THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS ACTION AGENDA SUMMARY

DEPT: Public Works	BOARD AGENDA #C-1
Urgent Routine 🔳 🗥	AGENDA DATE July 13, 2010
CEO Concurs with Recommendation YES NO	4/5 Vote Required YES ■ NO
(Information Attache	
SUBJECT:	
Approval of the Public Works Master Plan/Needs Asses	sment
STAFF RECOMMENDATIONS:	
1. Approval to accept the Public Works Master Plan/Ne	eds Assessment.
2. Authorize the purchase of modular office space and t	furnishings for the Morgan Road location.
3. Direct the Auditor-Controller to establish the budget f and associated furnishings per the financial transaction	
 Authorize the Director of Public Works to negotiate a approximately 4,500 square feet of office space at 10 Modesto. 	
Vacating the third floor office space at Tenth Streapproximately \$30,000. The consolidation of staffing to of modular office space and some reconfiguration of exceed \$180,000. Funding is available in Road Operation	the Morgan Road office will require the placement the existing Morgan Road office at a cost not to
BOARD ACTION AS FOLLOWS:	No. 2010-459
directed the Director of Public Works to retu	irman Groyer
Christing Fishers	

ATTEST:

CHRISTINE FERRARO TALLMAN, Clerk

File No.

FISCAL IMPACT (Continued):

There is no direct fiscal impact associated with the master plan/needs assessment. Future impacts, as stated in the report, estimate that the total non-escalated capital cost of implementing this master plan is \$48.2 million. Redeveloping the Morgan Road site would cost \$42.6 million and would entail replacing all existing structures over time, with the exception of the Hazardous Waste facility. The remaining \$5.6 million would establish satellite facilities at a cost of approximately \$1.4 million each. The master plan identifies a 3-phase approach, over a period of fourteen years. As funding is identified, the Department will return to the Board for approval of future phases.

DISCUSSION:

Public Works mission statement is to "Manage and improve infrastructure through safe and efficient use of resources and assets for the benefit of our citizens." The vision is to "Strive to be the leading Public Works Department through innovative stewardship of infrastructure and environment." The Department's mission and vision statement are in direct support of the Board's priority of providing and maintaining a well-planned infrastructure system. In an effort to implement this mission and vision, the Department has continued to improve processes and efficiencies. Difficult budget and economic times have made this implementation even more challenging. As Public Works progresses forward, it is faced with reduced staff and greater infrastructure challenges. To position the department to better address the present and future needs of the community's infrastructure needs, Board approval was received on September 9, 2008 to conduct a 20-year Facilities Master Plan for Public Works' Morgan Road facility. A Request for Proposal (RFP) was completed and Daniel C. Smith & Associates (DSA) was selected to perform the assessment. The master facility plan provides a comprehensive 20-year plan for the Public Works Department. The master plan includes: a) an assessment of existing facilities; b) a forecast of future service demand, staff, facilities, and vehicle requirements; c) a phased facilities development and resource deployment plan; and, d) a related schedule of implementation timeframes and estimated capital expenditures for all major projects.

Some key factors that have necessitated this long range planning document are:

- Greatly reduced revenue projections;
- Office consolidation (currently Public Works staff are split in two locations; Tenth Street Place office and Morgan Road office) to address issues such as: lost time and efficiency when traveling between offices, file system conflicts, duplication of equipment and personnel, communication struggles, coordination of staff (loss of teamwork and team building resulting in a sense of "us" and "them"); and,
- Fleet maintenance and transition to meet air standards.

The following discussion will detail each of these factors with a recommended solution.

Greatly reduced revenue projections have caused the Department to develop a multiyear budget strategy. Historically, the major sources of Public Works road funding have been Highway Users Tax (61%) and Proposition 42 (38%). Prior to Fiscal Year 2008-2009, Highway Users Tax (HUTA) typically averaged a 2.25% increase per year. The recent economic crisis resulted in a HUTA revenue decrease of 10% in Fiscal Year 2008-2009. Revenues received were at the Fiscal Year 2000-2001 levels. Unfortunately, it does not appear that revenues will recover from this reversal in the near future. Current year revenues are closely tracking previous year. HUTA averages \$8 million annually and Proposition 42 approximately \$4.7 million.

