

25 March 2010

Clarence E. Lightner Public Safety Center

Public Safety Center Precedent Study

Summary:

Some members of the City Council have expressed concerns about the safety of consolidating Raleigh's public safety agencies in one building, and also of housing them in a high-rise structure. Since the Council meeting of March 2nd, 2010 the design team has researched over twenty public safety centers designed or built in the United States since September 11, 2001 in an effort to determine if this approach is consistent with best practices for the design of these facilities across the country. In an effort to be as thorough and accurate as possible we have made telephone contact with the public safety officials and design professionals associated with these projects wherever possible to verify the information.

In gathering and organizing this information several trends have become evident, and several common themes have been articulated by officials and design professionals we have spoken with:

Consolidation of Facilities: One of the recommendations of the 9-11 Commission Report was to implement the Incident Command System (ICS) between law enforcement and emergency response departments in all levels of government nationwide. This system is based on the integration of organizations and facilities to improve coordination and interoperability across agencies. In response to this most recently designed public safety centers co-locate some combination of facilities for police, fire, and emergency communications in single buildings, and often with emergency operations centers and data centers located within them as well.

Emergency Operations Centers (EOC's): Most new public safety centers accommodate the EOC within the consolidated facility. We also found that in facilities where these are not all in one building that they are often in very close proximity, and often on the same city block. One frequently heard comment from public safety officials regarding EOC's is that inclusion of the EOC in a consolidated facility readily accommodates quick and efficient emergency activations, since the chiefs of police, fire, emergency operations, and public officials are close at hand, thus improving emergency services and responses to their communities in emergency situations.

Urban Locations: Many of the newly designed and built public safety centers are in urban, downtown locations. These locations frequently result in the public safety center being in close

proximity to other government facilities and courthouses, as well as providing access to public transit and other critical infrastructure.

High-Rise Buildings: While certainly not the majority, there are several public safety centers built and being designed in high-rise buildings in the US: Two of the most notable are the new PSAC II in New York City and the new PSC for San Francisco. In speaking with the architects for these buildings we found that like in the Lightner Center the critical functions are generally being placed on higher floors in the buildings rather than in lower floors, thus creating greater separation from potential threats at ground level. As far as the inherent perceived risks of high-rise buildings, three facts should be kept in mind:

1. All buildings are vulnerable to attacks by airplanes, regardless of height: The recent attack in Austin, Texas was on a four story suburban office building.
2. Airplane attacks are very isolated incidents and pose a very remote risk: A 2009 DHS report concluded that the threat posed by private aircraft "is limited and mostly hypothetical."
3. The greatest threat for attack is by a vehicle-borne bomb at ground level: The height of the building actually enhances the security of the critical functions placed on high floors of the building for this threat.

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Design for Resiliency: Nearly all new public safety centers are designed as *Essential Facilities* and designed to resist a range of threats and to provide continuous service in emergency situations. These provisions often include progressive collapse resistant structures, enhanced seismic requirements, hurricane resistant exterior envelopes, and redundant utility services and building systems.

Costs: Due to a wide range of variable it is often difficult to gather truly comparable cost information for these projects, and it is not always clear what costs are pure construction costs versus total project costs. We did find that the range of costs for these facilities generally falls between \$400 and \$800 per square foot, with a few outliers beyond that range. With construction cost estimates at \$462 per square foot the Lightner Center costs fall well within the median range for similar projects across the US.

In conclusion we found that the current design of the Lightner Public Safety Center is consistent with best practices found in many cities and counties across the United States and would represent the state-of-the art for this type of facility in terms of operational efficiency, safety for the public safety operations and employees, and service to the public.

