, increase in interview rooms settings, and so on

Examination of prior police facility planning efforts shows that many of the areas listed above, while critical to the policing function, are often overlooked during space needs analyses. It is critical that the police agency ensures that the architect or consultant is aware of all of the agency's possible space needs before completing the analysis.

The PPM should continuously help the team re-examine, refine, and redirect the project. As information is collected, it can change a project's size, scope, budget and direction. It is important to include all key stakeholders in the decision-making process. Technology's role in day-to-day law enforcement requires an IT specialist be included in the planning team. At a minimum, IT staff should be introduced to provide recommendations at the earliest project stages. Other important representatives are those

overseeing and managing facility maintenance upon occupancy. Adequate space allocations for custodial work areas, product storage, cleaning equipment, motorized equipment necessary for replacing lights or changing filters, and repair shops are often overlooked in the development of a space needs analysis.

Since the new facility may be in use for a life span of 20 or more years, projecting future growth is an essential part of the space planning stage. Space must be allocated to anticipate changes in staffing levels, programs, and the changing demographics of the service population. While determining future needs is difficult, jurisdictions can sometimes use past history of change (typically the last 20 years) to estimate future growth. In other locations, recent and anticipated community development can directly impact the need for increased police services and required facility space.

The results of a space needs analysis will determine the size of a facility, which usually sets the budgetary limits of a project. The planning team should remain flexible and open to new ideas and changes, exploring all options for workable space alternatives.

## Conduct Site Evaluations

Careful consideration must be given to the size, location, and flexibility of any existing or potential facility site. Site selection determines the maximum footprint or size of the facility and must, therefore, meet all space needs requirements. Site location determines accessibility of the police facility to other government staff, the public, and police officers.

Site evaluation and selection must be carefully considered whether exploring the possibility of renovation of an existing facility, acquisition of an adaptive re-use facility, or new construction. According to real estate investors, a primary rule in selecting property is location. This is also true for police facilities. There are many essential components of site evaluation:

- Cost of land
- Cost of site development
- Size and shape of site
- Potential for multiple uses
- Public access to site (vehicular and pedestrian)
- Visibility and views

The following is a checklist of areas that might be included in the space needs analysis. It is generic in nature, and will need to be adjusted (addition or deletion of areas for study) based on local needs:

### Administration

- Executive office, restroom, conference room
- Staff offices
- Reception areas
- Professional standards and internal affairs
- Secured file storage/personnel records
- Personnel interview and testing rooms
- Legal advisor office, law library, etc.
- Management information system
- Planning and research areas

### Public Areas

- Community room
- Front desk with ADA accessibility
- Lobby
- Report writing rooms off of Lobby
- Records window if separate from front desk
- Bathrooms
- Interview room
- Vending machines
- Media briefing area
- Any required public awareness materials

### Staff Facilities

- Locker rooms with showers, restrooms, or open lockers with individual shower/toilet/ changing rooms
- Fitness center
- Defensive tactics room
- Firearms simulator training room
- Conference rooms
- Lunchrooms, coffee areas, or open "Hub Zones"

- Electric cart and bicycle parking
- Large trash storage
- Restrooms and lounges

### Communications & Dispatch

- Dispatch consoles and offices
- Emergency operations center
- Break room and restrooms
- Training/briefing room
- Lockers and storage

### Forensic Laboratory

- Staff office and file areas
- Evidence processing areas
- Ballistics processing areas
- Computer crime lab equipment (and special computer needs)
- Officer counter
- Evidence temporary lockers
- Biological drying cabinets
- Vehicle examination and short-term storage (evidence) area
- Equipment storage areas

### Evidence

- General evidence storage
- Weapons storage
- Narcotics storage (special ventilation)
- Evidence lockers - DNA/biological storage
- Public counter
- Officer counter
- Bicycle storage
- Freezer and refrigerator storage rooms
- Arson storage
- Hold areas for auction or destruction
- Office areas
- Safety precaution sinks, restrooms, etc.
- Large item return for citizens

### Site

- Visitor parking
- Employee parking
- Secure marked and unmarked police vehicle parking
- Automobile storage
- Safe swap zone

### Investigation

- Staff offices
- Reception areas
- Secured file storage
- Controlled hard and soft interview rooms
- Child abuse interview rooms
- Controlled suspect restrooms
- Gun lockers
- Undercover locker rooms
- Informant entrance
- Briefing room
- Equipment storage rooms (e.g., narcotics, money)
- Large item booking area
- Tape equipment room
- Polygraph room
- Victim ID area (computer graphics)
- Task force needs
- Line-up and viewing room (detention)
- Hoteling offices for outside agencies
- Victim Advocate Office
- Crime Analysis Office

### Patrol

- Briefing/roll call room
- Report writing room
- Clothes and equipment lockers
- Secured sally port
- Evidence packaging areas
- Audio/visual tape equipment

- Watch commander offices
- Juvenile holding rooms
- Armory
- Supply and uniform pickup area
- Sleep center
- Uniform dry cleaning drop-off/return

#### **Records**

- Public counter
- Officer counter
- General office areas
- Report copying area
- Micrographics/optical disk area
- Hard copy records storage room
- Supply storage

#### **Traffic**

- General office areas
- Public counter
- Motorcycle parking
- Citation data storage
- Accident investigations interview rooms
- Citation sign-off parking area

#### **Training**

- Firing range and gun-cleaning rooms
- Training equipment storage rooms
- Ammunition and target storage
- Classrooms
- Video training viewing areas
- Department weapons storage

#### **Maintenance**

- General storage rooms
- Electrical rooms
- Server rooms
- Janitorial rooms
- Building maintenance storage and repair rooms
- Delivery/loading dock area
- Vendor repair parking

#### **Other General & Specialty**

- Central supply warehousing area
- Main computer and IT rooms
- Computer staff offices and storage
- Specialized computer training rooms
- Fiscal, payroll, purchasing areas
- Crime prevention areas
- DARE program needs
- Surplus uniform and equipment storage
- Employee mailboxes
- Electric vehicle recharge station
- Trophy and award storage
- Copier, shredder, mailrooms
- SWAT weapons and ammo storage
- K9 office and kennel
- Animal control storage and offices



- Proximity to other governmental functions
- Response to citizens needs and concerns – a neighborhood context
- Travel and mileage issues
- Positioning of new facility on site
- Security
  - Adequate site to permit sufficient building setbacks
  - Away from railroad tracks handling hazardous cargo
  - At least two means of ingress or egress for police vehicles
- Noise and traffic impact
- Expansion possibilities
- Former use of identified land
- Possible ground contamination
- Possibility of locating artifacts during site preparation and excavation
- Zoning
- Utilities/easements
- Topography/geotechnical/soils
- Waterbodies/wetlands/floodplain/stormwater control
- Infrastructure improvements
- Impact to current tax rolls by taking the property
- Satellite/cellphone coverage and improvements
- Accessibility to mass transit

### Acquisition of a New Site

Several acquisition issues must be kept in mind. The first is cost. Are the sites being considered priced reasonably given jurisdictional budgetary constraints? Are the site owners willing to set up a reasonable timetable to acquire the site? Have EPA and other studies (e.g., geotechnical) been completed, and are reports available?

Site selection is occasionally imposed upon agencies when government organizations already own a new site they want to use. The site itself will dictate the maximum footprint of a facility. Occasionally, site selection will involve multiple sites until one is finally decided upon. All sites must be examined carefully for needed characteristics, functions, and detractors. The planning

team should remain flexible when viewing all sites as potential selections.

Site selection can also be difficult if other jurisdictional priorities intervene. Many cities are now “built out.” Buying land on the outskirts of town is no longer feasible. One community may want to site the police facility centrally to buttress a declining downtown. Other communities similarly concerned with adaptive re-use may want to use the old junior high as a primary site consideration. In other areas, decentralization and/or regionalization are strong themes and would impact and possibly limit the range of sites a department can consider. Police facility site selection in larger cities may have to begin with the completion of an organizational strategic plan to determine whether the correct long-term solution is one single building or a number of strategically placed new buildings.

Expansion or extensive renovation of a current facility can necessitate the acquisition of adjoining land. Occasionally this may be difficult. Owners of adjacent property might not want to sell. Further, the expansion of the current site might not offer the optimum setting or security. All of this needs to be considered if expansion or facility renovation is being considered as a viable option. Departments should work with their governing bodies to consider re-use of any vacated buildings.

Political and executive project commitments to the community and police department, such as site and facility size, joint use, jail inclusion, security, and building positioning and location, may be unachievable due to limitations of available sites or sufficient funding for site acquisition. Continued investigation of additional sites may be necessary, which can delay a project. Site selection delays can in turn affect project momentum and costs which may increase with time.

