# SUPPLEMENTAL REPORTS & COMMUNICATIONS I Office of the City Clerk

City Council of the City of Napa Regular Meeting November 19, 2019

### FOR THE CITY COUNCIL OF THE CITY OF NAPA:

### **EVENING SESSION:**

### **15. ADMINISTRATIVE REPORTS:**

### 15.A. 2020 Long Term Financial Forecast.

• PowerPoint Presentation by City Staff.

15.B. Public Safety and City Hall Facilities Project, Including Buildings for City Offices, Meeting Spaces, and Related Facilities for Public Safety, General Government Administration, Fire Station No. 1, and Public Parking.

• PowerPoint Presentation by City Staff.

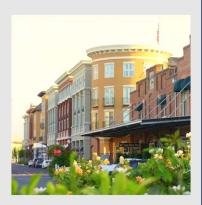
City Council Meeting 11/19/19 Supplemental I - 15.A. From: City Staff



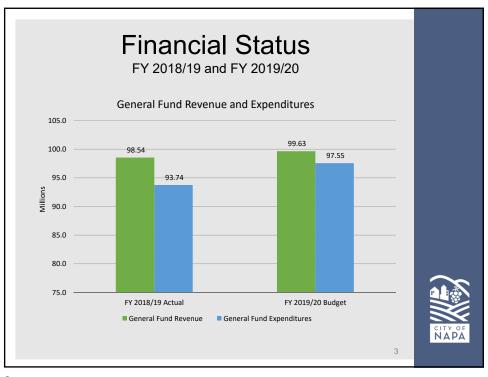
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# Roadmap

- Introduction
- FY19 to FY20 Comparison
- Preliminary Long-Term Findings
  - Policies & Indicators
  - Key Assumptions
  - Results







# Financial Status: FY 2018/19

- FY 2018/19 revenues increased by 4.8% over prior year, while expenditures increased by 3.4%
- All reserves fully funded as of 6/30/2019
  - \$18.65 million in General Fund reserves
  - \$11.97 million in CIP reserves
- Final unassigned fund balance of \$3.25 million was split between the IT Replacement Reserve (\$2 million) and the Non-Recurring General Fund



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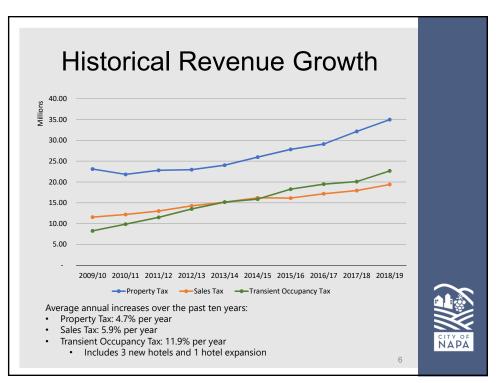
# Long-Term Financial Forecast

- Components
  - Financial Trend Analysis 9 Year History
  - Financial Forecast 10 Years Forward
    - Economic and Demographic Assumptions
    - Anticipated Development
    - Two Scenarios
      - Most Likely
      - Recession



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# What is the forecast?

- 10-year time horizon
- A set of reasonable, most likely assumptions about future revenues and expenditures
- Changes to assumptions → Changes in the forecast
- Planning tool
  - Allows us to model future impacts of current budget decisions
  - Allows us to see surplus / deficit trends over time
  - Assists us with making changes needed to avoid future deficits
- · GFOA best practice



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### The Forecast....

- Is <u>not</u> a budget Council has final authority to establish each 2-year budget and amend it as needed
- Is <u>not</u> a labor relations plan Collective bargaining is a separate process from forecasting; assumptions in the forecast are for modeling purposes only
- Is <u>not</u> a set of promises COLA increase assumptions, new position assumptions, etc are for modeling purposes only
- Is <u>not</u> set in stone Assumptions are changed over time in response to a variety of factors and trends



# **Forecast**

- · What's Included
  - Economic Assumptions
  - Major Development Currently Underway plus Anticipated Growth
- What's Not Included
  - New Positions (projection purposes-in order to create a baseline ("apples to apples") comparison
  - Unfunded Needs
  - New or Enhanced Programs / Services

CITY OF NAPA

# Forecast - Updates

- No New Positions (projection purposes-in order to create a baseline ("apples to apples") comparison
- Reduced TOT Growth Assumptions based on actual revenue trends
- Increased CalPERS Growth Assumptions based on actuarial study



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# Forecast Assumptions Annual Growth Rates

• Population: 0.5%

Revenue

- Property Tax: 4.0%

Sales Tax: 3.7% average

- Transient Occupancy Tax

• 1.5% annual increase in room rates (existing hotels)

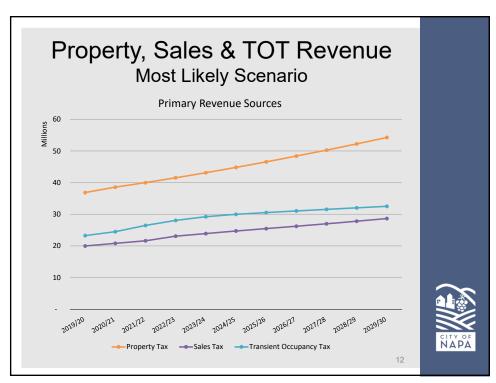
· Estimated projected new development

- Business License Tax: 3%



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# Forecast Assumptions Annual Growth Rates

