



MARK PESTRELLA, Director

**COUNTY OF LOS ANGELES
DEPARTMENT OF PUBLIC WORKS**

"To Enrich Lives Through Effective and Caring Service"

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IN REPLY PLEASE
REFER TO FILE

January 08, 2019

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisors:

**CONSTRUCTION-RELATED CONTRACT
PUBLIC BUILDING CORE SERVICES AREA
MIRA LOMA WOMEN'S CENTER
ENVIRONMENTAL DETERMINATIONS
APPROVE REVISED TOTAL PROJECT BUDGET
APPROVE APPROPRIATION ADJUSTMENT
AWARD DESIGN-BUILD CONTRACT
APPROVE SUPPLEMENTAL AGREEMENTS
APPROVE THE PAYMENT OF A STIPEND
SPECS 7266; CAPITAL PROJECT NO. 69719
(SUPERVISORIAL DISTRICT 5)
(4 VOTES)**

SUBJECT

Public Works is seeking Board approval of the revised total project budget of \$215,000,000, and to award a design-build contract to Bernards Bros. Inc. for completion of the Mira Loma Women's Center project; authorize Public Works to exercise control of the proposed project allowances, with concurrence of the Chief Executive Office; authorize supplemental agreements for the Mira Loma Women's Center project management/construction management and project controls agreements; and authorize the payment of a stipend to Layton Construction Company, LLC.

IT IS RECOMMENDED THAT THE BOARD:

1. Determine that the recommended actions are within the scope of the Mira Loma Women's Center project impacts analyzed in the Environmental Impact Report previously certified by the Board.

2. Approve the revised total project budget of \$215,000,000 for the Mira Loma Women's Center project, Capital Project No. 69719.
3. Approve an appropriation adjustment transferring \$38,398,000 from the Obligated Fund Balance Committed for the Consolidated Correctional Treatment Facility Debt Service and \$39,196,000 from the Obligated Fund Balance Committed to Capital Projects and Extraordinary Maintenance to the Mira Loma Women's Center project, Capital Project No. 69719, to fully fund the project.
4. Find that Bernards Bros. Inc. is the responsive and responsible proposer that submitted the most advantageous and best value proposal to the County for design and construction of the Mira Loma Women's Center project using the design build project delivery method, based on the best value criteria stated in the Request for Proposals.
5. Award a design-build contract to Bernards Bros. Inc. the proposer ranked as best value and most advantageous, for design and construction of the Mira Loma Women's Center project, and delegate authority to the Director of Public Works or his designee to finalize contract negotiations and to execute the design-build contract with Bernards Bros. Inc. for a \$154,984,000 not-to-exceed contract sum, plus a \$4,649,600 design completion allowance and a \$7,500,000 furniture, fixtures and equipment allowance, for a \$167,133,600 not-to-exceed maximum contract sum.
6. Authorize the Director of Public Works or his designee, with concurrence of the Chief Executive Office, to exercise control of the \$4,649,600 design completion and \$7,500,000 furniture, fixtures and equipment allowances, including the authority to reallocate the allowance into the contract sum.
7. Approve Supplemental Agreement 1 to the Building Mira Loma Joint Venture consultant services agreement to provide ongoing project management/ construction management services for the Mira Loma Women's Center project for a \$1,500,000 not-to-exceed amount and authorize the Director of Public Works or his designee to execute the supplemental agreement.
8. Approve Supplemental Agreement 1 to the Mira Loma Project Controls, LLC, consultant services agreement to provide ongoing project controls/support services for the Mira Loma Women's Center project for a \$500,000 not-to-exceed amount and authorize the Director of Public Works or his designee to execute the supplemental agreement.
9. Authorize the Director of Public Works or his designee to execute a consultant services agreement for conceptual design services and pay a stipend in the amount of \$150,000 to Layton Construction Company, LLC., the second highest ranked qualified proposer, for the Mira Loma Women's Center project.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

Approval of the recommended actions will comply with the California Environmental Quality Act (CEQA) and allow the award of a design-build contract to Bernards Bros. Inc. for the Mira Loma Women's Center (MLWC) project; approve the revised total project budget of \$215,000,000 and approve an appropriation adjustment to fully fund the project; authorize Public Works to exercise control of the proposed project allowances with concurrence of the Chief Executive Office (CEO); approve supplemental agreements to the ongoing project management/construction management (PM/CM) and project controls agreements for the MLWC project; and authorize the payment of a stipend to Layton Construction Company, LLC., the second highest rank qualified proposer.

