



City of St. Helena
Special City Council Meeting
Monday, September 17, 2018 @ 6:00 PM
Fire Training Room, 1480 Main Street
(Railroad Avenue Entrance)

PLEASE NOTE: Any person who wishes to speak regarding an item on the agenda or make a comment under the "public comment" portion of the agenda may do so, but please observe the time limit of four minutes.

Page

1. CALL TO ORDER

2. ROLL CALL

Mayor: Alan Galbraith, Vice Mayor: Peter White, City Council: Paul Dohring, Geoff Ellsworth and Mary Koberstein

3. PUBLIC COMMENT:

Under California law, public comments at special meetings are limited to subjects on the agenda only. Therefore public comment will take place during consideration of the item. Each person's comments shall be limited to 4 minutes.

4. NEW BUSINESS

4.1. Discussion and Direction Regarding Draft Civic Infrastructure Strategy
(~~Report forthcoming~~ Report provided 9/10/18)

3 - 14

CEQA Determination: This item is purely an informational discussion to gain Council direction and is therefore not a CEQA project. Any formal decisions on individual projects will be subject to a complete analysis and determination under CEQA.

Prepared By: Mark T. Prestwich, City Manager

Recommendation:

Provide direction to the City Manager.

[Staff Report - Pdf](#)

5. ADJOURNMENT

The next Regular City Council meeting is scheduled for September 25, 2018, at 6:00 p.m. in the Vintage Hall Board Room located at 465 Main Street.

This agenda was posted at City Hall, 1480 Main Street, St. Helena, California on September 7, 2018.

Cindy Tzaopoulos, City Clerk

In Compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please call the City Clerk's Office (707) 967-2792. Notification 72 hours prior to the meeting as required by

Section 202 of the Americans with Disabilities Act will enable the City to make reasonable arrangements to ensure accessibility to this meeting.



Report to the City Council
Council Meeting of September 17, 2018

Agenda Section: New Business

Subject: Discussion and Direction Regarding Draft Civic Infrastructure Strategy

CEQA Determination: This item is purely an informational discussion to gain Council direction and is therefore not a CEQA project. Any formal decisions on individual projects will be subject to a complete analysis and determination under CEQA.

Prepared By: Mark T. Prestwich, City Manager

Reviewed By: April Mitts, Finance Director

Approved By: Mark T. Prestwich, City Manager

BACKGROUND

In September 2017, the City Council launched a comprehensive citizen-driven public engagement and research process to identify the condition of civic assets and their needs, discuss options related to their repair or replacement, and to identify other possible associated opportunities.

The recruitment of an 11-member St. Helena Assets Planning Engagement (SHAPE) Committee, representing diverse community perspectives, set in motion critical research and public engagement phases for this effort. The SHAPE Committee held approximately 22 public meetings between November 2017 and May 2018, resulting in the publication of a 121-page Final Report on May 26, 2018. Public engagement efforts were bolstered by public tours of City facilities, two community workshops and two rounds of community focus groups.

Research completed for the Committee included:

- Facilities Condition Needs Assessment (prepared by EMG)
- Preparation and completion of a California Municipal Financial Health Diagnostic (Mark Walsh, CPA)

- Update to City's Long-Range Financial Forecast
- Evaluation of financial strategies (Kosmont Companies)

The EMG Facilities Condition Needs Assessment identified a sizable quantity of key City assets with deferred maintenance challenges. To address current maintenance issues, City facilities require investments of approximately \$8 million over the next 10 years. However, EMG notes that some assets, including the City's critical City Hall/Police Building, were not good candidates for rehabilitation.

A joint special meeting of the City Council and SHAPE Committee was held June 25, 2018 to review, clarify and discuss report options and recommendations. At the conclusion of the meeting, the City Council commended the SHAPE Committee for its dedicated service, committed to taking prompt and meaningful action on the Final Report, and directed the City Manager to prepare a decision-making framework and recommendations to address the facilities' deficiencies and opportunities identified in the Final Report.

