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SUBJECT: Franklin County Government Center Facilities Master Plan – Phase 2
Hall of Justice Renovation and Related Projects (March 30, 2012)

DATE: April 3, 2013

In July 2007 the Franklin County Commissioners released the Franklin County Government Center Facilities Master Plan. It included an evaluation of the county's buildings and an analysis of programmatic needs to develop a long-term physical plan. The Master Plan proposed conceptual design solutions to issues raised by the programming and assessment efforts that were performed. The decisions made to build the Franklin County Common Pleas Courthouse and Pavilion at Mound & High Streets were based on the findings and recommendations as described in the Master Plan.

In March 2012 the County Commissioners released an updated version of the Master Plan. The intent of the Phase 2 study was to provide the detailed critical analysis needed to create the best long term space usage plan for the Franklin County Government Center. The Phase 2 Master Plan creates a detailed long-term plan for the specific uses and agency occupants housed in a renovated Hall of Justice, while considering the occupancy and space planning needs for all of the buildings in the Franklin County Government Center, and to create an understanding of the related projects that this plan will trigger.

The Hall of Justice was vacated in 2011 and the occupants, either temporarily or permanently relocated. The structure is fully abated and trades contracts will be awarded this spring with substantial completion of the initial floors to be reoccupied targeted for September 2014.

An abridged 57 page version of the Franklin County Government Center Facilities Master Plan – Phase 2 is attached for reference purposes. It includes the following elements:

- Project Introduction
- General Background Introduction
- Analysis Overview
- Project Scope – General
- Franklin County Courthouse and Hall of Justice Phasing Plan
- Executive Summary

Franklin County Government Center Facilities Master Plan – Phase 2 Hall of Justice Renovation and Related Projects

Prepared for the

Franklin County Board of Commissioners
Franklin County, Ohio



March 30, 2012



Prepared by:

PIZZUTI | SOLUTIONS



PROJECT INTRODUCTION

Project Introduction

Pizzuti Solutions, Franklin County's Owner Representative, was retained to represent Franklin County interests in the development of building improvements at the Franklin County Government Center (FCGC). In July of 2007, Pizzuti Solutions and their sub-consultant SCA, published the Facilities Master Plan to guide development at the Franklin County Government Center. This Facilities Master Plan provided background and overall recommendations to guide both short and long-term construction projects. The new courts building and the pavilion/connector projects were both developed and coordinated with the 2007 Facilities Master Plan recommendations. The Master Plan also identified future projects, to be considered after the completion and occupancy of the new courts building and the pavilion/connector projects. Now that these first projects have been completed and occupied, the county is proceeding with implementing the next phase of the Master Plan, which we are calling Phase 2.

This study is intended to provide the detailed critical analysis needed to create the best long term space usage plan for the Franklin County Government Center (FCGC). The phase 2 master plan creates a detailed long-term plan for the specific uses and agency occupants in a renovated Hall of Justice (HOJ), while considering the occupancy and space planning needs for all of the buildings in the Franklin County Government Center, and to create an understanding of the related projects that this plan may trigger.

Phase 2 master planning services focus on the renovation and reuse of the Hall of Justice (HOJ) and how that reuse can improve the functioning of agencies in the Franklin County Courthouse (FCCH) and the FCGC in general. The HOJ building housed the Common Pleas Civil/Criminal Courts prior to their move into the new courts building in June of 2011. The HOJ will soon be fully vacated as the remaining occupants move into other buildings, either temporarily or permanently. Once the HOJ is fully vacated, the county plans to start the process of abating hazardous materials out of the building, clearing the way for a full renovation.

This study continues the recommendations from the Master Plan document, and provides a detailed plan for long term use of the entire FCGC, not just the Hall of Justice. For purposes of this study, the FCGC is made of the following buildings;

1. Franklin County "Common Pleas Courthouse", 345 South High Street
2. Franklin County "Government Center Main entrance" (Pavilion/ connector), 365 South High Street
3. Franklin County "Hall of Justice" (HOJ), 369 South High Street
4. Franklin County "Courthouse" (FCCH), 373 South High Street
 - the 26 story tower houses most county administration offices and some courts
5. Franklin County "Municipal Court" (Muni), 375 South High Street
6. Franklin County "Karnes Building", 410 S. High
7. Franklin County "Correctional Center #1" (FCCC1), 370 South Front Street
8. Franklin County "Juvenile Detention Center and Parking Garage" (JDC), 399 South Front Street
9. Franklin County "Commissioners Parking Garage" (Mound to Fulton)
10. Franklin County "Service Building" - 80 East Fulton Street

As a result of an agreement between Franklin County and the City of Columbus, ownership of the Municipal Court building is being conveyed to the city. Therefore, certain county uses

currently in the Municipal Court building are to be moved into other Franklin County buildings at the FCGC. This has the net effect of reducing the total amount of usable county building space.

In looking at options for the use of the existing HOJ and FCGC, thirty (30) separate interviews and a number of tours were held with individual county agencies, including many agencies not currently housed in the FCGC. Although the main focus of this effort has been to identify the best uses for a renovated HOJ, county agencies in other buildings have also been studied to determine the best overall strategy for location, organization, adjacencies, long term needs and so on.

Hall of Justice Background

The Hall of Justice (HOJ) was occupied in September of 1973. The HOJ was designed as the home of the Common Pleas Civil/Criminal Courts and functioned in that role until the 2011 occupancy of the New Courts Building. Starting from a 1973 opening day total of 10 judges, the number of judges and courts staff increased as Franklin County population increased. The new courts building opened to the public in June of 2011, and now houses 17 judges and 9 magistrates, along with associated judicial staff, court administration, Clerk of Courts – Civil/Criminal division, a new central holding area, etc. Since the HOJ was designed, constructed and used continuously as a courts building, it retains a strong physical connection to that usage. Separated circulation pathways for detainees, the public and judicial staff in the building is just one reminder of that fact. The reuse of every building must consider the roles that are most natural, given the unique limitations of construction and arrangement. Existing HOJ construction features suggest certain space uses that would be most compatible in a renovated building. For example, floors 3 and 10 lack any significant vision glass, making them less desirable for “all day” staff office uses.

Reference Documents

The following relevant third party studies were reviewed as part of this study:

- Franklin County Space Standards
- Franklin County Policy on Sustainability 683-06
- Franklin County Government Center Facilities Master Plan – July 30, 2007
- Franklin County Threat Assessment and Security Master Plan – May 10, 2007
- 2010 Downtown Columbus Strategic Plan, published by the Columbus Downtown Development Corporation (CDDC) and the City of Columbus
- The Franklin County Courthouse Complex Parking Study, published in March 2009 by MORPC with consultant Walker Parking Consultants
- Hall of Justice Elevator Modernization Survey - December 22, 2011

Related Studies

As part of the detailed planning process for the new courts building and pavilion, Pizzuti Solutions had their consultant, National Center for State Courts, prepare a judicial projection for the Domestic Relations and Juvenile Court. This June 2008 analysis projects the number of judicial staff required in the year 2030 for DR & Juvenile Court. The same projection date of 2030 was used to plan the new courts building for Civil/Criminal Court. This projection was provided to DR& Juvenile Courts, reviewed by their staff and appears to agree with their own internal analysis. This projection is included in **Appendix E**.

Forecasted Judicial Position Need 2007 to 2030

Judicial positions needed were then forecast based on the number of anticipated filings. In Table 5, the need for judges and magistrates is shown in full and partial positions assuming this is more useful for facilities planning than positions rounded up or down. Positions are projected for judges and for magistrates of both domestic and juvenile courts.

- There are currently 5 judges, 12 domestic and 12 juvenile magistrates in Franklin County courts.
- The forecast anticipates need in 2010 of 5.4 judges, 12.7 domestic magistrates, and 12.9 juvenile magistrates.
- In 2020, the forecast anticipates that 5.5 judges are needed, plus 13.5 domestic magistrates and 13.7 juvenile magistrates.
- In 2030, the forecast anticipates need for 5.9 judges, 14 domestic magistrates, and 14.2 juvenile magistrates.

Table 5. Projected Judicial and Magistrate Positions, Based on Average Filings Expected

FRANKLIN COUNTY OHIO PROJECTED CASE FILINGS						
HISTORICAL CASE TRENDS AND PROJECTIONS WITH POPULATION						
Historical	JUVENILE	DOMESTIC	TOTAL	JUDGES	DOMESTIC MAGISTRATES	JUVENILE MAGISTRATES
1990						
1991	24,120	9,507	33,627	4	6	9
1992	30,989	10,631	41,620	4	6	9
1993	31,299	10,120	41,419	4	7	11
1994	31,067	10,134	41,201	4	7	11
1995	31,151	9,117	40,268	4	7	10
1996	28,689	8,940	37,629	4	7	10
1997	31,107	9,707	40,814	5	7	11
1998				5	7	11
1999				5	8	11
2000	26,434	12,368	38,802	5	8	11
2001	27,918	12,963	40,881	5	9	12
2002	31,347	11,309	42,656	5	10	12
2003	27,172	7,690	34,862	5	12	12
2004	28,075	8,510	36,585	5	12	12
2005	27,814	9,020	36,834	5	12	12
2006	27,628	9,601	37,229	5	12	12
Projected Case Filings—Filings Forecast as % of Population				2006 caseload		
				7,445.8	800.1	2,302.3
				Projected		
2007	29,509	10,112	39,830	5.3	12.6	12.8
2008	29,563	10,131	39,903	5.4	12.7	12.8
2009	29,618	10,150	39,977	5.4	12.7	12.9
2010	29,672	10,169	40,050	5.4	12.7	12.9
2011	29,727	10,188	40,124	5.4	12.7	12.9
2012	30,004	10,285	40,498	5.4	12.9	13.0
2013	30,281	10,382	40,871	5.5	13.0	13.2
2014	30,557	10,479	41,245	5.5	13.1	13.3
2015	30,834	10,576	41,619	5.6	13.2	13.4
2016	30,953	10,617	41,779	5.6	13.3	13.4
2017	31,071	10,658	41,939	5.6	13.3	13.5
2018	31,190	10,700	42,099	5.7	13.4	13.5
2019	31,308	10,741	42,259	5.7	13.4	13.6
2020	31,427	10,783	42,419	5.7	13.5	13.7
2021	31,547	10,825	42,581	5.7	13.5	13.7
2022	31,667	10,867	42,743	5.7	13.6	13.8
2023	31,787	10,909	42,906	5.8	13.6	13.8
2024	31,908	10,951	43,068	5.8	13.7	13.9
2025	32,028	10,993	43,230	5.8	13.7	13.9
2026	32,148	11,035	43,230	5.8	13.8	14.0
2027	32,268	11,077	43,392	5.8	13.8	14.0
2028	32,388	11,119	43,554	5.8	13.9	14.1
2029	32,508	11,161	43,716	5.9	14.0	14.1
2030	32,628	11,203	43,878	5.9	14.0	14.2
Margin of error:	5.5-6.0%	5.6-6.1%	5.5-6.0%			

Summary Conclusion

Franklin County's domestic and juvenile case filings from 1990 to 2006 have been fairly stable and have not varied enormously year to year. The new filings, both domestic and juvenile, have also in the past been in a reliable ratio with population with a moderate amount of variation in this ratio year to year.

For reasons discussed earlier, the ratio of filings with population was used to forecast future new filings for juvenile and domestic cases. The assumption is that future filings trends should be repeated in the future, given that they have been predictable in the past. Of course, there may be unknown events that could cause a new direction higher or lower in Franklin County's filings. In addition to forecasting filings based on their historical ratio with population, a margin of error calculation was used to forecast high and low filings that could occur, given variation in the past.

Table 5, above, shows judicial positions are forecasted from the average filings expected. The forecasted judicial positions projects need for up to .5 FTE (less than one half of a new judge position) from 2007 through 2015. By 2020, three quarters of one new judge (.7 of one new position). One full FTE new judge position may be needed by 2030, two new domestic, and two new juvenile magistrates may be needed by that time. ■

GENERAL BACKGROUND INFORMATION

General Background Information

Franklin County has the 33rd largest county population in the United States according to the April 2010 U.S. Census and is home to 1,163,414 people, more than ten percent of Ohio's population. The steady growth of its metropolitan area over the past 20 years is somewhat unique among urban counties in the Midwest United States. The Columbus metro area is home to about 1.85 million people, and the city of Columbus is ranked 15th in population per the 2010 U.S. Census.

Being the site of the state capital, and home to The Ohio State University, Battelle, AEP, Nationwide, The Limited and other prominent organizations contributes significantly to Franklin County's success. The county has a diverse and stable economy, combining urban attributes with small town friendliness. Major employers include insurance, service, government, banking, retail trade, and manufacturing. Steady population growth of about 1% per year is projected to continue into the foreseeable future.

