



STATE CAPITOL COMMITTEE

**Legislative Building
Senate Rules Room
Olympia, Washington 98504**

June 12, 2014

10:00 a.m.

(Approved: October 24, 2014)

MEMBERS PRESENT

Brad Owen, Lieutenant Governor
Peter Goldmark, Commissioner of Public Lands
Kelly Wicker, Governor's Designee
Mark Neary (for Secretary of State Kim Wyman)

Kim Wyman, Secretary of State

OTHERS PRESENT:

Dave Arbaugh, Heritage Park Association
Dennis Bloom, Intercity Transit
Rick Browning, Department of Enterprise Services
Bob Covington, Department of Enterprise Services
Nancy Deakins, Department of Enterprise Services
Jim Erskine, Department of Enterprise Services
William Frare, Department of Enterprise Services
Steve Friddle, City of Olympia
Mark Gjurasic, Citizen
Tom Gow, Puget Sound Meeting Services
Tom Henderson, Department of Enterprise Services
Sidney Hunt, Department of Enterprise Services
Bob Jacobs, Heritage Park Association
Gary Larson, Citizen

Nouk Leap, Department of Enterprise Services
Chris Liu, Department of Enterprise Services
Steve Masse, Legislature
Kurt Meier, Meier Group
Lenore Miller, Department of Enterprise Services
Kevin Quigley, DSHS
Bonnie Scheel, Department of Enterprise Services
Vann Smiley, DSHS
Blaire Stewart, Lt. Governor's Office
Ann Sweeney, Department of Enterprise Services
Jeff Whitehead, Department of Enterprise Services
Jeff Willis, DSHS
Chelsea Wood, Lt. Governor's Office

Welcome and Introductions

Lieutenant Governor Brad Owen called the State Capitol Committee (SCC) meeting to order at 10:03 a.m. A quorum was present.

The SCC meeting agenda was published in *The Olympian*. Public comment for each specific agenda item will be received after the discussion of the agenda item. Comments for items not on the agenda will be received at the end of the meeting.

Approval of Agenda

The agenda was approved as published.

SCC will review two items for Action: Approval of the March 20, 2014 Minutes, and the Office Building Two Renaming – *Request for Approval*; and three items for Information: Capitol Campus Planning – *Master Plan Update and Parking and Transportation Study*, 1063 Block Replacement Project – *Status Report*, and the Use of Leaf Blowers on Capitol Campus Grounds – *Status Update*.

Approval of Minutes – March 20, 2014

Commissioner Goldmark moved, seconded by Kelly Wicker, to approve the March 20, 2014 minutes as presented. Motion carried.

Capitol Campus Planning – Master Plan Update

Lenore Miller updated members on the progress of the update of the 2006 Master Plan.

A workgroup was created comprised of Department of Enterprise Services (DES) personnel and members of the Capitol Campus Design Advisory Committee (CCDAC). Two work sessions were held in April and in May. The workgroup developed a list of key issues of focus for the update:

- Examine the authority for the Master Plan and clarify the boundaries and scope of the Master Plan. The initial work will be reviewed with the Attorney General to receive additional clarity on the authority of DES and its reporting committees (SCC and CCDAC) in terms of the scope of the Master Plan update.
- Ensure the Master Plan includes a process for determining how the plan's vision is updated, how decisions are rendered, and identify criteria used for rendering decisions.
- Ensure a clear vision is communicated in the plan about the future expectation for visitor experiences on the Capitol Campus.
- Incorporate sustainability within the Master Plan and consider expanding sustainability beyond ecological areas to encompass social and economic sustainability.
- Strengthen the area of stewardship of the campus and existing properties.
- Focus on transportation demand management and parking.

The workgroup plans to examine and define the update planning process to ensure clarity in how the state is considering the future of the campus and demand for new development. Supporting the planning effort is the Office of Financial Management (OFM), which has statewide responsibility for facilities planning. Both DES and OFM planning processes will be integrated.

The Master Plan includes several design principles. The update examines ways to improve the adaptability of the principles because government experiences continuous changes and the plan should speak to those changes. One change identified is adaptable workplace strategies and providing an environment to help employees increase productivity, such as telework, flex schedules, or reconfiguration of workstations.

