CITY OF SUNNYVALE

OFFICE OF THE CITY MANAGER

January 26, 2007

TO:	Onizuka Local Redevelopment Authority (LRA)
FROM:	Robert A. Switzer, BRAC Reuse Project Manager
THROUGH:	Amy Chan, City Manager
SUBJECT:	**Comments from the Citizen's Advisory Committee (CAC)** Report To Onizuka LRA: Onizuka BRAC – Preliminary Review of Conditions of Property and Notices of Interest Received (Information Only) (LRA # 07-001)
CC:	Robert Walker, Assistant City Manager Coryn Campbell, Assistant to the City Manager Onizuka Citizen's Advisory Committee

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This RTC is delivered pursuant to the "placeholder" in your packet. The Council has already received this RTC as an information only Draft via your Council mail box on January 22, 2007. **Please note that there are no changes to this report as compared to the earlier "Draft" that you received.**

At its meeting on January 25, 2007 the Citizen's Advisory Committee (CAC) reviewed this Information Only report. The CAC's comments will be recorded in the minutes of their meeting, but a brief summary of individual comments is also provided below. Staff will also plan to incorporate their suggestions, where appropriate for Phase II, into City negotiations with OEA on grant funds, program schedules, and consultant work programs. Ideas included:

- Identify possible interim solutions for VA.
- Verify environmental assessments of soil and water contamination.
- Readjust future project timeframes to reflect new, complex analysis.
- Expand traffic analyses to identify comprehensive solutions to complex area problems.
- Assess antenna reuse opportunities among local educational institutions.
- Scope of consultant analysis needed, and a time frame too short for the required work.

We will post greater detail of CAC deliberations on the City's Onizuka website in the near future.

REPORT TO ONIZUKA LRA

NO: LRA 07-001

January 30, 2007

SUBJECT: Onizuka BRAC -- Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only)

REPORT IN BRIEF

In April 2006 the Department of Defense (DOD) named the City of Sunnyvale as the Onizuka Local Redevelopment Authority (LRA). The LRA is the lead agency for creating the Onizuka Redevelopment Plan (the Plan) to guide the Onizuka Air Force Station (the site) closure, transfer and reuse.

In preparing the Plan, the Base Realignment and Closure (BRAC) regulations require the LRA to take account of past land uses and current property and environmental conditions. This "accounting" is the main topic of this RTC, and will also be reflected in the final Redevelopment Plan (scheduled for review by the LRA later this year). The current report summarizes the conditions that most influence Onizuka's transition and provides a "conceptual context" in which to fulfill the BRAC planning mandate to "balance" community needs for economic redevelopment with the needs of the homeless for housing. The LRA's review of Onizuka's land use and property conditions provides a sanctioned venue in which to weigh these competing needs, authorized criteria by which to evaluate them, and a possible strategy by which to resolve them.

Hence, the purpose of this report is to 1) provide an overview of past land use and current property and environmental conditions; 2) identify how property and environmental conditions might influence LRA choices among redevelopment options: commercial redevelopment, homeless housing and Veterans Affairs (VA) offices; 3) identify the missing pieces and the LRA's needs for additional research, analysis and design; 4) summarize the scope of consultant work for which the City will seek Office of Economic Adjustment (OEA) grant funds; and 5) broadly outline elements of a strategy to resolve the complexities created by the VA's "option" on the site, or in lieu thereof, a strategy to exhaust the remedies and resolve the complexities through legislative advocacy.

This report is information only and requires no action.

BACKGROUND

DOD recognized the Sunnyvale City Council as the Local Redevelopment Authority (or LRA) and assigned it the authority and responsibility to address past land use and current property conditions including environmental issues.

To fulfill this assignment, DOD charges the LRA with responsibility to:

- Work with agencies responsible for environmental assessments and remediation.
- Evaluate and balance Sunnyvale's homeless needs with other community redevelopment objectives during the reuse planning process.
- Prepare the Onizuka Reuse Plan for transition to civilian use.
- Negotiate the final plan for disposition with the U.S. Air Force.

In this context, the term "redevelopment plan" means a plan that (1) represents *local consensus* on the redevelopment ... and (2) provides for redevelopment of the property that becomes available ..." In order to shape this local consensus, the BRAC regulations require the LRA to take account of past land uses and current property conditions. This *accounting element* of base reuse plans – called the "Base Facilities Overview" – outlines the elements of this report:

A. Inventory of land, buildings and infrastructure
B. Condition of facilities and infrastructure
C. Environmental assessment
D. Unusual amenities (facilities, environmental)
    1. Historic sites and buildings
    2. Unique ecologic, geologic, scenic or aquatic features
    3. Memorabilia (planes, ships, missiles, artifacts)
    4. Unique structures
    5. Major equipment
E. Constraints

Staff has identified additional contents of this report for the LRA's consideration of land uses and current property conditions:

F. Zoning
G. Competing homeless needs

EXISTING POLICY

The City relies upon well established consensus of community values that are explicit and integrated into the *City of Sunnyvale Policy Framework*. The elements of this Framework are the *City Charter, Municipal Code, General Plan, Council Policy* and individual department and program policies.

➢ **Legislative Management Sub-Element**

Goal 7.3C: Participate in intergovernmental activities, including national, state and regional groups, as a means to represent the City's interests, influence policy and legislation, and enhance awareness.

The most relevant, recent, and detailed of these policies is the Moffett Park Specific Plan (MPSP) adopted in April of 2004. Section "F. Zoning" below references applicable regulations of the Moffett Park Specific Plan (MPSP).

DISCUSSION

The "discussion" section fulfills BRAC requirements that the LRA take account of past land uses and current property conditions. It uses the outline provided by DOD in the "Base Facilities Overview" to summarize past land use and current property conditions that might influence the facility's conversion to civilian reuse.

A. Inventory of Land, Buildings and Infrastructure

1. Land:

Any inventory of the Onizuka parcel, buildings and infrastructure begins with its South Bay location within Silicon Valley, its unique size, unmatched visibility, historic role and singular use. These contextual factors create an extraordinary opportunity for clearance and conversion of a single parcel to a civilian reuse that serves a strong regional economy and affluent regional market. (See Attachment A, "Onizuka Vicinity Map.")

The Onizuka site is estimated at 22.46 acres of land on three parcels including approximately three acres of easement. Boundaries include the light rail transit right of way bordering Mathilda, the City Fire Station property, Innovation Way and Moffett Drive. The site is one of the largest publicly-owned parcels suitable for economic development in the South Bay, uniquely situated and visible on Highway 101 at the Mathilda Avenue entryway into Sunnyvale. The land is developed with 24 buildings totaling 570,926 square feet, dedicated to a single use. Development is dominated by the conspicuous "Blue Cube" building and satellite dishes. The intensity and single purpose use of the land combine to support the vision of a single parcel devoted to a single use. (See Attachment B, "Onizuka Site Map" for parcel boundaries, building locations including the request of Veterans Affairs.)

Needs: While Air Force staff have indicated they do not anticipate any soil contamination, their environmental reports are not yet complete. From preliminary information, City staff concludes the most significant constraints

on the land may be its size, the condition of existing facilities, and the feasibility of accommodating competing uses. Staff believes further analysis of conceptual alternatives is needed to assess appropriate site reuse options.

Action Steps: To resolve the land-related issues staff will seek OEA grant funds for a site design, project feasibility and market analysis for proposed conceptual alternatives.

Note: A separate RTC requesting authority to apply for OEA funding to address the needs identified in the report is scheduled for Council review on January 30, 2007.

2. Buildings:

Onizuka AFS is developed with 24 buildings totaling 570,926 square feet. Two of the buildings (discussed at length below under the headings "Unique Structures" and "Constraints" respectively), are the "Blue Cube" and the headquarters office building requested by the Department of Veterans Affairs. Unlike many military bases, Onizuka has provided no history of residential use for military housing, and currently contains no facilities which appear appropriate for conversion to civilian or homeless housing. See Attachment B "Onizuka Site Map," which illustrates the location of buildings including buildings requested by VA.

The Air Force has provided little information on the environmental conditions of the buildings pending the completion of their process for engaging qualified environmental consultants. They have submitted detailed reports documenting the presence of some lead paint and asbestos, but the reports do not reveal these to be significant constraints on the reuse of the buildings.

All buildings are described as typical of Cold War defense facilities: outdated in style, single purpose in use, and without redeeming redevelopment or architectural value that would make them suitable for modern corporate offices, research or retail centers. With the exception of the headquarters offices claimed by VA, all buildings appear suitable for demolition clearance and disposal. Ordinarily, this is a costly factor but not a significant constraint on the reuse of the site.

Needs: It may be expected that under one or more conceptual reuse scenarios all structures would be candidates for demolition, clearance and disposal. Some of these structures are designed as single use structures specifically for sensitive security purposes. An assessment of demolition and disposal costs is central to project pro-forma and feasibility analysis of conceptual alternatives.

Action Steps: Staff will seek OEA grant funding to assess the cost of structural demolition, clearance and disposal and, subject to OEA approval, will prepare the scope of work for issuance of an RFP.

3. Infrastructure:

The Onizuka site is served by a comprehensive system of offsite municipal infrastructure generally capable of accommodating the requirements of some conceptual reuse alternatives. The site is currently connected to water service via a sixteen inch domestic water pipeline, and abuts six and eight inch reclaimed water pipelines. These lines may be insufficiently sized to accommodate potable water and fire flow requirements and would require analysis as to whether size upgrades are required under conceptual reuse alternatives. The site is served on two sides by existing twelve and fifteen inch City sewer lines. The Moffett Park Specific Plan (MPSP) indicates that some surrounding systems will require upgrades, but the MPSP assumed that Onizuka's use and intensity would remain the same. With application for any new development, the City requires a re-analysis of the off-site infrastructure. Re-analysis may result in further infrastructure improvements or payment by the development of a fair share fee toward specialized or previously identified capital improvements.

