



San Francisco Justice Facilities Improvement Study Final Phase Report

Bureau of Architecture
Department of Public Works
City & County of San Francisco

Superior in Control of Risk and Initial Cost	Focus on HOJ Area					HOJ Area + Court at Remote Site		2 Remote Sites
	A	B	C.1	C.2	D	Court at Civic Center	Court at Alternate Location TBD	*Police -All Others
Function			IDEAL					
Adjacency Capacity / Flexibility								
Control of Risk Timing & Delay Political Acceptance	Allows 7 yrs for Court to be funded		Court must go first			Need PUC parcel?		Court must go first
Site Assembly Land Acquisition Planning Approvals	Must acquire adjacent site(s)		Must acquire adjacent site(s)			Second site Court Related Offices High & mass issues?		Extensive site acquisitions required
Initial Cost Initial Cost to City To Others (e.g. State)	No interim Jail or Courts required	SSS Interim jail Med. Examiner could remain			SSS Interim court		Jail transport costs	
Time to Completion from Bond Approval (estimated 2011)	6 yrs is # build on-site (court-related offices)	6 yrs	6 yrs is # build on-site (court-related offices)	7 yrs	7 yrs	6 yrs		4 yrs?
Next Steps	Feasibility study of site acquisition?	Feasibility of interim jail? Cost of delay?	Cost of delay?	Do Not Pursue Longest time to complete; C.1 is better	Do Not Pursue Feasibility / cost of interim Courts	Do Not Pursue No benefits to City	Do Not Pursue More problems & no advantages	Do Not Pursue No savings in site and relocation cost outweigh additional land cost?



HELLMUTH, OBATA + KASSABAUM
AND
MARK CAVAGNERO ASSOCIATES
A JOINT VENTURE

Physical Adjacencies

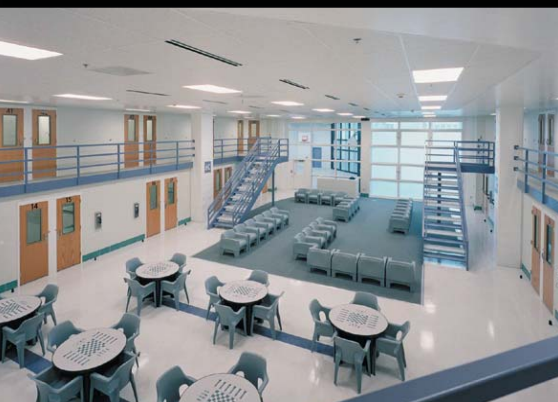
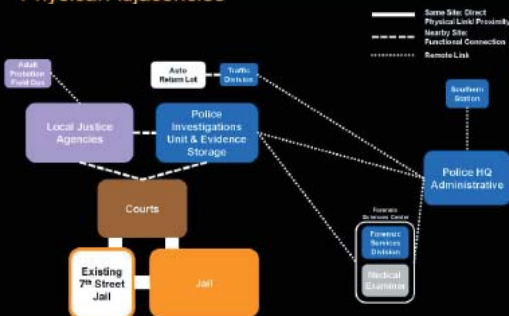


Table of Contents

1. Introduction

1.1	Background	1-1
1.2	Process Summary	1-2
1.3	Needs Assessment	1-2
1.4	Site Screening	1-4
1.5	Development Scenarios	1-6
1.6	Issues Analysis, Development Strategies Refinement and Evaluation	1-11

2. Facility Needs and Development Options

2.1	Sheriff's Detention Facility (Replacement of Jails 1 and 2)	2.1-1
2.1.1	Building Needs	2.1-1
2.1.2	Parking Needs	2.1-1
2.1.3	Development Options	2.1-1
2.1.4	Harriet Street Site Testing (Option A1)	2.1-3
2.1.5	Development Issues Regarding Preferred Harriet Street Site	2.1-8
2.1.6	Other Sites Tested	2.1-9
2.1.7	Replacement Jail Site Tests – Comparative Evaluation Matrix	2.1-13
2.2	Superior Court of San Francisco	
2.2.1	Building Needs	2.2-1
2.2.2	Parking Needs	2.2-2
2.2.3	Development Options	2.2-2
2.3	Police Department	
2.3.1	Building Needs	2.3-1
2.3.2	Parking Needs	2.3-1
2.3.3	Development Options	2.3-2
2.3.4	Police Headquarters Test Fit Evaluation Matrix	2.3-12

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.4	Local Justice Agencies	
2.4.1	Building Needs	2.4-1
2.4.2	Parking Needs	2.4-1
2.3.3	Development Options	2.4-2
2.5	Office of the Chief Medical Examiner	
2.5.1	Building Needs	2.5-1
2.5.2	Parking Needs	2.5-1
2.5.3	Development Options	2.5-1
3.	Evaluation of Options	
3.1	Development Strategies Evaluation Matrix	3-1
3.2	Development Strategy Conclusion: The City believes that the Court and Jail adjacency at the existing site should be sustained; among the options identified, Option A is substantially better than all others	3-1
4.	Implementation Schedule and Cost Assumptions for Capital Budgeting	
4.1	Possible Implementation Schedule for City's Preferred Development Strategy	4-1
4.2	Methodology for Cost Assumptions	4-4
4.3	Budget Level Cost Summary	4-7
4.4	Alternative Development Strategy: Option B Schedule and Project Costs	4-8

San Francisco Justice Facilities Improvement Study Final Phase Report

1 INTRODUCTION

1.1 Background

HOK/Mark Cavagnero Associates Joint Venture (HOK/MCA) has been commissioned by the City of San Francisco's Department of Public Works to provide consulting services to the Justice Facilities Improvement Program. The San Francisco Justice Facilities Improvement Study will lead to a Capital Improvement Plan for how to improve and/or replace facilities for the justice functions including:

- Sheriff's Detention Facility
- Superior Court (Criminal)
- Police Headquarters and Investigations
- Local Justice Agencies (District Attorney, Public Defender, and Adult Probation)
- Office of the Chief Medical Examiner

All of these justice functions are located in the current Hall of Justice (HOJ), except the Public Defender which is located a half block away.

The Project Team includes.

Project Management

Program Managers: Charles Higuera and Jim Buker, DPW
Project Directors: Chuck Orafitik, HOK and Mark Cavagnero, MCA
Advisor: Mark Primeau, P.B. Strategies

Needs Assessment

Lead Coordinator: Pamela Adams, HOK
Facility Planner: Olive Ho, HOK
Courts: Dan Wiley Associates
Police: McClaren, Wilson, & Lawrie
Medical Examiner: McClaren, Wilson, & Lawrie
Sheriff: HOK
Local Justice Agencies: HOK

Real Estate Analysis

Lead Coordinator: Laura Blake, Mark Cavagnero Associates
Architect: Felicia Dunham, Mark Cavagnero Associates
Site Screening: Strategic Economics

Other Consultants

Structural Engineer: SOHA Engineers
Mechanical Engineer: SJ Engineers
Electrical Engineer: FW Associates
Cost Estimator: M. Lee Corporation

San Francisco Justice Facilities Improvement Study Final Phase Report

1.2 Process Summary

The City has recognized that it is not feasible to address the various facility deficiencies and life safety hazards at HOJ, which were identified by previous studies, without undertaking a significant capital improvement program. *Figure 1.2.1* illustrates the overall planning efforts that would lead to a Capital Improvement Plan. The Consultant's work encompasses the Needs Assessment and Real Estate Analysis components broken down into the following phases:

- Phase I. Initial Assessment and Data Collection
- Phase II. Options, Schedule and Budget Development

This report documents the findings of Phase II.