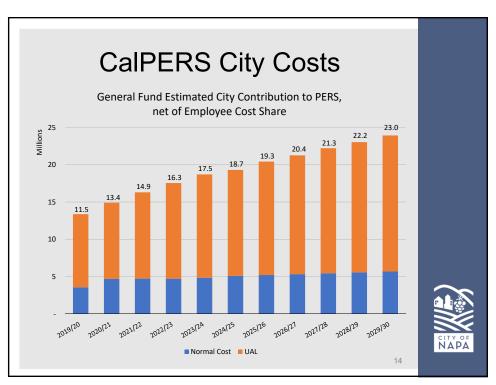
### Expenditures

- Staffing: No new positions (projection purposes-in order to create a baseline ("apples to apples") comparison
- Salaries & Wages: 3.3% combined rate for COLA and step increases
- Benefits
  - 3.5% annual increase in healthcare/dental costs
  - 6% average annual increase in CalPERS costs



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13



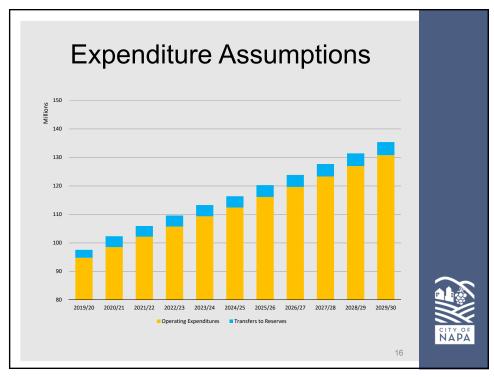
# Forecast Assumptions Annual Growth Rates

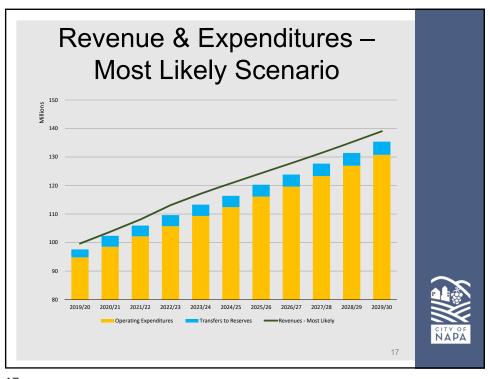
- Expenditures
  - Services External: 1.0%
  - Services Internal: 2.9%
  - Materials & Supplies and Capital Outlay: 2.0%
  - Transfers Out per Fiscal Policy
    - CIP Facilities Reserve: 2% of Operating Budget
    - CIP General Fund Reserve: 1% of Operating Budget, plus \$0.10 million for the General Plan
    - · Equipment Replacement Fund: \$0.15 million/year
  - Other Transfers Out
    - Sidewalk Replacement Fund: \$0.90 million/year



15

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# Forecast Assumptions Recession Scenario

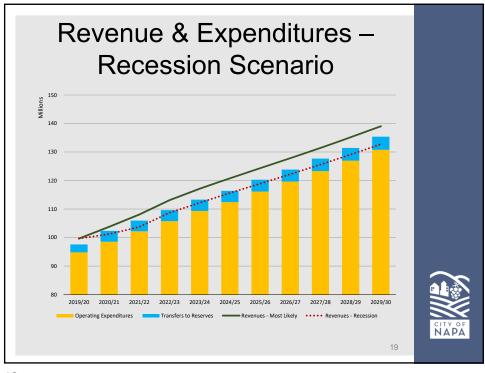
 Declines in Sales Tax and TOT in FY 21 and FY 22

Growth Rates	FY 21	FY 22	FY 23	FY 24	FY 25	FY 26 – FY 30
Sales Tax	-3.2%	-1.4%	6.9%	3.4%	3.3%	3.0%
TOT	-4.0%	-2.0%	4.0%	1.5%	1.5%	1.5%

- No changes to other Revenues
- No changes to Expenditure Assumptions



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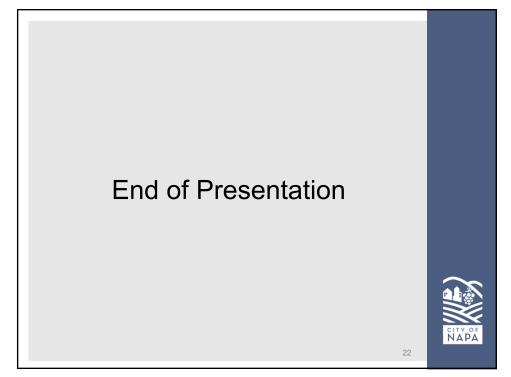
# Summary

- Revenues outpace expenditures over the 10year period
  - By end of forecast expenditures are growing at a faster rate than revenues
- Most Likely Scenario shows Operating Surplus averaging \$3 million to \$3.5 million per year.
- Surplus position driven mostly by new hotels coming online during forecast
- Currently known CalPERS costs are fully accounted for in forecast
- Major financially impactful decisions RE: Civic Center, Pension Stabilization Plan, among others still to be determined.



