

Attachment 1: Site Evaluation Rubric

SERVICE CRITERIA	County Campus	Downtown	Airport
"A" Level			
1. Service and operational efficiencies given proximity to existing services	3	1	1
2. Ability to consolidate/create one-stop-shop	3	2	1
3. Site risks and vulnerability of infrastructure (Resiliency):	3	2	3
4. Access to parking Is there sufficient area to accommodate free parking for employees, vendors, members of the public seeking services, and visitors?:	3	2	2
5. Accessibility via existing road	3	2	2
6. Space for fleet vehicles and equipment	3	1	1
"B" Level			
7. Community Enhancement Space: opportunities for place making such as civic plazas or event spaces	1.5	1.5	0.5
8. Ancillary Services proximate to the site that contributes to workforce retention.	1.5	1.5	0.5
9. Access to Transit: Is the site in proximity to transit for employees and clients	1	1.5	1
TOTAL	22	14.5	12

Discussion

Existing County Administration Center, APN 180-030-012 (County Administration Center south of MADF and north of Administration Drive, 180-030-001 (Family Justice Center), 180-030-047 (Professional Drive building) and 180-260-055 (La Plaza buildings). The Main County Administration Campus is a large contiguous property bounded by Steele Lane and Bicentennial Way to the north, Freeway 101 to the west, Administration Drive to the south and Mendocino Avenue to the east. The area under consideration is approximately 44.11 acres in the southeast quadrant of the campus. Also included in the site analysis are the La Plaza Buildings located at 2300 County Center Drive as well the Information and Health Services Building located at 2300 Professional Drive. The acreage for the La Plaza and Professional Drive properties is 4.83 acres, for a total of potentially 48.94 acres available for development.

Major advantages of this site include:

- The site is already existing as County offices, in a location known to employees, customers and visitors, and the site is owned by the County, so no purchase required.

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- Sufficient space to accommodate program workspace needs and adjacent parking requirements while maintaining building heights under 90 ft. (i.e., low to midrise), which reduces overall construction, maintenance and lifecycle costs.
- Opportunity for an independent Board of Supervisor Chambers and conference/meeting room building to enhance safety and security for users; avoids safety and/or security breaches of County offices after-hours.
- Located adjacent to justice services and the Court functions, which will remain at existing County Government campus, and avoids significant split operations of multiple departments.
- Enhanced operational efficiency, customer service delivery and access with “one-stop-shop” centralized colocation on single campus.
- The site is served by four major primary access roads at this time: US 101, Steele Lane, Bicentennial Way and Mendocino Avenue. Surrounding road network provides significant redundancy for site ingress and egress.
- Significant surplus land available presents multiple opportunities: a transit hub, including new and enhanced connections for bus service, new circular bus to downtown Santa Rosa and SMART to provide more reliable and frequent travel alternatives; reduces the need for parking; reduces the reliance on vehicles; housing development (workforce and affordable); mixed-use development (retail, daycare etc.); access to the creek and improved integration with residential neighborhoods.
- New transit hub and access to SMART provides an opportunity and eligibility to access cost efficient, flexible and long-term Federal loan programs, such as Transportation Infrastructure Finance and Innovation Act (TIFIA) and Railroad Rehabilitation & Improvement Financing (RRIF) funding.
- Sufficient space and flexibility to phase project development with building multiple buildings to minimize existing operational disruption and shutdown of existing buildings.
- Site has additional expansion capacity and flexibility should the County require in the future.
- Improve safety in the area with “activation” day/night due to higher density and more multi-use development.
- Opportunity for district energy system and solar panels on roof tops that focuses on sustainability and resiliency with independent power that could balance day/night power needs with complementary County office and adjacent housing development. Opportunity to seek State/third party funding support for such systems.

Significant disadvantages of the site include:

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- Clean Commute opportunity is challenged with a 1.5 mile walk to SMART rail station along non-walkable friendly corridor with no shade. Existing bus service is limited. Additional transit will be required to support bus connections to downtown.
- Significant demolition will be required and complex network of existing utilities in place.
- Possible phasing the project to reduce impact on existing operations, possible need for interim “swing space” rentals, relocation costs and/or extension of existing leases.
- Low illumination in certain site areas with certain safety concerns.

