

# Visalia Civic Center Master Plan



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# Table of Contents

<b>Executive Summary</b>	<b>page i</b>
<b>Introduction</b>	<b>page 1</b>
i.1 Purpose and Process	
i.2 Relationship to other Plans	
i.3 Organization of Document	
<b>Section 1: Program Summary</b>	<b>page 3</b>
1.1 Existing Staffing and Facilities	
1.2 Projected Space Needs	
1.3 Public Access to City Services	
<b>Section 2: Urban Design Concepts</b>	<b>page 11</b>
2.1 Urban Design Goals and Principles	
2.2 Design Concepts	
2.3 Phase 1 Concept	
<b>Section 3: Cost and Financing Summary</b>	<b>page 23</b>
3.1 Cost Summary	
3.2 Available Financing	
<b>Appendix</b>	<b>(under separate cover)</b>
Asset Management Opportunities	
Community Workshop Summary	
Slide Shows	
Case Studies	



# Executive Summary

This summary report provides an overview of planning, programming, design, cost and funding concepts for Visalia’s Civic Center District. In particular, the City needs to focus on three areas to initiate the development of the district. These include refinement and commitment to a project schedule and funding for Phase 1; formalize commitments for a second phase joint-use approach for an administration building; and invest in professional project management staffing or consulting.



Above: Civic Center community workshop

## Phase 1: Jump Starting the Civic Center District

The Civic Center has been located and programmed, streets and park spaces are being designed and engineered. Initially, the City Council directed staff to pursue a public-private interim office on the block bounded by Tipton, School and Oaks Streets. Based on further review, it was decided the City would seek an equity position in a building that can serve as the first phase of the Civic Center.

The first phase of Civic Center development is intended to support space needs for Visalia’s 130,000 population. Besides providing administrative office space, there are several other objectives. These include:

- Using the Civic center as a catalyst for private sector investment in the East Downtown;
- Initiate development of roadway and park projects; and
- Provide public parking for commercial mixed-use and office development in the Santa Fe corridor.

### Recommendation: Commit to Phase 1

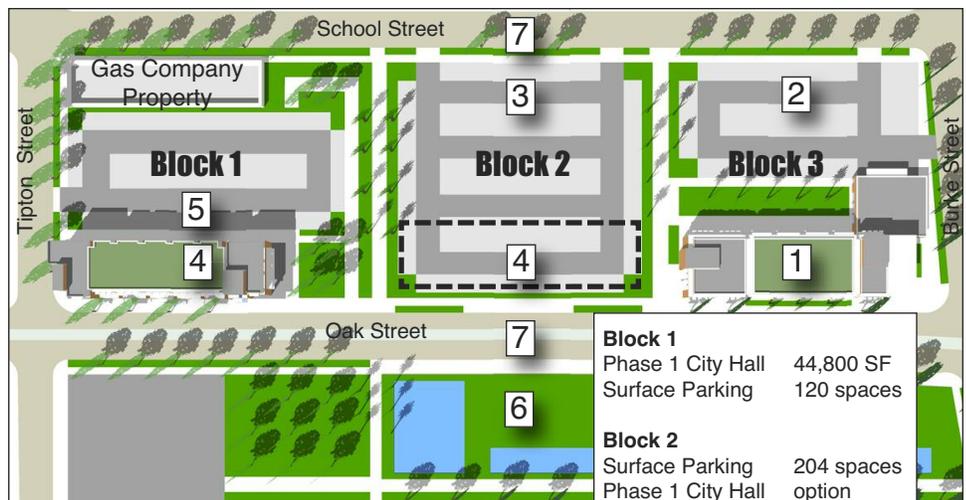
Budget up to \$60M for development of the first phase of City Hall, Public Safety Building, and parking lots. Secure additional funding for street and infrastructure extensions, streetscaping, and initial Civic Center Park and Mill Creek trail development. Pursue a first phase administrative office solution on Block 1 or 2 of the Civic Center that can be expanded into a Phase 2 Joint-use Administrative Build-

*continued page iv*

## Phase 1 Site Plan

The first phase of investment for the Civic Center is illustrated in the plan view diagram to the right.

- 1 Public Safety Building
- 2 Public Safety interim surface lot
- 3 Temporary surface parking lot
- 4 Phase 1 City Hall
- 5 Temporary surface parking lot
- 6 Initial park improvements
- 7 Extension of Oak and School Streets



<b>Block 1</b>		
Phase 1 City Hall	44,800 SF	
Surface Parking	120 spaces	
<b>Block 2</b>		
Surface Parking	204 spaces	
Phase 1 City Hall	option	
<b>Block 3</b>		
Public Safety Bldg.	44,000 SF	
Surface Parking	88 spaces	

## Executive Summary



### Site Plan View of Concept

- 1 Joint-use Administrative "Community Boardroom" Building (160,000 SF)
- 2 Public Safety Building (44,000 SF)
- 3 Phase 1 City Hall/Commercial Mixed-use (44,800 SF)
- 4 Parking Structure
- 5 Civic Center Park
- 6 Courtyards

### Sketch Views

*Below Left: Civic Center Park*

*Below Right: Community Boardroom Building Oak Street and Civic Center Park frontage*





**Oblique View from Southwest of Concept**

- 1 Joint-use Administrative “Community Boardroom” Building (160,000 SF)
- 2 Public Safety Building (44,000 SF)
- 3 Phase 1 City Hall/Commercial Mixed-use (44,800 SF)
- 4 Parking Structure
- 5 Civic Center Park

**Sketch Views**

*Below Left: Lobby view of Civic Center Park*

*Below Right: Civic Center courtyards*



## Executive Summary

ing on Block 2. Make sure the in-lieu parking program for East Downtown is in place to take advantage of the surplus parking created in the Civic Center.

### Getting Started on Joint-use

Infrastructure design, parking and funding will need to support the scope and partnership arrangements for the Joint-use Administrative Community Boardroom Building envisioned by the community for Block 2. The City Council's Civic Center principles emphasize a jointly developed district.

*Goal: To create opportunities for other public agencies and private sector partners to benefit from co-locating in the Civic Center District.*

- Principle 1: The Master Plan should anticipate including other interested public agencies in separate buildings or as tenants.
- Principle 2: Private sector investment and/or tenants should be anticipated as an integral part of the Civic Center District.
- Principle 3: Shared facilities, such as parking and infrastructure, should be featured in the Civic Center Master Plan.

*Recommendation: Work with partners on merging programmatic and space needs to better understand the efficiencies and benefits of a joint-use facility. Prepare a communications and public relations plan that conveys those benefits. Prepare a design, development schedule, and cost plan for Block 2.*

### Project Management

Every city that engages in a facility modernization program requires a professional approach to facility design, development, management and maintenance. To fully realized the efficiencies and environmental benefits of a green, consolidated and accessible city hall or administrative facility, the City needs to hire professional facility staff.

*Recommendation: Hire staff that has construction management experience. Empower and fund project management and commit to regular City Council updates on implementation progress and budgets. This person should be a dedicated position for implementation of facilities and infrastructure that is supported by other City staff.*



Above:

Three generations of Visalia City Halls

top—1920's  
(pop. 7,300 in 1930)

middle—1960's  
(pop. 15,800 in 1960)

bottom/left—2010's  
(pop. 130,000 in 2010)

# Introduction

The Visalia Civic Center Master Plan is an important part of the City's efforts to redevelop East Downtown. The process for planning the area has been interactive including citizen task forces, workshops and City Council study sessions. This report captures that input and integrates the land use, economic development, urban design and community facility planning into this generation's commitment to the future of downtown and civic engagement.



## i.1 Purpose and Process

The Civic Center Master Plan was prepared through a community based process and is intended to inform the development of facilities and infrastructure.

### Purpose: Quantitative and Qualitative Directions

The Civic Center Master Plan provides a practical implementation quantitative and qualitative set of directions for the phased implementation of public facilities and infrastructure. It includes a space needs analysis based on staff projections, a set of design criteria based on principles developed with the community and City Council, and cost plan and potential approach to financing.



### Process: Community-Based Planning

The Civic Center Master Plan continued to build on the community-based process used for the East Downtown Strategic Plan. The City Council created a task force to develop the master plan, there was a community workshop, and study sessions with the Council and advisory commissions.

The process included three steps:

#### *Step 1: Planning and Programming Analysis*

This step focused on establishing overall programming and planning parameters for the Civic Center. The team interviewed department heads, visited city facilities, analyzed financing and asset management opportunities, and hosted a management team workshop to discuss integrated workplace strategies and community access.

#### *Step 2: Exploring Alternatives*

The second step included a community workshop, task force meetings and a study session. These meetings resulted in a set of planning principles reviewed by the City Council and three alternatives. A conceptual cost analysis was prepared for each alternative. The Task Force and City Council selected a preferred alternative.

#### *Step 3: Master Plan Concept and Action Plan*

The third step provided focus on implementation related decisions. This included Council direction on phase 1 development, and updated conceptual cost analysis, and preparation of this summary report.



Above:

Staff and the community developed principles and concepts that are the basis for the Civic Center Master Plan.

top—Task Force  
middle—community workshop  
bottom—department managers

## i.2 Relationship to other Plans

The Master Plan integrates principles and concepts from other planning efforts.

## Introduction



Left:

Participants in the community workshop present their concepts for the Civic Center.

### East Downtown Strategic Plan

The East Downtown Strategic Plan was adopted by the City in October 2005. This plan laid out an overall planning and implementation framework for approximately 175-acres east of the Visalia's Central Business District. This process identified the Civic Center District and open space system that has been the basis for ongoing planning and implementation activities.

### East Downtown Zoning and General Plan Amendments

In 2006, the City placed East Downtown under an urgency ordinance to make sure new investment was consistent with the recommendations in the Strategic Plan. The City has been preparing General Plan amendments for the change in uses and form-based codes to implement urban design concepts.

### East Downtown Infrastructure and Parks Master Plan

In 2007, the City hired planning consultants EDAW to work with the community to refine street and park plans for East Downtown. This planning effort has studied the hydrology of Mill Creek and potential for water features, street alignments, and park configuration and programming. In particular, this planning has refined the design of Civic Center Park and the right-of-way design for Oak and School Street extensions. The Plan was completed in 2008.

### **i.3 Organization of Document**

The Civic Center Master Plan Summary report is organized into three sections:

#### *Section 1: Program Summary*

This section provides an overview of staffing and space needs for the future.

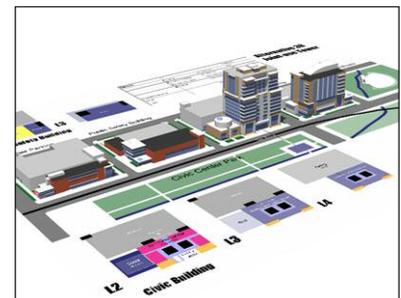
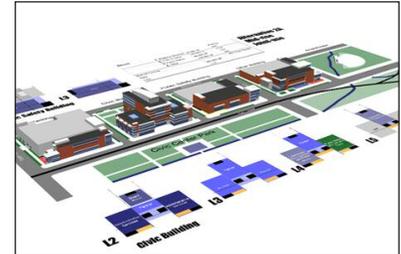
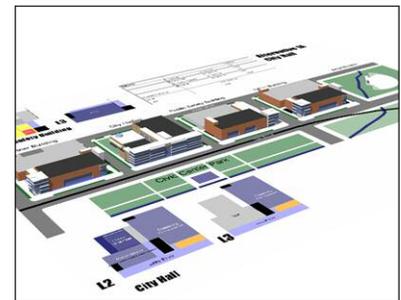
#### *Section 2: Urban Design Concepts*

Planning principles, urban design and building concepts are summarized in Section 2.

#### *Section 3: Cost and Financing Summary*

Finally, the third section summarizes conceptual cost analysis and potential funding sources for the Master Plan.

In addition to these sections, there is an appendix under a separate cover that contains technical studies, presentations and meeting notes created during the planning process.



Above:

Three alternatives were analyzed.

