



## SECTION 1.0 EXECUTIVE SUMMARY

### 1.0 BACKGROUND

The County of Tulare recognizes that there can no longer be “business-as-usual” in terms of staffing growth, capital project development, and space needs. There are many issues impeding the County’s desire to plan for an efficient future including the following:

- Overcrowding of facilities.
- Inefficiencies in County operations and service delivery due to the decentralization of department organization and individuals being spread among multiple facilities geographically distanced from each other.
- Extreme historical staffing growth for many General Fund departments.
- Slow implementation of training and technology to support improved productivity in a service delivery
- Many County facilities are aging beyond an acceptable usable life-span and are in need of either costly and significant renovations or, in many cases, complete replacement.
- Most recently, changes in economic conditions that are causing significant impacts to funding availability and staffing levels.

In 2007, a Countywide Preliminary Facility Evaluation / New Civic Center Master Plan was prepared to investigate a number of these issues, in conjunction with initiating the development of a new facility master plan. This report included the following information:

- **A preliminary evaluation of County owned facilities** — 80% are 30 years or older which is beyond a reasonable building life-cycle.
- **Analysis of historical staffing growth** — The standard for regional governments is to project staffing growth parallel to population growth. From 1986 - 2006, the population grew an average of 49% while the County staff grew an average of 88%. Controlling staffing growth in the future is critical to the fiscal status of the County
- **Preliminary Space Need Assessment** — Preliminary countywide space needs were assessed by applying an industry standard of 150 rentable square feet per staff to the projected staffing levels in the year 2026. This preliminary evaluation did not take into account any department-specific input regarding growth and needs. Rather, it evaluated the implications of growth Countywide and provided a preliminary department level evaluation of current space utilization as compared to industry standards.
- **Civic Center Site Selection** — Two sites were compared and evaluated within a site ranking/scoring process to determine which location is most viable for the proposed Civic Center Campus facility. The current Tulare County Civic Center - Site #1 - was determined to be most viable for the new facility.
- **Site Utilization Scenarios** — Three possible scenarios for the development of a

proposed new Civic Center Campus facility were developed. Each scenario included the following:

- o Site Utilization Description
- o Scenario Specific Site Attributes (CEQA, adjacencies, etc.)
- o Preliminary Development and Construction Costs
- o Schedule Impacts
- o Phasing Options

A cost model, preliminary master schedule and additional details for the proposed facility can be found within the 2007 study. The study is available on the compact disc provided on the inside front cover of this report or upon request from the County Administrative Office.

In September of 2007, the County of Tulare – Board of Supervisors, in response to the Countywide Preliminary Facility Evaluation / New Civic Center Master Plan, directed the County Administrative Office (CAO) to move forward with further development of a dynamic capital improvement process.

According to the 2006 – 2011 County of Tulare – Strategic Business Plan and Management System:

“These are challenging times for local governments in California, particularly county governments. The pressures of population growth, financial instability, increasing demands for infrastructure and services, and a state fiscal crisis that severely impacts our ability to provide services are among the challenges ahead. Significant among the challenges is the County’s ability to continue to deliver quality federal and state mandated social services programs with a shrinking pool of financial support from those levels of government. Over fifty percent of county expenditures are mandated programs...  
...We must focus on developing and implementing innovative, creative and business-wise approaches to our work.”

The CAO’s Capital Planning Division identified the next step in the development of a dynamic capital improvement process as encompassing Organizational Functional Programming and the refinement of Countywide Space Needs. Additionally, they elected to move forward with the development of a Facility Functional Program for the new County Civic Center Campus in Visalia. The creation of a Countywide Functional Program is one step toward reaching the stated goal of “developing and implementing innovative, creative and business-wise approaches to our work”. This process supports a model of future capital development which is dictated by the County’s spatial, functional, and technological needs.

### 1.1 INTRODUCTION

As a follow-up to the 2007 Countywide Preliminary Facility Evaluation / New Civic Center Master Plan, the County of Tulare completed this first phase of the Countywide Functional Program and a New Civic Center Facility Functional Program. This program document represents the culmination of information and activities involving general staff and key senior management personnel representing 14 County departments. Approximately 1,500 staff were engaged to identify functional/organizational needs and issues.



