

Facility Capital Plans and Budget: Replacement of Fire Stations

A. Intro:

The SCFD4 proposed Operational Strategic Plan for 2024-2034 has goals to increase staffing <u>and</u> provide upgrades to the infrastructure of facilities. The 2021 Standard of Cover (SOC) technical report and the 2021 Facilities Assessment and 2021 Community Risk Assessment (CRA) support these goals. Findings from the SOC show that the three active fire stations are appropriately distributed to provide first-due coverage to urban and rural populations. However, there is a need to replace these stations as they are not suited for full-time staffing operations, deploying an Effective Response Force (ERF) for complex incidents, or mitigating simultaneous emergency incidents/overlapping calls. The SOC recommends maintaining the three-station deployment model, keeping the stations in their same general vicinity, to equitably maximize response times across the District.

Current staffing constraints add to the significance of the SOC study outcomes:

- Incidents of more than very moderate complexity will be beyond the District's capability to safely mitigate, especially in densely-populated urban areas.
 - \circ $\;$ Staffing levels are minimally-adequate currently for complex incidents.
 - Mutual aid agencies are too distant to arrive within best practice of Effective Response Force (ERF) goals.
- Concurrent incidents within the district occur 31% of the time.
 - o Primarily impacts Station 41 and 43 in the urban core
 - \circ 50% of calls for service occur in the City of Snohomish.
- Moderate projected overall population growth (19%) through 2035 will increase service demand.

B. Station 41 Capital Facility Replacement with Budget:

Replacing Station 41 will accommodate the SOC recommendations to increase daily staffing, availability of resources, and to most efficiently deploy specialized resources (ladder, battalion chief dedicated units). Building the new Station 41 headquarters will be the first project in the capital facility replacement plan which prioritizes a central location for specialized resources and administrative staff. Relocating administrative staff along with the facility maintenance center will alleviate the need for temporary offices during the Station 43 remodel. The close proximity of the new Station 41 headquarters with city government offices will afford many opportunities for collaboration and cultivate better



relations with the public. A central hub allows for better disaster preparedness, disaster response, and other operational mitigations. Due to the existing Station 41 not meeting current or future needs (see below), the district should replace Station 41 and make it the highest priority for capital facility replacements.

- Current Station 41 parcel size is too small for District's functional needs
- Current Station 41 was not designed for full-time live-in personnel
 Lacks design, function, space, and safety for personnel
- Current building design is inadequate for deployment of apparatus
 - Not able to store an aerial ladder, BC, or specialized response apparatus
- 1. Estimated Total Budget of \$30,303,299.07.
 - a. Paid ~\$3,705,500.00
 - b. Remaining ~\$26.473,799.07

See Appendix A

SOC References: Pg 9 facility assessment. Pg 10 Finding 22+23,26+27 and Rec 7. SOC Section 3 Facilities Assessment pg 67-74

Refer to GIS Map R, Map Y, and Map Z.

C. Station 43 Capital Facility Replacement with Budget

SCFD's Strategic Plan to improve emergency incident response performances aligns with the SOC/CRA recommendation to focus on maintaining the current three station locations and replacing them with modern buildings. Including the replacement of Station 43 in the budget will improve emergency incident response performance, efficiency of the personnel, and proper distribution of apparatus. Strategically, the completion of Station 41 will allow for 427 Maple (former Station 41) to be used as a temporary location during the replacement of Station 43. The SOC/CRA shows that the current location of Station 43 is best suited to meet performance goals, however, those studies recommend replacing Station 43, which is outdated and inadequate to service the area.

- Current building was not designed for full-time live-in staffing
 - o Lacks design, function, space, and safety for personnel
 - Turn-out time is affected (i.e crews must travel down flights of stairs)
 - Needs facilities for PPE storage and decon to meet health and safety standards.



- Current building design is inadequate for deployment of apparatus
 - Not able to store aerial ladder of specialized response apparatus
- Current building is prone to earthquake damage which could damage the District's assets and community response
- 1. Estimated Replacement Budget of \$13,087,440.00

See Appendix B

SOC References: Pg 9 Facility Assessment. Pg 10 Finding 22-24, 27 and Rec 7. Section 3 Facilities Assessment pg 67-74.

Refer to GIS Map S and Map Z.

D. 2024-2034 Capital Facility Cash Flow

The cash flow is a visual representation of the cash revenue from the District and the likely monthly billing for the construction projects, shown as quarterly expense and revenue. The cash flow model uses the strategic budget assumptions along with the above budgets (Appendices A & B). The cash flow model shows gaps in our cash funding (see below Section E : *Cost Refinements for Proposed Capital Facility Budget*). Currently, the "gaps" in funding are proposed to be filled through the sale of councilmanic bonds, as presented by Jim Nelson. The above budgets and cash flows have been reviewed by both Lawhead Architects and the District's Project Manager. Other funding solutions are identified in the executive summary, but they are not recommended.

See Appendix C

E. Cost Refinements for Proposed Capital Facility Budget

The cost of the proposed Station 41 was initially estimated at \$10 million for the building, \$1.5-2 million for land and \$5-8 million for all other items/fees (2021). The building was later adjusted to \$12 million and the land to \$2.5 million (2022) along with soft costs (40%) increasing proportionately. The building square footage increased in 2022/2023 with better Schematic Design (S/D). The budgetary changes after that are captured in Appendix D. The building cost is still within that general budget and the land was slightly less than proposed. However, there has been an increase to the "other items/fees" through site improvements, display building construction, and installation of underground power. Additionally, a new infrastructure requirement of \$2.4 million was added recently. The total budget increase over the last 3 years has been about \$8.5 million.

Further, there have been some changes to the budget due to varying financial implementations. The District saw a tax revenue decrease of ~\$12 million over 6 years,



2025-2030. Prioritization of hiring to increase staffing was reflected in the budget by ~\$9 million over 6 years, 2025-2030. Lastly, there was a reduction in revenue from capital facility sales as the Board plans to keep and maintain Station 40 in the District's facility inventory.

Also, general cost fluctuations have affected the budget. This includes construction cost inflation of over 4% a year since 2020, design updates for the building's functionality and updates to meet Pilchuck District code requirements. Additionally, there was a major code change in 2024 when the station adopted the 2021 IBC, which greatly increased requirements. In 2024, design and development budget increases were seen during evaluation of potential options, including the remodel of Station 43, future administrative building, a Station 43 relocation, and additional professional consulting services.

