

Justice Center and Space Planning Summary

EXECUTIVE SUMMARY

Thank you to all the departments who shared their challenges and the opportunities they see in the future. Through this effort the Facilities Management Department has a better understanding of the operational and spatial needs for these departments over the next 6-20 years.

The County-City Building (CCB) has been stretched to make use of any existing available space through renovations and expansions to accommodate various programmatic and staffing increases over the years. It is now stretched to its maximum, even taking into consideration new virtual and hybrid programs added over the last two years because of the pandemic. Without major system and building renovations, making programmatic revisions to the building are becoming increasingly challenging while new building codes and standards require safer and more energy efficient construction.

Based on this information Facilities Management (FM) is recommending the following path to meet as many of the Justice Center goals as possible.

For Justice Center functions:

- Remodel eastside of 7th floor CCB to occupiable space and a portion of 10th floor CCB
- Purchase existing building or build a new office building on the eastside of Tacoma Avenue between 9th and 11th
 - Include Council Chambers and meeting spaces
 - Utilize it for downtown campus office functions
 - Includes non-courthouse related justice functions
- Remodel the 2002 Jail Addition
- Remodel or rebuild Remann Hall facilities
- Remodel CCB Campus

In addition, other County Departments require expansion and work to meet needs over the next 20 years. Some examples include:

- Expand the Elections footprint in the Annex West
- Relocate and expand storage capacity for the Sheriff's department
- Remodel the Annex
- Expand Medical Examiner building
- Update the 2017 study to combine Human Services and the Health Department into a new building.

BACKGROUND

To support each Department's needs, an evaluation is required to compare the current and projected programmatic space and operational requirements with FM's current inventory of facilities. Typically, this is performed through a Strategic Facility Assessment that incorporates condition, use, and projects departmental growth. These reports are usually performed every 5 years, so that the County can either reconfirm or revise direction.

The County performed an overall assessment in [2016](#) and [2017](#) outlining condition and use, as documented in the Deferred Maintenance Reports. In addition, many Master Plans, building

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component evaluations, and building system assessments exist that document specific needs and opportunities. All these studies help shape and focus FM's future explorations.

The refresh of the Strategic Facility Assessment information is more extensive this time as departments have recognized the operational changes to their programs because of the pandemic. Departments are re-imagining how they provide services compared to the past and are also looking at options afforded by additional remote and telework options.

JUSTICE CENTER STUDY

The County Executive requested FM to perform a Justice Center Study with several higher-level goals listed below.

- Improve customer experience and delivery of service.
- Combine justice related programs onto one campus.
- Modernize building(s) to current needs and best management practices.
 - Understand impacts of known building deficiencies and antiquated systems on long term development including but not limited to:
 - Fire-life safety code compliance
 - Energy code compliance
 - ADA accessibility compliance
 - Pierce County 2030 Sustainability Plan
 - Structural code requirements
 - Mechanical, plumbing, electrical, lighting, security, and technology equipment and distribution systems that may be lacking for current functions or past their useful life
- Provide a plan that addresses the 6-, 10-, & 20-year growth and capital plan to meet these goals.

Justice Center programs in Pierce County have continued to grow and expand since the CCB first opened in 1959 and a modernized and reconfigured Justice Center Campus is needed to support these programs. FM hired KMB Architects to address these goals and meet with the stakeholders to understand current conditions, and to provide direction for what could be in the future.