This phase of programming represents the General Government, Government Support, and Criminal Justice functions of County Operations. Future phases of planning will incorporate Health & Human Services, Safety & Security, and other areas of County services. Departments included within this phase are as follows:

General Government

- o Board of Supervisors
- o County Administrative Office
- o County Counsel
- o Human Resources & Development
- o Assessor / Clerk-Recorder
- o Auditor / Controller - Treasurer / Tax Collector - Elections
- o Purchasing Agency
- o Grand Jury

Government Support

- o Resource Management Agency
- o Information Technology

Criminal Justice

- o Probation
- o District Attorney
- o Public Defender
- o Law Library

The Organizational Functional Program (**Section 3**) details how the County of Tulare operates as an entity comprised of multiple departments. These departments work together to achieve a common goal of ensuring the highest level of service delivery and fiscal responsibility to County constituents as well as to provide a productive and healthy environment for County staff. This program provides a graphical and literary description of how the County functions in terms of department level interaction with the public, the inter-relational level of all its departments (relationships between departments), and the intra-relational level of each specific department (relationships within a department). The results of this study provide an analysis of organizational structure/components, operational/functional characteristics, and relationships that should exist between the various personnel and support functions that comprise the organization.

The intent of this programming process is to engage department management and general staff in evaluating existing functional operation and to define current needs/issues. The broad theme is an analysis of the spatial, functional, and technological needs for each department which must be addressed to ensure efficient and productive operations.

The Organizational Functional Program is accompanied by an update of staffing projections and preliminary space need projections for each department programmed within this study. This update serves to “adjust and fine-tune” the preliminary 2007 study with a more detailed evaluation of the specific factors that affect growth for each department.

It is important to note that the Organizational Functional Program does not provide a representation of how each department currently operates but rather the most ideal strategy for operational efficiency. This information supports strategic planning efforts and defines the parameters for future capital planning efforts.

The scope of an organizational functional program is broad in nature, focusing on each department as a whole - independent of facility locations. To adequately meet the Board of Supervisors intent of continuing the planning and development of a new Civic Center Campus facility, this study also includes a Facility Functional Program. The facility functional program analyzes elements of the broad focus that are to be incorporated into or are directly affected by the development of a specific facility. A facility functional program typically incorporates programming information for portions of multiple intended occupants and is dependent on the results of the organizational functional program.

The Facility Functional Program of the proposed Civic Center Campus Facility (**Section 4**) extracts information from the Organizational Functional Program, which pertains to planning and design. This includes the development of requirements and relationships which are intended to guide the planning and design of the Civic Center Campus Facility. Additionally, updated space requirements are tabulated based upon an assessment of controlled staffing growth patterns to meet facility occupancy needs through the year 2026. Based upon the programming information, multiple conceptual facility layout schemes (**Appendix D**) have been developed for each of the three identified site scenarios with an illustration of conceptual massing (including accommodation of parking needs), conceptual cost analysis, project schedule, and stacking diagram (emphasizing the appropriate floor level location for each department and the count of staff to be accommodated within the spaces).

## 1.2 PLANNING PHILOSOPHY

Within the previously completed 2007 study, the County identified that during the last 20 years, County staff level grew inproportionately to the growth of population. In analyzing the status of current statewide budget crisis and the nationwide economic condition, the County Administrative Office has established a goal of maximizing the productivity of existing staff and operations as a method for controlling future staff levels while maintaining and/or increasing service delivery to the general public.

As it relates to capital planning & maintenance efforts, this process begins with an understanding of the impact of ownership costs of a facility. During the first 30 year period of a building’s productive life-cycle, only 6 - 8% of the building’s total cost is represented by the first costs of the building (planning, design & construction). Staffing costs (direct and in-direct) represent 92 - 94% of total building costs by comparison (**Figure 1-1**). While there are other costs related to building ownership such as maintenance, what is important here is the comparison between first cost and staffing costs.



Figure 1-1 Facility Life-Cycle Costs

The County of Tulare has determined that in order to construct efficient and well-planned facilities the focus of budgetary efficiency should be



first placed on the area of greatest impact - staffing. By implementing solutions that improve staffing and organizational productivity, the County can improve the efficiency of its current staff and better control future growth. This will reduce the facility space needs which also reduces up front construction costs and long-term maintenance costs, potentially saving millions of dollars over the life of a building.

