

SUPPLEMENTAL REPORTS & COMMUNICATIONS I
Office of the City Clerk

City Council of the City of Napa
Regular Meeting

June 19, 2018

FOR THE CITY COUNCIL OF THE CITY OF NAPA:

AFTERNOON SESSION:

5. CONSENT CALENDAR:

Item 5.S. Trower Avenue Rehabilitation – Dry Creek Road to Linda Vista Avenue and Jefferson Street to SR 29.

- ATCH 1 – Exhibit “A” to the resolution.

6. ADMINISTRATIVE REPORTS:

Item 6.A. Napa Pipe Project Update.

- PowerPoint presentation by city staff.
- PDF Presentation by the developer Catellus.
- Staff Report – redline version (correcting reference of west side of the railroad tracks to east side of railroad tracks).
- Staff Report – final version.

8. PUBLIC HEARINGS/APPEALS:

Item 8.A. Transient Occupancy Special Tax for Affordable and Workforce Housing – Proposed for Voter Approval at the November 6, 2018 General Municipal Election.

- PowerPoint presentation by city staff.

Exhibit "A"

**City of Napa
Public Works Department
Interoffice Memorandum**

To: Mayor and City Council

Via: Jacques R. LaRoche, Public Works Director

From: John Ferons, Senior Civil Engineer

Date: June 19, 2018

Subject: (1) Authorizing the transfer of funds to supplement the Project Budget, and
(2) Delegating Authority to the Public Works Director to Award the
Contract for the Trower Avenue Rehabilitation Dry Creek Road to Linda
Vista Avenue and Jefferson Street to SR 29 project (ST19PW08)

This is a supplement to the staff report to City Council for Agenda Item 5.S., for the June 19, 2018, City Council meeting; and it is incorporated by reference as Exhibit "A" to the resolution attached to the staff report.

BID SUMMARY

On June 19, 2018 at 10:00 AM, five bids were received, opened, and publicly read aloud for the Trower Avenue Rehabilitation Dry Creek Road to Linda Vista Avenue and Jefferson Street to SR 29 project. The bidders submitted their bids on a City furnished "Bid Schedule", which lists each item, measurement, unit cost, total item cost and "Total Bid" of all items. According to the bid specifications, award of the bid is based upon the sum of the unit prices listed. The results were as follows:

Company	Location	Bid Amount
Northern Pacific Corporation	Napa, CA	\$1,651,290.00*
Granite Construction Company	Ukiah, CA	\$1,882,654.00**
Ghilotti Bros., Inc.	San Rafael, CA	\$1,889,902.20
Martin Brothers Construction	Sacramento, CA	\$2,016,720.70

*Apparent Lowest and Best Bid

** Submitted Bid Protest

Subsequent to the bid opening, the City received a bid protest from second low monetary bidder, Granite Construction Inc. ("GCI"), suggesting the apparent low bidder, Northern

Pacific Corporation ("NPC"), did does not meet the City's specifications for a specific portion of the work, Tree Removal and Replacement. City staff has reviewed the documents submitted and has received clarification from NPC documenting that NPC complied with the City's requirements. However, the City has also subsequently received supplemental communications from Granite Construction Inc. that City staff has not yet had the opportunity to review.

Therefore, staff recommends that City Council delegate authority to the Public Works Director to evaluate the respective arguments by NPC and GCI, make a final determination regarding the lowest and best bidder for this Project, and award the contract for this Project in an amount not to exceed \$1,900,000.

The Napa Municipal Code local business preference of a three percent (3%) bid reduction factor may be applied to the apparent low bidder because they are a local company, but it does not alter the bid results.

