

City of Newark Newark Civic Center Feasibility Study

June 2016



ACKNOWLEDGEMENTS

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The Newark Civic Center Feasibility Study is built on the input and generous contributions of many City, Library and Community Participants

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The Project Management Team (PMT) was composed of the City Manager, the Assistant City Managers, the financial consultants, Public Financial Management, as well as the project architects, Group 4, Architecture, Research + Planning. The Project Management Team met regularly to develop initial needs assessments, conceptual programs, site capacity analyses, and conceptual site options that were reviewed with constituent groups including the Newark Executive Team and City Council.

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City Administration Building Under Construction - 1965



City Administration Building Today

INTRODUCTION

The City of Newark is a municipality of just under 45,000 people located along the southeastern edge of the San Francisco Bay. Incorporated in 1955, the City has grown steadily over the past 51 years into a diverse yet close-knit community supporting a wide range of industries and trades. Due to its central location along arterial transportation corridors and proximity to the centers of the Bay Area's booming technology industry, Newark is experiencing a new wave of development and growth, anticipating between 10,000 and 15,000 new residents within the next 20 years. In response to this accelerated growth, the City is prioritizing upgrades to community facilities and services to better meet the demands of Newark residents.

Responding to growing demand to broaden its recreation programming capabilities, the City built The Silliman Activity and Family Aquatics Center. Completed in 2000 and expanded in 2004, the center has been an extremely successful, providing extensive recreation and aquatics facilities and services for both Newark residents and residents of the eastern half of the South Bay.

While upgrades have also been made to the fire response infrastructure in the past 15 years, the buildings currently housing the Newark Police Department, Newark Library Branch, and Newark City Administration has remained relatively untouched since the early 1980s. These three facilities located at the intersection of Newark Boulevard and Thornton Avenue make up the Newark Civic Center. This eight-story administration building, erected in 1966, along with its 1982 annex, houses the City's administrative leadership and staff, and the Newark Police Department. Totaling just over 32,000 square feet, the facility suffers from functional limitations and life safety concerns, and has been subject of expansion and replacement strategies since 2000. Similar studies have occurred for the 15,000 square foot Newark Library, a branch of the Alameda County Library completed in 1983. Population growth and the resulting demand for increased library service has exceeded the functional capacity of the current facility.

With previous studies indicating the need for improvements to the current police, library and city administration facilities, concern with the safety and structural integrity of these core civic buildings, and their ever increasing maintenance costs, the City of Newark took action to evaluate methods to improve these essential civic services and generate the funding necessary to complete the improvements as soon as possible. In order to better understand the need, evaluate the existing facilities, and complete a conceptual design for the Civic Center, the City contracted with Group 4 Architecture Research + Planning, Public Financial Management, and Garavaglia Architects to complete a feasibility study. Beginning in June 2015, Group 4 and its subconsultants commenced a one-year collaborative process lead by the Newark City Manager's Office and guided by the administrative department heads, the Newark Police Department, the Alameda County Library, and the Newark Community to generate a new vision for the Newark Civic Center that meets the needs of the

community now and well into the future.

The process for this study is grounded in the findings of the needs assessment, first looking at the existing facilities and then evaluating the need based on population and City staff growth. Responding to the identified need, various potential sites across the City were evaluated both for capacity to house the required buildings and site elements, and against urban scale criteria. Once a preferred site was identified, a conceptual site option was developed and refined that embodies the input and direction provided by the City Council, the community, and city staff for the Civic Center vision. Simultaneous to the site option development, a cost model and funding strategy was established to provide a comprehensive feasibility study. The following report discusses each step of this process and details the key decisions and results.

PROGRAM VISION

More than a place to do the City's business, the Civic Center will be a source of pride and community identification. It will include a safe, efficient, customer-friendly office space of City administrative functions. Along with a police station and emergency dispatch center, the Civic Center will serve as a multi-function event space, Council Chambers, and a world class library, resulting in a place for lifelong enrichment.

DESIGN VISION

Contemporary Civic Centers function as destinations and community hubs instead of formal institutions connoting power and grandeur. The buildings and site elements are flexible and dynamic to serve a variety of uses and work together to make the Civic Center greater than the sum of its components. Efficiency and sustainability of all forms is embraced to provide a community benchmark for progress and demonstrate responsibility amidst limited resources. The Civic Center is an asset to the people; it is accessible to all and adaptable to reflect both long-standing and emerging community values. Civic pride is not generated by scale or finish but by excellent service and functionality that endures.



Newark Library- built in 1983

FEASIBILITY STUDY

NEEDS ASSESSMENT

Seeking to harness civic pride following Newark’s incorporation, the Newark Civic Center was one of the first priorities of the new city. Envisioned by Architect William Duquette, the Civic Center was designed to be a central community landmark with a multitude of civic facilities and services. Finished in 1966, the eight story administration and police building and the attached single story library towered over the regional bayside flatlands. Aside from the adjacent Civic Center Park, no other Civic Center facilities were built until 1983, when the site was revised by Master Architect Aaron Green, the library relocated to a new building in the rear of the Civic Center, and another annex expanded the administration building for the growing Newark Police Department. Since that time, very little work has been done on the Civic Center Campus to keep the facilities on pace with contemporary services and the growing needs of the community, leading to numerous operational, life-safety, and customer service deficiencies.

The need for improved facilities at the Civic Center has been evaluated and expressed in various studies since 1992, most recently the City of Newark Office Planning Study completed by Beverly Prior Architects in 2000 and the Newark Joint Library and Newark Library Services Enhancement Strategy studies completed in 2002 and 2006, respectively, by Anderson Brule Architects. All three studies called attention to the need for additional space for Civic Center functions to improve customer experience, community services, and City department operations. Additionally, attention was brought to structural deficiencies with the administration building that could inhibit the Newark Police Department from functioning and providing emergency response in the case of a seismic event. This feasibility study summarizes and updates the previous facility assessments to evaluate the ability for the current Civic Center to serve the evolving Newark community.



Newark Civic Center , 1966

FACILITY ASSESSMENT

As documented in the previous studies, the facilities at the Civic Center, as well as the site itself, as currently configured, have been at functional capacity for nearly a decade and can no longer be adapted to provide increased services or staffing. To identify the current challenges and opportunities of the existing buildings, each was evaluated based on five criteria: Functionality, Accessibility, Life-Safety, Building Systems, and Building Envelope. The Criteria are defined as follows:

- **Functionality:** How do organization and features of the building impact its operations? What does the building do or not do to support the core functions of the occupants?
- **Accessibility:** Is the building able to serve all occupants equally?
- **Life-Safety:** Does the building protect occupants and allow for proper egress in case of an emergency or disaster? Does the building meet the necessary structural and fire-safety requirements?
- **Building Systems:** Is the infrastructure of the building able to support its functions? Do the systems support the comfort of occupants?
- **Building Envelope:** What is the condition and integrity of the building's interior and exterior finishes? Are the building and its components enduring or deteriorating?

Due to the age of the Civic Center facilities, it is important to qualify that none of the buildings as originally built will, or should be expected to, conform with current codes and best practices. According to previous studies, each building either meets or exceeds the code requirements of the applicable era, thus allowing each facility to remain unimproved unless a major renovation or change of use occurs. Based on the findings of the needs assessments for the existing buildings and their poor conditions, all potential renovation options will be considered 'major renovations'. While not in violation of the state or local building code, the vast increase in seismic research and knowledge since the 1989 Loma Prieta and 1994 Northridge earthquakes, and resultant building codes have not been incorporated into the current police, library, and city administration buildings.



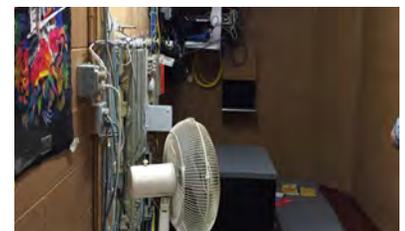
Functional - Newark Library



Accessibility - Newark Library



Life Safety - Newark Library



Building Systems - Newark Library



Building Envelope - Newark Library



Main Service Desk, Newark Library

Newark Library

The Newark Library is a single story, 15,000 square foot branch of the Alameda County Library system.

Since its construction in 1983, the building has undergone minimal modifications and lacks much of the modern infrastructure and spaces expected in a modern library. The large open volumes and unique plan are not naturally divisible to define specific uses; additionally, they make wayfinding difficult. While the open plan promotes an efficient use of space and general flexibility, poor overhead lighting - including heavily UV damaged skylights - and uncontrolled acoustics limit the functions within the library. Beyond the acoustics and lighting, the engineered building systems are at or near the end of their functional life cycle and should be replaced. Electrical and data infrastructure does not meet today's demand for digital content, and the building is not well conditioned.

With the exception of the restrooms, the library is relatively simple to make ADA compliant and the building structure has no obvious egregious deficiencies. The general integrity of the building's structure does not translate to its envelope and finishes as the roof, despite persistent maintenance, permits major water infiltration and interior and exterior finishes are extremely worn and outdated.



Main Service Desk, Newark Library

Despite the need for extensive maintenance and renovation, the largest issue with the existing library is its lack of space. The community demand for library service has exceeded the usable space, and library staff can no longer rearrange or add shelving and furniture to increase capacity. Space for programs and more specific activities is restricted to a single small meeting room, while demand is sometimes three or four times that capacity. Programs are often held in the middle of the library to accommodate more attendees, hampering other library functions and services.

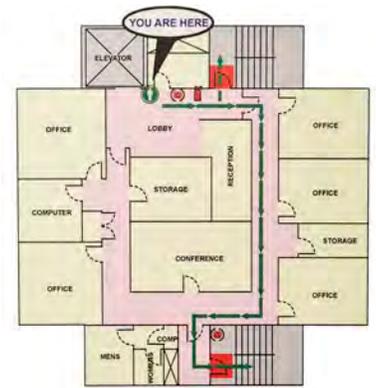
NEWARK PUBLIC LIBRARY FACILITY ASSESSMENT

15,000 SF
EXISTING FACILITY

FUNCTIONALITY	ACCESSIBILITY	LIFE-SAFETY	BUILDING SYSTEMS	BUILDING ENVELOPE
Services and programs are limited because of the inadequate size	Does not meet Title 24 accessibility code/nor ADA requirements	The building is over 30 years old, not based on current seismic or life safety standards	Infrastructure cannot support current technology, systems showing signs of aging	Distinctive design. Exterior envelope is failing and the interior finishes are worn

Newark City Administration Building and Annexes

The original facility in the 1966 Civic Center, the City Administration Building (CAB) is an eight story cast-in-place concrete tower that overlooks the City and surrounding communities. The tower primarily serves as the City’s administrative offices, with the second and basement floors currently occupied by the police department. Each floor of the tower is under 3,000 square feet in area with only 1,600 square feet of usable space per floor, as restrooms, an elevator, and stair cores occupy the remaining floor space. This distribution results in a 55% efficiency ratio (ratio of usable square footage to total square footage) - well below the generally accepted minimum ratio of 70% for buildings of any use. The inefficiency of the building as a whole directly impacts the effectiveness of customer service and staff operations, separating larger departments and forcing each floor to have a staff person to monitor public access.



Tower Floorplan

Access to the upper and lower floors of the tower is contingent on a sole elevator and two enclosed stairs. The elevator, which frequently goes offline, is the only accessible route for both the public and staff. The stairs do not conform to exiting codes and standards that allow for uninterrupted egress and areas of refuge for the disabled. Restrooms are also unevenly distributed among floors and are not ADA compliant except for the first floor restrooms. The council chambers, which is on the 6th floor of the tower, has no restrooms, forcing anyone participating in or attending a meeting to circulate downstairs for the nearest restroom.

The building systems are extremely inefficient. Mechanical systems are improperly zoned, leading to unbalanced use, and require heavy maintenance to keep operational. The electrical and data infrastructure requires updating to support additional technology while the plumbing system is failing.



Active programming example

Structurally, the tower is over-engineered compared to the applicable building code from 1966, but does not have the seismically resistant design of modern structures. The last structural analysis of the tower was completed in 1995 and bench marked the cast-in-place concrete structure against the 1991 building code; the analysis was completed using record drawings and readily visible observations of the construction. While deemed over-engineered, the analysis identified several seismic deficiencies relative to the 1991 code and identifies the building as not meeting the requirements of the Essential Services Seismic Safety Act of 1986. As mentioned, the building is not legally required to meet modern requirements, however as the City of Newark looks to improve its community services, public safety most critically, any essential service should achieve a structural integrity as defined by current code.

Overall, the tower is a unique building; the combination of the slender profile and inflexible concrete structure is unusual among typical building typologies. The inefficiency of the original design is exacerbated by the rigidity of the structure, forcing any modernization or retrofit to be either extremely costly or space consuming, or both. With these conditions, the tower is practically unable to meet the requirements of a modern public facility.

Contrary to the rigidity of the tower, both the police annex and the former library, now a City administration annex, are single story wings expanding from the



City Administration Building

FEASIBILITY STUDY



CAB Lobby Water Infiltration

ground floor and first floor of the tower, respectively. A shared lobby serves as the front door for the city administration and police department, linking the three structures with a glass enclosure of a former exterior space. The lobby was built well after the tower and first floor wing, however the detailing prohibits adequate water drainage causing extensive and highly visible water damage just inside the main entry. Maintenance efforts have proven ineffective in curtailing the water infiltration, leaving redesign and construction as the only preventative measure.

