

# OMGIVNING

## Former City Hall Feasibility Study Executive Summary

10.14.22

This feasibility study was developed for the Preservation Action Council of San Jose in partnership with Omgivning Architects, Swinerton Builders, Degenkolb Engineers, and Architectural Resource Group.



At Omgivning, we uncover potential in spaces, buildings, and communities. We are in love with the extraordinary urban fabric of our cities. As architects and interior designers, we listen carefully to what the building wants to be, and we create design solutions for healthy, sustainable, and resilient communities. Omgivning was founded in 2009 with a focus on the revitalization of downtown Los Angeles through the adaptive reuse of existing buildings. Since our founding, we have expanded our services to design for a variety of new construction projects across Southern California. Today our design work has touched over 500 projects, from two-million square foot historical landmarks to small local cafes. In addition, our work includes boutique hotels, multifamily housing, workplaces, retail, dining, and theaters.

At the core of this feasibility study is the belief that a diverse and vibrant community can be realized at Former City Hall. Furthermore, this community can act as a catalyst for development throughout downtown San Jose. As a path toward realizing this belief, we're outlining our approach in the following points:

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**1- Adaptive Reuse:** Our vision is to breathe new life into Former City Hall and re-establish the building as a proud contributor to San Jose's urban fabric. As adaptive reuse specialists, our team understands existing and historic buildings' role in strengthening communities. Studies conducted by the National Trust for Historic Preservation have revealed that neighborhoods that combine old and new structures consistently outperform their peers - economically, socially, and environmentally.

**2- Historic Significance:** Former City Hall will receive upgrades sensitive to its historical significance. The main lobby and the spiral staircase leading to the second-floor mezzanine will be retained and restored. The previous office spaces will be transformed into dwelling units. The single-loaded corridor space will be replaced with a double-loaded one to maximize unit efficiency. The curtain wall envelope will be restored, and new operable windows will strategically replace some fixed glazing to allow for natural ventilation inside the units. New openings will be designed in a manner that relates proportionally to the original glazing pattern and will be detailed in a way that matches the historic windows. The geometrical characteristic of the southern landscape will be retained and refreshed to supplement the proposed pedestrian open space. A new two-story civic building is proposed as an option on the site south of the historic Former City Hall. If it is constructed, the monument marking the historic First Site of El Pueblo De San José De Guadalupe will be relocated on the public pedestrian pathway proposed on the ground floor.

**3- Structural Upgrade:** Designed in the 1950s, the primary structure for the building consists of a reinforced concrete roof and floors supported on concrete columns and walls. A reinforced concrete mat slab provides foundation support. The existing seismic force-resisting system, consisting of non-ductile concrete shear walls, is unlikely to offer adequate seismic performance under strong earthquake shaking. Therefore, a retrofit scheme of new concrete shear walls is proposed to enhance the existing system to produce an improved seismic performance for the building. The walls have been located to minimally impact both the repurposed interior layout and the historic exterior aesthetics.

**4- Critical Mass / Increased Density:** Introducing new housing units within the Former City Hall and newly constructed units will densify the underutilized real estate parcel. By combining this new density with open space amenities, we aim to achieve appropriate densification for the site. Understanding that the project must provide for the fundamental human need for exposure to natural elements, this combination offers a human-centered solution.

**6- Mixed-Use / Flexibility:** While our cities are seeing an increasing need for housing, the project is designed to allow maximum flexibility. Each building block in the proposed addition has its autonomy in terms of accessibility, mechanical, electrical, plumbing, and fire life safety systems, allowing for many mixed-use opportunities from residential and hotel to offices and retail.

## **7- Rough Order of Magnitude:**

We've developed indicative rough order of magnitude budgets for the Former City Hall adaptive reuse and site development concept. This pricing was developed leveraging current construction estimates on similar adaptive reuse and ground-up residential projects. The pricing was further augmented with the preliminary seismic retrofit design concept. The overall development proforma is based on the anticipated construction budget. The rental income projections were based on the City of San Jose's current affordable housing rental studies and market rates.

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# VINNING

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**The intent of this study is to make the case for the preservation of the Former City Hall building through an adaptive reuse strategy, and a proposed new construction component. The baseline of this study is the Maximised Housing Scheme proposed by Gensler in Spring 2020. Cost estimates are based on rough order of magnitude.**

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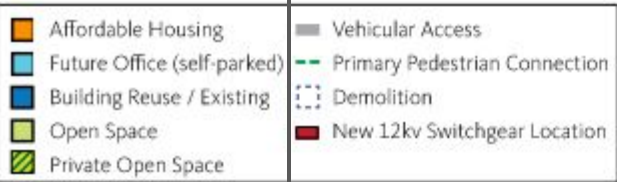


SITE & PROGRAM





Total Program | 3. Comparison Baseline (Maximized for Housing)



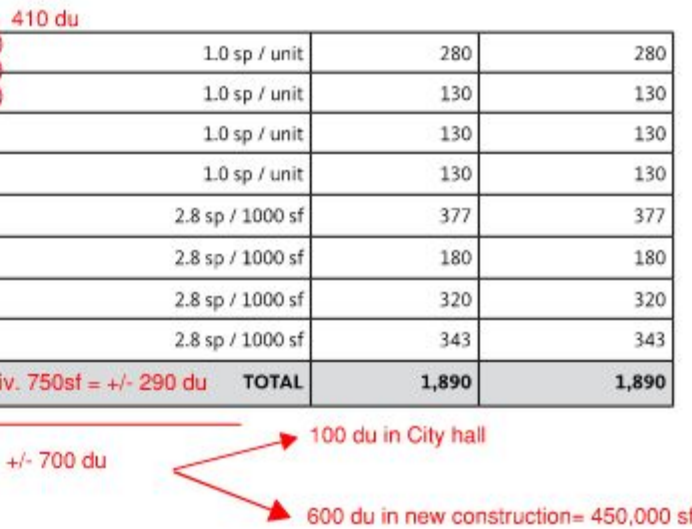
\* Parking Assumptions:

- Parking for the East Wing will remain off site;
- All new housing buildings are self-parked on podium level(s);
- New office self-parked with three levels of podium parking;
- Development with high-rise office buildings assumes lower parking ratio (less than 2.8 spaces/1,000 sf which was consistent with Civic Center Campus Master Plan Site D) or parking off site.

Project	Housing/Use	Units/GFA	Parking Ratio	Parking Required (spaces)	On-site Parking Provided (spaces)
A	East Wing	275,000 sf	2.8 sp / 1000 sf	655	0
TOTAL				655	to be parked off-site

1	Mixed-Income	280 du	1.0 sp / unit	280	280
2	Mixed-Income	130 du	1.0 sp / unit	130	130
3	Mixed-Income	130 du	1.0 sp / unit	130	130
4	Supportive Housing	130 du	1.0 sp / unit	130	130
5	Office	202,800 sf	2.8 sp / 1000 sf	377	377
6	Office	126,000 sf	2.8 sp / 1000 sf	180	180
7	Office	327,600 sf	2.8 sp / 1000 sf	320	320
8	Office	216,200 sf	2.8 sp / 1000 sf	343	343
		div. 750sf = +/- 290 du	TOTAL	1,890	1,890

Total Housing	670 du
Total Office	1,147,700 sf
Total Parking	1,890 spaces



Goal:

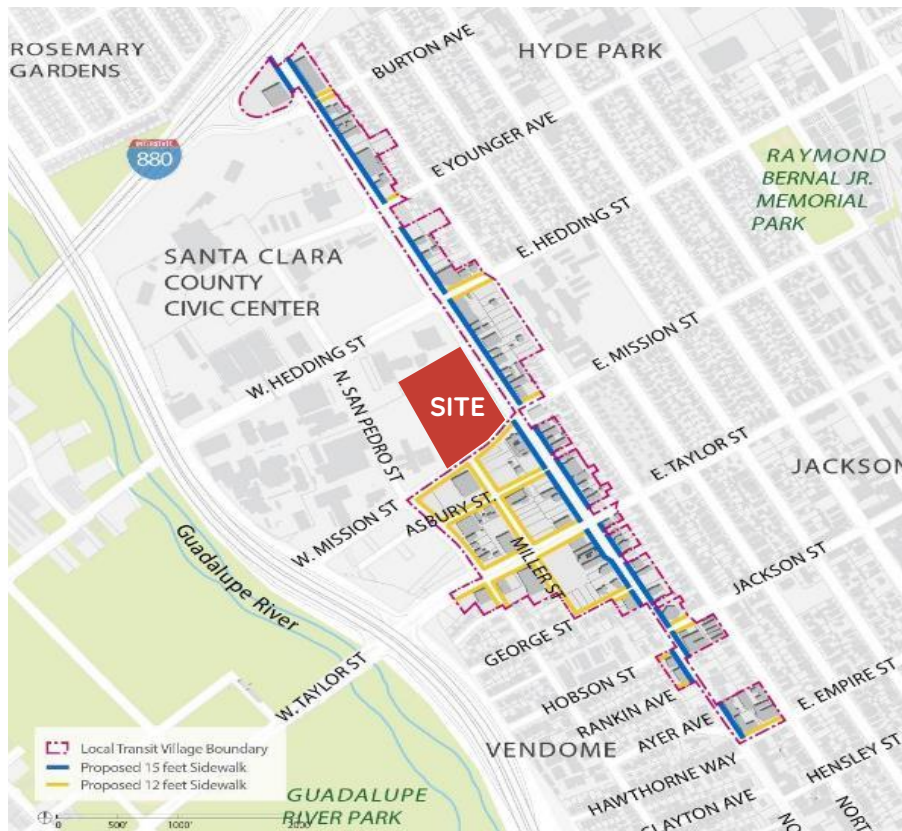
Provide a residential unit program comparable in square footage to this scheme (Maximized for Housing) as represented by buildings 1, 2, and 8, while preserving the Former City Hall building.

Proposed Program:

- Adaptive reuse of City Hall to include 100 du
- New construction of 600 du
- Total number of units= 700 du
- New Units GFA= 450,000 sf
- Parking ratio for new construction= 1/du
- Parking GFA= 200,000 sf