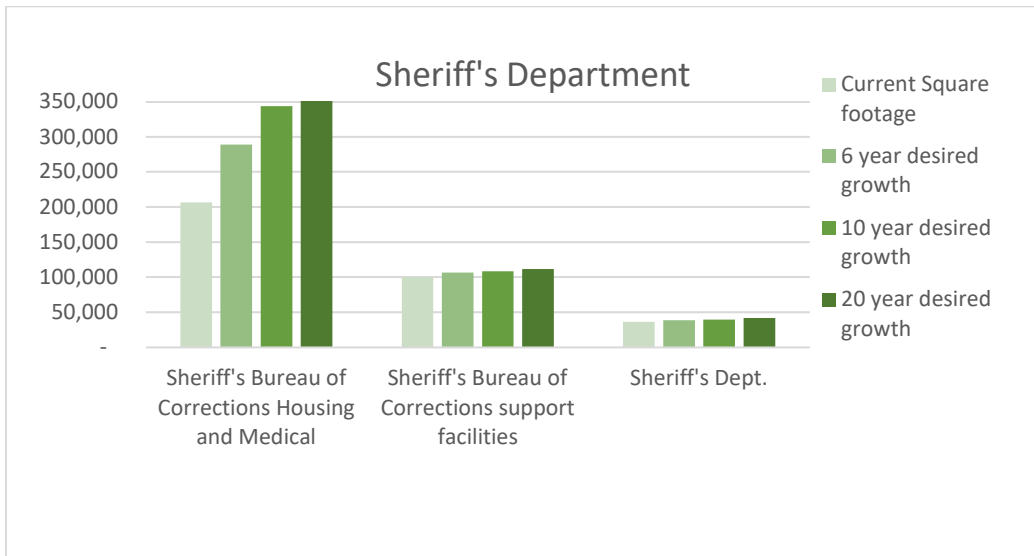
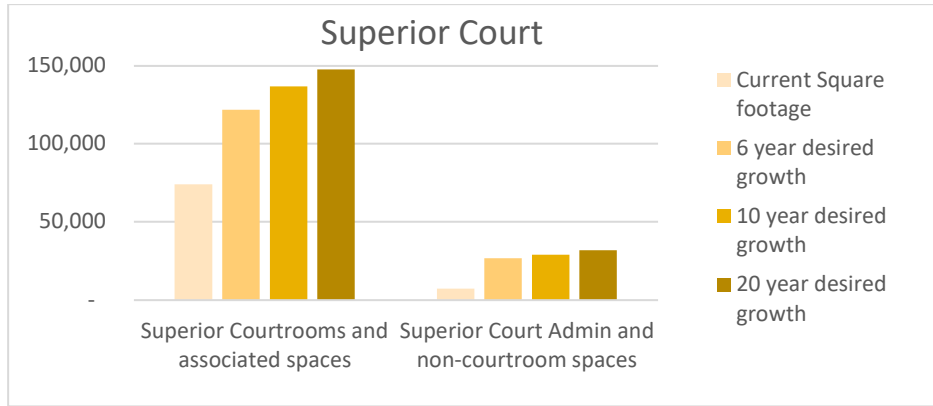
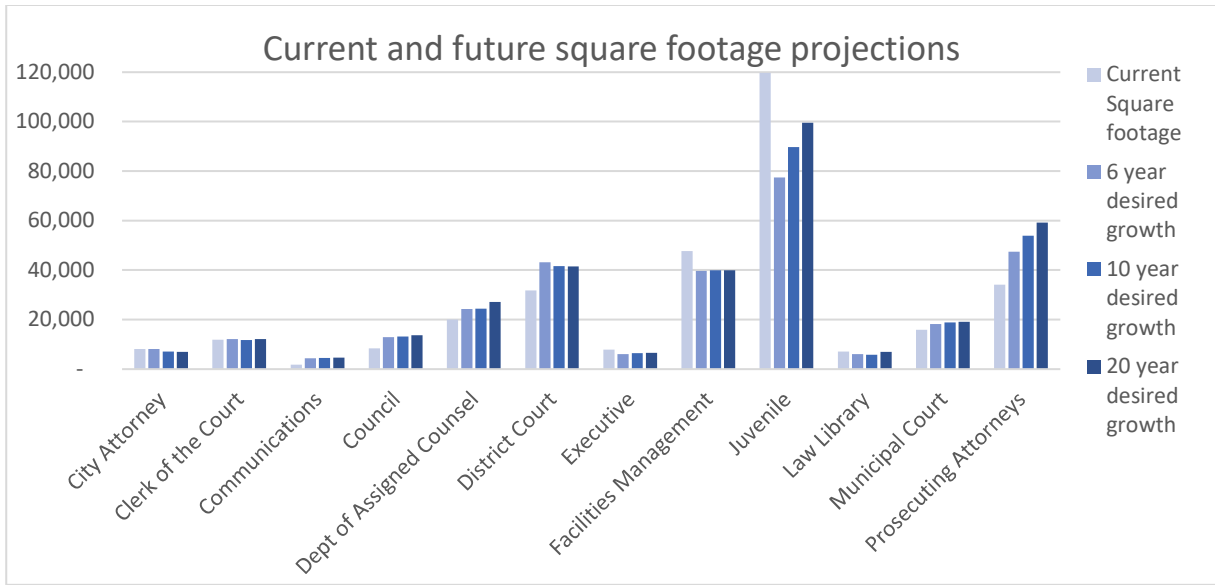
JUSTICE CENTER GROWTH

A summary of each the Justice Center department's projected growth is shown Chart 1, with all growth needs shown in Appendix A. To understand the needs, each department provided feedback to the consultant team regarding growth for each of the target years (6, 10 and 20-year). This information is used to compare what is currently available in the downtown CCB campus and determine what additional space is needed and by when.

