



**To:** MAYOR AND COUNCIL

**Agenda Item #:** WS III.

**From:** Bill Neuendorf  
Economic Development Manager

**Action**   
**Discussion**   
**Information**

**Date:** September 1, 2015

**Subject:** Grandview Redevelopment Planning Update

### **Action Requested:**

Discussion only.

### **Information / Background:**

In November 2014, the City entered into a partnership with Frauenshuh to collaboratively plan the potential redevelopment of the City's former Public Works site at 5146 Eden Avenue. Six scenarios were prepared after input from the community and real estate market. Four of the scenarios included combinations of public and private uses on the site. All public and all private scenarios were also modeled. These scenarios were discussed by the City Council in May 2015.

Since the City Council provided preliminary direction in June 2015 and expressed a preference for Scenario #3, staff has prepared additional material to better understand the feasibility of pursuing a large-scale mixed-use development on the site.

The new materials are summarized for a discussion by the City Council. After the discussion, staff requests direction from the City Council regarding how they would like to proceed with this project.

### **Attachments:**

Conceptual Site Plan (24 pages)  
Presentation Materials (17 pages)

**GRANDVIEW**  
Former Public Works Site

City Council Work Session  
Presentation Materials

September 1<sup>st</sup>, 2015

Reynolds Design  
 DJR ARCHITECTURE INC. CONFLUENCE  
 WSB  
 Sutton + Associates  
 Schuler Shook  
 OPUS THE OPUS GROUP  
 FRAUENSHUH Commercial Real Estate Group

Former Public Works Site

- The Opportunity
- Background
  - History
  - District Planning (2010-2012)
  - Site Planning (2014-2015)
- **Progress Since June 2015**
  - **Architectural Concepts & Traffic Impact**
  - **Financial Overview**
- **Decision Making**
  - **Whether or not to proceed**
  - **Shaping a process to advance**

September 1<sup>st</sup>, 2015

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## Former Public Works Site The Opportunity

3.3 acres  
Tax-free since 1963  
Vacant since 2010

Located in mixed-use commercial district  
Centrally located in northern half of Edina  
Adjacent to railroad right-of-way  
Easy access to Highway 100

September 1<sup>st</sup>, 2015

## Former Public Works Site Background

### FUTURE OF THE FORMER PUBLIC WORKS SITE COLLABORATIVE DEVELOPMENT PLANNING TIMELINE

Stages 1-2	Stage 3		Stage 4	Stage 5	Stage 6
Partner Selection and Refinement of Process	Exploration	Discovery	Public Evaluation of Scenarios	Selection of Preferred Scenario	Design, Financing & Construction
September to October 2014	November 2014 to February 2015	March 2015	April-May 2015	June 2015	2015-2017
<ul style="list-style-type: none"> <li>Interview Potential Partners</li> <li>Select Preferred Partner</li> <li>Prepare "Collaborative Development Planning Agreement"</li> </ul>	<ul style="list-style-type: none"> <li>Survey and Studies</li> <li>Large Group Exploration Session</li> <li>Small Group Sessions</li> <li>Boards &amp; Commissions</li> <li>Online Comments</li> <li>Suggestion Box</li> </ul>	<ul style="list-style-type: none"> <li>Large Group Discovery Session</li> <li>Online Comments</li> <li>Suggestion Box</li> </ul>	<ul style="list-style-type: none"> <li>Public Open House</li> <li>Sketch Plan Reviews</li> <li>Online Comments</li> <li>Suggestion Box</li> </ul>	<ul style="list-style-type: none"> <li>Public/Private Concept</li> </ul>	

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## Former Public Works Site Background

### ★ SEVEN GUIDING PRINCIPLES

- 1.) Leverage publicly-owned parcels and civic presence to **create a vibrant and connected district that serves as a catalyst** for high quality, integrated public and private development.
- 2.) Enhance the District's economic viability as **a neighborhood center with regional connections**, recognizing that meeting the needs of both businesses and residents will make the district a good place to do business.
- 3.) **Turn perceived barriers into opportunities.** Consider layering development over supporting infrastructure and taking advantage of the natural topography of the area.
- 4.) **Design for the present and the future** by pursuing logical increments of change using key parcels as stepping stones to a more vibrant, walkable, functional, attractive, and life-filled place.
- 5.) **Organize parking** as an effective resource for the district by linking community parking to public and private destinations while also providing parking that is convenient for businesses and customers.
- 6.) **Improve movement within and access** to the district for people of all ages by facilitating multiple modes of transportation, and preserve future transit opportunities provided by the rail corridor.
- 7.) **Create an identity and unique sense of place** that incorporates natural spaces into a high quality and sustainable development reflecting Edina's innovative development heritage.

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## Former Public Works Site Background – Preferred Direction

### Program Elements for Multi-Generational, Multi-Purpose Community Facility (60,000+ SF in area)

- Arts education, training production
- Visual media (painting, pottery, glass, metals)
- Public galleries & event space
- History display/exhibit
- Multi-generational flexible spaces (large, medium and small community rooms)
- Meeting space for community members and groups
- Oversized lobby/lounges for community events
- Largest community room designed as flexible, multi-purpose space
  - Up to 300 movable seats
  - Full variety of performances and events
  - Supported by lobby & back-of-house areas
- Restaurant / café
- Park-and Ride
- Future transit connection to rail
- 340 total parking stalls, minimum

Preferred Programming from  
May 2015 Work Session



**Scenario #3** North Civic with South Residential  
(from May 2015 Work Session)

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## Former Public Works Site

**Progress Since June 2015**

- 1) Architectural Concepts & Traffic Impact
- 2) Financial Overview

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Former Public Works Site  
Progress Since June 2015**1) Architectural Concepts & Traffic Impact**

ESG Architects and WSB Associates have been engaged to provide preliminary information regarding the possible implementation of Scenario #3.



While preliminary in nature, their efforts indicate that the mixed-use / public-private scenario is realistic for the site.

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 Commercial Real Estate Group

## Former Public Works Site Preliminary Architectural Concepts

**Concept illustration only.  
Not for construction.**

**Preliminary Program**  
60,000 + SF community center  
8,000 SF restaurant/café  
New east-west shared street  
outdoor civic plaza  
170-unit apartment building  
Streetscaping of Eden & Arcadia  
Widening of Arcadia

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## Former Public Works Site Preliminary Architectural Concepts – civic facility

**Concept illustration only.  
Not for construction.**

**Rendering of a potential community center as the  
cornerstone of a public/private redevelopment**

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## Former Public Works Site Preliminary Architectural Concepts – residential building



Rendering of a potential apartment building facing Eden Ave.

September 1<sup>st</sup>, 2015

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## Former Public Works Site Preliminary Architectural Concepts – cross section

Concept illustration only.  
Not for construction.



The hilly terrain presents challenges and opportunities. The existing excavation can be used to mask the public parking below the new community building.

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## Former Public Works Site Traffic Impact Study

The WSB Traffic Study suggests five improvements to address concerns related to the redevelopment of this particular site.

- 1) Add new shared street from Arcadia to Vernon
- 2) Widen Arcadia to include a center turn lane, bike lane & sidewalk
- 3) Add signal or roundabout to Eden & Arcadia intersection
- 4) Add west bound turn lane on Vernon at Interlachen (along with signal changes)
- 5) Change signal timing at Vernon & Link

At this time, only 1 & 2 are included in the preliminary cost estimates.

This information will be incorporated into the future District-wide Traffic Study anticipated in 2016.

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## Former Public Works Site

### 2) Financial Overview

A mixed-use / public-private project can be complicated to develop and finance. Updated cost estimates and financing strategies have been prepared.



