



City of St. Helena
Special City Council Meeting
Monday, November 4, 2019 @ 6:00 PM
Vintage Hall Board Room - Second Floor
465 Main Street, St. Helena

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: Geoff Ellsworth, Vice Mayor: Paul Dohring, City Council Members: Anna Chouteau, David Knudsen 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. OLD BUSINESS:

- 4.1. Discussion and Direction Regarding 1) Evaluation Criteria, Principles, and Process to Guide and Prioritize City Council Decisions Related to Civic Building Site Selection, Renovation and/or New Construction; and 2) Framework for Evaluation of Financing Options to Fund Desired Civic Buildings and Infrastructure, including Unfunded Stormwater and Streetscape Improvements

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CEQA Determination: Not a CEQA project

Prepared By: Mark T. Prestwich, City Manager

Recommendation:

Provide direction to the City Manager.

[Staff Report - Pdf](#)

[Presentation](#)

[Public Comment.Tom Faherty](#)

[Public Comment.Oliver Caldwell](#)

[Public Comment.Ron Amoroso](#)

[Public Comment.Dan Hale](#)

[Public Comment.Tom Faherty Letter](#)

[Public Comment.Paula and Roger Goyins](#)

[Public Comment.Mike and Jessica Elmhurst](#)

[Public Comment.Kris Smith](#)

5. ADJOURNMENT

The next Regular City Council meeting is scheduled for November 12, 2019, 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 October 30, 2019.

A handwritten signature in blue ink that reads "Cindy Tzaopoulos". The signature is fluid and cursive, with the first name "Cindy" and last name "Tzaopoulos" clearly distinguishable.

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
Special Meeting Workshop
Council Meeting of November 4, 2019

Agenda Section: Old Business

Subject: Discussion and Direction Regarding 1) Evaluation Criteria, Principles, and Process to Guide and Prioritize City Council Decisions Related to Civic Building Site Selection, Renovation and/or New Construction; and 2) Framework for Evaluation of Financing Options to Fund Desired Civic Buildings and Infrastructure, including Unfunded Stormwater and Streetscape Improvements

CEQA Determination: Not a CEQA project

Prepared By: Mark T. Prestwich, City Manager

Reviewed By: April Mitts, Finance Director

Approved By: Mark T. Prestwich, City Manager

BACKGROUND

On September 17, 2018, the City Council approved a four-phase "City of St. Helena Civic Infrastructure Strategy" (Strategy) framework for City Council decision making to advance discussions for replacement of City Hall, Library improvements, and a possible Community/Recreation space. The Strategy was designed and developed in accordance with the City's Vision and Mission Statement (see attached) and built upon the criteria established by the 11-member citizen St. Helena Assets Planning Engagement (SHAPE) Committee to honor community values and characteristics. The Strategy consists of 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.

City of St. Helena Civic Infrastructure Strategy

- Phase 1 – Baseline Research/Public Engagement (Complete)
- Phase 2 – City Council Asset Prioritization and Analysis (Underway and nearing completion)

- Phase 3 – Planning (architectural design/bids), Cost Estimates, and Identification of Funding Strategy (Initiating Fall 2019)
- Phase 4 – Construction (To be determined)

Pursuant to the work evolving with Phase 2, on August 26, 2019, the City Council held a public workshop to discuss concept site options for the St. Helena Library City Hall, and conceptual Community/Recreational facilities

This workshop resulted in direction to further evaluate three options associated with City Hall replacement and Library improvements on Library Lane, and one option for Library improvements on the existing City Hall site. Noll & Tam Architects, the City's consultant, will complete massing sketches and develop preliminary cost estimates for each of the four configurations in the coming month. This Phase 2 work is nearing completion and will prompt Council discussions related to prioritizing improvements to civic buildings and infrastructure and discussing and selecting financing/funding strategies.

Concurrently, the City is nearing completion of a downtown streetscape improvement plan and associated preliminary cost estimates. Inspired by the City's \$1.2 million One Bay Area Grant Round II construction grant to improve downtown sidewalks and associated streetscape, streetscape improvements beyond the core sidewalk improvements will require additional funding.

