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February 17, 2010

Mr. David Womacks
Director, Public Works
City of Oakland Park
3801 NE 5th Avenue
Oakland Park, FL 33334

**Re: Facilities Master Plan: Final Report
City of Oakland Park
ADG Project No. 791-07/1.02**

Dear Mr. Womacks:

Enclosed is the Final Report for the Facilities Master Plan, as adopted by the City Commission on February 17, 2010. The project was undertaken as a multi-task process, beginning in May 2008 with two concurrent tasks: 1.) the survey and assessment of existing city facilities conditions, capacity, and space utilization, and 2.) the analysis of the space and facility requirements of various City departments. These tasks were concluded in January of 2009, and are included in this report. An element of the facilities assessment, the “Citywide ADA Study” was submitted on January 26, 2009.

Subsequent to these tasks, ADG has prepared preliminary recommendations to include development alternatives for existing facilities, proposed future facilities, and a Capital Improvement Program with a phased approach to implementation and funding priorities. Input from City staff throughout this process and a presentation at a May 2009 Commission Workshop provided the Consultant further direction in preparing recommendations that support the City’s Strategic Plan initiatives.

It is important to note that master planning is necessarily a fluid process. The Facilities Master Plan has evolved over the past two years in an attempt to adjust to and keep pace with the current volatile economic climate and the City’s refinement of budget priorities, internal re-organization and staffing, and the completion of facility upgrades and the re-location of departmental staff. Conditions can and will continue to change, and it is recommended that the Plan and Capital Improvements Program outlined in this Report be re-visited annually to assess progress, make modifications to adjust to current economic and demographic conditions, and refine the implementation strategy.

Elements and/or issues investigated in the study that we wish to bring to the attention of the City Commission and Administrative Staff are summarized as follows:

The Future of Oakland Park: Population Growth and Impact

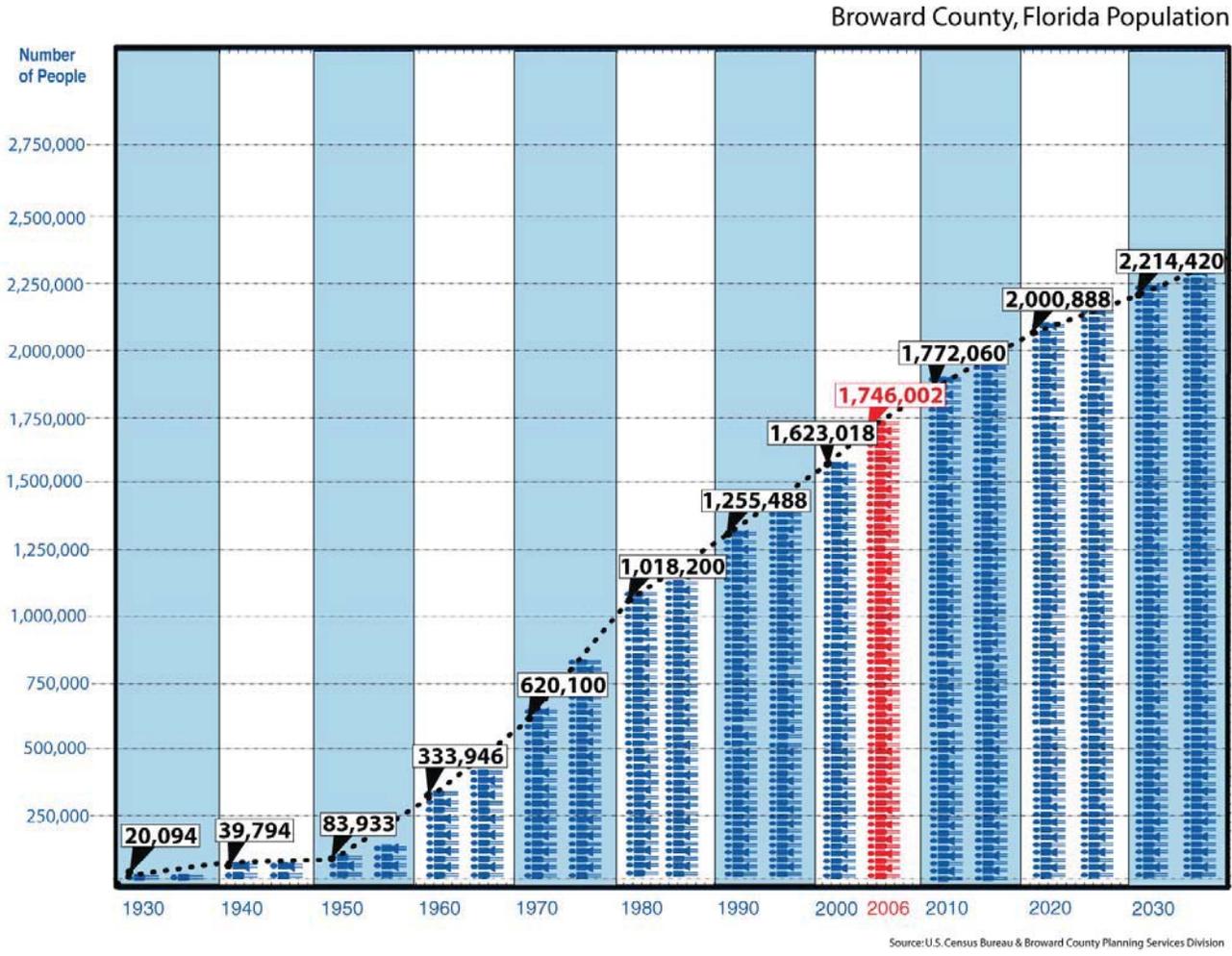
In many important aspects, the relationship between population and levels of service is closely related. Future needs are largely based upon population growth projections and demographic changes, as these relate to the City's provision of services and the potential need for new or enlarged facilities and increased staffing levels. Conversely technology and increased efficiency in the delivery of services will have an impact upon municipal personnel, and may mitigate the need for expansion related to future service requirements.

