

ATTACHMENT 2

Draft Scope of Services City of Sunnyvale Civic Center Modernization Project Master Plan

I. Background and Location

Background

The Sunnyvale Civic Center is currently home to the City's primary administrative facilities (City Hall), Main Library, and Department of Public Safety Headquarters. In early 2015 the City began an extensive community engagement process to evaluate how facilities at the Civic Center could be renovated or replaced. Through this process the City developed a Needs Assessment, Vision Statement, and Success Criteria for the project that are intended to guide further planning efforts.

Over many years, facilities at the Civic Center have become dated, inefficient and range between 30 and 60 years old. As the population of the community has grown so has the demand for City services and the City's office space needs. The City has applied various interim solutions to meet its space needs such as adding a modular building and purchasing an adjacent office complex. However, the City has not made major investments in its facilities at the Civic Center for many years out of concern that maybe various buildings would be replaced when an overall plan for the Civic Center was developed. The Civic Center Modernization Project was created to conduct a comprehensive evaluation of the entire campus and plan for its facility needs to enhance service delivery well into the future.

In 2016 information developed in the planning process was used to evaluate financing options including the possibility of a voter-approved general obligation bond. A community survey was developed to test the viability of a bond measure that could fund a portion of project costs. The results indicated that although a majority of Sunnyvale residents supported the Civic Center project, it was unlikely that the two-thirds majority needed to pass a bond measure could be achieved. Based on this outcome, the City will pursue implementation of the project in phases. The master planning process is intended to develop preliminary designs of components in the first major phase but also to establish a long-term plan for the ultimate build out of the campus. Certain decisions about the project scope and phasing have already been made while others need further evaluation through the master planning process as outlined below.

The City's website also has additional information on the Civic Center Modernization Project including a final report from the outreach process that provides more information on the building program, project objectives, cost data, land use scenarios:
<http://www.civiccenter.insunnyvale.com>.

Location

The Sunnyvale Civic Center is located at the corner of Mathilda Avenue and El Camino Real. When including internal street right-of-ways the Civic Center Campus is approximately 25 acres.

A map of the area is included as Figure 1.

II. Master Planning Process

Project Objectives

The Civic Center Master Plan is intended to build on the work already completed by the City through the community engagement process. It should serve as a decision making process that prepares the City to begin plans and specifications for improvements included in Phase 1 of the project upon adoption of the plan. It will also create a site Master Plan for future phases of the project to better define building placement, site circulation, open space improvements and parking solutions. It should be a holistic plan that optimizes the campus to meet current and future service delivery needs as identified in the Vision Statement, Success Criteria, and Needs Assessment that have already been adopted for the project.

The Master Plan is intended to be developed using an iterative process where key work products are developed in a logical sequence, approved along the way, and build on each other to form a final Master Plan for adoption. A project schedule will be developed to illustrate key milestones, timing for delivery of work products, when decisions are needed and an overall timeline for completion. The City's goal would be to certify the environmental document and adopt the Master Plan by the end of 2017.

Project Phasing

The Civic Center Modernization Project includes the following major components: City Hall; Main Library; Public Safety Headquarters; site improvements; open space amenities; parking facilities; and demolition of the existing Sunnyvale Office Center, City Hall, City Hall Annex, South Annex buildings. Due to funding limitations the City will pursue implementation of the Master Plan in phases.

Phase one of the project will include a new City Hall building, selective renovation and/or expansion of the Public Safety Headquarters building, and demolition of the existing City Hall, Sunnyvale Office Center, City Hall Annex and South Annex buildings. In addition the Master Plan will determine which parking, open space and circulation improvements should be included with Phase 1.

Future phases will include the renovation and expansion or replacement of the Main Library and Public Safety Headquarters buildings. Timing of future project phases has not been determined. Upon completion of Phase 1 improvements the Civic Center Campus should be fully functional, aesthetically pleasing, and achieve as many of the project objectives as possible within budget constraints. Although a specific project budget has not been approved for Phase 1 based on a preliminary assessment of financing options total project costs for Phase 1 are anticipated to be limited to between \$100 M and \$150 M.

