

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON**

**RESOLUTION NO. 2016-017**

Approving FAC-1 Preliminary Planning Proposal for Multnomah County Sheriff's Office (MCSO) Hansen Operations Relocation and Commencement of Project Plan.

**The Multnomah County Board of Commissioners Finds:**

- a. The Hansen Building, located at 12240 NE Glisan, was built in 1956 as a County Health Clinic.
- b. The Multnomah County Sheriff's Office (MCSO) was relocated into the clinical building in 1976. Since 1976, the MCSO has been conducting their law enforcement responsibilities within this obsolete County building.
- c. In 1998, the County placed the Hansen Building on the disposition list.
- d. In 2004, the County declared the facility as surplus property.
- e. In 2006, the Multnomah County Hansen Action Plan Committee recommended that the building be vacated within 3 years.
- f. The Board of County Commissioners allocated \$1.2 million in one-time- only funds in FY2014, to evaluate potential options for relocating the Sheriff's functions from the Hansen Building. The Hansen Building is one of the County's lowest performing buildings, as identified in the Facilities Assets Strategic Plan completed in March 2015.
- g. In 2014, a FAC-1 Preliminary Planning Phase 1 feasibility study was completed for the building to identify the site programming needs and preferred relocation site zones. During 2014 three (3) development options were developed.
- h. In 2015, further development options resulted from the addition of the Troutdale Police Community Center (TPCC), resulting in revised programmatic needs due to shared assets within the City of Troutdale.
- i. A Project Management Team (PMT) was established consisting of Multnomah County Facilities and Property Management, Strategic Projects; MCSO; and Shiels, Obletz Johnsen, Owner's Representative.
- j. A Project Charter was developed and signed for the Multnomah County Sheriff's Office Hansen Operations Relocation in April 2014.
- k. The Project Team has prepared, as part of the FAC-1 Preliminary Planning Proposal, a project scope with an estimated total rough order of magnitude cost and schedule, with anticipated milestones, funding requirements, and a time for reporting back to the Board with the FAC-1 Project Plan.

**The Multnomah County Board of Commissioners Resolves:**

1. Approval of the FAC-1 Preliminary Planning Proposal for the Multnomah County Sheriff's Office Hansen Operations Relocation, including project charter and scope, estimated planning cost and schedule, and funding from the one-time-only funds in FY 2014.
2. Authorization to commence the Project Plan, in accordance with County Administrative Procedure FAC-1, and report back to the Board with the completed, recommended Project Plan.

**ADOPTED this 17th day of March, 2016.**



BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

*Deborah Kafoury*

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Deborah Kafoury, Chair

REVIEWED:  
JENNY M. MADKOUR, COUNTY ATTORNEY  
FOR MULTNOMAH COUNTY, OREGON

By *Kenneth M. Elliott*  
Kenneth M. Elliott, Assistant County Attorney

SUBMITTED BY: Sherry Swackhamer, Director, Department of County Assets.



**MULTNOMAH COUNTY SHERIFF'S OFFICE  
HANSEN FACILITY REPLACEMENT PROJECT  
FAC-1 PRELIMINARY PLANNING PROPOSAL**

**MARCH 2016**

**PREPARED BY: Shiels Obletz Johnsen, Inc.**

**AND: Daniel C. Smith & Associates**

**IN CONJUNCTION WITH: Multnomah County Oregon, and the  
Multnomah County Sheriff's Office**



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# **FAC-1 PRELIMINARY PLANNING PROPOSAL**

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## **PART A – PROJECT INTRODUCTION**

# **FAC-1 PRELIMINARY PLANNING PROPOSAL**

## **PART A - PROJECT INTRODUCTION**

### **PROPOSED PROJECT:**

To provide a modern, safe and centrally located Multnomah County Sheriff's Office to replace the aging and obsolete Hansen Building.

### **PROJECT SPONSORS and STAKEHOLDERS:**

#### Sponsors:

Multnomah County Chair Deborah Kafoury  
Multnomah County Commissioner Diane McKeel, District 4  
Multnomah County Sheriff Dan Staton

#### Stakeholders:

Multnomah County Board of Commissioners  
Multnomah County Facilities and Property Management  
Multnomah County Sheriff's Office  
Shiels Obletz Johnsen

### **STATEMENT OF NEED:**

Since 1976, the Multnomah County Sheriff's Office (MCSO) has been conducting their primary law enforcement responsibilities in a facility originally constructed as a County Health Clinic. Built in 1956, the Hansen Building has become both functionally and physically obsolete. As a Law Enforcement facility, it is inefficient and lacks proper functional adjacencies and amenities required to support modern best practices. Most building systems continue to be repaired and maintained beyond their useful life, and changing earthquake codes have presented unacceptable risk for the County to continue operating as a first responder agency, and as an Emergency Operations Center.

In 1998 the Hansen Building was placed on the County disposition list. In 2004, the County declared the facility as surplus property. In 2006, the Multnomah County Hansen Action Plan Committee determined it should be vacated within 3 years.

Meantime, continued population growth and the geographical shift of the County growth center toward the East have gradually made the current location at 122<sup>nd</sup> & Glisan an increasing service liability for MCSO operations. Travel time and congestion levels on routes to and from Interstate 84 and to primary areas of service needs have diminished efficiency of

operation. Replacement of the facility creates the opportunity to improve these factors with a new location closer to Interstate 84 and the centrum of the service area.

### **PURPOSE OF THIS FAC-1 PRELIMINARY PLANNING PROPOSAL:**

This proposal presents the findings of the Project Management Team's initial work to:

- Establish base building and site program requirements and options
- Establish a property search area and conduct cursory review of available properties
- Identify multiple options for project scope
- Develop conceptual project cost estimates for all alternatives
- Request the Board of County Commissioners to authorize Phase 2 Next Steps



## **PART B – SUMMARY OF FINDINGS**

# **FAC-1 PRELIMINARY PLANNING PROPOSAL**

## **PART B - SUMMARY OF FINDINGS**

### **PROJECT GOALS AND OBJECTIVES:**

The project objectives identified for a new Multnomah County Sheriff's Office include:

- Vacate the Hansen Building.
- Construct a new, safe Multnomah County Sheriff's Office in a location nearer to the core service area to better serve the public and to increase operational efficiency.
- Provide a modern Emergency Operations Center for use by multiple Law Enforcement partners.
- Build to current Law Enforcement Facility best practices for security, technology, and service to the public.
- Build to current seismic standards.
- Build a facility programmed for at least 10 years of future growth.
- Build a facility of construction type and quality to last 80 years.
- Provide a user-friendly facility with easy access for the public.
- Provide a modern, safe and secure environment for all visitors and Law Enforcement professionals.

Additional objectives that align with Multnomah County plans and strategies:

- Aspire to meet Leadership in Energy and Environmental Design (LEED) Gold standards.
- Aspire to meet the Architecture 2030 Challenge.
- Incorporate the 1.5% for Solar initiative.
- Aspire to meet 2009 Climate Action Plan.
- Include a high level of M/W/ESB participation.
- Participation in the Arts Program at 2% of construction costs.

### **PROJECT BENEFITS:**

- More effective Law Enforcement operations with a new, modern facility
- A new location will bring MCSO services closer to more public users
- More efficient operations
- Avoid \$3M or more in scheduled maintenance projects at Hansen
- Re-purpose 4 acres of County land for better use

## **BUILDING REQUIREMENTS**

The building should be immediately recognizable as a community public safety facility. Although it is paramount that the facility must operate on a secure basis, it must:

- Be inviting to the public
- Be user-friendly and human in scale
- Be compatible with its immediate surroundings
- Exhibit civic pride.
- Convey an image of permanency and safety.
- Contain materials and systems that are easy to maintain at the least practical cost
- Include systems that are energy – efficient
- Be constructed of materials and systems that express good stewardship of the use of public funds.

Public visitor volume is expected to be substantial, especially for those seeking concealed weapons permits and attending auctions. Other public use will typically include those seeking records, filing reports, and attending community meetings. Consequently, the program includes a public zone within the facility that includes a meeting/multi-purpose room, concealed weapons permitting facilities, and general public service counters. As the primary base of Sheriff's operations, the facility program also includes an Emergency Operations Center for multi-law enforcement agency task force operations, and arrestee in-custody identification, interrogation, and holding areas.

## **PROGRAM REQUIREMENTS**

This FAC-1 Preliminary Planning Proposal contains details of the methods, assumptions and parameters of determining the building size, special features, and land area needed for a modern replacement facility. In summary, population growth statistics, service data records and additional input from MCSO formed the guidelines for determining the size of building needed. Projections for growth for up to 20 years were applied to establish the working target for the facility square footage requirements.

Throughout late 2014 and early 2015, while initial development models for a replacement facility were being assembled, the MCSO was also involved with discussions with the City of Troutdale relating to providing law enforcement services, as well as sharing occupancy in the recently completed City of Troutdale Police Community Center (TPCC) facility. The service agreement with the City of Troutdale was finalized in June of 2015, leading to transfer of the MCSO Enforcement and Facility Support functions from the Hansen building into the TPCC. With these events, Multnomah County requested the Project Management Team to explore additional development opportunities to capitalize on the move to the TPCC, and with

utilizing existing County property for program space for Large Evidence Storage and Search and Rescue space.

The development of the agreement with the City of Troutdale has shifted priorities for the program requirements during the course of the Feasibility Study. The Summary of Development Alternatives shown on the following pages presents the scope assumptions and conceptual costs of the seven separate development models analyzed.

In conclusion, the Project Management Team's recommendation for the next phase of the project is to pursue Alternatives 4 and 5.