The Franklin County Government Center is bisected by High Street, which is situated on top of a natural ridge running north-south. The elevation at the corner of Mound and High Streets is about 770 feet above sea level.

Located at about 40° N latitude, and 83° west longitude, Columbus is located in within 500 miles of a majority of the U.S. population. This central location has made it a preferred location for logistics and transportation distribution activities. Columbus is located in a temperate climate with moderately warm humid summers and mildly cold cloudy winters. The average daily winter temperature is 30°F and the average daily summer temperature is 72°F. Summer high temperatures can typically reach into the 90's, and winter low temperatures to minus zero to -10°. The average yearly rainfall ranges from 36-38 inches, and is greatest in the spring and summer months, but is well distributed throughout the year.

Franklin County History

Franklin County, named for the great statesman Benjamin Franklin, was among the first counties formed out of the new state of Ohio in 1803. Franklin County is located in the center of the state and is home to Columbus, the capital of Ohio and the seat of Franklin County.

On March 30, 1803, the State of Ohio authorized the creation of Franklin County. The county originally was part of Ross County. In 1812, Columbus became Ohio's state capital. Surveyors laid out the city in 1812, and the Ohio General Assembly met for the first time in the new capital in 1816. The first capital of Ohio was in Chillicothe and it later was moved to Zanesville and back to Chillicothe. Columbus was chosen as the site for the new capital because of its central location. The legislature selected it as Ohio's capital over a number of other competitors, including Franklinton, Dublin, Worthington, and Delaware.

Prior to the state legislature's decision in 1812, Columbus did not exist. The city was designed and planned to be the state's capital, the first such capital in the United States.

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Additional information on Franklin County history is included in the 2007 Facilities Master Plan.

Key Dates

Ohio becomes a state	1803
Columbus founded	1812
Columbus capital of Ohio	1816
Columbus designated county seat	1824

Franklin County, Ohio Courthouses – dates of service

1	Franklinton	1808-1824	Two story brick structure
2	Ohio Statehouse	1824-1840	Addition to US Courthouse
3	Greek revival	1840-1887	Dorrian Commons, damaged by fire 1879
4	French Second Empire	1887-1973	Demolished in 1974
5	Hall of Justice	1973-2011	Vacant, undergoing renovation
6	Franklin County Courthouse	1991-	
7	Common Pleas Courthouse	2011-	



Franklin County Government Center Facility TIMELINE

- 1951 Annex built at 410 S. High as addition to 1887 courthouse. Modified 1975, 2002.
1968-70 FCCC1 jail constructed, design by Prindle+Patrick. Renovated 1995.
1969-73 Design and construction of the Hall of Justice at 369 S. High
Architect: Prindle+Patrick
Contractors/ suppliers:
R.W. Setterlin & Son – General Contractor
J.T. Edwards Co. – steel fabrication
Kawneer – curtainwall supplier
Accurate Glass - curtainwall and storefront glazing
1973 HOJ construction completion and occupancy - September
1974 French 2nd Empire courthouse demolished - October
1975 Annex additions
1970's 3rd and 5th floor perimeter heat added to HOJ by Metro Controls
1976 Service building (80 E. Fulton) completed
1976-79 Municipal Court building design/construction
375 S. High (18 floors + basement + mechanical), design by Prindle+Patrick
1978 Commissioner garage #1 built
1979 Connecting bridge to commissioners parking garage constructed
1986 Replacement of HOJ roof with new built-up roof system
1987 Repair of HOJ exterior precast concrete panels, addition of stronger clip angles
1990 JDC and garage #2 built
1989-91 Franklin County Courthouse (FCCH) constructed
373 S. High (26 stories + basement + mechanical)
FCCH core and shell ("Courthouse") design by URS, completed 1990
FCCH interiors design by Feinknopf Macioce Schappa, completed 1991
November 2007 - December 2010
Common Pleas Courthouse (new courts building) constructed
345 South High Street
November 2008 – December 2010
New pavilion/ connector/ tunnels constructed
365 South High Street
June 6, 2011 Common Pleas Courthouse (new courts building) and pavilion/ connector open to the public

Franklin County Government Center

The existing Franklin County Government Center (FCGC) is located in the south end of downtown Columbus, and spans High Street directly north of Interstate 70/ 71. The block bounded by High, Fulton, Front and Mound includes the Municipal Court, Franklin County CourtHouse (FCCH), Hall of Justice (HOJ) and Franklin County Corrections Center 1 (FCCC1 or jail). All buildings on this block, along with the new courts building north of Mound are connected and are part of a single security envelope, allowing free circulation inside these buildings. Being inside the security boundary is an important factor in planning daily long-term interactions between agencies.

The FCGC is home to county administrative offices, jail, various courts, juvenile detention center and Municipal court. These civic uses provide a concentration of thousands of daily visitors and associated workers. However, many people are largely daytime users, leaving many areas vacant after 5-6 p.m. New public spaces should recognize these extremes in activity and be designed in such a way to allow the space to feel safe, attractive, and comfortable no matter what the activity level. The design should contribute as a public space even when activity levels are low.

The Facilities Master Plan created by Franklin County in 2007 anticipates the eventual development of a “Courthouse Square” located at the intersection of Mound and High Streets, reemphasizing this location as the center of Franklin County government. This courthouse square is planned to provide a strong sense of place and importance, with attractive exterior public spaces for the public to gather, view public art, and so on.

The vacated courthouse (Hall of Justice or HOJ) faces Dorrian Commons across High Street, and is a 10 story building with strong vertical lines. The HOJ exterior is built of precast concrete, brick, and glass. The vacated HOJ is at the northeast corner of the FCGC block, and is directly adjacent to the former Ben Franklin plaza (named for the county namesake). The new pavilion/ connector at 365 South High Street was built on the west portion of the former Ben Franklin plaza and is positioned to be the new main public entrance to the FCGC. The pavilion/ connector interior features a large bronze statue of Ben Franklin (approx. 12' tall) and a large skylight, bringing daylight down to the tunnel level. The pavilion/ connector project is directly south of the new courthouse across Mound Street, and is connected to the new courts building via a tunnel under Mound Street.

Franklin County Common Pleas Courthouse (New Courts Building or NCB)

The new Common Pleas Courthouse meets Franklin County goals for an efficient, maintainable, accessible and sustainable facility. The facility has been designed to meet projected needs through 2030, and has been designed to allow a future addition that will extend the use of the courthouse for many decades beyond 2030.

The completed building houses all of the current Franklin County Court of Common Pleas – General Division (Civil and Criminal) operations, and includes the Civil/ Criminal division for the Clerk of Courts, Probation pre-sentencing investigation, mental health and drug court, Grand Jury, jury commission, and satellite offices for the Prosecutor and Public Defender. It also includes restricted access parking for judges and elected officials, and a secure sallyport and central holding facility for detainees awaiting court appearances.

The courthouse project consists of the following:
Approximately 325,000 Square Feet (including all parking and building support areas)
7 stories plus a basement and mechanical penthouse

The new Common Pleas Courthouse is located at 345 South High Street, Columbus, Ohio.

- The new courthouse is located immediately north of the current Franklin County government center on the block bounded by High, Mound, Front, and Main streets. The new building is located on the south half of the block, and features a new plaza (forecourt) that will be part of a potential future Courthouse Square.
- Project site area: 3.835 acres, with a significant area of the site planned for future additional development, and a future courthouse addition.

The completed building has seven floors plus mechanical penthouse and a basement and sub-basement levels. Specific features include;

- 20 general use courtrooms
- 10 civil courtrooms
- 1 arraignment courtroom
- 1 special proceedings courtroom
- 35 restricted access parking spaces
- Typical court floors have 6 courtrooms

The new courthouse construction uses glass curtain wall, insulated metal panels and precast concrete cladding with punched window openings and a “green” vegetated roof system above the lobby. If required, the structural design of the lobby/canopy roof has anticipated a certain amount of structural capacity to support art that may be directly attached to and suspended from the structural system. Such suspended art could be a sculpture, mobile, or similar gesture.

New Pavilion/ Connector

The new pavilion/ connector is connected to the new courthouse via a multi-compartment tunnel running under Mound Street.

The pavilion/ connector project consists of the following:
Approximately 29,500 Square Feet (including approximately 5,855 sf for the tunnels)
3 floors (including a basement tunnel connection level)

The new pavilion/ connector construction uses glass curtain wall and precast concrete enclosure walls on all sides of the building, matching the new courts building design. If required, the structural design of the lobby/canopy roof has anticipated a certain amount of structural capacity to support art that may be directly attached to and suspended from the structural system. Such suspended art could be a sculpture, mobile, or similar gesture.

Connection to the Franklin County Government Center

The pavilion/connector project includes multi-compartment connecting tunnels under Mound Street. The main entry pavilion and concourse link the existing FCGC buildings to the new courthouse. The entry pavilion and connector level connect to the existing Hall of

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Justice, jail, and the existing 373 South High concourse leading to the existing Franklin County 26 story tower.

The connecting tunnels allow users of the FCGC to move between the pavilion/connector and the new courthouse without reentering security screening. The connector helps centralize and streamline security operations, improves way finding and accessibility, allows efficient transport of detainees from the adjacent jail, allows the county to efficiently share communications and utilities, speeds county staff and attorneys moving between the various courts, and so on.

ANALYSIS OVERVIEW

ANALYSIS OVERVIEW

The focus of this current study is to make efficient and effective use of a renovated Hall of Justice (HOJ) that will maximize long term benefits for Franklin County operations. In order to provide solid recommendations from a strategic viewpoint (as requested by the county), we studied and met with most of the existing county agencies to determine their current issues, future needs and day-to-day working operations and interactions. This approach was used to comply with county requests to determine the most advantageous occupants for a renovated HOJ and to create a long term strategic plan for space usage in the FCGC. Understandably, there is little interest in using public funds to move agencies around every few years when better planning would avoid the need. In a broader sense, we also need to understand what the highest and best functions are for a county government center and how those functions can best be accommodated.

Our findings are based on information provided by Franklin County agencies and our own experience, knowledge and research. In our experience, it is common for individual public agency requests for new space and facilities to be developed in isolation from other agencies. Most agencies don't consult with each other before communicating their needs to leadership. We analyzed individual agency requests for recurring themes, inconsistencies between reported vs. actual space/staff and then identified potential duplications or shared space.



Hall of Justice High Street (East) elevation

As a recap of assumptions in the original 2007 master plan, **this Master Plan update considers the following buildings to be part of the Franklin County Government Center (FCGC):**

1. Juvenile Detention Center (JDC) and Parking Garage - 399 South Front Street
2. Franklin County Corrections Center I (FCCC I) - 370 South Front
3. Municipal Court Building (Muni) - 375 South High Street
4. Franklin County Courthouse (FCCH) - 373 South High Street
5. Hall of Justice (HOJ) – 369 South High Street
6. Government Center Pavilion/ Connector Main entrance– 365 South High Street
7. Common Pleas Courthouse - 345 South High Street
8. Karnes Building - 410 South High Street
9. Franklin County Commissioners Parking Garage (Mound to Fulton east of High)
10. Service Building - 80 East Fulton Street

ANALYSIS

1. Many agencies are already in good locations that meet their long term needs for operations and interactions with other staff and the public. This is particularly true of agencies on floors 17-26 of the Franklin County Courthouse (FCCH), such as the Treasurer, Recorder and Auditor as well as the Domestic Relations and Juvenile Court on floors 3-6 of FCCH.
2. Over our projection timeline, the space needs of the administrative agencies are generally stable, with some agencies seeing very modest growth and some projecting gradual staff reductions. A number of agencies reported that their long term space needs would be met by reconfiguring their existing space to be more efficient and to better match their current work process. The space needs of some of these agencies can be met by identifying shared/duplicated functions that can be centralized outside of the agency space, freeing up additional internal space for other needs. For example, adequate space for periodic meetings with medium to large groups can be provided in a single central location shared by many agencies.
 - o Many agencies report a need for only minor additional space. In many cases, this additional space can be freed up within the existing agency space by making more efficient use of what they already have. As spaces are reconfigured, the assumption is that they would be sized for compliance with county space standards and increased functionality. **This approach has the potential to create two tiers of agency space use; one for existing non-space standards compliant workspace not being renovated, and a second tier for renovated workspace that would comply with the space standards. The renovated space would most likely be smaller, more space efficient and function better than non-renovated space but would require construction funds.** The planning tradeoff would include reviewing space savings and operational benefits due to reconfiguration versus the additional cost to rework or replace existing workstations and fixed interior construction into a smaller footprint.
 - o A common space planning problem is to identify allocated space vs. space that is actually being used. Based on our observations, almost every agency has some space that is either not being used, or is not being used efficiently due to changes in operations and in the way existing work areas are configured. Some space allocated (and billed) to agencies is not actually being effectively used. An agency may report that they are out of space; however, it is more accurate to say that they are out of usable space as currently configured. This “found space” should not be overlooked as a resource for future internal growth, however, the main benefit is better operational

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Analysis and Recommendations

function, not space savings. On most floors, tighter workstation footprints would have much less impact than reducing the size of some of the private offices, which are sized on the old-school idea that higher importance in the organization should be reflected by larger offices, rather than by current planning best practice where office size is based on the functional needs of the job. Functional job needs are the focus of the county's current space standards.