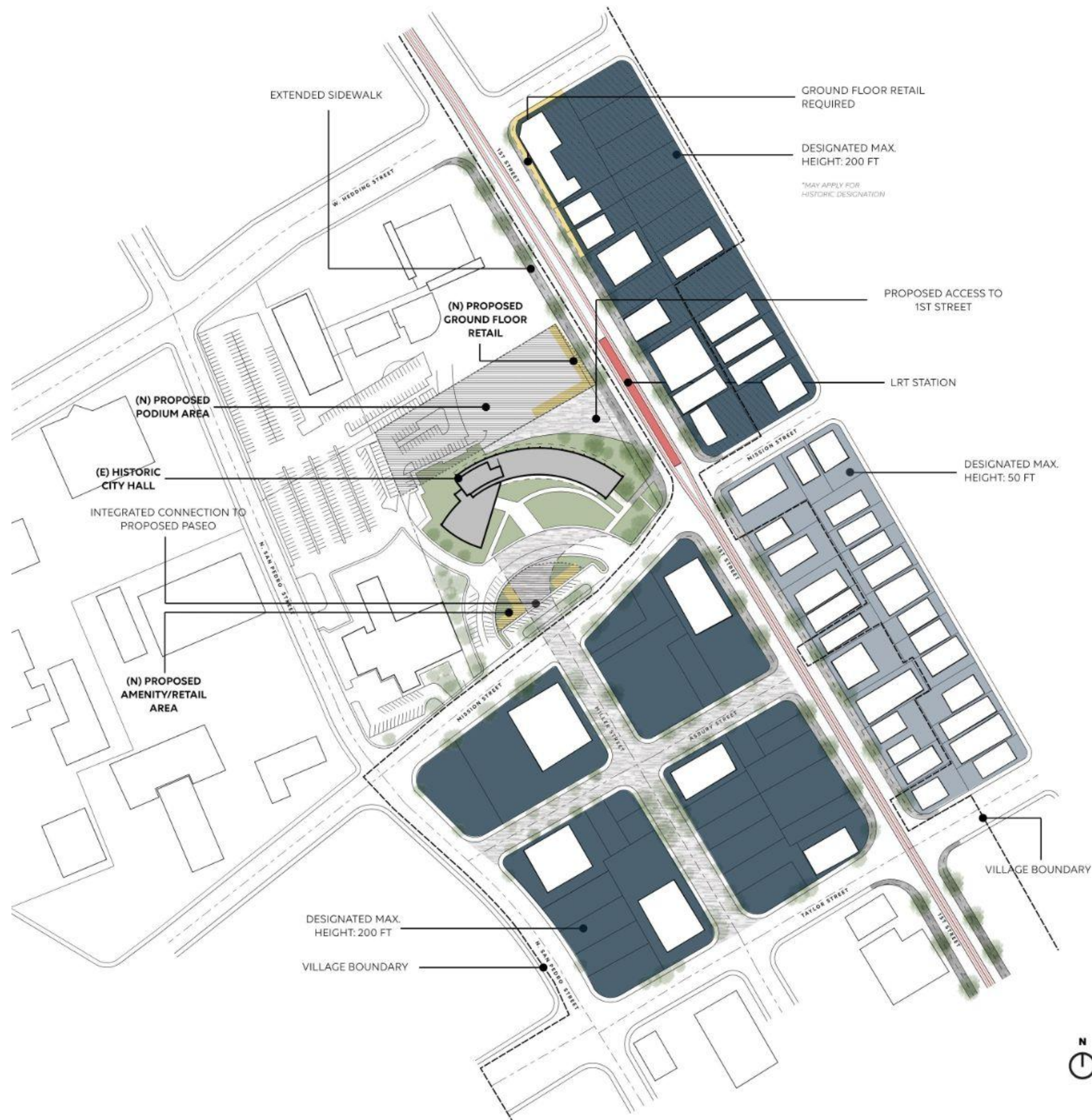
UNDERSTANDING THE FUTURE





Sitting in between the North 1st Street Local Transit Village Plan, and the County Civic Center, our proposal aim to soften the boundaries. It will be drawing clues from the future *Village Plan* (adopted by the City Council on March 22, 2022) to create a seamless transition.





## PROPOSED SITE PLAN GUIDELINES

- Extension of sidewalks
- Extension of paseo
- Access from 1st and Mission streets
- Retail on 1st st.
- New building heights between 50 & 200 ft

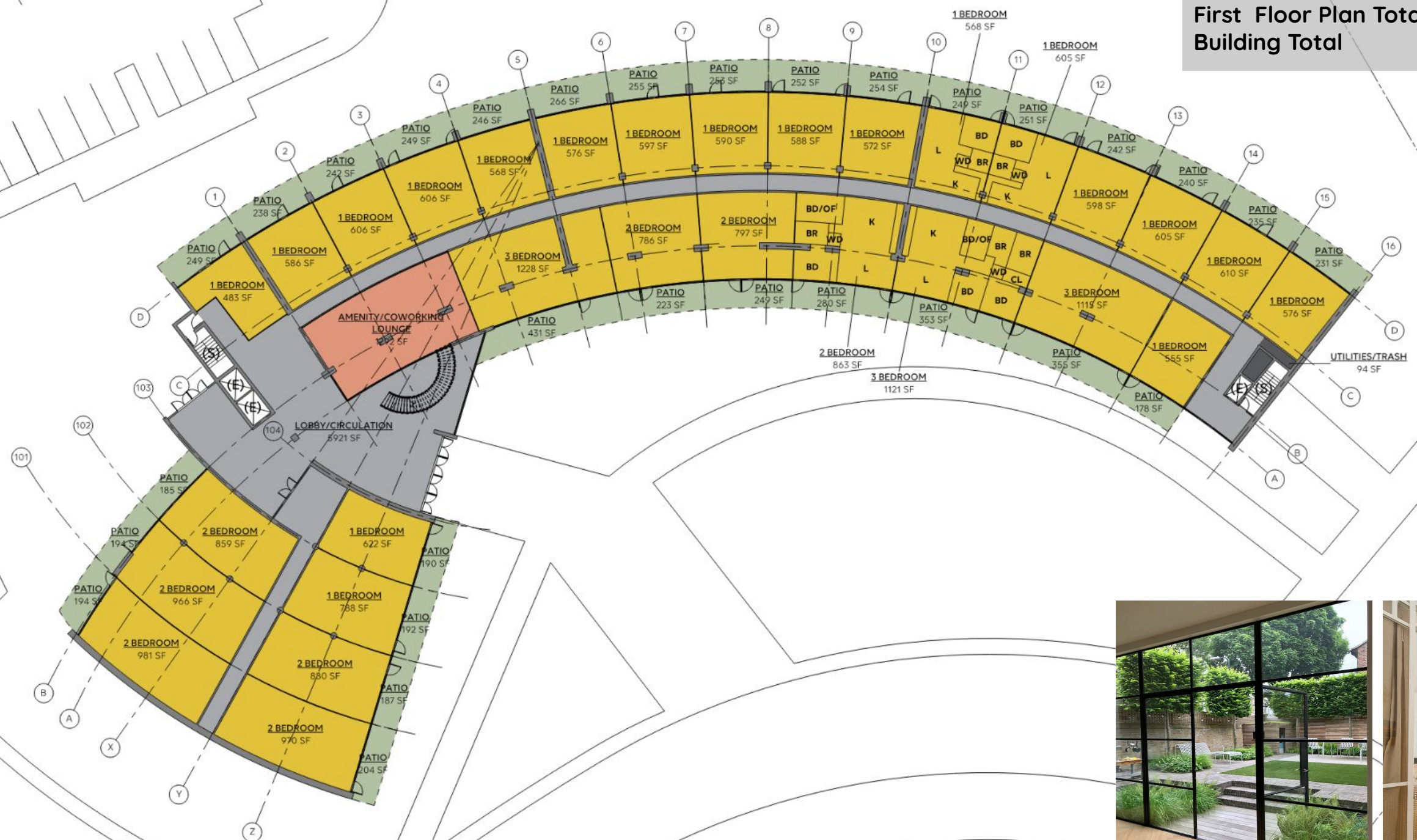


CITY HALL - ADAPTIVE REUSE

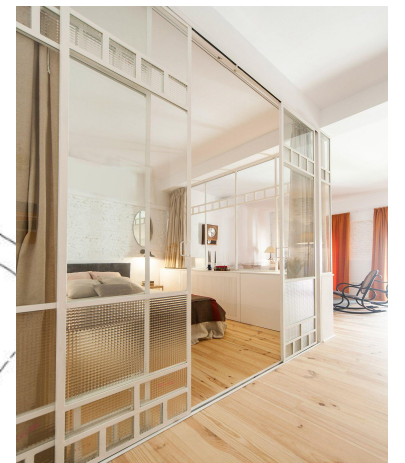
## Dwelling Unit Breakdown

1 Bed	-----	19 du
2 Bed	-----	8 du
3 Bed	-----	3 du

First Floor Plan Total	30 du
Building Total	108 du



Units with patios



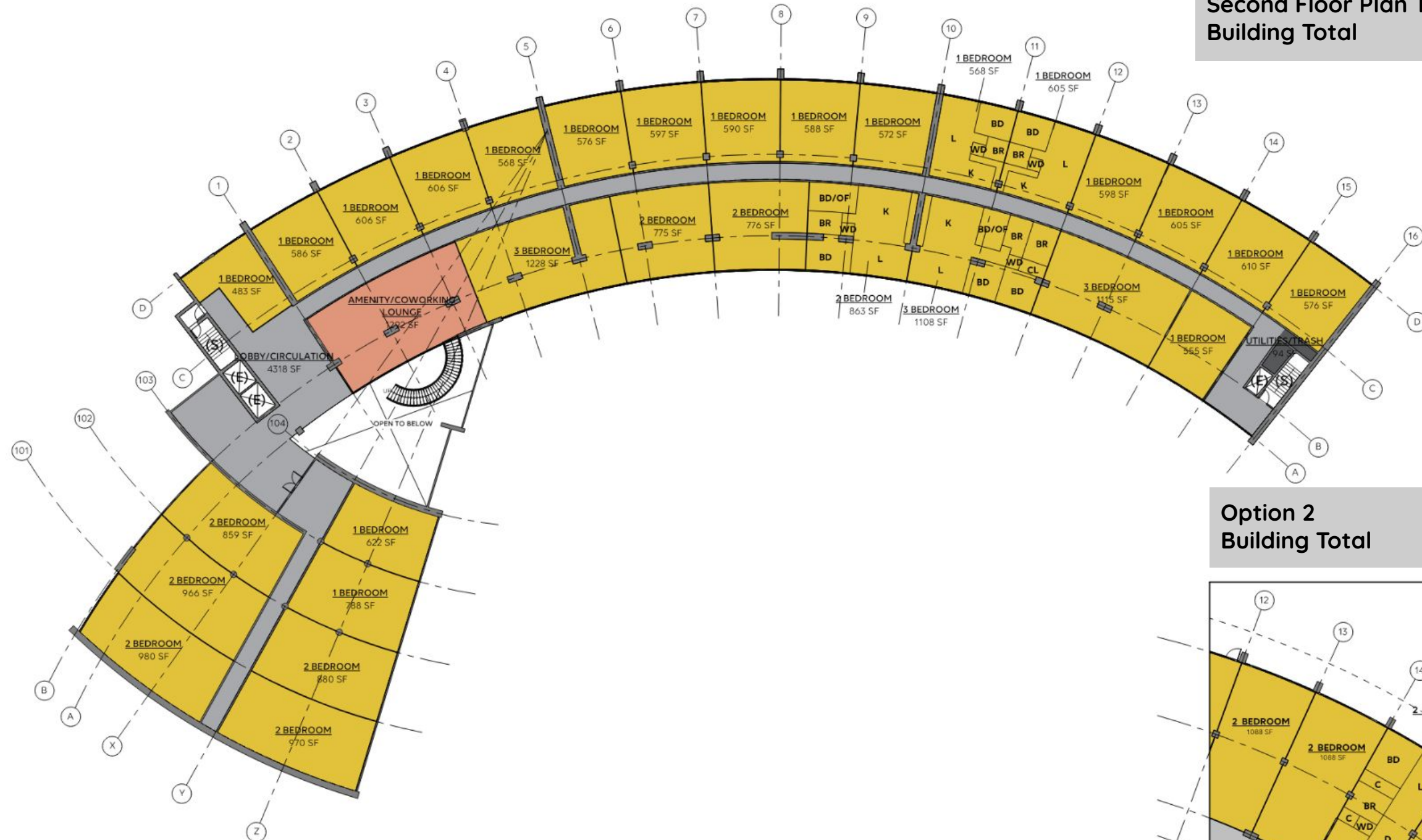
Treatment of bedrooms with no access to windows



## Dwelling Unit Breakdown

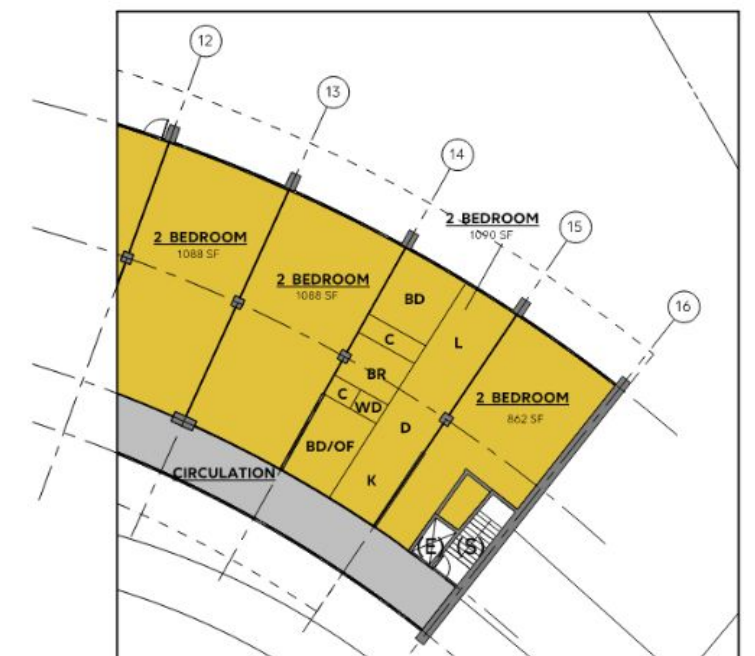
1 Bed	---	-----	19 du
2 Bed	-----	-----	8 du
3 Bed	-----	-----	3 du

