



**LRA Meeting: October 4, 2011**

**SUBJECT: 2011-7636: Discussion of Amended Onizuka Air Force Station Redevelopment Plan, Amended Homeless Assistance Submission, Legally Binding Agreement and District Agreement**

**REPORT IN BRIEF**

On March 1, 2011, the Onizuka Local Redevelopment Authority (LRA) directed staff to substantially amend the 2008 Redevelopment Plan to include the following preferred uses: a public benefit conveyance for emergency services (expansion of the Fire Station #5 site); a public benefit conveyance for an educational use or a public park/sports complex; expansion of the Department of Veteran Affairs (VA) site; and acceptance of a reduced consolidated site for the two homeless housing providers. The Council further directed staff to explore the feasibility of transferring the providers claim to the City-owned Armory site and amending the Housing Assistance Submission (HAS) and Legal Binding Agreement (LBA) accordingly.

At this time, staff recommends that the LRA conduct a public hearing and provide comments on the following documents based on the above direction. Final adoption of these documents will occur following completion of the environmental review process, which is tentatively scheduled for November 15, 2011.

1. Onizuka Air Force Station Redevelopment Plan: The amended Plan (Attachment A) identifies several preferred uses for the Onizuka AFS site: an education use for a 9.56 acre parcel south of the VA site; and emergency services use for an approximately one-acre parcel north of the VA site. The Plan also recognizes an approximately 4.6-acre consolidated homeless housing site at the south portion of the site, although the preference would be to transfer the homeless housing claims to the Armory site subject to City Council approval. If the claims are transferred, the alternative use for the homeless housing site would be uses consistent with the Moffett Park Specific Plan. A public park/sports complex is identified as an alternative use for both the education and homeless housing sites (combined approximately 14 acres) if the educational use does not come to fruition.

As required by federal statute, the Plan also includes a recommendation for Air Force (AF) disposal of the property upon closure of Onizuka AFS in 2011. Staff recommends conveyance of the preferred education and emergency services uses and alternative public park use through no-cost public benefit conveyances (PBC). Conveyance of the homeless housing site is recommended in accordance with the terms of the referenced LBA.

2. Homeless Assistance Submission (HAS): The amended HAS (Attachment B) updates Sunnyvale's homeless needs based on the latest County-wide data and describes how Sunnyvale plans to balance these needs with other community and economic development needs. The HAS continues to recognize the two homeless housing claims, but the document has been updated to reflect the revised claims and the new LBA.
3. Legally Binding Agreement (LBA): The LBA (Attachment C) is an agreement between the LRA and the two affordable housing providers that have submitted Notices of Interest (NOIs) for no-cost homeless conveyances to establish a homeless housing program at Onizuka. The LBA outlines two options for accommodating the NOIs: executing a long-term lease with the providers for the 4.6-acre Onizuka parcel for their housing program; or implementing a substantially equivalent program through an off-site accommodation. The former 2.5-acre City-owned Armory site at 620 E. Maude has been identified as the possible off-site location. Similar to the original LBA approved by the LRA in December 2008, potential City assistance through \$8.2 million of Housing Mitigation Funds is offered to both providers for the off-site accommodation. Most of these funds (\$7.4 million) would be used to secure a long-term lease for the Armory site. No assistance is offered for the Onizuka site option. The attached LBA is still in draft form and comments from the housing providers have been included. The final LBA will be provided on November 15, 2011.
4. District Agreement (DA): The DA (Attachment D) is an agreement between the LRA and Foothill-DeAnza Community College District (District) that outlines the terms for LRA support of an education center as a preferred use in the amended Onizuka AFS Redevelopment Plan. The DA outlines the expectations of the District to pursue an education PBC for an approximately nine-acre site and construct the proposed education center in conformance with the City's Moffett Park Specific Plan and Redevelopment Plan.

On September 26, 2011, the Planning Commission unanimously recommended that the City Council approve the Redevelopment Plan, the Homeless Assistance Submission, Legally Binding Agreement, and District Agreement. The Commission also stated that the Redevelopment Plan was consistent with the General Plan and Moffett Park Specific Plan.

## **BACKGROUND**

### **Onizuka Redevelopment Plan**

The LRA adopted the Onizuka AFS Redevelopment Plan on December 9, 2008, with a preferred land use for an auto retail center concept. This plan was submitted to the Air Force (AF) and HUD. Staff also submitted a HAS to HUD in response to the Notices of Interest (NOI) received from two homeless housing providers. HUD deferred approval until the preferred land use and homeless housing locations were further defined and the HAS and LBA were updated accordingly.

The feasibility of the auto center concept was studied further in the summer of 2010 and results of the study were presented to the LRA in the fall of 2010. It was determined that the auto center concept was infeasible due to the limited land area with VA remaining on the site and the lack of support from local auto dealers. The LRA directed staff to consider alternative land uses with focus on qualifying PBC uses, which were considered by the LRA in February and March of 2011. The LRA ultimately provided specific direction for amending the Plan on March 1, 2011.

Based on direction from the LRA and discussions with District staff, the 2008 Onizuka AFS Redevelopment Plan has been amended to include preferred land uses for emergency services and education and an alternative land use for a public park. The plan also acknowledges the two homeless housing provider claims from MidPen Housing and Charities Housing and the claim by the VA. The LBA includes the option for the City to provide Housing Mitigation Funds to assist the homeless housing providers in relocating their projects to the City-owned Armory site at 620 E. Maude.

## **DISCUSSION**

The Onizuka AFS Base Realignment and Closure process has involved the LRA exploring many possible land uses for the site since 2006 which led to adoption of a Redevelopment Plan in December 2008. Because an auto center was ultimately found to be infeasible for many reasons, the LRA initiated consideration of other possible uses with emphasis on qualifying public benefit conveyances. The process in the past year has cumulated in the current recommendation to adopt a significantly amended Redevelopment Plan.

In addition to the amended Redevelopment Plan, the LRA will consider an amended Housing Assistance Submission (HAS), a Legally Binding Agreement (LBA) and District Agreement (DA). Approval of all four documents will complete the BRAC planning process. The approved documents will be submitted to the AF and the Department of Housing and Urban Development

(HUD) for approval. Staff will proceed to assist the District with the education PBC as needed and submit the emergency services PBC to the Federal Emergency Management Agency. Staff will also negotiate the agreements for transferring the homeless housing claims to the Armory site and process the required land use approvals.

### **Homeless Housing**

The LRA initially received two claims for land at the Onizuka site in 2006. Charities Housing claimed 1.9 acres at the northern tip of the site. MidPen Housing submitted a second claim for 4.2 acres at the south end of the site. In May 2011, both providers reduced the amount of land requested and have relocated their claims to the southern portion of the site. The Charities Housing claim has been reduced to 1.5 acres and the MidPen Housing claim has been reduced to 3.1 acres for a total of 4.6 acres for homeless housing. The proposed reductions will require approval by the LRA through modifications to the Redevelopment Plan, HAS and LBA and approval by the Department of Housing and Urban Development (HUD).

Both providers are proposing a total of 92 homeless housing units on the Onizuka AFS site. MidPen Housing would provide 62 units for individuals and families and Charities Housing would provide 30 units for single individuals and two-person households. Staff has worked with the providers to verify the financial feasibility of the proposed projects based on the current availability of financing and site constraints (e.g. lack of support services in the area). Both providers have provided information indicating the feasibility of the proposed requests.

Although the providers have indicated that they can build a project at the Onizuka site, the site is not ideal for housing. In addition, housing at the site does not conform to the Moffett Park Specific Plan and is problematic due to the lack of convenient services for residents, possible noise and air quality issues, and the somewhat isolated location. The City owned Armory site, located at 620 E. Maude, became available in June 2011 when the National Guard terminated its lease on the property. The Armory site is a superior site for affordable housing because it is centrally located with better access and services. The site is approximately 2.5 acres, which is about half the size of the area requested by both providers. Staff has been working with the providers to develop a plan for a residential project at the site. On September 20, 2011, the City Council initiated a General Plan study to consider increasing the density for the site to accommodate a possible 124-unit housing project. They also approved entering into an Exclusive Negotiating Agreement with both providers for potential lease and development of the property.

In order to facilitate an affordable housing project at a more appropriate location, the LBA includes the option of an off-site accommodation. Specifically,

the LRA can offer \$8.2 million in Housing Mitigation Funds (HMF) to the providers to relocate their housing program from Onizuka AFS to the Armory site. The City had the Armory site appraised and the report established the market value of the property at \$7.4 million (Hulberg & Associates, Inc., May 11, 2011). The majority of the HMF funds (\$7.4 million) would be used by the providers to secure a long-term ground lease from the City for the Armory site. The balance of the funds could be used by the providers for qualifying predevelopment, entitlement and construction costs. The off-site accommodation is subject to several contingencies, including approval by HUD of the HAS, conveyance of the Onizuka AFS property in accordance with the Redevelopment Plan, and approval of land use changes and entitlements on the Armory site.

With transfer of the homeless claims to the Armory site, the LRA as the property owner of the 4.6-acre Onizuka parcel would seek another use for this parcel. The Redevelopment Plan proposes a use consistent with the Moffett Park Specific Plan, which could include uses that complement the District's proposed education center. The site could also be part of the public park/sports complex if the education center does not materialize. The Plan stipulates that a replacement use excludes intensive office uses that would generate significant peak hour traffic as determined by the City.

### **Veteran Administration (VA)**

The VA has formally requested additional land to the north of their original claim. The additional area would increase its requested fed-to-fed transfer to approximately 4.41 acres. The additional land will allow for future expansion of their office space and additional parking area. The larger VA site was made possible when Charities Housing relocated their homeless housing claim to the south portion of the Onizuka AFS site. This also allowed the City to propose an emergency services PBA to expand the site for Fire Station #5 (see discussion below). The expanded site for VA was supported by the LRA on March 1, 2011 and is reflected in the amended Redevelopment Plan.

### **Preferred Land Uses**

- Fire Station Expansion

The expansion of the Fire Station #5 site is identified as the preferred use for the surplus land north of the VA parcel at the Onizuka Air Force Station. In fall 2010, the Department of Public Safety (DPS) recommended extending the southern property line of the Fire Station #5 site by 150 feet to the south (1.03 acres) to allow for additional vehicular parking, training area and storage. The resulting land area for Station #5 would be approximately two acres and it could potentially accommodate the redevelopment of fire station in the future. The PBC for the fire station site expansion would be sponsored by the Federal Emergency Management Agency (FEMA) and

could be acquired as a no-cost PBC. Submittal to FEMA is dependent on approval of the amended Redevelopment Plan. The associated costs for basic site improvements for additional vehicular parking and securing the site are estimated to be approximately \$30,000 for design, demolition and construction. The no-cost conveyance and minimal site improvement costs were supported by the LRA on March 1, 2011.

- Educational Use

The amended Redevelopment Plan identifies an education use as the preferred use for a 9.56-acre surplus parcel south of the VA site. The District indicated its interest in acquiring land at the Onizuka Air Force Station in March 2011. Following the LRA meeting, City staff began discussions with District staff to advise them regarding the Base Closure and Realignment (BRAC) regulations, current closure status of Onizuka and the PBC process. The District is seeking a site to locate a new education center to serve approximately 1,200 full time equivalent students (approximately 4,000 headcount) and 35 full time teaching staff and up to 110,000 square feet of gross floor area. The District currently has three campuses in the area including Foothill College, De Anza College and Middlefield Campus at the Cubberley Community Center. The Middlefield Campus is currently leased from the City of Palo Alto and was previously a 1950 high school which is in need of significant repairs to meet the needs of the education center concept.

In early summer, the District issued a “Requests for Offers” for a new education center and concurrently initiated discussions with the City of Palo Alto to purchase eight acres within the Cubberley Community Center to build the new education center. In July 2011, the City of Palo Alto City Council declined the District’s request to purchase the land and discussions ended. The District also declined its interest in one proposal that was submitted. On August 8, 2011, the District Board formally confirmed its interest in acquiring a site at Onizuka AFS for its new education center.

The District submitted a draft Notice of Interest (NOI) in April 2011, which was finalized in September 1, 2011 (Attachment E) following the Board action. The NOI requests an approximately nine-acre site south of the VA site, but not including the homeless housing parcel. The conceptual site plans indicate that the education center would be constructed in two phases. Phase 1 consists of a two-story building totaling 55,000 gross square feet with surface parking for 556 cars. Phase 2 consists of a second 55,000-square-foot two-story building. A total of 1,100 parking spaces would be provided, with 728 spaces located in a four-level parking structure (one level subterranean). The District has had discussions with the AF and the Department of Education (DoEd), which is the federal sponsoring agency

designated to approve PBC applications for educational uses. The District has already submitted a draft PBC application for preliminary review by DoEd and will finalize and submit its application following LRA approval of the amended Redevelopment Plan.

The proposed education center would require demolition of all structures on the site, and Phase 1 is anticipated to be completed in the second quarter of 2015 with an estimated total cost of approximately \$36,000,000. Funding has been secured through general obligation bonds which were approved in 2006 for a maximum amount of \$490,800,000. The most recent bond measure report indicates a balance total of \$36,809,430. Funds for Phase 2 have not been identified, nor has a time schedule been established for implementation.

### **Alternative Land Use**

- Public Park/Sports Complex

A public park/sports complex was identified by the LRA as a possible land use the site. The LRA directed staff to concurrently evaluate the feasibility of an education center and a public park/sports complex. The District has demonstrated that the proposed education center is a viable project and funding is secured through obligation bonds. Therefore, the public park/sports complex is proposed as an alternative land use if District does not proceed with the education center.

A public park/sports complex would require acquiring 9.56 acres through a PBC request and the 4.6-acre homeless housing parcel. As part of the LBA, the City could use housing mitigation funds to relocate the proposed housing project to the Armory site. The resulting combined area available for the public park/sports complex would be 14.16 acres (or approximately 12 acres excluding right-of-way). This could accommodate a minimum of four multi-use fields, bathroom facilities and a concession/maintenance building. The current estimated cost for a new park facility on 12 acres is approximately \$17 million with annual on-going operational costs of \$130,000. These cost estimates would need to be further analyzed if the park concept moves forward. In addition, a Phase II study (soil sampling) will need to be completed to determine if any soil remediation is necessary for a park use.

A PBC for a public park/sports complex would be sponsored by the National Park Service (NPS) and the land acquisition costs would start at a 50 percent reduced market value with a possible no cost conveyance. Staff initiated discussions with NPS staff in March of 2011. The PBC application must demonstrate: the need for the property for park and recreation use; the City's operational and financial capability to develop and maintain the

park; the suitability of the site for park use; and a description of the proposed park utilization, including a site plan and development time line. NPS will evaluate the PBC request based on the financial feasibility of the proposal.

The public park/sports complex and its associated costs may either be funded by the City or the City may work with a private developer/vendor to finance, construct and operate the sports complex. Due to the extensive cost for demolition, site preparation and development, the City will need to consider supplementing these costs with park dedication in-lieu fees. Allocation of these funds for a sports complex will require deferring or delaying funding of other identified park facility needs.

## **EXISTING POLICY**

### **General Plan**

The following goals and policy statements are applicable and support the preferred and alternative land use proposed in the amended Redevelopment Plan.

- **Fire Station:**
  - Police and Fire Services and Emergency Response Policy SN-5.1** - Assure that equipment and facilities are provided and maintained to meet reasonable standards of safety, dependability, and compatibility with fire service operations.
  - Police and Fire Services and Emergency Response Policy SN-5.2** - Provide training that is adequate for required duties.
- **Education and Training**
  - Goal 5.1E** - Support efforts to improve the availability and quality of education made available in Sunnyvale.
  - Policy 5.1E.6** - Support and/or consider the feasibility of attracting higher education into Sunnyvale and the region.
  - Policy 5.1E.8** - Support appropriate funding for community colleges serving Sunnyvale
- **Public Park/Sports Complex:**
  - Open Space Goal LT-8** - The City strives to provide and maintain adequate and balanced open space and recreation facilities for the benefit of maintaining a healthy community based on community needs

and the ability of the city to finance, construct, maintain, and operate these facilities now and in the future. It is the City's policy, therefore, to:

**Open Space Policy LT-8.8** - Support the acquisition or joint use through agreements with partners of suitable sites to enhance Sunnyvale's open spaces and recreation facilities based on community need and through such strategies as development of easements and right-of-ways for open space use, conversion of sites to open space from developed use of land, and landbanking.

**Open Space Policy LT-8.9** - Refrain from engaging in the development of open space and/or recreational facilities without prior assurance that ongoing maintenance needs will be addressed.

**Regional Approach Goal LT-9** - The City embraces a regional approach to providing and preserving open space and providing open space and recreational services, facilities and amenities for the broader community.

**Regional Approach Policy LT-9.2** - Support public and private efforts in and around Sunnyvale to acquire, develop and maintain open space and recreation facilities and services for public use.

**Recreation Policy CC-11.3** - Give priority to acquiring/developing open space and recreational amenities and programs where the needs are greatest and/or which will meet the greatest needs.

### **Federal Policy**

The Base Realignment and Closure (BRAC) process is governed by the *Defense Base Closure and Realignment Act of 1990, as amended by the Base Closure Community Redevelopment and Homeless Assistance Act of 1994*. The U.S. Department of Housing and Urban Development (HUD) guidelines and regulations also govern many aspects of the process.

### **FISCAL IMPACT**

The District will be responsible for pursuing, financing and constructing the proposed education center at the site. The City's PBC for the fire station site expansion will require initial staff costs to prepare the PBC application and minor site improvement costs associated with the fire station expansion for access, fencing and other requirements. With full closure of the Onizuka AFS site in September 2011, VA has assumed caretaker status of the entire site with reimbursement of most costs by the Air Force through an interim memorandum of agreement. The LRA is not a party to this agreement and will not assume any maintenance obligations until property conveyance.

The BRAC planning process has been substantially funded through grants from the federal Office of Economic Adjustment (OEA). The primary grant ended on July 31, 2011, but staff requested and the OEA approved a final grant of approximately \$71,000 to cover staff and legal counsel expenses through October 2011 to complete the planning process. If the planning process extends beyond October 2011, the LRA/City will have to bear the additional costs.

The PBC for the fire station site expansion will cost approximately \$30,000 for design and construction to secure the area and these funds would need to be allocated from the General Fund. For the alternative public park/sports complex, the development cost is estimated to be approximately \$17 million. It is anticipated that the City would work with a private company to develop and manage the park/sports complex. However, the LRA will most likely have to participate in financing the construction of the complex.

### **PUBLIC CONTACT**

Public contact was made by posting the Council agenda on the City's official-notice bulletin board outside City Hall, at the Sunnyvale Senior Center, Community Center and Department of Public Safety; and by making the agenda and report available at the Sunnyvale Public Library, the Office of the City Clerk and on the City's Web site. Members of the LRA's former Citizen's Advisory Committee, the Moffett Park Business and Transportation Association, Juniper Networks, Foothill-De Anza Community College District and the two homeless housing providers were also notified about the LRA hearing.

The Planning Commission had minor questions at the September 26, 2011 and there were no comments from the public. The Planning Commission agenda was posted on the City's official-notice bulletin board outside City Hall Mailed notices were delivered to all property owners and tenants within 300 feet of the subject site. The Planning Commission minutes have been attached for reference (Planning Commission Minutes, Attachment F).

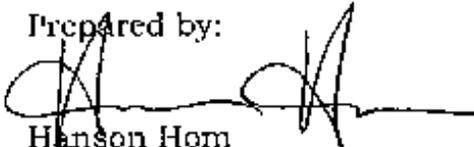
The Housing Assistance Submission will be reviewed by the Housing and Human Services Commission on September 28, 2011. Staff will provide a summary of the Housing and Human Services Commission meeting at the LRA meeting on October 4, 2011.

### **RECOMMENDATION**

No action of the LRA is required at this meeting. Staff recommends that the LRA conduct a public hearing and provide comments to staff on the Amended

Onizuka Redevelopment Plan, Amended Homeless Assistance Submission, Legally Binding Agreement and District Agreement. Final adoption of these documents is tentatively scheduled for November 15 following completion of the environmental review process.

Prepared by:

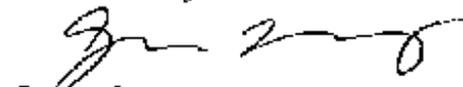


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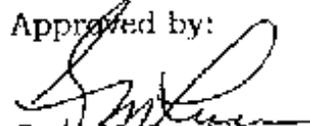
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Grace Leung

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Approved by:



Gary M. Engbers

City Manager

#### **ATTACHMENTS**

- A. Amended Onizuka AFS Redevelopment Plan
- B. Amended Onizuka AFS Housing Assistance Submission
- C. Legally Binding Agreement (HAS Exhibit 4)
- D. District Agreement
- E. Foothill-DcAnza Community College District NOI for Onizuka AFS Site
- F. Draft Planning Commission Minutes, dated September 26, 2011.

**ATTACHMENT A**

The Onizuka AFS Redevelopment Plan



# **Onizuka Air Force Station Local Redevelopment Authority Amended Redevelopment Plan**



**October 4, 2011**

*This Redevelopment Plan was prepared under contract with the City of Sunnyvale, California with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the City of Sunnyvale and does not necessarily reflect the views of the Office of Economic Adjustment.*

*Prepared by the Community Development Department, City of Sunnyvale, CA*

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## PLAN SUMMARY

The Onizuka Air Force Station Redevelopment Plan is an important milestone in City and Air Force planning for the future reuse of the Onizuka Air Force Station (AFS), which will close no later than September 30, 2011 as a result of action by the Defense Base Closure and Realignment Commission (BRAC).

The Onizuka AFS Local Redevelopment Authority (LRA) has gone through a comprehensive planning process that has included:

- Application of provisions of the existing Sunnyvale General Plan and Moffett Park Specific Plans;
- Formulation of a Citizens Advisory Committee (CAC) that held public meetings to formulate community reuse objectives and advise the LRA on reuse;
- Extensive public involvement efforts utilizing multiple LRA initiatives for community outreach;
- Consideration of Veterans Affairs' (VA) approved fed-to-fed transfer for approximately four (4) acres and evaluation of the VA transfer impacts upon the feasibility of reuse options for the remainder parcels;
- Evaluation of homeless service providers' Notices of Interest (NOIs) in nearly four (4.6) acres, approval of the NOIs, and negotiation of a proposed Legally Binding Agreement with the homeless service providers;
- Evaluation by an expert consultant team of existing site conditions, potential traffic impacts, and the market potential and development feasibility of multiple reuse options for the development of the Onizuka AFS Redevelopment Plan which was adopted by the LRA in 2008;
- Evaluated the feasibility of the preferred Auto Retail Center land use in 2010;
- Reviewed and commented on the Environmental Assessment for the closure of the Onizuka AFS;
- Participated in the Section 106 Process as required by the National Historic Preservation Act, consulting with the Air Force, Veterans Administration, State Historic Preservation Office (SHPO);
- LRA review of feasibility results, public comments and determination of the infeasibility of the auto retail center concept in August and October 2010;

- LRA review of the land use alternatives for public benefit conveyances (PBC) and other uses in February and March 2011;
- LRA direction to amend the 2008 Onizuka AFS Redevelopment Plan; and
- LRA review of amendments to Redevelopment Plan, Legally Binding Agreement and Homeless Assistance Submission and NOI from the Foothill-De Anza Community College District.

Reuse options that were considered by the LRA in 2008, based on recommendations by the CAC, include a variety of potential office including those at VA-style densities, mixed-use conference hotel and office, homeless housing and auto retailing development. However, in March 2011, the LRA initiated the amendment of the Redevelopment Plan to accommodate the VA claim, homeless services claims, emergency service, education and park (alternative) uses for the surplus areas of the site, based on information and comments received in fall 2010 and spring 2011.

The evaluation of the site's existing infrastructure and improvements determined that all existing improvements are economically obsolete and would need to be demolished for redevelopment of the site. There are adequate existing utility and infrastructure adjacent to the site, and the costs to reconfigure and enhance these systems, deal with geotechnical issues, and address environmental remediation appears to be comparable to that of other Silicon Valley sites that have been successfully redeveloped.

The LRA seeks to retain certain key historic elements on the site, potentially including one or more satellite antenna as well as the Space Shuttle Challenger memorial, in order to enhance future interpretive exhibits and activities that will commemorate the history of the site.

The primary factors affecting the feasibility of various reuse options include:

- Current market conditions;
- Unusually high demolition costs for the unique and obsolete buildings covering much of the site;
- The Moffett Park Specific Plan's limit on the density of future development to 35 percent Floor Area Ratio; and

- Compatibility with the uses allowed with the Moffett Park Specific Plan.
- Recent NOI from the Foothill-De Anza Community College District.

After eliminating potential land uses and considering current site limitations, and which reuse option would benefit the community, the LRA recommends education use and emergency service uses as the City's preferred reuse options for the site. The LRA will support a request for Public Benefit Conveyance for educational uses to be prepared and submitted by Foothill-De Anza Community College District to the Department of Education. The City of Sunnyvale Department of Public Safety will submit a Public Benefit Conveyance application for emergency service uses to the Federal Emergency Management Agency. In addition, the LRA will support the two homeless housing claims at the site.

The amended Redevelopment Plan, Homeless Assistance Submission and Legally Binding Agreement are subject to review and approval by the Department of Housing and Urban Development (HUD). Once approved by HUD, the Redevelopment Plan and potential conveyance will be subject to Air Force review and concurrence. Following final approval by the Air Force, the City would proceed to elect one of two options outlined in the Legally Binding Agreement upon further discussion with the two homeless housing providers: 1) implement the proposed homeless housing program on the Onizuka AFS site, or, 2) transfer their claims to the City's Armory site and construct a substantially equivalent housing program at this off-site location.

*The Onizuka AFS Local Redevelopment Authority wishes to express its thanks to the dedicated staff of the Department of the Air Force, its Real Property Agency and its Center for Environmental Excellence, the Department of Veteran Affairs, and especially the Regional Office of the Office of Economic Adjustment for their financial and technical assistance and support during the duration of this project*

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## 1. PLAN GOALS AND OBJECTIVES

### **ROLE OF THIS PLAN IN THE BRAC PLANNING PROCESS**

This Plan sets forth the recommendations of the City of Sunnyvale's (City) Onizuka Air Force Station (AFS) Local Redevelopment Authority (LRA) to the U.S. Air Force for the reuse of the Onizuka AFS at North Mathilda Avenue and California Highway 237 in Sunnyvale, California (Onizuka). The site will close no later than September 30, 2011 as a result of its inclusion in the 2005 list prepared by the Defense Base Closure and Realignment Commission (BRAC).

The Onizuka AFS LRA, comprised of members of the Sunnyvale City Council, is the entity recognized by the Department of Defense as responsible for preparation of the redevelopment plan. This Plan, as set forth in the following sections, provides for the reuse and redevelopment of real and personal property pursuant to the requirements set forth in the Department of Defense Base Redevelopment and Realignment Manual (BRRM, March 2006).

Concurrent with submittal of the plan to the Air Force, the LRA will submit an application to the U.S. Department of Housing and Urban Development (HUD) regarding homeless housing accommodation, as set forth in the Defense Base Closure and Realignment Act of 1990, as amended (BRAC law). HUD will review the Redevelopment Plan, required submittal materials and determine whether it is complete and in compliance, or if there are deficiencies that must be addressed.

The Air Force will make final disposal decisions on Onizuka AFS based on the completed National Environmental Policy Act (NEPA) analysis and associated documentation. The disposal decisions identified in those documents are not contractual commitments and they can be amended. The Air Force will also decide on specific property conveyances as outlined by the LRA in the plan. As the BRRM notes, "While the [Air Force] will give deference to the redevelopment plan in preparing the record of decision or other decision documents, it always retains ultimate responsibility and authority to make the final property disposal decisions."

The BRAC process does not affect the City's control over land use and other entitlements as set forth in California planning law. This means that once the Air Force has implemented its property disposal decision(s) for Onizuka, the property recipient(s) will be responsible for securing all necessary approvals from the City in the same manner as any other property owner, including compliance with the California Environmental Quality Act (CEQA). Compliance with CEQA would apply to any non-federal use of the land.

