

Superior Court of California
County of San Joaquin
Renovation and Addition to
Juvenile Justice Center

PROJECT FEASIBILITY REPORT

JUNE 7, 2010



ADMINISTRATIVE OFFICE
OF THE COURTS

OFFICE OF COURT CONSTRUCTION
AND MANAGEMENT

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1. EXECUTIVE SUMMARY

1.1. Introduction

This Project Feasibility Report for the renovation and expansion of the Juvenile Justice Center for the Superior Court of California, County of San Joaquin has been prepared as a supplement to the Judicial Branch AB 1473 Five-Year Infrastructure Plan Fiscal Year 2010-2011. This report documents the need for the proposed project, describes alternative ways to meet the underlying need, and defines the recommended project.

1.2. Statement of Project Need

The proposed project will accomplish the following immediately needed improvements to the Superior Court and enhance its ability to serve the public:

- Expand court services by increasing the capacity for juvenile court proceedings from two courtrooms to three courtrooms by providing space for one new judgeship;
- Renovate the existing lobby to correctly place security screening in a functional and appropriately sized space; and
- Renovate the existing public restrooms and public counters for compliance with the Americans with Disabilities Act (ADA).

This project will greatly improve access to justice for the residents of San Joaquin County by increasing the capacity of the juvenile court and resolving physical deficiencies in the existing facility. The project is estimated to cost \$3.137 million.

This project—ranked in the Immediate Need priority group of the Trial Court Capital-Outlay Plan that was adopted by the Judicial Council in October 2008—is one of the highest priority trial court capital-outlay projects for the judicial branch, and selected by the Judicial Council in October 2008 as one of 41 projects to be funded by Senate Bill 1407 revenues.

1.3. Options Analysis

The AOC and the court examined three facility development options to provide adequate space for the Juvenile Justice Center:

- Project Option 1: Renovate and Expand the Existing Juvenile Justice Center
- Project Option 2: Construct a New Courthouse
- Project Option 2: No Project, Maintain Status Quo

Project Option 1, Renovate and Expand the Existing Juvenile Justice Center, is the recommended alternative.

1.4. Recommended Option

The recommended project is to renovate and expand the existing Juvenile Justice Center which serves all of San Joaquin County. This option is recommended as the most cost-effective solution for meeting current and mid-term needs of the court.

A space program for the proposed one-courtroom addition, which has been created in collaboration with the court, outlines a need for approximately 4,000 Building Gross Square Feet (BGSF).

The estimated project cost to construct the project is \$3.137 million, without financing. These costs are based on constructing a one-story addition to the existing building. The costs also include the following renovation work:

- Renovate the existing lobby to accommodate security screening in a functional and appropriately sized space;
- Renovate the existing public restrooms and public counters for compliance with the Americans with Disabilities Act (ADA).

Preliminary project schedules have been developed based upon approval processes by the Department of Finance and the Joint Legislative Budget Committee to be implemented as a result of Senate Bill 1407 (Ch. 311, Statutes of 2008), and Senate Bill No. 12, Special Session (SBX2 12, Ch. 10, Statutes of 2009). In the current schedule, design will begin in the fall of 2010 and construction is scheduled to begin in early 2012 and be completed in the summer of 2013.

2. STATEMENT OF PROJECT NEED

2.1. Introduction

The court facilities within San Joaquin County are decentralized and serve population centers principally located in the cities of Stockton, Tracy, and Manteca. The subject Juvenile Justice Center is undersized and incapable of accommodating additional caseload without expansion. This deficiency adversely impacts access to justice. This Project Feasibility Report will provide the justification for construction of a new one-courtroom addition to the existing courthouse in a secure and physically appropriate manner.

2.2. Transfer Status

Under the Trial Court Facilities Act, negotiations for transfer of responsibility of all trial court facilities from the counties to the state began July 1, 2004. Assembly Bill (AB) 1491 (Ch. 9 Statutes of 2008) (Jones) was enacted and extends the deadline for completing transfers to December 31, 2009. Transfer status for the existing facility affected by the proposed project is provided in the following table.