California's current economic crisis has resulted in a change in State funding for transportation purposes. In March 2010, legislation was passed that eliminates the sales tax on gasoline (Proposition 42) and replaces it with an increased excise tax (HUTA), freeing up funding at the State level for the State General Fund. A commitment has been made to allocate the excise tax in such a way as to ensure fiscal neutrality for local jurisdictions. Revenue decreases have been offset somewhat by the receipt of Proposition 1B bond funds. These bonds were authorized by voters in November of 2006 and are allocated by the State annually. It was originally anticipated that the use of Proposition 1B funds would span a 5-year period. Fiscal Year 2009-2010 was to be year three of the five. Due to the State's decision to defer HUTA and Proposition 42 funding in Fiscal Year 2009-2010, all the remaining Proposition 1B funds were allocated. Stanislaus County's allotment is approximately \$7.5 million. The Department's plan is to spread the use of these funds over the remaining three years, through Fiscal Year 2011-2012.

The Department is anticipating challenges in Fiscal Year 2012-2013. Proposition 1B funds will be depleted resulting in a \$2.5 million reduction in revenues. To prepare for these challenges, a 4-year budget plan has been developed anticipating a 15% reduction from the current year's operating budget. This reduction will affect not only Public Works Road Operations, but also Administration, Engineering, and Morgan Shop. The majority of the funding for each of these divisions is road funds. One of the primary strategies to meet budget projections is to reduce staffing levels. It is anticipated that this reduction of staffing will be achieved through natural attrition. As employees voluntarily leave positions due to retirement or to take other jobs, those positions, when feasible, will be left vacant to meet budget goals. One of the efforts to accommodate this reduction in staffing was to consolidate offices to the Morgan Road facility.

This same office consolidation to address budget constraints will also address issues of: lost time and efficiency when traveling between offices, file system conflicts, duplication of equipment and personnel, communication struggles, coordination of staff (loss of teamwork and team building, sense of "us" and "them"). The Department will continue to provide services to customers at Tenth Street Place. One engineering staff will remain at Tenth Street Place in order to be available to partnering departments and to

ensure the ongoing viability of the one-stop shop concept. This staff person will provide development services, and encroachment permit, special event permit, and transportation permit processing. Future options include the close coordination with County Planning and Community Development and the further development of online services to ease the transition from issuing permits downtown to the Morgan Road office. Specific features will include on-line permit applications, e-payments, and a document camera at Tenth Street Place Office to accommodate customers remotely from Morgan Road.

Public Works' Transit Division will remain at Tenth Street Place.

The proposed consolidation has been developed to be incorporated into Public Works' long range master plan. The key elements of this proposed consolidation are as follows:

- Relocate administration, engineering support/special services, finance, and geographic information systems (GIS) to the Morgan Road office.
- Place portable office space at Morgan Road and reconfigure the existing Morgan Road office to accommodate staff office needs and public service counter needs.
- Relinquish current office space on the third floor at Tenth Street Place to the City of Modesto and Stanislaus County Fire Protection Services.
- Maintain fourth floor presence at Tenth Street Place to accommodate Public Works' Transit Operations and office space for other staff when downtown presence is needed (anticipate 3-5 cubicles for Morgan Road office personnel to use when downtown).

It is anticipated that vacating the third floor office space at Tenth Street Place will result in a net annual savings to Public Works of approximately \$30,000. The consolidation of staffing to the Morgan Road office will require the placement of portable office space and some reconfiguration of the existing Morgan Road office at a cost not to exceed Funding is available in Road Operations' existing fund balance. requested modular will be occupied by Road Operations staff. Additional modular units, previously located at the Patterson Operations Yard and Oakdale Operations Yard have been relocated to the Morgan Road Facility at a cost of \$12,000. These facilities house the Construction Engineering section and Road Operations senior staff. All of the above individuals were previously located within the main building and displaced by Public Works Administration, Geographic Information Systems (GIS), and Survey division staff relocated from Tenth Street Place. Every effort has been made to use resources efficiently. The Central Services salvage facility was checked for available office furniture and other miscellaneous items. The total spent to date, including the relocation of modulars, has been approximately \$40,000. Funding was available in the Fiscal Year 2009-2010 budget for those expenditures.