See Appendix D

F. Budget for Alternative Station 43 Location:

At the February retreat the Board directed staff to evaluate the option of relocating Station 43 to an alternative site. Relocating the station would have a larger budget impact than replacing the station at its current location. This impact is derived from determining the available properties, purchasing, legal costs, and feasibility studies for the new land. The additional costs also include inflation costs.

1. Alternative budget- \$21.5 million

See Appendix E

G. 2024-2034 Cash Flow for Alternative Station 43 Location:

This chart is the same as the previous cash flow, with the Alternative 43 Budget included. As shown, the gap in funding increases, resulting in the need for additional financing. The financial gap far outpaces our ability to fund via non-voted debt. The only viable option would be to move to voted-on bonds, which will create some delays. Other options would include lengthy delays to all projects to gain more cash reserves.

See Appendix F

H. Cost Savings via Collaboration

By collaborating with the City of Snohomish on the Pine Ave property, the District has realized significant cost savings. Many fixed costs have been split 43% Fire District /57 % City of Snohomish. The biggest example is the unexpected infrastructure requirement that added \$2.4 million to the project. If the District had purchased the property independently, that same requirement would exist, however, the District would have been required to pay



the full cost of over \$6.3 million. The savings have limited the impact of unexpected costs through the project and have allowed the district to maintain its initial plan.

See Appendix G.

I. Station 43 Current Location vs Station 43 Alternative Location

The District serves a diverse urban and rural population over a large geographic area. Deployment of emergency services is about balancing two important factors, response time (speed) and Effective Response Force /ERF (weight). Keeping to the three-station model with the current locations gives the District the most appropriate balance of speed and weight needed for the most effective overall responses while taking into account community risks, call density, and population density. Keeping a modernized Station 43 at the current location maintains effective distribution of first-due units for routine emergencies as well as a proper concentration of firefighters to handle more complex emergencies and overlapping calls. Improving the District's ability to meet the current Effective Response Force Standard allows critical tasks to be performed quickly and safely, lessening the chance that an emergency will escalate to negative outcomes, especially at more complex (commercial) responses. Increased distance between the alternative Station 43 and Station 41 will result in increased drive time for first-due response area with the highest call volume, and second due for high fire, and high risks/complex incidents. This in turn, will hinder overall performance goals. Moving Station 43 to an alternative location will increase response times in urban areas beyond the 4:00 minute first-due travel time and reduce our ability to timely respond to overlapping calls, which will also hinder the District meeting overall performance goals. This was identified as the highest priority problem to solve and is the main reason the District is increasing staffing at a faster pace than originally identified.

The budget impact for building an alternative Station 43 could severely limit the District's ability to meet citizen needs for many decades. An alternate location option would most likely require the District to move to voted debt (bond) and use voting capital/timing, which potentially would have long-term fiscal impacts to the District by delaying or failing a levy lid lift. The budget impact for the alternate location along with the SOC clearly shows that maintaining two stations near the urban core is the best service to the highest number of citizens now and in the future. The case for maintaining two stations near the urban core is strengthened by the potential financial impact of the alternate location as well as the recommendations from the SOC. Improving our two urban stations will ensure SCFD4 can provide the highest level of service to the most populated areas of the community now and in the future.



See Appendix H.

SOC References: Pg 2 Table 1. Pg 3 3rd-4th paragraph. Pg 4 finding 6+7. Pg 5 finding 11+14+16+18. Pg 6 finding 20. Pg 9 Rec 5. Pg 11. Pg 21 Table 4 Para 1. Pg 22 Para 1. Pg 25 Para 1. Pg 28 Para 1. Pg 31 2.4.4 Bullet 1. Pg 36. Pg 37. Pg 38 Map 2a-2c. Pg 39 Map 3+4. Pg 41 Map 12. Pg 42 Scenario 1a, 1c and 2.6.3. Pg 47 Table 13. Pg 48 Figure 10 and Para 1. Pg 54 Para 1. Pg 57 Para 1. Pg 60 Para 2. Pg 61 Para 2. Pg 72 Sec 3.6. SOC Map 11,12,14.

Refer to GIS Map T, Map U, Map V, Map W, Map X, Map Y, Map Z.

J. Consolidation Alternative: One Station with Higher Staffing

Another alternative that was examined in the SOC would be to move to one urban station. However, because of the call density and geography of the City, it was found that a one station model would reduce the coverage by a minimum of 8%. This is because of the need for the "speed and weight" as discussed earlier. The "two urban station" model with those stations situated at the edges of the City is what allows the District to cover the urban and rural areas in the most efficient and effective way. The stations must be able to get to the urban core within about 3 minutes to meet future expectations.

SOC References: Pg 6 finding 21. Pg 9 Rec 5. Pg 60 para 3.

K. Station 42 Capital Facility Plan

SOC Facilities Assessment clearly shows the need to replace Station 42, following Station 41 and Station 43. The current budgeted plan is to replace Station 42 in 2029-2030, when it will be over 40 years old. However, relocating Station 43 to an alternate location could delay this by 5-15 years, far beyond the building's expected lifespan and design.

- Current expected budget for Station 42 is ~\$13 million.
 - The station location options will be evaluated in 2025/2026.
 - Design will begin in 2026/2027.

SOC References: Pg 9 facility assessment. Pg 10 Finding 22-24, 27 and Rec 7. Section 3 Facilities Assessment pg 67-74



Summary:

As highlighted in the SCFD Strategic Plan, increased staffing is necessary to have a balanced and resilient fire district. A larger staffing model will allow for the improvement of emergency responses, the ability to add non-emergency functions, and effective deployment of specialized apparatus. This will allow the district to develop more training, specific rescue teams, inspection protocols and a more dedicated public outreach. The SOC/ Facilities Assessment was a direct review of the district's need to invest in the facilities to meet these goals; the current stations do not meet housing standards for full time staff and are inefficient.

Staff Recommendations:

- Adopt the facility budgets as presented
- Adopt the plan as presented to maintain current sites (Pine and Ave D)
- Develop planning for Station 42 replacement in 2029
 - Decide on location by 2026.
- Consider adoption of a strategic budget and operational strategy plan that dovetail with the 2021 "Master" strategic plan and this facility plan.
- Direct staff to develop a public-facing succinct capital plan, based on the adopted documents, for adoption by Fall 2024.