### Develop Preliminary Project Budget

Once the space needs analysis has been reviewed and approved by the planning team, and possible site locations have been considered, an initial project budget can be established. Using the gross square footage developed in the space needs analysis, the architect/consultant will work with the PPM to put together an initial projection of the project’s cost. Using unit square footage costs, the architect will apply the projected space needs of the department to identify an initial projection of construction costs if building a new facility. This projection, along

with the space needs analysis, will be data to present to the governing body to help confirm that the project is within budget.

In addition to construction costs, the architect will add an allowance in the budget for “soft costs.” These costs will include furniture, fixtures, and equipment (FF&E), agency costs, professional fees, security equipment, IT requirements, and other specialized items that may be identified during this process. A simple rule of thumb is that “soft costs” will be in the range of 20 percent to 25 percent of the construction costs.

Appropriate allowances for design and construction contingencies will be included in both the construction and soft cost projections, as will estimated inflation and escalation costs based on the projected construction time frame. Subsequent cost projections will be made after the pre-design phase is complete.

## Obtain Approval to Proceed with the Project

With the needs assessment and preliminary cost projections finalized, the project is ready to receive official approval to move forward with formal site selection and facility design and construction. This is a critical step as it will likely lock the project into a specific funding amount and mechanism to be used. If properly managed to this point, the project should have organizational supporters as well as community champions. These groups should be tapped to push the approval across the finish line. Building on the enthusiasm and commitment for the future will help the inevitable restraint of committing to the project and its associated cost.

**If properly managed to this point, the project should have organizational supporters as well as community champions.**

Seeking approval from the appropriate governing body should be used as an opportunity to sell the value of the project and its impact to the community. Few governing bodies want to get into the minutiae of a project, but rather want to understand its value to the citizens and employees. Remember to compare the existing condition to the anticipated future state. Use images of similar facilities to help others see the vision for what they are approving. Have the entire team participate in the

presentation by focusing on their areas of expertise to help demonstrate the thoroughness of the planning.

## Evaluate Facility Options

Once approval to move forward with the project has been received, it is time to evaluate the facility options. There are three basic options when considering replacing an existing police facility: renovation of the existing building, acquisition and adaptation of an existing non-law enforcement facility, or new construction. Renovation of an existing facility may become a more realistic option if space was previously shared, and the other entity sharing space with the department has moved out. Comparing capital and life-cycle costs for each are essential to determine the most cost-effective use of public funds.

The space needs analysis will have identified the various functional components, adjacency requirements, security needs, movement and flow between components, and individual area requirements. This analysis data forms a solid foundation and benchmark for analyzing available facility options and evaluating the extent to which each option can be successful in meeting the identified needs.

The preferred choice is selected as a result of the analysis of each available option’s ability to meet identified programmatic, functional, and space needs. Each option must meet the criteria established in that jurisdiction. Beyond meeting basic square footage requirements, examples of facility evaluation criteria may include answers to the following questions:

- Does the facility have the ability to meet “essential services” of building and structure code requirements?
- Can the project deliver the required space identified in the space needs analysis?
- Have group components been combined for efficient operations (needed adjacencies)?
- Is there needed security zoning provided?
- Was separate public, staff, and prisoner movements considered?
- Does the project achieve desired community-policing image?
- Is there the ability for future expansion?
- Has the ability to accept new technology systems, furnishings, equipment, etc., been considered?
- Is there sufficient parking for staff and public?

- What is the adequacy of mechanical, electrical, and technology support systems?
- Can this facility option be acquired or accomplished within capital budget constraints for renovation or new construction?
- Does the facility support cost-effective operations and reduce long-term life-cycle costs (for example, staffing, energy, maintenance)?
- What is the duration required for implementation?
- Do you need to consider interim relocation and phasing needs and related costs?
- Does the facility have visibility and accessibility to the public?

Many of these criteria will require professional input by an architectural and engineering consultant experienced in law enforcement activities and facility needs assessments, especially for mechanical, electrical, and plumbing engineering (MEP) system review. Throughout the facility option evaluation process, police input is crucial and police needs should be the primary influence for decision-making. The general characteristics of the three basic facility options are reviewed below.

### Option 1: Renovate the Existing Facility

This is frequently the first option considered. In many cases, however, the existing facility may be small, deteriorated, or so obsolete that there is no reasonable ability for it to be adequately improved. In these cases, attention can immediately move to the next two alternatives: acquisition of another building for adaptation or new construction.

In those cases where it is not obvious whether the existing facility could be successfully renovated, its re-use and improvement should be explored. In many cases, government officials will not consider a new construction project, or acquisition of an alternative facility, until the inadequacy of the existing building is clearly demonstrated. If so, each of the criteria cited above needs to be considered as well as any other that may emerge. Since nearly all building codes require police facilities to conform to structural requirements for earthquakes or high winds, it is often not cost effective to expand a nonconforming building. For example, the International

Code Council (ICC) has identified police facilities as one of the five building types that must be built with a storm shelter when located in a 250-mph wind speed zone for tornadoes.<sup>1</sup> Codes for public safety buildings are generally higher than for other buildings, and new building codes may require extensive security measures that the existing building cannot accommodate (for example, having a rated tornado shelter to house and protect all staff in the event of an emergency).

Existing facilities often fail on the criterion of adequate space. In most cases increases in police services and personnel have not been accompanied by increased space to support them. It is common for police department staffing and operations to have expanded significantly along with community growth since the time the existing facility was built or acquired. In many cases, an existing police facility may provide very little of the total required space that a detailed space needs analysis will recommend after including the application of standards.

Older police buildings often permitted the public to “walk-through” operational spaces, whether going to the executive’s office or to the Investigations Department. Secure separation between police operations and the public is a primary design goal of all new law enforcement buildings. Secure separation between employees, the general public, and prisoners who have been brought to the facility for holding, fingerprinting, or an investigative interview is another. It might not be possible to develop an updated workflow within the existing facility that provides the necessary separation between the public and police.

### Option 2: Acquire and Adapt Another Existing (Non-Law Enforcement) Building

Specific local circumstances will govern whether this is a feasible or attractive option. The recommendation of the space needs analysis, or space program, will indicate the amount of space needed. Caution should be taken to ensure that the “useable” space in any facility under consideration is equivalent to that which the space program has identified as needed. The distinction here is between “net” square footage and “gross” square footage. The “net” space is that which exists “between the walls, paint-to-paint” in particular functional areas or the amount of space that can actually be used for the tasks or functions. The “gross” space is the total building area after

<sup>1</sup> “Highlights of ICC 500-2014, ICC/NSSA Standard for the Design and Construction of Storm Shelters.” *Highlights of ICC 500-2014, ICC/NSSA Standard for the Design and Construction of Storm Shelters*. FEMA.gov, [www.fema.gov/media-library/assets/documents/110209](http://www.fema.gov/media-library/assets/documents/110209).

allowing for such features as corridors, stairs, elevators, mechanical, toilets, structure, and wall thicknesses. The total gross area offered by an existing building is not going to be entirely available for police operations. A professional feasibility analysis will be required to determine this relationship. This analysis is typically completed during the needs assessment process by a team of engineering and architectural experts and can be requested as part of an architect or firm's space needs analysis proposal.

The configuration of existing buildings not originally designed as police facilities may compromise quality, efficiency or even security of police operations. For example, a multistory building with its space uniformly distributed over two or more floors may force some police components to be separated from other units with which they work closely. This means that staff may spend more time traveling between units, reducing their efficiency. It can also mean that needed interaction between staff is discouraged by the building configuration. In a local law enforcement facility, the majority of the operational components will benefit from a main level (street level) location. For example, the movement of prisoners between floors is generally less desirable from a security, operational efficiency and staff safety viewpoint—and may require a dedicated elevator. Similarly, patrol operations benefit from easy access to and from vehicular areas.

Another important configuration issue, even with a one-story building, will be the actual shape of the existing floor plan. The proportions of the existing floor plan will determine how needed space is arranged. Will staff workspaces have windows? Will separations between public, staff, and prisoner movements be possible? Where is the existing building located on the site? The existing building configuration and location may pose challenges for movement flow and security. Adapting a retail store or office building, with parking in front, does not typically function well—since a police station needs most of its parking in a secure area behind the building. Necessities such as hardening measures, cutting in new windows, and removing large areas of flooring for new plumbing can all become cost-prohibitive and decrease the viability of adaptive re-use of a non-law enforcement facility.

After the use potential of an existing building has been determined, the evaluation needs to determine whether any compromises from optimal relationships are created. The physical size of an alternative building being considered for law enforcement use, in relation to the

amount of needed space, will not be the only consideration that determines its desirability or feasibility.

If the choice is made to re-use and renovate a non-law enforcement facility, any compromises made or expectations regarding future renovations should be clearly documented. Often assumptions are made that necessary alternations and long-term fixes unable to be implemented in the original design plan will be evident to future agency leadership. These compromises, expectations, and future renovation considerations should be documented so that successive commands can easily reference them when funds become available to continue renovation.