### **SUNNYVALE GENERAL PLAN AND MOFFETT PARK SPECIFIC PLAN**

The City's 1997 General Plan as amended by the 2004 Moffett Park Specific Plan anticipated the continued long-term operation of the Onizuka AFS site by the Air Force. The Specific Plan provides more detailed implementation of the General Plan, and provides Onizuka AFS with a modest development density of no more than 35 percent Floor Area Ratio (FAR), comparable to the historic low-density development pattern in the Moffett Park area.

The Moffett Park Specific Plan excluded Onizuka AFS from the provisions that allow other Moffett Park properties access to a "development reserve" or a transfer of development rights to allow higher density development on targeted parcels. Future development intensification or a change of use on the Onizuka AFS site was not evaluated within the scope the Moffett Park Program (Specific Plan) Environmental Impact Report (pursuant to CEQA) and would require subsequent environmental analysis prior to permit approval involving any intensification or change of use.

The General Plan's economic development goals that are applicable to Onizuka AFS redevelopment include "[sustaining] a strong economy that contributes fiscal support for desired City services and provides a mix of jobs and commercial opportunities," and "[maintaining] and [establishing] policies that promote a strong economy which provides economic opportunities for all Sunnyvale residents within existing environmental, social, fiscal and land use constraints."

The Specific Plan sets forth 11 guiding principles for overall future development in the Moffett Park area, of which the following five are relevant to this stage of the planning process:

- Guiding Principle 1.0: Positively influence the Sunnyvale business climate and enhance economic vitality by providing comprehensive land use policies and permitting processes that encourage development of additional needed Class A office space to diversify the industrial base of Sunnyvale.
- Guiding Principle 2.0: Encourage and support emerging industries.
- Guiding Principle 3.0: Foster cooperative partnerships with businesses, property owners, and the City of Sunnyvale.
- Guiding Principle 4.0: Provide opportunity for strategic retention and attraction of business and private investment.
- Guiding Principle 5.0: Focus areas of higher intensity development in areas adjacent to public transportation facilities.
- Guiding Principle 11.0: Preserve Moffett Park for Industrial Uses into the future and prevent erosion of its industrial base to non-compatible uses.

The Specific Plan also contains details that shape the recommendations and requirements of the Redevelopment Plan, including: land use; circulation and transportation; infrastructure; the general environment; urban design; and implementation and administration.

## **COMMUNITY REUSE OBJECTIVES**

The section of the plan on public involvement describes the work of the Citizens Advisory Committee (CAC) established by the LRA to advise it on the redevelopment of Onizuka AFS. Early in its review, the CAC recommended to the LRA the following goals for guiding deliberations on Onizuka AFS's preferred reuse:

- Partner with the U.S. Department of Veterans Affairs (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 (see the plan section on federal agency requests for further background).
- Seek development options which maximize "highest and best use" and the highest fair market value.

- Seek disposition and development which will appropriately recognize the historic role of the Onizuka AFS mission and achievements in space and in the Cold War, and its seminal impact on the Silicon Valley economy.
- 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.
- Seek Office of Economic Adjustment (OEA) predevelopment funding and select planning, disposition and development options which resolve environmental and development issues to accommodate preferred uses.
- Seek alternatives which create maximum employment and other direct benefits for area residents.
- 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.

The LRA considered the potential tradeoffs among these goals as it formulated the preferred reuse for the Redevelopment Plan in 2008. Upon further study, based on the direction the LRA, it was determined that the 2008 preferred land use alternative was financially infeasible due to changes in economic conditions that significantly affected the auto industry. The decision of the VA to remain on the Onizuka AFS site also reduced the available acreage and attractiveness of the site for an Auto Retail Center. Additionally, the associated costs for redevelopment of the site for the Auto Retail Center were substantial. While the Amended Redevelopment Plan proposes a significantly different direction for the site, it still achieves the original goals of the CAC.

## **LIMITING CONDITIONS**

This plan's analysis of redevelopment potential and feasibility is based on review of the information made available to the LRA and its consultant team by the Air Force, along with evaluation of information obtained from other sources. Because of national and physical security considerations, the Air Force allowed the LRA and its consultant team only restricted access to Onizuka, its buildings, and documentation on existing structures and site improvements. This was augmented by discussions with site staff on the unclassified structure and site information that could be shared. Additional access was permitted during the feasibility analysis of the Auto Retail Center use and subsequent

alternative use consideration such as the data center concept. Consultants were allowed inside various buildings including Building 1003 ("Blue Cube"), in which case it was determined that reuse of the building was infeasible. In addition, the completed Environmental Assessment and Finding of No Significant Impact, completed by the Air Force, provided additional basis for decisions of the LRA.

This means that assumptions and findings regarding existing structure and site improvement conditions, demolition costs, redevelopment costs, and other key factors that shape this plan may change significantly once more information becomes available. With the relocation of Air Force and contractor personnel from Onizuka AFS to other sites, the Air Force should make all design, engineering, and as-built information on Onizuka AFS structures and sites available to the LRA, including such complex and heavily modified structures as Building 1003 ("Blue Cube"), to facilitate plan refinement and successful implementation.

## 2. EXISTING CONDITIONS

### SITE LOCATION

The Onizuka AFS is an approximately 19.5 acre site located in an area known as the Moffett Business Park in the northern portion of the City of Sunnyvale. It is bordered by Innovation Way to the west and the north, North Mathilda Avenue and the Santa Clara Valley Transportation Authority's light rail track to the east and the south, and West Moffett Park Drive and California Highway 237 to the south, as shown in Figure 2-1.

Figure 2-1: Onizuka Regional Location and Site Context



### SITE CONDITIONS

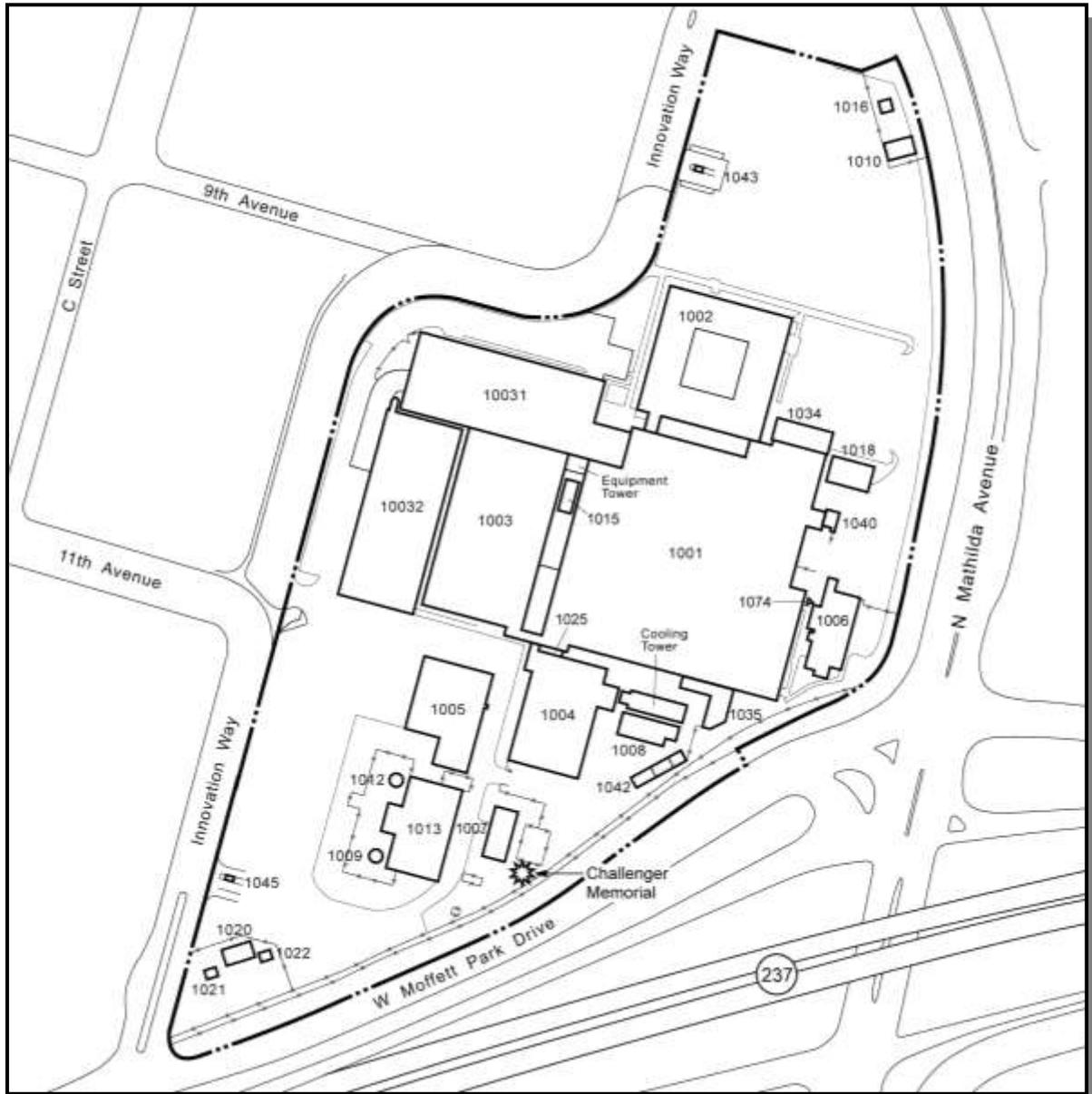
There are total of 30 existing structures totaling approximately 612,000 square feet located at the Onizuka AFS. The most notable structures are the two-story 1964 Headquarters/Administration building (Building 1002 with 50,000 square feet); the five-level 1969 "Blue Cube" Satellite Control Station (Building 1003 with 170,000 square feet); the 1985 and 1986 two-story Parking Structures that have been partially converted to storage and have had office space added on top (Building 10031 with 102,000 square feet and Building 10032 with 99,000 square feet) and three antenna dishes (see Figure 2-2: Onizuka Regional Building Locations). The rest of the facilities consist of a variety of support, facilities operations, maintenance, and other smaller structures. Many of these are steel pre-fabricated "Butler" type buildings.

In 2008, the LRA retained a team of development consultants and civil and structural engineers to evaluate the feasibility of reuse of the existing buildings during the formation of the original Redevelopment Plan. The consultant team found that all of the existing structures are to varying degrees functionally obsolete; need considerable seismic reinforcement; do not comply with current planning and building codes and disabled accessibility (ADA) requirements; and/or are uneconomic to rehabilitate. They would not offer, even if rehabilitated, the quality of space, standards of construction or building configuration that Silicon Valley commercial space users demand.

Redevelopment of the site is expected to involve demolition of all existing structures except for the retention of the VA-rehabilitated structures. The existing Challenger memorial will be relocated to the VA's claimed area. The demolition of nearly 612,000 square feet of existing buildings on Onizuka AFS is estimated to cost approximately \$5 million. Of this demolition estimate, approximately \$2 million is allocated just to Building 1003 (the "Blue Cube") because of the unique and complicated design of the building and its steel-walled security precautions.

Only the easternmost portion of Innovation Way, directly adjacent to Mathilda Avenue up to the current security gate, is publicly owned. The remainder of Innovation Way is owned by adjacent private property owners pursuant to their acquisition of property from Lockheed Martin. This means that reuse of Onizuka AFS will require obtaining new rights of access on Innovation Way, either through a lease, dedication, easement, or other agreement. The to-be-determined cost for future access on Innovation Way so that Onizuka AFS can be redeveloped would need to be included in the determination of fair market value.

Figure 2-2: Onizuka Building Locations



## CULTURAL RESOURCES

The Onizuka AFS was initially established to serve as the command and control center for the first reconnaissance satellite program, the Corona Program. It was developed by the United States Air Force and the Central Intelligence Agency, with assistance from private contractors, such as Lockheed Missiles and Space Division. Shortly thereafter, the National Reconnaissance Organization (NRO) was established to provide oversight of the program.

The Corona Program provided the first satellite reconnaissance photographs of the Soviet Union and China, among other countries. In addition, Corona satellites, controlled from the installation, provided concrete evidence that the missile gap did not exist. As new satellite technologies developed, the installation began to support additional satellites, such as those whose purposes were communications, early missile warning, meteorology, navigation, and nuclear detonation detection. These satellite programs also provided valuable data and support throughout the Cold War. Although many satellite programs remain classified, the constant presence of the NRO at the installation clearly illustrates the crucial role that it played in satellite reconnaissance throughout the Cold War.

As noted above, many of the buildings may not be retrofitted for adaptive reuse and redevelopment would result in the demolition of the existing structures. A historic building inventory and evaluation was conducted in 2004 as part of the development of the redevelopment plan to determine if the site qualified as a significant historic resource. The inventory study found that the existing site could not be deemed eligible for the California Register of Historic Sites and that it was not a historic resource for the purposes of CEQA. However, based on the available information, the City determined that the site may be potentially eligible as a local Heritage Resource and/or as a local Heritage Resource District.

In 2009, the Air Force re-evaluated the site and buildings and conducted further consultations with the State Historic Preservation Office (SHPO) and the City of Sunnyvale. As a result of the re-evaluation, buildings 1001, 1002, 1003, 1004, 10031, and 10032 were recommended as National Register-eligible as the U.S. Air Force Satellite Test Center Historic District under the Criteria A (association with historic events) and Criteria G (achieving significance within the past 50 years).

The proposed redevelopment of the site and transition of land from the Federal Government to the LRA or private developer could result in the potential impact to a historic resource. During the consultation with the Air Force, Veterans Administration and SHPO, through the Section 106 process as required by the National Historic Preservation Act, it was determined that the historic significance of the site resulted from the missions and operations conducted within the buildings rather than the structures themselves. The discussion resulted in the following items to be preserved or recorded:

- Relocation of the Challenger memorial to the Veterans Administration site at Onizuka. *Responsible Origination: Veterans Administration*
- Interpretive display documenting the history of the Onizuka AFS within the lobby of the Veterans Administration building at the site. *Responsible Origination: Veterans Administration, subject to review and approval by SHPO*
- The completion of a Historic American Buildings Survey (HABS) Level-II Type Documentation. Materials will assist in the completion of the interpretive display. *Responsible Origination: Air Force*
- Completion of a lesson plan documenting the Air Force Station's role in the Cold War era. *Responsible Origination: Air Force and to be provided to local school districts by the City of Sunnyvale.*

The Air Force, Veteran Administration and California SHPO have all concurred with the recommended documentation steps through a Memorandum of Understanding in accordance with Section 106 of the National Historic Preservation Act and the BRAC process. The lesson plan has been completed and provided to the City and the HABS Level-II Type Documentation has been completed. The Veterans Administration will complete the remaining items following acquisition of the subject site.

## **ENVIRONMENTAL CONDITIONS**

The Air Force completed an Environmental Assessment (EA) as required by the National Environmental Protection Act. The EA studied the three alternatives considered by the adopted 2008 Onizuka AFS Redevelopment Plan which included an Automotive Retail Center, Corporate Office, and a Hotel, Conference Center and Office Alternative. The assessment found the proposed alternatives would not result in either short- or long-term significant impacts. The resources analyzed in detail were: socioeconomic, land use/aesthetics, transportation, utilities, hazardous materials management, hazardous waste management, Environmental Restoration Program (ERP) sites, storage tanks, asbestos-containing material (ACM), lead-based paint (LBP), geology and soils, water resources, air quality, biological resources, cultural resources, and environmental justice.

The EA disclosed instances of the hazardous materials at the site including, Asbestos-Containing Materials (ACM), Lead-Based Paint and a few hazardous materials spills at the site. Exposure to ACM and Lead-Based Paint would be mitigated through standard demolition requirements which manage containment during demolition. According to

the Air Force document, the noted spills have been cleaned and each incident has been closed. Based on this and completion of the Final Environmental Assessment and issuance of a Finding of No Significant Impact, the Air Force has determined that the site is suitable for disposal and reuse. Supplemental soil sampling and additional environmental assessment may be warranted for either the higher education uses or park use.

Any further remediation required at the site, resulting from the additional soil sampling, would be covered under the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA), which obligates the United States to conduct remedial action necessitated by the discovery, after transfer, of hazardous substances on the property. In addition, to CERCLA, there are several laws that provide additional protection for the City or other entity acquiring the site through the BRAC process. The parties acquiring the site may choose to obtain environmental insurance to minimize any exposure to legal liability.

## **LAND USE AND ZONING**

The Onizuka AFS is located within the Moffett Park Specific Plan area and is currently zoned Moffett Park Industrial. The current zoning for the site allows uses such as office, higher education, hotel, public safety facilities, emergency services and parks/open space. Adjacent parcels are zoned either Moffett Park Industrial, Moffett Park Transit Oriented, or Moffett Park Commercial. Both zoning designations allow similar uses. The subject site is limited to a FAR of 35 percent, which would allow up to approximately 280,000 square feet of floor area to the entire site.

## **ON- AND OFF-SITE INFRASTRUCTURE**

As a relatively small site located within a large business park with extensive private commercial development, Onizuka AFS is well served by a combination of private and municipal utilities and infrastructure all adjacent to the property boundary. The Onizuka AFS site utility infrastructure is well-suited for all uses and development densities that are consistent with the Specific Plan. There are no extraordinary off-site utility infrastructure costs anticipated, however; there will be costs to reconfigure utilities that are typical of redevelopment projects of the same scale as Onizuka AFS reuse. Typical sewer connection and other development impact fees would be paid. Expenses for

minimizing storm water discharge are expected to be comparable to other large developments in the area. Division of the site into multiple parcels as a result of VA's approved federal agency to federal agency transfer will necessitate added cost to create separate utility systems. Additional improvements required as part of redevelopment of the site would be addressed in the environmental review specific to the project and may include Traffic Impact Fees and associated mitigation costs for other project related infrastructure improvements.

### 3. FEDERAL AGENCY & HOMELESS SERVICE PROVIDER REQUESTS

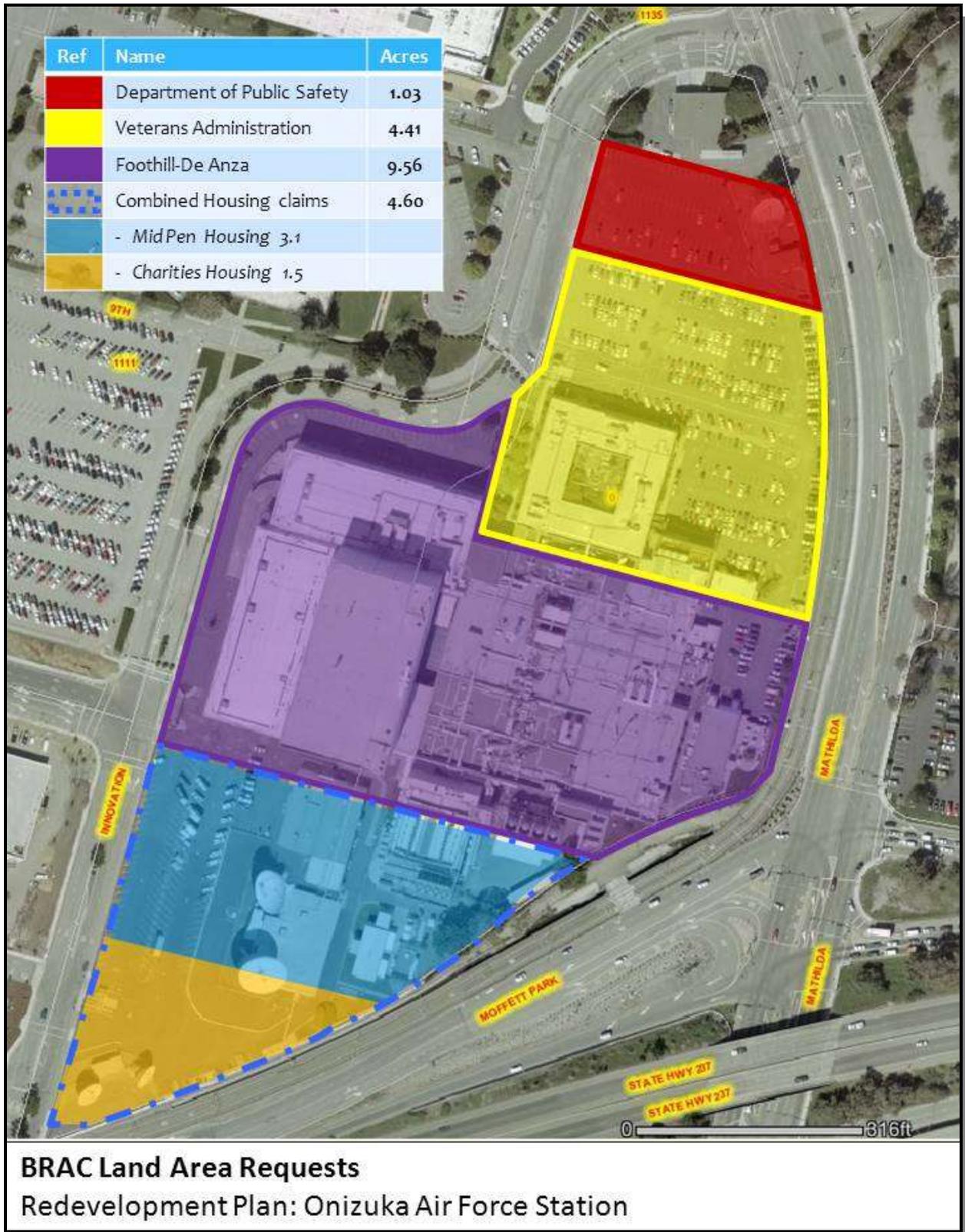
#### **REQUESTS FOR ONIZUKA AFS PROPERTY; POTENTIAL LRA INVOLVEMENT**

This section of the plan describes the requests for Onizuka AFS property that have been received in response to the two outreach processes required for all closing military bases: one for federal agencies that resulted in a request from VA; and the other for local agencies that resulted in Notices of Interest (NOI) from two local homeless service providers (Providers). Following the approved 2008 Redevelopment Plan, the LRA completed an additional feasibility study to further assess the feasibility of the preferred Auto Retail Center concept. The study indicated that it would be feasible; however redevelopment lacked the support needed from local auto dealers. On March 1, 2011, the LRA was considering alternative land uses moving forward and was informed of interest in the site from Foothill-De Anza Community College District (District). At the March 1, 2011 meeting, the LRA moved to amend the Redevelopment Plan to focus on a higher education use or park use for the remaining area. The District submitted a Draft NOI May 11, 2011 and the Final NOI on September 1, 2011. These requests are shown in Figure 3-1 on the following page.

#### **VETERANS AFFAIRS**

The VA submitted, and the Air Force approved, a request for Onizuka AFS property pursuant to the federal excess property disposition outreach process that offers excess property to other federal agencies. The VA's request is for Building 1002, a 50,000 square foot office building built in 1964; Building 1018, a 2,200 square foot commercial building built in 1978; and Building 1034, a 4,205 square foot storage building built in 1981. The VA has requested an approximate 4.413 acre site that includes these buildings; sufficient surface parking and a required security buffer around the buildings (see Figure 3-1). The requested 4.413 acres has increased from the 2.4 acres in the previously approved Redevelopment Plan. The opportunity for a larger VA site became available when one of the Providers relocated its claim to the southern portion of the site. The City also indicated an interest in a portion of the previous homeless housing claim to expand existing Fire Station #5, located immediately to the north of the Onizuka AFS site.

Figure 3-1: Onizuka Land Area Claims



This space request is part of a larger VA strategy to incrementally resolve a 300,000 gross square foot administrative space shortage at its Palo Alto and Menlo Park campuses as it tries to plan for a major renovation or replacement of those facilities. VA is actively looking at military bases planned for closure as potential real estate acquisitions through Fed-to-Fed transfer. The VA has also requested the Jones Hall Army Reserve Site in Mountain View which is nearer to its current campuses. The LRA understands that the VA would use the Onizuka AFS space for administrative and dry-lab research support functions.

The LRA understands from VA that under its small renovation program it can spend up to \$10 million to address these issues. The VA, as a federal agency, is responsible for all aspects of its facilities and does not require planning approvals or building permits from the City for renovation or occupancy. The VA's identified budget of \$10 million for Building 1002 rehabilitation appears sufficient to cover seismic retrofit, code improvements, and other renovation costs, based on rehabilitation costs for older Silicon Valley office buildings, even including the Davis-Bacon Act and other federal contracting requirements.

## **NOTICES OF INTEREST**

The other federally-mandated local outreach process, conducted by the LRA, identifies possible local public agency and community-based agency interests to be considered during the LRA's redevelopment planning process. The local outreach produced two NOIs or requests for portions of the Onizuka AFS site from two non-profit housing agencies: MidPeninsula Housing Coalition (MPHC) in partnership with Shelter Network (SN); and The Onizuka Partnership composed of homeless service providers led by Charities Housing Development Corporation (Onizuka Partnership). In addition, the LRA received notification that the District was interested in the land at Onizuka AFS. Since the LRA was reconsidering alternative land uses, the District submitted a draft NOI on May 11, 2011 and the final NOI on September 1, 2011.

## ***Homeless Housing***

The Defense Base Closure and Realignment Act of 1990 charges the LRA with balancing homeless needs with community needs for economic and other development. The Act also requires preparation of a redevelopment plan indicating

the support (buildings, property or funding) being made available to requesting homeless service providers (as set forth in this plan). In balancing these needs the LRA analyzed and weighed a comprehensive list of factors. These included public policies such as the Sunnyvale 2005-2010 Consolidated Plan, the Sunnyvale General Plan and the Moffett Park Specific Plan. The LRA analyzed site conditions including the VA impact on the site.

The LRA received two NOI's for a total of six acres as part of the development of the original 2008 Redevelopment Plan. Originally, MidPen Housing Coalition requested 4.2 acres at the southern tip of the site and Charities Housing Development Corporation requested 1.8 acres at the northern tip of the site. Following direction from the LRA in March 2011, the Providers reduced the amount of land and consolidated both claims to the southern corner of the site. The changes resulted in MidPen Housing Coalition's claim being reduced to 3.1 acres and Charities Housing Development Corporation's claim being reduced to 1.5 acres. The revised NOIs propose to acquire a total of 4.6 acres as no-cost homeless land conveyance for 96 units of service-enriched housing for Sunnyvale's homeless population, (includes two management units) which the 2011 Santa Clara County Homeless Census and Survey estimates at approximately 3,744 persons.

The LRA reviewed the Providers' NOI submissions to identify technical deficiencies, determine financial feasibility, verify each agency's track record with similar projects, and other project criteria. The LRA also evaluated possible project impacts on the remainder parcel, the surrounding neighborhoods, and the needs of the homeless as set forth in the Consolidated Plan. The LRA hired independent expertise for specific analysis of conceptual reuse options including their capacity to feasibly relocate homeless housing and the VA to other, more appropriate locations and considered the analysis as a factor in its "balancing" considerations. Throughout the process the LRA engaged the homeless service providers at scheduled public meetings for presentation of their projects, facility tours for the Onizuka AFS CAC and LRA, and staff interviews. In all, the balancing process involved ten public meetings of the CAC.

The LRA found that the two no-cost homeless conveyances of Onizuka AFS parcels will balance the needs of local homeless (as identified in the NOIs and in the Sunnyvale Consolidated Plan) with the needs of the community for economic development as identified in the Sunnyvale General Plan and the Sunnyvale Moffett Park Specific Plan.

As a consequence, the LRA and both non-profit housing agencies agreed upon core terms of a legally binding agreement (LBA) to approve the NOI requests for two no-cost homeless conveyances. Core items include consolidation of the homeless housing claims to the southern portion of the site, LRA recognition of the housing claims at Onizuka AFS, and a preferred option for the LRA to transfer the homeless housing program to an off-site location at the City-owned "Armory" site (620 E. Maude). This preferred option is subject to further negotiations with the two providers and approval by the City of land use entitlements.