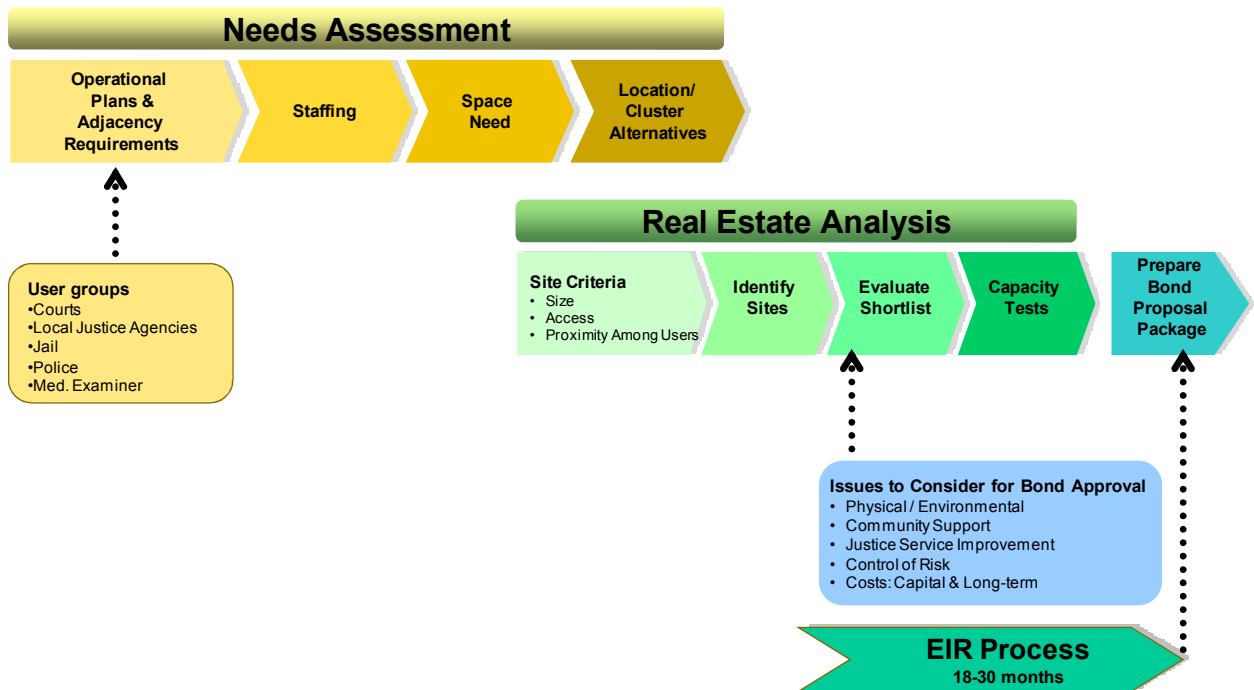


Figure 1.2.1 Process Diagram

1.3 Needs Assessment

In Phase I the Consultant worked with each justice agency to understand current and future space and locational needs. The needs analysis covered current staffing, operations, and space allocations and projected future staffing, operations and space needs. The analysis was conducted at a “macro-level” of detail suitable to determine site capacity and budgeting. The work identified a need for approximately 1.2 million

San Francisco Justice Facilities Improvement Study

Final Phase Report

gross square feet of building area, about twice the area contained in the current Hall of Justice.

Two main factors drive the space increase. The primary factor is the City's goal to provide future justice facilities that meet modern standards including building codes, health and safety codes, California Administrative Office of the Courts (AOC) court standards, and California Board of Corrections (BOC) jail standards. The second factor is the forecasted growth in operations and/or staffing. *Figure 1.3.1* illustrates existing space allocations, righting sizing to meet modern standards and future growth.

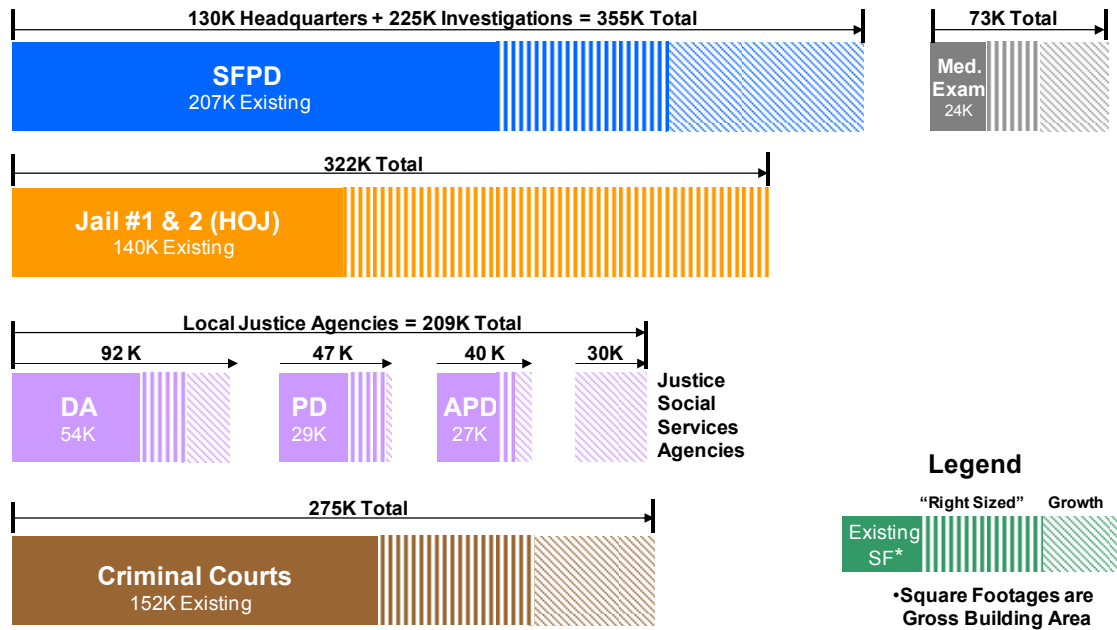


Figure 1.3.1 Space Needs Diagram

The justice agencies currently housed in the HOJ could be grouped into two main functional clusters. One cluster includes all justice agencies that need to be adjacent or have close proximity to operate effectively and the second cluster includes the functions that can operate effectively at remote locations.

The first cluster includes the Jails, Court, Local Justice Agencies and Police Investigations. Within the first cluster, the strongest functional relationship is between the new jail and existing jail. This relationship is driven by the desire to achieve optimal staff and facility efficiency, reduce inmate movement and improve security. The second strongest relationship is between the Court and the Jail which is driven by the need to transport inmates between the Court and Jail. There is also a strong relationship between the Local Justice Agencies (District Attorney, Public Defender, Adult Probation) and the Court and the Jail. In addition Police Investigations prefers to be located in close proximity to the Court and Local Justice Agencies.

San Francisco Justice Facilities Improvement Study

Final Phase Report

The second cluster includes the Office of the Chief Medical Examiner (OCME) and the Police functions currently housed at the HOJ except Investigations. All of these functions could be located remotely from the justice agencies in the first cluster, however the Traffic Division (or a customer service portion of it) needs to be close to the Auto Return Lot which is currently located across 7th Street from the HOJ.

Figure 1.3.2 depicts the two clusters and ideal functional relationships.

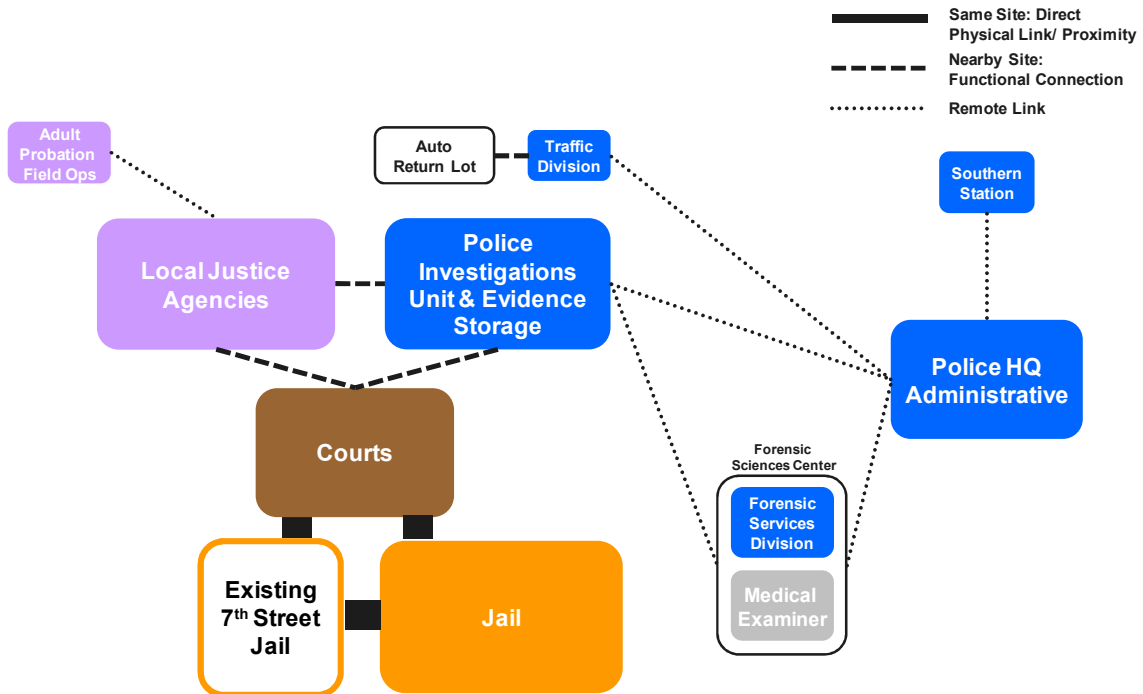


Figure 1.3.2 Adjacency Diagram

1.4 Site Screening

In Phase I the Consultant worked with the City to develop site-screening criteria and then conducted the screening to identify potential areas and sites for the Hall of Justice Replacement. The site screening identified a central area that is proximate to public transportation as the optimum area for the Hall of Justice replacement. The area is bounded by the Bay on the east, 18th Street on the south and a half mile from Market Street on the northwest. While sites that could be suitable for the development were identified throughout the central area, the majority were located south of Market Street, including a number of sites around the HOJ. Figure 1.4.1 shows the site screening area.