3. Most of the additional 20 year space requirement identified in recent interviews and in the 2007 Master Plan is for the judicial system (courts and related agencies). Since the completion and occupancy of the Common Pleas Courthouse (CPC) by Common Pleas – Civil/Criminal division, the main driver for additional space demand in the FCGC is Common Pleas - Domestic Relations and Juvenile Court (DR & Juvenile), Probate Court and the agencies that directly interact with these courts. The same growth pressures acting on Common Pleas - Civil/Criminal division are acting on other areas of the legal system. These growth pressures are primarily due to steady county population growth, but also include ongoing changes to legal requirements, leading to eventual caseload growth and additional staff needs.
 - o The completed 2030 judicial and caseload projections show 12 additional judges and magistrates will be needed between Civil/Criminal (4), Domestic Relations & Juvenile (5) and Probate Courts (3). Historically, adding new judicial officers has also required increased staff levels for courts related agencies such as the Prosecutor and Public Defender, Clerk and Probation. The need for more staff work space and more restricted parking is anticipated for the agencies related to the legal system. **See Tab 4.**



Common Pleas Courthouse looking southwest from High Street

4. Analysis of interviews and other collected information suggests that long term, in-person visits by non-county staff will decline, as e-filing and more scanned information becomes available on-line. E-filing is also likely to reduce trips to the FCGC by attorneys and related users working with legal information.
 - o Recent e-filing initiatives have the potential to streamline the legal system. At this time, it is unclear how much impact e-filing will have on long term staffing and space requirements, although the clear implication is for a slight reduction in needs for storage space.
5. Over time, existing county agencies will be using their space more efficiently. If other uses are consolidated to the FCGC in order to fully occupy all of the existing buildings, this increased staff density will add to parking demand, screening traffic, internal building heat gain, electrical plug loads, elevator traffic, etc. For this reason, it is important to understand the impact that these issues have on operations and facilities budgeting. **See Capacity Analysis in Tab 11.**
6. After providing for required long term space, projections and analysis show that there will be some long term uncommitted (vacant) space in the FCGC, in part due to the recent JFS move-out from the Service Building and occupancy of the Common Pleas Courthouse. A normal vacancy of 3 to 5% is recommended in each building, distributed near agencies with long-term growth needs, thus providing some tenant flexibility when renovating interior spaces, for absorbing unexpected new functions and to eliminate the need to repeatedly relocate growing agencies. The usable area total for FCCH, HOJ, Karnes Annex and the Service building is about 852,300 sf, suggesting an aggregate target vacancy of about 42,600 square feet (sf). After completing the phase 2 moves and providing for identified growth needs through 2030, a space excess is projected for the FCGC of about 39,550 usable sf above the recommended vacancy target. Currently, long-term vacant space is expected primarily in the Service Building (29,900 sf of space vacated by JFS on floors 3-4), HOJ floors 7-8 and portions of FCCH floors 4, 5, 8, 9, 11, 15, 24 and 25. **See Vacancy Analysis in Tab 11.**
 - o At this time, other than the Children's Services Legal group, no additional space needs have been identified in the FCGC for county agencies not currently in the FCGC. Should the county desire to fill additional vacant space not needed for long term county agency uses, other public entity or non-public entity leases may be considered for uses like satellite private attorney offices and other private or non-county public uses related to county government. This would provide the county with additional revenue until such time as the space might be needed by the county.
 - o The projected excess space is not large enough to allow any of the current FCGC buildings to be completely vacated or sold.
 - o The county will be vacating about 29,000 sf in the Municipal Court building, reducing their total county space inventory.
 - o In situations where the owner has extra building space, consolidation of space usage is recommended to keep entire floors vacant, reducing operational costs for electrical, heating and cooling, maintenance, etc. This approach also helps prevent agencies from "spreading out" and getting used to using space inefficiently.
 - o Vacant space can be valuable as temporary swing space. Swing space functions to allow an agency to move from their current space into the swing space while renovations are completed. This makes renovations more cost efficient and minimizes the impact to staff while construction work is underway.

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7. As expected, there has been some fragmentation of agency space over time due to lack of available and directly adjacent expansion space for each agency. This has resulted in some space allocations that occurred simply because there was no other option, not because the location of the available space was the best operational choice for that agency. To improve agency operations, we recommend consolidation of these fragmented spaces with the main body of each agency wherever possible. As an example, the Sanitary Engineers office is split into two different areas on the 2nd floor of Memorial Hall. Other examples include Common Pleas Adult Probation and Prosecutor – Tax division. These splits typically create operating inefficiencies and duplication of certain spaces such as reception and copy workrooms.
8. Recently proposed or potential legal changes, new technology initiatives, trends toward more regional cooperation between governmental entities and funding uncertainties were the main reasons why some agencies don't have a clearer understanding of their future staff/ space needs.
9. The need for the county to vacate space in the Municipal Court building will require space for two groups currently on the 5th floor of that building; Children's Services - Legal division, and the Common Pleas Adult Probation (CPAP) lab and training center. Recent state legislative changes prohibit duplication of supervision programs, which also leads to the possibility of co-locating Municipal Probation with CPAP. The use of Municipal Probation space in a county building may require a lease agreement between the County and the City of Columbus, but also has the potential to create additional revenue in support of the construction costs.
 - o The DR & Juvenile Court strongly opposes co-locating the entire Juvenile Probation agency with Common Pleas Adult Probation, but appears open to discussion about areas where some facility sharing could occur to avoid some duplication.



Karnes Building (Annex), Bridge to Municipal Court, 373 entrance

10. Additional space required for agencies interacting with the DR & Juvenile, Probate and Appeals courts will be accommodated either in the Franklin County Courthouse (FCCH) or in HOJ by moving certain existing agencies from the FCCH into a renovated HOJ or by reconfiguring existing space for better operational efficiency. The potential move of Common Pleas Adult Probation into the HOJ from the Muni 5th floor and FCCH 10th and 11th floors is an example.
11. The most mentioned/ requested amenities in our agency discussions were;
 1. additional parking
 2. a wellness/ fitness center
 3. daycare facility

There are precedents for third party operators running such facilities in other public buildings. The main concern over providing fitness center and daycare facilities would be in identifying the funding sources to pay for the ongoing space costs, while also avoiding creating facilities that require ongoing subsidies or that create additional liability. Such facilities would not be easily accessible or available to the many county employees located outside of downtown, and therefore represent an “asymmetrical” benefit. We suggest that if this third-party approach is formally studied that “daycare” broadly consider both child and adult eldercare needs.

12. The Department of Homeland Security & Justice Planning (DHS&JP) has a regular need for large group and regional meetings. The resulting parking demand, need for regional involvement and some projected staff growth suggest that DHS&JP might benefit from a location outside of the FCCH. This agency has moved four times in 10 years, suggesting that in choosing their location, they require more space flexibility. Moving DHS&JP off the 25th floor would allow HR and Purchasing some space flexibility for potential new initiatives, such as regional contract administration, training space or further centralization of HR functions from individual agencies, while giving DHS&JP more options for growth and change.
13. Hard copy drawings and specifications of county buildings are stored at Miller Hall 2nd floor at the Alum Creek center and in the basement of Muni. The drawings are scanned before storing, but not necessarily the specs. A more secure, fire-protected location may be needed to protect these hard copy records.
14. Some agencies have moved into inherited space that was originally used for other purposes. The space they inherited was not significantly modified before their move and the agencies have been able to make only slight modifications to their space. This generally means that the existing space is not as well adapted to their work needs and operational processes as it could be, resulting in inefficiency or a lack of ability to comply with county space standards. The Adult Probation space on the 10th floor of FCCH is an example.



Service Building

15. Public parking at the FCGC is currently perceived to be inadequate for some agency needs. As an example, CSEA in the Service Building, 80 E. Fulton, has a high morning peak parking demand due to their client check-in requirements. Parking demands are complicated by the fact that the public may not be aware of available parking options, such as the new 770 space CDDC garage at Rich and Front.
- The March 2009 parking study, conducted by MORPC and Walker concludes that a current parking demand exists for 4,162 parking spaces. Between the parking garages, county surface lots and restricted parking, Franklin County can currently provide about 1,949 off-street spaces, about half of the estimated daily parking demand. **See Tab 5 for Off-Street Parking Analysis.**
 - The parking shortfall has been partially offset by the recent move of about 250 JFS staff from 80 E. Fulton to Northland Village.
 - Analysis of the surface parking between the Commissioners' parking garage and 80 E. Fulton shows that there are about 64 existing parking spaces, and that this footprint could allow an addition to the Commissioner's Garage if desired. The existing garage ramping layout appears to support such an addition, and would allow approximately 60 cars per level to be added without adding parking staff. This addition would be very appropriate for all day staff parking. **An overall total of up to 540 additional spaces could be provided, depending on the number of parking levels built.** A similar option was reviewed in the MORPC parking study and was determined to be financially feasible.
 - As basement level changes are made, adequate restricted parking should be planned for future judges and elected officials in the FCGC. Using the recent decision to provide Civil/Criminal magistrates with restricted parking in the Common Pleas Courthouse (CPC) as a potential precedent for all magistrates, a shortfall of 43 restricted parking spaces is projected for 2030.
 - Previous investigations showed that, if desired, surface parking at the 50 E. Mound Street site could be increased from approximately 77 up to about 160 spaces, however, this would be in conflict with the recently approved community gardens.



Commissioner's Parking Garage

- **Our parking analysis, using some information from the MORPC parking study, (which was not strictly limited to FCGC needs), suggests a current FCGC shortage of approximately 625 off-street parking spaces.** Parking availability in the south end of downtown appears adequate in total, but available FCGC public parking may not be “convenient” (close enough) to the FCGC, requiring a walk of up to several blocks. The public is also less familiar with area parking options than employees. While the COTA pass program currently has about 350 county employees signed up, it may be quite difficult to close the remaining demand gap through the COTA program alone. Increasing the parking cost in the garages may encourage employees to use other options, opening up spaces for the public and increasing parking revenue. **See Tab 5.**
 - The current perception of many agencies interviewed for this study is that there is inadequate parking available at the FCGC. This perception makes it difficult to suggest new initiatives that would bring more outside groups or non-FCGC staff to the FCGC during normal business hours. Expanded after-hours activities in the FCGC would have adequate parking, but may require adjustment of parking garage staffing/ hours of operation.
16. The planned reconfiguration of I70/I71 changes Fulton into a one way east bound multi-lane street and Mound into a one way west bound multi-lane street.
- It is assumed that the existing meter parking spaces on Fulton between High and Front would be eliminated when reconfigured, as well as the curb lane spaces directly adjacent to Municipal Court. These 34 meter spaces provide some critically needed short term parking spaces, while the curb lane spaces are regularly used by law enforcement officers bringing detainees into Municipal Court.
 - The changed traffic patterns around the FCGC should be studied for their impact on delivery patterns to both the FCCH 1st floor off of Fulton and JDC lower level off of Mound. We believe that back-in and back-out operations will no longer be feasible during peak traffic conditions, possibly requiring more internal maneuvering space for delivery trucks or the use of smaller trucks with more frequent deliveries. This may require relocating some functions out of the loading zones at FCCH and JDC. Long

- term (year 2030) ODOT traffic projections for Mound and Fulton show one way traffic levels that are similar to current two way levels.
- Long term plans to convert Front Street to a full two way street should be studied for impact on JDC parking garage traffic patterns, particularly for parking entry/ exiting. In particular, north bound traffic on Mound would be making a left turn into the garage against south bound traffic which will create some north bound backups.
17. In aggregate, the Board of Elections, Public Health and Office on Aging have outgrown their current space at Memorial Hall. Relocation of one of these groups, most likely Board of Elections, would satisfy future on-site administrative space needs for the remaining groups. Both BoE and Public Health still have some unresolved needs for off-site warehouse space. At that time, the Sanitary Engineers agency should be moved into one common location. The existing Sanitary Engineer space could then be developed as additional meeting space.
18. The current location of the Mail Room doesn't allow for expansion and is undersized for this function. A new location would allow for a streamlined distribution process and additional equipment and should be considered for a central location on a lower floor of either the FCCH or HOJ. One option would be to locate the Mail Room in the 8th floor Data Center, providing needed expansion space for mail services, as well as simplifying transport issues for high volume "summonses" mailings being prepared by Clerk staff. These summonses are printed by the Data Center.



