



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

November 25, 2002

Ordinance 14515

Proposed No. 2001-0407.2

Sponsors Phillips and McKenna

1 AN ORDINANCE relating to comprehensive planning;
2 adopting the 2002 King County space plan update; and
3 amending Ordinance 10810, Section 1, and K.C.C.
4 20.12.100.

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PREAMBLE:

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For the purpose of effective land use planning the King County council
9 makes the following legislative findings:

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King County has adopted the 1994 King County Comprehensive Plan to
11 meet the requirements of the Washington state Growth Management Act.

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The King County space plan is a subelement of the capital facilities
13 element of the King Comprehensive Plan and any amendments to that
14 plan are currently required to be submitted by the executive to the
15 council by August 1 of each year.

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The Growth Management Act requires the county's comprehensive plan to
17 be amended only once each year except for amendments including those

17

18 to the capital facilities element of the comprehensive plan that occur in
19 conjunction with the adoption of the county budget.

20 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

21 SECTION 1. Ordinance 10810, Section 1, and K.C.C. 20.12.100 are each
22 hereby amended to read as follows:

23 **County space plan.** The county space plan, consisting of space standards,
24 current and future space needs, county facility development policy framework, previously
25 adopted county facility master plans and the annual county facility planning work
26 program (~~and attached hereto~~) as contained in Attachments A and B ((5)) to this
27 ordinance is adopted as a subelement of the public facilities element of the
28 comprehensive plan and the master plan for county facility development as defined in
29 K.C.C. 4.04.020. The adopted space plan shall govern development of all facility master
30 plans, facility program plans and CIP and lease requests for space housing county agency
31 operations.

32 The executive shall update the current and future space needs and facility work
33 program sections of the county space plan and submit them to the council as amendments
34 to the county space plan by August 1 of each year. New facility master plans shall also
35 be adopted by the council as amendments to the county space plan. In accordance with
36 Motion 11118, any future space plan documentation should use as a guideline the
37 document "A Template for Space Planning: Recommendation from the King County
38 Space & Facilities Peer Review Panel December 2000" (for the purposes of this section,
39 "peer review report"). For informational purposes only, the peer review report is
40 included as Attachment C to this ordinance. While the peer review report should guide

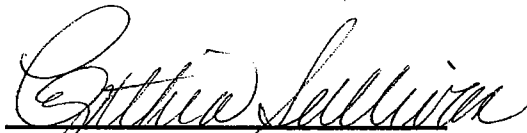
41 the preparation of future space planning documentation, the peer review report does not
42 constitute mandatory requirements.

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Ordinance 14515 was introduced on 8/20/2001 and passed by the Metropolitan King County Council on 11/25/2002, by the following vote:

Yes: 13 - Ms. Sullivan, Ms. Edmonds, Mr. von Reichbauer, Ms. Lambert, Mr. Phillips, Mr. Pelz, Mr. McKenna, Mr. Constantine, Mr. Pullen, Mr. Gossett, Ms. Hague, Mr. Irons and Ms. Patterson
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

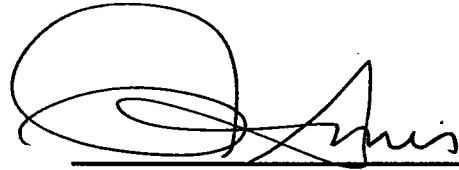

Cynthia Sullivan, Chair

ATTEST:



Anne Noris, Clerk of the Council

APPROVED this 6 day of December, 2002.



Ron Sims, County Executive

Attachments

A. Space Plan 2002, B. 2002 Space Plan Policy Matrix , C. A Template for Space Planning: Recommendation from the King County Space & Facilities Peer Review Panel December 2000

KING COUNTY COUNCIL

2002 DEC - 6 PM 3: 25

RECEIVED

King County Department of Corrections and
Community Corrections

Page 1 of 1

King County Department of Corrections and Community Corrections

14515

Attachment C

A template for

SPACE PLANNING

2000

D e c e m b e r

Recommendations from the

King County Space & Facilities

Peer Review Panel

A TEMPLATE FOR SPACE PLANNING, DECEMBER 2000

King County Space & Facilities Peer Review Panel

Roger Anderson, GLY Construction, Inc.
Arun Bhagat, AKB Engineers, Inc.
Steve Goldblatt, University of Washington
Craig Kinzer, Craig Kinzer & Company
Bill Luria, Carlson Architects
Doug Pernerl, Criterion Real Estate Advisors
Gary Towe, The Boeing Company

Facilitator/Writer

Mary Bourguignon, Steeple-jack Consulting

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Elissa Benson, County Council Staff
Jay Donahue, County Council Staff
John Lewellyn, Department of Construction & Facilities Management
Beth Mountsier, County Council Staff

Capital Budget Subcommittee

Greg Nickels, Chair
Jane Hague, Vice Chair
Rob McKenna
Larry Phillips
Pete von Reichbauer

2002 Space Plan Policy Matrix

14515

1993 SPACE PLAN Ordinance 10810 Passed 5/10/93	1997 SPACE PLAN Motion 10259 Passed 7/28/97	2002 SPACE PLAN Proposed Ordinance
<p><u>Policy:</u> Co-locate services where functional relationships and/or user accessibility warrant.</p>	<p><u>Policy:</u> Physically consolidate departments that were organizationally consolidated with the Metro/King County merger.</p> <p><u>Implementation Plan/Actions:</u> Through a public/private partnership, entered into a lease-to-own contract for a new office building which houses most of the Departments of Natural Resources and Transportation. Physically consolidated organizational units that were organizationally consolidated in both the King Street Center, the Exchange Building, and the Administration Building. As of the year 2001, the Department of Transportation (DOT) continues to occupy approximately 23,000 rentable square feet in the Yesler Building. The DOT also has a long term lease for one floor of the Exchange Building which was not intended to be released with the occupancy of the King Street Center</p>	<p><u>Policy:</u> Co-locate services where functional relationships and/or user accessibility warrant.</p> <p><u>Implementation Plan:</u> Through the construction or acquisition of a new County building, or the consolidation of a long term leases, the County will continue to move toward consolidation. Candidates for further consolidation are the Department of Finance, Office of Human Resource Management, Prosecuting Attorney, and the new Department of Executive Administration. The optimum opportunity lies with construction or acquisition of a new building.</p>
<p><u>Policy:</u> Retain and restore the central courthouse as the seat of county government and location of central governance functions.</p> <p><u>Implementation Plan:</u> Move county support functions existing in the Courthouse to the Administration Bldg; reserve Courthouse as primary Regional Justice Center and for key elected functions and officials.</p>	<p><u>Policy:</u> (Policy not officially restated, but the implementation plan supports the original intent)</p> <p><u>Implementation Plan:</u> Seismically stabilize the Courthouse by buttressing it with an addition which will also provide approx. 110K additional sq. ft. of office space.</p>	<p><u>Policy:</u> Retain, upgrade, and restore the King County Courthouse for criminal justice functions.</p> <p><u>Implementation Plan:</u> The buttress addition to the Courthouse was formally abandoned by the County Council. Currently, the plan is to seismically and mechanically upgrade the Courthouse to extend its useful life as a courthouse. All non criminal justice functions currently located in the Courthouse are candidates for a future move to a new building as criminal justice space needs grow.</p>
<p><u>Policy:</u> Locate services outside of the regional centers when warranted by the need to serve particular localities, the need for a particular specialized location or environment, the ability to reduce cost or improve functioning in cases where</p>	<p><u>Policy:</u> (Policy not officially restated, but the implementation plan supports the original intent)</p> <p><u>Implementation plan:</u> Move E-911/Com Center out of downtown Seattle to South King County with the Office of Emergency Management.</p>	<p><u>Policy:</u> Locate services outside of the regional centers when warranted by the need to serve particular localities, the need for a particular specialized location or environment, the ability to reduce cost or improve functioning in cases where public accessibility and visibility are not significant issues or a use which is not appropriate in an urban center.</p>

2002 Space Plan Policy Matrix

14515

1993 SPACE PLAN Ordinance 10810 Passed 5/10/93	1997 SPACE PLAN Motion 10259 Passed 7/28/97	2002 SPACE PLAN Proposed Ordinance
<p>public accessibility and visibility are not significant issues or a use which is not appropriate in an urban center.</p> <p><u>Policy:</u> Keep county-owned facilities fully used and in good repair.</p> <p>Consider and select ownership options for basic county functions when they can be shown to pay off in the long run.</p> <p>Continue to lease space to handle volatile and shorter term space needs.</p>	<p>Continue to develop Community Service Centers (4 of the proposed 6 have opened) and police storefronts around the county.</p> <p><u>Policy:</u> Develop and maintain safe, attractive public buildings that create a good image for government and that are sound financial investments.</p> <p>Move from high dependence on short-term leased space to owned space or leased space with option to own.</p> <p>Maintain a small percentage of the County's space needs in leased space.</p> <p><u>Implementation plan:</u> Of the approx. 550K sq. ft. the county leases, keep not more than 100K sq. ft. in leased space.</p> <p>Enter into a lease-to-own contract at King Street Center; DOT and DNR occupy space.</p> <p>Seismically stabilize the Courthouse by buttressing it with an addition which will also provide approx. 110K additional sq. ft. of office space.</p>	<p><u>Implementation plan:</u> Complete</p> <p><u>Policy:</u> Develop and maintain safe, attractive public buildings that create a good image for government and that are sound financial investments.</p> <p>Start moving from high dependence on short-term leased space in the downtown area to owned space or long-term leased space with the option to own when lease space exceeds 10 percent of downtown occupied space and when it is shown that building ownership will pay off in the long run.</p> <p>Consider and select ownership options in the suburban areas when it can be clearly demonstrated that ownership will pay off in the long run.</p> <p><u>Implementation plan:</u> Solicit proposals to convert downtown leased space to a County owned building. Evaluate proposals against opportunities to engage in long term leases at current market rates.</p> <p>Implement recently adopted Ordinance that revised the Major Maintenance Reserve Fund and Building Repair and Replacement Fund.</p> <p>Engage in a systematic assessment of all County owned buildings to identify immediate needs generated by years of deferred maintenance.</p> <p>Develop a set of service standards governing the provision of maintenance, janitorial, HVAC, and other services in County owned buildings. Concurrently develop a process for reporting on compliance with those standards.</p>

2002 Space Plan Policy Matrix

14515

1993 SPACE PLAN Ordinance 10810 Passed 5/10/93	1997 SPACE PLAN Motion 10259 Passed 7/28/97	2002 SPACE PLAN Proposed Ordinance
<p><u>Policy:</u> Reduce the cost and disruption of moving by avoiding short term moves unless warranted by the inadequacy or inappropriateness of current space.</p>		<p><u>Policy:</u> Reduce the cost and disruption of moving by avoiding short term moves unless warranted by the inadequacy or inappropriateness of current space.</p>
<p><u>Policy:</u> Cluster other decentralized services in or nearby the regional law and justice centers where visibility and accessibility warrant.</p>		
<p><u>Policy:</u> Address documented space deficiencies in an equitable and cost-effective manner as opportunities arise.</p>		
<p><u>Policy:</u> Plan county facilities in relationship to their surrounding communities. Whenever feasible, take advantage of opportunities to enhance the community environment and increase community use of public facilities.</p>		
	<p><u>Policy:</u> Council Motion 8892 authorized a Public Health Facilities Task Force to analyze and make recommendations on the County's Public Health Centers and Community Clinics.</p>	
	<p><u>Policy:</u> Council Motion 9913 requested an update of the District Court's Operational Master Plan, with equitable cost-sharing between the county and its contract cities being a primary issue.</p>	
	<p><u>Policy:</u> Construction of new eastside animal shelter is deferred until a decision is reached determining whether county animal control is a regional service and should receive regional funding.</p>	
<p><u>Policy:</u></p>	<p><u>Policy:</u></p>	<p><u>Policy:</u></p>

2002 Space Plan Policy Matrix
14515

1993 SPACE PLAN Ordinance 10810 Passed 5/10/93	1997 SPACE PLAN Motion 10259 Passed 7/28/97	2002 SPACE PLAN Proposed Ordinance
<p>Established Space Standards prescribed as per square foot ranges for various categories of County Employees and specialty programmed space.</p>	<p>No change</p>	<p>Space Standards expanded to include the following: County employees will be provided with office space that:</p> <ul style="list-style-type: none"> • Is highly functional; • Is kept clean, secured, and well maintained; • Includes practices that conserve resources, use recycled content materials, maximize energy efficiency, and otherwise consider environmental, economic and social benefits in the design and construction of a building project; • Is in a building design to protect health and safety in the event of a major earthquake; and • Uses, to the maximum extent possible, modern modular furnishings and configurations to enhance the functionality and efficiency of office space. <p>Implementation Plan: All new or refurbished office space comply with the prescribed per square foot office standards with programmatic deviations well documented. Building operations will be managed in accordance with established service standards for janitorial, HVAC, security and maintenance to be fully developed during 2002. All new or refurbished office space tenant improvements will be programmed consistent with the County Executive's Green Building Initiative. All buildings occupied by County workforce will be certified as compliant with the Federal Emergency Management Agency's health and safety standards for seismic stability. A modular furnishings alternative will be considered on all new or refurbished space with the initial investment in modular furnishings less the value of space savings compared to the costs of other alternatives. The least cost alternative will be chosen.</p>

