

R-19-25 Meeting 19-07 March 13, 2019

AGENDA ITEM 1

#### AGENDA ITEM

Administrative Office Project – Schematic Design and Cost Estimate Update

## GENERAL MANAGER'S RECOMMENDATION



Review progress on the preliminary schematic design and associated cost estimate to reconfigure and repurpose the recently purchased office building located at 5050 El Camino Real, and provide feedback to inform the design work and revisions to the schematic design. No formal Board action required.

#### **SUMMARY**

On February 26, 2019, the Administrative Office (AO) Development Ad Hoc Committee (Committee) met with staff and the design team, Noll & Tam Architects, to review updates to the preliminary schematic design and related construction cost estimate. On March 13, 2019, the Board of Directors (Board) will review a design scheme that incorporates the Board-prioritized Project Design Goals and Program Elements (R-18-123), and reflects the current preferred enhanced design option. At this March 13 meeting, the Board will consider and provide feedback on the following items to inform the ongoing design process:

- Preliminary schematic design updates to address newly discovered building conditions
- Updated construction cost estimate
- Alternatives to reduce construction costs

#### DISCUSSION

## Background

Midpeninsula Regional Open Space District (District) has been evaluating options to address the lack of sufficient administrative office space to meet ongoing and long-term business needs since 2015, as the organization began to undergo significant internal restructuring to accelerate project delivery, expand public service delivery, and ensure sufficient resources to manage public land and access facilities. Strong public support to both implement the 2014 Open Space Vision Plan and deliver on voter-approved Measure AA project priorities prompted the organizational restructuring and a need for additional staff to expand District capacity for delivering more at a faster pace. Since passage of Measure AA, the District has successfully opened several new areas to public access (Mount Umunhum Summit, Lower La Honda Creek Open Space Preserve,

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Mindego Ranch); acquired additional lands to support a vibrant regional greenbelt of more than 63,000 acres (1,327 additional acres); and restored natural resources to protect water quality, redwood forests, and the local biodiversity.

The current administrative office building located at 330 Distel Circle in Los Altos (12,120 square feet) is no longer sufficient to house the additional staffing that has made it possible to expedite these accomplishments. As an interim measure, the District has been leasing 7,964 square feet of additional office space with an annual cost approaching \$380,000. This annual cost will increase next fiscal year by 15% to \$437,000, and is expected to continue to rise into the future.

To inform the evaluation of long-term options for the administrative office, the District completed a staff facilities opportunities and constraint analysis in 2015. The analysis examined the office space real estate market and the feasibility of rebuilding at 330 Distel Circle. The real estate market review found no viable office properties on the open market. The feasibility study for rebuilding onsite confirmed the site's potential capacity to build up to three stories of office space with two and a half levels of underground parking. A building setback would be required due to an adjacent residential property.

In 2016, staff and the Facilities Ad Hoc Committee considered additional long-term options and solutions with the assistance of an architectural strategist (MKThink, Inc.), including purchase options, various re-build scenarios, and satellite offices. In January 2017, the Board directed the General Manager to pursue building a new, three-story, 46,200 square foot building at 330 Distel Circle while continuing to monitor the real estate market for purchase opportunities (R-17-08).

#### 5050 El Camino Real Property Purchase

In May 2017, a viable real estate opportunity became available. The considered property was a 39,010-square-foot, two-story office building on a 63,162-square-foot lot (1.45-acres). The Planning and Real Property Departments inspected the property and confirmed that the available space and strategic location met District needs. Staff then moved to bring this opportunity before the Board for purchase consideration.

In July 2017, the Board adopted a resolution to enter into a purchase and sale agreement for the building located at 5050 El Camino Real, Los Altos CA (R-17-90). The building, constructed in 1982, currently operates as a multi-tenant office building with 22 tenants. The property has 153 total parking spaces (51 underground) and a parking ratio near 4 spaces per 1,000 square feet, ample parking for an office building. The underground, single-level parking garage is secure with drop-down gates and contains lockable storage areas. This property is centrally located within District boundaries and the District's constituency, and provides good access to the District's 26 open space preserves.