Public Works occupied 5,692 square feet on the third floor of Tenth Street Place. A tentative agreement has been reached with the City of Modesto's Development

Services to take over approximately 4,500 square feet. The projected annual cost of this space, including debt service, is approximately \$73,600. The remaining 1,250 square feet are to be occupied by Stanislaus County Fire Protection Services at an approximate cost of \$24,000. With Board approval, the Director of Public Works will negotiate and finalize a Memorandum of Understanding (MOU) with the City of Modesto for the third floor space. The Tenth Street Place JPA has been notified of the impending change.

Over the past number of years, the Morgan Road Shop fleet and heavy equipment maintenance division has strived to balance equipment and vehicle needs with air quality standards and compliance requirements. This has resulted in much of Public Works' fleet being replaced with compressed natural gas (CNG) vehicles. Compressed natural gas vehicles have lower emissions and cost less to operate, meeting the needs of air quality compliance and existing budget constraints. Yet with these positive attributes, there is also a negative consequence associated with these vehicles. The current maintenance buildings do not meet proper regulations for maintenance of natural gas vehicles. Building upgrades are expensive and will require careful planning to meet future needs. The current facilities master plan addresses this issue, including the potential of maintaining transit vehicles in the future. With the proposed Public Works Facilities Master Plan in place, the Department can ensure the efficient use of available resources and assets to meet the needs of the Morgan Shop operation.

The master plan also discusses several important reasons that Public Works conducted this analysis, in addition to key factors described prior.

- 1. To test if the Morgan Road headquarters site has the capacity to accommodate nearly all Public Works functions for the next 20 years, while providing sufficient functionality to assure efficient and cost-effective operations.
- 2. The need to co-locate nearly all Public Works office-related functions at a single site (most logically, at Morgan Road, with the exception of Transit Administration).
- 3. The need to replace aging facilities, which are becoming increasingly overcrowded and less functional (the Consultant's findings were that 11 of 16 Morgan Road facilities have exceeded their normal lifespan).
- 4. The need to provide expanded facilities to correct spatial deficiencies accommodates forecasted overall County growth, and in turn measured increase in staff and equipment.
- 5. The need to house either entirely new County functions or existing functions within the County that Public Works expects to bring in-house, including: maintenance of full-size transit buses, traffic signal maintenance, street light maintenance, survey, right-of-way, and a materials lab.
- 6. The need to house and assemble Roads work crews in their respective service zones as the County continues to grow.
- 7. The need to proactively and comprehensively plan for future facilities development given the above factors and to assure that the redevelopment of the

- Morgan Road site can be implemented without significantly negatively impacting daily ongoing Public Works operations.
- 8. The need to provide the County with a forecast of future rough order of magnitude capital expenditures that the County will most likely have to incur to accommodate forecasted Public Works needs.

The Public Works Facilities Master Plan has addressed these key factors and more. Implementing this master plan entails the following:

- 1. Co-locating of all Public Works Administrative and Engineering functions (except Transit Administration) at the Morgan Road site.
- 2. Carrying out a three-phased redevelopment of the existing Morgan Road Headquarters site.
- 3. Establishing two additional satellite facilities for Roads Operations (in the out years of the plan).
- 4. Relocating the existing two satellite facilities in Patterson and Oakdale to more appropriately situated and sized sites.

