



A Tradition of Stewardship  
A Commitment to Service

Agenda Date: 11/9/2010  
Agenda Placement: 9D  
Set Time: 10:00 AM  
Estimated Report Time: 1-1/2 Hours

## NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

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**TO:** Board of Supervisors  
**FROM:** Britt Ferguson for Watt, Nancy - County Executive Officer  
County Executive Office  
**REPORT BY:** Britt Ferguson, Assistant County Executive Officer - 253-4406  
**SUBJECT:** Conceptual Site Development and Phasing Plan for Downtown and HHSA Campuses

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### **RECOMMENDATION**

County Executive Officer requests discussion and direction regarding the Conceptual Site Development and Phasing Plan for the Downtown and Health and Human Services Agency campuses through the year 2028, including next steps in the process.

### **EXECUTIVE SUMMARY**

As a part of the Board of Supervisor's three-year goal to increase organizational effectiveness and efficiency, the County entered into an agreement with Jones Lang LaSalle in association with HOK Advance Strategies, to develop a Conceptual Site Development and Phasing Plan for the County's Downtown campus, and for the Health and Human Service Agency campus. The plan includes phasing strategies for both campuses, initial cost estimates, and recommendations for next steps.

Today's action is to present the report and receive input from the Board of Supervisors and the community. Once finalized, the plan will become the guiding document to accommodate the County's facility needs through the year 2028 and beyond.

### **PROCEDURAL REQUIREMENTS**

1. Staff reports
2. Public comments
3. Discussion and direction to staff

**FISCAL IMPACT**

Is there a Fiscal Impact?                      No

**ENVIRONMENTAL IMPACT**

There is no Environmental Impact from this item.

**BACKGROUND AND DISCUSSION**

Napa County currently owns or leases over 280,000 square feet of office and related space, owns and operates a 277 bed jail and 50 bed Juvenile Hall, owns or leases five corporation yards with a total of 26.7 acres, owns or leases and operates four libraries, owns four fire stations and a general aviation airport. Currently, the County's major facilities are located primarily (though not exclusively) in three locations: Downtown Napa (County Administration Building, the Carithers Building, the Hall of Justice, the Jail, the Downtown Napa Main Library and the Historic Courthouse), the Health & Human Services Campus (12 different buildings, including office and clinic space for most of the County's Health & Human Services programs and Juvenile Hall), and the Sheriff's Department headquarters and Napa County Airport in the Airport Industrial Area.

Some of these facilities are relatively new and in good shape (like the Juvenile Hall and Sheriff's Department Headquarters), but most were built more than 30 years ago or are modular buildings that are near the end of their useful life. Some of the facilities are dated, some are inefficient, some are facing the need for major improvements including system upgrades in the next few years, and almost all are at or near capacity. Recognizing this, over the last five years the County has undertaken a number of studies and master-planning efforts designed to address the County's long-term space needs. These efforts/actions include completion of:

- 1 Adult Correctional System Master Plan Phase I report (2007). Among other things, that report called for implementing evidence-based practices designed to reduce offender recidivism, and recommended that the County proceed to plan for increased jail bed capacity by 2020.
- 1 Facility Space Needs Analysis (2008) which found that the existing County Administration Building, Carithers Building and Health & Human Services Campus are already above capacity. In addition, these facilities were determined to be significantly deficient in terms of function/efficiency, quality of environment and cost-effectiveness. Some buildings on the HHS campus are at the end of their useful life.
- 1 Adult Correctional System Master Plan Phase II report (2008) including direction by the Board to plan for a new (or partially renovated) 366 bed jail in downtown Napa on the site of the current jail, Hall of Justice and adjoining parking lots.
- 1 Board workshop (2009) to guide the development of the County's Facilities Master Plan. The consensus of the Board included placing critical space needs at Health & Human Services as the top priority and consolidating services on one campus, and consolidating most other County services in a downtown Napa campus.
- 1 On September 28, 2009, at its annual retreat, the Board identified as one of its strategic objectives: "At the December 15, 2009 Board of Supervisors Meeting, present to the Board for action a contract for a consultant to develop the Facilities Master Plan."

### Conceptual Site Development and Phasing Plan

On November 10, 2009, the Board approved an agreement with Jones Lang LaSalle (in partnership with HOK Advance Strategies) to assist staff in developing a Conceptual Site Development and Phasing Plan for a Downtown Napa Campus and the Health & Human Services Agency Campus which is the subject of today's presentation.