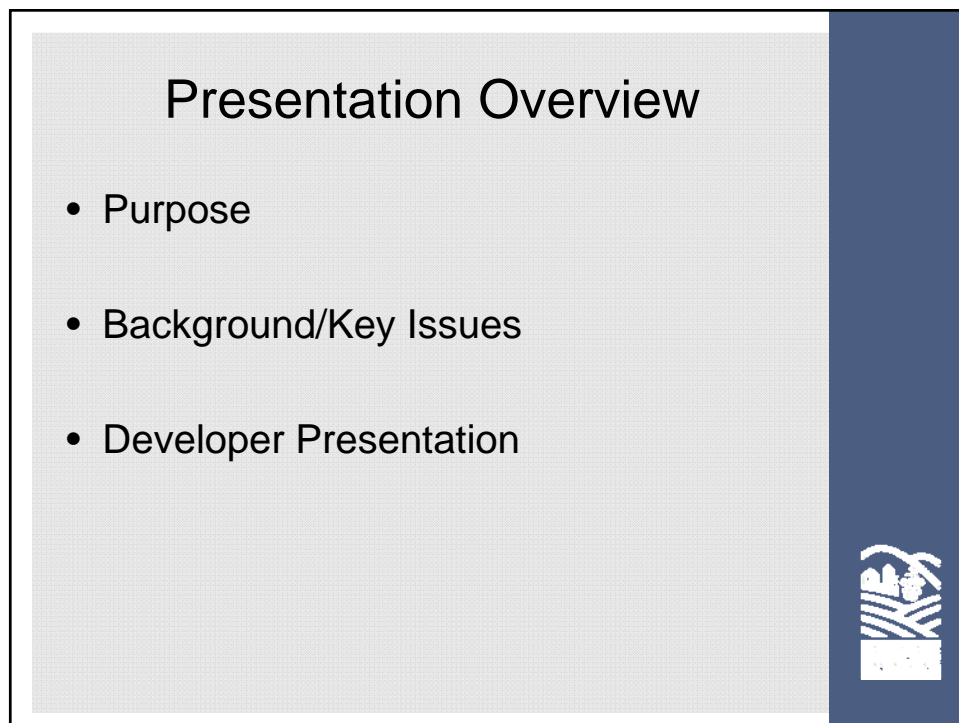
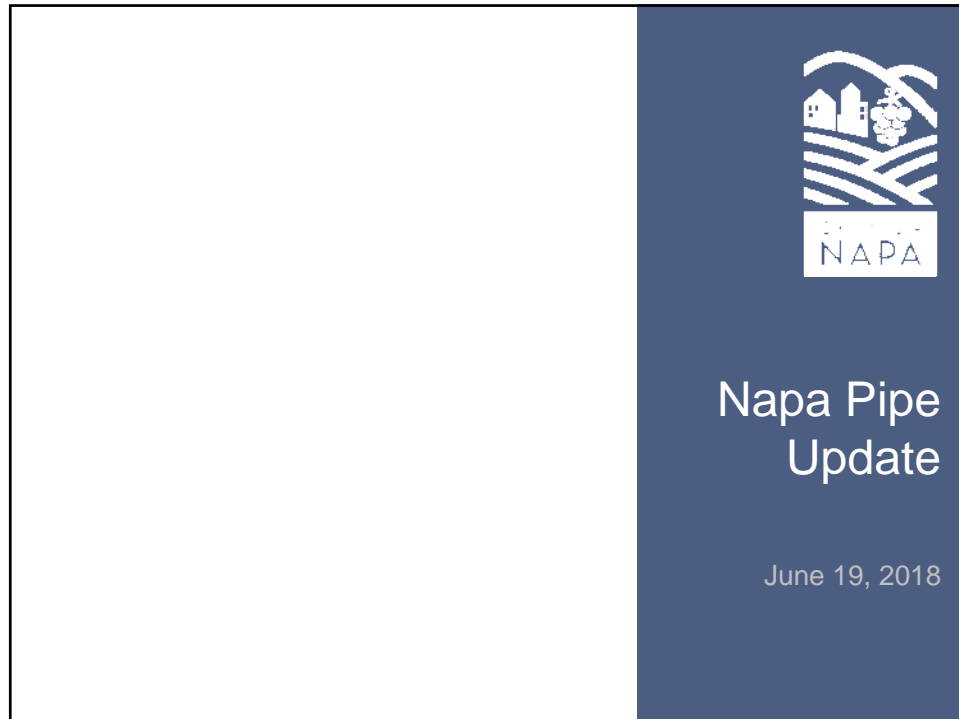
The construction budget is proposed as follows:

Maximum Bid Award	\$1,900,000
Contingency for unforeseen conditions (10% of bid)	\$ 190,000
Construction Management and Inspection (Consultant)	\$ 149,000
Public Works Engineering Staff (5% of bid)	\$ 95,000
Materials Testing (Consultant)	\$ 35,040
Total	\$2,369,040

The Trower Avenue Rehabilitation project has an approved FY 2018-2019 appropriation of \$2,125,459. This is insufficient to cover the \$2,369,040 project budget that may be approved. The additional funds will be pulled from other approved FY 2018-2019 Measure T projects. Total approved FY 2018-2019 Measure T projects total \$6 million. Other projects will be adjusted accordingly.

Based on the above summary:

1. The City Council hereby authorizes the Public Works Director to evaluate documents submitted by bidders for this Project, and make a final determination regarding which bidder is the lowest and best bidder (in accordance with the requirements of the contract documents), and award and execute the construction contract for the Trower Avenue Rehabilitation Dry Creek Road to Linda Vista Avenue and Jefferson Street to SR 29 Project (the "Project") to the lowest and best bidder.
2. The City Council hereby authorizes the Finance Director to transfer \$243,581 from ST19PW05 to ST19PW06 for the Project.



Purpose

- Update the Council on progress since 2015
- Introduce Catellus
- Highlight key issues



Background

- Project Summary:
 - Up to 945 residential units
(20% affordable to very low, low, and moderate income households)
 - 150 senior housing units
 - 150-room hotel
 - Approximately 385,000 square feet of nonresidential uses including a Costco warehouse store
 - Parks and open space



Background

- 2015: Project and associated agreements approved by County and City
- 2015: LAFCO approved Sphere of Influence (SOI) amendment and phased annexation
 - 111 acres annexed into City of Napa
 - 43 acres remain unincorporated until 2022 at the latest
- 2016: Catellus joins team



Project Location



Key Issues

- Proposed changes to the land plan
- Annexation timing
- Coordination with the County and LAFCO
 - RHNA agreement
- Affordable housing sites
- Project amenities



Questions



Affordable Housing

- At the highest density (945 units), 190 affordable units would be required
 - (70 very low, 70 low and 50 moderate income units)



Annexation Areas





**City Council Meeting
6/19/18
Supplemental I - 6.A.
From: Catellus, Developer**



Napa Pipe

- Focus on public/private collaboration
- Build consensus among stakeholders
- Implement complex projects
- Turn vision into reality

MASTER
DEVELOPMENT
EXPERIENCE

30
YEARS

NATIONWIDE

27
CITIES

PROJECTS

12,000
ACRES

MILITARY AND
GOVERNMENT
REDEVELOPMENTS

10
SITES

Headquartered in the Bay Area

Mission Bay, San Francisco, CA



Alameda Landing, Alameda, CA



Serrano, El Dorado Hills, CA



Mueller Master Plan, Austin, TX



NAPA PIPE – PRIOR TO REMEDIATION



- Formerly a steel pipe manufacturing facility
- Extensive soil and groundwater contamination
- Four major excavation sites across 154 acres
- Excavated 160,000 cubic yards of contaminated soil
- Completed in March 2018

ENVIRONMENTAL REMEDIATION



ENVIRONMENTAL REMEDIATION



ENVIRONMENTAL REMEDIATION



ENVIRONMENTAL REMEDIATION



ENVIRONMENTAL REMEDIATION



ENVIRONMENTAL REMEDIATION



- 755 market-rate residential units
- 190 affordable residential units
- Costco
- 150-room hotel
- Commercial/Light Industrial/R&D/Congregate Care
- Neighborhood-serving retail
- 34 acres of parks and open space

