

## **FULL DEVOLUTION**

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## **2 YEAR PLAN FOR DEVOLUTION ASSUMING A PHASED APPROACH**

### **First year**

#### **Prior to July 1<sup>st</sup>**

- ❑ County explores devolution options and discusses with VDOT
- ❑ County expresses intent to assume certain responsibilities for secondary system via resolution in accordance with statute

#### **July – September**

- ❑ County and VDOT meet to discuss specifics of proposed devolution
- ❑ County and VDOT each identify the primary contact during devolution discussions/negotiations
- ❑ VDOT forms Transition Teams for different functional areas (county contact will meet with primary transition team) It is assumed that meetings would be held between county and VDOT on progress at least quarterly

#### **October – December**

- ❑ VDOT and County discuss “legacy” projects that VDOT has already started on and would plan to complete.
- ❑ County determines if they want to assume next phase for any legacy projects.
- ❑ County and VDOT discuss proposed accomplishment of county wide incidental construction activities and determine which optional activities will be assumed by county
- ❑ County attends workshops on project delivery requirements for federal projects (LPT workshop-depending on workshop schedules-could be later)
- ❑ County holds public information meetings on devolution
- ❑ VDOT will begin analysis of internal organization, facilities, equipment, materials and personnel impacts associated with maintenance and operations devolution

#### **January – March**

- ❑ VDOT and county work out details of master agreement and programmatic responsibilities for construction
- ❑ County establishes consultant contracts for construction/begins hiring process for any needed staff
- ❑ VDOT communicates what funds will need to be retained for work performed by VDOT and works with county on six year plan update
- ❑ VDOT communicates anticipated target performance levels for maintenance and provides available information on assets and other historical data.

#### **April – June**

- ❑ Master agreement and MOU for construction executed by May 1<sup>st</sup> to allow transition

- ❑ County attends additional meeting/workshop on financial and reporting requirements

## **Second year**

### **July 1<sup>st</sup>**

- ❑ County reaffirms intent to assume responsibility for maintenance and operations in one year by resolution
- ❑ County assumes construction program responsibility

### **July – September**

- ❑ If county reaffirms intent to assume responsibility for maintenance and operations, VDOT completes review of resources that may no longer be needed
- ❑ Transition Teams for maintenance and operations expanded if necessary
- ❑ VDOT review of Facilities is completed. VDOT communicates what resources may be available.
- ❑ County indicates interest in purchasing/leasing facilities or pursues other resources as needed
- ❑ VDOT review of equipment is complete. VDOT communicates what resources may be available
- ❑ MOU to address transition of land development related activities is developed

### **Sept 30<sup>th</sup>**

- ❑ 1<sup>st</sup> quarterly payment to county for construction-payments in Sept, (others to follow in Dec, March and June)

### **October – December**

- ❑ County indicates interest in acquiring available equipment by transition date and negotiates or pursues other resources as needed
- ❑ VDOT review of materials is complete. VDOT communicates what resources may be available
- ❑ County requests transfer of materials by transition date or pursues materials as needed
- ❑ VDOT review of personnel is complete. VDOT communicates proposed staffing changes as a result of proposed devolution
- ❑ Begin transition of permitting and subdivision and site plan review once MOU executed

### **January – March**

- ❑ County prepares contracts for maintenance and operations/begins hiring process for any needed staff
- ❑ County takes over land use permitting and subdivision/site plan review

### **April – June**

- ❑ Maintenance and operations MOU complete and final agreement executed by May 1<sup>st</sup> to allow transition

- ❑ County attends meeting/workshop on financial and reporting requirements
- ❑ Public relations campaign advising citizens of changes
- ❑ Transition agreed upon resources to county

**July 1<sup>st</sup>**

- ❑ County assumes maintenance and operations responsibility

## CONSTRUCTION FUNCTIONS ACTION PLAN

VDOT and the county will determine which items in the county secondary six year plan will be performed and/or administered by VDOT and the funds that will be held by VDOT accordingly. If a county assumes responsibility for any or all of the countywide items, VDOT will still have oversight responsibilities as well as programmatic reviews. It is assumed that any project underway by VDOT will generally remain with VDOT until the end of the phase (PE, RW or Construction). If requested by the county and agreed to by VDOT, a project can be transitioned to the county within a phase. The standard 6-year plan public hearing and approval process as described in 33.1-70.1 will still apply.