## SUMMARY OF DEVELOPMENT ALTERNATIVES

2014 ALTERNATIVES	GROWTH TO YEAR	PROGRAM SQ. FT.	CONCEPTUAL ESTIMATE	PROGRAM NOTES
REPLACE ALL HANSEN FUNCTIONS ON APPROX. 5 ACRES				
1A	2035	72,213 gsf	\$38M - \$42M	Meets year 2035 growth projections
1B	2025	65,948 gsf	\$34M - \$38M	Meets year 2035 growth projections
1C	2015	57,245 gsf	\$30.5M - \$33.5M	Meets current needs, no growth accommodated
2015 ALTERNATIVES	GROWTH TO YEAR	PROGRAM SQ. FT.	CONCEPTUAL ESTIMATE	PROGRAM NOTES
2	2025	48,666 gsf	\$27.5M - \$30.5M	PROGRAM ADJUSTMENTS TO REDUCE 17,282 GSF: 1. Eliminate Vehicle Maintenance 2. Relocate Large Evidence Storage to Yeon or other County site with new metal building (cost allowance included)
3	2025	47,377 gsf	\$26.5M - \$28.5M	PROGRAM ADJUSTMENTS TO REDUCE 18,571 GSF: 1. Enforcement and Facility Support has moved to TPCC 2. Eliminate Vehicle Maintenance
RECOMMENDED ALTERNATIVES FOR PHASE 2 STUDY:				
2015 ALTERNATIVES	GROWTH TO YEAR	PROGRAM SQ. FT.	CONCEPTUAL ESTIMATE	PROGRAM NOTES
4	2025	31,361 gsf	\$20.1M - \$22.1M	PROGRAM ADJUSTMENTS TO REDUCE 34,587 GSF: 1. Enforcement and Facility Support has moved to TPCC 2. Eliminate Vehicle Maintenance 3. Relocate Large Evidence Storage and Search & Rescue to Yeon or other County site with new metal building (cost allowance included)
5	2025	29,594 gsf	\$18.0M - \$20.0M	PROGRAM ADJUSTMENTS TO REDUCE 36,354 GSF: 1. Enforcement and Facility Support has moved to TPCC 2. Eliminate Vehicle Maintenance 3. Relocate Large Evidence Storage and Search & Rescue to Yeon or other County site with new metal building (cost allowance included) 4. Develop 3.58 AC. parcel adjacent to TPCC

## **RECOMMENDED ALTERNATIVE 4 – SUMMARY**

### **BUILDING SPACE PROGRAM SYNOPSIS**

Alternative 4 represents a reduced building program that takes advantage of the recent partnership with the City of Troutdale by utilizing their existing facility to house Enforcement and Facility Support functions in the TPCC. Large Evidence Storage and Search and Rescue are proposed to be located on another County property. Vehicle Maintenance functions are eliminated. A summary of the Alternative 4 Building Program follows this page (FIG. 4.1). The Net Useable Square Foot data is highlighted for the year 2025 needs.

### **CONCEPTUAL BLOCK & STACK DIAGRAM**

Alternative 4 Block & Stack diagrams follow the Building Program Summary (FIG 4.2. and 4.3). These diagrams are not to scale, and are not intended to represent a particular design. The diagram is intended to show potential adjacency relationships of various spaces only.

### **SITE PROGRAM**

The Option 4 Site Area Requirements Program (FIG. 4.4) has been calculated to meet growth needs to the year 2035. However, a larger minimum size site of approx. 5 acres is recommended to order to accommodate growth beyond the 2035 horizon to support future building additions, and because it is unlikely a selected property would be easily expandable.

## ALTERNATIVE 4 BUILDING PROGRAM SUMMARY - FIG. 4.1

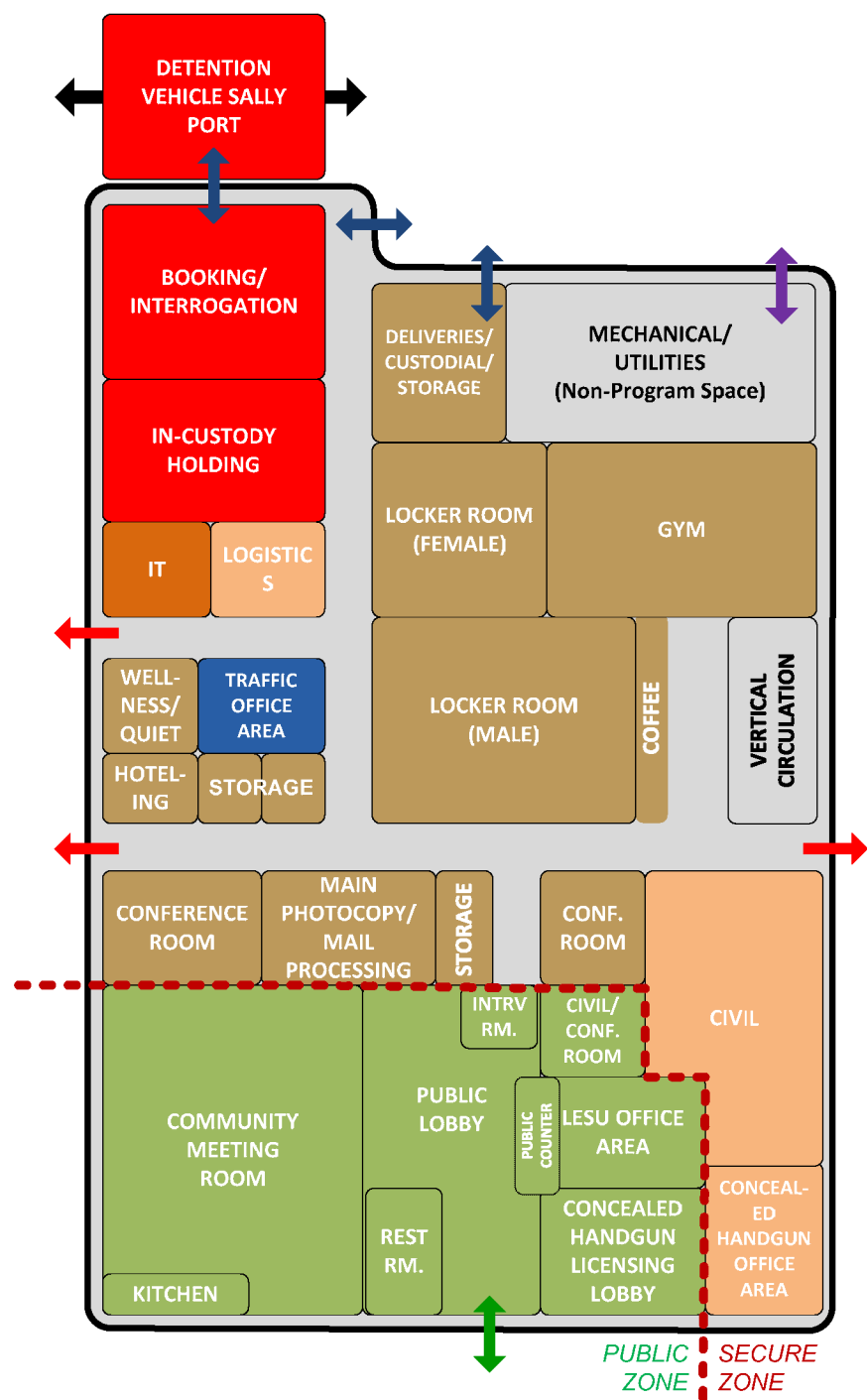
Multnomah County Sheriff's Office Facility

REDUCED PROGRAM REQUIREMENTS AND ALTERNATIVE FACILITY CONCEPTS

### Alt. 4 - Base Program Reduced, Less TPCC, Less large Property Evidence, Fleet Maintenance, Search & Rescue Staff and Building Space Summary

