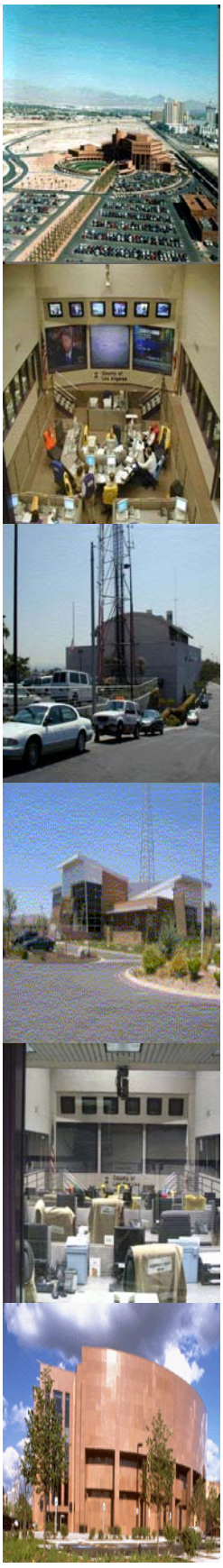

REGIONAL PUBLIC SAFETY COMPLEX
REVISED BUSINESS PLAN

May 27, 2008

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EXECUTIVE SUMMARY

The Las Vegas/Clark County region is the largest metropolitan area in the state of Nevada with a population of over 1.9 million residents and a transient tourist population that often exceeds 250,000 visitors per day. More than two decades of unprecedented population growth has resulted in an increased demand for public safety and emergency response services coupled with the rapidly evolving demand for enhanced and expanded local emergency response capabilities to meet the public safety and security requirements subsequent to the terrorist events of September 11, 2001. Currently, the Las Vegas Valley lacks a comprehensive public safety complex for the county's multiple jurisdictions to perform regionalized counter-terrorism planning, training and general emergency management activities.

In 2006, the City of Las Vegas, Clark County and the Las Vegas Metropolitan Police Department initiated discussions about the need for a regional facility to provide a range of public safety functions to include counter-terrorism planning, training and general emergency management activities. Concurrently, as part of Clark County's Local Emergency Planning Committee's Urban Area Security Initiative strategic activities, Clark County's Office of Emergency Management and Nuclear Waste Division commissioned an analysis of the feasibility of leveraging local emergency response capabilities though the construction of a new Regional Emergency Operations Complex (REOC). The Clark County REOC Feasibility Study Report was released in October 2006. Specifically, this report found that there was "enough commonality of interest, goals, and objectives among all of the jurisdictions to proceed forward to an in-depth assessment and business plan for a new regional EOC" (UER 2006). Subsequently, the City of Las Vegas, the Las Vegas Metropolitan Police Department, and Clark County convened an expanded Working Group including representatives from police, fire and emergency response agencies from the cities of Las Vegas, North Las Vegas, Henderson, Mesquite, as well as Clark County and the Regional Transportation Commission for the purpose of preparing a business plan for a new REOC. As a result of the Working Groups planning activities, the scope of the facility was expanded to include not only a new REOC but also a combined public safety communications center for dispatching police, fire and emergency medical service (EMS) resources; and an on-site training facility for public safety personnel. On April 15, 2007, the RPSC Business Plan was submitted to Clark County and the cities of Las Vegas, North Las Vegas, Henderson, and Mesquite. Subsequently, on May 10, 2007, the RPSC Business Plan was approved by the Southern Nevada Regional Planning Coalition (SNRPC) Technical Committee with the recommendation that it be forwarded to the SNRPC Board. On May 24, 2007, in a unanimous vote the

SNRPC approved the RPSC Business Plan. On August 20, 2007, the SNRPC Planning Committee at the request of the Regional Public Safety Working Group opened nominations from all Clark County jurisdictions for sites to be considered for a regional public safety center. The jurisdictions were provided a list of siting criteria and their relative weights to be utilized in their site selection process. These criteria were developed by the Regional Public Safety Center Working Group as part of this Business Plan.

Seven sites were nominated by Clark County and one site by the City of Las Vegas at the September 24, 2007 meeting of the SNRPC Planning Directors. The consultant team then evaluated the sites and ranked them according to the criteria that was developed by the Regional Public Safety Working Group and submitted a 326 page report to the working group for their consideration on October 8, 2007. The Working Group reviewed and discussed the site analysis report and recommended that two sites, Site 8- Deer Springs and Shaumber nominated by the City of Las Vegas and Site 6 – Sahara and Hollywood nominated by Clark County be forwarded to the SNRPC TEC Committee for further consideration. The SNRPC Planning Directors noted that Site 8 – Deer Springs and Shaumber received the highest ranking according to the criteria evaluated.

The details and findings from the site selection process are provided in the RPSC Review of Potential Sites Final Report Summary that was released on October 11, 2007. Subsequently, Clark County withdrew one site and asked that another site be evaluated and analyzed in comparison to the site proposed by the City of Las Vegas. These two sites were evaluated using the siting criteria developed by the working group and the findings from that evaluation can be found in the RPSC Review of Site 8- Deer Springs and Shaumber and Site 9 – Patrick and Jones Final Report Summary that was released on January 29, 2008.

This business plan details the process used by the Working Group and outlines the legal, siting, design and financial cost that will be associated with pursuing the construction of a new regional public safety complex (RPSC). It outlines a phased plan to incorporate all of the key public safety components that have been identified by the Working Group on a regional public safety campus that would allow multiple jurisdictions to leverage their public safety resources. Specifically, this business plan delineates a three phased project to build a regional public safety campus comprised of a fusion center to collect, analyze and disseminate intelligence information; a new REOC to serve as an incident command center for multiple agency response to large-scale emergencies/disasters and for larger more complex

incident management situations; a joint regional 9-1-1 dispatch facility for police, fire and EMS; and a training center for public safety first responders including firefighters, police officers, paramedics and ancillary responders including public works crews, public utility company crews and civilian volunteers.

The mid-range construction costs associated with the proposed Phase I of the RPSC to include a new REOC, Intelligence Fusion Center, Deployment Operations Center, Critical Infrastructure Protection Program Center, Area Command Center, office space for day-to-day operations, and the All-Hazard Regional Multi-Agency Operations and Response (ARMOR) Unit are estimated to be $22,500,000. The mid-range construction costs associated with the proposed Phase II of the RPSC to include an integrated, multi-jurisdictional 9-1-1 Center and Dispatch are estimated to be $10,200,000. The mid-range construction costs associated with the proposed Phase III of the RPSC to include an Armor Training Facility, a low-speed Public Safety Driving Track, and Public Safety Training and Meeting Rooms are estimated to be $5,400,000. For all phases the proposed mid-range facility construction costs are $38,100,000.

1.0 INTRODUCTION

For almost two decades, the Las Vegas Metropolitan Statistical Area (MSA) has experienced some of the most rapid growth in the nation, growing from a population of approximately 463,000 in 1980 to approximately 1.9 million today. Spurred by a vibrant economy and attractive tax structure, residents and businesses have teemed into the Las Vegas Valley accelerating the demand for local government services. The pressure from this growth can be most readily seen in the area of local public safety and emergency response. Since 1980, public safety and emergency response expenditures across the cities of Las Vegas, North Las Vegas, Henderson, Mesquite, Boulder City, and Clark County have increased significantly as they have accommodated the rapid growth within the Las Vegas Valley. Clark County and the incorporated cities within its boundaries have done an exceptional job of not just maintaining, but also growing their level of public safety and emergency response services. This challenge of meeting public safety needs has grown exponentially as the Las Vegas Valley has become a major international city.

Added to the pressure of such rapid growth, over such a long duration, local governments throughout the Las Vegas Valley have been asked to provide an unprecedented array of enhanced and new emergency response

capabilities to meet the challenges of providing for the public's safety and security in a post-September 11th, 2001 environment. These services run the gamut from enhanced hazardous material response capabilities that now must be able to address not only accidental releases but deliberate man-made events, to the need to provide locally based intelligence that can help prevent a terrorist event.

It is within this climate where local government public safety and emergency response capabilities have been stretched to their limit, that the U.S. Department of Energy (DOE) has proposed shipping spent nuclear fuel (SNF) and high-level nuclear waste (HLNW) through Clark County and several of its jurisdictions to a proposed permanent repository at Yucca Mountain, Nevada. This shipment campaign may funnel as more than 77,000 metric tons of the most deadly material known to man through one of the nation's most rapidly growing urban corridor.

In March 2005, the Nevada Commission of Homeland Security identified the need to compile and analyze existing vulnerability assessments of Nevada's Critical Infrastructure and Key Resources (CI/KR) and complete an initial State Wide Threat-Based Vulnerability Assessment for FY 2006. The Commission designated the University of Nevada Las Vegas Research Foundation (UNLVRF) and its Institute for Security Studies (ISS) to perform the assessment. One of the recommendations in the State-wide Threat-Bases Vulnerability Assessment was "the development of a Clark County Emergency Operations Center and Public Safety Training Center."

In 2006, the Local Emergency Planning Committee incorporated assessing the need for an REOC as part of its Urban Area Security Initiative Strategic Plan, which provides the basis for annual Homeland Security funding within Clark County. Concurrently, representatives from the City of Las Vegas and Clark County began preliminary discussions to explore the feasibility of a REOC. In response to these initiatives, the Clark County Nuclear Waste Division and the Office of Emergency Management along with the Nevada Department of Public Safety sponsored a feasibility study to determine whether Clark County and its jurisdictions could leverage and coordinate emergency response resources through the construction of a new REOC. The results indicated that there was broad support for constructing a new REOC and "enough commonality of interest, goals, and objectives among all of the jurisdictions to proceed forward to an in-depth assessment and business plan for a regional EOC" (UER 2006).

Subsequently, on November 15, 2006, at the annual Hazmat Explo Conference that was held at the Orleans Hotel, public safety representatives from across all Clark County jurisdictions discussed the findings and recommendations from the Clark County Regional Emergency Operations Center Feasibility Study and recommended going forward with the development of a business plan. In a joint initiative, the City of Las Vegas, Clark County, and the Las Vegas Metropolitan Police Department convened an expanded Working Group to oversee the development of the business plan that included representatives from public safety agencies across all jurisdictions and the Regional Transportation Commission. Table 1 identifies the members of the expanded Working Group. The City of Las Vegas also contracted with a consultant team led by Urban Environmental Research to prepare the business plan. A description of the team is included in Appendix A. The Las Vegas Metropolitan Police Department also retained Urban Environmental Research to provide facilitation support for the expanded Working Group.

Table 1 Working Group

Kathy Suey, Homeland Security Bureau Deputy Chief	Las Vegas Metropolitan Police Department
Csaba Maczala	Las Vegas Metropolitan Police Department
Tom Monahan	Las Vegas Metropolitan Police Department
Mike McCrimon, Lieutenant	Las Vegas Metropolitan Police Department
Janelle Kraft, Director Budget Office	Las Vegas Metropolitan Police Department
Paula Rivera	Las Vegas Metropolitan Police Department
Jeff Wells	Clark County Administrative Services
Jim O'Brien, Manager	Clark County Office of Emergency Management & Homeland Security
Carolyn Levering	Clark County Office of Emergency Management
Fernandez Leary, Assistant Fire Chief	Clark County Fire Department
Irene Navis, Manager	Clark County Nuclear Waste Division
Gene Campbell, Assistant Fire Chief	Las Vegas Fire Department
Tim McAndrew, Emergency Management Officer	Las Vegas Office of Emergency Management
Barbara Doran	Las Vegas Metropolitan Police Department Communications Center (MetroCom)
Patricia Lofft, Emergency Management Coordinator	North Las Vegas Office of Emergency Management
Dan Lake, Detention Sergeant	North Las Vegas Police Department
Michael Cyphers	Henderson Office of Emergency Management

David Petersen	Mesquite Fire Department
Jeff Mills	Regional Transportation Commission

The addenda business plan that follows integrates the product of the Working Group with subsequent refinements as to the functions of the facility that have been agreed to based on ongoing discussions between Clark County, City of Las Vegas, and the Las Vegas Metropolitan Police Department.

1.1 Organization

Chapter 1 of this report identifies the organizational structure of this business plan, presents the objectives of the Working Group and describes the process undertaken by the Working Group. Chapter 2 describes the functions that are included in the regional public safety facility described in this business plan as well as the facility assessment process that was used to identify these functions.

Chapter 3 "examines the legal authority for the joint establishment by local governments[1] of a Regional Emergency Operations Complex (REOC) facility, and also touches upon the legal options for the creation of a regional entity charged with the same mission" (KKBR&F legal memorandum 2007). Specifically, the legal memorandum reviews the statutory framework for cooperative agreements; the mechanism for financing of governmental facilities; the governing framework for emergency service within Nevada, and the legislative process and schedule within the State of Nevada.

Chapter 4 discusses the Working Groups' methodology for selecting siting and design criteria and identifies the weighted siting criteria and design considerations that have been proposed for the RPSC.

Chapter 5 summarizes the Working Groups' review of potential funding sources that could be available to fund the proposed regional public safety facility. Chapter 6 provides a detailed cost breakout for the proposed regional public safety facility, while Chapter 7 provides recommendations on the next steps in the planning process for pursuing a proposed regional public safety facility for all of the jurisdictions within Clark County.

[1] The term "local government" is used broadly in this document to include counties and cities. In addition to the term "local government", the Nevada Revised Statutes (NRS) use various terms such as "political subdivision", "public agency" and others that include counties and cities. For simplicity, "local government" is used here.

1.2 Objectives and Mission Plan

When the Working Group was convened on December 20, 2006, initial discussions focused on identifying the groups' goals and missions. After wide ranging discussions about the current and future emergency response needs across the Las Vegas Valley, the Working Group decided by consensus at their second meeting on December 27, 2006 to focus on developing the business plan around the functions that should be incorporated into a new regional public safety complex (RPSC). These functions included:

- Incident coordination and support
- Resource tracking
- Incident information collection
- Incident information analysis and dissemination
- Joint information center activities (as defined by NIMS)
- Area command (as defined by NIMS)
- Primary 9-1-1 center and dispatch
- Intel/Fusion Center / Information Dissemination
- ARMOR Unit
- Training and meeting rooms
- Deployment operations center / 24-hour fusion center
- ARMOR training facility
- Office space for day-to-day operations (may only be staffed for alternate 9-1-1, ARMOR)
- Critical infrastructure protection program
- Public safety driving track / training (low speed / specialty driving track)

1.3 Process

A series of five meetings of 1.5 to 5 hours each, were held between December 20, 2006 and February 14, 2007 by the Working Group (see Goals and Objectives, agendas, and meeting summaries attached as Appendices B, C, and D) to receive information from and provide guidance to the consultant team for preparation of this business plan for constructing a RPSC. A professional facilitator, Ms. Terry Murphy, of Strategic Solutions was retained to facilitate and record the Working Group sessions. In addition, Ms. Paula Rivera, of the Las Vegas Metropolitan Police Department provided meeting summaries of each session that were reviewed and accepted by the Working Group at the following meeting.

At the first session on December 20, 2006, the overall goals and objectives for the business planning process were outlined by Dr. Sheila Conway, of

Urban Environmental Research (Appendix B). At the second meeting on December 27, 2006, after extensive discussion by the Working Group, the nature and functions of the proposed facility were expanded to include not only a new REOC but also a fusion center, regional dispatch facility, and a public safety training facility.

Subsequent meetings on January 10, January 24 and February 14, 2007 included briefings from emergency management experts from Washoe County, Nevada and King County, Washington, who have experience in successfully designing and constructing a RPSC similar to what is proposed in this business plan. In addition, the consultant team provided presentations to the Working Group on a variety of related topics including legal issues associated with building a RPSC; siting and design considerations; and an analysis of compatible functions. The Working Group participated in wide ranging discussions of these issues and provided guidance to the consultant team on the development of this business plan. Decisions on what to include within this business plan were largely done through consensus, although the weighting for the siting criteria was done through a voting process.

2.0 FACILITY ASSESSMENT

As noted above, the intent of this chapter is to outline functions that would likely be included in the proposed RPSC. Identification of these functions was developed using a stepwise process that included the review of similarly-situated facilities in comparable communities and a consensus-building session with Working Group members. Importantly, Working Group members came with extensive knowledge regarding regional public safety operations both in Nevada and throughout the United States. To assist in this process, professionals involved in the development and on-going operations of the Washoe County, Nevada Emergency Operations Center and the King County, Washington Communications and Emergency Coordination Center were also invited to provide presentations on their respective experiences to the Working Group.


Washoe County Emergency Operations Center

Just as no two communities are exactly alike, no two emergency operations centers are exactly like. This is true both in name and in functions. This having been said, whether it is Chicago's $217-million Office of Emergency Management and Communications facility, New Jersey's recently-completed, $24-million Regional Operations Intelligence Center, or Washoe County, Nevada's $5.8 million Regional Public Safety Center, the dynamics and purpose of the physical building tend to have more features that make them similar than different. Boiled to its essence, each is a physical location where an


King County Communications and Emergency Coordination Center

organization comes together during an emergency to coordinate response and recovery actions and resources or where advance planning and readiness efforts are undertaken. Regardless of their respective titles, this is where the coordination of information and resources takes place. Importantly, these regional public safety facilities are not incident command posts; rather, it is the operations center where coordination and management decisions are facilitated.

A properly designed regional emergency operations center serves as an effective and efficient facility for coordinating emergency response efforts. Further, each facility is designed uniquely to reflect the region's risk profile as well as its degree of integration with other public safety functions (e.g., dispatch). Common and locally-required functions were identified by the Working Group. Following this brainstorming session, Working Group members voted as to whether or not they believed a regional public safety complex in Clark County should include such functions. Table 2 below briefly outlines each of these functions.