**Second Floor Plan Total** 30 du  
**Building Total** 108 du



**Option 2**  
**Building Total**

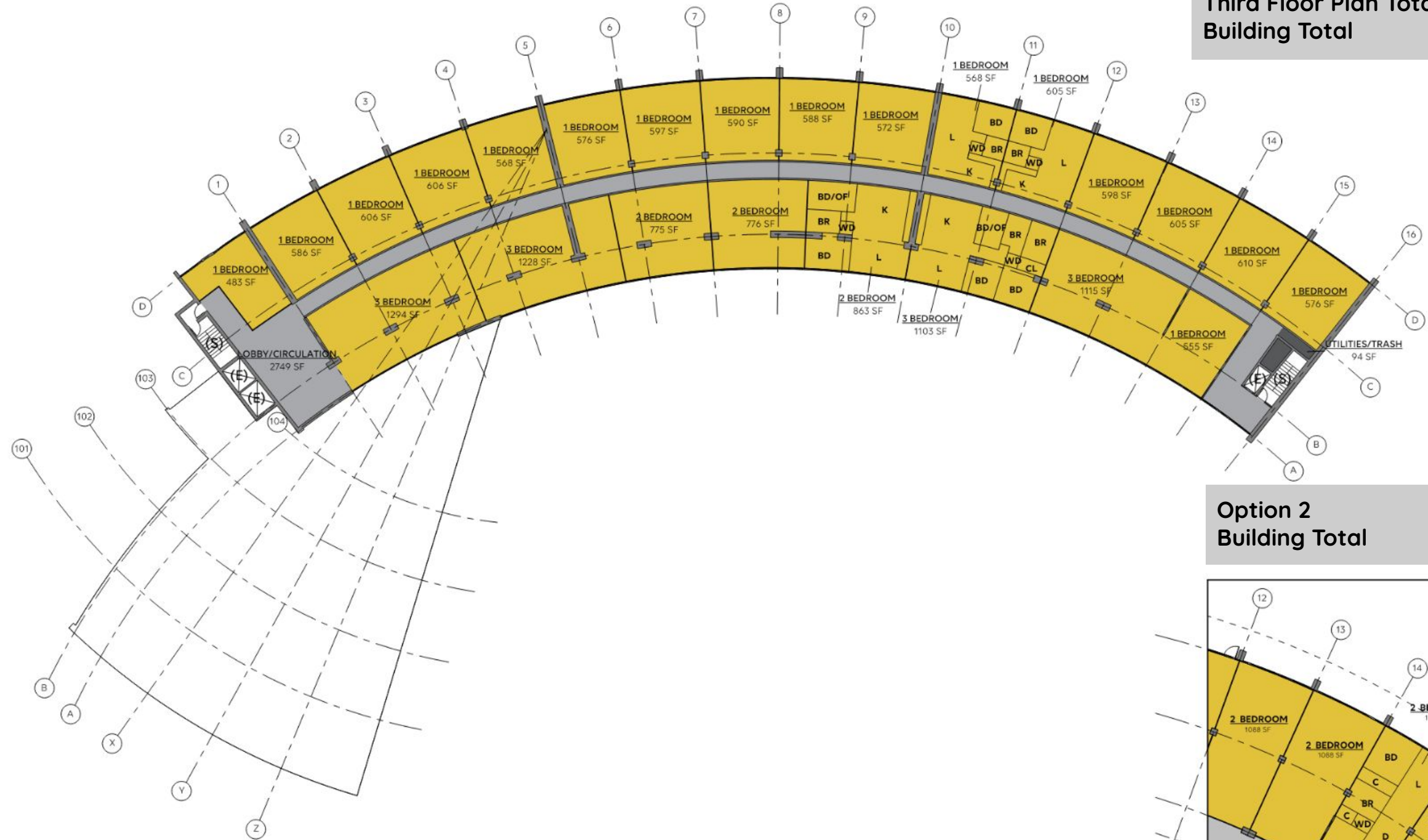
**74 du**



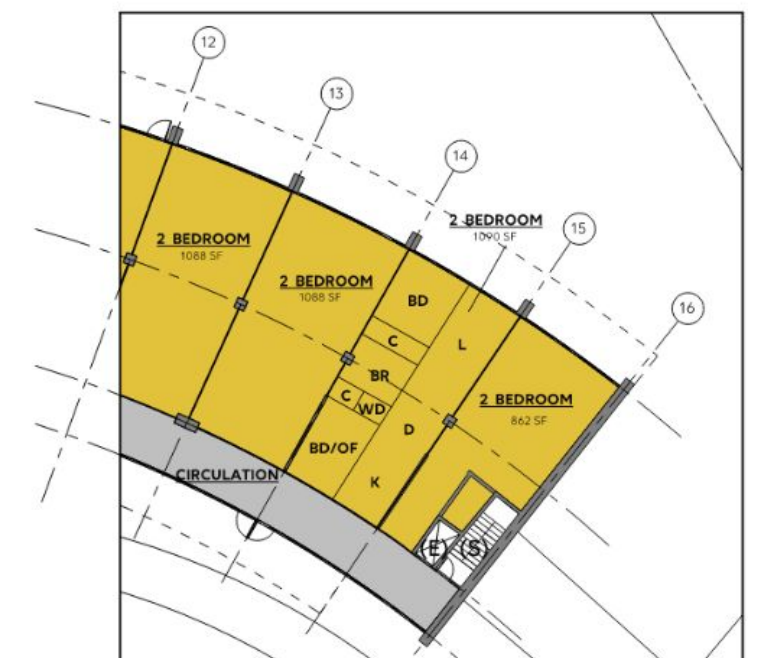
## Dwelling Unit Breakdown

1 Bed	---	-----	17 du
2 Bed	-----	-----	3 du
3 Bed	-----	-----	4 du

**Third Floor Plan Total**      **24 du**  
**Building Total**              **108 du**



**Option 2**  
**Building Total**              **74 du**

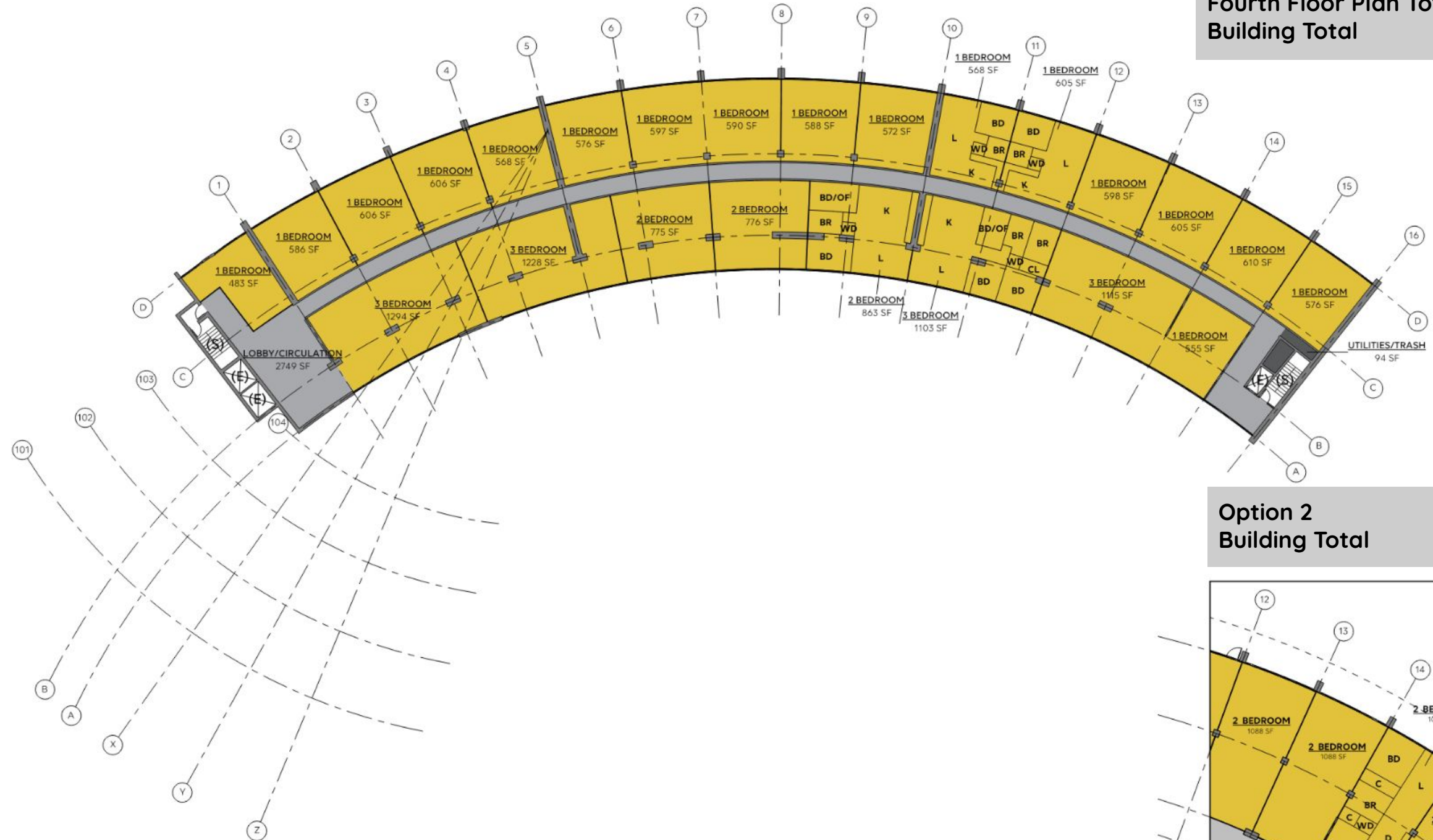




## Dwelling Unit Breakdown

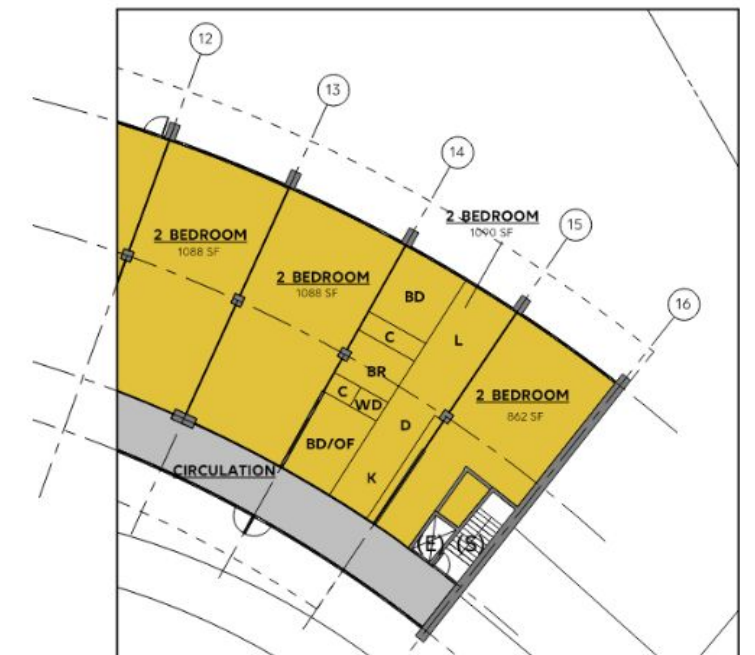
1 Bed	---	17 du
2 Bed	-----	3 du
3 Bed	-----	4 du

