



C.A.O.  
EL DORADO COUNTY

JOHN D'AGOSTINI 2013 NOV 27 PM 2: 26 REPLY TO:

SHERIFF - CORONER - PUBLIC ADMINISTRATOR  
COUNTY OF EL DORADO  
STATE OF CALIFORNIA

HEADQUARTERS  
300 FAIR LANE  
PLACERVILLE  
CA 95667  
530 621-5655  
FAX 626-8091

JAIL DIVISION  
300 FORNI ROAD  
PLACERVILLE  
CA 95667  
530 621-6000  
FAX 626-9472

TAHOE PATROL  
1360 JOHNSON BLVD., SUITE 100  
SOUTH LAKE TAHOE  
CA 96150  
530 573-3000  
FAX 544-6809

TAHOE JAIL  
1051 AL TAHOE BLVD.  
SOUTH LAKE TAHOE  
CA 96150  
530-573-3031  
FAX 541-6721

November 25<sup>th</sup>, 2013

Terri Daly  
Chief Administrative Officer  
El Dorado County  
330 Fair Lane  
Placerville, CA 95667

RE: Executive Summary of the New Sheriff's Headquarters Project- **Revised**

Dear Terri,

The Sheriff's Office headquarters is currently housed in a 45 year old building opened in 1968. This building is no longer able to house all of the necessary functions of the Sheriff's Office resulting in three off site rental locations scattered in the Placerville area and in nearby County buildings.

Since 1989 El Dorado County has recognized the need for a new Sheriff's Office headquarters and over the years numerous studies and plans have been commissioned:

- 1989 Dreyfuss & Blackford Architects to create the El Dorado County Justice Master Plan.
- 1996 Sheriff's Office Long Range Planning Task Force.
- 2000 Nacht and Lewis Architects preliminary drawings for a 48,300 square foot headquarters.

- 2003 TRG Consulting/Carter Goble Associates-Recommendation for construction of a new Sheriff's Administration building.
- 2005 Gillis and Associates Architects Inc., plans for an indoor shooting range.
- 2006 SGS Group, Space Needs Assessment
- 2006 McCuen Properties proposal for a build and lease back project for a new Sheriff's headquarters.
- 2007-2008 El Dorado County Grand Jury report recommending a new main facility and a substation due to the aging condition and cramped space at the existing headquarters.
- 2008 ANOVA Architects plans for modernization of the current Sheriff's Headquarters.
- 2011 Sheriff's Office Preliminary Survey, identified reasons to replace the current headquarters.
- 2012 California Peace Officers Standards and Training Commission (POST) study of the Property and Evidence function.
- 2013 Vanir Construction Management Inc. Condition Assessment of the current Headquarters.
- 2013 Vanir Construction Management Inc. Operational Assessment and Facility Study.

- 2013, El Dorado County Facilities Investment Team listed the Sheriff's Administration Building Funding Plan as an immediate priority.
- 2013 the Sheriff's Office Future Forecast for future service delivery needs.
- 2013 Christenson Consulting, Cornish & Carey Commercial, site selection study.
- 2013 POST HQ assessment ( in progress)
- 2013 Sheriff's Office Cost Benefit Study
- 2013 California State Association of Counties- Finance exploration of financing options.

The proposals in these studies have ranged from a 32,000 square foot facility with additional off site facilities to a 106,331 square foot campus facility.

The cost estimates from these studies have ranged from \$32 million to \$52 million. Staff estimates the total cost of these studies to the County and other agencies is estimated to be \$700,000 to \$1million.

The current headquarters houses the Patrol, Records, Property, Evidence, Crime Scene Investigation Laboratory, and Administration functions, with Finance, Office of Emergency Services, Dispatch, Personnel, Investigations and other functions housed off site in adjacent or rental County property. The Sheriff's Office headquarters function currently entails 50,914 square feet. Functional space for the morgue, range, storage areas and future expansion would require an additional 46,296 square feet of space.

