

City Hall and Public Safety Feasibility Analysis

Summary Report

DRAFT

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Section 1: Executive Summary

Santa Rosa City Hall & Public Safety Feasibility Analysis

PROJECT OVERVIEW

In August 2019, JLL began working with the City of Santa Rosa on the proposed City Hall Campus project (“Project”). The aim of this Project is to replace and consolidate outdated and inadequate City facilities and to address the underutilization of City land in the downtown core. The main goal of this first phase is to determine if such a project is viable and, if so, what an optimal path is to accomplish it.

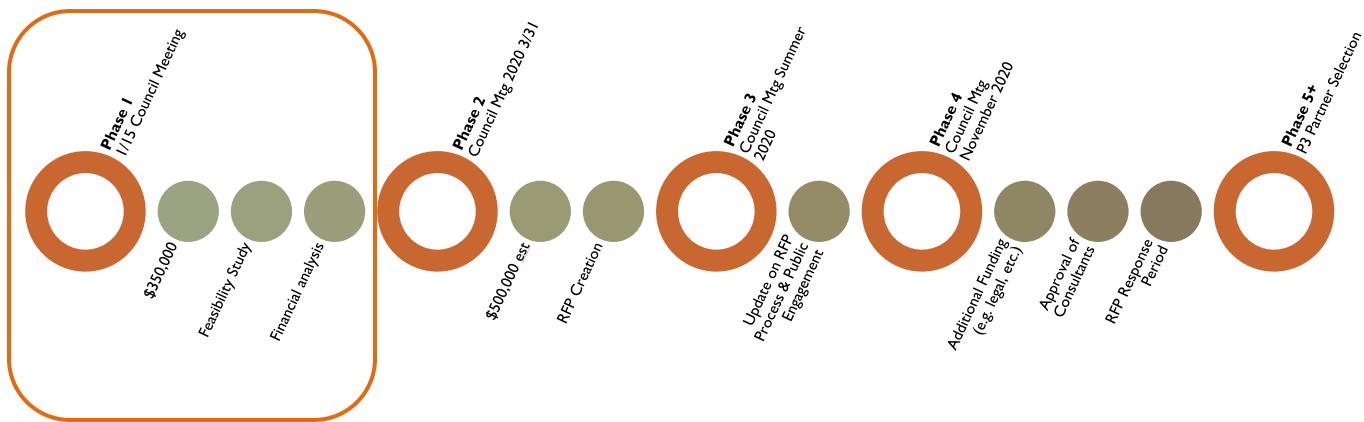


Figure 1: Alternatives Analysis Phase Process, including presentations to City Council and actions.

A team composed of City Staff, JLL staff, Laura Blake Architect, and SCB formed the “Project Team”. Together, this team created Project goals and objectives, collected data on and updated the City’s high-level program needs, performed site analysis on properties the City had identified for potential redevelopment or disposition, created test fit options for the Program on the sites, and developed initial financial proformas for those options. Financing options for the City were developed by PFM, the City’s financial advisor, to create funding scenarios for the proposed Project.

At the outset of the project, the Project Team collected and reviewed data such as the Downtown Station Area Specific Plan, information on City land and existing buildings in the downtown area such as the City Hall, the library, and Public Safety buildings, and reviewed staff counts, parking counts and Public Safety requirements.

The Downtown Station Area Specific Plan (DSASP) is in the process of being updated to address the housing crisis following the 2017 wildfires. It also explores related land use, transportation, economic development and historic preservation issues related to intensifying downtown housing development. A central objective of the DSASP is to enhance the role of Downtown Santa Rosa as an energetic commercial and cultural center with a range of housing, employment, retail and restaurant options in a vibrant, walkable environment.¹ The area covered by the Plan is shown in Figure 2 below.



Figure 2: Downtown Station Area Specific Plan. This view of the Preferred Plan Concept overlays proposed Floor Area Ratio (FAR) maximums throughout the Plan area. FAR represents the amount of building area that can be developed on a parcel of land. The number preceding is the multiplier applied to the area of the parcel.

The current City properties studied for this Project are shown in Figure 3.

¹ Draft Preferred Plan Concept, Santa Rosa Downtown Station Area Plan Update, December 2019

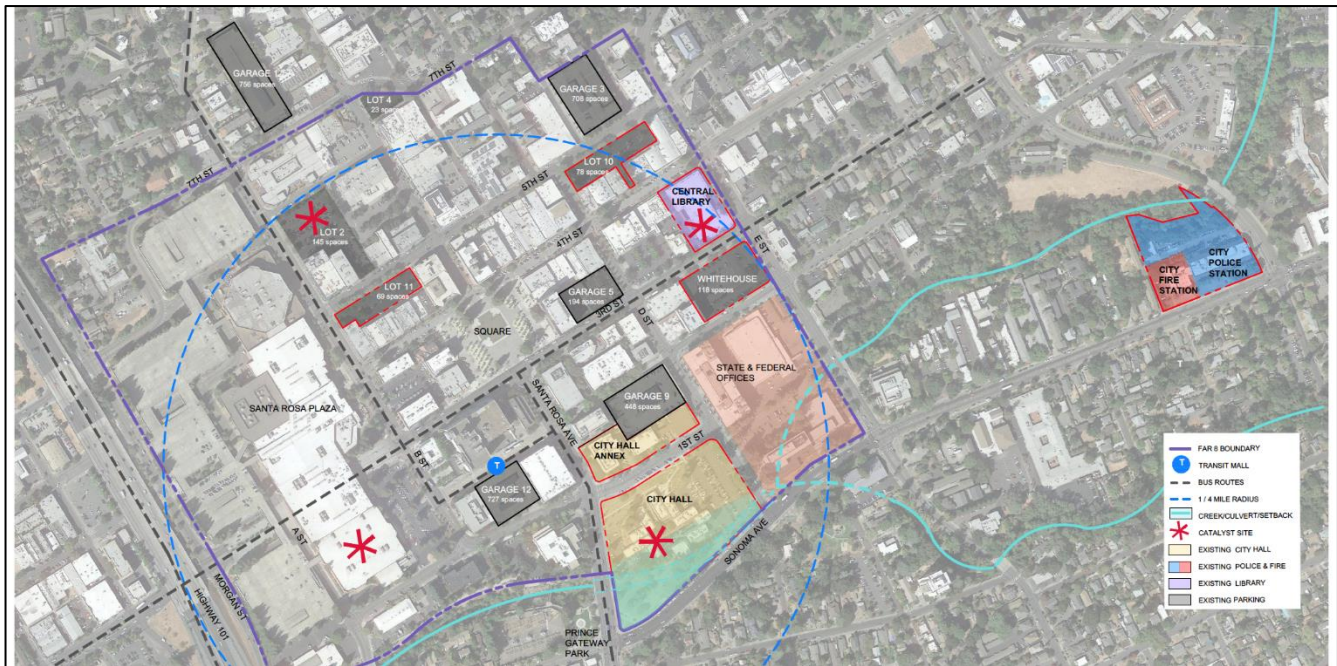


Figure 3: Current City Facilities. The City facilities included in this Project are shown in the above City map, which also overlays the DSASP 8.0 FAR boundary, in purple, and a 1/4 mile radius from the Transit Center in blue.

