

City of St. Helena

Financing Civic Infrastructure Task Force

Final Report (DRAFT)

May 6, 2020

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City of St. Helena
Report of the Financing Civic Infrastructure Task Force
May 6, 2020

Summary

This Report is the work of volunteers who are honored and pleased to serve Saint Helena. The Report often deals in rough figures and estimates, but we doubt that more precision would change our core conclusions. We have tried to write in layperson's language and look forward to presenting the Report in person and responding to questions about it.

In February of 2020, the Saint Helena City Council created the Financing City Infrastructure Task Force ("We") to provide a financial analysis to help the Council select one of the two remaining development options for the City's City Hall, Police Station, and Library:

Option 1 - Build a new 8,500 sq. ft., single story City Hall building on its current site or elsewhere on City owned property, build a new 4,500 sq. ft. Police Station somewhere on City owned property, and perform sufficient repair work in the Library to extend its life another 20 to 25 years.

Option 2 - Build a new 27,000 sq. ft. combined City Hall and Library, including a meeting room and a multi-purpose room, on the current Library site and build a new 4,500 sq. ft. Police Station somewhere on City property.

We were asked to evaluate various financing mechanisms, options, and strategies for the two options. Two additional infrastructure projects were to be included in the analyses. The first was the Main Street Streetscape project, Phases 2 and 3, estimated at \$11.5 million total for both phases. The second was the repair/extension of the City's storm drain system, estimated at \$5 million over a ten-year period.

We began by evaluating the City's current financial condition and its ability to take on these significant capital projects, given the financial tools available to it. We gathered a list of background financial needs surrounding the two development options, and possible risks to future City revenues. We determined the market values of various City properties to establish possible proceeds from selling one or more of those properties as a funding source. In addition, we estimated the Transient Occupancy Tax, Property Tax, and Sales Tax revenues from hotel projects already in the City approval process, as well a project for which the City has not yet received an application.

We also confirmed that the space planning and preliminary construction cost estimates used by the City's consultant, Noll and Tam Architects, in developing various conceptual plans for a new City Hall and Library, were reasonable. We determined that the assumptions used by Noll and Tam were developed objectively, using data from recent construction of similar buildings in the area.

The report refers to many terms and reports with which the reader may not be familiar. We have defined several of them in a Glossary on page 18. Likewise, a Methodology section on page 19 summarizes our process. Finally, we did all our analyses in current dollars, meaning we did not calculate net present value of cash flows or try to precisely forecast more than basic timing cash inflows and outflows.

Even without the effects of the COVID-19 virus, we feel the City needs to be in a conservative financial mode until one or more new hotels are built in the City and producing occupancy, property, and sales tax revenues. The rough cost of Option 1, plus the remaining streetscape work and storm drain repairs is \$24 million, \$11 million for a new City Hall, \$6 million for a new Police Station, \$2 million for library repairs, and \$5 million for storm drain repairs. The rough cost of Option 2 is \$50 million, \$39 million for a new combined City Hall/Library, \$6 million for a new police station, and \$5 million for storm drains. Phase 2 of the streetscape, in all likelihood, will be covered by Measure T and Cal Trans, and Phase 3 will be deferred, so we have not included them in our analyses, other than to recognize the \$165K allocated from the General Fund, over a three year period, in the City's FY 2019-20 to FY 2023-2024 *Capital Improvement Plan*.

We recommend Option 1, specifically:

- Building a new City Hall on City-owned property other than its current site, preserving that site for future hospitality/commercial development. Possible new City Hall sites include: adjacent to the Fire Station, Railroad Avenue, and Library Lane
- Building a new Police Station adjacent to the Fire Station, Railroad Avenue, or elsewhere on City property
- Completing the first year's portion of the storm drain repairs, and
- Initiating Phases 1 of the Main Street Streetscape Project confident that there will be no more General Fund expenditures on this phase, other than a possible \$1.8 million loan to be repaid by future years' Measure T funds.
- Deferring Phase 2 and 3 of the Main Street Streetscape Project unless and until they are completely paid for outside the General Fund

We recommend that the City pay for Option 1 or some variant by:

- Selling the existing City Hall site to a hotel developer for approximately \$4 million,
- Issuing roughly \$20 million in 30-year bonds to cover the remainder of the cost. The annual payments on those bonds at 5% interest would be roughly \$1.3 million, and would be funded by the taxes from the new hotel built on the City Hall site.

- Renting or leasing space for the next few years for City Hall and the Police Station, or house them in existing City buildings.
- Reducing the \$20 million figure above by selling one or more other small City-owned properties to further cover costs.
- Ideally the City could form some kind of Private-Public-Partnership either with one or more hotel developers who would fund or partially fund the City Hall and Police Station design and construction as part of their purchase of the current City Hall property.

Finally, we make the following supplementary recommendations:

1. The City should QUICKLY approve at least one additional hotel project inside City Limits, beyond the one recommended for the existing City Hall site in Option 1. A second new hotel is almost a necessity to have the City well-financed in the future. We express no location preference, and we don't see a current necessity for more than two hotels, but we do see two hotels as the best way to fund the infrastructure improvements under consideration.
2. The City should have a very conservative financial posture until the new hotels are open and generating City tax revenue. It will take anywhere from 4 to 7 years for the hotel developments reviewed in this Report to gain approvals, construct, open and evolve to stable tax revenue production. We urge the City Council to budget those 4 to 7 years carefully, perhaps selling some minor City property to finance design and development during those "gap" years.
3. The City should ensure that water and sewer rates are increased enough in the future to pay the debt service on the \$18.5 million in new borrowing it estimates is necessary to fund the Enterprise Fund improvements contemplated in the City's current *Capital Improvement Plan*, as well as any additional Enterprise Fund improvements which may become necessary. Without these capital investments, the City runs the risk of major infrastructure failure and/or the suspension of state and federal authorization to provide water and sewer services – and the City's General Fund does not have money to contribute to these improvements.
4. The City should complete a 10-20 year City Planning Exercise, (something between a long range vision for the City and shorter term Planning Committee documents) to help shape the City's business mix, amenities, workforce housing, and street grid for the future. This would likely require an amendment of the City's *General Plan*.
5. The City should develop a comprehensive strategy to address workforce housing, specifying the number of units required and identifying possible locations. Housing needs and costs should be part of discussions with hotel developers since hotels employ many workers and new hotel construction will add demand for workforce housing and could contribute to worker commuting traffic.