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## Former Public Works Site Financial Overview – cost estimate

	Estimated Construction Costs*
New Residential Building	\$32.4 million
New Civic Facility - New 74,000 SF building - new public parking structure - new shared street (east of RR tracks)	\$31.0 million
New bridge and improved streets (west of RR tracks)	\$1.6 million
<b>Total Cost of Civic Elements =</b>	<b>\$32.6 million</b>
Total Residential + Civic =	\$65.0 million
* Estimates prepared by Frauenshuh/Opus/Edina Engineering Dept. Estimates do not include architect/engineer fees, land costs and development fees	

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## Former Public Works Site Financial Overview –Operational projections

**An annual operational subsidy of \$300,000 to \$500,000 is likely.** This is a rough estimate only. This would replace operating costs at Art Center & Senior Center. Further analysis is necessary to fully understand the operating & maintenance expenses of a new facility.

	Edina Art Center	Edina Senior Center	Edinburgh Park	Grandview Center Estimates
Approx. Size	12,000 SF	15,000 SF	42,000 SF	74,000 SF
Paid Staff	6 FTE	1.5 FTE	20.5 FTE	8+ FTE
Contract Employees & Volunteers	51+	40+	0	91+
Program Revenue	\$383,675*	\$50,000**	\$725,000*	\$450,000
<b>Total Revenue</b>	<b>\$448,950*</b>	<b>\$100,000**</b>	<b>\$1,369,800*</b>	<b>\$550,000</b>
Personnel Expenses	\$449,431*	\$200,000**	\$745,581*	\$650,000
<b>Total Expenses</b>	<b>\$683,306*</b>	<b>\$350,000**</b>	<b>\$1,616,747*</b>	<b>\$850,000</b>
Income (Loss)	(\$234,356)*	(\$250,000)**	(\$246,947)*	(\$300,000)

\* Source = 2015 Budget \*\* Source = estimates only; costs and expenses absorbed into general City budget

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## Former Public Works Site Financial Overview – comparable facilities

Most, but not all, community facilities operate at a loss. The most recent budget numbers are summarized here. These figures do NOT include debt service on the capital improvements.

	Edina Aquatic Center	Maplewood Comm. Center	Chaska Comm. Center	Minnetonka Williston Center	Eagan Comm. Center	Shoreview Comm. Center	Hopkins Art Center	Burnsville Ames Center
Revenue	1,023,000	1,860,417	3,081,500	2,492,730	1,425,141	2,480,834	544,261	1,387,480
Expense	938,625	2,595,284	3,816,200	2,160,771	2,320,264	2,674,831	774,120	2,192,388
<b>Income (Loss)</b>	<b>84,375</b>	<b>(734,867)</b>	<b>(734,700)</b>	<b>331,959</b>	<b>(895,123)</b>	<b>(193,997)</b>	<b>(229,859)</b>	<b>(804,908)</b>

Source: 2014 CAFR and 2015 Budget documents from City websites



## Former Public Works Site Financial Overview – Tax Impact

### Public Finance

A few options exist to finance a new community recreational and social amenity of this scale.

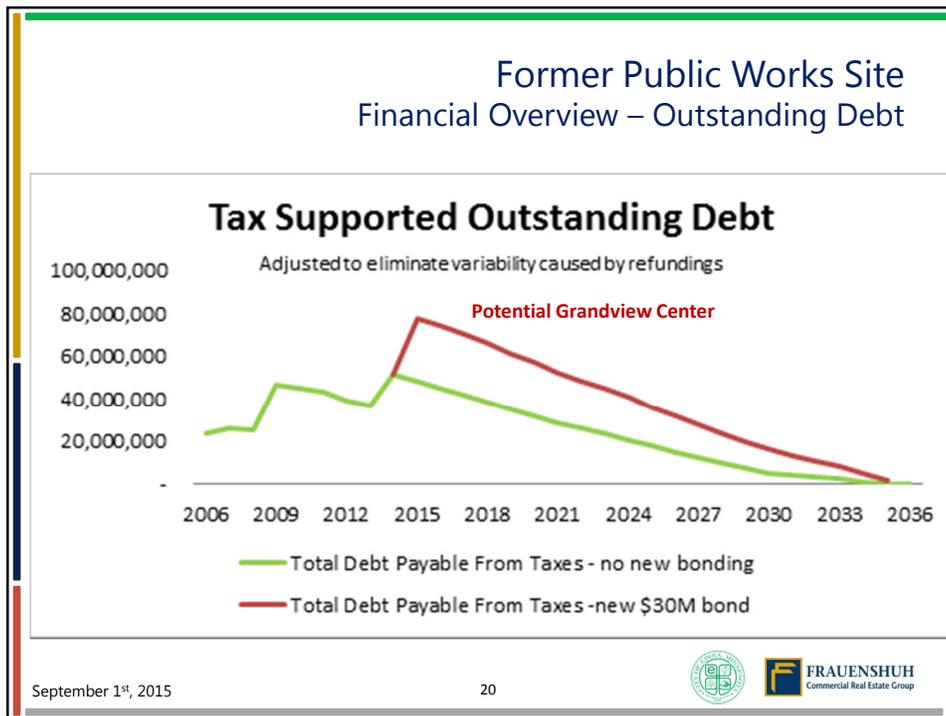
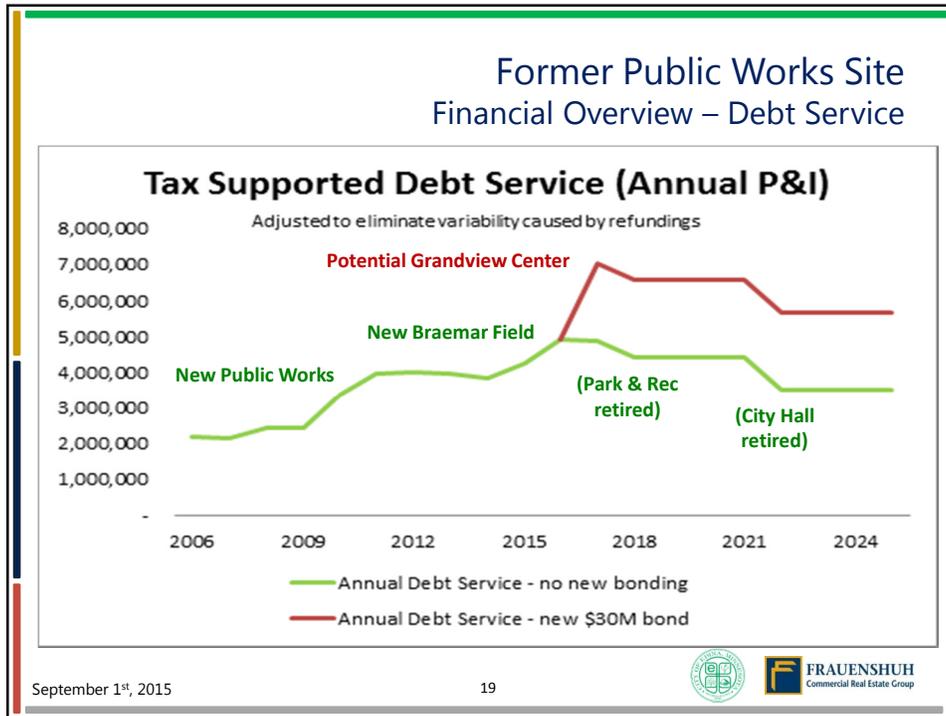
- Lease Revenue Bond
  - (higher rate, requires long-term lease)
- General Obligation Bond
  - (lower rate, requires voter approval)



Using current estimates, **\$32.9 million** in public debt would require annual repayment of **\$2.4 million** over 20 years. This would add approximately **\$103 annually** to the property tax bill of a \$457,300 home (the median value in Edina) raising the City’s portion of annual property taxes by 8%.

