

**COUNTY OF SAN DIEGO, CALIFORNIA  
BOARD OF SUPERVISORS POLICY**

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**Purpose**

To establish a centralized, comprehensive, sustainable and equitable capital facilities planning program for the County of San Diego (County) that establishes general objectives and standards for the location, size, design, and occupancy of County-owned or County-leased facilities.

**Background**

The General Management System (GMS) is the basic blueprint that guides all County operations. The GMS guides the planning, collaboration, implementation, and evaluation of all County functions and processes that affect the delivery of services to County residents, businesses, and visitors, with the vision of a just, sustainable, and resilient future for all.

Capital projects include, but are not limited to, new County buildings, new infrastructure, land acquisitions, parks, recreational facilities and major systems renovations that directly support existing County services and programs and require capitalization for financial reporting purposes. The County's strategy to manage and plan for current and long-term capital needs requires:

- A central point of contact for Countywide capital facility planning.
- An emphasis on controlling the expansion or reduction of capital facility needs in an orderly and equitable manner.
- The ability to effectively respond to changes in department operations, facility requirements, and community needs.
- The ability to incorporate a department's programmatic planning in order to reduce barriers and provide equitable service to historically underrepresented or otherwise marginalized groups by including representatives of those groups in the planning and design of capital projects.
- The ability to incorporate department and community feedback in the prioritization of capital projects through the development of an annual Capital Improvement Needs Assessment (CINA).
- Assessment of major capital renovations to optimize the life cycle of existing buildings and to meet changing requirements imposed on or by the County.

**Policy**

The coordination of County-owned and County-leased facilities (excluding Airport Enterprise Fund property) is centralized in the Department of General Services (DGS) where capital costs, facility operating expenses, and ongoing major maintenance needs are evaluated. DGS, in collaboration with operating departments, applies industry best practices and technology to improve equity, accessibility, energy performance and sustainability, resource utilization, and the work environment in County-owned and County-leased facilities. Projects that directly support County programs and require capitalization for financial reporting purposes will be integrated into the CINA process. DGS, in collaboration with operating departments, shall complete the following activities to plan for the required major maintenance and capital projects needed to support County programs.

**Strategic Facility Planning**

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DGS will oversee the preparation of Strategic Facility Planning (SFP) studies to bring the County’s facility portfolio in line with County and department strategic goals and to create a long-range plan for a department or program facility renewals or replacements of owned or leased facilities. When applicable, these planning studies will address, at a minimum: program requirements, building types, location(s), forecasted project costs, anticipated staffing requirements, operations and maintenance costs, equity, and implementation priorities. When locating and designing new facilities, the County shall consider criteria such as investment in traditionally underserved communities, ease of access for the population utilizing a given facility’s services, proximity to public transit, colocation of programs for public convenience or operational cost savings, and sustainability requirements established by Board Policy G-15, “Design Standards for County Facilities and Property.” DGS shall be responsible for preparing and updating facility planning documents and shall assist departments with the preparation of SFPs as the first step in the Capital planning process. SFPs shall serve as the basis for developing a multi-year capital facility program, implemented through the CINA and Capital Improvements Plan (CIP).

**Capital Program and Projects**

1. The Capital Improvement Needs Assessment (CINA) is a planning document that includes a comprehensive list of all planned capital projects over a five-year period that require the appropriation of funding in accordance with Board Policy B-37 – *Use of the Capital Program Funds*. DGS will engage with individual departments, General Managers, the Facilities Planning Board (FPB), and the public, during the planning cycle to develop the draft CINA. Typically, Asset Owners (County departments or programs) identify a project need based upon input from several sources including, but not limited to elected officials, community-based organizations, private residents, operations and maintenance staff, Strategic Facility Plans and Master Plans, or other stakeholders.
2. Asset Owners will identify a need to repair, replace, improve, or construct a new facility based on failing condition, lack of facility, inadequate facility, or health and safety issues. Projects that directly support County programs are compiled and then evaluated for consideration of inclusion on the CINA. All projects competing for funding and being submitted for budget consideration will be evaluated for linkage to the County’s strategic initiatives and project readiness by the Asset Owner with assistance from DGS.
3. During the development of the CINA and prior to approval by the Board of Supervisors, the Facilities Planning Board will resolve decisions related to project recalibrations, in consultation with the Chief Financial Officer, and voted upon by the FPB.
4. **Project Phases.** The CINA shall identify the status of recommended projects. A project is recommended for Pre-Construction or Construction funding within the plan.

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- a. Pre-Construction. When a project is identified for implementation, the project will be recommended for Pre-Construction funding. During this phase, the findings of the initial planning effort will be validated, a site will be identified and acquired, if necessary, a full estimate of the cost of construction will be developed, and environmental documentation in compliance with the California Environmental Quality Act (CEQA) will be completed by DGS. The risk factors for the project are also identified in the Pre-Construction phase so that the funding request for the next phase considers all required mitigation. Risk factors can include but are not limited to: CEQA mitigation measures and other environmental requirements (e.g. agency permits), demolition of existing facilities, market factors and construction cost escalation, engineering recommendations (e.g., geotechnical, hydrology, etc.), municipal requirements (e.g., street or utility improvements) and community concerns. As part of the Pre-Construction phase, the operating department will also develop an estimate for the furniture, fixtures and equipment package, as well as an estimate of the ongoing operating costs of the proposed project, to include any new positions required to appropriately staff the facility. Only after completion of the Pre-Construction phase, typically 12+ months, can a project be recommended for Construction funding.
- b. Construction. Upon completion of the Pre-Construction phase, a project will remain on the CINA until recommended for Construction. The recommendation will include a Budget Quality Estimate of the cost to construct and open the facility. While not included in the CINA Construction estimate, any temporary costs anticipated during construction such as off-site parking and transportation, temporary leased space, etc. should be identified by Asset Owner..

