



Report to the Interim Joint Committee
on Appropriations and Revenue

KSP Headquarters Relocation Feasibility Study

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Commissioner
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During the 2022 Regular Session of the Kentucky General Assembly, Governor Andy Beshear signed into law HB 1 which directs the Commissioner of Kentucky State Police to report on the feasibility of relocating headquarters to the State Police Academy location. HB1 states:

“The Department of Kentucky State Police shall conduct a comprehensive site and feasibility analysis on relocating its current headquarters to the State Police Academy location, shall research the potential for the current headquarters to be sold, and shall provide a report regarding the findings to the Interim Joint Committee on Appropriations and Revenue by October 1, 2022.”

The following report describes the findings of the research and analysis conducted into the feasibility of moving the Kentucky State Police headquarters from 919 Versailles Road in Frankfort, Kentucky, to the State Police Academy property at 380 Coffee Tree Road in Frankfort, Kentucky.

Feasibility Analysis Process

The Kentucky State Police engaged the architectural firm of White|Pollard, along with Poage Structural Engineers, and Consulting Services Incorporated, to assess the suitability of the State Police Academy property at 380 Coffee Tree Road for the placement of a new Kentucky State Police Headquarters Building.

The Kentucky State Police, through the Finance and Administration Cabinet, Division of Real Properties, had an appraisal report conducted for the current headquarters located at 919 Versailles Road in Frankfort.

The detailed work product of the architectural firm and the appraiser is available upon request.

Conclusion and Recommendation

Kentucky State Police finds the prospect of relocating its headquarters to 380 Coffee Tree Road problematic for several reasons. First and foremost, the relocation of the KSP Headquarters has not been an identified need by the agency; it has not been included in the agency’s prior six-year capital plans. The six-year capital plan is the Commonwealth’s longstanding, statutory process for identifying and prioritizing the capital needs of each state government agency. KSP’s new construction priority in its capital planning process has been the replacement of aged and out-of-date State Police posts used by troopers and officers who deliver essential services to Kentucky’s citizens. Relocating the KSP headquarters is not in the agency’s capital plans.

Second, there is no advantage for KSP to move headquarters to the proposed Coffee Tree Road building. Because of the potential building site footprint, the new building design is nearly 6,000 square feet smaller than the current headquarters at 919 Versailles Road. The Versailles Road building has undergone beneficial maintenance and upgrades in recent years which is reflected in the appraisal report’s finding that the effective age is approximately 30 years as opposed to its actual age of 54 years.

Third, the Versailles Road facility offers advantages that a new location with the Academy cannot provide. Notably, the availability of sleeping rooms must be recognized. As the primary law enforcement agency for the Commonwealth, Kentucky State Police provides substantial manpower to a number of special events in the central Kentucky area. When personnel are serving on these details, they travel from throughout the state and stay in the sleeping rooms at headquarters at no additional cost to the

Commonwealth. The 17 sleeping rooms can accommodate up to 4 people each with private bathroom facilities and an available laundry and kitchen on-site. When assigned to work the Kentucky Derby, Breeders Cup, General Assembly legislative security detail, Land Rover Three Day Event, inauguration, special events in and around the Capitol, or when attending training at the KSP Academy, troopers and officers can bunk at headquarters for as many nights as necessary. In addition, headquarters sleeping rooms are used for housing during small trainings not hosted by KSP Academy. These trainings include civilian Welcome Aboard and Supervisor Training and other small training classes for sworn personnel. During 2021, headquarters sleeping rooms provided accommodations for 1,587 nights and saved KSP about \$198,000 in hotel expenses. Since 2021 travel and training was limited due to COVID recovery, these figures are lower than normal occupancy. Through September 24, 2022, headquarters sleeping rooms have provided 1,926 nights of accommodations and saved KSP \$240,000 in hotel expenses.

