

# Allegan County Administrative Offices



County Services Building  
3283 – 122<sup>nd</sup> Avenue  
Allegan, MI 49010  
269.673.0203

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## Interoffice Memo

**Date:** April 16, 2009  
**To:** Allegan County Board of Commissioners  
**From:** Robert J. Sarro, County Administrator  
**Re:** Discussion Points – Jail Planning RFP

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1. On May 22, 2008 the Board of Commissioners approved the Request for Proposal for Jail Planning services.
2. On June 19, 2008 the Board of Commissioners approved an evaluation team to review the proposals and make a recommendation.
3. In August 2008 the evaluation team was prepared to recommend awarding the bid to Ricci Greene Associates. This was based on the proposals submitted and the on-site interview process. The team also acknowledged that both Ricci Greene Associates and Carter Goble Lee were qualified to perform the duties of this project. Given the significant difference in the bids, Administration and the evaluation team agreed to continue to evaluate both candidates.
4. At this point, the regional jail study was in final development and indicated that a review of the County's local jail capacity needs was warranted.
5. On December 11, 2008 the Board approved to proceed with a supplemental report to the regional jail study in an effort to evaluate the current capacity estimates.
6. Draft versions of the supplemental report indicated that consideration should be given to changing the County's forecasted capacity needs and recommended finalizing the Jail Planner request for proposal process.

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**ADMINISTRATION**  
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7. Administration and the evaluation team reviewed the proposals, bids, and team's interview experiences. In addition, we jointly had several follow-up and clarification calls with each bidder. The process of narrowing the selection to one recommended bidder was difficult as each was proven to be extremely qualified. In the end it was determined that Carter Goble Lee was very strong in their planning focus and was willing to stand behind their bid with a fixed cost contract. In addition, they quickly worked through any concerns identified in the interview process and Bob Goble committed himself as a project principle.
8. Ricci Greene Associates demonstrated a high attention to detail and proved to be extremely strong in their architectural focus. The bids were quite comparable if the architectural focus was removed from Ricci Greene Associates' proposal. In fact, the proposed hourly rates were less than Carter Goble Lee. However, the number of resources, hours, and architectural focus collectively resulted in a high proposed cost. While there was expressed flexibility in this area by the bidder, it would be difficult to recommend changes in the proposal with a strong planning bid already available and with architecture being a strong point for the firm.
9. Both the evaluation team and Administration strongly recommend inviting Ricci Greene Associates to bid on the architectural request for proposal that will be recommended soon for release. In addition, this firm is a strong secondary candidate for Jail Planner services.

RFA Presentation Bid Form

Department: Administration Date 8/13/08

Item(s): Criminal Justice Planning Consultant Services

Purchasing Process:

1.) Advertised:  Yes / No  
If Yes, where: Holland Sentinel Kalamazoo Gazette M-Live Allegan County Web-site

2.) Number of Vendors bid package was sent to: 138  
How many in Allegan County: 0  
How many in West Michigan: 17

3.) Was there a Mandatory Pre-Bid meeting: Yes /  No  
If Yes, how many attended: \_\_\_\_\_

4.) Number of bids received: 3

5.) Total Bid Amount: \_\_\_\_\_

6.) Bid Tab Sheet attached –

7.) Amount budgeted: \_\_\_\_\_

Difference: \_\_\_\_\_ over / under

If **Over** explain where the money will be coming from: \_\_\_\_\_

8.) What was the criteria for awarding the bid: evaluation criteria, qualifications, experience, presentation, County interview

9.) Recommendation of Award: Primary recommendation to Carter Goble Associates with Secondary recommendation to Ricci Greene Associates

