



COUNCIL REPORT

DATE: June 27, 2023
CATEGORY: New Business
DEPT.: Public Works
TITLE: **Public Safety Building, Project 20-49—
Site and Architectural Conceptual Plan**

RECOMMENDATION

Approve the recommended site and architectural conceptual plan for Public Safety Building, Project 20-49.

BACKGROUND

The existing Police and Fire Administration facility opened in 1980 and houses fixed Police Department operations, Emergency Dispatch (9-1-1 Call Center), Fire Department administration, support staff, and the Emergency Operations Center. The building was designed prior to the Essential Service Seismic Safety Act of 1986 and does not meet current seismic standards for such structures.

The Public Safety Building project will replace the existing facility with a completely new facility on the same 4.3-acre site at 1000 Villa Street, at the corner of Villa and Franklin Streets, in the Public Facility Zoning District (see Figure 1). The neighboring sites' uses are two- to four-story commercial and multi-family buildings along Franklin Street and one- to two-story single-family residential structures along Villa and Oak Streets (see Figures 2, 3, and 4). To the north, the project site adjoins West Evelyn Avenue and the Caltrain tracks, and the northwesterly quadrant of the site houses a municipal water pump station adjacent to the elevated portion of Shoreline Boulevard.

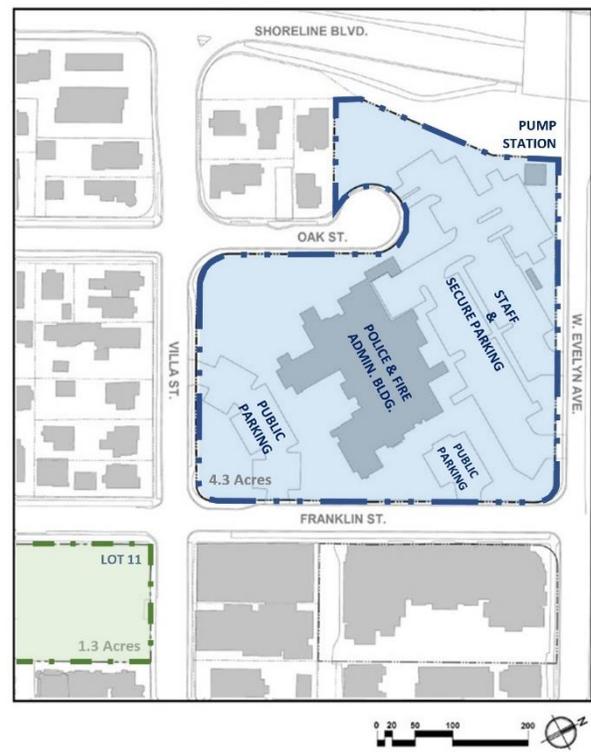


Figure 1: Location Map



Figure 2: Commercial Buildings Across Franklin Street



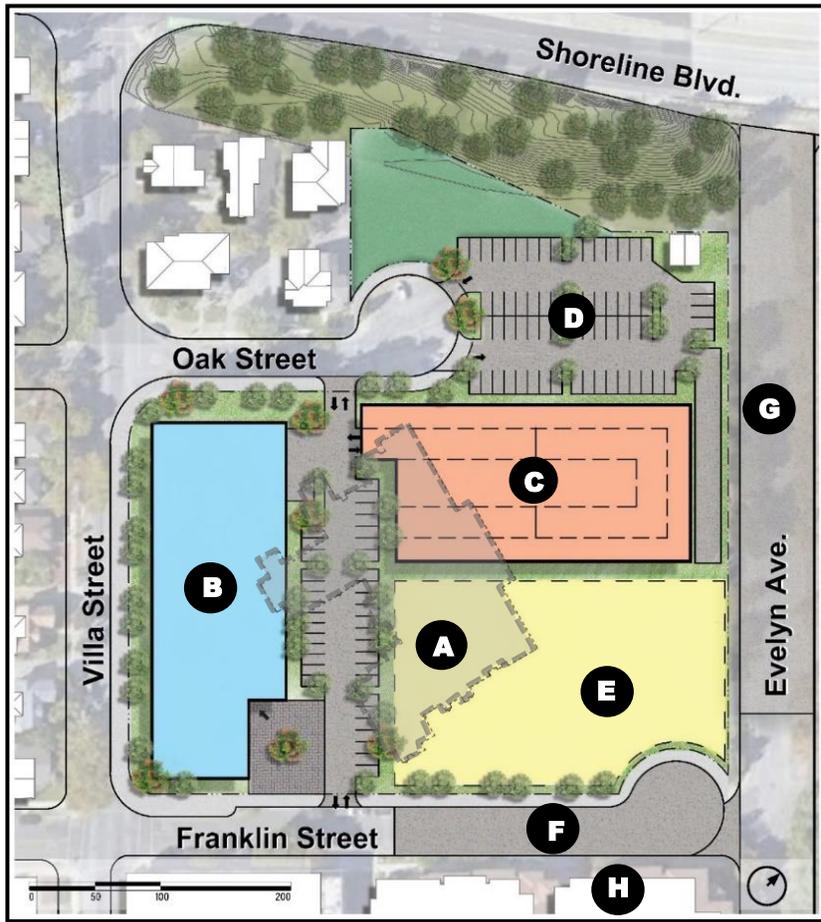
Figure 3: Single-Family Homes Across Villa Street



Figure 4: View from Villa Street Looking West

On [October 12, 2021](#), the City Council reviewed three project scope alternatives for the new Public Safety Building and directed staff to proceed with a new building on the existing site. Council also authorized the City Manager to amend the existing design professional services agreement with SVA Architects, Inc., to add funding for the architectural and engineering design services through the schematic design phase.

