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Report on the Wake County Building Program: County Facilities

Citizens Facilities Advisory Committee

November 2008

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Executive Summary

The Committee

The Citizens Facilities Advisory Committee, formed by the Wake County Board of Commissioners and Wake County Board of Education in June 2006, was created to independently evaluate Wake County capital improvement programs design criteria, construction management and delivery methods. The committee is composed of business and community leaders with expertise in corporate leadership, architecture and engineering, financial management and public administration. The committee began its work in July 2006 by evaluating the Wake County Public School System (WCPSS) construction programs. In September 2007, the CFAC presented the School Facilities Report outlining recommendations for improving the WCPSS building program.

The Committee's Focus

Starting in January 2008, the CFAC began its review of Wake County's building program. The committee's review of Wake County's building program, excluding WCPSS, allowed the CFAC to receive an orientation to the County's Community Improvement Plan (CIP) budget and financial process prior to delving into specific capital projects. The work plan provided the CFAC the opportunity to focus on CIP areas by topic area. The committee heard presentations regarding the implementation of Wake County's Community Improvement Plan as well as specific presentations on county projects.

During summer 2008, the committee divided into subcommittees to conduct additional review and analysis and to make preliminary findings, affirmations, and recommendations. Those findings, affirmations, and recommendations were reviewed and discussed by the entire committee. Findings, affirmations, and recommendations that received the consensus of the committee are incorporated into this report.

The Report

The *Report on the Wake County Building Program: County Facilities* includes 62 findings, affirmations, and recommendations related to the County's building program, excluding WCPSS construction. These findings, affirmations, and recommendations are divided into two main sections: Implementation of the Community Improvement Plan and Discussion and Recommendations on Specific County Projects.

IMPLEMENTATION OF THE COMMUNITY IMPROVEMENT PLAN

Master Planning & Project Initiation

Affirmations

1. The CFAC affirms the methods presently used for the Project Initiation process.
2. The CFAC affirms the methods presently used for Programming.

Land Acquisition & Location of Facilities

Affirmations

1. The County should continue to follow standard real estate procedures for land acquisition.
2. The County should continue to seek partnerships with the Wake County Public School System, municipalities located within Wake County, the State of North Carolina, and the U.S. federal government.

3. County staff should continue soliciting appraisals by qualified professionals for all potential land purchases.

Recommendation

1. Evaluate and adopt Real Estate Checklist as an official County Policy for land acquisition.
2. Shorten the time horizon for review of land acquisitions. For the purpose of reviewing land acquisition proposals for open space and parks, we recommend that the Land Acquisition Review Committee (LARC) and the Open Space and Parks Advisory Committee (OSAPAC) meet as one committee. If that is not feasible, meetings of the two committees should be scheduled to occur in successive weeks, so that land acquisition proposals are presented to the Wake County Commission within six weeks of the initial proposal.
3. To the extent allowed by law, Wake County should participate in review of local land use plans to the extent that they will affect county land acquisition, for the purpose of minimizing conflict of Wake County acquisition plans and processes with local comprehensive land use plans

Land Banking

Recommendations

1. The County should use land banking strategies whenever possible to preserve future use and lower cost opportunities, particularly in areas of high growth or noted transportation pattern changes.
2. Purchase of land for banking may require additional funding sources. Land banking should be a high priority when evaluating project funding.

Seeking Partners – Public Private Partnerships and Other Partnership Projects

Recommendations

1. Opportunities for public/private partnerships should be pursued for county libraries and service centers. Businesses should be invited to propose innovative uses of space in existing or future county buildings, consistent with applicable law.
2. Revenues generated by such partnerships should be used to supplement, not supplant, building maintenance and repair for all county facilities.
3. The County will be mindful to comply with provisions of the Umstead Act, which restricts the use of public facilities for private enterprise.

Designer Selection

Affirmations

1. The CFAC affirms the existing process of Architect Selection for projects, subject to the recommendation that the County consider employment of a design competition in certain projects.
2. The CFAC affirms the extent to which the County solicits and incorporates input from users. The CFAC recommends that design competitions can be an effective way to obtain a high quality design on high-profile projects.

Recommendations

1. The CFAC recommends the county consider design competitions for signature public facilities. A “signature” project is one that provides a public use, stimulates public awareness, and makes a significant contribution to the built environment of Wake County. Thus, we recommend that the Architect be selected via a competition process for any project that is determined to be a “significant” public facility.
2. The CFAC recommends the use of peer review of significant scale designs (project budget exceeding \$50 million). The peer review process is most beneficial when the peer reviewer is involved in selection of the designer and programming of the project.

Design Process

Finding

1. Wake County constructs a wide variety of structures and therefore is more dependent upon external consultants for the design process. However, the County makes use of prototype designs and models where appropriate, such as for regional libraries and community libraries, fire stations, and regional services centers.

Affirmation

1. The committee affirms the design process.

Recommendation

1. We recommend that there be a meeting of the design team with the energy commission during programming or at the beginning of schematic design to discuss strategies for siting buildings for energy efficiency.

LEED Certification Policy

Finding

1. Wake County was one of the first governmental entities in North Carolina to adopt an energy policy in the early 1990's. Energy conscious design is a major facet of sustainability, and of the LEED guidelines.
2. County projects account for storm water management issues, and the majority of County buildings have been constructed with long life, durable, regional materials, such as brick, and the use of durable finishes in high traffic public places.

Affirmation

1. The county is taking steps in the right direction towards designing environmentally sensitive facilities.

Recommendations

1. The CFAC recommends that the County develop strong policies for incorporation of LEED criteria on all new facilities, subject to the results of the on-going study of sustainable design principles.

2. The CFAC expects in the long term it will prove to be more cost effective if the LEED guidelines are applied to all projects; however, the County might begin by requiring LEED certification on buildings used by the public, where the project cost exceeds \$10 million, with review of levels of certification and project budget threshold within two years.

Project Delivery

Finding

1. The CFAC finds that the Facilities Design & Construction (FD&C) staff leverages project management appropriately, minimizing the cost of project management. This is accomplished by carefully selecting and engaging construction managers who are at risk on the projects and who must complete projects for a portion of their compensation. Indeed, it appears that the professional staff of FD&C is required to perform clerical responsibilities because of a shortage of clerical staff.

Affirmations

1. The break-point between contracts that are bid single-prime and those using construction manager at-risk is appropriate.
2. The CFAC affirms the Change Order process as expedient and efficient.
3. The CFAC affirms the “cradle to grave” involvement of project managers as a practical way to avoid undue replication of effort and to preserve institutional knowledge about a given project. The CFAC did not identify any areas for change or improvement in the administration of construction projects by Facilities Design and Construction, except related to clerical work.

Recommendations

1. Because each project manager typically is solely responsible for managing a project for its entire life, FD&C should continue to assure that records of a project’s history are maintained so that newcomers to the staff are able to understand a project’s history.
2. The office is understaffed for clerical work, with trained project managers required to perform secretarial and clerical functions. The committee recommends consideration of whether additional office support staff should be employed, particularly if the staff maintains its current load, or undertakes any greater load of projects.

RECOMMENDATIONS ON SPECIFIC COUNTY PROJECTS

New Criminal Justice Center

Affirmations & Findings

1. The CFAC affirms that the County followed reasonable procedures, developed a comprehensive plan, and involved users in the programming of the new Justice Center and other components of the justice facilities master plan.
2. However, the Justice Center building itself, as a center-piece in the fabric of the community’s built environment, could have benefited from a design competition. The time for selecting a designer for the Justice Center is past, but the CFAC commends to the administration and the County Commissioners the proposal for holding design competitions on signature public facilities. A “signature” project is one that provides a public use, stimulates public awareness, and makes a significant contribution to the built environment of Wake County.

3. The CFAC recognizes that the selection process followed the established practice for engaging a design professional team with the capacity and experience needed for this scale project. The design of the project is subject to peer review, a process intended to minimize problems in programming or constructability.

Recommendations

1. The Justice Center/Public Safety Center Facilities are centralized because downtown Raleigh is the headquarters of the 10th judicial district and these functions must be easily coordinated with the state courts and the existing courthouse. There are also numerous legal documents required for recordation by the County on a daily basis that require proximity between the Courts, Register of Deeds and County Attorney's offices.

Although outside the purview of this Committee, we recommend that the County aggressively pursue appropriate resources from the State to provide electronic filing and storage capacity for captured documents. The encumbered space is not efficient or an economical utilization of the courthouse facilities.

2. The CFAC recommends that if the County finds that it needs to lease additional office space, that portions of the justice center that are not scheduled to be fully outfitted when the facility opens, be outfitted and used as space for the County if the use is compatible with functions that would be housed in the new Justice Center.

Wake Technical Community College

Affirmations

1. The CFAC affirms the facilities planning and development of Wake Tech and did not discover any particular areas for further investigation or change.
2. Evaluation of the long-range plan development is beyond the scope of the CFAC's work, but the CFAC affirms that the planning process followed appears to be comprehensive and to focus the growth and development of Wake Tech facilities.
3. The process for land review and acquisition is a comprehensive and complete process; we believe that the process would not require modifications.
4. The CFAC affirms Wake Tech's current practice of applying for LEED certification for its new facilities.

Human Services Facilities Master Plan

Affirmation & Finding

1. Although evaluation of the plan itself is beyond CFAC's project scope, the CFAC affirms the Master Plan process, and is aware that the master plan is continuing to be reviewed by the County's senior management prior to presentation to the Board of Commissioners.

Fire Facilities & EMS

Findings

1. EMS services are mandated to be provided by the County; however, the infrastructure utilized to provide these services is discretionary. The EMS System is decentralized in order to place ambulance units in a given service area to maximize coverage while maintaining emergency response time goals. Better response times have been found to be generally accomplished by providing EMS resources based on geographically efficient locations. Thus, in order to achieve emergency response time goals, station location is based on call and population densities.
2. Fire services are not mandatory services to be provided by the County once an area has been annexed into a municipality. Often the County may own and operate a fire facility and at annexation, the municipality will conclude that another location is preferred.

Affirmation

1. We affirm the County co-locating EMS services with fire or other health related services in order to provide the maximum utilization of these community resources and recommend co-locations continue.

Recommendation

1. We recommend that the County close, develop an adjusted use or dispose of any fire facility that after annexation is no longer required to be operated by the County.

Solid Waste Facilities

Findings

1. The South Wake Landfill has a projected life of 25 years. Future waste planning is some years off and dependent on new technologies yet to be defined.
2. By statute, local government is required to make provisions for solid waste disposal. That responsibility includes a solid waste management plan that incorporates efforts to achieve a 40% reduction in solid waste. The reduction is most typically achieved through recycling programs. Wake County appears to be in compliance.
3. The continued use of the North Wake Landfill Site is in keeping with the concept of shared facilities among different county agencies.

Affirmations

1. While the policy for solid waste disposal is beyond the scope of the Committee's work, to the best of the Committee's knowledge, the CFAC affirms that Wake County meets its responsibilities as noted in the statute.
2. The CFAC affirms the re-use of the North Wake Landfill for passive park facilities as currently master planned with the established NWLA Citizens Committee.
3. The CFAC affirms the re-use of the North Wake Landfill Borrow site for a school site, active park facilities, and an EMS station.

Recommendation

1. The CFAC recommends that Wake County work with local municipalities to establish goals to exceed the 40% municipal solid waste reduction “good faith effort” as a practical way to reduce the County’s long term cost of solid waste disposal.