Table 2 Summary of Key Functions Identified for Regional Public Safety Facilities

Function	General Definition / Summary
1. Incident Coordination and Support	A standardized emergency management function specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. Incident coordination requires the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. This function is used for all kinds of emergencies and is applicable to small as well as large and complex incidents.
2. Resource Tracking	Generally speaking, resources are defined as: personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center. In turn, resource tracking and management includes those function that result in efficient ability to identify and utilize available resources. Incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource

Function	General Definition / Summary
	management under the NIMS includes mutual-aid agreements; the use of special Federal, state, local, and tribal teams; and resource mobilization protocols.
3. Incident Information Collection	In the event that an emergency does take place, the ability to have a central location of collecting and reporting information will be important. Many regional public safety facilities are designed to fulfill this function.
4. Incident Information Analysis and Dissemination	In addition to the collection of incident-related information, it is also important in the event of an emergency that resources are available to analyze the information about the incident and to disseminate that information to cooperating agencies. Again, these are function commonly provided by regional emergency operations centers and other regional public safety facilities.
5. Joint Information Center Activities	A joint information center, sometimes referred to as a "JIC" is a facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies collocate at the JIC. The joint information center operates as in a broader joint information system, which, as defined by NIMS, integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the system is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of incident commands; advising the incident commands concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.
6. Area Command	As defined by NIMS, an area command is an organization established (1) to oversee the management of multiple incidents that are each being handled by an incident command system organization or (2) to oversee the management of large or multiple incidents to which several incident management teams have been assigned. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area command becomes unified area command when incidents are multijurisdictional. Area command may be established at an emergency operations center facility or at some location

Function	General Definition / Summary
	other than an incident command post.
7. Primary 9-1-1 Center and Dispatch	A 911 Dispatch Center handles emergency calls and critical response dispatching for police, fire, and emergency medical service agencies. Delivering time-sensitive alerts from the dispatcher to mobile units is imperative in responding quickly to every emergency situation.
8. Intelligence Fusion Center/Information Dissemination	A fusion center is generally defined as two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing their ability to detect, prevent, investigate, and respond to criminal and terrorist activity. Among the primary focuses of fusion centers are the intelligence and fusion processes, through which information is collected, integrated, evaluated, analyzed, and disseminated. Nontraditional collectors of intelligence, such as public safety entities and private sector organizations, possess important information (e.g., risk assessments and suspicious activity reports) that can be "fused" with law enforcement data to provide meaningful information and intelligence about threats and criminal activity. It is recommended that the fusion of public safety and private sector information with law enforcement data be seen as virtual through networking and utilizing a search function.
9. ARMOR Unit	An ARMOR unit is a tactical branch of public safety functions that include heavy weapons and other machinery and equipment required to handle various emergency situations.
10. Training and Meeting Rooms	Emergency response requires collaboration and significant training. Often times regional emergency operations centers and other regional public safety facilities provide space for these activities.
11. Deployment Operations Center	A deployment center provides a central point of coordination and command for deployed resources.
12. ARMOR Training Facility	ARMOR units, such as those noted in Item 10 have specific training requirements. These include indoor and outdoor operational simulation facilities, training rooms, and conferencing capabilities.
13. Office Space for Day-to-Day Operations	Although the day-to-day operations of an emergency operation center are more limited, most centers provide working and meeting space, permanent facility staff and accompanying resources.

Function	General Definition / Summary
14. Critical Infrastructure Protection Program	The term "critical infrastructure protection" (CIP) pertains to the proactive activities for protecting critical infrastructures: the people, physical assets, and communication/cyber systems that are indispensably necessary for national security, economic stability, and public safety. CIP methods and resources deter or mitigate attacks against critical infrastructures caused by people (e.g., terrorists, other criminals, hackers, etc.), by nature (e.g., hurricanes, tornadoes, earthquakes, floods, etc.), and by HazMat accidents involving nuclear, radiological, biological, or chemical substances (i.e., all hazards). Plainly stated, CIP is about protecting those invaluable assets that make life, liberty, and the pursuit of happiness a national reality.
15. General Government Information/Call Center	Many communities provide phone numbers for government information and non-emergency services. These one-stop shops provide a vast array of information to residents, business owners, and visitors and utilize a communications infrastructure similar to that in a 911 emergency call center.
16. Public Safety Driving Track/Training Center (Low Speed Specifications)	Tactical operations and equipment training require a facility that allows users and responders to become proficient well in advance of an incident. Driving tracks are designed to allow these public safety and emergency management professionals to undertake such training in a controlled environment.

Although design and development were beyond the scope of this exercise, Working Group members were asked to provide a general framework for how the facility and its identified elements might be configured. Figure 1 on the following page provides this very preliminary schematic based on this discussion and information available from other similar facilities. Table 3 below summarizes the general characteristics of the facility, including functions, square footage and acre requirements.

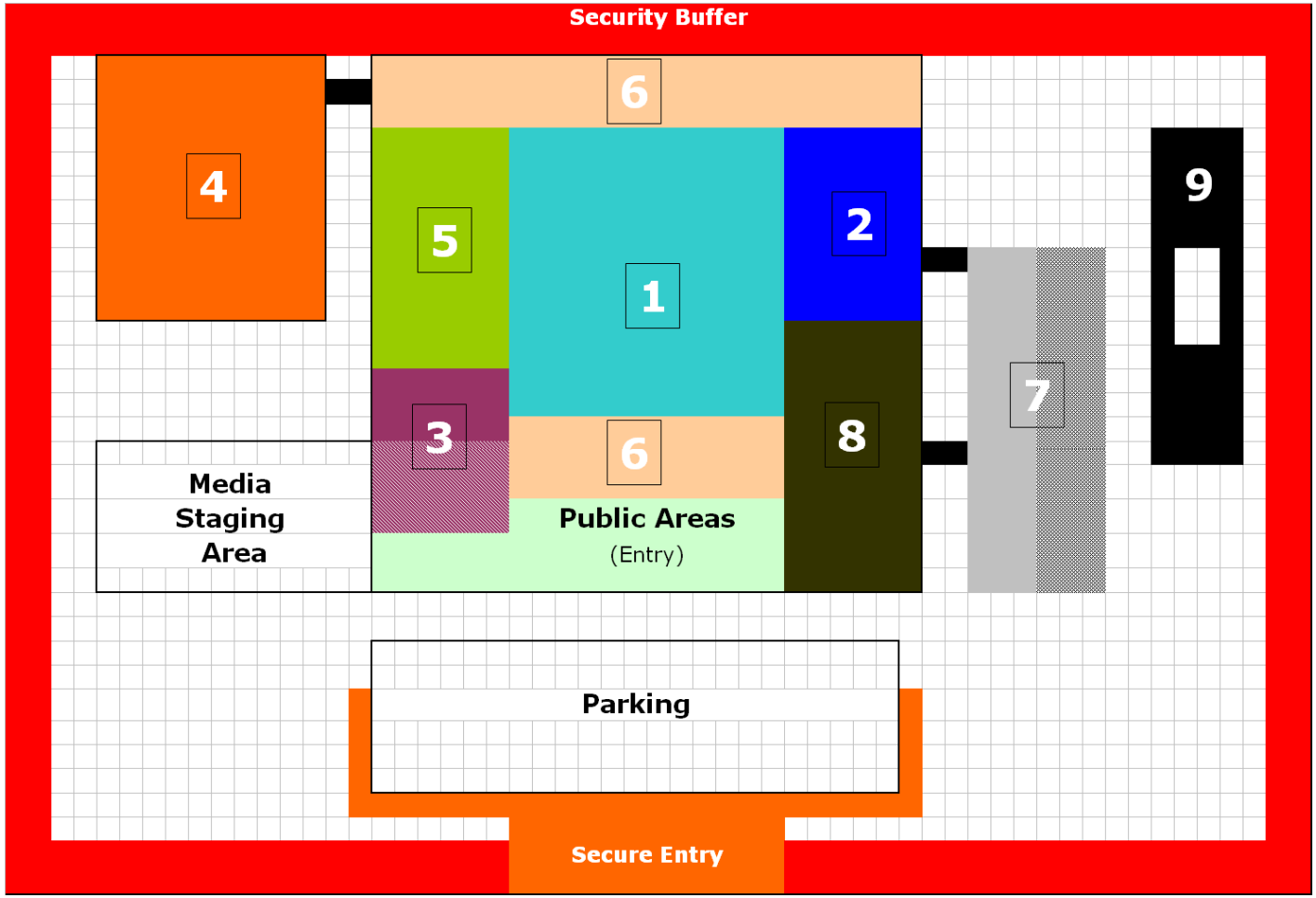
Table 3 Design Characteristics of Regional Public Safety Complex

Layout Ref.	Elements (Functions)	General Facility Requirements	Estimated Sq. ft. Requirement	Estimated Acreage Requirement *
1	a. Incident Coordination and Support Faculties b. Resource Tracking Facilities c. Incident Information Collection Facilities d. Incident Information Analysis and Dissemination Facilities	Identified functions all have generally similar space requirements. Elements require a large central space, sometimes referred to as a central control area, war room, or nerve center. Space must be highly flexible, have room for a number of workstations, be heavily integrated with communications, technology and video infrastructure. The facility should be centrally located within the building and should be adjacent to meeting rooms, the JIC, and other collocated facilities. The facility should be isolated from areas accessible and/or visible to the public and/or media. Facilities must have substantial parking and access control is control, both interior and exterior, is considered critical.	12,500 to 22,500 sq. ft.	2 to 6 acres
2	a. Area Command Center	The area command center should be integrated with, but distinct from the facility component described above. The area command should have separate controlled access points. The facility should also be adjacent to meeting rooms and requires the same communications, technology and video infrastructure.	4,500 to 9,500 sq. ft.	1 to 3 acres
3	Joint Information Center	The joint information center or JIC is the central point of information dissemination. The element will require two key elements: 1) a secure area for elected officials and other high-ranking official briefings and preparations and 2) a public area able to accommodate the media and where media briefings can occur. The JIC must be designed to accommodate all types of press conferences and to allow media to be able to efficiently and effectively convey information through print, radio, video and Internet channels.	Briefing area: 1,000 to 2,000 sq. ft. Indoor media area: 1,500 to 3,000 sq. ft. Outdoor media staging area 10,000 to 50,000 sq. ft.	0.5 to 2 acres
4	a. Primary 9-1-1 Center and Dispatch	Element must be a standalone, secure facility. Although it may be integrated into the same campus and even the same building, the 9-1-1 center and dispatch	18,000 to 28,000 sq. ft.	3 to 5 acres

Layout Ref.	Elements (Functions)	General Facility Requirements	Estimated Sq. ft. Requirement	Estimated Acreage Requirement *
		facility should have it own entrance and be sufficiently isolated from the other elements such that, in the event of an emergency situation, there is no threat to its operations and no potential for encroachment. Technological infrastructure and conducive working environments are both essential elements for design.		
5.	a. Intelligence Fusion Center/Information Dissemination b. ARMOR Unit Housing Facilities c. Deployment Operations Center d. Critical Infrastructure Protection Program	This group of functions should have its own operating area, that should be integrated with the other uses but have separate controlled access. This facility will be used on more of an on-going basis and will be designed to provide some command and control elements as well and significant data review and analysis functions.	12,500 to 22,500 sq. ft.	1 to 3 acres
6.	a. Training and Meeting Rooms	Nearly every other function identified in this analysis has meeting and training requirements. It is important that training rooms be fitted with appropriate technology and communications infrastructure. These facilities should be multi-purpose and flexible in design. It would be a plus to have rooms that could expand and contract as necessary and appropriate; however, controlling noise is also an important consideration.	Not less than 3 meeting rooms with sizes ranging from 700 sq. ft. to 3,000 sq. ft. Total estimated space requirements 2,000 to 5,000 sq. ft.	0.5 to 1 acres
7.	a. ARMOR Training Facility	Element must include indoor and outdoor components and must be sufficiently flexible to allow for a variety of situational training exercises. Facility needs to be separate from the balance of the elements and should be its own building with controlled access.	Indoor element: 2,000 to 5,000 sq ft. Outdoor element: 5,000 to 7,000 sq. ft.	1 to 3 acres.
8.	a. Office Space for Day-to-Day Operations	Element should include sufficient space for day-to-day operations for jurisdictional activities located at the facility. This should include a secure entry, office space, break room, kitchen, meeting rooms, and other similar facilities.	3,750 to 7,300 sq. ft.	0.5 to 1 acres
9.	a. Public Safety Driving Track/Training (Low Speed)	This is an outdoor element, although it may have a “hanger type” feature designed to allow some protection of equipment from the elements. Element must have enough space for maneuvering, staging, and training exercises.	2,500 to 5,000 sq. ft.	2 to 5 acres

* Note the estimated acreage is not cumulative, since some of these functions can be shared or the property could be vertically integrated.

Figure 1 Preliminary Facility Layout*



Note: This exhibit is intended to demonstrate the elements of the proposed facility and their relationship to one another. It is not drawn to scale, nor is it intended to reflect the ultimate design of any structure or group of structures.

* Please refer to Table 3 above for a description of individual functions by their number.

3.0 LEGAL AUTHORITY

The starting point for any analysis involving local government authority must begin with the state. Ultimately, all regional and local governments are political subdivisions of the state and gain their authority from the state.[2] Nevada Revised Statutes (NRS) provide for the joint performance or consolidation of services and facilities of local governments, including the joint financing of facilities.[3] Such activities are normally done through cooperative or interlocal agreements, but may also be provided through the adoption of special acts by the Nevada Legislature. Below is a discussion of the full range of options. Although no participating government entity has committed to any form of agreement at this time, the Working Group, after considering the options, identified using an interlocal agreement as outlined in section 3.1.5 as the most appropriate option. The Working Group indicated that they did not believe a new legal entity for financing needed to be established as discussed in section 3.1.2. The Working Group also rejected the concept of consolidation as not necessary as discussed in section 3.1.4.

3.1 Cooperative Agreements

Chapter 277 of the NRS provides the statutory framework for the joint or cooperative enterprise of local governments via cooperative agreements.

3.1.1 Performance of Governmental Functions

Specifically, NRS 277.045 grants local governments the authority to enter into cooperative agreements for the performance of any governmental function. The agreement may include the furnishing or exchange of personnel, equipment, property or facilities of any kind. Each participating local government must adopt the agreement by a formal resolution or ordinance, and must provide for any expenses incurred under the agreement within its annual budget if not made available through grant, gift or other source.[4]

This specific statutory authorization does not provide for the creation or financing of a new facility, but merely permits the joint use of existing property and facilities. The intent of this statute is to provide a simple procedure for the joint performance of certain functions that do not rise to

[2] See generally, Art. 8, Nevada Constitution, Titles 20 & 21 of the NRS.
[3] See generally, NRS Chapter 277.
[4] Id.

the level of full consolidation or require the need for the establishment of a new facility or entity. A more structured arrangement is provided within Chapter 277 for cooperative agreements that encompass the establishment of facilities and/or entities.

3.1.2 Financing Governmental Facilities

State law also grants specific authority to local governments to enter into cooperative agreements for borrowing money to finance a facility.[5] A facility may include, among other things, buildings and equipment, and the furnishings, appurtenances and other items financed in connection with the buildings and equipment.[6] The agreement must designate the issuer of the financing, and the issuer may issue revenue securities to finance the facility on behalf of the borrowing local government.[7]

The agreement may create a separate legal or administrative entity to administer the borrowing or to administer the proceeds, in which case the agreement must specify the composition and powers of the governing body of the entity.[8] Note that this authority is granted only to create an entity to administer the financing. No authority is provided within these specific statutory provisions to create an entity to manage the operations or services provided within the facility.

However, nothing prohibits the use of the statutory authority provided in NRS 277.045 (summarized above regarding for the joint performance of governmental functions) in conjunction with these facility financing provisions. Consequently, local governments may enter into one cooperative agreement for the financing of a facility, and enter into a second cooperative agreement for the joint performance and operation of a RPSC.

3.1.3 Interlocal Cooperation Act

Yet another alternative provided under Chapter 277 of the NRS is encompassed within sections entitled the Interlocal Cooperation Act.[9] The purpose of this Act is to permit local governments "to cooperate with other local governments on a basis of mutual advantage and thereby to provide

[5] See generally, NRS 277.0705-0755.
[6] NRS 277.0715.
[7] NRS 277.074 & 0745.
[8] Id.
[9] See generally, NRS 277.080-180.

services and facilities in a manner and pursuant to forms of governmental organization which will best accord with geographic, economic, population and other factors influencing the needs and development of local communities."[10]

The Interlocal Cooperation Act provides three different methods for local governments to cooperate and otherwise share services and responsibilities: 1) consolidation; 2) the joint exercise of powers; and 3) interlocal contract for the performance of services.

3.1.4 Consolidation & Joint Exercise of Powers

Consolidation and the joint exercise of powers are similar in many ways and, in fact, both methods may be used for the same type of cooperative action. For example, combining emergency services can be accomplished with either method. They both share most of the same statutory provisions. What differentiates one from the other, are timing/duration concerns and the jurisdictions that may participate in the cooperative efforts.

Consolidation permits only a county, its largest city and any other incorporated city within the county choosing to participate to consolidate services provided by the participating local governments.[11] Consequently, a county must be a participant in any consolidation endeavor. Consolidation must occur via an interlocal agreement, and the local governments may establish a permanent administrative entity to perform specific functions throughout the participating local governments.[12] The specific functions performed by the administrative entity include, but are not limited to:

a) Prevention and suppression of fire.
b) Sanitation and sewerage.
c) Planning, regulation of use of land and buildings, inspection of buildings for safety, and the issuance of building permits.
d) Regulation of business and gaming and issuance of business and gaming licenses.
e) Provision of parks and recreation, including the maintenance of existing facilities.
f) Provision of informational systems and data processing for the county and participating cities.