The downtown CCB campus is undersized to support all Justice Center functions in the initial 6-year period and beyond. This is due to growth in both services and associated support areas, and the goal of moving all offsite justice functions onto the same campus. (Prosecuting Attorney, Assigned Counsel, and Juvenile Services.)

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Chart 1: Current and Future Square Footage Projections

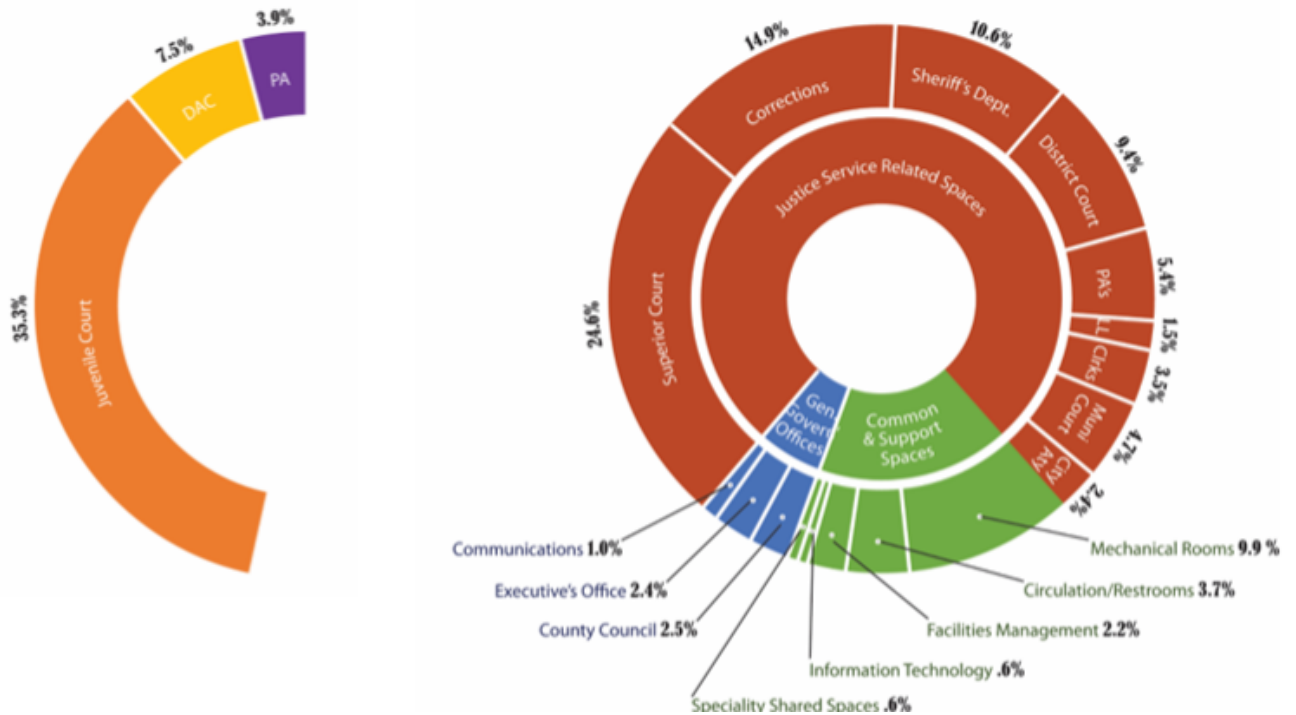


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The following figure (Figure 1) lists Departments by function, which includes the CCB campus and offsite justice center functions. Figure 2 reflects the growth by each Department at the 6-year mark.

