

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA # B-5

Urgent

Routine

AGENDA DATE May 15, 2012

CEO Concurs with Recommendation YES NO

4/5 Vote Required YES NO

(Information Attached)

SUBJECT:

Approval of the Plans and Specifications for the Honor Farm Jail Bed Replacement Project, Authorize Invitation to Bids to the Recommended Pre-Qualified General Contractors, Set the Bid Date for June 27, 2012 at 2:00 p.m., and Related Actions

STAFF RECOMMENDATIONS:

1. Approve the plans and specifications for the 192-Bed Honor Farm Jail Bed Replacement Project prepared by Lionakis.
2. Approve the list of seven pre-qualified general contractors recommended by County Staff as the result of the Request for Statement of Qualifications process approved by the Board of Supervisors on December 6, 2011:

(Continued on Page 2)

FISCAL IMPACT:

On June 26, 2010, a fire erupted at the Stanislaus County Sheriff's Honor Farm, completely destroying Barracks 1 and 2 and all of its contents. The Board of Supervisors authorized the Chief Executive Officer and County Counsel to finalize and execute the settlement agreement with the County's Insurer as a result of the fire.

(Continued on Page 2)

BOARD ACTION AS FOLLOWS:

No. 2012-230

On motion of Supervisor Withrow, Seconded by Supervisor Chiesa
and approved by the following vote,

Ayes: Supervisors: Chiesa, Withrow, Monteith, De Martini, and Chairman O'Brien

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) X Approved as recommended

2) _____ Denied

3) _____ Approved as amended

4) _____ Other:

MOTION:

ATTEST:

Christine Ferraro
CHRISTINE FERRARO TALLMAN, Clerk

File No.

STAFF RECOMMENDATIONS: (Continued)

- ACME Construction, Inc. of Modesto, California;
 - BRCO Constructors, Inc. of Loomis, California;
 - C.T. Brayton & Sons, Inc. of Escalon, California;
 - Diede Construction, Inc. of Woodbridge, California;
 - Flintco Pacific, Inc. of Roseville, California;
 - JL Bray & Son, Inc. of Salida, California; and
 - Roebbelen Construction, Inc. of El Dorado Hills, California
3. Authorize the Project Manager to issue a notice inviting bids for the construction of the project; set a due date of June 27, 2012 at 2:00 p.m., and authorize the Project Manager to modify the bid date if necessary.
 4. Authorize the Project Manager to accept and open bids on June 27, 2012, immediately after 2:00 p.m., and return to the Board of Supervisors to recommend an award of the general construction contract to the lowest responsive responsible bidder.
 5. Authorize the Project Manager to issue a Request for Proposals for Code Required Testing Services.
 6. Authorize the Project Manager to complete work underway with the City of Ceres related to the installation of water back-flow preventers at the Public Safety Center site; and subsequently issue a Notice Inviting Bids for the installation of back-flow preventers at the Public Safety Center site.
 7. Authorize the Project Manager to negotiate and sign contracts, work authorizations, and purchase orders for professional services needed in the bid and award phase of the project as long as they are within the project budget approved by the Board of Supervisors.

FISCAL IMPACT: (Continued)

On May 24, 2011, the Board authorized the Auditor-Controller to establish a Special Revenue interest-bearing fund for the insurance proceeds for the construction of a replacement facility and for lost jail beds. At that time, the Board also approved an increase in appropriations and estimated revenue of \$355,232 in a new Capital Project Fund for the schematic phase of design for a replacement facility,

On May 24, 2011, the Board of Supervisors approved the schematic design as prepared by Lionakis and authorized the Project Team working with the Design Team to complete the design for future Board of Supervisors consideration and bidding. At that time, the Board of Supervisors approved an increase in the Project Budget for design efforts

through the bid and award phase of construction in the amount of \$948,243 for the total project costs to complete design and preparation for bidding. The total allocated funds to date are \$1,303,475, which are funded by insurance proceeds with no General Fund impact.

Since that time, the project team, including Chief Executive Office, Capital Projects and Sheriff's Staff, working in collaboration with the Lionakis design team have completed a recommended design for the future replacement facility outlined in greater detail below in the Discussion section of this report.

Initial independent cost estimates through schematic design indicated a replacement facility could be constructed at the Public Safety Center site within budget estimates not to exceed \$12 million. Now that the final plans and specifications have been completed, recent construction document estimates indicate the facility can be built within the original construction estimate within the total project budget of \$12 million.

Upon successful receipt of a low bid within the project budget, the Project Manager will return to the Board of Supervisors to recommend a construction contract award.

DISCUSSION:

On June 26, 2010, a fire erupted at the Stanislaus County Sheriff's Honor Farm, completely destroying Barracks 1 and 2 and all of its contents. On July 13, 2010, the Board of Supervisors approved a Declaration of Emergency as a first step toward the clean up of fire debris and replacement of the lost beds to be covered by the County's insurance. At that time, the Board of Supervisors also authorized the Chief Executive Officer or his designee to begin negotiations with the County's Insurer to settle the claim for the lost facility at the Stanislaus County Sheriff's Honor Farm and authorized the Chief Executive Office - Risk Management Division to negotiate an advance partial proof of loss payment to fund initial project costs to ensure the safety and security of the site and aid in the demolition, planning and design services for a replacement facility.

On April 5, 2011, the Board approved to accept the final update on the immediate action plan and end the emergency declaration.

On April 26, 2011, in closed session, the Board of Supervisors authorized the Chief Executive Officer and County Counsel to finalize and execute the settlement agreement with the County's Insurer as a result of the fire.