[10] NRS 277.090.
[11] NRS 277.103.
[12] Id.; NRS 277.105.

g) General services and the maintenance of buildings and vehicles for the county and participating cities.

The joint exercise of powers, on the other hand, may be established by any local government, regardless of whether a county is involved, and the NRS provides broad authority with respect to the powers that may be exercised jointly. Specifically, the NRS provides that "any power or authority exercised or capable of being exercised by a local government may be exercised jointly with any other local government within Nevada or with any agency of the State of Nevada, the United States or any other state."[13] Consequently, under the joint exercise of powers authority the parties to a RPSC may include a state agency, such as the Division of Emergency Management, for example. Note that this power is limited by statute with respect to law enforcement agencies in counties with a population greater than 100,000 pursuant to Chapter 280 of the NRS, which provides the exclusive method for the merging of law enforcement agencies.[14]

Local governments must enter into agreements with one another to exercise joint or cooperative action.[15] Such agreements must be ratified by ordinance or resolution, and they must be in writing if it is reasonably foreseeable that a participating local government will be required to expend $2,000 or more to carry out the agreement.[16]

Like consolidation, local governments also have the authority to establish a separate legal or administrative entity to conduct the joint or cooperative undertaking. Where the local governments choose to establish a separate entity, the agreement between the local governments must specify the following:

a) The precise organization, composition and nature of such entity and the powers delegated thereto.
b) The duration of the agreement.
c) The purpose of the agreement.
d) The manner of financing such undertaking and of establishing and maintaining a budget therefore.

[13] NRS 277.110(1) (emphasis added).
[14] NRS 277.110 & 280.105.The Las Vegas Metropolitan Police Department falls within the prescription of Chapter 280.
[15] NRS 277.110(2).
[16] Id.

e) The method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon such partial or complete termination.
f) Any other necessary or proper matters.[17]

If no separate legal or administrative entity is formed, an administrator or joint board must be established for the cooperative undertaking and provided for within the agreement between the local governments. In such a case, the agreement must contain the provisions in b) through f) above, in addition to describing the manner of acquiring, holding and disposing of real and personal property used in the joint undertaking.[18]

The same contents outlined in a) through f) above must also be contained within any consolidation agreement, except for the fact that the consolidation entity may be permanent rather than temporary in duration.[19]

Any consolidation or joint exercise of powers agreement must be submitted to the Attorney General to confirm it is in proper form and complies with the laws of the state.[20] If the Attorney General fails to disapprove the agreement within 30 days after its submission the agreement is deemed approved.[21] If in writing, the agreement must be recorded with the county recorder of each county within which a local government is a participant, and also filed with the Secretary of State.[22]

Where a consolidation or joint exercise of powers agreement deals in whole or in part with the provision of services of facilities over which an officer or agency of the state has control, the agreement must be submitted to that officer or agency for approval or disapproval as to all matters within the officer's or agency's jurisdiction.[23] The submission is subject to the same 30-day deadline as provided for the Attorney General's review. This may be important if the facilities of the RPSC include facilities over which an officer or agency of the state has control.

With respect to financing endeavors resulting from consolidation or joint exercise of powers, the NRS grants local governments the authority to

[17] NRS 277.120(1).
[18] NRS 277.120(2).
[19] NRS 277.105 & 120(1).
[20] NRS 277.140(1).
[21] Id.
[22] NRS 277.140(2).
[23] NRS 277.150.

support a joint board or legal or administrative entity in any one or more of the following ways:

a) Appropriating funds.
b) Selling, leasing, giving or otherwise supplying property.
c) Personnel or services within their legal power to furnish.[24]

Local governments are also authorized to accept funds from "grants, gifts or other sources".[25] Furthermore, local governments are authorized to issue their own securities "to defray costs ultimately borne by the other party, in contemplation of later repayment".[26]

In addition to the above financing methods, the county and other local governments participating in a consolidation may contribute to the budget of the administrative entity in proportion to the sum of their revenues derived by each from taxes, licenses for business and gaming, and fees for services performed, respectively.[27]

3.1.5 Interlocal Contract

The third method of cooperative action provided within the Interlocal Cooperation Act provides that local governments may contract with one another to perform any governmental service, activity or undertaking which any of the local governments entering into the contract is authorized by law to perform.[28] Like the joint exercise of powers method, this authority extends to agencies of the State of Nevada, the United States or other states.

The contract must be ratified by the governing body of each local government and must fully set forth the purposes, powers, rights, objectives and responsibilities of the contracting parties. It must also be approved by the Attorney General if an agency of the State of Nevada is a party to the contract, and it must be in writing if it is reasonably foreseeable that a contracting party will be required to expend $2,000 or more to carry out the contract.[29] Each local government subject to the agreement must include in

[24] NRS 277.180(1).
[25] Id.
[26] NRS 277.180(2).
[27] NRS 277.105(2).
[28] NRS 277.180(1).
[29] Id.

their budget an estimate of the expenses necessary to carry out the agreement which are not otherwise made available through grant, gift or other source.[30] Local governments may also contribute property, personnel or services.[31]

The authorized purposes of an interlocal contract include, but are not limited to:

a) The joint use of hospitals, road construction, repair equipment, and such other facilities or services as may and can be reasonably used for the promotion and protection of the health and welfare of the inhabitants of this State.
b) The joint use of county and city personnel, equipment and facilities, including sewer systems, drainage systems, street lighting systems, fire alarm systems, sewage disposal plants, playgrounds, parks and recreational facilities.
c) The joint employment of clerks, stenographers and other employees in the offices of the city and county auditor, city and county assessor, city and county treasurer, or any other joint city and county office.
d) The joint and cooperative use of fire-fighting and fire-protection equipment for the protection of property and the prevention and suppression of fire.
e) The joint use of county and city personnel, equipment and facilities for the regulation, control and prohibition of the excessive emission of dense smoke and air pollution.
f) The joint and cooperative use of law enforcement agencies.
g) The joint use or operation of a system of public transportation.[32]

The scope of the interlocal contract statute does not include the establishment of new facilities, but only authorizes the joint use of existing facilities, property, personnel and services.

3.2 Special Legislative Acts

With respect to the establishment of a regional entity in conjunction with a RPSC, this may also be accomplished via action by the State Legislature through the passage of a special act. If, for example, a specific funding mechanism is desired for the regional entity that is not already authorized

[30] NRS 277.180(3).
[31] Id.
[32] NRS 277.180(2).

within state law, the Legislature may adopt a special act providing for the necessary authorization.

Political considerations aside, a special act provides greater flexibility over existing statutory authorities since there are no existing legal boundaries within which a regional entity and facility must fit. Rather, the structure, operation and financing of a regional entity and facility would be created from a blank slate through the legislative drafting process.

3.2.1 State Emergency Management Plan

Chapter 414 of the NRS provides for a state emergency management plan and program administered by the Division of Emergency Management (DEM) within the Department of Public Safety. The Chapter also authorizes each local government to create a "local organization for emergency management" established to perform functions of emergency management.[33] These organizations may operate outside the territorial limits of their respective local governments only via "agreements for reciprocal aid and assistance" in case of an emergency or disaster for which the local organization requires the assistance.[34]

"Emergency management" includes, by definition, the preparation for and the carrying out of all emergency functions. Arguably, where a local government creates a local organization for emergency management, the emergency management statutes may be interpreted to limit the organization's ability to cooperatively engage in preparations for emergencies with other such organizations outside its territorial limits. While such an interpretation seems adverse to the purpose of Chapter 414[35] and to the state emergency plan (see below), clarifying the application of the statutes in this regard with State's Director of Emergency Management and related counsel is recommended.

Notably, while the emergency management statutes define the relationship between each local organization for emergency management, they do not specifically prohibit the joint establishment of a local organization for emergency management among various local governments (using the

[33] NRS 414.036 & 090.
[34] NRS 414.090 & 100.
[35] NRS 414.020 ("to ensure that the preparations of this state will be adequate…."). NRS 414.040(4) ("The Chief… shall assist in the development of comprehensive, coordinated plan for emergency management… using partnership of governmental entities…."). NRS 414.060(3)(e) (The Governor may… coordinate mutual aid plans between political subdivisions of this state.)

authority provided in Chapter 277). Yet again, to dispose of any interpretive or bureaucratic problems with the formation of a REOC, it is recommended that communications take place with appropriate State authorities in this regard.

While an overview of the State Comprehensive Emergency Management Plan (SCEMP) was provided in the Feasibility Study, elements of the SCEMP relevant to formation of a RPSC are also noted here.[36]

Agreements for reciprocal aid between local organizations for emergency management must be consistent with the State's emergency management plan.[37] While the language of Chapter 414 is discretionary with respect to the establishment of local emergency management plans and agreements for reciprocal aid, the statutes also require conformance to the SCEMP which in turn requires that all local governments develop emergency operation plans and establish mutual aid compacts or interlocal agreements with neighboring jurisdictions to account for response and resource shortfalls.[38] In fact, these plans and agreements are referenced as "related documents" to the SCEMP.[39] The state plan assumes the existence of these agreements in order to allow for the mutual deployment of resources when necessary.[40]

Under the SCEMP, emergency response is managed and coordinated at the lowest level – local government – which is considered the first response, supplemented by the State Emergency Operations Center (SEOC). Each local emergency operations center is the hub for emergency coordination within their respective jurisdictions, and they are the main point of contact with the SEOC.[41] Emergency declarations may be initiated by a local government when its resources are depleted or expected to be depleted, and forwarded to the Division of Emergency Management (DEM). When such a declaration is made by a city or town, the county must provide assistance to the city or town as well.[42]

Under this scheme, the state plan presumes each local government will have its own emergency operation plan and will respond to its own emergency, calling for assistance from other jurisdictions (through interlocal

[36] A copy of the SCEMP is also included with this memorandum.
[37] NRS 414.100.
[38] SCEMP, Module 3, p. 3; Module 2, p. 9.
[39] SCEMP, Module 3, p.22.
[40] SCEMP, Module 6, p.1 & 4.
[41] SCEMP, Module 3, p.1 & 19.
[42] SCEMP, Module 2, p.11.

agreements) or the state only when its own resources approach depletion. While the SCEMP does not prohibit the creation of a RPSC, the plan is structured around emergency operations of each local government. For example, the plan presumes communication from the SEOC to the local government emergency operations center and its personnel relevant to the particular emergency (i.e., Director of Public Works for a public infrastructure emergency).[43] Consequently, it is recommended that discussions take place with the DEM regarding the functions of a RPSC and its coordination with the SEOC under the state plan to ensure there are no practical (rather than legal) hurdles to overcome.

Note that one of the functions of the DEM is to review and update local government emergency operations plans and provide technical assistance, training, planning and exercise support.[44] Coordination between local governments and the state is presumed within the statutory scheme.

Finally, the SCEMP reiterates that NRS 414.110 specifically provides that neither the state nor any political subdivision thereof is liable for any death or injury to person or property as a result of complying with Chapter 414, except in cases of willful misconduct, gross negligence or bad faith.[45]

In summary, Chapter 414 and the SCEMP do not prohibit the formation of a RPSC. However, given the organization framework of the SCEMP and its assumptions, clarification of the role of a RPSC within the SCEMP through discussions with the DEM is recommended.

3.2.2 Financing[46]

Five options exist for the financing of a RPSC. The extent to which each option may be used in conjunction with the methods for cooperative action by local governments as provided in Chapter 277 depends upon the authority and/or limitations provided within that chapter for each method for cooperative action.

First, an interlocal agreement among the participating governments can provide for the construction and operation of the RPSC, including providing capital contributions for construction and operation contributions for

[43] See generally, SCEMP, Module 3 (Emergency Operations).
[44] SCEMP, Module 1, p.5-6; Module 2, p.1.
[45] NRS 414.110; SCEMP, Module 2, p.15.
[46] The summary of the financing options incorporated herein was provided by John O. Swendseid, Esq., Swendseid & Stern.

continuing maintenance from the participating governments. Assuming an interlocal agreement is agreed to by the participating government entities, either each participating government can finance its own share of capital costs, or one participating government can be designated to finance the capital costs, with the bonds issued by that government to be repaid by periodic payments from each participating government. Legislation is not required, but participating governments must be able to afford payments (for capital and operations) within their existing revenue sources.

A second option is the same as the first, except that legislative approval and/or voter approval is obtained for an additional revenue source to fund capital and operations of the RPSC.

A third option involves the establishment of an interlocal agreement among the participating governments to create an entity (similar to the Southern Nevada Water Authority) which will own and operate the emergency operations complex. The interlocal agreement can also provide for funding of the new entity's costs by participating governments. Participating governments can agree to make capital and operation contributions as described in the first method above.[47] The agreement can provide that each participating government will finance its own share of capital, or can provide that one participating government or that the new entity created by the interlocal agreement will finance the capital costs with bonds which, in any case, would be repaid by periodic payments from each participating government. Legislation is not required, but participating governments must be able to afford payments (for capital and operations) within their existing revenue sources.

A fourth option follows the framework of the third option, but like the second option legislative and/or voter approval is obtained for an additional revenue source to pay capital and/or operation costs of the RPSC.

Finally, follows the structure of either the third or fourth options above, but creates an entity that will own and operate the RPSC through a special act of the Legislature, rather than by interlocal agreement (similar to the Las Vegas Metropolitan Police Department).

[47] See generally, SCEMP, Module 3 (Emergency Operations).

3.2.3 Legislative Parameters

Although no authorization legislation appears necessary for the formation of a RPSC, if such legislation were required, the dates for Bill Draft Requests to be submitted to the Legislative Counsel Bureau (LCB) for the current legislative session have passed. The following procedural deadlines for introduction of bills, and bill passage are detailed below.

3.2.3.1 Bill Introduction

All bills must be introduced in the appropriate house by the following dates:

- Legislator Bills: March 19, 2007
- Committee Bills: March 26, 2007

3.2.3.2 Bill Passage

- First Committee Passage: April 13, 2007
- First House Passage: April 24, 2007

These deadlines provide general parameters for the introduction and movement of legislation during the session. Note that leadership in both houses also has the ability to introduce emergency measures that may be introduced beyond the above deadlines. However, it would be advisable to avoid needing this vehicle if at all possible. Finally, opportunities exist to amend into pending bills where a bill covers similar subject matter.

3.4 Conclusion

Chapter 277 of the NRS provides five separate authorities for cooperative action by local governments, none of which are mutually exclusive, but each may be used independently. The method or methods chosen depend on the scope of functions each participating local government will provide within a RPSC, as well as the financing options preferred by each participant. Consequently, no one method under Chapter 277 can be recommended as the best or least preferable method. However, barring the introduction of a function not contemplated for this memorandum, it can be stated that sufficient authority exists within state law for a joint or cooperative establishment of a RPSC facility and also a separate administrative entity.

A special act of the Nevada Legislature is an alternative to establishing and financing an RPSC (facility or entity). Again, barring a function or structure

not contemplated for this memorandum, this alternative is not required given the existence of statutory authority under Chapter 277 and existing financing authorities.

Nevada's emergency management statute and corresponding plan must also be considered in the formation of a RPSC. Although no specific provisions prohibit the establishment of a regional facility or entity, organizational and logistical considerations of the state plan mitigate towards reviewing a proposed RPSC with the DEM prior to finalizing any such proposal.

Finally, any desire to seek a legislative solution (or should a legislative solution become required where a consideration arises not contemplated for this memorandum) must keep in mind the established deadlines of the Nevada Legislature and the pressures of moving legislation under a constitutionally limited 120-day session. While not impossible, as the Legislature moves later into its session, the options for legislation become narrower.

4.0 SITING AND DESIGN CONSIDERATIONS

4.1 Guidelines and Best Practices

Siting criteria and siting guidelines abound for locating many types of facilities and typically are developed by specific industries. To date, there have been no federally mandated guidelines or criteria established for the siting of regional emergency operations centers or regional public safety centers. Current siting processes are largely the result of varying needs, geographical conditions and constraints, funding mechanisms, and political imperatives unique to the major urban centers where such a facility is needed. However, the guidelines developed for the siting of critical and sensitive facilities for other purposes are instructive for developing a defendable and appropriate methodology for the purpose of locating this RPSC.

Most of the criteria and guidelines that are defined by statute are for facilities involving particularly hazardous or undesirable activities and facilities including:

- Electronic transmission lines
- Chemical facilities
- Landfills
- Hazardous waste facilities
- Wind turbines
- Cell transmission towers
- Big box retailers

While the siting criteria for these types of facilities involve minimizing impacts on local populations and are primarily concerned with issues of public health, the selection process is usually formal, multi-step procedures involving input from the affected populations as stakeholders. Government and industry experts collaborate in the initial process to define objectives, needs and constraints. Parameters for locational needs are developed in the abstract, and potential locations are identified. Often exhaustive scientific inquiry follows to objectively determine if the identified potential locations meet the physical requirements, safety, and public health considerations. A scoring system may be devised, or a previously defined scoring criterion can be applied, to determine a ranking of feasibility for the potential locations. Hearings and public presentations and feedback may be mandated or incorporated at various stages of the process, and the selection of a particular site is ultimately determined.

4.2 Siting and Design Process

The Working Group has proposed utilizing a similar siting and design process for the RPSC. To date, the Working Group has developed an exhaustive list of functions that the end users believe are critical for incorporating into a new RPSC. They have also identified screening criteria for siting the facility, preliminary design considerations, legal options and preliminary cost estimations.

