



PART THREE: THE PLAN ELEMENTS

SECTION FIVE: THE FACILITIES AND TOWN HALL PLAN

INTRODUCTION

Today, Westlake is a Town of slightly over 1,000 people sitting in a mostly undeveloped rural landscape. Given the current context, it is hard to imagine a future in which the population of Westlake approaches that of Highland Park and the intensity of commercial development exceeds that of many larger Texas cities (such as Corpus Christi). As the Town matures from here (the present condition) to there (the built-out condition), it will have to make sure that the emergency service needs of its full-time and day-time residents are adequately addressed. The following Facilities and Town Hall Plan sets out the emergency service needs of the built-out Westlake (full service) and standards for gauging the interim levels of service needed between now and full service.

This Plan also addresses the Town's need for Town Hall space to conduct the functions of governance. Many of the administrative demands to be placed upon the agencies and political officials of Westlake will come from activities related to development. Because the currently approved entitlements allow commercial

property owners to build more than 25 million square feet of non-residential space, it is clear that the commercial component of the Town will require the greatest governmental capacity. Therefore, it is important that this Plan addresses future need for a new Town Hall.

The overall approach to determination of the need for police, fire facilities and Town Hall space considers both the permanent population (7,000 people at build-out) and the day-time population (45,141 people at build-out). The disproportionately greater number of day-time residents makes Westlake more unique than most townships. Therefore, the methodology for determination of facility needs must convert residential and non-demand populations into a single demand measure, which is explained in detail in the following text. The following text also projects the need for Emergency Services (Part A) and the need for Town Hall Space (Part B).

PART A: EMERGENCY SERVICES

Fire Services: Determining the Required Number of Fire Fighters

Emergency Services includes police officers and fire fighters. Typically, the demand for such services is based on the resident

population, expressed as officers or fire fighters per 1,000 people. For fire fighters, the national average is 1.2 fire fighters per 1,000 people (for a town of less than 10,000). For police officers, the national average is 2.2 officers per 1,000 people. At present, Westlake exceeds the national average with regard to fire fighters with nine fire fighters serving a population of 1,030. Figure 133 summarizes the current level of fire fighting service in Westlake. Note that Westlake exceeds the national median by 2.77 fire fighters per 1,000 population.

Build-out projections for Westlake put the population at approximately 7,000 people. Current entitlements permit a total non-residential square footage of approximately 25 million square feet. However, it is not likely that all the entitlements will be built. Therefore, the build-out analysis assumes that approximately 72% of the total entitlement will be built, reducing the non-residential square footage to 18 million square feet. That amount of development will host a day-time population of approximately 45,141 people. Figure 134 illustrates the anticipated build-out square footage and the day-time population it will accommodate.

CURRENT FIRE SERVICE	
Westlake Permanent Resident Population	1,030
Westlake Non-residential square Footage to Resident Population Conversion (see explanation below)	1,241
Westlake Full-Time Firefighters	9
Westlake Firefighters per 1,000 residents	3.97
National Median (Pop.> 10,000 res.), Firefighters per 1,000 residents	1.2
Westlake service over national median	2.77

Figure 133: Current Fire Fighting Service in Westlake

DAYTIME SERVICE POPULATION			
Land Use	Building Area (SF)	SF per Employee	Total Population Added
Hotel	2,120,000	1,000	2,120
Retail	3,127,368	600	5,212
Office	10,454,606	330	31,681
Office/Education: Campus	699,686	2,100	333
Office/Education: Office	699,686	330	2,120
Office/Industrial: TechFlex	730,501	500	1,461
Office/Industrial: Office	730,501	330	2,214
TOTALS	17,862,622		45,141

Figure 134: Daytime Service Population

FIRE SERVICE AT BUILD-OUT (Residential Equivalent Method)	
Commercial Square Footage at Build-Out	18,000,000
Westlake Square Feet per Resident, Single-Family Households	1,611
Commercial Equivalent Population at Singl- Family Household Conversion Rate	11,174
National Median (Pop.>25,000 res.), Firemen per 1,000 residents	1.25
Firefighters Needed at National Ratio	14
Westlake Build-out Resident Population	7,000
National Median (Pop.> 25,000 res.), Firemen per 1,000 residents	1.25
Firefighters Needed at National Ratio (less than current ratio of 9/ 1,000 pop.)	9
Total Firefighters Needed at Build-out (using current 9 instead of 7)	23

Figure 135: Fire Service at Build-Out (Residential Equivalent Method)

In order to translate the day-time population into an equivalent permanent population, it is necessary to create a residential equivalency. The residential equivalency is the conversion of the non-residential square footage into a permanent resident population so that the number of fire fighters per 1,000 permanent population can be determined. The concept behind this conversion is the relationship of fire hazard potential to building square footage. As the amount of square footage within a town or city increases, its exposure to fire hazard also increases. Therefore, both residential and non-residential square footage needs to be expressed as “resident square feet” (the average square feet of residential use per permanent resident).

The average residential square feet per resident in Westlake today is 1,611 square feet. Therefore, dividing the projected non-residential square footage by 1,611 converts the non-residential square footage into a residential population equivalent for the purposes of projecting the number of fire fighters needed at build-out. The 18 million square feet of non-residential square footage projected for Westlake converts to a residential equivalent population of 11,174 people, making the total population to be served by fire fighters 18,174 people. At the national service median of 1.2 fire fighters/ 1,000 population, Westlake will need 23 fire fighters. Figure 135 summarizes this calculation.