Figure 1: Current Space Usage

Space is shown as relative to 100% of the CCB

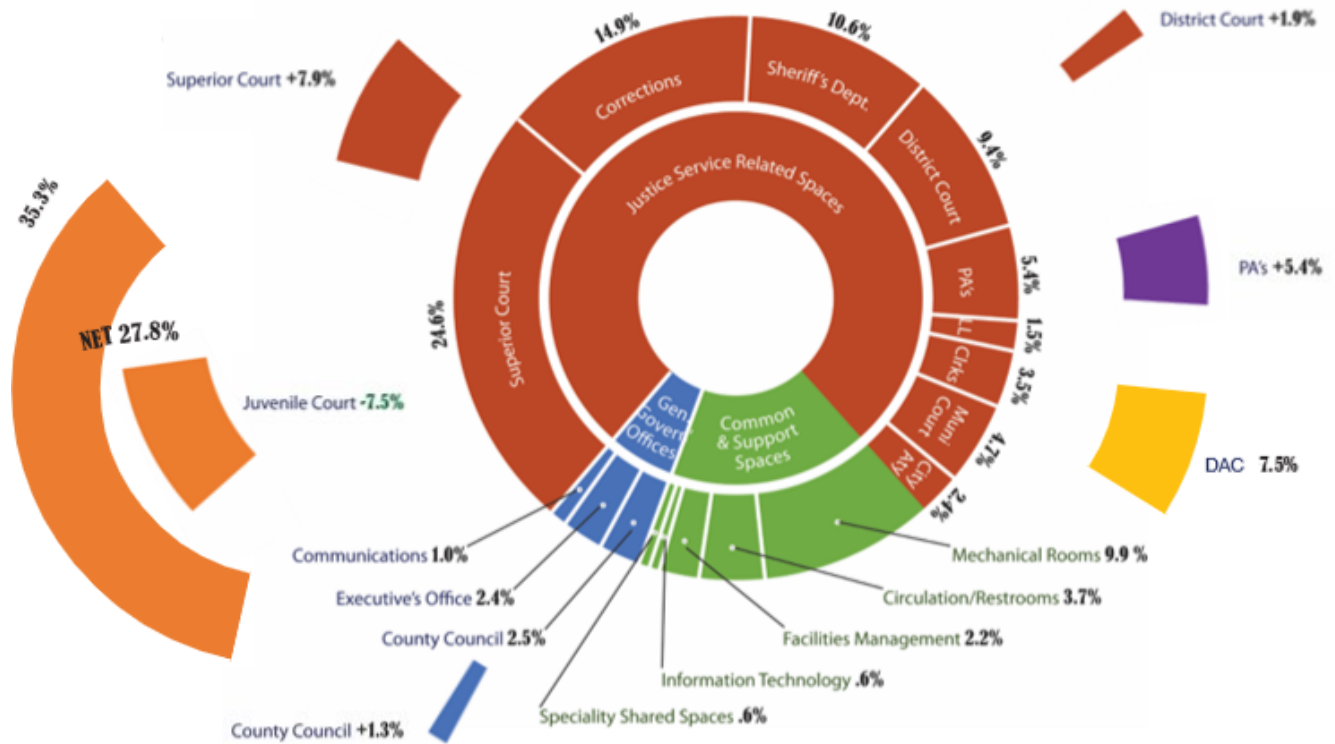


Within the CCB several operations are not Justice Center focused. These include the Executive, Communications, and County Council. Council for example, is growing and the current location on the 10th floor inside the Courthouse is not ideal for public access and is too small. Moving these functions offsite provides improved services and access and frees up some space, but only accounts for a small benefit inside the CCB. The cost of a new building for non-justice center functions is not included in KMB's estimates. Additional short-term solutions exist for moving other functions off-site but does not meet the total projected space need.

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Figure 2: 6-Year Space Need

Space is shown as relative to 100% of the CCB



A potential option to meet growth is to re-use portions of the campus that are economical and build new facilities to support growth and new functions on the campus. During a remodel of existing facilities, the County either needs to suspend some level of service or find temporary space to move the various functions. Finding office functions is much easier than courts or corrections.

BUILDING CONDITION - JUSTICE CENTER BUILDINGS

The CCB campus was built between 1959 and 2002, with many remodels taking place in between. Remann Hall was built between 1954 and 1995 and designed for a greater number of Juveniles and different juvenile justice system than currently used.

Typically, a commercial building life-cycle is 60 years. This is due to the obsolescence of major components, and operational use changes that occur over time. Items such technology, codes changes, new standards and best practice impact the function and condition of the building. There are many approaches to address these projects with the two primaries being a singular project that addresses the need or combing the updates with other necessary improvements. Pierce County typically uses the approach of combining projects since it provides the greatest cost and reduces overall impact of construction.

