

A RESOLUTION APPROVING THE SPACE PLAN PRINCIPLES, PROCESS AND  
ADMINISTRATOR'S RECOMMENDATIONS ON THE SPACE PLAN OPTIONS

WASHTENAW COUNTY BOARD OF COMMISSIONERS

November 15, 2006

WHEREAS, the Board of Commissioners expressed a desire to review and update the County's 20 year space plan; and

WHEREAS, the Board of Commissioners have been engaging in space plan discussions over the past six months; and

WHEREAS, on September 7, 2006, the Board received copies of the updated Space Plan document; and

WHEREAS, this document outlined the principles for assessing the County infrastructure, the major findings of the current space needs for the organization, and several options available to meet each identified need; and

WHEREAS, the County completed a comprehensive review of existing space and infrastructure for the foundation of the space planning process; and

WHEREAS, the County updated and analyzed a broad spectrum of trends to identify current and future infrastructure needs including population and demographics, organizational structure and projected staffing levels, nature of services and locations of such services, infrastructure standards, statutory obligations and assumed legislative changes, and security and technology innovations; and

WHEREAS, the County utilized expert opinions and analysis that have been gathered over the past several years to provide industry best practices and confirmation of internal findings; and

WHEREAS, a total of eleven (11) major infrastructure needs were identified from this process with 35 options for the Board of Commissioners to consider; and

WHEREAS, the 11 needs included 1) Expansion of Jail Beds, 2) Jail Infrastructure Upgrades, 3) Expansion of Support Systems in Jail due to Increased Capacity, 4) Jail Diversion Options, 5) 14-A District Court, 6) Renovation of Downtown Ann Arbor Courthouse, 7) Construction of New Facility for Juvenile Division of Family Court, 8) Reconfiguration of 555 Towner, 9) Relocation of ETCS Staff from 555 Towner, 10) Construction of a Secure Data Center and 11) Upgrade of County's Network Connectivity; and

WHEREAS, the Board of Commissioners was provided with the major options for each issue with the projected cost for completion of each scenario; and

WHEREAS, the County initiated a comprehensive community engagement process during the course of the summer with findings being reported to the Board of Commissioners on September 20, 2006; and

WHEREAS, this matter has been reviewed by the County Administrator's Office, the Office of Corporation Counsel, the Finance Office and the Ways and Means Committee;

NOW THEREFORE BE IT RESOLVED that the Washtenaw County Board of Commissioners hereby approves the space plan principles as outlined in the updated Space Plan document and as attached hereto and made a part hereof.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby directs the Administrator to review and update the space plan needs of the organization at least every two years in alignment with the County's biennial Planning Process and bring forth any recommended adjustments to the space plan within the biennial budget for Board of Commissioners approval.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby approves the first phase of the Public Safety & Justice space plan options including the construction of a new jail housing pod with 96 beds, completion all of the jail infrastructure upgrades as outlined, expansion of jail support systems to meet capacity demands, and implementation of the jail mental health diversion Sequential Intercept Team.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby approves the second phase of the Public Safety & Justice space plan options including the construction of a new 14-A District Court with three (3) courtrooms.

BE IT FURTHER RESOLVED that, as phase three of the Public Safety & Justice space plan options, the Washtenaw County Board of Commissioners hereby approves the construction of a new Juvenile Division of the Family Court at a location to be determined and renovations at the downtown Ann Arbor Courthouse and directs the Administrator to bring more specific plans for these initiatives to the Board of Commissioners in 2008; and

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby approves the use of the general fund savings from the revised Police Services methodology as well as capital reserves to fund the options outlined above with a bond issue for phase one to be issued in late 2006 and another bond issue for phase two planned for 2008.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby authorizes the Administrator take all action needed to implement the Sequential Intercept Team.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby authorizes the Administrator to proceed with the reconfiguration of 555 Towner to create a health services campus, using departmental fund balances.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby authorizes the Administrator to implement the expansion of Harriet Street for the relocation of ETCS from 555 Towner and directs the Administrator to bring forth more specific plans and financing for this initiative when available.