**San Francisco Justice Facilities Improvement Study
Final Phase Report**



Figure 1.4.1 Site Screening Area

San Francisco Justice Facilities Improvement Study

Final Phase Report

1.5 Development Scenarios

In Phase I the Consultant developed alternate scenarios for how the HOJ could be replaced:

- Two New Sites
- Alternate Court Locations
- Focus on Existing HOJ Site

In the Two New Sites Scenario, two new sites would be developed; one for the Jail, Court, Local Justice Agencies and Police Investigations and a second for the Police Headquarters. In the Alternate Court Locations Scenario the Court could be collocated with the existing Court in Civic Center or at an alternate location. In the Focus on Existing Hall of Justice Site Scenario the existing site would be reused and a second site would be developed.

Working with the City, the Consultant developed a comparison matrix to summarize the key criteria for evaluating the development scenarios, and to begin to compare the pros and cons of the various alternatives. The criteria include:

- Function
- Control of Risk
- Site Assembly
- Initial Cost
- Time to Completion

The comparison matrix in *Figure 1.5.1* illustrates that the three options focusing on the Existing HOJ, Options A, B, and C.1, appeared to be the most promising.

San Francisco Justice Facilities Improvement Study Final Phase Report

	Focus on HOJ Area					HOJ Area + Court at Remote Site		2 Remote Sites
	A	B	C.1	C.2	D	Court at Civic Center	Court at Alternate Location TBD	•Police •All Others
Function Adjacency Capacity / Flexibility	Superior in Control of Risk and Initial Cost		IDEAL					
Control of Risk Timing & Delay Political Acceptance	Allows 7 yrs for Court to be funded		← Court must go first →			Need PUC parcel?	Court must go first	
Site Assembly Land Acquisition Planning Approvals	Must acquire adjacent site(s)		← Must acquire adjacent site(s) →			• Second site Court Related Offices • Height & mass issues?		Extensive site acquisitions required
Initial Cost Initial Cost to City To Others (e.g. State)	No interim Jail or Courts required	\$\$\$ Interim jail Med. Examiner could remain		Renovation disrupts SFPD	\$\$\$ Interim court	Jail transport costs		
Time to Completion from Bond Approval (estimated 2011)	6 yrs (8 if build on-site court-related offices)	6 yrs	6 yrs (8 if build on-site court-related offices)	7 yrs	7 yrs	6 yrs		4 yrs?
Next Steps	Feasibility / cost of site acquisition?	Feasibility of interim jail? Cost of delay?	Court funding schedule? Inflation cost?	Do Not Pursue Longest time to complete; C.1 is better	Do Not Pursue Feasibility / cost of interim Courts	Do Not Pursue No benefits to City	Do Not Pursue More problems & no advantages	Do savings in time and relocation cost outweigh additional land cost?

Figure 1.5.1 Initial Option Evaluation Matrix

The City identified Options A as the preferred strategy, with Option B as the alternate strategy. In Option A, which is illustrated in Figure 1.5.2:

- The Office of the Chief Medical Examiner would be located along with the Police Forensics Division in a Forensic Sciences Center on a new site.
- The Police Headquarters and Police Southern Station would be located on a new site(s).
- The Jail would be located on a block adjacent to the HOJ.
- The District Attorney, Adult Probation and Police Investigations would be located on new site(s) within proximity of the HOJ. The Public Defender, which is currently located a half block from the HOJ at 555 Seventh Street, would be renovated and expanded at its current location or located on a new site nearby.
- The Criminal Courts would remain in the east wing of the HOJ until the west wing could be demolished and the City and State could negotiate mutually acceptable terms for the State to build a new criminal courthouse in its place.

San Francisco Justice Facilities Improvement Study Final Phase Report

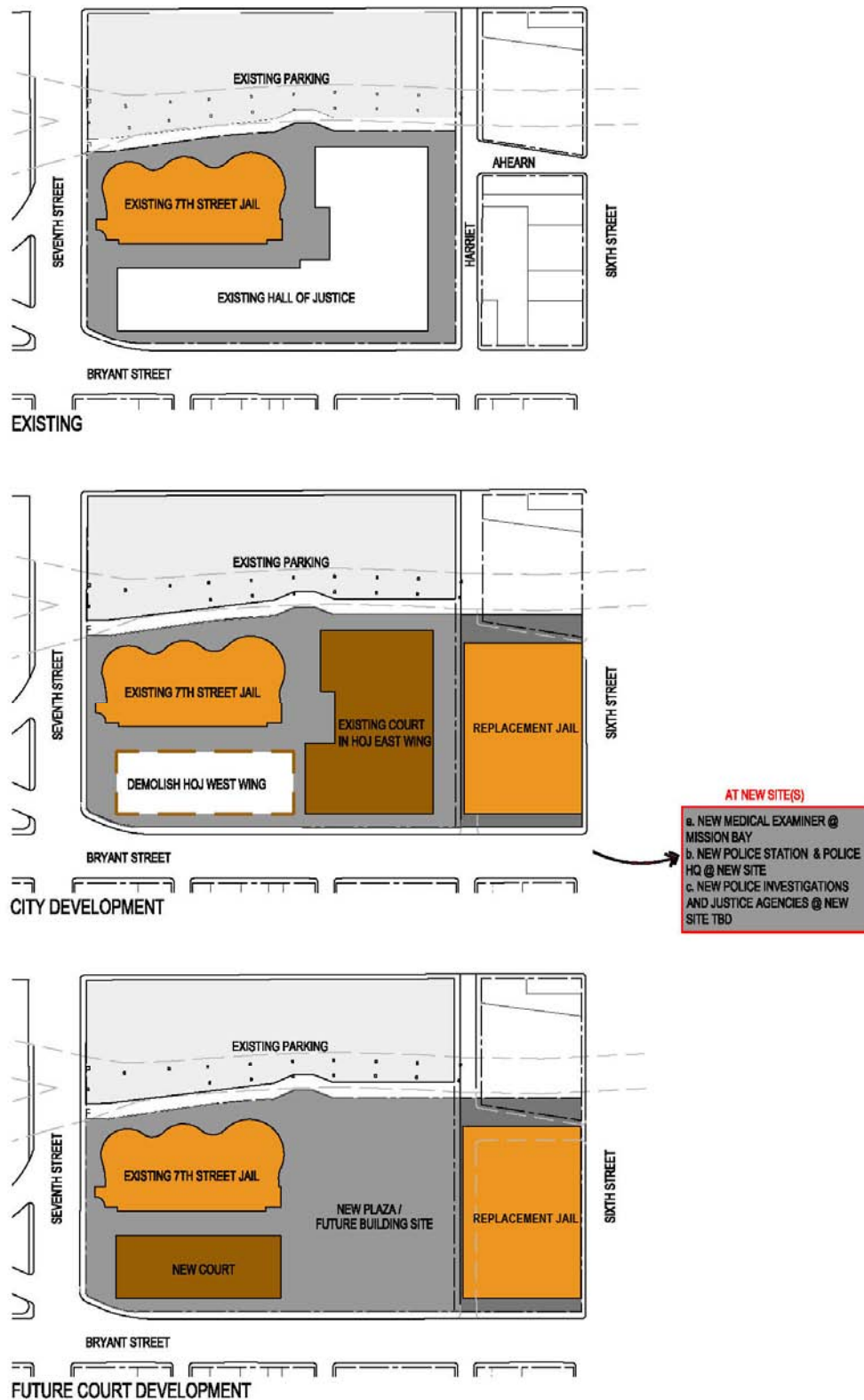


Figure 1.5.2 Option A

San Francisco Justice Facilities Improvement Study Final Phase Report

In Option B, which is illustrated in *Figure 1.5.3*:

- The Office of the Chief Medical Examiner would be located along with the Police Forensics Division in a Forensic Sciences Center on a new site.
- The Police Headquarters and Police Southern Station would be located on a new site(s).
- The District Attorney, Adult Probation and Police Investigations would be located on new site(s) within proximity of the HOJ. The Public Defender, which is currently located a half block from the HOJ at 555 Seventh Street, would be renovated and expanded at its current location or located on a new site nearby.
- The Jails 1 & 2 beds would be temporarily relocated, the HOJ West Wing would be demolished and a new Jail built in its place and the East Wing modified to make freestanding court facility.
- The Criminal Courts would remain in the HOJ East Wing.

