Schedule 13
FY 2006-07 1331 Supplemental Request

Request Title: FY 2006-07 Excess Snow Removal Costs
Department: Personnel & Administration
Priority Number: 1 of 1

Dept. Approval by: 7/7 **Date:** June 5, 2007
OSPB Approval: **Date:** 6/5/07

	Fund	1 Prior-Year Actual FY 05-06	2 Current Appropriation FY 06-07	3 **1331 Supplemental Request FY 06-07	4 Total Revised Request FY 06-07	5 Long Bill Appropriation FY 07-08	6 N/A	7 N/A	8 N/A	9 N/A	10 Base Request FY 08-09
Total of All Line Items	**Total**	1,801,374	1,803,747	72,381	1,876,128	1,759,568	0	0	0	0	1,759,568
	FTE	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	GF	0	0	0	0	0	0	0	0	0	0
	GFE	0	0	0	0	0	0	0	0	0	0
	CF	0	0	0	0	0	0	0	0	0	0
	CFE	1,801,374	1,803,747	72,381	1,876,128	1,759,568	0	0	0	0	1,759,568
	FF	0	0	0	0	0	0	0	0	0	0
(4) Division of Central Services, Facilities Maintenance, Capitol Complex Facilities, Operating Expenses	**Total**	1,637,396	1,637,466	43,239	1,680,705	1,637,466	0	0	0	0	1,637,466
	FTE	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	GF	0	0	0	0	0	0	0	0	0	0
	GFE	0	0	0	0	0	0	0	0	0	0
	CF	0	0	0	0	0	0	0	0	0	0
	CFE	1,637,396	1,637,466	43,239	1,680,705	1,637,466	0	0	0	0	1,637,466
	FF	0	0	0	0	0	0	0	0	0	0
(4) Division of Central Services, Facilities Maintenance, Camp George West, Operating Expenses	**Total**	163,978	166,281	29,142	195,423	122,102	0	0	0	0	122,102
	FTE	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	GF	0	0	0	0	0	0	0	0	0	0
	GFE	0	0	0	0	0	0	0	0	0	0
	CF	0	0	0	0	0	0	0	0	0	0
	CFE	163,978	166,281	29,142	195,423	122,102	0	0	0	0	122,102
	FF	0	0	0	0	0	0	0	0	0	0

Letternote revised text: This amount shall be from the Capitol Buildings Cash Fund reserve balance
Cash Fund name/number, Federal Fund Grant name: Fund 610
IT Request: No
Request Affects Other Departments: No **If Yes, List Other Departments Here:**

CHANGE REQUEST for FY 2006-07

Department:	Colorado Department of Personnel & Administration
Priority Number:	1 of 1
Change Request Title:	FY 2006 – 07 Snow Removal Excess Costs

SELECT ONE (click on box):

☐ Decision Item FY 08-09
☐ Base Reduction Item FY 08-09
☐ Supplemental Request FY 07-08
☐ Budget Request Amendment FY 08-09
☒ Supplemental Request FY 06-07

SELECT ONE (click on box):

Supplemental or Budget Request Amendment Criterion:

☐ Not a Supplemental or Budget Request Amendment
☒ An emergency
☐ A technical error which has a substantial effect on the operation of the program
☐ New data resulting in substantial changes in funding needs
☐ Unforeseen contingency such as a significant workload change

Short Summary of Request:

This current year supplemental request seeks cash funds exempt spending authority in the amount of $72,381 (which takes into consideration a $9,000 reimbursement anticipated from the Federal Office of Emergency Management (FEMA)) and does not require the appropriation of new State funds. The funding source identified by the Department is existing excess cash reserves in fund 610 (Capitol Buildings Cash Fund), therefore, additional appropriations to State agency tenants in the Capitol Complex will not be necessary, nor will rental rates or billings for these facilities increase as a result of this action. In fact, the excess cash reserves that are available to fund this request are managed specifically with a focus on such contingencies as described in this request, and are intended to provide the Department and the State with the necessary resources to address critical facilities issues absent the need for the appropriation of new moneys. The breakdown of the requested additional spending authority, as displayed later in this request, is $43,239 to the Capitol Complex Facilities Operating Expenses line item, and $29,142 to the Camp George West Operating Expenses line item.