APPROVED PLAN



- No change to program – same unit count
- Residential footprint expanded
- Costco site improved
- Some commercial uses shifted to “Study Area”
- Same 34 acres of parks and open space

PROPOSED PLAN



- Project not feasible at approved density (40+/acre)
- Revised density (20 units/acre) feasible
- Costco phase can't proceed without feasible residential
- Access to Costco improved
- Viability of the balance of commercial improved

- Amend the General Plan
- Re-zone Parcel G
- Amend ancillary agreements
- Construction start: Fall 2019
- Costco site delivery: Fall 2020
- Costco grand opening: Spring 2021

NAPA PIPE – COSTCO



COSTCO NAPA, CA
PRELIMINARY SITE PLAN

0 20 40 80
SCALE 1"=40'
June 15, 2018



Costco
WHOLESALE

DBA # P236

DB+A

DBA # P236 is a service mark of Costco Wholesale Corporation. All other marks are the property of their respective owners.

SHEET
1
of 1

NAPA PIPE – COSTCO



To: Honorable Mayor and Members of City Council

From: Dr. Peter Pirnejad, Assistant City Manager for Development Services

Prepared By: Erin Morris, Planning Manager

TITLE:

Napa Pipe Project Update

RECOMMENDED ACTION:

Receive a status report and provide direction to staff regarding possible next steps.

DISCUSSION:

BACKGROUND

On August 4, 2015, the Council adopted Ordinance 02015-009 establishing the Napa Pipe Master Plan zoning district for the approximately 154-acre unincorporated property located at 1025 Kaiser Road. The Napa Pipe Development Plan (approved by Napa County in December 2014) and Design Guidelines (approved by the County in February 2015) include up to 945 residential units, 150 senior housing units, a 150-room hotel, approximately 385,000 square feet of nonresidential uses, and parks and open space. In addition to approving the zoning district, the Council authorized the City Manager to execute a series of agreements with the Developer (Napa Redevelopment Partners, LLC) and the County and authorized submittal of an application to Napa County LAFCO to expand the City's Sphere of Influence (SOI) to include the property within the City's SOI and to extend municipal services to the property. The Council also authorized the phased annexation of the property.

On September 22, 2015, Napa LAFCO approved the SOI amendment and outside service agreement for the entire 154-acre site, and approved a phased annexation of the project area. 111 acres were annexed in September 2016 including land east of the railroad tracks and the future office/industrial and hotel blocks in the south portion of the site (the "Reverse L"). Forty-three (43) acres, generally located in the middle of the site on the west side of the railroad tracks remain in the unincorporated County. The second phase of the annexation will occur not later than December 31, 2022. The basis for retaining the 43 acres in unincorporated County was because Napa County wanted to issue residential building permits, particularly associated with affordable housing development. However, after project approvals, it became clear that the development was not cost effective and changes to the plan were necessary to include spreading some of the residential development over more land east of the railroad tracks.

In 2016 the Developer partnered with Catellus, a national leader in mixed use development, to manage the site remediation activities, which were recently completed, and further evaluate project feasibility. With Catellus' assistance, the Developer began to identify changes to the approved land plan, and a revised phasing plan, that would allow the project to proceed to construction.

The purpose of this City staff update is to share the latest plans and to obtain Council input.

DISCUSSION

Approved Development Plan Overview

The approved development plan includes up to 945 housing units. Twenty (20) percent of all residential units are required to be affordable including units affordable to very low, low, and moderate income households; if the project develops at the highest density, 190 affordable units would be required (70 very low, 70 low and 50 moderate income units). The affordable housing sites would be dispersed between development phases. In addition to the market-rate and affordable housing units, the approved project also includes:

- 150 units of senior housing (225 beds);
- 40,000 square feet of ground floor retail;
- 150-room hotel;
- 90,000 square feet of office uses;
- 75,000 square feet of warehouse/R&D; and
- 154,000 square feet of general wholesale commercial activities.