The Working Group proposes that the Southern Nevada Regional Planning Coalition (SNRPC) provide input recommendations for the site, since this body is tasked with siting projects of "regional significance" and the RPSC proposed in this business plan meets those criteria. The final site selection criterion requires the affirmative agreement of all participating entities. If the SNRPC desires, the Working Group and the consultant team will continue to provide support to SNRPC in the formal process of 1) siting the facility, 2) refining specific design requirements, 3) identifying and pursuing funding objectives, 4) preliminary engineering design, and 5) any additional legal analysis or support that the SNRPC might request.

4.3 Siting Criteria

Following presentations on siting considerations (see Appendices E and F) there were extensive discussions about the following siting considerations: compatibility, survivability, flexibility and open architecture, communications, redundancy, and security. Much of the discussions related to compatibility focused on the adequacy of transportation access; room for future growth; and land use compatibility. There was also extensive discussion about survivability factors such as the need to locate the RPSC away from technological and natural hazards and away from the urban core, airport, and rail corridor. There were also wide ranging discussions of the communication and redundancy requirements for the proposed new RPSC. Subsequent to these discussions, the Working Group derived the following criteria for site selection:

4.3.1 Land Availability

1. Number of Acres. A site must include sufficient land for construction of the proposed facility in order for it to be considered. A range of 10 to 50 acres has been established as appropriate for the facilities required.

2. Land Use and Zoning. Sites located in an industrial area or sites buffered from view from residential areas by adjacent industrial areas, railroad corridors, or natural features will be rated high in this criteria. The costs of mitigating for noise, lights and visual aesthetics would likely be less for this type of site. Vacant industrial or commercial sites are considered the highest desirable lands.

3. Surrounding Land Use. The effects of a RPSC on adjacent property values and the compatibility with activities on neighboring properties. Sites that are in an industrial neighborhood are considered the most compatible and will receive a higher ranking.

4. Land Value. This criterion considers the probable land costs of the sites. Any number of features can impact the probable cost of the site. Lower cost sites or sites where public assets can be leveraged will receive a higher ranking.

4.3.2 Site Accessibility

1. Transportation. This addresses the ease of access to the site, type of roads, railroad access, distance to a freeway from the site, and number of alternative routes that are available. Ability to provide access from major arterials and site driveways that reduce impacts to the neighbors will also be considered. Sites with good access will receive a higher ranking.

2. Access to Sewer. Sites that have close or easy access to sewer minimize the length of connection piping between the facility and the trunk sewer and will receive a higher ranking.

3. Utilities. The location of the site with regard to existing infrastructure including electrical power, gas, potable water, and sewer. A site with minimal distance from two electrical substations would receive a higher ranking. A site with the shortest distance to the nearest gas supply line would receive a higher ranking. Minimal distance to a reliable source of potable water will receive a higher ranking.

4.3.3 Site Condition

1. Existing Structures. The presence of existing structures on the site increases the construction costs by having to remove the structures

and dispose of materials. Sites without structures are considered desirable. Sites with no structures will receive a higher ranking.

2. Elevation and Topography. Sites that are low lying may require additional flood protection or storm water retention and site development costs need to be considered. Land areas with steep natural slopes require more excavation and retaining walls. Sites with more than 20 feet of elevation change will receive a lower ranking. Also see floodplain sub criteria.

3. Usable Area and Shape. Major streams, environmental areas, protected wetlands, floodways, and railway or highway corridors are considered unusable. Shape of the property is considered important for efficient layout of the facility. A rectangular shaped property is desirable. Sites with less than 10 acres of useable land will receive a lower ranking.

4. Opportunity for Co-Development. Sites that have potential to combine the facility with other compatible public safety facilities will receive a higher ranking.

5. Geotechnical. Soil types, allowable bearing capacity, and depth of material used during construction, the hydraulic profile of the plant, or types of construction methods used. Sites with shallow bedrock depth requiring rock removal, low bearing capacity will receive a lower ranking.

6. Groundwater and Groundwater Wells. High-groundwater conditions increase construction costs for dewatering. Waterproofing requirements for basements, tunnels, and dry wells are more substantial. Permanent groundwater pumping systems may be needed. The lower the groundwater table the higher the site ranking.

7. Site Development Costs. Additional costs may be required to develop a site based on site conditions identified in other sub criteria. The lower the additional site development costs, the higher the ranking.

4.3.4 Environmental Conditions

1. Floodplain. Sites will be evaluated by the amount of land located in the floodplain. The lower the number of acres in a floodplain, the higher the ranking.

2. Permitting. The variations in permitting for the facility based on the location will be assessed and ranked for each site.

3. Site Contamination. The extent of soil or groundwater contamination on each site will be assessed based on available historical data. Sites with no observed site contamination will receive a higher ranking.

4. Wetlands. Sites with no Federal or State designated wetlands will receive a higher ranking.

5. Archeological/Historical Evidence. Sites without any known archeological or historical resources will receive a higher ranking.

6. Rare or Endangered Species. Information documenting the presence of species listed on the Endangered Species Act and candidate species will be reviewed. Sites without the presence of endangered species will receive a higher ranking.

4.3.5 Public Acceptance

1. Noise Control. The transmission of noise beyond the plant boundaries to residential neighborhoods will be reviewed. Sites with low anticipated impacts, based on greater distance to residential areas, will receive a higher ranking.

2. Displacement of Housing and Businesses. The number and type of displacement of residential housing and businesses will be reviewed. Sites that do not require displacement of housing or businesses are preferred and will receive a higher ranking.

3. Visual Impacts. A highly visible location is more difficult to screen from public view. The opportunity to improve a view and blend into the surroundings will also be reviewed. Sites that are not anticipated to cause adverse visual impacts to the public will receive a higher ranking.

4. Environmental Impacts. Public acceptance of environmental impacts will be considered. The environmental conditions sub criteria will be considered and sites will be ranked accordingly.

5. Neighborhood Impacts. Public acceptance of adjacent neighborhood impacts will be considered.

The Working Group's utilized a voting process to weight the various siting criteria utilizing a scale of 1 to 10 that was then weighted. This exercise resulted in the weighting matrix describe in Table 4.

Table 4 Siting Criteria and Weight

	Average	Rank
Number of Acres	9.6	1
Opportunity for Co-development	9.0	2
Neighborhood Impacts	8.9	3
Land Use and Zoning	8.7	4
Transportation	8.5	5
Displacement of Housing and Business	8.5	6
Land Value	8.5	6
Site Contamination	8.5	6
Noise Control	8.4	9
Surrounding Land Use	8.4	9
Floodplain	8.2	11
Site Development Costs	8.1	12
Utilities	8.1	12
Permitting	7.9	14
Visual Impacts	7.9	14
Elevation and Topography	7.8	16
Access to Sewer	7.6	17
Geotechnical	7.6	17
Usable Area and Shape	7.5	19
Environmental Impacts	7.5	20
Rare of Endangered Species	7.5	20
Existing Structures	7.3	22
Groundwater and Ground Wells	6.8	23
Wetlands	6.8	23
Archeology/Historical Evidence	6.2	25

The Working Group acknowledges that future funding and costs related to various criteria may require a modification of the criteria and/or weight as indicated in the table. Additionally, some of the criteria are regulated under current federal law and may be required regardless of the Working Group's prioritization.

4.4 Design Criteria

The Working group developed preliminary design considerations that they believe need to be incorporated into a new RPSC. This preliminary checklist of design requirements are described in Table 5.

Table 5 Design Considerations

Accommodate Growth	Multiple Outlets (Electric & Data)
ADA Compliant	Multiple Rooms
Audiovisual Control Points	Multiple Routing (PBX, Analog, Digital, Data)
Audiovisual Editing & Monitoring	Offices
Backup Alternative Seat of Government	Open Architecture
Multiple Methods (telephone, radio, electronic, satellite)	Outside Concrete Pad with Electrical/Data Hookups
Building and Reception Access	Paging Throughout Facility
Building Directory	Positioning of Tower
Bullet Resistant Glass	Pre-Wired for State/Federal Agencies
Bunk Areas	Protection of Air Intakes
Central Point of Information Coordination/Dissemination	Protective Landscaping
Citizen Hotline Phones	Proximity Card System
Classrooms	Pull-Down Screens
Coffee	Quiet Room
Communications	Radio communications
Controlled Lighting	Radio Communications Center
Covered Outside Areas	Radio Communications Room
Dual Use Space	Radio Towers (Primary/Amateur)
Eating & Serving Areas	Radios in Breakout Rooms
Executive Isolation Room	Raised Floors
Exercise Room	Remote Facility Monitoring
Fenced Parking Lot and Mechanical Areas	Remote-Controlled Cameras
Fiber Optic Service	Security Lighting
Flexible Build for 50+ Years	Separate & Multiple Shower Facilities
Fuel Supply	Signage
Fully-Equipped Kitchens	Soft Wall Dividers/ Tackable Wall Surfaces
Furnishings	Storage
Generators (Backup/Pre-Wired)	Sufficient Parking
GIS and Plotter	Sufficient Restrooms
Hardened/Base Isolation	T1 Service
Headphones for TVs	Tackable wall surfaces
High Ceilings	Telecommunications Hookups
HVAC System Vulnerability to Chemical and Biological Hazards (Filtration/Pressurization)	Tiered Access
Interagency Coordination Room	Touch Screen Phone
JIC	Tracking System
Large Conduit	Uninterrupted Power Supplies

Large Projection Displays	Ample Utility and Maintenance Room(s)
Large Screen TVs	Vehicle Barriers
Large, Undedicated Meeting Space	Videoconferencing/Teleconferencing Capability
Library	Videotape Capability
Lighted Helipad	Vulnerability to Truck Bombs
Lighting for Press Conferences	Waste Storage
Link Communications Center and RPSC	Water Storage
Live Feed from Coordination Room	Weather Station
Lockers	Whiteboards
Media Hookups	Wide Hallways
Media room	Windows
Message Center – Copying, Distribution, Routing	Hazardous Materials
Monitors	Long Driveway with 90° Turn
Multiple Conference Rooms	Seismic, Volcanic, and Flooding

5.0 FINANCIAL ESTIMATE

The preparation of this preliminary financial estimate was derived from a stepwise process that began with an evaluation of what facilities and functions might be included in the project itself (see Chapter 2 *Facility Assessment*). From this analysis a preliminary estimate of construction costs as well as annual operations and maintenance costs were derived based on input from Working Group members, data available for other similar facilities and current costs for public safety facilities in southern Nevada.

It is important to note that this is a preliminary assessment. A full design and development process will be required to flesh out the full breadth of development, operations and maintenance issues. Additionally, Chapter 3, *Legal Authority*, establishes a number of paths for cooperative or independent financing of the proposed facility. At this time, this plan was drafted there was no consensus on which of these alternatives, if any, might be employed. Thus, we have used broad generalizations and limiting assumptions to construct this preliminary model. Finally, this is a large-scale project, which has several standalone elements. It is highly unlikely that all of these elements would be constructed at a single point in time, with a phased approach being significantly more likely. For purposes of this analysis, the phases are assumed as follows:

- **Phase I:**
    - Regional Emergency Operations Center (to include incident coordination and support, source tracking, incident information collection, joint information center)
    - Intelligence Fusion Center
    - Deployment Operations Center
    - Critical Infrastructure Protection Program Center
    - Area Command Center
    - Office Space for Day to Day Operations
    - ARMOR Unit
- **Phase II:**
    - Primary 9-1-1 Center and Dispatch
- **Phase III:**
    - Training and Meeting Rooms

- ARMOR Training Facility
- Public Safety Driving Track (Low Speed)

5.1 Construction Costs

Preliminary construction costs for the project are provided in Table 6. They reflect a total project cost for all three phases ranging from $25.5 million to $77.0 million. Phase I elements, including the Regional Emergency Operations Center and the Intelligence Fusion Center, report a mid-range facility construction cost of $22.5 million and a mid-range land acquisition cost of $7.3 million. Please note that for purposes of this analysis, facility construction costs were estimated to range from $350 to $500 per square foot and the cost of land was estimated at $500,000 to $800,000 per acre.

5.2 Annual Operations and Maintenance Expenses

Estimated annual operations and maintenance costs for the proposed facility are provided in Figure 2 on the following page. Operations and maintenance costs are relatively limited, as this analysis focuses on the physical facility itself, with the vast majority of personnel costs assumed to be borne directly by the jurisdiction or jurisdiction(s) utilizing the facility during routinely or during specific periods of time. Expressed in current dollars, Phase I operations and maintenance costs average $430,000 per year, while Phase II and Phase III costs average $660,000 and $1.1 million per year, respectively.

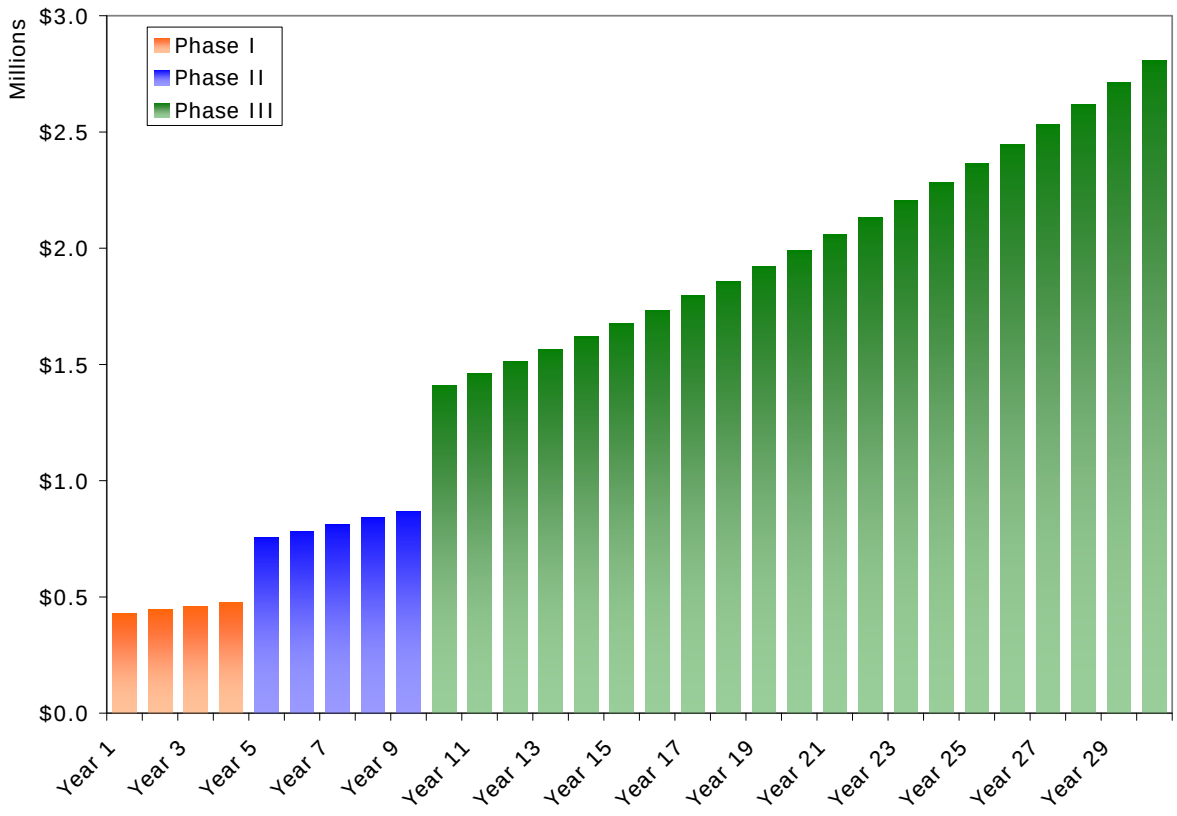
We note that even some of the largest emergency operations facilities in the country report relatively low operations and maintenance expenses (e.g., the $40-million New York EOC reports an operations and maintenance budget of $500,000 annually, where the $5.8 million Washoe County Emergency Operations Center reports an operations and maintenance budget of $240,000 annually). The clear exception to this general rule is the operation of the primary 9-1-1 call and dispatch center, which would require significant personnel resources 24 hours a day, 7 days per week. Regional public safety centers that integrate such communications functions report significantly higher annual costs (e.g., Chicago's EOC and Communications Center reports an annual budget of $112 million). Again, it is assumed here the facility would be a joint operation, with 9-1-1 and dispatch staffing being a separate consideration.