The City is also actively working to complete a Utilities Underground Master Plan (Master Plan) to identify and prioritize critical water, sewer, and stormwater infrastructure improvements so they can be coordinated with future street paving improvements projects funded by Measure T over the next two plus decades. The Master Plan is projected to be completed by the end of 2020. While water and sewer improvements have dedicated revenue through utility rates, the City currently has no dedicated funding for the replacement of critical, but aging, stormwater infrastructure.

DISCUSSION

Phase 2 of the City's Civic Infrastructure Strategy is nearing completion as preliminary cost estimates for the civic improvements identified above are anticipated before the end of 2019. These cost estimates will substantially exceed the City's current ability to finance civic building improvements and other civic infrastructure projects.

Given the complexity of these decisions, it is recommended the Council formulate a decision-making framework to guide important community decisions related to site selection and available funding and financing options. An understanding of probable construction timetables and an updated long-range financial forecast and property appraisals can aid the Council in making decisions.

Staff is recommending Council discussion and seeking direction on the following topics:

Part A - Discussion and Direction Regarding Evaluation Criteria, Principles, and Process to Guide and Prioritize City Council Decisions Related to Civic Building Site Selection, Renovation and/or New Construction

1. Develop Evaluation Criteria and/or Principles to Guide Decision Making

- **Review and discuss SHAPE Committee criteria for City Facilities/Services and Pressing Needs**

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

Pressing Needs

- Address 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

2. Review and discuss results of Noll & Tam Online Survey Results (July 16-31, 2019) – 482 Responses

What is the cultural and social essence of St. Helena?

- #1 – A great place to raise a family
- #2 – Small rural town with city culture
- #3 – Connection to open space & natural setting

Top 3 Issues Facing St. Helena

- #1 – Affordability
- #2 – Viability of Downtown
- #3 – Preservation of St. Helena's small town character

Roles and Services

Library

- #1 – Books & media lending
- #2 – Provides children's services
- #3 – Quiet place to study or read

City Hall

- #1 – Get permits or licenses
- #2 – Get City advice or info
- #3 – Town meetings

Park & Rec

- #1 – Special community-wide events
- #2 – Access to park & nature areas
- #3 – Bocce

Where would you locate an improved St. Helena Civic Center?

- #1 – Near the Library (45.71%)
- #2 – Current City Hall parcel (38.64%)

What new roles, synergies & shared services could facilities have with each other and beyond?

- #1 – Common public outdoor spaces for community gathering and events – *a community living room*

3. **Discuss and Confirm Recommended Process for November 12, 2019 Noll & Tam Preliminary Cost Estimates/Massing Sketches Presentation**
 - Receive presentation on options and probable construction timetables
 - Public comment
 - Council direction to staff regarding optimal timing and focus of next steps

Part B - Discussion and Direction Regarding Framework for Evaluation of Financing Options to Fund Desired Civic Buildings and Infrastructure, including Unfunded Stormwater and Streetscape Improvements.

1. Discuss criteria and principles related to Council selection of available financing options, i.e. considerations such as benefits and risks to City, overall financing costs, equity, ability to accomplish other needs, general fund capacity and stability, potential to minimize time for overall completion, uncertainties
2. Evaluate and/or reappraise value of City assets for likely or intended long term (as opposed to existing) use
3. Update long range financial forecast

4. Discuss use of financial expert(s) to assist in analysis and Council selection of financing/funding strategies
 - a. Consider appointment of resident expert task force working with City Council subcommittee or with Council as a committee of the whole to develop recommendations on construction options and financing timetables/strategies
 - b. Consider selected use of outside municipal finance and real estate development advisors

FISCAL IMPACT

The purpose of this report is to organize decision making associated with civic building site selection, renovation and/or new construction and framework for evaluating financing options to fund desired civic buildings and Infrastructure, including unfunded stormwater and streetscape improvements.

