

WOODBURY COUNTY BOARD OF SUPERVISORS AGENDA ITEM(S) I

#12a

Date: December 10, 2015

Weekly Agenda Date: December 15, 2015

DEPARTMENT HEAD / CITIZEN: Supervisor Jeremy Taylor

SUBJECT: **Request for Qualifications of Architect and Associated Costs: LEC Expansion**

ACTION REQUIRED:

- Approve Ordinance Approve Resolution Approve Motion
- Give Direction Other: Informational Attachments

WORDING FOR AGENDA ITEM: RFQ of Architect and Associated Costs: LEC Expansion

EXECUTIVE SUMMARY: The Board moved to have the Baker Group begin the process of studying the space with the first portion being a structural engineer's report on November 3. That document confirmed from a second structural engineer (Raker Rhodes) using updated codes that the outdoor recreation area at the LEC can be used to expand the current J Block, J Block can be returned to its original purpose of Work Release, and subsequently Prairie Hills with its astronomical costs of maintenance/repair and utilities can eventually close. The next steps in the process are the Selection of the Design Team, an RFQ for an architect to give more probable costs, and the funding mechanism to accomplish the hiring of the architect.

BACKGROUND: It is important to reiterate that the full two-page report from the Structural Engineer was included in the backup materials last week and nothing follows. Not only does the report confirm that this area is structurally sound for what we are considering, it can support—if properly designed—cell block construction, which is good to know even though it is not the current plan for that area. I include the pertinent portion of the letter below for clarification of a statement brought up during "Citizen Concerns": "It is our opinion that the existing exterior recreation area is a viable location for inmate occupancy. More investigation is required in order to fully vet this solution." It is clear that portion refers to other issues (HVAC, fire sprinkling, egress) rather than the Structural Engineer's clear recommendation about the sound structural integrity, which was great news to proceed with continued investigation of this solution to our current problem (see letter below and in backup materials).

Step 2 is the selection of a Design Team. In that portion, the Baker Group prepares an RFQ for an architect and a select interview team be in place. My recommendation is this be the Chairperson (Mark Monson), Building Services liaison (Jeremy Taylor), Building Superintendent (Kenny Schmitz), Baker Group representative, Sheriff (Dave Drew), Jail Facilities Officer (MAJ Greg Stallman), and a representative from the Taxpayers Research Conference. This is an "Action Item" on the following fronts: the need to approve the interview committee with the express purpose of making a recommendation back to the Board for an architect; the funding mechanism necessary in order to proceed with an opinion of probable cost.

Previous information: Prairie Hills needs to be closed. Doing so will demonstrate that the County is engaging in long-term planning and being responsible, sound, and prudent fiscal stewards of tax dollars as it relates to utility costs and ongoing expenses. At the same time, the needs of the County can be met in a much more efficient manner. There has been extensive discussion on closing Prairie Hills throughout the years. This year, the Board of Supervisors put on hold two new boilers and a domestic hot water system totaling over \$105,000 in order to gauge the long-term life of this building. There are \$66,000 of other projects on hold there as well. Through over 5 hours of meetings on three separate occasions, a committee comprising the Sheriff, MAJ Wieck and MAJ Todd, LT Harmon and LT Phillips, Chairman Mark Monson, Supervisor Jeremy Taylor, Building Superintendent Kenny Schmitz, and representatives from the Baker Group, and CBM which utilizes the Prairie Hills kitchen facility, have explored options.

In addition to moving on to Step 2, I have also asked to have a meeting with CBM, the Sheriff's Office, and Kenny Schmitz to discuss the most recent contract and have *preliminary* discussion on what their needs may be going forward should they move down to the Courthouse kitchen and what initial thoughts may be on contractual prices. This will act as a good precursor to Step 4.

Update: This CBM meeting is currently on hold as we wait for a like time to meet. We will report initial findings back to the Board.

FINANCIAL IMPACT: A "not to exceed" cost of \$25,000 from CIP. Currently there are \$171,000 worth of projects on hold at Prairie Hills, which is a good thing so that the County does not continue investing without knowing the length that the facility will be open. In order to know the cost associated with the expansion, the County must know the costs of what it will take to do so with more finite granularity.