Public Safety Center Projects
 Precedent Study
 KS 60-5614-00

Public Safety Facility	Co-located Program Components										Size (GSF)	Construction Cost/SF	Project Cost/SF	LEED	Completed
	Urban	Police Dept. Offices	Fire Dept. Offices	EOC	ECC	Traffic Control	Data Center	Other	Low rise	High Rise					
CELPSC Raleigh, NC	◆	◆	◆	◆	◆	◆	◆			◆	305,000	\$462		Gold	In Design
PSAC II Bronx, NY	◆	◆	◆		◆		◆			◆	500,000		\$909	Silver	In Design
Santa Monica, CA	◆	◆	◆	◆					◆		117,000		\$402	Silver	2003
Seattle, WA EOC	◆		◆	◆	◆		◆			◆	63,000		\$746	Silver	2008
Tallahassee, FL (Leon County)		◆	◆	◆	◆	◆	◆	EMS	◆		75,000		\$347	Certified	In Design
Salt Lake City, UT	◆	◆	◆	◆	◆		◆		◆		153,000		\$820	Gold	In Design
Palo Alto, CA	◆	◆		◆	◆				◆		50,000		\$1,360	Gold	2011
Roanoke County, VA		◆	◆	◆	◆		◆		◆		83,000	\$325			2007
Atlanta, GA	◆	◆	◆						◆		165,000		\$545	Silver	2008
Escandido, CA		◆	◆	◆	◆				◆		115,000		\$530		2010
San Francisco, CA	◆	◆		◆			◆	Fire Station		◆	320,000		\$759	Gold	In Design
Faifax County, VA		◆		◆	◆	◆		Forensics	◆		147,000		\$895		2008
Washington, DC	◆			◆	◆		◆	RICC, 311	◆		140,000	\$307			2006
Houston, T X	◆				◆				◆		128,000	\$414			2007
Los Angeles, CA	◆	◆			◆			Parking		◆	500,000		\$946		2009
Sunrise, FL		◆	◆		◆		◆		◆		133,000		\$256		2011
Naples, FL (Collier County)		◆		◆	◆		◆	EMS	◆		135,000		\$415		2009
Cape Coral, FL		◆	◆	◆	◆				◆		200,000		\$550		In Design
Frankfort, KY		◆	◆	◆	◆				◆		42,000				2008
Marin County, CA	◆	◆		◆	◆		◆	Fire Station	◆		63,000		\$920	Gold	In Design
Cambridge, MA	◆	◆		◆	◆				◆		110,000	\$245 Reno	\$545	Silver	2008
Transylvania County, NC		◆		◆	◆			Jail	◆		63,000		\$271	Certified	2009
Sanford, FL		◆	◆	◆	◆				◆		75,000	\$213		Certified	2010

Project : Clarence E. Lightner Public Safety Center
Location: Downtown Raleigh, North Carolina
Gross Square Footage: 305,000 GSF
Number of Stories: Seventeen (17)

Collocated Program Components: Emergency Operations Center
Emergency Communications Center
Police Department Headquarters
Fire Department Headquarters
Information Technology Department
Traffic Management
Data Center

LEED Goal : Gold

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Security / Force Protection Provisions: Progressive Collapse
Forced Entry/Ballistic rating at lower levels
Hurricane resistant enclosure
Blast mitigation at exterior enclosure
Designated essential facility

Construction Cost: \$141 million (estimated)

Project Cost: \$205 million

Date Completed: anticipated 2013

Owner: City of Raleigh

Architect: KlingStubbins

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Project : PSAC II
Location: Bronx, New York (urban)
Gross Square Footage: 500,000 GSF
Number of Stories: Fourteen (14) - 250 feet height tall

Collocated Program Components: Police Administrative Department
Fire Administrative Department
Emergency Communication Center (911)
Data Center

LEED Goal : Silver

Security / Force Protection Provisions: Blast mitigation
Ballistic glazing

Project Cost: \$550 million
Construction Cost Unknown

Date Completed: 2013

Owner: City of New York

Architect: SOM

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18 March 2010

Clarence E. Lightner Public Safety Center

Telephone Interview Notes

Subject: NYC PSAC II

Contact: Inspector Anthony T. Tria, New York Police Department, Capital Construction

Summary:

The New York City PSAC II will be a new, purpose-built public safety center for the New York Metropolitan area. It will be one of two primary call center facilities for the City – the other being in downtown Brooklyn.

PSAC II is not a 'back-up' facility. It will be one of two primary 'hot sites', each handling approximately 50% of the total call volume for the City.

Of the two sites PSAC II will provide a higher level of redundancy and reliability than the Brooklyn site.

Floor Area: 500,000 SF
Cost: \$550 million (\$1,100/SF)
Height: 250 ft (high-rise construction)

EOC: The original program for the building included an EOC, which was seen as a highly desirable element to include in the facility. It was later removed from the project due to value engineering, not programmatic incompatibility. As compensation, the EOC capability is still maintained in the building with the inclusion of a large tiered auditorium space and shelled administrative space that can serve the EOC function in emergency activations.

Call Center: Located in the highest occupied floor of the building based on security considerations (the primarily identified threat is a vehicle-borne bomb.) Stations for 180 call-takers are provided. The call center ceiling is 30 feet high.

Consolidation: New York City is moving toward consolidation of emergency response functions between PD, FD, and ECC.

Consolidation offers significant efficiencies for facilities, operations, and technology. The advantages of consolidating the technology for the three in one facility are very significant, especially with the rapid rate of change of technology.

