



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: General Services and Sheriff's Dept.
Department No.: 063 and 032
For Agenda Of: February 24, 2009
Placement: Departmental
Estimated Tme: 15 minutes
Continued Item: No
If Yes, date from:
Vote Required: Majority

TO: Board of Supervisors

FROM: Department Bob Nisbet, Director, General Services (560-1011)
Director(s) Bill Brown, Sheriff-Coroner (681-4290)
Contact Info: Paddy Langlands (568-3096)

SUBJECT: Sheriff Tech Services/EOC Feasibility Study

County Counsel Concurrence

As to form: N/A

Other Concurrence: Risk Management

As to form: N/A

Auditor-Controller Concurrence

As to form: N/A

Recommended Actions:

That the Board of Supervisors consider the following recommendations:

- a) Reject the proposal of siting the Emergency Operations Center (EOC) in the basement of the Main Jail/Sheriff's Headquarters Expansion project; and
- b) Transfer \$326,298 from the EOC project budget to the Main Jail/Sheriff's Headquarters Expansion project as these funds were originally transferred to the EOC project from the Sheriff Department.
- c) Authorize the Sheriff to develop and bring forward the standalone Main Jail/Sheriff's Headquarters Expansion project at a cost of not to exceed \$4,942,710 (except for additional interest accumulation on the COP funds).

Summary Text:

On December 9, 2008, Sheriff Staff proposed to the Board an idea that would provide an Emergency Operations Center (EOC) as part of their Main Jail/Headquarters Expansion project formerly known as the Tech Services project. The idea was to make an EOC from the basement of the new Headquarters addition, and utilize some of the Sheriff's new ground level space to provide support to the EOC during disaster operations. Staff from General Services and Sheriff's Departments have looked at the idea in more detail, and have concluded it is not feasible. For an apple-to-apple comparison, there does not appear to be a significant cost savings that would outweigh significant operational disadvantages. Furthermore, lack of space at the proposed Sheriff site makes it impractical to provide the parking space that would be required for the EOC.

Background:

At the December 9th, 2008 Board meeting, the Sheriff's Department was directed to move forward and make use of the remaining Certificate's of Participation (COP) funds (approximately \$4.4 million) on a scaled down version of the Sheriff/headquarter/Jail Bed expansion project and to look at the feasibility of collocating the EOC underground below the new Sheriff's addition with the possibility of sharing space and reducing overall building costs. The Sheriff's Department has been evolving the subject project since 2004. Late last year General Services estimated the project, including the Headquarters expansion and the Main Jail expansion, to cost \$6.5 million (not including the Evidence Storage building).

On December 9, 2008, the Board directed staff to proceed with a scaled-down version of the Main Jail/Sheriff Headquarters Expansion project sufficient to expend the existing \$4.4 million from COP funds allocated to that project. As staff reported on December 9th, the County is under a constraint to spend 85% of the total project COP proceeds within three years of issuance to comply with Federal Arbitrage Rules. The project COP was issued in early 2005 and less than 20% has been spent. On that basis, the Board directed staff to define a project for that amount, and to proceed with the project to avoid incurring penalty. At that hearing, Sheriff Staff proposed adding a basement to the Headquarters Expansion to provide an EOC for the County. The Board directed Staff to evaluate the proposal and report back.

Staff (Sheriff and General Services) has conducted a thorough review of the proposal, and conclude that it is not feasible. Below are the findings:

Construction Issues

1. Cost – The architect hired for the Sheriff project estimates the cost of the basement to be roughly \$400 per square foot; unfinished. Cost of finishes, generator, and other additional infrastructure required would need to be added to that, and would exceed \$2 million. The cost of the EOC currently designed for the Cathedral Oaks site is \$490 per square foot, including all infrastructure and finishes. While there would be some savings for the EOC if sharing work space with the Sheriff could be made operationally practical, there is no apparent cost savings on a square footage basis for the construction of dedicated work space.
2. Parking - Currently there is a shortage of parking at the main jail campus. The Sheriff project requires the elimination of about 6 or 7 existing spaces. The EOC program requires 93 parking

spaces. So if the EOC were to be combined with the Sheriff project, the combined parking deficit would be more than 100 spaces. There appears to be no practical remedy for this shortage at this location.

3. Expansion – The current EOC program calls for a design that allows the building to be doubled in size as needs increase in the future. This requirement comes from findings that most existing EOC's visited in California which were more than 10 years old, needed to be expanded, and that most were to be doubled in size. Putting the EOC underground renders expansion unfeasible.
4. Dependency – Under the basement proposal, the EOC would be required to share utilities and other infrastructure with the Sheriff building. The ideal EOC would have redundant infrastructure.
5. Underground Construction - Nationally, the industry is moving away from building EOC's underground. Building underground at this site will have the following disadvantages:
 - a. Risk of water intrusion is greatly increased (surface water flow, ruptured water and sewer service pipes above, ruptured roof drainage piping above or adjacent)
 - b. While an underground location may reduce cooling requirements, this location also makes it impossible to use natural ventilation or use ambient lighting
 - c. An underground location will still require above-ground area for utility connections, air intakes, probably the emergency generator, further exacerbating the parking problem
 - d. Greater risk due to seismic, blast, rolling loads, etc. due to conditions above the EOC roof and beneath the surface of the parking lot.

Operational Issues

6. Shared Space - The basement proposal envisioned the EOC having 4,000 square feet in the basement, and sharing 4,000 square feet of the new Headquarters expansion with the Sheriff on the ground level. Displacing the Sheriff each time would be time consuming and inefficient, and has the following disadvantages:
 - a. The Sheriff would have to move out of their space to accommodate emergency operations.
 - b. The EOC would be on two floors which is less than optimal efficiency for emergency operations.
 - c. The EOC would not fully be in a constant state of readiness, which is a primary inadequacy of the current, temporary facility at the Employees University.
 - d. During emergencies, the EOC would be competing for space with the Sheriff Department Operations Center (DOC) for the same emergency. Ideally, EOCs are located away from DOCs.
7. Space Availability – The EOC would have only 8,000 square feet available, at best, and not the current design for 10,000 square feet, (the 10,000 square feet was selected to meet budget. The program, based on recommended EOC operations, call for 12,000 square feet).
8. Working Environment - Underground conditions, especially for long, strenuous durations, present an uncomfortable work environment, which is one of the reasons for the national trend away from underground EOCs.

Fiscal and Facilities Impacts:

It is recommended that \$326,298 be transferred from the EOC project budget to the Main Jail/Sheriff's Headquarters Expansion project as these funds were originally transferred to the EOC project from the Sheriff Department.

On December 9, 2008, the Board directed staff to discontinue work on the EOC project but that it would be reconsidered when the Fiscal Year 2009-10 budget is adopted. Therefore the funds allocated to the project have been left in the project fund designation. This action to transfer some of the EOC funds to the Sheriff project would simply reduce the potential dollars available for the EOC should the Board reverse their previous direction and decide to proceed with the EOC.

The project budget now stands at approximately \$4,943,000. This is calculated as follows:

COP Proceeds	\$4,110,000
Additional Interest on COP Proceeds	\$ 770,532
Transfer from EOC	\$ 326,298
<u>Less Spent to Date</u>	<u>(\$264,120)</u>
Total	\$4,942,710

Note: Additional interest will accumulate on the COP proceeds prior to funds being expended.

Staffing Impacts:

Legal Positions:
0

FTEs:
0

Authored by:

Grady Williams, General Services, and Don Patterson, Sheriff's Department