6. The City should consider locating the Police Station in rental space rather than investing \$6 Million in a new Police Station building.

Background

St. Helena has a long history of seeking community engagement in making important decisions regarding the City's buildings, property, and infrastructure. This Report, prepared by seven local resident volunteers, supplements the work performed by other citizen committees which preceded it. The work of the Task Force will complete Phase 3 of the four-phase *City of St. Helena Infrastructure Strategy* approved by the City Council in September of 2018, to help City Council decision making regarding replacement of City Hall, Library improvements, and a possible community/recreation space. Phase 3 was defined as the development of cost estimates and the identification of funding strategies.

Phases 1 and 2 called for baseline research on the City's buildings, including public engagement in evaluating the condition of those facilities and estimating and prioritizing the work necessary to address their deficiencies. Those phases were completed with the submission of consultant EMG Corp.'s *Facility Condition and Needs Assessment* in March 2018 and the final report of the St. Helena Assets Planning Engagement (SHAPE) Committee in June of 2018. One of the things that was clear from these reports was that the current City Hall was in terrible condition and needed to be demolished and rebuilt, albeit not necessarily on the same site. In addition, the SHAPE Committee found that the Library needed a new roof and other building system repairs and upgrades.

Long before 2018, earlier committees, taskforces, and workshops provided feedback from the City's residents, which in turn produced the two options considered by this Report. In 2009, the public was invited to participate in establishing a vision for the possible development of the Adams Street property. In August of 2019, the City Council held a public workshop to discuss conceptual site options for a new City Hall, Library improvements, community meeting facilities, a City Council Chamber, park, and recreational space, etc. The City hired Noll and Tam Architects, to develop four different conceptual site plans and preliminary cost estimates for development of new civic facilities that reflected community input from this and prior workshops. These conceptual plans and preliminary costs were presented to the City Council in November 2019.

This work by Noll and Tam eventually led to the two options listed at the beginning of this Report.

Discussion

Infrastructure provided by our City, State, and Federal Governments contribute to citizens' way of life, economy, health and wellbeing. Citizens rely on clean water supplies and waste-water treatment, and safe, well maintained roadways. They expect civic buildings to be clean and safe and pleasant places to work and do the public's business. Unfortunately, over the past several decades, St Helena, like many cities and states, has accumulated a significant backlog of deferred maintenance. In addition, regulatory pressure has increased in areas like water and wastewater treatment and dam safety, which require major investment in plant and equipment to retain the certifications to operate those services. Investment decisions on new civic buildings should be viewed against the backdrop of the City's general financial condition and the City's other infrastructure needs.

Financial Condition— Based on the Adopted FY 2019-20 budget, the City of St Helena's General Fund budget is just over \$15 million, funded primarily by Sales Tax (34%), Property Tax (33%), and Transient Occupancy Tax (22%). In the 2019-2020 budget year, approximately \$1 million in General Fund revenue was allocated for capital projects, \$480K for the repair of the Library roof, \$237K for new public restrooms, \$100K for sediment removal in Sulphur Creek, \$94K for a stormwater master plan, and \$65K for this year's contribution to the Streetscape Project. Other than money for the Library roof, no funds were allocated to the construction or major repairs to civic buildings. Likewise, no provisions were made for capital upgrades to the storm drain system. Although the City has \$7 million in unallocated reserves for emergencies, there are no reserve funds for infrastructure repair and replacement.

Enterprise Funds – Separate from its General Fund, the City's Enterprise Funds (drinking water and wastewater) support a \$10 million a year "business" with a current cash balance of around \$3.8 million. Water and wastewater systems are very capital-intensive, with dams, treatment plants, pump stations, and miles of underground pipes. The 5-year *Capital Improvement Plan* for the City's Enterprise operations calls for \$33 million in new plant and equipment, a serious challenge for an organization that contributed only \$1.2 million to its capital fund last year. Over half of the planned \$33 million in capital investment will have to be funded by new debt (approximately \$18.5 million). The current water and sewer rates have the debt capacity to fund the current project list. However, the costs estimated are in current dollars and do not consider inflationary increases which are likely to occur before project implementation. Any additional costs will require increases in rates to make payments on the additional debt. Because the Enterprise Funds are supposed to be self-supporting, placing no burden on the General Fund, they are technically outside the purview of this Report. However, the enormity of the forecasted (and un-forecasted) future investment, the risk of running afoul of regulators if timely investments aren't made, and resistance to past rate increases make us conclude that the Enterprise businesses pose a financial risk to the City. It is quite possible that the Enterprise businesses will have to borrow from the

City's General Fund, especially in an emergency situation involving the failure of major elements of the systems.

Storm Drains – The City's storm drain system is maintained by money from the General Fund, and not by Enterprise Funds, which only cover drinking water and waste treatment systems. Portions of the City's storm drain system are failing and causing flooding and street collapses, posing safety risks to drivers and pedestrians. Corrugated steel pipe, installed more than 70 years ago has completely rusted out, causing sink holes in the streets above and flooding of streets and sidewalks. Other streets flood routinely because storm drains were never installed to drain them. The City is formally assessing the storm drain system deficiencies, including pinpointing locations of constrictions and blockages. A preliminary report on system deficiencies is expected in the summer of 2022

Neither the Annual Budget nor the *Capital Improvement Plan* include funding for installing, repairing, or replacing storm drains. \$94K was allocated to develop a stormwater master plan in the 2019-2020 CIP, but nothing for any actual construction work. The extent of the work will depend on the results of the survey, but the Public Works Director informed us that her department can oversee about \$500K in contract value per year and that it is reasonable to assume it would take 10 years to make needed repairs and improvements throughout the entire system. Therefore, we have included a placeholder cost of \$5 million, in the options in this Report.

Streetscape – The Main Street Streetscape is a three-phase sidewalk improvement project to address appearance, maintenance, and safety issues related to the sidewalks on Main Street between Mitchell Drive and Pine Street. The scope of each phase and its associated cost is summarized as follows:

Phase 1 – New sidewalk, curb and gutter, ADA ramps, and tree replacement (\$3.6 Million). \$1.2 Million from OBAG (One Bay Area Grant – Metropolitan Transportation Commission allocation of Federal funds for road maintenance and improvements), \$165K from General Fund, the rest from Gas Tax and Measure T.

