Infrastructure Replacement and Upgrades

PROGRAM DESCRIPTION

One of the primary roles for facility management in both government and private industry is to provide for the long-term needs of the organization's capital assets. This maximizes the life of the facilities, avoids their obsolescence and provides for a planned program of repairs, improvements and restorations to make them suitable for organizational needs. Infrastructure Replacement and Upgrades is the planned replacement of building subsystems such as roofs, electrical systems, HVAC systems and plumbing systems that have reached the end of their useful life. Major renewal investment is required in facilities to replace old, obsolete building subsystems that have reached the end of their life cycle. Without significant reinvestment in building subsystems, older facilities will fall into a state of ever deteriorating condition and functionality and the maintenance and repair costs necessary to keep them functional will increase. This section also includes the upgrades associated with Americans with Disabilities (ADA) compliance at County facilities.

LINK TO THE COMPREHENSIVE PLAN

Fairfax County's Comprehensive Plan has established a number of objectives and policies in order to:

✓ Ensure adequate infrastructure replacement and upgrades of existing County facilities, and provide urgently needed emergency repairs to facilities in order to meet public health or safety needs.

Source: 2017 Edition of the Fairfax County Comprehensive Plan, Area IV (amended through 10-24-2017), and the Policy Plan Element, Economic Development (amended through 3-4-2014) and Public Facilities Sections (amended through 7-25-2017), as amended.

PROGRAM INITIATIVES

The Facilities Management Department (FMD) currently provides support for evaluating facilities, identifying problems, developing costs estimates, establishing priorities and performing the upgrades required. Some of the major work completed annually at County facilities includes the replacement of building subsystems: HVAC and electrical system repairs and replacement, roof repairs and waterproofing, carpet replacement, parking lot and garage repairs, window repairs/replacement, elevator/escalator repairs/replacement, fire alarm replacement and emergency generator replacement. Fairfax County will have a projected FY 2019 facility inventory of over 10 million square feet of space (excluding schools, parks, housing and human services residential facilities). This inventory continues to expand with the addition of newly constructed facilities, the renovation and expansion of existing facilities and the acquisition of additional property. With such a large inventory, it is critical that a planned program of repairs and restorations be maintained. In addition, the age of a major portion of this inventory of facilities is reaching a point where major reinvestments are required in the building subsystems.

Many County facilities have outdated HVAC and electrical systems that are susceptible to failure or are highly inefficient energy users. Sites are identified and each individual project involves a two-step process to complete both design and construction. Roof replacement, repairs, and waterproofing are conducted in priority order based on an evaluation of maintenance and performance history. Repairs and replacement of facility roofs are considered critical to avoid the serious structural deterioration that occurs from roof leaks. By addressing this problem in a comprehensive manner, a major backlog of roof problems can be avoided. Carpet replacement and parking lot resurfacing are evaluated annually and prioritized based on the most critical requirements for high traffic areas. In addition, emergency generators and fire alarm systems are replaced based on equipment age, coupled with maintenance and performance history. Critical

emergency repairs and renovations are accomplished under the category of emergency building repairs. These small projects abate building obsolescence and improve the efficiency and effectiveness of facilities and facility systems. The following table outlines, in general, the expected service life of building subsystems used to project infrastructure replacement and upgrade requirements, coupled with the actual condition of the subsystem component:

GENERAL GUIDELINES FOR EXPECTED SERVICE LIFE OF BUILDING SUBSYSTEMS

ELECTRICAL	
Service/Power	25 years
Generators	25 years
Lighting	20 years
Fire Alarms	15 years
HVAC	
Equipment	20 years
Boilers	15 to 30 years
Building Control Systems	10 years
PLUMBING	
Pipes and fittings	30 years
Fixtures	30 years
Pumps	15 years
OTHER	
Elevator	25 years
Escalator	25 years
Systems Furniture	20 to 25 years
Roofs	20 years
Paving	15 years
Carpet Tiles	15 years
Broadloom Carpet	7 years

Each year, the FMD prioritizes and classifies capital renewal projects into five categories. Projects are classified as Category F: urgent/safety related, or endangering life and/or property; Category D: critical systems beyond their useful life or in danger of possible failure; Category C: life-cycle repairs/replacements where repairs are no longer cost effective; Category B: repairs needed for improvements if funding is available, and Category A: good condition.

