



COUNTY OF MARIN
OFFICE OF THE ADMINISTRATOR

3501 CIVIC CENTER DRIVE, SUITE 325, SAN RAFAEL, CA 94903

415/499-6358 - FAX 415/507-4104

Matthew H. Hymel
County Administrator

Mona Miyasato

Chief Assistant

County Administrator

October 27, 2009

Board of Directors
Marin Emergency Radio Authority (MERA)
c/o Novato Fire Protection District
95 Rowland Way
Novato, CA 94945

RE: Update regarding Planning by the County of Marin for an
Emergency Operations Facility

Dear Board Members:

On September 29, 2009, the Marin County Board of Supervisors approved recommendations to proceed with the Environmental Review Process for planning of a new Emergency Operations Facility ("EOF"), as described in the attached staff report. The staff report shows a schedule for the EOF to be open in the fall of the year 2013.

County planning staff and consultants have been meeting with the Sheriff's Department, the Department of Public Works, and the Information Systems and Technology ("IST") Department to determine the program scope and scale of the EOF.

The EOF will be constructed to meet the State of California Essential Services codes. It will initially house the Sheriff's Communications, Dispatch, Technical Services, Office of Emergency Services, Emergency Operations Center, and Civic Center Patrol Sub-Station; the IST backbone for the County; and space for MERA equipment. More information and background on the project is available at www.MarinEOF.org.

This letter is to provide notice of the County's plans for the EOF and the latest schedule. One unanswered question at this time is whether the MERA Board wishes to locate the MERA equipment now housed in the less seismically secure Civic Center to the newer, Essential Services standard EOF space being offered by the County.

In meetings with Richard Chuck and Shelly Nelson regarding the EOF space program requirements for MERA, they recently indicated that to meet a fall 2013 opening of the EOF that would include the relocation of the MERA equipment

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from the Civic Center Hall of Justice, the planning process for MERA would now need to begin.


Although early rough estimates from staff have ranged to over \$4 million for equipment, MERA would need to work with Department of Public Works staff to determine a precise estimate of costs. Both the costs related to the planning process and any equipment would need to be funded by MERA.

County staff planning the EOF will need to know the MERA Board's direction about whether the MERA equipment would be moved into the new EOF in the same timeframe as its opening, or whether County staff will need to make alternative arrangements for connecting the Civic Center Hall of Justice to the EOF.

Should your Board require additional information from County planning staff with respect to the technical and/or operational aspects of this potential move, including any discussion of risk associated with leaving the MERA equipment in the more vulnerable space it currently occupies, please don't hesitate to contact me, and I can direct the specific question to the individual with the most knowledge for response.

Please contact the County Administrator, Matthew Hymel, by the end of this calendar year 2009 with the direction your Board has determined it wishes to proceed. Thank you.

Sincerely,



David Speer
Facilities Planning and Development Manager

Attachment

cc: Matthew Hymel, County Administrator
Sheriff Robert Doyle
Farhad Mansourian, Director, Department of Public Works
Patrick Faulkner, County Counsel
Supervisor Steve Kinsey

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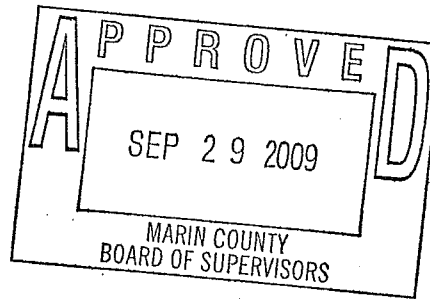
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Matthew H. Hymel
County Administrator

Mona Miyasato
Chief Assistant
County Administrator

September 29, 2009



Marin County Board of Supervisors
3501 Civic Center Drive
San Rafael, CA 94903

SUBJECT: Accept reports and receive status update, direct Staff to begin the Environmental Review process, delegate authority to the President to execute subsequent agreements related to the Environmental Review process and direct staff to continue working with the City of San Rafael on the potential inclusion of a new fire station #7 in planning the Emergency Operations Facility

Dear Board Members:

RECOMMENDATIONS:

1. Accept consultants' detailed program and cost estimate reports and receive a status update presentation on planning the Emergency Operations Facility.
2. Direct Staff to begin the Environmental Review Process for the Emergency Operations Facility through an Environmental Impact Report (EIR).
3. Delegate authority to the President, subject to review by County Counsel, to execute various subsequent agreements, the total not to exceed \$500,000, for implementing the Environmental Review process for the Emergency Operations Facility.
4. Direct staff to continue to work with the City of San Rafael to explore the possible inclusion to rebuild San Rafael Fire Station #7 with the Emergency Operations Facility project. This inclusion would be at no additional cost to the County.

