

NEW COUNTY GOVERNMENT CENTER



TECHNICAL ADVISOR FINDINGS



Caroline Judy, Director
January 5, 2021

Improve services with modern, safe facilities

The County is facing challenges with its current facilities:



170+ aging buildings we have outgrown - almost \$10M/yr to rent more space*



In 2018, the County Government Center's deferred maintenance backlog was \$258M - a cost that goes up every year.



Many County Government Buildings are not up to modern standards for accessibility, efficiency, and seismic safety.



Recognizing this need, the Board of Supervisors has asked for a technical evaluation of the most efficient locations and best approach.

*As presented to BOS in Mar 2019
Deferred Maintenance Report

NEW GOVERNMENT CENTER OUR GROWING NEED

GOALS AND OBJECTIVES

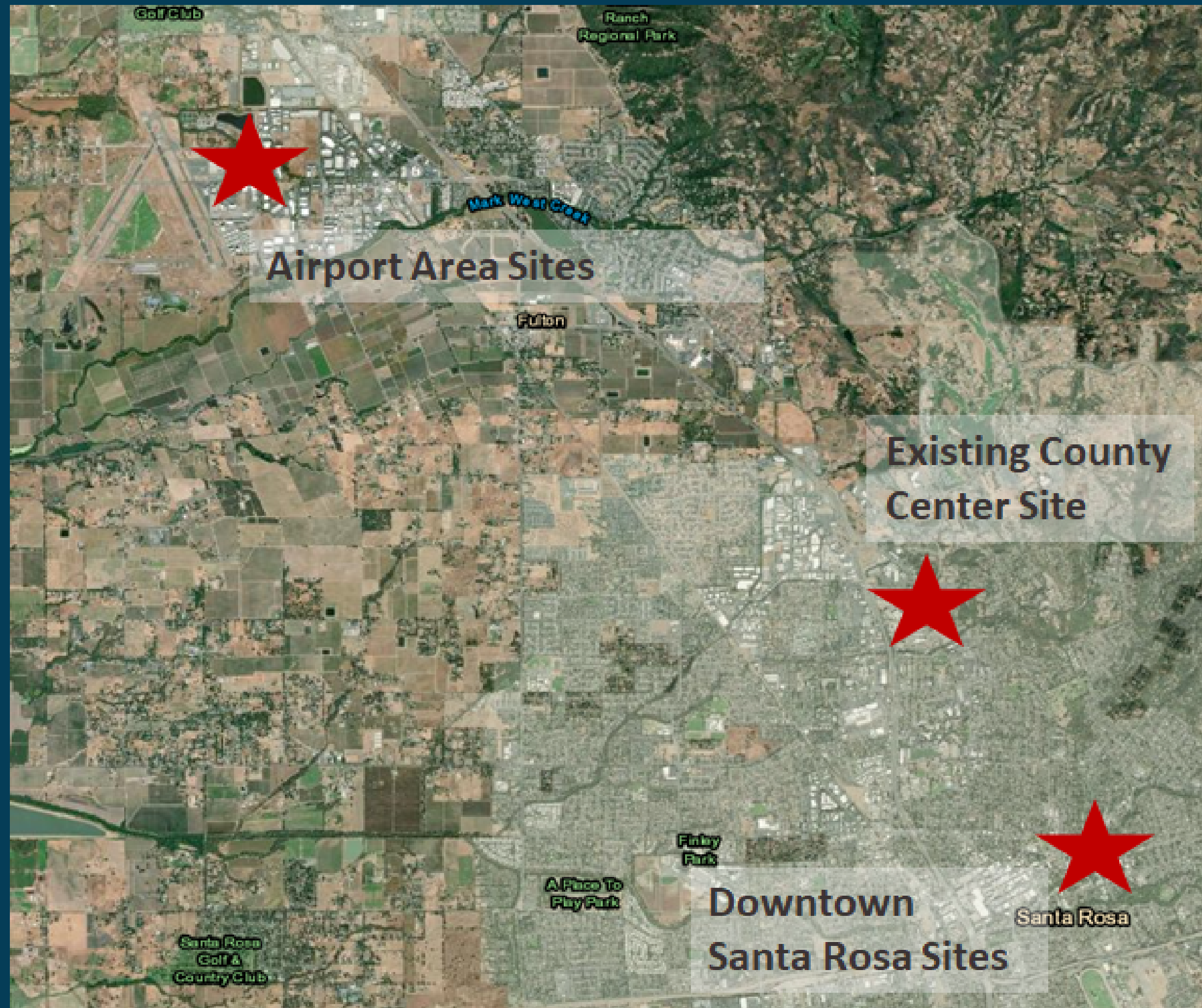


POTENTIAL SITES

EXISTING COUNTY
ADMINISTRATION
CENTER

DOWNTOWN
(MULTIPLE OPTIONS)

AIRPORT AREA



WHERE WE ARE

Aug - Oct 2019

Confirm Goals & Objectives

- Confirm goals and objectives
- Engage key stakeholders



Jan 2021

Procurement

- Market Sounding
- Request For Qualifications
- Negotiations
- Preliminary environmental studies



Jan 2025

Begin Construction & Post Occupancy

- Operations & maintenance
- Move and occupancy



PHASE COMPLETED



Oct - Dec 2020

Preliminary Site Selection

- Validate program
- Evaluate potential sites
- Review and analyze financials
- Engage stakeholders

Mar 2022

Design & Regulatory

- Receive proposals, recommendation for award
- Design
- Final CEQA (by County)



Mar 2026

OCCUPANCY



PHASE 2 FINDINGS
PRESENTED TODAY

CURRENT STAFFING OWNED & LEASED SPACE



Total Staff

FTE: 4,105

**FTE ON CAMPUS:
1,697**

**FTE IN LEASED
SPACE: 2,100**

**FTE MOVING TO NEW
FACILITIES: 2,443**



Total Space

**AVG. SQ. FT. PER
PERSON: 302**

**TOTAL OWNED SQ.
FT.: 2,010,897**

**OFFICE LEASED
SQ. FT.: 478,351**



Specialty Space

EOC SQ. FT.: 5,400

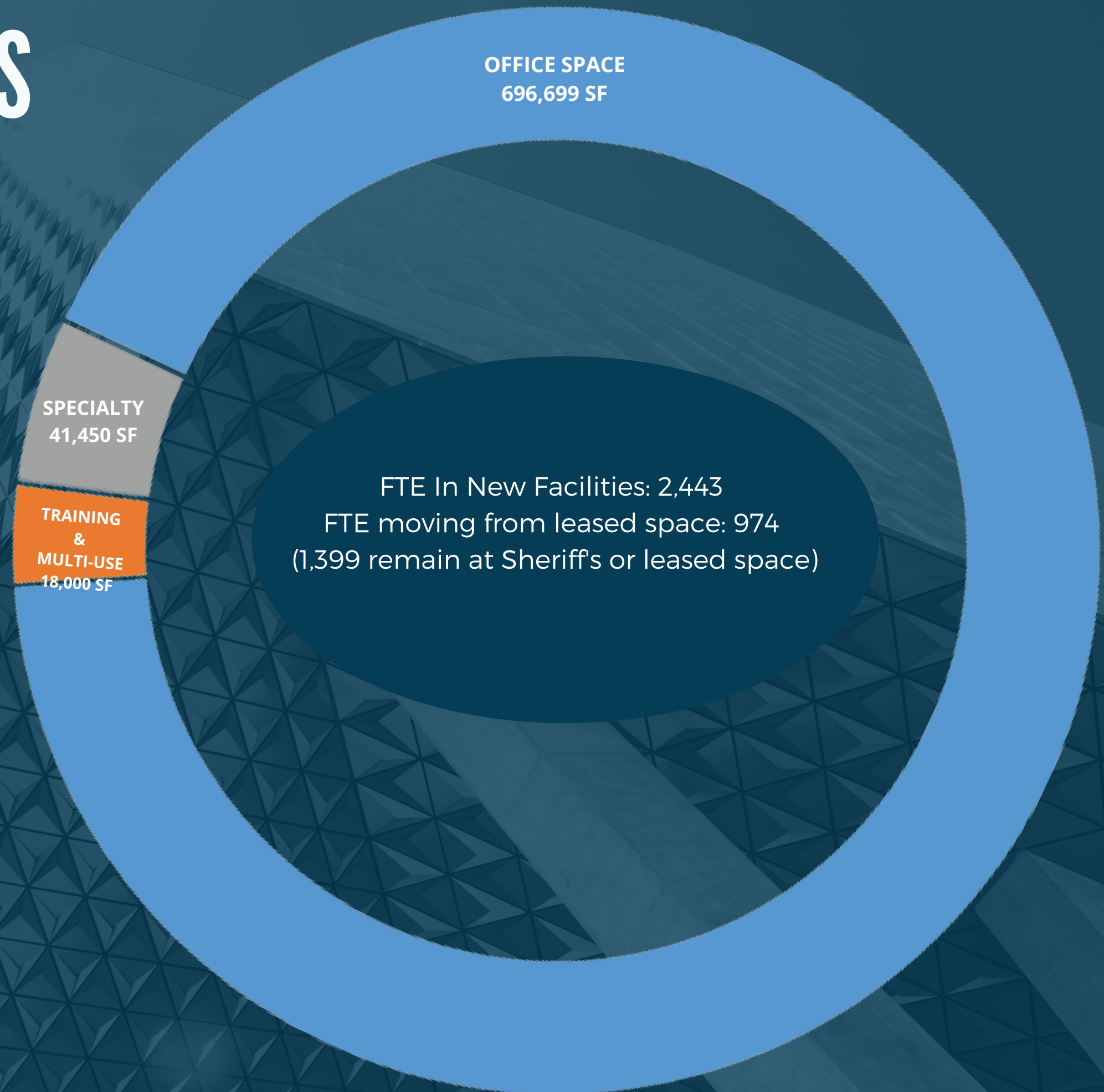
**MORGUE SQ. FT.:
7,550**

**PUBLIC HEALTH
LAB SQ. FT.: 1,500**

FACILITY ASSUMPTIONS

PRE-COVID BASE CASE PROGRAM

- Total space required: 756,149 sq. ft.
 - Office space: 696,699 sq. ft., based on 225 sq. ft./person+ 20% common area and .5% annual growth
 - Specialty space: 41,450 sq. ft.
 - Morgue and Public Health Lab: 26,450 sq. ft.
 - BOS Chambers/Offices: 5,000 sq. ft.
 - EOC Warehouse: 5,000 sq. ft.
 - Server room & misc.: 74,550 sq. ft.
 - Training and multi-use: 18,000 sq. ft.
 - EOC Center/Conference space: 12,000 sq. ft.
 - HR Training/multi-use: 6,000 sq. ft.
- Parking structure: 3,025 spaces
- Office space is over 92 percent of total



PROGRAM UPDATED TO RESPOND TO SPACE CHANGES (COVID-19 SAFETY, REMOTE WORK)

Covid-19 safety requires more physical distancing and isolation, but also has given rise to dramatically increased remote work.