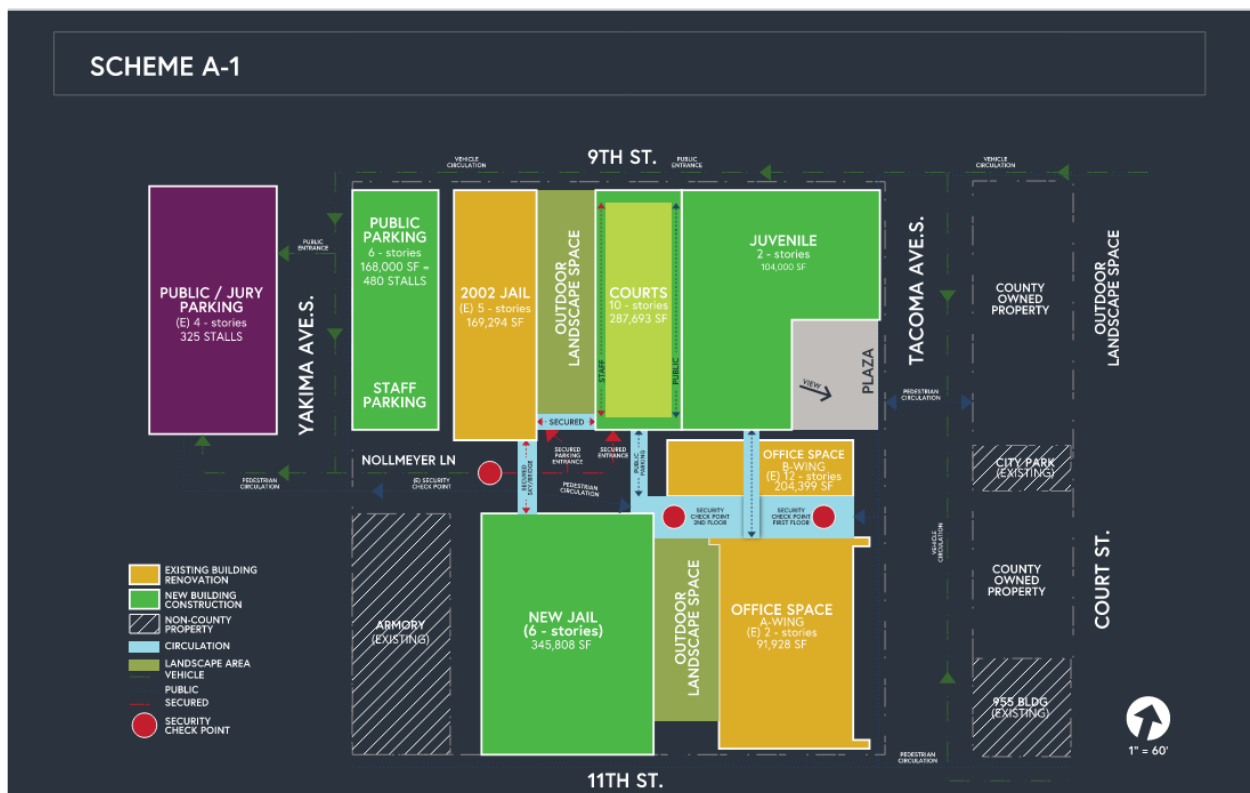
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EVALUATION OF JUSTICE CENTER OPTIONS

The Justice Center team identified current deficiencies and provided projections to anticipate growth. Some of the assumptions can continue to evolve as the impact of remote appearance and remote court operations are explored. The only way to meet the desired goals and projected growth for the next 6-20 years is for significant remodels, and the building of new buildings.

KMB prepared options that provides all Justice Center functions on the downtown campus. The attached graphic (Graphic 1) summarizes one of the 20-year plans. The cost of this plan is \$1.4 - \$1.5 billion for design and construction. If the County were to fund this through bonds it would be approximately \$100 million per year for 20 years. This option addresses all growth needs and needed repairs, replacement, and changes for these existing buildings.

Graphic 1: One of several Schemes for the Downtown Campus in KMB Report



Additional options were explored, however, they resulted in sacrificing some of the desired goals related to housing all justice center functions on one site.

KMB did explore building a new jail off-site in Pierce County. The construction cost is comparable, but the yearly operational costs would likely double. There would still need to be Corrections facilities at the CCB to house for daily court and transportation costs duplicating sites create higher operational costs. This and likely siting issues made this option fatally flawed.

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Another option is to keep Juvenile Court at Remann Hall. This option still requires the construction of a new Juvenile facility at Remann Hall but allows more flexibility in construction timing and reduces the impacts of CCB campus construction.

Remaining options focus on maximizing the use of existing facilities and providing a more “just in time approach.” All of these become a pathway to move along with check-in points to reconfirm or revise direction based on the best information available.

PROGRAM GROWTH ACROSS THE COUNTY

Facilities did not complete site specific or operational explorations for all departments. The analysis and recommendations provided are at a high-level as the following studies are farther along in completion than the rest of the County. The following list describes the remaining Departments and their disposition with growth assumptions.

- Department of Emergency Management, Planning and Public Works are already working on space planning work to determine potential growth needs for their departments.
 - DEM has its 112th Street campus which may need to be revitalized in the 20-year horizon.
 - PPW is exploring the need for reducing its lease footprint and seeing if they can disperse within existing building layouts.
- Tacoma-Pierce County Health Department is currently undergoing programming work to determine future needs.
- Medical Examiner Department has completed programming for future planning and will need additional space with a growing population and additional caseloads within the next 10 years.
- Elections has completed an alternatives analysis and programming for their future needs. The preferred option is to stay at Annex West and expand into General Services space.
- Sheriff’s storage needs additional space; Facilities is currently exploring these needs.