Using data from the City and the Project Team’s market knowledge, site analyses and valuations were performed on the highlighted properties. This will be discussed further in **Section 3**.

Initial meetings were held with the City’s Executive Team and Economic Development Subcommittee in September 2019 to review preliminary site analysis (**Section 3**), initial program sizing and test fits (**Section 2**)

Goal	<i>To increase downtown land availability for housing and mixed use development through the consolidation of government services into denser, more potent land use, thus providing streamlined access to services.</i>
Objective	<i>To opportunistically use downtown City land for housing and mixed use development resulting from the need to replace and consolidate City administrative buildings and services, which in turn stabilizes costs and resiliency over time.</i>
	<i>Additionally, the new facilities will reduce the City's energy waste and greenhouse gas emissions, and utilize LEED principles, including transit and parking.</i>

and to receive feedback and direction. These meetings were also important in determining the Project goals and objectives.

Following goal setting and direction, the Project Team continued to refine the site alternatives and develop a financial framework (**Section 4**). Key meeting dates were:

- November 2019 – Executive Team and Economic Development Subcommittee: Presented updated site alternatives and a preliminary financial framework; direction to further refine site alternatives and to continue with financial analysis.
- December 2019 – Executive Team: Presented updated site alternatives, dynamic proforma, various conceptual costs and financing options.
- January 2020 – Long Term Finance Committee: Presented alternatives and potential financial impacts.

SUMMARY OF FINDINGS

Between August 2019 and February 2020, the Project Team met once a week to progress the Feasibility Analysis, which this report summarizes. For the Site Analysis, staff and real estate professionals from JLL collected data on 9 sites, analyzing their site and building characteristics, potential disposition value, and positioning for City use vs use for private development to enhance downtown under the DSASP. For the initial Program, staff and Laura Blake developed initial staff and parking counts, as well as Public Safety and potential partner counts to use in test fits on potential sites. SCB and Laura Blake developed physical representations of the site alternatives discussed later in this report to present to the Executive Team and subcommittees. JLL also developed a financial framework and proforma for the Project, from which PFM developed financing scenarios. The findings of each of these tasks (Program, Sites, and Finances) is summarized below:

Program

The City Hall and Public Safety Program sizing includes General Government, Central Library, and Public Safety. Current staff counts, building areas and parking counts were projected at a high level to do preliminary site analysis and test the fit for facilities roughly of the size anticipated. General Government projected staff growth of 10% with space reduction per employee, resulting in maintaining approximately the same building area. The Central Library is projected to be approximately the size used currently. Public safety is projected to increase by 10%. Overall parking is projected to maintain current levels, to be determined based on zoning and City policy.

Combined with the Site Analysis, to follow, test fits were developed to determine which of the target City sites have capacity for the program size. A full programming effort will be undertaken if the City decides to proceed with the Project.

Potential Site Alternatives

There are nine (9) City-owned properties that City staff have identified to analyze as potential site locations for the Project. The map of these is located in **Section 3** and detailed site information is located in **Appendix A**. Based on the Program test fits and multiple discussions with City staff, Executive Team, and subcommittees, the following three (3) site alternatives are proposed for the City and Partner Programs.

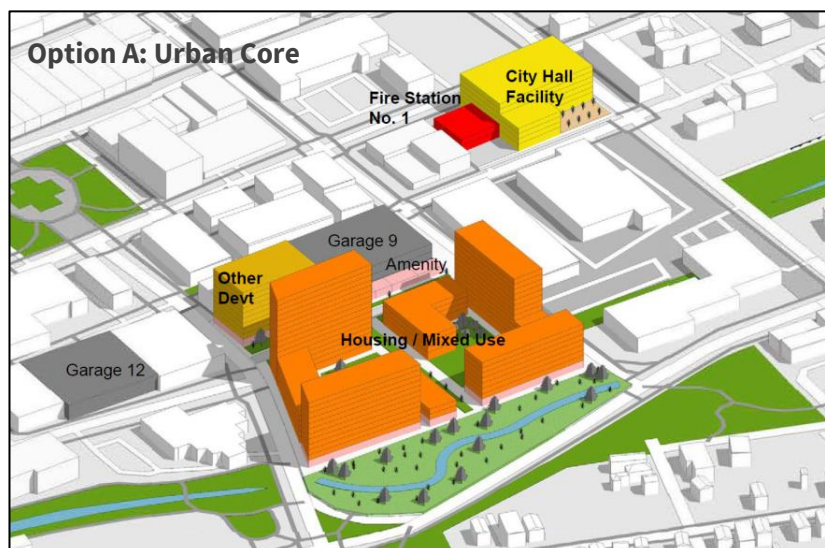
- 1) **Option A:** Urban Core
- 2) **Option B:** City Hall Gateway
- 3) **Option C:** Civic Service Hub

For Options A and B, the Police Station would be located at the Municipal Service Center.

Two-dimension and three-dimension concept diagrams were created for each of the options to show high-level, representative diagrams. Each option accounts for daylighting of the creek, diagrammed by connecting the culverts on either side for graphical representation purposes only.

The site diagrams, and descriptions are summarized in **Section 3**, and detailed in the appendices.

Based on the City's goals to increase the amount of available housing, create a dynamic downtown, build new Public Safety facilities, and increase density in government services, the Project Team recommends **Option A: Urban Core**, shown in the figure below. This Option minimizes disruption to City administrative functions by avoiding "swing space" (temporary relocation during construction), encourages the densification of downtown, creates an urban impression at the southern gateway to downtown, and creates a 'warm' Emergency Operations Center (EOC) immediately adjacent to City Hall at Fire Station No. 1.



