City of Sunnyvale

Sunnyvale Civic Center Modernization

Program Location and Land Use Master Plan

Final Report

February 2016

ANDERSON BRULÉ ARCHITECTS

Executive Summary

Introduction

The City of Sunnyvale has put significant work into the assessment and future planning of the Sunnyvale Civic Center site and facilities. In September of 2014 the City initiated a modernization project to improve service delivery to the public; maximize efficient, functional and sustainable design; and create additional space. Previous efforts recognized the need to address aging facilities at the Civic Center, but significant steps to modernize the Civic Center were deferred.

Why

The City of Sunnyvale has grown and the way people use services has changed. The existing Civic Center site has not been updated to keep pace with current service demands or technology. A number of challenges with the current facilities have been identified and are listed below.

- Facilities inhibit service delivery, collaboration, and innovation
- Ineffective use of community resources
- Community population has grown; facilities are not meeting increased service demand
- Civic Center facilities do not meet current accessibility, environmental, and structural standards

Purpose & Outcome

The purpose of this initial project was to decide on land use and financing strategies for modernizing the Civic Center. Through the project process, data and information were gathered from the community, Civic Center users, and staff to inform those decisions. Input was organized to support land use and financing decisions and synthesized into key outcomes, including a Vision, Success Criteria, a Space Needs Program, Rapid Prototypes, and Cost Model Analysis.

Process Plan & Outreach

To enable meaningful interaction with the Sunnyvale community, staff, and leadership, a core team collaboratively developed the Civic Center Modernization Outreach Plan. The Process Plan identified both the goals and purpose of the project and established the steps to achieve success. Defining these with the Core Team at the beginning of the project established a clear framework and supported bringing together the right people, with the right information, at the right time.

Key Process Participants were:

- City Council
- Core Team
    - City Leadership (Council members + staff)
    - Consultants
- Internal Stakeholders
    - Staff from City Departments
- Community Stakeholders
    - Key groups identified to participate in organized outreach activities
        - Business Community
        - Community Gardeners
        - Washington Park Neighborhood
        - Community Leaders
        - Friends of the Library
        - City Commissions
- Community at Large

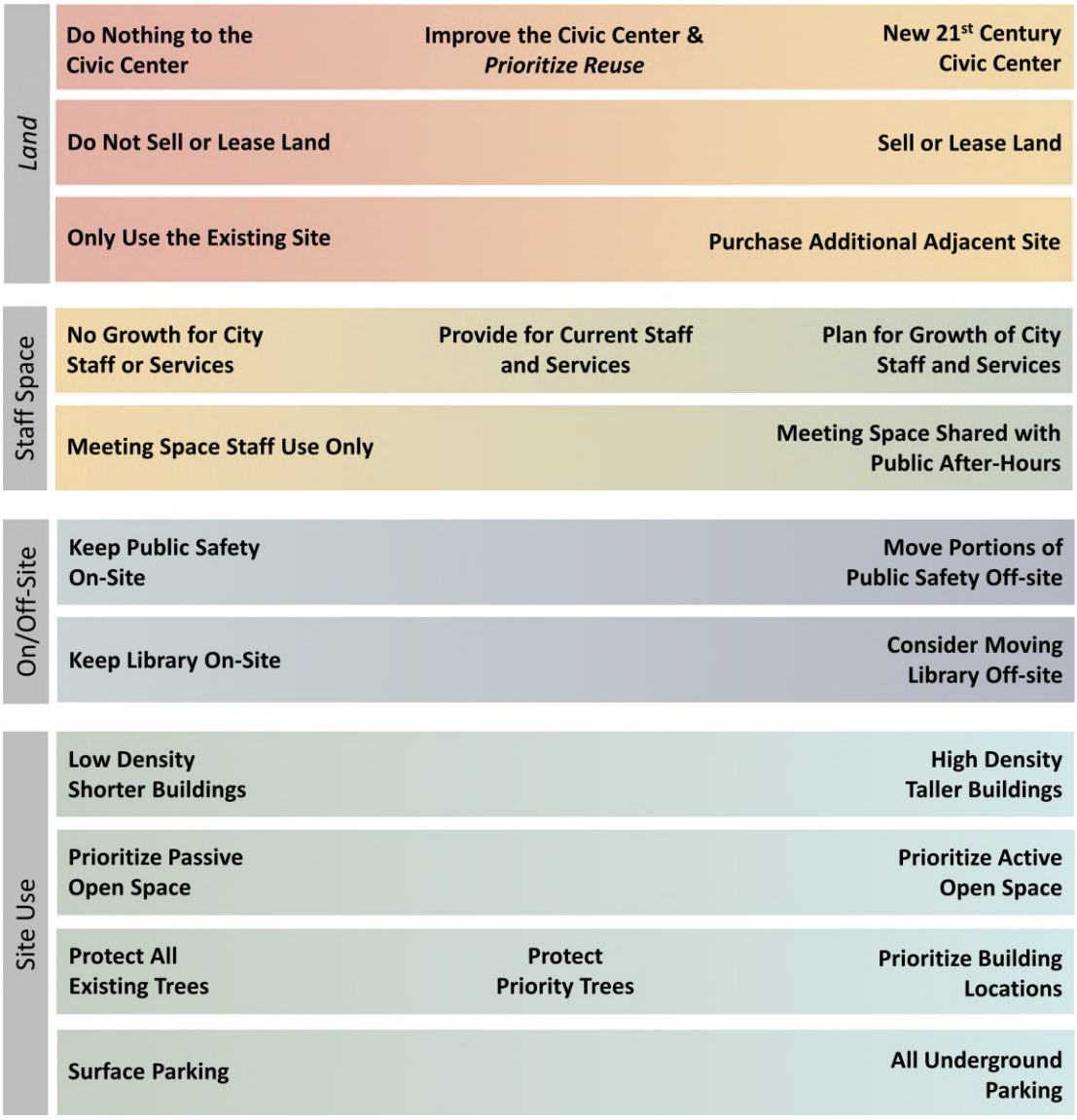
The community outreach process was critical to the success of the project and provided the basis for establishing success criteria, future facilities' needs, land use options, and potential financing options. The Outreach Plan, designed with the Core Team during the Pre-planning process, identified process participants and the appropriate forums for outreach to ensure broad representation of the service population within the City. The Core Team and City staff actively reached out and engaged not only those individuals who currently rely upon City services offered at the Civic Center, but also those that do not currently take advantage of services to understand

the opportunities and challenges with the current Civic Center. A variety of outreach methods and formats were used including one-on-one interviews, focus groups, workshops, as well as online and walk-up surveys.

Vision & Success Criteria

The Vision and Success Criteria were developed from information gathered through an inclusive, collaborative, and transparent process of discovery. This resulted in an assessment of the Community's current needs, expectations, and perceptions of the Civic Center and its current and future roles in the community. A series of interviews and focus groups was designed to gather information from a diverse group of community members.

As we spoke to the community there was a spectrum of different opinions. Illustrated in this graphic are the key points that the community held a range of opinions on.



Based on the input from focus groups, workshops, and council interviews, a vision and success criteria were developed, refined, and then a final version was approved by Council.

Vision

The Sunnyvale Civic Center will:

Serve the Community By:

- Providing Efficient, Functional and Flexible Facilities to Support Innovative Service Delivery and Sharing Resources to Support the Community's Needs.

Welcome the Community By:

- Reflecting the Identity of Sunnyvale and Creating an Environment that Inspires Community Pride, Promotes Civic Engagement, Preserves Open Space and Trees, and Offers a Wide Range of Indoor and Outdoor Services, to Accommodate Our Diverse Community.

Lead the Community By:

- Supporting Participatory Governance and Being a Model of Fiscal and Environmental Sustainability.

Success Criteria

Improve the Quality of Services – Leaders in New Service Innovation

- Preserve or Enhance Current City Services Levels
- Create Flexibility for Future City Needs
- Improve Technology to Expand Service Capabilities and Improve Efficiencies

Fiscally Responsible

- Consider Lifecycle Costs: Balance Ongoing Operational/Maintenance Costs with Initial Construction Costs
- Balance Short Term Costs with Long Term Value
- Strategic Use of Land and Resources

Accessible to All Members of Our Diverse Community

- Improve Access to City Services
- Improve Connectivity Between City Services on the Civic Center Campus
- Create an Attractive, Welcoming, and Well-Used Environment for the Community

Civic and Community Engagement

- Flexible and Adaptable Spaces for Civic and Community Use – Meeting and Gathering Space
- Provide Cultural and Community Resources

Increase Usability of Open Space

- Provide a Walkable, Safe Environment
- Maintain a Balance between Built Structure and Open Space
- Make Sure Spaces Can Accommodate Multiple Uses – Indoor and Outdoor
- Outdoor Space that is Open and Used By the Community
- Combine Active and Passive Space to Meet a Range of User Needs
- Preserve Open Space and City Ownership of Land at the Civic Center
- Preserve the Community Garden Function Within the Civic Center Site

Leaders in Sustainability

- Civic Model of Sustainability
- Reduce Water and Energy Consumption

Needs Assessment

The Needs Assessment compiled information gathered through an inclusive, collaborative, and transparent process of discovery. This is a summary assessment of the Community's current needs, expectations, and perceptions of the Civic Center and its current and future role in the community. Community input in this phase was gathered through a series of focus groups, online surveys, a workshop, and in person survey at the Hands on the Arts event.

The input gathered through the Needs Assessment outreach process was analyzed and synthesized into key points. The key needs described below were approved by Council and formed the basis for the space needs program and next step of rapid prototyping.

Site Needs

- High Percentage of Green Space
- Safe Pedestrian Pathways
- Support Variety of Community Use and Gathering in Outdoor Space
- Adequate Parking for Facility Usage

Library Needs

- Additional Meeting Space for Small Groups, Programs, and Events
- Bigger and More Robustly Shelved Collections and Areas for Teens, Tweens, and Children
- More Effective Space Layout
- More Robust and Appropriate Technology

City Hall Needs

- Innovative 21st Century Services
- More Effective Space Layout and Allocation
- More Meeting Space
- Improved Security
- More Robust and Appropriate Technology in Council Chambers and Meeting Rooms

Public Safety Needs

- More Effective Space Layout
- Dedicated Space for Emergency Operations Center
- Additional Space for Evidence Storage and Processing
- Upgrade Crime Lab Facilities
- Additional Secure Parking

Programming

The Programming phase consisted of two primary efforts; programming for staff space and programming for community space. The space needs established in this effort formed the basis for the next steps of exploring different land use options.

Staff Programming

The existing building locations, sizes, configurations, and conditions at the Sunnyvale Civic Center Campus have impacted the City of Sunnyvale's ability to continue to efficiently and effectively deliver services to its community. The current building and campus limitations have made it difficult for departments to collaborate, have required duplication of space and services due to compromised functional adjacencies, and prevented departments from growing where needed due to lack of available or appropriate space.

Departments providing specialized services to the community – Public Safety and the Library – suffer from a significant lack of space to accommodate the functions required. Their current facilities are not able to house all of the staff and functions necessary. As a result, the Public Safety Department has needed to house staff outside its facilities and in other buildings, does not have sufficient space to allow secure parking for sworn staff, and is storing secured materials either off site entirely or in other buildings on campus. The Library is unable to house sufficient materials to serve a community of Sunnyvale's size and has insufficient reading and program areas available to respond to current demand.

Several key strategies in planning space for the City of Sunnyvale Civic Center helped shape the final space needs program.

- Flexibility through modularity of workstation space standards:
- Flexibility in workplace layout and shared uses:
- Consolidating shared functions:
- Hierarchy of adjacencies

The resulting Space Needs Program developed for the Civic Center includes a total of 269,830 gross square feet of building area. The programmed area breaks down as follows:

Office of the City Manager	4,061
Office of the City Attorney	1,915
Finance	6,283
Human Resources	4,032
Information Technology	6,884
Community Development	5,821
Public Works	6,398
Environmental Services Department	2,171
Library & Community Services	111,779
NOVA	18,217
Public Safety	54,751
Workspace Flexibility & Growth Allowance	4,096
City Council	9,400
Shared Functions	21,175
Subtotal	**256,981**
Building Grossing Factor (5%)	12,849
Total Building Area	**269,830 SF**

The space recommendations incorporated into the quantitative Space Needs Program above serve the following key goals for the Civic Center functions:

- Improved Customer Experience
- Unique Service Needs
- Workplace Environment
- Shared Use Strategy

Community Programming

The community's input in the following five key areas was incorporated into the program recommendations above:

- Improved Customer Experience
- Library Needs
- Shared Use Space
- Staff Workspace
- Green Space

In addition, the community prioritized the types of use for open space. The leading priorities, in ranked order were:

- Informal Green Space
- Walking/Jogging Path
- Planting
- Community Garden
- Plaza
- Public Art
- Seating
- Outdoor Café
- Playground
- Amphitheater

Rapid Prototypes

The rapid prototype phase of work allowed the City to understand the implications of a variety of approaches to land use. A rapid prototype methodology was used to quickly test select variables and measure their success against the Vision and Success Criteria. Land use prototype options were developed based on community input, market analysis and potential land use concepts. Community outreach included a Commission workshop and a site planning workshop with the community.

Three scenarios were developed based on the input gathered from the community throughout the project.

- Prioritizing Lower Cost to the Public (Scenario A),
- Prioritizing Reuse (Scenario B), and
- Prioritizing Open Space (Scenario C).

Each scenario was designed to explore key questions and gather specific input about the tradeoffs and consequences of different land use choices. The scenarios and resulting schemes from the workshops were not intended to be design solutions.

In Scenario A, the group tested options that would be a lower cost to the public by requiring a two acre portion of Civic Center land be set aside for sale or lease, and limiting the amount of underground parking to 20% of the total parking spaces required. There were three sale/lease options to choose from: office, hotel or residential use.

In Scenario B, the group tested options for maximizing reuse on the site and limited underground parking to a maximum of 50% of the total parking spaces required.

In Scenario C, the group tested options for maximizing open green space. They were able to test this scenario by moving a portion of the program off of the Civic Center Site, and by putting up to 80% of parking below ground.

Commission Key Input and Findings

Analysis of the groups input and resulting schemes revealed the several key points. They have been summarized here by theme of parking, building, and site.

Parking

- Desire to use underground parking was unanimous, scenarios A and B found it very restrictive to be limited to how much they could use
- There was concern regarding the number of parking spaces required on the site

Site

- Preservation of trees was a consideration for all the scenarios
- Provide for bike access, bike travel and bike parking
- Divide the site into a community zone and civic service zone
- Groups were interested in studying the removal of Olive Avenue to provide more open space
- All scenarios kept the community garden, although some moved it on the site
- Opinion on use of land immediately adjacent to El Camino varied from a green belt to concentrating buildings

Buildings

- Public Safety should have easy and quick access to major roads
- If land was sold, an office building or senior housing were the preferred uses for the land, not a hotel
- Opinions varied on whether or not the library should be adjacent to neighborhoods or to El Camino and/or Mathilda

Community Key Input and Findings

Analysis of the groups input and resulting schemes revealed the several key points. They have been summarized here by theme of parking, building, and site.

Parking

- There were concerns about the amount of parking required by the program
- Many groups put parking under buildings or underground
- In most cases parking was distributed around the site
- Many schemes reused location of existing parking lots

Site

- Maintain and protect trees
- Two key approaches emerged for green space
    - Larger contiguous green space – large central green
    - There was concern for larger green space being vulnerable to sale/lease later on
    - Smaller separated green spaces – distributed pocket park areas
- In all plans the existing green space on the corner of El Camino & Mathilda Ave. was maintained
- Two key approaches emerged for road configuration
    - About half the groups chose to keep Olive Ave.
    - About half chose to close Olive Ave.
        - Of those that chose to close it half chose to provide access to the interior of the site with a new road in a different location
- The community garden remained in the same place in all schemes
- The group that worked on scenario a selected an office for the sale/lease property prerequisite

Buildings

- Most groups kept the library in its current location
    - The majority of the groups kept the existing library and chose to meet the program needs with an addition
- Two thirds of the groups kept city hall in the same location
    - About half of those did an addition to meet the program needs. The other half chose to build a new city hall
    - About half of the groups expanded towards Mathilda Ave. to give city hall more of a civic presence
- Public safety stayed in the same location in all of the schemes
- Every group removed the office center buildings
- No group tested the concept of reusing an existing building for a different use with the exception of the annex building being used for NOVA or shared use

Rapid Prototype Development

Once the Commission and Community workshops were completed the consultant team used the key findings and input to develop eight different rapid prototype scenarios. The prototypes were intended to represent a variety of land use strategies. The prototypes were developed to illustrate the different land use strategies to support community dialogue and decisions about land use and financing strategies for the Civic Center.

While the prototypes were chosen to reflect the general breadth of community input they do not imply a specific recommendation or direction for land use. The prototypes are not master plan designs. Development of a master plan design would follow decisions about land use and financing options for the modernization of the Civic Center site.

Those prototypes were further refined through meetings with the Core Team which resulted in eight prototypes which were presented to Council.

The eight prototypes explored various combinations of the key concepts that came forward during community outreach. These key concepts included:

- Building reuse & additions
- New construction
- Maintaining or removing Olive Ave.
- Converting Olive Ave. to a bicycle and pedestrian path
- Smaller separate green paces
- Large contiguous green space
- Maintaining or expanding the community garden
- Clustered or distributed building locations
- Frontage on El Camino and/or S. Mathilda
- Different proportions of surface, structured, and underground parking
- Setting aside property for development
- Acquiring the adjacent courthouse property

Land Use Scenarios

The objective of the final project phase was to further analyze the site planning prototypes to illustrate how different alternatives would affect the Civic Center campus and to develop preliminary cost estimates to better understand the project costs.

At the end of the rapid prototyping phase the eight revised prototypes were presented to Council at a study session and each prototype was evaluated for how well it met the Success Criteria. Council was asked to provide input on each prototype and be prepared to discuss them and make decisions for next steps at the final Council meeting for the project.

The prototypes were developed to ask the big picture questions and as a tool in order to study land use. They are not intended as final solutions, master plans or designs. The prototypes were designed to include the feedback received from the community throughout the outreach process and to:

- Test a full range of option and opportunity
- Test different configurations of renovated vs. new buildings
- Use land in such a way that existing tree areas are avoided as much as possible
- Test different levels of open space
- Test different parking configurations

Cost Model

As part of this project phase, cost models were developed for each of the prototypes. A cost estimate defines specific quantities of known materials and systems to assess the actual cost of the project. A Cost Model, on the other hand, is intended to be a budgetary tool for understanding what the costs of a project could be, even without detailed information. A Cost Model is not a cost estimate.

The Total Project Cost represented in the Cost Model assumes both construction costs and soft costs which include:

- Construction cost
    - The direct costs to construct a building or structure, otherwise known as "brick and mortar" costs
    - Building and site costs, contractor overhead and profit, change order contingency
    - Design contingency is accounted for within the range of construction cost
- Soft costs
    - Expenses, other than hard costs, incurred in developing a project
    - Design fees, permits, testing and inspections
    - Assumes 35% of construction cost for soft costs

- Other items not included (to be developed during master planning)
    - Escalation (identified after a schedule is established)
    - Project contingencies (held by client for unforeseen items)
    - Furniture, fixtures and equipment (FFE)
    - Moving, operational, or temporary facilities
    - Owner's costs: financing and insurance etc.

The cost of construction includes:

- LEED gold level of sustainability for all new facilities
- Includes each program element, associated parking and open space
- Site area and building footprint assumptions were made for each program element (to be further developed during master planning)
- Subcontractors' markups (includes a range from 15% to 25%)
- General contractor's/construction manager's general conditions and fee
- Local prevailing labor rates/wages
- Utility tie-ins for each building

Items not included in construction costs are:

- LEED platinum would be an additional 5-10% cost premium
- Offsite Improvements (to be developed during Master Planning)

Prototype Cost Summary

Cost Models were run for each of the scenarios presented to Council.