The master plan estimates that the total non-escalated capital cost of implementing this master plan is \$48.2 million. Redeveloping the Morgan Road Site would cost \$42.6 million and would entail replacing all existing structures over time, with the exception of the Hazardous Waste facility. Each new satellite yard would cost \$1.4 million, or a total of \$5.6 million for all four satellite facilities. Costs by phase are estimated at:

Phase 1 (2014)	\$14,527,805
Phase 2 (2019)	\$17,457,112
Phase 3 (2024)	\$10,566,844
Total	· · · · · · · · · · · · · · · · · · ·

The Morgan Road Operations Yard Facility Master Plan was included in the Fiscal Year 2009-2010 Capital Improvement Plan (CIP) with an anticipated cost of \$17 million. Upon receipt of the completed Master Facility Plan the project was updated in the proposed Fiscal Year 2010-2011 CIP to reflect only phase one costs of \$14.5 million. This project is listed as a D category-"Future Project/Pending Analysis" due to funding constraints. Members of the Capital Facilities Committee have been briefed in regards to the current and future plans and actions to address the Department's facility needs.

The consolidation of Public Works staff at Morgan Road was the first step in the implementation of the master plan. This was accomplished by:

- Relocating the Patterson Yard Modular to Morgan Road for Road Operations Supervisory staff displaced from main building
- Relocating the Oakdale Yard Modular to Morgan Road for Engineering Construction staff displaced from main building

Approval of the Public Works Master Plan/Needs Assessment

 Relocating 18 Administrative, GIS, and Survey staff from Tenth Street Place to Morgan Road main building

The next step, for which authorization is being requested, is the provision of a modular building and associated furnishings to provide offices and meeting space for the Road Operations staff displaced from the main building.

The master facility plan estimates the need for future phases as outlined above. However, as noted previously, implementation of future phases is largely dependant on identification of available funding. Therefore, no construction timeline is available at this time.

POLICY ISSUES:

The Board should consider if the recommended actions are consistent with its priorities of providing efficient delivery of public services and a well-planned infrastructure system.

STAFFING IMPACT:

The Department will continue to provide services to customers at Tenth Street Place. One engineering staff will remain at Tenth Street Place in order to be available to partnering departments and to ensure the ongoing viability of the one-stop shop concept.

Consolidation of Public Works staff at the Morgan Road location will result in improved department efficiencies necessary to adjust to anticipated reduced funding levels.

CONTACT PERSON:

Matt Machado, Director of Public Works. Telephone: 209-525-4130.

ATTACHMENTS AVAILABLE FROM YOUR CLERK

H:\MATT MACHADO\BOS\Board Agenda Items\Master Plan Needs Assessment\Master Plan Needs Assessment 7-13-10 BOS2

AUDITOR-CONTROLLER BUDGET JOURNAL

Amended. See the Balance Type Budget Budget - Upload Category Source Currency USD **Budget Name** LEGAL BUDGET **Batch Name** PW JAS BO# Journal Name PW JAS Journal description To set up budget for the Master Facility Plan out at Morgan Road. Period Jul-10 Organization Stanislaus Budget Org **Coding Structure** Debit Credit Line Fund Org Account G/L Proj Loc Misc incr appropriations decr appropriations Description iner est revenue 6 decr est revenue 6 1101 0040300 80300 180,000.00 0 0 0.0 Structures and Improvements 2 .0 3 .0 4 .0 5 .0 6 .0 7 .0 8 .0 9 .0 10 .0 11 0. 12 .0 13 .0 14 .0 15 .0 16 .0 17 .0 18 .0 19 .0 20 .0 21 .0 22 .0 23 .0 24 .0 25 .0 Totals 180,000.00 To set up budget for the Master Facility Plan out at Morgan Road Explanation: Requesting Department CEO **Auditors Office Only** Signature Admin Approval (\$75K+) Signature Prepared By 7/8/2010 10 07/8/10 Date Date Date Date JULIE A. SERRANO - 525-4119

Contact Person & Phone Number

AUDITOR-CONTROLLER BUDGET JOURNAL

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Budget Journal - for Board Items

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Contact Person & Phone Number

