



COUNCIL REPORT

DATE: September 27, 2022
CATEGORY: New Business
DEPT.: Public Works
TITLE: **Public Safety Building—Design,
Project 20-49—Selection of Site Layout**

RECOMMENDATION

Approve Option 2 as the site layout for the new Public Safety Building and receive an update on developing a funding strategy.

BACKGROUND

The Public Safety Building site at 1000 Villa Street was opened in 1980 and houses fixed Police Department operations, Emergency Dispatch, Police and Fire Department staff, the Emergency Operations Center, and other essential facilities. For many years, the building has been undersized as the Public Safety operations have grown and changed. The building’s construction type (concrete block walls) and layout (complex roof and skylights) have made interior layout adjustments challenging and costly during changes in operations and staffing arrangements. As the building was designed prior to the Essential Service Seismic Safety Act of 1986, it also does not meet current seismic standards. A map of the existing building site and surrounding area is shown in Figure 1.

On [December 3, 2019](#), Council authorized an agreement with SVA Architects, Inc. (SVA), to provide architectural and engineering design services. SVA developed an updated space needs assessment of the existing facility comparing current conditions and projected 2030 needs. Based on this assessment, SVA analyzed three Public Safety Building alternative scope options:

- A. Retrofit and expansion of the existing facility;
- B. A new building on the existing 1000 Villa Street site; or
- C. A new building on the nearby City-owned Lot 11 site.

On [October 12, 2021](#), Council reviewed the alternative scopes and directed staff to proceed with “Option B” to construct a new building on the existing site and to develop conceptual designs and funding options based on an anticipated project cost of between \$130 million and

\$160 million. Council also expressed interest in reviewing alternate site layouts to maximize the utilization of this property for Public Safety and potential alternate uses for any unprogrammed areas or “remnant parcel.” Staff committed to return to Council with recommended site layout options after evaluating the optimal building layouts, massing, and remnant parcel uses.