Never lose sight of the fact that the cost of keeping Prairie Hills open the next 10 years will be over **\$1,281,893**, which will not settle long-term issues. This money could be better utilized to expand the LEC and not only have space previously utilized for Work Release but potential in future years to alleviate overcrowding.

RECOMMENDATION: Approve the "Action Required."

ACTION REQUIRED: I move that the RFQ for an Architect for LEC Expansion be approved, a cost not to exceed \$30,000 be dedicated from the CIP schedule, and that the committee of the aforementioned individuals be approved to publish the RFQ with the intent of making a recommendation back to the Board of Supervisors for their approval.

Woodbury County Board of Supervisors
Court House Room 104
620 Douglas Street
Sioux City, Iowa 51101

REQUEST FOR QUALIFICATIONS for Architectural Services

Woodbury County intends to retain professional design services from an Iowa based firm for the Woodbury County Law Enforcement Center – Jail Renovation and Expansion project. Interested and qualified firms are invited to submit Statement of Qualifications for this project based on the tentative scope of work and information identified below. This request is specifically for the defined facility in this RFQ. The Board of Supervisors, at their option, may retain the firm selected for architectural services on this project as well as future work on other County owned facilities. Any further work is not guaranteed; the facilities could include, but are not limited to, the following:

1. Woodbury County Court House (Designated as a National Landmark), 620 Douglas St, Sioux City, IA, 51101.
2. Woodbury County Law Enforcement Center, 407 7th St., Sioux City, IA 51101
3. Trosper-Hoyt, 822 Douglas St., Sioux City, IA 51101 (also contains Juvenile Detention)
4. Siouxland District Health, 1014 Nebraska St., Sioux City, IA 51105
5. Social Services and Veterans Affairs, 1211 Triview Ave., Sioux City, IA 51103
6. Eagles Club, 400 Block of 8th St., 51101
7. Prairie Hill complex, County Road D25, Sioux City, IA
8. Climbing Hill Emergency Services Building, Climbing Hill, IA
9. Secondary Roads facilities located throughout the county
10. Conservation Department facilities which include Dorothy Pecaut Nature Center in Sioux City, as well as various parks throughout the County

Project Background

The Woodbury County Law Enforcement Center consists of approximately 85,000 gross sq. ft. and was originally designed in 1985. The first floor of the facility houses the Sheriff's Department, Clerk of Courts, 4 Court Rooms and supporting Judges Chambers, conference rooms and meetings rooms. The second floor is dedicated to the Jail system; Administration, Cell Blocks, various open style detention rooms, Visitation, Counseling rooms, serving Kitchen and Observation areas. The Jail was originally designed to house about 150 inmates and is now housing around 200 or more inmates. Overflow problems have been dealt with by moving some inmates to a minimum security area in the Prairie Hills facility. The primary prep kitchen for all meals for the inmates is also located in the Prairie Hills facility where they also prepare the meals for Juvenile Detention inmates. The Prairie Hills facility has been utilized far beyond its useful life and must be taken out of service soon. Tentative plans are to move the Kitchen out of Prairie Hills.

Project Description

The original design for the Jail included an outside 5000 sq. ft. recreation area above the center portion of the jail area. This area has not been utilized for years and is currently empty. A recent study completed by Raker Rhodes Engineering out of Des Moines, IA concluded this area is constructed to hold over 100 psf which exceeds the required 40 psf required for jail cells. The mission of this project is to design and construct a jail expansion into this existing open area that will efficiently allow space to be designed as dormitory style housing for a female population so that the current dormitory style housing area may be returned back to its original purpose of Work Release. This will provide the ultimate answer as an alternative to Prairie Hills and provide expanded space that best fits the needs of the Jail. A budget for this project has not yet been set, but the target is to keep the project under \$1,200,000.

