DATE: February 8, 2011

TO: Onizuka Local Redevelopment Authority (LRA)

FROM: Hanson Hom, Director of Community Development

THROUGH: Gary Luebbers, City Manager

RE: Alternative Land Use Options for Onizuka Air Force Station, including Possible Public Benefit Conveyances (PBC)

PURPOSE
The purpose of this memo and study session item is to present the LRA with possible PBC options of a fire station expansion and/or park for a recreational field facility and to receive feedback regarding the preferred option.

BACKGROUND
On October 5, the LRA provided direction to staff to abandon the auto center concept and Economic Development Conveyance (EDC) and to amend the Redevelopment Plan to pursue alternative land uses for the Onizuka AFS site consistent with the Moffett Park Specific Plan (MPSP) and existing MP-I zoning for the property, with the exception of office uses that generated significant peak hour vehicular trips. They asked staff to further evaluate possible PBC uses such as a branch library, education facility, public health care facility, corporation yard, City park or law enforcement/emergency operations center. Further, they asked staff to investigate the feasibility of a data center and possibly adapting the Blue Cube for such a use.

As the LRA is aware, the Air Force (AF) is scheduled to close the Onizuka site and deliver the respective parties their requested land by September 2011. The Air Force has indicated concern with the amount of time associated with completing the PBC process by the projected closure date. The AF has requested that the LRA submit PBC application(s) by April 15, 2011 to the appropriate federal sponsoring agency, if that is the LRAs preferred alternative. Based on the two options, this would be the Federal Emergency Management Agency (FEMA) for the fire station expansion and the National Park Service for the public park (see discussion below).
DISCUSSION

Homeless Housing
Two homeless housing providers have submitted claims for land at the Onizuka site. The first is Charities Housing which has a claim of 1.9 acres at the northern tip of the site. MidPen Housing Corporation has the second claim for 4.2 acres located at the southwest corner of the site. Since the initial submittal, both providers have reduced the amount of the land requested to fine tune the proposed projects. As of January 2011, the Charities Housing claim is now 1.5 acres and the MidPen Housing claim is now 3.1 acres. The proposed reductions will require approval by the LRA, modifications to the Legally Binding Agreement and approval by the Department of Housing and Urban Development (HUD).

Staff is working with both providers to verify the financial feasibility of the proposed projects based on the current availability of financing and site constraints (lack of support services in the area). Depending on the information provided, the LRA may choose: to support both providers; only support one provider; not support any housing at the site; or work with the providers to relinquish their claims at the site. Staff will provide additional information at the LRA meeting in early March.

The requested reductions and recent direction from the LRA to study alternative land uses provide the opportunity to reevaluate the feasibility of housing at the site. One possibility if the LRA supports the homeless housing claims is to relocate the claims to the southern area of the site to work on a combined project. This combined project at the southern edge of the site would allow for a possible fire station expansion onto the Charities Housing claim (see discussion below). In addition, the LRA may pursue alternative site location(s) for the housing providers in the Legally Binding Agreement (LBA). Based on the claims the providers have (if exercised and approved by HUD), a total of 120 units will need to be provided, unless modified through negotiations between the providers and HUD.

Veteran Administration (VA)
The VA has requested additional land to the north of their original claim. The additional area is approximately 1.9 acres and will allow for future expansion of the office space and additional parking area. The additional area would encroach into the existing Charities Housing claim (unless moved to the southern corner) reducing it below their updated area of 1.5 acres. The additional area is subject to review and approval by the LRA.

Land Use Alternatives
Staff researched the land uses alternatives and PBC Options discussed at the October 5, 2010 LRA meeting. Staff finds that only two of the PBC uses appear to be potentially feasible at the site. Attachment A briefly summarizes the uses that
the LRA requested staff to further evaluate. The following provides further discussion on the potential land use options for two possible PBCs and/or MPSP.

- **Fire Department Expansion (PBC)**
  The Department of Public Safety (DPS) has indicated that the existing Fire Station (#5) needs better access, updating and additional space. DPS has recommended that the Station #5 site extend the southern property line to the south 150 feet to allow for better access, parking and storage and the future ability to construct a new fire station. The PBC for the fire station site expansion would be sponsored by the FEMA and the land could be acquired as a no cost conveyance. The associated costs for a simple land acquisition for better site access, parking and storage is estimated to cost approximately $630,000 for design, demolition and construction of improved access, paving, fencing and landscaping. The estimated costs for a new fire station and expansion would be approximately $7.5 million with annual on-going operational costs of $1.8 million. The funding source for the new station would be the General Fund.