During the preliminary survey conducted in July of 2011, reasons were identified to replace the current Sheriff's Office headquarters that fall into three categories:



## Function

1. The County pays \$256,057 per year in rent for off-site facilities.
2. There is insufficient square footage for the number of current employees.
3. There is insufficient space and ventilation to properly process large amounts of marijuana and other illegal drugs.
4. Specialty units have insufficient storage space.
5. The demolition of the current headquarters would allow future expansion of the government center, saving rents for other county leased facilities and allowing more parking.
6. The emergency generator is not sufficient to meet operational requirements.
7. Insufficient and poorly located storage space for individual equipment and assigned weapons.
8. Modifications to the building do not match the electrical or HVAC system.
9. There is currently no expansion capability at the current headquarters.
10. Over one hour per day of productive time per Deputy is lost due to an inefficient flow from the building into the vehicles and out of the parking lot.
11. The Department stores ammunition and explosives at headquarters without sprinklers or adequate ventilation.
12. There is no secure receiving area or loading dock to accept large deliveries, evidence or ammunition.
13. There is inadequate security at the current headquarters placing employees and equipment at serious risk.
14. No ability for Crime Scene Investigators work to be performed on large items out of the elements.
15. One round trip to each of the off-site locations from headquarters results in more than one hour of time and numerous miles driven.

16. Fragmented functions result in inefficient internal communication between and within Divisions.

### Environmental

17. Many work spaces are housed in conditions deemed not fit for inmates.
18. Insufficient toilets, showers, and lockers exist for the current number of employees.
19. The armory lacks adequate ventilation or lighting.
20. The Crime Scene Investigation laboratory lacks adequate ventilation or lighting and cannot be used without evacuating other areas.
21. The old jail's toilet plumbing causes odors in the work spaces.
22. The removal of Sheriff's operations housed in the Government Center in Building A would allow other county agencies to use 8,000 square feet of space saving other lease costs.
23. The Building Owners and Managers Association standards would rate the current headquarters as a Class C; defined as older than 20 years, in need of extensive renovation, outdated building and technology infrastructure, and would be considered as a redevelopment opportunity.

### Public Access

24. Insufficient parking exists at the current headquarters to accommodate the public, employees, and county vehicles.
25. Leased Headquarters functions are geographically separated requiring the public to walk and to drive to widely dispersed locations.

### **Process**

Starting in July of 2011 several processes were undertaken to study the future needs of the Sheriff's Office in relation to the headquarters and west slope operations functions. These processes, among others listed above, included an assessment of the condition of the current headquarters; a space needs assessment, tours of other law enforcement headquarters and other public and private sector facilities, and a site selection process.

### Condition of Current Headquarters Assessment

In 2013 Vanir Construction concluded an assessment of the current headquarters in conjunction with other County facilities. This report was presented to the Board of Supervisors on October 28<sup>th</sup>, 2013. In summary the report stated *“County should consider replacing this facility. The cost to upgrade this facility including ADA requirements is not justified.”*

### Site Tours

Starting in 2011 staff began a series of tours of law enforcement headquarters, government facilities, and private sector buildings in the immediate region, statewide and in several other states. (Outside the region tours were conducted at no cost to the County.) The tours were undertaken to gain knowledge of possible options to the issues being faced with the Sheriff’s Office headquarters. Both new and older facilities were toured. The tours were structured using the STEEP process which examines Social, Technological, Environmental, Economic, and Political considerations for each facility. Three questions in particular were asked at each site:

- What do you like about the facility?
- What do you dislike about the facility?
- What would you have done differently?

Using these questions and the STEEP process the Sheriff’s Office was able to gain a strong foundation of knowledge from which to develop options.

### Space Needs Assessment

In 2013 Vanir Construction completed a Space Needs Assessment study for the Sheriff’s Office. This study examined all of the West Slope functions of the Sheriff’s Office. This process examined prior studies, the current needs, and the future needs of the agency. Vanir Construction worked closely with Sheriff’s Office Administration, surveyed every member of the agency, received workspace diagrams from members of each unit that showed not only current but future space needs, and performed interviews of members in each unit.



Standardized space calculations were utilized for each job classification to reduce the cost of the final project and to enhance internal efficiencies.

The Space Needs Assessment developed a recommendation of a minimum of 10.8 acres of land and 106,331 square feet for the building. The Sheriff's Office and Facilities strongly note that these are preliminary numbers that are affected by myriad factors and constitute the start of the acquisition and design process. These recommendations will require close scrutiny by the Sheriff's Office, Facilities, and the Board of Supervisors.