BOH 2010-459

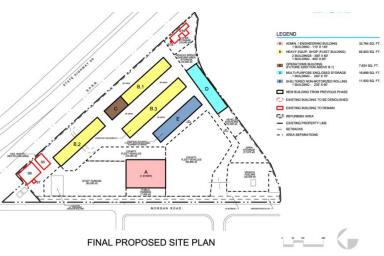


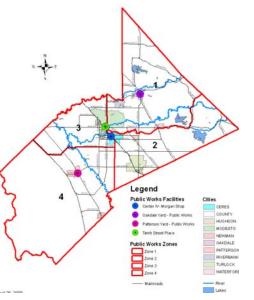
PowerPoint Presentation



PUBLIC WORKS DEPARTMENT

FACILITIES MASTER PLAN





July 13, 2010



- Project Scope
- Existing Conditions
- Planning Assumptions
- Service Demand and Staff Projections
- Building and Site Requirements
- Immediate Needs and Interim Plan
- Plan Implementation Timeframes
- Plan Cost
- Next Steps

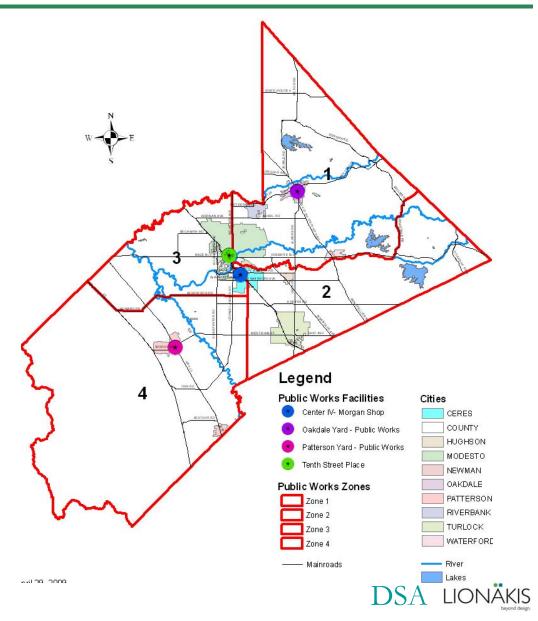


- Develop 20-Year Public Works Facilities Master Plan
 - Evaluate sites and facilities for continued use
 - Test Morgan Road site long-term site capacity
 - Consolidate office functions at Morgan Road
 - Develop service demand, staff, vehicle forecasts
 - Develop building space and site area programs
 - Develop conceptual Morgan Road site plans
 - Formulate implementation plan
 - Estimate plan implementation cost



EXISTING CONDITIONS

Public Works Locations and Service Zones



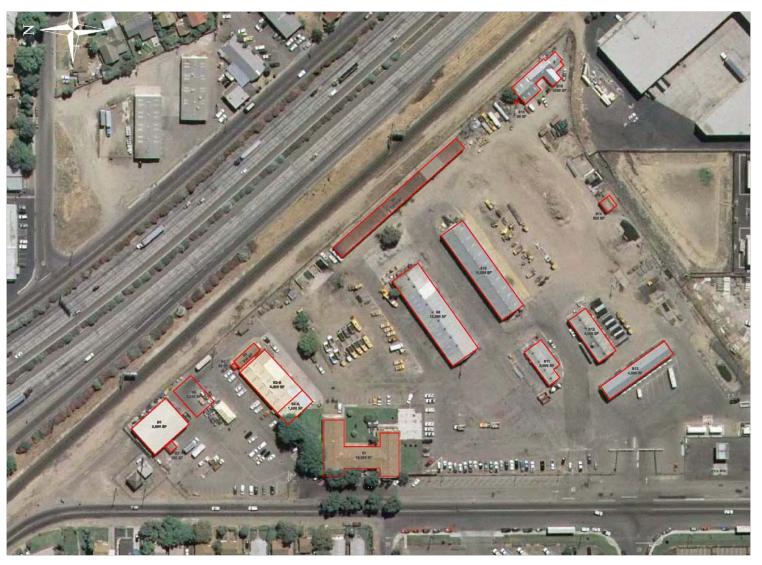


Facilities Inventory

Facility Name	Location	Acres	GSF
City/County Building	1010 10th Street, Modesto	NA	5,101
Morgan Road Site:	1716 Morgan Road, Modesto		
Public Works		14.14	53,875
Non-Public Works Functions		0.55	21,128
Subtotal - Morgan Site		14.69	75,003
Satellite Yards:			
Oakdale Satellite Yard	551 S. Center Street, Oakdale	2.00	1,440
Patters on Satellite Yard	301 S. Center Street, Patters on	1.29	1,440
Subtotal - Satellite Yards		3.29	2,880
Combined Totals		17.98	82,984
Subtotal - Public Works Invent	ory	17.43	61,856
Subtotal - Non-Public Works In	0.55	21,128	









