



COUNTY OF SAN DIEGO

LAND USE AGENDA ITEM

BOARD OF SUPERVISORS

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First District

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DATE: June 24, 2009

TO: Board of Supervisors

SUBJECT: WOMEN'S DETENTION FACILITY REPLACEMENT PROJECT -
CERTIFY ENVIRONMENTAL IMPACT REPORT AND AUTHORIZE
ARCHITECTURAL AND PROJECT MANAGEMENT SERVICES (District:
2)

SUMMARY:

Overview

The San Diego County Sheriff's Department operates the Las Colinas Detention Facility, which performs a vital function as the primary booking and holding facility for women arrested in San Diego County. The existing women's detention facility is located on 15.98 acres of County-owned land in the City of Santee, approximately 17 miles northeast of downtown San Diego. (Thomas Guide 1231, E6)

The facility was first operated as a juvenile girls' rehabilitation facility in 1965. Many of the Las Colinas buildings were designed as temporary structures, and though well maintained, the useful life of the facility has been exceeded. The current facility is inadequate to serve projected future inmate populations and, in addition, cannot provide for programs to serve the counseling, training, and education needs that are vital to reducing the recidivism of women offenders. The critical need to replace Las Colinas has been addressed by several Grand Juries, most recently in 2009.

The facility is well located in relationship to courthouses and other critical service providers. Access for local law enforcement agencies, public safety staff, professional visitors, and the public is facilitated by the detention facility's proximity to major roadways and highways, including State Route (SR)-52, SR-125, Interstate 8 and SR-67. The Santee Transit Center is also located approximately 2,500 feet to the west and provides an important link to public transportation, including a trolley line and bus service.

The County proposes to replace the existing Las Colinas Detention Facility with a new 1,216-bed women's detention facility located on the current site and adjacent County property. The goal of the new facility is to provide adequate female bed space for the projected number of female inmates in 2020 and to facilitate implementation of the Sheriff's Department's inmate management program. The replacement facility would

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be designed to ensure the safety of staff, inmates, and the general public, while providing increased operational efficiency. Based on the conceptual plan, the estimated cost of the project is \$308.5 million, including off-site costs. The cost will be better defined as the architectural program details are developed.

The County completed a Draft Environmental Impact Report (DEIR) for this project, which was circulated for public review from April 28 to June 12, 2008. In response to public comments, the County made substantial revisions to the DEIR. A Revised Draft Environmental Impact Report (RDEIR) was circulated for public review from November 25, 2008 to January 9, 2009. The DEIR screened 43 alternatives for the proposed facility based on California Environmental Quality Act (CEQA) guidelines and analyzed 6 alternatives which met the screening criteria. The analysis concluded that none of the alternatives would meet all of the project objectives. Construction of the project at the proposed location would result in significant unmitigable impacts to cultural resources and traffic. Consequently, the Board would have to adopt a Statement of Overriding Considerations to approve the project. All other significant impacts of the proposed project can be mitigated to below a level of significance.

This action is a request to: certify the Final Environmental Impact Report; adopt the related CEQA findings for mitigation of significant impacts; adopt a Statement of Overriding Considerations for the impacts that cannot be mitigated; and authorize the Director of Purchasing and Contracting to enter into contracts for architectural services and project/construction management services. Upon completion of an architectural program and request for proposal documents, staff will return to the Board for authorization to advertise and award a design-build contract for construction of the replacement women's detention facility.

Recommendation(s)

CHIEF ADMINISTRATIVE OFFICER

1. Certify that the Final Environmental Impact Report (FEIR) and the attached Errata, dated June 2009, SCH No. 2006091036, has been completed in compliance with California Environmental Quality Act (CEQA), review and consider the information contained therein, and find that the FEIR reflects the independent judgment and analysis of the Board of Supervisors. (Attachment A)
2. Adopt the Findings Concerning Mitigation of Significant Environmental Effects pursuant to Section 15091 of the State CEQA Guidelines. (Attachment B)
3. Adopt the Statement of Location and Custodian of Record. (Attachment D)
4. Adopt the Statement of Overriding Considerations pursuant to Section 15093 of the State CEQA Guidelines. (Attachment E)

