

**Open Work Session  
Capital Improvement Budget and Program  
Public Safety Building  
February 6, 2018**

Tim Crosby of Crosby and Associates Architects, and Alan Brock, Director of Architecture, came before Council. Mr. Crosby said, since it is late, they will try to take as little of Council's time as they can. He said, as Council is aware, they have been retained to do a feasibility study master planning for a new Public Safety Facility which would include the Sheriff's Department and Emergency Services. He said their feasibility study is broken into two pieces, Phase 1 and Phase 2. He said they are here now because they have completed Phase 1, and they wanted to report their progress. He said, in this portion of the work, they went through both facilities and did a very detailed deficiency analysis. He said they then developed space programs, and the programs are really laying out what the needs are for the two facilities, and then they developed an overall building master plan. He said he would like to stress that both plans Council will see this evening are the master plans. He continued, they then prepared first estimate of probable construction costs for both facilities. Mr. Brock said the next step after completing Phase 1 and moving to Phase 2, and, as Council knows, design is an iterative process, so they will go back to the original stakeholders they interviewed in developing this and confirm the design and layout of the building, adjacencies of spaces with each other, sizes, relationships, what might be inefficient could be improved, what might be deferred could be a future phase, and they will work on that. He said then they will inform Council of an update to their budget. He said an important next step, which he knows Council will be anxious to see, is what this is going to look like in terms of verticality, such as what the form of the building is, the three dimensional aspects of it, and they will work on that as well. Mr. Joe Holloway asked if this is one building or two, to which Mr. Crosby responded, one would normally assume that the Public Safety Building would be a single building with two stories. He said that is not the way it is being done anymore, primarily because, when they are mixing the Sheriff's Department, which has all levels of security, and the Emergency Services Facility, which has a whole bunch of other requirements, by the time they look at all of that, it is actually cheaper to build one story buildings than it is to build two story buildings, significantly less expensive to do that. He said there are hardening issues with an Emergency Services Building, and they do not have the same hardening issues. He said vertical circulation alone is about \$175,000 when they count the stairwells and elevators, so Council will see on this plan there are two buildings that are connected. He said there is a lot of common use that can happen between the two buildings, and that is one of the great dynamics of having them connected but adjacent. Mr. Cannon asked, are they balancing the cost of a second floor with the cost of more land, to which Mr. Crosby responded, yes. He said, in this case, they do not know where it is going at this point, but, looking at Salisbury, land appropriate for this with public utilities probably is going to be in the \$90,000 to \$95,000 range. He said whether they are high or low, they do not know, but they think they are probably on the mark. He said they take that and evaluate in terms of how much more land is actually needed. Mr. Joe Holloway clarified, \$95,000 for the land, to which Mr. Crosby responded, per acre. He said they then balance that against the cost of a one story versus two story building, and it comes out that one story, even with the cost of land, is less expensive to build. Mr. Davis asked how many acres they need, to which Mr. Crosby responded, 9.5 acres. Mr. Davis said almost 10 acres. Mr. Crosby said a lot of that is not the building footprint they will see on the master plan because there is so much ground that has to be used for fleet vehicles, and things like that. He said the buildings do not really take up the majority of the space, but it is the parking areas, the driveways, and the secured areas in the rear of both buildings that have a lot of equipment that has to be stored. Mr. Brock said there are zoning requirements that limit how much of the site can be perked. Mr. Crosby said they actually use, and he believes this is standard in the County, a maximum impervious surface of 50 percent, so,

whatever they come out with in terms of how much building, they have to double that amount in acres, but he thinks they are right on target at 9.5 acres.