Project Scope

Provide Plans and Specification to renovate the open exercise area into fully operational jail facility that best fits the needs of Woodbury County and their detention capability. This must include, but is not limited to, enclosing the area with a proper secured roofing system, expanding the electronic door locking and monitoring system, addressing egress issues and needs, expansion of life safety systems (i.e. fire alarm and sprinkler systems), plumbing systems, HVAC systems, electrical systems, and comply with all appropriate building codes both state and local. All plans must be approved by the State Fire Marshall and Department of Corrections.

Anticipated Project Schedule

Selection of Architect:	January 2016
Design Kickoff Meeting:	February 2016
Owner/User Meetings:	February/March 2016
Final Design Review:	May 2016
Bidding:	June 2016
Commence Construction:	August 2016
Complete Building Envelope Construction by:	October 2016
Substantial Completion:	January 2017

Selection Process

Woodbury County will select an Iowa based professional design firm for this project. The County will work with the design professional to select the various sub consultants required for the project and whose work will be the responsibility of the design professional. An Interview Committee will be appointed by the Board of Supervisors Chairman. The Interview Committee will conduct an evaluation of all Statement of Qualifications submitted and then select firms to invite to an interview. A firm recommendation will be made to the Board of Supervisors for approval by the Interview Committee. All firms submitting a State of Qualification will be notified of which firms were selected for interviews.

The selected firm will be put under contract using AIA form of contracts using AIA Document B132-2009 Standard Form of Contract Between Owner and Architect, Construction Manager as Advisor Edition. It is the intent of Woodbury County to utilize the services of a Construction Manager for this project.

Statement of Qualifications

Firms interested in providing services for this project shall include (as a minimum) the following in their Statement of Qualification:

1. Cover letter expressing interest in providing services for the project and the principal contact information.
2. Design Firm's general brochure.
3. Proposed project team, individual roles, qualifications and resumes. Office location for each team member.
4. Project team's experience on Jails/Correctional Facilities and support space that has been managed or designed by the individuals on the project team. Team's experience on Historical Preservation and working with National Landmarks should also be included for future project consideration.
6. Project approach and schedule.
7. Description of the firm's quality control procedures. This should address quality in documentation as well as in the design process.
8. In a separate sealed envelope please provide a summary of your firm's fee schedule for this type of project. Fee schedules will not be opened or reviewed until after interviews and evaluations are completed.

Firms interested in providing services for the project shall submit the requested materials via seven (7) hard copies and one (1) single PDF file by no later than 12:00 p.m. (CDT) on Monday, January 11, 2016 to:

Woodbury County Board of Supervisors
Court House, Room 104
620 Douglas Street
Sioux City, Iowa 51101

Submittal Package shall be labeled:

"Woodbury County LEC Jail Expansion"

"Statement of Qualification – firm name - date".

Statement of Qualifications shall be a maximum of 40 pages front to back excluding the title page, cover letter, and resumes. Failure to complying with the criteria set forth may be result in rejection of submittal and consideration of the submitting Firm. Firms from which additional information/clarification is requested will be contacted.

All questions shall be directed to (Shane Albrecht, Baker Group Project Manager and/or Kenny Schmitz, Facility Director).

All costs associated with the development and submittal of the Statement of Qualifications and interview presentation will be the responsibility of the design professional.

BACKUP MATERIALS

Letter from Raker Rhodes, Structural Engineer [my boldfacing]

According to ASCE 7-10 and the International Building Code (2012) the structure supporting cell blocks is required to be able to support 40 pounds per square foot (psf). **Based on our analysis and the information given on the existing drawings (see Structural Notes on page S2) the exterior recreation area is rated to 100 psf. This means that the superimposed load on the structure from occupants and any partitions must not exceed 100 psf. Therefore it is our opinion that the structure is adequate to support cell block occupancy.**

o Partition walls, particularly if masonry, will need to be located strategically.

o We are not qualified to comment on the **non-structural issues associated with locating inmates in the exterior courtyard area (egress, fire separation, sprinkler, HVAC, etc).** Therefore, we cannot make any comment on these issues.

o In order to have inmates occupy the existing exterior recreation area, the current roof joists will need to be removed and a more conventional roof deck, bar joist, beam and column system would need to be installed. The new steel columns for this roof would be located concentrically to the existing concrete columns below.