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City Council Meeting 11/19/19 Supplemental I - 15.B. From: City Staff



# Public Safety and City Hall Facilities Project Alternatives

Tuesday, November 19, 2019

# Agenda

- 1. Current Facilities
- 2. Project Alternatives
  - Key Considerations
  - Project Alternatives
  - Comparison, Cost, and Pros and Cons
- 3. Next Steps
- 4. Council Direction
- 5. Council Actions

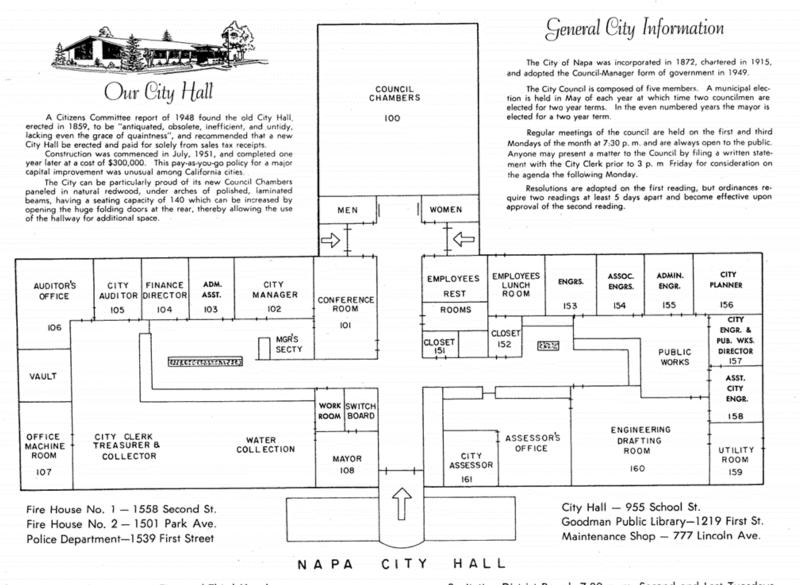


# Alternatives Analysis Phase: Process

Winter 2020 Late Fall Early Fall Jan - Feb March - July Interim Selection of **Analysis:** 3: Development of Project 4: Presentation of Project 2:Program & **Project** Site **Alternatives & Analysis Alternatives Site Analysis Alternative** Comparison (City Council) March 5, 2019 Council reviewed **Proposed Process**  Council confirmed July 23, 2019 Project Goals and Council reviewed Updated Program & directed to proceed Information Gathered on Potential Sites Council directed further analyze Sites A & C September 17th • Council reviewed Detailed Comparison of Sites A & C • Council directed proceed with Project Alternatives on Site A November 19, 2019 Council review of Project Alternatives January 21, 2020 Council Direction on Project Alternative

# **Current Facilities**

# City Hall over time (1872 – 1951)



City Council—7:30 p. m. First and Third Mondays City Planning Commission—7:30 p. m. Second Mondays

MEETINGS

Sanitation District Board—7:30 p. m. Second and Last Tuesdays Recreation Commission—7:30 p. m. Fourth Thursdays

# NEW CITY HALL DEDICATION TOMORROY

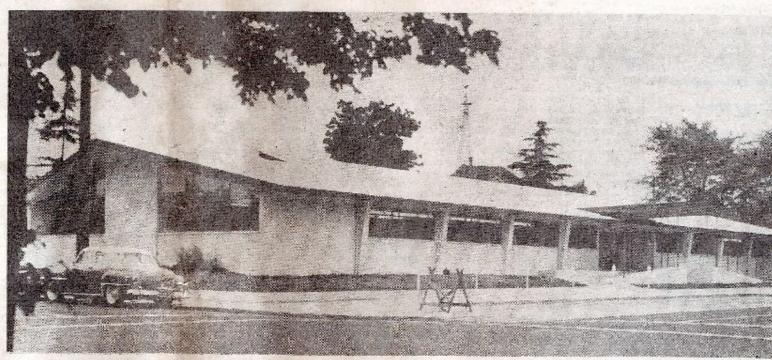


### THE OLD

and the

### NEW

Napa's progress is reflected in the new city hall, right, which will be dedicated at ceremonies tommorrow. It stands in sharp contrast to the ancient city center on Brown Street, left, which the city administration occupied since Napa's incorporation in 1872. Prior to its occupancy as a city hall, the old building served as a fire engine house. The new building is the first in the history of the city actually designed for governmental purposes. Tomorrow's dedication is scheduled for 11 a. m. (Register Photos.)



# The Napa Register

82ND YEAR-VOL. 160. NO. 57.



NAPA, CALIFORNIA, FRIDAY EVENING, JULY 25, 1952.

16 PAGES

PRICE: 51.00 most

# FIRST STREET

# CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

# CITY-OWNED SITES AND CURRENT CITY FACILITIES



















5 Housing Housing Authority-owned 8,300 s









2 Fire Station City-owned, 10,400 sf





Human Resources Leased 3,700 sf





City Hall City-owned 19,000 sf





Community Services City-owned 17,500 sf

Utilities Leased 5,400 sf





Parking

Parks & Recreation Leased 4,500 sf

### CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

### CITY-OWNED SITES AND CURRENT CITY FACILITIES

Overview	Eight facilities including five City-owned and three leased facilities.				
	City-owned buildings are not built to current seismic, se- curity, and accessibility stan- dards, have significant de- ferred maintenance, and are undersized and inefficient.				
Administration	58,400 SF Inefficient in 6 facilities with not enough usable area				
Public Safety	25,500 SF Undersized; 60% space need				
Fire Station No.1	10,400 SF Undersized; 75% space need				

280 off-street



# Facility Condition Assessment (FCA)

- FCA determined that City Hall is nearing the end of its serviceable life and the four other city-owned buildings are at the end of their serviceable life.
- FCI is the ratio of repair to replacement costs. An FCI above 10% indicates nearing end of serviceable life and above 30% indicates end of serviceable life





Facility	10 year Facility Condition Index (FCI)
Public Safety	41.7%
Fire Station No. 1	32.7%
City Hall	22.3%
Community Services Building	33.2%
Housing	45.7%

Note: FCA results are preliminary and are still being finalized



# Project Goals

- Co-locate City functions for operational, energy and cost efficiencies
- Avoid expensive maintenance and renewal work required to maintain current facilities
- Provide modern and efficient Public Safety facilities
- Provide a modern City Council Chamber and new public meeting and reception space
- Provide spaces designed for collaboration and engagement with the public
- Provide customer-oriented service counters and space
- Achieve workflow efficiencies and allow flexible design layouts
- Fully integrate technology in work areas
- Develop a project that is within the City's financial capacity to support
- Promote stakeholder involvement and communication (employees and the community) throughout project planning process