County Renovation Projects

Findings

1. The County prioritizes capital projects such that projects that ensure life, safety, and basic environmental concerns are the first priority.
2. The County conducts facility assessments to assess the safety and environmental health of its facilities, and uses those findings to help prioritize the renovation work requested for funding in the CIP.

Affirmation

1. The CFAC affirms the facility assessment process and affirms the County’s prioritization of projects within the CIP such that life, safety, and basic environmental concerns are the first priority.

Libraries

Findings

1. The Library System was decentralized in 1985 in order to provide convenient service to all citizens of the County. Many library branches begin to function like neighborhood centers, (Cameron Village, West Regional) or can function as community centers in smaller municipalities (Holly Springs, Fuquay-Varina).
2. The Library System outperforms all other systems in North Carolina as it relates to total circulation and customers served.

Affirmations

1. The CFAC affirms the Library System’s five service priorities: 1) Services to Children; 2) Recreational Reading; 3) Lifelong Learning; 4) Center of Community; 5) Bridging the Technology Gap.
2. The CFAC affirms the Library System’s key criteria for prioritization of new facilities and renovation/replacement of existing facilities: 1) Size and density of population to be served; 2) Partnership with other local government agencies (WCPSS, municipalities); 3) Distance from existing libraries; 4) Proximity to activity center; 5) Previously unfunded project.

Recommendation

1. The county should pursue partnerships with the Wake County Public School System in the land acquisition for location of future libraries as called for in the most recent version of the Library Master Plan.

Parks, Recreation, and Open Space

Affirmations

1. The CFAC affirms Wake County's primary role of offering passive recreation opportunities in the unincorporated areas of Wake County. The committee affirms the County's role in using County parks to provide environmental education and environmental stewardship opportunities.
2. The CFAC affirms the land acquisition and land management expense components of Wake County's Open Space Program which acquires natural land that has not been converted to residential, suburban or commercial development in order for the protection of good water quality, preservation of natural resources, managed production of resources (forest and farmland), preservation of historic and cultural property, protection of scenic landscapes and outdoor recreation opportunities, and for the protection of public health, safety and welfare.

Conclusion

The Citizens Facilities Advisory Committee reviewed the County's building program, as detailed in the County's Community Improvement Plan (CIP), and has offered findings, affirmations, and recommendations for project delivery as well as specific elements contained in the CIP. Overall, the committee affirms the CIP process (comprehensive master planning, critical needs assessment, and project prioritization). The committee views the county as having a very sophisticated method in the way it approaches funding capacity analysis for both cash funded and debt funded projects.

The Committee affirms the practices for project initiation and project implementation. It offers recommendations concerning design and design selection for signature projects as well as offers recommendations concerning innovative ways to engage the private sector in projects. The committee is encouraged by the County's use of sustainable design, but recommends that the County go one step further and engage in LEED certification for projects with budgets greater than \$10 million.

The CFAC finds that the Facilities Design & Construction staff leverages project management appropriately, minimizing the cost of project management.

The Committee reviewed specific elements within the CIP and offered findings related to the Justice Center, Fire and EMS, the Human Services facilities master plan, and Libraries. It encourages County staff and the Board of Commissioners to review these findings and recommendations as projects continue to be developed and implemented in the CIP.



November 2008

I. The Citizens Facilities Advisory Committee

A. Mission

The Wake County Board of Commissioners and Board of Education established the Citizens Facilities Advisory Committee (the “CFAC”) through Board action on June 5, 2006 and June 6, 2006, respectively. The CFAC was formed to independently evaluate Wake County capital improvement programs and Wake County Public School System (WCPSS) design criteria, construction management and delivery methods. The committee is composed of business and community leaders with expertise in corporate leadership, architecture and engineering, financial management and public administration.

B. Committee Membership and Composition

The committee is composed of 11 business and community leaders having knowledge and understanding of capital building programs with experience in corporate leadership, architecture and engineering, financial management and public administration.

John Mabe, Co-Chair
Billie Redmond, Co-Chair

Fred Aikens
Sepideh Asefnia
Justus Everette
Roddy Jones
Jim Smith

Jimmy Smith
Terry Stoops
Eddie Truelove
Rob Weaver

C. Prior Work & Reports

The committee began its work in July 2006 by evaluating WCPSS construction programs. In September 2007, the CFAC presented the School Facilities Report outlining recommendations for improving the WCPSS building program.

D. Process & Work Plan for County Buildings

At the start of CFAC’s review of Wake County’s building program in January 2008, the committee adopted a work schedule as shown in Table 1. This work plan allowed the CFAC to receive an orientation to the County’s Community Improvement Plan (CIP) budget and financial process prior to delving into specific capital projects.

The work plan provided the CFAC the opportunity to focus on CIP areas by topic area where the committee heard presentations for implementation of the Community Improvement Plan. The committee divided into subcommittees to conduct additional review and analysis and to make preliminary findings, affirmations, and recommendations. Those recommendations were reviewed and discussed by the entire committee. Findings, affirmations, and recommendations that received the consensus of the committee are incorporated into this report.

Table 1: CFAC Work Plan for County Facilities in CIP

Meeting Date	Topics
1/29/2008	County Overview - Role of Government in Developing Infrastructure & Identifying and Implementing CIP Priorities - Overview of County CIP - CFAC Work Plan
2/14/2008	County Financial Model - Overview of County Financial Model - Financing of Capital Projects
2/26/2008	Libraries, Parks, & Open Space - Community Services Overview - Open Space Master Plan - Open Space Acquisition - Parks Planning & Community Use of School Parks - Libraries Master Plan - Library CIP Projects (Design and Construction) - Tour of Holly Springs Regional Library
3/25/2008	Human Services & Major Facilities - Human Services (Master Plan, Regional Center, Mental Health Continuum of Care) - Major Facilities
4/22/2008	Criminal Justice - Overview of Criminal Justice Master Plan - Tour of Courthouse
5/27/2008	Wake Tech - Wake Tech Master Plan - Wake Tech Construction Program (Design and Construction) - Tour of North Campus
6/24/2008	Other County Projects - Public Safety (Fire, EMS, Sheriff Training Facility) - County Buildings - Solid Waste
7/23/2008	Analysis - Topic Area Reviews
10/12/2008	Draft Recommendations - Topic Area Reports to Full Committee
10/28/2008	Recommendations - CFAC Recommendations for County CIP

Table 2: CFAC Subcommittees

Program and Design	Project Review and Site Acquisition	Contracting and Construction Administration
Jimmy Smith (chair) Justus Everett Jim Smith Rob Weaver	Sepi Asefnia (chair) Billie Redmond Terry Stoops	Roddy Jones (chair) Fred Aikens John Mabe Eddie Truelove

Each subcommittee comprised three to four CFAC members, a Wake County staff liaison. The subcommittees met with subject matter experts and key staff to develop a deeper understanding of the assigned issues before formulating recommendations and reporting to the full committee. The subcommittees were set up to address three major phases of County capital projects. The first phase consists of needs assessments, project prioritization, and programming and design. The second phase includes project review and site acquisition, or activities up to the point of letting a contract for its construction. The third phase is the delivery of the project, from contract through commissioning and opening.

Because the County’s capital building program includes a wide variety of projects, the subcommittees’ findings, affirmations, and recommendations are woven throughout the report.

II. Background

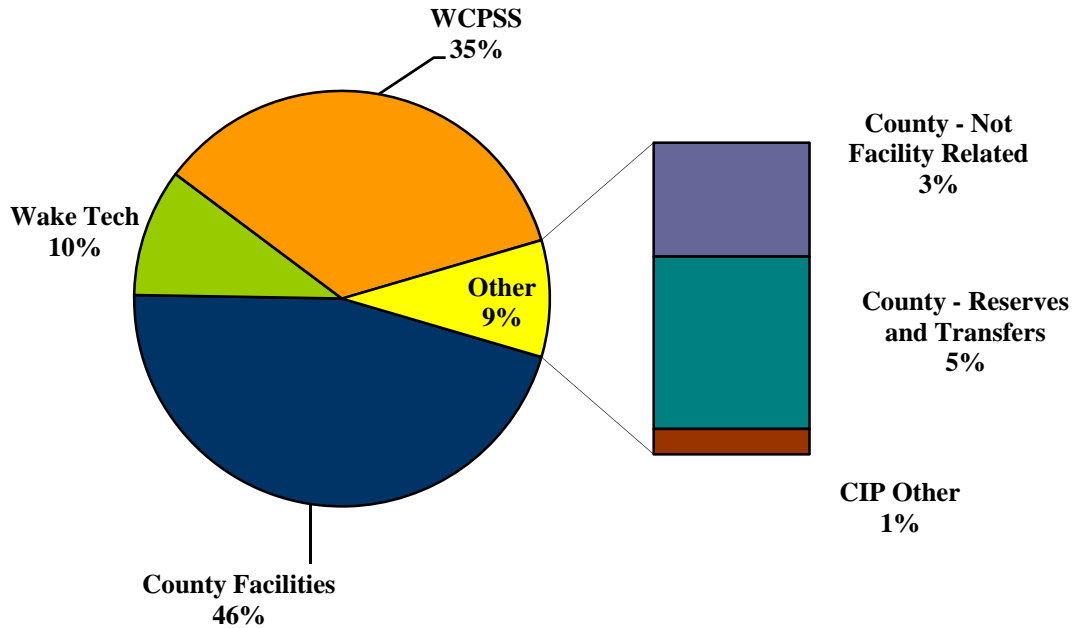
A. Community Improvement Plan Components

The County's CIP is the comprehensive plan for capital expenditures required for construction of new facilities and the modification or restoration of existing facilities. Facilities included in the CIP go through a comprehensive process which includes needs assessment, project prioritization, in-depth cost projection and funding capacity analysis.

Wake County's growth of 20,000 to 30,000 new residents per year requires an aggressive program designed to meet infrastructure needs while maintaining the conditions that make Wake County an attractive place to live and work, (e.g. moderate taxes, open spaces, good education system, adequate public facilities, transportation network).

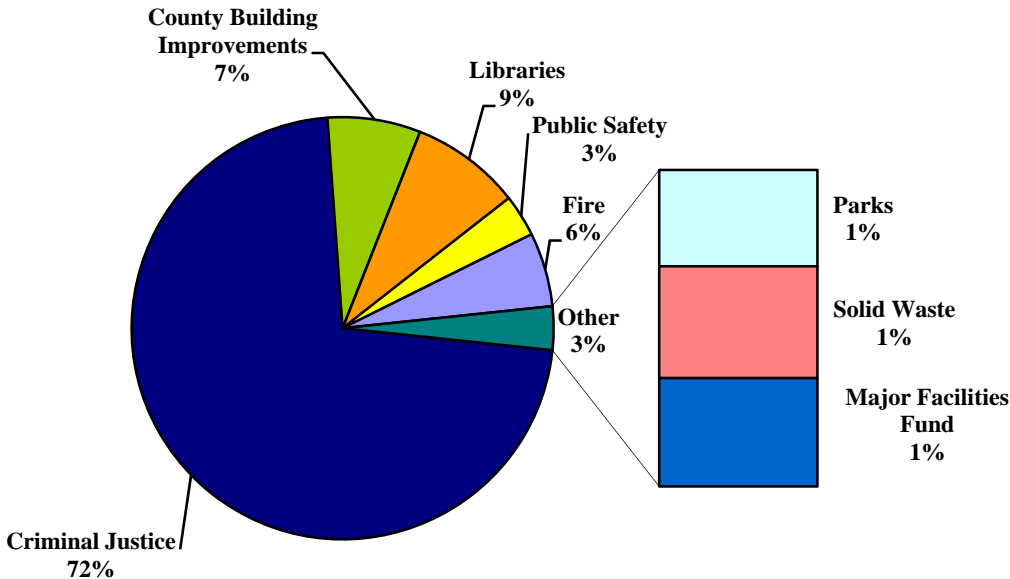
The CIP is a seven year plan. The capital budget is approved annually and, as such, is a one-year spending plan. The CIP for FY09 through FY15 totals \$1.34 billion and includes \$613 million for County facilities other than Wake County schools, as depicted below.