Other improvements may include sewer system upgrades including an overflow bypass at Onizuka, storm drains, Innovation Way access, especially at the light rail transit tracks, and landscaping along public rights of way.

Onizuka's on-site infrastructure was extensive, incrementally constructed and configured to accommodate additions to the building inventory made from the 1950s to the 1970s. Consequently, it is possible that on-site infrastructure would serve future building sites under some alternative reuse concepts. To the extent that such infrastructure serves the potential VA offices, the subdivision of the property may create complexities that affect the value of the site. The cost of removing, relocating and re-installing on-site infrastructure will depend upon the development density and site plan for the alternative concept selected for the final reuse plan, and will become the responsibility of the developer.

Additionally, Innovation Way was closed, reconfigured and landscaped as part of post 9-11 security improvement. The City would require a developer to reopen the closed portion as a condition of development, as well as any improvements to its access at the light rail transit tracks. Independent traffic analysis of this access point is a pre-requisite for selecting development options that require subdivision of the site, or land assembly involving adjacent sites, and improvement may become a condition of development.

Needs: A re-analysis is needed of off-site infrastructure, including previously identified capital projects, triggered by the potential intensification of uses on Onizuka. These costs, and those associated with on-site infrastructure under alternative scenarios, are key elements of project pro-forma and feasibility analysis of conceptual reuse options that include accommodation for the Veterans' Affairs, and for developer negotiations.

Action Steps: Staff will seek OEA grants for infrastructure capacity and cost analysis during preparation of the final reuse plan.

B. Condition of Facilities (Land, Buildings) and Infrastructure

Conditions of Facilities

The condition of buildings have been variously described as typical of Cold War defense facilities: crowded, outdated in style, single purpose in use, code and seismically deficient, marginally contaminated (with lead paint and asbestos) and without redeeming redevelopment, architectural or historic value.

In short, none of the buildings provide the modern, specialized spaces required for today's modern industries, corporate offices or research space. These characteristics suggest that *the key problems or constraints with facilities are that reuse, at least at highest and best use, will not occur within the existing structures but will require building demolition and site clearance.*

Further technical analysis is needed to evaluate whether any buildings are cost effective for reuse under any conceptual scenario, or in lieu thereof, the costs for demolition and disposal of hazardous materials generated by demolition.

As a next step in the solution of these issues staff requests LRA approval to seek OEA grant funds to explore the reuse or demolition of buildings under conceptual options.

Conditions of Infrastructure

The City has received no information on the conditions of the infrastructure from the Air Force or its Center for Environmental Excellence, its "central command" for environmental documents. The conditions of *off*-site infrastructure suggest convenient access, adequate capacity and a range of potential improvements needed to serve the proposed range of conceptual reuses suitable for this site.

The location and capacity of *on-site* infrastructure, parking and utilities serving new development appears vulnerable to VA decisions regarding the layout of its own site. Infrastructure location and cost may very widely depending upon VA's site design, site design for the remainder parcel, or a unified site design for the entire parcel.

Needs: While not prohibitive, it is important to note that infrastructure costs may be significant determinants of the feasibility of alternative uses that require a developer to accommodate or relocate Veterans Affairs offices or homeless housing.

Action Steps: Staff will seek OEA grant funding for the following analysis, planning and costs associated with infrastructure under alternative reuse scenarios: 1) On-site infrastructure affected by building sites; 2) Traffic and transit improvements at Innovation/Mathilda; 3) Feasibility analysis of alternative project options which incorporate or relocate VA offices and reuse the proposed VA site; and 4) Off-site improvements identified in the Moffett Park Specific Plan.

C. Environmental Assessment

The Air Force's Center for Environmental Excellence (AFCEE) has responsibility for compliance with the National Environmental Policy Act (NEPA). It will prepare the Environmental Baseline Survey, the Environmental Conditions of Property Report (ECP), and the Environmental Assessment Reports, and provide these reports to the LRA. Throughout 2006 the Air Force located and transmitted the following limited disclosure reports identified by a check mark. The disclosures *not* received are identified by an "X" mark. The Air Force has stated its intent to transmit these to the City in March 2007.

1. Building Concerns

- √ Asbestos and Lead-Based Paint (Onizuka AFS, Asbestos Management Plan, Updated January 2006) -- lead concentrations in the exterior paint of eight buildings
- √ Seismic Evaluation Reports
- ☒ Drinking water quality
- ☒ Indoor air quality
- √ Polychlorinated biphenyls
- ☒ Radioactive substances
- ☒ Radon
- ☒ Pesticides
- ☒ Ordnance
- ☒ Medical and biological wastes

2. Land Concerns

- ☒ Hazardous Substances
- ☒ Petroleum Substances
- ☒ IRP (Contaminated) Sites
- ☒ Storage Tanks and Related Systems
- ☒ Treatment Systems and Related Components

In summary, a review of the information received to date is limited but would not in itself indicate significant obstacles to the reuse of the buildings. Rather, the information supports expectations that the existing buildings would be demolished and replaced with modern facilities appropriate to the selected use.

Note: Because the Air Force environmental reports were incomplete, staff sought to identify the information gaps for the LRA by issuing a consultant "Request for Proposals" in October 2006. The small size of the RFP ($11,000) produced no consultant responses. Staff, AFCEE, OEA and AFRPA met in December 2006 for the Air Force to share their environmental expectations and set out their reporting schedules, which are as follows:

- AFCEE expects no environmental obstacles to the site's reuse and expects to designate Onizuka a "Category 1" site: "No release or disposal has occurred."

- AFCEE expects to submit to the LRA a confirmation of this position, called the "Summary of the Environmental Base Line Survey," in February, 2007.

- AFCEE expects to submit the Environmental Baseline Survey to document this Summary and identify any issues (spills, plumes, etc.) in March, 2007.

If AFCEE is correct, the *environmental* conditions will *not* have significant influence on conceptual reuse options, remediation costs, acquisition costs, or conversion time schedules. However, other conditions may have significant influence on the success of reuse options, and those are addressed below.

D. Unusual amenities (facilities and/or environmental)

1. Historic sites and buildings

Local discussion of Onizuka's historic significance has tempered the exciting science, spy and space programs in which Onizuka participated with its uninteresting architectural inventory in an effort to balance historic recognition with the redevelopment needs of the community. Staff's October 4, 2006 report to the Heritage Preservation Commission (HPC) lists key programs, projects and events in which Onizuka staff participated, the Corona and space shuttle

programs being perhaps the most interesting. (See Attachment C: *"Information Report Regarding the Preliminary Assessment on the Historic Significance of Onizuka Air Force Station"* No one disputes the importance of these programs or the role played by Onizuka AFS in their success.

Upon initial review of the architecture, HPC staff identified no historic significance in the physical or architectural inventory on site. The largest Onizuka building, the "Blue Cube," is certainly conspicuous due to its size, bulk and proximity to US 101 and Highway 237. Its industrial architecture is plain with nondescript, with windowless exterior and unimportant interiors.

The Air Force has indicated that none of the facilities on Onizuka meet the agency's fifty year age threshold standards for consideration as "historically significant" facilities. The Air Force is unwilling to release its report on the historic survey of existing architectural inventory due to security sensitivity.

Both the HPC and the LRA's Citizens Advisory Committee (CAC) discussed new goals and objectives for Onizuka reuse that suggest a common hope that the LRA's reuse plan will acknowledge Onizuka's interesting past programs, preserve and repatriate the memorabilia, and seek to enhance public awareness of them without preserving inharmonious structures that compromise the site's development appeal. The goals below are recommended by the CAC and seek to preserve recognition of Onizuka's historic role, but do not include the preservation of the buildings (excerpted from December 13, 2006 CAC Meeting Minutes).

- *Seek disposition and development which will appropriately recognize the historic role of the Onizuka mission and achievements in space and in the Cold War, and its seminal impact on the Silicon Valley economy.*

- *Seek disposition and development which creates a highly visible and widely recognized "landmark class" facility design – identified with Sunnyvale, with an important City entryway, with Onizuka AFS and/or Silicon Valley.*

Needs: These goals may be achieved within any conceptual use, albeit in different ways and staff is planning to explore alternative methods of historic enhancement and develop strategies that could respond to HPC and CAC goals.

Action Steps: To achieve the goals of the HPC and CAC, staff will seek OEA funding to develop three history-related strategies: 1) the recording and preservation of historic narrative; 2) site design options for historical enhancement strategies; and 3) a strategy for memorabilia as proposed below.

2. Unique ecologic, geologic, scenic or aquatic features:

Onizuka possesses no visible or known ecologic, geologic, scenic or aquatic features. Staff will monitor the AFCEE environmental reports to determine if they contain any indication of need for further analysis.

3. Memorabilia (planes, ships, missiles, artifacts):

The Air Force informed LRA staff that some artifacts associated with the base (computers, machines, etc.) have already been removed from the site, and are either in storage at Schriever AFS in Colorado, or are on display at the Smithsonian Institute in Washington D.C. CAC members have expressed the wish that the City explore taking steps to retain, reassemble and preserve Onizuka's artifacts.

Staff will seek OEA funding for professional re-inventory of Onizuka artifacts, and to formulate a strategy to identify, retain, reassemble or repatriate and showcase artifacts locally as appropriate. See Attachment D, Citizen's Advisory Committee Minutes, December 13, 2006.

4. Unique structure:

a. Unique structures: Antennae Dishes

There are three large antenna dishes that are unique structures at the site that could, if retained, create complexities for site redevelopment because of their size, location within buildable areas, and inharmonious industrial design. The antenna could be categorized as major equipment, as conspicuous landmarks in Sunnyvale, or even historic memorabilia.

