

PENNINGTON COUNTY BUILDINGS & GROUNDS



302 Kansas City Street

Rapid City, South Dakota 57701-3097

(605) 394-2174

DATE: October 27, 2010

TO: Rapid City Council Members

FROM: Mike Kuhl, Pennington County Building Committee

RE: City/ County Evidence Building

On behalf of the Pennington County Building Committee, I would like to say thank you for taking time out of your busy schedules to become familiar with the status of the City/ County Evidence Building. Members of the Building Committee believe Rapid City and the County have a unique opportunity to replace this aging and inadequate facility. We would like to provide you with information about this opportunity and the existing facility so you are able to make informed decisions.

Facilities Master Plan Recommendations

With this memo you will find a copy of the Facilities Master Plan Executive Report. This report summarizes the Facilities Master Plan (FMP) completed for Pennington County this past spring and which was adopted by the Board of Commissioners on June 1st. The FMP is a planning tool intended to help decision makers understand the County's long-term facility needs and what should be done to address those needs.

The FMP Report recommends four projects to address some of the County's most pressing needs. Two of those projects involve properties that are jointly owned by the City and County. The first property is the Parking Structure and the FMP recommends the addition of two more levels to meet a growing parking need. The Building Committee has been told that there are City funds available for this project.

The second property is the City/ County Evidence Building and the recommendation is replacement. Replacement was recommended because of space and functional deficiencies, anticipated near-term and future space needs, and the perceived inability to continue to provide quality services. Deficiencies were identified through an assessment process that identified needs and determined the facility's overall condition. Following is a list of deficiencies identified as part of the process:

- The roof continues to develop leaks
- Building has water infiltration problems in the lower level
- Ventilation is generally poor throughout the building and causes both heating and cooling problems
- The HVAC equipment is inefficient and expensive to operate

- Public lobby space is inadequate
- Need public restroom facilities
- Office space does not support current or future staffing requirements
- Need an additional evidence/vehicle bay for processing and storage of crime scene van (total of 3 bays)
- Drug and Weapons storage both need to increase by 50% to meet current and future needs
- Evidence stored basement is at risk from flooding from water infiltration or a burst pipe
- Fingerprint lab is sufficient in size but layout is poor
- There is no space provided to transfer evidence to the public
- Video and Digital media lab needs a separate space for both production and investigations
- Need to increase general building storage and a dedicated and secured server room space

Costs associated with capital maintenance for the existing building were considered while determining the best way to address deficiencies and meet needs. Included with this memo is an estimate which identifies costs for getting the existing facility in the best condition as it functions now. It does not address costs for renovating or expanding space to meet current or future program needs, so only the first four items on the list above are addressed by this estimate.

It has been suggested that it would be better to just invest in the work identified in the estimate and extend the use of the building another ten years. If this were the choice made, another issue would have to be considered. How will the work of Evidence staff continue during this construction? Items such as HVAC system and roof replacement may require the building, or at least portions of it, be vacated. The estimate does not address any costs associated with relocating staff, equipment and evidence during construction.

Other Considerations

The Evidence Building was built in 1995 using pre-engineered steel building construction. This type of construction is similar to pole building construction, except steel frames are used instead of wood poles and trusses. Both are covered with a metal skin. This construction type was selected because its initial cost is lower than alternatives and only limited funds were available for the project. This facility was built to meet an immediate need as a 15 or 20 year solution.

Pre-engineered steel buildings are well suited for uses that require large open spaces with minimal finishes, but they are not a particularly good long term solution for office space and even less so for lab space. These buildings are light weight structures with only a thin metal skin to keep the elements out. When the wind blows these buildings move and that means everything attached to the building moves, so interior finishes like drywall cracks and ceiling tile shifts.

But an even bigger problem is the metal skin. The metal roofing and siding is attached directly to the structure with thousands of screws that have small gaskets to seal against the metal skin. Every time the building twists in the wind the metal skin strains against the fasteners. The same thing happens when the sun shines on the metal skin and it expands. Over time the holes created by the fasteners become larger and the fasteners loosen creating place for water to penetrate. Since the metal skin is connected directly to the structure there is no secondary system to drain

the water away from the interior, so when moisture enters it degrades the insulation and damages finishes. (An example of a secondary system would be the asphalt paper under the shingles on the roof of your house. If water gets under the shingles the asphalt paper provides a second barrier.)