Currently, the workgroup is establishing smaller sub workgroups to focus on specific areas of interest. One of the next steps is development of an engagement plan for outreach to solicit feedback and ideas during the update process. A draft of the Master Plan should be completed by the end of this year with a final plan completed by the end of 2015.

At the SCC's next meeting, staff will brief the committee on some of the issues to receive feedback and guidance.

Lt. Governor Owen asked about the selection process for members of the workgroup. Ms. Miller replied that CCDAC members were asked to help support the update. All CCDAC members expressed interest in participating and most members have attended either one or both of the meetings.

Commissioner Goldmark thanked staff for the outline of the plan update and acknowledged the efforts to involve the SCC early in the process to afford an opportunity for members to provide feedback.

Parking and Transportation Study

Ms. Miller reported that last fall DES identified the importance of updating the 2009 Parking Study in conjunction with the 1063 Block Replacement Project, as well as acknowledgement that the department needed a better grasp on the current parking situation in terms of usage and demand, as well as exploring alternatives ways for accessing the campus. In December, DES hired a parking and transportation consultant, Rick Williams Consulting. The scope of the work included an assessment of parking supply, analyzing available data to enable sound decision-making to support the 1063 Block Replacement Project and update of the Master Plan and overall management of parking resources. The scope also included evaluating the current Transportation Demand Management (TDM) and parking management systems to determine current effectiveness and recommend ways to maximize existing resources through integration of alternative transportation modes. An inventory of all parking on campus was completed. Currently, the campus has approximately 6,000 parking spaces with 90 percent dedicated for employees or state agencies and 10 percent allocated for visitors. The study did not include 340 parking spaces on Deschutes Parkway because the department does not assign or manage those spaces.

The consultant completed a survey of parking usage to determine a baseline for a peak hour period during the legislative session and during non-session. The evaluation is based on a practical capacity standard to identify existing conditions. Practical capacity is considered the occupancy percentage of the parking supply. The industry standard for practical capacity does not exceed 90 percent of the parking supply for employees and 85 percent for visitor parking. The percentage for visitors is less to account for a visitor's unfamiliarity with the campus as opposed to an employee's knowledge of parking availability.

During the non-session period, approximately 75 percent of all parking was utilized during the peak hour. During session, 84 percent of all parking was utilized with employee parking at 84 percent and visitor parking at 85 percent. The increase in the number of visitors during session was approximately 60 percent.

Currently, the campus is at practical capacity for visitor parking and nearing practical capacity for employees.

The study examined the impact of the 1063 Block Replacement Project. The new building will house 400 additional employees and eliminates parking when the General Administration (GA) garage is demolished. Based on an assumption of 70 percent of the 400 employees driving to campus, utilization of employee parking increases to 85 percent during session and visitor parking increases to 93 percent. Essentially, the campus exceeds practical capacity.

The report includes 36 recommendations organized by policy, organizational, operational, and funding elements. The study recommends improving management of existing parking supply, as well as promoting concentrated efforts campus-wide to focus on commute trip reduction (CTR). The campus includes many state agencies with individual CTR programs and goals. A collaborative and comprehensive effort is recommended to shift employee behaviors to use other modes of transportation to access the campus. One of the important recommendations is providing greater leadership for that effort.

The planning process for the update of the Master Plan includes opportunities to examine the study and its recommendations to identify ways in moving forward.

Ms. Miller referred to the additional supply of 340 parking spaces along Deschutes Parkway and the intent to consider options to leverage that parking supply. Parking and transportation are also important in terms of meeting the Governor's Executive Order to reduce the carbon footprint.

Kelly Wicker asked about the number of parking spaces lost when the GA garage is demolished. Rick Browning, 1063 Project Director, advised that the loss is approximately 250 spaces in the garage, as well as 25 spaces in the underground garage associated with the existing Capital Park Building for a total parking loss of 285 spaces.

Office Building Two Renaming – Request for Approval.

Ms. Miller reviewed the proposal to rename Office Building Two (OB2). In February, the Department of Social and Health Services (DSHS) Secretary Kevin Quigley sent a letter to DES Director Chris Liu formally requesting the renaming of OB2 to "Human Services." At its last meeting, the CCDAC reviewed and recommended approval of the request.

The process for changing the name of an existing state building is addressed in statute under RCW 43.34.090, which identifies the process for renaming a building. The Legislature is designated as the approving body based on recommendations from the SCC and DES with advice from the CCDAC. An existing building may only be renamed after substantial renovation or a change in the predominant tenant agency. The statute also stipulates the type of name that can be designated.