SPACE TYPE / USE DRIVE COST



REVISED SPACE REQUIREMENTS

PROPOSED BASE CASE

FTE	2,443‡
Average sq. ft./person	225
Office Owned (sq. ft)	696,699
Office Leased (sq. ft.)	152,974
EOC (sq ft.)	12,000
Morgue sq. ft.)	26,450***
Public Health Lab (sq. ft.)	--

MODIFIED BASE CASE WITH 50% REMOTE WORK

FTE	1,222‡‡
Average sq. ft./person	170
Office Owned (sq. ft)	346,260**
Office Leased (sq. ft.)	152,974
EOC (sq ft.)	12,000
Morgue sq. ft.)	26,450***
Public Health Lab (sq. ft.)	--

*Assumes each remote worker has office hoteling space at 50 sq. ft. per person

** Base Case and PH Lab combined total sq. ft.

‡ Proposed base case assumes 1,399 FTE remain in leased property and Sheriff's Office

‡‡ Modified based case assumes 1,399 FTE remain in lease property and Sheriff's Office, and 1,222 telework

SOURCES

FTE: Program Validation (attached)

Office Owned: ACTTC cost plan

Office Leased: Rent Database



PFAL TECHNICAL ADVISOR FINDINGS

THREE CRITERIA GROUPINGS ACROSS TWO PRIORITY LEVELS

SUMMARY SCORING	Possible Score	County Campus	Downtown Site(s)	Airport
SERVICE	22.5	22	14.5	12
AFFORDABILITY	21	20	15	12.5
DESIGN AND OTHER CONSIDERATIONS	15	12	10.5	10
TOTAL	58.5	54	40	34.5

WEIGHTED SCORING	Possible Score	County Campus	Downtown Site(s)	Airport
SERVICE 40%	38	38	25	21
AFFORDABILITY 40%	36	34	26	21
DESIGN AND OTHER CONSIDERATIONS 20%	26	20	18	17
TOTAL	100	92	69	59

RUBRIC SITE EVALUATION





SITE ANALYSIS AND FINDINGS



COUNTY ADMINISTRATION CENTER

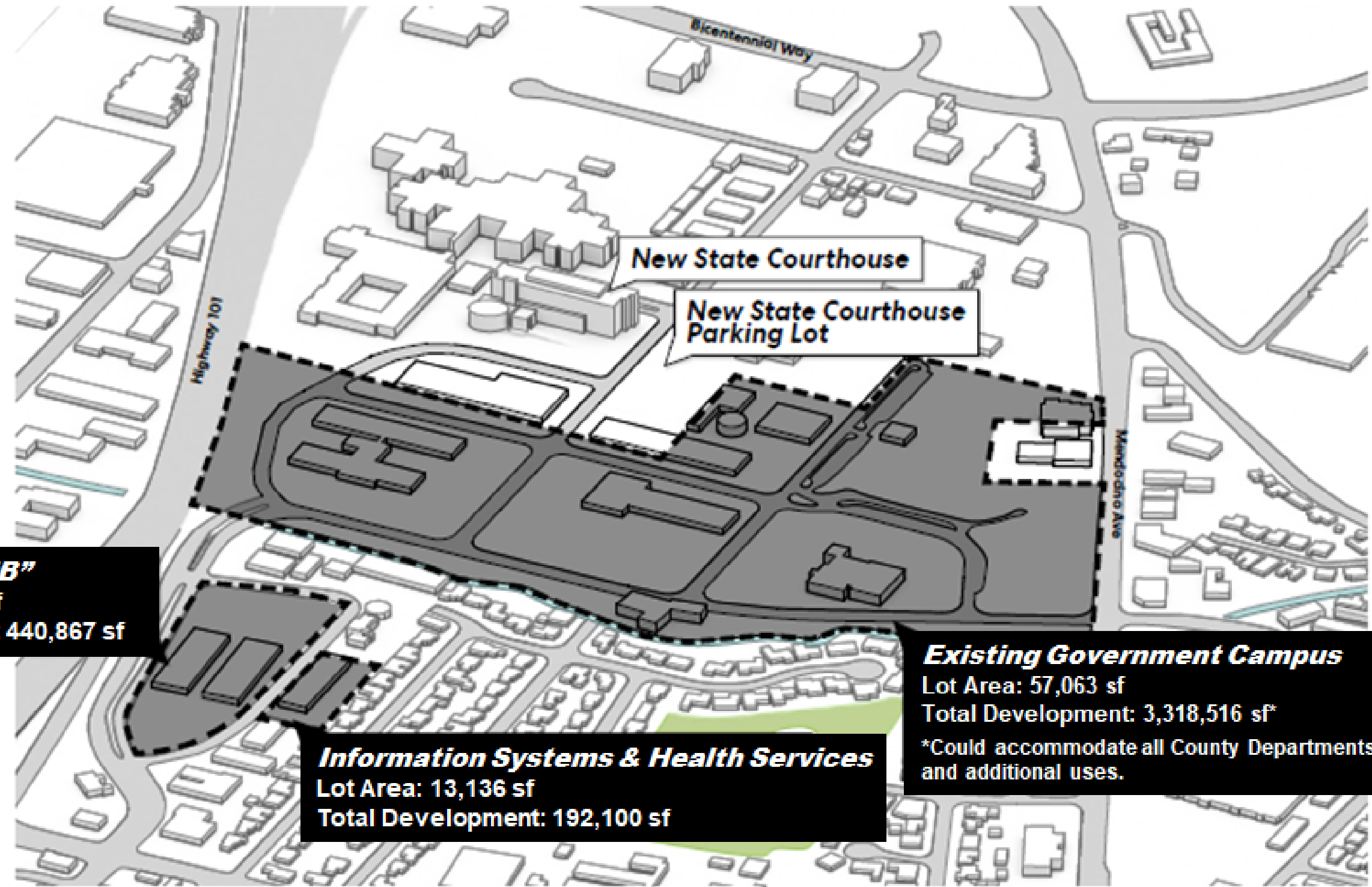
- 82 Acres total
- 24 Acres for New offices
- 22 Acres Mixed Use Development
- Detention and Justice Facilities to remain
- Consideration for future needs

La Plaza "A" & "B"
Lot Area: 164,656 sf
Total Development: 440,867 sf

Information Systems & Health Services
Lot Area: 13,136 sf
Total Development: 192,100 sf




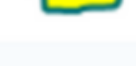
Existing Government Campus
Lot Area: 57,063 sf
Total Development: 3,318,516 sf*
*Could accommodate all County Departments and additional uses.

Area for Development



**SITE
ANALYSIS**

COUNTY ADMINISTRATION CENTER

-  Parking
-  Development Opportunities
-  Transit Hub
-  County Offices
-  Board Chambers