Phase 2 – Bulb Outs (curb extensions into parking lanes, which enhance pedestrian safety by narrowing roadways, shortening crossing distances, and increasing visibility of pedestrians) and amenities (\$3.1 Million).

Phase 3 – Bring side streets and alleyways up to the same design standard as Main Street (\$8.4 Million).

The current \$3.6 million Phase 1 budget, estimated by consulting firm BKF Engineers, is substantially over BKF's original estimate of \$1.9 million. The City Manager, with Council approval, plans to pay for the overage by borrowing against future-year

Measure T revenue, limiting the General Fund's future exposure for completing Phase 1 to the original \$165K over a three-year period, approved for the project in the current CIP. The Public Works Director told us that she is confident the entire Phase 2 cost will be borne by Cal Trans (Main Street is a state highway) and Measure T funds. The Public Works Director also told us that Phase 3 will be done piecemeal, not as part of the Streetscape Plan. Sidewalks, curbs, gutters, and trees will be brought up to the Streetscape Plan standard as development work is done along the side streets and alleyways in question. In summary, the impact of the Streetscape project on the General Fund is limited to the \$165K to complete Phase (plus approximately \$300K the City already paid for project design).

City Hall Construction Cost Estimates – We interviewed managers from Noll and Tam Architects to validate their assumptions regarding facility size and construction cost estimates they used in developing the various conceptual schemes for civic buildings they presented to the City Council.

- We confirmed that both building size and construction costs were based on a detailed, bottoms up approach.
- Workspace was estimated based on headcount and number of workstations and limited private offices with standard allowances for circulation.
- Space was included for conference rooms, entry ways, reception areas, stairways, bathrooms and the like.
- Public meeting and multi-purpose rooms were planned to be of modest size, in the 20-25 person range.
- In the combined City Hall/Library scheme, functions were combined for appropriate efficiencies including bathrooms, reception areas, etc.
- We found the \$905 per sq. ft. construction cost estimate from Noll and Tam's to be a little high. We estimate it to be as much as 20% high, which is the amount of the "design contingency" in the estimate. However, we find no objective reason to propose a lower number, and we have used Noll and Tam's estimates in our Option comparisons.
 - Construction cost estimates were bottoms-up calculations, based on the cost of building elements, such as number of doors, square footage of exterior glass, number of lighting fixtures, etc.
 - Unit costs for those items reflect recent or current bid prices for similar work being overseen by Noll and Tam, or with their knowledge.

- The total construction cost of \$905 per sq. ft. which resulted from these calculations appears to be consistent with similar recently constructed civic structures in the Bay Area. Note: The \$905 figure includes an ample 20% “design contingency.”
- The total project costs for each scheme, which include construction cost plus soft costs, for things like furniture, systems, site surveys, geotechnical reports, and design fees, have an additional 10% contingency.

We concluded that the project cost estimates were more than conservative and could be as much as 20% high. We agreed that the logic that Noll and Tam used was sound and the unit costs were based on current market value for these types of structures in this area.

Market Value of City Property – They City owns half a dozen or so buildings and pieces of property that are financially underutilized. We reviewed the following significant General Fund assets and estimated their current market values.

CDF/Teen Center – A 0.7-acre parcel at 1572-1574 Railroad Avenue with frontage on Railroad Avenue and Fulton Lane. The site is currently occupied by two wood frame structures, the former Teen Center at 3,600 square feet and the former California Department of Forestry building at 4,819 square feet. The buildings are currently being used by various City departments, in some cases because City Hall was rendered uninhabitable due to smoke damage. Possible future uses for the site include civic buildings (i.e. Police Station, City Hall) and/or housing.

City Hall/Police Station (Current Location) – A 0.9-acre parcel at the corner of Main Street and Pine Street, with frontage on Main Street, Pine Street, and Railroad Avenue. The site currently houses the 11,000 square foot City Hall/Police Station, now partially vacated due to smoke damage. Possible future uses include civic buildings (rebuilding of City Hall), commercial, and hotel.

Corporation Yard – A 4-acre site at 1405 Charter Oak Avenue, which currently houses Public Works offices in 2,100 square feet of modular buildings, 5,700 square feet of permanent structures used for storage, maintenance shops, and the like, and parking areas for trucks and other equipment. Possible future use is housing.

Adams Street – A 5-acre site north of Adams Street and east of Library Lane and the current Library. The current use is open space and agriculture (vineyard).

Possible future uses include civic buildings, resort development, and open space/agriculture.

Signorelli Barn – A 2925 square foot wooden barn at 933 Signorelli Circle, on 0.42 acres near the corner of Pope Street and Chiles Avenue. It is a late 19th century historical structure with heavy timber frame, board and batten siding, and a dirt floor, currently used for storage. Possible future use depends on an analysis of the barn’s structural integrity. There has been some talk of this building and land being given or leased to the St Helena Historical Society or being used for workforce housing.

Carnegie Building – A 5,267 square foot, three story, historically registered building on 0.13 acres at the corner of Oak Avenue and Adams Street, constructed in 1908 as a library. The building formerly housed the Library, and later, the Parks and Recreation Department. It is now used for civic meetings and activities. Possible future uses include commercial, retail, and office space.

The basis for establishing the market value of the civic properties is an appraisal report completed by Ward Levy Appraisal Corp., Inc for EMG Corp, Inc in December of 2017 (EMG, now Bureau Veritas, is a consulting firm used by the City, which inspects and assesses facilities). Those figures were adjusted to current values based on the knowledge of certain Task Force members involved in the local real estate business. The resulting values used in the analysis were confirmed by the City Manager and his staff.

City real estate assets for possible sale	Value (\$ million)
CDF/Teen Center (RR Ave)	3.0
City Hall/Police Station	4.0
Corporation Yard	2.2
Adams Street (excl library)	20.0
Signorelli Barn/Miley parcel	0.5
Carnegie Building	2.9
	<u>32.6</u>

Incremental Tax Revenue from Future Hotel Projects

Hotel development gets a lot of attention in City budgeting because hotels (inside City Limits), unlike most other commercial businesses in St Helena, pay the City FOUR types of General Fund taxes:

- Transient Occupancy taxes of 13% on overnight room revenue, 12% to the General Fund and 1% restricted for workforce housing
- Property taxes of 0.16% on the assessed value of the hotel and its property
- Direct sales taxes of 1.5% on purchases guests make on hotel property

- Indirect sales taxes of 1.5% on purchases guests make off-premises but elsewhere in St Helena

There are many in St Helena who would encourage more housing office, retail, winery, restaurant, or cultural development in the City. However, those types of developments would generate only half as much revenue as hotels will.

