

SUPPLEMENTAL REPORTS & COMMUNICATIONS I
Office of the City Clerk

City Council of the City of Napa
Special Meeting
January 21, 2020

FOR THE CITY COUNCIL OF THE CITY OF NAPA:

AFTERNOON SESSION:

4. ADMINISTRATIVE REPORTS:

4.A. 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.



Public Safety and City Hall Facilities Project Alternatives

Tuesday, January 21, 2020

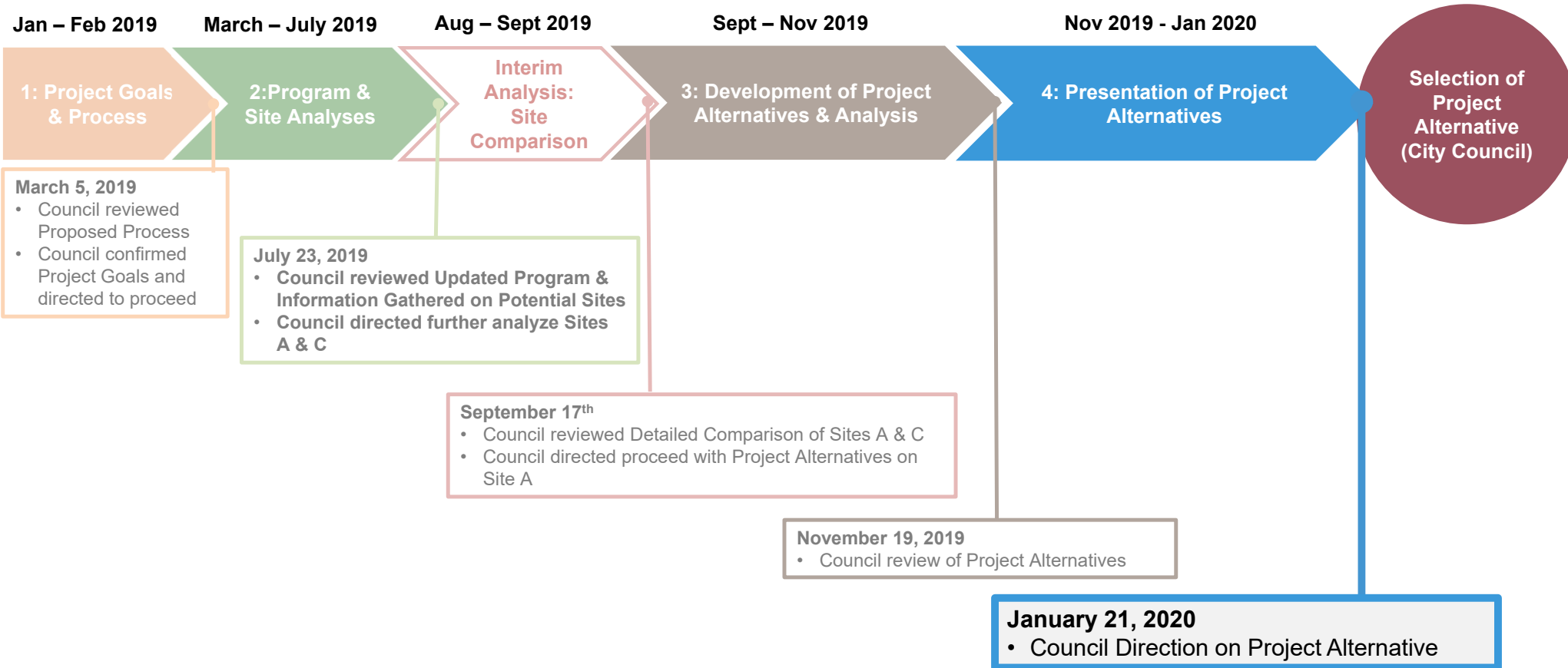
Agenda

1. Project Background
2. Project Options
 - Updates from November 19 Meeting
 - Costs and related analytical considerations
 - Fire Station No. 1 Alternatives
 - Staff recommendation
3. Public & Staff Input
4. Next Steps
5. Council Direction

Council Actions

1. Select Preferred Project Alternative
2. Authorize extension of ENA with Plenary Properties during evaluation of Project Alternative through July 2020, with option for further 6 month extension
3. Approve project agreement amendments for additional consulting services for next phase of project

Alternatives Analysis Phase: Process



Current Facilities

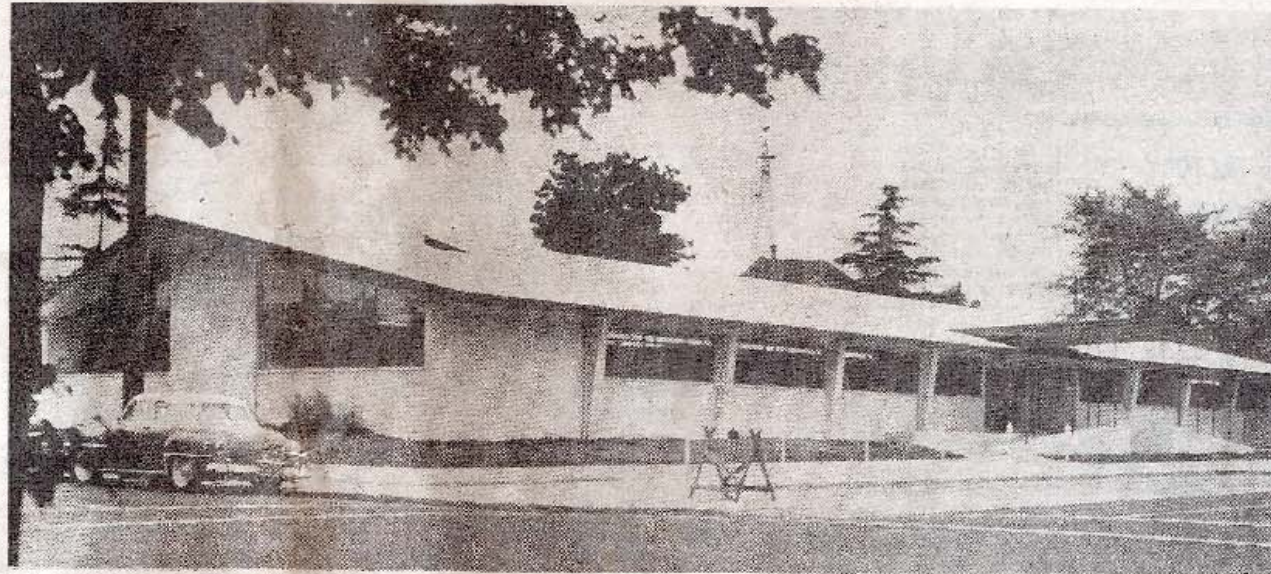
City Hall over time (1872 – 1951)