Proposed Site 1:300

SITE ANALYSIS

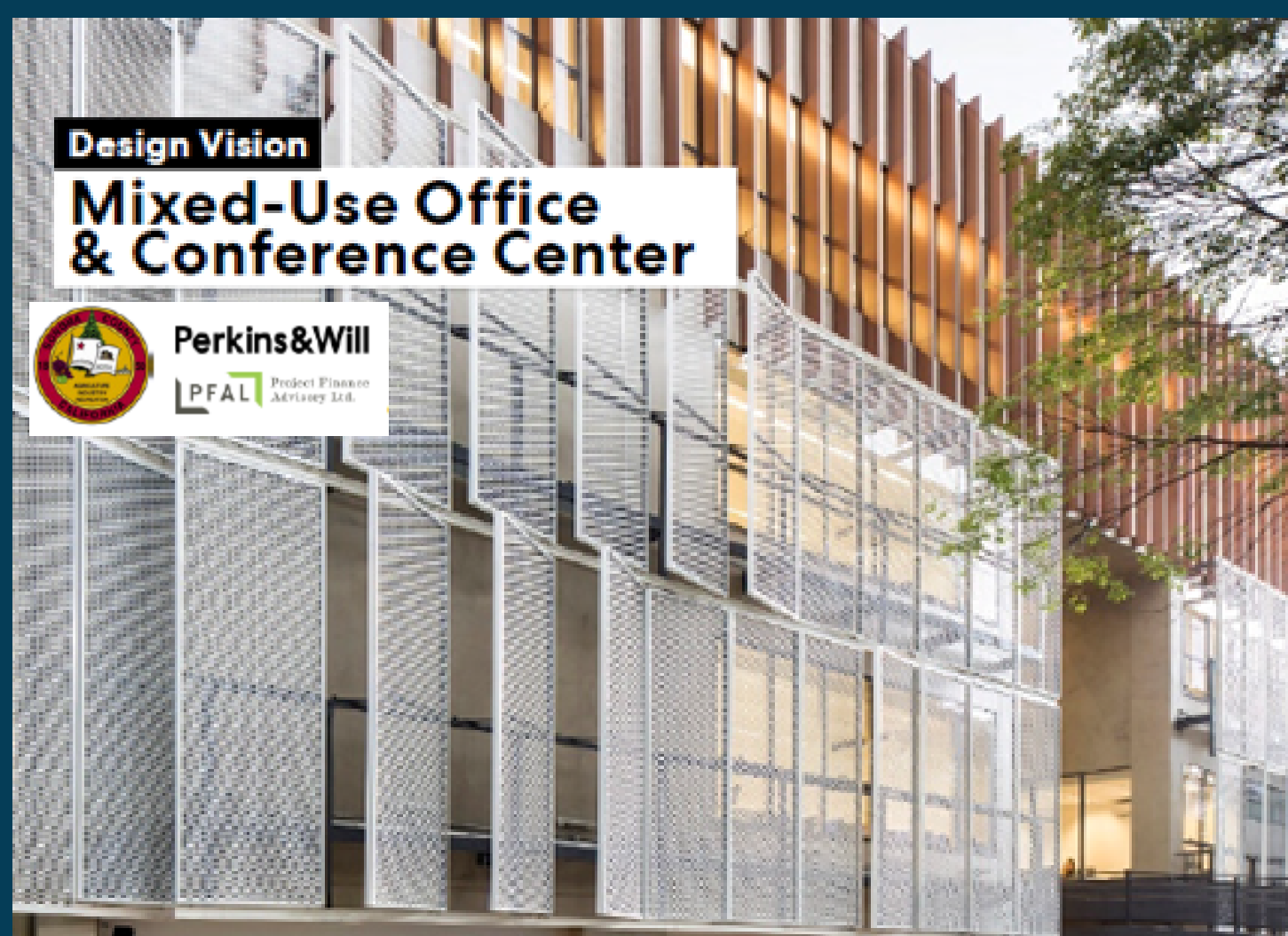
Design Vision

Mixed-Use Office & Conference Center



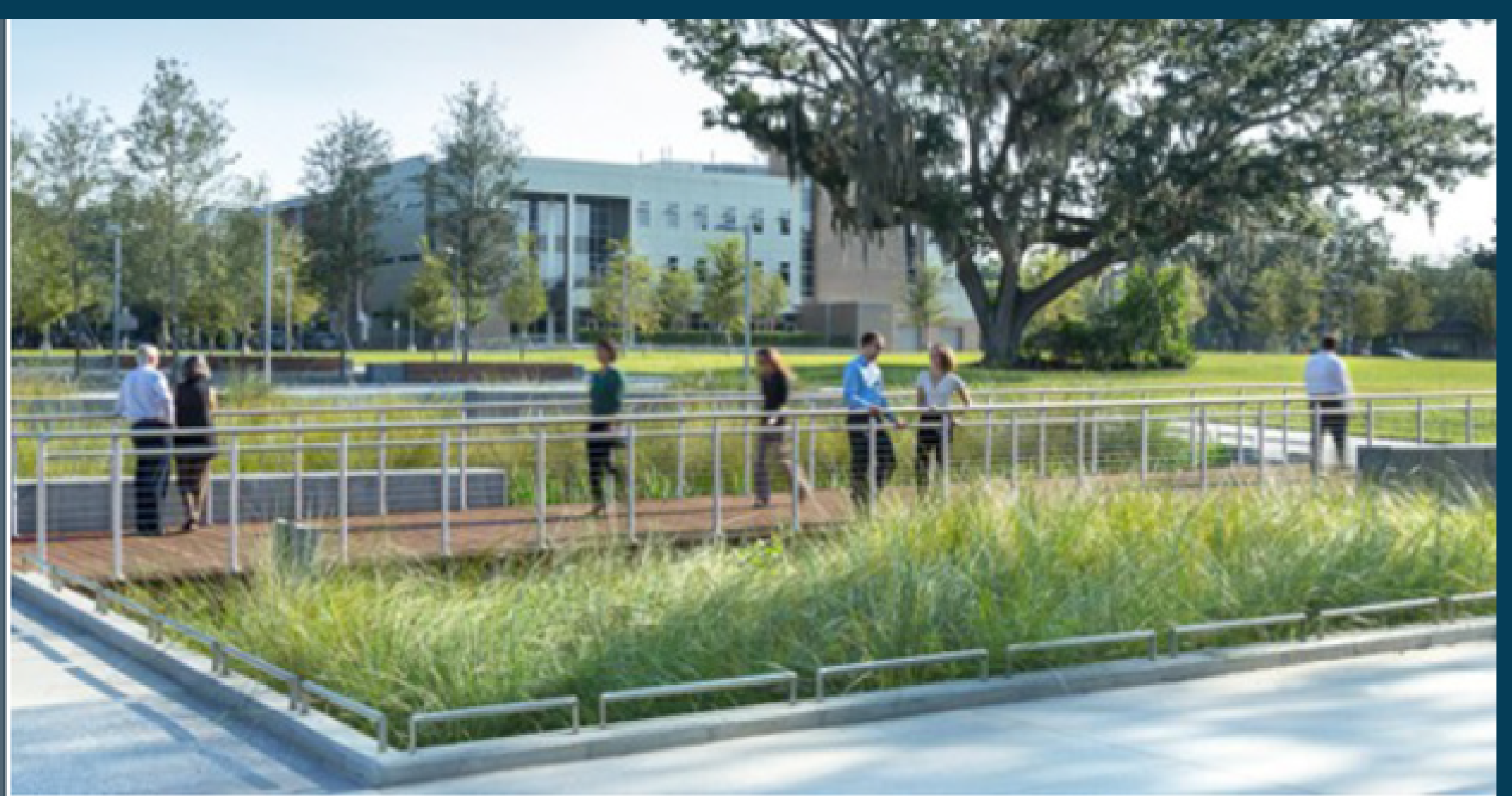
Perkins&Will

PFAL Project Finance
Advisory Ltd.



SITE ANALYSIS - DESIGN VISION

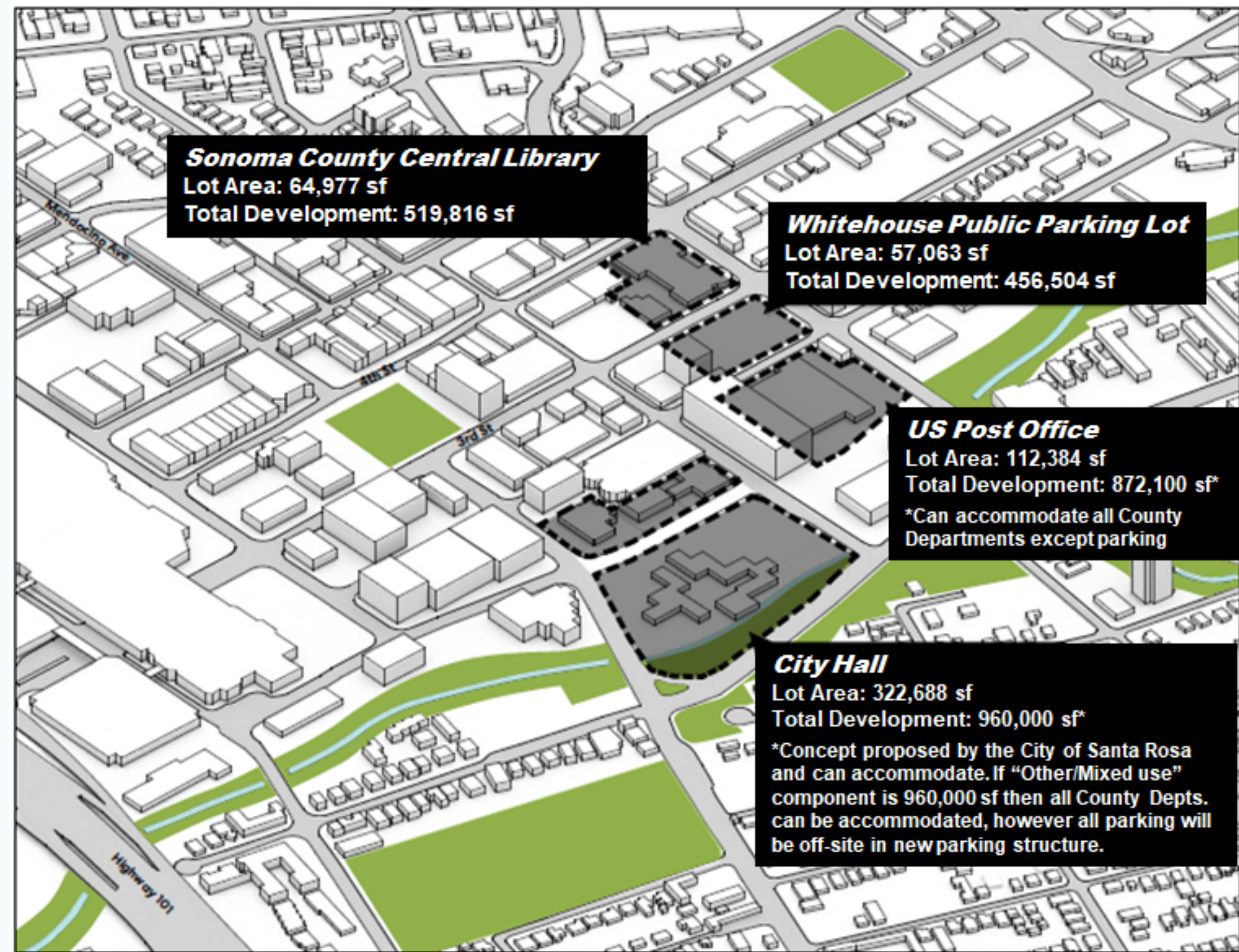
Design Vision
Streetlife



SITE ANALYSIS - DESIGN VISION

DOWNTOWN SITES

City Hall	7.4 Acres
Post Office	2.6 Acres
Central Library	1.5 Acres
Whitehouse Lot	1.3 Acres