The City Council also discussed the options and indicated a preference to rebuild a multi-use City Hall structure onsite. Rationale included, among other things, ease of parking nearby, proximity to the Fire Department, Post Office and Rianda House, its potential to contribute to a more active downtown, and the potential to better integrate aesthetically with Lyman Park to create a destination civic space.

In accordance with this direction, this report provides analysis, phasing/operational considerations, and immediate recommended next steps to "action" the ideas and observations presented in the SHAPE Committee Final Report and associated research data.

DISCUSSION

Several factors have contributed to an important moment and opportunity in the City's history to properly repair, improve and/or replace several deteriorating, underutilized, and substandard civic assets. These factors include:

- The completion of a comprehensive public engagement planning and outreach effort;
- Data driven analysis of the condition and market value of civic assets;
- Awareness that failure to invest in civic assets will cost the City more money in the future; and
- An improving General Fund financial position (it is anticipated the City will close fiscal year 2017/18 with an operational surplus of approximately \$1.8 million bringing the General Fund net position to \$6.1 million or 49% as of June 30, 2018).

The attached draft "City of St. Helena Civic Infrastructure Strategy" four-phase framework (see Attachment A) for City Council decision making acknowledges the

important work completed to date. Council Members Dohring and Koberstein serve as Council liaisons for this effort.

The Strategy is designed and developed in accordance with the City's Vision and Mission Statement (see Attachment B). The recommendations have also been developed in accordance with criteria established by the citizen-based SHAPE Committee (see Attachment C). These criteria honor community values and characteristics identified by Committee members as important, and take into consideration timing issues and financing strategies. While the narrative includes some concrete recommendations and milestones, it is important to recognize the Strategy is flexible and can be adjusted to address changing conditions and priorities.

The Strategy envisions four distinct phases to organize the decision-making process and considers work completed during the SHAPE Committee process to be the first step of this comprehensive effort:

- Phase 1 – Baseline Research/Public Engagement (Complete)
- **Phase 2 – City Council Asset Prioritization and Analysis**
- Phase 3 – Planning, Cost Estimates, and Identification of Funding Strategy
- Phase 4 – Construction

With Phase 1 baseline research and initial public engagement activity complete, this report is dedicated primarily to Phase 2 “City Council Asset Prioritization and Analysis” considerations for select properties, as Phases 3 and 4 are dependent on the completion of Phase 2 determinations. However, it is important to emphasize that public engagement and additional research will also be necessary for Phases 2 and 3. An overview of these phases is included in this report.

It is also important to note that several Civic Infrastructure Strategy elements have the potential to meaningfully complement other contemporaneous City initiatives, namely the City's Downtown Economic Strategy and Housing strategies. When complementary influences and/or synergies occur, these will be noted.

FISCAL IMPACT

Unanticipated Educational Revenue Augmentation Fund (ERAF) resources are available to fund the recommended additional library, City Hall, and Adams Street analysis recommended in the strategy. Additional planning is necessary to identify cost estimates that are necessary to build a subsequent funding strategy for improvements.

RECOMMENDED ACTION

Provide direction to the City Manager.

ATTACHMENTS

[Attachment A - DRAFT Civic Infrastructure Strategy](#)

[Attachment B - City Vision and Mission Statement](#)

[Attachment C - SHAPE Committee Criteria](#)

DRAFT Civic Infrastructure Strategy – Phase 2

“Asset Prioritization and Analysis”

Asset Prioritization

To organize Phase 2 “Asset Prioritization and Analysis” recommended next steps, each asset has been preliminarily classified as either a Phase 2 Priorities (see Table 1) or Lower Priority Assets (see Table 2). The priority properties have been selected primarily due to their relationship with City Hall and suggestions from the SHAPE Committee and City Council that the City may benefit from additional study/analysis of these sites. Discussion will be needed to ensure the preliminary asset classification accurately reflects the Council’s priorities.