	Construction Cost		Project Cost (w/35% Soft Cost)	
	Low	High	Low	High
A	$ 163.9 M	$ 222.1 M	$ 221.2 M	$ 299.9 M
B	$ 150.1 M	$ 205.1 M	$ 202.7 M	$ 276.8 M
C	$ 175.5 M	$ 230.3 M	$ 236.9 M	$ 311.0 M
D	$ 182.0 M	$ 237.1 M	$ 245.7 M	$ 320.0 M
E.1	$ 177.6 M	$ 226.2 M	$ 239.8 M	$ 305.4 M
E.2	$ 171.5 M	$ 217.0 M	$ 231.5 M	$ 293.0 M
F	$ 171.2 M	$ 223.8 M	*$ 231.1 M	*$ 302.1 M
G	$ 178.1 M	$ 232.0 M	**$ 240.5 M	**$ 313.2 M

Prototype Cost Summary – Parking and Open Space

	Project Cost (High)	Parking Construction Cost	Site Area	
			Parking	Open
A	$ 299.9 M	$ 52.8 M	14%	63%
B	$ 276.8 M	$ 39.9 M	20%	55%
C	$ 311.0 M	$ 49.4 M	16%	69%
D	$ 320.0 M	$ 57.0 M	9%	74%
E.1	$ 305.4 M	$ 36.6 M	19%	65%
E.2	$ 293.0 M	$ 36.6 M	19%	68%
F.1	*$ 288.1 M	$ 46.0 M	18%	*59%
F.2	$ 302.1 M	$ 46.0 M	18%	66%
G	**$ 313.2 M	$ 50.2 M	12%	*78%

Narrowing Prototypes

With both the prototypes and preliminary cost estimates now available, additional public outreach could be beneficial to help narrow the alternatives and learn about stakeholder interests. At the November 2015 study session, staff indicated that Council should try to narrow the number of prototypes down to three. Upon further consideration, staff felt it unnecessary to narrow the alternatives to three prior to polling residents to learn about voter priorities and areas of interest. As an example, if polling results indicate limited support for the more expensive alternatives, the City should focus on refinements to a set of lower cost alternatives. The City would be better informed while narrowing the number of prototypes if accompanied by polling data.

Staff Recommendation

Prototype G looked at buying the existing courthouse property on El Camino Real that is currently surrounded by the Civic Center property. The courthouse is still in active use, and is currently not for sale. Based on the preliminary cost estimates Prototype G is the most expensive with the purchase of the adjacent land. Staff recommended eliminating Prototype G from further consideration for these reasons.

Prototype F considered selling two acres of the Civic Center Site. Throughout the public outreach for this project selling land at the Civic Center was mostly opposed by the community. Nevertheless, staff felt it important to complete the market analysis and results of the site planning process before any decision was made about whether to sell land at the Civic Center. With the clear lack of support for selling any land at the Civic Center, the desire for more open space, and limited revenue potential based on the market analysis staff felt that pursuing the sale of land or a public-private partnership was not in the City's best interests. Staff recommended revising Prototype F by removing the portion of land set aside for sale or lease.

Council Decisions

Council approved eliminating prototype G and moving forward with prototype's A-F with the modification to F noted above.

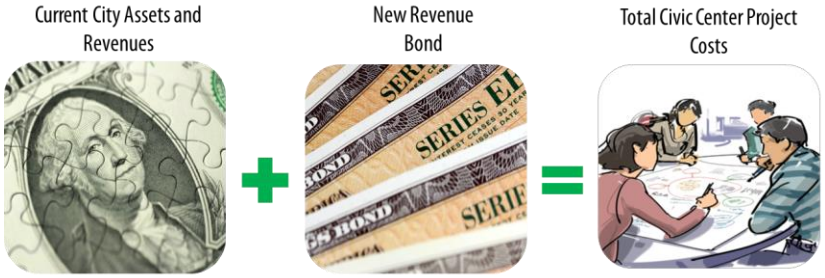
Financing

City staff has further developed financing alternatives for the project including an evaluation of existing City assets and revenues that could be used for the Civic Center Project. Using a defined set of assumptions staff also looked at the potential to generate new revenues through a general obligation bond. Sources of financing for the Civic Center Modernization Project are broken into two major categories: 1) Existing City assets and revenues, and 2) new revenues through the sale of bonds.

Staff also briefly evaluated using a lease back strategy as has been used for a previous library expansion however this option is no longer available to cities due to a change in tax laws. Using a Public Private Partnership could also be pursued if City land were sold or leased. Currently all of the funding sources discussed in this report are considered potential sources and should not be considered a staff recommendation.

Sources for financing will depend on a number of key components including the following:

- What assets and revenues the City currently has (will vary based on Council direction)
- New revenue from a Bond (varies based on ask which is set by Council)
- Total Civic Center Project Costs (varies based on prototype option selected)



Conclusion

The project concluded with Council approval to move forward with the seven revised prototypes.

Next Steps

The next phase of the Civic Center Modernization project will be to poll the Sunnyvale community to determine if there is support for a bond measure, and to understand community priorities. Conducting further community outreach will provide information to help reduce the number of site planning prototypes in order to proceed with Master Planning.

Introduction & Background

Context

The City of Sunnyvale has put significant work into the assessment and future planning of the Sunnyvale Civic Center site and facilities. In September of 2014 the City initiated a modernization project to improve service delivery to the public; maximize efficient, functional and sustainable design; and create additional space.

The City recognized the need to address aging facilities at the Civic Center and began studying alternatives in the late 1990's. In 2000 the City purchased the adjacent Sunnyvale Office Center Complex. Use of these buildings was considered temporary until a plan for the Civic Center could be developed. In 2001 the City added modular buildings to meet space needs - again as a temporary fix until a more complete Civic Center plan could be developed. Because these buildings were considered temporary the City deferred any significant capital investments in renovations. Civic Center planning studies were completed in 2003 and again in 2008 resulting in some capital projects being identified, but these were placed on the unfunded project list. Significant steps to modernize the Civic Center were deferred.

Why

The City of Sunnyvale has grown and the way people use services has changed. The existing Civic Center site has not been updated to keep pace with current service demands or technology. A number of challenges with the current facilities have been identified and are listed below.

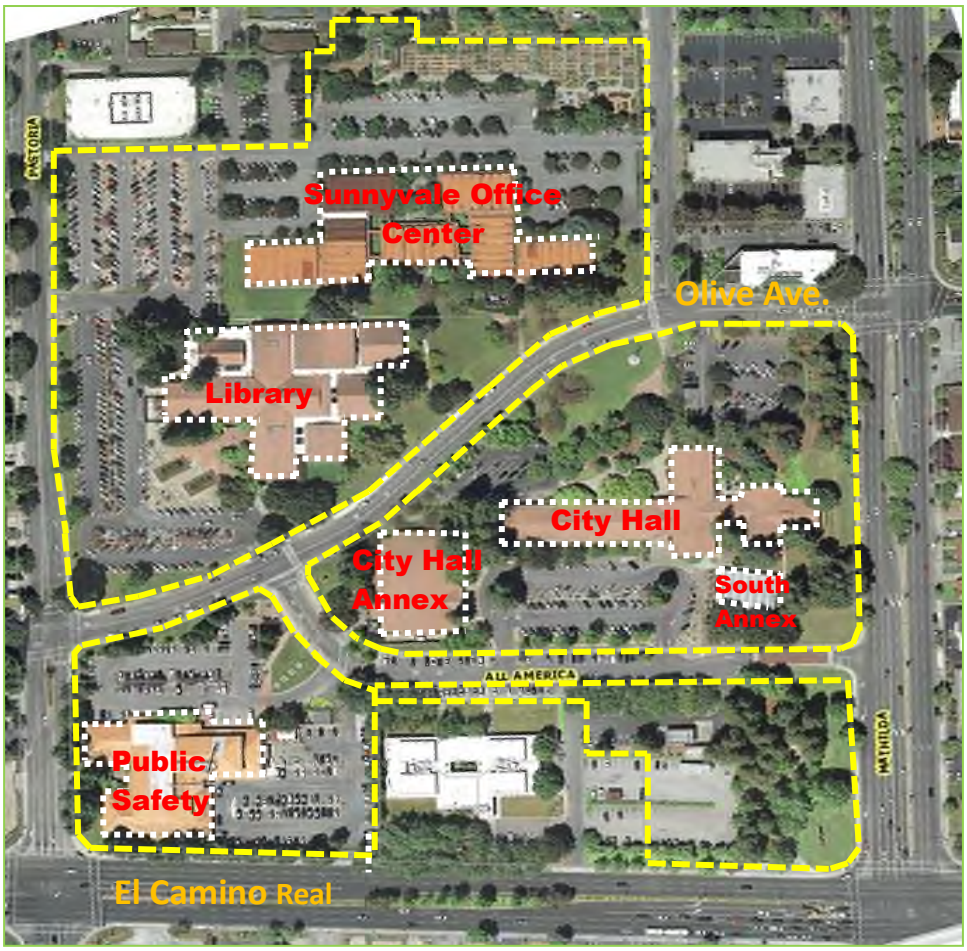
- **Facilities inhibit service delivery, collaboration, and innovation**
  - Lack of space to offer community programs and community meeting space
  - Outdated and inefficient building layout and configuration
  - Poor department adjacencies
  - Multiple, unclear entries and points of service
  - Facilities do not support number and size of staff space needs
  - Lack of sufficient conference rooms
- **Ineffective use of community resources**
  - Single story buildings and on-grade parking do not make best use of a valuable site (Surface parking and roads currently occupy about 40% or 10 acres of the Civic Center Campus)
  - Open space does not support a variety of uses and currently consists mostly of high water use lawn areas around buildings
  - Underused site and facilities outside of office hours
- **Community population has grown; facilities are not meeting increased service demand**
  - 34% population growth since last permanent building was built for City services in 1985
  - Population has increased 38% since last Library expansion in 1983
  - Public Safety staff has increased 21% since 1985 with no facility expansion
- **Civic Center facilities do not meet current standards for:**
  - Structural Integrity
  - Accessibility (site and facilities)
  - City Sustainability (Green Building)

Purpose & Outcome

The purpose of this initial project was to decide on land use and financing strategies for modernizing the Civic Center. Through the project process, data and information were gathered from the community, Civic Center users, and staff to inform those decisions. Input was organized to support land use and financing decisions and synthesized into key outcomes, including a Vision, Success Criteria, a Space Needs Program, Rapid Prototypes, and Cost Model Analysis.

Background Information

Existing Civic Center Property Map



Today's Civic Center Campus

Current City services are provided in six different buildings on the campus. City Hall was built first in 1958 with several buildings being added as Sunnyvale grew and ran out of space. More information on existing City buildings is provided below:

City Hall
34,700 Square Feet / Built 1958

Sunnyvale Public Library
60,900 Square Feet / Built 1960

City Hall Annex
20,900 Square Feet / Built 1970

Sunnyvale Office Center
35,500 Square Feet / Built 1962

Public Safety Department Headquarters
41,000 Square Feet / Built 1985

City Hall South Annex
5,100 Square Feet / Used Modular Building
Installed in 2001

Process Plan and Outreach

Introduction

To enable meaningful interaction with the Sunnyvale community, staff and leadership a core team collaboratively developed the Civic Center Modernization Outreach Plan. Intended results for the outreach plan included: identifying participants and their roles, establishing key milestones and a conceptual schedule, and confirming the deliverables for the project.

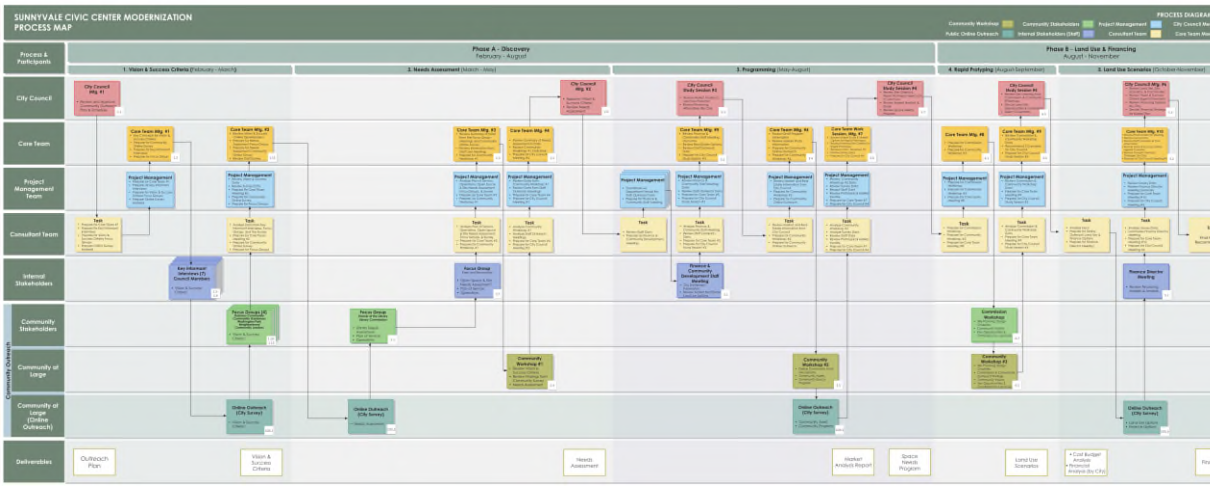
Process Plan

The Process Plan identified both the goals and purpose of the project and established the steps to achieve success. Defining these with the Core Team at the beginning of the project established a clear framework and supported bringing together the right people, with the right information, at the right time.

Process Map

The Process Map organized inter-related activities with the different groups involved in the planning process.

- Key Participant Groups are identified down the left side of the process map.
- The logical sequencing of activities over time that will ultimately result in a Land Use and Financing Strategy are identified across the top of the process map.
- The boxes and arrows in the body of the process map represent specific activities and their interrelationships, all designed to achieve a coherent flow of data gathering, information development and analysis, exploration and discovery, and ultimately informed decision-making.



See Appendix for larger Process Map

Process Participants

The Core Team identified the key process participant groups which are shown on the process map as:

- City Council
- Core Team
  - City Leadership (Council members + staff)
  - Consultants
- Internal Stakeholders
  - Staff from City Departments
- Community Stakeholders
  - Key groups identified to participate in organized outreach activities
    - Business Community
    - Community Gardeners
    - Washington Park Neighborhood

- Community Leaders
- Friends of the Library
- City Commissions
- Community at Large

Outreach Types

The community outreach process was critical to the success of the project and provided the basis for establishing success criteria, future facilities' needs, land use options, and potential financing options. The Outreach Plan, designed with the Core Team during the Pre-planning process, identified process participants and the appropriate forums for outreach to ensure broad representation of the service population within the City. The Core Team and City staff actively reached out and engaged not only those individuals who currently rely upon City services offered at the Civic Center, but also those that do not currently take advantage of services to understand the opportunities and challenges with the current Civic Center.

City Council Interviews

Each City Council member was individually interviewed over the phone and asked the same series of questions. The goal of the interviews was to gather information to develop the vision and success criteria.

Focus Groups

Focus groups provided an opportunity for meaningful community input from smaller groups and gave the community needs assessment deeper results and insights.

Staff Focus Groups

Staff focus groups provided an opportunity for meaningful discussions with City staff and gave the staff needs assessment deeper results and insights. These conversations focused on how services are currently provided and opportunities for service enhancements and efficiencies if facilities were modernized.

Workshops

Workshops for both the community and the commissions allowed participants to engage in the project process and to provide feedback in a large group setting.

Online Surveys

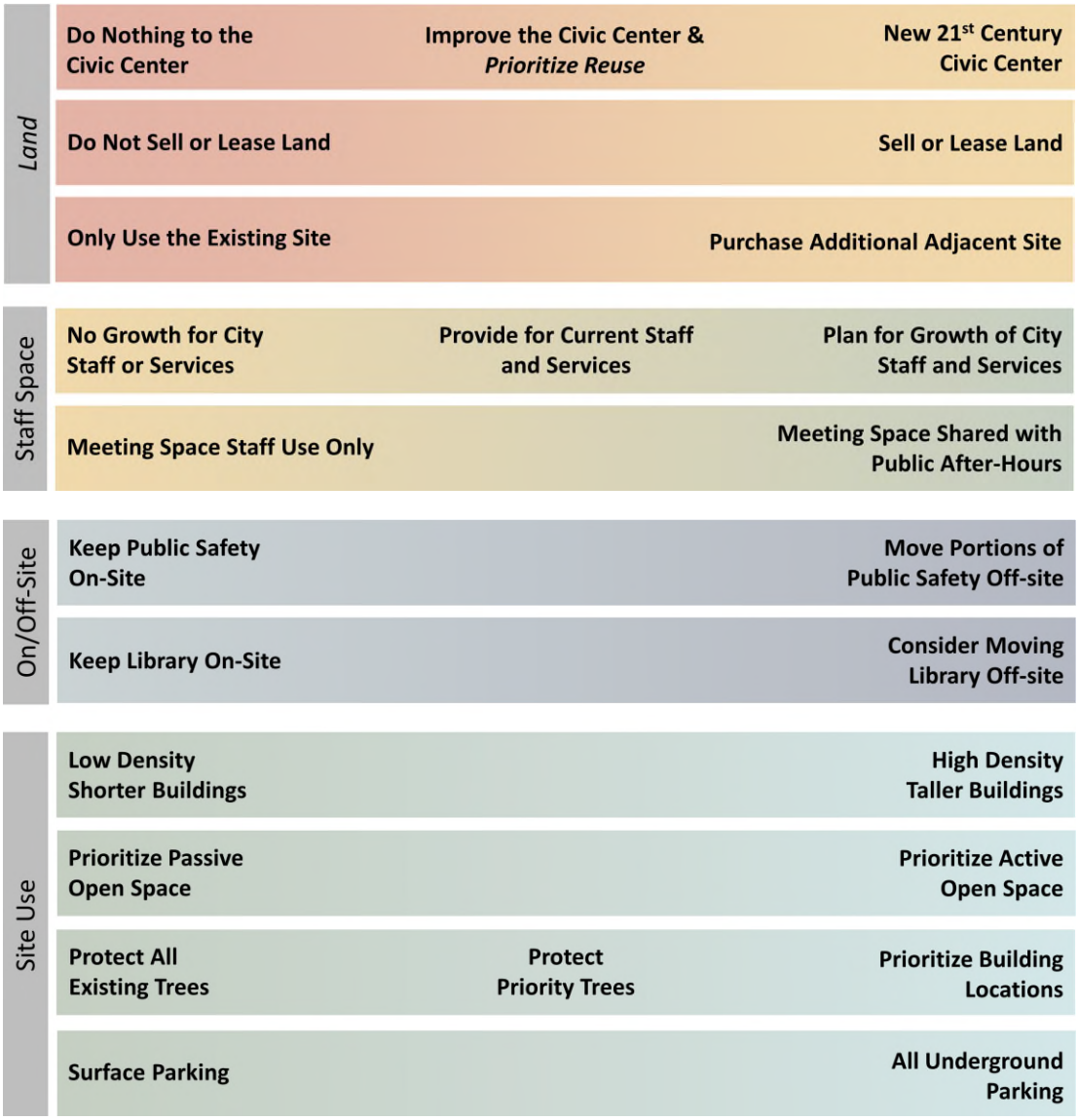
The City used the online forum Open City Hall to survey the Sunnyvale community on the same topics discussed in the focus groups and workshops. Data gathered through surveys was incorporated into results presented back to the community and to Council.

Vision and Success Criteria

Introduction

The Vision and Success Criteria were developed from information gathered through an inclusive, collaborative, and transparent process of discovery. This resulted in an assessment of the Community's current needs, expectations, and perceptions of the Civic Center and its current and future roles in the community. A series of interviews and focus groups was designed to gather information from a diverse group of community members.

As we spoke to the community there was a spectrum of different opinions. This section walks through the input heard from each outreach effort. Illustrated in this graphic are the key points that the community held a range of opinions on.



Key Informant (Council) Interviews

City Council members were individually interviewed and asked a series of questions on the Civic Center needs and their goals for the project. The interviews began with an overview of the established process and a review of the Civic Center components in question.

The interviewees were asked to describe their initial thoughts regarding the Civic Center project and to advise about which stakeholders should be involved in the process. They were urged to define their understanding of the current/future needs of the Civic Center and, specifically, what they as individuals would want to do or have access to at the site. In addition to identifying these functional needs, they were encouraged to share what they felt the vision for a future Civic Center should be and what the criteria for success should be in terms of land use and project financing.

Council Member Key Input and Findings

The Key Informant (Council) Interviews yielded valuable information to the Consultant team.

General Input
In response to a request for general input regarding the Civic Center Modernization study, the participants suggested that there was a particular need for the City to act on this opportunity to address current functional deficiencies in the staff workspaces.

They commented on the quality level of the services that are provided to the community and how they are delivered. They suggested the need to analyze exactly how the services are currently provided and what modernization measures could be implemented to improve the long-term flexibility and functionality of the staff workspaces.

Regarding programmatic needs and priorities, the participants expressed a desire for the consultant team to evaluate very specific space needs for each building and staff department, and to start to understand cost implications (both in terms of construction and operations/maintenance) for building facilities to meet these needs. One Council member was interested in identifying building repairs that were needed rather than evaluating major renovations or new construction. In addition, the participants wished to see implementation of sustainability measures as a way to generate cost and energy savings. They also noted the need to improve the Library.

