

Follow Up to November 12, 2013 Space Study

Executive Summary

At the request of the BOCC during the November 12, 2013 work session, Asset Management Services (“AMS”) staff:

- Reviewed options for use of unused and under-utilized space in several County buildings, including the financially stressed Environment and Agriculture Center (EAC);
- Identified options for future use of the spaces; and
- Developed cost estimates for the work necessary to prepare spaces for use.

Each space has a number of options for future use, with varying associated costs for each.

AMS also developed more specific recommendations and options for the Board’s review concerning storage space utilization.

Stressed Asset/Under-Utilized Space.

The EAC on Revere Road was identified as a stressed asset by ECS Carolinas in the evaluation previously performed for the County. If this facility is to remain in use beyond the next four to five years, significant improvements will be required, estimated at \$1,433,000 (Plus upfit costs if layout is to be modified - see table below).

Another facility where significant investments would be required for occupancy by staff is the former Cedar Grove school/future Cedar Grove community center, if classroom wings were to be occupied. Should the Board decide to retain these wings, basic costs will be incurred for any future use, in order to meet building and fire code requirements. However, additional investment would be necessary if staff were to be relocated to the facility, due to current limits on the septic system.

Underutilized but very “healthy” space exists at the Government Service Annex, currently used to house elections equipment. This space could be upfit for use as offices rather than storage, as is currently the case for much of the building. Storage is not the highest and best use of this facility; it would serve much better as an office building, and could support office and collaborative uses in its current state. Investment will be required beyond the next four to five years to replace the existing heating, ventilation and air conditioning (HVAC) system, and to address issues associated with the building being partially within the flood plain, if it is to remain in use.

Similarly, other underutilized but healthy spaces exist at the Whitted Center (approximately 2,565 assignable square feet) and Link Center (approximately 4,680 assignable square feet). Both would require basic renovations to create office and/or multi-functional space.

The tables below provide an overview of options for the Board to consider regarding potential uses of these facilities (equipment and/or staff) and associated cost estimates for each. The Board may choose to:

- 1) Continue to maintain the existing facilities and uses “as is” and commit the resources to maintaining them, even in an inefficient manner; or

- 2) Entertain maximizing the utility of the available spaces at their highest and best uses; or
- 3) Arriving at a blended strategy of both #1 and #2 above.

Input, guidance and direction provided by the Board at the February 13, 2014 work session will be used to identify associated costs for years six through ten of the CIP for preferred options, and to begin the necessary planning to develop these options.

Table 1

Department Relocation Options

Department	Current Location	Assignable Square Footage	Occupant Count	Relocation Options (Available assignable square footage)					
				Cedar Grove +/- 12,128	Whitted Center 2,565	GSA 4,875	Link GSC 4,680	Blackwood Farm <i>To be determined</i>	EAC 10,960
DEAPR									
Support Svcs & Dir	EAC	3,741	5	Yes	Yes	Yes	Yes	Yes	N/A
Natural & Cultural Res	EAC		3	Yes	Yes	Yes	Yes	Yes	N/A
Soil & Water	EAC	717	5	Yes	No	Yes	No	Yes	N/A
Cooperative Ext	EAC	4,968	10	Yes	No	Yes	No	Yes	N/A
Farm Svc Agency	EAC	1,532	4	Yes	No	Yes	No	Yes	N/A
Elections *	GSA	4,875	4	No	No	N/A	Yes	No	Yes

* Elections assignable square footage at GSA includes storage space dedicated for election equipment and supply storage.

Table 2

Estimated Costs to Develop Available Space

Location	Upfit \$/square foot	Max Square Ft	\$ Total	Other costs					Estimated \$ Total
				Septic system	HVAC	Floodplain	Roof	Paving	
Cedar Grove	\$100.00	21,000	\$2,100,000	\$800,000					\$2,900,000
Link GSC	\$175	4,680	\$819,000						\$819,000
Whitted Center	\$80	2,565	\$205,200						\$205,200
GSA	\$80	4,875	\$390,000		\$350,000	\$400,000			\$1,140,000
Blackwood Farm	\$6,000,000 (Yr 6-10)								\$6,000,000
EAC	\$80	10,960	\$876,800*		\$663,000		\$560,000	\$210,000	\$2,309,800

*Should EAC be reconfigured for interior use (office, multi-purpose, controlled storage, etc.).

Systematic County storage programming and utilization.

