

chapter 8

IMPLEMENTATION

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The Downtown Napa Specific Plan defines the type of desired development and creates the structure for development in Downtown over the next 20 years, consistent with the City of Napa’s General Plan and other City development policies. Achieving this vision will require public improvements typically associated with site development and infrastructure enhancements, as well as improvements to address existing deficiencies in the area and to meet the demands of anticipated development. New development may face some challenges including high land and construction costs and the need for improvements to existing inadequate or aged utility systems, roads and intersections. Accordingly, to achieve the desired vision for Downtown, a concerted and cooperative public/private partnership will be required. This partnership must take advantage of development opportunities as they arise to create value incrementally and to enhance the potential for additional development.



There are opportunities for infill development Downtown to support existing uses.

The purpose of this chapter is to provide guidance for implementation of the Specific Plan by identifying:

- (1) The development potential under the Specific Plan;
- (2) Regulatory actions necessary to implement the Specific Plan;
- (3) Infrastructure and other public improvements that will be required, as described in Chapter 7 – Utilities, and their estimated costs;
- (4) Possible funding mechanisms;
- (5) Feasibility and timing of potential funding sources and aligning them with improvements; and
- (6) Which projects come first and which projects follow, along with the likely timeframes for each project.

At the end of this chapter, an Action Plan identifies regulatory actions needed to facilitate development and the two timeframes for implementation (0 – 10 years; 10 – 20 years), prioritizes and summarizes each implementing action for the identified infrastructure and public facility improvements and recommends possible funding mechanisms.

8.1 DEVELOPMENT POTENTIAL

In preparing the Downtown Specific Plan, considerable effort was directed toward evaluating market demand and identifying potential development capacity that would be created, especially related to the Focus Areas (see Chapter 4 – Land Use and Zoning Districts). While market conditions are always uncertain, analysis indicates that development across a range of land use categories will occur over the next 20 years. A detailed memorandum providing background information on development of these forecasts is included as Appendix E - Economic Analysis. A summary of cumulative development over

10- and 20-year timeframes is included in Table 8.1: Land Use Development Forecast. These forecasts influenced the demand projections for additional improvements and underpins the estimate of funding sources available. As noted in Table 8.1, the forecast does not include additional public buildings (City or County offices that, if constructed, would add to the total development but will not directly contribute to financing capacity as agencies are generally exempt from local taxes and fees). However, the cumulative analysis in the Environmental Impact Report includes the potential future expansion of the County offices.

TABLE 8.1: Land Use Development Forecast

Land Use Category	Specific Plan Opportunity Sites	Development Forecast (0-10 years)		Development Forecast (0-20 years cumulative)	
	Total Development Capacity ¹	Potential Market Range	Analysis Amount	Potential Market Range	Analysis Amount
Residential Units ²	595	250-300	250	500-600	500
Retail (Sq. Ft.) ³	87,488	30,000	30,000	60,000	60,000
Office (Sq. Ft.) ⁴	426,003	150,000	150,000	375,000-400,000	375,000
Lodging (Sq. Ft.) ⁵	252,569	0	0	200,000	200,000

Source: MIG (development capacity), EPS.

¹ Reflects the amount of net new development that could occur in the Plan Area identified in Chapter 7 – Utilities. The Environmental Impact Report evaluated more development than shown in Table 8.1 to provide a conservative evaluation of potential impacts.

² Includes 50 residential units planned within a flex space category, which is a mixed-use format.

³ Includes 49,543 square feet of flex space.

⁴ Includes 31,141 square feet of flex space. Does not include municipal office space.

⁵ Does not reflect a conference center hotel, which would probably be closer to 300,000 square feet.

8.2 REGULATORY ACTIONS

Prior to any physical changes taking place in accordance with this Specific Plan, it is essential that the necessary regulatory changes are completed to facilitate Specific Plan implementation. These regulatory changes include:

- (1) Amend the appropriate General Plan policies and Zoning Code provisions to be consistent with this Specific Plan. (RA-1.1) Appendix F: General Plan and Zoning Code Amendments lists these General Plan and Zoning Code changes.
- (2) Implement development impact fees and other fees established by the Specific Plan to support new development. (RA-1.2)
- (3) Include any operations- and maintenance-related funding sources, such as participation in assessment of community facilities districts, in conditions of approval or Development Agreement terms for all new development. (RA-1.3)

- (4) Analyze and consider the potential for implementing a Mills Act program for the preservation of historic structures. (RA-1.4)

The implementation of these regulatory actions will facilitate the implementation of the Specific Plan and will occur early in Phase 1. The anticipated funding sources for these regulatory actions is included in the Action Plan at the end of this chapter, as appropriate.

8.3 INFRASTRUCTURE, PUBLIC IMPROVEMENTS AND COSTS

The following section documents improvements and their related costs in three general categories:

- 1. **Development Project-Related Improvement Costs:** Site costs that are typically borne by developers as part of each development project, including fees and charges paid to the City or other local government agencies.
- 2. **Improvements Needed to Cure Existing Deficiencies:** Costs for improvements needed to cure existing deficiencies in the Specific Plan area, proposed to be funded through a combination of existing and potential new sources.
- 3. **Specific Plan-Related Improvement Costs:** Costs for improvements triggered by new development or desired by the community as a physical enhancement, proposed to be funded through a combination of existing funding sources, incremental additions to existing funding sources and altogether potential new funding sources.

The Action Plan later in this chapter, Chapters 6 – Circulation and Parking, and 7 – Utilities contain a full description of infrastructure and public facility improvements recommended for the Planning Area. Due to time, budget and market constraints and realities, these improvements are anticipated to be phased over the 20-year planning horizon. The Action Plan indicates the specific improvements that will occur during Phase 1 of implementation (years 0 – 10 depending

on implementation success), followed by improvements that would occur during Phase 2 (years 11 – 20).

DEVELOPMENT PROJECT-RELATED IMPROVEMENT COSTS

Site acquisition and improvement costs include those normally incurred by the private sector in pursuit of development along with a range of other costs, such as City development impact fees and other regulatory requirements. Under typical development circumstances in areas less urbanized than Downtown Napa these costs are absorbed as part of overall development costs. However, in the Planning Area, these costs may be relatively high due to the need to overcome the financial hurdle of upgrading infrastructure, higher land costs, and potential replacement of an existing building, and thus may result in a financial constraint to some development activity. The phasing of these costs and some of these improvements is intrinsically linked to the timing of each development.

Cost Components

Site Assembly and Acquisition

Prospective developers will need to assemble and acquire sites for their development projects. In some instances this will involve buying existing buildings (typically underutilized sites) and demolishing or rehabilitating these buildings to make way for new development. This is a costly process, resulting in relatively high site costs.



The Oxbow Market is an attraction Downtown that can be supported by a mix of uses.



Parking facilities will be needed to support existing facilities as new development occurs.

Furthermore, land values are markedly higher in the downtown Parking Exempt District than outside the boundary, which impacts costs.

As an example of major site assembly and acquisition, the Napa Town Center is a traditional shopping mall, originally constructed in the 1980s, that occupies several blocks, breaking up the original downtown street grid. The Specific Plan establishes the possibility of creating a new streetscape plan through the Napa Town Center by re-establishing the street grid through what is now the mall. This project would more likely occur when the Napa Town Center owner proposes a major renovation. Depending on the development proposal, the City may need to partner with the Napa Town Center owner to re-establish the street grid.

Development Site Improvements

Potential development sites will require the typical range of on-site improvements, including drainage, sewage and other utility connections. Walks, drives and landscaping would also need to be factored in to the list of improvements.