Background and Appropriation History:

Capitol Complex Facilities Maintenance operates as a full-service property management business for the benefit of certain State-owned facilities. This Program is responsible for providing building maintenance including, but not limited to the following services: HVAC; plumbing; electrical; elevators; lights; general maintenance; day and evening custodial services (in-house and contractor); grounds maintenance; snow removal; and building security. Currently this Program provides services for the following locations.

The Capitol Hill Campus includes:

- Human Services Building
- State Office Building
- State Services Building
- Woodward House Building
- State Capitol Building
- Executive Residence (Governor's Mansion)
- Legislative Services Building
- Capitol Annex Building
- Power Plant Building (and all trades shops)
- Centennial Building
- 1570 Grant Street Building

The North Campus, which includes three industrial and office buildings

The West Campus, including:

- Dale Tooley Office Building (690 Kipling)
- 700 Kipling Building
- 1881 Pierce Street Building

The Grand Junction State Services Building, and

Camp George West (Infrastructure Only)

General Description of Request:

This 1331 Supplemental Request for FY 2006 – 2007 is the result of a historically significant series of winter storms that occurred during the fiscal year, primarily during the months of December 2006, and January 2007. As a result of the storms and the associated snowfall, additional operating costs beyond those appropriated and budgeted for snow removal were necessary to maintain the functions of State Government. DPA's Division of Central Services maintains responsibility for facilities maintenance at State owned buildings and facilities in the Capitol Complex, Grand Junction State Services Building, and Camp George West (although this request addresses costs and subsequent supplemental need associated with only Denver and Camp George West), and as such was required to expend $81,382 above its typical snow removal budget specifically on contracted snow removal services to supplement the efforts of State employee snow removal staff.

On Wednesday, December 20th, a light snow began falling in the Denver Metro area, beginning in the early morning hours. Within three hours the intensity of the snowfall increased to the point that an inch of snow fell every 15 minutes, making snow removal efforts virtually impossible. This volume of snow increased at such a rapid pace that by noon municipalities throughout the Denver area began to close, sending their employees home for their own safety.

The intensity of the storm was somewhat unexpected, with weather predictions indicating light snowfall in the afternoon and into the evening. The snowfall was intense and fell consistently throughout the day to the extent that rush hour commuters who tried to drive home from work in the mid-afternoon became stranded on the roads. In addition, the public transit system had stopped or experienced extreme delays throughout the metro area. In the early evening several major freeway arteries closed—some for the first time in history. The National Guard was called to assist stranded motorists.

The blizzard was categorized as the third largest historic snowfall in the area in a single 24- hour period; some parts of Colorado measured three feet of snow with and average of approximately 27 inches.

Continuity of State Government Operations

A critical issue for the State of Colorado when faced with this extreme amount of snowfall is the necessity to maintain all normal functions and operations of State government, regardless of weather conditions. This should always be done with a focus on addressing life safety issues and mitigating business risk and loss control (i.e workers' compensation and other liability issues).Even with major transportation alternatives closed or non-functional it became imperative for the State infrastructure to operate and to provide the necessary communications and directives for such an emergency. As a result, State employee snow removal crews worked a straight 36-hour shift, beginning in the afternoon of December 20th, taking only short intervals for sleep. Even with such a yeoman effort, they still were unable to physically handle the sheer volume of snow, with over 16 State buildings to clear, along with the adjoining parking lots and parking structures. It ultimately became necessary to utilize contract snow removal companies to supplement the ongoing efforts to keep State government operational.

By the following morning (Thursday, December 21st) residents began digging their way out, but the sheer volume of snow became impossible to move. There was no place to deposit the snow, which led snow removal crews to take extraordinary measures. Additional contract companies were hired to literally truck the snow to nearby parks. For the State of Colorado, and specifically the Capitol Complex Facilities Maintenance, this unprecedented storm necessitated the provision of snow removal services to 16 different buildings located in the heart of the metro Denver downtown, as well as regional centers, where certain structures had to have snow removed from their rooftops to preserve the structural integrity of the building. Without the extensive snow removal methods used, it was determined that these structures were in danger of collapse, which would further endanger lives and property.