TABLE 2.2a
Existing Facilities Transfer Status

Facility	Location	Owned or Leased	Type of Transfer	Transfer Status
Juvenile Justice Center	535 W. Matthews Rd. French Camp, CA 95231	Owned	LU/TOR ¹	Transferred 11/25/08

2.3. Project Ranking

Since 1998, the AOC has been engaged in a process of planning for capital improvements to California’s court facilities. The planning initiatives began with a statewide overview, moved to county-level master planning, and then to project-specific planning studies.

On October 24, 2008, the Judicial Council adopted an update to the *Prioritization Methodology for Trial Court Capital-Outlay Projects* (the methodology) based on the enactment of Senate Bill (SB) 1407. SB 1407 provides enhanced revenues to finance up to \$5 billion in lease-revenue bonds for trial court facility construction for both Immediate and Critical Need projects. In accordance with SB 1407, trial court capital-outlay projects with viable economic opportunities are given priority when submitting detailed funding requests to the executive and legislative branches.

In October 2008, the Council also adopted an updated trial court capital-outlay plan (the plan) based on the application of the methodology. The plan identifies five project priority groups to which 153 projects are assigned based on their project score (determined by existing security, physical conditions, overcrowding, and access to court services).

This project—ranked in the Immediate Need priority group in the Trial Court Capital-Outlay Plan adopted by the Judicial Council in October 2008—is one of the highest priority trial court capital-outlay projects for the judicial branch, and was selected as one of 41 projects to be funded by SB 1407 revenues by the Judicial Council in October 2008.

2.4. Summary of Economic Opportunities

In accordance with Chapter 311, Statutes of 2008, Government Code section 70371.5(e), in recommending a project for funding, the Judicial Council shall consider economic opportunities for the project. “Economic opportunity” includes, but is not limited to, free or reduced costs of land for new construction, viable financing partnerships with, or fund contributions by, other government entities or private parties that result in lower project delivery costs, cost savings resulting from adaptive reuse of existing facilities, operational efficiencies from consolidation of court calendars and operations, operational savings from sharing of facilities by more than one court, and building operational cost savings from consolidation of facilities.

¹ LU/TOR = Limited Use/Transfer of Responsibility

Potential economic opportunities for this project are as follows:

2.4.1. Free or Reduced Costs of Land.

The project may include free or reduced costs of land.

2.4.2. Viable Financing Partnerships.

No viable financing partnerships that would reduce project delivery costs have been identified for this project.

2.4.3. Adaptive Reuse of Existing Facilities.

Opportunities for the adaptive reuse of existing facilities do not exist.

2.4.4. Consolidation of Court Calendars and Operations.

The project does not include consolidation of existing court facilities.

2.4.5. Sharing of Facilities.

The project will not be shared by more than one court.

While there are no specific economic opportunities identified yet for this project, the expansion of court services will provide continued and improved access to justice for the communities of San Joaquin County.

2.5. Current Court Operations

The Superior Court of California, County of San Joaquin provides countywide juvenile court services from the Juvenile Justice Center, located in French Camp, approximately six miles south of Stockton (see Figure 2.5.a). Calendars conducted at this facility include juvenile delinquency, juvenile drug collaborative court, and juvenile traffic. The proposed 4,063 BGSF expansion includes space for one court set, one chamber, and support space for court reporters and an interpreter.

FIGURE 2.5a
Map of San Joaquin County



2.6. Judicial Projections

Current and projected Judicial Position Equivalents (JPEs)² are the basis for establishing both the number of courtrooms and the size of a proposed capital-outlay project. Projected JPEs are determined by the Update of the Judicial Workload Assessment (the 2008 assessment) as adopted by the Judicial Council in October 2008.

