

Superior Court of California

County of Mendocino

New Ukiah Courthouse

PROJECT FEASIBILITY REPORT

NOVEMBER 2, 2009

(REVISED JANUARY 11, 2011)



ADMINISTRATIVE OFFICE
OF THE COURTS

OFFICE OF COURT CONSTRUCTION
AND MANAGEMENT

CONTENTS

1. EXECUTIVE SUMMARY 1

1.1. Introduction..... 1

1.2. Statement of Project Need 1

1.3. Options Analysis..... 2

1.4. Recommended Option 2

2. STATEMENT OF PROJECT NEED 3

2.1. Introduction..... 3

2.2. Transfer Status 3

2.3. Project Ranking..... 4

2.4. Summary of Economic Opportunities 4

2.4.1. Free or Reduced Costs of Land..... 4

2.4.2. Viable Financing Partnerships..... 4

2.4.3. Adaptive Reuse of Existing Facilities..... 5

2.4.4. Consolidation of Court Calendars and Operations. 5

2.4.5. Sharing of Facilities. 5

2.5. Current Court Operations..... 5

2.6. Judicial Projections 7

2.7. Existing Facilities 8

2.7.1. Mendocino Superior Courthouse..... 9

2.7.1.1. Security Deficiencies..... 9

2.7.1.2. Other Building Deficiencies..... 11

2.7.2. Willits Branch..... 12

2.7.2.1. Building Deficiencies..... 12

3. OPTIONS ANALYSIS 13

3.1. Introduction..... 13

3.2. Project Options 14

3.2.1. Project Option 1: Construction of a New Courthouse. 14

3.2.1.1. Pros..... 14

3.2.1.2. Cons 15

3.2.2. Project Option 2: Renovate and Expand the Existing Ukiah Courthouse..... 15

3.3. Recommended Project Option 15

4. RECOMMENDED PROJECT 16

4.1. Introduction..... 16

4.2. Project Description 16

4.3. Space Program 17

4.4. Courthouse Organization 17

4.5. Site Selection and Requirements 19

4.5.1. Parking Requirements..... 19

4.5.2. Site Program. 20

4.5.3. Site Selection. 20

4.6. Design Criteria..... 21

4.7. Sustainable Design Criteria..... 21

4.8. Estimated Project Cost..... 21

4.9. Project Schedule 22

APPENDICES:

Appendix A – Detailed Space Program A-1

1. EXECUTIVE SUMMARY

1.1. Introduction

This Project Feasibility Report for the proposed New Ukiah Courthouse for the Superior Court of California, County of Mendocino 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 9-courtroom facility, describes alternative ways to meet the underlying need, and describes the recommended project.

1.2. Statement of Project Need

The proposed new courthouse will accomplish the following immediately needed improvements to the superior court and enhance its ability to serve the public:

- Replace the unsafe and physically deficient court-occupied space in the Mendocino Superior Courthouse and the Willits Branch facility;
- Create a modern, secure courthouse for all court functions, including, but not limited to criminal, family, traffic, juvenile, probate proceedings, probate investigations, civil settlement, and for the provision of basic services heretofore not provided to county residents due to space restrictions: appropriately-sized jury assembly and deliberation rooms, a self-help center, a children's waiting room, family court mediation, adequately-sized in-custody holding, attorney interview/witness waiting rooms, and secure circulation for court staff and visitors;
- Consolidate court operations from two unsafe, overcrowded, and physically deficient facilities in the cities of Ukiah and Willits;
- Create operational efficiencies through the consolidation of current court services and through the elimination of a leased facility: and.
- Provide nine adequate courtrooms for the eight judicial officers who are assigned the majority of each month to the Ukiah court facility plus one judicial officer who will come from the Willits court facility after it is closed. The existing courthouse in Ukiah has only seven courtrooms.

The Superior Court of California, County of Mendocino serves the residents of Mendocino County with three court facilities in three cities: Ukiah, Willits, and Fort Bragg. In addition to these three locations, court proceedings are held one-half day per month in the very remote Mendocino County locations of Covelo and Point Arena. This arrangement is made possible by having a judge, court clerk, court reporter, and bailiff travel to these two locations to conduct court proceedings in city-owned community rooms. An outmoded complex of two structures with seven courtrooms serves Ukiah. These courtrooms are used for all types of cases. The Willits Branch facility has one courtroom and is located 30 minutes driving time north of Ukiah in a facility that is owned by the City of Willits. All types of cases are heard at this facility. Due to significant budget reductions for the Judicial Branch, the Superior Court of Mendocino is proposing to close the Willits Branch facility effective December 31, 2009. The court has not determined if this closure will be a temporary suspension or a permanent closure. This facility is planned to be closed and its operations consolidated into the new proposed

Ukiah Courthouse when it is completed. None of these existing facilities completely meets operational and security requirements

The Mendocino Superior Courthouse in Ukiah has significant security problems, many physical problems, and numerous deficiencies with Americans with Disabilities Act (ADA) accessibility that prevents the court from operating in a safe and efficient manner. The Willits Branch facility is located in a leased building shared with the Willits Police Department and the court experiences significant daily interruptions during court proceedings due to noise generated by the police department's in-custody defendant holding area which is located immediately adjacent to the courtroom. These conditions impact access to justice for the county residents and negatively impacts overall court operations in terms of strain on resources and workload.

The recommended project—construction of a new 9-courtroom facility in the city of Ukiah—will replace the existing Mendocino Superior Courthouse and the Willits Branch facility. Consolidation into one location will result in operational efficiencies. Ukiah is the county seat and this new facility will be a modern, secure courthouse for all county residents.

This project—ranked in the Critical 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 was selected by the Judicial Council in October 2008 as one of 41 projects to be funded by Senate Bill (SB) 1407 revenues.

1.3. Options Analysis

The AOC and the court examined two facility development options to provide adequate space for court functions in Ukiah:

- Project Option 1: Construct a New Courthouse
- Project Option 2: Renovate/Expand the Existing Mendocino Superior Courthouse

Project Option 1, construct a new courthouse with nine courtrooms, is the recommended alternative.

1.4. Recommended Option

The recommended project is to construct a new 9-courtroom courthouse in Ukiah. This option is recommended as the most cost-effective solution for meeting current and mid-term needs of the court. This project will consolidate two existing facilities containing eight courtrooms.

A space program for the proposed project, which has been created in collaboration with the court, outlines a need for approximately 113,757 Building Gross Square Feet (BGSF). Based on a site program for the new facility, a site of approximately 4.42 acres is needed for the courthouse.

