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NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

TO: Board of Supervisors
FROM: Robert Peterson - Director
Public Works
REPORT BY: Don Ridenhour, Asst Director, Public Works/Asst District Engineer, 259-8321
SUBJECT: City/County Parking Garage Alternatives Presentation

RECOMMENDATION

Director of Public Works requests the following regarding alternative locations for the proposed City/County parking garage:

1. Board discussion and direction regarding alternative locations for the proposed garage in light of future County space needs; and
2. Approval of and authorization for the Chair to sign a letter to the City requesting to delay for six months the bid process for the current Sullivan Block Garage project to enable the County to further refine components of the South of the Jail Parking Garage (Alternative 2) at three stories and to continue to negotiate financial participation with nearby development interests with a goal of funding an additional floor.

EXECUTIVE SUMMARY

The County has been progressing on completing the plans and specifications for the proposed City/County Parking Garage on the Sullivan Block in compliance with the terms of the Parking Garage Cooperative Agreement with the City of Napa. As directed by the Board on March 14, 2006, staff has also been investigating possible alternative parking garage locations and configurations to more efficiently utilize County owned property in and around the County Superblock in downtown Napa. Three alternative parking garage sites have been identified and conceptual plans and cost estimates for these variations and alternatives have been prepared for the Board's consideration. These alternatives have been shared and discussed with neighboring development interests, City staff, and the Parking Garage subcommittee made up of two Board members and two City Council members. Comments and input from these meetings have been incorporated into the alternatives to the extent possible. County staff will also be presenting the alternatives at the City of Napa Council Meeting of May 2, 2006 for their consideration.

In the event that one of the alternatives meets with the approval of both the Council and the Board, it is hoped that the City Council will grant a six-month delay in the bid process for the current Sullivan Block Parking Garage in order to allow the preferred alternative plan to be more fully developed and agreements for private investment to be

negotiated. However, in the event that no alternative plan is to be pursued, the final plans and specifications for the Sullivan Block Parking Garage are scheduled to be presented at a joint meeting of the Napa City Council and Board of Supervisors for approval and authorization to go to bid on May 23, 2006.

FISCAL IMPACT

Is there a Fiscal Impact?	Yes
Is it currently budgeted?	Yes
Where is it budgeted?	Capital Improvement Program
Is it Mandatory or Discretionary?	Discretionary
Discretionary Justification:	The options presented for alternative City/County Parking Garage locations potentially utilize County owned property more efficiently and may reduce future land acquisition costs for County facilities. Alternatives could also result in Public/Private partnerships which may reduce City and County costs for constructing the Parking Garage.
Is the general fund affected?	Yes
Future fiscal impact:	Efficient use of County owned land in downtown Napa could reduce future land acquisition costs and could eliminate the need to locate County offices and facilities outside of the City of Napa downtown area.
Consequences if not approved:	The alternative parking garage sites provide the Board and the Napa City Council with options to the proposed City/County Parking Garage on the Sullivan Block. If an alternative is not desirable to the Board and the City, the Sullivan Block Parking Garage can be finalized, put out to bid in May, and under construction according to the City/County Parking Garage Cooperative Agreement in the summer of 2006.
Additional Information:	None

ENVIRONMENTAL IMPACT

ENVIRONMENTAL DETERMINATION: The proposed action is not a project as defined by 14 California Code of Regulations 15378 (State CEQA Guidelines) and therefore CEQA is not applicable.

BACKGROUND AND DISCUSSION

The County has been moving forward to comply with the terms of the City/County Parking Garage Cooperative Agreement and will be bringing the final plans and specifications for the City/County Sullivan Block Parking Garage to a joint meeting of the Napa City Council and Board of Supervisors on May 23, 2006 for approval of plans and specifications and direction to advertise for bids. Award of a contract and construction is scheduled to begin in late July 2006.