These land uses would be substantially retained in the revised development plan but distributed differently across the overall site. There are a few other key changes to the land plan as discussed further below.

Affordable Housing

As stated above, the revised development plan retains the overall unit count but places approximately 330 of the residential units into the area ~~west~~ east of the railroad tracks that is currently planned for new industrial uses. This change would allow the ~~western~~ eastern area to become Phase 1 of a multiphase construction project in which the approximately 330 market rate and moderate income homes, approximately 58-unit very low and low income affordable housing project, and a Costco warehouse store would be constructed, with the remaining development on the ~~west~~ east side identified as future phases.

Shared Housing

While the Napa Pipe Project was being processed by the County in 2015, the City and County entered into a Regional Housing Needs Allocation (RHNA) Agreement by which the City agreed to accept 80% of the County's affordable housing obligations imposed by the State through the RHNA process, starting with the sixth revision to the housing element (currently 2023-2030, or as that planning period may be adjusted by ABAG, the Department of Housing and Community Development, or statute. While the modifications to the City and County RHNA obligations are in effect, the County is committed to limit land uses in the area generally south of the City of Napa and north of the City of American Canyon, including in the Airport Industrial Area to those consistent with applicable zoning

in effect in October 2013 (e.g., limiting growth and associated employment relating to hotels, wineries, destination restaurants, etc., that should be in the cities close to services), unless the changes to the zoning and specific plan are mutually agreed upon by the City and the County.

Commercial Entitlement

The approved project contemplates 90,000 sf of office and 75,000 sf of warehouse/R&D uses on the parcel to the north of Costco. The proposed land use plan shifts the commercial entitlement to the parcels south of Costco, formerly known as the “study area,” which had formerly been unplanned when the project was approved in 2015.

Parks and Open Space

The approved development plan includes significant parks and open spaces to serve future residents and to connect the site to Kennedy Park to the north and the Napa River Trail to the south. These spaces are required to be privately owned and maintained as currently approved. The revised development plan substantially retains these open spaces and phased according to nearby residential and nonresidential development. The Developer has expressed interest in dedicating these lands to the City and providing a permanent funding mechanism to cover maintenance costs.

Roadway Network

The approved development plan includes new private streets and street extensions including two railroad crossings. As proposed, Phase 1 would not require construction of the crossings because all development would occur on the ~~west~~ east side of the railroad tracks. The revised roadway network also reduces the number of wetlands crossings from three to one. The proposed street network would generally remain the same, except the Developer is proposing to dedicate the streets to the City and has expressed willingness to identify a permanent funding mechanism for maintenance costs. When development occurs on the west side of the railroad tracks, two crossings will be required at the north and south ends of the project, with a future third pedestrian crossing in the relative middle of the project.

Next Steps

The proposed land plan changes would require a General Plan Amendment and Rezoning to allow residential use on the ~~west~~ east side of the railroad tracks in the area currently designated for future light industrial use, in addition to amendments to the Development Agreement and associated sub-agreements, Napa Pipe Development Plan, Design Guidelines and subdivision map. The Developer is also contemplating filing an annexation application to incorporate the remaining 43 acres into the City of Napa concurrently. Project changes, and the proposal to expedite the final annexation, are being discussed with City and County staff. The Developer and staff will be prepared to update the Council on the status of these ongoing discussions.

Staff and the Developer seek feedback from the Council regarding the proposed changes to the Napa Pipe project.

FINANCIAL IMPACTS:

There are no immediate financial impacts resulting from the recommendations of this Agenda Report. The Developer is paying for staff and consultant costs associated with project review.

CEQA:

The Community Development Director has determined that the Recommended Action is not in-and-of-itself a “Project” (pursuant to CEQA Guidelines Section 15378) since it does not result in a physical change in the environment. However, the Recommended Action is part of a larger “project” that will be subject to environmental review in accordance with CEQA at the “earliest feasible time” prior to “approval” consistent with CEQA Guidelines Sections 15004 and 15352. The larger “project” is a General Plan Amendment and Rezoning, along with revisions to the Napa Pipe Development Agreement and associated sub-agreements, Development Plan, Design Guidelines, and subdivision map.