Alternative 1A: Low-rise City Hall of 84,000 SF

Alternative 2A: Mid-rise Joint-use Administrative Building of 160,000 SF

Alternative 3B: High-rise Joint-use Administrative Building of 250,000 SF

# Section 1: Program Summary

Visalia built a new city hall in the 1950's when the population was less than 15,000; a new police building in 1970's when the population was growing surpassing 30,000; and a new fire station and administration building in nearing to 55,000. Currently, Visalia has 120,000 people with a General Plan build-out of 165,000. What type of civic center facilities will the City need when it reaches 200,000? What type of place will it be? How will the City finance it? These questions are central to the purpose of the civic center master planning effort.



Above:

Visalia's existing administrative facilities include City Hall West, City Hall East and the Public Safety Building. The City currently has approximately 59,000 SF of space used for administrative activities. Using contemporary standards, the existing space needs would be over 75,000 SF.

## 1.1 Existing Staffing and Facilities

Creation of a new Civic Center is an important opportunity to address a number of functional needs related to City facilities. First, the current arrangement of facilities creates confusion for the community with respect to access to services because of the split locations downtown, i.e. which city functions are located in which facility? Second, that same distribution across locations means that City staff are expending inordinate amounts of time to take care of day-to-day business. Third, existing facilities are a reflection of community access approaches and work styles based on past service needs and available support systems. In section 1.2 Programming Parameters: Public Access and Organizing the Workplace, guidelines for taking advantage of the opportunities inherent in a new set of City/Civic Center facilities are outlined.

### Existing Facilities

Existing City facilities reflect the rapid growth of the City and a facilities approach that has taken advantage of specific opportunities to acquire and/or modify space on an as-needed basis to house expanding city departments. Overall the facilities show that ad hoc approach to facility acquisition and planning with little commonality in workspace size and supports. The planning approach emphasizes individual private work over interaction and joint work approaches.

Existing facilities that house City Staff that directly relate to or have the potential for inclusion into the new Civic Center are identified below.

#### *City Hall West— approximately 22,400 square feet*

City Hall currently houses: the City Council and Administrative Services (Finance, Human Resources and Risk Management). Built for a much smaller community, the Council Chambers have limited public seating, which periodically requires additional seating in the lobby with supporting broadcasting. Overall, the facility has been expanded several times and as a result has a complex organization of double loaded corridors with a preponderance of private offices.

#### *City Hall East – approximately 23,900 square feet*

City Hall East currently houses: Community Development (Administrative Services, Building Safety & Code Enforcement, Economic Development & Re-development, Engineering & Traffic, and Planning), Public Works Administra-

## Section 1: Program Summary

tion, and Information Systems. The City Hall East facility was previously used as offices by the School District and was originally built as a National Guard Armory. Its external appearance, particularly with respect to windows reflects its original function as an armory. The City has done a good job in reorganizing the facility to provide adequate office space for employees at that location. However, because of overall building constraints and past officing assumptions, the layout is a labyrinth of double loaded corridors of largely single occupant offices. The only windows at the ground level are considerably higher resulting in a building somewhat of a “bunker-like” feel.

### *Public Safety – approximately 19,300 square feet*

The Public Safety facility currently houses the Police and Fire Departments, including a fire station supporting the central city area. As with the City Hall, this facility has been expanded from its original footprint. Even with its expansion the facility does not meet the needs of the Police Department. However, recent construction of two precinct stations mitigates some of the stress on the facility with respect to patrol functions. It will not, however, change the need for better support related to central dispatch, records, or investigative functions including evidence storage. With the exception of access to and support for the Emergency Operations Center (EOC), the Fire Department is currently adequately served in the facility, because it can share support facilities between the administrative and operational units in the facility.

### *Transit Center – approximately 5,600 square feet*

To provide additional capacity for City staff, the City is using office space at the new Transit Center at Oak and Santa Fe to house City Staff. It includes the City Manager’s Office and ancillary divisions from other departments. While this space freed up much needed room at City Hall, moving City Administration to this end of town creates a third location for city operations and therefore public and staff access.

### Information Technology

The City of Visalia is significantly ahead of the curve in its current provisioning and immediate roll-out plans for its information technology infrastructure. Most importantly, the City has committed to using internet protocol (IP) based systems for both data and voice services. Used within the framework of a wireless technology environment, which the City is implementing, the IP approach provides significant opportunities for both flexibility in work processes and approaches and the eventual integration of electronic forms of data in the place of current paper forms. These opportunities are explored in Section 1.2 and included as part of the Civic Center development guidelines/recommendations. In addition, the current IT backbone provides the basis for further development of electronic access, communication, and interaction for and with the community.

### Facility Management

The current facility management approach is decentralized, with responsibility for each facility in the hands of the lead department at each respective building. The approach provides direct control of facility budgets by each department including furniture and other support purchasing and facility maintenance. However, it also means that decisions regarding facility planning, use, and outfitting approaches are also decentralized and therefore generally unrelated to each other. The result is inconsistent planning, design and use of space with a loss of potential opportunities for savings in support costs (furniture, etc.).



*Above:*

*The Transit Center is currently being used for overflow City administrative uses.*

*The existing Council Chamber was designed in the 1950’s and does not have the space or technology necessary for a city the size of Visalia.*

Existing Staffing

Current City Staffing levels as identified by the administration are identified below. Included are those departments and parts of departments that currently are, or have the potential to be, located in a central Civic Center complex.

**1.2 Projected Space Needs**

There are two ways to measure the needs of the City’s future workplace. The first is quantitative. This includes how many people to be housed and how much space they need. The second measure is the quality of the space. This establishes objectives for development of a healthy and productive workplace environment that provides access to quality city services and quality civic interaction.

**Existing City Staff**

2-2008

<u>Department</u>	<u>Personnel Allocation</u>
<b>City Administration</b>	<b>8</b>
<i>Administration</i>	<i>8</i>
<b>Administrative Services</b>	<b>35</b>
<i>Human Resources</i>	<i>8</i>
<i>Risk Management</i>	<i>2</i>
<i>Finance</i>	<i>15</i>
<i>Information Services</i>	<i>7</i>
<i>G.I.S.</i>	<i>3</i>
<b>Community Development</b>	<b>42</b>
<b>Housing and Economic Development</b>	<b>9</b>
<i>Affordable Housing</i>	<i>2</i>
<i>Economic Development &amp; Redevelopment</i>	<i>2</i>
<i>Neighborhood Preservation</i>	<i>5</i>
<b>Parks &amp; Recreation</b>	<b>16</b>
<i>Administration</i>	<i>2</i>
<i>Recreation</i>	<i>13</i>
<i>Park &amp; Open Space Development</i>	<i>1</i>
<b>Public Works</b>	<b>39</b>
<i>Administration</i>	<i>4</i>
<i>Solid Waste</i>	<i>5</i>
<i>Engineering &amp; Traffic</i>	<i>30</i>
<b>Police</b>	<b>95</b>
<i>Admin/Headquarters</i>	<i>95</i>
<b>Fire</b>	<b>11</b>
<i>Admin/Headquarters</i>	<i>11</i>
<b>Total</b>	<b>245</b>

## Section 1: Program Summary

### Projected Staff Needs at 200,000 Population

The goal in projecting future space needs for Visalia is to identify patterns of operations that are relatively consistent over time. Experience suggests that communities tend to commit resources to city services in consistent patterns. It's true in Visalia as well. Since 1960, Visalia has been supporting a City staff that in size has been slowly and consistently declining when considered in relation to the population at the time (there is one blip in the 1970's where the ratio was higher). Since population is easy to track and growth is projected as a routine activity, it is possible to project staffing needs in the future based on these traditional staffing ratios. Staffing for the City Hall and Public Safety buildings have been projected on these staff/population trends.

Identifying required City Hall and Public Safety Building space needs on an overall basis requires application of a couple of guideline ratios. In principle, we apply these guidelines to the number of staff projected to determine the amount of general office space that is required. Then special spaces, like the Council Chambers, are identified in terms of their space requirement (square feet of space). For City Hall functions we use a planning guideline of 230 useable square feet per staff. This ratio accounts for desk/office space, meeting rooms, general break and support areas and the corridors between desks and offices. To generate the entire building space need, the building infrastructure, like elevators, stairs, bathrooms, and major corridors need to be accounted for. These parts of the building typically account for 20% of the total area of the building, referred to as gross square feet (GSF).

Public Safety facilities have planning ratios that are slightly different. They are special buildings that are designed to support the policing and fire organizational approaches of a given community. So the planning ratios are applied based on a gross square feet per staff basis. Visalia has adopted a precinct policing model, so the Public Safety facility will house central functions with patrols occurring out of the (new) precinct stations. The organizational approach for the Fire Department is similar with only administrative functions being located in the central facility. The planning guideline is for 300 GSF per staff (including all staff, sworn and civilian). One special space has been identified.

### Organizing the City (Hall) Administrative Workplace

City staff has identified that the nature of City administrative work has changed. The projects and initiatives that impact most of the City staff have become increasingly complex, making interactive work a larger and more important part of the workday. Staff workloads have increased, making the need to focus even greater. Technology is now integral to the work, and will become even further embedded. The requirements of some jobs have made those staff become increasingly mobile, spending less time in "their office" across a typical day. Increased outsourcing means that some staff spend more time coordinating than they typically have, making communications and/or connections critical. The organization and planning for Visalia City Hall will be directly responsive to these changing work patterns rather than using traditionally hierarchical patterns of closed suites responding to departmental structures.

### *Group Work and Individual Work*

Interactive work between staff and with citizens and consultants has increased. At the same time, the need to focus on individual tasks has also increased. The importance of those work patterns suggests a tradeoff approach that takes the meeting space that was part of private offices and moves it out so that it can be

*Below:*

*Workspaces in the existing buildings are largely improvised. The buildings are overcrowded and adaptively reused.*

*top—police administrative  
middle—public works  
bottom—city council*



aggregated into meeting space that is accessible for everyone. Smaller offices for focused work and more meeting space for interactive work.

*Open and Closed*

The changing work patterns suggest that open and closed workspace allocations should focus on specific work needs. The most important change in this regard is that workloads require that professional staff be able to effectively work on-task for focused periods of time, suggesting a small “office”. Other positions are central in terms of their needing to know what activities are occurring or they need close communication for effective interchange and cross function support, both of which are best served by more open work areas.

*Meeting*

Three types of space are critical to today’s work:

1. For meetings with the community located in areas that are convenient for their access without impinging on staff work.
2. Enclosed rooms that, by their location, are used for internal staff meetings. These could also be organized around the elevators to make shared use with the occasional outside meeting.
3. Open meeting spaces for informal, ad hoc meetings within the overall workspace acting as a common resource rather than being dedicated within each office.

*Transparency and Getting Together*

When work becomes more complex requiring greater and greater linkages between people, transparency in the physical work setting becomes more of a necessity. Running into people, having coffee on a break, seeing if they are in their workspace/office all save time and encourage the “over the water cooler” interaction. It speeds up information so that it travels faster and with less effort. Offices and meeting rooms need to have glass fronts. The City (Hall) Administrative workplace needs both local and central meeting places, located out in the open where people travel and that are attractive, not sterile cafeteria-like rooms in remote building corners.

Organizing the Public Safety Administrative Workplace

Both the Police and Fire Departments have adopted organizational models that are precinct or neighborhood focused. The advantage of these models is that it allows the headquarters operation to focus on central administration, dispatch and other system-wide activities allowing local patrol and emergency response to originate from precinct or neighborhood stations.

