

	CITY COUNCIL AGENDA REPORT
	DATE: November 22, 2016
AGENDA OF:	December 6, 2016
DEPARTMENT:	Library, Public Works
SUBJECT:	Downtown Library and Parking Garage Feasibility Study (PW)

RECOMMENDATION: Consider the Feasibility Study results for a new Downtown Library and Parking Garage Project at City Lot #4 (parking lot bounded by Cedar, Cathcart, and Lincoln Streets) and direct staff to:

Form a Downtown Library Advisory Committee to advise the City Council, Library Board, and Library Director on the design of a new Downtown Library;

Form a Farmers Market Working Group to develop recommendations regarding the development of a new permanent site for the Downtown Farmer’s Market;

Form a Downtown Commission Subcommittee to recommend a supporting parking rate structure to fund the project; and

Direct staff to bring back required actions including a workplan, outreach plan, and funding plan for the project.

BACKGROUND: A convergence of circumstances and opportunities has developed recently making it possible for the City to move forward to address several significant needs in Downtown: (1) construction of a new state-of-the-art Downtown library branch; (2) construction of a new much needed parking facility; and (3) the development of a permanent Farmer’s Market site.

Downtown Library Branch

In 2013, the Santa Cruz Public Libraries created a Facilities Master Plan to evaluate current library structures and make recommendations for change. The Master Plan identifies the Santa Cruz Downtown Library as a critical resource for the entire region housing a number of special collections (genealogy, history and music), holding the largest print collection and maintaining the strongest patron use in the public library

system. The Santa Cruz Public Library Master Plan did not recommend expanding the downtown library beyond a footprint of 44,000 square feet, but it did recommend extensive renovation or preferably complete replacement of the downtown building due to deferred maintenance, failing infrastructure, and a lack of accessibility. In June 2016, voters approved Measure S, a \$67 million library bond measure, of which approximately \$25 million is available to renovate City of Santa Cruz branches.

Replacement of the Downtown Library building provides the opportunity to:

- Develop 21st century learning environments with appropriate technology.
- Create an energy-efficient, environmentally friendly facility.
- Improve staff productivity through work-flow enhancements.
- Participate in a multi-use facility with adjacencies to organizations that enhance the library user's experience (coffee shops, business support activities, parking).
- Improve the connection with Pacific Avenue and local businesses serving as an anchor institution to bring residents Downtown.

Replacing the Library on another site would avoid the cost and inconvenience of creating a temporary facility while the new Library is being built. Building a new Library on a shared-use site avoids the high cost of land and the difficulty in finding another sufficiently sized parcel. In the Downtown a parcel of this size, if it was available, could exceed \$8 million in acquisition costs. It is also important to point out that there is urgency in moving forward timely with the library projects because the longer it takes to construct, the more expensive it will be, and therefore less can be accomplished with the limited Measure S bond funds.

Parking Garage

The construction of an additional parking structure has been anticipated for some time as Downtown recovery and development has progressed. Parking Lot #4, along Cedar Street between Cathcart and Lincoln Street, has been a focus for siting a new parking structure since 2002 when the Front and Cedar Street Assessment analyzed the possibility of consolidating several parking lots along Cedar Street and facilitating mixed use projects on the vacated lots.

In 2004 the Cedar/Church – Cedar/Cathcart Feasibility was completed. The feasibility study analyzed the cost of building the next downtown parking structure at two locations: the current Cedar/Church garage (Lot 3) and the Cedar/Cathcart surface lot. After discussing the two sites' comparative costs and the current parking need in the southern portion of Downtown, staff recommended to the Downtown Commission that Cedar/Cathcart be the preferred site.

A work program for the new structure was developed by a subcommittee of the Downtown Commission, and was approved by City Council on April 26, 2005. The Downtown Commission (DTC) considered recommendations and staff input on the options of funding a new parking structure on multiple occasions and at a joint study session with City Council on May 6, 2008. At the May 6 study session, staff was given direction to begin the design/development process for the new structure, and Staff subsequently developed the Request for Qualifications (RFQ). Ultimately, due to the impending City budget deficit, severe economic downturn, and staff furloughs, City Council deferred action of this item.

A combination of factors has now made the need for a parking facility more urgent. : The economy is recovering and with it additional commercial and affordable housing development is anticipated. New housing will require more parking in the Downtown. In addition, existing surface lot parking spaces (90 spaces) at the Calvary Church parking lot (Lot 5) are expected to be lost to a senior housing development planned to occur within 2 to 3 years. Currently, all three City Garages have waitlists and are consistently at capacity every weekday between 12 pm and 4 pm. The combined waitlist totals represent requests by 501 persons or businesses, many for multiple permits, for drivers that live or work in the downtown (District). Additionally, the loss of Lot 5 will require finding a new home for 120 existing permit holders. The Downtown Parking District is modeled to reach a shortfall of 700 spaces at full General Plan build-out (prior to Downtown Recovery Plan amendments).

Downtown Farmers' Market and Santa Cruz Antique Faire

Santa Cruz Community Farmers' Markets came together in the fall of 1990 after the 1989 Loma Prieta earthquake. The Downtown Farmers' Market was initially established as a redevelopment tool, to bring people Downtown after the earthquake to enjoy locally grown organic produce. In 1995, the Santa Cruz Farmers' Market reorganized and became a non-profit under the name Santa Cruz Community Farmers' Market (SCCFM) which operates a number of farmer's market in the County. It is now the largest and oldest farmers' market in the City, celebrating 26 years, and has become an integral part of Downtown's vibrancy, and an important outlet for local farmers to sell their produce.

