



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
Department No.: 063
For Agenda Of: March 19, 2019
Placement: Departmental
Estimated Time: 1 hour
Continued Item: No
If Yes, date from: N/A
Vote Required: Majority

TO: Board of Supervisors
FROM: General Services Janette D. Pell, Director (805) 560-1011
Contact Info: Skip Grey, Assistant Director (805) 568-3083
SUBJECT: Proposed Capital Projects for Consideration of Financing Strategies; All Districts

County Counsel Concurrence

As to form: N/A

Auditor-Controller Concurrence

As to form: N/A

Other Concurrence:

As to form: N/A

Recommended Actions:

That the Board of Supervisors:

- a) Provide staff with a finalized list of Capital Projects and direct the General Services Director to coordinate with the County Executive Office to develop financing strategies; and
- b) Determine that the proposed actions do not constitute a “project” as defined by the California Environmental Quality Act pursuant to 15378(b) (5), as it is an administrative activity that will not result in direct or indirect changes to the environment.

Summary Text:

On May 8, 2018, the Board reviewed and conceptually approved a preliminary list of Capital Projects to fund. The Board directed staff to fine tune and refine project cost estimates. Once the Board finalizes the Capital Project list and financial strategies are identified and coordinated with the County Executive Office (CEO), the Debt Advisory Committee (DAC) will be updated.

The County of Santa Barbara has historically financed significant capital improvements utilizing Certificates of Participation (COP). Recent new facilities and renovations include the Emergency Operations Center, the

Public Defender Remodel at the Santa Barbara Historic Courthouse, and the Santa Maria Board of Supervisors' Hearing Room Addition, among others. At this time, the 2005 COPs have been paid off.

General Services has fine-tuned the list of Capital Projects and requests the Board review and refine the list. The final project list will then be used to establish various financial strategies in partnership with the CEO.

Background:

The following projects were discussed by the Board in May, 2018:

- Public Safety Radio Tower Enhancements – Phase 3
- Calle Real Water System Replacement
- Santa Barbara Historic Courthouse Roof Replacement
- Renewable Energy and Energy Efficiency Upgrade Project
- Cachuma Lake Park Infrastructure Upgrades
- Santa Barbara Probation Department Headquarters New Construction

Based on board direction and information developed from specific assessments, additional projects have been identified:

- Main Jail Renovations
- Emergency Operations Center Expansion
- Public Safety Radio System Replacement

As described in the May 8, 2018 staff report, the County's Capital Improvement Project (CIP) program identifies funded and unfunded projects that departments have prioritized for implementation in master planning the County's vision. Annually, departments are asked to submit new projects, and update existing projects. The proposed project list was established at a point in time, and new projects are identified annually. There are many other projects worthy of consideration, and those will be evaluated in the future.

In FY 2017-18, General Services (GS) assumed responsibility for the CIP program. In March 2017, GS requested all departments submit projects. As a follow-up, in August 2017, departments were asked to prioritize their departmental requests.

Given the volume of projects identified in the CIP, further criteria were applied to assist in identifying the projects for potential financing. A set of prioritization principles were applied using Government Financing Officers Association (GFOA) recommended criteria. The GFOA criteria are as follows:

- Priority I: Imperative (Must-do) – Projects that cannot reasonably be postponed in order to avoid harmful or otherwise undesirable consequence. These projects correct a condition dangerous to public health or safety, satisfies a legal obligation, alleviates an emergency service disruption or deficiency, and prevents irreparable damage to a valuable public facility.
- Priority II: Essential (Should-do) – Projects that address clearly demonstrated needs or objectives. These projects rehabilitate or replace an obsolete public facility or attachment thereto, stimulate economic growth and private capital investment, reduce future operating and maintenance costs, and leverage available state or federal funding.

- Priority III: Important (Could-do) – Projects that benefit the community but may be delayed without detrimental effects to basic services. These projects provide a new or expanded level of service, promote intergovernmental cooperation, reduce energy consumption, or enhance cultural or natural resources.
- Priority IV: Desirable (Other Year) – Desirable projects that are not included within five-year program because of funding limitations.

The GFOA criteria was applied to each department’s top five project priorities and a potential list of candidate projects was developed.

The table below outlines the recommended project list that was established using the criteria outlined above, with additional projects added based on needs established via specific assessments.

