

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

DEPT: Chief Executive Office

BOARD AGENDA # \*B-5

Urgent

Routine

AGENDA DATE September 15, 2009

CEO Concurs with Recommendation YES  NO   
(Information Attached)

4/5 Vote Required YES  NO

SUBJECT:

Adopt the County's Final Capital Improvement Plan (CIP) for Fiscal Year 2009-2010 now that the Stanislaus County Planning Commission has found it in conformance with the County's General Plan

STAFF RECOMMENDATIONS:

1. Adopt the County's Final Capital Improvement Plan (CIP) for Fiscal Year 2009-2010 based on the 2009-2010 Preliminary CIP Project List approved by the Board of Supervisors on August 4, 2009, now that the Stanislaus County Planning Commission has found it in conformance with the County's General Plan.
2. Authorize Staff to Produce the Final Capital Improvement Plan for Fiscal Year 2009-2010 for Distribution With The Fiscal Year 2009-2010 Final County Budget.

FISCAL IMPACT:

The Final Capital Improvement Plan for Fiscal Year 2009-2010 identifies 149 capital improvement projects totaling \$2,096,950,700 in total estimated project costs. Of that total, \$318,659,749 in potential funding from other, Non-County sources such as State and Federal funds have been identified, with \$633,260,581 being the portion of the estimated project costs that would be the responsibility of Stanislaus County. Funding sources for \$1,145,030,370 in project costs are not yet identified for each project listed in the  
(Continued on Page 2)

BOARD ACTION AS FOLLOWS:

No. 2009-627

On motion of Supervisor Grover, Seconded by Supervisor Monteith  
and approved by the following vote,

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

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) X Approved as recommended

2) \_\_\_\_\_ Denied

3) \_\_\_\_\_ Approved as amended

4) \_\_\_\_\_ Other:

MOTION:



ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

File No.

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**FISCAL IMPACT: (Continued)**

Improvement Plan. Individual project approvals to proceed and project funding plans are presented to the Board of Supervisors on a project by project basis as a project moves from the planning to the implementation stage.

Each proposed project in the 20-year Capital Improvement Planning horizon is categorized in one of the following four categories, based primarily on need, priority and readiness to proceed:

**A - "Approved/Funded"** – Includes those projects that have either been approved by the Board or for which funding sources have been budgeted.

**B - "Pending Project Implementation"** – Includes those projects that were/have been discussed with, but not necessarily approved by, the Board of Supervisors. In some cases, projects "pending implementation" may be waiting additional funding or approval prior to proceeding.

**C - "Future Project - Master Planned"** – Includes those projects included in a Board approved master plan or the 1992 Public Facilities Fees Plan.

**D - "Future Project - Pending Analysis"** – Includes proposed projects awaiting further Board direction, further business case justification, or identification of potential funding sources.

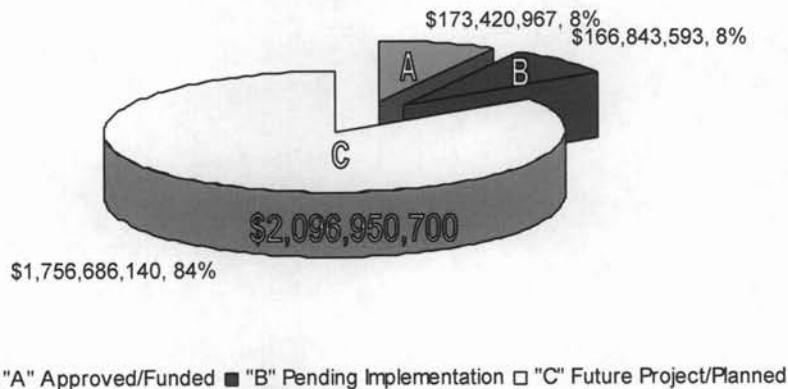
In prior years, the Capital Improvement Plan listed the value of projects categorized as "D – Future Project/Pending Analysis." These projects have been identified as needs but have not been studied in detail to develop the scope of the effort, a conceptual plan or implementation schedule, an estimated cost or funding plan.