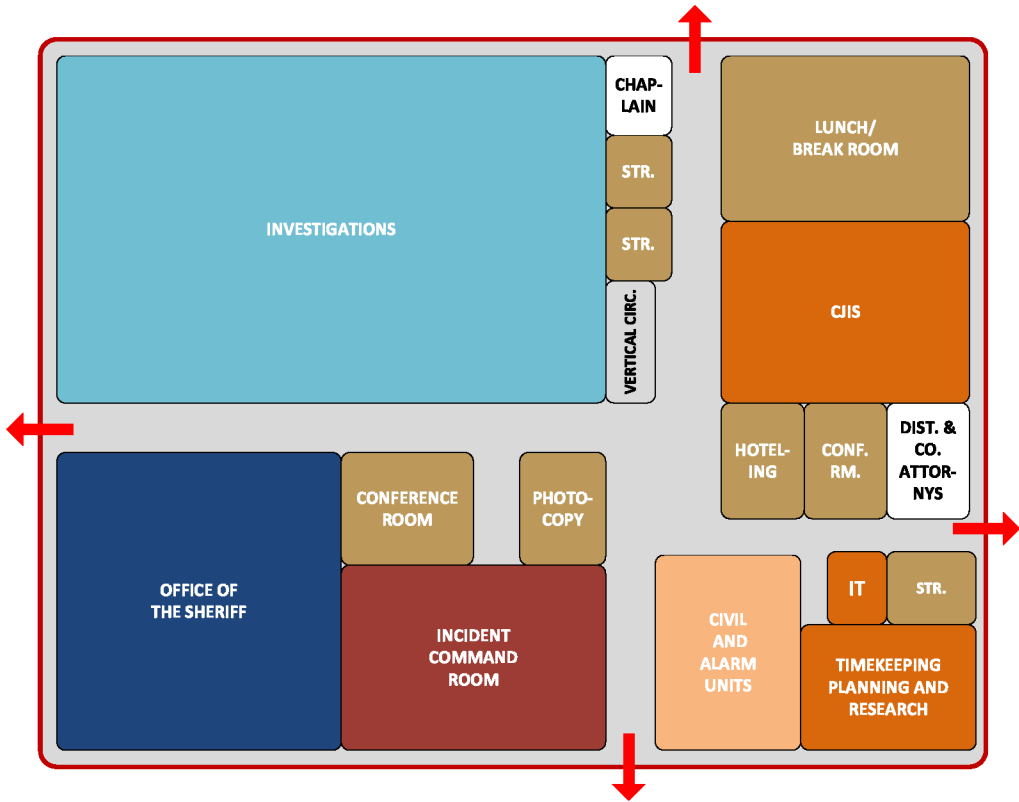
ORGANIZATION/ FUNCTION	HOUSED STAFF			NET USEABLE SQUARE FEET			Comments
	2015	2025	2035	2015	2025	2035	
<b>1.0 OFFICE OF THE SHERIFF</b>	<b>3</b>	<b>7</b>	<b>7</b>	<b>1,308</b>	<b>1,938</b>	<b>1,938</b>	
3.1 All	3	7	7	1,308	1,938	1,938	
<b>2.0 BUSINESS SERVICES</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>1,174</b>	<b>1,261</b>	<b>1,381</b>	<i>Subtotal of Sub-Components Below</i>
2.1 Planning and Research Unit	-	-	-	65	65	65	
2.2 Fiscal Unit - Timekeeping Only	5	5	6	354	354	425	
2.3 Criminal Justice and Info System	4	5	5	755	842	891	
<b>3.0 ENFORCEMENT</b>	<b>35</b>	<b>47</b>	<b>52</b>	<b>6,157</b>	<b>6,701</b>	<b>7,088</b>	<i>Subtotal of Sub-Components Below</i>
3.1 Patrol	-	5	5	233	313	313	
3.2 Logistics	1	1	1	8,156	10,951	13,832	
<i>Minus Large Evidence</i>				<i>(7,913)</i>	<i>(10,708)</i>	<i>(13,589)</i>	
3.3 Investigations	11	14	16	3,193	3,486	3,719	
3.4 Enforcement Support	23	27	30	2,488	2,659	2,813	
<b>4.0 DISTRICT/COUNTY ATTORNEY</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>175</b>	<b>175</b>	<b>175</b>	<i>Subtotal of Sub-Components Below</i>
4.1 All	-	-	-	175	175	175	
<b>5.0 SEARCH AND RESCUE</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<i>Subtotal of Sub-Components Below</i>
<i>5.1 All</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>Excluded from this Alternative</i>
<b>6.0 FACILITY SUPPORT</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>13,261</b>	<b>14,056</b>	<b>14,550</b>	<i>Subtotal of Sub-Components Below</i>
6.1 Public Areas	-	-	-	4,333	4,333	4,333	
6.2 Secure Staff Support Areas	-	-	-	5,843	6,638	7,105	
6.3 Building Utilities	-	-	-	760	760	760	
6.4 In-Custody Detention Areas	-	-	-	2,325	2,325	2,352	
<b>TOTALS: STAFF AND NET USEABLE SQ. FT.</b>	<b>47</b>	<b>64</b>	<b>70</b>	<b>22,075</b>	<b>24,131</b>	<b>25,132</b>	Assumes Single Building
Building Gross Up Space	<i>Assumed Net to Gross Ratio</i> 0.769			6,626	7,243	7,544	
<b>TOTAL BUILDING GROSS SQUARE FEET</b>				<b>28,701</b>	<b>31,374</b>	<b>32,676</b>	Assumes Single Building
Average Gross Square Feet per Staff				617	490	467	

ALTERNATIVE 4 BLOCK & STACK DIAGRAM - LOWER LEVEL - FIG. 4.2





ALTERNATIVE 4 BLOCK & STACK DIAGRAM - UPPER LEVEL - FIG. 4.3



## OPTION 4 MINIMUM SITE AREA REQUIREMENTS - FIG. 4.4

Multnomah County Sheriff's Office Facility

REDUCED PROGRAM REQUIREMENTS AND ALTERNATIVE FACILITY CONCEPTS

### Alternative 4 - Base Program Reduced, Less TPCC

#### Site Area Requirements Program

Item	Space Standard	Square Footage	Comments/Assumptions
<b>Primary Building(s):</b>			
Net Useable Square Feet		25,132	
Gross Square Feet		32,676	
Number of Stories		2	
Ground Level Building Footprint		19,370	Based on Building Stacking Plan
Enclosed Patio		800	
Total Enveloped Area		20,170	
Building Apron		6,140	Apron depth: 10'
<b>Subtotal - Site Square Feet</b>		<b>26,310</b>	
<b>Ancillary Areas</b>			
Emergency Generator		300	
Garbage/Recycling		200	
Flex Area - Operations Staging		1,000	
<b>Subtotal - Site SF Required</b>		<b>1,500</b>	
<b>Parking Requirements (Year 2035 requirements)</b>	<b>Spaces</b>	<b>Sq. Ft.</b>	<b>Assumes all surface parking</b>
Public Public/S&R Volunteer Parking Area	60	360	21,600
Staff Parking Area - Secure	33	360	11,880
<b>Fleet/Official Vehicles Area - Secure</b>			
Take Home Cars	38	360	13,680
Standard Size Fleet Vehicles	56	360	20,160
Specialized Vehicles - Standard	6	360	2,160
Specialized Vehicles - Large	9	450	4,050
Official/County Visitor Parking	10	360	3,600
<b>Evidence Vehicles</b>			-
<b>Subtotal - Site Parking Requirements</b>	<b>212</b>		<b>77,130</b>
<b>Subtotal - Program Components</b>			<b>104,940</b>
<b>Non-Program Site Requirements</b>			
Site Circulation @ .25		26,235	Percentage of Total Program Components
Subtotal Program and Site Circulation		131,175	
Landscaping and Setbacks		15,186	2 x 3 rectangular site; 10' setback all
<b>Total Site Requirements</b>			
Total Square Footage		146,361	
<b>Total Acreage</b>		<b>3.36</b>	

## **RECOMMENDED ALTERNATIVE 5 – SUMMARY**

### **BUILDING SPACE PROGRAM SYNOPSIS**

Alternative 5 represents a reduced building program that takes advantage of the recent partnership with the City of Troutdale by utilizing their existing facility to house Enforcement and Facility Support functions in the TPCC. Large Evidence Storage and Search and Rescue are proposed to be located on another County property. Vehicle Maintenance functions are eliminated.

Alternate 5 is also based on a proposed site near the TPCC. This may allow further reductions in Booking and Interrogation, and elimination of the Detention Vehicle Sallyport. A summary of the Alternative 5 Building Program follows this page (FIG. 5.1). The Net Useable Square Foot data is highlighted for the year 2025 needs.

### **CONCEPTUAL BLOCK & STACK DIAGRAM**

Alternative 5 Block & Stack diagrams follow the Building Program Summary (FIG 5.2. and 5.3). These diagrams are not to scale, and are not intended to represent a particular design. The diagram is intended to show potential adjacency relationships of various spaces only.

### **SITE PROGRAM**

The Option 5 Site Area Requirements Program (FIG. 5.4) has been calculated to meet growth needs to the year 2035, or 3.3 AC.

## ALTERNATIVE 5 BUILDING PROGRAM SUMMARY - FIG. 5.1

Multnomah County Sheriff's Office Facility

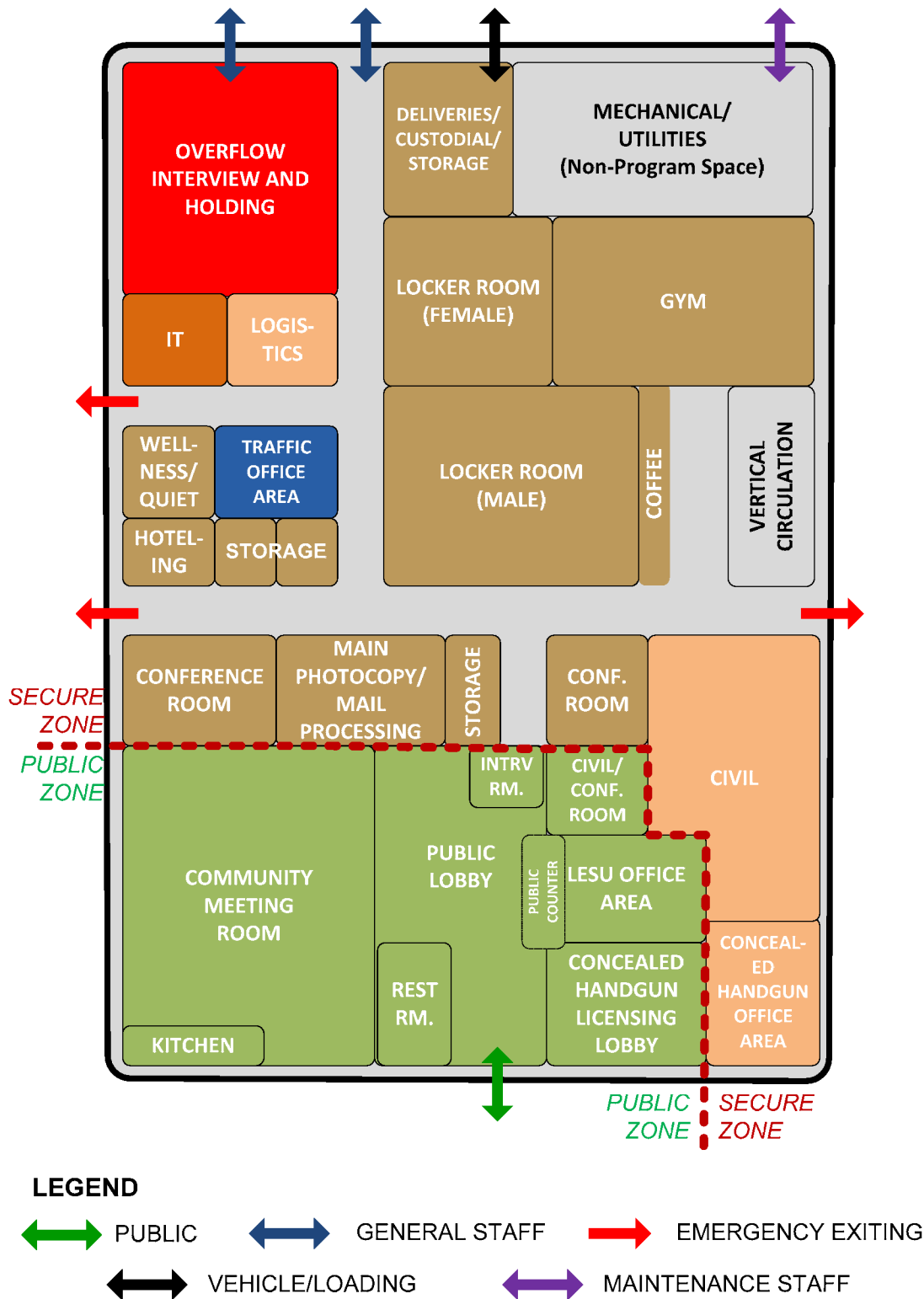
REDUCED PROGRAM REQUIREMENTS AND ALTERNATIVE FACILITY CONCEPTS

### Alt. 5 - Base Program Reduced, Less TPCC, Less large Property Evidence, Fleet Maintenance, Search & Rescue, and Comprehensive Arrestee Booking and Holding

