

December 5, 2017

Honorable Board of Supervisors  
Napa County  
1195 Third Street  
Napa, CA 94559

Dear Chair Ramos and Board Members:

On December 14, 2010 the Board of Supervisors held a public hearing and adopted a resolution approving the first Napa County Five Year Capital Improvement Plan as provided for by Government Code Section 66002. This is the fourth update of the plan and it covers Fiscal Years 2017/2018 to 2021/2022.

This Napa County Five Year Capital Improvement Program (CIP) is a comprehensive five year plan for the capital improvement needs for Napa County. The CIP identifies current and future scheduling for defined projects from fiscal years 2017-2018 through 2021-2022. The explicit goals of this planning document are to focus attention on County objectives and fiscal capacity, coordinate efforts to increase efficiencies, and inform the public on both current and future needs and projects.

The projects included in this CIP consist of construction, rehabilitation, and other major projects in the following functional areas:

- County building facilities, owned or leased;
- County road and bridge system facilities;
- County airport facilities; and
- Measure A funded projects.

The Five Year CIP is based upon, and incorporates the findings of the following planning documents or processes:

- Napa County Preliminary Facilities Conditions Assessment;
- Jail/Re-entry Facilities Master Planning
- Five Year Airport Capital Improvement Plan (ACIP);
- Five Year Roads Capital Improvement Planning;
- Measure A Capital Improvement Planning;
- Projects submitted for consideration by County Departments on an annual basis; and
- Projects budgeted for Fiscal Year 2017-2018
- Measure T Five Year Plan and SB 1 Project List (by reference)

Further details on these planning documents/processes are found in the background and policy sections of this report.

Completion of the facilities master planning efforts identified above have provided a comprehensive framework for the creation of a list of projects to address the County's short term and long term facilities needs in the Five Year CIP. This comprehensive framework is also inclusive of the projects submitted by County departments and divisions through their collective planning efforts. Given the differing purposes of recent planning efforts, careful coordination and analysis of findings was required prior to their inclusion into this CIP.

This planning document was created using a software application that provides a vehicle for achieving the following efforts:

- Estimating capital requirements;
- Setting priorities;
- Planning, scheduling, and implementation of projects;
- Developing revenue policy for proposed improvements;
- Monitoring and evaluating the progress of capital projects; and
- Informing the public of projected capital projects and unfunded needs.

This CIP will continue to be updated bi-annually to reflect the completion of projects, new or changing priorities, and funding availability.

## SUMMARY

The full five year program is summarized according to funding requirements in dollars as follows:

<b>Fiscal Year</b>	<b>Total</b>	<b>Funded</b>	<b>Unfunded</b>
FY 2017/18	\$84,265,761	\$84,115,761	\$150,000
FY 2018/19	\$69,295,298	\$64,922,298	\$4,373,000
FY 2019/20	\$81,839,000	\$77,082,000	\$4,757,000
FY 2020/21	\$45,001,500	\$43,254,500	\$1,747,000
FY 2021/22	\$31,623,000	\$29,283,000	\$2,340,000
<b>5 Year Total</b>	<b>\$312,024,559</b>	<b>\$298,657,559</b>	<b>\$13,367,000</b>

Staff is moving forward with implementation of capital improvement projects as already authorized by the Board in the Fiscal Year 2017/18 Budget. A project is considered unfunded if funds from a specific source have not been identified for a specific project. Funded projects are projects for which County or outside funding or a combination of both has been identified. Funded totals in future fiscal years are based expected (but in some cases not guaranteed) funding sources. Approval of this plan does not commit to the Board to approving a specific project if funding is not available as expected.

The following is a summary of the funding and potential funding sources for projects in this plan.

### Airport

- Federal Aviation Administration (FAA)
- Airport Enterprise Fund

### Buildings

- Animal Shelter Fund – Animal Shelter
- General Fund – most County owned buildings
- Fire Fund - County owned fire stations
- Library Fund – Library facilities
- Insurance – Earthquake damaged buildings covered by insurance (Hall of Justice and Historical Courthouse)

## Measure A

- Measure A Funds
- Grants from different State and Federal funding sources

## Roads

- Roads Fund Balance
- Highway Users Tax Account (HUTA)
- General Fund
- Federal Highway Administration – Highway Bridge Program (HBRRP)
- Federal Aid Secondary (FAS) Program
- Federal – One Bay Area Grant Program II (OBAG II)
- Federal – Priority Conservation Area Program (PCA)
- Airport Industrial Area Traffic Mitigation Funds (TMF)
- Toll Credits
- Measure T, The Napa Countywide Roads Maintenance Act
- Senate Bill 1 (SB 1) (Beall), The Road Repair and Accountability Act of 2017

