

**Open Work Session  
Public Safety Building  
March 6, 2018**

Mr. Wayne Strausburg, Director of Administration, and Sheriff Mike Lewis came before Council. Mr. Strausburg said he asked Sheriff Lewis to join him this evening, and they will give Council a brief update. He said the project team had a subsequent meeting with Crosby and Associates on March 1, and he thinks they made some pretty significant progress in terms of bringing the estimated cost of the project in line with what they have imbedded in the Capital Improvement Program (CIP) projection. He said they have also identified a well-located 9-acre parcel with full utilities, and quick access to Route 50, Route 13, and the Bypass. He said a contract has been submitted to the County by the seller for a total price of \$589,600, which is within the parameters they have in the CIP at \$65,000 an acre. He said the contract provides the County with a 120-day due diligence period at no cost, and no risk to the County. He said, upon its execution, they will forward it to Council for its review and ratification. He said, with that, they are certainly prepared to answer questions Council may have with regard to the progress they have made on the project.

Mr. Cannon said the first question is where it goes from here. He said Council saw the presentation a couple of weeks ago that pretty much shocked everybody who looked at it. He said his concerns are whether or not this same group is moving forward with the project, or whether the County is going to find someone else to do it; if it is going to be as grandiose as they presented, and whether it is two buildings or one building. Mr. Strausburg responded, at this point in time, Crosby and Associates did a feasibility study, so, in speaking with the various stakeholders involved, they brought forward what he would refer to as a wish list. He said that wish list is now being vetted by the workgroup, and the people who will be occupying this building at the point in time that it would be built. He said it will not be as large as was shown at the last meeting, and it does not need to be that large. He said they will build it, however, much in the manner that current schools are being built so it will be modular in its design so that, if certain areas need to be expanded over time, those areas can be expanded, and will site the building. He said the footprint of the initial building will be placed on the parcel they would like to acquire in such a manner as to allow for that expansion. He said he should also mention that this non-anchor site already has stormwater management off the site that it can take advantage of, so it is a very lucrative site for them. He said by the next meeting he can probably bring in some further design and layout drawings that he thinks will help Council, but they believe they can deliver a good Public Safety Facility within the confines of the budget they put forward in the CIP. He said they are subject to some cost escalations, obviously, as they go forward, and it is dependent upon the amount of time it takes to develop and build, and what happens with the construction industry during that timeframe. He said, certainly, they are not looking at a \$22.5 million-dollar building at this point in time. He said the architectural drawings, the actual construction drawings, may or may not be done by Crosby and Associates. He said, to clarify, Crosby and Associates did a feasibility study, and many times they will start with a basic architectural layout, a design sketch so to speak, but will turn the actual construction documents and drawings over to a different architect. Mr. Joe Holloway said he always thought it went the other way where they would start small and get bigger, but here they are starting big and getting smaller.

Mr. Kilmer asked if they are still looking at an Emergency Services Building and a Sheriff's Building at the same time and same site, to which Mr. Strausburg responded, yes, that is expandable as needs present over time. Mr. Kilmer asked if they are going down the road of focusing on the Sheriff's Building first, and Emergency Services second, to which Mr. Strausburg responded, as it stands right now, coming out