### **Option 3: Construct a New Facility**

In both the renovation and adaptive re-use options, the greatest concern is that making use of an existing building may force an agency into a facility configuration that requires compromises in the quality, efficiency, and even security of police operations. Thus, it is usually helpful and cost-effective in the planning stage to compare and prioritize the features that can be obtained with new construction against those that result under either or both of the two previous options. If for no other reason, this should be done in order to see what the difference in cost would be between the choices. This information could be instrumental in tipping the scale in one direction or another, or in making it a very clear choice.

When comparing the feasibility of a new facility versus renovation or adaptation, it is not necessary to develop a detailed design for a new facility. It is normally sufficient to take the total gross square footage that has been developed in the space program at an average cost per square foot according to recent construction cost experiences for similar buildings in the geographic vicinity. An allowance should be added to this cost for site acquisition (if any), site work, professional fees, and other project expenses. This comparison and analysis are typically conducted during the needs assessment process by a hired architect or firm, in conjunction with the firm's team of engineering consultants and other relevant government staff. In those instances where the feasibility of one or more sites is in question, it will be necessary to conduct a sufficient amount of design analysis to make the site determination. Parking and movement requirements should be considered in addition to the building footprint.

The new construction option brings with it the ability to design a facility that can respond directly to the local law enforcement agency's policing philosophy, mission, and goals. It allows projected needs to be anticipated in the original design—so they can be accommodated adequately or with minimal disruption when they arrive. This calls for an overall master planning strategy to be developed at the earliest conceptual phase of architectural design work. It also allows for the integration of future growth strategies, both internally and externally.

One benefit of building a new facility is the freedom to be creative in the design phase. The architect and planning team can consider any number of innovative approaches to facility design since they are not constrained by an existing shell. Such innovative designs typically maximize facility response to police mission, citizen access, and overall facility efficiency.

Important budgeting information will result from the options analysis previously discussed. Depending upon the source of the funds for construction or remodeling, this budget assessment may establish the basis for a bond referendum or the formulation of local capital funding allocations under recurring operating revenues.

### **Compare Capital and Life-Cycle Cost**

The decision to re-use and expand an existing facility may be driven more by site considerations than the value of the existing structure. The ability to stay at the existing location eliminates the cost of site acquisition and the existing facility may offer space that has value in a renovated form. The decision to stay could also be driven by the community and/or leadership to maintain the civic presence in its current location, or in some instances to show support for redevelopment or economic development of the surrounding area.

When evaluating an existing facility for renovation, other criteria are likely to arise. Among these are the existing mechanical, electrical, plumbing, and technology support systems. In a facility that is 20 or more years old, these systems may be obsolete or inadequate. This means that the cost of replacement must be considered in the existing or new building. If extensive interior renovation is required, the cost of new partitions, doors, security systems, finishes, and equipment can be as great or greater in an existing building as they are in a new building. In the event of extensive renovation, the only retained value of the existing building may be the building structural and

exterior enclosure. Foundations and substructure are in addition to this “frame.” The enclosure may require new windows, roof, and doors to extend the building life.

The evaluation must consider whether functionality is compromised by the configuration of the existing facility. Apparent cost savings achieved through renovation must be compared against potential reduction in staffing efficiency and quality of services delivered to the public as a result of facility conditions. The evaluation of options is completed by law enforcement and the architect or consultant to arrive at an accurate recommendation.

Lastly, departments should consider the costs and security concerns associated with relocating personnel, evidence, and prisoners during the renovation of an existing facility.

### **Justice Complex/Multi-Agency Approach**

While construction costs continue to increase, shared use is a consideration to gain public and political support for new facility projects. Some agencies have discovered that incorporating other government or justice needs into the design of a facility, such as other municipal functions, court-related functions, probation offices, fire department, communications, juvenile diversion centers, city council chambers, etc., can make a project more appealing and cost-effective. Using the community-oriented policing philosophy as a foundation for early planning decisions allows for an inclusive perspective that considers all public safety needs, as well as other related joint uses. For instance, recreational or community centers add more community-oriented options for facility use.

The police facility planning team should take the time to brainstorm possible shared uses that meet or exceed department needs. A creative approach should be used, and input from others should be solicited. Often, government approval boards allow departments to include additional areas within a facility's design if they can show an important dual use and improved community profile, revenue generating capabilities, or a feature that would add to a facility's justification. Placing another public use facility at the same site as a police facility may be considered unusual; however, for some municipalities, it may be a selling point that a new facility needs in order to receive funding. Other municipalities prefer a stand-alone police facility for security and smaller project scope.

A good example of shared use options includes the co-location of police, fire, communications, and EMS into one

public safety facility concept. Another example is a city or county law enforcement agency and a medical examiner or coroner located together. There are also many shared programmatic areas that several agencies in a public safety facility can potentially share (for example, vehicle storage/parking needs, training area, locker rooms, media, and communications). Cost savings through common use can be substantial; however, saving should not be sought at the expense of public safety.

Many police agencies that are heavily involved in community-oriented policing are now participating in multi-jurisdictional task forces to focus specifically on areas such as gangs, drugs, illegal weapons, terrorism prevention, human trafficking, and more. These joint task forces are usually made up of officers from different local, state, and federal agencies and need to be considered when determining current and future space needs (to include potential collaborative spaces and fusion centers).

One option is to have the police department spearhead facility planning, design, and construction for an entire site that will house additional tenants in the future. This can be seen by citizens and leaders as forward-thinking and progressive, providing future growth strategies and utilization of a shared investment. It also allows the law enforcement agency to make decisions that accommodate its security and operational needs, with the foresight to accommodate other agencies and/or civilian staff and, it can be hoped, facilitate a seamless and cost-effective integration of future facilities and personnel.

Shared use facility concepts may also have drawbacks. In particular, the police executive should carefully consider citizen attitudes about public facilities. In some jurisdictions, voters are very likely to pass a bond issue to build a properly sized, practical, and efficient police facility. But when the bond increases to larger proportions to include what the public may perceive as excessive space for jails or courts, the bond fails, leaving the police agency project stalled. Police leaders must be able to gauge the political and public perception issues relative to shared use before moving in that direction and must also frame the recommended option within a cost-benefit analysis that is persuasive.

Those considering any type of shared facility must critically evaluate both the organizational culture and its willingness to accept combining services. Not every organization is willing, nor is it always practical to bring together groups with significantly different work values

and/or structures. Cost savings is important but must be evaluated against the long-term reality of cohabitating in a single facility. An internal assessment of the tolerance and practicality for these types of shared spaces is critical to the design process. Each organization needs to examine their own situation and search for innovative approaches to component or agency inclusion, design, and funding. Visit or contact other jurisdictions that have successfully designed and constructed joint use facilities.

## Update Project Budget Costs

The preliminary facility project costs should be estimated at this stage using information now available from the analysis of various options. Projections of cost at this juncture become reliable as a foundation for project funding initiatives (bonds or government support).

At this stage the project team is poised to create a reliable budget for the entire project, based on the data collected and developed during the space needs analysis and site evaluations. New cost information must also be obtained and included at this phase for the options still under consideration.

Square foot construction costs vary across the globe, fluctuate with the economy and are different depending on the type of facility being considered. Construction costs of expansion, renovation, or adaptive re-use projects are more difficult to estimate due to the possibility of concealed conditions discovered during demolition.

There are also other elements to be considered to further refine the budget. The quality of a facility's systems, such as its chillers and boilers, emergency generators, and elevators, are not defined at this stage in the planning process, so estimates must be made. The quality levels of engineered systems, equipment, finishes, and furnishings can affect the overall budget substantially. Efforts to broadly define expectations should be undertaken as early as possible. For example, determining the need for bulletproof glass and ballistic protection of staff must be discussed and established early in the process as they are costly additions and will be difficult to add once the budget has been approved and construction is underway. It is best to use qualified, experienced, and reliable cost estimators to assist in defining a budget at this time. The budget developed at this stage is based on substantial and accurate facility, space, and site information and is a reliable figure for decision-making purposes.

## CONSTRUCTION COSTS VERSUS SOFT COSTS

Some construction and soft costs critical to the preliminary facility budget include:

### Construction Costs

- Architectural, engineering, and construction estimates using space needs as basis
- Site and site development cost estimates
- Environmental standards/guidelines
- Stormwater/drainage issues
- Contingencies - design and construction
- Construction materials testing services
- Landscape design

\* **FF&E** refers to those items which are not included in the architect's documents for construction. Many states offer set pricing from various manufacturers for their furniture and equipment. Many manufacturers also offer GSA pricing. If taking advantage of this procurement process, ensure the architect will coordinate the work of those vendors. This includes dispatch furniture.

+ **DAS** and **BDA** are typically not fully known until a heat mapping can be conducted. Unless there is a placeholder in the budget for this, there may not be funds available to implement this system. System cost can range between \$50,000 and \$200,000 (depending on the facility size).

