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LRCP Replacement of Academic Building 2016

UC Hastings College of the Law

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UC Hastings College of the Law Long Range Campus Plan (LRCP)

Since its founding in 1878, UC Hastings has been an integral part of the fabric of the City and County of San Francisco. It is strategically located at the intersection of three distinct neighborhoods: (1) Civic Center, where the Supreme, Appellate, and Superior courts of California are located along with the federal District Court and 9th Circuit Court of Appeal and amidst city, state and federal office buildings, as well as San Francisco's major cultural institutions; (2) Mid-Market, where a growing concentration of technology firms, including Twitter, Zendesk, Uber, Square, and many others, are located; and (3) the Tenderloin, a densely populated, primarily residential neighborhood with a diverse population composed of multiple ethnicities and a broad demographic.

The College completed a comprehensive review of its physical plant in 2011. The assessment concluded that key elements of the school's physical plant, specifically the primary instructional facility located at 198 McAllister and the student housing facility located at 100 McAllister, were deficient in terms of current ADA and seismic standards, and that for 198 McAllister, core building systems (i.e., heating, ventilation and electrical systems (HVAC) and plumbing systems) were nearing the end of their useful lives within a 5-7 year timeframe.

Existing Facilities

The UC Hastings Campus currently consists of five structures and one undeveloped parcel of land.

- a) 100 McAllister Street, McAllister Tower - A 28-story tower, constructed in 1928, primarily serves as student housing with 252 units and also contains academic research centers, clinics, offices, and recreational facilities for the College.
- b) 198 McAllister Street, Snodgrass Hall - contains 80% of UC Hastings classrooms and lecture halls.
 - Original Building - A 4-story structure, constructed in 1953, contains 17 classrooms and seminar rooms as well as faculty and administrative offices.
 - 50 Hyde Street Annex - A 4-story structure, constructed in 1970, contains 4 classrooms, a multipurpose room, the Gold Reading Room, the Moot Court Room, and administrative offices.
- c) 200 McAllister Street, Kane Hall - A 6-story structure constructed in 1980 and renovated in 2007. It houses one classroom, 2 seminar rooms and the majority of the campus' faculty and administrative offices, library, cafeteria, meeting rooms, and student support functions.
- d) 376 Larkin Street, Garage and Retail - A 7-story parking structure, constructed in 2010, with parking for student, faculty, and staff as well public parking subject to availability.

- e) 333 Golden Gate Avenue - A 12,000 square foot vacant lot, located between the parking garage and 200 McAllister Street.

LRCP Findings and Project Background

UC Hastings has two major physical plant challenges, each posing significant code compliance, seismic and life-safety issues.

- a) Replacement of 198 McAllister – This state-supported building is the College’s primary instructional facility. Together with the 50 Hyde Street annex, the facility houses 80 percent of the school’s teaching space. Replacement of the building would address significant seismic, ADA, Title 24, electrical, plumbing, and HVAC deficiencies. Failure to correct these deficiencies could result in the following:
- Institutional risk in the event the building were forced off-line for some extended period of time;
 - Litigation risk related to two of the building’s four floors not meeting current ADA accessibility standards because of undersized elevator shafts and cabs;
 - Life-safety risk in the event of a major seismic event;
 - Risk of operational and program disruption due to failure of core building systems.
- b) Student Housing – UC Hastings houses approximately 280 students in a building with 252 residential units. Housing that is affordable for students is scarce; like many other institutions, UC Hastings needs more student housing. As an auxiliary enterprise, the building is not state supported and instead relies on the revenue it generates to financially support the cost of operations, including any debt necessary for major building upgrades such as the fire/life-safety upgrade completed in 2004. The building does not comply with current seismic performance standards and would benefit from a structural upgrade. Failure to upgrade the structure would leave unmitigated life-safety risks when a major seismic event occurs.

Project Alternatives

As noted in the COBCP submitted when the project was authorized as part of the 2015-16 budget, UC Hastings evaluated three alternative options to addressing the deficiencies at the existing facility. These options were rejected due to cost factors as well as the negative consequences resulting from the necessity of using swing space to maintain academic operations during the construction period.