## Re-entry Facility

- State Bill (SB) 1022 Lease Revenue Bond Financing
- Re-alignment Funding
- Accumulated Capital Outlay Funding

## New Jail

- State Bill (SB) 844 Lease Revenue Bond Financing
- State Bill (SB) 863 Lease Revenue Bond Financing
- Accumulated Capital Outlay Funding
- Certificates of Participation
- Other funding – to be determined

The following table shows unfunded amounts by Department:

<u>Department</u>	<u>FY 17/18</u>	<u>FY 18/19</u>	<u>FY 19/20</u>	<u>FY 20/21</u>	<u>FY 21/22</u>	<u>Total</u>
Administration Building		\$39,000	\$480,000	\$1,654,000	\$125,000	\$2,298,000
Animal Shelter			\$99,000			\$99,000
Bella House					\$300,000	\$300,000
First Street			\$400,000		\$725,000	\$1,125,000
Hall of Justice	\$150,000	\$150,000	\$50,000		\$795,000	\$1,145,000
Juvenile Justice Center			\$138,000	\$93,000		\$231,000
Measure A		\$3,000,000	\$3,500,000			\$6,500,000
Sheriff		\$123,000			\$370,000	\$493,000
South Campus		\$1,050,000				\$1,050,000
Spanish Flat Corporate Yard		\$11,000	\$90,000			\$101,000
Yountville Yard					\$25,000	\$25,000
<b>Grand Total</b>	\$150,000	\$4,373,000	\$4,757,000	\$1,747,000	\$2,340,000	\$13,367,000

## **BACKGROUND**

### **A. Five Year Capital Improvement Plan: Airport**

Each year, the Federal Aviation Administration (FAA) requests the Napa County Airport to submit an updated five year project plan known as the Airport Capital Improvement Plan (ACIP). Projects included in the ACIP, which are now included in this CIP, are eligible to receive future grant funding from the Federal Aviation Administration (FAA). In addition, the ACIP is used by the FAA and the Napa County Airport for project coordination and planning purposes.

The annual ACIP update for 2017-2022 is predominantly a continuation of previous plans submitted to the FAA. Many of the projects in the plan have been requested in past years and not approved due to limited Federal funding, but diligent efforts by Airport management have secured, or have kept us in line for, significant grants. The FAA uses the ACIP to distribute Airport Improvement Program funds based on long range planning, priority ratings and the local need for development. All projects must be included in the Airport Layout Plan (ALP) and included in the ACIP to be eligible for funding.

### **B. Five Year Capital Improvement Plan: Roads**

The Roads Division of the Public Works Department is responsible for operating and maintaining the County road system so that it is safe, reliable and accessible for all users. Capital improvement projects have been identified in each of these areas.

#### **Safety**

The County's goal is to improve safety for all users of the County road system. Collision records and field investigations by staff have identified locations of proposed improvements to improve safety at various locations.

#### **Reliability**

Another goal is to operate and maintain the County road system so that it is available at all times. This is achieved through a comprehensive pavement preservation program. Using an inventory of current pavement conditions on every County road, the program applies scientific principles about the deterioration of pavement over its life cycle to determine the appropriate treatment for each road. This information is used to determine the proposed maintenance and rehabilitation projects, by prioritizing those treatments which are identified as the most cost-effective. Packages of pavement overlay and surface treatment projects have been identified in communities throughout the unincorporated area. Funding is anticipated in the coming five years from Federal and local sources. Federal sources include the One Bay Area Grant II Program (OBAG II), and the Priority Conservation Area Program (PCA), allocated by the Metropolitan Transportation Commission via the Napa

Valley Transportation Authority (NVTA). Other federal funds are allocated to the County from the Highway Bridge Program, for the replacement/rehabilitation of various County bridges.. Additional federal funding from other programs is currently being pursued and, if the County is successful in obtaining these funds, will be added to the 5-Year Capital Improvement Program in future updates.

Although specific project lists are still being developed and approved as this document goes to print, significant State funding from SB 1 (starting November 2017) and Measure T (starting July 2018) will dramatically improve our ability to maintain our roads. Project lists will be provided to the Board for approval this fall and work will commence upon the receipt of funding.