Any new debt would be layered on top of the City’s existing debt load. Graphs of the City’s current and potential debt load follow.





## Former Public Works Site Financial Overview – Revenue Sources

	Possible Revenue Sources to Defray Public Costs	Type
New Civic Facility	1. Lease income from signature restaurant/café	Recurring, stable
	2. Lease income from other tenant(s)	Recurring, stable
	3. Senior programming fees	Recurring, fluctuates
	4. Arts & Culture programming fees	Recurring, fluctuates
	5. General program fees	Recurring, fluctuates
	6. Private rentals	Recurring, fluctuates
	7. Metro Transit / Met. Council	One-time
	8. Philanthropic donations / sponsors	One-time
New Apartments	9. Sale or Lease of land for new apartments	One-time or recurring
	10. Incremental property taxes	Recurring, stable
Off-site facilities	11. Sale of old Arts Center	One-time
	12. Lease of old Senior Center	Recurring, stable
	13. Incremental property taxes from new development on surrounding parcels	Recurring

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## Former Public Works Site Whether or Not to Proceed

### Related Questions to Consider

- 1) If sold for new housing, the existing Art Center property could generate approximately \$1 million in new revenue. **Should Art Center property be sold to support a new facility?**
- 2) The existing Senior Center could be sold or leased to generate direct revenue or annual income. **Should the Senior Center be sold or leased to support a new facility?**
- 3) The new civic facility is estimated to cost in the range of \$30 million. **What level of philanthropic generosity is needed to encourage the City to issue debt for the balance?**
- 4) The new civic facility will require new staff and likely, an annual operating subsidy in the range of \$500,000. **What level of philanthropic generosity is needed for the City to commit to the long-term operations and maintenance of a new facility?**

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## Former Public Works Site

### 3) Whether or Not to Proceed

While the potential benefit to the community is high, the costs to the Edina taxpayer are significant.

The City's agreement with the development partner (Frauenshuh) grants full flexibility to the City but requires reimbursement for costs incurred if the City decides to discontinue redevelopment of this site.



Direction is needed on whether or not to proceed with this project.



## Former Public Works Site Whether or Not to Proceed

Options to Consider	Short-Term Costs to City
1) Continue to pursue civic/housing scenario with Frauenshuh	TBD - based on consultants engaged
2) Continue to pursue civic/housing scenario with other Developer within 1-year	Reimburse Frauenshuh \$113,968 for out-of-pocket expenses & staff time
3) Discontinue mixed-use /public-private concept and sell the property for private development	Reimburse Frauenshuh \$56,468 for out-of-pocket expenses
4) Discontinue mixed-use / public-private concept and land bank the property for future community use	Reimburse Frauenshuh \$56,468 for out-of-pocket expenses



Former Public Works Site  
Whether or Not to Proceed



Pause for Discussion

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Former Public Works Site

**4) Shaping a Process to Advance**

If this project is to advance, staff recommends that action be taken on three vital aspects of this project:



- 1) Design and Programming
- 2) Real Estate & Finance
- 3) Philanthropic Friends and Community Advocates

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## Former Public Works Site

**Design and Programming**

Many questions will need to be investigated regarding the final site plan, architectural design and civic programming.



This task will require extensive involvement with community stakeholders and professionals.

This task will take approximately 6 months.

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Recommended Process to Advance**Design and Programming**

Staff recommendations:

- 1) Appoint 10-12 person ad hoc task force to shape design and refine programming
- 1) Led by Parks & Recreation Dept.
- 2) Hire architect and related consultants
- 3) Hire construction advisor

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Commercial Real Estate Group

## Former Public Works Site

**Real Estate and Finance**

There are many business matters to investigate and resolve. Foremost, is the process required to publicly fund a new civic facility of this scale.



A voter referendum is the most likely route. There are two regular elections scheduled in August and November 2016. A special election earlier in the year is possible but is costly and will strain staff and volunteers.

During the months leading up to the referendum, partnerships, tenants & financial sources can be more clearly identified.

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Recommended Process to Advance**Real Estate and Finance**

Staff recommendations:

- 1) Negotiate "term sheet" for land transaction
- 2) Establish TIF District
- 3) Prepare for voter referendum in 2016
- 4) Seek grants from Hennepin County, Met. Council and State resources
- 5) Solicit lease for restaurant & other tenants
- 6) Identify partners for programming and amenities

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## Former Public Works Site

## Philanthropic Friends and Community Advocates



A community project of this scale requires many advocates and supporters.

This new community center presents a wonderful opportunity for Edina families and friends to make a legacy commitment of time and financial resources. Such fundraising and advocacy efforts must be well-planned to be successful.

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## Former Public Works Site Recommended Process to Advance

## Philanthropic Friends and Community Advocates



Staff recommendations:

- 1) Partner with or establish new 501(c)3 non-profit to assist in fundraising and advocacy
- 2) Prepare for advocacy campaign
- 3) Pursue large donations from Edina families and Foundations
- 4) Pursue small donations from Edina families and friends

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## Former Public Works Site Recommended Process to Advance



Pause for Discussion



# GRANDVIEW

## Former Public Works Site

Conceptual Site Plan for  
City Council Discussion

September 1<sup>st</sup>, 2015

*These materials are  
preliminary in nature.  
They are prepared for  
discussion purposes only.*



Reynolds  
urban  
Design

DJR  
ARCHITECTURE INC. CONFLUENCE



Sutton +  
Associates  
Cultural Facility Development



OPUS  
THE OPUS GROUP



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# Former Public Works Site Preliminary Architectural Concepts



ESG Architects was engaged to refine Scenario #3 and to conduct a preliminary architectural study to