The participants emphasized the need to cultivate community support for any potential project. They saw this project as an opportunity to create a distinctive place that would be very valuable for the Community, and that it was imperative to explain to the Community space needs for efficient service delivery and funding relationships.

Key Stakeholders
The Council members identified who they saw as the key stakeholders in the process. These include Civic Center users (City staff and employees, Library and city service patrons); business interests (business leaders and owners, landowners); the general community (every resident/tax-payers/voter, the under-served and under-represented populations); the immediate neighbors of the Civic Center (the Community Garden and its volunteers, the nearby residences and businesses); and Public Safety.

Critical Issues
When asked what they believe to be the most critical issues that would influence the Civic Center modernization, the participants' responses focused on addressing city services space needs, improving service quality, and developing financing strategies. In addition, the theme of community-building came up, underscoring the need to engage the residents of Sunnyvale in the process, deliver additional amenities and services to the Community, and to stay aware of broader issues affecting the Community.

Most of the participants noted that the current spaces allocated for the City Services on the Civic Center site were deficient in quantity and functionality. They stressed the need to strategize how

to best use the limited space effectively, how to organize the spaces to encourage collaboration between departments, and how to determine what additional space would be needed to better accommodate the City Services. In particular, the participants noted the need for a Library that better serves the Community and the importance in maintaining (and/or improving) Public Safety's emergency preparedness.

They stressed the need to evaluate long-term finances and, in regard to the project, make fiscally responsible decisions when considering initial costs and longer term operation and maintenance costs.

Engaging the Community throughout the process was imperative to the Council members. They added that community-building efforts should be established to make sure that their needs were being heard. Delivering amenities (beyond the City Services) on the Civic Center site to the Community seemed appropriate as well. These could include public green spaces, recreational spaces for all ages, and a better sense of connection to the Downtown.

The Council members also expressed the need to evaluate the issues affecting the community as a whole to determine if/how they might be addressed through the modernization of the Civic Center. Managing growth and its effects on natural resources and the need for affordable housing was described as a critical issue facing the community. In the context of the Civic Center project, the impact of increased traffic and public transit loads would need to be considered, and in response to the current drought, water concerns would also need to be addressed.

Desired Elements
Encouraged to share what specific elements would be desired in a redevelopment of the Civic Center site, the participants discussed their interests in various services and site features.

Open space emerged as a theme from these conversations, with many Council members sharing their interest in maintaining and amending the amount of green and outdoor use spaces on the Civic Center site. While demonstrating that they understood the trade-offs associated with increasing open space, they emphasized that they'd like to see different kinds of outdoor uses integrated into the design. Most felt the Community Garden should be accommodated on-site, as should much of the existing green space. They wanted the open space to be beautiful and to serve as a model for sustainable practices. Some of the open space should be developed to accommodate various functions including eating areas, walking paths, and gathering spaces.

In terms of City Service needs, the Council members expressed a desire for office space allocations that adequately matched functional needs. They felt the offices should be better designed, more pleasant for the staff to work in, and be technologically advanced to promote staff efficiency and interaction. There should be meeting spaces that could accommodate both staff and community functions.

Most Council members were interested in seeing the Library remain onsite and expanded to better meet the needs of the community. They expressed a desire for more services focusing on youth/children at the Civic Center site and similarly felt that a homeless shelter wouldn't be appropriate onsite. While the Public Safety services could move off-site, according to the Council members, they felt that the administrative functions should remain easily accessible and centralized onsite.

Additionally, the Council members mentioned the need to provide better access to the site and to ensure that it would be well connected to public transit and alternative means of transportation.

Vision – Future Civic Center
When asked what they envision for a future Civic Center, the Council members shared the following desired characteristics:

- Identity and Aesthetics

The Council members stressed their desire for the Civic Center to be an icon of Sunnyvale. They saw the project as an opportunity to cultivate community pride and enhance interaction. They envisioned a site filled with greenery and open space, punctuated by various outdoor functions. The site should be a place where people desire to be and spend time. Given the location between El Camino and Downtown, the Council members believed that the Civic Center should function as an effective connection between the two. They saw incredible value in the land, both as a long-term financial asset to the City and as an opportunity for civic engagement and identity.

- Services

Reiterating what they had already expressed earlier in the interviews, the Council members described their interest in seeing a Civic Center that better met the functional needs of the city staff and, in turn, delivered higher quality services to the Community. Again, modernization of the city services was emphasized, with particular interest in maintaining a "one-stop" permit delivery strategy. A consistent desire, in regard to a vision for city services, was that the public's interaction with the staff would be positive, and that this would be a result of creating, in general, a much more efficient and collaborative workspace environment for the City staff.

Focus Groups

As part of the process, the consultant team reached out to a cross section of the community to help better understand the City's service needs and priorities. A series of focus groups was held to gather input from community garden members, neighbors of the Civic Center, community leaders, and business leaders. These focus groups were designed to help engage these stakeholders in an open and collaborative discussion, and with the intended result of gathering information to help inform the vision and success criteria.

Each focus group was presented an overview of the project goals and process, and some information about the site and its buildings. The participants were asked a series of predetermined questions to encourage feedback:

- What do you believe are the five most critical issues for Sunnyvale to consider today and in the future?
- What do you appreciate about the Civic Center services you receive? What is working well?
- What would you like to be able to do or have access to at the Civic Center, but currently cannot?
- What is your vision for a future Civic Center for Sunnyvale?
- What positive impacts would you like a Civic Center Modernization to have on the community?
- How would you define a successful Civic Center modernization?
- What land uses for the Civic Center do you believe would be most valuable to the community?
- What are key criteria that you would use to define a financially responsible plan?
- What criteria should be used to evaluate the different financing options?

Community Gardeners

Members of the Community Garden and Sunnyvale residents concerned with preserving the existing trees on the site were invited to participate in the first of four focus groups. Seven members of the community were in attendance. *See the appendix for meeting minutes.*

West Neighborhood

The second Focus group provided the opportunity for those who live in the neighborhood directly to the west of the Civic Center to provide input. Eleven members of the community were in attendance. *See the appendix for meeting minutes.*

Community Leaders

The third focus group brought together community leaders familiar with the Civic Center and its services. Six former City Council members were in attendance. *See appendix for meeting minutes.*

Focus Group Key Input and Findings

Business Community
The final focus group in this phase included Sunnyvale business leaders. Among the three participants was a representative of the Moffett Park Business Group. *See appendix for meeting minutes.*

Critical Issues
Some critical issues emerged from the focus group discussions. Along with reiterating the desire for preservation of green space and integration of sustainable landscapes (as was emphasized by Council in their interviews), the focus groups described the aesthetic value of the land and expressed that they did not want the site to be over-built. They explained that balanced growth was another critical issue, and emphasized the need to ensure that any development plans, particularly along El Camino, recognized and mitigated any impacts on community infrastructure, including traffic and schools. Increasing the quality of City services delivered to the community was identified as a critical issue. According to the focus groups, this could be accomplished by improving key adjacencies, promoting greater efficiency, and planning ahead for future variables in service delivery characteristics. They also suggested that determining the best site for Public Safety (at the Civic Center or moved off-site) would be an essential exercise. In addition to these city services, the focus groups suggested an opportunity for the City to incorporate additional cultural resources. Economic issues were critical, according to the focus groups. They reiterated the need to consider life-cycle and short term costs for the Civic Center development. They also felt that any project should actively promote the health of local businesses and work to address community housing issues.

Working Well
The focus groups identified the characteristics of the current Civic Center that they thought worked well. Aesthetically, they felt that the buildings and site are very pleasant and that the extensive greenery and mature trees added positively to this aesthetic. They identified the size and prominence of the buildings as valuable to ambiance of the site, producing a pedestrian scale that amplifies the small-town feel of the Civic Center. In terms of service delivery, the focus groups felt that the one-stop permit center functioned really well. Additionally, they felt that parking on-site is plentiful and easily accessible.

Currently Inadequate
According to the focus groups, the City needs more facilities and spaces dedicated to cultural resources and the arts. In addition, they believed that a variety of flexible spaces to cultivate community use and function would be valuable addition to the amenities already provided by the City.

Vision
When asked to share their vision for the future Civic Center, the focus groups again described the aesthetic of the site; reiterating the value they saw in the existing openness, trees, green space, and scale of the structures. They elaborated on this describing their interest in seeing ample and more useable outdoors spaces to serve the community and city staff. They saw an opportunity for the Civic Center to be a model for sustainability, and envisioned that any development should seek LEED certification and practice drought-tolerant landscaping. Again, the desire for improved services was articulated. They envisioned a library that maintained openness in its interior spaces, and one that was carefully designed to avoid being undersized. They are concerned about Public/Private Partnerships, and see the future Civic Center as a site to be protected for community use. They'd like to see the site well connected to public transportation and easily accessible to the community as a whole. This vision included improved wayfinding and organization on the site. The focus groups envisioned a future Civic Center that would serve to amplify the values of Sunnyvale and to integrate the city's varying identities. They would like to see the Civic Center become an attractive destination and serve as a catalyst for place making in the community.

Positive Impacts

The focus groups believed that the Civic Center modernization could serve as an opportunity to positively impact the community. They saw an opportunity for the design itself to act as a model of sustainability; educating visitors and users in green building and landscaping practices and utilizing native landscaping throughout the site. The focus group participants saw an opportunity to add/increase public facilities and cultural resources for use by the community as a whole. This, in turn, could create opportunities for collaboration with various private and non-profit groups and partnerships with the local technology industry to promote innovation. Examples mentioned included collaborations with Foothill Collage, technology partnerships, and an innovation space.

Success Criteria

A successful project, according to the focus groups, should prioritize responses to aesthetic and functional needs and do so by appropriate financial means. Again, the group emphasized the value they place in the feeling of openness that exists on the Civic Center site, and expressed their desire to not "over build" on it. Increasing delivery of quality city services was paramount to the focus group and they felt that the efficient use of facilities should be evaluated. Financially, the focus groups expressed that a successful project would appropriately resolve short-term versus long-term management strategies (public versus public-private). They emphasized the need for a financing structure that addressed life-cycle costs, funding operations, and the retention of long-term control and ownership of the site. Additionally, they felt that the success of the project would also be determined by its ability to follow-through on the project completion.

Council Approved Vision

The Sunnyvale Civic Center will:

Serve the Community By:

- Providing Efficient, Functional and Flexible Facilities to Support Innovative Service Delivery and Sharing Resources to Support the Community's Needs.

Welcome the Community By:

- Reflecting the Identity of Sunnyvale and Creating an Environment that Inspires Community Pride, Promotes Civic Engagement, Preserves Open Space and Trees, and Offers a Wide Range of Indoor and Outdoor Services, to Accommodate Our Diverse Community.

Lead the Community By:

- Supporting Participatory Governance and Being a Model of Fiscal and Environmental Sustainability.

Council Approved Success Criteria

Improve the Quality of Services – Leaders in New Service Innovation

- Preserve or Enhance Current City Services Levels
- Create Flexibility for Future City Needs
- Improve Technology to Expand Service Capabilities and Improve Efficiencies

Fiscally Responsible

- Consider Lifecycle Costs: Balance Ongoing Operational/Maintenance Costs with Initial Construction Costs
- Balance Short Term Costs with Long Term Value
- Strategic Use of Land and Resources

Accessible to All Members of Our Diverse Community

- Improve Access to City Services
- Improve Connectivity Between City Services on the Civic Center Campus
- Create an Attractive, Welcoming, and Well-Used Environment for the Community

Civic and Community Engagement

- Flexible and Adaptable Spaces for Civic and Community Use – Meeting and Gathering Space
- Provide Cultural and Community Resources

Increase Usability of Open Space

- Provide a Walkable, Safe Environment
- Maintain a Balance between Built Structure and Open Space
- Make Sure Spaces Can Accommodate Multiple Uses – Indoor and Outdoor

- Outdoor Space that is Open and Used By the Community
- Combine Active and Passive Space to Meet a Range of User Needs
- Preserve Open Space and City Ownership of Land at the Civic Center
- Preserve the Community Garden Function Within the Civic Center Site

Leaders in Sustainability

- Civic Model of Sustainability
- Reduce Water and Energy Consumption

Needs Assessment

Introduction

The Needs Assessment compiled information gathered through an inclusive, collaborative, and transparent process of discovery. This is a summary assessment of the Community's current needs, expectations, and perceptions of the Civic Center and its current and future role in the community. Community input in this phase was gathered through a series of focus groups, online surveys, a workshop, and in person survey at the Hands on the Arts event.

Parks and Recreation Focus Group

Key Input and Findings

A focus group was held with Parks and Recreation staff to discuss the community's park and open space needs. Topics covered included how the site is currently used, future opportunities for the site, and two topics of particular interest to the community: the existing trees and the community garden.

Current Site Use

- The library has a small plaza in front and might hold small events that only require people to sit or stand
- The Civic Center has limited events throughout the year
- Proposed Civic Center programming should not compete with other city events

Site Opportunities

- Increase more usable and flexible open space
- Support all ages
- Support programming with plazas and gathering areas adjacent to buildings
- Consider closing Olive Ave.
- Create a buffer zone between office spaces
- Avoid having too much concrete

Programming Opportunities

- Library
    - Teen garden adjacent to library
    - Secure outdoor area connected to library
    - Open space that facilitates learning adjacent to library
- Drought tolerant demonstration garden
- Playground
- Passive recreation spaces
- Picnic area
- Outdoor meeting spaces
- Café
- Multi-purpose play fields
- Volleyball
- Informal Amphitheatre
- Frisbee
- Soccer
- Bocce Ball
- Walking Path
- Water Play
- Reduce turf area
- Interactive play features
- Parking
    - Parking structures increase potential for open space
    - Underground parking may be prohibitively expensive
    - Parking structures should be designed for natural ventilation to reduce operational costs
    - Green roof over parking structure, could mitigate presence of a large structure
    - Civic Center campus should allow for future development

- Public art

Existing Trees and Landscape

- Large unused areas of turf require significant amount of water
- Community strongly values existing trees, however some trees have a higher perceptual value than others
- Tree count may be a critical issue
- Memorial cherry trees by Public Safety Building may need to be relocated
- Consider having reclaimed grey or black water in the future
- Some trees have been planted too close to building and create a maintenance issue
- Some trees are damaged and diseased

Community Garden

- The community garden is the only one in Sunnyvale and is currently at capacity with a waitlist for individual plots.
- The current location creates a valued buffer for the residential community
- Community gardeners are concerned about shade from buildings and trees
- Locating it next to a building is not advisable
- General agreement was to leave it in its current location

Library Focus Group

An official Library Commission meeting was held and served as the library focus group. In addition to the Commissioners, the Friends of the Library (FOL) and the general public were invited to participate. This focus group was designed to help engage these stakeholders in an open and collaborative discussion with the intended result of gathering information to help inform the vision and success criteria.

Those in attendance felt they represented the following community groups: library patrons, parents of tweens, community fundraiser participants, homeschool parents, students, E-book users, library program users, Friends of the Library, and the community in general.
Following is a summary of comments mentioned during the meeting:

Key Input and Findings

While there was an appreciation for the innovation of the librarians and the range of programs and services offered, many comments focused on the inadequacies of the library, including:

- Smaller size of the library when compared to other libraries in the area.
- Lack of space for teens and children's areas and programs.
- Technology limitations due to the building as well as lack of bandwidth to support the community and its technology needs. Sunnyvale is in the center of Silicon Valley and the library is behind the times. Future technological progress should be considered and planned for.
- People who use the library every day and often monopolize space, furniture, and outlets.

There was also concern about having planned for a new library in the past which did not come to fruition as well as the potential for this project to delay or compromise a new branch library.

One concept that was presented was moving the library off of the Civic Center campus and over to the Community Center. Opinions varied from being willing to consider moving it offsite to being opposed. Some believed moving the library would benefit seniors and it could share computer labs and meeting rooms. There was some concern for the reaction of residents in the Community Center neighborhood.

This meeting also focused on the Friends of the Library (FOL); how they function and what their needs are. The main function of the FOL is to sell donated books to raise funds for the library. They have book sales every six weeks and have a location in the library lobby where patrons can purchase books. Most profits come from the lobby sales. In the future, the FOL would like to have a dedicated bookstore to sell nicer books, but also continue to sell at all times in the lobby. Hours of operation, payment method, and staffing would need to be considered. Books are currently dropped off and sorted in a different location than books are stored. It would be nice to have an

adjacent drop off location and an all-inclusive bookstore where volunteers can sort and sell books while the store is open.

Community Workshop #1

The first community workshop was held in the library program room and 58 community members attended. The workshop started with a brief introduction of the project and the remaining time was spent on gathering information from community members and tours of the Civic Center site and buildings. Community members rotated between the four different facilitated topic stations noted below and were asked key questions:

- Vision and Success Criteria
  - What is your vision for the future Sunnyvale Civic Center?
  - What values should the Sunnyvale Civic Center reflect?
  - What key words would you use to describe success for the future Sunnyvale Civic Center?
- Exterior Site Uses
  - What functions/uses do you believe should be provided at this site?
  - What exterior site uses for the Civic Center do you believe would be the most valuable to the community?
- Library
  - What do you appreciate about the services you receive? What is working well?
  - What would you like to be able to do or have access to at the library, but currently cannot?
  - One idea under consideration is moving the library to the community center site. What do you think of this idea?
- City Hall and Public Safety
  - What do you value about the services you receive at City Hall? What is working well?
  - What services do you envision being available at the future City Hall?
  - What are the most important things for the future Public Safety facility to have or do?
  - One possibility under consideration is moving the Public Safety facility to the City Corporation Yard, what do you think of this idea?

Each station provided imagery and information to support the discussion, *see the appendix for the supporting graphics and information.* Community members were presented with multiple methods for providing input and were also able to submit comment card at each station. *See the appendix for this information.*

Key Input and Findings

Community members were encouraged to contribute in group discussions at each station and were also provided with comment cards to provide any additional input. Below is a summary of the information gathered from each of the stations.

Vision and Success Criteria

Summary:

Nearly all of the workshop participants envisioned a new Civic Center that represents the identity and values of Sunnyvale, however there was a range of opinions about what Sunnyvale's identity

and values are currently.

Connectivity

- Many participants expressed a vision for a Civic Center that serves (in various ways) to connect people and functions and areas within the city
- For some, this meant creating spaces that bring people to the Civic Center site.
- For some, it meant programs, architecture and a land use plan that extends (and influences) beyond the site.
- For some, it was a Civic Center that integrates with and promotes effective transit and transportation systems.

Experience

- In various ways, many participants expressed a vision for a Civic Center that makes people feel good.
    - For some, this meant valuing and promoting peaceful, green and open spaces over built space.
    - For some, this meant land use and buildings that promote a small town identity for Sunnyvale
    - For some, this meant a "nice place that is functional" with "welcoming buildings"

Efficiency and Performance

- A Civic Center that communicates an efficient, effective, and 21st century government was a vision many participants expressed
- Some participants felt the vision should include being a model of sustainability for the City.

Balance

- Many participants expressed a vision for a Civic Center that represents the balance of identities and values of the people of Sunnyvale.
- A balance of open and built spaces
- A balance of low profile and higher profile buildings
- A balance of city services and community resources

Exterior Site Use

Summary:

The community expressed being generally content with current land use and services with some exceptions. Many participants valued the exterior site as it is now and preferred to maintain and often increase the amount of open space available for public use.

Open Space

- Many highly valued the existing green spaces and wanted to preserve it
- Many valued the passive/informal nature of these green spaces
- Some would like to create active open spaces
- Potential Site Amenities
    - Pathways through the site to better connect the buildings with the exterior spaces
    - Places to sit, read, or have a meal
    - Children's playground
        - Some felt this may be redundant with Washington Park being so nearby
    - Flexible open space that could be used for mid to large gatherings
    - Added services should be small in scale (consistent with buildings) and should not be noisy
    - Bike lockers and bike paths that would better connect the neighborhood with

the Civic Center site
- Character / Material / Scale
    - Some valued the low-density, spread-out feel of the current Civic Center buildings
    - Some did not want to see any tall buildings or buildings that aren't substantially set back from the road
    - Many expressed how much they liked the aesthetic of the existing brick buildings
- Community Garden
    - Most had a favorable view of the Community Garden as an appropriate use of the land
    - Some stressed the need to permanently protect it

Parking
- Some felt the amount of existing parking was excessive
- Some suggested other parking approaches
    - Higher density parking (multi-level)
    - Underground parking in order to free up land for more open space was repeatedly suggested.