### **Accessibility**

The final goal is to plan, design and maintain the County road system so that it is accessible to all modes of travel and all users. Sources of information for determining needed improvements to improve access for bicyclists and pedestrians, and for people of all ages and abilities, include the Countywide Bicycle Plan, as well as input from local schools. The Napa Valley Transportation Authority (NVTA) has recently adopted the Napa Countywide Pedestrian Plan and is currently in the process of updating the Countywide Bicycle Plan with the input from Napa County jurisdictions. Additional work is planned to develop a more-comprehensive approach to identifying the needs of all these users of the County road system. Funding is available for pedestrian improvements through Federal and State programs including the Highway

Safety Improvement Program (HSIP) and Safe Routes to School (SR2S) programs. Sources of funding for bikeway improvements will be explored in the coming years, for which the County is eligible through its adoption of the Countywide Bicycle Plan update that is in progress by NVTA. Local funds will be used to construct an extension of Devlin Road, to provide improved circulation in the Airport Industrial Area (AIA). Funding is coming from Traffic Mitigation Fees which have collected as properties in the AIA have developed and potentially a cooperative agreement with the City of American Canyon which will attempt to fund both Devlin Road Segment E (in the County) and Devlin Road Segment H (in the City). The extension will accommodate pedestrians and bicyclists through inclusion of a Class I multi-use path, which will eventually be integrated into the countywide "Vine Trail" network.

The future of transportation funding sources is dependent on political activity at both the federal and state levels. At the federal level, the Fixing America's Surface Transportation Act (FAST) was approved in 2015 and it covers a 5 year period. It largely continues the same funding programs which have been utilized by the County in recent years. At the state level, State Bill 1 (SB 1) has been approved. SB 1 will provide approximately \$4.5 Million per year to the County for road maintenance. At the local level, voters approved the Napa Countywide Road Maintenance Act ("Measure T") in the November, 2012 election. This ½ percent local sales tax will ensure an ongoing stable funding source beginning in 2018 (when the current "Measure A" flood protection sales tax sunsets) of approximately \$8 Million per year. Additionally,

the Board of Supervisors has committed additional General Fund contribution to address these needs starting with FY 2013-14.

An update of the inventory of the County roads' Pavement Condition Index (PCI) has been performed, through grant funding provided by MTC. This serves as valuable information with which to determine upcoming pavement preservation projects. The following is a table that shows the County's PCI for the period 2013-2016.

<b>Calendar Year</b>	<b>PCI</b>
2013	58
2014	56
2015	53
2016	52

A PCI for a road system between 50 and 59 indicates that the road system is "at risk". A PCI between 49 and 25 indicates that the road system is in "poor" condition.

The County is also in preparation for replacement of the "flap gates", which are installed as a tide muting device on a culvert that runs under Milton Road at Mile Marker 1.10. While the gates are still doing the job they were intended to do, they are 60 years and prudence and good engineering practice indicates that they are due to be replaced. The estimated cost is \$250,000, and it is expected costs will be paid for out of the Roads fund.

### C. Five Year Capital Improvement Plan: Measure A

The County unincorporated area share of Measure A is being used to fund projects that are specified in the 1998 Measure A sales tax ordinance. Current estimates indicate that over the 20 year life of the tax, the County can expect to receive approximately \$45 million in revenues from Measure A. To date, fourteen major projects have been approved, including funding of multiple local stakeholder projects in Angwin and Lake Berryessa, which are ongoing. As of the date of this Capital Improvement Plan, all but the following two projects being constructed by the County have been completed:

- The Milliken Creek Flood Reduction and Fish Passage Improvement Project ( 2017)
- Napa River Restoration in the Oakville to Oak Knoll Reach (2020)

The County has generally used Measure A funds to leverage other sources of funding (e.g. grants) for design and construction of these projects. For certain projects, when matched with Measure A funds, a single grant may provide sufficient funds to fully complete construction. However for other projects, due to the large size and costs, multiple grants are being sought. This is the case for the Napa River restoration projects in Rutherford and Oakville, which encompass approximately 15 miles of the Napa River. For such projects, ultimate completion dates are dependent upon success in obtaining grant funding. This CIP forecast reflects expenditures of Measure A revenues as funded and requirements for other sources of funding from grants, as unfunded.