10.) References supplied and checked:  Yes / No If No, why? \_\_\_\_\_

Other Comments: \_\_\_\_\_

**Bid Tab for RFP # 10016**

**Item: Criminal Justice Planning Consultant**

**Proposal Opening Date: July 23, 2008 @ 10:00 am**

<b>VENDORS:</b>		<b>Carter Goble Associates Inc</b>	<b>RicciGreene Associates</b>
		1619 Sumter Street Columbia, SC 29201	212 North Upper Street Lexington, KY 40502
<b>Steps</b>	<b>PHASE I - Pre-Architectural Planning</b>	<b>\$ 184,100.00</b>	<b>\$ 89,700.00</b>
1	Needs Assesment / Master Plan		
2	Economic Feasibility Study		
3	Consultant / Architect Selection		completed N/A
4	Facility Programming		
	<b>PHASE II - Site Selection and Planning</b>	<b>\$ 25,760.00</b>	<b>\$ 114,495.00</b>
5	Site Analysis and Selection		completed N/A
6	Site Master Plan		
	<b>PHASE III - Architectural Design</b>	<b>\$ 58,000.00</b>	<b>\$ 236,535.00</b>
7	Schematic Design		
8	Design Development		
9	Contract Documents		
10	Agency Approvals		
	<b>PHASE IV - Construction</b>	<b>\$ 89,520.00</b>	<b>\$ 267,550.00</b>
11	Bidding Negotiations		
12	Construction		
13	Construction Completion		
	<b>PHASE V - Occupancy</b>	<b>\$ 195,520.00</b>	<b>\$ 209,625.00</b>
14	Transition and Move In		
<b><u>PROPOSED FEE SUB-TOTAL</u></b>		<b>\$ 552,900.00</b>	<b>\$ 917,905.00</b>
<b>Other Costs</b>		<b>\$ 138,705.00</b>	<b>\$ 187,000.00</b>
Insurance			
Performance and Payment Bond			
General Conditions			
<b><u>GRAND TOTAL</u></b>		<b>\$ 691,605.00</b>	<b>\$ 1,104,905.00</b>

## S T A T E O F M I C H I G A N

## BOARD OF COMMISSIONERS OF THE COUNTY OF ALLEGAN

December 11, 2008

**JAIL FACILITY PROJECT--AWARD JAIL PLANNER BID**

**BE IT RESOLVED** that the Allegan County Board of Commissioners hereby awards Proposal #10016 Criminal Justice Planning Consultant Services to Carter Goble Lee, of 1619 Sumter Street, Columbia, SC, 29201; and

**BE IT FURTHER RESOLVED**, that the County Administrator is authorized to negotiate an agreement with the vendor on behalf of the County; and

**BE IT FURTHER RESOLVED**, once an agreement is reached the contract will be returned to the Board for review and final approval; and

**BE IT FINALLY RESOLVED**, that county administrator is authorized to add the following items to the scope of services contained within the request for proposal:

1. Articulate nature and extent of current jail deficiencies (to include reviewing the impact of modifications to this building).
2. Review regional jail feasibility study and supplemental Report.
3. Identify full range of questions that might be asked by voters and develop concise and thorough answers.

4. Detailed evaluation of jail capacity needs utilizing the regional jail study and supplemental report as well as Voorhees Robertson study, and 2007 board resolution.

**SUPPLEMENTARY REPORT:**

Construction Costs ↑ 2m year

**Allegan County Jail Capacity**

April 15, 2009

**EXECUTIVE SUMMARY**

This report provides a supplement to the comprehensive regional jail feasibility study completed in December 2008. It was prepared by Rod Miller, President of CRS Incorporated, a non-profit organization based in Gettysburg PA. Rod was the lead consultant for the regional study.

The current Allegan County Jail has outlived its usefulness. The structure is failing, the systems within the jail require constant repair, and the conditions of confinement of inmates—and the employees who operate the jail-- are unsafe and unhealthy. Replacing this jail should take the highest priority for county funds.