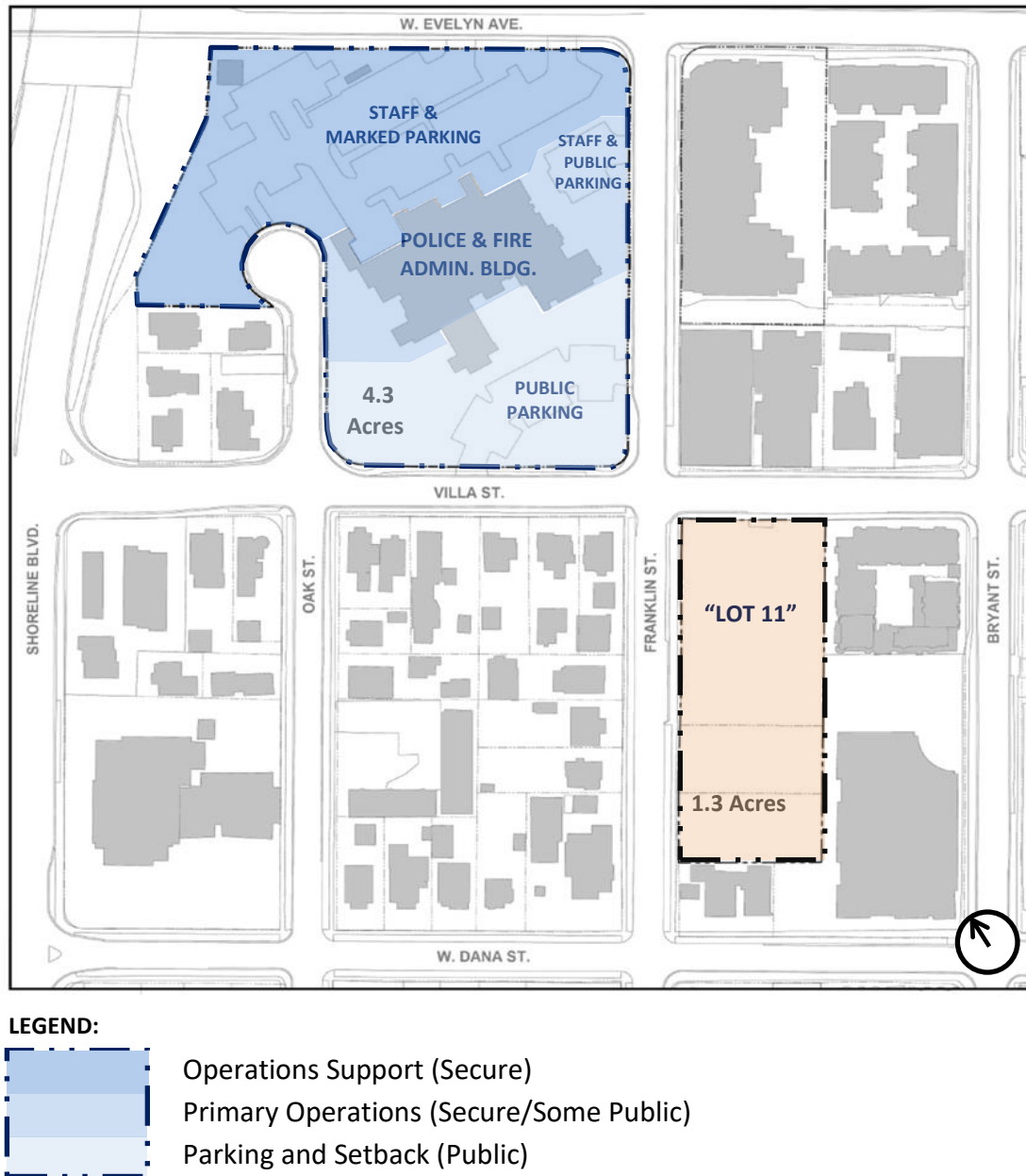


Figure 1: Existing Site and Lot 11

ANALYSIS

To develop feasible site layout options, staff and SVA considered program needs, site conditions and constraints, and creating a usable remnant parcel.

Program Needs

Table 1 summarizes the space needs (Program) for the Public Safety Building, including anticipated increases in number of personnel by 2030. A more complete summary of the space needs can be found in Attachment 1.

Table 1: Public Safety Building Space Needs Summary

	Existing Facility	2030 Space Needs
Gross Square Feet	45,000	65,500
Total Personnel	169	197
Total Parking Spaces	168	270

Site Conditions and Constraints

The existing Police/Fire Administration Building provides year-round, 24/7 Public Safety services to the entire City. The 4.3-acre site is organized into three basic areas from south to north as depicted in Figure 1. The southern portion fronting Villa Street contains a generous front setback and a public parking lot. The center is comprised of the existing Police/Fire Administration Building, and the northern portion of the site has significant utility infrastructure and secure parking that serves its ongoing 24/7 operations.

Any site layout option that includes a new building or parking structure on the central or northern portions of the site would require the complete relocation of all Police, Fire, 911, and the Emergency Operations Center functions to an alternate off-site location for approximately 30 to 40 months.

In addition to the Public Safety services, there are also existing public services and below-ground public utility facilities that were considered in the development of the site layout options (see Figure 2). These services and facilities include:

- Utility mains, running north to south, including a high-pressure PG&E gas line, two water mains, a sewer main, and a stormwater main.
- A pump station supplying additional groundwater to the municipal water system with an emergency power generator shared with the existing Police/Fire Administration Building.