# Project Alternatives



# Project Alternatives

Baseline

**Alternative D Alternative E Alternative A Alternative B Alternative C** New Public New Public New Public Maintenance and Renovation & Safety and City Safety/Fire minor changes; Safety/Fire small expansion no expansion of Public Safety Hall Station Station New City Hall Minor renovation Renovation and Renovation of Fire Station expansion of of Administration

Administration

Some New

All New

Renovation

& Fire Station



# **Key Considerations**

# City Facilities

- Create facilities that increase Napa's resiliency in emergencies, and are secure
- Provide modern & efficient facilities that consolidate functions and are designed for collaboration and technology to optimize customer service (per program)
- Provide space needs per program
- Provide parking per program, including some shared parking

# **Downtown**

- Project may enhance quality of First Street (e.g., with plaza and/or City Hall frontage)
- Create opportunity for other development

# *Implementation*

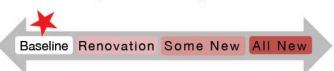
- Minimize temporary relocation (aka "swing space") and only temporarily relocate functions that will be replaced when a phase is complete.
- Develop a project that is within the City's ability to support financially

# Parks & Housing Recreation CLAY STREET Community Services FIRST STREET Fire Public Safety Station Hall Gooale Earth

# CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

# **ALTERNATIVE A**

Maintenance, Minor Changes and Furniture



	City Facilities
Overview	No functional improvement. Will need more space to ac- commodate growth.
Administration	58,400 SF Inefficient in 6 facilities with not enough usable area
Public Safety	25,500 SF Undersized; 60% space need
Fire Station No.1	10,400 SF Undersized; 75% space need
Parking	280 off-street
6 VAVA 10.	Downtown
Alternative Impact	No change
Future Opportunity	None
In	nplementation
Phases	NA
Temporary Relocation	None

Existing Administration

New Administration

Existing Public Safety

New Public Safety



Existing Fire Station No. 1

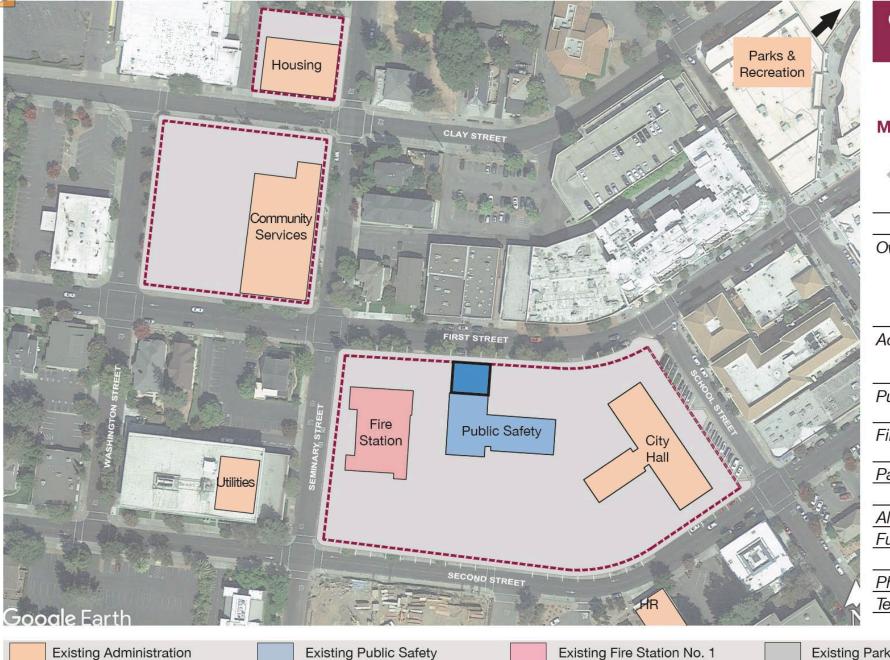


Existing Parking Garage

New Parking Garage



New Other Development



### CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

# **ALTERNATIVE B**

Full renovation & expansion of Public Safety Minor renovation of Administration & Fire Station

Baseline Renovation Some New All New

	City Facilities			
Overview	Functional improvement for Public Safety; minor for Fire Station and Administration. Will need more space to accommo- date growth.			
Administration	58,400 SF Inefficient in 6 facilities with not enough usable area			
Public Safety	30,100 SF Undersized; 70% space need			
Fire Station No.1	10,400 SF Undersized; 75% space need			
Parking	280 off-street			
	Downtown			
Alternative Impact	Minor change			
Future Opportunity	None			
Implementation				
Phases	One			
Temporary Relocation	Public Safety			

**Existing Administration New Administration** 

Existing Public Safety New Public Safety

New Fire Station No. 1

New Parking Garage

Existing Parking Garage



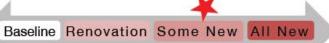
New Other Development

# Parking Parking FIRST STREET Fire Plaza Station City Hall City Public Safety Parking Google Earth

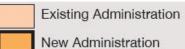
# CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

# **ALTERNATIVE C**

New Public Safety/Fire Station Full renovation and expansion of old Public Safety and City Hall for Administration



	City Facilities				
Overview	Consolidates facilities and meets Public Safety & Fire Station space needs. Improves Administration facilities but will need more space to accommodate growth.				
Administration	57,500 SF. Collocated, but renovated and expanded facilities less efficient than new.				
Public Safety	41,800 SF, 100% space need				
Fire Station No.1	13,800 SF, 100% space need				
Parking Spaces	285 off-street				
9790 9857	Downtown				
Alternative Impact	Some change				
Future Opportunity	Limited				
lr Ir	nplementation				
Phases	Two: 1. New Public Safety/Fire. 2. Administration Renovation				
Temporary Relocation	Fire Station and City Hall				







Existing Fire Station No. 1

New Fire Station No. 1



Existing Parking Garage

New Parking Garage



New Other Development



### CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

### ALTERNATIVE C

New Public Safety/Fire Station Full renovation and expansion of old Public Safety and City Hall for Administration



### Phase 1

Temporarily relocate Fire Station operations and build new Public Safety & Fire Station Building.



