



85199

DATE: March 14, 2017

TO: Board of Supervisors

FROM: Miguel Marquez, Chief Operating Officer
Bruce Knopf, Asset and Economic Development Director
Jeffrey D Draper, Director, Facilities and Fleet

SUBJECT: Civic Center Master Plan Refined Concept

RECOMMENDED ACTION

Receive report from the Office of Asset and Economic Development and the Facilities and Fleet Department relating to a refined Master Plan concept for the Civic Center. (Office of the County Executive)

FISCAL IMPLICATIONS

There would be no fiscal impact from accepting this report.

REASONS FOR RECOMMENDATION

At its meeting of November 15, 2016, the Board commented on and expressed support for moving forward to develop a Master Plan based, among other things, on a conceptual plan along the lines of the Urban Hub, creating a County Civic Center campus that provides an urban street experience and connects to the surrounding community. This report responds to the Board and the community's comments and presents a refined proposed Master Plan concept (Attachment).

Vision

A civic center that builds community, offers exceptional experiences, and is a champion of resiliency.

The refined Master Plan concept envisions a Civic Center with an active urban character created through density, street experience, and variety. It is consistent with the Board-approved Guiding Principles while also creating a Civic Center that incorporates sound planning principles and considers the latest planning trends, including place-making, creation of a flexible development framework, enhancement of the Civic Center as a community asset, emphasis on walkability, sustainability and resiliency, and an exceptional user

experience. The building heights indicated are based upon a strategy to accommodate projected County space needs, while the plan allows for the flexibility to increase these heights up to a maximum allowed under height limitations related to the airport and/or the 195 foot, 14-story height of the East Wing.

Response to Board and Community Comment

Board and community comment on the previous Master Plan concept proposals can be grouped into five categories: County Services, Circulation, Organization and Open Space, Retail, and Phasing. In response to these comments, the Lowe/Gensler team has developed the following six key response drivers of the refined Master Plan: Exceptional Service, Workplace of Choice, Inviting Place and Neighborhood Connector, Highly Connected, Sustainable and Resilient, and Financial Stewardship.

Following is a short elaboration of each key driver to illustrate the Master Plan approach:

1) Exceptional Service:

- a. Consolidate County facilities for an efficient and flexible delivery of County services.
- b. The organization provides for easy visitor orientation and strong visible connections to the public realm.

2) Workplace of Choice:

- a. Foster employee wellness with flexible and efficient buildings.
- b. Allow for exemplary office space design that accommodates flexibility over the long term and creates an efficient working environment.
- c. Create a civic identity.

3) Inviting Place and Neighborhood Connector:

- a. Create an open and accessible campus.
- b. Activate open space as a community asset.
- c. Incorporate engaging activities.
- d. Create accessible public spaces through the Amenity Hub and the Board Chambers.

4) Highly Connected:

- a. Provide multi-modal access with future flexibility.
- b. Incorporate efficient circulation, including centralized logistics and well located parking structures.
- c. Provide flexibility in use of designated future parking locations through implementation of Transportation Demand Management (TDM) strategies to reduce reliance on single occupant vehicles and parking demand.

5) Sustainable and Resilient:

- a. Design for improved resource / cost efficiency and employee wellness.
- b. Provide improved efficiency and lower operating costs through the Public Safety & Justice Central Plant and Logistics Hub.
- c. Generate resources (such as power) on-site.
- d. Incorporate opportunities and environments for greater employee wellness.
- e. Create resilient facilities through district utility systems and Essential Services Design.

6) Financial Stewardship:

- a. Ensure a responsible use of public funds.
- b. Develop facility designs that are cost effective and incorporate long-term lifecycle operations and maintenance costs.
- c. Provides opportunities where possible to consolidate services and spaces currently under leaseholds as well as to free up space within the inventory of space owned by the County.
- d. Build a community asset that incorporates growth of County services and improves delivery of those services.
- e. Reduce future operating and maintenance costs.

Phasing

The goals of appropriate phasing is to support:

- 1) Creation of a flexible development framework; and,
- 2) Reservation of land within the site boundaries for future growth of County services.

