

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



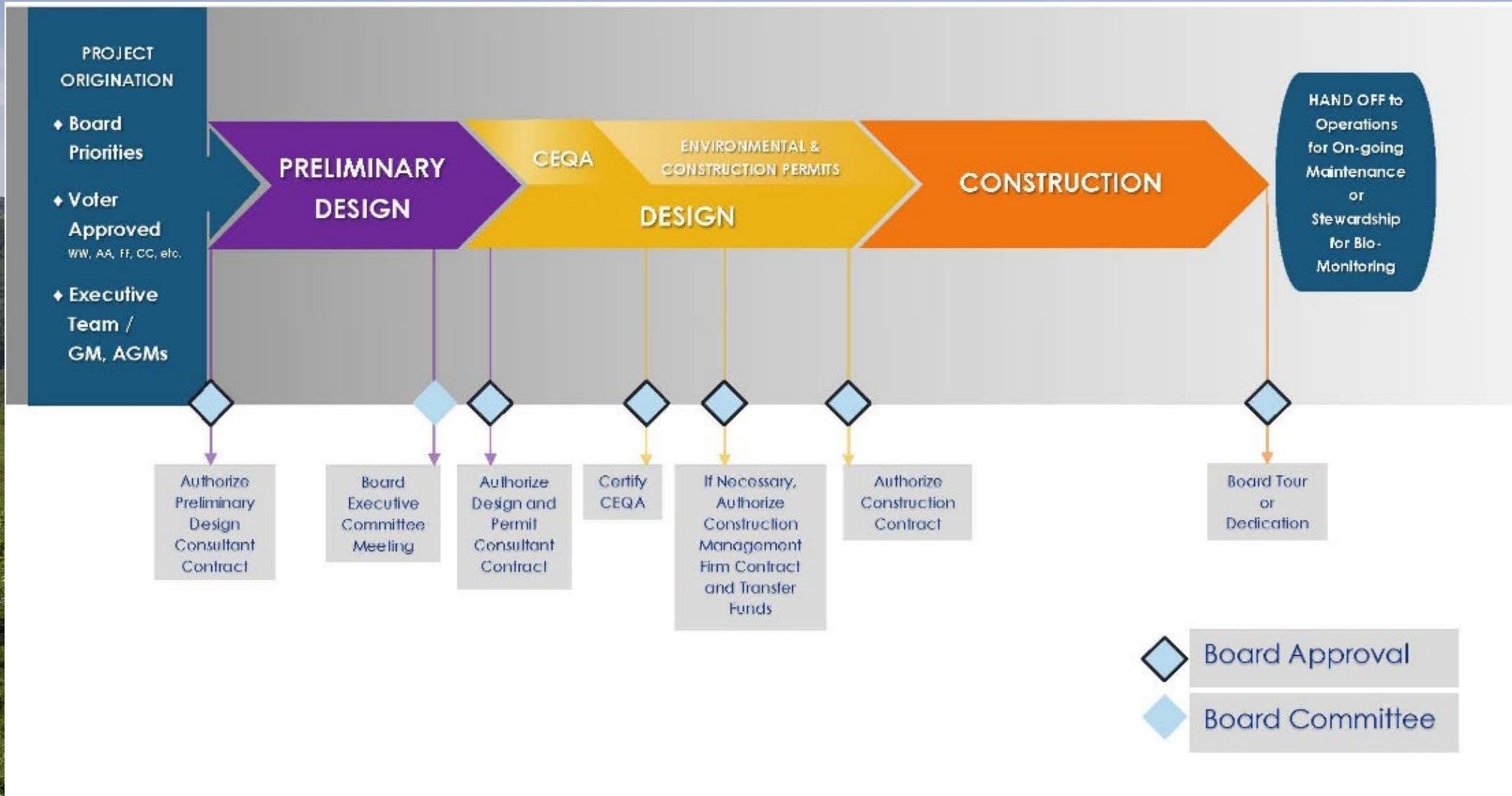
Design and Construction Active Capital Projects Workplan

- 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. |
| TOTAL | 135 | 75 | |

- 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. |
| TOTAL | 135 | 110 | |

- 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.**

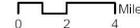
Status of Funds Available for Capital Projects