Table 6 Regional Public Safety Facility Estimated Construction Costs (Figures expressed in constant 2006$)

Project Element	Estimated Sq. Ft. Requirement (Building Square Feet)			Estimated Facility Construction Cost (in millions)			Estimated Acreage Requirement (in acres)			Estimated Land Acquisition Cost (in millions)			Total Estimated Cost (in millions)		
	Low	Mid	High	Low	Mid	High	Low	Mid	High	Low	Mid	High	Low	Mid	High
PHASE I															
Regional Emergency Operations Center a. Incident Coordination and Support Faculties b. Incident Information Collection Facilities c. Incident Information Analysis and Dissemination Facilities	12,500	15,000	22,500	$ 4.4	$ 7.8	$ 11.3	2.0	4.0	6.0	$ 1.0	$ 2.9	$ 4.8	$ 5.4	$ 10.7	$ 16.1
Area Command Center	4,500	6,000	9,500	$ 1.6	$ 3.2	$ 4.8	1.0	2.0	3.0	$ 0.5	$ 1.5	$ 2.4	$ 2.1	$ 4.6	$ 7.2
Joint Information Center	1,500	2,000	4,000	$ 0.5	$ 1.3	$ 2.0	0.5	1.3	2.0	$ 0.3	$ 0.9	$ 1.6	$ 0.8	$ 2.2	$ 3.6
Intelligence Fusion Center / Information Dissemination a. Fusion Center b. Armor Unit Housing Facilities c. Deployment Operations Center d. Critical Infrastructure Protection Program	12,500	15,000	22,500	$ 4.4	$ 7.8	$ 11.3	1.0	2.0	3.0	$ 0.5	$ 1.5	$ 2.4	$ 4.9	$ 9.3	$ 13.7
Office Space for Day-to-Day Operations	3,750	5,000	7,300	$ 1.3	$ 2.5	$ 3.7	0.5	0.8	1.0	$ 0.3	$ 0.5	$ 0.8	$ 1.6	$ 3.0	$ 4.5
PHASE I TOTAL	**34,750**	**43,000**	**65,800**	**$ 12.2**	**$ 22.5**	**$ 32.9**	**5.0**	**10.0**	**15.0**	**$ 2.5**	**$ 7.3**	**$ 12.0**	**$ 14.7**	**$ 29.8**	**$ 44.9**
PHASE II															
Primary 9-1-1 Center and Dispatch	18,000	23,000	28,000	$ 6.3	$ 10.2	$ 14.0	1.0	2.0	3.0	$ 0.5	$ 1.5	$ 2.4	$ 6.8	$ 11.6	$ 16.4
PHASE II TOTAL	**18,000**	**23,000**	**28,000**	**$ 6.3**	**$ 10.2**	**$ 14.0**	**1.0**	**2.0**	**3.0**	**$ 0.5**	**$ 1.5**	**$ 2.4**	**$ 6.8**	**$ 11.6**	**$ 16.4**
PHASE III															
Armor Training Facility	2,000	3,000	7,000	$ 0.7	$ 2.1	$ 3.5	1.0	2.0	3.0	$ 0.5	$ 1.5	$ 2.4	$ 1.2	$ 3.6	$ 5.9
Public Safety Driving Track/Training (Low Speed)	2,500	3,750	5,000	$ 0.9	$ 1.7	$ 2.5	2.0	3.5	5.0	$ 1.0	$ 2.5	$ 4.0	$ 1.9	$ 4.2	$ 6.5
Facility Training and Meeting Rooms	2,000	3,500	5,000	$ 0.7	$ 1.6	$ 2.5	0.5	0.8	1.0	$ 0.3	$ 0.5	$ 0.8	$ 1.0	$ 2.1	$ 3.3
PHASE III TOTAL	**6,500**	**10,250**	**17,000**	**$ 2.3**	**$ 5.4**	**$ 8.5**	**3.5**	**6.3**	**9.0**	**$ 1.8**	**$ 4.5**	**$ 7.2**	**$ 4.0**	**$ 9.9**	**$ 15.7**
PROJECT TOTAL	**59,250**	**76,250**	**110,800**	**$ 20.7**	**$ 38.1**	**$ 55.4**	**9.5**	**18.3**	**27.0**	**$ 4.8**	**$ 13.2**	**$ 21.6**	**$ 25.5**	**$ 51.2**	**$ 77.0**

*Note: These estimates include furnishing, fixtures and equipment.

Figure 2 Regional Public Safety Facility Estimated Annual Operations and Maintenance Costs



5.3 Phased Building and Finance Plan

The development of a regional public safety complex will require financial resources from a number of sources -- federal, state and local. Potential funding alternatives are discussed in Chapter 6, *Funding Alternatives*, however, it is important to note the ultimate financing plan for the facility will be a function of the legal structure utilized, the ability and will of participating governments to fund the facility's construction and on-going operations through available general government resources or to raise new dollars to support the project.

Table 7 provides a schematic financing plan. We have taken a general approach to outlining this financing plan, understanding that it will require material revision as additional information becomes available. There are several guiding principals underlying this analysis and which we recommend should be considered in the development of a final plan, including:

- Federal and state resources should be maximized to limit the burden on local revenue sources to the extent possible.

- Although not reflected in the current funding matrix, the potential for private-sector contributions to both construction and operations should be explored and maximized where appropriate.

- The viability of obtaining new tax revenues is likely to be limited, at least in the near term; this should be viewed as a last resort.

- To the extent suitable for the development of a regional public safety complex, property already owned by governments should be utilized where possible. Rapid escalations in land prices during the past three years have made construction and development of public and private sector projects considerably more challenging.

- The facility is likely to serve a regional purpose and may be able to supplant costs currently borne by emergency management operations at the jurisdiction level. Where efficiencies can been gained, they should be explored.

- Debt alternatives (e.g., bonding) should be considered where escalations in the cost of construction exceed the combined rate of borrowing.

- A cost distribution formula must be developed and agreed to by all participating government entities prior to commencing construction such that each entity knows its anticipated contribution to the facility in terms of pay-as-you-go capital contributions or annual bond payments. This formula should reflect the benefits derived from the facility and should be able to adjust overtime to reflect changes to the serviced population. Service population should consider both visitor and full-time residents.

Table 7 Phased Building and Finance Plan Sources and Uses Summary Schedule (Figures in millions, expressed in constant 2006$)

Project Element	Construction (one-time)			Operations (Annual)		
	Phase I	Phase II	Phase III	Phase I	Phase II	Phase III
SOURCES:						
Homeland Security Funding	$ 2.00	$ 1.50	$ -	$ -	$ -	$ -
Other Federal Program Funding	$ 0.50	$ 0.50	$ -	$ -	$ -	$ -
Congressional Appropriations	$ 15.00	$ 1.00	$ -	$ -	$ -	$ -
State Appropriations	$ 2.00	$ 0.50	$ -	$ -	$ -	$ -
Government Land Contributions	$ 7.25	$ 1.45	$ 4.48	$ -	$ -	$ -
Local Government Resources	$ 3.03	$ 6.65	$ 3.26	$ 0.43	$ 0.66	$ 1.08
TOTAL SOURCES	**$ 29.78**	**$ 11.60**	**$ 7.74**	**$ 0.43**	**$ 0.66**	**$ 1.08**
USES:						
PHASE I						
Regional Emergency Operations Center	$ 10.71	$ -	$ -	$ 0.15	$ 0.15	$ 0.15
a. Incident Coordination and Support Faculties						
b. Incident Information Collection Facilities						
c. Incident Information Analysis and Dissemination Facilities						
Area Command Center	$ 4.61	$ -	$ -	$ 0.06	$ 0.06	$ 0.06
Joint Information Center	$ 2.19	$ -	$ -	$ 0.02	$ 0.02	$ 0.03
Intelligence Fusion Center / Information Dissemination	$ 9.26	$ -	$ -	$ 0.15	$ 0.15	$ 0.15
a. Fusion Center						
b. Armor Unit Housing Facilities						
c. Deployment Operations Center						
d. Critical Infrastructure Protection Program						
Office Space for Day-to-Day Operations	$ 3.01	$ -	$ -	$ 0.05	$ 0.05	$ 0.05
PHASE II						
Primary 9-1-1 Center and Dispatch	$ -	$ 11.60	$ -	$ -	$ 0.23	$ 0.23
PHASE III						
Armor Training Facility	$ -	$ -	$ 3.55	$ -	$ -	$ 0.23
Public Safety Driving Track/Training (Low Speed)	$ -	$ -	$ 4.19	$ -	$ -	$ 0.15
Facility Training and Meeting Rooms	$ -	$ -	$ 2.13	$ -	$ -	$ 0.04
TOTAL USES:	$ 29.78	$ 11.60	$ 9.86	$ 0.43	$ 0.66	$ 1.08

6.0 FUNDING ALTERNATIVES

6.1 Congressional Appropriations

A Congressional appropriation is the most attractive option from the perspective of the Working Group. Given the proposed phasing of the projects, multiple Congressional appropriations could be explored at each phase.

6.2 Homeland Security Funding

As previously discussed, following federal agency reorganization related to the war on terror DHS emerged as the primary mechanism for the funding of emergency response. Unlike FEMA with an agency function involving natural disaster relief, DHS has larger goals and objectives encompassing emergency response. DHS funding is directed to state and metropolitan area block programs. The Fiscal Year (FY) 2007 Homeland Security Grant Program (HSGP) integrates the following formerly funded programs: State Homeland Security Program (SHSP), the Urban Areas Security Initiative (UASI) program, the Law Enforcement Terrorism Prevention Program (LETPP), the Metropolitan Medical Response System (MMRS), and the Citizen Corps Program (CCP) (Table 8) and (Appendix G). Applicants from state and metropolitan units must compete with other local needs from a limited, common pool of available resources. The federal fiscal year 2007 guidance document states that “project construction and renovation to a maximum of $1 million is allowable under the SHSP, UASI, and LETTP grant programs …when the project specifically addresses enhanced security at critical infrastructures” (2007 DHS Grant Guidance). In addition, these grant dollars can be used for communication and response equipment, planning, and training. Also, federal dollars already allocated under these programs can be leveraged for RPSC expenditures not related to facility construction. These programs are discussed below.

Urban Areas Security Initiative (UASI) Program

UASI Program funds address the unique planning, equipment, training, and exercise needs of high-threat, high-density Urban Areas, and assist them in building an enhanced and sustainable capacity to prevent, protect against, respond to, and recover from acts of terrorism.

Law Enforcement Terrorism Prevention Program (LETPP)

LETPP provides resources to law enforcement and public safety communities (working with their private partners) to support critical terrorism prevention activities, including: establishing / enhancing fusion centers and collaborating with non-law enforcement partners, other government agencies, and the private sector.

Metropolitan Medical Response System (MMRS) Program

MMRS funds support designated jurisdictions to further enhance and sustain a regionally integrated, systematic mass casualty incident preparedness program that enables a response during the first crucial hours of an incident. The program prepares jurisdictions for response to all-hazards mass casualty incidents, including CBRNE terrorism, epidemic disease outbreaks, natural disasters, and large-scale hazardous materials incidents.

Citizen Corps Program (CCP)

The Citizen Corps mission is to bring community and government leaders together to coordinate the involvement of community members in emergency preparedness, planning, mitigation, response, and recovery.

Emergency Management Planning Grant (EMPG)

The Emergency Management Planning Grant is to structure individual emergency management programs based on needs and priorities for strengthening emergency management capabilities. This grant requires a 50% matching funds from non-Department of Homeland Security sources.

Table 8 Homeland Security Programs, Nevada Funding, and Funding Limitations

Program	2007 Nevada Funding	Funding Limitations
UASI Program	$7,750,000	Planning, equipment, training, and exercises
LETT Program	$2,728,125	Planning, equipment, training, and exercises
MMRS Program	$258,145	Equipment, no construction
Citizen Corp Program	$179,229	Equipment, no construction
EMPG Program	$2,314,546	Equipment, no construction, requires a 50% non-DHS matching funds

6.3 Other Federal Funding

DHS also interacts with DOE on homeland security issues (Appendix H). DHS utilizes DOE laboratories, established a Homeland Security Institute (HSI), and has also consolidated research and development activities at laboratories it inherited from other departments to develop and deploy new security technologies. Modeled on the Defense Advanced Research Projects Agency (DARPA) in the Department of Defense (DOD), DHS now conducts R&D activity through the Homeland Security Advanced Research Projects Agency (HSARPA) to promote, develop and test potential homeland security technologies.

The Defense Advanced Research Projects Agency (DARPA), a DOD R&D umbrella agency, contributed to advances in microelectronics, computing technology, and network communications. DARPA funding for security related development projects evolved to focus on collaborative efforts with business and state and local governments to develop revolutionary security technology. The DARPA focus on business relationships provides prestige and capabilities but encourages higher levels of private funding.

Similarly, Cooperative Research and Development Agreements (CRADAs) utilize the capabilities of DOE laboratories and nonfederal entities for research and development. These collaborative efforts receive no federal funding from the laboratories, but can take advantage of advanced technical capabilities. Within the CRADA structure, the nonfederal partner may retain the rights to new technological innovations.

While federal funding for facility construction is prohibited under all these programs, computing, communications, and response equipment, expertise, and training is funded. There is an option for facility construction through a legislative earmark. Congress can authorize construction dollars for worthy projects of national importance. Similarly, DHS does accept unsolicited proposals for demonstration projects or involving issues of vital national security.

6.4 State Appropriations

At present the Nevada State Legislature dedicates a modest sum of its annual general fund expenditures to its emergency management and homeland security functions (Table 9). In 2005, the Legislature supported the Governor's recommendation to establish a new budget account titled Emergency Management Assistance Grants to account for all federal grants

received by the state for emergency management purposes. During 2003 and 2004, Nevada received significant increases in federal homeland security and other emergency preparedness grant funding. The Division of Emergency Management serves as the administrator for the grants including cases when all funding is allocated to local jurisdictions. In response to this increase in responsibility and workload, four positions (two Grants and Project Analysts, one Program Officer and one Accountant Technician) were approved by the state on June 24, 2003. To address complexities and workload of the current grants, the Governor recommended in 2005 and the Legislature approved an additional Administrative Services Officer III position and one Grants and Projects Analyst II position.

Table 9 State of Nevada Appropriations Emergency Management Grants and Homeland Security Programs

	Work Program	Legislature Approved	
	2004-05	2005-06	2006-07
Public Safety, Emergency Mgt. Assistance Grants	$ 74,929,988	$ 2,389,900	$ 2,618,598
General Fund	$ 619,360	$ 680,073	$ 697,286
Balance Forward	$ 13,722		
Federal Fund	$ 74,258,425	$ 1,680,953	$ 1,883,944
Inter Agency Transfer	$ 38,481	$ 28,874	$ 37,368
Public Safety, Homeland Security		$ 523,878	$ 544,748
General Fund		$ 174,635	$ 236,308
Federal Fund		$ 134,830	
Inter Agency Transfer		$ 214,413	$ 308,440

The division relocated to a new 16,000-square-foot emergency operations center in October 2006. In his 2005 budget, the Governor recommended that multi-media equipment be provided for the new location to ensure that adequate information can be disseminated throughout the facility during an emergency. The Legislature approved the Governor's recommendation with adjustments for updated equipment prices and equipment included in the capital project budget. The Governor also proposed, and the Legislature authorized, the establishment of a small office in Las Vegas staffed with two positions. The new office was intended to facilitate the division's interaction and coordination of planning and training efforts with local jurisdictions in southern Nevada.

Assembly Bill 441 of the 2003 Legislative Session created the Nevada Commission on Homeland Security. Through A.B. 441, the Legislature appropriated $118,750 in FY 2003-04 and $111,069 in FY 2004-05 for use by the commission in carrying out its duties; the funding was subsequently

placed within the Governor's budget account for the 2003-05 biennium. Funding was utilized to hire two full-time equivalent positions during the 2003-05 biennium, a Grants and Projects Analyst II and an Administrative Assistant IV. Senate Bill 380, as approved by the 2005 Legislature, revised provisions relating to the membership of the Nevada Commission on Homeland Security. Through S.B. 380, the membership of the commission now consists of 14 members appointed by the Governor; previously, there was no limit placed on the number of members the Governor could appoint.

The Governor recommended and the Legislature approved the transfer of the Office of Homeland Security from the Governor's budget to the Department of Public Safety in 2005. This included the transfer and reclassification of the two positions hired during the 2003-05 biennium. In addition, the Legislature approved five full-time equivalent positions, as recommended by the Governor. The positions include an unclassified Chief of Homeland Security, a Senior Analyst, an Intelligence Analyst, an Executive Assistant to the Chief, and a Program Assistant for the Senior Analyst and Intelligence Analyst. Funding for all of the new positions, except the Program Assistant, were split between federal funds from the State Health Division and the Division of Emergency Management. The Program Assistant was approved to be funded with state General Funds.

In making these decisions, the Legislature approved a Letter of Intent requesting the Department of Public Safety to review the duties and staffing of the Division of Emergency Management and the Office of Homeland Security to determine how to improve the efficiency of the combined operations of the two programs. A report of findings and recommendations was completed on or before July 1, 2006. In addition, the Legislature indicated that no additional positions should be requested in the future to be funded from the state General Fund.

While there is a historical precedent for state allocation of funds for local emergency operations centers, such an allocation would require an act of the Nevada State Legislature (See the Legislative Parameters section provided in Section 3.2.3 for a legislative events timeline). To our knowledge, there is discressionary or grant funding (other than those items cited elsewhere in this report) that would be available to fund the construction or on-going operations of a regional public safety complex in Nevada. This having been said, there is the potential to offset some state cost for local activities, which would have a reasonable nexus to the project.

6.5 Local Governmental Resources

As noted in Chapter 3.2.2, there are five options that exist for the financing of a RPSC. The extent to which each option may be used in conjunction with the methods for cooperative action by local governments depends upon the authority and/or limitations provided within that chapter for each method for cooperative action. Thus, as noted above, the ultimate plan of finance will be dictated by legal formation. While the five alternatives described below describe the full range of options, the Working Group indicated that alternatives 1 and 2 were the most attractive from their perspective.

1. **Interlocal Agreement and Existing Revenue Sources**. An interlocal agreement among the participating governments can provide for the construction and operation of the RPSC, including providing capital contributions for construction and operation contributions for continuing maintenance from the participating governments. While acknowledging that no participating government entity has committed to any funding mechanism, participating governments can finance their own share of capital costs, or one participating government can be designated to finance the capital costs, with the bonds issued by that government to be repaid by periodic payments from each participating government.

2. **Interlocal Agreement and New Revenue Sources**. A second option is the same as the first, except that legislative approval and/or voter approval is obtained for an additional revenue source to fund capital and operations of the RPSC.

3. **Creation of a New Entity through Interlocal Agreement Funded with Existing Revenue Sources**. A third option involves the establishment of an interlocal agreement among the participating governments to create an entity (similar to the Southern Nevada Water Authority) which will own and operate the emergency operations complex. The interlocal agreement can also provide for funding of the new entity's costs by participating governments. Participating governments can agree to make capital and operation contributions as described in the first method above. The agreement can provide that each participating government will finance its own share of capital, or can provide that one participating government or that the new entity created by the interlocal agreement will finance the capital costs with bonds which, in any case, would be repaid by periodic payments from

each participating government.