Mr. Crosby said they want to get to the conclusions pretty quickly. He said there are two primary conclusions, and the need for a new Sheriff's Department Facility is critical and immediate. He said he does not know if Council has had the opportunity to go into the facility and spend time there, but they design a lot of these facilities, and this has significant physical, operational, functional, and security deficiencies that really should not go on much longer, so they have classified it as a critical need, and one that needs to be dealt with immediately. He said, in terms of Emergency Services, the need for a new Emergency Services Building is critical, but it is long term. He said it is not something they think has to be done today or tomorrow. He said the planning of an Emergency Services Facility Building, because there are so many things attached to it, such as towers, fiber optics, etc. takes a much longer time, and is more involved than planning a Sheriff's Facility. He said that depth of planning is beyond the scope of this study, but they are going to need a new facility. He said right now it is very well managed and very well run. He said they have a lot of challenges within their building, but they are meeting all of those challenges today without a downgrading of their capabilities. He said their biggest problem right now is that the Emergency Operation Center is just way too small. Mr. Brock said it is a mock-up, it is not a designed-for facility. He said they took classrooms and converted them into an EOC. Mr. Crosby said the building is very hardened. He said it is in the Detention Center, and they do a very good job with managing and running the organization. He then said they really should start planning now because the planning for a similar sized facility, as they have seen in other Counties, is going to take about three years to get through the planning and funding side before they would even start construction. He said the term is critical, it needs to be done, but it does not need to be built today like the Sheriff's Department needs to.

Mr. Brock said the existing Sheriff's Department consists of about 13,000 square feet of space used for offices, training rooms, meeting rooms, holding cells, lobbies, etc. He said, in addition, there is warehouse space on the backside of the building Council may be familiar with which is about another 7,000 square feet of space, and that is where they have their property in evidence. He said, on top of that, because it is high-base space, they have a mezzanine where they keep long-term storage of records and evidence, and it is not ideal conditions. He said that space is not conditioned, and there are no sprinklers, so, if there was a fire, those records would be destroyed. He said the proposed building is based on interviews with the whole rank and file. He said they interviewed almost everybody in the Sheriff's Department, and got feedback on what their needs were, such as what they had that worked, what they had that did not work, what they do not have and they need, and this is summarized in the spreadsheets included in the folders. He said they came up with a 29,000 square foot building for the Sheriff's Building, compared to the 13,000 they have now. He said they have a small outbuilding of about 14,453 square feet which would be for the variety of vehicles they have so they could store them indoors and work on them. He said it would also be where their K9, Special Response Teams, and Quartermaster would be located. He said it would be high-based space, and they would use the same mezzanine concept they use now to provide long-term records and evidence storage. He said the important part of it is the sally port, which is basically a garage, or a drive through, where they would arrive indoors through a rollup door, and then could safely take prisoners out of the cars into the holding areas, which they cannot do now. He said now they have to escort a prisoner through the building to take them to the holding cell and lock them up. He said that is not secure, and it is not safe. He said the total program area for the Sheriff's Department gets to be, in round numbers, 46,000 square feet. Mr. Crosby said there is a really important measure they use. He said the International Association of Chiefs of Police is really a design guideline used in the architectural industry based on square feet per

sworn officer, and, in the main building, what they see is between 300 to 400 square feet per sworn officer. He said, if they divide 98, which is the number they are using for sworn officers, they are right at 295 square feet. He said they are right on the button in terms of checking to see whether they have too much or too little space. Mr. Brock said they believe this program will meet their needs without requiring expansion for at least 15 years. Mr. Cannon asked if what they are saying is that there will be two separate buildings, to which Mr. Crosby responded, Council will see on the master plan there will be two buildings, but they will be connected, and one of the reasons for that is that the Sheriff needs this building today. Mr. Cannon said the second part of his question is that, in their Capital Improvement Program, there is about \$11 million total, and half of that is allotted for 2019, and the other half is being allotted for 2020, but that will not be an actual true breakdown if what they are saying is the Emergency Services Building is going to take much more thought and a longer process. He asked if that is correct, to which Mr. Crosby responded, yes. Mr. Joe Holloway said that is just for the Sheriff's Building, to which Mr. Cannon responded, he does not think it is, and he thinks it is all one in the same. He said, in the CIP, under Sheriff's Office, it says "This building will also house Emergency Services," so he is assuming it is all one in the same.