of the meeting they had March 1, the Sheriff's Building is certainly where they have the primary concern right now, and that is the building that really needs to be replaced first. He said there is an Emergency Services component to that because, when they have an emergency, if the primary site is inoperable, there has to be a backup/secondary site. He said that secondary EMS component has to be imbedded in the Sheriff's structure as it is originally built, but it does not have to be a 20,000 square foot standalone construct. He said he is still not sure where that came from, but that is not what they are contemplating building at this time. Mr. Joe Holloway asked if Mr. Strausburg is saying there will still be a 911 Center on Naylor Mill Road where it is at now, to which Mr. Strausburg responded, yes sir. Mr. Joe Holloway said, in other words, what they saw at the last meeting was a building that was designed for the 911 Center and for the Sheriff's Office, to which Mr. Strausburg responded, yes sir. Mr. Joe Holloway then said he thought they budgeted for both of those buildings in the CIP, to which Mr. Strausburg responded, he budgeted for replacing what they have right now at the Sheriff's Office, which is about 7,000 square feet, not 22,000 square feet, and that is what they will build. Mr. Joe Holloway said he knows that, but he thought they budgeted for both of those buildings, to which Mr. Strausburg responded, and that is what they will build. Mr. Joe Holloway clarified, they will build a 911 Center at the same time, to which Mr. Strausburg responded, yes, they have to build a 911 Center. Mr. Joe Holloway clarified, at the same time, to which Mr. Strausburg responded, they have to because they have to have the backup at the Sheriff's Office as they do now. Mr. Joe Holloway asked where the location is, to which Mr. Strausburg responded, it is in Sheriff Lewis' dispatch area. Mr. Joe Holloway said he knows that, and if Mr. Strausburg cannot tell him where it is, he should just tell him that. Mr. Cannon asked if Mr. Strausburg is saying he cannot disclose that yet. Sheriff Lewis then asked if they are talking about the current 911 Center in his office, to which Mr. Cannon responded, no. He clarified, Mr. Joe Holloway is asking for the new location, to which Mr. Strausburg responded, he is not going to disclose that until they have a signed contract. He clarified, he thought Mr. Joe Holloway was asking where the physical 911 component is in Sheriff Lewis' current building, and he misunderstood his question.

Mr. Cannon said the question really is that there is the Sheriff's Department and there is Emergency Services, and Council was under the impression they were going to consolidate both of those operations into one building in the CIP, to which Mr. Strausburg responded, they are going to. Mr. Cannon asked if that is what they are going to do because Mr. Strausburg keeps saying "backup," to which Mr. Strausburg responded, they have to have two sites. He said they have two sites right now but they are too close together, and they are not rated for hurricane force winds. Mr. Cannon said he understands there are two sites now, but he thought they were consolidating everything to one site, and now Mr. Strausburg is saying they are not, to which Mr. Strausburg responded, they are. Mr. Dodd asked where the secondary or backup site will be, to which Mr. Strausburg responded, the primary 911 Center is staying where it is. Mr. Cannon said that is a little bit confusing. He then asked if the primary 911 Center is not going to be housed with the Sheriff, to which Mr. Strausburg responded, it is staying where it is, but a 911 Center will be housed where the Public Safety Building is going to be built, and it will be housed in a manner, and sited in a manner, that it can be expanded over time if it needs to be. Mr. Cannon clarified, the Sheriff's Department will be with a backup 911 Center, to which Mr. Strausburg responded, yes. Sheriff Lewis added, as it is right now. Mr. Joe Holloway said, when this first came along, they budgeted \$11 million-dollars, and what he saw in the instructions to Crosby and Associates were that they wanted a building that would house both, to which Mr. Strausburg responded, he did not give Crosby and Associates any instructions. Mr. Joe Holloway asked how he hired them if he did not give them instructions, to which Mr. Strausburg responded, he did not hire them. Mr. Joe Holloway then asked who hired them, to which Sheriff Lewis responded, he did. Mr. Joe Holloway clarified, Sheriff Lewis hired them, to which Sheriff Lewis responded, he had conversations with Mr. Crosby because there were two Chiefs of Police, one in St. Michaels, and one in Berlin, Maryland, and the Sheriff of

Caroline County, Maryland, who were all engaged in the services of Crosby and Associates out of Cambridge, Maryland because they specialize in Public Safety Complexes. He said he requested their information from Sheriff Randy Bounds out of Caroline County, he called Mr. Crosby, and they met here in Salisbury initially for breakfast. He said he started working with Mr. Crosby, and they had the money that had already been encumbered to have an architect look at doing a feasibility study for the building. He said Mr. Crosby specializes in Public Safety Complexes, and he does not know anybody else that does, as that is not his bailiwick. He said he started communicating with Mr. Crosby because he was so enamored with the work he had done in Berlin and St. Michaels. He said, of course, when he talked with Sheriff Randy Bounds, he was very impressed with him as well.