Secondary Construction Allocations to a county normally will fund:

1. Projects on which construction has been completed, but they are not yet fully funded or they have deficits.
2. Projects that are fully funded, but construction is not yet complete.
3. Budget items. These must be funded and built in one fiscal year.
4. Projects that will continue in development.
5. New projects for which allocations are available to at least begin preliminary engineering.
6. Any Primary System project that is to receive Secondary allocations for construction.
7. Countywide Incidental Construction items which are described below.

<p><b>Description of Countywide Incidental Construction (For Use on Secondary Routes Only)</b></p>
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<p><b>Traffic Services</b> – New signs or pavement marking or guardrail</p>
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<p><b>Rural Additions</b> – Additions to System pursuant to Virginia Code Section 33.1-72-1 or CTB Rural Addition Policy. Roads must be accepted into the state secondary system prior to project initiation. VDOT will, as a minimum, have a review role for qualifying rural additions.</p>
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<p><b>Pipe Installations/Private Entrances-</b> Within limitation of VDOT operational policy. The proposed Land Use Permit Manual, currently in the APA process, eliminates pipe installation by VDOT at no cost to the property owner.</p>
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<p><b>Preliminary Engineering &amp; Surveys</b> – Limited in scope and of the nature that inclusion in Six-Year Plan as specific item would be impractical. If county would like general assistance with preliminary engineering, funds can be provided in countywide item.</p>
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<p><b>Fertilization &amp; Seeding</b> – Establishment of new grass – <b>Mandatory with devolution</b></p>
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<p><b>Subdivision Plan Review</b> – Subdivision and site plan (as directly related to the Secondary System or new streets intended for inclusion into the System). VDOT would retain unless county assumes subdivision plan review.</p>
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**Right of Way Engineering** – To be used only when it is impractical to open regular project to charges. Limited to use for minor items, attorney fees, cost advances, acquisition costs, including time charges associated with disposal of residue and surplus property. VDOT may need to retain funds for post construction charges such as condemnations. .

**Traffic Calming** – The installation of traffic calming measures as indicated in the Traffic Calming Guide.

- Residency Administrator arranges meeting with county and VDOT staff to define areas of responsibility within 60 days of notification of intent. County and VDOT will discuss specifics about projects/work that will be performed or administered by VDOT.

## **ORGANIZATION ACTION PLAN**

### *Residency Boundary Review Strategy*

Utilizing the Business Decision Making or other appropriate process, the following scenarios will be evaluated:

- Current Residency will not change.
- Residency merges with adjacent residency
- Residency function absorbed at district office
- Identify Employment Resource Level (ERL) that would not be needed due to other maintenance responsibilities in the Residency being assumed by the County.

### *Area Headquarters (AHQ) Review Strategy*

- Determine the lane miles and weighted lane miles currently maintained in county.
- Utilize these lane miles and the template used in the AHQ Study made in 2006 to determine the number of AHQ needed.

### Employee Resource Level (ERL) Review Strategy

- The information utilized in the AHQ review will be used to review the field maintenance ERL to see if there is a need for any change in distribution.
- Determine how Residency office maintenance staff will be affected.

### Milestones

#### First year

- November – begin analysis of organization
- May – Residency Boundary Review Strategy completed.

#### Second Year

- September–AHQ Study completed.
- November – Review field maintenance ERL distribution.
- November – Meet with county to discuss personnel that will not be needed in the Residency due to devolution.