Conclusion: It is our opinion that the existing exterior recreation area is a viable location for inmate occupancy. More investigation is required in order to fully vet this solution.

Potential Costs

In discussion with our Building Superintendent and Architect, I learned that costs will have to be negotiated with the Architect and we can ask for a projection in our RFQ regarding fee structure and breakdown. The Total Fee will be based on hard cost of construction. Taking the maximum amount that we may look at of \$1,200,000 total costs would break down to about \$930,000 hard construction costs. If we looked at a Design fee on the higher end of 12%, that would be a total design fee of around \$111,600.

We would need to go through the Schematic Design phase in order to know what kind of costs will be associated. This will be working hand-in-hand with the Sheriff and his personnel to determine the best use of that space.

Normal Breakdown by Phase:

Schematic Design	15%	\$16,740	CM Support Fees \$3,450
Rough Order of Magnitude Budget			(estimated at 30 hours)
Design Development Phase	20%	\$22,320	CM Support Fees \$5,750
Refined Budget with lower margin of variance			(estimated at 50 hours)
Construction Document Phase	40%	\$44,600	CM Fees negotiated in contract
Strong Budget based on actual building design and products completion.			
Bidding and Negotiations	5%	\$5,580	
Construction Phase	20%	\$22,320	

Dave Jorgenson, Director
Baker Group
4224 Hubbell Ave
Des Moines, IA 50317

Dave:

The following represents a summary of our opinion regarding the existing condition of the structure known as the Woodbury County LEC in Sioux City, IA. The purpose of our review was to accomplish two goals.

Goal 1: Overall structural condition of the facility

Goal 2: Can the exterior recreation area support cell block occupancy?

Our opinions indicated below are based on a review of an existing set of drawings and a site visit conducted on November 20th, 2016.

Summary of the existing structure:

- Architect and Engineer of the existing facility: Dana Larson Roubal and Associates
- Drawings reviewed: revision #2 dated 11/18/1985
- The existing structural system consists of cast in place concrete beams, joists and columns. Most partition walls in the areas occupied by inmates are masonry block walls. The foundation system for the structure consists of auger cast piles supporting pile caps.

Goal #1: Overall condition of the facility

In general, it is our opinion that the structure is in good condition relative to similar buildings of similar age.

- There does not appear to be excessive settlement of interior beams, columns or interior foundations. This statement is made based on visual observations and less than 1 hour inside the facility. There could be areas that we did not observe that are settling or cracking, however we did not see them nor were we made aware of any areas of concern by staff.
- There does appear to be some slab settlement in the administration area in the southwest corner of the building at the ground level. Also, there appears to be some water infiltration in the exterior wall on the ground floor office in the south west corner. The slab settlement in this area is causing cracking of interior non-load bearing walls and a noticeable slope in the floor. In our opinion, neither the slope in the floor nor the water infiltration poses an immediate safety concern. However, the area should be monitored for continued settlement of the slab. The water infiltration in the exterior wall is likely a result of failure of caulking around the windows on the south and or west walls. This water infiltration will continue to cause problems in the office in the south west corner of the building until the exterior leak is resolved. It is our opinion that further investigation of both of these areas should be performed in the near future in order to minimize further damage to the structure.

Goal #2: Can the exterior recreation area support cell block occupancy?

- It is our opinion that the exterior recreation area could support cell block occupancy. Further commentary and explanations included below.