The Final CIP for Fiscal Year 2009-2010, lists only those estimated project costs and funding sources for projects categorized as "A" Approved/Funded, "B" Pending Implementation, and "C" Future Project/Master Planned. In addition to the 149 projects categorized as A, B, or C, there are 75 projects that have been categorized as "D" Future Project/Pending Analysis. Projects categorized as "D" Future Project/Pending Analysis are suggested future capital improvements which will require further analysis to develop the plan concept, project viability, estimated cost, funding plan and proposed implementation schedule. This year's "D" Category list includes 75 projects pending analysis. County departments can request projects to be included in the CIP on an annual basis and the projects are then categorized and a proposed project list is reviewed and recommended by the Chief Executive Office and recommended in the annual CIP plan.

Of the 149 total requested projects, 35 projects are within the "Approved/Funded" category at a total estimated cost of \$173,420,967, 46 projects are within the "Pending Implementation" category at an estimated cost of \$166,843,593, and 68 projects are within the "Future Project/Master Planned" category and fall within a Board of Supervisors' approved master plan at an estimated cost of \$1,756,686,140, as illustrated in Exhibit 1.

**Exhibit 1**

**Estimated Cost of CIP Projects by Implementation Category  
Excludes Cost of D Projects**



The Capital Improvement Plan provides a comprehensive schedule of improvements identified as the County's capital investment needs over a 20-year planning horizon. The estimated project cost and source of funds for the project are identified – in some cases by detailed project cost estimates and funding plans, and in other long range projects as a rough estimate of costs – project funding sources may not yet known for many projects. In each case, project costs and funding are best estimates that are refined annually.

Concurrent with the review of the Capital Improvement Plan this year, Stanislaus County is developing an update of the County's Public Facilities Fees (PFF) methodology. Public Facilities Fees are fees charged for development that increase the demand for County services. PFF funds potentially represent a significant portion of the funding planned for some projects; however, PFF funding for capital projects is dependent upon independent review of the use of these funds and collection of sufficient PFF funding to sustain the project need. PFF funding is one of the potential project funding sources that is included in "Total County Funding" along with County General Funds, Department Fund Balance and Retained Earnings and proceeds from public financing. The Public Facilities Fees Study Update is currently in progress and

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will be presented separately to the Board of Supervisors for consideration later this fall, 2009.

## **DISCUSSION:**

On August 4, 2009, the Board of Supervisors approved the County's Proposed Capital Improvement Plan (CIP) Preliminary Project List for Fiscal Year 2009-2010, referred the list to the Stanislaus County Planning Commission to determine its consistency with the County's General Plan and directed staff to return to the Board of Supervisors in September, 2009 for final adoption. The actions recommended in this report will result in the finalization of the CIP for 2009-2010.

The Stanislaus County Capital Improvement Plan (CIP) is a comprehensive program of planned and suggested capital investment projects over a 20-year planning horizon. The plan provides a prioritized list of all major, one-time capital expenditures for acquisition, design and development of County facility and infrastructure needs and for acquisition of major equipment and technology improvements over the next 20 years. Providing a list of anticipated projects provides a long-range planning and budgeting tool and a description of the needs and timing for major capital investment. The plan should be updated on an annual basis.

The Final Capital Improvement Plan for Fiscal Year 2009-2010 contains the list of projects reviewed annually by all County departments and updated based on the latest project information available. The Preliminary CIP Project List, approved by the Board of Supervisors on August 4, 2009, was submitted to the County Planning Commission for review and a finding regarding the plan's consistency with the County General Plan. This action will approve and adopt the Final Capital Improvement Plan for Fiscal Year 2009-2010.

This year the Final Capital Improvement Plan includes a total of 149 requested projects, Projects in the Board of Supervisors priority area of: *A safe community* consist of 10 projects at an estimated future cost of \$174,876,697, Projects in the Board of Supervisors' priority area of: *A healthy community* consist of four projects at an estimated future cost of \$10,409,616, Projects in the Board of Supervisors' priority area of: *A strong local economy* consist of two projects at an estimated future cost of \$2,999,740, and there are no programs in the A, B, C categories for "*A strong agricultural economy/heritage*" for this years Final CIP. Projects in the Board of Supervisors' priority area of: "*A well-planned infrastructure system*" consists of 130 at an estimated future cost of at \$1,907,014,647 and Projects in the Board of Supervisors priority area of: "*Efficient delivery of public services*" consists of three projects at a future estimated cost of \$1,650,000 for a Grand Total of \$2,096,950,700. A summary of the project needs by County department is provided in Exhibit 2. The list of D category "Future Projects/Pending Analysis" has no estimated cost at this time.