Parking

As described in Chapter 6 – Circulation and Parking, new development in the Downtown area will require expanding parking capacity. Some of the anticipated new commercial development will provide its own parking facilities on-site,

and on-site parking will be required if a project includes a residential component. In other cases, this additional parking will be provided by a new parking structure, either above grade or subgrade, as part of the parking exempt district. Such structured parking is expensive, ranging in cost from \$20,000 to as much as \$50,000 per space, but it becomes cost-effective where land values are high, inhibiting potential for surface parking.

Inclusionary Housing

The City requires residential projects to include affordable housing units or pay a related “impact” fee. Meeting this inclusionary housing requirement is a substantial cost to development in most communities across the state, particularly in communities like Napa with high housing and land prices. However, the City’s inclusionary housing program offers a range of incentives and options such as financial participation, density incentives and waivers that can lower the cost of providing the required inclusionary units.

City and Other Agency Development Impact Fees

At the time of development (building permit or certificate of occupancy), developers and builders are required to pay existing City development impact fees. Commercial development is required to pay a commercial impact fee to fund affordable housing programs. Additional impact fees are charged by other local agencies (i.e., Napa Valley

Unified School District, Napa Sanitation District). These fees are a source of funding for citywide and school improvements, some of which may occur in Downtown.

IMPROVEMENTS NEEDED TO CURE EXISTING DEFICIENCIES

Chapters 6 – Circulation and Parking, and 7 – Utilities, identify a series of improvements that can be characterized as upgrades to existing infrastructure and public facilities to bring these systems up to current service standards and enhance their functionality. These are considered essential to the future revitalization of the Downtown area. These improvements, which include utility upgrades, circulation and streetscape improvements along key circulation corridors and parking improvements, are anticipated to be constructed during Phase 1 of implementation and are included in the Phase 1 Improvements identified below.

SPECIFIC PLAN-RELATED IMPROVEMENT COSTS

These costs include the new improvements needed to ensure that proposed development provides infrastructure and service capacity consistent with citywide standards and policies, and any special policies established in the Specific Plan. In this case, a direct “nexus” or connection must exist between the demands created by new development in the Downtown Area and

the specific improvement needed. As Table 8.2: Summary of Costs by Phase shows, these costs are estimated to be approximately \$28.8 million during Phase 1 and \$9.4 million during Phase 2, for a total of approximately \$38.2 million.

Phase 1 Improvements (0 – 10 years):

Table 8.2: Summary of Costs by Phase shows the phasing of each cost category. The phasing of improvements is based upon several factors including the anticipated distribution of new development over time, priorities for public realm or streetscape improvements, infrastructure improvements (i.e., improving existing deficiencies first), and the recommendations from the citizen advisory sub-committee group that addressed infrastructure and financing issues. In total for Phase 1 , nearly \$4.7 million is needed for upgrades to existing infrastructure and public facilities and should be funded by a broad range of sources, while approximately \$28.8 is needed to fund new improvements. All of the improvements described in detail below are anticipated to occur in Phase 1.

Phase 1 improvements are anticipated to be completed in the 0 – 10 year horizon. Phase 1 is divided into Preliminary Actions and Secondary Actions. Preliminary Actions would occur in the 0 – 3 year timeframe and Secondary Actions would occur in the 0 – 10 year timeframe. These are identified in Table 8.4: Action Plan.

Street Circulation

Conversion of First, Second, and portions of Third and Fourth streets to two-way streets from Main Street to Jefferson Street is the first priority for circulation improvements. In addition, a range of street improvements is anticipated including repaving and striping, landscaping, improved signage, and new traffic control modifications (i.e., signal replacement or new signals, stop signs, crosswalks, etc.).

Streetscapes

First Street and a portion of Main Street, as well as gateways along Soscol Avenue, are priority areas for receiving upgrades such as street trees, street furniture, street lighting, bike racks, bus shelters, gateway intersection treatment (i.e., special painted paving at crosswalks and intersections), improved crosswalks, improved plazas and sidewalks, and public restrooms. Certain sections of the streetscape improvements should be constructed in conjunction with the street circulation improvements described above as an economic efficiency measure and to minimize disruption of these areas.

Utility System Upgrades – Stormwater/ Drainage, Water and Wastewater

Engineering analyses indicate the need for upgrades to existing utility systems located in the Downtown area (see Chapter 7 – Utilities).



The Oxbow Bypass project is scheduled to be completed in 2013.

These upgrades are needed due to the normal aging of the utilities and insufficient service capacity in some areas. It is assumed that some, such as water pipe and sanitary sewer upgrades, can be facilitated through the ongoing upgrade investments made by the City and the Napa Sanitation District, and funded by utility fees, rate-based revenue bonds, or other sources as determined by Napa Sanitation District and the City. Upgrading utilities concurrently with street circulation improvements should occur when the streets are going to be altered and disrupted, which will require coordination by the City.

Parks, Plazas and Open Space Improvements

Downtown Napa features a series of parks, plazas and open space, including Dwight Murray Plaza, Coombs Street Plaza, Brown Street plazas (north and south), Opera House Plaza, Napa Creek, Veteran's Memorial Park, the Napa Skate Park and Heritage Park, as well as major planned multiple-use recreational areas in the future flood protection bypass channel, ("Oxbow Commons"), which will be funded through the Flood Protection Project. Moreover, two small parks are being developed by the Redevelopment Agency—one on the southwest corner of Third Street and Soscol Avenue (Riverfront Green), the other at the southwest corner of First Street and Soscol Avenue (China Point Overlook)—which are scheduled to begin construction in 2011 and 2012 respectively.

Additionally, a volunteer community group is designing and fund-raising for a September 11 Memorial Plaza near Napa Creek and the eastern entrance of Kohl's Department Store. There will also be a need to replace the Skate Park, preferably in Downtown. The Parks and Recreation Services Department included funds in the 2011-13 Capital Improvement Project budget for design and construction of this project, with a contribution from the Redevelopment Agency. However, as the City continues to modify its revenue and expenditure projections and consider budget alternatives in the coming months, the status of this funding is uncertain

The cost estimates shown in Table 8.2 include possible enhancements along Napa Creek, which could be designed and constructed after the Flood Protection Project creek work is completed in 2013 (Phase 1). Improvements could include additional walkways and landscaping as well as lighting, seating and other amenities. Also included in Phase 1 are the costs associated to enhancing existing and developing new parks and plazas as noted above and depicted in Table 8.2

Public Parking Improvements

While some of the new parking needed to support future development will be provided on-site as a part of individual development projects, there will also be the need to create additional public parking for sites in the Parking Exempt District

(see Chapter 6 – Circulation and Parking). There may be an opportunity for a new public parking structure to replace or expand the Second Street Garage in conjunction with redevelopment of the “Carrither’s site” at the time the County makes the property available. Additionally, a new parking structure in the vicinity of the CineDome Focus Area will be necessary to replace surface parking that will be removed with construction of the future Flood Protection Project bypass channel and to add parking to support existing and future development. For example, the Main Street West project at Main and Clinton streets paid approximately \$1 million in parking impact fees in lieu of providing parking on site. Potential sites in the area could accommodate a structure containing up to 350 parking spaces. Some funding has been designated for this project, but approximately \$3 million to \$7.5 million in additional funding would be needed to fund the balance, for a total estimated cost of \$9 million to \$13 million. (Figures 8.2, 8.3 and 8.4 estimate \$11.2 million for the parking structure in the CineDome area, and a \$4 million public contribution to a parking structure in the Copia area for a total of \$15.2 million in parking structures costs.)