The 4,000 square foot city administration wing currently houses the Community Development and Public Works departments, including the public permitting counter. The single volume space has been filled to capacity for some time, at one point requiring the addition of a portable building that most recently housed the Newark Chamber of Commerce. The open plan shares many of the same acoustic and visual separation challenges as the library - conditions that are worsened by the amount of dialog generated at the public counter. The building systems in the space suffer the same age deterioration and inadequate capacity as the tower, while the wood structure supporting the roof is infested with termites. Interior finishes are damaged and outdated, and signs of water damage are prevalent.



City Council Chambers

CITY ADMINISTRATION FACILITY ASSESSMENT

18,140 SF
EXISTING FACILITY

				
FUNCTIONALITY	ACCESSIBILITY	LIFE-SAFETY	BUILDING SYSTEMS	BUILDING ENVELOPE
Extremely inefficient and not customer friendly	Does not meet Title 24 accessibility code/nor ADA requirements	The building is almost 50 years old and not based on current seismic or life safety standards	The aged and deteriorated systems are past their expected service life	Exterior envelope is failing and the interior finishes are worn

Newark Police Department

The Newark Police Department currently occupies 17,500 square feet of facilities, the majority of which is the police annex, constructed in 1982. A 9,000 square foot extension of the tower’s ground floor is home to all police functions other than: the command staff, located on the second floor of the tower; record and dispatch, located in the tower’s ground floor; and property and evidence storage, located off-site at the corporation yard due to space constraints.

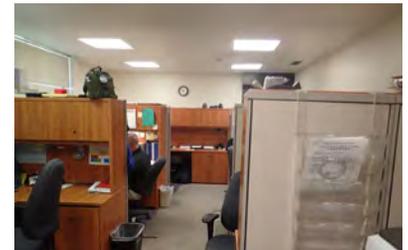
The command staff, dispatch, and records departments all encounter the same challenges as the other tower occupants, including limited functionality, inadequate building systems, and poor accessibility. The dispatch room in particular is overly cramped and not suitably located for the after-hour facility responsibilities of the dispatchers. The separated location of the command staff is operationally inefficient and requires commanders, officers, and staff to leave the secure area on the ground floor or second floor and navigate through the public waiting area to circulate between the two floors. The lack of police reception on the first floor in the lobby often forces City staff at the finance of permit counter to direct or interact with individuals looking for the police department, many of whom are aggravated and aggressive.

Similar to the Community Development and Public Works wing on the first floor, the police annex has poor building systems, termite infestations, and is deteriorating both inside and out from water damage and heavy use. The structure, like the tower, is over-engineered for its time, but has not been evaluated since the 1995 study and is not built to the requirements of an essential facility. The annex sits at the low point of the site and is susceptible to flooding with heavy rains.

Functionally, the police facilities have or generate several security, procedural, and safety concerns. The female locker room is undersized; there is no separate juvenile cell as required by current correctional code. Space is so limited that secure sally port is also used for storage, and there is inadequate space to interview multiple victims in private simultaneously. Additionally, offices originally designed for one or two officers are packed with three or four and there is no space to accommodate arriving officers during shift changes. Generally, the facilities lack the space and infrastructure to support the operational requirements of contemporary policing.



PD Secure Parking



Overcrowded Workroom



Existing Police Dispatch

POLICE DEPARTMENT FACILITY ASSESSMENT

17,500 SF
EXISTING FACILITY

				
FUNCTIONALITY	ACCESSIBILITY	LIFE-SAFETY	BUILDING SYSTEMS	BUILDING ENVELOPE
Operationally inefficient and lack of space doesn't support modern police operations	Does not meet Title 24 accessibility code/nor ADA requirements	The building is not built to essential facility design codes	The aged and deteriorated systems are past their expected service life	Exterior envelope is failing and the interior finishes are worn

FEASIBILITY STUDY

Site

Supporting the Civic Center buildings is the 7.5 acre Civic Center Site, reaching to the southern corner of the Newark Boulevard/Thornton Avenue intersection and extending south, spanning from the main frontage on Newark Boulevard to the homes lining Arden Street. The site is bound to the west by commercial and residential buildings along Thornton Avenue, and to the east by Civic Terrace Avenue. The site is about twice as deep as it is wide, expanding as Civic Terrace Avenue curves around the police annex and secure parking lot.

The Civic Center is organized with the City Administration Building (CAB) and annexes centered north to south, and the library canted toward Civic Terrace Avenue and Civic Center Park at the southernmost edge of the property. Civic Terrace Avenue sweeps between the library and admin/police complex, opening into the CAB parking lot and eventually spilling back onto Newark Boulevard. At the southwest corner of the site is the library parking lot with driveway extending between two commercial lots to Thornton Avenue. The appendage to the Civic Center at the intersection of Newark Boulevard and Thornton Avenue is currently vacant, where plants overgrow a former parking lot.

The site access is excellent for vehicles, providing multiple ways in and out with a variety of signaling. Police vehicles can quickly navigate any direction from the Civic Center, and Newark Boulevard is the only grade-separated street in the city due to the freight rail line bisecting Newark.

The parking availability, similar to the facilities, is undersized for the frequent library traffic, City staff and police officers, and visitors to the CAB. The southern third of the CAB parking lot, as well as the street parking for Civic Center Park, is more convenient to the library than the designated library parking lot, prompting staff to occupy CAB visitor parking. While generally convenient to all the facilities, the parking and a large graded grass buffer between the CAB and Newark Boulevard dominate the site area, leaving little public space for community gathering. What space there is - mostly located outside the library - is not well designed for gathering and is too far to the rear of the site.

Similarly, the library suffers from its hidden location at the back of the Civic Center. During the outreach process, numerous community members, many of who being longtime Newark residents, commented that they were unaware of there being a library at the Civic Center. From the street it is hidden by both the CAB and the many large trees scattered throughout the site.

The pedestrian access is much less successful than the vehicle access, and one single path leads from Newark Boulevard to the entry of the CAB. Pedestrians must either walk around the CAB or meander along the housing on the opposite side of Civic Terrace Drive to get to the library. There is no sense of place on the site - the small plazas are sterile and the only non-architectural landmark, the 50 foot tall Carl Pierce Memorial Tree, is poorly signed.

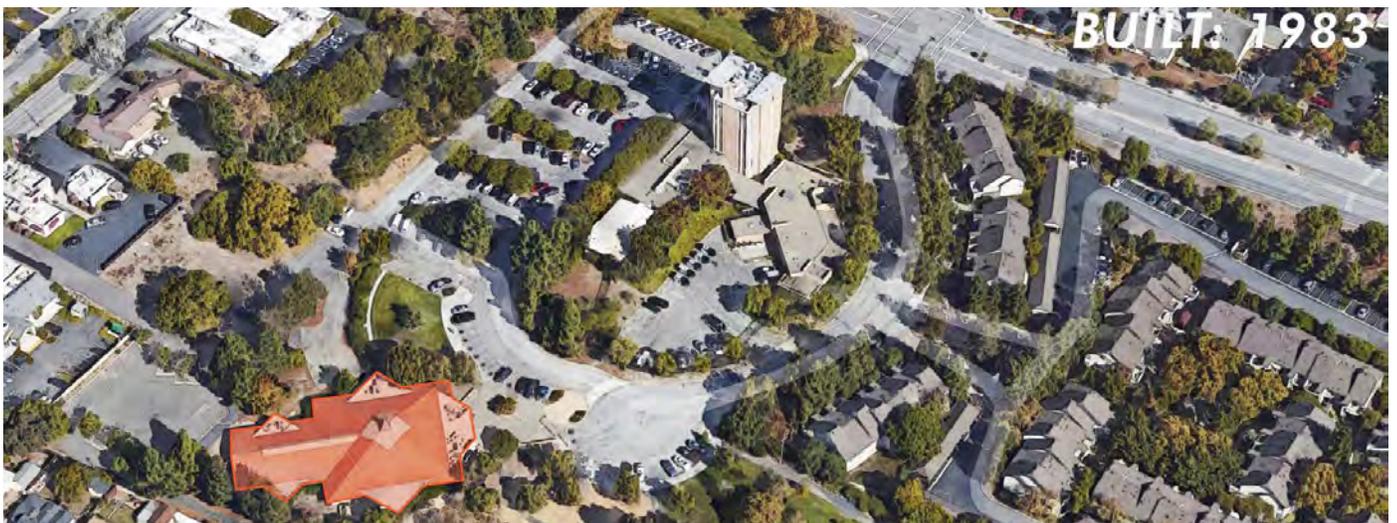
The lack of street presence and vehicle-focused organization leave the Civic Center lacking true civic presence and spatial balance. While common for a campus of its design heritage, the absence of place and community spaces is a missed opportunity for a Civic Center so central to much of the City.



City Administration



Police Department



Newark Library

FEASIBILITY STUDY

NEED SUMMARY



Newark Community Meeting

The functional, structural, accessibility, and infrastructure challenges of the existing facilities are exacerbated by the continued growth of Newark’s population and intense housing development. The population is projected to grow by 15,000 over the next 20 years. From documenting the impacts of the past 30 years of growth on the effectiveness of the current facilities, it is clear the City needs new or renovated and expanded buildings that are well planned and envisioned to meet the growing demand for community services.

In this study, the methodology for right-sizing library, police, and city administration facilities is a three step process starting with interviewing department and organizational leadership to collect opinions on growth potential, operational ideals, enabling and inhibiting environmental factors and features, and other facility insights. The input from staff was evaluated against current best practices determined by planning organizations, recently completed comparable projects, and professional experience. The synthesized data is organized into a conceptual building program that starts to explore the details of a typical building program for construction, but is ultimately used to find a total, conceptual needed building size. This gross square footage was re-evaluated against comparable facilities, to ensure the planning is neither too grandiose nor undersized, and then reconciled with budget and funding expectations. Finally, the facility need and conceptual program was presented to the public and City leadership in a multitude of venues, including organized community meetings, City Council meetings and study sessions, and community outreach events for review and critique.



Newark Days Needs Input

The process and derived need for each project is summarized, highlighting stakeholder input, assumptions, and planning best practices.



POLICE

24,250 SF



LIBRARY

26,000 SF



CITY HALL

23,000 SF



NUSD

13,350 SF

Space Needs Summary

Library

As summarized in the facility assessment, the Newark Library lacks many of the spaces to support the services expected of a 21st century library. Missing programming includes collaborative spaces such as a large program room, technology labs, group study and meeting rooms, as well as quintessential library spaces such as quiet reading, children’s story time, and a homework area. While still a branch library in the Alameda County Library (ACL), the growing size of the Newark community demands a full service library with the ability to provide a diverse offering of programs and services to residents of all ages. The Alameda County Library’s new master plan defines a planning area per capita for its branch libraries of 0.45 to .55 square foot per capita, depending on the magnitude of a city’s population. At Newark’s project population growth, the identified SF/Capita range is appropriate and is used for this needs assessment. Using the estimated 2015 population of 44,600, the required library area would range from 21,000 to 24,500 square feet, averaging to a 50% increase in size of the current library. Projecting 20 years to 2035, that need increases to 27,000 - 33,000 square feet, however budget constraints and operation concerns from ACL have established that the larger end of this spectrum is unfeasible. Instead, a 26,000 square foot facility is cost effective, meets the master plan goals of the county library, and will provide the full compliment of programs and services to the community from day one. When compared to other recently completed libraries both in the Alameda County Library system, the proposed size for the Newark Library is comparable to sister branches in Castro Valley and Walnut Creek.

In addition to the proposed 26,000 square foot library, shared use opportunities exist between the Civic Center facilities to maximize programmable space, specifically the use of the City Council Chambers in the proposed City Hall.

LIBRARY FACILITY SPACE NEEDS SUMMARY



EXISTING SQUARE FOOTAGE: 15,000 SF

PROPOSED SQUARE FOOTAGE: ~26,000 SF

Library Needs Summary

FEASIBILITY STUDY

City Hall

City administration staff has grown and will continue to grow as Newark's population increases. Additional space is already needed to accommodate the staff that currently overwhelm the existing CAB, forcing departments to search for creative means to fit more employees. Working with the leaders of each administrative department, staff projections were developed for the next 20 years to understand the future space requirement. These staffing numbers were applied to contemporary desking and collaborative workspace strategies to determine the projected required area. Some of these workplace strategies are outlined later in the report. In total, the projected need for a new City Hall is 23,000 square feet, about a 5,000 square foot increase over the existing CAB. Compared to other Bay Area city halls, the proposed City administration space need is efficient but still has flexibility to grow if space needs increase.

CITY HALL FACILITY SPACE NEEDS

SUMMARY



EXISTING SQUARE FOOTAGE:

18,140 SF

PROPOSED SQUARE FOOTAGE:

~23,000 SF

Police Needs Summary

Police

Police facilities are unique in that population increase mandates more officers but not substantially more space per capita. Patrol officers spend their shift away from the facility, requiring only lockers and general support spaces in the building. However, the existing Newark Police facilities are so overcrowded and lack enough basic functions that a sizeable increase in square footage is warranted. Working with the Police Chief and Commanders to anticipate officer growth, additional spaces are required to meet correctional code and allow the Newark PD to implement cutting edge crime fighting techniques and technology. The same workstation strategy used in the proposed City Hall was applied to the police officers and staff working full time in the facility. The result is an anticipated need of 24,250 square feet - an approximately 7,000 square foot increase from the current facility. The proposed Newark Police Station is equivalent in scale to recently completed police facilities on a per capita basis.