Fourth, the suggested parking layout in the architects' drawings includes only 92 spaces for approximately 115 headquarters employees, excluding any visitors. Versailles Road offers 161 parking spots and onsite storage for 6 antique and special duty vehicles, as well as 9 education and equipment trailers. There is no consideration in the design or placement of the new building for accommodating parking of up to 90 cadets, the in-service trainees, or the special event guests who will be displaced. In addition, KSP Academy uses their parking lot for certain training in and around stationary vehicles. This type of training was often hampered at Versailles Road due to the presence of civilian personnel and civilian vehicles. The long-range plans for the KSP Academy property include Phase 2 to construct a driver training skills pad and Phase 3 to explore the potential of a firearms indoor range in an appropriate area of the property. Phase 2 planning is underway with potential funding support from the Kentucky State Police Foundation. While there is ample open space on the acreage of the KSP Academy property, it is used for police training and should be preserved.

Fifth, the Versailles Road property has space for future needs. If headquarters needs to expand or relocate other administrative branches, the interior courtyard of the U-shaped building can be used to construct additional offices in a renovation project. The Coffee Tree Road building is landlocked with no option for future growth of headquarters. Its location on the KSP Academy property also limits its potential to be offered for any other use by the Commonwealth.

Lastly, the project is too expensive. Based upon the preliminary design, the estimated costs are \$30,875,200 for a new headquarters facility if it were to be constructed in 2024-2025.

In conclusion, relocating KSP headquarters to the Academy at 380 Coffee Tree Road is not in the best interests of the agency and would revisit a number of the problems that were solved when the administrative functions of headquarters were separated from the training functions of Academy. KSP's recommendation is to maintain headquarters at 919 Versailles Road.

History and Current State

Kentucky State Police Headquarters has been located at 919 Versailles Road within the city limits of Frankfort, Kentucky since about 1981 when the property was leased from Kentucky State University. On August 10, 1987, the Commonwealth of Kentucky acquired title to the property for the use and benefit of the Justice Cabinet for the stated consideration of \$1,700,000 which was equivalent to the rents paid by the buyer from July 1981 until the acquisition date.

The property consists of 4.05 acres of land and includes a one- and two-story building constructed in 1968 as a hotel and restaurant. The structure includes a concrete block and concrete slab foundation, block and frame walls with brick veneer exterior with an asphalt shingle and partial flat roof. The building is 45,880 gross square feet above grade and 6,112 square feet of basement. The layout includes a front lobby and a breakroom with kitchen area. The basement is finished with a classroom, flexible office space, two restrooms and an exercise room. There are approximately 81 offices on the first and second floors. One of the offices is outfitted for use as an audio/visual production studio. On the second floor are a laundry room and seventeen 17 sleeping rooms, each equipped with a full bathroom. The HVAC system includes a hot water boiler/cooling tower package and split system. Domestic water heaters are used in the men's and women's bathrooms, the kitchen, and the break areas. There is an automatic backup generator for emergency power. Two elevators are available for access to the basement and the second floor. The parking lot wraps around three sides of the building and is marked for 171 vehicles, 5 of which are reserved for accessible needs. An ongoing project will provide exterior lighting around the property's perimeter. A marked and lighted helipad is located on the inner court of the U-shaped building. The Fallen Trooper monument owned by the Kentucky State Police Professional Association is located at the front of the building and a fallen K-9 memorial is located by the helipad.

The KSP headquarters contains the offices and staff of the Commissioner and his Lieutenant Colonels and Majors who are the Executive Directors and Directors of the Offices and Divisions of KSP. Justice and Public Safety Cabinet Legal and Human Resources staff who serve KSP are also located in the headquarters building. Many KSP branches are located at headquarters: Strategic Planning, Internal Affairs, Inspections & Evaluations, Recruitment, Public Affairs, Health and Wellness, Properties Management, Budget, Financial and Grants Management, Critical Incident Response, and Programs Support.

