

# Memorandum



**Date:** June 2, 2009

**To:** Honorable Chairman Dennis C. Moss  
and Members, Board of County Commissioners

Agenda Item No.  
12(B)1

**From:** George M. Burgess  
County Manager

A handwritten signature in black ink, appearing to read "G. Burgess", written over the printed name of George M. Burgess.

**Subject:** Status Report on Use and Management of Integrated Command Facility  
(a/k/a Lightspeed)

This report is provided in response to a request by the Government Operations Committee at its meeting of March 10, 2009, for an update on the Lightspeed Facility located at 11500 NW 25 Street.

The County purchased the Lightspeed Technology Center for \$23.1 million in mid-2006 with the intention of using it to consolidate critical communications, technology and emergency response operations in a single Integrated Command Facility, or ICF. Although we always intended to phase into this building over several years, as with many other projects, the pace of development has been slowed by the current budget situation. Nevertheless, staff has been able to complete a number of needed repairs, upgrades and retrofits to the facility, initiate the phased development and occupancy plan for the facility, and equip the facility to meet operational demands during an emergency.

## Facility Description

The existing building contains approximately 198,000 square feet, distributed as follows:

- 30,000 square feet of finished office space (ready for use),
- 12,000 square feet of shipping and receiving area (loading dock area),
- 70,000 square feet of raised floor data center area,
- 8,000 square feet of Uninterrupted Power Supply (UPS) area,
- 8,000 square feet of raw space (no slab), and
- 70,000 square feet of shell space (unfinished, no utilities to space)

In addition to the building, the site contains six 2-megawatt diesel generators and fuel tanks, 175 paved parking spaces, and an additional 3.78 acres of vacant land for future parking.

## Space Programming

Following an intensive programming process, the long-term tenant mix for the ICF has been finalized to include the following functions:

- the County's 911, police- and fire-dispatch operations;
- Computer Operations Center for the Enterprise Technology Services Department;
- Public Works Department's Advanced Traffic Management System (ATMS) and Road & Bridges Division operations;
- Government Information Center (GIC) 311 Call Center;
- Command and Control operations for General Services Administration (GSA); and
- Emergency Operations Center (EOC).

Funding is not currently available for all these uses; consequently, they will be moved into the building on a phased basis over a number of years, as funding permits. We were fully aware of this reality when we acquired the Lightspeed building. However, at the time we purchased this facility we saw an opportunity to acquire a Category 5 rated, high technology facility with back-up data and power systems at a very low price. It was an opportunity we simply could not afford to pass up.

### **Non-routine Maintenance and Capital Improvements**

Since the County closed on the property in July 2006, GSA has been performing general building management and maintenance functions in anticipation of the phased space build-out and move-in of tenants. To date, GSA has expended some \$702,000 in budgeted operating funds for maintenance and capital improvements at the facility. By the end of April 2009, ETSD will have expended an additional \$960,000 in bond interest earnings to connect the building to the County's fiber network. A breakdown of these costs includes:

#### Emergency Generators:

- \$77,000 to refuel the generator tanks with a 68,000 gallon capacity – this fuel can be transported elsewhere if required in an emergency;
- \$60,000 equipment overhaul to ensure proper functionality;

#### Exterior:

- \$95,000 in roof maintenance;
- \$56,000 to clear the vacant portions of the property;

#### Building Systems:

- \$79,000 to repair and certify the fire alarm and sprinkler system;
- \$35,000 for needed security measures, including the reactivation of the card access system, installation of digital video recorders to enable remote monitoring of existing cameras, and enhancement of exterior lighting;
- \$102,000 for repairs and servicing of mechanical equipment and BMS controls;
- \$40,000 for repair of cables on two electrical transformers;
- \$90,000 in electrical upgrades/modifications;

#### Communications:

- \$960,000 to bring the County's fiber network (dual lines) to the building;
- \$45,000 for redundant telephone and data connections to provide GSA operations with back-up site during County emergencies;
- \$23,000 to equip site to serve as back-up for downtown GSA Security Operations Center to ensure continuous monitoring of 600 County intrusion alarms, and radio dispatching of contract and County security personnel.