4. **Creation of a New Entity through Interlocal Agreement Funded with New Revenue Sources.** A fourth option follows the framework of the third option, but like the second option legislative and/or voter approval is obtained for an additional revenue source to pay capital and/or operation costs of the RPSC.

5. **Creation of a New Entity through Legislative Action with its Own Dedicated Revenue Sources.** The fifth structure follows either the third or fourth options above, but creates an entity that will own and operate the RPSC through a special act of the Legislature, rather than by interlocal agreement (similar to the Las Vegas Metropolitan Police Department).

Generally speaking, all of these funding or financing alternatives come down to two principal issues how will the project be financed, if at all, and what will be the source of funding to support that financing option. The sections that follow briefly address each of these issues in turn.

6.5.1 Financing Techniques and Vehicles

Generally speaking, capital projects are funded using one of two approaches: 1) a pay-as-you-go funding approach or 2) debt financing (most commonly through the issuance of municipal bonds). These approaches are not mutually exclusive and are often used in varying proportions to fund capital projects both in and out of Nevada. An important considerations relative to who will ultimately issue the bond is the bond rating of the issuer -- Clark County and the State of Nevada have bond ratings of AA+ and Aa1 by Standard and Poor's and Moody's, respectively, and the City of Las Vegas has a rating of AA- and Aa3 by Standard and Poor's and Moody's, respectively. These are very high ratings for state and municipal issuers, which translates into a lower cost of borrowing for these entities. It is important to note that the bonds do not have to be issued by the owner of the facility. Given proper authority through Nevada Revised Statutes, the bonds could be issued through the State or Clark County Bond Bank, which would allow the issuer to benefit from the highest available bond rating, and thus, bear the lowest available interest rates.

There is a number of capital financing methods available to local government, the most common are briefly discussed below:

1. **Revenue Obligations** – Obligations, such as bonds, that are secured by a designated special fund that has as its source monies not derived from ad valorem (property) taxation. Generally, revenue bonds may be authorized by an ordinance or resolution of the governing body. No election is typically required. The Las Vegas Conventions and Visitor Authority, for example, use revenue obligations in its financing of capital improvements.

2. **General Obligations** – Obligations, such as bonds, that are secured by the full faith, credit and taxing power of the issuer. In most cases, long-term general obligation bonds require the approval of the Debt Management Commission and the electorate.

3. **General Obligation Bonds Additional Secured with Pledged Revenues** – Obligations, such as bonds, that are secured by the full faith, credit and taxing power of the issued but for which debt service is paid from a designated revenue source other than property taxes. Under NRS 350, to issue revenue-backed general obligation bonds and the issuer must first receive approval of the DMC.

4. **Certificates of Participation** – Generally speaking, very similar to revenue bonds, except for the fact that the facilities being financed under the Certificate of Participation are owned (for legal purposes) by a trustee bank who leases the facility back to the government entity. Thus, payments are lease installment payments and not debt. Washoe County used a Certificate of Participation to finance its regional public safety training facility in 2000.

5. **Special Assessment Obligations** – Obligations, such as bonds, payable from special assessments levied against property within the municipality. The use of Benefit Assessment Districts is limited to various general infrastructure requirements and would not be a likely source of funding for a RPSC in Clark County.

6. **Tax Increment of Redevelopment Obligations** – Obligations, such as bonds, payable from taxes allocated for a redevelopment or other special district. Should the RPSC be sited in a redevelopment district, this could be a potential source of funding.

6.5.2 Potential Sources of Funding

The preceding section presupposes the ability to issue and repay some form of debt financing. Certainly, participating government entities could re-prioritize existing expenditures freeing up capital to fund the project's development or to ensure issued bonds could be repaid. In the alternative, local governments would have to expand their revenue generating capacity. With very few exceptions, such an expansion would require the approval of the Nevada state legislature. A brief review and analysis of potential sources is provided below in Table 10.

Table 10 Potential Funding Sources

Revenue Source	Estimated Revenue Generating Potential	Notes
Retail Sales and Use Tax	0.25% increase in the sales tax rate would generate $96 M	Increase in the tax would require a vote of the people; recent increases for police services passed; current rate is in the highest quartile
Ad Valorem (Property Tax)	A $0.01 increase in the tax rate would generate $918,000	Increase must take into consideration areas that are at or near the legislative cap of $3.64 / $100 of value; increase is limited by statutory caps passed in 2005; for rate to apply to all property owners , a vote of the people would be required (rate per $0.01 increment would increase to roughly $9 M); note there is also a special ad valorem level for capital projects that could potentially be utilized
Gaming Percentage Fees	0.25% increasing in the rate would generate $27 M	Revenue source currently inures solely to the state; would require legislative action to change rate and allocation formula
Modified Business Tax	0.01% increase in the rate would generate $3.5 M	Revenue source currently inures solely to the state; would require legislative action to change rate and allocation formula
Government Services	A 1% increase would generate approximately $5.1 M	Increase in the fee would require legislative action; limited nexus to facility purpose; substantial share borne by non-residents
Alcoholic Beverage Tax	A $0.05 increase in the rate would generate $4.3 M	Increase in the tax would require legislative action; limited nexus to facility purpose

Revenue Source	Estimated Revenue Generating Potential	Notes
Cigarette Tax	A $0.05 increase in the tax rate would generate $8.2 M	Increase in the tax would require legislative action; limited nexus to facility purpose
Live Entertainment Tax	A 1% increase in the rate would generate $910,000	Increase in the fee would require legislative action; limited nexus to facility purpose
State Lottery	Implementation of a State Lottery would generate approximately $44 M in southern Nevada profits	Increase in the fee would require legislative action and possibly a constitutional amendment; limited nexus to facility purpose
Motor Vehicle Registration Fees	A $1 increase per registered vehicle would generate $1.3 M	Increase in the fee would require legislative action; Nevada already has some of this highest vehicle registration fees in the country; tax not paid by visitors
Real Property Transfer Tax	$0.01 increase in the rate would generate $750,000	Increase in the tax would require legislative action; revenue source is highly volatile and is showing signs of weakening in the near term
Room Tax	1% increase in the room tax would generate $41 M	Increase in the tax would require legislative action; majority if the source is paid by visitors
Tire Tax	$1 increase in the rate would generate $1.8 M annually	Increase in the tax would require legislative action
Traffic and Parking Citation Fees	$1 increase in parking and traffic citations would generate $450,000 annually	Increase in the fees can be performed by local jurisdiction

7.0 CONCLUSIONS

7.1 Discussion

There are clearly economies of scale and avoidance of redundancies that can be leveraged by multiple jurisdictions coordinating their emergency response, homeland security and public safety training resources through the construction of a regional public safety campus. That being said, the proposed project will require a significant investment of federal, state, local and private sector resources to be realized. The modern era emergency management has become synonymous with local government and preparedness synonymous with good government. Like many other shared services, the cost of construction and maintaining a RPSC is factored down considerably when its costs are shared by several jurisdictions, all who require and will utilize it independently, concurrently or jointly.

In order to best leverage the necessary resources, a three-phased approach is recommended. Based on the input received from the Working Group, the current availability of federal funds and the synergies that can be optimized from combining the various components, the following outlines the recommended phased approach for designing and constructing a regional public safety complex.

7.1.1 Phase 1: Intelligence Fusion Center / ARMOR Facility and Emergency Operations Center

The first phase of the complex involves the design and construction of a facility to serve as a regional intelligence fusion center and emergency operations center.

Intelligence Fusion Center: The term “fusion center” means a location where intelligence experts from police, fire, public health and other disciplines work collaboratively to collect, analyze, and disseminate a wide array of intelligence information for the purpose of identifying terrorist threats and preventing attacks from occurring. This center will also include a deployment facility for the region’s All-Hazard Regional Multi-Agency Operations and Response (ARMOR) team.

The Las Vegas Fire & Rescue Department, Clark County Fire Department and the Las Vegas Metropolitan Police Department have executed an interlocal contract establishing a regional ARMOR team. This team is comprised of personnel from each agency who possess specialized training and equipment in order to leverage a wide assortment of unique capabilities into a single,

streamlined response force. Members of the ARMOR team respond to various high-risk events in the region including bomb calls, dangerous substances involving criminal intent, and other incidents of homeland security concern.

This phase of the project is consistent with the U.S. Department of Homeland Security's (DHS) FFY-2007 grant guidance which promotes the development of a nationwide network of fusion centers, especially in the nation's core metropolitan/urban cities. Other cities in the nation that have developed fusion centers include (but not limited to) Chicago, Los Angeles, New York, Phoenix, Seattle, and Washington, D.C.

Las Vegas is a designated region in the DHS Urban Area Security Initiative (UASI) program and is expected to develop a fusion center to serve the southwest region of the nation. Such a facility will be outfitted with modernized communication equipment and computer systems linking the Las Vegas fusion center to the national network. Development of this center will facilitate intelligence information sharing both nationally and internationally.

Emergency Operations Center (EOC): Included in Phase 1 will be the development of a regional emergency operations center to serve as the focal point for incident command during responses to large-scale emergencies/disasters and other significant events. Other regions in the nation that have dedicated EOC's include Broward County (FL), Chicago, Los Angeles, New York, Seattle, and Washoe County (NV).

In 2006, the region's Urban Area Working Group (UAWG) included exploring the feasibility of building a new REOC in the urban area strategy, and Clark County's Nuclear Waste Division and Office of Emergency Management jointly commissioned a private consultant to conduct a feasibility assessment to determine the desirability of developing a new REOC in the region. This assessment revealed overwhelming support from the local emergency management and public safety officials to pursue the development of a new REOC.

7.1.2 Phase 2: Regional 9-1-1 Communications Center

The second phase of the complex is the design and construction of a combined 9-1-1 Communications Center for dispatching police, fire and EMS resources. The existing 9-1-1 communication centers in the Las Vegas/Clark County region are separate facilities for police and fire/EMS departments and neither discipline possesses an adequate back-up center for secure redundancy. Therefore, Phase 2 of the complex will also include the

construction of a combined 9-1-1 Communications Center for dispatching police, fire and EMS resources from a single common facility. The existing Metro Communications Center (MetroCom) will be maintain as a back-up center and existing fire department dispatching consoles will be incorporated to achieve sufficient redundancy for all public safety disciplines.

Combining a regional EOC and a 9-1-1 Communications Center on the same site is common across the nation and leverages the construction of robust telecommunications and computer infrastructures that are required by both types of facilities. Beyond emergency/disaster coordination, intended usage of this facility includes emergency management and public safety officials from the various jurisdictions in Las Vegas/Clark County co-locating offices for daily operations in order to enhance the interagency coordination and collaboration thereby eliminating jurisdictional issues that often impede regionalization efforts.

7.1.3 Phase 3: Public Safety Training Center

Phase 3 of the complex involves the development of a comprehensive training center for public safety personnel. This component will include an Emergency Vehicle Operations Course (EVOC) to train responders to drive emergency apparatus safely. It will also include a campus of classrooms, auditoriums, an in-door shooting range, and state-of-the-art simulators and props that will facilitate training police officers, firefighters and EMS personnel in the latest concepts of public safety and specialized training for response to incidents involving terrorism/weapons of mass destruction. Due to the explosive growth of Las Vegas/Clark County, it is necessary to decentralize training by strategically locating satellite facilities throughout the region to accommodate the increased training demands.

Training public safety personnel is an essential component of the region's quality assurance process. Robust training programs enable agencies to validate strengths and identify weaknesses in order to improve the region's overall emergency response system.

7.2 Next Steps

The following next steps are proposed to meet the objective of this business plan.

- Upon finalization of this business plan should be forwarded to the respective Boards and City Councils of each of the jurisdictions that participated and Working Group members for their review and

consideration and so that they may provide further direction to their representatives on the Working Group.

- Next, a number of policy decisions will need to be made to proceed with the construction of a RPSC. These include but are not limited to decisions related to legal form, siting implementation, and determinations related to funding options and governance. Other more technical decisions, such as the preliminary design and engineering for the facility, would benefit from continued guidance from the Working Group, although for the next stage of this project the group should likely be expanded to incorporate appropriate planning staff. Given the need to incorporate both policy level guidance and expanded technical expertise and given that the Southern Nevada Regional Planning Coalition is tasked with overseeing projects of "regional significance," it is recommended that upon review and finalization of this report by the Working Group, the next appropriate step is to transmit this business plan to the SNRPC as an action item for their consideration. This would allow this multijurisdictional organization to provide the appropriate policy and technical oversight and input for implementation of the preliminary plan. It is also recommended that the Working Group should be continued to provide additional technical implementation support as needed.

- The finalized business plan should be forwarded to the Congressional delegation for their consideration for funding in the FY2008 and FY2009 appropriations activities.

- At the direction of the SNRPC and the Board of County Commissioners, and City Councils of the participating jurisdictions, existing interlocal agreements should be reviewed to ascertain whether they are appropriate vehicles for amending to incorporate the objectives of this business plan.

- A detailed plan for identifying how to leverage existing and future Homeland Security grants, other federal grants including DARPA and DOE Cooperative Agreements, and private sector sources should be developed.

- Given that similar facilities in King County, Washington, New York, New York, and Los Angeles, California have been able to leverage significant funding from the private sector it is recommended that the

potential for private sector contributions to a new RPSC be fully explored and a detailed implementation plan be developed.

- Finally, to the extent necessary and appropriate, steps should be taken to evaluate the potential of raising additional state and local revenues to support the facilities development, including without limitation the use of tax alternatives.

GLOSSARY

-A-

Agency:
An agency is a division of government with a specific function, or a non-governmental organization (e.g., private contractor, business, etc.) that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility for incident mitigation) or assisting and/or cooperating (providing resources and/or assistance). (See Assisting Agency, Cooperating Agency, and Multi-agency.)

ARMOR

The All-Hazard Regional Multi-Agency Operations and Response (ARMOR) Unit. The Las Vegas Fire & Rescue Department, Clark County Fire Department and the Las Vegas Metropolitan Police Department have executed an interlocal contract establishing a regional ARMOR team. This team is comprised of personnel from each agency who possess specialized training and equipment in order to leverage a wide assortment of unique capabilities into a single, streamlined response force. Members of the ARMOR team respond to various high-risk events in the region including bomb calls, dangerous substances involving criminal intent, and other incidents of homeland security concern.

Area Command:
An organization established to: 1) oversee the management of multiple incidents that are each being handled by an Incident Command System organization; or 2) to oversee the management of a very large incident that has multiple Incident Management Teams assigned to it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

-C-

Chief:
The ICS title for individuals for command of functional sections: Operations, Planning, Logistics, and Finance/Administration.

Coordination:
The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can

either intra- or inter- agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc.

-D-

Dispatch:
The implementation of a command decision to move a resource or resources from one place to another.

Dispatch Center:
A facility from which resources are assigned to an incident.

-E-

Emergency Management Coordinator/Director:
The individual within each political subdivision that has coordination responsibility for jurisdictional emergency management.

Emergency Operations Center (EOC):
A pre-designated facility established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

-F-

Function:
In ICS, function refers to the five major activities in the ICS, i.e., Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function.

-I-

Incident:
An occurrence either human caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.

Incident Commander:
The individual responsible for the management of all incident operations at the incident site.

Incident Command Post (ICP):

The location at which the primary command functions are executed. The ICP may be collocated with the incident base or other incident facilities.

Incident Command System (ICS):
A standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.

-J-

Jurisdiction:
The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political/geographical (e.g., city, county, state, or federal boundary lines) or functional (e.g., police department, health department, etc.).

-M-

Multi-Agency Coordination System (MACS)
Multi-Agency Coordination Systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multi-agency coordination systems include facilities, equipment; emergency operation centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS. A multi-agency coordination entity provides coordination functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

-R-

Resources:
Personnel and equipment available, or potentially available, for assignment to incidents. Resources are described by kind and type, e.g., ground, water, air, etc., and may be used in tactical support or overhead capacities at an incident.

-U-

Unified Area Command:

A Unified Area Command is established when incidents under an Area Command are multijurisdictional. (See Area Command and Unified Command.)

Unified Command:
In ICS, Unified Command is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, responsibility, or accountability.

Appendix A: Regional EOC Consultant Team

Project Team Professional Biographies

Sheila Conway, Principal, Urban Environmental Research

With more than 20 years of experience in socio-economic, fiscal, and environmental impact analysis, risk assessment, emergency management, and performance measurement, Dr. Sheila Conway, serves as managing partner of Urban Environmental Research, LLC. In addition to overseeing the company's Las Vegas offices, Conway is responsible for managing and growing the woman-owned firm, which she joined in 1998.

Dr. Conway earned her doctorate from Arizona State University for her groundbreaking work examining the links between perception and property values within Clark County, Nevada. Over the last twenty years, Dr. Conway has held senior positions within government and the private sector. Dr. Conway has served as Federal State Coordinator for Natural Resources for the State of Utah. As a Senior Project Manager for ICF Kaiser Engineers, Dr. Conway served as on-scene coordination for over 100 hazardous material incidents. Dr. Conway served as Executive Director for the Colorado Center for Environmental Management, a 501{c}3 dedicated to implementing interdisciplinary solutions for addressing environmental challenges. Since joining UER, Dr. Conway has conducted several studies examining public safety needs and capabilities cross all jurisdictions within Clark County, as well as, for the State of Nevada.

Dr. Conway's project management experience encompasses a diverse array of complex and political sensitive projects'. She has worked for clients in both the private and public sectors, and undertaken projects of local, regional and national significance.

Dr. Conway has authored three books and numerous articles, provided legislative and congressional briefings, and spoken at numerous workshops and conferences nationally and internationally. She is a member of the Institute of Business Forecasters, International Institute of Forecasting, and International Society for Quality of Life Studies and Balanced Scorecard Collaborative. She also supports the Lupus Foundation of America and the American Heart Association.