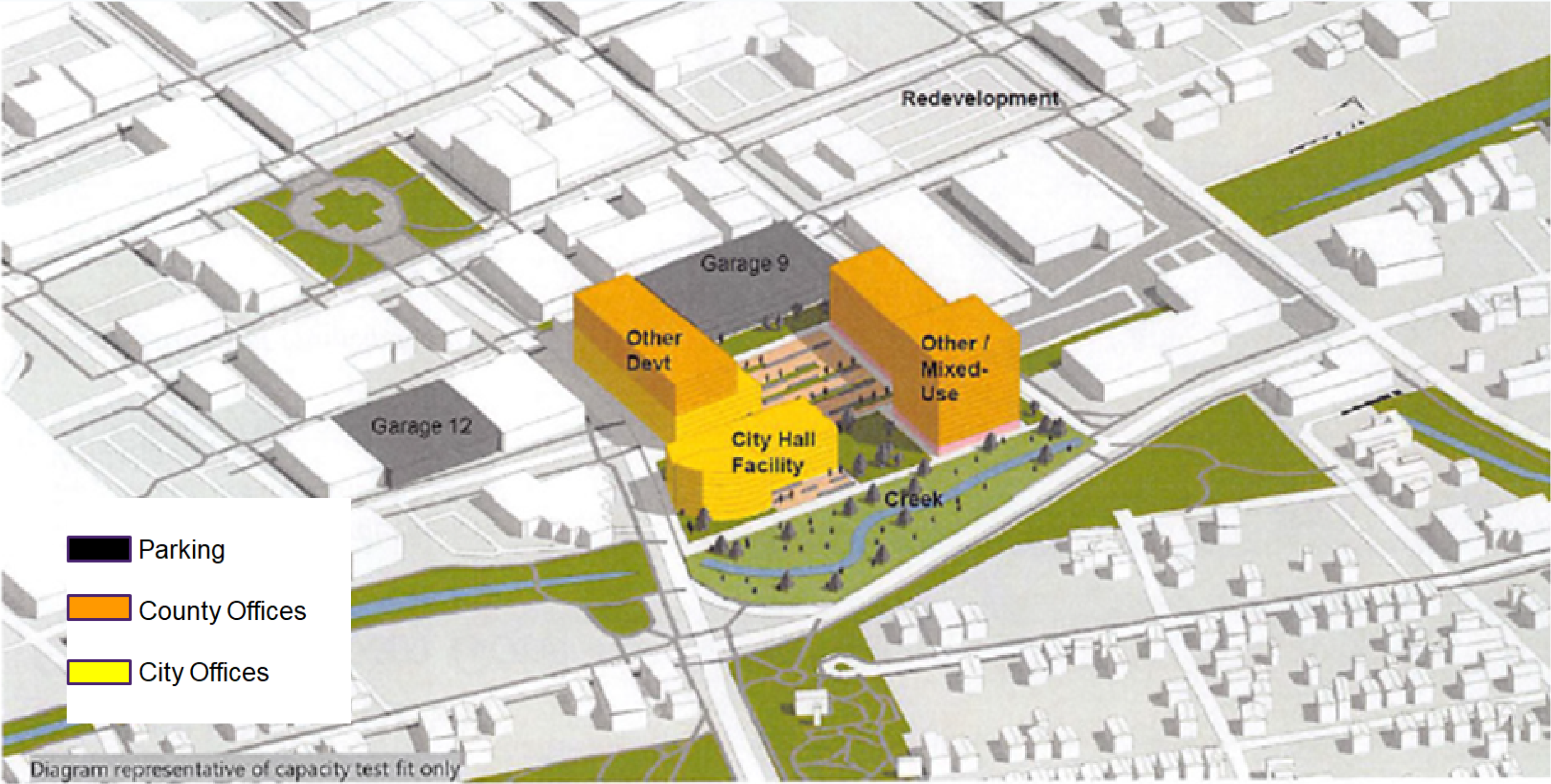


Area for Development

SITE ANALYSIS - DOWNTOWN

- 7.4 Acres
- Requires multi-level / multiple tower buildings
- All non-ADA parking off-site

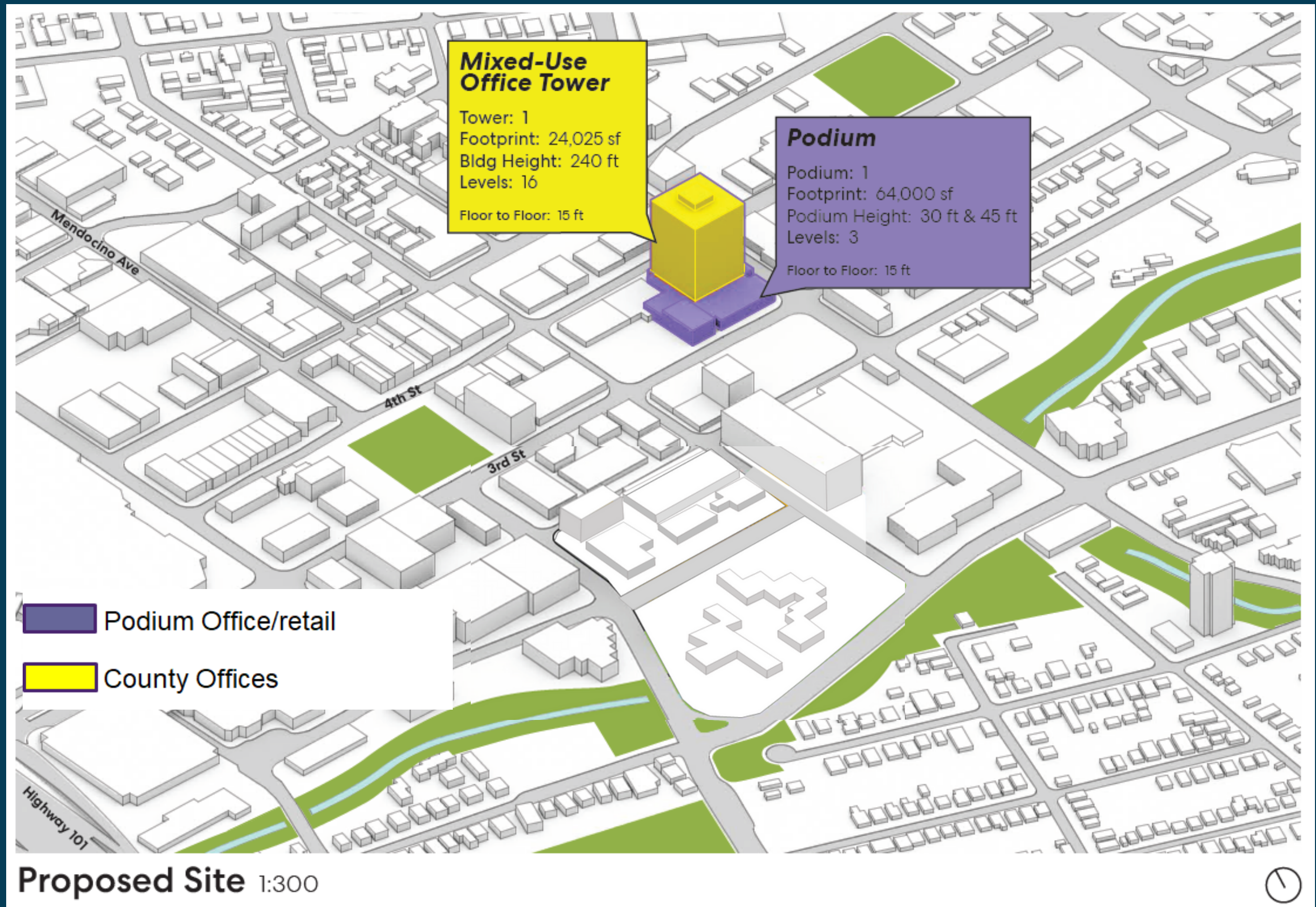
SITE ANALYSIS



Courtesy of City of Santa Rosa

CITY HALL GATEWAY CONCEPT

- 240 ft. tower, 16 stories/levels
- Only 58% of required space
- All non-ADA parking off-site
- Relocate library