- **Public Park/Sports Complex (PBC)**
  The Department of Community Services has indicated that there is a need for larger recreational fields in the community. Based on the current land configuration, the central portion (8.6 acres) of the Onizuka site could accommodate up to three multi-use fields, bathrooms and a concession/maintenance building. A PBC for a public park 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 costs associated for demolition and site preparation may be credited in the acquisition fee. The estimated costs for a new park facility on the 8.6 acres would be approximately $11 million with annual on-going operational costs of $90,000. The funding source for the new park would be the park dedication in-lieu fees, private financing or a combination of both.

  In addition, if the Homeless Housing providers are combined to the southern corner of the site and then relocated, this additional area may be added to the park area. It may accommodate additional recreational fields, parking and passive space as determined by the Community Services Department. The additional area may increase the total park development cost to approximately $17 million and $130,000 for on-going operational costs.

  A Phase II study (soil sampling) will need to be completed to verify if any soil contamination exists. Although a Phase I study has been completed by the AF as part of its required compliance with the National Environmental Protection Act (NEPA), the completed Phase I assumed an office or auto center concept, which would not result in “sensitive” user groups. Staff received preliminary estimates ranging between $20,000 and $30,000 for
approximately five to six soil samples and associated testing. The estimated development costs cited above ($11 million) include approximately $1 million for soil remediation.

If the sports complex is constructed and operated by the City, then all costs (construction and operation) would be burdened by the City. Funding would come from the Park Dedication In-lieu Fund or General Fund and funding may need to be pulled from existing projects in order to comply with NPS timelines (as established through negotiations). An alternative is working with a private company to construct and operate the sports complex. This would require a long term lease with the provider and a management plan that complies with NPS requirements to achieve a no-cost PBC.

Moffett Park Specific Plan (No PBC)
The Moffett Park Specific Plan (MPSP) is designed to support a mix of development geared towards Class A office and Research and Development (R&D) uses. These uses could be appropriate for the site due to the proximity of light rail and availability of alternative means of transportation to accommodate the traffic associated with these uses. In addition, the site is located at a gateway into the Moffett Park area, as designated in the Community Design Sub-Element.

The site is zoned MP-I which allows a variety of uses ranging from Class Office to R&D uses. MP-I limits development to a 0.35 FAR with the ability to increase to 0.50 FAR. However, the MPSP currently limits the Onizuka site to 0.35 FAR with no ability to exceed this limit. Therefore, redevelopment of the surplus area (assuming the homeless housing claims are relinquished) is capped at approximately 193,000 square feet of commercial and industrial space.

The LRA has indicated concerns regarding office uses at the site due to the potential congestion on Mathilda between State Highway 101 and Innovation Way. To address these concerns, the LRA has possible options for alleviating congestion, which include the following:

a) Require a Traffic Impact Analysis (TIA) for any new or redevelopment of the site and identifying possible traffic mitigation measures through this analysis.

b) Require a Transportation Demand Management (TDM) program with a higher traffic reduction goal than specified in the MPSP (currently 20%).

c) Modify the MPSP and Zoning Code to allow development consistent with the MP-I Zoning (maximum FAR of 0.50 or up to 260,000 square feet), and reduce the available Moffett Park Development Reserve (currently 3.4 million square feet) equal to the amount of new development.

d) Maintain the current 0.35 FAR (193,000 square feet) and reduce the Moffett Park Development Reserve by this amount.
As noted above, the subject property is a gateway parcel into the Moffett Park area and it provides the opportunity for a project that will serve as a defining entry feature into the area. The above traffic options could alleviate traffic congestion.