San Francisco Justice Facilities Improvement Study Final Phase Report

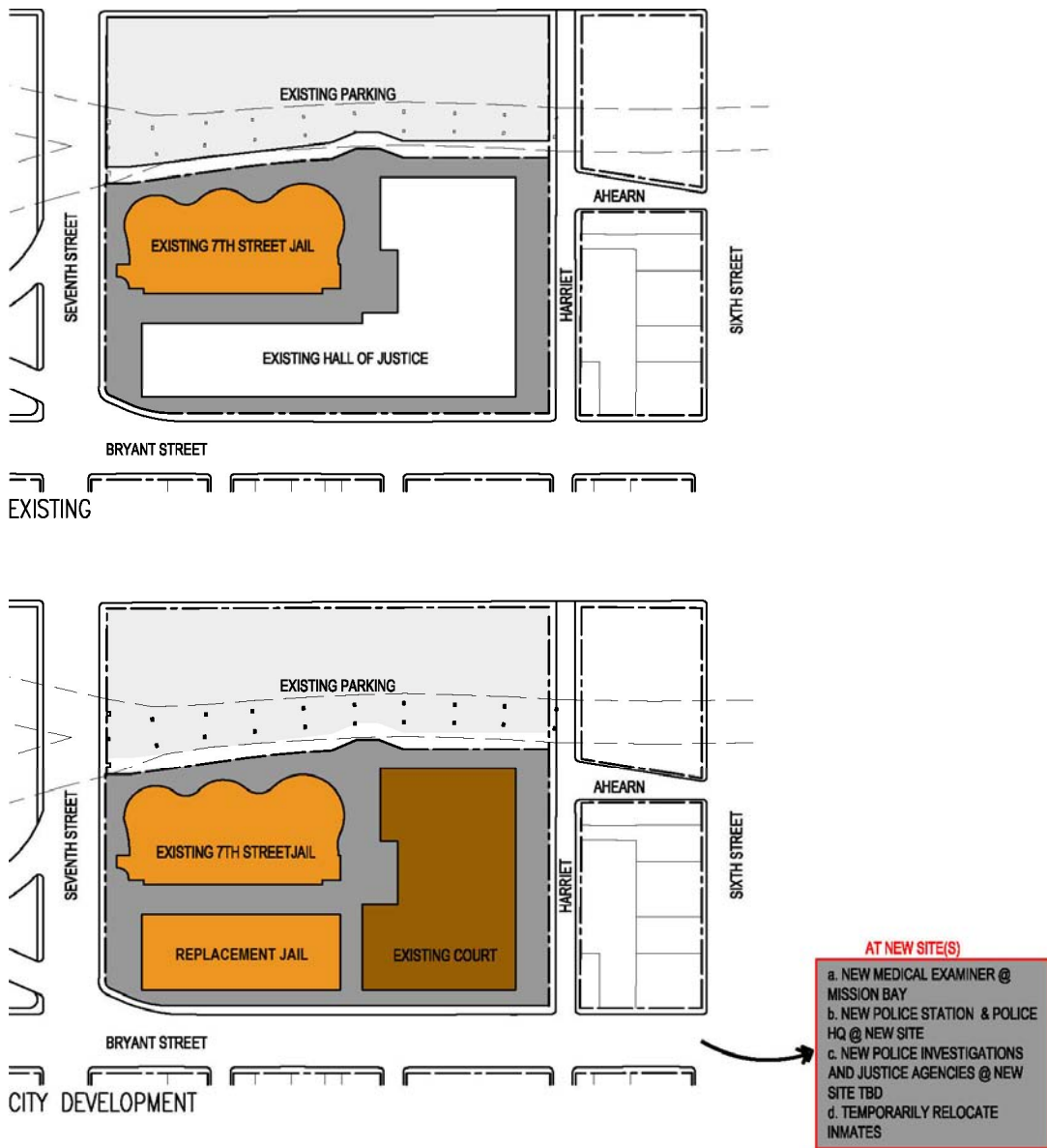


Figure 1.5.3 Option B

1.6 Issues Analysis, Development Strategies Refinement and Evaluation

In Phase II of this study, the City and the Consultant have analyzed several issues that could significantly affect the viability and cost of the City's preferred and alternate development strategies. The issues include the phased demolition of the HOJ, key Jail planning issues, viability of fitting the Police Headquarters on several sites and quantification and impacts of fleet parking needs. Chapter 2 of this report describes the issues related to each component of the City's preferred development strategies and how those needs inform the strategy. Chapter 3 presents an updated evaluation of the feasibility and risks of the preferred and alternate development strategies and Chapter 4 describes an example development schedule and the estimated capital improvement costs based on that schedule.

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.1 Sheriff's Detention Facility (Replacement of Jails 1 and 2)

2.1.1 Building Needs

In the Phase I initial space need assessment, it is assumed that replacement beds would be provided in the future facility. It is assumed that the current bed capacity in the overall Sheriff's jail system is sufficient. Therefore, the assumed bed count for this study is 828 - the number of rated beds currently available in Jails 1 and 2.

As noted in the Phase I Summary Report, the existing Jails 1 and 2 are extremely undersized. It is forecasted that the future jail would need approximately twice the current building square footage. The total space increase is a result of bringing the future jail up to the current requirements of the California Correctional Standards Authority. Below is the assumed program space for the replacement of Jails 1 and 2.

Building Type	2022 GSF
Detention Facilities	322,500

Figure 2.1.1 Detention Facility Space Forecast

Any new San Francisco Sheriff's Department (SFSD) detention facility ideally would be built adjacent to an existing jail. The reasons are: optimal staff efficiency, reduced inmate movement, efficient use of beds, shared support facilities (kitchens, health care services, intake, commissary, etc.) and improved security. Therefore, to the maximum extent possible, the replacement jail should be designed to be fully operationally and functionally integrated with the existing Seventh Street Jail (Jails 8 and 9). The result should be one unified complex that operates as a single facility.

2.1.2 Parking Needs

SFSD currently uses parking spaces at the HOJ and in the City parking lots located under the freeway adjacent to the HOJ. Twenty five of these spaces are allocated to fleet vehicles.

The City has a policy to provide parking for fleet vehicles (City owned vehicles and for certain private vehicles used for City work). For the purposes of this study it is assumed that future parking need would grow at similar rate as staff growth. SFSD's future parking need is expected to be accommodated with the current parking locations.

2.1.3 Development Planning Criteria

The City's preferred development strategies focus on reusing the existing HOJ site. Given that the jail is one of the key justice functions that would be accommodated, it is important to understand key determinants that would have an effect on the feasibility of these options.