2019 Potential Capital Projects

Project Title	Est'd Net Project Cost	Projected Annual Debt Service	Projected Annual Revenue or Cost Savings Offset	Net Annual Budget Impact	Cumulative Annual Budget Impact
Main Jail Renovations Phase 1*	\$12,800,000	(\$750,000)	\$0	(\$750,000)	(\$750,000)
Main Jail Renovations Phase 2*	\$11,800,000	(\$750,000)	\$0	(\$750,000)	(\$1,500,000)
Public Safety Radio Tower Enhancements – Phase 3	\$2,120,000	(\$130,000)	\$0	(\$130,000)	(\$1,630,000)
Calle Real Water System Replacement	\$2,000,000	(\$125,000)	\$0	(\$125,000)	(\$1,755,000)
Santa Barbara Historic Court House Roof Replacement	\$3,100,000	(\$200,000)	\$0	(\$200,000)	(\$1,955,000)
Renewable Energy and Energy Efficiency Upgrade Project **	\$4,800,000	(\$280,000)	\$340,000	\$60,000	(\$1,895,000)
Cachuma Lake Park Infrastructure Upgrades	\$12,000,000	(\$735,000)	\$450,000	(\$285,000)	(\$2,180,000)
Santa Barbara Probation Department Headquarters New Construction	\$17,500,000	(\$1,075,000)	\$2,000,000***	(1,075)	(\$3,255,000)
Emergency Operations Center Expansion	\$5,000,000	(\$300,000)	\$0	(\$300,000)	(\$3,555,000)
Public Safety Radio Replacement Project ****	\$48,700,000				
Total	\$119,820,000	(\$4,345,000)		(\$3,555,000)	

* Maximum, not to exceed

** Possible funding includes CEC 1% loan: \$2m to \$3m, 0% On Bill financing, other funding \$1.6m to \$2m

*** One time contribution from Probation

****Consider for future financing

Main Jail Renovations

The Santa Barbara County Main Jail complex, located on the Calle Real Campus, is comprised of several buildings constructed in the span of the early sixties to the late nineties. The facilities and infrastructure are aging and severely deteriorated as documented by reports, studies, and maintenance records. The result is an estimated on average \$260,000 in emergency repairs annually, impacting General Services' ability to stay ahead of the deferred maintenance backlog, which in turn impacts the Sheriff's operations when systemic failures become routine. In the course of planning Americans with Disability Act (ADA) projects as well as deferred maintenance, it has become apparent that it will be prohibitively costly to address improvements piecemeal; for instance implementing ADA upgrades in one area that may need to be torn out and rebuilt due to deferred maintenance issues which will trigger extensive demolition and reconstruction. As such, a planning and design firm was engaged to prepare a comprehensive Main Jail Upgrades Implementation Plan (Plan) which provides a road map for facilities renovations, focused on deferred maintenance and addressing ADA issues.

The Main Jail Renovation project will renovate and improve the Santa Barbara County Main Jail addressing existing issues, ADA modifications and repairs, paths of travel enhancements, seismic upgrades, medical/mental health modifications, housing unit upgrades, classroom/program space additions, security upgrades, and address overall deferred maintenance. An ADA Study of the Main Jail was completed in January 2017. The ADA Study was incorporated in the Plan which sets forth the necessary steps to ensure compliance with the ADA law and standards with respect to the Main Jail. The Plan recommends cost effective and reasonable means to provide access for the disabled public, staff, volunteers, and inmates. The recommendations address both operational and building/site modifications. These building/site modifications have been incorporated into the Plan. Some of the modifications are repairs and others require remodeling. The Plan has outlined a phased implementation based on location within the Main Jail and minimizes rework and is expected to elapse over a four year period.

Public Safety Radio Tower Enhancements – Phase 3 – Santa Ynez Peak, Figueroa Mountain, Mount Abel

The Public Safety Radio Tower Enhancement project is intended to improve radio coverage for both Fire and Sheriff throughout the Santa Ynez Valley and Los Alamos areas. In order to improve the current simulcast system and allow for greater communications between Dispatch and first responders in the field, the addition of Figueroa Mountain has been identified as having the greatest overall effect. In order to function, Figueroa Mountain will need to link up with Santa Ynez Peak. This requires adding another 8ft. dish to the tower at Santa Ynez Peak. The tower currently in use at Santa Ynez Peak will not pass load capacity in its current state so a new tower will need to be installed. Mount Abel will be a new addition to the system. This site will improve the coverage of the eastern Cuyama Valley and Ventucopa areas, as well as allow county IT services to be brought down into Cuyama through the future link, planned for Fire Station 41.

These enhancements prepares the County for the major Public Safety Radio Replacement project as all microwave work will be able to be used as is. There will need to be upgrades to the Land Mobile Radios but impacts the project minimally. The Public Safety Radio Replacement project has identified Figueroa Mountain site as the primary core for the upgraded system so having the appropriate microwave tower at Santa Ynez Peak, Figueroa Mountain and Mount Abel online, will greatly benefit the replacement project.