Mr. Joe Holloway said Crosby and Associates came to Council two weeks ago with the plans for a Sheriff's Office and a complete 911 Center. He then asked if those were the instructions Sheriff Lewis gave Mr. Crosby, to which Sheriff Lewis responded, Mr. Crosby actually met with Mr. David Shipley, the Director at the 911 Center, as well. Mr. Joe Holloway clarified, these were instructions from Sheriff Lewis and Mr. David Shipley that brought about this design, and now they are not going to bring the complete 911 Center on site, they are just going to bring the Sheriff's Office and a backup 911 Center, to which Mr. Strausburg responded, they are going to bring on site what they believe the County needs, and what it can afford. Mr. Joe Holloway said it is completely different than what Council was told previously.

Mr. Dodd said he thinks Council is all on the same page that, when they saw the budget request, they were under the impression the Sheriff would get a new office and Emergency Services, which includes the 911 Center, dispatch for fire and EMS, would be in the same building. He said Mr. Crosby then came before Council with a plan for two separate buildings with twice the amount of what was budgeted, and he told Council it is his job to tell them what they need. He then asked, when this is all said and done, is the 911 Center, Emergency services dispatch, meaning when someone calls 911, not the Sheriff's Office, going to be in this building anytime in the near future when the Sheriff's Office is completed, or a year later, because it looked like that was the plan for expansion, to which Mr. Strausburg responded, he will answer that question. He then asked if Mr. Dodd has seen the current 911 Center, to which Mr. Dodd responded, yes, he has been out there many times. Mr. Strausburg said they will have the same amount of space at the new 911 Center because they do not need 22,000 square feet. He said they will have the same space at the new building that they have at the current building. Mr. Dodd said that does not clear up what Council was told in the beginning, or the impression they were given. Mr. Cannon said the CIP specifically distinguished the fact that there would be an \$11 million-dollar investment to house two Departments, and where they are now, though, is the fact there is one building, to which Mr. Strausburg responded, he is trying to describe to Council the fact that just because Mr. Crosby said the County needs 22,000 square feet does not mean the Executive Office agrees with that. He clarified, they do not agree with that. Mr. Cannon said he is not referring to Mr. Crosby, but he is saying the CIP said that for \$11 million-dollars they would get two Departments in one building. He said he is not trying to find fault with anything, he is just trying to clear the air, but it appears now like Mr. Strausburg is saying that for \$11 million-dollars they will be housing one Department, and a backup 911 Center, to which Mr. Strausburg responded, they can house both Departments. He said the original intent of the CIP was to provide Sheriff Lewis with a new building, relocate the existing space at the jail to that same building, and keep the space at the jail as a backup. He said it was never intended to build a 20,000 square foot EMS building, never. Mr. Cannon said Council has not suggested that, they just simply stated what the CIP said. Mr. Cannon said it is a matter of fact that the CIP stated "Sheriff's Department/Emergency Services" will be housed in this \$11 million-dollar building, but that is not what is happening, and, if it is not, that is okay, but that is not what is happening. Mr. Strausburg said no one in authority has come forward and suggested they are going to build that building, to which Mr. Cannon then asked what

