



Monterey County

Board Report

Legistar File Number: 19-0663

Monterey County
Government Center
Board of Supervisors
Chambers
168 W. Alisal St., 1st Floor
Salinas, CA 93901

September 10, 2019

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Matter Type: General Agenda Item

- a. Receive an update on the Old Monterey County Jail; and
- b. Review options for the disposition of the Old Jail; and
- c. Provide direction on a preferred option for the disposition of the Old Jail.

(Board Referral #: 2017.15)

RECOMMENDATION:

It is recommended that the Board of Supervisors:

- a. Receive an update on the Old Monterey County Jail; and
- b. Review options for the disposition of the Old Jail; and
- c. Provide direction on a preferred option for the disposition of the Old Jail.

SUMMARY:

Monterey County has conducted numerous studies of the Old Jail, defining its historic significance and evaluating and ranking a range of options for disposition. Multiple meetings have been held with key community stakeholders relative to the adaptive reuse options proposed by these studies. Other ideas have been presented at these meetings; however, to date, there have been no formal proposals for adaptive reuse that include plans that demonstrate financial feasibility.

On September 13, 2016, the Board of Supervisors considered nine options for disposition of the Old Jail and identified the preferred option as Scheme 9 - remove the Old Jail, create new urban space for civic engagement and to commemorate the historicity of the site. On August 29, 2017, Supervisor Alejo submitted a Board referral (Board Referral #: 2017.15) requesting: "Resolution to approve an RFP to solicit proposals for Adaptive Reuse of the Historic Old Monterey County Jail at 142 W. Alisal Street in Salinas (historic landmark where farmworker leader Cesar Chavez was jailed in 1970)."

Having completed Board Referral #: 2017.15 for a Request for Proposal (RFP) for Adaptive Reuse, staff returns to the Board of Supervisors with this update and review of previous options and seeks additional Board direction. Staff requests Board direction on a preferred option for disposition of the Old Jail. Disposition options range from demolition of the entire structure to renovating the entire existing structure. Costs for these options (schemes) range from about \$4.3 million to \$35.8 million (Attachment A adjusts estimates to 2019 dollars). Any impact to the historical significance of the structure would trigger requirement of an environmental impact report (EIR), which would add about \$500,000 to the project cost.

DISCUSSION:

Around 2000, Monterey County developed a long-term vision for Alisal campus. To date work completed includes renovation of the North Wing (240 Church Street), construction of the Administrative Building (168 W. Alisal), and renovation of the East-West Wing (142 W. Alisal). The plan included disposition of the Old Jail that was initiated around 2003 but was halted due to legal actions that resulted in listing the Monterey County Old Jail on the National Register of Historic Places. In 2011, staff procured design services to design weatherization improvements, including re-roofing of the Administration Wing and other roof decks (other than the cellblock roof), limited repairs to the facade and parapet concrete and steel work, weatherization of four 'arched' front windows, and removal of the exercise yard enclosure fencing. Those improvements were designed and constructed in 2012. Currently the building is considered hazardous to enter.

An Adaptive Reuse Feasibility Study, Old Monterey County Jail, completed in October 2014, developed a range of six (6) options (schemes) for disposition of the Old Jail, which includes an estimated magnitude of cost:

Scheme 1. Demolish the Old Jail and convert to parking or open space; this option will require an EIR at an estimated cost of \$500,000 and an estimated project cost of \$4.3 million, for a total of \$4.9 million.

Scheme 2. Save Historic Alisal Facade with New Building behind, at an estimated project cost of \$35.8 million.

Scheme 3. Retain Admin Wing with New Building behind, at an estimated project cost of \$24.2 million.

Scheme 4. Rehabilitate Original 1930 Construction with New First Floor, at an estimated project cost of \$22.6 million.

Scheme 5. Full Rehabilitation of Entire Jail, at an estimated project cost of \$16.4 million.

Scheme 6. Full Preservation of the Facility (Mothballing), at an estimated initial project cost of \$2.6 million, plus annual maintenance in accordance with Department of Interior Standards.