**PBC PROCESS**

As part of the PBC process, the sponsoring agency will require a deed restriction limiting the use of the land and establish timelines for improvements of the property to achieve the specified use. The PBC for the expansion of the fire station may be developed in several ways ranging from the need for land to allow clear and safe access to the site to the full demolition and construction for a new fire station. If the LRA chooses to move forward with this option, staff will provide alternatives and implications for the fire station property expansions. A PBC for a park will require actions (studies, demolition and or construction) to occur within three years of the transfer of the property or otherwise agreed upon with the sponsoring agency. A PBC application will typically require a financing plan, environmental determination, and public benefit documentation (need assessment). As noted above a Phase II will be required as part of the PBC application for submittal to the NPS. The LRA may establish action timelines with the NPS as part of the park PBC.

**OPTIONS**

The following options are available for LRA consideration based on the October 5, 2010 direction:

- **Option 1: Baseline**
  This option assumes the current status quo for VA claims and homeless housing providers and not pursuing the remaining surplus of 8.6 acres, which will be sold by the Air Force and redeveloped by a private developer consistent with the Moffett Park Specific Plan (see Attachment B, Option 1).

- **Option 2: Fire and Park PBCs**
  This option would involve the City pursuing PBCs for the expansion of Fire Station #5 site and the creation of a public park/sports complex and the consolidation of the homeless housing provider claims to the southern portion of the site. The LRA may choose to recognize the homeless housing claims on the site or the LRA may negotiate with the providers to relinquish their claims. If relinquished, the additional area may be folded into the park area (see Attachment B, Option 2):

- **Option 3: Fire PBC**
  This option would involve the City only pursuing a PBC for the expansion of the Fire Station #5 site and the consolidation of the homeless housing provider claims to the southern portion of the site. The remainder surplus property would be sold by the Air Force. The LRA may choose to recognize the homeless housing claims on the site or the LRA may negotiate with the
providers to relinquish their claims. The additional area may be folded into the surplus property and developed consistent with the Moffett Park Specific Plan (see Attachment B, Option 3). In addition, the LRA may restrict high traffic generating office uses or conditionally allow office uses with specific requirements to address potential traffic concerns as noted above.

**NEXT STEPS**

A public hearing is scheduled for March 1, 2011 and it is anticipated that the LRA will take action on the preferred land use and PBC options. The following actions will be requested at the March 1, 2011 meeting:

1. Decision on preferred land use(s);
2. Direct staff to submit a PBC request for City PBC(s) with Department of Defense (DoD), AF and federal sponsoring agencies, if directed by LRA;
3. Direct staff to begin preparing an amended Redevelopment Plan based on the preferred land use(s);
4. Direct staff to begin preparing amendments to the Homeless Assistance Submission (HAS) and Legally Binding Agreement (LBA); and
5. Direct staff to initiate preparation of supplemental technical studies as applicable.

The amended Redevelopment Plan and HAS will be presented to the LRA for action in May 2011.

**RECOMMENDATION**

The subject site is located in an identified gateway area (Community Design Sub-Element) and redevelopment of the site is prime for Class “A” corporate office or a commercial use and could set a strong entry statement that complements the Moffett Park area. The site is highly visible and is a key gateway feature into Moffett Park.

The funding required for the Fire Station PBC may be minimal depending on how the project is proposed to FEMA. Given budget constraints, the sports/recreation field complex would only be feasible if it is financed, constructed and managed by a private entity through an agreement with the City at minimal or no-cost to the City.

Consistent with the intent of the Moffett Park Specific Plan and the Community Design Guidelines and because minimal funding is needed for the Fire Station PBC, staff recommends the LRA consider Option 3: Fire PBC and MPSP uses and to recommend that staff identify tools to address traffic concerns.

Further, staff recommends continuing discussions with the homeless housing providers regarding possible incentives to relinquish their Onizuka claims and identify a more suitable alternative site in Sunnyvale. Staff recommends adopting a Redevelopment Plan without homeless housing if possible. This would likely
require using housing mitigation funds to relocate the homeless housing providers from the Onizuka site. Alternatively, the LRA could choose to not recognize either claim or only one of the homeless housing claims without assistance.
**BRANCH LIBRARY**

**Facility Needs**
A branch library is a smaller service outlet, strategically located in the community. Branches tend to have less in-depth print reference material, small collections and limited programs in general when compared to a main library. As neighborhood-oriented facilities, they usually focus on children, formal learning support for students and adult popular materials. Other features seen locally in branch libraries are information and reader’s advisory services, teen collections, magazines and newspapers, public Internet access, self-checkout machines and delivery of reserved items from the main Library. Branch libraries augment main Library services by duplicating the most highly used materials and services. The December 9, 2008 Branch Library Study Issue indicated that the North Sunnyvale area needed a branch library facility, which would serve the residential population.