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5. Adopt the determination that recirculation of the FEIR is not required pursuant to Section 15088.5 of the State CEQA Guidelines. (Attachment F)
6. Adopt the Mitigation Monitoring and Reporting Program prepared in accordance with Public Resources Code, Section 21081.6. (Attachment G)
7. Approve the proposed Women's Detention Facility replacement project as described in the FEIR, direct the Director of General Services to include the environmental design considerations listed in Chapter 7 of the FEIR in the project, and direct the Sheriff and the Director of General Services to implement the mitigation measures identified for the project in the Findings Concerning Mitigation of Significant Environmental Effects.
8. In accordance with Board of Supervisors Policy A-87, Competitive Procurement, approve and authorize the Director of Purchasing and Contracting to enter into negotiations with Carter Goble Associates, Inc. and, subject to successful negotiations and determination of a fair and reasonable price, award a sole source contract in an amount not to exceed \$500,000 for program review, planning, and architectural services, subject to the approval of the Director of General Services. Designate the Director of General Services as contract administrator. Waive the advertising requirement of Board Policy A-87.
9. In accordance with Board of Supervisors Policy F-40, Procuring Architectural, Engineering and Related Professional Services, authorize the Director of Purchasing and Contracting to award a contract for project management/ construction management services, subject to the approval of the Director of General Services. Designate the Director of General Services as contract administrator.

Fiscal Impact

Funds for this request are available in Capital Project 1000159 –Women's Detention Facility. If approved, this request will result in \$750,000 in costs for planning, architectural services, cost estimating, and project management/ construction management services through preparation of design-build request for proposal documents. The funding source is an operating transfer from the General Fund based on fund balance that was previously designated for Sheriff's Department Capital Projects. There will be no additional staff years required.

The total cost to construct the new women's detention facility is estimated to be \$308.5 million. The project is expected to be financed through a combination of General Fund cash, grant funds and the issuance of certificates of participation. The CAO's Proposed Operational Plan for fiscal years 2009-10 and 2010-11 includes \$75.0 million in each

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of the two years towards construction of this project. Additional staff will be required to operate the facility when it is completed in Fiscal Year 2013-14.

Business Impact Statement

The Women's Detention Facility project will result in approximately 2,900 jobs for private sector contractors and suppliers.

Advisory Board Statement

N/A

BACKGROUND:

The Las Colinas Detention Facility (LCDF) complex originally opened in 1965 as a rehabilitation facility for female juveniles and was converted into an adult female detention facility in 1977. A maximum security/inmate processing building was constructed in 1979 and several modular buildings have been added over time. The existing facility includes housing for all inmate classifications (i.e., minimum-, medium- and maximum-security inmates, as well as those under administrative segregation, protective custody, or assigned to medical and psychiatric housing). LCDF also includes facilities for processing inmates (booking, transfer and release), site and security administration, food service, education, a library, vocational training/inmate programs, chaplain and counseling services, laundry/supply, medical services, and recreation. The average daily population at LCDF in recent years has been approximately 600-800 inmates.

In 2001, the Sheriff's Department completed a Master Plan that forecasted the expected growth in the County's inmate population through the year 2020 and defined a long-range capital program to meet the projected local needs for male and female inmates (System Master Plan – Final Report, Carter Goble Associates, Inc., April 2001). That Master Plan and subsequent planning efforts incorporated statistical analyses that projected an increasing need for beds at the already crowded Las Colinas Facility. Overcrowding is anticipated to become progressively more severe with a need for an estimated 1,200 beds by 2020.

Aside from simply meeting inmate population projections, there are other compelling reasons for replacing the women's jail. Past litigation related to crowding and conditions of confinement has resulted in the court setting capacity limits and has provided for certain population control measures, including the early release of inmates. The State's Corrections Standards Authority (CSA) has issued numerous non-compliance findings over the years relative to overcrowding at LCDF. Generally, the CSA has found that inmate cells, dormitories, restroom facilities, dayroom space, intake facilities, medical and psychiatric treatment facilities and storage at the existing women's jail are all inadequate for the population served. San Diego County Grand Jury Recommendations referencing the need for a replacement women's facility date back to 2000-2001. The 2006-2007 Grand Jury report was entitled "Replace Las Colinas Now!" and urged the County to replace the women's jail "with all possible speed." The 2008-09 Grand Jury report states, in part,

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“Although much has been, and is being done to ameliorate the problematic conditions at LCDF, the sense of the Grand Jury is that nothing short of an entirely new facility can resolve the remaining serious deficiencies.... The Grand Jury fully supports the Sheriff's Department's continuing effort to...replace the present LCDF facility as soon as possible.”

In response to the clearly identified current and projected need, the County issued a Notice of Preparation (NOP) of an environmental impact report for a replacement women's detention facility project in September 2006. The plan described in the NOP consisted of a 45-acre project on County-owned property in the City of Santee. The site plan attached to the NOP depicted a facility with an east-west configuration and frontage along Magnolia Avenue. One of the primary concerns the public expressed during the scoping period and at the two public meetings for the project was the visibility and presence of the jail on Magnolia Avenue. The County responded to this concern by changing the project footprint to a north-south configuration, which moved the facility away from Magnolia Avenue approximately 635 feet. This design became the preferred project that is evaluated in the Environmental Impact Report.