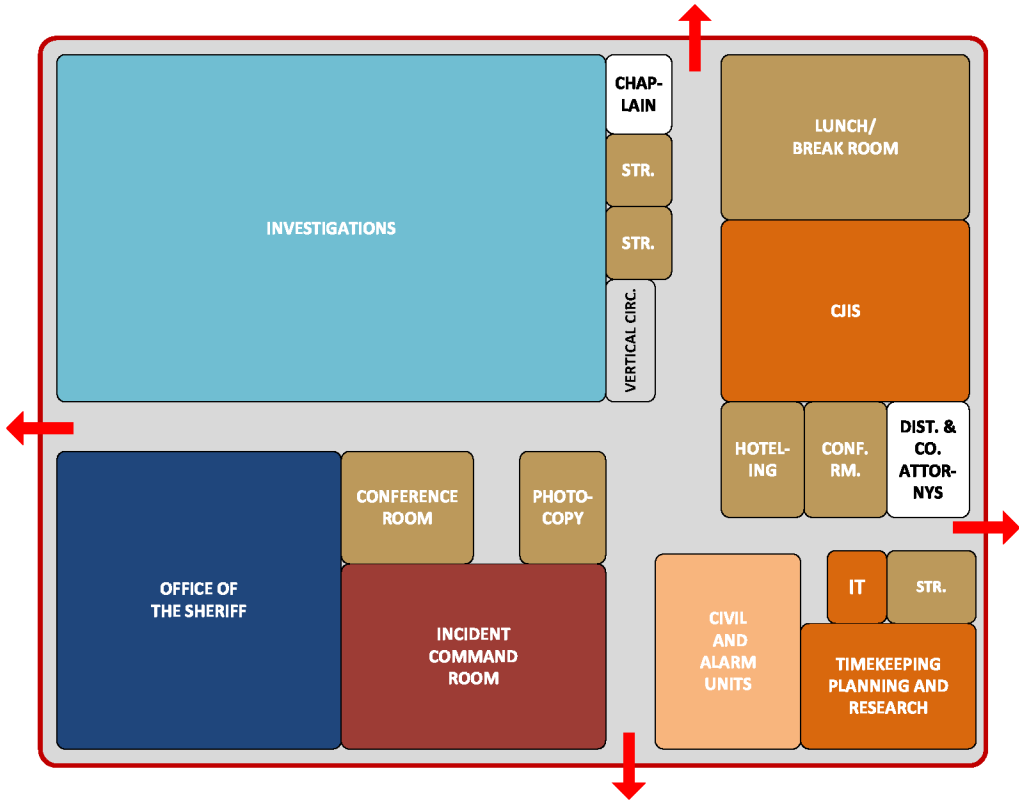
#### Staff and Building Space Summary

ORGANIZATION/ FUNCTION	HOUSED STAFF			NET USEABLE SQUARE FEET			Comments
	2015	2025	2035	2015	2025	2035	
<b>1.0 OFFICE OF THE SHERIFF</b>	<b>3</b>	<b>7</b>	<b>7</b>	<b>1,308</b>	<b>1,938</b>	<b>1,938</b>	
3.1 All	3	7	7	1,308	1,938	1,938	
<b>2.0 BUSINESS SERVICES</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>1,174</b>	<b>1,261</b>	<b>1,381</b>	<i>Subtotal of Sub-Components Below</i>
2.1 Planning and Research Unit	-	-	-	65	65	65	
2.2 Fiscal Unit - Timekeeping Only	5	5	6	354	354	425	
2.3 Criminal Justice and Info System	4	5	5	755	842	891	
<b>3.0 ENFORCEMENT</b>	<b>35</b>	<b>47</b>	<b>52</b>	<b>6,157</b>	<b>6,701</b>	<b>7,088</b>	<i>Subtotal of Sub-Components Below</i>
3.1 Patrol	-	5	5	233	313	313	
3.2 Logistics	1	1	1	8,156	10,951	13,832	
<i>Minus Large Evidence</i>				<i>(7,913)</i>	<i>(10,708)</i>	<i>(13,589)</i>	
3.3 Investigations	11	14	16	3,193	3,486	3,719	
3.4 Enforcement Support	23	27	30	2,488	2,659	2,813	
<b>4.0 DISTRICT/COUNTY ATTORNEY</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>175</b>	<b>175</b>	<b>175</b>	<i>Subtotal of Sub-Components Below</i>
4.1 All	-	-	-	175	175	175	
<b>5.0 SEARCH AND RESCUE</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<i>Subtotal of Sub-Components Below</i>
<i>5.1 All</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>Excluded from this Alternative</i>
<b>6.0 FACILITY SUPPORT</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>11,936</b>	<b>12,731</b>	<b>13,198</b>	<i>Subtotal of Sub-Components Below</i>
6.1 Public Areas	-	-	-	4,333	4,333	4,333	
6.2 Secure Staff Support Areas	-	-	-	5,843	6,638	7,105	
6.3 Building Utilities	-	-	-	760	760	760	
6.4 In-Custody Overflow Areas	-	-	-	1,000	1,000	1,000	
<b>TOTALS: STAFF AND NET USEABLE SQ. FT.</b>	<b>47</b>	<b>64</b>	<b>70</b>	<b>20,749</b>	<b>22,805</b>	<b>23,780</b>	Assumes Single Building
Building Gross Up Space							
Assumed Net to Gross Ratio			0.770	6,188	6,802	7,092	
<b>TOTAL BUILDING GROSS SQUARE FEET</b>				<b>26,938</b>	<b>29,607</b>	<b>30,872</b>	Assumes Single Building
Average Gross Square Feet per Staff				579	463	441	

ALTERNATIVE 5 BLOCK & STACK DIAGRAM - LOWER LEVEL - FIG. 5.2



ALTERNATIVE 5 BLOCK & STACK DIAGRAM - UPPER LEVEL - FIG. 5.3



## OPTION 5 MINIMUM SITE AREA REQUIREMENTS - FIG. 5.4

Multnomah County Sheriff's Office Facility

REDUCED PROGRAM REQUIREMENTS AND ALTERNATIVE FACILITY CONCEPTS

### Alt. 5 - Base Program Reduced, Less TPCC, Less large Property Evidence, Fleet Maintenance, Search & Rescue, and Comprehensive Arrestee Booking and Holding

#### Site Area Requirements Program

Item	Space Standard	Square Footage	Comments/Assumptions
<b>Primary Building(s):</b>			
Net Useable Square Feet		23,780	
Gross Square Feet		30,872	
Number of Stories		2	
Ground Level Building Footprint		17,603	Based on Building Stacking Plan
Enclosed Patio		800	
Total Enveloped Area		18,403	
Building Apron		5,883	Apron depth: 10'
<b>Subtotal - Site Square Feet</b>		<b>24,286</b>	
<b>Ancillary Areas</b>			
Emergency Generator		300	
Garbage/Recycling		200	
Flex Area - Operations Staging		1,000	
<b>Subtotal - Site SF Required</b>		<b>1,500</b>	
<b>Parking Requirements (Year 2035 requirement)</b>			
	Spaces	Sq. Ft.	Assumes all surface parking
Public Public/S&R Volunteer Parking Area	60	360	21,600
Staff Parking Area - Secure	33	360	11,880
<b>Fleet/Official Vehicles Area - Secure</b>			
Take Home Cars	38	360	13,680
Standard Size Fleet Vehicles	56	360	20,160
Specialized Vehicles - Standard	6	360	2,160
Specialized Vehicles - Large	9	450	4,050
Official/County Visitor Parking	10	360	3,600
<del>Evidence Vehicles</del>			-
<b>Subtotal - Site Parking Requirements</b>		<b>212</b>	<b>77,130</b>
<b>Subtotal - Program Components</b>		<b>102,916</b>	
<b>Non-Program Site Requirements</b>			
Site Circulation @ .25		25,729	Percentage of Total Program Components
Subtotal Program and Site Circulation		128,645	
Landscaping and Setbacks		15,043	2 x 3 rectangular site; 10' setback all
<b>Total Site Requirements</b>			
Total Square Footage		143,688	
<b>Total Acreage</b>		<b>3.30</b>	

## **SITE EVALUATIONS**

Commencing in April of 2013, Multnomah County conducted a formal RFI (Request for Information) process to collect data on available properties in the East County region. The basic requirements for the search were to include buildings of 45,000 to 60,000 square feet for sale or lease, land of approximately 4 acres for sale or lease, Build-To-Suit opportunities, or other development options.