FIRE SERVICE AT BUILD-OUT (ADDISON COMPARABLE METHOD)	
Commercial Square Footage 2013	28,600,000
Resident Population, 2013	15,179
Total Firemen, 2013	53
National Median (Pop.>25,000 res.), Firemen per 1,000 residents	1.25
Addison Firefighters Needed at National Ratio for Residential Population	19
Firemen Serving Non-residential Need	34
Non-residential Square Footage Per Fireman	841,176
Westlake Firefighters at National Ratio for Residential Build-out	9
Westlake Firefighters at Addison Commercial Ratio, for Commercial Build-out	21
Total Firefighters Needed at Build-Out	30

Figure 136: Fire Service at Build-Out (Addison Comparable Method)

To verify the results of the Residential Equivalent Method discussed above, a comparable city offers such verification. Like Westlake, Addison, Texas is a city with an unusually large amount of non-residential square footage relative to permanent resident population. Figure 136 summarizes the Addison level of fire fighters per 1,000 population.

Based on the Addison analysis, Westlake will need 30 total fire fighters, and based on the Residential Equivalent Analysis, Westlake will need 23 fire fighters. Therefore, the right number for Westlake would appear to be **27 fire fighters** at build-out (non-residential build-out at 72% of total entitlement).

Determining The Fire Station Locations

This number of fire fighters could comprise three shifts of nine (not counting two lieutenants and a Battalion Chief), staffing three companies, working 24 hours on and 48 hours off. This would staff two stations: One station located within a five minute response time of the residential areas of Westlake and another station located within a five minute response time of the non-residential areas of Westlake. The sequence expressed in Figures 137, 138 and 139 show the locations of recommended fire station locations as Westlake builds out.