In April 2013, the County and School Board formed a joint committee, the Infrastructure Financing Committee (IFC), to collaborate and review both the County and School's Capital Improvement Program (CIP) and infrastructure upgrade requirements. One of the goals of the Committee was to develop long-term maintenance plans for both the County and Schools, including annual requirements and reserves. The committee conducted a comprehensive review of critical needs and approved recommendations to support the development of a sustainable financing plan to begin to address current and future capital requirements. The Committee found the analysis of financial policy, the review of the condition of hundreds of facilities, and the scarce options for financing to be challenging. A Final Report was developed and approved by the Board of Supervisors on March 25, 2014, and the School Board on April 10, 2014. The Report included support for conducting capital needs assessments, new policy recommendations for capital financing, including a capital sinking fund and increased annual General Fund supported funding, the adoption of common definitions related to all types of maintenance, support for County and School joint use opportunities for facilities, and continued support for evaluating ways to further reduce capital costs.

The Board of Supervisors approved the establishment of the IFC recommended Capital Sinking Fund as part of the FY 2014 Carryover Review. To date, a total of \$26,767,431 has been dedicated to capital sinking funds and allocated for infrastructure replacement and upgrades in the following areas: \$14,722,086 for FMD, \$5,353,485 for Parks, \$2,676,744 for Walkways, \$2,676,744 for County owned Roads and \$1,338,372 for Revitalization. Projects have been initiated in all of these program areas from the sinking fund allocation. FMD has initiated several larger scale projects with the \$14,722,086 allocated to the Sinking Fund, including HVAC system component replacements at the Patrick Henry and Herndon Fortnightly Libraries; emergency generator replacements at the Government Center, Pennino and Herrity Buildings; repairs to the roofs at the Pennino Building, James Lee Community Center and Bailey's Community Center; windows replacement at the Hollin Hall building; structural repairs at Patrick Henry Library; and a structural analysis and review of the visitor garage at the Fairfax County Judicial Center.

In addition, the IFC discussed the requirement for County infrastructure replacement and upgrades being estimated at \$26 million per year. This estimate was based on assessment data, as well as industry standards (2 percent of the current replacement value). Based on current staffing levels, the complexity of many of the projects, and the timeline for completing replacement and upgrade projects, it is estimated that approximately \$15 million per year would be a good funding goal. Due to budget constraints, in FY 2019, an amount of \$1,700,600 is included to address six of the top priority Category F projects. In addition, funding in the amount of \$8,237,400 will be proposed as part of the FY 2018 Third Quarter Review for a total of \$9,938,000 in FY 2019 identified projects. These projects, all category F, will address emergency building repairs, fire alarm system replacement, parking lot and garage repairs, HVAC system upgrades, roof repairs and waterproofing, emergency generator replacement, elevator/escalator repairs, and electrical system upgrades/repairs. The following table provides specific project details of the projects that are proposed to be funded at the *FY 2018 Third Quarter Review* and the projects proposed in the <u>FY 2019 Advertised Budget Plan</u>.

