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CITY COUNCIL STAFF REPORT

Meeting: July 7, 2015

Subject

Civic Center Master Plan

Recommended Action

Staff recommends that the City Council take the following actions:

- a. Receive the presentation of the Civic Center Master Plan; and then
- b. Consider the Initial Study/Mitigated Negative Declaration and adopt the Mitigated Negative Declaration; and then
- c. Adopt Resolution 15-XX approving the Civic Center Master Plan; and
- d. Provide direction to staff on next steps toward implementation of the Civic Center Master Plan.

Background

Attached is a chronology of Council direction and community and stakeholder input gathered for the project dating from December 2012 until the present (Attachment I). Also attached are several reports that provide additional background information that is the foundation of the options presented.

Description

The initial design for the Civic Center Master Plan began with the *Civic Life* plan from the Master Plan Framework, completed in December 2012, which was the alternative that Council directed to be further developed. The community input process began with that plan and considered various master plan elements or “programs” for the site. Based upon the collective feedback received from the stakeholders and the community at-large, along with the benefit of substantial documentation on the status of the existing facilities and analysis of options and projected costs, on October 21, 2014, Council provided direction on the elements to be included as the preferred project to be analyzed for environmental review for the recommended master plan. The plan proposes to replace the existing City Hall with a new building, including an underground parking garage, and to expand the Library to include a Program Room. The plan presented by staff proposed a new two-story city

hall of 35,000 square feet with basement level parking beneath to accommodate up to 100 vehicles and expansion of the Library Story Room to seat up to 100 visitors (Plan D-L1-P4). Council directed staff to proceed with the recommended plan, except that the program sizes were increased to be as noted below-

- City Hall: construct a new replacement building of 40,000 square feet, in the same general location on the civic center site as the existing city hall; to be a two-story building including an Emergency Operations Center (EOC) and space for community functions;
- Parking: to be located underground below the new City Hall with capacity to park at least 100 vehicles.
- Library Program Room expansion: to seat up to 130 people; include an alternative that constructs the program room in the existing Library courtyard;

On February 3, 2015, Council provided additional direction to include an option for surface parking at the far eastern portion of Library Field.

As directed, the recommended Civic Center Master Plan (Attachment A) was revised to include these elements, and the revised plan was used as the basis for the environmental analysis.

Approval of this master plan allows for the development of the civic center site up to the level and with the project components described in the master plan document. The Initial Study/Mitigated Negative Declaration (IS/MND) for this master plan analyzes the environmental impacts of full build-out of the proposed plan. With the approval of this master plan and the Initial Study/Mitigated Negative Declaration, options for development levels less than that of the proposed plan is possible without further environmental review.

Discussion

The plan option directed by Council provides increased space for community activities at City Hall and at the Library, increasing the programmable space at the site, and providing greater flexibility for the use of the public spaces. By planning for a new City Hall to be placed in the same general location as the existing city hall and providing the additional parking beneath the new building, the master plan largely preserves the open space and circulation at the Civic Center.

Major Plan Elements

City Hall

Replace the existing city hall with a new two-story building totaling up to 40,000 square-feet.

City Hall Design Criteria:

- Design to complement that of the Library and Community Hall and to project the Cupertino Civic Center as a locus of civic pride with enhanced civic identity and public interface that greatly improves the experience of the place; the architectural expression will represent the City's contemporary civic identity and express the community's civic values of open engagement with the government.
- Accommodate staff of up to 102;
- Include an Emergency Operations Center function;
- Include a public service center for permits, licenses and other business transactions;
- Provide adequate meeting space for staff to conduct city business, and allow for flexible scheduling for evening and weekend use by the public;
- Provide larger meeting and program space for public activities and events during mid-week and weekend days and evenings;
- Design the building with high sustainability goals including to meet at least the LEED Silver standard and the Cupertino Climate Action Plan, with resource efficient systems that reduce consumption and minimize building maintenance costs.

Library Program Room Expansion

Concurrent with the development of the Civic Center Master Plan was a project to plan the expansion of the Library, which is located at the civic center site. The project as budgeted for Fiscal Year 2014/15 was to increase the existing Story Room to serve a greater function as a "program" room. The design team worked with a Library stakeholder group to define the need and develop plan options. The stakeholder group, including the Santa Clara County Library District operations staff, strongly conveyed the need for the expansion to be greater than the 75-seat capacity originally budgeted. In October 2014, Council directed that the Program Room expansion should seat up to 130 and to include the study of an option that would enclose the existing Library courtyard to serve as the Program Room.

Program Room Design Criteria:

- 130-seat capacity;
- Access from inside the existing Library;
- Direct access from outside the Library, allowing its use independent of the Library hours of operation;

- Design to relate to that of the Library for an integrated new addition that respects the character of the library and has a seamless flow of functions from within the library.
- Design the building with high sustainability goals including to meet LEED criteria and the Cupertino Climate Action Plan, with resource efficient systems that reduce consumption and minimize building maintenance costs.