Financial Framework

The Project Team developed financial proformas to compare the three site alternatives using construction costs and operating costs for projected new facilities, offset by any potential property dispositions. All three options are relatively similar, in order of magnitude, for the project costs and disposition values, resulting in \$261 million to \$269 million remaining to finance. There may be additional offsetting payments through Enterprise funds or payments from Partner entities through potential colocation.

Annual debt service payments would be roughly \$12.4 million to \$12.8 million per year, plus an additional \$5.7 million annually in operating and maintenance costs and capital renewal contributions. There is a menu of alternative financing options, including General Obligation Bonds, Lease Revenue Bonds, Community Facilities District Special Tax Bonds, and others, that can be used alone or in combination with each other. These are financed through increases in property taxes, Occupancy taxes, Sales Tax, Utility Users Tax, and/or a Citywide Special Tax. Each of these requires voter approval. The fiscal impacts, as well as a more detailed description, can be found in **Section 4** and **Appendix B**.

RECOMMENDATIONS

Based on the Project's Goals and the Analysis done to date, the Project Team recommends the City Council provide direction to the City Manager to:

1. Proceed with Community Engagement surrounding *Option A: Urban Core* as the Project concept;
2. Begin detailed Project programming and public engagement based on the project concept; and
3. Pursue exploration of financing options.

NEXT STEPS

Assuming the City elects to move forward with the Project, and that the City would fund the Project largely through a revenue measure(s) on the November 2020 ballot, the following next steps position the City for effective partnership engagement at that time:

- 1) A robust **communications effort**, deeply engaging internal and external stakeholders
 - a. Internal: organized workshops tied specifically to the development of the Program, capturing critical cultural frameworks and design needs while also introducing concepts related to modern work environments, successful workplaces, precedent tours, etc.
 - b. External: Utilizing existing frameworks, orgs, committees, and community assets to effectively engage the public through media, meetings, and surveys to gather critical input from the community in regards to needs, vision, and priorities for the potential project. This also forms a community narrative and framework a potential partner must buy into and continue to participate in.
- 2) First-phase **architectural programming** in coordination with the internal and external engagement described above
- 3) **Financial Planning:** ongoing coordination with PFM to create a comprehensive Plan of Finance, incorporating workshop information on P3 Transaction Structuring and public interest level in corresponding potential revenue measures
- 4) **Site and Cost Refinements** updating and refine the physical project information and conceptual diagrams based on 1) program development, 2) additional site analysis, 3) any other additional information
- 5) **Transaction Structure Planning**

Typical next steps that would follow after November 2020 Council Meeting, if Council elects to move the Project forward:

- 6) Second-phase of detailed programming
- 7) Solicitation Planning & Execution
- 8) Development Partner Selection Support and Transaction Negotiation

Section 2: Initial Program

Santa Rosa City Hall & Public Safety Feasibility Analysis

CITY PROGRAM

The City Hall and Public Safety Program is currently composed of three programs: General Government, Central Library, and Public Safety. For the initial program sizing, we first gathered data on current staff counts, building areas, and parking (including fleet, visitor, and staff). As shown in the table below, General Government currently uses around 300 GSF/staff.

	Staff	GSF per staff	GSF	Fleet Parking	Visitor Parking	Staff Parking	Total Parking
City Hall	135		47,000	33	17	155	205
City Hall Annex	83		24,000	10	-	-	10
Chamber Building	34		10,000	-	-	-	-
Fire Administration	25		11,000	10	7	30	47
Municipal Services North	9		6,786	10	10	22	42
Municipal Services South	122		28,000	58	14	110	182
Other (approx. gsf)	11		2,742	8			8
GENERAL GOVERNMENT	419	299*	129,528	129	48	317	494
CENTRAL LIBRARY			20,000		20		20
Police	261		46,714				
Fire Station	12		10,298				
PUBLIC SAFETY	273		57,012	122	11	150	283
TOTAL	692		206,540	251	79	467	*797

Projecting future sizing used the following methods:

- General Government: Projected staff growth of 10%, with space reduction to 260 GSF/staff (in line with industry workplace standard sizing)
- Central Library: Maintain same area
- Public Safety: Projected facility growth of 10%
- Parking: Maintain same level; to be determined based on zoning and City policy

CURRENT FACILITIES:	Staff	GSF/Staff	GSF	Fleet Parking	Visitor Parking	Staff Parking	Total Parking
GENERAL GOVERNMENT	419	299	129,528	129	48	317	494
CENTRAL LIBRARY			20,000		20		20
PUBLIC SAFETY	273		57,012	122	11	150	283
PROGRAM ASSUMPTION (10% growth)							
	Staff		GSF				Parking
GENERAL GOVERNMENT	461	260	124,300	129	48	317	~500
CENTRAL LIBRARY			20,000		20	?	~20
PUBLIC SAFETY (including EOC)	287		64,700	122	11	150	~280

PARTNER PROGRAMS

Before and during the Project, thus far, other entities have expressed interest in potential colocation with the City at its downtown campus. The Initial Program Test Fits and the Site Analysis has considered two of them: the School District and Sonoma County.

PROGRAM ASSUMPTION (10% growth)	Staff		GSF				Parking
GENERAL GOVERNMENT	461	260	124,300	129	48	317	~500
CENTRAL LIBRARY			20,000		20	?	~20
PUBLIC SAFETY (including EOC)	287		64,700	122	11	150	~280
SCHOOL DISTRICT	148	250	37,000	?	?	101	~100
COUNTY (needs currently unknown)	?		?	?	?	?	?

TEST FITS

The next step of the program analysis is determining the size of the building(s) and amount of parking needed, then whether one or more of the potential City sites has capacity for the program. A summary of the building and parking test fits is below:

	<i>Staff</i>	<i>Building GSF</i>	<i>Fleet Parking</i>	<i>Staff Parking</i>	<i>Total Designated Parking</i>
CITY HALL/LIBRARY/SCHOOL DISTRICT	600	181,000	129?	~500	~620
PUBLIC SAFETY (police, fire, EOC)	287	65,000	122	150	~280
COUNTY (<i>for testing only; actual needs are currently unknown</i>)		~300,000			~900

Current Parking

- Public garages & lots are 44% vacant
- City has parking for 76% of its office staff

Test Fit Parking

- Public parking on-street and in garages & lots
- City staff and non-public safety fleet in garages (500 staff spaces ~ 68% growth)
- Public Safety fleet in lot adjacent to building
- If the County offices are downtown need a new Garage

The Program Test Fit information flows into the Site Alternatives Analysis in **Section 3** to determine which sites are best for City uses.