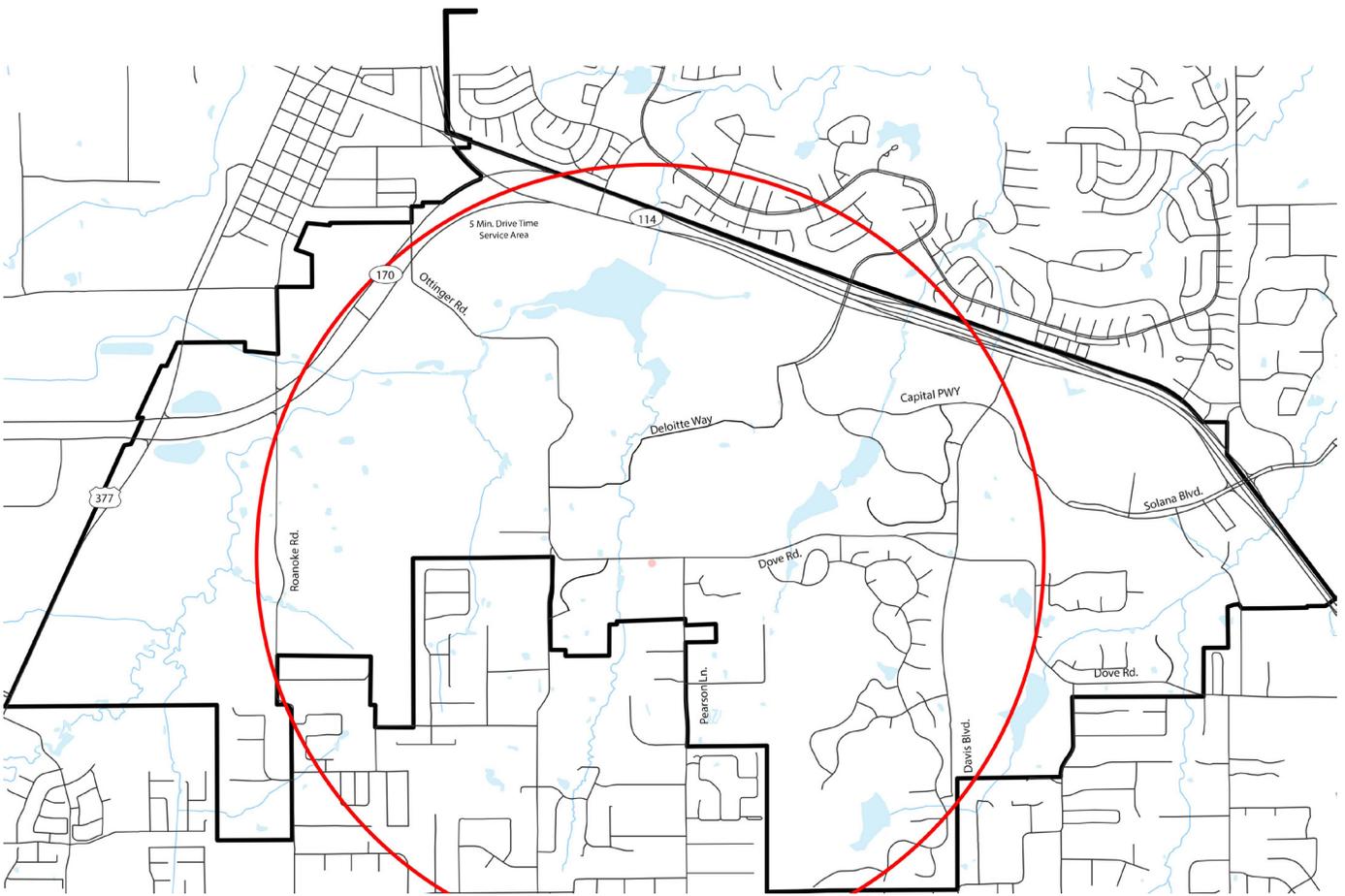


Figure 137: Existing Facility

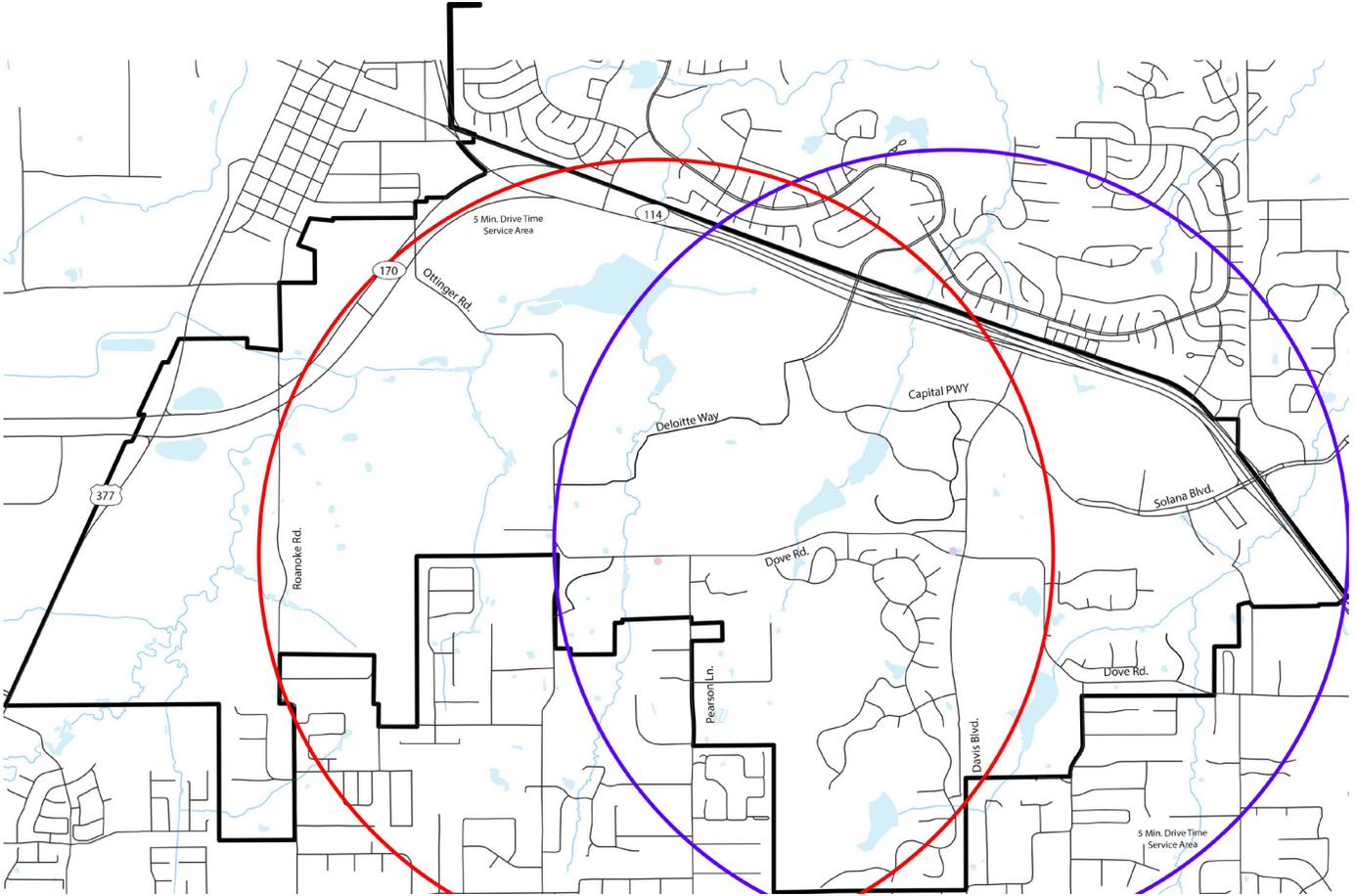


Figure 138: Phase 1 Facilities

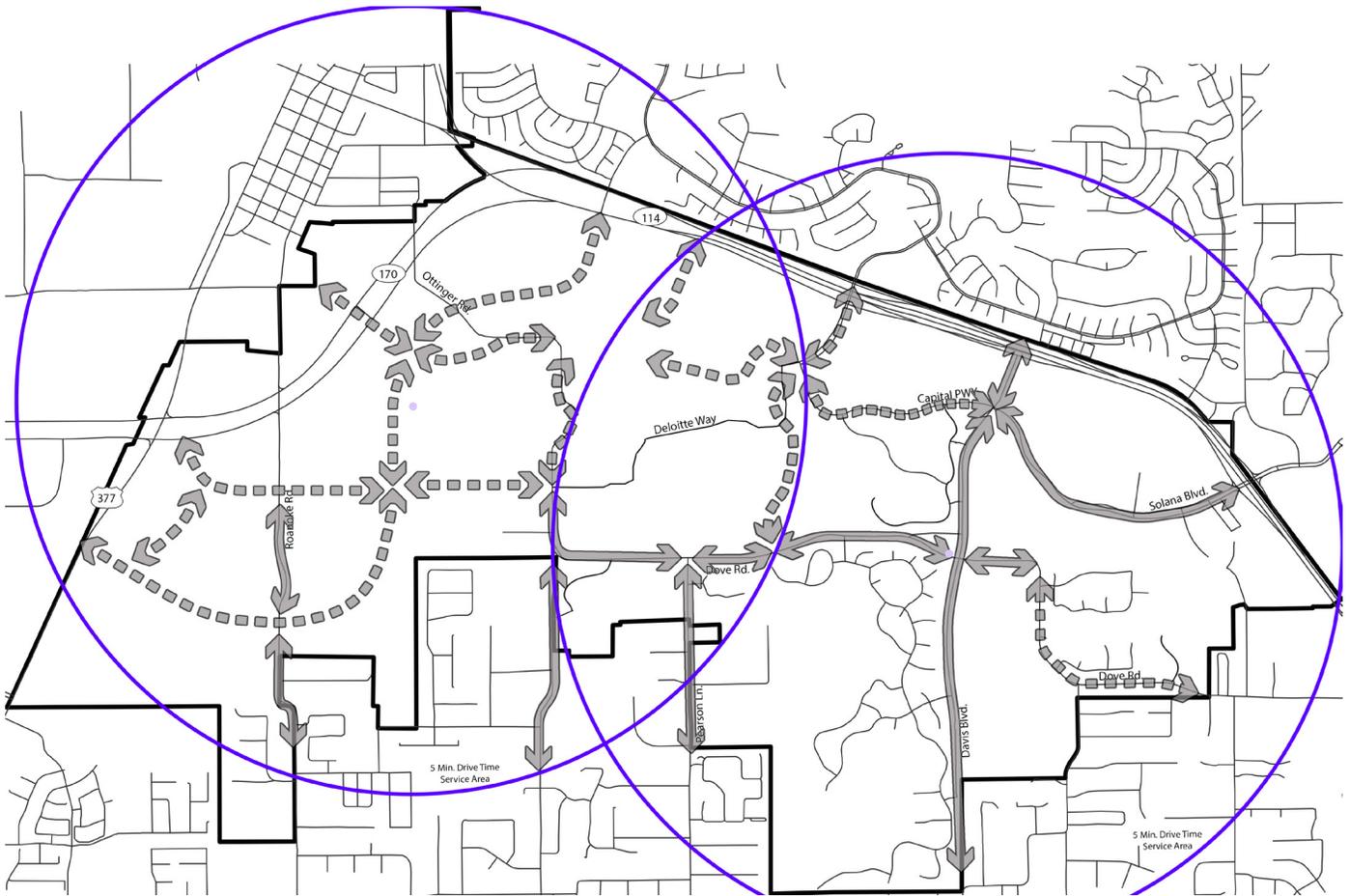


Figure 139: Phase 2 Facilities

PUBLIC SAFETY FACILITIES PHASING			
Station	Location	Station Type	Phasing
Fire Station - Existing	Dove Road	Fire/EMS	Phase 1
Station A	Inner Loop (East)	Police/Fire/EMS: Residential Response	Phase 1, Phase 2
Station B	Inner Loop (West)	Fire/EMS Commercial Response	Phase 2

Figure 140: Public Safety Facilities Phasing

Each of the circles shown in Figures 137, 138 and 139 represents a five minute drive-time service area. Therefore, stations located as shown Figure should afford the future Westlake fire service within a five minute response time if the thoroughfare system as proposed in the Thoroughfare Plan is built at the time of the station location and that the thoroughfare system is functioning below capacity. The station located near Davis Blvd. and Dove Rd. would be the Residential Emergency

Response and the station located near SH 170 would be the Commercial Emergency Response. Figure 140 calls out the phasing and the function of each proposed station.

Determining the Number of Police Officers

At present, Westlake acquires police service from Keller and has a Town Marshall. However, for Westlake to be competitive and assure future residents (permanent residents and day-time

CURRENT POLICE SERVICE	
Westlake Population	1,000
Keller Population	41,000
Current Total Police Service Population	42,000
Keller Law Enforcement Employees	82
Keller Law Enforcement Employees per 1,000 residents	2
National Average Law Enforcement Employees per 1,000 residents	2.2

Figure 141: Current Police Service in Westlake

POLICE SERVICE AT BUILD-OUT	
Westlake Additional Daytime Population	45,121
60% Population Reduction Due to Private Commercial Security	18,048
Current Keller Law Enforcement Employees per 1,000 residents	2
Law Enforcement Employees Needed at Current Ratio	36
Westlake Build-Out Resident Population	7,000
National Average Law Enforcement Employees per 1,000 residents	2.2
Law Enforcement Employees Needed at National Ratio	15
Total Law Enforcement Employees Needed at Build-out	51

Figure 142: Police Service at Build-Out

population), Westlake must consider developing its own police force. The first step in planning for such a force is to determine the number of police officers needed to serve the built-out Town. Figure 141 illustrates the current level of police service.