The 2008 assessment provides an estimate of current judicial need through the application of a workload methodology adopted by the Judicial Council in August 2001. In 2004, the council approved a proposal to seek the creation of 150 new judgeships based on the statewide assessed current need of approximately 350 new judgeships. Projects to be funded by SB 1407 will include space for these 150 new judgeships: 50 authorized by SB 56 (Ch. 390, Statutes of 2006) in FY 2006-2007 that have been funded, 50 authorized by AB 159 (Ch. 722, Statutes of 2007) in FY 2007-2008 whose funding has been deferred, and the last 50 that are still to receive legislative authorization and be funded.

² JPEs are defined as the total authorized judicial positions adjusted for vacancies, assistance rendered by the court to other courts, and assistance received by the court from assigned judges, temporary judges, commissioners, and referees.

On October 24, 2008, the Judicial Council approved an updated assessment identifying 327 currently needed new judgeships. These 327 currently-needed new judgeships do not include either the 50 SB 56 or the 50 AB 159 judgeships but do include the last 50 new judgeships that are still to receive legislative authorization and funding.³

The 2008 assessment also prioritizes the next 100 new judgeships beyond the 150 new judgeships described above. Projects funded by SB 1407 will not include programmed space for these additional 100 new judgeships; however and as applicable to the court, they will be accounted for under the column labeled Future Growth in Table 2.6a below and to determine the appropriate site size of a project, as described in Section 4.5.2, Site Program.

Table 2.6a below provides information used to determine the near-term need for this project, which include two existing JPEs and one new judgeship from the last 50 new judgeships. The court wide total, provided for reference, includes current and proposed (as described above) new judgeships: 35 existing JPEs, 3 AB 159 judgeships, and 3 from the proposed last 50 new judgeships.

TABLE 2.6a
 Current and Projected JPEs to be Assigned to New Courthouse
 (Including Proposed New Judgeships)

Location	Current JPEs	Proposed AB 159	Proposed Last 50	Future Growth	Total JPEs	Basis for Proposed Project
Juvenile Justice Center	2	0	1	0	3	1
Court wide	35	3	3	6	47	

2.7. Existing Facilities

One existing facility containing two courtrooms is directly affected by this project as shown in Table 2.7a below. The existing facility contains several deficiencies related to security, efficiency of use, and Americans with Disabilities Act (ADA) accessibility which create impediments to the administration of justice. Specific issues with the existing facility are summarized in Section 2.8 below.

TABLE 2.7a
Existing Facility

Facility	Location	Number of Existing Courtrooms	Departmental Square Footage Occupied by the Court	Court Space as a Percentage of Total Building Square Footage
Juvenile Justice Center.....	535 W. Matthews Rd. French Camp	2	7,428	5.3%
Total Existing Courtrooms and DGSF.....		2	7,428	5.3%

³ The last 50 (of the 150) new judgeships were proposed for funding in FY 2008–2009 through the authorization of SB 1150 (Corbett). However, the state legislature failed to pass this bill.

The court shares use of the existing building with the County of San Joaquin. The court facility is part of a campus of buildings occupied by various county functions, including the juvenile detention center, probation, district attorney, and public defender. The court's occupancy of 5.3% is based upon the square footage of the entire building complex which is primarily occupied by the county. However, when considering the space in the courthouse section of the building complex that is used by the court, district attorney, and public defender, the court occupies 65% of the area. The public lobby in this area serves the court, as the county constructed a new entrance into the juvenile detention center and no longer uses this lobby to access the detention center.

The functional square footage of space currently occupied by the court is 7,428. To accommodate one additional court set and associated space, the square footage required for the building addition is 3,125 Departmental Gross Square Feet (DGSF) or 4,063 (BGSF). The space program prepared in conjunction with the court is shown in Appendix A.

2.8. Building and Site Deficiencies

2.8.1. Security.

- Security screening is located in a corridor outside of the main public lobby. The area is undersized and the equipment is not functionally located. The proposed project would relocate screening equipment to the main public lobby in a functionally appropriate space.

FIGURE 2.8.1a
Security Screening Located in Hallway



2.8.2. Court Reporters Located in Inappropriate Space.

- Due to lack of space in the building, court reporters are located in a converted hallway. The space is confined and lacks adequate ventilation. The

proposed addition includes appropriate and functionally designed space for the court reporters.