### Site Selection

The location of a Sheriff's Headquarters is governed by California Government Code section 24250 which requires the headquarters to be in the county seat or conveniently located to the citizens.

The site identification and selection process was undertaken in 2013 with a team of Facilities and Sheriff's Office members and two consultants. This team developed criteria for a headquarters site using the experience of the team and criteria from the Center for Public Safety Research and Planning, a national organization that provides training and support for the planning and design of public safety facilities.

Initially nearly 400 parcels were identified in or near the target area as required in Government Code section 24250.

The criteria developed by the team were formed into a weighted and scored matrix which was used to evaluate potential parcels. The matrix includes fourteen criteria consisting of site size, expansion potential, drive time analysis for patrol and non-patrol access, traffic impact, public access, utilities and infrastructure, acoustical, commercial, environmental, development risk, purchase cost, development cost, and long term cost. A copy of the matrix is attached.

A more detailed discussion of the findings of this team will take place with the Board of Supervisors.

## **Savings**

The savings from the current offsite rental space that houses headquarters functions over 20 years is projected in 2013 dollars to be between \$5,638,105 for a 1% increase each year to \$6,880,329 for a 3% increase each year. Projecting out for a 50 year life of a facility the savings is expected to be \$16,506,204 for a 1% increase per year to \$28,882,348 for a 3% increase per year.

Additional savings to the County could be realized by utilizing the space currently occupied by Sheriff's Office offsite functions that are currently housed in County owned facilities for other County offices currently housed in rental properties. The savings to the County is estimated to be \$3,609,229 over 20 years and \$15,150,875 over 50 years at 3% per year.

Efficiency savings will be achieved with the reduction in travel times between headquarters rental locations and the current headquarters facility in 2013 dollars including wages, benefits, and mileage. These savings will increase over this time span as these costs increase.

The County will realize a long term benefit to the removal of the existing headquarters. The value to the County of the current 22,000sq/ft. headquarters site is estimated to be \$1,522,500.

## **Project Options**

### Do Nothing

In June of 2013 Vanir Construction Management Inc. completed a Condition Assessment of the current Sheriff's Office Headquarters. This assessment found that the existing 21,354 square foot building would require \$3,091,586 in upgrades (about 61% of the replacement cost of the existing square footage.) The upgrades would only address the structural issues with the building. The assessment concludes with the statement "*County should consider replacing this facility. The cost to upgrade this facility including ADA requirements is not justified.*"

The cost of continuing to rent properties to house current off site functions for 20 years would be from \$6,880,329 and \$28,882,348 over 50 years. Rental



property to house an expanded evidence and property storage facility over 20 years is estimated be \$1,451,000 and \$6,091,031 over 50 years.

A risk the County is facing is that as the building continues to degrade, and without action to replace the building, employees will eventually be sent home with compensation as the work place will be uninhabitable resulting in a loss of service delivery.

#### Rent Additional Space to Replace Current Headquarters

The cost of continuing to rent properties to house current off site functions for 20 years would be from \$6,880,329 and \$28,882,348 over 50 years. Rental property to house an expanded evidence and property storage facility over 20 years is estimated be \$1,451,000 and \$6,091,031 over 50 years. Renting 17,000 square feet of space for the headquarters function over 20 years would cost 9,044,568 and \$37,967,426 for 50 years.

Continuing to use rental properties to house Sheriff's Office headquarters functions will also be hampered by the availability of suitable rental property in these areas. One of the rental properties currently being utilized was built in 1963 and another in 1970.

The availability of rental space for 17,000 square feet of office space and 10,000 square feet of warehouse space to replace the current headquarters in the required area is limited and would not be a long term solution.

Continuing to separate the headquarters functions will result in the degradation of service to the community and restrict public access to the Sheriff's Office.

#### Rent to House All Headquarters Functions

This option would entail renting approximately 106,331 square feet of suitable space. In examining possible locations in the area required by Government Code section 24250 no locations could be found. It is doubtful specialized functions such as evidence/property storage, CSI laboratory, range and morgue could be housed in rental property without significant cost to the County.

Sufficient rental space for this option does not exist in the required area.

#### Replace Existing Headquarters Only

The cost of continuing to rent properties to house current off site functions for 20 years would be approximately \$6,880,329 and \$28,882,348 over 50 years.

The fragmentation of the headquarters function would continue with the consequence of poor public access to the Sheriff's Office and continued operational inefficiencies.