Project Background

Between October 2013 and October 2016, the Board approved various actions to support the planning and development of the MLWC project, with an effort to relocate 1,604 low- to medium-security female inmates out of the Century Regional Detention Facility (CRDF) in Lynwood, into a facility that is more conducive to their wellness and rehabilitation. The MLWC project will include the renovation of existing buildings and the construction of new facilities within the Mira Loma campus. The project's vision is to create a facility to house female residents in a more normative, campus environment. The proposed campus design of the MLWC will allow female residents to travel between buildings and interior and exterior program spaces, where they will take part in daily programming uniquely designed for their needs. This project, along with the Consolidated Correctional Treatment Facility (CCTF), is a component of the County's larger continuum of care, which aims to treat and rehabilitate male and female residents within its care, rather than just incarcerate. The goal is to provide female residents with the skills and resources needed for their successful reintegration into society, and thus reduce recidivism.

The MLWC project's scope includes the remodel of the existing housing units and construction of interior and exterior dayroom spaces, a dedicated building for contact and non-contact visits between residents and their families, a kitchen/dining building that will house a culinary program; new medical clinic and inmate processing center, new visitor reception building with access to outdoor playgrounds, transitional housing for female residents nearing the end of their stay, buildings dedicated for Evidence-Based Incarceration (EBI) programs design to provide female residents with life and technical skills, and a warehouse building. Exterior site improvements include shaded walkways connecting the buildings, as well as shade structures for outdoor program spaces; walking paths connecting the various project components; a central quad with outdoor recreational spaces and an amphitheater; infrastructure upgrades including utilities, vehicular site circulation and staff/visitor's parking; storm water retention features; new potable water connection; and new native/drought-tolerant landscaping.

The project will comply with applicable building codes and regulations, including Title 24, Americans with Disabilities Act, Board of State and Community Corrections (BSCC), and State Fire Marshall. The project will also comply with both Federal and State correctional safety and security measures including the Prison Rape Elimination Act.

On September 1, 2015, the Board directed the creation of the Gender Responsive Advisory Committee (GRAC) to specifically review the program model for the MLWC to ensure the programming is evidence-based and to further review the transportation impacts of the Mira Loma Campus location. The project includes programmatic and operational elements that are informed from a gender-responsive approach. These elements include the general campus-style design that permits greater opportunities for normative interaction and socialization among the residents and staff, and the ability to conduct their daily activities among housing, dining, and classroom settings, rather than a singular space (as they currently do at CRDF).

The project would include a robust visitation program with a dedicated building to conduct a variety of visiting options, including traditional non-contact visits, video visitation, and contact visits. Opportunities for contact visiting include design elements specifically focused on visits with children and creating spaces more conducive to family bonding. Other gender-responsive elements include vocational programming to provide skills that will lead to released residents' ability to more successfully seek out meaningful employment and reconnection to their respective communities. Transportation options to the MLWC site include established public transit routes that deliver visitors directly to the MLWC location. GRAC, in conjunction with larger County resources, is currently investigating additional transportation options including contract providers. Additionally, the CEO is

procuring the services of a consultant to assess existing programs planned for Mira Loma and will create strategies for the implementation of programming recommendations based on their assessment.

On October 25, 2016, the Board certified the Final Environmental Impact Report (EIR) for the MLWC project; authorized execution of the agreements required to obtain State Assembly Bill 900 (AB 900) grant funds; and awarded consultant services agreements to Building Mira Loma Joint Venture for PM/CM services and to Mira Loma Project Controls, LCC, for project controls and support services.

Current Progress

Design-Build Solicitation

Public Works has completed the design-build solicitation process for the MLWC project and is recommending the award of a design-build contract to Bernards. An Evaluation Committee consisting of members from Public Works, Sheriff's Department, Department of Health Services, and the CEO, found Bernards as the most responsive and responsible bidder that submitted the best value and most advantageous proposal to the County for design and construction of the MLWC project.