Four design options were studied. Option 1 is the most intrusive into the Memorial Grove and provides the 130-seat total capacity by expanding the existing Story Room, adding 100 new seats to the existing 30-seat capacity. The other three options all add at least a 130-seat capacity to the Library and maintain the possibility of keeping the existing Story Room in service. Each option has pros and cons, as described in the Library Expansion Study (Attachment C). A summary of the options follows:

Option 1

This option expands the existing Library Story Room at the south end of the west wing, which currently seats 30 people, to add capacity for another 100 seats.

Pros: Good visibility and access from Torre Ave., low impact on the Library during construction, and the least costly.

Cons: Greatest impact on Memorial Grove, and the room proportions are not ideal for the program room use with tight seating, and noise impacts on the adjacent Quiet Room.

Estimated Cost: \$5.1M

Option 2

This option is a single story expansion of the south end of the east wing of the Library to add a new room to seat 130 people and modify the interior of the existing Library to provide the ancillary elements to support the Program Room, such as restrooms and storage.

Pros: Cost effective addition that is ideally shaped and proportioned for seating flexibility, with minimum disruption of the library during and after construction, and is easily viewable and accessible from on-site parking.

Cons: It requires relocation of the existing breakroom, impacts stacks in the Children's reading room, and potentially impacts a couple of Memorial Grove trees.

Estimated Cost: \$5.3M

Option 3

The Courtyard Infill expansion involves the new construction of a single story building that would occupy the interior courtyard space. The expansion provides room for up to 150 additional seats for Library events.

Pros: Ideal ceiling height achievable, accommodate 130-150 seats, and no impact to Memorial Grove trees.

Cons: Higher cost due to the scale of the addition, daylight to Library and employee office areas compromised, will greatly impact library functions during construction, relocation of stacks required, loss of existing Story Room, and loss of 80% of the Courtyard.

Estimated Cost: \$6.0M

Option 4

The "Perch" expansion involves the new construction of a two story building that would be built above the Children's Reading Area.

Pros: Ideal ceiling heights and proportions achievable that allows seating flexibility, visibility from parking lot, no impact to Memorial Grove, retains existing Story Room, minimal disruption of Library during construction.

Cons: Most expensive and daylight to children's stacks will be compromised slightly.

Estimated Cost: \$6.9M

Option 2 provides for a new flexible program space with flexible room organization, and with restrooms, storage, and a south entrance lobby. The Master Plan incorporates Option 2 because it meets all of the criteria for the Program Room, can be implemented with the least disruption to the operation of the Library and is cost effective.

Option 2 has the greatest impact on the site, as it covers the greatest ground space and also potentially impacts the Memorial Grove. Therefore, any of the four options can be implemented utilizing the environmental review prepared for the proposed project.

Parking

Additional parking is needed at the civic center site to satisfy the existing unmet parking demand and will be needed to accommodate the increased use of the civic center with the proposed additional capacity at, both, the new City Hall and the Library. The additional parking would be provided in an underground garage beneath the new City Hall. The garage would provide up to 118 vehicle spaces.

An option for additional surface parking is included in the master plan. A single-aisle/double row parking lot, accommodating up to 68 vehicle spaces, that would have

access from Pacifica Drive and connect to the existing Library parking lot, could be placed at the eastern edge of Library Field. This surface lot would allow flexibility to the phasing of the implementation of the master plan. The lot would be adequately sized to accommodate the existing unmet parking demand and for the increased parking demand due to the expansion of the Library, allowing the Library expansion to precede the construction of the new City Hall. It would also serve as parking and circulation relief during the construction of the new City Hall. It could be removed after the implementation of the civic center master plan or otherwise be left in place to serve the users of Library Field and to improve long term site circulation.

Minor Plan Elements

Site and landscape improvements –

- Trees: The project will remove up to 80 existing public trees, mostly in the area immediately around the existing city hall. Construction of the new City Hall will include replacement plantings, including trees and other plant material. The proposed landscape improvements will be presented to Council for approval prior to construction;
- Plaza around the new City Hall;
- Plaza at the south end of the Library to provide access to the Program Room and spill-out space that can be used in conjunction with the room.

Estimated Cost

The estimated total cost to implement the preferred master plan, including a new 40,000 square-foot city hall with below-grade parking for up to 118 vehicles, expansion of the Library to add a 2,000 square-foot Program Room to seat up to 130, and the additional surface parking lot for up to 68 vehicle spaces, as described in the CCMP document, is \$68.1M. This is the cost estimated to design and construct the improvements with costs escalated out to mid-year 2018.

The master plan document with the Appendix (Attachment B) provides more detailed costs analysis.