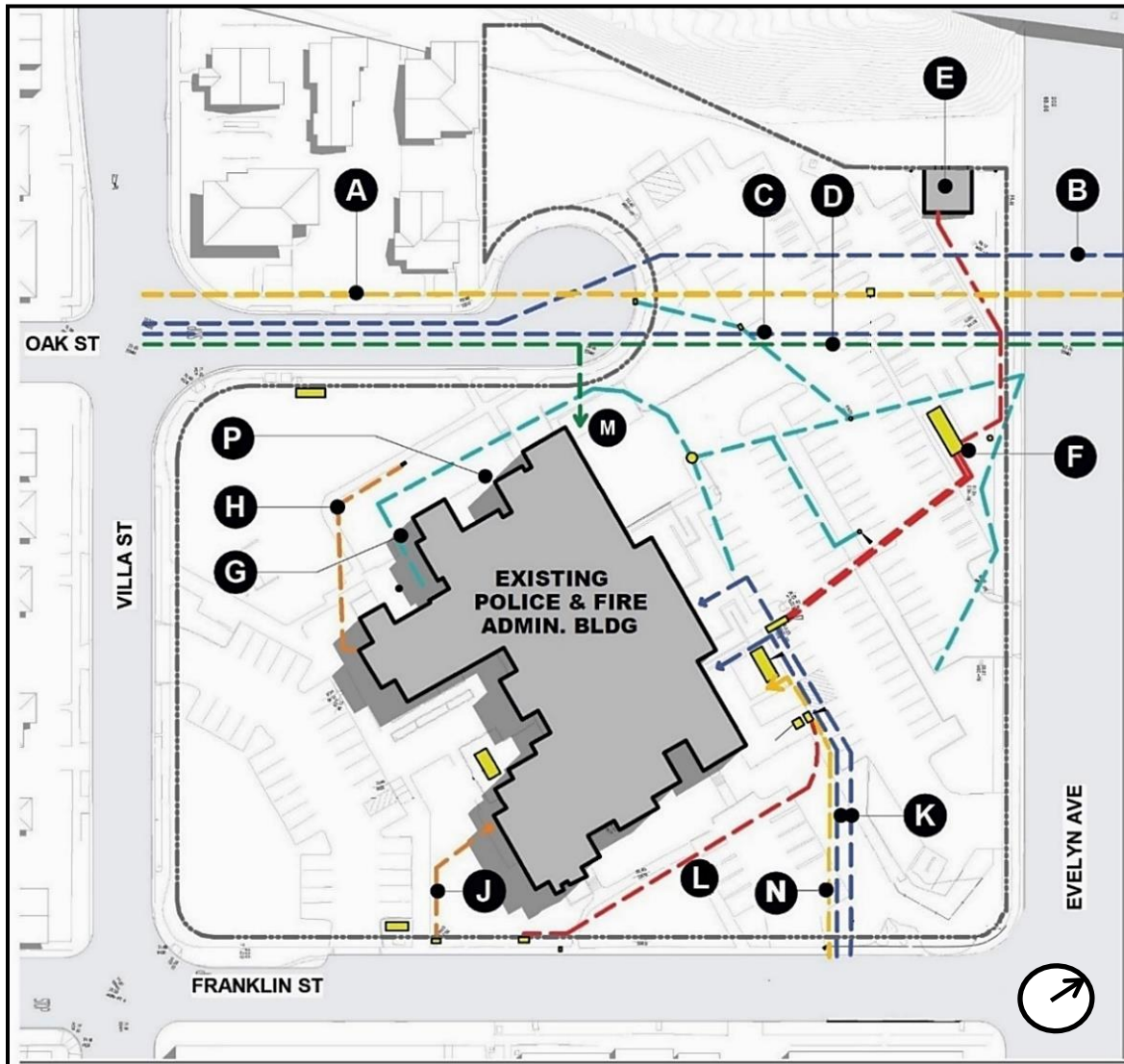


Figure 2: Existing Site Utilities and Infrastructure

Municipal and Public Utilities

- A** High-Pressure Gas Main
- B** 24" Water Main
- C** 8" Water Main
- D** 12" Sanitary Sewer Main
- E** Ground Water Pump Station
- P** 140' Communications Monopole

**Existing Police/Fire Administration Building
Utility Services**

- F** Emergency Generator (*For Building and Pump Station*)
- G** Storm Drain
- H** Primary Fiber Communication Feed
- J** Secondary Fiber Communication Feed
- K** Domestic and Fire Water Line
- L** PG&E Electrical Service
- M** Sanitary Sewer Connection
- N** PG&E Gas Service

- An existing 140' high communications monopole that houses radio-frequency and microwave antennas that provide local 911 and Police communications, including serving as a regional repeater for the surrounding municipalities and County.