Library

Summary:

There was a diversity of opinion about the future Sunnyvale library. Some expressed a desire to keep the existing library much as it is, and others desired upgrades of varying degrees to bring it up to 21st century library standards.

The subject of branch or satellite locations was brought up repeatedly. Some participants recommended addressing community library service needs with more branch locations. They also recommended exploring joint use opportunities with local schools and colleges.

Participants also described other needs including:
- Meeting rooms/spaces
- Study space
- Space where non-profits can gather
- Co-working space
- Space where small to medium sized groups can gather
- Space that can be reserved
- Areas for quiet or collaborative work
- Improved technology amenities
- Better Wi-Fi and bandwidth
- More power outlets
- Task lights at tables
- Chrome books
- Computer area, with an opportunity for classes
- Expand and improve collections
- Appreciation for the current browsing collection
- More school support materials
- More popular items
- Maintain the depth of current collections
- Drive-thru book drop and home delivery
- Café
- Outdoor garden reading area
- Friends of the library store
- Sustainability and recycling
- Neutral place for discussing and learning about issues

- More /larger program and event spaces
- Restrooms needed to be
    - Accessible
    - Clean
    - Larger
    - Increase Quantity
- Accommodate areas to serve a variety of needs
    - Quiet and Noisy
    - Social and Functional
    - Adult and Children
- Build Community
    - Place to come together spontaneously or for a planned meeting
    - Support positive interactions and relationships

Opinions on moving the library covered a range of options, including:

- Stay at Civic Center
    - Good connectivity to other City Services
- Maintain geographic proximity
- Move to Community Center Site
    - Synergy with Community Center Services
    - Free up room at Civic Center Site
    - Fewer Site Constraints

There were also opinions regarding renovating the library vs. building a new library:

- Some opinions were based on assumptions about lower cost
- Some believed doing an addition would be acceptable

Atmosphere and Character

- There was an appreciation for the cozy welcoming feel of the existing space
- There was an appreciation for the current natural, garden-like Setting
- Some expressed a love for the "Out to Lunch" sculpture currently in front of the library

City Hall
Summary:
When asked about City Hall and the services received the community members commented that they used the services at City Hall the least and have had limited experiences. Those that had visited City Hall were generally satisfied with the services they received. Following are additional comments that were made.

Update Technology

- Wi-Fi
- Council Chambers

Increase Online Interface

- Electronic plan review
- Consider bandwidth requirements

Consider Efficiencies

- Consolidate staff
- Consolidate services

Public Safety
When asked about the Public Safety Department, community responses were similar to that of City Hall; not as many community members had a need to visit the building, however they did have varying opinions on what services a future Public Safety building should offer as well as

facilities updates.

One question asked if Public Safety should remain at the Civic Center site or move off-site. While some considered moving it to the Sunnyvale Corp Yard the overwhelming majority preferred to keep it at the current location for the following reasons:

- Centrally located
- Visible to the community
- Easily accessible
- Maintain adjacencies for staff
- Maintain service adjacencies for the community
- Moving to the City Corporation Yard would need to be about improving efficiencies
- Consider benefit of more green space at Civic Center site

Following are additional needs that were identified or other comments that were made.

Update Facilities

- Technology
- Workspace

Dedicated Emergency Operations Center (EOC)

- Ability to handle large scale emergencies
- Central to the city

Emergency Response Time

- Maintain current
- Improve in the future

Identity of Sunnyvale

Library patrons and workshop participants were asked to participate in an exercise to provide key words they felt represented Sunnyvale today, and key words they felt should represent the future of Sunnyvale. The results follow:

Current Identity of Sunnyvale

- Confused, no identity
- Controversy
- Diverse
- Excessive and wasteful
- Good area for families
- Great place to live
- Growing
- Innovative
- Lack of affordable housing
- Lacking public transportation
- Massive apartment complexes
- Neighborly
- Not enough parks
- Outdated retail centers
- Parks and open space
- Pleasant
- Responsive to the community
- Retro
- Safe
- Small town
- Stuck, old
- Too much developer influence

- Traffic
- Transitioning
- Unfinished downtown

Future Identity of Sunnyvale

- Vibrant economy
- Leader in sustainability
- Local art exhibits
- Safe
- Small town
- Effective
- Integrated
- Diversity
- Family oriented
- Community engagement

Additional Outreach

In addition to facilitated outreach, information was gathered through an online survey using Open City Hall and a booth at the Hands on the Arts Festival.

This input, shown below, mirrored the sentiments expressed by community members in the facilitated outreach sessions.

Conclusion

The input gathered through the Needs Assessment outreach process was analyzed and synthesized into key points. The key needs described below were approved by Council and formed the basis for the space needs program and next step of rapid prototyping.

Site Needs

- High Percentage of Green Space
- Safe Pedestrian Pathways
- Support Variety of Community Use and Gathering in Outdoor Space
- Adequate Parking for Facility Usage

Library Needs

- Additional Meeting Space for Small Groups, Programs, and Events
- Bigger and More Robustly Shelved Collections and Areas for Teens, Tweens, and Children
- More Effective Space Layout
- More Robust and Appropriate Technology

City Hall Needs

- Innovative 21st Century Services
- More Effective Space Layout and Allocation
- More Meeting Space
- Improved Security
- More Robust and Appropriate Technology in Council Chambers and Meeting Rooms

Public Safety Needs

- More Effective Space Layout
- Dedicated Space for Emergency Operations Center
- Additional Space for Evidence Storage and Processing
- Upgrade Crime Lab Facilities
- Additional Secure Parking

Programming

Introduction

The Programming phase consisted of two primary efforts; programming for staff space and programming for community space. The space needs established in this effort formed the basis for the next steps of exploring different land use options.

Staff Programming

The existing building locations, sizes, configurations, and conditions at the Sunnyvale Civic Center Campus have impacted the City of Sunnyvale's ability to continue to efficiently and effectively deliver services to its community. The current building and campus limitations have made it difficult for departments to collaborate, have required duplication of space and services due to compromised functional adjacencies, and prevented departments from growing where needed due to lack of available or appropriate space.

Departments providing specialized services to the community – Public Safety and the Library – suffer from a significant lack of space to accommodate the functions required. Their current facilities are not able to house all of the staff and functions necessary. As a result, the Public Safety Department has needed to house staff outside its facilities and in other buildings, does not have sufficient space to allow secure parking for sworn staff, and is storing secured materials either off site entirely or in other buildings on campus. The Library is unable to house sufficient materials to serve a community of Sunnyvale's size and has insufficient reading and program areas available to respond to current demand.

Approach & Process

In order to accurately assess the space requirements of the City of Sunnyvale departments, a series of space programming activities and tasks were developed with staff to collect the necessary data to develop a Space Needs Program.

The process included:

- A review of existing data on file, including a 2009 Long Range Facilities Plan report prepared by Carter Goble Lee, a Library of the Future report prepared by ABA in 2007, existing floor plans and department areas at the Civic Center provided by the City, and staff lists and organizational charts for all departments.
- Distribution and collection of survey data, completed by each department, identifying department functions, personnel, key adjacencies, and special requirements.
- A series of meetings with department staff at key milestones in the process to explain upcoming tasks and share and discuss data collected, as well as to explore and discuss trends in office design, service delivery, and overall priorities.
- A series of meetings with individual departments to review and clarify survey responses as well as tour existing facilities.
- Development of a series of space needs program drafts, laying out quantitative space requirements for each department.
- Review and refinement of the draft program with staff and development of a key adjacency diagram for the Civic Center.

This process involved extensive interaction with staff, with further refinement of the program based on additional input resulting from other activities in the overall planning process.

Key Input & Findings

During the Space Needs Assessment and Programming Process, a number of key issues and trends were discussed and a series of strategies were developed in response. Trends in workplace design were analyzed and debated, organizational structures were reviewed, service delivery processes were analyzed, and future needs of the community were considered.

Issues & Trends

Trends in the workplace environment include a greater variety of space types, focused on functions performed rather than organizational hierarchy; flexibility; modularity; and space designed to encourage collaboration and teaming. Sunnyvale recognizes that the workplace is changing and any future planning needs to take into account changes in employee needs, changes in the types of work performed, changes in the skills and tools used to do the job, and consideration of the impact of employees working remotely.

Improving the customer experience and its service to the community was an important goal for the City and decisions around service delivery methods and internal processes influenced both the quantity of space allocated as well as adjacency priorities. For example, the development of a "One Stop Service Center" for handling a variety of public interactions with City departments dictates key department adjacencies and shared space allocations in order for the One Stop Service Center to function efficiently. For example, consolidation of cashier functions could improve efficiency and customer convenience. Currently customers wanting to pay a utility bill are directed to one building while customers who need to pay for a building permit go to a different building.

Each department considered how staff roles might need to change as service delivery changed and how to effectively plan for unknown future space uses. Existing organizational structures were recognized as present-day solutions that will evolve as service delivery changes.

Technology plays a significant role in determining space requirements. Staff considered issues around moving to more "paperless" processes – processes that are paper intensive now for both staff and the public are likely to move toward a fully electronic, digital approach in the future. The commitment and timing for making this transition has an impact on space requirements, significantly influencing the amount of space planned for file and record storage, archiving, and workstation sizes.

Key Strategies

Several key strategies in planning space for the City of Sunnyvale Civic Center helped shape the final space needs program.

- Flexibility through modularity of workstation space standards: A family of standard space sizes were developed for all workstation types, several of which were interchangeable with standards for typical support spaces, such as offices and conference rooms. The majority of space types assigned in the program for individual workstations were open workstation types, allowing for maximum flexibility in department reconfiguration as staff grows and shrinks over time. These standards were applied across the board, except where unique and specific functional needs dictated otherwise.
- Flexibility in workplace layout and shared uses: In order to ensure the ability to plan and furnish the workplace environment in a variety of ways in response to individual department operational needs, and to also encourage a greater use of shared space and functions, each department received a series of typical support spaces, including small conference rooms and "collaboration areas."
- Consolidating shared functions: To meet one of the City's biggest current challenges meeting schedules, sizes, and purposes were analyzed to determine the most effective mix of conference spaces that could be shared by all departments. The Shared Functions portion of the Space Needs Program includes all of the spaces intended to be shared and that would ideally be centrally located to a public lobby and all departments.
- Hierarchy of adjacencies: Adjacencies were analyzed to determine where the City departments needed to be located to best serve customers and operate efficiently. Some functions were identified that could move off the Civic Center site and departments were grouped to illustrate critical and non-critical adjacencies to aid in planning. Departments with a high number of visitors such as Human Resources should be located near the One Stop Service Center and shared training spaces.

Summary of Recommendations

The resulting Space Needs Program developed for the Civic Center includes a total of 269,830 gross square feet of building area.

The programmed area breaks down as follows:

Office of the City Manager	4,061
Office of the City Attorney	1,915
Finance	6,283
Human Resources	4,032
Information Technology	6,884
Community Development	5,821
Public Works	6,398
Environmental Services Department	2,171
Library & Community Services	111,779
NOVA	18,217
Public Safety	54,751
Workspace Flexibility & Growth Allowance	4,096
City Council	9,400
Shared Functions	21,175
Subtotal	**256,981**
Building Grossing Factor (5%)	12,849
Total Building Area	**269,830 SF**

The space recommendations incorporated into the quantitative Space Needs Program above serve the following key goals for the Civic Center functions.

Improved Customer Experience

Spaces incorporated into the program such as space for City Council, public lobby, and shared meeting spaces, the One Stop Service Center, space for Library programs, and an expanded lobby for Public Safety support the City's commitment to an improved customer experience.

Specific outcomes anticipated as a result of the recommended space include:

- Improving the first encounter upon entrance – creating an ease of access for the public by having staff come to the customer rather than the customer coming to staff;
- Creating high touch points for customer service near that central access point – the One Stop Shop service location for Community Development & Public Works services, customer utility payments, information, and business with other City Departments;
- Providing a comfortable environment for customers – a welcoming lobby with a staffed information desk, ample waiting and queuing space, and nearby private meeting rooms.

Unique Service Needs

Departments such as Public Safety and the Library have their own unique set of service needs. The spaces proposed in the Space Needs Program address a number of critical functions in both departments.

Public Safety

Sunnyvale's Public Safety Department is unique in providing integrated department response (Police, Fire, EMT) to every call. Providing this level of service requires extensive training and cross training and critical program space dedicated to this need. Increasing demand as the City grows requires improved technology, Communications & Dispatch expansion and fully dedicated response facilities to address citywide emergencies. Maintaining critical response times and chain of evidence requirements necessitate expanded facilities to improve flows and address secure

storage and processing requirements.

Library

Sunnyvale's Library is significantly undersized in comparison with other libraries in Santa Clara County. Significant programmed area has been added in all areas of the library to address a number of deficiencies:

- Increased space in public areas
- Additional collection and seating space
- Space added for Library programs
- Specialized collections space for teens and children
- Quiet study and collaborative space

These increases in space will allow the Library to continue to provide an appropriate and expected level of service to its community, particularly its seniors and children who are the biggest users of the Library.

Workplace Environment

The development of Space Standards that will allow greater flexibility in departmental layouts will aid departments in improving efficiencies and service delivery. Modularity of workstation sizes and fewer private offices will allow for a variety of furniture types and arrangements to more closely support a specific department's functions and better respond to individual employee's needs. These strategies and recommendations for the workplace are designed to respond to the demands of a changing workforce and allow the City to be competitive in attracting future employees.

In addition, the Program incorporates space dedicated to technology infrastructure improvements with increased space for the Civic Center's data center, support systems and staff.

Shared Use Strategy

The shared use strategy embedded in the Space Needs Program provides the City with adequate conferencing resources for both the City and the community. The functions included in the space allocated to Shared Functions and the City Council include:

- Council Meetings
- Staff/Department Meetings
- Training Center
- Commission Meetings
- Public Meetings and Events
- After Hours Access for Community Use

The space allocation incorporates a variety of sizes of meeting spaces and configurations to support the functions listed above, as well as other needs that may arise.

Application

The data collected during the Space Needs Assessment & Programming process will form the quantitative basis for developing planning options at the Civic Center site. It will also inform the process on a number of qualitative issues related to service delivery as seen from the staff perspective.

Planning scenarios will be evaluated based on the ability to address the required space outlined in the Program, as well as their ability to adequately respond to key adjacencies and functional goals for each City department.

Community Programming

The community outreach for the programming phase included the second workshop, an online survey and an in-person survey at the farmers market in order to reach a broader slice of the Sunnyvale community.

Community Workshop #2

The second community workshop was held at the Sunnyvale Community Center and 85 community members attended. The workshop kicked off with a review of the emerging Vision and Success Criteria concepts and Needs Assessment information gathered in the previous phase. The community had the opportunity to participate in two different exercises to gather input on the architectural space program and the exterior space program.

Input & Key Findings

In order to prepare for the first of two exercises a series of themes were presented. Community members rotated to five different stations where they had the opportunity to provide input on each theme with the facilitator or via comment cards. Following is a summary of the input provided.

Improved Customer Experience

- Currently a good experience
  - Customers are well directed and provided for as it is organized now
- Add parking alternatives for quick visits
  - Drive-through service
- Use online technology to cut down on need to visit
  - Offer One-Stop services online
  - Website usability
  - Better technological organization
  - After hours / online access
- Maintain personal connection to services
- On demand shuttle service to bring mobility challenged residents to meetings
- Improve way-finding
- Services (such as a café) for people who are waiting

Library

- Improve collections
  - Materials in different languages
  - Improve organization, the movies are disorganized
  - Add more books, the shelves are empty
  - Focus on digital content
- Plan space strategically
  - Enough space for growth and increasing population demands
  - Space for different use types
  - Children with special needs
  - Relieve pressure on the current main library by developing a branch library in the northeast corner of the city

    - Enlarge the library, the current one is too small for a city the size of Sunnyvale
- Library should have great technology capabilities
- Improve outdoor space use
- The library should remain at the Civic Center site
    - Use a survey to find out from the library users what they want as far as keeping the library at the current site or moving it
- Maintain the façade of the library and keep the same location
    - Build up and back if necessary to meet Sunnyvale's needs

Shared Use Space

- Consider how shared spaces will be managed and accessed
    - Audio visual and technology support needs to be easy to use
    - Online reservation
- Consider the monthly demand for:
    - Small meeting rooms
    - Medium meeting rooms
    - Large meeting rooms
- Develop a plan for unintended uses
    - Homeless, social work
- Consider high quality meeting space which can bring in rental revenue
- Make Council Chambers more accessible and friendly to the public

Staff Workspace

- Current space is inadequate and needs updating, it would be considered substandard to rent to anyone else
    - Would it cost more than the value of the existing buildings to improve them?
- Consider work style and composition of current and future generations of staff
    - Consider newer office technologies
    - Consider work-from-home
    - Future generations are more accustomed to open office configurations
- Benchmark other businesses that have adopted the open office plan
    - How have they dealt with open office culture adoption?
    - What studies have been done on the open office concept?
- Preserve what is working well

Unique Service Needs

- Keep Public Safety at current location, moving it to the Corp yard would compromise service
- Make sure we don't lose what is working
- Consider offsite uses
    - Evidence storage
    - Consider a mobile EOC
- Separation of victim and criminal
- Consider putting the IT center in the essential services building
    - Review types of IT services and what could be 3rd party
- The Civic Center falls into the symbolic City Center and should not be generic in nature. It needs to state "you are in Sunnyvale"
    - Maintain the recognizable exterior but with modern interiors

For the second exercise, the community was asked to identify the exterior space program elements most important to them. Large boards with images of different site elements were provided and participants were given one vote for their top choice and five votes for any others

they would like to see. They added colored stickers to the images to indicate their choices. See the additional outreach graph below for results.

The community also had the opportunity to provide additional input on the exterior space program elements, including:

Green space

- Keep mature trees and garden areas
- Relationship with Nature
- Maintain Community Garden
- Drought tolerant green space and green belt
- Have green belt along El Camino and Mathilda
- Open space needs shade, preferably trees but awnings would be sufficient until trees are big enough
- Trees should be required around the buildings, having trees in Sunnyvale differentiates it from neighboring cities

Parking

- Use underground or stacked parking
- Keep parking on surface or underground, no parking structures
- Do not reduce total parking
- Redwood trees cannot be planted on top of a parking garage

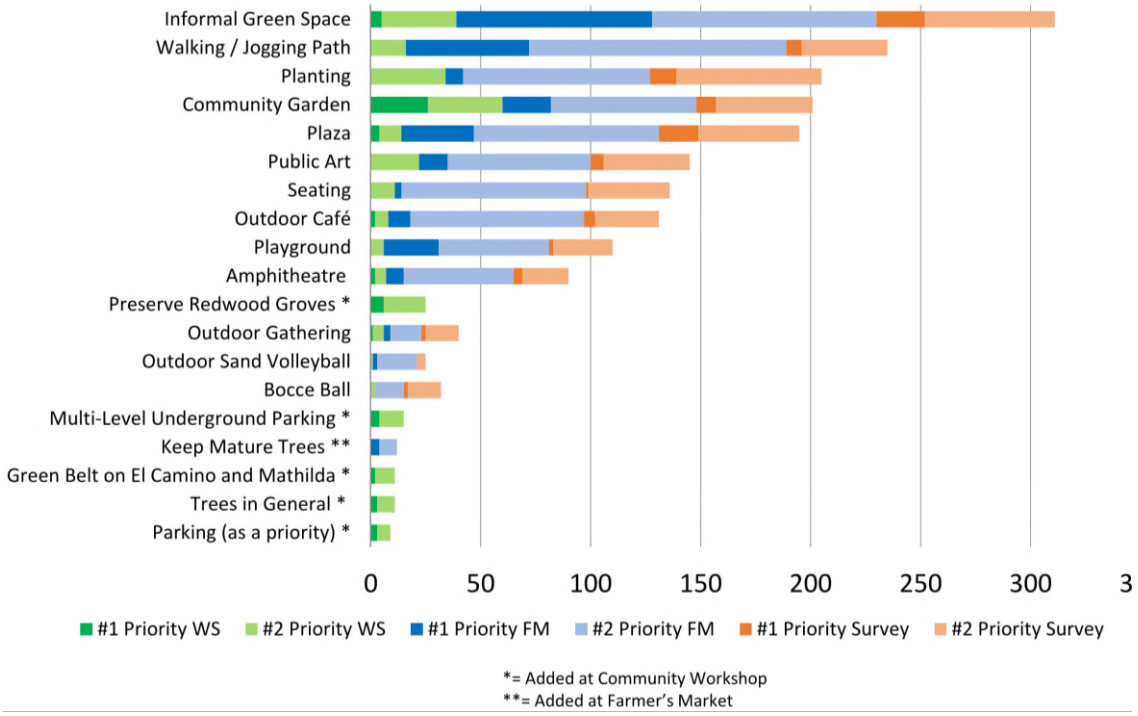
An additional station was set up at the workshop for the community to submit comments not concerning any of the other stations. Those comments and concerns that pertained to land use and financing strategies for the Civic Center follow:

- The Civic Center should be a unique source of pride for Sunnyvale
    - The Civic Center should be an example of the best in sustainability, technology and functionality
- Greater Sunnyvale Issues
    - Traffic in Sunnyvale is a growing concern
- Design the Civic Center campus to show its history and cultural diversity.
    - Orchard to high tech city
    - All ethnicities represented
- Consider the state of Sunnyvale in 50 years
    - Environmental concerns
    - Development concerns
- A vote should be held before any land is sold or leased. Several participants were against selling or leasing any public land
- Other public land should be considered, as an example: an alternative to substantially expanding the library could be to plan a long needed branch library. The total cost might be similar to expanded services
- The existing buildings have character and function really well
- Move into the 21st century and have a single building with service and technology and no annex or rented facilities
- The “rabbit hutches” are not a good use of space, redesign those for better use of space
- The existing Civic Center is identifiable and uniquely Sunnyvale, it is the symbolic center of the City
- Maintain the appearance of the buildings, even if it is just the façade
- No cement and soul-less buildings
- Low- Impact Buildings

Additional Outreach

In addition to the Community Workshop (WS) outreach efforts included an online survey using Open City Hall and a survey at the farmer's market (FM).