Downtown Santa Rosa Sites

Downtown Santa Rosa Area contains a mix of low-rise and mid-rise buildings occupied by professional, government, and retail services. Santa Rosa Plaza borders its west side along Highway 101, Santa Rosa Plaza lies at its center, and the City’s main bus transit hub is located at its southern border. There are no available blocks of existing Class A space that exceed 50,000 square feet and few development sites. Traffic into and out of the Downtown Santa Rosa Area can be heavy, and free parking is limited. Building sufficient utility infrastructure for a development the size of the new County Government Center may be a challenge within an already densely developed area and neighbors may object to a County Government Center tower that will be far higher than surrounding buildings. Access to bus service and retail amenities is excellent. Due to the limited area of the sites, construction of a new County Office building would require high-rise construction of two towers 16 stories in height (up to 240 foot building). Although the City of Santa Rosa may be amenable to the increase height over current zoning provision, the cost would be significantly higher due to high-rise construction code requirements. None of the downtown sites that are readily available from the City have sufficient capacity to fit a County Government Center proposed program and a separate parking structure would be required at another location downtown (i.e. not on the same site)

Based on discussions with Department Heads, such as the Public Defender, Probation, Law Library, District Attorney and the Family Justice Center, whose mission requires intensive interactions with justice facilities including the Main Adult Detention Facility, the Sheriff’s Office and the Superior Courthouse (Hall of Justice and the new courthouse starting construction in 2020), two programmatic alternatives could be considered. These departments could either be consolidated to a single facility downtown or remain at the existing County Administration Center without building a new facility. Affected Department Heads were emphatic that a Downtown location would not be acceptable since staff efficiency would be significantly impacted due to a new requirement to commute to the existing County Administration Center between court appearances and client consultations. Staff and labor representatives expressed safety and security

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concerns of the existing condition since staff could remain to be exposed to opposing litigants and put in unsafe circumstances.

Alternatively, a separate new building could be constructed at the existing County Administration Center in addition to new non-justice/courts related offices downtown to house these other departments. Although a "split operation" would result in administrative inefficiencies and increased costs of having to construct a second building, these justice related Departments would be able to provide a higher level of service delivery as they are located next to the courts versus being located downtown Santa Rosa.

For purposes of this Site Analysis, the Technical Advisor was directed to consider the "split operation" resulting in a 670,000 square foot facility Downtown and an 110,000 square foot facility at the existing County Administration Center.

Major advantages of Downtown Sites include

- Ability to contribute, in part, to economic revitalization of the Downtown Santa Rosa area, although research suggests (contrary to common understanding) government buildings are not a key economic revitalization catalyst. This typically includes housing, private office and retail uses.
- Ability to achieve greater Clean Commute goals given the existing transit services already in place and the extent of County employee numbers that reside in Santa Rosa.
- Closer proximity to Federal and City Government offices for centralized services located downtown to enhance customer service access. There is an opportunity for the County to provide some (limited) County departments with a satellite presence downtown that have a public facing counter without the need to relocate wholesale departments including the full administrative functions. This could be leased space, rather than having to build new.
- Existing services including restaurants, shops and other businesses are available for use by County employees and customers.
- Potential for shared use by County and City governments such as conference facilities, food services.

Significant disadvantages of Downtown Sites include

- Split operations from County services that will remain on the existing County Campus.
- Sites available are not large enough to accommodate all County Department space requirements.
- Separate parking structure not on the same site would be need downtown to support County needs.

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- Severe limitations of the buildable area would require more costly high-rise construction (up to 240 foot tall towers) than mid-rise construction that can be accommodated on a larger site. Public and political acceptance of such heights are untested at this time.
- Demolition will be required and construction would be undertaken in a more complex and dense urban setting with more disruption to neighbors and businesses.
- Geotechnical conditions from public records searches indicate poor subsurface conditions and high-water table that would require extensive foundation design for seismic safety.
- Preliminary utility analysis indicates significant improvements to regional infrastructure would be required. The existing system is sized for a lower density use currently in place versus the high density required to support the addition of the County workforce to the downtown area.
- Access to the site from all parts of the County would require circulation through Downtown city streets. The impact of daily vehicle trips associated with conduct of County business would require further study for traffic impacts and for carbon emissions impact from vehicular ingress and egress through mostly two-lane streets. As such, access to new facilities in emergency declarations may be severely limited.
- Limited site area would limit opportunities for incorporation of resilient design features such as solar systems and micro-grids. Resiliency features such as battery storage and generators will be required to be located in the building or on the roof.
- The City of Santa Rosa has not indicated any preferences for site conveyance, whether this site would be sold in fee, long term lease or donated to the County. As such costs associated with site acquisition or relocation of existing uses (e.g. moving and rebuilding Sonoma County Library) cannot be determined.
- To access the US Post Office site, they would need an equivalent land swap downtown, which is not available.
- Access to SMART rail system requires a 1.5 mile commute.