To optimize control of staffing levels, the County will need to focus on consolidating services into more efficient facilities and the implementation of new technology-based solutions. By better utilizing technology such as E-Government services, countywide video-conferencing, and mobile/telecommunication connectivity, the County could experience a 20 to 40% reduction in staff growth needs as compared to historical growth patterns from the past 20 years.

The key is to continue planning efforts for new facilities utilizing a staffing growth model that represents an average of all growth models while designing for infrastructure and physical expansion capacities to maximum growth levels. The minimum growth model for a department should be used to establish the absolute minimum size of a facility that can still accommodate growth for the included departments. See Figure 1-2 for an example illustration of the implications of each growth curve.

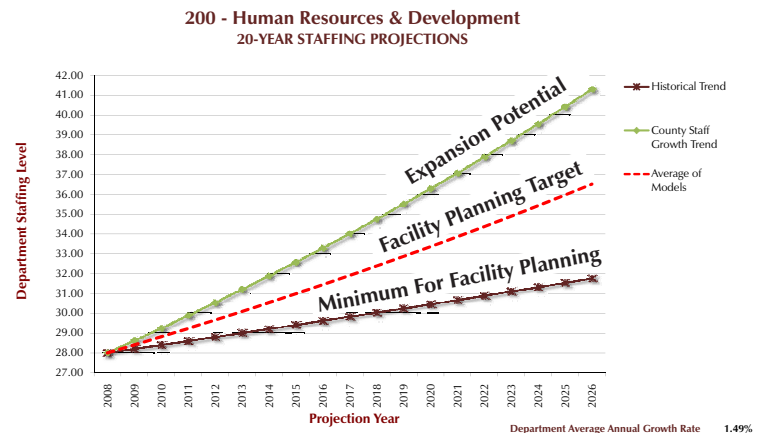


Figure 1-2 Example Growth Curve Implications

1.3 UPDATE ON THE ROADMAP TO SUCCESS

Based upon the 2007 Countywide Preliminary Evaluation / New Civic Center Master Plan, the County Administrative Office, with the support and direction of the Board of Supervisors, is now taking the necessary steps to implement a capital improvement process that follows a dynamic cycle of continuous review and update as illustrated in Figure 1-3.

Section 1.4 of the 2007 study outlines the steps to be taken in order to begin and eventually maintain this dynamic process. Figure 1-4 on the following pages illustrates (in red) the step which has been taken as part of this study.