FY 2009 - FY 2015 Community Improvement Plan



Of the \$1.34 billion CIP, approximately \$472 million is designated for the Wake County Public School System (WCPSS) building program. This amount is lower than in recent CIPs because most of the funds for the current WCPSS \$1.056 billion building program have already been appropriated to WCPSS and projects are underway. The remaining portions of the CIP, totaling approximately \$868 million, are for non-WCPSS items. Of this amount \$613 million is designated for County facilities, including criminal justice, county capital renovations, and libraries as show below. \$133.3 million is designated for Wake Technical Community College facilities and land acquisition, which will be described in more detail further in the report.

County Facilities in FY09 - FY15 CIP



The major County capital improvement project currently underway is the implementation of the County’s Criminal Justice Master Plan, which includes expansion of the Hammond Road Detention Center and new Criminal Justice Center in downtown Raleigh. The Criminal Justice element in the County’s CIP totals \$442.4 million. Of the \$442.4 million, \$239 million is devoted to the new Criminal Justice Center. The Criminal Justice Center is being designed for the site currently occupied by a parking garage and county offices on the south side of Martin Street between McDowell and Salisbury Streets and will include detention facilities, security facilities, and judicial facilities, offices for the Clerk of Court, Register of Deeds, and other public facilities, as well as meeting spaces for county government. The programmed uses for the facility have been planned through a collaborative process with users and public input. The cost of the project also includes the cost of a new parking garage in the next block to the southwest.

The CIP also includes the next phase of the Library’s building program, which was approved by the voters in October 2007. Including remaining funds from the 2004 bond for the construction of Northeast Regional Library, and the \$45 million appropriated as part of the 2007 building program, funds for libraries in the FY09-15 CIP totals \$52.8 million.

The County has plans to spend \$43.8 million on projects to save energy; to renovate buildings; to replace aged mechanical, electrical, and plumbing systems; to replace roofs, and to make other minor renovations. Also included in the County Capital Project seven-year spending plan is the expansion of the Wake County Animal Care, Control, and Adoption Center and the extension of reclaimed water from the City of Raleigh to county and Wake Tech facilities located in Southeast Raleigh. In addition, the County has developed regional centers in order to put county services closer to users.

The CIP also includes funds for public safety, including a significant phase of building construction for the County's EMS facilities (\$10 million) and the construction of a Law Enforcement Training Facility, for use by the Sheriff's Office (\$10 million).

The remaining dollars allocated to facilities in the FY09-FY15 CIP include \$6.2 million for parks, \$7.3 million for solid waste that is funded from tipping fees and other solid waste revenues, and \$7 million for major facilities funded from hotel/motel and prepared food taxes.

B. Overview of Capital Projects Financing

To fund items in the CIP, the County Manager's office executes financial policies adopted by the Board of Commissioners that govern capital expenditures and are intended to preserve the county's excellent financial health. Those policies, discussed in further detail below, prescribe the use of cash expenditures and debt financing, dedicated revenue streams, and debt thresholds that limit the percentage of the budget that may be used for debt service.

A key policy governing the CIP is that the use of debt financing should comprise 70% to 85% of total funding. Cash funding makes up the remaining 15% to 30%. This mix of debt and cash funding, which averages 80% debt and 20% cash over the CIP, provides the County with a flexible cash flow so that debt can be issued during opportune market conditions, and is an important element in maintaining the County's "AAA" bond rating.

Another key policy requires the County's Debt Service Fund, from which all debt payments are made, to maintain a fund balance amount that is no less than 19% of the next year's Debt Service payments. Maintaining sufficient cash reserves is a fundamental part of financial stability and is another important criterion for bond rating agencies.

Presently, the County's financial model projects that the County will maintain these important policies during the CIP's seven year timeframe, and beyond. However, the model shows that maintaining one related financial policy will require careful planning and deliberation. In the County's General Fund reserves, the goal is to maintain an unreserved fund balance equal to at least 11% of the next year's adopted operating budget. The financial model currently predicts shortages in unreserved fund balance over the next five years. One cause of the projected shortages is operating increases driven by capital projects, including opening new schools, new libraries, and other new facilities. It is important to note that previous versions of the financial model have predicted shortages, but County Commissioners and staff have made difficult, informed decisions in each budget process that maintained this policy. To maintain the 11% fund balance goal in the long-term, one option has always been, and will continue to be, postponing construction of new facilities, particularly those with significant recurring operating costs.

C. CIP/Budget Integration

The long-term CIP integrates agency and departmental master plans, business plans, and financial modeling for payment with either direct capital investments or debt service. The capital budget process

incorporates an assessment of needs from the comprehensive master planning process, prioritizes projects, and produces an in-depth estimate of both costs of improvements and funding capacity.

A premise for the seven year CIP is that the revenues committed to capital will not fund all proposed projects. Just as in the County's General Fund, the requests for additional funding always outpace the available revenue. Projects that are not presently funded are considered "horizon" projects. Frequently, these proposals need further analysis, coordination, and discussion with key stakeholders.

The Budget Model

Wake County uses a budgetary model that evaluates the impact of capital and debt decisions to insure desired policy targets are achieved in the long-term. The model was incorporated into the CIP in 2001 and into the annual operating budget in 2003. The model is a predictive, decision-making tool used to identify issues and to develop a rational plan for meeting financial needs while keeping the County within fiscal policies. It necessarily is a flexible model that can produce variable outcomes, depending upon the input information, and it is therefore not intended to serve as budget, or to be static in its projections, or to be precise in describing future events.

The County Commissioners and staff use the model to maintain the fundamental goal of maintaining Wake County's excellent bond rating. Wake is one of only three counties in North Carolina and only twenty-three counties in the nation with AAA ratings from all three agencies that rate government bonds. As part of Wake County's policy of guarding its credit rating, Wake County's budget model projects the ad valorem tax revenue required to meet capital projects that already have been approved or for which funds have already been borrowed, and reserves that revenue in a debt service fund.

The Budget and Management Services department maintains the model, coordinating CIP spending plans with Facilities, Design & Construction and General Services Administration to meet the County's overall debt planning guidelines. Those guidelines include maintenance of the County's AAA bond rating, flexibility to meet future obligations and to take advantage of opportunities, and maintenance of a balance of debt and dedicated funding streams that complies with debt service guidelines established by the Commissioners. These debt service guidelines include, among others:

- Appropriate ratios of debt financing and pay-as-you-go
- limits on debt as a percentage of tax base assessed value
- Limits on debt service as a percentage of the combined General Fund and Debt Service Fund budgets.

While a discussion or assessment of the County's budget process and debt guidelines is beyond the scope of this report, it is clear to the CFAC that the budget and financial planning process in the County is an integrated component of the CIP.

III. Implementation of the Community Improvement Plan

A. Overview

The County works with a variety of partners to implement the CIP, including local experts, consultants, stakeholders, municipalities, State of North Carolina, citizens, and non-profits. The implementation of the CIP is often affected by state and federal funding mandates or regulations, as well as the needs of independent state or county agencies, including the court system and health professionals. The County therefore seeks to build consensus for county facilities that are required to meet existing needs within the county's service purview.

The County prioritizes projects as part of the budget process. During the fall, departments submit CIP requests to the County budget office. Requests are detailed, and include such information as project description, justification, time frame analysis, capital budget impact analysis, and operating budget impact analysis. The CIP requests are often derived from master plans.

A County CIP core team, composed of Facilities Design & Construction, General Services Administration, and Budget and Management Services reviews existing CIP projects and new requests. The CIP core team and the County Manager review CIP requests according to the priorities established by the County for CIP projects. The Board of Commissioners reviews, questions, and eventually passes a one-year CIP ordinance and a seven year CIP.

The first priority in the CIP requires that the County's debt service is met, followed by life, health, safety and welfare, and environmental concerns. The County seeks to improve its operating costs with capital improvements, and to maintain the integrity of capital assets. Only when those priorities have been met does the County seek to improve existing facilities and infrastructure to meet emerging needs. The County does not seek to expand its services until these earlier priorities are met. Projects within these last two priorities change according to reassessments of long-term needs and timing, current needs versus planned needs, and changes in priorities established by the Board of Commissioners and users.

Implementation of the CIP reflects the planning process, which is a coordinated effort of the Facilities Design & Construction Department, General Services Administration, and Budget and Management Services. The Facilities Design & Construction department plans and implements construction projects over a broad range of physical facilities, with budgets from \$100,000 to \$200 million. The General Services Administration provides overall management of the County's assets, including maintenance and operations. Budget and Management Services monitors CIP budgets and expenditures and ensures that projects are implemented according to the assumptions that were built into the CIP.

B. Master Planning & Project Initiation

The County assesses current and future capital needs through comprehensive master planning and crucial needs assessments. As a function of the type of project, the Project Initiation process will follow one of

two methods (master planning or individual CIP project requests). An outline of both methods is presented below.

I. Master Plan Sequence (For the projects that are based a Master Plan, the following sequence is used.)

A. Master Planning

1. Definition of Services & Justification
2. Staffing Projections & Justification
3. Recommended Facilities & Locations
4. Projected Capital Costs
5. Implementation Schedule

B. Community/Stakeholder Input. Examples of Community/Stakeholder Input are:

1. Library: Library Commission
2. Parks: Open Space & Parks Advisory Committee (OSAPAC)
3. Human Services: Human Services Board & Committees
4. Wake County Citizens Energy Advisory Commission: All Projects
5. Justice Center (3 Groups)

a. Courts

- Superior Court Judges
- District Court Judges
- Clerk of Court
- District Attorney
- Public Defender
- Sheriffs Office
- CCBI

b. Public Records Administration

- Commissioner's Designee
- Clerk to the Board
- Register of Deeds
- County Manager's Office
- County Attorney
- Budget & Management Services
- Community Services (GIS Division)
- Revenue Department

c. General

- Court Space Planning Committee
- County Senior Management Team
- Criminal Justice Partnership
- Wake County Citizens Energy Advisory Commission
- General Services Administration
- Facilities Design & Construction

C. Preparation of Draft Document

A standard Draft Document is prepared.

D. Project Evaluation by Senior Management

Senior Management will evaluate the Draft Document based on:

1. Array of Services
2. Staffing Projections
3. Projected Capital Costs
4. Facility Implementation Plan

E. Board Presentation & Approval

F. CIP Implementation Plan

II. Project Sequence (No Master Plan). For every project that is not based on a Master Plan, the following sequence is used.

A. CIP Request: The CIP request must follow the typical application format:

1. Justification
2. Time Line
3. Projected Capital Costs
4. Operating Impact

B. Project Evaluation by CIP Core Team

C. Project Evaluation by Senior Management

D. Board Presentation & Approval

E. CIP Implementation Plan

When a project is not subject to a Master Plan (which includes programming) the Programming typically includes input from the User/Stakeholder during these steps:

1. Review adjacencies.
2. Develop square footage requirements.
3. Develop room data sheets – including technology & equipment requirements.