These fastener openings and gaps that appear where the metal skin laps can be closed with sealants and roof coatings. But this is only a temporary fix, the building will continue to move, the sealant will fail and leaks will reappear. With the application of sealants new leaks become more difficult to find and when maintenance workers walk on the roof to find leaks or to work on equipment more leaks are created as the metal flexes under their weight.

Since it is difficult to keep moisture out of this building, it is easy to see why it is even more difficult to resist air infiltration. Air leaks may be the biggest contributor of heat loss for this building and they can't be easily fixed. These building envelope problems make it difficult for the HVAC systems to maintain a stable work environment. Since labs require stable & clean environments for scientific experiments it is easy to see why this is a problem. It is clear why this type of construction is not the best choice for a lab and why continuing to invest in this facility is a bad idea.

Finally, consider this; the Evidence Building currently occupies a prominent location in Downtown Rapid City. Saint Joseph Street is a major thoroughfare and its importance to the City is demonstrated by the current landscape project underway along it. If this facility remains in place, it will have a significant impact on where the County's new Administration Building is placed. This will severely limit how this location can be used in the future and that will affect the character of the Courthouse Complex. The Building Committee believes the Courthouse Complex is very important to the Downtown area and it would be unwise to miss the opportunity to make the most of this expansion. This thought process is consistent with the goals of the Rapid City Strategic Plan.

Replacement Facility and Financing

The County is currently in the process of bonding on the Facilities Master Plan. Unfortunately meeting all the needs identified in FMP would require a substantial investment that is not possible at this time. So the objective has become, address as many needs as possible by bonding for the maximum amount that will not raise taxes. Special programs like Recovery Zone Bonds and Build America Bonds, which effectively lower interest rates, have increased the amount for which the County can bond.

The funds available through these special programs, which expire at the end of this year, coupled with an excellent bidding environment, create a unique opportunity to address many pressing needs. The Building Committee members believe it will be possible to complete all four recommended projects with potentially enough funds left over to take on another FMP project.

Since replacing the Evidence Building is one of the projects recommended in the FMP, Building Committee members have been meeting with the Mayor and other City officials since early this year. Committee members thought this was the proper process for getting this project on the City's agenda. However, after a meeting with City officials a few weeks ago it has become apparent that the City Council members may have very little information about this potential project. That is why the Building Committee is bringing this to you in this way.

The original budget estimated in the FMP for a new Evidence Building was \$6.7 million. However, further review, investigation and discussions revealed that the budget should actually be \$5.5 million. Since the City and County share ownership of the facility, 61% and 39% respectively, this cost would be shared. This split works out to be:

City's Share	\$3,335,000
County Share	\$2,165,000

Since the bonds will be issued for a 30 year period, the City's share of a yearly payment should be between \$200,000 & \$250,000 approximately. The Building Committee has been told that the City can not afford this amount. Committee members have also suggested other options, such as delayed payments or a balloon payment, and have told City officials that the County will work with them to develop an option that works within the City's current financial limitations.

In closing, I would like to reiterate the primary reasons why the City/ County Evidence should be replaced:

- Potential health and welfare concerns for the City employees that work in the Evidence Building because of poor air quality.
- The building has ongoing maintenance issues that can not be easily fixed.
- Evidence storage, one of the buildings primary purposes, is at risk from flooding.
- The building can not meet current and future space needs.
- There will be only one opportunity to make the most of a County expansion onto this block. Choices made today will have an effect on Downtown Rapid City for decades to come.

To invest in an existing facility that will continue to have maintenance problems and be inadequate for the functions it serves makes little financial sense and making the best use of every dollar spent is more important than ever. The County's ability to bond at a very low rate of interest for a significant amount without raising taxes is a rare opportunity. The County is prepared to meet its share of the obligation for a new building at this time. Our committee hopes to work with City decision makers to find a way to make this project possible.

The Building Committee members felt it was important that you have this information. If you have additional questions, please feel free to contact anyone of the following people.