POLICE FACILITY SPACE NEEDS SUMMARY



EXISTING SQUARE FOOTAGE: 17,500 SF

PROPOSED SQUARE FOOTAGE: ~24,250 SF

Police Needs Summary



New San Lorenzo Library

COMPARABLE FACILITIES LIBRARY

CITY	FACILITY SIZE	POP (2010 CENSUS)	SF/CAPITA	POP (2030 PROJECTED)	SF/CAPITA	YEAR BUILT
GILROY	52,600	48,820	1.08 SF/CAP	66,470	0.79 SF/CAP	2012
MILPITAS	60,000	66,790	0.90 SF/CAP	98,100	0.61 SF/CAP	2009
WALNUT CREEK	43,000	64,100	0.67 SF/CAP	76,100	0.57 SF/CAP	2010
DUBLIN	29,545	46,000	0.64 SF/CAP	70,000	0.42 SF/CAP	1990
NEWARK	26,000	42,640	0.60 SF/CAP	56,200	0.46 SF/CAP	PROPOSED
CASTRO VALLEY	34,000	61,330	0.55 SF/CAP	65,340	0.52 SF/CAP	2009
FREMONT (ALL)	82,445	241,650	0.38 SF/CAP	252,000	0.33 SF/CAP	1928,71,76,89
UNION CITY	12,000	69,648	0.17 SF/CAP	98,000	0.12 SF/CAP	1978

COMPARABLE FACILITIES CITY HALL

CITY	FACILITY SIZE	POP (2010 CENSUS)	SF/CAPITA	POP (2030 PROJECTED)	SF/CAPITA	YEAR BUILT
MILPITAS	62,000	66,790	0.93 SF/CAP	98,100	0.63 SF/CAP	2002
FREMONT	185,000	241,650	0.76 SF/CAP	252,000	0.73 SF/CAP	PLANNED
WALNUT CREEK	46,000	64,100	0.72 SF/CAP	76,100	0.60 SF/CAP	2005
EL CERRITO	16,000	23,550	0.68 SF/CAP	26,000	0.62 SF/CAP	2009
DUBLIN	31,500	46,000	0.68 SF/CAP	70,000	0.45 SF/CAP	1990
NEWARK	23,000	42,640	0.54 SF/CAP	56,200	0.41 SF/CAP	PROPOSED
NOVATO	18,900	51,900	0.36 SF/CAP	54,700	0.34 SF/CAP	2013
UNION CITY	18,500	69,648	0.26 SF/CAP	98,000	0.19 SF/CAP	1970



Cupertino Council Chambers

COMPARABLE FACILITIES POLICE

CITY	FACILITY SIZE	POP (2010 CENSUS)	SF/CAPITA	POP (2030 PROJECTED)	SF/CAPITA	YEAR BUILT
GILROY	45,000	48,820	0.92 SF/CAP	66,470	0.68 SF/CAP	2007
WALNUT CREEK	42,300	64,100	0.66 SF/CAP	76,100	0.56 SF/CAP	2005
SAN BRUNO	25,000	41,110	0.61 SF/CAP	98,100	0.47 SF/CAP	2000
NEWARK	24,250	42,640	0.56 SF/CAP	56,200	0.43 SF/CAP	PROPOSED
DUBLIN	21,500	46,000	0.47 SF/CAP	70,000	0.31 SF/CAP	1990
SAN MATEO	44,000	97,700	0.45 SF/CAP	116,200	0.38 SF/CAP	2009
FREMONT	65,000	241,650	0.30 SF/CAP	252,000	0.26 SF/CAP	1995
UNION CITY	18,500	69,648	0.26 SF/CAP	98,000	0.19 SF/CAP	1970



Ottawa Police Service Building

NEWARK UNIFIED SCHOOL DISTRICT

In developing the vision for the Civic Center, the City identified the Newark Unified School District (NUSD) as a potential partner and stakeholder in the project. The school district administration is currently located in two former school buildings and two portable buildings on Musick Avenue, just northwest of the current Civic Center Site. The buildings are in poor condition and are not fitting for office use. Conceivable synergies between City Administration functions and NUSD functions, e.g. a shared City Council Chambers/School Board Room, necessitated the development of a needs summary for the NUSD and the study of their co-location on the Civic Center Site.

The needs summary was conducted through evaluating the existing usage of the administration complex and projecting for the additional square footage need based on potential administration growth. After touring the facility, it was determined that the existing NUSD admin complex is more than adequately sized for the current administration as the former institutional use has oversized circulation elements not needed for office functions. Assuming the shared use of the City Council Chambers and associated support spaces, the deduced required area of 13,350 square feet is actually 2,675 square feet smaller than the existing building. Five criteria for NUSD co-location at the Civic Center were developed and recommended by the City:

- Shared use of the City Council/Board Chambers
- Joint use of meeting/training facilities
- The NUSD would own their space outright
- The NUSD would pay for their space and parking
- The NUSD space will be operationally independent from other Civic Center uses

While the projected 13,350 square feet of new space will meet the current and future needs of the district, no cost or budget parameters were ever explored. The ultimate planning size of the new administrative offices, if pursued, would require another phase of scrutiny against available and attainable funding.



Exterior of NUSD Administration Building

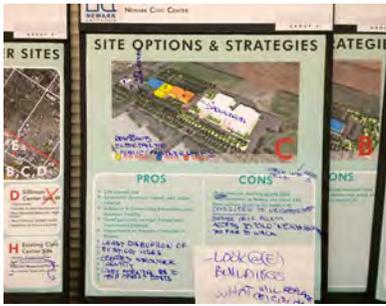


NUSD Board Room



NUSD IT Room

FEASIBILITY STUDY



Input from 09/15 Community Meeting

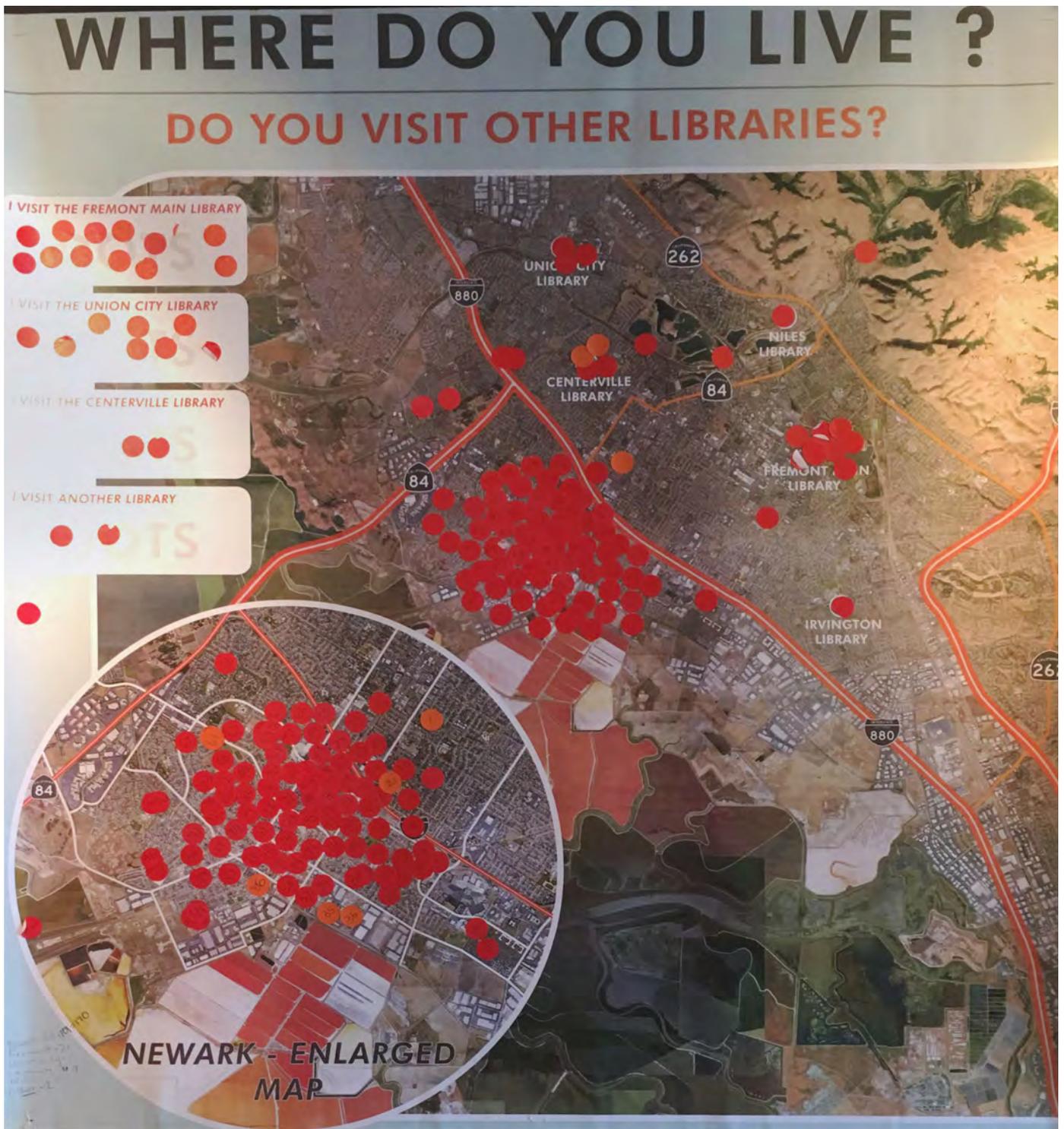


Input at Newark Days

COMMUNITY OUTREACH

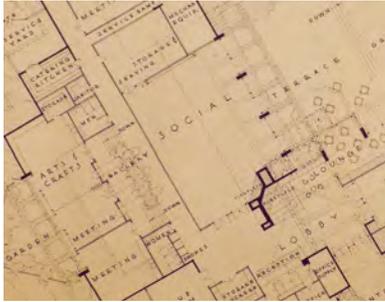
Over the course of this feasibility study numerous community outreach and input opportunities were conducted in a wide range of formats and settings. The specific events with dates are listed below. Over 150 Newark residents participated in the organized outreach events including an informational and input gathering kiosk at Newark Days and a Civic Center focused Community Meeting. Additional input was gathered at City Council study sessions and library facilitated outreach events. Input gathering kiosks focused primarily on library programs and services and potential new Civic Center Site locations, however all community comments were consistently recorded and used to guide the recommendations later in this study. The input gathered is summarized in the appendix of this report.

- Newark Library Kiosks & Events – June 2015 - November 2015
- Civic Center Feasibility Study Community Meeting – September 9th, 2015
- Newark Days Kiosk – September 9th, 2015
- City Council Study Session – October 8th, 2015
- City Council Study Session – February 4th, 2016
- City Council Meeting – April 28th, 2016
- City Council Meeting – June 23rd, 2016



Map of Newark Library Users from library kiosk

HISTORICAL ANALYSIS



Community Center Plans

In order to understand the potential historical significance of the existing buildings on the Civic Center Site, and the Newark Community Center at the potential Community Park site, Historic Architecture firm Garavaglia Architects performed a broad investigation into their eligibility and historic integrity (See Appendix). The list of work evaluated includes:

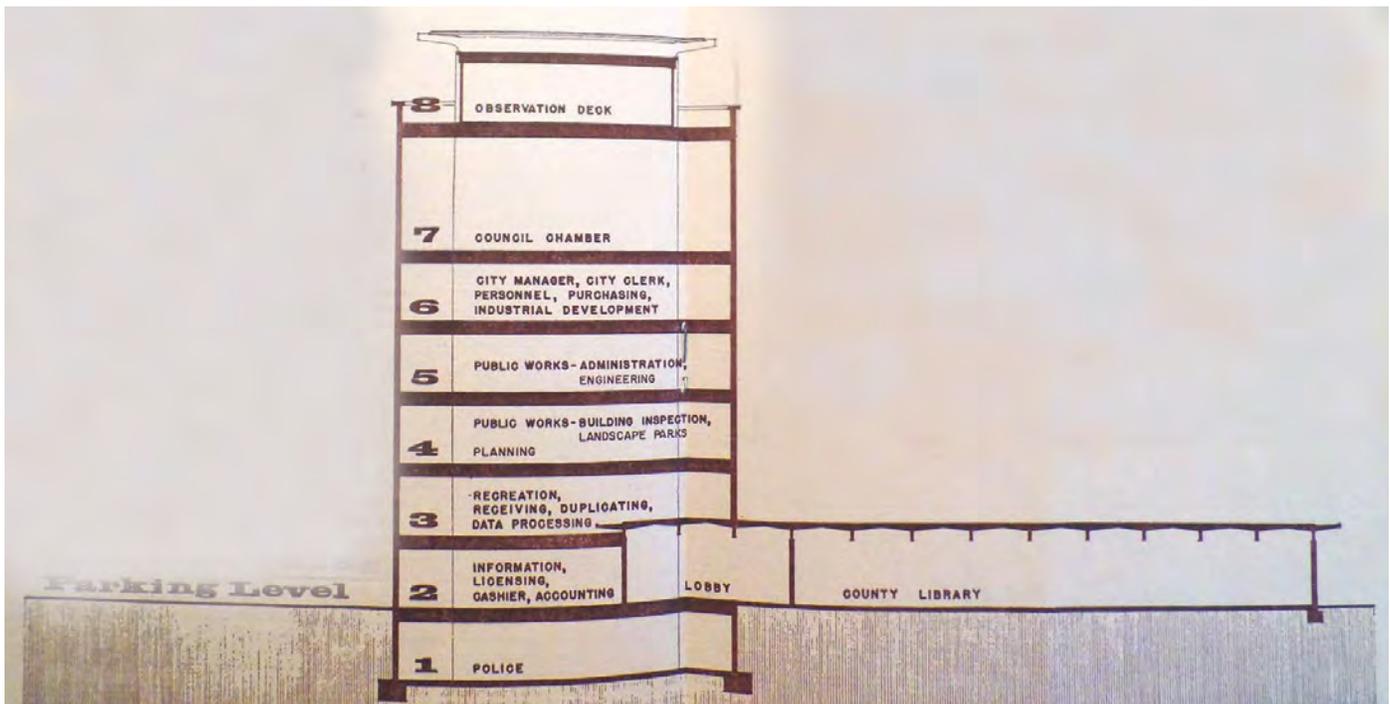
- The Newark City Administration Building (1966)
- The Newark Civic Center Site (1966)
- The Newark Community Center (1968)
- The Newark Library (1983)



CAB, 1962

Only two of the four works were deemed eligible for integrity assessment. The Civic Center Site was deemed ineligible as the original site plan and design was extensively modified during the design of the Newark Library and Police Annex. The library was also deemed ineligible as it does not meet the 50 year minimum age threshold. A building can also qualify if it is a work of “exceptional importance” by a master architect, however the library does not qualify for this distinction.

