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**Missoula Federal Office Building
Alternative Space Solutions Analysis – Narratives
17 June 2021**

Introduction

To adequately address current and projected space needs for the public and city and county government functions, Missoula County and the City of Missoula are considering joint acquisition and rehabilitation of the National Register Listed Missoula Federal Building at 200 East Broadway Street, by way of the U.S. Department of the Interior National Park Service Historic Surplus Property Program. The Property Program is one mechanism used by the General Services Administration to dispose of Federal surplus property. To that end, the County and City engaged preservation architects at A&E Design to provide due diligence services relative to acquisition, including the evaluation of alternative solutions to each entity's space needs. Accordingly, our analysis and this summary considered budget costs for four alternatives solutions meeting the City's projected downtown office space needs through the year 2034 and the County's projected downtown office space needs through the year 2034. For the City's part, neither the space needs projections nor the analysis included provision for the Missoula Fire Department, the Missoula Police Department, or the Missoula Art Museum.

Space needs projections were based on information provided by the City and the County, including but not limited to the *City of Missoula's 2018 Space Needs Assessment Project* and the *Missoula County's Space Needs Assessment* completed in 2019. Our interpretation of these documents concluded that each entity requires approximately 55,000 square feet of usable space to accommodate public facing services, employee offices, circulation, bathrooms, meeting spaces, storage, and special-use spaces (such as hearing rooms and courtrooms) to meet current projected growth. Relative to the City's analysis, three specific alternatives rose to consideration with the goal to colocate all City departments in a single downtown facility and one alternative based on City-owned space and additional leased satellite space, which is yet-to-be identified. In each alternative, the goal is the same, accommodate the City's need for 55,000 square feet of projected downtown office space through the year 2034. The alternatives include:

1. Increase ad hoc lease of downtown space and renovate City Hall to accommodate the immediate need for two new Municipal Courtrooms.
2. Renovate and expand the existing City Hall.
3. Construct a new City Hall.
4. Rehabilitate the Missoula Federal Building and joint ownership and occupancy with Missoula County.

Missoula County is separately considering lease, renovation, and construction options to meet its projected space needs of 50,000 square feet based on the finding of the Missoula County Space Needs Assessment 2019. Here A&E worked through evaluation of budget costs for the construction of a new



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County Administration Building on the site of the existing County Admin building, as well as the joint rehabilitation, ownership, and occupancy of the Missoula Federal Building with the City of Missoula.

Aside from meeting growing City space deficiencies, additional goals for each of the alternatives for the City include:

- Address immediate space deficiencies for Municipal Court.
- Address the collaborative, interactive culture of departments to increase public services and department efficiencies.
- Reduce operational water and energy costs due to aging plumbing, mechanical, and electrical systems.
- Address aging buildings, building's infrastructure needs, and increasing maintenance costs.
- Address space deficiencies required for expanding IT technology and infrastructure.
- Address lack of public meeting space vs growing need for public meeting space.
- Address public and staff security issues including access controls, emergency egress, and technology.

For the County's part, their goals include:

- The need to integrate departments in order to increase efficiency.
- Reassessment of newly renovated Courthouse Annex, Missoula County Fairgrounds, and Missoula County Elections Center assets with the County's long-range plans.
- Address immediate space need limitations within current assets.
- Address aging buildings/building infrastructure and needs for improvements to meet water and energy conservation goals as well as reducing maintenance costs.
- Address the County's need to meet increasing and changing County public services.

Alternative 1 - Ad Hoc Leasing

This alternative considers meeting City space needs through the least possible construction/rehabilitation. For this scope of work, City departments would continue to work out of office space in City Hall, continue to lease space in other satellite locations within the Central Business District, and seek additional long-term lease agreements for additional satellite office space to accommodate staff space needs through the year 2034. Renovation of City Hall would be limited to construction of the two Municipal Court courtrooms and the mitigation of impacts from that construction.