To further explore the viability of those identified options, the Consultant met with the representatives from SFSD and DPW to discuss and determine macro-level planning criteria for a replacement for Jails 1 and 2 on several potential sites (see Figure 2.1.2). The following are

San Francisco Justice Facilities Improvement Study Final Phase Report

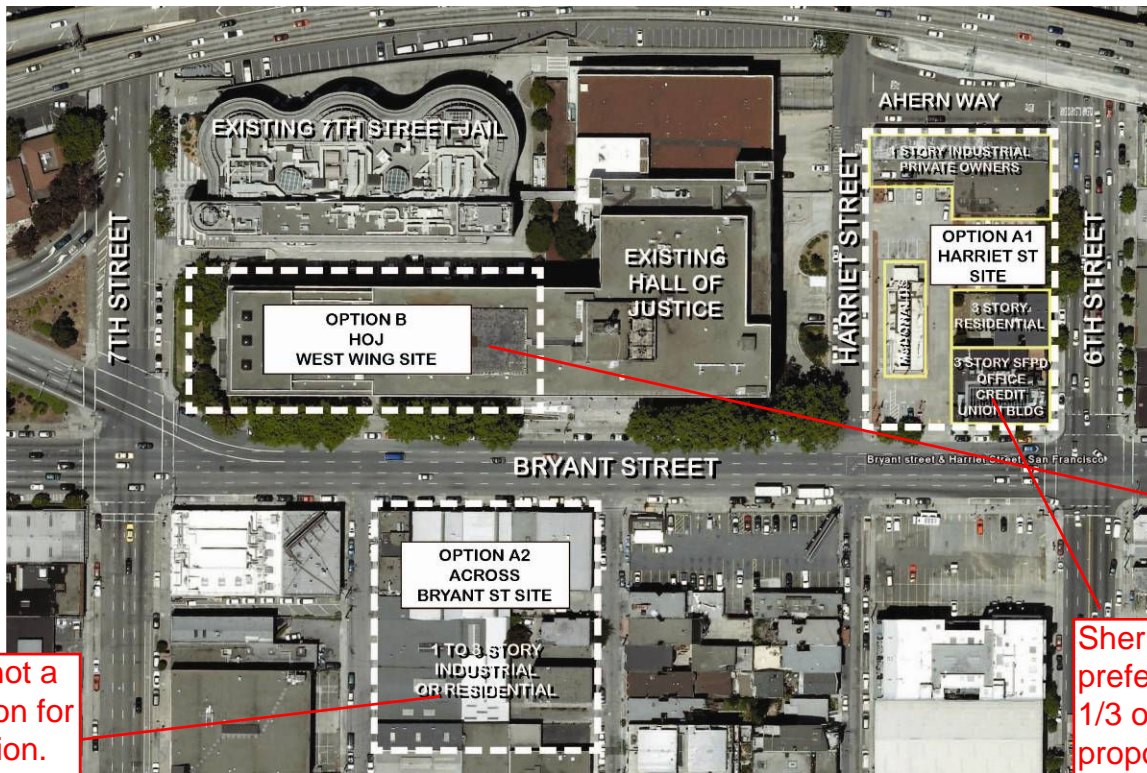
macro-planning and programming criteria developed with the SFSD that are key to the feasibility of a replacement jail:

- Rectangular rather than circular housing units
- Mostly 32 cell housing units (32-64 beds each, depending on classification)
- Cells with large vision panels facing the dayroom and plumbing at the back (allowing back to back cell utility chases)
- Rated bed psychiatric units may have mezzanines
- Program space for classrooms, visiting, group treatment.

Discussion with the Sheriff's office to date led the Consultant team to the following assumptions regarding ancillary and support functions for the proposed HOJ replacement jail:

- Food preparation and laundry service would be accomplished through expansion of the operations currently located at other jails.
- Intake and release of prisoners would continue to be provided at the adjacent existing Jails 8 and 9. The replacement jail would be connected to them with secure access via an underground tunnel.
- While medical and mental health services will continue to be provided at the existing County Jails 8 and 9, some space will be needed in the new facility for such services.

Based on the criteria discussed above, alternative sites were tested to see how a facility of the appropriate size, shape/geometry and design could realistically fit. Various housing unit plans from other completed projects by the Consultant (of comparable size and operation) were utilized to perform high-level comparative test fits.



Mayor's office is looking to revisit this option, due to the fact that according to the needs assessments, number of beds have decreased significantly. At the time of this study, number of beds was estimated at about 1,028 to 2000. Today's numbers are at about 640

Currently not a viable option for consideration.

Sheriff's Department preferred option. With 1/3 of the site for proposed expansion. Bed count at 640. Least disruptive option to existing programs and functions at the HOJ.

Figure 2.1.2 Existing Hall of Justice and potential sites for replacement Jail

2.1.4 Harriet Street Site Testing (Option A1)

The high-level test fit revealed that the Harriet Street Site could be a viable development option for the future jail facility. The Harriet Street Site, including the Harriet and Ahearn street right-of-ways, is adequately sized and shaped to accommodate a properly sized and operationally effective replacement jail for SFSD Jails 1 and 2.

The high-level site testing explored two variations of the Harriet Street site. One option illustrates a more favorable configuration by using the entire Harriet Street block. A second option demonstrates the possibility to build the replacement facility without having to acquire the entire block – that is, without the residential or the SFPD credit union parcels. In both options, it is assumed the closure of the Harriet Street and Ahearn Street will be needed for the development.

The illustrations on the following pages further describe the Harriet Street site development options.

Harriet Street Development Option A1—full block

If the entire site were available for use, only two housing unit floors (about 20 feet tall each) above a ground floor (with support spaces) would be necessary. The two adjacent streets, Harriet and Ahern, would be partially taken and would likely be restricted to use by the Sheriff and remaining occupants of the HOJ. A configuration using three housing unit floors on top of a ground floor and basement would allow a more compact building footprint leaving space on the site for future expansion.



Figure 2.1.3 Sheriff's Detention Facility Development Option A1—Harriet Street Full Block

San Francisco Justice Facilities Improvement Study Final Phase Report



Figure 2.1.4 Sheriff's Detention Facility, Harriet Street Full Block – Ground Level

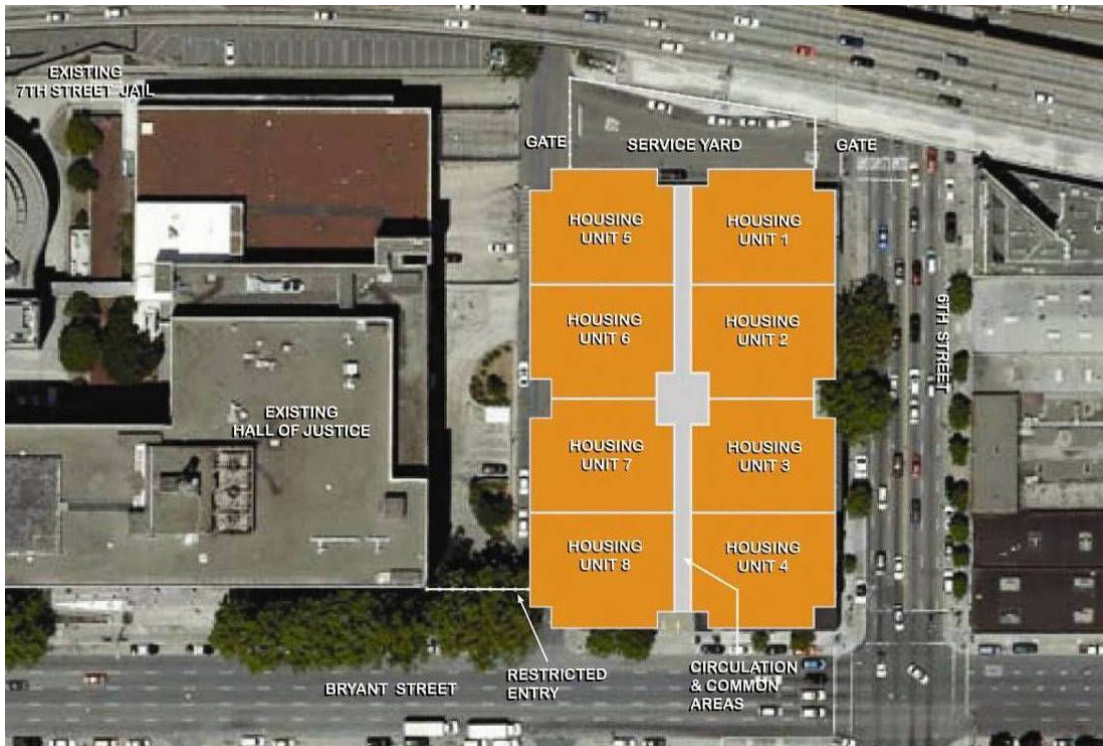


Figure 2.1.5 Sheriff's Detention Facility, Harriet Street Full Block – Typical Housing Level



Figure 2.1.6 Sheriff's Detention Facility, Harriet Street Full Block – Site Massing

San Francisco Justice Facilities Improvement Study Final Phase Report

Harriet Street Development Option A1—partial block

In this variation, two of the existing properties at the corner of 6th and Bryant Street would remain untouched, and the replacement jail would need to be a minimum of 3 housing unit floors (about 20 feet tall each) on top of one full floor of support space (about 16 feet). A partial, below grade basement level might also be required. The resulting facility would be about 80 feet tall at top of the roof parapet; a mechanical equipment space might rise another 12 feet recessed from the parapet and less visible from the surrounding area.