This is the last phase of radio tower enhancements which began in FY 2017-18. Phase 1 began in FY 2017-18 where \$625,000 was budgeted to improve coverage in Guadalupe, Tanglewood, and Casmalia, south coast Carpinteria area, the Highway 101 and Highway 154 area, from Highway 1 between Lompoc and Highway 101, Lompoc, Vandenberg Air Force Base, and Jalama Beach. In FY 2018-19, \$263,000

was budgeted for Phase 2, Pelato Peak and Fire station 41. It has been determined Pelato Peak is not an optimal site so some of the funding will be shifted to Phase 3, and be used at Mt. Abel. Once complete, coverage in Cuyama Valley will be enhanced.

Calle Real Water System Replacement

The Calle Real Water System Replacement project will replace the 80-year old piping and valve systems at the Lower Calle Real campus located in the unincorporated area of Goleta at Camino del Remedio and Calle Real. The water system for this campus begins at the main water meter located at the intersection of Camino del Remedio and Calle Real. The project will create a water pipe loop around major areas of the campus that will be incorporated into future master planning of the Calle Real campus. The intermittent failure of this water main affects the operations located on this campus, including Public Health, Behavioral Wellness, Social Services, and technical service operations. The intermittent loss of water service affects thousands of general public customers who travel to the Calle Real Campus for assistance with public health, mental health and social services programs. If the system is not upgraded the net impact on the departments operating budget will be the continued emergency funding required to keep the system operational. The approximate cost of repairs to this system over the last five years has been over \$50,000 annually for a total of \$250,000, not including impacts to operating departments on the campus.

Santa Barbara Historic Courthouse Roof Replacement

The Santa Barbara County Historic Courthouse Roof Replacement project involves the removal and storage of existing roof tiles, replacement of the deteriorated underlayment materials, rehabilitation of the gutter and downspout system, and replacement of roof tiles. The risk of not completing this project is the further deterioration of the roofing materials and underlayment and continuing leaks that can cause damage to the internal structure thereby incurring additional maintenance and repair costs. The cost of repairs, leak clean ups and mitigation continue.

Renewable Energy and Energy Efficiency Upgrade Project

The Renewable Energy and Energy Efficiency Upgrade project includes the installation of the following at the Betteravia Campus (2115-2125 CenterPoint Parkway, Santa Maria, California and 511 E. Lakeside Parkway, Santa Maria, California): a renewable system (0.8 Megawatt photovoltaic system), a solar thermal system for hot water heating, a lithium battery energy storage system, and a small wind generator on the roof of the Social Services Building C. In addition, energy efficiency measures including HVAC systems and controls, lighting, boiler, and water saving upgrades will be included to replace and update the County's outdated equipment. The goal is to bring these facilities closer to achieving Zero-Net Energy (ZNE), reduce dependence on the local utility grid, reduce the County's carbon footprint, and reduce utility and maintenance costs on County facilities. The County will earn credit for every kilowatt of clean energy produced and put on the grid. The project is expected to be funded using a combination of 0% interest On Bill financing, a 1% interest California Environmental Commission loan, and cash. The expected simple payback is 10.9 years with annual cost savings in the amount of \$340,000.

Cachuma Lake Park Infrastructure Upgrades

The Cachuma Lake Park Infrastructure Upgrade project will renovate the RV Park campsites at Cachuma Lake and includes elements designed to address years of deferred maintenance and improve the economic competitiveness and desirability of recreational opportunities while delivering increased revenues. The project will renovate and reconfigure the Cachuma Lake RV Park area that currently hosts 120 RV camping sites on eight acres originally built as a mobile home park in the late 1950's. The renovation will replace water, sewer and electrical utilities with new utilities to meet code and the demands of today's RV camper, including 50 amp upgrades to the electrical supply at each RV site. The project will also include

replacement of concrete pads with re-bar installation as well as new landscaping, paving, campground furnishings and minor camp area elements to complete the renovation. The risk of not completing this project is further deterioration of infrastructure and structures in the existing Cachuma RV area thereby incurring additional maintenance and repair costs. Annual revenue increases are anticipated in the amount of \$450,000.