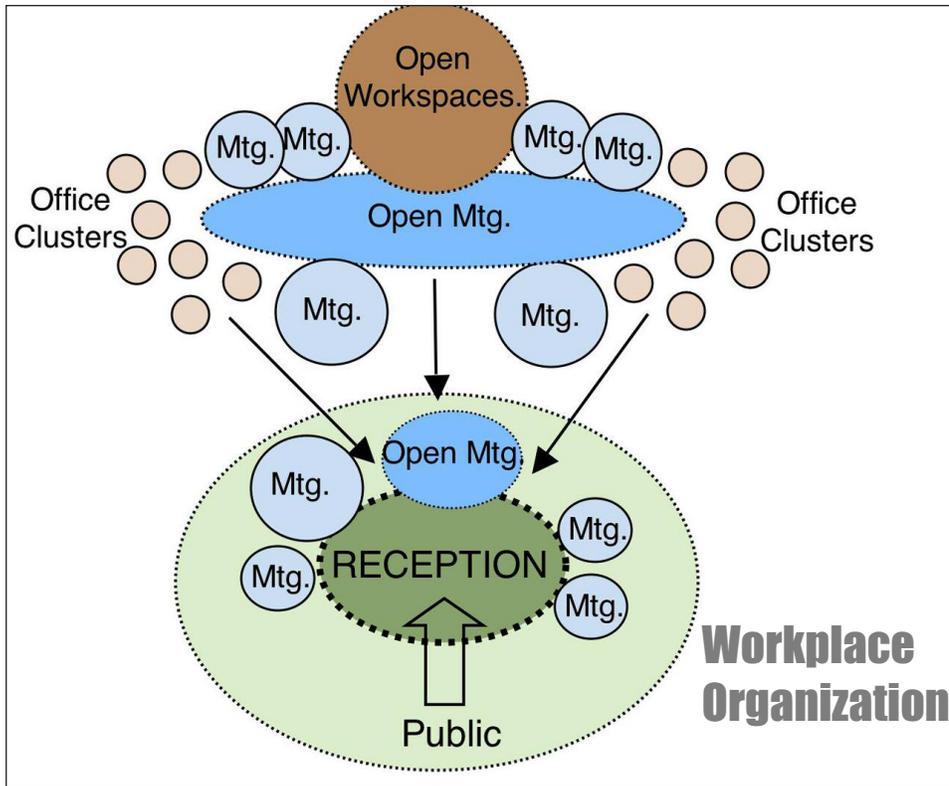
A critical opportunity created by the new facility is establishing a proper Emergency Operations Center (EOC) that is accessible to both the Fire and Police Departments. It is agreed that the Fire Department will continue to operate the EOC, but that proximity to the Police dispatch center and other resources within a consolidated Public Safety facility is critical. Other than providing central support for the administrative and public face functions of the Fire Department such as prevention and training, this was identified as their most critical need.

One of the Police Department’s focus over the planning period is the improvement and expansion of the dispatch center which is under supported both in amount and quality of space given its service obligations. In addition, some of the key issues that the Police Department will be addressing in the future that are

## Projected City Staff at 200,000 Population

Department	Personnel Allocation
City Administration	13
Administrative Services	55
Community Development	69
Housing and Economic Development	14
Parks & Recreation	25
Public Works	62
Police	127
Fire	21
<b>Total</b>	<b>386</b>

## Section 1: Program Summary



Left:

This diagram illustrates how meeting and interaction is to be integrated into the workplace and support community interaction.

central facility related include:

- Increases in computer related / identity theft crimes;
- Increases in both criminal investigations and gang related work;
- Resulting growth in crime prevention programs;
- Growth in the use of volunteer organizations and the support they need;
- Need for on-going training and its proximate location for effective time utilization; and
- Storage for large central support functions and equipment, e.g. mobile command vehicles, SWAT equipment.

### 1.3 Public Access to City Services

Public access is all about how the community gets to, participates in, and is served by City Hall. Three major components are important – getting to and into City Hall, participating in specific city/community activities, and accessing City services.

#### Getting To and Into

Public access for getting to and into City Hall has been well established by the urban design framework described in Section 2 and the diagram above and on page 10. City Hall clearly fronts the new Civic Center Park with an entry that is an open invitation to the community. The first floor is devoted to public access, participation and services. Organized around a central lobby, the two other components of public access are easily understood.

#### Participating In

Participating in civic governance is a key element of access. The community, Steering Committee, and City staff, have all defined the importance of the meet-



Above:

Existing counter access for City services are split between two locations. This causes some confusion for residents looking for help.

top—City Hall West  
bottom—City Hall East

ing space that supports this civic meeting activity. It can include City Council, School Board, and other civic partners, but can also be used by other community and private sector groups. As a Community Board Room, it is a shared facility indicative of a full range of community/civic participation opportunities. Located directly opposite the main entrance it is a focus of the internal organization of the first floor.

Being Served

The Steering Committee and City staff identified the need for easy and effective access to services and information for the community. Access comes in three major ways: walk-in (face-to-face), telephone, and the internet. They all create different opportunities and needs.

## Projected Space Needs

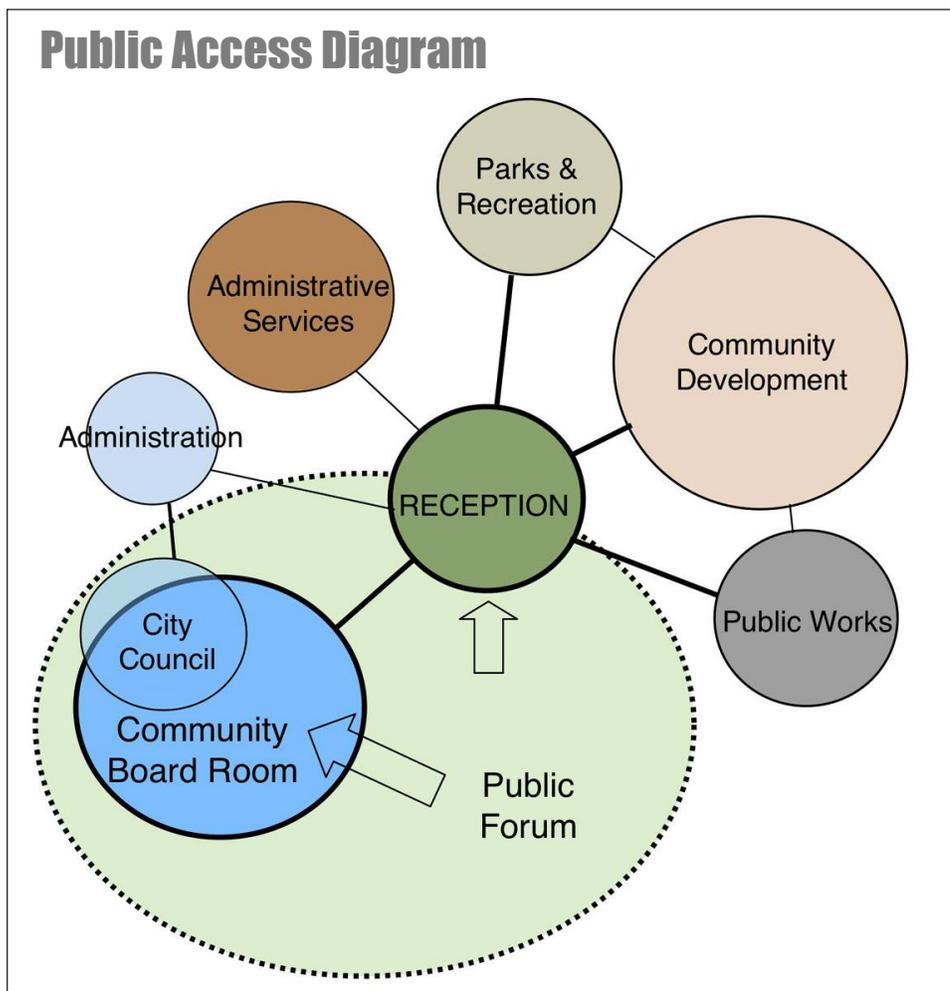
	Phase 1	Population 200,000
<b>City Hall Staff</b>		
Administration	8	13
Administrative Services	37	55
Community Development	43	69
Housing and Economic Dev.	9	14
Parks & Recreation	17	25
Public Works	41	62
<b>Total staff</b>	<b>157</b>	<b>238</b>
<b>Special Spaces</b>		
Council Dias/Staff/Mtg	2,000	2,000
Public Seating - 200	1,800	1,800
Lobby	1,000	1,000
Public Gathering	2,000	2,000
Consolidated Meeting	2,000	2,000
Shared space @ 20 USF/staff	3,140	4,760
<b>Total USF</b>	<b>11,940</b>	<b>13,560</b>
230 USF/Staff	48,050	68,300
<b>Total City Hall SF @ 80% efficiency</b>	<b>60,060</b>	<b>85,375</b>
<b>Public Safety Staff</b>		
Police	95	158
Fire	11	21
<b>Total staff</b>	<b>106</b>	<b>179</b>
<b>300 GSF/Staff</b>	<b>31,800</b>	<b>53,700</b>
<b>Special Spaces</b>		
EOC	1,500	1,500
<b>Total Special USF</b>	<b>1,500</b>	<b>1,500</b>
<b>Total Special SF @ 80% efficiency</b>	<b>1,875</b>	<b>1,875</b>
<b>Total Public Safety</b>	<b>34,000</b>	<b>55,575</b>

## Section 1: Program Summary

A consolidated City Hall is a major step in simplifying walk-in access to City services and staff. Beyond that the programming assumption is that all public access can be made through a central, one-stop location that is easily identified within City Hall. In the Civic Center Master Plan approach, this is accomplished through a main lobby that is entered directly from Oak Street and is central to public service counters for the City and City partners. In each case the counters provide a one-stop location for services making access clear and straightforward.

Concern with telephone access is that it currently is not simple. The stated goal is to make it easy to reach someone, talking to people rather than machines. Two parts are important. If someone has a general inquiry, how do they get the easiest path to the information they need? The number of steps should be limited and as possible characterized by interactions with people not multi-step answering systems. The second is talking with staff. It too needs to be easily done, which means that the systems need to be simple and staff need to respond quickly when they are unavailable and messages need to be left.

It is seen that the internet will become an increasingly important part of community interaction with City Hall. More business will be completed directly on the City's internet site – information, applications, permit review, scheduling, etc. Community members will expect greater access to staff through email and expect that the interaction will be smooth and timely. The importance is that, like telephone access, the interaction be clear and direct both on the website and through email.



Left:

*The Community Boardroom concept identified in community workshops is to reinforce the role of the Civic Center as a SHARED public forum.*

# Section 2: Urban Design Concepts



Above:

Three generations of Visalia City Halls

top—1920's  
(pop. 7,300 in 1930)

middle—1960's  
(pop. 15,800 in 1960)

bottom—2010's  
(pop. 130,000 in 2010)

Creating a civic center is a once in generation opportunity to anchor the region and downtown Visalia with a place that symbolizes the community's commitment to the democratic process, collective celebration, recreation and cultural appreciation. The Visalia Civic Center Master Plan implements the design direction established through the East Downtown Strategic Plan, Civic Center Task Force, and community input. Section 2 provides an overview of objectives, design concepts and description of the initial phase of the Civic Center.

## 2.1 Urban Design Goals and Principles

On February 22, 2005, the Visalia City Council held a study session to discuss desired feature for a new civic center complex to be located in the East Downtown. The study session discussion covered a wide range of topics including image and design, land use, open space, and potential partners. On May 2, 2005, the City Council reviewed, commented on the following goals and principles.

### Image and Design

*Goal: To create a district and buildings reflecting Visalia's architectural and cultural heritage and aspirations to create an exciting urban place in the Southern San Joaquin Valley.*

- Principle 1: The Civic Center should contribute to downtown's image as an urban center with multi-story buildings.
- Principle 2: Oak Street should become a civic street of three to five stories.
- Principle 3: The design of the Civic Center should reflect Visalia's variety of architectural traditions while establishing a precedent for design quality.
- Principle 4: The design should result in a pedestrian friendly Civic Center District.
- Principle 5: The Civic Center Master Plan should have a clear circulation system.