Proposed Project

The proposed project consists of replacing the existing LCDF with a new, 1,216-bed women's detention facility constructed on and adjacent to the existing LCDF property. In addition to an increase in the size of the facility to accommodate the projected increase in the female inmate population, the proposed women's jail would include more efficient facilities designed to implement a gender-responsive behavioral management program. These facilities include a maximum of 512,537 square feet of building floor area consisting of inmate housing, administration areas, a visitation center, security administration, program and employment facilities, medical and food services, and facility support services.

The project site is located in, and is surrounded by, the City of Santee's Town Center Specific Plan Amendment area. The Specific Plan Amendment area established the physical and design framework for the development of approximately 154 acres of County-owned land within the City's 706-acre Town Center Specific Plan area. Because the proposed project is a County project, it is exempt from the City of Santee's ordinances, General Plan, and Specific Plan. According to the analysis in the Environmental Impact Report (EIR), the new jail should not adversely affect the development of the Town Center. The existing women's detention facility has been in operation at this location since 1977 and was expanded in 1979. Santee incorporated as a city in 1980. Replacing the old, dilapidated facility with a new, modern facility will improve living and working conditions in the jail while incorporating design themes established in the Town Center Specific Plan Design Guidelines. For example, substantial landscaping will be planted around the perimeter of the all-female facility, and the administration complex (the public face of the facility) will be designed to complement the surrounding future business park.

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Grading and site preparation plans will be submitted for approval by the Corrections Standards Authority (CSA) [early in the design process to allow site preparation activities to begin approximately 1 year ahead of building construction. Building construction is anticipated to take 36 months after grading and site preparation and will be conducted in two phases. Phase I consists of developing the County-owned property to the east of the existing LCDF and Cottonwood Avenue, a portion of which is presently occupied by the old Edgemoor Skilled Nursing Facility. Three vacant buildings associated with the Edgemoor Skilled Nursing Facility will be demolished as part of grading and site preparation. The existing LCDF facility will remain operational during the construction of Phase I and will be vacated once inmates and operations can be transferred to the new complex. Phase II consists of two main components: (1) demolition, including hazardous materials abatement, of the existing LCDF site; and (2) construction of Phase II components of the proposed women's detention facility.

Ryan Disposition and Development Agreement

In December 2003, the County and Ryan Companies US, Inc. (Ryan) entered a Disposition and Development Agreement (DDA) under which Ryan is the master developer for the planning and development of 108 acres of County-owned property in the Santee Town Center. Approximately 16 acres in the Women's Detention Facility Replacement project overlap the DDA boundaries. Therefore, if the project proceeds, the DDA would have to be modified to remove the 16 acres from the 108 acres covered by the DDA. Discussions have been initiated with Ryan on how to modify the DDA in the event it becomes necessary.

Environmental Impact Report

The County completed a Draft Environmental Impact Report (DEIR) for this project and circulated it for public review from April 28 to June 12, 2008. The DEIR describes the project objectives, setting and characteristics, analyzes the environmental effects of the proposed project, addresses project alternatives, and describes mitigation measures and environmental design considerations.

The County received numerous comments on the original DEIR, some of which stated that the County should add more information and recirculate the DEIR. In response to the comments, the County made substantial revisions to the DEIR. The revisions included modifying the project description to include the construction of a portion of Riverview Parkway as a two-lane cul-de-sac to provide access to the facility, clarification and expansion of project design features, such as describing the landscaping and the security fencing layout, providing additional information on lighting, noise and aesthetic impacts and providing an expanded analysis of urban decay. A Revised DEIR (RDEIR) was circulated for public review from November 25, 2008 to January 9, 2009.

Significant Impacts

Significant environmental effects of the project include impacts to cultural resources, transportation and traffic, biological resources, geology and soils, hazards and hazardous materials, hydrology and water quality. Of these, all but impacts to cultural resources, and

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transportation and traffic impacts can be mitigated to a less than significant level. Because there are impacts that cannot feasibly be mitigated, your Board is being asked to approve a Statement of Overriding Considerations if the Board approves the project. (Attachment E)

Cultural Resources

Three historic buildings that are part of the Edgemoor Skilled Nursing Facility would be demolished to make room for the project. These buildings are the Santa Maria Building, Dietary Building, and Rehabilitation Building. Impacts to these buildings are considered significant because these buildings are part of the "Edgemoor Hospital Era" which qualifies for listing under criteria established pursuant to the National Register of Historical Places and California Register of Historical Resources. The buildings represent a broad pattern in the State and national development of publicly funded nursing and rehabilitation care for the dependent aged and indigent. Proposed mitigation measures include preparing a Historic American Buildings Survey, written documentation and photographs of the history of the site and buildings, including oral interviews, and salvaging certain items, such as call buttons and chapel windows that can be archived and/or incorporated into a future County facility. These mitigation measures would reduce the impacts, but not to a less than significant level because the historic buildings will not be preserved.

