

# **Yakima County 2020 Strategic Facilities Plan**

## **Introduction**

In late 2005, the Board of Yakima County Commissioners (BOCC) commissioned the formation of a 2020 Master Facilities Advisory Team (Team) to address the short- and long-term facility needs of Yakima County. The defining purpose of this team was to extensively review existing Yakima County facilities related to physical attributes, functional usage, and future needs assessment. The culmination of this substantial review process was to submit a recommended 2020 “Yakima County Strategic Facilities Plan” (YCSFP).

The 2020 YCSFP is meant to serve as the guiding document for all future Yakima County Commission facility decisions related to new construction projects, demolitions, land acquisitions or relinquishments, purchase or sale of existing facilities, Capital Improvement Plan (CIP) adoptions, facility rentals and other substantive facility issues. It is recognized the 2020 YCSFP is only a “snapshot” of historical information and current facility conditions. As such, this document will require periodic updates to remain a useful management tool.

The proposed 2020 Yakima County Strategic Facility Plan is now submitted to the Board of Yakima County Commissioners for review, consideration and formal adoption.

## **2020 Master Facilities Advisory Team Membership & Meetings**

In November 2005 the Board of County Commissioners commissioned a 12-member advisory team comprised of six citizens and six County elected officials and staff members. The members were Dan Marples, CFO, Horizon Distribution; Jamie Stickel, Vice President of Sales for the Yakima Herald-Republic; John Crawford, Owner, Crawford Construction; J. Rand Elliott, General Partner, Premium Finance (elected to the County Commission in November 2006); Norm Johnson, Yakima City Council Member (later joined by Assistant City Manager Dave Zabell, who served as an alternate) and Bob Wardell, Wardell Architects. Note: in April, 2007 Bob Wardell retired from the team and was replaced by Dick Loofburrow of Loofburrow Architects.

County elected officials were Commissioner Mike Leita, Commissioner Ron Gamache, and Yakima County Treasurer Ilene Thomson; staff members were Brad Songhurst, Director of Facility Services; Harold Delia, Yakima County Court Consultant; and Vern Redifer, Director of Public Services.

The team initially met on January 26, 2006 and subsequently agreed to meet on the first and third Thursday of each month at the First Street Conference Center. The meetings were publicized on the County's 2020 Facilities website (<http://pan.co.yakima.wa.us/cmrs/facilities/>) and many were taped and broadcasted by YCTV/Y-PAC. In all, the team met 25 times between January 26, 2006 and October 11, 2007.

### **Scope of Work**

The team's mission was to develop a 2020 Master Facilities Plan of defined County facilities that would provide the context and basis for short and long-range decision-making by the Board of County Commissioners. The facilities included in the scope were the 1941 Courthouse, 1962 Courthouse, Bearing Building, Health District Building, Main Jail Annex, Justice Center, Juvenile Justice Center, New Yakima Sheriff's Office (NYSO), 1941 Jail, Safeway Building, Pizza Hut Building, Main Jail Center, Restitution Center, and the 'A' Street Buildings. In general, these facilities are maintained and operated by General Fund revenues and many were at a point of critical disrepair with no formal strategic plan for recovery.

The team also reviewed County services housed off campus in leased space. Most notable were the Yakima County Sheriff, the Public Defender, and Law Library. Excluded from the review were non-General Fund facilities operated and maintained by Yakima County Public Services. As a whole, these facilities have been well maintained and operated and were thus excluded from the review process.

## **Methodology**

To accomplish its mission, the team created a work plan to:

1. Determine the County's space needs;
2. Evaluate existing facilities;
3. Match existing facilities to meet space needs;
4. Identify financial strategies; and
5. Develop the 2020 facilities strategic plan.

