

**Attachment #2**

**AN ORDINANCE TO AMEND THE SPECIAL PURPOSE LOCAL OPTION SALES TAX 2011 PROGRAM BUDGET SO AS TO PROVIDE ADDITIONAL FUNDING FOR THE NINE SPLOST 2011 PROJECTS IDENTIFIED BELOW; AND FOR OTHER PURPOSES.**

The Commission of Athens-Clarke County, Georgia hereby ordains as follows:

SECTION 1. The Commission of Athens-Clarke County, Georgia desires to amend the SPLOST 2011 Capital Projects Fund to provide additional funding for the nine SPLOST 2011 Projects identified below. Said Operating and Capital budget is hereby amended as follows:

**SPLOST 2011 Capital Projects Fund:**

EXPENDITURES:

DECREASE:

SPLOST 2011 Program Administration up to (\$273,398)

INCREASE:

Project #04 -	TBD
Integrated Public Safety/Judicial Information Systems	
Project #07 - Transit Vehicles and Bus Stops	TBD
Project #11 - Athens-Clarke Co. Library Improvements	TBD
Project #14 - Sandy Creek Park Renovation and Dev	TBD
Project #16 - Parks Facilities Improvements	TBD
Project #20 - Government Building Fire Protection	TBD
Project #21 - Public Art Program	TBD
Project #22 -	TBD
Youth & Community Enrichment Facility Partnership	
Project #32 - Costa Building Renovation	<u>TBD</u>

Total up to \$273,398

SECTION 2. All ordinances or parts of ordinances in conflict herewith are hereby repealed

**THE UNIFIED GOVERNMENT OF ATHENS-CLARKE COUNTY  
COMMISSION AGENDA ITEM**

**SUBJECT:** SPLOST 2011 Jacobs Project Management Company Program/Project Management Professional Services Contract Amendment and Budget Ordinance

**DATE:** April 28, 2022

**BUDGET INFORMATION:**

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REVENUES:

\$ 195,272,000	SPLOST 2011 Anticipated Revenue All Tiers
\$ 1,642,437	SPLOST 2011 Revenue Interest Funds
\$ 6,064,193	SPLOST 2011 Revenue Variance Funds
\$ 13,802,506	SPLOST 2011 Additional Revenue Funds
\$ 1,151,367	Proceeds from other Reimbursements
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\$ 217,932,503	SPLOST 2011 Program Revenue Total

EXPENSES:

FUNDING SOURCE: SPLOST 2011 Program Revenues & Grants

**COMMISSION ACTION REQUESTED ON:** June 7, 2022

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**PURPOSE:**

To request that the Mayor and Commission:

- a. Approve a contract amendment with the Jacobs Project Management Company, in a not-to-exceed amount of \$273,398, for professional services related to Program and Project Management activities associated with the extended SPLOST 2011 Program (**Attachment #1**);
- b. Adopt an ordinance to amend the SPLOST 2011 Program Budgets to reallocate up to \$273,398 from the SPLOST 2011 Program Administration Budget to the nine SPLOST 2011 Project Budgets as shown on **Attachment #2** and authorize the Manager to approve and report the exact budget amounts to be transferred to each of the listed projects on a periodic basis; and,
- c. Authorize the Mayor and appropriate staff to execute all related documents.