As noted above, a new parking structure may also be needed in the Copia area to accommodate existing demand and anticipated development that would likely occur on surface parking areas. This parking structure would be partially or totally

financed through private funding, since it would serve the revitalized Copia facilities, neighboring businesses and development that may occur on the Copia and County Corporation Yard properties in the future.

Phase 2 Improvements – (10 – 20 years)

Phase 2 improvements are anticipated to be completed in the 10 – 20 year planning horizon. These improvements generally will be completed in conjunction with other improvements. Coordination with other agencies or property owners will be necessary prior to project initiation. These improvements may occur sooner.

Street Circulation Improvements

The Downtown area is almost entirely developed with an existing street and utility grid. In Phase 2, Coombs Street Plaza may be converted to a one-way northbound street or it may open to two-way traffic, depending on future development plans for the adjacent Napa Town Center. If neither of these options is pursued, the plaza may be upgraded to encourage more active uses.

Streetscape Improvements

The Specific Plan establishes design guidelines and development standards for development in the Downtown area. These “streetscape” improvements will either be constructed as part of planned roadway and intersection improvements



Coombs Street improvements will enhance circulation flow.



Streetscape improvements will add to the overall character and appeal of the Downtown area.

and or will be constructed with individual development projects. The principal streets identified to receive streetscape improvements include First, Second, Third, Pearl and Main streets, and gateway treatments at the intersection of First and Jefferson streets, First and Third streets at Soscol Avenue, and at First Street and Silverado Trail. Improvements will include street trees; street furniture; street lighting; bike racks; bus shelters; gateway monuments and public art; and improved crosswalks, plazas and sidewalks, depending on the location. See Figure 5.1: Streetscape Plan in Chapter 5 - Design Guidelines.

Utility System Improvements – Stormwater/ Drainage, Water and Wastewater

While Utility System Upgrades in Phase 1 will address current deficiencies in the utility systems, Phase 2 Utility System Improvements will focus more on addressing future capacity needs. The development proposed in the Downtown area will require expansion of utility systems including water, sewer (predominantly the upgrade of gravity lines) and drainage (i.e., transmission pipes), as described in Chapter 7 – Utilities. None of these improvements is included in the City's water or drainage fee program, nor in the Sanitation District's sewer fee program and therefore may require funding from other sources as described in the following sections.

Parks, Plazas and Open Space Improvements

The City has established, as a matter of policy, that three acres of local park land and related improvements be created for each 1,000 residents. While new development in Downtown will pay the City's Park Development Fee, it is unlikely that the total park land requirement can be fully met in the downtown area due to availability of available land for parks. The cost estimates shown in Table 8.2 include improvements to existing plazas (including Coombs Street as an alternative to opening it up to automobiles, Brown Street north and south of First Street, and Dwight Murray Plaza).

8.4 SUMMARY OF IMPROVEMENT COSTS

A range of backbone infrastructure and new public facilities will be needed in Downtown (i.e., roadways, water, sewer, and drainage facilities, etc.). Some of these improvements are already planned, while others will be required to provide adequate capacity, or to meet standards set in the Specific Plan. Others are enhancements that will add to the character and vibrancy of Downtown. Table 8.2: Summary of Costs by Phase provides an overview of these improvements along with estimates of their costs. Chapters 6 – Circulation and Parking, and 7 – Utilities, contain a full description of the proposed enhancements and changes. Overall, approximately \$38 million in improvements is identified. Funding will be derived from private developers as they construct their projects; existing City or other public agency funding sources; outside funding opportunities such as grants; and new sources created expressly for the downtown area as part of Specific Plan implementation.



Construction activities should ideally be coordinated with streetscape and infrastructure improvements, if possible.

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TABLE 8.2: Summary of Costs by Phase

Improvement Type	Infrastructure and Facilities Costs						
	Phase 1 (0 – 10 years)			Phase 2 (10 – 20 years)	Total Development Buildout		
	Current Planned Facility Upgrades	Additional Demand Created by Projected New Development	Total	Additional Demand Created by Projected New Development	Current Planned Facility Upgrades	Additional Demand Created by Projected New Development	Total
Infrastructure							
Circulation	\$0	\$2,500,000	\$2,500,000	\$450,000	\$2,500,000	\$450,000	\$2,950,000
Streetscapes	\$0	\$3,860,000	\$3,860,000	\$7,568,000	\$0	\$11,428,000	\$11,428,000
Stormwater/ Drainage	\$33,500	\$95,000	\$128,500	\$126,000	\$33,500	\$221,000	\$254,500
Water	\$458,000	\$1,811,000	\$2,269,000	\$489,000	\$458,000	\$2,300,000	\$2,758,000
Wastewater	\$90,000	\$1,811,000	\$1,901,000	\$753,000	\$90,000	\$2,564,000	\$2,654,000
Subtotal	\$3,081,500	\$7,577,000	\$10,658,500	\$9,386,000	\$3,081,500	\$16,963,000	\$20,044,500
Public Facilities							
Parks, Plazas and Open Space	\$1,650,000	\$1,315,000	\$2,965,000	\$0	\$1,650,000	\$1,315,000	\$2,965,000
Public Parking	\$0	\$15,200,000	\$15,200,000	\$0	\$0	\$15,200,000	\$15,200,000
Subtotal	\$1,650,000	\$16,515,000	\$18,165,000	\$0	\$1,650,000	\$16,515,000	\$18,165,000
Total Capital Costs	\$4,731,500	\$24,092,000	\$28,823,500	\$9,386,000	\$4,731,500	\$33,478,000	\$38,209,500

Source: City and MIG (November 2010), and EPS.

8.5 FUNDING SOURCES

A number of funding mechanisms are available to achieve the Specific Plan’s vision including project-specific funding derived from conditions imposed on new private development, existing fees and taxes, and new public funding sources. Table 8.3: Summary of Sources and Uses summarizes how these categories of funding can apply to the infrastructure and public facility costs that have been identified. The following section describes the specific funding sources in each category (see Appendix E: Economic Analysis).

DEVELOPMENT PROJECT-RELATED FUNDING

The primary source for development funding of project-related costs will be private developer equity and commercial bank financing. In addition to normal site improvement costs, the dispersed pattern of planned development in Downtown may also require developers to oversize backbone infrastructure (i.e., roadways, water, sewer, and drainage facilities, etc.) so it is constructed in anticipation of future demand. Such oversizing can be reimbursable through existing City or other financing programs developed during implementation of the Specific Plan. While the Parkway Plaza Redevelopment Project Area will expire within the next two years, it may be able to provide some financial assistance to private redevelopment where substantial public benefit

would result. Developers may be expected to absorb some streetscape costs as part of site development costs where a nexus exists for a demand on these services.

To ensure quality development on small sites, additional public parking will be needed downtown through the parking exempt district which encompasses much of the downtown area. The District relieves certain properties from providing on-site parking through the payment of impact fees. Developers pay the impact fees for construction of off-site parking facilities, which can only be used to fund public parking in the Parking Exempt District.