The City's Heritage Preservation Commission has considered the desirability of preserving at least one of these antennas because: 1) they are visually conspicuous and identifiable features of the base, 2) they are directly associated with potentially significant events at the base, and 3) they are artifacts that may qualify as locally significant under heritage criteria, "familiar visual features of the community." The Air Force is currently operating the antennae and has not yet confirmed its intent. Upon its 2011 relocation to Vandenberg, the Air Force could sell the antennae to a private party, leave, or remove them.

Need. LRA staff will consider the wishes of the HPC and monitor Air Force interest in the large antenna. However, further or technical assistance is needed to determine if it is feasible to preserve, lease, sell, and/or reuse the

antennae in any development scheme, or mitigate any negative effect on site redevelopment.

Action Steps: Staff will apply to OEA for funding to formulate strategies for the way forward on the large antennae.

b. Unique Structures: The "Blue Cube"

The largest of Onizuka's 24 buildings, referred to as the "Blue Cube," is popularly thought more unique for its incongruous bulk and conspicuous juxtaposition near US 101 and Highway 237 than for its association with Onizuka's space or Cold War activities.

The Blue Cube may be considered one of Moffett Park's unique structures due to its conspicuous presence adjacent to two major freeways, its inharmonious size, its windowless military blue color and mundane architecture. Its uniqueness is not due to the significance of its architectural design, date of construction, or noted architect. Generally speaking, none of the buildings at Onizuka would qualify as locally significant under any National, State or City Municipal Code criteria. The Blue Cube, however, does qualify as an established and familiar visual feature of the community.

Pending results of an historical survey, the HPC and CAC recommend policies to memorialize the historic significance of the events that have taken place at Onizuka AFS, and expressed a favorable reaction to constructing a new landmark-quality replacement facility. These are not a formal determination of historic significance but recommendations only.

Needs: *See D. 1* above.

Action Steps: Staff will seek LRA approval to apply for OEA funding for site design strategies that could memorialize the historic importance of Onizuka and develop a new facility design with a landmark-quality visual impact.

5. Major equipment

Onizuka contains dated power generation and air conditioning equipment suitable to maintaining operation of its extensive office equipment and computer inventory. The equipment is dated, inconveniently located, and would be removed during redevelopment of the site, to be replaced with building-specific air conditioning equipment. The antennae have been previously referenced above.

E. Constraints

Onizuka is a uniquely sized parcel with broad commercial appeal in a strong economy and affluent market. Its constraints do not appear to be those common to surplus military facilities: unexploded ordinance, environmental contamination, deteriorated military housing, etc. Instead, the primary constraints on the redevelopment of the site for highest and best use appear more likely to be the physical constraints of size and existing, outdated facilities:

- Buildable area. While the site is large by comparison with some undeveloped South Bay properties, the size and flexibility of its buildable area, especially after accommodating the VA, may limit its development appeal. Some of the more desirable, land intensive uses such as automotive retail may require land assembly. (Informal discussions indicate that automotive retail center developers are seeking 35-40 acres.)

- Subdivision. Reuse concepts that require smaller sites (such as VA offices or homeless housing proposed in NOIs) may compromise Onizuka's appeal by subdividing the site into smaller parcels.

- Inharmonious facilities. The retention of existing, centrally located, older buildings either by VA or for historic preservation, may compromise the parcel's development appeal by juxtaposing facilities that are inharmonious with highest or best use.

- Inharmonious uses. The parcel's surrounding MP-I land uses, freeway interchange location, and separation from residential services renders the parcel inappropriate for some uses such as housing.

- Satellite antennae. Onizuka's three unique satellite antennae may be left behind and/or acquired by Stanford University. Due to their effect on buildable area they may require disassembly, relocation, and/or even arrangements for reuse should this type of preservation be deemed appropriate.

- Facility demolition. The 24 dated and single purpose security facilities may require extensive demolition and disposal of hazardous materials. These increase front-end development costs and create disincentives.

These constraints on the development of the site are exacerbated by the Department of Veterans Affairs' intent to reuse existing offices, storage, and parking.

- Veterans Affairs. The Department of Veterans Affairs (VA) requested and received Onizuka Building 1002, 1018, and 1034 for 56,965 square feet "*...and two acres of associated land.*" The Air Force is not declaring VA's portion of the property to be "surplus." Ordinarily the City would only plan for the surplus property, not the VA property. But the exact boundaries between the VA parcel and the remaining, surplus parcel are not defined, and VA, Air Force and OEA agree that it would not be prudent to define the VA parcel before developing a better understanding of the conceptual options.

  The exact boundary between VA and surplus property – *if any* – will depend upon 1) City/VA/developer negotiations, 2) the City Reuse Plan to be transmitted September 2007, and 3) the Air Force's formal Record of Decision (or "ROD") scheduled for September 2008. This time schedule creates an opportunity for the City to formulate the plan for a conceptual option, negotiate it with VA and developers, and/or advocate for legislative support.

  Understanding VA's motivation is central to this process of planning, negotiation and advocacy. VA requested this space because the research space in its Palo Alto Campus is already deficient by 300,997 square feet in staff space, and VA expects a 72,300 square foot research facility to be demolished in 2008 due to seismic deficiencies.

  Clearly, VA's critical schedule for 2008 is not synchronized with the Air Force relocation three years later. Also Onizuka's 50,560 square foot offices provide for less than 10% of VA's 537,777 total projected square foot space needs.

The table below identifies VA's requested Onizuka buildings, their square footage and use.

Department of Veteran's Affairs' Building Claims

Bldg. No.	***Construction***	***Square Feet***	***Current Use***
1002	1969	50,560	Offices
1018	1981	2,200	Base Exchange
1034	1988	4,205	Storage
Parking		Undetermined	
Total		**56,965**	

In evaluating the Veteran Affairs request and issuing the ROD, the Air Force considers the LRA's reuse plan and the following criteria in the BRAC

regulations. While the Air Force is not mandated to adhere strictly to these evaluation criteria in reviewing the VA's application, the criteria underscore the importance of predevelopment analysis and data on the conceptual alternatives, past uses, and conditions of the property in negotiations with the Air Force and the VA.

Criteria:

1) *"The proposed Federal use is consistent with the highest and best use of the property."*

   DOD defines "Highest and Best Use" as,

   > *"The most likely use to which a property can be put,* ***which will produce the highest monetary return from the property****, promote its maximum value, or serve a public or institutional purpose ... based on the property's economic potential, qualitative values... inherent in the property itself,* ***and other utilization factors controlling or directly affecting land use (e.g. zoning, physical characteristics, private and public uses in the vicinity****, neighboring improvements, utility services, access, roads, location, and environmental and historical considerations). Projected highest and best use should not be remote, speculative, or conjectural."*

2) *"The requested transfer will not have an adverse impact on the transfer of any remaining portion of the installation."*

3) *The application offers fair market value for the property.*

While VA could certainly afford to offer fair market value for the property, it is difficult to imagine VA's dated offices and storage facilities *not* constraining the highest and best use of the site, or *not* adversely affecting the remaining parcel. Staff believes the VA's request constrains the site's marketability for highest and best use:

- Reduces the buildable area of the remaining installation;
- Creates development complexities in determining responsibility for off-site and on-site infrastructure improvements;
- Hampers consolidation of the site with adjacent properties in a land assembly to accommodate larger users (unless the VA site is relocated);
- Establishes a lower development density than permitted by MPSP;
- Retains uses and facilities inharmonious with the remaining site;

- Forecloses conceptual alternatives by retaining government offices and storage in the middle of the site;
- Eliminates application of City development controls to Federal property.

Also the VA's proposal compromises the collateral opportunities that base closures usually offer to impacted communities:

- Creates no new employment for city or district residents;
- Does not retain an employer "threatened" with closure or dislocation;
- Requires voluntary Federal compliance with City development policies;
- Does not meet VA needs for either code-compliant or long term space;
- Extends a governmental use which contributes nothing to the tax base;
- Creates parcel lines between adjacent buildings contrary to area norms.

For these reasons, both the VA and the Air Force have expressed willingness to consider conceptual options which accommodate VA by providing similar sized office space without retaining the existing facilities. Following Council direction, City staff initiated preliminary discussions with VA staff to address the boundaries and explore alternative VA office concepts.

Needs: In support of these possibilities, OEA has informally agreed to accept a funding request. This grant augmentation would be used for expert analysis and planning of alternatives to remedy the VA impacts. Staff will seek OEA funds to identify costs, provide preliminary engineering and planning, analyze market and project feasibility, and facilitate negotiation and disposition.

Actions: City staff proposes to match OEA funds with City funding for a professional property appraisals (potentially including demolition costs) to compare alternative concepts, to determine the effect of the VA proposal on the value of the remaining parcel, and to compare alternative concepts. The alternative concepts would include the VA within new buildings, relocate VA on site, or relocate VA off site. Staff would consult with the Air Force appraisers to avoid duplication of work and expense. Identifying market value will be helpful in identifying the value in buying out VA interest.

F. Zoning

Onizuka is currently a Federal facility exempt from local regulations. One of the most important conditions of the property is that upon conveyance of the surplus, civilian reuse would be governed by a well-established consensus of community values already codified in the *City of Sunnyvale Policy Framework*, including the *City Charter*, *Municipal Code*, and *General Plan*. Chief among these is the existing *Moffett Park Specific Plan* (MPSP) adopted in April 2004 after a three-year planning process. The MPSP includes the Onizuka site, and

without further City action would control its conversion to civilian use, its density of development, and its monetary return (See Attachment E "Moffett Park Specific Plan Area"). Perhaps the MPSP's most significant impact on the property is the "Floor Area Ratio" (FAR) which establishes the site's development intensity and its reuse and value.