NEW CITY HALL DEDICATION TOMORROW



THE OLD and the NEW

Napa's progress is reflected in the new city hall, right, which will be dedicated at ceremonies tomorrow. 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 month
Five cents



CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

CITY-OWNED SITES AND CURRENT CITY FACILITIES



Existing Administration

Existing Police & Fire Admin

Existing Fire Station No. 1

Existing Parking Garage

City or Housing Authority
Owned

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

Council - Approved 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

Key Considerations for Project Alternatives

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, enhancing **customer service** (per program)
- Provide functional **space** needs per program
- Provide **parking** per program, including some shared parking

Downtown

- Project should **enhance quality** of First Street (e.g., 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**

Project Alternatives Presented in November 2019

The following alternatives were presented on November 19, 2019.
Council directed staff to proceed with options based prioritizing new City Hall & Public Safety facilities, and exploring alternatives for Fire Station No. 1, and phasing.

Baseline

Renovation

Some New

All New

Alternative A

Maintenance and minor changes; no expansion



\$31.7M

Alternative B

Renovation & small expansion of Public Safety

Minor renovation of Administration & Fire Station



\$59.7M

Alternative C

New Public Safety/Fire Station

Renovation and expansion of Administration



\$108.1M

Alternative D

New Public Safety and City Hall

Renovation of Fire Station



\$113.8M

Alternative E

New Public Safety/Fire Station






New City Hall



\$123.7M

Outcome
Cost

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	\$1.8M	\$4.6M	\$197M	 Maintenance only	Lowest capital cost Requires additional budget allocation
B	\$59.7M	\$3.4M	\$6.5M	\$220M	 Improved Public Safety	Requires additional budget allocation
C	\$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.

Refined Options based on Council Direction



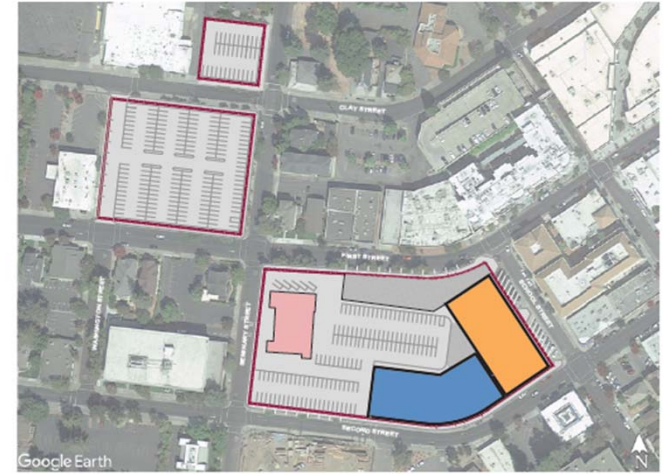
Option 1

*New City Hall on First Street
New Police & Fire Administration
and Fire Station on Seminary Street*



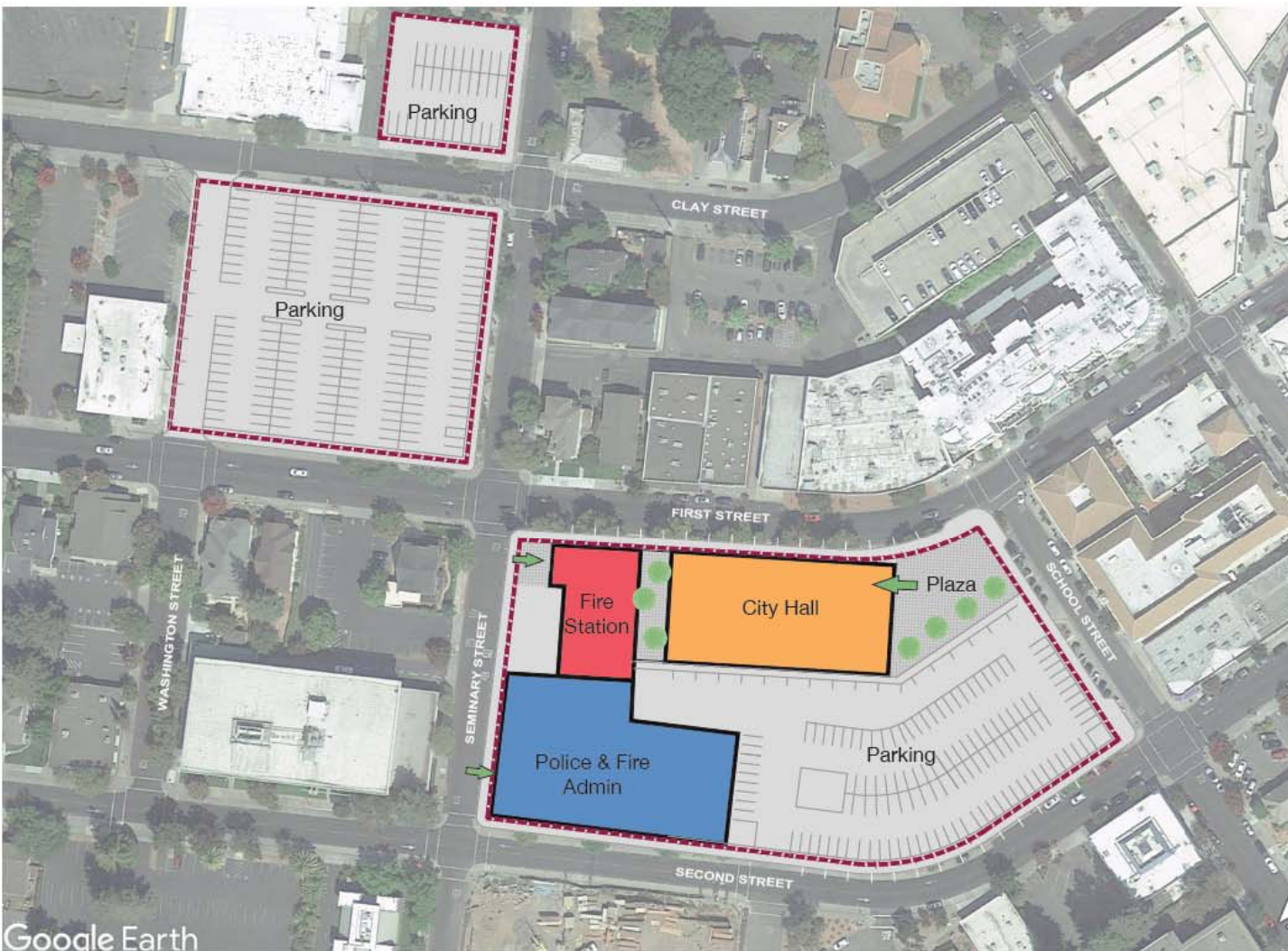
Option 2

*New City Hall on First Street
New Police & Fire Administration
on Second Street
Renovated Fire Station on
Seminary Street*