These critical infrastructure elements serve the existing Public Safety Building site, the municipal utility systems, and adjacent municipalities. There would be significant impacts associated with relocating the utility mains that cross the property from Evelyn Avenue to Villa Street to serve the community (Lines A, B, C, and D in Figure 2). Although specific details and feasibility are difficult to determine at this stage, relocating these utility mains off-site could increase project costs by \$10 million to \$15 million and add 12 months or more to the project schedule due to additional design and construction duration and expected delays working with PG&E. For these reasons, all of the site options maintain these utilities in place.

Site Layout Options

SVA developed four main variations or “Options” for arrangement and massing of the major elements as shown in Figures 3.1 and 3.2 on the following pages. Table 2 below provides a summary comparison of these four site layout options.

Table 2: Site Layout Option Comparison

	Option 1	Option 2	Option 3	Option 4
Temporary Relocation of Operations During Construction and Cost	Partial at \$4.5M		Complete at \$13.6M	
New Building (<i>Square Feet</i>)	65,500	65,500	65,500	65,500
Structured Parking (<i>Square Feet</i>)	90,600	70,500	56,700	70,000
Public Safety/ <i>Other (Acres)</i>	2.58/1.72*	3.36/0.94	3.28/1.02	3.32/0.98
Construction Duration (<i>Approximately</i>)	30 Months	30 Months	43 Months	43 Months
Estimated Project Costs**	\$165M	\$156M	\$169M	\$173M

* Net buildable area of approximately one acre due to maintaining existing utility mains in place.

** Assumes construction begins by summer 2025 and includes cost-rise contingencies and temporary relocation costs.



OPTION 1

- A. 65,500 square foot, 2.5-Story Building**
- B. Secure and Public Three-Level Parking Structure**
- C. Approx. 1.72 Acres for Reuse***

** Only ~1.0 acre suitable for buildings due to existing utility mains*

COST: Approx. \$165 Million



OPTION 2

- A. 65,500 square foot, 2.5-Story Building**
- B. Secure 2.5-Level Parking Structure**
- C. Secure Staff Vehicle Surface Parking**
- D. Public Parking**
- E. Approx. 0.94 Acre for Reuse**

COST: Approx. \$156 Million

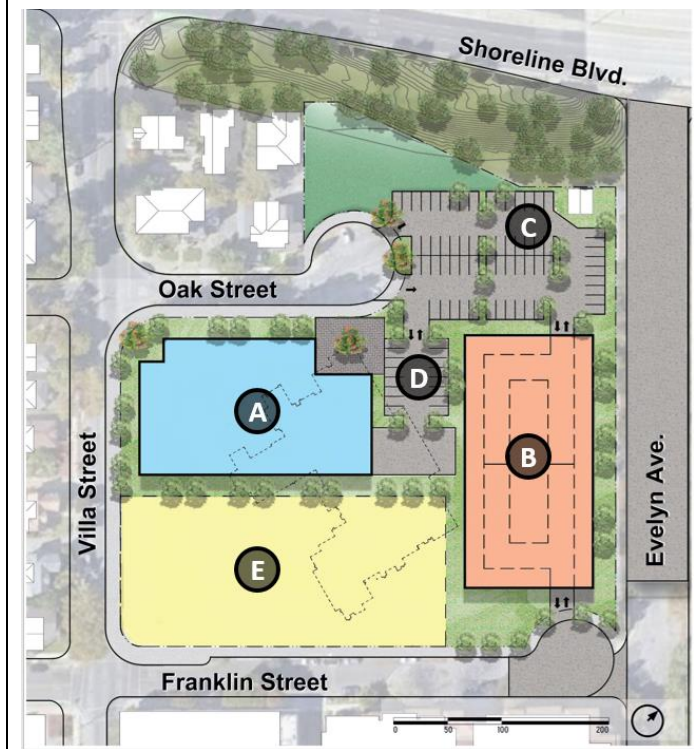
Figure 3.1: Site Layout Options Requiring Partial Relocation of Operations



