



A Tradition of Stewardship  
A Commitment to Service

Agenda Date: 11/10/2020

Agenda Placement: 10G

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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**TO:** Board of Supervisors  
**FROM:** Minh Tran - County Executive Officer  
County Executive Office  
**REPORT BY:** Susan Kuss, Management Analyst II - 707.253.4826  
**SUBJECT:** Napa County Replacement Jail Update

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### **RECOMMENDATION**

Directors of Public Works and Corrections and the County Executive Officer to provide update on the Replacement Jail Project (Project).

### **EXECUTIVE SUMMARY**

Deputy Director of Public Works, Director of Corrections, Assistant County Executive Officer, and project design consultants will present an update regarding the jail replacement project.

### **PROCEDURAL REQUIREMENTS**

No action required.

### **FISCAL & STRATEGIC PLAN IMPACT**

Is there a Fiscal Impact? No  
County Strategic Plan pillar addressed: Effective and Open Government

### **ENVIRONMENTAL IMPACT**

ENVIRONMENTAL DETERMINATION: The proposed action is not a project as defined by 14 California Code of

Regulations 15378 (State CEQA Guidelines) and therefore CEQA is not applicable.

## **BACKGROUND AND DISCUSSION**

### **A. Planning, Conceptual and Schematic Design**

In 2004, the need to replace the existing downtown Napa jail was identified and the Adult Correction Master Plan was developed with collaboration between Napa County Department of Corrections, the Probation Department, the Sheriff's Office, the Offices of the District Attorney and Public Defender, Health and Human Services Agency, Napa County Courts, and the Napa Police Department. After community meetings and discussions, the Board of Supervisors determined that a replacement jail should be located outside of downtown Napa, and subsequently a site on Napa Vallejo Highway, near Syar Industries, was purchased to house the replacement jail and a re-entry facility. As part of the overall realignment of State corrections, the Board of State and Community Corrections (BSCC) initiated a variety of funding opportunities that counties could access as replacement of aging and outdated jails became necessary. Napa County was successful at obtaining over \$35 million from these sources to support the replacement jail (\$23 million) and re-entry facility (\$12 million).

On August 14, 2018, the Board was presented with a status of the Jail Replacement Project and approved and authorized the Chair to sign an agreement with Lionakis for architectural/engineering and associated services for the Napa County Jail Replacement Project. Since the August 2018 update to the Board, design of the project has been progressing in coordination with staff from the Department of Corrections, Department of Public Works, County Executive Office, and ITS/Communications Department.

At the December 4, 2018 update to the Board, staff provided an overview of the schematic design process, staff's input, and significant design decisions to date.

At the April 23, 2019 update to the Board, staff provided information regarding completion of the schematic design process and a preliminary cost estimate. In addition, staff provided information about the beginning of the design development project phase. Staff also provided an update on the project schedule, budget, and financing. Lastly, staff provided the project's proposed change order process to be implemented during construction.

At the August 27, 2019 update to the Board, staff, in collaboration with the State, agreed to revise the project boundaries as related to SB 844/863 funding. The Board of State and Community Corrections (BSCC) advised that the original SB 844/863 boundaries for the proposed project were drawn very narrowly in order to provide the collateral needed for debt financing for the project. The State Department of Finance had concerns with the State being able to exercise its rights related to lease revenue bond financing in the future with the project boundaries as originally submitted. Given that debt financing is no longer necessary, staff agreed to the revised project boundaries to facilitate timely state approval, which in turn will avoid additional cost escalation were the project delayed. The Board approved two resolutions, one for each funding source to facilitate this process. The resolutions recognized the scope change that resulted from the revised project boundaries and affirmed the Board's commitment to the project, including but not limited to its financial commitment to the project with its revised scope/boundary change. In addition to the update on the design development process, cost estimate, project schedule, budget and financing, staff provided an update on the procurement process for construction management services for the project.

At the December 17, 2019 update to the Board, staff also provided an update regarding completion of the 50% construction documents phase and cost estimate and completion of the qualifications based selection process for construction management services. Staff also provided an update on the project schedule, budget and financing and project next steps. At that meeting, the Board decided to bid and construct the project without the requirement for a Project Labor Agreement (PLA). This decision was predicated on concerns that a PLA would result

in increased costs, fewer competitive bids, and no guaranteed increase in employment opportunities for Napa County residents. In a separate action on this date, the Board approved a contract with Vanir Construction Management, Inc. for construction management services.