Staff presented this feasibility study to the Capital Improvement Committee, and was directed to include three additional schemes:

Scheme 7. Alisal Façade Preservation with Park at an estimated project cost of \$11.0 million.

Scheme 8. Restoration of 1930's Construction at an estimated project cost of \$34.0 million.

Scheme 9. Remove Old Jail and replace with New Commemorative Park an estimated project cost of \$5.0 million.

California Environmental Quality Act (CEQA) exempts maintenance, repair, stabilization, restoration, preservation, conservation or reconstruction of historic resources *in a manner consistent with Department of Interior Standards*. Depending on how the project is scoped, most of the schemes (options) would require an EIR at an estimated cost of \$500,000, in addition to the estimated project cost. Staff should note that these cost estimates were from 2014 so would likely have increased over the past five years.

Following months of seeking key community stakeholder responses to the adaptive reuse options proposed by the feasibility study, on September 13, 2016, the Board of Supervisors considered nine options for a project at the Old Jail Site (**Attachment A**, estimates adjusted to 2019 dollars) and selected as the preferred option, Scheme 9 to remove the Old Jail, create new urban space for civic engagement and to commemorate the historicity of the site. The Board of Supervisors selected Scheme 9 (removal of the Jail) for the purposes of establishing a project description suitable for

pursuing an Environmental Impact Report (EIR). The EIR would include an environmental analysis for the removal of the Old Monterey County Jail and replacement with a commemorative park as well as an examination of a full range of alternatives compliant with CEQA. The EIR was proposed for commencement following occupancy of the former courthouse East/West Wing Renovation project in 2018.

On October 10, 2017, the Board of Supervisors directed staff to solicit proposals for adaptive reuse of the Old Monterey County Jail as a final attempt for public/private development before considering other options for disposition. Resource Management Agency (RMA) worked with County Administrative Office-Contracts/Purchasing to develop a Request for Proposal that requested a public-private partnership (P3) format for adaptive reuse of the structure, including a financial plan showing fiscal feasibility of the proposal. In December 2018, the Contracts/Purchasing, on behalf of RMA, issued RFP 10700. No proposals were received, and there was no contact to inquire (questions), indicate interest or request additional time.

RMA updated the Board of Supervisors on March 19, 2019 and the Board directed staff to issue a new RFP with greater outreach to the development community. RFP 10724 was released May 9, 2019. The deadline to submit proposals was July 9, 2019. No proposals were received, and there was no contact to indicate interest or request additional time.

The standard solicitation period for capital projects is about four (4) weeks, and both RFPs were circulated for nine (9) week solicitation periods. Both RFPs were advertised and posted in the typical places for capital projects: the Monterey County Weekly, and listing in the County Contracts / Purchasing Solicitation Center. In addition, staff sent direct email to members of Alliance of Monterey Area Preservationists (AMAP) so they could distribute to any known interested parties. With the second RFP, staff sent notification of the RFP release to the City of Salinas Economic Development in order to broaden the search for a development entity. As part of that, staff coordinated with the City of Salinas for the Old Jail to be included as an option with a larger RFP that they are soliciting for redevelopment of the Lincoln Avenue corridor.

On June 20, 2019, during the second solicitation period, RMA participated in a Community Meeting hosted by the Salinas City Center Association, Alliance of Monterey Area Preservationists and Supervisor Luis Alejo. A number of ideas were presented at that meeting, and information was shared about programs that could be used to help financially. Staff noted that proposals need to include a financial plan demonstrating that the project is feasible, meaning that the entity has fiscal capability to complete the project.

OTHER AGENCY INVOLVEMENT:

In the course of facilitating assessments and determining feasibility of multiple schemes, staff has met/talked with representatives from numerous public and private agencies, business owners and citizens, including but not limited to County Historic Resources Review Board, Salinas Historic Resources Board, State Office of Historic Preservation, and Cesar Chavez Foundation. If and when approved, the commencement of an EIR as part of the CEQA process would include other Agency involvement. RMA has worked in collaboration with the County Administrative Office Contracts / Purchasing Division and with the Office of the County Counsel-Risk Management in the RFP

development and process.

