



MEETING DATE: 06-18-07

ITEM NO: 27. a.

COUNCIL/AGENCY AGENDA REPORT

DATE: JUNE 13, 2007

TO: MAYOR AND TOWN COUNCIL/ CHAIR AND MEMBERS OF THE REDEVELOPMENT AGENCY

FROM: DEBRA J. FIGONE, TOWN MANAGER/EXECUTIVE DIRECTOR [Signature]

SUBJECT: 1. APPROVE FINAL CIVIC CENTER MASTER PLAN
2. PROCEED WITH ANALYSIS AND PLANNING FOR A NEW LIBRARY AND PROVIDE DIRECTION ON NEXT STEPS

RECOMMENDATION:

- 1. Approve Final Civic Center Master Plan.
2. Proceed with analysis and planning for a new library and provide direction on next steps.

PURPOSE OF THE MASTER PLAN

In 2001, the Town Council prudently decided to begin a master planning process for the facilities at the Civic Center. Public buildings do not last forever; moreover, their ability to serve the public may decrease over time. The master planning process is intended to determine the public's needs for services over the next 25 years, and to evaluate options for meeting those needs through existing and/or new public spaces. Completion of the master plan is not a commitment to undertake any of the improvements. It is a plan for how to proceed over the course of time, if and when the Council and community so determines.

BACKGROUND:

At the February 12, 2007 Study Session, the Town Council provided direction on the draft vision, conceptual costs, funding sources, and phasing options for the Civic Center/Library Master Plan (CCMP). The staff report for that session (Attachment 1) provides a summary of the history and process, including significant community input and technical analysis, leading to the draft CCMP presented that night. The CCMP recommended for approval on June 18th reflects Council's feedback and input from the February study session. The purposes of the June 18th Council discussion are to

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Reviewed by: Assistant Town Manager [Signature] Town Attorney
Clerk Administrator Finance Community Development

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approve the CCMP as the Town's framework for future facility planning and to provide direction on the next steps to meet priority municipal facility needs.

DISCUSSION:

CIVIC CENTER MASTER PLAN

As noted, the Civic Center Master Plan (CCMP) (Attachment 2) reflects community input and analysis conducted over many years. The document itself provides a comprehensive chronicle of the development of the CCMP, along with supporting material related to the process. Specifically, the CCMP includes:

- Executive Summary of the elements of the CCMP;
- Master Plan Vision, which identifies: the site plan for existing and potential new facilities to meet the community's needs into the future; a phasing strategy for addressing priority needs; and an interim facility strategy;
- Conceptual Cost Model and Financing and Funding Strategy, which presents the estimated costs for the conceptual elements of the CCMP and identifies potential funding sources and considerations;
- Space Program, which identifies the space required to provide a wide array of services to the community;
- Operational Plan, which describes how the Town does and could provide these services;
- Existing Conditions Analysis of Civic Center Facilities, including findings from visual observations and review of available documentation on building structures, building systems, and landscape architecture;
- Town Service Assessment, which identifies the services the community desires the Town to provide; and
- Appendix, including a flow chart of the CCMP process, Town Council staff reports, Master Plan site options, and a community poll on potential Civic Center facilities.

Master Plan Vision

Site Vision

Based on Council and public feedback, the long-range Master Plan Vision in the final CCMP is the one presented as the "Phased Site Vision" at the February Study Session. As discussed in February, the vision reflects the principles articulated by the Town Council and the community throughout the development of the CCMP. These principles are incorporated in the Master Plan Vision and are reflected in the elements contained in the long-range vision:

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- Full use of existing facility for Town administration and services, including a one-stop community development center;
- Extensive open, green space;
- View sheds through the site;
- Enhanced access to Pageant Park;
- On-site police facility;
- New facility housing 2-story library;
- New facility housing community center and dual-purpose Council chambers;
- Re-alignment of Fiesta Way on the edge of the site rather than through it;
- No programming for services in the Town-owned facility on Main St. across from the Civic Center;
- Underground and above-ground garages to accommodate increased parking need; and
- Protection of the majority of significant trees.

One difference in the Master Plan Vision from the site plans presented in February is the amount of parking accommodated on the site. Since the draft plan was presented, the Town undertook an in-depth parking study to ensure the CCMP accurately reflects the demand for parking. The methodology for the parking study included an occupancy survey for the existing Civic Center, comparison of parking demand at similar facilities in other Bay Area jurisdictions, and parking supply recommendations based on projected staff, volunteers and visitors under the built-out CCMP. The parking study produced an estimated parking demand of 292 spaces (compared to the previous estimate of 338 spaces), which has been incorporated in the Master Plan Vision and reflected in the conceptual cost model if the long-range vision is ever fully built. The previous estimated parking demand was based on application of Town code requirements designed for commercial/business uses. When calculated based on a focused analysis of current and peak demand for parking at municipal facilities, the number changed. At the time any one element of the CCMP is constructed, an analysis of additional parking needs beyond current capacity for that element would be required.