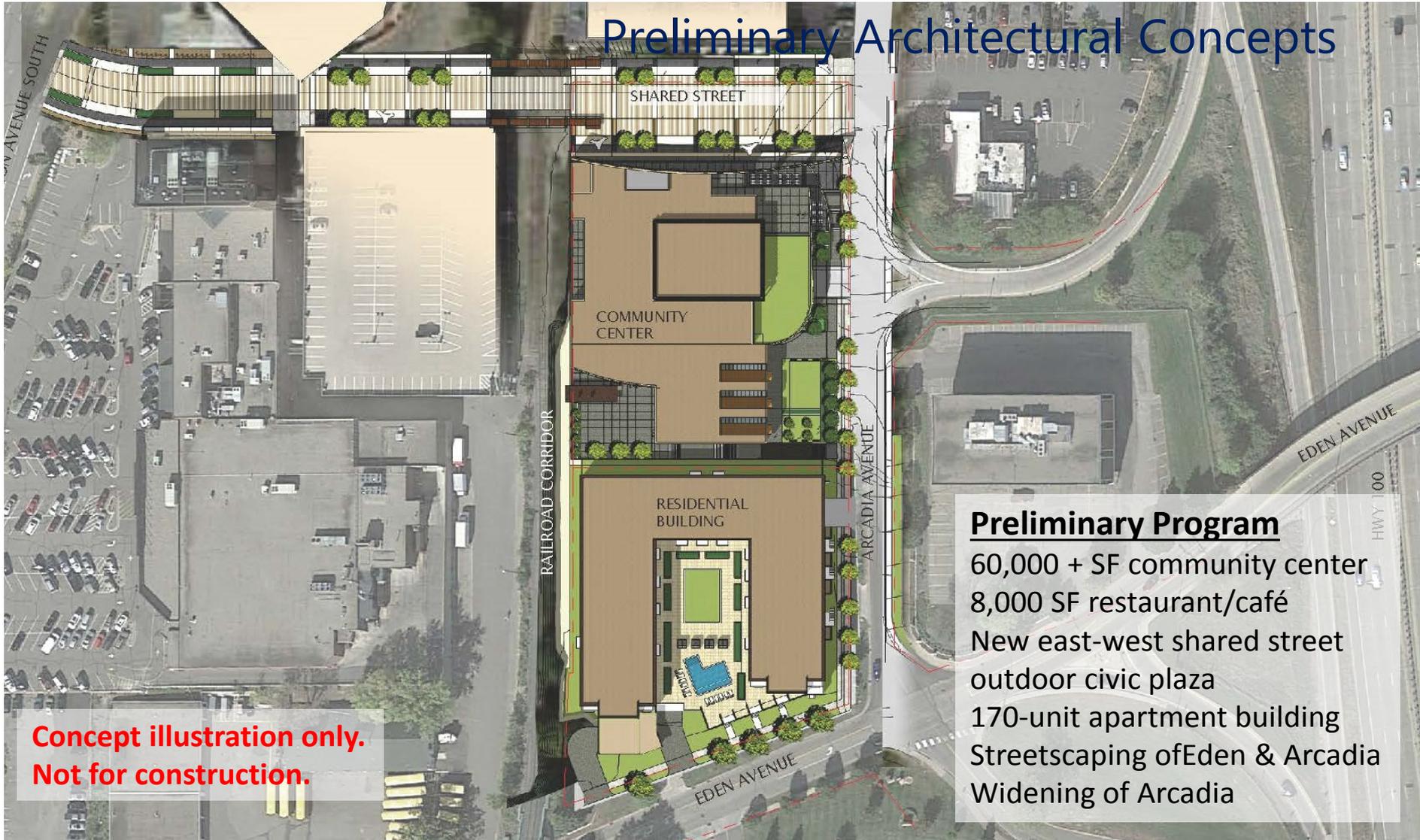
- (1) ensure that the civic program elements are feasible for the site and
- (2) to begin to imagine the look and feel for a potential Grandview Community Center



WSB Associates was engaged to conduct a traffic impact study of the mixed-use program identified in Scenario #3.

While preliminary in nature, these studies confirm that the mixed-use / public-private scenario is realistic for the site.

# Former Public Works Site Preliminary Architectural Concepts



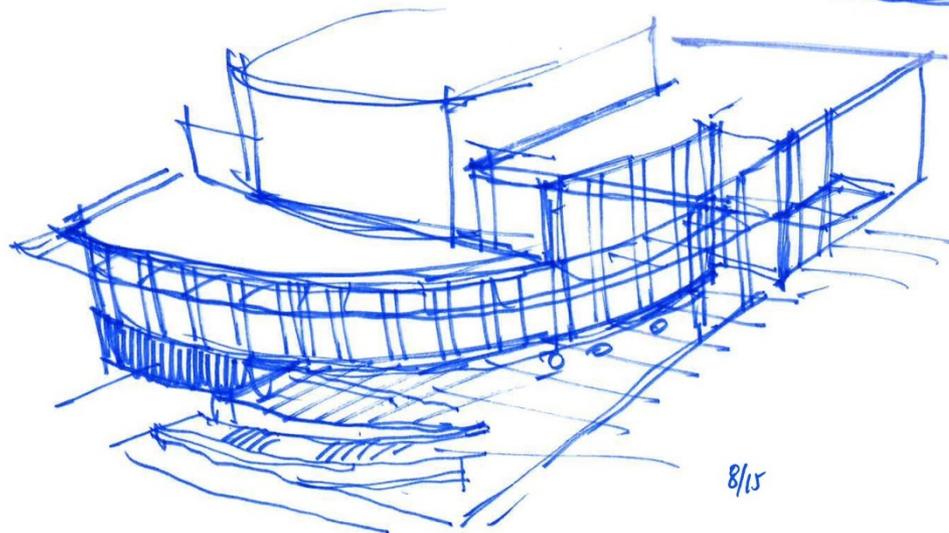
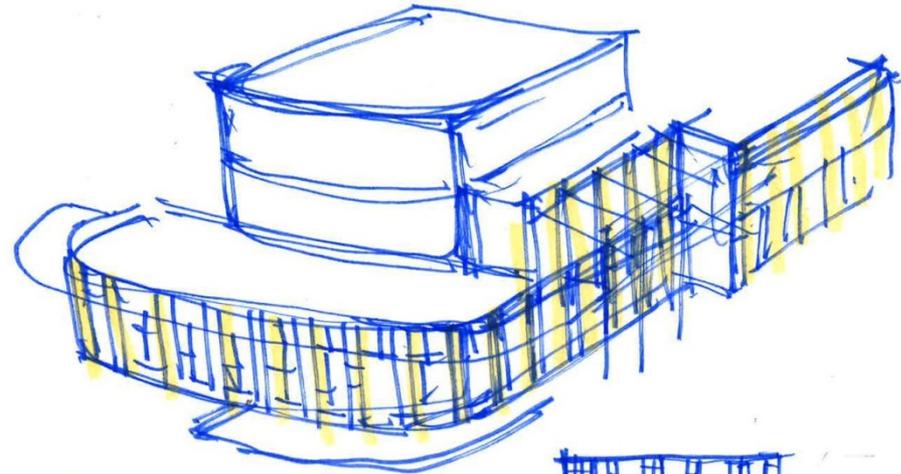
**Concept illustration only.  
Not for construction.**

## **Preliminary Program**

- 60,000 + SF community center
- 8,000 SF restaurant/café
- New east-west shared street
- outdoor civic plaza
- 170-unit apartment building
- Streetscaping of Eden & Arcadia
- Widening of Arcadia