The primary function of City Hall would remain however some departments will be moved about to accommodate immediate space needs and others relocated to lease space outside of City Hall built out to meet their needs. Doing so vacates space in City Hall to accommodate the immediate space need for two additional Municipal Court courtrooms and department growth requirements. The goal of this project would be to maintain conditions at City Hall, build out long-term lease space for specific departments, and renovate vacated City Hall space to accommodate departmental growth. It is estimated there is a need for 18,000 square feet of leased/renovated space outside of City Hall and



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the need to renovate approximately 18,500 square feet or 50% of the available office space square footage in City Hall to accommodate City departments through the year 2034.

Conclusion:

The City Hall building is nearing the end of its useful life expectancy; along with the building envelope, mechanical, electrical, and plumbing systems require replacement and/or significant improvement to reduce utility costs, improve efficiency, and decrease maintenance. It is a given that the City has outgrown the square footage provided by the building designed to serve a different era, different public needs, and a smaller scale of community. Renovation and expansion of the existing building will mitigate these deficiencies but will not substantially defer the need for the City to seek additional space or consideration to replace the building in the future.

Alternative 2 - Expand City Hall

This alternative considers meeting City space needs by renovating City Hall and expanding its footprint. The work of this effort includes a building addition to the existing 52,300 square foot City Hall building to accommodate staff growth through the year 2034 and consolidate downtown city departments. Current estimates indicate approximately 70%, or 37,000 square feet of the existing building is available as office space. To achieve the square footage required to meet goals for department growth through the year 2034, an approximately 18,000 square foot addition is needed to expand City Hall.

The scope of this project would include modifications to existing circulation hallways and building egress, mechanical, electrical, and plumbing systems, IT, security, and fire and life safety systems along with impacts to the existing exterior landscaping, lighting, sidewalks, parking lot, and utilities serving the site and building.

The new addition would be structured to be 'column free' to accommodate column free space required for four Municipal Court courtrooms and City Council Chambers. The work would include modifications of existing space within City Hall as departments in the existing building shift to new locations and departments currently located external to City Hall move into renovated space in the existing building. This project would, to the extent possible, make use of existing mechanical, electrical and plumbing systems, and existing vertical circulation. The scope of work would, to the extent possible, address security and IT / Technology deficiencies and meet sustainability, green building, and energy conservation goals established by the City.

Conclusion:

Much like Alternative 1, Alternative 2, Expanded City Hall, provides a limited means to extend the life of the City Hall building. It assumes the building renovation and new building addition will address current goals including space deficiencies required for each department and expanding IT / Technology and infrastructure improvement required to support those departments. There would be an increase in public meeting space and an opportunity to address public and staff security, access controls, emergency egress deficiencies and, to the extent possible, assist in the development of a



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collaborative, interactive culture of departments to enhance public services and department efficiencies. This alternative provides the square footage required to meet the City's growing public services and square footage needs and, to the extent possible, improvements to the existing building to extend its useful life expectancy.

Alternative 3 - New Construction - City Building / County Building

The goal of this alternative is for each entity, the City of Missoula and Missoula County to independently meet their space needs. In this alternative the City would do so by constructing a new City Building to accommodate staff growth through the year 2034 and consolidate City departments in one City owned facility. The building is estimated to be approximately 55,000 square feet and would accommodate departments located within City Hall and those otherwise spread out to various office spaces. The design would result in the consolidation of designated departments in one building. The square footage and potential site limitations suggest multiple floor levels. The total square footage meets the goal of accommodating anticipated city department growth through the year 2034. The new facility would be constructed on an existing site within the Central Business District currently owned by the City of Missoula. The facility would address security and IT / Technology deficiencies, meet sustainability, green building, and energy conservation goals established by the City with the objective of reducing building maintenance, increasing water conservation, and improving indoor air quality and work environments while reducing heating, cooling, electrical energy use, and operational costs.

The new building would include designated departments with offices and workstations, public services and the public's access to service areas, four Municipal Court courtrooms and associated office areas, public circulation corridors, code and ADA compliant accessible restrooms, staff and public meeting rooms and conference rooms, City Council Chambers, accessible elevators, monumental stairs and exit stairs, mechanical and electrical rooms, file server and IT equipment rooms, janitorial closets, data closets, staff breakrooms, and a public lobby. The design would include a building directory, wayfinding, and comprehensive sign package required by code and meeting City needs, fire and life safety systems, and access and security controls. Site improvements would include new utility infrastructure, sidewalks, exterior lighting, and landscaping and parking lot development.