CCMP Long-Range Phasing Strategy

Because the CCMP is a framework for long-term facility planning, it sets forth a strategy of how the plan could be implemented over time if it were to be undertaken in its entirety. The strategy reflects priorities to meet service needs and an implementation approach that accommodates new construction without the need for interim building or interim parking facilities. The phasing strategy begins with a new Police facility, followed by a new Library, and then a Community Center. It finishes with a renovation of the existing Civic Center buildings for Town administration. All phases of the work are designed to avoid the need to house services in off-site facilities during construction of new facilities. This phasing order is consistent with Town Council feedback at the February Study Session.

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Conceptual Cost Model

The conceptual cost model is intended to provide an overall conceptual cost for each element of the CCMP. It is important to note that the cost estimates are based on conceptual, not actual, buildings. That is, the cost estimates are calculated by multiplying the number of square feet required by the average square footage cost for that type of facility. The costs per square foot are based on recent regional construction of similar facilities and an understanding of the assessment of the condition of and proposed use for the existing facility.

Following is a high level summary of the estimates in current dollars generated by the conceptual cost model for each element. Square footage figures represent the total building estimate, which includes a "building factor" for walls and internal circulation. Detailed estimated costs and square footage breakouts for the elements of the CCMP are presented in the document. The estimates include costs for construction, sitework, demolition, and "soft costs" (such as contractor costs, technical consultants, soils and geotechnical reports, development process fees, testing and inspections, and contingency allowance). They do not include estimates for Furniture, Fixtures and Equipment.

CONCEPTUAL COST MODEL ESTIMATES

Service	Total Square Feet	Total Cost Estimate
New Police Facility	18,369 s.f. (new)	\$11,267,137
Parking Structure	68 spaces	\$ 2,213,244
New Library	39,821 s.f. (new)	\$22,060,431
Underground Parking	69 spaces	\$ 7,712,820
New Community Ctr.	32,040 s.f. (new)	\$14,832,258
Underground Parking	136 spaces	\$13,972,500
Civic Ctr. Renovation	25,191 s.f. (existing)	\$ 9,128,708
Total		\$81,187,098

If and when any of the facilities are designed for construction, true cost estimates would take into account any difference in adjusted square footage, architectural design, materials, construction challenges, value engineering, or other factors, such as inflation, that may influence costs. These factors could ultimately result in greater or lesser costs for the facilities.

ADDRESSING SERVICE PRIORITIES

With the approval of the CCMP, the Town will have a framework in place for future facility planning based on space needs to deliver services to the community and on an understanding of how the Civic Center site can accommodate those needs. Approving the CCMP does not set in stone the path forward

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for meeting public facility needs, however. It may be that the community will not choose to implement all or any of the individual elements of the CCMP. In addition, opportunities may arise to address the Town's priority space needs in a more efficient, cost effective and/or timely manner.

Police Services

It is within this context that the Town Council directed staff to explore the feasibility of purchasing the Verizon building on Los Gatos Blvd. for police services. Addressing the critical need for additional space for police services was identified as the highest priority in the CCMP, due to the findings that the existing space is sub-standard, with many examples of overcrowding, insufficient space for interviewing victims, a multi-purpose dispatch area with many distractions, lack of security for the public and police officers, out-of-compliance holding cells, lack of vehicle security, insufficient crime evidence storage, and more. In a separate action at the June 18th Council meeting, the Town Council will consider whether to purchase the Verizon building to accommodate a majority of police operations, with some operations remaining in the existing space occupied by the police department in the Civic Center. Although this action is not identified in the CCMP, which calls for a new police facility on the Civic Center site, it is a cost-effective and timely way to meet a priority service need.

Library Services

The second priority identified in the CCMP is additional space for library services. The current library was constructed in 1964 when the population of the Town was about 9,000. With a population today of about 30,000 and the high levels of usage (209,000 visits per year), the library is under-serving the community. The limited space restricts the provision of services generally available in libraries today; in some cases available space is sub-standard and in others, no space is available for desired services. In addition, overcrowded conditions have led to disabled access deficiencies throughout the building.

Based on the CCMP and the Council's comments at the February Study Session, it is recommended that the Town proceed with analysis and planning for a new library to meet the needs of the community. This is also consistent with the priority to "Determine and implement action plan for the development of a new library" identified by Council at the 2007 Council Retreat.