OPTION 3

- A. 65,500 square foot, 3-Story Building
- B. Secure 2-Level Parking Structure
- C. Secure Staff Vehicle Surface Parking
- D. Public Parking
- E. Approx. 1.02 Acres for Reuse

COST: Approx. \$169 Million



OPTION 4

- A. 65,500 square foot, 3-Story Building
- B. Secure 2.5-Level Parking Structure
- C. Secure Staff Vehicle Surface Parking
- D. Public Parking
- E. Approx. 0.98 Acre for Reuse

COST: Approx. \$173 Million

Figure 3.2: Site Layout Options Requiring Full Relocation of Operations

Evaluation of Site Layout Options

Staff assessed the relative construction feasibility, phasing requirements, and overall project costs for the four options. In addition, Police and Fire personnel reviewed each option for operational feasibility and preferences. Staff used the following criteria to evaluate each of the options:

1. Program—Meet the 2030 space needs and operational requirements.
2. Public Safety—Minimize disruption to ongoing, 24/7 Public Safety operations.
3. Services and Utilities—Minimize disruption to public services and utilities.
4. Cost—Minimize total project costs.
5. Public Benefit—Maximize remnant parcel viability for alternate uses.

1. Program

All four options meet the baseline requirements of the 2030 Space Needs study, which established the detailed building and site needs for the Police and Fire Departments. Option 1 presents more challenges or drawbacks in basic layout than the other three options for the following reasons: (a) it is a significantly more dense development with very limited room between the major elements; (b) it requires the collocation of public and secure staff parking into one structure, which complicates the on-site personnel and vehicle security design; (c) and it does not have any outdoor/open space opportunities for staff or K9 training, which is an existing use of the site that would be lost. Options 2, 3, and 4 are less compact, keep the buildings more along street frontages with the parking structure in the back, and continue to provide outdoor space adjacent to the staff parking lot that could be utilized for outdoor training or other Public Safety uses.

2. Public Safety Impacts

All four site layout options require some or all Public Safety operations to be relocated to interim facilities during the construction phase. Through a detailed phasing plan, Options 1 and 2 allow construction of the new building while most of the existing Public Safety operations remain on-site. To address anticipated construction noise and vibration impacts, it is possible that the 911 call center may need temporary relocation to an alternate site.

Conversely, Options 3 and 4 require all Public Safety functions to be relocated to an alternate site or sites prior to construction. These scenarios will require a significant preconstruction project to identify, lease, and improve a suitable off-site facility or facilities that can accept the entire Police and Fire administration and operations. Preliminary review of viable options within the City limits have not resulted in any readily available locations.

Whichever option is selected, the City-owned parcel at the southeast corner of Villa Street and Franklin Street (Lot 11) will be critical to the execution of this project as it will provide the area needed for temporary staff parking, contractor staging, and possibly contractor offices.

3. Services and Utilities

All four options propose to leave the pump station and on-site utility mains in place; however, Options 3 and 4 present significantly greater challenges to keeping a 140' tall regional communications monopole (see Figure 2—Item P for location) in service during construction. The existing monopole and associated 911 call center systems function as the western “cell” of a Countywide regional Public Safety communications system that provides redundancy and interoperability for local and regional Public Safety services.