RECOMMENDED ACTION

Discuss and provide direction to the City Manager.



Process & Decision Making Framework Workshop

By: Mark Prestwich, City Manager

November 4, 2019

Special City Council Meeting



Civic Infrastructure Planning Status

Cost estimates now available

1. Downtown streetscape improvements
2. Options for replacement of City Hall, upgrades to the Library, and other community space.

The focus of this meeting is to organize the **decision-making** associated with site selection, renovation, and/or new construction of civic buildings, including unfunded stormwater and streetscape improvements.

This is NOT a meeting where decisions will be made on which investments to make, site selection, or funding strategies.



Objective

Discuss and Provide:

1. Feedback on what evaluation criteria, principles and process to guide and prioritize decisions on site selection, renovation, and/or new construction.
2. Feedback on framework for evaluating financing options to fund desired improvements.



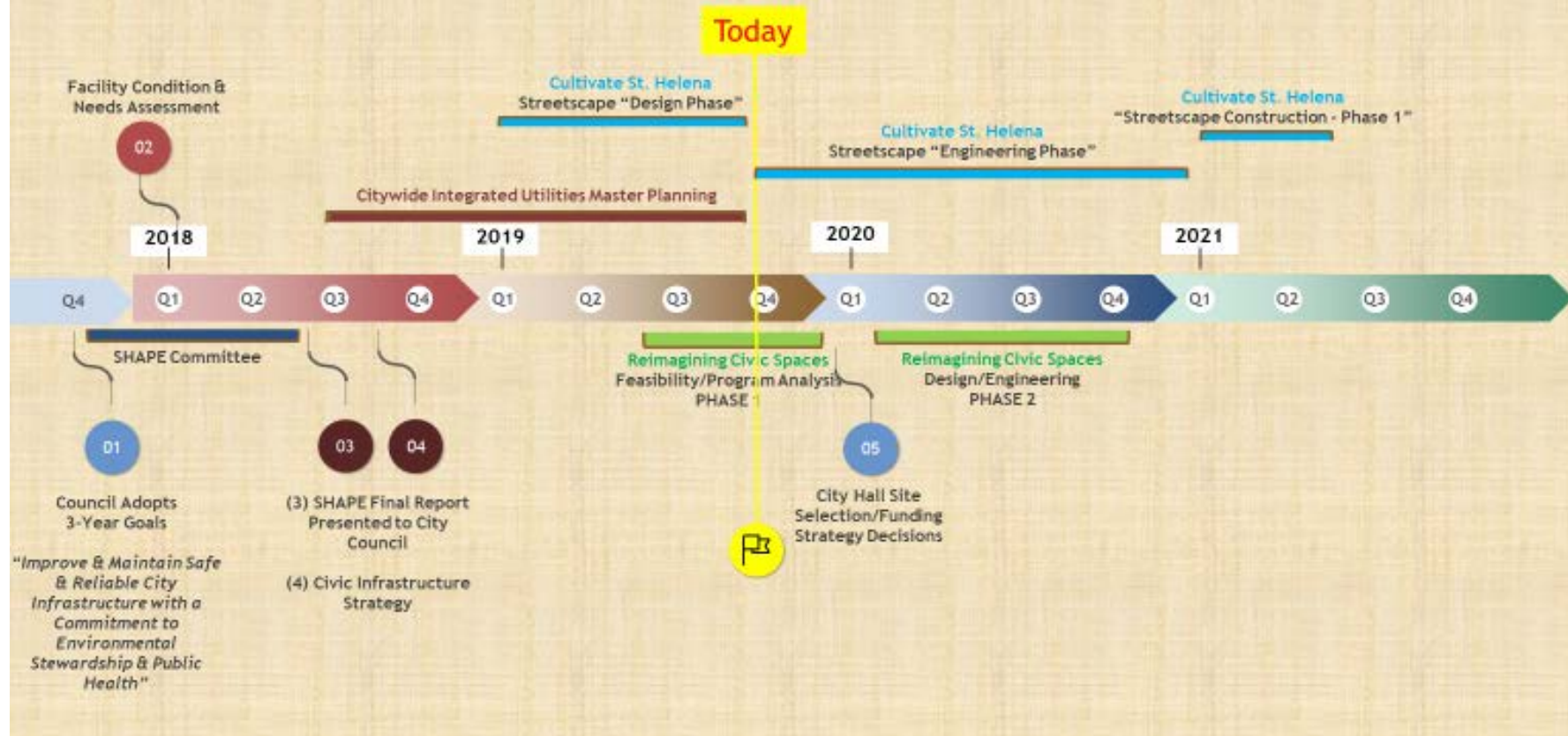
Background

Civic Infrastructure Strategy

1. Baseline Research/Public Engagement - Complete
2. **City Council Asset Prioritization & Analysis - Nearing completion**