building he is talking about. Mr. Strausburg said they had a consultant come in and show Council a grandiose plan, and Council has assumed that because Mr. Crosby showed them a grandiose plan, the Sheriff and the Executive agreed to that plan, and they have not. Mr. Cannon said, in the CIP it stated \$11 million-dollars for the building that will house two departments, the Sheriff's Department and Emergency Services. He said it appears now they are looking at the same \$11 million-dollars, but it is just going to house the Sheriff's Department and 911 backup center, not the entire 911 Emergency Services, to which Mr. Strausburg asked, what is the entire 911 Emergency Services? He then said 911 is 7,000 square feet, it is the call center, and three offices. Mr. Cannon asked if both of those Departments, the Sheriff's Department and Emergency Services, will be in this new building in its entirety, to which Mr. Strausburg responded, yes, they can be. Mr. Cannon asked will they? He then said Mr. Strausburg has said they can be, but will they, to which Mr. Strausburg responded, he is not finished with the design yet. Mr. Cannon said, if he does not have the answer, that is okay too, and he does not mind that. He said Council is just trying to get to exactly where they are today, and that is why they wanted to meet. He said these guys were way out in left field, and Council is just trying to narrow it down to where they are today. He said, again, they are not finding fault with anything, but they are just trying to find out where it is. He then asked Mr. Strausburg what his next step is, to which Mr. Strausburg responded, they are going to continue with the process. Mr. Cannon said, understanding why they are here, really, is because there is a planning process in place for a reason, and it got way out in left field there for about a couple of weeks with these guys. He said Council wants to make sure they are back on even keel, and that it is going to come in as was anticipated. Mr. Strausburg said he thought he made it very clear at the last meeting that in no way was the Executive or the Sheriff going to put forward a proposition to build the structure that Mr. Crosby showed, to which Mr. Cannon responded, that is understood 100 percent. He said Council is trying to find out exactly where they are going with this. Mr. Strausburg said they are going forward with planning what they have proposed in the CIP. Sheriff Lewis said he will tell Council that when he first saw the plans they saw at the Council meeting, he was taken aback. He said it was much more grandiose than he had ever anticipated. He said that design was not his design at all, and he can tell Council he had an immediate conversation with the County Executive and Mr. Strausburg, and they all kind of chuckled and laughed, and said no way is that going to happen. He said it was much larger, and much more grandiose than any of them had expected. He said they have met at his office not once, but twice, they have redesigned the entire template, they have shrunk the template, they have changed things around, and they let it be known very quickly that that plan was not going to work for them as it was considerably larger than anticipated. He said they do not need that, and he thinks they are back where they need to be.

Mr. Cannon asked if Mr. Shipley's office will be in this new building, to which Mr. Strausburg responded, it can be. Mr. Davis said he thinks they just need to wait and see, and not bring another design to Council because they are not going to answer their questions right now. Mr. Cannon said the reason he is asking is because it got away from them before, and he does not want to come back two months later to find out that funds have been expended to continue on, and then still not know exactly where they are, to which Mr. Strausburg responded, nothing has gotten away from anybody because they have not done a final design. He said Council is reacting to a feasibility design that was rejected by the Executive, and by the Sheriff. He repeated, nothing has gotten away from anybody.

Mr. Dodd said he wishes Mr. Strausburg would have put a stop to Mr. Crosby when he was here after he said they needed a \$21-million-dollar building, to which Mr. Strausburg responded, he did not agree, and he came forward and told Council they would not support that design.

Mr. Joe Holloway asked if Mr. Crosby has been paid \$25,000, to which Mr. Strausburg responded, he does not believe he has, but Mr. Crosby did what he was tasked to do. He said Mr. Crosby did a feasibility study, and a feasibility study is not a complete architectural design by any way, shape or form, to which Mr. Cannon responded, he would agree with Mr. Strausburg on that because Mr. Crosby had everything but the Ferris wheel in there. Mr. Strausburg said he had not seen those drawings until that very night, and he said they would not move forward with that design. Mr. Joe Holloway said he knows what Mr. Strausburg said, he heard what he said, and he did say that, but, in the CIP, it says \$11 million-dollars for the two Departments, to which Mr. Strausburg responded, they can deliver that. Mr. Joe Holloway said that Mr. Strausburg has not said he will build it for \$11 million-dollars, he has said he can, and then he said some of them will stay on Naylor Mill Road. Mr. Strausburg clarified, what he said was they can deliver what is in the CIP, and he believes he can deliver it for what is in the CIP. He said he cannot tell Council today what a building that is going to take two years to design and build is going to look like.