As noted in the Public Safety Impacts, both Options 3 and 4 require the complete relocation of all Police and Fire operations during construction—including the 911 call center and its associated local and regional communications infrastructure. In Options 3 or 4, the monopole would not be able to maintain power and communications once construction began, which may require a complete temporary replacement system to be installed on-site or nearby. To be successful, any temporary monopole plans will require significant coordination and consensus amongst the regional public safety agencies that rely on this system. Conversely, for Options 1 or 2, the existing monopole and supporting elements would remain in service until the new facility and Public Safety communication systems were built and activated as part of the proposed project.

4. Costs

The cost ranges from \$156 million to \$173 million for the four options. Option 2 has the lowest overall estimated project cost of \$156 million due to the following key factors:

- Reduced temporary relocation costs when compared to Options 3 or 4. The costs for Option 1 or Option 2's temporary relocation measures are estimated to be approximately \$4.5 million while the full operational relocation scenario required by Option 3 or Option 4 would be approximately \$13.6 million.
- Reduced size of the parking structure when compared to Option 1. Options 2, 3, and 4 allow for more surface parking, which requires approximately 20,000 fewer square feet of parking structure than Option 1 at a savings of approximately \$9 million. Option 1's parking structure costs are further increased due to the comingling of secure staff and marked vehicles with public parking, which requires that the parking structure have separate entrances with additional ramps, exits, and access control features.

There are other elements affecting each option's cost totals, but the temporary relocation and structured parking elements are the most significant.

5. Public Benefit

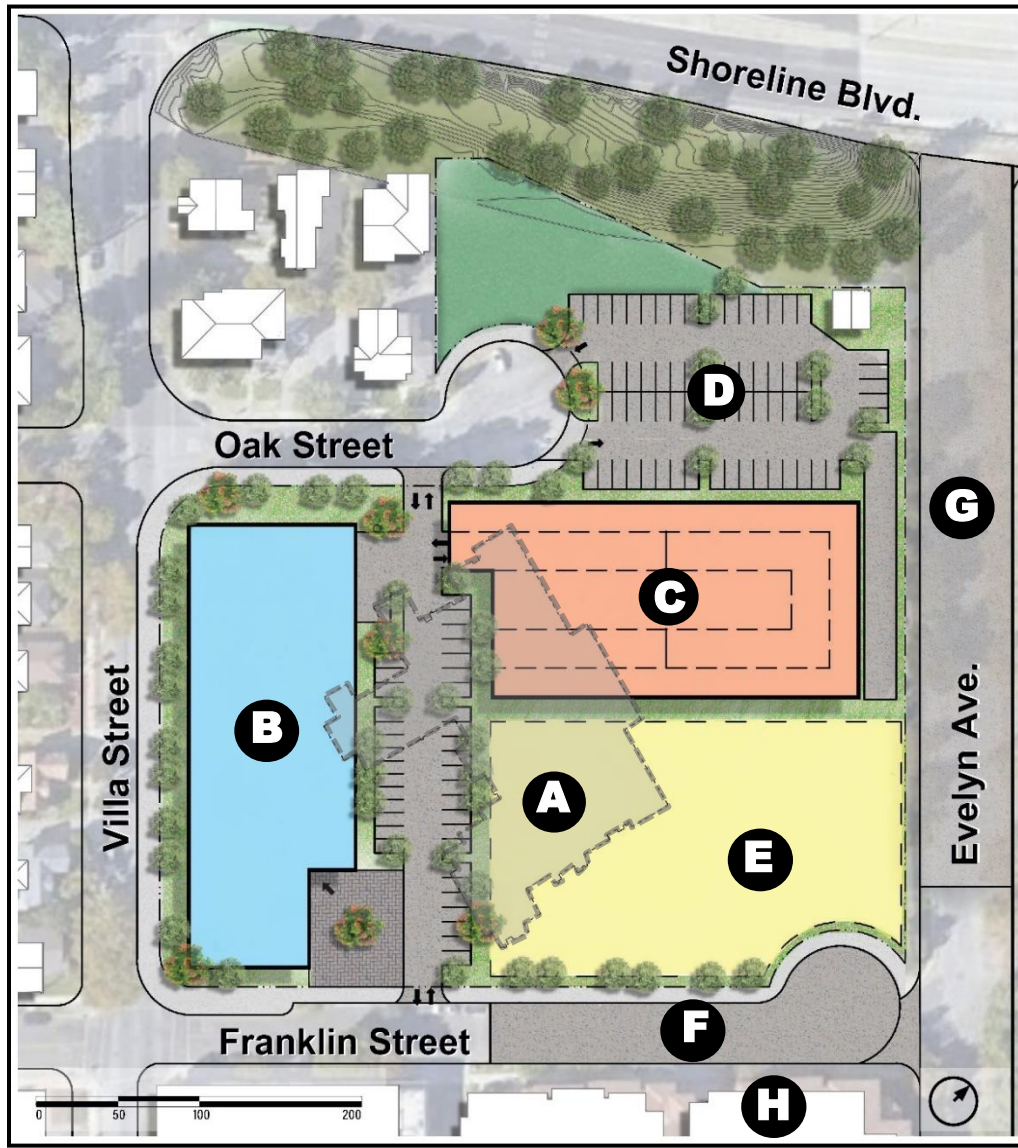
All site layout options result in unprogrammed site areas (or remnant parcel) with approximately one acre of buildable land that could be redeveloped as a separate project for alternative uses, including below-market housing. It is estimated that a housing project with approximately 60 to 80 units and associated parking could be accommodated.