At the same time the City is constructing their new facility, the County would proceed with the removal and clearing of a property in the downtown currently owned by the County for the construction of a new approximately 50,000 square foot County Building to meet growth needs through 2034. Like the City's facility, the County's would consolidate designated departments in one building with multiple floor levels. The facility would address public services, public meeting rooms, security and IT / Technology, sustainability, green building, and energy conservation goals and a reduction of operation and maintenance costs.

Conclusions:

This alternative looked to replace City Hall with a totally new City Building designed for the future and the County Admin Building as the site of the new County Building, again designed to current and



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future needs for the County Based on user needs, both the City and the County's new buildings would, much like their current buildings, be built to serve the current and predicted future needs for each entity through 2034. In addition to addressing current goals such as space deficiencies, IT / Technology and infrastructure, public meeting space, public and staff security, access controls, and emergency egress, this alternative would seek to develop a collaborative, interactive culture of departments within each building for each user group as a means to enhance public services and department efficiencies. Each new building would include the opportunity to target achievable sustainability, green building, and energy conservation goals. In addition, this alternative would, based on projected space needs, allow the consolidation of City departments and County Departments into their respective new buildings in the downtown.

Alternative 4 - Rehabilitation Federal Building

The goal of this alternative, the rehabilitation of the National Register Listed Missoula Federal Building (MFB), would be to meet both City and County 2034 space needs requirements by preserving historically significant aspects of the building while redeveloping the interior to meet public services and the public's access to service areas, four Municipal Court courtrooms and associated office areas, public circulation corridors, code and ADA compliant accessible restrooms, staff and public meeting rooms and conference rooms and shared City Council Chambers and Board of County Commissioners Hearing Room.

The primary function of the existing MFB is a type B Occupancy or Office Building resulting in no building code modifications otherwise required by a change of use. This scope of work includes joint ownership and rehabilitation of the FOB. The Post Office function of the building is accessory to the primary office function of the building. Restrooms occur throughout the building and include both historic and non-historic layouts requiring that all restrooms be upgraded to meet current accessibility requirements. In other areas of the approximately 130,000 square foot facility, restroom locations may be detrimental to the efficient layout and use of portions of the building requiring they be relocated. Building entrances occur at each corner of the building; the code complaint wheel-chair accessible entrance occurs at the southwest corner. The Courtyard is used for parking, utilities (electrical transformer and mechanical cooling tower), garbage bin storage and collection services, and service access for the Post Office.

Rehabilitation of the MFB includes environmental mitigation and remediation, IT improvements to coordinate with departments, wayfinding and building directories, mechanical system and infrastructure improvements for energy conservation and comfort, electrical system upgrades to coordinate with department and corridor improvements, development of new public circulation corridors otherwise non-existent in the building, ADA compliant upgrades to building entrances and access and security controls, development of four Municipal Court courtrooms and related office areas, development of a 3,000 square foot joint County Commissioners Hearing Room and City Council Chambers, development of wheelchair accessible and ADA complaint restrooms on each floor, and removal and replacement of deteriorated and non-historic interior wall, floor and ceiling finishes to coordinate with new public circulation corridors and designated department areas. In



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In addition, exterior site improvements include mitigation of water infiltrating into basement areas, exterior window repair and painting, compliant wheelchair access ramps, handrails and guardrails, parking and trash access improvements within the courtyard, parking lot and approach improvements on the east side of the building, and removal and replacement of the existing aged roof system to coordinate with energy conservation and structural upgrades to the historic building. The scope of work and building improvements include structural, mechanical, plumbing, fire and life-safety, electrical, site improvements, and code/ANSI/ADA improvements.

Architectural Recommendations – reference the Condition Assessment Report for a complete list of exterior architectural recommendations including:

- Address code issues with exterior stair and ramp handrails and guardrails at basement windows.
- Install accessible entrance doors at the northwest corner of the building.
- Correct site grading conditions and waterproof conditions of basement foundation walls and light wells to prevent water infiltration into the basement.
- Investigate roof drainage/downspouts conditions to mitigate water draining adjacent building foundations.
- Restore window openings to basement windows removed and infilled over time.
- Repoint and chemically clean the building exterior.
- Restore paint finishes on building exterior windows.
- Remove and replace the gravel blasted roof including coordination with structural upgrades to meet seismic building code requirements and energy conservation goals for the facility.