FIGURE 2.8.2a
Court Reporters Located in a Converted Corridor



2.8.3. Accessibility.

- The public restrooms and public counter are not ADA compliant. The proposed project would create fully accessible and compliant public restrooms and counters.

3. OPTIONS ANALYSIS

3.1. Introduction

The purpose of this section is to compare potential options to meet the facility needs of the Superior Court.

3.2. Project Options

The AOC and the court examined three options for juvenile court functions in San Joaquin County:

- Project Option 1: Renovate and Expand the Existing Juvenile Justice Center
- Project Option 2: Construct a New Courthouse
- Project Option 3: No Project, Maintain Status Quo

These options are evaluated based on their ability to provide the space required at good economic value to the state.

3.2.1. Project Option 1: Renovate and Expand the Existing Juvenile Justice Center.

In Option 1, the existing Juvenile Justice Center would be partially renovated in specific areas and a new addition would be constructed containing approximately 4,000 BGSF.

3.2.1.1. *Pros*

- This option does not require site acquisition as the addition will be constructed on County land, resulting in significant cost savings.
- This option allows for the expansion of court services by increasing the capacity for juvenile court proceedings from two to three by providing space for one new judgeship.
- The overall cost of this option provides substantial benefit to the trial court's operations in comparison to Option 2 (Maintaining Status Quo) which indefinitely delays needed upgrades and expansion.
- This option provides ensures that the Superior Court's only juvenile court facility can adequately support the existing operations of the court and will improve access to justice for the residents of San Joaquin County.
- This option implements immediately needed improvements to the existing facility thereby enhancing the Superior Court's ability to serve the public. Improvements include the renovation of the public lobby to accommodate security screening, and the renovation of public restrooms and public counters for ADA accessibility.
- This option will not incur buyout costs for the equity of the space occupied by the county.
- This option will not result in any significant disruption to court operations, because construction of the addition will occur outside of the existing building, and the interior improvements will be completed off hours as needed.

3.2.1.2. *Cons*

- This option requires authorization of SB 1407 funds for design, construction, and related soft costs.

3.2.2. Project Option 2: Construct a New Courthouse.

In Option 2, a new three-courtroom courthouse containing approximately 36,000 square feet would be constructed on a new site. Total project costs, without financing, is estimated to be \$39.8 million. For comparison purposes, the scope and cost was modeled using the New Los Banos Courthouse in Merced County.

3.2.2.1. *Pros*

- This option will provide a new secure and functionally appropriate courthouse that can be designed to meet current standards of courthouse design.

3.2.2.2. *Cons*

- This option will cost approximately \$36.6 million more than Option 1.
- This option requires authorization of SB 1407 funds for site acquisition and related soft costs (including CEQA).
- This option will take longer to implement in contrast with Option 1, which does not require selection and acquisition of a new site and does not require design and construction of a new building.
- There is no adequately sized property contiguous to the existing juvenile detention facility for construction of a new three-courtroom facility. Therefore, this option would require transport of in-custody defendants to and from the detention center to the new courthouse. Transport will be a cost to the county but the new courthouse will need a central holding area for staging. This expense to construction and operate area is not required in Option 1.

3.2.3. Project Option 3: No Project, Maintain Status Quo.

In this option, no project would occur and the existing Juvenile Justice Center would not be renovated or expanded.

3.2.3.1. *Pros*

- The state would not expend SB 1407 funds for this project.

3.2.3.2. *Cons*

- A facility for the proposed new judgeship to be assigned to this location to expand the courts ability to dispose of juvenile cases would need to be provided elsewhere in the county, potentially at a higher long-term cost than is estimated for Option 1.
- If the new judgeship is located elsewhere, the lack of consolidation of juvenile caseloads and calendars would lead to potential duplication of juvenile court services, increased security costs, and reduced court.

3.3. Recommended Project Option

The recommended option is Option 1, Renovate and Expand the Juvenile Justice Center. This option provides the best solution for meeting the current facility needs for the County of San Joaquin.