Section 3: Site Alternatives Analysis

Santa Rosa City Hall & Public Safety Feasibility Analysis

As summarized in Sections 1 and 2, City Staff directed the Project Team to consider nine (9) City-owned sites for the Program that includes General Government, Central Library, and Public Safety.

Potential Site Alternatives

The City identified the following list of properties to analyze as potential site locations for the Project. In conjunction with the initial test fits, these sites were evaluated for how they could fit the City Program.

	Site Name	Site Size	City Program Fit	Notes
1	City Hall Campus	7.30 ac / 318,000 sf	Could easily fit full City program	Includes City Hall, City Hall Annex; bisected by 1 st Street, which could be closed to be a full parcel
2	Whitehouse Site (parking)	1.31 ac / 57,000 sf	Could fit City program except Public Safety in a multi-story building (up to 10 stories)	Proximate to #3 for campus concept
3	Central Library	1.25 ac / 54,450 sf	Could fit City program except Public Safety in a multi-story building (up to 10 stories)	Proximate to #2 & 7 for campus concept
4	Municipal Services Center South	1.82 ac / 79,300 sf	Could potentially fit City program subject to zoning	Zoning requires a development plan
5	Public Safety Building	3.15 ac / 137,200 sf	Zoning restriction	Currently zoned for multifamily development; may require a permit for other uses
6	Public Parking Garage 9	1.21 ac / 52,700 sf	Could fit City program except Public Safety in a multi-story building (up to 7 stories)	Could combine with City Hall site for additional combined size

7	Public Parking Lot 10	0.95 ac / 41,400 sf	Could fit City program except Public Safety in a multi-story building (up to 10 stories)	Proximate to #3 for campus concept; Site is limited due to shape
8	Public Parking Lot 11	0.77 ac / 33,500 sf	Could fit City program except Public Safety in a multi-story building (up to 10 stories)	
9	Public Parking/ROW	0.25 ac / 10,890 sf	Would not fit program	

Additional site characteristics including zoning characteristics, flood and seismic information, building conditions, and estimated values can be found in **Appendix A**. These sites are labeled numerically on the map below.



Figure 4: Map of Site Alternatives: The current City Hall and Annex are shaded yellow. The Central Library is shaded purple. The current Public Safety facility is shaded blue. Parking lots are shaded grey. Municipal Service Center South (#4) is located outside of the downtown area, to the northwest of the map area shown.

Based on the Program test fits and multiple discussions with City staff, Executive Team, and subcommittees as listed in **Section 1**, the following three (3) site alternatives are proposed for the City and Partner Programs.

- 4) **Option A: Urban Core**
Development of a new City Hall and Fire Station at the Whitehouse Site; reuse of the current City Hall site for a dense mixed-use neighborhood along a newly daylight creek
- 5) **Option B: City Hall Gateway**
Positioning of a new City Hall at the landmark location on Santa Rosa Avenue, with potential partnership/other development densely located at the current City Hall site along a newly daylight creek
- 6) **Option C: Civic Service Hub**
Colocation of the City Hall, Public Safety, and Fire Station No. 1 at the current City Hall site, with other development and a newly daylight creek

For Options A and B, the Police Station would be located at the Municipal Service Center.

Concept Diagrams were created to show a potential facility layout for each of these options, both two-dimensionally and three-dimensionally. Characteristics of each alternative, along with their corresponding diagrams, are on the pages to follow. These are only representative diagrams of the test fit and are not indicative of specific site programming.

Each of these Options account for the daylighting of the creek that currently runs beneath the City Hall site. The creek path is diagrammed by connecting the culverts on either side and is for graphical representation purposes only. A fifty (50) foot setback on either side of the creek bed is assumed.

Option A: Urban Core

- City Hall (City & Central Library, etc.), Plaza, & Fire Station/EOC at Whitehouse Lot
- ~194,000 SF / FAR 3.3
- Police Station at Municipal Service Center
- *Redevelopment opportunities: City Hall site, Central Library site, Lots 10 & 11*

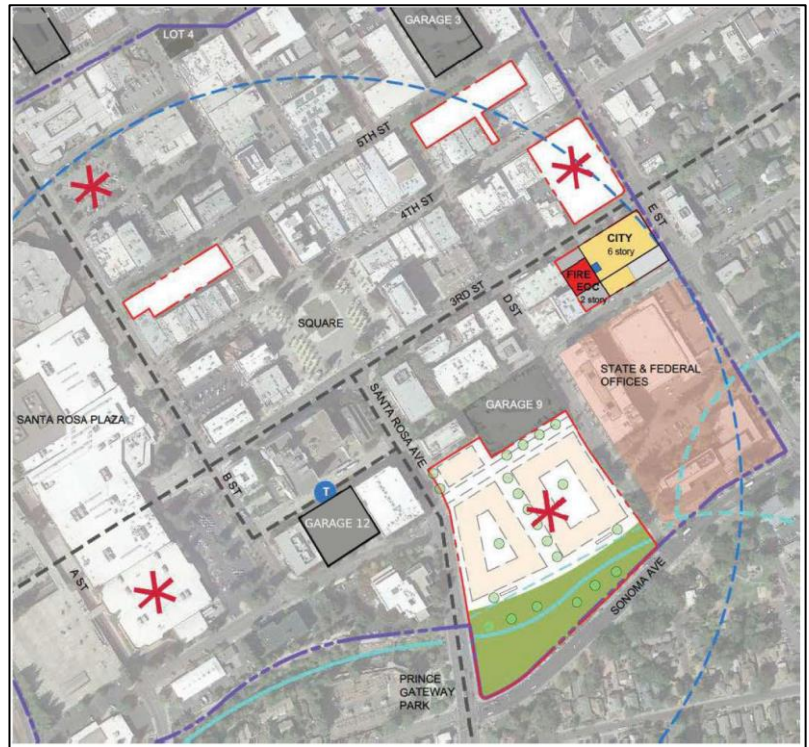


Figure 5: Concept Diagrams Option A Urban Core: Concept of the City Hall complex and Fire Station/EOC at the Whitehouse Lot and the current City Hall site redeveloped for private development, with First Avenue closed to cars. The Police Station is located at the Municipal Service Center

Option B: City Hall Gateway

- City Hall (City & Central Library, etc.) & Other/Partner (could include County Offices)
- Public space in plaza & overlooking creek
- ~960,000 sf / FAR 4
- New parking garage possible at Whitehouse for County/Other (if needed)
- Fire Station/EOC at Sonoma Ave
- Police Station at Municipal Service Center
- *Redevelopment Opportunities: Central Library site, Lots 10 & 11*



Figure 6: Concept Diagrams Option B City Hall Gateway: Concept of the City Hall site redeveloped to house the City, County/Partner, and other potential development, with First Avenue closed to cars. The Fire Station/EOC is at Sonoma Avenue. The Police Station is located at the Municipal Service Center.