When the MPSP was adopted in 2004 Onizuka was zoned Moffett Park Industrial (MP-I) with an FAR of 35%. While some MP-I sites are eligible for 50% FAR, Onizuka is not (See Attachment F, "Major Development on Parcels in the Onizuka Area"). The MPSP maximized the amount of development that could be built within the planned transportation infrastructure, with highest intensities along the Light Rail corridor. This core area received a base zoning that allows a 50% FAR with the ability to achieve up to 70% FAR.

While Onizuka is along the Light Rail corridor and proximate to two Light Rail stations the site was *not* zoned for higher intensity development. The City intended the MPSP to facilitate maximum Class A office development and to preserve development and transportation capacity for the properties most likely to use it. The two military parcels in Moffett Park *were not expected to redevelop and were allocated only 35% FAR.* This lower intensity supports Class B quality Research/Development and Office such as the VA's offices.

Needs: Prior to approval of the Moffett Park Specific Plan the City prepared and certified an Environmental Impact Report (EIR). The City would need to evaluate any amendments to the MPSP for potential environmental impacts, especially the most significant potential impact: traffic. As the plan already maximized the amount of development that could occur within the planned infrastructure, environmental review would need to determine if alternative uses are within the planned thresholds.

In summary, conceptual alternatives will require further project feasibility analysis to determine the density of conceptual options that create project feasibility with and without accommodation for VA. (VA-density office development at 35% FAR does not require further analysis and we include it among the options for fiscal and economic comparison only). Additionally needed are traffic analysis and land use compatibility analysis. This information will permit the City to determine the appropriate development intensity with various VA-office options, and to inform negotiations with developers for the remaining parcel or in a strategy of parcel assembly.

Action Steps: Staff will submit application for OEA funding augmentation to provide the above analysis.

G. Homeless Housing Needs (Notices of Interest)

Among the conditions of the property which could influence its future use is the Federal requirement for LRA consideration of Notices of Interest or NOIs. As required by the Code of Federal Regulations, the City advertised and sent notifications to non-profits within the region soliciting NOIs in the facility.

The City received two extensive and valid Notices of Interest (NOIs) in Onizuka from homeless service providers on December 5, 2006. They comply with the required format and content and are summarized below:

1) Mid-Peninsula Housing Coalition, a nonprofit housing developer, and Shelter Network, a homeless services provider, submitted an NOI that proposes the construction of 125 new housing units on 4.2 acres. The units would include: 81 studios to house 40 chronically homeless with mental and/or physical disabilities; 41 single room occupancy units to house individuals at or below 30% of area median income; 44 (1 and 2 bedroom) units to house 22 homeless families; and 22 families at-risk of homelessness at or below 30% of area median income. The NOI included a requested $1.4 million contribution by the City of Sunnyvale toward the construction of the project.

2) Charities Housing Development Corporation, a nonprofit housing developer, and three homeless services providers: Inn Vision The Way Home, Catholic Charities of Santa Clara County, and the Next Step Center, a division of the Vietnam Veterans of California, submitted an NOI that proposes the construction of 120 new housing units, and an 18,000 square foot service center (for offices and headquarters of the Next Step Center), on 3 acres of land. All 120 housing units would be single-room occupancy type units (averaging 325 square feet). This includes 20 units to provide permanent housing for homeless individuals transitioning into permanent housing, 15 units to house homeless veterans, and 25 units to house homeless and chronically homeless adults. The targeted population for the balance of the units was not stated. The NOI included a requested $8.3 million contribution by the City of Sunnyvale toward the construction of the project, and an annual CDBG contribution towards provision of public services by Next Step.

These proposals are consistent with the policy goals and project targets of the Sunnyvale *2005-2010 Consolidated Plan* required by the Department of Housing and Urban Development (HUD) and adopted by the Council on May 10, 2005. The proposals would enable the City to fulfill the performance objectives of housing for the homeless, chronically homeless and disabled (for reference, see HUD Tables 1B and 1C in *Consolidated Plan*, pg. 4-11).

Needs: HUD requires LRAs to balance the needs of the homeless with the redevelopment needs of the community during the preparation of the Reuse

Plan. The suitability of the property is one of the factors the LRA may consider in balancing these needs. The past uses and current conditions listed above affect the suitability of the Onizuka property for residential use, and were they the only criteria, would appear to render the Onizuka site unsuitable for residential use in general, and homeless housing in particular.

Among the options the LRA may consider regarding homeless housing is Federal regulation (C5.4.9.2.) which allows the LRA to determine that a homeless facility would be incompatible with the proposed reuse plan. In such cases, the regulations indicate that, *"it may be in the public interest for the LRA, at its expense, to offer property off the site, or other assistance or resources, to homeless representatives, instead of the surplus property at the site."* Section 586.20(c) (4) states; *"Consider various properties in response to the notices of interest. The LRA may consider property that is located off the installation."*

Action Steps. To further ensure the "balancing" process required by HUD, staff will 1) include homeless housing among conceptual options considered by the LRA in March; and 2) further review the two NOIs for merit and suitability during consideration of alternative uses; 3) begin to explore other sites that may be more appropriate for accommodating homeless housing, should the LRA wish to pursue this option.

CONCLUSION

Onizuka is a unique parcel with a size that offers the potential for broad commercial appeal in a strong economy and affluent market. To date, the Air Force has expressed an expectation that environmental conditions of the property are unlikely to resemble those associated with most surplus military facilities and will not pose an obstacle to development. In the absence of such conditions, staff's assessment is that *past and potential future uses affecting the site's buildable area are more likely to constrain redevelopment at the highest and best use.* Chief among these constraints may be:

1. VA's proposal to retain existing buildings, which is likely to affect development options, property values and selling price by subdividing the site for multiple competing and inharmonious uses.

2. Twenty-four older structures that are inharmonious with highest and best use, and whose demolition, disposal or preservation costs may discourage development interest.

3. Inharmonious uses such as homeless housing.

4. Unique facilities such as Onizuka's highly visible satellite antennae or the Blue Cube, whose demolition, disposal or preservation costs may also discourage development interest.

To resolve these issues, City staff is proposing that the City collaborate with VA and the Air Force in an effort to identify uses and developers which could accommodate the VA in new, on-site facilities or in alternative off-site facilities.

Therefore, with AF *and* VA encouragement – *and* OEA willingness to consider funding augmentation – the City's reuse plan process currently includes two scenarios. The first scenario includes both the remaining parcel *and* VA's requested property. The second, or "back-up" plan, excludes VA's requested parcel and plans for only the remaining "surplus" parcel.

With this added complexity staff proposes to prepare applications for OEA grant augmentation in February, and prepare consultant requests for proposals to begin complex analyses of conceptual reuse options.

To determine the feasibility of such a strategy the staff of VA, Air Force and Office of Economic Adjustment have indicated tentative support for additional independent analysis during predevelopment planning. This analysis will include market, project feasibility, cost and value comparisons among conceptual alternatives.

This approach provides a number of advantages, most importantly, *independent* analysis comparing the benefits of the VA's request with those of the conceptual alternatives.

A report specifying the recommended conceptual reuse options is scheduled for presentation to the LRA for direction on March 6, 2007.

FISCAL IMPACT

It is not possible to accurately estimate the fiscal impact of Onizuka's redevelopment, or the Veterans Affairs proposal, except through economic, real estate, and market analysis of conceptual reuse options in preparation for the LRA adoption of the Plan. This review of the conditions of the property is one step in identifying the analysis needed. There is no direct fiscal impact resulting from this report.

PUBLIC CONTACT

The Citizen's Advisory Committee (CAC) is the primary venue of public contact required by the BRAC process. In addition, the City has an Onizuka web site (Onizuka.InSunnyvale.com) on which it regularly posts all reports to the CAC

and LRA, and a Communications Plan which establishes procedures for regular notification of residents on Onizuka web site updates.

Public contact has also been made through posting of the Council agenda in public places, on the City's web page, on KSUN, and by the publication of the general business/public hearing items in the *San Jose Mercury News*.

RECOMMENDATION

As this is an Information Only report there is no recommendation.

Reviewed by:

Robert Walker, Assistant City Manager
Prepared by: Robert A. Switzer, BRAC Project Manager

Reviewed by:

Robert Paternoster, Director, Community Development
Prepared by: Robert A. Switzer, BRAC Project Manager

Approved by:

Amy Chan
City Manager

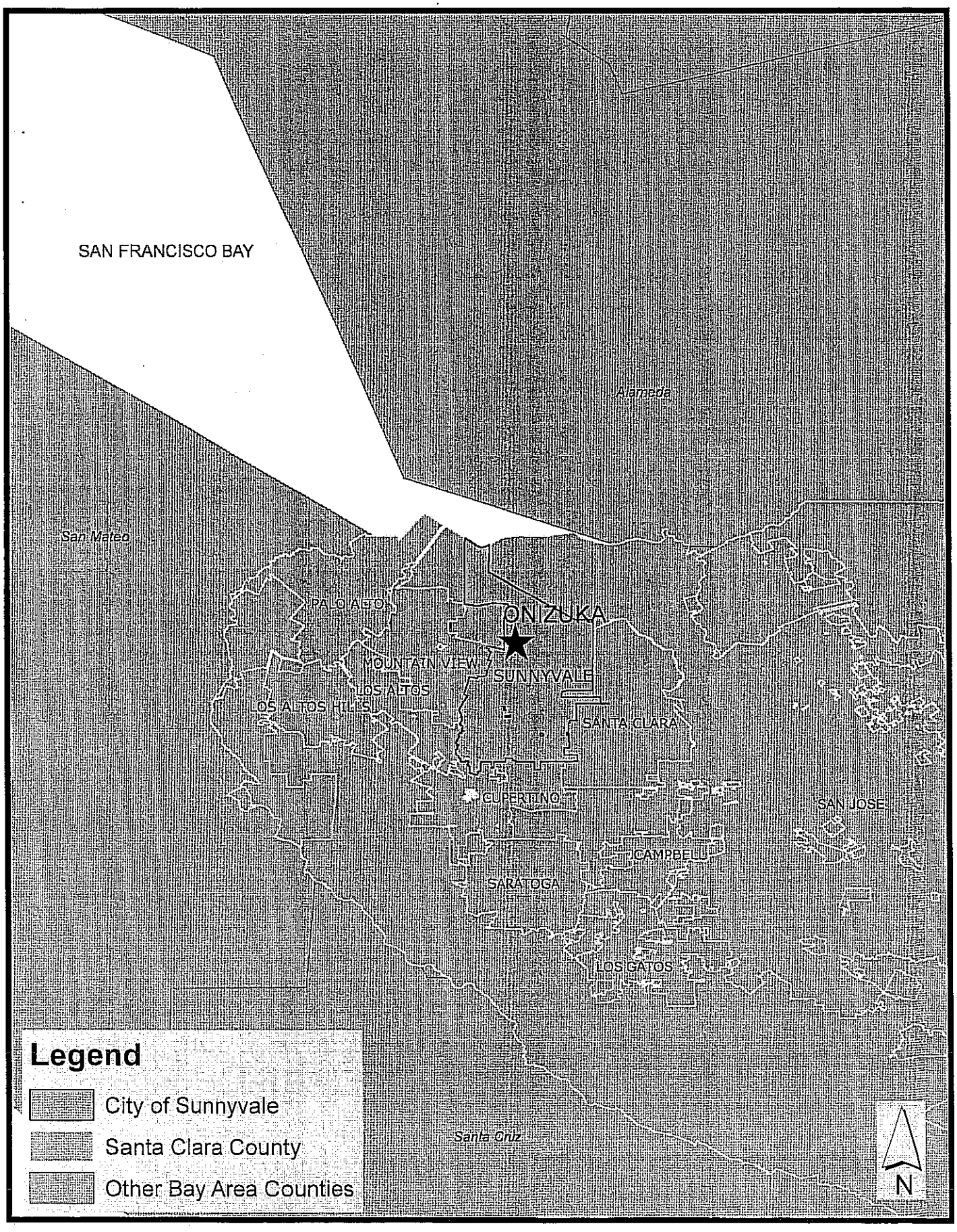
Attachments

A. Onizuka Vicinity Map
B. Onizuka Site Map
C. Information Report Regarding the Preliminary Assessment of the Historic Significance of Onizuka Air Force Station

D. Draft Minutes Citizen's Advisory Committee (CAC) December 13, 2006
E. Moffett Park Specific Plan Area
F. Major Development on Parcels in the Onizuka Area

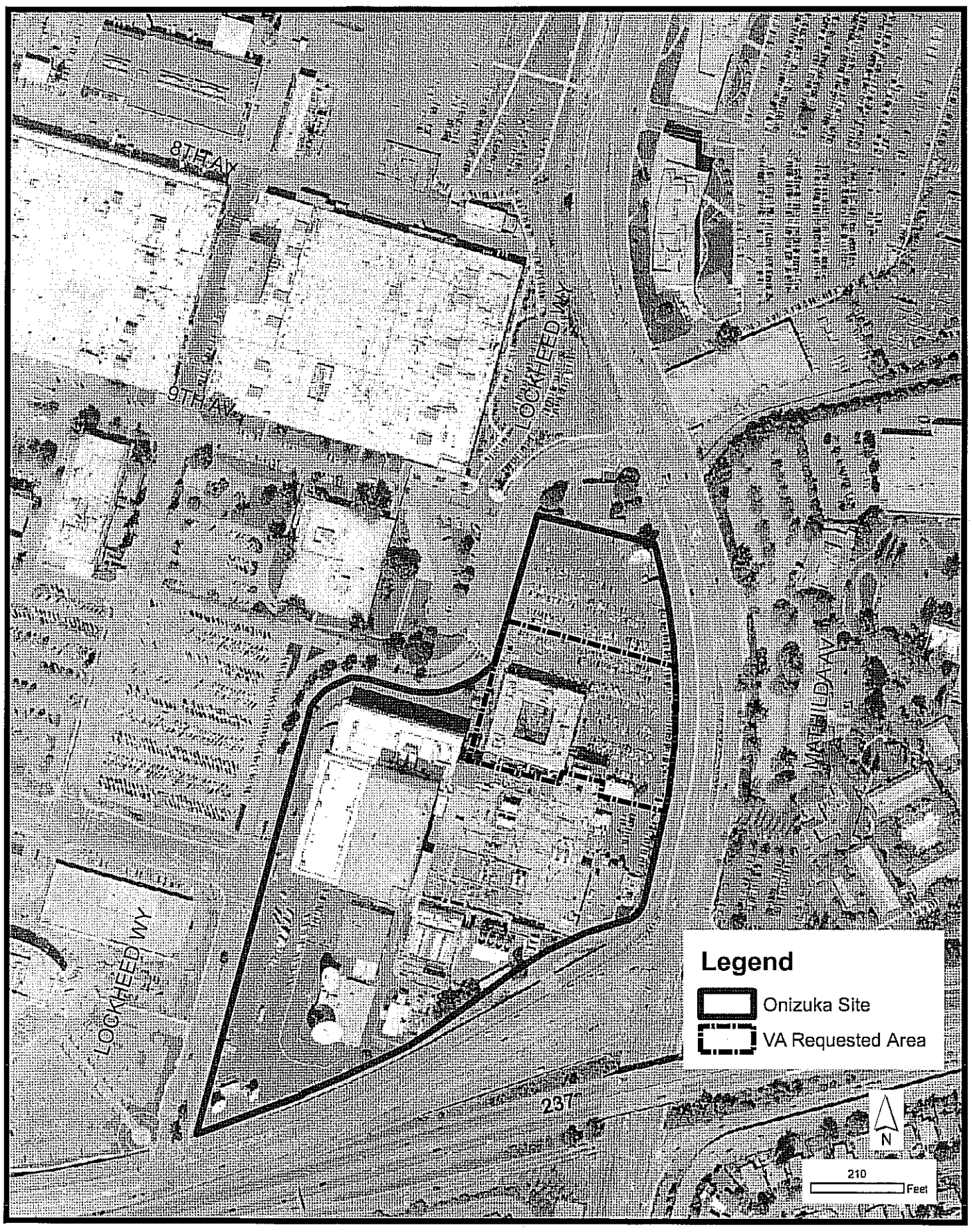
ATTACHMENT A

Onizuka Vicinity Map



ATTACHMENT B

Onizuka Site Map



ATTACHMENT C

CITY OF SUNNYVALE
REPORT
Heritage Preservation Commission

October 4, 2006

SUBJECT: **Information Report: Preliminary Assessment of the Historic Significance of Onizuka Air Force Station.**

REPORT IN BRIEF

The City of Sunnyvale has been named as the Local Redevelopment Authority (LRA) for planning the redevelopment of Onizuka Air Force Station (AFS). The LRA is the lead agency for the creation of the Reuse Plan, which will serve as a guide for Onizuka AFS's closure, transfer, and reuse. In January 2007 the Heritage Preservation Commission's role will be asked to make a recommendation to the LRA on the potential historic significance of the base. This is an information only report, to provide the HPC with information about the significance of the site.

BACKGROUND

Onizuka Air Force Station (AFS) is located at 1080 Innovation Way, Sunnyvale, CA 94089; located off of Mathilda Avenue just north of State Route 237 and U.S. 101. Onizuka is reported by the Air Force Real Property Agency as being 20 acres of land and three acres of easement.

The base has been slated for closure by the Department of Defense, with its military mission transferring to Vandenberg Air Force Base in Lompoc (Santa Barbara County). According to Base Realignment and Closure (BRAC) statutes, September 15, 2011 is the date by which Onizuka AFS closure and realignment must be completed. Onizuka AFS property is still currently owned and operated by the Department of Defense.

On April 6, 2006 the Department of Defense, through the Office of Economic Adjustment, formally recognized the City of Sunnyvale as the LRA for planning the redevelopment of Onizuka AFS. While serving as the LRA Sunnyvale City Council will fulfill a number of important responsibilities, including the following:

- Serve as the single community point of contact for all matters relating to the closure of the base;
- Serve as the single entity responsible for preparing the Onizuka AFS Reuse Plan;

- Serve as the primary agency for all grant/aid applications related to transition, reuse and redevelopment;
- Serve as support for regulatory agency responsible for environmental remediation and other environmental assessments;
- Facilitate community input and involvement in decision making related to reuse and economic development at Onizuka AFS through establishment of a Citizen's Advisory Committee (CAC) representing diverse stakeholders within the City and the region;
- Evaluate homeless needs in the City of Sunnyvale and balance those needs with other community development objectives during the reuse planning process;
- Negotiate the final plan for disposition of Onizuka AFS with the U.S. Air Force;

The LRA was formed in April 2006 and its first action item was to review and take a position on an expression of interest in part of the Onizuka property. Under the Base Realignment and Closure (BRAC) process, other federal agencies are given an opportunity to express an interest in reusing government sites, before the property is declared surplus property to be disposed of with the assistance of the LRA. The U.S. Department of Veteran's Affairs (VA) has notified DOD that it has an interest in using part of the Onizuka site; and on May 15, 2006, the DOD granted the VA's request. Although the LRA has the right to comment on the VA's proposal, it has no ability to prevent the transfer of a portion of the Onizuka AFS property to the VA.