## PERSONNEL ACTION PLAN

### Assumptions and Actions

- Pull statistical data on Residency
  - Residency's current staff
- Pull statistical data on employees eligible for retirement based upon age and years of service
  - Eligible employees
  - Determine if purchase service contracts make others eligible for retirement.
- Review current ERL for matches to impacted employees
  - Determine valid vacancy list statewide with proposed date of January 20xx.
- Freeze positions for placement within the District as well as statewide, effective January 20xx, where appropriate and feasible to be determined through employee survey
  - Propose effective date January 20xx
- Develop timeline of pending actions
  - Revisit and adjust as needed
- Develop website as a part of communiqué to employees for FAQ's, applicable benefits, applicable policies and procedures. Additional communiqué include:
  - HR will complete a FAQ's informational sheet for employees including benefits information.
  - Website will include FAQ's regarding downsizing as a whole as well as specifics to affected facilities, layoff policies and procedures, and benefits/ severance package information. Information will also be provided in hard copy for employees.
  - Conduct Q&A sessions for employees to be scheduled over the next twelve months (see milestones).
  - Develop questionnaire for employee interest with both VDOT and/or County (to be included as an option on the survey sheets).
  - Employee completes a State Application reflecting experience and skills for possible placement.
  - Partner with VEC for services, including but not limited to, job search assistance, career counseling, resume writing, interview techniques, and relative testing.
  - HR will also provide the above referenced services through the training department and generalist staff.
  - Training will review records regarding educational programs in which employees are currently enrolled and the impact of the terms regarding continuing education program, Learning Partnership, any options regarding release from repayment, to repayment options, if applicable. Update employee-training records.
  - Assist employees with EAP services.
  - Establish a separate communication plan for external/community outreach to include the VEC, Legislature (through letters and emails), Media relations (through designated spokesperson(s)) with

the assistance of Public Affairs. The Suffolk VEC Office will be contacted for the employees impacted at the Suffolk Residency.

- Schedule the meeting with County HR Office to discuss personnel options
  - Dialogue between VDOT and County Human Resources has occurred. County has responded to our request and meeting times are being coordinated.
  - To gather information on staffing level needed and the intent to recruit VDOT employees/establish timeline.
  - To gather information on pay structure, benefits and retirement.
- Conduct update meetings with impacted Suffolk Residency staff
  - Upon finalization of restructuring, conduct an update meeting with impacted employees to advise of status. (Anticipate no later than August 1<sup>st</sup>)
  - Thereafter, meetings will be conducted as needed or in accordance to the timeline submitted.
  
- Prepare an overview of the Policy 1.30 Layoff
- Announce layoff, if applicable (April 30, 20xx with an effective date of June 30, 20xx)
- Contact the VEC for employee assistance/placement, if applicable
  - See communication plan outlined above
  
- Incentives offered to employees to remain with VDOT during the transition period to maintain service level include:
  - Offer Retention Bonus of \$yyyy to be paid incrementally (with tenure agreement) when payment is made:
    - July 30, 20xx
    - January 30, 20xx
    - June 30, 20xx

### Milestones

#### First Year

- May - Communicate via phone and follow up with official letter to County Human Resources office to set up face-to-face meeting with both transition teams.
- June - Coordinate with Central Office - To contact VRS to determine if an enhanced retirement option is available.
- June - Comminique to residency, distict and regional employees

#### Second Year

- August – Human Resources to meet with Residency employees
- September - Establish website for communiqué with employees.
- October - Human Resources/Benefits meet with Residency employees.
- November - Complete agreement with the County related to transfer of employees from Residency to the County (if any) and the agreement to train County employees at VDOT facilities.

- December – Human Resources involvement in the training of County personnel.
- February - Human Resources conduct further update meetings with Residency employees.
- April - Invoke Layoff-Send out written notice, if applicable.
- June - Effective date of layoff.
- June - All remaining VDOT employees (if any) transition to the County payroll.