### Land Use

*Goal: To include a mix of uses which result in an active civic hub for the greater downtown and entire community.*

- Principle 1: Land uses should reinforce the Civic Center as an important focal point for Visalia.
- Principle 2: The Civic Center should be part of a mixed-use urban district with public and cultural facilities, commercial office, retail services, residential and park uses.
- Principle 3: The Civic Center District uses should be synergistic, providing around-the-clock activity.
- Principle 4: Parking should be included in structures and hidden from view.
- Principle 5: The Civic Center Master Plan should create strong visual and physical connections to Downtown, East Downtown and neighborhoods.

## Section 2: Urban Design Concepts

### Open Space

Goal: To develop a significant civic open space that is a destination and central gathering place for Visalia.

- Principle 1: The Civic Center should include a significant central park feature.
- Principle 2: Mill Creek should be part of a trail system that links the Civic Center to downtown and surrounding neighborhoods.
- Principle 3: There should be a variety of open spaces that are connected, shaped and activated by civic and private development.
- Principle 4: The open space system should include an art in public spaces program and provide a civic setting for future cultural facilities.

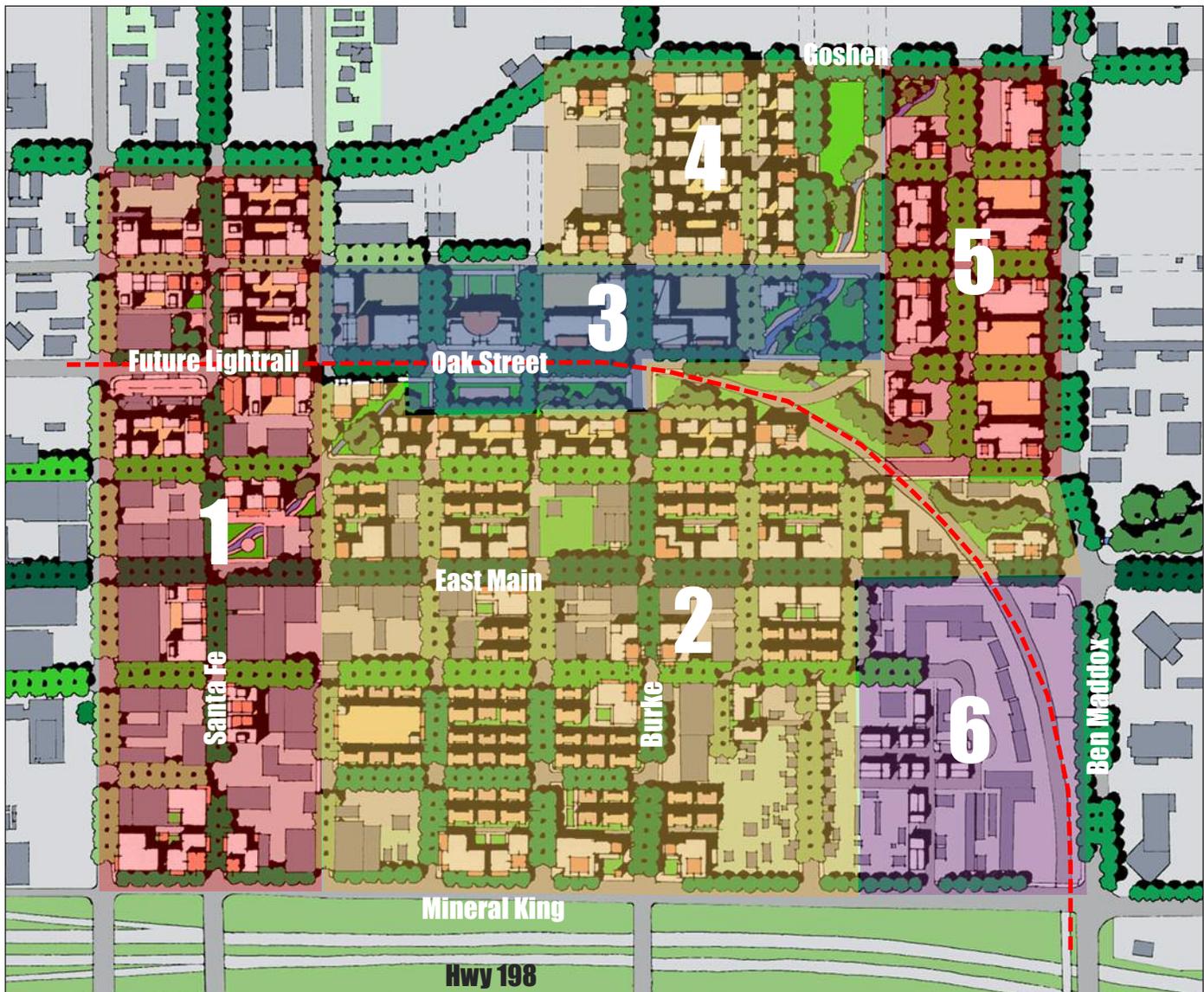
### Potential Partners

Goal: To create opportunities for other public agencies and private sector partners to benefit from co-locating in the Civic Center District.

### East Downtown Strategic Plan Context

This land use concept below is from the East Downtown Strategic Plan. It indicates six districts, including the Civic Center (3). These include:

- 1 Santa Fe Commercial Mixed-use
- 2 East Main Residential Mixed-use
- 3 Civic Center District
- 4 Central Park Residential Mixed-use
- 5 Ben Maddox Business Center
- 6 Service Commercial



**Future East Downtown Land Use Context for Civic Center**

Below: Sketch of plaza and Mill Creek trail entry to downtown



- Principle 1: The Master Plan should anticipate including other interested public agencies in separate buildings or as tenants.
- Principle 2: Private sector investment should be anticipated as an integral part of the Civic Center District.
- Principle 3: Shared facilities, such as parking and infrastructure, should be featured in the Civic Center Master Plan.

**2.2 Design Concepts**

Design concepts consider the Civic Center’s location and role in Central Visalia, block shape and dimensions, overall urban design concepts, and building design concepts.



## Section 2: Urban Design Concepts

### East Downtown Strategic Plan Context

Organizational planning and design concepts for the Civic Center come from the East Downtown Strategic Plan and Civic Center Plan process. At the time of the preparation of this report, the City was in the process of developing an Infrastructure and Parks Plan for East Downtown. The Infrastructure and Parks Plan is refining park design, block configurations and street design.

The Civic Center is a critical addition to the East Downtown land use program. It is an important symbol for the City's aspirations and commitment to downtown. It creates a place that is central to the region - as part of a transit hub, integrated into a vibrant urban center, and as a catalyst for commercial and cultural investment.

### Block Structure

The three blocks containing City facilities in the Civic Center are bounded by Tipton, Oak, Burke and School Streets. Block 4 to the east of Burke Street is for use by another governmental, institutional or private sector partner. Block 5 was part of the park system and initially was a location for cultural facilities, later relocated as part of the Infrastructure and Parks Plan.

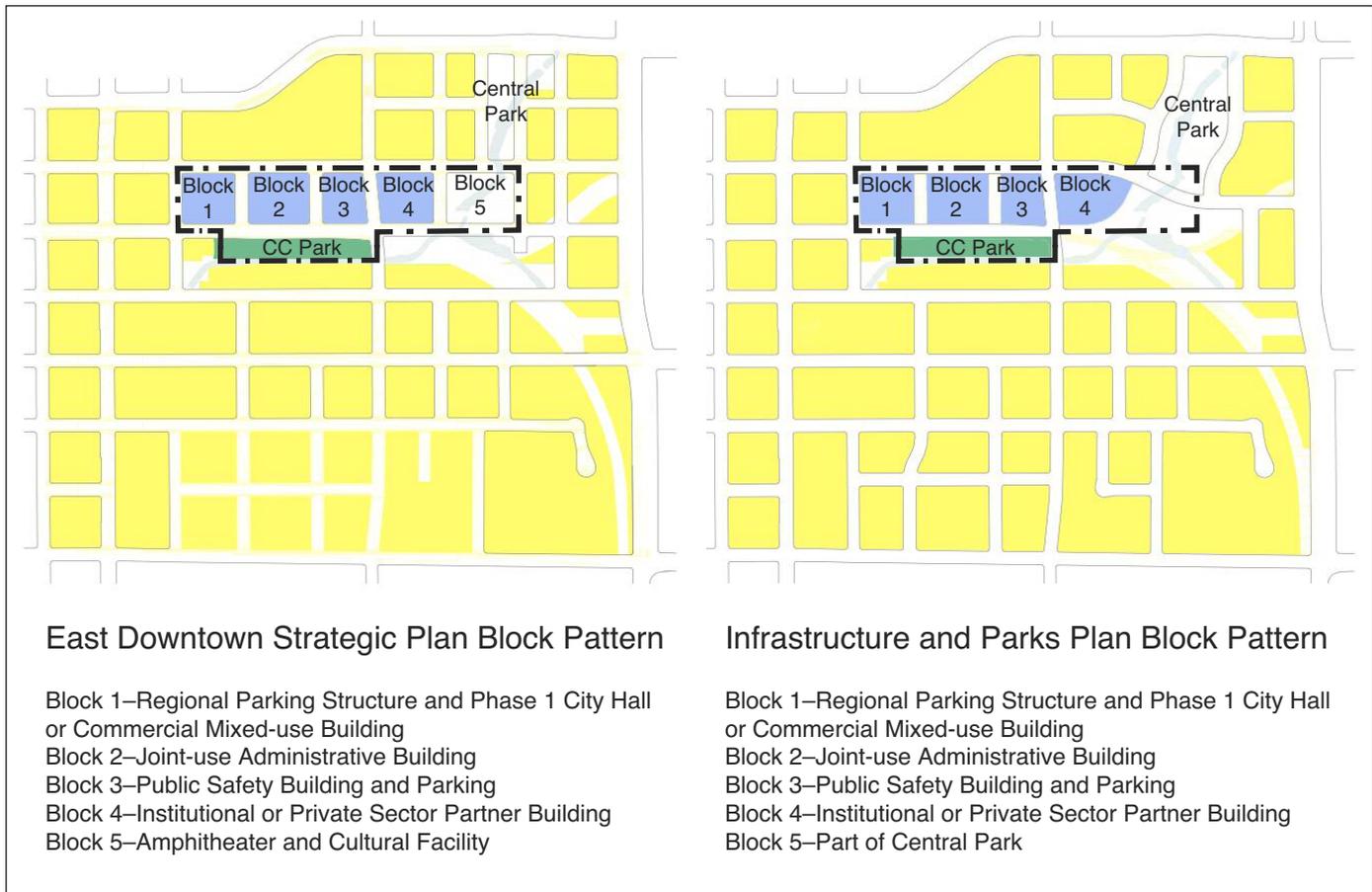
The block sizes are determined by several factors. From an urban design perspective, extending the city grid through the Civic Center better knits it into East Downtown while making it possible for incremental development of facilities and parking. There are some other external constraints that limit and dictate block di-



Above: Oak Street extension view from Burke Street

## Block Structure

The diagrams below compare block patterns between the East Downtown Strategic Plan and the Infrastructure and Parks Plan. The Infrastructure and Parks Plan modifies the shape of Block 4 and eliminates Block 5. Blocks 1, 2 and 3 are the location of public buildings facing Civic Center Park.





Above: School Street extension area view from west

## Block Size

The diagram below reflects critical dimensions for Blocks 1, 2 and 3. Overall dimensions for area bounded by Oak, Tipton, School and Burke Streets are 259' x 941' (from Infrastructure and Parks Plan 11-8-07). The regional parking structure is located 90' south of School Street with overall dimensions of 315'-6" x 125' (from WRNS 5-7-07 study).