- The existing exterior recreation area "floor" is shown on sheet S4 and the "roof" is shown on S6 of the existing drawings we were provided.
- The exterior recreation area is bounded by grids B and D, 2 and 9.
- The floor structure of the exterior recreation area consists of cast in place concrete beams and joists. The beams run east / west and span between 26'-6" and 30'-3" according to the drawings. Joists run north / south and span approximately 30'-0".
- The roof structure of the exterior recreation area consists of 24" deep open web steel bar joists spaced at 6'-2" on center. The joists span approximately 57'-4" from north / south and are supported by masonry walls on the perimeter of the area. There is a wire mesh over the bar joists. It would appear that the wire mesh is for security purposes and therefore creates an open courtyard.
- According to ASCE 7-10 and the International Building Code (2012) the structure supporting cell blocks is required to be able to support 40 pounds per square foot (psf). Based on our analysis and the information given on the existing drawings (see Structural Notes on page S2) the exterior recreation area is rated to 100 psf. This means that the superimposed load on the structure from occupants and any partitions must not exceed 100 psf. Therefore it is our opinion that the structure is adequate to support cell block occupancy.
 - Partition walls, particularly if masonry, will need to be located strategically.
 - We are not qualified to comment on the non-structural issues associated with locating inmates in the exterior courtyard area (egress, fire separation, sprinkler, HVAC, etc). Therefore, we cannot make any comment on these issues.
 - In order to have inmates occupy the existing exterior recreation area, the current roof joists will need to be removed and a more conventional roof deck, bar joist, beam and column system would need to be installed. The new steel columns for this roof would be located concentrically to the existing concrete columns below.

Conclusion

It is our opinion that the existing exterior recreation area is a viable location for inmate occupancy. More investigation is required in order to fully vet this solution.

Regards,



Erik Raker, PE
President
Raker Rhodes Engineering



Facility Improvement Master Plan

October 28, 2015

Law Enforcement Center Expansion

EXECUTIVE SUMMARY

Much has happened over the past few weeks regarding the availability of past information and recovery of old building plans for the LEC and Jail area. Please refer to the report provided by Supervisor Taylor regarding current information gleaned from recent committee meetings and discoveries.

Basically at this point as a result of everyone's efforts, it is fairly apparent that we can in fact expand the Jail area into the now unused outside exercise areas. In addition to our own analysis of the building plans a report from a structural engineer in previous years also indicates that some form of construction should be possible. The part that is still unclear is exactly to what extent can this area be utilized? At the very least it appears that construction for open areas similar to other areas of the jail should be doable. To the greater extent and as future needs change, it may be possible to put Jail Cells into the area. Either way it will create about 5,000 square feet of space and multiple options not currently available for Jail operations. It's our recommendation to get a current day and final opinion on this from a reputable and independent Structural Engineer in order for everyone to properly plan for the best long term use of this space.

The attached Step by Step plan has been prepared as a guide to take the development of this expansion opportunity through the preliminary stages without great expense to the County. This will allow the Board of Supervisors the chance to evaluate results after each step in the process and make a "go" or "no go" decision to proceed to the next step. It also allows for a progressive plan to evolve into the selection of an Architectural firm for the project as it keeps moving forward.

Because of all the work Baker Group has already done on this project and our strong belief this project has a high potential for implementation we have decided to work with the County through the first two steps of this process without costs to the County. Beyond that Baker Group will bill the County on an hourly basis through this phase. If the project moves beyond that we will negotiate future costs to the County before proceeding.

Respectfully,

David Jorgenson, Director
Facility Improvement Master Plan

Woodbury County LEC

Expansion Plan into Existing Space (Outside Recreation Area)
Relocate Kitchen

	Board of Supervisors	Baker Group	Structural Engineer	Interview Team	Design Team	Sheriff Office
Step 1 Define structural integrity for maximum floor load						
A. In office review of LEC as-built drawings		x	4			
B. On site visit and inspection of LEC		x	10			
C. Report from Structural Engineer			2			
D. Board decision for "go" or "no go" to move forward	x					
Step 2 Selection of Design Team						
A. Prepare Request for Qualifications (RFQ) for Architect		x				
B. Select Interview Team (County, Baker Group, Sheriff/Jail)	x					
C. Prepare interview questions and evaluation sheet		x		x		
D. Selection of Architects to be invited to respond	x	x		x		
E. Recommendation to Board for selection of Architect		x		x		
F. Selection of Architect finalized	x					
Note: No costs to the County up to this point except for the hourly rate for the independent Structural Engineer						
Step 3 Identify Building Code Obstacles						
Meet with DOC and State Fire Marshall to review concept, requirements and feasibility		8 *			8	
Step 4 Relocate Kitchen out of Prairie Hills	x					x

Sheriff Office: Work with CBM Food Services to develop a conditional Letter of Intent for moving the food preparation Kitchen from Prairie Hills to the existing Kitchen Space in the Court House. CBM to provide all equipment needed including cooking, refrigeration, freezing, dish washing and exhaust hood improvements. Cost of equipment would be included in the meal prices and contract terms would be negotiated.