Judge Jeff Davis	394-2571
Sheriff Don Holloway	394-6113
Mike Peterson, Director of Buildings & Grounds	394-2174
Mike Kuhl, Construction Project Manager	394-2174

OWNER: Pennington County
 PROJ: 1797.01
 LOC.: Rapid City, SD
 TITLE: PRELIMINARY BUILDING MAINTENANCE/LIFE-CYCLE BUDGET

DATE: 09-Feb-10
 REV#:
 PROJ#:
 FILE#:



BUILDING: Evidence		Existing Building SQ FT		15,000	
Preliminary Project Budget Based on Building Audit Survey					
Acres: 0		TOTAL SQ FT		15,000	
DESCRIPTION	COST/ BUILDING	BUILDING SF	COST SF	SUB TOTAL	PERCENT TOTAL
ADMINISTRATION		15,000	\$0.10	\$1,500	0.19%
LEGAL, FISCAL & ADMINISTRATIVE	\$1,500.00				0.19%
SOIL BORINGS SURVEY	\$0.00				0.00%
	\$0.00				0.00%
DETAILED AUDIT CONSTRUCTION COSTS		15,000	\$46.41	\$696,150	86.77%
CATEGORY	UNIT	UNIT PRICE	QUANTITY	SUBTOTAL	
(C)elling					
21- ACT- replace (2.50 sf)		\$2.50	7,500	\$18,750.00	2.34%
(CA)sework					
10- Casework- replace (___lf) (base and wall)		\$450.00	5	\$2,250.00	0.28%
(D)oor and Frame					
11- Exterior- replace, including hardware, finish (1250.00 ea)		\$1,250.00	2	\$2,500.00	0.31%
21- Int Metal- replace (900 ea)		\$900.00	2	\$1,800.00	0.22%
25- Int Metal Slab - replace (250.00 ea)		\$250.00	1	\$250.00	0.03%
(F)loor					
12- Tile- repair and re-grout (9.50 sf)		\$9.50	40	\$380.00	0.05%
21- VCT- replace (2.50 sf)		\$2.50	3,250	\$8,125.00	1.01%
31- Carpet- replace (3.00 sf)		\$3.00	1,780	\$5,340.00	0.67%
62- Sheet Flooring- replace (___sf)		\$5.00	1,990	\$9,950.00	1.24%
(P)aving					
11- Concrete- replace (7.50 sf)		\$10.00	500	\$5,000.00	0.62%
22- Asphalt- repair (2.50 sf)		\$2.50	2,000	\$5,000.00	0.62%
(R)ooF					
11- Metal Roof- replace (8 sf)		\$8.00	7,500	\$60,000.00	7.48%
71- Gutters/ Downspouts/ Metal Fascia/ Trim- replace (25.00)		\$25.00	400	\$10,000.00	1.25%
(W)all (I)nterior					
12- Wall- patch (1.75 sf)		\$1.75	300	\$525.00	0.07%
13- Wall- paint (1.35 sf)		\$1.35	6,500	\$8,775.00	1.09%
(W)all (E)xterior					
12- Basement Waterproofing, Install (55.00 lf)		\$55.00	400	\$22,000.00	2.74%
HVAC					
Replace HVAC system		\$375,000.00	1	\$375,000.00	48.74%
Electrical					
Work associated with replacing HVAC system		\$15,000.00	1	\$15,000.00	1.87%
Occupancy Lighting Controls		\$6,780.00	1	\$6,780.00	0.85%
Reduce Basement/ Storage Illumination		\$1,280.00	1	\$1,280.00	0.16%
Revise Electrical to Explosion Proof Construction		\$30,000.00	1	\$30,000.00	3.74%
Add Emergency Generation		\$50,000.00	1	\$50,000.00	6.23%
General Conditions Allowance	6.00%			\$36,322.30	4.78%
General Contractor Fee	3.00%			\$19,161.15	2.39%
FEES					
Fees are excluded from raw Building Audit Costs and should be accounted for in a full renovation/new construction project budget					
FURNISHINGS, FIXTURES & EQUIPMENT (FF&E)					
FF&E costs are excluded from raw Building Audit Costs and should be accounted for in a full renovation/new construction project budget					
TECHNOLOGY					
		15,000	\$0.00	\$0	0.00%
AV TECHNOLOGY ALLOWANCE		\$0.00			0.00%
DATA / TELEPHONE ALLOWANCE		\$0.00			0.00%
SECURITY SYSTEM / ACCESS CONTROL ALLOWANCE		\$0.00			0.00%
CONTINGENCY					
		15,000	\$6.96	\$104,653	13.04%
DESIGN AND ESTIMATING (10%)		\$89,788.85			8.70%
PROJECT (5%)		\$34,864.42			4.35%
FINANCING					
		15,000	\$0.00	\$0	0.00%
BOND ISSUANCE COSTS		\$0.00			0.00%
INVESTMENT EARNINGS		\$0.00			0.00%
TOTAL - 2010 DOLLARS		15,000	\$43.49	\$697,342	100.00%