**Fourth Floor Plan Total** 24 du  
**Building Total** 108 du



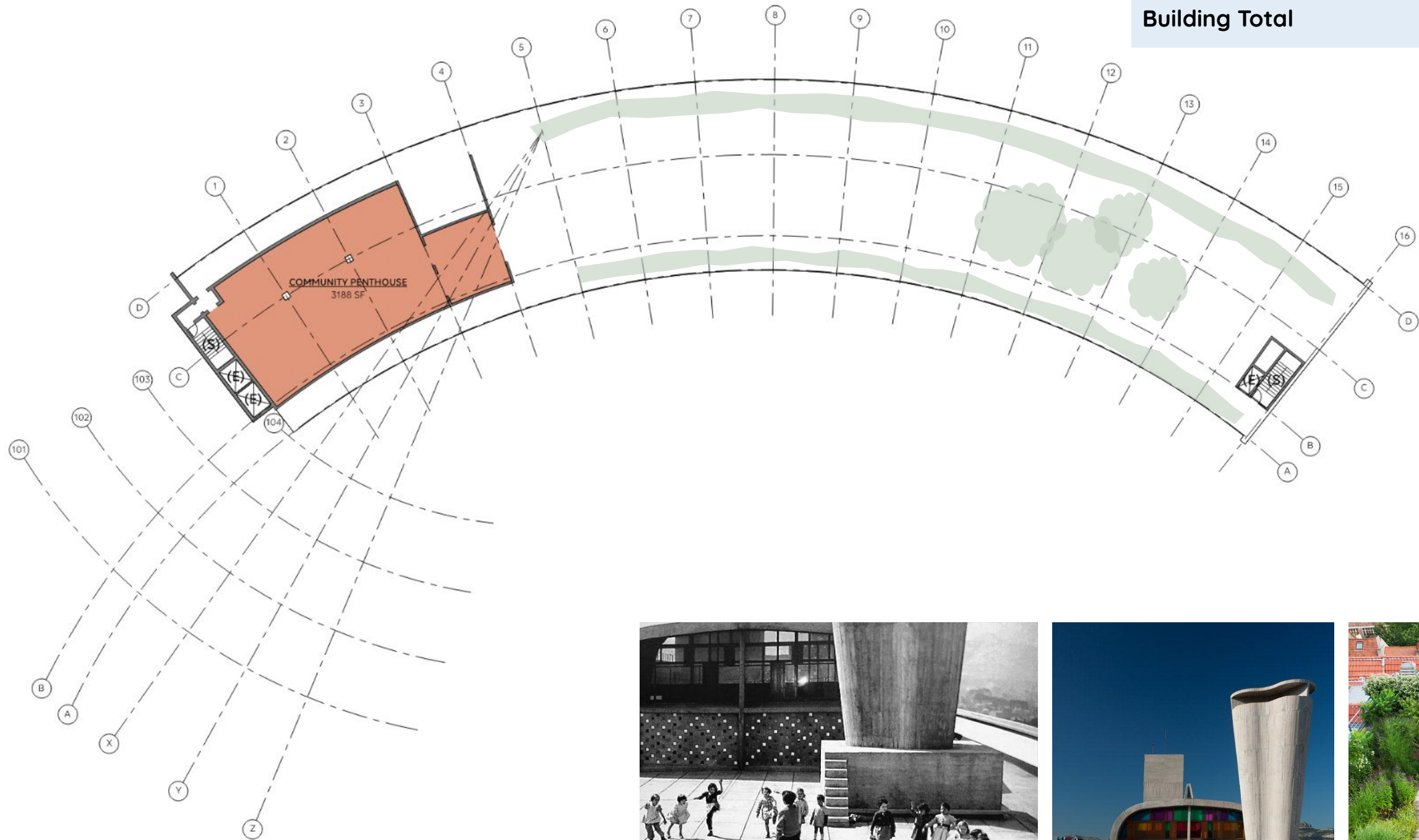
**Option 2**  
**Building Total**

**74 du**



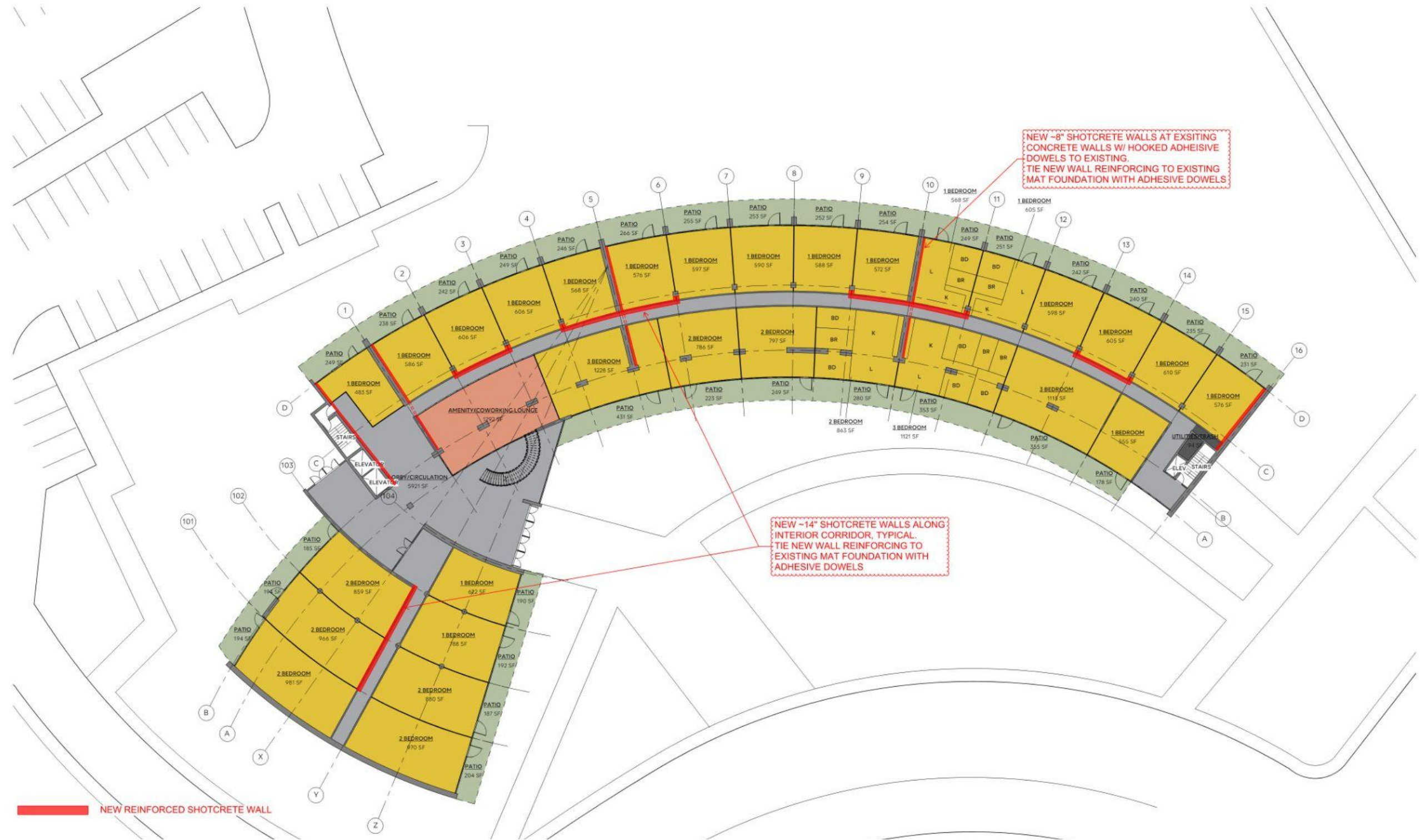


Dwelling Unit Breakdown		
1 Bed	-----	72 du
2 Bed	-----	22 du
3 Bed	-----	14 du
<b>Building Total</b>		<b>108 du</b>