## D. Annual Departmental Project Requests

Prior to the preparation of CIP updates, as part of the development of the County's annual CIP, and in an effort to facilitate budget development, the Department of Public Works typically invites departments to submit Capital Improvements requests for any repairs, and/or minor or major projects anticipated for each fiscal year. Given the current national, state and local economic climate, the Department of Public Works typically recommends that projects submitted be limited only to those essential to the conducting of County business in a safe and efficient manner.

Projects are evaluated and prioritized based upon the following criteria:

- Departmental prioritization;
- County Executive Office management analyst recommendation and rationale;
- Ability to contribute non-General Fund funding to support the proposed project;
- Overall amount of funding available in the General Fund;
- Other cost and/or operational impacts of proposed project;
- Health/ safety, and/or Americans with Disabilities Act (ADA) access issues;
- Client service or capacity enhancements; and
- Consideration if facility site may be considered for property disposition within the next 10 years.

The following is a summary of the steps in the processing of project requests:

- Department of Public Works issues a call for the particular fiscal year Capital Improvement Project proposals;
- County Departments/Divisions identifies projects (specific location, scope of project, justification/rationale of need for project; Director/Manager approval);
- County Departments/Divisions prioritize projects;
- County Departments/Divisions complete the Fiscal Year Project Proposal Form and submit to applicable management analyst;
- County Executive Office Management Analysts reviews projects and project prioritization with departments/divisions. Analysts indicate their recommended action (recommendation, deferral, or denial) and prioritization in the Project Proposal Form and submitted completed form to Public Works; and
- Public Works reviews the projects recommended by the Management Analysts and recommends projects to the County Executive Officer and Board of Supervisors based upon budgetary and staffing constraints.

Projects from this process are incorporated into this CIP. These projects include the projects to be presented to the Board to be budgeted for each fiscal year. It is to be noted that a "call for projects" was not issued for Fiscal Year 2017-2018 given budgetary and project delivery capacity constraints.

## E. Preliminary Facilities Conditions Assessment (PFCA)

In 2010, the County contracted with Jones, Lang LaSalle Americas, Inc. (JLLA) to conduct a preliminary facilities conditions assessment of all County owned building facilities. This assessment evaluated the condition of the building and the building systems, and estimated the useful life of the building components. The specific systems that were reviewed included the exterior walls, windows, roofs, flooring, heating ventilation and air conditioning (HVAC), plumbing, electrical, fire life safety, elevators and telephone systems.

The evaluated facilities included:

- Administration Building
- Airport
- Animal Shelter
- Bella House
- Calistoga Library
- Carithers Building
- Greenwood Ranch Fire Station
- Hall of Justice
- Health and Human Services Campus (Old Sonoma Road)
- Homeless Shelter
- 650 Imperial Way
- Juvenile Justice Center
- Napa Library
- Sheriff's Facility
- Spanish Flats Corporate Yard
- Yountville Maintenance Yard

Projects identified as "Required to Continue Operation of County Facilities" in the Preliminary Facilities Condition Assessment (PFCA) were incorporated into this CIP.

It is recommended that projects identified in the Preliminary Facilities Condition Assessment for buildings to remain in the County portfolio for a period no less than five years be pursued in order to continue County operations at these facilities.

## F. Significant Projects

The Five Year Plan includes major categories of projects and major projects that will require significant funding resources including County and external funding. This list summarizes those major categories and major projects.

Projects with the most significant impact on the CIP include:

- New Jail
- Re-entry Facility
- The Milliken-Sarco-Tulocay (MST) recycled water project
- Napa River restoration in the Oakville to Oak Knoll Reach
- Various County facilities equipment/systems replacements/repairs recommended in the Preliminary Facilities Condition Assessment
- Various Airport projects, including rebuild of the main airport runway
- Various Roads projects, including Measure T and SB-1 maintenance projects, ongoing 2014 South Napa Earthquake and 2017 Storm repairs, and Highway Bridge Program bridge replacement projects
- Devlin Road Extension/Fagan Creek Bridge
- Historical Court House Earthquake repairs
- South Campus Frontage improvements

**G. Projects recently completed or anticipated to be completed by the end of Fiscal Year 2017-2018**

Projects recently completed or anticipated to be completed by end of Fiscal Year 2017-2018 include:

<u>Project</u>	<u>Project Budget</u>	<u>Final Cost</u>
Administration Building Replacement of Chillers/Boilers	\$670,000	*
Administration Building HVAC Controls	\$307,000	*
Administration Building Minor Remodel	\$350,939	*
Calistoga Library Remodel	\$1,291,975	\$1,191,796
Capell Valley Fire Station	\$867,875	*
Carithers Building Painting, Re-roof, Signage	\$414,000	*
Crisis Stabilization Services Center	\$3,646,611	*
Hall of Justice Second Floor Earthquake Repairs	\$800,000	*
Hall of Justice Second Floor Fire Code Improvements	\$860,000	*
650 Imperial Way HVAC Controls	\$59,000	*

\*Project in progress towards completion/close-out

<u>Project</u>	<u>Project Budget</u>	<u>Final Cost</u>
Jail Basement Project	\$6,300,000	*
Jail Fire Smoke Sealing	\$490,000	*
Jail Security System Replacement	\$2,500,000	*
Jail Supply and Exhaust	\$490,000	*
Napa Library Remodel	\$4,486,501	*
Pope Valley Fire Station	\$972,140	*
Sheriff's Facility Repairs, Acoustics & EOC	\$1,439,958	\$1,435,214
Silverado Trail Overlay - Zinfandel Lane to St. Helena	\$1,766,606	\$924,945
South Campus Building 4 Feasibility Study	\$72,558	\$72,502
South Campus Pavement Improvements	\$500,000	*
South Campus Streetscape Improvements	\$1,800,000	*
		*
Therapeutic Childcare Center	\$2,286,963	
2017 Various Storm Repairs	\$9,695,270	*

## **POLICY AND THE FIVE YEAR CIP**

This section describes policies approved by the Board that have an effect on the Five Year CIP and in the eventual delivery of the projects proposed in the Five Year CIP.

### **A. Jail Replacement Planning**

On November 13, 2012 upon receiving, discussing and providing input on updated Jail bed-needs projections and CGL Companies' report "Napa County New Jail Options" the Board directed staff to name "out-of-downtown" as the preferred alternative for a new jail.

The County has now acquired approximately 27 acres in the unincorporated area immediately south of the Napa State Hospital (on APN 046-370-021 and/or 046-370-024) to construct a new jail. The jail would be designed with an initial capacity of 304 rated beds and 28 non-rated medical/mental health beds, but would include core support facilities designed for expansion for occupancy of up to 526 beds in the event the County needs to add bed capacity at some point in the future. The existing jail, located in downtown Napa, would remain in use as a day-holding facility for pre-trial inmates with Court appointments, and would also continue to accommodate County offices and meeting space. The County has prepared an environmental impact report (EIR) for the project to satisfy the requirements of the California Environmental Quality Act (CEQA) (Public Resources Code [PRC] Section 21000 et seq.). The County has been awarded \$20 Million in SB 844 and \$2.8 Million in SB 863 State funding for the new Jail. The County is

in the process of planning for the funding of the estimated \$128 Million project costs which includes the State funding.

## B. Local Vendor Preference Policy

On June 8, 2010 the Board provided direction to staff regarding a local vendor preference policy. Current County policy commits the County to a program of active competition in the purchase of professional and other services, with a goal of selecting the best qualified firm to provide services at the least cost to County taxpayers. However, staff believes it is possible to improve opportunities for local vendors to fully participate in the County's contracting process and encourage larger out of County firms to partner with local firms in proposing on County contracts, through the following actions:

- In RFPs for services that would benefit from knowledge of local circumstances, include preference points in RFP scoring;
- Inclusion of language in RFP/RFQs encouraging non-local firms to partner with local firms where appropriate;
- Increased outreach program consisting of better and more channels for the dissemination of RFPs and RFQs (including a centralized page on the County's website and updates to local professional groups);
- Annual meetings and clinics with local vendors to discuss upcoming contracts for all services, and to provide a better understanding of County's contracting programs;
- Creation of a pre-registration system for certain service areas, that would be open to both local and non-local firms; and
- Clarification of rules concerning the use of and justification of sole source contracting, to discourage the use of sole source contracts unless there is a compelling reason.

On June 8, 2010 the Board also provided direction to staff regarding First Source Hiring. First Source Hiring typically establishes a requirement that certain firms take certain actions

designed to encourage the hiring of local residents. The Board directed staff that in contracting for services and for construction projects, the County will inform the Workforce Investment Board (WIB) of all vendors that have been selected to perform County services. In addition, the contractors will be informed of the services of the WIB and required to contact them to assist with their hiring needs.