Mr. Kilmer said he thinks part of the problem is that they have a feasibility study that is not feasible, to which Mr. Strausburg responded, that is what he said last week. Mr. Kilmer said he guesses Council's concern is how they got this because it seems this feasibility study is completely useless to them, to which Mr. Strausburg responded, he would not say it is completely useless, he would not say that at all. He said he thinks that, in large part, particularly with regard to what is going to be in the Sheriff's Building, it is very functional, and he thinks the manner in which it has been laid out allows for expansion over time, and he thinks it is a building that will last the County for quite some time. He said he has done large-scale development and construction for 40 years, and a feasibility study is just a feasibility study. He said it is in no way, shape, or form what anyone guarantees is going to be built, it is just a feasibility study. He said Mr. Crosby presented it that night, and he then sat here and told Council that is not going to happen because the County does not need that, they cannot afford that, it is not what they proposed, and he is going to go back to the drawing board, which is exactly what he has done. Mr. Kilmer asked, on the drawing board, are they then still using the basis of what Mr. Crosby showed Council, and using some aspects of it, to which Mr. Strausburg responded, they are losing about 15,000 square feet. Mr. Kilmer said that scales it down, and Mr. Crosby did talk about the fact that they could lose this or that, but it seems like they would have to cut it almost in half, to which Mr. Strausburg responded, he will tell Council that where this plan got way off the rails was the EMS structure. He said there is no way they need a 22,000 square foot EMS structure. He repeated, they just do not need that, and he would not propose to build that right now. He then said he would absolutely propose siting a building on a land parcel that may allow for expansion over the next 20 years. He said he would propose designing a building in a modular concept where it can be expanded over that time reasonably, and at a reasonable cost, and that is how they will lay it out. Mr. Joe Holloway said they had a gentleman sitting in front of them saying "In reality, this is what you need, this is what you have to have," and he was hired by the Executive's Office to tell Council what they need, to which Mr. Strausburg responded, he was hired by the County. Mr. Joe Holloway said Sheriff Lewis has said he hired him, but, whoever hired him, he was hired to tell the County what it needed. He then said, when Council has somebody come up and sit in front of them, present them with something, and say "In reality, this is what you have to have," what are they supposed to do, to which Mr. Strausburg responded, they are supposed to give it back to him. He said he is then supposed to come back to Council with something he thinks is reasonable, and he thinks they can afford, which is what he thought he promised Council at the last meeting. Mr. Joe Holloway said he hopes that happens, to which Mr. Strausburg responded, it is his job to make that happen. He said, if he booted it in the CIP and does not have a good number in the CIP, he is going to be the first person to tell Council he booted it and does not have a good number. He said he is also the first person to tell Council he is not building a 44,000 square foot building to replace what

nominally is 20,000 square feet because he does not think that is reasonable, or affordable. Mr. Cannon said he thinks, in order to keep it in perspective as far as Council's reservations, this is not the first multimillion dollar project Wicomico County has ever done, but it is certainly one of the most irregular processes they have ever experienced. He said that is why Council has reservations, and that is why they are asking the questions. Mr. Strausburg said he does not know why it is irregular, but, in his experience building these kind of buildings, a feasibility study is very, very regular, and they start with something they may well not end up with because of things like fiscal constraints, or people asking for things they are simply just not going to agree to. Mr. Cannon said they have a difference of opinion on that, and he just hopes it does not become more costly with this particular group because they certainly have wasted a lot already, to which Mr. Strausburg responded, Crosby and Associates is not going to drive the cost, the County will drive the cost. He said Crosby and Associates can help the County with what type of construction materials and processes are used for buildings of this type nowadays given the climate they all live in. He said what they have out there right now is nothing more than an office building built with drywall on the interior. He said, if someone breeches that first door, there is nothing out there that is going to stop any sort of a firearm around, and they would not, in good conscious, build a building like that today.

Mr. Cannon asked if maybe an RFP process allows for a more controlled outcome, to which Mr. Strausburg responded, he does not think so in this process. He said, had this been a normal structure, such as an office complex, he would have gone out and done an RFP because that is typical office construction. He said the design of a modern Sheriff's Office for many, many, many reasons is quite different, and it is very, very specialized. He said he learned a great deal from sitting with Mr. Crosby and his group at this last meeting talking about things that would probably never have occurred to him with regard to simple things, such as sightlines. Mr. Cannon said he would be easily impressed too, but they have Becker Morgan, and several other architectural and engineering firms that have built police stations quite successfully, to which Mr. Strausburg responded, not recently. Mr. Cannon said he believes Becker Morgan built one in Easton for Talbot County, to which Mr. Strausburg responded, he believes it was Crosby who designed that. Mr. Cannon said this is a fact, and he cannot tell him exactly which town it is, but he thought it was in Talbot County.