The 5050 El Camino Real building was a rare "off-the-market" opportunity in an extremely competitive and scarce commercial real estate market. Over the past couple of years, there have only been a handful of office transactions that could meet long-term District needs. The purchase price was considered fair market value for an owner-user. Below is a chart of comparable office sales in the surrounding area that were examined before executing the purchase contract in July of

2017. These comparable office sales are similar to the 5050 El Camino Real Property based on location, size, date sold, and property type. As indicated on the chart below, the subject property is at the lower end of the price scale based on a price-per-square-foot comparison. This is mainly due to the superior locations of the comparable properties (near rail line, within a downtown/high use commercial district).

	Location	Date Sold	<b>Building Size</b>	Sale Price
1.	490 S. California Avenue, Palo Alto	July 2015	23,868 square feet	\$27,750,000 or \$1,162 per square foot
2.	530 Lytton Avenue, Palo Alto	September 2015	57,400 square feet	\$60,650,000 or \$1,056 per square foot
3.	2465 Latham Street, Mountain View	November 2015	42,622 square feet	\$33,350,000 or \$782 per square foot
4.	100 View Street, Mountain View	April 2016	42,876 square feet	\$55,000,000 or \$1,282 per square foot
5.	445 Sherman Avenue, Palo Alto	June 2016	23,215 square feet	\$24,300,000 or \$1046 per square foot
	Subject Property 5050 El Camino Real Los Altos	February 2019	39,010 square feet	\$31,550,100 or \$808 per square foot

As additional context, two of the office comparable sales that were analyzed in July of 2017 have resold at significantly higher prices, which is indicative of the tight and high price office market. The 23,868 square foot office building at 490 S. California Street in Palo Alto sold for \$1,162 per square foot (\$27,750,000) in July of 2015 and then sold again in January of 2018 for \$1,393 per square foot (\$33,250,000). The 57,400 square foot office building at 530 Lytton Avenue in Palo Alto sold for \$1,056 per square foot in September of 2015 and then sold again in September of 2018 for \$2,155 per square foot (\$117,500,000). Finally, another comparable sale was identified at 700 El Camino Real in Mountain View. This was a sale of a 49,880 square foot office building that sold for \$801 per square foot (\$40,000,000) in September of 2018.

The District also prepared a cost analysis to compare the options for purchasing and repurposing a new office building; improving the existing office and leasing additional office space; and rebuilding a larger facility onsite. This analysis determined that purchasing and reconfiguring/repurposing the 5050 El Camino Real building would be the most cost-effective solution over the next 30 years. Staff will present the details of this cost analysis at the March 13, 2019 informational open house and Board meeting.

### **Basic Space Programming**

In June 2017, the Board authorized MKThink to conduct basic space programming for the new AO. MKThink inventoried existing and future space needs through site visits of 330 Distel Circle and interviews with all departments. With input from the General Manager's Office, MKThink incorporated the Financial Sustainability Operations Model (FOSM) staffing projections through 2022, when the District is anticipated to move into the new AO, and through 2045, when the District reaches the FOSM estimated long-term staffing levels.

In December 2017, the Board approved the Space Needs Assessment & Basic Program Report (Program Report) prepared by MKThink (R-17-128) summarizing the new AO's basic program elements and space needs.

### Hiring of Design Team and Updates to the Project Goals and Program Elements

In March 2018, the Board formed an AO Development Ad Hoc Committee (Committee) with a defined charge to assist with the hiring of an architect/design team and development of a public engagement plan, and to guide the project through schematic design. Upon formation of the Committee, members toured six different non-profit- or public-agency remodeled buildings, and discussed lessons learned from each entity. Based on insights gained by the Committee, the Board identified additions to the project design goals and program elements (R-18-100) at its August 22, 2018 meeting, with an understanding that further cost and feasibility evaluation would be required. Also on August 22, 2018, the Board awarded a contract to Noll & Tam Architects (R-18-97) to begin architecture design services.

Upon reviewing project information in late 2018, Noll & Tam raised cost concerns that the original project budget of \$6 to \$10 million would only address basic tenant improvements (e.g. repainting, re-carpeting, minor floorplan reconfigurations) and be insufficient to meet all Project Design Goals and Program Elements (which requires a full reconfiguration of the interior space). Noll & Tam recommended a prioritization exercise to identify the highest priority elements as a means to reduce the total construction cost. The Committee subsequently met on September 25 and 26, 2018 to review and prioritize the project design goals and program elements. Other Board members also completed the prioritization exercise.