Design/Construction of a New Replacement Facility

The fire that destroyed Honor Farm Barracks 1 and 2 created a significant challenge to provide jail beds to house inmates in Stanislaus County. On July 13, 2010, the Board of Supervisors authorized the Chief Executive Officer to contract for professional

architectural design services with Lionakis of Sacramento, California to assist the County with evaluating replacement options at both the Honor Farm and the County's Public Safety Center (PSC).

Replacement Facility

The Stanislaus County Men's Honor Farm, located at 8224 West Grayson Road, Modesto, California, was originally constructed in the late 1950's with (3) 86-bed housing units and (1) 112-bed housing unit and is one of three detention facilities managed by the Sheriff's Department. The classification type of the inmate housed at the Honor Farm has changed significantly over the past fifty years. The Honor Farm is currently classified by the State Corrections Standards Authority (CSA) as a Type II facility, which is used for the detention of persons pending arraignment, during trial and upon court sentencing. Inmates currently being detained at the Honor Farm would not have been considered as an acceptable classification type for the Honor Farm at the time of the original 1989 Master Plan Implementation Architectural Program completed by Stone, Marraccini, Patterson/The Design Partnership. The classification type of inmate currently being housed at the Honor Farm will have a direct effect on the type of replacement facility to be considered for reconstruction and the siting of that reconstruction or replacement of space.

On December 6, 2012, the Board of Supervisors accepted the schematic design as prepared by Lionakis, and authorized the project team working with design team to complete the design for construction of a replacement facility. At that time, the Board of Supervisors also authorized the Project Manager to issue a Request for Statement of Qualifications (RFSOQ) for the pre-qualification of general contractors for construction of a replacement facility, and directed staff to return for future consideration.

Next Recommended Actions

As next critical steps for the project, staff recommends that the Board of Supervisors approve seven key actions that will ensure the project proceeds to the Bid and Award Phase of the Project, including the following:

1. Approve the plans and specifications for the Honor Farm Jail Bed Replacement Project prepared by Lionakis.

The proposed project, as designed and approved through the construction document phase, will consist of a multi-tiered building constructed directly south of the existing minimum-security housing facility on the site of the Public Safety Center. Included will be site improvements, such as a continuation of the perimeter security fencing, new vehicular and pedestrian gates incorporated into the secure fencing, utility extensions and two outdoor recreation areas. Although the primary goal of this project is to provide a safe and secure jail-housing facility, it should also provide an environment that

supports the operational requirements of the Sheriff's Department and facilitates the ability to provide programs for the inmates while detained. (Attachment 1: Site Plan; Attachment 2: Ground Floor and Upper Tier Plans; Attachment 3: Exterior Images/Renderings; Attachment 4: Interior Images/Renderings)

The success of the project's design has been a collaborative effort by the entire Design Team. Representatives from County Capital Projects, Sheriff's Department, County Executive Office and various consultants have all been instrumental in the development of the operational and design requirements. Numerous concept drawings and material selections were provided and evaluated throughout the process and were instrumental in developing/refining the construction documents within this report. It was imperative to revisit the anticipated spaces developed during the initial negotiations with the insurance company to determine the overall project scope. We assessed operational requirements and departments needs to challenge the preliminary ideas and concepts noted to assure the County it met the desired operational model and accommodates programmatic flexibility.

Throughout the design phases, it became apparent that the department required a building that provided a more secure environment to accommodate a higher, more serious inmate classification. As a reference, the Sheriff's Department indicated that certain design and construction aspects of their existing minimum-security dormitory units were not adequate to support the projected inmate population. The design needed to respond to a more secure environment in terms of materials, smaller grouped and secure dormitories, staff controls, and technology. It was also noted that whenever feasible, the building should provide natural light and attempt to provide a non-threatening setting that downplays the institutional feeling and supports a more normalized environment. This has been achieved through use of materials, colors, acoustics and abundant natural light. Secure areas shall be constructed with emphasis on providing a secure perimeter with materials resistant to abuse and damage. Semi-secure areas shall be constructed to provide appropriate visual interest and security for the functions housed. The Jail housing facility is designed to be a cost effective, abuse resistive facility with operational flexibility to accommodate a changing inmate population. The staff and support areas of the facility will accommodate much needed inmate programs, provide security search and staging rooms to and from court, and supplement staff work and break areas.

During the initial design phase, it was determined that the department would like to incorporate video visitation throughout the various institutions. It was acknowledged that the jail expansion project could not be burdened with the entire cost of implementation of the visitation system. A separate and concurrent project is being developed to for a new remote public visitation facility to accommodate all of the various detention facilities in the county. For this project, inmate video visitation stations shall be provided in each of the dayrooms.

The facility will be secure with areas that include three 64-bed dormitory Housing Units, a raised Control Station, inmate Program and Multi-Purpose rooms, Search Rooms, a Staff Break Room, Equipment Storage, Work Room, and shall be occupancy Type I-3, construction Type IB. The structural frame shall receive sprayed fireproofing with 2-hour rated protection and the entire roof structure assembly is required to have 1-hour fire resistive construction. A fully automatic fire sprinkler and fire alarm system shall be provided throughout.

Goals for this Project

The goals of this project used to produce the schematic design are as follows:

- Maximize the project scope with funds available. Initially, the project was identified as a 172-bed facility as a direct replacement to lost beds. However, it was determined the County needed to size each dormitory housing unit to the maximum CSA authorized capacity of 64 inmates each. This provides for a 192-bed facility.
- Create staff efficiency to operate the facility. To support this, it was determined that the new expansion will be indirect supervision, with a centrally located control station that has visual supervision of inmate areas. Bring as many support services to inmates as practical to reduce staffing.