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**HISTORY:**

1. Since 1985, the Unified Government of Athens-Clarke County (ACCGov) or the former Clarke County Government have considered seven SPLOST referenda, six of which were approved, and two TSPLOST referenda, one of which was approved.
2. On April 5, 2011, the M&C approved a contract with Jacobs Project Management Company to provide professional services for the Program and Project Administration of the SPLOST 2011 Program. This contract was entered into on the assumption that ACCGov would hire a Program Administrator near the end of the year 2012 to perform the Program Administration functions beginning in 2013 which did not materialize.
3. On December 3, 2019, the M&C approved a contract extension with Jacobs Project Management Company to continue providing professional services for the Program and Project Administration of the SPLOST 2011 Program. The extension anticipated that ACCGov would hire a Program Administrator to perform the Program Administration functions and they anticipated a time frame to complete those efforts, primarily through the end of 2020 by the end of 2021.
4. In September 2020, ACCGov hired an internal Capital Projects/Program Administrator to begin Program Administration of the SPLOST 2020 Program. Program and Project Administration for the SPLOST 2011 and TSPLOST 2018 continued to be the responsibility of Jacobs Project Management Company.
5. During the Winter/Spring of 2022, evaluation of remaining SPLOST 2011 projects status including original task assignments, project extensions to support changes in internal and third party initiatives, COVID impact delays, staffing levels, and escalation of market conditions. Cumulative effects over the last 24 months and evaluated during this evaluation extends the anticipated completion schedule of the remaining projects through 2024.
6. Through May 9, 2022, the total of SPLOST 2011 Expenditures and Encumbrances is \$196,288,000.

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**FACTS & ISSUES:**

1. Since the 2011 SPLOST Program inception, the original \$195,272,000 anticipated revenues have increased over the duration of the program to current program revenues \$217,932,503 which is an additional \$22,660,503 (12%) to expand and create new sub-projects not originally anticipated.
2. The 2011 SPLOST Program originated with 33 individual projects and to date a combination of 125 Projects & Sub-Projects have been completed; with 9 remaining to be completed. Each Project and Sub-Project generally requires the same effort regarding M&C approvals, public engagement strategies, designer and contractor selection and contract management, Oversight committee reporting, User Group management, permitting, and construction management.

3. Jacobs Project Management Company's SPLOST 2011 current contract value is \$3,928,521 which is 1.8% of the managed SPLOST 2011 Program Revenues; which is well below industry standard of 3-4% of project cost for project management. Even with the current proposed contract supplement (**Attachment #1**), the proposed new contract total of \$4,201,919, is approximately 1.9% of the current program revenues.
4. The anticipated effort to compete the SPLOST 2011 Projects is estimated at 2,957 hours, as described in **Attachment #1**, with an anticipated total added cost component of \$273,398. The new proposed contract value would equal \$4,201,919 thereby adjusting the overall fee percentage to 1.93% of the managed SPLOST 2011 Program Revenues.
5. The exact proportion of the \$273,398 to be spent on each of the nine projects listed on **Attachments #1 and #2** will vary depending on the people that work on each project and the ratio of exact number of hours that are used for each project. The total amount of the proposed Contract Amendment would not exceed the approved \$273,398. The intent is to provide the project budgets to be funded accurately to account for the additional project management time that is required for each project. Any remaining funds that are not used and not allocated to one of the projects will remain in the Program Management budget and be available for use on other projects as approved by Mayor and Commission.
6. The SPLOST 2011 Program budget can support the additional cost needs from unused Program Management Fees set aside to support ACCGov staff and office services. There is currently an undesignated balance of \$877,457 in the SPLOST 2011 Program Management budget. Upon approval of the proposed budget amendment and if the full amount authorized was expended, the remaining undesignated balance will be \$604,059.

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**OPTIONS:**

1. Mayor and Commission:
  - a. Approve a contract amendment with the Jacobs Project Management Company, in a not-to-exceed amount of \$273,398, for professional services related to Program and Project Management activities associated with the extend SPLOST 2011 Program (**Attachment #1**);
  - b. Adopt an ordinance to amend the SPLOST 2011 Program Budgets to reallocate up \$273,398 from the SPLOST 2011 Program Administration Budget to the nine SPLOST 2011 Project Budgets as shown on **Attachment #2** and authorize the Manager to approve and report the exact budget amounts to be transferred to each of the listed projects on a periodic basis; and,
  - c. Authorize the Mayor and appropriate staff to execute all related documents.
2. Mayor and Commission do not approve the SPLOST 2011 Professional Services Supplement

3. Mayor and Commission defined option.

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**ADMINISTRATIVE COMMENTS:**

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**ADMINISTRATIVE RECOMMENDATION:** Option #1 a, b & c