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TABLE 8.3: Summary of Sources and Uses

Improvement Type	Estimated Costs (Total Development Buildout) ¹			Potential Funding Sources				
	Current Planned Facility Upgrades	Additional Demand Created by Projected New Development	Total	Private Funding ²	Existing Sources ³	New Specific Plan Fee ⁴	New Infrastructure Community Facility Districts CFD	Other New Sources ⁵
Infrastructure								
Circulation	\$0	\$2,950,000	\$2,950,000		X	X	X	X
Streetscapes	\$0	\$11,428,000	\$11,428,000	X	X	X	X	X
Stormwater/Drainage	\$33,500	\$221,000	\$254,500			X	X	X
Water	\$458,000	\$2,295,000	\$2,753,000		X	X	X	
Wastewater	\$90,000	\$2,564,000	\$2,654,000		X	X	X	
Subtotal	\$3,081,500	\$16,958,000	\$20,039,500					
Public Facilities								
Parks, Plazas and Open Space	\$1,650,000	\$1,315,000	\$2,965,000			X	X	
Parking	\$0	\$15,200,000	\$15,200,000	X	X	X	X	
Subtotal	\$1,650,000	\$16,515,000	\$18,165,000					
Total Capital Costs	\$4,731,500	\$33,478,000	\$38,209,500					

Source: City and MIG (November 2010), and EPS.

¹ Costs are estimated in 2011 dollars.

² Includes developer-funded improvements, as well as public/private negotiated improvements, exactions and/or cash contributions.

³ Includes existing development impact fee programs, parking districts, City General Fund, utility rate revenues and redevelopment funds, if available.

⁴ Can only be used to fund improvements needed to serve new development.

⁵ Includes a variety of other potential sources, described in the Funding Sources text

EXISTING CITY FUNDING SOURCES

The City has in place a Capital Improvement Program which is adopted as part of the City’s budget. The Capital Improvement Program will fund and construct some public improvements. The City’s existing development impact fee programs and other citywide sources of funding will construct other public improvements. Developments will be charged for these improvements on a proportional share basis, as allowed by the State of California Mitigation Fee Act (Government Code Section 66000) which sets forth a statutory framework for the imposition of development fees by local governments. These are amended from time to time to reflect actual costs of future improvements and to address inflationary changes.

Existing Capital Improvement Programs

The City and other public agencies have developed several facility master plans and adopted capital improvement programs that reflect short-range investments (five-year term) in public facilities. These improvements include underground utilities, streets, sewer, parks, fire service and parking. These facilities are or will be funded by a variety of federal, state, regional and local sources, which are discussed in the following sections.

City and Other Agency Development Impact Fees

The City and other local agencies, including the School District and the Napa Sanitation District, currently impose development impact fees citywide. Over the horizon of the development forecast (20 years), it is estimated that nearly \$23 million in existing impact and demand fee revenues will be generated for the City and other agencies.

The City impact fees have been established to fund specifically identified capacity improvements located throughout the city, to the extent that the improvements are included in existing fee programs (or added in the future). The City also charges a parking impact fee for net new, non-residential parking demand generated by new development in lieu of providing on-site parking in the Parking Exempt District. However, this fee is currently well below the cost of actually constructing the needed parking spaces. As noted on Table 8.3, some funds have been accumulated for parking improvements that can be applied to the estimated \$15.2 million cost of the proposed parking structure near the CineDome, lowering its net cost to approximately \$9 million.

Water and Sewer Rates

Water and sewer rates charged by the City Public Works Department, Water Division and Napa Sanitation District respectively are used to fund



Spaces for outdoor events are encouraged throughout Downtown.

operations of these utilities, along with repair, replacement and expansion of facilities as demand increases. A portion of utility rates can be used by these utilities to underwrite revenue bonds for these purposes, which can supplement impact fees and connection charges. Total funding from these sources must match the cost of improvements needed to cure existing deficiencies (which is currently estimated at \$548,000). Similarly, a portion of the total \$4,859,000 needed to serve new development could be funded partially through utility rate increases, at the policy discretion of the Napa Sanitation District Board of Directors and City Council.

Redevelopment Agency

The Napa Redevelopment Agency currently administers two redevelopment project areas: Parkway Plaza and Soscol Gateway. The Parkway Plaza Project Area, created in 1969, consists of 324 acres and encompasses the entire Planning Area with the exception of most of the Copia property and some of the Westin-Verasa property—those parcels are in the Soscol Gateway Project Area. Because the Parkway Plaza Project Area redevelopment plan is set to expire in December 2012, the ability to finance public improvements with tax increment revenue will be limited. With recent redevelopment reform legislation adopted by the State of California (now being litigated in the California Supreme Court), issuing new debt is not possible and may not be in the

future depending on the outcome of the lawsuit. Assuming the Agency could issue bonds, the estimated maximum revenue is \$9 million¹ in debt proceeds if bonds could be issued and spent before the expiration date. The Agency would have an additional 10 years to repay the bonds beyond the expiration date of the Project Area. Some portion of these funds could be used toward Specific Plan improvements, including parking facilities, parks and open spaces, and certain infrastructure or public facility costs. Aside from issuing bonds, other mechanisms to accomplish this may include an intra-city loan against the Redevelopment Agency's future revenue stream or committing future tax increment revenues through a contract or development agreement. Any such funding must be expended before expiration of the Redevelopment Plan. This would presume that the Redevelopment Agency will continue to operate as status quo.

The Soscol Gateway Project Area, adopted in 2007, is located directly east and south of the Parkway Plaza Project Area, and contains a small portion of the Planning Area, namely the Copia property and a portion of the Westin-Verasa. As a new redevelopment project area, it will take several years for tax increment revenue to accumulate to fund large capital projects. At this time, tax increment revenue from the Soscol Gateway Project Area is largely committed to

¹ Estimated by City staff as of December 2010.

funding an interior drainage project necessary to protect properties in the area from flooding, thus enhancing their future economic value, and other infrastructure improvements along the Soscol corridor.

The outcome of redevelopment reform legislation including the possible elimination of redevelopment continues to be uncertain as the final drafting and adoption process for the Downtown Specific Plan continues (January 2012). Consequently, there may need to be adjustments to the Implementation Plan schedule and funding sources after adoption of the Downtown Specific Plan based on whether Redevelopment agencies continue to operate and what kind of parameters may be placed on their future operations, if they are allowed to continue to exist at all. If Redevelopment is eliminated as a potential funding source for implementation of the Downtown Specific Plan, alternative funding sources will need to be identified, time frames will slip and priorities may change. However, until this issue is finally settled, we will not amend the Downtown Specific Plan to speculate on an outcome.

General Fund Transfers

While the City can choose to appropriate General Fund monies to downtown projects as its budget allows, two General Fund revenue sources will be directly affected by downtown development and

may warrant special consideration as potential funding mechanisms. Both sales tax and property tax generated in the Planning Area are likely to increase as the retail market improves and property values rise. At the discretion of the City Council, new Downtown area sales tax or property tax revenues (i.e., above a set "base level") could be dedicated toward Downtown infrastructure improvements and special programs.

State and Federal Transportation Grants

Major federal funding sources for transportation infrastructure are administered regionally by Caltrans and the Metropolitan Transportation Commission and can be used for a wide variety of transportation-related infrastructure projects, from bike paths to major road improvements. However, these funds can only be used on functionally classified collectors and arterials, and the needs of Downtown will have to be weighed against other citywide needs. As a part of implementation of SB 375, the recently enacted legislation associated with meeting the greenhouse gas emission reductions set forth in AB32, the Association of Bay Area Governments is working with cities and counties in the region to develop Sustainable Community Strategies. As a part of these strategies, local jurisdictions have the option to create "Priority Development Areas," which may be eligible for additional regional grant funding, but may also require a higher percentage of affordable housing to be constructed in the City.