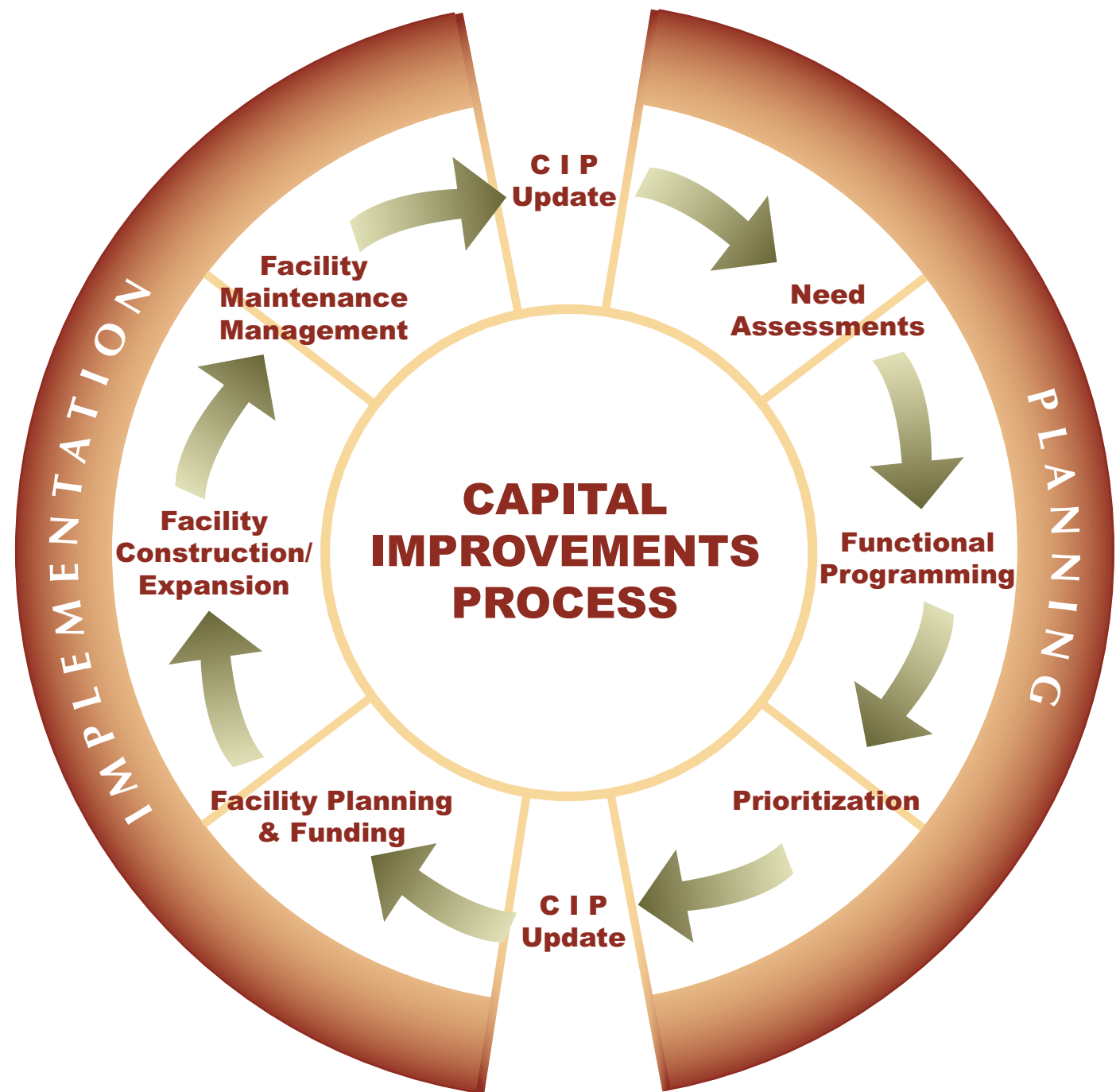


Figure 1-3 Dynamic Capital Improvement Process



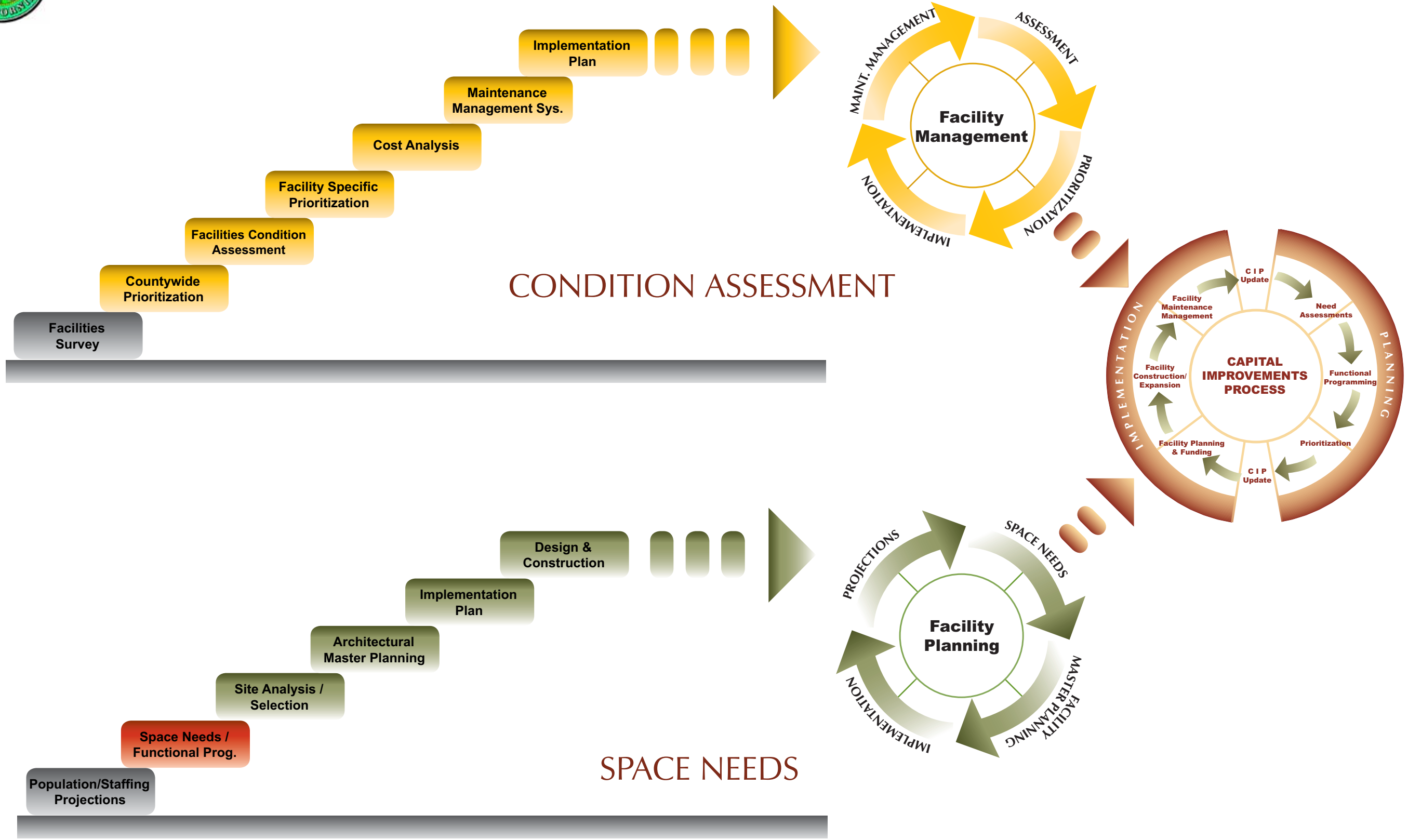


Figure 1-4 Roadmap to Success



#### 1.4 FINDINGS

The 2007 study emphasized that continuing the current staffing growth pattern is not economically viable in light of the County's tremendous growth over the last 20 years. For example, the cost to hire and house additional staff for the next 20 years based on the County's historical staffing growth rate would likely cost 3.4 billion dollars. This is representative of facility expansion cost and salary/burdens expenditures alone, both in year 2008 costs only. Even more alarming is the fact that while the criminal justice and social services related departments grew at very high rates (i.e. 194% for HHS and 146% for Probation). On the other hand, many of the support departments grew at rates below population growth levels of 44% (29% for Auditor/Controller) or even contracted (-9% for RMA). Essentially, facility and organizational needs are increasing at a faster rate than the rate of staffing growth. If County staff growth could be controlled, the additional staff could potentially only cost \$1.8 billion.

In order to better understand the situation, this Functional Programming Study was completed to analyze each department and determine what the issues and needs are. To accomplish this, a web-based survey of department staff and management was conducted to determine the spatial, functional, and technological needs of each department. Additionally, the study established which tools and solutions can be implemented to improve each department's ability to provide a sufficient level of service to the public while better controlling the financial and spatial impacts of staffing growth.

The analysis of these surveys was followed by a series of department workshops to provide an in-depth analysis of how each department functions at a department-wide level. The surveys and workshops also facilitated an investigation of the functional requirements to be placed on the development of a new Civic Center Campus facility in Visalia. As a result, it was determined that most of the departments are not only suffering from a lack of sufficient office and support space, but are also dealing with both a fracturing of staff among multiple facilities and obsolete/inefficient modes of operation within an increasingly technologically advanced society. There are also a number of issues and concerns surrounding the security & safety of County personnel as well as the protection of information and an ability to meet state/federal guidelines for handling/storing various types of information.

For example, there is a current lack of security & protection for County staff and members of the Board of Supervisors during public Board Meetings. Similarly, the Probation department is in great need of increased security measures to ensure the safety of staff during in-office arrests. The Auditor-Controller/Treasurer-Tax Collector is also greatly in need of additional meeting, storage, and interview space to ensure productive workflow. Additionally, County Counsel has stressed a need to better co-locate services that are linked by a common goal/workflow, yet are distanced from each other geographically in an inefficient manner. These issues do not only apply to the departments mentioned. Every department surveyed is experiencing problems stemming from similar issues in addition to those identified in the Department Functional Summaries located in [Section 3.2](#).