- 1) Full Demolition and Rebuilding On-Site: Demolishing and rebuilding the 198 McAllister Street original building and the 50 Hyde Street annex onsite is the most expensive and disruptive of all the options. Preliminary 2014 projected cost: \$90.0 - \$97.5 million not including swing space accommodation.

- 2) Partial Demolition and Rebuilding On-Site: Demolishing and rebuilding the 198 McAllister Street original building and modernizing the 50 Hyde Street annex is not an economically viable or programmatically feasible option. A new building at 198 McAllister Street would potentially result in overbuilding, as the existing structure holds more square footage and classroom capacity than is required. Preliminary 2014 projected cost: \$75.0 - \$80.0 million not including swing space accommodation.
- 3) Full Modernization of Existing Facilities: Modernizing both the 198 McAllister Street original building and the 50 Hyde Street annex is less expensive than Options 1 and 2, but requires swing space accommodations in order to be achievable. The project also presents the added complexity of delivering new classroom facilities within the existing building envelope, which would not accommodate new academic facilities in the most efficient manner. This option would require a relocation of campus functions during construction - see Swing Space Requirement below. Preliminary 2014 projected cost: \$26.0 to \$50.0 million not including swing space accommodation.

Please note that the project costs for Option 1 – Option 3 are all based on the 2014 cost studies which have undoubtedly also experienced the same or similar escalation trends from the preliminary cost figures discussed at the point of project authorization.

Given that 80% of the College teaching spaces are located in 198 McAllister and the 50 Hyde Street Annex, the availability and cost of “swing space” is a major consideration. All options would require UC Hastings to locate alternative classroom accommodations during the renovation period including new tenant improvements for temporary academic swing space as it would be problematic to locate suitable temporary academic swing space built-out specifically for classroom use within San Francisco. Faculty and staff offices, as well as transportation access among the various campus locations, would also be challenging. Additional concerns by faculty, students, and staff have been expressed regarding the overall disruption of the educational experience at UC Hastings while attending off-campus classes during project implementation. To the extent that implementation requires up to three years to complete the project, no less than six cohorts of students will be affected, and UC Hastings would face degradation in the number of qualified applicants and in overall student enrollments until the completion of the new and/or modernized academic facilities are completed at 198 McAllister Street. Preliminary 2014 projected costs for swing space for Options 1-3 range from \$15.0 - \$20.0 million assuming such space could even be located.

333 Golden Gate Academic Building Replacement - Budget Actions & Estimated Cost Increase

The Budget Act of 2015 appropriated \$36.8 million in lease revenue bond financing to construct an academic building at 333 Golden Gate Avenue to replace that portion of Snodgrass Hall (198 McAllister) that was constructed in 1953. The 57,500 gross sf building, being built on a vacant site owned by UC Hastings, replaces the school’s existing primary academic facility which currently encompasses approximately 76,000 gross sf., a reduction of 25%.

A Finance Letter has been submitted requesting an additional \$18.750 million in the Budget Act of 2016 for estimated cost increases which would bring total project cost to \$55.6 million. In retrospect, it is evident that the initial cost estimate of \$36.8 million was insufficient and did

not fully take into account factors such as market trends, project Program requirements, site specific conditions, and costs associated with building adjacencies. The increase in estimated costs is the result of a combination of these factors, which are described in further detail below. The project scope to construct an academic building of 57,500 gross s.f. remains unchanged from the Budget Act of 2015.