The Board may recall that County storage practices are de-centralized and somewhat inefficient relative to overall space utilization within the County.

Since the November 12, 2013 report to Board, AMS staff surveyed County departments regarding their current storage practices, the regulatory requirements for retention of their department's records, and other storage needs and preferences. Thirty-six surveys were completed by twenty-one departments (multiple surveys were submitted for departments with multiple divisions and/or that have multiple locations). The following information was summarized from the completed surveys:

- Fifteen departments make use of the “off-site” conditioned storage lockers located at the EAC on Revere Road for records storage;
- Three departments store items in the unconditioned space at 510 Meadowlands Road;
- Twenty departments indicated that there are regulatory requirements for records retention for records for their departments;
- Fifteen departments indicated that they routinely retain records beyond the required retention period for their department/agency, primarily for historical reference and institutional memory;
- Eighteen departments indicated that electronic storage of at least some of the records they are required to retain is acceptable (would have additional unbudgeted cost implications for IT scanning project);
- Seventeen agencies indicated that off-site storage of required records is acceptable;
- Several departments currently use office space for storage of records, equipment, etc.

Recommendations/Next Steps

Asset Management Services staff is preparing a written policy for presentation to the Board for review and potential adoption for storage of records and other items requiring storage that will ensure:

- Frequently accessed records and other items needed to be housed “locally” will be stored within departments; infrequently accessed records and items will be efficiently stored in designated off-site storage locations;
- Designated office space is not used for records or equipment storage;
- Regulatory requirements for records retention are met;
- County needs and wishes for the identification and retention of records with historical significance are maintained beyond regulatory requirements, where applicable;
- Records that will not be maintained for historical reference are routinely destroyed and/or recycled at the end of the required retention period.

Follow Up to November 12, 2013 Space Study

Full Report

Background

This report is a follow up to facility space use and cost information provided to the Board at their November 12, 2013 work session. At this work session, the Board requested that staff provide additional information regarding

- Options, costs and considerations for use of stressed assets;
- Options, costs and considerations for use of available unused/underutilized space;
- Availability and use of storage space by County departments and agencies, and identified needs

Space studies and updates have been performed periodically since 2001, including:

- Orange County Space Needs Update - May 21, 2013. The abstract for this item can be found at <http://orangecountync.gov/occlerks/130521.pdf>, item 8b.
- Orange County Space Study Update – November 12, 2013. The abstract for this item can be found at <http://orangecountync.gov/occlerks/131112.pdf>

An updated/modified Space Study Framework was adopted by Board at their June 18, 2013 meeting, and forms the basis for space study work. The Board adopted study framework is illustrated in Attachment 1 entitled “Board adopted framework for iterative, continuous space study”. The framework is founded in the original 2001 framework and guiding principles as well as the major space study framework update in 2005. The Board suggested that these presented space study initiatives: 1) return for the Board’s review and continued discussion in anticipation of the Board’s annual planning, prioritization, budgeting, and decision making processes; and 2) be delivered within a framework conducive to iterative, continuous study over time.

Orange County Space Study Update – November 12, 2013

As part of this framework, the County engaged ECS Carolinas, LLP of Raleigh, NC, and a sub-consultant, Facility Futures, to work with County management and its departments in developing baseline information and ongoing analysis and benchmarking tools in the areas of space utilization and facilities assessment. Findings from this work were presented to the Board at their November 12, 2013 Work Session and included:

- identification of financially stressed assets;
- unused and/or under-utilized space in County facilities;
- information regarding the efficiency of space use by County departments.

At that time, the Board requested that staff return to provide the Board with:

- Options, costs and considerations for use of stressed assets;
- Options, costs and considerations for use of available unused/underutilized space;
- Availability and use of storage space by County departments and agencies, and identified needs

Tables 1 and 2 provide summary information regarding identified stressed, unused and/or under-utilized County facilities. Table 1 presents options for relocating staff currently housed at the EAC building, and for Board of Elections staff and/or equipment, located at the Government Services Annex (“GSA”) building. Options for relocation of Soil and Water, Cooperative Extension, and the Farm Service Agency were guided by the principal of co-location to keep departments with similar missions and client bases together.

Table 2 presents a summary of costs associated with development and on-going use of space at each facility. It should be noted that capital costs (identified as “Other Costs” in Table 2) will be required for the continued use of EAC and GSA buildings, even if they are to remain occupied and in use in their current format.