The LRA finds the Providers' NOIs for Onizuka AFS to be consistent with the needs of the homeless and the needs for homeless facilities described in the City of Sunnyvale 2010-2015 Consolidated Plan. The analysis conducted by City staff found the NOI-proposed projects to be feasible proposals from experienced and capable agencies that have constructed and managed affordable housing projects with track records of success throughout the region. The analysis included a review of the proposed financing options (County, State and Federal), cash flow projections for each Provider (included in each NOI), and a detailed review of each agency's NOI related materials to substantiate their ability to perform. The NOIs were revised to address technical deficiencies, direction from the LRA in March 2011 and to ensure compliance with HUD requirements.

The LRA approved terms of a single LBA with the two non-profit housing development corporations (the "agencies") that submitted NOIs on behalf of the homeless. The terms memorialized in the LRA's Homeless Assistance Submission (HAS) and the LBAs approve the two NOIs for a no-cost homeless land conveyance of Onizuka AFS parcels from the Air Force for the construction of homeless housing. According to the terms of the LBA, the City would proceed with one of two options upon further discussion with the two Providers: 1) implement the proposed homeless housing program on the Onizuka AFS site, or, 2) transfer their claims to the City's Armory site and construct a substantially equivalent housing program at this off-site location and provide a total of \$4.1 million in City Housing Mitigation Funds to each Provider (\$8.2 million total).

To facilitate the LRA's vision for reuse of the area south of the VA's claim and to expedite homeless housing construction elsewhere at current construction costs, the LRA agrees to advance pre-construction development funds to assist in the development plans for the "Armory" site at 620 E. Maude. The conceptual plans for the

Armory site include 68 low-income family apartment flats by MidPeninsula Housing Coalition and 56 low-income efficiency studio units by Development Corporation for a total of 124 dwelling units, an increase from the 96 total units proposed in the amended NOIs. On-site parking will be provided at grade with a concrete podium above, which will include open courtyard areas and three levels of housing. The overall height of the project will be four stories. The proposal for the Armory site is subject to further discussions between the City of Sunnyvale and the providers and approval of land use entitlements, lease and regulatory agreements.

### ***Foothill-De Anza Community College District (District)***

The LRA received notification that the District was interested in the land at the Onizuka AFS. Since the LRA was reconsidering alternative land uses, the District submitted a NOI as required under BRAC process expressing interest in the site for an Education Center. Confirmation of the site for this use was subject to the District completing a "request for offers" process, which was concluded in July 2011. On August 8, the District Board endorsed the Onizuka AFS site as the preferred location for a permanent Education Center, which would be relocated from the City of Palo Alto. In the meantime, District staff engaged in discussions with the Department of Education (DOE) to prepare a Public Benefit Conveyance (PBC) application, which was recently submitted to DOE for preliminary review. The PBC application is for an approximately nine acre site, which the District is hopeful will be approved by DOE as a no-cost education PBC. A final Notice of Intent was submitted to the City of Sunnyvale on September 1, 2011.

The District is requesting a parcel consisting of approximately 9.15 acres. The parcel is currently improved with approximately 550,000 square feet of obsolete improvements that have been utilized by the Air Force since the mid 1960's. The District intends to completely demolish all improvements on the site and construct a new 55,000 square foot, two-story instructional facility with surface parking for approximately 556 cars and a 16,000 square foot campus courtyard as part of the first phase of the development of the site. The second phase (long-term) would include the construction of new 50,000 square foot, two-story building and new four-story parking garage. The Onizuka AFS site will serve as a permanent home for the Educational Center and will replace the existing facilities at the Cubberley site located within the City of Palo Alto.

The District has been seeking a permanent location to replace the Educational Center that is currently located at the Cubberley Community Center, which is approximately 5 miles southwest of the Onizuka AFS site. The District has rented space at Cubberley Community Center since 1984 and currently utilizes approximately 60,000 square feet at that location to serve 4,000 students each quarter. The Cubberley site is limited by space and the facility is in poor condition. The Cubberley Community Center occupies 36 acres in Palo Alto and is a converted 1955 high school site.

### **District Overview**

For more than 50 years, the District has demonstrated excellence and innovation in academic programs and student services. As one of the largest community college districts in the United States, the Foothill-De Anza Community College District provides credit classes for about 43,000 students per quarter. The colleges are active members of the *League for Innovation in the Community College*, a national consortium of leading two-year institutions. District colleges include the following:

- Foothill College is located at 12345 El Monte Road in Los Altos Hills, California 94022. The 122-acre campus was founded in 1957 and offered its first classes in 1958. Foothill College has an enrollment of 13,000 students and operates out of approximately 60 buildings located on the campus. The original campus design received the Honor Award in 1962 from the American Institute of Architects. The college is accredited by the Western Association of Schools and Colleges. Foothill is also accredited by the American Dental Association Council of Dental Education, American Medical Association Council of Medical Education and Federal Aviation Administration.
- De Anza College is located at 21250 Stevens Creek Boulevard, in Cupertino, California 95014. The 112-acre campus was founded in 1967 and operates out of approximately 70 buildings. De Anza College has an enrollment of 17,000 students. De Anza College is accredited by the Accrediting Commission for Community and Junior Colleges of the Western Association of Schools and Colleges. Several community resources operate at the De Anza campus including the Flint Center, Euphrat Museum of Art, Fujitsu Planetarium and California History Center. Popular majors include: Accounting, Animation, Automotive Tech, Business, Child Development, Computer Applications and Office Systems, Environmental Studies, Film/Television, Graphic Design,

Intercultural Studies, Manufacturing and Design Technology, Nursing, Paralegal Studies, and Technical Communications.

- The Middlefield Education Center was founded in 1984 and is located in the Cubberley Community Center at 4000 Middlefield Road, Palo Alto, California 94303. Foothill College operates the Middlefield Education Center which serves a student population of 4,000 and operates out of approximately 60,000 square feet of rented space in the former Cubberley High School. The City of Palo Alto leases the space to Foothill for approximately \$1 million per year. The facilities are obsolete and have significant deferred maintenance. Popular courses include: Accounting, Astronomy, Emergency Medical Technician (EMT), Paramedic, Pharmacy Technician, Child Development, Computer, Technology, Information Systems, and Language.

### **Site Selection**

The Educational Center at the Cubberley site currently offers several vocational and career programs (EMT, Paramedic, Pharmacy Technology, Child Development), as well as all general education curriculum needed to complete an AA or AS degree and/or transfer to a four-year college. Foothill staff, faculty and administrators provide student services, instruction and opportunities similar to those on the main campus in Los Altos Hills. It is anticipated that these same services will continue and actually be enhanced with regional partnerships with area education institutions.

The District conducted a district-wide effort in February 2011 to find a permanent home for the Cubberley site. Of the proposals received, the Onizuka AFS site met all of the criteria used by the District in assessing potential sites. This included the following:

- Location - central to freeways and employment
- Accessibility by public transportation (bus and/or light rail)
- Parking availability
- Potential for growth (additional square footage and parking as programs or partners are added)
- Affordability for development and usage

The Onizuka AFS meets all these criteria and more. The site is ideal for access from two freeways, is on the light rail line, has plenty of parking and has a unique historical significance in the area that will be preserved and highlighted.

The District held an election on June 6, 2006 for the issuance and sale of general obligation bonds of the District for various purposes in the maximum amount of \$490,800,000. As per the most recent Bond Measure Report, \$38,000,000 was allocated for acquisition and construction of the new Educational Center. Of the \$38,000,000 allocation, the District has spent \$1,190,570 leaving a balance of \$36,809,430. The total development budget is currently estimated at \$36,737,237 for the Onizuka AFS site.

The LRA and the District will enter into an agreement that outlines the terms for LRA support of an Education Center as a preferred use in the amended Onizuka AFS Redevelopment Plan. The agreement will outline the expectations of the District to pursue an education PBC for the approximately nine-acre site and proposed Education Center in conformance with the City's Moffett Park Specific Plan and Redevelopment Plan.

## 4. PUBLIC INVOLVEMENT

### OUTREACH EFFORT AND PUBLIC COMMENT

The LRA initiated outreach strategies to encourage broad community and stakeholder participation in building the consensus for LRA decisions in planning the reuse of Onizuka AFS. A key institution in the LRA's outreach program was the establishment of the Onizuka AFS CAC in April 2006. Throughout the planning process the CAC acted as an ongoing advisory body to the LRA. The CAC consisted of 14 members representing residents, public agencies and private sector interests.

In April 2006, the LRA formulated the Onizuka AFS BRAC Communication Plan, a comprehensive multi-channel informational program to provide technical reports, staff recommendations and meeting schedules to residents and stakeholders interested in the direction of reuse planning. The plan also included a web site and outreach to homeless service providers, public benefit-eligible entities and other stakeholders who might wish to participate in the federally mandated Notice of NOI process. Individuals and organizations were encouraged to review the web site through regular emails on web site updates, as well as to liaison with both the LRA and the CAC. An objective of these communications was to encourage a community-based consensus on a vision for the civilian reuse of the Onizuka AFS.

#### ***The BRAC Communication Plan***

The City designed the BRAC Communication Plan to keep the public informed and to encourage public participation in the community reuse planning process. Under the plan, BRAC Project staff formulated content, implemented ongoing communications and maintained a comprehensive listing of specific communications deliverables. BRAC staff responsibilities included:

- **News Releases:** News releases in anticipation of key decision meetings, key outreach, significant decisions or actions.
- **Fact Sheets:** Fact sheets and "Overview Project Plans" inform public officials and area residents. Quarterly articles for City newsletters were prepared throughout the planning process to keep Sunnyvale residents informed of progress and status.

- **KSUN-15 TV Slides:** KSUN-15 is Sunnyvale's local government cable television channel. KSUN slides announced the LRA's and CAC's key decision meetings.
- **Onizuka AFS BRAC Web pages:** (Onizuka.inSunnyvale.com) The Onizuka AFS web pages contain comprehensive information about the Onizuka AFS planning process, updates on project milestones, and several outreach channels enabling community members to stay current with the latest project developments. The BRAC program developed, updated and maintained the Onizuka AFS BRAC Web pages as a comprehensive resource for area residents and others interested in Onizuka AFS disposition. The BRAC program notified interested parties of Web page updates. Community outreach and education features found on the BRAC Web pages are highlighted below:

LRA Reviews Amended Redevelopment Plan	Fall 2011
LRA Initiates an Amendment to the Redevelopment Plan for Educational or Public Park Use, Emergency Services Use and Expanded VA site	Spring 2011
LRA Reviews Alternative Land Uses	Winter and Spring 2011
LRA Reviews Auto Center Refinement Study and Determines Auto Retail Center to be Infeasible	Fall 2010
LRA Approves Redevelopment Plan for Auto Retail Center as Preferred Use for Economic Development Conveyance	Winter 2008
Onizuka Citizens Advisory Committee, City Commissions Weigh in on Reuse	Fall 2008
Onizuka AFS Reuse Planning Update	Summer 2008
Sunnyvale Analysis Begins on Onizuka AFS Reuse Options	Winter 2008
Onizuka AFS Reuse Planning Moves Forward	Summer 2007
Sunnyvale to Select Reuse Options for Onizuka AFS	Spring 2007
Onizuka AFS Redevelopment Update	Winter 2007
Community Meets to Help Plan Onizuka AFS Future	Fall 2006
Sunnyvale Community Encouraged to Participate in Onizuka AFS Redevelopment Plan	Summer 2006

Onizuka AFS Closure	Spring 2006
Onizuka AFS To Be Closed	Fall 2005
DOD Moves To Close Onizuka AFS	Summer 2005

- **Signage and/or Displays:** Signage was prepared as required or appropriate for CAC and LRA meetings.
- **Newspaper Ad Prepared:** Advertisement in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs in the Onizuka AFS property (published not more than 30 days after declaration of surplus status.)
- **Public Inquiry Database:** This activity included sending periodic e-mails to residents, stakeholders and agencies that expressed interest in being added to an information database to receive notification of Onizuka AFS BRAC Web page updates.
- **Posting of Public Meeting Notices, Minutes and Reports:** Provided legal meeting notices, agendas, and minutes and posted these per statute and according to Brown Act regulations to the City's Onizuka AFS Web pages and, as appropriate, City Council.
- **Neighborhood Association Liaison:** Provided content and schedules to the City's Community Outreach Coordinator to include in communications to community residents.
- **Onizuka AFS Redevelopment Hotline:** Dedicated an Onizuka AFS Redevelopment Hotline (408) 730-7739, TDD (408) 730-7501 to provide another opportunity for community comment, information requests or call-backs to discuss any facet of the project.
- **Sunnyvale Auto Dealers:** Coordinated site visits and feasibility study with local auto retailers in Sunnyvale.
- **Moffett Park Business Association:** City representative attend monthly meetings, keeping local business association informed of the progress of the Onizuka AFS closure and land use alternatives.

## **PUBLIC MEETINGS, NOTICES AND REPORTS**

The primary venue for public input regarding the Onizuka AFS property was the project's policy guiding body, the LRA, and the CAC, which the LRA specifically created to advise the LRA on the site's land reuse. Two City Commissions (Heritage Preservation Commission and Planning Commission) whose jurisdiction touched on specific aspects of the Onizuka AFS project also made recommendations to the LRA in 2008. In March 2011, the LRA determined that the original Auto Retail Center was infeasible and initiated amendments to the Redevelopment Plan to focus on a preferred educational use and an alternative park use at the site.

The BRAC Communication Plan strictly follows the City's statutory meeting, agenda and posting requirements which comply with requirements for minimum advance notification period and specifies the venues for posting notification. Below is a description of the public bodies and advisory groups that provided Onizuka AFS-related recommendations and comments during the planning phase.

**Local Redevelopment Authority:** In January 2006, Sunnyvale City Council unanimously approved a resolution requesting the Department of Defense recognize the City Council as the LRA for Onizuka AFS. Formally recognized as the LRA, the City Council became the primary community point of contact for all matters relating to the base closure. This includes conducting outreach efforts and designing the comprehensive reuse plan to guide Onizuka AFS's redevelopment. LRA members are listed below:

### **Assignment/Member**

Authority Chair (Vacant)

Authority Vice Chair Otto Lee

Authority Member Melinda Hamilton

Authority Member Jim Griffith

Authority Member Christopher R. Moylan

Authority Member Anthony Spitaleri

Authority Member David Whittum

*Former Authority Members*

Authority Member Ron Swegles

Authority Member John Howe

### **Onizuka AFS LRA Executive Committee**

**Assignment/Member**

Authority Chair (Vacant)

Authority Vice Chair Otto Lee

Authority Member Christopher R. Moylan

**Citizen's Advisory Committee:** One key step in the early planning process was the establishment of a CAC representing residents and diverse stakeholders within the community. The CAC provided advisory recommendations to the LRA throughout the planning process and development of the 2008 Redevelopment Plan. CAC members are listed below:

**Assignment/Member**

LRA Chair, Ron Swegles, Chair

Community Representative, Dean Chu, Vice Chair

LRA Member, John Howe

Mountain View City Council, Nick Galiotto

Organized Labor, Raymundo Ferdin

Sunnyvale Business, Thom Bryant

Sunnyvale Business, Howard Chuck

Sunnyvale Education, Glenn Evans

(Preceded in the position by Geoffrey Kiehl)

Sunnyvale Education, Nancy Newkirk

Homeless Assistance Volunteer, Sarah Wasserman

Community Representative, Robert Lopez

Community Representative, Josephine Lucey

Community Representative, Charles Rogers

Community Representative, Cynthia Cotton

Note: Santa Clara County Supervisors declined representation on the CAC.

**Sunnyvale Heritage Preservation Commission:** The Sunnyvale Heritage Preservation Commission held a public hearing on August 6, 2008 to review and comment on the preliminary assessment of Onizuka AFS's historic significance. The commission was specifically charged with reviewing and making recommendations regarding landmark sites. Comments were forwarded to the LRA in the December 2, 2008 staff report.

Recommendations from the Heritage Preservation Commission were further addressed in the Environmental Assessment (May 2011) prepared by the Air Force for the closure of the Air Force Station. The recommendations resulted in the evaluation of the site structures, documentation of the programs conducted at the site, formal historic survey, integration of an interpretive display within the lobby of the VA building to commemorate the role of Onizuka AFS in the Cold War era, and relocation of the Challenger Memorial to the VA property. City staff also requested the Air Force to retain the satellite dish for possible future use or incorporation into the site as an artifact. Interest has been expressed by a non-profit group to refurbish and reactivate the remaining dish and ancillary structure for educational purposes. In addition, the LRA participated in the Section 106 process which included consultation with the Air Force, Veteran Administration and California SHPO. No further review was required by the Heritage Preservation Commission, due to completed environmental review and concurrence with SHPO.

**Sunnyvale Planning Commission:** The seven-member Sunnyvale Planning Commission conducted a public hearing on July 28, 2008 to discuss and receive public comments on the Onizuka AFS land reuse options and the CAC recommendations. The comments of the commission and the public who spoke at the hearing were forwarded to the LRA for consideration at the December 2, 2008 and December 9, 2008 meetings. The Planning Commission conducted a public hearing on September 26, 2011 to discuss and receive public comments on the Amended Onizuka AFS Redevelopment Plan. Similarly, comments were received and forwarded to the LRA for consideration. The Commission's overall responsibility is to review and make recommendations to the City Council on the City's General Plan, land use, zoning, development ordinances, permits, environmental reviews and related policies procedures.

### ***Community Participation: Public Meetings Schedule***

LRA and CAC meetings have provided opportunities for the involvement, participation and comments of community residents and stakeholders. Notices, agenda, minutes, and staff reports have been provided to the public at the LRA's Onizuka AFS web site, *Onizuka.inSunnyvale.com*. LRA meeting agendas and minutes are also noted on the City Council pages of the City's web site. Appendix A of this plan contains a listing of community outreach activities including a comprehensive listing of Onizuka AFS-related public meetings.

## **PLAN REVIEW, COMMENT, AND ADOPTION**

### ***Draft Amended Onizuka AFS Redevelopment Plan: Availability for Public Review and Comment***

Meetings of the LRA, the LRA Executive Committee and the CAC on the Redevelopment Plan met all statutory notice requirements and provided opportunity for public participation. The CAC held ten public meetings with opportunity for public comment at different stages in the preparation of the Redevelopment Plan for community input. Pursuant to the Public Meeting Schedule and Communication Plan above, the key steps in the BRAC and Redevelopment Plan process were and have been posted on the Onizuka AFS Web page for presentation and discussion at public hearings. Following the adoption of the 2008 Redevelopment Plan, the LRA publicly noticed all LRA meetings during the review of the Auto Center Refinement Study and alternative land uses. The Planning Commission will review the Draft Amended Onizuka AFS Redevelopment Plan on September 26, 2011, which provides opportunity for public comment regarding the amendments to the previously approved Redevelopment Plan.

### ***Adoption of the Final Amended Onizuka AFS Redevelopment Plan***

The Draft Redevelopment Plan, which is consistent with the LRA action of March 1, 2011, was posted to the LRA's Onizuka AFS BRAC Web page (*Onizuka.inSunnyvale.com*) on approximately September 23, 2011, two weeks prior to LRA's October 4, 2011 public hearing. Notification of the September 23, 2011 Planning Commission meeting and the October 4, 2011 LRA meeting was mailed to properties within 300 feet and all interested parties.

## 5. CONCEPTUAL LAND USE ALTERNATIVES

### LAND USE FACTORS

The adopted 2008 Redevelopment Plan took into consideration the Homeless Housing Claims and the Veterans Administration Claim at the site. The land use options studied in the Plan included an Auto Retail Center, High Quality Hotel and Conference Center and Class A Office/Research and Development use and were dependent on the relocation of the VA's claim and finding an alternative site for the housing claims. The preferred land use alternative for the site was the Auto Retail Center.

The feasibility of the preferred land use was further studied in 2009-2010 and discussion with the VA continued as the closure of Onizuka AFS moved forward. Further discussions in 2010 determined that the VA was unable to find an alternative site to meet their program needs and budget constraints. The feasibility study of the Auto Retail Center concept began in 2009, which accounted for the VA claim at the site. The feasibility study found that the Auto Retail Center concept could be feasible. However, due to market conditions and the constrained land area, support from local auto dealers diminished. In October 2010, the LRA determined that the Auto Retail Center was infeasible and directed staff to study alternative land uses. In March 2011, the LRA initiated the amendment of the Redevelopment Plan to consider the following uses with emphasis on possible PBC uses:

- Educational Use (Alternative)
- Public Park/Sports Complex Use (Alternative)
- Expanded Site for Veterans Administration Office Use
- Homeless Housing Program on consolidated area for MidPeninsula Housing Coalition and Charities Housing Development Corporation
- Possible Transfer of Homeless Housing Program to City-owned "Armory" Site
- City of Sunnyvale Emergency Services (Fire Station #5 expansion)

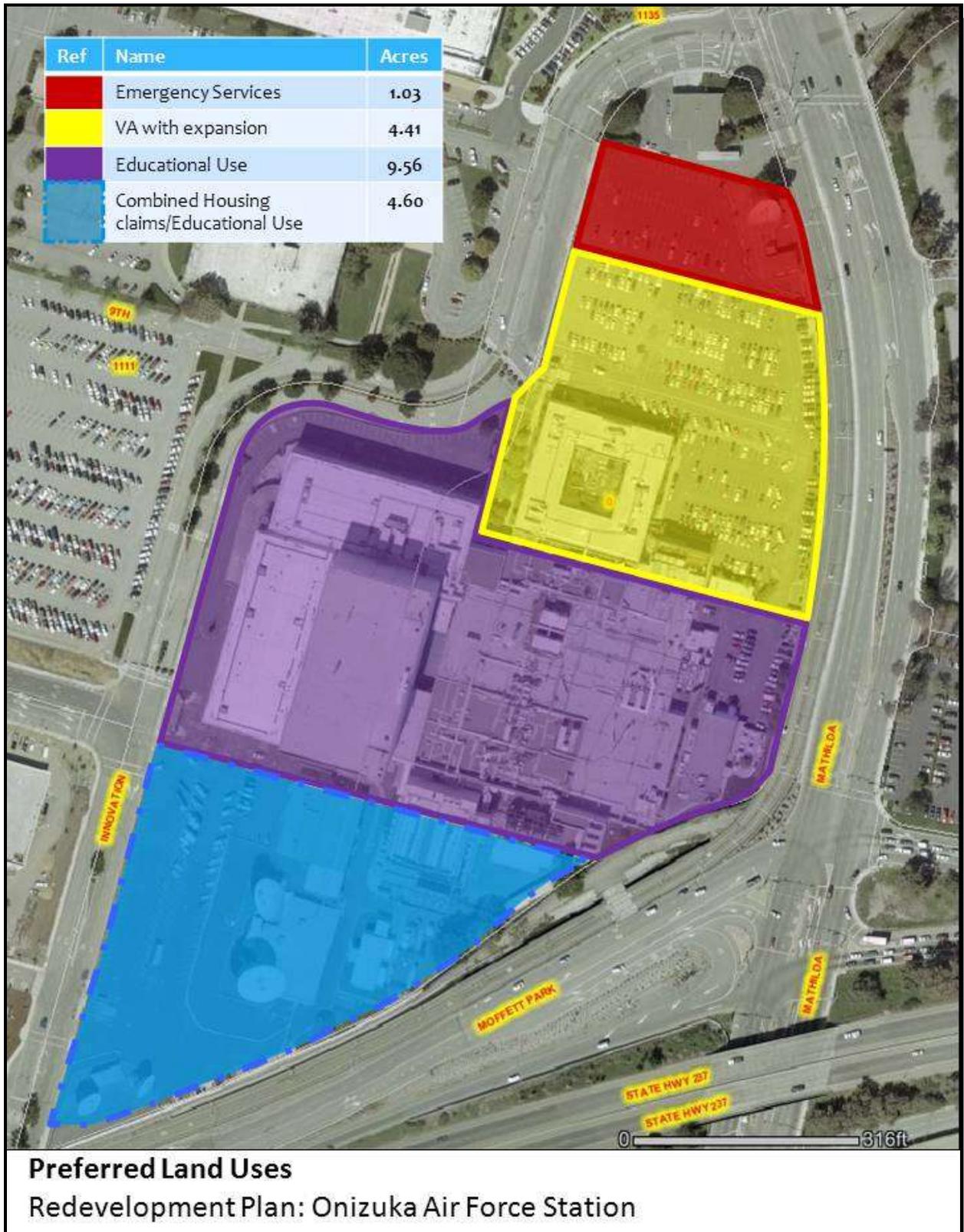
### LRA PREFERRED REUSE: EDUCATIONAL USE AND EMERGENCY SERVICES

The LRA has identified an Educational Use for the land to the south of the VA claim and Emergency Services for the land north of the VA claim as the preferred reuse options. In deciding the recommended land use for the Redevelopment Plan the LRA considered several important elements of a land use decision that would create the greatest

benefit for the Sunnyvale community. Figure 5-1 indicates the locations of the preferred land uses.

The educational use emerged as the best overall reuse option for an approximately nine acre area south of the VA claim, based on the following: 1) the site's freeway accessibility; 2) light rail accessibility; 3) location and adjacency to supportive industries; 4) compatibility with current Zoning; and 4) ways to minimize additional peak traffic congestion at the Mathilda Avenue entryway to Moffett Park. The Emergency Services use for an approximately one-acre parcel immediately north of the VA site and adjacent to existing Fire Station #5 would allow the existing Fire Station site to be expanded from .72 acres to approximately 1.75 acres. The additional area will provide for a training space for personnel and equipment which does not currently exist, and allow for multi-agency and multi-apparatus training evolutions. These considerations resulted in selection of the educational and emergency services uses as the preferred land uses for the site.

Figure 5-1: Preferred Onizuka Land Uses



### ***Educational Use***

The District has indicated the need for the 9.56 acres site to accommodate the relocation of the existing Cubberley in Palo Alto. The NOI indicates that the District anticipated constructing a new 55,000 square foot, two-story instructional facility with parking for approximately 556 cars, and a 16,000 square foot campus courtyard. Long-term goals for the site include the addition of a second new 55,000 square foot, two-story building and new four-story parking structure for the site. the District will request that the land be conveyed through a no-cost PBC which will be sponsored by the DOE. Conveyance of the land will include educational use only encumbered (restrictions) on the land.

The District has also indicated interest in the additional 4.6 acres requested by the housing providers. This area could provide unencumbered land for the District to use for franchise or profit generating uses. This may include a bookstore, food court, or other collaborative business related uses within the 4.6 acre area.

The proposed first phase would be at FAR of 13 percent, which is well within the maximum FAR of 35 percent allowed by the Moffett Park Specific Plan. Based on the long-term goals of the District, the total FAR would be approximately 26 percent. Educational uses are allowed through the review of a Special Development Permit (SDP) within the Moffett Park Industrial Zoning. Although a SDP would be required for private development, it will not be required for the District as their Board has elected to act independently of the local zoning standards. This is a typical practice of most school districts. Uses not related to school activities would be subject to the City's Zoning requirements. The LRA will negotiate specific terms for redevelopment, including administrative review rights, with the District.

### ***Emergency Services***

The Department of Public Safety has indicated the need for additional land for Fire Station #5 and area for additional safety training. The Project will increase the useable space at Fire Station #5 from .72 acres to approximately 1.75 acres. The additional area would provide for a training space for personnel and equipment which does not currently exist, and allow for multi-agency and multi-apparatus training evolutions. The training is not limited to only Sunnyvale personnel, but may also include Community

Emergency Response groups such as Sunnyvale Neighbors Actively Prepared (SNAP) and other Community-based groups and regional agencies. The direct benefits will include, but are not limited to, enhanced training opportunities in a geographic area of the City which do not currently exist. Emergency Service uses are consistent with the Moffett Park Specific Plan and permitted without review within the Moffett Park Industrial Zoning.

Acquisition of the land for Emergency Services would be completed through a PBC and the sponsoring Federal Agency would be the Federal Emergency Management Agency (FEMA). The City would request a no-cost conveyance through FEMA. The land would be restricted to emergency uses and minor improvements as outlined the PBC and the City would have to coordinate timelines to install any noted improvements such as fencing to secure the area.