Option 3

*New City Hall on School Street New
Police and Fire Administration on
Second Street
Renovated Fire Station on Seminary
Street*



Google Earth

CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

OPTION 1

New City Hall on First Street and
New Police & Fire Administration and
Fire Station on Seminary Street

City Facilities

<i>Overview</i>	Consolidates Administration and Public Safety facilities and meets Administration and Police Department, Fire Administration and Fire Station space needs.
<i>Administration</i>	60,400 SF, 100% space need
<i>Police & Fire Admin</i>	41,800 SF, 100% space need
<i>Fire Station No.1</i>	13,800 SF, 100% space need
<i>Parking Spaces</i>	355 off-street
Downtown	
<i>Alternative Impact</i>	New City Hall and Plaza on First Street and new Police & Fire Administration and Fire Station Facility on Seminary Street.
<i>Future Opportunity</i>	Other development possible if build parking garage
Implementation	
<i>Phases</i>	Two: 1. New Police & Fire Admin and Fire Station 2. New City Hall
<i>Temporary Relocation</i>	Fire Station in phase 1

Existing Administration

New Administration

Existing Police & Fire Admin

New Police & Fire Admin

Existing Fire Station No. 1

New Fire Station No. 1

Existing Parking Garage

New Parking Garage

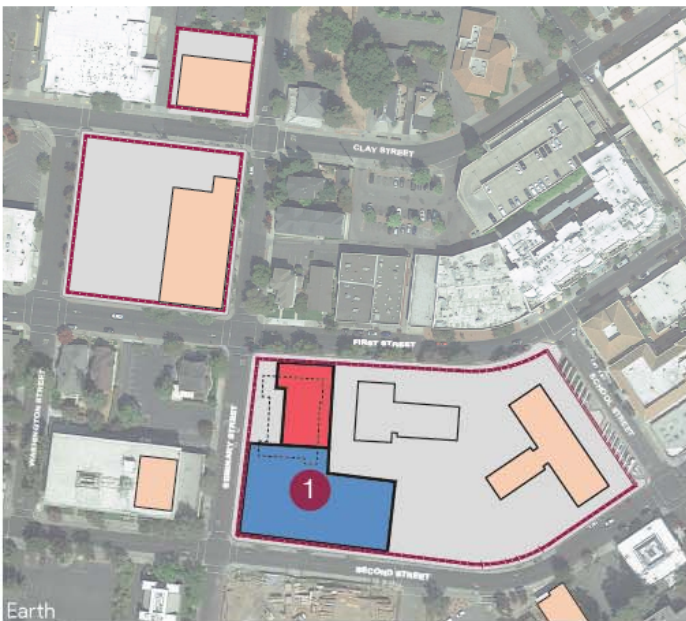
New Other Development

City-Owned Property

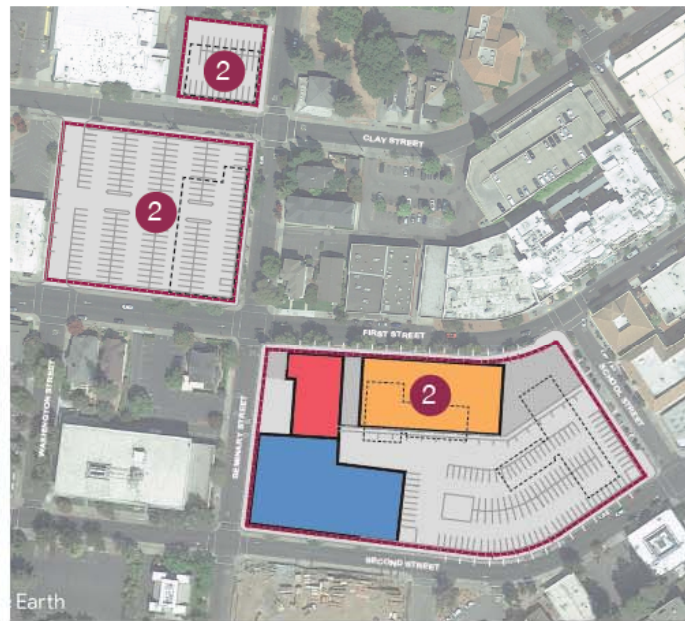
CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

OPTION 1

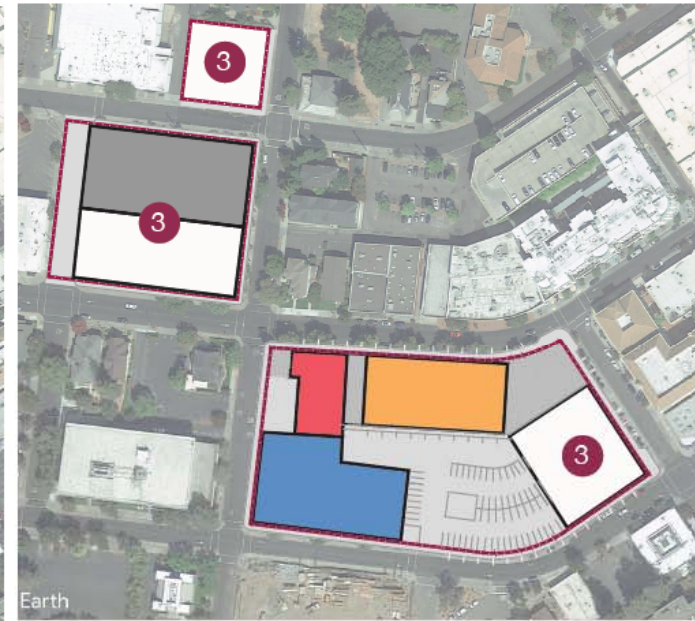
New City Hall on First Street and
New Police & Fire Administration and
Fire Station on Seminary Street









Phase 1
Temporarily relocate Fire Station operations,
and build new Police & Fire Administration and
Fire Station Building.