# Former Public Works Site Preliminary Architectural Concepts

Engaging the steep  
hill along Arcadia to  
create a strong civic  
presence



**Concept illustration only.  
Not for construction.**

# Former Public Works Site Preliminary Architectural Concepts

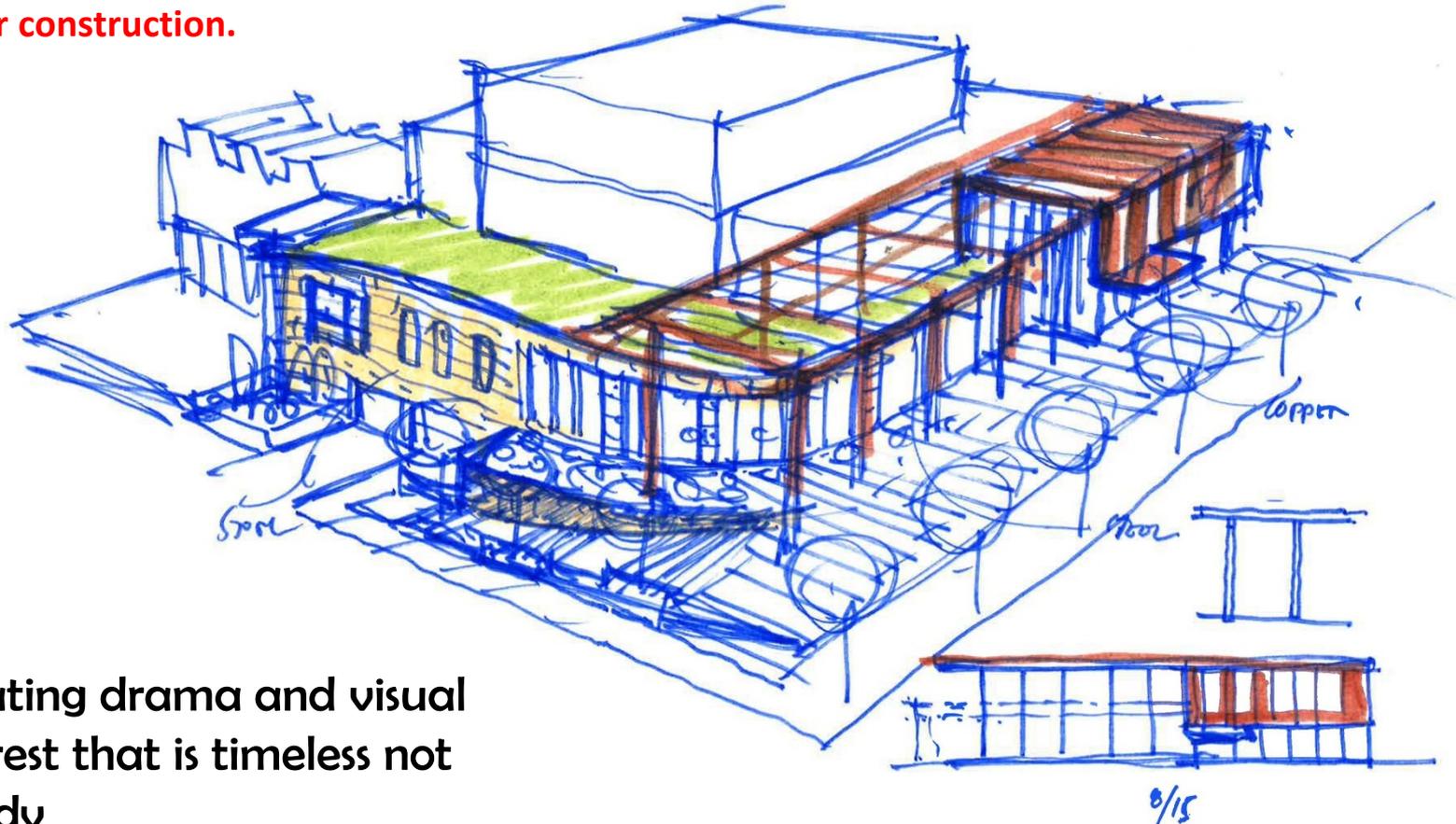
Creating a lively outdoor  
space that is welcoming  
and inviting



**Concept illustration only.  
Not for construction.**

# Former Public Works Site Preliminary Architectural Concepts

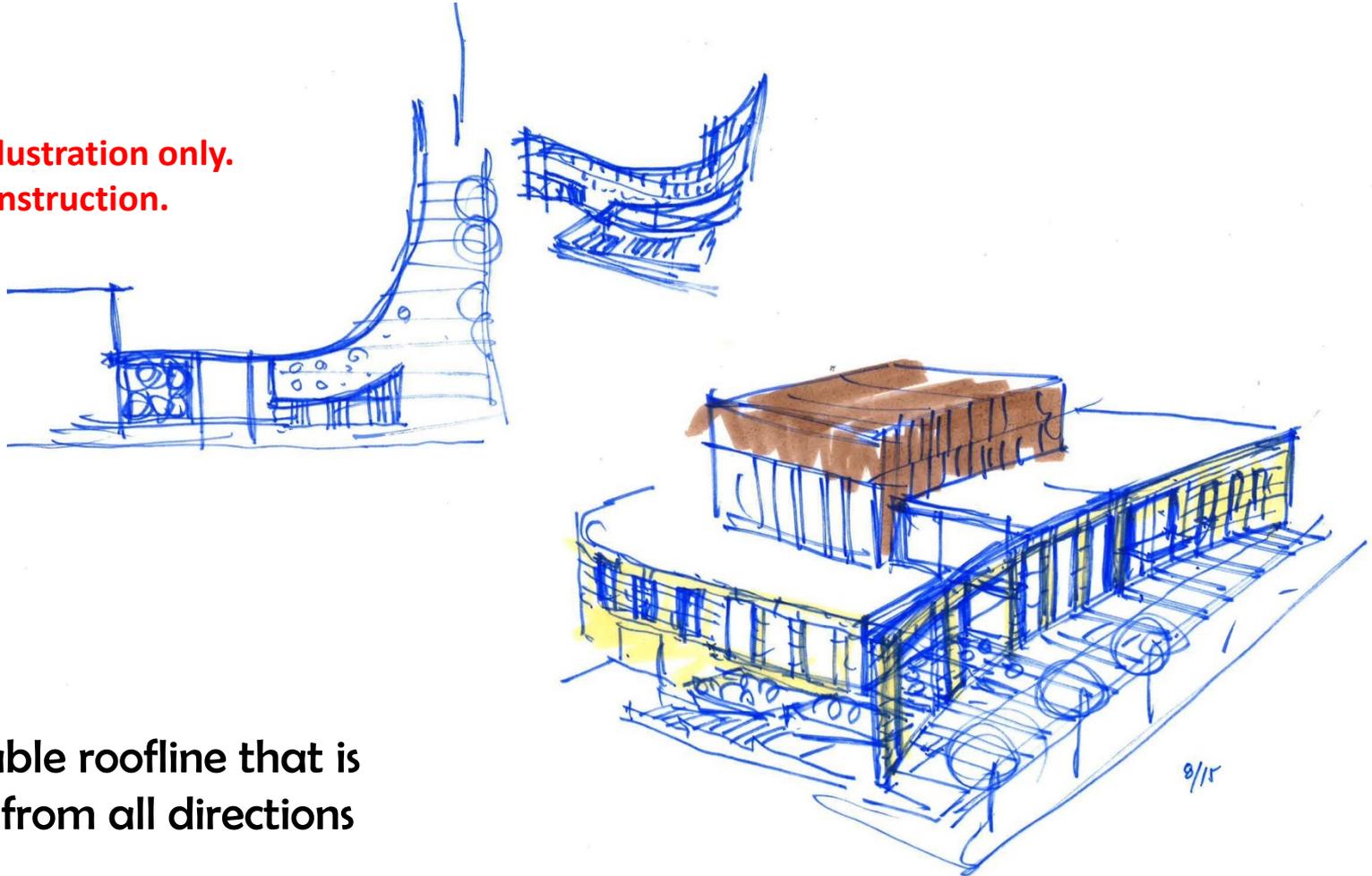
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**Creating drama and visual  
interest that is timeless not  
trendy**