Snohomish County Fire District No. 4

Capital Budget- Detailed

Approved Revision 04.14.2025

Commissioner Brian Mills

Commissioner Evan Merritt

Commissioner Craig Erickson

Budget 41

Project	Initial Estimate	Bid Amount	Paid	Remaining	
Station- Building Construction and site work	\$17,692,062.30	\$13,310,000.00		\$13,310,000.00	Tax included
Construction Reserve	\$ 1,908,342.00	\$ 3,608,342.00		\$ 3,608,342.00	
Infrastructure-City or other owned utilities or off property work	\$ 2,750,000.00	\$ 2,341,350.00		\$ 2,341,350.00	District portion plus tax
Low voltage				\$-	
Security- Camera system, Door locks, etc	\$ 89,270.00			\$ 89,270.00	
AV and Data- Telephones, meeting rooms, displays	\$ 33,900.00			\$ 33,900.00	
Alerting system- Locution (proprietary)	\$ 126,560.00			\$ 126,560.00	
PUD	\$ 250,000.00			\$ 250,000.00	1-22-24 ROM from PUD after City credit and split with the City
Total	\$22,850,134.30	\$ -	\$ -	\$19,759,422.00	
Soft Costs					
A/E/Specialty Consult./CA Fees/Estimating - All	\$ 2,129,875.00		\$ 1,373,404.78	\$ 877,796.68	
Station 41			\$ 1,252,078.32		
Infrastructure (addition to orignal scope/budget)			\$ 114,599.84		
Additional Administration Building			\$ 6,726.62		
Owner Consultants (Survey/Geotech/Hazardous/Commissioning/Testing)	\$ 300,000.00		\$198,594.55	\$ 101,405.45	
Administration Cost (CM/PM)	\$ 150,000.00		\$ 39,015.84	\$ 110,984.16	
Management Reserve (A&E, Consult, CM/PM)	\$ 460,000.00			\$ 460,000.00	
Permits	\$ 188,000.00		\$ 15,480.81	\$ 172,519.19	
Builders Risk Insurance	\$ 45,000.00			\$ 45,000.00	
Service Fees- Power/Gas/Phones/Water/Sanitary	\$ 380,602.54			\$ 380,602.54	
Furnishings/Equipment Allowance, moving, printing/advertising	\$ 490,000.00			\$ 805,000.00	Fuel tank (\$20,000), 2 signs on N side (glazing) & 2 monument signs \$75,000, PPE locker, Museum
Demo and site work before construction	\$ 184,275.00		\$ 198,278.19		\$ (14,003.19)
Total for Land	\$ 3,100,000.00		\$3,006,991.60		\$ 93,008.40

Total

\$ 30,277,886.84

\$4,831,765.77 \$22,712,730.03

Budget 43

Project	Ir	itial Estimate	Bid Amount		Paid	 Remaining		
Station General Cost, Site work, Demo, escalation, tax	\$	12,056,292.60	\$ 8,767,000.00			\$ 8,767,000.00 Tax incl	uded	
Construction Reserve	\$	602,779.72	\$ 2,302,779.72			\$ 2,302,779.72		
Low voltage Not in the station bid								
Security	\$	68,930.00				\$ 68,930.00		
AV and Data	\$	9,322.50				\$ 9,322.50		
Alerting system	\$	76,840.00				\$ 76,840.00		
Total	\$	12,814,164.82				\$ 11,224,872.22		
Soft Costs								
A/E/Speciality Consult./CA Fees/Estimating - All	\$	1,158,131.21	 \$		262,824.13	\$ 901,087.39		
Station 43			 \$		257,043.82			
Remodel and location change (not budgeted for)			\$		5,780.31			
Owner Consultants (Survey/Geotech/Hazardous/Commissioning/Testing)	\$	140,000.00	 \$	5	37,243.70	\$ 102,756.30		
Administration Cost (CM/PM)	\$	55,149.11	\$		10,078.96	\$ 45,070.15		
Management Reserve (unforessen project requirements)	\$	270,000.00				\$ 270,000.00		
Permits	\$	110,298.21	 \$		-	\$ 110,298.21		
Builders Risk Insurance	\$	45,000.00				\$ 45,000.00		
Service Fees- Power/Gas/Phones/Water/Sanitary	\$	220,596.42	 			\$ 220,596.42		
Furnishings/Equipment Allowance, moving, printing	\$	500,000.00				\$ 500,000.00 PPE loc	kers	

Total

\$ 15,313,339.77

\$ 310,146.79 \$ 13,419,680.69

Cash Flow

、		202	5		2020	6			2027				2028							
		April	July	October	January	April	July		October	Janu	ary	April		July		October	Janu	ary	Apri	l
Starting Balance		\$ 12,010,058	3 \$ 11,468,616	\$ 9,615,325	\$ 20,490,422	\$ 13,542,381	\$	8,083,706	\$ 4,176,599	\$	12,700,692	\$	7,977,269	\$ 4,266	6,440	\$ 1,652,281	\$	5,796,221	L\$	5,134,313
Income	Cost	\$ 500,000)	\$ 4,150,000					\$ 4,100,000							\$ 4,600,000				
Station 41	\$ 22,659,386.46	6 \$ 751,909	9 \$ 1,621,665	\$ 4,795,419	\$ 6,674,405	\$ 5,073,159	\$	2,826,110	\$ 553,588											
	\$ 22,296,255.0	0																		
Station 43	\$ 13,396,819.16	6 \$ 289,533	3 \$ 231,626	\$ 205,848		\$ 111,880	\$	544,537	\$ 2,870,299	\$	3,977,830	\$	3,254,769	\$ 1,926	6,473					
	\$ 13,412,795.0	0																		
Station 42	\$ 13,396,819.16	3					\$	262,824		\$	289,533			\$ 233	,626		\$	205,848	3\$	111,880
	\$ 14,185,78	8																		
Loan	Loan Amount			\$ 12,000,000					\$ 8,000,000											
	Payment Amount (\$ 91,212				91,212		-	152,020		152,020		2,020			152,020		152,020
Ending balance		\$ 11,468,616	6 \$ 9,615,325	\$ 20,672,846	\$ 13,724,805	\$ 8,266,130	\$	4,359,023	\$ 12,700,692	\$	8,281,309	\$	4,570,480	\$ 1,956	5,321	\$ 6,100,261	\$	5,438,353	3\$	4,870,413
Yearly Total Expen				\$ 7,896,000					\$ 18,653,978							\$ 9,680,231				
Yearly Total Loan I				\$ 7,896,000 \$ 273,636					\$ 18,653,978 \$ 1,276,968							\$ 9,680,231 \$ 1,824,240				
•	r ayments ng of AA-, Level Debt p	avments and 1	5 vear bonds	φ 273,030					\$ 1,270,900							φ 1,024,240				
(<i>a)</i> Assumes a rau		ayments, and is	s year bonus	20 yr								20 yr								
Total	\$ 85,162,075	5	\$ 7,168,993				\$ 1	15,127,262						\$	_					
Station 41	\$ 22,296,255		\$ 727,007					3,526,716						\$ 9,159	.072					
	\$ (363,132		\$ 4,968,993				\$	262,824							,159					
Station 43	\$ 13,412,795							·												
	\$ 15,976	6																		
Station 42	\$ 14,623,262	2																		
	\$ 1,226,442.84	1																		