The search area was broad, extending from the Columbia River on the North to N.E. Stark Street on the South, 162<sup>nd</sup> Avenue to the West and to the Sandy River to the East. This effort resulted in receipt of responses from approximately 14 owners or brokers. Subsequently, these properties were evaluated, assessed using criteria established by Facilities and Property Management and the Sheriff's Office. Based on this scoring, several properties were evaluated further, including 2 existing buildings and one undeveloped land parcel. Preliminary building evaluations were performed, and conceptual cost estimates for development were prepared. No immediate further action was taken.

In June of 2014, as a part of this Feasibility Report, SOJ undertook informal and confidential efforts to perform a cursory update of available properties. This was performed by contacting area brokers, including responders to the 2013 RFI, with a new, generic description of the basic requirements for properties and buildings. This resulted in data collection for approximately 10 new properties, and carry-over of 2 from the 2013 RFI. At the same time, past evaluation criteria were re-visited, resulting in establishment of new facility location zones identified as acceptable and preferred, as illustrated in the Property Search Zone Map. These zones are smaller than in the 2013 study to more effectively shift the desired location of the facility to better reflect the core service area, and in closer proximity to the I-84 corridor to increase service efficiencies.

General data was catalogued for all of the candidate properties. Information was assembled to address at least the following evaluation criteria:

- Property location in reference to “acceptable” and “preferred” zones.
- Property size
- Topographical characteristics, such as shape, slopes, access points.
- Advertised property costs
- Preliminary zoning information, and cursory evaluation of feasibility for development
- Nature of primary and secondary vehicle routes to nearest I-84 interchanges, including consideration of property uses along the routes and public safety concerns.
- Proximity to public transit stops.

Scoring of each site was not performed as a part of this exercise, as the intent of the cursory property search was to discover new viable properties, and to establish the level of feasibility of locating a facility within the acceptable zone. At least a half – dozen such properties were



catalogued, which was deemed an adequate figure to declare that finding a suitable location within the acceptable zone was feasible. No further communication or negotiation with property owners was prescribed for this phase, but the Phase 2 scope will include performance of a more formal evaluation, and involve direct contact and negotiation on one or more properties.

The following graphic is the MCSO Relocation Zone Map, indicating the borders and areas of East Multnomah County determined to be the acceptable and preferred zones for siting a new facility.

## MCSO RELOCATION ZONE MAP



# **CONCEPTUAL PROJECT ESTIMATES and FINANCING STRATEGY**

## **CONCEPTUAL ESTIMATE PARAMETERS**

### **General Parameters:**

The estimate for the project is conceptual in nature, and it is important to recognize that in early planning stages of a project, variations of estimate components may be wide, partly due to the fact that there are no design documents available to make dimension - based construction estimates for materials or labor. A conceptual estimate, when properly assembled, includes contingency factors to reflect that the level of data upon which the estimate is based is limited. All development estimates are presented assuming the proposed schedule is maintained, that there are no significant program changes to the project, and that no significant events effecting local economic factors occurs.

A summary of the seven alternatives analyzed follows. These include building program size and adjacency requirements for each alternative, and the correlating conceptual cost opinions. These estimates include land, hard & soft costs, inflation projections to mid - 2016, and mandated County programs and contingencies. The conceptual cost estimate summaries are provided in the following Summary of Development Alternatives:



## SUMMARY OF DEVELOPMENT ALTERNATIVES

2014 ALTERNATIVES	GROWTH TO YEAR	PROGRAM SQ. FT.	CONCEPTUAL ESTIMATE	PROGRAM NOTES
REPLACE ALL HANSEN FUNCTIONS ON APPROX. 5 ACRES				
1A	2035	72,213 gsf	\$38M - \$42M	Meets year 2035 growth projections
1B	2025	65,948 gsf	\$34M - \$38M	Meets year 2035 growth projections
1C	2015	57,245 gsf	\$30.5M - \$33.5M	Meets current needs, no growth accommodated
2015 ALTERNATIVES	GROWTH TO YEAR	PROGRAM SQ. FT.	CONCEPTUAL ESTIMATE	PROGRAM NOTES
2	2025	48,666 gsf	\$27.5M - \$30.5M	PROGRAM ADJUSTMENTS TO REDUCE 17,282 GSF: 1. Eliminate Vehicle Maintenance 2. Relocate Large Evidence Storage to Yeon or other County site with new metal building (cost allowance included)
3	2025	47,377 gsf	\$26.5M - \$28.5M	PROGRAM ADJUSTMENTS TO REDUCE 18,571 GSF: 1. Enforcement and Facility Support has moved to TPCC 2. Eliminate Vehicle Maintenance
RECOMMENDED ALTERNATIVES FOR PHASE 2 STUDY:				
2015 ALTERNATIVES	GROWTH TO YEAR	PROGRAM SQ. FT.	CONCEPTUAL ESTIMATE	PROGRAM NOTES
4	2025	31,361 gsf	\$20.1M - \$22.1M	PROGRAM ADJUSTMENTS TO REDUCE 34,587 GSF: 1. Enforcement and Facility Support has moved to TPCC 2. Eliminate Vehicle Maintenance 3. Relocate Large Evidence Storage and Search & Rescue to Yeon or other County site with new metal building (cost allowance included)
5	2025	29,594 gsf	\$18.0M - \$20.0M	PROGRAM ADJUSTMENTS TO REDUCE 36,354 GSF: 1. Enforcement and Facility Support has moved to TPCC 2. Eliminate Vehicle Maintenance 3. Relocate Large Evidence Storage and Search & Rescue to Yeon or other County site with new metal building (cost allowance included) 4. Develop potential land near TPCC



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**MEMORANDUM**

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To: Board of County Commissioners  
From: Mark Campbell, Chief Financial Officer  
Date: January 22, 2016  
Subject: **Hansen Building Replacement Project – Financing Strategy**

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The purpose of this memo is to outline a strategy for financing the Hansen Building replacement project. It is assumed that the project will be financed primarily with long-term debt. General Fund cash contributions in both FY 2014 and FY 2016 have been provided to perform "Phase 1" work on the project. This memo also provides an overview of the County's debt capacity and how this project will impact future planned borrowings.

**Project Funding and Timing of Resources**

Two options are being presented to provide for the functions currently housed in the Hansen Building. The analysis below assumes that financing is required to accommodate the more expensive of the two options. However, Table 2 provides estimated financing costs for the range of costs associated with each option.

"Option 4" describes a 34,000 gross square foot building designed to accommodate Sheriff's Office growth for ten years. It is estimated to range in cost from **\$20.8 million to \$22.8 million** including an allowance for a land purchase. There are one-time-only (OTO) funds remaining from the FY 2014 budget that can be applied to the project and another \$500,000 is included in the FY 2016 budget. It is assumed that long-term debt will finance the majority of the cost but based on the project schedule it will not be necessary to issue debt until late in FY 2017. Assuming the project comes in at the high end of the range financing will consist of:

Cash on Hand	\$ 1,400,000
Long-Term Debt	<u>21,400,000</u>
Total	\$22,800,000

As noted above, this represents the most conservative (i.e., more expensive) assumption for this project. We would not expect to borrow any more than \$21.4 million and the amount of long-term debt necessary to support the project could be reduced if the Board commits additional OTO funds to it. As per the County's *Financial & Budget Policies*, half of the OTO revenues identified in the Chair's Proposed Budget "... will be allocated to the capitalization, or recapitalization, of major County facilities projects."



### **Debt Service Analysis**

Most of the funding for this project is assumed to come in the form of bond proceeds. Therefore, a level debt service approach is recommended. This will add to current debt service payments in the short-term but, as has been noted before, most of the County's current debt (the debt that is subject to the *Financial & Budget Policies*) will mature in FY 2020.

The analysis below provides estimates for a 20-year bond issue as well as a 30-year bond issue.

<u>Term</u>	<u>Interest Rate</u>	<u>Annual D/S</u>	<u>Total Interest</u>
20 Year	3.75%	\$1,540,000	\$ 9,400,000
30 Year	4.00%	\$1,238,000	\$15,727,000

As noted above, if additional OTO revenues are allocated to the project it will reduce annual debt service payments. Each \$1 million of OTO revenue applied to the project could save between \$600,000 and \$750,000 over the life of the bonds issued to support the project. Assuming that bonds are issued sometime during FY 2017 debt service payments would begin the following year. It is likely that long-term interest rates will increase over the next year or so and the estimates provided above assume a 50-basis point (.5%) increase over current rates.

### **Impact on Debt Capacity**

Debt capacity is limited by state statute and the County's *Financial & Budget Policies*. The internal policy is more restrictive than the state limits and, thus, is the basis for this analysis. That policy limits annual debt service payments for "full faith and credit" obligations that are directly supported by the General Fund to no more than 5% of budgeted General Fund revenues. The FY 2016 debt capacity calculation is attached to this memo as Table 1.

As of July 1, 2015 the General Fund directly supports about \$5.3 million in annual debt service payments. This amount is reduced slightly each year until FY 2020. General Fund revenues could support up to \$20.4 million of annual debt service payments. Based on policy –assuming a 20 year amortization at 4% interest – the General Fund could support an additional \$206 million in debt proceeds.

It bears noting that there are other projects, most notably the Downtown Courthouse replacement project, which will require debt financing within the next few years. Based on current cost estimates the County has adequate *capacity* to provide for all of the high priority projects that have been identified. However, capacity is designed more as a limit while ability to pay is ultimately constrained by how the General Fund is currently allocated. In FY 2016 debt service payments represent ***approximately 1.3%*** of General Fund revenues. Issuing debt up to the policy limit would require a reduction in current, ongoing spending or an increase in General Fund revenues – or a combination of both.