Table 1 provides the growth numbers by Department and location. Any portion with a TBD is still dependent on future studies, but no substantial growth is currently identified. This list does not include all departments, leased spaces and Sheriff’s precincts.

Table 1: Known Department Growth by Location

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| | Current SF | 6 year SF | 10 year SF | 20 year SF | Location | Building SF | |
|---|------------|-----------|------------|------------|-------------------|-------------|-------------------|
| Auditor | 25,000 | tbd* | | | Annex | 82,400 | |
| Assessor-Treasurer | 15,000 | | | | | | |
| PPW | 25,000 | | | | | | |
| BOE | 630 | | | | | | |
| Parks Department | varies | | | | Various locations | varies | |
| Elections | 15,000 | 30,000 | 30,000 | 35,000 | Annex West | 87,000 | |
| DEM | 23,000 | tbd* | | | Annex West | | |
| General Services | 15,000 | | | | Annex West | | |
| Sheriff's property storage | 25,500 | 50,000 | tbd* | | New location | | |
| Medical Examiner | 20,000 | 20,000 | 25,000 | 31,000 | Medical Examiner | 20,000 | |
| Human Services | 10,400 | tbd* | | | Soundview | 30,000 | |
| WSU | 2,700 | | | | | | |
| TPCHD | 54,000 | | | | | | Health Department |
| *confirm space needs, deficiencies of buildings tbd | | | | | | | |

Table 2 summarizes the known 20-year projects for each location. These projects include both deferred maintenance projects and identified remodels. This list is not all inclusive since new requests and projects are brought forward every year.

Table 2: Outbuilding 20-year projected capital improvements and expenditures

| | Project Planning Description | 0-20 year |
|---------------------------|--|---------------|
| Annex | Update HVAC system and Remodel | \$30 M |
| Annex West | Expand Elections into Annex West, Move Sheriff's storage, Renovate Annex West | \$8 M |
| Remann Hall | Study redevelopment of campus | \$200 K |
| | Build new buildings according to study | \$40-80 M |
| 112th Street | Renovate office building and shop then build new storage building | \$24 M |
| Lakewood Community Center | Structural updates | \$12 M |
| Sprinker | Study in process, Expansion for new or updated services | |
| Sheriff's Precincts | Mountain Detachment design beginning soon | \$4 M |
| Soundview | Complete HVAC updates; Study future space needs | \$20-30 M |
| TPCHD | Expand building or Build new; Study in process to determine needs | \$20-70 M |
| Medical Examiner | CT equipment and Facility updates design in process; programming complete; more space needed in 10-20 years. | \$10-15 M |
| | Total | \$170 - 275 M |

EVALUATION OF OPTIONS ACROSS THE COUNTY

The needs across the County are great. Many of the CCB and Jail building systems have reached or exceeded their lifespans. For some buildings, it is more cost effective to demo the entire building and construct a new building with modern systems and built to support the programmatic needs rather than try to modernize the facility. The proposed Justice Center plan meets all goals; however, it is a heavy financial lift over the next 20-years.

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Another strategy to explore is to meet as many of the goals as the County can in a more deliberate manner; Spreading out the costs and confirming each substantial project before the County commits large amounts of financial resources. This approach reduces the risk of over-building and planning, and still moves Pierce County forward. All the projects are important and necessary and meeting growth needs in a just in time service is necessary.

- Improve customer experience and delivery of service.
- Combine justice related programs onto one campus.
- Modernize building(s) to current needs and best management practices.

The proposed 6-year plan will take the necessary steps to move forward towards achieving this goal while providing time for selecting a final plan. This includes the opportunity to replace outdated systems and improve operational efficiencies in conjunction with other projects. Taking a deliberate and cautious approach is recommended based on the questions that still exist in potential changes in remote service delivery.

Facilities Management recommends that a phased plan for operational and systematic improvements included in the master plan be moved forward to ensure that the Justice Center facilities remain viable as a Pierce County asset for decades to come.

PROPOSED PLAN

Growth over the next 6 years exceeds the capacity of the current CCB. To meet the needs of this growth, additional office space is required to free courtroom space in the CCB. This strategy focuses on moving functions that are not specifically court related out of the building.

This approach does require the County to begin building additional office space to allow for future growth and staging for the remodel and rehabilitation of the CCB. This extends the life of the building and matches growth needs for the next 20 years.