With the Lightner Center, Raleigh is 'going one step further' than New York by consolidating all of these functions with the EOC, which was also their intention with PSAC II.

Administrative Space: Office floors provided for NYPD and FDNY. Shell space provided for future expansion. Important to provide space for expansion as it will soon be filled.

Data Center: Included in the floor immediately below the call center.

Raised Floor: All office space is on 3 ft high raised floor. Call center and data center are on 4 ft high raised floor.

Critical Equipment: Emergency generators, air intakes, and other critical equipment are all roof-mounted for security and to maintain continuous air intake capability.

Security Considerations: It is important to make the distinction that the purpose of the security measures is to 'protect the operation – not the people.'

The threat assessment concluded that the primary identified man-made threat is a vehicle-borne bomb (ground level).

Airplane attacks: Typically there are much more 'high-value assets' that a potential terrorist would target rather than a PSAC. In any case buildings cannot be designed to withstand airplane attacks (other than bunkers deep underground).

Raleigh maintains a remote, back-up call center to maintain operations in the unlikely event of an attack.

Project : Santa Monica
Location: Santa Monica, California (urban)
Gross Square Footage: 117,000 GSF
Number of Stories: Six (6)

Collocated Program Components: 911 Call Center
Police Department Administration
Fire Department Administration
Information Technology Department
Data Center

Other Amenities: Underfloor Air Floor Distribution
Automatic daylighting controls

LEED Goal : Silver

Security / Force Protection Provisions: unknown

Project Cost: \$47 million
Construction Cost: Unknown

Date Completed: 2003

Owner: City of Santa Monica

Architect: Cannon Design

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Project :	Fire Station 10
Location:	Downtown Seattle, Washington
Gross Square Footage:	63,000 GSF
Number of Stories:	Six (6) High Rise per Building Code
Collocated Program Components:	City Emergency Operations Center Main Fire and Medical 911 Dispatch Six Bay Fire Station City's primary Hazmat Response Unit Data Center
Other Amenities:	Public Art
LEED Goal :	Silver
Security / Force Protection Provisions:	Perimeter control with bollards Designated essential facility N+1 Redundancy
Project Cost:	\$47 million
Construction Cost:	Unknown
Date Completed:	Spring 2008
Owner:	City of Seattle
Architect:	Weinstein Architects and Urban Designers, LLC

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Project: Leon County/City of Tallahassee Public Safety Complex
Location: Tallahassee, FL
Gross Square Footage: 75,000 GSF
Number of Stories: Three (3)

Collocated Program Components: Joint 911 Dispatch Center
Emergency Operations Center
Police Department Administration
Fire Department Administration
Sheriff's Department
Regional Traffic Management
Information Technology
Emergency Medical Services

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LEED Goal: Certified

Security / Force Protection Provisions: National Storm Shelter Standard ICC-500
72 hour self contained
Category 3 hurricane protection
Designated essential facility
Redundant mechanical & electrical systems
Low level anti-terrorism protection

Construction Cost: Unknown

Project Cost: \$26 million

Date Completed: TBD

Owner: Leon County/City of Tallahassee

Architect: In designer selection

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Project: Public Safety Building
Location: Downtown Salt Lake City, UT
Gross Square Footage: 153,000 GSF
Number of Stories: TBD

Collocated Program Components:
911 Dispatch Center
Emergency Operations Center (adjacent building)
Police Department Administration
Fire Department Administration
Emergency Management Administration
Data Center
Police Fusion Center

LEED Goal: Gold

Security / Force Protection Provisions:
Designated essential facility
72 hour self contained
Category 3 hurricane protection
Redundant mechanical & electrical systems
Low level anti-terrorism protection

Construction Cost: Unknown
Project Cost: \$125 million

Date Completed: TBD

Owner: City of Salt Lake City

Architect: In designer selection

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Project : Public Safety Building
Location: Palo Alto, CA
Gross Square Footage: 50,000 GSF
Number of Stories: Two (2)

Collocated Program Components: Emergency Operations Center
911 Emergency Dispatch Center
Police Department Headquarters

LEED Goal: Gold

Security / Force Protection Provisions: Designed as essential facility
Earthquake resistance
Blast mitigation at exterior enclosure

Construction Cost: Unknown
Project Cost: \$68 million

Date Completed: anticipated 2011

Owner: City of Palo Alto

Architect: Ross Drulius Cusenbery Architecture

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Project : Roanoke County Public Safety Center
Location: Roanoke, Virginia (suburban)
Gross Square Footage: 83,000 GSF
Number of Stories: Three (3)