Phase 2
Build new City Hall and expand parking.



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

 Existing Administration	 Existing Police & Fire Admin	 Existing Fire Station No. 1	 Existing Parking Garage	 New Other Development
 New Administration	 New Police & Fire Admin	 New Fire Station No. 1	 New Parking Garage	 City-Owned Property



CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

OPTION 2

New City Hall on First Street,
New Police & Fire Administration on Second Street
and Renovated Fire Station

City Facilities

<i>Overview</i>	Consolidates Administration facilities, and meets Administration, Police Department and Fire Administration space needs and improves Fire Station.
<i>Administration</i>	60,400 SF, 100% space need
<i>Police & Fire Admin</i>	42,000 SF, 100% space need
<i>Fire Station No.1</i>	10,400 SF, 75% space need
<i>Parking Spaces</i>	345 off-street

Downtown

<i>Alternative Impact</i>	New City Hall on First Street and New Public Safety on Second Street
<i>Future Opportunity</i>	Other development possible if build parking garage

Implementation

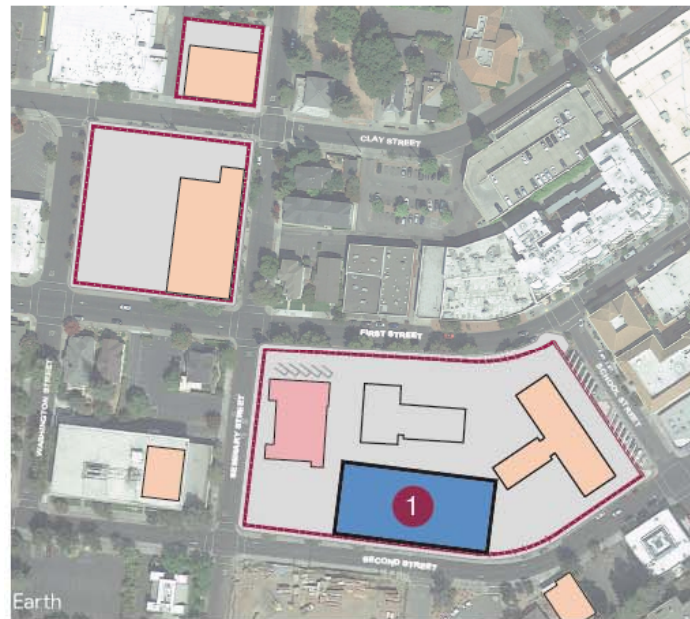
<i>Phases</i>	Two: 1. New Police & Fire Admin 2. New City Hall
<i>Temporary Relocation</i>	None

Existing Administration	Existing Police & Fire Admin	Existing Fire Station No. 1	Existing Parking Garage	New Other Development
New Administration	New Police & Fire Admin	New Fire Station No. 1	New Parking Garage	City-Owned Property

CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

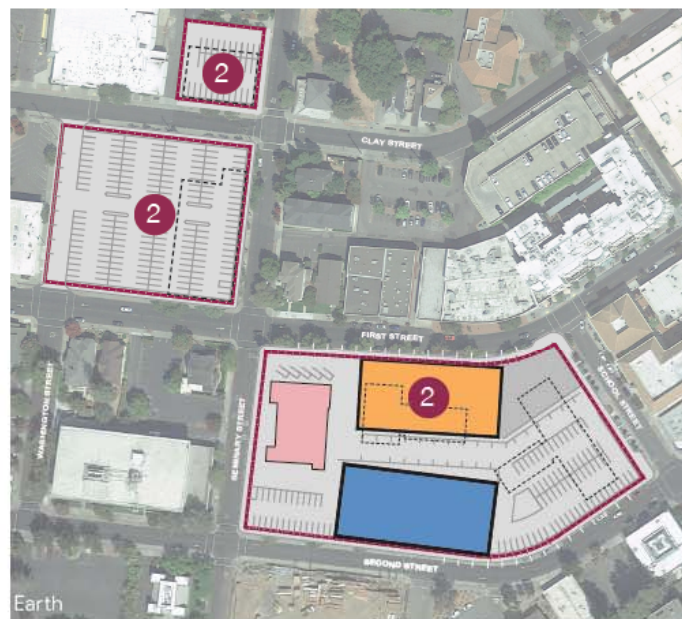
OPTION 2

New City Hall on First Street,
New Police & Fire Administration on Second Street
and Renovated Fire Station



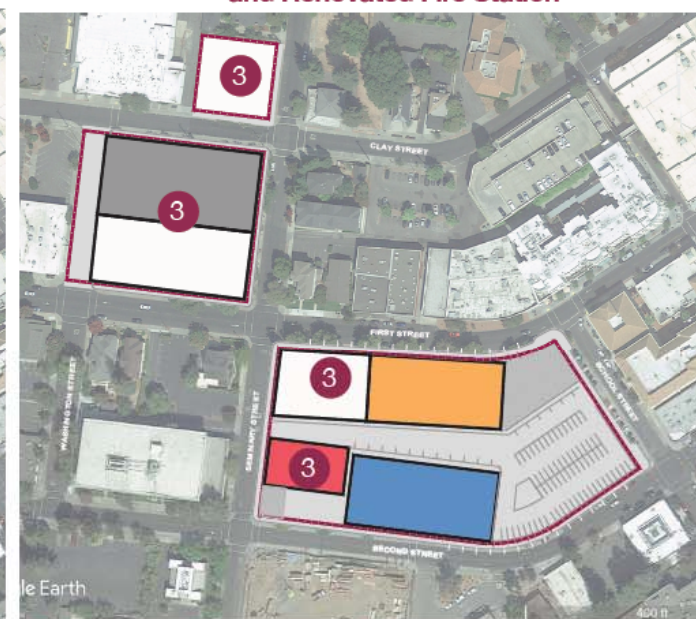
Phase 1

Build new Police & Fire Administration Building.







