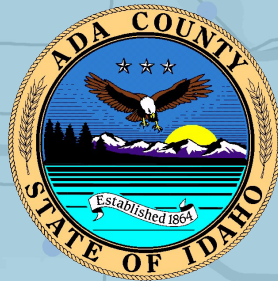


# ADA COUNTY MASTER FACILITIES PLAN



JUNE 2018

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## Acknowledgements

### MASTER FACILITIES PLAN LEADERSHIP TEAM

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- **NBBJ** - Planning & Analysis
- **Musgrove Engineering** – Mechanical & Electrical Engineering, Plumbing
- **Stapley Engineering** – Structural Engineering
- **B & A Engineers** – Civil Engineering
- **Layton Construction** – Cost Estimating



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Figure 1.1 Regional View of Downtown Boise

## 1.0 EXECUTIVE SUMMARY

Ada County comprises 1,055 square miles of southwestern Idaho. It is the most populous county in the state, with an estimated 2017 population of 446,219 residents. Demographic analysis indicates the vast majority of that population resides within one of the six municipalities located in the northern portion of the County: Boise, Eagle, Garden City, Kuna, Meridian and Star. The County has experienced considerable growth in recent years and is projected to gain more residents. The 2025 projections estimate almost 540,000 people will live in Ada County, which represents an increase of 21% in just a few years.

The County has been planning for that population growth and identifying how to best provide residents the services they need. This Master Facilities Plan culminates an 11-month study effort to define and describe the existing conditions, determine current and future needs and evaluate how to accommodate all County departments and offices in order to best serve the residents of Ada County.

### 1.1 STUDY BACKGROUND & PROCESS

Recent County planning includes an update to the Comprehensive Plan, *Ada County 2025*, and related planning documents. *Ada County 2025* serves as a policy guide to inform the growth and physical development of the County over the next ten to twenty years. That planning effort and the related *Strategic Business Plan* identified the need to update the County's understanding and master plan for all its facilities and properties.

Ada County staff, led by the Department of Development Services published a Request for Qualifications (RFQ) in May 2017 to find a consultant team. The RFQ defined the scope of work "to develop a Master Facilities Plan to support current and future necessary increases in service delivery needs caused by growth, determine the related costs, and recommend appropriate options to address the capital impacts." A competitive selection process followed and Ada County hired an architecture/planning team led by INSIGHTarchitects and

NBBJ. The Master Facilities Planning study involved broad representation from across the County in a Leadership Team. This 16-person committee as well as the day-to-day Project Team met regularly with the consultants throughout the twelve-month process, including 6 milestone meetings, several on-site interviews and facility tours. Three updates to the Board of County Commissioners kept the County's leadership informed throughout the study. This *Ada County Master Facilities Plan* report summarizes the entire process and provides a comprehensive framework to guide decisionmaking for future facility plans and the associated budgeting to implement the recommendations. Presentation materials and working documents delivered to the County as part of the Master Facilities Plan (MFP) effort are available in the appendices of this document.

## 1.2 COUNTY SERVICES & FACILITIES

The Ada County provides its citizens a wide range of services through both general funds and enterprise funds. The County is led by a Board of County Commissioners (3 elected officers) and provides these services through an organization of 6 elected offices and 17 departments [department directors are appointed].

The MFP inventoried and audited 57 separate buildings located at the County's 32 complexes. Figure 1.2 on the following page maps the existing Ada County facilities, totaling more than 1.2 million gross square feet. The facility assessments documented existing building conditions, needed maintenance or building system improvements and development opportunities.

## 1.3 NEEDS ASSESSMENT

The Master Facilities Planning effort evaluated what Ada County needs to continue providing residents high levels of service. The comprehensive analysis of existing conditions and 2025 projections included study of County facility conditions, demographic analysis, assessment of transportation options and operational analysis. The needs assessment of County facilities, residents, transportation

access and services yielded a list of potential projects. This list includes but is not limited to the following projects (in alphabetical order):

- Administration Building and Parking at the Courthouse/ Civic Plaza Complex, Downtown Boise
- Coroner's Office Replacement Facility (and Re-use of the Existing Morris Hill Complex)
- Drug Treatment Clinic Relocation from the Benjamin Complex
- FACES Property, Long-Term Use
- Jail Expansion for Additional Detention Capacity and Support Space
- Juvenile Services, Boise Complex Expansion [Offices and Courts, *not* Beds]
- Landfill Office Relocation (and Re-use of the Existing Building)
- Public Safety Building Expansions
- Renovations at Multiple Locations.

The consultant team developed an array of scenarios to address these needs and other operational efficiencies. The MFP studies focused primarily on 7 priority complexes but attempted to capture all the known and potential capital improvement planning projects under consideration. MFP development scenarios were tested and reviewed by the Leadership Team, who provided critical feedback and guidance.

## 1.4 STUDY RECOMMENDATIONS

Defining the final Master Facilities Planning recommendations involved development of order-of-magnitude project cost estimates and comparatively evaluating the potential alternatives. The multiple scenarios for each complex were subjected to comparative evaluation to determine which solution best 'fit' the issue(s) being addressed. Qualitative and quantitative criteria were discussed to assess the alternatives and determine the most appropriate and cost-effective alternatives for Ada County facilities. The preferred scenarios were then broken into individual MFP projects and prioritized based on need.





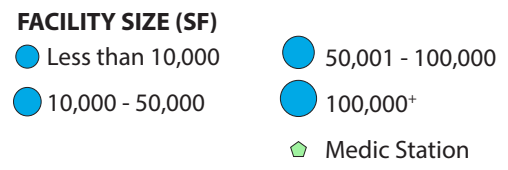
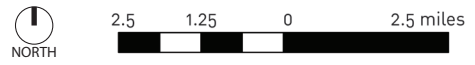
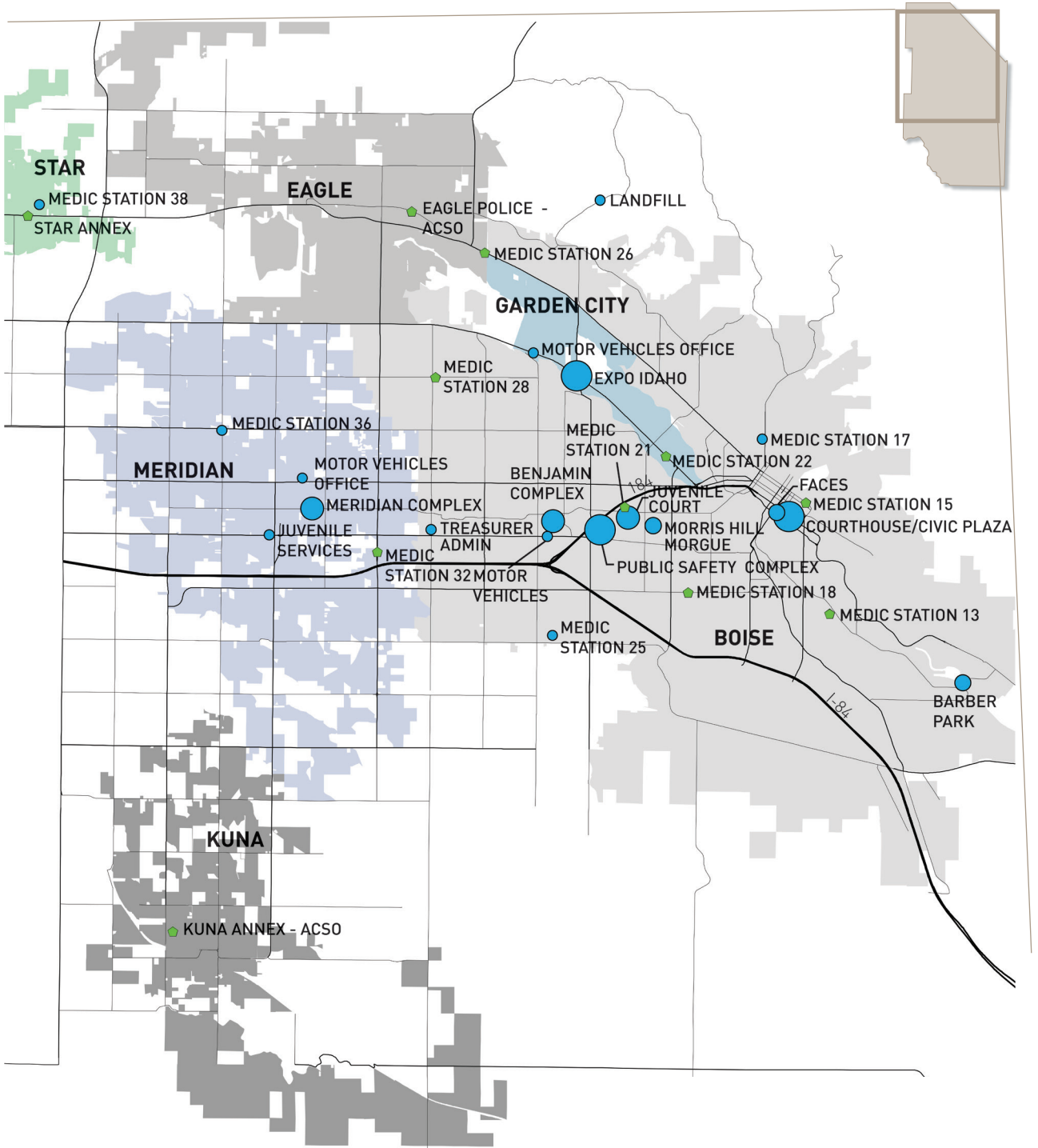


Figure 1.2 Ada County Complex Locations



Seventeen MFP priorities are recommended as a result of this process. Many of the recommendations are interdependent and rely on other capital investments in order to maintain operations and services while facilities are being renovated, moved and/or constructed. In addition, the MFP effort identified a few policy recommendations to facilitate future planning and design decisions.

### 1.5 IMPLEMENTATION

Ada County strives to be both responsive to its residents and an effective, desirable employer. As envisioned in the County's *Strategic Business Plan*,

*"Ada County provides cost-effective public services to meet current and evolving community needs that ensure the County is safe and an exceptional place to live, work and recreate."*

The recent comprehensive planning efforts as well as this *Master Facilities Plan* are key to the County meeting its aspirations. How to implement the recommended MFP priorities is an on-going and evolving discussion across

County leadership and will require continued, careful planning. These facilities are needed. In a few cases, they are *urgent*.

The reality, however is that funding, planning, design, construction and occupation of new or renovated space takes time. It will take Ada County beyond 2025 to implement all these recommendations, which together are estimated at more than \$270 million in current dollars. Some projects will be funded through County savings or general funds, while others will be self-funded by the department occupying the facility. Phased development, creative funding solutions and potential public-private partnerships must be sought in order to address Ada County's facility needs in a timely fashion.



Figure 1.3 Ada County Courthouse, Courthouse/ Civic Plaza Complex





## ADA COUNTY VISION - 2025

Ada County provides cost-effective public services to meet current and evolving community needs that ensure the County is safe and an exceptional place to live, work and recreate.

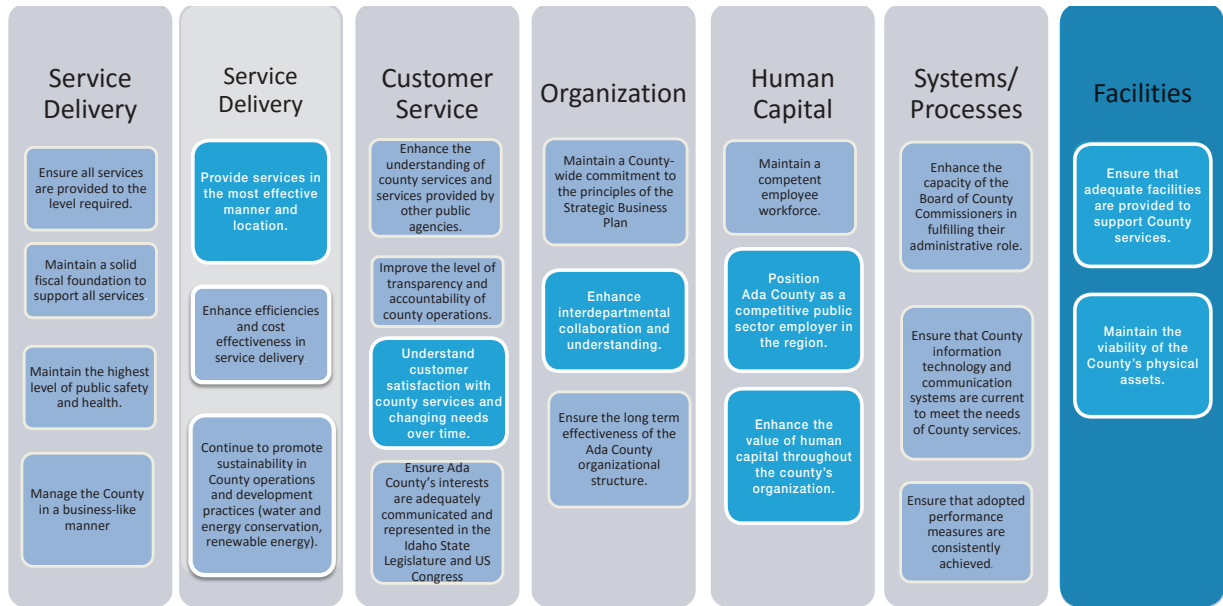


Figure 2.1 Ada County Strategic Business Plan Vision & Goals, 2025

## 2.0 STUDY PURPOSE & PROCESS

Ada County completed the last master plan in conjunction with the development of the County Courthouse, nearly twenty years ago. Since then, facility planning has been limited to assessment and solutions for individual departmental needs. This *Ada County Master Plan* (MFP) is a comprehensive review of county services and the county's existing facilities.

### 2.1 STUDY PURPOSE

The MFP is intended to define current county service delivery needs and forecasted increased demands caused by Ada County growth. This definition is then evaluated to describe how much space is needed to accommodate county services by 2025. Existing space constraints and effective, long-term solutions are addressed by a range of scenarios, with recommendations on the most appropriate and cost-effective options to address capital impacts.

### Previous Planning

In 2016, Ada County completed two separate planning efforts which led to this MFP effort: the *Ada County 2025* and a *Strategic Business Plan*. Just as the "Comp Plan" provides a framework to manage future growth, the MFP is intended to outline facility needs and future planning decisions. The MFP utilizes 2025 as the planning horizon year for forecast data to coordinate with both countywide documents. Customer and departmental surveys conducted during the Comprehensive Plan and/or Business Plan processes were reviewed as part of the MFP process.

Several goals identified within the *Strategic Business Plan* guided the MFP discussion on services, staffing needs and facilities:

- Provide services in the most effective manner and location.
- Understand customer satisfaction with county services and changing needs over time.



- Enhance interdepartmental collaboration and understanding.
- Position Ada County as a competitive public sector employer in the region.
- Enhance the value of human capital throughout the county's organization.
- Ensure that adequate facilities are provided to support County services.
- Maintain the viability of the County's physical assets.

In addition to these documents, several departments had recent, property or function-specific master plans to consider future space needs and requisite development. The following documents were also influential in the development of the MFP:

- *Ada County Jail Master Plan Update*, September 2009.
- *Ada County Juvenile Master Plan Program*, July 2014.
- *Courthouse and Space Plaza Allocation*, July 2014.
- *Barrister Campus Space Allocation*, February 2015.

The MFP process considered all work to-date and sought comprehensive solutions that addressed multiple department and office needs, where appropriate.

## 2.2 STUDY PROCESS

The study process entailed fifteen tasks completed over roughly one year, as illustrated in Figure 2.2 on the following page. Key milestone meetings with the study's Leadership Team periodically reviewed study progress and provided valuable feedback throughout the process. In addition, bimonthly check-in meetings occurred with the Project Team and the consultants to keep the MFP study on track. Deliverables were provided throughout the study to facilitate conversation and document progress; see the Appendices for these materials. The study tasks were organized into four phases: initiation, analysis, testing, recommendation and implementation.

The **Initiation Phase** set the project up for success by organizing the MFP team and distributing the significant background data Ada County staff had gathered prior to the study. These initial tasks established the expectations for the study, reviewed available background data and introduced the consultant team (led by INSIGHT Architects with NBBJ) to the County's leadership team and key stakeholders. Ada County facilities were toured and discussions began to identify the biggest concerns (and benefits) each building complex posed for its occupants as well as Operations staff managing the building. The Initiation Phase concluded with a Leadership Summit which gathered members of the County's Leadership Team, Project Team and the consultants to set the expectations for the MFP, quickly distill positions and major issues and begin discussions on potential priorities and conditions that will eventually determine study decisions.

Phase II, the **Analysis Phase**, comprised the major assessment of needs and demands across all County departments and offices. Representatives of each department (or office) completed background surveys and participated in interviews to build understanding of the function's mission, organization, location(s), staffing (current and historic, where available), services provided, budget drivers and space issues. Each department was asked to consider future service delivery and staffing needs to explore how their work might change over time.

In addition, the consultant team assessed the physical conditions and capacities of existing county buildings. Facility condition audits were completed and reviewed with Ada County Operations staff to ensure existing conditions and renovation potential (or needs) of each building were documented accurately. The site conditions were analyzed to determine potential development capacities and transit accessibility, as access may impact where services should be located as the County continues to grow. This data was combined with demographic information provided by COMPASS forecasts to indicate how much of the population has easy, in-person access to services provided by Ada County.



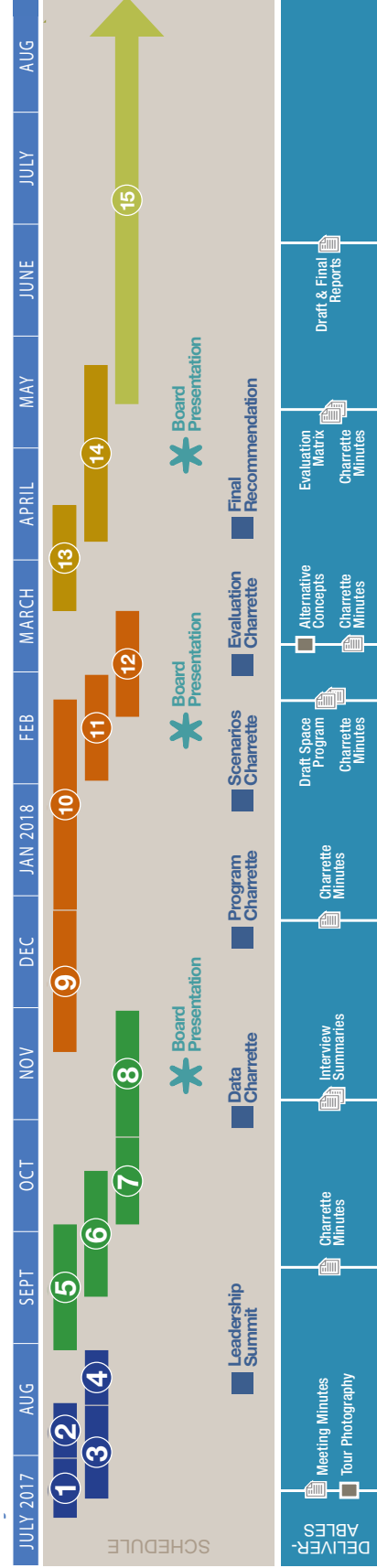
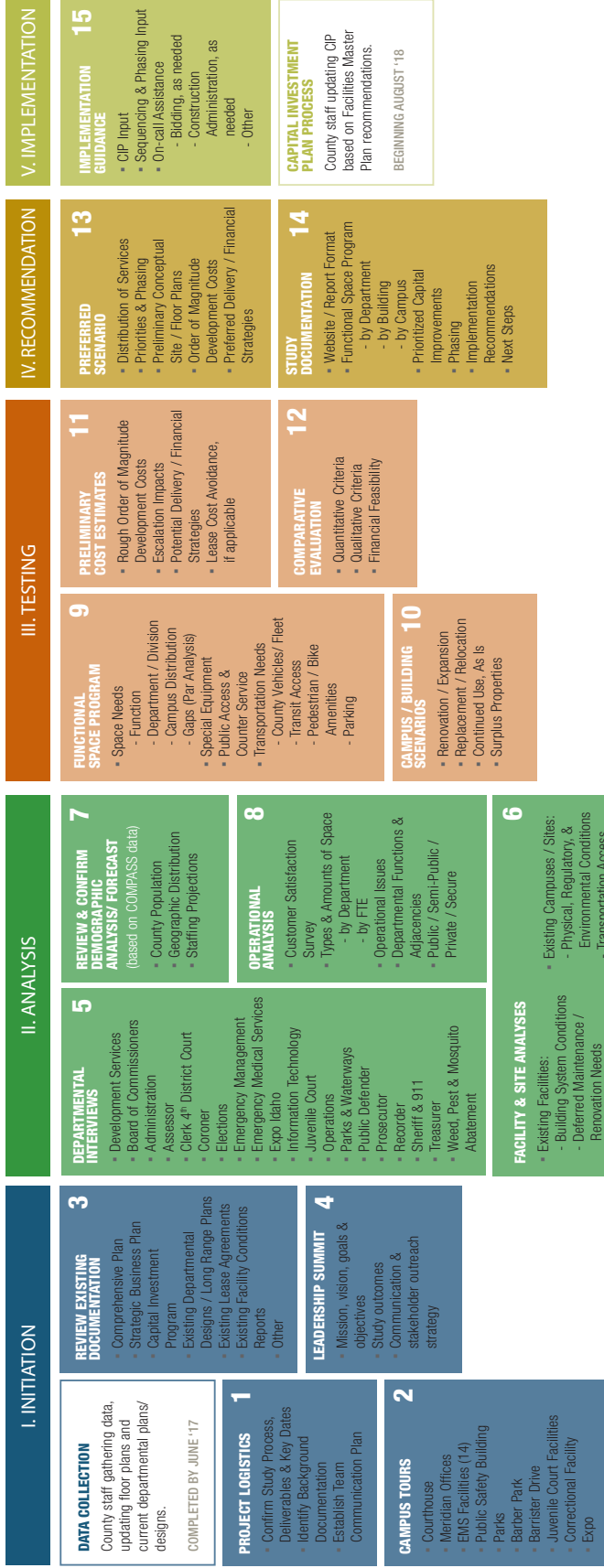


Figure 2.2 MFP Study Process Diagram



Phase II also involved operational analysis gleaned through the departmental interviews and passive observation during facility tours. External customer surveys were not conducted during the course of the MFP study, however the opportunity remains to partner with a local university to facilitate an online or telephone survey in order to better understand the public's interest and potential support for Ada County facility development and/or service improvements. The Analysis Phase concluded with two work sessions: a Data Charrette to confirm the necessary and correct information was gathered before moving forward and a Program Charrette to discuss the distribution of county services and the space needs for each function and location. The first presentation to the Board of Commissioners was made between these two milestone charrettes to provide an overview of the Master Facilities Plan.

The **Testing Phase** defined the functional space needs and locations, identified the sites to be studied and developed scenarios for evaluation. These physical concepts tested whether the program 'fit' at each site; those alternatives that proved feasible were subjected to rough order of magnitude cost estimates. The Leadership Committee comparatively

evaluated scenarios for each County complex in order to determine which solution best meet the County's operational and service needs in a fiscally responsible manner. Evaluation criteria were based on both quantitative and qualitative criteria as well as the financial feasibility of the projects and phasing. This phase involved two milestone work sessions with the Leadership Team: the Scenarios Charrette to review all physical concepts and the Evaluation Charrette to begin the comparison and prioritization of projects. The Board was updated between the Scenario and Evaluation Charrettes in order to gain the BOCC's input before priority definition began.

Phase IV, the **Recommendation Phase**, documented the MFP findings, phasing plan, costs associated with the preferred scenarios for each facility and potential financing strategies.

Project costs were escalated to the midpoint of construction based on projected timing and coordination of multiple projects within the County's likely capital budget. The consultant team presented draft recommendations to the Leadership Team at a Recommendations Charrette to gain their feedback prior to documenting the MFP study. The third and final presentation to the Board concluded this phase.



Figure 2.3 Leadership Team Charrette





The **Implementation Phase** focused on implementation and helping Ada County staff put the MFP into action. Phase V provided continued consultant input, as needed, to identify phasing issues, assist with bidding the first projects and/or define interim solutions to address the most pressing space needs.

### 2.3 NEXT STEPS

The intent is that this Master Facilities Plan will continue to guide facility projects through 2025 and beyond, until all viable and remaining MFP recommendations are implemented. Several County processes are already in place or have been established during the MFP study that will help achieve project implementation.

