

# 2024 Board Study Session: Capital Improvement Projects



October 4, 2024 | Board Study Session



Coyote Hills Regional Park



# Agenda

- Design and Construction (DECO) Active Capital Projects
- Project List with Capital Project Prioritization(CPP) Scores
  - CPP Scoring Examples
- Capital Funding Sources
- Preview of 2025-2029 Five Year Capital Improvement Plan





# Design and Construction (DECO) Active Capital Projects





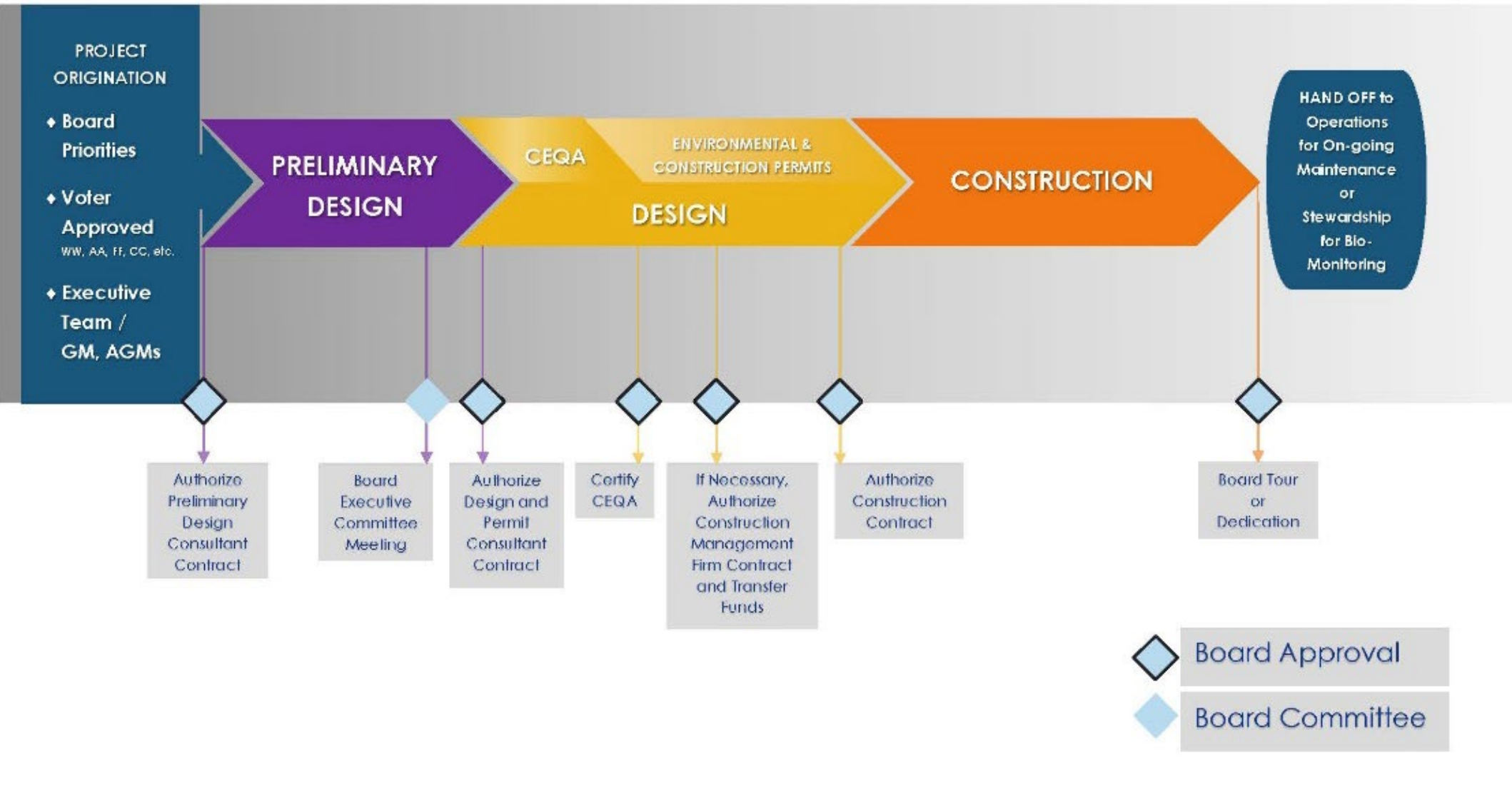
# Design and Construction Active Capital Projects Workplan