FACILITIES EVALUATION MORGAN ROAD SITE

Site

- Sufficient capacity to meet current needs
- Excess surplus equipment and materials
- Additional site area could be recovered
- Inefficient triangular site configuration
- Site circulation could be improved
- Multi-occupant site issues
 - DER public access/PW staff parking conflicts

Structures

- 11 of 17 structures in poor condition
 Will exceed lifespan during plan timeframe
- Administration Building
 - Lacks capacity for all PW office functions
 - Poor condition





FACILITIES EVALUATION SATELLITE FACILITIES

- Patterson and Oakdale
 - Limited capacity
 - Cannot meet long-term operational strategy and needs
 - Conflicts with surrounding land use
 - Limited modular facilities lifespan



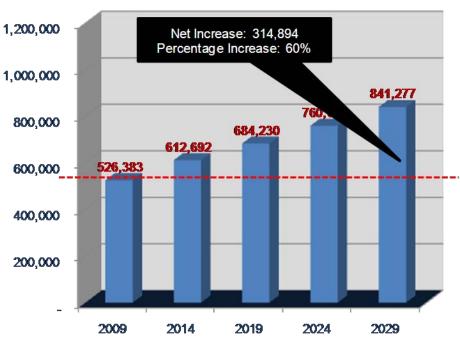




Locational/Facilities Considerations

- Plan for overall county growth
- Maintain centralized operations (excluding Roads work crews)
- Consolidation of Administration and Engineering at Morgan site
- Growth will drive need for two additional satellite facilities
- Parks and GSA would eventually relocate from Morgan Site
- Morgan site has sufficient 20-year capacity for P. W.

County Population Forecast





Anticipated Operational Changes

- Heavy Equipment Shop
 - Expanded role serving other county department vehciles
 - Servicing of full-size transit buses
- GIS
 - Expansion of services and clients served
- Functions to be brought in-house:
 - Heavy Equipment Shop (Fleet Maintenance)
 - Re-establish Materials Lab
 - Survey
 - Right-of-Way
 - Traffic Signal Maintenance



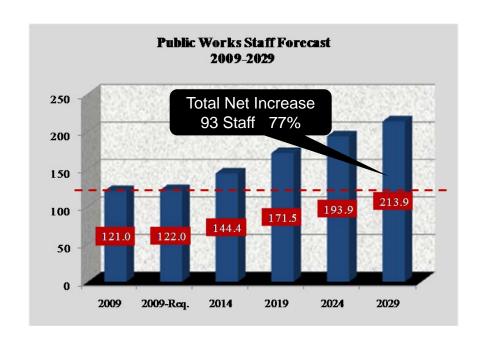
SERVICE DEMAND AND STAFF FORECASTS

Primary Service Demand Indicators:

- Population Increase......60%
- Projected vehicle trips 45%

Forecasted Staff Increases:

- Existing functions...... 59%
- New functions...... 18%
- Total 77%







Morgan Road Site

Space requirements - structures

• Existing 53,875 GSF

• Net Change 160% GSF

Primary factors:

- Fleet Maintenance = 77% net increase
- New functions = 7% of net increase
 - Re-establish Materials Lab
 - Survey
 - Right-of-Way
 - Traffic Signal Maintenance
- Site common support areas = 8% of total increase





Satellite Yards

Building space requirements

•	Existing	2,880 GSF
•	20-Year Need	13,134 GSF

Net Change 356%

Site area requirements

• Per yard 1.67 acres

• Combined yards 6.70 acres

Drivers

- Relocation of two existing satellite yards
- Two additional satellite yards
- Development of prototypical permanent structures for each yard