Phase 2

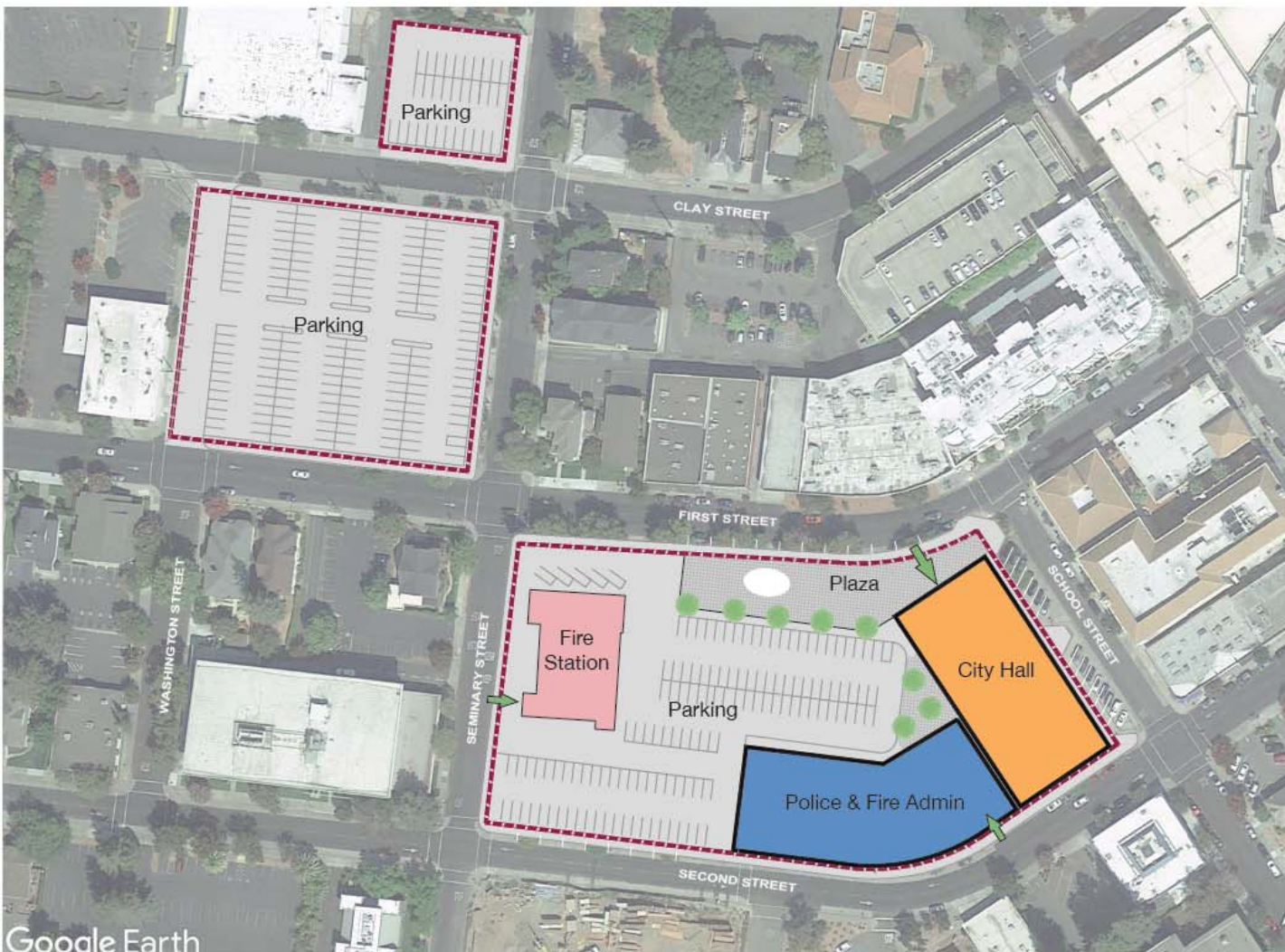
Build new City Hall and expand parking.



Future Opportunity

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

 Existing Administration	 Existing Police & Fire Admin	 Existing Fire Station No. 1	 Existing Parking Garage	 New Other Development
 New Administration	 New Police & Fire Admin	 New Fire Station No. 1	 New Parking Garage	 City-Owned Property



CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

OPTION 3

New City Hall on School St,
New Police & Fire Administration on Second St
and Renovated Fire Station

City Facilities

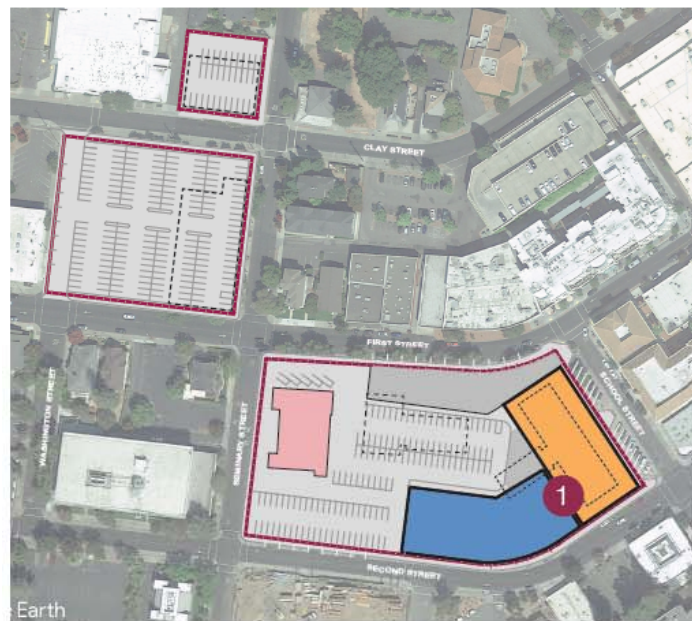
<i>Overview</i>	Consolidates Administration facilities, and meets Administration, Police Department and Fire Administration space needs and improves Fire Station.
<i>Administration</i>	60,400 SF, 100% space need
<i>Police & Fire Admin</i>	41,800 SF, 100% space need
<i>Fire Station No.1</i>	10,400 SF; 75% space need
<i>Parking Spaces</i>	355 off-street
Downtown	
<i>Alternative Impact</i>	New City Hall on School Street and new Police Department and Fire Administration on Second Street.
<i>Future Opportunity</i>	Other development possible if build parking garage
Implementation	
<i>Phases</i>	One: New City Hall and New Police & Fire Admin Building
<i>Temporary Relocation</i>	City Hall