FINANCING:

Staff time associated with the development and issuance of the RFP are estimated to cost \$25,000. The Fiscal Year (FY) 2019-20 budget includes \$90,207 in the Facilities Master Plan Project Fund 404 - Facilities Utilization Program (FUP) to support the pre-planning efforts required to fulfill the 2003 Master Plan at the Alisal Government Center Campus, which includes the Old Jail. Costs for future efforts on the disposition of the Old Jail will depend on Board direction. Once staff receives direction, staff will evaluate costs and funding sources for the Board to consider.

BOARD OF SUPERVISORS STRATEGIC INITIATIVES:

The long-term vision for the County campus includes the disposition of the Old Jail. The recommended action supports the following Board of Supervisors' Strategic Initiatives below:

- ☒ Economic Development
- ☐ Administration
- ☐ Health & Human Services
- ☒ Infrastructure
- ☐ Public Safety

Prepared by: Dave Pratt, Project Manager II (831)796-6091

Approved by: Carl Holm, AICP, Director Resource Management Agency



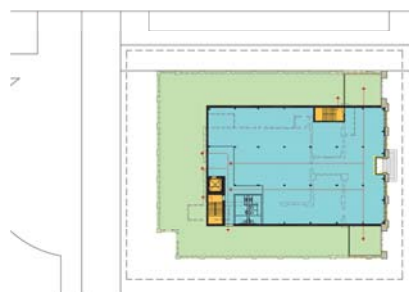
Attachment A - Nine Options from the 2014/2015 Adaptive Reuse Study

COST ESTIMATES

OPTIONS	APPROX. AREA	ESTIMATED PROJECT COST	ESTIMATED COST/SF
Scheme 1 – Remove Jail/Convert to parking or landscaped area	17,700 GSF	\$4,258,000	\$241
Scheme 2 - Save Historic Alisal Facade with New Building behind	20,550 GSF	\$35,776,000	\$1,741
Scheme 3 - Retain Admin Wing with New Building behind	20,550 GSF	\$24,186,000	\$1,177
Scheme 4 - Rehab Original 1930 Construction with New First Floor	22,650 GSF	\$22,632,000	\$999
Scheme 5 - Full Rehabilitation of Entire Jail	23,325 GSF	\$16,424,000	\$704
Scheme 6 - Full Preservation (Mothballing) Facility	30,095 GSF	\$2,569,000	\$86
Scheme 7 - Alisal Façade Preservation with Park	N/A	\$11,000,000	N/A
Scheme 8 - 1930 Restoration of Original Jail	20,000 GSF	\$34,000,000	\$1,700
Scheme 9 – Remove Jail/replace with New Commemorative Park	TBD	\$5,000,000	N/A



Scheme 1



Scheme 2



Scheme 3



Scheme 4



Scheme 5



Scheme 6



**DISPOSITION OF
OLD COUNTY JAIL
SEPTEMBER 10, 2019**



OLD MONTEREY COUNTY JAIL

158 W. ALISAL STREET

SALINAS





- A. Administrative Building
- B. Old County Jail
- C. Old Courthouse (aka East/West Wing)
- D. Courthouse (aka North Wing)
- E. Former Modular Complex