Consistent with the Board-adopted design-build policy, Public Works recommends that a stipend in the amount of \$150,000 be paid to Layton, the second ranked qualified proposer, not selected as the best value design-builder. Payment of the stipend will give the County the right to use the information and ideas submitted by Layton.

Project Allowances

The \$167,133,600 not-to-exceed maximum contract sum, includes the following: a \$4,649,600 design completion allowance and a \$7,500,000 furniture, fixtures, and equipment (FF&E) allowance. While these allowances are included in the maximum contract sum, the design-builder will not be able to access the allowances without written authorization by Public Works through a contract amendment and concurrence of the CEO.

Design Completion Allowance: The allowance is intended to facilitate the resolution of design refinements or issues identified during the project's design phase, including any design revisions, or issues concerning the County's scoping documents, changes required by jurisdictional agencies, or due to unforeseen conditions discovered during design. The design completion allowance would cover any increased design or construction costs associated with the change.

FF&E Allowance: The allowance is intended to procure, obtain, store, and install the required furnishings, fixtures, and equipment necessary for the final facility to operate and provide programmatic services. The specific items will be refined throughout the design phase to identify the most appropriate and up-to-date equipment to better equip the facility at the time of its opening.

AB 900 Process

In March 2012, the BSCC conditionally awarded \$100,000,000 in AB 900 grant funds to the County to develop a 1,156-bed female detention facility at Pitchess Detention Center in Castaic. On November 14, 2013, the BSCC approved the County's request to relocate the proposed 1,156-bed female detention facility from Pitchess Detention Center to the existing detention facility at the Mira Loma Campus in Lancaster. On January 16, 2014, the BSCC approved the revised project scope,

budget, and schedule, which included the addition of 448 transitional housing beds to yield a revised total bed capacity of 1,604 beds.

The County has since been working to meet the milestone requirements for the AB 900 Grant funding program. To date, Project Delivery and Construction Agreement, Ground Lease, Easement Agreement and Right of Entry agreements have been executed. Upon the Board's award of this design-build contract, the State Public Works Board and Pooled Money Investment Board will need to approve the project, prior to Public Works executing the contract.

Supplemental Agreements

On October 25, 2016, the Board awarded a \$4,000,000 contract to the Building Mira Loma Joint Venture, consisting of Kitchell CEM, Inc.; APSI Construction Management; and Casamar Group for PM/CM services and a \$2,000,000 agreement to Mira Loma Project Controls, LCC, a joint venture between Gafcon, Inc.; AIM Consulting Services; and TEC Management Consultants, LCC, for project controls and support services. The consultants have been providing ongoing PM/CM and project controls services and assisting Public Works with the overall management of the MLWC project.

The project's schedule has been extended by approximately 24 months due to extended AB 900 activities related to the execution of the legal agreements with the State, a second cycle for the qualification process, and the requirement that construction start at the end of the CCTF project's validation period.

To properly staff the project, an increase in consultant agreements will be required. Public Works has carried out analysis of the project schedule, current staffing expenditures, and the resources needed to complete the project. Based on this analysis, we are recommending that the Building Mira Loma Joint Venture agreement be supplemented by \$1,500,000 and the Mira Loma Project Controls agreement by \$500,000 for revised contract amounts of \$5,500,000 and \$2,500,000, respectively.

Implementation of Strategic Plan Goals

The County Strategic Plan directs the provision of Strategy I.2, Enhance our Delivery of Comprehensive Interventions, Objective I.2.2, Streamline Access to Integrated Health Services; Strategy I.3, Reform Service Delivery Within our Justice Systems, Objective I.3.7, Implement the County's Jail Plan; and Strategy II.1, Drive Economic and Workforce Development in the County, Objective II.1.2, Support Small Business and Social Enterprises, Objective II.1.3, Coordinate Workforce Development.

The MLWC project will support these goals by renovating the facilities to provide improved conditions for female residents, their friends and family, and facility staff. The project will provide enhanced operational efficiency, deliver medical services, and gender-responsive programs to the County's female resident population and it will provide various methods of visiting accommodations to inmate friends and family, including contact visits and video visitation, and it will also provide a safe and secure work environment for staff, and thereby enhancing community and public safety services.