The following graph summarizes the results from all three outreach efforts.



Each of the following space priorities was added at the community workshop and received fewer than three votes each.

- Water Reclamation
- Permeable Surfaces
- Bike Paths & Bike Parking
- High Density on El Camino
- Quiet Meditation Space
- Surface Parking

RAPID PROTOTYPING

Introduction

The rapid prototype phase of work allowed the City to understand the implications of a variety of approaches to land use. A rapid prototype methodology was used to quickly test select variables and measure their success against the Vision and Success Criteria. Land use prototype options were developed based on community input, market analysis and potential land use concepts. Community outreach included a Commission workshop and a site planning workshop with the community.

Commission Workshop

The Commission workshop was an opportunity to bring together key members of the Sunnyvale community to explore different scenarios for the Civic Center site. The purpose of the workshop was to explore multiple scenarios for the Modernization of the Civic Center, and gather input regarding the opportunities and constraints of each scenario.

Commissioners were broken up into groups and each group was assigned one of the following three scenarios to work on:

- Prioritizing Lower Cost to the Public (Scenario A),
- Prioritizing Reuse (Scenario B), and
- Prioritizing Open Space (Scenario C).

These three scenarios were developed based on the input gathered from the community throughout the project.

Each scenario was designed to explore key questions and gather specific input about the tradeoffs and consequences of different land use choices. The scenarios and resulting schemes from the workshops were not intended to be design solutions.

The groups were given large plans of the Civic Center site as well as scaled to size “paper dolls” for each of the buildings and exterior site uses identified through the previous phases. The building paper doll sizes were based on the program developed during the programming phase. Each group worked with the same program to enable an apples-to-apples comparison of the different land use strategies.

In Scenario A, the group tested options that would be a lower cost to the public by requiring a two acre portion of Civic Center land be set aside for sale or lease, and limiting the amount of underground parking to 20% of the total parking spaces required. There were three sale/lease options to choose from: office, hotel or residential use.

In Scenario B, the group tested options for maximizing reuse on the site and limited underground parking to a maximum of 50% of the total parking spaces required.

In Scenario C, the group tested options for maximizing open green space. They were able to test this scenario by moving a portion of the program off of the Civic Center Site, and by putting up to 80% of parking below ground.

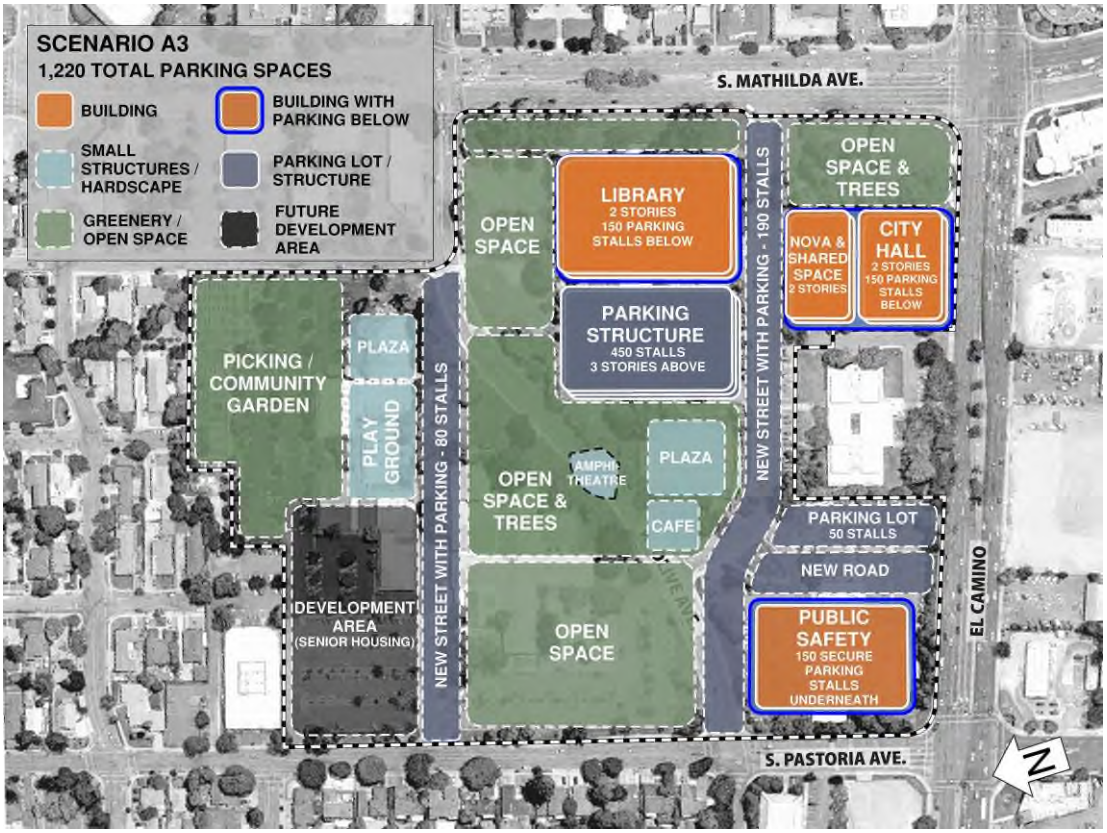
	Scenario A Lower Cost to Public	Scenario B Reuse	Scenario C Open/Green Space
Building Footprint	Medium Density	Low Density	High Density
Portion of Site for Sale or Lease	Yes	No	No
Acquire Courthouse Property	No	No	Yes
Public Safety	Keep all On-Site	Keep all On-Site	Move a Portion Off-site
Library	On-Site	On-Site	On-Site
Parking	Maximum of 20% Parking Below Ground	Max of 50% Below Ground	Max of 80% Below Ground

Commission Schemes

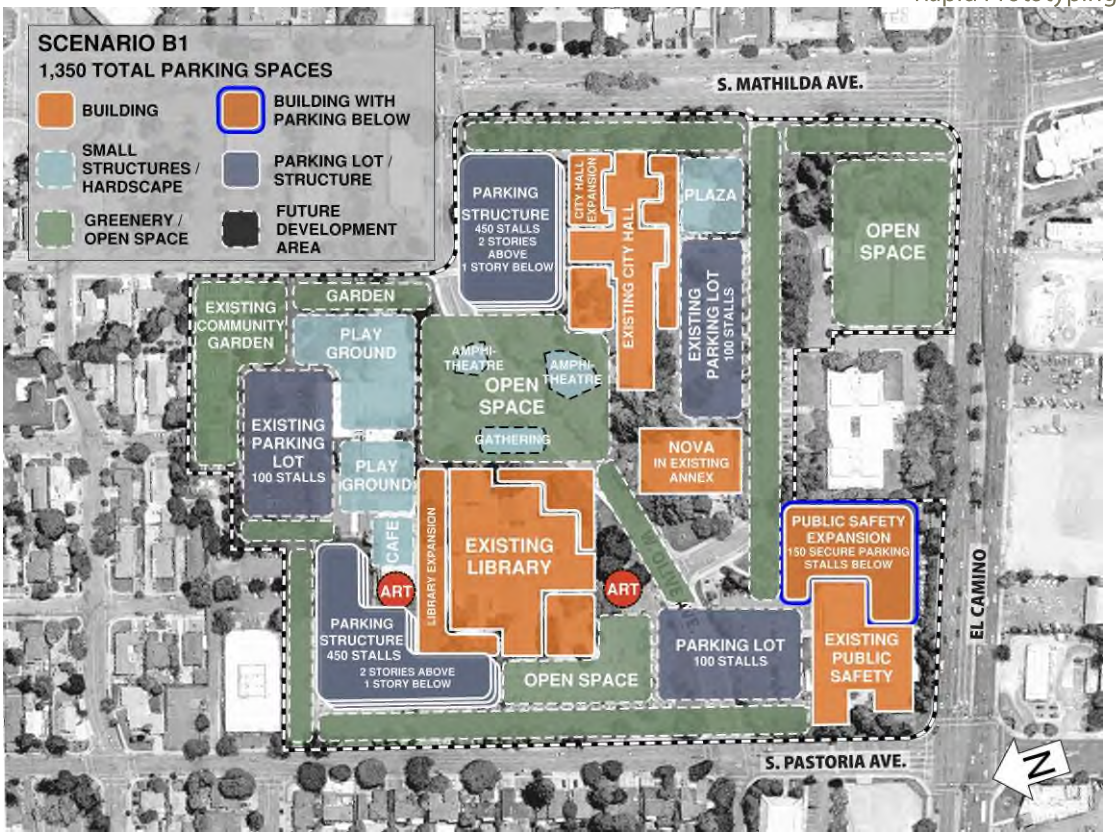
The groups generated a number of schemes which are illustrated in the images below.

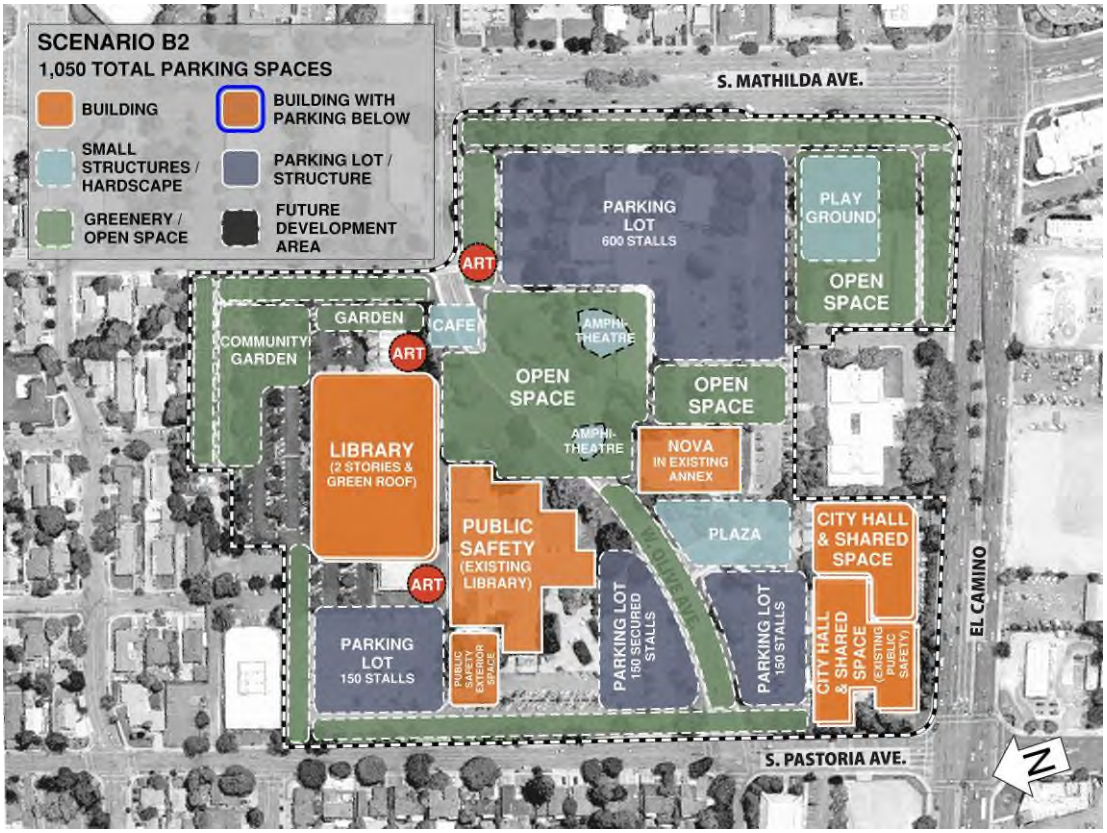
Scenario A – Lower Cost to the Public

SCENARIO A2
1,055 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
PARKING LOT 130 STALLS
PUBLIC SAFETY 2 STORIES
PARKING STRUCTURE 300 STALLS 2 STORIES ABOVE
PARKING LOT 60 STALLS
OPEN SPACE (FUTURE GROWTH)
DEVELOPMENT AREA (SENIOR HOUSING)
COMMUNITY GARDEN
BUS STOP
PLAY GROUND
OPEN SPACE
ART
AMPHI THEATRE
NOVA
PARKING LOT 50 STALLS
PLAZA
W. OLIVE AVE.
SHARED SPACE
LIBRARY 2 STORIES
PARKING LOT 40 STALLS
PARKING STRUCTURE 300 STALLS 3 STORIES ABOVE
PARKING LOT 30 STALLS
CITY HALL 2 STORIES
PARKING LOT 25 STALLS
PARKING LOT 120 STALLS
EL CAMINO
S. PASTORIA AVE.
N

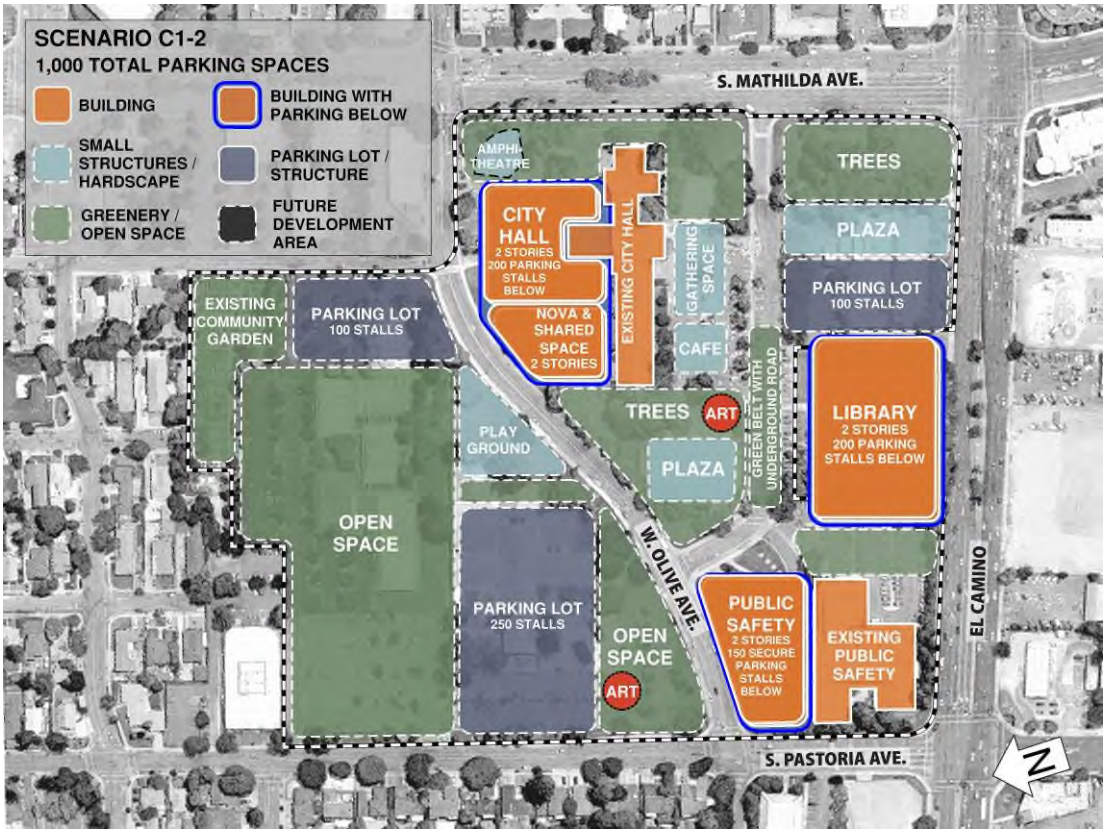

SCENARIO A3
1,220 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
OPEN SPACE & TREES
LIBRARY 2 STORIES 150 PARKING STALLS BELOW
OPEN SPACE
NOVA & SHARED SPACE 2 STORIES
CITY HALL 2 STORIES 150 PARKING STALLS BELOW
PARKING STRUCTURE 450 STALLS 3 STORIES ABOVE
NEW STREET WITH PARKING - 190 STALLS
PICKING / COMMUNITY GARDEN
PLAZA
PLAY GROUND
NEW STREET WITH PARKING - 80 STALLS
OPEN SPACE & TREES
AMPHI THEATRE
PLAZA
CAFE
PARKING LOT 50 STALLS
NEW ROAD
DEVELOPMENT AREA (SENIOR HOUSING)
OPEN SPACE
PUBLIC SAFETY 150 SECURE PARKING STALLS UNDERNEATH
EL CAMINO
S. PASTORIA AVE.
N