### **Roof Repairs and Replacement**

A question was raised as to the status of roof repairs. As stated in the Manager's recommendation to the Board in April 2006, recommending approval of the purchase agreement, staff secured the services of an outside engineering firm to inspect the property. The firm, TSAO Design Group, noted the condition of the roof and that it would likely require either replacement or ongoing monthly maintenance in the range of \$5,000 to \$10,000 per month. As noted in the numbers above, staff has been able to limit maintenance expense to \$95,000 in the nearly three years since the acquisition (less than \$3,000 per month). The roof is planned for replacement later this year at a projected cost of \$2.3 million. The timing has been planned so as to coincide with the completion of rooftop antenna installations and other roof work needed for the 911 Answer Center occupancy.

### **Interim/Emergency Use**

The ICF has been managed and maintained so as to provide an alternate worksite in the event of an emergency or other critical event. Several of the improvements cited above specifically prepared the facility to house County staff or other activities should it have become necessary during the 2007 or 2008 hurricane seasons. Due to the lack of a high-capacity phone switch in the building, large-scale telephone service is lacking in the building, but the existing office and raised-floor computing areas have been available and planned for temporary usage as needed. The loading dock and surrounding maintenance areas have already been used as distribution hubs for County-sponsored donation campaigns for the 2007 Caribbean and 2008 Haitian relief efforts.

The availability of the building for emergency use will be significantly curtailed in the future, beginning with the 2009 hurricane season, due to the planned interim occupancy of a previously vacant office area on the second floor by the Miami-Dade Police Department (MDPD), and the construction project that will be underway by Spring 2009 for the 911 Answer and Police Dispatch Center.

During the Government Operations Committee meeting Commissioner Diaz suggested that space be made available for any Commissioners whose district offices are impacted by a storm. Unfortunately, this location is neither conducive nor appropriate for use as an outreach office to the public. As previously noted, the space is being prepared for 911 and other emergency operations and has not been designed to accept public traffic. Parking is extremely limited at the site, and interior circulation is not laid out in a way that facilitates either public or media access. This is especially valid given the County's need to secure emergency communications following a disaster event. Recognizing the need for Commissioners to be personally available and provide services to their constituents in the wake of a storm, staff has had arrangements in place since 2005 to provide temporary power to any district office, if requested by Commission staff.

The interim use by MDPD referred to above will enable us to relocate a unit of that department from a privately leased location into the Lightspeed Building for a period of at least one year. The current leased location has fallen into disrepair. Although the particular MDPD unit is not a part of the permanent programming for the Lightspeed property, the office areas that it will occupy are not planned for immediate occupancy. As a result, the County will save approximately \$30,000 per month in rent and utilities currently paid to a private landlord.

### **Phase 1: 911 Answerpoint, Police- and Fire- Dispatch**

The 911 Answerpoint operation is the most critical and time-sensitive element of the Lightspeed Building occupancy plan. Not only is the County's need critical to upgrade the current system, but the Lightspeed Building, as a Category 5 hurricane-resistant building, will provide vastly improved security and survivability to the 911 operation. In addition, some \$4.9 million of the project funding is provided through State of Florida grant funds that are contingent upon our completing the project by the fall of this year. As a result, although reduced funding is forcing us to scale back development plans for the building, the 911 Answerpoint operation will be kept on track and completed within the available funding. The Phase 1 development plan is scheduled for completion by October 2009, and includes:

- Miami-Dade Police (MDPD) 911 answer and dispatch operations
- Miami-Dade Fire Rescue (MDFR) 911 dispatch operation including infrastructure for future growth
- ETSD computer center for 911 and the MDPD/MDFR dispatch operations

The Phase 1 budget, included as part of the FY2008-2009 Adopted Budget and Multi-Year Capital Plan, is currently programmed at \$28.6 million to be funded from a combination of sources including E-

911 telephone fees, a grant from the State E-911 Board, bond interest earnings, and a 2009 capital asset bond issuance. The E-911 funding (grant and fees) referred to above totals roughly \$8 million and is being utilized to fund the majority of the equipment consoles and work stations for the MDPD 911 answer and dispatch operation. The remainder of the \$28.6 million budget is coming from County sources and is being utilized to fund the Fire dispatch center, needed building improvements (roof replacement, enhanced lightening protection, transformer repairs and replacements), as well as extensive infrastructure improvements specifically required to support 911 operations, e.g. connection to the County's fiber network, cable TV, and the 911 MetroNet network, IT installation of fire suppression and alarm systems, electrical and data wiring and surge suppression to support the 911 workstations, and HVAC improvements.