### Phase 2

Temporarily relocate City Hall operations. Fully renovate and expand old Public Safety & City Hall for Administration, and expand parking.





Existing Public Safety



Existing Fire Station No. 1

New Fire Station No. 1



Existing Parking Garage





New Other Development



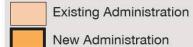
### CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

# **ALTERNATIVE D**

**New Public Safety and City HALL Renovated Fire Station** 

Baseline Renovation All New Some New

	City Facilities				
Overview	Consolidates facilities and meets Public Safety and Administration space needs and improves Fire Station.				
Administration	60,400 SF, 100% space need				
Public Safety	41,800 SF, 100% space need				
Fire Station No.1	10,400 SF; 75% space need				
Parking Spaces	355 off-street				
	Downtown				
Alternative Impact	New Plaza and City Hall activate First Street				
Future Opportunity	Other development possible if build parking garage				
In	nplementation				
Phases	One: New Public Safety, Fire and City Hall Building				
Temporary Relocation	City Hall				





Existing Public Safety



Existing Fire Station No. 1 New Fire Station No. 1



**Existing Parking Garage** 





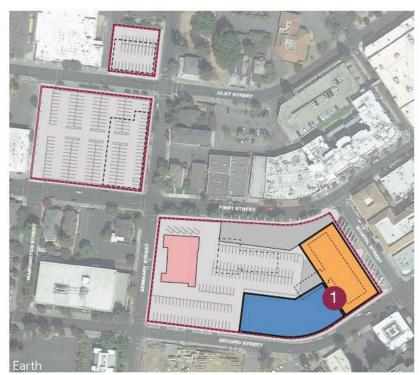
New Other Development



# CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

### ALTERNATIVE D

New Public Safety and City HALL Renovated Fire Station



### Phase 1

Temporarily relocate City Hall and build new Public Safety & City Hall, renovate Fire Station, and expand parking.



# **Future Opportunity (Phase 2)**

Build new Fire Station and Parking Garage to free up land for other development. Fire Station could be located on large block and Parking Garage on other block or Fire Station could be located on an alternate site and Parking Garage on large block.



Existing Administration

New Administration



Existing Public Safety

New Public Safety



Existing Fire Station No. 1

New Fire Station No. 1



Existing Parking Garage

New Parking Garage



New Other Development

# Parking CLAY STREET Parking FIRST STREET Plaza Fire City Hall Station Public Safety Google Earth

### CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

### **ALTERNATIVE E**

**New Public Safety/Fire Station New City Hall** 



1	City Facilities			
Overview	Consolidates facilities and meets Public Safety, Fire Station and Administration space needs.			
Administration	60,400 SF, 100% space need			
Public Safety	41,800 SF, 100% space need			
Fire Station No.1	13,800 SF, 100% space need			
Parking Spaces	355 off-street			
	Downtown			
Alternative Impact	New Plaza and City Hall activate First Street			
Future Opportunity	Other development possible if build parking garage			
Ir	nplementation			
Phases	Two: 1. New Public Safety/Fire 2. New City Hall			
Temporary Relocation Fire Station in phase 1				



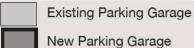


**Existing Public Safety** 



Existing Fire Station No. 1





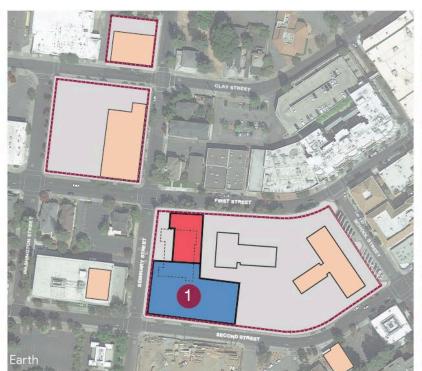


New Other Development

# CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

### **ALTERNATIVE E**

New Public Safety/Fire Station New City Hall







### Phase 1

Temporarily relocate Fire Station operations, and build new Public Safety & Fire Station Building.

Phase 2

Build new City Hall and expand parking.

# **Future Opportunity (Phase 3)**

Build new Parking Garage to free up land for other development.