Recent forecast data has reduced previous population estimates for the 2005 baseline, and has adjusted future population totals to reflect slower growth rates than previously factored. However, long-range planning efforts do need to anticipate that growth will resume once Florida and the nation's economy stabilizes. What is significant to consider is the way in which the City will grow. As Broward County is approaching a "build-out" scenario, the pattern of growth is expected to result in higher densities. In particular, municipalities in the eastern region of the County, such as Oakland Park, are expected to see the majority of that growth.

Supporting that growth pattern, adopted future land uses for the City include increased density in existing residential areas, in addition to changes of use from commercial to mixed use with additional residential units at high density. The established goals of the City's adopted CRA Master Plan further encourage mixed use and transit oriented development, to support affordable housing initiatives, higher density residential development, and pedestrian oriented amenities. Future planned development that puts less emphasis on serving the out-migration patterns of a commuting work force, will likewise put greater demands on specific City services as well.

The following population growth chart for Broward County has been updated for revised forecast data published by Broward County Planning Services Division (BPSD) in July 2009. Population forecasts for 2010 into the future are on the whole 6-8% less than BPSD's previous forecast data published in 2005. In contrast, the population chart for the City is based upon the most recent forecast data from March 2007. It may be anticipated that similar modifications to these forecasts will apply.

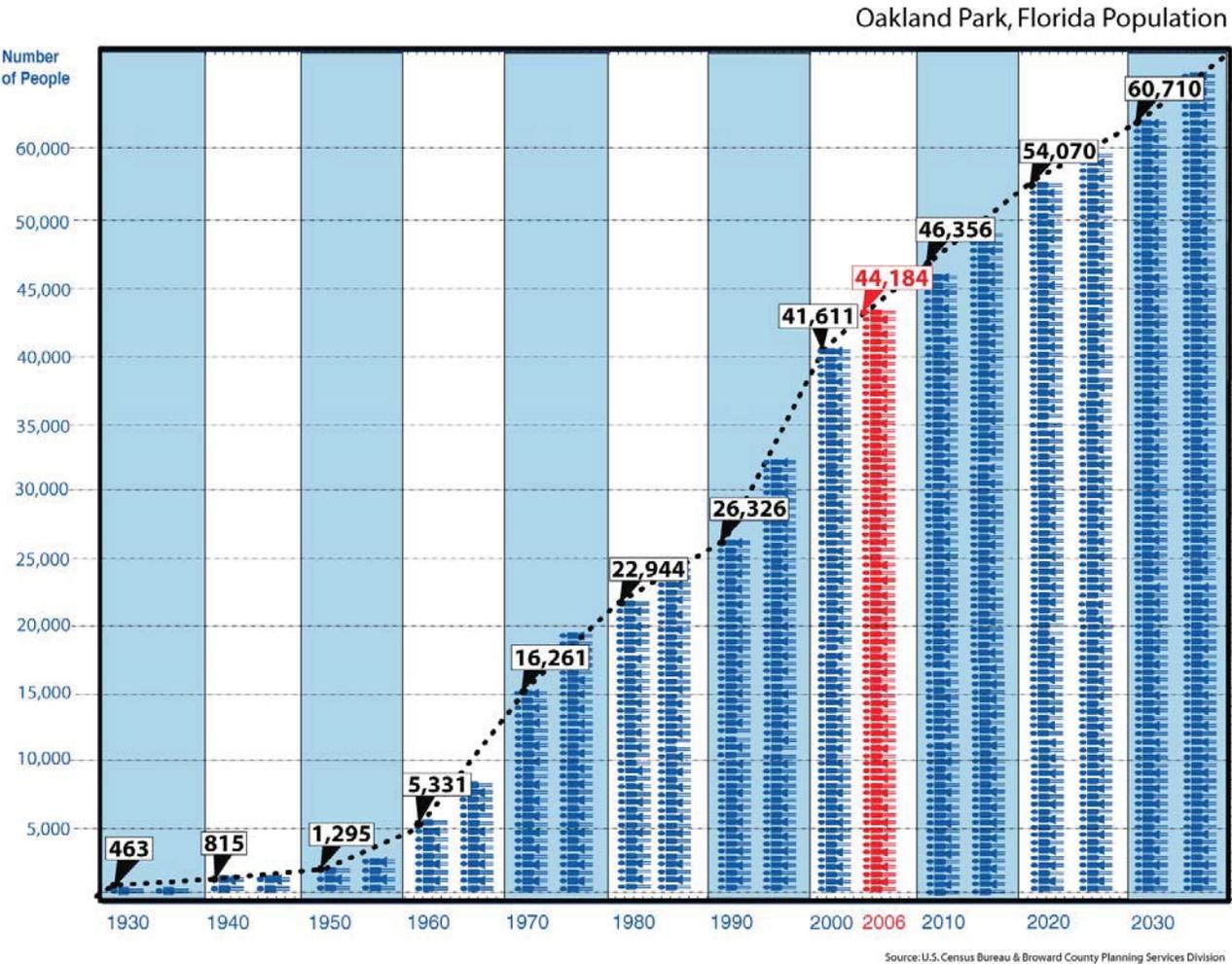
Facilities Master Plan: Executive Summary
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Broward County Population

This chart reflects the census population of Broward County and its growth for the period of 1930 to 2030 with projections for the years 2006, 2010, 2020, and 2030 based on July 2009 forecast data. The chart reflects forecasts which account for the beginning of a decline in the average annual population growth in the period from 2000-2005, with a sharp decline in the period from 2005-2010. Forecasts project growth beginning in 2010, but at a rate less than half that of decades previous to 2000. This chart does not reflect seasonal population which has a direct impact upon services provided by government entities.

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City of Oakland Park Population

This chart reflects the census population of the City of Oakland Park for the period of 1930 to 2030 with projections for the years 2006, 2010, 2020, and 2030 based upon March 2007 forecast data. More recent forecast data in July 2009 for Broward County projects a decline in growth in the period from 2000-2010, and a growth rate half that of previous decades for the period from 2010-2030. A similar decline in population in the City from 2000-2010 is yet to be confirmed with the upcoming 2010 Census, and it may be anticipated that the City' annual growth rate beyond 2010 will be likewise slower than previous forecasts.