# Former Public Works Site Preliminary Architectural Concepts

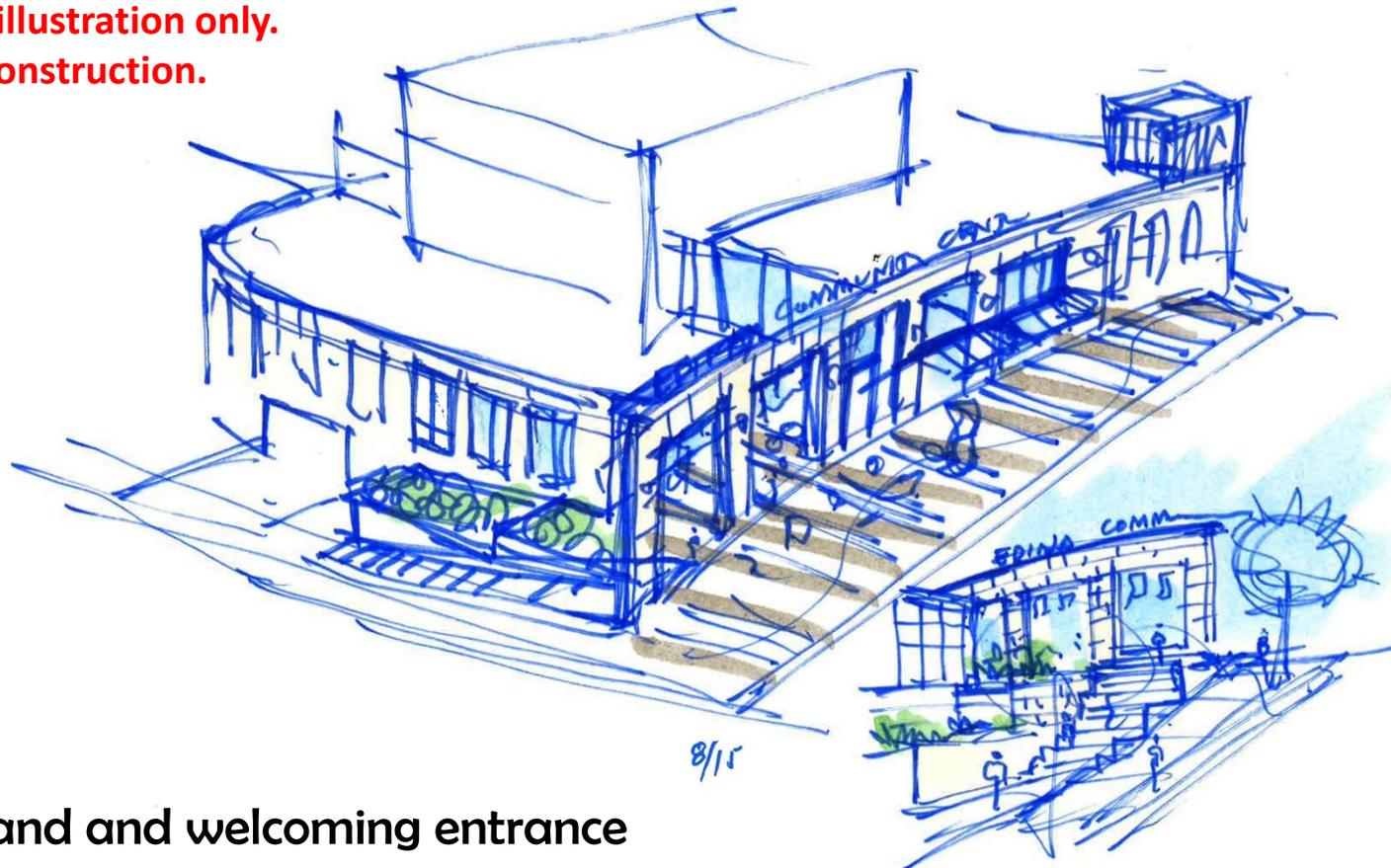
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**A notable roofline that is  
visible from all directions**

# Former Public Works Site Preliminary Architectural Concepts

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Not for construction.**



**A grand and welcoming entrance**

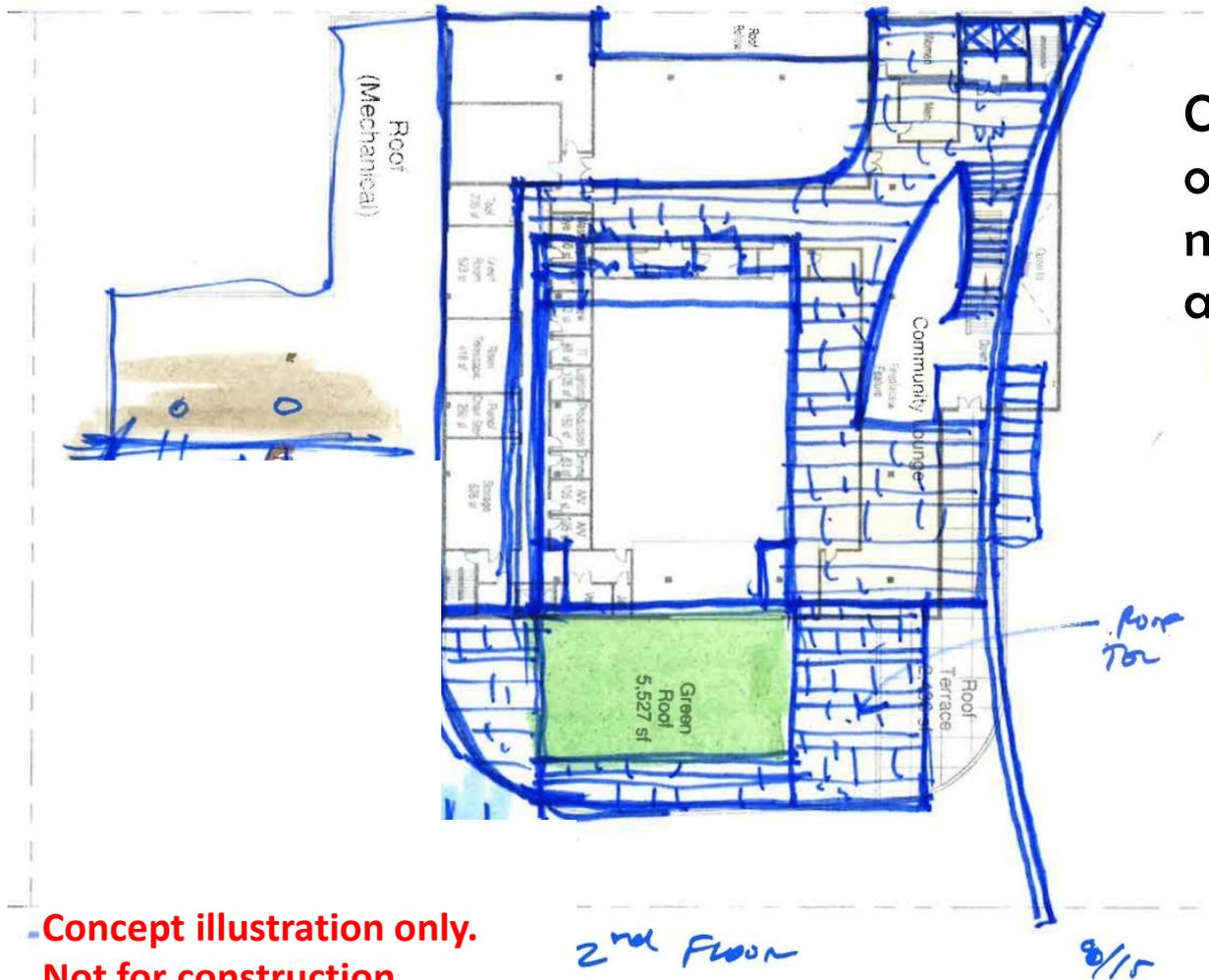
# Former Public Works Site Architectural Concepts – main floor



Traditional floor plan overlaid with openness and pedestrian appeal

**Concept illustration only.  
Not for construction.**

# Former Public Works Site Architectural Concepts – second floor



Comfortable destinations  
on upper level with  
memorable stairway  
and outdoor terrace