Cash Flow

			202	9			2030)			2031	L			203	2
July		October	January	April	July	October	January	April	July	October	January	April	July	October	January	October
\$	4,566,373	\$ 3,565,776	\$ 12,834,190	\$ 8,195,073	\$ 4,779,017	\$ 1,191,257	\$ 3,529,970	\$ 2,868,683	\$ 2,207,396	\$ 1,546,109	\$ 4,634,822	\$ 3,973,535	\$ 3,312,248	\$ 2,650,961	\$ 5,489,674	\$ 3,505,813
		\$ 3,800,000		\$ 500,000	\$ 500,000	\$ 3,000,000				\$ 3,750,000				\$ 3,500,000		\$ 2,500,000
_																
\$	544,537			\$ 3,254,769	\$ 1,926,473											
\$	152,020	\$ 9,000,000 \$ 220,429	\$ 220,429													
\$:	3,869,816	\$ 13,275,048	\$ 8,635,931	\$ 5,219,875	\$ 3,132,115	\$ 3,970,828	\$ 3,309,541	\$ 2,648,254	\$ 1,986,967	\$ 5,075,680	\$ 4,414,393	\$ 3,753,106	\$ 3,091,819	\$ 5,930,532	\$ 5,269,245	\$ 5,785,384
		\$ 3,732,564				\$ 10,659,072				\$-				\$-		\$-
		\$ 2,029,467				\$ 2,645,148				\$ 2,645,148				\$ 2,645,148		\$ 2,645,148
		** short term	<mark>(</mark> 2-5 yr loan), bu	t payment based	on 20 yr loan											
		This will depe	nd on final costs	of 41&43, reven	ues, and unders	pends										
					ception to compl	etion										
		This does not	take interest inc	ome into accour	nt											
\$	- 3 732 564				\$- \$10,659,072											