Figure 2.1.7 Sheriff's Detention Facility Development Option A1, Harriet Street Partial Block



Figure 2.1.8 Sheriff's Detention Facility, Harriet Street Partial Block – Site Massing

2.1.5 Development Issues Regarding Preferred Harriet Street Site

As part of studying the viability of the City's preferred Harriet Street site for the replacement jail, a meeting was held with City Planning staff to discuss their preliminary concerns regarding the site. Issues to be addressed in further planning and design are likely to include:

- Building height appears to be compatible with existing context (HOJ is approximately 120 feet, which compared to the replacement jail could be up to 100 feet). Given that the current zoning allows a height of only 30 feet for the Harriet Street block, the proposed jail facility would likely exceed that limit and require a zoning variance.
- Access points, circulation, and parking must function well for jail operations and also fit into traffic patterns surrounding the HOJ block;
- Closure of the Harriet and Ahearn rights of way is likely to be required to provide security for jail operations;
- Treatment of the exterior building façade should create an attractive street frontage;
- There is likely to be a need for enhanced security features and/or wall construction due to zero site setbacks from property lines;

- The City planning staff expressed interest in active ground floor uses to relieve long stretches of solid wall and create a more human scale and interesting street frontage (if such uses are deemed appropriate, given jail space needs and operational considerations).

2.1.6 Other Sites Tested

In addition to the preferred Harriet Street site, two alternative jail sites were tested, as described below.

Option A2 - Across from HOJ on Bryant Street

The second variation of Option A explored the potential for developing a replacement jail on acquired land across Bryant Street. The high-level test fit determined that by assembling multiple parcels and creating a tunnel connection across Bryant Street to the existing 7th Street Jail, the City could create a site of acceptable size and configuration for a replacement for SFSD Jails 1 and 2.

This alternative is viable, but less desirable than the Harriet Street site, for the following reasons:

- Acquisition and development of a jail on the other side of Bryant is likely to encounter greater opposition and potential conflicts with surrounding land uses than keeping justice functions related development concentrated on the existing block;
- Connecting the jails across Bryant Street would require a deeper excavation for a longer tunnel below the existing basement of HOJ and utilities in the street. The tunnel would be constructed beneath HOJ while HOJ remained in operation.

San Francisco Justice Facilities Improvement Study
Final Phase Report

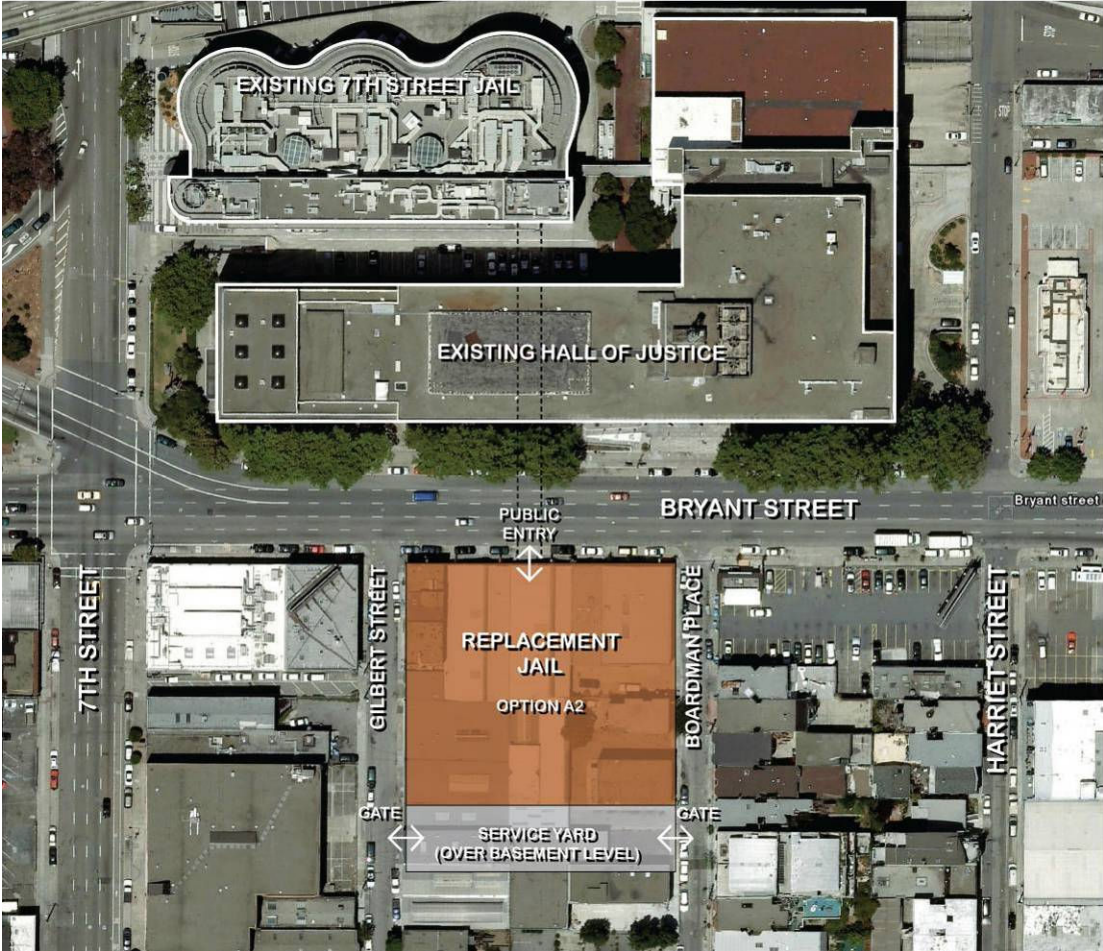


Figure 2.1.9 Sheriff's Detention Facility Development Option A2—Across from HOJ on Bryant Street

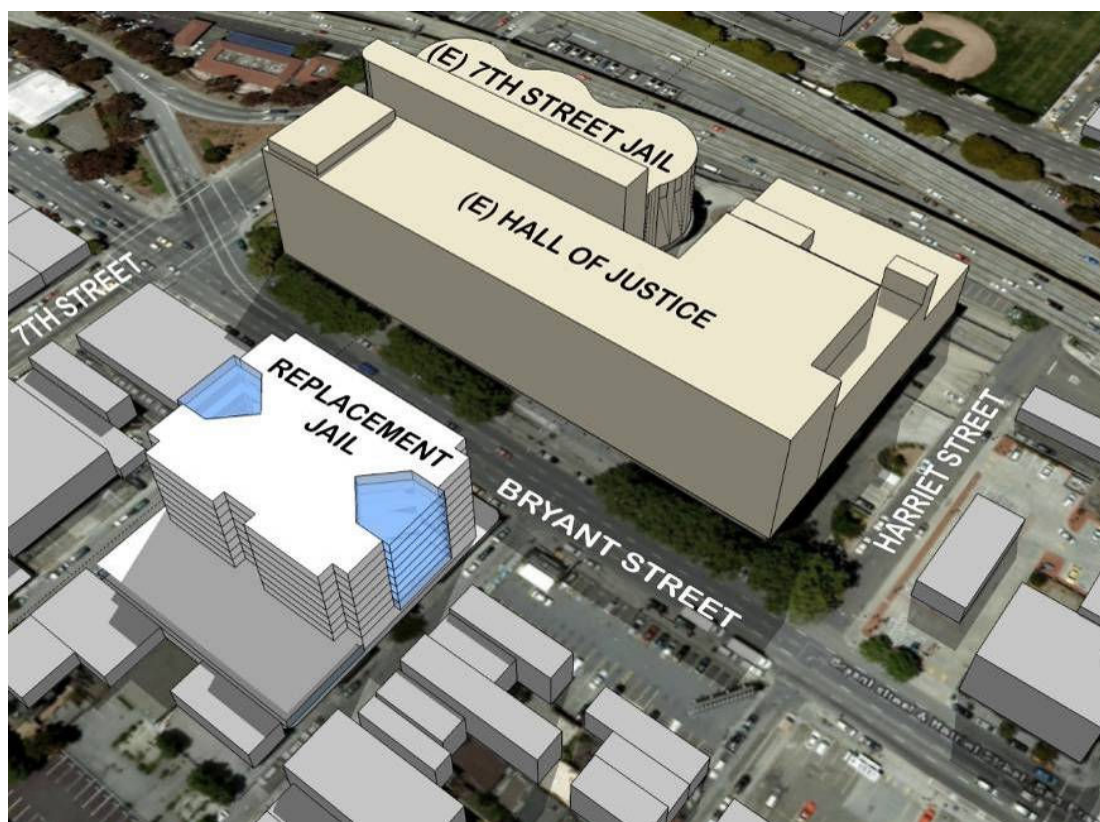


Figure 2.1.10 Sheriff's Detention Facility, Option A2, Across from HOJ on Bryant Street - Site Massing

Option B - HOJ West Wing Site

The third site test explored Option B, creating a site for a replacement jail by demolishing the west wing of the HOJ. The high-level test fit illustrates that this site can accommodate a properly sized replacement jail for SFSD Jails 1 and 2.