SUMMARY/DISCUSSION:

The Emergency Operations Facility (“EOF”) project is ready to begin the next phase in planning and Staff recommends beginning the environmental review process through an Environmental Impact Report (“EIR”). With the understanding of the County’s constraints, staff members along with professional consultants have worked diligently to determine a workable scope and construction-phasing plan which will be the basis for the EIR.

Staff has conferred with Jones Lang LaSalle, the County’s consultant for the two-stage competition process which will lead to the selection of a design/development team for the EOF, and with counsel, in regards to the most efficient approach on environmental review. Staff recommends beginning the EIR process immediately, working through the County’s Environmental Coordinator. After the environmental review process has started, Jones Lang LaSalle will complete the documents for the first-stage of the solicitation. The benefit of this approach is that by the time the EIR is completed, whichever team is selected to design and develop the EOF will have the certainty of the completed environmental review process, and their costs should not have an EIR risk premium.

Below is a revised, high-level schedule showing the major components of the EOF project. This schedule shows a completion of the first construction phase of the EOF project in the fall of 2013, while the original schedule showed it being completed in the spring of 2013. The certainty of having the EIR completed makes the competition process significantly more attractive to prospective design/development teams. Thus far, our consultants have indicated there is substantial interest in this EOF project.

Revised Schedule (September 29, 2009)

Year	8	2009				2010				2011				2012				2013			
Quarter	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	
Project Initiation																					
RFO																					
RFP																					
Project Design																					
Environmental																					
Construction																					
Move In																					

Scope of Environmental Review

The County’s Environmental Coordinator, Tim Haddad, in the Community Development Agency (“CDA”) will oversee the EIR process. The County Administrator’s Facilities Planning and Development group, County Counsel’s office, and the Department of Public Works will manage the efforts, along with consultants approved by CDA, to produce the EIR.

Staff and consultants presented reports to your Board about the Emergency Operations Facility project on July 29, 2008 regarding a phased-construction approach for the entire EOF project and financing of the first phase, and on January 13, 2009 regarding the project delivery plan and the hiring of Jones Lang LaSalle to implement a competition for a design/development team. Construction phasing will allow costs to be spread out over a longer time period, and more closely reflect the County's funding constraints to fund the initial phase of the project.

In July 2008, your Board approved the Phase 1 scope for the Emergency Operations Facility. The program for Phase 1 includes the Sheriff's Office of Emergency Services, the Emergency Operations Center, the Communications Division (which includes the Technical Services unit) and Patrol Division, as well as space for the Marin Emergency Radio Authority (MERA) equipment and maintenance area, and for the County's Information Services and Technology (IST) department computer operations backbone and staff serving major County systems.

In the design phase, the EOF facility will be designed in its entirety so that all parties know the ultimate building character and footprint of both Phase 1 and Phase 2 of the EOF project. It is only the construction that would be phased.

Detailed Programming versus Preliminary Needs Assessment

As part of its scope of work, Jones Lang LaSalle has contracted with RRM Design Group ("RRM") to produce a detailed project program. This program is needed for the future design teams to work from and is much more in-depth regarding space functions than the preliminary needs-assessment completed in 2005 (which was the basis of Staff's July 29, 2008 recommendations to your Board).

Subsequently, updated square footage amounts and costs were produced, as is shown in the attached reports from RRM and Cumming Corporation. The table below shows the program scope for both Phase 1 and Phase 2 of construction with the total square feet that is proposed to be used for analysis in the EIR. The total size of the main essential services building at 82,300 square feet is within one percent (1%) of the total size originally outlined, although slightly smaller, of 83,000 square feet than in the preliminary needs-assessment done in 2005. All cost estimating and planning are being prepared with the goal of having at least a LEED® gold certification.

In RRM's review of the programming for the ancillary building, (a building not constructed to the same essential services standards and used for those things not required to be housed in the higher cost building), RRM determined that some of the Sheriff's required programs and storage for the ancillary building were not originally counted in the preliminary needs-assessment. Those programs and storage are currently housed offsite in Novato and in some of the Sheriff substations. The table

below shows the square feet numbers proposed to be used in the environmental impact report. The final size of the facilities constructed may be less than shown in this table.