Specific sites suggested by the City of Santa Rosa are as follows:

Downtown Library Site APN 009-014-016 and 009-014-017

The Library Site is currently occupied by the Sonoma County Library. The site is approximately 1.5 acres and located on E Street between 2nd and 3rd Streets. The property is owned by the City of Santa Rosa. The City would consider parceling the site to allow adjacent location by the City and the County, though the City provided no inclinations.

Downtown Whitehouse Site APN 009-072-044

The Whitehouse site was once occupied by a former department store that has since been demolished and is now a parking lot. It consists of two contiguous parcels totaling 1.6 acres located on E Street between 3rd and 4th Streets. It is owned by the City of Santa Rosa and proposed for use for County Offices. This site is adjacent (across 3rd Street) the Library site as discussed previously. The City could consider parceling the site to allow adjacent location by the City and the County, though no inclinations have been indicated.

Downtown Post Office Site APN 009-076-036

The site of downtown Santa Rosa was suggested as a possible location by representatives of the City of Santa Rosa under the assumption that the United States Postal Service was interested in relocating to another area in Santa Rosa. The Post Office site is a parcel located at 730-2nd Street in Downtown Santa Rosa at E Street. The parcel includes a functional post office on approximately 2 acres. Staff contacted the Postal Service's Office of Asset Management for Real Estate Services in Charlotte, North Carolina that is responsible for all Postal Service assets nationwide. The deputy director of the office stated that the Postal Service is not interested nor planning on disposing of the site. However, the Postal Service could be amenable to a site conveyance provided that the following conditions are met:

- County must at its own costs, identify a suitable replacement of equivalent size site in downtown Santa Rosa to avoid service disruption subject to the approval of the Postal Service using their selection site selection processes.
- County must procure and undertake, at its own cost, regulatory compliances including National Environmental Policy Act of 1974 and Comprehensive Environmental Response, Compensation, and Liability Act of 1980 in addition to the California Environmental Quality Act.
- County must design and construct, at its own cost, a replacement facility for the Postal Service in accordance with Postal Service requirements.
- County must move and provide furniture, fixtures and equipment, at its own cost, for final occupancy and commissioning of a new Postal Facility
- Upon acceptance of the new facility Postal Service will then initiate site transfer to the County.

The County could then initiate activities for design, environmental studies and construction. It is projected that the site conveyance process to satisfy Postal Service requirements could take as much as ten years before the County could initiate its own development activities for new offices.

Airport Sonoma Water Site APN 059-350-105, 059-271-002

The site is located on Airport Boulevard between the Charles M. Schulz Airport and Highway 101. It is a 5.78 acre site with a single story building occupying approximately

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one-third of the site with the remainder used for parking. The site could accommodate a new 10,000 square foot independent Emergency Operations Center and new structured parking for the Water Agency parking needs, while leaving the Water Agency intact. For this proposal, a zoning adjustment would be needed to allow for greater than 50% lot coverage which is the current maximum requirement in this area and the potential development property may require SMART setbacks/easements. There is an opportunity on a 2.6 acre lot for new independent Emergency Operations Center (EOC) structure (APN 059-260-010) strategically located within the County and next to the airport and California Forestry and Fire. This lot is currently under control by the Sonoma County Airport.

The Airport Area, geographically the center of Sonoma County but north of the County's population center, contains the largest business park in Sonoma County that consists of low-rise office, R&D and industrial buildings. Existing Class A office buildings are 1-2 story concrete tilt-up or steel frame construction, with most built in the early 2000s. There are no large blocks of Class A space available, few privately owned development sites, no County owned sites suitable for development of the CGC, and the FAA restricts building heights close to the airport. The Airport Area has limited retail amenities and public transportation. Users at the Water Agency commented that traffic on Airport Boulevard currently experience delays reach Highway 101 and could be impacted by traffic associated with new County facilities. There are no significant westbound or north/south roadway access. There is a SMART station at the eastern end of the Airport Area, located across from the Sonoma County Water Agency's headquarters building. All office buildings for lease provide free on-site parking.