Next Steps – Proceed with Planning for a New Library

The CCMP provides a foundation for planning a new library on the Civic Center site. Based on community, user and staff input and on technical analysis of space needs, the space program for the library identifies a need for a library of approximately 40,000 sq. ft. (including "building factor" described earlier). The conceptual cost model, which is not based on actual building design, estimates a cost in 2007 dollars of approximately \$22 million for a library of this size (not including the cost of furniture, fixtures and equipment), estimated from \$97,500 to \$136,500 in today's dollars. If an underground parking garage for 69 spaces is constructed in conjunction with the library, the estimated cost is approximately \$7.7 million.

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These numbers represent a benchmark for determining what the Town and the community ultimately desire and can afford. The next steps in pursuing the construction of a new library will refine the size and cost estimates, as well as address questions about parking, site placement, and building design. Staff will develop a detailed work plan for further analyzing the library project if Council directs the administration to proceed; however, following are key steps which will need to be addressed in the work plan for Council consideration:

- Determine how Council would like to receive process and policy guidance throughout the planning for a new library. This may include using a Council sub-committee to provide process guidance to staff, similar to the role of the sub-committee during the CCMP process; a stakeholder group to provide input to staff, Council and consultants and to assist with efforts to communicate with the community about the library project; and/or other methods;
- Engage an architect through Request for Proposal process to undertake schematic design, during which issues related to building size, cost, placement, and design, and parking requirements will be addressed;
- Undertake an in-depth financial analysis to identify funding alternatives, and develop implementation plan for funding as directed by Council;
- Determine whether to proceed with the library project based on analysis and public input, which may include polling residents/voters;
- Proceed with architecture and development process once funding is secured; concurrently develop space re-use plan for the existing library space.

CONCLUSION:

The development of the Civic Center Master Plan (CCMP) has been a long, complex endeavor. Grounded in the prudent decision to plan for the Town's long-term facility needs, the CCMP is driven by the services the Town currently provides and the community desires. The CCMP that has unfolded over time reflects many principles articulated by the Town Council and the community. Community and Town Council input, and analysis of service needs, space requirements, and site considerations have evolved into a master site vision that shows how the Civic Center site could ultimately accommodate Town services

Staff recommends that Council approve the Civic Center Master Plan as a long-term roadmap for the future, enabling the Town Council to make decisions about facility improvements to enhance service delivery as necessary or as opportunities arise over the next 25 years. Without the CCMP, these decisions would not be able to be made in such a broad context or with such in-depth analysis.

Based on the CCMP and Council comments at the February Study Session, staff further recommends proceeding to address the two highest priority needs: police facilities and library services. A separate action on the June 18th Council agenda to purchase the Verizon building addresses the need for additional space for police services. The next priority is planning for sufficient space for library services

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that meet the needs of the community. Staff recommends proceeding with analysis and planning for the construction of a new library. If the Council directs staff to proceed, staff will return with a workplan, including a timeline and cost estimate to reflect Council direction.

ENVIRONMENTAL ASSESSMENT:

Is not a project defined under CEQA, and no further action is required.

FISCAL IMPACT:

Funds for initiating the next steps toward building a new library are available in the FY 2007-11 Capital Improvement Plan. Additional funds are available in a reserve account for Civic Center improvements. Staff will develop a work plan with timeline and costs, pursuant to Council direction on June 18th.

Attachments:

1. Staff report from February 8, 2007 Study Session (without attachments)
2. Los Gatos Civic Center and Library Strategic Master Plan



MEETING DATE: 02-12-07
STUDY SESSION

COUNCIL AGENDA REPORT

DATE: FEBRUARY 8, 2007
TO: MAYOR AND TOWN COUNCIL
FROM: DEBRA J. FIGONE, TOWN MANAGER *Debra J. Figone*
SUBJECT: STUDY SESSION AND DIRECTION ON THE VISION, CONCEPTUAL COSTS, FUNDING SOURCES, AND PHASING OPTIONS FOR THE CIVIC CENTER/LIBRARY MASTER PLAN

RECOMMENDATION:

Provide feedback and direction on the vision, conceptual costs, funding sources and phasing options for the Civic Center/Library Master Plan

PURPOSE OF THE MASTER PLAN

In 2001, the Town Council prudently decided to begin a master planning process for the facilities at the Civic Center. Public buildings do not last forever; moreover, their ability to serve the public may decrease over time. The purpose of the master plan is to ensure that the Town is prepared to undertake improvements to the Civic Center, if and when necessary. The master planning process is intended to determine the public's needs for services, and to evaluate options for meeting those needs through existing and/or new public spaces. Completion of the master plan is not a commitment to undertake any of the improvements. It is a plan for how to proceed over the course of time, if and when the Council and community so determines.