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**Exhibit 2  
Summary of Capital Improvement Plan Projects by Department**

| Name of County Department                   | Number of CIP Projects | Total Estimated        | Potential Funding Sources |                       | Funding                    |
|---|------------------------|------------------------|---------------------------|-----------------------|----------------------------|
|   |                        | Cost of Projects       | Total County Funding      | Other Funding Sources | Sources Not Yet Identified |
| Animal Services                             | 1                      | \$11,000,000           | \$4,095,300               | \$6,904,700           | \$0                        |
| Chief Executive Office/Economic Development | 1                      | \$499,740              | \$0                       | \$499,740             | \$0                        |
| Chief Executive Office/Public Information   | 3                      | \$5,034,234            | \$868,569                 | \$3,015,665           | \$1,150,000                |
| Community Services Agency                   | 3                      | \$7,376,538            | \$2,948,930               | \$4,427,608           | \$0                        |
| Environmental Resources/Landfill            | 7                      | \$27,675,000           | \$6,175,000               | \$0                   | \$21,500,000               |
| Health Services Agency                      | 1                      | \$3,033,078            | \$2,203,348               | \$829,730             | \$0                        |
| Library                                     | 1                      | \$2,500,000            | \$2,303,000               | \$197,000             | \$0                        |
| Parks and Recreation                        | 14                     | \$19,380,983           | \$1,916,940               | \$3,055,363           | \$14,408,680               |
| Planning/Community Development              | 4                      | \$40,245,421           | \$18,145,421              | \$15,000,000          | \$7,100,000                |
| Probation                                   | 2                      | \$24,821,173           | \$6,821,173               | \$18,000,000          | \$0                        |
| Public Works/Roads and Traffic              | 91                     | \$1,805,845,000        | \$554,848,300             | \$265,746,700         | \$985,250,000              |
| Public Works/Transit                        | 14                     | \$13,868,243           | \$0                       | \$983,243             | \$12,885,000               |
| Sheriff                                     | 6                      | \$135,171,290          | \$32,686,600              | \$0                   | \$102,484,690              |
| Strategic Business Technology               | 1                      | \$500,000              | \$248,000                 | \$0                   | \$252,000                  |
| <b>TOTAL</b>                                | <b>149</b>             | <b>\$2,096,950,700</b> | <b>\$633,260,581</b>      | <b>\$318,659,749</b>  | <b>\$1,145,030,370</b>     |

The requested CIP projects are overwhelmingly geared toward achieving the priority of "A well-planned infrastructure system." This priority includes all of the Public Works projects and planned expenditures for roads and traffic improvements – a total of 90.9% of the entire Capital Improvement Plan. Most of these projects, along with Transit projects, are funded by County Road funds, and/or dedicated State and Federal funds.

The CIP provides a forecast of the capital needs for Stanislaus County for the next 20 years. The list of projects may change from time to time based on the availability of funding, population growth, changes in County service delivery, sale and acquisition of property and the Board's priorities.

The CIP provides the County an excellent opportunity to review our capital needs, establish priorities, review schedules, identify funding sources, monitor and evaluate the progress of capital projects, and inform the public of projected capital improvements and unfunded needs.

The CIP includes projects that are underway or planned for the future. Unfunded projects in the CIP indicate current and future unmet needs and are included for planning purposes. While the CIP covers a 20-year planning horizon, the document will be updated annually to reflect ongoing changes as new projects are added, existing projects are modified, and completed projects are deleted from the plan.

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It is important to note that the CIP is not a budget document but rather a planning tool to be used in conjunction with the budget document. Board adoption of a Capital Improvement Plan does not provide approval or funding for individual projects in the CIP. Each defined project requires its own implementation and financing plan, environmental impact findings, and subsequent approval by the County Board of Supervisors.

Pursuant to California Government Code §65401, a County's Capital Improvement Program must be submitted to the County Planning Commission for review in order to determine "conformity with the adopted General Plan or part thereof." The Department of Planning and Community Development prepares a summary report to the Planning Commission which will then make findings as to the consistency of the CIP with the various General Plan elements and policies. The final project list will form the basis of the County's Capital Improvement Plan once an environmental review analysis has been completed. These findings will then be forwarded to the Board of Supervisors prior to the adoption of the Final Capital Improvement Plan.