During the May 5, 2020 update to the Board staff provided an update regarding completion of the 95% construction documents phase and cost estimate. Staff also presented regarding progress on the Furniture Fixture and Equipment (FF&E) planning and pre-qualification of contractors. The Board was also updated on the progress made on the Replacement Jail Early Site Work bid package.

## **B. Today's Update**

Today's update will cover the following:

### **1. Project progress to date**

The following progress has been made since the May 5, 2020 update:

- | State of California approval of preliminary plans;
- | Completion of 100% construction documents phase;
- | Submittal of 100% construction documents to the State of California for review and approval;
- | Furniture Fixtures and Equipment (FF&E) planning;
- | Pre-qualification of contractors;
- | Early site work construction package was completed in September at a costs of \$2,041,000, less than the \$2,400,100 budgeted;
- | Operating cost estimates of the replacement jail have been refined.

### **2. Project Schedule**

In the schedule previously presented to the Board the beginning of the bid period was scheduled to begin in June of 2020. Given that approvals from the State are taking longer than anticipated the project is now scheduled to go out for bids in January of 2021. The construction and occupancy timelines have now also been adjusted due to this approval process impact.

Design	August 2018 to June 2020
Pre-qualification process	December 2019 to April 2020
Review/Approval by State	February 2020 to January 2021
Construction bids	January 2021 to April 2021
Construction	April 2021 to October 2022
Occupancy	October 2022 to January 2023

### **3. Project Budget**

The project is on budget in accordance with the budget presented to the Board on August 14, 2018, December 4,

2018, April 23, 2019, August 27, 2019, and December 17, 2019. A project budget update that includes expenses to date is included as attachment A to this report.

On May 5, 2020 staff advised the Board that 95% construction documents had been completed and that the construction cost estimate associated with the completion of that process showed the project being approximately \$1,000,000 over the planned construction cost. Staff advised the Board it would continue to implement a value engineering process during the construction documents phase of the project to close this \$1 million gap.

Staff continues to work with the architectural team to close this gap. Pending bids, staff anticipates the project is still within the \$128 Million budget.

#### **4. Project Financing**

Despite item 3 above, the total project budget remains at \$128 million. A final construction cost estimate will be prepared at the conclusion of the construction documents phase and just before the project is let out for construction bids.

An updated table identifying sources of financing to complete the project is included as attachment B to this report. This project is now fully funded.

#### **5. Replacement Jail - Estimated Operational Costs**

The estimated operational costs for the replacement jail are calculated at FY 20/21 rates to allow for easy comparison with the current Downtown Jail operational costs (see table below). The projected estimate includes eighteen new positions. Thirteen of the positions are needed to staff the larger jail and include correctional officers, building maintenance workers and a cook. In addition, because the replacement jail is located outside of downtown, a holding facility needs to be created to hold inmates awaiting court appearances. Five additional positions are needed to staff the holding facility.

Non-personnel costs are based on current year budget and reflect an increase to account for the additional 28-beds the replacement jail will have. The result is a \$792,000 increase over the Corrections Department's 20/21 non-personnel budget.

The estimated total operating costs for the first year of operations at the replacement jail is \$23.8 million. This compares to the 20/21 Corrections budget of \$20.4 million; a \$3.4 million increase. For reference, the most recent five-year forecast assumed the replacement jail in its first year of operation would cost \$3.5 million.

<b>FY 20/21</b>	<b>Replacement Jail (new)</b>	<b>Downtown Jail (current)</b>	<b>Increase (new-Current)</b>
Jail FTE	114	101	13
Downtown Holding FTE	5	n/a	5
Salaries & Benefits	\$16,338,876	\$13,750,960	\$2,587,916
Services	\$6,111,387	\$5,565,599	\$545,788
Supplies	\$677,524	\$607,730	\$69,749
Other Charges	\$691,594	\$515,000	\$176,594

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Total	\$23,819,381	\$20,439,289	\$3,380,092
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**Recommendation:****6. Next Steps**

Next steps include:

- | State of California approvals to begin Replacement Jail bidding phase;
- | Project bidding and construction contract State approvals
- | Begin Construction

**7. Project Updates**

Staff will continue providing quarterly project updates to the Board through the design phase of the project and will initiate more frequent reporting once construction is underway. Updates will include the following:

- | Progress to date;
- | Project budget/change order status;
- | Project schedule;
- | Project financing; and
- | Next steps.

**SUPPORTING DOCUMENTS**

- A . Replacement Jail Budget Update 11-10-20
- B . Jail Financial Plan

CEO Recommendation: Approve

Reviewed By: Susan Kuss