Transportation and Traffic

A traffic study was completed for the DEIR that describes the existing conditions and project impacts. The proposed project does not result in a direct significant impact to the study area roadway segments or intersections. However, overall growth and development in the area combined with project-related traffic would result in significant cumulative impacts to the following road segments and intersection:

Near-Term Scenario

- Intersection of Cuyamaca Street/Mission Gorge Road in the p.m. peak hour
- Intersection of Magnolia Avenue/Prospect Avenue in the p.m. peak hour

Horizon Year 2030 Scenario

- Road segment: Magnolia Avenue between Mission Gorge Road and Riverview Parkway
- Intersection of Cuyamaca Street/Mission Gorge Road in the p.m. peak hour
- Intersection of Magnolia Avenue/Mission Gorge Road in the a.m. and p.m. peak hours
- Intersection of Magnolia Avenue/Prospect Avenue in the p.m. peak hour

The City of Santee adopted a Traffic Improvement Master Plan which suggests potential short-term enhancements to improve the three intersections and road segment listed above. These enhancements are the basis for the mitigation measures for the proposed project. The cost to construct these mitigation measures would range from \$338,000 to \$3,395,300 for a total cost of \$7,424,500. However, the proposed project's contribution to the cumulative impacts is small, ranging from 2.1% to 3.6% of the traffic. Requiring the County to construct these improvements would, therefore, not be "roughly proportional" to the proposed project's impacts. Therefore,

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these mitigation measures are infeasible, and the impacts would remain significant and not mitigable. Nonetheless, the EIR states that the County is willing to pay its fair share toward the improvements, a total cost of \$157,028. If Riverview Parkway has been constructed as a four-lane road by some other entity before the proposed facility opens, impacts would result to the same intersections and roadway segment. However, the proposed project's contribution to the cumulative impacts would be smaller, ranging from 0.24% to 2.9%, for a total fair share cost of approximately \$74,000.

Significant But Mitigable Impacts

Cultural Resources

The project has the potential to uncover buried archaeological resources during grading or other earth disturbing activities. Mitigation for potential impacts includes monitoring by a qualified archaeologist for grading in areas with previously undisturbed deposits or in areas with previously disturbed deposits as determined by the Project Archaeologist. If a cultural feature is encountered, preparation and implementation of a data recovery program to study the unearthed cultural feature would be required.

Biology

The project will impact a total of 45.54 acres consisting of 0.6 acre of disturbed coastal sage scrub, 1.8 acres of disturbed land, 14.7 acres of agriculture, 4.8 acres of non-native grassland, 23.6 acres of urban/developed land, and 0.04 acre of jurisdictional waters. Significant impacts would also occur to nesting raptors and other nesting bird species covered by the Migratory Bird Treaty Act. In addition, special status species, including the least Bell's vireo that nest within habitat up to 500 feet from the site, would be potentially impacted by construction noise exceeding 60dB(A). Mitigation measures proposed in the EIR would fully mitigate these impacts.

Permanent impacts to 0.6 acre of disturbed coastal sage scrub will be mitigated at a ratio of 2:1 through the preservation of 1.2 acres at the Rancho San Diego Mitigation Bank. Permanent impacts to 4.8 acres of non-native grassland will be mitigated at a ratio of 0.5:1 through the preservation of 2.4 acres at the Rancho San Diego Mitigation Bank. Permanent impacts to 0.04 acre of ephemeral drainage under the jurisdiction of U.S. Army Corps of Engineers, California Department of Fish and Game, and Regional Water Quality Control Board will be mitigated at a 1:1 ratio by creating or purchasing credits for the creation of jurisdictional habitat of similar functions and values.

Mitigation for impacts to sensitive species will consist of avoidance and minimization. Impacts to the least Bell's vireo, white-tailed kite, yellow-breasted chat, Cooper's hawk, yellow warbler, and raptors within 500 feet of the project site (area affected by 60 dB(A) noise level) will be avoided by constructing this portion of the project outside the combined breeding season of January 15 to September 15. If construction in these areas cannot be completed outside this time

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period, noise attenuating measures will be used to reduce the level of noise within the habitat to less than 60 dB(A) if a pre-construction survey indicates that birds are present.