#### Transformation Board

Ada County’s Transformation Board collects and reviews capital improvement project proposals each year. This interdepartmental entity involves representatives from multiple functions across County leadership and staffed by the Strategic Planning team within Development Services. The Transformation Board assesses the costs and benefits of proposed improvements

and makes recommendations to the Board of County Commissioners (BOCC) for approval.

#### Capital Investment Program

As the MFP was concluding, the Capital Investment Program (CIP) proposals were due for consideration for the 2019 fiscal year. This function will continue to evaluate project proposals and how recommended facility changes help implement the MFP for the benefit of the County.

#### Phase I Preliminary Design & Funding/Financing Work

New to the CIP process is the requirement that larger capital projects complete a “Phase I” project planning effort to clearly define the scope, project phasing and secured funding or financing agreements. CIP Protocols stipulate the following steps: **Phase 1A:** initial phase of a CIP project that provides the owner’s Criteria Report and price estimate; **Phase 1B:** Preliminary Design and updated price estimate; and **Phase 1C:** demonstrate completion of funding/financing work.

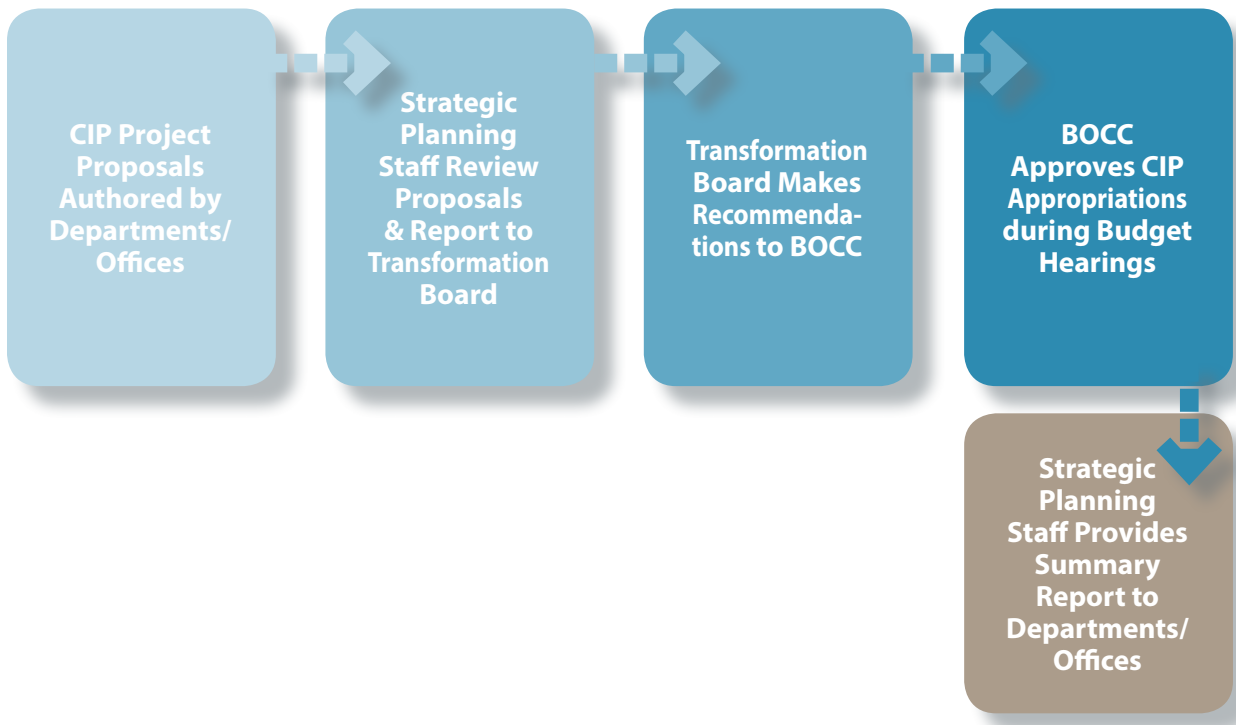


Figure 2.4 CIP Process Diagram



This phase may include several of the following tasks:

- identification of a project site
- preparation of procurement documents
- hiring of an architectural/engineering firm
- programming of project
- preparation of an architectural plan set
- identification of all construction costs
- identification of funding/financing sources for construction costs
- hiring of a bond counsel and an investment banker
- conducting a public outreach campaign for a ballot measure and receiving ballot measure approval from two thirds of the voters.

Construction costs must at least consider site development, utility provision, permitting, construction services, alta survey and other special reports, as well as furniture, fixtures and equipment (FF&E) costs. In architecture terms, Phase I could be considered a “pre-design” or “early schematic design” that will help further develop the preliminary MFP scenarios defined herein.

Note that **Phase II** of a CIP project would be considered the construction and completion. This phase creates all construction and engineering drawings as well as completes the necessary construction work for the facility. This phase may include the following customary design and construction tasks:

- coordination with County Operations
- preparation of procurement documents;
- hiring of an architectural/engineering firm
- preparation of construction drawings
- plan, specification and estimates (PS&E)
- creation of a construction schedule
- hiring of construction services
- completion of the construction work including Furnishings, Fixtures and Equipment (FF&E).

Phase II concludes with the successful moving in of proposed county tenants into the new (or renovated) facility.



Figure 2.5 911 Dispatch Center, Meridian Complex





Figure 3.1 Benjamin Complex: Weed, Pest & Mosquito Abatement Facility

## 3.0 ADA COUNTY SERVICES & FACILITIES

Ada County is the most populous County in the state as well as a center of commerce and the location of many industries. Six cities have been incorporated within its 1,055 square miles: Boise, Eagle, Garden City, Kuna, Meridian and Star. All these cities are concentrated in the northern third of the County. The City of Boise is the most populated city within Idaho and serves as both the State Capitol and the County seat.

Ada County provides a wide range of services for its residents, and in some cases, those of neighboring counties or even the state. The customer surveys that were conducted during the *Ada County 2025* planning effort indicated that many residents do not understand what services the County provides versus other levels of government. This chapter therefore introduces the County offices (led by an elected official) and departments (leadership are hired to their positions) and the numerous facility complexes located throughout Ada County.

### 3.1 COUNTY SERVICES

Cumulatively, Ada County government is comprised of the Board of County Commissioners, 6 elected offices and 11 departments, with approximately 1,727 County employees. Figure 3.2 (on the following page) illustrates the organization of these offices and departments. Ada County government provides a wide variety of accessible and cost-effective public facilities/services to its residents. The basis for providing these facilities/services is derived from the constitution and statutes of the State of Idaho, State and Federal mandates, requests from specific interests, intergovernmental agreements, historical precedents, and insights of constituent desires by County decision-makers.

Ada County is governed by the three member elected Board of County Commissioners with overlapping terms, along with six other elected officials including the Assessor, Clerk of the Court, Coroner, Prosecutor, Sheriff and Treasurer.



The County provides general governmental services including the following functions, among others:

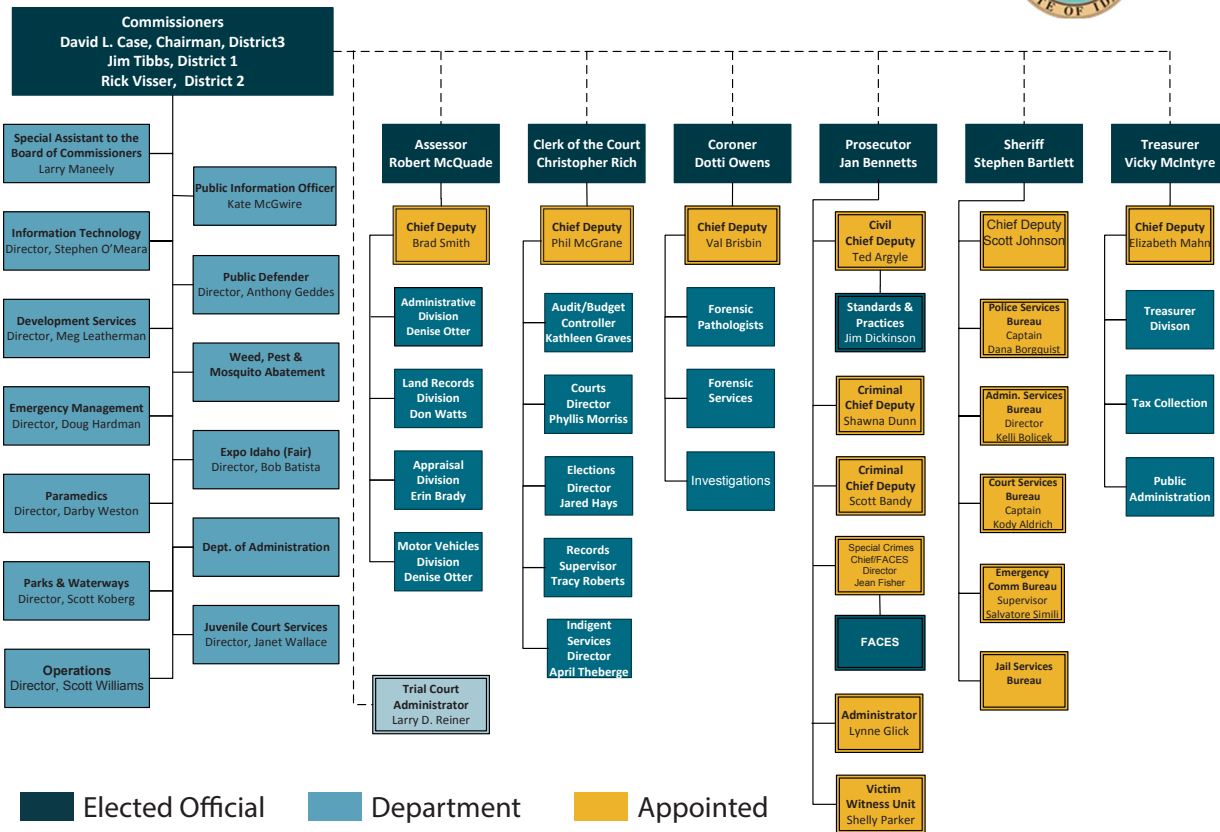
- Code Enforcement
- Court Services
- Development Services
- Election Services
- Emergency Disaster Preparedness
- General Administrative Services
- Indigent Services
- Juvenile Detention
- Parks and Waterways
- Police Protection
- Property Assessment And Tax Collections
- Prosecution and Defense Services
- Weed, Pest And Mosquito Control.

In addition, emergency medical services, sanitation, fair activities, and billing services are provided under an enterprise fund format. The majority of these services are provided for the entire county with a selected few serving only the unincorporated areas. The location for Ada County services must take into consideration the demographic, geographic and transportation accessibility conditions in order to be available to the majority of its residents.

### 3.2 COUNTY COMPLEXES

Ada County currently owns, operates, and maintains numerous facilities, totaling approximately 1.2 million gross square feet (GSF) of building space, situated in several centralized locations and other remote sites. As shown in Figure 3.3, these facility complexes vary in size and location. The current services provided at each are indicated in Table 3.1. Note

## ADA COUNTY ORGANIZATIONAL CHART



Legend:  Elected Official     Department     Appointed

Figure 3.2 Ada County Organizational Chart





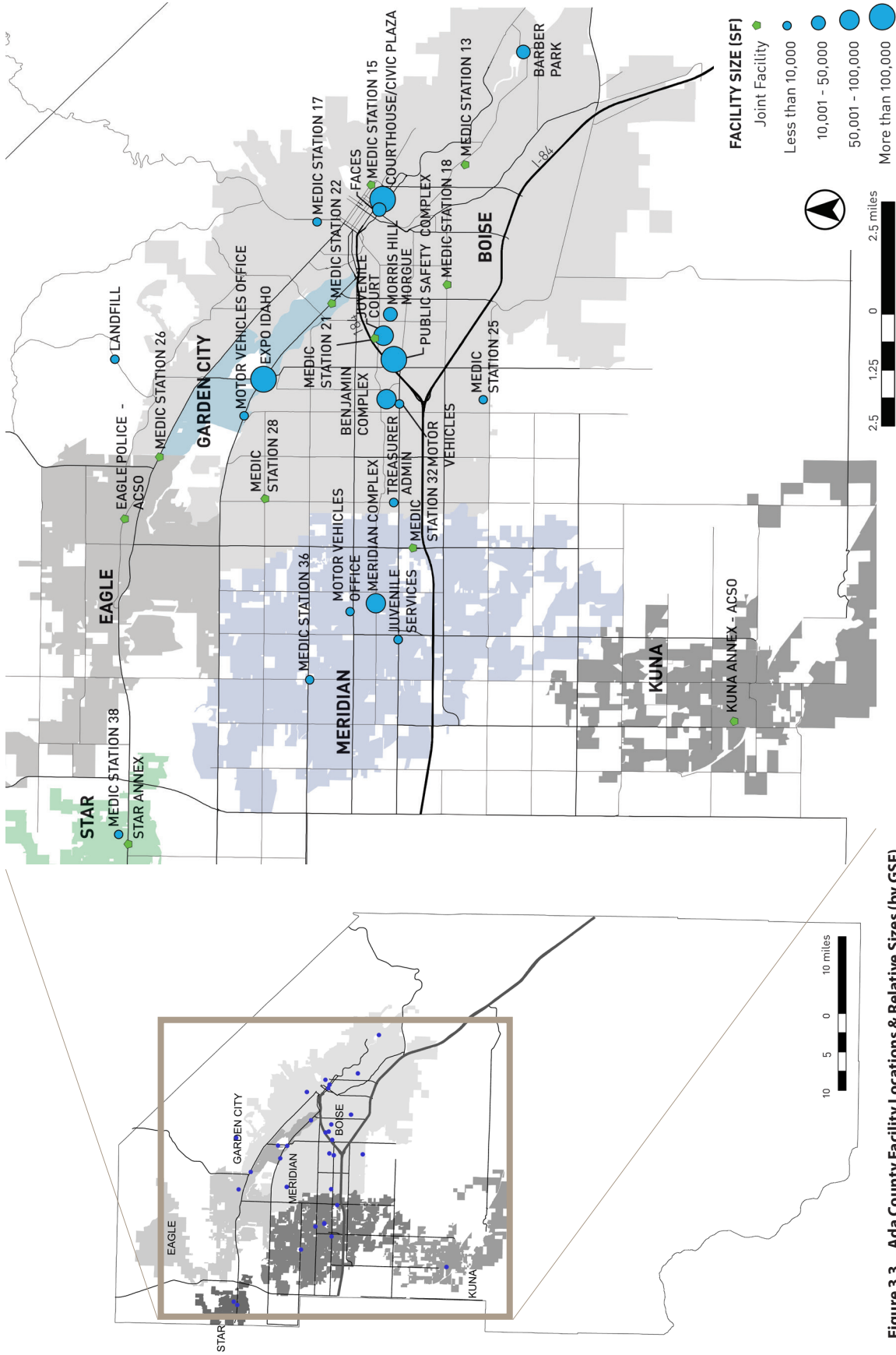


Figure 3.3 Ada County Facility Locations & Relative Sizes (by GSF)

**INSIGHT** architects, p.a.

**nbbj**



**Table 3.1 Office/ Department Locations by Complex**

		ADA COUNTY OFFICE / DEPARTMENT						
		Administration	Assessor	Board of County Commissioners	Clerk	Coroner	Development Services	Elections
<b>ADA COUNTY COMPLEX</b>								
1	Courthouse/ Civic Plaza	X	X	X	X		X	
2	Public Safety Complex							
3	Meridian Complex							
4	Benjamin Complex				X			X
5	Barber Park							
6	Juvenile Court Services, Boise				X			
7	Juvenile Services, Meridian							
8	Kuna Annex							
9	Expo Idaho							
10	Morris Hill Morgue					X		
11	Landfill							
12	Medic Station 13							
13	Medic Station 15							
14	Medic Station 17							
15	Medic Station 18							
16	Medic Station 21							
17	Medic Station 22							
19	Medic Station 25							
20	Medic Station 26							
21	Medic Station 28							
22	Medic Station 32							
24	Medic Station 36							
25	Medic Station 38							
26	Motor Vehicles Office - Garden City		X					
27	Motor Vehicles Office - Meridian		X					
28	Star Annex		X					
29	FACES	S	S		S		S	
30	Eagle Police - ACSO							
31	Motor Vehicles Office - Boise		X					
32	Treasurer - Admin Office							

X - Department/ Office function(s) located here. S - Storage only



Table 3.1 continued

	Emergency Management	Emergency Medical Services	Expo Idaho	IT	Juvenile Services	Operations	Parks & Waterways	Public Defender	Prosecutor	Recorder	Sheriff/911	Treasurer	Trial Court Administration	Weed, Pest & Mosquito Abatement
1				X		X		X	X	X	X	X	X	
2	X			X		X					X			
3		X		X		X					X			X
4		X		X	X	X					X		X	
5							X							
6					X	X		X	X				X	
7					X									
8					X						X			
9		X	X										X	
10						X					S			
11						X					S			
12		X												
13		X												
14		X												
15		X												
16		X												
17		X												
19		X												
20		X												
21		X												
22		X												
24		X												
25		X												
26														
27														
28					X						X			
29						S		S	X	S		S		
30											X			
31														
32												X		

X - Department/ Office function(s) located here. S - Storage only



that this Master Facilities Plan refers to County campuses as “complexes” where multiple facilities or services are located at a site.

Early in the MFP effort, the Project Team identified 7 complexes of the thirty-two were priorities for analysis. The priority sites were thus designated due to the complexity of the campuses and/or the known space issues each presented. The seven priority complexes are here listed in order of their County facility numbers (as assigned by Operations):

- Courthouse/ Civic Plaza (#1)
- Public Safety Complex (#2), also referred to as the “Barrister Complex”
- Benjamin Complex (#4)
- Juvenile Court Services, Boise Complex (#6), also referred to as the “Denton Complex”
- Morris Hill Morgue (#10)
- Landfill [Offices] (#11)
- Family Advocacy Center & Education Services - “FACES” (#29)

In addition to the 7 priority complexes, 4 Ada County facilities were defined as potential growth areas. These complexes warranted special analysis to consider if there was opportunity for growth at any of the following sites:

- Meridian Complex (#3)
- Juvenile Services, Meridian (#7)
- Kuna Annex (#8)
- Star Annex (#29)

It is important to note that the County that the County does not own the Kuna or Star Annexes. Ada County staff occupy space in city-owned facilities within each jurisdiction. The space is provided in-kind to support the services and staff allocated by the County.



**Figure 3.4 Morris Hill Morgue**

The majority of the thirty-two County complexes were toured during the Initiation Phase of the Master Facilities Plan. (The exceptions included the numerous medic stations and the annexes at Kuna and Star.) The consultant team further observed several of the complexes during subsequent operational interview visits. More detailed conditions analysis of the priority complexes were conducted by the MFP engineering consultants and Operations staff to document existing facility and building systems conditions. Time spent at each complex, as well as the significant knowledge of the County facilities shared by Operations staff helped identify the existing needs to be addressed by the MFP scenarios.







Figure 4.1 Licensing, Benjamin Complex

## 4.0 NEEDS ASSESSMENT

One of the key facilities goals established in the Strategic Business Plan advocates that the County “ensure that adequate facilities are provided to support County services.” The MFP defines and describes what will be adequate for the future of Ada County through the comprehensive analysis of existing conditions and considering what will be true by 2025. Understanding the array and distribution of services as described in the previous chapter must be coupled with the assessment of existing facility conditions, analysis of Ada County demographics (both existing and projected), review of today’s County operations and the determination of how services should be distributed in the future.

Together, this data informs what facilities will be needed to accommodate County functions. The MFP study then tested an array of scenarios for each location, which were discussed with the Leadership Team, reviewed by the BOCC and finally, subjected to comparative evaluation using qualitative and quantitative criteria.

### 4.1 EXISTING FACILITY ASSESSMENTS

The purpose of the facility audits was to assess the assets and detriments of each primary building at the 7 priority complexes. The existing condition of each building and its site characteristics is part of the equation to determine if they are supportive of future county needs. The other goal was to consolidate multiple records into one summarized document.

#### *Evaluation Method:*

A set of summary criteria was collectively determined by Development Services, GIS staff, Operations, the BOCC and the consultant team. The preferred presentation format was in a matrix form documented in an Excel spreadsheet. In addition, a representative photo and floor plan or site plan was included for reference.

Each County complex was visited once or multiple times to assess its attributes based on the evaluation matrix format. County

Operations staff provided existing drawings for the majority of the buildings, including architectural, structural, civil, mechanical and electrical design information. These drawings were reviewed by the design team. Multiple meetings were held with the County Operations department to garner information from their databases relating to, age of major equipment, roofing and other matrix criteria.

### **General State of Priority County Complexes**

As reported at the MFP Data Charrette in November:

- Most County-owned buildings are newer and constructed of durable materials.
- County-owned buildings are being maintained properly.
- Leased spaces are typically jointly maintained by the County and the building owner.
- Ada County Operations is carefully managing all roof maintenance schedules.
- Ada County Operations is carefully managing all HVAC replacement schedules.
- A regular parking lot and paving maintenance schedule is keeping pace with the deterioration of surface parking lots. The County, through experimentation and research, has preferred methods of maintaining parking lots.
- Many of the HVAC systems are heat pumps and/or energy efficient systems.

Ada County facilities are constructed with consideration for durability and longevity. County facilities comprise a mixture of wood-framed structures, concrete masonry structures and non-combustible structures. [Note: wood-framed structures tend to have a somewhat shorter life span if not maintained properly. The key to any building is to eliminate water intrusion both from the roof and walls.]

County Operations leadership is also aware of the limited life of the plumbing infrastructure in its older buildings. Underground cast iron waste lines and galvanized pipe water supply lines typically need to be replaced after 30-40 years. Fire sprinkler systems also use cast iron piping and typically need replacement after 30 years.

For the general wellbeing of County personnel, proper functioning of HVAC systems is important for comfort, work performance and employee retention. The County has had a practice of also being environmentally responsible by choosing energy efficient systems and LEED practices in their buildings. [LEED, or Leadership in Energy and Environmental Design, is a sustainable building practice system driven by the U.S. Green Building Council.] These sustainable design practices also include maximizing daylighting, providing views to the outside, allowing the use of operable windows, providing energy-efficient light fixtures and designing safe environments.

Use of technology is a focus in all departments and offices at the County. The County's IT Department is providing proper infrastructure to their personnel with appropriate technology equipment and components.

Ada County complexes and/or individual buildings were sited with accessibility by the public in mind. Easy access to alternate transportation routes is important to several County services. In the future, mass transit options to the public and employees will be better accessed at certain locations.

Code conformance of County facilities is generally good. All buildings were built to that time period's code and Americans with Disabilities Act (ADA) regulations. As these regulations change, most facilities are being upgraded when remodels are required.

The following descriptions summarize the findings of the facility audits for each building at the priority complexes. For additional detail or other complexes, please see Appendix D.



### 1. Courthouse/ Civic Plaza Complex

This complex consists of a number of buildings, each detailed more fully in the matrix. In general, there are a number of agreements, ownership or “controlling interests” depending on the structure. (See the site analysis page included in the Scenarios Charrette presentation, Appendix C.)

The **County Courthouse** is a fairly new and one of the County’s largest structures at 348,653 BGSF. It is non-combustible in construction and durable. The building was designed to be expanded to either the east or west by taking over existing parking lots. It is well-maintained and is designed to eventually house additional courtrooms and supporting offices. The site is shared with surface parking on either side, with parking structures nearby. In order to construct additional courtrooms and offices within the building, County departments must move elsewhere and the existing, significant parking demand increases.

**PA-3 Civic Plaza Parking Structure** is fairly new facility providing 150,583 BGSF and 393 parking spaces. It is a multi-use, multi-level structure consisting of non-combustible structured parking, ground floor County offices and upper levels of wood- framed residential apartments. It is not the most comfortable

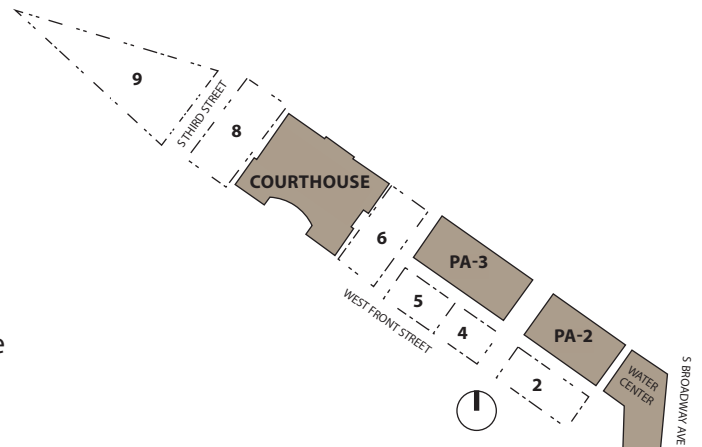


Figure 4.3 Courthouse/ Civic Plaza Complex Key

building for offices as the amount of concrete constitutes massive thermal bridging that makes an uncomfortable work environment. The structure could be expanded to the south, underground, and with certain “control rights” expand above grade in the distant future. The wood-framed apartments have an interior garden courtyard that leaks, causing water intrusion within the parking structure and offices. Left unchecked, this will eventually transfer from an “annoying” issue to a major maintenance issue if not properly maintained.