Movement between housing units and support facilities should be minimized and easily observable. The use of a secure corridors that can be observed or monitored to allow inmates to move unescorted between housing units and support services to reduce time staff spends in escorting.

- The architectural environment must support the safety of staff and inmates by providing staff direct visual and acoustical awareness of activities in all areas. Security systems are needed for support, but primary security should be achieved through direct staff management. Staff station should be clearly defined, restricted from inmates, but should not create full barriers that interfere with direct interaction between staff and inmates.
- Provide additional inmate controlled movement by enclosing individual dormitory areas. In lieu of open dorm sleeping areas contiguous to a dayroom, this allows supervisory staff the ability to limit inmates to their defined dormitory for safety and security requirements. Toilet and lavatories shall be contained within each dorm setting to allow inmates free access and reduce staff interaction.
- Provide the maximum flexibility to accommodate potential non-accessible inmates. Each unit shall contain accessible sleeping, toilets, lavatory and shower areas for so staff can classify accordingly.

Additionally, the Project Manager, as part of the final plans and specifications, collaborated with the Architect to develop a construction siting plan. The plan identified

key access roads and paths of travel during construction, siting of a construction staging area, and siting of the construction site trailer needed for on-site staff. With the Board of Supervisors approval of the plans and specification as prepared by Lionakis, the Project Manager will implement a construction site activation plan and will procure services estimated not to exceed \$80,000 for developing site access and a construction staging area, and acquisition of the construction site trailer estimated to be \$40,000, for a total site activation plan estimated not to exceed \$120,000. Funding for this effort will be funded out of the Project Budget. The opportunity to reduce costs and plan for the larger upcoming AB 900 Phase II Public Safety Center Expansion is present by providing one central on-site plan and is funded from the Project Budget and Insurance Proceeds.

2. Approve the list of seven pre-qualified general contractors compiled by County Staff in connection with the Request for Statement of Qualifications process approved by the Board of Supervisors on December 6, 2011.

On December 6, 2011, the Board authorized staff to issue a Request for Statements of Qualifications (RFSOQ) from general contractors for pre-qualification to bid on this important project. Staff advertised in multiple local newspapers and trade publications. In response, staff received eight requests for the RFSOQ package. On April 17, 2012, staff received statements of qualifications from a field of eight general contractors.

On April 20, 2012, in accordance with the Request for Statement of Qualifications, County staff from the Chief Executive Office, Sheriff's Office, the Project Architect, and Legal Counsel (in an advisory capacity) conducted an extensive review of each of the eight Statements of Qualifications received for this project. Each submission was carefully evaluated using a uniform system of rating bidders on objective criteria pursuant to the requirements of Public Contract Code Section 20101(b).

On May 1, 2012, all Contractors were notified in writing by the Project Manager of the County's Notice of Determination in connection with the pre-qualification process. Based on the results of the preliminary evaluation, seven firms were notified that their firm would be recommended to the Board of Supervisors for pre-qualification, while one firm was notified that they would not be recommended to the Board of Supervisors for pre-qualification for the project because they failed to meet the minimum qualification requirements in accordance with the Stanislaus County Request for Statements of Qualifications. Pursuant to Public Contract Code 20101(d), the contractor was afforded the opportunity to appeal the staff determination and to present evidence as to why they should be found qualified.

The contractor timely submitted a written appeal and was afforded the opportunity to make an oral statement and to produce additional written documentation. Information obtained from the appealing contractor confirmed County staff's initial disqualification decision and provided additional, independent grounds for disqualification.

Subsequently the contractor has advised the County that it does not intend to pursue its appeal any further.

At this time, based upon the extensive review and analysis, staff recommends that the Board deem the following seven general contractors as pre-qualified and approved to submit bids for the construction of the Honor Farm Jail Bed Replacement Project:

Honor Farm Jail Bed Replacement Project Recommended Pre-Qualified Contractors	City and State
ACME Construction, Inc.	Modesto, California
BRCO Constructors, Inc.	Loomis, California
C.T. Brayton & Sons, Inc.	Escalon, California
Diede Construction, Inc.	Woodbridge, California
Flintco Pacific, Inc.	Roseville, California
JL Bray & Son, Inc.	Salida, California
Roebbelen Construction, Inc.	El Dorado Hills, California

3. Authorize the Project Manager to issue a notice inviting bids for the construction of the project and to set a due date of June 27, 2012 at 2:00 p.m., and for the Project Manager to modify the bid date if necessary.

This action will authorize the Project Manager to issue an invitation to seven pre-qualified general contractors to bid for the construction of the Honor Farm Jail Bed Replacement project; and to set the date for receipt and opening of the bids on June 27, 2012, immediately at 2:00 p.m. The invitation to bid will be sent to local builder's exchanges and will be available for purchase in the CEO's Capital Projects office.

The bids will include three additive bid alternates to be evaluated in a blind bid process if funds are available:

- Addition of the west outdoor recreation area including asphalt including paving, striping, athletic equipment and pole mounted light equipment;
- Addition of detention furnishings including the dayroom tables, bunks, and video visitation stations; and
- Addition of food service equipment.

4. Authorize the Project Manager to accept and open bids on June 27, 2012, immediately after 2:00 p.m., and return to the Board of Supervisors to recommend an award of the general construction contract to the lowest responsible bidder.

This action will authorize the Project Manager to accept and open bids from the pre-qualified General Contractors for the construction of the Honor Farm Jail Bed Replacement Project. Bids will be evaluated to determine that they have met the minimum criteria set forth in the bid documents and are therefore deemed "responsible" and by bid price. Bids shall be reviewed in a "Blind Bid Process" to determine which, if any of the three alternates can be accepted. Staff will return to the Board of Supervisors to report the results of the bidding and to recommend an award of a construction contract to the most responsible respondent.

