



Agenda Item No. 7.

Staff Report

Date: March 15 2022

To: Mayor Robbins and Council Members

From: Richard Simonitch, Public Works Director
Christa Johnson, Town Manager

Subject: Draft Five Year Capital Improvement Plan (CIP)

Recommendation

This is a discussion item to receive input from the Town Council on the Draft Five Year Capital Improvement Plan (CIP) document. Based on the discussion, an updated, final version of the CIP will be included in the Fiscal Year 2022-23 budget document.

Background and discussion

The Five Year Capital Improvement Plan (CIP) is a planning tool designed to identify facilities and infrastructure improvements which will be considered for development over a five year time frame beginning in FY 2021-22 through FY 2025-26. This item includes CIP tables showing improvements and their currently estimated expenses as well as identified revenues for funding those improvements. The CIP is a companion portion of the budget process for the fiscal year 2022-2023 (FYE23) budget and this Draft CIP will be updated and included in the FYE23 budget document.

The continued development of capital infrastructure and public facilities is essential to the future of the Town. Like most other jurisdictions, the Town faces challenges in which demand for infrastructure and facilities exceeds the resources available for their construction and operation. This challenge is better understood by going through the process of developing the CIP. The improvements identified in the CIP that are approved by the Town Council will provide a clear and achievable investment that will maintain, improve, and expand the infrastructure and facilities serving the citizens of Ross.

The CIP is intended to be dynamic in nature and will change from year to year as priorities, needs and funding change. The CIP is a guide for the consideration, selection, and development of

roads, drainage facilities, bridges, parks, and other Town buildings and facilities. There will be continual refinement of this information as we move forward.

Fiscal, resource and timeline impacts

This CIP shows rough estimated expenses and revenues to fund the Town's future capital projects through FYE26. Many of the expense estimates are very preliminary and are anticipated to change as scopes and designs move forward on the respective projects. Figures will be updated as better information becomes known.

Alternative actions

Alternatives to the proposed projects shown in the CIP can be discussed.

Environmental review (if applicable)

N/A

Attachments

- Draft 5 Year Capital Improvement Plan (CIP) document

TOWN OF ROSS
DRAFT 5 YEAR CAPITAL IMPROVEMENT PLAN (CIP)
Fiscal Year 2021-22 through 2025-26

Background and discussion

The Five-Year Capital Improvement Plan (CIP) is a planning tool designed to identify facilities and infrastructure improvements which will be considered for development over a five-year time frame beginning in FY 2021-22 estimated actuals through FY 2025-26. This item includes CIP tables showing a list of proposed capital improvements and their currently estimated expenses as well as revenues identified for funding those improvements. The CIP is a companion portion of the budget process for the fiscal year 2022-2023 (FYE23) budget.

A 5-Year CIP is useful in:

- Identifying long-term capital improvement objectives with direction from the Town Council
- Identifying possible funding opportunities
- Enhancing coordination and communication between departments and other entities involved in the development of capital projects
- Increasing alignment between infrastructure and facilities projects and the Town Council's goals, objectives and annual budget process
- Increasing the awareness of planned capital projects for the public and community partners

The continued development of capital infrastructure and public facilities is essential to the future of the Town. Like most other jurisdictions, the Town faces challenges in which demand for infrastructure and facilities exceeds the resources available for their construction and operation. This challenge is better understood by going through the process of developing the CIP. The improvements identified in the CIP that are approved by the Town Council will provide a clear and achievable investment which will maintain, improve, and expand the infrastructure and facilities serving the citizens of Ross.

The CIP is intended to be dynamic in nature and will change from year to year as priorities, needs and funding change. The CIP is a guide for the consideration, selection, and development of roads, drainage improvements, bridges, parks, and other Town buildings and facilities. There will be continual refinement of this information as we move forward.

The following tables are included:

Figure 1 - Expenses shows capital projects included in this year's budget as well as the next four fiscal years for road resurfacing, bridge replacement or repair, drainage infrastructure, and other

Town facilities. The expenditures for actual estimated FYE22 costs are the same as included in the budget unless current cost estimates are available.