Consolidation

- Lost time and efficiency
- File system conflicts
- Duplication of equipment and personnel
- Coordination of staff / teamwork

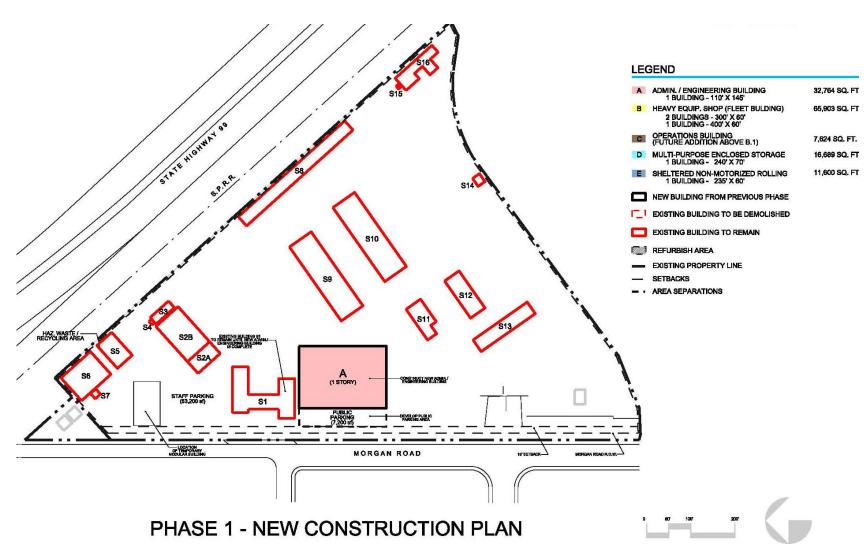


Consolidation

- Relocate administration, engineering support/special services, finance, and geographic information systems (GIS)
- Place portable office space and reconfigure the existing office to accommodate staff office
- Relinquish current office space on the third floor at Tenth Street
 Place to the City of Modesto and Stanislaus County Fire
 Protection Services
- Maintain fourth floor presence at Tenth Street Place to accommodate Public Works' Transit Operations and Public Works public counter and permits (maintain the "one stop shop theory" of the 1010 10th Street facility)