## **Work Summary**

To familiarize itself with the buildings and County functions, the team toured the buildings and reviewed prior facility studies (the 1996 Space Needs Analysis, the 2003 *1941 Courthouse Feasibility Study* & 2006 *Feasibility Study for Yakima District Health*). They also reviewed the total square footage occupied by the County (including leased space), examined staffing trends, facility revenue and expenditure history, and reviewed the County's six-year Capital Improvement Plan (CIP), which prioritizes needed capital improvements and matches them to available funding. (See 2020 Master Facilities Advisory Team notebook)

## **Summary of Site Visits of Other Counties' Facilities**

A sub-team toured remodeled and new facilities in Benton, Clark, Franklin and Snohomish counties. In all instances these counties had separated law and justice functions from administration, citing operational efficiencies and security gained by the separation. Clark and Snohomish counties built new administrative buildings and remodeled court facilities to serve law and justice. Benton County built a new law and justice center; while most administrative functions were housed separately, the Commissioners' Office and Human Resources remained in the law and justice center requiring visitors to pass through airport-type security to reach these offices. Franklin County had renovated an historic courthouse; however, by preserving or building new walls between offices, future operational flexibility was significantly reduced.

## **Determining the County's Space Needs**

The team issued surveys to and interviewed department heads and elected officials in order to identify their office space needs, "special" space needs (e.g., courtrooms, conference space) and adjacency needs—that is, identifying the internal departments with whom each department works closely and consequently need to be

located within close proximity of. The results of these surveys, coupled with the current and historical staffing levels of each department and elected office, allowed the team to create a space needs analysis. The analysis defined planning-level gross floor area needs, adjacency needs, security needs, and access needs.

Based on results of the survey and space needs analysis, the team determined that the County's law and justice functions (District & Superior Courts, County Clerk, Prosecutor, Public Defender, Treatment Alternatives to Street Crime (TASC), Law Library, Security, Sheriff and Corrections) should be housed separately from the administrative functions (e.g., Assessor, Auditor, Treasurer, HR, Public Services). The primary reasons being:

- The law and justice functions require a much higher level of security than do administrative functions;
- The law and justice functions require adjacency with one another to provide the most operational efficiency for those functions. Similarly, the administrative functions require adjacency with one another for operational efficiencies. Conversely, there is no need, nor resulting operational efficiencies, to have the law and justice functions in close proximity to the administrative functions.
- No existing county facility is large enough to house both the law and justice functions and the administrative functions.
- There is a strong need based on security and operational considerations to provide a secure corridor between the County's main jail facility and the law and justice functions.

### **New Facility – Law and Justice or Administration**

Given the need to separate the law and justice functions from the administrative functions and that no existing County facility is large enough to house both functions, the team contracted with planning and design firm NBBJ to develop costs and functional trade-offs relating to:

- Renovating the 1960s courthouse to house law and justice functions,
- Renovating the 1960s courthouse to house administrative functions, and
- Constructing a new law and justice building or a new administrative building on one of three pre-determined adjacent sites.

The results of NBBJ's work were shared with the team on March 29, 2007. Their preliminary conclusions were:

- The 1960's courthouse construction and configuration is best suited for use as administrative space as opposed to law and justice functions. The building is too small to house the law and justice functions

and the cost to do so would be equal to or greater than the cost for new construction to house those functions. The 1960's courthouse does, however, provide adequate space to house all administrative functions as well as county functions presently housed in leased space. Accordingly, it is appropriate to retain and renovate the 1960's courthouse for the administrative functions of the County.

- A new law and justice building (new courthouse) of approximately 125,000 square feet should be constructed to accommodate the law and justice functions. Construction of the new building should include a secure connection, most likely a sky bridge, to the main jail facility. Of three county-owned downtown sites considered, the new courthouse building is best sited on the Safeway site. (the property located in the northwest quadrant of the intersection of North First Street and Martin Luther King Boulevard) NBBJ estimated the project cost (including soft costs) to construct a new courthouse facility at the recommended site is \$60-\$72 million in 2007 dollars. The team has the opinion that the actual costs may be less than NBBJ's estimated cost.
- NBBJ estimated the project cost (including soft costs) to renovate the 1960s courthouse for administration is \$30-36 million in 2007 dollars. The team has the opinion that the actual costs may be less than NBBJ's estimated cost.
- Based on the observation of conditions, the first step should be to address the law and justice functions.