An estimate of the cost to replace just the existing headquarters plus land and site improvements would be approximately \$14,065,133.

#### Build a New Headquarters Facility

In August of 2013 Vanir Construction Management Inc. completed an Operational Assessment and Facility Study of the current Sheriff's Office Headquarters. This study found that a facility of 106,331 square feet would be required to house the Sheriff's Office Headquarters for the next 40-50 years. Vanir reported an estimated cost of \$52,009,240. These numbers are variable depending on the site and final design of the facility.

By consolidating all of the headquarters functions, the Sheriff's Office would realize improved internal communications, higher levels of productivity and productive time, improved public access and service, and lowered risk of service interruptions due to the failure of the current headquarters building.

In addition to addressing the aging facility concerns of the existing headquarters, a new facility will allow the Sheriff's Office to bring the off- site headquarters functions to one site to eliminate rental costs, open lines of communication, improve work efficiencies, allow technological expansion and improve access and service to the public. This project will be designed to serve the Sheriff's Office needs into the future within a reasonable cost to the County.

## Project Option Estimates

Below are the cost and savings estimates for the five listed options.

### 20 Year Project Option Estimates

Options	Cost	Rents	Efficiency	Savings	Total Cost	Comments
Do Nothing	\$3,091,586	\$6,880,329	\$0	\$0	\$9,971,915	Building has exceeded life expectancy. Unknown risk.
Rent	\$0	\$17,375,897	\$0	\$0	\$17,375,897	Rental space limited. Further poor public access.
Rent for All Functions	N/A	N/A	N/A	N/A	N/A	Rental space not available in required area.
Replace	\$14,065,133	\$12,971,360	\$0	\$35,780	\$27,000,713	Poor public access. Does not include financing.
Build	\$52,009,240	\$0	\$2,483,806	\$15,873,841	\$36,135,399	Does not include financing.



### 50 Year Project Option Estimates

Options	Cost	Rents	Efficiency	Savings	Total Cost	Comments
Do Nothing	\$3,091,586	\$28,882,348	\$0	\$0	Unknown high cost to County	Building is not habitable. Sheriff's Office unable to function.
Rent	\$0	\$72,940,805	\$0	\$0	\$72,940,805	Rental space limited. Further poor public access.
Rent for All functions	N/A	N/A	N/A	N/A	N/A	Rental space not available in required area.
Replace	\$14,065,133	\$29,973,379	\$0	\$1,910,205	\$42,128,307	Does not include financing.
Build	\$52,009,240	\$0	\$4,330,383	\$50,511,444	-\$2,832,587	Does not include financing.

**Rent** includes actual rents for Support Services, Detectives, Radio Shop, Storage Unit, and Range. Rents are calculated at a 3% increase per year per the current contracts.

For replacement of current site only rents also include 17,000 square feet of office space and 10,000 square feet of warehouse space.

**Cost** includes actual estimated costs, and tenant improvement costs.

**Efficiency Savings** includes Salary plus benefits, mileage, utilities.

**Savings** includes credit for current HQ site, credit for 8,000 sq. ft. site, mileage, and utilities. For replacing current space only the savings is for the site credit and utilities.

**Total Cost** is Cost plus Rents minus Efficiency and Savings

## **Consequences**

The County is entering an opportune period to build a replacement Sheriff's Office Headquarters facility. However delay in moving forward will risk a significant increase in project cost. At this time the cost of building materials, land, labor, and financing are relatively low. The Sheriff's Office and Facilities staffs are concerned that this state of cost will not remain stable as the state and national economy improves.

## **Conclusion**

The Sheriff's Office suffers from separated headquarters and operations functions housed in facilities that have reached life expectancy or are housed in older rental facilities. Replacement of the current Headquarters building has been studied beginning in 1989. Since July of 2011 The Sheriff's Office and Facilities have engaged in detailed studies to develop options for a replacement facility.

In these studies five options for the Sheriff's Office Headquarters facility were developed. Of these options I believe building a new facility to combine all of the Headquarters functions, including a range and Coroner's facility provides the best return to the County.

## **Recommendation**

I request the County move forward with the replacement of the Sheriff's Office Headquarters.

Sincerely,



John D'Agostini

Sheriff-Coroner

Public Administrator