These population forecasts and future growth trends support the conclusion that the pattern of City and County growth will continue to be the primary factor in predicating service levels. We believe that the careful monitoring of both population growth forecasts and “trends” as discussed in this report are in the best interests of the City of Oakland Park as either factor has the ability to significantly affect the proposed Capital Improvement Program, both with respect to project size as well as project priority.

Facility Utilization and Spatial Needs Assessment

The master plan process involved an analysis of the City’s growth and the anticipated impact on facilities. As the economic recession has evolved through the course of this study, forecast data as previously discussed, has been revised. Moreover, the wave of foreclosures and other effects of the economic downturn are readily observable. In response, the conclusions of this report are based upon revised time frames which include a five year window for “current” need, and future need projections at longer intervals for 2020 and 2030. In this regard, the current recession offers time to “catch-up” to fulfill current needs. However, in relation to the master planning process, it is important to note that historically economic recessions are a short-term phenomenon, and should not defer the need to focus on long-term goals.

In preparing the Spatial Needs Assessment, a multi-task methodology was employed, which included the distribution of a Space Needs questionnaire to designated department personnel, followed by interviews and facility tours to assess the current space utilization. The evaluation, including staff review and consensus, was completed in January 2009. Thus, the current needs have been analyzed based upon the recommended space requirements for a facility to accommodate the staffing levels as budgeted for the 2009 fiscal year. The Spatial Needs Assessment serves to provide recommended facility areas to meet the current and future needs for each department.

As is exhibited in the following Spatial Needs Summary, most existing City facilities do not have the effective functional area that is recommended for the operations of these departments. The City has, for many years, accommodated its spatial needs by adding personnel and services into existing spaces and areas taken over from other departments. In many respects this can be identified as a “Band-Aid” approach that has offered, at best, temporary relief to overcrowding of facilities and other functional deficiencies. The comparison between spatial need (2010-14) and what is currently available illustrates the magnitude of the problem.

Spatial Needs Summary

Department	Existing Facility Area 2009 <i>(estimated gross square feet)</i>	Spatial Requirements <i>(in gross square feet)</i>		
		Current Need 2010-14	Future Need ¹ 2020	Future Need ¹ 2030
City Administration	8,102 ²	13,098	13,678	14,458
Engineering/Community Development	8,568 ³	9,182	9,542	10,952
Police/Broward Sheriff Office	17,289	17,289 ⁴	17,289 ⁴	17,289 ⁴
Fire Rescue	20,473	32,834	34,548	38,318
Public Works ⁵	8,500	14,250	16,600	17,750
Parks and Leisure ⁶	4,500	10,057	10,401	11,249
Total	67,432	96,710	102,058	110,016

1 Cumulative totals
2 Approximate existing office area allocated at City Hall for the City Manager, Finance, City Clerk, Human Resources, and ITS.
3 Existing area noted is the area allocated for Engineering/Community Development at the New Municipal Building.
4 A Space Needs Assessment for BSO future needs is excluded from the scope of this report, existing area carried forward as future need.
5 Combined facility area for administrative and crew functions of both Administration and Operations Divisions. (Unconditioned facility area and yard space for maintenance and storage functions is excluded from this summary table).
6 Combined facility area for administrative and crew functions of both Parks & Leisure Services and Parks Division. (Unconditioned facility area and yard space for maintenance and storage functions is excluded from this summary table).

Facilities Conditions Assessment

The city facilities surveyed under the scope of this study are of varying age and condition, and many can be generally characterized as having been extended beyond their useful life with only minimal renovation and routine maintenance. Most of the existing buildings were originally constructed 20-40 years ago often for entirely different functional purposes, and subsequently have undergone a series of modifications and “piece-meal” additions that have tended to compromise their functionality. Significant issues that were observed are noted as follows:

1. As indicated by their age, the majority of the buildings are not built to current Florida Building Code and depending upon the level of renovation that may be desired, could require significant investment to upgrade to current codes. This factor alone may substantiate that the construction of a new facility is more economically feasible.
2. Although the City is implementing a plan, all buildings are observed to be non-ADA compliant to varying degrees, failing to meet either Federal or State ADA requirements for accessibility.
3. Critical facilities do not meet currently recommended enhanced building requirements for survivability, or design requirements as would be mandated by current Florida Building Code.
4. All buildings surveyed, including new renovations, are unsprinklered. State Life Safety Codes, such as NFPA 1, could mandate the retrofit of certain facilities with sprinkler systems, particularly if undergoing a renovation.
5. Facilities are overcrowded, with equipment and storage boxes compromising functional work areas and in some instances, stored in egress paths, a violation of life safety codes.
6. There are visible signs of moisture penetration in several buildings as a result of leaks, inappropriate construction, or deferred maintenance.
7. Many facilities have poorly sealed windows and doors, the source of significant heat and moisture gains and conditioned air loss.

In summary, many of the existing structures, accommodating critically important functions, are sub-standard and non-compliant with current codes. Their continued utilization, in their present condition, poses specific risks to the City. As an example, the penetration of moisture into the building interior has

the potential of creating air quality issues. This is an important and critical issue, as air quality is typically a product of mold and mildew found in unobserved areas, such as ceiling cavities, behind wall coverings, etc. Furthermore, the conditions of many of these aging facilities pose additional burden upon maintenance requirements, and are generally more costly to operate due to their inherent energy inefficiency.

These observations point to a set of evaluation criteria which was considered as an element of the conditions assessment. In support of the City's Strategic Plan, citywide criteria addressed in this report include security, regulatory compliance, sustainability, information technology, and survivability.

Planning for the Present and Future: Capital Improvements Program

The aim of the Facilities Master Plan and Capital Improvement Program (C.I.P.) is to permit and encourage a pragmatic approach to current and future development of the City's properties. In addition to factors previously discussed regarding space needs and the assessment of facility conditions, the proposed future development of properties has been considered with regards to Future Land Use, the CRA Master Plan, and the recommendations of the Recreation and Parks Master Plan, adopted October 2009.

The Facilities Master Plan is guided in the near term (5 year horizon) by one of the City's seven "Strategic Performance Areas": Financial Stability and Sustainability. The annual operations and maintenance budget is impacted both by the quantity of facilities, as well as the condition of those facilities. Guiding the recommendations in this Plan is the premise of a "sustainable, consolidated, fiscally conservative" approach to managing the City's facility needs. The "Near Term Plan" also borrows from the City's overall business plan strategy to "reshape, automate, resize for excellence" (R.A.R.E.).

The operations and maintenance costs of the existing facilities inventory may be mitigated in 4 ways:

- 1.) consolidate personnel and services at appropriate facilities to reduce the citywide facility area
- 2.) vacate and cease maintenance of under-utilized and defunct facilities which have exceeded their useful life
- 3.) sell or lease viable properties, and/or maintain properties at nominal operational expense to hold for future development

- 4.) upgrade and repair facilities which will be utilized into the foreseeable future, to reduce annual maintenance expenditures and operation costs

These strategies are a primary consideration in the proposed Development Alternatives for many of the City properties. For some properties, long-term goals and objectives are of more significance, and may include the master planning and redevelopment of properties with expanded or new facilities. Importantly, these long range “master plans” also serve to guide the decisions related to investing in interim renovations.

C.I.P. Strategy

The goal which forms the basis of the proposed 5-Year C.I.P. is to phase out the inventory of older facilities which are generally deficient in space needs, more costly to operate and maintain, have cited ADA non-compliant issues, and are not feasible for renovation especially if upgrades are required to meet current building codes. Rather than implement costly renovations, funds are to be allocated towards future new and replacement facilities. This in turn increases the overall inventory of new, modernized facilities which will meet current and future functional and space needs, be compliant with current applicable codes, and meet standards for energy efficient construction, to realize lower operational costs and nominal maintenance in the initial years of the new building’s life cycle (offsetting other capital expenditures).

As summarized in the table below, 74% of the City’s 2009 gross facility area consists of facilities that have been constructed (or undergone major renovation) prior to 2005. The original construction of many of these facilities dates back 40+ years, and in some cases was followed by major renovations 20+ years ago. In consideration that major building elements such as HVAC equipment and the roof (15 -20 year life expectancy) may be nearing the point of replacement, further renovation of such a facility may not be warranted. As previously state, upon further analysis of the facility’s functional utilization, existing conditions, and operations and maintenance costs, funding required for a major renovation is often not economically viable.