#### 1.5 PROPOSED SOLUTIONS

##### Organizational Functional Program

##### Functional Solutions

In order to provide the County with an ability to resolve inefficiencies with cost-effective solutions, the previously mentioned workshops were conducted. The purpose of conducting the workshops was to analyze departmental needs in efforts to graphically represent how each department could be better organized to ensure a greater level of optimization and productivity. These graphical representations are referred to as Functional Optimization Network Diagrams (FOND) and are intended as a tool for strategic planning to assist the departments in determining how they can continue to optimize their workflow and service delivery methods while increasing productivity and fiscal budgeting efficiency. The diagrams also provide an organizational structure that dictates the organization of space for future planning efforts. Each facility planned for these departments should be analyzed in terms of its ability to meet the functional requirements and relationships identified in this study and ensure that County operation and function is supported by every decision made throughout the facility design process. For example, in the case of the County Counsel, the functional program/diagram shows that future facility planning should include consolidation of department operations into a single facility. This allows each operational unit to function independently in relation to the others while still maintaining a close proximity which encourages collaborative interaction. Furthermore, there are privacy, security, and space need issues that cannot be resolved within current facility locations and layouts.

This information is presented within [Section 3.2](#) (Department Functional Summaries). The summaries also provide a refinement of staffing projections & space need analysis. Based upon a direct interaction with the departments, the staffing projections from the 2007 study were revised to include an analysis of both the historical staffing growth rate and an alternative growth rate that will likely affect staffing growth in the future. Each rate represents an extreme. The highest growth rate represents the County's maximum potential for growth if the County continues to grow "business-as-usual". All facilities built within the next twenty years should, at a minimum, include infrastructure expansion capability as well as a sufficient allocation of site area for facility expansion. The low growth rate, however, represents the absolute minimum growth potential to be utilized in facility planning and construction. Facilities built for staffing allocation amounts below this value would likely not be viable for productive and efficient operation. Finally, an average growth rate has been provided as a target for facility planning efforts to ensure that the County is planning for a reasonable amount of growth while trying to maintain fiscal responsibility.

It is important to note that these programs/diagrams do not necessarily provide specific solutions to each issue a department faces. Rather, the approach is based upon the idea that a solution given today for a specific problem may not be appropriate for a facility designed 10 years from now. Accordingly, this information serves as a guide to identify the issues that exist and ensure that design/planning teams "ask the right questions" when interacting with department staff during facility and/or strategic planning efforts. It is also a tool that should evolve with time. As changes occur in departmental organization, each department should interact directly with capital planning staff to ensure that decision-makers always have the most valid and up-to-date information at hand.



Spatial/Technological Solutions

To accomplish the goal of planning optimized, efficient facilities, it is important for the County to set standards that capitalize on the co-location of departments in centralized facilities that are easily accessible for safe public use and interaction. Furthermore, to ensure the highest level of staff productivity and provide departments with the greatest ability to control staff growth at manageable levels, the County should pursue the development and implementation of an aggressive IT Implementation Plan. Information Technology has been empirically proven to have the greatest potential to improve efficiencies, essentially decreasing staff growth needs as a means to achieving decreased planned facility sizes, costs, and long term staff costs.

During the department workshops, each department was asked to evaluate their staff growth and productivity and consequently generate a list of improvements that could effectively reduce long-term staff growth needs. The most prominent of these staff-suggested improvements are as follows:

- Increase the tools and availability of electronic file storage to transition to a paperless system for departments.
- Increase availability and support for e-government tools such as e-forms to improve service delivery to the public and increase productivity related to client/user interactions.
- Develop and implement a countywide enterprise management system. This type of system would allow the County to keep track of government and business activities such as finance, human resources, facilities planning and management, and e-government/public interaction within a single system maintained by the County Information Technology department.
- Improve availability, accessibility, and connectivity to wireless data communication and equipment which will increase staffs ability to tele-commute and improve the productivity of field personnel.
- Implement a network of “Citizen Kiosks” throughout the County to provide full access to County services by the public. The kiosks would ideally be located in areas easily accessible to the public including lobbies of highly-trafficked County buildings, commercial centers, and outdoor public areas. Citizen kiosks would increase efficiency for departments that provide many over-the-counter public services and minimize distances that the general public would have to commute to obtain these services.
- Collaborate with the Courts, Local Law Enforcement Agencies, and criminal justice related County departments to improve information connectivity for data sharing, electronic discovery, and integrated court justice system.