- 60 Active Projects
- Grouped by Project Phase
- Project has some funding
- Additional projects & staff work not captured on workplan

#	PARK NAME	PROJECT NAME	PROJECT NUMBER	PHASE	ESTIMATED PROJECT COST	FUNDED BUDGET	COST - FUNDED	CPP MATRIX SCORE
1	Lafayette Moraga Trail	Restore Moraga Creek Bridge Trail	530400	1. CONST.	\$300,000	\$300,000	\$0	E
2	Miller/Knox Shoreline	Remove Ferry Point Pier	556800	1. CONST.	\$3,026,080	\$3,026,080	\$0	E
3	Miller/Knox Shoreline	Repair Lagoon Intake Screen	572100	1. CONST.	\$372,960	\$372,960	\$0	E
4	Peralta Oaks North	Improve Peralta Oaks North - 2955 Peralta Oaks Court	159300	1. CONST.	\$97,210,251	\$80,560,251	\$16,650,000	E
5	Coyote Hills	Improve Access & Habitat (Patterson Parcel)	154800	1. CONST.	\$19,275,780	\$19,275,780	\$0	120
6	Sibley Volcanic Preserve	Restore McCosker Creek - Phase 1	150800	1. CONST.	\$16,558,266	\$16,558,266	\$0	115
7	Contra Loma	Improve Facilities Upland with JOC	526600	1. CONST.	\$1,738,424	\$1,738,424	\$0	105
8	Coyote Hills	Dumbarton Quarry Service Yard *	153400	1. CONST.	\$5,050,750	\$5,050,750	\$0	105
9	Dry Creek	Repair Pioneer Creek Garden Bridge (Hold till 2024 3rd Qtr.)	164500	1. CONST.	\$200,000	\$200,000	\$0	75
10	Bay Area Ridge Trail	Develop Trail (Llama Lane)	538400	2. DESIGN and PERMIT	\$2,050,000	\$2,050,000	\$0	E
11	Camp Arroyo	Upgrade Pool for safety and code compliance	166100	2. DESIGN and PERMIT	\$500,000	\$500,000	\$0	E
12	Hayward Shoreline	Repair Cogswell Bridges * Phase 5&6 out of 6 Phases	157900	2. DESIGN and PERMIT	\$960,000	\$960,000	\$0	E



# Project Delivery





# Project Delivery and Process

## Construction Delivery Methods:

- **Design – Bid – Build**

- Staff develops Contract Documents, publicly bids, award contract to lowest, responsive, responsible bidder

- **Job Order Contracting (JOC) Program**

- Competitively Bid, Fixed Cost, Indeterminate Quantity Contracts
- Annual term for contracts

- **Design – Build**

- Alternative delivery method that the District can utilize with passage of AB 2789 in 2022
- Policy will be coming to Board soon





# Project List with Capital Project Prioritization (CPP) Scores





# Current Capital Improvement Prioritization Process



- DECO, Stewardship, Planning, Trails & GIS, Management Services, MAST, Public Safety and Park Operations chiefs review & score

- AGMs of ASD, Operations and Finance & Management Services review prioritization score

- General Manager formal review of projects and prioritization scores and preliminary recommendation for project funding.

- Annual action to the Board of Directors for approval of funding during the budget process.



# Update on CPP Process

- **Attachment B: Initial List of 216 projects with CPP scores**
- **Grouped by DEPT (that prepared the score); sorted by CPP score.**
- **Project list includes both active & proposed future projects.**

## Attachment B: Capital Project Prioritization Scoring Matrix List

#	Project Name	Score	DEPT
1	Bay Area Ridge Trail - Llama lane	E	DECO
2	Camp Arroyo - Upgrade Pool	E	DECO
3	Crown Beach - Renovate McKay Ave	E	DECO
4	Hayward Shoreline - Repair Cogswell Bridge	E	DECO
5	Pt Isabel - Restore and Stabilize Area	E	DECO
6	Roberts - Sewer Connection	E	DECO
7	Tilden - Repair Lake Anza Dam	E	DECO
8	Vasco Hills - Replace Service Yard	E	DECO
9	MLK Jr Shoreline - Develop Tidewater Day Use Area Phase 2	110	DECO
10	Anthony Chabot - Replace Campground Sewer	105	DECO
11	Big Break - Habitat Restoration and Public Access	105	DECO
12	Hayward Shoreline - Restore Hayward Marsh	105	DECO
13	McLaughlin Eastshore State Park - Restore North Basin Strip	105	DECO
14	Thurgood Marshall - Develop Public Access South of Bailey Rd	105	DECO
15	Thurgood Marshall - Visitor Center	105	DECO
16	Deer Valley - Develop Public Access Roddy Ranch	100	DECO
17	Miller Knox - Improve Keller Beach	100	DECO
18	Tilden Nature Area - Replace Environmental Education Center	100	DECO
19	Coyote Hills - DQ Campground Ph.2	95	DECO
20	Oyster Bay Shoreline - Develop Access and Picnic Area	95	DECO