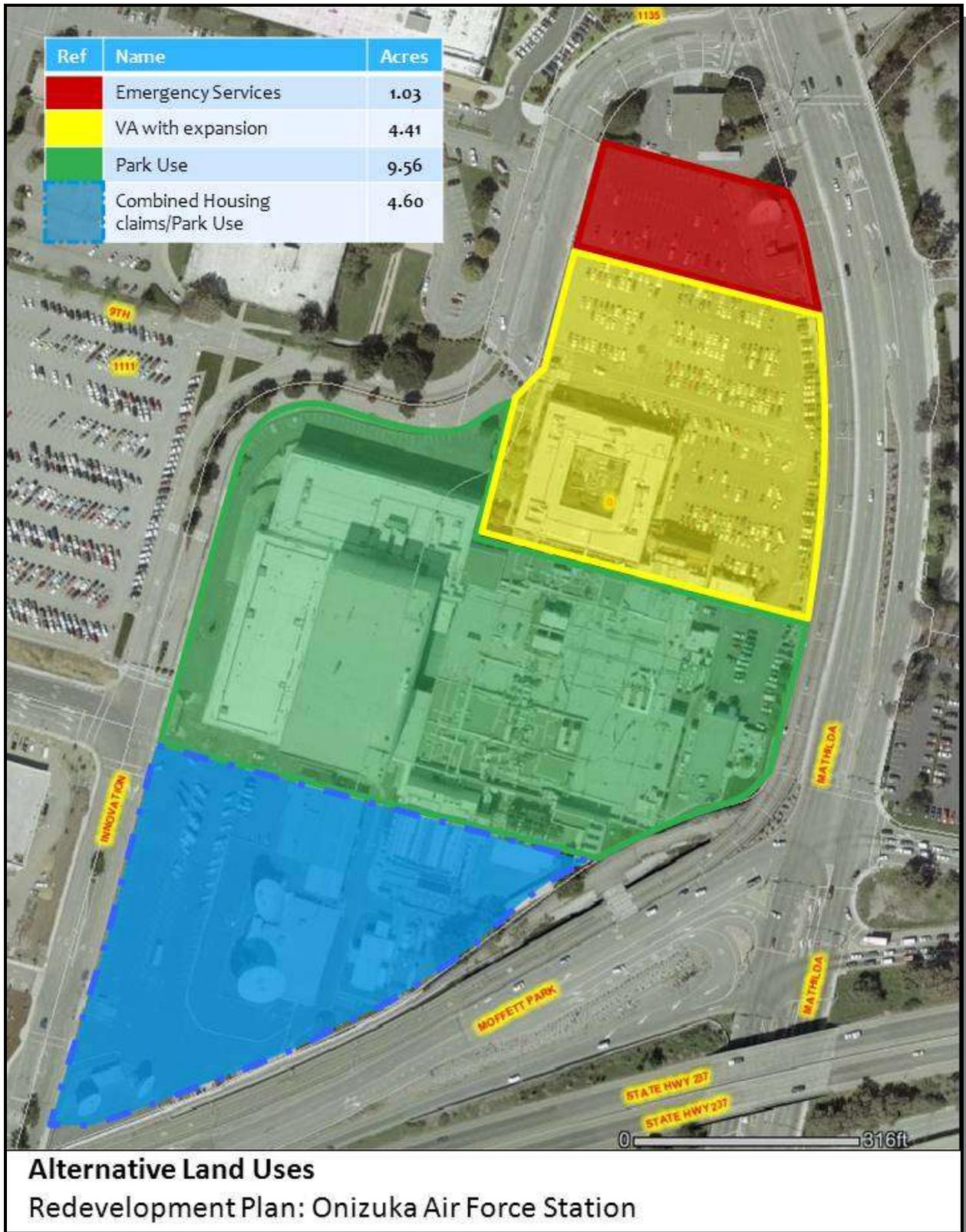
### ***Consolidated Homeless Housing Site***

If the LRA elects to transfer the proposed homeless housing projects to the Armory site, the housing claim area located at the Onizuka AFS site would be allowed to be developed with uses which includes, but is not limited to, possible education-related uses complementary to the Education Center. Development on the site will be allowed a maximum FAR of 35 percent as per the Moffett Park Specific Plan with ability to consider 10 percent floor area bonus if the development complies with the City's Green Building Program. Redevelopment of the site will exclude intensive office uses that would generate significant AM/PM peak hour traffic as determined by City.

### **ALTERNATIVE LAND USE: PUBLIC PARK/SPORTS COMPLEX**

The Department of Community Services has identified a need for additional athletic fields in the community for organized sports. The park area would serve the Moffett Park area and the community at large. The amount of land designated for this use should be the largest available. The alternative would require the homeless housing projects to be relocated to the Armory site. The resulting total area available for the public park/sports complex would be approximately 14.15 acres. It is anticipated that the area could accommodate a minimum of four multi-use fields, bathroom facilities and a concession/maintenance building. Figure 5-2 illustrates the alternative land use for the site.

Figure 5-2: Alternative Onizuka Land Uses



Acquisition of the land for a park use would be through a PBC for a public park/sports complex, which would be sponsored by the National Park Service (NPS) and the land acquisition costs would start at a 50% reduction with a possible no cost conveyance. The City would have to demonstrate the need, operational and financial capability to develop and maintain the park, suitability of the site for park use, and a description of the proposed park utilization, including a site plan and development time line. NPS will evaluate the PBC based on the financial feasibility of the proposal.

The public park/sports complex and its associated costs may either be funded by the City or the City may work with a private developer/vendor to finance, construct and operate the sports complex. Due to the extensive amount of funding needed for demolition, site preparation and development, the City will need to consider supplementing these costs with park dedication in-lieu fees. Funding allocation for a sports complex will most likely require deferring or delaying funding of other projects and will depend on the acquisition costs of the site (possibly no cost or a significantly reduced cost).

### ***Consolidated Homeless Housing Site – Alternative***

If public park/sports complex is implemented and the LRA elects to transfer the proposed homeless housing projects to the Armory site, the housing claim area located at the Onizuka AFS site would be incorporated into the public park/sports complex to provide a larger area for the alternative land use.

## 6. IMPLEMENTATION

### **BALANCING HOMELESS ASSISTANCE AND COMMUNITY NEEDS**

The preferred educational use, with implementation of the LBAs that the LRA has negotiated with the Providers, balances the need of the homeless assistance with the need of the community for redevelopment of the Onizuka AFS site to allow uses that provide services for the community. The HAS that the LRA will submit to HUD with this Plan complies with HUD's requirements for balancing homeless needs and community needs.

The LRA balances the needs of the homeless by approving both Provider NOIs on Onizuka AFS for a combined total of 4.6 acres. If the LRA chooses to assist the housing providers in relocating the proposed projects to the Armory site, it will provide a site much better suited for housing due to its proximity to transit and other services. In addition, the Armory site location will allow a greater variety of housing units and affordability levels, which will better serve the community.

### **DEMOLITION OF EXISTING FACILITIES**

Redevelopment of the Onizuka AFS site would require demolition of all the existing buildings on the areas specified for educational or park use. Demolition will seek to maximize recycling, including sale of scrap steel. The high cost of the required demolition represents an extraordinary burden that impacts development feasibility, as well as the value that the Air Force can expect to receive from the site.

### **ENVIRONMENTAL INVESTIGATION AND REMEDIATION**

Transfer of the property from the Air Force and its subsequent redevelopment has been evaluated by the Air Force and a Finding of No Significant Impact has been issued. Furthermore, the preferred land use was one of the many uses considered during the California Environment Quality Act (CEQA) review and determined to be a use that is compatible with the surrounding area. Redevelopment of the site will require a supplemental environmental review pursuant to CEQA and it is recommended that additional soil sampling and environmental site assessment may be recommended as

part of the review. In addition, Onizuka AFS's structures, because of their age, are expected to contain significant amounts of asbestos and lead-based paint, and potentially PCB's and other solvents. This will need to be remediated as part of the demolition work, with responsibility falling upon the future property owners or developers of the Onizuka AFS parcels.

## **PLANNING REQUIREMENTS**

The preferred land uses (education use and emergency services) and alternative land use (Park/Sports Complex) are both included as planned uses in the Moffett Park Specific Plan. The Specific Plan supports educational, office, emergency services and park uses either permitted "as of right" or through the review of a Special Development Permit. A Guiding Principle of the Specific Plan is "to provide strategic retention and attraction of business and private investment" and a Specific Plan Objective is "to allow for balanced development that minimizes environmental and fiscal impacts to the City." The proposed Educational Center or park/sports complex would provide greater opportunities for the community and would provide further support for the surrounding Moffett Park business community.

## 7. RECOMMENDED CONVEYANCE AND DISPOSITION STRATEGY

### **PUBLIC BENEFIT CONVEYANCES**

Upon approval of the Onizuka AFS Redevelopment Plan by the LRA, the District and the City of Sunnyvale Department of Public Safety will submit requests for no-cost PBC to the sponsoring federal agency (Department of Education for education use and the Federal Emergency Management Agency for fire station site expansion). The sponsoring agency will review the applications and render a decision on the requested PBCs and, if an agreement is reached, convey the property to the respective parties. If the education use PBC is not implemented, the City of Sunnyvale will pursue a public park PBC through the Department of the Interior, National Park Service (sponsoring federal agency).

### **DISPOSITION STRATEGY**

The LRA proposes a disposition strategy with the following elements:

- No-cost PBC to the 1.03 acres to the City of Sunnyvale Department of Public Safety for emergency services and training area.
- No-cost PBC of the 9.56 acres to the District for an Educational Center to replace the Cubberley site in Palo Alto.
- The Providers accept the land requests at Onizuka AFS through a homeless housing conveyance and the two Providers implement the proposed homeless housing program on the Onizuka AFS site;

OR

- The homeless housing providers will relocate the proposed projects to the City's Armory site and construct a substantially equivalent housing program at this off-site location and a total of \$4.1 million in City funds be provided to each Provider (\$8.2 million total) and land area located at the Onizuka AFS site will be transferred to the LRA.
- Park Alternative: If the District is not able to receive approval of the PBC or the project is not feasible, the LRA would move forward with solicitation of park development requests and prepare PBC application to submit to the National Park Service to acquire the land at a reduced or no-cost conveyance.



## APPENDIX

### PUBLIC MEETING SCHEDULE

The following meetings were held for public involvement during preparation of the redevelopment plan.

<u>Date</u>	<u>Meeting and Agenda</u>
January 10, 2006	<p>The Sunnyvale City Council passes resolution requesting that the DoD recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station.</p> <ul style="list-style-type: none"><li>• <i>Resolution Requesting that the Department of Defense Recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station – City Report</i></li></ul>
April 6, 2006	<p>The Department of Defense (DoD) - recognizes the City of Sunnyvale as the Local Redevelopment Authority (LRA) for Onizuka Air Force Station.</p>
April 11, 2006	<p>The LRA approves bylaws, makes LRA appointments to the Executive Committee, calls for Citizen's Advisory Committee volunteers, and authorizes an application for grant funding from DoD's Office of Economic Adjustment.</p> <ul style="list-style-type: none"><li>• <i>Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to: Approve the LRA bylaws; select LRA officers; select the LRA executive committee; authorize staff to apply for an Office of Economic Adjustment community base reuse planning grant; and approve the Citizen's Advisory Committee (CAC) bylaws and select two LRA members to serve on the CAC – LRA Report</i></li><li>• <i>Authorize Local Redevelopment Authority Staff to Communicate Positions and Open Dialog Regarding Department of Veterans Affairs Interest in Onizuka Air Force Station Property – LRA Report</i></li></ul>

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
May 16, 2006	<p>The LRA approves the Onizuka LRA reuse planning process and the advertisement requesting NOIs.</p> <ul style="list-style-type: none"><li>• <i>Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to Approve the Onizuka LRA Reuse Planning Process and to Approve the Draft Advertisement Requesting Notices of Interest in Surplus Onizuka Property – LRA Report</i></li></ul>
June 15, 2006	<p>The LRA Executive Committee appoints CAC members.</p> <ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment – LRA Report</i></li></ul>
June 28, 2006	<p>The LRA publishes advertisements in the <i>San Jose Mercury News</i> and <i>Sunnyvale Sun</i> soliciting NOIs from state and local governments, homeless services providers and other parties interested in the property.</p>
June 29, 2006	<p>The CAC convenes its first special meeting with an opportunity for public comment to begin to advise the Local Reuse Authority in planning for civilian reuse.</p>
July 1, 2006 through September 13, 2006	<p>The LRA conducts outreach to homeless assistance providers and public benefit entities via letters, e-mails and phone calls to announce availability of Onizuka property and solicit NOIs.</p>
July, 25, 2006	<p>The LRA delegates determination of Evaluation Criteria for Homeless Service Providers submitting NOIs to the Onizuka LRA Executive Committee.</p> <ul style="list-style-type: none"><li>• <i>Delegation of Determining Evaluation Criteria for Homeless Services Providers Submitting Notices of Interest in the Onizuka Site to the Onizuka Local Redevelopment Authority's Executive Committee, Council Report #06-005</i></li></ul>
August 23, 2006	<p>Tour conducted of the Onizuka AFS site with the CAC, entities considering NOI submittals, and Sunnyvale Heritage Preservation Commission.</p>

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
August 24, 2006	<p>The CAC convenes a special meeting with an opportunity for public comment to review homeless service evaluation criteria.</p> <ul style="list-style-type: none"><li>• <i>Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site – CAC Report</i></li></ul>
August 29, 2006	<p>The LRA Executive Committee specifies information to be provided by entities submitting NOIs for Onizuka AFS.</p> <ul style="list-style-type: none"><li>• <i>Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site, LRA Report #06-006</i></li></ul>
September 13, 2006	<p>The Air Force Real Property Agency, the DoD Office of Economic Adjustment, the U.S. Department of Housing and Urban Development and the Local Redevelopment Authority conduct a workshop for homeless assistance providers considering submission of NOIs.</p> <ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station Base Realignment and Closure (BRAC) Process – PowerPoint Presentation</i></li><li>• <i>Instructions for Completing A Notice of Interest, Onizuka Air Force Station, Local Redevelopment Authority – PowerPoint Presentation</i></li></ul>
October 4, 2006	<p>The Sunnyvale Heritage Preservation Commission holds a study session on the historic significance of Onizuka Air Force Station.</p> <ul style="list-style-type: none"><li>• <i>Information Report: Preliminary Assessment of the Historic Significance of Onizuka Air Force Station – City Report</i></li></ul>
October 4, 2006	<p>The CAC conducts a second Onizuka site tour with entities considering NOIs.</p>
October 25, 2006	<p>The CAC convenes a special meeting with an opportunity for public comment to review the Overview of Land Use Planning for the Onizuka AFS Site and the Overview of Homeless Needs contained in the <i>City of Sunnyvale 2005-2010 Consolidated Plan</i>.</p>

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
	<ul style="list-style-type: none"><li>• <i>Land Use Planning “Primer” for the Onizuka AFS Site – City PowerPoint Presentation</i></li></ul>
December 5, 2006	Two nonprofit housing agencies submit NOIs for acreage to construct housing units.
December 13, 2006	The CAC convenes a special meeting with an opportunity for public comment to review goals for Onizuka's civilian reuse. <ul style="list-style-type: none"><li>• <i>Goals for Onizuka Transition to Civilian Use (Information Only) – CAC Report</i></li></ul>
January 25, 2007	The CAC convenes a special meeting with an opportunity for public comment to provide recommendations to the LRA on the conditions of property and the two NOIs submitted by homeless service agencies. <ul style="list-style-type: none"><li>• <i>DRAFT Onizuka BRAC – Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only) – City Report</i></li></ul>
January 30, 2007	The LRA convenes a study session to review and give input on the two NOIs received. <ul style="list-style-type: none"><li>• <i>Onizuka BRAC – Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only), LRA Report #07-001</i></li></ul>
March 21, 2007	The CAC convenes a special meeting with an opportunity for public comment to recommend to the LRA that five reuse options be further analyzed. <ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure – DRAFT – City Report</i></li></ul>
March 27, 2007	The LRA convenes a public hearing to adopt five conceptual reuse options for further analysis: corporate offices, hotel/conference center, auto center, VA-style offices and homeless housing. <ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure, LRA Report #07-002</i></li></ul>
May 8, 2007	The LRA selects LRA Officers and Executive Committee Members.

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
May 30, 2007	<ul style="list-style-type: none"><li>• <i>Annual Selection of LRA Officers and LRA Executive Committee Members, LRA Report #07-003</i></li></ul> <p>The CAC convenes a special meeting with an opportunity for public comment to review homeless housing issues to prepare for balancing the needs of the homeless with community needs for economic and other development.</p>
June 12, 2007	<ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only) – City Report</i></li></ul> <p>The LRA reviews the alternative site strategies for the Onizuka site and initiation of NOI deficiency correction phase.</p>
June 15, 2007	<ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only) LRA Report #07-004</i></li></ul> <p>The LRA Executive Committee reappointments Citizen's Advisory Committee members.</p>
September 19, 2007	<ul style="list-style-type: none"><li>• <i>Appointment of Onizuka Air Force Station Citizen's Advisory Committee Members, LRA Report #07-005</i></li><li>• <i>Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment – City Report</i></li></ul> <p>The CAC convenes a special meeting with an opportunity for public comment to review and comment on the alternative site analysis and path forward for reviewing NOIs.</p>
November 19, 2007	<ul style="list-style-type: none"><li>• <i>Alternative Site Analysis for Proposed Homeless Housing and Path Forward for Review Notices of Interest (NOI) Proposals submitted by Homeless Service Providers for Onizuka Air Force Station (Information Only) – City Report</i></li></ul> <p>The CAC convenes a special meeting for homeless service providers to present their NOI projects.</p>
January 24, 2008	<p>The CAC convenes a special meeting with an opportunity for public comment to review and make recommendations on balancing the needs of the VA, Homeless and the Community.</p>

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
January 24, 2008	<ul style="list-style-type: none"><li>• <i>Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community – City Report</i></li></ul> LRA Executive Committee makes appointments to the CAC.
January 24, 2008	<ul style="list-style-type: none"><li>• <i>Onizuka LRA Executive Committee Appointment of Citizen Advisory Committee Members – LRA Report</i></li></ul> LRA staff convenes a meeting of Sunnyvale auto dealerships to survey and identify their retention and expansion needs, plans, and interest in a retail Auto Center at Onizuka.
February 6, 2008	Joint CAC/LRA meeting and tour of low/income and homeless housing similar to NOI proposals at Onizuka.
February 12, 2008	The LRA reviews the proposed path forward and balancing the needs of Veterans Affairs, homeless and the Community at Onizuka AFS. <ul style="list-style-type: none"><li>• <i>Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community, LRA Report #08-001</i></li></ul>
March 27, 2008	The CAC convenes a special meeting with an opportunity for public comment to review and unanimously accept Technical Report on Analysis and Feasibility of Conceptual Reuse Options. <ul style="list-style-type: none"><li>• <i>Review and Acceptance of Onizuka Air Force Station Redevelopment Plan - Technical Report: Analysis and Feasibility of Conceptual Reuse Options – City Report</i></li></ul>
April 29, 2008	The LRA Executive Committee appoints member to the CAC. <ul style="list-style-type: none"><li>• <i>Review Onizuka Air Force Station Citizen's Advisory Committee Membership, Current Vacancy, and Duration – City Report</i></li></ul>
June 24, 2008	The LRA reviews proposed terms of agreement with homeless service providers that have submitted Notices of Interest in surplus property at Onizuka AFS.

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
July 16, 2008	<ul style="list-style-type: none"><li>• <i>Proposed Terms of Agreement with Homeless Service Providers that have Submitted Notices of Interest in Surplus Property at Onizuka Air Force Station – LRA Report #08-002</i></li></ul> <p>The CAC convenes a special meeting with an opportunity for public comment to review consultant land use analysis and make recommendation to the LRA.</p>
July 28, 2008	<ul style="list-style-type: none"><li>• <i>Request for Recommendation of Land Re-Use for Onizuka Air Force Station – CAC Report</i></li></ul> <p>The Sunnyvale Planning Commission comments on Land Reuse for the Onizuka Air Force Station.</p>
August 6, 2008	<ul style="list-style-type: none"><li>• <i>Request for Recommendation of Land Re-Use for Onizuka Air Force Station – City Report</i></li></ul> <p>The Sunnyvale Heritage Preservation Commission reviews consultant's historic analysis report and makes a recommendation to the LRA.</p>
August 26, 2008	<ul style="list-style-type: none"><li>• <i>Preliminary Assessment of the Local Historic Significance of Onizuka Air Force Station – City Report</i></li></ul> <p>The LRA selects LRA Officers and Executive Committee Members.</p>
September 16, 2008	<ul style="list-style-type: none"><li>• <i>Selection of LRA Officers and LRA Executive Committee Members, LRA Report #08-003</i></li></ul> <p>The LRA convenes a closed session to discuss method of conveyance of Surplus Federal Property; Price and Terms of Payment.</p>
September 30, 2008	<p>The LRA convenes a closed session to discuss method of conveyance of Surplus Federal Property.</p>
September 30, 2008	<p>The LRA convenes a study session to review dates for upcoming LRA meetings and public hearings leading to LRA adoption of the Final Onizuka AFS Reuse Plan.</p> <ul style="list-style-type: none"><li>• <i>Onizuka LRA Study Session Discussion</i></li></ul>
October 14, 2008	<p>The LRA convenes a public hearing to Adopt Public Hearing Dates for the Onizuka Air Force Station (AFS) Reuse Plan.</p>

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
November 18, 2008	<ul style="list-style-type: none"><li>• <i>Adopt Public Hearing Dates for Onizuka Air Force Station (AFS) Reuse Plan, LRA Report #08-004</i></li></ul> The LRA holds a study session on the Draft Onizuka AFS Reuse Application.
December 2, 2008	The LRA convenes a public hearing to review the Onizuka AFS Reuse Application. <ul style="list-style-type: none"><li>• <i>Recommended Reuse of Onizuka Air Force Station: Onizuka Redevelopment Plan, Homeless Assistance Submission, and Approval to Apply for Department of Defense Funding, LRA Report #08-005</i></li></ul>
December 9, 2008	The LRA adopts Onizuka AFS Redevelopment Application <ul style="list-style-type: none"><li>• <i>Adoption of Onizuka Air Force Station Redevelopment Plan and Homeless Assistance Submission, LRA Report #08-006</i></li></ul>
February 2009 through October 2010	Preparation and LRA review of the <i>Onizuka Auto Center Refinement Study</i> .
August 11, 2009	The LRA selects LRA Officers and Executive Committee Members. <ul style="list-style-type: none"><li>• <i>Selection of LRA Officers and LRA Executive Committee Members, LRA Report #09-001</i></li></ul>
August 11, 2009	The LRA reviews project activities underway since the LRA's approval of the December 9, 2008 Redevelopment Plan. <ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station Status Report, LRA Report #09-002</i></li></ul>
January 26, 2010	The LRA approves contract award to Basile Baumann Prost Cole & Associates to refine the Auto Center concept and prepare a business plan for an economic conveyance of Onizuka AFS.

<b><u>Date</u></b>	<b><u>Meeting and Agenda</u></b>
	<ul style="list-style-type: none"><li>• <i>Award of Contract to Refine the Auto Center Concept and Prepare a Business Plan for Economic Development Conveyance of the Onizuka Air Force Station (F0910-36), LRA Report #10-001</i></li></ul>
August 31, 2010	<p>The LRA holds a study session to review the results of the Onizuka Auto Center Refinement Study.</p>
	<ul style="list-style-type: none"><li>• <i>Study Session on Onizuka Auto Center Refinement Study and Economic Development Conveyance Process, LRA Report</i></li></ul>
September 28, 2010	<p>The LRA selects LRA Officers and Executive Committee Members.</p>
	<ul style="list-style-type: none"><li>• <i>Selection of LRA Officers and LRA Executive Committee Members, LRA Report #10-002</i></li></ul>
September 28, 2010	<p>The LRA holds public hearing on the Onizuka Auto Center Refinement Study. Discussion is carried over to the October 5, 2010 meeting.</p>
	<ul style="list-style-type: none"><li>• <i>Onizuka Auto Center Refinement Study and Economic Development Conveyance Process, LRA Report #10 -003</i></li></ul>
October 5, 2010	<p>The LRA continues the September 28, 2010 public hearing on Onizuka Auto Center Refinement Study and determines that it is infeasible due to site configuration and lack of interest from local dealers. LRA initiates further study of alternative land uses.</p>
	<ul style="list-style-type: none"><li>• <i>Auto Center Refinement Study and Economic Development Conveyance Process, (continued from September 28, 2010), LRA Report #10-003</i></li></ul>
February 8, 2011	<p>The LRA holds a study session to discuss Public Benefit Conveyance options for Onizuka Air Force Station.</p>
	<ul style="list-style-type: none"><li>• <i>Alternative Land use Options for Onizuka Air Force Station including Possible Public Benefit Conveyances (PBC), City Report</i></li></ul>
March 1, 2011	<p>The LRA holds a joint public hearing with the Sunnyvale City Council to review land use options for Onizuka, including possible Public Benefit Conveyance uses</p>

**Date**

**Meeting and Agenda**

- 2010 – 7313 *Alternative Land Use Options for Onizuka Air Force Station, including Possible Public Benefit Conveyance (PBC)*, LRA Report #11-001
- September 26, 2011      Planning Commission reviews the amended Redevelopment Plan.
- Insert *report* title info here.
- October 4, 2011      The LRA convenes a public hearing to review the amendments to the 2008 Onizuka AFS Redevelopment Application.
- Insert report title info here.

## ACKNOWLEDGEMENTS

The following persons and organizations are greatly appreciated for their significant contribution to the Redevelopment Plan (2008) and to the Amended Redevelopment Plan (2011).

### **City of Sunnyvale**

#### ***Sunnyvale City Council***

Mayor Melinda Hamilton  
Vice Mayor Jim Griffith  
Councilmember Otto Lee  
Councilmember Christopher R. Moylan  
Councilmember Anthony Spitaleri  
Councilmember David Whittum  
*Former Councilmembers*  
Councilmember Ron Swegles  
Councilmember John Howe

#### ***Planning Commission***

Glenn Hendricks, Chair  
Gustav Larsson, Vice Chair  
Bo Chang  
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Sunnyvale Education, Glenn Evans  
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Sunnyvale Education, Nancy Newkirk  
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**August 2010**

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**ATTACHMENT B**

The Onizuka AFS Housing Assistance Submission

ONIZUKA AIR FORCE STATION (AFS)  
**HOMELESS ASSISTANCE SUBMISSION**

ONIZUKA AIR FORCE STATION  
LOCAL REDEVELOPMENT AUTHORITY (LRA)

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**EXHIBITS**

- 1: Onizuka Vicinity Map
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- 3: Notices of Interest (Public Information Only)
- 4: Legally Binding Agreements
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## ONIZUKA AIR FORCE STATION HOMELESS ASSISTANCE SUBMISSION

### INTRODUCTION AND EXECUTIVE SUMMARY

As the Department of Defense (DoD) designated Local Redevelopment Authority (LRA) for the Onizuka Air Force Station (AFS), the City of Sunnyvale, California has developed this Homeless Assistance Submission (HAS) in compliance with the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (the "Act") for the Onizuka facility (see Exhibit 1, Onizuka Vicinity Map).

The Act established two screening procedures. The first, a federal screening conducted by the DoD identifies federal agency interests in the site before it is declared surplus. The second, a federally-mandated local screening process conducted by the LRA, identifies possible local public agency and community-based agency interests to be considered during the LRA's redevelopment planning process. The local screening produced two Notices of Interest (NOIs) or requests for portions of the Onizuka site from two non-profit housing agencies: MidPen Housing Corporation (MPHC) in partnership with Shelter Network (SN) and The Onizuka Partnership composed of homeless service providers led by Charities Housing Development Corporation (Onizuka Partnership). The two NOIs propose to acquire a total of 6 acres under a no-cost homeless land conveyance for 91 units of service-enriched housing for Sunnyvale's homeless population, which the *City of Sunnyvale 2010-2015 Consolidated Plan* estimated at 349 persons. The 2011 Santa Clara County Homeless Census and Survey, released in September 2011, estimates the total estimated number of homeless residents at 374.