Program Summary		Essential Service (Sq. Ft.)	Standard Construction (Sq. Ft.)
Needs Assessment – 2005			
	Phase 1*	47,000	7,500
	Phase 2	36,000	
	Total:	83,000	7,500
Programming – August 2009			
	Phase 1	54,600	8,400
	Phase 2	27,700	9,200
	Total:	82,300	17,600

* RRM determined that the Sheriff's program requirements' square feet were not correctly distributed between Phase 1 and Phase 2 in the original Phasing plan outlined in July 2008 and have corrected them as shown above. In the July 2008 report, the Technical Services Unit of the Communications Division was inadvertently not included in the total square feet reported of 42,000 square feet for Phase 1, and had been thought by the previous consultant to have been under Sheriff Administration when the split into Phases of construction had been considered. The numbers above represent the actual square feet broken down between Phase 1 and Phase 2 that should have been shown in the July 2008 report. RRM estimates the Phase 1 essential services construction to be 54,600 square feet (rounded up to nearest hundred) and standard construction to be 8,400 square feet. Note however, the total size of the essential services building (combined Phase 1 and Phase 2) is smaller than shown in July 2008.

Revisions such as these are typical in the process of producing a detailed and finely tuned Architectural Program.

Value Engineering

In the initial programming work that RRM conducted with user groups, the essential service building totaled 67,413 square feet for Phase 1, and 103,852 square feet total for Phase 1 and Phase 2. These totals were then reviewed by Sheriff Command staff, the Department of Public Works, the County Administrator's Office, RRM and others, to identify shared uses, duplications and better strategic options to reduced square footage but maintain functionality. Through this effort, more than 10,000 SF was reduced from the program to 56,958 square feet for Phase 1 and the total reduced to 84,279 square feet for the combined Phase 1 and Phase 2.

In addition, through three months of detailed program review and comparison of needs with comparable state of the art facilities, staff and consultants continued to analyze the program in context of the overall budget constraints. This iterative process worked to refine the program amounts that maximized the space efficiencies. Staff was able to identify additional program efficiencies and reduced an additional 2,400 square feet without significantly compromising functionality. This effort equates to millions of dollars in cost savings, with the final proposed scope of Phase 1 and Phase 2 shown in the table below.

County staff and consultants will continue to look for creative ways of value engineering this project without compromising project objectives. For example, one idea has been to consider reusing the existing fire station building on Civic Center Drive for use by the County after a new station is completed. Since San Rafael Fire will occupy and operate the existing station until its new facility is ready, the EOF site design will assume that a new fire station cannot be built over the existing station. This allows for the reuse of the existing building into an ancillary space after the new the fire station is completed. This can possibly save about 3,800 square feet of new construction, and a net cost savings of approximately \$2 million from the budgeted cost of the ancillary building. However, staff and Jones Lang LaSalle believe that the final design and costs will be best determined through the competition process for the design/development team.

Cost Estimate Update

The table below summarizes the size, estimate total cost, and scope of Phase 1 of the project.

Scope of Phase 1	Total Project Costs	Essential Service (Sq. Ft.)	Standard Construction Sq. Ft.
OES/EOC, Communications / Technical Services Unit, MERA, IST & Patrol	\$57,663,000	54,600	8,400

The Total Project Costs are escalated to the mid-point of construction and include hard and soft construction costs, furniture, fixture & equipment, IST costs, County permits, professional fees, site work and offsite improvements. The Total Project Costs assume any needed MERA equipment, relocation of the petanque courts and interim dog park, and internal staff costs would be funded outside of this project or not included here. These are the parallel assumptions to those reported to your Board in July 2008. The Total Project Costs above assume the adaptive reuse of the existing 3,800 square foot San Rafael fire station for Sheriff's department needs, and that the remaining 4,600 square feet of the standard construction building would be included as an alternative for costing purposes in the future construction of the facilities. In addition, an important part of the Sheriff's Patrol program is the training and fitness ancillary space, shown in the

RRM Program summary as a bid alternate. This space and related cost were removed from the proposed budget shown above during Value Engineering to meet the above budget, and moved in the space program shown in the table of square feet above from Phase 1 to Phase 2. Given the market conditions discussed below and the program's importance to Patrol, staff recommends that the 7,265 square feet of the standard construction building would be potentially included in Phase 1 as an alternative for costing purposes as well as in the discussion in the EIR.

The funding constraints identified to your Board in July 2008 are \$30 million in capital funds set aside for this critical facility, with the balance of the project costs coming from net proceeds of a new issuance of Certificates of Participation (COPs) that will not increase the County's current level of debt service payments from the General Fund of \$3 million annually. The new COPs for the balance of the project beyond the \$30 million would not increase General Fund expenditures due to retirement in 2012 of payments on previously issued debt for the jail, and extinguishment of payments in 2023 from debt issued for the Hall of Justice seismic work and other projects. Funding has not been identified for the Phase 2 construction.