BACKGROUND:

The effort to develop a Civic Center/Library Master Plan had its beginnings in the early 1980s when the Town Council discussed the space needs of the library and the police department, as well as the possibilities for obtaining a site to build a new library. In the late 1980s, properties on Villa Ave. and Fiesta Way were acquired with expansion of the Civic Center in mind, and the Town applied for funding under Proposition 85, the California Library Construction and Renovation Bond Act of 1988. That application was not successful.

Pamela S. Jacobs
PREPARED BY: PAMELA S. JACOBS
ASSISTANT TOWN MANAGER

Reviewed by: _____ Assistant Town Manager *OK* Town Attorney
_____ Clerk Administrator *SC* Finance _____ Community Development

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In 1998, the Town once again began planning for a new library to be built at the Civic Center. A library needs assessment was completed, with funding from the Friends of the Library, the Library Trust and the Ness Trust. That needs assessment concluded that the library needed more space to continue to function effectively. Following this assessment, the Town determined that planning for a new library should be set within the context of the entire Civic Center complex. A master plan would provide a comprehensive understanding of community needs related to the municipal services provided at the Civic Center and of how the Civic Center site and facilities could best meet those needs. With a master plan, any needed incremental improvements could occur within a broader context.

On April 15, 2002, the Town Council adopted a resolution authorizing the Town Manager to execute an agreement with Anderson-Brule Architects (ABA) to serve as consultants in the development of a strategic Master Plan for the Los Gatos Civic Center and Library.

To-date, the Council has discussed five of the elements of the Master Plan. These include:

- Town Service Assessment, which identifies the services the community desires the Town to provide (based on input from focus groups and community forums) – reviewed by Council on October 7, 2002;
- Existing conditions analysis of Civic Center facilities – reviewed by Council on January 6, 2003 (note: the project was put on hold from the fall of 2003 until early 2006);
- Operational Plan, which describes how the Town does and could provide these services – reviewed by Council on May 1, 2006;
- Space Program, which identifies the space required to provide these services – reviewed by Council on May 1, 2006; and,
- Site concepts for locating the services on the Civic Center site (based on input from a design charrette with 24 members of the community and staff) – reviewed by Council on June 5, 2006.

A Town Council ad hoc committee comprised of Mayor Pirzynski and Council member McNutt has provided policy guidance throughout the CCMP process since 2003 (Mayor Pirzynski and former Council member Sandy Decker comprised the committee prior to this time). Ad hoc committee members serve as Council “liaisons” to provide guidance and feedback on projects and/or events, such as the CCMP, that may have a significant impact on the community. Attachment 1 presents a summary of the community outreach and participation contributing to the development of the CCMP to-date. Outreach included six focus groups, two community forums, and on-line and counter questionnaires to receive input regarding Town services. All of the Council meetings noted above provided additional opportunities for community input. More than 150 people participated in these various outreach efforts, and more than 100 questionnaires were completed.

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At the June 5, 2006 Study Session and a subsequent Community Forum held on June 8th, the Town Council and public provided feedback on four site options. In a workshop held in August, staff, the Council ad hoc committee, and the consultants translated the feedback on the four options into a master site layout for the Civic Center. At that time, it was determined an in-depth parking study was needed to ensure the plan accurately reflects the demand for parking. It was also determined that more time was needed to understand the range and capacity of various financing options and sources.

Although the parking study is not yet completed, staff is presenting the vision, conceptual costs, funding sources, and phasing options for the Civic Center/Library Master Plan at the February 12th Study Session. As discussed later in this report, the information from the parking study and any changes necessary due to its findings will be included in the final Master Plan to be brought before Council later in the spring. A detailed financing analysis would be developed after Council direction is established.

DISCUSSION:

Principles Shaping the Vision for the Civic Center/Library Master Plan

Throughout the Civic Center Master Plan (CCMP) process, the Town Council and the community have articulated principles that have progressively shaped the vision for the Civic Center site. These principles are reflected in the elements of the CCMP: the Town Service Assessment; the Operational Plan; the Space Program; the Site Options; and, now, the vision for the site. Collectively, these principles represent community interests and desires regarding what, where, and how municipal services are provided. They also represent findings from technical analyses conducted throughout the course of the planning process. Key principles include:

- Planning for future municipal facility improvements is prudent. The Council and the community will need to determine if and when it is necessary to undertake any improvements.
- Any proposed improvements, whether in existing or new facilities, must be affordable for the Town to undertake with current or projected revenues and/or acceptable to the community to fund through bonds or other tax measures over time.
- Services provided by the Town or desired by the community should drive the recommended space program, within the opportunities and constraints presented by the Civic Center site.
- The scope of the Civic Center Master Plan should be limited to the existing Civic Center site, plus the adjacent Town-owned properties (including the building occupied by Los Gatos-Saratoga Recreation). The Town's corporation yard and museums are not included in the scope.