Earlier this year the two homeless service providers amended their respective Notice of Interests to reduce their claim to a 4.6-acre consolidated parcel located at the southern end of the Onizuka site. The overall number of units originally proposed has not changed.

The Act charges the LRA with balancing homeless needs for housing with community needs for economic and other development. The Act also requires preparation of a redevelopment plan indicating the support (buildings, property or funding) being made available to requesting homeless service providers (see the *Onizuka Redevelopment Plan*, submitted separately). In balancing these needs, the LRA analyzed and weighed a comprehensive list of factors. These included public policies such as the City of Sunnyvale 2010-2015 Consolidated Plan, the Sunnyvale General Plan and the Moffett Park Specific Plan. The LRA also analyzed site conditions and balanced the Department of Veterans Affairs impact on the site. The LRA reviewed the homeless NOI submissions to identify technical deficiencies, determine financial feasibility, verify each agency's track record with similar projects, and other project criteria. The LRA also evaluated possible project impacts on the remainder parcel, the surrounding neighborhoods, and the needs of the homeless as set forth in the City of Sunnyvale 2010-2015 Consolidated Plan.

The LRA hired independent expertise for specific analysis of conceptual reuse options including their capacity to feasibly relocate homeless housing (and the Department of Veterans Affairs) to other, more appropriate locations. The LRA considered the analysis as a factor in its "balancing" considerations. Throughout the process the LRA engaged the homeless service providers in scheduled public hearings for presentation of their projects, facility tours for the Onizuka AFS Citizen's Advisory Committee (CAC) and LRA, and staff interviews. In all, the balancing process involved ten public hearings of the CAC.

The LRA found that the two no-cost homeless conveyances of the Onizuka AFS parcels are required to balance the needs of local homeless (as identified in the NOIs and in the City of Sunnyvale 2010-2015 Consolidated Plan) with the needs of the community for economic development as identified in the Sunnyvale General Plan and the Sunnyvale Moffett Park Specific Plan. Consequently, the LRA and both non-profit housing agencies have agreed upon core terms, outlined in a single Legally Binding Agreement (LBA), that approve the two NOI requests for two no-cost homeless conveyances.

#### **PROPOSED HOMELESS ACCOMMODATION**

The LRA finds the needs and projects proposed in the homeless services agency's NOIs for Onizuka to be consistent with the needs of the homeless and the needs for homeless facilities described in the *City of Sunnyvale 2010-2015 Consolidated Plan* for Sunnyvale's estimated 349 homeless residents. The 2011 Santa Clara County Homeless Census and Survey, released in September 2011, estimates the total estimated number of homeless residents at 374. Further analysis conducted by City staff found the NOI-proposed projects to be feasible proposals from experienced and capable agencies that have constructed and managed affordable housing units with track records of success throughout the region. The NOIs were revised to address technical deficiencies and to ensure compliance with HUD requirements.

The LRA approved terms for a single LBA with the two non-profit housing development corporations that submitted NOIs on behalf of the homeless. The terms memorialized in the LBAs approve the two NOIs for no-cost conveyance of Onizuka parcels to the housing providers through execution of long-term lease agreements with the LRA. The LRA would receive the property from the DoD with a commitment to ensure the construction of homeless housing in compliance with the McKinney-Vento Act. The LBA also identifies an option for an off-site accommodation. Accordingly to the term of the LBA, the LRA may elect and the housing providers may agree to withdraw or transfer their no-cost homeless NOIs to another location. In lieu of developing a homeless housing project at the Onizuka site, the LRA may elect to offer four million and one hundred thousand (\$4,100,000) to each housing provider (\$8,200,000 total) to secure another site for an off-site accommodation.

To facilitate the LRA's vision for reuse of the entire Onizuka site, and to expedite construction of a homeless housing project at another more favorable location, the LRA

will provide the above funds to be used by each provider to purchase or secure a long-term lease for another site. The funds may also be used for costs related to pre-development, entitlements and construction. The LBA identifies the Armory site, recently vacated by the National Guard and owned in fee title by the City of Sunnyvale, as a potentially suitable alternative site for a substantially equivalent homeless housing project. The terms and conditions for each provider's off-site accommodation will be defined in a Lease Agreement and Regulatory Agreement that would be executed between the City and each provider.

The LBA is conditioned upon DoD/Air Force approval of the final redevelopment plan and HUD's determination that the Homeless Assistance Plan and Reuse Plan adequately address the need of the homeless in community. The LBA itself balances housing and redevelopment objectives as summarized below.

1. LRA agrees to approve both homeless service agencies' NOIs at Onizuka AFS for a no-cost homeless conveyance of requested acreage. Homeless needs for housing are balanced by being addressed on the Onizuka property if it is unavailable or infeasible for the LRA's reuse.
2. Following the satisfaction of all of the contingencies set forth in the LBA, the LRA, at its sole discretion may provide to both homeless service agencies' an off-site accommodation to implement a consolidated program.
3. Each homeless service financial contribution by the LRA is capped at \$4.1 million regardless of any escalation in property values.
4. The City's financial risk is minimized should DOD disapprove the LRA's plan/disposition; the LRA may leave the NOI encumbrances on the Onizuka facility.
5. Prior City approval of alternate site and project design concepts is a precondition of LRA loans.
6. The City's entitlement process will address the final homeless housing development as to density, site design, and other development issues.
7. If an off-site accommodation is selected, City staff will prepare and process a regulatory agreement to memorialize the agreed upon terms and conditions related to the consolidated program.
8. The consolidated program must include, among other homeless programs, persons who meet the definition of "homeless person" as set forth in the McKinney-Vento Act.

As part of this Homeless Assistance Submission (HAS), the LRA has evaluated the balance between homeless assistance needs and community and economic development needs of the City, and developed the LBA. In summary, the LRA has approved the two homeless NOIs which will, pursuant to the attached legally binding agreement, remain on

the Onizuka property but may be withdrawn by the LRA.

### HOMELESS POPULATION, NEEDS AND SERVICES IN SUNNYVALE

Homelessness is a shared problem among Santa Clara County jurisdictions. Any attempt to quantify homeless needs must recognize that homeless individuals and families are not wholly contained by jurisdiction boundaries, nor are facilities and services for homeless persons.

The City of Sunnyvale's homeless goals and objectives are outlined in the *City of Sunnyvale 2010-2015 Consolidated Plan*. The *City of Sunnyvale 2010-2015 Consolidated Plan* is a strategic planning document that the City is required to prepare and submit to the U.S. Department of Housing and Urban Development (HUD).

The chart below is based upon the 2011 Santa Clara County Point-in-Time Count conducted in January 2011. Based on the data, it is estimated that there are 374 homeless persons in Sunnyvale and that 161 homeless persons (43 percent) have shelter. According to the 2011 Santa Clara County Homeless Census & Survey, approximately 4.9 percent of homeless clients countywide stated they last lived in Sunnyvale.

#### 2011 Santa Clara Point-in-Time Count – Sunnyvale

	Unsheltered	Sheltered
1. Individuals	213	150
2. Persons with Families	0	11
3. Total Persons	213	161

The City of Sunnyvale coordinates services and facilities available for the homeless through a regional, cooperative strategy known as the "Continuum of Care." The goals of the continuum of care program include assistance for homeless individuals securing housing, job training, childcare, and other services. The Continuum of Care stresses permanent solutions to homelessness through comprehensive and collaborative community planning. The goal of a comprehensive homeless service system is to ensure that homeless individuals and families move from homelessness to self-sufficiency, permanent housing, and independent living.

As reported in the *City of Sunnyvale 2010-2015 Consolidated Plan* the County's "Continuum of Care" group prepared a "Continuum of Care Gap Analysis" which identifies the County's unmet need for emergency shelters, transitional housing, and permanent supportive housing. The Gap Analysis presented below is based on the inventory and the number of beds under development as well as the most recent (at the time) Homeless Census, and uses data submitted to HUD in the County's 2009 Continuum of Care Application. As shown below, there is an unmet need of nearly 3,000 transitional and permanent supportive housing units for individuals in Santa Clara County. Approximately 300 beds in transitional and permanent supportive housing units

are needed for households with children. (see Section 4.2 of the *City of Sunnyvale 2010-2015 Consolidated Plan*).

Table 4.17: Homeless Housing Gap Analysis, 2008 (Required HUD Table 1A)

	Number of Beds		Unmet
	Current	Under	
	Inventory	Development	Need (a)
<b>Individuals</b>			
Emergency Shelter	507	0	0
Transitional Housing	314	10	37
Permanent Supportive Housing	523	428	2,911
<b>Total</b>	<b>1,344</b>	<b>438</b>	<b>2,948</b>
<b>Families with Children</b>			
Emergency Shelter	281	3	0
Transitional Housing	802	0	151
Permanent Supportive Housing	782	630	126
<b>Total</b>	<b>1,865</b>	<b>633</b>	<b>277</b>

**Part 1: Homeless Population (b)**

	Sheltered		Unsheltered	Total
	Emergency Shelter	Transitional Housing		
Number of Families with Children	77	187	21	285
Number of Persons in Families with Children	238	704	66	1,008
Number of Persons in Households without Children (c)	840	321	4,917	6,078
<b>Total</b>	<b>1,078</b>	<b>1,026</b>	<b>4,983</b>	<b>7,086</b>

**Part 2: Homeless Subpopulations (d)**

	Sheltered	Unsheltered	Total
a. Chronically Homeless	195	2,075	2,270
b. Seriously Mentally ill	409		
c. Chronic Substance Abuse	492		
d. Veterans	283		
e. Persons with HIV/AIDS	5		
f. Victims of Domestic Violence	149		
g. Unaccompanied Youth (Under 18)	17		

**Notes:**

(a) Unmet need derived from the number of beds under development and the number of sheltered and unsheltered homeless enumerated in the 2009 Santa Clara County Homeless Census and Survey. Methodology used to calculate unmet need based on the 2009 Continuum of Care Application. For complete description of methodology and assumptions, contact the Executive Committee of the Santa Clara County Collaborative on Housing and Homeless Issues.

(b) Based on 2009 Santa Clara County Homeless Census and Survey.

(c) Persons in households without children include single persons and individuals in vehicles, encampments, abandoned buildings, or parks where family status could not be determined.

(d) These data are based on both the Homeless Census and data from the Homeless Survey. The results are estimates, calculated by applying the survey results to the point-in-time Homeless Census population.

Sources: 2009 Homeless Census and Survey, Applied Survey Research, January 2009;

2009 Santa Clara County Continuum of Care Application; BAE, 2009.

The table on the next page provides the Continuum of Care Gap Analysis for Sunnyvale. As shown below, there is an unmet need of nearly 157 transitional and permanent

supportive housing units for individuals. Approximately 48 beds in transitional and permanent supportive housing units are needed for households with children. (Section 4.2 of the *City of Sunnyvale 2010-2015 Consolidated Plan*).

*City of Sunnyvale 2010-2015 Consolidated Plan - Appendix D: Homeless Housing Gap Analysis, Sunnyvale 2009*

	Number of Beds		
	Current	Under	Unmet
<b>Individuals</b>	<b>Inventory</b>	<b>Development</b>	<b>Need (a)</b>
Emergency Shelter	0	0	0
Transitional Housing	8	0	2
Permanent Supportive Housing	0	0	155
<b>Total</b>	<b>8</b>	<b>0</b>	<b>157</b>
<b>Families with Children</b>			
Emergency Shelter	0	0	0
Transitional Housing	10	0	8
Permanent Supportive Housing	0	0	40
<b>Total</b>	<b>10</b>	<b>0</b>	<b>48</b>

**Part 1: Homeless Population (b)**

	Sheltered (c)			Unsheltered	Total
	Emergency Shelter	Transitional Housing			
Number of Families with Children (d)	0	3	1	4	
Number of Persons in Families with Children	0	11	4	15	
Number of Persons in Households without Children (e)	145	8	181	334	
<b>Total</b>	<b>145</b>	<b>19</b>	<b>185</b>	<b>349</b>	

**Part 2: Homeless Subpopulations (f)**

	Sheltered	Unsheltered	Total
a. Chronically Homeless	15	77	92
b. Seriously Mentally Ill	32		
c. Chronic Substance Abuse	38		
d. Veterans	22		
e. Persons with HIV/AIDS	0		
f. Victims of Domestic Violence	12		
g. Unaccompanied Youth (Under 18)	1		

**Notes:**

- (a) Unmet need derived from the number of beds under development and the number of sheltered and unsheltered homeless enumerated in the 2009 Santa Clara County Homeless Census and Survey. Methodology used to calculate unmet need based on the 2009 Continuum of Care Application. For complete description of methodology and assumptions, contact the Executive Committee of the Santa Clara County Collaborative on Housing and Homeless Issues.
- (b) Based on 2009 Santa Clara County Homeless Census and Survey. Includes individuals at seasonal shelters, which are not reflected in current inventory.
- (c) The point-in-time count at some emergency shelters and transitional housing facilities have been corrected since the 2009 Homeless Census and Survey was released. This data reflects the corrected figures.
- (d) Number of families derived from average household sizes from the Homeless Census and Survey.
- (e) Persons in households without children include single persons and individuals in vehicles, encampments, abandoned buildings, or parks where family status could not be determined.
- (f) These data are based on both the Homeless Census and data from the Homeless Survey. The results are estimates, calculated by applying the survey results to the point-in-time Homeless Census population. Sources: 2009 Homeless Census and Survey, Applied Survey Research, January 2009; 2009 Santa Clara County Continuum of Care Application; BAE, 2009.

The following narrative regarding Sunnyvale's needs was taken from the *City of Sunnyvale 2010-2015 Consolidated Plan* and updated to reflect the submitted NOIs.

There are a variety of facilities and services within the County to assist individuals and families who are homeless or at risk of homelessness. Some facilities target specific groups, such as victims of domestic violence, veterans, or individuals with HIV or AIDS.

Emergency shelters provide temporary shelter for homeless individuals and/or families. Transitional housing provides rental housing for individuals and families who are transitioning out of homelessness for a predetermined amount of time (usually up to 24 months). Permanent supportive housing offers on- or off-site services to assist residents, with no limit on the length of stay.

Countywide, jurisdictions support the Housing First model, which is based on the principle that permanent housing, combined with access to the supportive services that many homeless people need, can help end homelessness for many people. This model places people in permanent housing as quickly as possible, as national and local fiscal analyses and field research conducted during the last decade have shown to this to be the most cost-effective approach, with the greatest chance of permanently ending the cycle of homelessness. Some transitional housing (and the existing shelters) will likely be needed for the long term to provide interim housing while permanent units are identified for each household.

The homeless sub-populations making up Sunnyvale's homeless population were also considered in evaluating the NOIs and balancing homeless needs for housing. The table below indicates the various subpopulations in Sunnyvale and whether they were unsheltered (on the street) or sheltered in some form of temporary shelter (emergency shelters, cars, etc.).

**Homeless Subpopulations – Sunnyvale 2009**

<b>Subpopulation</b>	<b>Sheltered</b>	<b>Unsheltered</b>
Chronically Homeless	15	77
Seriously Mentally Ill	32	0
Chronic Substance Abuse	38	0
Veterans	22	0
Persons with HIV/AIDS	0	0
Victims of Domestic Violence	12	0
Youth	1	0

*Source: City of Sunnyvale 2010-2015 Consolidated Plan Appendix D.1 Homeless Gap Analysis*

**Homeless Individuals.** The 2011 Santa Clara Point-in-Time count estimates that there are 374 homeless in Sunnyvale. Of the 374 homeless, 213 are unsheltered and 161 are sheltered. Of the 213 unsheltered homeless, all are individuals. Of the 161 sheltered homeless, 93 percent are individuals and 7 percent are persons in families.

The MPHIC and SN NOI will provide 40 units for chronically homeless individuals. The Onizuka Partnership NOI provides 30 units, either for single individuals, or two-person households. The LRA sought to balance the needs of homeless adults with approval of the NOIs that focused on facilities for this sub-category.

**Homeless Families.** Members of homeless families make up approximately 7 percent of the homeless population in Sunnyvale.

The MPHIC and SN NOI will provide 21 chronically homeless families with housing. The LRA sought to balance the needs of homeless families in its evaluation of the NOIs that addressed this sub-category.

Chronically Homeless: The Interagency Council on Homelessness has defined someone who is "chronically homeless" as "being disabled and either being continuously homeless for a year or more or having had at least four homeless episodes during the last three years."<sup>1</sup> It is estimated that 92 chronically homeless persons are in Sunnyvale.

Persons with Severe Mental Illness: Severe mental illness includes the diagnoses of psychoses and the major affective disorders (e.g. bipolar, major depression). To qualify as chronic, the illness must have existed for at least one year. In Sunnyvale, it is estimated that 32 homeless persons are considered seriously mentally ill. The major barrier to stable, decent housing for the seriously mentally ill is the availability of affordable housing. A substantial majority of persons in this population depend solely on Social Security Insurance (SSI) disability payments. Onizuka Partnership's NOI provides up to 30 units to serve the 42 homeless residents of Sunnyvale with mental illness.

Persons with Substance Abuse Problems: In Sunnyvale, it is estimated that 38 homeless persons have chronic substance abuse problems, either with alcohol or with other drugs, or sometimes with a combination of substances. In past surveys, substance abuse appeared to be a major factor in the cause of homelessness. A substantial number of homeless surveyed in 1997 (25.9 percent) stated that substance abuse had precipitated continual job loss and a subsequent inability to pay rent, resulting in eviction from their homes. Records have also been kept for homeless persons categorized as "dually diagnosed." This refers to persons diagnosed with both a mental illness and a substance abuse problem. Both MPHIC and Onizuka Partnership will serve some clients that have had substance abuse problems.

Veterans: It is estimated that there are 22 homeless veterans in Sunnyvale. The Onizuka Partnership NOI provides sufficient units to house Sunnyvale's homeless veterans. News reports indicate that veterans from conflicts in Iraq and Afghanistan are beginning to show up in increasing numbers at homeless shelters in the nation, although the overall numbers are still small.<sup>2</sup> Reasons for this national increase vary. Some veterans were

<sup>1</sup> U.S. Department of Housing and Urban Development, *Strategies for Reducing Chronic Street Homelessness*, January 2004.

<sup>2</sup> "Homeless Iraq Vets Showing Up At Shelters," United Press International, December 7, 2004; "Back From Iraq -

homeless due to high housing costs or lack of income while searching for jobs or waiting for veterans benefits. Others were dealing with issues, such as mental health problems that make it more difficult for individuals to secure permanent housing. It is not known how many veterans from the Iraq and Afghanistan conflicts are currently homeless in Sunnyvale and Santa Clara County. However, as these conflicts continue, it is possible that there could be an increase in the local homeless veteran population, especially given current housing and labor market conditions.

Persons Infected with HIV/AIDS: In Sunnyvale, there are no homeless persons with HIV/AIDS.

Persons Suffering Domestic Violence: Many of the single women and women with children become homeless as a result of domestic violence. According to a study by the U.S. Conference of Mayors, 46.0 percent of the cities surveyed identified domestic violence as a primary cause of homelessness.<sup>3</sup> Homeless women often require counseling and other forms of assistance. The estimated number of such persons in Sunnyvale is 12.

The YWCA-Support Network for Battered Women (SNBW), a major provider of assistance to women and children escaping domestic violence in Sunnyvale and other communities, operates an 18-bed facility that can serve six families at one time. In fiscal year 2010/11, SNBW served 234 women and children. The SNBW works collaboratively with other women's shelters in the County to provide out of area shelter when needed.

Youth: Of the estimated homeless population in Sunnyvale in 2009, one was an unaccompanied youth. The MPHIC project will serve families with youth and children. Homeless youth are difficult to track because of their highly transient nature, their distrust of adults, and their distrust of services. Emergency Housing Consortium's youth program (Our House) records indicate that about two-thirds of homeless youth were escaping domestic violence, while another 25 percent were "kicked out" of their homes. The Bill Wilson Center, a nonprofit agency serving youth, reported similar data among the homeless and runaway youth that they serve Countywide.

### Gaps in Service

Based on the countywide data on available shelter and housing units, and on the assigned proportion of homeless needs in Sunnyvale, there is a gap of 157 beds or units for individuals and 48 beds or units for families with children (see *City of Sunnyvale 2010-2015 Consolidated Plan*, Appendix D.1: Homeless Gap Analysis, Sunnyvale 2009). The gap for individuals includes a need for 2 transitional housing units and 155 permanent supportive housing units. The gap for families with children is 8 transitional housing units, and 40 permanent supportive housing units.

As required by HUD, "Homeless and Special Needs Populations 2009" and "Homeless

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<sup>2</sup> And Suddenly Out On The Streets," *Christian Science Monitor*, February 8, 2005.

<sup>3</sup> U.S. Conference of Mayors, 1998.

**Subpopulations** are inserted below and contain Sunnyvale’s 2009 estimate of the homeless population, available shelter and housing units and service gaps. The data source is the *City of Sunnyvale 2010-2015 Consolidated Plan*. In 2009, this source estimated Sunnyvale’s homeless population at 349 of the county’s homeless population of 7,086 persons. The 2011 Santa Clara County Homeless Census and Survey, released in September 2011, estimates the total estimated number of homeless residents at 374.

**Housing Gap Analysis Chart for City of Sunnyvale**

		Current Inventory	Unmet Need/Gap*	Under Development
<b>Individuals</b>				
Beds	Emergency Shelter	0	0	0
	Transitional Housing	8	2	0
	Permanent Supportive Housing	0	155	0
	<b>Total</b>	<b>8</b>	<b>157</b>	<b>0</b>
<b>Persons in Families with Children</b>				
Beds	Emergency Shelter	0	0	0
	Transitional Housing	10	8	0
	Permanent Supportive Housing	0	40	0
	<b>Total</b>	<b>10</b>	<b>48</b>	<b>0</b>

Source: *City of Sunnyvale 2010-2015 Consolidated Plan Appendix D.1 Homeless Gap City of Sunnyvale 2010-2015 Consolidated Plan*

The two homeless NOI projects proposed at Onizuka will provide homeless individuals with permanent, clean, safe homes in environments that include community space, computer center, laundry areas and exercise rooms. Programs include case management, crisis intervention, peer counseling, money management, food and clothing assistance, job counseling, housing search assistance, legal referrals, education, and others. The LRA considered these homeless sub-populations as factors in evaluating the NOIs and weighing homeless needs for housing in balancing these needs against community needs.

**Sunnyvale Housing Programs**

The City of Sunnyvale has a comprehensive array of housing programs to facilitate new permanent affordable housing. The City began enacting proactive affordable housing policies as early as thirty years ago. The City has created and preserved affordable ownership and rental housing. However, the City has experienced a growing homeless population and there is still an unmet need for homeless housing due to limited funding and resources. The following policy and planning measures have helped ensure resources for affordable housing:

- Below Market Rate (BMR) Program, 1980, revised January 2003, which requires all residential development of more than 9 units to provide either 12.5 percent Low-Moderate income units for ownership, or 15 percent Low-income units for rental.
- Housing Mitigation Policy in 1983, and Municipal Code Section 19.22, August 2003 as revised June 2008, which requires commercial projects of specific Floor Area Ratios to pay \$9.08 a square foot toward a Housing Mitigation Fund to be used toward affordable housing programs and the acquisition and construction of affordable housing projects.
- Housing Improvement Programs since 1970 providing loans and grants for home rehabilitation for energy efficiency, accessibility, code, emergencies, paint and other upgrades to owner-occupied housing and mobile homes.
- Direct assistance to first time homebuyers in the form of down payment assistance loans has been provided since January 2002, including down payment assistance for City employees, teachers and child care workers in Sunnyvale.

To administer these programs, Sunnyvale has seven housing staff and an annual operating budget of nearly \$1.2 million. The housing activities are funded by federal and local sources, such as Federal grant funds and local Housing Mitigation funds, which are allocated annually as follows:

▶ First-Time Homebuyer Loan (81-120%)	\$150,000
▶ First-Time Homebuyer Loan (up to 80%)	\$150,000
▶ Multi-Family Rehabilitation Loans	\$150,000
▶ Housing Improvement Loans & Grants	\$100,000
▶ Tenant Based Rental Assistance	\$150,000
▶ New Construction/Acq/Rehab	\$13,100,000

The City's qualified staff and track record of program administration ensures the City capacity to administer a NOI for land acquisition that could permit homeless service providers to acquire parcels at other, more appropriate locations in lieu of their Onizuka claims. The City could allocate funds of approximately \$8.2 million for new construction, acquisition or rehabilitation of affordable rental housing to finance the purchase or long-term lease of land for homeless housing at other, more suitable locations.

Over the past 20 years, Sunnyvale's programs have created hundreds of affordable rental units listed in the table below:

**Affordable Subsidized Rental Housing Projects in Sunnyvale as of September 2011**

<b>Affordable Housing Projects Receiving Financial Subsidies</b>			
Project Name & Location	Targeted Resident Group	Number of Units	
		Total	Affordable
Arbor Terrace, 753 South Fair Oaks Avenue	Families	174	10
Aster Park, 1059 Reed Avenue	Families	95	95
Borregas Court, 101 West Weddell Drive	Singles, families	193	192
Carroll Inn, 174 Carroll Street	Singles (including single parents with one child)	120	119
Crescent Terrace, 130 Crescent Avenue	Seniors	48	48 (48 BMR)
Eight Trees, 183 Acalanes Drive	Families	24	24
Fair Oaks Plaza, 660 Fair Oaks Avenue	Seniors	124	124
Fairways, 1269 Poplar Avenue	Families	40	15
Grove Garden Apartments, 243 Buena Vista Avenue	Families	220	44
Homestead Park Apartments 1637 Sunnyvale-Saratoga Road	Families	211	211
Klee Court - 1230 Klee Court	Seniors	5	5
Life's Garden, 450 Old San Francisco Road	Seniors	208	150
Morse Court, 825 Morse Avenue	Families	35	35
Moulton Plaza, 1601 Tenaka Place	Families	66	66
Orchard Gardens, 245-251 Weddell Drive	Families	62	62
Pacific Plaza, 785 Roseda Drive	Families	38	38
Pace Meadows, 862 Hollenbeck	Disabled	6	6
Plaza De Las Flores, 233 Carroll Street	Seniors, Disabled	101	100
Socorro, 1353 Socorro	Seniors	5	5
Stoney Pines, 267 W. California Ave	Disabled	23	22
Wolfe Road, 1675 S. Wolfe Road	Seniors	4	4
<b>Total</b>		<b>1,802</b>	<b>1,375</b>

**Below Market Rate Rental Units in Sunnyvale as of September 2011**

<b>Affordable Housing Units Without Financial Assistance</b>	
Project Name and Location	Number of BMR Units
Encinal Place, 604 S. Fair Oaks Avenue	2
Villa del Sol, 355 E. Evelyn Avenue	11
Cherry Orchard Apartments, 250 W. El Camino Real	30
Copley Square, 979 Pinto Palm Terrace	5
Kensington Place Apartments, 1220 N. Fair Oaks Avenue	16
Magnolia Lane, 117 S. Mary Avenue	3
Renaissance Apartments, 718 Old San Francisco Road	24
Tamarind Square, 1160 Morse Avenue	12
Via, 621 Tasman Drive	43
<b>Total</b>	<b>146</b>

Source: *List of Sunnyvale Rental Projects with Affordable Units (2005)*.

Two homeless facilities located in Sunnyvale provide specific services to the homeless: the Emergency Housing Consortium (EHC) provides winter shelter facility at the National Guard Armory (125 beds), and Emergency Housing Coalition (EHC) provides

an assisted permanent housing facility (24 beds). In addition, in the neighboring City of Cupertino, Community Services operates a rotating shelter program that provides shelter, food and case management to 15 homeless men. The shelter rotates on a monthly basis among 11 churches and one synagogue. Five churches in Sunnyvale participate in this program. The needs that are addressed by proposed projects in the homeless NOIs for Onizuka are in addition to those served by these facilities.