5. Authorize the Project Manager to issue a Request for Proposal for Code Required Testing Services.

This action will authorize the Project Manager to issue a Request for Proposal for Code Required Testing Services. Staff will return to the Board of Supervisors to recommend a contract award.

6. Authorize the Project Manager to complete work with the City of Ceres for the installation of water back-flow preventers at the Public Safety Center site; and subsequently, issue a Notice Inviting Bids for the installation of back flow preventers at the Public Safety Center site.

This action will authorize the Project Manager to complete work with the City of Ceres for the installation of water back-flow preventers at the Public Safety Center site; and subsequently, issue a Notice Inviting Bids for the installation of backflow prevention assemblies at the Public Safety Center site which will accommodate the replacement facility, as well as the additional 456 new jail beds funded by AB 900 Phase II jail construction funding.

The County has agreed with the City of Ceres to install seven water back-flow preventers at the Public Safety Center site to ensure water system integrity. Staff will return to the Board of Supervisors to recommend a contract award, and to outline the funding and financing plan for this effort, with no impact to the County's General Fund.

7. Authorize the Project Manager to negotiate and sign contracts, work authorizations, and purchase orders for professional services needed in the bid and award phase of the project as long as they are within the approved budget.

This action will authorize the Project Manager to manage the project through the bid and award phase of the project as long as the project is within the approved project budget.

Schedule

The Project Team has made significant progress towards designing a replacement facility that will be built at the Public Safety Center site. Staff anticipates it will return to the Board of Supervisors to recommend a construction contract award in Summer, 2012.

POLICY ISSUES:

Approval of this action supports the Board's Priorities of A Safe Community and Efficient Delivery of Public Services by designing a replacement facility for lost jail beds.

STAFFING IMPACTS:

Staffing Analysis

The Honor Farm currently houses 86 inmates who are overseen by 16.5 allocated positions with an operational cost of \$1,859,000 annually to fund these positions.

The Community Corrections Phase II Plan funded through State Public Safety (Corrections) Realignment with the passage of Assembly Bill 109 (AB 109) will provide funding to reopen 72 beds that were closed as a result of budget reductions implemented in the prior fiscal year. As a result of this additional funding, the Sheriff requested to add back 6.84 positions during the Fiscal Year 2011-2012 at a total estimated annual cost of \$735,040 to be completely funded by AB 109.

As previously reported to the Board of Supervisors, with the full build out of a replacement facility at the Public Safety Center, and the closure of the Honor Farm during Fiscal Year 2013-2014, staff believes the transfer of the existing 16.5 positions funded by existing appropriations in the Sheriff Detention budget of \$1.83 million, and the reallocation of the 6.84 positions at a total estimated annual cost of \$735,040 completely funded by AB 109.

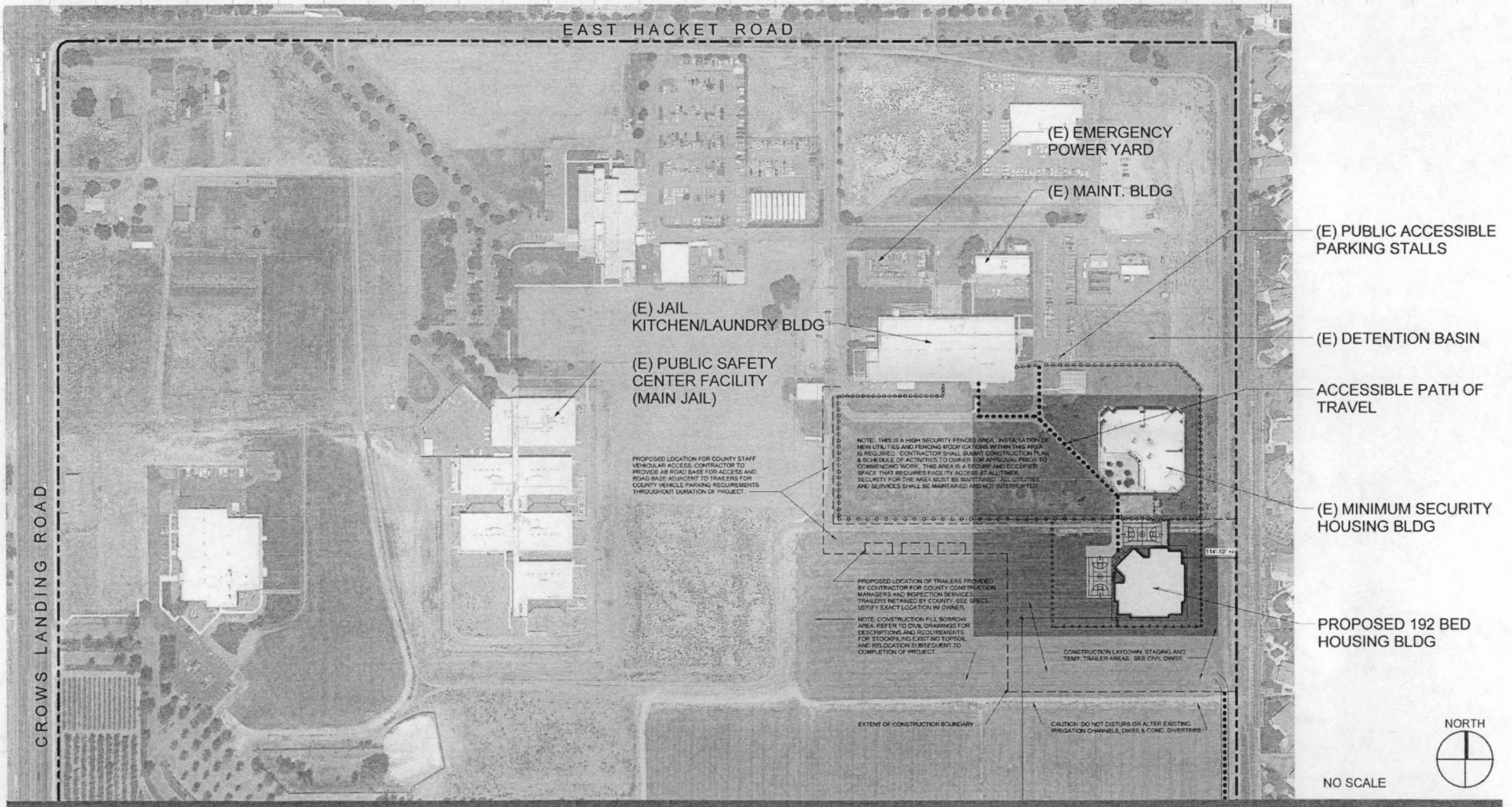
With the full build out of a replacement facility at the Public Safety Center, and the closure of the Honor Farm during Fiscal Year 2013-2014, staff believes the transfer of the existing 16.5 positions funded by existing appropriations in the Sheriff Detention budget of \$1.83 million, and the reallocation of the 6.84 positions funded by AB 109 Realignment totaling \$735,040 will together be sufficient to staff the replacement 192 bed facility.