The team agreed with these preliminary conclusions and recommended that the County pursue a more in-depth study of a new courthouse by contracting out for the schematic design of a new courthouse. That process is currently underway.

### **Identifying Financial Strategies**

A finance sub team led by Treasurer Ilene Thomson reviewed funding options available to the County to finance a new facility. As part of that process, John Finke of the National Development Council made a presentation on 63-20 financing, a public/private means of municipal facility funding. Subsequently the team learned that 63-20 financing is not currently available for counties under one million residents. The team also reviewed the financing considerations available to the County (*see 2020 Master Facilities Plan notebook*). Possible funding sources based on existing resources were identified and included lease elimination, quantifiable net maintenance and operation cost reductions, savings from refinancing existing debt, and existing bond payoff. Preliminarily the sub team determined the County has the debt capacity to finance a new facility; however it lacks sufficient repayment sources. The sub team also reviewed possible funding sources that would

require voter approval, such as a levy lid lift or an excess property tax levy. Consequently the County may be unable to finance a new courthouse within its existing resources but could ask the voters for approval to support funding for this facility.

## **2020 Master Facilities Advisory Team Findings & Recommendations**

The 2020 team concludes that the only option is to replace and/or renovate the deteriorating, inefficient facilities that currently house the County's primary functions through the use of public financing. They further conclude that the success of this plan to a great degree is contingent upon local voter support to replace these critical facilities. Immediate actions must now commence to avoid undue and growing maintenance costs for existing facilities. All specific recommendations for the stated facilities should be immediately pursued. No future changes from the stated recommendations should be considered unless the changes take place within the following parameters:

- Review the team's findings and recommendations concurrent with the County's annual Capital Improvement Program adoption to ensure consistency between the CIP and this plan.
- Review and update this plan at such times that the County considers undertaking any capital improvements that are not consistent with the team's findings and recommendations.
- Undertake a strategic facility plan review (of similar process) every four years, commencing in 2010.

**Build a New Courthouse** - Construct a new courthouse to accommodate the law and justice functions of the County. The team concluded early on that law and justice functions must be located in a building separate from administration. Security was a chief concern: in the current facilities (1941 & 1962 Courthouses), there is almost no ability to protect citizens and staff in the courtroom environment. Furthermore, there is no ability to ensure separation of prosecutors, defendants and juries outside of the courtrooms due to the lack of space in these buildings. This creates both a security risk and potentially violates the U.S. Constitutional right to a fair and impartial trial.

Remodeling the 1960s courthouse for law and justice was considered and rejected. According to NBBJ's analysis, County law and justice functions require 125,000 ft.<sup>2</sup>, which exceeds the square footage of the 1960s courthouse. *Note: based on previous studies, the 1940s courthouse was not included in the analysis; it had already been determined that the cost of its renovation would exceed the cost of new construction.* NBBJ concluded that the courts would be best accommodated by new construction.

**Location of the New Courthouse** - Locate the new courthouse in the northwest quadrant of the intersection of Martin Luther King Boulevard and North First Street (the Safeway Building Site). The site offers both future

flexibility and the least expensive means to provide inmate transport between the main jail and the proposed courthouse via a skywalk over Martin Luther King Boulevard.

**Renovate the 1960s Courthouse for Administration** – Once the new courthouse is built, renovate the 1960's courthouse to house the administrative functions of the county. NBBJ's analysis supported this conclusion: administration's space needs were calculated at 100,000 gross ft.<sup>2</sup>; existing space in the 1960s courthouse is 99,000 gross ft.<sup>2</sup>. NBBJ concluded that a renovation was feasible for administration. In addition, the team also concluded that the renovation of the 1960s courthouse would offer functional and cost efficiencies by providing space for departments currently located outside of the main courthouse: Technology Services, Facilities Services and County Printing. These departments should move to back to the 1960s courthouse once renovation is complete.

### **Leased Facilities**

The County leases approximately 65,600 ft.<sup>2</sup> in Yakima County for a variety of programs; however, the team reviewed only the three facilities described below. During their review it became apparent there is a need for a County property management structure to oversee and manage the County's leased space. It is recommended that the County continue to evaluate the use of leased space within the parameters of this plan.