3. Planning (architectural design/bids on desired improvements, identification of funding strategy)
4. Construction (TBD)



Infrastructure Roadmap with Milestones (2017-2021)





SHAPE Evaluation Criteria

City Facilities/Services	Higher Importance	Lower Importance
Ensure efficient use and functionality of facilities		
Improve community meeting & 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		



SHAPE Evaluation Criteria (cont.)

Pressing Needs	Higher Importance	Lower Importance
Address 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		
High quality facilities; places citizens feel pride in		



Noll & Tam Online Survey Results

(482 responses)

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Top 3 Issues facing St. Helena

- Affordability
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Noll & Tam Online Survey Results

(482 responses)

Roles and Services

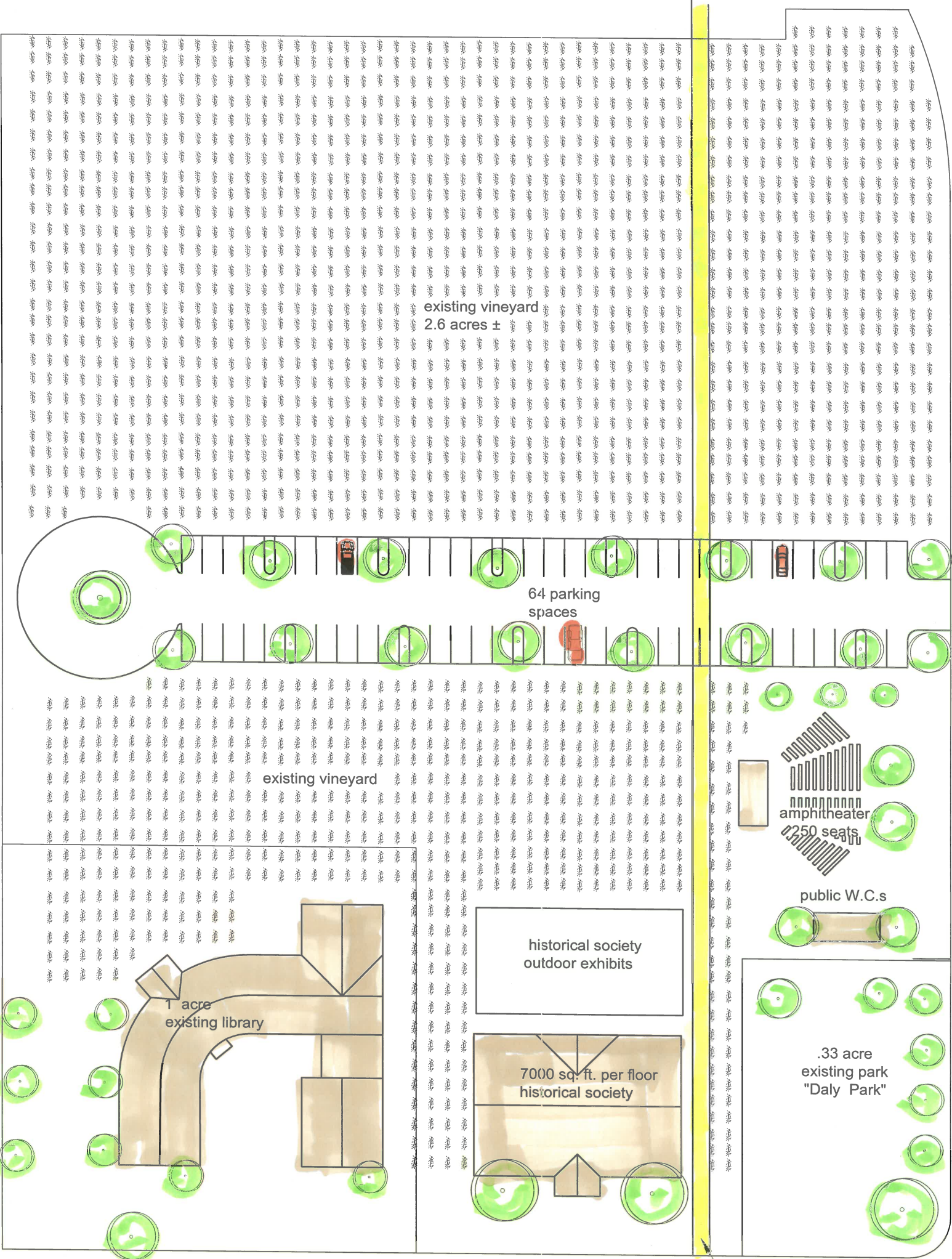
- Library
 - Books and media lending
 - Provides children's services
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- City Hall
 - Get permits or licenses
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- Parks & Recreation
 - Special community-wide events
 - Access to park and nature areas
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Other Questions