Mr. Cannon said this is the first Council has heard that it is going to be two buildings, to which Mr. Crosby responded, this is the first opportunity they have had to go over this with Council, and this is their first reporting to Executive Culver as well. He said he cannot speak to the allocation of the Capital Budget, but he can tell Council what their preliminary numbers show. He said, remember, too, that in this first phase, the numbers they are giving Council are based on prevailing costs per square foot predominantly for buildings of a similar type, and their numbers are very accurate because their projects are very recent. He said they just finished Berlin, and that came in at \$323 per square foot. He said for the space needs in terms of Emergency Services, Council will see that the current facility is approximately 7,500 square feet on the second floor of the Detention Center. He said the programming with Emergency Services staff shows that the main building would be approximately 20,271 square feet, and the outbuilding, which they need, is another 3,780 square feet, with a total program area of 24,051 square feet. He said he will refer back to case studies which they use an awful lot for research. He said other Emergency Services Buildings for Counties of this size run between 18,000 square feet and 20,000 square feet, so, in the second part of their study where they vet it, and then come back and look at it, they think that will go back more towards the 18,000 to 20,000 square feet.

Mr. Crosby brought forth a poster board diagram and said this gives Council an overall concept of what the building is. He pointed to the Sheriff's Building, Emergency Services, and then the back maintenance building. He said the Sheriff's Department is connected with the Emergency Services Building, again, 29,000 square feet. He said this is all of the operational area for the Sheriff's Department including records. He pointed to where personnel would work, evidence storage, dispatch, and the other areas that are part of the program. He pointed to the sally port and said connected to that is the K9 area because they need that area for K9 to be able to pull into the building, be able to take care of the animals, and then this upper portion shows a portion of the rear building. He said this is really more of a pre-engineered steel building where they will park the service vehicles. He said it is also where they will do investigations that involve automobiles, which they really do not have the space to do now. He said the center portion will house the Special Response Team, the Quartermaster, and Armory, and then long-term storage on the mezzanine.

Mr. Joe Holloway said Executive Culver and Mr. Wayne Strausburg are in the audience. He said there was talk earlier in this process that the State might do a DNA lab. He then asked if that is moving in any direction, to which Executive Culver responded, they are still talking about it, but nothing yet. He said

the State would not own the building, but the County would, and the State would lease it. Mr. Joe Holloway asked if it would be included in this building because he thought that was the talk to begin with, to which Executive Culver responded, it would depend on how many square feet they would need. Mr. Crosby said that is the second part of the study. He said, generally speaking, the buildings are the biggest and costliest in the first phase of it. He said then there are two things they will do in the second phase, the first being to vet it. He said they have a lot of experience and can ask honestly if certain things are needed. He said the second thing is being able to phase the building. He said they are confident that most of the time it is not inflated, and he can tell Council from the work they have done so far with both agencies, he does not think anyone has tried to gild the lily, but budgets are real, and their job is to try to come back and see how they can get them the best building they can get for the lowest possible price.

Mr. Crosby said the next slides are just showing blow ups of portions of the building. He showed the rear of the building and said to the left is personnel. He said there are a lot of different levels of departments involved.