During the Schematic Design phase, the approved Program is used for:

1. Design Workshops
2. Schematic Design Review

Affirmations

1. The CFAC affirms the methods presently used for the Project Initiation process.
2. The CFAC affirms the methods presently used for Programming.

C. Land Acquisition & Location of Facilities

Site identification is handled with the assistance of consultants. The County engages the services of specialists in appraisals, site planning, site engineering, and other functions prior to seeking approval of the Board of Commissioners for land acquisition.

Site acquisition process starts with the identification of an area for a needed facility within the respective master plan document or as targeted by a facility needs assessment. County staff then searches for available properties utilizing GIS and other property data. This search will include a review of properties owned by the County or another local government. Public and private partnership opportunities are reviewed. Listing agents and/or owners are contacted for further information for properties that meet the criteria. An evaluation is completed including location, zoning, size, environmental characteristics, pricing, on-site and off-site infrastructure needs. Sales comparables are reviewed to establish appropriate pricing ranges. After discussions are held with the user group and project manager, and if the property is deemed appropriate, the staff enters into negotiations for the purchase of the property and an appraisal is ordered. Appropriate other due diligence studies may be completed such as soil testing, environmental testing, traffic studies, tree buffer studies, and surveys.

Acquisitions are sometimes governed by administrative policies, such as a prohibition on the use of eminent domain for the acquisition of open space.

Site planning and engineering consultants are selected through a qualification-based process beginning with a solicitation for letters of interest or a request for qualifications and proposals, interviews of short-listed finalists, final selection and contract execution. This process mirrors the state-mandated process used for selection of providers of professional services and construction managers, which is based on the Federal Brooks Act.

Once a price is agreed to with the property owner, approval is sought first at the County staff level. In the case of open space and park land acquisitions, proposed site purchases are brought before the Land Acquisition Review Committee (LARC). Once LARC approves an acquisition, a group of citizens on the Open Space and Parks Advisory Committee (OSAPAC) make their recommendation of approval or disapproval. After both committees have reviewed the acquisition, the Board of Commissioners then considers the matter. County real estate staff uses a checklist to confirm that the above steps are taken (attached as Appendix A).

Affirmations

1. The County should continue to follow standard real estate procedures for land acquisition.
2. The County should continue to seek partnerships with the Wake County Public School System, municipalities located within Wake County, the State of North Carolina, and the U.S. federal government.
3. County staff should continue soliciting appraisals by qualified professionals for all potential land purchases.

Recommendations

1. Evaluate and adopt Real Estate Checklist as an official County Policy for land acquisition.
2. Shorten the time horizon for review of land acquisitions. For the purpose of reviewing land acquisition proposals for open space and parks, we recommend that the Land Acquisition Review Committee (LARC) and the Open Space and Parks Advisory Committee (OSAPAC) meet as one committee. If that is not feasible, meetings of the two committees should be scheduled to occur in successive weeks, so that land acquisition proposals are presented to the Wake County Commission within six weeks of the initial proposal.
3. To the extent allowed by law, Wake County should participate in review of local land use plans to the extent that they will affect county land acquisition, for the purpose of minimizing conflict of Wake County acquisition plans and processes with local comprehensive land use plans.

D. Land Banking

The County utilizes land banking as part of its master planning process. Sites for several county projects have been acquired many years in advance of their actual development. Examples include:

- all four planned regional centers for Human Services
- the site for the planned Middle Creek Branch Library set aside as part of master plan for the development of the Middle Creek High School
- land for the Hammond Road Detention Center, and
- land for the South Wake Landfill

A site is currently being studied for acquisition for the future Wendell Falls Fire/EMS Station, planned for construction in 2014.

While the County does acquire land to meet anticipated needs, this land banking typically does not extend beyond the seven year CIP. On occasion sites are acquired many years ahead of construction but only when the land acquisition funding has been budgeted in the CIP. Other land banking experiences in the past were typically cases where property was being acquired for another purpose, such as a school or library, and the parcel was large enough to accommodate another identified future use. These opportunities are of a positive nature resulting in the ability to plan a site for multiple uses and facilities, in addition to, savings in land costs by avoiding escalation in land prices. There have been no negative cases to date regarding land banking.

Recommendations

1. The County should use land banking strategies whenever possible to preserve future use and lower cost opportunities, particularly in areas of high growth or noted transportation pattern changes.
2. Purchase of land for banking will require additional funding sources. It is our recommendation that the County should identify alternate fund sources that could be used for land banking purposes. Land banking should be a high priority when evaluating project funding.

E. Seeking Partners – Public Private Partnerships & Other Partnership Projects

Partnerships are sought on a case-by-case basis. Municipalities are made aware of the County's intent and if a compatible need exists for the municipality, discussions take place. Partnerships have been established with each municipality in Wake County, and also with the Wake County Public School System, Wake Tech, NC State University, the State of North Carolina, and non-profit organizations such as Triangle Land Conservancy.

Due to the inherent differences in public and private organizations, partnerships with private entities are not as common; however, the Davie Street parking deck currently under construction at the corner of McDowell and Davie Streets is a public/private partnership which will include the construction of an office building connected to the deck and fronting a downtown intersection.

The stakeholders for each project vary. During the planning stage of each project, the project participants identify stakeholders. Stakeholders can be various federal, state or local government bodies, adjoining property owners and/or end users of the planned facilities.

An example of a multi-use project by the County is the Holly Springs Library & Cultural Center, which includes public use meeting rooms, a small theater, and a public branch library. This project was a partnership between the County and the Town of Holly Springs. The Town conveyed the land to the County, and the County built and owns the building. The Town funded construction of the Cultural Center, while the County funded the Branch Library, and both shared the cost of the lobby functions and site work. This type of multi-functional use seems to be quite popular with the end users in Holly Springs.

Recommendations

1. Opportunities for public/private partnerships should be pursued for county libraries and service centers. Businesses should be invited to propose innovative uses of space in existing or future county buildings, consistent with applicable law.
2. Revenues generated by such partnerships should be used to supplement, not supplant, building maintenance and repair for all county facilities.
3. The county will be mindful to comply with provisions of the Umstead Act, which restricts the use of public facilities for private enterprise.

F. Designer Selection

Wake County constructs a much wider variety of structures than the Wake County Public School System, and is therefore more dependent upon external consultants for the design process. However, the County makes use of prototype designs and models where appropriate, such as for regional libraries and community libraries, fire stations, and regional services centers.

The County adheres to material standard guidelines, energy efficiency guidelines, and guidelines for sustainable development similar to those used by the Wake County Public School System. Public input sessions are often conducted during the design process, the extent of which depends on the project. Master planning of heavily used public facilities such as parks, libraries and human services facilities is the most common area where public engagement occurs. This takes the form of public information meetings with neighborhood groups, advocacy groups, or other citizen organizations with an interest in a particular master planning endeavor. In addition, there are citizen committees appointed by the Board of Commissioners. Among these are the Citizens Energy Advisory Commission, Human Services Board, Open Space and Parks Advisory Committee and the Fire Commission. After thorough review and evaluation by user groups and Senior Management, Master Plans and schematic design for individual buildings are brought before the Board of Commissioners for approval.

Although the selection of design professionals varies slightly by project type, the architect or engineer is typically selected via a six step process:

- (1) Staff issues an RFP for the project.
- (2) Staff establishes a Selection Committee composed of staff and selected participants representing the appropriate element.
- (3) The Selection Committee establishes an Evaluation Criteria to be used for evaluation purposes. These criteria are evaluated against each other to establish a relative weighting. If a list exists, it is reviewed (and revised as required) for use with the particular project. The Sample Consultant Evaluation Matrix is an example of an Evaluation Criteria.
- (4) The Selection Committee reviews all RFP's via the Evaluation Criteria and develops a short list of Architects to be interviewed.
- (5) The Selection Committee interviews the selected Architects. In some instances a second Evaluation Criteria is used during the interviews.
- (6) The Selection Committee selects the Architect based on the interviews and the grade for the Evaluation Criteria.

This process is derived from the statutory requirements for employment of professional design services. Criteria that are typically used in the review of qualifications are listed below. However, the order in which the criteria are listed does not indicate the priority, rank, or relative importance, as each Selection Committee will establish the relative importance and final listing of the Evaluation Criteria.

- (1) Specialized or appropriate expertise the Architect and the Architect's consultants possess for a particular type of project.
- (2) The Architect's proposed design approach for projects of this type.
- (3) Past performances of the Architect and the Architect's consultants on similar projects.
- (4) Adequate staff for the project.
- (5) Proposed design team for the project.
- (6) Recent experience with project cost control and maintaining project schedules.
- (7) Current workload.
- (8) Proven capability of the Architect and the Architect's consultants to successfully administer the construction phase of publicly funded projects.
- (9) The Architect and the Architect's consultant's capabilities and proven experience in extensive evaluations of facility energy consumption and lifecycle cost analysis as part of the design process for similar projects.

- (10) The Architect and the Architect's consultants proposed hourly rates for professional services.
- (11) Additional factors that may be appropriate for a particular project.

Affirmations

1. The CFAC affirms the existing process of Architect Selection for projects, subject to the recommendation that the County consider employment of a design competition in certain projects.
2. Attached as Appendix B is an outline of the selection process for the development of current major design projects for the new Justice Center currently being designed for downtown Raleigh, for the Mental Health Continuum of Care funded in the County's FY 09-FY 15 CIP, and for the Library System. The CFAC affirms the extent to which the County solicits and incorporates input from users.

Recommendations

1. The CFAC recommends the county consider design competitions for signature public facilities. A "signature" project is one that provides a public use, stimulates public awareness, and makes a significant contribution to the built environment of Wake County. Thus, we recommend that the Architect be selected via a competition process for any project that is determined to be a "signature" public facility. Attached as Appendix C is an outline of a suggested justification and process for a design competition.
2. The CFAC recommends the use of peer review of significant scale designs (project budget exceeding \$50 million). The peer review process is most beneficial when the peer reviewer is involved in selection of the designer and programming of the project.

G. Design Process

The design process used by the county is based on the American Institute of Architects (AIA) standard phases of a project. Programming may have been completed earlier in the process prior to the selection of the architect, but if not, the design phase starts with a programming study, and continues through the schematic design, design development and construction document phases which lead up to the bidding phase. All these phases are managed by a project manager from the Wake County Facilities Design & Construction office (discussed elsewhere in this report).

During the design process, the Wake County Energy Advisory Commission, referenced above, monitors compliance of the project with the Wake County Energy Guidelines. The design team presents a summary of anticipated energy use to the WCEAC at the end of schematic design. These presentations provide a chance for the commission members to learn from the designers how well they have met the energy budget, and approached or met the more stringent energy goal. The summary is updated and included in submissions to Facilities Design and Construction for design development and construction documents. It also provides the commission the opportunity to question the design team regarding the energy aspects of the design, and to make suggestions for further energy savings.

Finding

1. Wake County constructs a wide variety of structures and is therefore more dependent upon external consultants for the design process. However, the County makes use of prototype designs and models where appropriate, such as for regional libraries and community libraries, fire stations, and regional services centers.

Affirmation

1. The committee affirms the design process.

Recommendation

1. We recommend that there be a meeting of the design team with the energy commission during programming or at the beginning of schematic design to discuss strategies for siting buildings for energy efficiency.

H. LEED Certification Policy

The document “Guidelines for Design and Construction of Energy-Efficient County Government Facilities and Schools” was first developed by the County over 13 years ago. This document is required for the design of all new construction, and in some cases, renovations.

These guidelines are not prescriptive; they allow designers to design a building in order to meet a yearly budget and goal based on BTU’s of energy usage per square foot.