The size and configuration of Option 2's remnant parcel has the added benefit of providing an opportunity for portions of Franklin Street to be converted to a pedestrian plaza. The lot's orientation and a pedestrian plaza on Franklin Street also benefit an existing housing complex across Franklin Street, creating an urban design more encouraging of a sense of community. Conversely, the remnant parcel in Option 1 has a very narrow frontage on Franklin Street while being sandwiched between the three-story Public Safety parking structure and the future Evelyn Avenue on-ramp.

Staff Recommendation

After reviewing the alternatives against the criteria, including benefits and challenges, staff recommends site layout Option 2 (see Figure 3) to advance to the next phase of conceptual design for the following reasons:

1. Program—Meets the 2030 space needs and operational requirements and allows for greater flexibility in design of site amenities and future needs.
2. Public Safety—Minimizes disruption to ongoing, 24/7 Public Safety operations by allowing the majority of Police and Fire operations to continue on-site during construction through the use of phasing and Lot 11.
3. Public Utilities—As with all options, avoids project delays, additional costs, and disruption to public services and utilities by not impacting municipal and PG&E utility mains, pump station, or regional public safety communications during construction.
4. Cost—Has the lowest total project cost due to lower temporary facility costs than Options 3 or 4 and a more cost-effective parking design than Option 1.
5. Public Benefit—Provides a remnant parcel that provides an opportunity to create a public space by converting the Franklin Street cul-de-sac into a public plaza that would also benefit the housing across Franklin Street and tie the housing together into more of a community.



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|--|--|
| A Existing Police/Fire Administration Building | E 0.94-acre remaining parcel for alternate uses |
| B New 65,500 square foot Public Safety Building | F Optional Pedestrian Plaza with EVA access to Evelyn Avenue |
| C New 2.5-level secure parking garage | G Future Evelyn Avenue ramp to Shoreline Boulevard and cul-de-sac of Franklin Street. |
| D New secure staff surface parking | H Existing housing complex |

Figure 4: Option 2—Recommended Site Layout

In summary, the proposed Option 2 site layout meets all of the project criteria and provides the greatest flexibility for future programming of the remnant parcel while allowing all Public Safety priorities to be addressed.

Project Schedule

After Council approves a site layout option, the design phase will begin and staff will return in late spring 2023 for Council approval of the concept design. At that time, Council will be asked to review and approve a more detailed site layout and architectural building elevations and details outlining the look of the building. Once a concept design is approved, staff will begin the full detailed design of the project, including the public art selection process for integration into the final design. Final detailed design is anticipated to take approximately 18 to 20 months to complete. The project is estimated to be ready for advertising for monetary bids in late 2024 or early 2025 and to have construction start in summer 2025.