1. **Construction Market Conditions:** The initial conceptual cost estimate was prepared in the spring of 2014 based on a preliminary pre-design/pre-Program study and cost analysis and preliminary data that was consistent with the market information for design and construction costs in San Francisco at that time. Since that time, construction market rate conditions have increased significantly. Attached is a construction market trend forecast prepared by the cost estimating firm, Saylor Consulting Group, which goes into Bay Area cost escalation in greater detail. According to this forecast, construction costs in the Bay Area escalated by 5% in 2015 and are projected to escalate by an additional 4% in 2016. However, additional information from general contractors indicate that construction costs escalated at even higher rates than those forecasted by Saylor. The data indicates that construction costs escalated by 12% to 15% in 2014 and 9% to 10% in 2015. Furthermore, construction costs are projected to escalate by an additional 5% to 6% in 2016.
2. **Costs associated with Project Program and Technical Criteria:** As noted above, the initial cost estimates were based upon a high level, conceptual understanding of the project at that time. The final detailed Program data was completed in December 2015 and was distributed to the Architectural and Engineering consultants for review against the previously established budget. The review revealed that in order to construct the building to meet programmatic requirements for tiered classrooms as well as align the structure to two distinct and varying grades, that the building must include subterranean level(s). The Program data also further defined specific project program elements, such as establishing the desired classroom mix, increasing ceiling heights in large classrooms, the required infrastructure for building operational systems/technical support, and the quality of tenant improvements. Pending changes in energy codes and Sustainability requirements for State projects were also taken into consideration in the revised estimate. Based upon the final Program documents it was also determined that a structural system that allowed clear span to the greatest extent possible in order to maximize the small floor plate size without columns or x-braces that can render spaces unusable. Along with the aforementioned construction cost /market increases all of the aforementioned elements represent an increase in estimated costs of up to \$236 per square foot which represents the majority of the budget increase.
3. **Costs associated with Site Development:** As architectural and programming work progressed, certain unanticipated costs for work required to deliver the established project scope were identified. A portion of the increase in estimated costs is

associated with this work, which includes \$2.8 million for excavation and shoring, site conditions (i.e., work required to address differing elevations), and project staging. The necessity of this additional excavation (approximately 12') to properly align building heights was not identified in the conceptual, pre-schematic phase.

The project as approved in the 2015 Budget Act estimated debt service of \$2.7 million General Fund annually beginning in the 2018-19 budget year. The additional appropriation of \$18.75 million will result in additional debt service costs of approximately \$1 million annually, for an overall debt service cost of approximately \$3.7 million General Fund. Consistent with other lease revenue financed projects, the funding necessary to pay debt service would be added to the Hastings support budget. However, it is the intent of the Department of Finance to utilize excess bond proceeds from prior issuances of lease revenue bonds, to the extent possible, to fund the design-build phase of the project, thus minimizing debt payments and reducing the amount of new bonds that would need to be sold.

The best option remains the development of a replacement building at 333 Golden Gate at a total cost of \$55.6 million. If similar escalation adjustments were made to the preliminary 2014 cost estimates for Option 1 – Option 3, and that a swing space location could be identified and secured at the projected cost – also escalated to reflect current market conditions – new construction on land owned by the College remains the most cost-effective approach, imposes the least disruption on academic operations, and provides the College a path forward in its efforts to address seismic issues at 100 McAllister.

Next Steps – Student Housing and a Graduate Village

Upon completion of the new academic building at 333 Golden Gate Avenue, Snodgrass Hall would be demolished to allow for construction of a 13-story, 140-foot-tall, 227,000-gsf building that would provide approximately 400 to 600 housing units, depending upon the square footage of the average unit; approximately 15,000 sf of ground floor space to provide student amenities and to activate the street level. Common open space and recreational services would be included for UC Hastings students and staff. Demolition and development at 198 McAllister Street would occur after 2020 occupancy of the replacement academic building at 333 Golden Gate Avenue.

Upon the completion of new student housing at 198 McAllister in 2022, the seismic upgrade of 100 McAllister can begin.