PRIORITY	PROJECT TYPE	FACILITY	CATEGORY	EXISTING CONDITIONS/DEFFICIENCIES	ESTIMATE
PROJECTS	PROPOSEI		T OF THE FY	2018 THIRD QUARTER REVIEW	
1	Plumbing	Hollin Hall	F	 Maintenance and repairs no longer feasible Increased failures Multiple water leaks 	\$150,000
2	Electrical	Hollin Hall	F	Maintenance and repairs no longer feasible Increased failures Old technology Replacement per Building Assessment	\$234,000
3	Roof	Hollin Hall	F	Water leaks Maintenance and repairs no longer feasible Disruption to building operations/end users Increased utilities cost Replacement per Building Assessment	\$366,000
4	Plumbing	Adult Detention Center (West Wing)	F	Immediate need - will not impact larger Adult Detention Center renovation project Parts no longer available (proprietary) Maintenance and repairs no longer feasible Increased failures Old technology Replacement per Building Assessment	\$150,000
5	Electrical	Government Center (Data Center Uninterrupted Power Source (UPS) Batteries)	F	· Increased equipment failure · Safety hazard	\$125,000
6	Electrical	Judicial Visitor Garage (Garage B Lighting)	F	 Increased equipment failure Old technology Disruption to users Safety hazard 	\$507,000
7	Generator	West Centreville Fire Station	F	Out of Code Compliance Maintenance and repairs no longer feasible Increased failures Old technology	\$350,000
8	Generator	Kingstowne Fire Station	F	Out of Code Compliance Maintenance and repairs no longer feasible Increased failures Old technology	\$350,000
9	Building Envelope	Sully Government Center	F	Water leaks and air infiltration Disruption to building operations/end users Increased utilities cost	\$56,000
10	Building Envelope	Great Falls Library	F	Water leaks and air infiltration Disruption to building operations/end users Increased utilities cost	\$52,000

FY 2019 INFRASTRUCTURE REPLACEMENT AND UPGRADE PROGRAM **PROJECT** PRIORITY CATEGORY EXISTING CONDITIONS/DEFFICIENCIES ESTIMATE **FACILITY TYPE** PROJECTS PROPOSED TO BE FUNDED AS PART OF THE FY 2018 THIRD QUARTER REVIEW 11 Building Juvenile Detention Center F Partial funding \$322,400 Automation Increased utilities costs System Maintenance and repairs no longer feasible Increased failures resulting in inability to control building temperature Old technology 12 Elevator F Increased failures \$1,350,000 Jennings Judicial Center Maintenance and repairs no longer feasible Old technology Does not meet current code requirements 13 Paving Mt. Vernon Police & F Surface has failed \$325,000 Government Center Safety hazard Cost increases if delayed \$350,000 14 Paving James Lee Community Center Surface has failed Safety hazard Cost increases if delayed Fire Alarm Hollin Hall F \$180,000 15 Increased maintenance required to keep system operational Replacement parts are difficult to obtain Obsolete system 16 Fire Alarm Mt. Vernon Police & F Increased maintenance required to keep system \$177,000 Government Center operational Priority system Replacement parts are difficult to obtain 17 Fire Alarm North Point Fire Station F Increased maintenance required to keep system \$136,000 operational Replacement parts difficult to obtain The Siemens Panel is no longer supported by the manufacturer Obsolete equipment \$265,000 18 Roof Juvenile Holding Building F Maintenance and repairs no longer feasible Disruption to building operations/end users 19 Roof Herrity Building F Maintenance and repairs no longer feasible \$1,225,000 Water leaks Disruption to building operations/end users Increased utilities cost 20 Roof Jennings Judicial Center F Holes in the membrane, blisters and open seams \$230,000 Water leaks Standing water. Roof lacks adequate slope to drain properly Failed caulking Increased utilities cost 21 Building Jennings Judicial Center F Maintenance and repairs no longer feasible \$350,000 Envelope Expansion Water leaks eminent Disruption to building operations/end users Safety concerns 22 North Point Fire Station Maintenance and repairs no longer feasible \$105,000 Interior F Repairs Water leaks and mold Disruption to building operations/end users