1. Feedback on planned November 12, 2019 Noll & Tam massing and cost estimates presentation
2. Criteria and principles related to financing options
3. Possible evaluation and/or reappraisal of City assets
4. Update Long Range Financial Forecast (LRFF) to incorporate civic improvement options?
5. Use of financial advisors/task force?
6. Other?

Thank you!



LAND USE AREAS

Library Site	1 acre
Historical Society Site	0.4 acre
Daly Park	0.33 acre
Ampitheater Site	0.30 acre
Parking lot Farmers Mkt	0.66 acre
Open Space West	1 acre
Open Space East	2.6 acres

LIBRARY LANE

ADAMS STREET

St. Helena Civic Improvements Decision Process Workshop

Pros and Cons of Site Selection. 4-Nov-19

Questions answered comparatively with only one "check mark" applied to most applicable site.

SITE SELECTION

MAIN ADAMS

1 B 3A/3B

1. ADAMS PARCEL ?

- a. Viability of a hotel on Adams deeded to only single story
- b. Optimum harmony of dwellings with open space

2. CONNECTIVITY ?

- a. Public Transportation
- b. Close pedestrian proximity to Rianda House & Post Office
- c. Close pedestrian proximity to Stores & Restaurants

3. DOWNTOWN ?

- a. Enhances viability of the downtown
- b. Improves the image of downtown
- c. Intergrates with Street Scape Plan
- d. Increases use and new synergy to Lyman Park
- e. Reestablishes St. Helena as a prestigious destination

4. REVENUE ?

- a. Preserves maximum financial return on Adams
- b. New revenue in rents from Cultural Groups/ Tenants
- c. Provides opportunities for new benefits from Visitors

5. VIABILITY ?

- a. Insures development of new Cultural Center
- b. Attractive site for other private and cultural groups
- c. Best synergy for Library with adjacent tenant
- d. High visibilitiy to Community & Visitors
- e. Greater public use for evenings & weekends
- f. Can be financed within limits of loan qualifications
- g. One acre adjacent park with heritage trees
- h. 150 year history as social, festival & music site

From: [Ron](#)
To: [Cindy Tzafopoulos](#)
Subject: Open Public Space At Adams Street
Date: Monday, November 4, 2019 2:22:03 PM

As a property owner in St. Helena, I would like to cast my “NO” vote to developing the Adams street property for anything other than St. Helena City Government use. I have my reasons that you may or may not agree with. The only “important” thing is my “NO” vote towards a Hotel, a Resort, or any other for profit business use that would radically change the character of that area through the addition of large numbers of people and/or traffic.