A TEMPLATE FOR SPACE PLANNING:

RECOMMENDATIONS FROM THE KING COUNTY SPACE & FACILITIES PEER REVIEW PANEL
DECEMBER 2000

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
BACKGROUND: A HISTORY OF SPACE PLANNING IN KING COUNTY	7
CURRENT CONDITIONS	11
UPCOMING ISSUES	12
THE SPACE & FACILITIES PEER REVIEW PANEL	13
RECOMMENDATIONS	14
APPENDIX	

APPENDIX

TABLE 1: CHRONOLOGY OF SPACE PLANNING DECISIONS	A 1
TABLE 2: DEPARTMENTAL SPACE COMPARISONS FROM 1993, 1997 AND PROPOSED 1999 SPACE PLANS	A 4
TABLE 3: SPACE STANDARDS FROM THE COUNTY'S 1993 SPACE PLAN	A 5
TABLE 4: SUMMARY OF CURRENT CONDITIONS - 2000	A 6
TABLE 5: COUNTY NON-OFFICE FACILITIES	A 7
TABLE 6: KING COUNTY LEASED OFFICE SPACE	A14
TABLE 7: KING COUNTY SPACE & FACILITIES PEER REVIEW PANEL TIMELINE AND WORK PLAN	A15
TABLE 8: PROPOSED TEMPLATE FOR SPACE PLAN	A17

A TEMPLATE FOR SPACE PLANNING:

RECOMMENDATIONS FROM THE KING COUNTY SPACE & FACILITIES PEER REVIEW PANEL

DECEMBER 2000

EXECUTIVE SUMMARY

KING COUNTY MUST DO A BETTER JOB PLANNING FOR ITS OFFICE SPACE NEEDS. This is the primary recommendation of the King County Space & Facilities Peer Review Panel, a group of citizen volunteers formed in 2000 to study the County's space planning processes and policies. Panel members do not believe County government should embark on expensive or time-consuming master planning processes. Rather, they believe the County must make better use of basic, easily available information about staff growth and office space needs and then must use that information to guide individual office space decisions.

Planning for King County's 1.3 million square feet of office space is guided by the King County Space Plan, a sub-element of the Capital Facilities Element of the County's Comprehensive Plan. Unfortunately, County space planning has been somewhat sporadic over the last decade. A County Space Plan was adopted in 1993, but not updated until four years later. And subsequent Space Plan updates proposed in 1998 and 1999 were not acted on by the Council because they appeared to alter or abandon existing policies.

In mid 2000, the County Council established the Panel to review space planning policies and processes and current and projected conditions, and analyze these in light of generally accepted space planning practices. With this report, members of the Panel present their recommendations in the areas of Planning, Leasing, Building, and Operations & Maintenance. In addition, they have included a suggested list of immediate space planning tasks, which they believe must be accomplished by mid-2001.

These recommendations from the Panel are intended to provide a decision-making template to King County's policy leaders. They are not intended to provide project-specific analyses of individual space planning decisions, but rather to function as guidelines County leaders can use as they embark on a new Space Plan and consider specific space-related decisions.

SUMMARY OF RECOMMENDATIONS

RECOMMENDATIONS

1 THROUGH 3:

PLANNING

<p>RECOMMENDATION 1: THE COUNTY MUST DEVELOP BETTER INFORMATION FOR ITS SPACE PLAN AND MUST USE THAT INFORMATION TO GUIDE DECISIONS.</p>	<p>The County (using either staff or consultants) must update its information about current staffing levels and space use. And the County must do a more thorough job <u>projecting</u> staff growth and space needs into the future. The lack of good information makes it very difficult to make informed decisions about major space opportunities.</p>
<p>RECOMMENDATION 2: TO GET INFORMATION FOR THE SPACE PLAN, COUNTY DEPARTMENTS SHOULD BE ASKED TO PREPARE BRIEF BUSINESS PLANS EACH YEAR.</p>	<p>County departments are expected to prepare business plans each year in anticipation of the budget. However, not all departments update their business plans each year, and not all departments use their business plans as a tool to guide them in staff or space planning.</p>
<p>RECOMMENDATION 3: THE SPACE PLAN SHOULD INCLUDE BOTH A SHORT-TERM (3 YEAR) IMPLEMENTATION PLAN AND A LONG-TERM (10 YEAR) FORECAST BASED ON STAFF GROWTH AND ANTICIPATED SPACE NEEDS.</p>	<p>The long-term plan should inform the short-term implementation plan, which should itself be tied directly to the County's Capital Improvement Plan and Current Expense (CX) Fund. This combination of long- and short-term plans will allow the County to respond to opportunities as they arise but to do so in a manner consistent with long-term goals and needs. Major space decisions should be included in the implementation plan and justified with cost-benefit analyses, cash flow projections, and a review of alternatives.</p>

The Space Plan format should give County decisionmakers the opportunity to evaluate their progress toward adopted policies and goals.

RECOMMENDATION 4:
THE COUNTY'S LEASED SPACE GOAL IS REASONABLE AND SHOULD BE MET.

The County currently has a goal of having no more than 100,000 square feet of leased office space (or approximately 10% of the total office space it occupies). However, the County is currently occupying over 300,000 square feet of leased office space, three times its goal and nearly 25% of its total office inventory.

Panel members believe that a range of 10-15% of leased office space is appropriate to give the County flexibility. In fact, they recommend that the County always maintain some minimum amount of leased space (perhaps 7-10% of total) to give it flexibility in case of declining revenues. However, they believe the County is currently leasing too much space and should move quickly to reduce its inventory of leased space closer to its 10% goal.

RECOMMENDATION 5:
EITHER BUILDING OR BUYING SPACE WILL BE AN APPROPRIATE, COST-EFFECTIVE OPTION TO REDUCE THE INVENTORY OF LEASED OFFICE SPACE.

According to estimates from the County's Department of Construction & Facilities Management (DCFM), the County will be leasing some 270,000 square feet of downtown office space at the end of 2003. Beginning in late 2003 and continuing in 2004, lease terms will expire on nearly 60% of that space.

Continuing to lease will be costly. County staff estimate that renewing these expiring leases will cost the County an additional \$3.5 million per year in addition to current lease payments.

Building or buying a new structure will likely be more expensive than continuing to lease in the early years. However, given current and projected lease rates, panel members believe a net present value analysis will indicate that owning will be most cost-effective over a 10- to 15-year term. Panel members recommend that

following cost-benefit analysis, the County move quickly to have County-owned space available by the end of 2003 when the first of its major leases expires.

RECOMMENDATION 6:
THE CURRENT OFFICE MARKET MAY PREVENT THE COUNTY FROM BUYING AN OFFICE BUILDING COST-EFFECTIVELY, BUT THIS OPTION SHOULD BE ANALYZED.

Buildings are typically priced based on what the leasing market will bear; thus, building prices have increased sharply along with rents. In analyzing a possible building purchase, the County should use a discounted cash flow analysis to compare buying with building or continuing to lease.

RECOMMENDATIONS 4 THROUGH 6: LEASING

**RECOMMENDATIONS
7 THROUGH 10:
BUILDING**

RECOMMENDATION 7:
BUILDING A NEW STRUCTURE SHOULD BE CONSIDERED AS AN ALTERNATIVE TO BUYING OR CONTINUING TO LEASE IF THE COUNTY CAN CONSTRUCT NEW OFFICE SPACE FOR APPROXIMATELY 10 TIMES CURRENT TRIPLE NET RENTS.

Panel members note that new office buildings in the Seattle area are averaging between \$200 and \$300+ per square foot to construct in 2000, depending on location, site conditions, and building needs. With downtown rents approaching the mid- to high-\$30's, building is being seen as a cost-effective alternative to leasing.

Panel members stress that this cost range is for private sector office space. Specialty needs – such as jail or public health space – will be more expensive (possibly significantly more expensive) to build, and should not be assessed using this formula.

RECOMMENDATION 8:
IF THE COUNTY BUILDS A NEW OFFICE BUILDING, IT SHOULD CONSTRUCT THE LARGEST POSSIBLE BUILDING THE SITE CAN ACCOMMODATE.

Building as large a structure as possible will lower land costs, meet future needs for space most cost-effectively, and – assuming a new building is near the Courthouse – offer the benefit of adjacency. Panel members also believe the County should provide as much parking on site as possible.

RECOMMENDATION 9:
BUILDING IN THE SUBURBS MAY BE LESS EXPENSIVE THAN BUILDING DOWNTOWN, BUT COST SAVINGS SHOULD BE WEIGHED AGAINST THE COUNTY'S OPERATIONAL NEEDS.

Building in the suburbs can be as much as \$70 per square foot less expensive than building in downtown Seattle. Cost savings result from the allowance of surface parking lots in the suburbs, which are significantly less expensive than structural or underground parking; and because low-rise buildings are cheaper to build than high-rise buildings.

The financial savings of suburban construction should be weighed against ease of access and the need for departments to be located near each other or near the Courthouse, both of which may argue for continuing to locate staff in downtown Seattle.

RECOMMENDATION 10:
IF THE COUNTY DECIDES TO BUILD, IT SHOULD CONSIDER USING INNOVATIVE CONTRACTING AND PROJECT MANAGEMENT METHODS RATHER THAN TRADITIONAL PUBLIC WORKS APPROACHES.

Specifically, the County should evaluate the use of the newer hybrid models such as GC/CM (general contractor/ construction manager) to build most cost-effectively. The County should evaluate the costs and benefits of contracting with outside firms for project management oversight and/or legal services or using County staff for these functions.

**RECOMMENDATIONS
11 THROUGH 12:
OPERATIONS
&
MAINTENANCE**

RECOMMENDATION 11:
THE COUNTY SHOULD EXPECT TO BUDGET BETWEEN \$8 AND \$10 PER SQUARE FOOT PER YEAR FOR THE OPERATION OF NEW OFFICE SPACE.

Building operation includes taxes, janitorial services, building management, and utilities. It does not include major maintenance. New buildings currently under construction in the year 2000 are expected to have operations costs of \$10/sf when they open.

Panel members note that these building operating costs apply to new or newly purchased buildings only, and cannot be extrapolated to older, rehabilitated buildings that will most likely have higher operating costs.

In addition, Panel members note that the County may face higher costs for janitorial and security services because of safety and labor issues.

RECOMMENDATION 12:
THE COUNTY SHOULD EXPECT TO BUDGET A MAJOR MAINTENANCE RESERVE OF 1% TO 2% OF THE COST OF THE BUILDING EACH YEAR (IN ADDITION TO OPERATING EXPENSES) FOR ANY NEW OR NEWLY PURCHASED OFFICE BUILDING.

Major maintenance includes the periodic work any structure needs to replace a roof, upgrade heating systems, or undertake other major repairs or improvements. In the private sector, major maintenance costs are anticipated and built into a building's budget.

Major maintenance in the public sector, however, is often under-budgeted or deferred. Panel members caution that these "invisible" costs must be budgeted for any new or newly purchased building the County acquires. They note that major maintenance costs will be higher for older structures or structures that have not been properly maintained. Panel members note that major maintenance is generally considered to be separate from operating costs.

IMMEDIATE SPACE PLANNING TASKS

PANEL MEMBERS RECOMMEND THAT THESE THREE TASKS BE UNDERTAKEN IMMEDIATELY BEGINNING IN JANUARY 2001.

CONDUCT A 30- TO 60- DAY FEASIBILITY ANALYSIS OF THE COUNTY'S OPTIONS IN THE FACE OF UPCOMING LEASE RENEWALS.

To develop a plan to deal with upcoming lease renewals on 60% of its leased space, the County should immediately begin a 30- to 60-day feasibility analysis of the County's options: continuing to lease, leasing in other buildings, buying a building, or constructing a new building.

This feasibility analysis should be coordinated by DCFM. It can be conducted by County staff or a team of outside architects and real estate professionals. The analysis should include a cost-benefit analysis of each option, showing both immediate and long-term (10 to 15 years) cash flow implications. The analysis should be completed and presented to the Council by the end of first quarter 2001.