However, the City has identified several serious disadvantages to Option B, compared to any of the Option A variations, for the following reasons:

- West wing of HOJ cannot be demolished until all occupants are relocated (Time and cost to relocate Police, DA and Adult Probation are a prerequisite obstacle to achieving the replacement jail);
- Cost of interim jail beds during construction could easily exceed \$80 million and the availability of this many beds is uncertain;
- Sheriff has expressed opposition to the idea of leasing interim jail beds because of potential liability and risk management issues.

San Francisco Justice Facilities Improvement Study Final Phase Report

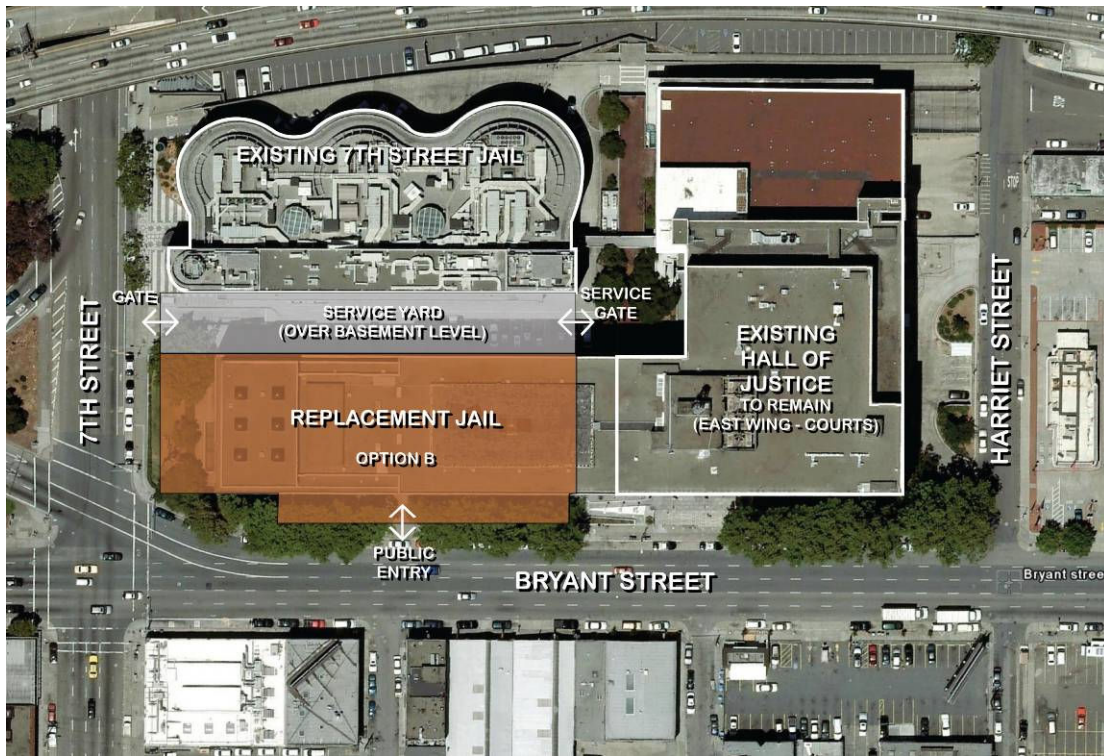


Figure 2.1.11 Sheriff's Detention Facility Development Option B—HOJ West Wing Site



Figure 2.1.12 Sheriff's Detention Facility, Option B, HOJ West Wing Site - Site Massing

2.1.7 Replacement Jail Site Tests—Comparative Evaluation Matrix

The matrix below summarizes the comparative pros and cons of the three alternative sites which the City requested that the Consultant evaluate for the Replacement Jail. Two alternatives, Harriet Street and Across Bryant Street, are variations on the City's preferred development strategy Option A. The third site, HOJ West Wing Site, represents the City's Option B. The comparison matrix uses the same criteria as used for the overall development strategies.

Option B, HOJ West Wing Site, has significant cost and time disadvantages. Much of the added cost results from the requirement for interim jail beds for inmate relocation during construction of the replacement jail. There is also a significant delay in completing the replacement jail, because all occupants of the HOJ West Wing would need to be relocated before it could be demolished to provide a site.

San Francisco Justice Facilities Improvement Study

Final Phase Report

Replacement Jail Alternative Site Comparative Evaluation	HOJ Site Option A1 (Harriet Street – Full & Partial Block Variations)	HOJ Site Option A2 (Across Bryant Street from HOJ)	HOJ Site Option B (HOJ West Wing Site)
Function Adjacencies Flexibility Capacity (building & parking) Security	Fewest constraints <ul style="list-style-type: none"> • Easy tunnel link to Court/Jail • Site allows double loaded jail pods 	Some constraints <ul style="list-style-type: none"> • More difficult tunnel connection under Bryant Street • Site configuration may require taller building construction 	Some constraints <ul style="list-style-type: none"> • Easiest connection to Jail/Court. Closer proximity to 7th Street Jail makes integration with replacement jail better • Site proportions will make for less staff efficient floor plate and taller building construction
Control of Risk Compatible with context Maximum likelihood of support	Less risk <ul style="list-style-type: none"> • Less opposition likely if remain on HOJ block 	More risk <ul style="list-style-type: none"> • Potential opposition from surrounding neighborhood 	More risk <ul style="list-style-type: none"> • Less opposition likely if remain on HOJ block • Potential Sheriff opposition to leasing interim jail beds
Site Assembly City control of properties	Site assembly required <ul style="list-style-type: none"> • Must acquire Harriet Street properties 	Site assembly required <ul style="list-style-type: none"> • Must acquire multiple parcels across Bryant Street from HOJ 	No assembly required <ul style="list-style-type: none"> • City owns site, but must vacate and demo HOJ West Wing
Cost (Major Differentials) First Cost Long-term Cost	Less costly <ul style="list-style-type: none"> • Land acquisition cost 	Less costly <ul style="list-style-type: none"> • Land acquisition cost • Cost premium for tunnel (has to go below Bryant St. utilities) • More \$ for taller construction 	More costly <ul style="list-style-type: none"> • No land acquisition cost but Significant cost of interim jail beds. (assuming approx. 3 to 4 years to demo HOJ West Wing and rebuild Jail) • More \$ for taller construction
Time Implementation	Potential delays <ul style="list-style-type: none"> • Timing depends on the number of months to acquire Harriet Street Properties 	Potential delays <ul style="list-style-type: none"> • Timing depends on the number of months to assemble properties 	Significant delay (years) likely to relocate HOJ occupants – Police, District Attorney & Adult Probation

Figure 2.1.13 Replacement Jail Alternative Sites Comparative Evaluation Matrix

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.2 Superior Court of San Francisco

2.2.1 Building Needs

Currently the Superior Court of San Francisco has three court facilities: a juvenile court facility at the Youth Guidance Center, a civil court facility in Civic Center, and a criminal court facility at the Hall of Justice. The criminal court at the HOJ consists of 23 courtrooms and related support spaces totaling 152,000 gross square feet. As illustrated in *Figure 2.2.1* most of the court spaces are located on the main, second and third floors of the East Wing of the Hall of Justice.