Table 1

Department Relocation Options

Department	Current Location	Assignable Square Footage	Occupant Count	Relocation Options (Available assignable square footage)					
				Cedar Grove +/- 12,128	Whitted Center 2,565	GSA 4,875	Link GSC 4,680	Blackwood Farm To be determined	EAC 10,960
DEAPR									
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Elections *	GSA	4,875	4	No	No	N/A	Yes	No	Yes

* Elections assignable square footage at GSA includes storage space dedicated for election equipment and supply storage.

Table 2

Estimated Costs to Develop Available Space

Location	Upfit \$/square foot	Max Square Ft	\$ Total	Other costs					Estimated \$ Total
				Septic system	HVAC	Floodplain	Roof	Paving	
Cedar Grove	\$100.00	21,000	\$2,100,000	\$800,000					\$2,900,000
Link GSC	\$175	4,680	\$819,000						\$819,000
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Blackwood Farm	\$6,000,000 (Yr 6-10)								\$6,000,000
EAC	\$80	10,960	\$876,800*		\$663,000		\$560,000	\$210,000	\$2,309,800

*Should EAC be reconfigured for interior use (office, multi-purpose, controlled storage, etc.).

Stressed Assets

Environment and Agriculture Center (EAC)

The Environment & Agriculture Center has been identified as a stressed asset, but is also underutilized to the extent that the square footage per FTE is above the currently used standard for County facilities. The Center, a former grocery store, is located on a property that includes Emergency Services Sub-station #1, a former laundromat and a former car wash converted to unconditioned storage. Figure 1 shows the location of the EAC building, while Figure 2 presents the currently assigned space by department/agency.

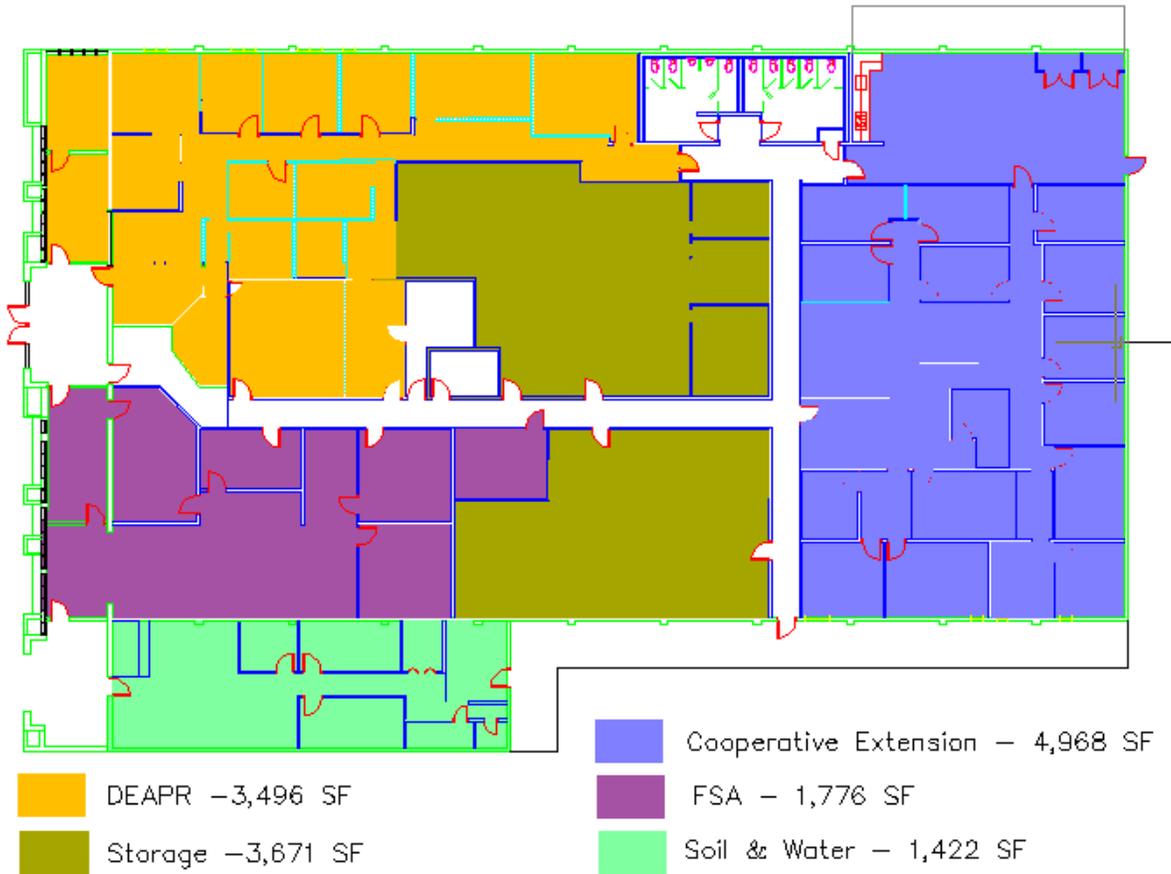
Options for this facility include:

- “Do Nothing”/Status Quo - continued use of the building largely unchanged;
- Modify use to house different department(s);
- Convert entire facility to records/other storage use;
- Deconstruct/demolish the existing facility(s) and construct a new County facility(s);
- Deconstruct/demolish the existing facility(s) and sell the property;
- Sell the property with existing structures “as is”.

Figure 1



Figure 2



Considerations

- Should the decision be made to continue to occupy and use this facility, several capital expenditures will be required during years six through ten of the CIP (FY 2019-20 through 2023-24). These include:
 - Replacement of HVAC system
 - Replacement of roof
 - Resurfacing of parking lot

These critical maintenance items have been deferred pending the outcome of decisions regarding future use of the facility. Costs for these items are summarized below.

Location	Upfit \$/SF	Max SF	\$ Total	Other costs					Estimated \$ Total
				Septic system	HVAC	Floodplain	Roof	Paving	
EAC	\$80	10,960	\$876,800*		\$663,000		\$560,000	\$210,000	\$2,309,800

*Should EAC be reconfigured for interior use (office, multi-purpose, controlled storage, etc.).

New locations for Emergency Services sub-stations may result in discontinued use of the existing Substation #1 at this location within the next several years.

Unused and Under-utilized Spaces

Cedar Grove Community Center

Portions of the former Cedar Grove school are slated for renovation to create a new Cedar Grove community center. The classroom wings of this facility (up to 21,000 gross square feet) offer opportunities for use. Figure 3 shows the location of the Cedar Grove facility, while Figure 4 presents the space available for other uses in the classroom wings.

Options for the classroom wings at this facility include:

- “Moth ball” for potential future use (would still require several upgrades to meet current code requirements);
- Make minor modifications to allow use as minimally conditioned storage space;
- Renovate for use as fully-conditioned storage space;
- Renovate for use as office space for one or more of the departments currently housed at EAC

Figure 3

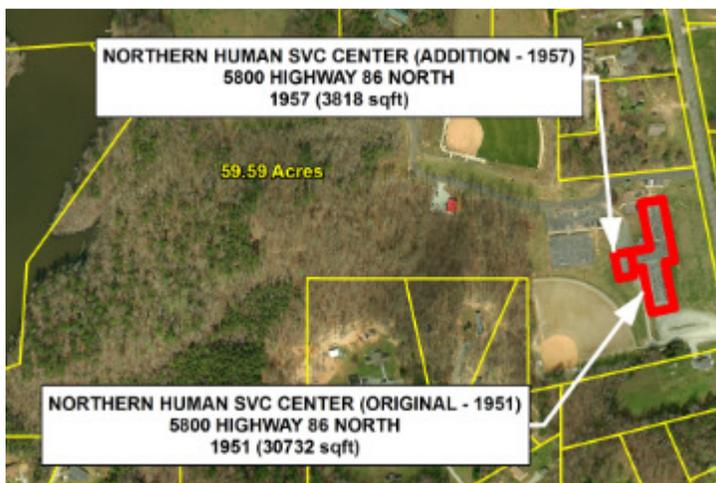
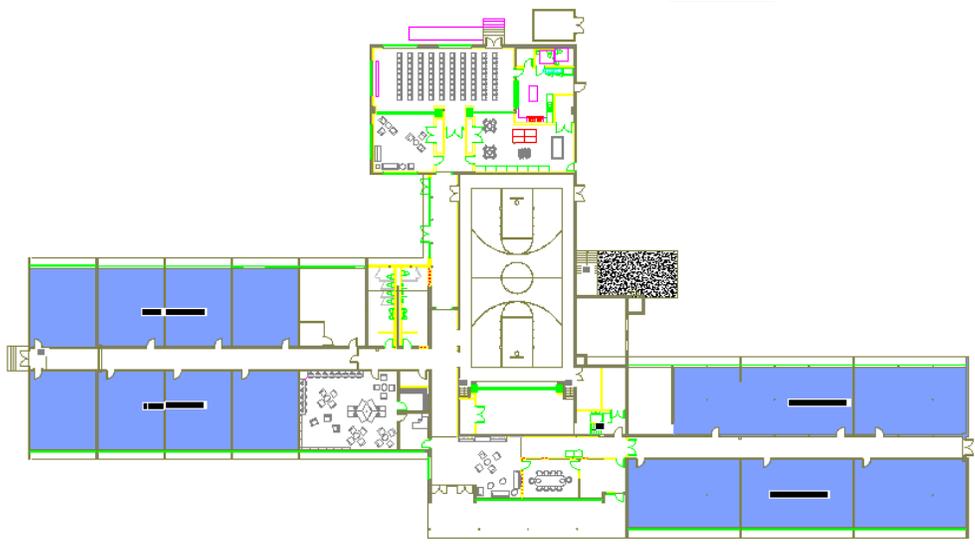