Other Airport area sites were considered including:

- Heavy Fleet Maintenance Facility and the Animal Shelter. These two contiguous parcels are County owned. The combined area of the two sites would not be sufficient to accommodate the program of requirements. Santa Rosa Road Yard is a parcel at Airport Boulevard and Ordinance Road. Proximity to the airport flight line may include significant restrictions to development since building heights may interfere with air traffic safety zones.
- 3770 N Laughlin Rd & 3775 Westwind Blvd, 059-370-033, 059-370-034, 059-370-024. The site was initially studied but has since been determined to be under development and no longer available. At 16.6 acres, the site is the largest parcel at the Airport Area for commercial development, supporting less than 150,000 square feet of office space. The site is in close proximity to leased properties housing Human Services Department's Administration and Adult & Aging Divisions and Department of Child Support Services.

Major advantages of this Airport Area include

- Close proximity to the SMART train station would facilitate greater participation Clean Commute goals

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- Retail amenities located within walking distance
- Geographic center of the County
- Easy access from Highway 101
- Opportunity for new independent Emergency Operations Center structure strategically located within the County and next to the airport and California Forestry and Fire.

Significant disadvantages of the Airport Area include

- Small buildable area would be available assuming that Sonoma Water would remain in place, suitable for an EOC and parking structure only.
- Temporary parking requirements for Water Agency during the construction period of an EOC and parking structure on the existing surface lots
- The existing road system already experiences delays in commute hours and for support traffic. Regional roadway improvements to increase capacity may be required.
- As with Downtown sites, Departments requiring intensive interactions with justice facilities including the Main Adult Detention Facility, the Superior Courthouse (Hall of Justice and the new courthouse starting construction in 2020) and The Sheriff's Office, a site not adjacent those facilities would result in significantly reduced staff efficiency due to a new requirement to commute to the existing County Administration Center. Alternatively, a separate new building could be constructed to house these departments, though a "split operation" would result with administrative inefficiencies and increased costs of having to construct a second building.

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AFFORDABILITY CRITERIA	County Campus	Downtown	Airport
"A" Level			
1. Cost to purchase property	3	1	1
2. Site Development Costs - site- specific development costs associated with the site	3	2	1
3. Site Zoning Restrictions / Height: current zoning provisions are conducive or challenge to development.	3	3	3
4. Swing Space and Phasing Requirements: requires leased facilities during construction, added costs and time	2	3	2
5. Ability to expand in the future	3	2	1
6. Availability of parking assets for visitors and staff	3	2	2
"B" Level			
7. Unique factors such as space constraints, proximity to other buildings or hazards requiring unusual mitigation measures	1.5	1	1.5
8. Site Utilization and Density: factors that increase costs	1.5	1	1
TOTAL	20	15	12.5

Discussion

Existing County Administration Center

Advantages in affordability include:

- As the site is currently owned by the County, there are no acquisition costs required.

Disadvantages in affordability include:

- Site development costs will require reconfiguration of existing utilities including relocation if the 12 KV electrical loop and domestic water.
- Risk of unforeseen conditions exist from undocumented construction throughout the history of this site

Downtown Sites

Advantages in affordability include:

- Costs associated with the Downtown sites were assumed to be able to utilize existing parking assets owned by the City of Santa Rosa. A Parking Study commissioned by the City of Santa Rosa dated March 2020 indicated that the City is "over parked" (meaning too many) by 1,200 spaces. Staff assumed the City would lease spaces to the County. Lease costs are more advantageous and new construction. Costs of parking is based on the City's Parking study valuation of \$60/space, which is favorable to market. Staff included a market escalator of 2 percent per year compounded over 30 years.