# Capital Project Prioritization Scoring 10- Criteria



- **Equity- 20 points**
- **Habitat and Resource Conservation- 15 points**
- **Increasing and Enhancing Access – 15 points**
- **Climate Preparedness- 15 points**
- **Partnership- 15 points**
- **Operating Efficiencies- 15 points**
- **Public and Environmental Health- 15 points**
- **Multi-Beneficial Use – 10 points**
- **Maintains / Extends Useful Life and Services- 10 points**
- **Project Readiness- 5 points**

**Total Max Score= 135 points**

**Scoring is "all or nothing." Projects which fulfil safety, regulatory or other mandate are considered "Essential" and receives an N/A score. Added to CIP with GM approval**



# SCORING EXAMPLES



Project Name			
Point Pinole - Develop Service Yard			
Criteria	Points	Score	Description
Equity	20	20	The Equity criteria requires the project advance work which provides significant value to underserved communities through expanded services and improved access.
Habitat and Resource Conservation	15	0	The Habitat and Resources Conservation criteria requires the project enhance or restore ecosystem health, protect natural and/or cultural resources or implement habitat improvements identified in regional planning documents, EBRPD land use plans or other recourse management or species recovery plans.
Increasing and Enhancing Public Access	15	0	The Increasing and Enhancing Access criteria requires the project improve conditions, increase capacity, and expand access to Park District parks and trails.
Climate Preparedness	15	0	The Climate Preparedness criteria requires the project support innovative nature-based infrastructure and improve park/trail operations to better mitigate and adapt to the challenges of a changing climate.
Partnership	15	0	The Partnership criteria requires the project to be advanced in partnership with a community-based organization and/or leverage external funding.
Operating Efficiencies	15	15	The Operating Budget Impact criteria requires the project have a positive impact on the operating budget such as through significant savings in time, materials and/or maintenance or by resulting in a revenue generating outcome.
Public and Environmental Health	15	15	The Public and Environmental Health criteria requires the project will increase built infrastructure resistance to natural disasters, improve water quality and/or enhance public and staff safety.
Multi-Beneficial Use	10	10	The Multi-Beneficial Use criteria requires the project maximize co-benefits including recreational access, habitat protection, environmental education or other needs and/or streamline project implementation by taking multiple infrastructure needs into consideration.
Maintains / Extends Useful Life and Services	10	10	The Maintains/Extends Useful Life and Services criteria requires the project improve, renovate and repair built infrastructure to extend the life of a facility in response to need and usage. This criteria aligns with the facility conditions index goals of the agency.
Project Readiness	5	5	The Project Readiness criteria seeks to identify projects contained in agency policies, including the Park District's Master Plan, adopted planning or environmental assessment document, and voter commitment lists.
<b>TOTAL</b>	<b>135</b>	<b>75</b>	