MONTEREY COUNTY GOVERNMENT CENTER CAMPUS

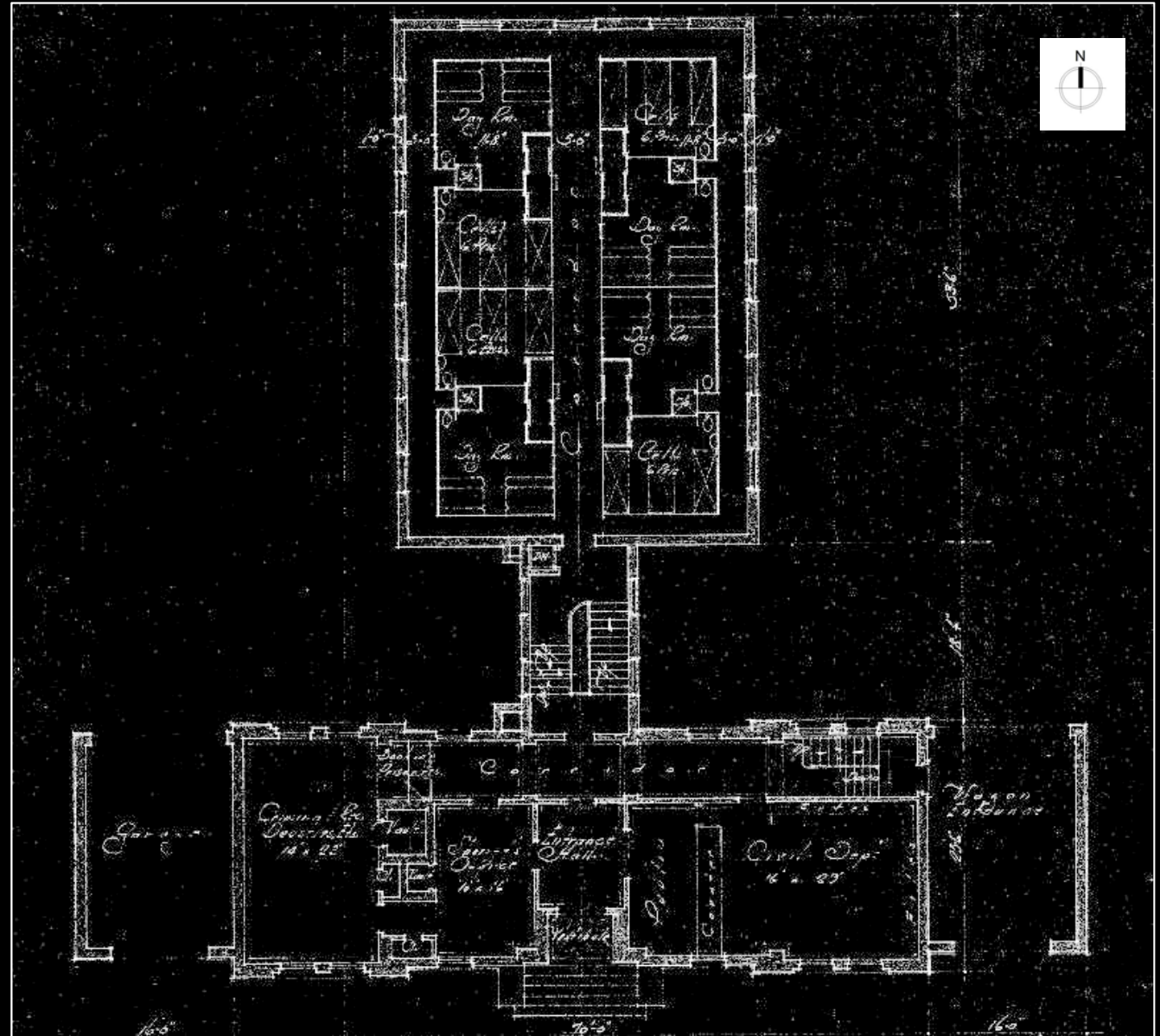


Original Building (c. 1930)