### Soft Costs

- Professional fees
- Asbestos assessment/abatement for older, existing facilities (owner responsibility)
- Environmental assessment (owner responsibility)
- Geotechnical evaluation (owner responsibility)
- Site survey (owner responsibility)
- Furniture Fixtures and Equipment (FF&E)\*
- Telecommunications systems
- Security systems—access control, surveillance, intrusion, vehicular control points, interviews, etc.
- Distributed antenna system (DAS) or bi-directional antenna (BDA)+
- Specialty consultants for roof/envelope and commissioning of MEP systems
- Water intrusion testing for building envelope
- Audio-visual (AV) package (this may be part of the construction package)
- Fitness equipment package
- IT—new or relocated equipment, additional storage for more cameras in a new design, additional evidentiary storage for additional interview/recording settings, new telephones, new computers, etc.
- Appliances package
- Transitional planning/move costs

## Obtain Final Approval and Secure Project Funding

Once planning stages are completed and the scope and cost of the project are approved, funds must be identified to design, construct, furnish, and equip the planned facility. In many cases, the jurisdiction has sufficient funds to move into this phase; in others, alternative sources of funding are required. In most jurisdictions, the process of identifying funding is occurring concurrently with this initial effort.

At this juncture of the project, the police agency and the governing body should be ready to take steps to obtain the necessary funding to complete the project identified in the preceding planning phases. For example, if a new building and new site are being proposed, project funding includes monies to purchase the site, design the facility, construct it, furnish it, and equip it.

In many cases, jurisdictions may have capital improvement funds that can be used for the project. In the absence of available funds, bond issues or public referendums are required to raise funds sufficient to complete the project. If citizen support is not yet clear for the new project, a survey to determine support will yield useful information to propel a subsequent referendum or bond issue. Strong political support is required to seek and obtain the necessary funds for project completion.

There may be several alternative funding options (for governing body or community funds) that cities can explore. One is the “lease-buyback” approach. In this funding structure, the jurisdiction enters into a lease agreement with a developer who has proposed to deliver the required facility either through new construction or renovation of an existing building for jurisdictional use. The lease payments can be structured to be credited against a predetermined purchase price at the end of a specified period. Under this funding model, the jurisdiction will generally meet its lease payments out of its operating budget. The adequacy of that budget to meet lease payments over time is a matter for analysis.

## Secure and Purchase Site

Once a site is selected, a facility project moves from the planning to the implementation stage. Lease and all other options must be carefully researched prior to a decision to ensure the most beneficial outcome.

If a site acquisition is required for a particular project, it must be purchased prior to when action is taken on major design elements. Before purchasing a site, the jurisdiction should cost out several options with contingencies:

- Purchasing site outright
- Gaining an option to purchase at a later date
- Leasing the site

These options should be considered as they are the options that yield the best long-term financial flexibility to address future concerns for the jurisdiction should they be selected. Be aware that leases have many more conditions than ownership. Ownership, for example, may provide more flexibility of building options. The planning team must also be aware of possible unanticipated site purchase costs, such as poor soils requiring expensive foundations or legal fees to secure clear title and must have sufficient funds to cover these costs.



# PHASE III: PROJECT DESIGN AND DELIVERY

## Identify Project Delivery Method

A number of design and construction procurement options are available to jurisdictions: design-bid-build, design-build, and fully partnered approach. It is important to test which method may serve the organization and jurisdiction most effectively, and which method best suits new construction versus renovation or expansion. Regardless of the choice, it is essential that a strong and continuous dialogue be maintained between the planning team, the architectural team, and the contractor.

Design and construction services are typically delivered through one of the following approaches:

### Design-Bid-Build

Traditionally, the most widely used method to accomplish construction or renovation of a police facility is the design-bid-build model. The process begins with the planning and programming phase (to determine facility requirements), followed by the design phase (developing the facility plans that respond to these requirements), and ends with the construction phase (award of contracts and actual construction). In this approach, a very close dialogue between the police agency and the architect should occur when the project design is approved. The resulting design is then the basis for the bidding and selection of a contractor to build the facility.

In most jurisdictions, applicable laws call for a design-bid-build approach. These laws call for any public project exceeding certain budget thresholds to be advertised and competitively bid. The award of the construction then goes to the cost effective, responsible bidding organization. If negotiations fail with the construction contractor, the jurisdiction can move onto the next contractor. The decision-making process is based upon experience and qualifications, not price alone.

### Design-Build

In this delivery method, a request for proposal is issued to contractor-architect teams and an invitation is made to respond to the jurisdiction's needs with a design proposal and guaranteed construction cost amount. Competitive proposals are received and evaluated in terms of both their costs and building features. Under this procurement method, there must be strong and continuous dialogue between the law enforcement agency and the contractor-

architect team during project formulation. The police agency must clearly define its needs up front and continue to maximize input with the architect-consultant and the contractor. The focus here is to ensure that the needs and standards of the agency are fully articulated and understood. Variations of design-build approaches can include the preparation by the police agency or owner agency of a detailed set of building requirements. This can also include a detailed design development set issued to the design-build teams for further use.

This delivery method also poses some challenges. First, the contract is only between the owner and the contractor, meaning that the architect is contractually responsible to the contractor and is not able to advocate for the owner. Second, there is no flexibility to choose the best-suited architect and best-suited contractor if they are not already presented as one team during the process of selecting a contractor-architect team.

### Construction Management at Risk (CMR)

In this delivery method the CMR comes on board early in the design phase and becomes part of the owner's design and construction team. The CMR works with the design team and assists in scheduling, budgeting, and value engineering during the design effort. The CMR becomes a part of the working team, along with the owner, users, and architect.

At some point in the design process, the CMR will provide the owner with a guaranteed maximum price (GMP) for the project. In this way the owner retains only one construction contract and knows what its maximum exposure is. The owner has a single contract with the CMR. Bids from subcontractors are received by the CMR included in the CMR's responsibility. At the end of the project, any unspent funds under the GMP are retained by the owner.

This option may be better suited for renovation or addition projects as a CMR will have built-in contingencies and more flexibility to manage the surprises that can arise when renovating an older facility.

### Integrated Project Delivery (IPD)

Integrated project delivery (IPD) integrates people, systems, business structures, and practices into a process that takes advantage of the knowledge, insights, and experiences of all team members to maximize project

outcome and value to the owner, reduce waste, and maximize efficiency throughout all phases of design, fabrication, and construction.

All participants—owner, designer, construction manager, key technical consultants and major subcontractors—come together early in the project to form a project delivery team that shares decision-making, as well as risks and rewards based on reaching established targets. In this way, all participants collaboratively act in the best interests of the project rather than focusing exclusively on their own individual part without considering implications for the entirety.

### Multiple Prime Delivery Method

In some cases, this process is structured as a modified design-build process, while in other instances it is accomplished as a CMR process.

Choosing among the three design and construction delivery approaches depends in part on each jurisdiction's historical practices. Jurisdictions can, however, obtain sufficient information to aid in decision-making by taking the following steps:

- Seek advice from other jurisdictions regarding recent construction by asking about the design and construction approach used and the degree of its success.
- Review the benefits and deficits of each delivery approach to determine which approach would best fit the project.

### Design the Facility

Preliminary designs allow for constant adjustment. More detailed final design concepts can be displayed in block model fashion, or even through interactive computer simulation modeling. Final design documents are then prepared and serve as the guide for actual construction.

All design work is based on the space needs assessment, which will have included both site and building adjacency diagrams that the planning team members, including the PPM, the architect, and other members of the jurisdiction developed and agreed to, as well as the approval of a projected project budget. It is also common for law enforcement executives to remain involved during the design stage.

The design phase of a police facility project typically includes three phases:

1. **Schematic Design Phase:** In this phase the architectural team provides a preliminary design of the facility.
2. **Design Development:** After client approval of the schematic step, design development begins.
3. **Construction Documents:** The final step is the development of design documents that can be used for contractor bidding and building purposes. This step describes, in sequential order, the actions and decisions that typically occur and the issues addressed during the design phase of a project.