Each major project is reviewed with the Schematic Design submittal by the Citizens Energy Advisory Commission, whose members are appointed by the BOC. Energy summaries are required with design submittals for the Schematic Design, Design Development and Construction Document phases.

The County has decided to pursue LEED certification for large projects – such as the Convention Center, Justice Center and the Hammond Road Detention Center. Most other projects are designed to follow the requirements of LEED as a matter of best practice, which includes adherence to the Energy Guidelines, as well as storm water management, and the use of durable, regional and long life materials and systems.

Currently the County’s guidelines are being evaluated by an architectural consultant team to see how they compare to LEED, SB 668, Energy Star, Triangle J, and the 2030 Challenge. This analysis will allow the County to see how aggressive its guidelines are compared to others. It will also allow the County to begin to investigate updating its guidelines.

Findings

1. Wake County was one of the first governmental entities in North Carolina to adopt an energy policy in the early 1990’s. Energy conscious design is a major facet of sustainability, and of the LEED guidelines.
2. County projects account for storm water management issues, and the majority of County buildings have been constructed with long life, durable, regional materials, such as brick, and the use of durable finishes in high traffic public places.

Affirmation

1. The county is taking steps in the right direction towards designing environmentally sensitive facilities.

Recommendations

1. The CFAC recommends that the County develop strong policies for incorporation of LEED criteria on all new facilities, subject to the results of the on-going study of sustainable design principles.
2. The CFAC expects in the long term it will prove to be more cost effective if the LEED guidelines are applied to all projects; however, the County might begin by requiring LEED certification on buildings used by the public, where the project cost exceeds \$10 million, with review of levels of certification and project budget threshold within two years.

I. Project Delivery

The Facilities Design & Construction Department implements the capital improvement program for County departments and the Board of Commissioners. The department has a staff of 11, which includes architects, landscape architects, engineers, and real estate specialists. This staff works closely with representatives of the user group for whom a project is being developed, along with the General Services Administration, and other community partners, while working with a capital project from the earliest concept phase through design, construction, and finally through the warranty phase after a project is completed.

Wake County uses an informal bidding process on projects of less than \$500,000 and a formal bid process on projects in excess of \$500,000, in accordance with NC General Statutes. Where possible, Wake County pre-qualifies contractors to submit bids. On projects with construction budgets exceeding \$15 million, the County uses the construction manager-at-risk (CMAR) delivery method. All bid awards are approved by the Board of County Commissioners. The CFAC affirms the propriety of these arrangements.

The County uses single-prime on most projects where the anticipated costs are under \$15 million. The county is selective in its use of multi-prime contracting, and has found this method useful for Mechanical and Electrical contracts, in the Courthouse, Public Safety Center, Wake County Office Building, and other existing facilities for building system replacement projects, such as mechanical and plumbing systems and lighting replacements. The CFAC affirms the propriety of these arrangements.

The County is currently using the CMAR delivery method on its four large projects – Convention Center, Justice Center, Hammond Road Jail and the Davie Street Parking Deck. This method is also being contemplated for a fifth project – Mental Health Continuum of Care. This delivery method is consistent with the recommendation of the CFAC.

Each project manager typically works on a project for its entire life, from the concept phase through design, construction, and warranty. There are no project assistants or other administrative staff available, other than the department's administrative services coordinator, who acts as an office manager.

The Change Order process used by the county appears to comply with state-mandated procedures and does not require undue management participation. County General Conditions spell out detailed requirements of the process for contractors to submit a claim in terms of Notice of Change, cost, and authorization to proceed with work in a change. The designer prepares a change order document incorporating a set of claims or change order requests, after negotiation with the contractor. Each change order is to be accompanied by a cover letter from the designer that explains each item. Generally, it takes 1-2 weeks for the designer to transmit the executed change order and cover letter to the County, and then ranges from a few days to two weeks for the County to execute and process the change order, and return a fully executed original to the Contractor, depending on complexity of the change order and overall project.

Wake County Facilities Design & Construction personnel coordinate with contractors and consultants on behalf of the County, acting as the Owner's Representative, throughout the construction process. They also maintain records and communications with respect to project warranties.

Each County project has a lump sum budget established by the Board of Commissioners. This includes all anticipated project costs (surveying, design, testing, construction, furniture, equipment, automation, etc.) and includes a contingency to cover change orders or other unanticipated costs. Except in rare, extraordinary circumstances where a contingency is depleted, no additional funding approvals are requested of the Commissioners.

From an overall project budget standpoint, projects are closed out in the County's finance and budget system within 12 to 18 months depending on project size and complexity. From a construction contract standpoint, depending on project size and complexity, and contractor cooperation, this timeframe can range from 30 days to several months. Projects are closed out once the Contractor has completed all punch list work and has submitted all required closeout documents.

Finding

1. The CFAC finds that the Facilities Design & Construction staff leverages project management appropriately, minimizing the cost of project management. This is accomplished by carefully selecting and engaging construction managers who are at risk on the projects and who must complete projects for a portion of their compensation. Indeed, it appears that the professional staff of FD&C is required to perform clerical responsibilities because of a shortage of clerical staff.

Affirmation

1. The break-point between contracts that are bid single prime and those using construction manager at-risk is appropriate.
2. The CFAC affirms the Change Order process as expedient and efficient.
3. The CFAC affirms the "cradle to grave" involvement of project managers as a practical way to avoid undue replication of effort and to preservation of institutional knowledge about a given project. The CFAC did not identify any areas for change or improvement in the administration of construction projects by Facilities Design and Construction, except related to clerical work.

Recommendations

1. Because each project manager typically is solely responsible for managing a project for its entire life, FD&C should continue to assure that records of a project's history are maintained so that newcomers to the staff are able to understand a project's history.
2. The office is understaffed for clerical work, with trained project managers required to perform secretarial and clerical functions. The committee recommends consideration of whether additional office support staff should be employed, particularly if the staff maintains its current load, or undertakes any greater load of projects.

IV. Discussion and Recommendations on Specific County Projects

A. Wake County Justice Center Projects

The Wake County Justice Center project is actually one phase of a comprehensive thirty year justice facilities master plan that examines the judicial, administrative, and public records functions in downtown Raleigh, uses existing county buildings, and adds a new criminal courthouse. This project will create a four building justice plaza and administrative center along Salisbury Street between Martin and Davie Streets. The plan includes renovation of the forty year old courthouse on Fayetteville Street. The County's detention capacity will be expanded by construction of a jail on Hammond Road.

Premise for the New Justice Center

The current twelve story courthouse between Fayetteville Street and Salisbury Street was completed in 1968. Over the years, many functions and agencies that originally occupied the building have outgrown the building's capacity. The building is currently serving far more customers than it was originally designed or contemplated to accommodate, and many functions that ideally would be located in adjacent spaces are unable to occupy the building. The county population is expected to reach one million by 2015 and nearly 1.5 million by 2030. The number of arrests and court cases will increase accordingly, doubling between 2000 and 2030. The increase in case load can result in an unacceptable extension of the time of pretrial incarceration for suspects. This pretrial incarceration is defined as the average daily population and detention. Wake County jail bed space needs often exceed the system capacity by fifty percent or more already. This problem is compounded by the fact that the State of North Carolina does not adequately fund the judiciary. The State provides none of the money required for construction of court facilities, and only one-half of the operating expenses for judicial services.

The long range plan projects an eighty-nine percent (89%) increase in civil court filings between 2000 and 2030, and a one hundred thirty-one percent (130%) increase in criminal court filings.

The long range plan examined the possibility of locating all judicial facilities in one building, but determined instead to locate administrative functions, judicial offices, county government public spaces, and criminal court functions in a new, free standing building. The current courthouse will be renovated and used for civil court functions.

Capital Investment Needs

Between 2007 and 2013, the CIP includes the following components of the justice facilities master plan:

- Davie Street parking deck (this facility will replace the parking structure currently occupying the site of the proposed new justice center) - \$25 million
- New justice center - \$214 million
- Hammond Road detention center expansion - \$186 million
- Renovations to old courthouse - \$28 million
- Renovations to public safety center (current jail) - \$5 million
- Law enforcement training center - \$12 million

The county will finance the justice facilities master plan with the use of certificates of participation, or COPs. COPs are an alternative to bond funding that permit the project to proceed without a bond referendum. These facilities will generate revenue, including the public private space and parking rental associated with the parking garage, and lease of inmate beds at the detention center on Hammond Road.

Affirmations & Findings

1. The CFAC affirms that the County followed reasonable procedures, developed a comprehensive plan, and involved users in the programming of the new Justice Center and other components of the justice facilities master plan.
2. However, the Justice Center building itself, as a center-piece in the fabric of the community's built environment, may have benefited from a design competition. The time for selecting a designer for the Justice Center is past, but the CFAC commends to the administration and the County Commissioners the proposal for holding design competitions on signature public facilities.
3. The CFAC recognizes that the selection process followed the established practice for engaging a design professional team with the capacity and experience needed for this scale project. The design of the project is subject to peer review peer review from Marvin Malecha, Dean of the NC State College of Design. This process is intended to minimize problems in programming or constructability.

Recommendation

1. The Justice Center/Public Safety Center Facilities are centralized because downtown Raleigh is the headquarters of the 10th judicial district and these functions must be easily coordinated with the state courts and the existing courthouse. There are also numerous legal documents required for recordation by the County on a daily basis that require proximity between the Courts, Register of Deeds and County Attorney's offices.

Although outside the purview of this Committee, we recommend that the County aggressively pursue appropriate resources from the State to provide electronic filing and storage capacity for captured documents. The encumbered space is not efficient or economical utilization of the courthouse facilities.

2. The CFAC recommends that if the County finds that it needs to lease additional office space, that portions of the justice center that are not scheduled to be fully outfitted when the facility opens, be outfitted and used as space for the County if the use is compatible with functions that would be housed in the new Justice Center.

B. Wake Technical Community College

Outside of funds for WCPSS and for the Criminal Justice Master Plan, the next largest expenditure in the CIP is for Wake Technical Community College (Wake Tech). A total of \$133.3 million is included in the FY09-FY15 CIP, including \$115 million for Wake Tech's next building program approved by the voters in October 2007. Funds included in the CIP for Wake Tech will be used for the repair, renovation, and expansion of existing facilities at the Main Campus, as well as the construction of new facilities at Wake



Tech's health sciences campus and Northern Campus. Finally, the CIP includes funds for the acquisition and start-up design of Wake Tech's permanent Western Campus.

Wake Tech provides curriculum education to over 17,000 students and continuing education to over 39,000 students in 2008. Its mission is to improve and enrich lives by meeting the lifelong educational, training, and service needs of its diverse community. It is a non-residential institution, part of the North Carolina Community College System, which provides adult continuing education and work-force development. Like other Wake County institutions, Wake Tech anticipates that local population growth will lead to a doubled enrollment in 2030 over 2005.

Wake Tech has developed a plan for growth that focuses projections of enrollment, highest areas of demand for output (high tech, bio/pharmaceutical, and healthcare) and projected needs of key area employers. Evaluation of the long-range plan development is beyond the scope of the CFAC's work, but the CFAC affirms that the planning process followed appears to be comprehensive and to focus the growth and development of Wake Tech facilities.

Wake Tech's physical facilities include the 401 South main campus, a public safety training center on Chapanoke Road, a health sciences campus adjacent to Wake Med, and the new Northern Wake campus on 401 North. To meet the doubled population and attend to demand for services, Wake Tech plans to add new campuses in under-served and growing areas of the county. These new campuses will provide innovative programs and will be called upon to provide basic collegiate curricula to students anticipating transfers to four-year degree colleges, a rapidly growing segment of the community college student body.