DOCUMENTS ATTACHED:

ATCH 1 – Proposed Land Plan

ATCH 2 – Site Plan Comparison

ATCH 3 – Annexation

NOTIFICATION:

Napa County and LAFCO staff were notified of this agenda item.

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Proposed TOT
for Affordable
& Workforce
Housing

June 19, 2018

Agenda Item:

- Approve first reading & introduction of an ordinance Receive report on proposed ballot measure
- Provide direction on:
 - Proposed ballot question
 - Approach for ballot argument



Proposed Transient Occupancy Special Tax (TOT)

- 1% TOT levied on visitors
- Each jurisdiction in Napa County being asked to consider this proposal
- Restricted for affordable & workforce housing
 - Estimated \$2.1M per year for Napa
- Requires 2/3 voter approval in November



Current Housing Funding

- Most affordable housing projects are targeted to 60% of median & below
 - Leverage State/federal funding
 - \$55,080 for household of four
- City's Housing Impact Fee Fund capped at 80% of median
 - \$74,500 for household of four
- Leaves "missing middle" unassisted
 - 61%-120% of median



How TOT Funding Could Be Used

- Affordable housing
 - Up to 80% of area median
 - \$74,500 for household of four
- Workforce housing
 - Up to 120% of area median
 - \$109,200 for household of four
- Potential strategies
 - “Missing middle” (60%-120% of median)
 - Leverage existing funds (up to 60% of median)



Types of Projects

- Rental
- Homeownership
- New construction
- Rehab of existing housing
- Conversion of existing housing
- Mobile home assistance



Next Steps

- July 17, 2018 City Council meeting:
 - 2nd reading of ordinance
 - Call for General Municipal Election
 - Request County to consolidate City's election with statewide general election
 - Approve ballot question
 - Direct City Attorney to prepare impartial analysis
 - Identify who authorized to prepare ballot arguments



Next Steps (con't)

- July 31: Board of Supervisors meeting
 - County take action
- July-November: public education campaign, etc.
- November 6: election
- If 2/3 voters approve, TOT goes into effect 10 days after election results



Proposed Ballot Question

“To increase, improve, and preserve affordable and workforce housing in the City of Napa, shall an ordinance be adopted to levy an ongoing transient occupancy tax (hotel tax) of 1% on hotel charges to visitor of 30 days or less, increasing the maximum hotel tax rate from 12% to 13%, with all revenue from the new tax (estimated at \$2,100,000) to be restricted to providing programs and services for affordable and workforce housing?”



Ballot Arguments

- Ballot Arguments
- Under NMC Section 1.08.035 and Policy Resolution N. 32, City Council may authorize the preparation of:
 - Ballot Arguments in favor of the Measure
 - Ballot Argument in rebuttal to any argument against the Measure



Ballot Argument Options

- City Council approve as body
 - 1 to 2 councilmembers delegated to work on arguments
 - Bring back draft for Council approval
 - Requires special meeting

OR

- City Council delegates authority
 - To no more than two members of Council
 - To no more than five total persons (including Council)
 - Does not require subsequent Council meeting



Examples of Delegation for 2014 Ballot Measures

- Measure A (Napa Pipe RUL change)
 - Jill Techel, Kathleen Dreessen, Ginny Simms, Ken Frank, & Mark Luce
- Measure B & C (Charter Changes related to personnel)
 - Jill Techel, Scott Sedgley, Pat Thompson, Travis Stanley, & John Glaser



Requested Actions

- Approve first reading & introduction of an ordinance amending Napa Municipal Code Title 3 by enacting a new Chapter 3.22 to establish a one percent Transient Occupancy Special Tax for Affordable and Workforce Housing
- Provide input on proposed ballot question
- Provide direction on how to approach ballot arguments