**Existing Public Safety** 

New Public Safety



Existing Fire Station No. 1

New Fire Station No. 1



Existing Parking Garage

New Parking Garage



New Other Development



# Project Alternatives Summary

Baseline Renovation

Some New

All New











Alternative A
Maintenance
and minor
changes; no
expansion

Alternative B
Renovation &
small expansion
of Public Safety

Minor renovation of Administration & Fire Station

### **Alternative C**

New Public Safety/Fire Station

Renovation and expansion of Administration

### **Alternative D**

New Public Safety and City Hall

Renovation of Fire Station

### **Alternative E**

New Public Safety/Fire Station

New City Hall



# Project Alternatives Comparison

Alternative	tive City Facilities			Downtown		Implementation			
	Security & Community Resiliency	Collocated Modern, Efficient	Sufficient Space	Parking	Downtown Enhancement	Future Development Opportunity	Phases (approx. duration)	Temporary Relocation	Likely Funding Required
A  Maintenance and minor changes					None	None	N/A (2 years)	None	Prioritization & Reserves
<b>B</b> Public Safety renovation & expansion		•			Minor	None	One (3 years)	Public Safety	Prioritization & Reserves
C New Public Safety & Fire. Admin. renovation & expansion		•	0		Some	Limited	Two (7 years)	Fire Station & City Hall	Prioritization, Reserves & Add'l Revenue
<b>D</b> New Public Safety &  Admin,  Fire Renovation		•			Plaza & City Hall on First St	Yes	One (4 years)	City Hall	Prioritization, Reserves & Add'l Revenue
<b>E</b> New Public Safety, Fire & Admin					Plaza & City Hall on First St	Yes	Two (6 years)	Fire Station	Prioritization, Reserves & Add'l Revenue

Achievement



\_\_\_ Fair





# Project Alternatives Cost Comparison

Alt	Capital Cost	Annual Representative Debt Service	Sample Year Total Expenditure (Year 8)	Total Cumulative Expenditure Years 1-35	Outcome	Cost Analysis
A	\$31.7M	\$1.8 <b>M</b>	\$4.6M	\$197M	Maintenance only	Lowest capital cost Requires additional budget allocation
В	\$59.7M	\$3.4M	\$6.5M	\$220M	Improved Public Safety	Requires additional budget allocation
С	\$108.1M	\$6.2M	\$8.4M	\$268M	New Public Safety Improved Administration & Fire Station	High capital and ongoing costs  Requires additional budget allocation and revenue
D	\$113.8M	\$6.5M	\$8.3M	\$244M	New Public Safety & Administration Improves Fire Station	Requires additional budget allocation and revenue
E	\$123.7M	\$7.1M	\$8.9M	\$267M	All new facilities	Highest capital cost Requires additional budget allocation and revenue

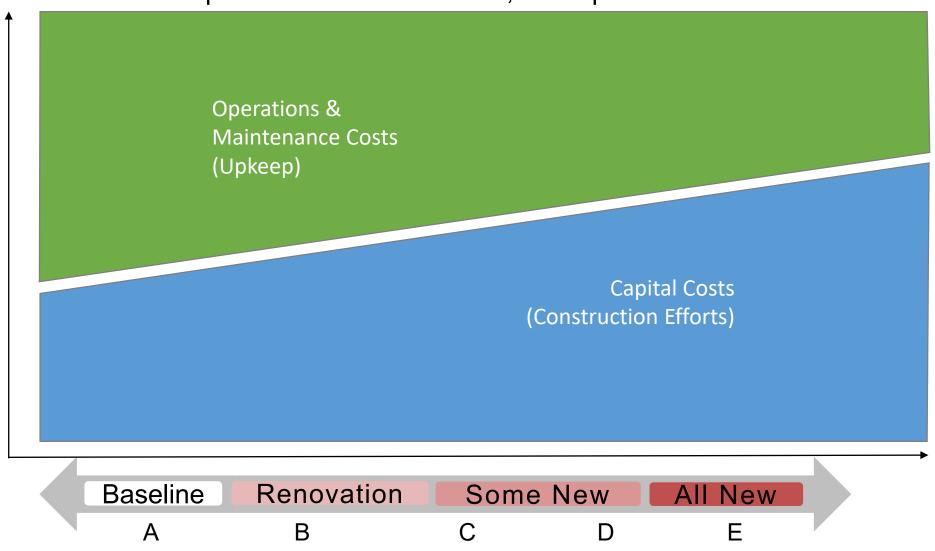
Capital Cost – Project costs including construction, FF&E and temporary relocation

O&M – Utilities, janitorial, & maintenance and regular capital repairs

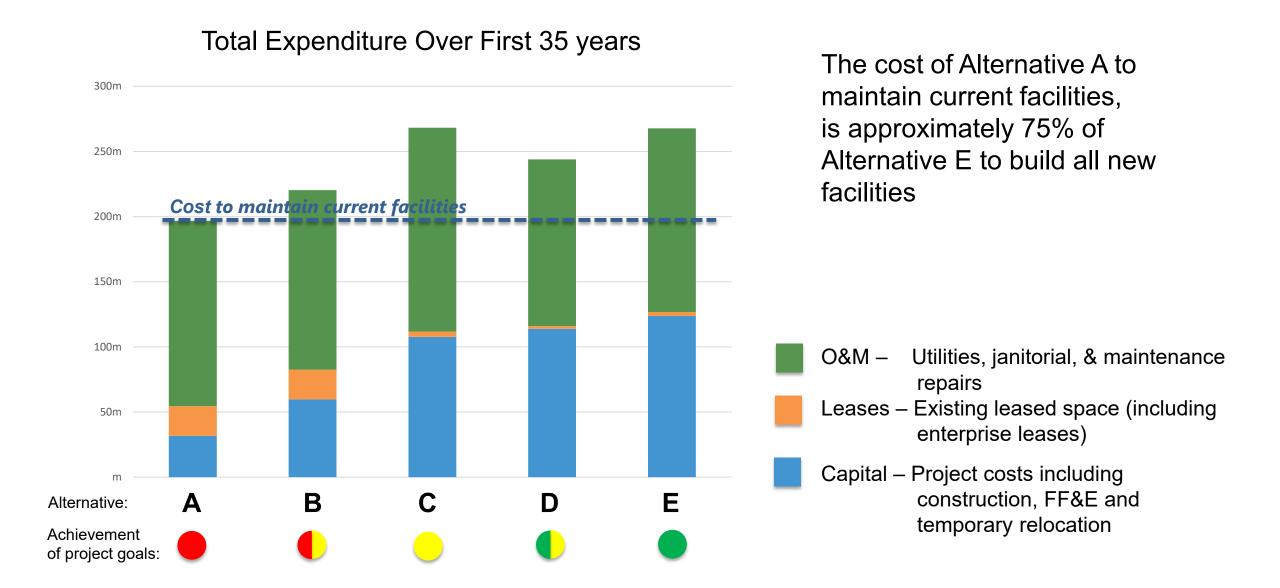
Note: Total cumulative expenditure includes debt service, lease costs, and operations and maintenance costs over years 1-35.