- Point Pinole Service Yard

Project Name			
MLK Jr Shoreline - Develop Tidewater Day Use Area Phase 2			
Criteria	Points	Score	Description
Equity	20	20	The Equity criteria requires the project advance work which provides significant value to underserved communities through expanded services and improved access.
Habitat and Resource Conservation	15	15	The Habitat and Resources Conservation criteria requires the project enhance or restore ecosystem health, protect natural and/or cultural resources or implement habitat improvements identified in regional planning documents, EBRPD land use plans or other recourse management or species recovery plans.
Increasing and Enhancing Public Access	15	15	The Increasing and Enhancing Access criteria requires the project improve conditions, increase capacity, and expand access to Park District parks and trails.
Climate Preparedness	15	15	The Climate Preparedness criteria requires the project support innovative nature-based infrastructure and improve park/trail operations to better mitigate and adapt to the challenges of a changing climate.
Partnership	15	15	The Partnership criteria requires the project to be advanced in partnership with a community-based organization and/or leverage external funding.
Operating Efficiencies	15	0	The Operating Budget Impact criteria requires the project have a positive impact on the operating budget such as through significant savings in time, materials and/or maintenance or by resulting in a revenue generating outcome.
Public and Environmental Health	15	15	The Public and Environmental Health criteria requires the project will increase built infrastructure resistance to natural disasters, improve water quality and/or enhance public and staff safety.
Multi-Beneficial Use	10	10	The Multi-Beneficial Use criteria requires the project maximize co-benefits including recreational access, habitat protection, environmental education or other needs and/or streamline project implementation by taking multiple infrastructure needs into consideration.
Maintains / Extends Useful Life and Services	10	0	The Maintains/Extends Useful Life and Services criteria requires the project improve, renovate and repair built infrastructure to extend the life of a facility in response to need and usage. This criteria aligns with the facility conditions index goals of the agency.
Project Readiness	5	5	The Project Readiness criteria seeks to identify projects contained in agency policies, including the Park District's Master Plan, adopted planning or environmental assessment document, and voter commitment lists.
<b>TOTAL</b>	<b>135</b>	<b>110</b>	

- MLK Jr. Shoreline – Tidewater Day Use Area Phase 2



## ○ **Lessons Learned from the CPP scoring process:**

- **CPP Scoring Form needs to be updated to include project scope**
- **Support Facilities and Trails tend to have lower scores**
  - certain **CPP** criteria are not applicable to these types of projects.
- **Numerous projects with low CPP scores have previously been funded for preliminary phases, but work has been delayed or not progressed**
  - limited staff resources, construction feasibility, and/or permit/regulatory issues.
- **Unspent balances on delayed projects may be considered for reallocation to current active projects in need of additional funding.**



# DISCUSSION

- We had previously decided that the CPP score would determine funding priority. There are other criteria that we are now considering for inclusion:
  - The amount of funding needed to complete the project
  - Department priority/need – e.g. safe and secure working conditions, service restoration
  - Construction feasibility and timeline.
  - 2nd Century District Plan Development Process
- Any questions?





# Capital Funding Sources





# Capital Funding Sources

- **Park District Revenue Sources:**
  - General Fund
  - Major Infrastructure Renovation and Replacement Fund (MIRR)
  - Measure FF
    - Lighting and Landscaping Districts & Zones of Benefits
- **Bond Funds: Measure AA, Measure WW, Promissory Notes**
- **Grants: Federal, State, Local, and Private**
- **Other Funding: Regional Park Foundation, Mitigation Agreements, Developer / Settlement Funds.**