Of the two eligible buildings, only the Community Center, an early work of Aaron Green, was deemed to have high integrity for historic preservation. While not a requirement to preserve the building, any work occurring at or around the Community Center should account for its historic relevance.

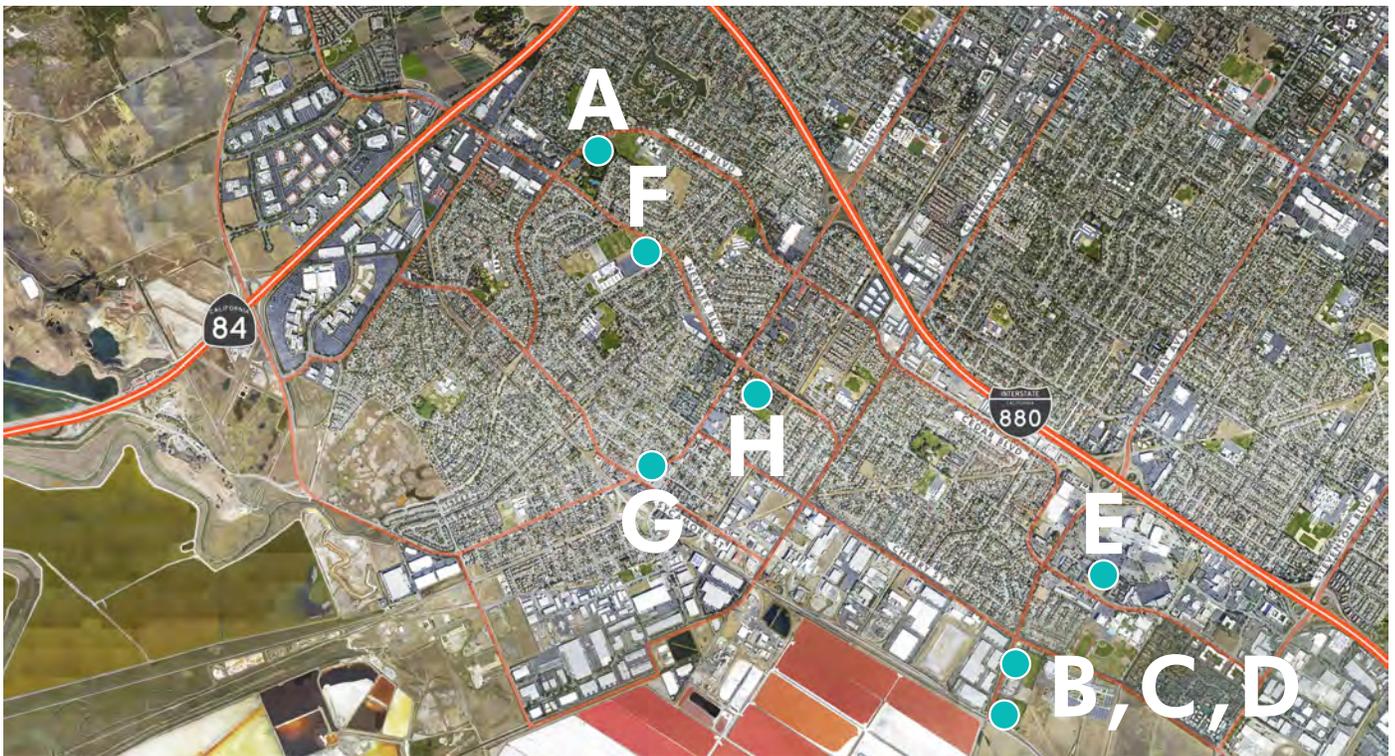


Original CAB Section

SITE SELECTION

Numerous sites and options were identified by the City to consider for replacement of the existing Civic Center, including reuse of the current site. All of these options are represented in the map below and include:

- Existing Civic Center Site
- Silliman Center Site North and South
- Shirley Sisk Grove
- Community Park Site
- Old Town Site (any parcel large enough)
- Newark Junior High School Fields
- Long Term Lease/ Purchase an Existing Building(s)



POTENTIAL SITES FOR A NEW CIVIC CENTER

<p>A Community Park Site</p>	<p>B Silliman Center Site</p>	<p>C Silliman Center Site E</p>	<p>D Silliman Center Site W</p>
<p>E Shirley Sisk Grove Site</p>	<p>F Junior High School Site</p>	<p>G Old Town Site</p>	<p>H Existing Civic Center Site</p>

Sites Evaluated

FEASIBILITY STUDY

Immediately, several sites were eliminated from consideration due to various acquisition or capacity challenges. These included Old Town, Newark Junior High School, and options to lease or buy existing buildings. Properties available for lease or purchase were either too large or too small to accommodate the need, often were in industrial areas or were industrial buildings, and did not manifest substantial savings since renovation costs, especially to meet essential facility requirements, negated the benefits of a long term lease.

In order to evaluate the remaining sites and identify a preferred site, each was evaluated from two perspectives, one top down to study the urban implications of each site and one bottom up to determine detailed capacity limits of each defined location.

The Newark Civic Center, as defined in the Design and Program Visions, should be a central location with the ability to be a community hub. The capability of a site to meet this vision was determined by relative location to the rest of the City, proximity to major services and landmarks such as schools and parks, as well as infrastructure and ease of access from around Newark. Details such as rail separations, traffic patterns, public transportation, and socioeconomic demographics all contributed to the macro analysis for each site.

Conversely, the capacity of each site was modeled in detail to evaluate building and parking capacity, plus potential open space and site opportunities, or lack thereof. Parking and City ordinances were incorporated into the capacity studies and total parking counts to ensure accurate capacities. Shared use opportunities and parking reductions were taken as the facilities have a strong complimentary use.

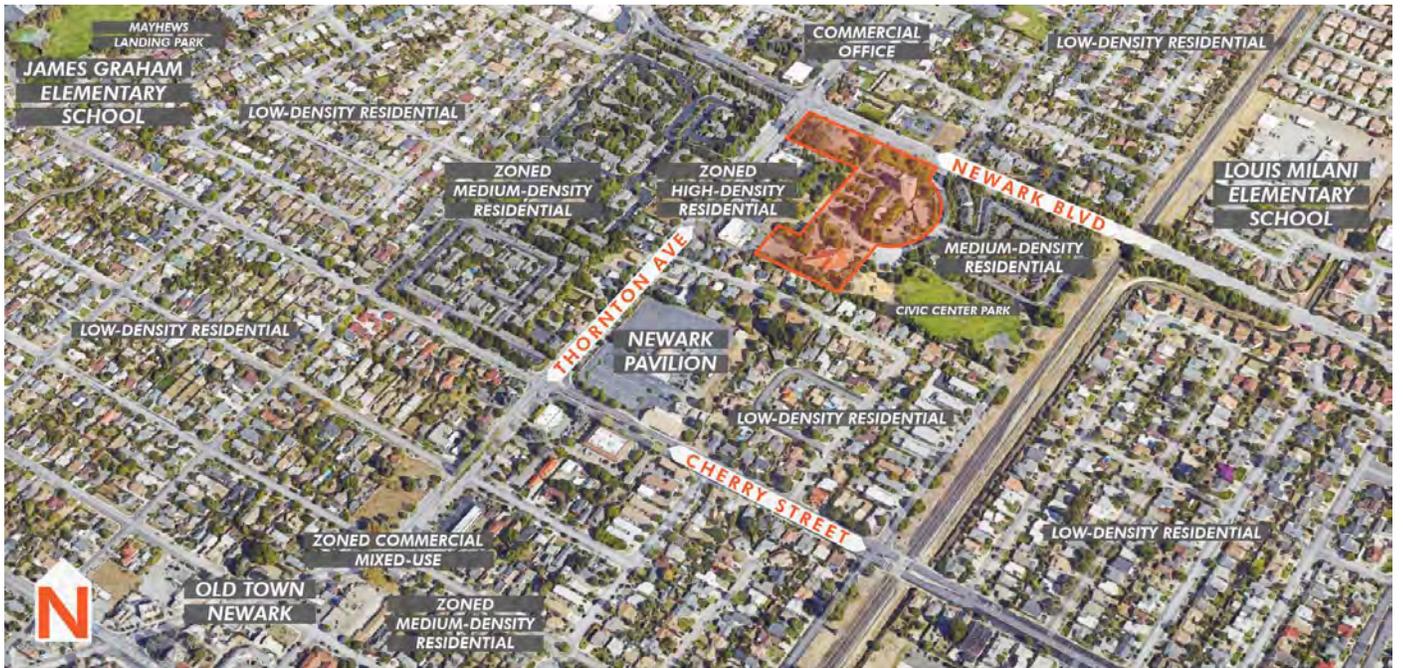
Through the analysis, Council input, and much Community feedback, the existing site was preferred due to its central location, surplus of land, proximity to transit and major arterials, and adjacency to Civic Center Park.

The sites at the Silliman center were discarded from evaluation quickly due to traffic and parking concerns, and encroachment of the Civic Center on land slated for recreation use. Additionally, the peripheral location of the two Silliman sites were a concern to residents and City Council. The Community Park site was deemed too confined compared to the existing Civic Center and again was deemed to peripheral. Furthermore, the historic integrity of the Newark Community Center, as discussed in the needs assessment, would result in at the very least a more detailed historic evaluation.

Two challenges emerge with the reuse of the existing site - first is the partial loss revenue from not selling the entire existing Civic Center Site for private development. Second is the phasing of facilities to ensure the entire staff and library only has to move once, from the old buildings to the new ones.

Fortunately, the existing civic center site measures 7.5 acres, more than ample room for all the needed square footage, including the potential NUSD administration building. To maintain the potential for a land sale, two acres of land were left unused in each site option developed.

The decision was made to demolish the City Administration Building after completion of the new projects should they move forward beyond the study.



Civic Center Site Area Analysis



City Administration Building from Newark Blvd

FEASIBILITY STUDY

SITE STRATEGY

Development of the preferred site strategy began with evaluation of reusing the existing library, (option 1A) versus constructing a new library, (option 1B). Both scenarios were able to incorporate the land sale and phasing requirements outlined in the previous section, and both were equivalent in their ability to provide the full range of library programs and services. However the location of the library in 1A has poor visibility and place making as the building is remains located all the way to the southern edge of the site. Option 1B has the flexibility to move the library to the front of the site and the police department to the rear, all while maintaining the existing library for potential reuse as another function or demolition. Option 1B was unanimously preferred over 1A by City Council at the February 4th Council Study Session and adjustments were made to the conceptual option based on additional community comments. The final conceptual site plan is pictured adjacent.

Unlike the current Civic Center, the proposed site plan brings the library and City Hall + NUSD facilities to the edge of Newark Boulevard, creating a much more urban street edge. The City Hall + NUSD building frames a small plaza at the intersection of Newark Boulevard and Thornton Avenue, allowing for access into the building and providing an opportunity for a larger architectural gesture denoting the Civic Center and anchoring the intersection of two arterial streets. City administration staff share the first floor of the facility with the school district offices, the city staff on Newark Boulevard and NUSD staff facing the adjacent property. As second floor of City offices sits above the NUSD wing, ideally oriented to get even daylight from the north.

Walking along Newark Boulevard towards Civic Terrace Drive, the City Hall + NUSD building starts to cut back into the site and open into the civic plaza, revealing the City Council Chambers/Board Room on the right. This meeting space would open onto the expansive plaza shared between the library and City Hall + NUSD, allowing for over flow space during large events or meetings. Standing in the plaza facing south, the canted police department stretches across the rear of the site, linked to the plaza by a wide protected walkway. The space between City Hall + NUSD and the library frames the police facility when viewed from Newark boulevard, creating a visual cohesion between facilities. Looking east from the plaza is the amphitheater rising up against the library wall. The raised tiers provide a place for casual seating or impromptu performances using the plaza as a stage. The plaza is large enough to hold over a thousand people, providing a new venue for large community events.

The two-story Library employs a similar strategy to City Hall on Newark Boulevard but gently cants on the south side to lead visitors from the plaza down to the active pathway connecting the facilities to Civic Center Park. This wide pathway traces the contour of Civic Terrace Drive and terminates across the street from the park with a small plaza. Just north of the pathway, on the east end of the library, is an outdoor children's terrace that provides alternative story time or play space and partially wraps the Carl Pierce Memorial Tree. The play terrace directly connects to the park pathway.