The project will accomplish the following immediately needed improvements to the Superior Court and enhance its ability to serve the public:

- Expand court services by increasing the capacity for juvenile court proceedings from two courtrooms to three courtrooms by providing space for one new judgeship;
- Renovate the existing lobby to correctly place security screening in a functional and appropriately sized space; and
- Renovate the existing public restrooms and public counters for compliance with the Americans with Disabilities Act (ADA)

4. RECOMMENDED PROJECT

4.1. Introduction

The recommended solution to meet the court's need is to renovate and expand the existing courthouse. The following section outlines the components of the recommended project.

4.2. Project Description

The proposed project includes the design and construction of a one-courtroom addition to the existing Juvenile Justice Center for the Superior Court of California, County of San Joaquin. The proposed new addition will be approximately 4,000 BGSF. Other improvements to the existing building are proposed, including the following: renovate the public lobby to accommodate security screening, and renovate the public restrooms and public counters for ADA compliance. Existing parking is sufficient to support the proposed project. No additional parking is required for judicial officers, court staff, or the public.

4.3. Space Program

Space needs for this project have been developed based on the *California Trial Court Facilities Standards* (the standards) in collaboration with the court. The overall space program summary is provided in the following table. The detailed space program is provided in Appendix A.

TABLE 4.3a
Space Program Summary for the Project

Superior Court of California, County of San Joaquin

Projected Staff and Space Requirements Summary

Renovate and Expand the Juvenile Justice Center

Date: January 27, 2010

Author: d.jones

Division/Functional Area	Projected Need		
	Courtrooms	Total Staff	Total Departmental GSF
Courtsets	1	2	2,340
Judicial Chambers & Courtroom Support	-	1	500
Court Operations	-	4	285
Subtotal	1	7	3,125
Gross Area Factor			1.30
Total Building Gross Square Feet (Expansion Area)			4,063

Notes:

1. Gross Area Factor includes space for circulation, telecommunications and electrical rooms, etc.
2. Proposed Renovation Work:
 - a. Remodel lobby to accommodate security screening
 - b. Remodel lobby public restrooms for ADA accessibility
 - c. Modify existing clerks' counter for ADA accessibility

4.4. Site Selection and Requirements

It is anticipated that a vacant portion of the existing County site will be utilized for the proposed building addition, subject to future negotiations with the County of San Joaquin.

4.5. Design Criteria

According to the standards, California court facilities shall be designed to provide long-term value by balancing initial construction costs with projected life cycle operational costs. To maximize value and limit ownership costs, the standards require architects, engineers, and designers to develop building components and assemblies that function effectively for the target lifetime. These criteria provide the basis for planning and design solutions. For exact criteria, refer to the standards approved by the Judicial Council on April 21, 2006.

4.6. Sustainable Design Criteria

According to the *California Trial Court Facilities Standards*, architects and engineers shall focus on proven design approaches and building elements that improve court facilities for building occupants and result in cost-effective, sustainable buildings. At the outset of the project, the AOC will determine whether the project will participate in the formal LEED™ certification process of the United States Green Building Council. For additional criteria, performance goals, and information on energy savings programs please refer to the standards.

4.7. Estimated Project Cost

The estimated project cost for the recommended project is \$3.137 million, without financing. This is based on a project of approximately 4,000 gross square feet. The specific building design will be determined in the preliminary plan phase of the project.

Construction costs for the project include site grading, site drainage, lighting, and landscaping, and allowances for furniture, fixtures, and equipment (FF&E) and data, communications, and security. Construction costs are escalated to the start and midpoint of construction based on five percent annual escalation.

Project costs are added to the construction costs and include fees for architectural and engineering design services, inspection, special consultants, geotechnical and land survey consultants, materials testing, CEQA due diligence, property appraisals, legal services, utility connections, and plan check fees for the state fire marshal and access compliance.