The estimated project cost to construct the project is \$119.914 million, without financing and including land costs. These costs are based on constructing a 3-story building with a basement. The facility would require 270 surface parking spaces for staff, visitors, and jurors, and nine secure parking spaces for judicial staff at the basement level. The specific building design and plan will be dependent on the final site plan for the site selected and may vary in the number of floors, provision of a basement, and use of a mechanical penthouse. The building design will be determined in the preliminary plan phase of the project.

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). Construction costs are escalated to the start and midpoint of construction based on five percent annual escalation. In the current schedule, the acquisition phase will begin fall 2009 and design will begin fall 2011 pending completion of site selection and acquisition. Construction is then scheduled to begin fall 2013 and be completed spring 2015.

2. STATEMENT OF PROJECT NEED

2.1. Introduction

The court facilities serving Mendocino County have severe security problems, experience problems with overcrowding, and have many physical condition problems. As the Mendocino Superior Courthouse cannot be renovated and expanded on site—for a variety of reasons discussed more fully under Section 3.2., Project Option 2—the operations of this facility and those in the Willits Branch need to be consolidated into a single, secure, and physically appropriate building.

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 each 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
Mendocino Superior Courthouse	100 North State Street Ukiah, CA 95482	Owned	TOR	Transferred 12/23/08
Willits Branch	125 East Commercial Willits, CA 95490	Leased	TOR	Transferred 12/23/08

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 Critical 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.

Potential economic opportunities for this project are as follows:

2.4.1. Free or Reduced Costs of Land.

The project does not benefit from a land donation.

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.

The project does not include adaptive reuse of existing facilities.

2.4.4. Consolidation of Court Calendars and Operations.

The project consolidates two existing facilities into one new courthouse. The Mendocino Superior Courthouse will be vacated by the court. The county will continue to operate its functions within the building and may be interested in acquiring the State's equity interest, per G.C 70391(c)(2). The lease for the Willits Brach facility will not be renewed.

2.4.5. Sharing of Facilities.

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

2.5. Current Court Operations

Mendocino County is located in the north coastal region of California. It is bounded by Humboldt and Trinity Counties to the north, by Sonoma County to the south and Lake and Glenn Counties to the west. The county's population is concentrated along the coast and in the Russian River Valley along Highway 101. Three court facilities serve the county in the cities of Ukiah and Willits in the valley and Fort Bragg on the coast. Two-thirds of the 86,000 county residents live in unincorporated areas, especially in the valley in and around Willits and Ukiah. In addition to these three locations, court proceedings are held one-half day per month in the very remote Mendocino Cities of Covelo and Point Arena. This arrangement is made possible by having a judge and court clerk travel to these two locations to conduct court proceedings in city-owned community rooms.

Due to the coastal mountains, coast-to-valley driving times are a minimum of one hour in good driving conditions. A drive from Fort Bragg, the main coastal court location, to Ukiah, the main valley court location and county seat, takes approximately one and one-half hours. Figure 2.5a below shows the locations of the courthouses in Mendocino County.

FIGURE 2.5a
Mendocino County Court Facilities' Location



The Mendocino Superior Courthouse is the main courthouse in Mendocino County. It is a multi-functional facility, dealing with all types of cases. The facility also houses court support functions, including court administrative offices. It is located in downtown Ukiah on North State Street. The site is surrounded by small businesses. Two poorly integrated structures serve as the courthouse complex. The main structure was constructed in the 1950's and houses the courtrooms and the majority of the clerical and administrative offices. The older section, in the rear of the site dates to the 1920's and is utilized mainly for storage, county offices, and jury assembly. The court structure itself covers the majority of its site, leaving very little space for landscaping or natural vegetation. Due to the fact that the site is fully developed, there is no on site vehicular circulation. Service

entry as well as secure entry into the courthouse is directly from the street at the south entrance of the building. This seven courtroom facility has severe functional and ADA access deficiencies. On-street parking is the primary parking resource. Jury parking is provided two blocks away from the courthouse in a public parking lot.

The Willits Branch facility has one courtroom and is located 30 minutes driving time north of Ukiah in a leased facility owned by the City of Willits. All case types are handled at this facility. The court shares the building with other city functions including the Willits Police Department. The lease for the court space in this facility expires in 2017 and the city has indicated interest in using all of the building for city functions. Due to significant budget reductions for the Judicial Branch, the Superior Court of Mendocino is proposing to close the Willits Branch facility effective December 31, 2009. The court has not determined if this closure will be a temporary suspension or a permanent closure. This facility is planned to be closed and its operations consolidated into the new proposed Ukiah Courthouse when it is completed.

The Fort Bragg Courthouse is located in a mid-sized district of residential and light commercial structures. Fort Bragg is the main court facility on the coastline of Mendocino County. It contains one courtroom and is used for criminal, family, civil, traffic, and small claims proceedings. There are nine Judicial Position Equivalents (JPE) countywide; one of which is assigned to the Ten Mile Branch (Fort Bragg). However, that judicial officer hears cases at the Ukiah Courthouse. The Fort Bragg facility is located 90 minutes by car over the California Coast Mountain Range. This court facility will remain in operation once the new Ukiah Courthouse is constructed.

2.6. Judicial Projections

Current and projected Judicial Position Equivalents (JPEs)¹ 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, 50 authorized by AB 159 (Ch. 722, Statutes of 2007) in FY 2007-2008, and the last 50 that have yet to receive legislative authorization.

On October 24, 2008, the Judicial Council approved an updated assessment identifying 327 currently needed new judgeships. These 327 currently-needed

¹ 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.

new judgeships do include the last 50 new judgeships that have yet to receive legislative authorization.²

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, they will be accounted for under the column labeled Future Growth in Table 3 below and to determine the appropriate site size of a project.

Table 2.6a below provides information used to determine the near-term need for this project.

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

Location	Current JPEs	Proposed AB 159	Proposed 50	Future Growth	Total JPEs	Basis for Proposed Project
Mendocino Superior Courthouse	8	0	0	0	8	8
Willits Branch.....	1	0	0	0	1	1
Countywide.....	9	0	0	0	0	9

2.7. Existing Facilities

Two existing facilities are directly affected by this project, which will be vacated by the court once the new court facility is complete. These existing facilities are listed below in Table 2.7a.