Facility Inventory Summary

Inventory: Age of Facility	Citywide Facility Area <i>(estimated gross square feet)</i>			
	Existing 2008/09	Current 2010	Proposed 5-Year 2010-2014	Proposed Future 2020/2030
Pre-2005 Construction/Major Renovation	110,292	89,269	77,280	26,855
Post-2005 Construction/Major Renovation	39,488	39,488	68,688	167,288
Total Citywide Facility Area	149,780	128,757	145,968	194,143

The proposed 5-Year C.I.P. immediately benefits from a reduction of the facility inventory accomplished in 2009: a 20% decrease in gross facility area (GFA) due to the re-location of Engineering & Community Development and the Broward Sheriff Office to the New Municipal Building, and the subsequent re-location of the Active Adults program to the Collins Community Center. This resulted in 3 vacated facility properties: 250 NE 33 Street, Public Safety Building, and the City Annex (lease terminated).

By the conclusion of the 5-Year C.I.P. in 2014, the proposed C.I.P. program projects a nearly 50/50 ratio of pre and post-2005 construction GFA, accomplished in part by a small overall net reduction of facility inventory. By 2020/2030, the proposed C.I.P. program will result in an 86% GFA of post-2005 construction/renovation, or otherwise stated, 86% of the city’s facility inventory will be no more than 15-25 years old. An even more aggressive goal towards a 100% replacement/major renovation of the facility inventory by 2020/2030 may be adopted.

The C.I.P. program also proposes an increase in the total citywide gross facility area by 2020/2030, in response to meeting the projected future need. While this will impact the operations budget proportionately, it is important to note that this additional facility area will be in the category of new, modernized facilities which will be more efficient to operate and maintain.

Proposed Project Priorities and Recommendations

An effective Capital Improvement Program will require consensus on the strategic prioritization of projects, to utilize available funding to strike a balance between improvements required for essential City operations and capital improvements towards meeting the City's future needs. In evaluating the information and conclusions as presented in this report, and in consideration of the current economic uncertainty, we recommend for consideration the following priorities (in no order of preference) to guide the near term and long term capital improvements to be considered in the Facilities C.I.P. for the City of Oakland Park.

Phase I: Near Term (5-10 year)

1. Cost Containment and Maintenance

- Close vacated and underutilized facilities, assess opportunities to lease viable properties to maintain the facility at no cost (and potentially generate revenue), and hold property for future redevelopment.
- Implement an annual assessment for maintenance of city-owned parking facilities, and assess the feasibility of implementing a metered parking system.

2. City-Wide Upgrades and Maintenance of Core Facilities

- Adopt a ten year plan to stabilize and repair those facilities to remain in use for the foreseeable future (beyond 5 years), to accomplish mandated code issues, extend the useful life, and achieve reductions in operation costs, specifically to address the following criteria:
 1. Security (implement citywide system)
 2. Regulatory Compliance: Life Safety and ADA compliance
 3. Energy Efficiency (equipment, fixtures, and building envelope performance)
 4. Information Technology (implement citywide upgrades)
 5. Survivability (as required for critical facilities)

3. Facility Improvements for ADA Compliance

- Adopt a five year plan to achieve citywide ADA compliance as prioritized, in coordination with proposed capital improvements.

Phase II: Long Term Growth and Planning (2020/2030)

4. Public Works Complex Replacement Facility

- Construct a new consolidated Public Works Complex for the Administration and Operations Divisions at the Municipal Services site.

5. New Parks & Leisure Facilities

- Central Community Center
- Library replacement
(coordinate with the Recreation and Cultural C.I.P.)

6. Replace Fire Rescue Facilities / New EOC

- A separate study is recommended to assess the future citywide needs that will establish the long range plans for the effective allocation of facilities and resources. Land acquisition may be a required element.