Dr. Alvin Mushkatel, Partner, Urban Environmental Research

Alvin Mushkatel, co-founder of Urban Environmental Research has proven himself to be a leader in the study of social and public safety issues. Dr. Mushkatel holds a Ph.D. in Political Science from the University of Oregon. He currently holds a tenured position at Arizona State University in Environmental Policy and has more than thirty years of experience in hazards management, emergency management, and public safety.

Dr. Mushkatel's commitment to public service has extended to the national level, where he has served on more than one dozen National Research Council/National Academy of Science Committees offering expert advice to the executive on a broad array of emergency management, hazards management, and chemical weapons disposal problems.

Dr. Mushkatel has been consultant to the Nevada Agency for Nuclear Projects from 1986 to the present. The agency has performed a large number of socio-economic impact projections for the State Office that examine the potential public safety impacts from the siting of a high-level nuclear waste repository at Yucca Mountain. Dr. Mushkatel was part of the original team the State brought together in 1986 to advise it in the oversight of the Department of Energy project. Almost every State agency was included in the impact assessment which Mushkatel has conducted.

Steve Hermann, Associate, Urban Environmental Research

Stephen L. Hermann recently retired as the Hazardous Materials Coordinator for the Arizona DPS, where he supervised over 120 serious hazardous materials highway and rail incidents. He published 130 related articles in major police, fire, and environmental magazines.

Mr. Hermann is a Senior Executive Fellow of the John F. Kennedy School of Government, Harvard University; holds a B.S. degree in Explosives Technology; and graduated from the U.S. Naval EOD School; U.S. Army Command and General Staff College; and the U.S. Army War College. He is a retired Chemical Corps Colonel in the U.S. Army Reserve. He is DHS Certified Level V.

Qualified as a hazardous materials expert witness in Superior Court, and U.S. District Court, he has testified before subcommittees of both the U.S. House of Representatives and the U.S. Senate, and before committees of both the House and Senate of the Arizona State Legislature.

He has guest lectured for the U.S. DOE, the Federal Highway Administration; a panelist for NTSB; and a member of U.S. DOE's WIPP Technical Advisory Group. Mr. Hermann taught at Scottsdale Community College; guest lectured at the National Fire Academy; and is the author of three books dealing with hazardous materials transportation accidents and explosives.

Jeremy A. Aguero, Principal, Applied Analysis

Applied Analysis Principal Jeremy Aguero formed the company in 1997. His areas of expertise include economic analysis, operational model development and fiscal impact analysis.

Mr. Aguero graduated with honors from the University of Nevada, Las Vegas and holds a juris-doctorate from the Wm. S. Boyd School of Law. During his last year of undergraduate course work, he served as an intern/analyst with Coopers & Lybrand, LLC's (now PriceWaterhouseCoopers) Financial Advisory Services Group. After spending 18 months with Coopers, Aguero left and formed Applied Analysis.

Jeremy Aguero's project history demonstrates a wide range of abilities. He has worked for clients in both the private and public sectors, and undertaken projects of local, regional and national significance. Some of his projects include the Governor's Tax Force on Tax Policy, the

Hospitality Industry's Impact on the State of Nevada, the City of Las Vegas Fiscal Impact Analysis, and the Bureau of Land Management Land Release Absorption Analysis.

In addition to his professional activities, he is involved actively in the community. He is currently on the Board of Advisors for the Nevada Council on Problem Gambling and has served on the Board of Directors for the local chapter of Hispanics in Politics.

Jeremy Aguero has been asked to speak on economic and development trends for numerous professional groups, including the Nevada Development Authority, International Association of Hospitality Accountants and Southern Nevada Economic Conference. He has authored informative columns featured in "In Business Las Vegas" and the "Las Vegas Business Press." Aguero was named one of the "Top Businesspeople Under 40" by In Business Las Vegas in 2001and featured in Who's Who in Southern Nevada Business 2003.

Brian R. Gordon, CPA, Principal, Applied Analysis

Brian Gordon is a principal with Applied Analysis. His areas of expertise include market analysis, financial advisory services, business consulting, accounting, financial reporting, and economic modeling.

Gordon attended the University of Nevada, Las Vegas where he graduated with honors, obtaining a Bachelor of Science degree in Business Administration with an emphasis in accounting. Following his graduation, Gordon took a position with Andersen in Las Vegas and also performed a rotation in Andersen's Silicon Valley office, further developing his high-tech skills and knowledge.

Brian Gordon is also a member of many professional organizations, including the National Association of Office and Industrial Properties (NAIOP) and the American Institute of Certified Public Accountants (AICPA). He also is a member of the Board of Directors and Vice President of the Volunteer Center of Southern Nevada, a non-profit agency.

Mr. Gordon has been recognized as a source of information and analysis by a number of publications, including the Wall Street Journal, Time Magazine, the Los Angeles Times, the New York Times, and several other national, regional and local news media outlets. In addition, Gordon was recently named one of the Top Businesspeople Under 40 by In Business Las Vegas and featured in Who's Who in Southern Nevada.

Terry Murphy, President, Strategic Solutions

Terry Murphy, president of Strategic Solutions, has been a resident of Southern Nevada since 1979. She holds a Master of Arts in Sociology from the University of Nevada – Las Vegas. From 1989 through 1991, Terry worked as Government Affairs Representative for the Southern Nevada Home Builders Association, forging consensus with federal, state and local government

agencies on issues such as endangered species, federal land use policies, transportation, water conservation and other development related issues.

Terry joined the Clark County Government in 1991 where she held several progressively responsible positions. As Assistant Director of Administrative Services, Terry applied her administrative project management skills to the construction of the $68 million Clark County Government Center. Through a partnering process and careful administration, this project was completed three months ahead of schedule and over $1 million under budget.

As Assistant Director of Comprehensive Planning, Terry was responsible for the management of over 100 employees, responsible for both advanced planning (land use and development plan creation, community development, air quality, transportation, water quality and natural resource planning) and current planning (land use and zoning). Terry maintained extensive interaction with community leaders, County management, the Planning Commission and the Board of County Commissioners.

As Director of Administrative Services for Clark County, Terry's responsibilities involved serving the Board of County Commissioners as their primary policy development and administrative officer. Terry was responsible for public policy research and development, legislative initiatives, capital facility planning, major project administration, county wide strategic planning, organizational development and policy implementation.

In 1997, Terry founded Strategic Solutions which provides local government relations and integrated research, planning and communications services to a wide variety of clients. Clients include developers, neighborhood organizations, architects, engineers, government agencies, home builders, energy companies and other large and small businesses for which she provides research, strategic planning and government relations services. Terry's knowledge in the area of research and strategic planning has been employed by organizations such as the Las Vegas Chamber of Commerce, Mandalay Resort Group, Station Casinos, Inc., MGM-Mirage Corporation, the Nevada Department of Transportation, Southern Nevada Area Health Education Center and the Desert Research Institute. Other clients include KB Home, the Howard Hughes Corporation, Focus Properties, the Nevada Chapter of the National Association of Industrial and Office Properties, the Greenspun Media Group and the Regional Transportation Commission of Southern Nevada.

Currently, Terry serves on the Board of Directors for the Las Vegas Monorail Company and Kids to Kids Nevada. She is a member of the Urban Land Institute, the Las Vegas Chamber of Commerce, and Southern Nevada Home Builders Association. In October 2005, Terry was appointed to serve on a Blue Ribbon Task Force to study future, long- range highway projects in Nevada.

In the past, Terry has served on the board of directors for Nevada Public Radio, as a member of the Governor's Committee to Conduct a Fundamental Review of State Government, the Southern Nevada Water Authority Integrated Water Resource Planning Advisory Committee,

Clark County Mixed Use Development Committee, and as Chair of both the Clark County Organization and Resource Review Committee and Neighborhood Casino Stakeholder Committee.

Russell Rowe, Associate, Kummer, Kaempfer, Bonner, Renshaw and Ferrario

Russell M. Rowe joined Kummer, Kaempfer, Bonner, Renshaw and Ferrario (KKBRF) in May of 2000, as a member of the KKBRF's Government Affairs Department and practices extensively before state and local government authorities. At the state level, Mr. Rowe is Director of the KKBRF's legislative affairs team, where he represents clients on issues ranging from gaming and taxes to telecommunications and economic development. At the local government level, Mr. Rowe practices zoning and land use planning on behalf of residential, commercial and industrial developers, and provides guidance to clients on navigating through the various local governmental processes. Mr. Rowe has successfully represented numerous gaming enterprise district applications for Resort-Hotel-Casino projects.

Mr. Rowe worked in the United States Congress as a legislative assistant to United States Congressman James H. Bilbray, and he was also a legislative representative in the governmental affairs department of Mirage Resorts, Inc. (now MGM-Mirage). Mr. Rowe received his B.A. Degree in Political Science, with distinction, from the University of Nevada, Las Vegas and his J.D. Degree from the University of San Diego.

Mr. Rowe is President of the Board of Trustees for AFAN (Aid for AIDS of Nevada), and also serves as a Board member for the UNLV Alumni Association. He is also a Trustee of the Nevada Development Authority (NDA). Mr. Rowe also served on the Clark County Comprehensive Plan Steering Committee and served as President of the non-profit Sigma Chi Fraternity Housing Corporation for the UNLV Chapter from 1999-2002. Mr. Rowe is also a member of the American Bar Association, the State Bar of Nevada, the Clark County Bar Association and the National Association of Industrial and Office Properties (NAIOP).

Appendix B: Regional EOC Working Group Objectives and Strategic Goals

REGIONAL EOC WORKING GROUP OBJECTIVES AND STRATEGIC GOALS

Session 1: Establish Group Objective: Guide Development of Regional EOC Business Plan (December 20, 2006 – 3:00pm – to - 4:30 pm)
Tasks:

- Introductions – Metro
- Purpose of Working Group – Metro
- Review of Regional EOC Feasibility Study Results – UER
- Overview of Business Plan Scope of Work, team, and proposed schedule – UER
- Meeting Rules – Facilitator
- Discuss and get consensus on group objective – Working Group

Time permitting:
Discussion of key components of a Regional EOC – Working Group
Action Item: Working group members should come prepared to discuss at the next meeting the key functions and facility specifications for a new REOC (e.g. size, technology, layout, hardened, etc.)

Session 2: Identify REOC Facility Components and Companion Functions (December 27, 2006 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on Washoe County Regional Public Safety Facility – Washoe County OEM
- Discussion on key functions, facility specifications, and components of new Clark County facility – Working Group

Session 3: Legal Considerations in Building a New Regional EOC (January 3, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on legal considerations for building a new REOC – Kummer, Kaempfer, Bonner, Renshaw, & Ferrario
- Discussion of legal considerations – Working Group

Session 4: Siting Considerations in Building a New Regional EOC (January 10, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on siting considerations and facility requirements for building a new REOC – Henry Jackson, Deputy Commissioner New York Office of Emergency Management
- Discussion of proposed siting criteria and process – Working Group

Session 5: Proposed Siting Criteria and Processes (January 17, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on siting considerations and facility requirements for building a new REOC – UER
- Discussion and approval of proposed siting criteria and process – Working Group

Session 6: Preliminary REOC Cost Assessment (January 24, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on preliminary cost assessment for building a new REOC – Applied Analysis
- Discussion of cost assessment for building a new REOC – Working Group

Session 7: Analysis of Funding Options (January 31, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on preliminary analysis of funding options for building a new REOC – UER & Applied Analysis
- Discussion of funding options for building a new REOC – Working Group

Session 8: Governance and Operations Options (February 14, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on governance and operations options for building a new REOC – UER/Applied Analysis/KKBRF
- Discussion of governance and operations options for building a new REOC – Working Group

Session 9: Cost Benefit Analysis (February 21, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on cost benefit analysis of building a new REOC – Applied Analysis
- Discussion of cost benefit analysis for building a new REOC – Working Group

Session 10: Siting Recommendation (March 7, 2007 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator
- Presentation on sitting recommendation for building a new REOC – UER/Applied Analysis/KKBRF

Discussion and recommendation on site location for building a new REOC

Appendix C: Regional EOC Working Group Meeting Agendas

REGIONAL EOC WORKING GROUP

Agenda
December 20, 2006
Homeland Security Division Building
6830 Bermuda Road
First floor conference room
Las Vegas, Nevada

Session 1: Establish Group Objective: Guide Development of Regional EOC Business Plan

- Introductions – Metro
- Purpose of Working Group – Metro
- Review of Regional EOC Feasibility Study Results – UER
- Overview of Business Plan Scope of Work, team, and proposed schedule – UER
- Meeting Rules – Facilitator
- Discuss and get consensus on group objective – Working Group

Time permitting:

Discussion of key components of a Regional EOC – Working Group

Action Item: Working group members should come prepared to discuss at the next meeting the key functions and facility specifications for a new REOC (e.g. size, technology, layout, hardened, etc.)

REGIONAL EOC WORKING GROUP

Agenda
December 27, 2006
Clark County Government Center
Training Room 1
500 South Grand Central Parkway
Las Vegas, Nevada

Session 2: Identify REOC Facility Components and Companion Functions
(December 27, 2006 – 3:00pm – to - 4:30 pm)

- Review and approval of previous meeting agenda – Facilitator

- Discussion on key functions, facility specifications, and components of new Clark County facility – Working Group

REGIONAL EOC WORKING GROUP

Agenda
January 10, 2007
4701 W. Russell Road (at Cameron)
Presentation Room A
Las Vegas, Nevada

Session 3: Legal, Cost, and Siting Considerations in Building a New Regional EOC

- Review and approval of previous meeting agenda – Facilitator (12:00 pm – 12:15 pm)
- Presentation on Washoe County Regional Emergency Operations Center - Press Clewe, Former Emergency Manager Washoe County, Nevada (12:15 pm – 12:30 pm)
- Presentation on cost model and data needs for building a new REOC – Jeremy Aguero, principal analyst, Applied Analysis (12:30 pm – 1:15 pm)
- Discussion of proposed cost model and data needs – Working Group (1:15 pm – 2:30 pm)
- **Break (2:30 pm - 2:45 pm)**
- Presentation on legal considerations for building a new REOC – Jeremy Aguero, principal analyst, Applied Analysis for Russell Rowe, partner, Kummer, Kaempfer, Bonner, Renshaw, & Ferrario(2:45 pm – 3:15 pm)
- Discussion of legal considerations – Working Group (3:15 pm – 3:45 pm)
- **Break (3:45 pm – 4:003:45 pm)**
- Presentation on siting considerations and facility requirements for building a new REOC – Sheila Conway, Ph.D. UER (4:00 pm – 4:15 pm)
- Discussion of proposed siting criteria and process – Working Group (4:15 pm – 5:00 pm)
- **Adjourn (5:00 pm)**

REGIONAL EOC WORKING GROUP

Agenda
January 24, 2007
Henderson City Hall
240 Water Street
Green Valley Training Room
(On the second floor above the City Council Chambers)
Henderson, Nevada
12:00 pm – to - 4:00 pm

Session 4: Review of Siting Criteria and Processes for Building a New Regional EOC

- Review and approval of previous meeting agenda – Facilitator (12:00 pm – 12:15 pm)
- Review and discussion of homework – Jeremy Aguero, AA (12:15 pm – 1:00 pm)
- Presentation on siting considerations and facility requirements for building a new REOC and 911/Dispatch Center – Diane Newman King County, Washington Office of Emergency Management (1:00 – 1:30 pm).
- Discussion and questions on King County's facility and process (1:30 – 1:45 pm)
- Review and selection of siting criteria – Sheila Conway, UER (1:45 pm – 2:30 pm).
- Discussion of proposed siting criteria and process – Working Group (2:30 pm – 2:45 pm)

BREAK (2:45 pm – 3:00 pm)

- Presentation on Funding Sources – Sheila Conway, UER (3:00 pm – 3:30 pm)
- Discussion of funding sources – Working Group (3:30 pm – 4:00 pm)

REGIONAL EOC WORKING GROUP
Agenda
February 14, 2007
Silver Mesa Recreation Center
4025 Allen Lane
(Cross streets are Allen Lane and Alexander Road)
North Las Vegas, Nevada
9:00 am – to - 11:30 am

Session 5: Review of Supplemental Funding Sources and Siting Criteria for Building a New Regional EOC

- Review and approval of previous meeting agenda – Facilitator (9:00 am – 9:15 am)
- Housekeeping
  - Review of the SNRPC process and next steps
  - Handout of design considerations
  - Handout of legal review
  - Discussion about site visit to DEM's new facility – Sheila Conway, UER (9:15 am – 9: 30 am)
- Presentation on DARPA and Cooperative Research Agreement funding (9:30 am – 9:45 am) Sheila Conway, UER (9:30 am – 9: 45 am)
- Review of siting criteria and proposed process – Sheila Conway, UER (9:45 am – 10:00 am)

BREAK (10:00 am – 10:15 am)

- Discussion and weighting of siting criteria – Working Group (10:15 am – 11:15 am)
- Discussion of next meeting date and location - Working Group (11:15 am – 11:30 am)

Appendix D: Regional EOC Working Group Meeting Summaries

EOC Working Group Meeting
LVMPD HSB Conference Room
12-20-06 / 1500 hours

In attendance:

See attached Sign-in Sheet.

Purpose:

The purpose of this meeting is to begin developing a business plan for the EOC, not to build an EOC. Feasibility studies have been done by Dr. Conway. We have been given instructions to go ahead with developing a business plan to see what it would cost and take to build an EOC.

This is not a Metro initiative. This facility is to be something that the Southern region of Nevada can own and be part of. Barbara Doran, from LVMPD Communications, was included in the event we can include an emergency 9-1-1 center.