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Manager

May 11, 2022

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Date:

**ATTACHMENTS:**

Attachment #1 Jacobs Project Management Company PSS Amendment

Attachment #2 Budget Amendment Ordinance

## **SPLOST 2011 - PROJECT SCOPE / SCHEDULE ANALYSIS PROFESSIONAL SUPPLEMENT SERVICES**

### **SECTION 1 - BACKGROUND/HISTORY**

- a. During planning efforts for the SPLOST 2011 Program, the Manager's office evaluated the existing management model of fully outsourcing Program/Project Management Services (except ACCGov SPLOST support Staff) versus bringing all Program/Project Management services in-house by directly hiring new ACCGov staff. For the approximate 10-year 2011 Program, estimates for outsourcing this effort were \$9,828,938 compared to in-house ACCGov estimate at \$6,037,873.
- b. Although it was estimated that implementing a full ACCGov in-house management model would result in \$3,791,064 cost reduction for the program, due to the 2011 Program's two signature projects – Jail Expansion & Classic Center Expansion – needing to move forward quickly and concerns of staff changes and loss of project institutional knowledge and existing processes, a hybrid model was developed. Mayor and Commission (M&C) approved a Program/Project Management approach utilizing blended staff resource distribution with existing Jacobs' staff and new ACCGov staff that would transition into Program and Project Management roles thereby reducing outside program/project management services.
- c. The blended approach anticipated bringing the Program Administrator position and a Project Administrator position in-house between years 2-3 of the program while maintaining one full-time, out-sourced Project Administrator with the ability to bring in additional outside expertise/support as-needed for the remainder of the program.
- d. For ACCGov to fully staff the SPLOST 2011 Program, with ACCGov Staff, was originally estimated at \$6,037,873. The original Jacob's contract to fully staff the SPLOST 2011 Program was established at \$3,500,000. Leaving \$2,537,873 available to cover the anticipated cost for ACCGov to bring a portion of the 2011 Program/Project Management in-house. ACCGov spent \$216,935, of the \$2,537,873, for contract labor to temporarily staff the Program Administration work after retirement of the previous Jacob's Program Administrator.
- e. ACCGov has since hired a full-time in-house Capital Projects Director but not an in-house Project Administrator. Combining this staff level adjustment with dual program management efficiencies between the SPLOST 2011 & TSPLOST 2018, to date, Jacob's has successfully handled the task that would have been performed by the in-house staff, with only one previous change request in December of 2019.
- f. The previous change order for work under the Jacobs SPLOST 2011 Program/Project Administration assumed that ACCGov would be hiring a new Project Manager during FY20, to cover the workload of some of the remaining projects in the SPLOST 2011 Program. However, due to COVID-19, changes in the labor market, and the volume of unfilled positions ACCGov has not yet pursued creating a new Project Manager position for this role.

- g. As described below in Section 2, analysis of the remaining efforts required to successfully complete the 2011 Program has identified insufficient Program/ Project Administration funding under Jacob’s existing 2011 Program contract. While this deficit was anticipated due to ACCGov not hiring internal staff, the level of deficit and the timing was unknown due to the nature of the evolving program. The increase in sub-projects, delay in projects due to Covid, expansion of the project scope because of additional funding, and continued reporting efforts, increased public engagement, and reduction or changes in ACCGov staffing has required the need for Jacobs to request this supplement to their current remaining contract.
- h. Staff has identified estimated efforts to complete the SPLOST 2011 Program which are more specifically outlined in the Project Scope/Effort to Complete, in Section 2. The total of the below itemized hours represents a proposed Jacobs’ contract increase of \$273,398. Even with this contract increase, ACCGov is expected to save \$1,619,019 over what was expected to be the cost for the blended ACCGov/Jacobs Program/Project Administration cost for the SPLOST 2011 Program.