Although the next steps toward replacing the jail require architectural services, they need not be costly. The focus should be on the development of a “concept plan” that establishes the scope of construction and that produces an overall layout on which staffing needs and other operating costs may be estimated. The next steps in the planning process should:

1. Retain professional services to complete tasks needed to take the jail proposal to the voters.
2. Clearly articulate the nature and extent of current jail deficiencies
3. Review the regional jail feasibility study that was completed in 2008
4. Develop a conceptual plan for a new jail and generate plans and drawings that will provide voters with enough information to inform their decisions
5. Estimate construction costs and operating costs for the new facility
6. Identify the full range of questions that might be asked by voters and develop concise and thorough answers
7. Inform county residents of jail problems, needs and proposed solutions through a comprehensive public education process
8. Seek voter approval for funds to construct and operate the new jail

The regional jail consultant suggests the following size and rationale for the new jail:

- Plan for an average daily inmate population of 268 for the Year 2027, using the projections developed for the regional jail study as a baseline
- Design for approximately 322 beds, using a classification and peaking factor of 20% (lower than the current peaking/classification factor)
- Construct sufficient short-term holding spaces to accommodate needs, in addition to the 322 beds (holding spaces are not considered to be beds)

## S T A T E O F M I C H I G A N

## BOARD OF COMMISSIONERS OF THE COUNTY OF ALLEGAN

April 16, 2009

**JAIL FACILITY PROJECT—COUNTY ADMINISTRATOR RECOMMENDATION FOR FUNDING**

**WHEREAS**, the Allegan County Board of Commissioners authorized the construction of a jail and sheriff department facility on September 13, 2007; and

**WHEREAS**, on September 13, 2007 the County Administrator was directed to develop financing options for the development, operation and construction of a jail and sheriff department facility; and

**WHEREAS**, with the assistance of various stakeholders, and in conjunction with the board of commissioners, financing options have been developed and reviewed; and

**WHEREAS**, it was proposed that the three (3) most feasible options to consider were millage funding, debt funding, and internal financial funding; and

**WHEREAS**, the County Administrator, <sup>has reviewed the</sup> ~~has demonstrated that~~ <sup>current financial</sup> ~~this project currently cannot be funded 100% using internal financing tools and~~ <sup>if in part,</sup> therefore, recommends pursuing millage funding in whole or in part and, ~~potentially~~ supplementing debt funding and/or internal financial funding in conjunction with a dedicated millage.



**THEREFORE BE IT RESOLVED,** that the Allegan County Board of Commissioners authorizes a millage proposal ~~in the November 2009~~ election; and *do later than Oct 2010*

**BE IT FURTHER RESOLVED,** that the facilitation of a millage proposal process be added to the scope of services of the Criminal Justice Planning Agreement.

## S T A T E O F M I C H I G A N

## BOARD OF COMMISSIONERS OF THE COUNTY OF ALLEGAN

April 16, 2009

**JAIL FACILITY PROJECT—SHERIFF RECOMMENDATION FOR FUNDING**

**WHEREAS**, the County Administrator has provided a recommendation for funding the construction and operation of a jail and sheriff department facility; and

**WHEREAS**, the Allegan County Sheriff proposes the following additional steps to secure adequate funding for the construction and operation of a new jail and sheriff department facility should the millage proposal identified in the County Administrator's recommendation be unsuccessful:

Step 1 - The Allegan County Board of Commissioners commits to build a new jail and sheriff department facility within eighteen (18) months of the completion of a pre-construction planning process.

Step 2 - The Allegan County Board of Commissioners authorizes a millage election in February 2010 for "law enforcement operations" only. Funds, or portions thereof, now allocated for law enforcement purposes will be allocated to the construction and operation of a jail and sheriff department facility. These funds will be used to fund the necessary debt service in conjunction with internal financing tools.

Step 3 - If this second millage proposal fails, funds now allocated for law enforcement purposes will be reallocated to fund the necessary debt service for the construction and operation of a jail and sheriff department facility. This will result in the necessary reduction of law enforcement services provided by the Sheriff Office.

**THEREFORE, BE IT RESOLVED,** that the Allegan County Board of Commissioners hereby approves the Sheriff's plan for securing adequate funding for the construction and operation of a new jail and sheriff department facility should the November 2009 millage proposal be unsuccessful.