On [September 27, 2022](#), the City Council reviewed site layout options and directed staff to proceed with the Option 2 site layout (See Figure 5). This option includes a roughly one-acre remainder parcel, which Council may designate for alternate development at a later date. This layout was preferred in large part because it provides the most cost-effective option to maintain continuous public safety operations while the new building is constructed and also creates opportunities for the remainder parcel. Council directed staff to return to Council for approval of the conceptual design for the new facility based on this site layout.



Project Elements:

- Existing Police/Fire Administration Building**
- A New Public Safety Building**
- B New Public Safety Building**
- C New 2.5-level secure parking garage**
- D New secure staff surface parking**
- E 0.94-acre remaining parcel for alternate uses**
- F Optional Pedestrian Plaza with EVA**
- G Future Evelyn Avenue ramp to Shoreline Boulevard**
- H Existing affordable housing complex**

Figure 5: Site Layout and Project Elements

ANALYSIS

The recommended conceptual design includes site design updates to the layout selected by Council and involves the following:

- A new three-story, approximately 68,000 square foot, public safety building to house the City’s Police and Fire Departments, a 9-1-1 call center, and an emergency operations center.
- A 2.5-story structured parking garage and surface parking in the northwest portion of the site that will provide parking for approximately 250 vehicles comprised of personal, marked patrol, and specialty oversized City vehicles.
- A surface parking lot north of the Oak Street cul-de-sac to maintain in place the major underground utility infrastructure that runs between Evelyn Avenue and Oak Street.

- Public parking in a separate alley-loaded surface parking area, served from Franklin Street.
- Roof-mounted solar photovoltaic systems on both the new building and garage.
- Facility designed to meet the latest Mountain View Green Building codes and obtain at least LEED Gold® certification per City policy. Staff will also review feasible and cost-effective options to achieve LEED Platinum® certification.
- Phased demolition of the existing Police/Fire Administration Building and use of the adjacent City Lot 11 for construction staging and temporary staff parking.

Based on the above scope, the selected site layout, and construction phasing requirements, the design team developed the conceptual building and site designs.

Conceptual Design Goals

Since the new Public Safety Building will be an important facility for the Mountain View community as well as the urban fabric of the broader downtown, the design goals focus on being emblematic of the City’s civic mission, urban context, and values, as follows:

1. **Civic Mission**: The design must reflect the mission of the public safety departments it houses to convey trust, responsibility, and a sense of permanence. The architecture should reflect this with a combination of modern design elements that are based on timeless design principles of patterns, proportion, and balance.
2. **Urban Context**: The building must address the urban context of downtown—both the building and exterior spaces should complement surrounding buildings and streetscape design, while addressing updated community goals for an inviting pedestrian realm.
3. **City Values**: The building should reflect the City’s values, including sustainability, transparency, and service to the community in a financially responsible manner.

To achieve the above design goals, the design team took cues from the buildings on the surrounding streets, the project’s proximity to the City’s downtown, as well as the character of the City’s existing civic buildings, primarily City Hall and the Library. The overarching design objective is to complement the building’s existing context while being forward-looking and appropriate for the facility’s larger public safety mission.

Design Process

With the design goals in mind, the design team first focused on developing conceptual site and architectural plans that responded to the public safety programmatic and operational

requirements and then sought to integrate them into the local urban environment. Through thoughtful development, these plans were used to confirm the functional and operational layouts of the site and building and support structures as well as inform the massing and exterior design of the buildings.

Site Organization and Design Approach

While the general site layout is based on the Council-selected option, the design team further refined the plan during the conceptual design phase. The new building will front on Villa Street, similar to the existing building, with a primary public entry at the northerly corner of the Villa Street and Franklin Street intersection. A separate public entrance off the visitor parking area along the alley is provided for the auditorium, which can also be used for non-Public Safety events. Separate gated loading and staff entries to secure surface and structured parking are provided off Oak Street (see Figure 6).



Figure 6: Conceptual Site Plan

The proposed site and landscape design balances security needs for public safety operations with the open presence and public use desired for a civic building serving the downtown area. A combination of different site elements—on-grade planters and site walls—help integrate security into functional elements providing seating/gathering opportunities while allowing visibility and access towards the building. The proposed landscape incorporates curves, with natural forms contrasting with the building, and provides public engagement and interest along all three public frontages. The main public entry plaza features greater openness and integrated seating areas, providing a clear, high-visibility entry into the building (see Figure 7).



