



Inspector General Insights

Background: In November 2018, Collier County voters approved a ballot referendum to collect an additional one-cent infrastructure sales tax for the purpose of funding numerous capital projects. One of the initial projects approved in the Community Priorities category was a Mental Health Facility with an initial estimated cost of \$25,000,000. No specific site was identified for this facility.

Jacobs Engineering was selected in December 2019 to evaluate five (5) sites for the location of the facility. The initial report dated May 8, 2020 ranked the five proposed site locations as shown below. The David Lawrence Center (DLC) sites were ranked 1st and 3rd, respectively, in the initial report.

Mental Health Facility Location Options (May 8, 2020 Initial Jacobs Report)		
Location	Rank	Total Score
Site 2, DLC (Land Swap with Church)	1	306
Site 4, Government Center (Building W)	2	295
Site 1, DLC (Existing 5 Acre Site)	3	275
Site 5, Government Center (Parking Lot)	4	274
Site 3, Government Center (Building H)	5	160

However, the DLC position paper stated that County staff was not satisfied with the initial report and asked Jacobs Engineering to make changes. On November 24, 2020, Jacobs released their final report, and the DLC sites (initially ranked 1st and 3rd) were now ranked 3rd and 4th, respectively.

On January 26, 2021, staff presented an agenda item requesting that the Board of County Commissioners select a site location for the Mental Health Facility. The table below, based on the November final report results, summarizes the sites according to site suitability and cost parameters.

Mental Health Facility Location Options						
Location	Final Site Suitability Ranking Score	Initial Score	% Change	Estimated Construction Costs	Estimated Relocation Costs	Order of Magnitude Cost Estimates
Site 4, Government Center (Building W)	289	295	-2.0%	\$25,828,400.00	\$0.00	\$25,828,400.00
Site 5, Government Center (Parking Lot)	260	274	-5.1%	\$27,903,720.00	\$0.00	\$27,903,720.00
Site 1, DLC (Existing 5 Acre Site)	228	275	-17.1%	\$30,704,980.80	\$0.00	\$30,704,980.80
Site 2, DLC (Land Swap with Church)	239	306	-21.9%	\$31,132,044.80	\$0.00	\$31,132,044.80
Site 3, Government Center (Building H)	189	160	18.1%	\$30,407,480.00	\$19,979,450.00	\$50,386,930.00
Total						\$165,956,075.60
Notes:						
Site #4: No cost estimate to relocate Clerk Warehouse Storage; no cost estimate to relocate Facilities Management and entire Security operation from Building W.						
Site #2: Cost estimate is understated as it does not include the full relocation cost of the church.						

The Executive Summary noted the following regarding each of the respective site locations:

Site #4 – Building W, (Government Center campus)

- Site has the highest site suitability score and the lowest cost estimate.
- Building W is the only site large enough to accommodate the proposed services on one floor.

Site #5 Government Center Parking Lot

- This parcel had the 2nd lowest cost estimate, has the correct zoning in place to locate the facility, and could be utilized in the most expedient timeframe.

Site # 1 DLC Existing 5-Acre Site

- There is a legal dispute between DLC and the DLC Foundation regarding this parcel (this was subsequently resolved, providing clear title to DLC).
- The land would have to be conveyed to the County (subject to a long-term lease agreement with DLC) to meet infrastructure sales tax eligibility criteria.

Site #2 - DLC Land Swap w/Church

- As of writing of this the Executive Summary, no deal had been reached with the church to make Site #2 a possible location.

Site #3 Government Center Building H

- Staff recommended ruling out Site 3 due to the enormity of costs associated with retrofit and construction of the facility in the existing building.

Objective: The purpose of the review was to review and evaluate the validity of the underlying assumptions regarding the five (5) alternate site locations for the Mental Health facility.

Scope: OIG staff reviewed the space plan studies, the Jacobs site location study, the DLC position paper, and the Executive Summaries prepared for Board determination of a site location.

Observations:

1. On November 24, 2020, Jacobs released their final report and the DLC sites (initially ranked 1st and 3rd) were now ranked 3rd and 4th (scores decreased 21.9% and 17.1%, respectively). This was based on Jacobs Engineering rescoring of the sites with no significant change in circumstances, and revisions to scoring criteria (see attached scoring summary sheet).
2. The analysis for **Site #4** provided no cost estimates to relocate the Clerk's Warehouse Storage, Facilities Management and Security operations from Building W. No suitable locations were identified for these relocated facilities. As a result, the overall cost estimate is understated.
3. The analysis for **Site #2** did not include relocation costs for the church as DLC did not hold title to the property, which appears to understate the costs of the proposal.
4. **Sites #4 and #5** have parking issues, and the proximity to a jail can create a negative perception. The Sheriff did not support a site located close to the jail.
5. The analysis for **Site #3** includes approximately \$20M in relocation costs of ground floor and 2nd floor tenants in the Health Building; other locations did not include relocation costs.

Conclusion: On February 23, 2021 (agenda item #11C) the Board of County Commissioners selected the existing 5-acre site near the David Lawrence Center as the future location of the Mental Health facility. The decision was subject to an operating agreement that the facility would be county owned and constructed, to meet the eligibility criteria for infrastructure sales tax proceeds.