The main parking lot is situated between the police facility and library and extends across the east-west width of the site. 211 spaces are provided for the four buildings, with another 74 spaces in the secure police department lot. Access into the main parking lot comes exclusively off Civic Terrace Drive, however a driveway immediately south of the secure police department lot connects the existing Thornton Avenue driveway with the cul-de-sac, provide two ways in and out of the site. Access in and out of the secure lot is similar with one gate to the cul-de-sac and another to Thornton Avenue. The remainder of the site, including the old library, remains for possible land sale or reuse of the library for another civic function.

The site plan aims to provide site trees for shading cars, buffer the neighboring properties, and screen the secure parking lot. All three buildings are LEED Gold equivalent and have excellent solar orientation to support photovoltaic panels. Other sustainable strategies will be investigated should the project move forward.



Conceptual Site Option - Axon



Conceptual Site Option - Plan

FEASIBILITY STUDY

PHASING PLAN

The following diagrams show the proposed phasing of the conceptual option to maintain function existing building during construction.





FEASIBILITY STUDY

COST MODEL

The following cost model was developed based on the master plan for the Civic Center. The costs model was developed based on costs per square foot of comparable public facilities delivered through a traditional design-bid-build process. The cost model includes both soft and hard project costs. These costs include site preparation, new construction, and related site improvements for the project such as sidewalks, landscaping, utilities, and parking. The Furniture Fixtures and Equipment (FF&E) budget includes the furniture in the Library, City Hall and the Police Facility. The soft costs for budgeted for both the construction and the FF&E include project contingencies at 10%, design and engineering fees, construction management costs, testing and inspections, as well as permits and fees.

A cost escalation allowance has been included in the budget to account for the escalation from June 2016 (the time when the budget was developed), to the June 2018 the date anticipated for construction. While the escalation allowance has been included in the project budget based on current projections and dates, it should be adjusted to reflect actual costs increase and updated escalation projections as the construction start date becomes more established.

Pricing reflects the construction costs that can be reasonably expected in Newark at the time of writing this report. It is also important to note that there are many factors beyond the design team's control that could affect pricing. Perhaps the most significant among them is the unpredictability of escalation over time. Given that the bid price can be significantly impacted by the number of bids submitted, the design and City project requirements should be carefully planned and specified to promote a competitive bidding environment.

The level of quality anticipated for the construction of the facilities is for public building with an expected service period of 40-50 years, built with durable materials and current best practices for sustainable design and operations. The purpose of including the cost model in this study is to provide a budget that can be utilized to develop the funding and implementation plan for the new Civic Center.

SITE OPTION COST SUMMARY

CITY ADMIN	~23,000 SF
POLICE	~24,250 SF
LIBRARY	~26,000 SF
NUSD*	~13,350 SF

* NOT INCLUDED IN COST

BUILDINGS (W/ CONSTRUCTION CONTINGENCY)	\$36,300,000
SITE DEVELOPMENT	\$4,600,000
FF&E (W/ DESIGN CONTINGENCY)	\$1,200,000
SOFT COSTS	\$11,800,000
PROJECT CONTINGENCY	\$5,400,000
ESCALATION	\$4,700,000

TOTAL PROJECT BUDGET	\$64,000,000
-----------------------------	---------------------

FINANCING STRATEGIES

INTRODUCTION

Public Financial Management (“PFM”) has evaluated a number of potential funding alternatives that the City of Newark could pursue in connection with its \$64 million Civic Center Replacement project. These options include General Obligation Bonds, a Transient Occupancy Tax increase, a local Sales Tax, and a parcel tax.

TRADITIONAL TAX-EXEMPT FINANCING ALTERNATIVES

The City has access to a number of tax-exempt public financing methods that typically offer lower borrowing costs than private capital. Options include:

- General Obligation Bonds
- Community Facilities District (CFD) Special Tax Bonds
- Certificates of Participation paid from a Transient Occupancy Tax increase
- Certificates of Participation paid from a Local Sales Tax
- Certificates of Participation paid from a Parcel Tax

A brief description of each of these forms of financing follows:

General Obligation Bonds: A bond secured by a pledge of the issuer’s taxing powers (limited or unlimited). In California, the general obligation bonds of local governments are paid from ad valorem property taxes. Considered the most secure of all municipal debt. General Obligation Bonds are limited in California by Proposition 13 to debt authorized by a vote of two thirds of voters in the case of local governments.

Community Facilities District Special Tax Bonds: Pursuant to the Mello-Roos Community Facilities District Act of 1982, Community Facilities Districts (“CFDs”) can be formed and CFD bond issues authorized by a two-thirds vote of the property owners in the special district. Often, CFDs are used in instances where the only voters in a district are one or more developers who own all of the land in the district, though there is no requirement that this be the case. Bonds can be sold to finance facilities that include schools, parks, libraries, public utilities and other forms of infrastructure. Bonded debt service is paid from special taxes levied on the real property within the district. The value of the real property being taxed provides the ultimate security for Mello-Roos bonds, as property with delinquent special taxes is typically required to be foreclosed upon.

Certificates of Participation: Certificates of Participation are a form of lease revenue bond that permits the investor to participate in a stream of lease payments, installment payments, or loan payments relating to the acquisition or construction of specific equipment, land or facilities. Widely used in California since Proposition 13 because issuance does not require voter approval, COPs are not viewed legally as “debt” because payment is tied to an annual appropriation by the government body. As a result, COPs are seen by investors as providing weaker security and often carry ratings that are a notch or two below an issuer’s general obligation rating. The issuer of COPs generally pledges its General Fund as security for the financing, while a specific budgetary source – in Newark’s case TOT revenue, parcel tax revenue, or local sales tax revenue – may be identified internally as being used to make the payments.

EVALUATION OF ALTERNATIVES

The Civic Center project cost is estimated at \$64 million. The City has identified a total of \$10 million of development impact fee revenues that are expected to be available for the project, approximately \$3 million of which could be used for construction and the remaining \$7 million for debt service. Construction is projected to take 24 months.

FEASIBILITY STUDY

PFM evaluated the potential issuance of General Obligation Bond for the project and estimated, based on the City's current Assessed Valuation, that a property tax levy of approximately \$59 per \$100,000 of Assessed Value would be required to fund the projected annual debt service of approximately \$4.48 million. For a property assessed at \$300,000, this would result in a tax of \$177 per year; for a property assessed at \$500,000 the tax would be \$295 per year; and for a property assessed at \$700,000, the tax would be \$413 per year. The tax would be levied for 25 years.

If established on a citywide basis, a Community Facilities District would offer financing that would be similar in many ways to a General Obligation Bond. However, CFD bonds would likely carry interest rates somewhat higher than General Obligation Bonds, increasing the cost to the taxpayers.

PFM also evaluated three potential sources of repayment for a COP issuance: a 2% increase in the Transient Occupancy Tax ("TOT"), a parcel tax, and a ½-cent local sales tax. Annual debt service for a 30-year COP issuance was projected at approximately \$4.4 million.

Based upon the City's current TOT revenue collections, we estimated that an increase in the TOT rate from 10% to 12% would generate approximately \$900,000 a year, so this revenue source alone did not appear to be a viable option for funding the Civic Center project.

With respect to a parcel tax, using the current total of 12,234 parcels in the City and assuming no parcels are exempt and all pay the same amount regardless of size or land use, the resulting tax would be nearly \$360 per parcel per year to support the estimated \$4.4 million of COP debt service. If the City desired, it would be possible to exempt seniors from a parcel tax, which would in turn require that other parcels pay a higher tax to support the estimated debt service.

Finally, PFM evaluated a 1/2-cent local sales tax. Based upon information provided the City and its sales tax consultant, PFM estimated that a local sales tax would generate approximately \$3.5 million in its first full year of collection. Assuming 2.5% to 3% annual sales tax revenue growth, PFM then analyzed the length of time such a tax would need to be in place to repay a COP issued for the Civic Center project. Using 2.5% to 3% revenue growth, we project that the tax would need to be collected for 24 or 25 years. This analysis assumes that in years in which sales tax collections exceed annual debt service, those unused revenues would be set aside to be used to pay debt service in years in which such debt service payments were greater than the annual revenue collections.

FINANCING ASSUMPTIONS

The following are the key assumptions used in the financing analyses discussed above:

- Project cost estimated at \$64 million
- 2-year construction period
- \$2 million of impact fees on hand in June 2017
- \$8 million of additional impact fees to be received from 2018 through 2023 in equal annual installments
- Bonds issued in a single series in Spring 2017
- Level debt service
- Interest rates as of April 2016 plus 100 basis points
- Bond interest capitalized during construction from bond proceeds (COPs only)
- Bond Debt Service Reserve Fund funded from bond proceeds (COPs only)

CONCLUSION

The Newark Civic Center Feasibility Study illustrates the need for a new police station, new city hall, and a new full service library to protect, serve, and enrich the growing Newark community. The study supports the need with a well-scrutinized set of conceptual programs and a conceptual site strategy on the existing Civic Center site that incorporates numerous rounds of Community and City Council input. The new civic facilities will be seismically safe to protect Newark’s first responders, operationally efficient to improve customer service, inherently flexible to adapt to ever evolving trends, and accessible to all ages to create a community hub that will meet the needs of the Newark residents long into the future.



Emergency Dispatch



Library Technology



Public Service Counter



FEASIBILITY STUDY DOCUMENTS - PREFERRED SITE PLAN



CITY ADMINISTRATION CONCEPTUAL BUILDING PROGRAM



CITY LEADERSHIP

City Manager's Office
 Assistant City Manager's Office
 City Attorney's Office
 City Clerk's Office
 Administrative Staff
 Large & Small Conference Room



HUMAN RESOURCES

HR Director's Office
 HR Staff
 Large & Small Conference Room
 Secure File Storage



ADMIN SERVICES

Administrative Director's Office
 Finance Staff
 Mailroom and Work Room
 Large & Small Conference Room



INFORMATION SERVICES

IS Manager's Office
 IS Staff
 Computer Work Area
 Server Room



BUILDING & ENGINEERING

Public Works Director's Office
 Engineering Staff
 Building & Fire Staff
 Large, Medium, and Small Meeting Room

COMMUNITY DEVELOPMENT

Community Development Director's Office
 Planning Staff
 Small Meeting Room

COMMON AREAS

Lobby
 Shared Public Counter

COUNCIL CHAMBERS

Pre-Function Space
 Council Chambers
 Council Chambers Conference Room
 Council Restroom
 Public Restroom

SUPPORT SPACES

Mailroom
 Break Room
 Storage
 Restrooms

Existing Facility: 20,800 SF Existing Parking: -- SP

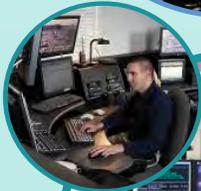
City Administration Facility: ~23,000 SF



POLICE DEPARTMENT CONCEPTUAL BUILDING PROGRAM

ADMINISTRATION	Chief of Police's Office Administrative Staff Large and Small Conference Room
OPERATIONS	Patrol Captain's Office Patrol Officers K9 Reserves Prisoner Processing & Holding Interview Rooms Report Writing Room Patrol Briefing Room Sleeping Quarters Vehicle Sallyport Armory
INVESTIGATIONS AND SUPPORT SERVICES	ISS Captain's Office Detectives School Resource Office Explorers Police Volunteers Records Evidence Systems Manager
DISPATCH	Dispatch Center Dispatch Breakroom
COMMON AREAS	Lobby Training Room Interview Room Large & Small Conference Rooms Locker Rooms Gym
SUPPORT SPACES	Public Restrooms Break Room Storage

Existing Facility: 13,900 SF Existing Parking: --SP
Police Department Facility: ~24,250 SF



PUBLIC LIBRARY CONCEPTUAL BUILDING PROGRAM

MARKETPLACE	Public Entrance & Lobby Browsing Area Technology and Training Center
LIBRARY LEAGUE	Library League Bookstore Library League Workroom
CREATION LAB	Maker Space
ADULT	Adult Collection Study Rooms
CHILDREN'S	Children's Collection Children's Story Time Area Computer & Homework Center Preschool Area Children's Study Room
TEEN	Young Adult Area
MEETING ROOMS	Conference Room Multi-purpose Room Kitchen
STAFF AREA	Admin Offices Staff Workareas Technical Processing Locker Area and Staff Lounge Restrooms
SUPPORT SPACES	Public Restrooms Storage

Existing Facility: 15,000 SF Existing Parking: -- SP

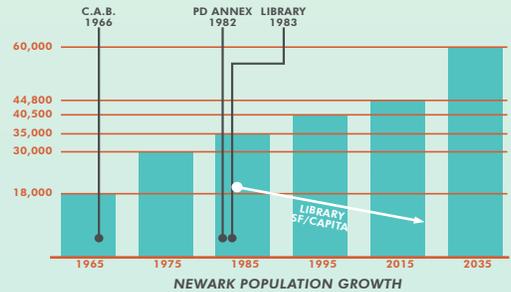
Public Library Facility: ~26,000 SF



WHY A NEW CIVIC CENTER?

NEWARK IS GROWING

Newark's population is forecasted to grow by over 14,000 residents over the next 20 years. While housing developments continue to rise, the city administration, police force, and library are still in facilities deemed inadequate 15 years ago. To effectively manage the additional needs of the expanding city, Newark needs to replace its antiquate facilities and create a new civic hub for its community.