Scenario B – Reuse

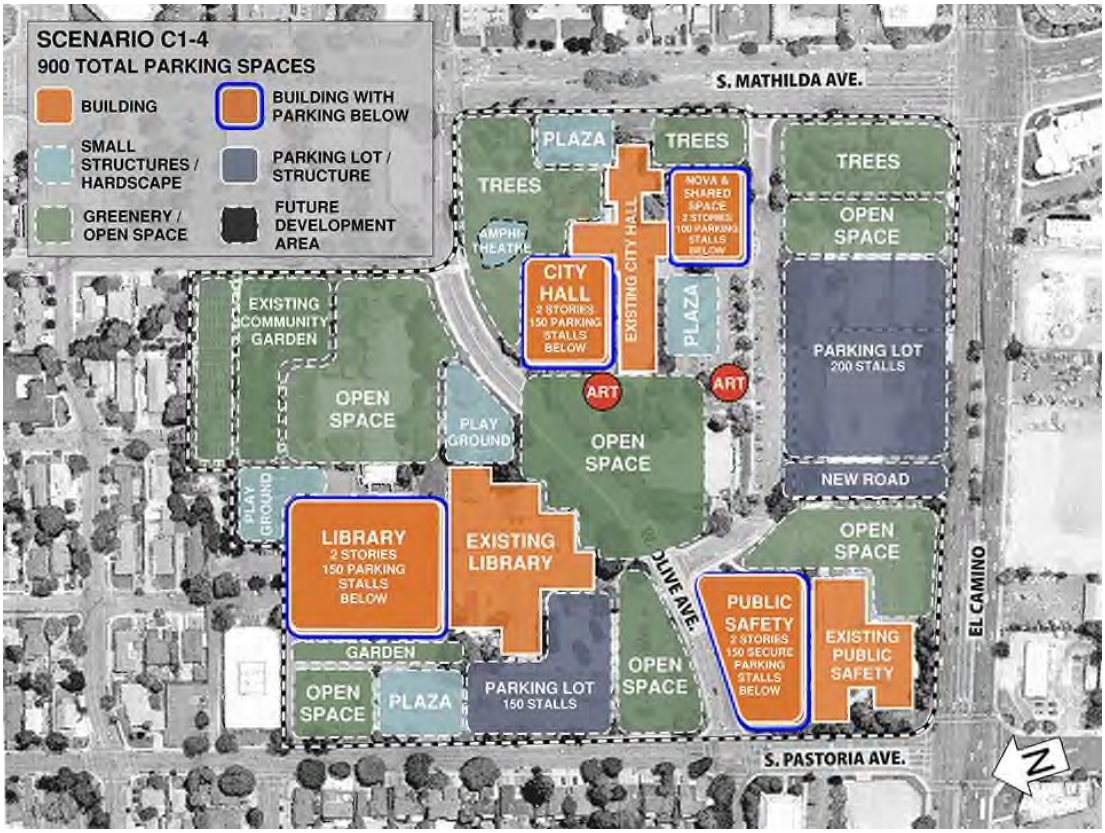




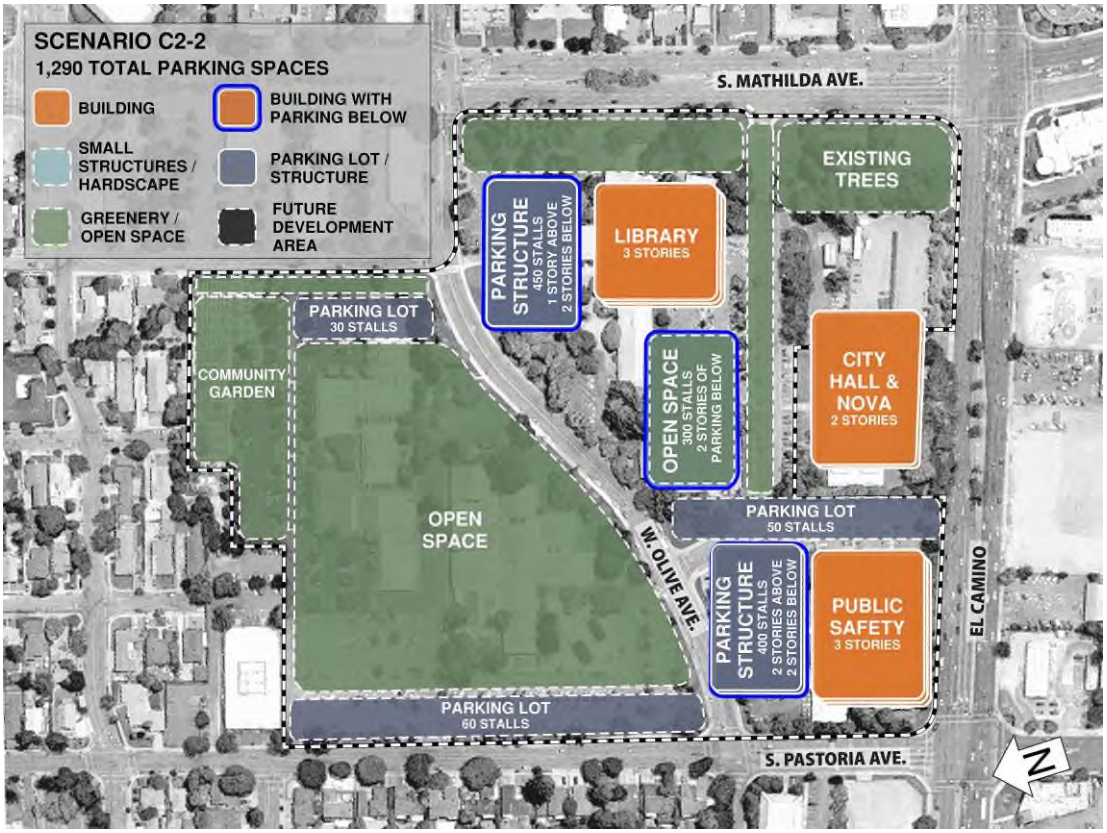
Scenario C – Open / Green Space



SCENARIO C1-3
850 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
TREES
CITY HALL
2 STORIES
150 PARKING STALLS BELOW
EXISTING CITY HALL
AMPHI-THEATRE
NOVA & SHARED SPACE
2 STORIES
TREES
PLAZA
EXISTING COMMUNITY GARDEN
OPEN SPACE
PARKING LOT
200 STALLS
PARKING LOT
200 STALLS
TREES
ART
PLAY GROUND
PLAZA
CAFE
EXISTING LIBRARY
PLAY GROUND
OPEN SPACE
W. OLIVE AVE.
EL CAMINO
LIBRARY
2 STORIES
150 PARKING STALLS BELOW
PUBLIC SAFETY
2 STORIES
150 SECURE PARKING STALLS BELOW
EXISTING PUBLIC SAFETY
OPEN SPACE
OPEN SPACE
PLAZA
S. PASTORIA AVE.
N


SCENARIO C1-4
900 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
PLAZA
TREES
TREES
NOVA & SHARED SPACE
2 STORIES
100 PARKING STALLS BELOW
TREES
OPEN SPACE
AMPHI-THEATRE
CITY HALL
2 STORIES
150 PARKING STALLS BELOW
EXISTING CITY HALL
PLAZA
EXISTING COMMUNITY GARDEN
PARKING LOT
200 STALLS
ART
ART
OPEN SPACE
PLAY GROUND
OPEN SPACE
NEW ROAD
PLAY GROUND
LIBRARY
2 STORIES
150 PARKING STALLS BELOW
EXISTING LIBRARY
OPEN SPACE
OLIVE AVE.
EL CAMINO
PUBLIC SAFETY
2 STORIES
150 SECURE PARKING STALLS BELOW
EXISTING PUBLIC SAFETY
GARDEN
OPEN SPACE
PLAZA
PARKING LOT
150 STALLS
OPEN SPACE
S. PASTORIA AVE.
N

SCENARIO C2-1
1,660 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
OPEN SPACE
LIBRARY
3 STORIES
ART
PLAZA
CITY HALL & NOVA
2 STORIES
OPEN SPACE
PARKING LOT
60 STALLS
EXISTING COMMUNITY GARDEN
PARKING STRUCTURE
750 STALLS
3 STORIES ABOVE
2 STORY BELOW
PARKING STRUCTURE
750 STALLS
3 STORIES ABOVE
2 STORY BELOW
OPEN SPACE
W. OLIVE AVE.
PARKING LOT
100 STALLS
PUBLIC SAFETY
3 STORIES
EL CAMINO
S. PASTORIA AVE.
N


SCENARIO C2-2
1,290 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
EXISTING TREES
PARKING STRUCTURE
450 STALLS
1 STORY ABOVE
2 STORIES BELOW
LIBRARY
3 STORIES
PARKING LOT
30 STALLS
COMMUNITY GARDEN
OPEN SPACE
300 STALLS
2 STORIES OF PARKING BELOW
CITY HALL & NOVA
2 STORIES
PARKING LOT
50 STALLS
OPEN SPACE
W. OLIVE AVE.
PARKING STRUCTURE
400 STALLS
2 STORIES ABOVE
2 STORIES BELOW
PUBLIC SAFETY
3 STORIES
EL CAMINO
PARKING LOT
60 STALLS
S. PASTORIA AVE.
N

SCENARIO C2-3
1,180 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
PLAZA
LIBRARY
3 STORIES
EXISTING TREES
CITY HALL & NOVA
3 STORIES
PARKING LOT
30 STALLS
COMMUNITY GARDEN
OPEN SPACE
PARKING STRUCTURE
500 STALLS
3 STORIES ABOVE
2 STORIES BELOW
PARKING STRUCTURE
500 STALLS
5 STORIES ABOVE
PUBLIC SAFETY
3 STORIES
150 SECURE PARKING STALLS UNDERNEATH
EL CAMINO
S. PASTORIA AVE.
N

SCENARIO C2-4
1,440TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
OPEN SPACE
PARKING STRUCTURE
450 STALLS
1 STORY ABOVE
2 STORIES BELOW
CITY HALL
3 STORIES
PARKING LOT
30 STALLS
COMMUNITY GARDEN
PARKING STRUCTURE
450 STALLS
1 STORY ABOVE
2 STORIES BELOW
PUBLIC SAFETY
3 STORIES
OPEN SPACE
PARKING STRUCTURE
450 STALLS
1 STORY ABOVE
2 STORIES BELOW
LIBRARY
3 STORIES
EL CAMINO
PARKING LOT
60 STALLS
S. PASTORIA AVE.
N

Key Input and Findings

Analysis of the groups input and resulting schemes revealed the several key points. They have been summarized here by theme of parking, building, and site.

Parking

- Desire to use underground parking was unanimous, scenarios A and B found it very restrictive to be limited to how much they could use
- There was concern regarding the number of parking spaces required on the site

Site

- Preservation of trees was a consideration for all the scenarios
- Provide for bike access, bike travel and bike parking
- Divide the site into a community zone and civic service zone
- Groups were interested in studying the removal of Olive Avenue to provide more open space
- All scenarios kept the community garden, although some moved it on the site
- Opinion on use of land immediately adjacent to El Camino varied from a green belt to concentrating buildings

Buildings

- Public Safety should have easy and quick access to major roads
- If land was sold, an office building or senior housing were the preferred uses for the land, not a hotel
- Opinions varied on whether or not the library should be adjacent to neighborhoods or to El Camino and/or Mathilda

Community Workshop

Similar to the Commission workshop the goal of the community workshop was to bring together members of the Sunnyvale community to explore different scenarios for the Civic Center site. The purpose of the workshop was to explore multiple scenarios for the modernization of the Civic Center, and gather input regarding the opportunities and constraints of each scenario.

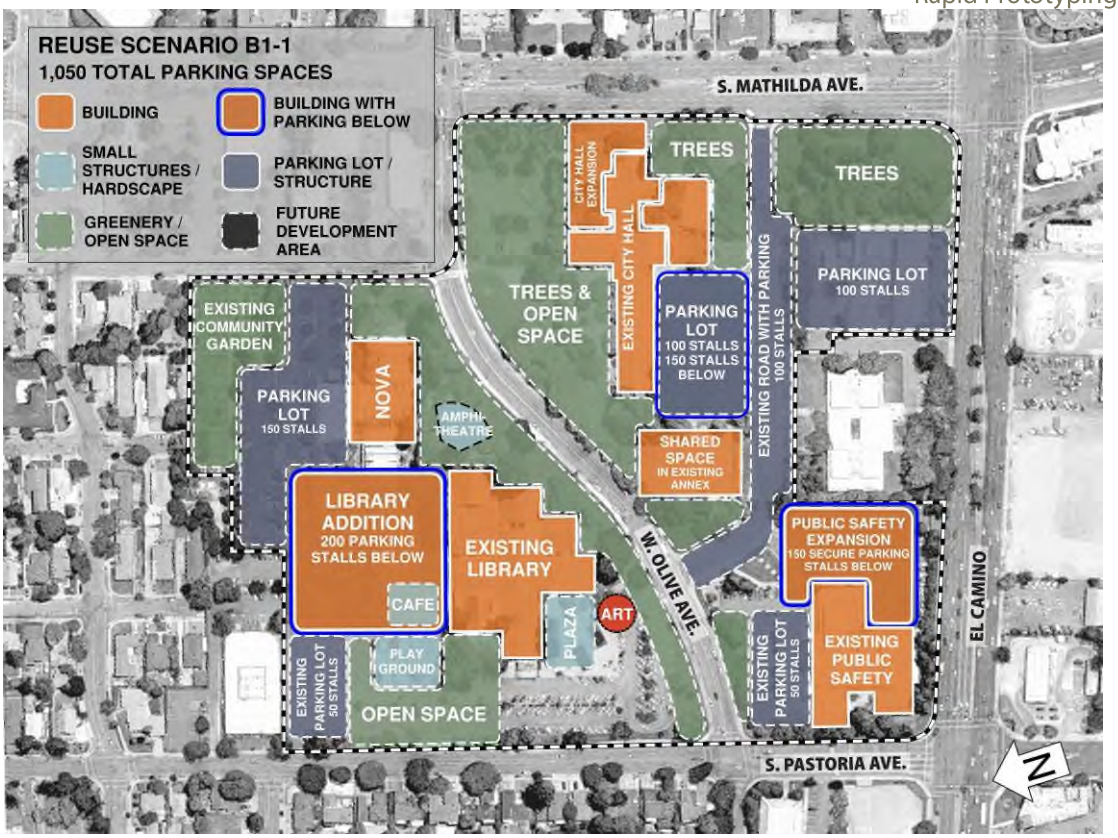
Workshop attendees chose which of the three scenarios they wanted to work on. The scenarios they chose from included; Prioritizing Lower Cost to Public, Prioritizing Reuse, and Prioritizing Open Space. They were introduced to the exercise, had time to work on it together, and at the end each group presented their key findings back to the large group.

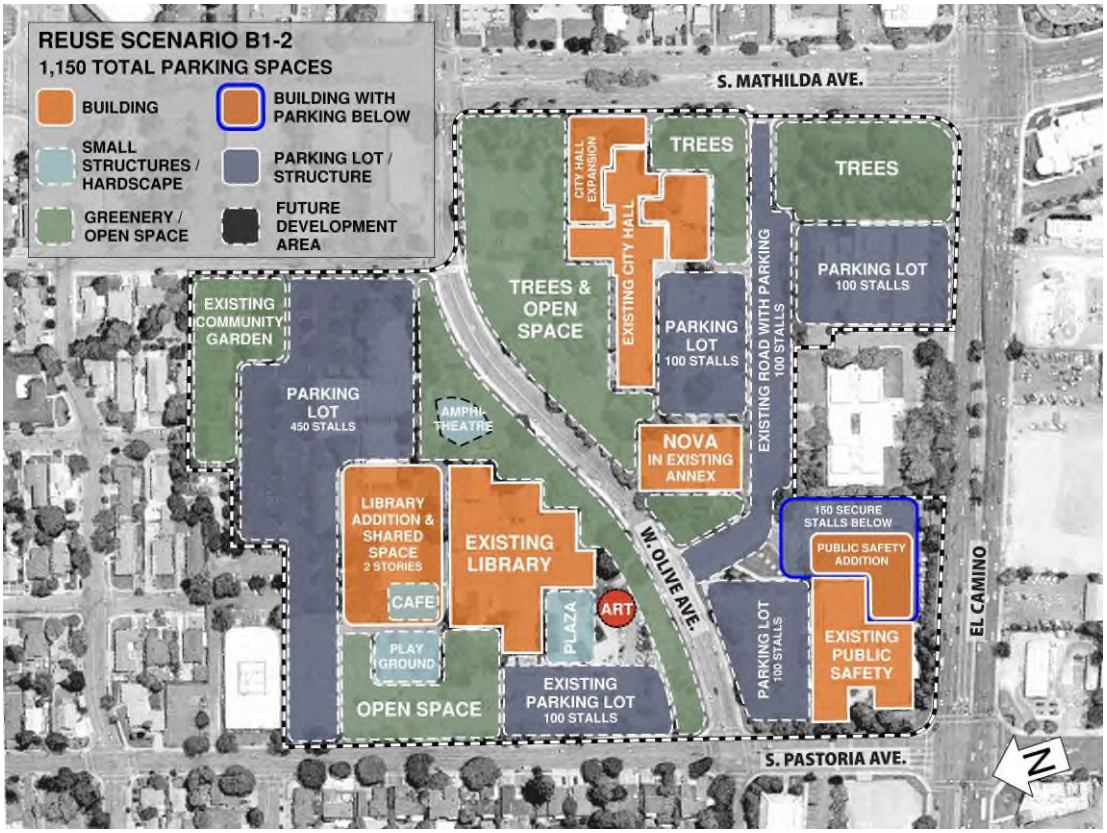
Community Schemes

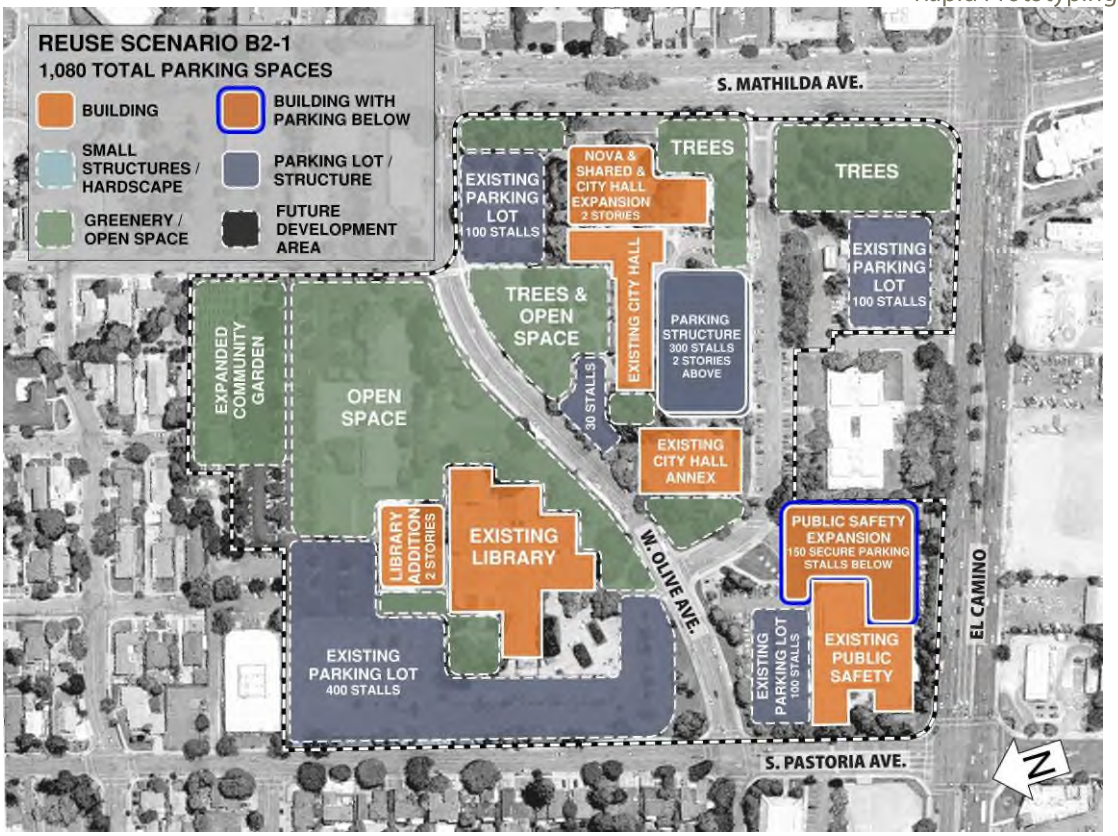
The groups generated a number of schemes which are illustrated in the images below.