#### Project Design Alternatives

On October 24, 2018, Noll & Tam presented three project design alternatives to help guide the discussion on the project scope and corresponding costs. Each alternative took into account code compliance requirements, building deficiencies based on initial site assessments, and public/office space needs based on the prioritized Project Design goals and Program Elements. These alternatives reflected the Baseline, Enhanced, and Aspirational design options, with each option building upon the prior option(s) to include additional performance enhancements, site amenities, and green/sustainable energy efficiency options. Below is a summary of each alternative with updated cost estimates (refer to Alternative 1 for details):

**1. Baseline:** Straight tenant improvement work that brings the building up to current code and includes basic finishes.

Estimated construction cost: \$10M - \$12M Estimated total project cost: \$15.2M - \$18.7M

2. Enhanced. This alternative includes all improvements proposed in the baseline and additional enhancements listed in Attachment 1. This alternative most closely reflects Noll & Tam's original project proposal.

Estimated construction cost: \$12M - \$18M Estimated total project cost: \$18.7M - \$27.4M

**3. Aspirational:** This alternative includes all improvements proposed with the baseline and enhanced alternatives and adds aspirational goals and elements, such as Net Zero, operable windows throughout to reduce reliance on mechanical systems, and high durable finishes in multiple areas.

Estimated construction cost: \$18M - \$22.5M Estimated total project cost: \$26.3M - \$34.2M

Construction costs for the three design alternatives range from \$10 to \$22.5 million. Total project costs range from \$15.2 to \$34.2 million and include a cost factor of 30% for soft costs (design fees; permitting costs; and a 10% contingency), and cost-escalation timed to the middle of the projected construction start time (September/October 2021).

On October 24, 2018, the Board confirmed the Project Goals and Program Elements, and selected the "Enhanced Design" as the preferred alternative while targeting the low end of the estimated total project cost (R-18-123).

#### Enhanced Design Option and Cost Estimate

At the January 23, 2019 Board meeting, Noll & Tam presented an update to the Enhanced Design option with corresponding interior and exterior improvements to the building, and information on the Leadership in Energy and Environmental Design (LEED) certification (R-19-06). The interior improvements included modifications to the building envelope, options for energy efficiencies, new boardroom, public entrance with a receptionist area, public lobby atrium, restrooms, open office space with consideration for department adjacencies, storage, and tenant space. The exterior improvements included new plantings, surface treatment for public pedestrian areas, walkway to the public sidewalk, Americans with Disabilities Act (ADA) parking, bike racks, benches, and other landscape features. On January 23, the Board provided the following feedback on the project:

- Provide information on how the proceeds from the sale of 330 Distel Circle will offset costs of the purchase/remodel of 5050 El Camino Real.
- Inform the public about the District's growth in open space preservation, land management and stewardship, and public access and environmental programming, and the corresponding need for additional capacity and office space.
- Design the public entrance and plaza to reflect the District's open space mission.
- Review whether sponsorship or naming rights is appropriate for the building.
- Preserve the existing redwood trees to the greatest extent possible.
- Include the City-required public art element into the design.
- Clearly communicate that an office remodel results in a much lower environmental impact as compared to demolishing an existing building and rebuilding a new office structure at the current AO site or another location.
- Review the option of replacing some of the windows rather than all to reduce cost while still improving overall energy efficiency.
- Provide information on cost offsets resulting from no longer needing to lease additional office space.

Noll & Tam incorporated the Board's comments to refine the schematic design. On February 26, 2019, Noll & Tam presented the following project updates to the Committee:

- Preliminary schematic design updates to address newly discovered building conditions
- Updated construction cost estimate
- Alternatives to reduce construction costs

The current construction cost estimate, while within the original estimated range, is at the higher end of the "Enhanced Design Option." A majority of the Committee supported removing or modifying some of the design elements to reduce the project cost while a minority of the Committee supported retaining the public space design elements to best address the Board-approved Project Design Goals and Program Elements.

These latest project updates will be presented to the full Board for discussion at a public meeting on March 13, 2019 at 7:00 pm. Staff is seeking Board feedback on the updated schematic design and associated cost estimate to inform the design process. No formal Board action is required.

The Board's discussion will follow a 6:00 pm public informational open house. At the open house, the public will have an opportunity to preview the District's mission, project history, decision making process, existing 5050 El Camino building conditions, a preliminary site layout for the new space, a cost comparison for rebuilding onsite versus reconfiguring/repurposing the 5050 El Camino Real building, and cost offsets for the purchase/repurposing.