Figure 7: Conceptual Villa Street and Auditorium Plazas

Building Floor Plans and Massing

The three-story building is organized around a central atrium which provides circulation, and natural light from above, and contains informal staff areas on each floor, including kitchens and seating. The program was divided amongst the floor levels based on functional requirements for grouping complementary uses and a priority for spaces with direct public interaction on the ground floor. Secure areas requiring limited exterior transparency for security purposes are grouped towards the site interior and Oak Street frontages on the ground floor to allow for the best exterior presence and visibility along more high-traffic frontages. The concept floor plans have been reviewed multiple times with Police, Fire, and emergency operations staff to ensure

they meet public safety mission requirements, provide a functional and collaborative environment for its users, and maximize service access to the public (see Attachment 1).

Architectural Design Approach and Treatment Options

Once building floor plans and massing were more fully developed to meet the programmatic and operational needs of the project's public safety mission, the design team developed two architectural design options for consideration. Each option explored the massing, modularity, and form of neighboring buildings, including existing civic buildings throughout downtown Mountain View and then interpreted these into expressions intended to complement existing civic buildings while also embracing a contemporary aesthetic. The rhythm and scale of the proposed building design concepts are intended to complement precedent buildings. The facade studies and general design approach are further detailed in Attachment 2—Architectural Design Approach.

The architectural design options were presented to the City's project team and operational stakeholders for review. Staff provided input and selected a recommended architectural design as well as the preferred entry plaza layout. On [April 19, 2023](#), the Development Review Committee (DRC) reviewed and commented on the project's recommended and alternative architectural treatment and public entry plaza designs (see Attachment 2). The DRC confirmed that the recommended architectural treatment and a blend of the entry plaza landscape concepts should be further developed for Council approval.

On May 4, 2023, the design team held a public open house in the Police/Fire Administration Building's auditorium. Staff sent mailing notices to residents and property owners within a 750' radius of the project boundaries, and the meeting announcement was also shared on Nextdoor. Four members of the public attended and were invited to ask questions. Most questions were operational in nature and the response to the overall project and design direction were favorable.

Based on the programmatic development, the DRC recommendation, and public input, staff recommends the final conceptual plans, elevations, and materials for Council's consideration and approval (see Figures 8-11 and Attachment 3). Should Council approve staff's recommendation, detailed design of the project would commence.



**Figure 8: Elevation Along Villa Street
(Shown without Trees to Illustrate Full Building)**



Figure 9: Conceptual Rendering, Entry Plaza Looking North on Villa Street



Figure 10: Conceptual Rendering, Southwest Corner at Villa Street and Oak Street



Figure 11: Conceptual Rendering, View from Villa Street and Franklin Street

Construction Cost Estimate

The September 27, 2022 Council report provided an estimated project cost of approximately \$156 million to \$160 million. As the concept design neared completion, progress drawings were reviewed by a professional estimator, and the resulting estimate came in between \$160 million and \$165 million, depending on the final design details. This estimate assumes that the project will begin construction in or about March 2025 and be completed in late 2027.

Public Art

Pursuant to Council Policy K-5, with a construction budget in excess of \$1 million, 2% of the construction budget is allocated for public art up to a maximum of \$400,000. For a project of this size, the Public Art budget will be capped at the maximum value. After Council approves the conceptual designs, staff will initiate the public art selection process with the Visual Arts Committee (VAC) and bring a recommendation for the public art in spring 2024 for Council's consideration.

Next Steps

Upon approval of the Conceptual Design, the design team will commence schematic and final design to further develop the architectural and engineering designs as well as delve into more detailed landscape and site development. Staff will return to Council in early 2024 for California Environmental Quality Act (CEQA) clearance and to bring a recommendation for Heritage tree removals and mitigations.

FISCAL IMPACT

Public Safety Building, Design, Project 20-49, is currently funded with a total of \$2 million from the Construction/Conveyance Tax Fund, which is sufficient to complete conceptual and schematic design. At the completion of schematic design, staff will return to Council to request an appropriation for the final design and for approval to amend the design agreement with SVA Architects to add funding for final design. No additional appropriation is being requested at this time.

The recommended five-year Capital Improvement Program, to be adopted by Council on June 27, 2023, includes \$132 million from an unidentified funding source for construction.

CONCLUSION

The Public Safety Building is an essential facility providing Police, Fire, and Emergency services to the entire City. Staff recommends that Council approve the site and architectural conceptual design so that more detailed design phases can commence. This design provides the needed

public safety elements and is configured to maximize the utility of the existing site while contributing to the urban fabric of downtown Mountain View.

ALTERNATIVES

1. Direct staff to make changes to the proposed conceptual designs.
2. Provide other direction.

PUBLIC NOTICING

Agenda posting and mailers to residents and property owners within a 750' radius of the project boundaries. Notices were emailed to neighborhood associations.

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Attachments:

1. Conceptual Site and Floor Plans
2. Architectural Design Approach and DRC Recommendations
3. Conceptual Architectural Design

cc: APWD—Arango, PPM, SPM—Govind, F/c (21-61)