**Law Library** - The County currently leases approximately 1850 ft.<sup>2</sup> of space on the ground level of the Liberty Building in Yakima. The one-year lease renews automatically on July 1, unless a 90-day written notice prior to the end of the then lease term is given by either party. In its review of County law and justice services housed in leased space—Law Library, Public Defender and Sheriff—the team determined that the law library was best suited to be located in the new courthouse. The benefits include both cost savings (eliminating leased space) and the benefit of being located adjacent to its primary customers.

**Current Use:** Houses the law library.

**Advisory Team Recommendation:** Relocate the Law Library to the New Courthouse.

**Public Defender** - The public defender is currently housed in 8,960 ft.<sup>2</sup> of leased space at 311 N. 4th St. in Yakima, with additional non-exclusive use of the library for meeting space. The five-year lease expires June 30, 2011, with the option to renew for an additional five years through June, 2016. The team considered housing defense in either the new courthouse or the administration building. The new courthouse was considered

unacceptable because defendants might perceive this location as "part of the system," and they would be unwilling to visit a location where required security checks might reveal outstanding warrants.

**Current Use:** Houses the public defender.

**Advisory Team Recommendation:** Locate the Public Defender in the Administration Building following the renovation of the 1960s courthouse.

**New Yakima Sheriff's Office (NYSO) -** The Yakima Sheriff's office is located in three building on six acres of leased space. The buildings consist of 14,000 ft.<sup>2</sup> of administrative offices, 4,800 ft.<sup>2</sup> of evidence holding, and 28,000 ft.<sup>2</sup> of covered equipment bays. The initial lease is for seven years and can be renewed three additional times for seven years each.

**Current Use:** Sheriff's administrative office, evidence building, Search and Rescue (SAR) and equipment storage.

**Advisory Team Recommendation:** Evaluate and determine, at least two years prior to any lease extension, the feasibility of extending the NYSO current lease compared to relocating the Sheriff's operations to county-owned facilities.

## **Specific Building Recommendations**

**'A' Street Buildings -** These nine store fronts and mortuary were purchased by the County in 2003 to complete the County's downtown campus. The buildings are in an advanced state of deterioration and only minimal maintenance has been performed by the County. The existing buildings provide no short or long term benefit to County operations. The County's historical plan for this property has been to demolish the buildings to provide land for future expansion of county facilities.

**Current Use:** The buildings are vacant. A hazardous material assessment of the buildings is currently underway.

**Advisory Team Recommendation:** Demolish the buildings and then land bank the property as green space and/or a staging area for new construction until a permanent County use for the property is determined. Or allow a private investor to renovate and clean up the property at no cost to the County for up to 20 years.

**1941 Courthouse -** The building, constructed in 1941, has a gross floor area of approximately 48,000 ft.<sup>2</sup>. Deducting space used for hallways, restrooms, elevators, stairways, and mechanical rooms from that amount

leaves approximately 32,000 ft.<sup>2</sup> of usable space. The following major deficiencies have been identified: significant obstacles to handicap accessibility and ADA compliance; poor functionality and flexibility; roof needs replacing; electrical systems are at end of life; hydronic and domestic piping systems are at end of life; entire HVAC system requires replacement; there is marginal ventilation; the floors do not align with 1962 courthouse floors; and, the building structure requires significant seismic improvements mandated by current building codes. The 1996 ART study recommended that the building be removed when appropriate in the planning process. The 2003 KDF study estimated construction costs for renovating the 1941 courthouse for office space to exceed the cost of new construction. In 2007, NBBJ estimated the cost to demolish both the 1941 courthouse and 1941 jail to be from \$0.9 and \$1.1 million. The building provides a short term benefit (seven to ten years) to the County for use as surge space during new courthouse construction and renovation of the 1962 courthouse; it provides no long term benefit to the County.

**Current Use:** Law and Justice (District & Superior Courts; Prosecuting Attorney), Emergency Management, administrative functions and storage.