Thank you,

Ron Amoroso

2 Nov 2019

Saint Helena City Council,
RE: Special Meeting Workshop Council Meeting of November 4, 2019

As options come into better focus by the earnest work of consultants and the steering committee, useful data can be employed to encourage progress. Some of the sobering facts that come out of that data is the less abstract concept that our imaginations and wish lists have far outpaced our financial capabilities as they are currently framed. These are important exercises to have engaged upon. I believe it is important to not be wedded at this time to presupposed outcomes but to healthy approaches and frameworks for solutions that have the best chance of success.

Please see comments as related to agenda items:

Discussion and Direction Regarding

**1) Evaluation Criteria,
Principles, and Process to Guide and Prioritize City Council Decisions Related to Civic Building Site
Selection, Renovation and/or New Construction;**

I believe it is critically important to embark upon these considerations with a holistic examination and understanding of the entire ecosystem of Saint Helena. First establishing and committing to the preservation and strengthening of resource inventory (IE the Adams street parcel) must be paramount. As is leveraging and interweaving these decisions to have the maximal elevating effect to both the downtown merchants and the overall vibrancy of Saint Helena. Committing to and defining the most efficient sorts of connectivity and building in long term financial vitality must be considered and solutions must be shown to deliver the best effect.

**2) Framework for Evaluation of Financing Options to Fund Desired Civic Buildings and Infrastructure,
including Unfunded Stormwater and Streetscape Improvements"**

I do not believe it would in any way be appropriate to discuss funding options without an accurate accounting and demonstration of both the potential value of the sale or lease of the maximized Adams street parcel in both funds up front and ongoing financial boost (taxes/tot/populating our main street) and the lost opportunity cost should you choose not to preserve its value in addition to the unfunded outlay of chosen infrastructure repairs/ new builds.

Where would you locate an improved St. Helena Civic Center?

#1 – Near the Library (45.71%)

#2 – Current City Hall parcel (38.64%)

What new roles, synergies & shared services could facilities have with each other and beyond?

#1 – Common public outdoor spaces for community gathering and events – a community living room

These questions asked without context as to the nature and power of the placement of those energy sources in relation to bolstering the vitality of downtown and town in general are only partially informative. Considering the synergy and possible elevating effect of the optimal placement and character of that "community living room" is crucial.

**Consider appointment of resident expert task force working with City
Council subcommittee or with Council as a committee of the whole to
develop recommendations on construction options and financing**

I believe that the valuable input of various consultants needs to be informed by the valuable AND contextual understanding of a cross section of engaged local resources (people). The solutions delivered by that combined resource will naturally be seen as more valid.

Sincerely,
Daniel Hale

4 November 2019

To mayor Ellsworth and the city Council:

For the record I would like to make the following points regarding the City of St. Helena development on Adams Street and Library Lane.

1) The city does not need another Civic event space, or Community center. It would be a waste of money and probably not used much. In addition, building a new space would take a small but steady income stream from the existing event spaces in St Helena. I am talking about the service club halls such as the native sons, the American Legion, the Oddfellows among others, and the churches in town who regularly use their spaces for civic events.

2) The Dr. George Wood public library in St. Helena is a civic jewel. Just ask the patrons and the staff some of whom have worked in the library more than 20 years. With a declining student population in St. Helena the youth and children's wing of the library is more than adequate for many years to come. The library is beloved by the community for its architectural integrity and beautiful setting. Repurposing or building a new library would be an egregious mistake. Repair the structure and let it shine for another 40 years.

The previous two points are facts not opinions and must be seriously considered by the City Council and Planning Commission. The following is an opinion and certainly open to debate.