Accordingly, we looked into what hotel development projects were in various points in the City application process and found five projects to be recent and credible:

Main Street on Existing City Hall Site (OPTION 1) – Developer to build a three story, 60 guest room, 4-star, full-service boutique luxury hotel. The site would include the current City Hall parcel, extending east to Railroad Avenue. This property is now occupied by City Hall, the Police Station, and a parking lot adjacent to the Fire Station. Underground parking, including a portion under Lyman Park, would be required. The Park would be restored after construction. The hotel’s meeting rooms and public areas would be open to City residents and visitors. The design would create synergy between the hotel and the park, each taking advantage of the other’s amenities (please see appendix 1 to see possible conceptual design). Workforce housing would be provided offsite to accommodate employees. Occupancy rates, room rental, and other revenue projections are based on actual figures from competitive facilities, including Solage, Los Alcobas, Carneros Inn, and Villagio and were verified by statistics from Smith Travel Services

Adams Street Property (OPTION 2) – Developer to build a full-service luxury hotel, “ranking in the top 5% of such hotels worldwide”. This hotel would provide guest accommodations for 80 rooms, a full-service restaurant, catering, and other food and beverage outlets (cafes, restaurants, and bars) expected of this type of facility. The hotel would also have a spa, meeting rooms, underground parking, pools, and other essential amenities. Meeting facilities and public areas would be open to City residents and visitors. Occupancy rates, room rental, and other revenue projections are based on actual local competitors, including Auberge, Calistoga Ranch, Meadowood, and Bardessono and were verified from statistics from Smith Travel Services.

Vineyard Station – Developer to build a 78-guest room, 5-star full-service hotel on a 6.8-acre parcel, with access from Main Street, Vidovich Avenue, and South Crane Avenue. 18,360 square feet of existing commercial/retail on the site can be expanded by an additional 7,500 square feet. Plans call for 130 underground parking spaces, restaurant, spa, pool, and other amenities expected of a 5-star resort. Also included are 10 apartments for workforce housing. Project is fully entitled and a development agreement with the City has been executed.

Farmstead – Developer to build a 65-guest room, 4.5-star, full-service hotel on a 10-acre parcel, with access from Main Street, Mills Lane, and Charter Oak Street. The facility is planned to have a farm style environment, with farmers market, general store, potting shed, demonstration garden, and two farm equipment barns. The project will also include the existing restaurant, additional meeting rooms, fitness center, pool, pool bar, and other amenities expected of a 4.5-star resort. The project is pending City approval.

St Helena Rail Line – Vine Resort – Developer to build a 65 – 85 guest room full-service luxury resort on a 6 to 8-acre parcel on Wine Train and Krug Winery property, with access from Deer Park Road, Main Street (presumably through Krug property), and via rail on the Wine Train. The hotel’s meeting rooms and public areas would be open to City residents and visitors. Workforce housing would be provided offsite to accommodate employees. The City’s General Plan does not currently permit resort development in this location. The General Plan would have to be amended to allow this development to proceed. The developers recently submitted a pre-application presentation request to the City.

Revenue estimates - To calculate the rough tax revenue impact of hotel development in the City, we estimated and compared figures from the five prospective hotels described above. These estimates are the Task Force’s alone and do not represent commitments by the City or the developers. Precision in these estimates is best left to experts but it is safe to conclude that the future stable tax revenue from any one of these hotels could pay for a new City Hall and Police Station, and the tax revenue from the largest of them would both pay for the new City Hall and Police Station and make a substantial annual contribution to the City’s General Fund. Likewise, completion of ANY TWO of the hotel projects would pay for a new City Hall and Police Station and also make a substantial annual contribution to the City’s General Fund.

Representative Hotel Tax Contributions	Option 1	Option 2	Vineyard Station	Farmstead	Vine Resort
Rooms	60	80	78	65	75
Avg daily net rate	\$550	\$1,200	\$775	\$700	\$875
Annual occupancy rate (%)	80%	70%	70%	75%	70%
Annual room revenue	\$9,636,000	\$24,528,000	\$15,444,975	\$12,455,625	\$16,767,188
Occupancy tax rate	13%	13%	13%	13%	13%
Occupancy tax revenue to City	\$1,252,680	\$3,188,640	\$2,007,847	\$1,619,231	\$2,179,734
Assessed property value	\$40,000,000	\$120,000,000	\$60,000,000	\$45,000,000	\$65,000,000
Property tax rate to City	0.16%	0.16%	0.16%	0.16%	0.16%
Property tax revenue to City	\$64,000	\$192,000	\$96,000	\$72,000	\$104,000
Estimated on-premise purchases per occupied room night	\$300	\$900	\$650	\$200	\$500
Sales tax rate for on-premise purchases to City	1.5%	1.5%	1.5%	1.5%	1.5%
Estimated on-premise sales tax revenue to City	\$78,840	\$275,940	\$194,308	\$53,381	\$143,719
Estimated off-premise purchases in City per occupied room night	\$300	\$400	\$300	\$300	\$300
Estimated off-premise purchases in City per year	\$5,256,000	\$8,176,000	\$5,978,700	\$5,338,125	\$5,748,750
Sales tax rate for off-premise purchases to City	1.5%	1.5%	1.5%	1.5%	1.5%
Off-premise sales taxes paid per occupied room night	\$78,840	\$122,640	\$89,681	\$80,072	\$86,231
Total Tax revenue to City	\$1,474,360	\$3,779,220	\$2,387,835	\$1,824,684	\$2,513,684

Note: All estimates based on stabilized year of operations. Net room revenue per night is less than list price room revenue per night. Vineyard Station and Vine Resort figures do not include tax revenues from existing current operations, which pre-date any hotel developments there.