Note that dependence upon Keller for police service occurs in a situation where Keller is staffed at a level slightly below the national average (2.2 police per 1,000 population). This presents some risk for Westlake and argues for the creation of Westlake's own police force. Figure 142 presents a calculation of the police officers needed to staff Westlake at build-out (build-out at 18 million square feet of non-residential use and 7,000 residents).

Note that the number of police required to serve Westlake at build-out to a level commensurate with the national averages is **51 law enforcement employees**. This projection assumes a significant discount

because of the strong likelihood of private security. It is important that Westlake promote the employment of private security in the non-residential areas.

It is recommended in this Plan that three options for police facilities be considered as follows:

Option A: Make the two fire stations combined police and fire facilities. Again, one facility would primarily serve the commercial areas and the other would serve the residential areas.

Option B: Make the fire station facilities also a sub-station for a component of the police department. The primary police facility is located in the Town Hall.

Option C: Make the existing fire station a central police facility with sub-stations located at the proposed fire station locations.

Town of Highland Park Fiscal Year 2014 Combined Budget

ACTIVITY MEASURES	FY 2012 Actual	FY 2013 Budget	FY 2013 Projected	FY 2014 Budget
Call Responses				
Police	10,159	11,000	10,400	11,000
Fire	778	850	750	850
Emergency Medical	382	400	400	400
Arrest				
Felony	19	30	20	30
Misdemeanor	337	900	200	900
Other Activity				
Patrol Miles Driven	256,393	275,000	287,500	275,000
Fire Inspections	664	700	700	700
Major Crimes Reported	227	250	200	250
Property Recovery (%)	15	40	10	40
Response Times (minutes)				
Police	2.9	2.5	2.9	2.5
Fire	2.3	3.7	2.2	3.7
Emergency Medical	2.5	3.0	2.2	3.0
Public Safety Training Hours	21,142	17,000	14,700	17,000
Citation Activity				
Citations Issued	7,899	8,500	9,200	8,500
Violations Cited	9,918	11,000	11,450	11,000
Hazardous Driving Violations	3,046	3,600	2,625	3,600
Traffic Accidents Activity (per incident)				
Non-Injury	91	200	105	200
Injuries	20	40	30	40
Fatalities	0	0	0	0
Total	111	240	135	240
Residential/Commercial Alarm Systems				
Systems Permitted	2,195	2,050	2,180	2,050
Systems Monitored by Dept.	1,212	1,125	1,235	1,200
Alarm Response Activity				
Intrusion	2,195	2,500	2,400	2,500
Fire	390	400	370	400
Medical	13	10	15	10
Total	2,598	2,910	2,785	2,910

Figure 143: Town of Highland Park Fiscal Year 2014 Combined Budget

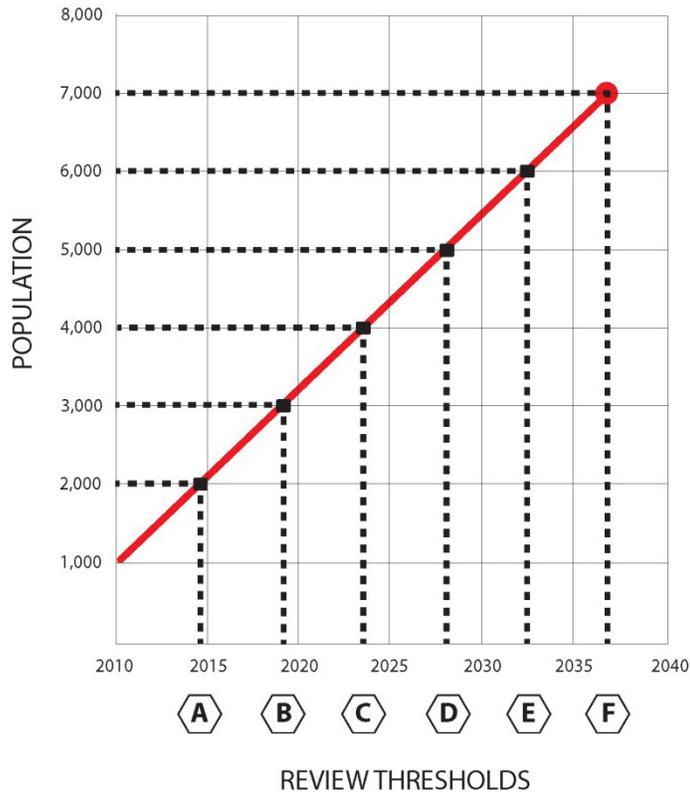
Serving an Older Population

Figure 143 illustrates that about half of all calls to the Fire Department are for emergency medical. Therefore, it is important that the residential fire station also have EMS capability.