DEVELOP A TEMPLATE FOR DEPARTMENTS TO USE IN PREPARING THEIR BUSINESS PLANS.

Much of the information needed for space planning is easily available from County departments and could be made available through annual business plans. However, not all departments prepare an annual business plan, and not all collect information needed for space planning.

DCFm staff, in coordination with Budget and Executive staff, should develop a template for departments to use in preparing annual business plans. It should stress that for purposes of space planning, departments must count and forecast all staff, not just those listed in budget-based FTE counts. The template should be prepared and distributed to departments in time for departments to begin budget preparation.

PREPARE A 2000 SPACE PLAN USING THE TEMPLATE CONTAINED IN THIS REPORT AND THE INFORMATION FROM THE FEASIBILITY ANALYSIS AND DEPARTMENT BUSINESS PLANS.

County space planners should begin work immediately on a new Space Plan using the template developed by the Peer Review Panel. The Space Plan should note clearly its evolution from the 1993 and 1997 Plans and should use up-to-date information collected through the feasibility analysis and department business plans.

A proposed 2000 Space Plan should be presented to the Council by the end of second quarter 2000. Once adopted, the Space Plan should be reviewed, updated and re-adopted each year.

BACKGROUND: A HISTORY OF SPACE PLANNING IN KING COUNTY

1993 SPACE PLAN

<p>1993 Space Plan. The first Space Plan to be created as part of the County's Comprehensive Plan was adopted in May 1993. The 1993 Space Plan focused on office space used by County agencies. Non-office, specialized uses such as jails were planned for separately, and thus were not included in the plan. Facilities managed by Metro, which was not at that time part of County government, were also excluded.</p>	<p>In estimating future space needs, the 1993 Space Plan assumed staff growth in general government functions of 1% per year through 2003, with a decline in overall staff following 2003; and a 2% per year growth rate in safety and justice fields.</p> <p>The Space Plan set "space standards" for the amount of space employees in different types of jobs needed to do their work. Based on projected growth and these space standards, the 1993 Space Plan estimated that 98,100 square feet of new office space would be required by 2000, and that no additional space would be needed after 2000.</p> <p>A chronology of space planning decisions can be found in Table 1 in the Appendix. A summary of 1993 conditions can be found in Table 2 in the Appendix. The space standards developed in 1993 can be found as Table 3 in the Appendix.</p>	<p>To meet the identified space needs, the 1993 Space Plan set several policy goals, which instructed County agencies to:</p> <ul style="list-style-type: none"> • Co-locate related services as much as possible. • Retain and restore the Courthouse as the seat of County Government. • Center law and justice functions in Seattle, south and east King County. • Consolidate general government services downtown, but locate specialized services in the suburbs. • Select ownership for facilities when it is shown to pay off; lease space for volatile and short-term needs. • Keep County-owned facilities fully used and in good repair.
<p>When the 1993 Space Plan was adopted, County agencies were occupying just less than 1 million square feet of office space. About one-quarter of that space was leased, with the remainder under County ownership. Nearly 80% of the space was located in downtown Seattle. (Metro agencies, had they been counted, were occupying just over 200,000 square feet of leased office space in downtown Seattle at the time.)</p>		

1997 SPACE PLAN UPDATE

<p>The 1993 Space Plan created an implementation plan to meet its policy goals. Major components of the implementation plan included directives to:</p> <ul style="list-style-type: none"> • Backfill the Courthouse after eight courtrooms move to the new Regional Justice Center; move administrative functions to the Administration Building and keep Courthouse for courts and elected officials. • Investigate the proposed "Government Square" plan with the City of Seattle. • Evaluate the rehabilitation and buildout of the Tashiro and Kaplan Buildings in Pioneer Square to accommodate Metro agencies. <p>In January 1994, seven months after the 1993 Space Plan was adopted, Metro was merged with King County. All Metro's facilities, including bus bases, water treatment facilities, and leased office space, were added to the County's inventory.</p>	<p>1997 Space Plan Update. In response to the dramatic changes brought about by the merger with Metro, the County adopted an update to the 1993 Space Plan in July 1997. Like the original Space Plan, the 1997 Update focused on office space rather than non-office, specialized facilities.</p> <p>When the 1997 Update was adopted, County agencies were occupying just less than 1.4 million square feet of office space. The percentage of leased office space had increased from 24% to 39% as a result of the merger. The vast majority of County office space continued to be in downtown Seattle. A summary of 1997 conditions can be found in Table 2 in the Appendix.</p> <p>The 1997 Update did not attempt to make detailed estimates for future growth or for plans to accommodate that growth. Instead, the Update focused on meeting current space needs and accommodating Metro staff.</p> <p>By the time the 1997 Update was released, the City-County "Government Square" plan had been dropped, and the Tashiro and Kaplan buildings</p>	<p>had been deemed too expensive to rehabilitate for office use.</p> <p>However, plans were already underway by 1997 for two potential new projects: King Street Center, a new Pioneer Square office building that would house Metro agencies, and a Courthouse buttress addition that would simultaneously provide seismic support to the Courthouse and add approximately 110,000 square feet of office space to the existing building.</p> <p>It should be noted that these changes to the 1993 Space Plan's implementation plan had not been accompanied by a formal amendment to the Space Plan. Rather, the old proposals were phased out for lack of resources or interest, and the new proposals emerged independently as solutions to the desire to house Metro staff in owned rather than leased space.</p>
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**1998 AND 1999
PROPOSED SPACE
PLAN UPDATES**

<p>The 1997 Space Plan Update amended the policy goals of the 1993 document:</p> <ul style="list-style-type: none"> • Consolidate departments that were organizationally combined through the Metro merger. • Retain and restore the Courthouse as the seat of County Government. • Center law and justice facilities in Seattle, south and east King County. • Establish a stronger presence in suburbs. • Move from a high dependence on short-term leased space to owned space or leased space with the option to own. • Develop and maintain safe, attractive public buildings that create a good image for government and are sound financial investments. <p>And it backed these new policy goals with an implementation plan that included directives to:</p>	<ul style="list-style-type: none"> • Build a buttress addition to Courthouse to seismically stabilize it and provide 110,000 additional square feet of office space. • Enter into a lease-to-own contract for a new office building (King Street Center) to accommodate the Departments of Natural Resources and Transportation. • Backfill County-owned space vacated by King Street Center occupants with departments currently located in leased space. • Develop a South King County suburban campus with the Department of Development and Environmental Services as anchor tenant and develop community service centers around County. • Reduce the amount of leased space from 550,000 to 100,000 square feet. <p>1998 and 1999 Proposed Space Plan Updates. In both 1998 and 1999, the County Executive proposed updates to the 1997 Space Plan</p>	<p>Update. Neither of these proposals were acted on by the County Council.</p> <p>By August 1999, when the 1999 Update was proposed, the County was using just over 1.3 million square feet of office space, a slight decline from 1997. However, the amount of leased space had increased to 41% of the County's total office space inventory.</p> <p>The 1999 proposed Update noted that County employment levels were assumed to be constant through 2008. The proposed Update focused, thus, not on accommodating new growth but rather on consolidating departments that were scattered between buildings and on reducing the amount of leased space used by County departments.</p> <p>To that end, the 1999 proposed Update estimated that by 2008, the County would be using approximately 1.35 million square feet of office space, with approximately 17% of that space leased. A summary of conditions in 1999 and 1999 projections for 2000 and 2008 can be found in Table 2 in the Appendix.</p>
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1999 PROPOSED SPACE PLAN UPDATE

<p>The 1999 proposed Update differed in two major ways from the 1997 Update that had been adopted by the Council:</p> <p>First, another round of key development projects had come and gone between 1997 and 1999. By 1999, the proposed King Street Center was already well on its way to completion. But the Courthouse buttress addition had been dropped in favor of a more limited seismic stabilization that would not involve the construction of any additional space. And the 1999 proposed Update asked the Council to consider a new project, developing a building on the Goat Hill site adjacent to the downtown Seattle jail as an alternative to the buttress.</p> <p>And second, despite the document's focus on gradually reducing the amount of leased space County agencies occupied, the 1999 proposed Update removed the 1997 Update's policy goal of reducing leased space to 100,000 square feet. This goal was replaced with one that suggested that the County delay purchasing any additional space to replace leased space until the Courthouse seismic project</p>	<p>could be completed and a plan for the siting and development of new regional justice facilities could be developed.</p> <p>Specific policy goals proposed in the 1999 Update included:</p> <ul style="list-style-type: none"> • Consolidate departments that were organizationally combined through the Metro merger. • Retain and restore the Courthouse as the seat of County Government. • Establish a stronger presence in suburbs. • Delay the plan to convert more leased space to owned downtown office space until the Courthouse seismic project is complete and the region has a plan for siting and building additional criminal justice facilities. • Develop and maintain safe, attractive public buildings that create a good image for government and are sound financial investments. 	<p>These goals were to be met through an implementation plan that directed staff to:</p> <ul style="list-style-type: none"> • Seismically stabilize the Courthouse without the proposed buttress addition. • Surplus the Tashiro and Kaplan Buildings for affordable housing rather than reserving them for office space. • Evaluate the possibility for a new building to be constructed on the downtown Goat Hill site. <p>The County Council never acted on the 1999 proposed Update to the Space Plan. However, it did vote in September 2000 to approve design work for the Courthouse seismic stabilization project (minus the buttress addition). In October 2000, the Executive proposed that the Council formally surplus the Tashiro and Kaplan Buildings for affordable housing. And by the end of 2000, the Executive had brought together a team to begin scoping work for a potential new building on Goat Hill.</p>
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CURRENT CONDITIONS

OFFICE AND NON-

OFFICE USES

<p>The most comprehensive information available on current conditions with respect to County office space comes from the estimates for 2000 made in the 1999 proposed Space Plan Update.</p> <p>According to those figures, County agencies are occupying approximately 1.35 million square feet of office space in 2000.</p> <p>Some 313,000 square feet – or about 23% of the total – is leased. The amount of leased space has decreased dramatically since 1999 due to the early 2000 move into King Street Center by two agencies that had been housed largely in leased space.</p> <p>Over 90% of the County's office space is located in downtown Seattle.</p> <p>The figures available for 2000, just as in the earlier Space Plan and Update, tally only office space. Specialized, non-office facilities have traditionally been planned for and tallied separately.</p>	<p>However, King County continues to own and operate a wide variety of specialized, non-office uses in addition to the office space catalogued in the Space Plan. These uses include:</p> <ul style="list-style-type: none"> • Two jails, one in downtown Seattle and one in Kent. • A general aviation airport, which is one of the busiest regional airports in the county. • Several wastewater treatment facilities, which were acquired when Metro was merged with the County. • Transit bases, bus barns, and related facilities needed to operate a 1,250-bus system over a 2,000 square mile service area. • District courts, storefront police precincts, and community centers in neighborhood locations around the county.
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- Parks, play fields and open spaces, and related storage and maintenance facilities for parks workers.
- Storage spaces for construction and maintenance staff countywide.

A summary of these non-office uses – as compiled by Department of Construction & Facilities Management staff in late 2000 – can be found in Table 5 in the Appendix.

UPCOMING ISSUES

UPCOMING LEASE RENEWALS

King County is now leasing nearly one-quarter of its office space. Thus, it is not surprising that upcoming lease renewals form one of the major space-related issues County government will have to address over the next several years.

According to estimates from the County's Department of Construction & Facilities Management (DCFM), the County will be leasing some 270,000 square feet of downtown office space at the end of 2003. Beginning in late 2003 and continuing in 2004, lease terms will expire on approximately 160,000 square feet of that space.

DCFM staff estimate that continuing to lease this space – as lease rates climb from the current mid-\$20s per square foot to near \$40 – will cost the County an additional \$3.5 million per year.

A summary schedule of current leased space and current and projected lease rates can be found in Table 6

in the Appendix. As the table shows, a majority of the County's downtown leased space is located in four buildings: The Exchange Building, Key Tower, Wells Fargo Building, and the Bank of California Building. Leases in three of these four buildings expire in 2003 or early 2004 (with the 2007 lease in the Exchange Building offering an early-out option in 2004).

Given the anticipated increase in lease rates, County officials will have to determine whether to keep leasing the current amount of space and, if so, whether to stay in the buildings in which County departments are currently housed.

Should County officials wish to make changes in either the amount or location of leased space, they will have to move quickly. The three-year window until downtown leases begin expiring allows ample time to find new leased space or even to purchase a building; but does not provide much time to build.

As County officials review alternatives to upcoming lease renewals, they may wish to contract with a real estate project manager or architect or engage County staff in conducting a 30- to 60-day feasibility analysis of the County's options. The feasibility analysis could study several options, including continuing to lease, leasing in new locations, purchasing a building, or constructing a new building to replace some portion of the County's leased space.