\$	6,037,873	Original Estimate of full ACCGov in-house staff (\$195M Program)
\$	(3,928,521)	Jacobs’ Current Contract Value (for a \$218M Program)
\$	2,109,352	Current estimated savings for in-house staff
\$	(216,935)	ACCGov Contract Labor for Program Administrator
\$	(273,398)	Jacobs’ Proposed change order to complete 2011 Program
\$	1,619,019	Remaining ACCGov Savings

- i. The estimated time to complete the remaining efforts of the SPLOST 2011 Program total 2,957 hours over an approximate 30-month period. The contract time would also be extended to December 31, 2024 with an additional option for a one-year renewal.

**SECTION 2 - PROJECT SCOPE/EFFORT TO COMPLETE**

**Project #000: Program Administration**

While the ACCGov Capital Director’s position has been filled, continued effort for the 2011 Program Administrator is still required to successfully complete the remaining projects, produce the required monthly and semi –annual reporting, and close out the 2011 Program. This effort will take approximately an additional 30 months at an estimated average 4 hours per month with the anticipated Program close out by end of 2024 as remaining projects are completed. (Estimated Additional Hours: 128)

**Project #004: Integrated Public Safety/Judicial Information Systems**

The previous supplement was based on this project being complete at the end of 2020. However, since the previous supplement, ACCGov has had three different Court Administrators, new judges in two of the three courts, and numerous other staff changes. Also, the Contractor has changed ownership and has had three different project managers over the last two years. All of those

changes have caused the delay in completion of the project from the previous scheduled end of 2020 until the spring of 2024. Jacobs has continued to expend an approximate 8 hours per month on the project since the previous projected completion end date of December 2020 and will continue to guide the project through the updated completion date of April 2024 (additional 40 months total). The effort to complete this project is an estimated twenty-four more months at an estimated average 8 hours per month (Estimated Additional Hours: 192 hours)

**Project #007: Transit Vehicles and Bus Stops**

The previous supplement was based on this project being complete at the end of 2020. However, since that time additional stops were completed and the work on the list of stops continued as funding allows. Each stop requires coordination of design, permitting, ROW acquisition, and construction. The Project still has approximately \$214,000 available and it is expected that Transit will continue to request additional SPLOST support for additional Bus Stop Improvements. SPLOST will maintain a supportive role and on an as-needed basis for project support through an anticipated project end in December 2023 at an estimated average of 5 hours per month. (Estimated Additional Hours: 100)

**Project #011: Athens-Clarke County Library Improvements**

The previous supplement was based on this project being complete at the end of 2021. The library has been successful in gaining additional grants continuing the work of the project. The remaining anticipated effort for the library is supporting the two sub-projects. The first being the yearly book purchases with remaining funds with an estimated effort of 1 hour per month through 2024. The second sub-project remaining to be completed is where SPLOST Funding was added to the project budget as well as additional grant funding has been secured to re-roof the original building and to add solar photovoltaic system to the roof. Originally, both efforts were to be managed by ACCGov staff. However, turnover and other staff workload priorities have prevented staff from having the available resources to fully manage all efforts with those two sub-projects. Jacobs will continue to provide Project Management support for these two efforts through the remainder of 2023. (Estimated Additional Hours: 205)

**Project #014: Sandy Creek Park Renovation and Development**

Since the previous supplement, the original sub-projects have been completed except for the playground replacement/development. The scope and budget of the playground replacement has increased significantly with Jacobs being requested to provide an active Project Management Role in a larger playground project effort that now includes a user group, public engagement, design, and construction administration support. A second user group has been formed and is now underway. Estimate Project Completion August 2023 with an estimated 20 hours per month through completion (Estimated Additional Hours: 320)

**Project #016: Park Facilities Improvements**

The previous supplement had this project being completed at the end of 2020. Since the previous supplement an additional \$1,800,000 of additional funding has been added to the project budget for a variety of sub-projects. Many of the sub-projects originally intended in the last supplement were to be managed by Leisure Services. However, staff turnover and shortages, Jacobs has



assisted and continues to assist in the project management of these additional sub-projects. Estimate Project Completion end of 2023 with an estimated 8 hours per month through completion. (Estimated Additional Hours: 160)