Option C: Civic Service Hub

- City Hall (City & Central Library, etc.) & Other/Partner with public space overlooking creek on west
- Public Safety (including Police Station, Fire Station & Public Safety Parking) on east
- ~550,000sf / FAR 2.3
- *Redevelopment Opportunities: Central Library site, Lots 7 (Whitehouse), 10 & 11*

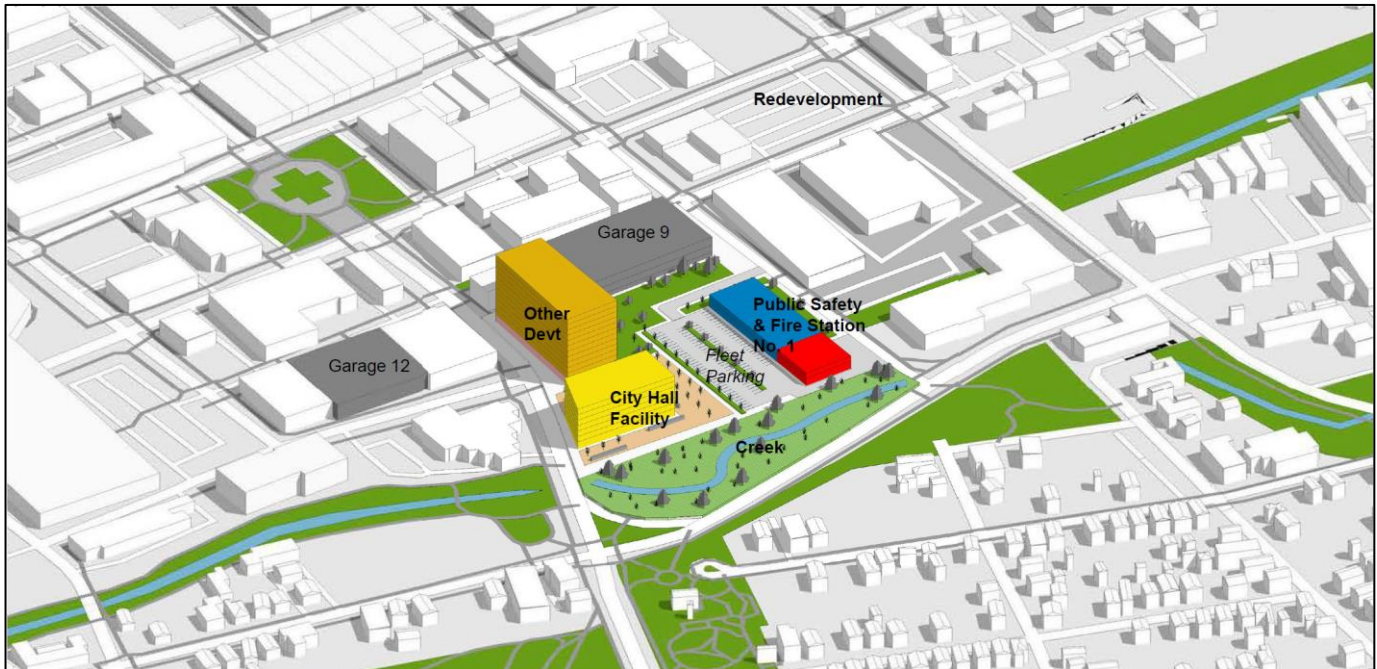
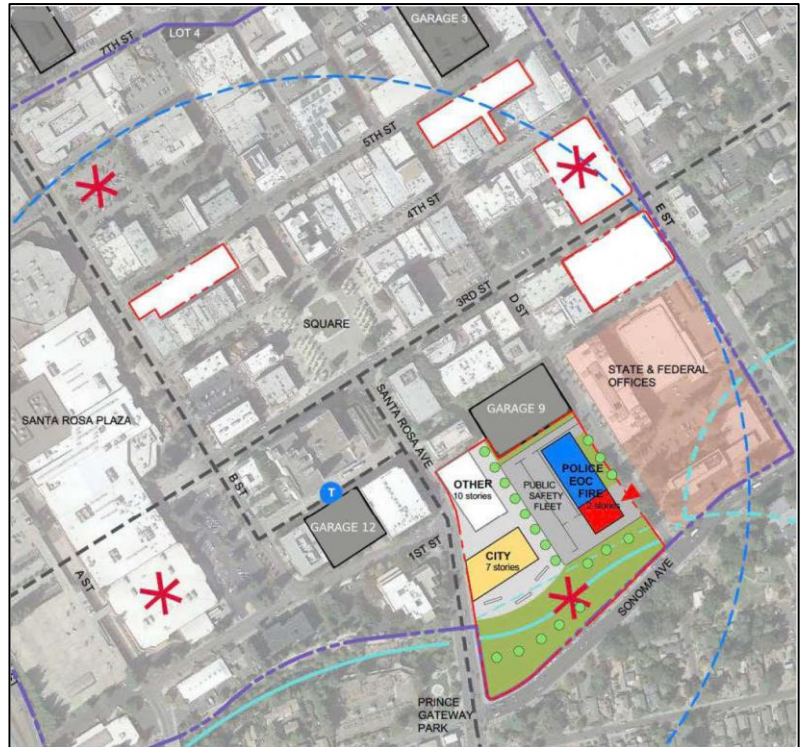


Figure 7: Concept Diagrams Option C Civic Service Hub: Concept of the City Hall site redeveloped to house the City, County/Partner, Police Station, and Fire Station/EOC, with First Avenue closed to cars. Public Safety Fleet Parking would also be on this site.