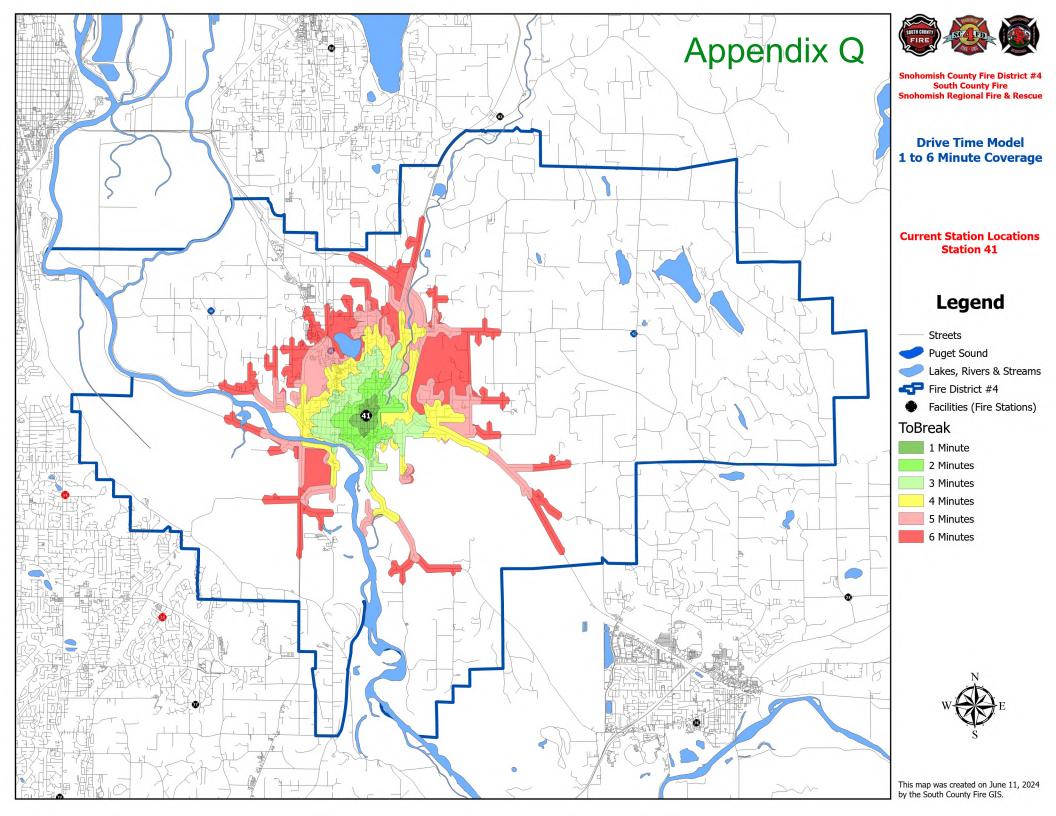
\$ 3,732,564

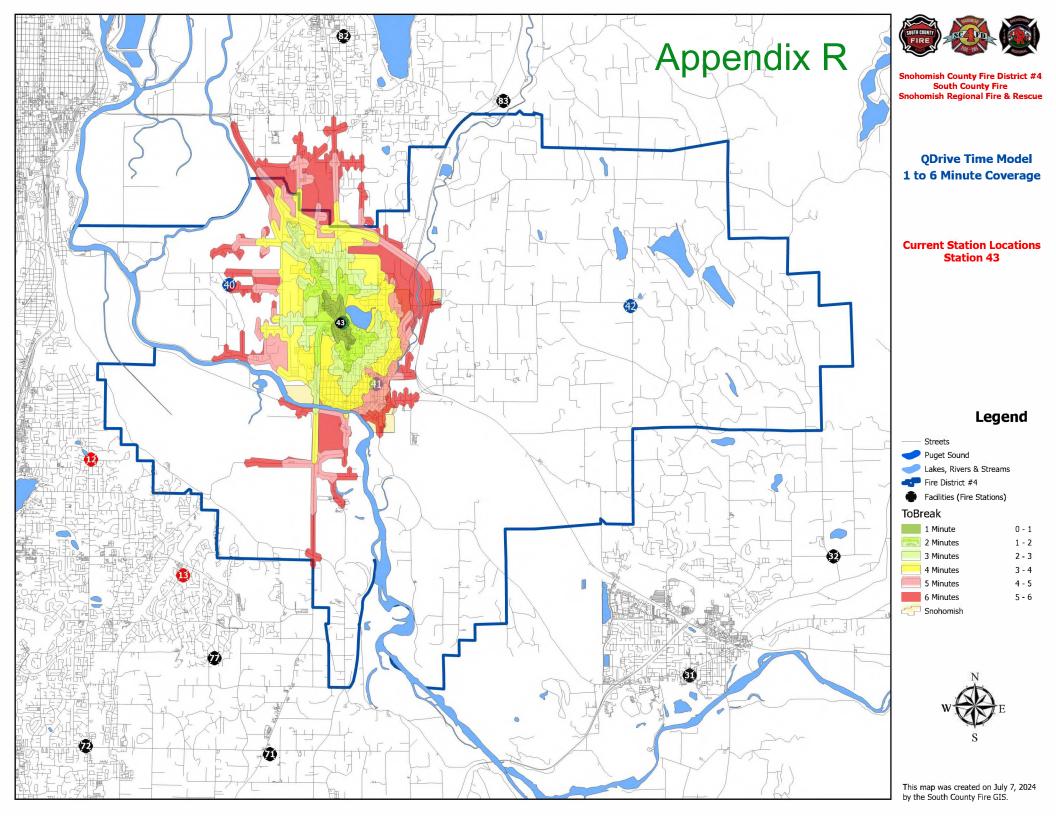
\$ 10,659,072

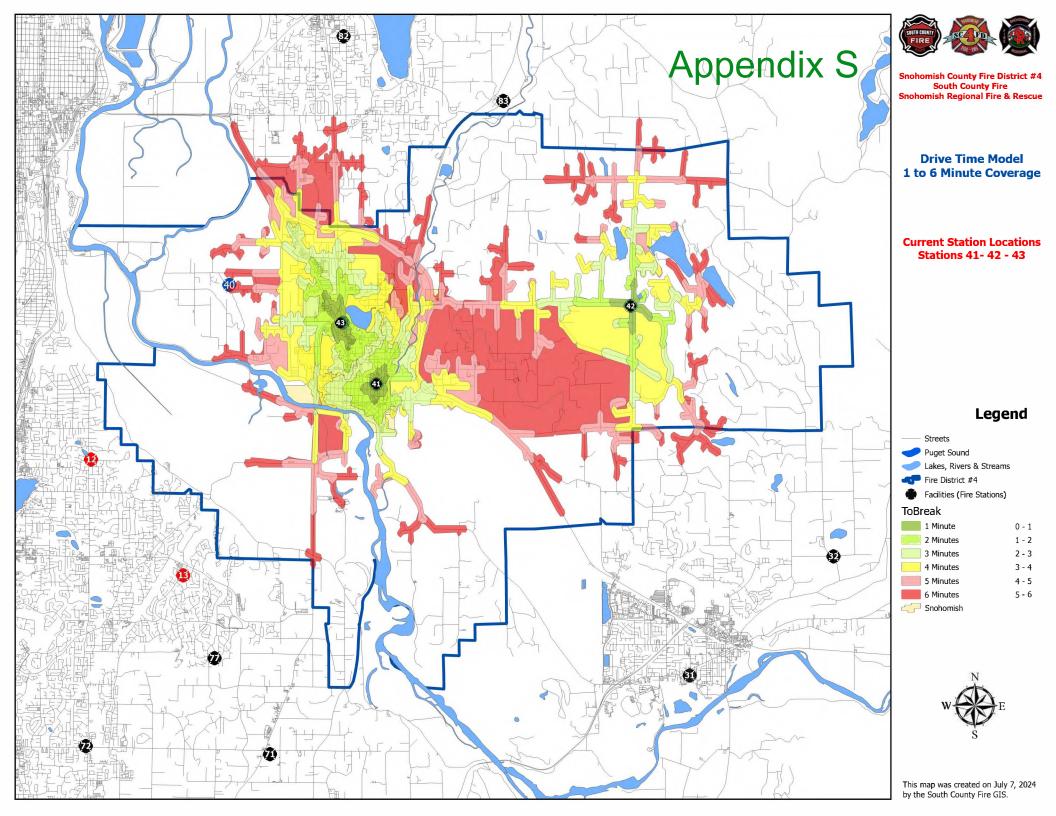
Cash Flow

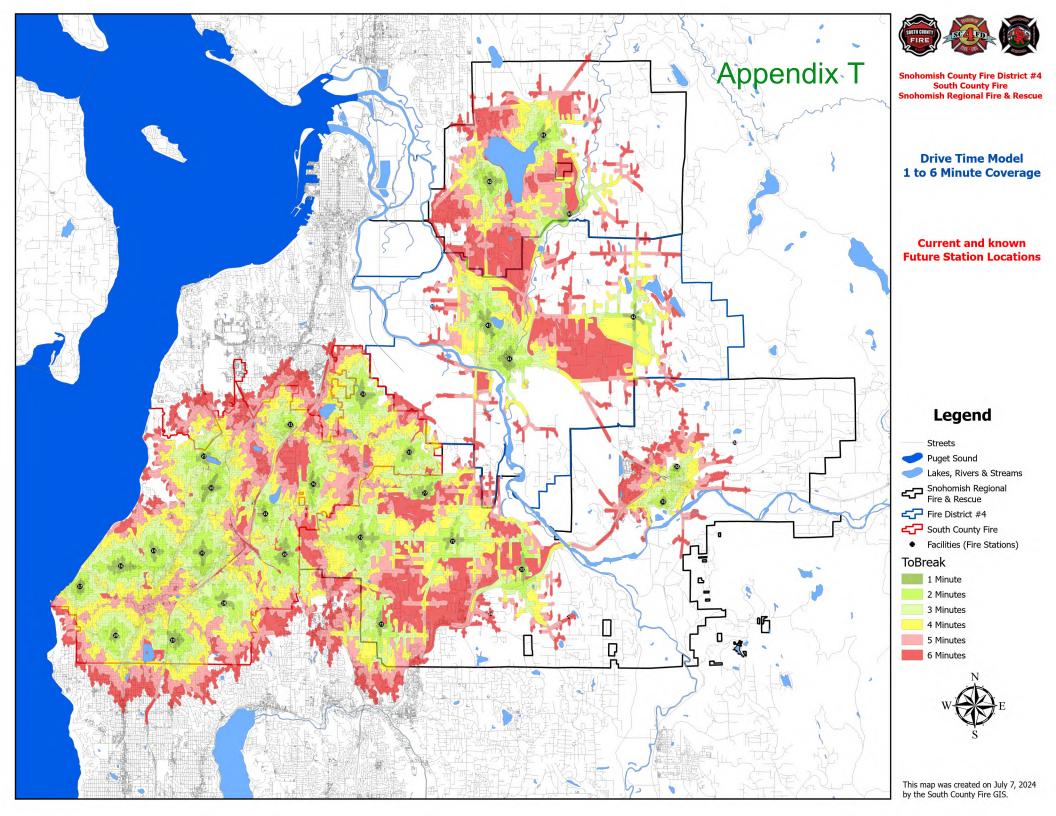
2033					2034							
Jan	January		tober	Jan	uary	Oc	tober	No	vember	December		
\$	5,344,526	\$	3,360,665	\$	5,199,378	\$	3,215,517	\$	5,495,088	\$	5,274,659	
		\$	2,500,000			\$	\$ 2,500,000					
\$	220,429	\$	220,429	\$	220,429	\$	220,429	\$	220,429	\$	220,429	
\$	5,124,097	\$	5,640,236	\$	4,978,949	\$	5,495,088	\$	5,274,659	\$	5,054,230	
		\$	-									