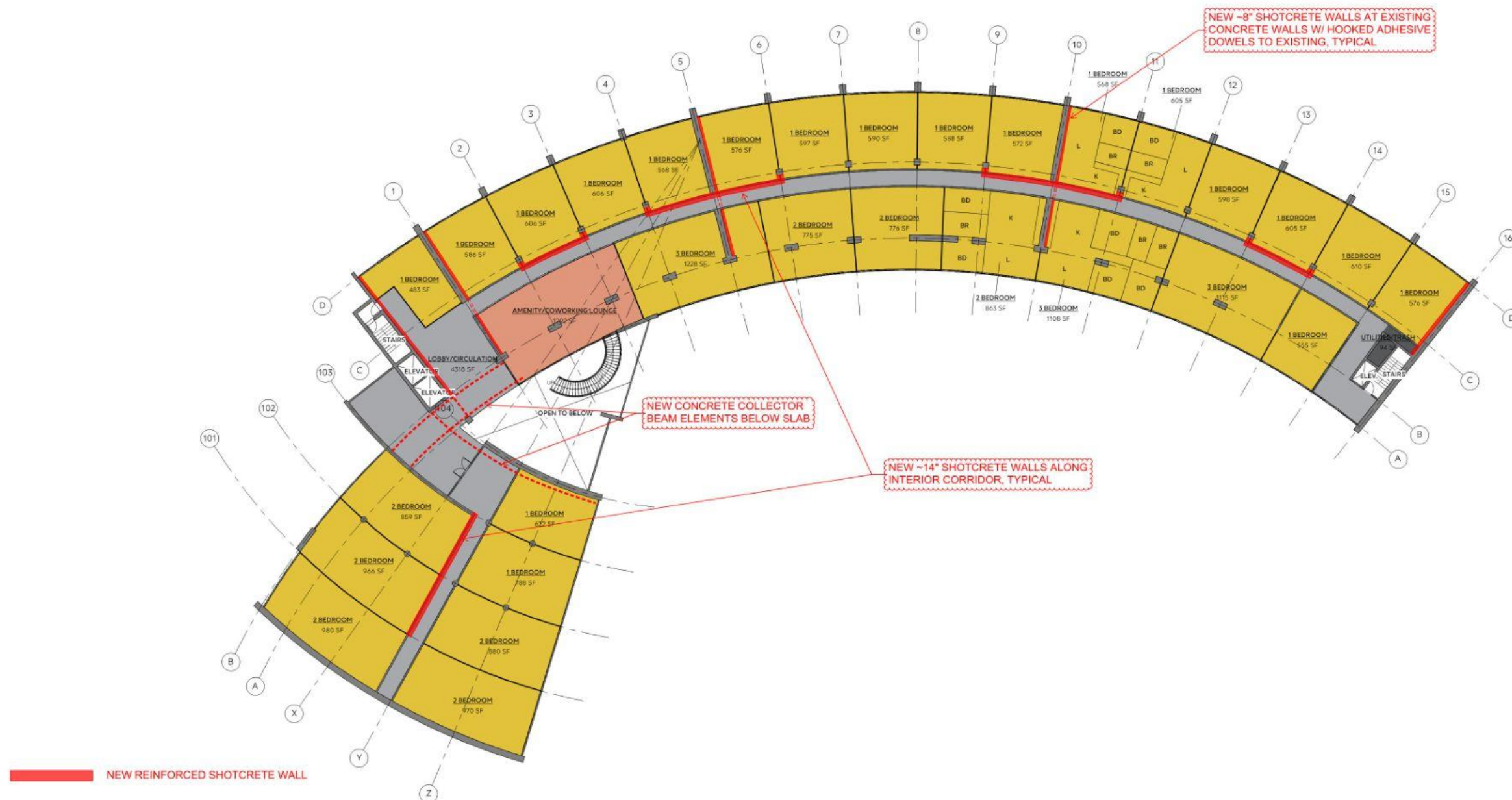


## SEISMIC UPGRADE





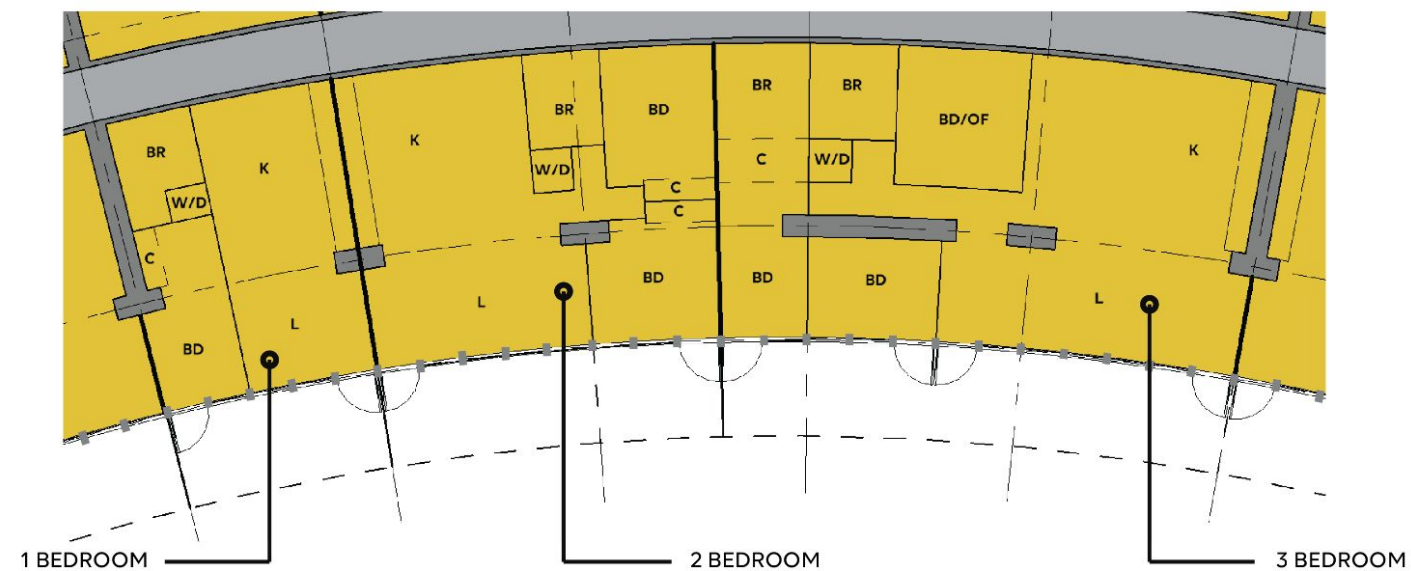
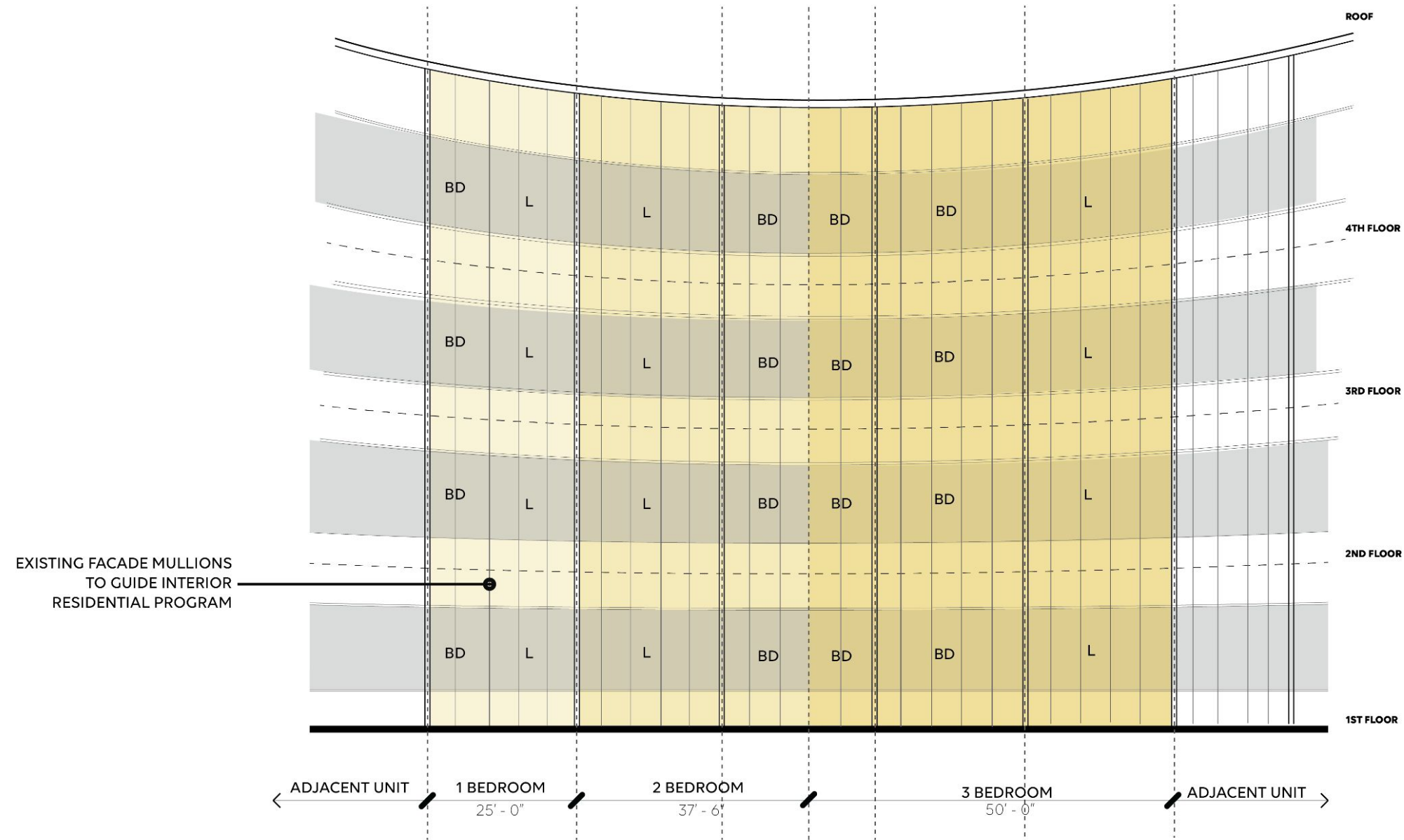