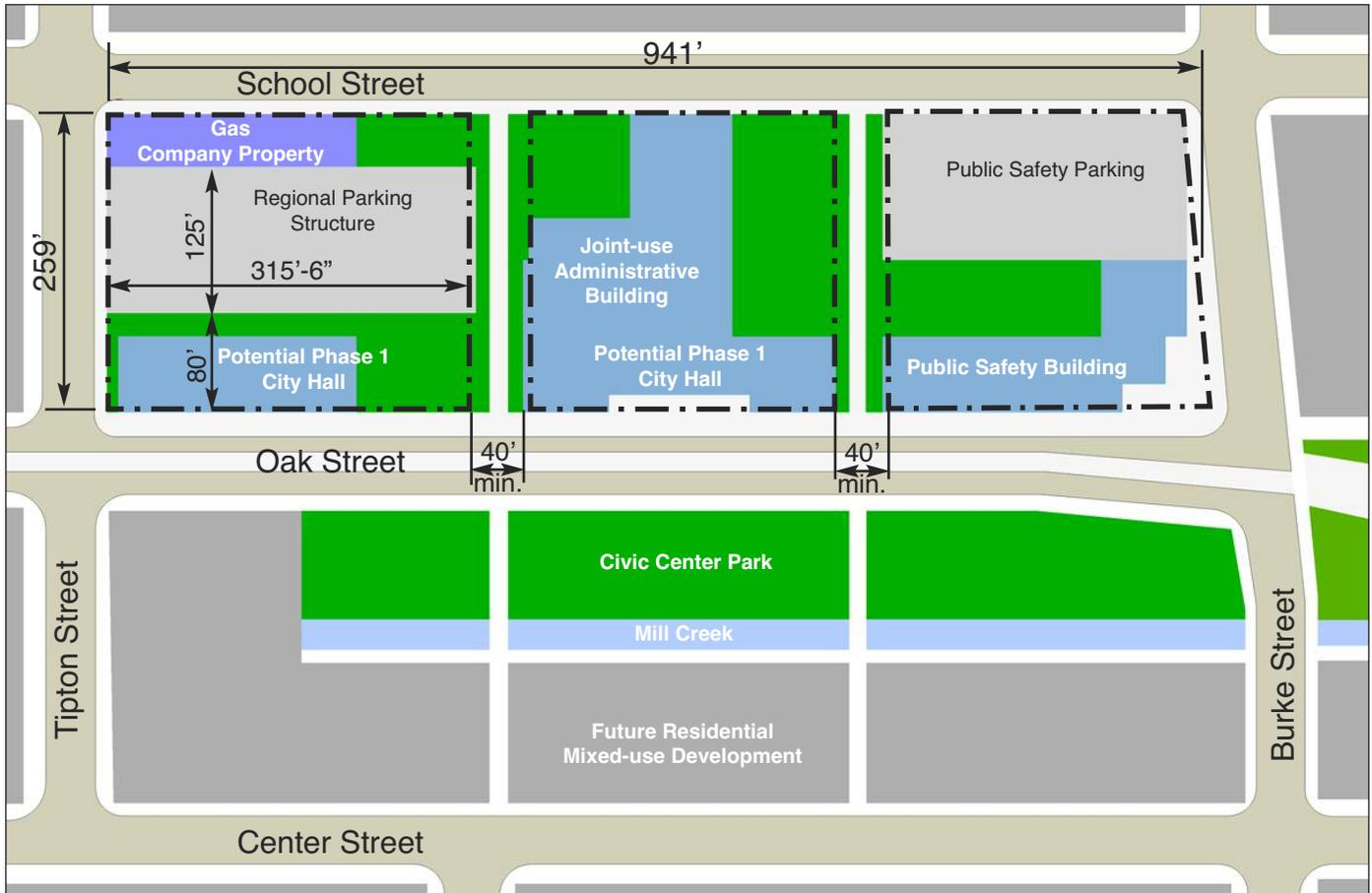
mensions. The Gas Company property on the northern portion of Block 1 uses 90' of the block. Below that a parking structure footprint of 125' x 315'-6" is required with a minimum 80' setback from Oak Street for the Phase 1 City Hall or commercial mixed-use building. At least 40' is required between blocks for building separation and site pedestrian access. The design of the street and relationship with the existing railroad line may still be modified. However, the overall block sizes need to be maintained as to not compromise the function of parking, building floor plans and open spaces.

### Urban Design Concepts

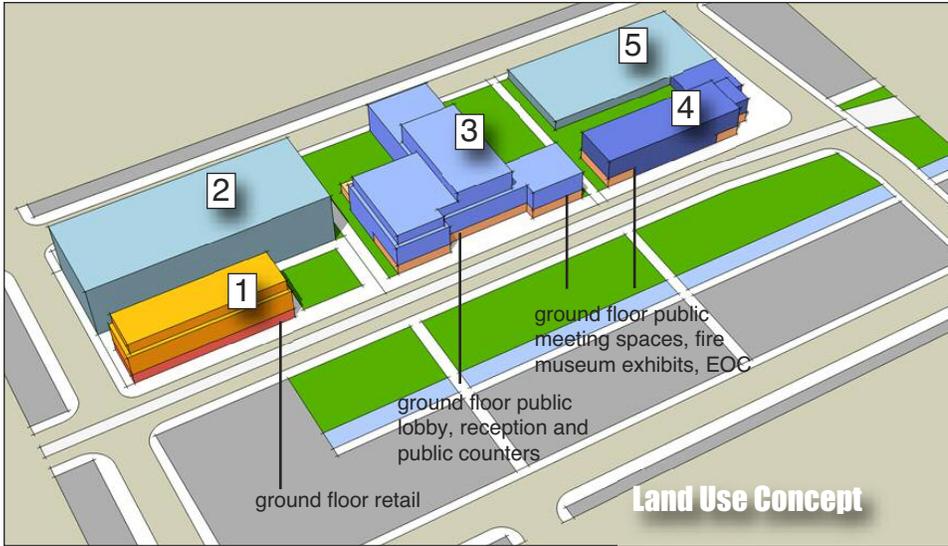
As the Civic Center is built out over the coming years, each building needs to contribute to the district's open spaces, pedestrian walking edges, streetscape, park design, ground floor land uses and sustainability objectives. On page 16 and 17 are six urban design concepts: They include:

- Land use;
- Massing and building articulation;
- Art in Public Places;
- Open space;
- Pedestrian circulation; and
- Vehicle circulation.

**continued on page 19**



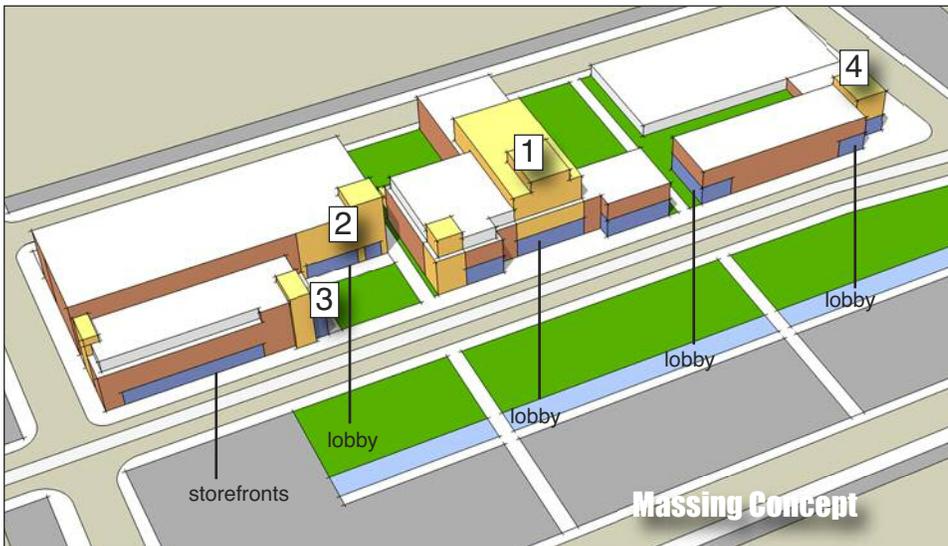
## Section 2: Urban Design Concepts



### Land Use

This diagram illustrates the location of Civic Center land uses. The land use diagram emphasizes pedestrian-friendly uses be located on the ground floor of buildings facing Oak Street and Civic Center Park.

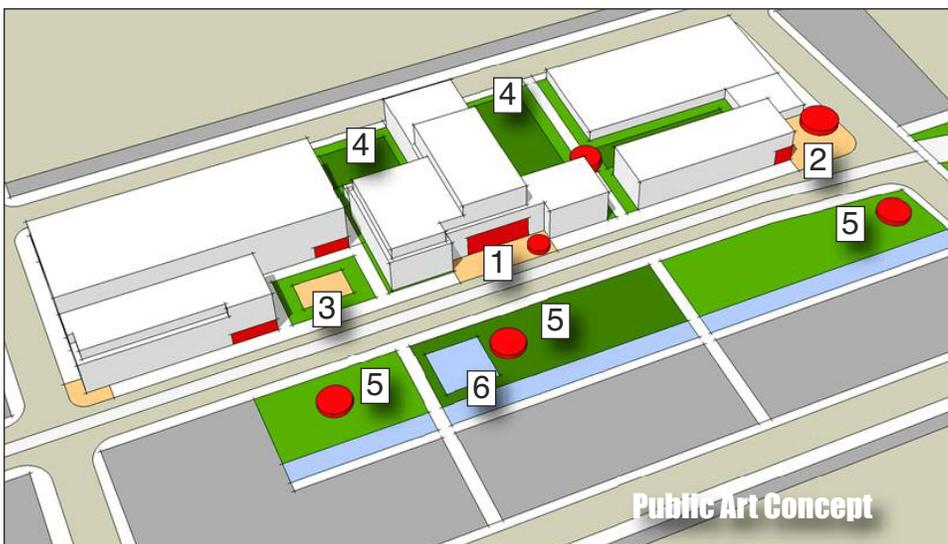
- 1 Phase 1 City Hall/Commercial mixed-use
- 2 Regional parking structure
- 3 Joint-use administrative building
- 4 Public safety building
- 5 Public safety building parking



### Massing Design Features

The Master Plan identifies a set of design features (yellow) that represent functional and symbolic importance. Massing concept also reinforces a three-story streetwall base (brown) and a transparent building edge (dark blue).

- 1 Central iconic design feature for joint-use administrative "community boardroom building"
- 2 Parking lobby
- 3 Phase 1 City Hall or Commercial office lobby
- 4 Public safety building lobby



### Art in Public Places

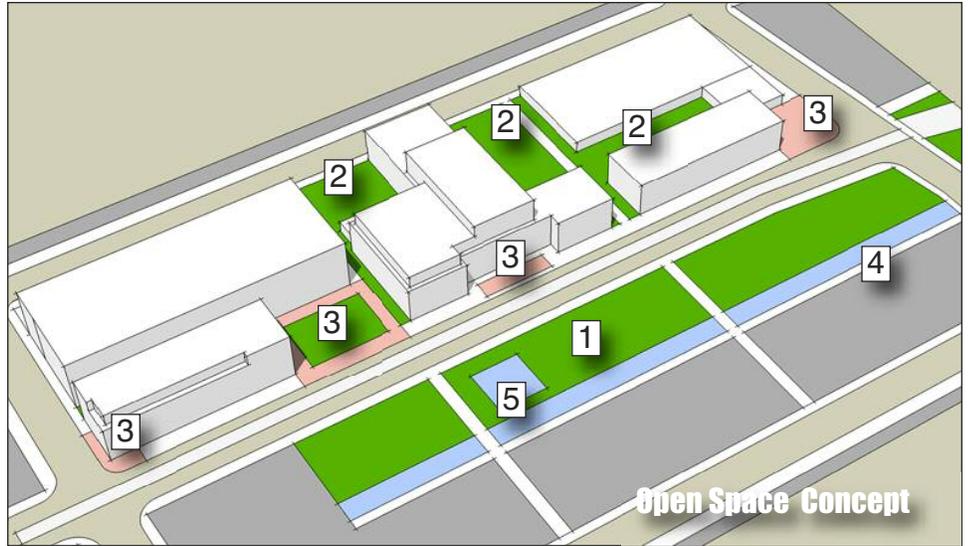
The community desired to include a public art program in the Civic Center. The diagram indicates locations for public art in lobbies, courtyards and Civic Center Park.