Lower priority assets classified as primarily maintenance (Column A) will be incorporated into an annual building maintenance budget. Based on a review of the EMG study, it is estimated sustained annual funding of at least \$400,000 is required to address deferred maintenance issues and perform routine maintenance on assets that remain in the City’s inventory. Some assets have been identified as possibly suitable for eventual sale or lease, which may further reduce annual maintenance requirements. Sale of excess assets will yield revenues to support this undertaking. Due to an organizational need to limit the number of concurrent projects to a manageable number, it is recommended Column B assets be postponed for further study until Phase 2 priorities are completed.

Table 1. Phase 2 Priorities

Asset	Notes
City Hall/Police Station	Rehabilitation of Lyman Park infrastructure and amenities is recommended at the time the City Hall property is rebuilt.
St. Helena Library	
Head Start Building ¹	
Adams Street Property	
Scout Hall	

¹ The SHAPE Committee discussed the possibility of replacing the Head Start Building with a modern Parks and Recreation community facility in Crane Park. Due to the age and limitations of the department’s use of a converted single-family house on Railroad Avenue, as well as the Railroad Avenue parcel’s potential for alternate uses, it is recommended this suggestion be strongly considered and further analyzed.

Table 2. Lower Priority Assets

Asset	Primarily Maintenance (A)	More Discussion or Analysis Recommended (B)	Notes
Carnegie Building	X		The building is underutilized and may be suitable for lease or sale.
Fire Station	X		
Former CDF Office Building		X	This parcel is underutilized and may be suitable for eventual land lease or sale.
Public Works Corporation Yard		X	Immediate safety concerns and deferred maintenance of the office and restroom space have already been addressed. Some consideration should be given at a later date to development of a longer-term Public Works Corporation Yard Master Plan and/or relocation of the yard.
Signorelli Barn		X	Funding to shore up the building will be recommended in the FY 2019/20 budget.
Parks & Recreation Building (formerly Teen Center)		X	This parcel is underutilized and may be suitable for eventual land lease or sale.

Recommended Immediate Next Steps

- 1. Define City Hall Parcel Mix of Uses.** Because it is necessary to further define the possible blended elements for the building, is recommended the City's real estate advisory/financial services consultant (Kosmont Companies) assist the City with an identification of multi-use options to enhance the future building's potential as a distinctive destination for the community. The future building has an opportunity to serve as an attractive northern anchor for the City's downtown business district and identifying complementary uses/tenants is necessary before design. It is recommended the City Council appoint two Council liaisons to assist with this work, which is anticipated to require approximately four months to complete.
- 2. Separate Police Function from City Hall.** The City Manager recommends separating the Police function from the future City Hall structure. This produces several advantages:
 - Allows for a smaller building footprint on the City Hall site;
 - Provides a means of accelerating the City Hall project because Police and Dispatch services can relocate relatively quickly to the City's CDF property; and
 - Preserves the City Council's ability to flexibly consider alternative service delivery options in the future.
- 3. St. Helena Library.** The City's Library is suitable for a population of up to 17,000 residents. With the regional draw enjoyed by the Library, and feedback from Library staff and patrons regarding challenges with operating within the existing space configuration, it is recommended the City allocate \$100,000 (to be fully offset with the unanticipated current

fiscal year receipt of one-time ERAF property tax revenues) to secure the specialized services of a library architect to assess current space, determine space needs, review trends in modern library design, and make recommendations to reimagine and modernize the current St. Helena Library space. This would include evaluating the possibility of establishing an outdoor civic space to capitalize on the Library's remarkable exterior views and its potential as a revenue generating asset if leased for special events. This work will produce recommendations that help the Library prepare for the future, plan improvements, and identify cost estimates. It is recommended the City Council identify two Council liaisons to assist with this effort, which is expected to require four to six months to complete and run concurrently with the planned Kosmont analysis of the City Hall parcel.