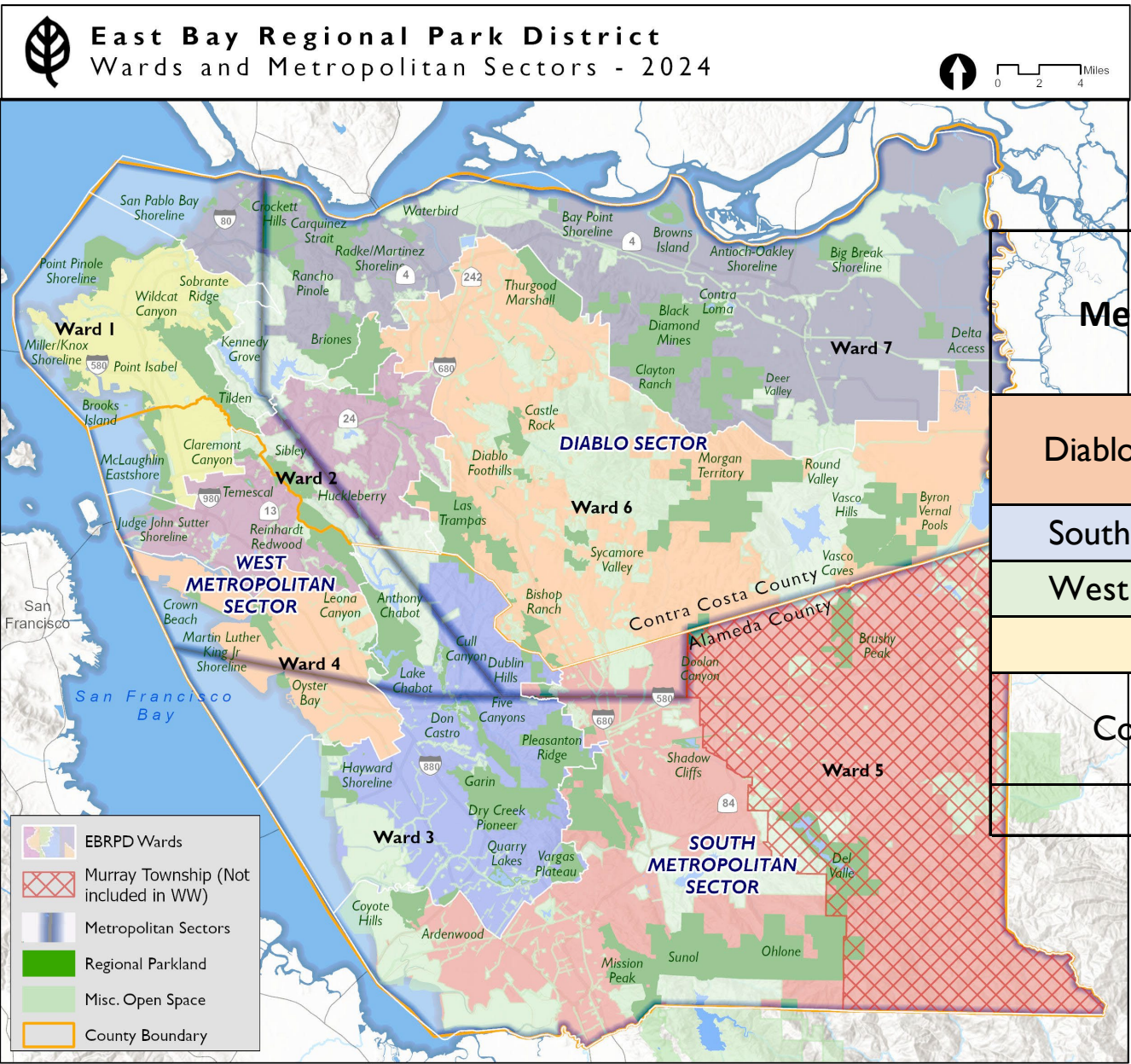
# Status of Funds Available for Capital Projects

- Due to operational requirements in the coming year, the amount of General Fund available for Capital Projects is minimal.
- MIRR allocation will continue at about \$5M.
- Remaining \$4.4 M of Measure AA unappropriated funds are only available for land acquisition projects. Some Measure AA interest will be proposed for allocation as part of 2025 Budget.





# Measure WW Unappropriated Funds by Metro



Metropolitan Area	Acquisition	Development	Total Unappropriated
Diablo Metropolitan Area	47,367,321	15,218,217	62,585,538
South Metropolitan Area	34,244,956	6,736,601	40,981,557
West Metropolitan Area	65,085,798	3,789,962	68,875,761
Multi Metro	19,899,146	1,858,473	21,757,619
Contingency Funds	19,358,513	1,496,157	20,854,670
Total	185,955,734	29,099,411	215,055,145



# Status of Measure WW Bond Proceeds

- Of the \$500 million authorized:
  - \$300 million has been issued
    - \$80 million in 2009, 2013, and 2017
    - \$60 million in 2022
- \$258.6 million has been spent as of end of August
- \$200 million of Measure WW Bonds remaining to be issued





# Bond Proceed Spending Requirements

- The District must reasonably expect to spend bond proceeds within 3 years of bond issuance
- Federal tax anti-abuse rules provide that failure to have "reasonable expectations" to spend proceeds within three years can cause a loss of tax exemption, looking back to the issue date
- Failure to spend proceeds within three years can be a significant issue on audit leading to;
  - Loss of tax-exemption for the issue
  - Settlement potentially including penalties, interest, and calling of tax-exempt bonds
- IRS has recently challenged, on audit, the reasonable expectations of issuers who failed to spend proceeds within three years and sought to revoke tax-exempt status of bonds
  - A Texas port district was required to publicly disclose an IRS loss of tax-exempt determination and the reaching of a subsequent settlement with the IRS.