- 1 Joint-use administrative building lobby and entry plaza
- 2 Public safety building plaza and lobby
- 3 Phase 1 City Hall/Commercial office building/parking structure lobby and plaza
- 4 Civic Center courtyards
- 5 Civic Center Park
- 6 Water feature

### Open Space

Integrated and programmed open space is a key defining element in the master plan. This includes entry plazas, courtyards and Civic Center Park. These connected spaces provide for a variety of social and active outdoor places.

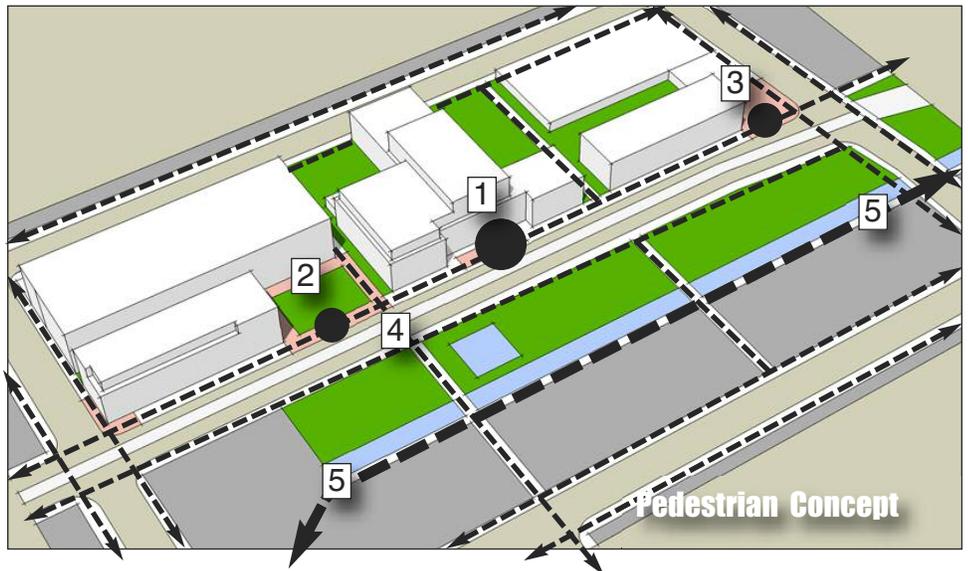
- 1 Civic Center Park (fore-park for Community Boardroom Building)
- 2 Courtyard spaces
- 3 Building entry plazas
- 4 Mill Creek trail
- 5 Water feature



### Pedestrian Circulation

The Civic Center is a connection point for Central Visalia's open space, trail, and transit routes. Building and parking structure lobbies are important origins and destinations for pedestrians.

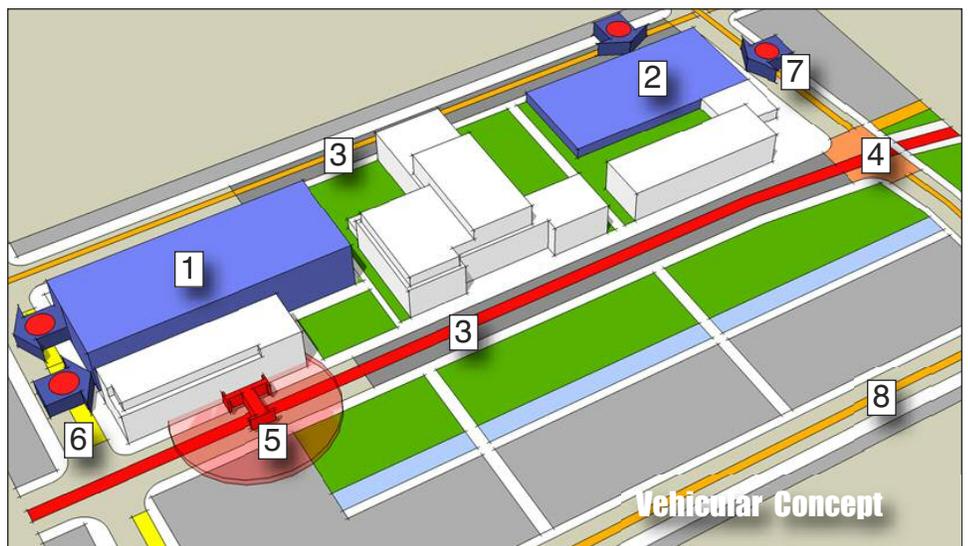
- 1 Joint-use administrative building lobby
- 2 Regional parking structure lobby and office building lobby
- 3 Public safety building lobby
- 4 Oak Street pedestrian crossing (dependent on railroad and right-of-way negotiations)
- 5 Mill Creek trail



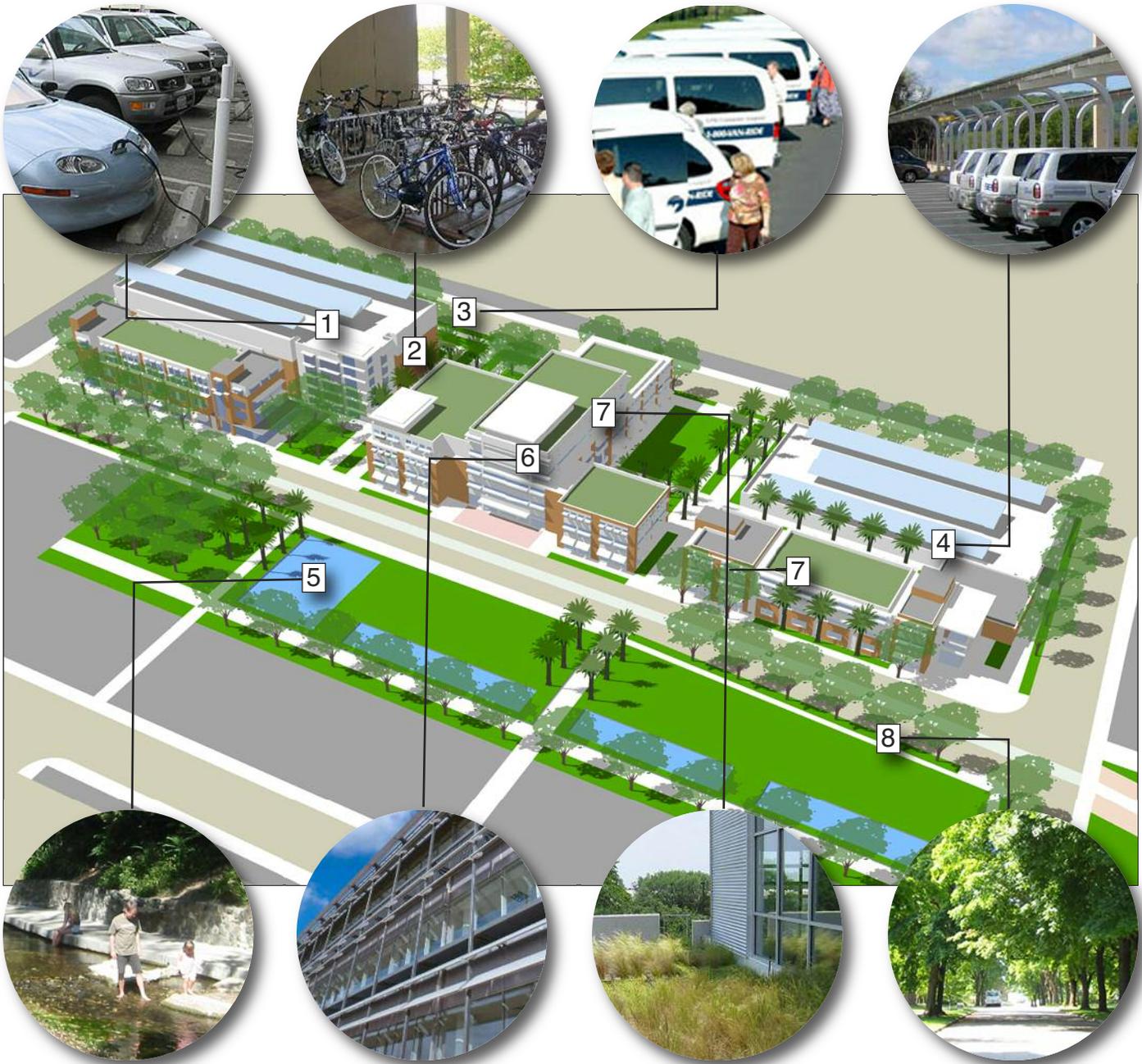
### Vehicular Circulation

The Civic Center completes an urban downtown circulation system and parking for both Civic Center and Santa Fe commercial uses (accessed from School, Burke and Tipton Streets).

- 1 600 + space parking structure
- 2 150 space public safety parking structure
- 3 New Oak and School Street extensions (dark gray)
- 4 New railroad crossing
- 5 Future transit stop
- 6 Diagonal parking on Tipton (yellow)
- 7 Bike and pedestrian trailhead
- 8 Bike lanes (orange lines) on Center, Burke and School Streets



## Section 2: Urban Design Concepts



## Sustainability

The Civic Center Master Plan assumes the Public Safety and Joint-use Administration Buildings will be developed to meet the U.S. Green Building Council's Silver LEED rating. Sustainable design best practice features extend to site planning and infrastructure design. Representative sustainable design elements include:

- 1 Recharging stations for electric and hybrid plug-in vehicles and City fleet
- 2 Bike and shower facilities
- 3 Vanpool and carpool parking
- 4 Solar voltaic shade structures
- 5 Groundwater recharge and stormwater quality enhancements through design of Mill Creek and park water features
- 6 Sun screens for south facing facades and extensive use of daylighting in buildings
- 7 Green roofs on public administrative buildings
- 8 Street tree and park tree canopy to reduce heat island effects

Sustainability

The City Council has made an investment in sustainable planning, design and management practices. Both of the new police substations include substantial sustainable design features. These policies carry over into the Civic Center with an overall objective of creating public facilities that meet the U.S. Green Building Council’s Silver LEED rating, or higher. The diagram on page 18 illustrates potential sustainable design features that can be included in the development of the Civic Center.



*Above and Below:*

*The Master Plan building design concepts consider both external urban design objectives and internal building program objectives and their influence on:*

- *Building lobby locations;*
- *Ground floor land uses;*
- *The relationship between indoor and outdoor spaces;*
- *Vertical building circulation location;*
- *The location of common building spaces (lobbies and meeting spaces); and*
- *Each building’s shape and architectural articulation.*

Building Design Concepts

Blocks 1, 2 and 3 include three buildings and two parking facilities. The Master Plan building design concepts consider both external urban design objectives and internal building program objectives. This influences the building’s lobby locations, ground floor land uses relationships with outdoor spaces, vertical building circulation, and the relationship between common building spaces (lobbies and meeting spaces) and the articulation of the building massing.

Building design concepts for the three blocks are outlined on pages 20-21.

**2.3 Phase 1 Concept**

The first phase of Civic Center development is intended to support space needs for Visalia’s 130,000 population. Besides providing administrative office space, there are several other objectives. These include:

- Using the City’s space needs as a catalyst for private sector investment in the East Downtown;
- Initiate development of roadway and park projects; and
- Provide public parking for commercial mixed-use and office development in the Santa Fe corridor.