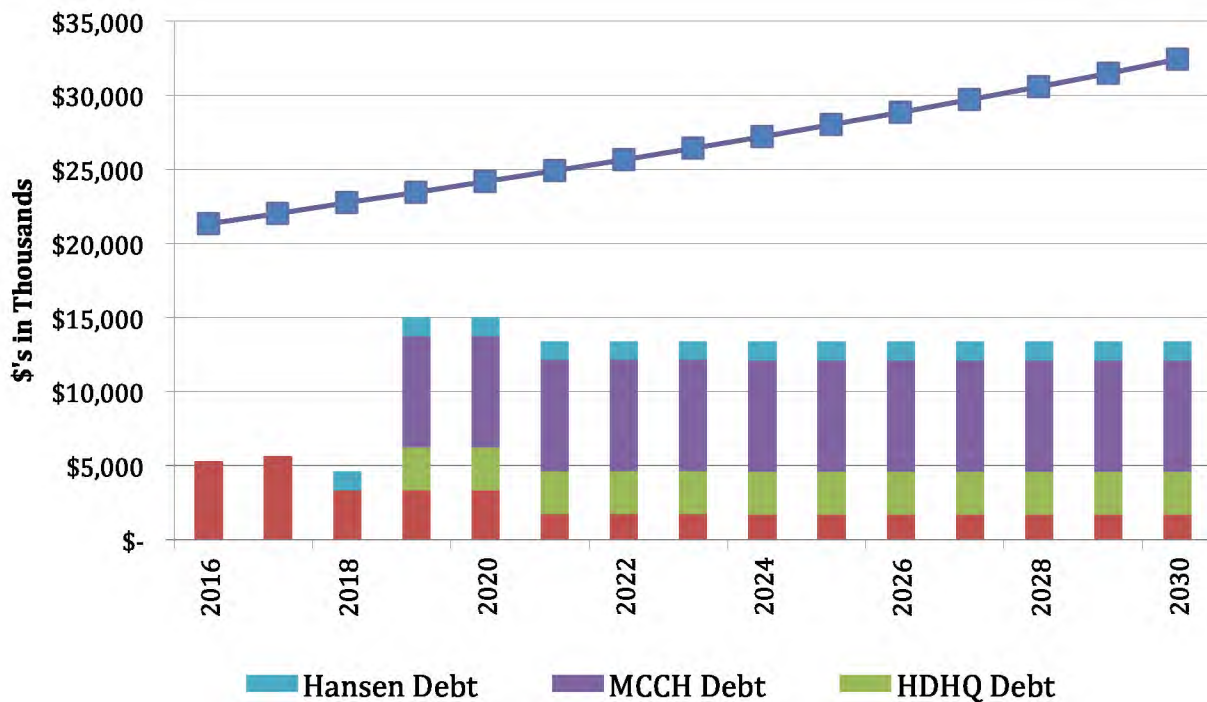
### Summary

The Hansen Building replacement project is estimated to cost between \$18.6 and \$22.8 million based on the two options being presented for the Board's consideration. It is assumed that most of the funding for the project will be provided by proceeds from a long-term debt issue.

The County has sufficient capacity, based on the Financial & Budget Policies, to accommodate a long-term debt issue to support the project. A level debt structure is recommended. A 20-year amortization is favored by policy but a 30-year amortization could be considered in order to lower annual debt service payments. If additional OTO resources are allocated to the project the annual debt service costs would be reduced.

It is important to maintain debt capacity for other high priority capital projects. Given what is currently known about those projects there is adequate capacity to support them. The timing, and amount, of future borrowings will dictate how much the additional debt service will be in competition with other General Fund obligations.

### **MULTNOMAH COUNTY DEBT CAPACITY**



## **PART C – NEXT STEPS**



# **FAC-1 PRELIMINARY PLANNING PROPOSAL**

## **PART C – NEXT STEPS**

Following is a brief description of the recommended “Next Steps” to continue forward with the Hansen Replacement Facility project.

### **Initiate Phase 2: Project Delivery and Development Plan**

- Through a County-issued RFI, solicit proposals for available properties from the real estate development community and / or land owners
- Conduct Property Evaluations to review and rank available properties
- Conduct due diligence and site-specific studies for preferred property options
- Prepare for property acquisition
- Develop project delivery model
- Engage consultants required to complete Phase 2
- Update schedule, cost estimates, and prepare findings for Phase 2
- Present findings for Phase 2, schedule and costs to complete Phase 3 and seek approval from the BCC to engage in Phase 3 (Design & Construction)

### **Phase 2 Schedule and Cost:**

Phase 2 Schedule: Approx. 9 months

Phase 2 activities cost estimate: Approx. \$550,000

## **PART D – PROJECT MANAGEMENT**

# FAC-1 PRELIMINARY PLANNING PROPOSAL

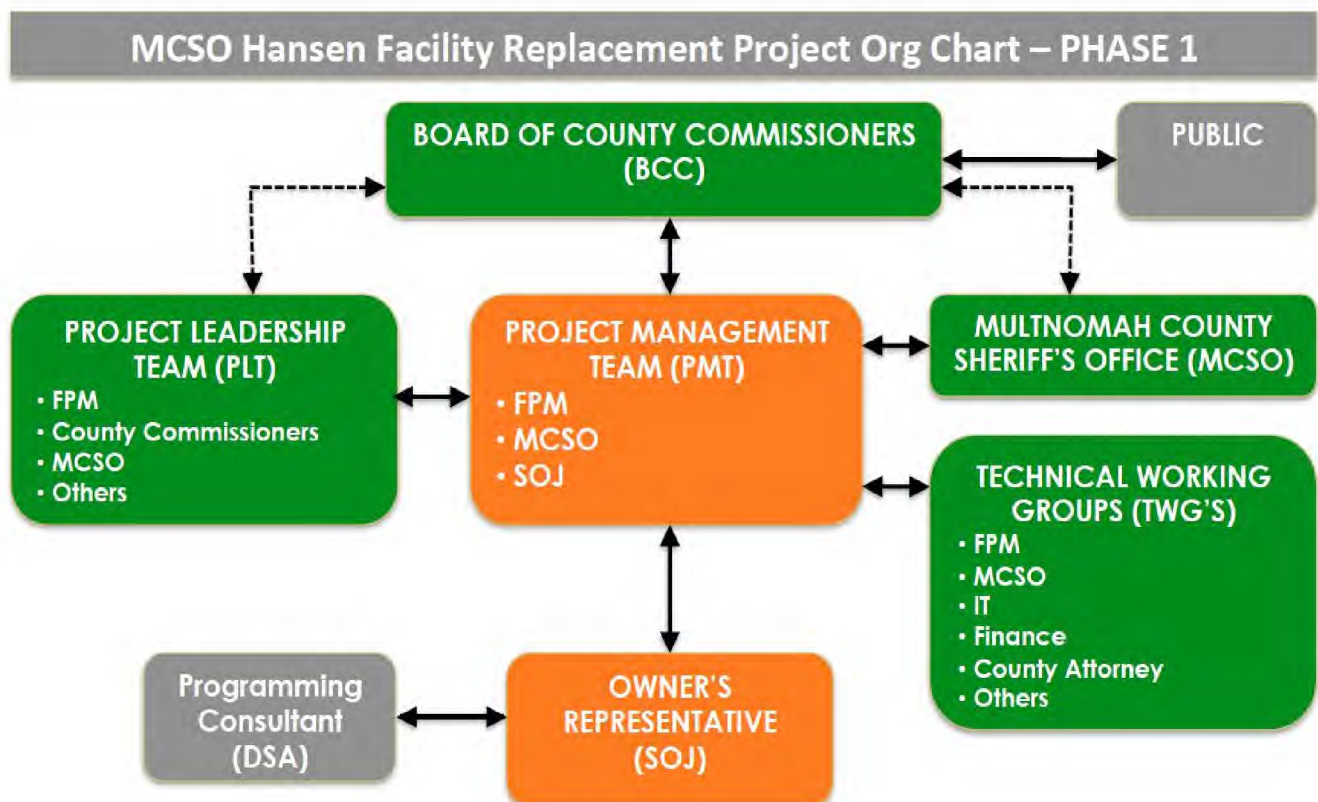
## PART D – PROJECT MANAGEMENT

### The Project Management Team (PMT)

The Project Management Team has been working to evaluate the project, the Phase 1 work activities, and additional development options in order to present the recommendations contained within this FAC-1 Preliminary Planning Proposal. The current PMT includes representation from:

- Multnomah County Facilities and Property Management
- Multnomah County Sheriff's Office
- Shiels Obletz Johnsen, Owner Representative

The Project Management Team is responsible for the day-to-day detailed activities associated with the project, but is a part of a larger group of entities engaged in the common efforts to deliver a successful project to Multnomah County. The organizational relationships are illustrated in the Organization Chart provided below.



# **Project Communication and Reporting**

## **BOARD OF COUNTY COMMISSIONERS (BCC)**

The BCC is composed of the elected chair and four elected commissioners of Multnomah County. The BCC is the Project owner and has the ultimate responsibility to taxpayers for the success of the Project.

## **MULTNOMAH COUNTY SHERIFF'S OFFICE**

The Multnomah County Sheriff is an elected official in the County and all law enforcement and corrections operations are the Sheriff's responsibility. The Sheriff is the primary user and customer of the new facility. Facility options will be reviewed to meet the needs of both the Board of County Commissioners and the Multnomah County Sheriff's Office

## **PROJECT MANAGEMENT TEAM (PMT)**

The main responsibility of the PMT is to manage the Project. The PMT will be composed of County staff and Owner's Representative staff for Phases 1 and 2. Should the County move forward with these optional phases, additional PMT team members may include Architectural and Engineering firms and the selected contractor. The required members will generally be the lead manager of each staff plus any specialists significant to the current issues. The PMT's activities will be guided by a Project Management Plan that is founded on the principles of inclusion, collaboration, transparency and diligent protection of the County's best interests. It is expected that the Project Management Team will meet twice monthly in Phase 1 and 2, and up to 4 times per month in Phase 3.