The State of Colorado deemed some employees as essential to the operations of government and these employees were required to be at work to protect the health, welfare and safety of its citizens. Many of the Capital Complex Facilities Maintenance grounds crew designated as essential workers worked continuously through the blizzard, as well as many state information technology professionals, along with other essential State employees and programs.

This blizzard struck at an especially inopportune time. On December 20, 2006, and the two days following, State employees were in the process of preparing monthly payroll for State employees, as well as distributing checks and preparing invoices for end of month billing cycles. Lives literally depend on receipt of these funds from the State, whether they are paychecks for State employees, vendor payments, temporary aid to dependent families, food stamps, Medicare or Medicaid payments. The majority of the offices associated with these respective programs are housed within State-owned and maintained buildings/facilities, which need public access at all times. It would hardly seem reasonable to drive for hours to get to work or to receive medical services or other public benefits, only to find that there was no place to park and no access to the facilities. Colorado State Patrol offices are located near downtown Denver and without access to these offices, many citizens in need of critical emergency assistance or disabled along the highways would not have received help. For reference, the entire framework for Health and Human Services functions for the State of Colorado is generally located within State-owned buildings. It is unimaginable what harm would have been incurred by Colorado citizens if ALL functions of State government failed to function.

By the end of the initial 48-hour disaster snowfall period Colorado began preparations for the next storm anticipated for the following week. When many people and businesses were just beginning to return to some semblance of normalcy, and were finally able to safely negotiate snow and ice- packed streets, they were required at the same time to take into consideration another pending significant winter storm. The State of Colorado officially closed at 10:30 a.m., Friday, December 29th due to the heavy snowfall of round two of the storm, which mirrored the same weather pattern as the first blizzard. An already weary group of snow removal crews statewide faced the additional snow build-

up, but had to deal again with the remains of the first storm. The weather conditions had not yet allowed snow from the first blizzard to melt or otherwise dissipate and another significant volume of snow fell, again closing roads, public transportation, and certain non-essential State of Colorado offices, but not the essential functions of government.

The hub of statewide communications infrastructure that is essential for emergency radio contact throughout the State are in close proximity to the capitol building in downtown Denver. Emergency phone operations, informational hotlines and other such public services are essential to maintain a level of safety for Colorado citizens. The offices for the Colorado State Patrol (located in State-owned and maintained facilities) were required to remain on full alert, so that patrol personnel could rescue stranded motorists and monitor the hundreds of automobile accidents that occurred as a result of the excessive, record-breaking snowfall. It was critically important to maintain the central communications infrastructure for the State Patrol and other public safety agencies and first responders, which could not have been accessed in many cases without the snow removal efforts facilitated by the State.

The severe winter weather continued into the early months of 2007, as this weather pattern proved to repeat itself to some degree throughout the winter. Ultimately, the entire State budget for snow removal was expended in a single storm, with nothing left in reserves to deal with the second event, or subsequent (but thankfully less intensive) storms within this particular winter.

As referenced above, the Department utilized not only its own Facilities Maintenance staff, but also contractors to facilitate the necessary snow removal services throughout this problematic series of weather events. In addition, the Department has sought and anticipates receiving $9,000 of federal emergency disaster relief from FEMA to help mitigate the significant costs; however, the impact of the above referenced winter weather activity experienced during this fiscal year necessitates a one time increase in spending authority (from existing reserves) to address the shortfall in operating spending authority in the current fiscal year.

Consequences if Not Funded:

This would create a substantial hardship to the Camp George West Operating Expenses line item, given that the requested additional spending authority associated with that line item in the current request represents nearly 25% of the base appropriation. With regard to the significantly larger base appropriation for Capitol Complex Facilities Operating Expenses, the additional spending authority requested (just under $45,000) seems relatively minor. However, the lack of "reinstatement" of this spending authority as a result of this request could unnecessarily delay certain emergency and/or preventive facilities maintenance issues into next fiscal year; a more likely eventuality is that denial of this request will result in the need to address these current year facilities issues from within emergency controlled maintenance funding, which could otherwise be utilized for other, and more critical purposes.

