

**PROSPECTUS – ALTERATION  
FRANK E. MOSS U. S. COURTHOUSE  
SALT LAKE CITY, UTAH**

Prospectus Number: PUT-0017-SL19  
Congressional District: 2

**FY 2019 Project Summary**

The General Services Administration (GSA) proposes a repair and alteration project to address seismic deficiencies; undertake targeted building systems modernizations; and reconfigure, alter, and backfill vacant space at the Frank E. Moss U. S. Courthouse (Moss Courthouse) located at 350 South Main Street in Salt Lake City, Utah. GSA's *Seismic Rating System Report*, released on March 31, 2016, lists the Moss Courthouse as having one of the highest seismic risk ratings in the GSA portfolio. Once renovated, relocation of agencies currently in leased space into the Moss Courthouse will provide an annual lease cost avoidance of approximately \$4,400,000 and an annual agency rent savings of approximately \$2,400,000.

**Project Background**

As part of its Fiscal Year (FY) 2014 Capital Investment and Leasing Program, GSA requested \$15,000,000 for the reconfiguration and alteration of existing space at the Moss Courthouse. The Consolidated Appropriations Act, 2014 (Public Law 113-76), appropriated a lump sum of \$593,288,000 for Major Repairs and Alterations and, as part of GSA's FY 2014 Major Repairs and Alterations Expenditure Plan, GSA allocated \$15,000,000 for the Moss Courthouse project. Upon re-evaluation of the building's repair and alteration needs, including the identification of significant seismic deficiencies, GSA, in collaboration with planned backfill tenants, decided to halt the FY 2014 project. This prospectus request reflects and is seeking approval of a more comprehensive project scope. The appropriation needed in support of this request has been reduced by the balance of funds remaining from the FY 2014 allocation.

**FY 2019 Committee Approval Requested**

**(Design, Construction, Management & Inspection) .....\$116,893,000**

**FY 2019 Appropriation Requested**

**(Design, Construction, Management & Inspection) ..... \$103,646,000<sup>1</sup>**

<sup>1</sup> A portion of the FY 2014 funds was expended on project development prior to the cessation of the project. The \$13,247,000 remaining will be used for this project, thereby lowering the overall appropriation request in this prospectus.

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**Major Work Items**

Seismic upgrades; interior alterations; building exterior restoration; roof repairs; heating, ventilation, and air conditioning (HVAC), fire and life safety, plumbing, electrical and conveyance systems upgrades; grounds and approaches, telecommunication and restroom upgrades; and hazardous material abatement

**Project Budget**

|   |                      |
|---|----------------------|
| Design .....                                      | \$9,650,000          |
| Estimated Construction Cost (ECC) .....           | 100,016,000          |
| Management and Inspection (M&I) .....             | <u>7,227,000</u>     |
| <b>Estimated Total Project Cost (ETPC)* .....</b> | <b>\$116,893,000</b> |

\*Tenant agencies may fund an additional amount for alterations above the standard normally provided by GSA.

**Schedule**

|                         | <b>Start</b> | <b>End</b> |
|-------------------------|--------------|------------|
| Design and Construction | FY 2019      | FY 2023    |

**Building**

The Moss Courthouse is located in the Exchange Place Historic District of downtown Salt Lake City, Utah. Originally constructed in three distinct phases in 1905, 1912, and 1932, the building served as a United States Post Office and Courthouse and contains 229,807 gross square feet. The building has five stories above grade, with an elevator/mechanical penthouse and full basement below grade. The building is listed in the National Register of Historic Places as a contributing building and as the oldest structure in the Exchange Place Historic District. In 2014, the new U.S. Courthouse Annex was completed next to the Moss Courthouse, and the two buildings became physically connected through underground access tunnels, a shared loading dock, and a shared chilling system.

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**Tenant Agencies**

Department of Agriculture–National Agricultural Statistics Service; Department of Health and Human Services–Program Support Center; Department of Justice–Marshals Service, Bureau of Prisons and Trustees; Judiciary–Bankruptcy Court and Clerk; Department of Commerce–International Trade Administration; Department of the Interior–National Park Service; United States Tax Court; Department of Defense–Army Corps of Engineers, Armed Forces Recruiting, and Defense Contract Audit Agency; and GSA.

**Proposed Project**

The proposed project will address seismic deficiencies by utilizing shear walls and seismic bracing. The project will address structural deficiencies; upgrade mechanical systems; provide new and repaired floor, wall, and ceiling finishes in areas impacted by seismic retrofits; replace fixtures and improve access to comply with Architectural Barriers Act Accessibility Standards (ABBAS); upgrade plumbing; provide a new boiler; upgrade the HVAC system; upgrade elevators; and complete fire and life safety upgrades. Backfill of vacant space provides a long-term housing solution for various tenants in the historic Central Business District (CBD) of Salt Lake City and generates lease cost avoidance. Alterations will be completed while the building is vacant.