Mr. Crosby said the Emergency Services Building has three main components. He said first is 911, the support staff, and facilities that are part of that. He said the second, and largest space user, is the Emergency Operations Center. He said it has a whole lot of attendant pieces with it, such as breakout rooms and classrooms, a very large bathroom, and shower facilities because, if there is an emergency, there is normally the need to have that. He said it is the same way with bunk rooms, and all of that is built in. He said, again, when they go back to the vetting process, they will look at how they can reduce the amount of space so it is still operational. He said these are very expensive facilities. He said most of this is all raised floors throughout the building to be able to get the technology in. He said, on average, these facilities are costing today, not counting all of the things that have to go on outside, such as an additional tower that would be required, all of the fiber optics, and all of those other costs, which, in a lot of cases, the numbers board will help pay the cost of that, but these are running anywhere from \$450 per square foot to \$525 per square foot to build, so they are probably one of the most expensive facilities they will have to deal with in the future. He pointed to the drawing and said the idea here is that the Sheriff, as they all know, does a tremendous amount of training, and training saves lives, and, with this facility here, the EOC, which most of the time, with the exception of training, is used about four times a year, is an obvious set up to be a tremendous training facility that would enable the Sheriff to be able to cross-use that, and not have to build another training facility. He said these are just blow ups of the space. He said this is the EOC space where they can see the classrooms, and the EOC center, and then all of the mechanical and technology pieces that come along with it. He showed the 911 Center, and said there is a print of the site master plan in the handouts. He said Council will notice that, entering the site, there is a rotary, and everybody asks why there is a rotary at the front of the building. He said it is a security tool that prevents high speed entry onto the site and potentially entering the building. He said it is something that is used more and more often in secured facilities just because of what has been happening in the Country. He said the buildings in orange are the Sheriff's, and the buildings in green are the Emergency Services. He said Council can see that there is a circuited route around the building to be able to get in and out, sometimes at high speed. He showed the entry rotary. He said there is one entrance and an exit in and out of the site. He said they always need to have two ways in and out of a site with a Public Safety Building in case one of them happens to be blocked. He showed the slide with the buildings themselves, and then showed the rear of the site. He showed the back having a lot of impervious surface that is not building because they have to have secured parking, and it is all fenced. He showed areas for fleet, and then circuiting back out of the building. He said all of the employee parking for both buildings are behind gates and secured. He said one of the biggest problems with the

current facility sitting right next to the Detention Center is that it has no perimeter security. He said police vehicles are parked out front, and it is just not the kind of facility they want to have. Mr. Brock said a specific example would be the Special Response Team getting ready to go out on an assignment or a mission does not have a place where they can stage, prepare themselves, do briefings, and then get into the vehicles without being observed where they are now. He said people come and visit the jail, there are people in the jail, and a simple cell phone call to say something is going on can alert somebody outside, so that is also an important consideration with having the secured parking on the backside of the property. Mr. Crosby said, just to let Council know what is being done now with SRT personnel, or others that happen to be working undercover, the criminals are actually staying outside the facilities and trying to look at the people and cars that the undercover officers are using. He said, if they do not have some place secure and inside to be able to do that, before long the bad guys know who they are, what they drive, and their job is a whole lot less effective. He said that is becoming more and more regular throughout the Public Safety world.

Mr. Brock said, with their recent experience, relating this \$326 per square foot with a 10,000 square foot building, they are using the number of \$340 per square foot which, applied to the main building, gives them a \$9.9 million-dollar estimate budget cost. He said the outbuilding, which is the vehicle building, could be a pre-engineered steel type building where they have a cheaper dollar per square foot of \$175, which is another \$2.5 million. He said, if they only had the EOC portion of the Emergency Services Wing built so it could be used as training by the County and the Sheriff's Department, it is a technology space so they are using \$340 per square foot, which adds another \$806,000 of total construction cost of \$13.2 million. He said they would have a contingency allowance in their budget which adds almost another \$700,000 for a total cost of \$13.9 million. He said they averaged that out to \$302.50 per square foot given the size of the facility. He said Mr. Crosby had also mentioned earlier the International Association of Chiefs of Police have in their standard average 300 to 400 square feet per sworn officer which brought them to \$297 per square foot. He said he mentioned earlier that every time they do an iteration in this process, in Phase 2 they vet, and all the way into construction documents, as they develop the detail of the building, they always bring the cost estimate along with it, so this is not the last time they will go through and do the cost estimated process. Mr. Crosby said, in the second phase, the costs are much more detailed. He said instead of being based on a square footage cost they use the Construction Specification Institute to break things down at least into 16 pieces, and then, based on their past projects and their databases, they project out what each one of those 16 costs are.