## EQUIPMENT ACTION PLAN

### *Assumptions and Actions*

- Determine area headquarters to be affected.
- Reassign and transfer all “new” Rental equipment, spreaders and snowplows ordered for these areas to locations where they are most needed throughout the District. Replace required equipment in these three areas with existing equipment made available from reassigned equipment replacement.
- Review non-rental equipment to identify items to be transferred at no cost and high value equipment that should be sold to the County. Continue to replace low value non-rental equipment in the three effected areas as required by condition.
- Prepare plans for the effected areas to remove all Rental equipment and spreaders under three years old and swap it with equipment over three years old from other Areas or Residencies.
- Modify equipment list to fit modifications in organization or staffing as a result of Committee recommendations.
- Produce a list of available rental equipment for sale to the County.
- Produce a list of non-rental equipment for sale or transfer to the County.
- Provide technical and administrative assistance/training to County during transition period.

### *Negotiation Strategy*

- Offer the County surplus rental equipment three years and older for purchase at Fair Market Value or calculated salvage value as required by State regulation. Surplus can be defined as that equipment that is not required for ongoing VDOT operations.
- Transfer low value non-rental equipment to the County at no cost. Sell selected high value equipment to County.
- Strongly encourage the County to recruit Residency Technicians if they need to retain special skills. Make formal offers to VDOT Technicians as early as possible but effective June 1, 2006
- During the transition period, encourage County to place mechanic(s) at the Residency & District shop for training on the equipment.
- Offer staffing and shop design/size consulting to County.
- Offer copies of existing State equipment specifications to the County for procurement of required equipment. (They have neither the time or resources to produce heavy equipment specifications in the time period required)

## Milestones

### Second Year

- July - Produce list of new equipment received in Richmond, on order and approved for purchase for the AHQs affected by the devolution.
- July - Produce list of existing rental and non-rental equipment at the AHQs
- September - Produce transfer plan to reassign/transfer rental equipment under 3 years old to locations where they are most needed.
- September - Produce a list of equipment to sell and transfer to the County +2 weeks from Committee Recommendations - Modify list of equipment to accommodate changes in VDOT structure caused by Organization and Personnel Committees.
- March - Complete reassignment and transfer of selected rental equipment to alternate VDOT locations.
- June - Sale and transfer of rental equipment to County.
- June – Sale or transfer of non-rental equipment to County.
- June – Transfer of VDOT Technicians (if any) to County.

## MAJOR EQUIPMENT AND ROAD STOCK INVENTORY ACTION PLAN

### Assumptions and Actions

- Based on the assumption the County is interested in acquiring certain AHQs, we must maintain road stock inventory until that time.
- Meetings will be held with VDOT Transportation Operations Manager (TOM) and Superintendents of affected and adjacent residencies to discuss all maintenance projects and any construction projects scheduled which will enable us to closely manage the road stock inventory.

### *Negotiation Strategy*

- At the end of the transition, the County will be allowed to purchase remaining road stock inventory at the Fair Market Value. Non-permanent Major Equipment items will be offered at Fair Market value. We will work closely with the Facilities and Real Property Team on the Permanent Major Equipment items, which include Fuel Dispensing System and Fuel Control Terminal.

### Milestones

#### Second Year

- August – Meetings held with TOM and Superintendents of affected and adjacent residencies
- September - review of major equipment and stock complete
- December – Meet with County Team members.
- June – The County will be allowed to purchase remaining road stock inventory at the Fair Market Value with non-permanent major equipment items being offered at Fair Market Value.

## FACILITIES AND REAL PROPERTY ACTION PLAN

*Assumptions and Actions - All actions take place after organizational study is complete and VDOT determines what facilities are available for lease or purchase.*

- Assume the County is interested in leasing or acquiring AHQ

### *Negotiation Strategy*

- The County submits a letter to the District Administrator requesting to acquire/purchase the properties.
- Once the District Administrator receives their request, he will submit a letter to the Assistant Director of the Capital Outlay Program, with his recommendation for disposal of the properties.