Proceeds from a 2007 bond will fund replacement of a laboratory/classroom building on the health sciences campus, land acquisition and the first building on the new Western Wake Campus, and completion of the first building cluster on the northern wake campus, in addition to the second phase of renovations to the Public Safety Training Center. These projects account for \$115 million in the first phase of Wake Tech's ten year master plan.

Capital projects are initiated by Wake Tech after approval by the Wake Tech Board of Trustees, and require approval of the Community College System and the North Carolina State Construction Office. Also, for County funded projects, approval is required by the Board of Commissioners, via appropriation of funds in the Community Improvement Plan or by a resolution adopted by the Board of Commissioners. Designer selection is statutorily controlled. The contract for design services is managed by the State Construction Office in conjunction with the college's facility engineering office and the Board of Trustees. Design criteria include a life cycle cost analysis during the schematic design phase, state agency approvals at the schematic, design development, and final design stages, and general design oversight by the State Construction Office.

Wake Tech requires that campus buildings meet or exceed state efficiency standards and the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) standards. Wake Tech's Northern Wake Campus was awarded a 2008 Innovation of the Year Award from an international community college organization. The campus was estimated to have saved over \$100,000 by June 2008, through sustainable practices.

Projects are bid under state construction procedures, with the State Construction Office having ultimate authority to direct the designer to proceed to contract with the successful bidder. Contracts are entered according to the North Carolina Construction Manual.

The construction phase is administered by the designer, pursuant to regulations of the State Construction Office. Acceptance and occupancy of the project follows agency inspections which include approvals by the State Construction Office.

Construction management includes a change order process prescribed by the State Construction Office that includes approvals of the designer, contractor, Wake Tech as owner, and the State Construction Office. Field orders can be used where necessary in order to expedite the process, pending change order approvals.

Payments to the designer are accompanied by evaluations at the fifty percent and one hundred percent completion stages. Evaluations are maintained in the Office of State Construction. Contractor evaluations are also made at the fifty percent and completion stages. Reduction of retainages and release of final payment are controlled by a detailed contractor close-out rubric.

Warranty work is also managed on a detailed schedule, including a building walk-through inspection thirty days prior to the end of the warranty period, creation of a record of any deficiencies noted, delivery of a work order list, and monitoring of the close-out of all open warranty items.

State regulations require Wake Tech to include programs to increase the participation of historically under-utilized businesses.

Land acquisition is approved by the North Carolina Community System Board, at the instigation of the local community college board of trustees. Acquisition may be through condemnation. While state law does not require approval from the Board of Commissioners on Wake Tech land purchases, the college regularly provides updates and shares information throughout the land acquisition process prior to acquiring and purchasing land.

Affirmations

1. The CFAC affirms the facilities planning and development of Wake Tech and did not discover any particular areas for further investigation or change.
2. Evaluation of the long-range plan development is beyond the scope of the CFAC's work, but the CFAC affirms that the planning process followed appears to be comprehensive and to focus the growth and development of Wake Tech facilities.
3. The process for land review and acquisition is a comprehensive and complete process; we believe that the process would not require modifications.
4. The CFAC affirms Wake Tech's current practice of applying for LEED certification for its new facilities.

C. Human Services Facilities

Unlike voluntary services such as community centers and public libraries, Wake County has primary statutory responsibility to provide human services for its citizens. Wake County has a consolidated organization dedicated to providing public health, behavioral health, and social services to Wake County citizens. The consolidated agency serves over 120,000 distinct individuals per year.

The Community Improvement Plan component of Wake County Human Services (WCHS) is in large part driven by its mission which includes the following key strategies:

- Serve as a "human capital development" agency, in addition to its traditional "safety net" role
- Restructure the agency to place a premium on direct contact with citizens in a "horizontal" structure rather than a vertical structure
- Provide access to services by extending consolidated services through a regional, population-based concept
- Improve accountability and impact by being more consumer-focused, data driven, and focused on outcomes
- Use 21st century technology, integrating electronic and internet based systems
- Leverage staff with partners, contractors, volunteers, and consumers
- Implement an upward mobility initiative in fulfillment of the human capital development objective
- Institute a human services academy
- Encourage retention of staff through career development and adoption of best practices for human services entities

The result of its mission led WCHS to develop twenty-five county operated facilities including a central Raleigh campus, regional centers, neighborhood centers, and specialized centers, in addition to a presence at some fifty partner sites. The concept of the sites is to place them near the populations most often served and to make available most or all of six functions and a convenient location. Those six functions include public health, mental health, social services, housing, employment, and child welfare.

WCHS Seven-Year Facilities Master Plan

WCHS developed a master plan for facilities needs in 2008. The findings of the plan indicate:

- Existing facilities generally rank as good to fair in condition
- Facilities space needs projections total thirty-one percent by 2015
- Central campus functions on Sunnybrook Road will have insufficient space to meet its needs in 2015
- Existing eastern and southern regional centers will need expansion programs by 2015
- The long range plan projects a deficit of 59,922 assignable square feet of space by 2015

A final report of the Wake County Human Services seven year Facilities Master Space Plan was issued in March 2008 by WCHS in conjunction with Carter Goble Lee (Columbia, SC) and Public Consulting Group. WCHS has recommended expansion of the central campus and regional centers. The Sunnybrook campus has limited space for growth. The Swinburne Street site (immediately south of Wake Med) offers additional space, but it is recommended for construction of a parking deck. The initial draft of the master plan for Wake County Human Services included an estimate of \$89.3 million based upon an estimated 247,717 gross square feet of expanded, renovated, or newly constructed space, 171,000 square feet of parking structures. The cost estimates do not include land acquisition or site preparation.

Of the \$89.3 million, approximately \$30.2 million is already included in the FY 09-15 CIP and allocated for a previously planned Western Regional Center and the previously planned design and construction of

the Mental Health Continuum of Care facility. The remaining \$59.1 million is proposed for new projects, including renovations of existing space (\$9.3 million), expansion of existing space (\$23.0 million), two neighborhood centers (\$6.5 million), and for the construction of two parking decks (\$20.3 million). The

renovations and expansions of existing space, and the parking decks are proposed to be located at the Human Services Central Campus near WakeMed, in an effort to provide a more pedestrian friendly, consolidated complex. At the same time, smart growth on this campus must be balanced with the need for a regional presence.

The regional center concept was established in 1994 to provide a variety of services in more convenient locations for the citizens of the County, and to serve those needs specifically identified within each respective region. These centers also contain satellite offices for Law Enforcement, and Inspections, and have a revenue collection center for bill payment. Regional Services Centers provide one-stop governmental services for outlying communities so that citizens need not drive to a centralized urban point in downtown Raleigh. Likewise, other neighborhood centers are being developed to extend health and social services to appropriate populations in need.

A smaller community-based facility, referred to as a “neighborhood center,” has been proposed that will provide better consumer access for services outside the downtown area, but in highly concentrated, high volume service demand areas. WCHS uses geo-mapping of current workloads and locations of clients served, to determine the areas of the county with the largest growing population trends and highest need for services.

While the Master Plan has been presented to a subcommittee of the Human Services Board, it has not yet been presented to the Board of Commissioners. As with all County master plans, the assumptions contained in the master plans and the recommendations that come out of master plans are evaluated, and assumptions are critically analyzed by senior management prior to presentation to the Board of Commissioners. Components of the master plan are being revisited and reanalyzed prior to presentation to the Board of Commissioners.

Affirmation & Finding

1. Although evaluation of the plan itself is beyond CFAC’s project scope, the CFAC affirms the Master Plan process, and is aware that the master plan is continuing to be reviewed by the County’s senior management prior to presentation to the Board of Commissioners.

D. Fire Facilities and EMS

Among the most visible components of services provided by the County are the emergency facilities associated with fire and safety.

Fire Rescue Facilities

Wake County maintains a coordinated, seamless 9-1-1 network under contract with 20 fire departments, 14 of which are “private” non-profits and six of which are municipal (Apex, Cary, Fuquay-Varina, Holly Springs, Morrisville, and Zebulon). Raleigh maintains a separate system, again, with seamless 9-1-1 connection to the Wake County network.

Fire Rescue facilities are paid for with revenue from a single, county-wide Fire Tax District. The Fire Tax District is administered by the Board of County Commissioners, upon recommendation and advice of a Fire Commission, established in 1999. The Commission defines and makes recommendations on fire service priorities and distribution of fire tax revenue.

The Fire Commission established a long-range business plan, with the ultimate objective of achieving a consistently fast response time of nine minutes from call to response, 90% of the time. The staffing goal is to have four firefighters available to any location at any time (24/7).

The long range plan includes a facilities needs assessment. The long range plan identified the need for two new fire stations; to be located in Southeast Wake County (Garner) and the proposed Wendell Falls development west of the Town of Wendell. The long range plan also calls for dormitory upgrades at several stations, such as those that were previously staffed with volunteers. Finally, the Fire Commission recommends closure or consolidation of five fire stations in order to achieve the same level of service with fewer facilities.

Designs are based on prototypical plans, and usually incorporate plans for expansion, and accommodations for joint use with EMS stations.

EMS System

State law mandates that counties provide emergency medical service. The Wake EMS System has been deemed a “model system” under the state EMS certifying agency. The Wake EMS System has both county-owned facilities, and facilities that are under contract with municipal squads.

One operational goal of the system includes a consistent “response” time of 11 minutes 59 seconds from the time of call until the time of arrival for emergency calls.

Three reasons lead to the addition of resources. First, population growth and concentration leads to a higher volume of calls. The level of demand is consistently 80 calls per thousand population, per year. To provide sufficient services to meet the population growth, Wake EMS must add three 12-hour blocks of staffing per year.

Crews’ safety and effectiveness are negatively affected when they are on a patient care activity 40% of any given 24 hour period. So, the Wake EMS System adds resources in order to keep squad Unit Hour Utilization (UHU) fewer than 40%.

Third, the system redeploys or augments call zones when a particular zone becomes incapable of maintaining the response time because of localized growth.

A long range Master Plan for EMS Facilities has been developed. This master plan calls for the construction of eight EMS new stations over the next seven years. Of these eight new stations, four are proposed to be co-located with either existing or newly planned fire department stations or other public agencies. In addition, the plan calls for the co-location of ambulances to cover peak load times, and incorporation of improvements in technology. For example, GPS systems enable EMS to deploy the squad that is physically closest to a call, even though that squad might not be stationed at the nearest EMS station.

Substations are constructed on a prototype design. Stations co-located with fire stations are incorporated within a fire station prototype design.

Findings

1. EMS services are mandated to be provided by the County; however, the infrastructure utilized to provide these services is discretionary. The EMS System is decentralized in order to place ambulance units in a given service area to maximize coverage while maintaining emergency response time goals. Better response times have been found to be generally accomplished by providing EMS resources based on geographically efficient locations. Thus, in order to achieve emergency response time goals, station location is based on call and population densities.
2. Fire services are not mandatory services to be provided by the County once an area has been annexed into a municipality. Often the County may own and operate a fire facility and at annexation, the municipality will conclude that another location is preferred.

Affirmation

1. We affirm the County co-locating EMS services with fire or other health related services in order to provide the maximum utilization of these community resources and recommend co-locations continue.

Recommendation

1. We recommend that the County close, develop an adjusted use for, or dispose of, any fire facility that after annexation is no longer required to be operated by the County.