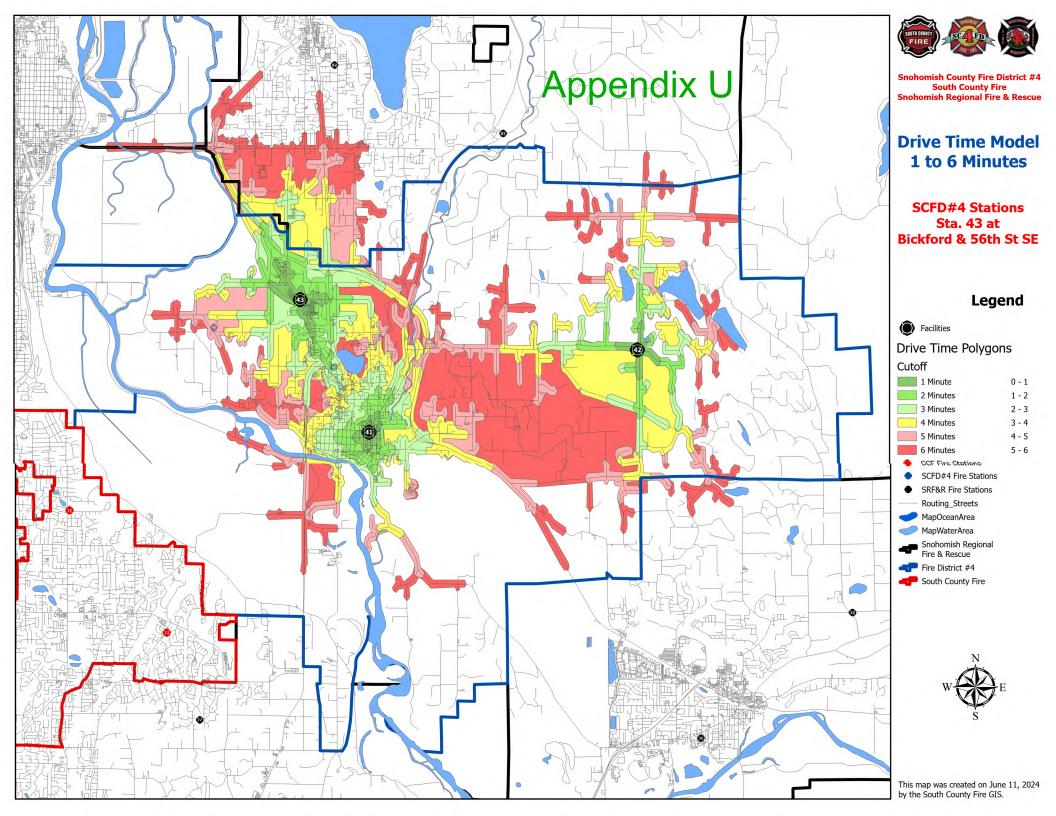
\$ 2,645,148

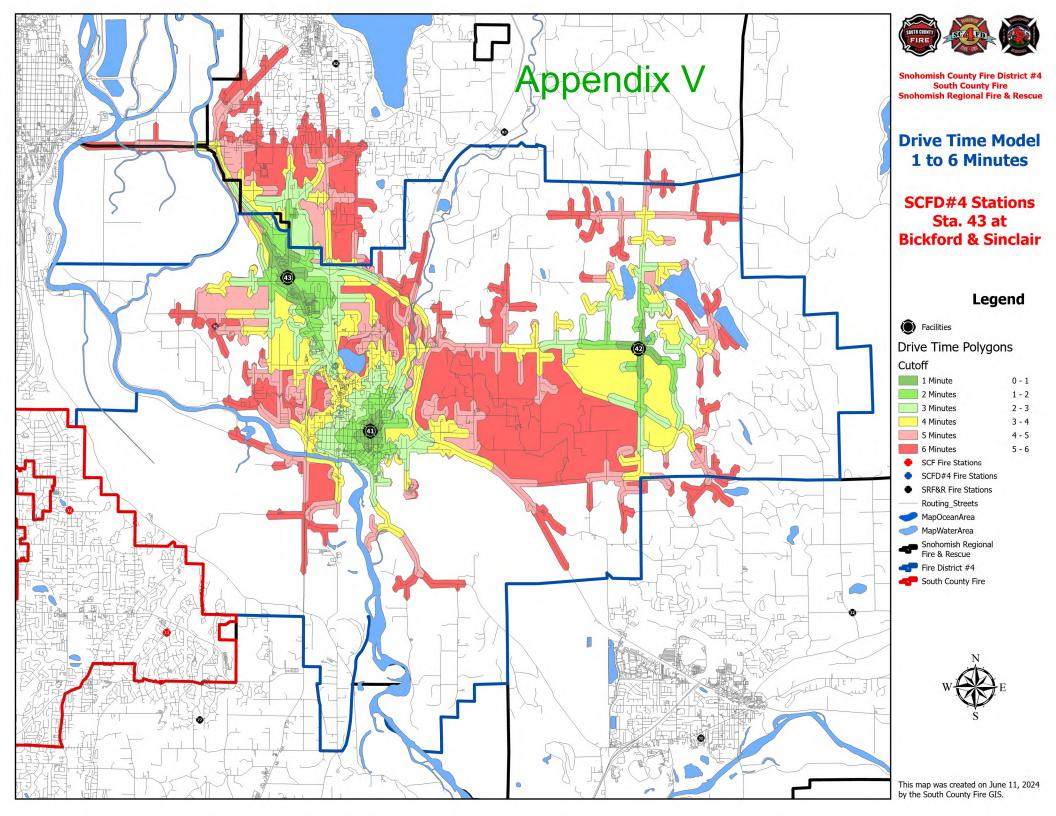


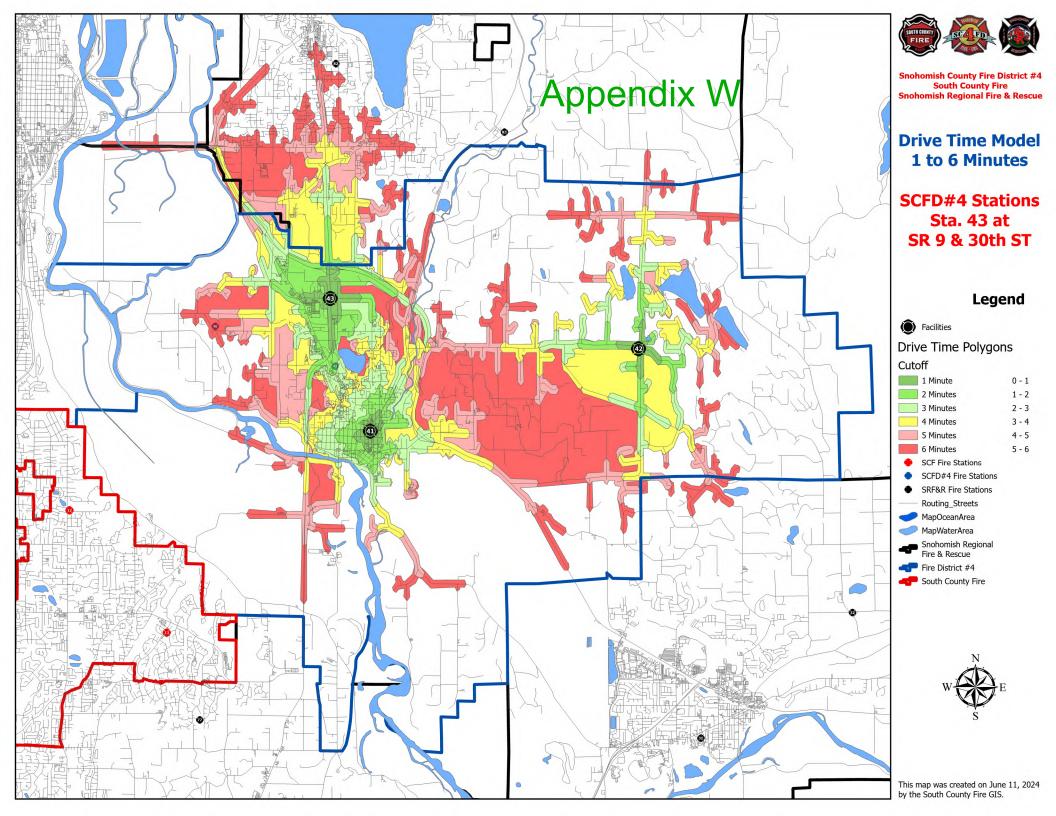


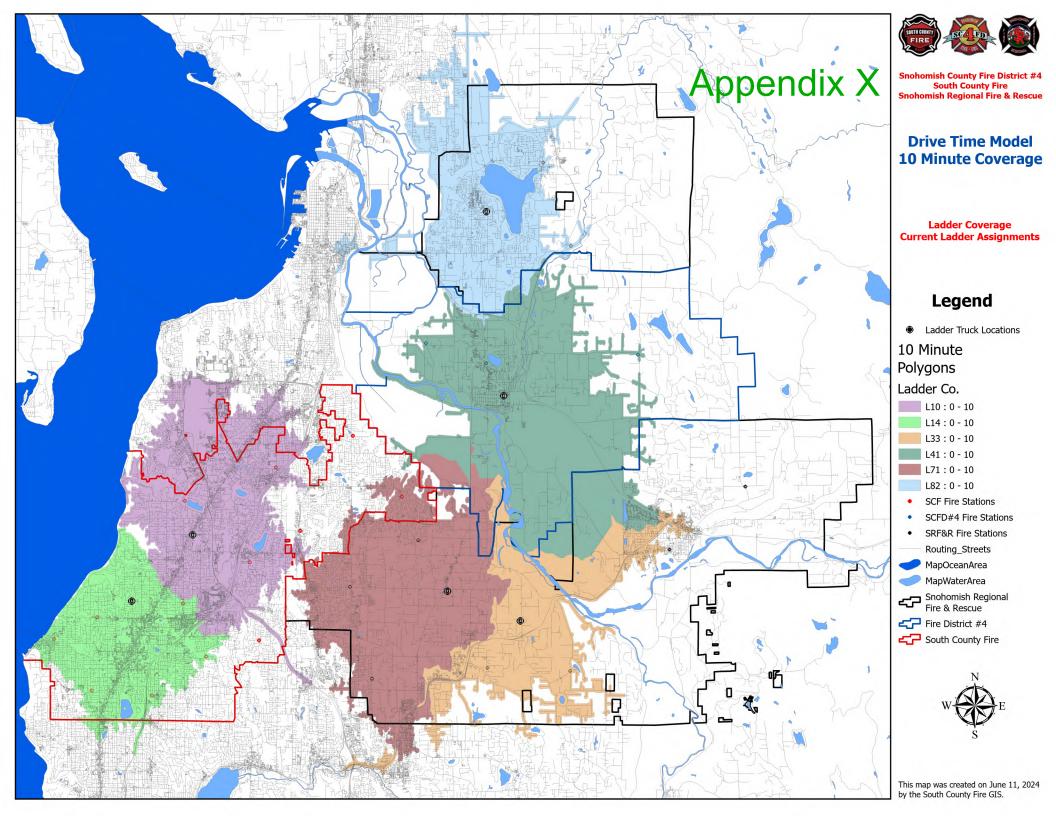


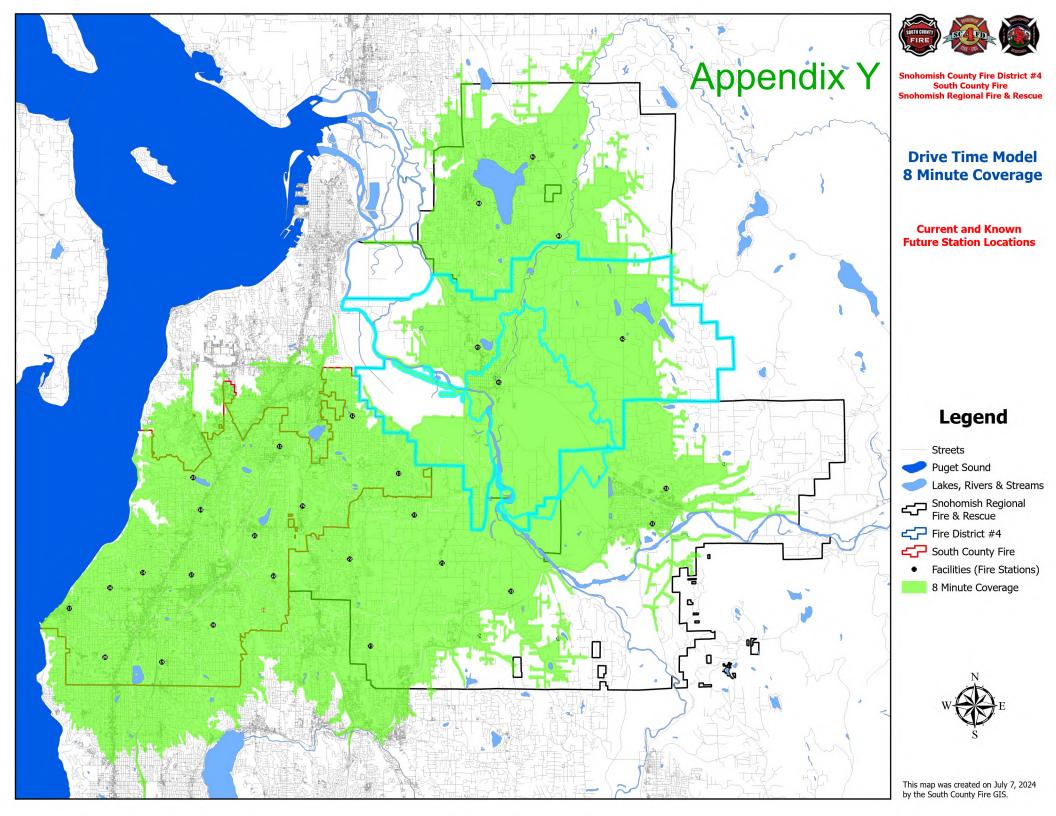


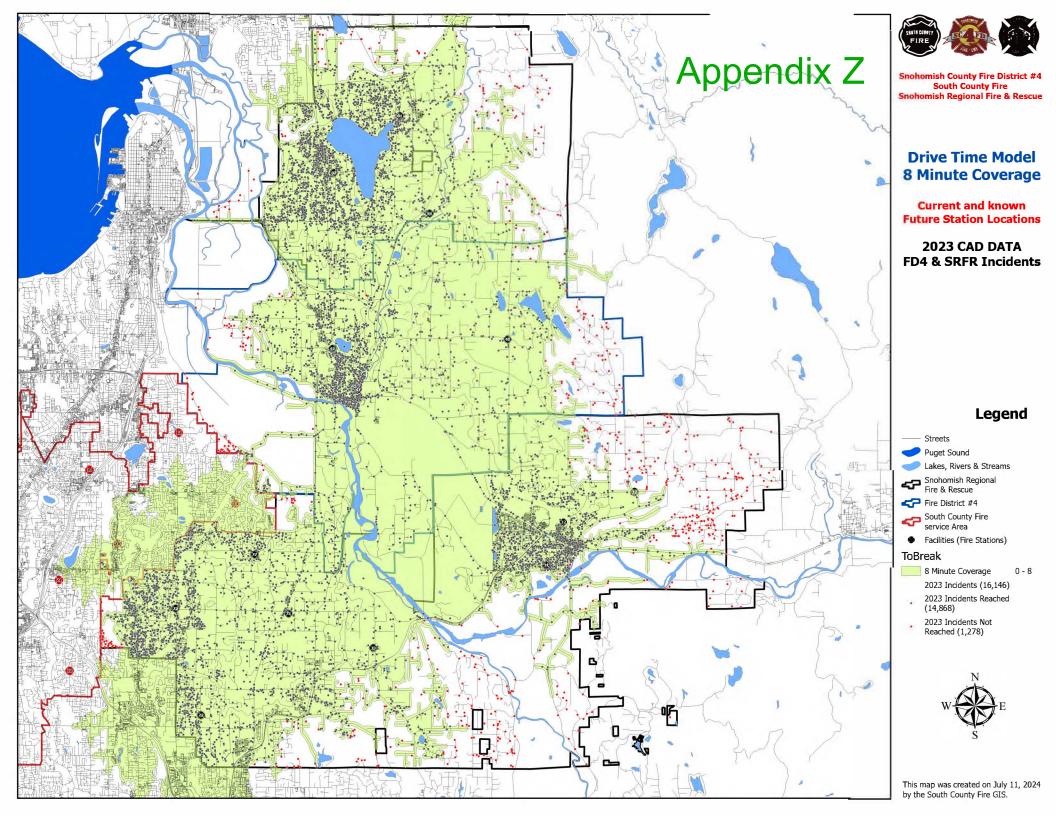












ACTIVITY

FS #41: Design Development (DD) Feb 26, 2024 Aug 9, 2024

FS #41: Construction Documents (CD) Jul 29, 2024 Dec 20, 2024

FS #43: Design Development (DD) Jul 1, 2024 Sep 16, 2024

FS #43: Construction Documents (CD) Sep 16, 2024 Dec 23, 2024

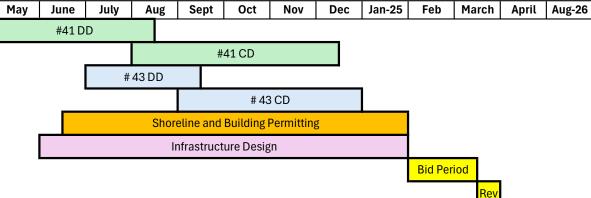
Permitting Jun 19, 2024 Feb 4, 2025

Infrastructure: Design Jun 3, 2024 - Feb 3, 2025

Bidding Period Feb 4, 2025 Mar 14, 2025

District Bid Review & Commissioners Award Mar 17, 2025 - March 28, 2025

Construction April 2025 - August 2026



CONSTRUCT