Geology and Soils

Direct impacts to the proposed facilities could occur due to the presence of unstable and expansive soils. In addition, the presence of shallow ground water combined with loose, sandy, alluvial deposits indicate conditions prone to liquefaction which could result in indirect impacts to the proposed structures and people. Mitigation will consist of removing and re-compacting previously placed fill and alluvium, removing and re-compacting 5 feet of younger and older alluvium, and designing the building pads to allow for at least 10 feet of properly compacted fill above the groundwater. In addition, prior to placing new fill, the base will be scarified to a depth of at least 12 inches, heavily moisture conditioned and compacted.

Hazards and Hazardous Materials

Direct impacts could occur from accidental spills of hazardous materials during construction activities and from the release of hazardous material during construction. Indirect impacts may occur to areas outside the work area if existing contaminants, such as residual pesticides and lead-based paint, are released by runoff or through the air. Finally, the existing buildings are known to contain hazardous materials within one-quarter mile of schools.

Mitigation for impacts to the risk of the release of hazardous materials will consist of certain requirements imposed on the construction contractor. These requirements include training all contractors and subcontractors in appropriate work practices related to hazardous materials spill prevention and response, ensuring that no hazardous materials are released to the ground or surface water; removing hazardous construction material to a permitted facility; preparing a hazardous substance management, handling, storage, disposal and emergency response plan; and having hazardous materials spill kits on site. Mitigation for the release of hazardous materials during construction will consist of abiding by all applicable health and safety regulations, including regulations requiring asbestos and lead paint survey reviews before demolition of the existing LCDF and Edgemoor buildings. In addition, the Sheriff's Department will update its business emergency plan for the new facility to ensure the proper inventory of onsite hazardous materials.

Hydrology and Water Quality

The project will result in a 19.1% increase in the runoff rate from the site which would have a direct impact on the existing stormwater conveyance systems. Mitigation for impacts includes the implementation of Low Impact Development Integrated Management Practices to achieve a no net increase in flow quantities and rates discharged from the project site.

Project Alternatives

Before the DEIR was prepared, staff identified 43 alternatives from several sources, including comments from the public (written submissions and comments gathered at scoping meetings), unsolicited proposals from private property owners, and sites identified by the Department of

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General Services, Sheriff's Department, and the Department of Public Works. Those 43 alternatives include five alternative site plans, 10 alternatives that would increase or expand existing detention facilities, 22 new sites, 3 alternatives that described adaptive reuse of non-detention facility sites, and 3 no-build program alternatives. Screening criteria were then applied to each alternative to determine which were appropriate for further consideration and evaluation in the EIR. The screening criteria were based on the California Environmental Quality Act (CEQA) Guidelines. Each alternative was assessed based on the following criteria:

1. Does the alternative allow the County to meet all, most, or some of the project objectives?
2. Is the alternative feasible from a legal, regulatory and technical perspective?
3. Does the alternative have the ability to avoid or substantially reduce any of the significant effects of the project?

Only the following six alternatives met all three criteria:

1. Development of the project away from Magnolia Avenue on a 45-acre site. This alternative became the *Proposed Project* analyzed in the EIR (the original Proposed Project site as discussed in the Notice of Preparation (NOP) was oriented east to west with frontage along Magnolia Avenue).
2. Development of the project on 16 acres immediately adjacent to the existing LCDF site using a multi-story, mid-rise facility. This alternative is referred to as the *Mid-rise Alternative*.
3. Development of the project on 20 acres immediately adjacent to the existing LCDF site. This alternative is referred to as the *20-acre Alternative*.
4. Development of the project at the Camp Elliott site near Marine Corps Air Station (MCAS) Miramar, referred to as the *Camp Elliott Alternative*.
5. Development of the project at the Otay Mesa – Rabago site, referred to as the *Otay Mesa Alternative*.
6. Development of the project at the Campo site in the vicinity of the County's Juvenile Ranch Facilities, referred to as the *Campo Alternative*.

The RDEIR analyzes each of these alternatives in detail within the context of three criteria.

Mid-rise Alternative

This alternative assumes that a new facility would be built on 16 acres of County-owned land just east of the existing facility, and demolition of the existing LCDF. A multi-story mid-rise facility would have a smaller footprint than is currently proposed. The facility would be four stories high, contain approximately 120,000 to 150,000 square feet per floor, and be located on

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approximately eight acres, with the remaining eight acres of the site used for recreation, parking, and buffer.

Rehabilitation and a reduction in recidivism are vital program components for the new women's facility. Since the early 1990s, industry experts and academics have identified several key differences between male and female offenders. These experts advocate gender-responsive strategies that target the unique needs of female inmates. The County believes, and has confirmed through its partnership with the State on SB 618, that the implementation of programs (e.g., dependency treatment, mental health treatment and counseling, academic and vocational instruction, and health and wellness) have societal benefits by reducing recidivism and, thus, the demand for additional detention facilities. However, a gender-responsive strategy has implications for the proposed facility, including the need to provide adequate space for the necessary programs and the creation of an institutional environment that encourages personal responsibility and positive interaction.