Architectural Recommendations – reference the Condition Assessment Report for a complete list of interior architectural recommendations including:

- Conduct environmental remediation of hazardous materials and waste based on third party environmental testing and architectural plans.
- Demolition of interior wall conditions and finishes to coordinate with space planning needs, department requirements, sound attenuation and isolation, security, and energy conservation goals.
- Remove non-historic alterations installed to circulation stairs.
- Remove and replace water-damaged plaster wall and floor finishes in the basement.
- Restore window openings to basement windows removed and infilled over time.
- Remove and replace non-historic finishes including non-historic wall, floor, and ceiling finishes and replace with new coordinated with architectural plans.
- Repair water-damaged basement windows and doors.
- Remove non-historic treatments to coordinate with mechanical and electrical improvements that will increase building efficiency and comfort and reduce operation and maintenance costs.
- Address building code deficiencies including interior handrails and guardrails and exit and egress door requirements.



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- Develop designated public circulation corridors and historically compatible finishes related to existing elevators, egress doors, and exit stairs.
- Install accessible entrance doors at the northwest corner of the facility.
- Improve accessibility requirements to wheelchair accessible restrooms; upgrade restrooms to meet building code requirements.
- Establish department access doors, frames, and hardware from public circulation corridors.
- Establish department office areas based on space needs and program requirements including modifications of mechanical and electrical systems.
- Establish four designated Municipal Court courtrooms, associated offices, and access controls.
- Provide and install code compliant signs at restrooms and elevators.
- Establish a Commissioners Hearing Room / City Council Chambers by expanding the existing Courtroom into the south roof courtyard and skylight area.
- Integrate security and building access controls.

Conclusions:

The Missoula Federal Building retains both structural and architectural integrity. As a result, rehabilitation of the building offers most, if not all, of the advantages that would accrue to new construction, while communicating and fulfilling important community values through preservation of the historic resource. This alternative is an opportunity to explore collocating City and County departments in a single downtown facility where each entity retains their autonomy while providing integrated departmental efficiencies to the public.

Aside from addressing growing City and County space needs deficiencies, this alternative preserves the historic resource and stewards its preservation in downtown. The alternative addresses immediate space deficiencies for Municipal Court courtrooms, water and energy conservation, mechanical and electrical infrastructure improvements, coordinated IT/ Technology and infrastructure, shared public meeting space, and problem solves staff security, access controls, and emergency egress issues. Mechanical and electrical improvements will directly impact water and energy costs by replacing out-of-date and aging plumbing, mechanical, and electrical systems with high-efficiency systems that free up floor space otherwise dedicated to equipment needs. While the MFB is an older facility ranging in age from 1913 to 1938, the building's upkeep, structural system, and historic finishes are durable materials that continue to extend the building's serviceable life into the foreseeable future.

MISSOULA FEDERAL OFFICE BUILDING ALTERNATIVES ANALYSIS - SUMMARY OF ALTERNATIVE ESTIMATES		rounded to nearest 1,000			17 June 2021	
		Total of Alternate		City Division	County Division	Notes
ALTERNATE No. 1 - Ad-Hoc Leasing Order of Magnitude Estimate <small>2021 - First Quarter Cost Basis</small>	Total	\$19,754,000.00		\$19,754,000.00	\$0.00	
ALTERNATE No. 2 - City Hall Addition & Renovation Order of Magnitude Estimate <small>2021 - First Quarter Cost Basis</small>	Total	\$28,356,000.00		\$28,356,000.00	\$0.00	
ALTERNATE No. 3 - New City Hall / New County Administration Building Order of Magnitude Estimate <small>2021 - First Quarter Cost Basis</small>	Total	\$60,475,000.00		\$30,519,000.00	\$31,142,000.00	
ALTERNATE No. 4 - Redevelop Missoula Federal Office Building Order of Magnitude Estimate <small>2021 - First Quarter Cost Basis</small>	Total	\$39,773,000.00		\$19,887,000.00	\$19,887,000.00	