The 6-year cost for this plan is estimated at \$220 Million.

6-year plan Justice Center:

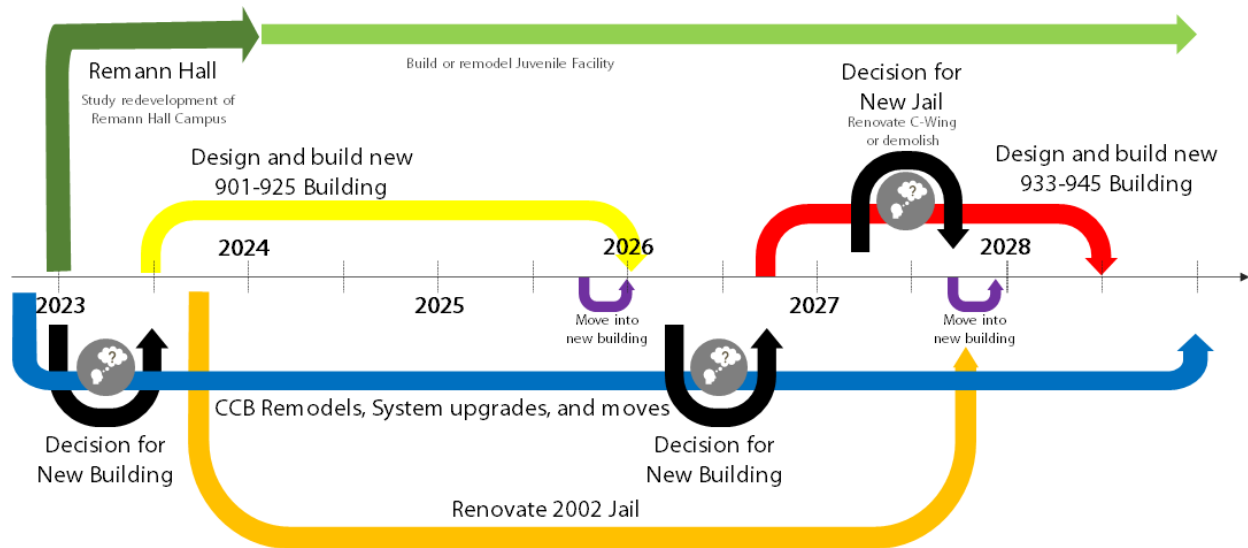
- Renovate 7th floor East side into occupiable space and a portion of 10th floor CCB to allow for short term growth of Council and Prosecuting Attorney's department.
 - Cost: \$6.5 M
- Study to determine details and decision on new building, and implement recommended option on East side of Tacoma Ave. (Assumes no other existing commercial buildings are available and appropriate.)
 - 100,000-150,000 sf
 - Cost: \$80-120 M
 - Time: 6 years
- Study redevelopment of Remann Hall Campus and impacts of Juvenile services remaining distant from downtown campus.
 - Cost: \$200,000 (Capital costs to be determined upon results of study.)

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- Renovate 2002 Jail from Minimum security to more Medium/Maximum detention. This option provides additional capacity and the flexibility for operational needs.
 - Cost: \$30 M
 - Time: 6 years
- Relocate Communications out of 7th floor to 1102 Broadway.

6-Year Plan Non-Justice Center:

- Study to identify location for Sheriff Storage and implement appropriate solution.
 - Cost: \$25 M (Assumes New Building)
 - Time: 6 Years
- Remodel Annex West for Elections Center Growth.
 - Cost: \$8 M
 - Time: 6 Years
- Annex Projects
 - Cost: \$30 M
 - Time: 6 Years
- Update Health Department and Human Services Study
 - Cost: \$200,000 K
 - Time: 1 Year



The following projects are listed to provide direction, however, they are dependent on confirming which plans are moving forward.

6 to 10-year plan:

- Redevelop Remann Hall campus
- Addition/New Building for Health Department/Soundview
- Addition to Medical Examiner Building
- Remodel of CCB floors

10 to 20-year plan:

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- Demolish Main Jail and build new Jail