The Department of Public Works plans to hold a contracting opportunities workshop this winter in which future opportunities and an overview of the County's contracting process will be presented.

### **C. California Uniform Public Construction Cost Accounting Act (CUPCCAA)**

On June 8, 2010, as part of the local vendor preference policy direction, the Board requested that staff look into the County opting into the California Uniform Public Construction Cost Accounting Act (CUPCCAA). There is a segment of the Public Contract Code (Public Projects: Alternative Procedure, Section 22000-22045) known as the California Uniform Public Construction Cost Accounting Act (CUPCCAA) that allows for simplified alternative procedures for bidding and awarding public construction projects in certain circumstances. The CUPCCAA applies to public works projects and contracts that typically involve the construction; remodeling; repair; or renovation of public buildings, roads, and other public improvements owned or to be used by the public agency. It does not apply to contracts for supplies, equipment, or services.

On September 28, 2010 the Board approved for the County to opt into the provisions provided by CUPCCAA. Many jurisdictions have opted into CUPCCAA since the allowed alternative bidding procedures save time and money on the delivery of smaller public construction projects.

In the Spring of 2011 the California State Controller advised public agencies of action by the Uniform Construction Cost Accounting Commission to set the informal bid limit pursuant to Public Contract Code Section 22032 effective for the fiscal year beginning July 1, 2011. On October 9, 2011 the Governor signed into law AB 720 which officially amended the statutes to recognize the action by the Commission. The act provides for the following:

- Public projects of \$45,000 (previously \$30,000) or less may be performed by negotiated contract or by purchase order (PCC 22032(a)).
- Public projects of \$175,000 (previously \$125,000) or less may be let to contract by the informal procedures set forth in the Act (PCC 22032(b)); however if all bids received are in excess of \$175,000 (previously \$125,000), the Board may, by adoption of a resolution by a four-fifths vote, award the contract, at \$187,500 (previously \$137,500) or less, to the lowest responsible bidder, if the Board determines the cost estimate was reasonable (PCC 22034(f)).
- Public projects of more than \$175,000 (previously \$125,000) shall be let to contract by formal bidding procedures (PCC 22032(c)) except as otherwise provided in PCC 22034(f).

Given the efficiencies/benefits realized from the implementation of CUPCCAA staff recommended to the Board and the Board approved on April 17, 2012 continued delegation of the authority to execute construction contracts subject to CUPCCAA to the Director of Public Works and the Purchasing Agent within the newly authorized limits described above.

## **D. Pre-qualification of Contractors for Major County Construction Projects**

Napa County (County) is allowed but not required to pre-qualify contractors bidding on public works projects. The County may pre-qualify contractors in accordance with Public Contract Code Section 20101.

The State of California Department of Industrial Relations (DIR), in collaboration with affected agencies and interested parties, has developed model guidelines for rating bidders, and has drafted a standardized questionnaire, that may be used by public entities for pre-qualifying contractors. DIR, in developing the standardized questionnaire, has consulted with affected public agencies, cities and counties, the construction industry, the surety industry, and other interested parties.

The County has utilized the standard questionnaire entitled "Pre-qualification of Contractors Seeking to Bid on Public Projects: The 1999 State Legislation and the Model Forms Created by the Department of Industrial Relations" to pre-qualify contractors on past major County public works projects such as the Napa Library Remodel, Re-entry Facility and the Historical Courthouse Earthquake Repairs .

On September 21, 2010 as part of the approval by the Board of the implementation of procedures for the award of contracts for public works projects as authorized by the California Uniform Public Construction Cost Accounting Act (CUPCCAA) for Napa County Public Works Projects, staff

presented recommendations regarding the pre-qualification of contractors and representatives from organized labor (Labor), and the contracting community provided input regarding these recommendations. Based on this information, the Board approved the implementation of CUPCCAA and asked staff to work with the labor union and contracting communities to further consider the input provided regarding pre-qualification of contractors.

Subsequently staff worked with Labor and the contracting community as well as County Counsel in the consideration of the input regarding the proposed pre-qualification process.

In the process of working with Labor and the contracting community, staff requested specific input on the pre-qualification package and process. This input was reviewed and incorporated where staff and County Counsel agreed the suggestions would strengthen the pre-qualification packet. These changes were incorporated into the prequalification packet that staff recommended to the Board as the baseline for future pre-qualification packages.