PRIORITY	PROJECT TYPE	FACILITY		EXISTING CONDITIONS/DEFFICIENCIES	ESTIMATE
PROJECTS	PROPOSEI	O TO BE FUNDED AS PAR	T OF THE FY	2018 THIRD QUARTER REVIEW	
23	Interior	Crosspoint Fire Station	F	· Maintenance and repairs no longer feasible	\$107,000
	Repairs			· Disruption to building operations/end users	
24	Paving	James Lee Community Center	F	· Surface has failed	\$255,000
				· Safety hazard	
25	Paving	Fair Oaks Fire Station	F	· Surface has failed	\$172,000
				· Safety hazard	
26	Paving	Mott Community Center	F	· Surface has failed, large cracks run vertically and	\$140,000
				horizontally across the basketball court	
		0 1 0 1 1 1 1	_	· Safety hazard	44.0000
27	HVAC	Springfield Warehouse	F	· Parts no longer available (proprietary)	\$160,000
				· Maintenance and repairs no longer feasible	
				· One roof top unit has failed and cannot be	
				repaired. One area of the building receives minimal	
				heat and typically only reaches a high temperature of 55 to 60 degrees.	
				· Old technology	
28	Various	Building Assessments		Out technology	\$48,000
Subtotal	various	Dunung 7.55c55ments			\$8,237,400
	F1/2010 P				\$6,237,400
) FY 2019 PI				
29		Hollin Hall	F	· Parts no longer available (proprietary)	\$750,000
	Building			· Maintenance and repairs no longer feasible	
	Automation			· Increased failures	
	System			· Old technology	
30	HVAC and	Stevenson Place	F	Replacement per Building Assessment Maintenance and repairs no longer feasible	\$208,000
30	Building	Stevenson Frace	F	Increased failures and reduced effectiveness	\$200,000
	Automation			· Increased utilities costs	
	System			increased drintles costs	
31	HVAC	Jennings Judicial Center	F	· Maintenance and repairs no longer feasible	\$275,000
01	111110	Expansion	1	· Increased failures and reduced effectiveness	ψ270,000
		- Sepanoson		· Increased utilities costs	
32	HVAC	Government Center	F	· Increased maintenance required	\$210,000
				· Leaks from the HVAC system are penetrating the	, ,,,,,,
				building, damaging finishes and causing mold to	
				form	
33	Building	Boys Probation House	F	· Parts no longer available (proprietary)	\$170,000
	Automation			· Maintenance and repairs no longer feasible	
	System			· Increased failures	
				· Old technology	
34	Building	Juvenile Detention Center	F	· Partial funding	\$87,600
	Automation			· Increased utilities costs	
	System			· Maintenance and repairs no longer feasible	
				· Increased failures resulting in inability to control	
				building temperature	
				· Old technology	
ubtotal					\$1,700,600
Grand Total					\$9,938,000

In addition to the above projects identified as part of the FY 2019 plan, FMD has identified many additional Category F and D projects. Analysis of these requirements is conducted annually and projects may shift categories, become an emergency and be funded by the emergency systems failures project, or be eliminated based on other changes, such as a proposed renovation project.

CURRENT PROJECT DESCRIPTIONS

- 1. HVAC System Upgrades and Replacement (Countywide): This is a continuing project for the repair, renovation and/or upgrading of Heating Ventilation and Air Conditioning (HVAC) systems in various facilities throughout the County. In general, the useful life of HVAC/Electrical systems is 20 years; however, some systems fail earlier due to wear and tear, and often emergency repairs are costly based on difficulty obtaining parts and additional code requirements. In FY 2019, \$1,700,600 will support HVAC system component replacements at a variety of locations.
- 2. **Roof Repairs and Waterproofing** (Countywide): This is a continuing project for the repair and replacement of facility roofs and waterproofing systems at County buildings. Typically, roofs at County facilities range in warranty periods from 10 to 20 years.
- 3. Fire Alarm System Replacements (Countywide): This is a continuing project for the replacement of fire alarm systems based on age, difficulty in obtaining replacement parts and service and overall condition assessment. This program provides for the replacement of fire alarm systems which are 15 to 30 years old, have exceeded their useful life and experience frequent failure when tested.
- 4. **Parking Lot and Garage Repairs** (Countywide): This is a continuing project for the repair and maintenance to parking lots and garages at various locations throughout the County. Parking lot surfaces are removed, the base re-compacted and a new surface course installed. In some cases, asphalt paving is milled down and resurfaced.
- 5. **Carpet Replacement** (Countywide): This is a continuing project for carpet replacement at various County facilities where the existing carpet has deteriorated beyond repair or is in an unserviceable condition.
- 6. **Emergency Generator Replacement** (Countywide): This is a continuing project for generator replacements at various sites throughout the County. Requirements are programmed based on equipment age coupled with maintenance and performance history.
- 7. **Elevator/Escalator Replacement** (Countywide): This is a continuing project for the replacement and repairs of elevators throughout the County.
- 8. **Window Replacement** (Countywide): This is a continuing project for the replacement or repair of windows where water is leaking into County buildings.
- 9. **Electrical System Upgrades and Replacements** (Countywide): This is a continuing project for the repair, renovation and upgrading of mechanical and electrical systems in various facilities throughout the County.
- 10. Building Energy Management Systems (Countywide): This is a continuing project to support the installation of Building Energy Management Systems (BEMS) within existing County facilities. BEMS control a facility's lighting, HVAC, bay door interlocking, and negative pressure room systems. Older facilities are retrofitted with these systems in order to increase energy efficiency.
- 11. **Public Safety Infrastructure Upgrades** (Countywide): \$3,123,000 for infrastructure replacement and upgrade projects at Public Safety facilities. This funding is supported by existing Public Safety bonds available in completed projects as a result of a favorable bid environment. These projects, all located at Public Safety/Courts facilities, are large upgrade projects with life spans in excess of 20 years and appropriately funded by bonds.
- 12. **Emergency Building Repairs** (Countywide): This is a continuing project for the critical repair, renovation, remodeling and upgrading of various facilities throughout the County. Requirements include abatement of health or safety hazards and emergency or unanticipated repairs of building systems or components.