In 2000, the County's Master Plan consultant acknowledged that the campus-style layout of the existing Las Colinas and the current practice of allowing inmates to circulate to centralized services are desirable characteristics that should be incorporated into the design of the new women's facility. To provide this type of environment and at the same time ensure adequate security, the facility must be designed so that inmates can have some freedom of movement while under efficient visual surveillance. Without clear lines-of-sight, some independent inmate movement would not be permitted, and the Sheriff Department's "choice and change" management approach that requires an open, campus-style facility could not be implemented. A campus-style facility can be designed to provide the necessary space that allows inmates to circulate and access centralized services under efficient visual surveillance. In contrast, a standard mid-level jail requires the vertical movement of inmates up and down stairwells or elevators, which cannot be efficiently monitored. A mid-rise facility would require additional deputies to monitor inmates as they get on and off elevators, and would require at least one elevator solely for inmates. Therefore, inmates can be more efficiently monitored in a campus-style facility, and a mid-rise facility would be infeasible.

20-Acre Alternative

This alternative assumes that the existing LCDF would be demolished and a new facility would be built on 20 acres of County-owned land immediately east of the existing LCDF. This alternative would implement only Phase I of the proposed project, and would accommodate 800 female inmates, substantially fewer than the Proposed Project would accommodate. This alternative would not meet the projected needs of the County for women offenders to the year 2020. Therefore, this alternative is infeasible.

Otay Mesa Alternative

Under this alternative, a new multi-custody women's detention facility capable of accommodating 1,216 female inmates would be built on the Rabago parcel in Otay Mesa. This parcel has more than the 45 acres needed for the campus-style facility. As noted above, a

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campus environment better satisfies the objectives for treating female offenders. However, the County does not own this parcel. The County would need to acquire this property at an estimated cost of \$8.5 million to \$14.0 million.

In terms of operational efficiency, the proposed project site in Santee is much better than the alternative site in Otay Mesa. Locating the new women's facility at the Otay Mesa alternative site would result in reduced operational efficiency due to local law enforcement officers driving farther and spending more time transporting arrestees for booking at the facility. The increased distance and travel time would adversely affect public safety for County residents by requiring law enforcement personnel to spend more time off their patrol beats traveling to and from a new women's facility in Otay Mesa than would be required if the new facility were located in Santee.

Similarly, an Otay Mesa location would add cost and time to the transportation of inmates by the Sheriff's Prisoner Transportation Unit because an Otay Mesa location would make some legs of existing inmate transportation runs prohibitively long. This could require an additional morning run (and potentially the purchase of another bus to add to the fleet) to get inmates to court on time. It could also generate evening overtime costs for sworn staff staying late with female inmates at court and for Transportation deputies finishing the run before returning the bus to Kearny Mesa. The Santee location offers overall savings in inmate transportation costs due to the shorter distance between the County Operations Center (where buses are housed, fueled and maintained), the El Cajon Courthouse, the Downtown Courthouse, the Vista Courthouse, and health, mental health and emergency medical providers.

In addition, a behavioral management program that emphasizes interaction with family (especially dependent children) is also recognized by researchers as a gender-responsive strategy for managing female inmates. Visits with dependent children are especially important to the Sheriff's Department's inmate management philosophy because they support the rehabilitation of women and reinforce the principles taught in parenting and life skills courses. The plan for the proposed project seeks to maximize opportunities for visitation, which is facilitated by convenient access to the multiple modes of public transit offered at the Santee location, but not at the Otay Mesa location. The proposed project has easy access to a Metropolitan Transit System (MTS) bus route, which has a stop at the corner of Cottonwood Avenue and Mission Gorge Road, approximately 1,130 feet from the project site. The proposed project site is also located less than 0.5 mile from the Santee Transit Center which provides both bus and trolley service and service to other MTS bus routes.

In addition, required sewer capacity is not available at the Otay Mesa site until the City of San Diego resolves funding issues for major improvements that must be made to the existing sewer infrastructure in Otay Mesa. A solution requiring property owners to form and fund a facilities district has been identified. Work is continuing to reach agreement on forming the district, but is not yet in place.