Staffing	Level	Budget 2010-11	Budget 2011-12	Budget 2012-13	Budget 2013-14
Police Chief	31	1.0	1.0	1.0	1.0
Assistant Police Chief	P6	1.0	1.0	1.0	1.0
Captain	P5	1.0	1.0	1.0	1.0
Lieutenant	P4	3.0	4.0	4.0	4.0
Sergeant	P3	6.0	6.0	6.0	6.0
Supervisor - Detention	13	1.0	1.0	1.0	1.0
Police Services Supervisor	13	0.0	0.0	0.0	1.0
Police Officer**	P2	48.0	47.0	47.0	48.0
Police Administration Technician***	10	1.0	1.0	1.0	0.0
Animal Control Officer****	8	0.0	1.0	1.0	1.5
Department Assistant	8	0.0	0.0	0.0	1.0
Secretary - Department*****	8	1.0	1.0	1.0	0.0
Jailer	7	2.0	3.0	3.0	3.0
Clerk - Police Records	7	2.0	2.0	2.0	2.0
Investigative Specialist	6	1.0	1.0	1.0	1.0
Quartermaster	6	1.0	1.0	1.0	1.0
Intern*****	5	0.0	0.5	0.5	0.5
Jailer - Temporary*	N/C	3.3	2.3	2.3	2.3
TOTAL		72.3	73.8	73.8	75.3

Figure 144: Town of Addison Staffing and 2014 Combined Budget

Figure 144 illustrates police staffing for the Town of Addison, the comparable City. Note that the total police personnel is 75, which compares favorably with the proposed 51 for Westlake (with less population and less non-residential square footage).



**Westlake Facilities Planning
Population Review Thresholds**

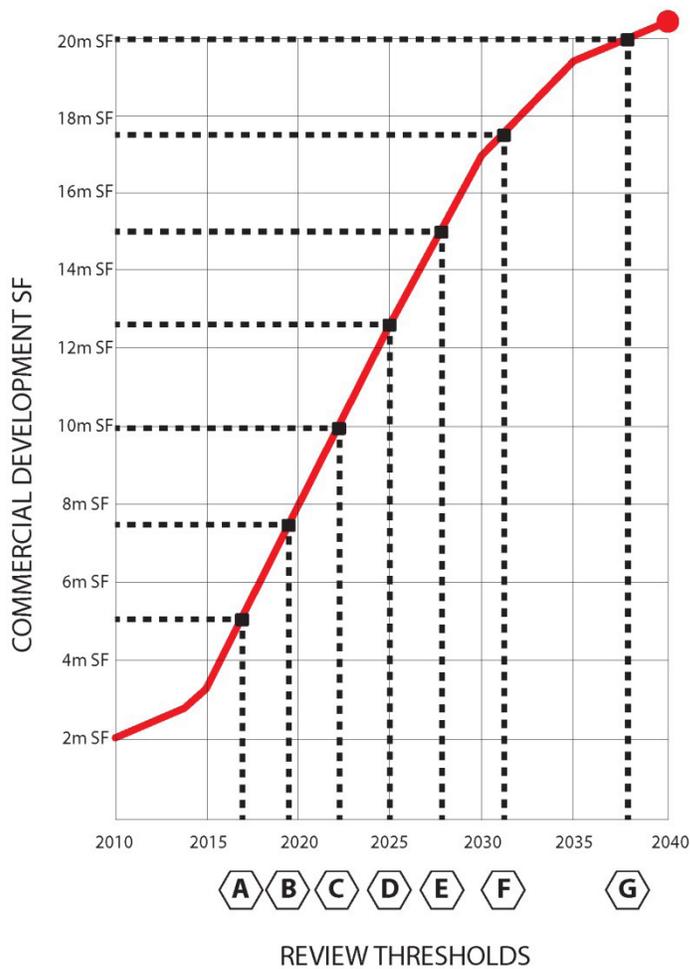
Threshold	Population	Year	Station Phase
A	2,000	2015	1
B	3,000	2019	1
C	4,000	2023	2
D	5,000	2028	2
E	6,000	2032	2
F	7,000	2037	2

Figure 145: Residential Thresholds and Station Phase

Planning and Review Thresholds for Police and Fire Protection

It is important that Westlake continue to evaluate its police and fire needs. Therefore, this Plan proposes certain thresholds at which the Town should review the Emergency Service issue to determine

if national standards are being maintained and the level of non-residential build-out that can be projected. Figure 145 identifies residential thresholds in terms of population attainment (assuming growth at a 7% growth rate).



Westlake Facilities Planning Commercial Development Review Thresholds			
Threshold	Commercial SF	Year	Station Phase
A	5,000,000	2017	1
B	7,500,000	2019	1
C	10,000,000	2022	2
D	12,500,000	2025	2
E	15,000,000	2028	2
F	17,500,000	2032	2
G	20,000,000	2038	2

Figure 146: Non-Residential Thresholds and Station Phase

Figure 146 identifies non-residential thresholds which should trigger review of Emergency Services serving the non-residential portion of the Town.

CITY	POPULATION	CITY HALL SF.
Granbury, TX.	7,978	18,000 sf.
Royce City, TX.	9,349	21,000 sf.
Commerce, TX.	8,700	18,000 sf.
Sunnyvale, TX.	5,130	17,300 sf.
Highland Park, TX.	8,500	16,500 sf.
University Park, TX.	23,068	20,000 sf.
Argyle, TX.	3,300	14,000 sf.