Scenario A - Lower Cost to Public

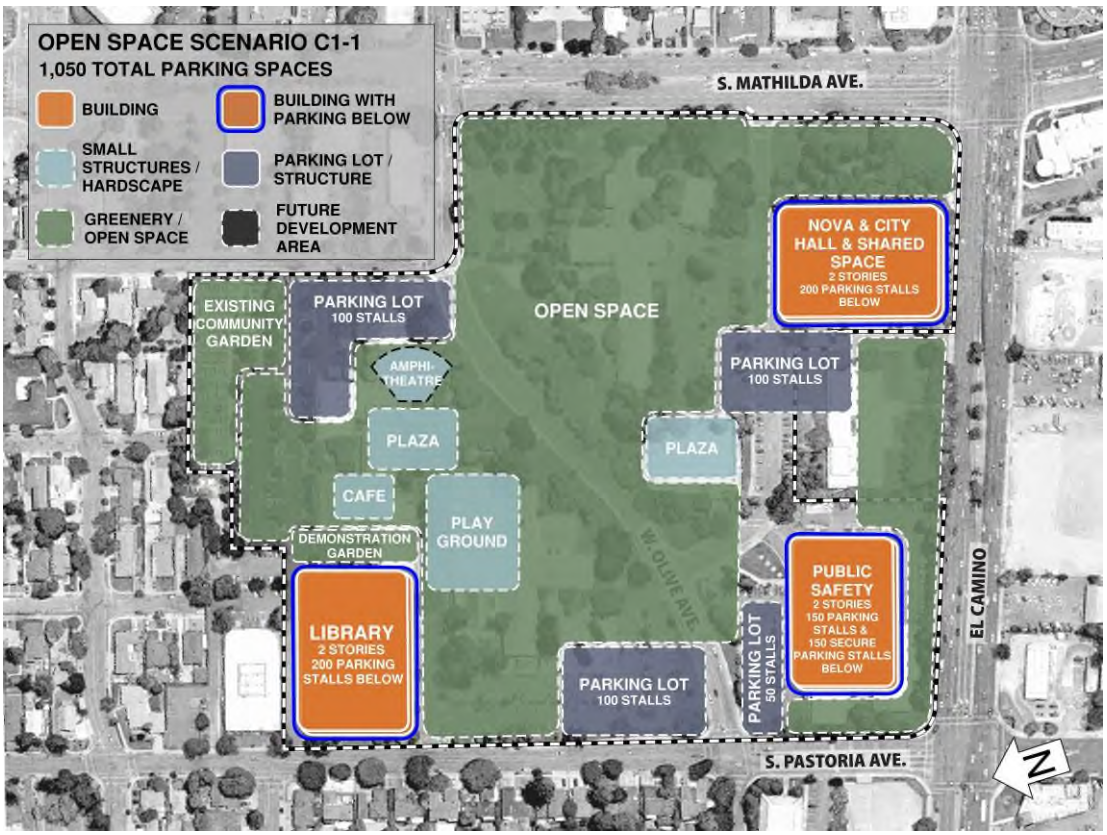
Scenario B - Reuse

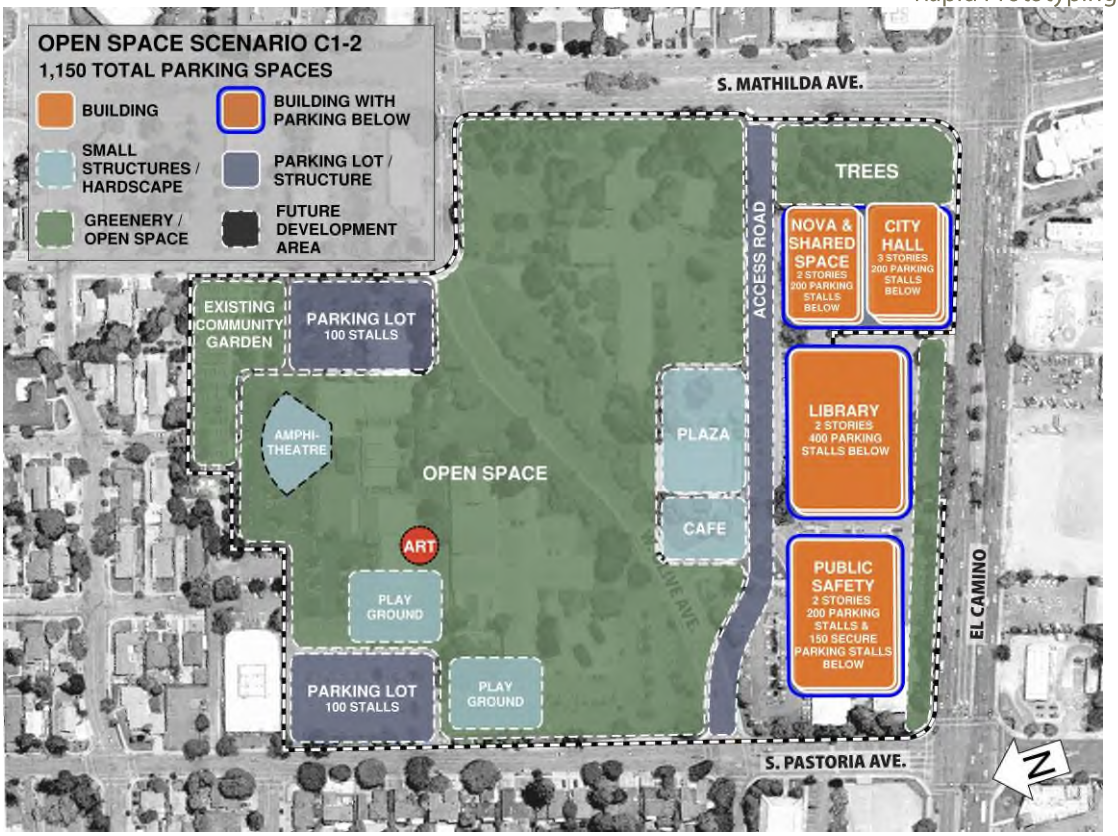






Scenario C - Open/Green Space

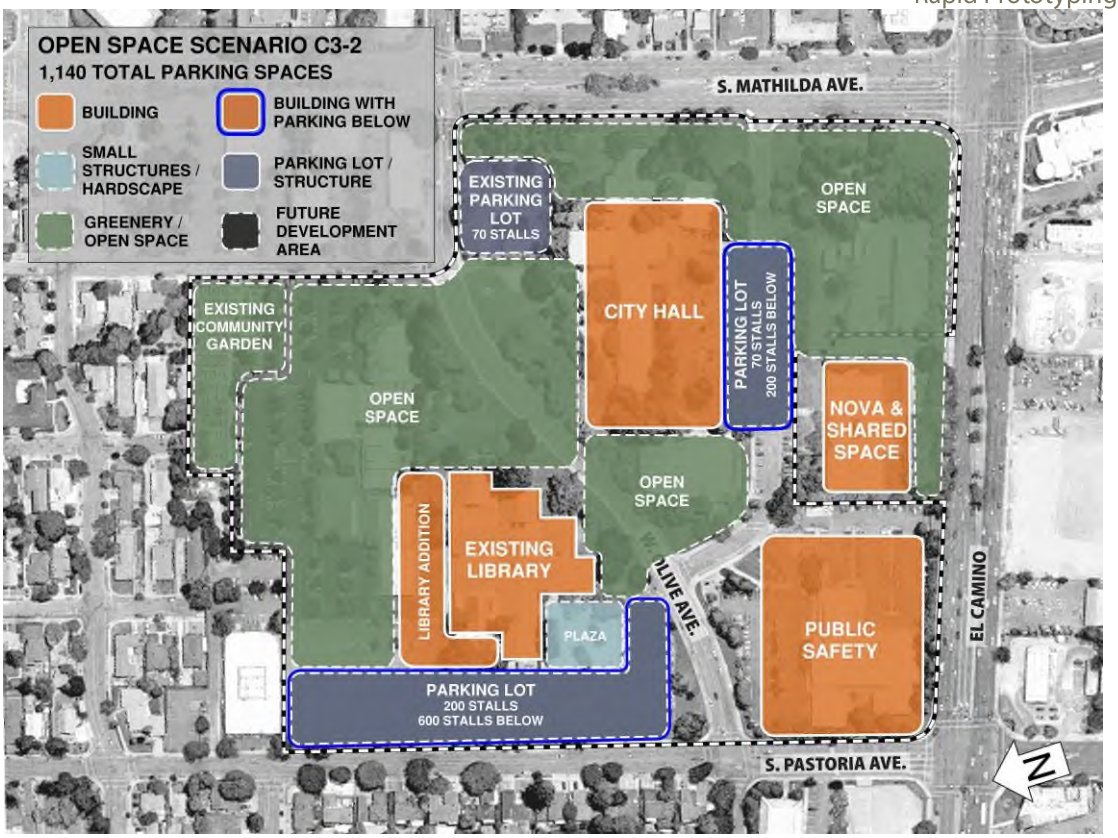



OPEN SPACE SCENARIO C1-2
1,150 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
TREES
NOVA & SHARED SPACE
2 STORIES
200 PARKING STALLS BELOW
CITY HALL
3 STORIES
200 PARKING STALLS BELOW
ACCESS ROAD
EXISTING COMMUNITY GARDEN
PARKING LOT
100 STALLS
AMPHI-THEATRE
OPEN SPACE
PLAZA
CAFE
LIBRARY
2 STORIES
400 PARKING STALLS BELOW
ART
PLAY GROUND
PUBLIC SAFETY
2 STORIES
200 PARKING STALLS &
150 SECURE PARKING STALLS BELOW
EL CAMINO
PARKING LOT
100 STALLS
PLAY GROUND
S. PASTORIA AVE.
N

OPEN SPACE SCENARIO C2-1
1,120 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
PLAY GROUND
GATHERING SPACE
CAFE
SHARED SPACE
PARKING LOT
50 STALLS
PARKING LOT
100 STALLS
400 STALLS
BELOW
EXISTING COMMUNITY GARDEN
PLAZA
AMPHI-THEATRE
NOVA
PARKING LOT
70 STALLS
CITY HALL
PLAY GROUND
DEMON-STRATION GARDEN
PLAZA
OPEN SPACE
OPEN SPACE
LIBRARY
2 STORIES
200 PARKING STALLS BELOW
OPEN SPACE
W. OLIVE AVE.
PUBLIC SAFETY
2 STORIES
150 SECURE PARKING STALLS BELOW
EL CAMINO
PARKING LOT
50 STALLS
PARKING LOT
100 STALLS
S. PASTORIA AVE.
N

OPEN SPACE SCENARIO C2-2
1,050 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
AMPHI-THEATRE
CAFE
OPEN SPACE
PARKING LOT 100 STALLS
OPEN SPACE
EXISTING COMMUNITY GARDEN
PARKING LOT 70 STALLS
GATHERING SPACE
OPEN SPACE
NEW ROAD
PLAZA
TEEN CENTER 100 PARKING STALLS BELOW
SHARED SPACE
PLAY GROUND
PLAY GROUND
CITY HALL 150 PARKING STALLS BELOW
PLAZA
LIBRARY 2 STORIES 150 PARKING STALLS BELOW
PARKING LOT & NEW ROAD 100 STALLS
PUBLIC SAFETY 150 SECURE PARKING STALLS BELOW
NOVA 100 PARKING STALLS BELOW
PLAZA
PARKING LOT 150 STALLS
EL CAMINO
S. PASTORIA AVE.
N

OPEN SPACE SCENARIO C3-1
900 TOTAL PARKING SPACES
BUILDING
BUILDING WITH PARKING BELOW
SMALL STRUCTURES / HARDSCAPE
PARKING LOT / STRUCTURE
GREENERY / OPEN SPACE
FUTURE DEVELOPMENT AREA
S. MATHILDA AVE.
OPEN SPACE
EXISTING COMMUNITY GARDEN
PARKING 100 PARKING STALLS 150 STALLS BELOW
CITY HALL & NOVA & SHARED SPACE
OPEN SPACE
LIBRARY ADDITION
EXISTING LIBRARY
PARKING LOT 150 SECURE PARKING STALLS 100 PUBLIC PARKING STALLS
PUBLIC SAFETY
PLAZA 400 STALLS BELOW
EL CAMINO
S. PASTORIA AVE.
N



Key Input and Findings

Analysis of the groups input and resulting schemes revealed the several key points. They have been summarized here by theme of parking, building, and site.

Parking

- There were concerns about the amount of parking required by the program
- Many groups put parking under buildings or underground
- In most cases parking was distributed around the site
- Many schemes reused location of existing parking lots

Site

- Maintain and protect trees
- Two key approaches emerged for green space
    - Larger contiguous green space – large central green
    - There was concern for larger green space being vulnerable to sale/lease later on
    - Smaller separated green spaces – distributed pocket park areas
- In all plans the existing green space on the corner of El Camino & Mathilda Ave. was maintained
- Two key approaches emerged for road configuration
    - About half the groups chose to keep Olive Ave.
    - About half chose to close Olive Ave.
        - Of those that chose to close it half chose to provide access to the interior of the site with a new road in a different location
- The community garden remained in the same place in all schemes
- The group that worked on scenario a selected an office for the sale/lease property prerequisite

Buildings

- Most groups kept the library in its current location
    - The majority of the groups kept the existing library and chose to meet the program needs with an addition

- Two thirds of the groups kept city hall in the same location
    - About half of those did an addition to meet the program needs. The other half chose to build a new city hall
    - About half of the groups expanded towards Mathilda Ave. to give city hall more of a civic presence
- Public safety stayed in the same location in all of the schemes
- Every group removed the office center buildings
- No group tested the concept of reusing an existing building for a different use with the exception of the annex building being used for NOVA or shared use

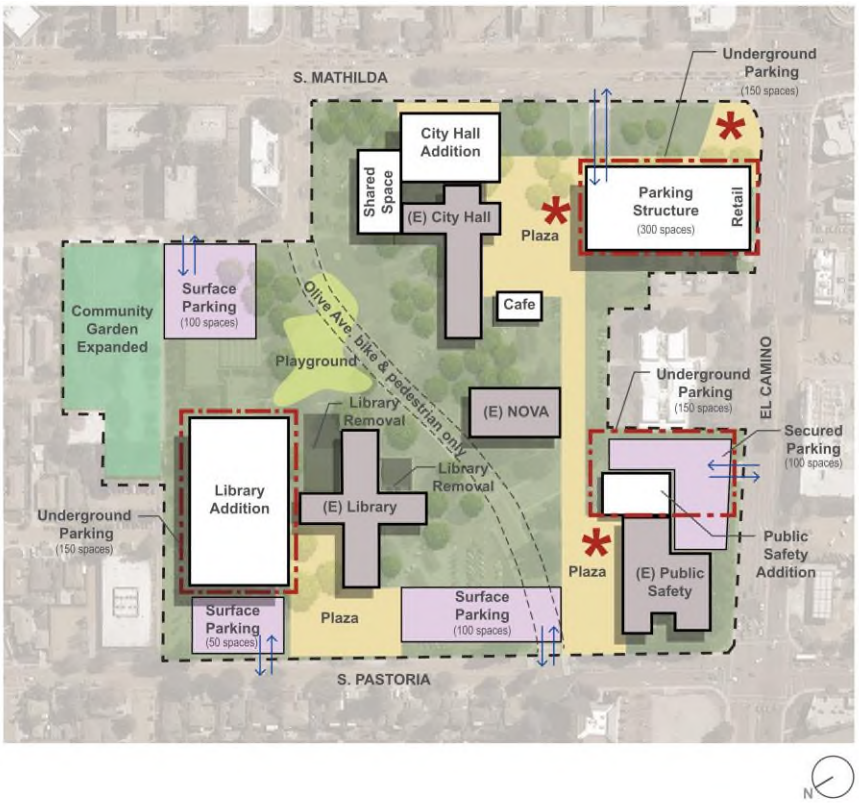
Rapid Prototype Development

Once the Commission and Community workshops were completed the consultant team used the key findings and input to develop eight different rapid prototype scenarios. The prototypes were intended to represent a variety of land use strategies. The prototypes were developed to illustrate the different land use strategies to support community dialogue and decisions about land use and financing strategies for the Civic Center.

While the prototypes were chosen to reflect the general breadth of community input they do not imply a specific recommendation or direction for land use. The prototypes are not master plan designs. Development of a master plan design would follow decisions about land use and financing options for the modernization of the Civic Center site.

Those prototypes were further refined through meetings with the Core Team which resulted in the following eight prototypes which were presented to Council.

Prototype A



Prototype A

Key Concepts

- **4 Buildings reused**
- Remove Olive
- Smaller separate green spaces

Site Elements

- 2-story Library addition w/ 2-level parking structure below
- 2-story Public Safety addition w/ 1-level parking structure below
- 2-story City Hall addition
- Parking structure & plaza w/ 1-level parking structure below
- Street-level retail on El Camino
- Interior opens space with playground and gardens
- Olive replaced with open space
- Corner & interior plazas
- Plaza cafe at City Hall
- Mobile coffee kiosk

underground parking structure

Art

Vehicle access

Opportunities

- Significant Reuse of Existing Buildings
- Increases Natural Light in Existing Library Building
- City Hall Addition Provides a Civic Presence on S. Mathilda Ave.
- Minimal Phasing Issues

Constraints

- Major Library Renovation (more disruptive and costly)
- Less Green Space
- Lack of Streetscape Presence for Library on S. Pastoria Ave. (parking dominates)
- Parking Structure on Major City Corner
- Green Space is Internal & Not Seen from El Camino or S. Mathilda Ave.
- NOVA Has no Immediately Adjacent Parking

Prototype B

Prototype B

Key Concepts

- **4 buildings reused**
- Olive closed for vehicles. Bike & pedestrian use with bollards
- Smaller separate green spaces

Site Elements

- 2-story City Hall addition
- 2-story Public Safety addition w/ 1 level parking structure below
- 2-story Library & Cafe addition
- 2-level Parking Structure on El Camino
- Plaza at City Hall
- Opens space corridor with playground and gardens

underground parking structure

Art

Vehicle access

Opportunities

- Significant Reuse of Existing Buildings
- Maintain Existing Library Façade
- Plaza/esplanades Create Circulation Paths and an Aesthetic Connection between Buildings
- A Balance of Green Space/Plaza and Parking Creates a Better Streetscape Experience

Constraints

- Reusing Existing Buildings Creates a Challenge for Urban Planning and Landscaping
- Open Space is Scattered

Prototype C

Prototype C

Key Concepts

- **1 building reused**
- Large Continuous green space
- Frontage on El Camino

Site Elements

- 2-story Public Safety addition
- 1-story New Library, Cafe & Plaza w/1 level parking below
- 2-story new City Hall/Nova/ Shared Space w/ plaza
- 2-story Parking Structure w/ 1 level parking below
- Opens space corridor with
- playground and gardens
- Cafe to activate Park

underground parking structure

Art

Vehicle access

Opportunities

- New Building Locations Allow Phasing
- New Library Provides Civic Presence on S. Pastoria Ave.
- Green Space Is Acoustically Separated from El Camino by Buildings
- Civic Presence on S. Mathilda Ave. and El Camino

Constraints

- Significant Underground Parking (higher cost)
- Vehicular Path Bisects Site

Prototype D

Prototype D

Key Concepts

- Frontage on Mathilda
- Underground parking
- Close Olive
- Library & City Hall paired

Site Elements

- **Reuse 1 building**
- 2-story Public Safety addition w/ plaza & 1-level parking structure below
- 2-story new Library w/ 1-level parking structure below
- 2-story new City Hall/NOVA/Shared Space w/ 1-level parking structure below
- Forest Plaza along Mathilda
- Plaza with Cafe links Library and City Hall
- Olive replaced with open space
- Interior community park space w/ playground, gardens & surface parking
- Mobile coffee kiosk

underground parking structure

Art

Vehicle access

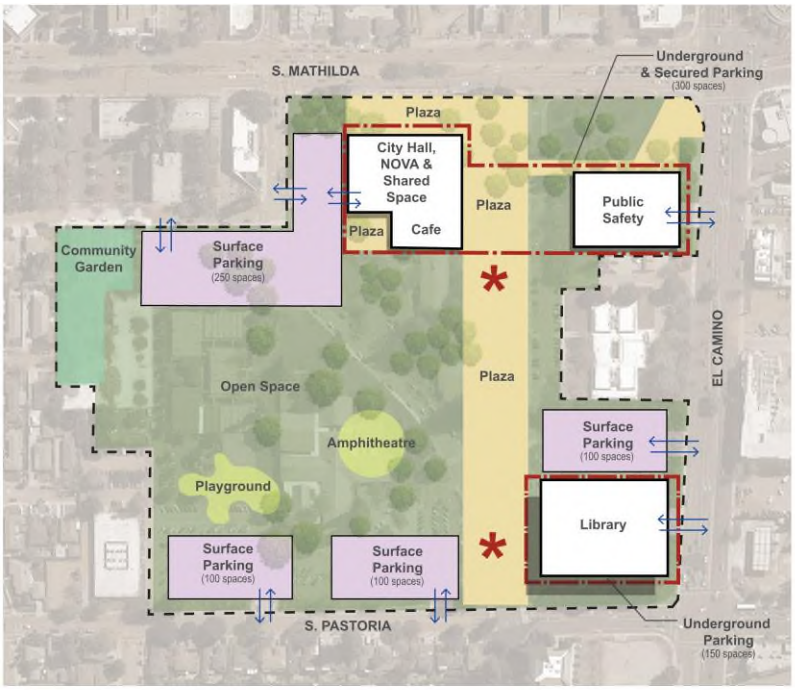
Opportunities

- Large Space for Gathering in Green Space and Plaza
- Consolidated Underground Parking for Library and City Hall
- Strong Civic Presence on S. Mathilda Ave.
- Site Connectivity
- Walkability

Constraints

- Removes Some Trees Near S. Mathilda Ave.
- Phasing Requires City Hall to Be Built First
- New Library Is not Adjacent to Residential Neighbors

Prototype E.1



Prototype E.1

Key Concepts

- 3 new buildings
- Balanced parking (surface & underground)
- Buildings on urban front
- Plaza axis

Site Elements

- 2-story new Library
- 2-story new City Hall/NOVA/Shared Space/Cafe w/ 1-level parking structure below
- 2-story new Public Safety w/ 1-level parking structure below
- Forest Plaza along Mathilda
- Plaza paseo through site links buildings
- Olive replaced with open space
- Open space with playground & gardens, etc.
- Surface parking at open space

underground parking structure

Art

Vehicle access

Opportunities

- Large Open Green Space
- Plaza Connecting Major Buildings
- Connectivity Between Public Safety and City Hall
- Great Civic Presence on Both S. Mathilda Ave. and El Camino

Constraints

- No Reuse
- Buildings Are Segregated from Green Space

Prototype E.2

Prototype E.2

Key Concepts

- 3 new buildings
- Balanced parking (surface & underground)
- City Hall frontage on El Camino
- Plaza axis

Site Elements

- 2-story new Library
- 2-story new City Hall/NOVA/Shared Space/Cafe w/ 1-level parking structure below
- 2-story new Public Safety w/ 1-level parking structure below
- Forest Plaza along Mathilda
- Plaza paseo through site links buildings
- Olive replaced with open space
- Open space with playground & gardens, etc.
- Surface parking at open space

underground parking structure

Art

Vehicle access

Opportunities

- Large Open Green Space with Adjacent Plaza
- Plaza Connecting Major Buildings
- Connectivity between Public Safety and City Hall
- Civic Presence on Both S. Mathilda Ave. and El Camino

Constraints

- No Reuse
- Buildings Are Segregated from Green Space
- Phasing Requires City Hall to Be Built First

Prototype F

Prototype F

Key Concepts

- Development area
- More surface parking
- Library on Mathilda
- Buildings obstruct view of 2-level parking garage

Site Elements

- **Reuse 1 building**
- Public Safety w/ 2-story addition
- 2-story new Library w/cafe
- 2-story new City Hall/Shared Space
- 1-story new NOVA
- 1-level parking structure below City Hall and Public Safety addition
- 2- level parking structure
- Forest Plaza along Mathilda

underground parking structure

Art

Vehicle access

Opportunities

- Large Contiguous Green Space
- Central Shared Parking Structure
- Financial Support from Sale or Lease of Land
- Building Locations Provide Phasing Strategy
- Good Connectivity Between Public Buildings

Constraints

- No Reuse of the Existing City Hall or Library
- Sale or Lease of City Land
- Phasing Requires City Hall Be Built First

Prototype G

Prototype G

Key Concepts

- Frontage on El Camino
- Large green space with clustered buildings
- **Courthouse purchased for Library**

Site Elements

- **Reuse 1 building**
- Public Safety w/ 2-story addition
- 2-story new Library and City Hall
- Forest Plaza along Mathilda
- Plaza with Cafe links buildings, and open space
- 1-level parking structure below buildings and plazas
- Large park-like open space
- Olive replaced with open space
- Distributed surface parking

underground parking structure

Art

Vehicle access

Opportunities

- Buildings Together on One Edge of Civic Center Campus
- Large Contiguous Green Space
- Good Connectivity Between Public Buildings
- Minimizes Impact to Existing Trees
- Green Space is Acoustically Separated From El Camino By Buildings

Constraints

- Requires Purchase of the Courthouse Property
- No Reuse of the Existing City Hall or Library
- Significant Underground Parking (higher cost)
- Phasing Requires City Hall to Be Built First

Land Use Scenarios

Introduction

The objective of the final project phase was to further analyze the site planning prototypes to illustrate how different alternatives would affect the Civic Center campus and to develop preliminary cost estimates to better understand the project costs.