**Financing:**

Amount Borrowed	Term	Annual Debt Service
\$20.0 Million	20 Years	1.5 Million - 1.7 Million
\$30.0 Million	20 Years	2.4 Million - 2.6 Million
\$40.0 Million	20 Years	2.9 Million - 3.4 Million

Taxable Value	Mills Levied	Years of Millage	Total Revenue Generated
4,244,166,515	2.45	2	\$ 20,796,416
4,244,166,515	3.65	2	\$ 30,982,416
4,244,166,515	4.80	2	\$ 40,743,999
4,244,166,515	0.39	20	\$ 33,104,499
4,244,166,515	0.57	20	\$ 48,383,498
4,244,166,515	0.77	20	\$ 65,360,164

**Operational Costs:**

	Amount	Source
1010.351	\$ 3,111,991	2008 Budget
1010.352	\$ 260,289	2008 Budget
1010.269	\$ 308,488	2008 Budget
2210.351	\$ 491,265	2008 Budget
Indirect Costs	\$ 242,545	2006 Indirect Cost Study
<i>Total Operational Costs</i>	\$ 4,414,578	

1010.351,352,269 Personnel Costs	\$ 2,845,197
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Principle	20,000,000
Interest Rate	5.0%
Maturity - Years	20

Year	Principle Outstanding	Interest Payment	Principle Payment	Principle Balance	Yearly Debt Service
1	20,000,000	1,000,000	500,000	19,500,000	1,500,000
2	19,500,000	975,000	500,000	19,000,000	1,475,000
3	19,000,000	950,000	600,000	18,400,000	1,550,000
4	18,400,000	920,000	600,000	17,800,000	1,520,000
5	17,800,000	890,000	700,000	17,100,000	1,590,000
6	17,100,000	855,000	700,000	16,400,000	1,555,000
7	16,400,000	820,000	800,000	15,600,000	1,620,000
8	15,600,000	780,000	900,000	14,700,000	1,680,000
9	14,700,000	735,000	950,000	13,750,000	1,685,000
10	13,750,000	687,500	1,050,000	12,700,000	1,737,500
11	12,700,000	635,000	1,000,000	11,700,000	1,635,000
12	11,700,000	585,000	1,100,000	10,600,000	1,685,000
13	10,600,000	530,000	1,100,000	9,500,000	1,630,000
14	9,500,000	475,000	1,200,000	8,300,000	1,675,000
15	8,300,000	415,000	1,200,000	7,100,000	1,615,000
16	7,100,000	355,000	1,300,000	5,800,000	1,655,000
17	5,800,000	290,000	1,300,000	4,500,000	1,590,000
18	4,500,000	225,000	1,400,000	3,100,000	1,625,000
19	3,100,000	155,000	1,500,000	1,600,000	1,655,000
20	1,600,000	80,000	1,600,000	-	1,680,000
			20,000,000		32,357,500

Principle	30,000,000
Interest Rate	5.0%
Maturity - Years	20

Year	Principle Outstanding	Interest Payment	Principle Payment	Principle Balance	Yearly Debt Service
1	30,000,000	1,500,000	900,000	29,100,000	2,400,000
2	29,100,000	1,455,000	900,000	28,200,000	2,355,000
3	28,200,000	1,410,000	1,000,000	27,200,000	2,410,000
4	27,200,000	1,360,000	1,000,000	26,200,000	2,360,000
5	26,200,000	1,310,000	1,100,000	25,100,000	2,410,000
6	25,100,000	1,255,000	1,200,000	23,900,000	2,455,000
7	23,900,000	1,195,000	1,200,000	22,700,000	2,395,000
8	22,700,000	1,135,000	1,300,000	21,400,000	2,435,000
9	21,400,000	1,070,000	1,300,000	20,100,000	2,370,000
10	20,100,000	1,005,000	1,400,000	18,700,000	2,405,000
11	18,700,000	935,000	1,400,000	17,300,000	2,335,000
12	17,300,000	865,000	1,500,000	15,800,000	2,365,000
13	15,800,000	790,000	1,500,000	14,300,000	2,290,000
14	14,300,000	715,000	1,600,000	12,700,000	2,315,000
15	12,700,000	635,000	1,900,000	10,800,000	2,535,000
16	10,800,000	540,000	1,900,000	8,900,000	2,440,000
17	8,900,000	445,000	2,000,000	6,900,000	2,445,000
18	6,900,000	345,000	2,000,000	4,900,000	2,345,000
19	4,900,000	245,000	2,400,000	2,500,000	2,645,000
20	2,500,000	125,000	2,500,000	-	2,625,000
			30,000,000		48,335,000