As has been noted at previous Board discussion, the County’s space needs experience an ebb and flow, and flexibility to meet such needs is an important priority. This reinforces the need to place a priority on providing a flexible development framework to accommodate potential growth.

Additionally, it is essential for the project to feel complete following each phase, as some time may pass between development phases. Concentration of the first phases of development along West Hedding Street and North First Street intend to immediately activate those corridors. Phase 1 includes the Public Safety and Justice Center, streetscape improvements along West Hedding Street from North First Street to the existing parking structure, and the Amenity Hub at West Hedding Street and North San Pedro Street to create an activated public realm from the beginning. The Amenity Hub is intended to include such features and retail activities as a cafeteria/food court, fitness facility, credit union, etc. for use by County staff and the public. Phase 2 would include the development of a Board Chamber, Finance and Government offices, and a site connection to the existing VTA station to promote use of public transportation. Phase 3 would include the creation of Social Services Agency offices. Phase 4 would include any future development for County facilities or private development. The program of phasing may be re-evaluated at each stage of

development, and subsequent phases may be modified, subdivided, or densified as needed to best accommodate programmatic functions and future site demands.

For example, if parking demand were to be significantly reduced through TDM measures, sites dedicated to future parking structures could instead be used for County facilities. An alternate plan is also included in the attached report, exemplifying the need for one less parking structure that might result from success of TDM strategies. This plan alternative also demonstrates that the Master Plan could be successful without new office space developed on Site B: the existing Younger Avenue building could be used as swing space to meet the ebb and flow of County's space needs. Furthermore, there are ongoing discussions with VTA that may lead to the establishment of a memorandum of understanding regarding shared principles and objectives that may ultimately affect this area of the site.

CEQA and Coordination with Main Jail South

A California Environmental Quality Act (CEQA) Notice of Preparation (NOP) was published March 7, 2017, informing the public and interested agencies and organizations that the County is beginning preparation of an Environmental Impact Report (EIR) for the Civic Center Master Plan Project (Attachment).

While the project to relocate and replace Main Jail South is not part of the Civic Center Master planning process, it may create the opportunity for development of a new building at some point in the future on the site of the current Main Jail South. CEQA analysis of the Civic Center Master Plan will include analysis of the impacts of development of a new building on the Main Jail South site.

Community Outreach

On February 15, Administration sent to members of the public who have been following the Civic Center project notice of the 6:30 pm, March 8, 2017, community outreach meeting to present this refined Master Plan concept. In addition, an EIR Scoping Session will be held from 6:00 to 8:00 PM in Room 157, at 70 West Hedding, on March 21st, as specified in the CEQA NOP.

Next Steps

Administration continues to vet with stakeholder groups the finalized components of Anderson Brule's work on the Program Service Model and Operational Plan for Public Safety & Justice Center.

Meanwhile, Lowe / Gensler will begin development of the Basis of Design for the Public Safety and Justice Center, tentatively scheduled for presentation to the Board by May 2017.

CHILD IMPACT

The recommended action has the possibility of creating a positive impact on Every Child Safe, Every Child Health, Every Child Successful in Learning and Every Child Successful in Life indicators. Continued preparation of a Civic Center Master Plan is intended to promote efficiency of government by ensuring that any new development meets the need of this community. Children in the community are positively impacted when the provision of direct services has the support of appropriate, safe and efficient infrastructure.

SENIOR IMPACT

The recommended action has the possibility of having a positive impact on seniors. Seniors in the community are positively impacted when the provision of direct services has the support of appropriate, safe, and efficient infrastructure.

SUSTAINABILITY IMPLICATIONS

The recommended action would have positive sustainability implications. The County's investment in modernization of facilities and energy conservation and energy efficiency projects results in the reduction of greenhouse gas emissions and reduces the cost of government. This provides for a healthier environment and social equity through the provision of services.