**5. Capital Planning Principles.** To optimize the use of available budgetary resources, projects should be assessed based on alignment with the County’s strategic initiatives, funding identified by the requesting Asset Owners and the level to which a project is ready to be implemented.

**6. Implementation Process.**

- a. The Chief Administrative Officer (CAO) will develop and post on the DGS website a transparent process for the implementation of this policy that considers both internal and external stakeholder feedback.
- b. The CAO submits the CINA to the Board of Supervisors (Board) for approval, which in turn refers it back to the CAO for funding actions, as the Capital Improvement Plan (CIP). Capital projects that are included in the approved CINA and for which funding has been identified in the CIP will be budgeted in the Operational Plan for project implementation under the Capital Program. The Capital Program consists of six special purpose funds: Capital Outlay Fund, Multiple Species Conservation Program Fund, Justice Facility Construction Fund, County Health Complex Fund, Library Projects Fund, and Major

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Maintenance Capital Outlay Fund. (See also Board Policies B-37 - *Use of the Capital Outlay Fund*, B-69 - *Allocation of County Penalty Assessment Fund* and F-38 - *Edgemoor Property Development*.) Appropriation requests for CINA capital projects may also be brought forward individually by Asset Owner for approval by the Board if circumstances warrant action sooner than would occur in the course of the regular Operational Plan development process.

**Additional Requirements**

1. The Board shall approve space requirements for a facility when approving construction funding for a capital project. Once approved by the Board, the requirements shall not be increased without further approval by the Board. Notwithstanding the foregoing, the Director of the executing department is authorized to make minor adjustments (10 percent or less) to the approved requirements if necessitated by facility configuration or adapting of an activity to a specific site without further Board approval.
2. At a minimum, community input shall be collected at two separate points during a capital project's lifecycle: (i) the initial planning phase prior to approval of the CINA; and (ii) the design phase which typically occurs after Board approval for funding for a project. DGS will organize opportunities for Asset Owners to solicit community input on the projects prior to the presentation of the CINA to the Board for approval. Stakeholders will also have an opportunity to provide feedback on projects through the DGS website. Further, the Asset Owner is responsible for soliciting input from a diverse sampling of the community where the project is located, and the department leading the procurement will incorporate community input on design to the extent feasible and in the County's best interest.
3. When locating facilities of potential public concern because of use or environmental considerations, the Director of the executing department shall notify the Supervisor in whose district the facility is proposed to be located and provide information regarding the size, program, and estimated impact on the community of the project. In addition, the following notification requirements shall also be followed by County staff:
  - A. Compliance with Government Code Section 65402(b).
  - B. Compliance with Government Code Section 25351.
  - C. For a facility located in or proposed to be located in the unincorporated area presenting a potential public concern because of intended use or environmental considerations, County staff shall notify the appropriate community planning or sponsor group in

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writing, at least 60 days prior to acquiring or expanding a facility or acquiring land for a facility.

This policy is intended to provide the framework for capital facility planning. Processing details are included in the Administrative Manual section on Capital and Space Requests, 0050-01-6.

**Definitions**

*Asset Owner* is the County department or program that requires a capital project. The Asset Owner operates the program(s) that the capital project will support.

*Capital Improvements Plan (CIP)* reflects the funded or partially funded active capital projects for a five-year period that are included in the approved CINA and for which funding has been identified in the Operational Plan. Projects include, but are not limited to new buildings, new infrastructure and major maintenance renovations that directly support County services and programs and require capitalization for financial reporting purposes.

*Capital Improvement Projects* include, but are not limited to new County buildings, new infrastructure, land acquisitions, parks, recreational facilities and major systems renovations that directly support existing County services and programs and require capitalization for financial reporting purposes.

*Capital Improvement Needs Assessment (CINA)* is the Countywide summary of short-and long-range land acquisitions and capital improvements that enhance or improve public services. The plan projects a five-year time frame but is reviewed annually for updates and revisions.

*Capital Program* comprises the six major funds that are used for the acquisition and construction of new public improvements including (i) buildings and initial furnishings and equipment; (ii) land and permanent on-site and off-site improvements necessary for the completion of a capital project; and (iii) the replacement or reconstruction of permanent public improvements which extends the useful life of the building or asset, increases a building's ability to provide service, or changes the functionality of an existing building or asset or certain areas within the existing building or asset.

*Facilities Planning Board* consists of the Financial Policy and Planning Director and all Group Finance Directors, with the Director of DGS, providing staff support.

*Strategic Facility Plan* is the long-range facilities plan comprised of a portfolio of owned and/or leased space and that sets strategic facility goals based on a department's objectives. The strategic facility goals, in turn, determine short-term operational plans, including prioritization of, and funding for, annual facility replacements or capital renewal projects.

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**Responsible Departments**

Department of General Services  
Office of Financial Planning  
Chief Administrative Officer

**Sunset Date**

This policy will be reviewed for continuance by 12-31-2031.

**References**

Board Action  
12-09-1997 (19)  
06-21-2005 (15)  
12-09-2008 (33)  
06-28-2011 (9)  
11-14-2017 (16)  
10-30-2018 (23)  
05-19-2020 (19)  
12-08-2020 (25)  
08/30/2022 (22)  
10/08/2024 (16)