Roadway Improvements

Pavement Rehabilitation Program: Roadway projects selected for Pavement Rehabilitation Program are prioritized based on annual condition assessment of the Pavement Condition Index (PCI) and the timing of major underground pipeline projects by the Town as well as by RVSD, MMWD and PG&E. FYE22 saw the completion of that year's pavement program including pavement overlays for Ross Common, Redwood Ave, and the Post Office parking lot, and a microsurfacing on El Camino Bueno. Prior to paving in these locations, Public Works used the opportunity to install underground conduit for the proposed EV stations at the Post Office parking lot and for extending the Post Office irrigation well discharge line across Ross Common to irrigate the "grove area" next to Ross School.

In general, streets with PCI's higher than 80 can benefit from periodic slurry seals to add 3-5 years of additional pavement "life" so the Town sets aside \$15,000 each year for this purpose. Other slurry seal candidates include streets with higher PCI's that have undergone recent extensive open trench-related pavement restoration. The FYE22 slurry seal project was a micro-surfacing of El Camino Bueno which was heavily impacted by the 2017-2019 RVSD utility undergrounding projects and recent service lateral trenching by PG&E and MMWD. The Town is planning a similar microsurfacing of Skyland Way for FYE23 slurry seal program in addition to full pavement restoration of Fernhill Ave between Shady Lane and Glenwood. In addition to the restoration of Fernhill Avenue roadway, the FYE23 CIP proposes also that an asphalt pedestrian pathway be constructed on Fernhill Avenue between Norwood Drive and Branson School along the Southerly side of the street.

Figure 3 shows the specific roadway segments to be rehabilitated each year as part of the 5-year Pavement Rehabilitation Program schedule along with their current PCI. The costs in total by fiscal year are included in Figure 1.

ADA Transition Plan – Improvements: The Town of Ross updated the 2007 ADA Transition Plan in FYE21 which identified and cataloged all the pedestrian public access routes in Town, including sidewalks, pathways, and accessible ramps within the Town-maintained roadway system. This report is used by Public Works to assess and prioritize needs within Town. Short term projects from this plan include new handicap ramps on Sir Francis Drake near the Winship Bridge, and possible sidewalk and pathway repairs along Sir Francis Drake and Shady Lane. These types of projects are funded by the Roadway Fund and Gas Tax Fund

ADA Transition Plan – Town Hall Buildings: The Town of Ross prepared an ADA Transition Plan for the Town Hall in FYE22 to identify ADA compliance needs for those structures identified as "Public assembly areas". For the initial project the FYE23 CIP proposes a reconstruction of the administration and accessible parking area damaged by tree root uplift adjacent to the Town Hall, including the addition of two compact parking spaces for the EV station that was installed in 2020.

This project is estimated to cost about \$60,000. This project will be funded by the Facilities and Equipment fund.

Laurel Grove Safe Routes to School (SRTS) Project: This \$1,100,000 (estimated) project will provide a new pedestrian pathway on Laurel Grove from Sir Francis Drake to Canyon Way and will include some widening and reconfiguration of the roadway to accommodate a safe pedestrian route. \$400,000 is funded by a Safe Pathways to School grant awarded by the Transportation Authority of Marin (TAM) in 2019 with the balance funded by the Roadway fund. The Town is near completion of 65% design level plans and construction may begin in late 2022. Looking ahead to a future Phase III extension toward Makin Grade, the Town received a \$75,000 grant from MTC for preliminary engineering. If Council approves the extension, final design would be scheduled to coincide with the construction of the current phase, however the forecasted shortfall in the roadway fund by FYE24 will require a readjustment of the pavement program or additional grant funding to accommodate this improvement.

Bridges & Drainage

Winship Bridge – HBP – Replacement: The Winship Bridge replacement project completed the California environmental certification process (CEQA) in 2020 and is in the final stages of the Federal environmental certification process (NEPA). Right-of-way and final design is expected to be completed by the end of 2022 and construction is expected to commence in Spring of 2023.

Up until the end of 2020, the funding for this project was on track to be fully funded by the Highway Bridge Program (HBP) and some Marin County Flood Control (MCFCD) Flood Zone 9 funding. Caltrans and MTC who administer the HBP program announced in late 2020 that the HBP program was “oversubscribed” and several bridge projects that were not yet cleared for construction (such as Winship Bridge) may see delays in construction funding allocations until 2024 or possibly later. The project is continuing with NEPA and Right-of-Way certification effectively “borrowing” from the Town’s drainage fund until the HBP is funded. The draft CIP currently assumes that construction funding can be made available on schedule for construction commencing in Fall of 2023 and completion in 2024.