**PA-2 Water Center Mixed-Use Building** is a fairly new structure providing 324 parking stalls and first floor office space. It is a



Figure 4.2 Courtroom, Ada County Courthouse



multi-use, multi-level building consisting of non-combustible structured parking, ground floor County offices and top levels of wood-framed residential apartments. It is not the most comfortable building for offices as the amount of concrete constitutes massive thermal bridging that makes an uncomfortable work environment. The parking is also underground, encompassing the entire site. The University of Idaho multi-story building also sits over this underground parking, the majority of which is operated and maintained by Ada County. There is potential for a future 3-story building, which was planned over part of this underground parking.

Parcel 9, west of 3rd Street, is a triangular site used for surface parking at this time. Massive, overhead Idaho Power lines are located along its 3rd Street and Front Street boundaries. *The present lot configuration is not conducive to efficient parking. "Squaring off" the lot through land swaps and a legal lot line adjustment with adjacent properties would be advantageous if the opportunity ever arises.*

Overall, the Courthouse/ Civic Plaza Complex is in good condition although not consistently allocated to the appropriate functions (namely, the ground floor office spaces in mixed-use buildings). The most significant need at this complex is the shortage of space for courtrooms/ court support and departmental office functions. In addition, parking can be in short supply during peak demand periods.

## 2. Public Safety Complex

Also referred to as the "Barrister Complex", this County complex provides multiple public safety facilities. The County Jail is a compilation of multiple building additions totaling 111,252 BGSF and providing 1,116 detention beds. There are several housing pods of varying sizes and security levels plus the requisite support functions, non-combustible in construction and two level. Without demolition of parking lots or other buildings, there is not any room to expand. The City of Boise has identified the 123-bed, Closed Custody Unit (CCU) as not code conforming; any expansion or remodeling of the Jail will trigger significant code upgrades to the CCU.

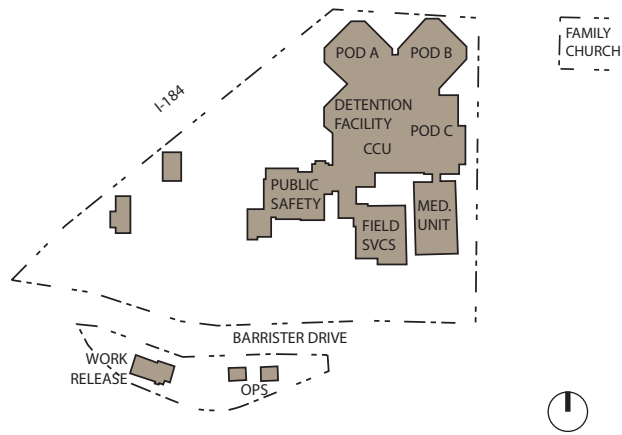


Figure 4.4 Public Safety Complex Key



Figure 4.5 Housing Pod, Ada County Jail

Additional detention beds are needed to accommodate the growing population and severe overcrowding. Furthermore, the population is shifting from low security to medium or higher security inmates, which necessitates a different physical layout than what is available within the existing facility. Secured parking and service areas are also inadequate for proper size and separation of deliveries from booking and staff parking. The secured maintenance structure is too small and covered vehicle storage is warranted to protect expensive ACSO vehicles from the elements. In addition, a secured warehouse facility is also required for bulk storage.





The Public Safety Complex **Medical Unit** is a newer addition to the Jail, providing 25,080 BGSF. It is non-combustible in construction, one story and in good shape. It is part of the same Jail building complex, sharing some walls and circulation corridors with the other buildings mentioned. Growth/expansion faces the same issues as the other buildings.

The Public Safety Complex **Administration Building** was built in 1977 with multiple subsequent additions. The facility provides 50,656 BGSF in two stories (one level plus basement). It is partially non-combustible, including a mix of combustible wood-framed construction with masonry walls. The structure is well maintained, however due to the age, the roofs, HVAC equipment and plumbing needs replacement. The public parking lot appears to have a good base but needs maintenance. The parking lot serves both visiting public and employees, which is not ideal for this type of facility. If adjacent property cannot be acquired, expansion is limited to demolition of existing structures and going vertical including providing parking structure(s).

The Public Safety Complex **Field Services Building** was built in 1980 of combustible in construction. It provides 22,592 BGSF in one story with a partial basement. The structure

is well maintained, however due to the age, roofs, HVAC equipment and plumbing need replacement. The public parking lot is contiguous to the Administration Building and has the same parking problem where the visiting public and parole/ support staff all park in the same, unsecured location. Expansion also faces the same issues discussed for the Administration Building.

The Public Safety **Work Release Building** is a small, relatively new, 2-story structure providing 108 beds in 12,980 BGSF. There is adequate parking and some room to expand the building if ever needed. The structure is wood-framed and is well maintained. The County is using this facility to redirect lower risk offenders into programs and services rather than jailed detention.

The Public Safety **West Annex Building** is a small, relatively new, 1-story structure providing 2,160 BGSF and adequate parking. It is non-combustible in construction with some room to expand. It has served multiple functions over the years as it has a fairly open and flexible layout.

Overall, the Public Safety Complex scheduled maintenance and/or system replacement should consider long-term growth and



Figure 4.6 Public Entry, Public Safety Complex County Jail, Administration Building & Field Services Building

capacity. Many of the structures preclude replacement and/or expansion of the critical Jail components. MFP scenarios considered phasing and the need to remain operational and secure throughout construction.

### 3. Meridian Complex

The Meridian Complex **Weed & Pest Facility Administration Building** is a relatively new structure with an even more recent addition, together totaling 7,775 BGSF. The building is a smaller, 1-story facility constructed with combustible materials. It shares the southern portion of the Meridian Complex site with two other support buildings; the other major building is the Truck Storage building. There is some room to expand to the south if needed, although future expansion should consider siting and building elevations given the proximity to the floodplain.

The Meridian Complex **Weed & Pest Truck Storage Building** is fairly new facility providing 15,144 BGSF in non-combustible construction. The structure is mainly open with walls and roof to protect vehicles and product. There may be some room to expand if parking and site circulation is compromised or redesigned.

The Meridian Complex **Weed & Pest Fuel Center & Dry Chemical Facilities** consist of a small (650 BGSF), non-combustible, fairly new building and an outdoor fuel island. There is some room to expand as needed. There is also property to the south that Operations staff has considered to provide additional paved parking and a shed structure. Currently it serves as unpaved parking and is in the lower section of the property, which is more susceptible to possible flooding according to FEMA maps.

The Meridian Complex **EMS #34 Building** is a small, 1-story wood-framed building built in 2008. The medic station provides 4,137 BGSF. This is a specific building type based on a generic county-wide EMS program and provides Ada County paramedics a 'home base' during shifts, including officing, residential and support spaces. If desired in the future, the building could accommodate small expansions in either direction, particularly to the north with another vehicle bay.

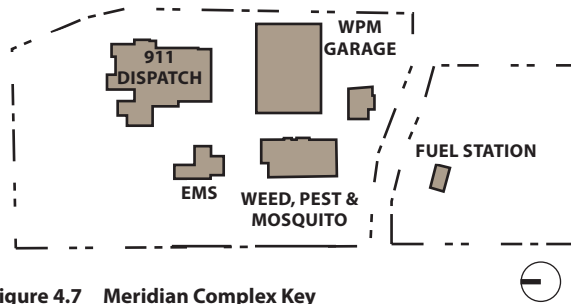


Figure 4.7 Meridian Complex Key

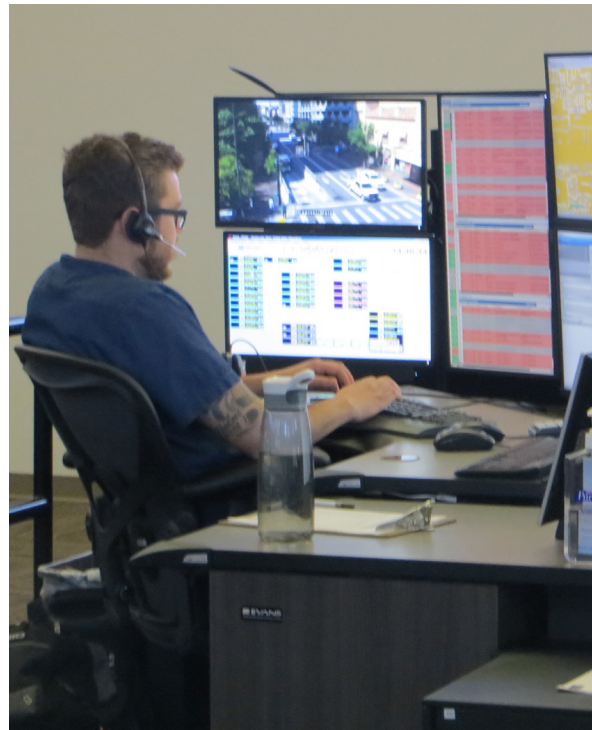


Figure 4.8 Dispatch Operator, 911 Call Center

The Meridian Complex **911 Call Center** was completed in 2017 providing 24,679 BGSF that can handle small expansions to the east and west. It is 1-story and of non-combustible construction. The site has adequate, secured parking for staff; there is an available site outside the fence to provide public parking if desired. This is a specialized building with a vast amount of digital technology and equipment in the call center. It sits at the north end of the Meridian Complex along Pine Street.

Overall, the Meridian Complex is in excellent condition and serves Ada County well. MFP scenarios considered whether additional services could be located to better address the needs for the growing Meridian area.



#### 4. Benjamin Complex

The Benjamin Complex comprises a multi-departmental Ada County services building and the 'headquarters' for the Emergency Medical Services department. The Benjamin Complex **400 Building** is a 2-story structure originally built in the 1980s for light industrial functions and later acquired and renovated for Ada County offices. It provides 86,100 BGSF and constructed of combustible materials. It is a combination of public counter spaces, 2 floors of offices/ conferencing space and high bay storage (which is not tall enough for two stories). Parking would be adequate if customer-intensive departments were not co-located here. Expansion potential is limited. The Benjamin Complex does benefit from good accessibility to alternative transportation options.

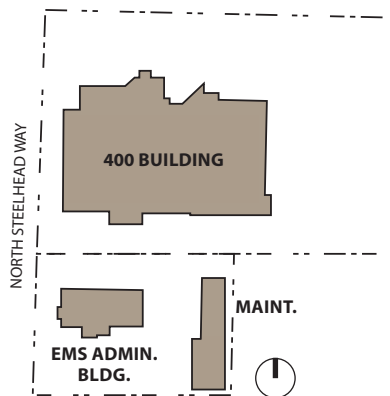


Figure 4.9 Benjamin Complex Key

The Benjamin Complex **EMS Administration Building** provides 16,346 BGSF in a 2-story building. It was recently remodeled in 2006. It is a wood structure with adequate parking for most functions (except large events) and shared with the Maintenance Building on the same site. The structure is fairly open structurally to accommodate future remodeling. There is not building expansion room unless parking is decreased or adjacent property is acquired.

The Benjamin Complex **EMS Maintenance Building** is co-located on the EMS site. This 7,955 BGSF facility is non-combustible and new construction. There is no room for building expansion unless parking is decreased or adjacent property is acquired.

Overall, the physical conditions at this complex are adequate (or excellent, for the EMS facilities). The primary need at the Benjamin Complex is to simplify the number of tenants located at the 400 Building. MFP scenarios tested agencies and reducing the number of County functions to improve customer service and address parking concerns.

#### 6. Juvenile Court Services Complex

Alternatively referred to as the Denton Complex and/or Juvenile Court Services, Boise, this complex predominantly provides juvenile programs, court and detention functions. The single building complex also provides office



Figure 4.10 Juvenile Court Services, Boise



space for the Public Defender, Prosecuting Attorney, Clerk of the Court and Trial Court Administrator as well as 1 courtroom used for mental health commitment hearings.

The **Juvenile Court Services Building** provides 23,085 BGSF and is physically connected to the detention building component (measured separately). This 1-story building is one of the County's oldest, constructed in 1973 and subsequently expanded multiple times. The structure's construction is combustible. The roof structure is quite low, building circulation is awkward and the structure is not designed to be very flexible to accommodate future needs or the County's vision for juvenile services. Utility and roof systems are also reaching the age where replacement is a substantial, annual line item expense to provide maintenance. In its present configuration, expansion is very limited. Building replacement with multiple stories is the best avenue to accommodate desires to bring more programs and services to this complex. At this time, the only option for building expansion is to acquire property to the east or develop the County-owned parking lot across Liberty Street.

The **Detention** portion of the Juvenile Services Complex provides 34,902 BGSF and 66 beds. It is non-combustible in construction, sized appropriately for the foreseeable future use, especially given the alternative programs offered. It is a combination of one and two stories. Secured parking and deliveries need to be separated, expanded and provide for increased visual security.

The complex's surface parking lot west of Liberty Street is virtually not used since there is adequate parking adjacent to the building. This site can serve as an "empty chair" to allow future building expansion, demolition or renovation activity.

Overall, the Juvenile Court Services, Boise Complex is continually needing significant maintenance and building system replacement while not providing enough officing and support spaces for juvenile programs and department staff. Capital investment at this location could allow Juvenile programs and staff to move out of the Benjamin Complex, thereby

improving that site by reducing the number of functions. MFP scenarios tested how to replace the office and court functions with expanded, more flexible space for existing Denton Street and Benjamin Complex staff as well as accommodate program growth, as needed.

***Non-juvenile functions, such as Mental Health Commitment Hearings, should be relocated at the County Courthouse once that building is renovated.***

#### **10. Morris Hill Morgue**

The **Coroner's Office Building** was designed as a warehouse with a small, 2-story office component in the front. Total area provided is 26,742 BGSF. It is wood-framed and one of the oldest buildings the County owns. Morris Hill Morgue was originally built in 1966 and remodeled to serve the County Coroner's office and lab needs in 2002. It recently received new roof insulation and roof. Otherwise the building is uninsulated and virtually windowless. A significant portion of the building accommodates storage for Operations and the ACSO. The parking lot is in need of major renovation and the number of parking stalls is inadequate. There is not room to expand the site unless adjacent properties are available. The ideal use of this facility is for



Figure 4.11 Autopsy Bay, Morris Hill



warehousing and storage. As an office use, it needs major renovation for a smaller function. The location is somewhat remote, without mass transportation alternatives nearby.

***Overall, the Coroner's Office needs a new facility on a site of 3-5 acres and excellent arterial and highway access. Ada County should maintain the existing autopsy suite for back-up functions in case of emergency, but should otherwise use the Morris Hill Morgue for another function.***

## 29. FACES

FACES is a unique, 2-story structure with an independent downtown location, not far from the Courthouse/ Civic Plaza complex. This cast-in-place concrete building is more than 70 years old, is totally non-combustible in construction and provides 49,965 BGSF. It was extensively renovated around 2006. The building provides ground floor clinic/counseling space for FACES (functionally overseen by the Prosecutor's Office) with its partners, including St. Luke's Children at Risk Evaluation Services (CARES) and St. Alphonsus Regional Medical Center. The lower level provides storage space and includes numerous columns, which does not disrupt storage functions but could make the basement

difficult to house other uses. (The ground floor has roughly half the columns as the basement.) There are parking limitations on-site which significantly hamper operations and ease of access for customers. The small parking lot and building utilize the majority of the site.

FACES is located in a downtown transition zone where 7-story structures have been planned and/or constructed recently. Compared to the development potential, the 2-story development is significantly under-utilized however the site works very well for the function. FACES services benefit from the downtown location and proximity to the County Courthouse. Recent internal expansion has offered FACES the opportunity for much needed expansion, although without improving the parking concerns.

Overall, the FACES facility is in good condition although a new roof is needed. The building meets the space needs for the current caseload and Ada County demographics. The MFP tested how to address the parking shortages and long-term strategies for this site and its hosted functions.

## Other Buildings and Facilities

There are numerous County-owned and leased facilities that the MFP consulting team documented after conducting site visits, reviewing existing plans and visiting with Ada County Operations staff. Per the scope of the Master Facility Plan, the team did not conduct site visits to the Idaho Expo Fairgrounds. See Appendix D for the other Ada County facilities not summarized in this portion of the report.



Figure 4.12 FACES

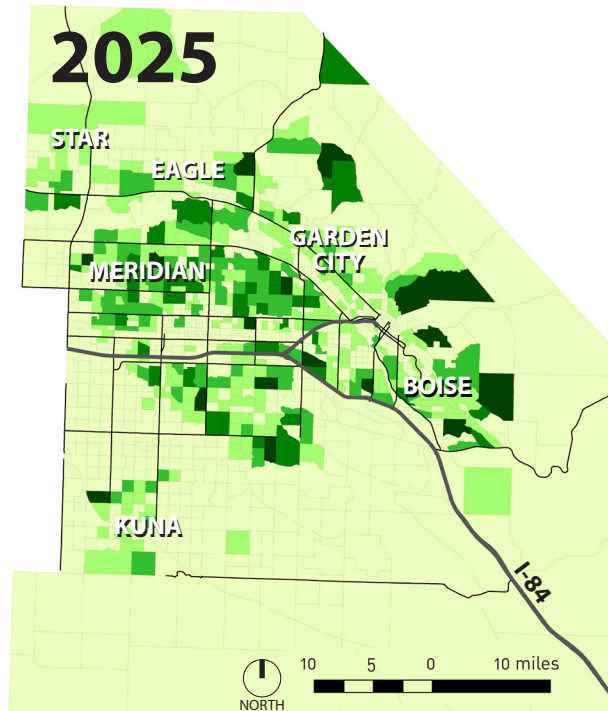
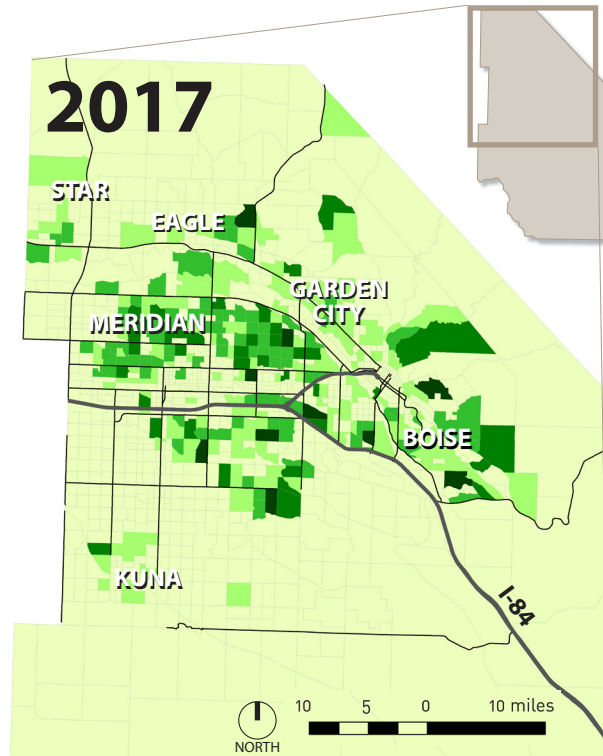
## 4.2 ADA COUNTY DEMOGRAPHICS

Demand for the majority of Ada County services is driven by population. For example, more residents typically generates increased number of driver's licenses or voters. A key assessment for the MFP therefore was understanding where Ada County residents live and where growth is anticipated. Demographic information was provided by the Community Planning Association of Southwest Idaho, or COMPASS.

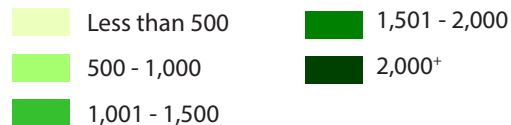
**Table 4.1 Ada County Population**

Total County Residents	
2010 Census	383,470
2017 Estimate	446,219
2025 Projection	539,730
<b>% Change, 2010-2025</b>	<b>+41%</b>

Figure 4.13 compares the population density by census tract for 2017 and 2025. The projected growth is anticipated to continue within the County's six cities in the northwestern portion of Ada County. Figure 4.14 shows the projected population growth in the context of where current County facilities are located. *Ada County complexes are well situated to provide easy access to the majority of the County's residents. Future facility locations should consider both population distribution as well as equal access to Ada County complexes by mass transit and personal vehicles.* The MFP needs assessment included mapping existing bus routes in relation to County facilities as well as identification of 15-minute and 30-minute travelsheds for several complexes. See the Program Charrette presentation in Appendix C for these graphics.



**POPULATION PER CENSUS TRACT**



**Figure 4.13 Comparison of 2017 & 2025 Ada County Demographics by Census Tract (NW County)**





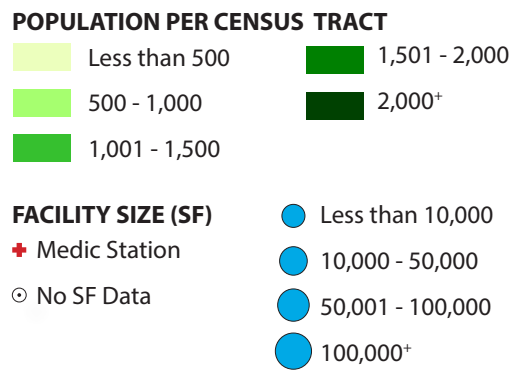
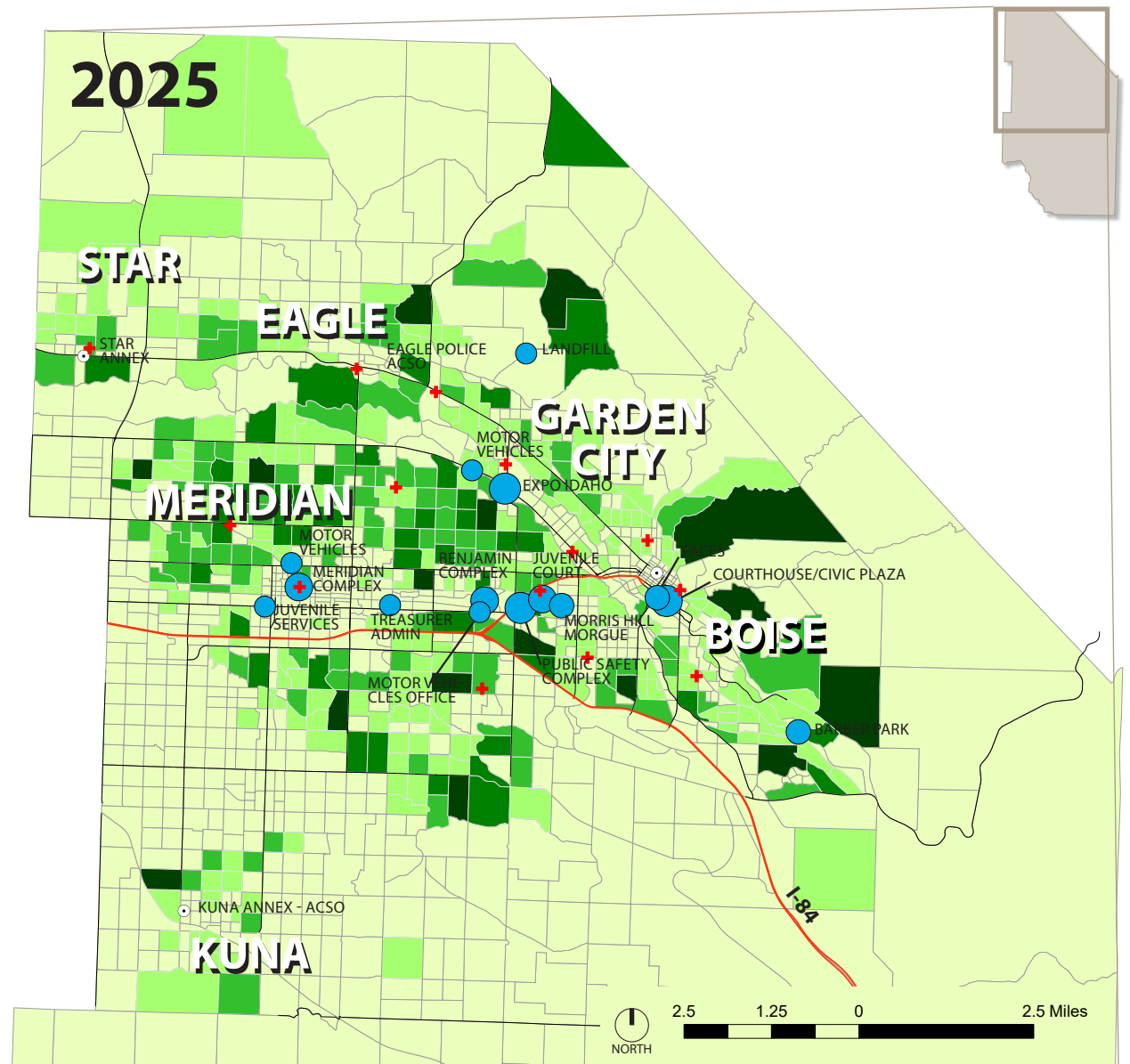


Figure 4.14 Ada County Complexes Mapped with 2025 Projected Population by Census Tract



### 4.3 OPERATIONAL NEEDS

Objective assessment of how Ada County departments and offices were operating in their allocated spaces was completed in multiple ways. Staff interviews of each entity offered the most thorough and direct analysis of how well existing facilities were helping County staff perform their jobs. Surveys from recent comprehensive and business planning efforts were reviewed and leadership from all departments and offices were asked to complete a questionnaire prior to meeting for an MFP interview. The consultant team directly observed operations during facility tours and follow-up visits for interviews and/or MFP meetings. The following operational observations were shared with the Leadership Team and the BOCC early in the MFP process:

#### Public Counters

- In person transactions are still required (or desired) for many functions, even when online options are available. The necessary paperwork is typically provided online (and in person) for added convenience.
- Few services are offered in more than one location and there is no “one stop shop” County services counter where reception or information is provided.
- The current organization requires customers to understand what County department/ office provides the service to know where to go. **Foreknowledge of where services are located is necessary to understand what County complex to go to for any given service and where (it is located within the building.** Public counters are typically located within the department/ office providing the service. Counter staff frequently have to redirect customers to a different County department/ office.
- Space shortages have been resolved by using some counter stations as work stations. This can add to customer dissatisfaction when it appears public counter personnel are not assisting the public.