7. Replace City Hall

- Construct new City Hall at current location or future site to be determined, pending the future development and goals of the CRA Local Activity Center

8. Parking Facilities and Future Transit Oriented Development

- Transit oriented development and other elements of the CRA master plan may require future funding for parking facilities. Available land for Park-and-Ride and similar amenities to serve mass-transit hubs is currently lacking. Upon further definition of the goals and implementation strategy to meet future parking needs, a program to establish funding is to be integrated into the C.I.P. Land acquisition will also require long-range planning.

These recommendations are also in recognition of the City Commission’s policy direction to focus on both the maintenance of public safety and the preservation of “brick and mortar” core services. It is important to note that available funding will influence to a great degree the actual phased implementation of the proposed capital improvements, and what is most essential is to distinguish between the near term and long term objectives.

General Recommendations to Support Project Priorities

1. Facility Planning – Long Term Goals

- It is recommended that the City adopt a facility design “mission statement” that all new facilities be planned to be efficiently and cost effectively designed, that they be planned to accommodate future expansion, and that they are as flexible as possible in order to meet the changing needs in the future and maximize the useful life of the building.

2. Energy Management and Conservation Technologies

- It is recommended that the City adopt a policy to integrate energy management and conservation technologies into new construction and proposed renovations.

3. Capital Improvement Program

- It is recommended that the City adopt a defined C.I.P. plan and put into place appropriate funding that will be of sufficient magnitude as to fund the noted facilities and selected development options. The implementation of a land acquisition strategy will be critical to meet future facility needs.

4. Funding Strategy:

- It is recommended that the City establish a “**City Funding Committee,**” whose goal and/or mission statement is to identify and establish funding methodologies for the improvements and new facilities that are identified within the adopted C.I.P. This Committee should meet on a regularly scheduled basis, identify funding opportunities, seek appropriate grants and pursue alternative funding.

Potential Funding Sources

ADG recently hosted a Public Facilities Funding Seminar to explore various methods for Florida Cities and Counties to fund projects similar to those in the proposed C.I.P. for Oakland Park. The current economic climate of deteriorating revenue sources make this a very challenging time for civic leaders. There is no single “silver bullet” that makes these projects feasible. Rather, it is the leveraging of incremental opportunities and creative thinking that can make continued municipal facility construction possible.

All sources for potential grants should be explored by the City, as well as other potential sources of revenue such as existing bond issues that may be reaching maturity. It is also important that the City prioritize select “infrastructure” and energy efficiency improvement projects which may be eligible for funding by Federal economic stimulus programs, especially those intended to produce jobs.

In consideration of the financial challenges to the City’s established funding strategy, it is anticipated that major capital improvement projects (such as the proposed community center and municipal facilities) may be offered to the voters, at the appropriate time, for approval by general obligation bonds.

Conclusion

There have been numerous individuals who have been generous of their time in helping us to accumulate information, test potential solutions, provide guidance and arrive at conclusions when such was warranted. In particular, we would like to acknowledge and express our sincere appreciation to the following individuals:

- John Stunson - City Manager
- Horace McHugh - Assistant City Manager
- Ken Resor – Assistant Director, Public Works
- Harvey Rambarath - Assistant Director, Engineering & Community Development
- John Perez - Project Manager, Engineering & Community Development
- Marlon Lobban – Civil Engineer II, Engineering & Community Development
- Rick Buckeye - Senior Planner, Engineering & Community Development
- Ray Lubomski - Assistant to the City Manager, CRA Director
- Janette Smith - City Clerk
- Lynn McCaffrey - Director, Human Resources
- Vivienne Kedroe-Lake - Director, Information Systems
- Dane Vose - GIS Services, Information Systems
- Jenna LaFleur - Director, Parks & Leisure Services
- Brian Pagliaro - Assistant Director, Parks & Leisure Services
- Don Widing - Fire Chief
- Jim Henson - Assistant Fire Chief
- Rick LaCerra - Sergeant, District 12 Broward Sheriff Office

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We also express our appreciation to yourself and all City Staff, who assisted ADG in all aspects of this study. Their in-depth awareness of City issues and elements of this study have been very much appreciated.

We are hopeful that this document provides a comprehensive assessment of the citywide facility issues and needs, and will aid decision makers in the successful implementation of a Facilities Capital Improvements Program to meet the City's current challenges and future goals.



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