In March the Board directed staff to investigate other Parking Garage alternatives than the Sullivan Block Parking Garage due to several factors including budget, County space needs, Sullivan Block property value, private party

interests, and efficient use of County lands. Staff has developed three parking garage alternatives for the Board's consideration:

- 1) a parking garage located in the Superblock just west of the Hall of Justice
- 2) a parking garage located in the Superblock just south of the Hall of Justice
- 3) an administration building/parking garage complex located on the Sullivan Block

Parking garage cost estimates and number of parking spaces for the three alternatives have been prepared for comparison to the proposed Sullivan Block Parking Garage. In addition to cost, each option has different urban design, traffic circulation, economic development and legal implications as well as implications for how other County space needs can be met in the future under each alternative plan.

With regard to the issue of how to accommodate other future County space needs, staff has conducted a preliminary space needs analysis and determined that the most logical approach is to plan on constructing a new administration building or buildings in the range of 150,000 to 160,000 square feet, selling the Carithers Building and moving the justice departments to the existing Administration Building. In addition, for planning purposes, it would be prudent to plan on the need for an additional 80,000 square feet of Jail space downtown. The current Sullivan Block Garage plan will not enable this plan to be implemented in the space remaining on the Superblock. The only space large enough to accommodate either the administration building or the jail (but not both), is the area west of the Hall of Justice building. The area behind the jail cannot accommodate the space needs of either building. Because it is easier to site an office building than it is a jail, the likely resulting scenario is that the area west of the Hall of Justice would be preserved for the jail expansion and the County would look for less expensive land outside of downtown to construct its new administration building. To avoid this scenario from occurring, the Board asked staff to evaluate alternative sites/concepts to meet its obligations to the City to provide a parking garage.

Staff has concluded that the only parking garage alternative that would likely accommodate this plan is Alternative 2, the one that involves siting the parking garage south of the current jail and over 5th Street. Either of the other two alternatives are problematic. Alternative 1 would likely require siting the jail addition behind the current jail which is undesirable to the neighboring property owners. It is also not the preferred location for the jail expansion based on our consultant's recommendations. Alternative 3 will not allow enough parking spaces to be provided on the Sullivan site if we are to also provide all of our new administration space on that site. For purposes of this evaluation, it is assumed that a five story building would be acceptable to the City situated on the footprint of the current parking garage plan. To meet our space needs, three floors would need to be offices, leaving only two floors for parking. In order to provide enough parking there, a subterranean level would have to be added or a smaller administration building would have to be built which may then require us to retain the Carithers Building as a County facility for a much longer time period, which is not in the best interest of either the County or the City.

Several meetings have been held over the past few weeks with private parties, City staff, and the Parking Garage Subcommittee made up of two City Council members and two Board members to discuss and analyze the parking garage alternatives. The cost estimates provided compare typical design-bid-build project delivery methods for comparison to Sullivan Block Parking Garage estimates. Design-build project delivery options and Public/Private partnerships have been discussed and could be pursued to possibly reduce costs to the County and the City. Interest in financial participation in Alternative 2 by private parties has been expressed.

The alternatives developed by staff provide comparable numbers of parking spaces at similar costs and allow the County to more efficiently utilize its property in downtown Napa. These options keep the Sullivan Block available for future County needs such as Office/Parking combinations that could replace the Carithers Building and keep the County's presence in downtown Napa viable.

Staff is requesting discussion and direction regarding the alternatives presented. County staff will be presenting these same alternatives to the Napa City Council on May 2, 2006 and will be requesting their discussion and consideration as well. If one of the options is determined to be worthy of further study and refinement, the Board and City Council may consider redirecting staff's efforts to pursue the design and construction of a parking garage on the County's Super Block. Staff recommends that the Board ask the City to delay the bid process for the current Sullivan Block Garage project for six months for the purpose of allowing County Staff to pursue the South of the Jail Parking Garage option at three stories and negotiate the financial participation of nearby development interests in adding an additional floor.

Plans of each option will be provided on May 2nd as part of the Board and City Council presentation. Spreadsheets comparing the size, cost, and the pros and cons of each option are attached.

SUPPORTING DOCUMENTS

- A . Attachment "A" - Parking Garage Cost Comparison
- B . Attachment "B" - Parking Garage Project Option Analysis

CEO Recommendation: Approve

Reviewed By: Andrew Carey