Options A & B: Police Station at the Municipal Service Center

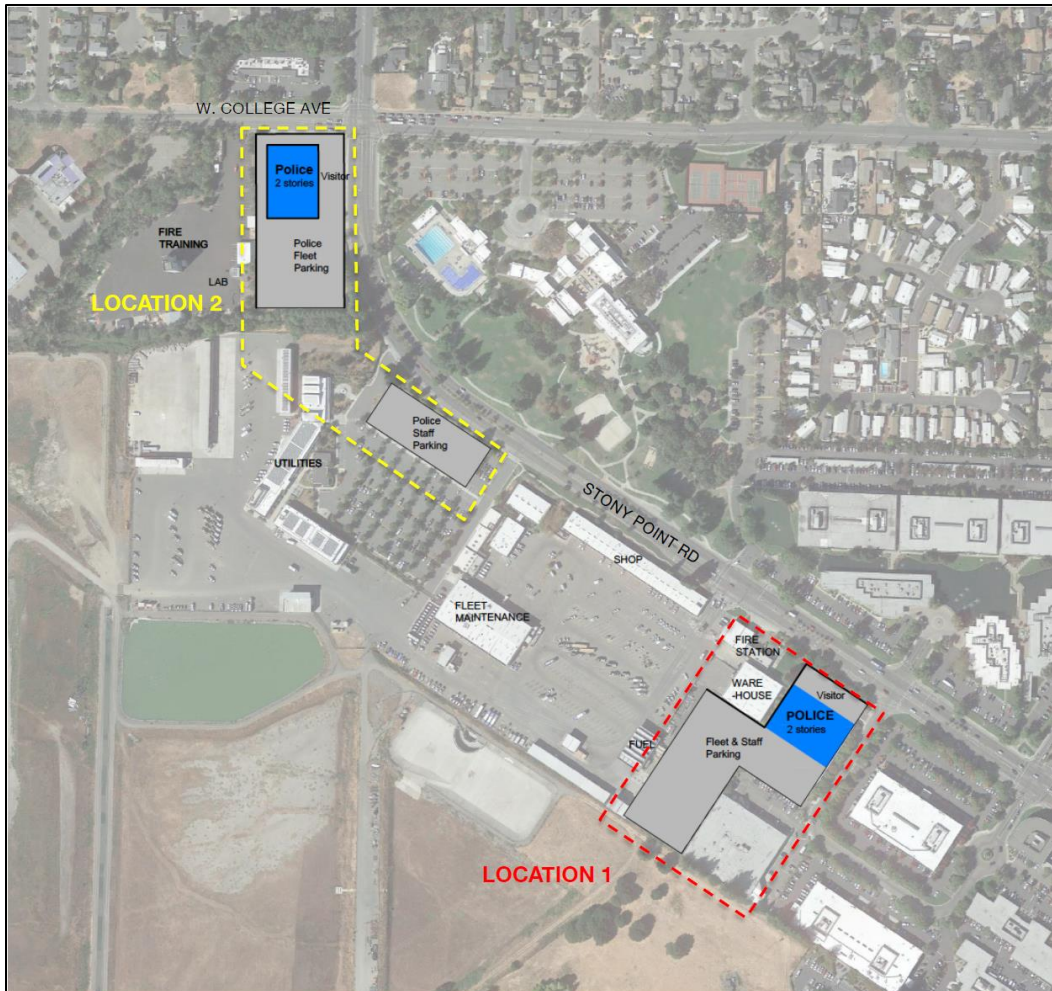


Figure 8: Police Station at Municipal Service Center: Two location options for the Police Station at the Municipal Service Center under Option A or B. This would include a Police Station with visitor, fleet and staff parking. This allows for potential future expansion opportunities for training facilities.

RECOMMENDATION -- OPTION A: URBAN CORE

Based on the City's goals to increase the amount of available housing, create a dynamic downtown, build new Public Safety facilities, and increase density in government services, the Project Team recommends **Option A: Urban Core**, shown in the figure below. This Option minimizes disruption to City administrative functions by avoiding "swing space" (temporary relocation during construction), encourages the densification of downtown, creates an urban impression at the southern gateway to downtown, and creates a 'warm' Emergency Operations Center (EOC) immediately adjacent to City Hall at Fire Station No. 1.

Section 4: Financial Framework

Santa Rosa City Hall & Public Safety Feasibility Analysis

Overview

This Section is intended to develop a baseline understanding of the City's financial condition and projections of future revenues to inform the analysis of subsequent Project Alternatives developed. The Section outlines the assumptions around the costs of the Project Alternatives (as outlined in **Section 3**), the City's potential surplus sites, and other potential sources of funding.

As with most City development projects, the City currently does not have sufficient reserves to finance all new construction required to accommodate the Project. However, the cost of new development could be partially offset by the potential disposition of excess properties and the savings on the operations, maintenance and capital renewal expenses by moving from older facilities to newer, more efficient facilities. A variety of financial options that are available are detailed later in this section.

Cost Comparison

The Project Team constructed a financial proforma to compare the three options outlined in the previous section. All options include the following Program components:

- City Hall
- Library
- Partner Space (no additional cost to City)
- Public Safety (without Fire Station)
- Fire Station No. 1
- Creek Daylighting Project Allowance
- Demolition/HazMat Allowance
- Swing Space (Except Option A)
- Contingency (additional site work, etc.)

The total capital costs for options B & C are \$285 million, while option A is slightly less (\$283 million) because the construction of the new City facilities on a different side removes the need for swing space (estimated at \$1.6 million).

Each of the options have a different combination of sites that the City could potentially sell to offset the construction costs of the new facilities. Those are outlined in the summary to follow. The offsetting amount has

been deducted from the estimated capital costs and assumed rough debt financing costs of 4% on a 30-year term. The annual debt service payment can be offset by potential Enterprise Fund payments or potential Partner payments, if there is an agreement to co-locate. The remaining annual debt service payments the City would be responsible for are very similar between the options – ranging from \$12.4 million to \$12.8 million annually. Additional financing options are discussed following the summary table.

Operating and Maintenance for all options is estimated at \$10 per square foot in year 1 (\$2.5 million) and capital renewal costs are estimated at \$13 per square foot in year 1 (\$3.2 million).