TABLE 2.7a
 Existing Facilities

Facility	Location	Number of Existing Courtrooms Affected by This Project	Departmental Square Footage Occupied by the Court	Court Space as a Percentage of Total Building Square Footage
Mendocino Superior Courthouse	100 N. State Street Ukiah, CA 95482	7	28,894	68%
Willits Branch	125 E. Commercial Willits, CA 95409	1	4,487	33%
Total Existing Courtrooms and DGSF		8	33,381	

These facilities are currently unsafe, substandard in size, and overcrowded. The functional square footage of space currently occupied by the court at these two facilities is 33,381. The square footage required for the project is 81,255 Departmental Gross Square Feet (DGSF) or 113,757 Building Gross Square Feet (BGSF). This represents a

² 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.

shortfall of 47,874 DGSF to meet the current and near-term needs of the court based on the space program developed and shown in Appendix A.

The existing facilities contain numerous deficiencies relative to access and efficiency, security, and Americans with Disabilities Act (ADA) accessibility which creates impediments to the administration of justice. Specific issues with the existing facilities are summarized in the next section.

2.7.1. Mendocino Superior Courthouse.

FIGURE 2.7a
Photo of Mendocino Superior Courthouse in Ukiah



2.7.1.1. *Security Deficiencies*

- There is no vehicular sallyport. Security for handling in-custody defendants is inadequate. Transportation of in-custody defendants is accomplished by police vans parking on the street in the rear of the courthouse and escorting prisoners through the public corridors and stairs.
- The building does not have separate and secure judicial, staff, and public circulation.

- The facility does not have separate and secure corridors for in-custody defendant movement. There are substantial security risks by not having dedicated, secured corridors and elevators.
- There is no secure parking for the judicial officers.
- The in-custody defendant holding area is extremely inadequate in size and arrangement of space.

FIGURE 2.7b
In-custody Defendants are Loaded and
Unloaded from Vans at the Curb



FIGURE 2.7c
In-custody Defendants use the Public Sidewalk to Access the Courthouse



FIGURE 2.7d
In-custody Defendants Traverse through the Public Corridors



FIGURE 2.7e
Shackled In-custody Defendants Held in the Public Corridor



2.7.1.2. Other Building Deficiencies

- The building is significantly non-compliant with ADA standards. The courthouse has five floors and a basement. There is one elevator in the entire building which serves only the 1st, 3rd, and 5th floors. The basement, 2nd and 4th floors are only accessible by stairs.

- There is no fire/life safety system in place.
- With only seven courtrooms, this facility is short one courtroom for the number of judicial officers currently assigned to this court. The building has outdated and inefficient electrical and mechanical systems.
- A primary deficiency of this building is its lack of adequate mechanized vertical transportation system, which is a daily functional issue for staff and the public.

2.7.2. Willits Branch.

FIGURE 2.7f
Photo of Mendocino Superior Courthouse in Willits



2.7.2.1. *Building Deficiencies*

- There is not adequate space in the courthouse for clerks to function effectively.
- The building is non-compliant with ADA standards.
- The court shares the leased building with the Willits City Police Department and they experience regular disruptions to court proceedings due to excessive noise at the police department.
- There is no secure parking for judicial officers.
- Due to lack of space, jury deliberation is conducted in the court staff break room.

FIGURE 2.7g
Judge's Bench Does Not Comply with ADA Standards



FIGURE 2.7h
Jury Seating Area Does Not Comply with ADA Standards



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 in Ukiah.

3.2. Project Options

The AOC and the court examined two facility development options to provide adequate space for court functions in the City of Ukiah:

- Project Option 1: Construct a New Courthouse
- Project Option 2: Renovate and Expand the Existing Mendocino Superior Courthouse

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: Construction of a New Courthouse.

In Option 1, a building of approximately 113,757 gross square feet will be constructed on a new site with nine courtrooms and associated support space. With this option, the court will vacate the court-occupied space in the existing buildings after the new proposed courthouse is completed. The court will vacate the Mendocino Superior Courthouse and the vacated space may revert to county use pending equity buy-out negotiations between the state and county. The lease for the Willits Branch facility will not be renewed.

3.2.1.1. Pros

- This option will provide a new, modern, and secure courthouse that can be designed to meet modern standards of courthouse design.
- This option will replace the unsafe, overcrowded, and physically deficient court-occupied space in the Mendocino Superior Courthouse and Willits Branch facility; will address the court's space deficiencies; will provide court operational efficiencies through consolidation of current court services.
- This option achieves the immediately-needed improvements to the superior court and enhances its ability to serve the public: consolidation of operations from two deficient facilities; enhancement of access to court services by providing improved facilities for current court proceedings: criminal, family, traffic, juvenile, probate proceedings, probate investigations, civil settlement, and for the provision of basic services heretofore not provided to county residents due to space restrictions: appropriately-sized jury assembly and deliberation rooms, a self-help center, a children's waiting room, family court mediation, adequately-sized in-custody holding, attorney interview/witness waiting rooms, and for secure circulation for court staff and visitors.
- Provide nine adequate courtrooms for the eight judicial officers who are assigned the majority of each month to the Ukiah court facility plus one judicial officer who will come from the Willits court facility after it is closed. The existing courthouse in Ukiah has only seven courtrooms.

- This option, in contrast to Option 2 (Renovation and Expansion), has lower risks to the state in terms of the potential for unidentified costs and schedule delays due to unforeseen existing conditions discovered during renovation of the Mendocino Superior Courthouse.
- Unlike Option 2, this option will not incur costly additional expenses for swing space to temporarily house the court. These costs are sunk costs and cannot be recovered after the new courthouse is completed.
- This option will not incur extra moving costs to relocate the court to the swing space before construction starts and then back in to the new courthouse.
- This option will not incur buyout costs for the equity of the space occupied by the county.
- This option will not result in any future disruption to court operations, because construction is completed in one phase.

3.2.1.2. Cons

- This option requires authorization of SB 1407 funds for site acquisition and related soft costs (including CEQA), design and construction.

3.2.2. Project Option 2: Renovate and Expand the Existing Ukiah Courthouse

In this option, the existing Mendocino Superior Courthouse would be renovated, reconfigured, and expanded to accommodate the programmatic needs of the court. Currently the court occupies approximately 68 percent of the total building square footage. The County will retain full ownership of this building and wishes to use the courthouse for county functions after the court vacates the building. The county has no interest in conveying title to the state. Consequently, the AOC has no right to renovate or expand onsite. The existing courthouse complex covers the entire site parcel; therefore there is no room to expand on-site. Cost estimates were not prepared because this option was not considered viable. Consequently, this option results in the status quo, which is the court remaining in existing deficient facilities.