**Siting Criteria**
Minimum facility siting requirements for the successful operation of a branch library include:
- The building location is not isolated and there is foot traffic, including on evenings and weekends.
- The building is visible from the street.
- Locate the branch library at a reasonable distance from the main library.
- Target areas with significantly high or low numbers of users. Areas with high numbers of users could be targeted to ensure that branch library services would be utilized, and areas of low numbers of users could be targeted to provide services to residents who had not previously utilized library services.
- Establish the branch library in an area of anticipated population growth.

**Fiscal Impact**
The Branch Library Study provided cost estimates for branch libraries ranging in size from 10,000, 15,000 to 20,000 square feet. The following table indicates the estimated construction/startup costs and ongoing/operation costs. These calculations were based on 2008 indexes and would need to be updated to 2011 indexes and the cost of demolition would also need to be factored in.

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<th>Square Footage</th>
<th>Construction &amp; Startup Costs</th>
<th>On-Going Costs</th>
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Staff Conclusion
The Onizuka site is not appropriate for a branch library. Although the 2009 Branch Library Study Issue indicated that North Sunnyvale area is in need of a branch library, this site is isolated from the community that it would serve due to the Route 237 and it is located on the western edge of the City. This is location is contrary to the intent of a branch library, which should be located in the community that it is serving.
EDUCATION AND MEDICAL FACILITIES

Background
During the initial BRAC process in 2006, the LRA contacted several educational and medical facilities and providers and posted a notice in local papers requesting a Notice of Interest (NOI) from interested parties. At the time, the LRA received NOIs from two homeless housing providers and was contacted by a representative of the Cogswell Polytechnic College. The homeless housing providers filed the NOIs with the sponsoring federal agency (HUD) and Cogswell never filed a NOI.

- **Educational Contacts**
  Staff contacted the Department of Education in Washington DC to confirm if they had been contacted by any other educational providers in 2006. Mr. Jack Burrows at the Department of Education indicated that they had only been contacted by the Cogswell Polytechnic College. Mr. Burrows provided the name of the college’s contact. Staff spoke with Bonnie Phelps of Cogswell College and she indicated that they were interested in the office building that the Veterans Administration received. Ms. Phelps was informed that the LRA was potentially considering opening the PBC process again; however, she indicated that there were no other buildings on the site that would serve the needs of the college. Staff also contacted representatives at San Jose State University and the Art Institute and they indicated that there was no interest.

- **Medical Facilities**
  Staff also contacted representatives from Kaiser Permanente, Palo Alto Medical Foundation and Health Med Realty (provider of healthcare real estate services). The representatives indicated that they were not interested in locating a health care facility at this site.

**Staff Conclusion**
Although the site is located in an area with easy access via light rail and major transportation routes, the extensive demolition and site preparation costs appear to be a deterrent in current economic times. Additionally, Kaiser and PAMF have developed regional plans for strategically locating hospitals and support health care facilities, and the Onizuka site does not fit into their overall plans.
CITY PARK

Facility Needs
The Open Space and Recreation Sub-Element and Parks of the Future Study (POTF) have cited a need for additional sports fields in Sunnyvale. One of the ways to meet that need would be to develop a grouping of fields in one location. This sports field complex would include lit synthetic soccer, softball multi-use fields, parking lot, restroom, concession building, landscaping, pathways and lighting. It would serve both the Sunnyvale community and regional area.

Siting Criteria
It is beneficial for sports complexes to be located in areas with easy access and areas that would not be as impacted by the intensity of the use. The Onizuka site would be preferable for the following reasons:
- Onizuka is near a major transportation hub of the 85, 237, and 101 freeways. In addition, the newly completed Bay Trail and Stevens Creek Trail are nearby.
- North of Highway 101 in Sunnyvale has been designated by two different reports as lacking in open space.
- The lack of housing in the immediate area allows for nighttime noise and lighting without disturbing residents. In addition, the increase of traffic will not upset or impact any neighborhood.
- This 8.66 acre parcel (center “surplus” parcel) in Sunnyvale which is considered built-out may be one of the last large parcels to become available for some time.