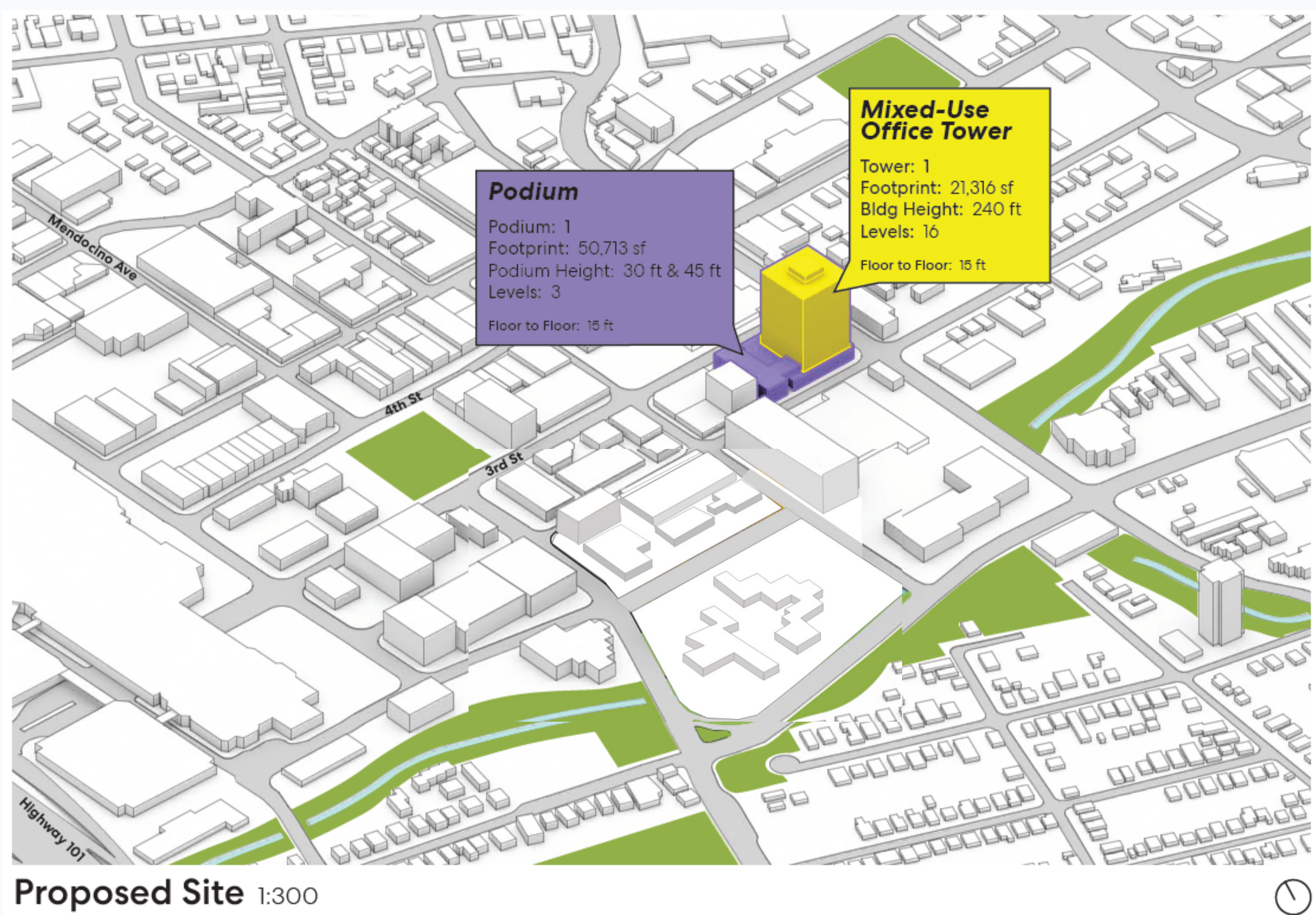
DOWNTOWN LIBRARY

SITE ANALYSIS

SITE ANALYSIS

- 240 ft. tower, 16 stories/levels
- Only 51% of required space
- All non-ADA parking off-site

-  Podium Office/retail
-  County Offices

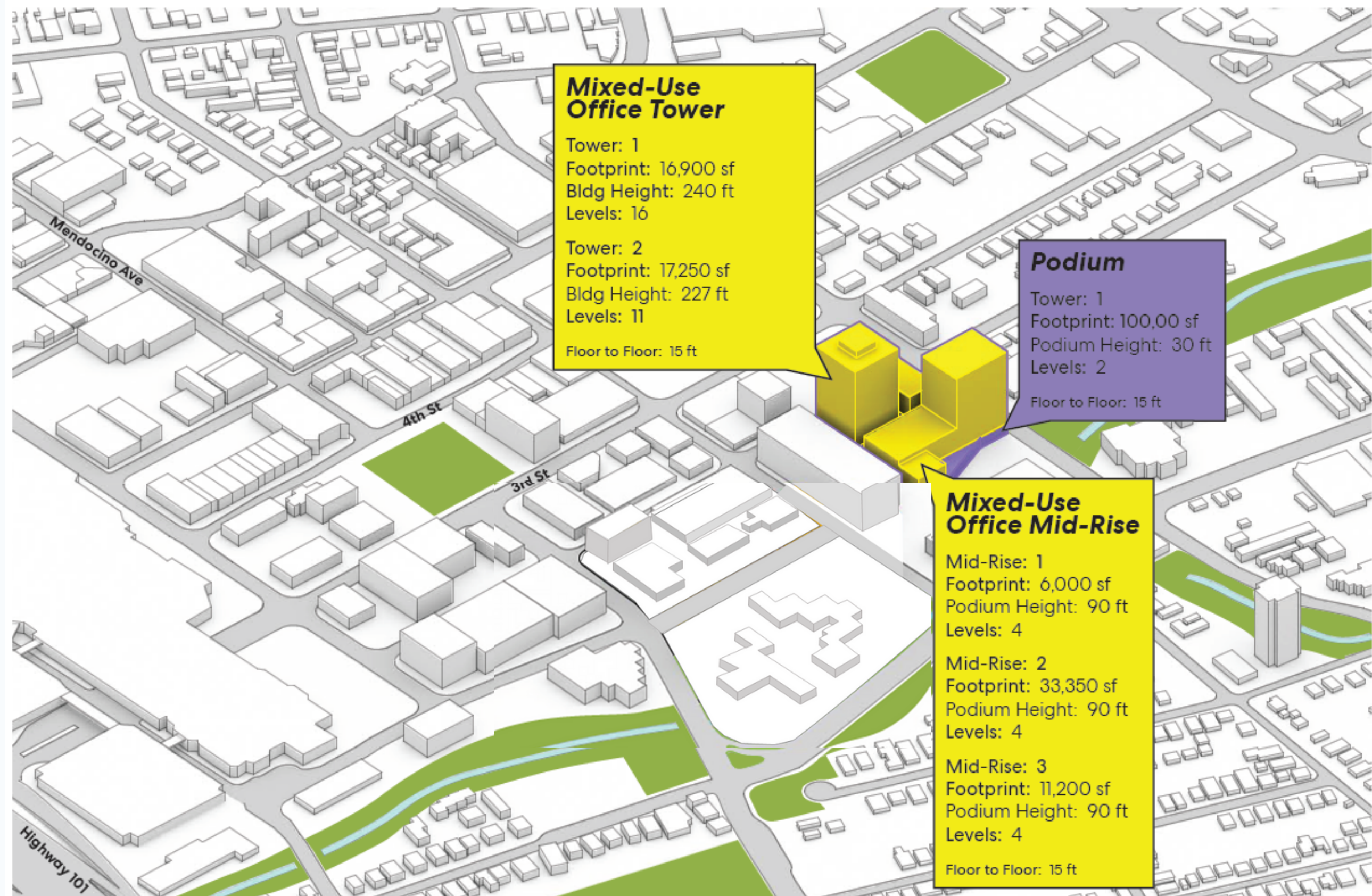


DOWNTOWN WHITEHOUSE LOT

SITE ANALYSIS

- 2.6 acres
- Accommodates full program
- Requires downtown Post Office replacement

- Podium Office/retail
- County Offices

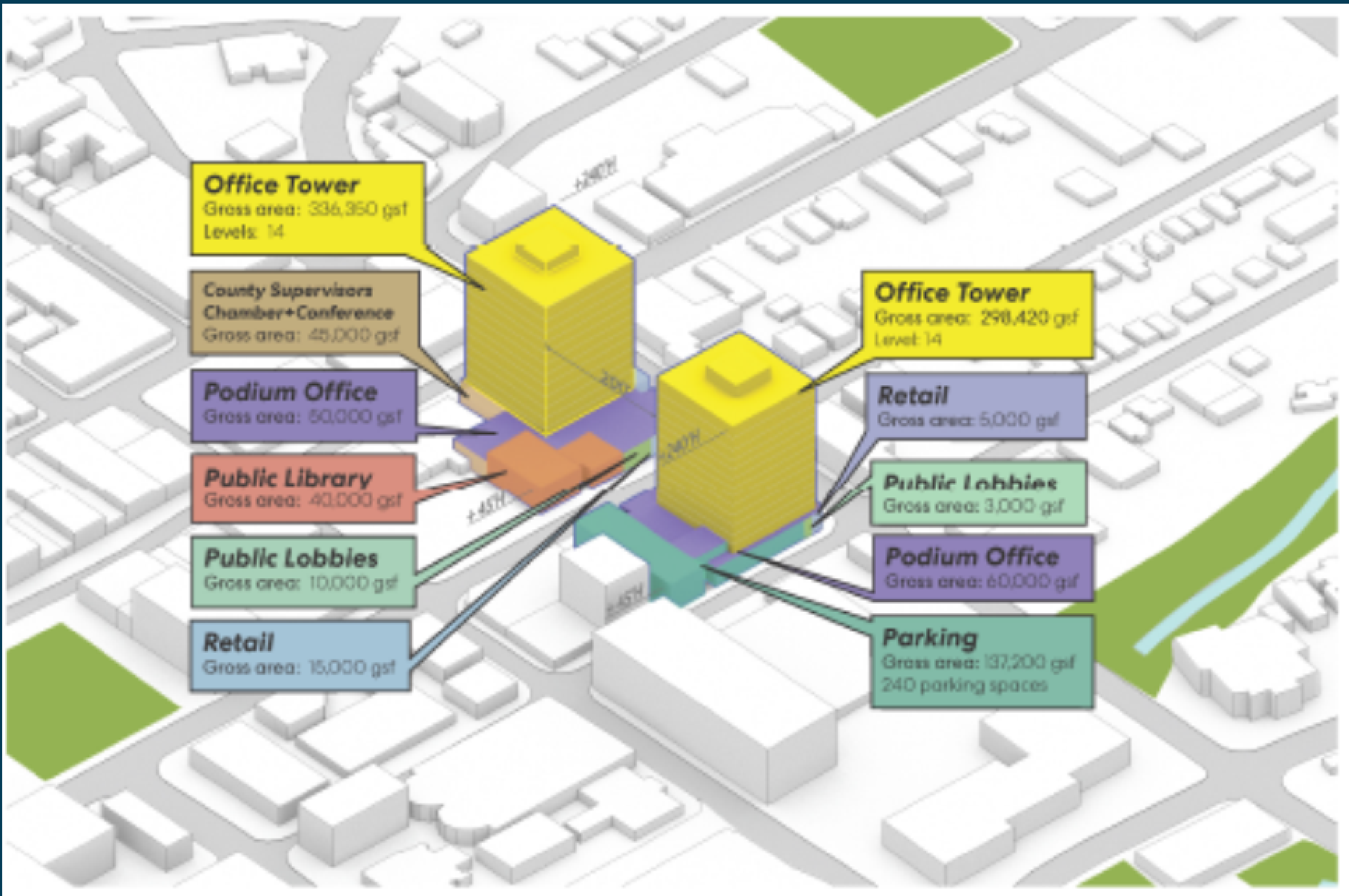


Proposed Site 1:300



DOWNTOWN POST OFFICE

- Podium Office/retail
- Parking
- Development Opportunities
- Transit Hub
- County Offices
- Board Chambers