A matrix of department recommended technological and non-technology strategies are provided in [Appendix C](#). The departments confirmed that the aforementioned improvements are their most critical needs which, when addressed properly, will significantly improve productivity and efficiency, thus more effectively controlling the long-term impacts of staffing and organizational growth/change.

**New Civic Center Campus — Facility Functional Program**

This report provides a solution to the next step of facility planning/development for the new Civic Center Campus facility. [Section 4](#) of this report, Facility Functional Program, provides a breakdown of the Organizational Functional Programming information and space needs analysis as it specifically relates to the proposed Civic Center Campus Facility. This includes an analysis of each department’s functional and spatial needs related to the facility as well as the development of overall facility functional requirements and relationships. Using this information, 19 distinct conceptual building schemes have been generated to provide a flexible range of options for the planning, design, and construction of this facility (see [Table 1-2](#)). These schemes are examples of some potential solutions and are provided within [Appendix D](#).

	Scheme <b>A</b>	Scheme <b>B</b>	Scheme <b>C</b>	Scheme <b>D</b>	Scheme <b>E</b>	Scheme <b>F</b>	Scheme <b>G</b>
Scenario <b>1</b>							
Scenario <b>2</b>							
Scenario <b>3</b>							

*Table 1-2 Proposed Civic Center Schemes*



*Table 1-3 Proposed Civic Center Site Scenarios*



Each scheme includes the following information:

- Potential building location and orientation based on one of the three site scenarios presented in the 2007 study.
- Potential phasing strategy including identification of existing facilities to be demolished as well as those requiring renovation for future use by other departments.
- Conceptual location and layout of a parking structure to accommodate parking needs through the intended planning horizon (the year 2026).
- Conceptual project costs related to the development and construction of the facility.
- Conceptual project schedule that identifies a potential timeline towards new building occupancy. Each schedule includes a comparison of traditional design-bid-build project delivery to the alternative and recommended design-build method.
- Facility stacking diagram incorporating the functional relationships model which defines a floor level location for each department as it relates to the specific scheme. The stacking diagram also includes an accommodation for grossing areas (circulation, restrooms, custodial needs, and common area spaces) on each level. In some schemes, certain floor levels show an excessive portion of the floor area dedicated to grossing based on the need to place common area spaces in locations other than the first floor level due to the amount of area available to each level in response to the schemes configuration.

The range of total costs for these scenarios begins at approximately \$60 million for completing a first phase of construction and renovation improvements to \$312 million for a full build-out of construction and improvements. The minimum cost model of \$60 million only includes general government departments which are not currently located within the Visalia Superior Courthouse or Government Plaza facilities. Both costs are total project costs (construction, soft costs, demolition, and renovation of vacated facilities) in today's dollars and do not include escalation to the mid-point of construction nor the cost impact some site locations may have on the schedule (i.e. the E.I.R. development process).

See [Appendix D](#) for the details of the above mentioned site scenarios and building layout schemes. A generic base stacking diagram is also provided in [Section 4.1.5](#). This base diagram represents the application of facility functional requirements and relationships to a four story structure, including all intended departments and projected staffing levels.

There are other options available to the County that may justify building a larger facility to meet the full staffing projection levels. By designing the facility with shell space, the County could reduce the cost impacts and, additionally, would be able to lease the shell space to other, non-county agencies or to portions of the private industry, generating a revenue. This new revenue stream may also increase the County's bonding capacity. Essentially, the shell space would be designed in a "commercial" development manner which would require full tenant improvement by the tenant occupants. This greatly reduces construction costs for these portions of the facility by eliminating the high cost of infrastructure and interior finish costs at these locations. Lastly, as the County continues to grow staff and department space needs increase, the County has the ability to occupy these locations by not renewing tenant lease contracts at the appropriate stages of need.

## 1.6 RECOMMENDATIONS TO MOVE FORWARD

### Organizational Functional Program

Continue forward with the three remaining phases, as funding permits, of organizational functional programming. Currently, there is a large amount of focus on safety & security related departments due to state level activity with the Courts and Detention/Corrections. The next phase of programming should include the remaining departments from the Safety & Security functional group. These departments are as follows:

- Sheriff/Coroner
- Fire Department

### New Civic Center Campus — Facility Functional Program

The remaining steps that must be taken prior to architectural selection include preliminary site analysis, funding source analysis, and establishing a conceptual project budget. Preliminary site analysis entails obtaining various consultants to prepare a Phase I Environmental Site Assessment, a geotechnical evaluation/study, and an analysis of CEQA requirements as well as the execution of the CEQA process.