Total # Transactions	Amounts Audited or Reviewed	Questioned Costs	Taxpayer Savings	# Observations / Recommendations
5	\$ 165,956,075.60	N/A	N/A	5

Scoring Results for David Lawrence Center Mental Health Facility Site Alternatives (Final Report vs. Initial Report)

Attachment A

	David Lawrence Center Offsite (Site 1)			David Lawrence Center Main Campus (Site 2)			Collier County Core Campus Building H (Site 3)			Government Center (Building W) (Site 4)			Collier County Core Campus NW Parking Lot (Site 5)		
Selection Criteria	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance
Regional Context	9	12	(3)	9	15	(6)	15	9	6	15	12	3	15	15	0
Residential Neighborhood Context & Impact	6	4	2	8	8	0	6	4	2	8	8	0	10	10	0
Future Expansion Capabilities	9	15	(6)	6	15	(9)	12	3	9	15	12	3	15	9	6
Existing Vegetation Buffer and Body of Water	5	5	0	4	4	0	4	3	1	5	3	2	2	2	0
Constituency Appeal Based on Residence Zip Code	8	9	(1)	8	15	(7)	6	6	0	6	15	(9)	6	12	(6)
Visibility and Accessibility (from Major Roads)	8	6	2	10	10	0	6	4	2	6	6	0	6	8	(2)
Adjacent to Other Health Related Facilities	9	12	(3)	9	15	(6)	9	9	0	9	6	3	9	9	0
Site Coverage for Gross Square Footage	9	15	(6)	9	15	(6)	6	6	0	15	15	0	9	9	0
Sustainability	2	2	0	8	8	0	4	4	0	8	8	0	6	6	0
Sub-Total Form	65	80	(15)	71	105	(34)	68	48	20	87	85	2	78	80	(2)
Selection Criteria	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance
Pedestrian Connectivity	8	8	0	8	10	(2)	10	10	0	10	8	2	10	6	4
Land Use Compatibility	15	9	6	15	15	0	3	3	0	12	12	0	9	9	0
Service Entrance	4	10	(6)	4	10	(6)	1	4	(3)	4	8	(4)	3	4	(1)
Public Entrance	10	10	0	10	10	0	6	6	0	6	8	(2)	8	6	2
Vehicle Entrance (Parking Convenience)	10	8	2	10	10	0	8	4	4	6	8	(2)	4	8	(4)
Public Transit Access	6	4	2	6	5	1	8	2	6	10	4	6	10	3	7
Security Requirements	8	4	4	8	8	0	10	6	4	10	6	4	10	10	0
Land Availability/Buildable Acres	12	8	4	15	10	5	3	2	1	15	10	5	6	4	2
Site Configuration	12	15	(3)	12	15	(3)	3	3	0	15	12	3	12	9	3
Site Specific Issues		6	(6)		15	(15)		3	(3)		12	(12)		9	(9)
Infrastructure Improvements	1	1	0	4	4	0	3	3	0	4	4	0	2	2	0
CCSO - Functional Uses		1	(1)		1	(1)		3	(3)		5	(5)		4	(4)
Parking Proximity		8	(8)		10	(10)		10	(10)		8	(8)		6	(6)
Parking Availability	8	10	(2)	8	10	(2)	8	8	0	10	8	2	10	8	2
Sub-Total Function	94	102	(8)	100	133	(33)	63	67	(4)	102	113	(11)	84	88	(4)
Selection Criteria	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance
Site Costs	2	4	(2)	4	2	2	6	6	0	8	8	0	10	10	0
Land Acquisition Costs	4	5	(1)	4	1	3	10	5	5	10	5	5	10	5	5
Relocation Costs	5	10	(5)	5	2	3	1	2	(1)	5	8	(3)	5	10	(5)
Total Construction Cost	9	12	(3)	6	12	(6)	3	3	0	15	15	0	12	15	(3)
Impact to Future Expansion Space Availability (and parking) due to CCSO		6	(6)		6	(6)		3	(3)		9	(9)		9	(9)
On-site Demolition Required	10	10	0	6	6	0	2	2	0	6	6	0	8	8	0
Operational Costs (Collier County)	4	2	2	4	2	2	8	8	0	10	10	0	10	10	0
Operational Costs (DLC)		8	(8)		10	(10)		2	(2)		4	(4)		4	(4)
Life Cycle Costs		5	(5)		5	(5)		2	(2)		5	(5)		5	(5)
Sub-Total Economy	34	62	(28)	29	46	(17)	30	33	(3)	54	70	(16)	55	76	(21)
Selection Criteria	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance	Final Report	Initial Report	Variance
Development of Regional Impact (DRI)	5	4	1	5	5	0	3	2	1	4	5	(1)	1	3	(2)
Conditional Use Approval Required	2	2	0	3	1	2	5	5	0	5	5	0	5	5	0
Site Preparation and Demolition	15	15	0	12	12	0	3	3	0	12	9	3	12	12	0
Relocation Time (Other Agencies)	10	10	0	10	4	6	2	2	0	10	8	2	10	10	0
Land Acquisition Time	3		3	9		9	15		15	15		15	15		15
Sub-Total Time	35	31	4	39	22	17	28	12	16	46	27	19	43	30	13
Grand Total	228	275	(47)	239	306	(67)	189	160	29	289	295	(6)	260	274	(14)