The consultant's scope of work for both the sites included:

- o Identify site capacity;
- o Graphic presentations of alternatives, including site plans for the HHSA campus;
- o A Narrative description of how each alternative meets the County's requirements;
- o A Graphic presentation of a plan to build a new Administration Building on the Sullivan Block and either renovate the current Administration or demolish and the current Administration Building and build a new building to house law and justice-related departments on the site;
- o An analysis of the merits of renovation versus construction of a new building on the site of the current Administration Building;
- o Phasing recommendations;
- o Identification of any significant impact on zoning and code requirements, parking, vehicular and traffic access, infrastructure and surrounding properties; and
- o Construction cost estimates.

Since November, a committee composed of relevant County staff and Supervisor Caldwell, representing the Board of Supervisors, has been meeting with the consultants to develop the plans for the two campuses. It should be noted that consensus by the steering committee was not reached on all issues but the plan reflects recommendations reached after considerable discussion and debate.

### Health & Human Services Campus

This will involve the redesign of the existing Health & Human Services Agency (HHSA) campus, including the demolition of most of the 12 existing buildings and the construction of approximately 184,000 square feet of space in four new buildings, along with the provision of 550 parking spaces (compared to the existing 242 parking spaces). Development will take place in four phases. The preliminary cost estimate for the project is approximately \$50 million (in 2010 dollars, not inflation adjusted dollars) with individual phases ranging from approximately \$7 – 14 million each. The recommended plan retains one of three original public health buildings and the crescent shaped entrance. (However, in the far-term, it is assumed that should the fourth phase be constructed, it would be necessary to convert the crescent entry into a smaller crescent entry and parking lot or develop structured parking elsewhere on the campus.) The ultimate phasing and design scheme will need to reflect input from the surrounding neighborhood and other interested constituencies. For instance, it is anticipated that there will be discussion about the retention of one or more of the crescent buildings, impacts on the neighborhood and how/when the phasing plan will occur.

### Downtown Napa Campus Project

This will involve the replacement of the current Administration Building including the construction of approximately 180,000 square feet of office space in two buildings: one on the currently vacant Sullivan

Block and one on the site of the current Administration Building on the County "Superblock." These two buildings will replace office space from the current Administration building, Carithers Building (which would be sold), Imperial Way building (which would be sold) and Hall of Justice (which will be demolished to allow for construction of a new Jail) to house administration, community resources and law and justice departments and programs. As with the HHSA campus above, the Downtown Campus would be phased construction over a number of years in order to accommodate space needs through 2028 and beyond. The preliminary cost estimate for the full project is approximately \$60 million (in 2010 dollars, not inflation adjusted dollars) which would be partially offset from the proceeds of the sale of the Carithers and Imperial Way buildings. The ultimate design scheme for the campus will need to reflect input from the city of Napa and other interested constituencies. For instance, it is anticipated that there will be discussion about building heights and setbacks as well as future expansion needs beyond the year 2028. It is important to note that the County's Adult Correctional System Master Plan, which was adopted by the Board in 2008, calls for the renovation and/or construction of a new 366 bed Jail on the site of the current Jail, Hall of Justice and adjacent parking lots. The preliminary cost estimate is approximately \$75 million (in 2010 dollars, not inflation adjusted dollars). In later years, should the Board determine that additional capacity is needed, the plan allows for the ability to increase by an additional 134 beds within the footprint above at a rough estimate of \$9 million.

### Next Steps

The Conceptual Site Development and Phasing Plan, once adopted, will be the guide for future county space needs development over the next two decades. Today's Board presentation is only the start of that process. The following actions should also occur in the very near future:

Input from the Community – County staff will meet with City of Napa staff to review the plan and obtain input, including suggestions from the City on how to solicit input from the wider Downtown Napa community. In addition, County staff will reach out to the HHSA neighborhood and other interested constituencies to receive input. The meetings are presently scheduled for November 8 (City of Napa) and November 17 (HHSA neighborhood).

Financing Plan and Feasibility Analysis – Concurrent with the finalization of the plan, and in conjunction with the development of the County's Five-Year Capital Improvement Plan (CIP), a preliminary financing plan and feasibility analysis will be prepared. This will identify and assess potential funding mechanisms and will evaluate the different capital financing options that might be available to the County. It is expected that the Five-Year CIP and the financing plan and feasibility analysis will be presented to the Board of Supervisors in December 2010 or January 2011.

Environmental Review – Required environmental review processes will need to commence quickly particularly in the case of the HHSA Campus since these facilities are in the most immediate need.

Again, today's action is to receive a presentation from the consultants and provide any additional direction to staff about the conceptual plan.

### **SUPPORTING DOCUMENTS**

- A . Conceptual Site Development & Phasing Plan Through 2028
- B . Appendix I - HHSA Downtown Cost Estimate Scenarios

C . Appendix II - Facility Space Needs Analysis

CEO Recommendation: Approve

Reviewed By: Helene Franchi