### Schematic Design: Preliminary Design/ Layout Decisions

The product that results from a formal needs analysis is utilized to guide a project's preliminary design. The design must reflect the philosophy of a department, the diversity of its activities, and any future growth needs. In the preliminary design stage, layouts are not highly detailed. During this stage the architectural team provides the following services to the client:

- Review and confirm the program with the team
- Develop conceptual site plan
- Develop initial (conceptual) building floor plans
- Establish and review schedule
- Review and confirm project budget
- Create a preliminary selection of building systems and materials
- Develop schematic floor plans
- Develop conceptual floor plan
- Develop preliminary interior elevations
- Develop preliminary building section
- Develop preliminary equipment list based on the space needs assessment
- Develop preliminary structural, MEP, and FP (engineered systems)
- Schedule team meetings throughout the schematic design phase to confirm key factors for success
- Create a secure operational workplace

The architectural team should consider the following when developing designs:

- Established office standards versus design placement issues
- Creative design versus operational reality
- Department centralization versus decentralization
- Vertical and horizontal adjacencies
- Interior flexibility and furniture systems
- Efficient interior and exterior design
- Specialized services
- Security measures (ballistic protection, blast protection, setbacks)
- Opportunities to enhance employee morale (e.g. new gym equipment or technology, open break rooms to facilitate large gatherings, outdoor eating areas, etc.)
- Police image
- Facility location
- Overall costs

The preliminary design and layout decision phase will greatly impact the final design of a project. The team's careful planning, comprehensive understanding, attention to detail, and a genuine interest in all facets of design and layout decisions made at this stage are important to a successful project.

There are a range of basic and high technology methods used by architects to address preliminary designs and layouts. By utilizing the square footage information gathered during a needs assessment, architects may prepare paper blocks or cutouts, each labeled and representing a function or section's relational size, such as records, evidence, locker room, roll call, visitor parking lot, etc. Gaming sessions take place whereby a police planning team and architect manipulate these blocks or cutouts, attempting to find the best adjacency fit that meets a department's needs, as well as any present site constraints. This is a very hands-on approach and allows a police planning team to be thoroughly involved in the process and discuss the realities of site constraints, functional area size, adjacency relationships, and security.

Architects will then take this information and prepare preliminary drawings. These drawings are brought to subsequent planning sessions, whereby architect and team members comment, contribute, and refine them until they are satisfied with the layouts.

Most architectural firms now utilize building information modeling (BIM) design software to design the police facility. The software permits three-dimensional modeling

from the beginning of the design process. This new technology is now standard and offers the added benefits of three-dimensional, visual comprehension to the traditional two-dimensional architectural drawings. This information not only makes it easier for a planning team to understand what the layout and facility will look and function like, but also introduces important changes early in this planning process, with lower cost impact.

## **Design Development: Finalizing the Facility Design**

After the preliminary design and layout stage, the specifics of a project's drawings, specifications, and details are refined. Detailed design drawings are prepared that will later evolve into actual construction documents.

Architectural team actions during this step follow:

- Refine and coordinate plans, including floor plans, sections, and exterior elevations
- Outline specifications by system
- Define key details
- Refine and coordinate engineered systems
- Develop an equipment and furnishings responsibility matrix
- Review schedule
- Review budget
- Review at 50 percent and at completion
- Scope alignment with project budget if necessary

Along with re-examining criteria already agreed upon, more refined aspects of a project need to be considered, such as the following:

- Technology access
- Infrastructure needs
- Video applications
- Nuts and bolts cabling
- Future needs
- Build in flexibility of rooms, furniture, and infrastructure (wiring, cabling)
- Security
- Circulation
- Durability of finishes
- Special needs for locating:
  - General and dedicated electrical outlets

- Telephone and data jacks
  - Light switches (including energy saving switches)
  - Intercoms, video cameras, monitors, etc.
  - Access system readers and override buttons
  - Panic alarm activators
  - Paging system and radio speakers
- User safety

Functional relationships within a design team are critical at this stage. A design team must be ready to handle identified mistakes, troubleshoot, engage in value engineering, and resolve problems that arise.

### Value Engineering

As project design work ensues, adjustments may be required based on community, political, and departmental limitations or needs. For example, it may become evident that some items previously desired are no longer required, and some items not considered or debated previously become necessary to include. In these instances, and when cases of scope creep, user requests, construction escalation, and other issues arise, it can become necessary for the project team to come to a consensus and realign the project scope with the project budget constraints. This may include value engineering, which is a formal process that offers a way to optimize project costs.

The process consists of establishing value objectives, generating alternatives and analyzing them, and selecting options that meet the value objectives while offering cost savings. This process is most valuable during the design development phase and should always be included in contract negotiations with the architectural team. If value engineering occurs after the design phase as a means of cost cutting, when a contractor can offer “deducts” to the owner for such recommended cuts, it can jeopardize the longevity and function of building systems if the “deducts” are not evaluated carefully. Reducing construction and installation costs by using inferior quality materials is not value engineering and will often increase maintenance costs in the long run.

### Scenario Testing

Scenario testing is the step-by-step analysis of how various actions or activities can occur in the new facility. This practice is highly recommended at this point to ensure design layouts meet the exact operational need for which it is intended. Police project team members should

examine each document, specification and detail, applying scenario testing to ensure that the proposed design is effective. Check for the following:

- Specificity
- Exact location
- Anticipated use
- Durability
- Description
- Listed make/model of acceptable contractor-furnished, contractor-installed FF&E
- Missing or excluded items
- Lack of detail
- Mislabeled items

### Construction Documents: Final Decisions on All Project Design Elements

The final step is the development of design documents that can be used for contractor bidding and building purposes. These sealed documents include the following:

- Architectural documents
- Structural documents
- Site and Site landscaping documents
- Plumbing
- HVAC
- Electrical
- Security
- AV
- Construction permits
- Landscaping
- Life safety
- Storm shelter
- Technology
- Project manual that includes specifications, contracts and bidding requirements

During the construction document phase, the architect will also do the following:

- Provide reviews throughout the project
- Update construction estimates and project budgets at each review (construction manager will likely

be responsible for this unless utilizing a CMR delivery method)

- Secure regulatory approvals
- Revise budget if necessary
- Revise schedule if necessary
- Obtain approval to bid

In addition, the following are optional additions to the construction documents list:

- Telecommunications
- Furniture
- Food service requirements

Whenever possible, changes in design, specifications, or details need to be made prior to construction documents being completed.

The length of time to transition from preliminary design through design development and finally to construction documents varies, depending upon the size and scope of a project, architect's time schedule and resource commitment, and the level of involvement of a police project team. PPMs are encouraged to maintain good communication with the architectural team, in an effort to receive all detailed drawings as soon as possible to afford the greatest amount of time for review. Projects are on a tight schedule at this point and too often not enough time is set aside for owner examination of completed drawings.

The quantity of final drawings, specifications, and details for a project can seem overwhelming. Breaking down the documents by category, such as electrical, security, plumbing, furnishings, and interior finishes, can greatly assist in dividing them up within a team for analysis. Identify any drawings, specifications, or details that are incorrect or need clarification and set up ample time to discuss these with the architectural team.

The more detailed inspection performed by a police planning team, the greater the chances items will be discovered that need to be changed or addressed. Some examples of this include the location or quantity of electrical outlets, selection or positioning of furnishings, concern over selected interior finishes, and identification of which doors are solid and which need windows. Attention to these details adds to the efficiency and durability of the future facility.

No individual team member—architect, contractor, or other—has the insight of the police facility user. The planning team should take this opportunity to thoroughly examine all drawings, specifications, and details to ensure that everything meets their needs. One strategy to ensure that final design documents reflect all user needs is to create a checklist or rubric for each planning team member to complete for the design documents. These should also be reviewed and approved by all command staff and other key departmental staff. Once the plans are finalized, they become construction documents, and all changes become costly. Avoiding design revisions during later construction stages will save time, money, and problems for all concerned.

Throughout each of these design steps, the jurisdiction and/or the law enforcement agency has significant responsibilities to collaborate with and provide information to the architectural team. Some examples of these responsibilities follow:

- **Schematic Design:** Provide topographical and boundary survey, soil borings (geotechnical evaluation), environmental site assessment and remediation (if necessary), site infrastructure information and connectivity, and program budget requirements.
- **Design Development:** Review documents to ensure program requirements and standards are met.
- **Construction Documents:** Review all plans and specifications to ensure program requirements are met.

The jurisdiction, in particular, the facility end-user, must fully understand, take on and complete all owner responsibilities to ensure that the project reflects all initial planning requirements and that the overall project proceeds in a timely fashion.

Throughout the design phase, it is important to keep all relevant stakeholders involved. This will be more easily accomplished if government and budgeting officials are on the project team. If not, make sure that the PPM is keeping all necessary government and building officials apprised of new developments in the project. The same is true for the community. Find ways to engage the community in the process and keep them apprised of how the facility project is progressing.

# PHASE IV: PROJECT CONSTRUCTION AND OCCUPANCY

## Build the Facility

The PPM should be on the construction site at regular on-site job meetings to observe and attend construction meetings, approve submittals, discuss design issues, and build rapport with the contractor. Continuity from pre-design to construction is essential to maintain project integrity.

Construction times vary depending on the size and scope of a project; schedule; and natural or imposed delays, such as weather, difficulty obtaining specific materials, or other variables. It is vital to select a contractor, CMR, or design-build entity that has a good track record of delivering facilities on time, within budget.

Most public projects are competitively bid regardless of the type of project delivery method the community chooses. The law typically requires an invitation to bid be distributed.