However, even if the City were to create a Priority Development Area in the Downtown, available resources are limited and economic uncertainty in the future within much of the 20 year horizon of this plan may not yield significant funding for Downtown improvements.

Downtown Benefit Zones

There are several benefit zones in Downtown that are in place to finance infrastructure, and maintenance and programming, including the Downtown Parking and Business Improvement Areas (PBIAs), the Oxbow Parking and Business Improvement Area and the Downtown Napa Property and Business Improvement District (PBID), which was just renewed for another five-year term. The PBIA benefit zones were originally established to fund maintenance and construction of parking lots and structures in Downtown and to fund promotional activities coordinated by the Napa Downtown Association. Businesses in these benefit zones pay a 40 to 70 percent surcharge on their business license tax to fund those activities. Businesses in the PBIA Parking Exempt zone pay a 70 percent surcharge, which the City collects and maintains for parking facilities, estimated at about \$150,000 annually. This revenue is built into the maintenance budget for the three City-owned Downtown garages. The parking impact fee may be evaluated to determine if the current fee is adequate to fund parking facilities to serve the demand that is generated by future development. This analysis will also address whether expansion of the Parking Exempt District boundary is warranted. Businesses in the PBIA Promotional Zone pay 40 percent more toward marketing and promotions. These fees are collected by the City and passed along to the Napa Downtown Association,

providing about \$120,000 per year in revenue for them. As intended, the business owners who pay these additional charges are the recipients of the benefits they fund, including parking for their employees and customers and special events and promotions. The rate and usage of these fees were established by Ordinance and may not be used for benefits and purposes other than those specifically allowed, unless the Ordinance is amended.

The Downtown Property and Business Improvement District (PBID) could be an effective tool for financing Downtown infrastructure and programming. PBID revenues are provided by property owners via assessments levied on the property tax, collected by the County and passed on to the City for distribution to the Napa Downtown Association PBID Committee. The PBID generates about \$380,000 annually, and the revenues may be used for a variety of activities including marketing, events, landscaping, fixtures, and other environmental and physical improvements to both public and private property. Use of PBID funds is outlined in a District Management Plan that owners themselves coordinate and approve. The current District Management Plan calls for the existing PBID to designate funds specifically for changing First Street from one-way to two-way circulation. The PBID has earmarked \$200,000 per year for five years, for a total of \$1 million, for this purpose.

NEW FUNDING SOURCES

As noted above, development of the Downtown area will necessitate a range of public improvements, including those required to expand capacity of infrastructure and public facilities. It is assumed that new development in the area, in one manner or another, will fund these required public improvements. A variety of options available for funding these costs is described below. These options can be used in combination with one another, though consideration for development feasibility issues may constrain the overall cost burden upon new development.

Update Existing Development Impact Fee Programs

As part of the periodic review, existing citywide development impact fees, including the Street Improvement Fee, can be incrementally increased to reflect the impacts of expected new development including major cost items needed for the Downtown Area that have citywide benefit. It is also possible to increase the current parking impact fee charged in Downtown to better reflect the actual cost of providing the required structured parking. Such an increase would raise development costs and need to be coordinated with new funding sources being considered (i.e., the Specific Plan Area Development Impact Fee discussed below).

Specific Plan Area Development Impact Fee

The City could create a special development impact fee for the Downtown area to fund infrastructure. Such a fee would be adopted in accordance with the state’s Mitigation Fee Act (Government Code Section 66000 et seq.). Creation of a “nexus” study would demonstrate the relationship between the infrastructure items funded and the new development, and calculate the appropriate fee amount on various categories of development. Analysis conducted as a part of the preparation of the Specific Plan indicated that such a fee could raise \$14.1 million within 10 years and \$36.9 million within 20 years, while remaining within reasonable cost burdens on new development. Such a fee could be adopted by City ordinance.

Land-Secured Financing

A Mello-Roos Community Facilities District or other land-secured financing such as a parking assessment district could be established to help fund the construction or acquisition of local infrastructure and other public facilities. However, any such district would be subjected to voter or landowner approval. It is possible to structure such a district to capture and assess new development only.

The amount of such funding is influenced by existing property taxes, assessments and special taxes. In Downtown there are several such



Community Development Block Grants (CDBG) may be employed to rehabilitate buildings and improve the streetscape.

“overrides” on the base 1.0 percent property tax rate. These charges appear to average approximately 1.2 percent for residential, 1.8 percent for retail, 1.5 percent for office and 1.1 percent for hotel. These existing levies limit future levies given the practical limit of 1.5 percent for property taxes and overrides. Given this constraint, approximately \$9.1 million in gross bond financing capacity based on development occurring over a 20-year term is estimated. This would yield roughly \$6.8 million in net bond proceeds after accounting for the costs of issuance, capitalized interest and reserves.

Development Agreements, Dedications or Exactions

The City could negotiate direct contracts with developers for financial commitments, dedications or cash contributions beyond those that could be justified through typical subdivision ordinance dedications and exactions or impact fees, which are generally limited by the “rational nexus” criteria. The use of development agreements offers a mechanism for expanding funding potential and creating financing packages suited to the needs of the individual projects. The Focus Areas are especially amenable to this type of agreement.

OTHER FUNDING SOURCES

A number of other funding sources may be available to the City to support Downtown revitalization. As an example, tax abatement programs are available for buildings that have special historical significance. Additionally state and federal funding programs may assist with providing affordable housing, including the associated share of infrastructure costs. While the amount of improvements that could be funded through these sources may be limited, they may be important resources for property owners, developers and business owners and can help offset the up-front costs to construct site improvements. These other funding sources are described below.

California Seismic Bond Act

The California Seismic Bond Act provides a 15-year property tax break for seismic improvements to unreinforced masonry (URM) buildings or buildings identified by local government as being hazardous to life during an earthquake. The City has nine buildings on its URM list. All but one of these is located in Downtown.

California Economic Development Lending Initiative Loans

The California Economic Development Lending Initiative provides partial loan funds for equipment purchase, permanent working capital, business acquisition, lease hold improvements, financing

accounts receivable and inventory. These funds are often administered by a local economic development corporation or the lending institution financing a new development.

Federal Loan Programs

Federal loan programs, such as the U.S. Small Business Administration, assist small businesses with a range of short- and long-term capital needs and could help Downtown Napa business owners purchase and improve properties for new retail uses.

Community Development Block Grant

The Community Development Block Grant (CDBG) provides federal funding from the Department of Housing and Urban Development to support development of urban communities with a primary focus on low-income residents. The CDBG received by Napa for fiscal year 2010 is approximately \$700,000. Funds can be used for building rehabilitation, infrastructure, services (i.e., assistance to businesses that create jobs for low-income people) and affordable housing development costs (generally excluding construction costs of new housing). To date, it has been the City’s policy to use these funds for capital improvements associated with housing and low income-related programs, service provider improvements or facilities in low-income neighborhoods.

Statewide Community Infrastructure Program

California Communities offers the Statewide Community Infrastructure Program (SCIP), a financing program that enables developers to pay most impact fees (excluding school fees) and finance public improvements through an acquisition agreement that qualifies under the 1913/1915 Act via tax-exempt bond issuance proceeds. Since 2003 the SCIP program has assisted communities and developers throughout California to finance more than \$141 million in impact fees². This program has been molded to the needs of each local agency participant of SCIP. Because most local agencies require developers to pay impact fees before obtaining a permit, SCIP can be used to directly prepay these fees or, alternatively, to reimburse the developer after fee payment. The program can be used to enable developers to pay for or be reimbursed for all eligible impact fees or for a single impact fee. Moreover, the program may alleviate the need for a fee deferral program by providing the local agency with necessary funds and eliminating the risk of nonpayment by the developer. These funds are then repaid on a property tax assessment.