**Concept illustration only.  
Not for construction.**

# Former Public Works Site Preliminary Architectural Concepts – civic facility

**Concept illustration only.  
Not for construction.**



**Rendering of a potential community center as the  
cornerstone of a public/private redevelopment**

# Former Public Works Site Preliminary Architectural Concepts – residential building

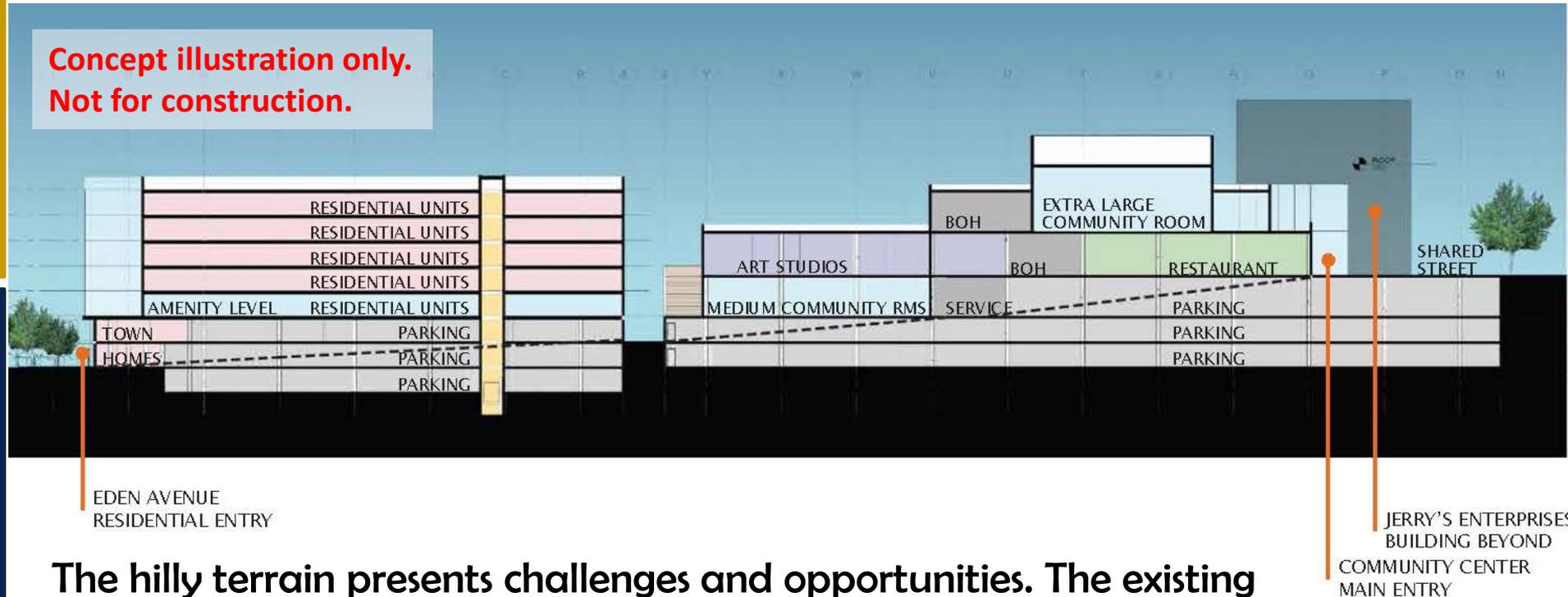
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**Rendering of a potential apartment building facing Eden Ave.**

# Former Public Works Site Preliminary Architectural Concepts – cross section

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Not for construction.**



**The hilly terrain presents challenges and opportunities. The existing excavation can be used to mask the public parking below the new community building.**

# Former Public Works Site Preliminary Architectural Concepts – first floor



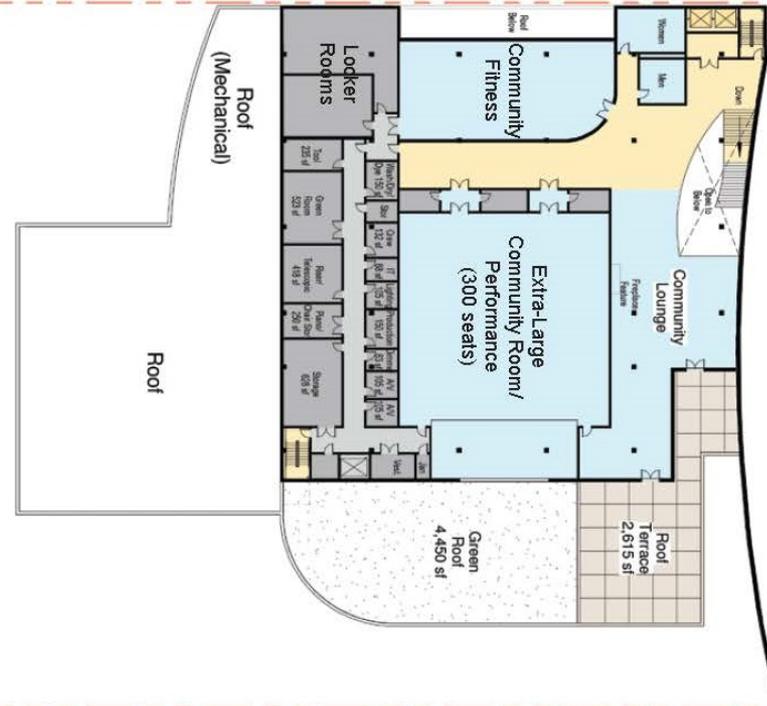
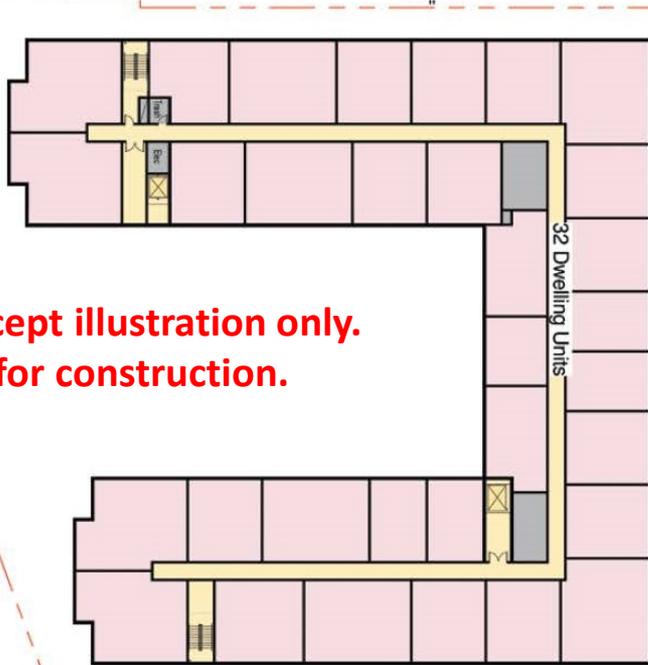
**Concept illustration only.  
Not for construction.**