Phase 1 Development Program

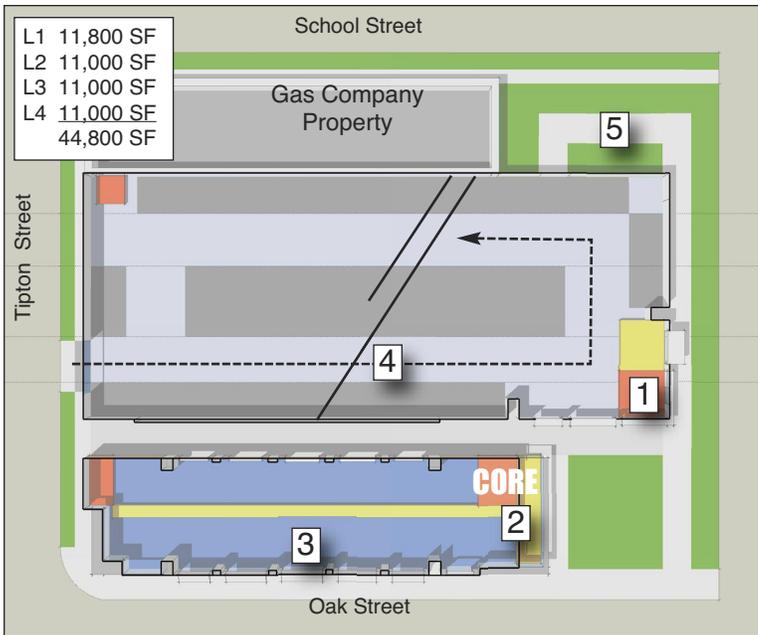
The first phase includes development of the Phase 1 City Hall (44,800 SF) and the Public Safety Building (44,000 SF). The expense of parking structures is delayed to future phases. There are three surface lots providing over 400 spaces. The 88-space lot next to the Public Safety Building is dedicated to the Police and Fire Departments’ exclusive use. This lot includes six-40’x12’ spaces for large vehicles and equipment. The Public Safety lot is programmed to be expanded with a 150 space garage in a later phase.

***continued on page 22***



**Civic Center Park Massing Elevation**

## Section 2: Urban Design Concepts



### Phase 1 City Hall or Commercial Mixed-use Building and Regional Parking Structure

Block 1 has a major parking facility with an Phase 1 City Hall or commercial mixed-use building of 44,800 SF facing Oak Street and Civic Center Park. The parking structure serves both the Civic Center and private development and the Santa Fe Commercial Mixed-use district one block to the west. This structure will provide parking for between 680 (at 6 levels) and 820 cars (at 7 levels).

This block is intended to be phased. The Phase 1 City Hall or commercial mixed-use building is to be built as either a public building for the City's interim use while the financing for the Joint-use Administration Building is organized or as a private sector commercial mixed-use building. If the building is used as the Phase 1 City Hall, it would later be sold or leased and include retail and pedestrian-oriented uses on the ground floor and office uses above.

### Potential for Alternative Configurations

On the northern portion of the block are property and facilities owned by the Gas Company. This constrains the depth of the block for the Phase 1 City Hall or commercial mixed-use building. If the Gas Company property cannot be acquired, other site configurations may be explored that provide higher functioning space or easier phasing for the parking structure construction.

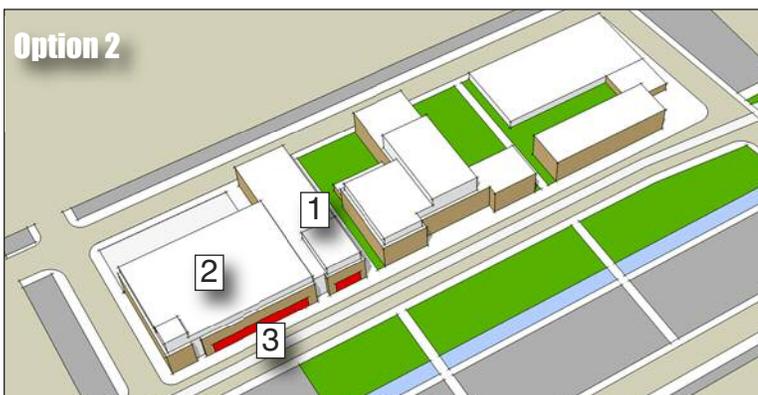
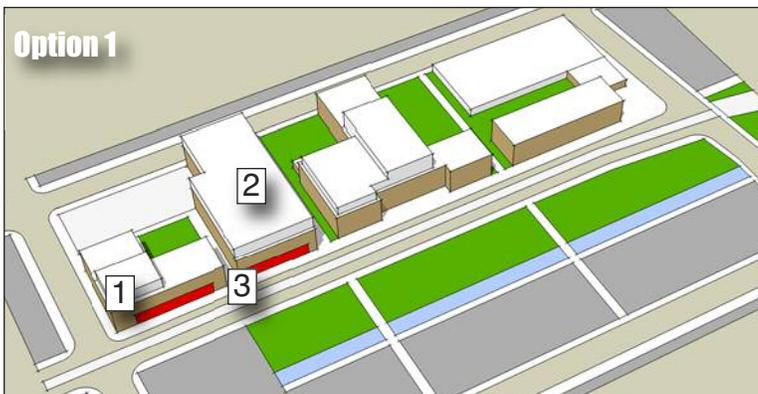
Left:

**Option 1:** Corner three-story office/retail building with smaller garage

**Option 2:** Smaller corner parking structure with Phase 1 City Hall or Commercial Mixed-use building facing park and Joint-use Administrative Building

### Joint Administrative Building Ground Floor Activities

- 1 Parking elevator lobby
- 2 Phase 1 City Hall or commercial mixed-use building lobby
- 3 Office/retail space
- 4 Parking structure
- 5 Courtyard



- 1 Phase 1 City Hall or Commercial Mixed-use Building
- 2 Parking structure
- 3 Ground floor retail

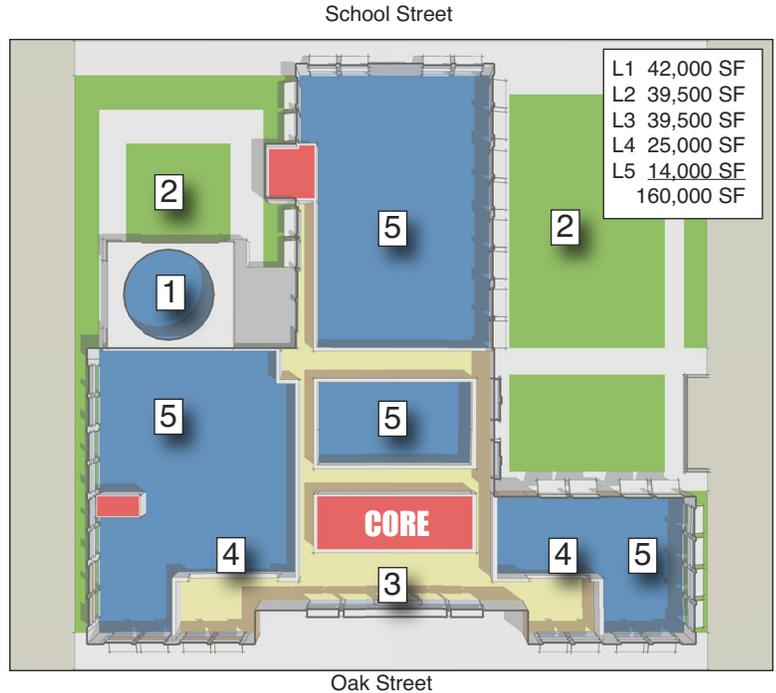
## Visalia Civic Center Master Plan



**Block 2**

### Joint-use Administration Building (Community Boardroom Building)

This is the primary community facility to be located in the Civic Center. It combines City Hall activities and similar administrative and executive uses of another institutional partner. The five-story building steps down towards adjacent buildings with landscaped accessible roof terraces. Estimated to be 160,000 SF, this building would be built as part of the second phase of the Civic Center development program.



### Joint Administrative Building Ground Floor Activities

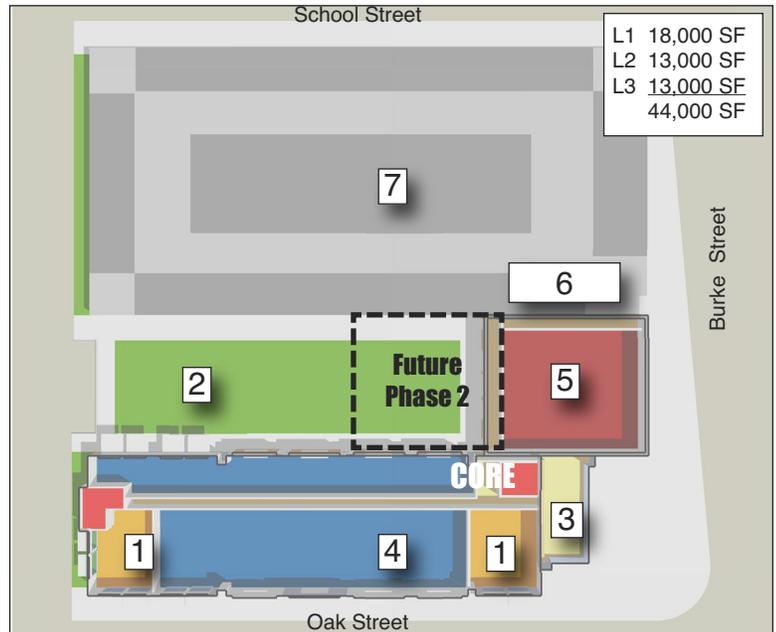
- 1 Community Boardroom
- 2 Courtyard spaces
- 3 Building lobby
- 4 Public service counters
- 5 Administrative office spaces



**Block 3**

### Public Safety Building

The Public Safety Building will house administrative office space for the Police and Fire departments. The three-story building also includes several specialized spaces including detention, evidence storage and the Emergency Operations Center (EOC). The building includes parking for 150 vehicles in a high-bay two-level parking structure accessed from School and Burke Streets. The initial, phase is assumed to be 44,000 SF with a future phase of 11,175 SF to support Visalia's 200,000 population.



### Public Safety Building Ground Floor Activities

- 1 Meeting and training spaces/EOC
- 2 Courtyard spaces
- 3 Building lobby
- 4 Administrative office space
- 5 Detention/Evidence storage
- 6 Sallyport
- 7 Parking structure

## Section 2: Urban Design Concepts

### Public-Private Approach

In the event the City Hall on Block 1 is to house City activities as an interim location, it will be a publically funded and then leased or sold to the private sector for office and ground floor retail in Phase 2.

### Initiating Civic Center Park

This phase also initiates the development of Civic Center Park by defining the park edges and basic connections. Later phases may include enhancements to Mill Creek trail, water features, public art and more extensive landscaping.



### Phase 1 Site Plan

The first phase of investment for the Civic Center is illustrated in these two diagrams (the plan view to the left and oblique view above).

- 1 Public Safety Building
- 2 Public Safety interim surface lot
- 3 Temporary surface parking lot
- 4 Phase 1 City Hall
- 5 Temporary surface parking lot
- 6 Initial park improvements
- 7 Extension of Oak and School Streets

# Section 3: Cost and Financing Summary



*Calabasas, California City Hall and Library*

*Year: Completed 2008*

*Size: 60,000 SF on a 1-1/2 acre site*

*Construction Cost: \$36.5M Guaranteed Maximum Price (2006)*

*SF Construction Cost: \$610/SF*

*Project Cost Estimated: Currently \$41.5M with some expected additional costs, \$692/SF to \$715/SF*

The Civic Center is located on a portion of approximately 40 acres of railroad property and vacant land purchased by the City. The East Downtown Strategic Plan generally apportioned this land in quarters for civic center, open space, commercial uses and residential uses. Managed as an asset, the City and Redevelopment Agency are using this land to fulfill economic development and civic ambitions. The Civic Center is an investment that will spearhead East Downtown's reinvention.

## 2.1 Development Cost Summary

The Master Plan uses a "cost plan" approach to assisting the City manage the development budget. This approach establishes budgets and assumptions that can be updated and refined in the design process to inform financing and design of infrastructure parks and buildings.

### Key Components to Preparing a Cost Plan

There are several key cost components to be managed in the design and development process. It is important to track all of these cost components. Often, there is a misunderstanding about what a city needs to budget for. The construction cost of a building is much less than a total project cost that would include tenant improvements, furniture, and site enhancements, infrastructure and "soft costs" (fees, design, financing, relocation budgets and non-construction costs) necessary to develop the Civic Center.