Mail Room

- At least one elevator could be programmed/modified to provide 8th floor access to permitted county staff (only) for convenience mailing out of the Mail Room. One solution would be to allow staff access to the 8th floor stop for the public elevators on banks 8-16 and 16-26 through the addition of access card readers. Additionally, the "foodservice" elevator on the 8-16 bank and the existing "elected officials" elevator 8th floor stop on the 16-26 bank could be used. Convenience mailing for DR&Juvenile Court could be

- handled either with a per floor pickup or via added stops to the “foodservice” elevator as discussed later in these findings.
- The 16th floor space freed up by the Mail Room move would make for a usable medium size meeting/ training room, small office suite for public media use (Columbus Dispatch, etc.) or could be used as temporary staff space for “upper tower” agencies like the Treasurer and Auditor. Due to existing foodservice adjacency, the current Mail Room space could also continue to be used for lunch based events and meetings.
19. The Data Center space is inconsistently used by various agencies, particularly the larger ones. We noted several agencies, such as the Auditor, who do not house their servers in the Data Center. The most frequently cited reason for not using the Data Center was the agency desire/ need to have their IT staff in close proximity to both staff offices and to control access to their servers. While the trend toward off-site hosted servers in dedicated data centers may be evaluated as a possible long term operating model for Franklin County, the availability of suitable space in the FCGC provides a viable option for future agency needs.
20. Long term trends in both private and public sector projects have generally been toward smaller individual workstations/ offices, expanded use of telecommuting, use of shared “hoteling” staff workspace and shared conference space. These and other similar strategies are designed to reduce the amount of space required, and to make sure that space is being used more intensively. These strategies are widely used in many organizations; however, implementation should only be used selectively, based on the needs and functions of individual agencies and departments. These policies would work to reduce the required amount of agency space over a long period of time (as agency space is reconfigured) but such potential policies are not assumed in space projections in this planning report.
- The current Franklin County space standards appear to be in substantial agreement with current industry standards. The current weak points in county space standard implementation is on the following points: 1. More staff request private offices than are actually needed, 2. In general, private office sizes exceed functional needs, and 3. spaces existing prior to implementation of the space standards are informally “grandfathered” from complying with the current standards. Non-compliant spaces can only become compliant by being fully renovated, which requires funding.
21. In some cases, records are retained longer than required in the retention policy due to a perception that it is less expensive to retain records than to commit staff resources to the task of scanning and disposing of old records. We believe there is justification for a limited amount of on-site central records storage that could reduce the cost of off-site records storage and improve staff access by being located inside security screening.
- Follow-up discussions with each FCGC agency would better quantify this amount, but due to available excess space in the Services Building and in the HOJ, the use of all current off-site storage space involving third party owners should be reviewed.
 - A number of agencies indicated an interest on having convenient storage space at the FCGC on lieu of off-site space, including (but not limited to) the Auditor, Clerk and Prosecutor.
22. Scanning records has become an ongoing part of many agency operations. Agencies are increasingly attempting to create non-paper information flows through the use of electronic forms, etc. It is unclear as to whether there would be a benefit to creating a central scanning center, since it is possible that each agency would use a different process for document scanning and use, requiring cross training for central scanning center staff. For this reason, a

scanning center would likely require specialization of staff, so economies to the County would be mainly due to space and equipment sharing. The justification for a centralized scanning center is unclear.

23. HOJ will likely provide access to all floors from all public elevator cabs. If desired, a restricted staff elevator could be set up using the “judge’s” elevator (#7) on the north side of the building. This elevator has the benefit of serving floors basement through 10, simplifying records transport to and from staff only storage areas.
 - As an additional option, if functions with high traffic volume are located on lower floors, they could be provided with dedicated elevators/stairs.
24. The second floor of HOJ is a partial floor with a two story lobby running the full north-south direction along High Street. Sheriff jail administration could relocate to the 2nd floor of HOJ from the 2nd floor of the jail, maintaining a direct and controlled circulation connection to the jail via the existing transfer bridge. Jail Records could move to the 3rd floor for proximity to Adult Probation and access to the Municipal Court bridge. These moves would then allow the county to easily add new bed capacity in the vacated 2nd floor space in the jail, or the sheriff could use the space for other jail operation needs.
25. Current elevator service to the DR & Juvenile floors 3-6 of FCCH is available from only three (3) elevators. This appears inadequate during peak morning court activity. As more courtrooms are used in the future, demand will increase and the current waits have the potential to become even longer. In addition to the recommended move of the DR & Juvenile Clerk down to the concourse level, one option to improve response time is to identify additional elevator cabs that could serve floors 3-6 without creating an adverse impact on service to other floors. The potential use of the “foodservice” elevator on the floor 8-16 bank would allow the Public Defender, Prosecutor, and other DR & Juvenile Courts related groups to have direct access to floors 3-6 by adding a new hoistway entrance to this elevator on those four courtfloors. The “elected officials” elevator could also be used by permitted county staff to add better access to these same floors. This strategy would speed up courts agency staff access to the courts and would take some load off the existing elevator bank serving floors 3-6. Currently, those going from any of the upper floors (Prosecutors and Public Defenders) down to the DR& Juvenile Court must go down to the 2nd floor and then change elevators to go back up. The process of changing elevators is inefficient, and adds traffic load and time to the work process.
 - Option: further public and staff access could be provided from the second to the third floor by providing a public stair. This would reduce elevator demand (and frustration) of waiting for an elevator. The preferred location for such a stair would be on a line of sight with the existing elevator lobby on the FCCH concourse level serving floors 3-6. An open public stair currently connects floors 3-6 near the elevators serving those same floors. No comparable public stair access is provided between the second and third floors. The 24’ floor-to-floor height between the second and third floor would admittedly be daunting for some visitors, but would provide an additional option to increase circulation capacity in this busy area.
 - Access to the FCCH concourse level elevators serving floors 3-6 could be opened up to permit easier access to the elevators. This could be easily done by removing a portion of the existing south wall at the DR& Juvenile elevator lobby.
26. The JDC residential program has space for approximately 132 beds. As county population grows, it is possible that at some point in time JDC will require more bed capacity. Current usage is averaging about 80 beds per night and has been dropping due to national and state initiatives to reduce juvenile detentions. If these trends were reversed, bed capacity could be

increased either by transport to another off-site location, or by displacing some existing functions in the JDC to allow additional residential program space. One growth option would be to move certain functions out of the JDC 1st floor to provide additional space for an expanded juvenile detention bed unit. For example, the Assignment office in JDC exists as a convenience for attorneys, not because it is efficient for DR& Juvenile Court to operate. The DR& Juvenile court administrator would prefer a consolidated assignment office in FCCH, with the 4th floor as a likely location. The court electronic monitoring office, currently in JDC, would also be more efficient if located with Juvenile Probation in FCCH.

27. Community Service offices are currently on the 15th floor of FCCH, and are separate from the delivery areas where the supervised offenders are picked up and dropped off. The Community Service workroom is in the basement of the Services Building. This results in much unnecessary transport of recycling materials up to the 15th floor, and then back down to the basement levels for pickup.
28. The idea of a conveniently located multi-agency one-stop payment center has been discussed for the FCGC. While space could be made available in either the FCCH or HOJ first floors, the main issue with a shared payment center appears to be how it would work from an agency operations standpoint. For example, would the payment center staff have enough training to handle any type of transaction? Or would a staff person from each agency need to be in the payment center? A single payment center could have an impact on agency staffing efficiency. A single payment center appears to have some merit as a public convenience, but will require discussion and direction from the county on how to proceed.
29. Additional usable area could be captured on many of the FCCH floors by reconfiguring the “race track” circulation loop around the building core to a ‘Z’ configuration, using the elevator lobby to connect the two code required exit stairs. Under the current Ohio Building Code, both the HOJ and FCCH are classified as high-rise buildings, triggering additional safety precautions. Renovation of these areas could therefore require enclosing the elevator lobbies. Any planned use of recaptured primary circulation space around the building core should be further reviewed by and coordinated with the Columbus Chief Building Official (CBO).

2. Create “surge” space. Several agencies, especially the Auditor, Treasurer, Board of Elections, and Public Health have regular needs for “surge” space due to recurring peak staffing events that are either scheduled (such as Elections or tax payments) or due to emergencies (epidemics and Public Health immunizations). The need for appropriate additional space is not constant, but the space needs to be available when these events occur, and ideally should be adjacent to or a part of these agency spaces. We conclude that the surge needs for the Auditor and Treasurer can be met in the FCGC with some reconfiguration. We conclude that the needs of Board of Elections (BoE) and Public Health can’t be met in the FCGC due to their unique requirements, equipment and functions. We therefore recommend that long term solutions for BoE and Public Health be met at non-FCGC locations. **See Agency Space Summary in Tabs 9 and 10 for detailed projections.**
 - Public Health main issues are related to the lack of air conditioning in their off-site mobilization (storage) facility and a shortfall in storage space. Their administrative functions work well and can continue in their current Memorial Hall location with some attention to additional emergency preparedness storage, creation of a central file room and restoration of lost clinic space.
 - Since we are not recommending relocation of the Auditor and Treasurer, surge space for Auditor (property reappraisals) and Treasurer (delinquent tax) should ideally be located on the upper tower elevators (floors 16-25), near their current locations.
3. Consolidate space fragmented agencies in one location. As identified in this report, provide long term agency locations that bring together agency operations in one location where possible. This will improve agency operations, while allowing adequate long-term growth space to be provided.
4. Locate private offices toward the interior of the floor, not on exterior walls. As interior space is reconfigured over time, private offices and conference rooms are recommended to be located toward the building interior core, with open office workstations located around the perimeter. This approach will maximize the use of day lighting for the benefit of county staff and allow the county to implement additional reductions in the use of energy for lighting by using daylight “harvesting”/auto-dimming.
 - If private offices must be located on exterior walls, provide glass clerestories, sidelights, etc. to allow natural light to penetrate into the interior of the floor.
5. Implement improved space usage as agencies are relocated. Using the current Franklin County space standards, implement improved use of available space to match current and projected operations.
 - Where possible, develop a common dimension in the space standard to develop a repeatable dimensional module across the floor plates. The goal of this recommendation is to focus on moving people, not walls and workstations, simplifying change management and saving construction cost, time and inconvenience.
6. Review current off-site storage being used by all Franklin County agencies to determine the amount of space being used and annual cost. Consider using long-term excess (vacant) space in the HOJ and Services buildings for records storage as a cost saving strategy. This approach would free up funds in agency budgets and would provide much faster and more convenient access. Using low to medium intensity storage as a space “placeholder” is a good strategy until the space is needed for other purposes, especially when a space surplus is projected.

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- Review storage uses with existing floor structural capacity to avoid structural retrofits.
 - Determine if a temporary (but intensive) scanning initiative could bring agencies into better compliance with records retention policies and save funds being spent on storage. Current practice by county agencies suggests that it is cheaper to pay to store records than to hire additional staff to scan and dispose of records.
 - With a space excess projected at the FCGC, it may be prudent to consider moving certain off-site records storage back to the FCGC for the foreseeable future, especially if the county is paying a third party for use of the storage space.
7. Provide some on-site central storage for agency use. For storage needs of individual agencies, where access is less frequent, but still needs to be at the FCGC, a limited amount of central storage area with lockable dividers for each agency could be provided. This may allow some agencies to eliminate the expense of third party off-site storage while improving speed of access and security. An initial list of agencies that have indicated an interest in on-site storage includes (but is not limited to):
- Auditor, Clerk of Courts, Prosecutor
8. Implement further wayfinding improvements. As agency locations are finalized in HOJ and FCCH, implement wayfinding improvements using the new signage standard established in the CPC and pavilion. Include touch-screen displays and electronic directories coordinated with the county website to allow visitors to create a customized map/visual guide to their destination. Create a complete signage system, starting with the initial exterior street/ vicinity signage directing the public to parking places. Use two sided stand-out (flag) signs at interior soffits in lieu of current curved soffit signs which can't be read at an angle.
- Use of scannable “QR” codes on written material and signage would allow cell phone users to quickly access additional information.