To view the 2009-2010 CIP in its entirety, please refer to the following link on the Stanislaus County website:

**<http://www.stancounty.com/capitalprojects/>**

### **Process Improvements**

In 2006-2007, the Capital Improvement Plan was redesigned and organized by Board priority to align with the structure of the County's budget document. The CIP for 2007-2008 reflected that new organization.

Fiscal Year 2008-2009 was a transition year for the Capital Improvement Plan document. Several new initiatives were underway to further improve the Capital Improvement Plan, one of which was to synchronize the CIP with the County Budget process.

The existing Capital Improvement Plan for 2009-2010, has evolved to provide greater detail with the addition of the CIP Financial Schedule. Estimated project costs are now broken down into five categories: preliminary, design, acquisition, construction, and/or other costs. Information has also been incorporated to provide a detailed picture of the planned sources of funding. It is now easy to determine what portion of a project is being funded through County funding versus other funding sources such as State/Federal, grants, and/or Non-County contributions from an outside source. This delineation also shows if the project has total funding or if full funding has not yet been identified.

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The new process improvements for 2009-2010 are designed to enhance the effectiveness of the Capital Improvement Plan as a planning document and as a communication device. The timing of the Proposed CIP will now align with the Proposed Budget and the timing of the Final CIP will correspond with the timing of the Final Budget. Benefits of these improvements include:

- More realistic multi-year planning guide;
- More accurate representation of anticipated expenses and revenues resulting from capital projects;
- Enhanced comprehensive long-range financial planning;
- Better understanding of the capital and operational impacts of future projects as they relate to long-range future County funding needs; and
- Verification that the long-range planning is consistent with the priorities of the Board of Supervisors.

**New Capital Improvement Plan Format.** The Capital Improvement Plan has a new layout. The presentation is similar to the budget document to make it easier to read and understand. Additions include a map or image of the project, greater detail of the project description, historical background, and current status. The CIP Financial Schedule allows us to readily track estimated project costs and funding sources in one central location. Enhancements also include a new section entitled, impact on the operating budget.

**Impact on the Operating Budget.** An integral part of planning for a capital project is to ensure that funding is available for any additional, on-going operating and maintenance costs that will be incurred once a project is complete. These include: additional staffing, utilities, debt service payments, and Cost Allocation Plan (CAP) charges. The Capital Improvement Plan addresses this issue by including anticipated impacts on the County operating budget in each project narrative. The Program Discussion portion of the budget narrative also describes these operating impacts. Communication between the two documents will provide a better opportunity to fully address these impacts and aid in future planning.

### **Project Categorization – Implementation Category**

Projects are categorized in the Capital Improvement Plan as follows:

**A - “Approved/Funded”** – Includes those projects that have either been approved by the Board or for which funding sources have been budgeted.

**B - “Pending Project Implementation”** – Includes those projects that were/have been discussed with, but not necessarily approved by, the Board of Supervisors. In some cases, projects “pending implementation” may be waiting additional funding or approval prior to proceeding.



**C - "Future Project - Master Planned"** – Includes those projects included in a Board approved master plan or the 1992 Public Facilities Fees Plan.

**D - "Future Project - Pending Analysis"** – Includes proposed projects awaiting further Board direction, further business case justification, or identification of potential funding sources.

The Final Capital Improvement Plan for Fiscal Year 2009-2010 is organized by Board priority, consistent with the County's budget document. The CIP is categorized according to each project's current implementation status: A, B, C, or D. Projects are grouped by lead department within each priority and a detailed description of each project is provided in the tabs identifying the Board of Supervisors' priorities.

The table below shows the number of projects that the County currently has in implementation categories A, B and C, and their associated estimated project cost, County funding obligation, funding from other sources, and the amount of funding not yet identified. The table in Exhibit 3 summarizes the Capital Improvement Plan projects by implementation category.

**Exhibit 3**

**Capital Improvement Plan Implementation Category 2009-2010**

| Implementation Category            | Number of CIP Projects | Total Estimated Cost of Projects | Potential Funding Sources |                       | Funding Sources Not Yet Identified |
|------------------------------------|------------------------|----------------------------------|---------------------------|-----------------------|------------------------------------|
|                                    |                        |                                  | Total County Funding      | Other Funding Sources |                                    |
| "A"--Approved/Funded               | 35                     | \$173,420,967                    | \$78,084,351              | \$95,336,616          | \$0                                |
| "B"--Pending Implementation        | 46                     | \$166,843,593                    | \$36,553,230              | \$116,126,133         | \$14,164,230                       |
| "C"--Future Project/Master Planned | 68                     | \$1,756,686,140                  | \$518,623,000             | \$107,197,000         | \$1,130,866,140                    |
| <b>TOTAL</b>                       | <b>149</b>             | <b>\$2,096,950,700</b>           | <b>\$633,260,581</b>      | <b>\$318,659,749</b>  | <b>\$1,145,030,370</b>             |