4. **Future Recreation Facility.** The Parks and Recreation Department is currently located in a former single-family residence on Railroad Avenue. While the building is in good condition and has a small adjacent programmable space for recreation purposes, it does not adequately meet the City's current and future recreational programming needs. The SHAPE Committee enthusiastically and unanimously recommended planning and then building a Recreation facility to replace the Head Start Building at Crane Park. A new facility could be designed to include:

- Multi-use activity space – one large room large enough to be subdivided into three smaller classrooms (approximately 3,000 sq. ft. overall; 1,000 sq. ft. each when divided)
- Conference room for meetings
- Lobby with comfortable reception area with counter
- Offices for Recreation Department staff
- Restrooms for customers/staff
- Storage for department supplies, and program equipment and supplies
- Kitchen
- Café or concession enterprise
- Optional amenities:
 - Gymnasium
 - Climbing wall
 - Locker rooms for men and women
 - Rooftop patio
 - Indoor/outdoor patio space adjacent to bocce courts

Costs associated with development of a community recreation facility could be offset or entirely funded via naming rights and/or local philanthropy. If there is Council interest in pursuing this concept, it is recommended the City issue an RFP to secure a design firm for a public engagement process designed to refine options and a cost estimate for a modern community recreation building.

5. **Adams Street Parcel.** A number of ideas about use of the Adams Street parcel were discussed by the SHAPE Committee. The parcel remains a valuable financial and community

asset that may provide answers to financing City improvements, helping downtown economic vitality, or addressing other community needs if desired. It is recommended the Kosmont Companies analyze the SHAPE Report options and individual member recommendations, consider revenue generating ideas that would reserve space for the community, consider the possibility of a small-scale hotel placed on a discreet area of the parcel, and present the City Council with a report for consideration. The report should include financial analysis of long and short-term revenue generation potential.

6. **Scout Hall.** Because of the proximity of Scout Hall to City Hall and the potential community space that would be available if a recreation building is built at Crane Park, it is recommended that two Council Members and the City Manager meet with representatives of the Troop 1 to discuss options related to Scout Hall and provide a recommendation to the City Council.
7. **Design Competition.** The City Manager recommends the Council consider utilizing a competitive design competition to identify options for the planned mixed-use structure on the City Hall property. Such a competition will invite imaginative thinking about the building and its integration with Lyman Park. In addition to any desired aesthetic improvements, the Park's utilities and lighting infrastructure require significant enhancement. Additionally, some trees may be diseased and require removal.

Once mixed-use concepts are further developed, it is recommended the City utilize a consulting architect to refine the City's space requirements and assist City staff with preparation of a competition, including criteria by which responses will be judged. Because design competitions are enhanced by the willingness to make funding available to the preferred firm, it is recommended the City consider allocating up to \$50,000 of one-time unanticipated Educational Revenue Augmentation Fund (ERAF) resources for the design competition and challenge the philanthropic community to match the City's investment in order to 1) attract superior talent, and 2) make available up to \$100,000 to incentivize participation.

If a traditional design approach is desired, the City's use of a consulting architect to prepare an RFP will still be warranted.

8. **Plan Temporary Staff Relocation.** Because City Hall staff, including Police and Dispatch services, must be relocated before any reuse or rebuild of the City Hall property is initiated, it is necessary for the City Council to prioritize temporary relocation plans for these services.

Police Department Staff. It is recommended the Police Department relocate to the City's CDF building on Railroad Avenue. Because the City will need to make security and tenant improvements, it will be necessary to evaluate transition challenges related to technology, identify needed improvements, and prepare a cost estimate and transition plan for City Council/City Manager review.

City Hall Staff. While the City may be able to spread City Hall staff into multiple City-owned buildings (and will evaluate the feasibility of this approach), it is recommended the City prioritize an alternative of identifying whether the City Hall staff can be temporarily relocated to a single alternate building. Approximately 8,000 to 9,000 sq. ft. is needed. A single location will enhance department collaboration and enhance customer service by providing a single point of contact for multiple departments. It will be necessary to identify required tenant improvements, and prepare a cost-estimate and transition plan for City Council/City Manager review.

Discussion of Phase 3 and 4 Considerations

The following provides a high-level overview of current considerations related to Phase 3 – Planning, Cost Estimates and Identification of Funding Strategy and Phase 4 – Construction.