Financial Comparison of Options 1 and 2 – Options 1 and 2 are very different projects, reflecting different visions for the City and they have different financial profiles and political implications. So, we’ll contrast the options as objectively as possible. To review:

Option 1 – Builds a new 8,500 sq. ft., single-story City Hall building on City-owned property adjacent to the Fire Station or on Railroad Ave, builds a new 4,500 sq. ft. Police Station somewhere on City-owned property, and repairs and upgrades the Library to extend its life another 20 to 25 years (Please see Appendix 2 to view a conceptual design locating City Hall adjacent to and north of the Fire Station). We estimate the construction costs of Option 1 to be \$24 million, including the storm drain work, and propose to offset \$4 million of the construction cost by selling the current City Hall property to a hotel developer for a net initial cost of \$20 million to be paid for by

various types of bonds. Our analysis assumed a 5% interest rate and a 30-year term for the bonds. The City could, perhaps do better, but 5% is used for illustrative purposes.

Option 2 - Builds a new 27,000 sq. ft. combined City Hall and Library, including a meeting room and a multi-purpose room, on the current Library site and build a new 4,500 sq. ft. Police Station somewhere on City property. We estimate the construction costs of Option 2 to be \$50 million including the storm drain work and propose to offset \$24 million of the construction cost by selling the City's Adams Street property and the current City Hall property.

The financial differences between the options are summarized below:

Capital costs (\$ in millions)	OPTION 1	OPTION 2
New combined City Hall/Library	0.00	39.00
New City Hall	11.00	0.00
New Police Station	6.00	6.00
Library repairs	2.00	0.00
Streetscape phase 1	0.17	0.17
Storm drains	5.00	5.00
Streetscape Phases 2 and 3	0.00	0.00
Old City Hall land sale	-4.00	-4.00
Adams St land sale	0.00	-20.00
Bond amount	20.17	26.17
Bond annual interest rate	5.00%	5.00%
Bond term in years	30	30
Bond payments per year	1	1
Bond number of payments	30	30
Bond payment amount/yr	-1.31	-1.70
Bond sum of payments	-39.36	-51.07
Bond lifetime interest cost	-19.19	-24.90
Adams St hotel occupancy tax/yr	0.00	3.19
Adams St hotel property tax/yr	0.00	0.19
Adams St hotel direct sales tax/yr	0.00	0.28
Adams St hotel indirect sales tax/yr	0.00	0.12
Main St hotel occupancy tax/yr	1.25	0.00
Main St hotel property tax/yr	0.06	0.00
Main St hotel direct sales tax/yr	0.08	0.00
Main St hotel indirect sales tax/yr	0.08	0.00
Total tax revenue	1.47	3.78
Net to City once built/yr	0.16	2.08
Remaining "sellable" City land	28.6	8.6

In general, Option 1 is a “break-even” option for the City”: The City sells \$4 million of its land, to a developer that builds a hotel that, once it is up and running, pays for the borrowing to build a new City Hall, Police Station, some Library upgrades and \$5M in storm drain repairs. Option 2 is a much larger, more ambitious option for the City. Because of size and location, it carries more execution uncertainty and depletes the

City's balance sheet by \$20 million more than Option 1, but once up and running, it makes a roughly \$2 million annual contribution to the City's General Fund.

The precise bond type and mechanics involved in financing either option are beyond the expertise of this committee and the scope of this report. We are aware that there are structures like Certificate of Participation lease-backs and developer lease-backs the City could substitute for standard municipal bond borrowing. One of our recommendations to the City Council is that, once it has chosen an option, that it engage a good municipal fundraising group to explore alternatives and make a recommendation.

Possible Development of Secondary Properties for Workforce Housing –We believe that workforce housing is an issue for our City and should be considered in tandem with City infrastructure development. Hotels and resorts, like those being considered for development in our City, have large workforces, and we encourage the City to challenge potential developers to ease, not add to this problem. Our review of the inventory of City property revealed some locations that would be well-suited to workforce housing, the Corporate Yard and the Railroad Avenue sites in particular.

Respectfully submitted,

Task Force Members

George David (Assistant Chair)

Daniel Hale

Elaine Honig

Patrick Kenealy

Thomas McBroom (Chair)

Philippa Ward

Richard Walloch

Glossary

3P – Public Private Partnership – A partnership between a public sector entity (sponsoring authority) and a private entity for the creation and/or management of infrastructure for public purpose for a specified period of time. A 3P typically involves a private entity financing, constructing, and managing a project in return for a promised stream of payments.

Bulb Outs - Curb extensions into parking lanes, which enhance pedestrian safety by narrowing roadways, shortening crossing distances, and increasing visibility of pedestrians

CIP – *Capital Improvement Plan*. Five year (2020-2024) fiscally constrained budget that lays out the most critical infrastructure investments in projects such as street improvements, building construction, water and wastewater treatment, and the maintenance or replacement of other major facilities and equipment.

FCNA – *Facilities Condition and Needs Assessment* – A detailed report on the condition of buildings or other assets, including recommended repair work and the estimated cost to address deficiencies. EMG Corp. completed such a study for selected City owned buildings in March 2018

General Plan – A document which serve as the City’s constitution. A statement of the community’s collective vision of the City’s future.

Hotel stabilization – the year when hotels reach peak occupancy and income, which is then adjusted going forward for inflation only

LRFF – *Long Range Financial Forecast* – Current and long-range (10 Year) financial assessment of General Plan revenues, expenditures, fund balance, and emergency reserves. The LRFF is not a budget; it is an analytical tool to project the condition of the City’s General Fund under various future economic scenarios.

Measure T – The Napa Countywide Road Maintenance Act – A Napa County fund to pay for road and street improvements, supported by a one half of one percent sales tax, approved for a 25-year period, expiring on 7/1/2043. St. Helena’s share is 5.9% of available funds.

OBAG - *One Bay Area Grant* – Metropolitan Transportation Commission allocation of Federal funds for road maintenance and improvements

SHAPE – *St Helena Assets Planning Engagement* – Citizen committee from September 2017 to June 2018. Formed to identify options to address opportunities and deficiencies reported in the FCNA for certain City properties (City Hall, Library,

Adams Street Property, CDF/Teen Center, Corporate Yard, Scout Hall, Head Start Building, Carnegie Building, and the Signorelli Barn). Developed prioritized options for each property.

TOT – Transient Occupancy Tax – A tax levy (currently 13%) on gross rent of rooms occupied in hotels, motels, bed and breakfasts, and homes for a period of thirty days or less. 12% goes to the General Fund and 1% is restricted for workforce housing.