3.3. Recommended Project Option

The recommended option is Option 1, construction of a new courthouse. This option provides the best solution for meeting the court facility needs for the Mendocino court.

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

- This option will replace the unsafe, overcrowded, and physically deficient court-occupied space in the Mendocino Superior Courthouse and Willits Branch facility; will address the court's space deficiencies; will provide court operational efficiencies through consolidation of current court services;

- Create a modern, secure courthouse for all court functions, including, but not limited to criminal, family, traffic, juvenile, and probate proceedings, probate investigations, and civil settlement, and for the provision of basic services heretofore not provided to county residents due to space restrictions: adequately-sized jury assembly space and deliberation rooms, self-help center, a children’s waiting room, family court mediation, adequately-sized in-custody holding, attorney interview/witness waiting rooms, security (entrance) screening of all court users, and secure circulation for court staff and visitors;
- Consolidate court operations from two unsafe, overcrowded, and physically deficient facilities in the Cities of Ukiah and Willits create operations efficiencies through the consolidation of current court functions and through the elimination of a leased facility; and
- Provide nine adequate courtrooms for the eight judicial officers who are assigned the majority of each month to the Ukiah court facility plus one judicial officer who will come from the Willits court facility after it is closed. The existing courthouse in Ukiah has only seven courtrooms.

4. RECOMMENDED PROJECT

4.1. Introduction

The recommended solution to meet the court’s need in the City of Ukiah is to construct a new courthouse. The following section outlines the components of the recommended project, including project description, project space program, courthouse organization, parking requirements, site requirements, design issues, and estimated project cost and schedule.

4.2. Project Description

The proposed project includes the design and construction of a New Ukiah Courthouse for the Superior Court of California, County of Mendocino. The proposed new building will be approximately 113,757 BGSF. The project replaces the existing Mendocino Superior Courthouse and the leased Willits Branch facility and will include nine courtrooms; court support space for court administration, court clerk, court security operations and holding; and building support space. The facility will have nine secure parking spaces for judicial officers and 270 spaces for staff, visitors, and jurors will be located in an adjacent surface parking lot.

A minimum site area of approximately 4.42 acres has been identified to accommodate the superior court’s current needs. While a site has not been selected for the proposed new courthouse, the City of Ukiah has recently completed a site feasibility study for a campus with new county offices and a courthouse in a central Ukiah location.

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.

TABLE 4.3a
 Space Program Summary for the Project

Division/Functional Area	Projected Need		Total Departmental GSF	Comments
	Courtrooms	Total Staff		
Public Area: Entry Lobby & Security Screening	-	-	2,390	
Courtsets	9	18	32,248	
Judicial Chambers & Courtroom Support	-	12	5,665	
Court Operations	-	11	1,640	
Criminal/Traffic Division	-	24	4,474	
Civil / Family / Juvenile Division	-	31	5,457	
Self-Help Center / Collections / Community Services	-	11	2,222	
Court Administration	-	12	2,979	
Jury Services	-	1	4,141	
Sheriff Operations	-	1	1,205	
Central In-Custody Holding	-	-	7,239	Includes sallyport and sheriff vehicle parking
Building Support	-	2	11,596	Includes secure basement parking
Subtotal	9	123	81,255	
Gross Area Factor ¹			1.40	
Total Building Gross Square Feet			113,757	
BCGSF per Courtroom			12,640	

Footnotes:

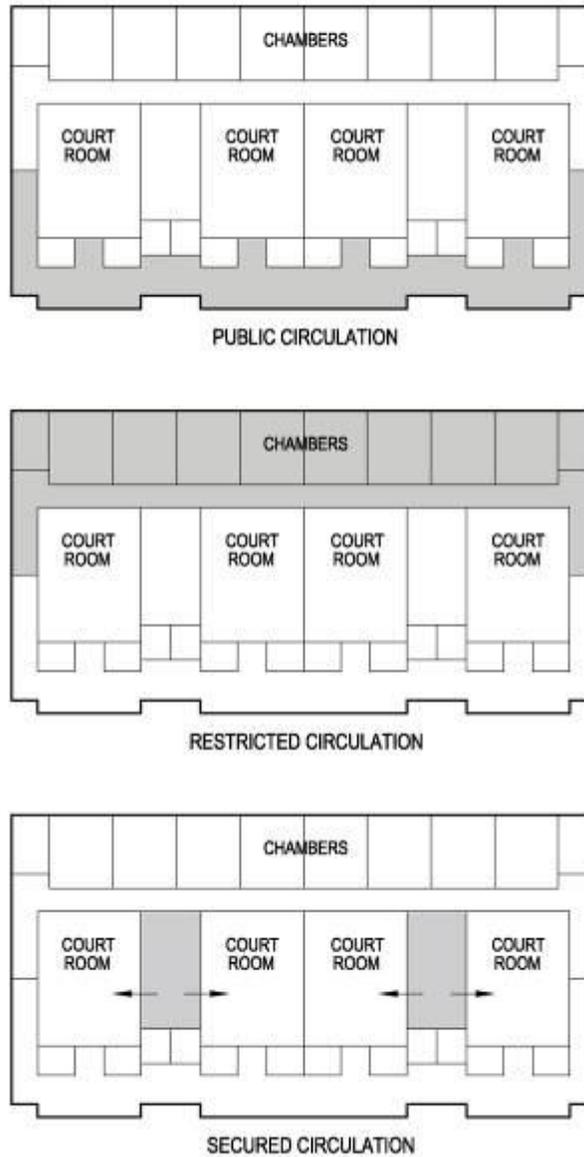
1. The Gross Area Factor includes space for staff and public restrooms, janitor's closets, electrical rooms, mechanical shafts, circulation, etc.

Detailed program data is provided in Appendix A.