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- The Civic Center should be the “heart of the community,” where there are opportunities to gather, celebrate, and learn, as well as to receive municipal services.
- Any improvements or changes to the Civic Center should maintain the “small town” feel.
- Easily identified central points of services, with clear signage throughout, should be included in the vision for Civic Center facilities.
- Available and emerging technologies should be used to enhance access to services through options for self-service and extended hours.
- The existing Town Hall facility should be reused for Town services, avoiding significant high cost retrofitting.
- Green space should be maximized.
- Views into the site and beyond should be maximized.
- Pageant Park should be preserved, with increased access for the public.
- Significant trees should be protected to the extent possible.

Applying the Principles: Vision for the Civic Center Site

As noted earlier, a design charrette with 24 participants (nine community members and 15 staff members) produced four site concepts that were presented and discussed at a Council Study Session in June, 2006 and at a subsequent community forum. The principles above guided the development of the four site concepts, which were entitled *Extended Plaza*, *Great Green, Boulevard*, and *New Town Center*. Based on the feedback from the Council and the community on the four concepts, the Town’s consultants prepared a Master Plan site vision that is presented in Attachment 2 and will be discussed in more detail at the Study Session.

Site Vision for the Civic Center: The vision for the site reflects the principles listed above, input from the Council and the community, and staff’s and the consultant’s professional expertise and analysis. This concept combines features from three of the previously presented concepts (all except the New Town Center concept). Key features include:

- Extensive open, green space;
- View sheds through the site ;
- Enhanced access to Pageant Park;
- On-site police facility with associated parking;
- New facility housing 1-story library, community center and dual-purpose Council chambers and associated parking;
- Re-alignment of Fiesta Way on the edge of the site rather than through it;
- Adaptive use of existing facility for Town administration and services, including a one-stop community development center;
- No programming for services in the Town-owned facility on Main St. across from the Civic Center;
- Underground and above-ground garages to accommodate increased parking need; and
- Protection of the majority of significant trees.

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The square footage for each of the functions and/or facilities is depicted in Attachment 3. As noted, this vision includes a new facility housing the library, community center and Council chambers. A key feature of this facility is that the library would be housed on one floor, which is the preferred configuration from the library industry's "best practices" perspective. The "community center" represents a number of spaces, including space for the Community Services department, senior services, a program hall for large events or meetings, rooms for smaller community meetings and/or classes, and a dual purpose Council chambers/community room. The community center includes space for Los Gatos-Saratoga Recreation (LGSR), which currently rents space for recreation programs from the Town in the Town-owned facility across from the Civic Center and in the Neighborhood Center. This space has been included for planning purposes, since LGSR currently uses Town space; however, the Town does not have responsibility for accommodating LGSR's space needs. Any proposed changes to LGSR's current use of Town space would need to be coordinated with them.

Phased Site Vision

Because the above vision includes a large 64,000-square-foot facility housing a one-story library and multiple other services, it is not possible to phase its construction if necessary for timing and/or funding purposes. Given that the goal for the CCMP has always been to include phasing options, the consultants have laid out a second vision that accommodates this. The "Phased Site Vision" is depicted in Attachment 4. The difference in this option is that the new facility is divided into two buildings, one housing a two-story library and the other housing the "community center" services. A community room may be to be transferred from the community center to the library building to enable the library to be a more complete stand-alone facility if the library was pursued in a first phase. Parking associated with the library and the community center is included within their individual footprints, with one level of underground parking beneath the library and a two-level underground garage beneath the community center.

At the Study Session, the consultants will discuss the features of both the initial vision and the phased vision, as well as the opportunities and constraints associated with them. Staff and the consultants are seeking Council feedback on each option, including general thoughts and comments on specific elements.

Achieving the Vision: Cost and Financing Considerations

Conceptual Cost Model

Attachment 5 presents the estimated costs for the CCMP. It is important to note that the cost estimates are based on conceptual, not actual, buildings. That is, the costs derive from the square feet required times an average square footage cost for that type of facility. For parking, the

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estimate is based on the number of parking spaces required times the average per space cost for either above-ground or below-ground parking. The cost model includes primarily space designated as "core" in the space program. Some "optional" space is not included, and parking numbers do not account for the optional space not included. If and when any of the facilities are designed for construction, true cost estimates would take into account any difference in architectural design, materials, construction challenges, value engineering, or other factors that may influence costs. These factors could ultimately result in greater or lesser costs for the facilities.