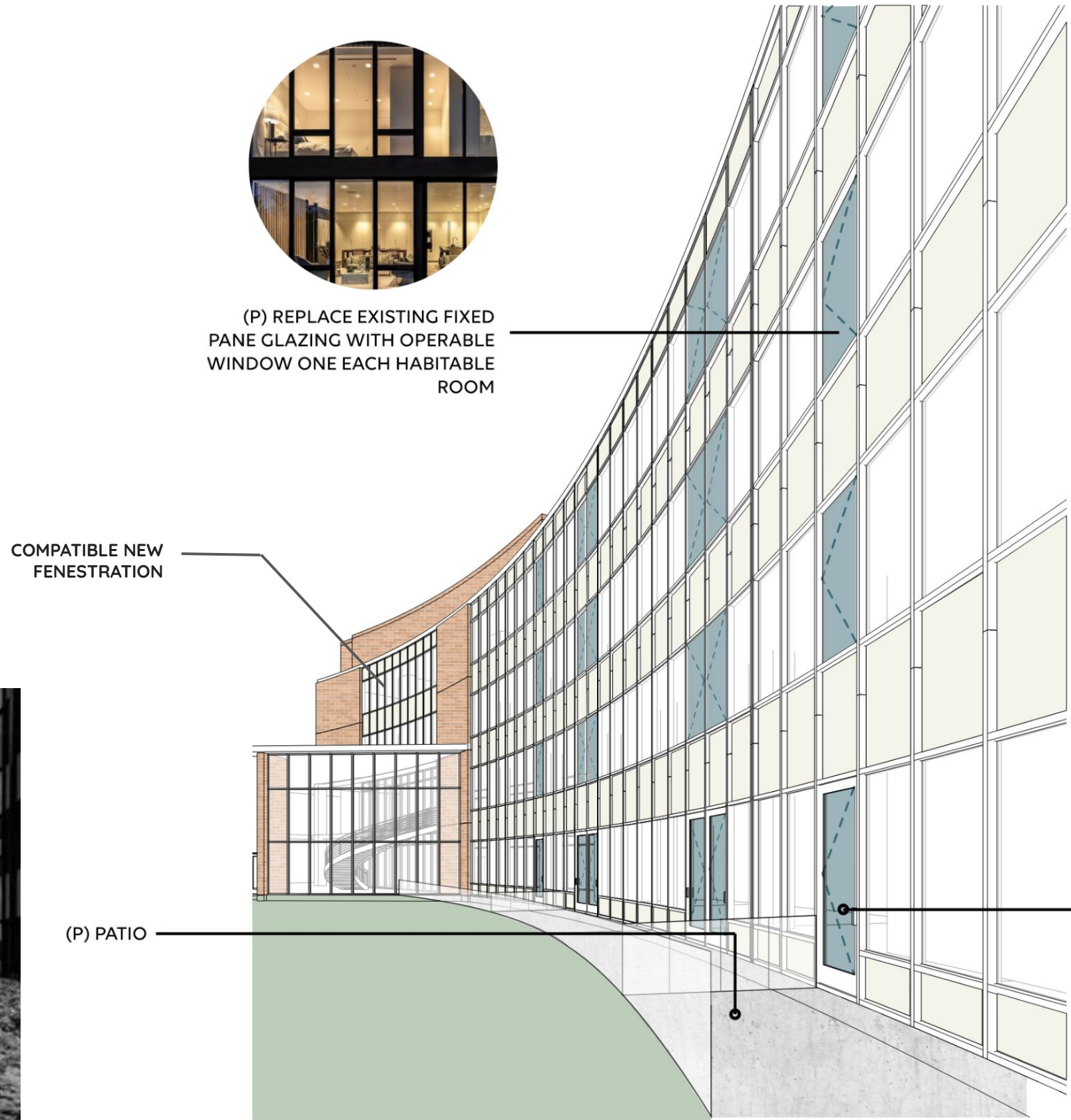
ENVELOPE





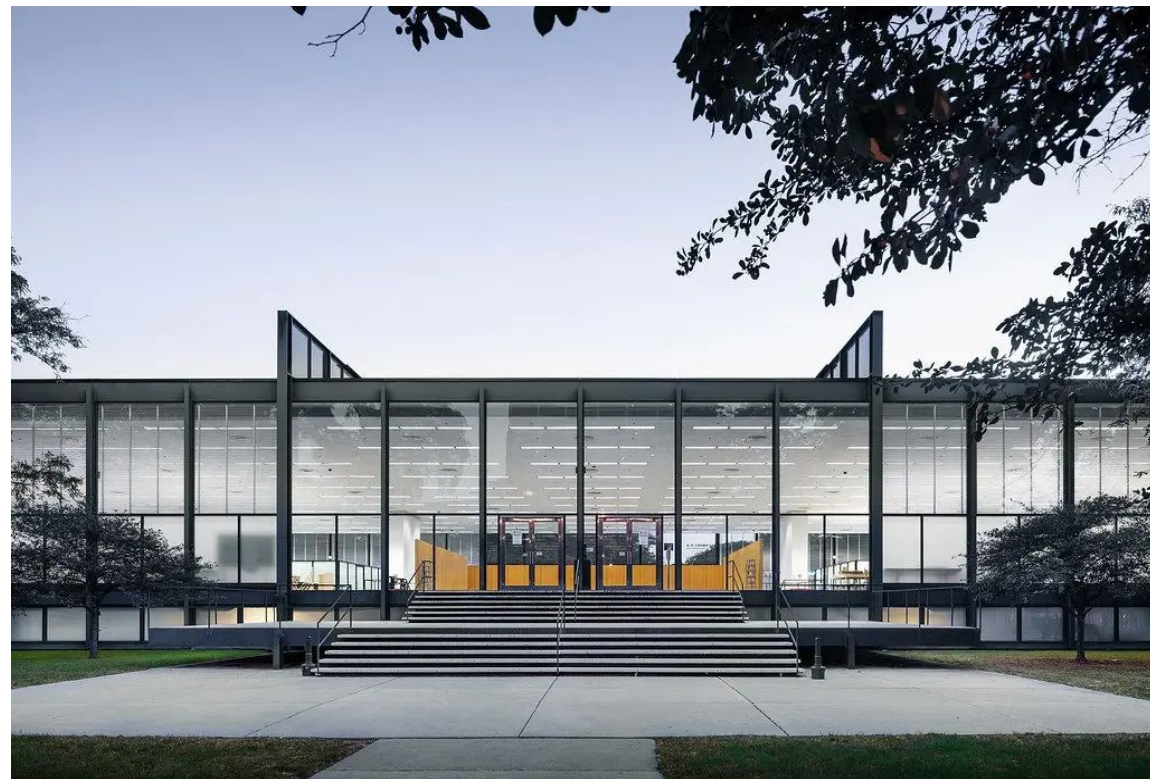


EXISTING FACADE

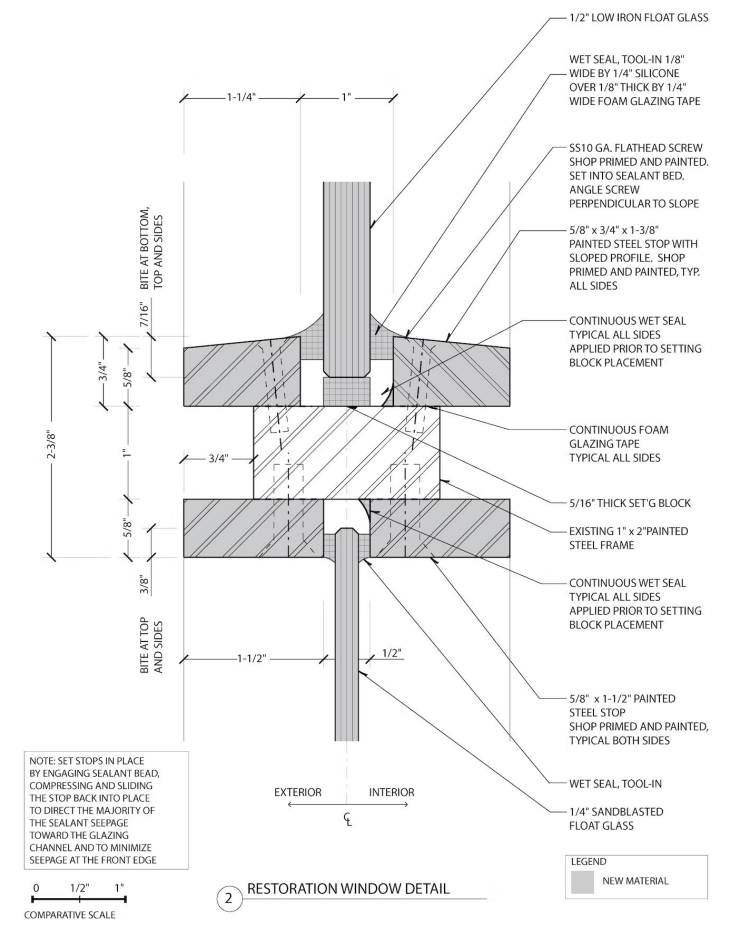
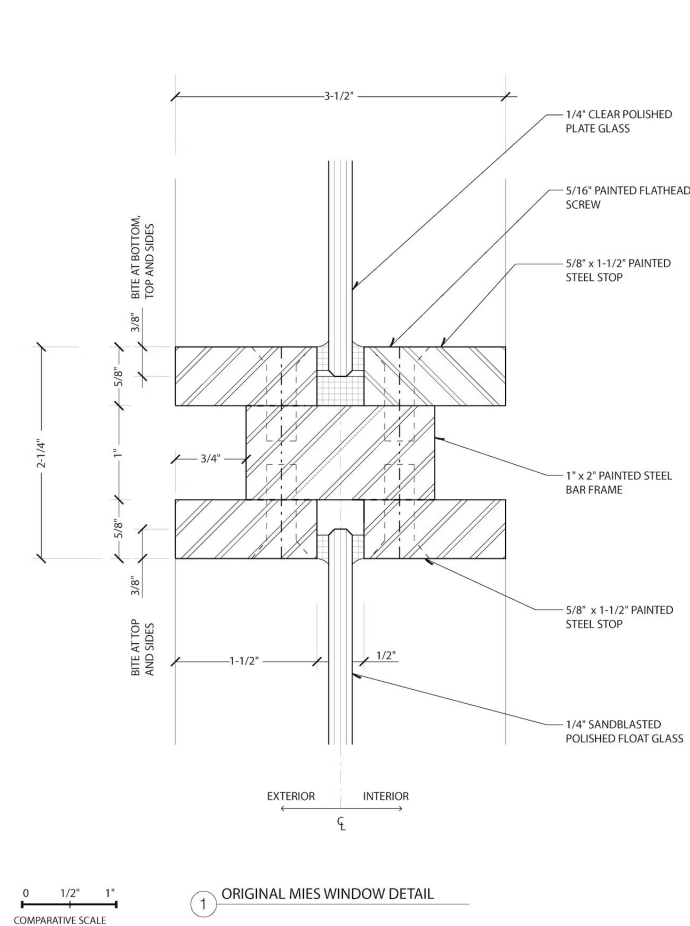


(P) REPLACE EXISTING  
FIXED GLAZING WITH PATIO  
DOORS AT GROUND FLOOR  
TO ACCESS PATIO



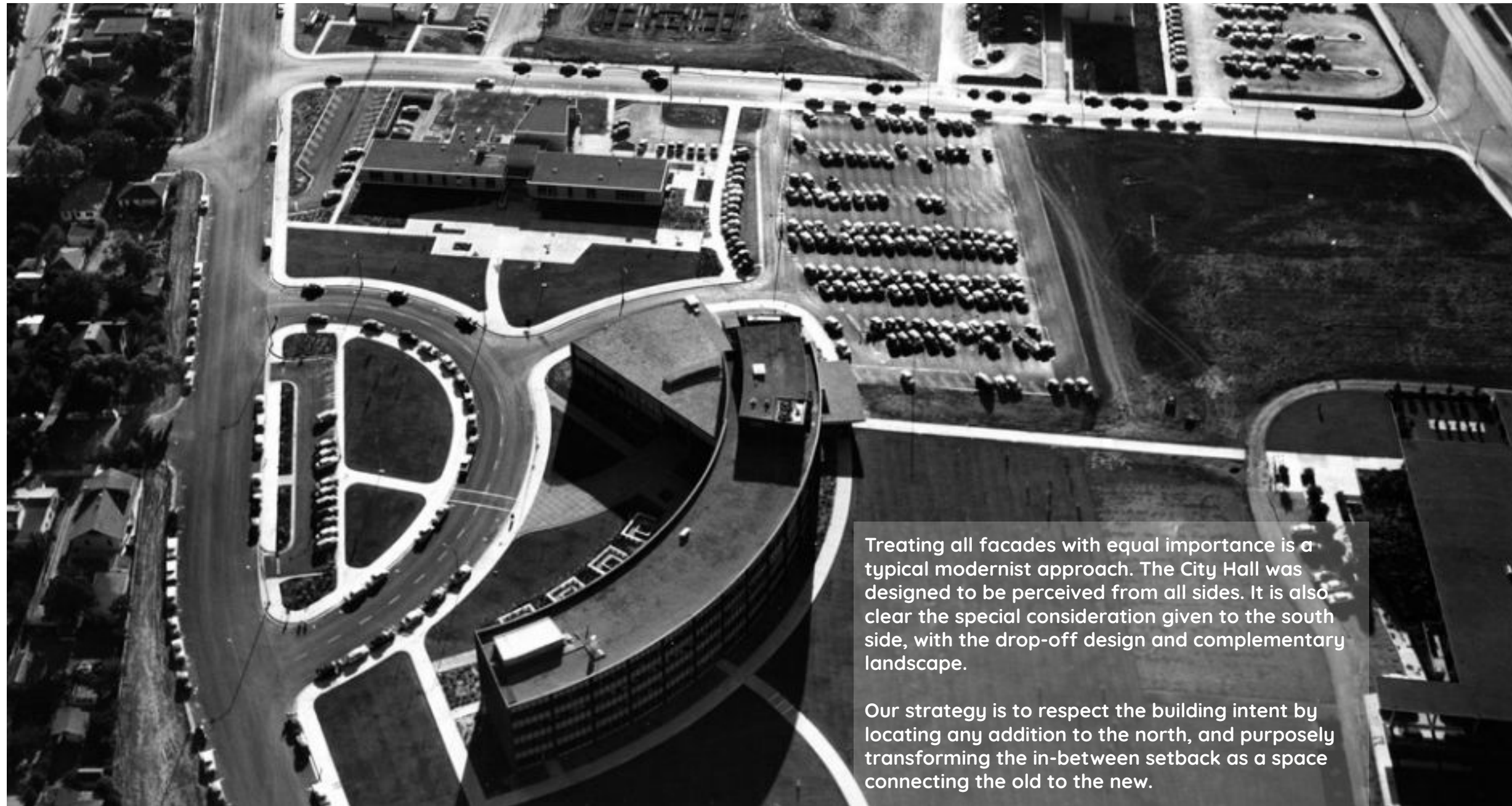


CROWN HALL - MIES VAN DER ROHE (1956) | KRUECK SEXTON PARTNERS (2005)





PROPOSED ADDITION  
-THE PODIUM-



Treating all facades with equal importance is a typical modernist approach. The City Hall was designed to be perceived from all sides. It is also clear the special consideration given to the south side, with the drop-off design and complementary landscape.

Our strategy is to respect the building intent by locating any addition to the north, and purposely transforming the in-between setback as a space connecting the old to the new.





**Old City Hall**

Parking is proposed off-site, however new podium can be revised to accommodate required City Hall parking

10-story over podium

3-story podium  
New construction parking

15-story over podium

5-story building

2-story retail

Historical Landmark

FIRST SITE OF EL PUEBLO  
DE SAN JOSÉ DE  
GUADALUPE













A structural grid defines the new builds, uniting the different blocks in a monolithic look, while allowing a texture of glass, wood and fabric to shape behind it.

The grid provides flexibility in unit size or building use with minimal change to the elevations, providing a multitude of options in response to the market shifting needs.