Fiscal Impact
City-Financed: If used for a public sports complex, it is possible that the City could acquire this property from the Federal Government at no cost. The cost to then construct an 8.66 acre park with sports fields and a restroom/concession building is roughly estimated at $11,050,621. These numbers are contingent on amenities constructed and possible hazardous materials remediation. Annual additional operating costs are estimated at $10,000 per acre or $86,600. The 20-year cost increase to the General Fund would be $1,732,700 without inflation.

Privately-financed: There are firms that help cities create sports facilities that eventually pay for themselves. Under this option, the city would again acquire the property at no cost. A private firm would then finance the development and operation of the sports complex in return for a long-term lease arrangement. Further analysis would need to be conducted if this option were attractive to City Council. Staff would engage with interested private firms to see if the numbers might “pencil out”. Arrangements of this nature typically provide for some “below-market” play during non prime-time hours (e.g., youth groups or drop-in play), but require that users pay market rates during evenings and weekends.
**Staff Conclusion**

All factors considered, this represents the most attractive PBC option, assuming the land could be acquired through a no-cost conveyance and a private firm was willing to develop and operate the site at no cost to the City (i.e., in return for a long-term lease arrangement). In this manner, the City would provide additional sports fields to the community at no cost to the City. The site is a good one based on community need, location, limited availability of land and the type of intended facility. The demolition and site preparation work may be cost prohibitive estimated at $2.5 million. In addition, further studies, such as a Phase II (soil sampling) will need to be conducted to verify that no further soil remediation will be required (study estimated between $20,000 to $30,000). If soil remediation is required this could cost an addition $1.5 to $2 million.

Staff does not recommend further pursuit of an option that would entail the City financing the development and operation of a sports complex.
LAW ENFORCEMENT/EMERGENCY OPERATIONS

Facility Needs
Sunnyvale's training facility and fire stations, while well maintained and strategically located, are in need of redesign to reflect the changing, activities of the fire service and the needs of the community due to redevelopment, intensification and height of structures.

The City of Sunnyvale currently has six fire stations located within the City, with Fire Station 5 located adjacent to Onizuka. Generally speaking, all six fire stations have the same basic design except for fire stations 1 and 2 which have three bays for fire apparatus; the remaining stations each have two bays. At this time all bays are being utilized by the 12 first line fire apparatus and two reserve apparatus. There is no capacity for housing additional fire apparatus.

Facility age is a critical influencing factor as it has a significant relationship to the functionality of the facility. As the facilities grow older, they tend to also exceed their intended use. All six fire stations are at least 40 years old. When planned and constructed, they were designed to house two pieces of fire apparatus and a mission primarily focused on firefighting. Contemporary additional operational, training and education needs include hazardous materials, advanced and basic life support, and community education.

Siting Criteria
Regardless of the methodology employed, it is important to recognize that fire station location is a significant resource commitment. Generally speaking, fire stations and other fire protection facilities such as the training center, are placed in the community on the basis of risk analysis and response time requirements. Choosing the location of a fire protection facility involves several years of planning. A considerable amount of coordination is required between the Fire Services Division and other City Departments having responsibility and authority to deal with the community's development. Zoning and land use have a real effect on fire station location and utilization.

Fire Station 5 is sited on a relatively small plot which requires the reverse-backing of a fire apparatus to park inside the bay. The exterior land space is constricted such that common and required life-safety training with hose lines and other equipment are not practical and require the crew to drive to another location in the city to train. The ability to move the southern fence line 150' will greatly increase the useable space for this facility allowing better access and the ability to expand the facility in the future to meet the changing needs of the Moffett Park area.
Fiscal Impact
The fiscal impact will vary depending on the project proposed as part of the PBC. A simple expansion of property line 150 feet to the south to accommodate better clearance and access would cost approximately $630,000 for design, demolition and construction for paving, site access modifications, fencing and landscaping. Current costs for a new fire station would be approximately $500,000 for demolition and temporary structures and $7 million to construct a new two story three bay fire station with $1.8 million per year for on-going operational costs.