Drainage Improvements – Town wide: In 2019 the extensive Bolinas Avenue Storm Drain project was completed under a joint-funding agreement with the Town of San Anselmo. The CIP is proposing an extension of that project to redirect the Bolinas Avenue runoff from the outfall at the Winship bridge to a point further downstream, just below the Sir Francis Drake bridge. This project will provide an additional level of flood protection to the Bolinas Avenue residents and will cost approximately \$600,000 and would be funded by the Drainage Fund. Design would be completed in late 2022 and construction could be completed by mid-2023.

Most of the Town’s remaining drainage improvement projects are small, localized replacement projects which are primarily identified in consideration of public safety and frequency of failure. The Town hired a consultant team in FYE22 to prepare a Storm Drain Master Plan to identify the long-range maintenance and replacement needs of the Town-maintained storm drain system and the CIP is budgeting \$75,000 per year to fund these rehabilitation-type projects.

Creek Bank Protection Town Hall Parcel: Stabilization along the Town Hall parking lot Corte Madera Creek bank is needed in the near future to stabilize the bank and prevent erosion, coinciding with the timing of the Town facilities redevelopment project.

Facilities

The public safety building is physically and functionally obsolete, with extensive structural deficiencies, and is not compliant with Essential Service Act requirements for public safety buildings. Technical studies have determined that it would be cost prohibitive to correct the numerous deficiencies and non-compliance issues.

The Town is currently evaluating the various services the Town provides from the Town Hall and safety building site to determine service needs and related facilities that should be provided from this site in the future. Following a Town Council policy decision in November 2021 to eliminate Fire Station 18 in Ross, the Town will begin a Town Facility Master Plan which will provide the facilities goals and priorities, site analysis and program information, illustrative site plan (with multiple concepts reviewed in the process), phasing, implementation sequence, and costs associated with the facility development. This process will include significant community engagement and meetings to develop policies and facilities that best meet the needs for Ross, including the final decisions regarding the inclusion of paramedic facilities. The Facilities section of Figure 1 represents an estimated cost of \$14,000,000 expended through FYE26 to complete the reconstruction of the Town facilities including site reconstruction and new Town Administration, Police, and the (assumed) Paramedic facilities.

The Town established a Rule 20A undergrounding district in 2019 to underground the overhead utility lines along the Town Hall parcel frontage as part of the redevelopment of the Town's facilities on this parcel mentioned above. In 2021 the Rule 20A program underwent major changes by the California PUC which essentially ended the Rule 20A credit allocation program the "5-year borrow" option, and the ability to purchase credits from other agencies at discounted costs. PG&E has estimated the cost of this undergrounding project to be approximately \$1,300,000. The Town will have \$280,000 in Rule 20A credits accumulated so it is estimated that the Town would need to contribute \$1,020,000 from the Facilities and Equipment fund through FYE25 to fund this project.

Related to parks and recreation facilities, the Town completed the Ross Common Landscaping Improvement Master Plan in FYE22 at a cost of \$37,500, which identifies several minor projects intended to improve and enhance public access to the Common, with implementation occurring over the next five years. The first project, scheduled for this summer, will be the rehabilitation and replacement of the asphalt pathways and sidewalks throughout the Common and along the street frontage, estimated to cost about \$375,000. The Town will be utilizing State Proposition 68 grant funds of \$177,000 for a portion of the total project costs, with the remainder coming from the Facilities and Equipment Fund. The remaining projects planned over the next 4 years include the removal and replacement of the perimeter hedge and the installation of minor park amenities that were identified in the Landscape Improvement Master Plan.

Figure 2 - Revenues show the revenue sources for the capital projects included in Figure 1. The Roadways, Bridges, and Drainage improvements are shown being funded by a mix of grant programs, roadway and drainage impact fees, and by utilizing a portion of the existing fund balances in the Roadway and Drainage Funds which are designated for capital improvements. Revenue from impact fees have been reduced by approximately 25% from previous years estimates to account for perceived slow-down in new construction permits and the new California laws regarding charging impact fees on new ADU permits.