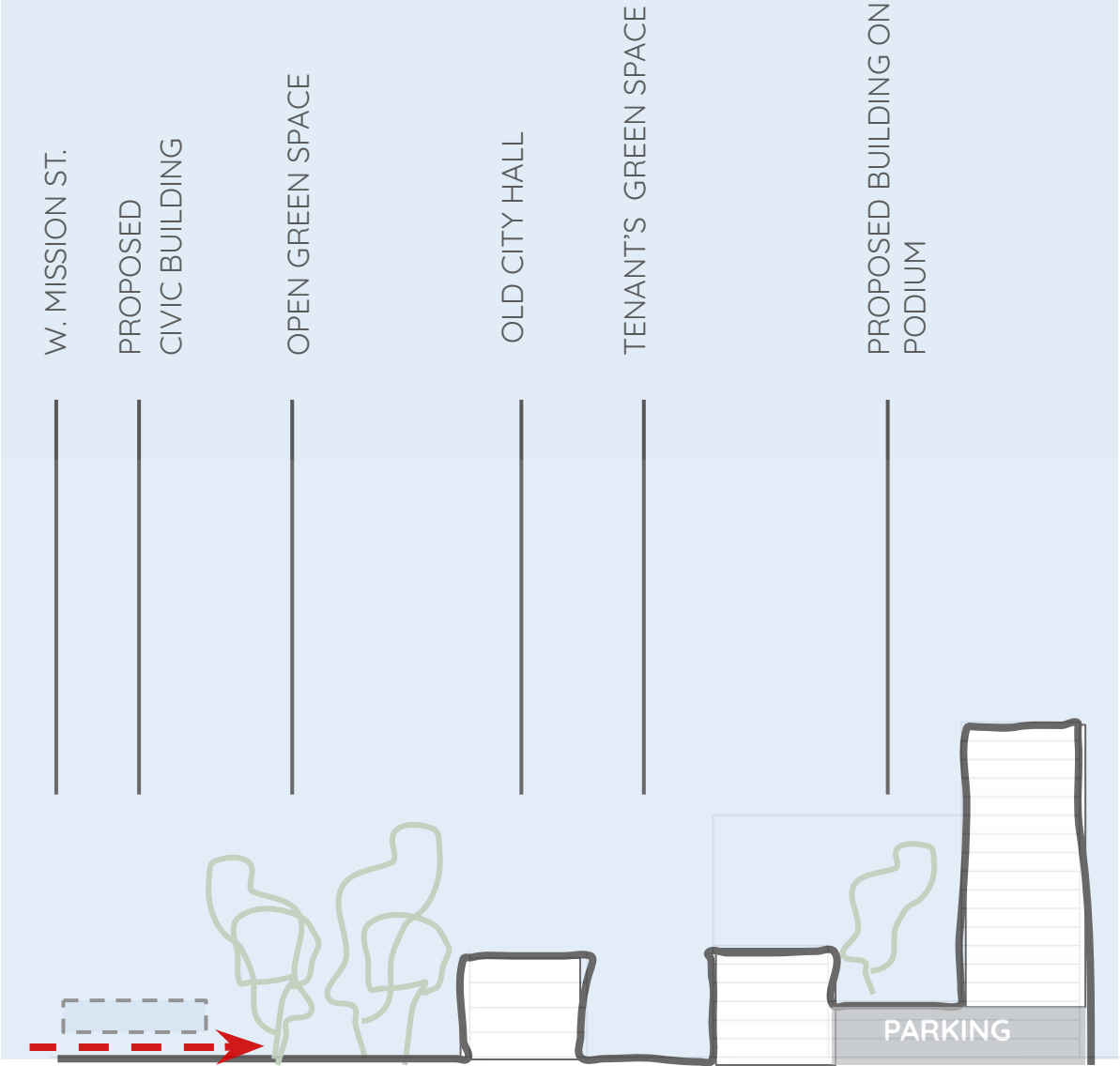




A= 180,000 sf | B= 150,000 sf | C= 120,000sf | D= 200,000sf

New Building GFA = +/- 650,000 sf

City Hall Existing GFA = +/- 100,000 sf







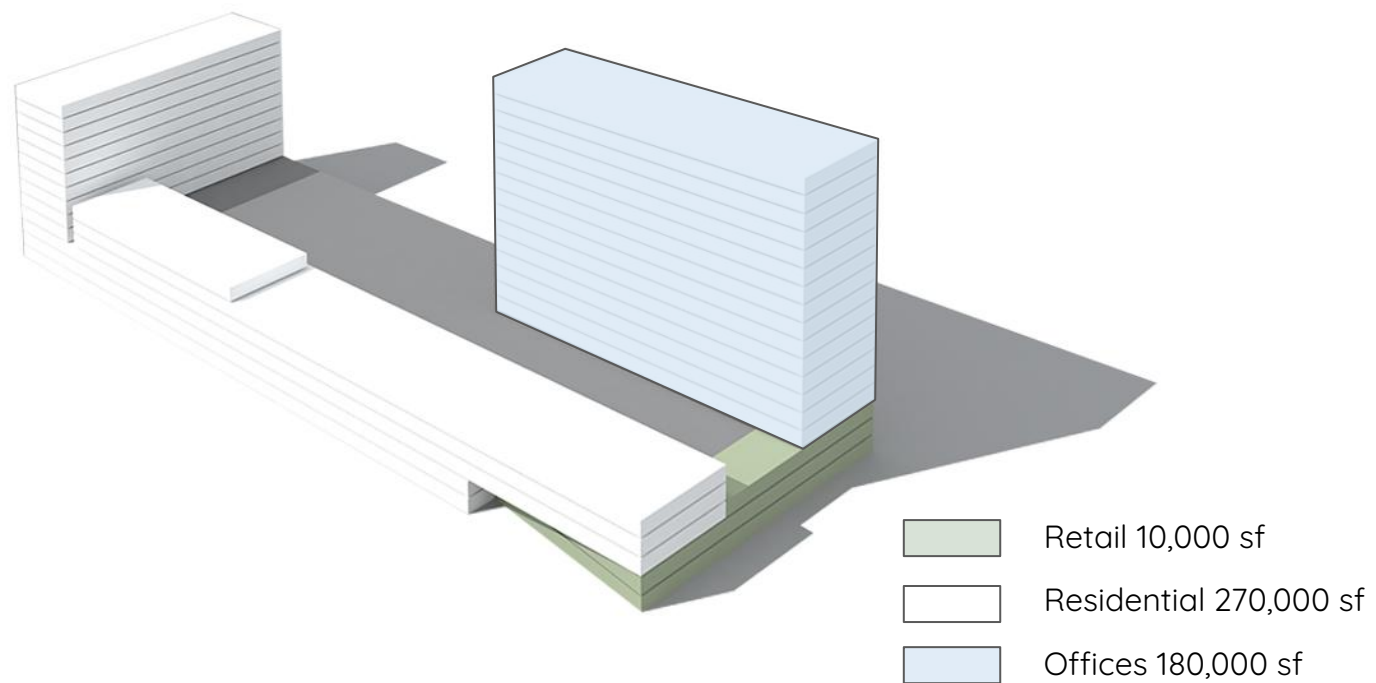
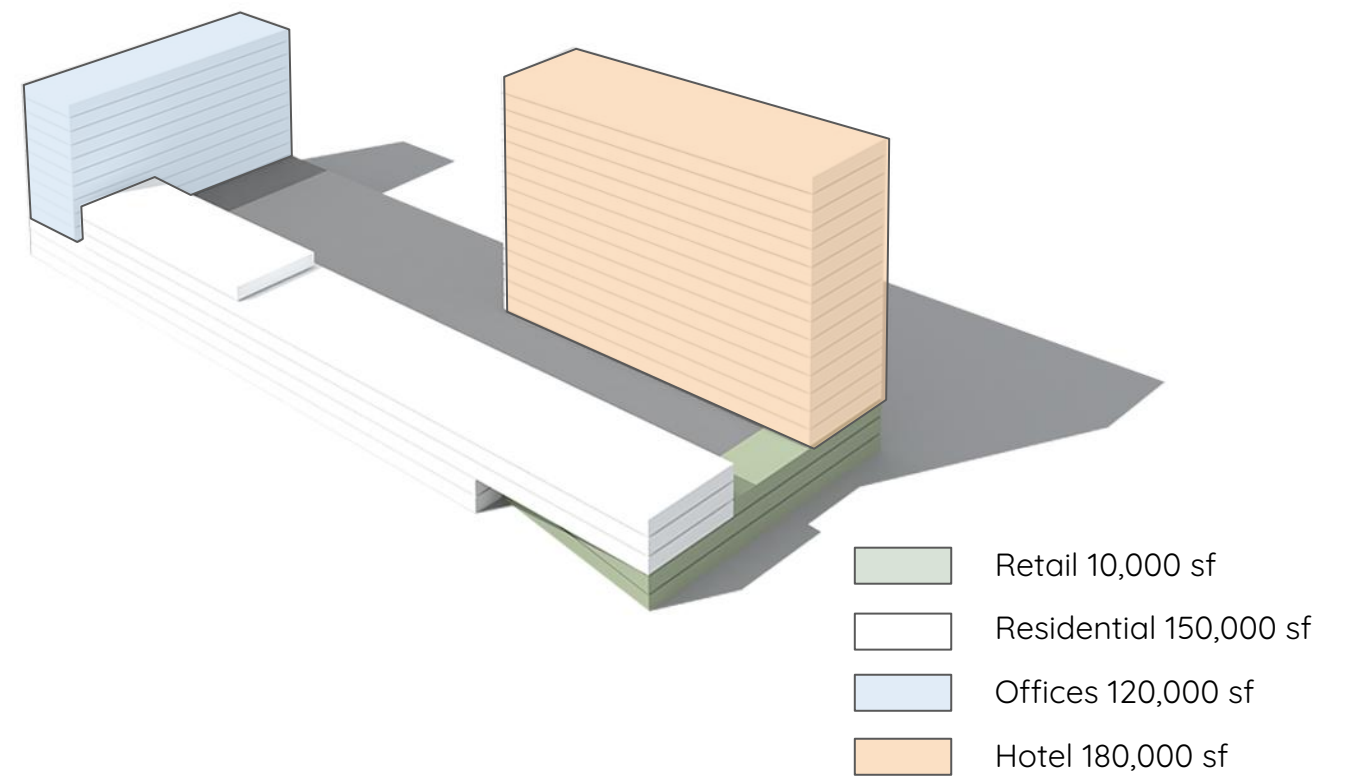
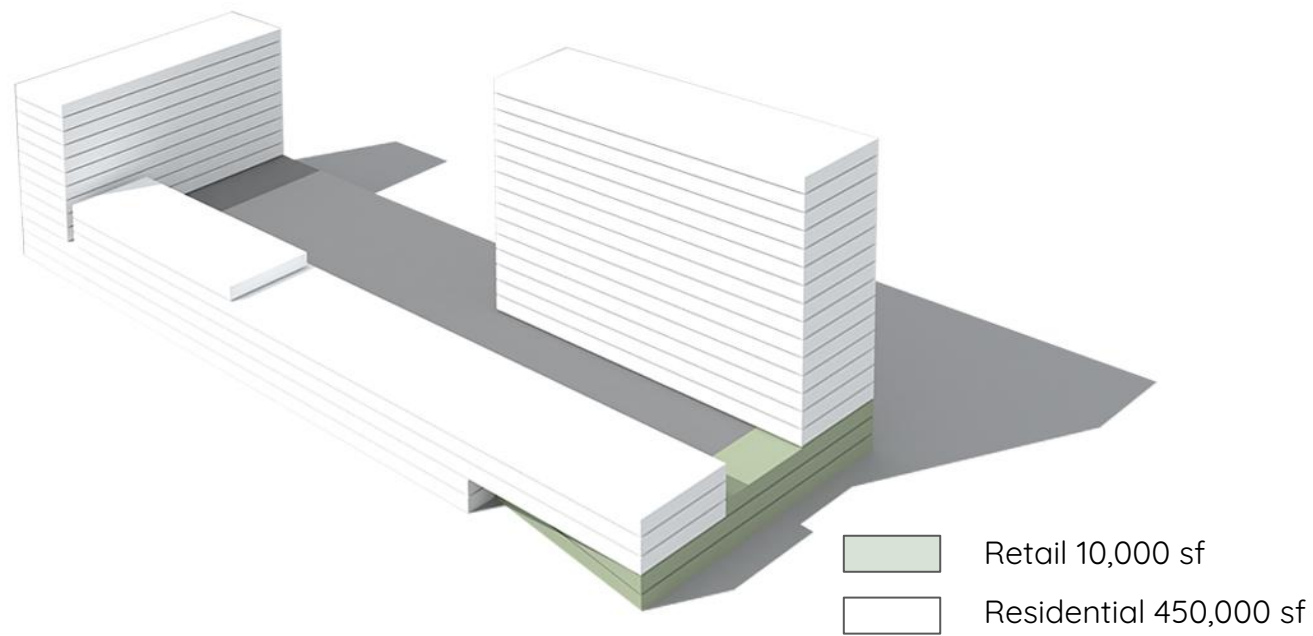






FLEXIBILITY





The project allows for a maximum flexibility. Each building block has an autonomy in terms of accessibility, vertical circulation, MEP, and fire life safety systems, which allows each to function independently from the rest.

ROUGH ORDER OF MAGNITUDE

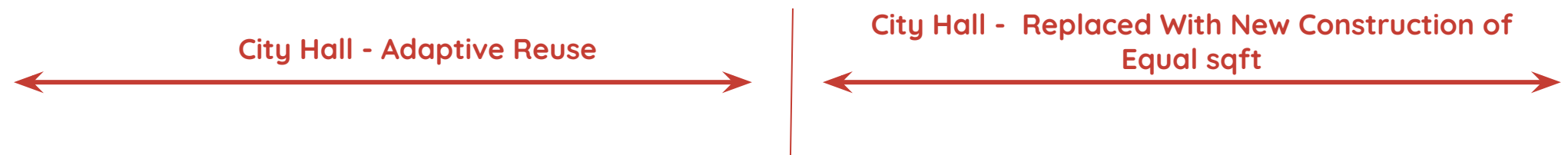


	Existing City Hall			Site (with Podium)			Project Total
Description	SF	\$/SF	\$ Total	SF	\$/SF	\$ Total	
Foundations, Structure, and Roofing							
New Operable Windows	230	\$ 8,500	\$ 1,955,000				
Envelopen Repair (sealant, paint and scaffold	38,000	\$ 37	\$ 1,406,000				
Buildout Residential (Finishes, MEP, Furnishings, Equipment)	113,430	\$ 280	\$ 31,760,400				
AG Parking Buildout							
Site (Landscaping)				-	\$ 66	-	-
Site Utilities & Hardscape				-	\$ 13	-	-
Core & Shell Improvements	113,430	\$ 60	\$ 6,805,800				
Voluntary Seismic Retrofit to achieve minimum code compliance	113,430	\$ 71	\$ 8,000,000				
Subtotal			\$ 49,927,200.00				\$ -
GC Markup - 15%			\$ 7,489,080.00				
Grand Building, Parking, Site, GC Markup			\$ 57,416,280.00				
Grand \$/SF			\$ 506				
Add Alternate: Glazing film for energy performance	38,000	\$ 29	\$ 1,092,500				