Calculations for Request:

Summary of Request FY 06-07	**Total Funds**	**Cash Funds Exempt**
Total Request [Items below total to this]	**$72,381**	**$72,381**
Division of Central Services, Facilities Maintenance, Capitol Complex Facilities, Operating Expenses	$43,239	$43,239
Division of Central Services, Facilities Maintenance, Camp George West, Operating Expenses	$29,142	$29,142

Assumptions for Calculations: The following table identifies contracted snow removal expenditures paid from base operating appropriations by location from FY 2003-04 through the current fiscal year.

Historic Contract Snow Removal Expenditures FY 2003 - 04 through FY 2005 - 06

		Expenditures by Month								
Fiscal Year	Campus/Program	October	November	December	January	February	March	April	May	Total
FY04	690 Kipling	$0.00	$370.00	$925.00	$1,440.00	$2,685.00	$370.00	$400.00	$0.00	$6,190.00
FY04	700 Kipling	$0.00	$470.00	$1,025.00	$1,640.00	$3,285.00	$470.00	$500.00	$0.00	$7,390.00
FY04	1881 Pierce St	$599.50	$3,301.00	$2,947.50	$5,045.00	$3,241.00	$145.00	$0.00	$0.00	$15,279.00
FY04	CGW	$190.75	$910.00	$1,368.75	$3,616.25	$2,248.75	$0.00	$0.00	$0.00	$8,334.50
	Subtotal - FY04	**$790.25**	**$5,051.00**	**$6,266.25**	**$11,741.25**	**$11,459.75**	**$985.00**	**$900.00**	**$0.00**	**$37,193.50**
FY05	690 Kipling	$0.00	$1,840.00	$790.00	$1,445.00	$0.00	$225.00	$1,035.00	$0.00	$5,335.00
FY05	700 Kipling	$0.00	$2,155.00	$1,000.00	$1,760.00	$0.00	$325.00	$1,350.00	$0.00	$6,590.00
FY05	1881 Pierce St	$0.00	$3,140.75	$4,845.75	$10,358.00	$2,973.75	$0.00	$4,512.50	$0.00	$25,830.75
FY05	690/700 Kipling Common Area	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$968.00	$968.00
FY05	CGW	$0.00	$1,297.50	$722.50	$3,585.00	$0.00	$0.00	$1,675.00	$0.00	$7,280.00
	Subtotal - FY05	**$0.00**	**$8,433.25**	**$7,358.25**	**$17,148.00**	**$2,973.75**	**$550.00**	**$8,572.50**	**$968.00**	**$46,003.75**
FY06	690 Kipling	$0.00	$0.00	$1,370.00	$890.00	$0.00	$2,235.00	$0.00	$0.00	$4,495.00
FY06	700 Kipling	$0.00	$0.00	$1,580.00	$1,100.00	$0.00	$2,655.00	$0.00	$0.00	$5,335.00
FY06	1881 Pierce St	$0.00	$0.00	$3,068.75	$1,667.50	$3,512.50	$3,357.50	$0.00	$0.00	$11,606.25
FY06	CGW	$0.00	$330.00	$3,619.75	$2,764.25	$1,300.50	$8,027.50	$0.00	$0.00	$16,042.00
	Subtotal - FY06	**$0.00**	**$330.00**	**$9,638.50**	**$6,421.75**	**$4,813.00**	**$16,275.00**	**$0.00**	**$0.00**	**$37,478.25**