BE IT FURTHER RESOLVED that the Washtenaw County Board of Commissioners hereby authorizes the Administrator to develop recommendations relating to the remaining issues outlined in the space plan, including the establishment of proper network connectivity within the County, and acquiring a secure data center, and directs the Administrator to present these recommendations to the Board of Commissioners when ready.

*This section identifies principles that have been developed to help guide planning decisions.*

*Developed initially for space, these principles are applied to all infrastructure.*

## Planning Principles

In order to meet the Board's priorities for this analysis, County staff developed planning principles to guide discussions. These principles were developed originally for space and building but have been expanded to address all infrastructure concerns. The following are proposed for the Board's consideration. Principles developed are:

### **BALANCE AND EQUITY**

1. The plan is comprehensive and seeks to address the needs of all components of County government.
2. Priorities are set within the limitations of the County's resources. Earlier actions are indicated for the most pressing needs.
3. The County intends to serve the public with infrastructure that is convenient, accessible, and available to the population in a comparable manner, so that geographic equity can be achieved.
4. The County intends to provide efficient, appropriate facilities for County staff in an equitable manner.
5. The plan should be consistent with the County Business Improvement Process and overall County priorities.

### **SAFETY AND SECURITY**

1. County staff and the public must have an expectation of reasonable security, safety, comfort, and health conditions at County facilities.
2. The County shall maintain a business continuity and disaster recovery plan.

3. Consideration should be given for separation of public and staff space.

## **ECONOMICS**

1. The County intends to fund facilities needs in a manner that is fiscally responsible and consistent with the goals of County government.

2. There will be a full business review of projects which will include the long-term total cost of ownership and lifecycle costs.

3. The County will seek to maximize the value of investments in facilities.

4. The County will take a long-term view of capital, operating and maintenance expenditures for facilities.

## **QUALITY**

1. The County intends to develop civic architecture that conveys an appropriate sense of permanence, stability, professionalism, service-orientation and significance to the public.

2. Since the County intends to develop and maintain facilities for the long term, materials, systems, and other considerations should be chosen for maximum durability, greatest value, and lowest environmental impact.

3. Support Services will stay abreast and keep the Board informed of the latest industry trends, observations, and analyses that can inform strategic infrastructure decisions.

4. In accordance with the County Guiding Principles, the development and maintenance of a World Class Infrastructure will be attained.

## **SITE CONSIDERATIONS**

1. Sites for County facilities should be chosen and developed in a manner that enhances the contextual and visual image of communities while also promoting community economic development and revitalization goals and cultural values.

2. Locations for County facilities should be chosen and developed to provide for future growth and change beyond the time frame of the plan. The intent is to allow for flexibility of infrastructure as growth patterns change.

3. County facility sites will be selected to maximize accessibility and efficiency of service delivery while encouraging innovative land use design and energy conservation through public transportation and non-motorized access.

4. The active involvement of citizens, departments, community partners, and local units of government will be sought to inform site selections.

5. Sites should be chosen to allow services to be accessed as conveniently as possible for the customer/citizen but avoid over-concentration of public and non-profit uses in communities that are attempting to build their tax base and achieve other revitalization goals.

## **DESIGN AND PLANNING CONSIDERATIONS**

1. The County should endeavor to own facilities rather than lease, as it has determined that owning is financially advantageous. Leased properties may be useful as short-term components of long-term strategies.

2. New facilities should be developed to accommodate at least a twenty-year projected need. Incremental

development may be utilized for specific components of the plan.