It is anticipated this staffing pattern will provide the supervision necessary to maintain span of control and to ensure that transportation and administrative services required outside the new 192 bed replacement facility and beyond the management required if simply monitored by PSC staff.

Approval of the Plans and Specifications for the Honor Farm Jail Bed Replacement Project, Authorize Invitation to Bids to the Recommended Pre-Qualified General Contractors, Set the Bid Date for June 27, 2012 at 2:00 p.m., and Related Actions
Page 11

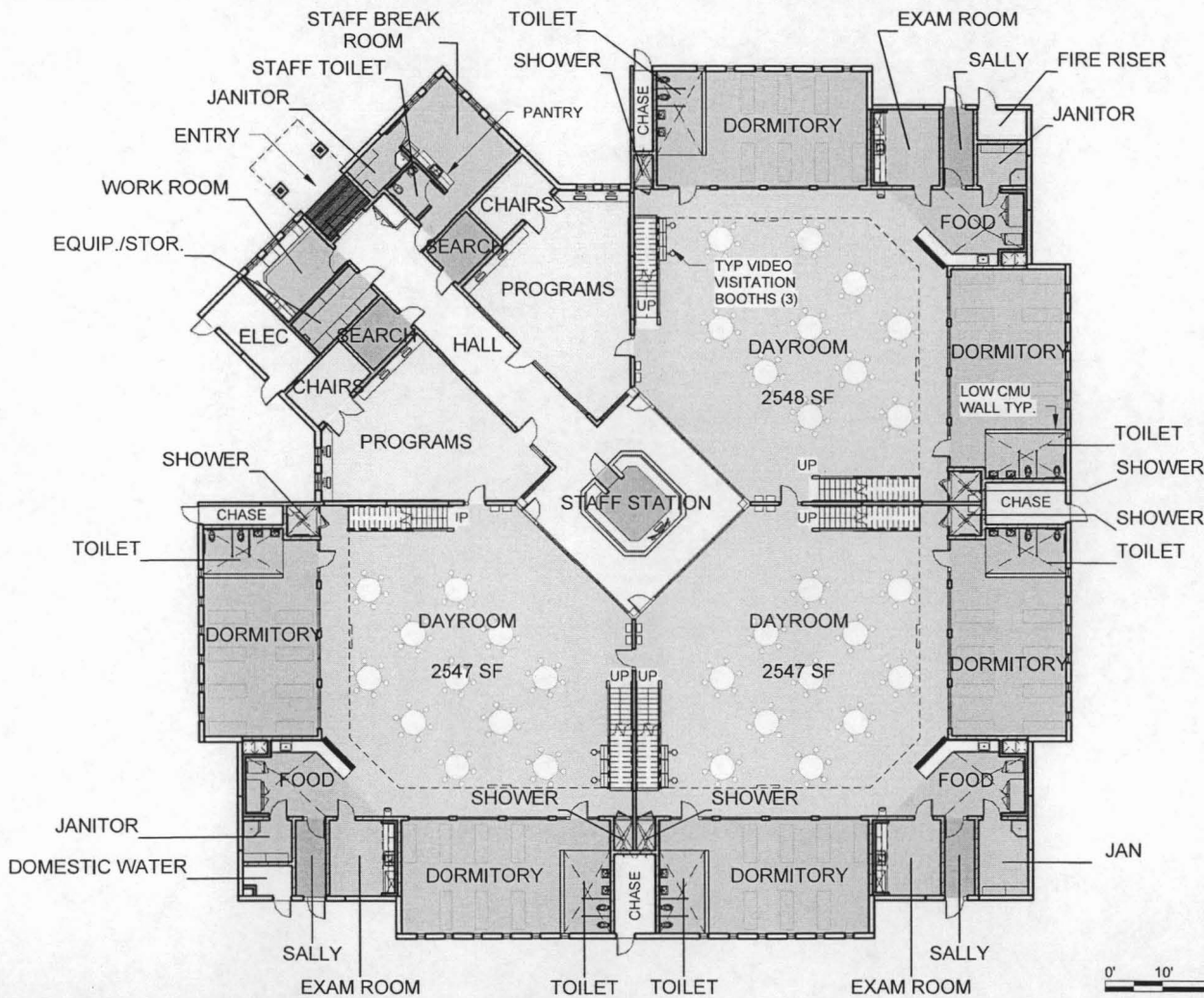
CONTACT PERSON:

Patricia Hill Thomas, Chief Operations Officer. Telephone 209-525-6333.