III. Professional Services

- A. **New City Hall** – A new City Hall building of approximately 91,000 square feet will include the administrative offices needed for efficient service delivery by the following City departments: City Manager, City Attorney, Community Development,

Environmental Services, Human Resources, Finance, Information Technology, NOVA Workforce Services and Public Works. It will also house the City Council Chambers and Office of the City Council. Various meeting rooms and classrooms are included in the space program to accommodate staff needs and should be configured so they can be used by the community after hours and on weekends. Goals for the space are to create a modern and inviting space focused on providing excellent customer service. Staff office spaces should be efficient, promote collaboration and be flexible to meet current and future needs.

1. Architectural Concepts. An initial series of architectural concepts should be developed that would evaluate options for building height, shape and location. After receiving initial feedback from the City the most promising concepts would be developed further and presented to the City's Planning Commission and City Council for input. A final set of two or three concepts would then be developed for final selection. Final concepts would be developed to show exterior building materials, with color renderings showing the site context with parking, circulation and basic landscape features. The final architectural concept selected would then become part of the overall site Master Plan.
2. Building Floor Plan. Once the building height and shape have been selected, floor plans for each floor of the new City Hall will be developed using the space program that has already been completed. Prior to completing this task, individual meetings will be conducted with representatives of each department to better understand staffing, the need for adjacencies and service delivery needs. Preliminary floor plans will be presented for feedback in a workshop setting for all departments and then refined into a final floor plan for City approval. Floor plans will be developed to meet all applicable building codes and include support spaces such as equipment rooms, elevators, stairs and other common areas. Based on the approved floor plan color renderings should be prepared showing the primary building entry, one-stop permit center, and community meeting spaces for inclusion in the final Master Plan.
3. Preliminary Landscape Plan. The plan for City Hall should take advantage of existing mature trees, incorporate a civic plaza for community events, include outdoor patio spaces as appropriate, and consider an accessible green roof feature. Initial concepts should be developed and based on feedback from the City included with architectural concepts as they are developed and refined.
4. Sustainable Design Features. City Hall should be planned as a LEED Platinum facility. Initial ideas for sustainable design features will be presented to the City's Sustainability Commission for initial review and input. Based on this input as the Master Plan becomes more complete a preliminary LEED check list should be prepared to demonstrate how the City can best achieve a LEED Platinum rating considering initial cost, operating costs and environmental benefits. As an option, making City Hall a net zero energy consuming building should be evaluated considering costs and simple payback. The final LEED check list will be presented to the Sustainability Commission and documented in the final Master Plan.

5. Construction Sequencing Plan. Depending on final building siting, determine whether the new City Hall can be built while other Civic Center facilities remain occupied. Make recommendations to efficiently sequence new construction, renovations, demolition and site improvements. Identify needs for temporary office spaces as needed and include estimated costs.

B. Department of Public Safety Headquarters. The City's Department of Public Safety (DPS) Headquarters building was built in 1985. It serves as the home for all of the City's police services, dispatch, department administration, and special functions such as the training. The City's primary emergency operation center (EOC) is also located here and is currently shared space with a training and conference room. Although the building is in relatively good condition service demands have grown considerably since 1985. The building is too small and its functional layout is poor. The City's long-term goal for the building would be to fully renovate and expand or replace it entirely. Due to funding constraints only a limited number of improvements can be included in Phase 1 of the Civic Center.

1. Building Addition Feasibility Study. The City's highest priority for Public Safety improvements is a dedicated EOC, which was planned as a 5,300 sq. ft. space including circulation. This space could be located in a building addition to the existing public safety building or included as part of the new City Hall building. Another component that could be either located in an addition or in City Hall is office space for the Fire Protection Division. This function is currently located in the Sunnyvale Office Center which is planned to be demolished. Fire Prevention has a full-time staff of ten and is planned as a 1,650 sq.ft. space. Other components of the Public Safety that are high on the list of priorities for renovation and expansion include the: crime lab, briefing room, and locker rooms. These functions could be included in an addition or renovated in the current building.
 - a. Addition Option. Based on an evaluation of the existing DPS building, determine the best place for a building addition or stand-alone adjacent building. Create a conceptual site plan and floor plan that would include space for the dedicated EOC and Fire Protection Division at a minimum. Include other functions as appropriate. Based on what is included in the addition create a conceptual selective renovation plan for the existing DPS building.
 - b. City Hall Option. Assume the dedicated EOC and Fire Protection Division are located in a new City Hall. Create a conceptual floor plan for selective remodeling of the existing DPS building.
 - c. Perimeter Security Improvements. Evaluate existing physical security for the DPS building and secure parking area. Develop a preliminary plan for lighting, fencing and other measures to improve security.