Given that the city needs to replace the existing spaces for City Hall, Public Works, the recreation department, and police department, it is easy to see why the property on library Lane would be a nice place to establish an entirely new civic center. On the other hand, it is my feeling that the present location of City Hall is ideal. I believe that the citizens appreciate the fact that City Hall is downtown in the heart of the city, not across the tracks. I believe that a new multi-story city hall that overlooks and is connected to Lymann Park would be preferable to moving City Hall. A two or even three story City Hall with an elevator would have more than adequate space for City Hall functions, public works, and the recreation department. The police department and city employee parking could be developed on Railroad Avenue where Public Works is housed presently.

In closing, I would caution the city to be careful not to over build. We have a fire house which would be the envy of a city 10 times the size of St Helena. The fire house is a wonderful facility that is used by the community, the fire department and CalFire often, but it has extra space designed for a future professional fire department. That space may never be used. That is to say be very careful in the programming phase of future buildings. Be sure to get citizen input before planning and building your new facilities.

Thomas Faherty

From: [Paula Goyins](#)
To: [Cindy Tzafopoulos](#)
Subject: Adams Street
Date: Monday, November 4, 2019 3:18:57 PM

Paula and Roger Goyins vote in favor of walking paths!

P J Goyins

Cindy Tzaopoulos

From: Michael Elmhurst <mike12jess321@gmail.com>
Sent: Monday, November 4, 2019 4:50 PM
To: Cindy Tzaopoulos
Subject: Building on Adams Lot

Mayor and City council,

My wife and I strongly object to destroying the gorgeous public space behind the Library. What we need is more parks, not less. Crane is packed. Meily is fine, but along a noisy street. Wappo is nothing more than a hot field for dogs, which is fine for people who want to take their dogs there, but it is not a place to find quiet and be in nature like the park behind the Library and the pathway to the Napa River.

No one would object to building a pavilion or someplace to rent for events on part of that land. It could be used by non-profits in fundraising, or weddings or reunions, business team building or gatherings and wouldn't destroy that area for the taxpayers of this city who own it.

It's obvious that each time it is brought up, a lot of people object. Why are we continuously asked for our input and then it just gets brought up again and again? It almost seems like the goal is to make us so tired of objecting, that we give up and really have no say in our own city. Not great representation of the people.

Please, be smart and sustainable in this valley where we have been beaten down by fire and floods.

Please don't be fooled that one hotel will "save St Helena" like some people want you to believe. Recessions and luxury resorts do not go hand in hand to save St Helena, but wedding and business rentals will go on.

Keep the views, construct a pavilion or building, and use the revenue while preserving publicly owned land. Or, please think outside the box of another luxury hotel. Or, build a hotel on Main Street and don't destroy public spaces we all care about.

Thanks for listening,
Mike and Jessica Elmhurst

Cindy Tzaopoulos

From: Krystine Smith <krysmith@mail.com>
Sent: Monday, November 4, 2019 4:23 PM
To: Cindy Tzaopoulos
Subject: NO to developing the Adams Library Propety open space - especially with a hotel

Dear Councilmembers,

I am writing to you to have our voices heard about the beautiful public space near the Library and the beautiful, safe and peaceful city walking path through the vineyards toward the river.

As someone trying to raise small energetic boys, I am always looking for ways to get them out of the house so they can run and exercise and get rid of that boy energy. We all adore that walkway and vineyard space. It is unlike any place I know. It's peaceful and full of wild things. We see rabbits and all kinds of birds, butterflies and hear bullfrogs. The boys can run wild and safely without stepping off a curb or being in a park where other people may be playing games or having picnics.

You all keep bringing up the hotel and paving that area, but there's never anything said about any new parks for us, or where we're supposed to go when that's gone. it seems like you want to take away that incredible area that so many people love to use. I meet people there all the time and we take a minute to say hi and share how great it is to be there.

The wealthy guys that have constantly fought for that to be a hotel are obviously going to make a bundle, but it is a sellout to let that happen.

Most poeple in town do not want to turn into yountville. No other city in Napa Valley is like St Helena because we have vineyards and public space to enjoy nature. Please protect our public lands and don't take away our joy of living in a place next door to nature!

Thank you,
Krys Smith and family