The funding for other Town facilities and parks comes from other sources such as the Town Operating Fund and Facilities and Equipment Fund. Funding for the Town's buildings and parks will be challenging. The Facilities and Equipment Fund is expected to have a fund balance of \$7M at the end of this fiscal year which includes \$575,000 from the federal American Rescue Plan grant and the current budgeted transfer from the Operating Fund of \$550,000. The Town has been actively saving funds to assist in funding a portion of the public safety and administration facility costs and anticipates that it will have approximately \$7 million available to contribute to the facilities. The remainder of the facility costs would likely need to come from some form of debt financing.

With each budget since FYE17 the Town has transferred at least \$375,000 annually from the Operating Fund to meet the significant facility needs of the Town. In FYE20, the Town increased the transfer to \$1 million. In FYE22, the transfer was increased to \$2 million. In FYE22, a \$550,000 transfer has been budgeted and in FYE23 the proposed budget includes a transfer of \$550,000 to assist in funding substantial future facility capital costs. The Town plans to continue budgeting for a minimum of \$500,000 per year transfers from the Operating Fund to the Facilities Fund in the coming years.

Other funding sources for facilities and parks will be reviewed, analyzed, and potentially pursued including additional funds from the Operating Fund, grants, partnering relationships, contributions, and potential ballot measures.

Fiscal, resource and timeline impacts

This CIP shows rough estimated expenses and revenues to fund the Town's future capital projects through FYE26. Many of the expense estimates are very preliminary and are anticipated to change as scopes and designs move forward on the respective projects. Figures will be updated as better information becomes known.

Figure 1
Capital Improvement Plan (CIP) Expenses

Expenses

Item	Account	FY 21-22 Est. Actual	FY 22-23 Budget Est.	FY 23-24 Budget Est.	FY 24-25 Budget Est.	FY 25-26 Budget Est.	Total
Expenditures							
Roadway Improvements							
Pavement Rehabilitation Program	9040-45	\$550,600	\$301,000	\$325,000	\$613,000	\$255,000	\$2,044,600
ADA Transition Plan - Improvements	9125-45/51	\$18,000	\$25,000	\$25,000	\$25,000	\$25,000	\$118,000
Safe Routes - Laurel Grove	9075-45	\$90,000	\$400,000	\$700,000			\$1,190,000
Subtotal		\$658,600	\$726,000	\$1,050,000	\$638,000	\$280,000	\$3,352,600
Bridges & Drainage							
Winship Bridge - HBP - Replacement	9064-65	\$20,000	\$350,000	\$1,250,000	\$2,465,000		\$4,085,000
Drainage Improvements - Townwide	9007-65	\$15,000	\$50,000	\$75,000	\$75,000	\$75,000	\$290,000
Bolinas-SFD Drainage	9205-65	\$20,000	\$150,000	\$430,000			\$600,000
Storm Drain Master Plan		\$50,000	\$100,000				\$150,000
Creek Bank Protection Town Hall site					\$300,000		\$300,000
Subtotal		\$105,000	\$650,000	\$1,755,000	\$2,840,000	\$75,000	\$5,425,000
Facilities							
Natalie Coffin Greene Park Amenities	9062-66	\$0	\$20,000	\$85,000			\$105,000
Town Master Plan Facilities	9105-66	\$25,000	\$300,000	\$700,000	\$5,000,000	\$8,600,000	\$14,625,000
Town Hall Improvements	9189-66	\$25,000	\$25,000	\$20,000	\$20,000	\$20,000	\$110,000
Public Safety Building	9199-66	\$5,000	\$25,000	\$25,000	\$25,000		\$80,000
Bathroom Enclosures FAP NCG			\$18,000				\$18,000
Rule 20A PG&E Undergrounding	9201-45			\$200,000	\$650,000	\$250,000	\$1,100,000
Ross Common Rehabilitation	9188-66	\$50,000	\$375,000	\$125,000	\$100,000		\$650,000
ADA Transition Plan - facilities	9126-66	\$1,300	\$25,000	\$40,000	\$20,000	\$20,000	\$106,300
							\$0
Ross Common Well Rehab (3 wells)		\$40,000					\$40,000
Post Office EV Station	9179-66	\$28,000					\$28,000
Subtotal		\$174,300	\$788,000	\$1,195,000	\$5,815,000	\$8,890,000	\$16,862,300
Total Expenditures		\$937,900	\$2,164,000	\$4,000,000	\$9,293,000	\$9,245,000	\$25,639,900