4.4. Courthouse Organization

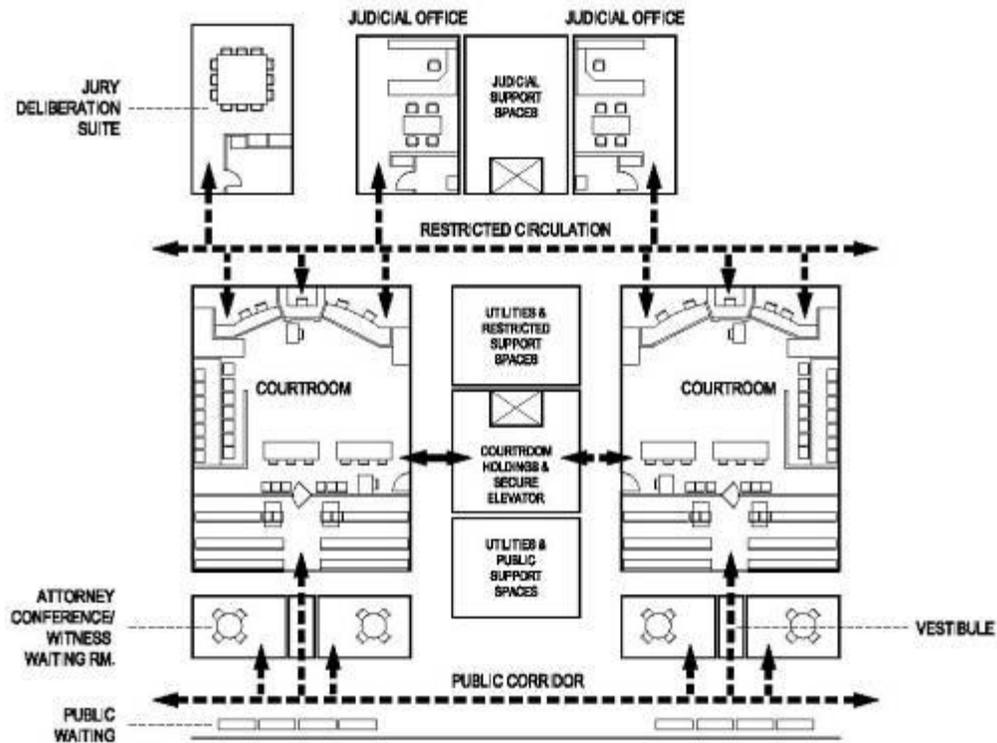
According to the standards, courthouses require three separate and distinct zones of public, restricted, and secured circulation. The three zones of circulation shall only intersect in controlled areas, including courtrooms, sallyports, and central detention (when applicable). The following figure illustrates the three circulation zones.

FIGURE 4.4a
Three Circulation Zones



The court set includes courtrooms, judicial chambers, chamber support space, jury deliberation room, witness waiting, attorney conference rooms, evidence storage, and equipment storage. A restricted corridor connects the chamber suites with staff offices and the secure parking area. Adjacent to the courtrooms is the secure courtroom holding area, accessed via secured circulation. The following figure illustrates how a typical court floor should be organized

FIGURE 4.4b
Court Floor Organization



4.5. Site Selection and Requirements

The selection of an appropriate site for the project is a critical decision. Several factors, including parking requirements, the site program, site selection criteria, site availability, and real estate market analysis will be considered in making a final site selection.

4.5.1. Parking Requirements.

Parking for court staff, judicial officers, and the general public is not provided at the existing court facilities in Ukiah. Judicial officers, court staff, and the public park in a nearby public parking lot and utilize on-street parking spaces. There is no secured parking for the judicial officers.

The proposed project includes nine secure parking spaces in the basement of the new courthouse and 270 surface parking spaces for staff, jurors, and the general public. Parking for visitors, staff, and jurors was calculated at 30 spaces per courtroom. The parking required for this project will be reevaluated during the site acquisition phase.

4.5.2. Site Program.

A site program was developed for the recommended project. The site program is based on an assumed building footprint, onsite parking, and site elements such as loading areas, refuse collection, and outdoor staff areas. Project site has not been sized to accommodate future growth.

The building footprint is based on preliminary space allocation per floor. The site calculations include the building footprint, site elements, landscaping, and site setbacks. The calculation of site acreage needed has been done on a formula basis, which assumes a flat site. The approach does not take into account any environmental factors, topographic features, or other unique characteristics of a site, and thus should be viewed as a guide to site acreage requirements.

The following table below delineates that a minimum site area of approximately 4.42 acres has been identified to accommodate the needs of the project.

TABLE 4.5a
Site Program

Site Component	Project Need	Total Need	Comments
Structures			
Court Footprint	28,454	28,454	3-story building with a basement and penthouse
Total Structure	28,454	28,454	
Site Elements			
Loading Area	480	480	
Refuse/Recycling Collection	288	288	
Emergency Generator	200	200	
Bicycle Parking Area	60	60	
Outdoor Staff Area	250	250	
Total Site Elements	1,278	1,278	
Parking			
Secure Judicial Parking	-	-	Locate at basement level
Staff/Juror/Visitor Parking	270	270	Assume 30 spaces per courtroom
Total Parking Area	94,500	94,500	Assume surface parking at 350 SF per space
Total Site Requirements			
Structures	28,454	28,454	
Site Elements	1,278	1,278	
Parking	94,500	94,500	
Subtotal Site Requirements	124,232	124,232	
Vehicle/Pedestrian Circulation	24,846	24,846	20% of site
Landscaping/Setbacks	43,481	43,481	35% of site
Total Site Requirements	192,559	192,559	
Total Acreage Requirements	4.42	4.42	

4.5.3. Site Selection.

Once initial funding for the project is secured, the AOC will develop a list of sites to be considered by the project’s local Project Advisory Group and to which approved site selection criteria will be applied (per Rule 10.184(d) of the California Rules of Court and subject to final approval by the Administrative Director of the Courts). The site selection/site acquisition process—for all trial court capital projects—is outlined in the *Site Selection and Acquisition Policy for Court Facilities* approved by the Judicial Council of California on June 29, 2007.

4.6. 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.

4.7. Sustainable Design Criteria

According to the 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.

4.8. Estimated Project Cost

The estimated project cost for the recommended courthouse project is \$119.914 million, without financing and including land costs. This is based on a project of approximately 113,757 gross square feet with 270 surface parking spaces and nine basement level secure parking spaces. The specific building design and plan may vary in the number of floors, provision of a basement, and use of a mechanical penthouse, depending on the final site selected. No relocation costs for owners or tenants have been included in the budget, because it is assumed that the AOC will not seek a property if tenants or owners require relocation costs. The building design will be determined in the preliminary plan phase of the project.

Construction costs include site grading, site drainage, lighting, landscaping, driveways, loading areas, vehicle sally port, and parking spaces. Construction costs include 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, project management, 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 \$119.914 million.³
- 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 estimates do not include support costs such as utilities and facilities maintenance.