#### Project Alternatives Cost Comparison

Fundamentally, investment in new facilities is a trade-off for higher costs to operate and maintain older, lower performance ones

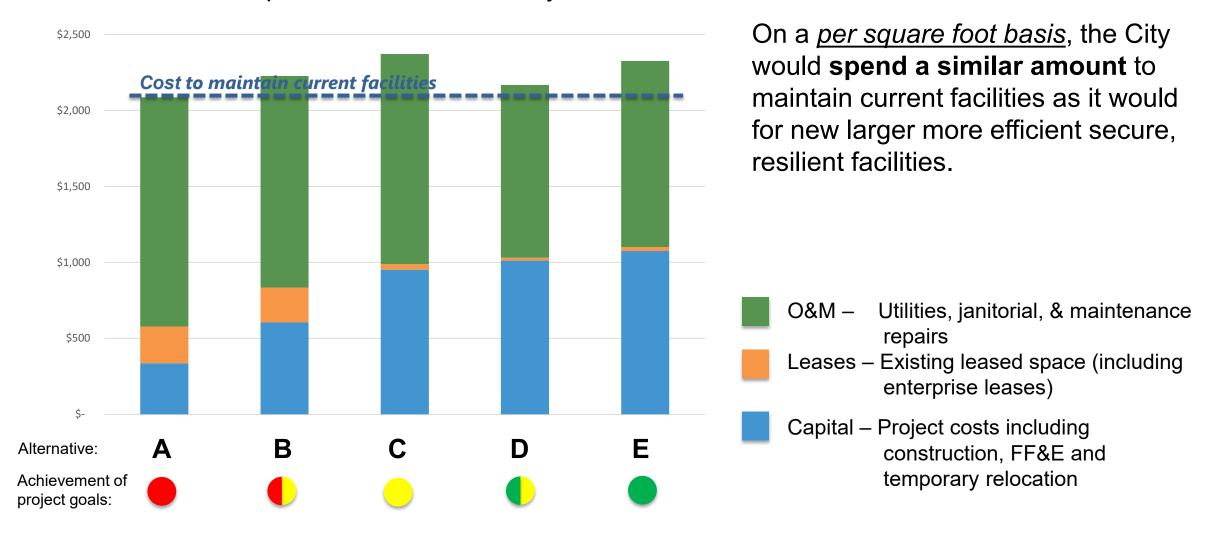


#### Project Alternatives Total Expenditure Over 35 Years (NPV)



#### Project Alternatives Total Expenditure Over 35 Years (NPV)

#### Total Expenditure Over First 35 years



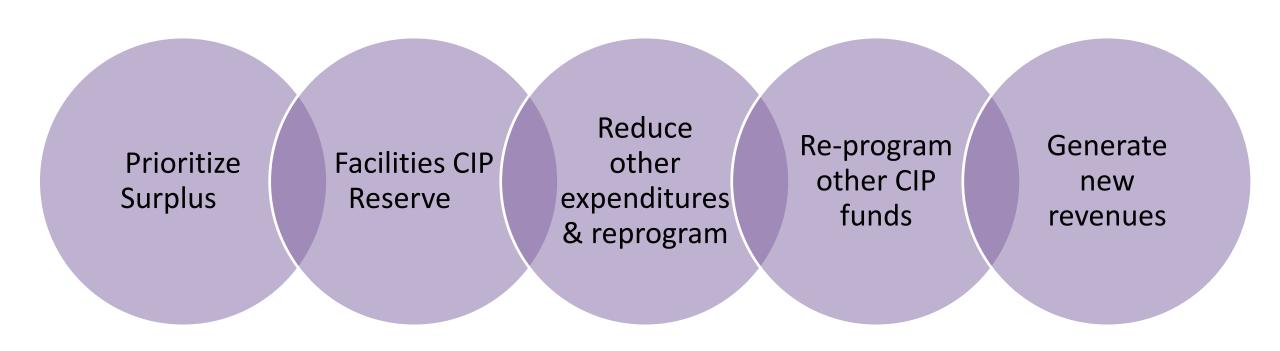
### Project Alternatives Pros and Cons

Alt	Pros	Cons
A	Corrects deferred maintenance     Lowest cost	<ul> <li>No functional, space or customer service improvements</li> <li>No seismic or security improvements</li> <li>No downtown improvements</li> <li>High ongoing costs for amount of space</li> </ul>
В	Improves Public Safety     Lower cost	<ul> <li>Public Safety remains undersized; renovated space less efficient</li> <li>No functional, space or customer service improvements for Administration or Fire Station</li> <li>No downtown enhancement</li> <li>High ongoing costs for amount of space</li> </ul>
С	<ul> <li>New Public Safety &amp; Fire Station</li> <li>Renovated City Hall complex consolidates functions and improves customer service</li> </ul>	<ul> <li>Administration remains undersized; renovated space less efficient Requires two temporary relocations and two phases</li> <li>High capital and ongoing costs relative to amount and quality of space</li> </ul>
D	<ul> <li>New Public Safety &amp; City Hall</li> <li>Opportunity for future downtown development</li> <li>Lower operating costs</li> </ul>	<ul> <li>Fire Station only renovated</li> <li>No new building on First Street (though can be ameliorated through careful design of plaza)</li> <li>Requires two phases</li> </ul>
E	<ul> <li>New Public Safety, Fire Station &amp; City Hall</li> <li>Improves First Street</li> <li>Opportunity for future downtown development</li> </ul>	Highest capital cost