# **GRANT FUNDING-**

**THE GRANTS DEPARTMENT IS CURRENTLY  
MONITORING AND MANAGING APPROXIMATELY  
170 GRANTS TOTALING \$193.5 MILLION**





# TYPES OF FUNDING & GRANTORS

- **State** (~75%): State Costal Conservancy (SCC), Wildlife Conservation Board (WCB), CAL Fire, State Parks
- **Federal** (~15%): Enviornmental Protection Agency(EPA), Department of Transportation (DOT), Federal Emergency Management Agency(FEMA)
- **Local/Regional** (~5%): Metropolitan Transportation Commision (MTC), Contra Costa Transporation Authority (CCTA), Alameda County Transportation Commision(ACTC)
- **Private** (~5%): National Fish and Wildlife Foundation(NFWF)





## FEDERAL

**Types of projects:** fuels, storm damage, active transportation trails, restoration

**Restrictions/Issues:** longer approval process, NEPA requirement, required match funds cannot be federal

## STATE & LOCAL/REGIONAL

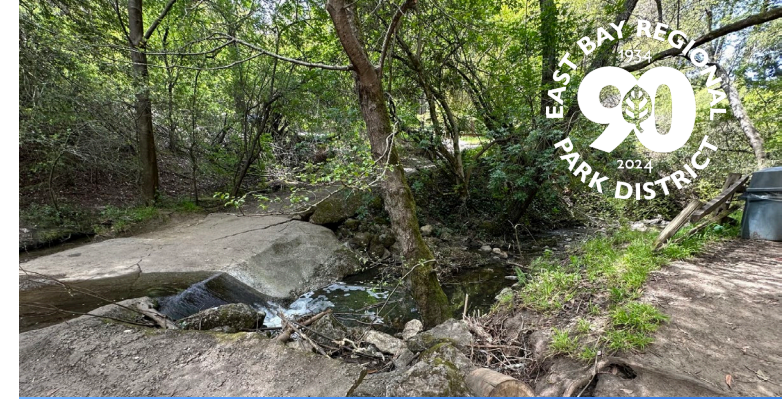
**Types of projects:** fuels, active transportation (Bay trail gap closures), restoration

**Restrictions/Issues:** competitive projects should have CEQA done & design at 65% or higher; usually a 3-yr completion window; current funding deficits