4.9. Project Schedule

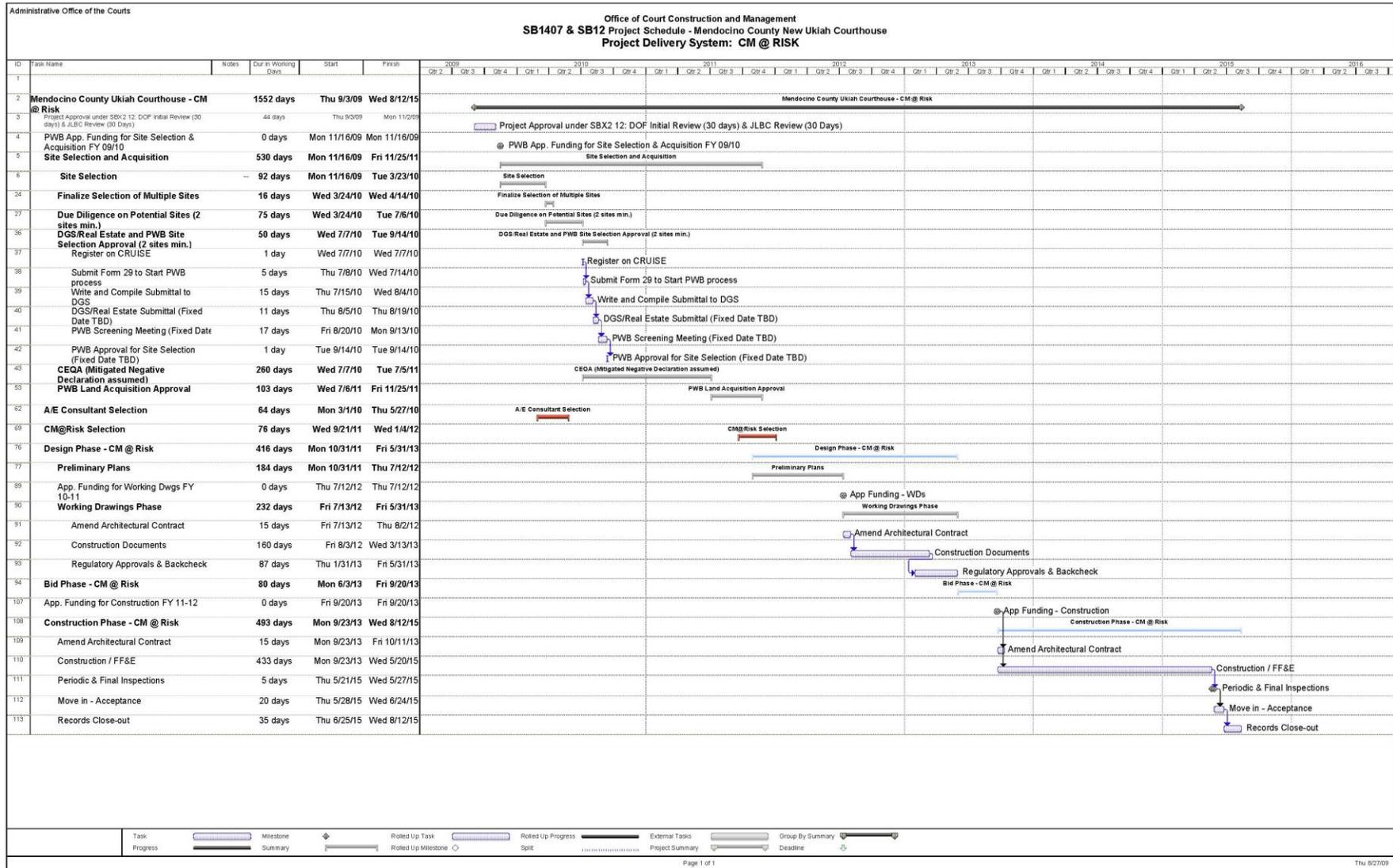
A preliminary project schedule has been developed based upon approval processes by the Department of Finance and the Joint Legislative Budget to be implemented as a result of Senate Bill 1407 (Ch. 311, Statutes of 2008), and Senate Bill No. 12, Special Session (SBX2 12, Ch. 10, Statutes of 2009).

In the current schedule, the acquisition phase will begin fall 2009 and design will begin fall 2011 pending completion of site selection and acquisition. Construction is then scheduled to begin fall 2013 and be completed spring 2015.

The project schedule is provided in the following figure.

³ 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 construction schedule provided in Section 4.9 of this report.

FIGURE 4.9a
 Project Schedule



APPENDIX A: DETAILED SPACE PROGRAM

Introduction

A detailed space program was developed for the recommended option.

The following table is the summary of the program for a new 9-courtroom facility. The following pages include a series of tables with a list of spaces required for each major court component.

Superior Court of California, County of Mendocino
Projected Staff and Space Requirements Summary for the New Ukiah Courthouse

Division/Functional Area	Projected Need		Total Departmental GSF	Comments
	Courtrooms	Total Staff		
Public Area: Entry Lobby & Security Screening	-	-	2,390	
Courtsets	9	18	32,248	
Judicial Chambers & Courtroom Support	-	12	5,665	
Court Operations	-	11	1,640	
Criminal/Traffic Division	-	24	4,474	
Civil / Family / Juvenile Division	-	31	5,457	
Self-Help Center / Collections / Community Services	-	11	2,222	
Court Administration	-	12	2,979	
Jury Services	-	1	4,141	
Sheriff Operations	-	1	1,205	
Central In-Custody Holding	-	-	7,239	Includes sallyport and sheriff vehicle parking
Building Support	-	2	11,596	Includes secure basement parking
Subtotal	9	123	81,255	
Gross Area Factor ¹			1.40	
Total Building Gross Square Feet			113,757	
BGSF per Courtroom			12,640	

Footnotes:

1. The Gross Area Factor includes space for staff and public restrooms, janitor's closets, electrical rooms, mechanical shafts, circulation, etc.