- 13. **Emergency Systems Failures** (Countywide): This is a continuing project for emergency repairs and replacements to County facilities in the event of a major systems failure, such as a large HVAC system or other unforeseen event. Currently, this is the County's only source to deal with potential system failures. Infrastructure Replacement and Upgrades funding is encumbered quickly because it is earmarked for specific projects. As a result, specific project balances are unavailable for emergencies. If a system failure should occur, there is the potential that a County facility may shut down, suspending services to residents and disrupting County business. Although the County's emphasis on infrastructure replacement and preventative maintenance is intended to ensure these kinds of interruptions are avoided, this funding will enable potential disruptions to be corrected immediately.
- 14. Capital Sinking Fund FMD (Countywide): \$14,722,086 for the capital sinking fund for FMD. The Capital Sinking Reserve Fund was established as a direct result of the Infrastructure Financing Committee (IFC). The Board of Supervisors approved the allocation of the Capital Sinking Reserve Fund for capital projects as part of the FY 2016 Third Quarter Review. It is anticipated that funding for each sinking fund will be approved annually as part of the Carryover Review and will be allocated based on the following percentages: 55 percent for FMD, 20 percent for Parks, 10 percent for walkways, 10 percent for County maintained Roads and Service Drives, and 5 percent for revitalization. FMD has initiated several larger scale projects with the \$14,722,086 allocated to the Sinking Fund, including HVAC system component replacements at the Patrick Henry Library and the Herndon Fortnightly Library; emergency back-up generator replacements at the Government Center, Pennino Building and Herrity Building; replacement of the reflective coating, flashing and caulking of the roofs at the Pennino Building, James Lee Community Center and Bailey's Community Center; windows replacement at the Hollin Hall building; structural repairs at the Patrick Henry Library; and a structural analysis and review of the visitor garage at the Fairfax County Judicial Center.
- 15. **MPSTOC County Support for Renewal** (Springfield District): \$2,611,543 is currently in reserve to begin to address future capital renewal requirements at the McConnell Public Safety Transportation Operations Center (MPSTOC). This funding is appropriated at the end of each year and supported by revenues received from the State. This revenue represents funding associated with the state reimbursement for their share of the operational costs at MPSTOC such as security, custodial, landscaping, maintenance, parking lot repairs and snow removal costs. The County pays for all operational requirements and the State reimburses the County annually for their share of these costs. This funding has been placed in this reserve to address future capital renewal requirements.
- MPSTOC State Support for Renewal (Springfield District): \$675,165 is currently in reserve to begin to address future capital renewal requirements at the McConnell Public Safety Transportation Operations Center (MPSTOC). This funding is appropriated at the end of each year and supported by revenues received from the State. This revenue represents the state's annual installment of funds for their share of future repairs and renewal costs in order to avoid large budget increases for capital renewal requirements in the future. This contribution is based on the industry standard of 2 percent of replacement value or \$3.00 per square foot.
- 17. **ADA Compliance FMD** (Countywide): This is a continuing project to support County compliance with the Americans with Disabilities Act County-owned facilities. This program supports the continuation of improvements required as part of the Department of Justice audit and identified in the settlement agreement signed by the Board of Supervisors on January 28, 2011. It should be noted that mitigation of violations associated with Park Authority buildings and facilities is detailed in the Parks section of this document.