Figure 2
Capital Improvement Plan (CIP) Revenues

Revenues

Item	Account	FY 21-22 Est. Actual	FY 22-23 Budget Est.	FY 23-24 Budget Est.	FY 24-25 Budget Est.	FY 25-26 Budget Est.	Total
Revenues							
<u>Roadway Improvements</u>							
Road Impact Fees	5115-45	\$100,000	\$150,000	\$150,000	\$150,000	\$150,000	\$700,000
TAM LSR Measure A, AA	5504-45	\$54,500	\$55,500	\$56,500	\$57,500	\$57,500	\$281,500
TAM Measure B - Element 1	5505-45		\$24,000			\$24,000	\$48,000
Gas Tax/RMRA	5120-51	\$125,625	\$125,000	\$125,000	\$120,000	\$120,000	\$615,625
TAM Laurel Grove SRTS Grant		\$90,000	\$257,000				\$347,000
Subtotal Roadway Funding		\$370,125	\$611,500	\$331,500	\$327,500	\$351,500	\$1,992,125
<i>from(+) or to(-) Roadway Fund balance</i>		<i>\$288,475</i>	<i>\$114,500</i>	<i>\$718,500</i>	<i>\$310,500</i>	<i>-\$71,500</i>	<i>\$1,360,475</i>
<u>Bridges & Drainage</u>							
Winship Bridge - HBP - Replacement	5140-65	\$0	\$0	\$1,620,000	\$2,465,000		\$4,085,000
Drainage Impact Fees	5115-65	\$100,000	\$150,000	\$150,000	\$150,000	\$150,000	\$700,000
Subtotal Bridge + Drainage Funding		\$100,000	\$150,000	\$1,770,000	\$2,615,000	\$150,000	\$4,785,000
<i>from(+) or to(-) Drainage Fund balance</i>		<i>\$5,000</i>	<i>\$500,000</i>	<i>-\$15,000</i>	<i>\$225,000</i>	<i>-\$75,000</i>	<i>\$640,000</i>
<u>Facilities</u>							
Contributions - Park Improvements	5400-60		\$10,000				\$10,000
Rule 20A PG&E Work Credits				\$0	\$280,000		\$280,000
Prop 68 Park Grant		\$37,000	\$140,000				\$177,000
TAM EV Station Grants		\$19,500					\$19,500
Facility Debt Financing					\$3,500,000	\$4,000,000	\$7,500,000
<i>Other Funding/Fund Balance</i>		<i>\$117,800</i>	<i>\$638,000</i>	<i>\$915,000</i>	<i>\$2,315,000</i>	<i>\$4,890,000</i>	<i>\$8,875,800</i>
Subtotal Facilities Funding		\$174,300	\$788,000	\$915,000	\$6,095,000	\$8,890,000	\$16,862,300
Total Revenue		\$644,425	\$1,549,500	\$3,016,500	\$9,037,500	\$9,391,500	\$25,639,900

Figure 3 - PAVEMENT REHABILITATION PROGRAM

Schedule for 2022-23			
	PCI	AREA	
Fernhill Ave (Entire Length)	64	49,380 SF	192,801
Slurry Seal Program (Skyland)			15,000
		Subtotal	207,801
		Including 20% Contingency and 25% Engineering	301,312
Schedule for 2023-24			
	PCI	AREA	
Laurel Grove (SFD-Canyon)	71-86	44,000 SF	171,796
Winding Way (Laurel Grove to 600' West)	54	9,600 SF	37,483
Slurry Seal Program			15,000
		Subtotal	224,278
		Including 20% Contingency and 25% Engineering	325,203
Schedule for 2024-25			
	PCI	AREA	
Hill Road	43	8,250 SF	32,212
Upper Road (Entire Length)	90-65-62	77,660 SF	303,219
Chestnut Avenue (Bridge Road to Town Limit)	53	18,590 SF	72,584
Slurry Seal Program			15,000
		Subtotal	423,014
		Including 20% Contingency and 25% Engineering	613,371
Schedule for 2025-26			
	PCI	AREA	
Winship Avenue	80-90	24,095 SF	94,078
Sunnyside Way (Entire Court)	62	2,000 SF	7,809
Garden Rd.	48	9,520 SF	37,170
Wellington Ave (Barber-Garden)	48	5,525 SF	21,572
			\$15,000
		Subtotal	175,629
		Including 20% Contingency and 25% Engineering	254,662