Development Summary			
	Option A	Option B	Option C
Summary	Relocate City Hall and Fire Station No. 1 to Whitehouse Site, PS moves to Stony Point	New joint civic campus w/ County at current City Hall site, PS moves to Stony Point, new FS No. 1 on Sonoma Ave	Redevelopment of City Hall at current site, campused with Public Safety
Financial Assumptions			
	Option A	Option B	Option C
Total Est. Project Cost	\$283 M	\$285 M	\$285 M
Potential Surplus Sites			
	Option A	Option B	Option C
	Central Library Public Safety Bldg Site Public Parking Lot 10 Public Parking Lot 11 City Hall Campus City Hall Annex	Central Library Public Safety Bldg Site Public Parking Lot 10 Public Parking Lot 11 Whitehouse Site	Central Library Public Safety Bldg Site Public Parking Lot 10 Public Parking Lot 11 Whitehouse Site MSCS
Total Potential Offsetting Capital:	\$22 M	\$17 M	\$18 M
Resulting Finance Amount	\$261 M	\$269 M	\$267 M
Debt Service	\$15.1 M	\$15.5 M	\$15.4 M
<i>Enterprise Pmt - pro rata</i>	\$.8 M	\$.8 M	\$.8 M
<i>Partner Pmt - pro rata</i>	\$1.9 M	\$1.9 M	\$1.9 M
Remaining Payment Due	\$12.4 M	\$12.8 M	\$12.7 M
NPV of Expenditures	\$387 M	\$394 M	\$392 M

As noted in the Program section, the colocation of the County would require 900 parking spaces. This would exceed the City's available surplus and thus would require the construction of a new parking garage (at the County's expense).

Financing Alternatives

We worked with PFM, the City's financial advisor, to connect the financial framework with potential financing alternatives.

The City has access to a number of tax-exempt public financing methods that typically offer lower borrowing costs than private capital, including:

- General Obligation Bonds ("GOB")
- Lease Revenue Bonds ("LRB") or Certificates of Participation ("COP")
- Revenue Bonds
- Community Facilities District ("CFD") Special Tax Bonds
- Assessment District Bonds
- Enhanced Infrastructure Financing District

The City has utilized several of these forms of financing previously. These can be used alone or in combination. For comparison purposes, all of these options assume a \$290 million project, of which \$80 million is for Public Safety and \$210 million is for the remainder of the Program.

Additional information on the financing options can be found in **Appendix B**.

General Obligation Bonds

GOB provide the lowest cost of debt, with an estimated annual debt service of \$15.3 million. The financing is supported by an increase in ad valorem tax (with \$20 million from property sales). This translates to an increase in property taxes of \$59 per \$100,000 assessed valuation. GOB require 2/3 voter approval and can only occur during a General Election.

GOB can also be limited to the Public Safety portion of the Project, which is \$80 million. This would have an estimated annual debt service of \$4.5 million, which translates to an increase in property taxes of \$17 per \$100,000 assessed value. The remaining \$210 million of the Program would be financed through another form.

Lease Revenue Bonds / Community Facilities District Special Tax Bonds

The remaining \$210 million non-Public Safety Project could be financed through LRB, which is supported by an increase in Occupancy Tax, Sales Tax, and/or Utility Users Tax, or through CFD, which is supported by a Citywide Special Tax. In either case, \$20 million is estimated from property sales.

The estimated annual debt service through LRB would be \$12.5 million. It requires 50% voter approval as a general tax or 2/3 voter approval as a specific purpose tax, and could also be supported by a combination of tax types.

The estimated annual debt service through CFD would be \$11.6 million. It requires 2/3 approval of voters registered in the CFD. The impact is \$382 per parcel, on average.

More detail on each of these financing options can be found in **Appendix B**

Section 6: Next Steps

Santa Rosa City Hall & Public Safety Feasibility Analysis

Assuming the City elects to move forward with the Project, and that the City would fund the Project largely through a revenue measure(s) on the November 2020 ballot, the following next steps position the City for effective partnership engagement at that time:

- 1) A robust **communications effort**, deeply engaging internal and external stakeholders
 - a. Internal: organized workshops tied specifically to the development of the Program, capturing critical cultural frameworks and design needs while also introducing concepts related to modern work environments, successful workplaces, precedent tours, etc.
 - b. External: Utilizing existing frameworks, orgs, committees, and community assets to effectively engage the public through media, meetings, and surveys to gather critical input from the community in regards to needs, vision, and priorities for the potential project. This also forms a community narrative and framework a potential partner must buy into and continue to participate in.
 - c. Overall messaging: Regarding the Project rationale, program, potential bond measure, and P3 partnership/developer. This also forms a community narrative and framework a potential partner must buy into and continue to participate in.
- 2) First-phase **architectural programming** in coordination with the internal and external engagement described above
 - a. Entails 8-12 working groups, meeting 3-5 times each; joint meetings
 - b. Produce detail programmatic requirements for potential development partners; including generalized office types, meeting spaces, community areas, etc (with detailed departmental information, stacking, technology specs coming in the programming phase following November).
- 3) **Financial Planning:** ongoing coordination with PFM to create a comprehensive Plan of Finance, incorporating workshop information on P3 Transaction Structuring
- 4) **Site and Cost Refinements** updating and refine the physical project information and conceptual diagrams based on 1) program development, 2) additional site analysis, 3) any other additional information
- 5) **Transaction Structure Planning:** In coordination with PFM, identify critical and preferred risk transfer

Typical next steps that would follow after a November 2020 Council Meeting, if Council elects to move the Project forward:

- 1) Second-phase of detailed programming
- 2) Solicitation Planning & Execution

3) Development Partner Selection Support and Transaction Negotiation (Including legal, cost review, financial strength assessment, and other technical support)