### A Design-Bid-Build

This type of project will require a general contractor. The project architect may be asked to prepare or assist the purchasing department in preparing the advertisement for bid, which includes information such as the project location, description, type of contract, date, time, location for receiving bids, how to obtain documents, and any other special requirements. An attorney should be consulted before using any bidding model or bid language. Once deemed qualified (generally through documented experience in constructing similar projects of scope and size, proven record of quality constructions, etc.), bids by pre-qualified contractors are accepted and a successful bidder is selected.

### Construction Manager At-Risk or as Agent

When a community chooses this delivery system it will issue an RFP/RFQ that is not asking for a construction bid, but rather for its fees for pre-construction services, overhead and profit, a fee for construction services, and general conditions. This approach, as previously described, brings the construction manager on board during the design process to work with the design team to manage the project.

There are a number of issues relevant to the construction phase that must be attended to by the jurisdiction. Once construction begins, law enforcement agencies and their governing bodies should be aware of and be responsive to the following:

- Communication protocols between owner, architectural team, and contractor
- Owner's construction project controls
- Standard types of field communication and record keeping (always keep records and signoffs)
- How to handle periodic pay requests
- How to conduct site visits
- How to understand shop drawings and remittals
- How to understand and make use of scheduling tools
- How to deal with change orders and/or contingency authorization usage
- How to deal with periodic changes to regulations and building codes
- How to deal with unforeseen construction field conditions
- What to expect for construction close-out
- Sales tax rebates – some range from 2 to 3 percent
- Difference between “substantial completion” and “final completion” (and the associated legal ramifications and responsibilities)
- How to incorporate and manage a contingency and testing allowances into the final construction contract
- Definition of “retainage”
- Definition of “warranty period”

During construction, architectural and law enforcement team members should focus on oversight, solving design issues confronted during construction, and approving submittals and substitutions. Successful accomplishment of early planning and design steps supports successful construction. Collaboration on ideas and solutions during construction results in an even more successful project.

The PPM should utilize the services of networking, data, and communication professionals (internal or external) to address agency-specific technology needs. If an agency utilizes its own internal operations and

communication center, determine a process of system and network continuity and reliability during the period(s) of their transition to the new facility. Utilize a secondary communication center via local public safety partners during critical system transitions and movements. It is strongly suggested that agencies facing imminent operational communications and networking transitions consult with trained, certified, licensed networking professionals prior to implementing agency core communication and networking changes. Additionally, chief executives and command staff must ensure that redundancy in agency communications and network capabilities are ensured at all transitional stages. Field and support operations must have operational awareness of any periods of communication and network transitions in the event of system disruptions and failures, as well as countermeasures to cope with any unanticipated failures.

Project members should strive to be good neighbors during a construction phase. This can translate into project T-shirt and hat giveaways; social media campaigns; or newsletters to community members identifying a project's progress and the time of day when certain tasks are performed, which will help appease residents bordering a construction site so that they know what to expect. A construction office phone number can be made available to all bordering residents so they may call and register complaints directly to a general contractor, who in turn, can handle a complaint or fix the problem. The same can be done through social media and email.

As the police facility planning and construction process involves many stakeholders—and any communication network changes and transitions may impact those stakeholders, community involvement and awareness cannot be overlooked. Consider distributing press releases and posting updates on social media during the transitional communication and networking changes to keep the public aware of means to communicate with their law enforcement agency.

## Move-In and Occupancy

### Develop Occupancy Strategy

Civilian and sworn staff satisfaction with a new facility is affected by the manner in which the transition to occupancy is carried out. Confusion, loss of information, and other transitional problems can negatively impact staff morale. A clear and well-designed transition to occupancy

plan is required. Members of all transition teams need to be detail oriented. Transition planning is a crucial element during the construction phase. Transition teams are crucial to the project's success and should be chosen early based upon commitment and organizational skills.

### Transitional Planning

Transition planning refers to a relocation of personnel, equipment, documents, and furnishings from an old location to a new one. Transition teams are established to ensure detailed planning takes place, scenarios are tested, and a smooth changeover occurs. It is highly advisable to include a variety of staff representative(s) on all transition teams to ensure staff buy-in and consensus.

The following list outlines recommended transition teams and their assignments.

#### *Recommended Transition Teams*

- **Move Logistics** – Coordinate review of bids from moving companies, establish detailed inventories of what will and won't be moved, determine scheduled phases of actual move, and oversee movers and employee compliance and timely unpacking.
- **Orientation and Training** – Preparation for groundbreaking ceremony, official opening, and monthly employee and community updates on project's progress. Coordinate employee training on new equipment and procedures. Handle requests from public, politicians, media, and employees for tours and briefings.
- **Contracts and Services** – Identify and write specifications for new and renewed contracts and services, such as food service; inmate medical; building maintenance; and janitorial, trash, and equipment maintenance. Timelines are crucial to ensure new contracts are awarded at move-in, so services are not interrupted.
- **Policies and Procedures** – Identify and respond to possible changes due to new facility rules, layout, and so forth. Usually encompasses department policies dealing with visitors, handling of inmates/suspects, security or maintenance issues, and so on. Changes in department policies or procedures need approval and dissemination prior to or during move-in. However, please note that many of these issues should have been addressed and resolved in the pre-design and

design phases, in particular, while conducting an organizational assessment.

- **Testing and Acceptance** – Crucial pre-occupancy testing of all items, such as locks, telephones, electrical outlets, lights, toilets, showers, furniture (ergonomic features on chairs, keyboards, drawers, etc.), panic alarms, cameras, and so forth. The goal is to discover problems prior to move-in and assist with repairs after move-in.
- **Commissioning** – Air conditioning, heating, and so forth.

See Appendix for additional transitional planning considerations.

### **Resolve All Equipment Purchase and Replacement Issues**

A major concern during transition is the installation of 911 phone lines. Some areas will need to plan three to six months in advance with their local telephone company to ensure on time delivery. It is important to confirm the schedule with the telephone company close to the move-in date.

One approach to 911 transition is the operation of parallel systems, where the system in the old facility continues to run and take all 911 calls and the new system becomes operational simultaneously, but only to take “dummy” calls to test operability. Once operability is ensured, the old system is shut down and all 911 calls are transferred to the new system.

It is important to determine which FF&E are provided by a general contractor and which are provided by an owner. Most situations fall into one of the following categories:

- Contractor furnished, contractor installed (CFCI)
- Owner furnished, contractor installed (OFICI)
- Owner furnished, owner installed (OFOI)

The contractor-furnished, contractor-installed category limits an owner’s ability to alter colors, patterns, makes, models, or details to better fit a user, upgrade to a newer design, or address the needs of a changed department preference. Often contractors will provide the exact color and finish that has been specified by the owner during the design phase or in approved submittals. However, unless details of a contract specify a particular make and model of an item, such as specific lockers or other

storage solutions without allowing for any substitutions, a contractor maintains control over the selection and final quality of such items.

It is important to note that contractor-furnished, contractor-installed items are specified by an architect during the design stage. Years can pass between design and actual occupancy of a facility. Thus, a technological or ergonomic specification of an item may be out of date before an owner actually starts using it, especially for items such as security and electronics, computer hardware or software, chairs, and keyboard holders.

Owner-furnished items present a challenge for PPMs and members of an FF&E transition team. This group will have an opportunity to decide what items will be moved into a new facility and what items will be replaced by new ones. Detailed planning regarding what, when, and how to purchase these items are vital components that play a part in intelligently allocating a budget and keeping to the transition timeline. For example, one police department found that replacing the file cabinets with lightly-used cabinets appeared to be less expensive than buying new ones but found that the process took much longer and was more expensive than anticipated. The security and confidentiality of records are essential during the transition phase.

Many organizations have a separate purchasing department that handles the bid solicitations, bid openings, and purchase order contracts. It is recommended that a single member, or perhaps two members of the purchasing department be appointed to handle all purchases related to a new facility project. This task can be overwhelming, especially if the FF&E budget is large. Assigning one or two people to work closely with and be members of, the FF&E transition team, is recommended. This procedure promotes translating the needs of the police department to the purchasing department. Equipment purchases should be negotiated with attention to infrastructure, space needs, installation plan, and maintenance issues. Ensure all large suppliers and installers can meet project deadlines and have experience and references.