The Downtown Farmers' Market initially existed at several locations in the Downtown. Beginning in around 1996, the market began to operate in Lot 4 and then expanded to a larger footprint in 2000. Because development on Lot 4 has always been a possibility, the market has wanted to establish a more permanent location and infrastructure in the Downtown. The development of the Library/Parking Garage project provides an opportunity to accomplish this goal, in concert with the City and other stakeholders.

The Santa Cruz Antique Faire would also have to be accommodated. The Faire has operated since 1993 and takes place on Lincoln Street between Pacific and Cedar, but also partially uses Lot 4. The Faire operates on the second Sunday of every month from 8 am - 6 pm. Vendors offer an eclectic blend of antiques and unique items, vintage clothing, collectibles and other items.

DISCUSSION: Library and Public Works (PW) staff met in September to discuss the feasibility of siting a new Library Main Branch at the current site of Parking Lot 4, on Cedar Street between Lincoln and Cathcart Streets. The result was to procure a concept level feasibility study. The study was needed to verify that this site can support the subject shared-use, prior to developing a concept to bring to City Council for consideration and seek direction toward the next steps.

The Downtown Library and Parking Structure Feasibility Study was performed under the basic assumption of gaining a 44,000 square-foot first floor area, as recommended by the Library Master Plan, with enough area remaining to access parking above. Maintaining this ground floor area requires that speed ramps are utilized to access the upper level parking. The speed ramps allow dual access, from both Cathcart and Lincoln streets, with a minimum loss of ground floor Library area. The Feasibility Study verifies that the site could work for a Library/Parking shared use project. The concept plan identifies 34,000 SF of “high-ceilinged” Library and 8,000 SF of standard to high (area under parking above) Library, all on the ground floor, in conjunction with a 640 space parking garage above.

The concept structure would reach 70 feet in height which is equivalent to the heights allowed along Pacific Avenue, and the height of the neighboring University Town Center Building. In order to continue the same height for this proposed project area an amendment to the Downtown Recovery Plan (DRP) will be required.

While the parking garage could incorporate up to 632 parking spaces, the net new number of parking spaces created by the project is 375. This calculation factors in the 135 public and 8 private surface lot parking spaces already existing on Lot 4, as well the likely loss of 90 spaces on Lot 5 (Calvary Church) that the City has leased for many years. In addition, 24 spaces will be lost from the sale of Lot 23 (Front and Laurel), site of future housing development.

A combined Library/Parking Facility has significant advantages including:

Overall project is less expensive than pursuing both projects independently. The Library Bond Measure did not allocate sufficient funding for either a remodeling project or new project, anticipating the need for gap funding. By combining these two projects, the funding gap is significantly reduced.

There are savings by not needing separate parking for the library. Typically a new construction project of this size would require additional parking in the range of 100 spaces.

The site has ideal dimensions for a very efficient parking garage thus making it more cost effective to construct.

Given that the City owns these parcels, it makes the project less expensive and much less complicated as there is no site acquisition and assembly that is required. It also makes for a reduced project timeline, thus more efficiently meeting the voter mandate to upgrade library facilities within the allocated bond funds.

The project frees up existing Downtown Library site for other uses.

It is an ideal location for both library and parking. There are no other parcels in the Downtown that can accomplish this. Having convenient parking will be a benefit to the library and its regional users.

Mixed use structure makes for a better Downtown. A mixed-use project makes for a higher and better use of land and meets the City's Smart Growth and Climate Action principles. Surface parking lots are an inefficient use of land.

Library makes a great and attractive ground floor use. A single level library with significant street frontage provides for much improved library operations as well as the opportunity for the library to provide emerging 21st century library services.

Given the significant advantages of such a mixed-use development project in our Downtown, and recognizing the need to address the needs of the Downtown Farmers' Market and Antique Faire, it is recommended that the City Council direct the City Manager to:

Work with the Library Director, Library Commission, and Library Board to establish a Downtown Library Advisory Committee to help with the design of a new library.

Work with the Downtown Farmers' Market to form a Working Group charged with the identifying a new permanent location for the farmers' market. The group would also work with the Antique Faire to accommodate their needs.

Request that the Downtown Commission establish a Committee that would develop and recommend a supporting parking rate structure.

Bring back to City Council required actions including a workplan, outreach plan, and funding scenarios to move the project forward.

FISCAL IMPACT: The rough order of magnitude (ROM) projections of probable cost for the basic shell and parking structure is \$33-37 million, the Library build-out is \$23-27 million, and the potential 2nd and 3rd floor tenet spaces is \$3-4 million. These estimates include both hard (construction, furnishings, equipment, etc.) and soft costs (design, project management, permits, etc.), are budget estimates and contain a contingency of 10% and an additional 12% for price escalation.

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Submitted by: Mark R. Dettle Director of Public Works	Approved by: Martin Bernal City Manager
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Attachments:

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Revised: 11/22/16 1:28pm CA

P:\4\PWAD\1120-40.35\Appropriation of Funds for San Lorenzo River Mouth Project (c601403) - Budget Adjustment RPT
Revised: 11/8/16 4:03pm FW