The LRA's second step was to establish the Citizen's Advisory Committee (CAC). The CAC is comprised of members of the public who represent varied interested parties and stakeholders, in order to provide the broadest possible scope of comments. Public hearings will be held to give members of the community an opportunity to offer their suggestions as to how the site should be redeveloped.

As part of this base closure process, Onizuka is analyzed by the LRA and CAC for a number of issues, including the potential historic significance of the property. The Heritage Preservation Commission is functioning as the historic focus group for purposes of making a recommendation to the LRA on reuse and preservation of the base.

By fall 2007, the LRA will have received all input from the CAC and will have developed a reuse plan which will be submitted to DOD. The DOD will then have one year – until fall 2008 – to issue a formal record of decision which will describe how the base will be transferred. See Attachment A for additional BRAC facts.

EXISTING POLICY

The Heritage Preservation Sub-Element

Goal 6.3B: To enhance, preserve, and protect Sunnyvale's heritage, including natural features, the build environment, and significant artifacts.

Policy 6.3B.5: Seek out, catalog, and evaluate heritage resources which may be significant.

Action Statement 6.3B.5C: Identify trees, sites, and artifacts which should be considered for cultural resource (heritage resource) status.

Reuse Plan

The Reuse Plan will serve as an important consideration for the Air Force's Environmental Impact Statement (EIS) which will include the Department of Defense Record of Decision (ROD) describing how Onizuka AFS will be transferred. Preparation of the Reuse Plan directly impacts the disposition of the property which is the primary objective of the Base Realignment and Closure process. The Reuse Plan is the primary planning document that will establish the community's vision for the conversion of the base from military to civilian use. The Reuse Plan will be prepared by the Sunnyvale City Council, serving as the LRA. The overall approach of the City as it pursues the reuse planning process will be to keep the public informed and solicit input in order to develop a Reuse Plan that reflects local and regional desires.

DISCUSSION

Site Context: The site contains 24 buildings totaling approximately 570,000 square feet of floor area. The largest of these buildings, anecdotally referred to as the "blue cube" due to its color and shape, is visible from US 101 and Highway 237. The site also contains several large antennas, which are prominent features of the site. The site activities correlate to the base mission of supporting military space projects. These activities are discussed further in this report.

HPC's Role: The Heritage Preservation Commission role in the BRAC process is to make a recommendation to the LRA regarding the potential historic significance of the base. The HPC's recommendation, anticipated in January 2007, will not be a formal determination of Federal, state, or local significance of Onizuka AFS, but will be a recommendation only. The LRA will review the HPC's recommendation in early 2007 and make the final recommendation to the DOD on the historic significance of Onizuka as part of the Reuse Plan.

This report is be based on a detailed environmental survey or analysis of the base. A more detailed review of the historic significance of the base may be

completed by the Air Force during the BRAC process after 2008, or it may be completed by the City in 2007 as part of the LRA's Reuse Plan process.

Air Force Environmental Study: The Air Force has made a preliminary indication, under their survey of the Environmental Conditions of the Property report, that Onizuka AFS does not have any historic significance. It is unclear at this time how this determination was reached or if this is the final assessment by the Air Force. See Attachment E – Air Force Conditions Report.

Staff Analysis: Based on the lack of information in the Air Force's preliminary Environmental Conditions of the Property report, staff consulted a number of primary and secondary sources of information relating to the History of Onizuka AFS to gain a better insight on the history of the base. These sources include: Air Force and NASA official history documents, books from past personnel of Onizuka, internet research, interviews with Air Force personnel, and a physical tour of the base.

The following is a very brief summary of the activities and events found by staff to have occurred at the base or affected the history of the base. For a more detailed timeline, see Attachment C.

KEY DATES:

1960-1972: Discovery and Corona mission operations.
1960-1980's: Exclusive satellite control center for all military satellites, international communications, space operations, space shuttle, and NASA communications.
1977: Air Force Satellite Control Facility (former name of Onizuka) command functions officially transferred to Sunnyvale AFS from Space Divisions in Los Angeles.
1986: Air Force Satellite Control Facility renamed to Onizuka AFS after Space Shuttle Challenger explosion (in honor of Lt. Ellison S. Onizuka);
1995: BRAC directs realignment; most but not all missions transferred to Falcon Air Force Base in Colorado.
2005: Onizuka Air Force Station is scheduled for closure by DOD Order (closure final by 2011); ending 36 years of space and satellite support. Duties to be transferred to Vandenberg Air Force Base in Santa Barbara County.

KEY FACTS AND EVENTS:

- The Onizuka team supported the first orbital flight of Space Shuttle (1981), and every Shuttle Mission to date (*1980-2004 - Prime Mission Examples: Magellan, Galileo, Ulysses, Hubble Space Telescope, Mars Pathfinder*).

- Satellite Control Facility duties included responsibility for all communications/control of space satellites. Onizuka was also responsible for network management for getting the information back from the satellite to processing centers in the U.S.
- Onizuka AFS is the primary military communications facility; no other comparable backup facility exists for 30 years.
- Corona program captured some of the first photographs providing irrefutable evidence that the Soviet Union had placed nuclear missiles in Cuba (*Cuban Missile Crisis – 1962*).
- Satellite photos (*"Keyhole" spy satellite*) used as evidence which led to U.S. thwarting rumored attack by Libya on the Sudan (1983).

SIGNIFICANT EVENT: CORONA PROGRAM

- First photoreconnaissance satellite
- First photos of the earth from space
- First mapping of earth from space
- First stereo-optical data from space
- First recovery of a man-made object from space
- First mid-air recovery of a vehicle returning from space
- Quantum advancements in photo-imaging from space

Historic Evaluation for Local Significance: While making a recommendation on the potential historic significance of Onizuka AFS, it is important to keep in mind the City's criteria for reviewing and determining historic significance.

The City's Municipal Code, Title 19 (Zoning Ordinance) which provides the criteria for nomination of a City Heritage Resource or Local Landmark states the following:

<u>Sunnyvale Municipal Code Section 19.96.050:</u>

"Any improvement, building, portion of buildings, structures, signs, features, sites, scenic areas, views, vistas, places, areas, landscapes, trees, or other natural objects or objects of scientific, aesthetic, educational, political, social, cultural, architectural, or historical significance can be designated a heritage resource by the city council and any area within the city may be designated a heritage resource district by the city council pursuant to provisions of this chapter if it meets the Criteria of the National Register of Historic Places, or one or more of the following:

(a) It exemplifies or reflects special elements of the city's cultural, social, economic, political, aesthetic engineering, architectural, or natural history;

(b) It is identified with persons or events significant in local, state, or national history;

(c) It embodies distinctive characteristics of a style, type, period, or method of construction, or is a valuable example of the use of indigenous materials or craftsmanship;

(d) It is representative of the work of a notable builder, designer, or architect;

(e) It contributes to the significance of an historic area, being a geographically definable area possessing a concentration of historic or scenic properties or thematically related grouping of properties which contribute to each other and are unified aesthetically or by plan or physical development;

(f) It has a unique location or singular physical characteristic or is a view or vista representing an established and familiar visual feature of a neighborhood, community, or the city of Sunnyvale;

(g) It embodies elements of architectural design, detail, materials, or craftsmanship that represents a significant structural or architectural achievement or innovation;

(h) It is similar to other distinctive properties, sites, areas, or objects based on a historic, cultural, or architectural motif;

(i) It reflects significant geographical patterns, including those associated with different eras of settlement and growth, particular transportation modes, or distinctive examples of park or community planning;

(j) It is one of the few remaining examples in the city, region, state, or nation possessing distinguishing characteristics of an architectural or historic type or specimen;

(k) With respect to a local landmark, it is significant in that the resource materially benefits the historical character of a neighborhood or area, or the resource in its location represents an established and familiar visual feature of the community or city;

(l) With respect to a local landmark district, a collective high integrity of the district is essential to the sustained value of the separate individual resources;

(m) With respect to a designated landmark and designated landmark district, the heritage resource shall meet Criteria of the National Register of Historical Places, which are incorporated by reference into this chapter. (Ord. 2623-99 § 1 (part): prior zoning code § 19.80.060)."

Historic Evaluation for National and State Significance: The National Register's standards for evaluating the significance of properties were developed to recognize the accomplishments of all peoples who have made a significant contribution to our country's history and heritage. The criteria are designed to guide state and local governments, Federal agencies, and others in evaluating potential entries in the National Register. The criteria include the significance in American history, architecture, archeology, engineering, and culture that is present in districts, sites, buildings, structures, and objects that

possess integrity of location, design, setting, materials, workmanship, feeling, and association.

National Register's standards:

A. That are associated with events that have made a significant contribution to the broad patterns of our history; or

B. That are associated with the lives of persons significant in our past; or

C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction (i.e. a structure or its designers may be notable); or

D. That have yielded or may be likely to yield, information important in prehistory or history.

Activities and Events:

Onizuka supported the Corona and space shuttle programs which were both significant military activities. These two programs were seminal missions for the US military and NASA and both had a respective impact on world history. The programs were operated or controlled exclusively from Onizuka AFS although the command, or decision making, was directed from off site (Washington D.C.).

Architecture, Structures, Engineering, and Artifacts:

Upon initial review of the architecture, there does not appear to be any historic significance in the physical buildings on site. The architecture of the buildings is of a plain, industrial architecture with nondescript exterior features. The building interiors are equally unimportant architecturally. The primary building, the "blue cube," could be considered one of Sunnyvale's visual landmarks due to its significant visual presence in the City. This significance is due to its size, color, and location adjacent to two major freeways in the City. The significance is not due to the architectural design, date of construction, or noted architect. Generally speaking, the buildings on the base would not likely qualify as locally significant under SMC criteria (c), (d), (g), and (j); however the "blue cube" may qualify under local criteria (k) since is represents an established and familiar visual feature of the community.