Cost criteria include the following:

- The total project cost—without financing costs—is \$3.137 million.⁴
- The actual costs could change, depending on the economic environment and when the actual solution is implemented. The estimates were created by applying current cost rates and using a best estimate of projected cost increases.
- The cost estimate is based on the assumption that the courthouse project shall be designed for sustainability and, at a minimum, to the standards of a LEED™ “Silver” rating.
- The estimate is based on a hypothetical building; it does not represent a specific construction type, the use of specific building materials, or a predetermined design. The analysis is based on a series of set performance criteria required for buildings of similar type and specifications.
- The estimate does not include support costs such as utilities, facilities maintenance, and janitorial services.

⁴ The total project cost is based on construction cost estimates provided by the Cumming Corporation, which have been escalated to the mid-point of construction and are based on the project schedule provided in Section 4.9 of this report.

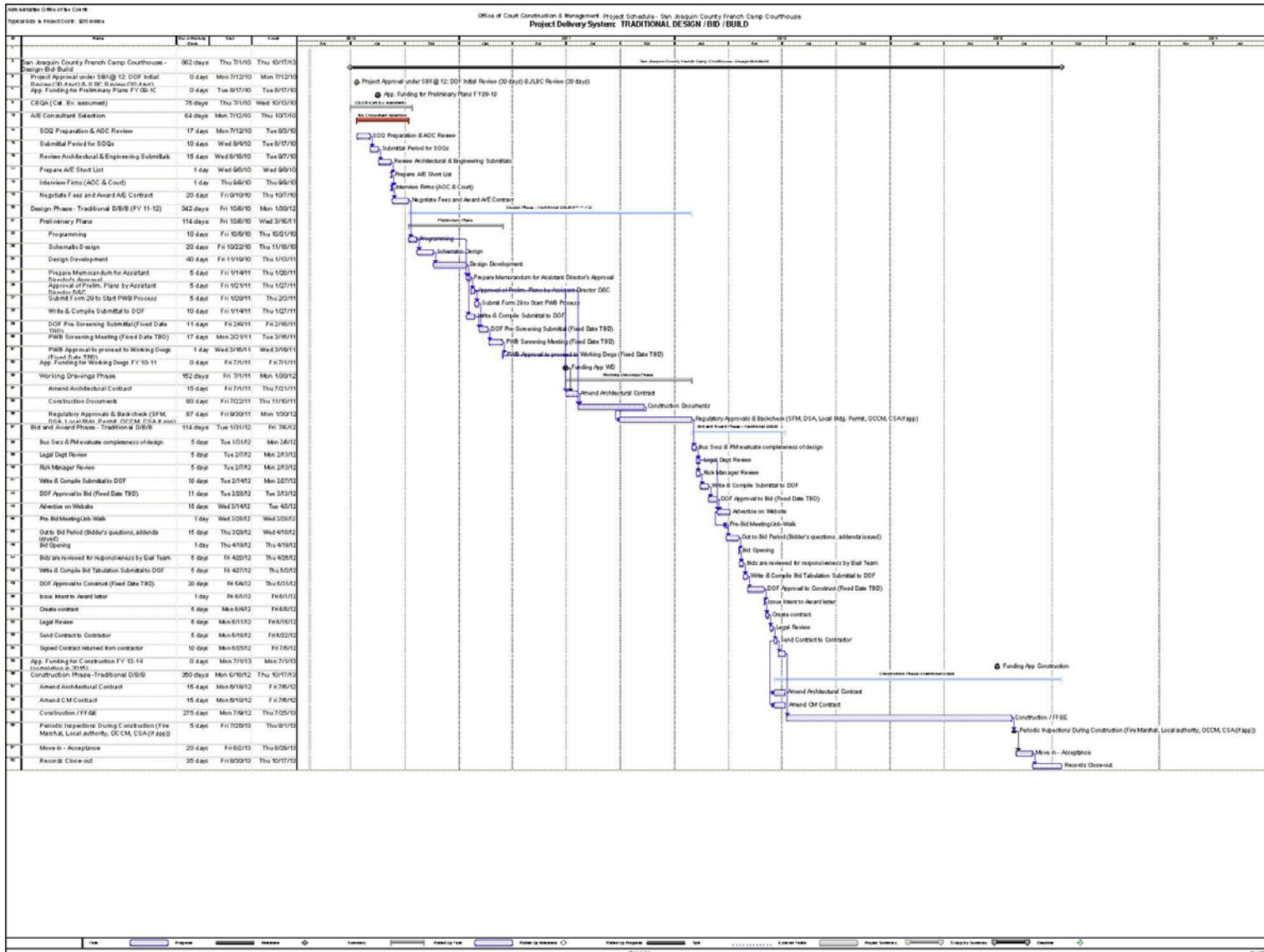
4.8. Project Schedule

A preliminary project schedule has been developed based upon approval processes by the Department of Finance and the Joint Legislative Budget Committee to be implemented as a result of Senate Bill 1407 (Ch. 311, Statutes of 2008), and Senate Bill No. 12, Special Session (SBX2 12, Ch. 10, Statutes of 2009).

In the current schedule, design will begin in the fall of 2010 and construction is scheduled to begin early 2012 and be completed in the summer of 2013.

The project schedule is provided in the following figure.

FIGURE 4.9a
Project Schedule



APPENDIX A: DETAILED SPACE PROGRAM

Introduction

A detailed space program was developed for the recommended option.

A summary of the program for the proposed addition is shown below, followed by a detailed listing of functional space requirements for each major court component.

Program Summary

Superior Court of California, County of San Joaquin

Projected Staff and Space Requirements Summary