**Ada County Master Facilities Plan**  
September 26, 2017  
Department Background Information

**INSIGHT architects, p.a.**  
**nbbj**

Please complete this background information to the best of your ability based on your office/department's current structure. If you have questions please contact Mitra Mehta-Cooper at mmehtacooper@adaweb.net and return this completed to her by Tuesday 9/26/2017.

NOTE: This is a fillable form which you can copy/paste into.

Office/Department Title:	Division:	Manager:

Office/Department Overview

**Mission:** Please provide your office/department's mission statement.

**Organization and current FTEs:** Please provide an overview of your office/department's staffing by role or function. For example, 4 project managers, 2 clerks, etc.

Enter Position/Role	FTE
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
Total FTEs	

**FTE History:**

	2000	2005	2010	2015	2018 Budget
Total FTEs					

**Budget Drivers:** Please provide a description of your office/department's budget drivers.

Are there any upcoming changes to your office/department in the foreseeable future? If yes, please describe.

Figure 4.15 MFP Questionnaire

#### Office & Conferencing Needs

- County offices are a mixture of closed offices and open work stations or cubicles. Generally, these spaces are assigned and used appropriately although some functions are compromised when allocated space is inadequate.
- Many departments/offices are short (or at capacity for) office space. County staff are being creative in finding solutions, but typically the location and/or size of the space is not ideal. Staffing needs are not being fulfilled because there is no where to put staff, which limits growth potential as well as impacts service levels.
- The County's older and retrofitted buildings often have poor sound quality which impacts office and conference room use when auditory privacy is a concern. Examples include staff working directly with customers, e.g., Indigent Services, Juvenile Programs or ACSO Parole Services.







Figure 4.16 Public Counters, Ada County Courthouse (Clerk)

- There is an overall shortage of available conference rooms and a universal scheduling mechanism for all complexes. Many staff perceive scheduling problems due to an understanding of conference room ownership and needing to know whom to call to make use of a room. (IT and Operations staff can universally schedule conference rooms.)
- The County doesn't have enough scalable conference rooms or a wide enough range of room sizes to match all meeting needs.
- More medium / large size conference rooms (accommodating 12-20 people) are needed throughout the complexes.
- Very large events are scheduled with leased and/or borrowed conference facilities throughout the County. If Ada County had its own facility, this could be used to share with other jurisdictions or partner with speakers and organizations, allowing County staff to participate and benefit from continued learning opportunities. The Sheriff's Office, for example, schedules

law enforcement staff for bimonthly training events that are limited in size and/or availability. Day-long training occurrences sometimes have to move from one facility to another due to scheduling constraints.

### Specialized Spaces

- Some functions must be separate for operating purposes, such as the Coroner's Office, County Jail and Juvenile Detention. These are unique locations that require good regional access to service the entire Ada County community and pose specific, higher security demands for safety and accreditation purposes.
- In addition to providing services to Ada County, the Coroner's Office contracts with 33 counties and 3 Native American reservations who cannot address their own needs. Easy access to the state's highway system is mandatory.
- Leadership from Trial Court Administration, the Prosecutor's Office, Public Defender's Office and the Clerk of the Court attest to the need for additional courtrooms and related support space at the County Courthouse. Additional courtrooms would also require additional holding space as well as additional secure elevator access to the new 3<sup>rd</sup> floor courtrooms; the Courthouse's centralized holding area, "J2" has space constraints for the existing caseload. Where possible, internal adjacencies need to be improved throughout the Courthouse during future renovation projects.
- The County has recently addressed some specialized space needs already. Examples include the Weed, Pest & Mosquito Abatement Facility and the 911 Dispatch Center at the Meridian Complex. Planned expansion at the Landfill (overseen by Ada County Operations) will address future capacity; the existing landfill site is reported to be at capacity within 85 years.

### Training Spaces

- Specialized rooms are used for training purposes, which removes them from their intended use. Examples include the use of empty courtrooms for trial training (Prosecutor) or the Emergency Operations Center at the Public Safety Complex (Emergency Management).
- Physical training facilities are needed for law enforcement staff. ACSO has insufficient access to space and equipment to conduct formal training events as well as provide resources for required, individual staff training.
- ACSO needs access to a shooting range.

### Storage Needs

- County functions have both in-department storage needs and off-site, centralized storage for longer-term or irregular needs.
- Record retention requires hard copy storage for many departments/offices, although some are moving to “paperless” solutions, when possible. Existing records can be scanned and paper copies destroyed, if operating funds were available to pay for the service.
- The FACES facility basement offers centralized storage for downtown Boise functions.
- The Coroner’s Office and Sheriff’s Office (Detention and Crime Lab) need additional storage for evidence and property. ACSO stores some equipment at Morris Hill Morgue.
- The Treasurer’s Office has sufficient space to store Decedents’ Property at the Cloverdale facility (#32, Ada County Facilities list).
- Storage for events and staging materials is needed by a few departments: Elections (Clerk of the Court), Expo Idaho and Parks & Waterways. This is occurring in multiple complexes throughout the County.
- Outdoor storage is required for fleet vehicles, boats & special equipment, including chemical storage (Weed, Pest & Mosquito Abatement).

### Amenity Spaces

- Amenity spaces are needed throughout County facilities for staff support, recruitment and retention.
- Insufficiently sized and/or inconsistent break rooms are available. Some complexes have individual department break rooms whereas there is a strong desire from those interviewed to develop opportunities for cross-department interaction. **All County complexes and staff would benefit from larger break rooms and gathering spaces.** Cafeteria space, or at least an adequately sized lunch room, was particularly important to Courthouse Complex staff as many people are eating at their desks or in their personal vehicles.
- Individual break rooms are needed. Most complexes do not have “quiet rooms” available for personal breaks.
- Exercise rooms are desired and in some cases, needed where staff are required to be physically fit to perform their job. This type of space and training equipment is particularly warranted in 24 hour/7-day per week complexes, e.g., Morris Hill Morgue, Public Safety Complex, EMS Stations, FACES and Meridian Complex 911 Dispatch Center. Exercise facilities are occasionally available but are often undersized, underequipped or need better ventilation.
- Bike parking & shower/ locker facilities are not consistently provided at County complexes. This amenity not only benefits County employees, it supports alternative transportation use and promotes healthy choices. These types of facilities are strongly desired, especially at the Courthouse Complex.





Figure 4.17 Public Parking, Courthouse/ Civic Plaza Complex

### Transportation & Access Needs

- Parking at each Ada County complex is available to support customer services as well as staff needs. Many locations appear to have sufficient parking supply for the demand.
  - The County Courthouse/ Civic Plaza complex has an undefined need for additional parking. The availability, quantity & clarity of use at this complex needs to be addressed in implementing future MFP projects. There is significant public parking demand to accommodate jurors, customers, County staff and fleet vehicles. (Assessor's Office staff currently use personal vehicles to perform their off-site work.) The complex offers a limited number of secured parking stalls within the Courthouse building for judges and a few elected officials.
  - The mix of departments and services currently located at the Benjamin Complex creates a significant demand for parking (Licensing, Elections, Juvenile Services Programs and Drug Treatment). County staff frequently park off-site, which is less desirable for evening departures.
- Additional secured parking is desired for staff at both the Public Safety Building and Juvenile Services, Boise complex.
  - The 911 Dispatch Center at the Meridian Complex would benefit from a visitor parking area (outside the fence) or at least better signage.
  - In total, Ada County has a large number of fleet vehicles serving many departments and offices. Each entity manages their own fleet, including the maintenance and repairs as needed using commercial vendors. The two exceptions are ACSO and EMS. ACSO maintains and repairs their own fleet at the Barrister Complex; expansion of that facility could make it feasible for the ACSO to service other County fleet vehicles. EMS maintains their paramedic vehicles at the Benjamin Complex.
  - Bus access for customers & staff is strongly desired for all County complexes in order to provide residents (and staff) easy access to Ada County services. Transit access is particularly important for the following complexes and their functions:
    - Benjamin Complex
    - Courthouse Complex
    - Expo Idaho
    - FACES
    - Juvenile Services at Denton & Meridian
    - Public Safety Building

In addition to this list of operational issues identified for Ada County, case study research was conducted to understand how other county governments were organized and providing services. Several counties were identified and studied to provide insight in to the Ada County Master Facilities Plan; these findings are summarized in Table 4.2 on the following page. The 8 counties originally identified were selected either for geographic or demographic size similarity to Ada County and/or the consultant team's familiarity with the County.



**Table 4.2 County Case Study Findings**

	Ada County	Canyon County, ID	Island County, WA	King County, WA	Snohomish County, WA	Thurston County, WA	Marion County, WA	Utah County, WA	Washoe County, NV
<b>2016 Estimated Population</b>	444,028	188,923 (43% of Ada)	82,636 (18% of Ada)	2,105,100 (474% of Ada)	787,620 (177% of Ada)	275,222 (62% of Ada)	315,335 (71% of Ada)	516,564 (116% of Ada)	421,407 (94% of Ada)
<b>Area (Square Miles)</b>	1,060	590 (56% of Ada)	517 (49% of Ada)	2,307 (218% of Ada)	2,196 (207% of Ada)	774 (73% of Ada)	1,868 (176% of Ada)	2,144 (202% of Ada)	6,551 (618% of Ada)
<b>State Capitol Seat?</b>	Yes Boise	No (Caldwell)	No (Coupeville)	No (Seattle)	No (Everett)	Yes Olympia	Yes Salem	No (Provo)	No (Reno)
<b>Centralized Services?</b>	Within Same City	Yes, most at 1 location.	Yes, most at 1 location.	No, some duplicated.	Yes, most at 1 location.	Within Same City	Within Same City	Yes, most at 1 location.	No, some duplicated
<b>Centralized Courts?</b>	Yes	Yes	No	No	No	Yes	No	Yes	No
<b>Elected Officials</b>	3 Commissioners - Assessor - Clerk - Coroner - Prosecutor - Sheriff - Treasurer	3 Commissioners - Assessor - Clerk - Coroner - Prosecutor - Sheriff - Treasurer	3 Commissioners - Assessor - Auditor - Clerk - Coroner - Prosecutor - Sheriff - Treasurer	County Executive 9 District Council - Assessor - Elections - Prosecutor - Sheriff - Treasurer	County Executive 5 County Council - Assessor - Auditor - Clerk - Prosecutor - Sheriff - Treasurer	3 Commissioners - Assessor - Auditor - Clerk - Coroner - Prosecutor - Sheriff - Treasurer	3 Commissioners - Assessor - Clerk - District Attorney - Sheriff - Treasurer	3 Commissioners - Assessor - Clerk/Auditor - Clerk - Attorney - Sheriff - Treasurer - Recorder - Surveyor	5 Commissioners - Public Administrator - Assessor - Clerk - District Attorney - Sheriff - Treasurer - Recorder - Constable
<b>Driver's Licensing</b>	Run by the county on behalf of the state. 1 location in Ada County.	Run by the county on behalf of the state. 1 location in Canyon County.	Run by the state. 1 location in Island County.	Run by the state. 7 locations in King County.	Run by the state. 3 locations in Snohomish County.	Run by the state. 1 location in Thurston County.	Run by the state. 3 locations in Marion County.	Run by the state. 2 locations in Utah County.	Run by the state. 1 location in Washoe County + distributed kiosks.





### Centralization of Services vs. Decentralization

The case study research and discussion with the Leadership Team resulted in several conversations about the centralization or decentralization of county services. Whether or not a county centralizes all services (or at least, similar functions) in one location or replicates services in distributed locations across its geography has an impact on both residents and staff, as well as the facilities themselves.

There is benefit to both organizational approaches. **Centralization** can offer service delivery consistency and simplify what the customer needs to know or where they go. Departments benefit because staff can more consistently serve customers in the same manner; staff have access to all colleagues for mentorship and training opportunities; and physical adjacencies allow multiple departments/ offices to work together efficiently. The downside is that centralizing puts a lot of pressure on one location: space can quickly become absorbed by competing needs and there is greater demand for parking and infrastructure at a single site.

A good example of centralization is the Ada County Courthouse. The majority of the court functions occur at the County Courthouse/ Civic Plaza Complex in downtown Boise. [Juvenile court and some commitment hearings occur at the Juvenile Services Complex.] There is increasing pressure to vacate any and all noncourt-related functions in order to support additional courtrooms and support space, per the original design intent of the County Courthouse. First, though, administrative office space is required before renovation of the courthouse can take place. There is no other facility to provide immediate relief.<sup>1</sup>

1. The possibility of an additional court location within the City of Meridian is being explored by that jurisdiction in response to a State Supreme Court decision. For the purpose of the MFP, the Leadership Team determined that this possibility did not significantly reduce the need for additional courtrooms and related support space at the County Courthouse/ Civic Plaza Complex.



Figure 4.18 Example of a “Customer Service Center” Public Counter, Snohomish County

**Decentralization**, on the other hand, allows a county government to provide the same services in multiple locations, where the population demands. This can be a very customer service-focused approach where a larger number of county residents have a local resource available to them to receive multiple services. Decentralization, or duplication of functions in multiple places can increase capital and operating costs for the jurisdiction, plus separate staff doing similar work. Additional efforts have to be made to ensure procedures are followed from location to location and that all staff benefit from mentorship and training.

A few of the county case studies identified examples where a network of community-based, customer “Service Centers” offered decentralized services to its residents across the county geography. This decentralized approach was most often utilized when the geography (or transportation network) was particularly spread out and/or when county populations were concentrated in separate nodes. Table 4.3 (on the following page) highlights these examples and what services are being provided at each county.



**Table 4.3 County Case Study Findings: County Service Centers**

	Ada County	King County, WA	Sacramento County, CA	Dakota County, MN	Hennepin County, MN
<b>Services Provided:</b>					
<b>Building Permits &amp; Inspection Services</b>			X		
<b>Business Permits &amp;/ Environmental Resources</b>	?				
<b>Certified/ Non-Certified Copies:</b>					
- Birth/ Death Certificates	?	?	X	X	X
- Divorce Records	?	?	X	X	
- Property Tax Records	?	?	X	X	
- Property Assessment	?	?	X	X	
<b>Driver's Licensing</b>				X	X
<b>Marriage Licensing</b>	?	X		X	
<b>Motor Vehicle Registration</b>	?			X	X
<b>Passports</b>	?	X		X	
<b>Pet Licensing</b>		X	X		
<b>Property Tax Payments</b>	?	X		X	
<b>Veterans' Services</b>			X		
<b>Voter Registration</b>	?			X	
<b>[Other]</b>				Notary & Ministerial Registration	DNR Registrations

Another decentralization solution is the kiosk a physical, digital information interface to provide services in a hands-on way. Not unlike online tools available to anyone with access to a computer or smart phone, the service kiosk can provide quick transactions without staff support. Kiosks could be located in county facilities or those of community partners, such as city halls and libraries. It is one way of increasing equitable access without developing new structures. The county's mobile IT support staff could oversee their deployment and upkeep and/or host facility staff could be trained to troubleshoot, as needed.

Ada County has several examples of decentralized or distributed services today. Most notably are the Paramedic Stations located throughout the County to provide fast and efficient emergency medical care to residents. Similarly, the ACSO has law enforcement officers in substations in Kuna and Star in

addition to staff at the Barrister Complex for quick deployment of public safety personnel. The Assessor's Office provides residents with 3 Department of Motor Vehicles locations for residents to register their personal vehicles. Juvenile Services programs are currently available at 3 locations as well: the Denton Complex, Juvenile Services (Meridian) and the Benjamin Complex.



## Ada County Centralized Services

- **Administration**
- **Assessor**
- **Board of County Commissioners**
- **Coroner**
- **Courts** (Clerk of the Court, Prosecutor, Public Defender & Sheriff's Office)
- **Development Services**
- **Elections** (Clerk)
- **Emergency Communications** (Sheriff)
- **Emergency Management**
- **Expo Idaho**
- **FACES**
- **Indigent Services** (Clerk)
- **Jail** (Sheriff)
- **Juvenile Courts & Detention**
- **Landfill**
- **Licensing** (Sheriff)
- **Parks & Waterways**
- **Treasurer**
- **Weed, Pest & Mosquito Abatement**

## Ada County Decentralized Services

- **Department of Motor Vehicles** (Assessor's Office)
- **Emergency Medical Services**
- **IT**
- **Juvenile Services** (Denton, Benjamin & Meridian Complexes)
- **Operations**
- **Sheriff's Office**

## Staffing Needs

Current and historic staffing information was gathered for each department/ office. Vacant and/or needed positions were included in 2017 staffing counts and compared to historic levels. In addition, since many County functions are driven by population demand, the consultant team calculated existing staffing ratios per 1,000 Ada County residents for each department/ office. Future staffing levels were then projected based on COMPASS population forecasts for 2025 and 2040 as an indicator of potential future employee counts, and therefore, the requisite space needs for each department and office. Total Ada County staffing ratios average almost 4.0 staff per 1,000 residents. At this ratio, total Ada County staffing levels could increase from approximately 1,700 full-time equivalent (FTE) staff to 2,100 FTEs in 2025 or 2,650 FTEs by 2040.

For details on the staffing methodologies and MFP assumptions, please see the presentation files for the Program and Scenario Charrettes in Appendix C. In addition, each department and office filled out surveys regarding current and projected staffing. These survey responses and the meeting notes documenting MFP interviews are included in Appendix E.

Overall, the operational needs assessment identified many space shortages where Ada County staff are working in compromised conditions or cannot grow to meet staffing and service level needs. Several MFP scenarios were tested for each of the priority complexes plus a few other County locations in order to define and describe potential long-term solutions for Ada County complexes.

### 4.4 IDENTIFIED FACILITY NEEDS

The MFP process involved careful inventorying of the total space allocated to each department and office in all County complexes. Departmental areas were tallied in total departmental gross square feet (DGSF) assigned to each facility occupied by each County entity. DGSF includes the area of all individual rooms as well as the internal hallways and wall thicknesses. Order of magnitude estimates of space needed by each Ada County departments/ offices were generated once the projected staffing analysis was completed.

Similar to the methodology used to project future staffing, the total DGSF assigned to a department/ office was calculated as a ratio per the number of current FTEs and then rounded to the nearest 10 square feet. Several County functions are currently undersized however, so in those cases the allocation of DGSF/FTE was increased to improve the department/ office's space conditions. The ratios of space to staff counts were then applied to the projected staffing levels in order to calculate a potential, order of magnitude estimate of space needed for each department/ office by 2025 and long-term, by 2040.

Many County facilities are disjointed and retrofitted into space that wasn't intended for the purpose. The 'right' space for each and every function would include the correct adjacencies, locations and sizes for the intended use. The MFP scenarios also advocated for shared, multi-purpose space whenever possible. For example, Ada County complexes should include shared conference rooms of varying sizes that can be directly scheduled through an online tool for easy access. If new, quality space was designed and constructed for the future uses, even those ratios that weren't increased would better reflect the appropriate departmental space.

Table 4.4 identifies the areas for each department and office in 2017 and projected growth for which the MFP should plan. These estimates are only the basis for sizing new facilities. The MFP scenarios assumed that new or renovated facilities would be sized for at least a few years out (2025) and ideally, beyond (2040) in order to be a responsible investment for Ada County.

### Space Needs Translated into Scenarios

The MFP scenarios attempted to address all the issues identified in the analysis phase. Many of the facility needs are interrelated and require careful consideration to determine the sequencing that would allow operations to continue during construction, cause minimal disruption to customer service and staff, not preclude future opportunities and avoid additional re-work or investment later.

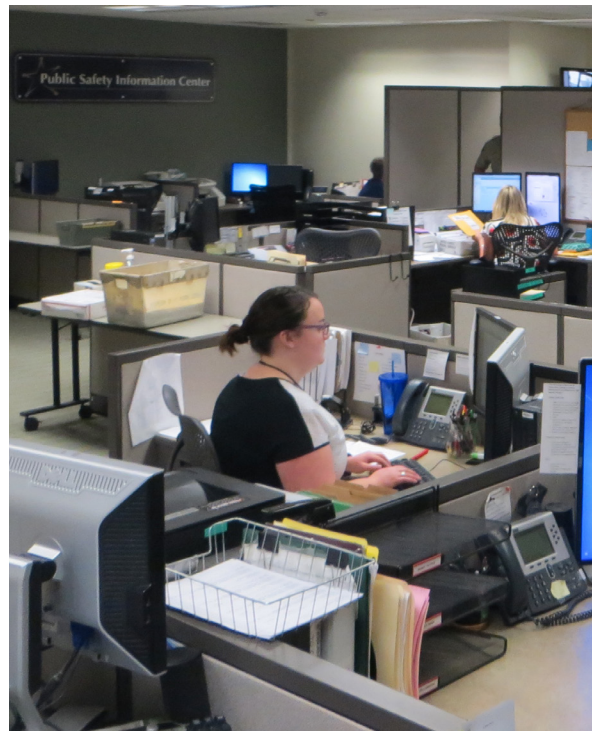


Figure 4.19 Public Safety Information Center, Public Safety Complex

The following space needs translated directly into MFP scenarios or portions of scenarios, in no particular order:

- Courtrooms & court support space at County Courthouse Complex [assigned to Trial Court Administrator subtotal]
- New Administrative Building associated with County Courthouse Complex to allow noncourt functions to vacate
- County Courthouse Complex parking
- Jail beds, expanded jail support program areas and warehousing/ storage at County Jail, Public Safety Complex<sup>2</sup>

2. The previous Barrister Campus Master Plan identified a plan to redevelop the site within the existing property boundaries and without relocating on-site infrastructure. The Leadership Team directed the MFP consultants to ascertain if additional site acquisition (if available) improved the potential scenarios or final outcome. One scenario was developed that did not acquire property but did assume relocation of an existing sewer main and petroleum line.