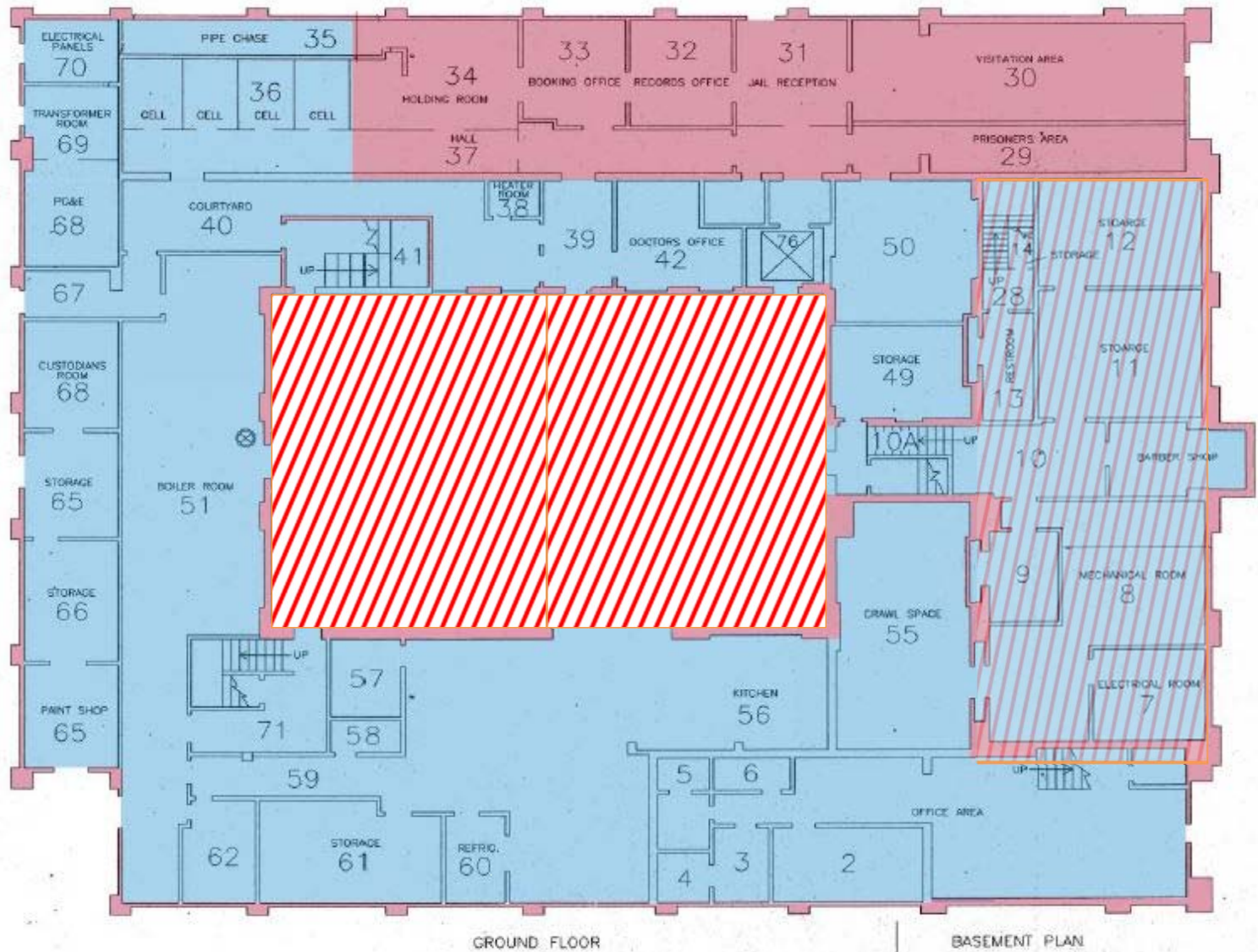
Reed & Corlett,
Architects and
Engineers
Oakland, CA

Additions (c. 1950)