Collocated Program Components: 911 Emergency Dispatch Center
Emergency Operations Center
Police Academy
Police Department Headquarters
Fire Department Headquarters
Rescue Department Headquarters
County Information Technology Department

Other Amenities:

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LEED Goal : Unknown
Security / Force Protection Provisions: Unknown
Project Cost: Unknown
Construction Cost: \$27 million
Date Completed: 2007
Owner: City of Roanoke, VA
Architect: DVA Architects

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Project: Atlanta Public Safety Headquarters
Location: Downtown Atlanta, GA
Gross Square Footage: 165,000 GSF
Number of Stories: Five (5)

Collocated Program Components: Police Department Headquarters
Fire Department Headquarters
Joint Operations Center
Armory
Media Room

LEED Goal: Silver

Security / Force Protection Provisions: Unknown

Construction Cost: Unknown
Project Cost: \$90 million

Date Completed: 2008

Owner: City of Atlanta, GA

Architect: Turner Associates

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Project : Escondido Police and Fire Headquarters
Location: Escondido, California (suburban)
Gross Square Footage: 115,000 GSF
Number of Stories: Three (3)

Collocated Program Components: Police Administrative Headquarters
Police Station
Fire Administrative Headquarters (3rd floor)
Emergency Operations Center (3rd Floor)
911 Call Center (2nd Floor)
Crime Lab
Community meeting rooms for 60-70 people

Other Amenities: Sallyport and holding cells

LEED Goal : Not pursued

Security / Force Protection Provisions: Hardened Lobby
Essential Facilities

Project Cost: \$61 million
Construction Cost: Unknown

Date Completed: Spring of 2010

Owner: City of Escondido

Architect: WLC Architects

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Project:	Public Safety Building
Location:	Downtown San Francisco, CA
Gross Square Footage:	320,000 GSF
Number of Stories:	Six (6) plus penthouse (highrise design)
Collocated Program Components:	Police Department Headquarters Emergency Operations Center (sixth floor) Downtown Police Station Fire Station Data Center Information Technology Call Center
LEED Goal:	Gold
Security / Force Protection Provisions:	Designed as essential facility Earthquake resistance Progressive collapse design Bullet resistant glazing Redundant mechanical & electrical systems
Construction Cost:	Unknown
Project Cost:	\$243 million
Date Completed:	In design
Owner:	City of San Francisco
Architect:	McClaren Wilson & Lawrie, Inc

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Project: McConnell Public Safety and Transportation Operations Center
Location: Fairfax County, VA
Gross Square Footage: 147,000 GSF
Number of Stories: Two (2)

Collocated Program Components:
911 Communications Center
Emergency Operations Center
Emergency Management Administration
State Police Dispatch
Traffic Control Center
Police Forensics Lab

LEED Goal: N/A

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Security / Force Protection Provisions:
Category 3 hurricane protection
Earthquake resistance
Progressive collapse design
Redundant mechanical & electrical systems

Construction Cost: Unknown
Project Cost: \$131.5 million

Date Completed: 2008

Owner: Fairfax County

Architect: HOK

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Project: Unified Communications Center
Location: Washington, DC
Gross Square Footage: 140,000 GSF
Number of Stories: Three (3) + Basement

Collocated Program Components:
911 Call Center
Emergency Management Agency (EMA)
Emergency Operations Center
Regional Incidents Command & Control Center (RICC)
Network Operational Center (NOC)
Data Center

LEED Goal: N/A

Security / Force Protection Provisions: GSA level C protection
Blast/bullet resistant walls
72-hour self-staining capabilities
Redundant mechanical and electrical systems

Construction Cost: \$43 million (without technology)
Project Cost: Unknown

Date Completed: 2006

Owner: District of Columbia

Architect: AECOM (formerly DMJM)

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Project :	Houston Emergency Center
Location:	Houston, Texas (urban)
Gross Square Footage:	128,000 GSF
Number of Stories:	Unknown
Collocated Program Components:	Joint 911 call center Emergency Operations Center
LEED Goal :	Unknown
Security / Force Protection Provisions:	Unknown
Project Cost:	Unknown
Construction Cost:	\$53 million
Date Completed:	2003
Owner:	City of Houston
Architect:	Pierce Goodwin Alexander & Linville (PGAL)

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Project : Sunrise Public Safety Complex
Location: Sunrise, Florida (suburban)
Gross Square Footage: 103,000 GSF (includes three buildings)
Number of Stories: Five (5) story administrative building
Two (2) story fire station
One (1) story

Collocated Program Components: Regional Emergency Operations Center
Police Department Headquarters
Fire Department Headquarters
Information Technology Department
Data Center
Eight Lane indoor Firing Range
Fire Station