Proposed Addition - The Podium							
Description	Building 1			Site			Project Total
	SF	\$/SF	\$ Total	SF	\$/SF	\$ Total	
Foundations, Structure, and Roofing	650,000	\$ 132	\$ 85,800,000				
Exterior Envelope	650,000	\$ 200	\$ 130,000,000				
Buildout Residential (Finishes, MEP, Furnishings, Equipment)	650,000	\$ 371	\$ 241,098,000				
AG Parking Buildout	200,000 SF or 600 stalls	\$612/Stall	\$ 367,200				
Site (Landscaping)				175,000	\$ 66	\$ 11,550,000	\$ 11,550,000
Site Utilities & Hardscape				175,000	\$ 15	\$ 2,541,000	\$ 2,541,000
Subtotal			\$ 457,265,200				\$ 471,356,200
GC Markup - 15%			\$ 68,589,780				\$ 70,703,430
Grand Building, Parking, and Site							\$ 542,059,630
Grand \$/SF			\$ 809				\$ 657





	City Hall - Adaptive Reuse			City Hall - Replaced With New Construction of Equal sqft		
	30% AMI Rent Cap	60% AMI Rent Cap	Market	New Construction 30% AMI Rent Cap	New Construction 60% AMI Rent Cap	New Construction Market
One Time Stabilization	\$ (541,700.00)	\$ (541,700.00)	\$ (541,700.00)	\$ -	\$ -	\$ 0
Construction	\$ (57,416,280.00)	\$ (57,416,280.00)	\$ (57,416,280.00)	\$ (91,765,739.00)	\$ (91,765,739.00)	\$ (91,765,739.00)
Soft Costs (35% of Construction Costs)	\$ (20,095,698.00)	\$ (20,095,698.00)	\$ (20,095,698.00)	\$ (20,095,698.00)	\$ (20,095,698.00)	\$ (20,095,698.00)
<b>Initial Cost</b>	<b>\$ (78,053,678.00)</b>	<b>\$ (78,053,678.00)</b>	<b>\$ (78,053,678.00)</b>	<b>\$ (111,861,437.00)</b>	<b>\$ (111,861,437.00)</b>	<b>\$ (111,861,437.00)</b>
Operating Cost (Utilities + O&M)	\$ (553,000.00)	\$ (553,000.00)	\$ (553,000.00)	\$ (553,000.00)	\$ (553,000.00)	\$ (553,000.00)
Revenue	\$ 1,385,856.00	\$ 2,772,144.00	\$ 3,465,720.00	\$ 1,385,856.00	\$ 2,772,144.00	\$ 3,465,720.00
<b>Annual Cash Flow</b>	<b>\$ 832,856.00</b>	<b>\$ 2,219,144.00</b>	<b>\$ 2,912,720.00</b>	<b>\$ 832,856.00</b>	<b>\$ 2,219,144.00</b>	<b>\$ 2,912,720.00</b>
<b>30 Year Cost</b>	<b>\$ (53,067,998.00)</b>	<b>\$ (11,479,358.00)</b>	<b>\$ 9,327,922.00</b>	<b>\$ (86,875,757.00)</b>	<b>\$ (45,287,117.00)</b>	<b>\$ (24,479,837.00)</b>
<b>30-Year Total Cost/Unit</b>	<b>\$ (491,370.35)</b>	<b>\$ (106,290.35)</b>	<b>\$ 86,369.65</b>	<b>\$ (804,405.16)</b>	<b>\$ (419,325.16)</b>	<b>\$ (226,665.16)</b>
<b>Revenue:</b>						
1 bedroom	\$ 1,011.00	\$ 2,022.00	\$ 2,418.00	\$ 1,011.00	\$ 2,022.00	\$ 2,418.00
2 bedroom	\$ 1,137.00	\$ 2,275.00	\$ 2,868.00	\$ 1,137.00	\$ 2,275.00	\$ 2,868.00
3 bedroom	\$ 1,263.00	\$ 2,527.00	\$ 3,687.00	\$ 1,263.00	\$ 2,527.00	\$ 3,687.00
<b>Unit Counts</b>						
1 bedroom	72	72	72	72	72	72
2 bedroom	22	22	22	22	22	22
3 bedroom	14	14	14	14	14	14

- City of San Jose Housing rent for 30% & 60% of area median income based upon published rates dated 5/20/2022
- Market rent based on City of San Jose HOME Program rent comparison dated 6/15/2022

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	1. No Project	2. Adaptive Reuse as Housing		3. Comparison with Maximized Housing	4. Adaptive Reuse as Office		5. Comparison with Maximized Office
		Large Units	Small Units		Class B Office	Class A Office	Class A Office
<b>COST (Former City Hall Area)</b>							
Initial Cost	\$ (490,200)	\$ (105,694,200)	\$ (118,001,400)	\$ (328,436,300)	\$ (47,811,100)	\$ (128,686,700)	\$ (705,863,900)
Initial Cost / Unit	n/a	\$ (1,854,300)	\$ (1,092,600)	\$ (801,100)	n/a	n/a	n/a
Initial Cost / SF	n/a	n/a	n/a	n/a	\$ (421)	\$ (1,134)	\$ (926)
Annual Cash Flow	\$ (171,300)	\$ (24,300)	\$ 448,800	\$ 1,677,700	\$ 887,300	\$ 2,588,700	\$ 17,390,100
30-Year Total Cost	\$ (4,405,700)	\$ (104,701,900)	\$ (107,046,000)	\$ (273,913,400)	\$ (26,445,100)	\$ (71,487,700)	\$ (231,377,100)
30-Year Total Cost / Unit	n/a	\$ (1,836,900)	\$ (991,200)	\$ (668,100)	n/a	n/a	n/a
30-Year Total Cost / SF	n/a	n/a	n/a	n/a	\$ (233)	\$ (630)	\$ (304)
<b>PROGRAM (Former City Hall Area)</b>							
Housing (DU)	-	57	108	410	-	-	-
Office (GFA)	-	-	-	-	113,430	762,000	-
Parking (SP)	97 (E)	-	97 (E)	410	270*	1,142*	-

a) Numbers in parentheses are net costs;

b) Initial Cost include Construction Cost and 5-Year Stabilization Cost;  
The two possible stabilization treatment options have similar costs;

c) Construction Costs are based on today's value and do not include any escalation;

d) Annual Cash Flow includes Operating Cost and Potential Revenue;

**Revenue Assumptions (monthly):** Housing: \$ 773/du  
Class A Office: \$ 5.0/sf  
Class B Office: \$ 2.5/sf

e) 30-Year Cost: Total Cost of Ownership (Present Value);

f) All costs are rounded to the nearest hundred, except Cost / SF.

\* Partial or all of the required parking is provided in the Site D Parking Structure (outside the Former City Hall Area)

Spring 2020

- 9 -



Gensler | HKIT | Knapp | CUMMING



**Former City Hall - Adaptive Reuse to 108 du**  
Omgivning | Swinerton | Degenkolb | ARG

Initial Cost                               **\$ 78,053,678**  
30-Year Total Cost / Unit           **\$ 491,370 (30% AMI Rent Cap)**

- Seismic Retrofit: pricing is based on a preliminary study provided by Degenkolb Engineering
- Skin Retrofit: studies include the addition of operable windows, curtain wall repair and glazing films
- Soft Costs: set to 35%
- Rental Income Projections: based upon the City of San Jose’s current affordable housing rental studies and market rates

**Former City Hall - Adaptive Reuse to 108 du**  
Gensler | HKIT | Knapp | CUMMING

Initial Cost                               **\$ 118,001,400**  
30-Year Total Cost / Unit           **\$ 991,200**

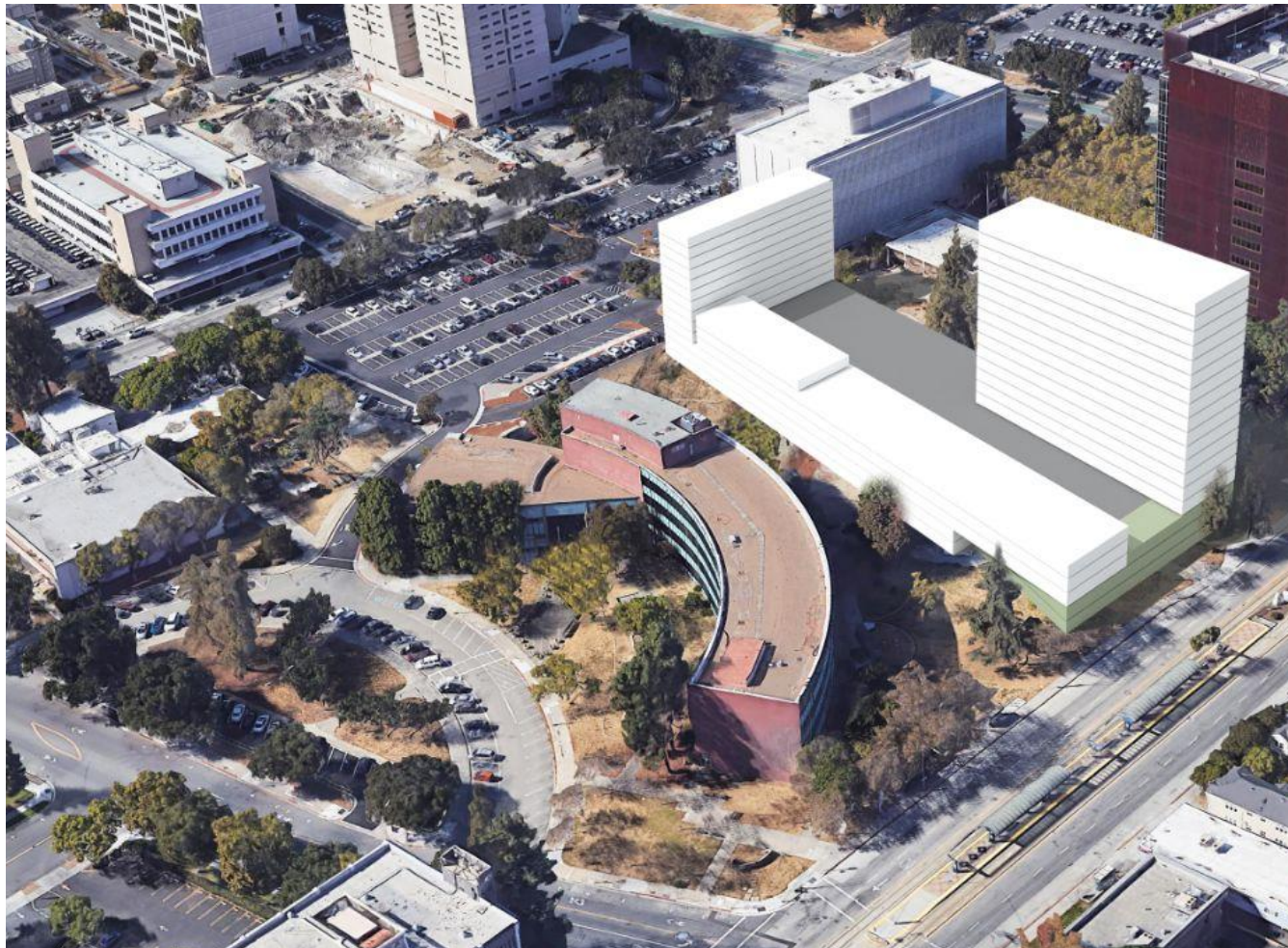
- Seismic Retrofit: pricing might be based on a \$/sqft and not on a specific structural design. (Not clear in the feasibility)
- Skin Retrofit: studies might include a total replacement of the curtain wall system (Not clear in the feasibility)
- Soft Costs: set to 54%
- Rental Income Projections: (Not clear in the feasibility)



SUMMARY



Omgivning in partnership with Swinerton Builders, Degenkolb, and Architectural Resource Group has developed this feasibility study for preserving the Former City Hall, and adding a new construction to maximise the site built-out.



#### Takeaways:

- Adaptive reuse of City Hall to include 100 du
- New construction of 650,000 sf of residential and parking spaces, with a flexibility for commercial or mixed-use
- The proposed scheme is comparable in sqft and number of dwelling units to the *Maximized for Housing* scheme proposed by Gensler
- The City Hall adaptive reuse cost show approximately 35% savings compared to Gensler's study
- The City Hall 30-year total cost show approximately 50% savings compared to Gensler's study



# THANK YOU



OMGIVNING