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Camp Elliott Alternative

Under this alternative, a new multi-custody women's detention facility capable of accommodating 1,216 female inmates would be built on 45 acres at a site in Camp Elliott located adjacent to Marine Corps Air Station Miramar. This alternative would have greater impacts to biological resources because the site is undeveloped, is dominated by sensitive biological resources and would require extensive grading due to its hilly terrain. This alternative would inhibit the Sheriff's Department from implementing its inmate management philosophy and visitation program due to the lack of public transportation in the vicinity. Because the County does not own this site, the County would need to acquire the property from the San Diego Unified School District at an estimated cost of \$10.0 million to \$25.0 million. Lastly, there is no sewer or water service at this site or road access to the site. New infrastructure for both sewer and water service would need to be extended to the site, and an 1,800-foot access road would also need to be constructed.

Campo Alternative

Under this alternative, a multi-custody women's detention facility capable of accommodating 1,216 female inmates would be built on 45 acres in Campo near the County's Juvenile Ranch Facility. This alternative would result in the same operational inefficiencies described above for the Otay Mesa Alternative. This alternative would also inhibit the Sheriff's Department from implementing the inmate management philosophy and visitation program due to the lack of public transportation nearby. In addition, a new wastewater treatment plant would have to be constructed to serve the new detention facility at a cost of approximately \$5.0 million to \$7.0 million.

With regard to the Otay Mesa, Camp Elliott and Campo alternatives, costs for site acquisition and infrastructure improvements, such as sewer and water, an access road and a new wastewater treatment plant, are not included in the cost estimate for the project.

For the reasons explained above, the Rabago, Camp Elliott and Campo alternatives are infeasible.

Comments Received

The County received 75 letters of comment regarding the RDEIR during the public review period. The letters included comments on biology, historical resources, land use, aesthetics, alternatives and economics. All 75 letters and responses to comments are included in the Final EIR as Attachment C.

Errata

Revisions were made to the RDEIR in response to public comments. The revisions include changes to the project description to address construction activities, and changes to the Disposition and Development Agreement with Ryan Companies, revisions to the traffic analysis related to construction activities, and an update on the status of the construction of the Edgemoor Skilled Nursing Facility and the approval of the Edgemoor Demolition Project. Attachment A

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includes an Errata Sheet that identifies specific locations in the RDEIR where changes were incorporated into the Final EIR. The changes do not raise a new significant impact or a substantial increase in the severity of an existing impact. Therefore, recirculation of the RDEIR is not required (Attachment F).

Cost Estimate

The estimated cost for the project is \$308.5 million (\$298.8M plus \$9.7M in off-site improvements) based on preliminary design concepts and a construction mid-point of 2012. This total includes \$178.1 million in building construction; \$41.9 million in site-related costs, such as earthwork, soil import, hardscape, site utilities, and parking; \$29 million in soft costs and fees, such as design, engineering, project management, construction management, inspection, environmental monitoring, testing, and commissioning; \$22.5 million for furniture, fixtures, and equipment; and \$27.2 million in contingency. These costs will be updated when the program and design parameters are better defined.

Contracts for Programming, Design, and Project/Construction Management Services

Carter Goble Associates, Inc. (CGA) provided planning and programming assistance for the initial studies of the Women's Detention Facility project, including determination of needs and program requirements (Las Colinas Master Plan – Volume 2, October 2000) and preparation of a conceptual design (Las Colinas Women's Facility Development Plan, 2003). Consequently, staff proposes to enter into a sole source contract with CGA to refine programming needs to reflect Corrections Standard Authority (CSA) requirements, confirm the operational assumptions for the facility, prepare the basis for design documentation, and assist with the selection of the project management/construction management team. This work builds on CGA's previous efforts on the project and will ensure continuity, as well as savings in schedule and costs. The action today will authorize a new contract with CGA not to exceed \$500,000 for services through preparation of the design-build request for proposals documents. Funding for the remainder of CGA's scope will be addressed when authorization for construction is requested.

The County will utilize a project management/construction management (PM/CM) firm to assist with the project through construction. Detention facilities have stringent code requirements and State approval processes requiring specialized skills and a high level of expertise. A qualifications-based solicitation and selection process consistent with Board Policy F-40 will be used to identify and select a management firm with the necessary expertise. An initial funding of \$250,000 for PM/CM services is proposed. Subsequent funding for the balance of services will be sought at the time authorization is requested to award a construction contract.

Schedule

The subsequent steps in the development of the Women's Detention Facility Replacement project will be to: (1) refine and finalize the program needs of the facility; (2) translate these requirements into an architectural program by defining adjacencies, space requirements, building systems and materials to meet security requirements; (3) prepare request for proposal documents for a design-build solicitation; (4) update the cost estimate based on the defined architectural

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program; and (5) return to the Board for authority to solicit and award a design-build contract. Staff will work with the County's Chief Financial Officer to prepare a funding plan for construction. Following approval to proceed, staff will prepare and advertise a request for statement of qualifications, short list three to four design-build firms, request and evaluate the proposals from the short-listed firms, and determine the best value proposal for the County.