Step 5 Reconfigure Kitchen preliminary plan and budget

Baker Group, Facility Services & CBM would work together to provide a budget for General Construction, Electrical Service, Plumbing and HVAC as needed to accommodate the space.

Step 6 Conceptual Design

County to contract with Architect and Construction Manager for conceptual design development and construction budget for Jail.

Step 7 Decision to move forward to complete design

	16 *				
x	80 *	TBD	TBD	x	x
x					x

Hourly Rate as needed: \$ 115 \$ 125

* Stated hours are estimated only and will be invoiced based on actual hours. Actual hours worked in each Step will be reported to the Board of Supervisors on two week basis. The estimated hours will not be exceeded without Board approval.

The Prairie Hills Facility

We have covered much ground in the first 3 meetings as relates to The Prairie Hills facility to include its \$1.2 million minimum costs projected over the next 10 years just for utilities and basic ongoing maintenance, several needs still exist: **Work Release, the Weekenders' Program, a training and/or exercise area, gun range and other outbuildings, and a kitchen** whereby in the past CBM has reportedly been able to reduce costs for meals. I believe that our work and discussions has laid the groundwork for the closing of the facility due to widespread deterioration (HVAC building automation problems, boiler and domestic water issues, settling and structural problems, a grave liability in the concrete stack, windows with no thermal breaks, piping issues, etc.)

Our Long-Term Facility Master Plan developed by The Baker Group identified these and many other numerous issues that make keeping this facility with its limited usage open a questionable use of tax dollars. Furthermore, "rough order of magnitude" cost estimates have ranged from \$8 million for the entire renovation of 3 floors or \$2.2 - \$5.7 million for the first floor and new addition all of which would require a bond issue. Only a "Training Facility" could fall under such threshold at approximately \$987,000 and even then, this does not address the true need for which the building was originally purposed.

Potential Need #1: Work Release

The original purpose of “J Block,” according to Mike Neswick the architect at RML who was involved in study of the jail, was for Work Release. It is accessible from an outside entrance and comprises 2,264 square feet of space. This dormitory-style setting that currently houses lesser offending females could be returned to its original purposes with nearly no new cost. Plans show the potential of 30 inmates.

This would answer the question of Work Release and/or the “Weekenders’ Program” potentially. That would in turn cause a necessary expansion of repurposed space necessary to house the current population comprising “J Block.” Nothing also precludes Woodbury County for advocating for “24/7” at the State Legislative level and even using this area should that endeavor be successful.