**Table 4.4 Preliminary Space Projections, by Department/ Office**

Department/ Office	Existing Location	2018			2025	2040
		2018 DGSF	DGSF/ FTE	Corrected DGSF/ FTE	DGSF Needed	DGSF Needed
Admin - HR & Procurement	Courthouse Complex	9,481	499	500	11,500	14,200
Assessor	Courthouse Complex	14,247	259	300	19,600	24,300
Assessor - Motor Vehicle	varied	14,702	372	370	17,900	22,200
BOCC	Courthouse Complex	8,452	604	600	10,200	12,600
Clerk - Auditor	Courthouse Complex	24,397	1,162	1,160	30,900	38,300
Clerk - Courts	Courthouse Complex	17,155	144	150	21,600	26,800
Clerk - Elections	Benjamin Complex	23,380	2,338	2,340	28,300	35,100
Clerk - Indigent Services	Courthouse Complex	12,297	559	560	14,500	18,000
Clerk - Recorder	Courthouse Complex	included with Clerk - Auditor				
Coroner	Morris Hill Morgue	13,425	507	600	19,200	23,800
Development Services	Courthouse Complex	6,364	1,273	1,300	39,300	48,700
Emergency Management	Public Safety Complex	2,004	401	400	2,400	3,000
Emergency Medical Services (EMS)	Benjamin Complex	32,253	219	300	53,300	66,100
Expo Idaho	Expo Idaho	2,804	351	400	3,900	4,800
FACES (ACPO)	FACES, 417 S. 6th St	16,761	2,095	2,100	19,800	24,500
Family Court Services	Courthouse Complex					
IT	Benjamin Complex	1,124				
IT	Courthouse Complex	10,270	180	180	15,900	19,700
IT	Public Safety Complex	1,712				
IT	Meridian Complex					
Juvenile Court Detention	Denton Facility	49,012	1,021	1,100	62,200	77,100
Juvenile Court Programs	Benjamin Complex	23,122	1,051	1,100	28,500	35,400
Juvenile Court Support Services	Denton Facility	12,700	1,411	1,500	16,300	20,200
Operations - Admin	Courthouse Complex & varied	27,163	597	600	33,000	40,900
Operations - Solid Waste	Landfill	6,404	457	500	8,500	10,500
Parks & Waterways	Barber Park	18,611	2,326	2,300	22,300	27,600
Prosecutor	Courthouse Complex	34,205	222	200	37,300	46,200
Public Defender	Courthouse Complex	16,716	201	200	19,600	24,300
Sheriff/911	Courthouse Complex	11,224	119	100	11,200	13,900
Sheriff/911	Meridian Complex	20,163	246	250	24,200	29,900
Sheriff/911	Public Safety Complex	282,976	572	600	350,100	433,900
Trial Court Admin Total - (includes courtrooms)	Courthouse Complex	107,752	1,137	1,100	124,700	154,500
Marshal	Courthouse Complex	-				
Treasurer	Courthouse Complex	7,775	518	520	9,400	11,700
Weed, Pest & Mosquito Abatement	Meridian Complex	34,664	1,651	1,650	41,900	51,900
<b>TOTAL</b>		<b>863,315</b>			<b>1.1M</b>	<b>1.4M</b>



- Improved site circulation, separated delivery area(s) and additional secured parking (or separation), Public Safety Complex
- ACSO offices and expanded crime lab, Public Safety Complex
- ACSO physical training space, including shooting range, Public Safety Complex
- New, right-sized Coroner's Office in a new location
- Alternative use for Morris Hill Morgue
- Relocated Landfill offices near public weigh station
- Alternative use for existing Landfill Administrative Office
- Parking solution for FACES facility and/or highest and best use of downtown property
- Consolidated and expanded Juvenile Services space to allow for growth and Benjamin Complex staff to move to Denton Complex (no new juvenile detention beds needed)
- Potential new or renovated Drug Treatment space (currently at Benjamin Complex)
- Operational improvements and/or renovation of Benjamin Complex

MFP scenarios are intended to address Ada County needs by 2025. This comprehensive list of potential issues could easily take many more years to fund, plan, design, construct and occupy. Implementation of MFP recommendations will need to be phased for multiple reasons. It is the intent of this document to provide Ada County the framework for future planning, design and decision-making to guide development.





Figure 5.1 Parcel 9 “Triangle Lot”, Courthouse/ Civic Plaza Complex

## 5.0 MASTER FACILITY PLAN RECOMMENDATIONS

Multiple scenarios for each Ada County complex identified as a priority or growth opportunity were developed and studied as a key part of the Master Facility Plan process. Potential physical solutions were presented to the Project Team and the Leadership Team at milestone charrettes. This chapter describes the MFP process for evaluating the scenarios and determining the final recommendations.

### 5.1 COST ESTIMATING ASSUMPTIONS & PROCESS

Preliminary, order of magnitude construction costs were estimated for the development scenarios in order to understand the potential capital costs. The consultant team estimated the construction costs based on the MFP’s planning diagrams conveying building footprints, massing and scale. In addition, assumptions were made on the site conditions, building construction types, and assumptions regarding costs per square foot for each building’s

functional uses. Construction costs were estimated in 2018 dollars and based on current, Ada County market conditions. The consulting team also reviewed costs associated with recent County projects to keep the estimates in context with recent expenditures. [See the Recommendations Charrette presentation in Appendix C.] Ultimately, the intent of the MFP cost estimates was to understand potential differences between studied scenarios and provide the County tools for budget planning. Detailed descriptions of the MFP cost estimating assumptions and process are included in Appendix B.

### 5.2 COMPARATIVE EVALUATION

An array of alternative scenarios were defined, described and comparatively evaluated for each of the priority complexes as well as several other County properties. It is important to note that the physical concepts tested do not represent final designs, but preliminary schematic

alternatives identifying how program might be sized and sited in order to accommodate the County’s long-term facility needs. Selected MFP projects would undergo additional, “Phase 1” planning, involving more detailed programming and design to further pre-design projects before beginning architectural design. In some cases, sites need to be identified or acquired (or lease terms negotiated) in order to refine the MFP project and cost estimates.

5. Relies only on County-owned properties (no land acquisition)
6. Addresses near-term needs
7. Allows [does not preclude] future site development
8. Invests capital funds responsibly / does not depend on future capital investment
9. Enables other County projects

The MFP scenarios for each complex were subjected to comparative evaluation to determine which solution best ‘fit’ the problem being solved. Qualitative and quantitative criteria were discussed to assess the alternatives. Nine criteria were identified and used to comparatively evaluate each complex’s MFP scenarios:

1. Improves operational efficiency & effectiveness
2. Enhances customer service
3. Accommodates long-term needs
4. Ease of implementation/ phasing

The nine criteria were deemed important in the evaluation of the alternatives however, they were not considered equal. Appendix A provides detailed information about the weighting criteria, scoring of alternatives and the reasons behind the MFP recommendations.

Once the preferred scenarios for each County complex were identified, the consultants worked closely with the Leadership Team to evaluate overall priorities. Table 5.1 summarizes the first attempt at ranking MFP projects, with every County leader asked to rank their top 5 projects. This effort informed the final recommendations.

**Table 5.1 Leadership Team Ranking of Priorities**

MFP Project	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	5 <sup>th</sup>	6 <sup>th</sup>	Vote Tally
<b>Admin Building &amp; Parking Structure</b>	6	3	1	2	1		<b>13</b>
Courthouse parking	4	1					<b>5</b>
Administrative Building	1			2			<b>3</b>
<b>Coroner’s Office Replacement</b>	4	1	3	6	2		<b>16</b>
<b>Public Safety Complex: Detention Beds</b>	3	3	3	2	1	1	<b>13</b>
<b>Courthouse Renovation</b>	1	6	5		3		<b>15</b>
<b>Juvenile Services, Boise Complex Replacement/ Expansion</b>		3	3	3	4		<b>13</b>
<b>Public Safety Complex [not project-specific]</b>	1		1		3		<b>5</b>
Detention Support Space		2		2			<b>4</b>
Replace PSB & Field Services		1		1	1		<b>3</b>
<b>Benjamin: Drug Treatment</b>			3	1			<b>4</b>
<b>Major building deficiencies (code, structural, mechanical, electrical)</b>			1	1	2		<b>4</b>
<b>Public Safety Complex: Crime Lab</b>					2		<b>2</b>
<b>FACES Move</b>					1		<b>1</b>





### 5.3 MFP PROJECT RECOMMENDATIONS

As presented in Chapter 4, there are a number of space needs that the Master Facilities Plan scenarios must solve. The scenarios typically represent multiple phases or separate building projects. The following MFP recommendations identify the proposed projects in order of priority. Three top priorities were defined as the most urgent, near-term capital improvement projects:

1. County Jail Detention Beds, Public Safety Complex
2. Administration Building & Parking Structure, County Courthouse/ Civic Plaza Complex
3. Coroner's Office Replacement

These needs are closely followed by secondary priorities:

4. Courthouse Renovation
5. Expansion of Juvenile Services, Boise Complex

The following text and Figures 5.3 through 5.12 explain why these projects are the top priorities Ada County needs to develop in the near-term. Table 5.2 lists the MFP recommended priorities in order and their total estimated costs. (See Chapter 6 for additional information.)

**Table 5.2 MFP Recommended Priorities**

1	<b>Public Safety Building: Pod 'E' &amp; CCU Upgrades</b>
2	<b>Courthouse Complex: Administration Building &amp; Parking Garage (450 Stalls)</b>
3	<b>Coroner's Office</b>
4	<b>Courthouse Complex: Courthouse Renovation, Parking &amp; Plaza</b>
5	<b>Juvenile Courts &amp; Admin Parking Garage (Denton)</b>
6	<b>Public Safety Building: ACSO Office &amp; Field Services</b>
7	<b>Public Safety Building: Crime Lab</b>
8	<b>Drug Treatment Clinic Replacement (Dedicated Funds)</b>
9	<b>Public Safety Building: Jail Admin, Booking &amp; Kitchen</b>
10	<b>Public Safety Building: Physical Training / Shooting Range</b>
11	<b>FACES (Replacement)</b>
12	<b>Benjamin Complex: Renovate 2<sup>nd</sup> floor</b>
13	<b>Public Safety Building: Vehicle Maint./Storage &amp; Parking</b>
14	<b>Public Safety Building: Pod 'F' &amp; Program Support</b>
15	<b>Renovate Morris Hill for ACSO</b>
16	<b>East Boise Paramedic Station (Enterprise Funds)</b>
17	<b>Landfill Buildings Consolidation (Enterprise Funds)</b>
18	<b>Fairgrounds (Enterprise Funds)</b>
19	<b>Ongoing County Facility Maintenance, Annual Budget</b>

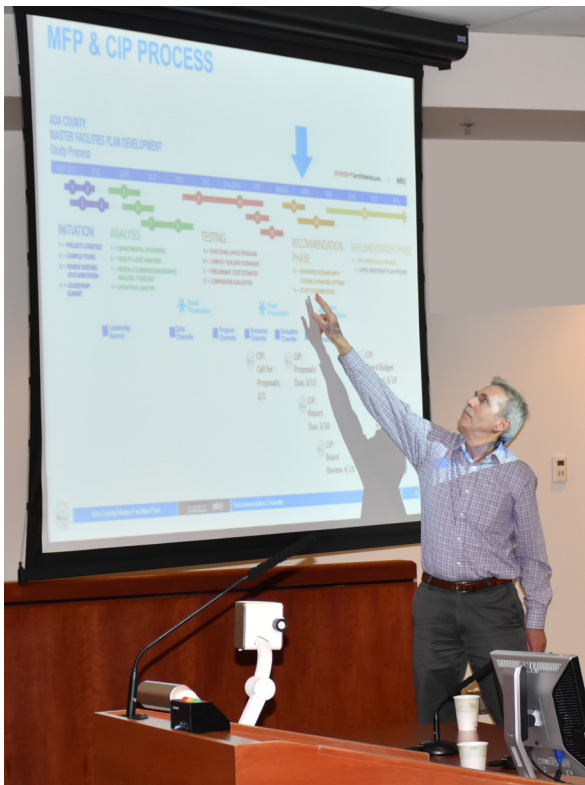


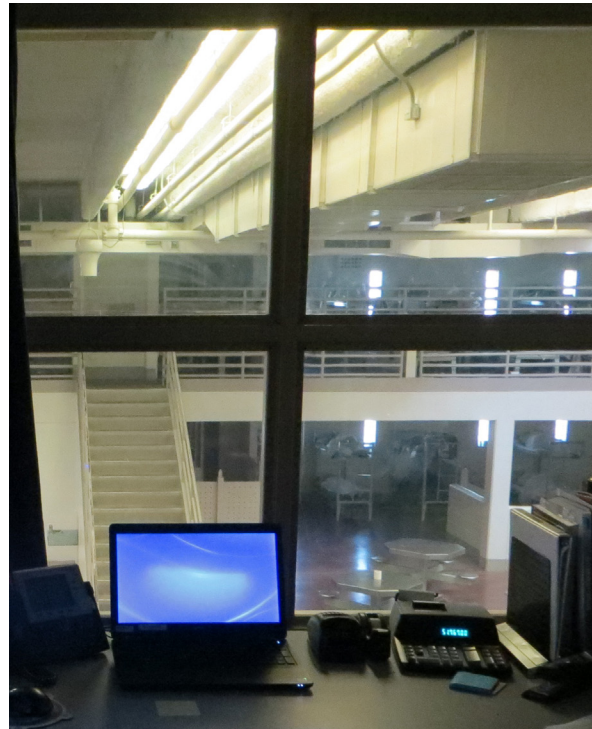
Figure 5.2 Leadership Team Charrette

**Recommendation Priority #1**  
**PSB Complex: County Jail Housing Pod 'E' & CCU Upgrades**

Addressing the critical detention bed shortage at the Ada County Jail must be a top priority in order to increase bed capacity and improve operations. Long-term, consistent overcrowding and shortages have resulted in using the existing dormitory-style housing pods at higher capacities than originally intended: Pods A & B currently have 92 beds each when they were designed for 64. This temporary solution works for the security level of the inmates housed there however, the increasing demand is for housing of inmates at higher security levels. The potential siting of Pod "E", as illustrated in Figure 5.4, may have near-term impacts to the adjacent functions which build-out of the scenario is intended to relocate. The location for Pod E may make sense for long-term operations.

Based on past facility projects and conversations with the City of Boise, any remodel and/or expansion of the County Jail is likely to necessitate code upgrades to the 123-bed Closed Custody Unit (CCU). This housing unit was built in 1977 and while renovated since then, it still requires updating the cell locking mechanisms to match modern standards.

Phase I planning of this MFP recommendation should further the predesign programming and project definition. Refinement of the Pod E concept should consider how many inmate beds can be provided in an individual cell layout at the security level needed. Phasing and near-term implications to adjacent functions should be resolved.



**Figure 5.3 Existing, Dormitory-Style Housing Pod** (from Control Booth)

Phase I planning should also evaluate the potential for additional land acquisition and/or relocation of existing infrastructure. Long-term build-out and future MFP projects vary depending on whether or not additional site contiguous and/or adjacent to the Public Safety Complex becomes available to the County. Alternatively, potential development of the property's southern portion (existing surface parking lot area) is impacted by underground utilities: a sewer main and a petroleum pipeline. If both these infrastructure elements can be relocated further south at a reasonable cost to Ada County, it significantly impacts the recommended MFP build-out of the site. The current planning effort did not investigate the feasibility or costs of relocating either utility. {This initial development phase is the same, whether or not it is feasible for the infrastructure to be moved.)





DEVELOPMENT SCENARIO

- 1. Build Housing Pod "E"
- Upgrade CCU as needed
- Interim adjustments to Booking as needed

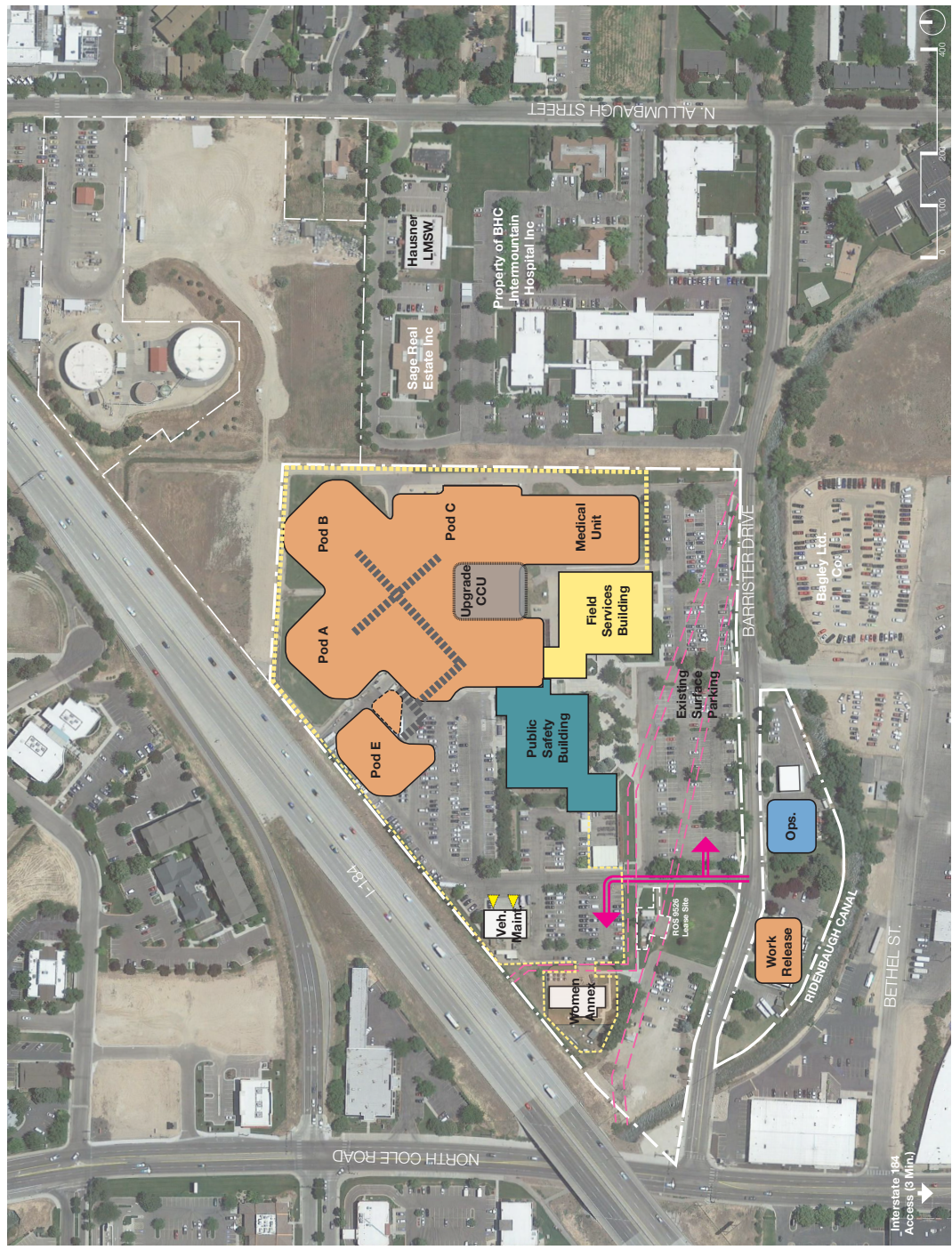


Figure 5.4 MFP Project #1 - Pod 'E' and CCU Upgrades



**Recommendation Priority #2  
Administration Building & Parking Structure**

Ada County courts as well as the departments and offices currently located in the Courthouse Building and Civic Plaza Buildings are facing significant space shortages. Phasing requires that a replacement facility is constructed (or found and leased) for administrative offices before those tenants can be relocated and additional courtrooms created within the Courthouse. The MFP recommends the following departments/ offices should be located in a new Administration Building:

- Board of County Commissioners & Commissioner Hearing Room
- County Administration (Human Resources & Procurement)
- Assessor
- Clerk of the Court functions: Auditor and Indigent Services
- Development Services
- Information Technology (IT)
- Operations (Administration and Billing)
- Public Defender
- Treasurer

The existing space allocated to these functions in the Courthouse and the Civic Plaza buildings (Assessor and Indigent Services) totals approximately 130,000 departmental gross square feet in 2017. Using the staffing and space projections for these departments/offices, approximately 190,000 DGSF is needed to address 2025 needs or an estimated 240,000 DGSF to accommodate 2040 projections. A well-designed, efficient office building would require more than 200,000 building gross square feet.

The MFP assumed an Administration Building of 200,000 BGSF for planning purposes; depending on the site and a maximum building width between 80' and 100', this would require an 7-12 story office structure. One level of underground, secure parking below the building would accommodate approximately 50 stalls for elected officials and select staff. Figure 5.6 illustrates the recommended siting of both the Admin Building and the parking structure on the triangle lot west of S. 3<sup>rd</sup> Street.



**Figure 5.5 Indigent Services Staff Work Area Serving Public Counter & Reception**

The associated parking structure should provide code-required parking stalls for the new building and increase parking supply for the whole complex. The 261 existing surface parking stalls on Parcel 9, the triangle parking lot, are to be relocated. Requisite parking for a new 200,000 SF office building would total 400 stalls. In addition, the MFP recommends the proposed parking structure should include replacement of the existing 43 stalls on Parcel 8 (west of the Courthouse) to anticipate future projects that would displace that lot. The MFP recommendation therefore indicates a parking structure that provides at least 443 stalls which could be a 5-story, open air parking structure (4 stories plus parking on the roof).

Phase I planning of this MFP recommendation should further the predesign programming and project definition. Conversations with the City of Boise should confirm land use and zoning expectations for the office building and ground floor retail as part of the parking structure. Traffic planning should also determine parking ingress and egress. The possibility of negotiating a lot line adjustment for the northern property edge to “square off” the parcels would further improve the planning and design of these facilities.





**DEVELOPMENT SCENARIO**

**A. Build 5-story garage (4 story + roof) with 6,000 SF retail frontage on W. Front Street. Yields ~450 total stalls.**  
 +400 stalls for administration building  
 ± 43 displaced surface stalls from Parcel B  
 443 stalls total

**B. Build 9-story Administration Office Building, 200,000 GSF (approx. 21,000 GSF per floor).**

**\*OR VARIATION OF THIS OPTION**  
 - Square off parcel 9 and reconfigure garage and administration building siting/massing to minimize building heights



- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

Figure 5.6 MFP Project #2 - County Administration Building & Structured Parking

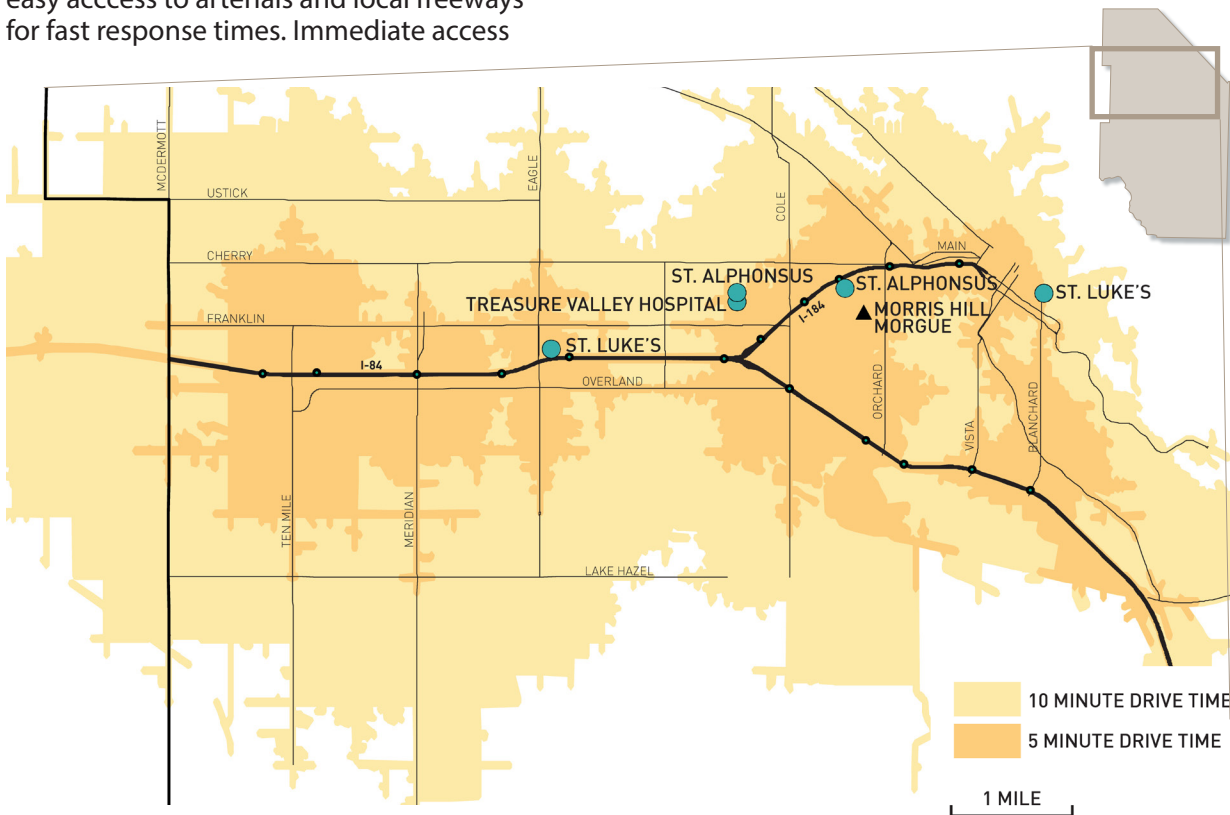
**Recommendation Priority #3  
Coroner's Office Replacement Facility**

The existing Morris Hill Morgue facility is insufficient. Approximately 13,500 DGSF of the building is allocated to Coroner staff, in three separate areas of the original warehouse structure. Morris Hill is significantly undersized for the current Ada County caseload, offers disjointed and inefficient office space for the Coroner's staff, lacks the modern security and surveillance equipment needed to maintain accreditation and will be incapable of accommodating any future growth. Right-sizing the space needed and based on estimates of staffing growth for 2025 and 2040 needs suggests the replacement facility should be at least 27,000 - 35,000 BGSF and will require a new site. MFP scenarios tested a 35,000 BGSF that could be expanded an additional 15,000 GSF in the future, if required. [Note these area projections are aligned with those detailed by the Coroner's Office during the MFP process.]