Figure 4



Considerations

- Should the decision be made to provide office space in one or both of the classroom wings, several capital expenditures beyond those included in the current development proposal for the facility would be required during years six through ten of the CIP (FY 2019-20 through 2023-24). These include:
 - Additional HVAC system capacity
 - Additional capacity for septic system

Costs for these items are summarized below.

Location	Upfit \$/square foot	Max Square Ft	\$ Total	Other costs					Estimated \$ Total
				Septic system	HVAC	Floodplain	Roof	Paving	
Cedar Grove	\$100.00	21,000	\$2,100,000	\$00,000					\$2,900,000

- Agricultural focused departments and services could be located within the northern agricultural community,
- Agricultural focused departments and services would be remote from southern areas of the County

Whitted Human Services Center

While the renovations to create the new Board of County Commissioners meeting room and related spaces will occupy much of the first floor of the ‘A’ building (former Library space), additional space will remain unassigned (approximately 2,565 assignable square feet). The primary use considered/recommended for this space is the creation of offices for DEAPR staff currently housed at the EAC, in order to allow DEAPR administrative and management staff to be located closer to DEAPR staff currently located at the Central Recreation Center adjacent to the Whitted Center. Figure 5 shows the location of the Whitted Center while Figure 6 demonstrates the areas available for creation of offices and associated spaces.