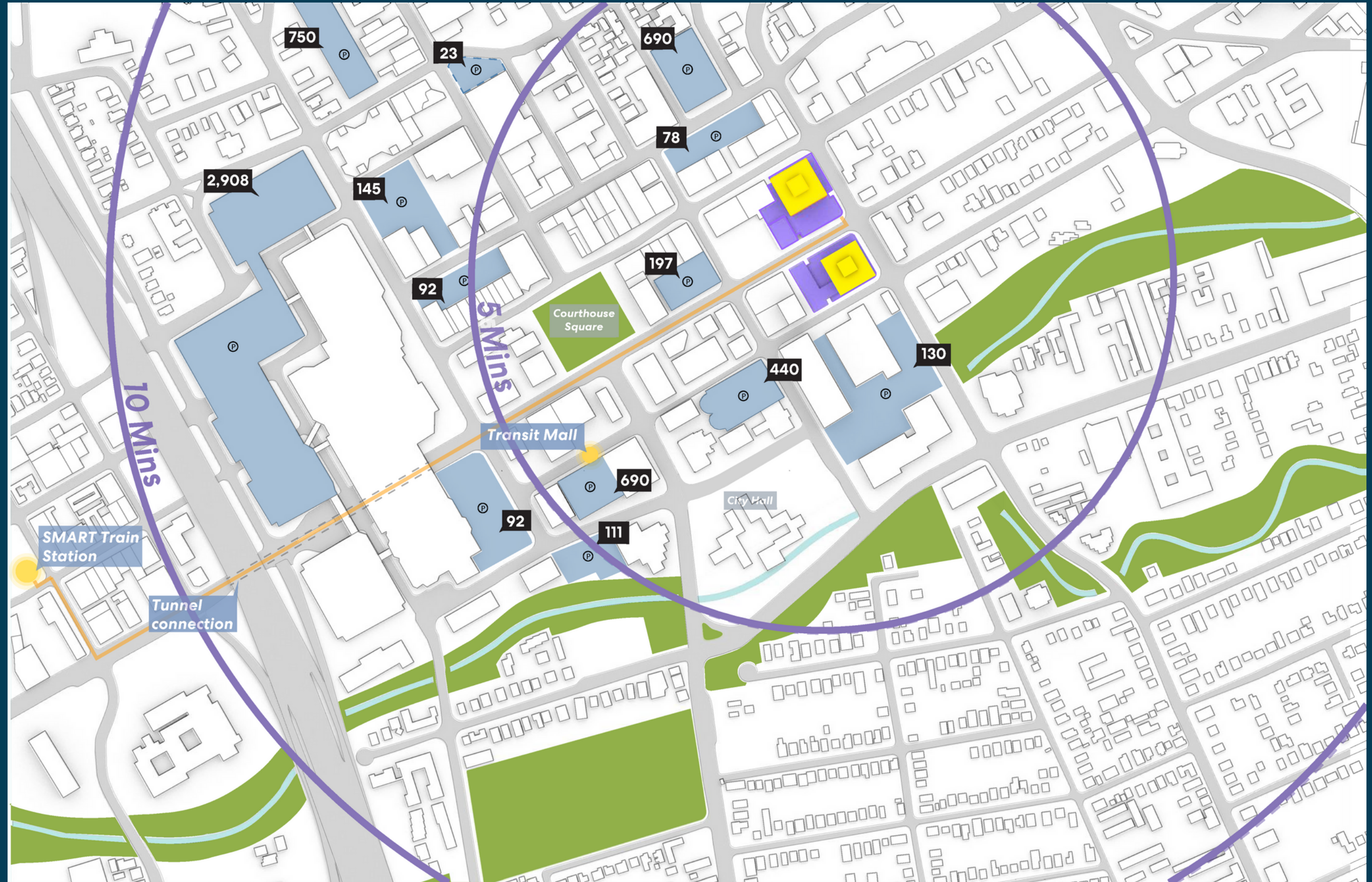


Option 2: Tandem Library & Whitehouse Site Development with Limited Public Only On-site Parking 1:150

SITE ANALYSIS

DOWNTOWN TANDEM SITES

SITE ANALYSIS



DOWNTOWN TANDEM DEVELOPMENT

SITE ANALYSIS - DESIGN VISION



SITE ANALYSIS - DESIGN VISION



5th & COLORADO

LINCOLN
PROPERTY
COMPANY

AUSTIN, TX

APRIL 20, 2010 4:00PM

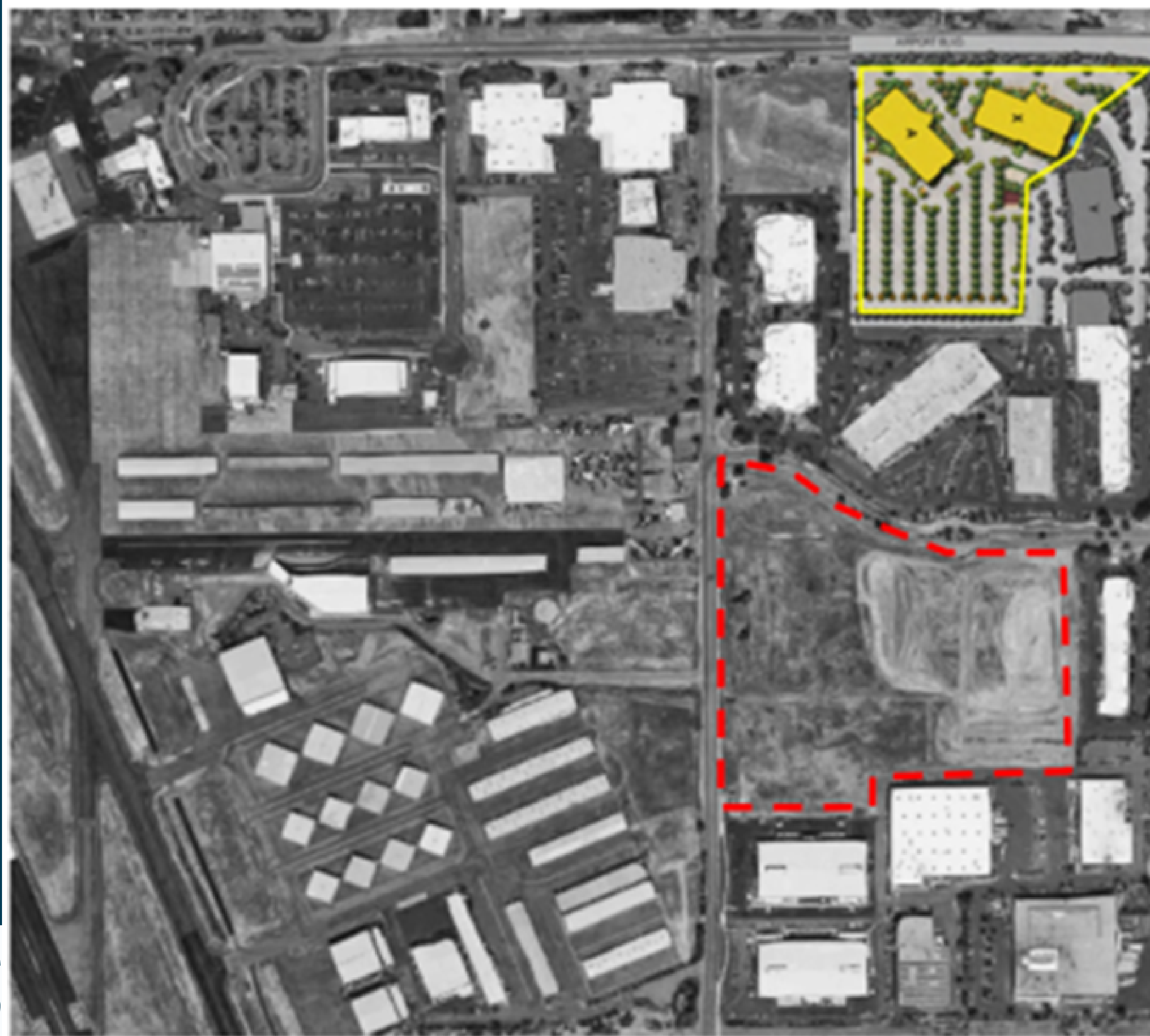
HKS



AIRPORT AREA/ LAUGHLIN ROAD

- Largest of available commercial
- Original site (red) unavailable
- Additional site available (yellow)
- 8.72 acres
- Buildable up to 379,843 sq. ft.
- Building heights limited to 2 stories