Locating the new Coroner's Office Replacement Facility requires a site with excellent access to regional highways. Crime scene investigators travel all over Ada County, necessitating easy access to arterials and local freeways for fast response times. Immediate access

to and from the property must also be unencumbered, allowing driveway movement from both directions of traffic. The Coroner's Office must also have convenient access to regional hospitals. Figure 5.7 illustrates the typical driveshed, or distance in regular traffic conditions that can be driven within 5 and 10 minutes of freeway ramps and arterial streets. Those areas designated yellow, or better, dark yellow, should be investigated to find appropriately zoned property for acquisition and development of the new Coroner's Office.

Phase I planning of this MFP recommendation should further the predesign programming and project definition as well as identify potential properties of at least 3-6 acres in size. At least five acres is necessary to build an appropriate facility in a 1-story configuration, which is the preference of the Coroner. A smaller site with the right zoning and access could accommodate a 2-story structure, which would also work well if internal adjacencies, separated public and secured areas and a sufficient, modern autopsy suite are well designed. Figure 5.8 illustrates a theoretical site and the potential facility development.



**Figure 5.7 Drive Time Analysis for Siting the Coroner's Office Replacement Facility**





**DEVELOPMENT SCENARIO**

- A. Build new 2-level, 35,000 SF building for coroner operations. Future 1-level, 15,000 SF expansion to the west.
- B. Develop parking area, maximum 135 stalls.
- C. Loading area.

**SITE STATISTICS**  
 Total Property Area: 5.25 Acres  
 Zoning: C-1D – General Commercial (Design Review Overlay)  
 FAR: 1.5 (Residential Uses), N/A (Non-Residential Uses)  
 Lot Coverage Max.: N/A  
 Building Height Max.: 35  
 Setbacks Front: 10  
 Setbacks Side, Street: 10  
 Setback Interior Side: 0 or 15 if abuts or across street from residential district or use.  
 Setback Rear: 0 or 15 if abuts or across street from residential district or use.  
 Parking: Government Buildings, non-industrial parking requirements to be determined by the Director, for a use that has similar traffic generating characteristics.  
 Office General: 1.0 per 300 GSF

- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

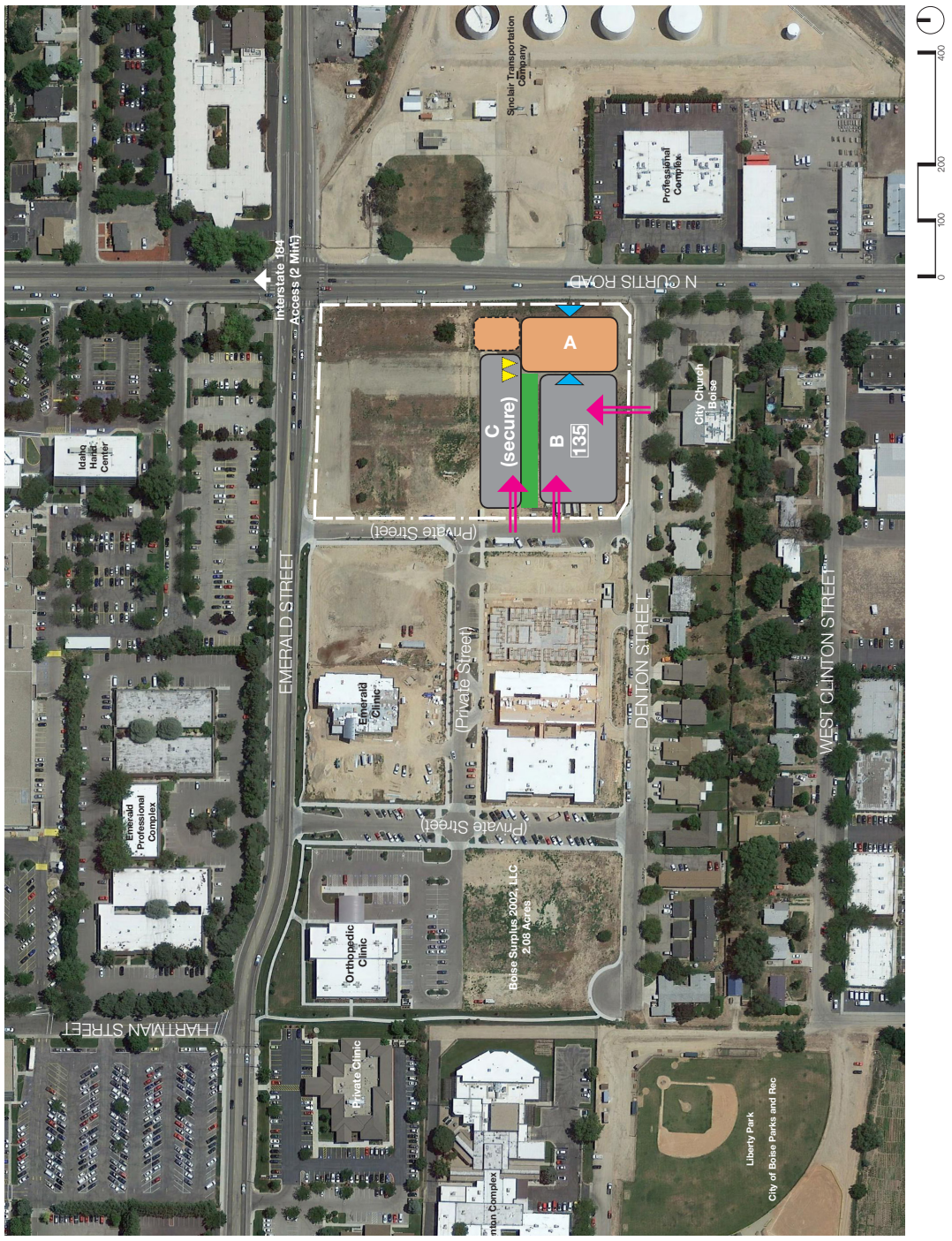


Figure 5.8 MFP Project #3 - Coroner's Office Replacement Facility on Theoretical Site





**Recommendation Priority #4  
County Courthouse Renovation**

The original County Courthouse was designed and intended to house Ada County courts and all related court support functions. Once the Administration Building has been constructed and occupied, the County has the opportunity to shuffle Courthouse tenants and build new courtrooms. The additional courtrooms will support increased caseloads to be expected with the projected County population growth. More courts directly translates into more support space for all law and justice functions:

- Courtrooms
- Problem Solving Courts
- Judges Chambers & Clerk/Support Staff Officing
- Jury Deliberation Rooms
- Secure Holding Areas Adjacent to Courtrooms
- Secure "J2" Centralized Holding
- Clerk of the Courts Officing & Public Counter Areas
- Family Court Services
- Prosecutor's Office
- Trial Court Administration
- Marshals
- Security
- Shared Staff Support Areas
- IT (Server Room)
- Operations (Building Support)
- Secured Structured Parking (or at least, access to connected, secure structured parking for judges and ACSO staff)

Figure 5.10 illustrates an initial layout and "stacking diagram" indicating how the different departments/ offices would be arranged vertically through the existing building. Discussions with the Public Defender's Office indicates their clientele would prefer to have access to their attorneys outside the Courthouse, which is why that office is included in the definition of the Administration Building. The Courthouse renovation should consider



**Figure 5.9 Courthouse & J2/ Secured Parking Expansion to the West** (Illustration is not to scale.)

provision of a small office work area for the Public Defender attorneys to have drop-in, "hoteling" desks within the Courthouse and behind security.

ACSO law enforcement staff manage the centralized, secure holding within the Courthouse known as "J2". The existing J2 space is poorly laid out for today's caseloads and insufficiently sized for both holding space and staff work areas. The space shortage significantly impacts operations and efficiency in supporting court functions. The MFP tested scenarios expanding and renovating J2 by assuming the existing secure, structured parking area and connecting to a new, below-grade secured parking structure or maintaining the parking and growing the J2 holding area in an expanded basement footprint to the west. The MFP recommendation, as illustrated in Figures 5.9 and 5.10 would expand J2 in the Courthouse footprint and build a new subterranean, 1 level parking structure with public plaza at grade.

Phase I planning of this MFP recommendation should further the predesign programming and project definition, particularly the phasing of implementation.





DEVELOPMENT SCENARIO

05: No changes.  
 04: Relocate Family Court Services to former Jury Assembly. Expand TCA as needed.  
 03: Build out for courtrooms, chambers & support space for additional 6-8 courtrooms, depending on desired size(s). Reduce IT presence to server room and support area. Relocate majority of Clerk of the Court space to south side of hallway.

02: Add 1 courtroom & support space. Expand Problem Solving Courts. Relocate Jury Assembly into larger space.  
 01: Build out for Prosecuting Attorney's offices. Relocate public counter space & support offices for Clerk. Build out former retail space for Public Defender work area.

- Clerk of the Court
- Court Administration
- Courtrooms/Hearing Rooms
- Court Support
- Boise/ Garden City/ Future
- Problem Solving Courts
- Prosecuting Attorney
- Public Defender
- Public Information
- Security
- Sheriff
- Common Areas
- IT
- Operations

Floor plans are not to scale.



Figure 5.10 MFP Project #4 - Courthouse Renovation



**Recommendation Priority #5  
Expansion of Juvenile Court Services, Boise Complex**

Juvenile Services are currently provided from three County complexes: Juvenile Court Services, Boise Complex, Juvenile Services Facility in Meridian and the Benjamin Complex. Staff are dispersed and frequently travel back and forth between locations. This decentralized service potentially has a benefit to those Ada County youth and their families that require support however, staff operations are compromised as a direct result. The department does not have insufficient space to meet altogether and significant hours are spent in commuting between locations.

The Juvenile Court Services, Boise Complex also accommodates Juvenile Detention, offices for the Prosecuting Attorney and Public Defender, two Juvenile Courtrooms and a third courtroom used predominantly for adult mental health commitment hearings. Parking is provided in surface parking lots on-site and on County property across N. Liberty Street. Limited "secured" parking is available on the south side of the site, however it also provides deliveries and the existing gate operates slowly.

The MFP recommends that this complex is expanded and renovated to right size the space and allow the Juvenile Services functions and staff located at the Benjamin Complex to move to this facility. An addition would be built to the southwest of the existing building which should provide at least 3 courtrooms for juvenile cases and sufficient office, conferencing and classroom space to accommodate the projected staffing levels assigned to the Denton facility. A new, staff parking structure would need to be built first to facilitate phasing and ultimate build-out of the site as illustrated in Figure 5.12. The existing public parking area would be reconfigured post construction. Additional visual screening and a second gate should be considered for the secured parking area.

**No additional juvenile detention beds are recommended.** A small renovation project is indicated to expand the gymnasium space into a 'full court' size for physical activity programs and multi-purpose space.



**Figure 5.11 Juvenile Courtroom, Denton Complex**

Phase I planning of this MFP recommendation should further the predesign programming and project definition, particularly verification of the number of courtrooms needed and the phasing of implementation. (The MFP did not involve review of current or historic juvenile caseloads; for the purposes of the study, 3 courtrooms were assumed however, 4 may prove necessary for long-term needs.) The new facility and proposed new public lobby to the Detention Building can be constructed in phases, before the Courthouse Renovation project but construction is simplified if non-juvenile functions have first vacated.





**DEVELOPMENT SCENARIO**

A. Build new parking structure.  
 2-levels - 200 spaces  
 3-levels - 300 spaces

B. Build 2 or 3-story courtroom, administration, and program addition.  
 Demo existing courtroom building after moving courts to a temporary location (or construct addition in phases).

C. Expand gym area/ relocate outdoor exercise area. Shift secure entrance east and add 2nd screened gate for increased security parking (C2).

D. After construction of new administration wing, demolish old administration space and replace with surface parking.

E. Future expansion location as necessary. 2 or 3-stories, 5,000-10,000 GSF

Assumptions:

1. All juvenile courts, administration, support departments and programs are located at the Denton Complex.
2. No new detention cells are added.

- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

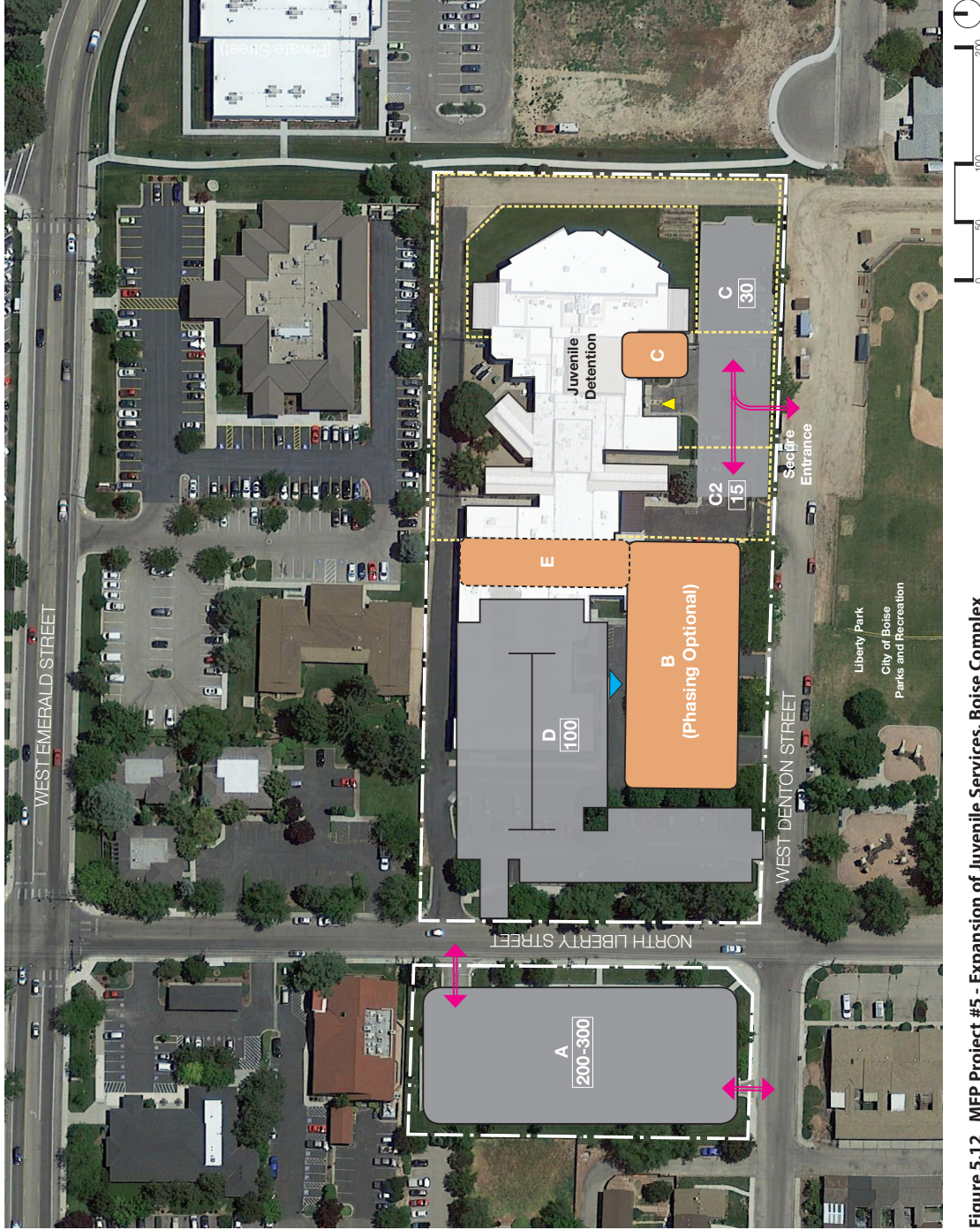


Figure 5.12 MFP Project #5 - Expansion of Juvenile Services, Boise Complex



**Recommendation Priority #6**  
**PSB Complex: ACSO Administrative Offices & Field Services Building Replacements**

Continued redevelopment of the Public Safety Complex replaces and grows office space for both the Sheriff's Office and Field Services. Replacement of these facilities elsewhere on-site or nearby facilitates the next needed projects at this complex. Several functions in the existing Public Safety Building are deficient in space for today's staffing levels and additional space is warranted to accommodate future growth. The existing PSB occupies approximately 51,000 BGSF and the Field Services Building comprises almost 23,000 BGSF. The previous Barrister Campus Master Plan and this MFP assumed a replacement ACSO Administrative Offices facility of 100,000 BGSF, including the existing Emergency Operations Center (shown in Figure 5.13 below). A new Field Services replacement facility of 30,000 BGSF was assumed in both planning efforts. The MFP study assumed Ada County development standards of 2 stalls per 1,000 square feet of government services; 260 parking stalls would thus be required at this assumed ratio.

For the purposes of the Master Facilities Plan, scenarios tested whether or not additional property helped Ada County address its long-term public safety facility needs. Figure 5.14 illustrates the ACSO Administrative Offices

and Field Services Building replacement projects occurring on nearby property. Both these facilities could be physically separate from the County Jail; proximity is valuable but contiguous or adjacent location(s) is not required.

Phase I planning of this MFP recommendation should further the predesign programming and project definition, particularly the phasing of implementation and feasibility of additional property. Whereas the first PSB development project did not necessitate verification of additional real estate acquisition, these two buildings are best developed as an 'empty chair' site where the existing functions can continue to operate through construction.

**Recommendation Priority #7**  
**PSB Complex: ACSO Crime Lab**

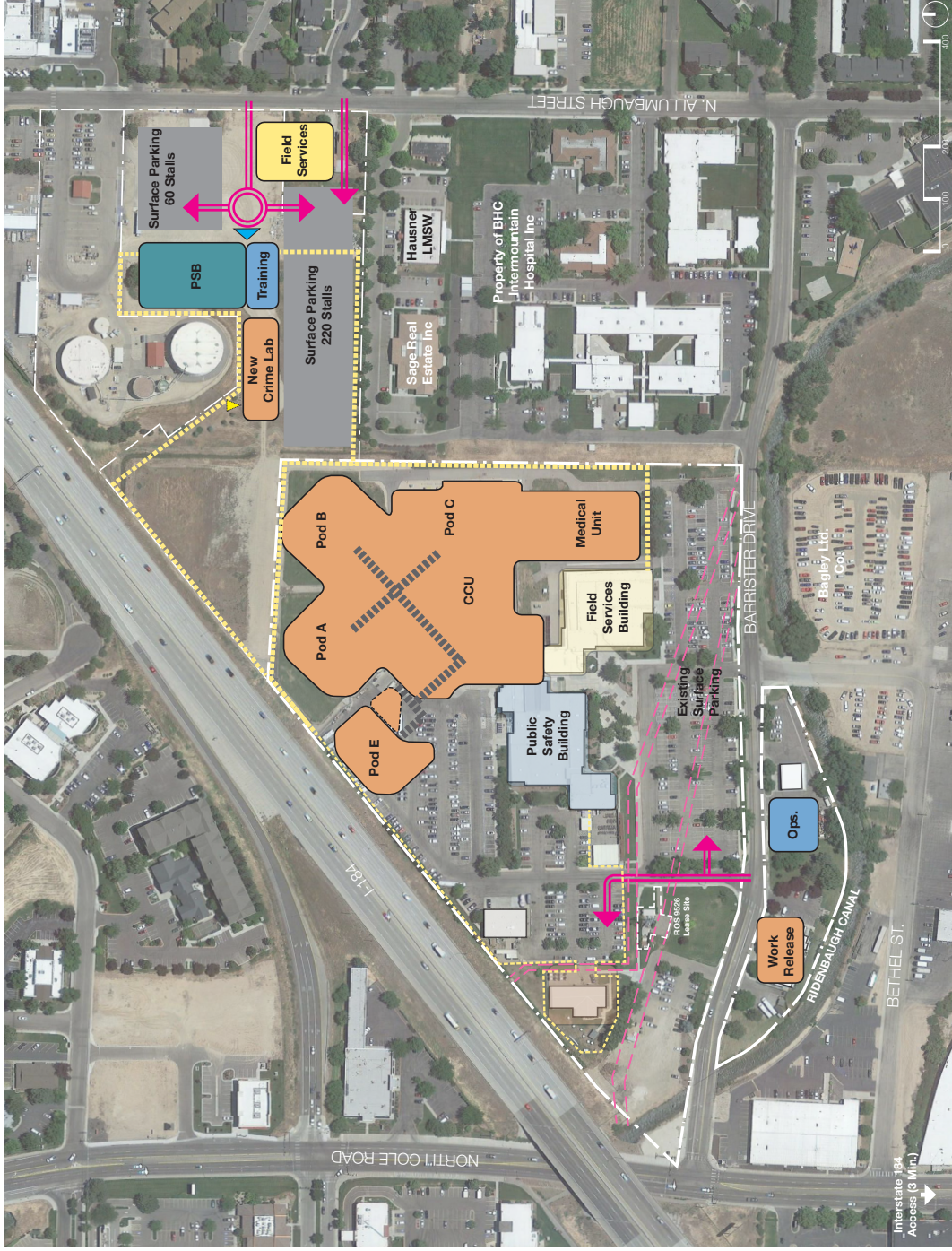
At approximately 2,000 DGSF, the existing Crime Lab is significantly undersized and affects what services the lab can provide. The MFP scenarios assumed at least 5,000 DGSF is necessary for a replacement Crime Lab facility. It could be included in another building project, to be determined during the Phase I planning studies. Figure 5.14 illustrates the three projects as separate buildings but the exact siting and programmatic combinations will be determined during predesign.



Figure 5.13 Emergency Operations Center, Public Safety Building







- DEVELOPMENT SCENARIO**
1. Build Housing Pod "E"
  2. Construct ACO Administrative Offices ("PSB") with Training Facility and Field Services Buildings
    - PSB/Training: 110,000 BGSF
    - FS: 30,000 BGSF
    - Surface Parking for approx. 280 cars
    - Maintain operations in existing buildings until new facilities available
  3. Build new Crime Lab (separate or w/PSB)
    - Crime Lab: 5,000 BGSF
    - Maintain existing lab in original PSB until new facility available

- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

Fig re 5.14 MFP Projects #6 & #7 - ACO Administrative Offices & Field Services Replacements, Crime Lab

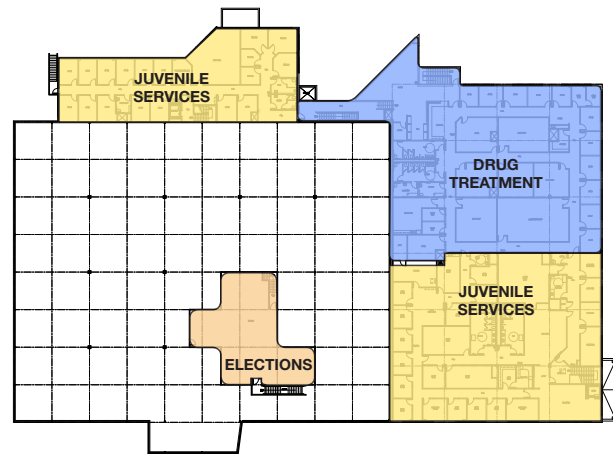


**Recommendation Priority #8  
Drug Treatment Clinic**

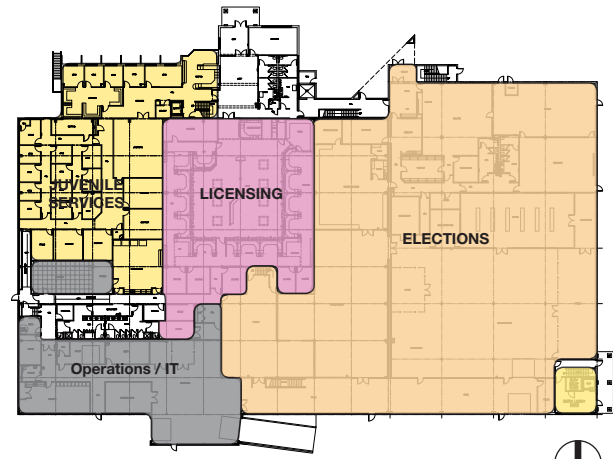
Trial Court Administration (TCA) oversees the Ada County Drug Treatment Clinic, currently located in approximately 11,000 DGSF on the second floor of the Benjamin Complex. As previously stated, there are several, unrelated County functions collocated in that facility, as illustrated in Figure 5.15. Even with the Juvenile Services programs relocated to the Denton Complex, ACSO Licensing, Elections (Clerk) and Drug Treatment remains. In the past, customers for these three functions have not interacted harmoniously.