Mr. Crosby said, lastly, they will talk about Emergency Services. He said the main building is 20,271 square feet, and they have that at \$350 per square foot which comes to \$7,100,000, and the outbuilding \$661,500. He said this is a startling number, but a very true one. He said when they look at IT, security, and FFE, it runs about \$150 per square foot which would add another \$3 million to the project, so the total cost they are projecting is \$11,336,850 with an average cost of \$471.36 per square foot. He said he thinks what is in question is the square footage, and he will get to that number in the second phase of the feasibility study, but they are right on target with what they think it is going to cost. He said he would like to point out to Council that most facilities wind up with about 75 percent of the cost of the basic building in additional costs that are not attributed to the building itself, such as towers, fiber optics, and all of those connectivity issues they are going to have to deal with wherever they are going to put the Public Safety Building. He said, thankfully, most of that money is covered by other sources.

Mr. Crosby said, with that, they want to thank Council for their time, and they will be back as they are now just entering into the second piece of this. He said they want to sit down with both agencies and vet everything, and will come back to update Council, and they will be happy to take any questions.

Mr. Cannon said, first of all, they were hired to do the feasibility study, the planning, etc. He then asked what their specific charge was, and under what expectations for the budget on this project, to which Mr. Crosby responded, that is a great question, and their proposal is very clear. He said the services they are providing are outlined in here, and Council can see the level of detail they are going to in this early stage. He continued, when they are finished, they are to have a master plan for the Sheriff's Department, the same thing for the Emergency Services Building, and the same thing for the site, as well as a very detailed estimate of cost for those buildings. He said he thinks the underlying question Mr. Cannon is asking is if they knew the budget was \$10 million-dollars, and, yes, they did. He said their job is to tell Council what reality is, and they do not agree that the \$10 million-dollars is the right number. He said the second part of this, the charge, is saying how close they can get, and by what means they can get it close to the money they have allocated. He said budgets are always limited, and that is their job. Mr. Cannon said the reason he asked is, Crosby and Associates has limited resources as well, and he is certain that, for whatever it is the County has hired them to draw up these conclusions, they want to make sure they are operating as efficiently as possible based on the information the County has given them. He continued, the point being, this is obviously really excellent work here, but they have done excellent work on two separate buildings with a budget of probably a total of \$25 million, when originally what was approved, at least by this Council, was an \$11 million-dollar project for the Sheriff's Department. He said he is concerned that what they have charged Crosby and Associates with doing, and, of course, what they have paid them to do, and what they are spending every day doing, that half of their time may be wasted if it is not even feasible for this County to afford it, to which Mr. Crosby responded, that is a great comment. He said their job is, most importantly to him, to ask what the agencies need in a facility to do their job, and they believe they have spelled that out here. He said he really cannot speak to the issue of it being \$11 million dollars. He said he knows they were charged in their contract to develop a master plan for the needs for both facilities, to show a plan specifically for that based on those needs, and then to give an estimate for the cost. He said he wishes he could give a better explanation, but that is what their contract says they were to do, and they are doing it.