### **Create a Move-In Strategy**

Transitional planning for a move is essential. The creation of a move-in logistics transition team is recommended. For larger organizations, a move can be compared to a



military operation. Groups are moved in by priority with the following factors being considered:

- Dependence upon a working IT system
- Reliance on functional communication system
- Need for access to records
- Obligation for evidence to remain secure
- Dependence upon secured suspect holding areas
- Access to citizens

Every detail must be considered, timed, and pre-planned if a move is to be successful. Acknowledge the psychological stress of moving and change. Layout maps of the new facility should be provided to all staff. When employees know the general layout of a new facility and the location of their workstation or office, the stress of moving is greatly reduced. Consider conducting tours of the facility with staff six to eight weeks prior to move-in so they can gain familiarity with new settings, adjacencies, and amenities. These tours can also be used to solicit input on the move-in plan and improve efficiency. Packing seminars can help streamline the moving process and greatly reduce employee concerns. Ensure that communication takes place as to what will and what will not be moved to a new facility. Inventory listings are a good way of documenting what will be moving and when. Ascertain what special current equipment requires vendor disassembly, moving, and re-assembly, due to warranty concerns. Establish a “lost and found” for items misplaced during a move.

Encourage an appearance of organization and “back to business” as soon as possible. Set dates for unpacking, and ensure staff adhere to them. Establish packing box drop-off points for empty cartons—and have a staff member circulate daily to remove empty boxes from hallways, storage closets, and workstations.

Organizations that move themselves can face many challenges. Some important considerations include the following:

- Possible employee injuries
- Down time
- Unprofessional appearance
- Employee confrontations
- Damage to the new facility
- Overall confusion
- Delay to moving schedules

- Inefficient use of elevators
- Blockage of loading and unloading staging areas
- Driveways blocked due to quantity of vehicles on scene
- Lack of moving equipment and elevator access
- Employee reluctance to move heavier items

If a professional moving company is used, a transition team should prepare specifications to allow for competitive bidding. A complete inventory of all items being moved, a moving schedule, and a mandatory job walk-through of both the current and new facilities should help to obtain fair bids.

### **Conduct Extensive Pre-Occupancy Testing, Training, and Staff Orientation**

Extensive pre-occupancy testing, commissioning, training, and staff orientation should begin during the last months of construction. All transition teams should be working at full speed. The PPM will be inundated with details and decisions. Strong organization skills, leadership, time management, and stress reduction expertise will be required during this fast-paced stage.

The construction team and any relevant subcontractors are responsible for testing everything from plumbing to electrical systems, security systems, and furniture systems. They are responsible for all tests of their applicable systems and installations. Staff should not perform any of these tests for proper installation. Staff should be involved in scenario-testing with the architect and construction team after installation and systems tests have been conducted successfully. Running through scenarios, such as a panic alarm activation or a loading dock delivery can ensure that all facets of these situations were considered and included in the design and furnishings. Staging other scenarios, such as an officer delivering a suspect to a holding room and conducting a taped interview or simulating the preparation and delivery of food from the holding cell kitchen to inmates in their cell, can identify equipment that isn’t working properly and ineffective procedures. Scenarios are useful tools to test the performance of elevators, security door locks, intercoms, audio/video recording equipment, gun lockers, and so on. With scenario testing, potential problems can be identified, documented, and repaired prior to move-in and within product warranties.

Unlike scenario-testing, commissioning is the thorough test of a system (HVAC, security, video). Depending on the time of year that occupancy takes place, one may be able to test only the HVAC cooling aspect of the system, so a contract should require that the HVAC contractor come back one month prior and during the cooler months to commission the heating system. This process includes system setup, training, operation and maintenance schedules, spare parts, and system testing during normal and adverse conditions. As well as testing contractor installed items, this period of time allows for thorough examination of other items provided by an owner; telephone systems; and office equipment such as copiers, furniture lighting, and ergonomic features. Verifying that everything works well ensures a smoother transition during move-in.

Training needs to be conducted for personnel who will be using new pieces of equipment, such as laboratory fume hoods, automated shelving systems, loading dock levelers, vehicle lifts, and so on. Building maintenance personnel will require many hours of detailed training on all new facility systems. It is recommended that training sessions of this type be video recorded and maintained in a training library.

Employee public relations are important too. Smaller sectional tours are recommended to offer a more personal approach to future facility occupants. The tours should assist in familiarizing everyone with their new office space and the overall building layout.

Some jurisdictions use moving into a new or remodeled facility as an opportunity to evoke department pride by taking a departmental staff photograph in the new facility. This move-in event can be an exceptional and memorable experience for the entire organization.

Another pre-occupancy public relations responsibility is to determine the quantity, design, and location of any facility project recognition plaques. These decisions are not easily made because they can be politically sensitive. In any case, gain approval of identity, correct spelling and correct titles, and order and placement of any names associated with the plaques. Also, ensure all plaques are ordered in a timely manner and are delivered and installed according to schedule. If possible, try to engage the community in some of these decisions. For example, have a contest for the community to name the community room or a fun after-school area for students.

## Commonly Forgotten Items

Frequently, general contractors are not completely finished with a project when the occupants move-in. There are always areas or equipment that are included on a “punch list” (items noted during the final walk-through by the owner that require repair, touchup, etc.). Often, owners will move into a facility with many items pending. The contractor will remain on site or return on a daily basis to fix some or all of the items. Completion could take months (or years in exceptional cases). The PPM must maintain continued contact with the contractor to ensure the work is completed.

Since the workload of a police project team greatly increases at the later stages of a project, many areas can be overlooked or forgotten. The following list can identify potential problem areas:

- Ensure a facility’s infrastructure is prepared for occupancy. Remember to order, stock, and distribute all necessary items, such as paper towels, hand soap, toilet paper, and janitorial cleaning equipment and chemicals.
- Coordinate a systematic approach to the facility’s many keys. Inventory, tag, issue, duplicate, and secure all keys (doors, furniture, files, restroom accessories, clothes lockers, mailbox, gun locker, cells, alarmed emergency exits, access system override keys, mechanical equipment ignitions or locks, electrical panels, elevator keys, safes, etc.).
- Ensure warranty information files, sometimes called operations and maintenance manuals, are set up and maintained. Decide who will keep equipment maintenance warranty information, furniture warranties, and so on.
- Placing certain restrictions on telephones is often overlooked. Some phone systems allow for restrictions to be placed on phones to limit calling locations. Phone abuse by staff or contracted employees, usually within certain areas, such as a locker room or conference room, usually cause restrictions to be placed on phones.
- Establish a phone number “hot line” or circulate repair forms where employees can report furniture, phone, or equipment problems that can be addressed quickly by testing and acceptance transition team members.

- Address maintenance issues such as janitorial, steam cleaning, rodent control, trash dumpster pick-up, chemical storage, maintenance contracts for items after warranty, and so forth.
- Facilitate signage needs for the following: deliveries, overhead clearances, after-hours phone use, lobby hours, visitor protocol, room identity, kiosks, parking, intercom use, general directories, legal rights of arrested individuals, and so on.
- Coordinate general post-occupancy tours for VIP's, project architects, and other visiting public safety agencies.

### Review Delivery of Construction Services

Once an agency has moved into the new facility, it is important to regularly evaluate and assess the success of the project. Does the facility meet the operational, administrative, and community needs of the department?

### Consider Community Engagement Opportunities

The completion of a new building is a significant public relations opportunity for any jurisdiction or department. Use the attention wisely but ensure an extensive facility check is made prior to any event. Consider the following public relations opportunities that can be used to test the facility's access, traffic flow, adaptive use of space, and lighting and equipment testing:

- Receptions
- Open houses
- Tours
- Media releases
- Media tour of the building and orientation

Keep the community apprised of opportunities to partner with the department and utilize shared or community space once the facility has opened. If the facility boasts a community room available for use by local community service groups, advertise that information widely and connect them with the appropriate department liaison to coordinate future use.

Throughout this process, the department's policing philosophy should be considered to ensure that the facility functions to operationalize that philosophy once construction is complete.

## CONCLUSION

Planning, designing, and constructing a police facility takes a tremendous amount of time, effort, communication, and commitment. While some projects are completed in two years, others might take ten. Commitment to the project and consistent communication between all stakeholders, including city officials, agency employees, and community members, are critical to the overall success of the project.

The role of law enforcement executives and the planning team cannot be understated. With adequate planning and a commitment to the organizational policing philosophy, a new or renovated facility can do more than address deficiencies and inefficiencies. It can position the department to deliver new and improved police and public services that were not previously possible. While the architectural team should comprise public safety facility experts, only the law enforcement executives and police planning team can develop and relay the long-term goals and needs of the department that the facility must satisfy.

For more in-depth training on this process, attend the IACP Planning, Designing, and Constructing Police Facilities course. Upcoming course information is available at [www.theIACP.org/PoliceFacilities](http://www.theIACP.org/PoliceFacilities).

# APPENDIX: TRANSITIONAL PLANNING CHECKLIST

## Pre-Move

### Determine who will oversee actual move logistics for agency.

- Determine if an RFP process is required for selection of a moving company.
- Determine the scope of work for paid movers.
- Determine the point of entry into the facility.
- Determine how floor/wall finishes will be protected in the building and elevators.
- Determine how items being moved will be kept secure (especially evidence, equipment, and records).
- Determine how everything will be transported to its final destination.