Loan Guarantee Programs (i.e., SAFE-BIDCO)

Created by the Legislature, the SAFE-BIDCO is a non-deposit lender operating several state and federal loan and guarantee programs that can assist all types of small businesses at various stages of development. SAFE-BIDCO acts as a catalyst for economic development by making funds available that a normal commercial lender would not provide.

² <https://www.psacommunities.org>



Historic buildings are a major community amenity that must be preserved.

8.6 INCENTIVES FOR PRESERVATION OF HISTORIC RESOURCES

Downtown Napa benefits from numerous structures of historic significance. It is a goal of the Specific Plan to preserve and enhance these structures, where possible, consistent with their use in pursuit of the vision for Downtown Napa.

Historic preservation and adaptive re-use are both encouraged to maintain the unique ambiance of Downtown. Preservation maximizes the use of existing materials and infrastructure, reduces waste and maintains historic character. This extends to re-establishing historic uses, such as residential uses where homes have been converted into offices or other uses.

In order to promote the preservation of historic resources, the City has undertaken an extensive inventory and identified programs that provide incentives for preservation. This section identifies programs to help protect historic resources. Additionally, the Downtown Napa Historic Resources Design Guidelines provides further guidance together with Chapter 5 – Design Guidelines.

FEDERAL HISTORIC PRESERVATION PROGRAMS

The National Park Service administers several programs that provide incentives and funding for historic preservation projects via income tax credits, technical assistance and small grants to local governments pursuing historic preservation projects.

FEDERAL REHABILITATION TAX CREDITS

The Office of Historic Preservation administers the Federal Rehabilitation Tax Credit Program for California in partnership with the National Park Service pursuant to federal regulations (36 CFR Part 67). This program provides federal tax credits for the rehabilitation of historic buildings that qualify as certified historic structures due to being listed on the National Register of Historic Places or located in a registered historic district and certified by the Secretary of the Interior as being of historical significance to the district.

STATE HISTORIC BUILDING CODE

Buildings designated as historic resources either at the local, state or federal level may benefit from the application of the State Historical Building Code (SHBC) when associated with redevelopment construction as opposed to land use. The SHBC provides an alternative to the standard Building Code for historic buildings to allow their owners to meet building code requirements in a way that is more compatible with the historic nature of the building.

MILLS ACT

The Mills Act Property Tax Abatement Program is the most important preservation incentive program in California. Mills Act contracts are between the property owner and the local government granting the tax abatement. Each jurisdiction individually determines the criteria and requirements for

participation. Properties listed on an officially adopted local, state or federal register may qualify for the Mills Act program. The Mills Act provides property tax relief for historic properties undergoing restoration and maintenance. The recent renovation of the Napa Opera House was a Mills Act project. In the future, the City may identify additional Downtown properties that are eligible for Mills Act contracts and help facilitate those through the necessary application and approval process.

DOWNTOWN NEIGHBORHOOD LAND USE DISTRICT

The Downtown Neighborhood land use district applies to the blocks along the southern and western edges of Downtown, as well as a block north of Clinton Street. The area had previously been zoned Residential-Office which resulted in historic homes being converted from residential to office use. Over time this impacted the residential quality of neighborhoods. The Downtown Neighborhood land use district emphasizes residential character for these neighborhoods, and may encourage homes that had been converted to offices to be returned to their historic residential use.

REDUCED PERMIT FEES FOR HISTORIC RENOVATION

The City may consider reducing planning and building permit fees for significant historic renovation projects that conform to the Secretary of Interior’s Standards for Rehabilitation. To qualify properties must be assigned a California Historical Resource Status Code (CHRSC) which present a statewide system for cataloguing historic resources. The historic survey completed for the downtown area assigns each property a CHRSC. These properties will all be part of the City’s future Historic Resources Inventory update.

PARKING EXEMPTIONS AND REDUCTIONS

Most of Downtown’s historic resources were constructed prior to widespread automobile use, and therefore, tend to have less parking on-site than would typically be required of new development. Additionally, most of the planning area’s historic resources are within the Parking Exempt District boundary. Any existing on-site parking supply could be considered full satisfaction of the minimum parking requirement for the existing building floor area. To encourage adaptive re-use of historic resources, the City may consider any expansion of or addition to an existing historic structure to provide parking at 50 percent of the minimum parking requirements or pay the parking impact fee under certain circumstances, such as the preservation and rehabilitation of historic elements.



New mixed-use development Downtown will spur activity and encourage outdoor opportunities.

DESIGN EXCEPTIONS

The City could consider code amendments that would allow, through the design review process, the Planning Commission to have the discretion to grant leeway in setbacks, building coverage and building height for projects that maintain and preserve the integrity of locally registered resources. Properties must be listed on the Historic Resources Inventory to qualify.

TRANSFER OF DEVELOPMENT RIGHTS

A Transfer of Development Rights (TDR) program promotes retention and rehabilitation of historic buildings. A TDR program would allow property owners of historic resources to sell remaining development rights that they would agree not to utilize (i.e., FAR, height, density). This provides an alternative to redeveloping the property to a higher use by compensating the owner for the unrealized development potential of the site. Rather than demolish or expand a historic building, the property owner of a historic building can sell the remaining development rights to another property owner in exchange for a bound agreement to preserve the historic building. This provides an incentive for historic preservation. In practice, the transferring sites and the receiver sites could be located anywhere in the City, as this concept is not specific to Downtown. However, it is unlikely that an increase in development standards for a receiver site would be supported within Downtown, such as an increase in height above 75 feet in the Downtown I Building Form Zone or 60 feet in the Downtown II Building Form Zone. Additionally, it is not possible to identify all protected or receiver sites as part of the DSP process. Therefore a TDR project could be considered on a case by case basis relative to the characteristics of the specific site.

8.7 FINANCIAL FEASIBILITY CONSIDERATIONS

The feasibility of new development will be affected by market forces, availability and assemblage of land, and the cost to develop at a given point in time. Two key factors in determining the financial feasibility of new development is the entitlement processing time and permit costs associated with a new development project. The entitlement process will be streamlined through use of the Downtown Specific Plan. Permit costs including existing City (and other Agency) development impact fees and future assessment district fees and/or Specific Plan improvement fees considered as part of this process will certainly affect the timing of future development. The financial analysis conducted in conjunction with the Specific Plan indicates that roughly 80 percent of required improvement costs, amounting to approximately \$30 million can be allocated to new development while maintaining the financial feasibility of new development. The remaining 20% of improvement costs would come from other “non-developer” sources, as described above. The financial analysis indicates that the estimated cost burdens fall within an acceptable range from an economic feasibility of development perspective. However other market forces that cannot be controlled, such as the availability and cost of financing and land values, will also play a role in the financial feasibility of a project.

New private development can feasibly support a proportionate share of the needed improvement costs that have been identified to the extent that they do not financially constrain or inhibit new development. As part of the implementation steps, the City will need to further explore the various funding options and timing of certain improvements when determining new permit fee structures to pay for the needed improvements. The level of these fee structures should be considered in light of total development costs and adjusted overtime. Appendix E contains a detailed list of assumptions used in the estimate of existing fees.