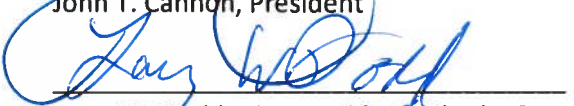
Mr. Joe Holloway said Mr. Crosby had mentioned Berlin a while ago. He then asked what the estimated cost of that was, and if they are finished with that project, to which Mr. Crosby responded, they are having the ribbon cutting Friday. Mr. Joe Holloway asked if it came in above or below budget, to which Mr. Crosby responded, when it came back from bid, it came four percent below what their estimates were. He said the total amount of change orders during the course of the project was 3.5 percent of the total cost of the project. He said, of that 3.5 percent in change orders, 85 percent of those change orders were due to owner requested changes. He said only 15 percent of the 3.5 percent were due to omissions, or things that were not as well shown on the drawings as they possibly could be, to which Mr. Brock added, and some hidden conditions. Mr. Crosby continued, he thinks that is a pretty good record, and it was the same kind of situation with Hurlock, which they just finished also, and they are pretty accurate. Mr. Joe Holloway asked, when Mr. Crosby mentioned it is essential the Sheriff's Office be built first, and then the 911 Emergency Management Center later, would it be in the plans to do the Sheriff's Office all at one time, get it done, and not do the 911 Center until later? He asked if that is being considered, or does it all have to be one project done at one time, to which Mr. Crosby responded, that there again is a great question, and his apologies for not being clearer. He said, with the Sheriff's Department, if they could walk in that building today, it would not be too soon. He said they have seen a lot of these facilities, and the current one is very substandard. He said, if they could do both of them at the same time, of course, they would. He said the problem is that the planning cycle for an Emergency Services Building is long in order to do it right. He said, if all that planning was done, then, of course, it is always better to do them both at the same time using these economies of scale. Mr. Joe Holloway asked if they can be done separate, to which Mr. Crosby responded, yes, the way this plan is laid out. He


clarified, if it were a two-story building, they could not do it, and that is one of the reasons they have done it this way with the anticipation of being able to phase it. Mr. Joe Holloway said Mr. Crosby mentioned the buildings in Berlin and Hurlock. He then asked if they are built with general contractors, or do they use a construction manager, to which Mr. Crosby responded, actually, they are bid the same way. He said they are doing the new Caroline County Sheriff's Department, and they will all be competitively bid. He said they have been very lucky in that they had a great contractor on Hurlock with Harper and Sons, and a fantastic contractor on Berlin which was Willow. He said they had a lot of very good activity in the bid process for both. Mr. Joe Holloway said he has a general question. He then asked if Mr. Crosby personally likes the general contractor form better than the construction manager form, to which Mr. Crosby responded, the way they like to do things is, the same day they start, they want the construction manager there too. He said he thinks the client deserves to have all of the people who have knowledge about the building starting at the same time. He said it makes it more difficult for an architect because there is someone sitting there saying why are they doing that, and that does not make a whole lot of sense. He said that has been their history. Mr. Joe Holloway said they have used a construction manager form for their schools for a number of years, to which Mr. Crosby responded, it really works, it really does. Mr. Brock said it is a real advantage to the project to have construction input during the design phase, there is no question. Mr. Crosby said they happen to be old architects, so he can say, architects sometimes make errors in judgment, especially when it comes to budget, so it is better to have the people who know everything about the budget starting at the same time the architect does. Mr. Joe Holloway said he thinks they made a big error here, to which Mr. Crosby responded, he wants Council to know he does not think they made an error. Mr. Crosby said he thinks it is important that this is out on the table. He continued, when they are looking at the facilities that are best suited for these agencies, he thinks they got it right. He clarified, that does not mean Council cannot say they do not have the money, but do the best they can. He said they do that all the time, as this is not an unlimited world. He said that is why this next phase is so terribly important because they go back and look. Mr. Joe Holloway said he is not speaking for the rest of Council, but he thinks they know the need, especially for the Sheriff's Office, and he thinks that has been pretty prevalent. There was no further discussion.


*Signatures on next page*

**Open Work Session  
Capital Improvement Budget and Program  
Public Safety Building  
February 6, 2018**

  
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John T. Cannon, President

  
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Larry W. Dodd, Vice President, District 3

  
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Ernest F. Davis, District 1

  
\_\_\_\_\_  
Marc Kilmer, District 2

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John B. Hall, District 4

  
\_\_\_\_\_  
Joe Holloway, District 5

\_\_\_\_\_ absent \_\_\_\_\_  
Matt Holloway, At-Large

  
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Laura Hurley, Council Administrator