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County of Yolo
Department of General Services
Strategic Space Utilization Study

FINAL - Executive Summary and Recommended Scenario

October 31, 2014



Executive Summary

Overview

Yolo County currently has 1,422 Full Time Employees (FTE) budgeted in 2014 and a total staffing of 1,644 including FTE, volunteers, interns and part time employees. They utilize a facility portfolio of 733,709 Assignable Square Feet (ASF) of space, including leased space, located in several primary locations throughout its geography. These facilities include space for Administration, Public Safety, Health Services, Maintenance and other functional activities.

Given the many competing demands for scarce resources, the County has determined that a broader, systematic, and forward-looking strategy is necessary to most efficiently utilize existing facility related resources and identify future requirements.

Overall Space Utilization Study Points

The Yolo County Space Utilization Study provides a system-wide strategy and process framework. In summary, the study focus areas include:

- A plan that identifies current and future options until 2030
- The identification of opportunities to optimize the use of existing and available properties, share resources through joint use to affect common objectives, and streamline redundant functions
- A physical and functional evaluation of existing County facilities to assess deferred maintenance needs and suitability for current and future use
- The development of recommendations that respond to County requirements
- The creation of a framework and living process that allows for maintaining the currency of the information and action plan as assumptions and requirements change over time

Results are summarized in this report with detailed information presented in the appendices. Associated companion reports and a prioritization tool are delivered separately.

Summary Findings

Major findings include:

- **Portfolio is healthy but aging:** The County's owned facility portfolio in aggregate is relatively old with an average age of 30.4 years of age. In general, government facilities are designed and constructed for a 40 to 50-year lifecycle. Nine County facilities are approaching the end of their lifecycle (31 to 50 years of age) and six have exceeded the end of their lifecycle.
- **Facility conditions are generally good:** Thirty-eight of the 44 buildings are in good condition. The remaining five buildings that require priority attention are the Yolo Library, Agriculture Department Shop (Buckeye), PPW Garage / Fleet Services, and Woodland (Central) Landfill Building.
- **Significant operational deficiencies are limited:** Of the 44 buildings assessed in the portfolio, four were rated with a high operational deficiency, meaning that there were significant issues with the adjacencies of departments within the building and / or problematic work flows due to the building layout that would require a major renovation or replacement to rectify those issues.
- **Anticipated repair and maintenance investment:** Physical deficiencies specifically related to bringing facility infrastructure and building systems to original level of function are currently estimated to cost \$31.65 million for items that should be fixed in the near term. The recommended spending over the next ten years to operate and maintain the current portfolio is an additional \$43.94 million (a budget of \$1.50 per square foot of space). Total need by 2024 is approximately \$75.59 million.
- **Portfolio is nearly at capacity:** The County is currently operating below optimal square footage. Most groups are either at, or nearing capacity – meaning any significant change, or outliers that occur would mean that additional area will be required. In general – due to the nature of timely planning of capital improvements – it is recommended that specific projects start once departments or building reach 85 percent capacity. Most departments have reached that capacity.
- **Anticipated growth calls for additional square footage:** County staffing is projected to grow by 201 or 12 percent over the next 15 years. Overall growth projections call for an additional 265,452 ASF or 43 percent by 2030 – or 2.9 percent growth annually (ASF growth). This includes additional support and ancillary spaces required to support the staff and correct current deficiencies.
- **Three primary areas of space shortfall:** Although space shortfalls exist throughout the portfolio, the following three areas have the greatest need for additional space:
 1. The Sheriff's Office accounts for nearly half of the overall need primarily due to the space intensive requirements of the jail programs and anticipated expansion of out-of-custody programs. Anticipated growth is estimated at 104,401 ASF by 2030.
 2. The Library Services accounts for the second largest block of growth with an estimated additional need of 74,812 ASF by 2030. Unlike the other functions, the libraries space projections are based on the population being serviced and number of volumes housed.
 3. The Department of Health and Human Services (HHS) is currently one of the departments with the largest footprint in the County. It is expected to be one of the highest growth areas requiring an additional 37,726 ASF by 2030.
- **Inefficient space utilization:** Some facilities were designed for a different purpose and have significant functional deficiencies. Projected assignable square footage requirements have been based around the new Facility Master Plan Space Guidelines, referred to in this report as the County Space Standards, dated September 2003. Opportunities exist to further optimize space efficiency and effectiveness by exploring and adopting New Workplace Design Strategies where appropriate.
- **Locations align well with areas of high population density:** The areas of highest population density (and anticipated growth) in Yolo County are The City of Davis, University of California Davis Census Designated Places (CDP)¹, City of Woodland, City of West Sacramento, and City of Winters. Currently, the County has buildings offering services where the vast majority of population is located which is important for those that interact directly with the public.
- **Walkability and access:** Walkability is an important factor for low income populations for ease of accessibility to utilize County services. Of the seven campuses and the new Winters Building, only the Justice Campus is not easily accessible by the general community and public transportation.
- **Service coverage gap exists in remote locations:** Low income populations are concentrated in the Cities of Woodland, Davis, West Sacramento, Winters, with some outlying communities in Knight's Landing and Dunnigan. Yolo County currently has buildings and services in the four incorporated cities and other branch library sites. In the future a satellite County Service center may warrant locating in Dunnigan.
- **Small percentage of portfolio is currently leased:** Leased facilities currently comprise about 14 percent of the facilities used by the County and total 111,735 ASF.
- **Market conditions may suggest leasing as near term strategy:** Based on publically available information, the Sacramento metropolitan area has a soft real estate market. Of note, suburban class B commercial property has an overall vacancy rate of 20.7 percent and asking full service rents of \$19.68. Relative to the cost of new construction, the weak market works in favor of leasing in the near term.
- **Opportunity exists to buy existing vs. build new:** The weak market also presents opportunities for potentially buying existing commercial properties in the right circumstances.
- **County funding and financial position:** The County has successfully survived the Great Recession of 2007 – 2009 and is positioned well to move forward and implement recommendations outlined in this study.