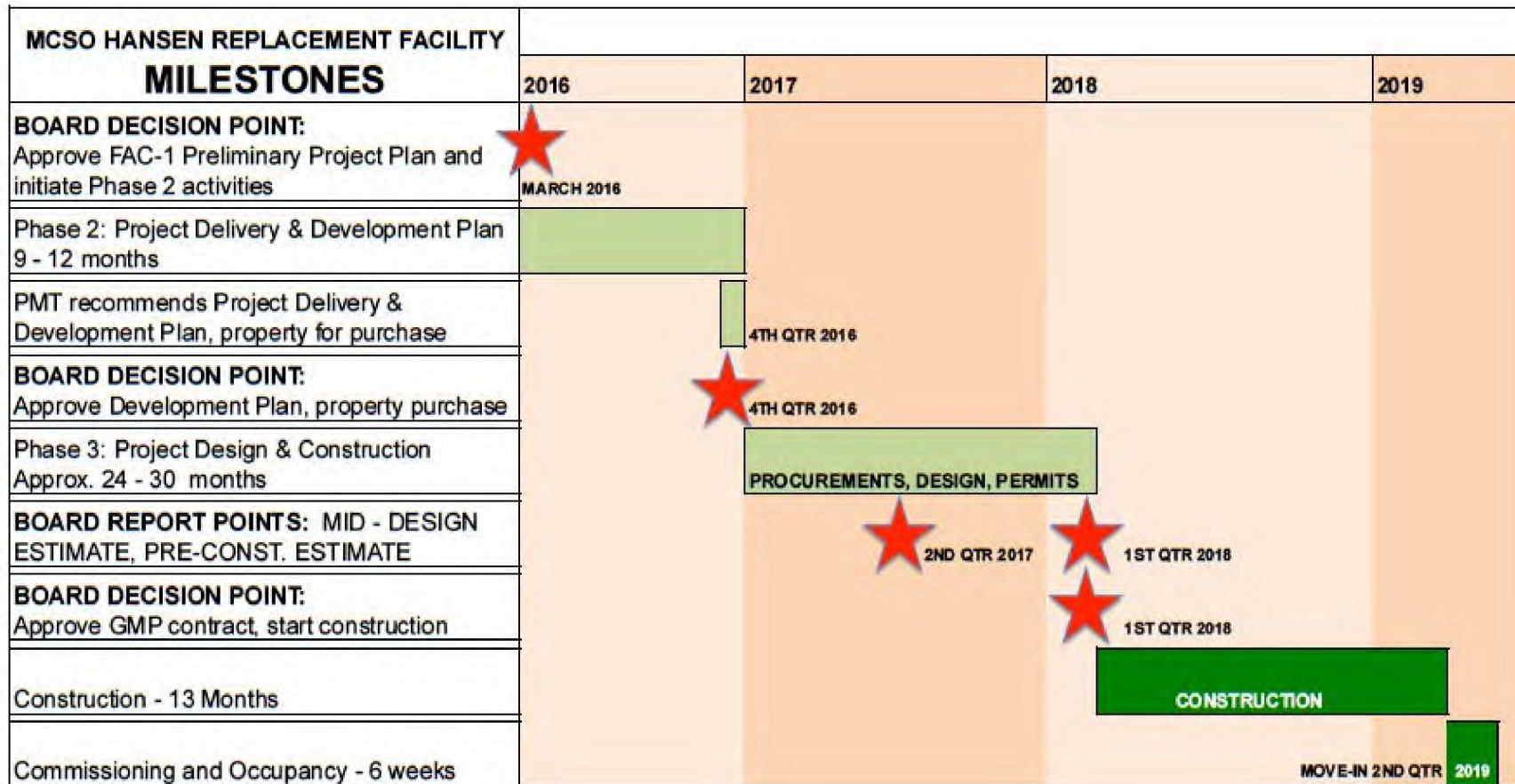
## **PROJECT LEADERSHIP TEAM (PLT)**

This team consists of Project Sponsors and Department Leadership representatives. The PLT meets to review the status of the project and to provide guidance on project issues and goals. It is expected that the PLT will meet approximately every six to eight weeks.

## **TECHNICAL WORKING GROUPS (TWGs)**

The County will form specialized TWGs composed of technical experts in specialized fields that will advise the PMT and the County on recommendations for specific issues. This may include County staff from the Multnomah County Sheriff's Office, Facilities Division, IT, Finance Department, and County Attorney. TWGs will meet as needed.

# PRELIMINARY PROJECT SCHEDULE



## **Project Management Plan**

A framework for a Project Management Plan is being developed. The plan will provide clarity and discipline to management of all aspects of the project. The plan will be based on the principles of inclusion, collaboration, transparency and diligent protection of the County's best interests. The plan establishes procedures, protocols and requirements for administration, communication, schedule and budget controls and other disciplines. It will also clarify expectations for meeting various County-required programs such as a MW/ESB participation, Workforce Training, 1.5% Solar, 2% for Art, etc.

## **PART E – EXHIBITS**





# Multnomah County Sheriff's Office Hansen Operations Relocation

## PROJECT CHARTER

**Project:** Develop a new Multnomah County Sheriff's Office facility

**Date:** April 2014

### Sponsors and Stakeholders

#### Sponsors:

Multnomah County Chair  
Multnomah County Sheriff's Office  
Multnomah County Commissioner – District 4

#### Stakeholders:

Multnomah County Chair  
Multnomah County Board of Commissioners  
Multnomah County Facilities & Property Management  
City of Fairview  
Corbett Oregon ?  
Wood Village ?  
Troutdale  
Maywood Park ?

Depts. for Whom Project is done: Multnomah County Sheriff's Office

#### Depts. Affected:

Multnomah County Sheriff's Office  
Department of County Assets

### Problem Statement

Multnomah County is committed to developing a new facility for the MCSO Sheriff's Law Enforcement operations. The Sheriff's office moved to its current location at the Hansen Building complex in 1976, the Hansen Building was built in 1956 as a County Health Clinic. Due to buildings infrastructural needs, seismic liability, lack of LE best practices security and the distance to the Sheriff's current service districts, it no longer meets the operational requirements of a modern law enforcement agency. Additionally, as A first responder agency, it is imperative the MCSO has a permanent Incident Command Center which currently isn't located at the Hansen Building.



There are many challenges to finding a site for the new facility as it needs to be open to the public, yet house highly sensitive materials and activities related to law enforcement including records storage, active investigation operations, and evidence storage.

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## **Mission**

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To develop a strategy to relocate the MCSO Operations at the Law Enforcement Division to an efficient, economical, and sustainable facility sited more closely to their largest patrol region from which they will continue to deliver critical services to the citizens of Multnomah County.

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## **Objectives**

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- A. Move Sheriff's operations out of the Hansen Site
- B. Identify an agreed upon consultant for Owner's Representative services
- C. Move Forward in a timely manner, keeping project momentum
- D. Expeditious timeline
- E. Relocate all MCSO operations from the Hansen Building Complex
- F. Explore other MCSO functions that could be relocated to the new facility.
- G. Reduction in overall operating costs
- H. Project team with representation from the Board, MCSO and Facilities.

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## **Deliverables**

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- A. Preliminary Planning Proposal
- B. Project Plan
- C. Building Design and Construction Documents
- D. New Facility

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## **Roles and Responsibilities**

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- A. Sponsor - County Chair, Multnomah County Sheriff, District 4 Commissioner
  - a. Role
    - i. Approval of Project (FAC-1)
    - ii. Provide advocacy
    - iii. Provide project funding
  - b. Responsibilities
    - i. Authorization of project phases and funding
- B. Project Leadership Team
  - a. Role
    - i. Review and provide guidance on the development of the Project
    - ii. Authorize employee time and resources for project team.
    - iii. Make recommendation to the Board of County Commissioners as appropriate.

b. Responsibilities

- i. Direction on project development alignment with County strategy/goals
- ii. Provide guidance to Project Management Team
- iii. Convene team meeting at least quarterly.

C. Project Leads – DCA Facilities and Property Management and MCSO

a. Role

- i. Project management
- ii. Coordinate team members efforts in project development
- iii. Facilitate project meetings
- iv. Point of contact for the project

b. Responsibilities

- i. Successful development and execution of the project.

D. Project Management Team – DCA Facilities and Property Management and MCSO

a. Role

- i. Provide information in the members' areas of expertise
- ii. Monitor progress of the project and complete individual tasks as defined
- iii. Evaluate results of team recommendations
- iv. Provide input to the project development

b. Responsibilities

- i. Support of project development
- ii. Drive the project toward completion.
- iii. Align work based upon guidance from Project Leadership Team