8.8 ACTION PLAN

Having defined the type of development desired in the Downtown and the fundamental structure that will condition the shape and form of that development, the community planning process subsequently “worked backwards” from the vision of Downtown to define the steps necessary to best achieve this vision. This section lists the actions that should be taken to attain the vision for Downtown and prioritizes those actions into the phases in which they should be implemented. It describes the public improvements associated with those actions to be made by the City, especially those that are integral to Downtown’s envisioned future. Where appropriate, it coordinates both private and public sector actions so that efforts are complementary and occur simultaneously. It should be noted that the following implementation phasing and costs are structured based on current costs, funding sources and logistics. This Action Plan should be periodically reviewed and updated to reflect conditions as they change over time.

The implementation actions are organized into three categories: Regulatory Actions, Funding Mechanisms and Public Investments. Each action is associated with the phasing for implementing the action, the estimated cost and the potential funding mechanisms. As noted earlier in this chapter, actions expected to be completed within zero to 10 years are included in Phase 1 and within 11 to 20 years in Phase 2. In addition, Phase 1 is broken down to identify “Preliminary Actions,”

actions that the City is either currently or will soon be pursuing in the 0-3 year timeframe to spur the desired change in support of the vision for Downtown and “Secondary Actions,” actions that the City will pursue in the 0 – 10 year timeframe.

TABLE 8.4: Action Plan

Implementation Actions		Approximate Cost	Potential Funding Mechanisms
REGULATORY ACTIONS (RA)			
Phase 1 – Preliminary Actions			
RA-1.1	Amend General Plan and Zoning Code provisions to be consistent with this Specific Plan.	N/A	City
RA-1.2	Identify development impact fees and other fees established by the Specific Plan to support new development.	N/A	City
RA-1.3	Include any operations- and maintenance-related financing actions in conditions of approval or Development Agreement terms for all new development projects.	N/A	Private Financing or Mitigation
RA-1.4	Analyze and consider the potential for implementing a Mills Act program for the preservation of key historic structures.	N/A	City
RA-1.5	Analyze and consider the potential to reduce planning and permit fees for renovation of historic structures in conformance with the Secretary of Interior’s Standards for Rehabilitation.	N/A	City
RA-1.6	Analyze and consider the potential to reduce the parking requirements for additions to historic structures.	N/A	City
POTENTIAL FUNDING MECHANISMS (FM)			
Phase 1 – Secondary Actions			
FM-1.1	Identify Specific Plan improvements in current Capital Improvement Plan (CIP) and revisit prioritization of these improvements with each budget cycle, where appropriate, to be consistent with the Specific Plan.	N/A	City Capital Improvement Program Funding

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Implementation Actions		Approximate Cost	Potential Funding Mechanisms
FM-1.2	Adjust the Parking Impact Fee to more closely reflect the actual cost of providing parking..		Parking Impact Fee increase (in coordination with other sources of parking funding)
FM-1.3	Determine most effective use of available redevelopment funds for facility upgrades or facilities designed to support new development.		Property Tax Increment Financing
FM-1.4	Consider amending existing Downtown benefit zone improvement districts to increase or align funding consistent with benefits received by existing businesses.		Amendments to Existing Downtown Benefit Zone Improvement Districts
FM-1.5	Update existing citywide development impact fee ordinances (street, park, water or sewer development) to reflect any citywide-serving improvements in Downtown.		SCIP Program Assessments could assist developer in funding these.
FM-1.6	Establish a Downtown area development impact fee that incorporates the costs of major improvements required in Downtown, creating a comprehensive framework for funding required improvements and assuring a proportional share allocation of costs.		New Specific Plan Area-Specific Development Impact Fee Program for Downtown (i.e., Big Ranch Road Area Development Impact Fee Program). Fee Program could be Linked to the State's SCIP Program
FM-1.7	Consider forming a Downtown Mello-Roos Community Facilities District. This CFD could cover the entire Downtown (thus requiring approval by two-thirds of the voters) or be "opt-in" – only including developing parcels.		Mello-Roos CFD Bond District (taxes and bonds) as option for funding allocated share of improvement costs. SCIP program assessments could be an alternative to the CFD
FM-1.8	Pursue federal, state and regional grant funding programs that offer funding for improvements such as those required in Downtown.		Federal and State Grant Programs

Implementation Actions		Approximate Cost	Potential Funding Mechanisms
PUBLIC INVESTMENTS (PI) Utility Improvements (UI)			
Phase 1 – Secondary Actions			
PI-UI-1.1	<p>Water and Fire Flow Improvements – Upgrade pipe sizes to meet modern fire flow demands for existing and future development. It is anticipated that existing water facilities will be upgraded in Phase 1 throughout the Planning Area as noted in Chapter 7 – Utilities. Intra-agency coordination should ensure that improvements to the water facilities are completed in conjunction with street circulation and streetscape improvements to support new building development as it occurs in Downtown. Improvements in Phase 1 are anticipated to be focused within the core of the Downtown area, primarily along First Street between Soscol Avenue and Seminary Street (see Figure 7.4 in Chapter 7 – Utilities).</p>	<p>Facility Upgrades to Meet Existing Demands - \$458,000</p>	City
PI-UI-1.2	<p>Stormwater and Drainage Improvements – Upgrade stormwater and drainage pipes to accommodate existing conditions; the Specific Plan does not propose to increase the amount of impervious surfaces. Upgrades to stormwater and drainage facilities must be completed in conjunction with street circulation and streetscape improvements. Stormwater and drainage facility upgrades in Phase 1 are anticipated to be focused within the core of the Downtown area, primarily along First Street between Soscol Avenue and Seminary Street.</p>	<p>Facility Upgrades to Meet Existing Demands - \$33,500</p>	Private Financing
PI-UI-1.3	<p>Sewer Network Improvements – Improvements to existing sewer facilities are required in Phase 1. As noted in Chapter 7 – Utilities, 27 pipes require size upgrades to support current conditions. In addition, buildout under the Specific Plan will increase dry weather flow demand within the Planning Area by up to 75 percent. 42 pipes will require size upgrades to support new development. Improvements to the sewer facilities must be completed in conjunction with street circulation and streetscape improvements, when possible, to support new building development as it occurs in Downtown. Improvements in Phase 1 are anticipated to be focused within the core of the Downtown area, primarily along First Street between Soscol Avenue and Seminary Street (see Figure 7.7 in Chapter 7 – Utilities).</p>	<p>Facility Upgrades to Meet Existing Demands - \$90,000</p>	Private Financing or Mitigation

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Implementation Actions		Approximate Cost	Potential Funding Mechanisms
PI-UI-1.4	Dry Utility Improvements – Joint trenching for PG&E, cable, AT&T and fiber optics should be completed as streetscape improvements are realized. Initial upgrades should be considered primarily along First Street in conjunction with streetscape improvements in Phase 1, to support anticipated new development.	TBD	Utility Company Financing, coordinated with City Improvements, Private financing, New Specific Plan Fee
Phase 2			
PI-UI-1.5	Water and Fire Flow Improvements – Improvements in Phase 2 are anticipated to be focused in the areas adjacent to the Downtown core and throughout the Planning Area as needed to support new development (see Figure 7.4 in Chapter 7 – Utilities).	\$489,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment
PI-UI-1.6	Stormwater and Drainage Improvements – Improvements in Phase 2 should be focused in the areas adjacent to the Downtown core and throughout the Planning Area as development occurs.	\$126,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment
PI-UI-1.7	Sewer Network Improvements – It is anticipated that existing sewer facilities will be upgraded in Phase 1 throughout the Downtown area as outlined in Chapter 7 – Utilities. Improvements in Phase 2 to support anticipated new development should be focused in areas adjacent to the Downtown core and throughout the Planning Area as development occurs (see Figure 7.7 in Chapter 7 – Utilities).	\$753,000	New Specific Plan Fee, Utility Rate Increases
PI-UI-1.8	Dry Utility Improvements – Upgrades in Phase 2 are anticipated to occur in the areas adjacent to the Downtown core area and throughout the Planning Area as streetscape and roadway improvements and development occurs.	TBD	Utility Company Financing, coordinated with City Improvements, Private financing, New Specific Plan Fee
PUBLIC INVESTMENTS (PI)			
Streets and Streetscape (SS)			
Phase 1 – Preliminary Actions			
PI-SS-1.1	Planning and design of roadway improvements including restriping of one-way to two-way streets and streetscape upgrades.	TBD	New Specific Plan Fee, Downtown Napa PBID, Infrastructure CFD and/or Tax-Increment