BACKGROUND

- On December 4, 2012, the Board approved Ordinance NS-300.854 authorizing the possible lease, sale, joint development or other disposition of County-owned property, where applicable, and the issuance of requests for proposals or competitive bidding in a manner prescribed by the Board, of approximately 55 acres (or portions thereof) of County-owned real property in the Civic Center for purposes of public, residential, commercial, industrial and/or cultural use or development.
- On April 9, 2013, the Board initiated a Request for Qualifications / Request for Proposals ("RFQ/RFP") process by inviting the development community to submit their qualifications for master development of the Civic Center properties.
- On April 29, 2013, the RFQ was issued.
- On May 15, 2013, a pre-submittal conference was held at the County Government Center to answer questions about the RFQ process and requirements, which attracted 42 individuals representing developers, brokers, consultants, and sub-consultants.
- The County received only two submittals prior to the RFQ response deadline, one of which withdrew prior to the oral interviews.
- On August 14, 2013, the team of Lowe Enterprises and Gensler Architects (the remaining applicant), were interviewed by a panel of County representatives and received high reviews.
- On September 12, 2013, the Board authorized preparation of an Exclusive Negotiation Agreement (ENA) with Lowe Enterprises and Gensler for the redevelopment of the Civic Center Campus based on the results of the RFQ/RFP process.
- On December 10, 2013, the Board unanimously approved an ENA with Lowe Enterprises and Gensler Architects relating to the County Civic Center, which contemplated preparation of the proposed Predevelopment Facilities Agreement.

- On May 24, 2016, the Board adopted Resolution BOS-2016-79 determining that the approval of the Master Development Agreement (“MDA”) is exempt from CEQA and delegating authority to the County Executive, or designee, to implement and carry out the terms of the MDA.
- On June 7, 2016, the Board took action regarding final adoption of Ordinance No. NS-300.894 amending Chapter I of Division A21 of the Santa Clara County Ordinance Code authorizing entering into a contract (the MDA) for the future development and use of a portion of the Civic Center property.
- The MDA with Lowe went into effect on July 7, 2016.

LINKS:

- **Linked To: 80636 : Approve Second Amendment to Predevelopment Facilities Agreement (PFA) with Lowe Enterprises Real Estate Group and M. Arthur Gensler, Jr. and Associates, Inc., relating to potential future development of the Civic Center, extending the term of the Agreement for a one-month period through May 30, 2016 or the date of final Board action on a proposed Master Development Agreement (MDA) if the MDA has been continued from a meeting prior to May 30, that has been reviewed and approved by County Counsel as to form and legality.**
- **Linked To: 69755 : Consider recommendations relating to an Exclusive Negotiating Agreement (ENA) with Lowe Enterprises Real Estate Group (Lowe) and M. Arthur Gensler, Jr. and Associates, Inc., (Gensler) for the future development of the Civic Center. (Facilities and Fleet)**
- **Replaces: 80721 : Consider recommendations relating to the planning and development of approximately 55 acres, or portions thereof, of certain real property, more or less located at or around the Santa Clara County Civic Center in San Jose. (Office of the County Executive)**
- **Linked To: 81179 : Adoption of Ordinance No. NS-300.894 amending Chapter I of Division A21 of the Santa Clara County Ordinance Code relating to the authorization of a contract for the future development and use of a portion of the Santa Clara County Civic Center property, that has been reviewed and approved by County Counsel as to form and legality. (4/5 Roll Call Vote)**
- **Linked To: BOS-2016-79 : Under advisement from May 10, 2016 (Item No. 10c): Consider recommendations relating to the planning and development of approximately 55 acres, or portions thereof, of certain real property, more or less located at or around the Santa Clara County Civic Center in San Jose. (Office of the County Executive)**
- **Linked To: 83768 : Receive report from the Facilities and Fleet Department and the Office of Asset and Economic Development relating to the Civic Center Master Plan.**
- **Linked To: 83792 : Receive report from the Office of Asset and Economic Development and the Facilities and Fleet Department relating to Master Plan concepts for the Civic Center. (Office of the County Executive)**

ATTACHMENTS:

- **Civic Center Master Plan Presentation March 14, 2017 (PDF)**
- **Notice of Preparation (NOP) Civic Center_0201b17 (PDF)**