Planning for any facility will require use of outside consultants and public engagement to ensure the product adequately meets the current and future needs of the City and community. Each facility should incorporate use of technology to the extent possible and include plans for a construction management element during construction. It will be necessary to refine cost estimates in order to evaluate options and prepare a sound funding strategy for desired improvements.

Project Staffing

Given the substantial undertaking associated with the scale of projects envisioned with the Civic Infrastructure Strategy and other concurrent City projects, it may be necessary to augment City staffing to support the timely delivery of these projects. It is recommended the City Manager evaluate the organization, review the initial launch of this initiative and its impact on staff, and consider mid-year budget adjustments to support these efforts.

City of St. Helena

Vision Statement

The City of St. Helena will strive to be economically sustainable, and continue to be family-friendly, diverse and safe community which prudently manages its financial and human resources, continues to upkeep and improve its infrastructure, ensures its water security, provides a full range of housing, business, cultural and recreational opportunities and embraces and retains its historic, small-town character, beautiful natural environment and high quality of life.

Mission Statement

The City of St. Helena is dedicated to serving the needs and desires of our citizens by:

- Maintaining and improving our short and long-term economic sustainability
- Offering excellent professional services to all customers
- Establishing, improving and maintaining City infrastructure
- Maintaining and encouraging an environmentally sustainable community
- Preserving and embracing the historic, small-town, rural character of St Helena.
- Expanding and improving recreational services and facilities and cultural opportunities
- Encouraging a wide range of innovative, well-designed housing available for residents of all ages and income levels
- Facilitating full civic participation and ongoing communication
- Strengthening partnerships with the private, non-profit and public sectors

Vision and Mission Statements adopted by the City of St. Helena City Council on April 12, 2016, Resolution No. 2016-47.

DRAFT
General Evaluation Criteria/Principles
(Synthesis of Work Submitted by Committee Members)

City Facilities/Services

- Ensure efficient use and functionality of facilities
- Improve community meeting and gathering spaces/venues for multiple uses
- Safe working environment
- Anticipate future needs
- High quality facilities; places citizens feel pride in.
- Ensure maintenance of facilities
- Minimize time to achieve outcome
- Consider partnerships if available

Community Character

- Protect neighborhoods from negative impacts
- Family friendly
- High quality aesthetics
- Low impact on water demands (environmental mitigation)
- Minimize traffic impacts/improve circulation
- Maintain open space
- Enhance cultural attractions in City
- Preserve the soul of St. Helena
- Provide more parking
- Provide additional workforce and senior housing
- Safe community
- Honor St. Helena's history
- Embrace art
- Facilitate biking, trails and walkability
- Consider economic and ethnic diversity

City Finances

- Secure sustaining revenue and cash flow stability
- Protection of the General Fund
- Thriving unique business community, while balancing tourism
- Evaluate creative revenue strategies (e.g. naming rights, philanthropy, sweat equity, etc.)
- Resist selling assets or build development for immediate gain

Pressing Needs

- Addressing City Facilities that are inefficient, unsafe, or otherwise deter positive workforce and ability to provide services.
- Public Restrooms
- Community Cultural Center or Civic Center for cultural events and diverse civic needs.
- Downtown business
- Downtown public restrooms

Notes:

1. Our original list of criteria from the brain-storming session February 14, contained redundancies and items that seemed to merge well with other items. We assumed that a useful framework would need to be shorter and 'cleaned' up some. We thought it would be easier for you to find the various items if we grouped them.
2. We also thought it would save time and be helpful if we sent the groupings out to you ahead of the March 7 meeting so you could reflect on them, see if we missed anything etc.
3. The purpose of this Synthesis is to provide a framework for evaluating the Committee's recommendations for the city assets without being too onerous. One of the recommendations we will make at the March 7 meeting is that the committee's decision-making process use the adopted framework as a means of evaluating the property recommendations.
4. We have combined the Things to Avoid with the Things to Enhance/Preserve. If we have missed something please make sure to bring it up at the meeting on March 7, 2018.
5. Some of the Pressing Needs are also in the first part of the synthesis. We just captured the items that did not seem to fit above.