**Project #020: Government Building Fire Protection**

Additional budget has been added to this project to provide the fire protection for two additional buildings (Church Brumby House aka Welcome Center and Old Fire Hall #2). Originally when the budget was added, the effort at both buildings were to be managed by ACCGov staff. However, turnover and other staff workload priorities have prevented staff from having the available resources to manage this additional work. Jacobs has already expended approximately 305 hours towards having the redesigns completed and a contractor brought on board to perform the work. Notice to Proceed to the contract is expected May 2022 and completion is expected to be completed by April 2023. Jacobs will continue to provide the Project Management support for these two buildings for the next 12 month at an average 20 hours per month; which is in keeping with the average hours expended on the same scope of work completed on the other buildings. (Total Estimated Hours 545, including the 305 already expended, for 240 additional hours)

**Project #021: Public Art Program**

Athens Cultural Affairs Commission leads the implementation of this project incorporating the art programs and initiatives. SPLOST will maintain a supportive role and on an as-needed basis for project support at an estimated average of 1 hour per month. It is anticipated that ACAC should complete the project by the end of 2024. (Estimated Additional Hours: 30)

**Project #022: Youth and Community Enrichment Facility Partnership**

The previous supplement was based on this project being complete at the end of 2022 and was still anticipated that it would be built on the existing W. Broad School site. Since that previous supplement, Jacobs has worked with the User Group and staff to investigate several properties near the W. Broad School and properties that are currently owned by Athens Housing Authority. The full Major Project Site Selection process is going to be required and has already started. The Youth and Community Enrichment Facility Partnership is still early in its design process and efforts remain to complete formalized partnership agreement, site selection, programming, design, construction and closeout. Since the previous supplement, time has been expended on several negotiated efforts with the Clarke County School District, a Design Professional has been selected, and selection activities have begun; with the additional scope anticipated through the end of 2024, (24 months longer than previously expected) with the same required effort of 6 – 8 hours per week. (Estimated Additional Hours: 910)

**Project #032: Costa Building Renovation**

Work on preliminary design, demolition, asbestos removal, and associated management has been completed. Continued effort remains to determine building use or uses, determine/identify project partners, complete formalized partnership agreement(s), programming, design, construction and closeout with the remain effort to complete now extended to the early 2024, not including tenant build-out efforts. Estimated completion with the known required effort average of 8 hours per week. (Estimated Additional Hours: 672)

**Jacob's Anticipated Staffing Level and Cost to Support SPLOST 2011 Program  
Conclusion as defined above**

<b>Staffing Level</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>Total Costs</b>
Program Administrator	\$34,970	\$44,099	\$24,342	\$103,411
Project Manager	\$58,288	\$72,897	\$4,417	\$135,602
Asst. Project Manager	\$34,288	\$43,122	\$23,064	\$100,474
<b>Jacobs Sub-Total Labor</b>	<b>\$127,546</b>	<b>\$160,118</b>	<b>\$51,823</b>	<b>\$339,487</b>
<b>Jacobs Direct Expenses</b>	<b>\$1,750</b>	<b>\$2,500</b>	<b>\$750</b>	<b>\$5,000</b>
<b>Effort to Complete Total Labor and Expenses</b>				<b>\$344,487</b>
<b>Credit Remaining Jacobs Contract Value</b>				<b>(\$95,943)</b>
<b>ACCGov Controlled Contingency @ 10%</b>				<b>\$24,854</b>
<b>GRAND TOTAL</b>				<b>\$273,398</b>

**Assumptions:**

- ACCGov will provide all administrative staff as needed.
- Jacobs will provide specialty and additional project management staff as needed and/or as requested. None of this cost is included above.
- The estimated time to complete the SPLOST 2011 program is noted above.
- The budgeted project management hours for the Costa Building and the Youth Facility Projects are based on the scope and size of the projects, as of May 9, 2022. Additional scope of work that may be required because of the tenant fit-out or additional fund raising for projects 22 & 32, will be evaluated and scoped when the efforts are determined.