Principle	40,000,000
Interest Rate	5.0%
Maturity - Years	20

Year	Principle Outstanding	Interest Payment	Principle Payment	Principle Balance	Yearly Debt Service
1	40,000,000	2,000,000	1,000,000	39,000,000	3,000,000
2	39,000,000	1,950,000	1,100,000	37,900,000	3,050,000
3	37,900,000	1,895,000	1,200,000	36,700,000	3,095,000
4	36,700,000	1,835,000	1,200,000	35,500,000	3,035,000
5	35,500,000	1,775,000	1,400,000	34,100,000	3,175,000
6	34,100,000	1,705,000	1,400,000	32,700,000	3,105,000
7	32,700,000	1,635,000	1,700,000	31,000,000	3,335,000
8	31,000,000	1,550,000	1,900,000	29,100,000	3,450,000
9	29,100,000	1,455,000	2,000,000	27,100,000	3,455,000
10	27,100,000	1,355,000	2,100,000	25,000,000	3,455,000
11	25,000,000	1,250,000	2,300,000	22,700,000	3,550,000
12	22,700,000	1,135,000	2,300,000	20,400,000	3,435,000
13	20,400,000	1,020,000	2,400,000	18,000,000	3,420,000
14	18,000,000	900,000	2,400,000	15,600,000	3,300,000
15	15,600,000	780,000	2,500,000	13,100,000	3,280,000
16	13,100,000	655,000	2,500,000	10,600,000	3,155,000
17	10,600,000	530,000	2,500,000	8,100,000	3,030,000
18	8,100,000	405,000	2,600,000	5,500,000	3,005,000
19	5,500,000	275,000	2,700,000	2,800,000	2,975,000
20	2,800,000	140,000	2,800,000	-	2,940,000
			40,000,000		64,245,000

**County of Allegan**  
 Jail Financing  
 Current Balance Analysis

Fund	Current Balance	Designated	Gross Available	Recommended Reserve	Net Available	Notes
General Fund – Fund Balance	3,204,756	0	3,204,756	0	3,204,756	
Budget Stabilization	4,686,269	0	4,686,269	4,686,269	0	Transfer to GF as needed
PTO Liability	1,494,563	0	1,494,563	500,000	994,563	Maintain 5 years payout
Delinquent Tax Revolving Fund	13,785,955	6,000,000	7,785,955	7,785,955	0	* Utilize available funds, borrow funds for settlement * Do not use base funds, utilize interest/fees on the settlement amount * 2012 Defeasance
Capital Improvements	2,612,363	400,000	2,212,363	1,200,000	1,012,363	Fund projects currently budgeted
CIP – Jail Projects	1,909,037	0	1,909,037	0	1,909,037	
CIP – Building Projects	0	0	0	0	0	
Child Care Fund - Fund Balance	491,631	0	491,631	250,000	241,631	State Institutionalization, or other unfunded mandates
Self Insurance Fund	2,625,486	125,000	2,500,486	1,500,000	1,000,486	
LIS Fund	109,186	0	109,186	0	109,186	
	30,919,246	6,525,000	24,394,246	15,922,224	8,472,022	Available for Construction

*Additional Earnings After 5 Years*      4,750,000

*Available Balance For Construction - 2014*      13,222,022

*Additional Earnings After 10 Years*      11,000,000

*Available Balance For Construction - 2019*      19,472,022