There are also three large antenna dishes at the site that could be considered significant visual landmarks in Sunnyvale. Preservation of at least one of these antennas could be desirable for three reasons: 1) they are visually significant and identifiable features of the base, 2) they are directly associated with the potentially significant events that occurred at the base, and 3) they are significant artifacts. Staff believes the antennas could qualify as locally significant under a number of the SMC criteria, including criteria (k) as familiar visual features of the community. Unfortunately, preservation of the dishes is

not a feasible option at this time. A representative of the Air Force stated that the antennas are still in full operation and will either be moved to Vandenberg AFB by 2011 or sold to a private party, along with other equipment on the base, prior to the base closure.

Other significant artifacts associated with the base (computers, machines, etc.) have already been removed from the site. They are either in storage at Schriever AFS in Colorado or are on display at the Smithsonian Institute in Washington D.C.

Prehistory and Significant Persons:
During the course of staff's research it was found that Vice President Hubert Humphrey was the only person of national standing to have visited the site. The purpose of the visit is not fully known at this time, but it is believed to have been of a ceremonial nature only and not in a command capacity.

Although the Ohlone Indians were known to have settled areas throughout the Silicon Valley, there is no direct evidence at this time indicating they had a significant presence at the current site of the base.

Potential Next Steps: If the LRA determines that preservation of the historic significance of the property is appropriate, there are several courses of action that can be pursued:

1. The LRA can apply for funding from the Office of Economic Adjustment (DOD) to complete an intensive historic analysis in 2007 (previously $10,000 was requested but rejected with a note that reapplication could be made if information suggests further analysis should be pursued).

   This approach might result in a delay in the completion of the Reuse Plan, although it is anticipated the analysis can be completed by the September 1, 2007 Reuse Plan's due date. It is expected to take three months time to receive word on whether funding is available and if awarded, three months time to complete the study. Estimated cost is less than $10,000 to hire a consultant.

2. The LRA can front the costs of a study to complete an intensive historic analysis, requesting reimbursement from the DOD after the analysis has been started or completed.

   This approach will not likely delay the completion of the Reuse Plan, since less time is needed to start the study. One risk is the reimbursement request may be rejected by the DOD.

3. The LRA could develop a Reuse Plan that includes historic mitigation. The plan could require a commemorative element on the site such as an

indoor exhibit, outdoor memorial area plaque, inclusion of a memorial at a local museum (including appropriate historical artifacts), or preservation of a building on site.

This approach would allow the LRA to specify what mitigation is necessary as part of the Reuse Plan and what items can be deleted from the plan. For example, the LRA could determine that an outdoor memorial is appropriate for preservation of the site but the existing buildings have no historic value and can be redeveloped. Because the buildings were constructed to ensure maximum security, the windowless buildings may not be desirable to other users. Alternatively, preservation of the Space Place social building, while not distinctive architecturally, is an example of a building that might be preserved. This approach would rely on the DOD (or possibly a future user of the site) to complete the intensive historic analysis and recommended mitigation. One risk is the DOD could still determine it is not necessary to complete any further historic analysis for the base reuse. No delay in the Reuse Plan would result with this approach.

FISCAL IMPACT

There is no fiscal impact related to the reuse plan at this time.

CONCLUSION

The BRAC process has been started for Onizuka AFS. As part of this process a preliminary assessment of the historic significance of the base must be made to the LRA, who will make the final recommendation to the DOD on reuse of the property. This report lists a number of key events and projects that occurred at Onizuka. The Corona and space shuttle programs are likely the most significant of the events to have occurred.

PUBLIC CONTACT

This report was included in the publication and posting of the Heritage Preservation Commission's agenda on the City's official notice bulletin board and the City's web page. This report was also made available at the Sunnyvale Public Library and City Clerk's Office.

ALTERNATIVES

Recommend to the LRA, based on the adopted City criteria and known key events, that:

1. The LRA acknowledges the historic significance of the Onizuka AFS site and recommends that a commemorative element, such as a public outdoor memorial, interpretive feature, or plaque, should be created to preserve the site's heritage significance. This should be included as part of the LRA's Reuse Plan recommendation to the DOD. No further historical survey and analysis by the LRA is recommended at this time.

2. The LRA acknowledges the historic significance of the Onizuka AFS site and recommends that a building should be preserved to commemorate the site's heritage significance. This should be included as part of the LRA's Reuse Plan recommendation to the DOD. No further historical survey and analysis by the LRA is recommended at this time.

3. An intensive historical survey and analysis be completed by the LRA, prior to making the final Reuse Plan recommendation to the DOD, in order to determine potential historic resource or potential historic district status. This would be completed in accordance with state and Federal procedures, to determine if Onizuka AFS has Federal, state, and/or local historic significance and what level of preservation is appropriate. Funding for this option (approximately $10,000) would need to be identified by the LRA in 2007.

4. The LRA finds that Onizuka AFS does not have Federal, state, and/or local historic significance and no further historic review or study should be completed.

RECOMMENDATION

There is no recommendation at this time since this report is for information only. A recommendation to HPC will be made in January 2007.

Reviewed by:

Trudi Ryan, Planning Officer

Prepared by: Steve Lynch, Project Planner

Attachment:

A. Onizuka AFS Fact Sheet
B. Onizuka AFS Aerial Photo
C. Detailed Timeline and List of Significant Missions at Onizuka
D. Letter From Jack W. Rowe
E. Air Force Conditions Report

ATTACHMENT D

DRAFT MINUTES*

SUNNYVALE ONIZUKA CITIZEN'S ADVISORY COMMITTEE (CAC)

DECEMBER 13, 2006

The Onizuka Citizen's Advisory Committee met December 13, 2006, in the Library Program Room A, 665 West Olive Avenue, Sunnyvale, at 7:00 p.m., with Local Redevelopment Authority (LRA) Chair, Ron Swegles, presiding.

CALL TO ORDER: Chairman Swegles convened the meeting at 7:03 p.m.

ROLL CALL: Staff noted the request of Members for an excused absence: Mayor Nick Galiotto of Mountain View (representing the City at mayoral year-end functions); Mr. Ferdin (injury); Mr. Kiehl (Out of State family health problem).

CAC Members Present:	LRA Chair, Ron Swegles, LRA Member, Dean J. Chu, Thom Bryant, Howard Chuck, Cynthia Cotton, Robert Lopez, Nancy Newkirk, Charles Rogers, Sarah Wasserman Josephine Lucey
CAC Members Absent:	Raymundo Ferdin, (Excused absence); Nick Galiotto, (Excused absence); Geoffrey Kiehl, (Excused absence)
Staff Present:	Coryn Campbell, Assistant to the City Manager; Robert Walker, Assistant City Manager; Robert Switzer, BRAC Project Manager
Others	Members of the public.

CONSENT CALENDAR

COMMITTEE MEMBER Thom Bryant motioned to approve Draft Minutes from the October 25, 2006, Special Meeting. COMMITTEE MEMBER Howard Chuck seconded the motion. By unanimous vote, the MOTION CARRIED.

PUBLIC HEARING

Informational Report: Goals for Onizuka Transition to Civilian Use
BRAC Project Manager, Robert Switzer, presented the "Information Only" report to provide the CAC with existing City policies and goals that may guide the Onizuka Plan,

*Pending CAC approval

especially those contained within the Moffett Park Specific Plan, to present possible new draft goals that are unique to the Onizuka property, and to seek CAC feedback on any new, amended, or existing goals. The report reviewed the range of unique factors to the site: the BRAC timeline, U.S. Department of Veteran Affairs' (VA) interest in building acquisition and purchase option; Air Force environmental reports scheduled for completion after LRA deliberations; the mandate to balance homeless needs with other economic and redevelopment needs. The report includes planning factors unique to the site: 1) dated office buildings, 2) strategic business location, 3) a range of allowable densities subject to resolution of VA interests, and 4) complex infrastructure issues.

Chairman Swegles opened the meeting for discussion and action. General discussion of issues and problems followed. Ms. Cotton expressed concern about the amount of new office development proposed around the base, cumulative traffic impacts on Mathilda, infrastructure limitations, and other environmental impacts; Mr. Bryant discussed proposed development in the area and a review of past City action already addressing the environmental impacts; Ms. Wasserman and Mr. Lopez pointed out the need for a big picture of new area development: a map listing proposed building impacts; Mr. Bryant and Mr. Swegles referenced the plan summary provided by Trudi Ryan at the prior meeting; Committee member Chu discussed transit plans; Mr. Bryant discussed traffic mitigation bond opportunities; Mr. Rogers asked questions about the area of VA interested, whether VA will exercise its option, and the VA property impacts.

Ms. Wasserman suggested that Goal 10 (page 9 in the report) not be limited to the VA, willingness of VA to trade, etc. Ms. Cotton expressed concerns that Onizuka will remain a "ghost town" and a challenge due to cost of demolition and reuse; Mr. Switzer explained the City expectation of exploring economic feasibility during predevelopment to determine feasibility; Ms. Campbell described continuing Federal requirements for environmental clean up.

Chairman Swegles requested specific discussion of reuse goals (*see Report to CAC pages 8-9 for goals referenced)* Mr. Bryant identified four goals to begin Committee consideration: Goals 1, 3, 8, and10; he expressed concern for other goals. Support was expressed for additional goals. Committee persons Cotton and Lucy expressed interest in Goal 4 supporting existing businesses. Committee member Chu expressed interest in Goals 9 and 12; Ms. Newkirk proposed new goals for "walk-ability" and "green development." Committee member Chu discussed current City requirements for green development. Mr. Chuck and Mr. Rogers expressed interest in Goal # 12, "Landmark class" and Goal 8 dealing with appropriate recognition of Onizuka's historic role together with the city's need to find ways to retain the historic inventory of Onizuka and preserve its artifacts. Ms. Campbell noted that the new goals were draft and that their wording was open to amendment if that helped to better reflect the will of the CAC.