E. Solid Waste Facilities

The Solid Waste Division of the Environmental Services Department provides waste disposal and recycling services, among others.

A new landfill was opened in southern Wake County in May 2008. The South Wake Landfill (SWLF) will have a 25 year projected useful life, and replaces the North Wake landfill (NWL) which closed in April 2008. The SWLF opening construction cost was \$3.4 million. An additional \$500,000 was spent removing organic waste that had been deposited on the site during the 1970's. The cost to close the NWLF was \$3 million for the initial 20 acres closed in 2004. The remaining 40 acres is being closed at a cost of \$5.2 million.

Over the past several years the North Wake Landfill Citizens Committee (NWL FCC) was organized to evaluate the potential for re-use of the North Wake landfill property once the landfill was closed. Among the recommendations of the NWL FCC were to create passive park elements on the permitted landfill property itself. This includes trails for pedestrians and bicyclists, picnic shelters, playgrounds, connections to the Raleigh greenway system, a lookout at the top of the main landfill and other similar amenities. Further, the committee recommended that the borrow site for the landfill also be re-used by establishing an elementary school, an EMS station and active park facilities including baseball/softball/football fields, a skate park and potentially a community/environmental center. The

permitted landfill is comprised of over 100 acres of land and the borrow site includes approximately 40 acres.

In addition to landfill operations, the Solid Waste Division operates eleven (11) convenience centers for drop-off of materials to be recycled. Two locations also serve as drop-off locations for household hazardous materials such as paints, batteries, used motor oil, and other hazardous waste.

Findings

1. The South Wake Landfill has a projected life of 25 years. Future waste planning is some years off and dependent on new technologies yet to be defined.
2. By statute, local government is required to make provisions for solid waste disposal. That responsibility includes a solid waste management plan that incorporates efforts to achieve a 40% reduction in solid waste. The reduction is most typically achieved through recycling programs. Wake County appears to be in compliance.
3. The continued use of the North Wake Landfill Site is in keeping with the concept of shared facilities among different county agencies.

Affirmations

1. While the policy for solid waste disposal is beyond the scope of the Committee's work, to the best of the Committee's knowledge, the CFAC affirms that Wake County meets its responsibilities as noted in the statute.
2. The CFAC affirms the re-use of the North Wake Landfill for passive park facilities as currently master planned with the established NWLA Citizens Committee.
3. The CFAC affirms the re-use of the North Wake Landfill Borrow site for a school site, active park facilities, and an EMS station.

Recommendation

1. The CFAC recommends that Wake County work with local municipalities to establish goals to exceed the 40% municipal solid waste reduction "good faith effort" as a practical way to reduce the County's long term cost of solid waste disposal.

F. Renovation and Improvements to Existing Facilities

Wake County operates 329 sites with 172 facilities comprising over 3.5 million square feet. The building facilities, being used for public services, generally experience intense volumes of traffic. In order to maintain the county's investment in these assets, the county systematically refurbishes a small portion of space every year.

The refurbishment program begins with a Facility Condition Assessment. These comprehensive onsite inspections cover approximately 15% of the built assets each year, so that each facility is inspected every seven years. The county adopts best practices used by large private corporations such as Progress Energy

and GSK, as well as by area universities. The assessment results in ratings of serviceability, general condition, and remaining useful life.

Refurbishment projects are generally categorized as:

- Energy saving projects
- Roofing projects
- Building systems upgrades
- General facility upgrades
- Major building renovations
- Minor building projects

Current projects:

- Public Safety Center
 - HVAC upgrades
 - Building envelope
 - Inmate floors
- Downtown chilled water interconnection
 - Will reduce operating cost of cooling for county office building and two existing/one new buildings in justice center.
- Crosby-Garfield (Health and Youth Services Center)
 - HVAC replacement
 - Building envelope
- Wake County Office Building
 - Water system replacement

The assessment process also helps the County Manager to anticipate gaps between needs and available funds.

Findings

1. The County prioritizes capital projects such that projects that ensure life, safety, and basic environmental concerns are the first priority.
2. The County conducts facility assessments to assess the safety and environmental health of its facilities, and uses those findings to help prioritize the renovation work requested for funding in the CIP.

Affirmation

1. The CFAC affirms the facility assessment process and affirms the County's prioritization of projects within the CIP such that life, safety, and basic environmental concerns are the first priority.

G. Libraries

Like open space and parks and recreation, libraries are voluntarily provided by our County for our use, without any other governmental mandate. Libraries in Wake County were merged into one unified system in 1982, and are based on branch libraries affiliated with a series of regional libraries intended to provide services across several objectives:

- Services to children
- Recreational reading
- Life-long learning
- Center of community
- Bridging the technology gap

Wake County operates six regional libraries and eleven community branch libraries. There are also three specialty branches. Wake County maintains a central administration building for libraries and currently there are three new library projects in some level of development. Construction of libraries in the northeastern and northwestern parts of the County and the expansion of the existing Wake Forest Branch Library will occur during 2009.

Wake County libraries have the highest circulation rate in the State, the highest circulation per capita, the lowest cost per circulation, and the State's highest collection turnover rate.

Libraries are funded with bond revenue that funds library planning and construction, as well as a master plan completed in 2007. The 2007 master plan includes a recommendation of \$40 million for expansion, replacement, and construction of new facilities. The new facilities will be designed to meet prioritized criteria:

- Size and density of population to be served
- Partnership opportunities
- Distance from existing facilities
- Proximity to activity centers
- Previous unfunded projects

The top priorities in the CIP are for replacement of the Cary Regional Branch, construction of a new Middle Creek branch, replacement and expansion of the Fuquay-Varina branch, expansion of the Wake Forest branch, and construction of new branches in North Hills and Morrisville.

Findings

1. The Library System was decentralized in 1985 in order to provide convenient service to all citizens of the County. Many library branches begin to function like neighborhood centers, (Cameron Village, West Regional) or can function as community centers in smaller municipalities (Holly Springs, Fuquay-Varina).
2. The Library System outperforms all other systems in North Carolina as it relates to total circulation and customers served.

Affirmations

1. The CFAC affirms the Library System's five service priorities: 1) Services to Children; 2) Recreational Reading; 3) Lifelong Learning; 4) Center of Community; 5) Bridging the Technology Gap.
2. The CFAC affirms the Library System's key criteria for prioritization of new facilities and renovation/replacement of existing facilities: 1) Size and density of population to be served; 2) Partnership with other local government agencies (WCPSS, municipalities); 3) Distance from existing libraries; 4) Proximity to activity center; 5) Previously unfunded project.

Recommendation

1. The county should pursue partnerships with the Wake County Public School System in the land acquisition for location of future libraries as called for in the most recent version of the Library Master Plan.

H. Wake County Open Space, Parks, & Recreation

Open Space

Open space programs are not mandated by state or federal statute, but are voluntarily undertaken in Wake County for several purposes, including preservation of natural resources and habitat, outdoor recreation, protection of scenic landscape, preservation of historic or cultural properties, and maintenance of forested areas for general well being of the community. The County's long-range plan is to protect 30% of the County's land area (approx. 165,000 acres) as open space. These open spaces generally will be in flood prone areas, existing park land, or buffer zones around priority watersheds.

The County does not condemn land for open space. Expenditures for open space have been made with the proceeds of bond issues which have been approved by impressive margins in 2000 (78% approval rate), 2004 (77% approval rate), and 2007 (71% approval rate). The County works to partner with municipalities, state and federal government, non-profit organizations, and private land owners. The County has acquired over 3,800 acres through this program. The total open space protected in Wake County is approximately 62,000 acres. The County has received leadership awards for open space policies and conservation.

Open Space acquisition is confined to 8 identified stream corridors or Falls Lake, Little River or Marks Creek. County acquisition is either fee simple or conservation/greenway easement interests in one of the pre-approved corridors or areas. County acquisition also may include agricultural conservation easement interests in partnership with the USDA-NRCS as a part of the Farm and Ranch land Protection Program or acquisition of open space properties from The Trust for Public Lands. The County also engages in partnerships in the acquisition of open space properties with municipalities or state government.

Parks and Recreation

The Parks and Recreation component of the CIP is based on a policy of providing open space for recreation and leisure, as well as for environmental and cultural education. Wake County Parks and Recreation was established in 1976 and has created six county parks, one regional multi-use trail, and thirty-four community use parks combined with schools.

Lake Crabtree Park serves over 260,000 visits annually. The total system visitation rate in 2007 was 914,000.

Parks and Recreation components in the CIP include funds for renovation, repair and improvements to parks, development of additional parks associated with schools, and preparation and maintenance of master plans for the park system. A 2008 comprehensive master plan drew on citizens' input, confirmed Wake County's role in the development of the parks and recreation program, and began an analysis of needs for future county parks. The seven year CIP for parks and recreation includes nearly \$6.2 million for community use of park space associated with schools and funds for repairs and renovations to existing facilities.

Affirmation

1. The CFAC affirms Wake County's primary role of offering passive recreation opportunities in the unincorporated areas of Wake County. The committee affirms the County's role in using County parks to provide environmental education and environmental stewardship opportunities.
2. The CFAC affirms the land acquisition and land management expense components of Wake County's Open Space Program which acquires natural land that has not been converted to residential, suburban or commercial development in order for the protection of good water quality, preservation of natural resources, managed production of resources (forest and farmland), preservation of historic and cultural property, protection of scenic landscapes and outdoor recreation opportunities, and for the protection of public health, safety and welfare.

V. Conclusion

The Citizens Facilities Advisory Committee reviewed the County's building program, as detailed in the County's Community Improvement Plan (CIP), and has offered findings, affirmations, and recommendations for project delivery as well as specific elements contained in the CIP. Overall, the committee affirms the CIP process (comprehensive master planning, critical needs assessment, and project prioritization). The committee views the County as having a very sophisticated method in the way it approaches funding capacity analysis for both cash funded and debt funded projects.

The Committee affirms the practices for project initiation and project implementation. It offers recommendations concerning design and design selection for signature projects as well as offers recommendations concerning innovative ways to engage the private sector in projects. The committee is encouraged by the County's use of sustainable design, but recommends that the County go one step further and engage in LEED certification for projects with budgets greater than \$10 million.

The CFAC finds that the Facilities Design & Construction staff leverages project management appropriately, minimizing the cost of project management.

The Committee reviewed specific elements within the CIP and offered findings related to the Justice Center, Fire and EMS, the Human Services facilities master plan, and Libraries. It encourages County staff and the Board of Commissioners to review these findings and recommendations as projects continue to be developed and implemented in the CIP.

Appendix A: Wake County Facilities, Design, and Construction Real Estate Checklist

- Summary Appraisal Report prepared for the Buyer by a MAI Appraiser. A copy of the full appraisal report will be provided to Wake County real estate staff.**

Key assumptions contained within the appraisal report relative to value (i.e., extraordinary assumptions regarding highest and best use, availability of public utilities, zoning classification, accessibility to a state maintained right of way, whether land will be restricted for conservation use only, etc.)

- Other relevant information regarding value of property**

Additional comparable sales in the area, range of sales prices, other sales currently under contract, other factors that may have an impact upon variance between appraised value and contract sales price

- Site and area map**
- Contract for Sale and Purchase**

Terms or conditions of the contract that may be unusual or of interest, including purchase price, time frames or deadlines for closing, responsibilities for infrastructure costs, etc.

5. LARC & OSAPAC endorsements

6. Contractual parties

Provide name(s) of the anticipated Grantor(s). If LLC or corporate, identify partners, managers or officers based upon the most recent articles of incorporation or articles of organization, and most recent annual reports available from the Secretary of State's Office.