Belli, Fox &
Kuska Architects
Salinas, CA





County Jail c. 1930



LEGEND

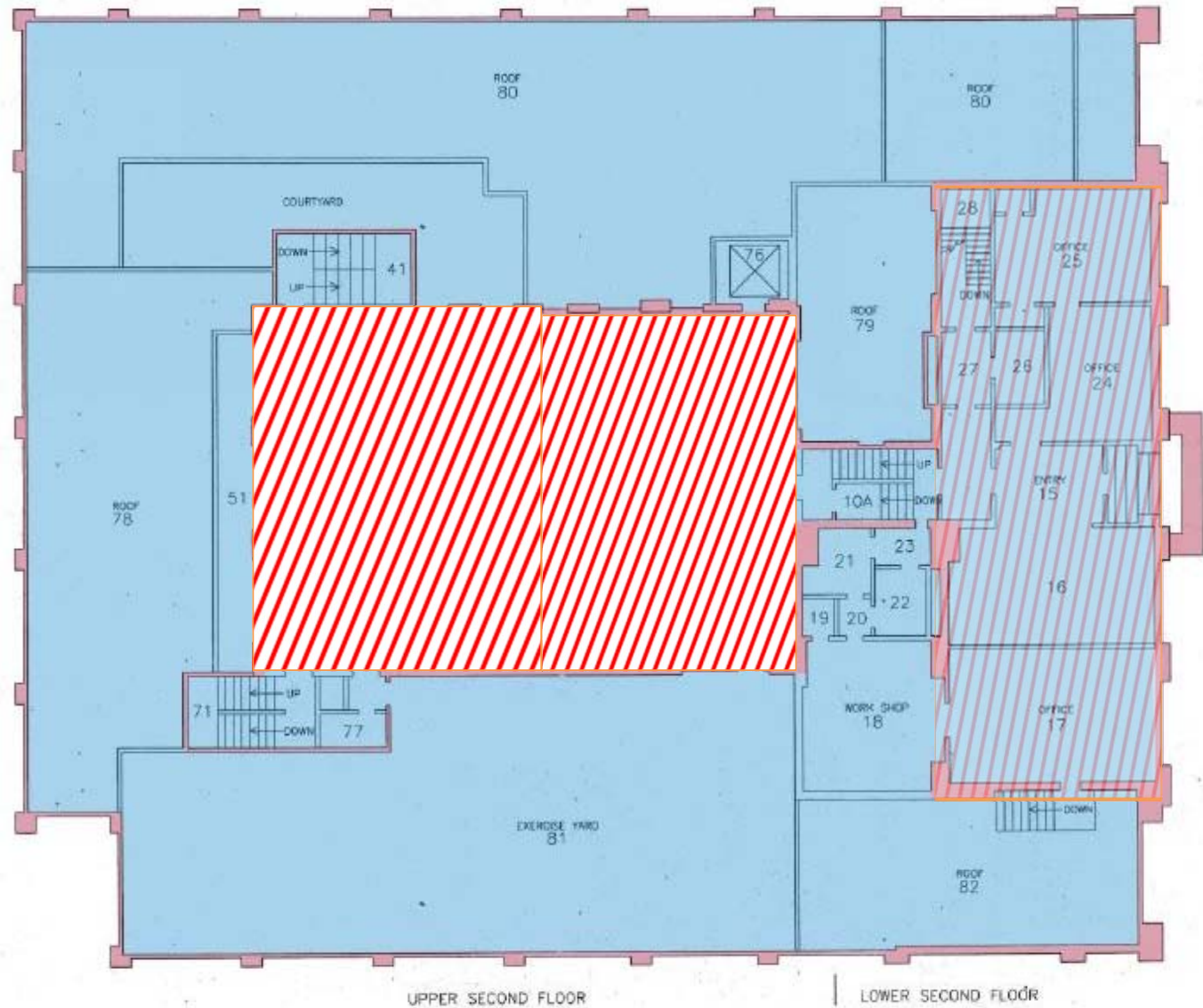
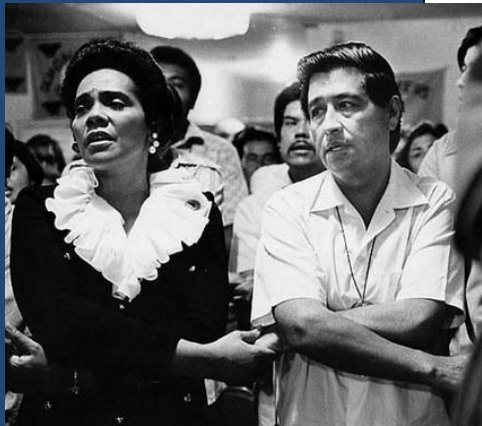
 Contributing