CONCEPTUAL COST MODEL ESTIMATES

Service	Total Square Feet	Total Cost Estimate
New Police Facility	18,369 s.f. (new)	\$11,267,137
Parking Garage - Police	84 spaces	\$ 4,582,980
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Parking Garage - Library	69 spaces	\$ 7,712,820
New Community Center	32,040 s.f. (new)	\$14,832,258
Parking Garage - Com. Ctr.	157 spaces	\$17,549,460
Civic Ctr. Renovation	25,191 s.f. (existing)	\$ 9,128,708
Total		\$87,133,794

Costs for parking are a significant portion of the total estimated costs. The high costs are largely attributable to the need to provide two levels of underground parking for the majority of the parking demand. The parking estimates used for the conceptual cost model are based on the application of the parking requirements in the Town code. It should be noted that in the case of the combined Council chambers and community room, two different parking ratios could have been used. Staff and the consultants opted to use the higher ratio of parking required which seemed most appropriate given the time of use of these facilities. This resulted in a lower demand for parking than would have been required at the lower ratio. As noted earlier and discussed later in the report, a parking study is underway that could recommend a different level of parking demand overall and/or for this function specifically. The costs could be affected either way depending on the findings.

The cost estimates include a 35% factor for "General Conditions/Soft Costs," which are comprised of contractor costs, standard consultants (e.g., architecture, structural, electrical, plumbing, landscape, etc.) fees, soils and geotechnical reports, development process fees, testing

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and inspections, specialty consultants (e.g., security, lighting, acoustic, etc), and contingency allowance. More accurate "soft cost" estimates would need to be calculated in conjunction with the building design process, and with the development of a specific financing strategy.

The cost estimates also include a 15% building factor which accounts for department to department circulation, vertical circulation and width of the exterior walls.

Costs not included in the estimate are those for Furniture, Fixtures and Equipment (known as FFE costs). Typical FFE costs for libraries range from \$25 to \$35 per sq. ft., suggesting an estimated FFE cost for the 39,000 sq. ft. library of from \$97,500 to \$136,500. Different FFE costs would apply for police facilities (usually higher due to specialty equipment) and for community spaces range (potentially lower due to large open areas). Accurate FFE estimates would need to be calculated in conjunction with the building design process. At the time this was done, estimates for any possible re-use of existing furniture and equipment would be evaluated.

Another cost not represented in the conceptual cost model is the cost for operations and maintenance (O&M). These are the costs generated by having additional square footage to operate and maintain. Actual O&M costs would not likely increase proportionate to the increase in square footage, however, to the extent that "green technology" is incorporated in the design and information technology is used to enhance productivity and streamline operations. O&M costs would need to be calculated in conjunction with the building design process, and ongoing fiscal capacity to cover any increased costs would need to be identified prior to construction.

Funding Sources

The development of a detailed financing strategy is a critical element in achieving the vision for the CCMP. The financing strategy takes into account available funding sources and their capacity over a projected period of time. Available sources are paired with eligible elements of the CCMP according to the desired phasing plan. This detailed financing strategy will need to be developed once the vision for the site and the phasing plan are determined.

Attachment 6 describes the funding sources that may be available for the elements of the CCMP if the Council and community so determine. It is likely that any improvements contemplated in the CCMP will be funded by a combination of strategies commonly referred to as "Pay-as-You-Go" and "Pay-as-You-Use" strategies. The first strategy ("Pay-as-You-Go") assumes the use of existing cash, capital campaigns and other fund raising efforts, real property sales, and joint government partnerships. The second strategy ("Pay-as-You-Use") assumes the need to borrow funds in some form of future debt financing. An advantage of Pay-as-You-Use financing is that it matches the benefit and cost of the improvements with the actual users of the improvements over time. "Pay-as-You Use" strategies include Redevelopment Agency Tax Increment Financing

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and General Obligation Bonds. The attachment describes the funding source, current and/or projected capacity (if known), and general requirements associated with each.

Issues and Considerations

Initial Survey of Los Gatos Voters

As staff worked to bring the vision, conceptual costs, and financing considerations forward for Council discussion, it became clear that another piece of critical information needed at this stage is to have preliminary data on public opinion about Town facilities and the public's interest in supporting new and improved facilities. With the Council ad hoc committee's guidance, staff engaged Fairbanks, Maslin, Maullin & Associates, a public opinion consultant firm, to conduct an initial poll of Los Gatos voters.

The poll was a statistically valid, random sample telephone survey administered the week of January 22nd. Based on the recommendation of the consultants, no advanced information was shared about the survey so as not to bias the results. The executive summary and the "topline" results of the survey are provided in Attachment 7.

Key findings from the survey include:

- Voters have positive feelings about how the Town provides services and manages Town finances;
- Voters do not identify any single issue as a serious problem facing Los Gatos;
- Over 60% of the voters haven't heard anything about the Civic Center Master Plan and possible changes or expansions to the library or Civic Center;
- While most voters indicate support for a bond measure to build a library, community center and police station, that support falls below the required two-thirds threshold required for approval;
- Support for a potential bond measure declines significantly when voters hear the tax impact of the measure; and,
- Voters rate a new library higher than a community center or police facility as a potential use of funds from a bond measure.