In prior years, the Capital Improvement Plan listed the value of projects categorized as "D – Future Project/Pending Analysis." These projects have been identified as needs but have not been studied in detail to develop the scope of the effort, a conceptual plan or implementation schedule, an estimated cost or funding plan. Beginning with this Capital Improvement Plan for Fiscal Year 2009-2010, projects categorized as Future Projects/Pending Analysis are listed in name only, but are excluded from the summary totals. This year's Capital Improvement Plan includes 75 Future Projects/Pending Analysis.

**Annual Review of Capital Improvement Projects**

Several factors are considered in the categorization process to ensure the alignment of the County's long-range capital planning to the vision, goals, and priorities established



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by the Board. These factors are used to assess the potential for successful completion of a project and the relative importance of the project based on the priorities of the Board of Supervisors.

The Capital Improvement Plan is a dynamic planning document. Inclusion of a project in the CIP project list does not in and of itself constitute final project approval. Each project, or grouping of projects, such as road projects, require a specific implementation and financing plan, possible CEQA review, and separate Board of Supervisors' approval.

A comprehensive review of proposed Capital Improvement Plan projects is conducted each year by all County departments and other key stakeholders. This review and update of needs is conducted to coincide with departmental development of their proposed budget needs for the coming year. Projects from the prior years' Final Capital Improvement Plan adopted by the Board of Supervisors are reviewed and updated with the most recent planning information pertaining to scope of work, cost, implementation schedule, project status, operational and budgetary impacts and Board approval status.

The updated list of project needs is reviewed by staff to determine the most appropriate implementation category (A, B, C, or D, above.) The reviewed project list is returned to the departments for final review, and then published for review and approval of the Board of Supervisors as the Preliminary Capital Improvement Plan Project List.

Upon approval of the Capital Improvement Plan Project List by the Board of Supervisors on August 4, 2009, the projects were then submitted to the County Planning Department to analyze the consistency of the proposed project list with the County's General Plan. The County Planning Department forwarded this analysis to the County Planning Commission and the Planning Commission on August 20, 2009:

1. Found that the proposed activities, projects, and acquisitions as described in the Capital Improvement Plan under the categories identified as "Approved/Funded", "Pending Implementations", "Future Project Master Planned", and "Future Project-Pending Analysis" are consistent with the various goals, policies and implementation measures as defined in the General Plan, and therefore are in conformance with the General Plan as a whole;
2. Found that acquisitions of all equipment, easements, properties, or rights-of-way necessary for implementation of the projects identified in the CIP would, by the direction relationship to the projects described, were also considered to be consistent with the General Plan; and
3. Directed staff to forward the analysis report and Commission findings to the Stanislaus County Board of Supervisors.

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In this action, the final Capital Improvement Plan is returned to the Board of Supervisors for adoption.

### **Transportation Project Planning**

The largest portion of the Capital Improvement Plan for Fiscal Year 2009-2010 is comprised of Public Works Roads (86.14%) and Transit (0.66%) projects totaling \$1.82 billion over the 20-year planning horizon. Stanislaus County Department of Public Works maintains a large and diverse base of infrastructure types. Public Works maintains 237 bridges, approximately 1,534 miles of roads and through contract maintains 34 signals. Within this base of installed infrastructure, a systematic method of prioritizing projects has been developed to ensure that today's limited transportation dollars are being spent on the right projects to efficiently maintain, rehabilitate or expand our infrastructure. Additionally, there is a desire to increase capacity and safety where the demand and need is highest and that the right problems at the right time are addressed.

A significant review of the transportation projects included in the County's last Board-approved Final Capital Improvement Plan revealed that some projects envisioned an "ultimate build out" that was included in the plan which may extend well beyond the 20-year planning horizon of the CIP. For example, road and bridge widening projects originally envisioned to expand the facility from two lanes ultimately to five lanes were included in the Fiscal Year 2007-2008 CIP. Many of these projects were re-evaluated and re-scoped to anticipate widening to three lanes within the next 20 years, with ultimate build out after the CIP planning horizon and reducing the CIP project cost estimate accordingly. These longer term projects have been placed into the D category. They will be reviewed annually to determine if the D status is applicable. It is the staff's goal to have the CIP is the most realistic "blueprint" for future needs and the annual evaluation and update to the CIP allow projects to progress from "idea" to reality through the numerous implementation steps necessary to implement a capital investment.