NEWARK PUBLIC LIBRARY FACILITY ASSESSMENT

15,000 SF
EXISTING FACILITY

FUNCTIONALITY Services and programs are limited because of the inadequate size	ACCESSIBILITY Does not meet Title 24 accessibility code/nor ADA requirements	LIFE-SAFETY The building is over 30 years old, not based on current seismic or life safety standards	BUILDING SYSTEMS Infrastructure cannot support current technology, systems showing signs of aging	ARCHITECTURAL Distinctive design. Exterior envelope is failing and the interior finishes are worn

POLICE DEPARTMENT FACILITY ASSESSMENT

17,500 SF
EXISTING FACILITY

FUNCTIONALITY Operationally inefficient and lack of space doesn't support modern police operations	ACCESSIBILITY Does not meet Title 24 accessibility code/nor ADA requirements	LIFE-SAFETY The building is not built to essential facility design codes	BUILDING SYSTEMS The aged and deteriorated systems are past their expected service life	ARCHITECTURAL Exterior envelope is failing and the interior finishes are worn

CITY ADMINISTRATION FACILITY ASSESSMENT

18,140 SF
EXISTING FACILITY

FUNCTIONALITY Extremely inefficient and not customer friendly	ACCESSIBILITY Does not meet Title 24 accessibility code/nor ADA requirements	LIFE-SAFETY The building is almost 50 years old and not based on current seismic or life safety standards	BUILDING SYSTEMS The aged and deteriorated systems are past their expected service life	ARCHITECTURAL Exterior envelope is failing and the interior finishes are worn

PHASING PLAN

STEP 1 – SITE DEMOLITION



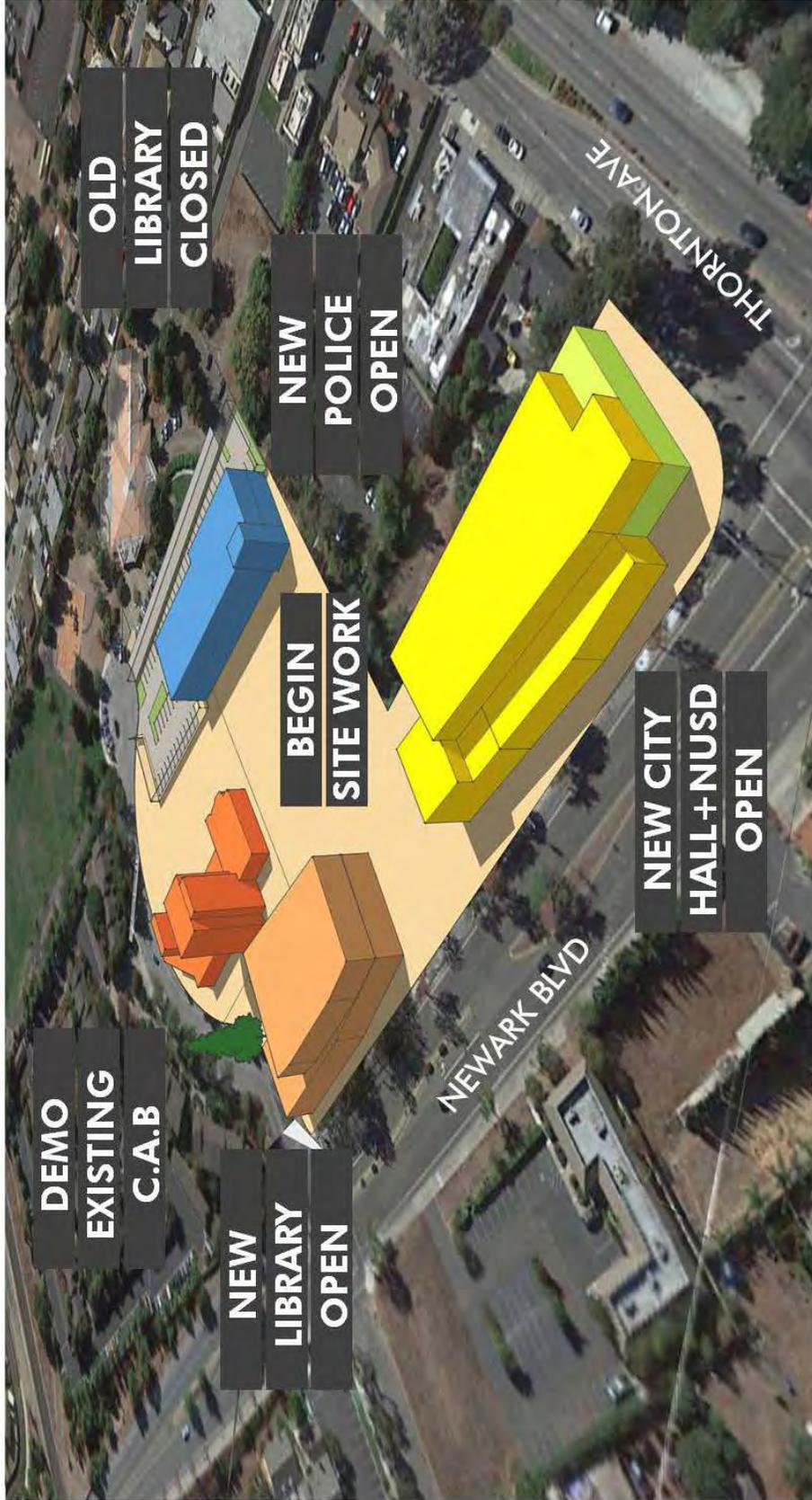
PHASING PLAN

STEP 2 - NEW FACILITY CONSTRUCTION



PHASING PLAN

STEP 3 – CITY ADMIN/ PD BUILDING DEMOLITION



PHASING PLAN

STEP 4 - FINAL SITE WORK



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Carmen Martinez, Interim County Librarian

Albany
Castro Valley
Centerville
Dublin
Extension Services
Fremont Main
Irvington
Newark
Niles
San Lorenzo
Union City

Functional Limitations of the Current Newark Library Structure

The Newark Library building, although unique in its design, seriously hampers ability of Newark Library staff to provide full functioning 21st century services to the residents of Newark. The functional limitations of the building that stand out include: size and shape of the building, networking infrastructure, poor lighting, and security. Some of the specific limitations are described below:

- The poor lighting of the library is the most remarked upon limitation of the building. The lighting is poor at all hours of the day and does not provide a welcoming feeling to this branch.
- The single meeting room limits the number of participants to approximately 30. Events and programs available to the public are heavily limited by this lack of space and by the fact that there is only one meeting room for both library and public use.
- The children's area, teen area and adult areas lack separation. These sections are open and small, and the acoustics of the building allows noise to carry throughout the entire library.
- The building lacks the space for true group study rooms. The four study rooms are often booked for the entire day and do not serve groups well.
- Storage is insufficient. Chairs and tables cannot fit into the storage closet of the meeting room. Carts holding materials that cannot be placed on the shelves are left in the public areas making the library appear cluttered.
- Automation technology that would speed up check-in and sorting of materials would not integrate well into the staff work space.
- Materials used in the construction of the library make updating services, replacing built-in furniture, and modernizing fixtures difficult.
- The Newark Library League's ongoing book sale takes up the entire lobby and part of the entrance of the library. The current building lacks the space for a viable bookstore for the Library League.
- Existing restroom facilities are inadequate for men, women and children. The library restrooms are also used by public park goers as well as library users.
- Many areas of the library are difficult to monitor because the design of the building does not support visual oversight of the space.
- Electrical outlets and data access points do not serve the technological function of a modern library. Their locations are haphazard and inefficient.
- Working electrical outlets are lacking due to the age and design of the building.

Administration
2450 Stevenson Blvd.
Fremont, CA 94538-2326
510-745-1504
FAX 510-793-2987
www.aclibrary.org

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MEMOS - RENOVATION VS. NEW CONSTRUCTION COSTS



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11 January 2016

Terrence Grindall, Assistant City Manager
City of Newark
37101 Newark Boulevard
Newark, CA 94560

PROJECT

Newark Civic Center Study

SENT VIA

E-Mail:

TOPIC

Project Budgeting for Renovation of Existing Facilities vs. New Construction

Dear Terrence,

As requested, Group 4 has prepared the following memorandum to summarize our approach to budgeting for the renovation / retrofitting costs for the existing Civic Center facilities, the Newark Library and the City Administration / Police Annex Facility.

Newark Library Renovation /Retrofit Costs

The Newark Library opened in 1983, it is a heavy timber post and beam, single story 15,000 sf structure. The building is 33 years old and has not undergone any significant improvements since its construction. The majority of the building's systems, including the building envelop, electrical, lighting, data, and mechanical require upgrades. The building does not meet current accessibility or life safety code requirements. We have prepared the following analysis based on the age and amount of deferred maintenance required to renovate/retrofit the existing library building. It is assumed that the condition of the completely renovated facility would be improved to a level that would be comparable to that of new construction.

The following table is a summary comparison of the construction costs only (not the overall project budgets) for two facilities that we have currently been working on and have detailed costs information available to use in our analysis.

The Palo Alto Main Library (recently renamed to the Rinconada Library) was originally built in 1958, and was structurally retrofitted 1982. The scope of work to renovate this facility was very similar to what will be required to renovate the existing Newark Library: the renovation included updating the building envelope, upgrading all of building systems and bringing the building into compliance with accessibility and life safety code compliance.

The construction cost estimate prepared by Davis Langdon for a new 30,000 sf Half Moon Bay Library is what we used as the basis for our new construction costs. Davis

MEMORANDUM

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MEMOS - RENOVATION VS. NEW CONSTRUCTION COSTS



11 January 2016 Terrence Grindall, Assistant City Manager

Memorandum Page 2

Langdon has completed estimates for numerous library projects in the bay area and has been working with Group 4 on our library projects for well over 15 years.

A summary analysis of the two estimates shows that the \$/sf for the construction budget for either completing a major renovation or building a new facility has a difference of 4%, \$386/sf versus \$401/sf.

	Palo Alto Main Library 1958 28,110 GSF (original building renovated 1981-1982)	Half Moon Bay New Construction 30,000 GSF (estimated)
	Renovation Costs Escalated to January 2016	New Construction Escalated to January 2016
Building Shell:		
1. Foundations	\$8.00	\$10.00
2. Vertical Structure	\$29.00	\$15.00
3. Floor & Roof Structure	\$26.00	\$64.00
4. Exterior Cladding	\$33.00	\$51.00
5. Roofing, Waterproofing, & Skylights	\$30.00	\$15.00
Interiors:		
1. Interior Partitions	\$10.00	\$18.00
2. Floor, Wall, & Ceiling Finishes	\$34.00	\$36.00
Equipment & Vertical Transportation:		
1. Function, Equipment, & Specialties	\$20.00	\$15.00
2. Stairs & Vertical Transportation	\$1.00	\$10.00
Mechanical & Electrical:		
1. Plumbing Systems	\$7.00	\$10.00
2. Heating, Ventilating, & Air Conditioning	\$60.00	\$51.00
3. Electric, Lighting, Power, & Communications	\$81.00	\$51.00
4. Fire Protection Systems	\$5.00	\$6.00
Subtotal \$ / sf	\$342.00	\$355.00
General Conditions @ 8%	\$27.00	\$28.00
Contractors OH&P @ 5%	\$17.00	\$18.00
TOTAL BUILDING CONSTRUCTION	\$386.00	\$401.00
Variation	4%	

As indicated above in the above analysis the renovation costs/sf is approximately 4% less than that of new construction, however if the existing facility was to be renovated it would take approximately 12-16 months and the overall project budget would need to accommodate the costs for an additional move as well as temporary facilities for the library during the renovation period. The estimated costs for an additional move and temporary facilities during construction would increase the project budget for renovation by approximately \$290,000: (10,000sf lease space x 14 months x \$2/sf = \$280,000 Lease Costs + \$10,000 for one additional move). The additional moving and temporary facilities costs associated with renovating the existing building then brings the project budget for the two approaches to be virtually the same:



11 January 2016 Terrence Grindall, Assistant City Manager Memorandum Page 3

- Renovation = \$386/sf (renovation costs) + \$16/sf (temporary facilities +1 move) = \$402/sf
- New Construction = \$401/sf.

Newark City Administration/Police Facility Renovation Strategy

The challenge with renovating the existing Administration/Police facility is twofold:

- 1) The existing City Hall and Police Facility is extremely inefficient in terms of the amount of useable space verses circulation space, a typical building circulation factor will range from a low efficiency of 70% to a high efficiency of 80% (assignable square footage/gross square footage). The existing facility ranges from 65-73% efficiency for the first two floors and 55% efficiency for the tower. This means that in order to get the same amount of assignable square feet we will need to build significantly more square feet.
- 2) The existing City Administration / Police Tower is constructed with reinforced concrete and has a very small floor plate (approximately 2,000sf) and it will be relatively expensive \$/sf to renovate the small floorplate and existing structural walls to accommodate improvements required to comply with current accessibility requirements. In example the elevator and restrooms do not currently comply with accessibility clearance requirements and therefore these major core element would either need to be abandoned and new core support spaces built, or renovated to meet current code requirements. Either of these options would be expensive and would alter the original design of the building.

We do not have a precedent project that we can look to for this project renovation costs for this building its small floor plate is not typical for multistory reinforced concrete building. Our analysis does show that if we were to re-use the existing buildings and supplement that space with new construction to meet the Cities space needs we would need to build more square feet than if we were to build a new, and therefore the renovation plus addition to the City Administration/Police Building costs would exceed that of new construction.

Please feel free to contact us if any questions arise or additional information is needed.