Tabloid 1 - AERIAL SITE PLAN
Stanislaus County Jail Bed Replacement

LIONAKIS

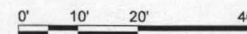
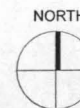


3- DORMITORY HOUSING
UNITS OF 64 BEDS EACH =
192 TOTAL BEDS

20,248 SF FIRST LEVEL
8,505 SF UPPER TIER
28,753 TOTAL SF

COLOR LEGEND

- DAYROOM
- PROGRAM
- SECURE CORRIDOR
- SLEEPING UNIT
- SUPPORT/STAFF
- UTILITY SPACES



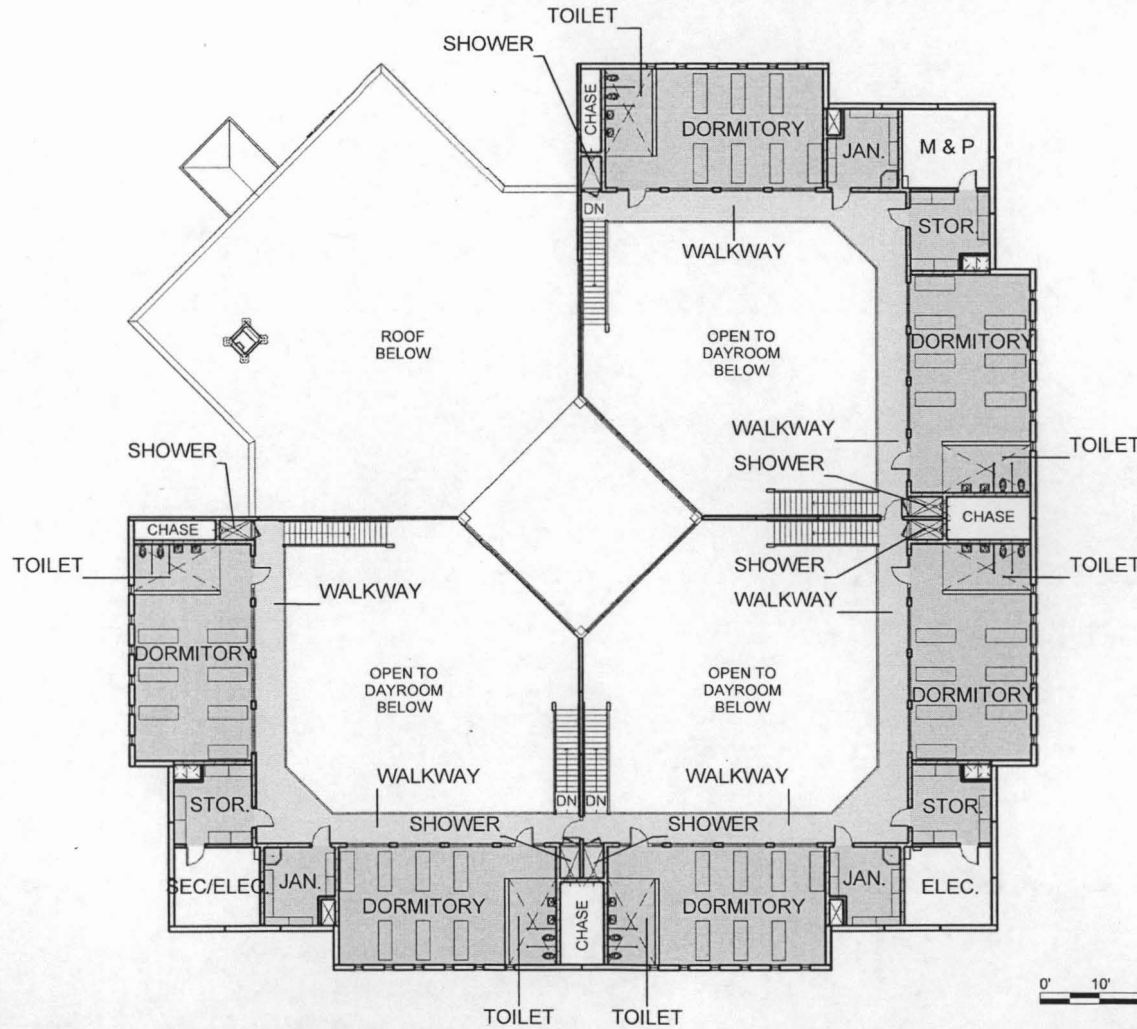
Tabloid 6 - OVERALL GROUND FLOOR PLAN

Stanislaus County Jail Bed Replacement