3. The County intends to efficiently share and collocate infrastructure with other local governments and community partners where it is mutually beneficial.
4. The County intends to realize cost and operational efficiencies by consolidation of functions in centralized locations. Exceptions to this principal are made where public access and department missions are better served by a decentralized strategy or when services are incompatible.
5. Any infrastructure development project should incorporate strategies for growth in the near and far terms. Flexibility in design must be a high priority in the planning and development of all infrastructure.
6. The County recognizes that as a civic organization, it has a responsibility to comprehensively integrate strategies for sustainability and environmental stewardship in the location, development, design and construction of all County facilities. Particular emphasis will be placed on preserving natural features and energy conservation.
7. Infrastructure standards and guidelines shall be maintained by the County and incorporated in all facilities planning actions.
8. County infrastructure should be developed in a manner that enhances the visual, social, and cultural character of communities.
9. All infrastructure projects should encourage innovative approaches to maximize efficiency. Examples might include; providing flexible, multi-use spaces, utilizing technology to reduce building space needs, and similar strategies.
10. Infrastructure design will emphasize customer and business needs.
11. Infrastructure shall support a culture of collaboration.

## Next Steps

These are presented to the Board of Commissioners as principles that will assist in the formation of routine infrastructure decisions, such as office reconfiguration, as well as to interpret information about major infrastructure decisions, such as building acquisition.

There may be amendments, additions, or deletions as a result of this planning process. Future Boards may wish to revisit these principles and make appropriate amendments and improvements to ensure that planning staff are using the most recent principles to guide planning decisions.

*Based on feedback from the community, from the Board of Commissioners and from the various studies and analyses, this section identifies recommendations for the Board of Commissioners to consider funding.*

## Overview

The space planning process that began in early 2006 culminates with specific actions for the Board of Commissioners to consider. Included in this section are recommendations about immediate needs, how the immediate needs might be funded, and how to incorporate space needs into other strategic discussions within the County.

## Process Recommendations

Two specific process recommendations will help to ensure that space planning projects are aligned with other infrastructure projects and aligned with Board priorities. Neither recommendation requires funding but both require changes in how projects are planned.

## Principles

Commissioners received many principles that were proposed within the context of infrastructure planning. These principles are items that would be applied to all infrastructure decisions. These principles were presented and several changes were made based on the feedback given. It is recommended that these principles be adopted by the Board of Commissioners in order to ensure the consistency with which strategic infrastructure decisions are made.

## Planning Process

There are several planning processes at play with strategic decisions. The greatest is the biennial planning process which produces the County's operating budget, which seeks to tie financial decisions with department business plans. Efforts in the past have tied technology planning and capital improvement projects with the biennial planning process. Connecting the space planning process with the biennial planning process will accomplish the alignment that will help support the organization best.

It is recommended that the Board of Commissioners tie space planning with the biennial planning process. Doing so would allow future Boards of Commissioners to update the space plan according to new information and new priorities.

## Public Safety and Justice Recommendations

As noted through several analyses, presentations and strategic discussions, the most immediate space needs are in the Public Safety and Justice arena. Of the various options presented in the past, the following are recommended for funding.

- Jail Expansion – construction of a new 96 bed housing pod;
- Jail Infrastructure – upgrade security, mechanical, electrical and life safety systems in conjunction with jail expansion;
- Jail Support Services – upgrade kitchen, laundry, medical, intake, booking, holding cells, sallyport, and property room also in conjunction with jail expansion;
- Jail Diversion – develop and implement the Sequential Intercept Team in order to help reduce future jail bed needs;
- 14A-1 District Court – Expand the former HVA building into a District Court facility that can house three small courtrooms appropriate for all District Court proceedings;
- Juvenile Division of Family Court – Reassess options for the location of these functions and begin planning for relocation in 2008;
- Downtown Courthouse Renovation – Expand the Courthouse to meet standards, but reassess options in 2008.

These options would require the sale of bonds with debt service to be financed through a combination of capital reserves and savings that will be realized through the Board's adopted policy of funding police services. The expansion of the jail, as well as the sequential intercept team, would also require annual operating budget increases.

## Recommendations on Other Immediate Needs

Four immediate issues could also be addressed through this planning process. Each is proposed for conceptual adoption by the Board of Commissioners. Each also will require reassessment by the Board of Commissioners, either through an additional proposal or through approval in conjunction with the 2007 budget.