THE SPACE & FACILITIES PEER REVIEW PANEL

INDUSTRY EXPERTS TO PROVIDE GUIDANCE ON SPACE PLANNING POLICIES AND PROCESSES

<p>The County Council formed the Space & Facilities Peer Review Panel in June 2000 through Ordinance 13869. The Council appointed seven panel members from the fields of architecture, real estate, construction, and engineering, to provide expertise on space-related issues.</p> <p>The Panel was asked to provide guidance to the Council on current and future space planning policies and processes by reviewing the County Executive's 1999 proposed Space Plan Update and comparing it both with previously adopted versions of the Space Plan and with generally accepted private industry practices.</p> <p>Specifically, Peer Review Panel members were asked to:</p> <ul style="list-style-type: none"> Determine whether the County's currently adopted space planning policies (on the amounts of leased vs. owned space, consolidation of services, and location of 	<p>facilities) are reasonable and internally consistent;</p> <ul style="list-style-type: none"> Assess the technical analyses that County staff have conducted to determine space needs, evaluate leasing and building alternatives, and monitor the design and construction of new facilities. Review the process County departments use to create departmental master plans and assess the format and content of the County Space Plan. <p>The Peer Review Panel held its first meeting – a work session with members of the Council's Capital Budget Subcommittee – on September 13, 2000. Panel members then met biweekly through mid-December to review issues and discuss potential recommendations.</p> <p>Panel members focused their work around the following subjects:</p>	<ul style="list-style-type: none"> Space and facility trends and forecasts. Owned vs. leased space. Producing new space: building vs. buying. Space location: downtown vs. suburban locations. Departmental operational needs and planning. The overall space planning process. <p>A copy of the Peer Review Panel's work plan can be found in Table 7 in the Appendix.</p>
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RECOMMENDATIONS

Members of the King County Space & Facilities Peer Review Panel met biweekly for three months during fall 2000. They used their expertise in the fields of architecture, real estate, construction, and engineering to develop a set of twelve recommendations on space planning for the County Council. Their recommendations are based around the notion that ***KING COUNTY MUST DO A BETTER JOB PLANNING FOR ITS OFFICE SPACE NEEDS.***

Members of the Panel do not believe County government should embark on expensive or time-consuming master planning processes. Rather, they believe the County must make better use of basic, easily available information about staff growth and office space needs and then must use that information to guide individual office space decisions.

To that end, the Panel's recommendations are grouped into four categories:

PLANNING, LEASING, BUILDING, AND OPERATIONS & MAINTENANCE

The Panel's recommendations are not meant to provide project-specific analysis or advice. Rather, they are intended as a template for decision making, to help County staff and elected officials develop an updated Space Plan and make decisions on individual projects in a coherent, consistent, and coordinated manner.

Panel members recognize that it is easy to make recommendations but much more difficult to follow them. Thus, they have also included a list of three immediate actions they believe County government should undertake immediately beginning in January 2001 to implement their recommendations.

In developing these recommendations, members of the Peer Review Panel relied on information contained in previously adopted Space Plans and Updates, the proposed Space Plan Update, the Executive-commissioned DLR Group Report on Space Plan format, and information provided by Council and Executive staff. Panel members would like to acknowledge the staff support they received from County Council staff, Department of Construction & Facilities Management staff, and staff from the County Executive's office.

PLANNING

RECOMMENDATION 1: THE COUNTY MUST DEVELOP BETTER INFORMATION FOR ITS SPACE PLAN AND MUST USE THAT INFORMATION TO GUIDE DECISIONS.

At the heart of any space plan is a forecast of the number of people who must be accommodated within a given facility. That forecast – for one year, three years, or ten years from the present – is then combined with space standards, which estimate the amount of room each person needs depending on occupation and function. These two measurements together provide an estimate for the overall amount of space and type of space a facility must hold.

Currently, however, County departments do not have a formal process for forecasting either their staff needs or their space needs over the long term. Departments typically forecast staffing needs only a year or so in advance for budget purposes. And, when they request additional funding for new staff, they are often unable to add in the cost of the office space, furniture, and equipment the new employee will need. In many cases, in fact, salary savings – gained by delaying a new hire – are tapped to provide computers or office furniture for new

hires, and these new employees are squeezed as well as possible into existing office space. Temporary employees, grant-funded employees, and interns are often excluded entirely from staff counts, making them nearly invisible from a space planning perspective.

The result is that departments are often housed in space far too small for their needs. And, because space planners may not have any way to learn this, these departments may find that new space designed for them is still inadequate.

Panel members believe that the County (using either staff or outside consultants) must update its information about current staffing levels and space use. And County departments – in coordination with space planners – must do a more thorough job projecting staff growth and space needs into the future. The lack of good information makes it very difficult to make informed decisions about major space opportunities.

Panel members note that businesses in the private sector often hire outside consultants to estimate staffing growth so as to obtain a more objective and unbiased analysis than might be possible if department or division directors are asked to estimate their own staff needs. That said, however, panel members believe this work can be done effectively by County staff if necessary. What is most important is that the County have a way to estimate whether and how individual departments will shrink or grow and then apply that information to space planning decisions.

This recommendation will succeed if... County departments accurately track current staffing levels and forecast future staffing needs and then relay this information to space planners.

PLANNING

RECOMMENDATION 2:
TO GET INFORMATION
FOR THE SPACE PLAN,
COUNTY DEPARTMENTS
SHOULD BE ASKED TO
PREPARE BRIEF
BUSINESS PLANS EACH
YEAR.

The Panel's first recommendation asks County departments to do a better job forecasting their staffing and space needs. However, an individual department cannot predict whether its staff will grow or shrink – or estimate by how much – unless it has some idea what it will be doing programmatically in one, three, or ten years.

Several years ago, the County Executive asked departments to begin preparing annual "business plans" to focus on just that information: how a department's core businesses will change over the next year and how those changes will affect the department's budget, staff, and resource needs.

To date, these business plans have been used almost exclusively for the development of the County's annual budget. They've not typically been used for longer-term policymaking or space planning. However, they could be.

If department leaders were to build upon the information they already provide the Budget Office each year, they could turn their business plans into more strategic planning tools. By extrapolating from their core businesses and projecting the number of staff they will need to meet their obligations, departments can prepare good estimates of their budget, resource, and space needs.

This information, grounded as it will be in the actual work departments are engaged in doing, will give the County's elected officials and space planners a good sense of how much space County departments will need over time and what type of space they will need.

This recommendation will succeed if... Budget and Construction & Facilities Management staff collaborate on updating the current business plan template to ensure that it includes information that will be useful for space planning. It will also be crucial that individual

department directors and division directors become accustomed to updating their business plans each year and using those plans as a way to share their expectations about the future with budget analysts, space planners, and elected officials.

PLANNING

RECOMMENDATION 3:

THE SPACE PLAN SHOULD INCLUDE BOTH A SHORT-TERM (3 YEAR) IMPLEMENTATION PLAN AND A LONG-TERM (10 YEAR) FORECAST BASED ON STAFF GROWTH AND ANTICIPATED SPACE NEEDS.

<p>The major concern expressed by Councilmembers over the last year has been that they often have to make major space-related decisions quickly, with little reference to the strategic framework of which the decision is a part. The fact that the County's Space Plan was updated only twice during the 1990s has contributed to this problem.</p>	<p>individual decision contributed to the County's overall space needs.</p> <p>Panel members believe that the Space Plan must be updated each year. And, because the County's situation and needs will change each year, they believe the Space Plan should be written in two parts. It should contain a short-term implementation plan, which will cover specific actions – such as leases to be signed or facilities to be constructed – that will be taken over the next three years. And it should also contain a longer-term, ten year forecast with goals, which will inform and drive the implementation plan.</p>	<p>current and projected use of space, including the square footage occupied by individual departments and the terms of leased space. And it should demonstrate throughout how each action recommended as part of the Space Plan is consistent with an overall set of policy goals.</p>
<p>Between the adoption of the 1993 Space Plan and the adoption of the first Space Plan Update four years later, for instance, nearly every one of the facts the '93 Plan had been based on had changed: County government had grown dramatically with the Metro merger; the amount of space – and of leased space – had increased just as dramatically; several major projects had been abandoned due to rising costs; and several new projects had been initiated in the interim. As a result, Councilmembers had to make a number of major space-related decisions without the benefit of updated guiding policies and without a clear sense of how each</p>	<p>In terms of the specific content and format for the Space Plan, panel members agreed with the findings of a report on Space Plan format prepared by the DLR Group for the County Executive in late 1999. The Space Plan should have a consistent format from year to year. It should contain specific, easy-to-use information about</p>	<p>Panel members developed their own template for the County Space Plan. That template is found in Table 8 in the Appendix. It has five sections:</p> <ul style="list-style-type: none"> • Mission Statement and Policy Goals; • Summary of Current Conditions; • Long-term Projections; • Implementation Plan; and • Assessment of Goals and Policies.
<p><i>This recommendation will succeed if...</i> the Space Plan is updated each year with an implementation plan linked to a set of long-term forecasts and policy goals.</p>		

LEASING

RECOMMENDATION 4:

THE COUNTY'S LEASED SPACE GOAL IS REASONABLE AND SHOULD BE MET.

<p>As part of the 1997 Space Plan Update, the County Council adopted a goal of having no more than 100,000 square feet of leased office space. This goal was developed to respond to the fact that the County's percentage of leased office space had increased from 24% of total office space in 1993 to 39% in 1997 as a result of the Metro merger.</p>	<p>staff. It can typically be subleased if necessary, and is most often used as short-term space for departments in transition. Because every organization experiences volatility, many even set a minimum amount of leased space they will hold, typically between 7% and 10% of their total office space inventory, and strive to keep at least that much of the total portfolio in leased space.</p>	<p>office space inventory should allow sufficient flexibility while keeping lease costs as low as possible.</p> <p>However, panel members noted that the County has not yet met its leased space goal and, in fact, according to the 1999 proposed Space Plan Update, will not do so within the next ten years. The County is currently leasing nearly 25% of its office space, and with downtown Seattle office rents reaching new highs over the last several years, the County is paying a high price to do so.</p>
<p>The 100,000 square foot goal was meant to represent approximately 10% of the 1 million+ square feet of office space County departments were occupying at the time. County space planners proposed a 10% goal after a survey of local private sector businesses, including Boeing, revealed that most businesses attempted to lease somewhere between 10% and 15% of their total office space inventory.</p>	<p>Leasing too much space, however, can be costly. Leased space can provide much-needed flexibility to accommodate short-term needs. But, as a result, it is often more costly than owning space outright. Most large organizations, therefore, attempt to own most of their office space, using leased space as a small, though important, part of the portfolio.</p>	<p>Panel members recommend that the County take steps as soon as possible to reduce its inventory of leased space towards the 100,000 square foot goal.</p>
<p>Leased office space is a key part of any organization's portfolio. Leased space provides flexibility to accommodate sudden increases or decreases in</p>	<p>Panel members reviewed the County's leased space goal of 100,000 square feet and concluded that it is reasonable and should be met. Maintaining 10% to 15% leased space in the County's</p>	<p>This recommendation will succeed if... Council and Executive work together to develop a cost-effective plan to reduce the County's inventory of leased office space.</p>

LEASING

**RECOMMENDATION 5:
EITHER BUILDING OR
BUYING SPACE WILL BE
AN APPROPRIATE,
COST-EFFECTIVE
OPTION TO REDUCE
THE INVENTORY OF
LEASED SPACE.**

The cost of leasing space – though it may be higher than owning space – is often difficult to measure. After all, buying or building a new facility requires a very visible, up-front capital expenditure, while lease payments can be made over time, generally from a department's operating budget, and generally in fairly small increments. And, over the short term, leasing space is almost always less expensive than investing in owning it.

However, in recommending that the County act quickly to reduce its inventory of leased space, panel members expressed their belief that in the current real estate market in Seattle, the County would find it significantly more cost-effective over the long term to own rather than lease space. They point to the fact that just the additional lease costs the County will face due to rising rents – an estimated \$3.5 million a year beginning in 2004 after lease renewals for downtown office space begin to take effect – would be

enough to finance some \$38 million in debt.

Panel members note as well that office rents in the Seattle area – now approaching the mid-\$30s per square foot per year and, in some buildings even exceeding \$40 – have exceeded the break-even point at which ownership is considered more advantageous than leasing.

Despite all the reasons for owning more office space, however, panel members recognize that moving from leased to owned space will require difficult decisions. The need for a major, up-front capital expenditure may mean having to explain to the public why the County is acquiring new space even in the face of tax rollbacks – although, in fact, the amount of space may be no more than the County is currently using and may be significantly less expensive.