373 High Street entrance, Hall of Justice, Dorrian Commons in foreground

9. Move the Law Library back to the 10th floor of HOJ. The 10th floor of HOJ is recommended because this floor was designed for the higher than normal floor loads associated with a library. In addition, the exterior precast cladding at this floor provides only a narrow ribbon clerestory window lacking outside views, making this floor infeasible for general office use, but would continue to work well as library space. This location will not require the expense of structural upgrades that a location on the other floors will require.
10. Create a contingency space plan for continuity of government during emergencies. This recommendation is based on discussion with Homeland Security and Justice Planning (HS&JP). Identify and prioritize critical services, create an activation timeline and develop a plan to provide emergency space for critical services. This contingency planning and implementation should be coordinated between the Board of Commissioners and HS&JP.
11. Leave Domestic Relations and Juvenile Courts in their current location. Due to the number and size of groups interacting with Domestic Relations and Juvenile Courts, the amount and type of space required, the cost of building new interior space and special connectivity required for secure juvenile transport from JDC to the Courts, it is strongly recommended that this Court remain in its current location. This is consistent with the 2007 Master Plan recommendations. Additional space required for expansion of the DR & Juvenile Courts through 2030 and beyond would be accomplished by moving the DR & Juvenile Clerk from the 4th floor down to the main concourse level of FCCH (2 floors down from current location) and moving Juvenile Probation, electronic monitoring and Family Assessment to a nearby (but non-court floor). The current shortcomings described by the DR & Juvenile Court focus on operational concerns over security and a lack of long term growth space, not on concerns or comments that current space sizes, layouts and relationships were unsuitable. An additional judge and four (4) magistrates are projected by 2030, requiring three additional courtrooms/ hearing rooms at current sharing ratios.
 - In order to free up the needed future expansion space for DR & Juvenile Court, PFM administration and probably Sheriff Real Estate would move out of the FCCH concourse level. The HOJ is recommended for PFM and the Sheriff as a long-term location due to its central location and good connectivity to the buildings in the FCGC.
 - As part of this recommendation, investigate the feasibility of adding a mezzanine at the basement and between the 2nd and 3rd floors of FCCH to make use of captured space for records, storage and other related needs of both the Clerk and Franklin County PFM. The 24' floor-to-floor height should be more than adequate to add this function if structural conditions and capacity permits. If the mezzanine was structurally and operationally feasible, the Sheriff Real Estate group could remain in their current location or could relocate into the HOJ. The most cost efficient solution long-term solution would be to move the Sheriff Real Estate group and not build a mezzanine.
 - Add elevator service in FCCH from both the “foodservice” and “elected officials” elevator to floors 3-6. This will provide an especially useful option for juvenile prosecutors to get to the DR& Juvenile court floors, minimizing confrontation risks on public elevator bank 8-16.
 - Open up the concourse level elevator lobby to floors 3-6 for improved access and queuing space.
 - Optionally, add a public stair at the second floor FCCH concourse to connect up to the third floor DR& Juvenile Courts lobby.
12. Move Adult Probation into HOJ from Muni and FCCH. Leaving Adult Probation on the same elevator bank with Prosecutor offices is not recommended. At a minimum, these two uses should be served by different elevator banks, thus improving security through separation.

For this reason, these two uses should not both go into a renovated HOJ. Based on adjacency needs, this decision leads to adjacency grouping with those certain agencies that need to be near to the Prosecutor or Probation. Adult Probation will clearly make the better use of HOJ space due to HOJ detention cells, connections with the jail, and regular needs to arrest Probationers. Adult Probation must also move a significant portion of their operations out of Muni in order to facilitate Muni renovations. Moving Adult Probation is the key that unlocks the ability of Franklin County to carry out a long-term space plan that responds to both current and future space needs.

- A location in the HOJ mid floors is recommended to provide additional flexibility by allowing this agency to grow up, down or both.
13. Co-locate Municipal Probation and Adult Probation using shared adjacent space. This will allow more effective shared use of common resources such as Labs, Training and reception areas, and will simplify compliance and increase flexibility in complying with new state regulations that prohibit the duplication of supervision between courts.
 14. Relocate the Prosecutor Property Room out of the Karnes Building. This would benefit both the Sheriff and Prosecutor and is strongly supported by their staff. The Sheriff would then have additional space for current operational needs in the Karnes Building, while the Prosecutor would benefit from increased evidence security, better control of evidence chain of custody, and much more convenient access for the Prosecutor's staff, since evidence would stay inside the FCGC security perimeter. The Karnes building would become dedicated for sheriff operations only. Current additional sheriff operation needs include SWAT staging area, interview rooms, SORN registration and a security vestibule.
 15. Relocate the Mail Room and provide space for Clerk summonses staff at the 8th floor Data Center. The 8th floor Data Center location would help streamline current volume mailings such as summonses generated for the Clerk through Data Center printers.
 - The Columbus Dispatch space is recommended to be relocated from the 15th floor into a portion of the existing Mail Room on the 16th floor. The remaining portion of the old Mail Room can then be made available for other media organizations.
 - A reconfiguration of Columbus Room space on the 16th floor could also be used to create some "surge" or swing space for periodic Auditor, Treasurer or other agency use during peak work periods.



FCCC1 (Jail) looking southeast from Mound/ Front Street

16. Relocate Sheriff's jail administrative unit and jail records from the Jail (FCCC1 - 2nd floor) into the 2nd and 3rd floors of the HOJ. With this move, the county would then have the ability to easily and economically add additional cells/beds (when required) on the 2nd floor of FCCC1. The Clinic could remain on the 2nd level of the jail, but the existing public entrances off Deputy Park could then be closed, as well as the stair access from Front St. Visitors would continue to have access via the 1st floor elevator. Deputy Park space could then be used as a controlled outdoor area by sheriff staff.
 - The Sheriff's office and Real Estate group is recommended for the 2nd floor of HOJ at such time as their current space is needed on the FCCH concourse for DR& Juvenile Clerk operations. The close proximity to the security command center would be beneficial to the Sheriff, especially if unified security command is implemented.
 - Adult Probation has regular interaction with sheriff operations, including jail records, making co-location in the HOJ a good fit.

17. **Option:** Relocate Probate Court - Marriage Licenses into the HOJ. The large amount of walk-in traffic and need for a mediation center will require some space reconfiguration for Probate Court to stay in their current location. Long term staff projections suggest Probate Court will outgrow the 22nd and 23rd floors without some other adjustments on the 22nd – 24th floors.
 - This preference of Probate Court is for Marriage License to remain near the main Probate functions. This is primarily due to a regular need for assistance from the Probate magistrates in handling certain issues that may arise in issuing a marriage license. For this reason, a move to the 2nd floor of HOJ should be considered only as a long term option for Marriage License, after the Court outgrows all available 23rd floor space. For the public, the 2nd floor of HOJ would be a convenient location for the Marriage License function, but the staff support/ work process issue would have to be addressed.

- Relocating the Probate Court – Marriage License function from FCCH 23rd floor would open up additional Probate Court staff growth space.
18. **Option:** Consider the creation of an Employee Wellness center. If such a facility was provided, it could be operated by a third party, and could be self-funded by member dues. Recommended location is the 3rd floor of HOJ.
19. **Option:** Relocate Clerk - Appeals Court to the Appeals Court floor. This court has little public interaction, but existing Appeals Court space does need some changes to improve functionality and use of unused and underused space.
- The Appeals courtrooms can continue to be on an adjacent floor from staff offices.
 - If Appeals Court remains on the 23rd and 24th floors, the vacant Appeals law library on the 24th floor could be reconfigured to allow the Clerk – Appeals to move up one floor and into this space. This would simplify file transport and would further open up staff and courtroom expansion space on the 23rd floor for Probate Court.
 - The 23rd floor conference room space used by Appeals Court could be provided in reconfigured space on the 24th floor, which would be more convenient for Appeals Court staff and would open up additional space on the 23rd floor for Probate staff growth.
20. Convene regular discussions among Franklin County justice agencies that may have an interest in developing the requirements for new justice system capabilities. These discussions would probably include representatives from each of the courts, the Clerk, Prosecutor, Public Defender, all Probation groups and DHS & Justice Planning. New justice system capabilities may include:
- Creation of a formal mediation center. The location for a mediation center may not be directly adjacent to any particular court, but would be accessible/ available to all of the courts. This is in keeping with long term trends toward alternative means of resolving disputes and was mentioned as a desired initiative by Probate Court. This initiative should be further discussed with the Common Pleas DR& Juvenile and Civil/Criminal courts. A number of questions may have to be answered about day-to-day management and availability (scheduling) of hearing room space for the various courts before proceeding.
 - As recommended by the DHS& Justice Planning Board, consider creating an assessment center for a health incarceration program to deal with “revolving door” cases involving repeat offenders for drug and alcohol abuse, prostitution, etc. This would be a community based program, and could be easily accommodated in a renovated HOJ. The assessment center would provide multi-agency space and may benefit from sharing some resources with Common Pleas Adult Probation.
 - Create space in the HOJ for centralized specialized courts or functions, including drug and mental health, protection orders, etc. This approach could free up space for individual courts and may eliminate some duplication, offering some operational cost savings over embedding a specialized court/function within each individual court.
 - Create a post-judgment center(s) where involved parties would be guided through their responsibilities and process, including completion of forms, provision of required information (such as contact information and mailing addresses) and payment of court related costs. This may be most effective if provided in each court.

21. Designate some short term high turnover public parking. Consider designating a specific small area on the lowest level of the Commissioners Parking Garage for short term, high turnover parking use (less than one hour duration). This short term space would be used by those making payments or conducting other short duration business. These types of parking spaces will see higher demand as Fulton Street is reconfigured for one-way east traffic, as part of the I70-71 improvements.
22. Continue to support the use of employee bus passes on the COTA system and similar programs to increase the available supply of public parking spaces.
23. **Option:** As a long-term option to improve parking access, investigate adding on to the Commissioner’s parking garage. The addition would be located at the existing surface parking lot between the Commissioner’s parking garage and the Service Building at 80 E. Fulton. As a flat slab extension of the existing ramping system, it would be less expensive to build an addition than a stand-alone garage and would add needed parking capacity. This addition should be designated primarily for “all-day” county staff. A garage addition would potentially create a more efficient parking garage operation, as revenue would be added without adding more staffing. It is important to note, however, that long term demand is projected to exceed what can be added at the Commissioner’s garage, so this would only be a partial solution. **See Capacity Analysis in Tab 11.**
 - The capacity analysis shows a current and projected shortage of off-street county parking convenient to the FCGC. As building space fills up in the future, the parking demand also increases.
 - The existing 50 E. Mound site, at about 187’ x 312’ would be an appropriate site for a future six to seven level parking garage handling up to 1,300 parking spaces.
24. **Options:**
 - Location for Board of Elections:
 - The county would use, purchase or lease an existing facility; complete any needed renovations, and move both the BOE warehouse and BOE administrative offices into the renovated facility (location TBD). BOE would vacate their space in Memorial Hall and their warehouse space at Alum Creek.
 - or
 - BoE administrative offices remain at Memorial Hall and the existing warehouse facility on Alum Creek Drive is renovated and expanded to include additional climate controlled space and Print Shop operations.

Long term population growth will increase the number of voting precincts, requiring more staff, equipment, and storage and election night work space.

25. Relocate the Print Shop out of Memorial Hall. The Print Shop operation is inadequately housed in the basement of Memorial Hall. The existing space is too small, has problems with water infiltration and humidity, and needs to be in direct proximity to Board of Elections operations, especially near the Absentee Voting operations. A suitably expanded operation collocated with the Board of Elections is recommended. A new location could also provide this printing function with the expansion space needed to serve as a regional resource to other counties, especially for election ballots.
26. Relocate Community Service administration offices from FCCH 15th floor and Community Service workroom down to the lower level of FCCH to space currently occupied by PFM

security at the former Front Street entrance. PFM security colonels overseeing the Front Street bridge could be located in a small (north) portion of the existing sheriff offices once vacated. The sheriff's space has a restroom and direct access to the screening area.

27. When funds permit replacement of the exterior curtainwall system, expand the HOJ first and second floor exterior glass east to the exterior column/ wall line, enclosing the usable volume under the soffits and in the double height lobby. Usable space on the first floor is valuable due to visibility, connectivity and accessibility and should be maximized. This work can be done after initial renovation and occupancy of the HOJ.