Funding Strategy

The estimated total project cost for the recommended site layout option is approximately \$156 million. The City will have also accumulated \$16.1 million by the end of Fiscal Year 2023-24, which will reduce the funding need to \$139.9 million. The project will require financing secured by a funding source. Assuming a 5% interest rate and a 30-year financing term, the City estimates the annual debt service payment needed to obtain this amount of proceeds is \$9.1 million. Already identified and earmarked for the Public Safety facility is \$3.0 million annually, coming from projected revenues generated by the Ameswell development at 750 Moffett Boulevard. This leaves a funding gap of approximately \$6.1 million annually that would need to be provided from other sources, including a revenue measure.

As discussed in the October 12, 2021 Council report, there are several funding options under review that may provide a portion of the needed funding. Possible sources to fill this gap include, but are not limited to:

- Issuing general obligation debt backed by secured property tax assessments.
- Issuing Certificates of Participation backed by a dedicated general revenue source.
- Establishing a sales tax add-on (a.k.a., transactions and use tax).
- Use of Shoreline Community tax increment in proportion to the level of services provided by Public Safety operations that benefit the North Bayshore Area.

The funding strategy will likely require placing a revenue measure on the November 2024 ballot. The City will need to ensure that adequate time and resources are devoted to community outreach and education, polling, and strategy to inform the public of the need for this facility and how it will benefit the community. Consideration could also be given to whether there are opportunities to fund other City priorities from the same revenue measure.

In order to better flesh out these alternatives, ensure the timing of such measures are coordinated with the project's design and construction scheduling, and allow sufficient time for outreach, education, and polling, staff will retain a financial advisor that specializes in financing municipal infrastructure. The financial advisor will assist staff in exploring additional financing alternatives and in developing a formal recommended funding strategy to enable the successful outcome of this project.

Staff will return to Council with a recommended funding strategy along with the final concept design recommendations in late spring 2023.

FISCAL IMPACT

The recommended action is to approve the site layout for the new Public Safety Building, enabling the project to proceed with concept design. Public Safety Building, Design, Project 20-49, is funded with \$2 million from the Construction/Conveyance Tax Fund. There are sufficient funds in the project and in the SVA agreement to complete concept design.

Final design of the project is not currently funded; however, the City is currently reserving \$3 million in annual revenue from the Ameswell development toward the project. Staff anticipates there will be sufficient funding available for final design to proceed should Council approve concept design in spring 2023. Staff will request appropriation of additional funding into Project 20-49 for the final design at that time.

CONCLUSION

The Public Safety Building is an essential facility providing both Police and Fire services to the entire City. After evaluating the criteria for space needs, maintaining 24/7 operations, maintaining responsible costs, and providing a public benefit, staff recommends selection of site layout Option 2. This layout provides the needed public safety elements and is configured to maximize the utility of the existing site at the lowest feasible cost. Concept design cannot commence until a site layout is approved, at which time more detailed and specific plans, architectural character, and funding strategy can be further explored and brought back to Council for approval.

ALTERNATIVES

1. Select a different site layout option.
2. Provide other direction.

PUBLIC NOTICING

In addition to the standard agenda posting, all neighborhood associations, property owners, and residents within 750' of 1000 Villa Street and Lot 11 received notices of the Council meeting in English, Russian, and Spanish. A notice was also listed on *Express MV (Mountain View Voice)*, on NextDoor.com, and the City's website.

Prepared by:

David O. Printy
Principal Project Manager

Reviewed by:

Edward Arango
Assistant Public Works Director/
City Engineer

Approved by:

Dawn S. Cameron
Public Works Director

Kimbra McCarthy
City Manager

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Attachment: 1. Public Safety Program