### Determine items that can be discarded.

- Consider which items can be discarded, donated, digitalized, or repurposed early in the transitional planning.
- Establish a fixed date and time for dumpsters and recycling bins to be made available.
- Instruct people to take all personal items home until after they move in. This will limit overcrowding and loss of items. Spaces may be radically different, and this may also make it easier for staff to adjust to their new workspaces.
- Set clear expectations for behavior, routines, and procedures in the new building. Some examples include the following:
- Clarify criteria for acceptable wall and/or door hangings. Are they allowed right at move-in? Will they be allowed in the future? Who is responsible for performing the task, staff or facilities?
- Clarify what personal devices and appliances can be brought into the new building (personal fridges, fans, heaters, etc.).
- Conduct gear and equipment walkthroughs. Are there multiple storage options? Who is responsible for cleaning and maintenance?

- Determine who is responsible for creating, maintaining, and updating content to be pushed to public screens and shared staff areas. Is there any equipment required for this that IT should acquire?

### Finalize office, workstation, parking, and locker assignments.

### Develop point of contact to integrate and test all communications systems:

- Determine who is responsible for installing console package (IT, IS, vendor). Remember to allow a burn-in and test period.
- Assign phone equipment and extensions.

### Determine who is responsible for programming and integrating facility security system into department's evidence and property database.

### Manage equipment control and distribution:

- Develop a database for all equipment distribution (e.g., vehicle keys).
- Develop a plan to move existing equipment being kept. For example,
  - » fingerprint processing station (CSU);
  - » copiers, scanners, printers;
  - » computers, monitors, and so on;
  - » shredders; and
  - » charging stations for body cameras and radios – who is going to disassemble the current charging stations.

### Coordinate supplies and deliveries (primarily if the facility's location has changed).

- Consider waiting until the move is complete before allowing supply deliveries to the new building.
- Acquire new stationary with correct address for all employees who have business cards and personal stationery, if the address has changed.
- Notify any supply vendors and partners of the new address.

❑ **Provide information and access cards to employees for building access. Considerations should include the following:**

- Determine who will oversee this process for the agency.
- Determine where the security workstation is to be assigned.
- Create personnel profiles for programming cards (security protocols).
- Create pin codes for each secure area.
- Issue access cards.
- Issue toll tags for vehicles assignments.
- Issue keys for any relevant security protocol designations, lockers, offices, and furniture pieces (file cabinets, wardrobes, etc.).

❑ **Determine new security protocols. Consider security protocols for the following items:**

- All public interface points (e.g., all public lobbies and entry points, public elevators and staircases and protocols for escorting members of the public to secure spaces or public counter for investigations)
- Catering and mail deliveries. Protocols for processing mail
- Facility temperature and lighting schedules and settings

❑ **Develop and administer relevant training for staff on the new facility and security procedures and protocols. Consider trainings to help staff understand the following:**

- Evidence and property system
- Electronic equipment distribution (controlled by biometric access)
- Appliances
- Video production
- Fitness equipment
- Interview rooms
- Storm shelter
- Furniture (high density)
- Crime lab (chemical, powder)
- AV systems
- Lighting
- HVAC
- Elevators

- Dispatch consoles
- Holding area/jail cells

❑ **Ensure all remaining items not included in FF&E package are purchased, for example,**

- coffee makers;
- serving dishes, silverware, and dishwasher detergent for hub zones and break rooms;
- vending machine (and necessary vendor contracts);
- metal detector (if wanted); and
- tubs, bins, storage solutions for new shelving, compartments, and amenities.

❑ **Plan tours for stakeholders and staff:**

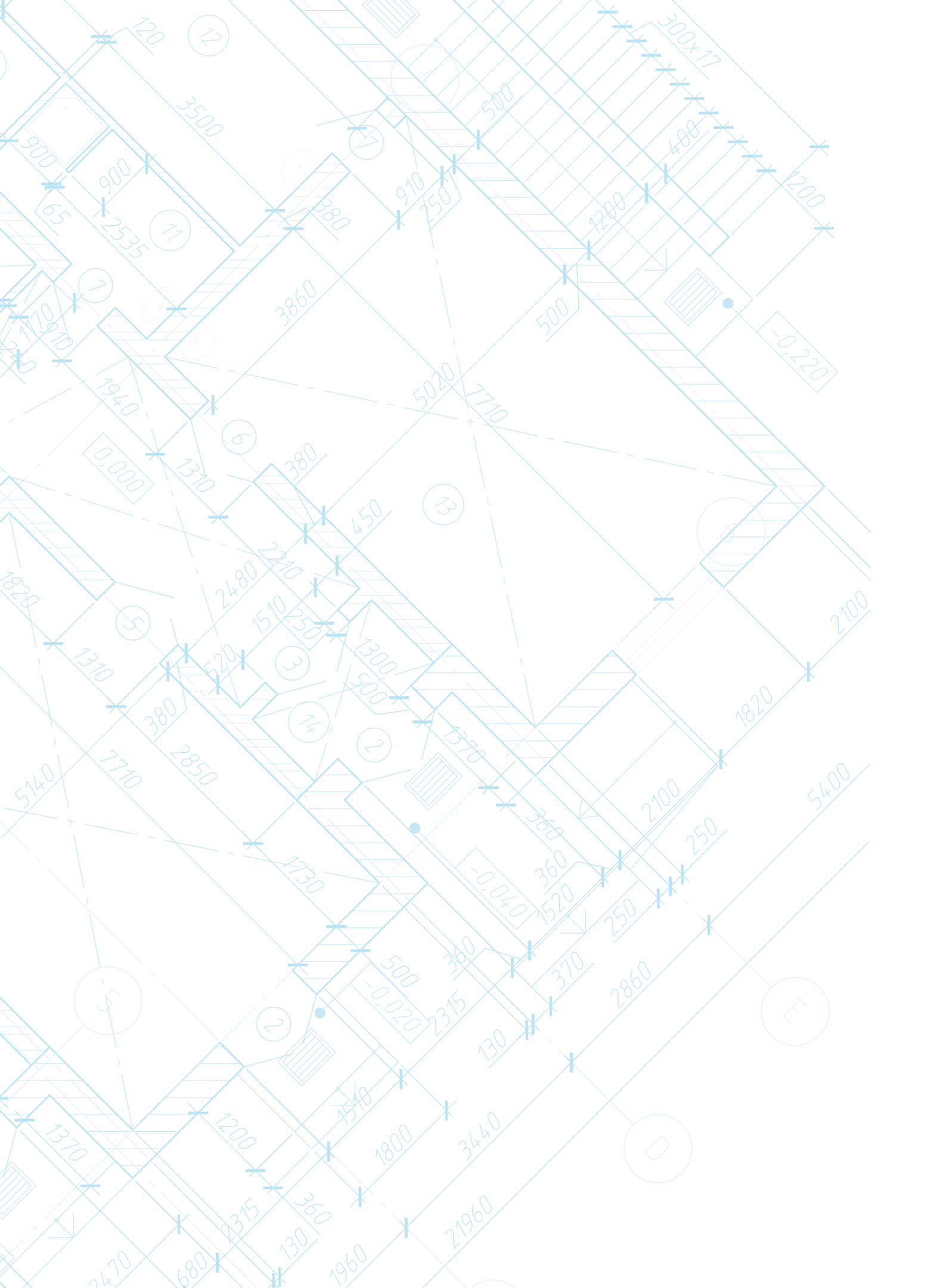
- Conduct tours with staff and volunteers (many times) once the project is near completion. This will help get them oriented to and familiar with the new building layout and work environment.

❑ **Consider hosting a dedication or grand opening for the facility. Some logistical items to consider might be the following:**

- Postcard/newsletter invitation and public notices identifying day and time
- Dedication coins (type, graphics, & quantity)
- Program
- Graphics and foam boards for the event
- Planned tours of the new facility
- Speaking opportunities and festivities:
  - » Speakers
  - » Participants (Scouts, Veterans Associations, etc.)
  - » Setting (multipurpose, exterior portico, lobby, etc.)
  - » Flag raising
  - » Unveiling dedication plaque
  - » Ribbon cutting
  - » Refreshments
  - » Giveaways
  - » Tours - staff conduct these in smaller groups or position staff throughout the building to explain that particular area
  - » Dedication of memorials

❑ **Moderate expectations:**

- Things are not going to be perfect, and there will be hiccups.
- Procedures should be put into place for warranty requests, contacts, and priority status.
- Communication - ensure staff knows to overcommunicate with questions and concerns that arise throughout the move-in process.
- Clearly convey to staff the expectation and procedures developed by the planning team/ leadership.
- It typically takes 1-3 months to address the initial bugs of the new facility and get acquainted to it.





**44 Canal Center Plaza, Suite 200  
Alexandria, VA 22314, USA**

**theIACP.org**

**1.800.THE.IACP**