Figure 147: Population and Town Hall Size in Comparable Texas Cities

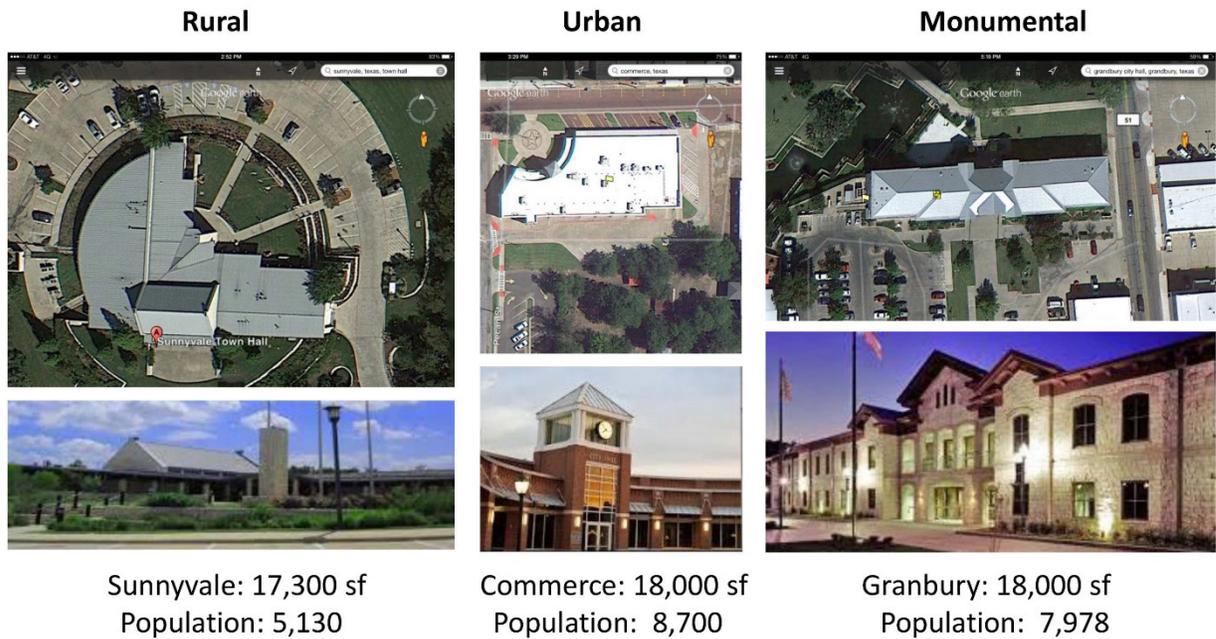


Figure 148: Aerials of the Three Town Hall Image Types

PART B: THE TOWN HALL

It is extremely important to the image of Westlake, as well as the service to its citizens, that Westlake consider a new Town Hall that is not rented space within a multi-tenant facility. Figure 147 illustrates Town Hall square footage in certain Texas cities, by city. It is apparent from this table that Westlake would need a facility in the range of 18,000 to 20,000 square feet. A key variable among cities of similar population is the amount of “image” space in the facility design.

The facility design generally follows one of three themes:

- The Rural Image where the building form and materials are reminiscent of agricultural structures;

- the Urban Image where the building form and materials are derived from historic town centers, such as a clock tower, belt courses, elaborate cornices, etc.;
- or the Monumental Image where the building form and materials seek to express a new era of the Township in a large scale and formal manner, which is often symmetrical.

Figure 148 shows aerial shots of three local town halls to illustrate the various image types.

The citizen participants in the Public Planning Workshops clearly stated that remembrance of Westlake’s rural heritage was important to them as development



Figure 149: Recommended Town Hall Style 1



Figure 150: Recommended Town Hall Style 2

went forward. Therefore, it is recommended that the Town employ such stylistic references as it considers the design of a new Town Hall. Figures 149 and 150 show the work of well-known Texas architects, which meet the kind of stylistic reference specified above.

The Town Hall Plan illustrates three recommended locations for a new Town Hall Facility:

