

Section I: Executive Summary: Key Findings and Recommendations

1. Comprehensive asset inventory
2. County-owned property operated by others
3. Workload balancing
4. Centers of Excellence for existing portfolio
5. Understaffing, Community Services (Parks)

Comprehensive Asset Inventory

The most elemental step in every maintenance management system is a comprehensive inventory of the assets (properties, buildings, systems, and individual equipment) to be maintained.

Both General Services and Community Services are challenged by the lack of a comprehensive asset inventory. The Consultant conducted a visual inspection and evaluation of approximately 73% of the County's portfolio (by square footage) or 87.7% (by estimated value).

Estimates of the completeness of the existing asset inventories is to a large extent, extrapolation from a review of the asset registers and conversation with County staff.

In reviewing the General Services asset register the impression created is comprehensive listing of equipment requiring regulatory licenses and permits. It is also noted that mechanical equipment appears to be comprehensive. Electrical and plumbing systems items less so. Also noted is a comprehensive listing of electric meters, presumably for energy usage recording.

Community Services has a significantly less comprehensive list than GS. Reflected in the asset register is some equipment, parcels of land, and major capital projects.

In a comprehensive asset inventory system, principal buildings might be expected to have ten to fifteen major system assets, (roofing system, exterior closure system, interior finishes system, exterior finishes system, structural system elements, landscaping system elements, paved surfaces element, site development system elements), then the complement of equipment necessary to operate the building, e.g. mechanical, electrical, plumbing, and vertical and horizontal conveying systems. Adding to the total would be the non-real estate assets to support the building operation, e.g. FF&E. Secondary buildings and ancillary buildings might be expected to have significantly less equipment counts, however taking a conservative average of fifteen asset line items per building the order of magnitude for the GS asset

register should be in the range of 20,000 assets. (800 buildings times 15 assets per building).

During the course of the fieldwork numerous challenges were encountered in determining the assets to be evaluated and modeled.

Recommendation: Undertake a comprehensive asset inventory to locate, identify, and capture the “data plate” information on the County’s real estate and facility assets. Utilize GIS to the greatest extent possible to map asset locations.

County-Owned Property Operated by Others

During the course of the fieldwork it was estimated that approximately 20% to 25% of the County-owned portfolio is operated and maintained by others. The County (and by extension General Service and Community Services) has little to no visibility into the maintenance practices and procedures of the real estate and personal property assets in this category.

There are obvious risks associated with the lack of direct visibility into these assets:

- The risk associated with regulatory non-compliance
- The risk associated with be an “absentee” property owner
- The financial risk associated with repairs and renewal at the termination

Recommendation: Establish a more formal procedure for the periodic inspection and evaluation of County property operated by others. This process will require service level standards and a formal “wear and tear” policy.

Workload Balancing

Workload balancing in the context of the maintenance management plan refers to the type and quantity of scheduled and non-scheduled work activity and the work crews and work centers responsible for accomplishing the work.

Both General Services and Community Services are challenged by the previous year’s staff reductions and the geographic dispersion of the County portfolio.

It was noted during the course of the fieldwork that both organizations have reduced headcount by seniority, and the scheduled and non-scheduled workload has decreased, but as a lesser rate.

The resulting imbalance between the staff and workload results in more senior and skilled personnel performing more basic tasks . Three (of many) examples observed during the fieldwork included:

- Senior HVAC mechanics doing very basic HVAC work, e.g. filter changes and preliminary diagnostics.
- Senior plumbing mechanics performing very basic plumbing repairs and trouble calls.
- Senior Park Rangers running “ash and trash”, irrigation system repairs, and lawn mowing.

Recommendation: Review the County service level standards and staffing levels in relation to the predicted scheduled and non-scheduled workload. Establish a benchmark for self-performed and out-tasked services. Adjust the scheduling and dispatch activities to take maximum advantage of the existing staff knowledge base and skill set. Match the skill set to the tasks.

Centers of Excellence

Community Services out-tasks much of the routine turf maintenance (“mow, blow, and go”). CS also self performs some level of building and system maintenance for property under CS cognizance. CS also operates a small wastewater treatment plant, and potable water treatment plant.

General Services typically evaluates, plans for, and project manages paved surface repairs on the internal road networks at facilities under GS cognizance. GS is also responsible for the majority of the infrastructure work on GS-serviced buildings and properties. GS also project manages capital and complex expense project work efforts.

It was not clear from the fieldwork and interviews what organization is responsible for the maintenance and repair as well as planning for the park road network.

It is probably a fair statement that the County Public Works department is the subject matter experts (SME) for paved surfaces, waster water treatment systems, potable water pumping and treatment systems, and land infrastructure.

Community Services is the SME for landscaping, plantings, playgrounds, turfs, trees, and recreational equipment.

General Services is the SME for facility infrastructure systems and equipment.

Recommendation: It is recommended that the County re-align the task responsibilities associated with maintaining the County portfolio to the organization with the inherent talent and skills for the work. For example, Public Work should be responsible for maintaining the internal paved surfaces, (road and parking lots), and wastewater and potable water systems.