## PRIVATE

**Types of projects:** fuels, restoration

**Restrictions/Issues:** agency eligibility, smaller dollar amount, more reporting/tracking required





# Preview of 2025-2029 Five Year Capital Improvement Plan





# DRAFT 2025-2029 CIP TABLE FOR PUBLIC ACCESS AND RESTORE HABITAT PROJECTS



A- PUBLIC ACCESS PROJECTS						2025 Funding				Funding Needs					
Project #	Project Location	Project Name	CPP Score	Project Phase	Prior Year Funding	General Fund	MIRR	WW Bond Funds	2025 Total	2026	2027	2028	2029	2026-2029	Total
142400	Oyster Bay	Develop Access and Picnic Area	95	Design and Permit	2,927,608			2,500,000	2,500,000	2,000,000	600,000	1,500,000	3,000,000	7,100,000	12,527,608
154300	MLK JR Shoreline	Develop Tidewater Day Use Area	110	Design and Permit	10,577,841				-	4,000,000	-	-	-	4,000,000	14,577,841
168600	Coyote Hills	Develop DQ Campground Phase 2	95	Design and Permit	10,520				-	100,000	100,000	4,400,000	-	4,600,000	4,610,520
168700	Dublin Hills	Install Water Meter	60	Design and Permit	50,000			150,000	150,000	-	-	-	-	-	200,000
173900	Tilden	Replace Environmental Education Cent	100	Pre-Design	2,150,569	1,030,000		1,030,000	2,060,000	-	30,789,431	-	-	30,789,431	35,000,000
1XXXX	Sibley	Develop McCosker Campground Phase	75	Design and Permit	600,000			900,000	900,000	-	-			-	1,500,000
140700	Lake Chabot	Build Dunsmuir to Chabot Tr	45	Pre-Design	450,000				-					-	450,000
154000	San Francisco Bay Trail	Extend Bay Trail- Pt Molate	95	Design and Permit	9,784,346				-	4,200,000				4,200,000	13,984,346
154500	Tassajara Creek Trail	Develop Trail to Mt Diablo	85	Design and Permit	150,000				-					-	150,000
155300	Bay Area Ridge Trail	Build Ridge Trail- Garin to Vargas Plate	45	Design and Permit	900,000				-	800,000				800,000	1,700,000
155400	Iron Horse Regional Trail	Build Trail,Marsh Dr. to Benic	80	Design and Permit	150,000				-	1,550,000				1,550,000	1,700,000
157600	San Francisco Bay Trail	Develop Martinez Bay Trail	95	Design and Permit	1,930,929				-	3,000,000				3,000,000	4,930,929
167000	Pleasanton Ridge	Construct P Ridge Trails	30	Design and Permit	541,000			450,000	450,000					-	991,000
167800	Wildcat Canyon/Alvarado	Construct Wildcat Bike Trl	75	Pre-Design	300,000				-					-	300,000
169000	Calaveras Ridge Trail	Develop Calaveras Ridge Trail	45	Design and Permit	125,000				-	500,000				500,000	625,000
222401	Las Trampas	De Silva Property	0	Design and Permit	47,472				-					-	47,472
523000	San Francisco Bay Trail	Develop Oakland Shore Bay Tr	60	On-hold	200,000				-					-	200,000
528400	San Francisco Bay Trail	Develop Trail to Point Wilson	95	Pre-Design	846,792				-			10,000,000		10,000,000	10,846,792
531100	Antioch to Oakley	Develop Orwood Delta Trail	0	Pre-Design	525,000				-					-	525,000
159300	District Wide	Improve Peralta Oaks North	80	Construction	80,560,251				-					-	80,560,251
538400	Bay Area Ridge Trail	Develop Trail (Llama Lane)	E	Design and Permit	2,050,000.00				-						2,050,000
160000	Thurgood Marshall Reg'l Par	Develop Public Access	90	Design and Permit	3,500,000				-	14,500,000				14,500,000	18,000,000
160300	Deer Valley	Develop Public Access	100	Design and Permit	6,300,000				-	14,300,000				14,300,000	20,600,000
165300	Miller-Knox	Improve Keller Beach	100	Design and Permit	3,475,100				-	4,824,900				4,824,900	8,300,000
	Public Access- Funded Total				128,152,428	1,030,000	-	5,030,000	6,060,000						
	Public Access- Unfunded Total									49,774,900	31,489,431	15,900,000	3,000,000	100,164,331	234,376,759
B- RESTORE HABITAT PROJECTS				2025 Funding		2025 Funding				Funding Needs					
Project #	Project Location	Project Name	CPP Score	Project Phase	Prior Year Funding	General Fund	MIRR	WW Bond Funds	2025 Total	2026	2027	2028	2029	2026-2029	Total
158400	Tilden	Remove Crossing at Brook Road	75	Design and Permit	1,695,000				-	1,600,000	-	-	-	1,600,000	3,295,000
162100	Tilden Nature Area	Wildcat Bank Stabilization	75	Design and Permit	212,500	300,000			300,000	37,500		-	-	37,500	550,000
154800	Coyote Hills Park	Improve Access and Habitat	120	Construcion	19,275,780				-	-	-	-	-	-	19,275,780
160500	Hayward Shoreline	Restore Hayward Marsh	105	Design and Permit	2,932,855				-	-		-	42,067,145	42,067,145	45,000,000
163500	Big Break	Restore Habitat and Public Access	105	Pre-Design	620,000				-	-	-	-	-	-	620,000
167200	McLaughlin Eastshore	Berkeley N. Basin Planning	105	Pre-Design	700,000				-	-	-	-	-	-	700,000
	Restore Habitat- Funded Total				24,736,135	300,000	-	-	300,000						
	Restore Habitat- Unfunded Total									1,637,500	-	-	42,067,145	43,704,645	69,440,780



## Summary

- The 2025-2029 CIP will provide a rough estimate of funding requirements over the next 5 years.
- The Park District's existing Capital Program has over 100 projects and the estimated funding required to complete the projects is over \$200M.
- There is not enough funding currently available to complete all projects on the workplan.
- We will continue to actively apply for and secure grants, however it is unlikely that all of the required funding will be supported by grants.
- WW funds available for Development Projects are not adequate to support project funding requirements. The Board has the ability to modify the WW project plan, apply the contingency, transfer funds between allocation areas and/or adjust the balance between acquisition and development uses.





# Closing Conversation:

- Next Board Study Session on Capital projects is scheduled for **March 2025**
  - Is there anything additional the Board would like us to consider?
- Using Second Century Plan Development Process to inform levels of service targets and gain community insights on Project Prioritization.
- A list of “post-5 year” projects is being considered for the 2025 Project Budget.
- The CPP prioritization process will be further developed and refined.





# 2024 Board Study Session: Capital Improvement Projects

## Questions