Secretary Quigley explained how renaming the OB2 is important to the employees of DSHS, especially because other building names represent their respective functions, while OB2 is not descriptive of the services provided by DSHS. Although there was no initial intent, the lack of a name implies a lack of value of human services despite all the resources expended on serving individuals within the state. He asked members to approve the next step of the naming process.

Director Liu advised that DES Administration supports the renaming request by Secretary Quigley. Renaming the building is appropriate, as it has completed various phases of renovation. DES is addressing whether the building qualifies for renaming and is seeking an opinion from the Attorney General.

Commissioner Goldmark moved, seconded by Kelly Wicker, to recommend the Legislature approve the renaming of Office Building Two to the "Human Services" building. Motion carried unanimously.

1063 Block Replacement Project - Status Update

Rick Browning, Project Director, reported on the progress of the 1063 Block Replacement Project.

The project is a new high-performance sustainable office building located on the edge of West Capitol Campus at 11th Avenue and Capitol Way. The five-story building would be approximately 215,000 square feet housing 800 employees. Tenants programmed for the building include Washington State Patrol (70 percent), Legislative sub agencies (15 percent), and OFM (15 percent).

DES selected the Design-Build (DB) team from three qualified teams and is negotiating the contract with Sellen Construction and ZGF Architects. A draft contract was forwarded to AG/OFM/DES for a final

review. It's anticipated the contract will be executed next week enabling the ability to issue a notice to proceed with Phase 1. Because of construction funding issues during the last legislative session, the contract has been amended to include a three-phased project. The first phase is design. The design team anticipates the design requiring a year-long process through late spring 2015. At the conclusion of the 2015 legislative session, DES anticipates permits could be secured to initiate construction if funding is secured by the Legislature.

DES recently completed the SEPA Checklist to evaluate any environmental impacts caused by the project. A Determination of Non-significance (DNS) was issued on June 3, which was published in *The Olympian* newspaper, posted at various agency sites, and forwarded to individuals on the project's mailing list. A notice is posted on the existing building with information on how to comment. A 14-day mandatory comment period is required for the SEPA process, which ends next week. Two comments have been received to date. Although not legally required, DES conducted a public meeting on the SEPA process on May 22. The meeting afforded an opportunity for the public to comment on the Checklist before the determination was issued. During the public meeting, Senator Fraser addressed concerns on behalf of surrounding neighborhoods regarding parking and traffic impacts. One aspect of the parking and transportation study is considering how the 1063 Block Replacement Project impacts the neighborhood. The intent is for the process to be open and transparent. The SEPA Checklist validated existing campus parking to be sufficient to support the new building while also recommending an aggressive management of existing parking on campus to avoid the conflicts voiced by Senator Fraser.

The next step is initiating design work after execution of the contract. Numerous workshops with tenant groups are planned to validate space design, as well as frequent interfacing with CCDAC members and regular updates to the SCC to provide feedback.

Lt. Governor Owen commented on the lack of parking and the difficulty many people have in finding parking on campus today. He conveyed hope that the team considers the reality of managing available parking through everyone using an alternative mode of transportation. Most individuals likely won't use an alternative. Unless the team has a method of forcing alternatives, the parking problem will continue, and rather than solving the problem, it will create a problem. Not including parking within the project is troublesome.

Commissioner Goldmark asked that the committee receive copies of the public comments after the closure of the 14-day comment period. He asked for updates to the committee as the design proceeds to enable the committee to provide feedback on the various design elements of the project. He requested information about the estimated cost of the project and tenant costs, as those issues were a factor during the last legislative session and likely a reason why the Legislature did not adopt a supplemental capital budget during the last hours of the session.

Mr. Browning replied that enabling legislation dictated tenant leasing at no more than \$26 per square foot to obtain a Certificate of Participation (COP) to fund construction. Project funds are from two separate funding sources. One source is the legislative appropriation for pre-design, design, and demolition. The secondary source is contingent upon a \$26 per square foot lease rate. The primary problem for not achieving the lease rate is the cost of debt service, which was underestimated. It's not possible to obtain the COP because the lease rate is too high. The building cost is estimated to be approximately \$270 a square foot, which is a good yield for the state because the building is high efficiency compared to private sector projects with similar design metrics. The lease rate includes the debt burden, which is why it wasn't possible to achieve a \$26 square foot rate. At this time, it's unknown how the Legislature plans to address construction funding during the next session. The first

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funding allocation of \$13 million was provided with clear direction from the Legislature to complete the design.