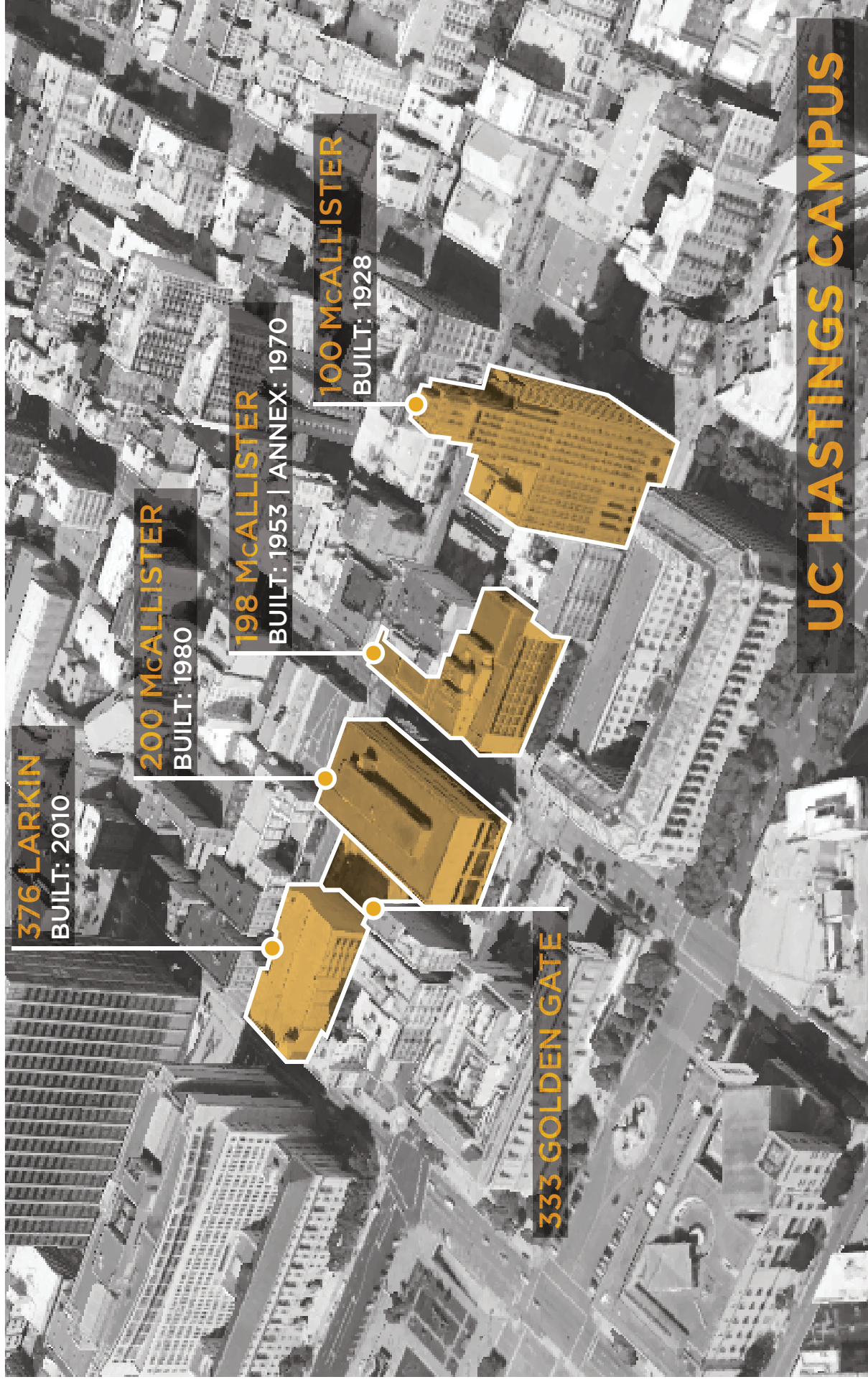
New student housing at UC Hastings is expected to be jointly developed with the University of California San Francisco (UCSF). To further enhance and strengthen its relationship with UCSF and the broader University of California System, in December 2015, UC Hastings entered into a Letter of Intent with UCSF for the development of campus housing at UC Hastings to accommodate the academic and housing needs of UC Hastings and UCSF under their shared affiliation with the University of California System. Shared campus housing would be a natural extension of the existing collaboration between UC Hastings and UCSF, as reflected, in

particular, by the successful UCSF/UC Hastings Consortium on Law, Science, and Health Policy. Further, UC Hastings and UCSF are studying other partnerships that would include, but not be limited to, police services and student health centers, supplementing existing shared services between the affiliated organizations.

UCSF students would be commingled with UC Hastings students. The College would effectively share its entire campus to fully leverage UC Hastings' uniquely urban campus and would extend full access to its library, study space, food services, and athletic and social space amenities. While still in its early stages, the plan envisions that academic and teaching spaces may also be provided so as to establish a true graduate student village in the Civic Center, Mid-Market and Tenderloin communities.

UC HASTINGS CAMPUS

CAMPUS MAP AND BUILDING HISTORY



UC HASTINGS CAMPUS