PROJECT COST SUMMARIES INFRASTRUCTURE REPLACEMENT AND UPGRADES (\$000's)

Budgeted or

Project Title Project Number	Source of Funds	or Expended Through FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	Total FY2019- FY2023	Total FY2024- FY2028	Total Project Estimate
1 HVAC System Upgrades and Replacement GF-000011	G	С	\$1,701	\$6,500	\$6,500	\$6,500	\$6,500	\$27,701	\$32,500	\$60,201
2 Roof Repairs and Waterproofing GF-000010	G	С		\$600	\$600	\$600	\$600	\$2,400	\$3,000	\$5,400
3 Fire Alarm System Replacements GF-000009	G	С		\$500	\$500	\$500	\$500	\$2,000	\$2,500	\$4,500
4 Parking Lot and Garage Repairs 2G08-004-000	G	С		\$1,200	\$1,200	\$1,200	\$1,200	\$4,800	\$6,000	\$10,800
5 Carpet Replacement 2G08-003-000	G	С		\$500	\$500	\$500	\$500	\$2,000	\$2,500	\$4,500
6 Emergency Generator Replacement GF-000012	G	С		\$1,000	\$1,000	\$1,000	\$1,000	\$4,000	\$5,000	\$9,000
7 Elevator/Escalator Replacement GF-000013	G	С		\$1,000	\$1,000	\$1,000	\$1,000	\$4,000	\$5,000	\$9,000
8 Window Replacement 2G08-006-000	G	С		\$200	\$200	\$200	\$200	\$800	\$1,000	\$1,800
9 Electrical System Upgrades and Replace. GF-000017	G	С		\$500	\$500	\$500	\$500	\$2,000	\$2,500	\$4,500
10 Building Energy Management Systems GF-000021	G	С		\$1,500	\$1,500	\$1,500	\$1,500	\$6,000	\$7,500	\$13,500
11 Public Safety Infrastructure Upgrades GF-000025	В	\$3,123						\$0		\$3,123
12 Emergency Building Repairs GF-000008	G	С		\$500	\$500	\$500	\$500	\$2,000	\$2,500	\$4,500
13 Emergency Systems Failures 2G08-005-000	G	С		\$1,000	\$1,000	\$1,000	\$1,000	\$4,000	\$5,000	\$9,000

PROJECT COST SUMMARIES INFRASTRUCTURE REPLACEMENT AND UPGRADES (\$000's)

Budgeted

Project Title Project Number	Source of Funds	or Expended Through FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	Total FY2019- FY2023	Total FY2024- FY2028	Total Project Estimate
14 Capital Sinking Fund - FMD GF-000029	G	\$14,722						\$0		\$14,722
15 MPSTOC County Support for Renewal 2G08-008-000	Х	\$2,612						\$0		\$2,612
16 MPSTOC State Support for Renewal 2G08-007-000	Х	\$675						\$0		\$675
17 ADA Compliance - FMD GF-000001	G	С		\$300	\$300	\$300	\$300	\$1,200	\$1,500	\$2,700
Total		\$21,132	\$1,701	\$15,300	\$15,300	\$15,300	\$15,300	\$62,901	\$76,500	\$160,533

Notes: Numbers in bold italics represent funded amounts. A "C" in the 'Budgeted or Expended' column denotes a continuing project.

Key: Sour	ce of Funds
В	Bonds
G	General Fund
S	State
F	Federal
X	Other
U	Undetermine