At the end of the rapid prototyping phase the eight revised prototypes were presented to Council at a study session and each prototype was evaluated for how well it met the Success Criteria. Council was asked to provide input on each prototype and be prepared to discuss them and make decisions for next steps at the final Council meeting for the project.

Council Input for Prototype Refinement

The prototypes were developed to ask the big picture questions and as a tool in order to study land use. They are not intended as final solutions, master plans or designs. The prototypes were designed to include the feedback received from the community throughout the outreach process and to:

- Test a full range of option and opportunity
- Test different configurations of renovated vs. new buildings
- Use land in such a way that existing tree areas are avoided as much as possible
- Test different levels of open space
- Test different parking configurations

When Council reviewed the prototypes at the Study Session they provided the following input for refinement:

- Minimize curb cuts and driveways on El Camino
- NOVA should not be constructed as a new, standalone facility. If new facilities are included, fold them into City Hall
- Prefer keeping existing Community Garden location and size
- Maintain two points of vehicle exit/entry for Public Safety
- Olive Avenue
    - Consider emergency vehicle access
    - Consider traffic and circulation with limited curb cuts on El Camino and Mathilda
    - Consider the effect of Olive Ave. to open space configuration and access
- Consider 2-3 story buildings
- Consider LEED Platinum

Cost Model

As part of this project phase, cost models were developed for each of the prototypes. A cost estimate defines specific quantities of known materials and systems to assess the actual cost of the project. A Cost Model, on the other hand, is intended to be a budgetary tool for understanding what the costs of a project could be, even without detailed information. A Cost Model is not a cost estimate.

The Total Project Cost represented in the Cost Model assumes both construction costs and soft costs which include:

- Construction cost
    - The direct costs to construct a building or structure, otherwise known as "brick and mortar" costs
    - Building and site costs, contractor overhead and profit, change order contingency
    - Design contingency is accounted for within the range of construction cost
- Soft costs
    - Expenses, other than hard costs, incurred in developing a project
    - Design fees, permits, testing and inspections
    - Assumes 35% of construction cost for soft costs
- Other items not included (to be developed during master planning)

- Escalation (identified after a schedule is established)
- Project contingencies (held by client for unforeseen items)
- Furniture, fixtures and equipment (FFE)
- Moving, operational, or temporary facilities
- Owner's costs: financing and insurance etc.

The cost of construction includes:

- LEED gold level of sustainability for all new facilities
- Includes each program element, associated parking and open space
- Site area and building footprint assumptions were made for each program element (to be further developed during master planning)
- Subcontractors' markups (includes a range from 15% to 25%)
- General contractor's/construction manager's general conditions and fee
- Local prevailing labor rates/wages
- Utility tie-ins for each building

Items not included in construction costs are:

- LEED platinum would be an additional 5-10% cost premium
- Offsite Improvements (to be developed during Master Planning)

Range of Cost / SF - Buildings

Below are construction costs per square foot for buildings only.

		Construction Cost / SF	
		Low	High
Library	Renovation	$ 275	$ 375
	New	$ 450	$ 550
City Hall	Renovation	$ 300	$ 400
	New	$ 550	$ 650
	Addition	$ 550	$ 700
Public Safety	Renovation	$ 325	$ 425
	New	$ 600	$ 700
	Addition	$ 600	$ 750
Seismic Upgrade		$ 75	$ 125

Range of Cost / SF – Site & Parking

Below are construction costs per square foot for site and parking only.

		Construction Cost / SF	
		Low	High
Parking	Surface	$ 12	$ 15
	Structured	$ 100	$ 150
	Underground	$ 135	$ 185
Demolition		$ 5	$ 20
Hardscape		$ 12	$ 25
Landscape		$ 10	$ 15

Scenario Cost Models

Cost Models were run for each of the scenarios presented to Council.

A		Construction Cost	
Project	Key Inclusions	Low	High
Library	Renovation & Addition	$ 53.1 M	$ 69.0 M
	260 parking	$ 8.6 M	$ 11.8 M
City Hall	Renovation & Addition	$ 30.2 M	$ 40.5 M
	320 parking	$ 14.5 M	$ 20.9 M
Public Safety	Renovation & Addition	$ 32.4 M	$ 44.1 M
	150 parking	$ 8.1 M	$ 11.1 M
NOVA	Annex Renovation	$ 8.0 M	$ 11.3 M
	270 parking	$ 6.3 M	$ 9.1 M
Site	Open Space, Playground	$ 2.6 M	$ 4.4 M
TOTAL		**$ 163.9 M**	**$ 222.1 M**

B		Construction Cost	
Project	Key Inclusions	Low	High
Library	Renovation & Addition	$ 50.1 M	$ 67.5 M
	260 parking	$ 1.2 M	$ 1.6 M
City Hall	Renovation & Addition	$ 30.3 M	$ 40.6 M
	320 parking	$ 14.2 M	$ 20.6 M
Public Safety	Renovation & Addition	$ 32.1 M	$ 43.6 M
	150 parking	$ 8.1 M	$ 11.1 M
NOVA	Annex Renovation	$ 7.8 M	$ 11.0 M
	270 parking	$ 4.8 M	$ 6.6 M
Site	Open Space, Playground	$ 1.5 M	$ 2.4 M
TOTAL		**$ 150.1 M**	**$ 205.1 M**

C		Construction Cost	
Project	Key Inclusions	Low	High
Library	New Library	$ 56.5 M	$ 71.4 M
	260 parking	$ 11.1 M	$ 15.2 M
City Hall	New City Hall	$ 41.1 M	$ 51.2 M
	330 parking	$ 14.6 M	$ 21.2 M
Public Safety	Renovation & Addition	$ 33.7 M	$ 46.4 M
	140 parking	$ 0.7 M	$ 0.8 M
NOVA	Included with City Hall	$ 7.6 M	$ 9.5 M
	270 parking	$ 8.7 M	$ 12.2 M
Site	Open Space, Playground	$ 1.5 M	$ 2.4 M
TOTAL		**$ 175.5 M**	**$ 230.3 M**

D		Construction Cost	
Project	Key Inclusions	Low	High
Library	New Library	$ 56.0 M	$ 70.1 M
	270 parking	$ 11.1 M	$ 15.2 M
City Hall	New City Hall	$ 37.8 M	$ 45.4 M
	320 parking	$ 17.3 M	$ 23.7 M
Public Safety	Renovation & Addition	$ 32.3 M	$ 44.0 M
	150 parking	$ 8.1 M	$ 11.1 M
NOVA	Included with City Hall	$ 7.7 M	$ 9.8 M
	260 parking	$ 5.2 M	$ 7.0 M
Site	Open Space, Playground	$ 6.4 M	$ 10.7 M
TOTAL		**$ 182.0 M**	**$ 237.1 M**

E.1		Construction Cost	
Project	Key Inclusions	Low	High
Library	New Library	$ 54.9 M	$ 68.5 M
	250 parking	$ 8.6 M	$ 11.7 M
City Hall	New City Hall	$ 38.5 M	$ 47.0 M
	320 parking	$ 6.5 M	$ 8.7 M
Public Safety	New Public Safety	$ 44.3 M	$ 55.7 M
	170 parking	$ 8.2 M	$ 11.2 M
NOVA	Included with City Hall	$ 7.8 M	$ 9.9 M
	260 parking	$ 3.7 M	$ 5.0 M
Site	Open Space, Playground	$ 5.1 M	$ 8.5 M
TOTAL		**$ 177.6 M**	**$ 226.2 M**

E.2

Project	Key Inclusions	Construction Cost Low	Construction Cost High
Library	New Library	$ 55.2 M	$ 68.8 M
	250 parking	$ 8.6 M	$ 11.7 M
City Hall	New City Hall	$ 38.3 M	$ 46.4 M
	320 parking	$ 8.9 M	$ 12.1 M
Public Safety	New Public Safety	$ 38.3 M	$ 47.1 M
	160 parking	$ 4.7 M	$ 6.4 M
NOVA	Included with City Hall	$ 7.6 M	$ 9.5 M
	270 parking	$ 4.7 M	$ 6.4 M
Site	Open Space, Playground	$ 5.1 M	$ 8.6 M
TOTAL		**$ 171.5 M**	**$ 217.0 M**

F

Project	Key Inclusions	Construction Cost Low	Construction Cost High
Library	New Library	$ 54.3 M	$ 67.4 M
	260 parking	$ 7.2 M	$ 10.4 M
City Hall	New City Hall	$ 38.3 M	$ 46.4 M
	320 parking	$ 14.9 M	$ 21.3 M
Public Safety	Renovation & Addition	$ 32.0 M	$ 43.5 M
	150 parking	$ 8.1 M	$ 11.1 M
NOVA	New NOVA	$ 8.2 M	$ 10.8 M
	270 parking	$ 2.4 M	$ 3.2 M
Site	Open Space, Playground	$ 5.8 M	$ 9.7 M
TOTAL		**$ 171.2 M**	**$ 223.8 M**

G		Construction Cost	
Project	Key Inclusions	Low	High
Library	New Library	$ 54.6 M	$ 67.7 M
	260 parking	$ 9.1 M	$ 12.4 M
City Hall	New City Hall	$ 38.3 M	$ 46.4 M
	320 parking	$ 14.8 M	$ 20.3 M
Public Safety	Renovation & Addition	$ 32.2 M	$ 43.8 M
	160 parking	$ 6.2 M	$ 8.4 M
NOVA	Included with City Hall	$ 7.7 M	$ 9.8 M
	260 parking	$ 6.7 M	$ 9.0 M
Site	Open Space, Playground	$ 8.4 M	$ 14.1 M
TOTAL		**$ 178.1 M**	**$ 232.0 M**

Prototype Cost Summary

	Construction Cost		Project Cost (w/35% Soft Cost)	
	Low	High	Low	High
A	$ 163.9 M	$ 222.1 M	$ 221.2 M	$ 299.9 M
B	$ 150.1 M	$ 205.1 M	$ 202.7 M	$ 276.8 M
C	$ 175.5 M	$ 230.3 M	$ 236.9 M	$ 311.0 M
D	$ 182.0 M	$ 237.1 M	$ 245.7 M	$ 320.0 M
E.1	$ 177.6 M	$ 226.2 M	$ 239.8 M	$ 305.4 M
E.2	$ 171.5 M	$ 217.0 M	$ 231.5 M	$ 293.0 M
F	$ 171.2 M	$ 223.8 M	*$ 231.1 M	*$ 302.1 M
G	$ 178.1 M	$ 232.0 M	**$ 240.5 M	**$ 313.2 M

Prototype Cost Summary – Parking and Open Space

	Project Cost (High)	Parking Construction Cost	Site Area	
			Parking	Open
A	$ 299.9 M	$ 52.8 M	14%	63%
B	$ 276.8 M	$ 39.9 M	20%	55%
C	$ 311.0 M	$ 49.4 M	16%	69%
D	$ 320.0 M	$ 57.0 M	9%	74%
E.1	$ 305.4 M	$ 36.6 M	19%	65%
E.2	$ 293.0 M	$ 36.6 M	19%	68%
F.1	*$ 288.1 M	$ 46.0 M	18%	*59%
F.2	$ 302.1 M	$ 46.0 M	18%	66%
G	**$ 313.2 M	$ 50.2 M	12%	*78%

Narrowing Prototypes

With both the prototypes and preliminary cost estimates now available, additional public outreach could be beneficial to help narrow the alternatives and learn about stakeholder interests. At the November 2015 study session, staff indicated that Council should try to narrow the number of prototypes down to three. Upon further consideration, staff felt it unnecessary to narrow the alternatives to three prior to polling residents to learn about voter priorities and areas of interest. As an example, if polling results indicate limited support for the more expensive alternatives, the City should focus on refinements to a set of lower cost alternatives. The City would be better informed while narrowing the number of prototypes if accompanied by polling data.

Staff Recommendation

Prototype G looked at buying the existing courthouse property on El Camino Real that is currently surrounded by the Civic Center property. The courthouse is still in active use, and is currently not for sale. Based on the preliminary cost estimates Prototype G is the most expensive with the purchase of the adjacent land. Staff recommended eliminating Prototype G from further consideration for these reasons.

Prototype F considered selling two acres of the Civic Center Site. Throughout the public outreach for this project selling land at the Civic Center was mostly opposed by the community. Nevertheless, staff felt it important to complete the market analysis and results of the site planning process before any decision was made about whether to sell land at the Civic Center. With the clear lack of support for selling any land at the Civic Center, the desire for more open space, and limited revenue potential based on the market analysis staff felt that pursuing the sale of land or a public-private partnership was not in the City's best interests. Staff recommended revising Prototype F by removing the portion of land set aside for sale or lease.

Council Decisions

Council approved eliminating prototype G and moving forward with prototype's A-F with the modification to F noted above.

Financing

Financing Alternatives

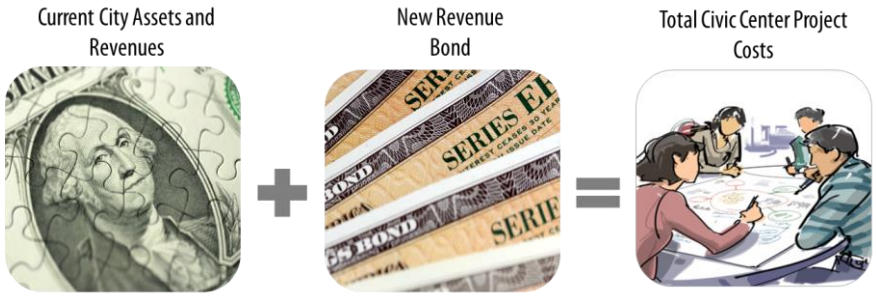
City staff has further developed financing alternatives for the project including an evaluation of existing City assets and revenues that could be used for the Civic Center Project. Using a defined set of assumptions staff also looked at the potential to generate new revenues through a general obligation bond.

Sources of financing for the Civic Center Modernization Project are broken into two major categories: 1) Existing City assets and revenues, and 2) new revenues through the sale of bonds.

Staff also briefly evaluated using a lease back strategy as has been used for a previous library expansion however this option is no longer available to cities due to a change in tax laws. Using a Public Private Partnership could also be pursued if City land were sold or leased. The potential revenue from the sale of City land is discussed further below. Currently all of the funding sources discussed in this report are considered potential sources and should not be considered a staff recommendation.

Sources for financing will depend on a number of key components including the following:

- What assets and revenues the City currently has (will vary based on Council direction)
- New revenue from a Bond (varies based on ask which is set by Council)
- Total Civic Center Project Costs (varies based on prototype option selected)



Current City Assets

Current City Assets include the following:

Existing City Assets and Potential Revenues

Description	Potential Revenue (in $ Millions)
Existing General Fund Revenue • Infrastructure Fund - $1.5 M/year currently set a side – unallocated • Facilities Fund ~ $400 K /year for Civic Center repairs. A new or renovated Civic Center would reduce the need for repairs • NOVA Space rental – currently $330 K/year Assume from the three sources above an annual revenue stream of $2 M is pledged for debt service. Assume a 4% interest rate and 30 year term.	$35 M
Land • Former Onizuka Air Force Station (2 parcels 5.02 acres) $17 M • 1484 Kifer Road (4.74 acres) $11 M • Downtown Charles Street (9 Gen. Fund parcels 1.44 acres) $8 M Total $36 M • Civic Center ○ Office $6.5 M/acre ○ Residential $6.5 - $7.0 M/acre ○ Hotel $3.5 M/acre ○ Civic Center Prototype F assumed 2 acres $0 to $14 M ○ Assume no revenue from the sale of land at the Civic Center based on staff recommendation	$36 M $0 M
Use of Current General Fund Reserves • Capital Projects reserve $8.6 M currently unallocated • Infrastructure Fund $7.1 M current balance + $1.5 M FY 16-17 allocation = $8.6 total	$17 M
Other Funding Sources • Park Dedication Fees - Quantities of park space vary significantly among the prototypes. Assume 10 acres of park space and related parking with development costs of $800 K/acre • Enterprise Funds – This funding source would be available to fund a portion of City Hall. Staff dedicated to providing utility services or development review services are funded by separate enterprise funds. Enterprise funds should pay a fair share the costs related to office space to support those services. ○ Costs for City Hall vary among the alternatives from $56 M to $72 M with an average among all prototypes of $64 M. ○ Based on a preliminary analysis assume 30% of City Hall space is allocated to enterprise funds • PEG (TV Broadcasting) – PEG funds are a revenue from cable TV providers for local television broadcasting and can be used to fund capital facilities and equipment.	$8 M $19 M $1 M
Total Estimated Potential Revenue	**$116 M**

Bond Revenue

General obligation bonds (GOB) are one of the most widely used financing methods for a project like the Civic Center. This method is popular for a number of reasons which include the stability and predictability of the revenue source and favorable interest rates.

The revenue potential from a GOB is determined by four key factors:

- Total Assessed Valuation (County Assessor)
- Interest Rate on Bonds (Market Rate)
- Term (typ. 25 or 30 years – set by Council)
- Assessment Rate

The last general obligation bond proposed by the city was for a library expansion in 2007. This measure was not approved by voters but is worth looking at as an example to better understand the revenue potential of a bond. That bond measure would have raised $108 million based on the following parameters:

- 30 year term
- 5.5% interest
- Assessed Valuation = $21.7B
- Rate – $19.52/$100K/year average

Since 2007, total assessed valuation has increased and is projected to be $35 billion by FY 2016/2017. Interest rates have also declined since 2007 which would result in higher bond proceeds if other factors did not change. As an example – leaving the above tax rate and term unchanged, but applying an updated assessed valuation of $35 billion and an interest rate of 4.5% would result in bond revenues of approximately $195 million.

Total Financing Alternatives

Conclusion & Next Steps

Conclusion

The project concluded with Council approval to move forward with the seven revised prototypes.

Next Steps

The next phase of the Civic Center Modernization project will be to poll the Sunnyvale community to determine if there is support for a bond measure, and to understand community priorities. Conducting further community outreach will provide information to help reduce the number of site planning prototypes in order to proceed with Master Planning.

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