Figure 5

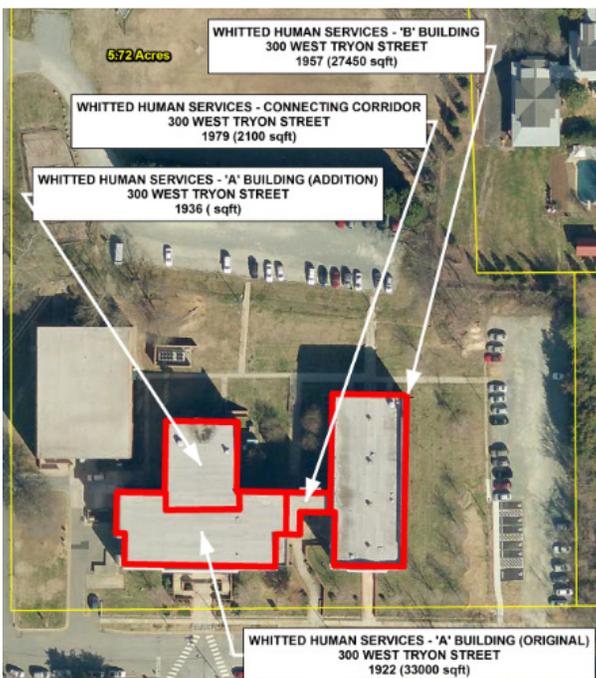
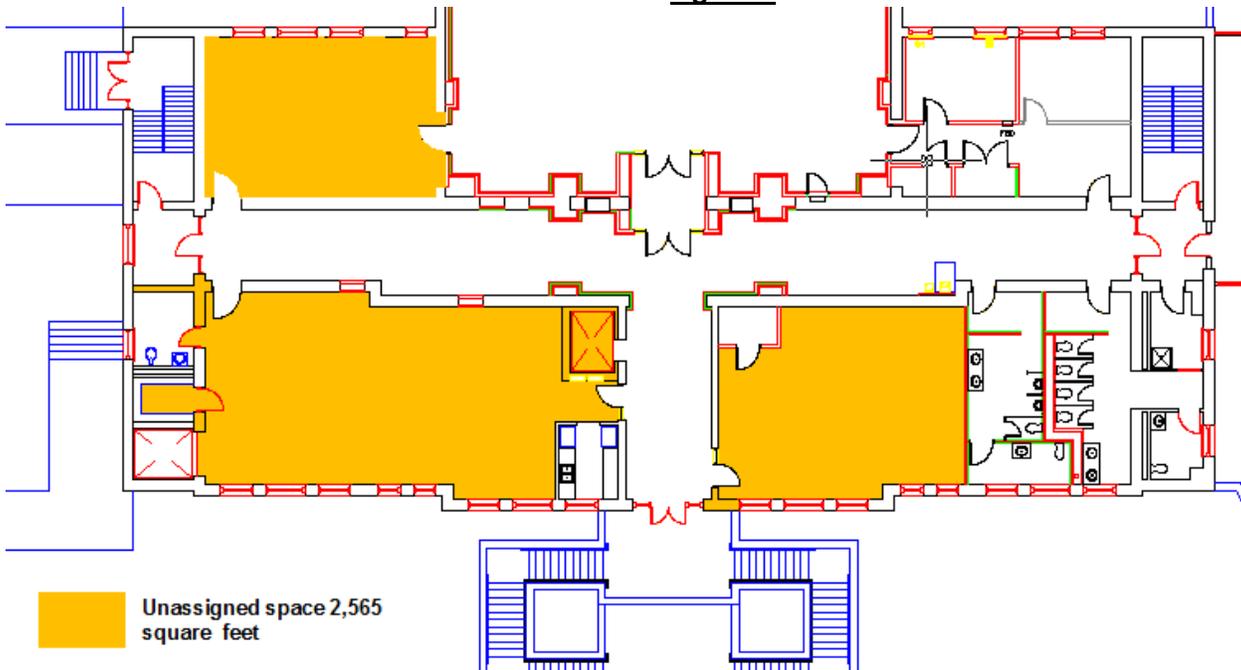


Figure 6



Options for the remaining available space include:

- Office space for one or more departments, up to the available remaining assignable square footage;
- Flexible meeting space for use by County and/or other agencies;
- Leave undeveloped until future need(s) is identified.

Costs for development as office space have been summarized below.

Location	Upfit \$/square foot	Max Square Ft	\$ Total	Other costs					Estimated \$ Total
				Septic system	HVAC	Floodplain	Roof	Paving	
Whitted Center	\$80	2,565	\$205,200						\$205,200

Government Services Annex (GSA)

Board of Elections operations were relocated from the Court Street Annex building in to the Government Services Annex building in December 2009. At the same time, elections equipment, stored off-site at the former Orange Enterprises building on Valley Forge Road, was also relocated to the GSA building to allow for redevelopment of that facility as the Piedmont Food and Agriculture Processing (PFAP) Center.

The highest and best use of the Government Services Annex building is as office space, which was its original design. Regardless if Elections staff and operations remain at this facility, or are relocated, it makes economic sense to relocate election equipment to lower cost conditioned storage space at another facility. Options for equipment storage may include warehouse space at 510 Meadowlands (not fully conditioned), Hillsborough Commons, the EAC building or Cedar Grove. Figure 7 shows the location of the Government Services Annex building, while Figure 8 presents the current space use by Board of Elections. Figure 9 presents a proposed

revised occupancy to make offices on the south end of the building, currently used for storage, available for other office use.

Based on existing interior wall configuration, and modifications to large open spaces, it is estimated that approximately twenty-nine staff could be housed at this location, based on current County standards for office square footage.

Options for this facility include:

- “Do Nothing”/Status Quo: continue to use the building largely unchanged;
- Modify use to house different department(s);
- Relocate Elections and convert facility for use as a small business incubator
- Relocate Elections and convert facility for use as rentable office space

Costs to upfit the entire assignable square footage are summarized below.