General Services should be responsible for the inventory and maintenance of the County portfolio-related asset database as well as specifying the service levels and maintenance programs. GS maintenance technicians and their supporting service contractors should have primary responsibility for GS and CS related buildings, structures, systems, and property.

Community Services should be the SME for all greenery, landscaping, irrigation systems, pest control, playgrounds, sports facilities, and turfs at all County properties.

Understaffing, Community Services (Parks)

Based on multiple day observations, park tours with County staff, and discussions with staff, it appears that the level of maintenance is currently in the lower range of Mode III to IV maintenance mode as established by the National Recreation and Park Association (NRPA). This is considered a low level of operating standard for municipal parks and recreation systems, generally caused by significant budget restrictions. Complicating this level of maintenance for Santa Barbara Parks is the intense and ongoing high level of use by county residents and non-residents of the County park system. The Consultant estimates the understaffing to be approximately forty-six full time employees.

The NRPA standards are thru CAPRA— Commission for Accreditation of Park and Recreation Agencies (CAPRA)

MODE I

· State of the art maintenance applied to a high quality diverse landscape.

MODE II

· High level maintenance associated with well-developed park areas with reasonably high visitation.

MODE III

· Moderate level maintenance-associated with agencies that, because of budget restrictions, are unable to maintain at a high level.

MODE IV

· Moderately low level of maintenance.

It should be noted that the estimated understaffing includes approximately twenty-six park locations that were not included in the Consultant's scope of work. The calculated understaffing at the park locations within the Consultant's scope of work is approximately thirty-nine full-time employees.

Recommendation: Resulting from years if not decades of inadequate funding, Santa Barbara County is faced with serious challenges and decisions to close this gap and improve the condition of the park system. Overall improvement will occur only by the County taking broad actions to increase staffing, reduce number of facilities, and to adopt new maintenance standards. This report recommends actions in these three broad categories:

- Additional Staffing
- Reduction in Facilities and Facility Maintenance

- Adoption of New Maintenance Standards



Phase II: Maintenance Management Plan

Section II: Introduction

In October 2013 Roy Jorgensen Associates, Inc., (“Jorgensen”) was awarded a contract from the County of Santa Barbara, (“SBC”), bid number 845001, “Facility Condition Assessment and Asset Management Plan Development Services”.

The Scope of Work was in two phases:

- Phase I: Facility Condition Assessment
- Phase II: Maintenance Management Plan

The Maintenance Management Plan is in two parts:

- An evaluation of General Services and Community Services with focus on the infrastructure, e.g. buildings, MEP, and so forth.
- An evaluation of Community Services with focus on park amenities, e.g. playgrounds, sports fields, and so forth.

Between October 2013 and January of 2014 Jorgensen undertook the fieldwork portion of the Facility Condition Assessment. Concurrent with the fieldwork portion, a series of meetings and discussions took place with the management and operation personnel of the Community Services Division (Parks & Recreation), and General Services Department – Support Services.

The fieldwork portion of the FCA was organized into 47 Report Groups, typically aligned with the County portfolio geographic clustering. The one exception to the geographic organization of report groups was County fire stations, which were evaluated as a related group by function.

The Phase I Facility Condition Assessment report was delivered to SBC in the form of an Executive Summary presented to the Board of Supervisors on May 20, 2014, and the entire Phase I report posted to the County’s web site.

For purposes of clarity, the Phase II effort was broken into tasks:

Task 1: Estimates of long and short-term maintenance needs for identified County property. Maintenance needs was further identified as being deferred, preventive, and prospective maintenance, and repair and replacement.

Task 2: A 20-year planning horizon for short and long-term maintenance needs, using age cohorts of 5, 10, 15, and 20 years.

Task 3: A prioritized list of maintenance needs using health and safety requirements as the highest priority.

Task 4: Life cycle cost modeling for facilities.

Task 5: Econometric model assumptions.

Task 6: Maintenance management (system) software.

The opinions and calculations that are provided in the present report are based on a combination of first-hand field inspections, review of key documentation provided by the County, and interviews with various stakeholders. Jorgensen facility professionals conducted field inspections of the facilities between October of 2013 and February of 2014 with attention to the mechanical equipment, electrical systems, building core and shell, parks and grounds—at both the systems level and the component level. These inspections provided the raw data for the analyses that comprise the body of the present report.

Scope of the Field Work

Jorgensen's field and analytical team consisted of 9 subject matter experts including:

- Civil engineering
- Mechanical engineering
- Structural engineering
- Building systems, (MEP)
- Architect
- Historical buildings SME
- Pavement engineer
- Parks and recreational facilities specialists
- Econometrician and maintenance systems analyst

The team evaluated approximately 8.5 million square feet of buildings, structures, and developed space, representing approximately \$706.6 million dollars in Current Replacement Value (CRV), and approximately 309.6 acres of park facilities with an estimated CRV of \$258.3 million dollars.

The deferred maintenance is estimated to be \$83.6 million dollars on buildings, parks, and park amenities.