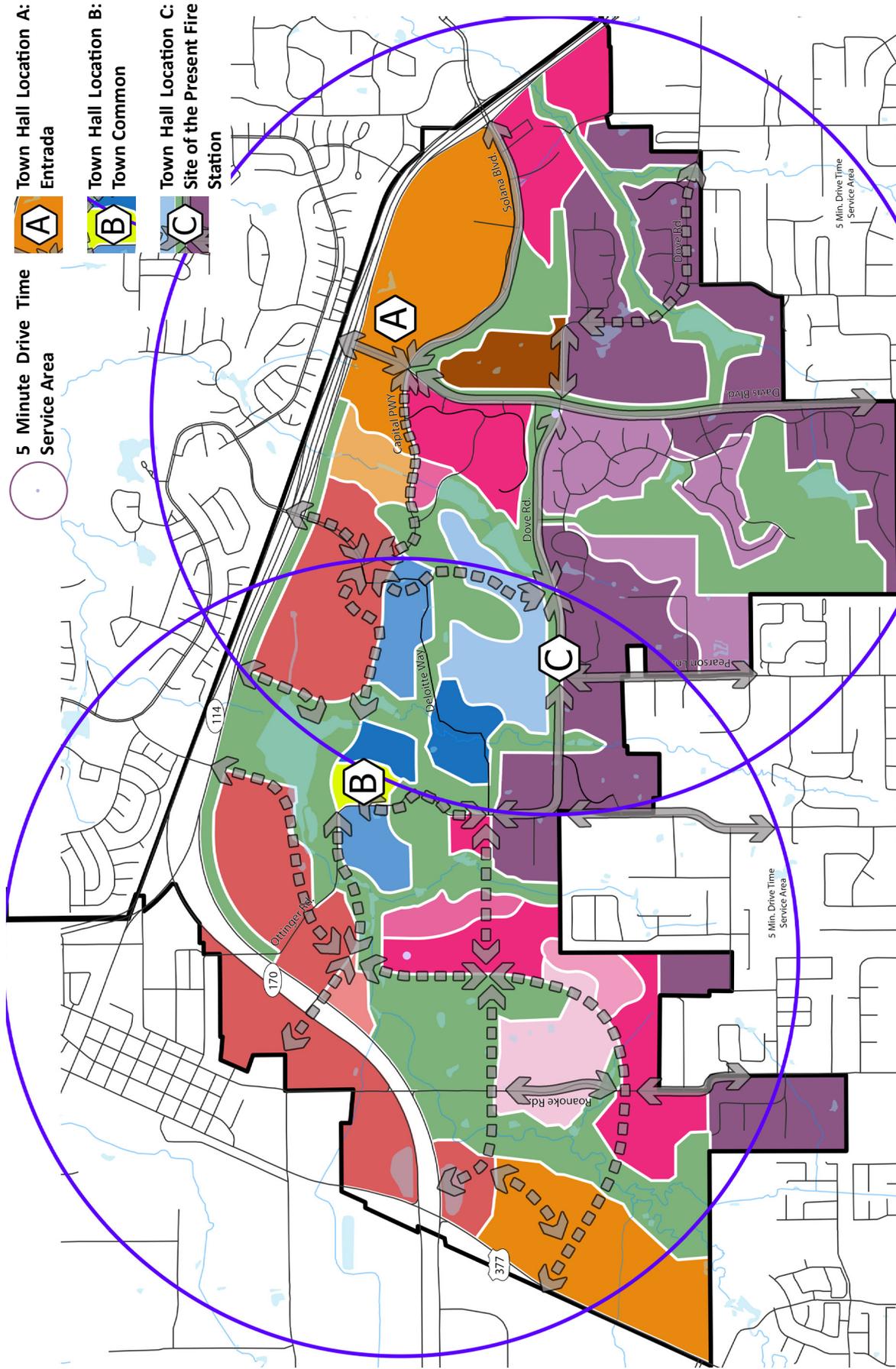
- Location “A” within the proposed Entrada Development;
- Location “B” near Westlake Academy at the edge of the proposed Town Common;
or
- Location “C” positioned near the existing fire station facility off of Dove Rd.

The recommended location is “B”, which is a monumental location visible to the Town and the regional traffic flow allowing Westlake to establish its position within a rapidly growing context. A hilltop location (at the edge of the Town Common) places Westlake in the family of great cities that started with such a vision, as described in an excerpt from John Winthrop’s Sermon at the founding of Boston (in the old English):

John Winthrop’s City Upon a Hill, 1630

Now the onely way to avoyde this shipwracke and to provide for our posterity is to followe the Counsell of Micah, to doe Justly, to love mercy, to walke humbly with our God, for this end, wee must be knitt together in this worke as one man, wee must entertaine each other in brotherly Affeccion, wee must be willing to abridge our selves of our superfluities, for the supply of others necessities, wee must uphold a familiar Commerce together in all meekenes, gentlenes, patience and liberality, wee must delight in eache other, make others Condictions our owne rejoyce together, mourne together, labour, and suffer together, allwayes haveing before our eyes our Commission and Community in the worke, our Community as members of the same body, soe shall wee keepe the unitie of the spirit in the bond of peace, the Lord will be our God and delight to dwell among us, as his owne people and will commaund a blessing upon us in all our wayes, soe that wee shall see much more of his wisdome power goodnes and truthe then formerly wee have beene acquainted with, wee shall finde that the God of Israell is among us, when tenn of us shall be able to resist a thousand of our enemies, when hee shall make us a prayse and glory, that men shall say of succeeding plantacions: the lord make it like that of New England: for wee must Consider that wee shall be as a City upon a Hill, the eies of all people are upon us;...

THE FACILITIES & TOWN HALL PLAN



DISCLAIMER: The Emergency Facilities and Town Hall location shown on this Facilities and Town Hall Plan, in no way modifies any approved PD Plan, PD Ordinance, or zoning. Emergency Facilities shall be sited/located as determined through a cooperative Town/ property owner process which takes place as site plans, requests for amendment of any existing Planned Development Ordinance, and/or requests to transfer commercial square footage from one land use district to another are submitted for Council approval (when the legal mechanism for such transfer has been adopted by the Town of Westlake). See Section E of the Implementation Plan for trigger points and other policy related information.