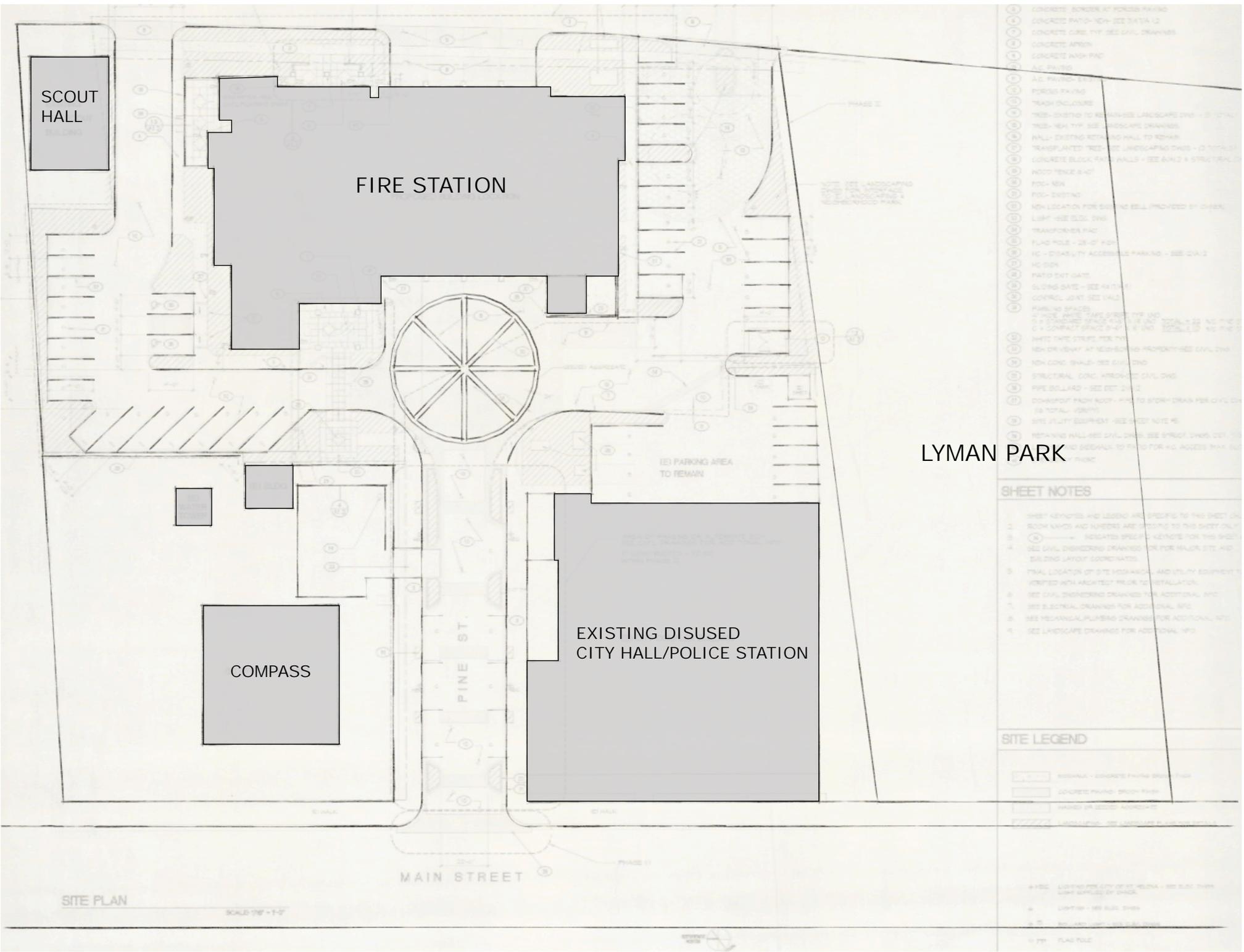
Methodology

1. Reviewed City Budget, LRFF, CIP to determine City's current financial position.
2. Interviewed the City Manager to gather background information and get questions answered
3. Interviewed Public Works Director to determine City's cost estimates to complete the Streetscape project and install/replace non-existent or failed storm drains.
4. Interviewed consultant to estimate City's borrowing capacity.
5. Reviewed hotel proposals in, or soon to be in the City approval pipeline to estimate likely incremental TOT, Property Tax, and Sales Tax.
6. Estimated incremental revenue from possible sale of the current City Hall site and the Adams Street property, and the TOT, property tax, sales tax, and indirect financial benefits from hotel developments on those properties
7. Established market value of various other City properties for possible sale.
8. Reviewed and verified architect's space projections and construction costs for new City Hall, combined City Hall/Library, and Police Station.
9. Interviewed consultant to determine advisability of pursuing Public Private Partnerships for new construction.
10. Summarized development and funding options to facilitate decisions by City Council.

Appendix 1

Hotel Development on Current City Hall Site

Conceptual Design



LYMAN PARK

- 1 CONCRETE SLOPER AT PARKING PAVING
- 2 CONCRETE PATCH-NEW-SEE DATA 12
- 3 CONCRETE CURB-TYP SEE CIVIL DRAWINGS
- 4 CONCRETE APRON
- 5 CONCRETE ASH-PAT
- 6 A.C. PAVERS
- 7 A.C. PAVING-EXIST
- 8 PAVED PARKING
- 9 TRASH ENCLOSURE
- 10 TREE-EXISTING TO REMAIN-SEE LANDSCAPE DWG - 12" TOTAL
- 11 TREE-NEW-TYP SEE LANDSCAPE DRAWINGS
- 12 WALL-EXISTING RETAINING WALL TO REMAIN
- 13 TRANSPLANTED TREE-SEE LANDSCAPE DWG - 12" TOTAL
- 14 CONCRETE BLOCK PAVEMENT WALLS - SEE WALL & STRUCTURAL
- 15 WOOD FENCE 4'-0"
- 16 FOLIAGE
- 17 FOLIAGE-EXISTING
- 18 NEW LOCATION FOR SIGNAGE BELL PROVIDED BY OWNER
- 19 LIGHT - SEE ELEC. DWG
- 20 TRANSFORMER PAD
- 21 FLUID POLE - 28'-0" HIGH
- 22 HC - DISABILITY ACCESSIBLE PARKING - SEE CIVIL
- 23 HC SIGN
- 24 PAVING EXIT GATE
- 25 SLIDING GATE - SEE ARCHIT. P
- 26 CONTROL JOINT - SEE CIVIL
- 27 PARKING SPACE
- 28 2" POLYURETHANE GRANULAR FILL - TOTAL 22" TO THE 2"
- 29 2" POLYURETHANE GRANULAR FILL - TOTAL 22" TO THE 2"
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- 100 2" POLYURETHANE GRANULAR FILL - TOTAL 22" TO THE 2"