Existing Administration	Existing Police & Fire Admin	Existing Fire Station No. 1	Existing Parking Garage	New Other Development
New Administration	New Police & Fire Admin	New Fire Station No. 1	New Parking Garage	City-Owned Property

CITY OF NAPA PUBLIC SAFETY AND CITY HALL FACILITIES PROJECT

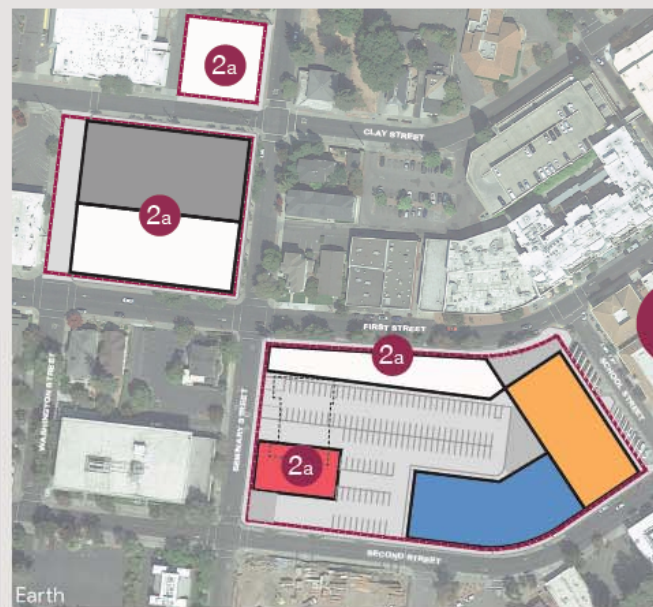
OPTION 3

New City Hall on School St,
New Police & Fire Administration on Second St
and Renovated Fire Station



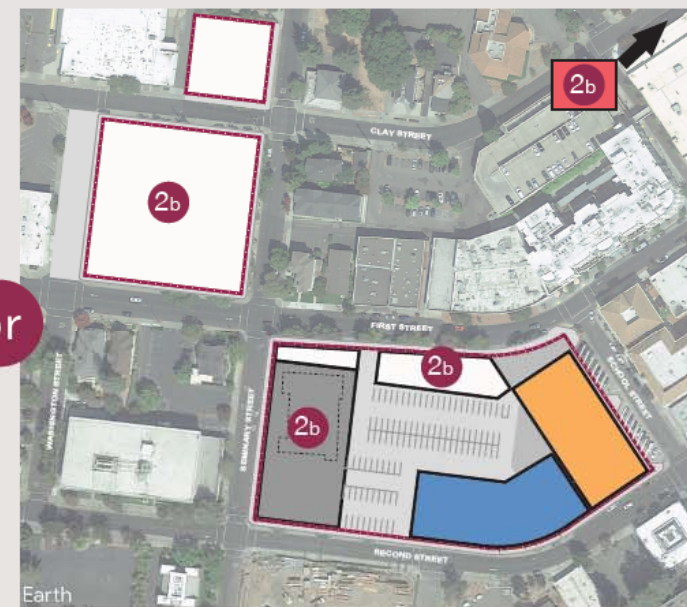
Phase 1

Temporarily relocate City Hall and build new City Hall and Police & Fire Admin, renovate Fire Station, and expand parking.













Future Opportunity

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.



or

 Existing Administration	 Existing Police & Fire Admin	 Existing Fire Station No. 1	 Existing Parking Garage	 New Other Development
 New Administration	 New Police & Fire Admin	 New Fire Station No. 1	 New Parking Garage	 City-Owned Property

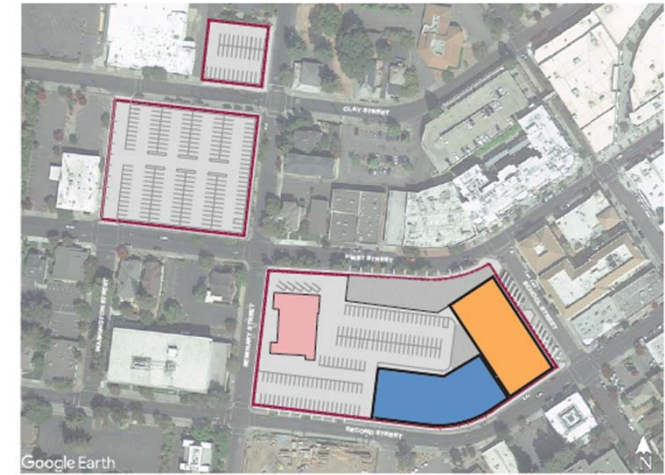
Refined Options based on Council Direction



Option 1



Option 2



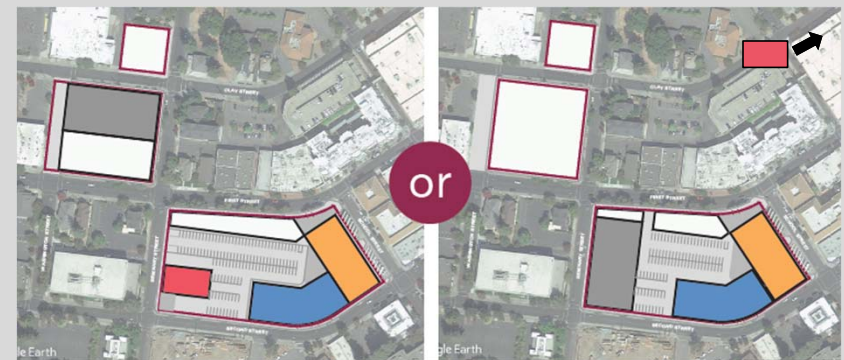
Option 3



Option 1 Future Opportunity
Could build a garage & free up land for other development



Option 2 Future Opportunity
Could build a new Fire Station; could build a garage & free up land for other development



Option 3 Future Opportunity
Could build a new Fire Station; could build a garage & free up land for other development

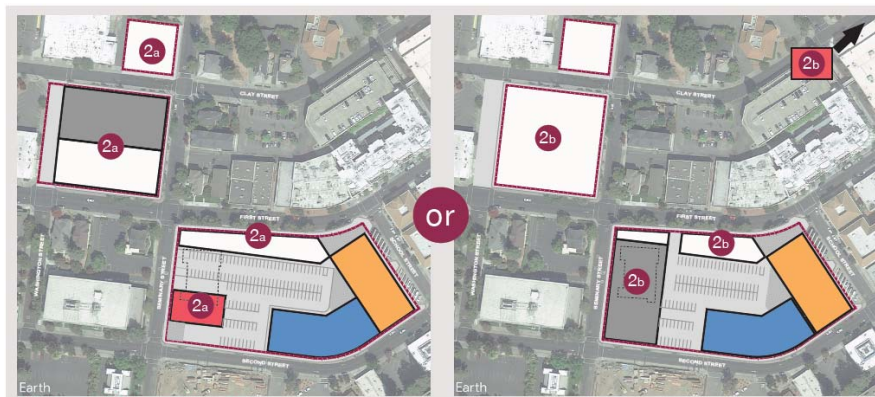
Refined Options based on Nov. 19 Council Direction



Future Opportunity for Option 1
Build new Parking Garage to free up land for other development.