Location	Upfit \$/square foot	Max Square Ft	\$ Total	Other costs					Estimated \$ Total
				Septic system	HVAC	Floodplain	Roof	Paving	
GSA	\$80	4,875	\$390,000		\$350,000	\$400,000			\$1,140,000

Figure 7



Figure 8

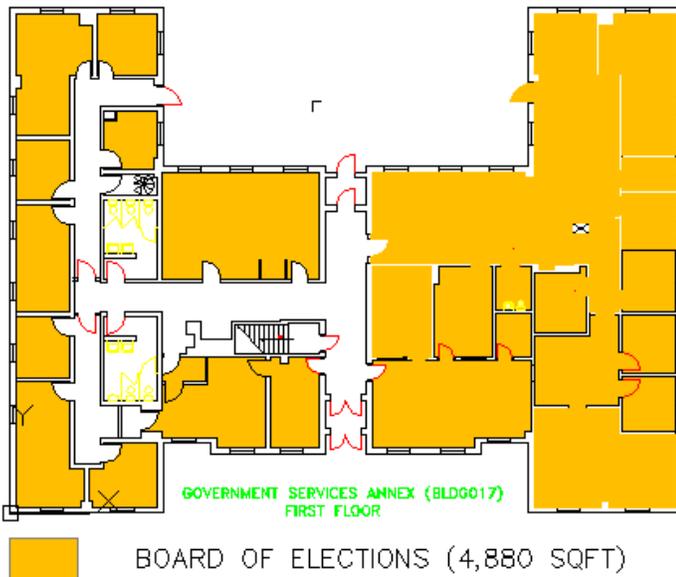
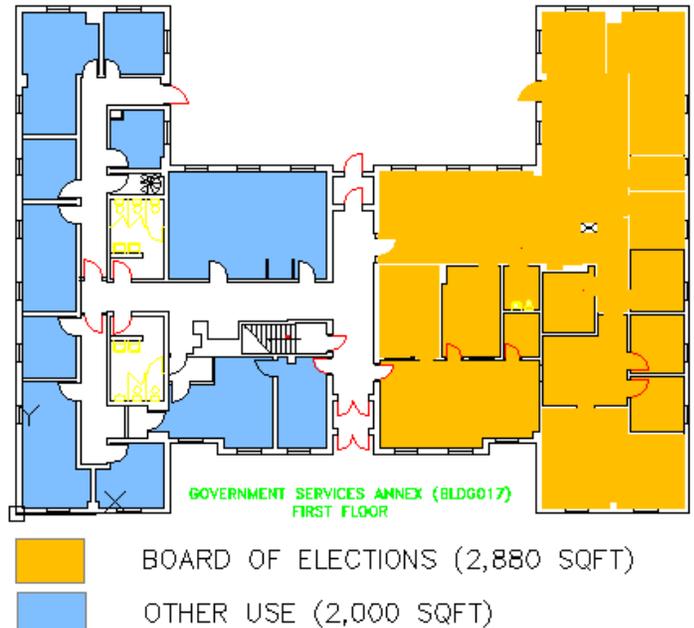


Figure 9



Considerations

- Should the decision be made to continue to occupy and use this facility, several capital expenditures will be required during years six through ten of the CIP (FY 2019-20 through 2023-24). These include:
 - Replacement of HVAC system
 - Address floodplain issues
- Relocation of elections equipment to off-site storage to allow occupancy of offices by staff or others, in line with principle of highest and best use of facilities;
- Accessibility issues for restrooms;
- Accessibility issues for second floor

Link Government Services Center

Approximately 4,680 assignable square feet of space remain available on the first floor of the Link Government Services Center. This space was formerly occupied by the Register of Deeds and the County Engineer offices.

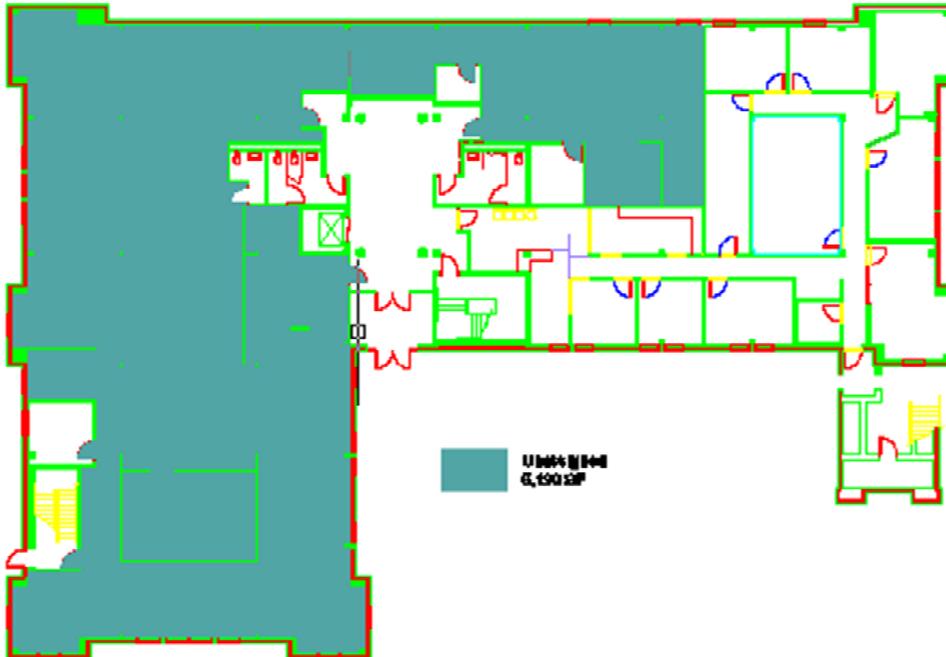
Costs to upfit the entire assignable square footage are summarized below.