Prepare preliminary cost estimates for all of the options outlined above. Cost estimates should be broken into stand-alone components whenever possible so the City can select a group of improvements based on priorities and available budget. Work with DPS staff to understand their priorities and operational needs as

the feasibility study is prepared. Include findings and alternatives in a feasibility study report that would be presented to City Council for final decisions.

C. **Site Master Plan.** A primary goal for this stage of the project is to develop a long-term Master Plan for the entire Civic Center Campus. The City wants to ensure that improvements completed as part of Phase 1 are compatible and complimentary to future phases of the project. The overall Master Plan should show the end state of the campus after all project phases have been completed.

1. Building Location Alternatives. An important component of master planning is deciding the locations of future buildings. Although City Hall is the only new building planned to be constructed in the first phase, future locations for an expanded Main Library and DPS Headquarters building will be important to ensure the ultimate build out of the campus is efficient, sustainable and meets long-term service delivery needs. Alternatives to either expand and renovate, or completely replace the Main Library and DPS Headquarters building have been considered but not yet decided. It is not a goal of the master plan to make final decisions about renovating or replacing these buildings. As future phases of the Civic Center project are developed, available funding and ever-changing service delivery needs could influence what gets built. The task for master planning will be to create alternative scenarios for building siting. After determining the best location for a new City Hall - where is the best location to site a new library and new DPS Headquarters building; or if the buildings were expanded and remodeled where are the best locations to accomplish overall objectives for the site. Each building scenario should include a site plan with building footprints and site planning elements including: site circulation, parking configuration, adjacent open space features such as entry plazas or outdoor patio spaces. For the purpose of developing these alternative scenarios the building space programs already developed will be used and updated cost estimates for future phases are not required. Concepts for building location scenarios will be presented to the City's Board of Library Trustees for feedback.
2. Circulation Study. Site circulation is a key component of site planning that will effect building placement, parking layout, and open space amenities. Key goals include: creating a welcoming, safe, and attractive environment for all modes of transportation; improving the usability of open spaces; including appropriate sustainable design features; and ensuring that circulation is supportive of customer service needs and operational demands (including DPS). Existing public streets through the campus include Olive Avenue and All America Way. These public streets could be retained, relocated, or eliminated entirely in the final Master Plan. The purpose of the circulation study is to evaluate a variety of options, consider their benefits and impacts, and decide on a circulation plan that best meets the City's current and future needs. The circulation study will be a distinct work product that will be presented to City Council for final decisions. It's envisioned that this component of the Master Plan would be delivered early in the process to inform final building placement, parking solutions, and open space amenities. A draft Circulation Study should be brought to the City's Bicycle and Pedestrian Advisory Commission for review and feedback.