- 555 Towner – Reconfigure this facility to function as a true Health campus and finance this through agency fund balances;
- ETCS – Relocate ETCS staff and services into an expansion that would be developed at the Harriet Street facility and cover costs within ETCS budget;
- Network Connectivity – Install a fiber network in a collaborative effort with other local partners;
- Secure Data Center – Purchase an existing site with debt service funded within Technology Plan and explore the potential of cost-sharing arrangements with local partners.

## Recommended Sequencing of Projects

Within the context of a twenty year timeframe, the way in which various projects can be sequenced varies.

One detail that was not addressed in the Issues and Options section of this report is the contingencies of projects – implementation of one project may need to occur prior to other projects. For example, if both the 96 bed jail expansion and the construction of 1A-1 District Court were to occur, the jail expansion project needs to precede the District Court project. This is because the former HVA building is needed as a staging area for the jail expansion.

A second issue taken into consideration is the time lag between when facility design begins and when the facility is set to open. Depending on the complexity of the facility, this can take years. Since most of the conceptual design has already occurred for the recommended facility improvements, an accelerated timeframe can occur for each project.

The proposed timeline takes these issues into account. It advises a three phase approach for public safety and justice recommendations and a pay-as-you-go approach to other recommendations.

### **Phase I (2007-09): Public Safety and Justice Recommendations**

Phase I (2007-09) is proposed to focus on the jail. It would include jail expansion, infrastructure upgrades, and expansion of support services. Due to escalation costs, the total construction costs for Phase I would be \$21,177,210. It is recommended that the funding for this would be through the issuance of a bond in 2006, with debt service financed through a combination of capital reserves and police services savings.

Phase I would also include two discrete operating elements. The first is annual operating costs that would be required to operate the 96 bed addition to the jail, which will be presented in conjunction with the appropriate budget cycle. The second is the implementation of the Sequential Intercept Team, also scheduled to begin in 2007 with an annualized cost of \$447,767.

## **Phase II (2007-10): Public Safety and Justice Recommendations**

Once the 96 bed jail addition is completed, the former HVA building will become available for the 14A-1 District Court construction. This is proposed for Phase II, with architectural design beginning in 2007 and the completion of construction scheduled for 2010.

Due to cost escalation, the estimated cost of the project will be \$10,827,236. It is proposed that this be funded through the issuance of a bond in 2008 with annual debt service financed through capital reserves.

## **Phase III (2008-14): Public Safety and Justice Recommendations**

Phase III would include the renovation of the downtown Courthouse and the relocation of the Juvenile Division of Family Court. While the needs for both of these issues are well documented, no specific recommendations are made at this time, as the appropriate time for specific recommendations will be in conjunction with future biennial planning processes.

The funding source for these projects has not been identified.

## **Sequencing of Other Recommendations**

The remaining issues are proposed to be implemented in conjunction with the 2007 budget, or under specific plans that will be proposed to the Board over the course of the upcoming two years. These include:

- Expansion of Harriet Street facility beginning in 2007, to be funded within existing ETCS budget. The specific plan will be brought to the Board in 2007.
- Reconfigure 555 Towner into a Health campus. This is also proposed for 2007. Funding for this project will be through fund balances accumulated within the agencies that will be impacted by the changes.
- The installation of a fiber network assumes a shared commitment from local partners for cost sharing. Several local partners have been identified. Once agreement is reached, this project will be submitted to the Board for approval. It is expected that this will occur in 2007.
- Locations for the secured data center have not been identified. The plan is to do so and bring a specific proposal back to the Board for approval in 2007. The source of funding will be a combination of the Technology Plan budget and potential cost sharing with local partners, who have not yet been identified.

For the projects that will be resubmitted to the Board for final approval, the recommendation is that the Board gives conceptual approval as a part of adopting the 20 year space plan.