Appraisal Report – 919 Versailles Road

A professional appraisal of the property at 919 Versailles Road, Frankfort, Kentucky was conducted by Bluegrass Valuation Group LLC on August 22, 2022. The property was valued in “as is” condition and the appraisal report was provided to the Division of Real Properties, Department for Facilities and Support Services on September 2, 2022. The appraisal report determined the market value is estimated at \$2,000,000 with an estimated marketing and exposure period of twelve months.

Geotechnical and Geophysical Exploration Report

A geotechnical investigation of the proposed building site was conducted by Consulting Services Incorporated (CSI) of Kentucky in August 2022. The proposed site is mostly atop the existing parking lot and is bordered by Coffee Tree Road to the north, the Franklin County Jail to the east, the existing KSP Academy campus to the south, and open fields to the west. In addition to several soil borings by CSI, an electrical resistivity survey was performed by Near Surface Geophysics (NSG) to better understand the location and the quality of rock related to development of karst features on the proposed site.

The study indicated that building on the proposed site is possible but there are soil and rock considerations that could make design and construction more expensive. Soil borings revealed layers of asphalt/gravel or topsoil, previously placed fill, possible fill material, residual soils, and bedrock. The investigation revealed very high karst potential in the construction zone. This site will be more difficult and more expensive to develop. The primary concerns are previous site improvements, possible fill material, high plasticity (fat) clay soils, grade selection/building location, sandy soils and karst geology. The geotechnical investigation

report recommends contingency planning for removal and remediation of adverse conditions that are expected to be uncovered as earthwork proceeds during construction.

Of particular concern in the geotechnical report are the presence of possible fill material and karst geology. Possible fill material was encountered in 12 of 15 soil boring locations within the proposed building site. Some possible fill locations are as much as 14 feet deep. There is risk associated with construction on old fill material, particularly when it was placed in an uncontrolled manner. CSI cautions against construction on existing fill material and recommends complete removal of any encountered previously placed fill. Karst typically includes sinkholes, caverns, erratic bedrock surfaces, and “floater” type boulders in the native soil. An indicator is core water loss in boring samples which was observed in one of the locations of the geotechnical investigation. The Kentucky Geological Survey mapped sinkholes in the northeastern portion of the project site. Two dropouts have already developed in the existing KSP Academy parking lot. According to NSG’s survey, karst features appear to have developed in at least four of six electrical resistivity profiles. For these reasons there is an inherent risk associated with karst-related issues for this project.

Proposed Building Design and Cost

White|Pollard architects and Poage Structural Engineers developed a proposed design for a new headquarters building that is compatible with the findings of the geotechnical and geophysical studies conducted by CSI and NSG. The design is a 46,201 square foot building consisting of four stories on a 10,937 square foot footprint. There is a partial basement and a partial roof deck on the fourth floor. Poage Structural Engineers provided an initial design that includes slab on grade construction for the basement (soils removed to rock and backfilled) and caissons drilled to rock with grade beams for the remaining areas. The building is a steel frame with masonry shaft walls for the stairs and elevators. The floors would consist of steel beams, composite steel decking with 5-inch concrete slab on the deck. All existing earth under the basement will be excavated and backfilled with rock due to the site conditions. The basement area will be constructed of slab-on-grade. The first-floor area will be constructed with no basement below and be structural concrete slab with grade beams spanning between caissons drilled to rock. All columns will bear on drilled caissons to rock. Roof framing will consist of steel joints, steel beams, and metal roof decking. The main lateral force resisting system will be steel moment connected beams to columns. The masonry walls of the stairs and elevators will also be used as shear walls for the lateral force resisting system. Some steel tube purlins will be required for the glass curtain walls.

The proposed building design is an open floor concept, placing most staff in cubicles while executive staff and managers are placed in modest-sized offices. There is a large multipurpose room on the first floor. Each floor has multiple conference rooms of various sizes and a breakroom with kitchen. The fourth floor features a partially covered outdoor terrace.

If a new headquarters were to be constructed in 2024-2025, the estimated cost is currently \$30,875,200.