For example, the construction of a public safety building would be around \$200/SF for the "shell and core" (exterior walls and roofs, common corridors/spaces, stairs and elevators). If built all at once, the 55,575 SF Visalia public safety building shell and core cost would be about \$11M. However, when you add tenant improvements, sustainable design enhancements, site development, infrastructure, parking structure, soft costs and contingencies, the cost planning for the public safety should be closer to \$38.0M. Time has to be considered too. In California, construction costs are going up about 5% each year. So, this year's costs will be 5% higher next year.

Here are some key definitions:

- Site Development—*These are costs related to landscaping, driveways, sidewalks, grading, and other site preparation and development activities.*
- Shell and Core—*This includes construction of the exterior of the building (walls, windows, doors, roof systems), core environmental systems (shared plumbing, HVAC, electrical), and common circulation (corridors, lobbies, elevators stairs).*

### Section 3: Cost and Financing Summary

- Tenant Improvements—Often called “T.I.’s”, this includes all the internal corridors, walls, environmental systems and ceiling and floor coverings that are added to the building to support each tenant space.
- Specialities—Specialities include costs associated with unique spaces and FF&E (fixtures, furniture and equipment). For example, the City Council Chamber is a space that would need special AV, furniture and other types of improvements.
- Sustainable Building Factor—The City Council requested the Civic Center development employ sustainable construction and management features. The Cost Plan assumes a Silver LEED rating which adds about 3% to the initial construction cost.
- Parking Structure—There are two parking structures in the Civic Center. They support the use of the buildings and become part of the overall development costs.
- Infrastructure—The buildings in the Civic Center need to be served by roads, utilities, open space, and streetscaping. Infrastructure design and related costs will be refined by the East Downtown Infrastructure and Parks Master Plan.
- Project Soft Costs—Soft costs for the Civic Center are assumed to be about 22% of the construction costs. This includes architecture and engineering fees, construction management fees, and other legal and City expenses.
- Contingency—The Cost Plan also includes a contingency to make sure there is budget to cover any unintended expenses. The contingency for the Civic Center is 15%.

#### Cost Plan

The master planning team cost consultant prepared two estimates. The first was in 2005 and the second in 2007. The Cost Plan uses the unit costs (i.e., square foot costs and other “cost units”) from the 2007 estimate. The Cost Plan has been broken in to two summaries. These include the potential costs for the first phase of the Civic Center and costs for future facilities.

#### Phase 1 Cost Plan (page 25 and 26)

The initial phase of development assumes the program identified in Section 2 of the the summary report. This means the block structure, initial improvements to Civic Center Park, the Public Safety Building, Phase 1 City Hall building and surface parking lots will be developed. If developed on Block 1, it would be assumed to be an interim office solution using commercial specifications. If developed as the first part of the Community Boardroom Building on Block 2, then the project would include a council chambers/community boardroom and assume higher cost institutional specifications, sustainable design premium and furniture.

#### Phase 2 Cost Plan

The second phase development would include development/completion of the 160,000 SF Joint-use Community Boardroom Building, second phase of the Public Safety Building and Block 1 and Block 3 parking structures. Cost of 47.5% of



Milpitas, California City Hall

Year: 2002

Size: 68,626 SF, 180 employees, four stories, underground parking

Building Construction Cost (excluding garage): \$27M, \$403/SF

Sitework Cost: \$2M

Garage Cost: \$4M

Total Project Cost: \$38.5M

## Phase 1 City Hall–Block 1 Option

### Cost Plan Assumptions

- Includes site development costs
- Medium level of interior and exterior finish
- 60% private, 40% open office
- Furniture (\$1,500 per person–
- “Green Building Factor”–Silver LEED Rating (3% of building costs)
- Includes “soft costs”
- Professional fees (architectural, engineering, construction management)
- Relocation allowance
- Legal and inspection
- 15% construction and owner contingencies
- Parking at 3/1,000 GSF

### Phase 1 Cost Plan (2007 costs)

#### Block 1: Phase 1 City Hall and Surface Parking Lot

Site Development	\$15/SF x 66,900 SF =	\$1.00M
Shell and Core	\$190/SF x 44,800 GSF =	\$8.51M
Tenant Improvements	\$125/SF x 35,800 NSF =	\$4.48M
Specialties	NA	
Surface Parking	120 spaces x \$4,000/space =	<u>\$0.48M</u>
<i>Construction Cost Subtotal</i>		<i>\$14.47M</i>
Project Soft Costs	\$14.47M x .22 =	\$3.18M
Contingency	\$17.65M x .15 =	<u>\$2.65M</u>

**Block 1 Subtotal** **\$20.30M**

#### Block 2: Surface Parking Lot

Site Development	78,000 SF x 15/SF =	\$1.17M
Parking	204 spaces x \$4,000/space =	<u>\$0.82M</u>
<i>Construction Cost Subtotal</i>		<i>\$1.99M</i>
Project Soft Costs	\$1.99M x .22 =	\$0.44M
Contingency	\$2.86M x .15 =	<u>\$0.43M</u>

**Block 2 Subtotal** **\$2.86M**

#### Block 3: Public Safety Building and Surface Parking Lot

Site Development	75,000 SF x \$15/SF =	\$1.13M
Shell and Core	\$197/SF x 44,000 GSF =	\$8.67M
Tenant Improvements	\$228/SF x 35,200 NSF =	\$8.03M
Specialties	140 staff x \$1,500 =	\$0.21M
Parking	88 spaces x \$5,000/space =	<u>\$0.44M</u>
<i>Construction Cost Subtotal</i>		<i>\$18.47M</i>
Project Soft Costs	\$18.47M x .22 =	\$4.06M
Contingency	\$22.53M x .15 =	<u>\$3.38M</u>

**Block 3 Subtotal** **\$25.91M**

**Phase 1 Subtotal without Infrastructure and Park Costs** **\$49.07M**

## Phase 1 City Hall–Block 2 Option

### Phase 1 Cost Plan (2007 costs)

#### Block 1: Surface Parking Lot

Site Development	53,000 SF x 15/SF =	\$0.80M
Parking	150 spaces x \$4,000/space =	<u>\$0.60M</u>
<i>Construction Cost Subtotal</i>		<i>\$1.40M</i>

Project Soft Costs	\$1.40M x .22 =	\$0.31M
Contingency	\$1.71M x .15 =	<u>\$0.26M</u>

**Block 1 Subtotal** **\$1.97M**

#### Block 2: Phase 1 City Hall and Surface Parking Lot

Site Development	\$15/SF x 66,900 SF =	\$1.00M
Shell and Core	\$254/SF x 48,600 GSF =	\$12.34M
Tenant Improvements	\$229/SF x 35,800 NSF =	\$8.20M
Specialties		
FFE	157 staff x \$1,500 =	\$0.24M
Lobby	3,000 SF x \$100/SF =	\$0.30M
Boardroom	3,800 SF x \$250/SF =	\$0.95M
Surface Parking	120 spaces x \$4,000/space =	<u>\$0.48M</u>
<i>Construction Cost Subtotal</i>		<i>\$23.51M</i>

Project Soft Costs	\$23.51M x .22 =	\$5.17M
Contingency	\$28.68M x .15 =	<u>\$4.30M</u>

**Block 2 Subtotal** **\$32.98M**

#### Block 3: Public Safety Building and Surface Parking Lot

Site Development	75,000 SF x \$15/SF =	\$1.13M
Shell and Core	\$197/SF x 44,000 GSF =	\$8.67M
Tenant Improvements	\$228/SF x 35,200 NSF =	\$8.03M
Specialties	140 staff x \$1,500 =	\$0.21M
Parking	88 spaces x \$5,000/space =	<u>\$0.44M</u>
<i>Construction Cost Subtotal</i>		<i>\$18.47M</i>

Project Soft Costs	\$18.47M x .22 =	\$4.06M
Contingency	\$22.53M x .15 =	<u>\$3.38M</u>

**Block 3 Subtotal** **\$25.91M**

**Phase 1 Subtotal without Infrastructure and Park Costs** **\$60.86M**



*Tracy Civic Center Expansion*

*Date: Bid 2003, completed 2007*

*Size: 44,000 SF, landscaping and parking, 150 seat City Council chamber*

*Construction Cost: \$25.7M, \$548/SF*

*Funding: 83% funded by developer fees from past 19 years*



*City of Corona's New City Hall*

*Year: Bid 2005*

*Size: 133,000SF, 3 stories, 2 acres of town green, parking*

*Features: 240 seat City Council chamber*

*Construction Cost: \$33M*



*City of Sacramento Administration Building*

*Year: 2007 completion*

*Size: 267,000 SF, underground parking, restored historic city hall*

*Construction Cost: \$60M, \$11M for historic city hall restoration*



*Cathedral City Civic Center: City Hall and Police Station*

*Year: Bid 1997*

*Size: 68,140SF*

*Construction Cost: \$14M*

Block 2 and 228 parking spaces in the Block 1 garage would be assumed to be financed by the joint-use partner. In-lieu parking funds would be used to finance 204 spaces in the Block 1 garage.

#### Managing Costs

Keeping costs under control during the development process requires an active approach with designers. The City should use the cost planning approach to bracket costs and get cost estimates during the design and contract document phases of each project. The City Council should request regular updates on the cost planning.

## **2.2 Potential Financing Summary**

The City has been setting aside funding for the Civic Center through development fees, opportunity funds and actively managing their real estate to support community economic development and service objectives.

#### Asset Management

The City has a variety of real estate holdings in the downtown and East Downtown. There are 20 Agency and City-owned properties. Some of these properties can be put to use through sales or leasing to create a revenue stream to help the City pay for implementation of the Civic Center infrastructure, parks and buildings. Opportunity sites' values were evaluated in 2005 based on appraisals, sale listings and reported sales. In spite of the real estate slump in 2007-2008, land values are likely to increase over time and benefit from continued reinvestment in downtown and rezoning of East Downtown sites.

#### Near Term Opportunity Sites

In 2005, sites were analyzed for their potential contribution to funding the Civic Center. These included sites that could be made available within the next five years and had an estimated value of \$7.19M - \$9.46M. The existing East and West City Hall sites are included in the near term sites. This value could be realized by their sale or by using rent revenue to pay for bond financing or internal loans.

#### Long Term Opportunity Sites

Beyond the six-year time frame, there are other sites that could be made available for helping finance the second phase of the Civic Center. In 2005, these remaining sites were valued at \$3.28M - \$3.66M.

#### City Funds

The City has a variety of dedicated and discretionary funds available for financing the Civic Center. Measure T and Public Safety Impact Fees are intended to be used on public facilities. Capital Improvement Program (CIP) can be dedicated to the Civic Center including Public Safety Building CIP and General Fund CIP sources. Other dedicated funding sources include Designated Reserves and Leveraged Rent. Certificates of Participation or Lease Revenue Bonds could be used to fund the Civic Center. These could be repaid through annual lease payments. The City currently charges itself monthly rent for existing facilities.

#### Sharing Costs with Partners

The Civic Center Master Plan assumes there will be both public and private sector partners involved in its implementation. If Phase 1 city hall development takes place on Block 1, it is assumed to be publically financed where the City uses the office space in the building as an interim office solution to initiate the Civic Cen-

### Section 3: Cost and Financing Summary

ter, free up the City Hall East and West sites for asset management, and then sells or leases the building in Phase 2. The Joint-use Administrative Community Boardroom Building is intended to be shared with other institutional partners for improved access to public services, increase efficiency and civic presence. The City will need an estimated 84,000 SF of administrative office space for a population of 200,000. That means 76,000 SF in the 160,000 SF building can be made available for partners.

The East Downtown Strategic Plan recommended that parking in the Civic Center be shared among commercial and public uses, even beyond the District. For example, commercial projects in the Santa Fe corridor can apply in-lieu parking fees to have access to parking facilities. The first phase will have a surplus of about 130 extra parking spaces that could support about 43,000 SF of commercial uses at 3 spaces/1,000 SF ratios. Later phases will have over 200 spaces that could be available for in-lieu funding in shared parking facilities.



*Emeryville City Hall*

*Year: Completed 2001*

*Size: New 15,000 SF administration, restored 7,500SF city hall*

*Construction Cost: \$6.8M*

# Acknowledgements

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