#011175

05.08.2012

LIONAKIS



3- DORMITORY HOUSING
UNITS OF 64 BEDS EACH =
192 TOTAL BEDS

20,248 SF FIRST LEVEL
8,505 SF UPPER TIER
28,753 TOTAL SF

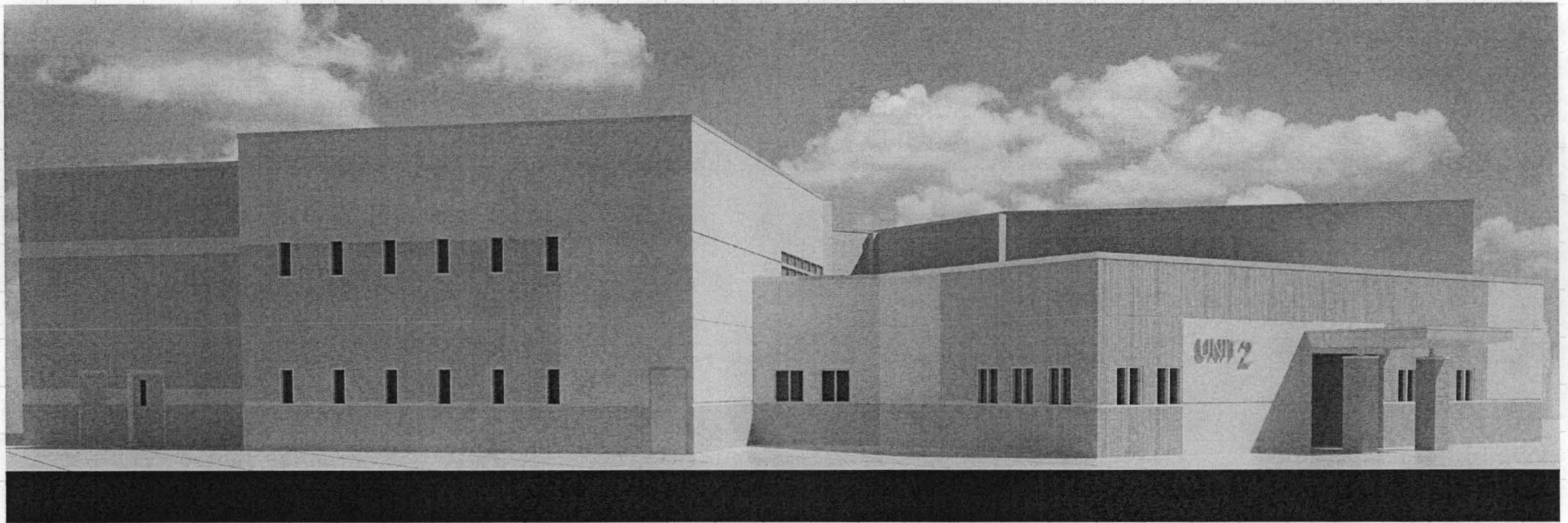
COLOR LEGEND

- DAYROOM
- SLEEPING UNIT
- SUPPORT/STAFF
- UTILITY SPACES

Tabloid 7 - OVERALL UPPER TIER PLAN
Stanislaus County Jail Bed Replacement

#011175

05.08.2012

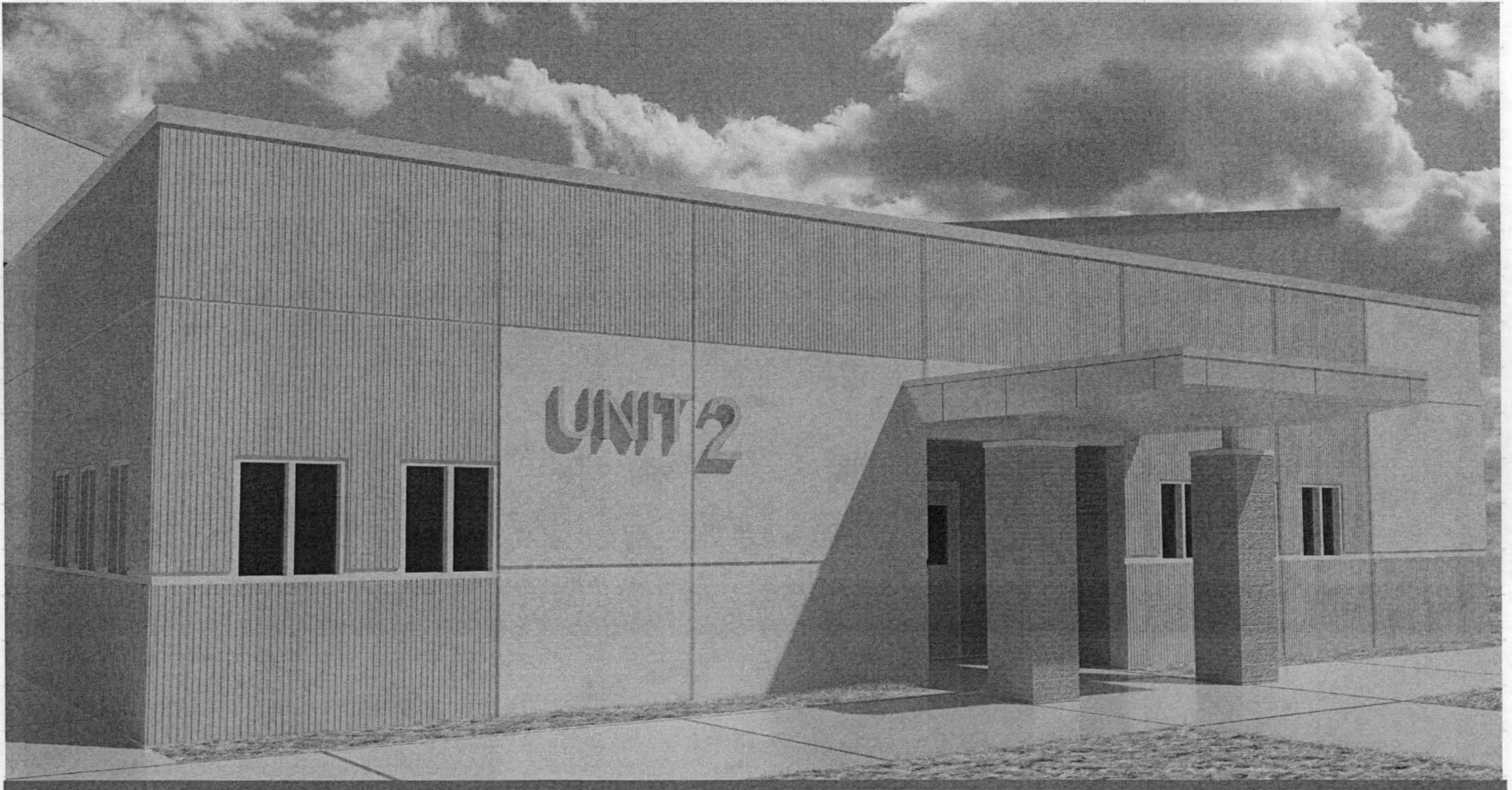


Tabloid 3 - PROPOSED HOUSING BLDG EYE LEVEL RENDERED VIEW FROM NORTH