- SHEET NOTES**
- 1 SHEET KEYNOTES AND LEGEND ARE SPECIFIC TO THIS SHEET ONLY
 - 2 ROOM NAMES AND NUMBERS ARE SPECIFIC TO THIS SHEET ONLY
 - 3 (C) INDICATES SPECIFIC KEYNOTES FOR THIS SHEET
 - 4 SEE CIVIL ENGINEERING DRAWINGS FOR FIRE ALARMS, SMOKE AND BUILDING LIFTUP COORDINATES
 - 5 FINAL LOCATION OF SITE HOODWATER AND UTILITY EQUIPMENT TO BE VERIFIED WITH ARCHITECT PRIOR TO INSTALLATION
 - 6 SEE CIVIL ENGINEERING DRAWINGS FOR ADDITIONAL WFO
 - 7 SEE ELECTRICAL DRAWINGS FOR ADDITIONAL WFO
 - 8 SEE MECHANICAL/PLUMBING DRAWINGS FOR ADDITIONAL WFO
 - 9 SEE LANDSCAPE DRAWINGS FOR ADDITIONAL WFO

- SITE LEGEND**
- 1 ROOMS - CONCRETE PAVING DRIVEWAY
 - 2 CONCRETE PAVING DRIVEWAY
 - 3 WOOD OR BRICK AGGREGATE
 - 4 LANDSCAPE - SEE LANDSCAPE PLAN FOR DETAILS
- 1100 LIGHTING FOR CITY OF WYOMING - SEE ELEC. DWG
 1101 LIGHTING - SEE ELEC. DWG
 1102 2" POLYURETHANE GRANULAR FILL - TOTAL 22" TO THE 2"
 1103 FLUID POLE

SCOUT HALL

CITY HALL
(2ND LEVEL) 8573 SF
OVER PARKING AND
POLICE STATION

COMBINED
POLICE STATION
(LEVEL 1) 4652 SF
+ PARKING

PROPOSED BUILDING LOCATION
FIRE STATION

COMPASS
(E) OFFICE BUILDING

APPROX .78 ACRE
OPPORTUNITY SITE

LYMAN PARK

SITE PLAN

SCALE 1/8" = 1'-0"

- 1. CONCRETE WALL - SEE CIVIL DRAWINGS
- 2. CONCRETE SLOPER AT FORGED PAVING
- 3. CONCRETE PAVING - NEW - SEE DATA 12
- 4. CONCRETE CURB TYP - SEE CIVIL DRAWINGS
- 5. CONCRETE APRON
- 6. CONCRETE FISH-BONE
- 7. A.C. PAVING
- 8. ALL PAVING - SEE CIVIL
- 9. FORGED PAVING
- 10. TRASH ENCLOSURE
- 11. TREE - EXISTING TO REMAIN SEE LANDSCAPE DWG - 12 CIVIL
- 12. TREE - NEW TYP - SEE LANDSCAPE DRAWINGS
- 13. RAIL - EXISTING RETURN RAIL TO REMAIN
- 14. TRANSPIRENT TREE - SEE LANDSCAPE DWG - 12 TOTAL 12
- 15. CONCRETE BLOCK PAVING WALLS - SEE BUILD & STRUCTURAL DWG
- 16. WOOD FENCE 4'-0"
- 17. 200-180
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SHEET NOTES

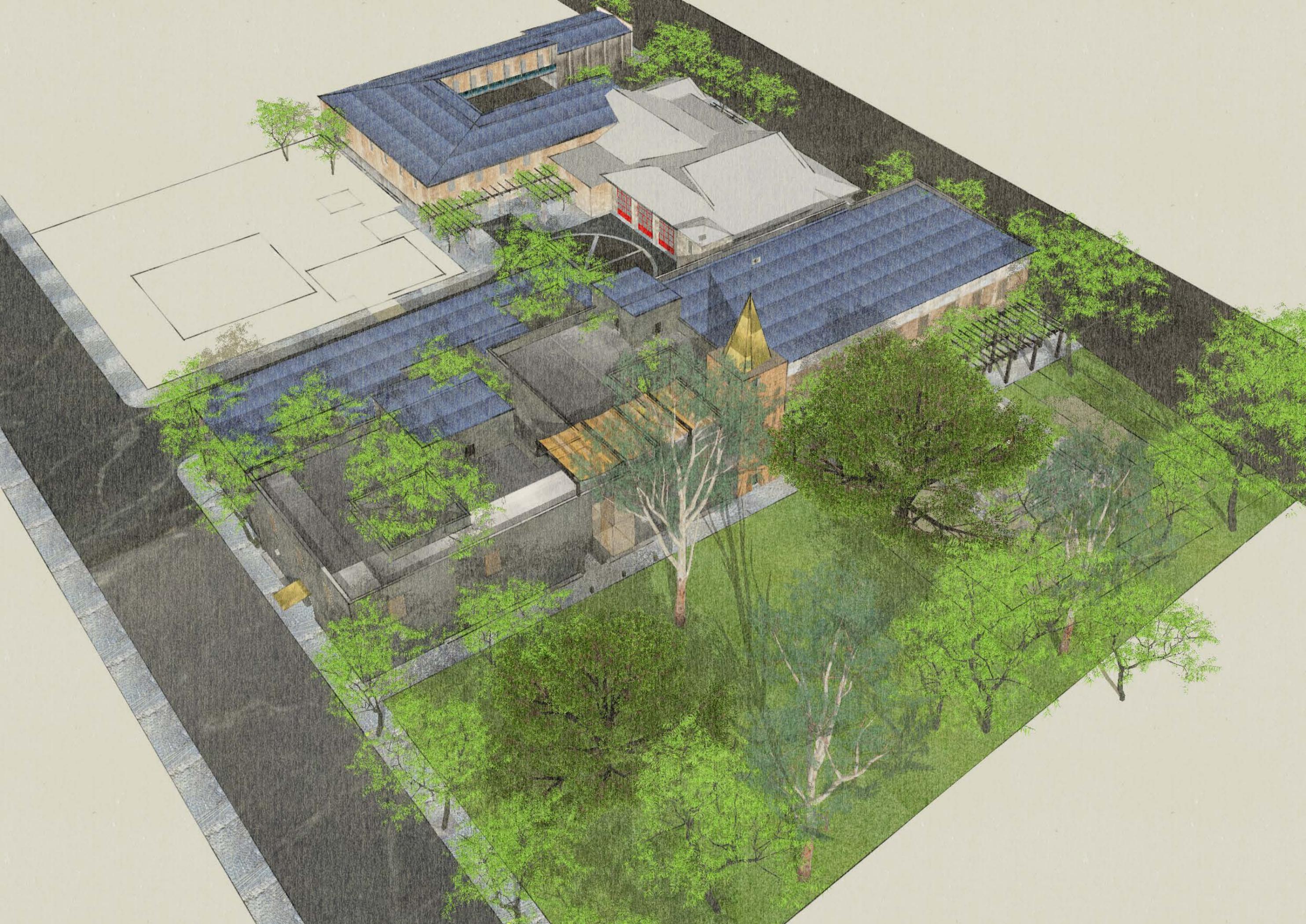
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- 5. FINAL LOCATION OF SITE HOUSING AND UTILITY EQUIPMENT TO BE VERIFIED WITH ARCHITECT PRIOR TO INSTALLATION
- 6. SEE CIVIL ENGINEERING DRAWINGS FOR ADDITIONAL INFO
- 7. SEE ELECTRICAL DRAWINGS FOR ADDITIONAL INFO
- 8. SEE MECHANICAL/PLUMBING DRAWINGS FOR ADDITIONAL INFO
- 9. SEE LANDSCAPE DRAWINGS FOR ADDITIONAL INFO