Because the decision to move from some amount of leased space to owned space will be difficult, panel members recommend that the County

immediately conduct a feasibility study of its options, using cost-benefit analysis to compare the long-term (10- to 15-year) costs of leasing, building, or buying space. This analysis should also take a retrospective look at County actions over the last several decades for comparison. County staff note, for instance, that the construction of the King Street Center allowed the County to move into space that, at the time the building opened, was already costing the County \$10 per square foot less than comparable leased office space. A careful cost-benefit analysis will help policymakers decide between alternatives.

This recommendation will succeed if... County staff and/or outside real estate professionals conduct a cost-benefit analysis of the County's office space options and use this information to explain the long- and short-term financial implications of different alternatives.

LEASING

RECOMMENDATION 6:
THE CURRENT OFFICE MARKET MAY PREVENT THE COUNTY FROM BUYING AN OFFICE BUILDING COST-EFFECTIVELY, BUT THIS OPTION SHOULD BE ANALYZED.

<p>If County government decides to reduce its inventory of leased office space, it has three options to do so:</p> <ul style="list-style-type: none"> • The County can reduce its need for office space. • The County can build a facility of its own, for office space or for specialized uses such as jail space, courts, or public health. • Or the County can purchase an existing office building, assume the leases in that building, and eventually move County departments into the building as leases expire. <p>Potential advantages of buying a building include timing, flexibility, and price. The County could most likely buy and occupy an existing building faster than it could plan and build a new structure. If the building that is purchased has existing tenants, the County may be able to move into the building gradually as existing leases expire, providing flexibility for</p>	<p>County departments to wait out their own leases in other buildings. In terms of price, the County may be able to buy an existing building for less than building a new one.</p> <p>Potential disadvantages of buying include building age, size, and location. An existing, older building may require more in the way of tenant improvements and major maintenance. An existing building may be too large or too small for the County's immediate needs (although if the building is too large, the County could rent space to private tenants until the space is needed). An existing building also may not be immediately adjacent to other County facilities.</p> <p>As Panel members considered the options of building or buying space, they noted that finding a building the County could purchase for an affordable price may be difficult given the current real estate market. Buildings are typically sold based on the rents they can command. In a</p>
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tight rental market, sales prices tend to be much higher. County staff concurred, noting that they have investigated a number of office buildings over the last few years, and found all of them prohibitively costly.

However, Panel members do not believe the County should simply dismiss the possibility of buying a building, and recommend a discounted cash flow analysis to assess alternatives. They do caution that finding a building to purchase may be difficult, but believe the option should continue to be investigated.

This recommendation will succeed if... The costs and benefits of existing buildings offered for sale are assessed along with other uses.

BUILDING

RECOMMENDATION 7:

BUILDING A NEW STRUCTURE SHOULD BE CONSIDERED AS AN ALTERNATIVE TO BUYING OR CONTINUING TO LEASE IF THE COUNTY CAN CONSTRUCT NEW OFFICE SPACE FOR APPROXIMATELY 10 TIMES CURRENT TRIPLE NET RENTS.

Panel members believe that in the current real estate market, building a new structure is likely to be the most cost-effective way to provide office space for County departments. However, they believe the County should carefully assess its options if it is considering building.

Potential advantages of building a new structure include age, location, and suitability. By building its own facility, the County will have a brand-new building with up-to-date systems and infrastructure. Assuming land is available, a new structure can be located conveniently near other County facilities. And, by designing and building a new facility itself, the County can customize it to suit its needs, possibly adding specialized space for County functions such as public safety or public health.

Potential disadvantages of building include timing and complexity. Locating a site, designing a building, applying for and receiving permits, and then constructing the building

can take several years, time during which County lease costs in other buildings will be increasing. And going through the design-permit-construction process is complex and will require careful oversight.

If the County seriously considers building as a way to provide office space, Panel members suggest the following private sector rule of thumb for office space construction. Organizations typically consider building if they can do so for approximately 10 times what they are currently paying in triple net rent.

Thus, if triple net rent is averaging \$36 per square foot per year, building would make sense if construction costs totaled \$360 or less per square foot.

Panel members note that new office buildings in the Seattle area are currently averaging between \$200 and \$300+ per square foot to construct in 2000, depending on location, site conditions, and building needs. As office lease rates

move from the mid-\$20s to the mid-\$30s and beyond, the break-even point, at which it is less expensive to build than to lease has been exceeded.

However, panel members caution that this rule of thumb was developed for private sector organizations and that it applies to the development of office space only. They note that the County may have higher construction costs because of its position as a major government. For instance, the need for increased security in County facilities may increase construction costs. And they note that their 10x rent ratio simply cannot be used to assess the feasibility of constructing specialized, non-office space, such as space for a jail, courthouse, or clinic. Costs for these uses must be assessed separately.

This recommendation will succeed if... County staff use private sector costs and ratios as a benchmark in their analysis of alternatives.

BUILDING

RECOMMENDATION 8:

IF THE COUNTY BUILDS A NEW OFFICE BUILDING, IT SHOULD CONSTRUCT THE LARGEST POSSIBLE BUILDING THE SITE CAN ACCOMMODATE.

In the expectation that the County may wish to consider building a new facility to reduce its inventory of leased space, Panel members spent time discussing building construction, location, and operations and maintenance and considered how these issues related to currently adopted Space Plan policies.

The 1997 Space Plan Update instructed staff to "develop and maintain... public buildings that are sound financial investments." The Panel's Leasing and Building recommendations have all been developed around this goal of financial fitness. In addition, however, Panel members proposed one more recommendation specific to constructing a new building.

They recommend that if the County builds a new office building, it should construct the largest possible building the site can accommodate. They believe that even if a smaller building could meet the County's – or an individual department's – immediate needs, maximizing the

potential of a given building site will provide the greatest financial returns to the County. In addition, panel members recommend that on any building site, the County provide the maximum amount of parking possible.

Panel members suggest building out a site because they believe this approach will give the County best long-term flexibility in meeting its space needs. If a new building is initially too large (or if the departments slated to occupy it are in the middle of leases in other buildings), the space can be leased to other private or public sector organizations.

Over the long term, panel members believe that a larger rather than a smaller facility will also help meet two other Space Plan policy goals: First, it will help consolidate departments that are currently scattered between facilities by providing enough space at a single location for the needs of one or several departments. And second, it will help reduce the County's reliance on

leased space, providing space over the long term at a level cost.

Finally, Panel members suggest that any office building developed by the County include the maximum number of parking spaces permitted by the land use and zoning codes. They do not suggest this to encourage traffic congestion. Rather, they note that County facilities by their very nature attract members of the public who must be able to conduct their business with the County conveniently, and may therefore rely on a short-term parking space during an appointment or court date. And, they note that parking spaces can help offset construction costs by being rented to employees or members of the public.

This recommendation will succeed if... County policymakers consider the possibilities of each potential building site.

BUILDING

RECOMMENDATION 9: BUILDING IN THE SUBURBS MAY BE LESS EXPENSIVE THAN BUILDING DOWNTOWN, BUT COST SAVINGS SHOULD BE WEIGHED AGAINST THE COUNTY'S OPERATIONAL NEEDS.

One of the Space Plan's goals is to "Establish a stronger presence in the suburbs." And yet, although some 70% or more of the County's specialized, non-office facilities are located outside of downtown Seattle, only about 7% of office space square footage is located outside the downtown core.

Panel members spent time discussing the possibilities of locating new County office buildings in the suburbs. They recognized quickly that they were not equipped to provide policy advice on the merits of locating specific programs or services outside downtown, so instead focused their discussion on the cost differentials between downtown and the suburbs.

Panel members agreed that constructing space in the suburbs could be significantly cheaper than constructing the same amount of space downtown. In fact, they noted that suburban office space (in the outlying suburbs, not on the Eastside) may be as much

as \$70 per square foot less expensive to construct.

They noted that this cost differential is not due to lower suburban land costs. Land costs are only a small component of construction costs, they noted. In addition, lower costs for suburban land are generally balanced by the fact that suburban land use codes allow significantly less density than in downtown Seattle; thus, more land is needed in the suburbs than in downtown Seattle to construct the same amount of office space.

Instead, the construction cost differentials come from two other factors:

- First, suburban builders can provide surface parking lots for their buildings rather than underground or structural parking. This is significantly less costly.
- And second, suburban buildings are generally midrises rather than

highrises, with significantly lower construction costs.

Despite the cost savings possible in suburban office space, Panel members do not recommend that the County automatically shift departments from downtown highrises to suburban office parks. Instead, they recommend that any potential cost savings be weighed against the County's operational needs. The costs of separating departments that work together, the costs of moving large numbers of employees to areas with less transit service, and the costs of separating departments from the downtown services they use should all be considered before a decision about building location is made.

This recommendation will succeed if... Space planners and County decision makers weigh both tangible and intangible costs and savings of suburban office space before making decisions about office location.

BUILDING

RECOMMENDATION 10:
IF THE COUNTY DECIDES TO BUILD, IT SHOULD CONSIDER USING INNOVATIVE CONTRACTING AND PROJECT MANAGEMENT METHODS RATHER THAN TRADITIONAL PUBLIC WORKS APPROACHES.

Until fairly recently, public agencies wishing to construct a facility always used a design/bid/build approach to work with contractors and designers. This contracting method is well understood and relatively simple, offers fair selection criteria, and encourages competition among bidders.

However, the design/bid/build approach is not ideal for every situation. It prevents pre-bid communication between architects, engineers, and contractors; it prohibits contractor input during design development and requires a complete design prior to bid; and it makes the project owner responsible for errors and omissions in design, making change orders expensive.

In response to these issues, the State Legislature through RCW 39.10 allowed a new form of public sector construction management called GC/CM for general contractor/construction management. In this "hybrid" model, the owner works

closely with a construction team starting during design rather than waiting until the design is completed.

GC/CM is not well suited to smaller projects, and it requires trust between the owner and all members of the team. But it can result in faster, often less expensive work, with fewer disagreements between designers and builders. And using this method does not preclude the County from financing a project with tax-exempt debt.

Panel members suggest that if the County decides to build a new structure, it should consider alternative contracting methods such as GC/CM to build most effectively.

The County has already used GC/CM before, in the construction of King Street Center, and staff report that the experience was positive. Panel members caution that contracting methods such as GC/CM may work much less

well for the development of specialized space than for general office space.

However, they recommend that new contracting methods may offer advantages for the development of office space.

This recommendation will succeed if... The County investigates a range of contracting options and chooses the most cost-effective one for the project at hand.

OPERATIONS & MAINTENANCE

RECOMMENDATION 11: THE COUNTY SHOULD EXPECT TO BUDGET BETWEEN \$8 AND \$10 PER SQUARE FOOT PER YEAR FOR THE OPERATION OF NEW OFFICE SPACE.

Councilmembers have expressed concern that constructing a County office building may pose hidden costs in the form of building operations. They worry that County-operating costs may be higher for a variety of reasons – such as reliance on organized labor for janitorial services or the need for increased security – than comparable costs in a private sector-owned building.

Panel members reviewed this issue with County staff. First, all agreed on what building operations should include. Panel members and staff agreed that building operating costs should include taxes, janitorial services, building management, and utilities. It should not include major maintenance, which should be budgeted separately.

Panel members noted that building operating costs in the Seattle area are averaging about \$8 per square foot per year as of late 2000. Owners of new buildings currently under construction are budgeting \$10 per square foot

for the operating costs they will encounter in 2001 or 2002 when their buildings open.

County staff noted that in new office buildings, the County's costs are quite similar to the private sector's. At newly constructed King Street Center, for instance, the lease-to-own agreement has enabled the County to keep operating costs at \$6.50 per square foot.

In other buildings, however, staff noted factors that may increase operating costs. County buildings do not pay taxes, which reduces operating costs. However, janitorial and security costs are generally higher than at comparable privately owned buildings.

The largest factor staff identified, however, was the cost of minor maintenance and repairs at County-owned buildings. Because most of the County's office building inventory consists of older, rehabilitated buildings, both minor and major maintenance costs tend to be higher than at

newer buildings. Panel members suggest that staff work to quantify these costs so that the full cost of owning and operating a building is clear for policymakers. However, they caution that the costs of operating an older building simply can not be used as a benchmark when budgeting for a new or fairly new building. In that case, private sector benchmarks with some adjustments may be more appropriate.

Panel members also note that the costs of operating specialized facilities will of necessity be different, and possibly higher, than operating office space, and suggest that the two not be mixed in County analyses.

This recommendation will succeed if... County planners and budget staff allow approximately \$10 per square foot per year for the operations of new or newly acquired County office space.

