



County of Monterey

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

Board Report

File #: 19-0663, **Version:** 1

- 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

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