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Appendix A: Identified Growth Needs

| | Current Square footage | Description | 6 year growth (needs #) | 6 year desired growth (KMB) | Description | 10 year desired growth (KMB) | Description | 20 year desired growth (KMB) | Description | Remote work | Needs to be in CCB |
|--|------------------------|---|-------------------------|-----------------------------|---|------------------------------|---|------------------------------|---|--------------------------------|--|
| Council | 9,000 | | 13,000 | 13,000 | Move to new building | 14,000 | Needs met | 14,000 | Needs met | some | |
| Executive | 7,000 | | 8,000 | 8,000 | Move to new building | 8,000 | Needs met | 8,000 | Needs met | some | <input type="checkbox"/> |
| Communications | 2,000 | | 5,000 | 5,000 | Move to new building | 5,000 | Needs met | 5,000 | Needs met | some | <input type="checkbox"/> |
| Prosecuting Attorneys | 34,000 | Current SF at CCB, RH and 955 Tacoma Ave. | 36,000 | 47,000 | Move to new building | 41,000 | Needs met | 47,000 | Needs met | unpredictable | <input type="checkbox"/> |
| Sheriffs Bureau of Corrections | 365,000 | Current SF at CCB, C-wing, Main Jail, 02' Jail | 386,000 | 396,000 | Renovate 2002 Jail | 463,000 | Build new Jail | 514,000 | Needs met | working on site | <input type="checkbox"/> |
| Sheriff's Bureau of Corrections Housing and Medical | 265,000 | 1,296 budgeted beds | 289,000 | 289,000 | more socially distant beds, single and double cells | 344,000 | Build new Jail | 391,000 | Needs met | working on site | <input type="checkbox"/> |
| Sheriff's Bureau of Corrections support facilities | 100,000 | | 100,000 | 107,000 | Includes Intake, Release, Laundry, Kitchen, Admin., Commissary, visitation | 108,000 | Build new Jail | 112,000 | Needs met | work in field, few work remote | <input type="checkbox"/> |
| Sheriff's Department | 37,000 | Current SF at CCB only | 37,000 | 37,000 | Needs met | 40,000 | Move to new building | 42,000 | Needs met | working on site | <input type="checkbox"/> |
| Superior Court total | 82,000 | 28 Courtrooms at CCB | 92,000 | 149,000 | Build new Courtrooms in CCB | 166,000 | Build new Courtrooms in CCB | 180,000 | Build new Courtrooms in CCB | working on site | <input type="checkbox"/> |
| Superior Courtrooms and associated spaces | 74,000 | | 81,000 | 122,000 | 4 additional Courtrooms desired | 137,000 | 4 additional Courtrooms desired | 148,000 | 3 additional Courtrooms desired | working on site | <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> |
| Superior Court Admin and non-courtroom spaces | 10,000 | | 25,000 | 27,000 | Office space created in CCB | 29,000 | Office space created in CCB | 32,000 | Office space created in CCB | some, unpredictable | <input checked="" type="checkbox"/> |
| Clerk of the Court | 11,000 | Current SF at CCB only | 12,000 | 12,000 | Move into PA space on 1st floor A-Wing | 12,000 | Electronic filing will reduce paper storage | 13,000 | Increase space due to future department added | working on site | <input checked="" type="checkbox"/> |
| District Court | 32,000 | 9 Courtrooms currently, SF does not include 925 Tacoma Ave | 35,000 | 43,000 | 1 additional Commissioner Courtroom, Attorney-Client meeting rooms, and larger Courtrooms desired | 46,000 | | 50,000 | | working on site | <input checked="" type="checkbox"/> |
| Dept of Assigned Counsel | 20,000 | Current SF at Rhodes Center floors 3 and 4 | 20,000 | 25,000 | Needs are currently met, remain in lease | 25,000 | Located in new building | 27,000 | Needs met | Some | <input type="checkbox"/> |
| Juvenile | 120,000 | Current SF at RH minus J and I wing; 102 beds current capacity in Detention | 78,000 | 78,000 | Demolish I and J wings, Redevelop site | 90,000 | New buildings completed | 100,000 | Needs met | working on site | <input type="checkbox"/> |
| Facilities Management | 48,000 | Current SF at Includes CCB, Main Jail, and RH | 40,000 | 40,000 | | 40,000 | | 40,000 | | working on site | <input checked="" type="checkbox"/> |
| Law Library | 8,000 | Current SF at CCB and 02' Jail | 6,000 | 6,000 | Space needs currently met | 6,000 | Move to new building | 6,000 | Needs met | working on site | <input type="checkbox"/> |
| Municipal Court | 16,000 | Current SF at CCB | 16,000 | 18,000 | Larger Jury and Courtrooms desired | 22,000 | Expand existing Jury and Courtrooms | 22,000 | Needs met | working on site | <input type="checkbox"/> |
| City Attorney | 9,000 | Current SF at CCB | 8,000 | 8,000 | Needs currently met | 8,000 | Electronic filing will reduce paper storage | 6,000 | Electronic filing complete | working on site | <input type="checkbox"/> |