E. Consultants

a. Role

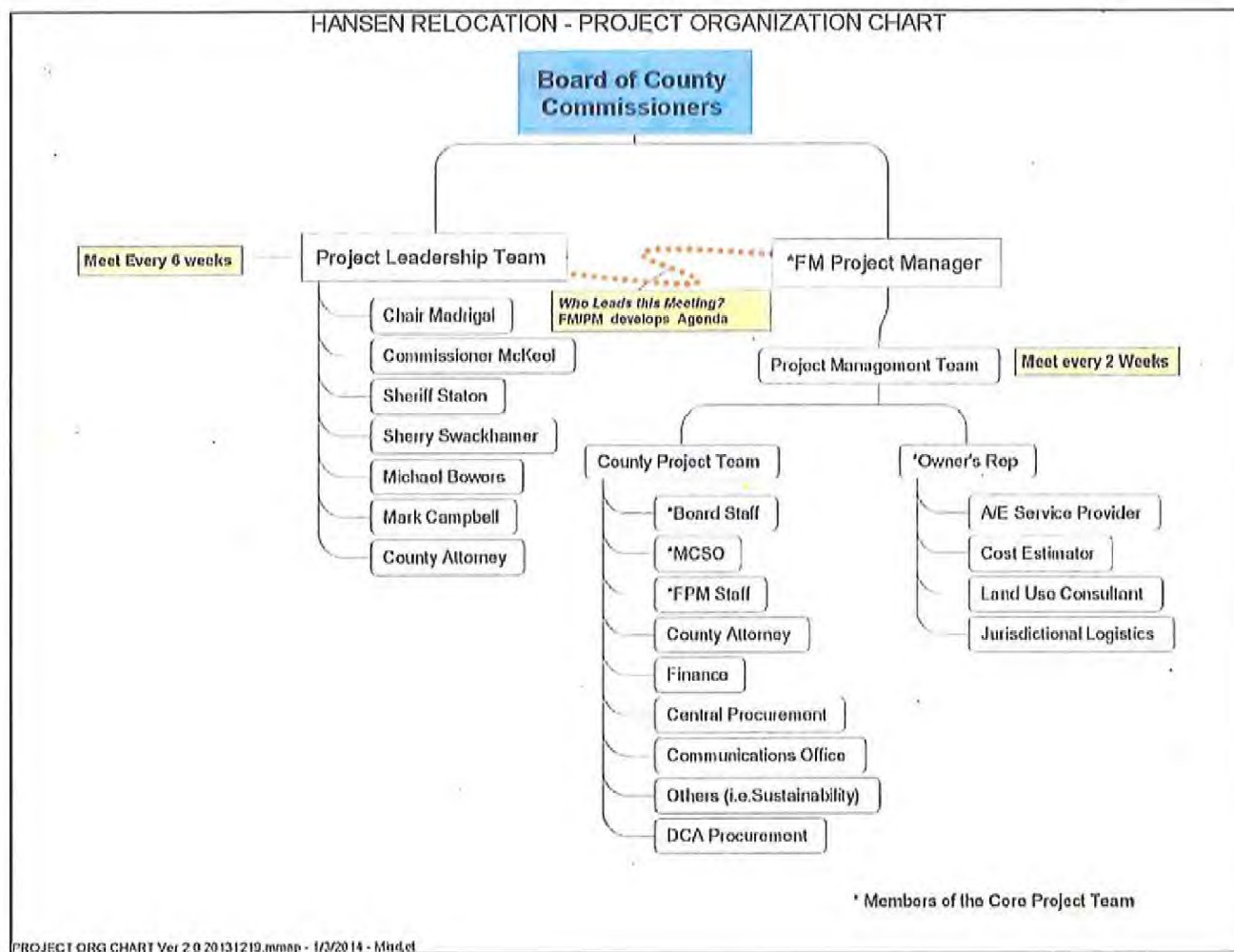
- i. Provide project deliverables outlined in the scope of work.
- ii. Provide assistance with public process as commissioned by the project team
- iii. Develop and design a plan to support LE operations in an emerging environment with 21<sup>st</sup> century program efforts utilized at all possible times.

b. Responsibilities

- i. Represent the County in expert discussions in order to assist the Project Management Team to bring a succinct plan and efficient product to the Project Leadership Team and the Board of County Commissioners
- ii. Understand LE operations needs and County facility needs and support programming that adheres to both needs groups.



## Organization Chart



## Key Resources

*This is a list of identifying possible resources; it is only a partial list*

- A. Multnomah County Sheriff's Office
  - a. Law Enforcement Division
  - b. Administration
- B. Department of County Assets
  - a. Facilities and Property Management
- C. Owner's Representative Team
- D. County Attorney's Office
- E. Office of Communication
- F. Partnerships

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### **Project Milestone Target Dates**

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- A. December 2013 - Project Initiated
- B. October 2014 – Preliminary Planning Proposal (Phase 1)
- C. 9-12 Months – Project Plan (Phase 2)
- D. 18-24 Months – Design & Construction (Phase 3)

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### **Funding Plan**

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At this time, funding for the project has not been identified.

These are potential funding sources available to the County for a project of this scope.

- 1. One Time Only Funding
- 2. Property Disposition Revenue
- 3. Bonds
- 4. Grants
- 5. Other Options

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### **Process**

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- A. Develop Project Team
- B. Acquisition of Owner's Representation Services
- C. Project Planning and Development
- D. FAC-1 Process
  - a. Preliminary Project Proposal
  - b. Project Proposal
  - c. Project Plan
  - d. Project Design and Construction

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### **Benefits**

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The key benefits are:

- A. An efficient , modern, and responsive facility for County Sheriff operations
- B. Accessibility to Public
- C. Healthy and Safe facility for both staff and visitors
- D. Increased efficiency to jurisdiction served
- E. Operation efficiencies
- F. Lower carbon footprint

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### **Constraints**

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The key constraints are:

- A. Limited financial and personnel resources dedicated to this project

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## Assumptions

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The key assumptions are:

- A. The recommendations submitted by the project team will be reviewed by the Board of County Commissioners for approval
- B. The sponsoring departments have and will commit the necessary resources to support the project
- C. This project, at minimum, will relocate all MCSO services from the Hansen Site
- D. Project will explore inclusion of other programs in the facility
- E. *Consultants will focus recommendations and research on facilities that support the current and future MCSO operations districts.*

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## Exclusions

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The key exclusions are:

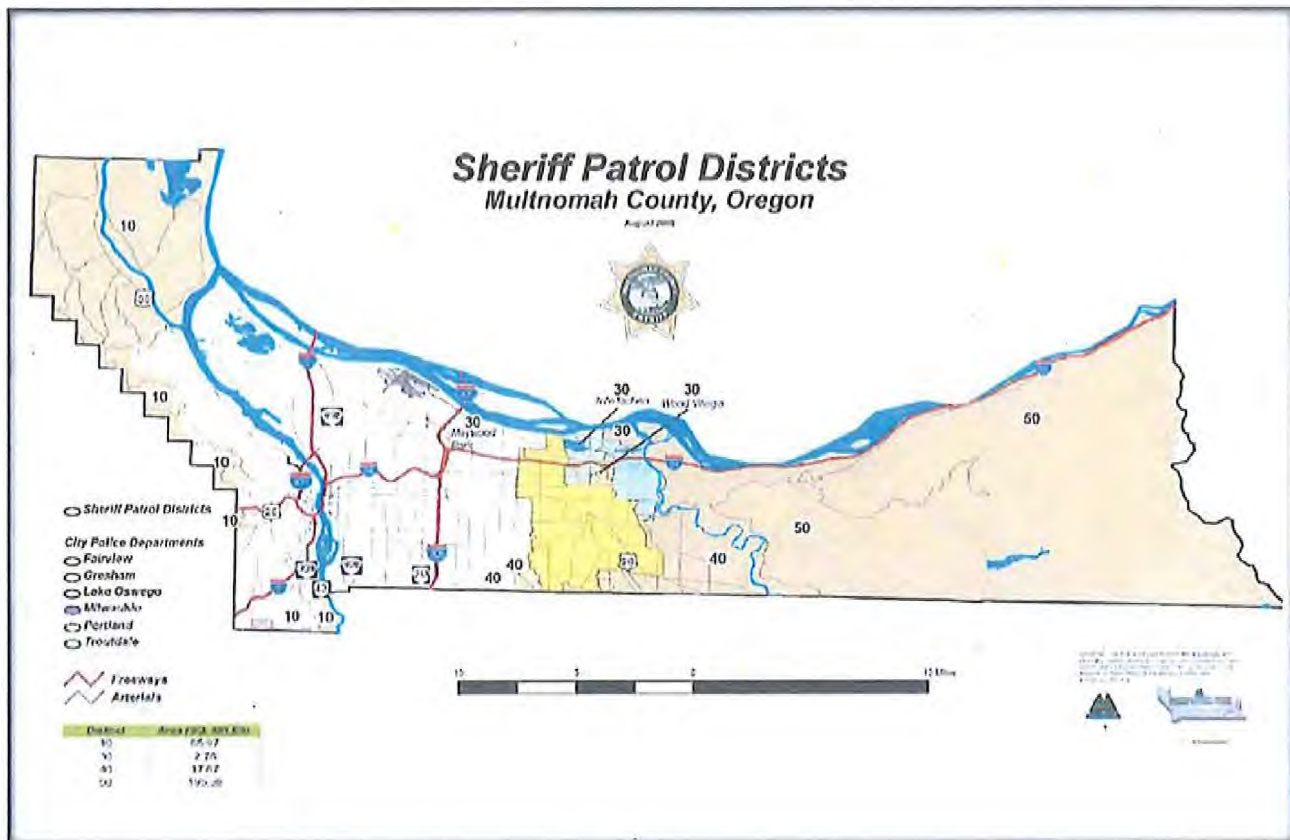
*None identified at this time.*



## Hansen Building – Existing Conditions

The Hansen Building is located on the SE Corner of the intersection of NE 122<sup>nd</sup> Avenue and NE Glisan Street. The 4 acre property consists of 5 buildings, housing the MCSO Law Enforcement division operations. The main building, constructed in 1956 as a County Health Clinic, houses the majority of the services at the site. The other buildings on the site contain ancillary services such as vehicle maintenance and storage for special equipment and evidence.

Sheriff's office provides 24/7 protection of life and property to residents and visitors of the unincorporated areas of Multnomah County. The following map shows the patrol areas.





## Current Location - Hansen Building Complex



NE 122<sup>nd</sup> Avenue and NE Glisan Street

**Hansen Building – B313**

**Hansen Building A – B378**

**Hansen Building B – B319**

**Hansen Building C – B318**

**Hansen Building D – B379**

12240 NE Glisan Street, Portland, OR 97230

**Hansen Station – B316**

12338 NE Glisan Street, Portland, OR 9723

April 2014

## Multnomah County Initiatives and Policies

- A. High Performance Green Building Policy
  - a. LEED Gold Certification
  - b. Support MWESB
  - c. Solar Initiative
  - d. Architecture 2030
- B. Regional Arts & Culture Council
- C. Facilities Strategic Plan (FASP)
- D. FAC-4: Space Assignment, Design and Use

### Charter Approvals:

Chair's Office



Date 5/30/14

Sheriff



Date 7-8-14

District 4



Date 6/18/14

DCA



Date 8/7/14

FPM



Date 9/2/2014

Prepared by: Brett Taute, Facilities and Property Management Division