We have expanded the planning team. Henderson, North Las Vegas, Boulder City and Mesquite were invited to this meeting.

Dr. Conway has found a facilitator, Terry Murphy, to help us along.

Dr. Sheila Conway:

Dr. Conway went through a PowerPoint presentation of her feasibility study of an EOC. Case studies were conducted at six EOCs to include New York City, NY; Chicago, IL; LA County, CA; Washoe County, NV; King County, WA; and Broward County, FL.

Findings indicate enough support for a Regional Emergency Operations Center to conduct an in-depth assessment and business plan. This facility should be a multiple use, public safety facility that is a “center for excellence” in the area of coordination, communications, and interoperability.

It was recommended we expand the Working Group, which we did by including the aforementioned cities; and to identify the key functions.

To develop a business plan, we need to:

- identify the functions and facility size;
- develop and implement site selection, criteria and process;
- establish a recommended framework for governance and operations;
- conduct a cost benefit analysis.

Tim McAndrew wanted to confirm that UER already received all of this information from the feasibility study. This was confirmed by Dr. Conway.

Dr. Conway also mentioned that we should have a business plan available by the end of January to present to Senator Harry Reid.

Discussion:

Ms. Murphy began by handing out the "Guidelines for Achieving Common Goals," and asked if everyone was in agreement to abide by them. They were.

She also asked if everyone invited was present. The answer was no. Those missing were Mesquite, NLVPD, NLV Fire, RTC, and Boulder City. It was stressed to make sure there is representation at the meetings from every jurisdiction involved. It was also mentioned that the Health District should be included. Captain Suey will reach out to the Health District and RTC.

When asked if we should include anyone else, it was recommended that maybe the National Guard should be involved. It was agreed that they could be included in the distribution only. There was no need for them to be involved in the planning stages. This should be kept at the local level, but keep workspace in mind at the facility for them.

Terry also recommended a larger facility to conduct these meetings. The room was at capacity today, and there were still agencies that were not present. Two places that came to mind were the Patrol Conference Room and the County Government Building.

Terry threw out the idea of holding one or two all-day sessions instead of spreading them out as currently planned. It was agreed that a couple of

half-day sessions would be better, and to keep it to a Wednesday. January 10th and 17th will be the half-day sessions from noon to 1700 hours. Captain Suey was gracious enough to offer to buy lunch for the group. Jim O'Brien will look into a room at the County Government Building. Sheila will distribute the new dates, times and locations.

Common Goals:

Terry indicated we need to get to a common goal, in simple language, not technical terms.

Tim McAndrew suggested the development of a business plan for the design, construction and operations of a new Regional Emergency Operations Center, as defined by the guidelines of the National Incident Management System.

Jim O'Brien stated he does not support that statement. The County will only support exploring a Regional Incident Command Center. (See attached letter from County.) After some discussion of what an incident command center is, it was clarified that they will support a Regional Area Command Center. A central place for managing field responses. An area command is a facility and function for a gateway for multiple command posts.

Tim McAndrew stated that an EOC is a building. Functions within are broken down in three areas: policy area, coordination area, and operations area. A Command Center, as for New Year's Eve, is an operations component of an overall EOC. It can be expanded or contracted as needed. It can be used as an incident command center to support and coordinate the overall responses. Jim O'Brien stated this is where we have a disagreement.

Irene Navis suggested we worry about naming the facility at a later time, when we know what we are going to put into it.

Captain Suey feels Jim's issue needs to be decided at a higher level. As it is understood, the County is not supporting the EOC as needed. Jim said it has already been decided. Mr. McAndrew suggested, instead of splitting hairs that Jim needs to clear up whether or not the County will support the EOC. Jim indicated that it is already clear.

A new goal was suggested stating, the development of a business plan for the design and construction of a new Regional facility for the purpose of

emergency management. Jim O'Brien indicated the County will not support this statement either.

It was decided, by Terry, that we need to talk about the functions of what will go into this facility. Captain Suey indicated that the Sheriff does not care what goes into the EOC, as long as an EOC is built. Sheriff Gillespie is out of town until January 2nd. If an EOC is not a portion of this facility, we cannot go any further. She will need to have discussion with Sheriff Gillespie.

After discussion, Terry gave everyone an assignment. Everyone is to come up with what functions they want to see in this facility. You can even list what you don't want to see, if you like. This can be emailed to Terry before the next meeting, or brought to the next meeting.

Next meeting will be held on December 27, 2006 at 1500 hours. Location will be the County Government Building, Training Room 1 on the first floor.

Action Items:

- Jim O'Brien will check availability of a room at the County Government Building for the meetings to be held on January 10 and 17, from noon to 1700 hours.

- Captain Suey will bring lunch in for everyone at the meetings on January 10th and 17th.

- Captain Suey will invite the RTC and Health District (Larry Sands) to the future meetings.

- HOMEWORK: What functions do you want to see in this facility? You can either send your list to Terry Murphy at tmurphy951@aol.com or bring it to the next meeting.

- Dr. Conway will send out information on the next meeting, that being 12-27-06/1500 hours at the County Government Building, Training Room 1 on the first floor.

Regional EOC Planning Committee Meeting
Clark County Government Center
Training Room #1
12-27-06 / 1500 hours

Terry Murphy welcomed the committee members, and the meeting began at 1505 hours.

Persons present were Jim O'Brien, Patricia Lofft, Mike Cyphers, Dan Lake, Tim McAndrew, Fernandez Leary, Gene Campbell, Kathy Suey, Mike McCrimon, Janelle Kraft, Irene Navis, Terry Murphy, Jeremy Aguero, Sheila Conway, Alvin Mushkatel, and Paula Rivera. Members from the Health District and RTC were invited but could not attend today's meeting.

The purpose of this meeting was to list the functions of the Regional EOC. From this list, a business plan will be developed.

The assignment from last week's meeting was for members to provide a list of functions to Terry via email or bring to the next meeting. Terry distributed comments provided by Jim O'Brien, Tim McAndrew, Fernandez Leary, and Mike Cyphers. All future comments should be sent to Terry Murphy, Dr. Conway, and Jeremy Aguero.

Terry brought in a digital recorder to have a comprehensive record of the meeting. If it was necessary, a transcript could be provided. All committee members approved to having the meeting recorded.

The committee developed a list of ideas of what the functions should be for the Regional EOC. Certain terms were further discussed for clarification. This list will be prioritized to help develop a business plan. A detailed matrix will be created by Urban Environmental Research and e-mailed to all committee members.

Regional EOC Functions:

1. Multi-agency coordination (local, state, and federal, as defined by NIMS)
2. Incident coordination and support
3. Resource tracking
4. Incident information collection
5. Incident information analysis and dissemination
6. Joint information center activities (as defined by NIMS)
7. Area command (as defined by NIMS)
8. Primary 9-1-1 center and dispatch

9. Intel/Fusion Center / Information Dissemination
10. ARMOR Unit
11. Training and meeting rooms
12. Deployment operations center / 24-hour fusion center
13. ARMOR training facility
14. Office space for day-to-day operations (may only be staffed for alternate 9-1-1, ARMOR)
15. Critical infrastructure protection program
16. General Government Call Center (**the committee agreed to remove this from the list**)
17. Public safety driving track / training (low speed / specialty driving track)

The meeting scheduled for January 3, 2007, at 1500 hours has been canceled.

The next meeting is scheduled for Wednesday, January 10, and will be a half-day session from noon to 1700 hours. Lunch will be provided by Deputy Chief Suey.

Meeting location:
4701 W. Russell Road (at Cameron)

The meeting concluded at 1605 hours.

scribe:pmr

Regional EOC Planning Committee Meeting
Clark County Department of Development Services
Presentation Room #1
1-10-07 / noon

Terry Murphy welcomed the committee members, and the meeting began at 1215 hours. Persons present were Janelle Kraft, Fernandez Leary, Sheila Conway, Michael Cyphers, Terry Murphy, Jeremy Aguero, Steve Hermann, Alvin Mushkatel, Irene Navis, Jim O'Brien, Patricia Lofft, Gene Campbell, Tim McAndrew, Kathy Suey, Mike McCrimon, Tom Monahan, Csaba Maczala, Jeff Wells, David Petersen, Dan Lake, Nathan Christiansen, Jeff Mills, and Paula Rivera.

Jeff Wells, the new Assistant Director of Administrative Services for Clark County was present and introduced himself to the group.

Meeting agenda items from the previous meeting (12-27-06) were approved.

The first presentation was given by Press Clewe, the former Emergency Manager of Washoe County. Mr. Clewe reflected on the challenges he faced in his role during the research and development of the Washoe County facility. He shared some suggestions with the group, such as having an interlocal agreement in place, completing the grant application process for federal funding, finding an appropriate site location, and planning the building design with ample storage space.

The next presentation was given by Jeremy Aguero. A preliminary cost estimate was given to members to review. The list of proposed functions was reviewed, and from that a preliminary floorplan design was created. The committee agreed that the following functions should be grouped accordingly:

One large common area big enough to hold 125 to 145 people – the anticipated staff needed during an emergency operation. This area would have desktops, chairs, computer equipment, telephones, fax machines, and display screens. The following functions will be in this common area:
1. Multi-agency coordination (local, state, and federal, as defined by NIMS)
2. Incident coordination and support
3. Resource tracking
4. Incident information collection
5. Incident information analysis and dissemination

6. Joint information center activities (as defined by NIMS)
11. Training and meeting rooms

The following function will be inside the large common area but will be within its own distinct area:
7. Area command (as defined by NIMS) - may also have some functions of the DOC.

The following functions will each have a separate working area outside the large common area (two areas):6. Joint Information Center
14. Office space for day-to-day operations

The following functions are grouped together and will have an area outside the large common area and will share the space allotted for meeting rooms:
9. Intelligence Fusion Center/Information Dissemination
10. ARMOR Unit
12. Deployment Operations Center
15. Critical Infrastructure Protection Program

These functions will have their own areas either in another building/area adjacent to the main facility or on another floor within the main facility:
8. 9-1-1 Dispatch Center
13. ARMOR training facility
17. Public safety driving track / training

Jeremy Aguero presented some legal considerations with committee members. It was decided there were no specific considerations at this time.

Dr. Conway's presentation covered site and design considerations and facility requirements.

For homework, members were asked to comment on the following items:
1. Storage space
2. 9-1-1 dispatch center, how much space is needed
3. Comments on site and design considerations
Email your comments to Jeremy Aguero at **jaguero@appliedanalysis.com**
The next committee meeting is scheduled for Wednesday, 1/24/07, and will be another half day session beginning at noon. The location of the meeting will be:

Henderson City Hall
240 Water Street

Green Valley Training Room (on the second floor above the City Council Chambers)

Parking is available at either the parking garage located at Basic/Lead or the parking lot adjacent to City Hall (entrance from Basic).

The meeting adjourned at 1600 hours.

Scribe: pmr

Regional EOC Planning Committee Meeting
Henderson City Hall
Green Valley Training Room
1-24-07 / noon

Terry Murphy welcomed the committee members and the meeting began at 1225 hours. Committee members present were Jeremy Aguero, Sheila Conway, Terry Murphy, Alvin Mushkatel, Patricia Lofft, Tim McAndrew, Kathy Suey, Mike McCrimon, Barbara Doran, Jeff Wells, Mike Cypers, Dan Lake, Fernandez Leary, Carolyn Levering, and Paula Rivera.

The last meeting's agenda items were approved, and Jim O'Brien's comments will be added to the record. The homework assignments was to provide input on storage space needs, specs for 9-1-1 dispatch center, and site and design considerations.
Lt. Tom Monahan and Lt. Pat Neville will be attending the meeting later today and will provide specifications for the Fusion Center and requirements for the ARMOR training facility.

The committee discussed planning the space requirement in future needs and expected growth in the Las Vegas valley. To date, there are a combined total of 15 dispatch counsels for City and County Fire and North Las Vegas PD. With the expected continued growth in the valley, there may be an additional 8 to 11 area commands for LVMPD over the next 15 years. The planning would need to allow for an additional 8 to 11 dispatch counsels.

Any additional input can be emailed to Jeremy Aguero.

The first presentation was given by Diane Newman of King County, Washington, Office of Emergency Management. The King County EOC's space is shared by the King County Sheriff's Office and the King County Office of Emergency Management.
Ms. Newman was a member of the design team for the King County EOC, and she gave an overview of siting considerations.

Questions asked by the group:
<u>Security</u>
Ms. Newman suggested applying film to the glass. The downside to that is the loss of radio frequency.
<u>Location</u>

The King County EOC is located 17 miles from the center of downtown Seattle. Traveling time is approximately 45 minutes to one hour's drive from Seattle.

Elevated Site

The King County EOC is situated on a hill with access to the freeway (I-405) one mile away. This site was centrally located within the county on a five acre parcel that was owned by the county.

Cost

The final cost to build the EOC was $33 million.

Funding

The cost to build the EOC was funded through local dollars.

Media Briefing

The Emergency Manager answers questions posed by the media.

Joint Information Center

The JIC is located in the coordination area and is only used by the Public Information Office personnel.

Dr. Conway reviewed the following 12 functions and siting criteria with the committee members.

Compatibility

- Spatial requirements
- Land use (compatibility)
- Relatively level topography
- Minimize impacts on existing residences and businesses
- Room to grow
- Adequacy of transportation access/capacity
- Adequacy of infrastructure support
- Extensive comprehensive plan and development regulations
- Availability and cost of land
- ADA compliant
- Helicopter landing facility

Survivability

- Time lost
- Acceptable level of hazards (technological/natural)
- Away from city center, airports, tunnels, budges, and railways
- Easy highway access
- Structurally and mechanically separate

Flexibility and Open Architecture

- Flexible build for 50 plus years

- Accommodate growth
- Open architecture
- Outside concrete pad with electrical/data hookups

Communications
- Central point of information coordination/dissemination
- Multiple methods (telephone, radio, electronic, satellite)
- Link communications center to existing EOC
- Touch screen phone
- Multiple routing (PBX, analog, digital, data)
- Radio towers (primary/amateur)
- T1 service
- Fiber optics service
- Radio communications room
- Radios in breakout rooms
- Pre-wired for state/federal agencies
- Citizen hotline phones

Redundancy
- Communications
- Generators (backup / pre-wired)
- Fuel supply
- Water storage
- Waste storage
- Uninterrupted power supplies
- HVAC
- Remote facility monitoring

Security
- Building and reception access
- Fenced entire area, parking lot and mechanical area (buffer zone)
- Vulnerability to truck bombs
- HVAC system vulnerability to chemical and biological hazards (filtration/pressurization)
- Hazardous materials
- Seismic, volcanic, and flooding
- Long driveway with 90 degree turn
- Protective landscaping
- Bullet resistant glass
- Hardened/base isolation
- Paging throughout facility
- Tracking system

- Access control system
- Tiered access
- Manned security

Other Design Considerations - Outside Areas

- Flat parking lot-like service area
- Sufficient parking
- Vehicle barriers
- Covered outside areas
- Security lighting
- Protection of air intakes
- Media hookups
- Weather station
- Positioning of tower
- Audio-visual editing and monitoring
- Message center - copying, distribution, routing
- GIS and plotter
- Large, undedicated meeting space
- Multiple conference rooms
- Backup EOC (Committee members agreed to delete this)
- Backup alternative seat of government
- Dual use space

Other Design Considerations - General Space

- Building directory
- Interagency coordination room
- Executive isolation room
- Radio communications center
- Offices
- Signage
- Storage
- Library
- Media room
- JIC
- Classrooms
- Stress room / quite room
- Exercise room
- Break room (can be combined with kitchen area)
- Kitchen
- Childcare facilities (LV Fire, NLV Fire, NLV EM and LV EM do not agree with this)
- Bunk room

· IT enabled dispatch training room / simulation room
· Stadium-type, theater style meeting room / training room, briefing room big enough to hold 250+ people

Other Design Considerations - Coordination Room
· High ceilings
· Large projection displays
· Large screen monitors
· Controlled lighting
· Audio-visual control points
· Remote-controlled cameras
· Windows
· Raised floors
· Multiple electrical / data outlets
· Coffee
· Tackable wall surfaces
· Headphones for TVs
· Whiteboards
· Electronic white boards (smart boards)

Other Design Considerations - Breakout Rooms
· Multiple rooms
· Soft wall dividers / tackable wall surfaces
· Whiteboard
· Pull-down screens
· Storage
· Radio communications
· Monitors

Other Design Considerations - Media and Training Rooms
· Live feed from coordination room
· Telecommunications hookups
· Monitor
· Video recording capability
· Lighting for press conferences
· Video conferencing / Teleconferencing capability

Other Design Considerations - Support Facilities
· Sufficient restrooms
· Lockers
· Separate and multiple shower facilities
· Fully equipped kitchens

- Eating and serving areas
- Bunk areas
- Exercise room
- Quiet room
- Utility room/closet
- Wide hallways
- Furnishings
- Large conduit
- Mail room
- Maintenance rooms

Dr. Conway presented to the committee the possible funding sources to build the Regional EOC. A memo will be sent to Senator Reid in March with an estimate dollar amount to build the Regional EOC. The deadline to send additional comments to
Dr. Conway is Wednesday, 2/7.

Discussion from the group for additional funding sources provided the following input:

- Drafting a bill to tax cell phone subscribers for calls made to 9-1-1
- Getting donations from the casino industry
- Building the facility in stages/phases

The next committee meeting date is Wednesday, 2/14, from 0900 - 1200 hours.

Meeting location:
Silver Mesa Recreation Center (in North Las Vegas)
4025 Allen Lane
Cross streets are: Allen Lane and Alexander Road

The meeting concluded at 1515 hours.

Scribe: pmr

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