#### For purchase:

- A resolution will be prepared and submitted to the Commonwealth Transportation Board for their approval to dispose of the properties.
- State agencies will be notified that the properties are available for sale. State agencies have first right to acquire. If they decline, the properties can be offered for sale to the County.
- VDOT will need to prepare updated surveys of the properties, appraisals, title reports, etc. as requested by Administrative Services, at VDOT's expense.
- An Environmental Assessment of property is required. (A Phase I environmental survey investigation would have to be done for each site, which costs approx. \$3,900 per site and is normally paid by the acquiring party. Phase I survey is basically a simple visual look at the site with no subsurface investigation. If a Phase II investigation is needed, which requires soil sampling and a more in depth review of the site, it will take additional time and money.)
- The contract/deed will be prepared by the Attorney General's Office. Due to the involvement of the Attorney General's office and their heavy workload, it can take anywhere from two to four years to complete the entire conveyance.

#### For lease

- Assistant Director of the Capital Outlay Program will determine leasing terms and conditions.
- Central Office Administrative Services division will prepare a standard lease.
- The lease will be signed by the county administrator (or other authorized signature) and by the Administrative Services Director.

## Milestones -

### Second Year

- September – Meeting to determine what properties the County is interested in acquiring.
- October – The County to make a formal request to District Administrator as to their intentions of property that they wish to acquire.
- November – Upon receipt of the formal request from the County as to the properties they are interested in acquiring, the District Administrator will write a letter to the Assistant Director of the Capital Outlay Program, with his recommendation for disposal of the properties.
- January – for lease, VDOT Assistant director of the Capital outlay program will negotiate terms of lease.
- March – For purchase, a resolution will be prepared for presentation to the Commonwealth Transportation Board for consideration to approve disposal of the properties.
- March – For Lease, lease will be prepared.
- April – For Purchase, after the Commonwealth Transportation Board meeting, other State agencies will be notified the properties are available for sale. If State agencies decline, the properties can be offered for sale to the County.
- April – For Purchase, an Environmental assessment is performed and determination made if a Phase II investigation is required (soil sampling and a more in depth review of the site, it will take additional time and money.)
- May - For Lease, lease is signed by both parties.

## COMMUNICATIONS ACTION PLAN

### *Assumptions and Actions*

- Communication efforts will include internal, external and VDOT-County communications.

### *Internal Communications*

- VDOT employees should be advised of the county's plans to assume maintenance responsibility
- VDOT employees should be kept informed of devolution status during the transition

### *External Communications*

- Residents of the county should be informed of the county's plans to assume maintenance responsibility. They should have an opportunity to provide comments.
- Residents of the county should be reminded of the transfer of maintenance responsibility just before the transition takes place.

### *VDOT-County communications*

- County and VDOT must meet to discuss how devolution should take place. VDOT will share secondary mileage information and asset condition data.
- VDOT and County must determine how information will be shared after county assumes maintenance responsibility

### Milestones

#### First Year

- July – County and VDOT meet to discuss specifics of proposed devolution
- July – VDOT notifies all residency, district and regional employees of the intention of the county to assume maintenance responsibility for its secondary roads.
- August – VDOT will validate secondary mileage within the county.
- October – County holds public information meetings on devolution
- November - VDOT establishes website for communications with residency employees.

#### Second Year

- July – communiqué to residency maintenance employees confirming that the county will assume maintenance responsibility the following July 1.
- January – VDOT and county will determine how information will be shared.
- May – Public relations campaign advising county residents of changes.

## **COORDINATION AND COMMUNICATIONS –**

These items should be included in standard operating procedures established between the VDOT residency and the County. These procedures will define how coordination in these areas will operate at the local level.

- Emergency coordination
  - o Define regular communication
  - o incident/event communication
  - o resource requests/ resource sharing agreements
  - o updates on progress
  - o VOIS updates
  
- Permitting
  - o Define regular communication (ex. weekly email of permits/issues)
  - o project coordination
  - o updates on progress
  - o Inspection coordination
  
- New subdivision streets
  - o Define regular communication
  - o updates on progress
  - o Inspection coordination
  - o Concurrence process for County
  
- Historical data share –
  - o What do we transfer
  - o How do we transfer
  - o When do we transfer
  - o How do we store retained information
  
- VDOT system share
  - o What systems need access
  - o How do we provide access
  - o When do we provide access
  
- Reporting
  - o How are accomplishments reported – what format, what system
  - o When are they reported
  - o Who is responsible for updates