Future Opportunity for Option 2
Build new Fire Station. Build a new Parking Garage to free up land for other development.



Future Opportunity for Option 3
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.

Estimated Costs

The costs are all estimates based on the program. The options range from \$114M to \$124M

Option #	Estimated Capital Cost*	Annual Representative Debt Service	Sample Year Total Expenditure (Year 8)	Total Cumulative Expenditure** Years 1-35	Analysis
Option 1	\$123.7M	\$7.1M	\$8.9M	\$267M	<p>Pros</p> <ul style="list-style-type: none"> • Meets Project Goals • Discontinues expenditure on inadequate civic facilities • Most opportunity for downtown enhancement <p>Cons</p> <ul style="list-style-type: none"> • Largest capital commitment (near term) • Requires Fire Station to swing
Option 2	\$117.7M	\$6.8M	\$8.4M	\$249M	<p>Pros</p> <ul style="list-style-type: none"> • No swing space required • Near term savings in delaying Fire Station replacement <p>Cons</p> <ul style="list-style-type: none"> • Large project capital commitment • Less efficient land use / Land available for future development • Awkward parking and pedestrian circulation • Fire station would still need to be replaced in future
Option 3	\$113.8M	\$6.5M	\$8.3M	\$244M	<p>Pros</p> <ul style="list-style-type: none"> • Single Phase • Near term savings in delaying Fire Station replacement <p>Cons</p> <ul style="list-style-type: none"> • Large project capital commitment • Requires current City Hall employees to swing • Large amount of surface parking along First Street • Fire station would still need to be replaced in future

*Note: Capital Cost – Project costs including construction, FF&E and temporary relocation. This estimate is a professional estimation of cost ahead of the development of actual building designs, etc.

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

Fire Station No. 1 Investment Alternatives

If you plan to keep FS No. 1 for:	Appropriate Investment strategy:	Includes:	Estimated Cost:
0 - 5 years	Minimize expenditure <i>(e.g., because of pending demolition)</i>	Very limited repairs; no improvements to layout, issues with building systems, leaks, etc.	\$300K
5 - 10 years	FCA and ADA needs	Replacement of approximately 20% of the roofing, repair of plumbing, mechanical and electrical issues, and minor interior replacements (e.g. kitchen equipment), and ADA improvements. <i>(Rework dorm area: +\$1m)</i>	\$1.6 - 2.6M
10 -15 years	FCA and ADA needs, plus other deteriorating components	All FCA improvements listed above plus exterior renewal (full re-roof), IT, interior refresh, replace aging HVAC equipment, and resurface parking area. <i>(Rework dorm area: +\$1M)</i>	\$3.1 - 4.1M
Long Term	New Fire Station	New facilities per Updated Program <i>(\$13M if one story & share gym with PS)</i>	\$13 - 15M

Note: The costs are estimates. The renovation costs do not include seismic upgrade. If renovation selected further analysis will be needed to determine if additional seismic strengthening is required.

Staff Recommendation

Staff Recommendation for Option 1

Rationale: Option 1 is Staff's recommended alternative due to its ability to enable the City to:

- Fully address the **functional needs** outlined for the Project,
- Enhances city's ability to **respond to and recover from emergencies**
- Address **significant financial liabilities** in a cost-effective manner and **limit ongoing expenditure on inadequate facilities**
- Enhance Napa's downtown **urban core**
- Enhance the quality of life in Napa through improved police, fire, and civic assets in a **single location for easy access, collaboration, and service;**

Financial Framework

- Option #1 provides best overall financial position for achieving new, upgraded buildings that meet current and future operating needs and building codes;
- Can replace major Public Safety & Admin facilities (50-70 yr life span) with minimal disruption and quickest completion
- \$3.5M annual surplus available to assist with a portion of debt service; City can support a \$120M - \$130M project
- Council will need to evaluate with other GF priorities and expenses to maintain long term structural balance
- Financing plan will evaluate and refine specifics on debt financing analysis, project financing structure and timing