As of spring 2018, TCA has dedicated funding available to relocate the Drug Treatment Clinic and renovate for the purpose. Relocating this function is not urgent, but it will improve Ada County facilities and better serve residents. A new Drug Treatment location must have excellent mass transit access to support its clientele. Figure 5.16 indicates where existing transit routes and bus stops provide services in relation to the current County complexes.

Phase I planning of this MFP recommendation should locate available space in an existing building that can be renovated for the clinic’s functions. Phase I should refine the definition and description of programming needs developed by INSIGHTarchitects in 2016. That detailed predesign effort identified a total need for 18,023 DGSF.



Second Floor



First Floor

Floor plans are not to scale.

-  Primary Entrance
-  Drug Treatment
-  Elections
-  Drivers License/DMV
-  Juvenile Services
-  Operations/Common Area
-  Storage

Figure 5.15 Existing Benjamin Complex Uses, 2018



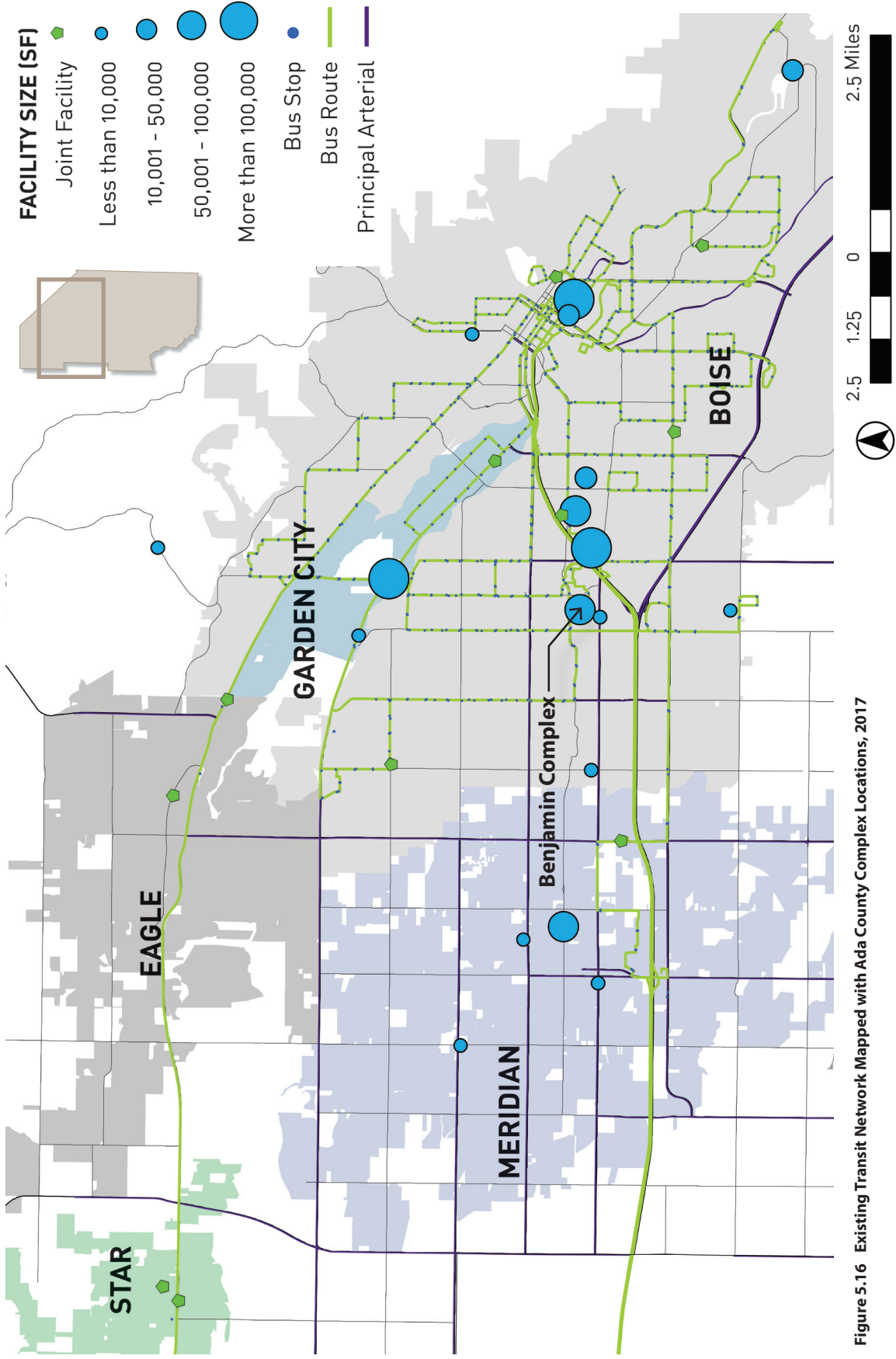


Figure 5.16 Existing Transit Network Mapped with Ada County Complex Locations, 2017





**Recommendation Priority #9**  
**PSB Complex: ACSO Jail Administration**  
**Offices, Booking & Kitchen**

Once the ACSO Administration Offices and Field Services Facilities have been replaced, the existing structures can be demolished. This offers Ada County several opportunities:

- create a new public “front door” to the County Jail, with greater administrative office space, approximately 17,000 DGSF
- provide a larger booking area with easy secured site access and a new sallyport [the existing sallyport and booking were impacted by development of Pod E], approximately 15,000 DGSF
- design a larger kitchen to support the build-out capacity forecasted detention beds, location should provide efficient internal access to housing pods and separate secure delivery access for food supplies, approximately 15,000 DGSF
- include warehouse space for dry goods storage, in support of the kitchen, approximately, estimated at 2,000 DGSF

Space estimates here provided were defined in the previous County Jail Master Plan, with the exception of the dry goods storage warehouse.

Phase I planning of this MFP recommendation should further the predesign programming and project definition, particularly the phasing of implementation. The MFP scenario identified potential siting that placed these projects as one contiguous building where the existing PSB/ Field Services Building are currently located. It appears that this MFP project can be developed without relocating the existing infrastructure, but Phase I planning and subsequent design needs to prove that assumption is achievable. Revisions to the security perimeter and gating sequences would need to be resolved, including the potential for a secure booking and sallyport separate from the foodstuffs delivery area.



Figure 5.17 Existing ACSO Physical Training Area (PSB)

**Recommendation Priority #10**  
**PSB Complex: ACSO Physical Training/**  
**Shooting Range**

The basement of the Public Safety Building provides 2 small rooms for physical training and nearby locker rooms. These are insufficiently sized for the ACSO workforce who are required to be good physical condition for work. There are no large areas for combat training or group exercise. The MFP recommendation is for a separate training facility that could include exercise areas and a multi-purpose room for group training and/or educational events. Ideally, the project could provide an indoor shooting range as well. A Physical Training/ Shooting Range project is illustrated on adjacent property in Figure 5.18. [Other MFP scenarios tested the potential siting at the recently acquired, “Family Church” property at N. Allumbaugh Street.]

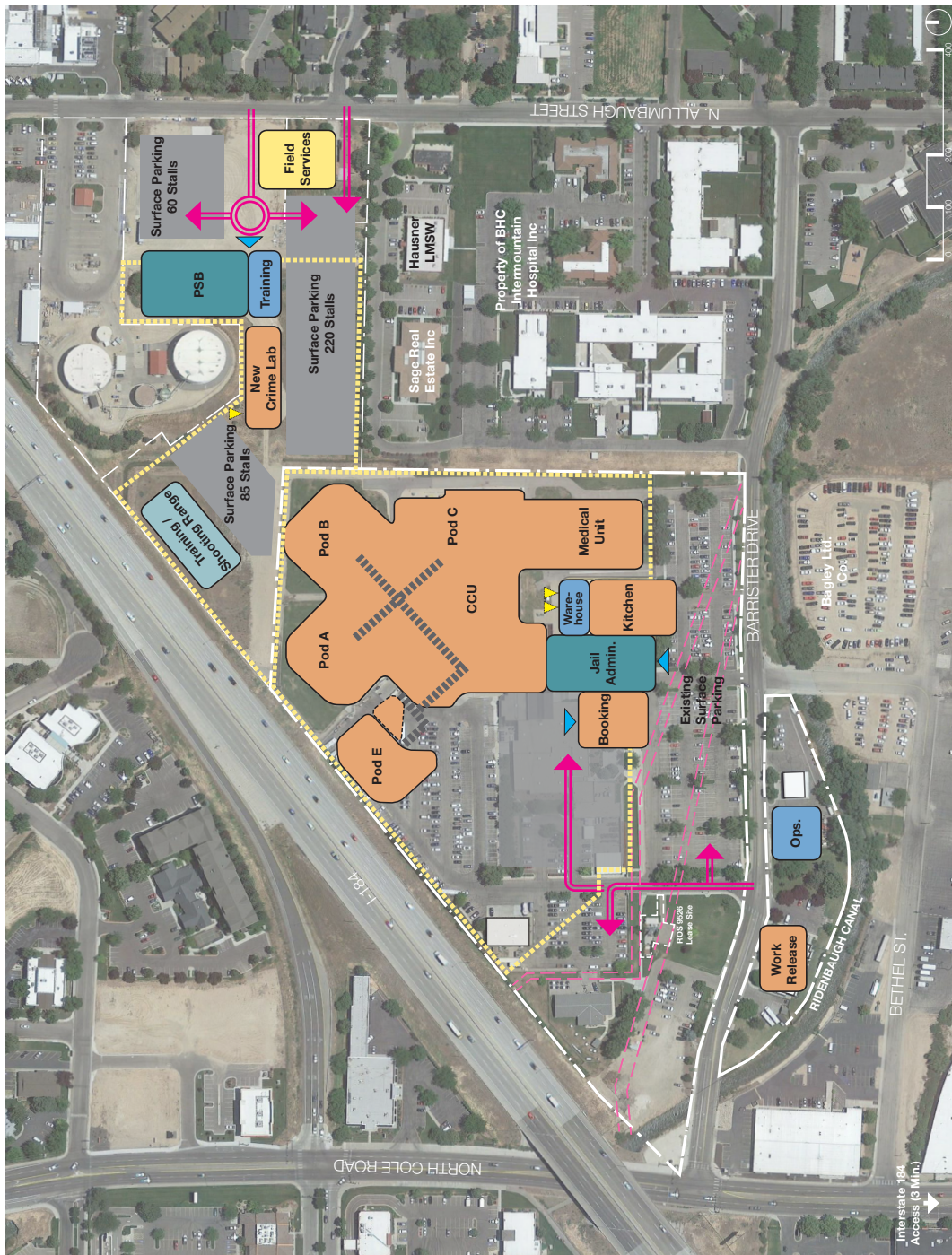
Phase I planning of this MFP recommendation should further the predesign programming and project definition. If additional property within the area of the Public Safety Complex site has not been acquired, then the Family Church property should be tested to see if the program ‘fits’ in that location.





**DEVELOPMENT SCENARIO**

1. Build Housing Pod "E"
2. Construct ACSO Administrative Offices ("PSB") with Training Facility and Field Services Buildings
3. Build new Crime Lab (separate or w/PSB)
4. Construct new Jail Administration, Booking & Kitchen
5. Build Physical Training Facility/ Shooting Range
  - Approx. 6,400 BGSF
  - Surface Parking



- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

Figure 5.18 MFP Projects #9 & #10 - ACSO Jail Administration Offices, Booking, Kitchen & Physical Training/ Shooting Range





**Recommendation Priority #11**  
**FACES Move**

The MFP identifies two recommendations for the FACES clinic: a near-term operational solution and a longer-term CIP. The existing parking concerns should be addressed as soon as possible by exploring potential operational solutions to find additional customer parking through partnership(s) with local parking vendors or even an off-site valet service. The Courthouse Parking Structure recommended as one of the top priority projects will only be a few blocks away. This location could be used for employee parking and valet customer parking.

Eventually, however, demand for FACES services is likely to outgrow the approximate 26,000 DGSF available, just based on continued Ada County growth. A new clinic of 40,000-50,000 BGSF was estimated for the purpose of the MFP scenarios. Siting criteria for the FACES facility is very particular: the clinic needs to be located in downtown Boise, within close proximity to the County Courthouse. The clinic's entry should not be visible from the Courthouse's front and back doors to protect those customers seeking services at FACES.

The recent urban development happening in downtown Boise suggests that the value of the 0.85-acre property might be greater if it were redeveloped for something other than a 1-story above-grade structure. Thus the MFP analysis also considered what the theoretical development capacity of the site might be under the existing zoning conditions. The FACES property is zoned C-5DDC as part of the Central Business district with a downtown design review overlay. No height or development limit constrains potential residential development; a non-residential office project could have a potential capacity of almost 150,000 BGSF, or a 4-6 story building depending on design and the ability to provide requisite parking. If the County desires, sale of the FACES property could potentially fund the development of a replacement facility.

Phase I planning of this long-term MFP recommendation should further the predesign programming and project definition. Real estate analysis of potential alternative sites for the clinic and the likely sale value of the existing property.



Figure 5.19 Existing FACES Location



**Recommendation Priority #12  
Renovate Benjamin Complex**

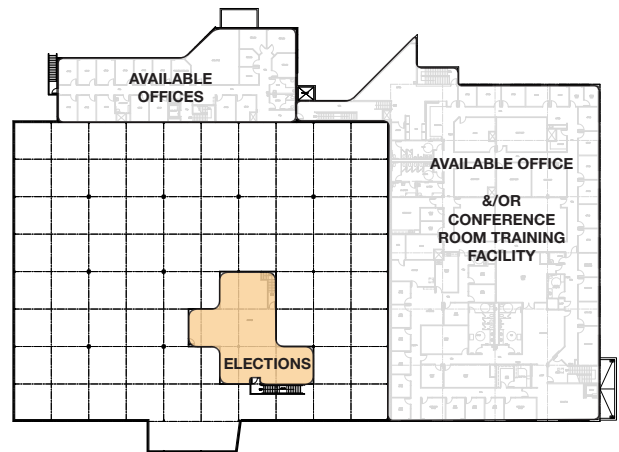
With the relocation of Juvenile Services and Drug Treatment Clinic from the Benjamin Complex to other County complexes, the entire second floor and a portion of the first floor are vacant and available for other County functions, as illustrated in Figure 5.20. The MFP process identified too many entities were sharing this facility, so any proposed new tenants should 'fit' with ACSO Licensing and Elections. Licensing is a high volume, customer service counter function. The Sheriff's Office made improvements in 2017-2018 to help expedite the customer experience and reduce wait times. Elections has both regular business and episodic, peak events preparing and putting on 4 elections per year. The Clerk's office has significant Elections storage and the need to park the mobile elections trailer inside the complex whenever possible.

First floor uses could include high bay storage made available for all Ada County departments/offices as well as expanded Licensing space, if needed. These uses would be low cost to implement and potentially improve operations.

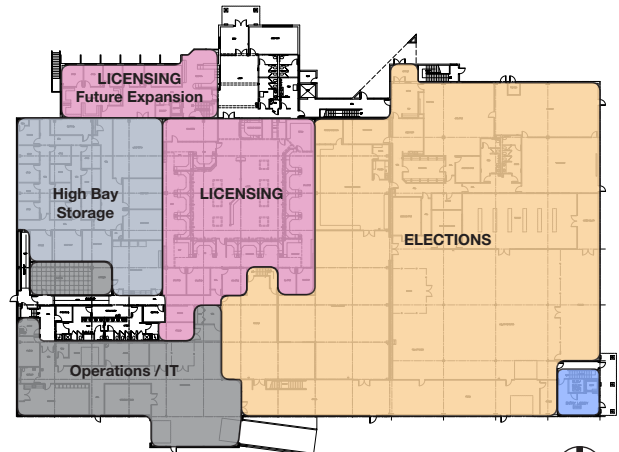
All of the second floor space is available in this scenario (with the exception of the double-height Elections storage space). Given the general lack of conference and training facilities for all Ada County departments/offices, Phase I planning should consider the feasibility of renovating this level for large, multi-purpose training rooms at varying capacities. Parking is limited and a perceived problem for the existing tenants, but reducing the number of tenants will help. Training events could be scheduled to avoid Elections' peak periods for training and voting.

Phase I planning of this MFP recommendation should further the predesign programming and project definition. The Clerk is currently transitioning to paperless practices and may have different storage or staffing needs at Benjamin Complex by the time the County is ready to pursue this MFP recommendation. Phase I should re-evaluate how space is being

used. The MFP considered whether or not it was worth the County maintaining ownership of the building since it is not particularly well-suited to the uses located there. Selling the Benjamin Complex however, only creates new problems to relocate Licensing and Elections elsewhere. Phase I could determine the feasibility of leasing the second floor to a non-County tenant and evaluating the potential benefit(s).



Second Floor



First Floor

Floor plans are not to scale.

- Primary Entrance
- Drug Treatment
- Elections
- Drivers License/DMV
- Juvenile Services
- Operations/Common Area
- Storage

**Figure 5.20 MFP Project #12 - Renovation of Benjamin Complex**





**Recommendation Priority #13**  
**PSB Complex: ACSO Vehicle Maintenance/  
Storage & Parking**

The Public Safety Complex includes limited facilities for the ACSO to maintain its own fleet and an array of vehicles. Expanding the capacity for vehicle maintenance, covered storage and parking in a new location on the southwest corner of the property potentially provides Ada County the opportunity for other departments/offices to have their fleet vehicles serviced here as well. Shifting this function to the location proposed in Figure 5.21 provides the Jail long-term expansion potential for additional housing pods to continue southwest toward the new fence line.

The Storage Warehouse for ACSO fleet maintenance needs a clear, interior height of 20' and approximately 16,500 BGSF to accommodate the following elements:

- SWAT: 4-24' x 40' bays with 16' high roll up doors and HVAC to handle exhaust; Electrical power: 220 and 110, good lighting for performing maintenance; water; total 3,200 DGSF
- Marine: 5-16' x 40' bays with 14' roll up doors and HVAC to handle exhaust; Electrical power: 220 and 110, good lighting for performing maintenance; 1 of the bays should be equipped with a wet tank deep enough to back a boat in on the trailer and run the motor for warm-up and testing; total 3,200 DGSF
- PIT/EVOCS: 8-12' x 30' bays with 12' roll up doors and HVAC to handle exhaust; Electrical power: 110, good lighting for performing maintenance; water; total 2,880 DGSF
- Trailers: 6-12' x 30' bays with 12' roll up doors; Electrical power: 110, good lighting; total 2,160 DGSF
- Trucks: 8-16' x 30' bays with 12' roll up doors; Electrical power: 110, good lighting; total 2,880 DGSF

- Warehouse Storage: (tires, vehicle up-fitting equipment, removed vehicle seats) with good lighting; total 2,000 DGSF

Phase I planning of this MFP recommendation should further the predesign programming and project definition. The elements and their appropriate sizes should be verified to confirm they are large enough to support maintenance of other departments/ offices.

**Recommendation Priority #14**  
**PSB Complex: County Jail Pod "F"**

The MFP assumes the demand for County Jail detention beds will continue to increase in proportion to the overall County population. As shown in Figure 5.21, the next housing development, Pod "F", would be developed near Pod "E". It should be designed and constructed for the level of security most needed at the time of planning and design.

Phase I planning of this MFP recommendation should further the predesign programming and project definition. Refinement of the Pod F concept should consider how many inmate beds can be provided in an individual cell layout at the security level needed. Any phasing and near-term implications to adjacent functions should be resolved.

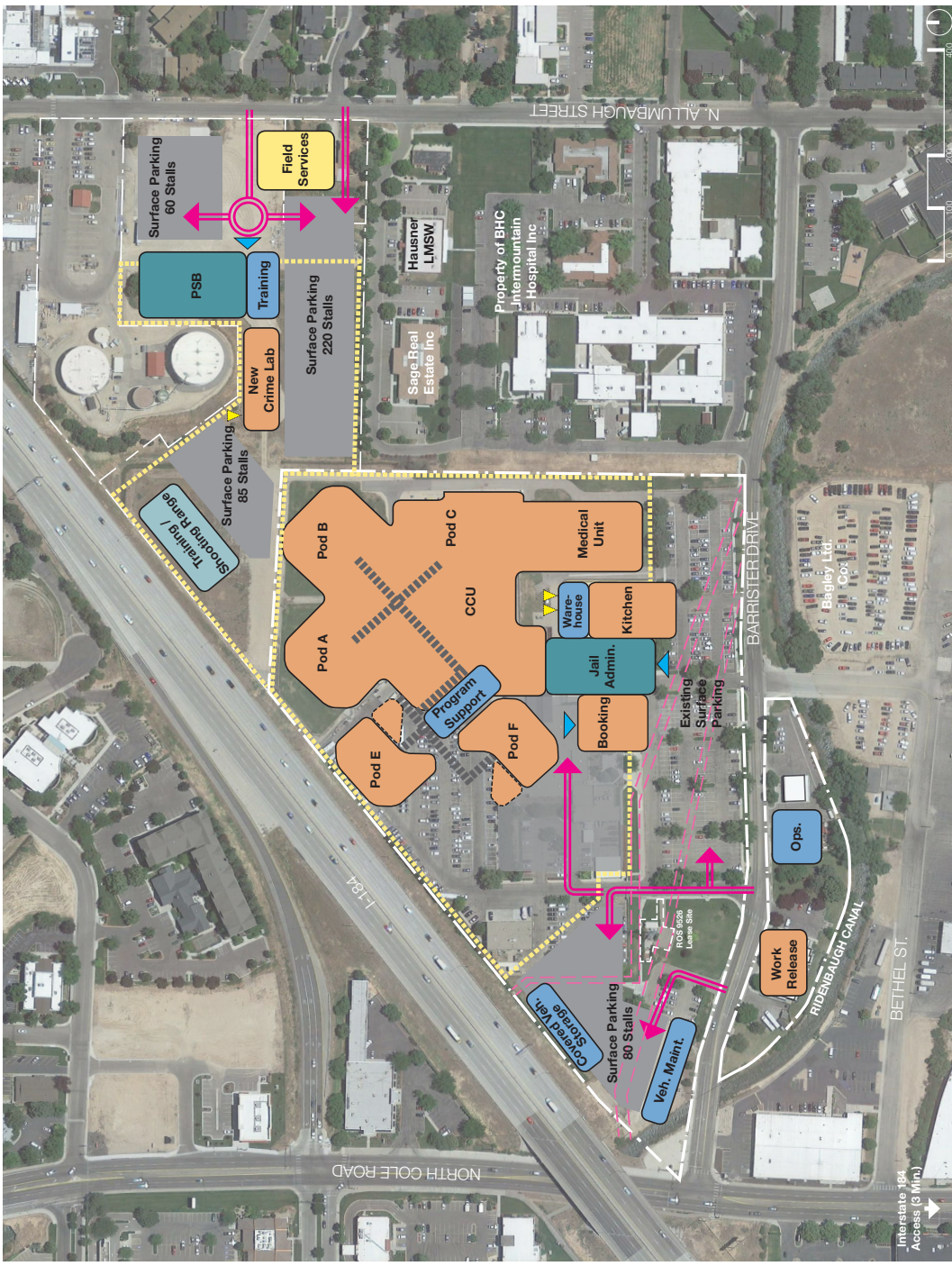
**Recommendation Priority #15**  
**East Boise Paramedic Station**

EMS Medic Stations are situated to provide efficient emergency service to Ada County residents. They are located where people live, work and play in the greatest density. The next anticipated Medic Station location is in the East Boise area, approximately 2023-2025. Development of these County facilities are funded differently than the majority of CIPs. The MFP recommends that Phase I planning and design occurs when County growth necessitates a new station in this area. It is assumed that the size of the facility will be similar to the most recent Medic Stations, which have ranged from 2,200 - 3,400 BGSF.