In May 2005, Santa Clara County adopted the *Key to Housing: A 10-Year Plan to End Chronic Homelessness in Santa Clara County*. The needs of the homeless within the City of Sunnyvale are also identified in the May 2005 Countywide Plan. The LRA finds consistency between the proposed projects in the homeless NOIs for Onizuka and the *Key to Housing: A 10-Year Plan to End Chronic Homelessness in Santa Clara County*. The 10-Year Plan promotes the "Housing First!" model of getting homeless people into permanent housing with supportive services as quickly as possible in lieu of the costly approach of placing people in temporary shelter, then transitional housing, then permanent housing. The Plan lays out a series of policies and actions designed to eliminate chronic homelessness in within ten years. The major points of the Plan include:

- **Prevention:** Emphasize programs that seek to prevent homelessness, such as one-time rent to prevent eviction, a rental guarantee program, and an emphasis on the development of permanent supportive housing.
- **Rapid Re-housing:** Continue to support existing homeless and transitional shelters, but change the focus to moving people quickly into permanent housing with transitional supportive services as seen in the successful Housing First approach.
- **Wraparound Services:** Rely on existing nonprofit entities to provide homeless services rather than having cities compete with successful nonprofits to provide these services.
- **Proactive Efforts:** Ensure that data systems collect the information needed to determine the needs of the homeless and the success of program efforts. Also, expand efforts to bring in new resources into the community to cover the costs associated with the services.
- **Transitional and Permanent Housing Assistance:** Support of construction and rehabilitation projects which create or maintain transitional and permanent housing for homeless and special needs individuals is a priority.

The proposed projects in the homeless NOIs for Onizuka AFS fulfill Sunnyvale's requirements under the two primary policies of Santa Clara County's *Key to Housing: A 10-Year Plan to End Chronic Homelessness in Santa Clara County* and its "Housing First" model: Rapid Re-housing and Transitional and Permanent Housing Assistance.

### **The Economic Impact of Homeless on the Community**

The cost of developing housing for all subcategories of the homeless is significant and resources are limited. Additionally, the cost of operating grants or subsidies for homeless services can be expensive. While federal HUD Community Development Block Grant (CDBG) funds (Sunnyvale received \$1.1 million for FY 11/12 in CDBG funds) are available on a competitive basis for housing construction projects, the City also uses these funds for a variety of eligible social services, community facilities, housing rehabilitation and accessibility projects rather than land acquisition for homeless housing.

The cost of public services for the homeless is substantial. Sunnyvale Community Services, a local nonprofit agency, provided over \$844,237 in FY 10/11 to Sunnyvale residents in emergency financial aid for housing.

Vacant land is scarce in Silicon Valley and land costs in Sunnyvale can range from \$1 million per acre to several times that amount. Typically, available land has been bought for conversion to more intensive land uses, such as mixed-use, commercial or up-scale residential sale properties. In addition to high land cost, the construction cost for a new rental unit exceeds \$350,000. The City has leveraged outside resources with its housing funds at approximately \$50,000 or so per affordable unit to construct new affordable housing. The City recognizes that increasing land and construction costs will place higher demands on the per unit subsidy cost for future projects.

Sunnyvale recognizes that permanent affordable housing requires a significant subsidy beyond the capacity of the City. The LRA's willingness to approve homeless NOIs for the acquisition of land at Onizuka AFS, or to conditionally provide up to \$8.2 million for homeless housing construction at other, more appropriate locations, indicates the City's strong commitment to federal mandates by balancing the land needs of the homeless for housing with community needs for Onizuka's redevelopment.

### **HOMELESS HOUSING NOTICES OF INTEREST**

The City of Sunnyvale received two Notices of Interest from homeless service providers for property at Onizuka. MidPen Housing Corporation (MPHC) in partnership with Shelter Network (SN) and the Onizuka Partnership composed of homeless service providers led by Charities Housing Development Corporation propose to initially acquire approximately six acres under a no-cost homeless land conveyance for 91 units of service-enriched homeless housing and two management units. In March, 2011, the two homeless service providers amended their respective Notice of Interests to reduce their claim to a 4.6-acre consolidated parcel (MPHC 3.1 acres, Onizuka Partnership 1.5 acres) located at the southern end of the Onizuka site. The overall number of units originally proposed has not changed.

MidPen Housing Corporation (MPHC) in partnership with Shelter Network (SN) NOI  
MPHC proposes to create a 62 unit "permanent" supportive housing facility, including a manager's unit that will not limit the length of stay but will provide housing for 40

individuals and 21 families with a history of homelessness and disability. The facility will provide intensive support services to homeless residents on a voluntary basis. The project will serve chronically homeless residents earning no more than 30 percent area median income. The facility will feature substantial community space, a computer center, a laundry area, and an exercise room in a two-story facility with surface parking and surrounding open space. The entire project will be fenced, access will be controlled by card-keys, access to the site will be monitored by security cameras and a security desk staffed 24-hours a day.

Property management functions (tenant screening, rent collection, maintenance, security etc.) will be performed by MidPen Housing Management Corporation ("MPHMC"), an affiliate of MidPen Housing Corporation (MPHC) with extensive experience managing housing properties serving formerly homeless populations.

All tenants will meet the Federal McKinney-Vento Act definition of homelessness, which includes only currently homeless people, or those currently residing in temporary housing. Because the facility will provide "permanent" housing to this population, the definition also stipulates that all tenants in this population must also have a disability. This tenant population will require an intensive level of supportive services. Services will include individual case management, crisis intervention, peer counseling, money management, food and clothing assistance, job counseling including resume preparation, housing search assistance, legal referrals, personal finance/budget/credit counseling, mental health assessments and counseling, substance abuse assessments and counseling, conflict resolution training, and computer education.

#### Onizuka Partnership (led by Charities Housing Development Corporation) NOI

The Onizuka Partnership NOI proposes 30 units of permanent housing for single individuals and two-person households, plus approximately 3,800 square feet of administrative, service delivery, common areas for tenant use and one on-site manager's unit. The units would be designed to facilitate independent living and self-sufficiency. Targeted groups include homeless individuals transitioning into permanent housing from transitional housing, veterans enrolled in supportive service programs, and adults who receive services from the County's Mental Health Department.

#### **Funding for the NOI Proposals**

The homeless services providers have submitted financing plans with their NOI proposals that indicate the sources, amounts and uses of project funding. Subject to land availability, the two homeless service providers will access various forms of financing for construction of homeless housing and the provision of services. City staff evaluated both NOI financial plans, noted deficiencies, reviewed revisions and included corrections in the attached NOI submittals. Based on staff experience with the funding sources, similar projects, and sponsor track records, LRA staff concludes that the NOI projects, if underwritten with a no cost homeless conveyance either at Onizuka AFS or at other more

appropriate locations, would be financially feasible and programmatically effective.

In the event that the Air Force and LRA reach agreement for homeless housing to be developed off of the base on an alternative site acquired using Onizuka proceeds, the LRA has agreed to provide \$8.2 million for the two homeless service providers to acquire alternative sites for homeless housing. The terms of this funding are outlined in the attached LBA.

### **NOIs Address the Needs of the Homeless in Sunnyvale**

As discussed in the first section of this housing assistance plan, there is a current unmet need for permanent supportive housing for homeless individuals and families. The NOIs will provide 70 units of permanent housing for homeless individuals or 2-person households, and 21 units for families. The proposals mirror the Santa Clara County commitment to a "Housing First" model in that they house anyone in need, regardless of their designation as 'transitional' or 'permanent.' The developments aim to serve at least 70 of these individuals and 21 of these families in order to mitigate Sunnyvale's homeless need.

Additionally, per 2005 American Demographic Survey data, there are 12,435 rental units in Sunnyvale in which tenants pay more than 25 percent of their income. According to the 2000 Census, there are 112,675 rental units in Santa Clara County in which tenants pay over 25 percent of their income. In 2000, approximately 13 percent of Sunnyvale households were overcrowded, with 7.6 percent experiencing severe overcrowding. Overcrowding and high housing costs create risks for homelessness which are addressed by these NOI proposals.

### **Impact on Surrounding Neighborhood**

Taken together, the Expression of Interest by the Department of Veterans Affairs (4.4 acres), the City of Sunnyvale FEMA Public Benefit Conveyance (1 acre), and the Notices of Interest by each homeless service provider (4.6 acres) will remove 10 acres from the Onizuka Air Force Station and pose an obstacle to the site's development under any conceptual reuse option. These uses can be expected to have some negative effect on the development of the Onizuka remainder parcel and limit its commercial reuse potential. The proposed residential use could also influence the development of commercial property in the proximity of Onizuka AFS.

The site is fully served with public infrastructure required for development including abutting light rail transit, as well as streets, storm drains and utilities. While not the most desirable location for the accommodation of the homeless, the site's access to public transit and the homeless service provider's willingness to provide transit vouchers to residents, the location is reasonably accessible to public and private services such as schools, medical care, etc. A City fire station, staffed by public safety employees immediately abuts the property.

Homeless NOI impacts on the surrounding residential neighborhoods will be minimal due to the Onizuka facility's relative distance from adjoining residential neighborhoods. Subject to further discussions with the Departments of the Air Force and Veterans Affairs, the LRA could provide for withdrawal of the homeless NOIs on the property in favor of a land purchase at another more appropriate location.

### **Off-site Scenarios**

If the LRA elects the off-site accommodation described in the LBA, the City will grant the homeless housing providers with an 85-year ground lease to the City-owned Armory property, located at 620 E. Maude Avenue, Sunnyvale, California. The property consists of 2.45 acres of land and improvements. The location and accessibility of the City-owned Armory property would better serve the homeless with close proximity to social services, public transportation, parks and employment opportunities.

The homeless housing providers have provided the City with alternative options for a project at the City-owned Armory site. They envision two separate projects on the 2.45 acres site, producing a total of 124 mixed-income affordable units. MPHC is tentatively proposing 67 one and two bedroom units to serve household income levels ranging from 20-50% of Area Median Income. Charities Housing is tentatively proposing 57 efficiency studios to serve household income levels ranging from 30-45% of Area Median Income. Both development will provide onsite management units. The two projects are a consolidated program that has been crafted to maximize competitiveness for state tax credit financing and other sources of funding for affordable housing construction. The City will ensure that a substantial portion of the consolidated program will serve homeless persons who meet the definition of "homeless person" as set forth in the McKinney-Vento Act.

Any proposed project on the Armory site will require City approval of land use entitlements and environmental review. The City's review, environmental and entitlement processes will address any environmental impacts on the surrounding neighborhood transportation system and infrastructure. These City planning processes will ensure that the NOI housing projects will be integrated with the community with no significant negative effect on City neighborhoods, public services and schools, social services, transportation systems or infrastructure.

### **BALANCING HOMELESS AND COMMUNITY NEEDS**

Federal statutes require the LRA, in preparing the Onizuka AFS Redevelopment Plan, to balance the needs of the homeless with community needs for economic and other forms of development. Statutes do not define balance but assign responsibility for the balancing judgment to the LRA rather than to HUD or DoD. The Onizuka LRA's balancing judgment weighed a mix of community values in determining the preferred reuse of the

site. The LRA seeks to inform its balancing decisions and fulfill its balancing responsibilities through objective and independent professional analysis of the conditions of the property, current development policy, and the market and financial feasibility of the conceptual reuse options. Additionally, the LRA relied upon specialized legal advice, community participation, and collaboration with agencies representing the homeless.

In considering homeless needs for housing, the LRA relied extensively upon homeless needs documented in the *City of Sunnyvale 2010-2015 Consolidated Plan*, the 2011 Santa Clara County Homeless Census & Survey. These documents provided objective data guiding the collaboration of the LRA in the evaluation of NOIs and the development of LBAs with representatives of the homeless.

In balancing homeless needs with community needs for economic development, Sunnyvale relies upon a long established consensus of community values that have been codified over time in plans and ordinances that will govern Onizuka AFS upon its conversion to civilian use. Community needs for economic and other development are set forth in the City's existing development policies found in the Sunnyvale General Plan, consisting of its State-mandated sub-elements, and the Sunnyvale Moffett Park Specific Plan (MPSP) dated April 2004. Together the General Plan and the MPSP establish a coherent vision for the future of Onizuka AFS upon its conversion to civilian use. The Plan envisions the development of Onizuka AFS as a single parcel, zoned Moffett Park-Industrial (MP-I) and developed at a density in which structural floor area does not exceed 35 percent of the lot area.

This density is measured as the floor area's ratio to the land area - a 35 percent ratio - and referred to as "35 FAR." The Onizuka density is low by Moffett Park standards but is the highest available density for Onizuka. To exceed the 35 FAR would require City amendment of the General Plan and the Moffett Park Specific Plan, and the need for further environmental review.

In addition to existing policy, the LRA also retained independent professional expertise to analyze other factors that the LRA might consider in weighing the homeless needs with community redevelopment needs. With assistance from the VA and Department of Defense, the LRA prepared detailed work programs and hired consultants to assist the LRA in the balancing process. The consultant work program included the following analysis:

1. Existing Conditions of Property - Consultants analyzed the suitability of the property and facilities for rehabilitation and/or reuse.
2. Alternative Property Analysis - Housing specialists assessed the availability of other public properties to address homeless needs for housing in lieu of Onizuka.
3. Economic Feasibility - Consultants analyzed reuse options to identify any that might feasibly relocate homeless housing to other, more appropriate locations.

4. Market requirements - Regional market specialists analyzed VA's proposed office/land acquisition to assess its economic impact on the reuse options, and whether any reuse might feasibly relocate VA to other appropriate locations.

The products of this analysis were presented to the CAC and LRA during meetings as documented in the "Public Outreach Overview, Process Description" section of this Plan.

The LRA also considered the Department of Defense response to the U.S. Department of Veterans Affairs' Expression of Interest in offices and parking in the middle of the site, and the impact of the VA request on the viability of any commercial reuse for the remainder parcel.

A *partial* listing of factors are presented below to illustrate the balancing process.

***Factors Balancing in Favor of Homeless Housing at the Onizuka Site***

- The vision of homeless housing set forth in the two NOIs and this housing assistance plan is consistent with the needs identified in *City of Sunnyvale 2010-2015 Consolidated Plan*.
- The NOI parcels provide sufficient space to address a significant number or percentage of the City's homeless population.
- The BRAC "no-cost homeless conveyance" provides a unique, one time opportunity for homeless agencies to overcome the primary obstacle to homeless housing in Silicon Valley – land costs.
- The site is served by public transit to ensure that homeless residents will have some (although not optimum) affordable access to public services and facilities.
- As indicated to date by information provided by DOD and confirmed by LRA consultant analysis of the parcels identified for homeless housing development, likely do not include environmental contamination that would preclude residential development.
- Homeless housing claims may be withdrawn by the LRA in favor of other locations if the LRA's preferred reuse is implemented.

***Factors Balancing in Favor of Economic and other Development at the Onizuka Site***

- The proposed subdivision of the property into several parcels poses obstacles that would likely preclude the community's preferred commercial reuse of the entire site.
- The Onizuka site has no history of residential use, and therefore there are no facilities

which lend themselves to residential use.

- The location of the military facility is somewhat isolated and therefore unsuited for homeless access to public services and amenities.
- The two homeless NOIs do not find any of the existing buildings suitable for conversion to homeless use, residential or otherwise.
- The objectives of homeless NOIs are better achieved at other, more appropriate locations, but for the fact that alternative residential properties are prohibitively expensive without subsidy.
- High density residential use at this site is inconsistent with the land use policy of the city as evidenced by the Sunnyvale Moffett Park Specific Plan. Onizuka AFS will be zoned Moffett Park Industrial (MP-I) upon its conversion, and residential housing would require amendments to the General Plan, the Sunnyvale Moffett Park Specific Plan with additional environmental review also required.
- One of the NOI submittals is located within 300 feet of CA Highway 237. The location potentially exposes residents to significant freeway pollution and noise.
- Like VA offices, homeless housing would discourage private acquisition of the remainder parcel for the community's preferred reuse.

As a consequence of federal mandates for the LRA to balance community needs for economic and other development with the homeless needs for housing, the LRA considered the factors listed above and sought to balance them in the proposed accommodation of the homeless NOIs on the site, or conditionally at other locations pursuant to a contemplated LBA.

#### **LEGALLY BINDING AGREEMENT (LBA)**

BRAC statutes charge the LRA with evaluating the local screening requests (NOIs) and "balancing" homeless needs for housing with community needs for redevelopment.

In February 12, 2008, the LRA approved staff's request to explore strategies that might equitably resolve the housing NOIs by addressing homeless needs at other parcels, as a precursor to possibly resolving VA needs at another location, negotiating a final plan with the Air Force and clearing the Onizuka site to redevelop as a single, preferred reuse.

In March 2008, LRA staff and legal counsel met with both homeless service providers to explore an approval of stakeholder objectives for homeless housing at Onizuka conditioned upon partnering to provide appropriate homeless housing at other locations if Onizuka can be cleared for optimum use. The proposed strategy was set forth in a draft,

Preliminary Terms and Conditions for Preparation of a LBA by and between the Sunnyvale Local Redevelopment Authority, the Mid-Peninsula Housing Corporation and the Onizuka Partnership, subsequently approved by homeless service providers.

The LBA submitted to HUD in 2008 provided several scenarios for carrying out the homeless requirement depending on agreements reached by all parties. HUD review of the LBA determined that it was too speculative in nature. HUD wanted the issues surrounding the VA fed-to-fed property transfer resolved and was unsure if the homeless housing providers would be able to successfully produce a project off-site. At the request of HUD, a revised LBA is attached for review and approval.

The revised LBA includes attachments, which will be completed and executed if and when either homeless service provider locates a possible site and the City approves a conceptual plan and consolidated program for the homeless housing development. At that time, each homeless service provider could proceed to acquire site control and the City would review the development scenarios and financing plan and determine whether the homeless housing goals will be met. If so, the provider could initiate pre-development and secure entitlements and financing.

As previously discussed, the focus for the off-site location is the City-owned Armory site. As opposed to the original LBA submitted to HUD in 2008, a more definitive and less speculative off-site accommodation has been identified in the latest LBA. The LRA believes that this site would offer a superior location for homeless housing over the Onizuka site.

#### **OUTREACH EFFORT AND PUBLIC COMMENT**

The Onizuka Local Redevelopment Authority (LRA) initiated outreach strategies to encourage broad community and stakeholder participation in building the consensus for LRA decisions in planning the reuse of the Onizuka Air Force Station. A key institution in the LRA's outreach program was the establishment of the Onizuka AFS Citizen's Advisory Committee (CAC) in April 2006. The CAC acted as an ongoing advisory body to the LRA consisting of 15 persons representing public agencies and private sector interests in the Cities of Sunnyvale and Mountain View. In April 2006, the LRA formulated the Onizuka BRAC Communication Plan, a comprehensive multi-channel informational program to provide technical reports, staff recommendations and meeting schedules to residents and stakeholders interested in the direction of reuse planning. The plan also initiated a web site and outreach to homeless-assistance providers, public benefit-eligible entities and other stakeholders who might wish to participate in the federally mandated Notice of Interest (NOI) process. Individuals and organizations were encouraged to review the web site through regular emails on web site updates, as well as to liaison with both the Onizuka Local Redevelopment Authority (LRA) and the Citizen's Advisory Committee (CAC). An objective of these communications was to encourage a community-based consensus on a vision for the civilian reuse of the Onizuka AFS.

Exhibit 6: a through g includes all outreach materials, data and information.

### **The BRAC Communication Plan**

The City designed the Base Realignment and Closure (BRAC) Communication Plan for Onizuka AFS to keep the public informed and to encourage public participation in the community reuse planning process. Under the plan, BRAC Project staff was responsible for formulating content, implementing ongoing communications and maintaining a comprehensive listing of specific communications deliverables. (All public outreach exhibits are appended as Exhibits 6.a – 6.g.) BRAC staff responsibilities included:

News Releases: News releases in anticipation of key decision meetings, key outreach, significant decisions or actions, milestones met or missed, etc., in cooperation with Communications staff.

Fact Sheets: Fact sheets and “Overview Project Plans” informed public officials and area residents. Quarterly articles for City newsletters were prepared for City communications staff throughout the planning process to keep Sunnyvale residents informed of progress and status.

KSUN-15 TV Slides: KSUN-15 is Sunnyvale’s local government cable television channel. Staff posted KSUN slides when appropriate to announce the LRA’s and CAC’s key decision meetings, key outreach, significant decisions or actions, etc. in cooperation with the Communications office.

Onizuka BRAC Web pages: (*Onizuka.inSunnyvale.com*) The Onizuka BRAC Web pages contains comprehensive information about the BRAC planning process, updates on project milestones, and several outreach channels enabling community members to stay current with the latest project developments. The BRAC program developed, updated and maintained the Onizuka BRAC Web pages as a comprehensive resource for area residents and others interested in Onizuka disposition. The BRAC program notified interested parties of Web page updates (see Exhibit 6.a, Interested Public Data Base). Community outreach and education features found on the BRAC Web pages are highlighted below:

- A “Stay Informed” subscription e-list which provided project announcements
- A link to specific issues of the City of Sunnyvale’s *Quarterly Report* -- mailed to all city residents – with articles about Onizuka planning activities
- A link to the City of Sunnyvale’s Community Events Calendar, listing events and meetings of community interest including Onizuka
- A link to Onizuka-related news releases

- An Onizuka Fact Sheet periodically updated with current project information
- A link to KSUN-15, the City of Sunnyvale's public television channel broadcasting City Council meetings
- Meeting dates, agendas, and minutes for the Onizuka LRA, the Onizuka LRA Executive Committee and Onizuka AFS CAC
- An invitation encouraging participation in the Onizuka planning and consensus shaping process to directly contact the project manager via phone or e-mail
- An overview of the creation and purpose of the national BRAC planning process
- Key steps in the City's BRAC planning and reuse process beginning in 2006 when the Department of Defense designated the City as the Local Redevelopment Authority for Onizuka
- Summary of the historic development of the Onizuka Air Force Station
- Onizuka site information: aerial photos and maps, technical information, facility reports, environmental reports and project plans
- Planning documents including the Consolidated Plan, various specific plans, and related strategies
- Notification and invitation to the Notice of Interest (NOI) workshop and planning information

Signage and/or Displays Signage was prepared as required or appropriate for CAC and LRA meetings.

Newspaper Ad Prepared advertisement in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs in the Onizuka property (published not more than 30 days after declaration of surplus status.)

Public Inquiry Database This activity included sending periodic e-mails to public contacts, e.g. residents, stakeholders and agencies that expressed interest in being added to an information database to receive notification of Onizuka BRAC Web page updates.

Posting of Public Meeting Notices, Minutes and Reports Provided legal meeting notices, agendas, and minutes to the City Clerk and posted these per statute and according to Brown Act regulations to the City's Onizuka Web page.

Neighborhood Association Liaison Provided content and schedules to the City's Community Outreach Coordinator to include in communications to surrounding

residents.

Onizuka Redevelopment Hotline Dedicated an Onizuka Redevelopment Hotline (408) 730-7739, TDD (408) 730-7501 to provide another opportunity for community comment, information requests or call-backs to discuss any facet of the project.

Onizuka Citizens Advisory Committee, City Commissions Weigh in on Reuse	Fall 2008
Onizuka AFS Reuse Planning Update	Summer 2008
Sunnyvale Analysis Begins on Onizuka Reuse Options	Winter 2008
Onizuka Reuse Planning Moves Forward	Summer 2007
Sunnyvale to Select Reuse Options for Onizuka	Spring 2007
Onizuka Redevelopment Update	Winter 2007
Community Meets to Help Plan Onizuka Future	Fall 2006
Sunnyvale Community Encouraged to Participate in Onizuka Reuse Plan	Summer 2006
Onizuka Air Force Station Closure	Spring 2006
Onizuka Air Force Station To Be Closed	Fall 2005
DOD Moves To Close Onizuka	Summer 2005

Onizuka BRAC *Quarterly Report* articles may be found on the City's Web site at *QuarterlyReport.inSunnyvale.com*, (see also Exhibit 6.b City of Sunnyvale *Quarterly Report* Articles and Samples of External News Articles).

### **Public Meetings, Notices and Reports**

The primary venue for public input regarding the Onizuka property was the project's policy guiding body, the Local Redevelopment Authority, and the Citizen's Advisory Committee which the LRA specifically created to advise the LRA on the site's land reuse. Two City Commissions (Heritage Preservation Commission and Planning Commission) whose jurisdiction touched on specific aspects of the Onizuka project also made recommendations to the LRA.

The BRAC Communication Plan strictly follows the City's statutory meeting, agenda and posting requirements which complies with requirements for minimum advance notification period and specifies the venues for posting notification. Below is a description of the public bodies and advisory groups that provided Onizuka-related recommendations and comments to it during the planning phase.

**Local Redevelopment Authority:** In January 2006, Sunnyvale City Council unanimously approved a resolution requesting the Department of Defense recognize the City Council as the Local Redevelopment Authority (LRA) for Onizuka. Formally recognized as the LRA, the City Council became the primary community point of contact for all matters relating to the base closure. This includes conducting outreach efforts and designing the comprehensive reuse plan to guide Onizuka's redevelopment. LRA members are listed below:

**Onizuka Local Redevelopment Authority (LRA) Members**

<u>Assignment/Member</u>	<u>Date of Last Appointment</u>	<u>Term Expiration</u>
Authority Chair Ron Swegles	8/26/08	8/26/09
Authority Vice Chair John Howe	8/26/08	8/26/09
Authority Member Otto Lee	4/6/06	No expiration
Authority Member Anthony Spitaleri	4/6/06	No expiration
Authority Member Melinda Hamilton	4/6/06	No expiration
Authority Member Christopher Moylan	4/6/06	No expiration
Authority Member David Whittum	1/8/08	No expiration

**Onizuka Local Redevelopment Authority (LRA) Executive Committee**

Authority Chair Ron Swegles	8/26/08	8/26/09
Authority Vice Chair John Howe	8/26/08	8/26/09
Authority Member Christopher Moylan	8/26/08	8/26/09

- **Citizen's Advisory Committee:** One key step in the early planning process was the establishment of a Citizen's Advisory Committee (CAC) representing residents and diverse stakeholders within the community. The CAC provided input to the LRA on all staff recommendations. CAC members are listed below:

**Citizen's Advisory Committee (CAC) Members**

<u>Assignment/Member</u>	<u>Date of Last Appointment</u>	<u>Term Expiration</u>
LRA Member, Ron Swegles, Chair	6/12/07	10/31/08
Community Representative, Dean Chu, Vice Chair	1/24/08	10/31/08
LRA Member, John Howe	1/24/08	10/31/08
Mountain View City Council, Nick Galiotto	6/12/07	10/31/08
Organized Labor, Raymundo Ferdin	6/12/07	10/31/08
Sunnyvale Business, Thom Bryant	6/12/07	10/31/08
Sunnyvale Business, Howard Chuck	6/12/07	10/31/08
Sunnyvale Education, Glenn Evans (Predecessor: Geoffrey Kiehl)	4/29/08	10/31/08
Sunnyvale Education, Nancy Newkirk	6/12/07	10/31/08
Homeless Assistance Provider, Sarah Wasserman	6/12/07	10/31/08
Community Representative, Robert Lopez	6/12/07	10/31/08
Community Representative, Josephine Lucey	6/12/07	10/31/08
Community Representative, Charles Rogers	6/12/07	10/31/08
Community Representative, Cynthia Cotton	6/12/07	10/31/08

Note: Santa Clara County Supervisors declined representation on the CAC.

**Sunnyvale Heritage Preservation Commission:** The Sunnyvale Heritage Preservation Commission held a public hearing on August 6, 2008 to review and comment on the preliminary assessment of Onizuka's historic significance. The commission was specifically charged with reviewing and making recommendations regarding landmark sites.

**Sunnyvale Planning Commission:** The seven-member Sunnyvale Planning Commission conducted a public hearing on July 28, 2008 to discuss and receive public comments on the Onizuka land reuse options and the CAC recommendations. The comments of the commission and the public who spoke at the hearing were forwarded to the Local Redevelopment Authority for consideration. The commission's overall responsibility is to review and make recommendations to the City Council on the City's

General Plan, land use, zoning, development ordinances, permits, environmental reviews and related policies procedures.