OPERATIONS & MAINTENANCE

RECOMMENDATION 12:

THE COUNTY SHOULD EXPECT TO BUDGET A MAJOR MAINTENANCE RESERVE OF 1% TO 2% OF THE COST OF THE BUILDING EACH YEAR (IN ADDITION TO OPERATING EXPENSES) FOR ANY NEW OR NEWLY-PURCHASED OFFICE BUILDING.

The other side to building operations is major maintenance: the periodic work any structure needs to replace a roof, upgrade heating systems, or undertake other major repairs or improvements. In the private sector, major maintenance costs are anticipated and built into a building's budget.

In the public sector, however, major maintenance is often under-budgeted. As an "invisible" item, major maintenance is often delayed during difficult budget times, or done only partially. And when this is combined with the fact that local government often operates older structures that are heavily used for a variety of purposes, deferred major maintenance can cause serious facility and budgeting problems. As a result, the Space Plan policy goal of "Maintaining safe, attractive public buildings that create a good image for government" is sometimes hard to meet.

To prevent major maintenance problems in any

new structure the County might construct or purchase, Panel members recommend that the private sector rule of thumb of budgeting 1% to 2% of the cost of the building each year for a major maintenance reserve be followed. They note that this level of reserve is designed to meet the needs of a new or fairly new office building. It cannot be applied to an older, rehabilitated building or to a specialized, non-office facility, both of which would be expected to have higher major maintenance costs.

Panel members also recognize that major maintenance budgeting is made more complex by the fact that public sector departments are often assessed major maintenance charges that are based on average maintenance costs for all the County's facilities not simply for the one in which they are housed. This can make tracking major maintenance expenses to a particular facility quite difficult.

In any event, however, panel members recommend that any new facility set aside an adequate major maintenance reserve and include this as a cost of the building each year.

This recommendation will succeed if... An adequate major maintenance reserve for each County facility is budgeted each year.

IMMEDIATE SPACE PLANNING TASKS

MEMBERS OF THE PEER REVIEW PANEL RECOMMEND THAT THESE THREE TASKS BE UNDERTAKEN IMMEDIATELY BEGINNING IN JANUARY 2001.

<p>CONDUCT A 30- TO 60-DAY FEASIBILITY ANALYSIS OF THE COUNTY'S OPTIONS IN THE FACE OF UPCOMING LEASE RENEWALS.</p> <p>To develop a plan to deal with upcoming lease renewals on 60% of its leased space, the County should immediately begin a 30- to 60-day feasibility analysis of the County's options: continuing to lease, leasing in other buildings, buying a building, or constructing a new building.</p>	<p>DEVELOP A TEMPLATE FOR DEPARTMENTS TO USE IN PREPARING THEIR BUSINESS PLANS.</p> <p>Much of the information needed for space planning is easily available from County departments and could be made available through annual business plans. However, not all departments prepare an annual business plan, and not all collect information needed for space planning.</p> <p>DCFM staff, in coordination with Budget and Executive staff, should develop a template for departments to use in preparing annual business plans. It should stress that for purposes of space planning, departments must count and forecast all staff, not just those listed in budget-based FTE counts. The template should be prepared and distributed to departments in time for departments to begin budget preparation.</p>	<p>PREPARE A 2000 SPACE PLAN USING THE TEMPLATE CONTAINED IN THIS REPORT AND THE INFORMATION FROM THE FEASIBILITY ANALYSIS AND DEPARTMENT BUSINESS PLANS.</p> <p>County space planners should begin work immediately on a new Space Plan using the template developed by the Peer Review Panel. The Space Plan should note clearly its evolution from the 1993 and 1997 Plans and should use up-to-date information collected through the feasibility analysis and department business plans.</p> <p>A proposed 2000 Space Plan should be presented to the Council by the end of second quarter 2000. Once adopted, the Space Plan should be reviewed, updated and re-adopted each year.</p>
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APPENDIX

TABLE 1: CHRONOLOGY OF SPACE PLANNING DECISIONS

Date	Action
5/10/93	<p>County Council adopts Space Plan</p> <p><i>Current Space Use and Need</i></p> <ul style="list-style-type: none"> ▪ County is using just under 1 million square feet of <u>office</u> space (non-office, specialized uses excluded from plan). ▪ About 24% of that space is leased. ▪ About 80% of that space is downtown. ▪ Approximately 10,000 additional square feet are needed at present. <p><i>Estimates for Future</i></p> <ul style="list-style-type: none"> ▪ FTE growth is assumed at 1% per year through 2003 and then decline to 2010 in non-safety and justice areas; and 2% per year increase through 2003 with growth continuing but slowed to 2010 in safety and justice fields. ▪ Space need estimated at 98,100 sf through 2000 (including 10,000 sf needed immediately), with no additional space needed post-2000. (Note that Metro is at this time renting 209,000 sf of office space in the Exchange Building that is not counted in above analysis.) <p>Policy Goals</p> <ul style="list-style-type: none"> ▪ Co-locate related services as much as possible. ▪ Retain and restore the Courthouse as seat of County Government. ▪ Center law and justice centers in Seattle, south and east King County. ▪ Consolidate general government services downtown, but locate specialized services in suburbs. ▪ Select ownership for facilities when it is shown to pay off; lease space for volatile and short-term needs. ▪ Keep County-owned facilities fully used and in good repair. <p>Implementation Plan</p> <ul style="list-style-type: none"> ▪ Backfill Courthouse after 8 Courtrooms move to RJC; move administrative functions to Administration Building and keep Courthouse for courts and elected official. ▪ Investigate Government Square plan with City of Seattle for downtown space needs. ▪ Evaluate buildout of Tashiro and Kaplan Buildings to accommodate Metro.
1/1/94	<p>Merger between Metro and King County is implemented.</p> <p>Merger adds all Metro facilities (including bus bases, water treatment facilities, and office space) to County's inventory.</p>
1994	<p>County Council adopts Comprehensive Plan.</p> <p>Comprehensive Plan is an update of County's 1985 Plan. It has been revised per the 1990 State Growth Management Act. County Space Plan is considered a subelement of the Capital Facilities Plan.</p>

Date	Action
7/28/97	<p data-bbox="1328 405 1360 1115">County Council adopts Space Plan Update</p> <p data-bbox="1268 405 1295 779">Current Space Use and Need</p> <ul data-bbox="1208 453 1265 1262" style="list-style-type: none"> ▪ County is using just under 1.4 million square feet of office space. ▪ About 39% of that space is leased. <p data-bbox="1175 405 1203 669">Estimates for Future</p> <ul data-bbox="1086 453 1175 1793" style="list-style-type: none"> ▪ Plan does not go into detail about forecasts for future growth or accommodating future space needs. ▪ Instead, focus of plan is on meeting current needs and accommodating Metro staff through King Street Center and Courthouse buttress addition. Government Square plan has been dropped. <p data-bbox="1057 405 1084 569">Policy Goals</p> <ul data-bbox="846 453 1052 1793" style="list-style-type: none"> ▪ Consolidate departments that were organizationally combined through Metro merger. ▪ Retain and restore the Courthouse as seat of County Government. ▪ Center law and justice centers in Seattle, south and east King County. ▪ Establish a stronger presence in suburbs. ▪ Move from high dependence on short-term leased space to owned space or leased space with option to own. ▪ Develop and maintain safe, attractive public buildings that create a good image for government and are sound financial investments. <p data-bbox="813 405 841 669">Implementation Plan</p> <ul data-bbox="634 453 813 1814" style="list-style-type: none"> ▪ Build a buttress addition to Courthouse to seismically stabilize it and provide 110,000 additional sf. ▪ Enter into a lease-to-own contract for a new office building (King Street Center) to accommodate DNR and DOT. ▪ Backfill County-owned space vacated by DOT or DNR with departments currently in leased space. ▪ Develop a South King County suburban campus with DDES as anchor tenant and develop community service centers around County. ▪ Reduce amount of leased space from 550,000 sf to 100,000 sf.
1998	<p data-bbox="597 405 625 1066">Executive proposes space plan update.</p> <p data-bbox="522 405 553 695">Not acted on by Council.</p>

Date	Action
8/99	<p>Executive resubmits proposed space plan update to Council.</p> <p>Current Space Use and Need</p> <ul style="list-style-type: none"> ▪ County is using just over 1.3 million square feet of <u>office</u> space (non-office, specialized uses excluded from plan). ▪ About 41% of that space is leased. <p>Estimates for Future</p> <ul style="list-style-type: none"> ▪ Plan notes that due to continuing incorporations and tax-cutting measures, FTE levels are assumed to be constant through 2008. Focus of plan is on consolidating departments that are currently scattered between buildings and on reducing the amount of leased space used by County departments. ▪ Plan provides projections for 2000, 2003, and 2008, which estimate that by 2008 the County will use approximately 1.35 million sf of office space, with approximately 17% of that leased. <p>Policy Goals</p> <ul style="list-style-type: none"> ▪ Consolidate departments that were organizationally combined through Metro merger. ▪ Retain and restore the Courthouse as seat of County Government. ▪ Establish a stronger presence in suburbs. ▪ Delay the plan to convert more leased space to owned downtown office space until the Courthouse seismic project is complete and the region has a plan for siting and building additional criminal justice facilities. ▪ Develop and maintain safe, attractive public buildings that create a good image for government and are sound financial investments. <p>Implementation Plan</p> <ul style="list-style-type: none"> ▪ Seismically stabilize Courthouse; proposed buttress addition has been dropped. ▪ Surplus Tashiro and Kaplan Buildings for affordable housing rather than reserving it for office space. ▪ Evaluate possibility for a new building to be constructed on Goat Hill site. <p>Council adopts plan to stabilize Courthouse</p> <p>County Council approves \$5.38 million for design process to complete seismic work on Courthouse and reopen south entry. No new space at Courthouse will be created through this plan; the 110,000 sf buttress addition has been dropped by Executive and Council as being too expensive.</p>
10/00	<p>Executive begins preplanning work for Goat Hill site.</p> <p>Plan is for a potential new office building on the Goat Hill site (site of current County parking lot adjacent to Jail) that will include jail- and public-health related functions.</p>

TABLE 2 - DEPARTMENTAL SPACE COMPARISONS FROM 1993, 1997, AND PROPOSED 1999 SPACE PLANS

Department	1993 Space Plan		1997 Space Plan		1999 Space Plan		2000 - per 99 Plan		2008 - per 99 Plan	
	Owned	Leased	Owned	Leased	Owned	Leased	Owned	Leased	Owned	Leased
Assessor	45,873		41,916		53,000		53,000		53,000	
Boundary Review				1,462		1,600		1,600		1,600
Council	21,445	2,606	50,598	1,554	47,500	2,000	47,500	2,000	47,500	2,000
Adult Detention	47,995		28,276		11,500		12,000		12,000	
District Court	19,882		25,596		29,200		29,200		29,200	
DCFM	42,750		60,607		64,800		71,500		69,500	
Community & Human Svcs	41,148			54,768		57,600		67,600		67,600
Finance	20,897	2,077	22,010	30,000	22,000	38,000	12,000	53,000	12,000	44,000
DIAS	65,039		38,612	82,369	36,600	66,740	44,200	59,500	40,600	63,100
Judicial Administration	25,555		24,657		24,000		24,000		24,000	
DNR (Pub Wks)	99,353		39,469	106,245	39,000	104,200	128,000	5,250	128,000	5,250
Transportation			42,381	102,700	41,500	124,000	192,000	7,250	192,000	7,250
DDES		81,869	60,417		60,000	8,000	60,000	8,000	60,000	
Public Health	13,475	50,469	17,333	95,552	17,000	74,000	17,000	74,000	91,000	
Parks & Rec (Pks Planning)	9,862	23,878	3,495	1,925	10,000		10,000		10,000	
Public Safety	52,201	15,379	86,052		61,000		61,000	5,000	61,000	5,000
Executive	8,870	5,242	25,656	5,314	33,000	8,000	33,000	8,000	33,000	8,000
Human Resources Mgt.	11,627		11,750	12,230	17,800	12,800	32,000	3,000	32,000	3,000
Prosecuting Attorney	28,116	35,509	44,531	35,333	42,000	35,000	58,000	19,000	58,000	19,000
Superior Court	158,165	9,253	190,352	7,093	168,000		168,000		168,000	
Law Library	13,471		13,914							
VVA State Auditor	1,910		1,916							
TOTALS	727,634	226,282	829,538	536,545	777,900	531,940	1,052,400	313,200	1,120,800	225,800
GRAND TOTAL	953,916		1,366,083		1,309,840		1,365,600		1,346,600	
% leased space:	24%		39%		41%		23%		17%	

*Figures in italics in year 2008 indicate uncertainty (as expressed in proposed 1999 Plan) about location of space.