Santa Barbara Probation Department Headquarters

The Probation Department is in need of a new headquarters building in Santa Barbara. It is recommended this new building be constructed on a portion of the County's Garden Street parking lot. The proposed project will consolidate operations by combining Probation Administration and Adult Services with the Probation Report and Resource Center (PRRC) and Juvenile Services (both currently located at Juvenile Hall, Hollister Avenue). The consolidation of all of these functions would result in an estimated annual savings of approximately \$350,000. In addition it would remove a large amount of deferred maintenance needs and significantly reduce the number of maintenance calls to address the many small issues due to the age of the existing facilities. In addition to the financial savings, co-location would reduce staff time currently spent by Department IT, fiscal, and other staff travelling between the multiple facilities which will result in increased productivity. The advantages to the close proximity to the Courts, the District Attorney's Office, the Public Defender's Office and Santa Barbara Police Department are numerous for Department staff, as well as the offenders and victims that the Department serves. The Probation Department has earmarked \$2,109,000 to contribute to the cost of the project.

The existing Carrillo Street facility has experienced continued building system challenges. Closets and storage spaces have been converted into staff offices to provide sufficient work space. The current facilities do not contain enough remaining space to house current needs. The Department is currently struggling with locating sufficient space for additional staff. The buildings lack air conditioning resulting in office temperatures raising into the 80's and 90's during the summer. The radiator heating system in the Carrillo Street building frequently results in excessive heat in the offices during the winter as well. The current facilities also have access issues and potentially don't meet current ADA standards. Offenders and unknown members of the public have access to the interiors of the buildings, creating a security risk for civilian staff. A new, build to suit facility will address all of these issues as well as allow for opportunities and additional changes that will ensure a more effective use of the work space. As part of the project, the current Probation Department headquarter building on Carrillo Street will be demolished.

Emergency Operations Center (EOC) Expansion

The Thomas Fire and 1/9 Debris Flow After-Action Report and Improvement Plan identified lessons learned, strengths, and opportunities for improvement associated with the Santa Barbara County Emergency Operations Center's (EOC's) response to the Thomas Fire and the associated debris flow. In that report, it was recommended that enhancements be made to improve the County's ability to respond to a sustained EOC activation, including equipping the EOC so it is prepared to provide care and sheltering to disaster service workers during sustained EOC activations, as well as providing space to accommodate a call center. The EOC Expansion project will expand the existing EOC structure adding approximately 4,300 additional square feet to provide sleeping quarters, space for a call center, multi-purpose conference rooms, and a new re-designed area for the Joint Information Center (JIC). It will also add extra parking on the site and provide storage for water in the event of a long term activation where the water supply is cut off. This facility was designed to be expanded.

Public Safety Radio Replacement

The County of Santa Barbara has a diverse radio communications environment, with several different land mobile radio systems deployed to meet specific operational needs of County departments. These systems are in different stages of their lifecycle, and each have varying technologies and capabilities. The Public Safety Radio System is comprised of the following systems: Land Mobile Radio (LMR), Microwave Backhaul, Simulcast and DC Power, in addition to a Network Monitoring system. General Services installed elements of the Alcatel, and Motorola systems beginning in 1994 with the core system completed by 1998.

The County needs to replace the Public Safety Radio System as it is at the end of its useful life. The replacement system must meet public safety standards for performance and reliability and provide robust radio communications for the next 10 to 20 years. The County will consider consolidating systems where it can provide efficiencies and reduce operating costs.

Federal Engineering has completed their assessment of the current radio communications environment and has defined the County's future operational requirements for all users of the Microwave and Simulcast systems. Based on the outcome of the study, Federal Engineering recommends the County replace the existing Sheriff, EMS, and LG LMR systems with a shared UHF (Ultra High Frequency) Project 25 (P25) digital trunked radio system. P25 is a suite of standards for digital mobile radio communications designed for use by public safety organizations. P25 radios are a direct replacement for analog UHF radios but add the ability to transfer data as well as voice. The County would upgrade the existing Fire VHF (Very High Frequency) system with like technology for use by Fire and EMS. EMS communications with the hospitals would shift to the UHF trunked system.

The recommended system substantially addresses stakeholder requirements for an estimated capital cost of \$48.7 million, 15-year operational cost of \$32.6 million, and a total estimated cost of \$81.3 million.

CEQA:

The proposed administrative actions do not constitute a project within the meaning of the California Environmental Quality Act (CEQA) pursuant to 14 CCR § 15378(b)(5). An environmental analysis of any project resulting from this effort will be required, and any resulting environmental action will be brought to the Board for approval prior to construction.

Fiscal Analysis:

The General Services Director will develop financing strategies in coordination with the County Executive Office. The financing strategies will then be presented to the Debt Advisory Committee and the finalized list of projects will be brought back before the Board for final approval.

Attachments:

- 1) Proposed 2019 Capital Project Presentation

Authored by:

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