

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS

ACTION AGENDA SUMMARY

DEPT: General Services Agency

BOARD AGENDA # \*B-13

Urgent  Routine

AGENDA DATE March 15, 2011

CEO Concurs with Recommendation YES  NO

4/5 Vote Required YES  NO

(Information Attached)

SUBJECT:

Approval to Use Public Facility Fees Collected from the Other County Facilities Category for the Completion of an Electronic Document Management (EDM) Scanning Process of Backlog Case Files in the District Attorney's Office

STAFF RECOMMENDATIONS:

Approve the Use of Public Facility Fees collected in the Other County Facilities Category for the completion of an Electronic Document Management (EDM) Scanning Process of Backlog Case Files in the District Attorney's Office.

FISCAL IMPACT:

Currently the District Attorney (DA) leases 1,500 square feet of warehouse space from the General Services Agency (GSA) at a monthly rate of \$1,083 (\$12,996 annually). This space is filled with rows and rows of shelved DA case files most of which are closed cases. The existing Public Facilities Fee Program document assesses the 1,500 square feet of General Services Agency (GSA) warehouse space being occupied in this capacity at \$175 per square foot which equates to approximately \$262,500 in total valuation. (Continued)

BOARD ACTION AS FOLLOWS:

No. 2011-163

On motion of Supervisor DeMartini, Seconded by Supervisor Withrow

and approved by the following vote,

Ayes: Supervisors: O'Brien, Chiesa, Withrow, DeMartini, and Chairman Monteith

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1)  Approved as recommended

2)  Denied

3)  Approved as amended

4)  Other:

MOTION:

*Christine Ferraro*

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

File No. M-64-I-9

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**FISCAL IMPACT: (Continued)**

Based upon a population growth nexus methodology, 37% of this value can be attributed to population growth based upon growth since PFF program inception (1990 through calendar year 2010). Based upon this methodology this equates to a not to exceed facility fee use request of \$97,125 to be utilized by the General Services Agency for purposes of scanning stored District Attorney case file documents into an electronic medium that is more efficient, effective and space/facility neutral. General Services Agency (GSA) – Central Services Division has sufficient appropriations for both the revenue and expenditures. Therefore, no budget adjustment is necessary.

**DISCUSSION:**

A significant challenge faced by all County departments is what to do with current paper-based processes, and even for those departments that have a roadmap for moving their processes in the direction of digital systems, the current backlog of existing paper records may be a daunting challenge without a clear resolution.

An opportunity to develop a document scanning service as a core business for General Services Agency (GSA) that offers a much-needed solution for current record management challenges faced by departments was approved as part of the first quarter budget report to the Board on November 2, 2010.

Today, all County departments store some number of business records on paper.

For some departments, that may be primarily file storage in staff cubicles and offices. Other departments may have customer/client cases, permits, or other official records that are retained while a case or project is active, but may not be required once some level of resolution (formal or otherwise) is reached. Still other departments may have external mandates, such as State or Federal requirements that dictate that records be retained for some period, or even indefinitely.

When these records take the form of printed or photocopied material; paper, they introduce a number of challenges. Storage of paper documents is expensive. Where County-owned facilities are used for storing paper, costs include square footage that might better be used for revenue-generating activities or might replace costly leased space, electricity, heating and cooling and security costs. If the property being utilized for storage is leased space, those lease costs must also be included in the cost matrix for paper storage. In Fiscal Year 2009 – 2010, Stanislaus County processed payments of \$36,549.22 for external document storage space. This is a 383.63% increase from Fiscal Year 2000 –

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2001 payments of \$9,527.17, and far exceeds the growth-rate of the County during that same period.

If the paper documents are stored off-site from the perspective of any end-user, those documents must be retrieved. This requires site-to-site travel, introducing time costly travel for retrieving documents, as well as travel expenses (fuel, vehicle wear-and-tear). In addition, those requiring the documents must await the delivery, however pressing its need.

Paper-based document storage also carries accessibility challenges.

When a document is required, it must be located and retrieved, and then updated (if updating is required) and (ideally) returned to where it was stored. Should two people require the same document simultaneously, they must either agree to work on it together under some protocol, or else duplicate xerographically the paper document so that they may each have a copy. Any revisions then must somehow be integrated into either both copies, or consolidated back into a single file copy. Should more than two people need the same document, challenges increase exponentially.