Upon completion of environmental studies and the selection of a final site location, the County will be able to move quickly towards the Architectural Selection Process, where a detailed architectural program will be developed followed by the design of the facility.

Due to recent and significant changes in regional and national economic conditions, as well as the development of new potential needs and opportunities, we recommend that this Facility Functional Program, and the preceding Countywide Functional Program be utilized to re-evaluate all current and future capital planning needs to re-establish priorities in alignment with the County's Strategic Plan. Based upon evaluating the priorities, the County can either move forward with the next stage of New Civic Center Campus development or, utilize this information as a boilerplate for the development of other facilities if determined to be a higher priority at this time. Regardless of how the County chooses to move forward, this facility functional program is "on the shelf and ready" to move forward at the most appropriate time.

### Technology Master Plan

Implementation of advanced technological solutions will present the opportunity to increase the efficiency and productivity of internal government operations and the quality of services provided to citizens. There are many areas that new technology can improve but overall, there are three major and lasting benefits to government operations and citizens alike:

- **Automation:** Scarcity of funding impacts every aspect of government and weakens the quality level of public services. Technologies such as electronic forms ("E-forms"),



electronic workflow, and electronic file storage are all part of digitizing traditional paper processing while reducing document processing time, errors, and storage space. When combined with the web, documents that were previously available only at government centers become accessible to citizens anywhere which reduces staff burden. The types of task automation available with new technology help to conserve revenue and provide enhanced services to citizens and businesses.

- **Communication:** New advances in communication technology can benefit both internal government operations and transmission of automatable services to citizens. Internally, implementation of video-conferencing and Webinar (i.e. "Web seminar") can drastically reduce travel costs and minimize travel time. Technologies such as the citizen kiosk can provide citizens remote access to services such as registration renewal and electronic document submittal without ever having to set foot in a government center, reducing staff burden and saving taxpayer money through the reduction of citizen travel cost.
- **Continuation:** One of the most formidable aspects of new technology is the ability to consolidate and manage all types of data in an Administrative Information Management System. This combines all of the County's data in a single database at varying levels of access to County staff. The simplicity and organization of information in a database eliminates data redundancy and errors by rendering, for example, financial data standardized across all departments. The greatest benefit of this system, however, is that it is continuously maintainable, and can be added to, altered, and accessed easily.

Perhaps the greatest benefit that results from the implementation of advanced technological solutions is the increased operational efficiency and productivity that comes from providing staff with tools capable of completing redundant tasks, freeing staff to take on other tasks and possibly adding tools which produce more service enhancements for citizens and businesses.

The alternative to implementing new technologies is relying on weak and fractured systems for processing and using information, consequently missing opportunities for collaboration and putting future operations at risk by not assimilating what is fast becoming commonplace. However, the benefits of technology implementation are many:

#### Public Benefits

- Access to information for engaging in political activities such as advocating, debating, and voting.
- New electronic forums for citizen engagement.
- Access to integrated, holistic views of government resources and operations which contributes to transparency and citizen trust in and allegiance to government.
- Information about benefits and services available to citizens that they would otherwise be unaware of or unable to acquire.

- Easy to use, accessible, and geographically distributed citizen and business services (multi-channel access to payment services and applications/forms).

#### Government Benefits

- Internal, modernized infrastructure for government operations to support the back office processing of citizen and business services.
- Make government much more capable in financial, human resources, and capital asset management to support government decision-making, wise use of resources, and provide information for financial transparency and accountability.
- Improved government-wide coordination of crisis responses.
- Stimulate local, and regional economies by attracting investments through enhanced reputation for improved government operations and new, innovative services available to citizens and businesses.

In a society whose day-to-day operations are becoming increasingly digital, the implementation of new advanced technologies to "keep up" with societal growth is becoming less of a consideration than an inevitability. It is our recommendation that the County pursue opportunities to control future staff burden and costs and provide better services to citizens while utilizing current staff at minimized growth levels.