- Ownership history**

Names of the previous owner or owners of the property or properties, the purchase price paid, and ownership history of the property based upon information available from Wake County Revenue Departments records.

(Appendix A: Continued)

❑ **Due diligence**

Brief discussion of the findings of the following reports and investigations:

Streams, buffers and/or wetlands identification

Boundary survey

Topographical survey

Phase I Environmental Assessment

Anticipated future road extension or improvements

Planned future development of adjacent properties

❑ **Municipal involvement or potential partners in the acquisition and development of the property by a summary of correspondence, meetings or conversations with municipal staff or elected officials.**

❑ **Proximity of other Open Space**

Summary of other options or sites considered within identified target area

❑ **Disclosure of any known conflicts of interest associated with the proposed acquisition.**

Appendix B: Example of Wake County Designer Selection Process (Used for Justice Center and Mental Health Continuum of Care) & Public Engagement

The Wake County Board of Commissioners has a long standing policy that is followed in selecting design consultants. This policy is for the purpose of ensuring that design consultants are selected in a fair and uniform manner, that those selected for work are qualified and experienced in designing facilities desired and to ensure that every qualified design consultant has the opportunity to be considered for providing professional services for the Project.

SELECTION OF DESIGNERS

A. Prepare & Issue RFP/RFQ – specific project or group of projects

Request for Proposals (RFP) sent to firms identified on the County’s current “Capital Improvement Program – List of Design Consultants” that have previously expressed interest in being considered for providing design services for this type of project.

Upon receipt of Submittal Packages from respondents, Selection Committee members will review and identify (“short list”) those design teams that appear to be most qualified to provide services for the project.

B. Selection Committee – Staff + Outside Involvement

{Mental Health Continuum of Care}

Representatives - WakeMed, Holly Hill, Practitioners + WCHS, Budget, GSA, FDC

{Justice Center}

Representatives –

David Cooke	County Manager
Donald Stephens	Senior Resident Superior Court Judge
Larry Wood	Chief of Staff, Sheriff’s Department
Nancy Hormann	President, Downtown Raleigh Alliance
Melanie Wilson	County Planning Director
Mitchell Silver	City Planning Director
David Goodwin	Director, County General Services
Phillip Stout, Chairman	Director, County Facilities Design & Const.

C. Committee Evaluates Proposals

D. *Committee may visit representative examples of Candidate’s work

E. Short List / Interview / Selection

(Appendix B: Continued)

Separate presentations and interview sessions scheduled with the three to five “short-listed” firms to permit Selection Committee members to further evaluate each firm’s qualifications and proposal. After reference checks and the interviews the Selection Committee will make their selection and provide written recommendations to the County Manager for his approval.

Following the County Manager's approval, the Facilities Design & Construction office will be directed to negotiate terms, conditions and fees of an agreement (consistent with the County's Standard Professional Services Agreement) with the selected Design Team. In the event negotiations prove unsuccessful with one particular firm, the County Manager will collaborate with the Selection Committee on selection of another firm with which to begin negotiations.

PROGRAMMING & DESIGN PROCESS

- A. Program of Spaces Developed with User/Stakeholder Input
 - 1. Adjacencies
 - 2. Square Footages
 - 3. Room Data Sheets – including technology & equipment requirements
- B. Schematic Design Developed from Approved Program
 - 1. Involvement by Diverse Steering Committee
 - 2. Design Workshops
 - 3. Schematic Design Review
- C. Incorporating Technology into Design
 - Building Management Systems – HVAC and Lighting Controls
 - Data Cabling & Network Equipment – Head-in requirements
 - Data Cabling routing for facility users
 - Security system cabling
 - Library equipment – (i.e. self checkout machines)
 - AV system interface
 - Radio system/ 800 mhz accommodations
- D. Public Input
 - 1. *Continuum of Care*
 - Continuum of Care Committee
 - Consumer & Family Advisory Committee
 - Community Provider Advisory Committee
 - Human Services Board
 - Wake County Citizens Energy Advisory Commission
 - State and Federal Legislative Delegations

(Appendix B: Continued)

2. Justice Center

Three Categories of Steering Committees

1) Courts

- Superior Court Judges
- District Court Judges
- Clerk of Court
 - District Attorney
 - Public Defender
 - Sheriffs Office
 - CCBI

2) Public Records Administration

- Commissioner's Designee
- Clerk to the Board
 - Register of Deeds
- County Manager's Office
- County Attorney
- Budget & Management Services
- Community Services (GIS Division)
- Revenue Department

3) General

- Court Space Planning Committee
- County Senior Management Team
- Criminal Justice Partnership
- Citizens Energy Advisory Commission
- General Services Administration
- Facilities Design & Construction

*Additional Participants

- NCSU College of Design – Peer Review Sessions
- City of Raleigh Appearance Commission
- Wake County Bar Assoc.
- Tenth Judicial District Bar
- Criminal Justice Partnership

E. Schematic Design Approval by Board of Commissioners

F. Preparation of Design Development & Construction /Bid Documents

G. Preparation of Furniture Layout & Selection; Signage & Graphics Layouts

H. Board of Commissioners Approves Contract Award for formal contracts (>\$500,000)

(Appendix B: Continued)

PUBLIC ENGAGEMENT – TIMELINE – JUSTICE CENTER PROJECT

Justice System Master Plan

- June 2005 – 30-Year Master Plan completed to define and schedule expansions to judicial, detention, law enforcement and selected County administrative functions.
 - detailed architectural space programs, stacking plans, conceptual diagramming, general space planning for future detention requirements

Designer Selection Process

- June 30, 2006 – RFP Issued to 150 Design Firms / 8 Proposals Received
- Aug 10, 2006 – Short List of (5) Selected for Further Consideration
- Aug 29-30, 2006 – Design Team Interviews – Short List Narrowed to (2) Finalists
- Sept-Oct 2006 – Site Visits to (4) Courthouse Projects for Each Finalist
- Oct 2006 – Reference Contacts (15 for each Finalist)
- Nov 2006 – Interviews with Finalists
- Dec 2006 – Design Team Selected

Project Design Sequence to Date

- Jan - July 2007 – Pre-Design & Programming
 - ongoing participation by 3 Steering Committees and NCSU Peer Review, culminating with presentation to Board of Commissioners July 23, 2007

- Aug 2007 – March 2008 – Schematic Design

During this process, in addition to workshops with Steering Committees and NCSU Peer Review, presentations made to:

- Administration of the Courts (AOC)
- Wake County Bar Association
- SE Raleigh CAC
- Downtown Raleigh Alliance
- Citizens Energy Advisory Commission
- Raleigh City Council – Informational session
- Board of Commissioners – Schematic Design Approval March 24, 2008

(Appendix B: Continued)

- Public Information Sessions:
 - Feb 11, 2008 – Public Safety Center (Downtown)
 - Feb 12, 2008 – Northern Regional Center (Wake Forest)
 - Feb 18, 2008 – Knightdale Town Hall (Knightdale)
 - Feb 19, 2008 – West Regional Library (Cary)
- April – October 2008 – Design Development
 - Bi-monthly meetings with Steering Committees and NCSU Peer Review
 - June 17, 2008 – Presentation to City of Raleigh Appearance Commission

Appendix C: CFAC Proposed Selection Process via Competitions

Design competitions, through their competitive nature, encourage Architects to push the “design envelop” and encourage innovative solutions.

As Stephanie Vierra writes in “Running a Design Competition:”

Design competitions have been a standard method of selecting the best design or most qualified designer for a project for centuries. As far back as the 1400s, a competition was announced in Florence, Italy for the design of the main Dome of the Cathedral of Santa Maria del Fiore which had been under construction for more than a century. The solution chosen, which was submitted by goldsmith and clock maker Fillipo Brunelleschi, was a master achievement that still amazes architects, engineers, and scientists today for the ingenious solutions to the architectural and engineering puzzles Brunelleschi solved through his design.

A design competition is a vehicle to allow entrants to solve a proposed problem and compete against others, oftentimes their peers, in order to receive an award or building project. Entries to a competition are usually reviewed and awarded by a jury who is charged with making both objective and subjective evaluations of the entries based on criteria established for the program. Competitions have expanded in scope and purpose since the days of Brunelleschi and may be utilized to accomplish many goals within the design and building arts professions. Competitions are increasingly utilized to award projects and ideas based on not just aesthetic merits but a more comprehensive and holistic approach to design. Competitions have the ability to bring many different design ideas, innovations, and publicity to a project, an issue, or to the designer/design team; which is why it is important to carefully plan and develop a competition with stated goals and outcomes in mind.

Furthermore, as Andy Pressman, FAIA writes in “Practice Matters, Competitions: Opportunity or Exploitation:”

Roger Schluntz, FAIA, a noted professional advisor for competitions, suggests that one of the biggest beneficiaries of design competitions is the public. The educational consequences of presentations, exhibits, and the media can be extraordinary. Schluntz says, ‘as a result of increased awareness of the value of design and heightened expectations, both the profession and public can profit.’

The CFAC recommends the county consider design competitions for signature or significant public facilities. Thus, we recommend that the Architect be selected via a competition process for any project that is determined under BOC resolution to be a signature public facility. For example, the BOC might determine that projects with high public use and a total construction budget equal to or over \$50 million would indicate construction of a “signature public facility”.

(Appendix C: Continued)

Proposed Competition Summary

While the CFAC recommends the County consider design competitions for signature projects (those with project budgets greater than \$50 million), the following is a proposed competition summary using a smaller threshold for illustrative purposes.

The Competition would be a two (2) phase process.

Phase 1 – Open

An RFP requesting conceptual design submittals would be sent to any interested Architect. The RFP must include all of the rules for the competition. In order to limit the amount of required work by the interested firms (thereby maximizing the number of entries) the rules would stipulate a short design period and a maximum quantity of drawings for the actual submittal. As an example (depending on the project), the submittal period could be two (2) weeks, with the presentation limited to one (1) 24” x 24” drawing with the site plan at a specific scale.

Phase 2 – Invited

A jury will select 3 to 10 firms to be invited to expand the conceptual designs to a specific format for this stage. The number of firms selected, which must be included in the RFP, will depend on the size and type of project.

Payments, which will be provided to each firm immediately upon completion of their final submittal, will vary with each competition. An example:

Project Construction Budget:	\$25,000,000
Competition Budget (.5%)	\$125,000
Number of Invited Firms	5
Payment to Each Firm\$	25,000

The total cost of the competition, including the payments to the Architects would be deducted from the normal percentage fee paid to the Architect under the existing selection process. Therefore, the proposed Process via Competitions would not cost any more than the existing process.

Although some may still argue that the County should not pay \$125,000 (in the case of this example) for 5 designs, one should think about what the \$125,000 “buys” for the project. The County would have 5 advanced conceptual designs (with approximately 50% of Schematic Design completed) at the cost of approximately 42% of the normal Schematic Design fee. Assuming that the normal 15% of the fee would be allocated to Schematic Design (Total fee @ 8.0% = \$2,000,000 x .15 for Schematic Design = \$300,000). The poor design ideas would have been vetted through Phase 1. The County can refer to the other 4 designs from Phase 2 for ideas that can be included in the winning design.

(Appendix C: Continued)

Inasmuch as this proposal will require the establishment of an on-going competition process, a preliminary outline of subjects to consider follows:

- Competition Administration
- RFP Format
- Project Program
- Project Budget
- Schedule
- Rules and Guidelines
- Jury Selection and Process (with sustainable design as a required criteria)