Based on the analysis of the survey results, the consultants recommend that the Town undertake additional public education and outreach before placing a bond measure before the voters and that the current levels of voter support for a potential bond measure are not sufficient for the Town to move forward with a bond measure in 2007. Given the declining levels of support when voters hear the tax impact of a potential bond measure, the consultants recommend minimizing the cost of the measure and suggest that library improvements should be a central focus of a potential bond measure.

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A public opinion survey is a tool to understand the overall opinions of voters, and, in this case, their opinions without previous knowledge about the CCMP. Through analysis and interpretation of results, the survey can serve as a guide for educating the community about a topic. This initial poll tells us where the voters are today, what is necessary to achieve the levels of support required, and what is the most effective way to get there. It is important to note that polls cannot predict exactly what the future will be, how voters may feel after more information is provided, or how external conditions can affect the opinions in the future. One key external consideration in thinking about public financing for Civic Center facilities is other potential ballot measures, such as the parcel tax the elementary school district is pursuing, and any other unanticipated ballot measure that may be pursued by other agencies. The poll conducted for the CCMP provides valuable benchmark information for the Town as next steps on the CCMP are contemplated.

Parking Study

As noted above, the Town is undertaking an in-depth parking study to ensure the CCMP accurately reflects the demand for parking. The Town's current zoning code does not specifically address public buildings such as the Civic Center, and the types of activities occurring here. The parking allocation in the CCMP was based on the closest land use designations available in the Town code, and thus may not accurately reflect the demand. As part of the parking study, the consultant is conducting occupancy surveys during peak periods at the Civic Center, estimating parking demand for Town vehicles, surveying other civic centers' parking occupancy, forecasting future parking demand based on the CCMP, and recommending the parking supply needed.

The results of the parking study and their implications for the CCMP will be brought forward to Council as part of the final approval of the CCMP. It is expected that these results will affect the number of spaces required, and thus the cost associated with providing the spaces.

Interim Needs and Opportunities

Interim Needs

It has been clear throughout the development of the CCMP that ultimately the Council and the community would need to determine if and when major improvements to the Civic Center would be undertaken. It has also been clear that the solutions to space needs are not solved only by building new facilities.

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At the same time, the analysis conducted over the past five years identifies some key deficiencies in the Civic Center facilities that warrant addressing in some manner. The Civic Center is a 40-year-old building, and the 27-year-old Neighborhood Center is a highly-used, multi-purpose building. In certain cases, addressing the deficiencies in these facilities is necessary regardless of the timetable for implementation of the CCMP. Key deficiencies include the following:

- Police services – the most critical need for additional space is for police services. At 5,275 sq. ft., the police department space in the Civic Center is sub-standard with many issues of overcrowding, insufficient space for interviewing victims, a multi-purpose dispatch area with many distractions, lack of security for the public and police officers, out-of-compliance holding cells, lack of vehicle security, insufficient crime evidence storage, and more. The police department is currently occupying one of the Town-owned homes to house their operations (1,100 sq.ft. not included in the square foot figure noted above). In addition, building requirements for public safety space are significantly greater than for other municipal services, limiting the options for meeting the need in existing facilities.
- Library Disability Access – With its high public usage, the library facility must be available to members of the public with disabilities. Overcrowded conditions have led to disabled access deficiencies throughout the library. In addition, the elevator is out of compliance for disabled access.
- Parking – The existing Civic Center experiences parking shortfalls at peak periods throughout the day and during events with large gatherings of attendees.
- Other, less critical deficiencies such as signage, the Neighborhood Center kitchen, and the need for additional meeting space may need to be addressed depending on the timetable for implementation of portions of the CCMP.

As noted, the police department has the most critical space needs for both the short and the long-term. While the public opinion survey showed support for funding additional space for police, that support was not as high as the support for a new library. This is likely because the library is a visible, highly-used public facility, while the police department gets relatively few visitors and the vast majority of Los Gatos residents do not have occasion to know about the dire conditions.

Monitoring Opportunities

Even if the CCMP was in place, with implementation underway, the Town should always be aware of opportunities that may address the Town's space needs in a more efficient, cost-effective and/or timely manner. For this reason, staff continues to monitor the local real estate market for land or space that may meet the Town's needs.

Given the critical need for additional space for the police department, staff has focused on monitoring the market for buildings that could meet these needs. Another reason staff has

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focused on the police department is because police operations could potentially "unplug" from the Civic Center. A location adjacent to a major arterial could provide good access to the Town's neighborhoods. In addition, a full operational presence at the Civic Center is not necessary given the activities conducted by police and the relatively low contact with the public at the facility. Finding a cost-effective, affordable space built to the higher building standards required for public safety may represent a favorable interim or permanent solution to the police department needs. If police facilities were to be located off-site, a counter presence could still be maintained for police customers at Town Hall.