Master Plan Options/Alternatives

Additional Surface Parking at East Side of Library Field

A single-aisle/double row parking lot, accommodating up to 68 vehicle spaces, that would have access from Pacifica Drive and connect to the existing Library parking lot, could be placed at the eastern edge of Library Field. This lot would provide sufficient

parking to satisfy the current latent parking demand and the additional parking demand due to the expansion of the Library to include a new Program Room that will seat up to 130 visitors. This parking lot would also provide for vehicle circulation and parking during construction of the Library expansion and the new City Hall.

Reduced-Scaled Development Scenario

A scaled-down development option is included in the master plan document. This option allows for a smaller new City Hall and a more compact Library Program Room.

- City Hall: construct a new replacement building of 35,000 square feet, in the same general location on the civic center site as the existing city hall; to be a two-story building including an Emergency Operations Center (EOC) and use of conference and meeting rooms for community functions weekday evenings and weekends;
- Library Program Room expansion: to seat up to 100 by increasing the size of the existing Story Room to seat an additional 70 users;
- Parking: to be located underground below the new City Hall; park at least 77 vehicles to provide for the increased parking demand due to the increase in size of the city hall and library program room.

Development of the reduced-scaled plan or a variation up to the preferred plan is consistent with the environmental analysis for the project.

Environmental Review

An Initial Study with Mitigated Negative Declaration was prepared for the preferred plan and was issued for public comment on May 15 through June 15, 2015. (See Attachments E, E1, E2, E3, E4, E5)

Fifteen people submitted comments during the public period. Comments received related primarily to project design and not to the environmental review of the project. Attachment F, *Responses to Comments*, provides a summary of the comments received and responses to those related to the environmental review. Attachment H provides responses to comments not related to the environmental review.

On June 25, 2015 the Environmental Review Committee considered the Initial Study/Mitigated Negative Declaration and found the Mitigated Negative Declaration to be complete and adequate. Staff recommends that the Initial Study/Mitigated Negative Declaration (Attachment D) be adopted by Council.

Next Steps

Subject to a decision by Council to approve the Civic Center Master Plan, staff recommends that Council direct staff to commence the following stages of work towards implementing the Civic Center Master Plan:

- Library Field Parking Lot – begin design and complete through construction documents; return to Council for design approval and funding appropriation for construction phase;
- Library Program Room Expansion – complete the following stages of planning – refine architectural programming, refine conceptual design, schematic design, design development and construction documents; return to Council for design approval and funding appropriation for construction phase;
- City Hall/Garage – complete the following stages of planning – develop architectural programming, develop conceptual design, schematic design; return to Council for design approval and for funding appropriation to advance the project documents through construction documents;
- Financing Plan – prepare a financing plan for implementation of the Civic Center Master Plan for Council consideration. It is anticipated that this document would be brought to Council for consideration later this year. This plan may also include an extended Phasing Plan.

The 2015-16 Approved Budget allocates sufficient funding to undertake these recommended stages of design work, as described in detail in the Fiscal Impact section of this report.

Implementation Sequence: The Library Field Parking Lot would be initiated first and would then be followed by the Library Program Room Expansion. The City Hall construction would follow the Library Expansion.

Library Field Parking Lot – 2016 – summer – begin construction
Library Program Room Expansion – 2016 – fall – begin construction
City Hall/Garage – 2017 – summer – begin construction

Sustainability Impact

The proposed master plan provides that the implementation of the plan will be consistent with City sustainability and environmental policies and objectives, including the Green Building Ordinance (Municipal Code Chapter 16.58) and the Climate Action Plan. If implemented, the new City Hall will be designed and constructed to meet the LEED Silver standard and will include dual plumbing for the use of graywater on site.

Fiscal Impact

Adoption of the Mitigated Negative Declaration and approval of the Civic Center Master Plan has no fiscal impact.

The FY 2016 CIP budget includes the following appropriations-

- Initial Civic Center Projects – Budget Unit No. 420-90-942 – Budget Amount: \$2,200,000; Remaining Balance as of June 10, 2015: \$2,118,327;
- Library Expansion – Budget Unit No. 420-90-939 – Budget Amount: \$500,000; Remaining Balance as of June 10, 2015: \$364,000.

The currently available funding is sufficient to undertake the next recommended stages of design work.

Staff anticipates that the Library Field Parking Lot and the Library Program Room Expansion would be financed with cash and that funding for the City Hall/Garage would be financed subject to the findings of the Financing Plan and the approval of Council.

The Irvine Company has pledged \$7,000,000 to the City that is anticipated to be available in FY 2016/17.

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Approved for Submission by: David Brandt, City Manager

Attachments:

A – Civic Center Master Plan

- B – Civic Center Master Plan Appendix
- C – Library Expansion Study
- D – Resolution
- E – Mitigated Negative Declaration
 - E1 – Initial Study
 - E2 – Arborist Report
 - E3 – Transportation Impact Analysis
 - E4 – Community Risk Assessment
 - E5– Noise Memo
- F – Responses to Initial Study Comments
- G – Mitigation Monitoring and Reporting Program
- H – Additional Responses to Public Comments
- I – Chronology of Council Direction & Community Input