FISCAL IMPACT/FINANCING

On October 22, 2013, the Board approved a preliminary total budget of \$120,000,000 for the MLWC project, which included \$100,000,000 in State AB 900 Grant Funding and \$20,000,000 in net County

cost. This budget included the design-build contract, project allowances, change order contingency, design/scoping services, jurisdictional approvals, consultant services, Civic Arts allocation, miscellaneous expenditures, and County services.

The total project budget is currently estimated at \$215,000,000. The increase in cost is attributed to the general extended timeframe to complete the project; project scope evolution and refinement to further develop and include gender-responsive elements within the project; and the current construction market environment. The construction market conditions within the past two years have been responding to an exceptionally high volume of work in the Southern California area as construction resources struggle to keep up with the demand of a growing number of construction projects in the market. Also, the advent of material specific Federal tariffs has impacted the ability of proposers to reliably predict and hold their pricing.

The MLWC project proposes to reuse an existing County asset, through the renovation and repurposing of existing buildings and limited new construction. While market conditions have resulted in an increase in total project costs, the reuse and repurposing of the existing Mira Loma Campus will result in beneficial, overall cost savings to the County. Through this approach, the MLWC will achieve a cost per bed efficiency of approximately one-third the cost of other recent correctional projects of a similar nature in the Southern California area.

Since approval of the preliminary total budget in 2013, budgetary adjustments were made during the annual budget cycles to address a projected rise in project cost, which increased the total allocation for the MLWC project to \$137,406,000. The proposed appropriation adjustment (Enclosure A) will transfer \$38,398,000 from the Obligated Fund Balance Committed for CCTF Debt Service, and \$39,196,000 from the Obligated Fund Balance Committed for Capital Projects and Extraordinary Maintenance, for a combined total of \$77,594,000, to the MWLC project, Capital Project (C.P.) No. 69719, to fully fund the project. The \$38,398,000 in cost savings for the CCTF project was realized through a reduction in project allowances and consultant and County services, which will not impact the CCTF project's scope, or its ability to provide a treatment-centric environment for resident-patients.

The proposed supplemental agreements to Building Mira Loma Joint Venture agreement and the Mira Loma Project Controls agreement will increase the total contract amounts by \$1,500,000 and \$500,000, respectively, for revised contract amounts of \$5,500,000 and \$2,500,000, respectively.

Upon approval of the attached appropriation adjustment, there will be sufficient appropriation in C.P. No. 69719, Mira Loma Women's Center, to cover the cost of the proposed supplemental agreements and fully fund the project.

The total MLWC project budget and schedule are included in Enclosure B.

Operational Costs

As previously reported to the Board on May 6, 2014, as part of the Vanir Option 1B Study, the projected operational cost for the MLWC is anticipated at \$109,232,000 annually and consists of 734 full-time employees. Upon completing design, the final number and cost of staffing for MLWC will be confirmed.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

The design-build contract with Bernards, consultant services agreement with Layton, and supplemental agreements to the PM/CM and project controls agreements contain terms and conditions supporting the Board's ordinance and policies, including but not limited to: Child Support Compliance Program; Contractor Responsibility and Debarment; Contractor Employee Jury Service Program; Defaulted Property Tax Reduction Program; County's Greater Avenues for Independence and General Relief Opportunities for Work Policies; Reporting of Improper Solicitations; Contract Language to Assist in Placement of Displaced County Workers; and Notice to Contract Employees of Newborn Abandonment Law (Safely Surrendered Baby Law).

As required by the Board, the project budget includes the maximum \$1,000,000 to be allocated to the Civic Arts Special Fund, according to the Board's Civic Art Policy adopted on December 7, 2004, and amended on December 15, 2009.

In accordance with the Board's consolidated Local and Targeted Worker Hire Policy adopted on September 6, 2016, the project will require that at least 30 percent of the total California craft worker hours for construction of the project be performed by Local Residents and at least 10 percent performed by Targeted Workers facing employment barriers. Additionally, in accordance with the Board's March 21, 2017, Motion, if a Project Labor Agreement is successfully negotiated with the Los Angeles Orange Counties Building and Construction Trades Council and approved by the Board, the MWLC project would participate.