Location	Upfit \$/square foot	Max Square Ft	\$ Total	Other costs					Estimated
				Septic system	HVAC	Floodplain	Roof	Paving	\$ Total
Link GSC	\$175	4,680	\$819,000						\$819,000

Figure 10



Figure 11



Options for this facility include:

- “Do Nothing”/Status Quo: based on final decisions regarding location of Elections and occupants of EAC, there may not be an immediate need for this space to be occupied;
- Modify use to house one or more department(s) – Elections, EAC occupants, other;

Considerations

- May be desirable to retain a portion of currently unoccupied space to allow for future needs of current departments occupying the facility.

Asset Management Services North Administrative Office Building – 600 Highway 86 North

Minor modifications and “freshening” were completed in January 2014 at the former Asset Management Services North Administrative office building to prepare it for occupancy by Orange Public Transportation (OPT). Work was completed using in-house and limited contracted resources. OPT was formerly located on the same campus (AMS North) in a leased modular office building at a monthly cost of \$600 plus electricity. Ninety-five percent of these costs are eligible for reimbursement from the state and federal governments. Figure 12 shows the location of the former Asset Management Services North Administration building.

Figure 12



Public Defender - 129 King Street

The former Purchasing and Central Services building, occupied by the Public Defender since the Fall of 2011, includes approximately 1,360 square feet of unconditioned warehouse space. In addition to being unconditioned, the space has limited utility, due to access issues, but could be used to store infrequently accessed items. Figure 13 shows the location of the Public Defender building

Figure 13



Recommendations for Stressed/Unused and/or Under-utilized Assets

The County Manager recommends the Board receive and discuss this space study follow up information and provide guidance to the County Manager and staff in anticipation of the FY2014-15 Capital Investment Planning process.

Departmental Storage Practices

Asset Management staff surveyed County departments regarding their current storage practices, the regulatory requirements for retention of their department's records, and other storage needs and preferences.

Thirty-six surveys were completed by twenty-one departments (multiple surveys were submitted for departments with multiple divisions and/or that have multiple locations). The following information was gleaned from the completed surveys:

- Fifteen departments make use of the “off-site” conditioned storage lockers located at the EAC on Revere Road for records storage;
- Three departments store items in the unconditioned space at 510 Meadowlands Road;
- Twenty departments indicated that there are regulatory requirements for records retention for records for their departments;
- Fifteen departments indicated that they routinely retain records beyond the required retention period for their department/agency;
- Eighteen departments indicated that electronic storage of at least some of the records they are required to retain is acceptable (would have additional unbudgeted cost implications for IT scanning project);
- Seventeen agencies indicated that off-site storage of required records is acceptable;
- Several departments currently use office space for storage of records, equipment, etc.

Recommendations/Next Steps for Storage

Asset Management Services staff will prepare and return for Board consideration a written policy for storage of records and other items requiring storage that will ensure:

- Frequently accessed records and other items needed to be housed “locally” will be stored within departments; infrequently accessed records and items will be efficiently stored in designated off-site storage locations;
- Regulatory requirements for records retention are met;
- County needs and wishes for the identification and retention of records with historical significance are maintained beyond regulatory requirements, where applicable;
- Records that will not be maintained for historical reference are routinely destroyed and/or recycled at the end of the required retention period;
- Non-record items are stored as efficiently as possible based on frequency of access, type of storage required (conditioned versus unconditioned), etc.
- Designated office space is not used for records or equipment storage.