3. Parking Alternatives Study. The existing Civic Center Campus has 952 parking spaces spread among ten different parking areas. The quantity of parking seems adequate for existing uses overall but some lots have much higher demand than others. Overall parking and roads consume approximately 10 acres or 40% of the available land at the campus. A goal for the parking study is to recommend an appropriate parking quantity and evaluate various methods to meet those needs. Through the community engagement process land use prototypes were developed to test a variety of parking types to see how the overall layout of the campus was affected. This information is helpful but final decisions were not made and the Master Plan is not constrained to look at only those alternatives.
 - a. Parking Quantity. Based on the planned program, count data, City standards, and potential for shared uses recommend a final parking quantity for inclusion in the Master Plan, including what parking facilities should be built with the first phase.
 - b. Parking Type. Evaluate a full range of parking types including: surface, stand-alone parking structures (with or without underground levels), parking under new buildings, and automated stacked parking solutions. Prepare conceptual layouts so various options can be drawn to scale in draft site plans. Prepare preliminary cost estimates to evaluate options on a cost per net new space basis.
 - c. Sustainable Design Features. Planned parking facilities should be planned to be energy efficient, properly treat storm water runoff, and considered as possible locations for solar power generation. Planned sustainable features should be documented in the appropriate LEED checklist.
4. Open Space Plan. One of the opportunities identified in planning efforts to date is the ability to consolidate and expand open space on the campus. Ultimate quantities of open space will depend on to what extent we convert existing single-story buildings to multi-story, convert surface parking to structured parking and reconfigure the existing circulation network. Opportunities to create more and better open space amenities on the campus are a high community value but must be balanced with project costs and functional needs. Data gathered from community engagement efforts to date should be reviewed to get a sense of priorities. Initial concepts for open space should be developed and presented to the Parks and Recreation Commission for feedback and then a refined set of open space amenities brought back to the Commission for a recommendation. The final Master Plan should clearly identify open space elements to be included in Phase 1 and additional elements to be constructed with future phases.
5. Sustainable Design Features. The Master Plan should be developed to include sustainable design features applicable to the site including energy efficient lighting, drought resistant landscaping, appropriate building orientations, and preservation of mature trees where possible. Site sustainability features should be documented on the appropriate LEED checklist.
6. Land Survey. A complete land survey of the Civic Center Campus should be completed to establish base sheets that can be used for the Master Plan and future

plans and specifications. Property lines, building locations, utility infrastructure and other site features should be located as part of the survey. A title search should be completed to document all easements and property restrictions. The City recently completed a survey of all existing trees including GPS coordinates, diameter, height, condition and species that will be provided to the consultant.

Developing the final site Master Plan will necessarily be an iterative process where some decisions will need to be made along the way. Two interactive workshops should be planned with City Council at key decision points during the development process.

- D. **Environmental Review.** An integral part of the Master Plan is completing the CEQA analysis. The environmental document should be prepared, circulated for public review, reviewed by the Planning Commission, and certified by the City Council prior to any final decisions to adopt a Master Plan. For planning purposes the environmental document is assumed to be a Program-level Environmental Impact Report that covers all elements of the Master Plan with sufficient detail to enable the City to proceed with construction on Phase 1 of the project. The Environmental analysis should include a Traffic Impact Analysis done in accordance with City and VTA standards as well as other technical studies needed for CEQA compliance.
- E. **Community Outreach.** The Master Planning Process is intended to build on previous community engagement activities by soliciting community input during development of the Master Plan. City Council meetings and workshops as well as numerous commission reviews as previously outlined will be publicized by the City as opportunities for community input. Community surveys using Open City Hall and regular postings to the project website will supplement outreach activities. Consultant should plan to coordinate with the City and prepare materials for up to three Open City Hall surveys, monthly website postings, and quarterly articles for the City's quarterly report through the Master Plan process.
- F. **Project Management and Meetings.** Regular coordination with City project management staff is an important component of the project.
 - 1. Civic Center Core Team. The City has also appointed a Civic Center Core Team comprised of three members of City Council, the City Manager, Assistant City Manager (Civic Center Project Manager), Finance Director, Library and Community Services Director, and Communications Officer. The role of the Core team is to provide general guidance and feedback on draft work products as they are developed. Core Team meetings will generally be scheduled prior to all City Council meetings and public presentations. Consultant will provide minutes of all Core Team meetings.
 - 2. Project Coordination. Regular bi-weekly progress meetings will be held with the City's Project Manager either by phone or in person depending on agenda topics.
 - 3. Project Schedule. A project schedule will be developed to illustrate planned activities, major milestones, key decision points, and the schedule for delivering draft and final work products. The schedule should show all City Council and Commission meetings, in addition to the timeline for CEQA notices and hearings.

G. Master Plan Report. A Master Plan Report will be prepared for final adoption by City Council that will document site plans, illustrations, estimated project costs for Phase 1 improvements, LEED check lists, and other documentation that would support the final Master Plan.