### **Community Participation: Public Meetings Schedule**

LRA and CAC meetings have provided opportunities for the involvement, participation and comments of community residents and stakeholders. Notices, agenda, minutes, and staff reports have been provided to the public at the LRA's Onizuka web site, *Onizuka.inSunnyvale.com*, (see also, Exhibit 6.c, Public Hearing Notices and Agendas, City Reports and Minutes). The following is a listing of community outreach activities including a comprehensive listing of Onizuka Air Force Station-related public meetings.

- January 10, 2006      The Sunnyvale City Council passes resolution requesting that the DoD recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station.
- *Resolution Requesting that the Department of Defense Recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station – City Report*
- April 6, 2006      The Department of Defense (DoD) -recognizes the City of Sunnyvale as the Local Redevelopment Authority (LRA) for Onizuka Air Force Station.
- April 11, 2006      The LRA approves bylaws, makes LRA appointments to the Executive Committee, calls for Citizen's Advisory Committee volunteers, and authorizes an application for grant funding from DoD's Office of Economic Adjustment.
- *Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to: Approve the LRA bylaws; select LRA officers; select the LRA executive committee; authorize staff to apply for an Office of Economic Adjustment community base reuse planning grant; and approve the Citizen's Advisory Committee (CAC) bylaws and select two LRA members to serve on the CAC – LRA Report*
  - *Authorize Local Redevelopment Authority Staff to Communicate Positions and Open Dialog Regarding Department of Veterans Affairs Interest in Onizuka Air Force Station Property – LRA Report*
- May 16, 2006      The LRA approves the Onizuka LRA reuse planning process and the advertisement requesting NOIs.
- *Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to Approve the Onizuka*

*LRA Reuse Planning Process and to Approve the Draft Advertisement Requesting Notices of Interest in Surplus Onizuka Property – LRA Report*

- June 15, 2006 The LRA Executive Committee appoints CAC members.
- *Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment -- LRA Report*
- June 28, 2006 The LRA publishes advertisements in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs from state and local governments, homeless services providers and other parties interested in the property.
- June 29, 2006 The CAC holds its first public hearing to begin to advise the Local Reuse Authority in planning for civilian reuse.
- July 1- September 13, 2006 The LRA conducts outreach to homeless assistance providers and public benefit entities via letters, e-mails and phone calls to announce availability of Onizuka property and solicit NOIs.
- July, 25, 2006 The LRA delegates determination of Evaluation Criteria for Homeless Service Providers submitting NOIs to the Onizuka LRA Executive Committee.
- *Delegation of Determining Evaluation Criteria for Homeless Services Providers Submitting Notices of Interest in the Onizuka Site to the Onizuka Local Redevelopment Authority's Executive Committee, Council Report #06-005*
- August 23, 2006 Tour conducted of the Onizuka AFS site with the CAC, entities considering NOI submittals, and Sunnyvale Heritage Preservation Commission.
- August 24, 2006 The CAC meets to review homeless service evaluation criteria.
- *Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site -- CAC Report*
- August 29, 2006 The LRA Executive Committee specifies information to be provided by entities submitting NOIs for Onizuka AFS.
- *Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site, LRA Report #06-006*
- September 13, 2006 The Air Force Real Property Agency, the DoD Office of Economic Adjustment, the U.S. Department of Housing and Urban Development and the Local Redevelopment Authority

- conduct a workshop for homeless assistance providers considering submission of NOIs.
- *Onizuka Air Force Station Base Realignment and Closure (BRAC) Process* -- PowerPoint Presentation
  - *Instructions for Completing A Notice of Interest, Onizuka Air Force Station, Local Redevelopment Authority* – PowerPoint Presentation
- October 4, 2006 The Sunnyvale Heritage Preservation Commission holds a study session on the historic significance of Onizuka Air Force Station.
- *Information Report: Preliminary Assessment of the Historic Significance of Onizuka Air Force Station* – City Report
- October 4, 2006 The CAC conducts a second Onizuka site tour with entities considering NOIs.
- October 24, 2006 LRA staff meets with Homeless Service Providers.
- October 25, 2006 The CAC meets to review the Overview of Land Use Planning for the Onizuka AFS Site and the Overview of Homeless Needs contained in the *City of Sunnyvale 2005-2010 Consolidated Plan*.
- *Land Use Planning "Primer" for the Onizuka AFS Site* – City PowerPoint Presentation
- December 5, 2006 Two nonprofit housing agencies submit NOIs for acreage to construct housing units.
- December 13, 2006 The CAC meets to review goals for Onizuka's civilian reuse.
- *Goals for Onizuka Transition to Civilian Use (Information Only)* – CAC Report
- January 25, 2007 The CAC convenes a public hearing and provides recommendations to the LRA on the conditions of property and the two NOIs submitted by homeless service agencies.
- *DRAFT Onizuka BRAC -- Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only)* – City Report
- January 30, 2007 The LRA convenes a study session to review and give input on the two NOIs received.
- *Onizuka BRAC -- Preliminary Review of Conditions of Property, and Notices of Interest Received (Information*

*Only*, LRA Report #07-001

- March 21, 2007 The CAC recommends to the LRA that five reuse options be further analyzed.
- *Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure – DRAFT* – City Report
- March 27, 2007 The LRA convenes a public hearing to adopt five conceptual reuse options for further analysis: corporate offices, hotel/conference center, auto center, VA-style offices and homeless housing.
- *Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure*, LRA Report #07-002
- May 8, 2007 The LRA selects LRA Officers and Executive Committee Members.
- *Annual Selection of LRA Officers and LRA Executive Committee Members*, LRA Report # 07-003
- May 30, 2007 The CAC reviews homeless housing issues to prepare for balancing the needs of the homeless with community needs for economic and other development.
- *Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only)* – City Report
- June 12, 2007 The LRA reviews the alternative site strategies for the Onizuka site and initiation of NOI deficiency correction phase.
- *Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only)* LRA Report #07-004
- June 15, 2007 The LRA Executive Committee reappoints Citizen's Advisory Committee members.
- *Appointment of Onizuka Air Force Station Citizen's Advisory Committee Members*, LRA Report #07-005
  - *Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment* – City Report
- September 19, 2007 The CAC reviews and comments on the alternative site analysis and path forward for reviewing NOIs.
- *Alternative Site Analysis for Proposed Homeless Housing and Path Forward for Review Notices of Interest (NOI) Proposals submitted by Homeless Service Providers for Onizuka Air Force Station (Information Only)* – City

Report

- November 19, 2007 The CAC holds a special meeting for homeless service providers to present their NOI projects.
- January 24, 2008 The CAC reviews and makes recommendations on balancing the needs of the VA, Homeless and the Community
- *Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community – City Report*
- January 24, 2008 LRA Executive Committee makes appointments to the CAC.
- *Onizuka LRA Executive Committee Appointment of Citizen Advisory Committee Members – LRA Report*
- January 24, 2008 LRA staff convenes a meeting of Sunnyvale auto dealerships to survey and identify their retention and expansion needs, plans, and interest in a retail Auto Center at Onizuka.
- February 6, 2008 Joint CAC/LRA meeting and tour of low/income and homeless housing similar to NOI proposals at Onizuka.
- February 12, 2008 The LRA reviews the proposed path forward and balancing the needs of Veterans Affairs, homeless and the Community at Onizuka AFS.
- *Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community, LRA Report #08-001*
- March 27, 2008 The CAC reviews and unanimously accepts Technical Report on Analysis and Feasibility of Conceptual Reuse Options.
- *Review and Acceptance of Onizuka Air Force Station Redevelopment Plan - Technical Report: Analysis and Feasibility of Conceptual Reuse Options – City Report*
- April 29, 2008 The LRA Executive Committee appoints member to the CAC
- *Review Onizuka Air Force Station Citizen's Advisory Committee Membership, Current Vacancy, and Duration – City Report*
- June 24, 2008 The LRA reviews proposed terms of agreement with homeless service providers that have submitted Notices of Interest in surplus property at Onizuka AFS.
- *Proposed Terms of Agreement with Homeless Service*

*Providers that have Submitted Notices of Interest in  
Surplus Property at Onizuka Air Force Station – LRA  
Report #08-002*

- July 16, 2008 The CAC reviews consultant land use analysis and makes recommendation to the LRA.
- *Request for Recommendation of Land Re-Use for Onizuka Air Force Station – CAC Report*
- July 28, 2008 The Sunnyvale Planning Commission comments on Land Reuse for the Onizuka Air Force Station.
- *Request for Recommendation of Land Re-Use for Onizuka Air Force Station – City Report*
- August 6, 2008 The Sunnyvale Heritage Preservation Commission reviews consultant's historic analysis report and makes a recommendation to the LRA.
- *Preliminary Assessment of the Local Historic Significance of Onizuka Air Force Station - City Report*
- August 26, 2008 The LRA selects Officers and Executive Committee Members
- *Selection of LRA Officers and LRA Executive Committee Members, LRA Report #08-003*
- September 16, 2008 The LRA convenes a closed session to discuss method of conveyance of Surplus Federal Property; Price and Terms of Payment
- September 30, 2008 The LRA convenes a study session to review dates for upcoming LRA meetings and public hearings leading to LRA adoption of the Final Onizuka AFS Reuse Plan.
- *Onizuka LRA Study Session Discussion*
- October 14, 2008 The LRA convenes a public hearing to Adopt Public Hearing Dates for the Onizuka Air Force Station (AFS) Reuse Plan.
- *Adopt Public Hearing Dates for Onizuka Air Force Station (AFS) Reuse Plan LRA, Report #08-004*
- November 18, 2008 The LRA holds a Study Session on the Draft Onizuka AFS Reuse Application
- December 2, 2008 The LRA convenes a public hearing to review the Onizuka AFS Reuse Application.
- December 9, 2008 The LRA Adopts Onizuka AFS Reuse Application.

### **Draft Onizuka Redevelopment Application: Availability for Public Review and Comment**

Meetings of the LRA, the LRA Executive Committee and the CAC on the plan were treated as public hearings to ensure statutory notices and create maximum feasible opportunity for public participation. As a consequence the CAC held ten public hearings at different stages in the preparation of the redevelopment plan for community review and comment. Pursuant to the Public Meeting Schedule and Communication Plan above, the key steps in the application process (such as LRA approval of the "term sheet" that would inform the LBA) were posted on the Onizuka Web page for presentation and discussion at public hearings.

### **Adoption of the Final Onizuka Redevelopment Application**

The Final Redevelopment Plan is scheduled for posting to the LRA's Onizuka BRAC Web page approximately 15 days in advance of the LRA's October 4, 2011 meeting, to provide for resident and stakeholder review of the recommended plan and comment prior to the scheduled meeting. The posting provides opportunity for identification of any issues and inquiry to resolve any remaining outstanding issues prior to LRA consideration of the plan.

### **Outreach to Homeless Assistance Providers in Vicinity of Onizuka**

Extensive efforts were made to contact Homeless Assistance Providers, as well as other entities in the vicinity of Onizuka, to announce the availability of the Onizuka AFS property and to solicit NOIs:

- On June 28, 2006 the Local Redevelopment Authority published advertisements in the *San Jose Mercury News* and the *Sunnyvale Sun* soliciting NOIs from state and local governments, homeless services providers and other interested parties, (see Exhibit 6.d, *Certified Newspaper Advertisement Availability of Surplus Federal Property to State and Local Eligible Parties, Including Homeless Service Providers, Onizuka Air Force Station, Local Redevelopment Authority, June 29, 2006*).
- On July 12, 2006 the LRA mailed letters soliciting NOIs to homeless services providers. The San Francisco Regional Office of the U.S. Department of Housing and Urban Development provided the LRA with information identifying homeless services providers in the area.
- On August 30 2006 the LRA mailed letters to state agencies and non-profits also announcing the availability of Onizuka and inviting NOIs.

- On September 21, 2006 the LRA mailed letters to local governments soliciting their interest in submitting an NOI.

The mailing list for the NOI solicitation letters is attached as Exhibit 6.e, List of Entities Receiving Notice of Interest Letters from the LRA.

#### **Workshop and Tour for Homeless Assistance Providers**

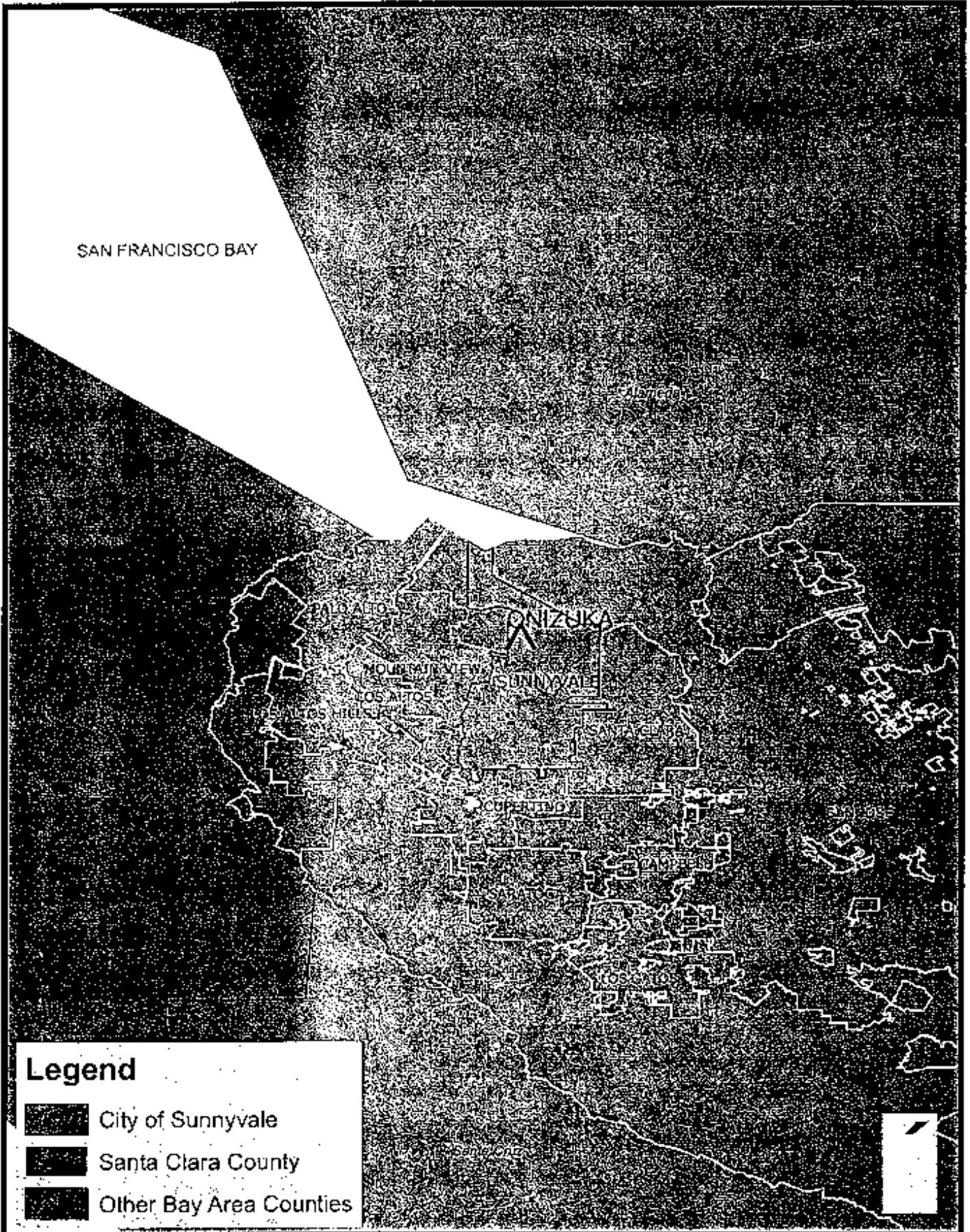
On September 13, 2006 the Onizuka LRA followed the Department of Defense's Office of Economic Adjustment, the Department of the Air Force and the Department of Housing and Urban Development (HUD) requirement to conduct a workshop for homeless assistance providers and others interested in submitting NOIs. Representatives of the Air Force and the LRA's Planning and Housing Divisions provided PowerPoint presentations to the audience describing the BRAC process and instructions for Completing a Notice of Interest. The presentation included a detailed description of the Onizuka site and an overview of the land uses in the vicinity of the site. The workshop was followed on October 4, 2006 by a tour of Onizuka AFS with representatives of organizations interested in submitting NOIs. On October 24, 2006 the Local Redevelopment Authority held group consultation meetings with homeless services providers to solicit input regarding current needs, services, outreach efforts and existing gaps in services to the homeless population in the City of Sunnyvale.

END

**Exhibit 1**

Onizuka Vicinity Map

# Onizuka Vicinity Map



**Exhibit 2**

City of Sunnyvale 2005-2010 Consolidated Plan

The City of Sunnyvale 2005-2010 Consolidated Plan can be viewed at  
<http://hudprograms.insunnyvale.com>

Hard copies also available at Sunnyvale City Hall

**Exhibit 3**

Notices of Interest (Public Information Only)

# Availability of Surplus Federal Property to State and Local Eligible Parties, Including Homeless Service Providers Onizuka Air Force Station, Local Redevelopment Authority

As required by the Base Closure Community Redevelopment and Homeless Assistance Act of 1994, as amended (the Redevelopment Act), and its implementing regulations, the Onizuka Local Redevelopment Authority for Onizuka Air Force Station is seeking notices of interest (NOIs) for surplus property at the installation.

State and local governments, homeless service providers and other interested parties may submit NOIs no later than 5 p.m., Tuesday, December 5, 2006. A listing of surplus property at Onizuka Air Force Station was published by the Department of Defense in the Federal Register on May 30, 2006. The complete listing can be obtained by calling the LRA contact person identified below.

NOIs for homeless assistance may be submitted by any state or local government agency or private nonprofit organization that provides or proposes to provide services to homeless persons and/or families residing in Sunnyvale.

A workshop will be held at the City of Sunnyvale's Community Center, 550 E. Remington Dr., on Wednesday, September 13, at 1:30 p.m. It will include an overview of the base redevelopment planning process, information on any land use constraints known at the time, and information on the NHI process, including criteria that will be used by the LRA. Information will also be provided regarding a tour of the installation for those agencies that will be submitting an NOI. To register for the workshop, please call the LRA contact person identified below by September 8, 2006. Attendance at this workshop is not required to submit an NOI, but is highly encouraged.

NOIs from homeless service providers must include: (i) a description of the homeless assistance program that the homeless service provider proposes to carry out at the Onizuka Air Force Station property; (ii) a description of the need for the program; (iii) a description of the extent to which the program is or will be coordinated with other homeless assistance programs in the communities in the vicinity of Onizuka Air Force Station; (iv) information about the physical requirements necessary to carry out the program, including a description of the buildings and property at Onizuka Air Force Station that are necessary in order to carry out the program; (v) a description of the financial plan, the organizational structure and capacity, prior experience, and qualifications of the organization to carry out the program; and (vi) an assessment of the time required to commence carrying out the program.

Entities interested in obtaining property through a public benefit conveyance (PBC), other than a homeless assistance conveyance, are invited to contact the following federal agency offices to find out more about each agency's PBC program and to discuss with the agency the entity's potential for qualifying for a conveyance of property:

**Parks and Recreation:**

Wendy Ormont  
National Center for Recreation & Conservation Federal Lands to Parks Program U.S. Department of the Interior National Park Service, 3449 L Street, NW Washington, DC 20240  
Telephone: (202) 334-6515  
E-mail: wendy\_ormont@nps.gov

**Corrections and Law Enforcement:**

Janet Quist, Special Projects Manager  
Bureau of Justice Assistance  
Office of Justice Programs  
U.S. Department of Justice  
610 Seventh Street, NW, Room 4413  
Washington, DC 20531  
Telephone: (202) 353-2392  
E-mail: janet.quist@usdoj.gov

**Port Facility:**

Keith Lemick, OAS, Department of Transportation  
Maritime Administration  
400 Seventh Street, SW, Room 7206  
Washington, DC 20590  
Telephone: (202) 366-4357, ext. 1624  
E-mail: keith.lemick@marad.dot.gov

**Education:**

Peter Wiczorek  
Director, Federal Real Property Group  
U.S. Department of Education  
13 Arch Street, Suite 1140  
Boston, MA 02110  
Telephone: (617) 289-0172  
E-mail: peter.wiczorek@ed.gov

**Self Help Housing:**

Janet Golick, Assistant Deputy Assistant Secretary  
Office of Multi-Family Housing  
Department of Housing and Urban Development  
451 7th Street, SW, Room 6110  
Washington, DC 20410  
Telephone: 202-708-2495  
E-mail: janet\_l\_golick@hud.gov

**Historic Monument:**

Thomas B. Kempster, Special Assistant  
AFRPA/DR-SA  
Air Force Real Property Agency  
1700 North Moore Street, Suite 2300  
Arlington, VA 22209-2802  
Telephone: (703) 696-5532  
thomas.kempster@afarpa.pentagon.af.mil

**Public Health:**

John Hicks  
Chief, Space Management Branch  
Division of Property Management/PSC  
Department of Health & Human Services  
Parkinson Building, Room 5D-41  
5600 Fishers Lane Rockville, MD 20857  
Telephone: (301) 443-2265  
E-mail: rpb@psc.gov

**Public Airport:**

San Francisco Airports District Office  
831 Mielen Road, Room 210  
Burlingame, California 94010  
Telephone: (650) 876-2778

**Wildlife Conservation: (Base Sites After April)**

Thomas B. Kempster, Special Assistant  
AFRPA/DR-SA  
Air Force Real Property Agency  
1700 North Moore Street, Suite 2300  
Arlington, VA 22209-2802  
Telephone: (703) 696-5532  
thomas.kempster@afarpa.pentagon.af.mil

NOIs for Public Benefit Conveyances must include: (i) a description of the eligibility for the proposed transfer; (ii) the proposed use of the property, including a description of the buildings and property necessary to carry out such proposed use; (iii) time frame for occupation; and (iv) the benefit to the community from such proposed use, including the number of jobs the use would generate.

For additional information or to register for the workshop or tour, contact Coryn Campbell at ccampbell@ci.sunnyvale.ca.us or (408) 730-7739, TDD (408) 730-7501.

*The City of Sunnyvale does not discriminate on the basis of race, color, religion, national origin, sex (including sexual harassment), handicap, or age in any of its policies, procedures or practices. This nondiscrimination policy covers admission and access to, or treatment or employment in, City of Sunnyvale programs and activities. Special Needs: The session locations are accessible to persons with physical disabilities. Pursuant to the Americans with Disabilities Act, the City of Sunnyvale will make reasonable efforts to accommodate persons with qualified disabilities. Persons who need special accommodations or auxiliary aids or services, such as interpreters for persons who are hearing impaired, a reader, large print or Braille, are requested to contact staff at (408) 730-7451, TDD (408) 730-7501, no less than five days prior to the public hearing so that appropriate arrangements can be made. If you have inquiries regarding the equal opportunity policies, the filing of grievances, or to request a copy of the City's grievance procedures, please contact the City's ADA Coordinator at (408) 730-7599, TDD (408) 730-7501, at least five days in advance of the meeting.*

**Published in Sunnyvale Sun and San Jose Mercury News**



**Exhibit 4**

Legally Binding Agreement

***Refer to Attachment C of the Report to the LRA***

**Exhibit 5**

Expression of Interest by the U.S. Department of Veterans Affairs



THE SECRETARY OF VETERANS AFFAIRS  
WASHINGTON

February 3, 2006



The Honorable Michael W. Wynne  
Secretary of the Air Force  
1865 Air Force Pentagon  
Washington, DC 20330-1665

Dear Mr. Secretary:

On January 4, 2006, I wrote to you to express the Department of Veterans Affairs' (VA) interest in further exploring the possibility of acquiring several properties of the Department of the Air Force. The properties were included in your December 7, 2005, notice of availability as part of the 2005 Base Realignment and Closure program.

In accordance with the notice of availability, I am enclosing the required applications to pursue three sites. We believe it is in VA's best interest to pursue acquisition of these properties to assist in carrying out our mission of delivering high-quality health care and benefits to our Nation's veterans. I appreciate your consideration of VA's applications for these sites.

Sincerely yours,

A handwritten signature in black ink, appearing to read "R. James Nicholson".

R. James Nicholson

Enclosures

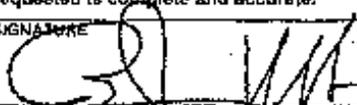
**DEPARTMENT OF VETERANS AFFAIRS  
REQUEST FOR TRANSFER OF PROPERTY  
BRAC 2005 – DEPARTMENT OF THE AIR FORCE**

1. Research Lab, Mesa, AZ
2. Onizuka Air Force Station, Sunnyvale, CA
3. Buckley Annex, Denver, CO

<b>REQUEST FOR TRANSFER OF EXCESS REAL AND RELATED PERSONAL PROPERTY</b>	1. GSA CONTROL NO.	PAGE OF 1 PAGES	<b>THIS BLOCK FOR USE BY AGENCY RECEIVING REQUEST</b>	
	2. DATE OF REQUEST		DATE REQUEST RECEIVED	
3. TO (Name, address and ZIP Code of agency being requested to transfer the property)  Department of the Air Force Office of the Assistant Secretary of the Air Force 1465 Air Force Pentagon Washington DC 20330-1665	4. FROM (Name, address and ZIP Code of agency requesting transfer of the property)  Department of Veterans Affairs 810 Vermont Avenue NW Washington, DC 20420		HOLDING AGENCY NO. (if any)	
			ACQUISITION COST \$	
			APPRAISED FAIR MARKET VALUE	
			REIMBURSEMENT \$	
5. REQUESTING AGENCY'S REPRESENTATIVE TO BE CONTACTED FOR FURTHER INFORMATION (Name, address and ZIP Code) James Sullivan / Lisa Thomas, PhD Department of Veterans Affairs 810 Vermont Avenue NW Washington, DC 20420		6. PROPERTY IDENTIFICATION AND ADDRESS (include ZIP Code) Onizuka Air Force Station 1080 Lockheed Martin Way Sunnyvale, CA 94089		
<b>7. REAL PROPERTY REQUESTED</b>				
<b>A. STRUCTURES</b>			<b>B. LAND</b>	
USE (a)	NUMBER OF BUILDINGS (b)	FLOOR AREA (Sq. Ft.) (c)	GOVERNMENT'S INTEREST (d)	AREA (Acres or Sq. Ft.) (e)
(1) OFFICE	1.00	50,560.00	(1) FEE	1.53
(2) STORAGE	1.00	2,200.00	(2) LEASED	
(3) OTHER (Specify)	1.00	4,205.00	(3) OTHER (Specify)	
(4) TOTAL	3.00	56,965.00	(4) TOTAL	1.53
B. RELATED PERSONAL PROPERTY REQUESTED No personal property requested.			9. ARE FUNDS AVAILABLE FOR REIMBURSEMENT FOR THE TRANSFER OF THIS PROPERTY? <input checked="" type="checkbox"/> YES <input type="checkbox"/> NO	

**10. CERTIFICATION**

Certification is hereby made that this agency has a need for the property identified above to carry on an approved program; that the transfer thereof to this agency for the purposes indicated would be in accord with the intent of the Congress with respect to that program; that the requirement cannot be satisfied by better use of this agency's existing property; and that the proposed land use is consistent with FMR 102-75.25 and 102-76.30. The statement of justification under block 11 below for the transfer of the property requested is complete and accurate.

SIGNATURE 	TITLE Secretary of Veterans Affairs	DATE 2-3-04
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**11. STATEMENT OF JUSTIFICATION** (This statement must include data with respect to all factors covered in Block 11, Instructions for Preparation of Form GSA-1334).

- a. See Air Force BRAC Application for Transfer Statement b.
- b. See Air Force BRAC Application for Transfer Statement c.
- c. See Air Force BRAC Application for Transfer Statement g.
- d. See Air Force BRAC Application for Transfer Statement h.
- e. See Air Force BRAC Application for Transfer Statements d and f.
- f. See Air Force BRAC Application for Transfer Statement e.
- g. See Air Force BRAC Application for Transfer Statement d.
- h. See Air Force BRAC Application for Transfer Statement h.
- i. VA has not yet performed this coordination, but intends to comply with requirements - see attached Form 1334 Note 11.i and Air Force BRAC Application for Transfer Statement j.