- While there is currently a general excess of space in the FCGC, the HOJ renovation phase is the only opportunity to capture wasted and relatively inexpensive new space for the recommended functions in this valuable and visible location. Using excess space on upper floors has limited usefulness, especially for large groups of people.
- The current configuration of the HOJ vestibules at the sidewalk level signals that these are still entry points, when they are not and they will not be used as entrances in the future. These unused features confuse visitors to the FCGC and contribute to the dated look of the HOJ. Removal of the vestibule entrances will improve wayfinding by signaling that entrances are through the 373 entrance and the new 365 main entrance at the pavilion/ connector.
- Second floor HOJ space allows some key Sheriff jail functions to move into HOJ while remaining connected with the jail via the secure transfer bridge, opening up usable space on the second floor of the jail. Strategically, this opens up the option for the county to easily and economically expand jail bed capacity when needed. **See Appendix F – Entry Level for conceptual plan**

28. Identify and provide space for high value/ low cost amenities. A number of potential amenities have been identified that would add to usability of the renovated HOJ and FCCH facilities by the public. A current working list of such amenities includes:

- Short term visitor storage lockers (luggage, etc.)
- Self-service post office
- Wired funds transfer center (Western Union, etc.)
- Shipping/ printing center (Fedex/ Kinko's, etc.)
- Dry cleaning drop-off/ pick-up
- Education center for after-hours classes (using proposed 1st floor conference center)
- Job application center (using interactive kiosks/ computers)
- Historical display area (showing/describing history of Franklin County)
- Convenience retail/ news stand
- Bank ATM center (multiple bank options)
- Public lounge with some seating/work surfaces. The public lounge might be part of the recommended green "oasis" that would be created by enclosing the outdoor space between HOJ and the FCCH concourse. May provide rooftop photovoltaic panels feeding electrical plugs to charge laptops and other portable electronics). Include Law Library terminals in the lounge to increase library visibility.
- Payment kiosk for Franklin County agencies.
- Public information center
- "Benefit bank" providing available benefit information to county residents
- Etc.

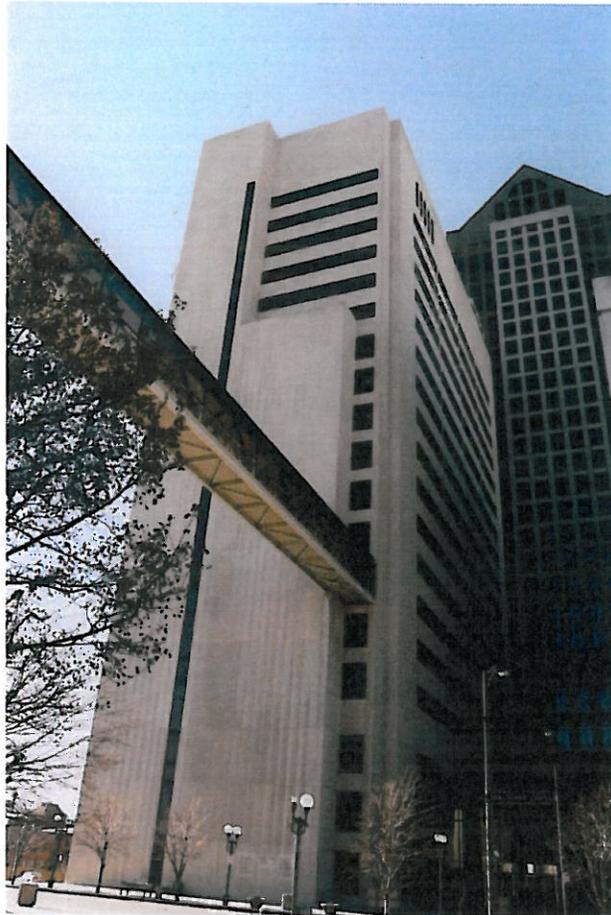
29. Relocate the FCCH basement command center up to the HOJ first floor. The existing command center in the basement of FCCH may continue to serve a future purpose related only to the FCCH, but is too small to meet the needs of a command center for the entire

FCGC and is landlocked by its location. In addition, the renovation of the HOJ will require provision of a “fire command center” on the first floor level. This space is mandated in the Ohio Building Code for high-rise buildings, and will be required to provide fire personnel with controls and capabilities that are similar to the day-to-day needs of the security staff. As was done in the Common Pleas Courthouse, such a command center can share space and equipment costs rather than duplicating them. The space occupied by the existing FCCH command center could then be used for other purposes. **See Appendix F – Entry Level plan for conceptual plan.**

30. At such time as unified security is implemented, consolidate two existing security screening areas at the 373 entrance into one. This will reduce the cost of operations and ensure consistent screening standards. **See Appendix F – Entry Level plan for conceptual plan.**
31. Strengthen public art programs. Using budgeted art funds, conduct a curator review of art currently on loan from the Columbus Museum of Art, and develop a plan for repositioning some of the existing art works into areas of the FCGC where they will be more easily seen, better displayed and more accessible to the public.
32. Complete recommended repairs in FCCH and JDC. Potential non-HOJ related projects were studied in the planning process to determine if some HOJ project funds might be needed for beneficial early improvements in other FCGC buildings. The recommended HOJ budget can't absorb non-HOJ work scope within the recommended project budget and most of those potential items can be deferred. However, a few improvements were identified that should be considered and acted on in the next few years;
 - Most importantly, make repairs to the FCCH 6th floor roof and seal the parking deck at JDC above the interior space to eliminate existing water infiltration. This will make all of the indoor spaces usable for their intended purposes.
 - Modify elevator hoistway entrances in FCCH for the “foodservice” and “elected officials” elevators in coordination with FCCH agency moves after the HOJ is renovated.
33. Create a document center that would house important studies, reports and other similar material for long term reference and use by county executives. The commissioner's floor is a likely location.
34. Take advantage of long-term vacant space in the HOJ until needed by using vacant areas as “swing space” during FCCH (or possibly Muni) renovations. When any significant FCCH renovations are required, temporary buildout in vacant HOJ space will provide convenient staff access and will benefit the county by reducing renovation project costs and speeding up renovations in the FCCH.
 - As expansion space on a floor is opened up by moving out other agencies, the expansion space can be built out to meet agency requirements and then be occupied. This then frees up the previously occupied space on that floor for renovation, providing the opportunity to create space that is better used and which will be better designed for current operational needs. This “swing into expansion space” strategy will work best on floors where the existing main agency occupant must remain, such as the Prosecutor on the 15th floor of FCCH. This strategy is especially recommended for the Public Defender on the 11th floor and the Prosecutor on the 15th floor.
 - The 17th floor Treasurer space is in need of layout improvements to better match operational needs, and to reflect the recent “land bank” initiative. Since no expansion space is currently identified, the Prosecutor Tax division could occupy the 15th floor

Franklin County Government Center Facilities Master Plan – Phase 2
Hall of Justice Renovation and Related Projects
Analysis and Recommendations

- expansion space once vacated, providing an area on the 17th floor to renovate and provide Treasurer swing space.
- If vacated, the Columbus Room on the 16th floor of FCCH could be used as reasonably convenient short term swing space for any other upper tower agencies as their space is renovated for greater space and operational efficiency. This may be particularly useful for the Auditor on floors 19-21.



Municipal Court building and High Street bridge

35. Coordinate construction scope with the renovation of the Municipal Court building. In order to expedite the renovation schedule for the Municipal Court building, relocate Children's Services Legal group from the 5th floor of Muni into either the 3rd or 4th floors of the Service Building, or into the 1st floor of JDC. Floor build-out completion in the HOJ should be coordinated and prioritized in order to vacate needed space in Muni at the earliest possible date. This approach would suggest that space should first be completed on HOJ floors 4, 5 and 10 before all of the 1st floor space is complete.

Items Requiring Further Investigation

- Study structural and operational feasibility of installing a storage mezzanine between 2nd floor concourse and 3rd floor in FCCH for use by DR& Juvenile Clerk.
- Sheriff to verify timeline for expansion of jail records staff offices.
- DR & Juvenile Court to verify timeline for additional judicial staff.
- Potential replacement of existing steps at interior 373 concourse steps with a full width ramp.
- Unified security screening revisions at the 373 High Street entrance.
- New justice system programs and capabilities such as Mediation, Assessment Center, etc.

PROJECT SCOPE - GENERAL

PROJECT SCOPE - GENERAL

In developing the cost estimates for the HOJ renovation, we researched the project scope while coordinating with the various space program options. The 2007 Facilities Master Plan estimated the cost of a full HOJ renovation at about \$64 million. Due to current budget limitations, this study recommends a phased approach, with the 1st phase limited to the HOJ renovation. The items indicated below are “Base Scope” and would be completed within the currently recommended \$40.0 million project budget.

Other items listed as “Deferred” are not included within the recommended budget, but their costs have been estimated and they can be completed independently at a later time as funds become available.

Since final design investigations have not been completed, this document is not meant to define the final construction scope, but instead is intended to cover what is believed to be a realistic scenario in terms of construction scope and therefore serves as the basis for the various cost estimate scenarios that were studied. Decisions on final construction scope will require significant further investigation and analysis by the project architect and construction management team.

SCOPE ASSUMPTIONS

General

- Renovation will meet requirements for new high-rise construction per the 2011 OBC. Construction type IIA is assumed, allowing elimination of fireproofing on metal floor decks.
- New building systems (especially communications, security and building energy management) are to be compatible with recently installed systems for the new pavilion and new courts building.
- All existing critical to remain items are to be protected during renovation, including the new basement level switchgear, voice/data closet equipment on 1st and 3rd floors and new chillers and chiller loop piping running vertically from the 11th floor of HOJ down to the utility tunnel in the new pavilion and connecting to the new courts building.

Notes

- Emergency power provision via an emergency generator does not apply to this project since this building is on the redundant AEP spot network. The City of Columbus Chief Building Official (CBO) has accepted the AEP grid as a “reliable” power source. Therefore, a generator is not required for code compliance. We recommend FC plan for a future generator only if required for operational reasons.

RECOMMENDED PROJECT SCOPE

Phasing

This project work scope is expected to be bid as one bid package, with all contractors working off of one common set of construction documents. The recommended scope and approach minimizes future rework and allows floors to be built-out for occupancy when needed. The general scope groupings of the recommended initial renovation are as follows:

Abatement and selective demolition

- Building is abated and selective demolition is completed.
- Remove exterior stucco soffits.
- Re-fireproofing of abated steel will be deferred and will be done in coordination with interior mechanical rough-ins.
- Abatement starts in spring 2012, completion December 2012.

Exterior improvements

- Masonry and precast attachment repairs are made if necessary.
- The roof is replaced and a new secondary roof drainage system is added.
- Clean and paint existing exposed steel maintenance track and parapet bracing at roof.
- Install new insulated soffit above 2nd floor east side.
- Start construction work spring 2013, complete by December 2013.

Structural, building system and central plant upgrades

- Selective structural upgrades and floor infills are completed as necessary.
- Design and bid new elevators at the same time as other main building systems to provide best opportunities for buying elevator alternates. Install new elevators at hoistways 1, 2 and 9. Rewire other existing elevators to remain in operation and salvage usable parts from elevators being removed.
- Design team to investigate cost/ benefits of installing a new freight elevator in the HOJ at hoistway 3 (the southeast public elevator). The estimate assumes the hoistway at elevator 3 would be enlarged to allow installation of a material lift during construction. The hoistway at elevator 3 could expand from the current back of hoistway to the east core shear wall all the way up through the building. This modification will provide the ability to install a freight elevator serving all floors, but must be studied in greater detail to determine cost vs. benefits. In general, most elevators would be replaced per the recommendation of the separate Lerch-Bates Elevator Modernization Survey, completed December 22, 2011. This study forms the basis of the assumptions in the cost estimate for the elevators.
- Abate and selectively demolish all interior construction back to concrete masonry unit (CMU) interior walls at all chases and stair towers and to inside face of exterior precast / CMU at floor plate perimeter. **Option:** Add a public convenience stair between the 1st and 2nd floors.
- Remove existing escalators and infill new floor structure in existing floor openings at 2nd, 3rd and 4th floors. Existing escalator opening to be infilled is approx. 354 sf per floor.

- If structurally feasible without significant modifications, consider removal of four (4) existing central lobby columns supporting escalators at floors 1-3 for improved space usage in the central lobbies.
- Interior vertical building systems are replaced. All vertical building systems and central plant replacements and upgrades are completed for plumbing, HVAC and electrical (including telecommunications, security, etc.). These upgrades will make use of the recently completed HB300 chiller loop and related improvements.
- Install a complete fire suppression system. Extend or replace the existing limited area sprinkler system in the basement as required.
- Assume a new 4 pipe HVAC distribution system using the chillers and main chilled water distribution piping recently installed in the mechanical penthouse. Assume VAV boxes, variable frequency drives and pumps, condensing boilers, heat exchange at makeup air, CO₂ sensors and other high quality components designed to reduce the long term cost of ownership by reducing both utility and maintenance costs while improving indoor air quality.
- Assume an entirely new electrical distribution system back to the recently installed switchgear in the basement. Space permitting, install a new electrical service disconnect.
- 1st floor west is infilled/ expanded to connect to the new pavilion/ concourse. The first floor of the HOJ is opened up to the new pavilion concourse. Remove infill partitions along new pavilion concourse in coordination with first floor renovations to open up main level circulation options.
- A new at grade ramp is installed in the pavilion concourse adjacent to HOJ to simplify access from the FCCH concourse to the pavilion level concourse by replacing the existing low capacity lift.
- On the first floor west side, install topping slabs over existing structural slabs under all overhang areas to flush out with finish floor slabs inside HOJ and in the concourse. Assume terrazzo floor finish on top of new slabs to align with existing floor finishes. Existing 1st floor terrazzo to remain in HOJ and pavilion concourse.
- The existing detainee transfer mezzanine on level 5M (between the 5th and 6th floors) will be retained to provide future flexibility in building use.
- New fireproofing is installed in coordination with installation of new building systems.
- Start construction work as early as possible in 2013 and complete construction work as late as fall of 2014.