After the January 23, 2019 Board meeting, the District closed escrow on the 5050 El Camino property and launched the public outreach plan. As part of the launch, the District updated and posted new relevant information on the District website; sent a press release to local publications on the building purchase and open house/public meeting; communicated with docents and volunteers; communicated with the 5050 El Camino tenants; published an article in the Open Space Views newsletter; disseminated information in the District's E-news; and sent open house/public meeting notices to neighbors and interested parties.

#### **FISCAL IMPACT**

Noll & Tam incorporated the Board-approved, prioritized project design goals and program elements into draft schematic design plans and presented these to the Committee on December 5, 2018, January 10, 2019, and February 26, 2019. The estimated construction cost and total project budget will be refined based on Board selection of design elements, which is tentatively scheduled for April/May 2019.

An October 2018 appraisal for the 330 Distel Circle property (12,120 square feet) assessed whether potential proceeds generated from a sale can partially reimburse the remodel work. As a reminder, the first \$7,500,000 from a sale are intended to call the 2017 parity bonds and pay the note that was issued for the property purchase. The October 2018 appraisal quote for the building at 330 Distel Circle is \$10,350,000.

The FY2018-19 budget for the AO Project (#31202) includes \$31,550,100 for building acquisition and funds for architectural and engineering design work, of which the schematic design phase is anticipated to be complete by the end of the fiscal year. The approved project budget is shown below.

Following the recent property purchase, the AO renovation project currently has \$25.7 million in funding needs. This project will be funded using the current committed infrastructure reserve funds, any future additions to the reserve, rent income, parity bond proceeds, and interest earned from the parity bonds. Neither the recommended action nor the building purchase are funded by Measure AA.

Project #31202	Prior Year Actuals	FY2018-19	Total
New AO Facility Budget	\$135,142	\$32,150,100	\$32,285,242
less approved Building Acquisition:	\$0	(\$31,550,100)	(\$31,550,100)
less Spent to Date (as of 03/05/19):	(\$135,142)	(\$185,854)	(\$320,996)
less Encumbrances:	\$0	(\$124,930)	(\$124,930)
<b>Budget Remaining (Proposed):</b>	\$0	\$289,216	\$289,216

Depending on Board approval of the design elements that are included in the final schematic design, additional funding may need to be allocated to augment the available General Fund sources. If so, the General Manager and Chief Financial Officer would evaluate the funding options and bring recommendations to the full Board at a future date.

#### **PUBLIC NOTICE**

Public notice was provided as required by the Brown Act.

#### **CEQA COMPLIANCE**

This item is not a project subject to the California Environmental Quality Act. Future environmental review will be conducted on the proposed site improvements as part of the permitting process.

#### **NEXT STEPS**

The table below lists the remaining project milestones for the Schematic Design phase that require participation by either the Ad Hoc Committee or full Board.

## PROJECT SCHEDULE WITH KEY MILESTONES

DATE	<u>PROCESS</u>		FULL BOARD
3/13/2019	Progress on Schematic Design		X
	Additional meetings as needed	X	
4/24/2019	Final Schematic Design		X

#### Attachment:

- 1. Project Design Alternative and Cost Estimates
- 2. Project Design Goals and Program Elements

Responsible Department Head:

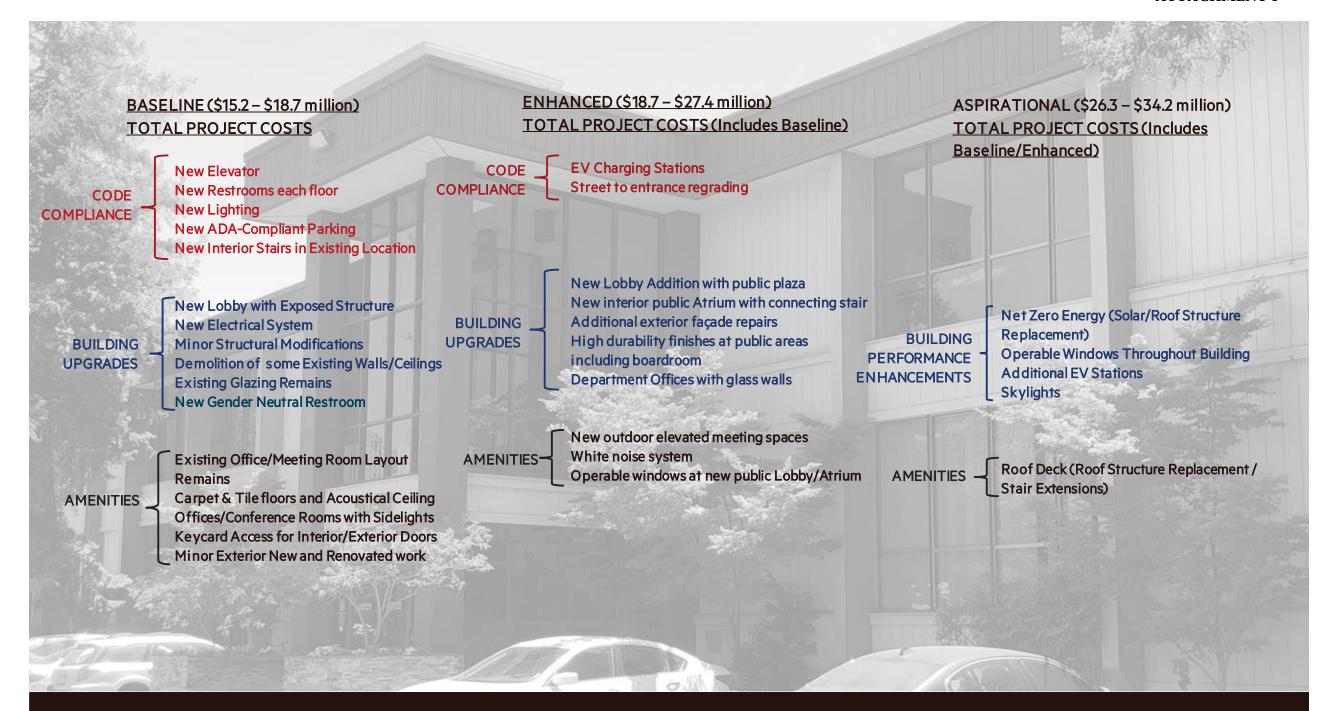
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# **AO Project Design Goals and Program Elements**

The list below summarizes the project design goals and associated program elements for the AO remodel project at 5050 El Camino Real. The project design goals are grouped into four main categories with the program elements listed under each corresponding goal. This grouping helps to understand what program element respond to which goals.

DESIGN APPROACH		
a)	Utilize forward looking and imaginative approaches for the remodel	
i)	Give the architect and design team the license to be creative	
ii)	Provide general criteria but not dictate the design	
b)	Pursue sustainable design and construction options that are cost-effective and are evaluated through a lifecycle analysis	
i)	EV charging stations (flexibility to adapt to future demands, up to 100)	
ii)	Net zero energy (/- based on cost)	
iii)	Water conservation / net zero water (/- based on cost)	
iv)	Solar tubes/light well	
v)	Electric bike charging stations	
vi)	Operable windows	
vii)	New HVAC (versus refurbishing)	
viii)	LEED concept but not certification	

3 - High priority2 - Medium priority1 - Low priority

-1	Deliver on on the data made on and florible constraint and an and
c)	Deliver an up-to-date modern and flexible work environment
i)	Use of consistent furniture and fixtures throughout
ii)	Lighting that is easier on the eyes, such as LED*
iii)	Double pane windows or closeable drapes*
d)	Prioritize access to natural light, views, and outdoor space when possible
i)	Maximize outdoor space for meeting space and congregation
ii)	Outdoor space that is large enough for public and staff
iii)	Offices away from the windows to maximize natural light throughout building
iv)	Incorporate outdoor space/environment/views of the outdoors
e)	Invest renovation funds strategically and creatively, focusing on high-impact
	areas while being mindful of the bottom line
	BLIC EXPERIENCE
a)	Design outward facing features and public facilities to provide a welcoming
<i>i</i> )	Public entrance off El Camino Real, including transit oriented amenities
i) ii)	Fubility entruline off Li Cumino Real, including transit offented unfertices
''') iii)	Americans with Disabilities Act (ADA) compliance and considerations
,,,,	Americans with Disabilities Act (ADA) compliance and considerations  Community but for consequation partners
-	Community hub for conservation partners
iv)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular
-	Community hub for conservation partners
iv)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular use
iv)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular use  Welcome lobby with information and reception
v) vi) vii)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular use  Welcome lobby with information and reception  Entrance for public directly to reception  Community and meeting rooms for partners and public
iv) v) vi)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular use  Welcome lobby with information and reception  Entrance for public directly to reception  Community and meeting rooms for partners and public  Design facilitates effective service delivery to the public
v)   vi)   vii)   b)   i)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular use  Welcome lobby with information and reception  Entrance for public directly to reception  Community and meeting rooms for partners and public  Design facilitates effective service delivery to the public  Use of excess parking stalls for other purposes
v) vi) vii)	Community hub for conservation partners  Improvements/connections to and from VTA bus stop to encourage regular use  Welcome lobby with information and reception  Entrance for public directly to reception  Community and meeting rooms for partners and public  Design facilitates effective service delivery to the public