On April 17, 2012 the Board approved the following related to pre-qualification of contractors for major County construction projects:

1. Authorization for the Director of Public Works to approve the prequalification of projects estimated at \$1,000,000 or more that meet certain criteria including, but not limited to:
  - a. Are of a complex technical and project management nature;
  - b. Require many subcontractors; and
  - c. Have a construction duration of more than four months.
2. Approval of the prequalification packet for County construction projects;
3. Authorization for the Director of Public Works to revise the packet to address individual projects when appropriate;
4. Authorization for the Director of Public Works to name an appeals panel whenever a prequalification score is challenged; and
5. Direction by the Board to the Director of Public Works to (1) identify, as part of the annual 5 year CIP update, projects over \$1,000,000 and whether pre-qualification is recommended, and (2) report to the Board, at the earliest opportunity during the course of the fiscal year, on any changes to said recommendations and on new projects over \$1,000,000 not included in the annual 5 year CIP update and whether pre-qualification is recommended.

In accordance with Board direction the following are projects with an estimated construction cost of \$1,000,000 or more and the recommendation for pre-qualification:

1. Project: Devlin Road Extension (Segment E)  
Engineer's Estimate: \$3,500,000  
Recommendation for pre-qualification: Pre-qualify
2. Project: New Jail  
Engineer's Estimate: \$87,000,000  
Recommendation for pre-qualification: Pre-qualify

## DEFINITIONS

The following definitions are provided as a guide for the review of the charts, tables and project detail sheets of the Five Year CIP.

### **Project Function and Department**

The CIP is organized first by function and then by department to mirror the County's annual budget format.

### **Project Type**

Within each department, projects are grouped by project type, and within each division, projects appear in the order of fully funded, partially funded, and unfunded. Capital Improvement project type definitions are as follows:

#### Maintenance

Maintenance related projects

#### New Land, Buildings and Facilities

All new facility construction and land/building acquisition.

#### Major Improvements to Existing Buildings and Facilities

Improvements to and renovations of existing buildings and facilities. This includes:

- Significant remodeling (e.g., tenant improvements to County owned buildings and additions to County owned buildings)
- Renewal of buildings and facilities (seismic retrofit, re-roofing, major repaving, replacing major plumbing/mechanical/electrical systems past their service life, etc.)

- Airport and road facilities resurfacing/rehabilitation projects.
- Other projects involving improvements to and renovations of other facilities.

### **Project Delivery**

The CIP records the assumed method of project delivery which in turn affects the project scope, schedule and budget. Simple projects require little or no schedule and budget. Simple projects require little or no design, less management, and little time. Large and complex projects require full multi-discipline design, multi-layered management and more time. Five methods of delivery are identified: Bid-Build, Design-Build, Design-Bid-Build, Design-Build (Bridging) and CM/GC or Construction Manager (CM) at Risk.

Bid-Build is the project delivery method best suited to capital renewal projects. "Provide and install 700-high efficiency fluorescent light fixture ballasts," is an example of a Bid-Build project. Such a project would be put out for bid with a simple description of what, how many and where, and upon Board of Supervisor's approval, the lowest responsible bidder would buy and install the ballasts.

Design-Build is the project delivery method best suited to common building and facility types well understood by owners and builders regionally and nationally. As such owners neither need nor want much input, they just want the "warehouse." The project requirements are documented by means of performance parameters, drawings and specification in no more detail than necessary. Competitive bids or best value proposals for final design and construction are solicited. Upon

Board of Supervisor approval, the lowest responsible bidder or design-builder proposing the best value completes the design and builds the project. This method has more control over design than Bid-Build. Design-Build is usually quicker and less expensive than Design-Bid-Build but the owner has less control of the result. The County has utilized this method most recently for the design-build of the Fifth Street Parking Garage.

Design-Bid-Build is the traditional method of project delivery for buildings designed for a specific owner with a custom purpose or program. The design function is kept separate from the build function. The designer (architect and/or engineer) is the owner's advocate. The designer thoroughly documents the owner's program in drawings and specifications. The project is competitively bid, and the lowest responsible bidder is selected. An agreement between owner and contractor is negotiated and executed. The contractor builds the project per the designer's drawings and specifications. With this method the owner's wishes are made specific and clear in the drawings and specifications, and ideally, the Owner gets what is wanted, but this method is usually slower and sometimes more expensive than design-build. This is the method used by the County on most of its projects.