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- Temporary office space for departments during construction (known as “swing space”) would not be required. Departments may continue operating in existing County property as new construction is in progress.
- The City has stated that there would be sufficient parking assets to lease to the County reducing the need to construct structured parking. The number of spaces and their location or locations is subject to future negotiations

Disadvantages in affordability include:

- Analysis assumed that site acquisition costs would be required. Absent of City Council action, the assumption is that the County would acquire the site or sits at market value. Market value was taken from comparative properties in Downtown Santa Rosa within a mile radius of the Civic Center area.
- Even when assumed parking assets of the City would be made available to the County, Structured parking off-site will be required and it cannot be assumed that on-street parking will be available.
- Significant building and viaduct demolition required. Existing utilities in place, sufficiency needs to be confirmed with City.
- Additional sites would still need to be purchased to account for the shortfall in parking. If the City is able to lease the entire amount of excess parking, the County would still need to procure an additional 1,100 spaces.
- Although not bound City planning ordinances, studies were based on existing planning ordinances. As such, Downtown sites are zoned CD-10 that has a maximum height limit of 150 feet with 10 stories maximum. This renders the Whitehouse and Library sites as insufficient to accommodate the County’s program.
- Scenarios exceeding height and story limitations, though feasible, require greater building code requirements. Buildings exceeding 10 stories in height require greater provisions in fire and life safety, exiting and seismic provisions, resulting in increased costs, statistically in the range of 15 percent

Airport Sites

Advantages in affordability include:

Disadvantages in affordability include:

- Site acquisition costs would be required for private sites and for the scenario of utilizing the Sonoma Water agency’s site. Costs would be required for the later due to rate payer obligations.
- Sites will require high density solutions with structured parking
- Swing space would be required for Sonoma Water

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DESIGN AND OTHER CRITERIA	County Campus	Downtown	Airport
“A” Level			
1. Safety	2	2	2
2. Sustainability: Site suitability to incorporate cost effective sustainable practices, carbon-free design, and zero waste, water and energy	3	1	2
3. Environmental Impacts resulting from site development and/or operations. site contribute to GHG as a result of traffic and protracted wait times at traffic lights	2	2	1
4. Economic Impacts – Potential positive economic impacts resulting from the site location.	2	3	2
“B” Level			
5. Surplus Land: Opportunities to achieve housing, mixed-use retail & office, or generate revenue from development, lease or sale of property.	1.5	1.5	1.5
6. Appropriateness for Development: Neighborhood impacts, overshadowing, daylight impacts, access to outdoor space.	1.5	1	1.5
TOTAL	12	10.5	10

Existing County Administration Center

Advantages include

- District energy system possible with greater land area and possible to locate system close of non-noise sensitive areas (e.g. highway). Great space availability for a water reuse system which may require on site numerous pieces of equipment including storage/blend tanks, retention tanks/ponds, and tertiary treatment plants. Greater areas for solar-exposed surfaces (i.e. rooftops or parking lot canopies). No major tall surrounding buildings causing solar shading.
- Surrounding road network provides significant redundancy and more highway access capacity than Airport sites; additional transit will be required to support bus connections to downtown.
- Significant surplus land available for housing and mixed use development (retail, daycare etc.).
- Development will be a similar purpose with enhancements to improve area.

Disadvantages include

- Low illumination in site areas with certain safety concerns.
- Additional transit may be required to support connections to SMART station and other county service locations.

Downtown Sites

Advantages include

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- Surrounding road network provides significant redundancy
- existing bus transit provides alternative to vehicle access

Disadvantages include

- Low illumination in site areas with certain safety concerns.
- Limited site area to accommodate district energy or water reuse.
- May be proximate to tall buildings that will result in solar shading
- Additional transit may be required to support connections to SMART station and other county service locations.
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Airport Sites

Advantages include

- Nearby SMART station provides one alternative to vehicle access
- Aligned with airport business park specific plan.

Disadvantages include

- Low illumination in site areas with certain safety concerns.
- Additional transit will be required to support bus connections.
- Vehicle access is constrained by road and highway network.
- Restricted site due to 50% site coverage and height limits due to proximity to airport.

SUMMARY SCORING	Possible Score	County Campus	Downtown	Airport
"A" Level				
Service	22.5	22	14.5	12
Affordability	21	20	15	12.5
Design and Other Considerations	15	12	10.5	10
TOTAL	58.5	54	40	34.5

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WEIGHTED SCORING	Possible Score	County Campus	Downtown Library	Airport
Service 40%	38	38	25	21
Affordability 40%	36	39	26	21
Design and Other Considerations 20%	26	12	18	17
TOTAL	100	92	69	59