Communications

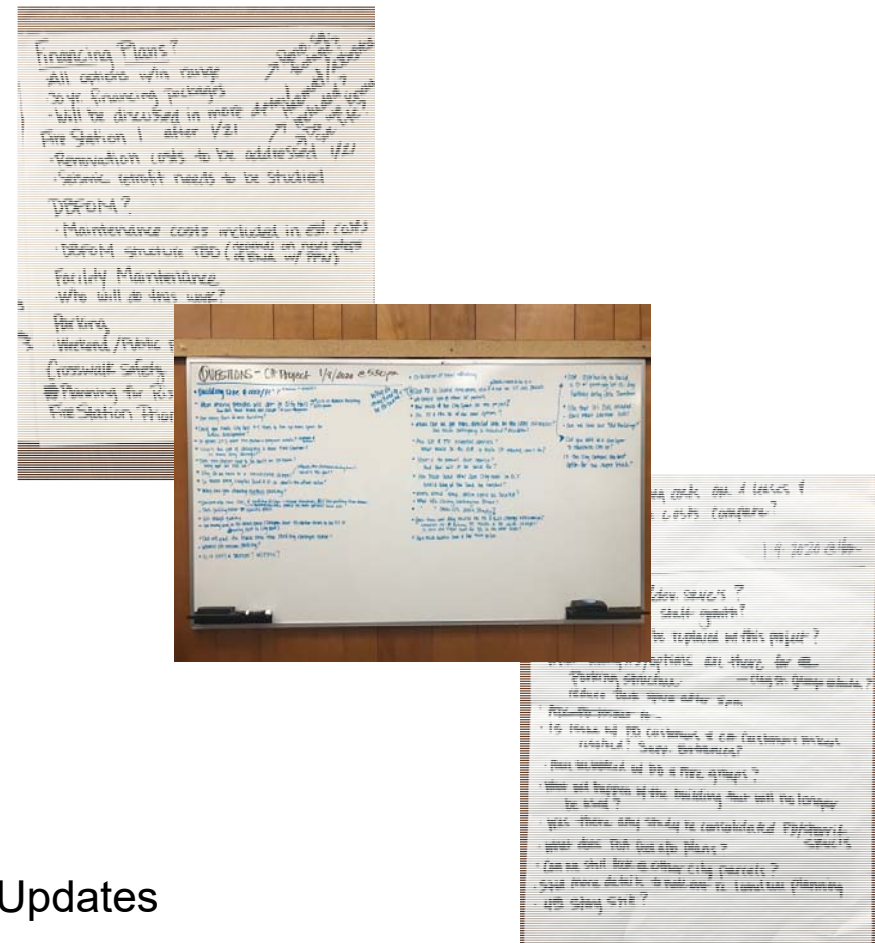
Communications since March 2019

- **Internal Communications**

- 2 Surveys (English & Spanish)
- 33 Working Group Meetings
 - Advisory Group & Technical Working Groups
- 6 All Staff Meetings
- Regular Email and Intranet Updates

- **External Communications**

- 2 Surveys (English & Spanish)
- 5 Community Open Houses
- 4 Community Stakeholder Presentations
- City Hall Informational Display
- Regular Social Media, e-Newsletter and Website Updates



Recent Communications on Options

- **Project Alternative Display in City Hall Lobby** December 2nd to January 9th with survey and public meetings information
- **Internal Communications.** Three meetings on December 11th and January 9th, website updates and survey link.
- **External Communications.** Four open houses December 11th and January 9th, website updates with meeting dates and survey link
- **Online Survey** in English and Spanish with picture and description of each Project Alternative was followed by a short questionnaire. Publicized in Napa Valley Register and other media outlets, social media, stakeholder groups, and City website.

Community Survey Results

Survey

12/9/2019 -
1/9/2020

Respondents

279

Promoted

-Napa Valley
Register
Email blasts
-Social media
-City Hall Display

Key Findings from the Survey

Option 1, 1st and Seminary Streets, was seen as best supporting all three project features:

- new open space and a public plaza
- compatible with the surrounding uses
- safe and pleasant pedestrian experience

Option 3, School and Second Streets was seen as the least supportive of the project features.

This finding was consistent for both City Employees and non-employees.

Functional during and after an emergency was seen as the most important quality, rated very important by 78% of respondents.

Community Survey Results

Survey

December
9th to January
9th

Respondents

297

Promoted:

Napa Valley
Register
Email blasts
Social media
City Hall
Display

Level of Importance of City Facilities Qualities	Very Important	Very Important + Important
Functional during & after an emergency	78%	89%
Energy efficient and sustainable	50	80
Welcoming and easy to navigate	44	79
Cutting-edge technology	49	75
Attractive building design	25	71
Provide public meeting & community gathering spaces	36	70
Generates pride in the community	29	65

Respondents consistently rated Option 1 highest for for new open space and a public plaza, compatible with the surrounding uses and safe and pleasant pedestrian experience

Public & Staff Input: Key Comments

Urban Design/Building Design and the Design Process (The most comments and suggestions)

- Need for excellent design quality, **fit with Napa history** and culture
- Ensure adherence to **Downtown Specific Plan Vision and Design Guidelines**
- Concerns about the downtown location cost and accessibility
- Need to plan to accommodate future growth and development
- Consider **Gateway** feature and higher density development
- **Plaza**: Desire for active, vibrant space as part of Project
- **Community Spaces**: Ability to use space for public functions

Parking/Pedestrian Safety/Land Use

- Employees mentioned concerns over adequate parking, safety for pedestrians, night safety, and secure parking for police and fire and temporary parking during construction.
- Non-employees emphasized concern over environmental and aesthetic issues with surface parking lots and asked that parking garages be considered.

Public & Staff Input: Key Comments

Fire Station

- There was consistent support for a new Fire Station, citing 24-hour use, preparedness for emergency response, and fiscal prudence

Cost

- Financial prudence, competing priorities for funds, and managing cost overruns

Next Steps

Next Steps

Once a preferred Project Alternative is selected, staff will perform analysis and provide updates between now and late spring 2020 on the following :

Financing Plan

- City Finance staff outline **various funding proposals** and debt analysis for Council consideration

Project Delivery Structure

Proposed Project Schedule

Design Guidelines

- Develop, **with community input**, project urban and building design guidelines to supplement Downtown Specific Plan Vision and Guidelines

ENA– Second Amendment

Previous Council Decisions

- September 2017:
 - ENA approved = 2 year negotiating period with Plenary (“PPN”)
- December 11, 2018:
 - Council direction to negotiate with PPN regarding potential amendment to Project design
- City Manager executed Tolling Agreement to “pause” ENA requirements
- July 23, 2019: Council approved First Amendment to ENA extending Tolling Period until January 31, 2020

1/21/2020 Action:

- Recommending Council authorize City Manager to execute Second Amendment to ENA, which extends Tolling Period until July 31, 2020; with an option for further extensions by the City through December 31, 2020.

Next Steps:

- The extended Tolling Period will provide additional time for the City to analyze and discuss with PPN the proposed modifications to the project design, financing structure, project delivery structure, and project schedule

Council Direction

Council Action

Staff Recommendation on Project Alternative:

1) Direct staff to :

- a) Proceed with Option #1;
- b) Return to Council in late Spring of 2020 with recommendations on potential financing plan, proposed project structure, and updated delivery schedule.

2) Authorize the City Manager to execute the Second Amendment to the Exclusive Negotiation Agreement (“ENA”) for the Civic Center and Downtown West End Gateway Project with Plenary Properties Napa, LLC; to suspend deadlines for performance under the ENA, during the evaluation of alternative Project configurations, through July 31, 2020, with an option for further extensions by the City through December 31, 2020.

Council Action (cont'd)

- 3) Authorize the City Manager to execute Amendment No. # 3 to Agreement No.C2018-331 with Jones Lang LaSalle in the increased amount of \$320,000 for a total agreement amount of \$1,255,500

- 4) Authorize the City Manager to execute Amendment No. # 3 to Agreement No.C2018-044 with Laura Blake Architect for project design services in the increased amount of \$39,000 for a total agreement amount of \$304,000