TABLE 3 - SPACE STANDARDS FROM THE COUNTY'S 1993 SPACE PLAN

ELECTED OFFICIALS	Square Feet	COUNTY STAFF	Square Feet	OTHER SPACE	Square Feet
Executive	300-400	Administrative: Manager	85-120	Conference Room	20 sf/chair
Councilmember	300-400	Admin. Asst.	85-120	Reception Area	13 sf/chair
Assessor	300-400	Assistant Manager	85-120	Copy Room	150
Prosecuting Attorney	300-400			Copier	54
Presiding Judge	300-400	Professional:		PC Workstation	30
Superior Court Judge	200-250	Planner	85-100	Work Table	30
District Court Judge	200-250	Engineer	85-125	Book Shelf	6
		Architect	85-125	Lateral File	9
		Specialist	85-100	Vertical File	8
		Technician	85-100	Coat Rack	8
		Field Staff	85-100	Storage Cabinet	9
		Clerical		Library	10 vol/sf
		Office Technician	50-70		
APPOINTED OFFICIALS					
Executive Appointees:					
Department Director	300-400	Secretarial:		Circulation Factor	Up to 26%
Division Manager	180-225	Confidential Secretary	85-110		
Section Manager	110-180	Secretary	50-70		
Council Appointees:					
Ombudsman	200-250	Temporary:			
Board of Appeals Chair	200-250	Extra Help	40-60		
Hearing and Zoning Chair	200-250	Intern	40-60		
		Work Study	40-60		

Modular furnishings could reduce space needs by 30%

TABLE 4 - SUMMARY OF CURRENT CONDITIONS - 2000
Information based on 1999 proposed Space Plan Update

Department	Location in 2000 per proposed 1999 Space Plan			
	Owned	Leased	Downtown	Suburbs
Assessor	53,000		41,000	12,000
Boundary Review	0	1,600	1,600	0
Council	47,500	2,000	49,500	0
Adult Detention	12,000		12,000	0
District Court	29,200		29,200	0
DCFM	71,500		71,500	0
Community & Human Svcs.		67,600	67,600	0
Finance	12,000	53,000	65,000	0
DIAS	44,200	59,500	103,700	0
Judicial Administration	24,000		24,000	0
Natural Resources (Pub Wks)	128,000	5,250	133,250	0
Transportation	192,000	7,250	199,250	0
DDES	60,000	8,000	0	68,000
Public Health	17,000	74,000	91,000	0
Parks & Rec (Pks Planning)	10,000	0	0	10,000
Public Safety*	61,000	5,000	66,000	0
Executive	33,000	8,000	41,000	0
Human Resources Mgt.	32,000	3,000	35,000	0
Prosecuting Attorney's Ofc.	58,000	19,000	77,000	0
Superior Court	168,000	0	168,000	0
TOTALS	1,052,400	313,200	1,275,600	90,000
GRAND TOTAL SPACE	1,365,600		1,365,600	
Leased space as percent:		23%		93%

*Public Safety tally includes only downtown office space, not R/C space.

TABLE 5: COUNTY NON-OFFICE FACILITIES

Facility Name	Department	Owned	Leased	Downtown	Not Dwntrwn
Public Health/Clinic/EWS					
- Cedar Hills Chemical Dependency Treatment Unit	DCHS/DASAS	56,656	0	0	56,656
- Safe Haven Associates Clinic	DCHS/DASAS	0	8,260	0	8,260
- Renton Clinic (Renton Fire Dept.)	DPH	0	1,671	0	1,671
- Auburn Medical Arts Building	DPH		5,303		5,303
- North Seattle Center for Human Services Clinic	DPH		370		370
- Vashon Health Service Center	DPH		1,181		1,181
- North Bend (WIC)	DPH				
- Yester Clinic	DPH		3,298		3,298
- King Cty. Housing Authority (Springwood Apts)	DPH		500		500
- Carration Sno-Valley Clinic	DPH		334		334
- Seattle Clinic (owned by City of Seattle)	DPH		11,438		11,438
- Kent Professional Center Clinic	DPH		2,775		2,775
- Plymouth Housing Group (St. Charles Hotel)	DPH		400	400	
- Seattle School District (Rainier Beach High School)	DPH		756		756
- Lake City Dental	DPH/DENTAL		2,060		2,060
- Alder Square - Kent	DPH/EH		13,350		13,350
- Odessa Brown Clinic (City of Seattle)	DPH/EH		4,231		4,231
- Harborview Clinic	DPH/M&I		178		178
- Downtown Clinic	DPH		1,000	1,000	
- Downtown Clinic (AIDS)	DPH		25,497	25,497	
- Harborview TB Lab	DPH/TB		4,205		4,205
- North Bend Children's Services (WIC)	DPH/WIC				
- Enumclaw Community Hospital	DPH/WIC		990		990
- Muckleshoot Clinic	DPH/WIC		490		490
- Madison Medical	DPH/YMC		7,130		7,130

Facility Name	Department	Owned	Leased	Downtown	Not Dwtntwn
- Norton Building	HARBORVIEW	3,600			3,600
- North District Public Health Center	DPH	16,675			16,675
- Northshore Public Health Center	DPH	17,000			17,000
- Southwest Public Health Center (White Center)	DPH	13,217			13,217
- South Public Health Center (Auburn)	DPH	4,400			4,400
- Southeast Public Health Center (Renton)	DPH	8,600			8,600
- Eastgate Public Health Center	DPH	24,000			24,000
- Federal Way Health Center	DPH	24,000			24,000
- Harborview Lab	DPH		5,003		5,003
- Harborview Medical Examiner	KC/MEDEX	15,868			15,868
- City of Auburn EMS	DPH/EMS				
- City of Kent EMS	DPH/EMS		1,367		1,367
- City of Renton Fire Department	DPH/EMS		1,656		1,656
- City of Kent EMS	DPH/EMS		1,280		1,280
- City of Black Diamond EMS	DPH/EMS		484		484
- Federal Way EMS	DPH/EMS				
- City of Kent EMS	DPH/EMS		4,700		4,700
- North Rehab Facility	DCHS/DASAS	61,933			61,933
District Court Facility					
- Aukeren District Court	DC	14,110			14,110
- Southwest District Court	DC	11,443			11,443
- Northeast District Court	DC	9,900			9,900
- Redmond Probation	DC		1,807		1,807
- Shoreline District Court	DC	11,895			11,895
- Vashon District Court	DC		1,990		1,990
- Issaquah District Court	DC	16,533			16,533

Facility Name	Department	Owned	Leased	Downtown	Not Dwtwn
- Bellevue District Court	DC	18,000			18,000
- Federal Way District Court	DC	9,513			9,513
- Renton District Court	DC	9,900			9,900
- Mercer Island District Court	DC		1,800		1,800
Superior Court Facility					
- DYS Facility	SUPCT (dys)		5,450		5,450
- Youth Service Center	SUPCT (dys)	77,960			77,960
- Burien DYS Facility	SUPCT (dys)		2,120		2,120
- Northshore Youth Service	SUPCT (dys)				
- Seattle DYS Facility	SUPCT (dys)		2,400		2,400
- Renton DYS Facility	SUPCT (dys)		3,474		3,474
- Kent DYS Facility	SUPCT (dys)		257		257
Sheriff/Storefront Precinct/Public Safety					
- Des Moines Storefront Precinct	SO		1,200		1,200
- Renton Storefront Precinct	SO		1,216		1,216
- Fairwood Storefront Precinct	SO		200		200
- Bothel Storefront Precinct	SO				
- Renton Storefront Precinct	SO		660		660
- King County Housing Authority Storefront Precinct	SO		850		850
- Snoqualmie Pass FPD #51	SO				
- Vashon Storefront Precinct	SO		1,188		1,188
- White Center Storefront Precinct	SO		950		950
- Burien Precinct	SO	11,443			11,443
- Kenmore Precinct	SO	10,181			10,181
- Maple Valley Precinct	SO	14,542			14,542
- Fire District #27	SO etc		14,000		14,000

Facility Name	Department	Owned	Leased	Downtown	Not Dwntrwn
- Regional Justice Center	DAD	356,500			356,500
- King County Correctional Facility - Seattle	DAD	385,274		385,274	
- Youth Service Center	DAJD	96,900			96,900
- Marine Patrol - Sammamish	SO		875		875
- Marine Patrol - Carillon Point	SO		1,066		1,066
- Lake Youngs - Storage	SO	6,600			6,600
- Kent Storage	SO		6,000		6,000
- Downtown Storage	SO		1,600		1,600
- Ellis Avenue Storage	SO	6,643			6,643
Park-related Facility					
- Vashon Park Maintenance Facility	PPR/PARKS				
- White Center Park - Evergreen Park Maintenance Facility	PPR/PARKS				
- Cedar Hills Landfill - Greenhouse Maintenance Crew	PPR/PARKS				
- Cougar Mtn. Park - Park Maintenance Facility	PPR/PARKS				
- Lake Wildermess Park - Park Maintenance Facility	PPR/PARKS				
- Beaver Lake Park - Park Maintenance Facility	PPR/PARKS				
- Renton Support Park Maintenance Facility	PPR/PARKS				
- Five Mile Lake Park - Park Maintenance Facility	PPR/PARKS				
- SI View Park - Park Maintenance Facility	PPR/PARKS				
- Enumclaw Park - Park Maintenance Facility	PPR/PARKS				
- Marymoor Park - Park Maintenance Facility	PPR/PARKS				
- Fort Dent Park - Tukwila District - Park Maintenance Facility	PPR/PARKS				
- Juanita Beach Park - Park Maintenance Facility	PPR/PARKS	2,257			2,257
- Gary Grant Soos Creek Park - South Crew Station	PPR/PARKS				
- Juanita Beach Park - North Crew Station	PPR/PARKS				

Facility Name	Department	Owned	Leased	Downtown	Not Dwrtn
Road Maintenance/Public Works Facility					
- Vashon Island Roads Maintenance Shop Site	DT/ROADS	7,075			7,075
- Auburn-Black Diamond Pit Roads Maintenance	DT/ROADS	5,760			5,760
- Renton Shop Site	DT/ROADS	9,948			9,948
- Cadman Pit	DT/ROADS	3,693			3,693
- Bruggers Bog	DT/ROADS	3,000			3,000
- Summit Pit	DT/ROADS	4,720			4,720
- Issaquah Shop Site	DT/ROADS	1,890			1,890
- Star Lake Shop Site	DT/ROADS	4,756			4,756
- Fall City Maintenance Facility	DT/ROADS				
- Skykomish Shop	DT/ROADS	5,470			5,470
- Redmond Shop Site	DT/ROADS	32,856			32,856
- Vashon Island #13 Storage	DT/ROADS				
Airport-related Facility					
- Airport Administration Building	DCFM/Airport	7,200			7,200
- 7300 Building	DIAS/EM	8,255			8,255
- 7300 Building	SO	6,526			6,526
- 8600 Building (Office/Hangar)	SO	15,732			15,732
- Ellis Avenue Building - Carpenter Shop/Storage	Airport etc	15,000			15,000
Transfer Station					
- Houghton Landfill Site	DNR/SW	13,770			13,770
- Cedar Hills Transfer Stations	DNR/SW				
- Bow Lake Transfer Station	DNR/SW				
- 1ST NE Transfer Site	DNR/SW	12,460			12,460
- Enumclaw Transfer Station	DNR/SW				
- Aligona Transfer Station	DNR/SW	12,770			12,770

Facility Name	Department	Owned	Leased	Downtown	Not Dwtwn
- Skykomish Transfer Site	DNR/SW				
- Renton Transfer Station	DNR/SW	9,948			9,948
- Factoria Transfer Station	DNR/SW	9,900			9,900
Transit Facility					
- Northgate Transit Center	DT/TRANSIT				
- Bellevue Transit Center	DT/TRANSIT				
- Transit Tunnel Facilities Maintenance	DT/TRANSIT				
- South Base Annex	DT/TRANSIT				
- Ryerson Base	DT/TRANSIT				
- South Base	DT/TRANSIT				
- Central Operating Base	DT/TRANSIT				
- East Base Annex	DT/TRANSIT				
- East Base	DT/TRANSIT				
- North Base	DT/TRANSIT				
- Atlantic Base	DT/TRANSIT				
- Power Distribution Center	DT/TRANSIT				
Wastewater Facility					
- Renton Treatment Plant	DNR/Wastewtr				
- West Point Treatment Plant	DNR/Wastewtr				
- Aiki Treatment Plant	DNR/Wastewtr				
Lab Space, Computer Space					
- Water & Land Resources Lab	DNR/W&LR		12,018		12,018
- Water & Land Resources Lab	DNR/W&LR				
- Water & Land Resources Lab	DNR/W&LR		1,160		1,160
- DIAS Community Service Center	DIAS		1,000		1,000