Implementation Actions		Approximate Cost	Potential Funding Mechanisms
PI-SS-1.2	Incorporate public art at gateway locations.	variable	Public art ordinance funds.
Phase 1 – Secondary Actions			
PI-SS-1.3	Convert First, Second, and portions of Third and Fourth streets to two-way from Main to Jefferson. Includes new paving, striping, signage and traffic control modification, ideally in conjunction with utility improvements.	\$2,500,000	New Specific Plan Fee, Downtown Napa PBID, Infrastructure CFD and/or Tax-Increment
PI-SS-1.4	Upgrade streetscapes along core streets identified in the Streetscape Plan in Chapter 5 – Design Guidelines as First Street and a portion of Main Street. Streetscape improvements would include: sidewalk upgrades; new and consistently-spaced street trees; consistent street lighting, sidewalk furniture, and bike racks matching existing amenities; enhanced gateway intersections with gateway signs/monuments and improved crosswalks; and new drinking fountains, newspaper racks and public restrooms.	\$3,860,000	New Specific Plan Fee, Infrastructure CFD
Phase 2			
PI-SS-1.5	In Phase 2, upgrade streetscapes along secondary streets identified in the Streetscape Plan in Chapter 5 – Design Guidelines as Second, Third, Pearl, Seminary and Jefferson streets. Streetscape improvements would include: sidewalk upgrades; new and consistently-spaced street trees; consistent street lighting, sidewalk furniture and bike racks matching existing amenities; improved crosswalks; and new newspaper racks and public restrooms.	\$5,416,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment, Downtown Napa PBID
PI-SS-1.6	Upgrades to the streetscape include street trees and improved crosswalks. In Phase 2 these upgrades are anticipated along tertiary streets outside the core and secondary areas as identified in the Streetscape Plan in Chapter 5 – Design Guidelines.	\$2,152,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment, Downtown Napa PBID
PI-SS-1.7	Convert Coombs Street Plaza to a slow traffic, shared, one-way street northbound or when the Town Center is redeveloped, to a two-way street, to help restore the grid. Includes re-paving, striping, signage, signals, traffic control and landscaping.	\$450,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment

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Implementation Actions		Approximate Cost	Potential Funding Mechanisms
PUBLIC INVESTMENTS (PI)			
Parking Improvements (P)			
Phase 1 – Preliminary Actions			
PI-P-1.1	Plan and design of parking structures, locate placement of wayfinding tools.	TBD	Private Funding, New Specific Plan Fee, Infrastructure CFD, Paid Parking Fees, and/or Tax Increment, Downtown Napa PBID
Phase 1 – Secondary Actions			
PI-P-1.2	Provide new structured public parking in Parking Exempt District. Pearl and West streets replacement parking, 350 spaces at \$32k/space, not including land costs.	\$11,200,000	Increase Parking Exempt District Fee, New Specific Plan Fee, Infrastructure CFD, Paid Parking Fees, Tax Increment and/or Flood Mitigation funds
PI-P-1.3	Consider new paid payment infrastructure (on-street meters and off-street payment collection equipment) to collect parking fees.	TBD	Increase Parking Exempt District Fee, New Specific Plan Fee, Infrastructure CFD, and/or Tax Increment
PI-P-1.4	Supplement existing parking wayfinding and availability information signs with additional signs to direct drivers to available parking and identify the amount and price of the available parking.	TBD - Cost dependent on sign type	Private Funding, New Specific Plan Fee, Infrastructure CFD, Paid Parking Fees, and/or Tax Increment, Downtown Napa PBID
PI-P-1.5	Provide new structured public parking in Oxbow District. May potentially be located as part of the Copia property redevelopment or on other site in the area. Approximately a 375-space garage.	\$4,000,000 (public contribution)	Private Funding, New Specific Plan Fee, Infrastructure CFD, and/or Tax Increment
Phase 2			
PI-P-1.6	Replace/expand Second Street Garage in conjunction with redevelopment of Carrither's site. This would involve a disposition and development agreement and/or public/private partnership. Land would be procured through a contribution.	TBD	TBD

Implementation Actions		Approximate Cost	Potential Funding Mechanisms
PUBLIC INVESTMENTS (PI)			
Parking Management (PM)			
Phase 1 - Preliminary Actions			
PI-PM-1.1	Evaluate the potential of expanding the boundaries of the Parking Exempt District.	N/A	City
Phase 1 - Secondary Actions			
PI-PM-1.2	Allow valet parking through a use permit process.	N/A	City
PI-PM-1.3	Adopt loading and delivery strategies for smaller properties	N/A	City
Phase 2			
PI-PM-1.4	Implement a residential permit parking program to protect residential neighborhoods surrounding downtown from spillover parking.	N/A	Self funded by revenue from permits sold.
PI-PM-1.5	Monthly parking space leases in public parking facilities	N/A	Self funded by revenue from permits sold.
PI-PM-1.6	Monitor and revise parking pricing to charge fees for public parking	N/A	Self funded by revenue from parking fees.
PI-PM-1.7	Implement real-time parking wayfinding.	N/A	Self funded by revenue from parking fees.
PUBLIC INVESTMENTS (PI)			
Plazas and Open Space (PO)			
Phase 1 – Preliminary Actions			
PI-PO-1.1	Planning and design of plazas, parks, and public amenities.	TBD	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment

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Phase 1 – Secondary Actions			
PI-PO-1.2	Provide an enhanced frontage along Napa Creek to create a linear parkway as an expansion of Heritage Park – Improvements may include additional walkways and landscaping, lighting, seating and other amenities.	\$500,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment
PI-PO-1.3	Improve existing plazas – 1 - Coombs Street; 2 - Brown Street (north of First); 3 - Brown Street (south of First); and 4 - Dwight Murray Plaza.	1 - \$250,000 2 - \$265,000 3 - \$150,000 4 - \$650,000 Total - \$1,315,000	New Specific Plan Fee, Infrastructure CFD, Tax-Increment, and/or Park Fees
PI-PO-1.4	Replace Skate Park (location TBD. Cost includes 20-25,000 sq. ft. for design and construction, but does not include land cost).	\$750,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment
PI-PO-1.5	Create half-acre park – Potentially at the southwest corner of Pearl and Main streets.	\$400,000	New Specific Plan Fee, Infrastructure CFD and/or Tax-Increment
PI-PO-1.6	Improve the bicycle system including additional off-street pedestrian/ bicycle paths, on-street bike lane striping, signage and bicycle/ pedestrian crossing enhancements.	Costs included in street and streetscape improvements	

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NAPA DOWNTOWN SPECIFIC PLAN

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