Sincerely,

Dawn Merkes AIA, LEED AP BD+C
Principal

DM/s

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24 March 2016

MEMORANDUM

John Becker, City Manager
Terrence Grindall, Assistant City Manager
CITY OF NEWARK

PROJECT

NEWARK CIVIC CENTER FEASIBILITY STUDY

SENT VIA

E-Mail: terrence.grindall@newark.org
john.becker@newark.org

TOPIC

Community Member's Questions on Cost Model

Dear Terrence:

We have prepared this memorandum in response to the questions raised by a community member at the March 10th, 2016 City Council meeting regarding the summary cost model that was presented to Council at its January 21, 2016 study session. Our understanding is that the community member had questioned:

- 1) The validity of using cost models based on \$/SF data for the feasibility study;
- 2) The use of the Rinconada Library as a precedent project for the cost model for renovating the existing Newark Library; and
- 3) Perceived irregularities in the summary cost model information.

1. Validity of Cost Model Methodology

It is important to understand that the feasibility analysis is the first phase of the project life cycle, before any detailed design and construction details have been developed. In the construction industry, the standard practice and typical methodology for cost model development at the feasibility stage is to use per-square-foot construction costs for buildings and site work, along with percent allowances for soft costs.

The most reliable sources of \$/SF data include comparable construction projects in the same region as well as recognized construction industry databases such as RS Means and Leland Saylor. Lee Saylor is based in the Bay Area and tracks costs on a per-square-foot basis for public facilities; as such it is a frequently-used database for public projects in our construction market. The cost model for the Newark Civic Center Feasibility Study incorporates \$/SF data both from comparable projects in the Bay Area and from construction databases, adjusted as appropriate to January 2016 dollars.

2. Rinconada Library as Project Precedent

It is not clear, based on the community member's comments, if he understood that the Rinconada Library renovation project was completed in 2015. Formerly known as the Palo Alto Main Library, the building was originally constructed in 1958 and had undergone structural retrofit and a moderate remodel in the early 1980s. In 2013, major renovation of the original 26,000 square foot building began, including upgrading the

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24 March 2016

Memorandum Page 2

building envelope, all building systems, and interior and exterior finishes; bringing the building into compliance with current accessibility, life safety, and sustainability codes; and adding a 4,000 square foot expansion. A project data sheet is attached for reference.

In our opinion, the scope of work to renovate the existing Newark Library will be comparable to the major renovation project at the Rinconada Library. In our more than 30 years of professional experience, we have found that at the feasibility stage, it is appropriate to budget major renovation projects similar to new construction. The Newark Library should have a life expectancy of at least 40 to 50 years, requiring that every aspect of the existing building be brought up to modern quality standards as well as current codes for accessibility, energy efficiency, and life safety. The age and condition of the existing Newark Library building, the cost of construction of a new addition, and the cost of temporary facilities and multiple moves are all considerations in the cost model, as is the need for higher contingencies due to the increased risk of unknown conditions in renovation projects as compared to new construction.

3. Perceived Irregularities in Cost Model Information

Based on our review of the video of the March 10th Council session and the marked-up documents submitted by the community member, it appears that his methodology and calculations are inaccurate. He appears to have divided the total proposed civic center project budget by the proposed total number of square feet, and then compared the result to the per-square-foot library construction costs we used to develop the budget. This is not an apples-to-apples comparison for several reasons:

- Each of the proposed components of the civic center project is a different building type with different construction costs per square foot. For example, the police station will need to meet essential facilities requirements, which include enhanced levels of structural and other building systems performance. The average \$/SF for all of the projects combined will almost by definition not match any of the \$/SF of individual components.
- As the project budgets include site improvements beyond the buildings, dividing them by the building area will result in an average \$/SF that is higher than the \$/SF of building construction alone.
- The proposed project budgets include not just the \$/SF cost of construction, but also other elements such as technology, FF&E, soft costs, and contingencies. This results in a higher \$/SF for the project than for just building construction.

Please let us know if you have any questions or clarifications in regards to the above information.

Dawn Merkes
Principal



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1 April 2016

Terrence Grindall, Assistant City Manager
CITY OF NEWARK

PROJECT

NEWARK CIVIC CENTER FEASIBILITY STUDY

SENT VIA

E-Mail: terrence.grindall@newark.org

TOPIC

Newark Unified School District Administration Space Program

Dear Terrence:

The following memo summarizes by department the size of the current Newark Unified School District (NUSD) administration building at 5715 Musick Avenue, and recommends the space needs of a new administration facility potential located at the Newark Civic Center. Parking counts have been developed based on the existing parking lot and Applicable planning requirements enforced by the City of Newark.

Methodology:

The current size of the NUSD administration building was determined using an existing floor plan of an undefined scale (attached) provided by Chief Business Official, Bryan Richards, satellite aeriels obtained from Google Earth, and a building tour conducted on March 7th, 2016 by Mr. Richards. The square footage summaries are accurate per the available information and are rounded to multiples of 25square feet. If a more detailed space summary is desired, further as-built documentation of the building must be provided or created. The facility condition of the facility was not assessed by Group 4.

The space needs of the potential new facility are projected 15 years in the future and consider the expected population growth of the city and current trends and best practices workplace design. Newark is projected to grow to by at least 10,000 residents of the next 20 years, thus impacting the demand for NUSD teachers and staff. The proposed space need accounts for this growth and the efficiency of the existing facility as observed on the tour. Additionally, potential efficiencies for shared use with City administration facilities are considered, including but not limited to the use of the City Council Chambers for School Board meetings.

Existing Facility:

The current NUSD administration building is approximately 16,025 SF and consists of two permanent buildings and two portables. The facility is home to the NUSDs administrative staff, including the Superintendent, Special Education department, BTSA, TOSA, IT department, Board Room, and large print shop. Three other meeting spaces of various sizes beyond the Board Room are available to staff. The northern building

MEMORANDUM

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April 1, 2016

Memorandum Page 2

appears to be repurposed from another use, most likely a school assembly space. The space summary is below:

EXISTING FACILITY SPACE SUMMARY

Meeting Rooms	
Board Chambers	1,500 SF
Board Training Room	1,500 SF
Board Library	900 SF
Superintendent Meeting Room	200 SF
Administration	3,000 SF
Finance & Secure Storage	925 SF
HR & Secure Storage	1,075 SF
IT & Server Room	1,025 SF
BTSA/TOSA	1,000 SF
Special Education	1,000 SF
Print Shop	1,200 SF
Board Chambers Restrooms	600 SF
Misc. Storage/Restrooms/ Circulation	1,850 SF

Total 16,025 SF

Parking 59 SP

The facility is extremely inefficient in its current space use however re-organization is challenging within the existing architecture. Some observations from the tour include:

- Mr. Richards did not mention that there was a lack of space in the current facility
- Many awkward circulation spaces exist which are unsuitable for use as staff workspace
- The building efficiency is aided by many outdoor circulation spaces which are not documented in this memo.
- Storage, while not constrained, is inefficiently used.
- IT has a surplus of storage and the servers in the MDF room only take up 1/3 of the space.
- Decentralization into 4 buildings causes inefficiency of support spaces, including break rooms and restrooms.
- The Board Chambers and Board Training room are programmed with public events and meetings.
- Circulation space not clearly defined on the provided floor plan is included in the area allocation for each department (ex. walking space around cubicles in the finance department).

Proposed Space Needs:

Due to the inefficiencies of the current NUSD administration building, the transition to digital documentation/workflow, and potential shared use opportunities at City facilities at the Civic Center, Group 4 does not recommend the size of the potential new facility increase from the existing administration building. It is our recommendation that the facility decreases in size due to these specific criteria:



April 1, 2016

Memorandum Page 3

- A layout of a new facility will be tailored for needs of the school district and thus more efficient.
- The new facility will be centralized, eliminating redundant support spaces.
- More centralized and space-efficient storage will be provided.
- Contemporary IT equipment is smaller in size than what exists in the current facility.
- The Board Chambers and associated restrooms will not be needed due to shared use of the City Council Chambers for Board Meetings.

Parking is determined using the City of Newark’s off-street parking and loading ordinance 17.60. Administrative offices are required to have 1 space for every 200 square feet of building. It is assumed that the large meeting space needed by the NUSD will not require additional parking as spaces already allocated for the City Council Chambers and for staff will be available depending on the time of day.

PROPOSED SPACE NEEDS SUMMARY (CIVIC CENTER SITE)	NOTES
Meeting Rooms	
Board Training Room	1,500 SF
Board Library	750 SF
Superintendent Meeting Room	250 SF 10 people capacity
Administration	3,000 SF
Print Shop	1,200 SF
Finance & Secure Storage	1,150 SF
HR & Secure Storage	1,200 SF
IT & Server Room	700 SF
BTSA/TOSA	1,000 SF
Special Education	1,000 SF
Misc. Storage/Restrooms/ Circulation	1,600 SF 15% of above SF
Total	13,350 SF
Parking	61 SP

Dawn Merkes
Principal

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06 June 2016

MEMORANDUM

Terrence Grindall, Assistant City Manager
CITY OF NEWARK

PROJECT

NEWARK CIVIC CENTER FEASIBILITY STUDY

SENT VIA

E-Mail: terrence.grindall@newark.org

TOPIC

Summary of Community and Council Comments on the Newark Civic Center Feasibility Study

Dear Terrence:

The following memo summarizes comments collected from the Newark community and Newark City Council from each outreach event. The comments are organized by meeting.

September 9, 2015 Community Meeting

Site Station:

- Previously looked at mall vicinity
- Skate Park
- Pedestrian freeway
- Look at (E) building. What will replace (E) City Hall?
- General plan land use for (E) site
- There is no “there” in Newark
- Newpark mall “Macy’s” might close
- City Hall at Corp Yard

Needs Assessment Station:

- Lease facilities, don’t build new
- Issue is maintenance not facility size/quality
- More meeting rooms for non-profit (free) meetings.
- Lighting not to good
- Teen/Children’s and Senior area to small
- Social area to be in library
 - Worn out
 - Over stuffed
- Parking to small
 - Too small for simultaneous uses.
- Rain noise
- San Leandro Meeting Rooms
 - Group study rooms
 - Sewing rooms
- Lunch program – more

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06 June 2016

Memorandum Page 2

- Create a community gathering
- Create a “there” here in Newark
- AV tech projection
- Communications
- Maker space & storage
- Power
- Performing arts
 - San Leandro old corp room by PD
- Garage band/music studio
 - See reach at Ashland (concern about toxics & noise)
- Functional staff work areas
- Kitchen at MPR
- Artifacts (museum)
- More updated computers
 - Flat screens for those who don't have.
 - Loaners – network – e-kiosk
 - Secure wireless network & mobile service
 - Robust public wifi
 - Cheap APS for libraries
 - Reuse is green
- Positives of Existing Facilities
 - Meeting room – Free
 - Paid for
 - wifi works well
 - Renovation possible
 - Maintenance & addition
 - Great staff
 - Convenient RR
 - Free programs – across age groups
 - Sturdy
 - Everything I need is online
 - Lucky day shelf is fun
 - New books!
 - Building must stay – expansion north
 - Timeless architecture
 - Skylights

September 20, 2015 Newark Days:

Silliman Center Sites:

- Easy to get to/not as much traffic
- No man's land
- Look at future housing impacts
- Lots of space to grow
- Connects area to Newark
- Terrible parking
- Close to Ohlone College /High School/ and Newpark Mall



Existing Civic Center Site:

- This option will be busier
- Great location
- New facility will impact traffic, concerned
- Best location in town
- Closer to whole community

Community Park Site:

- Traffic/Too busy in this part of town
- Leave park as is, place to play
- Central Location and keep park
- Skate park should be integrated
- Close/Easy access for existing community
- Convenient for lake neighborhood only
- Convenient to families and retail
- Dog Park should be included

October 8, 2015 Council Study Session:

Community Input:

- Keep the Library at the current location
- Renovation and reuse of existing facilities
- Excited to see cost of everything
- New park mall improvements?
 - Add on to for civic use?
- Emphasize PD
 - Safety First
 - Civic Pride
- Warm shell @ new library?
 - Coffee
 - Offset cost?
 - San Carlos Library is a good model
- Bad traffic @ Ohlone not good for Silliman Options
- Efficiency W/ Silliman center
- Ohlone is restructuring
 - May have more activity, bad for Silliman Sites
- Silliman Center Sites: Traffic! Pedestrian Safety
 - Ohlone has weekend tech. classes
 - Concern of moving PD
 - New housing around Silliman Center could affect PD response time
 - Added cost to replace Recreation fields
- More visible library



06 June 2016

Memorandum Page 4

- Invisible right now
- Money needs to be spent at schools
- Aaron Green
 - Legacy
 - No inquiry into preservation
 - Challenging vs. Impossible
 - Mill Valley
 - Well engineered?
 - Need 3rd Party study on feasibility of historic preservation
 - Better publicity for Community Meetings
- Renovate existing Library
 - Glass skylights
 - Add on facility over parking
 - Arch. Significant
 - Has Newark heritage
- Newark lacks a sense of community
 - Community center is a Newark gem
 - Renovate and repurpose
- Concern about noise in library with maker activities
- Why new if the doors aren't open 5 days a week now?
- Concerned about the operations
 - Thornton fire station is an example
- Why a sense of urgency?
 - Phasing is an asset
 - Mitigate risk 3x complexity with doing it all at once
 - Temp facilities an asset
 - The land of the current civic center site is one of the most valuable assets the city has.
- Purchase existing buildings
 - No underground parking
 - Community Center Site: Concerned about PD location
 - Can't afford to maintain current facilities...worried about cost
 - Need to add parks
 - (E) building for a city hall, new PD + Library
 - Need to design library strong enough to endure over time

City Council Input:

- Existing Library could be reused for another function
- No Eminent Domain
- Police response times?
 - Patrol Officers respond, always out in the City, not at facility
- How can Community Center option expand?
 - Space for Newark days?
 - Need more space
- PD can't be next to a playground...Ugly
- Silliman Center – continuing increase in Traffic
 - Need to study Traffic
- Essential to have an amphitheater in the Civic Center
- Grade separation railroad tracks on Newark Blvd was built for PD



06 June 2016

Memorandum Page 5

- Want to see more phased options
- Do all the facilities need to be co-located?