Facility Name	Department	Owned	Leased	Downtown	Not Dwntrwn
Warehouse or Storage Space					
- Records Voting Warehouse	DIAS/R&E	58,625			58,625
- Postal Services	DIAS/R&E		5,400		5,400
- Emergency Management	DIAS/EM	1,134			1,134
- Risk Management	DIAS/RISK		3,750		3,750
- Public Health Storage	DPH		5,625		5,625
- Public Health/EMS	DPH/EMS		720		720
- Public Health/Needle Exchange	DPH		6,000	6,000	
Garage					
- View Park Garage	HARBORVIEW				
- Boren Street Garage	HARBORVIEW	121,853			121,853
- King County Garage	KING COUNTY	220,524		220,524	
Animal Shelter or Clinic					
- Kent Animal Shelter	DIAS	11,290			11,290
- Vet Clinic	DIAS		700		700
TOTALS		1,919,698	195,383	638,695	1,476,386
GRAND TOTAL		2,115,081		2,115,081	
	%Leased		9%		30% % Dwntrwn

TABLE 6 - KING COUNTY LEASED OFFICE SPACE (FROM 1999 SPACE PLAN, PROJECTED THROUGH 2008)

Building	Department	1999	2000	2003	2008	Notes	Lease Terms
EXCHANGE	Community & Human Svcs	--	56,000	56,000	56,000	Need space for dept post-lease	Lease ends 9/30/07
	Finance	38,000	53,000	44,000	44,000	Consolidate dept in Exchange; then?	current rate \$26/sf
	DIAS	9,740	2,500	2,500	2,500	2,500 2,500 sf is for mallroom at Exchange	new rate \$40/sf
	DNR	43,990	--	--	--	Move to King St Ctr; still need lib space	early out 2004
	DOT	124,000	6,000	6,000	6,000	6,000 6,000 sf for accessibility program	
KEY TOWER	Hu man Resources Mgt.	12,800	3,000	3,000	3,000	3,000 3,000 sf for conference ctr	
	TOTAL EXCHANGE	227,540	64,500	55,500	?		
	Community & Human Svcs	46,000	--	--	--	Move to leased space in Exchange	Lease ends 3/14/04
	DIAS	51,000	51,000	51,000	51,000	Space for ITS; unknown after lease	current rate \$22/sf
	DNR	52,500	--	--	--	Move to King Street	new rate \$38/sf
BANK OF CAL	Prosecuting Attorney	20,000	4,000	4,000	4,000	4,000 4,000 sf for criminal division; extend?	
	TOTAL KEY TOWER	169,500	55,000	55,000	?		
	Council	2,000	2,000	2,000	2,000	Plan assumes renewal of space	Lease ends 12/31/03
	Community & Human Svcs	5,600	5,600	5,600	5,600	Move to Exchange w/ rest of dept?	current rate \$14.50/sf
	DIAS	6,000	6,000	6,000	6,000	Risk & Bd. Of Ethics here; move?	new rate \$40/sf
WALTHAM	DNR	8,700	?	?	?	Move to King St Ctr; still need lib space	
	Prosecuting Attorney	15,000	15,000	15,000	15,000	County reimb by State for this space	
	TOTAL BANK OF CAL	37,300	28,600	28,600	28,600		
	Community & Human Svcs	6,000	6,000	?	?	for Veterans Prog, Public Defense	ends 12/31/01; \$10 to \$25
	Public Health	71,000	71,000	--	--	Will move to County-owned Yesler	ends 9/18/03; \$17 to \$40
WELLS FARGO	Public Health	3,000	3,000	--	--	Will move to County-owned Yesler	
	PREFONTAINE	8,000	8,000	--	--	Will downsize to owned BR space	
	BLACKRIVER**	8,000	8,000	--	--	Unclear status at end of lease	Long-term lease?
	SMITH TOWER	8,000	8,000	8,000	8,000	Office space to supplement Courthouse	ends?; \$___/sf?
	BARCLAY DEAN	1,600	1,600	1,600	1,600	Assumed renewed through 2008	ends 12/31/00; \$20 to \$30
CENTRAL	Boundary Review Bd.	97,600	102,600	21,600	14,600		
	TOTAL MISC. BUILDINGS	531,940	250,700	160,700	43,200*		
FIRM LEASED SPACE IN ALL BUILDINGS		531,940	250,700	160,700	43,200*		
TOTAL LEASED SPACE NEEDED		531,940	306,700	216,700	209,700		

According to 1999 Space Plan, in excess of 210,000 sf of leased office space must be located or current leases renewed by 2008 to maintain status quo.
 Shading indicates move from leased to owned space.

**TABLE 7: KING COUNTY SPACE & FACILITIES PEER REVIEW PANEL
TIMELINE AND WORK PLAN**

Meeting Date	Topic	Information Needed
September 27, 2000	<p>Space and Facility Trends and Forecasts</p> <ul style="list-style-type: none"> Total County inventory: total space, type of space, location of space, amount owned vs. leased. Space and facility trends during 1990s (with Metro merger, construction of RJC, King Street Center, etc.) Forecasts for space needs: 5-year forecast, 10-year forecast, FTE per person, any changes in mix of space Assumptions behind, application of space and FTE forecasts Peer Review Panel review of projections for additional space over 5-, 10-year periods 	<ul style="list-style-type: none"> Past and proposed space plans with information on space forecasts (<i>Council staff, space plans, DCFM</i>) Information about total County inventory, location of space, amount owned vs. leased, trends over 1990s (<i>DCFm staff</i>)
October 11, 2000	<p>Owned vs. Leased Space</p> <ul style="list-style-type: none"> How is the County doing relative to its goal of having 100,000 sf in leased space and the remainder of its space owned? Is 100,000 SF the right number? Should the number be higher, lower, or expressed as a percentage of total space? What is the status of current leases and what is proposed when they expire? Peer Review Panel recommended policies and suggested implementation steps to bring County leased space into compliance with policy recommendations 	<ul style="list-style-type: none"> Information about total leased vs. owned space (<i>DCFm staff</i>) Information about status of leases and proposed actions with respect to leases (<i>Space plans, DCFM staff</i>)
October 25, 2000	<p>Producing New Space: Build vs. Buy</p> <ul style="list-style-type: none"> How does the County propose to provide additional needed space? What combination of new construction, leasing, purchasing, and/or telecommuting options are proposed? Where does County propose to locate new space? Pros and cons of continuing policy of staff consolidation downtown vs. policy of locating staff in less expensive outlying locations Steps to improve accuracy of cost estimates Peer Review Panel recommendations on County provision of additional needed space 	<ul style="list-style-type: none"> Information about County plans to provide additional space (<i>Space Plans, DCFM staff</i>)

Meeting Date	Topic	Information Needed
November 8, 2000	<p>Facility Location: Downtown vs. Suburbs</p> <ul style="list-style-type: none"> ▪ What services and facilities are currently located in the suburbs? What is their reason for being there? ▪ Are any additional services or facilities planned for the suburbs over the next 5 to 10 years? Are any downtown staff proposed to be relocated to the suburbs? Why or why not? ▪ How does County presence in suburbs relate to previous topic about provision of additional space? ▪ What level of presence for County is desirable in the suburbs and how can this presence be achieved most efficiently? ▪ Peer Review Panel recommendations on location of new facilities 	<ul style="list-style-type: none"> ▪ Information on County initiatives and facilities in suburbs over past decade (police storefronts, etc.) and proposals for future (County space plans, DCFM staff)
November 21, 2000	<p>Departmental Operational Needs & Planning</p> <ul style="list-style-type: none"> ▪ What processes do County departments currently use in planning for their space needs? How often are these operational plans updated? How does that compare with industry norms? ▪ Have departmental planning efforts been regarded as successful over the past decade? That is, have departments been able to plan for and secure the correct amount of space in appropriate locations, minimize transitions, and maintain proximity to corresponding departments? ▪ What has been proposed for the future? ▪ Peer Review Panel recommendations on departmental operational planning 	<p>Information on current, past, and proposed operational planning efforts (DCFM staff, Executive staff)</p>
December 5, 2000	<p>Overall Space Planning Process</p> <ul style="list-style-type: none"> ▪ How should the County's space planning process be implemented? ▪ What should space plans look like? What information and policy guidance should they contain? ▪ Which departments and/or officials should be involved? ▪ Peer Review Panel recommendations on space plan format and process. 	<ul style="list-style-type: none"> ▪ Information on current, past, and proposed planning processes and plan formats (DCFM staff, DLR Report)

TABLE 8: PROPOSED TEMPLATE FOR SPACE PLAN

The Space Plan should be updated once a year. It should consist of four major sections:

MISSION STATEMENT AND POLICY GOALS

This section should succinctly summarize the County's major space goals. It should also list the policies -- with respect to owned space, leased space, location of space, and type of space -- that will be implemented to carry out the mission statement. This section should explain any policy changes or new policies from prior plans. A policy matrix in the Appendix can list major policies over the course of the last five or ten years.

SUMMARY OF CURRENT CONDITIONS

This section should contain tables (see following suggested templates for key tables) and narrative describing current conditions by department and facility:

- current FTE levels;
- current amount of space used for each department and in each facility;
- excess or additional needed space to be consistent with space standards;
- amount of owned vs. leased space and information about lease terms and costs;
- summary of building and parking conditions;
- summary (with maps if possible) of facility locations; and
- current major maintenance needs (with reference to the Major Maintenance Plan).

LONG-TERM PROJECTIONS

This section should contain tables (see following suggested templates for key tables) and narrative describing projections for FTE growth and space needs by department. It should reference departmental operational master plans and building facility master plans. Projections should be presented for one, three, five, and ten years into the future.

IMPLEMENTATION PLAN

The 3-year implementation plan should be tied to the CIP and the County's CX Fund plans. The implementation plan should clearly document how the space plan's policy goals will be realized in the short term. Specific decisions about leasing space, buying or building space, or moving or consolidating departments should be listed.

For each proposal, the plan should reference:

- the reason it is being proposed and how it relates to the overall space plan and policy goals;
- clear budget and financing information;
- cost-benefit and cash flow analysis;
- a timeline identifying major decision and implementation points; and
- the specific alternatives that were considered in addition to the proposal.

A TEMPLATE FOR SPACE PLANNING, DECEMBER 2000

A carefully prepared implementation plan should flow from the longer-term projections developed for the space plan, allowing the County to seize opportunities with the assurance that these opportunities fit its overall needs.

Panel members note that space planning should be based around programs, not facilities. That is, the needs of individual County departments and programs should drive space planning, even as planners carefully tally and calculate the amount of space they have available in individual buildings. To this end, departments should be asked to create an "Adjacency Wish List" along with their business plans each year, noting the programs or departments that should be located near each other. Space planners will consult this list when making moves and attempt to satisfy adjacency requests when possible.

ASSESSMENT OF GOALS AND POLICIES

The Assessment section should explain the continuity or discontinuity between Space Plans from year to year. It should point to and explain any policies that have been dropped or changed and should highlight new policies or changes in policy direction. This section should also provide an assessment of how well County government has met its adopted Space Plan policies. For instance, if one of the policies is to lease no more than 100,000 square feet of office space, this section should note whether that goal has been met, what plans are in place to meet it if it is not currently being met, and/or why the goal cannot or should not be met. Assessment information can be supplemented with a "redline" editing approach to the development of the Space Plan each year. That is, each successive Space Plan can be prepared to indicate additions and deletions from the current year's adopted Plan.

APPENDIX

The Appendix should contain:

- Implementing legislation;
- Definitions;
- Space standards;
- Matrix showing progression of policy goals over time, with summary of major actions taken over the last decade;
- Bibliography (CIP, facility master plans, operational master plans, major maintenance plan, etc.)

TEMPLATE FOR SUMMARY OF CURRENT CONDITIONS BY DEPARTMENT

Staff	Building	SF owned	SF leased	TOTAL SF	SF needed*	Lease exp.	Lease rate	New lease	Notes
Department	Facility #1								
	Facility #2								
	Dept Total								
Department									
TOTAL									

*TOTAL square footage needed based on actual number of staff and space standards.

TEMPLATE FOR SUMMARY OF CURRENT CONDITIONS

Department/ Program	Courthouse	Admin Bldg	Yesler	Bank of Cal	Exchange	Building	Building	Building	Building
Department	# sf		# sf	# sf					
Department		# sf							
TOTAL									

TEMPLATE FOR STAFFING PROJECTIONS

	Current Staff*	Current SF	SF needed Currently**	1 Year		3 Years		5 Years		Notes
				FTE	SF	FTE	SF	FTE	SF	
Department										
Department										
Department										
TOTAL										

*All current staff who need space, not simply staff listed in FTE budget counts.

**Total square footage needed based on actual staff levels and space standards.