Staff Conclusion
This location is the current site for Fire Station 5 and is appropriate for emergency and non-emergency response needs. The current parcel of land however, is too small for the contemporary needs related to training, equipment, apparatus size, and station size based on the growing needs of the Moffett Park area. The ability to expand the plot size by 150’ on the southern boundary will provide the opportunity to improve site access, additional parking and storage area. In addition, the additional land provides the exceptional opportunity for development of a new station when funding is available.
CITY CORPORATION YARD

Facility Needs
The current Corporation Yard is located in a primarily industrial area on Commercial Street near Central Expressway. The Corporation Yard occupies 10 acres and contains over 48,000 s.f. of building structures. In 2000, the City purchased an adjacent parcel of land for future expansion of the Yard. Most of the larger buildings were built in the 1950’s and will need renovation or replacement, estimated at $10 million.

A new City corporation yard at the Onizuka site would require the construction of office, storage, workshop, and fleet maintenance buildings, refueling stations, paved vehicle parking areas, and appropriate communications, lighting, utilities and security improvements. Any building, soil or groundwater contamination would need to be addressed prior to occupancy. The facility would serve the entire Sunnyvale Community. The estimate to bring this site into service is over $35 million.

Siting Criteria
If the City were to move the Corporation Yard to the Onizuka site, it would lose 1.3 acres, or over 56,000 s.f. of land available for vehicle parking and storage. Moving Field Services and Parks operations to the Onizuka site may also present a conflict with the surrounding high technology and R&D companies. The designated City parcel at Onizuka is surrounded by roadways, the V.A., and homeless housing developments, limiting the possibility for future expansion.

Fiscal Impact
The current market value for the existing City Corporation Yard is $26 million. The estimated costs to create a new facility on the 8.6 acre parcel at Onizuka are approximately $44 million including $17.2 million for site acquisition. A Corporation Yard will not qualify for a Public Benefit Conveyance; however, site acquisition costs may be off-set through the associated demolition costs and a negotiated sale with the AF.

Staff Conclusion
Relocating the Public Works and Parks Corporation Yard to the Onizuka site would be problematic due to the high costs that would be required to purchase and setup the site, the loss of 56,200 s.f. of parking or storage space, the inability to expand, traffic issues with the nearby Highway 237 / Mathilda interchange, the compatibility of this industrial use with the surrounding Class A office uses in the immediate area and a poor use of an gateway parcel in Moffett Park.
DATA CENTER

Facility Needs and Financial Impact
A data center is a facility used to house computer systems and associated components, such as telecommunications and storage systems. Data centers generally require large amounts power, redundant data communications connections, environmental controls (e.g., air conditioning, fire suppression) and security devices.

A data center can occupy one room of a building, one or more floors, or an entire building. Most of the equipment is often in the form of servers mounted in rack cabinets, which are usually placed in single rows forming corridors (so-called aisles) between them.

Based on preliminary discussions with several data center developers, the conclusion is that the reuse of the “blue cube” as a data center is not financially feasible. Data centers need “hardened” facilities. They need structures that will be operational after a natural disaster. Some data center developers typically reinforce their buildings for an “importance factor” of 1.5 above the current seismic code. This means that a data center is 50 percent stronger than code requires in order for the building to remain operational without significant damage.

The other major obstacle is the cost and availability of power. PG&E’s power is more expensive that Santa Clara and PG&E’s infrastructure is older and more limited in capacity.

A typical data center needs about five to ten acres to site a new data center. The large space is needed for generators, cooling equipment, and parking spaces.

The data center would need about $25 million to retrofit the blue cube to minimum seismic standards.

Staff Conclusion
The “blue cube” building in the Onizuka site cannot be converted to a data center without a substantial financial investment. However, there may be future interest for a new building for a data center if the amended Redevelopment Plan and preferred land use option were to allow uses consistent with the Moffett Park Specific Plan.
**OPTION 1: BASELINE**

No PBC, Recognize Charities & MidPen Housing claims and Surplus area designated as Moffett Park Specific Plan (MPSP) Zoning
Option 2: DPS and Park PBCs

Fire and Park PBCs, VA Expansion, and Combined Homeless Housing Site

(If claims relinquished, park site could be expanded)
**Option 3: DPS PBC and Surplus as MPSP**

*Fire PBC, VA Expansion, Surplus Area designated Moffett Park Specific Plan zoning, and Combined Homeless Housing Site*  
*(If claims relinquished, MPSP area could be expanded)*

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