Floor build-outs

- Floors 1, 4, 5 and the mechanical penthouse are fully built out and made ready for occupancy. Floor 10 is built out only as required to support the Law Library (about 60% of the floor). Plan on 2-4 months of construction work per floor, depending on features, finishes and build-out requirements.
- Other interior floor build out is completed as funds are available.

- FC performs move management. Depending on concurrent occupant scope, it is felt that PFM can manage the move.
- Occupancy of floors July through September, 2014.

RELATED FUTURE MASTER PLAN PROJECTS IN THE FCGC

Once the initial HOJ renovation has been completed, certain other “follow-on” changes will be required in order to fully implement this master plan. The majority of the future work will involve building out the remaining shell floors in the HOJ and in selective renovations in the FCCH tower as some agencies are relocated to new long-term locations or as existing space is reconfigured to better support agency operations. **See the Phasing Plans in Tab 15** for the progression and sequencing of work. **See the Stacking Plans in Tab 13** for the floors that will be affected.

Future work in the FCCH tower as a result of implementing this master plan update will consist primarily of the following work items:

- New FCCH tower elevator hoistway entrances for “foodservice” and “elected officials” elevators.
- reworking concourse lobby level access to DR & Juvenile elevators serving floors 3-6 in the FCCH
- Selective demolition and new interior construction on floors receiving new agencies.
- Selective demolition and new interior construction to improve operating and space efficiency for certain agencies that will be growing or changing operations but are not planned to move. Examples include the Prosecutor and Treasurer.

Optional Projects

- adding interactive directories in the pavilion.
- reconfiguring the 373 South High security screening entrance based on unified command.
- adding a new ramp system in lieu of the stairs in the 373 concourse.

DEFERRED HALL OF JUSTICE (HOJ) WORK SCOPE

The following work scope items are not included in the initial HOJ renovation base scope and are recommended to be deferred to a later date as additional funds become available;

Exterior

- Replacement of existing glazing at east side of 1st and 2nd floors.
 - **Option:** Funds permitting, expand glazing line east to exterior wall face. Capture and renovate additional square footage for conference/ training use.
- Replacement of exterior curtainwall on floors 4-9 is deferred. The performance of the existing curtainwall system on floors 4-9 will be carefully studied by the design team, but is assumed to be removed in entirety and replaced. The new curtainwall system would use insulated glazing and thermal break vertical mullion caps to complement the pavilion and new courts building. Note that this scope item has been coordinated with the interior floor build-outs. Floors 6-9 will be vacant until funds are available for curtainwall replacement, simplifying the replacement process. This later work can be done while the building is occupied and without creating a large cost premium for completing the work. Floor buildouts are frequently done in occupied buildings, and the curtainwall replacement on floors 6-9 would be done prior to any occupancy of these floors.
 - **Option:** Remove intermediate vertical precast concrete fins on floors 4-9 to create a single curtainwall perimeter with a greatly reduced lineal footage of sealant joints. This will reduce air and water infiltration and simplify maintenance of sealant joints.
- Point, clean and seal all remaining exterior precast concrete.
- **Option:** clad existing brick with insulated metal panels to match the CPC and to visually unify the FCGC. If brick is left exposed, point, clean and seal brick.
- **Option:** replace High Street sidewalks in front of HOJ (only) to match adjacent new site construction at pavilion.

Interior

- Defer interior floor buildout work and restroom plumbing fixture replacements at basement and floors 2, 3 and 6-9. These floors would be vacant upon completion in the recommended project scope; however, the space on these floors is shell space ready to receive a future build-out.
 - The 6th floor buildout work would require coordination agreements with the City of Columbus as the Municipal Court building spaces are renovated, triggering a required relocation of Municipal Probation.
- Defer replacement of three (3) existing public elevators (#4-6) and the elected official's elevator (#7). The east detainee elevator (#8) would be abandoned in place or removed.

Add Alternates; Replace these public and staff elevators with any bid savings.

SCOPE PRIORITIES

Franklin County requested several different scope options for the HOJ renovation based on project funding limits of \$30MM, \$40MM and \$45MM. These options were developed to buy work scope in a logical manner. In general, the work scope follows the four identified scope groupings, but in some options this was not possible. In some cases, it may be possible to buy additional work scope through bid savings by including add alternates in the design and bid documents.

In general, we recommend that Franklin County consider buying design services that are up to 10% in excess of the desired construction budget, in order to be able to bid the optional construction scope and to take advantage of potential savings on bid day. By prioritizing the scope, bidders will understand the order in which the county would accept the alternates. The additional cost of the design services for these alternates is much less than the potential for bid savings and the opportunity for valuable added scope and purchasing ability on bid day.

If bid savings occur, we suggest the following buying priorities for the recommended **\$40MM Revised** option;

Priority 1 – Renovate remaining public and staff elevators 4-6 and 7

The estimated additional cost is approximately \$1.8 to 2.35 million to replace the remaining four (4) (non-base scope) public and staff elevators. These additional elevator replacements would be structured as individual add alternates to allow the county to tailor the contract scope to the amount of available funding.

Priority 2 – Complete south expansion and skylight enclosure

The estimated cost is about \$331,000, including additional fees. This would add an additional circulation option on the first floor by eliminating a “dead-end”, and would bring the remaining exterior space south of the HOJ into the interior, allowing creation of a public lounge. In the recommended project scope, this will be easier to achieve from cost savings than the elevators.

The estimated additional project cost to complete to complete the build out of each additional floor is up to approximately \$2,400,000, depending on features, finishes and density of occupancy. This per floor total includes the additional project soft costs of up to \$500,000 per floor for FFE, wayfinding, additional design and construction management fees, contingency, etc.

Further Cost Saving & Scope Options

Due to conservatism in the cost estimates, it is likely that Franklin County will realize some overall cost savings as the project is bid out. For this reason, we have provided recommended priorities for bidding additional construction scope. As contract scope is finalized with the design team, this prioritized additional scope would be the basis for add alternates.

This is an excellent time to buy competitive construction work. Should the schedule be significantly extended or delayed from our assumptions, the estimated costs will increase. The normal economic recovery cycle (now underway) places pressure on commodities and labor as demand increases. The cost of delay would initially be in the range of 3-5% annually. On a project of this size, the cost of delay will add at least \$600,000 in the first year (minimum 2% construction cost increases projected for 2012), and progressively more each succeeding year as the economy improves and demand for construction increases.

**FRANKLIN COUNTY COURTHOUSE & HALL OF JUSTICE
PHASING PLAN**

FCCH and HOJ Phasing Plan

This phasing plan is primarily focused on space usage and improvements to building space inside the existing security envelope and on the two county buildings suitable for long term mixed uses, the Franklin County CourtHouse (FCCH) and the Hall of Justice (HOJ).

Activities are arranged in chronological order within each phase. The renovation of the HOJ is the critical first step that allows space to be freed up in the FCCH tower.

Items highlighted in red are design/ construction activities requiring capital investment to complete.

PHASE 1

April 2012 to August 2014

HOJ

1. The HOJ is renovated and floors 1, 4, 5 and portion of 10th floor are completed for occupancy.
2. Adult Probation moves from 10th and 11th floors of FCCH and 5th floor of Muni into 4th and 5th floors.
3. Law Library moves from 6th floor of Muni back into portion of 10th floor. The 10th floor lacks vision windows and is already reinforced for file loads, making it ideal for this function.
4. 1st floor receives conference and training center, security command center, convenience retail and other amenity spaces

FCCH

5. Public Defender then has expansion space on 11th floor of FCCH. Build-out and reconfigure space when required.

PHASE 2

2015 or later

HOJ

6. Exterior curtainwall replaced. Remaining elevators replaced. HOJ basement, 6th floor and remaining portion of 10th floor are completed for occupancy. Portion of 3rd floor completed for Prosecutor Property room. **Option:** Renovate High Street streetscape to match pavilion.
7. Municipal Probation moves to 6th floor of HOJ.
8. PFM trades and workshop operations move from various locations in the FCGC into basement and 10th floors. PFM trades move out of 15th floor FCCH, Service building basement and any other locations to HOJ basement. Some restricted parking available in basement.
9. PFM facility records move into 10th floor from Miller Hall and Muni building basement.
10. Prosecutor Property room moves into portion of 3rd floor. Sheriff then has expansion space in Karnes building 1st floor.

FCCH

11. FCCH improvements are completed to improve access to “foodservice” and “elected officials” elevators and to open up DR& Juvenile elevator lobby on concourse level. **See Analysis and Recommendations in Tab 3 for more detailed information.**

12. Portion of 8th floor renovated for Mail Room and consolidated Clerk – summonses assembly. 10th floor renovated for Juvenile Probation and related functions.
13. Mail Room moves down to 8th floor. Clerk summonses assembly consolidated to 8th floor.
14. Vacated 16th floor Mail Room renovated for new function. Reconfigure portions of 17th floor and floors 19-21 as required for increased efficiency.
15. Juvenile Probation, intake/diversion and family assessment move from 4th floor to the 10th floor. E-monitoring moves from JDC 1st floor to FCCH 10th floor.
16. 4th floor renovated as required for new agencies.
17. CASA moves from 15th floor to 4th floor. Columbus Dispatch moves from 15th floor to renovated portion of space on 16th floor vacated by Mail Room. Other media organizations have space in remaining portion of vacated Mail Room.
18. Prosecutor then has expansion space on 15th floor. Build-out and reconfigure space when required. Reconfigure Prosecutor space on 13th and 14th floors for increased efficiency when required.
19. Children's Services - Legal moves out of Muni to temporary space in JDC, then to permanent 4th floor location.
20. CSEA liaison moves from 5th floor to 4th floor.
21. DR& Juvenile Court consolidates case assignment to 4th floor from floors 3, 5, and 6.
22. DR& Juvenile Court then has about 3,000 sf of initial expansion space on 4th floor and about 380 sf on each floor 3, 5 and 6 for new/ expanded uses.
23. Court of Appeals space on 24th floor reconfigured to accept Clerk- Appeals and for Court of Appeals operational needs.
24. Clerk – Appeals move from 23rd floor to 24th floor.
25. Probate Court then has expansion space on 23rd floor. Build-out and reconfigure space when required. Reconfigure portions of 22nd and 23rd floors as required for increased efficiency.
26. Reconfiguration of 26th floor can be done at any time funds are available.

PHASE 3

Completion by 2030

HOJ

27. Portion of 2nd floor, entire 9th floor and remaining portion of 3rd floor are completed for occupancy.
28. PFM administration moves from FCCH 2nd floor concourse to 9th floor of HOJ. PFM training/ conference moves from FCCH 1st floor to HOJ 9th floor.
29. DHS&JP moves from 25th floor of FCCH into 9th floor of HOJ. 25th floor Meeting room B used for other purposes or reconfigured. HR and Purchasing then have expansion space. Build-out and reconfigure space when required.
30. Sheriff jail administration moves into 2nd floor.
31. Sheriff jail records move into 3rd floor.
32. **Option:** Probate – Marriage Licenses moves into 2nd floor.
33. **Option:** Sheriff & Real Estate move into 2nd floor.

FCCH

34. If feasible/ justified, new mezzanine is constructed between FCCH concourse (2nd) and 3rd floors for Domestic/ Juvenile Clerk use.
 - Sheriff and Sheriff Real Estate have the option of remaining on the 2nd floor concourse only if mezzanine is built. Otherwise these functions would move into the HOJ 2nd floor.

35. If mezzanine is not feasible/ justified, coordinate additional DR & Juvenile Court expansion space needs timeline with Court, Clerk operations and Sheriff & Sheriff Real Estate office.
 - Sheriff and Sheriff Real Estate move into 2nd floor of HOJ.
36. PFM Security moves to FCCH 2nd floor near west screening station in portion of vacated Sheriff Real Estate space.
37. Community Service moves from 15th floor of FCCH and Service building basement to 1st floor of FCCH.
38. Vacated PFM and Sheriff space on FCCH 2nd floor concourse level is renovated for needs of the Clerk - Juvenile/Domestic division.
39. Clerk of Court – Juvenile/Domestic division moves from 4th floor into FCCH concourse level.
40. Vacated Clerk space in FCCH 4th floor is available for additional expansion use by Domestic Relations/ Juvenile Court for additional courtrooms/ hearing rooms and associated staff space. From current levels, the judicial forecast indicates the need for an additional judge, 2 additional domestic magistrates, and 2 additional juvenile magistrates by 2030. Build-out and reconfigure space when required.