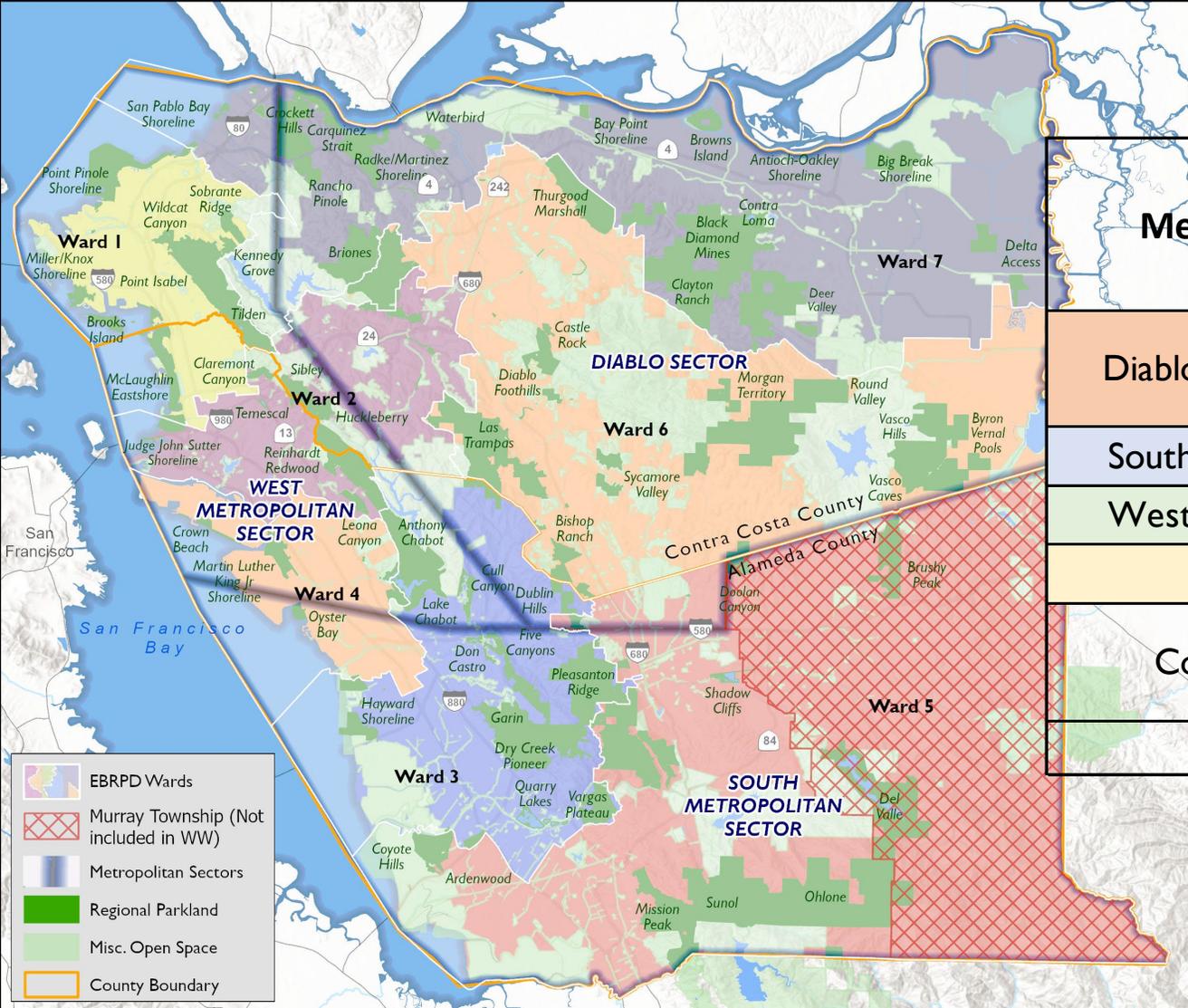
- Due to operational requirements in the coming year, the amount of General Fund available for Capital Projects is minimal.
- MIRR allocation will continue at about \$5M.
- Remaining \$4.4 M of Measure AA unappropriated funds are only available for land acquisition projects. Some Measure AA interest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



Measure WW Unappropriated Funds by Metro

 **East Bay Regional Park District**
Wards and Metropolitan Sectors - 2024



| 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

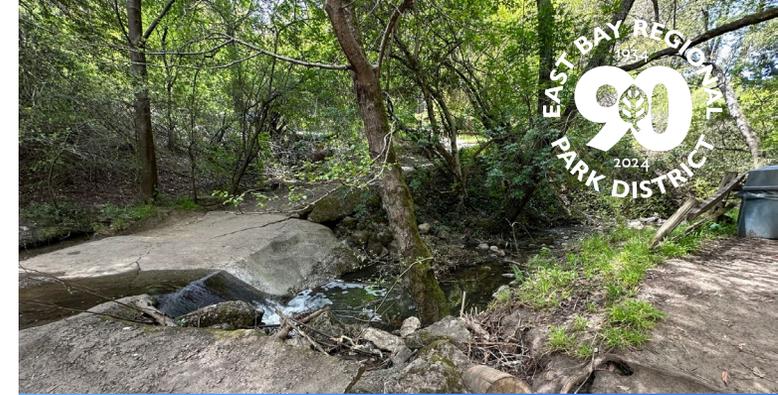
- **State** (~75%): State Costal Conservancy (SCC), Wildlife Conservation Board (WCB), CAL Fire, State Parks
- **Federal** (~15%): Enviornmental Protection Agency(EPA), Department of Transportation (DOT), Federal Emergency Management Agency(FEMA)
- **Local/Regional** (~5%): Metropolitan Transportation 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 | | | | 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 | Construction | 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