 Non-Contributing


 1930's Footprint

DRAWING NOT TO SCALE


County Jail c. 1970 – Ground and Sub-Level



LEGEND

 Contributing

 Non-Contributing

 1930's Footprint

DRAWING NOT TO SCALE

County Jail c. 1970 – Upper Floor



Historic Building Preservation Actions



PRESERVATION BRIEF 31; SEPTEMBER 1993

U.S. DEPARTMENT OF THE INTERIOR
NATIONAL PARKS SERVICE (NPS)

• Documentation Phase

- September 1998 - March 2014
 - Hazardous Materials Inspection Reports issued
 - Dept. of Parks and Rec. Historic Inventory conducted
 - Condition Reports Issued
 - Microbial Evaluation Reports Issued
 - Historical Monograph Published
 - Historic Resources Evaluation Supplement conducted
 - Historic Analysis and Reuse Studies conducted

• Stabilization Phase

- September 2002- January 2013
 - Hazardous Materials Abatement conducted
 - Weatherization, Cleanup and Encapsulation conducted

• Mothballing Phase

- Pre-2007 – April 2014
 - Utility services terminated
 - Closure of all openings/penetrations
 - Intermittent surveillance monitoring

OPTIONS	APPROX. AREA	EST PROJECT COST	EST COST/SF
Scheme 1 -Demolish Jail, Replace with parking/landscape	17,700 GSF	\$4,258,000	\$241
Scheme 2 -Retain Alisal Façade, Add New Building behind	20,550 GSF	\$35,776,000	\$1,741
Scheme 3 -Retain Admin Wing, Add New Building behind	20,550 GSF	\$24,186,000	\$1,177
Scheme 4 -Rehabilitate Original Jail (c. 1930), New 1 st Floor	22,650 GSF	\$22,632,000	\$999
Scheme 5 -Rehabilitate Entire Jail (c. 1970)	23,325 GSF	\$16,424,000	\$704
Scheme 6 -Preserve (Mothball) Facility	30,095 GSF	\$2,569,000	\$86
Scheme 7 -Alisal Façade Preservation with New Park	N/A	\$11,000,000	N/A
Scheme 8 -Restore Original Jail (c. 1930)	20,000 GSF	\$34,000,000	\$1,700
Scheme 9 -Demolish Jail, Replace with New Commemorative Park	TBD	\$5,000,000	N/A