Direction Needed and Next Steps

The February 12th Study Session represents a critical juncture in the development of the CCMP. The feedback and direction provided by Council will lead to the final CCMP, to be followed by implementation as determined by Council. Direction is needed on the following issues in order to finalize the CCMP:

- Vision for the CCMP
 - Does this represent a desirable vision for the Civic Center site?
 - Should the final CCMP include the option with one facility for the library and community center, or two facilities for these services?
 - Other feedback?
- Phasing Approach
 - Should one facility be pursued first? Which one?
 - Should facilities be pursued concurrently?
 - Should an off-site facility be pursued for the police department?
- Financing Options
 - Does Council have any comments on potential funding sources, such as the use of RDA money for eligible facility construction or the option to pursue a bond measure?

Next Steps

Based on Council's feedback and direction, staff and ABA will finalize the CCMP and return to Council for final approval. The final CCMP will include:

- Town Service Assessment
- Operational Plan
- Space Program
- Existing Conditions Analysis
- Vision for the Civic Center Site (site diagram)
- Conceptual Cost Model

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- Phasing Strategy
- Preliminary Financial Strategy

The CCMP will also include the parking study, with any changes due to its findings incorporated into the site vision and the cost model.

At the final CCMP approval stage, staff will seek Council direction on next steps, including direction to proceed with an in-depth financial analysis. The following two options will be presented for consideration:

Educate then Proceed Option – This option is to undertake an outreach campaign to inform the community about the CCMP and then to re-assess community support for a bond measure. Based on the results of the public opinion poll, proceed with the pre-development process, including schematic design of the Civic Center site with in-depth focus on the first phase facility or facilities.

Proceed and Educate Concurrently Option – This option is to proceed with the pre-development process, including schematic design of the Civic Center site with in-depth focus on the first phase facility or facilities, and undertake an outreach campaign concurrently to inform the community about the CCMP, followed by re-assessing community support for a bond measure.

These options will be discussed in greater detail when the final CCMP is brought forward for Council's consideration. Included in the discussion will be a description of the pre-development process, options for consideration, and estimated costs. Staff will also seek Council direction on any concurrent actions to be undertaken with the above options at this time.

CONCLUSION:

The development of the Civic Center Master Plan (CCMP) has been a long, complex endeavor. Grounded in the prudent decision to plan for the Town's long-term facility needs, the CCMP is driven by the services the Town currently provides and the community desires. The CCMP that has unfolded over time reflects many principles articulated by the Town Council and the community. Community and Town Council input, and analysis of service needs, space requirements, and site considerations have evolved into a master site vision that shows how the Civic Center site could ultimately accommodate Town services.

Estimated costs indicate that the build-out of the entire CCMP could cost approximately \$90 million in today's dollars. The initial public opinion survey suggests that sufficient numbers of voters would not support a bond measure of that magnitude at this time, although support for a

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new library is strongest among the potential facilities and satisfaction with the Town in general is high. The survey results also showed that less than 40% of the respondents have heard of the CCMP, with 61% saying they hadn't heard anything about it to-date. The poll conducted for the CCMP provides valuable benchmark information for the Town as next steps on the CCMP are contemplated.

The next steps for the CCMP include completing the parking study, which will provide more accurate information about the parking demand at the Civic Center. Council direction on several issues – the site vision, phasing approach, financing options, and recreation space – is also needed to complete the CCMP. There are also some critical needs that the Town may need to pursue concurrently.

The Civic Center Master Plan is a roadmap for the future, enabling the Town Council to make decisions about facility improvements to enhance service delivery as necessary or as opportunities arise. Without the CCMP, these decisions would not be able to be made in such a broad context or with such in-depth analysis. Staff looks forward to the Council's feedback and direction on the CCMP.

ENVIRONMENTAL ASSESSMENT:

Is not a project defined under CEQA, and no further action is required.

FISCAL IMPACT:

Funds for completion of the Civic Center/Library Master Plan as noted above are included in the FY 2006-11 Capital Improvement Plan. Any additional work which may be beyond the original scope or as a result of the Master Plan process will require additional funding.

Attachments:

- Attachment 1 – Outreach and Participation Summary
- Attachment 2 – Vision for Civic Center Site
- Attachment 3 – Space Program
- Attachment 4 – Phased Vision for Civic Center Site
- Attachment 5 – Conceptual Cost Model
- Attachment 6 – Potential Funding Sources for CCMP
- Attachment 7 – Key Findings from Los Gatos Voter Survey/Topline Results
- Attachment 8 – February 12, 2007 PowerPoint Presentation