February 4, 2016 Council Study Session

Community Input:

- Pleasantly surprised past input has been incorporated
- Long for more cost information
- Like the location at the existing Civic Center site
 - Central
 - Great PD Access
- Like the adjacency between Civic Center park & library
 - Needs to be considered in scheme with new library
 - Consider families
- Weigh benefits of new construction vs. renovation
- How solid are these estimates?
- How long will new buildings last?
- What are the chances the library is reused?
- The library is too small to meet today's needs
- To Adina – what are the issues?
 - Not enough people space
 - Leaks
 - Noise
 - Park
 - Technology
 - Climate control
- To Adina - Would a larger building help?
 - Yes- divisibility, simultaneous programs
 - Tech lab
 - Larger space
 - Café / coffee cart

City Council Input:

- Community Park Option would eliminate Community Center.
- New Facilities at existing Civic Center Site allows flexibility for reuse
 - Change of use triggers current code compliance
- Save the stained glass
- Dedicated tree – Carl Pierce Memorial Tree
 - Needs to be maintained in any new scheme
- Antenna system at CAB will need to be evaluated and possibly replaces
- Historical analysis triggered by 50 year mark
- How much has the city spent keeping the C.A. & library building upright and functioning? Probably outweighs new facilities
- Life safety – immediate concern in existing facility



06 June 2016

Memorandum Page 6

- Ditto ADA
- Library has roofing problems
- Flexible Council Chambers needed
- Estimated land cost based from interpolation & recent sales
- We need a new library, library is important to Newark

City Council Direction:

- Create a more defined plaza
- Need restrooms near park
- Flip library & City Hall on the site, create a central plaza
- Maintain and plan around Pierce Memorial Tree
- Develop a phasing plan
- Try and incorporate NUSD

April 28, 2016 Council Meeting**Community Input:**

- Funding Strategy
 - What is the developer fee
 - Contribution? \$2M seems low
 - Cost to tax payer?
 - -118M
 - Parcel tax?
 - Operational cost?
- Existing vs. New Facilities
 - Buildings seem too big (except Library)
 - Absolutely no space in current buildings
 - Conceptual facilities meets space needs

City Council Input:

- What is the Construction period? 24 mo.
- Operational costs w/ NUSD would be split
- Conditions and MOU of shares spaced –TBD
- Show existing square feet in final report
- Need 2 access points onto site, can't just be from Civic Terrace Drive
- How is a G.O. bond sized with escalation?
 - Bonds don't sell until bid
 - Still need to ensure measure, revenue is enough to cover project
- What is the sales tax revenue over the past 10 years?
 - HDI looked at 20 years of historic revenue
- Don't sell the land
 - Use sales tax
- Buildings need to grow to serve the community
- Identify cost not included by temp facilities
- How long does polling take? About 50 days



06 June 2016

Memorandum Page 7

- Process
 - Target, phones, surveys

A handwritten signature in black ink that reads "Dawn Merkes". The script is fluid and cursive.

Dawn Merkes
Principal

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24 June 2016

MEMORANDUM

Terrence Grindall, Assistant City Manager
City of Newark
37101 Newark Boulevard
Newark, CA 94560

PROJECT

Newark Civic Center Study

SENT VIA

E-Mail:

TOPIC

Newark Civic Center, Community Center, and Library Historical Assessment

Dear Terrence,

As requested by the Newark City Council, Newark Community, and City Staff, Group 4 contracted the services of Garavaglia Architects to explore the eligibility the Newark Civic Center, Community Center, and Library to be considered for listing on the California Register of Historic Resources (CRHR) and/or Nation Register of Historic Places (NRHP). If deemed eligible, Garavaglia Architects assessed the integrity of the facilities against general criteria outlined by the National Parks Service, the governing body on historical assessment in the United States, to determine the historic value of a structure. The evaluation occurred from January to March 2016 and the findings are summarized in the following memorandum from Garavaglia Architecture.

Please feel free to contact us if any questions arise or additional information is needed.

Sincerely,

Dawn Merkes AIA, LEED AP BD+C
Principal

DM/s

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NEWARK CIVIC CENTER, COMMUNITY CENTER, AND LIBRARY
Eligibility and Integrity Matrices

June 24, 2016

ELIGIBILITY NOTES AND CONSIDERATIONS

50-Year Age Threshold

— Age considerations for the National Register of Historic Places (NRPH):
The National Register Criteria for Evaluation exclude properties that achieved significance within the past fifty years. Fifty years is a general estimate of the time needed to develop historical perspective and to evaluate significance. Under the National Park Service publication, “Criteria Consideration G: Properties That Have Achieved Significance Within The Past Fifty Years,” a property achieving significance within the past fifty years is eligible if it is of exceptional importance. **The phrase “exceptional importance” may be applied to the extraordinary importance of an event or to an entire category of resources so fragile that survivors of any age are unusual.³ Further, the case for exceptional importance is bolstered when there is a substantial amount of professional, documented materials on the resource and resource type. This would mean that the building would need to widely recognized by professionals as exceptionally important in the history of American architecture.⁴**

— Age considerations for the California Register of Historic Resources (CRHR):
Historical resources achieving significance within the past fifty (50) years. In order to understand the historic importance of a resource, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the resource. A resource less than fifty (50) years old may be considered for listing in the California Register if it can be demonstrated that sufficient time has passed to understand its historical importance.⁵

— We are looking at the Newark Civic Center and the Newark Community Center with a 45-year age consideration. Buildings constructed as part of the Civic Center after 1968 are not yet being considered in this evaluation. In this, the Newark Library (constructed in 1983) will not be evaluated for eligibility or integrity, due to age of 33 years. The library does not qualify as a resource as it does not meet the 50-year age threshold. Given its age, for the library building to be evaluated under the National Register Criteria, it would need to qualify as a property of “exceptional importance,” which it does not. The library building is not an exemplary example of Aaron G. Green’s work. There have not been a substantial amount of professional, documented materials on the building itself, nor has the library building been regarded as exceptionally important in the history of American architecture, as the NPS Criteria Consideration G would require.⁶

Site Considerations

— The Civic Center site has been substantially altered and expanded since construction in 1966. It is now replaced by a site design by Aaron Green from the 1980s. As such, the Civic Center site will not be evaluated for eligibility or integrity, due to age. The Community

³ “National Register Bulletin: How to Evaluate the Integrity of a Property,” U.S. Department of the Interior, National Park Service, 1990. <http://www.nps.gov/nr/publications/bulletins/nrb15/INDEX.htm>

⁴ “National Register Bulletin: Guidelines for Evaluating and Nominating Properties that have Achieved Significance Within the Past Fifty Years,” U.S. Department of the Interior, National Park Service, 1990. http://www.nps.gov/nr/publications/bulletins/nrb22/nrb22_V.htm

⁵ “Types of Historical Resources and Criteria for Listing in the California Register of Historic Places,” Barclays Official California Code of Regulations, WestLaw website, <https://govt.westlaw.com/calregs/Document/IFFC7DA00D48511DEBC02831C6D6C108E?viewType=FullText&originationContext=documenttoc&transitionType=CategoryPageItem&contextData=%28sc.Default%29>

⁶ “National Register Bulletin: Guidelines for Evaluating and Nominating Properties that have Achieved Significance Within the Past Fifty Years.”



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Center site may be evaluated as it remains largely intact with designs by Ribera & Sue architects.



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NEWARK CIVIC CENTER ADMINISTRATION BUILDING
 — Constructed in 1966, designed by architect William L. Duquette

Newark Civic Center Administration Building Eligibility

Criterion	Context	NRHP	CRHR
A/1: Event	Mid-Century Civic Centers	M - Possibly eligible on National Register on the local level	Y - Population explosion - Development of civic infrastructure in new city
B/2: Person	No identified significant persons, (politicians, staff, local community groups)	N	N-M - Silliman, mayor - Local advocacy groups
C/3: Architect/Design	William L. Duquette	N	M - Determination of architect's career and body of work
C/3: Architect/Design	Regional architecture	N	M - Characteristics of a local modernism
D/4: Potential to yield further information		N	N

Y - Yes, applicable M - Maybe applicable N - Not applicable

Newark Civic Center Administration Building Historical Integrity

Integrity Criterion	Discussion	Eligibility
Location	Location has remained the same	H
Design	Alteration of original chamber council room, various additions over time (Police Annex and later pre-fab trailer addition at rear)	M
Setting	Site has been altered substantially since original construction	L
Materials	Key exterior materials from original construction remain	H
Workmanship: the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.		M
Feeling		L
Association: the direct link between an important historic event or person and a historic property	Property retains association and original use as a city hall and civic center	H
Overall Integrity	Marginal integrity	

H - High integrity M - Marginal integrity L - Low to no integrity



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NEWARK COMMUNITY CENTER BUILDING
 — Constructed in 1968, designed by Aaron G. Green & Associates

Newark Community Center Building Eligibility

Criterion	Context	NRHP	CRHR
A/1: Event	Mid-Century Civic Centers/ Community Centers	M - Possibly eligible on National Register on the local level	Y
B/2: Person	No identified significant persons, (politicians, staff, local community groups)	N	N
C/3: Architect/Design	Aaron G. Green & Associates	M	Y
C/3: Architect/Design	Regional architecture	N	N
D/4: Potential to yield further information		N	N

Y - Yes, applicable M - Maybe applicable N - Not applicable

Newark Community Center Building Historical Integrity

Integrity Criterion	Discussion	Eligibility
Location	Location has remained the same	H
Design	Design remains largely intact. Addition in the 80s designed in same style, by same architectural firm	H
Setting	Setting and original park-scape still remain	H
Materials	Original materials still remain	H
Workmanship: the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.	Evidence of original, high-quality workmanship evident throughout	H
Feeling		H
Association: the direct link between an important historic event or person and a historic property		H
Overall Integrity	High	

H - High integrity M - Marginal integrity L - Low to no integrity



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SEVEN ASPECTS OF HISTORIC INTEGRITY

Integrity

The National Register traditionally recognizes a property's integrity through seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association. These qualities should also be discussed under the Statement of Significance, Section 8 of the registration form.⁷

Location

Location is the place where the historic property was constructed or the place where the historic event took place. Integrity of location refers to whether the property has been moved or relocated since its construction. A property is considered to have integrity of location if it was moved before or during its period of significance. Relocation of an aid during its active career if the move enhanced or continued its function is not a significant loss of integrity. For example, in 1877, the 1855-built Point Bonita Light was relocated from a high bluff to a rocky promontory to improve its visibility to mariners. Aids to navigation relocated to serve new purposes after being decommissioned suffer a serious loss of integrity of location, but are not automatically precluded from listing.

Design

Design is the composition of elements that constitute the form, plan, space, structure, and style of a property. But properties change through time. Lighthouses may be raised or shortened; buildings may be added or removed from a light station; sound signal equipment and optics may change to reflect advancing technology. Changes made to continue the function of the aid during its career may acquire significance in their own right. These changes do not necessarily constitute a loss of integrity of design. However, the removal of equipment that served as the actual aid to navigation--a fog signal, lens and lamp, or the distinctive daymarkings on a tower--has a considerable impact on the property. Removal of an optic from a lighthouse, a fog horn or bell from its building, or painting over a historic lighthouse's pattern has a serious adverse effect on its design integrity. The design integrity of light stations is reflected by the survival of ancillary buildings and structures. The decision to nominate a station should include an assessment of the design integrity of the property as a complex. The loss or substantial alteration of ancillary resources, such as keeper's quarters, oil houses, cisterns, and tramways, for example, may constitute a significant loss of design integrity.

Setting

Setting is the physical environment of a historic property that illustrates the character of the place. Integrity of setting remains when the surroundings of an aid to navigation have not been subjected to radical change. Integrity of setting of an isolated lighthouse would be compromised, for example, if it were now completely surrounded by modern development.

Materials

Materials are the physical elements combined in a particular pattern or configuration to form the aid during a period in the past. Integrity of materials determines whether or not an authentic historic resource still exists.

Workmanship

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period of history. Workmanship is important because it can furnish evidence of

⁷ "National Register Bulletin: How to Evaluate the Integrity of a Property," 1990.



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the technology of the craft, illustrate the aesthetic principles of a historic period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles.

Feeling

Feeling is the quality that a historic property has in evoking the aesthetic or historic sense of a past period of time. Although it is itself intangible, feeling is dependent upon the aid's significant physical characteristics that convey its historic qualities. Integrity of feeling is enhanced by the continued use of an historic optic or sound signal at a light station. The characteristic flashing signal of a light adds to its integrity. While sounds themselves, such as the "Bee-oooohhh" of a diaphone, cannot be nominated to the National Register, they enhance the integrity of feeling. The mournful call of fog horns on San Francisco Bay is an integral part of experiencing life there.

Association

Association is the direct link between a property and the event or person for which the property is significant. A period appearance or setting for a historic aid to navigation is desirable; integrity of setting, location, design, workmanship, materials, and feeling combine to convey integrity of association.



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