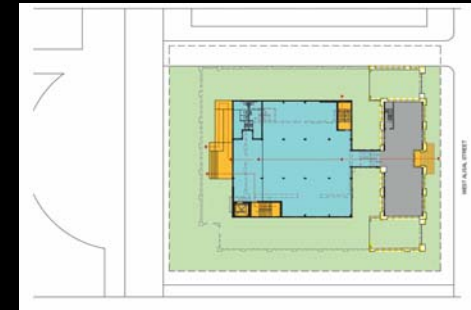
* Estimates adjusted to 2019 dollars



Scheme 1



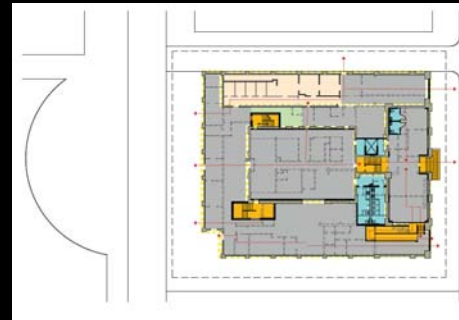
Scheme 2



Scheme 3



Scheme 4



Scheme 5



Scheme 6





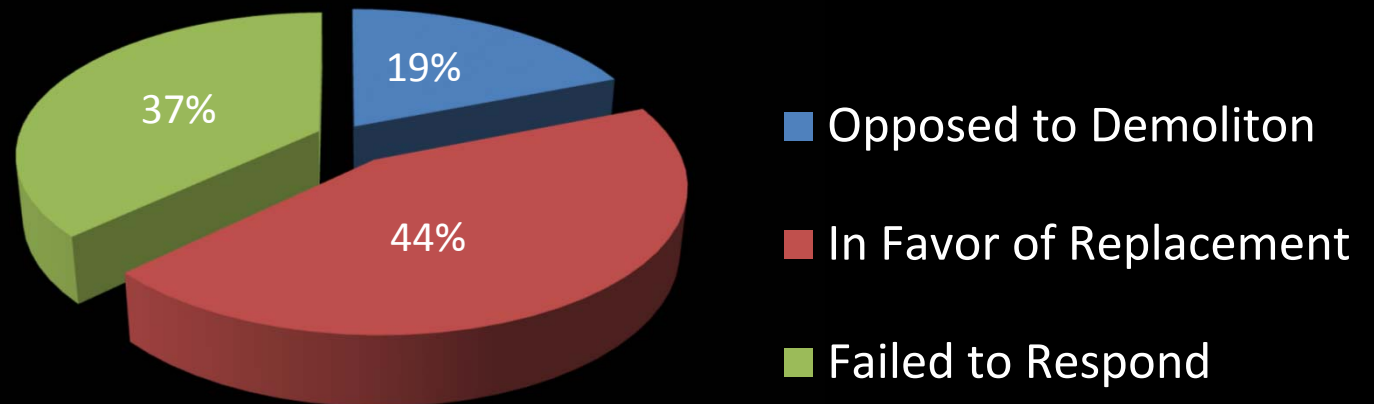
Community Stakeholders included:

Preservationists, Historians, Neighbors, Salinas Residents, Educators, Municipal Officials, Business Groups, and State Politicians.

Survey by RMA-Architectural Services

Stakeholder Outreach

SUMMER 2015-
SPRING 2016



Community Outreach



Preferred Option

Board of Supervisors
September 13, 2016

The Board of Supervisors selected a Preferred Option for a project at the Old Jail Site to establish a Project Description needed as part of the California Environmental Quality Act (CEQA) review process.

- Demolish the Old Jail;
- Remove the existing Alisal/Capital Street Parking Lot;
- Create a new urban space for civic engagement while commemorating the historicity of the site;
- Relocate and/or expand parking



Requests for
Proposal-
Adaptive Reuse
Board of Supervisors

October 10, 2017

Staff directed to issue Request for Proposal (RFP):

- Adaptive Reuse of the building
- Public/Private Partnership
- Financial Capability

December 2018

RMA issued RFP for adaptive reuse

- No response received

May 2019

RMA (re)issued RFP for adaptive reuse

- No response received



OLD MONTEREY COUNTY JAIL 158 W. ALISAL STREET SALINAS

Actions

- Review Options, previously developed
- Provide direction on a preferred option for the Old Jail





Options

Summary

Scheme 1

Demolish Old Jail, Replace with parking/landscape

Scheme 2

Retain Alisal Façade, Add New Building behind

Scheme 3

Retain Admin Wing, Add New Building

Scheme 4

Rehabilitate Original Jail (c. 1930), New 1st Floor

Scheme 5

Rehabilitate Entire Jail (c. 1970)

Scheme 6

Preserve (Mothball) Facility

Scheme 7

Alisal Façade Preservation with New Park

Scheme 8

Restore Original Jail (c. 1930)

Scheme 9

Demolish Old Jail, Replace with New Commemorative Park



OLD MONTEREY COUNTY JAIL 158 W. ALISAL STREET SALINAS

Actions

- Per Board of Supervisors Referral 2019.08, direct staff to seek State funding and to explore other funding mechanisms to fund a capital project to repurpose the Historic Old Jail