**Advisory Team Recommendation:** Continue to perform minimal maintenance until such time as replacement space is provided. Make no long-term capital investments and remove the building when appropriate in the planning process.

**1941 Jail** - The building, constructed in 1941, has a gross floor area of approximately 14,000 ft.<sup>2</sup> and was once the county jail. The present function of the building is limited to storage; passageways are small, and the existing jail cells cannot be remodeled or removed economically. The 1996 ART study recommended that the building be removed when appropriate in the planning process. In 2007, NBBJ estimated the cost to demolish both the 1941 courthouse and 1941 jail to be from \$0.9 and \$1.1 million. The building provides the County minimal short term benefit (seven to ten years) for use as storage.

**Current Use:** Storage for court records.

**Advisory Team Recommendation:** Continue to perform minimal maintenance to continue its current use until such time as replacement space is provided. Make no long-term capital investments and remove the building when appropriate in the planning process.

**1962 Courthouse** – The building, constructed in 1962, has a gross floor area of approximately 96,000 ft.<sup>2</sup> . Deducting space used for hallways, restrooms, elevators, stairways, and mechanical rooms from that amount leaves approximately 70,000 ft.<sup>2</sup> of usable space. The building was constructed a decade before the energy

crisis and at a time when energy costs were very modest. Since that time building operating costs have increased dramatically in conjunction with soaring energy costs. The following major deficiencies have been identified: The exterior envelope (cladding & windows) provides only a minimal thermal insulating value and the entire panel and window seal system has failed; the building's mechanical heating and ventilating system are not designed for high efficiency use and are at end of life; electrical, telecommunications, conveying and plumbing systems are also at end of life and require complete replacement; the building does not meet current life safety standards for fire protection and safety of occupants; and, the building does not meet current ADA requirements. Only modest improvements have been made to the building's heating, fire alarm and architectural systems since construction, but no substantive building renewal has occurred. Any significant building renewal must also include compliance with current building codes and accessibility regulations. Nearly all attributes of the building are at or nearing the end of service life; this fact makes complete building renovation the most cost effective option and the only practical solution to managing escalating operations and maintenance costs. The building provides a long term benefit to the County for use as administrative space.

**Current Use:** Houses administrative departments, the courts, and WSU Cooperative Extension

**Advisory Team Recommendation:** Undertake capital improvements and system renewal projects when necessary to maintain and extend the use of the building. Renovate the building as necessary once the law and justice functions are moved to a new courthouse.

**First Street Conference Center (Old Pizza Hut)** – The building, constructed in the 1960s, is a wood frame building that originally housed a Pizza Hut restaurant. It has a gross floor area of approximately 2,400 ft.<sup>2</sup>. Tenant improvements were made in 2002 to create space for the County Coroner and conferences. The plumbing, electrical, HVAC and lighting systems were retrofit on a limited basis at that time. The building provides a short term benefit to the County as the Coroner's office and as conference space.

**Current Use:** County Coroner's office, morgue and County conference space.

**Advisory Team Recommendation:** Make minimal investment consisting of recurring maintenance and repair to continue its current use.

**Health District Building** – The building was constructed in 1971 for the Yakima Health District. Other than a minor remodel, the building has remained relatively unchanged since its construction. It has a gross floor area of approximately 25,000 ft.<sup>2</sup>. Deducting space used for hallways, restrooms, elevators, stairways, and mechanical rooms from that amount leaves approximately 17,000 ft.<sup>2</sup> of usable space. A feasibility study for the building was conducted in 2006 by KDF Architects. The study identified the following major obstacles to

renovation and long term use: significant accessibility issues and ADA compliance issues; meeting current building code requirements; water intrusion at the sub-grade level of the building causes a continuous cycle of failure to the floors walls and other architectural attributes; the utility infrastructure including all major mechanical and electrical systems requires replacement; and, all architectural surfaces require replacement. The KDF study found that that extending building life by twenty years would require significant renovation at an estimated cost of \$3.2 million in 1996 dollars.