- 3 High priority2 Medium priority
- 1 Low priority

c)	Design physical space to reflect the culture, brand, and identity of the
	organization as a whole
i)	Include secure bike parking for staff and outside public
ii)	Repair station for bikes, scooters, and skateboards
iii)	Meeting space for volunteers, community groups
iv)	Classrooms and/or meeting rooms for talks, training, and outreach
v)	"Open space" experience/feel
vi)	Incorporate redwoods nature into the space
	GH FUNCTIONING WORK ENVIRONMENT (balance of cubicles (no benching) and mber of private offices)
a)	Provide quiet places for focused work
i)	Appropriate acoustics
ii)	White noise if necessary
ii)	Ensure sounds from lobby are separated from Board room
b)	Account for the unique needs of each business line and department
i) 	Efficient open work space design – cubicles with privacy partitions
ii) iii)	Variables sizes of meeting rooms on each floor  Offices for executive managers and staff working with confidential information (HR, Legal, and
III) GM	
iv)	Offices for department managers
c)	Create spaces to facilitate collaboration among departments and across service lines
i)	Integrating field staff (hotelling stations)
d)	Incorporate technology
	3 - High priority 2 - Medium priority 1 - Low priority

i)	Include smart use of technology
ii)	Sound system for meeting rooms
iii)	Up to date technology for Board room/entire lobby
iv)	Upgrade Board room technology to include IT/AV and public speaker podium
v)	Live-cam video stream in public area
vi)	Remote or call in for Board and public
vii)	Employee key cards
viii)	Improve public's microphone at the podium
e)	Incorporate program elements and design features that respond to the needs of diverse staff and support staff retention.
i)	Equipment to fit staff ergo needs
ii)	Consider parking for other 2-wheel vehicles (like scooters)
iii)	Mother's room/wellness room
iv)	Child care or other high priority in-office amenities
v)	One main kitchen in addition to break out areas
vi)	Multiple shower rooms
vi)	Copy rooms (one main copy room with satellite printers where required)
vii)	Server Room
viii)	Storage comparable to current AO needs
ix)	Gender neutral or unisex restroom
f)	Deliver spaces that support health, wellness, and productivity.
i)	Provide a good feel for users
ii)	Efficient heating and cooling design taking windows into consideration
iii)	Option of window shading device
EFF	ECTIVE USE OF SPACE
a)	Seek flexible and adaptable options to meet evolving needs and respond
	to outside factors influencing work force and work culture
i)	Adjacency of closed session room to Board room
	3 - High priority
	2 - Madium priority

2 - Medium priority 1 - Low priority

Proper acoustics for all rooms Flexibility of Board room for other activities and to accommodate large attendance Provide sufficient number of meeting rooms of different sizes Green room or quiet space for Board to prep before meetings vi) Try to retain existing Board seating arrangement (horseshoe dais) vii) Improve public seating (comfort and flexibility) Board room large enough for administrative staff meetings viii) Make sure smaller meetings don't feel overwhelmed/allow for room partitioning based on size of audience More room/space for the Board Increase the efficiency of space use through smart adjacencies Consolidate and secure public areas away from staff areas Flexible lease space Incorporate FOSM staff projections. Consider how departments and staff will work in the future. **ENHANCED DESIGN ELEMENTS** Construct new fiscally responsible lobby addition with plaza Create atrium with interior connecting stair b) Improve exterior façade c)

Utilize higher durability finishes at public areas (further input required from Ad Hoc Committee

3 - High priority
2 - Medium priority
1 - Low priority

as project progresses

Include full glass fronts at department offices