SITE LEGEND

- 1. [Symbol] REBAR - CONCRETE PAVING DRIVEWAY
- 2. [Symbol] CONCRETE PAVING DRIVEWAY
- 3. [Symbol] WALKWAY OR ACCESS DRIVEWAY
- 4. [Symbol] LANDSCAPING - SEE LANDSCAPE PLAN FOR DETAILS

- 1. [Symbol] LIGHTING FIXTURE - SEE ELEC DWG
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Appendix 2

City Hall/Police Station Adjacent to Fire Station

Conceptual Design

SCOUT
HALL

FIRE STATION

COMBINED
POLICE STATION
(LEVEL 1) 4652 SF

CITY HALL
(2NDLEVEL) 8573 SF

LYMAN PARK

APPROX .77 ACRE
OPPORTUNITY SITE

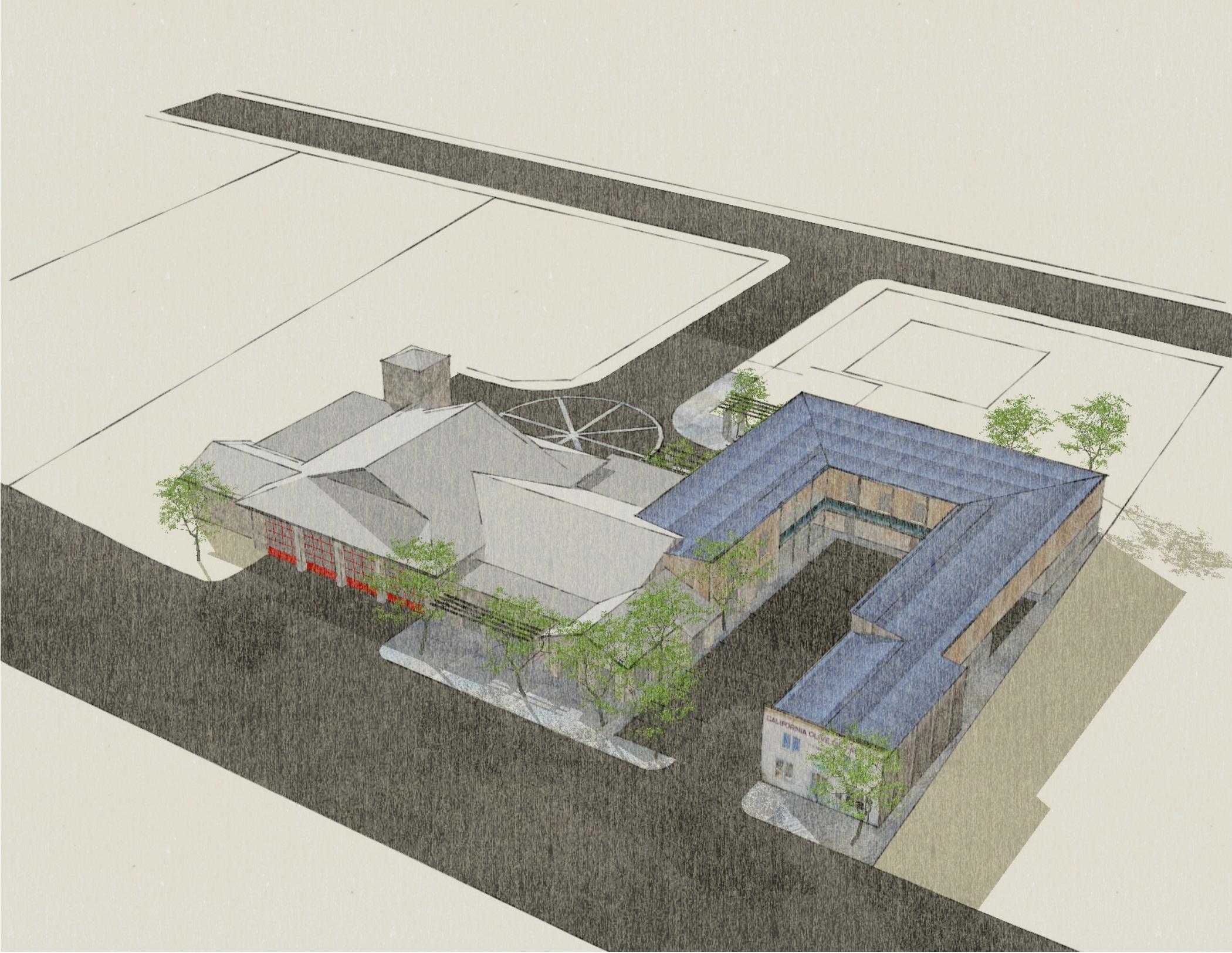
COMPASS

MAIN STREET











CALIFORNIA OLIVE OIL

D. B. MARTINELLI