SITE ANALYSIS



Water Agency Site

SITE ANALYSIS



AIRPORT SITE

SITE ANALYSIS - DESIGN VISION





THE EVOLUTION OF TRANSPORTATION & PARKING

We need to be proactive about space needs for today
and a future we can't imagine

FINANCIAL MODELING, DELIVERY OPTIONS AND ANALYSIS



Risk tolerance



Value for money
Affordability



Funding options



Delivery models

PRIORITIES

- Achieve best value-for-money over the long term
- Predictability of costs and guaranteed performance
- Optimal risk transfer
- Avoid cost overruns and delays
- Retain asset ownership



FINANCIAL ANALYSIS

DELIVERY OPTIONS

DESIGN-BUILD- FINANCE- OPERATE- MAINTAIN (DBFOM)

- Developer finances, assumes more risk
- Specified O&M components during 30-40 year term
- Specified "availability payments" made after occupancy
- Payments based on performance
- County owns facilities

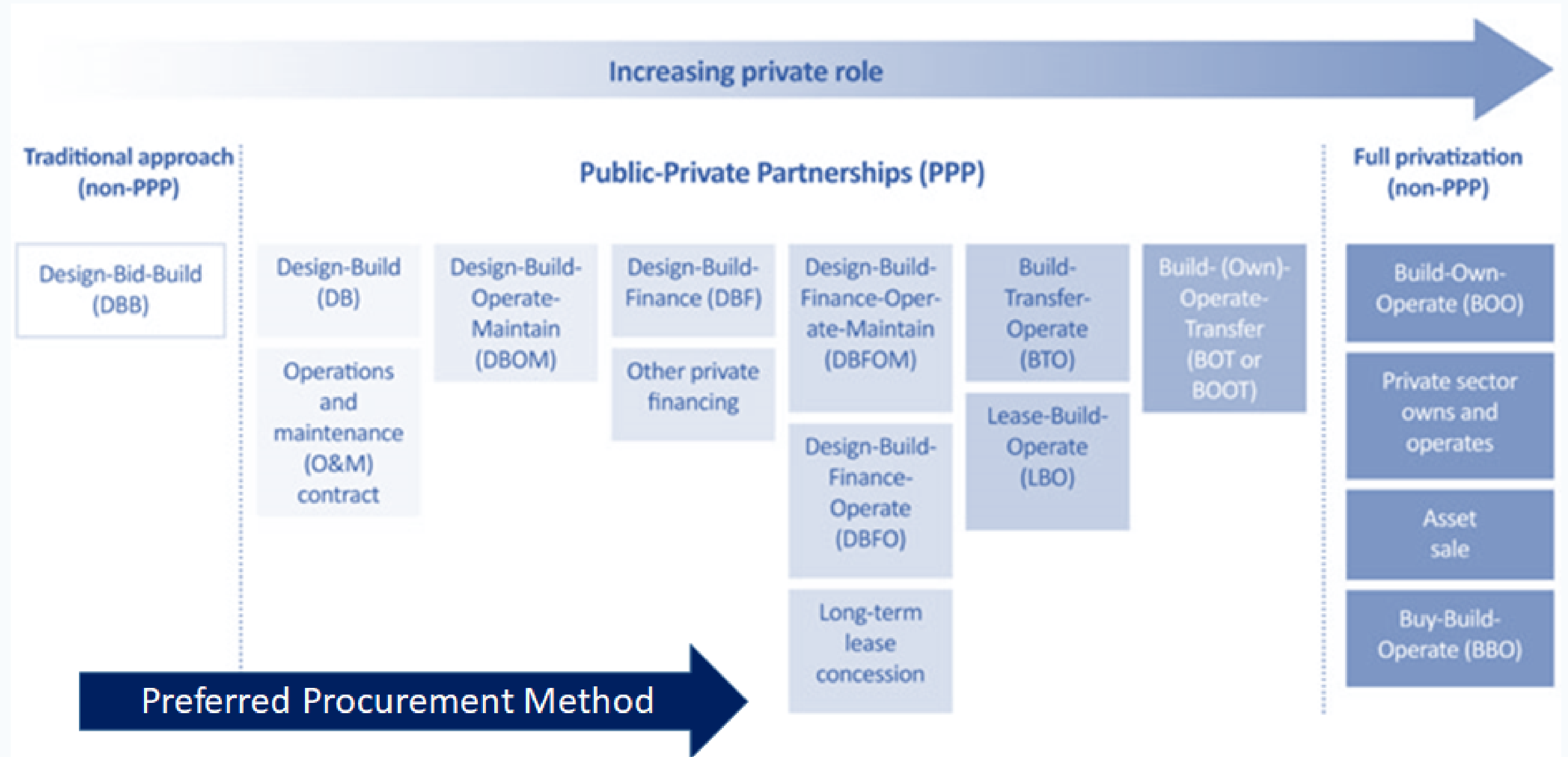
DESIGN-BUILD DEBT FINANCE

- County secures financing
- Design-Build (DB) team contracted
- DB team builds, constructs
- Progress payments made at specified milestones
- DB team paid in full at project completion
- O&M is County responsibility
- County owns facilities

BUILD-TO-SUIT LEASE

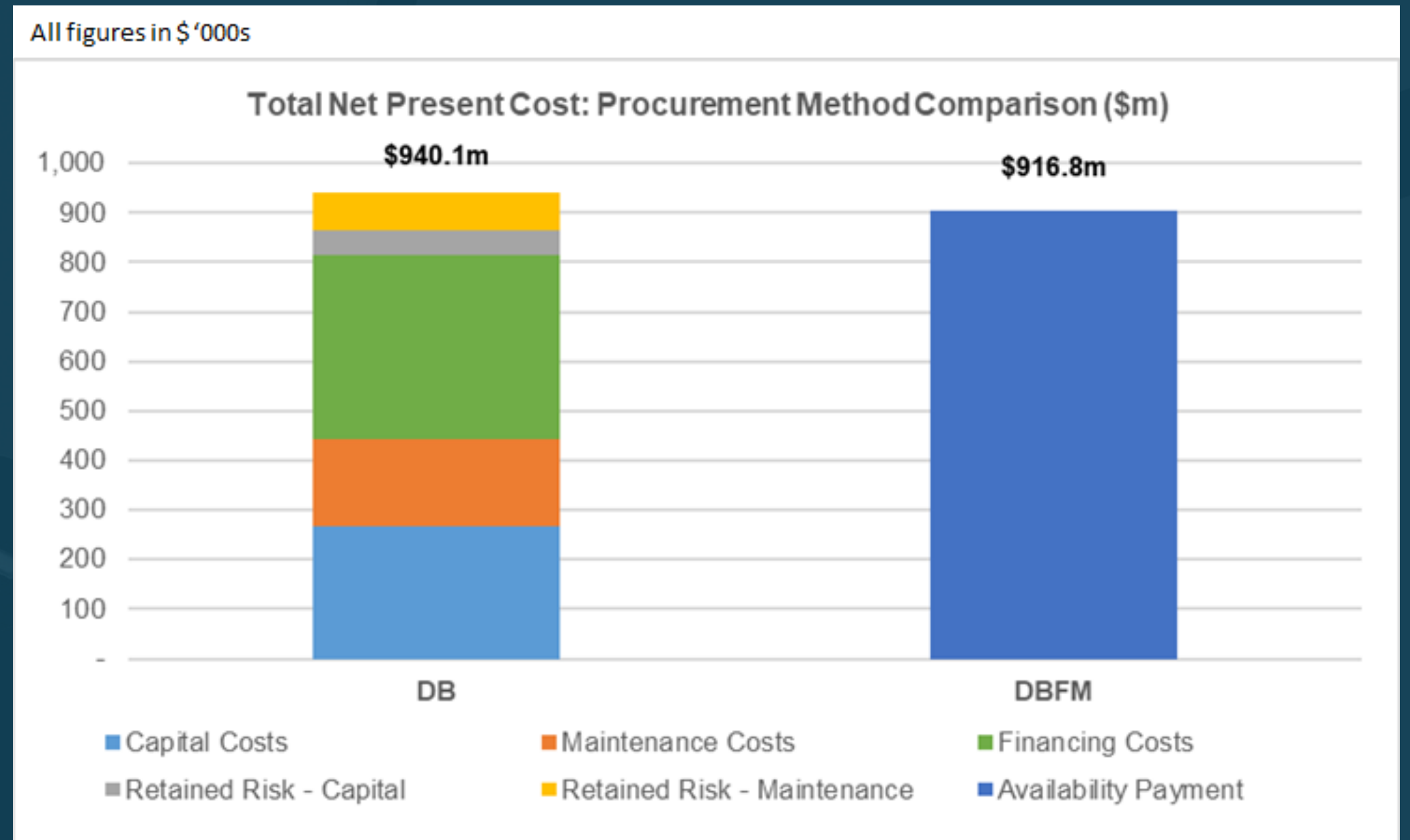
- County specifies requirements
- Lessor design and constructs
- Lessor manages construction risk
- Lessor/County agree rate and long-term lease, with specific terms, options
- County does not own facilities
- Lease buy-back may be possible at term end

CONTINUUM OF PRIVATE SECTOR INVOLVEMENT



Value For Money (VFM) Comparison

- VFM analysis resulted in 3% difference
- DBFOM is \$25 million less than Bond Financed
- DBFOM cost and performance are **predictable** and **guaranteed** (over 30 years)



Data source: PFAL Financial Analysis (attached)

PROGRAM ASSUMPTIONS COMPARED - BASE CASE VS. POST-COVID (DESIGN & BUILD ONLY)