¹ A census designated places (CDP) is a concentration of population identified by the United States Census Bureau for statistical purposes. CDPs are delineated for each decennial census as the statistical counterparts of incorporated places, such as cities, towns, and villages. CDP areas in this report are from the 2010 Census.



Action Plan and Next Steps

Overarching Guiding Principles

The following guiding principles create context for actions to address the aforementioned:

- Adaptive reuse of existing facilities where feasible: While one department may no longer require space within a particular facility, the space itself may have value in another, adapted use
- Fund projects that enhance service delivery: Capital should be invested so that government service delivery to constituents is materially improved
- Consider alternate workplace strategies: Consideration should be given to driving telework, hoteling and standardized spaces where feasible when evaluating options in the capital budgeting process. Such strategies are to be considered at a later and more detailed planning stage for each department / building to be addressed.
- Fund projects that provide multiple / joint-uses: Multiple joint-use opportunities exist between Health and Human Services and Library Services, as well as other County Administration functions that interact with the public. This will more fully leverage scarce capital funds.
- Sustainment of existing facility portfolio is a priority: Given the \$432.6 million value of the County's facility portfolio, it is recommended to undertake a consistent, systematic, long-term asset management plan to maintain the physical condition and operational functionality of this valuable public asset

Summary Action Plan

Two Scenarios were developed:

- Scenario 1– Minimum Action: This scenario was developed to address minimal requirements identified during the study. Some, but not all space shortfalls would be addressed in this option up to the Planning Year 2030.
- Scenario 2 – Recommended: This scenario addresses most, if not all the space shortfall and functional deficiencies up to the Planning Year 2030. Within this Scenario are two options: 2A and 2B, which differs based on whether or not the County owned buildings in the Cities of Davis and West Sacramento are vacated and services moved to a new location.

Implementation of Scenario 2 for all campuses, with exception of West Sacramento and Davis which implement Scenario 2B, is recommended and is therefore used as the basis for the action plan. High priority projects have been included in Scenario 2 / 2B and were given priority to begin work first, as much as possible, excluding some predecessor moves / work. The priority projects were determined by a combination of those rated most critical in the Prioritization Tool in Section 6. Implementation Plan as well as how the overall

portfolio improvement plan must be sequenced.

The following are the high priority projects that need to be implemented in the near term:

Justice Campus Improvements:

- Sheriff's Administration Building: Phased renovation and expansion of the existing facility
- Monroe Jail Expansion: Planned and funded expansion

Agriculture/ COOP Extension / Central Library Campus Improvements:

- Select New Site: Select and procure new site for Agriculture Campus
- New Agriculture / University of California Cooperative (UC COOP) Extension facility: Build new facility to house Agriculture, UC COOP and other farming agencies
- New Animal Shelter: Build new facilities including animal shelter complex on the same site as Agriculture

Downtown Campus Improvements:

- Old Courthouse: Phased renovation of the existing facility; repurpose to house the District Attorney (DA) or Public Defender (PD), Law Library, Central Library Services, and Archives and Records
- New Building: Demolish the existing Old Jail (Public Defender) and construct a new building for DA or PD and other functions on the same site along with a parking structure

Planning, Public Works, Environmental Services (PPWES) / Health and Human Services (HHS) Campus Improvements:

- New PPWES facility built on existing site
- New General Services Department (GSD) facility for Parks and Facilities

In addition, Figure 1 presents a prioritized sequence of those projects with the greatest need that responds to major issues identified through the Strategic Space Utilization Study effort. This sequence assumes a Q1, 2015 start date.