Appendix A: Additional Site Information



Santa Rosa Site Summary									
Property Name:	Santa Rosa City Hall Campus	Whitehouse Site	Central Library	Municipal Services Center South	Public Safety Building	Public Parking Garage 9	Public Parking Lot 10	Public Parking Lot 11	Public Parking Lot and Adjoining ROW
Property Address:	100 and 90 Santa Rosa Avenue 631 1st Street, 655 1st Street	730 3rd Street	741 3rd Street & 758 4th Street	69 Stony Circle	955 Sonoma Avenue	117 D Street	700 5th Street	500 5th Street	
Site Identification APN:	009-073-023, 009-191-021 009-073-019, 009-073-020 009-073-022, 009-073-021 009-073-018	009-072-044	009-014-016 009-014-017	010-680-014	009-171-026	009-073-016	009-012-025	010-053-028	009-063-033
Site Description	Parcels east of Santa Rosa Ave, north of Sonoma Ave, west of D St, south of Comstock Mall (2nd St)	Southwest corner of 3rd St and E St	East portion of the block bounded by 3rd St, 4th St and E St	South of Stony Point Rd, west of Stony Circle	West of Brookwood Ave, north of Sonoma Ave	West of D Street, south of Comstock Mall (2nd St)	South of 5th St, east of D St; mid-block portion extending to 4th St	South of 5th St, east of B St	
Current Property Use	City Buildings	Parking lot Value Parking (Downtown Parking)	Library	Office Building	Public Safety Building	Parking garage	Parking lot Premium Parking (Downtown Parking)	Parking lot Premium Parking (Downtown Parking)	Parking/ROW
Current Building Size	36,866	N/A		27,172	14,856	N/A	N/A	N/A	N/A
Parcel Size	7.30 ac	1.31 ac	1.25 ac	1.82 ac	3.15 ac	1.21 ac	0.95 ac	0.77 ac	0.25 ac
Zoning	PI-SA, Downtown Station, Station Area CD-7, Downtown Station	CD-10-SA, Downtown Station Downtown Commercial-Station Area	CD-10-SA, Downtown Station Downtown Commercial-Station Area	PD 87-001	R-3-18	CD-7, Downtown Station	CD-10-SA, Downtown Station Downtown Commercial-Station Area	CD-10-SA, Downtown Station Downtown Commercial-Station Area	CO
Allowable Uses	Public/Institutional Retail and Business Services	Retail and Business Services; Mixed Use development required (per Figure 2-1, 20-23.060); Activity generating ground floor use required along 3rd St	Retail and Business Services; Activity generating ground floor use required along 3rd St & 4th St	Business Park	Public/Institutional	Retail and Business Services	Retail and Business Services	Retail and Business Services	Office
Development Potential	10 stories, up to 150 feet for CD 35 feet, 65% lot coverage for PI	10 stories, up to 150 feet	10 stories, up to 150 feet	requires development plan	Multifamily zoning; may require permit for other uses	7 stories, up to 95 feet	10 stories, up to 150 feet	10 stories, up to 150 feet	35 feet, 65% lot coverage
Adjacent Property Uses	City buildings, retail, office, residential	Retail, library, post office	Parking, retail	Fire dept, office, retail	Single & multifamily residential, creek/green space	City Hall, retail, office	Retail, parking	Retail	Santa Rosa Creek, office, medical office
Building Conditions									
FCA Date	1/31/2018	N/A	1/31/2018	1/31/2018	1/31/2018	N/A	N/A	N/A	N/A
Cost to Cure	City Hall 2-5: 5 yr: Critical - \$2.3M 10 yr: Divest - \$3.1M City Hall 9-11: 5 yr: Poor - \$2.6M 10 yr: Critical - \$4.0M West America Bldg 5 yr: Critical - \$2.0M	N/A	5 yr: Fair - \$1.5M 10 yr: Poor - \$5.9M	5 yr: Poor - \$1.0M 10 yr: Poor - \$2.1M	Police Building: 5 yr: Poor - \$4.7M 10 yr: Critical - \$6.9M Utility Building: 5 yr: Critical - \$122k 10 yr: Critical - \$122k	N/A	N/A	N/A	N/A
Critical Site Information									
Flood	Zone X - minimal	Zone X - minimal	Zone X - minimal	Zone X - minimal	Zone X - minimal	Zone X - minimal	Zone X - minimal	Zone X - minimal	Zone X - minimal
Seismic	12/16/18 evaluation - should have cost to cure in Sept 2019	Zone 2	Zone 2	Zone 5	Zone 2	Zone 2	Zone 2	Zone 2	Zone 2
Contamination	Asbestos inspection done 1996 - assumed cured? Diesel report - 8/24/90	N/A	Asbestos inspection done 1996 - assumed cured?	N/A	Asbestos inspection done 1996 - assumed cured?	N/A	N/A	N/A	N/A

	Property Name:	Property Address:	Current Property Use	Parcel Size	Zoning	Property Value: As-Is	Property Value: Repurposed	Property Value: Redevelopment
1	Santa Rosa City Hall Campus	100 and 90 Santa Rosa Avenue 631 1st Street, 655 1st Street	City Buildings	7.30 ac	PI-SA, Downtown Station, Station Area CD-7, Downtown Station	\$10,300,000 7/1/16 Est		\$12,000,000 - \$14,300,000 \$40 - \$45 psf
2	Whitehouse Site	730 3rd Street	Parking lot Value Parking (Downtown Parking)	1.31 ac	CD-10-SA, Downtown Station Downtown Commercial-Station Area	\$2,200,000 - \$2,500,000 \$40 - \$45 psf	N/A	N/A
3	Central Library	741 3rd Street & 758 4th Street	Library	1.25 ac	CD-10-SA, Downtown Station Downtown Commercial-Station Area	\$7,750,000 - \$8,900,000 \$125-\$145 psf	\$10,500,000 - \$11,400,000 \$170-\$185 psf	\$13,000,000 - \$15,000,000
4	Municipal Services Center South	69 Stony Circle	Office Building	1.82 ac	PD 87-001	\$3,250,000-\$3,600,000 \$120-\$135 psf	\$4,000,000 - \$4,400,000 \$150-\$165 psf	N/A
5	Public Safety Building	955 Sonoma Avenue	Public Safety Building	3.15 ac	R-3-18	\$1,700,000 - \$2,000,000 \$120 - \$135 psf	\$2,300,000 - \$2,500,000 \$160 - \$170 psf	\$3,400,000 - \$4,100,000 \$25 - \$30 psf
6	Public Parking Garage 9	117 D Street	Parking garage	1.21 ac	CD-7, Downtown Station	\$1,900,000 - \$2,150,000 \$35 - \$40 psf (discount due to demo work)	N/A	N/A
7	Public Parking Lot 10	700 5th Street	Parking lot Premium Parking (Downtown Parking)	0.95 ac	CD-10-SA, Downtown Station Downtown Commercial-Station Area	\$1,600,000 - \$1,800,000 \$40 - \$45 psf	N/A	N/A
8	Public Parking Lot 11	500 5th Street	Parking lot Premium Parking (Downtown Parking)	0.77 ac	CD-10-SA, Downtown Station Downtown Commercial-Station Area	\$1,300,000 - \$1,500,000 \$40 - \$45 psf	N/A	N/A
9	Public Parking Lot and Adjoining ROW		Parking/ROW	0.25 ac	CO	\$435,000 - \$490,000 \$40 - \$45 psf	N/A	N/A



Appendix B: Financing Options

(PFM presentation)