**Instructions for preparation of GSA-1334,  
Request for Transfer of Excess Real Property  
and Related Personal Property**

**General Instructions.**

This form shall be used by agencies when requesting the transfer of excess real property and related personal property therein as defined by 41 CFR 102-75.20. The original and first three copies shall be filed with the regional office of GSA or the agency which notified the requesting agency that the property is available.

**Block for Use of Agency Receiving Request.** Certain terms used in this block are explained as follows:

**Acquisition Cost.** Where the actual acquisition cost is known that cost, of course, will be used. If it is not known, an estimate will be substituted therefore.

**Appraised Fair Market Value.** The appraised fair market value shall be obtained and set forth in this block in all cases, regardless of whether the property is to be transferred with or without reimbursement.

**Reimbursement.** The actual monetary amount of reimbursement to be required will be shown; whether it be zero, the full appraised fair market value of the property, or fifty percent of that sum.

**Specific Instructions.**

- Block 1 Enter the GSA Control Number as shown on the Notice of Availability.
- Block 2 Enter the date the request is made.
- Block 3 Enter the name and address of the office of the agency to which the request is being made.
- Block 4 Enter the name and address of the office of the agency transmitting the request.
- Block 5 Enter the name and address of the requesting agency's representative to be contacted for further information.
- Block 6 Enter the official title or name shown on the Notice of Availability to identify the property and the street address, city, county, and State for urban property, or the RFD address, county, and State for rural property.
- Block 7 **ITEM A - STRUCTURES.**

**Column (b).** Enter the number of structures for office use on line (1); for storage use on line (2); and for other use on line (3), and specify on line (3) the intended use. Enter the total number of structures on line (4).

**Column (c).** Enter the gross floor area (in terms of square feet) of the space for office use on line (1); for storage use on line (2); and for other use on line (3). Enter the total gross floor area on line (4).

**ITEM B - LAND.**

**Column (b).** Enter the Government fee owned land on line (1); the Government-leased land on line (2); and the land used by the Government under other rights of occupancy on line (3), and specify on line (3) such rights of occupancy. Enter the total on line (4). Indicate the unit of measure used. Attach a survey description of the land or a drawing showing its boundaries and location.

ITEM C - UTILITIES

Enter a general description of the utilities and miscellaneous facilities, including facilities such as railroad trackage, docks, wash racks, and gasoline storage.

- Block 8 Enter a description of the nature of related personal property such as manufacturing equipment, maintenance equipment, and supplies.
- Block 9 Indicate by a check mark, in the appropriate square, whether or not funds are available for reimbursement for the transfer of this property.
- Block 10 Enter the signature and title of official of requesting agency authorized to make the application, and the date signed.
- Block 11 Enter the statement of justification for the transfer of the property requested. This statement must include data with respect to all of the factors set forth in 41 CFR 102-75.25. These data should be complete and fully documented as far as practicable. Generally, the following information will suffice as the basis for making a determination as to whether the transfer will be in the best interest of the Government.
- a. Show compatibility of the proposed use with the authorized program.
    - (1) Explain the specific use to be made of the property and describe the program for which it is to be used. Indicate how the use to be made of the property is compatible with the authorized program in order to demonstrate that the proposed transfer does not establish a new unauthorized program nor does it substantially increase the level of the requesting agency's existing program beyond that contemplated in the President's budget or by the Congress.
    - (2) Cite the statutory authority on which the program is based and identify the title of the appropriation (or appropriations) which supports the activity that will benefit from the transfer of the property.
  - b. Show that internal screening of agency property has not revealed any available, suitable property for the proposed use.
    - (1) Indicate the extent of the screening accomplished, including that property under permit or outlease.
    - (2) Name the specific alternate properties given consideration and discarded. State the reasons for rejection.
    - (3) Indicate any property revealed by such screening as excess to agency requirements. A report of excess should be processed covering any such property.
    - (4) Describe the property presently used for the activity and tenure of occupancy. If the property to be transferred will replace real property now under agency control which is presently required for the activity, a report of excess of the property being replaced shall be a condition of the transfer.
  - c. State the extent to which all buildings, facilities and land are to be used. If less than the full parcel is needed, the request for transfer should be made for only the portion needed, unless it can be shown that the remaining part probably could not be sold or utilized by another agency.
  - d. Give an estimate of the acquisition cost of other suitable property and an estimate of the probable sale price if the property requested for transfer were to be put to its highest and best use. If such purchase price is substantially less than the probable

sale price of the property proposed for transfer, give an explanation of why the purchase is not made instead of requesting the transfer.

- e. State the economies to be effected in the form of actual or estimated annual recurring savings, if any, in rental, maintenance operation, or other current costs resulting from the transfer. Show that the transfer will prove more economical over a substantial period of time than the acquisition of a new facility specifically planned for the purpose. In demonstrating the economies to be effected, specific consideration should be given to the design, layout, geographic location, age, and state of repair of the real property proposed for transfer as well as the aforementioned saving and current cost. Describe any other efficiencies in agency operation which will result from the transfer.
- f. Advise whether the program to be served by the transferred property is scheduled for substantial curtailment or termination. In such instances, the property may be transferred on a conditional basis with the understanding that it will be released for further utilization or disposal as surplus property at a time agreed upon when the assignment is arranged.
- g. State any other pertinent facts which the requesting agency may deem to be appropriate to justify the transfer.
- h. In those instances where the agency proposes to obtain the transfer without reimbursement, the documents required under the provisions of 41 CFR 102-75.190.
- i. Advise whether coordination has been had with State, regional, and local agencies to determine compatibility of the proposed use with their plans and programs in accordance with Executive Order 12372 which supercedes Part II of OMB Circular No. A-95, Revised, dated February 9, 1971, as amended.

When the requested property is listed or may be eligible for listing on the National Register of Historic Places, or is in the immediate vicinity of a property on the National Register, evaluate the effect on the historic character of the property of the proposed use of the property and any planned repair, rehabilitation, restoration, and maintenance work by applying the "Criteria for Effect" in the Procedures for Compliance with section 106 of the National Historic Preservation Act of 1966, issued by the Advisory Council on Historic Preservation. If it is decided there is a beneficial effect or no effect, state the decision and basis. If it appears that there may be an adverse effect on the property, the agency requesting the transfer of the property shall be responsible for taking all action required under the procedures of the Advisory Council on Historic Preservation to mitigate the adverse effects. The agency shall record actions taken and their disposition, and attach copies of appropriate documents.

**Supporting Documentation for Form 1334 – Sunnyvale, CA**

**Notes to Form 1334  
Onizuka Air Force Station**

Form 1334, Section 7:

**A. Structures**

Use: (1) Administrative		
Bldg. No.	Name	GSF
1002	Headquarters Building	50,560

Use: (2) Storage		
Bldg. No.	Name	GSF
1034	Storage Shed	4,205

Use: (3) Other		
Bldg. No.	Name	GSF
1018	Base Exchange	2,200

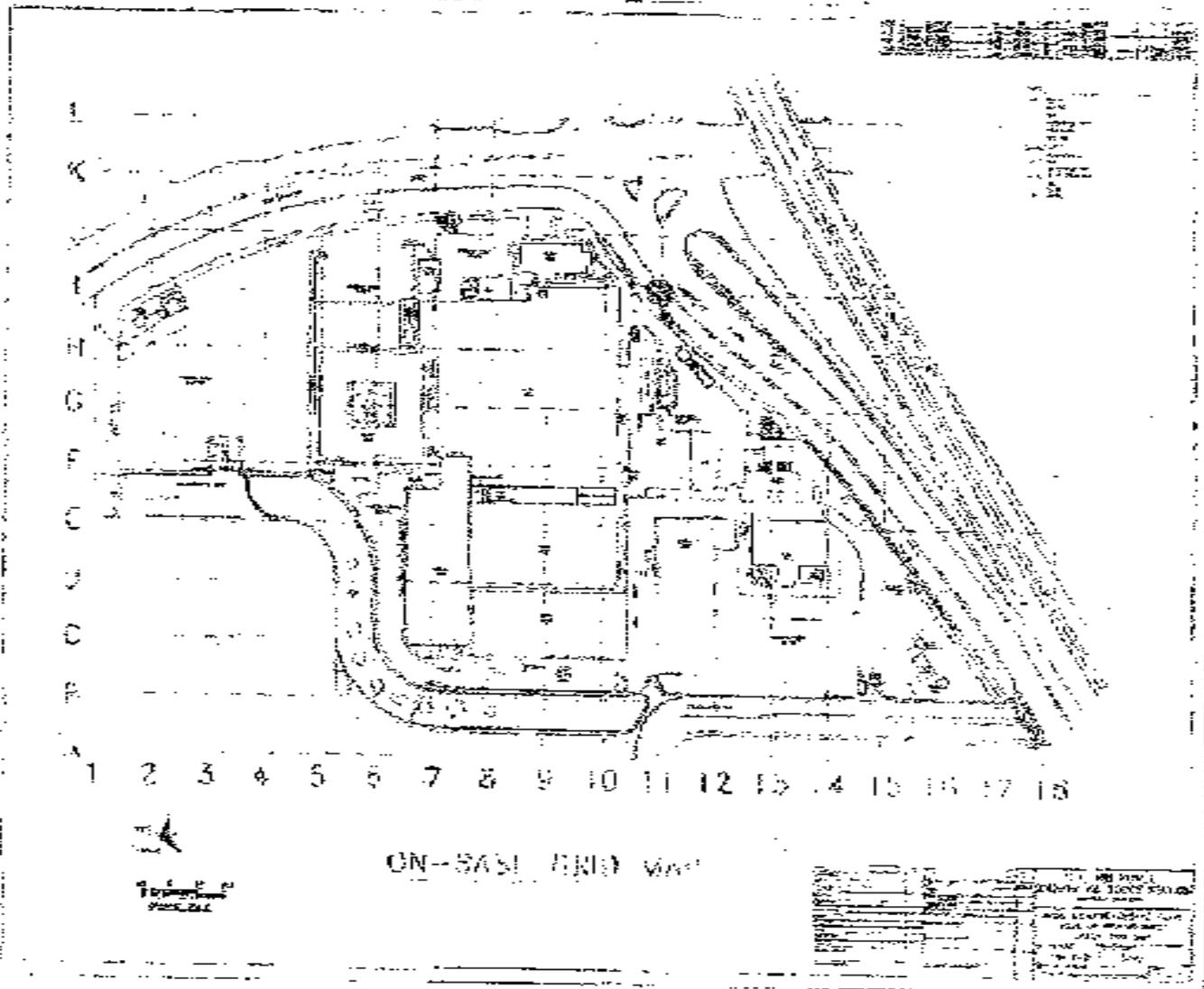
Total Structures		GSF
3 buildings*		56,965

\*Building inventory described does not detail additions to buildings and supporting structures on site (flagpoles, gardens, statues). VA requests all structures on site, including supporting structures and additions.

Supporting Documentation for Form 1334 – Sunnyvale, CA

B. Land

Survey of the premises showing its boundaries and location:



**Supporting Documentation for Form 1334 – Sunnyvale, CA**

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**B. Land Requested**

Footprint of Bldg. 1002	25,280 sf*
Footprint of Bldg. 1018	2,200 sf*
Footprint of Bldg. 1034	4,205 sf*
100 parking spaces	35,000 sf*
<b>Total</b>	<b>66,685 sf or 1.53 acres</b>

\*All square footages are approximations calculated using the gross square footage of the buildings and the number of floors. Parking spaces calculated by multiplying 300 sf per space by 100 spaces.

**Form 1334, Section 9:**

Funds available for reimbursement for the transfer of this property as delineated in the Air Force BRAC Application for Transfer Statement h.

**Form 1334, Section 11:**

i. None of the facilities referenced above are considered part of a "Historic District." VA will work with local government, community organizations and any other regulatory bodies, as necessary, to address coordination issues.

## Air Force BRAC Application for Transfer Requirements -- Sunnyvale, CA

a. A completed GSA Form 1334, Request for Transfer signed by VA Secretary

A completed Form 1334 signed by the Honorable R. James Nicholson, Secretary of Veterans Affairs is attached as required.

b. A statement that the request does not establish a new program (i.e., one that has never been reflected in a previous budget submission or Congressional action).

The Department of Veterans Affairs (VA), established as an independent agency under the President by Executive Order 5398 on July 21, 1930, was elevated to Cabinet level on March 15, 1969 (Public Law No. 100-527).

The Veterans Health Administration (VHA) operates the Nation's largest integrated health care system. It provides care to 4,997,772 million unique patients with 54,012,534 million outpatient visits in 2004. To carry out its mission to provide medical care, VHA operated (as of December 31, 2004) 157 hospitals, 669 outpatient clinics, 134 nursing homes, 42 residential rehabilitation treatment programs, and 206 readjustment counseling centers including facilities in every state, the Commonwealth of Puerto Rico, the American Virgin Islands, Washington, DC and Guam.

The Veterans Benefits Administration (VBA) is responsible for administering the Department's programs that provide financial and other forms of assistance to veterans, their dependents, and survivors. Major benefits include veterans' compensation, veterans' pension, survivors' benefits, rehabilitation and employment assistance, education assistance, home loan guaranties, and life insurance coverage. The VBA provides these services through its 57 regional offices.

VA provides services and benefits to eligible beneficiaries as authorized by Title 38, U.S.C. The property identified in this Request for Transfer will be utilized for the Medical Facilities and Research programs to support the program's annually appropriated activities.

### FOR MEDICAL FACILITIES:

The Medical Facilities appropriation finances the operations, maintenance, construction, and alteration of the VA health care systems' vast capital infrastructure. The capital investment accounts necessary to ensure VA's infrastructure is adequate to support the delivery of quality health care are within the Medical Facilities appropriation. The capital investment programs include:

*Major Construction:* Provides for constructing, altering, extending, and improving any VA facility for the provision of health-care services where the estimated cost of a project is greater than \$7,000,000.

*Minor Construction:* Provides for constructing, altering, extending, and improving any VA facility for the provision of health-care services where the estimated cost of a project is less than \$7,000,000.

*Grants for Construction of State Extended Care Facilities:* Provides for grants to assist States to acquire or construct State nursing home and domiciliary facilities in State homes, for furnishing care to veterans.

*Department of Veterans Affairs Capital Asset Fund:* Provides for costs associated with the transfer and future transfers of real property; enhancing medical care services to veterans by improving patient care.

### FOR RESEARCH FACILITIES:

This account is an intramural program whose mission is to acquire knowledge and create innovations that advance the health and care of veterans and the Nation. Veterans' health issues are addressed comprehensively in the following four program divisions and the medical

## Air Force BRAC Application for Transfer Requirements – Sunnyvale, CA

care research support required for these programs:

*Bio-medical Laboratory Research and Development Service.*—This research strives to understand the disease process so that efficient, rational interventions can be made to cure or alleviate the effects of disease. The program supports investigator-initiated research projects, the training of clinicians in basic and clinical research, and centers of excellence devoted to specific diseases. The research is done in areas particularly relevant to the veteran population—aging, chronic disease, mental illness, substance abuse, military occupations, and environmental exposures.

*Rehabilitation Research and Development Service.*—Rehabilitation Research is dedicated to the development and application of science and engineering to improve the care and quality of life for the physically disabled. The program supports investigator-initiated research projects, the training of clinicians and engineers in rehabilitation research, centers of excellence devoted to specific disabilities, and technology transfer. The research is done in areas particularly relevant to the disabled veteran population—aging, sensory loss, and trauma related illness.

*Health Services Research and Development Service.*—Health Services Research is directed toward improving the outcome effectiveness and cost efficiency of health care delivery for the veteran population. The program supports investigator-initiated research projects, the training of clinicians in applied clinical research, centers of excellence devoted to specific aspects of health care delivery, and service-directed projects addressing clinical management needs. The research focuses on the translation of research findings to clinical best practices for all veteran patients. Particular contributions are made in the areas of aging, substance abuse, health systems, and special populations.

*Clinical Science Research and Development Service.*—Clinical Science Research will encompass interventional and observational studies in humans, including pharmacological and surgical studies.

*Medical Research Support.*—Provides the indirect costs of the VA Research and Development program which includes such costs as the facility utility costs associated with laboratory space; administrative costs of human resources support, fiscal service, and supply service attributable to research; research's portions of a medical center's hazardous waste disposal and nuclear medicine licenses; and, most importantly, the funding for the time clinicians devote to their research activities. VA's Medical and Prosthetic Research programs are included in the Federal Science & Technology (FS&T) budget.

*Focus on Training Clinical Researchers.*—The objective of the Career Development program is to train an appropriate number of VA clinicians who can conduct research in areas of high relevance to the health care of veterans.

The Department of Veterans Affairs is funded through the Military Quality of Life/Veterans Affairs annual appropriation, most recently codified in P.L. 109-114 (2005).

The transfer of the Onizuka Air Force Station does not establish a new program and is compatible with currently authorized and funded VA activities. The VA Palo Alto Health Care System has become overcrowded due to a growing patient population and an increase in research programs. Many of VA's research functions are located in facilities considered Exceptionally High Risk according to seismic reports. The VA would like to relocate some non-wet lab research functions a portion of the Onizuka AFS property including one administrative building (Building 1002) and utilize two storage structures (Buildings 1018 & 1034) for support.

## Air Force BRAC Application for Transfer Requirements – Sunnyvale, CA

c. A statement that the requesting Component or agency has reviewed its real property holdings and cannot satisfy its requirement with existing property. This review must include all property under the requester's accountability, including permits to other Federal agencies and outleases to other organizations.

(1) The extent of internal screening of property, including property under permit or outlease:

The VA Palo Alto Health Care System is one of the largest and fastest growing VA Medical Centers within the Department of Veterans Affairs due in part to its strong academic affiliation with the Stanford University School of Medicine. VA's Capital Asset Inventory (CAI) database for VA Palo Alto Health Care System's Palo Alto Division shows that it currently contains 1,402,893 GSF of space, while the VA Space Driver Database shows a space requirement of 1,703,890 SF based on the existing workload and functional level that the Division maintains.

Based on these two databases, the Palo Alto Division campus has an existing space deficiency of 300,997 GSF. In addition, outpatient encounters have increased 38 percent over the past four years and VA's actuarial projections predict a 20 percent increase in outpatient workload by 2012. During this same time period, Palo Alto Division's research staff has increased by 30 percent to over 750. Based on the aforementioned space requirements, the VA does not have any available or suitable property on the Palo Alto Division campus to expand its operations.

Furthermore, the Palo Alto Division operates a number of seismically deficient buildings, buildings that have been identified as Exceptionally High Risk and structural engineers have concluded that during a significant seismic event, these buildings "are in danger of collapsing."

As a result of these space and functional issues, the Onizuka Air Force Station provides an excellent opportunity to decompress the Palo Alto Division campus by relocating research activities capable of operating remotely.

(2) Name of specific alternate VA properties considered, but rejected (state why rejected?):

There are no VA sites available to accommodate VA's existing research programs.

(3) Indicate property identified as excess to VA needs during screening (complete report of excess):

There is no excess VA property in the San Francisco Bay, central to both campuses, available for reuse. The VA Palo Alto Health Care System has seen tremendous clinical and research growth over the past five years. As a result, any underutilized space has been completely accounted for and is currently occupied. In addition, approximately 50 percent of VA Palo Alto Health Care buildings are considered seismically unsafe.

(4) Describe property presently used for VA activity and tenure of occupancy (if replacing current property, a report of excess will be a condition for replacement):

Over 50 percent of VA Palo Alto Health Care System's buildings have been identified as seismically unsafe. Thus the 340,740 GSF of research space available at the Palo Alto campus today will be reduced by 157,750 SF when seismically deficient buildings are razed. Additionally, the expected demolition in 2008 of building 206 (72,300 SF) and building 301 (7,600 SF) at VA's Menlo Park Division, will further constrain already tight research space.

It is expected that both research funding and outpatient encounters will continue to grow over the next few years, further constraining both Palo Alto and Menlo Park campuses. Needed square feet of research for 2005 based on funding was 346,667 SF, about 5,927 SF greater than current VA facilities accommodate. As research funding increases, the gap variance between actual space and needed space will grow.

### **Air Force BRAC Application for Transfer Requirements – Sunnyvale, CA**

Relocating research functions that require limited to no patient studies from Palo Alto and Menlo Park will:

- 1) Enable the decompression of the Palo Alto and Menlo Park to provide more space for patient care
- 2) Facilitate the expansion of research facilities with ample parking and available space for an increasing number of research staff.
- 3) Provide a seismically safe space for current Palo Alto and Menlo Park research functions and allow for old research facilities to be razed.

**d. A statement that the requested property would provide greater long-term economic benefits for the program than acquisition of a new facility or other property.**

The combination of parking and accessibility to the other area VA facilities makes this location a priority.

The location of the Onizuka Air Force Station is central to both Palo Alto and Menlo Park campuses and has parking capacity of 100 spaces. This property is ideally located adjacent to Highway 237 and in close proximity to U.S. 101, resulting in a 10-15 minute commute from the Palo Alto and Menlo Park Divisions. VA Palo Alto Health Care System would have difficulty identifying and acquiring a similar parcel within the Cities of Palo Alto or Menlo Park. Palo Alto and Menlo Park remain among the most expensive locations in the United States in terms of property valuation because it is situated in the center of Silicon Valley.

**e. A statement that the program for which the property is requested has long-term viability.**

The Department's mission is to serve America's veterans and their families with dignity and compassion and to be their principal advocate in ensuring that they receive medical care, benefits, social support, and lasting memorials promoting the health, welfare, and dignity of all veterans in recognition of their service to this Nation. The estimated total veteran population was 24,793,000 as of September 30, 2004. This included 8,147,000 Vietnam era veterans, representing the single largest period-of-service component of the veteran population. Gulf War era veterans now comprise the second largest component, numbering 4,105,000. World War II veterans numbered 3,815,000, while Korean conflict veterans totaled 3,423,000. Regardless of the sequence of events in the future, VA remains dedicated to the core mission of serving our nation's veterans.

**f. A statement that considerations of design, layout, geographic location, age, state of repair, and expected maintenance costs of the requested property clearly demonstrate that the transfer will prove more economical over a sustained period of time than acquiring a new facility.**

For the reasons noted in statement "d" above, VA has estimated that transfer of the facility will prove more economical over a sustained period of time than acquiring a new facility.

In support of this determination, the attached inventory of buildings and structures includes descriptive elements such as age, size, construction, condition, current use, contents and any historical or other constraints that were used by VA in making this determination (please see

**Air Force BRAC Application for Transfer Requirements – Sunnyvale, CA**

chart after statement "f").

- g. A statement that the size of the property requested is consistent with the actual requirement.**

The VA Palo Alto Health Care System has identified the potential reuse of the site to accommodate only a portion of its non-wet lab research functions to alleviate space deficiencies elsewhere due to expanding research programs as well Exceptionally High Risk (HER) structures within the existing buildings. The total space need for its non-wet lab research functions is as high as 237,000 SF even though the available GSF at this location is only 60,560 GSF.

- h. A statement that fair market value reimbursement to the Air Force will be made at the later of January 2008 or the time of transfer, unless this obligation is waived by the Office of Management and Budget and Air Force, or a public law specifically provides for a non-reimbursable transfer. (This requirement does not apply to requests from DOD Components).**

Fair market value reimbursement to the Air Force will be made at the later of January 2008 or the time of transfer, unless this obligation is waived by the Office of Management and Budget and Air Force. This commitment is subject to Congressional appropriations and negotiations on the fair market value to fund the reimbursement.

- i. A statement that the requesting DOD Component or Federal agency agrees to accept the care and custody costs for the property on the date the property is available for transfer, as determined by the Air Force.**

The VA agrees to accept the care and custody costs for the property on the date the property is available for transfer, as determined by the Air Force. The VA reserves the right to negotiate with the Air Force for a specified period of time to resolve unidentified/unknown issues at the time of transfer.

- j. A statement that the requesting agency agrees to accept transfer of the property in its existing condition, unless this obligation is waived by the Air Force.**

Should the Air Force opt not to waive this obligation, the VA agrees to accept transfer of the property in its existing condition on the basis that all environmental, historic, cultural and archeological constraints have been identified by the Air Force prior to transfer. The VA reserves the right to negotiate with the Air Force for a specified period of time to resolve unidentified/unknown issues at the time of transfer.

Should the Air Force opt to waive this obligation, then the property shall be transferred in a condition agreed upon by the VA and the Air Force. This includes a resolution to all environmental, historic, cultural and archeological constraints identified by the Air Force or the VA prior to transfer. The VA still reserves the right to negotiate with the Air Force for a specified period of time to resolve unidentified/unknown issues at the time of transfer.

**Air Force BRAC Application for Transfer Requirements – Sunnyvale, CA**

**Supporting Documentation for Air Force BRAC Application for Transfer Section f:**

<b>Building</b>	<b>Size</b>	<b>Description</b>
Headquarters Building (1002)	50,560 SF	<u>Date constructed:</u> 1969 <u>Levels:</u> 2-story with no elevators <u>Walls:</u> Concrete block outside; Demountable partitions inside the building <u>Restrooms:</u> Men's and women's <u>Contents:</u> Administrative space throughout the building including refurbished space upstairs with dark wood, carpet, and conference rooms
Base Exchange (1018)	2,200 SF	<u>Date constructed:</u> 1981 <u>Levels:</u> 1-story <u>Construction:</u> Concrete/metal
Storage (1034)	4,205 SF	<u>Date constructed:</u> 1988 <u>Levels:</u> 2-story <u>Construction:</u> Metal
<b>Total</b>	<b>56,965 SF</b>	

# CITY OF SUNNYVALE

*The Heart of Silicon Valley*™

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Office of the City Manager

August 4, 2011

Mr. Stephen TerMaath  
Chief, BRAC Program Management Division  
Air Force Real Property Agency (AFRPA)  
2261 Hughes Avenue, Suite 121  
Lackland, AFB, TX 74236-9821

**Subject: Onizuka Air Force Station  
Amended Department of Veteran Affairs Fed-to-Fed Request**

Dear Mr. TerMaath:

This letter confirms that the Onizuka Local Redevelopment Authority (LRA) supports the amended and enlarged fed-to-fed request, dated May 18, 2011 (Exhibit A), from the Department of Veteran Affairs (VA) to the Air Force Real Property Agency (AFRPA) for the transfer to the VA of an approximately 4.4-acre site at the former Onizuka AFS as depicted on the attached exhibit prepared by AFRPA.

Endorsement and support of the amended and enlarged VA site is provided with the following understanding:

1. The transfer to VA excludes any right-of-way that may need to be reserved to access Innovation Way.
2. That no development restrictions or easements will be imposed on any of the lands immediately to the north or south of the VA site that would encumber or restrict future development of these properties.
3. It is noted that the south property line for the VA site crosses through existing building(s). The VA shall bear full responsibility for demolishing all portions of buildings located on its property and shall fully secure and structurally stabilize any building that will remain partially demolished.

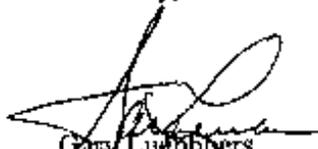
August 4, 2011

**Subject: Onizuka Air Force Station  
Amended Department of Veteran Affairs Fed-to-Fed Request**

4. Finally, the VA shall bear full responsibility for securing and fencing its property as may be required.

Please call Hanson Hom, Director of Community Development, if you have any questions. Your support and cooperation throughout the LRA planning process has been much appreciated. We look forward to completion of the BRAC process and final disposition of the parcels.

Sincerely,



Gary Lubbers  
City Manager

Cc: Hanson Hom, Director of Community Development  
David Kahn, City Attorney  
George Schlossberg, Kutak Rock  
Steve Mayer, AFRPA/WREC

Exhibit A: Onizuka Air Force Station - Proposed Parcels, dated May 18, 2011

Exhibit A

Preliminary  
Onizuka Partition Plan B  
May 18, 2011