Does not include financing, O&M and staff management

Pre-COVID Space (Base Case, 225 SF / FTE, 0% Telework)	Office Downtown	Office County Admin Center	Emergency Ops Center	Morgue & Public Health Lab	Board Chambers	Parking Structure (3,025 spaces)
Size (sq. ft.)	696,699	696,699	12,000	26,450	21,000	1,170,518
Unit Cost (\$/sq. ft.)**	641***	557****	850	710	630	134
Construction (\$)	446,518,201	388,276,697	10,200,000	18,779,500	13,230,000	156,931,712
Contingency (20%)	89,303,640	77,655,339	2,040,000	3,755,900	2,646,000	31,386,342
Cost (\$)	535,821,841	465,932,036	12,240,000	22,535,400	15,876,000	188,318,055

****Cost of Construction escalated to mid-point of construction**
*****Assumes additional costs required for high-rise construction due to limited site availability. Does not include contingency**
******Assumes swing space required during construction. Does not include contingency.**

Does not include financing, O&M and staff management

Post-COVID Space (Modified Base Case, 170 SF / FTE + 50% Telework at 50 SF / FTE)	Office Downtown	Office County Admin Center	Emergency Ops Center	Morgue & Public Health Lab	Board Chambers	Parking Structure (2,505 spaces)
Size (sq. ft.)	346,260	346,260	12,000	26,450	21,000	628,039
Unit Cost (\$/sq. ft.)**	585***	557****	850	710	630	134
Construction (\$)	202,622,769	192,974,066	10,200,000	18,779,500	13,230,000	84,201,431
Contingency (20%)	40,524,554	38,594,813	2,040,000	3,755,900	2,646,000	16,840,286
Cost (\$)	243,147,323	231,568,879	12,240,000	22,535,400	15,876,000	101,041,718

****Cost of Construction escalated to mid-point of construction**
*****Assumes additional costs required for high-rise construction due to limited site availability. Does not include contingency.**
******Assumes swing space required during construction. Does not include contingency.**

MODIFIED BASE CASE ANNUAL AVAILABILITY PAYMENT

\$521.99 MILLION

NET PRESENT VALUE COST
TOTAL PROGRAM COST

\$37.25 MILLION

INITIAL ANNUAL
AVAILABILITY PAYMENT

IMPACTS OF PARKING COSTS

Base case vs. Modified program

Annual Availability Payments

Office Space / Telework	No Parking Garage	400 Space Garage Traditional Ramp, Balance Surface	Full Parking Standard, Traditional Ramp	Full Parking Standard, Flexible Design for Future Office
225 SF/Person@ 0% Telework	\$55.07M	\$56.99 M	\$69.53 M	\$72.5 M
170 SF/Person@ 50% Telework	\$27.92 M	\$29.83 M	\$35.83 M	\$37.25 M

Net Present Costs

Office Space / Telework	No Parking Garage	400 Space Garage Traditional Ramp, Balance Surface	Full Parking Standard, Traditional Ramp	Full Parking Standard, Flexible Design for Future Office
225 SF/Person@ 0% Telework	\$730.44 M	\$750.89 M	\$884.22 M	\$916.83 M
170 SF/Person@ 50% Telework	\$422.26 M	\$442.83 M	\$508.59 M	\$521.99 M

Total DBFOM Office Space Cost

Impacts of Space Standards & Telework



Net Square feet per FTE	Telework %	Net Present Cost (\$ million)	First Year Availability Payment w/ Offset of \$8.566 mm avoided rent (\$ millions)
225	0	916.83	72.50
	33	711.14	54.22
	50	608.37	45.08
170	0	737.70	56.36
	33	593.95	43.63
	50	521.99	37.25

Data source: PFAL Financial Analysis (attached)

Comparative Project Costs

\$594/SF

Federal Office

- Source: US General Services Administration Regional Chief Architect's Office
- 2020 cost adjusted to cost location factors and escalated to 2023
- Does not include site development costs

\$557-\$641/SF

New County Main Campus

- Source: PFAL
- Financial Analysis for offices only.
- Does not include finance and O&M costs

\$834/SF

American AgCredit Building

- Source: TLCD Architecture Website.
- Construction only.
- Cost above represents 2016 cost, adjusted to 2020

\$1,106/SF

Sonoma Superior Court -New Courthouse

- Source: Judicial Council California Court website

**SONOMA COUNTY CHOICE
Project Outside Counsel**



NOSSAMAN LLP

Past DBFOM PROJECTS



CITY OF INDIANAPOLIS JUSTICE
CENTER PROJECT



CITY OF LOS ANGELES
CONSOLIDATED RENTAL CAR
CENTER



ARIZONA DEPARTMENT OF
TRANSPORTATION FLAGSTAFF
FACILITIES



UC MERCED CAMPUS EXPANSION PROJECT



CITY OF LOS ANGELES CONVENTION
CENTER RENOVATION AND EXPANSION

CONCLUSION - SITE EVALUATION FINDINGS

MOST FEASIBLE SITES

Admin. Campus

Downtown
Tandem

Airport

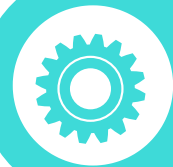


Program Accommodation

Yes, full program

Yes, modified
base case

Yes, modified
base case



Design issues & Relative
Complexity

Moderately complex

Complex - two 240 ft.
towers, no or ltd. parking

Moderately complex



Schedule / Acquisition / Impacts
to Existing Use

Neutral - swing space
required

High impact to library /
potential to delay

High impact to Water
Agency- entire site
needed/ potential to delay



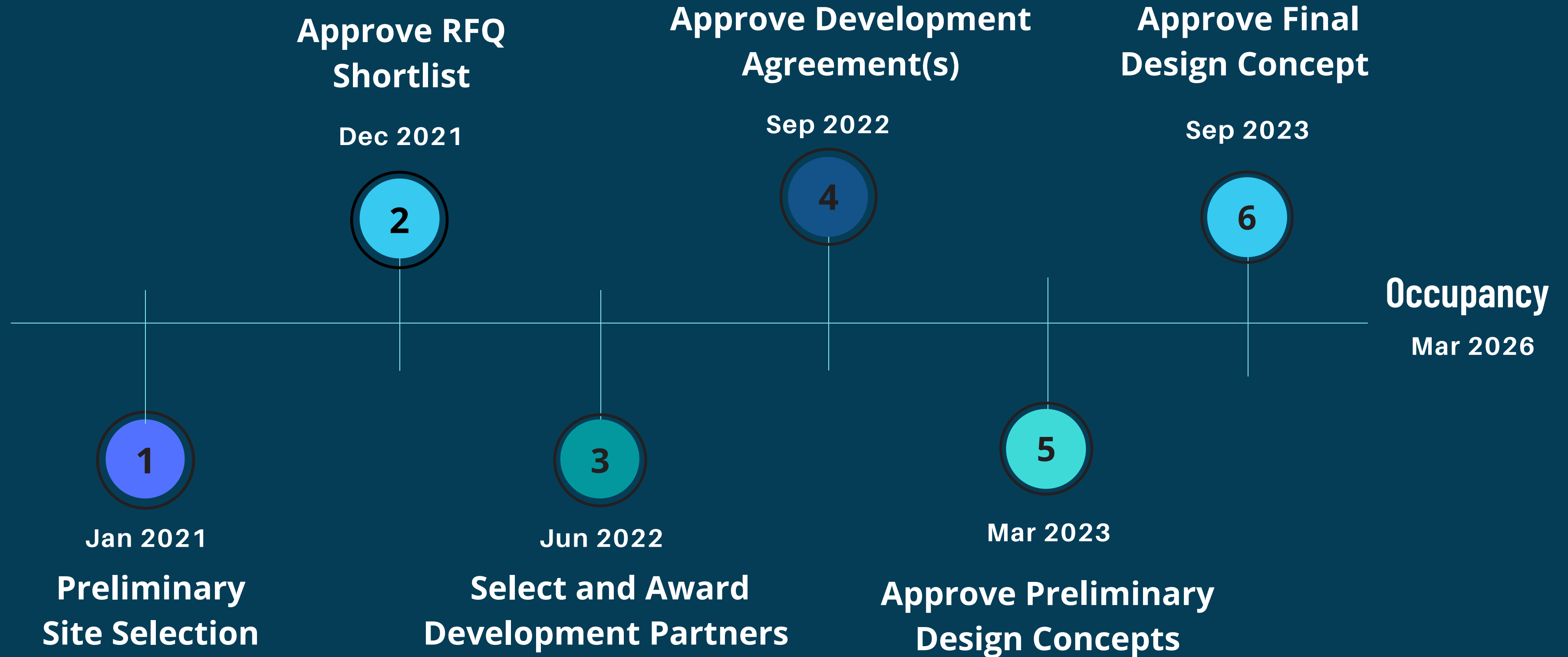
Relative Cost

Required 1.6% swing
space premium /
parking structure
required

Estimated 5-15% high-
rise cost premium / off-
site parking required

Relocation of Water
Agency

BOARD ACTION TIMELINE



RECOMMENDED ACTIONS

- Make a preliminary selection of the preferred site for the new County government center, subject to further analysis in compliance with the California Environmental Quality Act (CEQA).
- Direct staff to initiate Request for Qualifications (RFQ) to identify potential development partner(s) and bring back results of the RFQ for further Board consideration.
- Delegate authority to the Director, General Services Department to amend the consulting services agreement with PFAL for RFQ and RFP phases, for a not-to-exceed amount of \$1,735,000. (4/5th Vote)
- Authorize County Counsel to enter into a Legal Services Agreement with Nossaman, LLP for legal services to support RFQ and RFP phases for a not-to-exceed amount of \$1,750,000. (4/5th Vote)
- Direct staff to initiate a CEQA Initial Study pursuant to California Government Code section 15063 on the identified preferred site, and return to the Board with findings for future consideration.
- Adopt a resolution approving budget adjustments to the FY 20/21 Budget in the amount of \$2,506,359 using Deferred Maintenance funds for Phase III technical advisory, outside counsel, and record digitization efforts expected to be completed in the current fiscal year. (4/5th Vote)



QUESTIONS