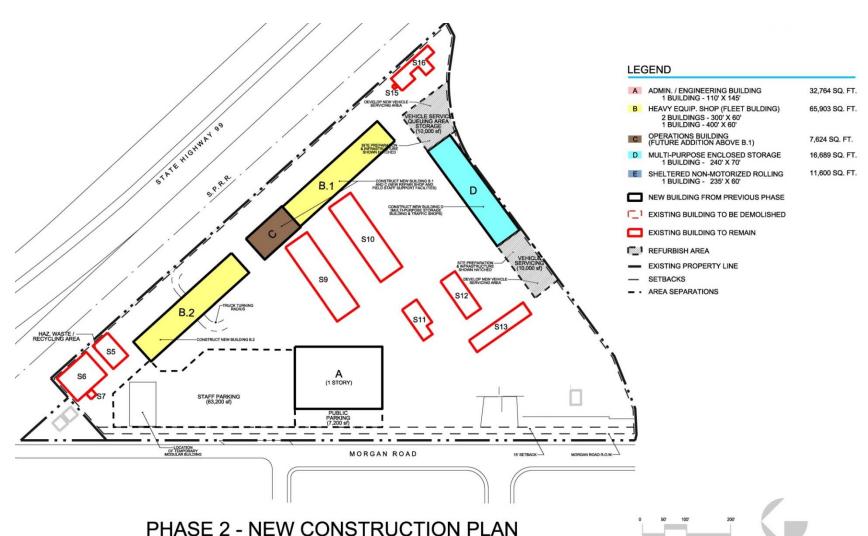


PLAN IMPLEMENTATION MORGAN ROAD - PHASE 1





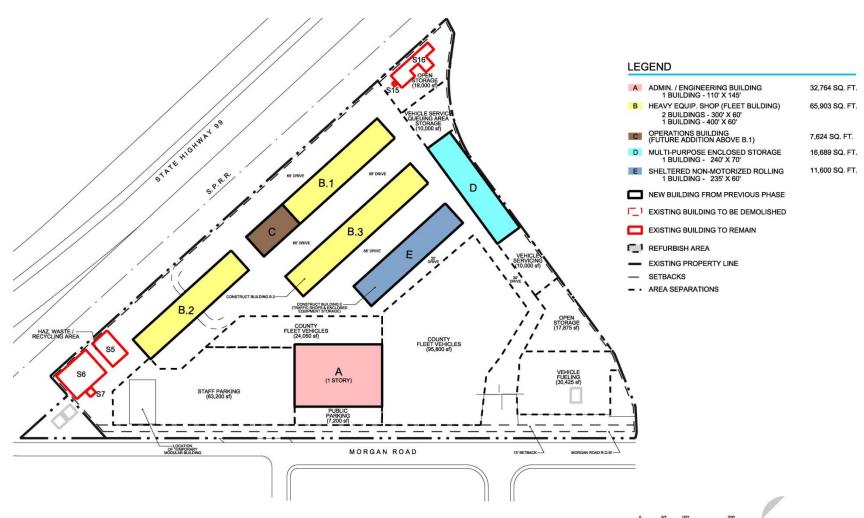
PLAN IMPLEMENTATION MORGAN ROAD – PHASE 2







PLAN IMPLEMENTATION MORGAN ROAD AT BUILD-OUT



FINAL PROPOSED SITE PLAN





Project Cost* by Phase:

Phase 1 (by year 2014) \$14,527,805

Phase 2 (by year 2019) \$17,457,112

Phase 3 (by year 2024) \$10,566,844

Total \$42,551,760

Schedule will be dependent on available funding and need.



^{*} Excludes cost of furniture, fixtures, and equipment, and any land acquisition cost.



PROJECT COST COMPREHENSIVE PLAN

Morgan Site

M San Ditt								
		PHASE 1		PHASE 2		PHA SE 3		NA
COST ITEMIZATION		(2009-2014		(2014-2019)		(2019-2024)		(2024-2029)
Construction "Hard" Costs								
Construction "Hard" Cost	\$	9,171,594	\$	11,020,904	\$	6,670,988	\$	-
Construction Contingency @ 20%	\$	1,834,319	\$	2,204,181	\$	1,334,198	\$	-
Total Construction "Hard" Cost	\$	11,005,913	\$	13,225,085	\$	8,005,185	\$	-
Overhead "Soft" Costs	•		_		_		_	
Overhead "Soft" Cost @ 32%	\$	3,521,892	2	4,232,027	2	2,561,659	2	-
Total Project Costs								
Total Project Cost by Phase	\$	14,527,805	\$	17,457,112	\$	10,566,844	\$	_
Total Project Cost - Morgan Road Facility	,						s	42,551,760

Satellite Sites

	***************************************	Cost	Cost IMPLEMENTATION TIMEFRAME							
COST ITEMIZATION		Per Site		(2014-2019)		(2014-2019)		(2019-2024)		(2024-2029)
Site Phasing										
Zone 1, Oakdale, NE)								X		
Zone 2, (New South Central)						X				
Zone 3 (New, North Central)										X
Zone 4, Patterson, SW)										X
Construction "Hard" Cost	\$	897,131	\$	-	\$	897,131	\$	897,131	\$	1,794,261
Construction Contingency @ 20%	\$	179,426	\$	-	\$	179,426	\$	179,426	\$	358,852
Total Construction "Hard" Cost	\$	1,076,557	\$	_	\$	1,076,557	\$	1,076,557	\$	2,153,113
Overhead "Soft" Costs										
Overhead "Soft" Cost @ 32%	\$	344,498	\$	-	\$	344,498	\$	344,498	\$	688,996
Total Project Costs										
Total Project Cost by Phase	\$	1,421,055	\$	-	\$	1,421,055	\$	1,421,055	\$	2,842,110
Total Project Cost - Satellite Yards									\$	5,684,219
0										, -,