**DEVELOPMENT SCENARIO**

1. Build Housing Pod "E"
2. Construct ACSO Administrative Offices ("PSB") with Training Facility and Field Services Buildings
3. Build new Crime Lab (separate or w/PSB)
4. Construct new Jail Administration, Booking & Kitchen
5. Build Physical Training Facility/ Shooting Range
6. Construct new Vehicle Maintenance Facility, Storage & Fleet Parking
7. Build Housing Pod "F" and Program Support
  - Facility Approx.: 16,500 BGSF
  - Covered, Heated Storage
  - Surface Parking



- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

Figure 5.21 MFP Projects #13 & #14 - ACSO Vehicle Maintenance, Storage & Parking + Jail Pod "F"



**Recommendation Priority #16  
Renovate Morris Hill for ACSO**

Ada County should maintain ownership of the Morris Hill property for its storage capacity and maintenance of the existing autopsy suite as a back-up facility, in case of emergency. It would be beneficial however, to have regular occupants in the building. The Sheriff’s Office has a smaller office use for 10-12 FTEs that does not need to be located at the Public Safety Complex. Figure 5.22 illustrates how the Coroner’s autopsy suite can be maintained and the existing office areas can be allocated to a different office. The rear office could be assigned to Ada County Operations to help maintain the building.

Limited Phase I planning of this MFP recommendation would confirm the use and identify what upgrades would be necessary for the ACSO tenant.

**Recommendation Priority #17  
Landfill Offices Consolidation**

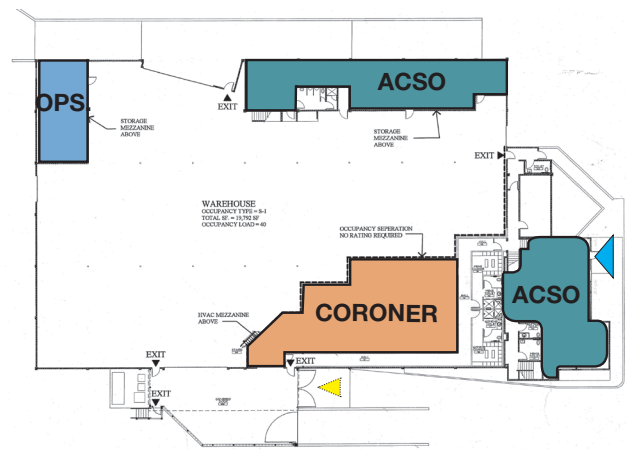
The administrative offices for Landfill staff are located down the hill, near the entry gate while the majority of the on-site technicians are up the hill, at the weigh station. Figure 5.23 indicates where a new Landfill office building should be located at the top of the hill to keep all the staff together. The existing structure could be repurposed for an education and outreach center where the public could come and learn about the management of solid waste and recycling in Ada County.

Limited Phase I planning of this MFP recommendation should predesign both facilities (new and re-used) to develop programming and define the projects. This Landfill project is likely to be self-funded and could occur earlier, independent of the other MFP recommendations.

**Other Projects**

In addition to the 17 MFP projects recommended here, there are a number of smaller projects currently known or anticipated at the time of this report. The Sheriff’s Office, for example, has a need for two substations that would replace current arrangements: a North County Substation (or possibly 2, depending on projected County growth) and a South County Substation. Each substation is likely to be 5,000 - 8,000 DGSF and would require available parking for 10-20 vehicles. The North County Substation would replace an existing lease in Eagle (currently 984 SF) that is undersized to meet existing and future needs; 17 FTEs would operate out of this facility. The South County Substation would replace the three locations South County deputies presently use space at the Kuna Annex, Boise Fire Station #14 and the Cloverdale Church of God. A total of 38 FTEs would operate out of the South County Substation. Phase I planning is recommended for these projects as the consultant team did not focus on these project during the MFP process.

Other CIP projects are likely to emerge before all these MFP recommendations can be implemented. Larger projects should be subjected to Phase I planning studies, per CIP procedures as well as recommended MFP policies.



First Floor

- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support

Floor plans are not to scale.

**Figure 5.22 MFP Project #16 - Morris Hill Renovation for ACSO Offices**





**SITE STATISTICS**

Ada County Zoning: RP - Rural Preservation  
 RR - Rural Residential

**DEVELOPMENT SCENARIO**

- A. Build New Landfill Administrative Offices near Scales.
- B. Use Existing Office Facility for Public Education & Outreach Center



- Primary Entrance
- Loading
- Site Access
- Public Counter/ Lobby
- Services
- Offices
- Specialized
- Support
- New Parking
- Existing Parking
- Secured Parking

Figure 5.23 MFP Projects #17 - Landfill Office Consolidation



#### 5.4 MFP POLICY RECOMMENDATIONS

The MFP focused on physical solutions to solve Ada County needs and facility concerns. There are also a few policy recommendations worthy of consideration.

- To date, capital projects have been led by individual departments/ offices and Operations staff. There is little advocacy or clarity when multiple entities are involved. Changes to CIP protocols in 2018 have included the designation of strategic planning staff within the Department of Development Services. These staff should partner with Operations leadership to facilitate regular (quarterly) interdepartmental conversations about space needs and review MFP implementation.
- Phase I planning should precede any project of a certain size or larger. A minimum threshold of 5,000 DGSF renovated or new space should trigger the Phase I planning effort as the initial phase of any CIP proposal.
- Ada County Operations and Procurement employ an on-call roster for architecture/engineering firms. The MFP consulting team recommends that an on-call roster for real estate professionals is established in order to have the right consultant available to seek potential properties when necessary and provide advice. Other counties have on-call, contractual arrangements with real estate consultants to identify properties for sale or lease; some jurisdictions preclude these real estate agents working at an hourly rate or for a finder's fee from also participating in the real estate transaction. Ada County and State of Idaho regulations should be reviewed in order to determine the most appropriate contractual arrangements.
- Ada County should also consider an on-call roster for legal counsel with experience in executing alternative funding and financing options. This consultant would provide the County necessary input to help explore potential delivery strategies to implement the MFP.
- Transformation Board policies and membership are unclear. The establishment of a representative, cross-government review board to evaluate CIP projects is a good process. The MFP recommends that the Board, its procedures and membership are more clearly explained internally and externally for transparency and complete clarity of intent.

There are many recommendations and multiple projects to consider and seek funding in order to implement. These MFP priorities warrant careful consideration and creativity in order to address the facility needs of all County departments and offices, and ultimately, improve service delivery for the residents of Ada County.







Figure 6.1 Courthouse/ Civic Plaza Complex

## 6.0 IMPLEMENTATION & FUNDING

Taken all together, the MFP recommendations and requisite capital investment can appear daunting. Phased development, creative funding solutions and potential partnerships must be sought in order to address Ada County's facility needs in a timely fashion. The County has a long history of successful implementation and takes excellent care of its facilities. The Vision Statement driving the County challenges elected officials and staff

*"To be a premier governmental entity, demonstrating fiscal responsibility and professional excellence, and to be recognized for providing innovative and proactive solutions for our communities through open and accessible government."*

This Master Facilities Plan and the projects that result from this comprehensive planning effort can answer this challenge and build on past successes as Ada County looks to its future.

### 6.1 ASSUMPTIONS

Each MFP project will have its own set of parameters and conditions impacting how the scenario can be implemented. Phasing pressures, existing facility conditions and inter-related projects will significantly influence how each CIP proposal is developed. Unforeseen circumstances or even election results can redirect previously assumed plans and chronologies. It can be expected that once the MFP is published, some circumstances will change.

The Master Facilities Plan is therefore intended as a framework and record of thoughtful planning, involving a wide representation of Ada County leadership. The intent is that this document provides the necessary tools to assist these and future leaders to make decisions, define program expectations, set budgets, and confirm or reestablish priorities within the intended, 2025 planning horizon.



Implementation of the MFP projects assumes that current legislation and best practices will dictate delivery strategies at the time of each project's development. For example, Ada County cannot start any project until it has all funds available for its completion. This Constitutional dictate means the County will either need to raise revenue for the entire project beforehand or MFP recommendations will have to be further broken down into smaller projects, including Phase I Planning and the subsequent Design Phase. Potentially, if needed, the construction of a larger facility can be subdivided into smaller projects as well, such as demolition, site preparation or shell & core construction (i.e., the building's exterior but excluding the interior tenant improvements).

The MFP scenarios carefully evaluated potential phasing and ordering of projects to minimize service disruption and additional costs associated with interim space or multiple department moves. Many of the recommendations are dependent on other projects happening first; the most notable example is the renovation of the County Courthouse which cannot occur until the Administration Building and associated parking garage are constructed and operating. The implementation recommendations assume that Phase I planning and even, early design can overlap with the last year of construction and occupation of a related project. More aggressive planning could begin the second project earlier, however the MFP assumes that budgetary constraints are likely to necessitate less project [and invoice] overlap.

## 6.2 PRIORITIES & BUDGETING

Chapter 5 introduced the MFP recommendations in order of priority and in many cases, interdependence. Table 6.1 on the following two pages identifies the project cost estimates for each MFP priority in 2018 dollars as well as their escalated totals. These totals include an annual escalation rate of 5% applied until the midpoint of construction. The escalated project costs are then distributed across the number of years assumed for the project's duration.

Total potential capital outlay in any given year may be cost-prohibitive depending on Ada



Figure 6.2 Expo Idaho

County's investment strategy and political will to fund facility development. Historically, the County's typical capital budgets total approximately \$5 million from General Funds. On the other hand, the needs are clear and the cost of delaying projects until they are "affordable" increases escalation costs, prolongs staff working in compromised work environments and impacts both operations and levels of service.

Different funding sources may be used to implement the MFP projects. The majority of the MFP recommended priorities listed in Table 6.1 need an identified funding (and/or delivery) source. Estimated totals shown in grey indicate alternatively funded projects, where known and/or applicable:

- **Drug Treatment Clinic Replacement** has identified funding through Drug Court Fund, adequate to support an already submitted 2019 CIP Project proposal
- **East Boise Paramedic Station** and other future paramedic stations are self-funded projects with an enterprise fund established by the County for Ambulance Services.



**Table 6.1 Project Cost Distribution & Phasing of MFP Recommendations**

MFP Recommended Priorities	Total, 2018 \$s	Escalated Total (Midpoint)	2019	2020	2021	2022	2023	2024	2025
1 Public Safety Building: Pod 'E' & CCU Upgrades	\$20,758,000	\$22,340,798	4,468,160	7,819,279	10,053,359	-	-	-	-
2 Courthouse Complex: Admin Building & Parking Garage (450)	\$57,709,000	\$65,214,777	3,260,739	6,521,478	14,999,399	16,303,694	18,260,138	-	-
3 Coroner's Office	\$17,606,000	\$18,948,458	3,789,692	6,631,960	8,526,806	-	-	-	-
4 Courthouse Complex: Courthouse Renovation, Parking & Plaza	\$35,046,000	\$46,964,992	-	-	-	-	2,817,900	9,392,998	15,968,097
5 Juvenile Courts & Admin Parking Garage (Denton)	\$5,900,000	\$6,829,988	-	-	1,365,998	5,463,990	-	-	-
Juvenile Courts & Admin Building (Denton)	\$32,096,000	\$40,963,533	-	-	-	2,457,812	8,192,707	13,927,601	16,385,413
6 Public Safety Building: ACSO Office & Field Services	\$32,440,000	\$35,765,100	2,145,906	7,153,020	12,160,134	14,306,040	-	-	-
7 Public Safety Building: Crime Lab	\$2,459,000	\$2,711,048	-	542,210	2,168,838	-	-	-	-
8 Drug Treatment Clinic Replacement (Dedicated Funds)	\$2,900,000	\$3,045,000	609,000	2,436,000	-	-	-	-	-
9 Public Safety Building: Jail Admin, Booking & Kitchen	\$15,904,000	\$18,871,140	-	-	3,774,228	6,604,899	8,492,013	-	-
10 Public Safety Building: Physical Training / Shooting Range	\$3,507,000	\$4,475,919	-	-	-	-	895,184	3,580,736	-
11 FACES (Replacement)	\$7,820,000	\$9,742,890	-	-	-	1,948,578	3,410,012	4,384,301	-
12 Benjamin Complex: Renovate 2 <sup>nd</sup> floor	\$2,341,000	\$3,294,022	-	-	-	-	-	-	658,804
13 Public Safety Building: Vehicle Maint./Storage & Parking	\$8,366,000	\$11,491,521	-	-	-	-	-	2,298,304	4,022,032
14 Public Safety Building: Pod 'F' & Program Support	\$20,245,000	\$29,911,085	-	-	-	-	-	-	5,982,217
15 Renovate Morris Hill for ACSO	\$355,000	\$421,231	-	-	-	421,231	-	-	-
16 East Boise Paramedic Station (Enterprise Funds)	\$1,500,000		300,000	1,200,000	-	-	-	-	-
17 Landfill Buildings Consolidation (Enterprise Funds)	\$625,000		625,000	-	-	-	-	-	-
18 Fairgrounds (Enterprise Funds)	\$500,000		500,000	-	-	-	-	-	-
19 Ongoing County Facility Maintenance, Annual Budget	\$2,900,000		3,045,000	3,197,250	3,357,113	3,524,968	3,701,217	3,886,277	4,080,591
<b>TO BE FUNDED TOTAL: Millions of Dollars (2018 \$/Escalated \$)</b>	<b>\$268,352,000</b>	<b>\$317,946,501</b>	<b>\$13.66</b>	<b>\$28.67</b>	<b>\$53.05</b>	<b>\$47.51</b>	<b>\$42.07</b>	<b>\$33.58</b>	<b>\$43.02</b>



**Table 6.1 Continued**

MFP Recommended Priorities		Total, 2018 \$s	Escalated Total (Midpoint)	2026	2027	2028	2029	2030
1	Public Safety Building: Pod 'E' & CCU Upgrades	\$20,758,000	\$22,340,798	-	-	-	-	-
2	Courthouse Complex: Admin Building & Parking Garage (450)	\$57,709,000	\$65,214,777	-	-	-	-	-
3	Coroner's Office	\$17,606,000	\$18,948,458	-	-	-	-	-
4	Courthouse Complex: Courthouse Renovation, Parking & Plaza	\$35,046,000	\$46,964,992	18,785,997	-	-	-	-
5	Juvenile Courts & Admin Parking Garage (Denton)	\$5,900,000	\$6,829,988	-	-	-	-	-
	Juvenile Courts & Admin Building (Denton)	\$32,096,000	\$40,963,533	-	-	-	-	-
6	Public Safety Building: ACSO Office & Field Services	\$32,440,000	\$35,765,100	-	-	-	-	-
7	Public Safety Building: Crime Lab	\$2,459,000	\$2,711,048	-	-	-	-	-
8	Drug Treatment Clinic Replacement (Dedicated Funds)	\$2,900,000	\$3,045,000	-	-	-	-	-
9	Public Safety Building: Jail Admin, Booking & Kitchen	\$15,904,000	\$18,871,140	-	-	-	-	-
10	Public Safety Building: Physical Training / Shooting Range	\$3,507,000	\$4,475,919	-	-	-	-	-
11	FACES (Replacement)	\$7,820,000	\$9,742,890	-	-	-	-	-
12	Benjamin Complex: Renovate 2 <sup>nd</sup> floor	\$2,341,000	\$3,294,022	2,635,218	-	-	-	-
13	Public Safety Building: Vehicle Maint./Storage & Parking	\$8,366,000	\$11,491,521	5,171,185	-	-	-	-
14	Public Safety Building: Pod 'F' & Program Support	\$20,245,000	\$29,911,085	10,468,880	13,459,988	-	-	-
15	Renovate Morris Hill for ACSO	\$355,000	\$421,231	-	-	-	-	-
16	East Boise Paramedic Station (Self-Funded)	\$1,500,000		-	-	-	-	-
17	Landfill Buildings Consolidation (Enterprise Funds)	\$625,000		-	-	-	-	-
18	Fairgrounds (Expo Self-Funded)	\$500,000		-	-	-	-	-
19	Ongoing County Facility Maintenance, Annual Budget	\$2,900,000		4,284,621	4,498,852	4,723,794	4,959,984	5,207,983
<b>TO BE FUNDED TOTAL: Millions of Dollars (2018 \$s/Escalated \$s)</b>		<b>\$268,352,000</b>	<b>\$317,946,501</b>	<b>\$37.06</b>	<b>\$13.46</b>	<b>\$-</b>	<b>\$-</b>	<b>\$-</b>





- **Landfill Buildings Consolidation** and other projects on the Ada County Landfill site are also self-funded projects with an enterprise fund adequate to support this and 2 other project proposals already submitted for the 2019 CIP.
- Any **Expo Idaho Fairgrounds** projects are self-funded with an enterprise fund (and were excluded from the scope of this MFP)
- **Ongoing County Facility Maintenance** continues every year, presumably through operating costs. This is an important investment that will continue. Future costs are escalated at 5% however if/when the real estate portfolio increase significantly, the corresponding Operations budget line items for maintenance and utilities will also need to increase. This is traditionally a part of Operations Department's annual budget.

Alternatively funded projects are subtotaled separately to reflect the savings, partnerships and/or bond sales that need to be identified.

### 6.3 FUNDING & FINANCING SOURCES

Ada County has several funding and delivery strategies available for MFP project implementation. Direct development can be funded by any combination of the following sources:

- **General Funds** - Currently, the capital investment monies are allocated out of the County's ad valorem (property) tax, also commonly known as General Funds. Ad valorem property taxes are levied on real or personal property by local government units including counties, municipalities, school districts and special taxing districts. Ad valorem means a tax on goods or property expressed as a percentage of the sales price or assessed value.
- **County Savings** -As directed in Idaho Code 31-1008, "the board of county commissioners may create a fund upon a finding by the board that a critical need exists for justice or law enforcement related facilities. The board may deposit any unexpended sums from the county current expense fund or the county justice fund into the county building construction fund or



Figure 6.3 Lobby at Juvenile Services, Meridian



may deposit into the fund all or a part of any non-ad valorem tax revenues not otherwise restricted or dedicated by law. On or before the thirty-first day of March of each odd-numbered year, the board may review the budget for the current fiscal year and adjust the expenditures in the budget to provide for deposits into the fund from revenues not otherwise budgeted or to provide for deposits into the fund from revenues projected to be surplus over budgeted revenues." Ada County currently has two established construction saving accounts for an Administration Building and a Parking Garage at Courthouse.

- **Foregone Funds** - Unutilized levy increases can accumulate (up to 3% per year, plus growth) and applied the following year if the County doesn't use the allowance. Foregone could be used to pay for smaller project(s) or finance debt. Prior to budgeting any forgone increase, the BoCC must provide notice of its intent to do so, hold a public hearing, which may be in conjunction with its annual budget hearing, and certify by resolution the amount of forgone increase to be budgeted and the specific purpose for which the forgone increase is being budgeted" Ada County currently has \$12 million available in this funding source. Foregone was most recently used for the Meridian Complex 911 Dispatch Center and the construction of Penitentiary Canal.
- **Bonding** - Idaho Code 57-200 states that a municipal bond or a general obligation bond could be issued for any identified purpose. The Leadership Team, however, believes that the County can only sell bonds for "criminal justice projects" which is assumed to include the courts, court support, jail, ACSO functions and juvenile facilities. Perception prevails that some bonds are "easier" to sell than others however, Canyon County has been seeking bond approvals to address their detention needs for a number of years without success. Ada County should carefully

consider the type and amount of bonds they may pursue. If the opportunity arises, strategic polling the County residents may help indicate the current appetite for bond sales for specific project types.

- **Tax Increases** - Unpopular, although sometimes necessary, the County can elect to raise taxes in order to pay for some facility improvements.
- **Development Impact Fees** - Other local jurisdictions in Treasure Valley employ development impact fees, which are another unpopular option. The fee is imposed on new development on the basis of levels of service for public facilities.
- **Sale of Existing Property(ies)** - sale of surplus properties or higher priced facilities replaced with more cost-effective options. This funding source was discussed for the FACES Clinic as well as the Benjamin Complex; either would necessitate first finding a replacement facility.
- **Lease of Existing/ New Space** - jurisdictions can choose to lease space (typically operating costs) versus building or owning new space. This option can offer lower costs in the near-term but are typically not viewed as a fiscally responsible, long-term solution. Examples of jurisdictions funding bond purchases through lease cost avoidance by consolidating functions in leased space into owned facilities.

Another potential funding source involve **partnerships** to pay for development in whole or in part. MFP priorities that could attract investment and/or shared use by other parties could help reduce initial capital investment by Ada County. The Coroner's Office Replacement Facility is one potential example of a project where partner(s) might be willing to contribute to the initial capital cost (including but not limited to the purchase of specific equipment) or negotiated long-term lease rate to share the future facility. The County could potentially enter into cooperative agreements with local organ and tissue donor groups and/or a medical



group. Another potential source could come from a usage agreement with a local veterans organization.

The Ada County Courthouse/ Civic Plaza Complex was achieved through a **Public Private Partnership** (PPP or “P3”) with an experienced developer and an urban renewal district, the Capital City Development Corporation (CCDC). They led the design and construction of the facilities while closely collaborating with Ada County leadership. CCDC issued tax-exempt state revenue bonds to pay for the project, which the County paid back over several years. (Ada County saved approximately \$6 million by paying off the P3 debt early.)

Different P3 organizational strategies are possible, although what is feasible in each state varies. Ada County may want to consider any of the following four strategies:

1. The first P3 structure is most akin to the traditional public works project whereby the County would own, develop and manage the project. Ada County would also be the issuer of the debt used to finance the project.

Design and construction responsibilities are contracted out to the private sector, typically through a design-build process whereby the contractor is engaged prior to or early in the design stage. At some point in the design process, Ada County and the contractor would agree on a maximum allowable price for construction costs, thereby contractually locking in construction costs and thus transferring the construction risk to the contractor. Under this arrangement, the design team may be hired prior to selection of the contractor, or alternatively the contractor may be hired first.

2. Organizational Strategy 2 expands the role of the private sector by transferring, through a fee-based contract, the risks and responsibilities of facility development to a private developer. Ownership of the land and building would remain with Ada County. Typically, two public entities are involved, the County which retains ownership of the land, but leases the site on a long-term basis to an affiliated or non-affiliated non-profit entity. The non-profit owns the building,



Figure 6.4 Ada County Ceremonial Pay-off of County Courthouse Complex PPP, August 2015



usually issues the debt, and contracts with the private developer for design, construction and possibly management of the building. The County would typically hire the development team (developer, architect, and contractor) through a detailed RFQ and RFP selection process.

3. Another P3 structure further expands the private developer role through private ownership and/or financing of the project. The County would typically retain ownership of the land, which is leased on a long-term basis to the private developer. The private developer has ownership of the building and is responsible for the design, construction, financing and management of the facility. The building is leased in whole or part to the public entity; the leasing agreement may or may not include a purchase option clause which would allow the public entity to buy the building at some specified future date. Under this strategy, the developer is selected by the institution through a competitive RFQ/RFP process. The developer subsequently hires the architect and contractor with limited oversight by the County.
4. Lastly, Organizational Strategy 4 maximizes the role of the private developer, who would own the land, develop, finance and own the building. The developer then leases space to the County on a long-term basis. This strategy is more akin to a traditional build-to-suit private project than a public-private partnership. Under this strategy, Ada County would have a limited if any role in the selection of the architect, who would be hired by the developer.

In the interests of quickly addressing as many MFP priorities as possible, Ada County should explore alternative funding sources and P3 opportunities for certain projects. Public private partnership agreements are most commonly associated with government office and service buildings. The best P3-funded candidates defined in this Master Facilities Plan include the proposed Administration Building and Parking Structure or potentially, the FACES Replacement Clinic, which might also attract investment from its partner organizations or their foundations. Freeing up funds for one MFP priority may facilitate the implementation of another project here defined or other, future County needs as Ada County continues to grow and flourish.