**DRAFT – for discussion only**



# Former Public Works Site Preliminary Architectural Concepts – second floor

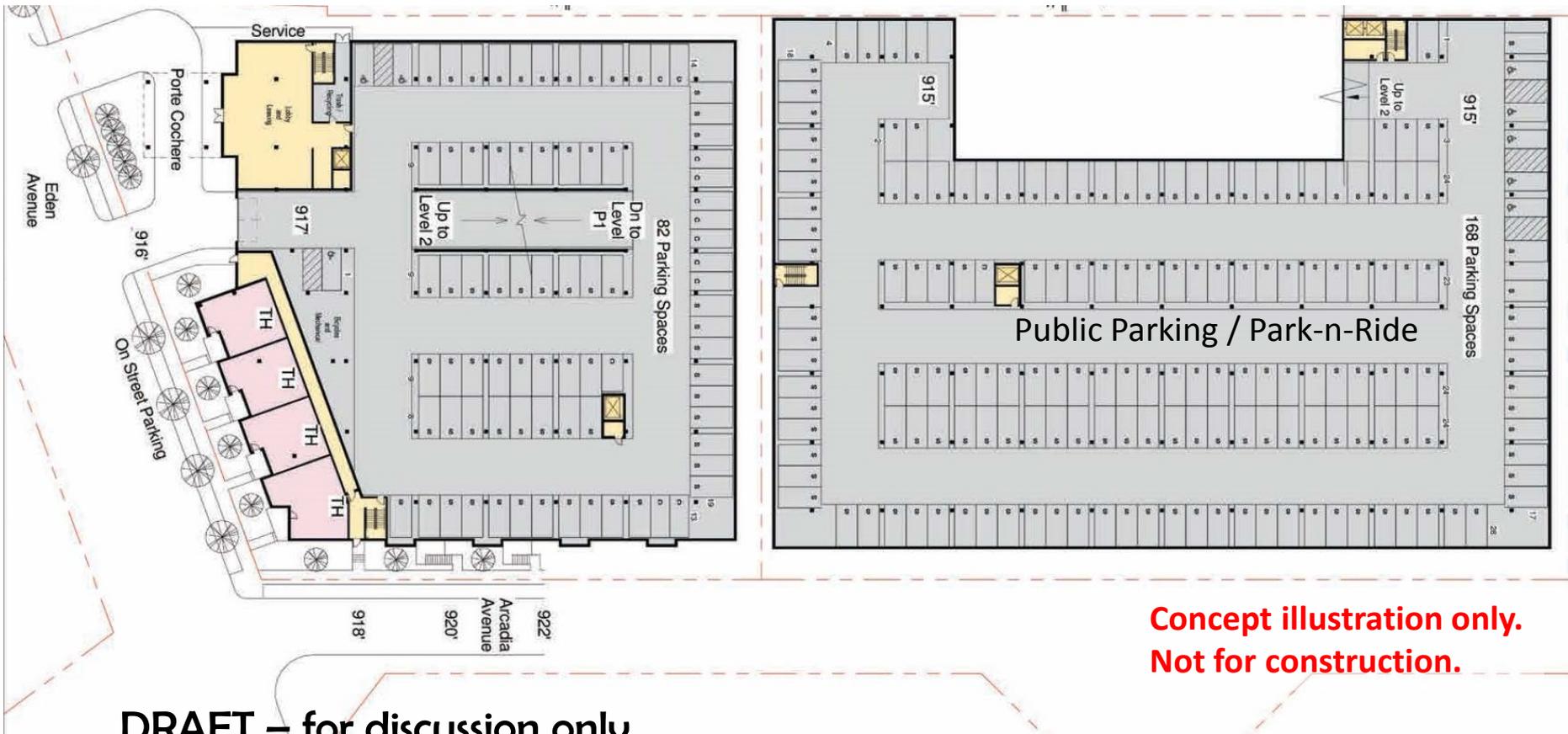
**Concept illustration only.  
Not for construction.**



**DRAFT – for discussion only**



# Former Public Works Site Architectural Concepts – parking levels



**Concept illustration only.  
Not for construction.**

**DRAFT – for discussion only**

# Former Public Works Site Traffic Impact Study



The WSB Traffic Study notes that traffic volume in the Grandview area has remained about the same or has reduced in recent years. Some reduction could be attributed to the relocation of the Public Works operations.

The Study indicates that the conceived public/private project will result in a slight to modest increase to traffic in the Grandview area. It also indicates that adequate capacity is available for a park-n-ride facility.

Use	Trip Generation			Parking			
	Daily Trips	AM Peak Trips	PM Peak Trips	Parking Demand (ITE)	Peak Periods (ITE)	Code Requirement	Proposed Parking
Residential (170 units)	988	75	88	235	11 PM to 6 AM	170	253
Community Center (60k SF)	2,029	123	164	192	6 to 8 PM	300	<u>507</u>
Retail (6k SF)	266	6	22	25	11 AM to 8 PM	38	
Restaurant (8k SF)	<u>254</u>	<u>22</u>	<u>20</u>	<u>22</u>	11 AM to 2 PM, & 6 to 8 PM	<u>13</u>	
<b>Total New Trips</b>	<b>3,537</b>	<b>226</b>	<b>295</b>	<b>474</b>		<b>521</b>	<b>760</b>

# Former Public Works Site Traffic Impact Study

The WSB Traffic Study suggests five improvements to address traffic concerns related to the redevelopment of this site.



- 1) Add new shared street from Arcadia to Vernon
- 2) Widen Arcadia to include a center turn lane, bike lane & sidewalk
- 3) Add signal or roundabout to Eden & Arcadia intersection
- 4) Add west bound turn lane on Vernon at Interlachen (along with signal changes)
- 5) Change signal timing at Vernon & Link



At this time, only 1 & 2 are included in the preliminary cost estimates.



# Former Public Works Site Background – 5146 Eden Avenue

3.3 acres  
Tax-free since 1963  
Vacant since 2010



Located in mixed-use commercial district  
Centrally located in northern half of Edina  
Adjacent to railroad right-of-way  
Easy access to Highway 100

September 1<sup>st</sup>, 2015

# Former Public Works Site Background Images



Preferred Images from  
Exploration Sessions



# Former Public Works Site Background Images

Multi-Generational /Flexible  
Community Spaces from  
Discovery Session



# Former Public Works Site Background – for Reference

## Program Elements for Multi-Generational, Multi-Purpose Community Facility (60,000+ SF in area)

- Arts education, training production
- Visual media (painting, pottery, glass, metals)
- Public galleries & event space
- History display/exhibit
- Multi-generational flexible spaces (large, medium and small community rooms)
- Meeting space for community members and groups
- Oversized lobby/lounges for community events
- Largest community room designed as flexible, multi-purpose space
  - Up to 300 movable seats
  - Full variety of performances and events
  - Supported by lobby & back-of-house areas
- Restaurant / café
- Park-and Ride
- Future transit connection to rail
- 340 total parking stalls, minimum

Preferred Programming from  
May 2015 Work Session



# Former Public Works Site

## Background – Conceptual Civic Program from May 2015

Primary Use	Description	Net Area	Gross Area (SF)	Primary Use	Description	Net Area	Gross Area (SF)
Studio Arts			20,453	X-Large Community / Performance Space			7,846
	1 Gallery	1,700			seating for 300	4,000	
	1 Large studio	700			control rooms	220	
	4 small studios	1,300			storage	160	
	2 specialized	800			cross-over	1,024	
	gift shop	300					
	1 pottery studio	3,500		Front of House / Community Lounge			7,855
	1 metal arts	200			lobby	3,000	
	1 glass	1,000			catering kitchen	800	
	1 photo/jewelry	1,000			rest rooms	800	
	rental studio	1,000			coat room	200	
	storage	1,000			concessions	220	
Edina History Center			810	Back of House			7,540
	display, exhibit	600			storage		
					green room	500	
Multi-Generational Flexible Space			9,450		make-up / dressing	1,600	
	2 medium rooms	3,000			maintenance room	600	
	4 small rooms	800			trash room	200	
	1 lounge	800			Mechanical room	2200	
					control rooms	720	
Staff Offices			2,126		storage rooms	1,300	
	staff offices	600					
	open office	600		Total Program Gross SF			56,080
	conference room	225					<b>USE 60,000 SF</b>
				Exterior spaces			
September 1 <sup>st</sup> , 2015			24		entry plaza	1,200	
					kiln	6,500	