Design-Build (Bridging) is a hybrid of the traditional design-bid-build method and the design-build method. The Bridging method, properly used, reduces the Owner's risks and costs in the construction program without giving up control of the design or the quality of the end product. Bridging preserves the practice of the Owner's architectural designer and contract administrator exclusively serving the Owner's best interests

throughout all design phases and the construction. Construction costs can be significantly reduced in most projects. The Owner's exposure to claims and unwarranted change orders is greatly diminished, both during and after construction. After occupancy, if there is a defect requiring correction, Bridging provides a clear, single responsibility for corrective work that is fair and efficient for the Owner.

In Design-Build (Bridging) the Owner's design consultant carries out the Schematic Design after the program of requirements and budget are set and the site is identified. The Owner's Design consultant carries out Design Development and assists the owner in preparing an extensive legal and technical Request for Proposal (RFP) for a design/build contract. This contract can be for a lump sum, fixed-price contract or any other form of design/build contract. Firm bids are received from contractors or a firm price is negotiated with a selected contractor. When satisfactory prices are obtained, the notice to proceed is given for the Contractor's Designer to prepare final detailed construction documents. The Owner's design consultant reviews these documents and reports to the Owner's representative who deals with any issues arising out of this review.

CM/GC or Construction Manager (CM) at Risk CM/GC or Construction Manager at Risk allows the Owner to interview and select a fee-based firm, based upon qualifications and experience, before the design and bidding documents are fully completed. The construction manager and design team work together to develop and estimate the design. A guaranteed maximum price is then provided by the CM, who then receives

proposals from and awards subcontracts to subcontractors. The final construction price is the sum of the CM's fee, overhead, and contingencies and the subcontractors' proposals. Any unused contingency at the end of the project reverts to the Owner. The design consultant team is selected separately and reports directly to the owner.

This method can provide for a faster delivery schedule, integration of design and construction team, design phase builder assistance, early construction cost commitment, competitive pricing for subcontracting work, single point of responsibility for construction and check and balances between the Architect/Engineer and the Contractor.

### **Project Funding**

Fully funded projects are approved by the Board of Supervisors with funding that meets the estimate of total project cost. Funding can come from single or multiple sources from inside or outside the County. Partially funded projects have committed funding sufficient to cover some, but not all, of the estimated total project cost. Unfunded projects have been identified as a County need, but have no funding that has been formally allocated by the Board at this time. Approval of this CIP document is not a commitment to fund a particular project. Specific projects are funded through the budget process, which this document helps inform. A Glossary of Funding Sources, which lists all the funding sources that are used in the CIP with a definition, is located in the appendices section.

### **Estimated Project Cost**

The CIP uses the following elements of total project cost:

- Site acquisition costs;
- Preliminary costs;
- Project management costs;
- Design costs;
- Construction costs;
- Permit and fee costs; and
- Contingency.

Labor cost for County staff and outside consultants can be recorded separately within the preliminary cost, project management costs and design costs. Escalation factors were added to construction costs to accommodate increased inflation and price spikes in construction materials. Staff will be monitoring rates when requesting budget for funding projects and will adjust the escalation rate appropriately based on information available at time of project request and approval.

## NEXT STEPS

This five year CIP from fiscal year 2017-2018 through fiscal year 2021-2022 is herein presented for review and adoption. The 2017-2018 projects included in the plan represent projects that were approved by the Board to be budgeted for fiscal year 2017-2018.

Staff intended to present an updated CIP to the Board on September of 2014. In about 15 seconds on the morning of August 24<sup>th</sup>, 2014, the South Napa Earthquake made the document irrelevant, and brought a project load to the County unprecedented in our history. Although we still have significant Earthquake (and now new projects from the 2017 Storms) to complete, it is hoped that this document is a step toward returning to a more “routine” planning and budgeting of County projects. Staff will return to the Board to update this document every two years.

Respectfully Submitted,



Steven E. Lederer

Director of Public Works

## ACKNOWLEDGEMENTS

The Napa County Five Year Capital Improvement Plan (CIP) is the product of the County Executive’s Office and the Department of Public Works. The front cover of the report has photos of (from top, left to right): South Campus, Airport, Napa Library Children’s Area Remodel, Overlay on Silverado Trail, Cappell Valley Fire Station and the Oakville to Oak Knoll Napa River Restoration Project.