Commissioner Goldmark asked about the lease rate assuming the cost of the debt burden and project cost. Mr. Browning replied that the cost of the building and the lease rate do not correlate, as the cost of money is the determining factor. Lease rates also include other costs, such as maintenance and custodial costs that are typically fixed costs. If the intent were to achieve a \$26 square foot lease rate by manipulating square footage cost of the building, the quality of the building would be significantly lessened and it would obviate many of the energy and efficiency goals.

Commissioner Goldmark said it appears the cost of the building is not directly related to the lease rate. Given the design parameters and the cost of money, it appears not possible to achieve a \$26 square foot lease rate. Under that scenario, he questioned what the rate might be under the current proposal. Mr. Browning said calculations on the lease rate for the building reflect a lease rate in the mid-\$30s. At this time, the team hasn't received any direction to reduce the cost of the building, as it appears the desire is to maintain the initial goals of the building.

Lt. Governor Owen suggested any options to reduce the cost would essentially entail an increase in the lease rate or a decrease in the quality of the building. The campus is home to many buildings that were built right. By reducing the cost of the building, the state likely wouldn't have a building that meets the quality of standard that is desired on the campus.

Director Liu said the design goals for the building are to produce a building that has a lifespan of 75 to 100 years. That requires quality construction and materials. The total expenditure of the building has been established to be \$65.5 million for design and construction. Design and construction advances have occurred significantly in the last 15 years. Materials proposed for the building, based on the funding allocation, reflect an extremely difficult task in a public venue. Public input has occurred up to this point and DES plans to outreach to the public during the design phase. It's important for the public to provide input on the building, especially the surrounding neighborhoods. Although the Legislature will be challenged in terms of the financial costs of the building, it's important to remember the lifespan of the building.

Commissioner Goldmark commented on the uniqueness of the campus and the importance of ensuring any new addition maintains the character, appearance, and the longevity of the existing buildings. The buildings are a tremendous asset to the state and it's important to ensure any new building meet those same standards.

Mr. Browning added that DES established a distinguished selection team with one member a former dean of the University of Washington School of Architecture. The three submittals were all excellent and the choice of the apparent winning submittal is based in some measure of how well it fit the campus and complemented the Olmsted landscaping legacy. The design effort focuses on the project submittal at a cost of \$65.5 million. There is no intent to change the level of quality during the design process.

Mr. Browning referred to parking concerns. The GA Building is to be mothballed and demolished in conjunction with the 1063 Block Replacement Project, which is included within the legislation. However, funding for the demolition is not funded nor scheduled at this time. The new building of 215,000 square feet replaces buildings with combined square footage of 350,000. Existing Capitol Campus parking should be able to accommodate the new smaller building.

Mark Nearly commented that it's the understanding of Secretary Wyman that the project would add 400 additional employees and eliminate approximately 277 parking spaces. Mr. Browning affirmed that the 400 additional employees are new to the campus and would transfer from other locations throughout the state to consolidate in the new building.

Use of Leaf Blowers on Capitol Campus Grounds – Status Report

Jeff Whitehead, Maintenance and Operations Manager, DES, briefed the committee on previous direction by the SCC to eliminate the use of gas leaf blowers on campus. Staff completed research on leaf blowers in the state and across the nation and considered elements important to accommodate safety of campus employees, visitors, and maintenance employees, efficiencies of leaf blowers versus rakes and brooms, the economics of each option, and noise reduction.

One of the top priorities of DES is safety of its employees, employees on campus, and visitors to the campus. Research included a review of Consumer Product Safety Commission Reports, which documented the treatment of over 76,000 personnel for injuries related to raking leaves and using brooms. Over 12,000 injuries were caused by the use of hand rakes.

The use of hand rakes by employees would entail 6 to 8 hours a day continuously to remove leaves from mid-October to mid-January on campus. The Department of Labor and Industries Ergonomics Department has determined raking to be a high force repetitive motion that could create awkward postures with vibration a contributing risk factor as well. High force repetitive motions required in addition to the long duration of raking could create a high risk for musculoskeletal injuries. Based on best available data, DES estimates employee injury at 10 percent to 20 percent with the actual cost unknown because of variables associated with level of injury and recovery time.