ENVIRONMENTAL DOCUMENTATION

On October 25, 2016, the Board, acting as the lead agency, certified an EIR for the MLWC project and adopted the Mitigation Monitoring and Reporting Program (MMRP).

Approval of the award and execution for the design-build contract are within the scope of the previously adopted EIR and MMRP. Bernards' proposal for the MLWC project is consistent with the scope analyzed in the previously certified EIR. The MLWC project will not contribute to new or substantially more adverse direct, indirect, or cumulative effects from those previously identified in the EIR. There are currently no changes to the project or to the circumstances under which the project is undertaken that require further review under CEQA. The previously adopted MMRP will continue to apply.

Upon the Board's approval of the recommended actions, Public Works will file a Notice of Determination with the Registrar-Recorder/County Clerk in accordance with Section 21152 of the California Public Resources Code. The previously certified EIR is available and can be viewed at the County of Los Angeles, CEO, located at the Kenneth Hahn Hall of Administration, Room 754, 7th Floor, Capital Programs/Property Development and Financing Section, as well as online at: <ftp://dpwftp.co.la.ca.us/pub/PMD/MiraLomaWomenFacility>.

CONTRACTING PROCESS

On December 7, 2016, the Request for Statements of Qualifications (SOQs) of the design-build Request for Proposal (RFP) for the MLWC project was issued. Three proposers submitted SOQs on January 31, 2017. The SOQs were evaluated by an evaluation committee consisting of members from Public Works, Sheriff Department, Department of Health Services, and the CEO, and all three were found to meet the minimum qualification requirements. On March 13, 2017, the three proposers were notified of their qualified status and that they were shortlisted to continue to the technical and price proposal component of the RFP.

In August 2017, two of the three short-listed proposers withdrew from the design-build solicitation. It was determined that re-issuing the SOQ would be in the best interest of the project and public, allowing the remaining proposer to retain their qualified status on the short-list. Therefore, the SOQ was reissued on November 16, 2017, to increase the number of qualified proposers. One additional SOQ was received on January 23, 2018, bringing the total short-listed proposers to two.

On March 28, 2018, the ground lease, easement, and right of entry agreements were executed between the County and the State. On June 8, 2018, the State Department of Finance approved the design-build RFP package, enabling the County to release the technical and price proposal component of the design-build RFP to the two prequalified proposers.

On June 12, 2018, Public Works released the technical and price proposal to the proposers and conducted a pre-proposal conference on June 14, 2018. Proprietary meetings and site visits took place with the two proposers and preliminary presentations were conducted by both proposers in accordance with the RFP requirements.

On September 6, 2018, Public Works received two design-build proposals for the project, which were evaluated by the evaluation committee, and selected Bernards as the most responsive and responsible bidder that submitted the best value and most advantageous design-build proposal to the County for design and construction of the MLWC project. The committee evaluated both proposed team's personnel, experience, conceptual design elements, proposed delivery plan, skilled labor force availability, design excellence, acceptable safety record, lifecycle cost, and both proposers' agreement to the project cost stipulated by the County. The evaluation was completed without regard to race, creed, color, or gender.

Public Works will execute a consultant services agreement with Layton, the second highest ranked proposer, to pay a stipend in the amount of \$150,000, which gives the County the right to use the information and ideas submitted by the Layton team.

The contract requires the contractor to pay its employees applicable prevailing wages in accordance with the California Labor Code.

Bernard's Community Business Enterprises participation data and 3-year contracting history with the County are on file with Public Works.

IMPACT ON CURRENT SERVICES (OR PROJECTS)

There will be no impact on current County services or projects during the performance of the recommended actions.

CONCLUSION

Please return one adopted copy of this letter to Public Works, Project Management Division II.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Mark Pestrella". The signature is fluid and cursive, with the first name "Mark" and last name "Pestrella" clearly distinguishable.