In order to complete the project by October 2009, as required by the grant programs, the work is being performed through a combination of County staff and contract resources. In accordance with Florida Statute 255.20, an item requesting authorization for the General Services Administration to use its own employees for this project will be presented to the Board next month. Modifications to existing contracts for goods and services may be required in some cases, and will also be brought to the Board for consideration in the coming months.

#### **Phase 2: GSA Command and Control operations**

Immediately following the completion of Phase 1, GSA will proceed with the relocation and consolidation of two separate continuous-operation (i.e. 24 hours per day, 365 days per year) departmental control centers from two existing sites to a single combined operation at the ICF. One of these – the Security Operations Center – is located in the basement of the Miami-Dade Cultural Center, and is responsible for monitoring security alarm systems in over 600 County facilities, operating a radio-dispatch operation for County and contract security personnel, and coordinating emergency responses to alarm incidents. The second operation – the BMS Control Room – is located in the GSA Central Support Facility and monitors building management and environmental control systems in over 20 GSA facilities. The technology advances of the last ten years now make it possible – and beneficial – to create a single center capable of administering and monitoring all types of intrusion and fire alarms, CCTV and other camera systems, building environmental controls, and access control systems. Locating the operation at the ICF will increase its operational reliability – these operations currently vacate downtown in the event of major storm events – and provide closer interaction with emergency response agencies, e.g. police and fire. The project is funded through a combination of departmental operating revenues and a \$600,000 GOB project in the Building Better Communities Bond Program. A recommendation to change the location of the GOB project (from the current downtown location to the ICF) will be brought to the Board in the coming months.

#### **Future Development and Occupancy**

Future phases of development and/or occupancy are contingent upon funding availability, not only for the build-out of the facility, but to install the new phone switch needed to accommodate additional staff, and the added parking necessary to meet zoning requirements. The planned October 2009 completion of Phase 1 of the facility development plan will result in the build-out and occupancy of approximately two-thirds of the facility's raised floor area. In addition, the interim arrangement reached with MDPD allows them to occupy all remaining available space in the loading dock and receiving areas, as well as about ½ of the available office space on the building's second floor. The remaining vacant areas are expected to be occupied by a combination of the 311 Answer Center, ETSD's Computer Operations Center and the Public Works' Traffic Management Center. The limitations imposed by the cost to renovate the raised floor area, to replace or supplement the building's existing phone systems, and to increase existing on-site parking will severely limit any further interim use of the building.

In order to move forward on the development of the facility in the most effective manner possible, staff will be issuing a solicitation for the services of a systems integration firm that will oversee the planning, design and implementation of all future phases of facility development, e.g. the 311 Answer Center, ETSD's Computer Operations Center and Public Works' Traffic Management Center and Emergency Operations Center (EOC). In the post-911 era, the use of a systems integrator is becoming a common means of developing high-end technology, security and emergency communications facilities, both at the federal (Department of Homeland Security) and state/local level. Such firms assume complete responsibility for coordinating overall design and development to meet customer requirements. Increasingly, no one technology can solve critical homeland security problems. The integrator works with a variety of technology vendors in areas such as systems intelligence, understanding system vulnerabilities, interoperable crisis management and public safety communications. Additionally, the integrator will supplement its design team as necessary to address specific requirements of the development plan, e.g. advanced traffic management systems. All building systems and equipment will be delivered, installed and fully commissioned to the highest level of performance and interoperability. By selecting a systems integrator for the remainder of the development project, even future unfunded portions, we ensure this unity of responsibility.

The initial scope of work for the systems integrator will be limited, due to funding constraints. The firm will work with staff to finalize the long-term development plan for the facility, including both interior space and the site as a whole. The systems integrator will create a detailed security and survivability plan for the facility, which will include such tasks as a redesign of electrical and back-up power systems to improve reliability and survivability in the event of a natural or other disaster. In addition, the integrator will work with staff to develop standards that will ensure the interoperability of the County's existing and future security and communications systems (both at Lightspeed and other County facilities). Available funding in the amount of \$1 million has been identified from departmental operating funds for this initial phase of work by the systems integrator. Subsequent work authorizations for the systems integrator will be made on a task-by-task basis, as funding becomes available for specific ICF development phases, e.g. the Public Works Department's Traffic Management Center.

  
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Director, General Services Administration