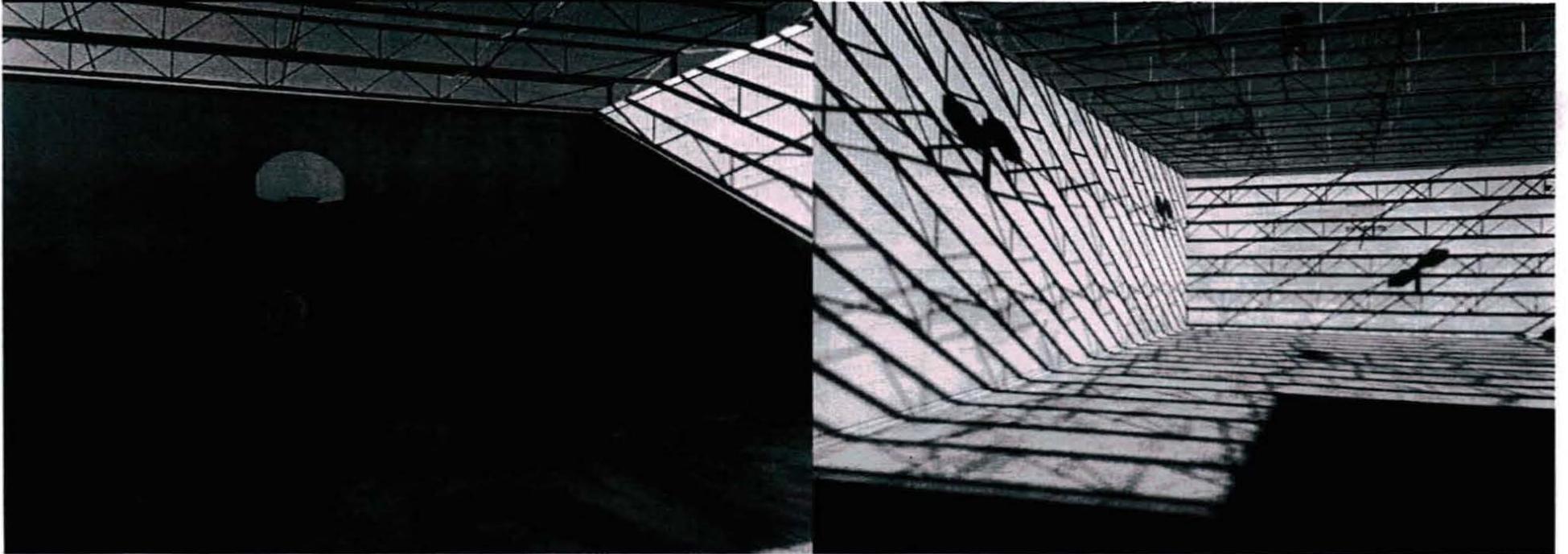
Potential Need #2: New J Block

Outdoor Recreation Area Enclosure

“Currently, the outdoor recreation area has a perimeter of concrete block walls that support steel joists covered with a wire mesh for security. ***Providing a permanent weather-resistant enclosure of this area is possible and would involve relatively economical construction*** [my emphasis]. The existing joists would remain, and new joists would be added between them. We would recommend a low-slope roof system utilizing metal standing seam roof panel. The roof could be sloped in one direction, slope from a center ridge in two directions, or have a “hip” configuration. Our cost estimate for the enclosure is approximately \$200,000.

“Structurally, it appears feasible to construct a roof over all or part of the current rooftop outdoor recreation area, but utilization of this space may be limited because there is no handicapped access to this level. To solve this problem, it may be necessary to extend the existing east elevator to the roof level...”

Images



Structural Integrity Issues

In presenting our first 3 meetings' worth of notes, the idea of this outdoor recreational area was purported to have been explored and found that it did not have structural integrity. However, that is not true. The Baker Group and our Building Superintendent have examined prints and do not see why it could not hold. In fact, Mike Neswick provided me with a Bacon Creek Structural Engineer report that stated that there is a 100 PSF (pounds/square ft.) live load.

This may not be enough to hold concrete cell block but could have the potential to have steel joists with metal panels. However, based on an October 22 meeting between Kenny Schmitz (building superintendent), Mike Neswick (RML) and myself, the discovery of having "J Block" potentially repurposed for this area would not present structural integrity issues at all.

Potential Need #3: The Kitchen

The Kitchen

CBM explored the kitchen across the street. They were impressed with the space, facilities, and believe that through a cost-sharing agreement, they can even purchase the additional equipment necessary. Even without the investment and cost-sharing agreement, they estimated only adding \$0.25 / meal without the use of a kitchen (\$7,200 annually). This is less than 75% of what it was previously estimated to cost, but we believe that issues can be worked out to provide them with a kitchen just across the street from the Law Enforcement Center.

Potential Need #4: Gun Range / Outbuildings

Gun Range and Outbuildings

Nothing in this potential plan would preclude the Sheriff's Department from utilizing outbuildings, the gun range, or having land usage. It would be the physical facility itself that would be subject to close once another space could be repurposed in order to meet the other needs.

Studying the Specific Costs and Understanding Needs

Propose to get more specific costs to bring before the Board.

What concerns, opportunities, questions exist?

What else should be known?