The preliminary schedule proposes to complete the architectural program and request for proposal documents and, in Fall 2009, seek Board authority to advertise and award a design-build contract. A Request for Statement of Qualifications would be advertised and a short list of qualified firms would be identified, with final selection of a best value design-build proposal in Spring 2010. Staff estimates that approximately 20 months would be needed to complete all design, reviews, and approvals from CSA.

The project would be constructed in two phases. Site preparation and grading would be conducted as a separate operation upon approval by CSA of grading plans in order to facilitate construction. The timetable anticipates completion of the first phase of construction in Winter 2013, and completion of the total project in Winter 2014. The first phase would be built east of the existing facility. Upon completion of that phase the inmates would be moved to the new buildings, and the existing facility would then be demolished to make way for the second phase.

Linkage to the County of San Diego Strategic Plan

The County's Strategic Plan includes an Initiative to Promote Safe and Livable Communities with an objective to strengthen crime prevention efforts and the criminal justice system. Actions proposed for your Board today will help ensure that the County continues to provide the best possible detention services and responsive law enforcement. In addition, innovative gender-responsive programs offered at the facility in accordance with SB618 will include counseling services aimed at increasing the health and wellness, independence and self-esteem of female offenders, supporting the County's efforts to reduce domestic violence.

Respectfully submitted,



CHANDRA L. WALLAR
Deputy Chief Administrative Officer

ATTACHMENT(S)

Attachment A - Final Environmental Impact Report (including Errata) and Technical Appendices

Attachment B - Findings Concerning Mitigation of Significant Environmental Effects

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ATTACHMENT(S) (cont'd)

Attachment C - List of Commentors, and Letters of Comment, and Response to Comments on
the Environmental Impact Report

Attachment D - Statement of Location and Custodian of Documents

Attachment E - Statement of Overriding Considerations

Attachment F - Explanation of the Decision Regarding Recirculation of Draft Environmental
Impact Report

Attachment G - Mitigation Monitoring and Reporting Program

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AGENDA ITEM INFORMATION SHEET

CONCURRENCE(S)

COUNTY COUNSEL REVIEW	<input checked="" type="checkbox"/> Yes	
Written Disclosure per County Charter Section 1000.1 Required	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
GROUP/AGENCY FINANCE DIRECTOR	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> N/A
CHIEF FINANCIAL OFFICER	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> N/A
Requires Four Votes	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
GROUP/AGENCY INFORMATION TECHNOLOGY DIRECTOR	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
COUNTY TECHNOLOGY OFFICE	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
DEPARTMENT OF HUMAN RESOURCES	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A

Other Concurrence(s): Sheriff's Department
Department of Public Works
Department of Purchasing and Contracting

ORIGINATING DEPARTMENT: General Services

CONTACT PERSON(S):

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Deputy Director

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AUTHORIZED REPRESENTATIVE: _____

APRIL F. HEINZE, P.E., Director

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(continued)

PREVIOUS RELEVANT BOARD ACTIONS:

9/25/01 (12), Presented Sheriff's Detention Master Plan; 4/11/00 (19), 45 acres set aside for new public safety center including Las Colinas Women's Detention Facility; 9/17/96 (5), Approved Settlement Agreement between County and Santee related to "expansion project" at Las Colinas; 7/18/95 (23), Approved Memorandum of Agreement Between County and City of Santee related to Santee Town Center Specific Plan Amendment and subsequent Supplemental Environmental Impact Report

BOARD POLICIES APPLICABLE:

A-87 - Competitive Procurement

F-40 - Procuring Architectural, Engineering and Related Professional Services

BOARD POLICY STATEMENTS:

This request would authorize a sole source contract not to exceed \$500,000 for Carter Goble Associates (CGA). CGA will refine programming, confirm operational assumptions, prepare basis for design documents and assist with selection of the construction management team.

Benefits to County: CGA possesses an understanding of the project based on prior preparation of the Las Colinas Master Plan (October 2000) and the Las Colinas Women's Facility Development Plan (August 2003). This background is important to insure that the operational philosophy and behavioral modification concepts in the development plan are incorporated into the facility design. **Why the Procurement Qualifies for an Exception:** CGA is intimately familiar with the Las Colinas project and the detention concepts and operational models the Sheriff's Department is seeking with the new facility. Continuing CGA's work on the project will insure the concepts are integrated into the facility design and will provide substantial schedule and cost savings compared to initiating a contract with a new firm that has no understanding or familiarity with the project.

CONTRACT AND/OR REQUISITION NUMBER(S):

N/A