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Public Area: Entry Lobby & Security Screening					
1 Entry Vestibule	100	-	1	100	
2 Security Screening Queuing	9	-	50	450	
3 Weapons Screening Station	250	-	2	500	
4 Secure Public Lobby	900	-	1	900	
5 Information Kiosk	42	-	1	42	
Subtotal Staff and Net Area		-		1,992	
Departmental Grossing Factor	20%			398	
Subtotal Departmental GSF				2,390	

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Courtsets					
Courtroom, Large (High Volume)	2,100	-	1	2,100	Includes ADA ramping
Courtroom, Multipurpose (jury)	1,750	-	8	14,000	Includes ADA ramping
Courtroom Clerk Workstation (in courtrooms)	-	9	9	-	Located in courtrooms
Courtroom Clerk Copy/Supply/Workroom	100	-	5	500	[1 per 2 courtrooms]
Bailiff Workstation	-	9	-	-	Located in courtrooms
Exhibit Storage	40	-	9	360	
Courtroom Technology/Equipment Rack	15	-	9	135	
Courtroom Holding/Attorney Interview	125	-	9	1,125	
Holding Vestibule	40	-	9	360	
Entry Vestibule	64	-	9	576	
Jury Deliberation (includes. 2 restrooms, kitchenette)	410	-	5	2,050	[1 per 2 courtrooms]
Courtroom Waiting	200	-	9	1,800	
Attorney/Client Conference Room	100	-	18	1,800	
Subtotal Staff and Net Area		18		24,806	
Departmental Grossing Factor	30%			7,442	
Subtotal Departmental GSF				32,248	
Judicial Chambers & Courtroom Support					
Judicial Chambers (Includes restroom, closet)	400	9		3,600	
Judicial Secretary Workstation	64	3	-	192	2 current positions
Chambers Waiting/Reception	120	-	2	240	
Judges' Conference Room	400	-	1	400	
Copy/Supply/Workroom	100	-	1	100	
Subtotal Staff and Net Area		12		4,532	
Departmental Grossing Factor	25%			1,133	
Subtotal Departmental GSF				5,665	
Court Operations					
Courtroom Support					
Court Attendant	64	1		64	
Subtotal Staff and Net Area		1		64	
Departmental Grossing Factor	25%			16	
Subtotal Departmental GSF				80	
Court Reporters					
Court Reporter Office	120	8		960	
Subtotal Staff and Net Area		8		960	
Departmental Grossing Factor	25%			240	
Subtotal Departmental GSF				1,200	
Interpreters					
Interpreter	48	2	-	96	
Subtotal Staff and Net Area		2		96	
Departmental Grossing Factor	25%			24	
Subtotal Departmental GSF				120	
Therapeutic Courts					
Administrator	64	1		64	
Coordinator	64	1		64	
Clerk	64	1		64	
Subtotal Staff and Net Area				192	
Departmental Grossing Factor	25%			48	
Subtotal Departmental GSF				240	
Total Staff and Net Area		11		1,312	
Total Departmental GSF				1,640	

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Criminal/Traffic Division					
Criminal/Traffic Staff					
Manager	120	1	-	120	
Legal Process Clerk Workstation	64	18	-	1,152	
Service Counter - Criminal					
Counter Workstation (Unassigned)	48	2	2	96	Assigned
Queuing Area	10	-	10	-	
Workcounter/Form Storage	60	-	1	60	
Photocopiers/Printers (Staff Support)	100	-	1	100	
Public File Viewing/Document Review	100	-	1	100	with computers, microfiche
Service Counter - Traffic					
Counter Workstation (Unassigned)	48	3	3	144	Assigned
Queuing Area	10	-	15	150	
Workcounter/Form Storage	60	-	1	60	
Photocopiers/Printers (Staff Support)	100	-	1	100	
Active Records					
Active Criminal Files; 42" x 7 shelf unit	22	-	25	550	
Active Traffic Files; 42" x 7 shelf unit	22	-	25	550	
File Scanning Station	48	-	1	48	
File Staging Area	60	-	1	60	
File Carts	6	-	4	24	
Subtotal Staff and Net Area		24		3,314	
Departmental Grossing Factor	35%			1,160	
Subtotal Departmental GSF				4,474	

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Civil / Family / Juvenile Division					
Staff - Civil					
Civil Manager	120	1	-	120	
Civil Legal Process Clerk	64	10	-	640	
Service Counter - Civil					
Counter Workstation (Unassigned)	48	3	3	144	Assigned
Queuing Area	10	-	15	150	
Workcounter/Form Storage	60	-	1	60	
Photocopiers/Printers (Staff Support)	100	-	1	100	
Public File Viewing/Document Review	100	-	1	100	with computers, microfiche
Staff - Family					
Director of Family Court Services	150	1	-	150	
Receptionist	64	1	-	64	
Child Custody Evaluator	120	1	-	120	
Probate Investigator	120	1	-	120	
Probate Investigator	64	5	-	320	
Family Mediator	150	1	-	150	
Family Law Facilitator	150	1	-	150	
Service Counter -Family					
Counter Workstation (Unassigned)	48	1	1	48	Assigned
Queuing Area	10	-	3	30	
Workcounter/Form Storage	60	-	1	60	
Photocopiers/Printers (Staff Support)	100	-	1	100	
Public File Viewing/Document Review	100	-	1	100	with computers, microfiche
Waiting/Reception Area	120	-	1	120	
Civil Settlement Unit/Alternative Dispute Resolution					
Attorney Mediator Office	150	1	-	150	
Staff - Juvenile					
Staff	64	4	-	256	
Service Counter - Juvenile					
Counter Workstation (Unassigned)	48	-	1	48	
Queuing Area	10	-	3	30	
Workcounter/Form Storage	60	-	1	60	
Active Records					
Active Files; 42" x 7 shelf unit	12	-	25	300	open
File Scanning Station	48	-	1	48	
File Staging Area	60	-	1	60	
File Carts	6	-	4	24	
Shared Support					
Copy/Work Room	200	-	1	200	
Cash Safe	20	-	1	20	
Subtotal Staff and Net Area			31	4,042	
Departmental Grossing Factor		35%		1,415	
Subtotal Departmental GSF				5,457	