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**Major Work Items**

|                                 |                      |
|---------------------------------|----------------------|
| Seismic Upgrades                | \$47,312,000         |
| Interior Alterations            | 32,459,000           |
| HVAC Upgrades                   | 4,570,000            |
| Building Exterior Restoration   | 4,507,000            |
| Roofing Repairs                 | 2,596,000            |
| Fire and Life Safety Upgrades   | 2,106,000            |
| Plumbing Upgrades               | 2,067,000            |
| Grounds and Approaches Upgrades | 1,294,000            |
| Electrical Upgrades             | 1,034,000            |
| Hazardous Material Abatement    | 1,026,000            |
| Telecommunications Upgrades     | 513,000              |
| Elevator Upgrades               | 378,000              |
| Restroom Upgrades               | <u>154,000</u>       |
| <b>Total ECC</b>                | <b>\$100,016,000</b> |

**Justification**

Investment in the Moss Courthouse is needed to keep this historic building in the Federal inventory, comply with Executive Order 13717 (*Establishing a Federal Earthquake Risk Management Standard*), and protect building occupants and visitors by meeting current safety codes.

GSA's *Seismic Rating System Report*, released on March 31, 2016, lists the Moss Courthouse as having one of the highest seismic risk ratings in the GSA portfolio. The Moss Courthouse was determined to be a long-term seismic risk that requires a seismic mitigation plan to reduce the risk. To address this risk and comply with Executive Order 13717, this project adopts the *Standards of Seismic Safety for Existing Federally Owned and Leased Buildings* to meet the minimum level acceptable for managing earthquake risk.

When the U.S. District Court relocated to the new U.S. Courthouse Annex, it vacated approximately 91,000 usable square feet (USF) of the building's 151,000 USF. This project provides for the backfill of the vacant space with agencies located in leased space. GSA currently leases more than half a million USF in the Salt Lake City market. The Moss Courthouse is a desirable location near the light rail and CBD amenities, and provides a level of security that customer agencies require.

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The last significant capital investment in the Moss Courthouse was over 24 years ago. The building systems have reached or exceeded their expected useful lives and are becoming more costly to repair. This project continues to leverage co-location of the two buildings by replacing the Moss Courthouse boiler, which is at the end of its useful life, with a new boiler to be located in the new U.S. Courthouse Annex in mechanical space specifically designed to accommodate a new boiler for the Moss Courthouse.

Current building occupants will be housed in temporary swing space outside of the building while construction occurs. The project will be completed while the building is empty to reduce risk, lessen the estimated construction timeline, and decrease estimated construction costs.

**Summary of Energy Compliance**

This project will be designed to conform to requirements of the *Facilities Standards for the Public Buildings Service*. GSA encourages design opportunities to increase energy and water efficiency above the minimum performance criteria.

**Prior Appropriations**

GSA received lump-sum funding in FY 2014 for Major Repairs and Alterations and allocated \$15,000,000 for a Moss Courthouse project, as described in greater detail in the Project Background section of this prospectus. A portion of the FY 2014 funds were expended on project development, but the remaining \$13,247,000 will be applied to this newly scoped project.

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**Prior Committee Approvals**

| <b>Prior Committee Approvals</b> |             |               |   |
|----------------------------------|-------------|---------------|---|
| <b>Committee</b>                 | <b>Date</b> | <b>Amount</b> | <b>Purpose</b>  |
| Senate EPW                       | 2/6/2014    | \$15,000,000  | Design=\$1,000,000<br>ECC=\$13,000,000<br>M&I=\$1,000,000 |
| House T&I                        | 3/13/2014   | \$15,000,000  | Design=\$1,000,000<br>ECC=\$13,000,000<br>M&I=\$1,000,000 |

**Prior Prospectus Level Projects in Building (past 10 years)**

None

**Alternatives Considered (30-year, present value cost analysis)**

Alteration: .....\$111,516,000  
Lease: .....\$164,172,000  
New Construction: .....\$110,500,000

The 30-year, present value cost of alteration is \$1,016,000 more than the cost of new construction, with an equivalent annual cost disadvantage of \$50,489. Although alteration is slightly more expensive than the new construction alternative, alteration is the preferred alternative. The Moss Courthouse is adjacent to and shares critical building systems with the U.S. Courthouse Annex and is of historical significance.

**Recommendation**

ALTERATION

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**Certification of Need**

The proposed project is the best solution to meet a validated Government need.

Submitted at Washington, DC, on February 12, 2018

Recommended:   
Commissioner, Public Buildings Service

Approved:   
Administrator, General Services Administration