The chairman invited public comment. Public comments included support for the removal of Goal 4, and opposition to locating a city hall or library at the site. Based on

the deliberations, the Chairman proposed a motion of support for the following new goals for Onizuka Transition to Civilian Use:

1. Partner with VA to pursue disposition and development options that facilitate VA goals to acquire and develop office space on-site or at other more suitable locations, consistent with highest and best use.

3. Seek development options which maximize "highest and best use" and the highest fair market value.

8. Seek disposition and development which will appropriately recognize the historic role of the Onizuka mission and achievements in space and in the Cold War, and its seminal impact on the Silicon Valley economy.

9. Seek development options which leverage Federal participation in site improvements to ensure the highest development standards, highest and best use, fair market value, and public benefit.

10. Seek OEA predevelopment funding and select planning, disposition and development options which resolve environmental and development issues to accommodate preferred uses.

11. Seek alternatives which create maximum jobs and other direct benefits for area residents.

12. Seek disposition and development which creates a highly visible and widely recognized "landmark class" facility design – identified with Sunnyvale, with an important City entryway, with Onizuka AFS and/or Silicon Valley.

Discussion followed. Motion/Second: Bryant/Lucy. Passed Unanimously.

The chairman proposed a motion to vote on number 4 with proposed language changes. Discussion followed. Ayes: 3; Nays: 5; Abstain: 2. Motion Failed.

Status Reports: Staff provided the following handouts. Discussion followed each. No action was taken.

- Update on Received Notices of Interest; (dated 12/13/06)
- Update on Concord/Navy Dispute over Concord Naval Weapons; (dated 12/13/06)
- Information on Public Uses of Onizuka Property. (dated 12/13/06)

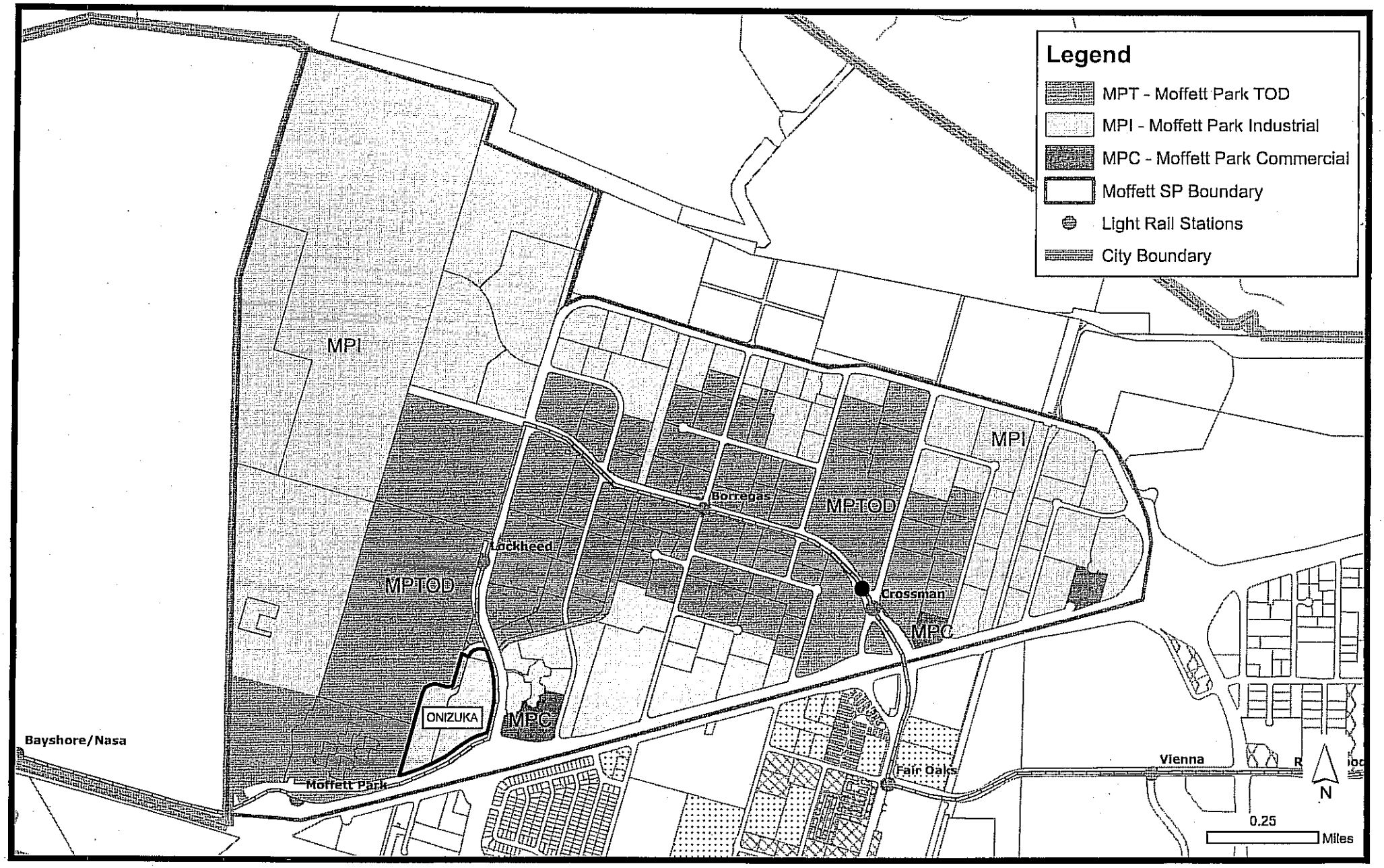
Public Comments: There was no further comment from the public.

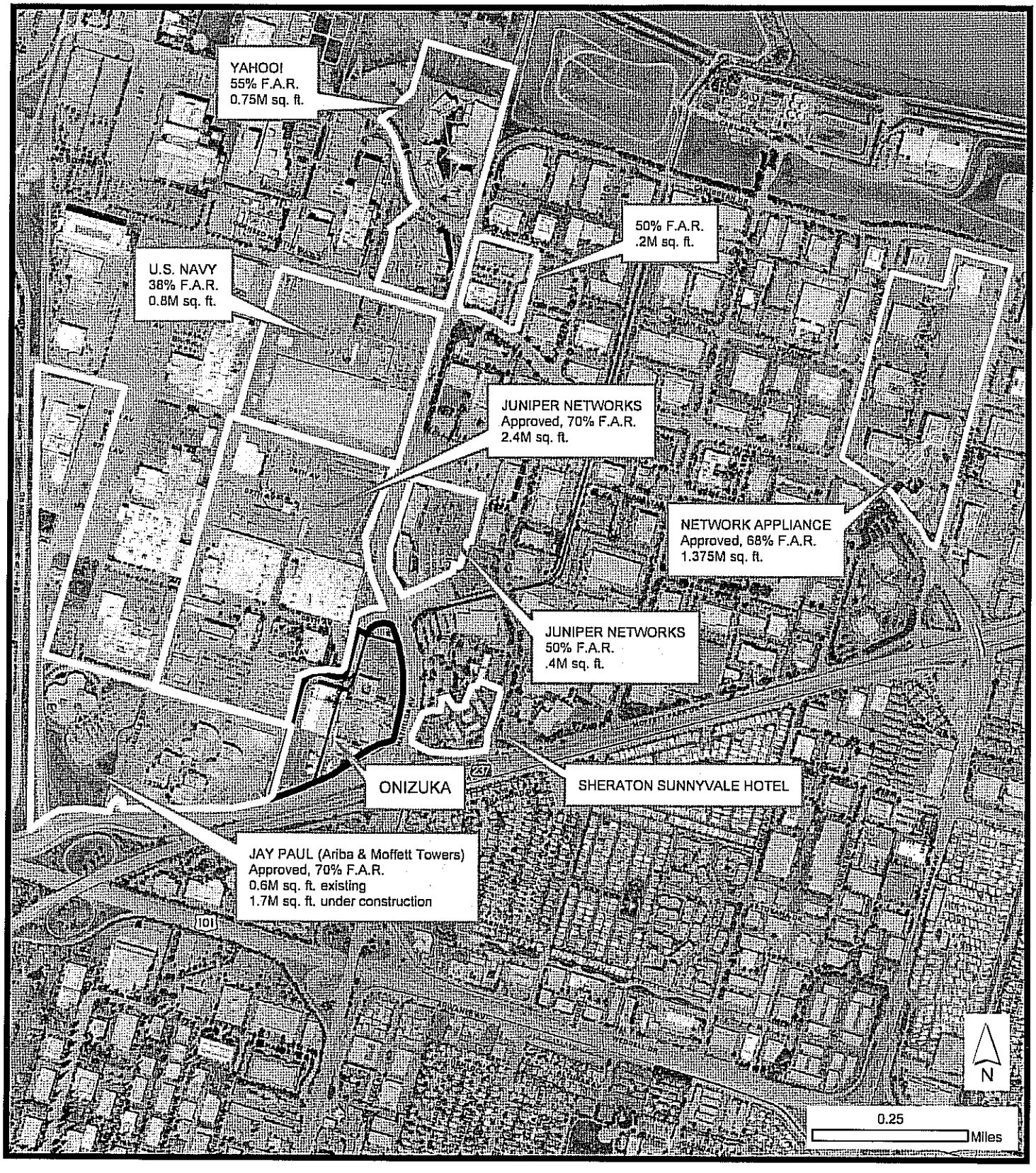
Adjournment: 8:50 p.m.

Respectfully Submitted:
Robert A. Switzer, BRAC Project Manager

ATTACHMENT E

Moffett Park Specific Plan Area



ATTACHMENT F

Major Development on Parcels in the Onizuka Area