Managing paper documents well requires routine organizing of misfiled folders, fixing loose or obscured labels, returning documents to long-term storage once they are no longer required at-hand, cleaning up document files and attachments that are no longer need to be (or must not be) retained. This is such a daunting task that it is often simply not done, or more realistically, done inconsistently.

**Electronic Document Management (EDM)**

Increasingly, organizations, including many County departments, are turning to digital solutions to this paper management and storage issue. Stanislaus County has looked at Electronic Document Management (EDM) solutions for years. As early as 1999, the County's Information Technology Strategic Plan identified at least 5 distinct departmental EDM systems that were in some stage of implementation. While a single, County-wide EDM system has not been successfully rolled out, some County departments have experienced some successes.

The Clerk of the Board has implemented scanning and document management procedures that have allowed them to scan documents from 2001-forward so that they can be indexed and retrieved, both by County staff, and the public, via the County Internet site. Their processes today explicitly include scanning procedures to capture paper-based documents in electronic form.

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The Probation Department undertook a significant transformation for how case files and related materials are handled in their agency, by scanning over 5 million documents over the course of 4 years. Probation today integrates the electronic documents into their records management system (the County's Integrated Criminal Justice Information System, "ICJIS") which has created opportunities to provide information to Deputy Probation Officers both in a timely and more efficient manner, as well as providing officers in the field access to case files that in the past would have been unable to access. Not only has the use of electronic documents allowed the department to make more efficient use of staff resources, but by providing them access to material that previously would have been on someone else's desk, has made those staff more effective.

While there have been some EDM successes in Stanislaus County, continued challenges exist. Even those departments that already have begun implementing EDM in their day-to-day business processes may face huge backlogs of historical paper documents that it will take them years to address. Other departments might well understand the potential of EDM but lack the funding to procure the necessary scanning equipment and back-end IT systems necessary to enable it. Still other departments may lack the necessary staff to perform the scanning duties, but find that they are continuing to incur paper storage costs with no end in sight.

**A Nexus Case**

As the population of Stanislaus County has grown, so have the documents maintained in storage. Over the last twenty (20) years, Stanislaus County has grown an overall average of 37% from 365,100 resident customers in 1990 (PFF program inception) to an estimated 559,708 total residents through calendar year 2010.

Paper usage via case files and document creation are directly attributable to a growing service population. GSA – Central Services has implemented an Electronic Document Management system for all County Departments utilizing 37% of the project start up costs via PFF fee collections.

The DA request will free up 1,500 square feet of viable warehouse space for appropriate storage, county stores and interim salvage processes and will also provide a two fold benefit to the District Attorney:

1. An ultimate cost savings annually via resolved lease expense of \$12,996;
2. Immediate access to case files via electronic interface – saving costly weekly travel and research time spent physically retrieving files from storage.

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This proposal has been thoroughly vetted and approved for Board consideration by the Public Facilities Fee Committee where key considerations were identified, such as:

- Applying PFF funds to scanning this backlog target allows for an intensified use of the fees: meaning that valuable facility space will clearly be freed up from housing documents and that space will be utilized as viable space for future employees and county functions that serve growth, all at a cost that is far less expensive than constructing new office space;
- Only the share of the cost associated with freeing up identified square footage is proposed to be used for this purpose;
- The use of fee revenues is aligned with the uses outlined in the latest fee study.

In addition, GSA continues to work very closely with our Strategic Business Technology (SBT) colleagues to ensure that eligible departments begin to identify work flow process improvements by shifting their existing paper-centric paradigms toward a 21<sup>st</sup> Century e-document process in a consistent and coordinated manner.

This initiative has significant opportunity to positively impact our technology based facilities as well as our physical space inventory well into the future.

**POLICY STATEMENT:**

The Board of Supervisors should consider whether this request to remove significant paper process backlog and conversion of DA records to electronic format is consistent with an Efficient Delivery of Public Services.

**STAFFING IMPACT:**

Existing staff from the General Services Agency - Central Services Division will provide the electronic document management and scanning services. There is no request for additional staff associated with the recommended action.

**CONTACT PERSON:**

Keith D. Boggs, Director General Services Agency  
209.652.1514