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Self-Help Center / Collections / Community Services					
Self-Help Center					
Public Area					
Self-Help Staff Office	120	1	-	120	
Paralegal	64	1	-	64	
Waiting Room	15	-	8	120	
Computer Workstation	20	-	2	40	Public use
Work Table	40	-	3	120	Public use
Form Display	25	-	2	50	
Staff Support					
Bulk Form Storage	25	-	1	25	
Copy/Printer/Supply	40	-	1	40	
Collections & Community Service					
Collections					
Staff	64	9	-	576	
Support Space	450	-	1	450	
Community Services					
Staff - non profit employees	64	2	1	64	
Copy/Printer/Supply	40	-	1	40	
Subtotal Staff and Net Area					
		11		1,709	
Departmental Grossing Factor				30%	513
Subtotal Departmental GSF					2,222
Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Court Administration					
Court Administrative Office					
Court Executive Officer	300	1	-	300	Room to conference 8
Assistant Court Executive Officer	250	1	-	250	Room to conference 8
Executive Assistant	64	1	-	64	
Calendar Coordinator	64	1	-	64	
Auditor	120	1	-	120	
Accountant	64	3	-	192	
Human Resources Manager	120	1	-	120	
Records Manager	120	1	-	120	
Active Records	6	-	50	300	
Reception Waiting Area	100	-	1	100	
Copy/Work Room	100	-	1	100	
Subtotal Staff and Net Area					
		10		1,730	
Departmental Grossing Factor				30%	519
Subtotal Departmental GSF					2,249
Information Technology					
Manager	120	1	-	120	
IT Technician	64	1	-	64	
Central Computer Room	200	-	1	200	
IT Work Room/Storage	200	-	1	200	
Subtotal Staff and Net Area					
		2		584	
Departmental Grossing Factor				25%	146
Subtotal Departmental GSF					730
Total Staff and Net Area					
		12		2,314	
Total Departmental GSF					
					2,979

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Jury Services					
Jury Administration					
Jury Coordinator	120	1	-	120	
Jury Processing					
Check-in Counter Station	48	-	2	96	
Queuing Area	14	-	25	350	
Forms Counter	5	-	12	60	
Copy/Printer/Supply/Active Files	100	-	1	100	
Jury Assembly/Waiting			200		Total Jury Call
General Seating	12	-	186	2,232	
Carrel Workstation	20	-	10	200	
Table Seating	20	-	4	80	4 seats at one table
Juror Support					
Vending Area	75	-	1	75	
Women's Restroom (Use Public Restrooms)	200	-	-	-	
Men's Restroom (Use Public Restrooms)	150	-	-	-	
Subtotal Staff and Net Area			1	3,313	
Departmental Grossing Factor		25%		828	
Subtotal Departmental GSF				4,141	

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Sheriff Operations					
Staff					
Lieutenant	120	1	-	120	
Interview/Holding Room	64	-	1	64	
Support					
Central Control Room (Inmate Supervision & Central Bldg. Security)	350	-	1	350	
Security Equipment Closet	80	-	1	80	
Men's Locker/Shower/Toilet Room	150	-	1	150	
Women's Locker/Shower/Toilet Room	120	-	1	120	
Copy/Work/Supply Alcove	80	-	1	80	
Subtotal Staff and Net Area		1		964	
Departmental Grossing Factor	25%			241	
Subtotal Departmental GSF				1,205	
Central In-Custody Holding					
Vehicular Sallyport/Patrol Vehicle Parking	2,500	-	1	2,500	
Pedestrian Sallyport	80	-	1	80	
Detainee Staging	150	-	1	150	
Holding Control Room (Combined w/Central Holding Control Room)	200	-	-	-	
Central Holding, Adult			94		Total Capacity - Adult
Group Holding - Male	192	-	3	576	
Group Holding - Female	192	-	1	192	
Individual Holding - Male	60	-	3	180	
Individual Holding - Female	60	-	2	120	
Central Holding, Juvenile			44		Total Capacity - Juvenile
Group Holding - Male	192	-	1	192	
Group Holding - Female	192	-	1	192	
Individual Holding - Male	60	-	1	60	
Individual Holding - Female	60	-	1	60	
Remand Holding	144	-	1	144	
Gun Locker	20	-	1	20	
Attorney/Detainee Interview Room	60	-	2	120	
Attorney Vestibule/Waiting	60	-	1	60	
Storage Room	60	-	1	60	
Staff Restroom	60	-	2	120	
Subtotal Staff and Net Area		-		4,826	
Departmental Grossing Factor	50%			2,413	
Subtotal Departmental GSF				7,239	

Space/Component	Unit/Area Std.	No. of Staff	No. of Spaces	Net Area	Comments
Building Support					
Children's Waiting Room					
Secure Check-in Station	60	-	1	60	
Play Area	300	-	1	300	reading, television, computer areas
Clerk/Volunteer Workstation	48	1	-	48	
Supply/Toy Storage	30	-	1	30	
Restroom w/Diaper Changing	64	-	1	64	for clients
Kitchenette	24	-	1	24	
Subtotal Staff and Net Area		1		526	
Departmental Grossing Factor	20%			105	
Subtotal Departmental GSF				631	
Staff Support					
Video Conference/Training Room	500	-	1	500	
Staff Break Room	300	-	2	600	
Staff Lactation Room	64	-	1	64	
Staff Shower/Restroom	80	-	4	320	
Subtotal Staff and Net Area		-		1,484	
Departmental Grossing Factor	20%			297	
Subtotal Departmental GSF				1,781	
Public Area Support					
Vending Area	75	-	2	150	3 vending machines
Subtotal Staff and Net Area		-		150	
Departmental Grossing Factor	20%			30	
Subtotal Departmental GSF				180	
Related Justice Agency Space					
Victim/Witness Room	150	-	1	150	
Agency Hoteling Office Space	150	-	1	150	
Subtotal Staff and Net Area		-		300	
Departmental Grossing Factor	20%			60	
Subtotal Departmental GSF				360	
Exhibits Storage					
Exhibits Storage	350	-	1	350	
Subtotal Staff and Net Area		-		350	
Departmental Grossing Factor	20%			70	
Subtotal Departmental GSF				420	
Building Operations					
Loading/Receiving	60	-	1	60	
Mail Processing and Distribution Center	150	-	1	150	
General Building Storage	250	-	2	500	
Telecommunications Equipment Room	200	-	1	200	
Main Electrical Room ¹	200	-	-	-	
Housekeeping Storage	100	-	1	100	
AOC Facilities Maintenance Unit Office	100	-	1	100	
Subtotal Staff and Net Area		-		1,110	
Departmental Grossing Factor	20%			222	
Subtotal Departmental GSF				1,332	
Building Maintenance	120	1	-	120	
File Unit	12	-	1	12	
Subtotal Staff and Net Area		1		132	
Departmental Grossing Factor	30%			40	
Subtotal Departmental GSF				172	
Secure Parking					
Secured Judges Parking	350	-	9	3,150	
Executive Staff Parking	350	-	7	2,450	
Subtotal Staff and Net Area		-		5,600	
Vehicular Circulation	20%			1,120	
Subtotal Departmental GSF				6,720	
Subtotal Staff and Net Area		2		9,652	
Subtotal Departmental GSF				11,596	

Footnotes:

1. Electrical rooms are included in building gross square foot calculation.