The gas-fired heating, domestic hot water boilers and chiller were all replaced in 2007 as these mechanical systems had reached their end of life. The replacement equipment selected and installed is expected to have a service life of no more than ten years. The building provides a short term benefit (seven to ten years) to the County for use as surge space during new courthouse construction and renovation of the 1962 courthouse. However, the building provides no long term benefit to the County.

**Current Use:** District Court Probation and Family Court occupy the north end of the main floor. The remainder of the building is vacant. The Health District vacated the building in 2007.

**Advisory Team Recommendation:** Perform minimal maintenance to continue its current use until such time as it is no longer needed. Make no long-term capital investments and remove the building when appropriate in the planning process. Bank the land itself for future Department of Correction needs.

**Technology Services Building (King Bearing Building)** – The building, constructed during the 1940's, has a gross floor area of approximately 6,500 ft.<sup>2</sup>. Improvements were made to the building in 2002 to accommodate the Technology Services Department. Plumbing, electrical, HVAC and lighting have all been retrofit on a minimal basis. Most major utility and mechanical systems will require renewal if the building is kept in service for an extended period. The building provides a short term benefit (seven to ten years) to the County for its current use; the building provides no long term benefit to the County.

**Current Use:** Houses the County's Technology Services department.

**Advisory Team Recommendation:** Limit expenditures to re-occurring maintenance and repairs to continue its current use until such time as it is no longer needed. Make no long-term capital investments; relocate Technology Services Department to the renovated 1960s courthouse and remove the building as appropriate in the planning process.

**Facility Services and Printing (Old Safeway Building)** - The building was constructed in 1958 as a Safeway store. It has a gross floor area of approximately 11,000 ft.<sup>2</sup>. The building was remodeled in 2002 to accommodate the Facility Services and Printing departments. Most major utility and mechanical systems will require renewal if the building is kept in service for an extended period. The building provides no long term benefit to the County.

**Current Use:** Houses County printing, Facility Services and storage.

**Advisory Team Recommendation:** Demolish the building and build a new courthouse on the property.

Relocate Facility Services and Printing to the 1960s courthouse as appropriate in the planning process.

**Justice Center** - Construction of the building was completed in 2005 to house low- and medium-security inmates. The building provides a long term benefit to the County for use as a detention corrections facility.

**Current Use:** House low- to medium-security inmates.

**Advisory Team Recommendation:** Undertake capital improvements and system renewal projects when necessary to maintain and extend the use of the building.

**Juvenile Justice Center** - The 48,000 ft.<sup>2</sup> building was constructed by the County in 1994 house the County's Juvenile Justice Programs. The building provides a long term benefit to the County.

**Current Use:** Juvenile detention and courts.

**Advisory Team Recommendation:** Continue the building's use as a juvenile detention facility. Undertake capital improvements and system renewal projects when necessary to maintain and extend the use of the building.

**Main Jail Center & Annex** - The Main jail was built in 1984 and the Jail Annex was built in 1991. The facility serves as the County's primary detention corrections center. Most mechanical and electrical distribution systems as well as control, security, communications and utility systems of the facility are at end of life and require renovations. NBBJs 2007 report on the cost of completing deferred maintenance for both buildings over 20 years would be \$27.9 million. The buildings provide a long term benefit to the County.

**Current Use:** County's main detention corrections facility.

**Advisory Team Recommendation:** Develop and implement a program of capital renewal to extend the service life of the facility and to replace antiquated security systems.

**Restitution Center** – The building was originally constructed as a bowling alley in the 1960’s and later used for commercial purposes. It was purchased by the County in 1999 and renovated for use as a low-risk rehabilitation and detention Center. The building provides a short term benefit to the County for its current use. However, the building provides no long term benefit for County inmate incarcerations.

**Current Use:** Houses the DOC training division, Home Detention program, and the County's video visiting center. No inmates are currently housed in the facility.

**Advisory Team Recommendation:** Limit expenditures to re-occurring maintenance and repair to continue its current use until such time as it is no longer needed. Use the building for additional low-risk inmate rental space, lease or sell to another jail agency, or sell to the private sector.