Contract Snow Removal Expenditures FY 2006 - 07

		Expenditures by Month								
Fiscal Year	Campus/Program	October	November	December	January	February	March	April	May	Total
FY07	690 Kipling	$0.00	$1,545.00	$4,610.00	$8,587.50	$1,880.00	$110.00	$0.00	$0.00	$16,732.50
FY07	700 Kipling	$0.00	$1,985.00	$5,710.00	$9,357.50	$2,320.00	$110.00	$0.00	$0.00	$19,482.50
FY07	1881 Pierce St	$1,462.50	$4,440.00	$19,425.00	$2,740.00	$6,972.50	$6,157.50	$0.00	$0.00	$41,197.50
FY07	CGW	$2,000.00	$4,710.00	$19,035.00	$1,348.75	$8,955.00	$8,145.00	$0.00	$0.00	$44,193.75
	Subtotal - FY07	**$3,462.50**	**$12,680.00**	**$48,780.00**	**$22,033.75**	**$20,127.50**	**$14,522.50**	**$0.00**	**$0.00**	**$121,606.25**

An analysis of the two tables above indicates that the average expenditures for the October – May time over the last three fiscal years for the affected facilities is $40,225. Through March of FY 2006-07, the Department had been forced to exceed that average by over $81,000, essentially tripling the historical average expenditures. In the simplest analysis/justification, the Department has determined that this amount should be "reinstated" to the Capitol Complex and Camp George West Operating appropriations during the current fiscal year as a result of this request, based upon the efforts required for the Department to satisfy its statutory obligations for maintenance of State facilities.

FY 04 - FY 06 Denver TOTAL	$89,019.00
FY 04 - FY 06 Denver Annual Average	$29,673.00
FY 07 Denver Total	$77,412.50
FY 07 Subtotal Denver Excess	$47,739.50
Less FEMA Grant reimbursement	($4,500.00)
TOTAL FY 07 Denver Excess for Supplemental	**$43,239.50**
FY 04 - FY 06 CGW TOTAL	$31,656.50
FY 04 - FY 06 CGW Annual Average	$10,552.17
FY 07 CGW Total	$44,193.75
FY 07 Subtotal CGW Excess	$33,641.58
Less FEMA Grant reimbursement	($4,500.00)
TOTAL FY 07 CGW Excess for Supplemental	**$29,141.58**

Impact on Other Government Agencies: N/A

Cost Benefit Analysis/Justification: No cost benefit analysis was performed, as funding is available from excess reserves in the Capitol Buildings Cash Fund (fund 610), As a result approval of this request would not impact agency tenants of the Capitol Complex or Camp George West, nor does it require the appropriation of new State moneys. The additional spending authority

requested would simply provide the necessary resources to mitigate the significant current year increase in snow removal costs based upon an unprecedented series of winter storms.

Finally, this request could not have been contemplated during the "regular" supplemental budget cycle because of timing; the initial significant storms referenced previously both struck within days of the annual submission date for supplemental requests to the Joint Budget Committee (December 20th and December 29th, 2007) and as reflected in the tables displayed earlier in the request, the continuation of heavy winter storms necessitated significant expenditures above historic levels even during January and February. As such, a 1331 Supplemental Request to be presented to the Joint Budget Committee after the Legislative Session became the only mechanism to mitigate the identified shortfall.

Implementation Schedule: N/A

Statutory and Federal Authority: Colorado Revised Statute 18-9-17; 24-1-136.5; 24-30-1108; 24-30-1303; 24 -50.3-104 (2) (f) and 24-82-101 through 103;

24-50.3-104 (2) (f)

(2) In addition to all other powers and duties conferred or imposed upon the executive director by this article or any other law, the executive director shall:

(f) Supervise the provision of maintenance and other related services to all buildings and grounds in the capitol buildings group.

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The department of personnel shall have control of the capitol and legislative services building and grounds and any other property the state may acquire adjacent thereto, together with all furniture, fixtures, furnishings, and equipment and all exhibits placed in and about said buildings, ***including supervision of the provision of maintenance for the state capitol buildings group****, and including assignment of all executive space owned and rented in the capitol buildings group, subject to legislative appropriation, subject to the provisions of section 2-2-321, C.R.S., concerning space for the legislative department, and subject to the provisions of section 24-82-108, concerning preservation of the state capitol building.*

Performance Measures: N/A