MARK PESTRELLA

Director

MP:ME:ec

Enclosures

c: Arts Commission
Auditor-Controller
Chief Executive Office (Capital Programs
Division)
County Counsel
Department of Health Services
Department of Mental Health
Department of Public Health
Department of Public Social Services
(GAIN/GROW Program)
Executive Office
Internal Services Department
Office of Countywide Contract Compliance
Sheriff's Department
Treasurer and Tax Collector

January 08, 2019
DEPT NO: 060

COUNTY OF LOS ANGELES

REQUEST FOR APPROPRIATION ADJUSTMENT

DEPARTMENT OF CHIEF EXECUTIVE OFFICER

AUDITOR-CONTROLLER:

THE FOLLOWING APPROPRIATION ADJUSTMENT IS DEEMED NECESSARY BY THIS DEPARTMENT. PLEASE CONFIRM THE ACCOUNTING ENTRIES AND AVAILABLE BALANCES AND FORWARD TO THE CHIEF EXECUTIVE OFFICER FOR HIS RECOMMENDATION OR ACTION.

**ADJUSTMENT REQUESTED AND REASONS THEREFOR
FY 2018-19
4 - VOTES**

SOURCES

USES

GENERAL FUND
A01-301D

COMMITTED FOR CCTF DEBT SERVICE

DECREASE OBLIGATED FUND BALANCE 38,398,000

SHERIFF DEPARTMENT

SH-MIRA LOMA WOMEN'S VILLAGE PROJECT

A01-CP-6014-65046-69719

CAPITAL ASSETS - B & I

INCREASE APPROPRIATION 77,594,000

GENERAL FUND
A01-3077

COMMITTED FOR CP AND EXTRAORDINARY MAINTENANCE

DECREASE OBLIGATED FUND BALANCE 39,196,000

SOURCES TOTAL \$ 77,594,000

USES TOTAL \$ 77,594,000

JUSTIFICATION

Approval of the appropriation adjustment will transfer \$38,398,000 from the Obligated Fund Balance Committed for CCTF Debt Service, and \$39,196,000 from the Obligated Fund Balance Committed for Capital Projects and Extraordinary Maintenance, to the Mira Loma Women's Center project, Capital Project No. 69719, to fully fund the Project.

Amir Alam
AUTHORIZED SIGNATURE

AMIR ALAM, MANAGER, CEO

BOARD OF SUPERVISOR'S APPROVAL (AS REQUESTED/REVISED)

REFERRED TO THE CHIEF EXECUTIVE OFFICER FOR---

ACTION

RECOMMENDATION

AUDITOR-CONTROLLER

BY *Ladain*

B.A. NO. 093

DATE Dec 19, 2018

APPROVED AS REQUESTED

APPROVED AS REVISED

CHIEF EXECUTIVE OFFICER

BY *James Yu*

DATE Dec 20, 2018

January 8, 2019

**CONSTRUCTION-RELATED CONTRACT
 PUBLIC BUILDING CORE SERVICES AREA
 MIRA LOMA WOMEN'S CENTER
 ENVIRONMENTAL DETERMINATIONS
 APPROVE REVISED TOTAL PROJECT BUDGET
 APPROVE APPROPRIATION ADJUSTMENT
 AWARD DESIGN-BUILD CONTRACT
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 SPECS 7266; CAPITAL PROJECT NO. 69719
 (SUPERVISORIAL DISTRICT 5)
 (4 VOTES)**

PROJECT SCHEDULE

Project Activity	Completion Date
Award Design Build-Contract	1st QTR 2019
State Approval of Design-Build Contract	1st QTR 2019
Start Construction	1st QTR 2020
Construction Completion	1st QTR 2022

PROJECT BUDGET SUMMARY

Budget Category	Original Budget	Impact of this Action	Revised Budget
Construction	\$108,162,000	\$78,194,000	\$186,356,000
Equipment	\$8,200,000	-\$5,500,000	\$2,700,000
Plans & Specifications	\$4,150,000	\$0	\$4,150,000
Consultant Services	\$8,516,000	\$6,365,000	\$14,881,000
Misc. Expenditures	\$130,000	-\$15,000	\$115,000
Jurisdictional Review/Plan Check/Permits	\$1,050,000	-\$630,000	\$420,000
County Services	\$7,198,000	-\$820,000	\$6,378,000
Total	\$137,406,000	\$77,594,000	\$215,000,000