Start dates for programmed scope have been adjusted based on priority ranking, as well as forecasted cost expenditures. Project timelines have been developed in an effort to level planned expenditures through the term of the program.

Anticipated Investment

Based on the prioritized sequencing forecasted, cost expenditures and cash flow models have been developed. Implementation of Scenario 2 / 2B (including the Monroe Jail Expansion project) is estimated to require the following investment:

- Total Budgeted Program Cost (Scenario 2 / 2B) - \$354,031,135 (Includes both Operations & Maintenance costs and Capital Investments, as well as escalation costs)
- Average Expenditures per year - \$27.3 million per year (excluding ramp up or ramp down periods)
- Peak Expenditure per year 2017 - \$33.2 million (excludes \$36 million already budgeted for Monroe Jail Expansion)
- General Maintenance and Repairs Total Cost - \$21.3 million

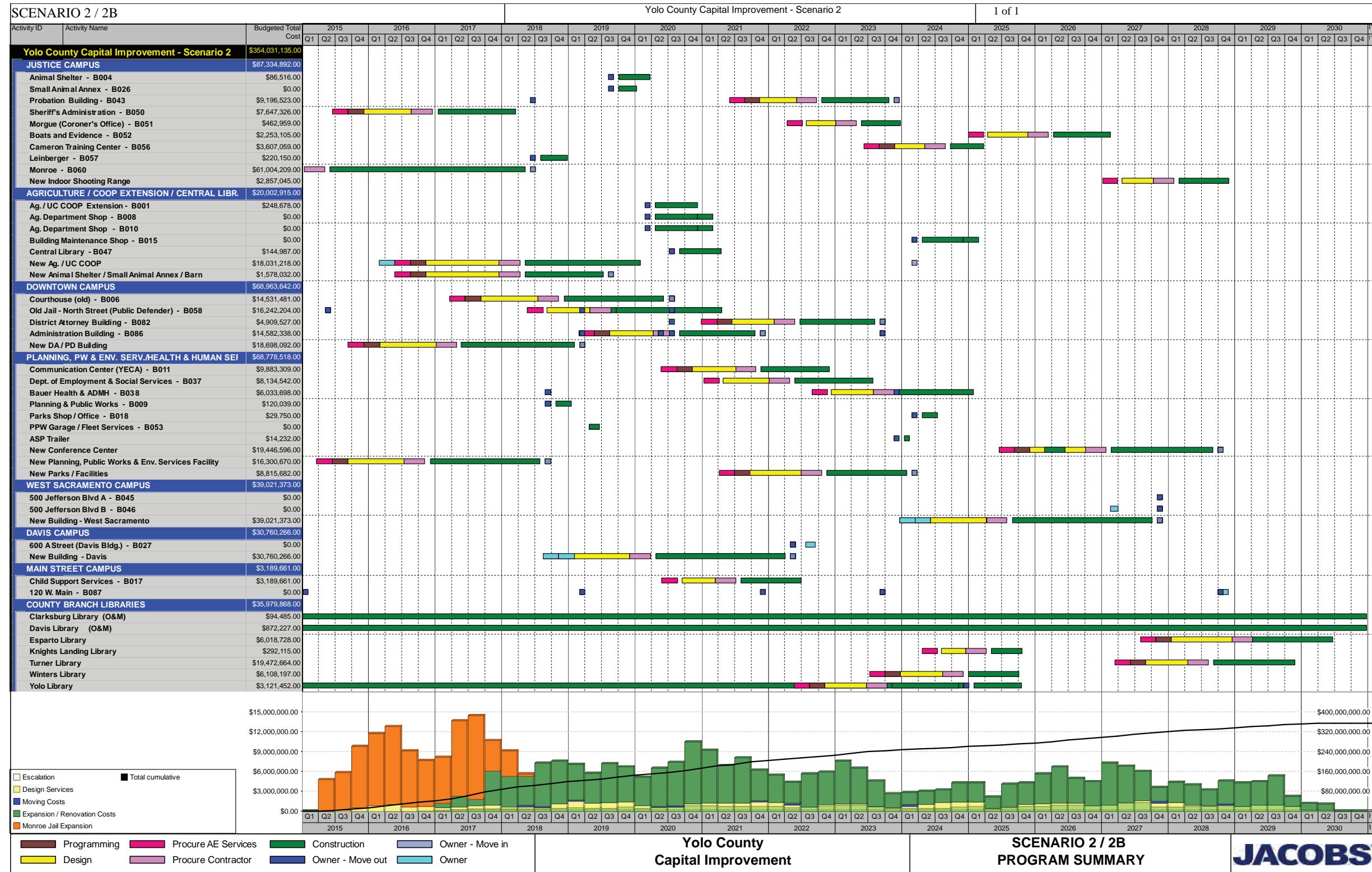


Figure 1 Summary Schedule and Anticipated Costs for Recommended Scenario 2 and 2B