Transportation projects, including capacity improvements (widening), intersection and signalization improvements, bridge improvements and maintenance equipment needs total \$1.806 billion over the 20-year planning horizon in the Final CIP for Fiscal Year 2009-2010 – an increase of nearly one billion dollars over the Final CIP for Fiscal Year 2007-2008. One single project, the North County Corridor, constitutes the majority of transportation project costs at \$1.2 billion. All other transportation projects combined were reduced by \$186.6 million in the Final CIP compared to the previous Final CIP.

Thirty-one additional transportation projects are included in the D – Future Project/Pending Analysis implementation category and not included in the total costs above. Several projects from the Final CIP for Fiscal Year 2007-2008 were eliminated from this CIP as they were not anticipated to be developed within the 20-year horizon of

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the CIP or they required further analysis to refine the scope of the project, the proposed project implementation schedule and the estimated cost. Three such projects are carried over in the CIP, and 28 new "future project/pending analysis" were created based on the re-evaluation of transportation project needs.

### **Planning for Funding of County Projects**

The annual Capital Improvement Plan is a long-range forecast of one-time capital expenditure needs for acquisition of equipment and technology, and design and development of improvements over a 20-year horizon. This list of projects includes some that are currently in development, some that are designed and ready-to-implement in the next year or two pending Board approval, and some that are long-range needs that have only been conceptualized. The proposed plan for funding the County's portion of these projects is provided in great detail for those efforts that are nearing final review by the Board of Supervisors and implementation, but is more conceptual for those projects that are planned for implementation further into the future.

The Capital Improvement Plan includes efforts that are:

- Stanislaus County-only projects, to be developed by Stanislaus County;
- Projects developed by others that Stanislaus County will contribute towards; and
- Jointly-planned between Stanislaus County and other agencies or entities, such as bridge projects spanning County boundaries, or partnership projects involving other parties.

The Capital Improvement Plan provides an estimate of the costs of the project in total and the portion of the costs that are attributable to Stanislaus County.

Project funding is also estimated by source, with County funding, State or Federal fund sources, and other non-County contributions or grants. Many of the transportation projects assume substantial or total funding from State and Federal programs. Full funding has not yet been identified for many future projects, and these needs are separately identified in the CIP. The funding plan for each project is a critical consideration in elevating its implementation category and preparing the project for Board consideration and subsequent development.

County funding sources include the proposed use of County General Funds, Public Facilities Fees (PFF), department fund balance or retained earnings, and any form of public financing obligations of the County.

### **Adoption and Distribution of the Final Capital Improvement Plan for Fiscal Year 2009-2010**

It is recommended that the Board of Supervisors adopt the Final Capital Improvement Plan for Fiscal Year 2009-2010, and direct staff to produce the document for in print and electronic versions in concert with distribution of the County's Final Budget. The Final

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CIP will be made available on the County's website at [www.stancounty.com](http://www.stancounty.com) and in print at all County Libraries.

**POLICY ISSUES:**

Approval of this agenda item to adopt the Final Capital Improvement Plan for Fiscal Year 2009-2010 will address the Board of Supervisors' priority of *Efficient delivery of public services* by ensuring the County is in compliance with all California regulations. All of the Board of Supervisors priorities are the focus of current and future capital improvement investments.

The Board of Supervisors approval of the Final Capital Improvement Plan for Fiscal Year 2009-2010 does not constitute approval to proceed with any specific project. Each project individually requires review by the Board of Supervisors and authorization must be given by the Board prior to proceeding.

**STAFFING IMPACT:**

Existing Staff from the Chief Executive Office, Department of Public Works and all County Departments that request project consideration in the Capital Improvement Plan are responsible for the preparation of the Plan. There are no additional staffing impacts associated with the Board of Supervisors' approval of the Final Capital Improvement Plan. Each project plan, funding plan and staffing impact will be considered by the Board of Supervisors' separately prior to implementation.

ATTACHMENTS AVAILABLE  
FROM YOUR CLERK