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Other Amenities: 100 person community meeting room

LEED Goal : Unknown

Security / Force Protection Provisions: Hurricane resistant enclosure at Category V
Designated essential facility

Project Cost: \$34 million

Construction Cost: Unknown

Date Completed: anticipated February, 14 2011

Owner: City of Sunrise

Architect: Architect Design Group

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Project: Collier County Emergency Services Center
Location: Naples, FL
Gross Square Footage: 135,000 GSF
Number of Stories: Five (5)

Collocated Program Components:
911 Dispatch Center
Emergency Operations Center
Emergency Medical Services
Sheriff's Department
Bureau of Emergency Services
Information and Technology
Public Information Studio

LEED Goal: N/A

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Security / Force Protection Provisions: Category 5 hurricane protection
Designated essential facility
Redundant mechanical & electrical systems

Construction Cost: Unknown
Project Cost: \$56 million

Date Completed: 2009

Owner: Collier County, FL

Architect: Sharf & Associates

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Project : Cape Coral Public Safety Facility
Location: Cape Coral, Florida
Gross Square Footage: 200,000 GSF (25,000 shell space for future expansion)
Number of Stories: Unknown

Collocated Program Components: Police Administrative Headquarters
Fire Administrative Headquarters
Emergency Operations Center
911 Emergency Response Services
Community meeting rooms

LEED Goal : Unknown

Security / Force Protection Provisions: Unknown

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Project Cost: \$11 million

Construction Cost: Unknown

Date Completed: Unknown

Owner: City of Cape Coral

Architect: Architect Design Group

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Project: Frankfort Public Safety Facility
Location: Frankfort, KY
Gross Square Footage: 42,000 GSF
Number of Stories: Two (2)

Collocated Program Components: Police Department Headquarters
Fire Department Headquarters
Emergency Operations Center
911 Dispatch Center

LEED Goal: Unknown

Security / Force Protection Provisions: Unknown

Project Cost: Unknown

Date Completed: 2008

Owner: City of Frankfort, KY

Architect: Architects Design Group. Inc.

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Project: Marin County Emergency Operations Facility
Location: Downtown San Rafael, CA
Gross Square Footage: 63,000 GSF (Phase I)
Number of Stories: TBD

Collocated Program Components: Marin Emergency Radio Authority (MERA)
Emergency Operations Center
Information Services and Technology
Sheriff's patrol
Emergency Services Offices
Sheriff Department (Phase II)
Fire Station (Phase II)

LEED Goal: Gold

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Security / Force Protection Provisions: Designated essential facility
Seismic protection

Construction Cost: Unknown
Project Cost: \$58 million (Phase I), \$28 million (Phase II)

Date Completed: 2014 estimated

Owner: Marin County, CA

Architect: In designer selection

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Project :	Robert W. Healy Public Safety Facility
Location:	Downtown Cambridge, Massachusetts
Gross Square Footage:	110,000 GSF
Number of Stories:	Six (6)
Collocated Program Components:	Police Department - includes booking, holding, and administrative Emergency Communication Center (ECC) Emergency Operations Center Community room Media Room
Other Amenities:	Green roof, underground parking, locker rooms
LEED Goal :	Silver
Security / Force Protection Provisions:	Unknown
Project Cost:	\$60 million
Construction Cost	\$27 million (interior upfit)
Date Completed:	2008
Owner:	City of Cambridge
Architect:	Kaestle Boos Associates

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Project: Transylvania County Public Safety Center
Location: Brevard, NC
Gross Square Footage: 63,000 GSF
Number of Stories: Two (2)

Collocated Program Components: Police Department
Emergency 911 Dispatch Center
Emergency Operations Center
Jail
Sheriff's Offices

LEED Goal: Certified

Security / Force Protection Provisions: Designated essential facility

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Project Cost: \$17 million

Date Completed: 2009

Owner: Transylvania County, NC

Architect: Moseley Architects

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Project:	Police and Fire Headquarters
Location:	Downtown Sanford, FL
Gross Square Footage:	75,000 GSF
Number of Stories:	Three (3)
Collocated Program Components:	Police Department Headquarters Fire Department Headquarters Emergency 911 Dispatch Center Emergency Operations Center Fire Station Community meeting rooms Historical display area
LEED Goal:	Certified
Security / Force Protection Provisions:	Category 3 hurricane protection Designated essential facility Redundant mechanical and electrical systems
Construction Cost:	\$16 million
Project Cost:	Unknown
Date Completed:	2010
Owner:	City of Sanford, FL
Architect:	Architects Design Group, Inc.

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