#### Project Alternatives Analysis - Takeaways

- Alternatives A & B offer limited functional, security and resiliency improvements, but will not be long-term solutions.
- Alternatives D & E offer long-term functional, security and resiliency solutions at a higher capital cost but lower building operating costs
- Over the next 35 years, the City would spend at least 75-80% of the cost of new facilities on maintaining the current ones.
- Achieving D & E will require additional budget prioritization and perhaps additional revenue.

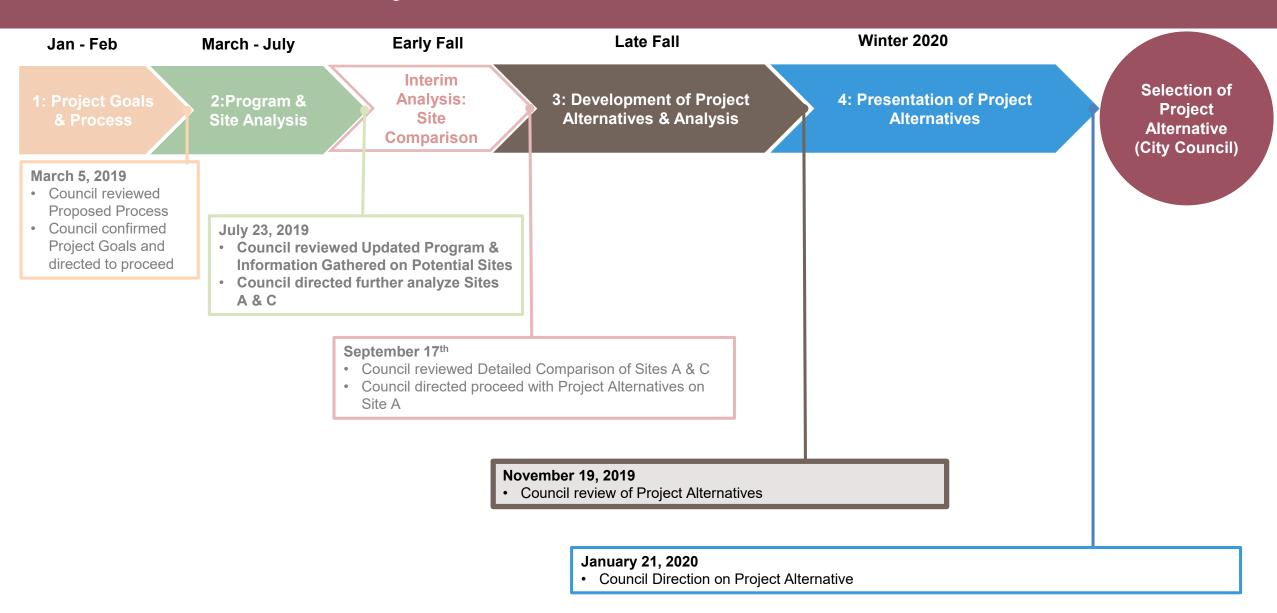
#### Potential Project Funding Options



# Next Steps



#### Alternatives Analysis Phase: Process



#### Next Steps

- November 19<sup>th</sup> Council Meeting:
  - Council direction on proposed project alternatives to solicit community feedback
- November 19 January 21, 2020:
  - Community feedback
  - Further explore financing options
- January 21, 2020 Council Meeting:
  - Council direction on project alternative(s);
  - Review of community & staff feedback;
  - Any updated information related to project costs/financing
- After January 21, 2020:
  - Explore and refine project financing strategies and options
  - Explore and refine project design and construction processes and options

#### Communications Plan Summary

- Napa Public Safety and City Hall Facilities Project Key Dates
  - Next City Council Meeting
    - Tuesday, January 21<sup>st</sup>
  - Project Alternatives on View at City Hall
    - December 2nd to January 9<sup>th</sup>, there will be a display of Project Alternatives in the lobby of City Hall. It will be open from 8:00 a.m. to 5:00 p.m. Monday thru Friday.
  - Public Meetings
    - Wednesday, December 11th, 4:00 p.m. and 5:30 p.m.
    - Thursday, January 9th, 4:00 p.m. and 5:30 p.m.
    - All meetings will be in the City Council Chambers (955 School St). There will be a brief presentation at the start of the meeting
  - For more information, please stay tuned to our project website at <u>www.cityofnapa.org/PublicSafetyandCityHall</u> and follow us on Facebook, Twitter and Nextdoor.

# Council Direction

#### Council Direction

- 1. Feedback to staff on proposed Project Alternatives:
  - Any modifications or elimination of proposed alternatives
  - Are there any additional questions or information needed of proposed alternatives to be addressed at January 21st Council meeting?

# Council Actions

#### 11-19 Council Actions

- 1. Provide direction to the City Manager to, proceed with gathering public and City staff input regarding specific Project Alternatives for a proposed Public Safety and City Hall facilities Project (as outlined in the administrative report).
- 2. Authorize City Manager to execute Amendment No. 2 to Agreement No. C2018-044 with Laura Blake Architect