Stanislaus County Jail Bed Replacement

#011175

05.08.2012



Tabloid 4 - PROPOSED HOUSING BLDG CLOSEUP RENDERED VIEW AT ENTRY
Stanislaus County Jail Bed Replacement

#011175

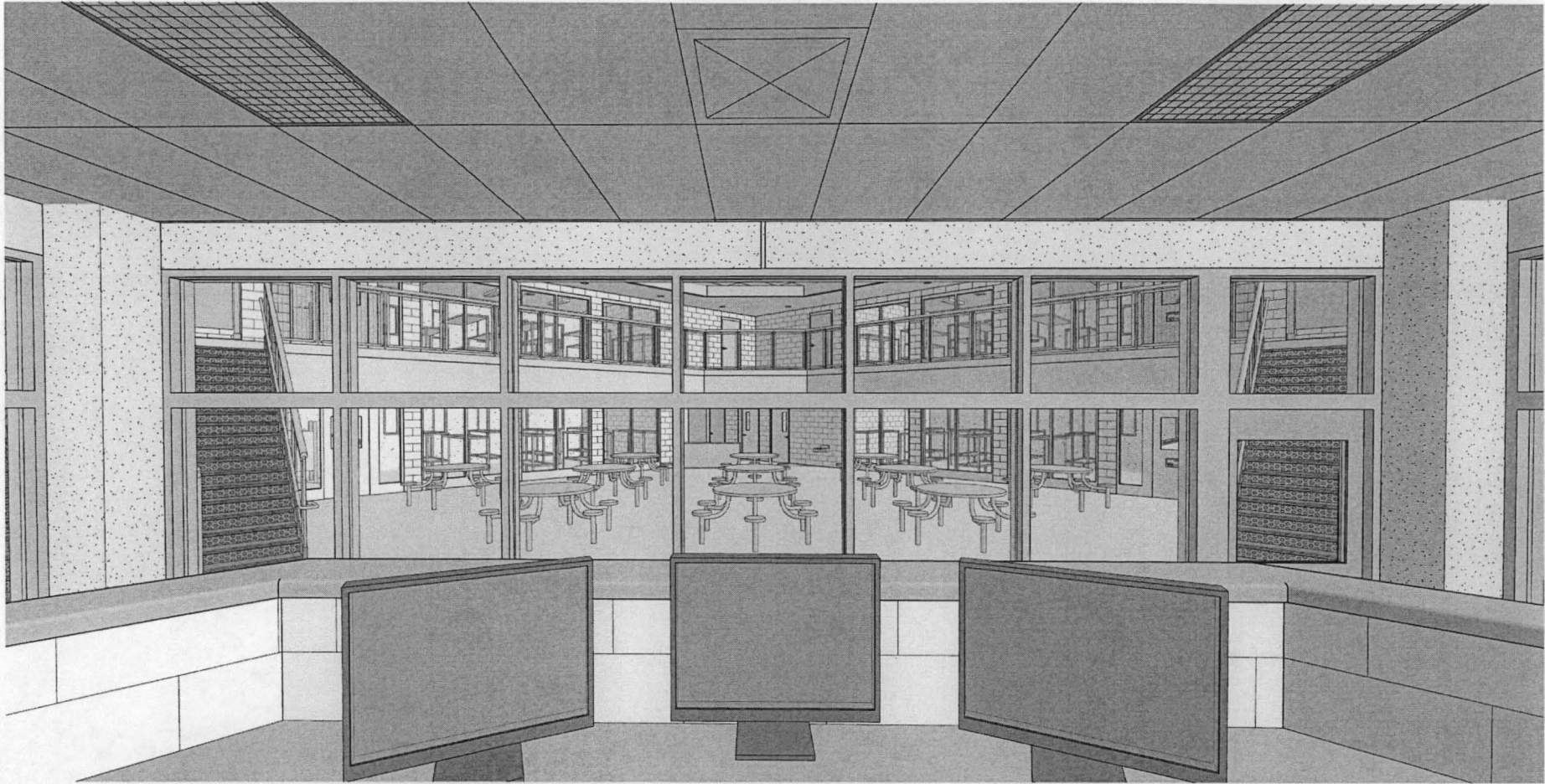
05.08.2012



Tabloid 8 - PROPOSED HOUSING BLDG DAYROOM INTERIOR VIEW
Stanislaus County Jail Bed Replacement

#011175

05.08.2012



Tabloid 9 - PROPOSED HOUSING BLDG VIEW FROM STAFF STATION TO DAYROOM
Stanislaus County Jail Bed Replacement

#011175

05.08.2012