Renovate and Expand the Juvenile Justice Center

Date: January 27, 2010

Author: d.jones

Division/Functional Area	Projected Need		
	Courtrooms	Total Staff	Total Departmental GSF
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Subtotal	1	7	3,125
Gross Area Factor			1.30
Total Building Gross Square Feet (Expansion Area)			4,063

Notes:

1. Gross Area Factor includes space for circulation, telecommunications and electrical rooms, etc.
2. Proposed Renovation Work:
 - a. Remodel lobby to accommodate security screening
 - b. Remodel lobby public restrooms for ADA accessibility
 - c. Modify existing clerks' counter for ADA accessibility

Detailed Functional Space Program

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Courtssets					
Courtroom, Juvenile	1,300	-	1	1,300	Approx. 32 audience seats
Courtroom Clerk Workstation	-	1	-	-	Locate in courtroom
Bailiff Workstation	-	1	-	-	Locate in courtroom
Exhibit Storage	40	-	1	40	
Courtroom Waiting	220	-	1	220	
Courtroom Technology/Equipment Room	40	-	1	40	
Attorney/Client Conference Room	100	-	2	200	
Subtotal Staff and Net Area		2		1,800	
Departmental Grossing Factor	30%			540	
Subtotal Departmental GSF				2,340	
Courtroom Holding					
Courtroom Holding, Juvenile					
Holding - Male or Female	-	-	-	-	Use Existing
Attorney/Detainee Interview Room	-	-	-	-	
Attorney Vestibule/Waiting	-	-	-	-	
Pedestrian Sallyport	-	-	-	-	
Holding Vestibule at Courtroom/Soundlock	-	-	-	-	
Subtotal Staff and Net Area		-		-	
Departmental Grossing Factor				-	
Subtotal Departmental GSF				-	
Judicial Chambers & Courtroom Support					
Judicial Chambers (Includes restroom, closet)	400	1		400	
Subtotal Staff and Net Area		1		400	
Departmental Grossing Factor	25%			100	
Subtotal Departmental GSF				500	
Court Operations					
Court Reporters					
Court Reporter Workstation	48	3		144	
Court Reporter Production Area	48	-	1	48	
Subtotal Staff and Net Area		3		192	
Departmental Grossing Factor	25%			48	
Subtotal Departmental GSF				240	
Interpreters					
Interpreter Workstation	36	1		36	
Subtotal Staff and Net Area		1		36	
Departmental Grossing Factor	25%			9	
Subtotal Departmental GSF				45	
Total Staff and Net Area		4		228	
Total Departmental GSF				285	