The total project costs of Phase 1 of the EOF were estimated to be \$56.8 million in July 2008. The September 2009 total project cost estimate is approximately \$850,000 more than the July 2008 estimate, but include more square feet of essential services construction in Phase 1. Although the total building size of Phase 1 programs determined by the programming work of RRM is larger than estimated in July 2008, staff believes the Approved Scope can be constructed within the existing funding constraints outlined above, based on the cost estimates and current market trends. Extremely favorable current construction market conditions allow for this. These conditions include the following; 1) Lower overall costs per square foot due to both labor and materials costs decreases; 2) Escalation factors in cost estimating have decreased due to less construction both locally and worldwide; and 3) Significantly increased competition for projects. Jones Lang LaSalle has indicated that now, and into our planned contracting phase, will be the best time to construct projects compared to the last 25 years.

Community Comment

The environmental review process, through an EIR provides multiple opportunities for the community to comment on the project. In addition, the two-stage competition process for a design/development team to be run by Jones Lang LaSalle will provide multiple opportunities for community comment on the design of the EOF. Once the EIR process has started and the scope has been determined, Staff and Jones Lang LaSalle expect to return to your Board at the end of this year with the draft of the Request for Qualifications / Request for Concept.

San Rafael Fire Station Inclusion to Emergency Operations Facility Scope

County Administrator staff and San Rafael's City Manager and Fire Chief have had additional preliminary discussions to consider options about San Rafael's Fire Station #7 facility. The County owns the land under this facility, and in the most recent lease and fire services agreement for CSA #19 between the County and City approved in June 2006, the County reserved the option to use the land behind the fire station for this EOF project upon giving the City at least 18 months prior notice. The existing fire station needs significant upgrades or possibly complete reconstruction to meet the requirements for an essential service facility and modern fire equipment.

On August 3, 2009, the San Rafael City Council approved an ordinance that put on the November 3 election a general obligation bond measure totaling up to \$89 million dollars for San Rafael critical facilities, after two years of work by its appointed Critical Facilities Committee. This fire station is on the list of facilities that would be funded for replacement under that bond measure. Both parties would like to continue discussions to determine if there are cost savings or other mutual benefits as the County continues with planning the Emergency Operations Facility. The County would not be responsible for building costs associated with the new fire station.

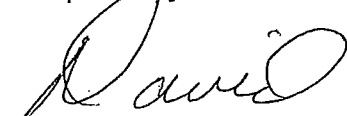
FISCAL IMPACT:

The Community Development Agency estimates the final costs for the consultants needed to write the environmental impact report could range from \$250,000 to \$500,000. To ensure timely and efficient coordination of the environmental review process with the competition process for a design/development team to be run by Jones Lang LaSalle, Staff recommends the your Board delegate authority to the President, subject to review by County Counsel, to execute various agreements, the total not to exceed \$500,000. Costs for implementing the EIR and the two-stage competition to secure a design and construction team could be up to \$1.5 million and are included in the total project costs. Funds are available in CAP-90478-01.

Please feel free to contact me if you have any questions.

REVIEWED BY:	<input type="checkbox"/> Auditor-Controller	<input checked="" type="checkbox"/> N/A
	<input checked="" type="checkbox"/> County Counsel	<input type="checkbox"/> N/A
	<input type="checkbox"/> Human Resources	<input checked="" type="checkbox"/> N/A

Respectfully Submitted,



David Speer
Facilities Planning & Development Manager

Attachments: 1. Program summary by RRM Design Group dated September 21, 2009
2. Cost Estimate by Cumming Corporation dated September 22, 2009

cc: Matthew Hymel, County Administrator
Sheriff Robert Doyle
Patrick Faulkner, County Counsel
Farhad Mansourian, Director, Department of Public Works
Brian Crawford, Director, Community Development Agency
Davé Hill, Director, Information Services and Technology
Jim Farley, Director, Department of Cultural and Visitor Services
Tim Haddad, Environmental Plan Coordinator, Community Development Agency
Captain Mike Ridgway, Sheriff's Department
Tom Lyons, Deputy County Counsel
Saaïd Fakhrazadeh, Assistant Director, Department of Public Works
Steve Petteerle, Principal Park Planner, Department of Parks and Open Space
Jeff Wong, Capital Planning and Project Manager, CAO
Larry Beaton, Capital Planning and Project Manger, Public Works
Ken Nordhoff, City Manager, San Rafael
Chief Chris Gray, San Rafael Fire Department