Mr. Joe Holloway said he understands Sheriff Lewis' reasoning for going with Crosby because of their history, and he applauds him for that. He said, when the County built the Detention Center, it was his understanding that they found a set of plans from a Detention Center in Pennsylvania, they reviewed those, and, basically, went with the same plans because they were under the gun from the Department of Justice about the way the prisoners were housed at the time. He said he knows Crosby has designed and built police stations locally. He then asked if they have looked on a national basis, size-wise, at someone who has built buildings. He said he knows police stations have to be built differently than just an office building, but have they looked nationally at someone who has designed and built a police station, basically, the size they need, to which Sheriff Lewis responded, he has talked to other Chiefs and Sheriff's throughout the Country on that. Mr. Joe Holloway asked if there is a chance of reviewing their plans to see if Wicomico County is doing the same thing, to which Mr. Strausburg responded, sure. Mr. Strausburg then said the first thing he did was determine what size land parcel they need. He said that is the first step, and he cannot get started until they know how much land they need, so, yes, they could do that, and they still may do that. He said he wanted Crosby and Associates to land them where this, essentially, would be the footprint they are going to need, and the size structure they need. He said to accommodate that size structure they will need this size land parcel depending upon stormwater requirements, this, that and the other. He said one of the things they were very concerned about is they have to site this, and the site parameters are kind of tight, believe it or not. He said he would not have

thought so at the beginning of the process, but, in speaking with Sheriff Lewis and Mr. Shipley, they found they may have thought there is a whole lot of land out there where they could site this structure, but there really is not. He said, from that standpoint, he has a very clear handle on what they believe a proper footprint would be for their current needs, and foreseeable future of what it may expand to in the future, and what size parcel they are going to need to accommodate that. He said he thinks they have landed on that, and he thinks they have a really good parcel. He said he thinks they have a very good layout for the Sheriff's Office, but there is a whole lot of work that goes into what the construction materials are, and what this puppy is really going to cost, and how they then value engineer that down while keeping security and safety in place. He said he thinks, in that regard, it was very, very helpful to them. He said, again, where they got off the rails was with Emergency Management Services, and he just cannot comprehend building a structure the same size as the Sheriff's Building for Emergency Management Services.

Mr. Kilmer said he thinks Council all recognizes the need for a new Sheriff's Office, and he hopes no one has gotten the idea that there is a question about that. He said, in the CIP, they talked about a new Sheriff's Office that would also house Emergency Services, and then this came in at an astronomical number, and he thinks there might be some concern now that because there is the need for the Sheriff's Office, they will focus on that, reduce the cost, and forget about Emergency Services. He said then, in four years, they will come back and say now they need a new Emergency Services Building. He then asked if Mr. Strausburg can assure Council that is not going to happen, to which Mr. Strausburg responded, he calls that mission creep. Mr. Kilmer said that is the concern, to which Mr. Strausburg responded, they are not trying to pull mission creep on Council, not at all. He said he just rejects the notion that they need that size building to house these two Departments. Mr. Kilmer said they do need a new Emergency Services Building, they, obviously, need a new Sheriff's building, and they are working to get both of those in this. He then asked if they are going to forget about Emergency Services, come back in a few years, and say "Here it is," to which Mr. Strausburg responded, he is not going to facilitate what he calls mission creep. He said he would not do that to Council or the County. There was no further discussion.


*Signatures on next page*

Open Work Session  
Public Safety Building  
March 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



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Marc Kilmer, District 2



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John B. Hall, District 4



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Joe Holloway, District 5



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Matt Holloway, At-Large



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Laura Hurley, Council Administrator