In terms of safety on the campus, it's important to remove wet leaves from sidewalks and landscaped areas quickly and easily. DES recently settled a tort claim from a slip and fall injury on campus costing the state \$60,000.

Currently, DES uses ergonomic blowers with no reported injuries from the use of those blowers over the last 10 years. Staff is working with a local vendor to test a variety of equipment ranging from battery powered, noise-reduction gas blowers, electrical blowers, and edgers. A decibel demonstration was completed in an east campus location using the three different equipment options. The electric blower was less effective and proved to be more difficult in moving leaves. The battery powered blower lacked speed and the force necessary to effectively manage the leaves. Typically, maintenance staff is responsible for the removal of over 1,800 cubic yards of leaves during the fall season. Future landscaping improvements include west campus drainage improvements enabling the planting of more trees on campus. Other uses for leaf blowers include quarterly parking garage cleanup.

During the research, some studies documented that the task could be doubled for cleanup and removal of leaves. Another study for walkway cleanup reflected a difference of five times the amount of time it would take to complete the task using a broom versus a blower. Another DES study in 2009 documented the need for an additional 7 FTEs to accomplish tasks current maintenance staff complete with gas blowers at an additional cost of \$250,000 annually. The proposal includes the purchase of lower noise powered blowers at a cost of \$3,500 for eight blowers.

DES was recently provided the OFM budget forecast for the 2015-2017 biennium, reflecting minimal growth based on the state's forecasted \$2 billion shortfall. Securing additional funding for 7 FTEs likely wouldn't be possible. In terms of noise reduction, staff completed noise-level surveys in the areas of the

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Cherberg Building and near the Tivoli Fountain and documented significantly less noise using the muffler attachment to gas-powered blowers than a gas-powered model without a muffler.

DES has informally created noise-sensitive areas around the Legislative, Cherberg, O'Brien, and the DNR Buildings. The proposal would entail utilization of the gas-powered blower with a muffler attachment in those noise sensitive areas based on certain times of year and time of day. The request is approval by the committee to modify the original direction to enable the use of the proposed equipment.

Commissioner Goldmark expressed appreciation for the research into options to achieve the objectives in less noise and air pollution. Everything involves change when pursuing ways to encourage employees and visitors to use other transportation modes, reducing carbon emissions from coal plants, or reducing travel on I-5. Change is never easy to adopt and is often difficult to implement. The issue is another example of how change is difficult. He respects the investigation by DES while acknowledging the difficulty of developing the recommendation in a short period. He thanked staff for their efforts and recommended providing another six months to explore additional options of battery-powered units to include battery backpack or other options.

Mr. Whitehead added that staff would continue to monitor and work with the vendor community as improvements to battery-powered equipment are introduced to the market. Currently, battery-powered equipment have backpack battery capability in hand-held blower models, which can create fatigue to the user because of non-ergonomics and weight. The gas-powered blowers are ergonomically designed.

Commissioner Goldmark commented on the recent improvements achieved to extend the battery life of electric cars. Electric vehicles are manufactured today can travel hundreds of miles on one charge. He is hopeful that there will be an emergence of new technology in leaf blowers as well. Mr. Whitehead said staff is in communication with a company in California that is working an improved leaf blower.

Mr. Neary expressed appreciation for the change in hours on behalf of Secretary Wyman in areas of the Natural Resources Building and Human Services Building, as the noise is so high it's impossible for the staff to communicate on the telephone.

Lt. Governor Owen agreed with the recommendation to extend the timeline for additional research as using and rakes and brooms appear to be reverting to an antiquated method. It's unlikely the Legislature would increase an appropriation to pay for additional staff.

Commissioner Goldmark moved, seconded by Kelly Wicker, to afford DES an additional six months until January 2015 to continue researching options for removing leaves on the campus and present additional solutions in addition to the initial proposal to the SCC.

Other Business

Lt. Governor Owen acknowledged the service and the impending retirement of Tom Henderson, Assistant Director, Facilities Division, DES, after serving the state for over 23 years.

Adjournment

With there being no further business, Lt. Governor Owen adjourned the meeting at 11:10 a.m.

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Puget Sound Meeting Services, psmsoly@earthlink.net