FCCC1

30. Sheriff jail administration moves from 2nd floor into HOJ 2nd floor.
31. Sheriff jail records moves from 2nd floor into HOJ 3rd floor.
41. Vacated 2nd floor areas become expansion space for additional jail bed capacity.

PHASE 4

2030 or later

HOJ

42. Completion of 7th and 8th floor build-outs as space absorption in remainder of FCGC requires added space.
 - **Option:** Probate Court, Mediation Center and Assessment center occupy 7th and 8th floors.

FCCH

- Build-out remaining expansion space in vacant areas as required.

SERVICES BUILDING (80 E. Fulton)

- Build-out vacant space on 3rd and 4th floors as required.

EXECUTIVE SUMMARY

Executive Summary

Pizzuti Solutions, in our role as Franklin County's Owner Representative, created this master plan update at the request of Franklin County. The 2007 Master Plan, authored by Pizzuti Solutions and our consultants, looked at the Franklin County Government Center (FCGC) and potential uses for each existing building.

The focus of this master plan update was to provide the critical analysis and planning needed to create the best long term space usage for the Franklin County Government Center (FCGC) and to identify the best specific uses and agency occupants in a renovated Hall of Justice (HOJ) and Franklin County Courthouse (FCCH) tower. Planning considered occupancy and space needs for the remaining Franklin County Government Center buildings and for other agencies that might be appropriate for relocation to the FCGC. This report also provides an understanding of future projects that may be triggered in implementing the plan.

Now that the Hall of Justice has been vacated by the Common Pleas Civil/Criminal Court and ownership of the Municipal Court building is planned to transition to the City of Columbus, the next phase of development activity is ready to proceed. After careful study, this updated plan continues in the direction suggested by the 2007 Facilities Master Plan, creating an updated and detailed plan for the reuse of the Hall of Justice and a detailed long term occupancy plan for the Franklin County Court House (FCCH). This study also provides recommendations that will benefit other county agencies in the Karnes Building, Service Building and Juvenile Detention Center, and will benefit the City of Columbus as county agency uses are moved out of the Municipal Court building. The critical next step in implementing both short and long term FCGC planning is renovation of the Hall of Justice, and the recommended move of Adult Probation, Law Library and possibly Municipal Probation operations into the HOJ.

This study emphasizes;

Focusing on long term needs to 2030 and beyond
Maximizing flexibility
Minimizing future costs through “move once” planning

In developing this master plan, we met with Franklin County agencies about their long-term needs through the year 2030. While many agencies were unable to look that far ahead, much useful information was collected. In response to the unknowns and uncertainty, this master plan has built in significant flexibility, allowing future needs to be met in several locations. It became clear that both the FCCH tower and the HOJ would be best occupied by a mix of government agencies and services, and therefore these buildings will not have a single use or identity.

We also studied the connectivity of the HOJ with the rest of the government center, noting its unique internal connections to the jail, Municipal Court, the new pavilion/connector and its central location in the government center.

This update study also reviewed potential options for public-private partnerships regarding HOJ sale-leaseback options, third party operation of daycare (both child and eldercare) and an employee wellness center.

Significant Findings

- Most long term additional space needs will be for the justice system (courts and related legal agencies). Domestic Relations & Juvenile Court is projected to require an additional judge and four magistrates by the year 2030.
- The Municipal Court sale agreement with the City of Columbus and their renovation plans for the building would require all Franklin County agencies to vacate Municipal Court, reducing the county space inventory by up to 29,000 sf. All of the agencies vacating the Municipal Court building would move into either FCCH or HOJ. Due to limited space in FCCH, most of the need must be met in the HOJ.
- Approximately 28,000 sf of additional administrative agency space will be required by 2030. About half of that administrative expansion space will be in non-FCGC locations.
- Approximately 35,000 sf of additional justice system related space will be required by 2030. All of that justice system related expansion space will be in the FCGC, primarily in the FCCH and HOJ.
- The Franklin County Government Center currently has almost no unoccupied expansion or swing space inside their secured perimeter, making internal renovation projects difficult, costly and inconvenient.
- Over time, some agency operations have been fragmented into multiple locations due to a lack of adjacent growth space.
- After providing for growth needs through 2030, about 39,550 sf of uncommitted space is projected in the FCGC. About 29,910 sf of this uncommitted space is due to the recent move of JFS from the Service building to Northland Village.

Significant Recommendations

- Adult Probation is relocated to a renovated Hall of Justice. The plan provides the option of locating Municipal Probation near Adult Probation to allow some facility sharing and better compliance with new state laws prohibiting the duplication of supervision.
- Domestic Relations & Juvenile Court remains in its current location, with a vacated 4th floor provided for long term court expansion space.
- Create a properly sized and equipped conference and training center to reduce space duplication elsewhere for medium to large groups.
- Create some agency “surge” space for recurring annual needs of agencies such as Treasurer and Auditor.
- Free up internal jail expansion by moving some functions into the HOJ.
- Provide some on-site agency records storage space to reduce off-site storage costs.
- If not already in existence, convene a multi-agency discussion group consisting of the various Courts and DHS&JP to regularly review and identify potential new justice system capabilities, including a new mediation center and an assessment center.

Recommended Space Usage

Of the three main space options identified and analyzed in this study, space Option 3, in which the HOJ is used as a “Judicial Services and Amenities Building”, is strongly recommended as the best option for renovation and reuse of the existing Hall of Justice. To the best of our knowledge, this option solves all of the known operational problems and space needs in the FCGC in the most cost efficient manner, creates the most operational flexibility and has the least disruption to staff, to the public and to ongoing operations. The recommended plan minimizes future agency moves as long-term growth occurs with a “move once” approach. We recommend proceeding with this option as the long term basis for space usage in a renovated Hall of Justice and future selective floor renovations in the FCCH tower.

Franklin County Government Center Facilities Master Plan – Phase 2
Hall of Justice Renovation and Related Projects
Executive Summary

The following uses are recommended for the HOJ floors in the initial renovation phase;

- Basement – Limited restricted parking
Building mechanical support

- First floor – Conference and training center
Convenience retail (option)
Public lounge
Central security command/ control center
Public information center
County historical display (pavilion concourse)
Job application center
County payment kiosks
Short term visitor storage lockers (option)
ATM center (option)

- Fourth floor - Adult Probation

- Fifth floor - Adult Probation

- Tenth floor - Law Library

The recommended project scope is coordinated with space Option 3 and focuses on initial renovation of all of the building systems and the build-out of floors 1, 4, 5, 10 (Law Library portion only) plus the mechanical penthouse. The recommended scope provides improved FCGC “flow” with more staff and public circulation options. This scope creates a first floor with public and staff amenities, new meeting and training spaces, convenience retail and a relocated and expanded security command center.

While not included in the recommended initial renovation scope, funds permitting, a future dedicated public lounge and green “oasis” could be created, converting a pocket of unused exterior space into useful interior space while expanding first floor circulation options.

Recommended Project Scope

At the same time that space usage options were being studied, a number of different project scope options were also being studied. Cost estimates and schedules of annual project cost outlays were developed for a number of scenarios. Due to current budget limitations, this study provides recommendations for both the initial phase of renovation as well as a long-term plan to 2030 and beyond.

In developing the cost estimates for the HOJ renovation, we coordinated assumptions about the scope of the project with the space program options. After detailed analysis of a number of different options, we recommend that Franklin County proceed with an HOJ renovation scope limited to an approximate \$40 million project budget. This option allows Franklin County to buy future additional finished interior space when it is needed, but balances the project scope at a prudent fiscal level, preserving Franklin County's strong financial credit ratings.

The information in **Tab 14 - Project Scope and Cost Estimate** provides a detailed review of what is included in this scope and why this is the best option.

The general scope of the recommended HOJ renovation is as follows:

1. Abatement and selective demolition is completed
2. Structural upgrade and fireproofing is completed
3. The roof is replaced and a new secondary roof drainage system is added.
4. A new freight elevator is installed and some public use elevators are replaced.
5. A complete new fire suppression system is installed
6. All vertical building systems and central plant replacements and upgrades are completed for plumbing, HVAC and electrical. These upgrades will make use of the recently completed HB300 chiller loop and related improvements.
7. The west side of the HOJ first floor is opened up to the new pavilion concourse and a permanent new concourse ramp is installed to simplify access from the FCCH to the pavilion level concourse.
8. Floors 1, 4, 5 and 10 (partial) plus the mechanical penthouse are renovated and made ready for occupancy.

Add Alternates;

- Replace additional public and staff elevators if adequate bid savings occur

Defer;

- Interior buildout work and restroom plumbing fixtures in basement and floors 2, 3 and 6-9.
- Replacement of exterior glazing at east side of 1st and 2nd floors.
- Exterior curtainwall replacement on floors 4-9 is deferred to a later date when additional funds are available. This later work can be done while the building is occupied and without creating a large cost premium for completing the work. Interior floor buildouts are frequently done in occupied buildings, and the curtainwall replacement on floors 6-9 would be done prior to any occupancy of these floors. Curtainwall replacement on the 4th -5th floors would require some special (but manageable) provisions as occupied floors.
- Deferred work on the 6th floor would require coordination agreements with the City of Columbus as the Municipal Court building spaces are renovated. Renovation of floors five and six of the Municipal Court building will trigger the need to relocate the Law Library, Adult and Municipal Probation and Children's Services – Legal group.

Project Schedule

It is anticipated that all construction documents will be released as one bid package early in 2013. The recommended initial HOJ renovation scope is to be completed before September 1, 2014.

Abatement and selective demolition

- Building is abated and selective demolition is completed.
- Abatement starts in spring 2012, completion December 2012.

Exterior improvements

- Existing roof is replaced. Roof steel track system is cleaned and painted. Roof drainage system upgraded as required.
- Start construction work spring 2013, complete by December 2013.

Building systems upgrades

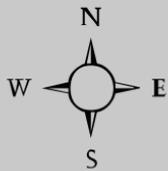
- Interior vertical building systems are replaced.
- Complete new fire protection system installed.
- Design and bid new freight/ public use elevators with other main building systems to provide better opportunities for buying elevator alternates. Install new elevators at hoistways 1, 2 and 9. New freight/ public use elevator installed at hoistway 3.
- Selective structural upgrades and floor infills are completed as necessary.
- New fireproofing is installed.
- 1st floor west is infilled/ expanded to connect to the new concourse.
- New concourse ramp is installed in pavilion concourse adjacent to HOJ.
- Start construction work as early as possible in 2013 and complete construction work as late as mid-2014.

Floor build-outs

- Future interior floor build out is completed as funds are available.
- FC performs move management. Depending on concurrent occupant scope, it is felt that PFM can manage the move.
- Plan on 2-4 months of work per floor, depending on features and requirements.
- Occupancy of floors 1, 4, 5 and 10 by September 1, 2014.

Comments

- The recommended space planning option is based on space needed in the near future as the Law Library comes out of the Municipal Court building. Adult Probation and Children's Services Legal will need to move out of Muni in order to allow the Muni renovation to proceed. Remaining recommended long-term uses can move later. This provides the county with "pay-as-you-go" flexibility and limits required temporary tenant space to the Children's Services - Legal group, tentatively expected to go into the JDC 1st floor.
- Overall project duration is 26 to 28 months, including 14 to 16 months for construction. A longer schedule would be based on assumed worst case county cash flow limitations. A shorter overall schedule will reduce the cost risk of material and labor escalation but compresses cash flow requirements. Cost efficiency will be maximized by defining contract scope that allows award and completion of complete trade contract scope concurrent with other normal trade contract work while minimizing the total duration of the schedule.
- The recommended space usage option minimizes follow-on costs in the FCCH tower. The recommended scope option minimizes cost premiums by completing most work scope while the HOJ is vacant.



Front St.

**Common Pleas
Courthouse**
345 S. High St.

High St.

Third St.

Mound St.

**Juvenile Detention
Center &
Garage**

**Franklin Co.
Correctional
Center I**

Pavilion

**Hall of
Justice
(Closed)**

Atrium

**Franklin Co.
Courthouse**
373 S. High St.

Municipal Ct.
375 S. High St.

**Dorrian
Commons**

**Commissioners'
Garage**

Exit Only

**Surface
Lot**

Engler

**Services
Building**
80 E.
Fulton

**James A.
Karnes Bldg.**

Fulton St.