



A Tradition of Stewardship  
A Commitment to Service

Agenda Date: 4/23/2019

Agenda Placement: 10C

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

---

**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

---

### **RECOMMENDATION**

County Executive Officer requests the Board receive a presentation and project update regarding the Jail replacement facility.

### **EXECUTIVE SUMMARY**

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

### **PROCEDURAL REQUIREMENTS**

No action required.

### **FISCAL IMPACT**

Is there a Fiscal Impact?                      No

### **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Corrections (BSCC) initiated a variety of funding opportunities that counties could access as replacement of aging and outdated jails became necessary.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. The presentation included:

- | Background on the project development;
- | Site plans overview;
- | Progress to date;
- | Financing Plan;
- | Project budget update;
- | Design criteria;
- | Project schedule;
- | Next steps

On August 14, 2018 the Board also approved and authorized the Chair to sign an agreement with Lionakis for a maximum of \$9,839,750 for the term July 31, 2018 through June 30, 2019 with an automatic extension provision for an additional year at the end of each fiscal year not to exceed four additional years for architectural/engineering and associated services for the Napa County Jail Replacement Project. Since the August update to the Board, design of the project has been progressing.

With the Board's approval of the Professional Services Agreement with Lionakis for architectural/engineering and associated services for the Replacement Jail Project, staff initiated the schematic design process for the project. On September 7, 2018 Lionakis and County staff met to discuss client expectations, lines of communications, the schedule and critical success factors for the project. The schematic design process started with the conceptual program/design that was completed during an earlier phase of the project. Several design meetings attended by the project architects, specialty consultants, and staff from the Department of Corrections, Department of Public Works, County Executive Office and ITS/Communications Department have taken place over the past few month. Design for the following systems/areas have been covered:

- | Acoustics;
- | Architectural;
- | Audio-visual;
- | Civil;
- | Electrical;
- | Environmental;
- | Food Service;
- | Geo-technical
- | Landscape;

- | Mechanical;
- | Plumbing;
- | Radio;
- | Security Electronics;
- | Site Development;
- | Structural;
- | Wayfinding/Signage

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.

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

Today's update will cover the following:

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

The following progress has been made since the December 4, 2018 update:

- | Completion of schematic design including all required reviews/input;
- | Completion of schematic design cost estimate;
- | Beginning of the design development project phase

Review and input on the schematic design documents has been provided by the County Department of Public Works, Department of Corrections, Communications/ITS Department, Fire and Environmental Management. Subsequent meetings were held to confirm/clarify comments provided as part of this review process.

### **2. Project Schedule**

The project is on schedule in accordance with the following schedule presented to the Board on August 14, 2018 and again on December 4, 2018:

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

The prequalification process timeline has been changed from June, 2019-December, 2019 to December, 2019-April, 2020 in order to have the pre-qualification date closer to the bid date period so as to maintain interest from potential bidders.

### **3. Project Budget**

The project is on budget in accordance with the budget presented to the Board on August 14, 2018 and December 4, 2018. A project budget update that includes expenses to date is included as attachment A to this report. Upon completion of the schematic design phase, a project cost estimate was prepared.

The construction cost estimate following schematic design indicated a potential construction cost that

was approximately \$8 million over the planned construction costs. Reasons for the estimate being higher than the planned construction costs include:

- | The original estimate was based on a very high level "conceptual" design plan which was prepared based on input from the previous Corrections Administration. Moving into the "schematic" design phase there was further input from the Corrections Department from an operational perspective for the design of areas such as housing, kitchen and laundry. This resulted in additional square footage for the building in order to meet the current anticipated operational needs;
- | There have been significant construction market price increases; i.e. costs for aluminum and steel due to tariffs, less competition for detention hollow metal, and consolidation of detention equipment contractors.
- | As part of site-work geotechnical investigations during the schematic design phase, it has been determined that the site work to build the project will be more challenging than previously anticipated.

Lionakis, the project architects, have County direction to stay within the \$128 million budget. Once the estimate for schematic design came in, they analyzed what items the County could revisit to stay within budget but still meet the County needs for the project. Subsequently, Lionakis facilitated a value engineering session with County staff to review project items that could be modified to bring the estimate back within budget. Value Engineering items considered to bring the project construction cost estimate within the planned construction cost estimate were:

- | Use of precast cells in lieu of CMU (cells built at the site)
- | Incorporate maintenance functions into the Jail facility rather than having a separate maintenance building;
- | HVAC modifications;
- | Sitework reduction/modifications;
- | 2 emergency generators to 1;
- | Security system modifications;
- | Building component modifications

The Value Engineering efforts have reduced the figure of \$8 million over the planned construction costs to approximately \$2 million. Still under discussion is a mesh overlay to the exercise yard. The mesh is designed to prevent contraband from being dropped into the yard. As an attempt to stay within the construction budget, staff had discussed making the mesh overlay a bid alternate -- if construction bids were favorable, the overlay would be included in the project. However, the Replacement Jail Review Committee discussed concerns that if the mesh is needed, adding it later could cost more. Currently, the mesh overlay is included in the project budget. Staff will deliberate on this issue and continue to work with Lionakis to further reduce the \$2 million gap during the early stage of the design development phase. Staff will report back to the Board on any additional value engineered items.

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

The total project budget remains at \$128 million. Once the design consultant has completed the design development phase, the project budget will be updated once again.

An updated table identifying sources of financing to complete the project is included as attachment B to this report. The changes to the Table between each update reflect only the revenue actually received, which is reducing the amount that may need to be financed, and does not change any of the projections of future funding. Since the last update, the financing plan includes additional funding of \$4,357,724. This is a combination of \$3,587,341 from 2017-18 year-end fund balance and an additional \$770,383 in projected 2018-19 available general fund balance as a result of the mid-year budget review process. In addition, \$1,686,600 is expected to be received in 2018-19 Property Tax Backfill for ERAF. The Project Financing Plan will be updated for this amount when the revenue is received. Consistent with Board Policy, staff is continuing to transfer all Excess ERAF to this project when it is

received. Excess ERAF has come in stronger than projected, and the Auditor-Controller's office expects this trend to continue. Staff continues to monitor all of the projected revenue, as well as project costs.

#### **5. Project Construction Phase - Change Order Process**

Staff will be presenting to the Board the proposed construction phase change order process for the Board's input. Currently the Director of Public Works is authorized to execute individual change orders for an amount not to exceed \$210,000 for contracts above \$250,000. Individual change orders above that amount require Board approval. Staff recommends that for the Jail Replacement project change orders above \$50,000 will require County Executive Office approval. A running list of change orders will be maintained as well as the reason for them. This list will be included in updates to the Board once construction has begun.

#### **6. Next Steps**

Next steps include:

- | Continuation of design development Phase;
- | Completion of design development cost estimate;
- | Issuance of a Request for Qualifications for construction management services

#### **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;
- | Next steps

#### **SUPPORTING DOCUMENTS**

- A . Replacement Jail - Project Budget Update
- B . Replacement Jail - Project Financing Update

CEO Recommendation: Approve

Reviewed By: Helene Franchi