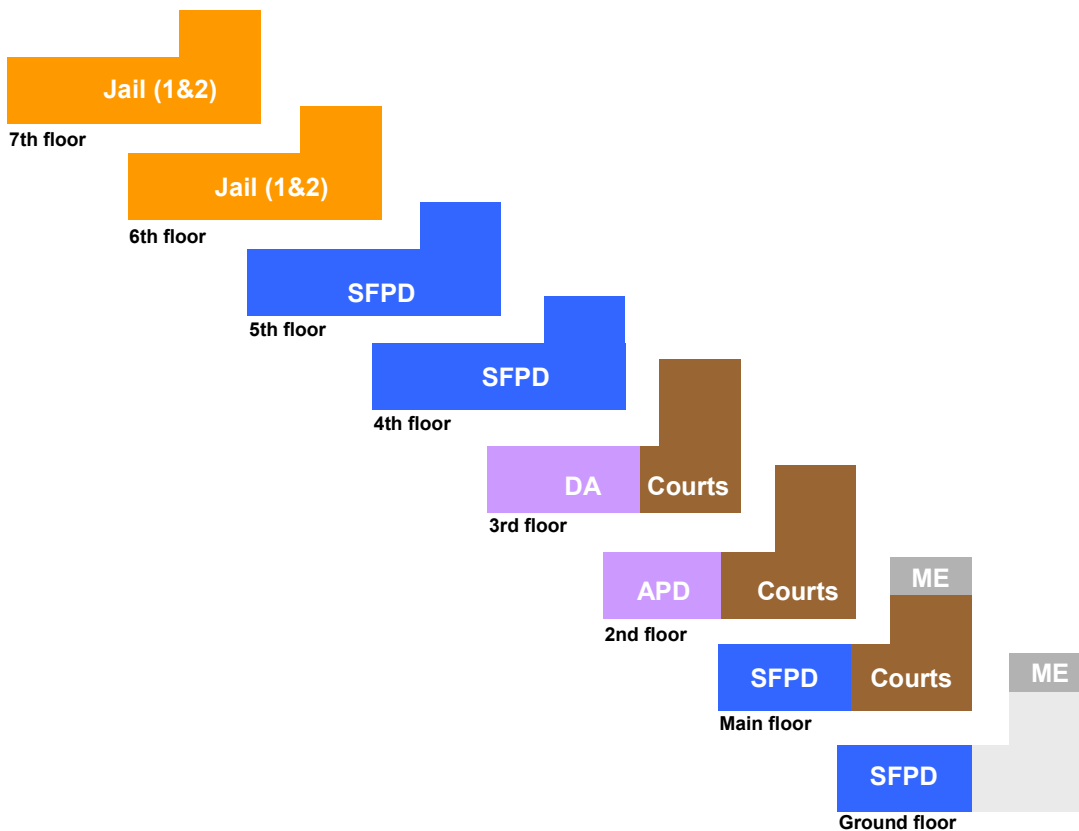


Figure 2.2.1 Hall of Justice Space Allocation Diagram

In 2002, the State of California passed the *Trial Courts Facility Act*. In accordance with this act, ownership and responsibility of court facilities is being transferred from the counties to the State, changing the counties' historical responsibility for providing court facilities. In anticipation of the transfers, the Administrative Office of the Courts (AOC) undertook a statewide needs analysis to identify court needs in each county through 2022. The Superior Court of San Francisco analysis identified a need for 27 courtrooms and related support spaces totaling 263,000 gross square feet (GSF). Since completion of that study, the AOC has issued new court design standards. Based on the new standards the court is expected to need 275,000 GSF.

San Francisco Justice Facilities Improvement Study

Final Phase Report

For operational efficiency, the Court and Jail should be adjacent to facilitate direct secure transport of inmates between the court and the jail.

2.2.2 Parking Needs

Currently the court uses 30 parking spaces for judges and limited court staff in a City parking lot located adjacent to the HOJ under the freeway on State land leased from Caltrans. With the addition of four more courtrooms, the AOC identified a need for 12,000-20,000 square feet of parking area which equates to approximately 30-50 parking spaces. For the purposes of this study it is assumed the court will need 40 spaces, which could be accommodated within a new court facility or in existing parking lots.

2.2.3 Development Options

The City's preferred and alternate development strategies focus on reusing the HOJ site. In the preferred strategy the Court could remain in the East Wing of the HOJ until the West Wing could be demolished and the City and State could negotiate mutually acceptable terms for the State to build a new criminal courthouse in its place. The West Wing site could accommodate a courthouse with a footprint of approximately 100' x 300'. At that size a 9-story courthouse would fulfill the needs of the Court. *Figure 2.2.2* shows the extent of the proposed West Wing demolition.

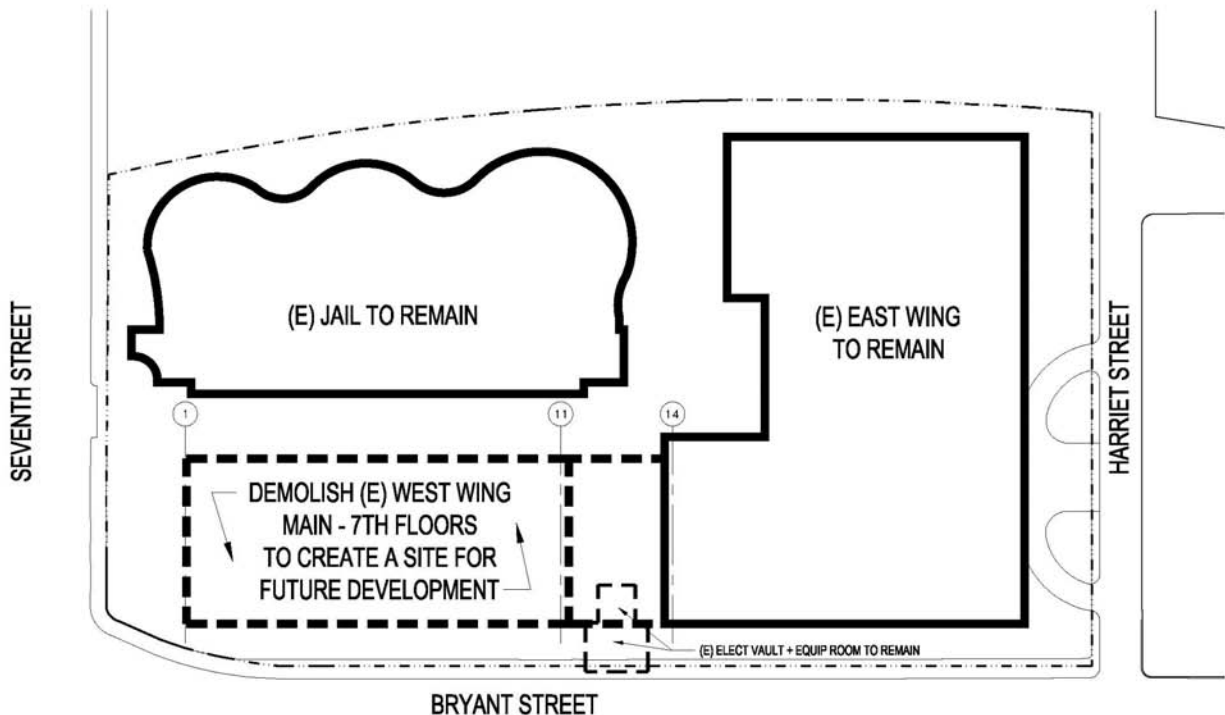


Figure 2.2.2 Hall of Justice West Wing Demolition Diagram

San Francisco Justice Facilities Improvement Study Final Phase Report

The City presented this development approach to the Administrative Office of the Courts on August 22, 2008. The AOC acknowledged the merits of the approach, but explained it would not be able to commit to a specific site until the State's project funding is secured. Based on the AOC's prioritization of court projects across the state, the San Francisco Criminal Court Facility project could possibly be included in the next round of funding, but appears more likely to be included in the following round, suggesting a probable timeframe of more than 10 years— 2019 or after.

In the City's alternate strategy the West Wing site would be used for the Jail and the Court could remain and expand within the East Wing

West Wing Demolition

Since the Hall of Justice main electrical service is located between gridlines 11 and 14 at the Ground Floor (basement) and since the West Wing appears to partially support the underground parking structure located north of the West Wing, it appears simplest to demolish the upper floors of the West Wing between gridlines 1 and 14 leaving the Ground Floor (basement) until a new courthouse project is implemented. **Before the West Wing could be demolished, the Sheriff, Police, District Attorney and Adult Probation Departments must vacate the building.**

East Wing Modifications

Some modifications would be required in the East Wing to relocate the few court spaces currently housed in the West Wing and to maintain the existing building systems. Based on a preliminary review of the Hall of Justice and discussion with the Building Department on September 11, 2008, upgrades to bring the East Wing into conformance with current codes would not be required because the proposed work does not include a change of use, modification of 50% of the interior partitions or renovation of two thirds of the building floors,. *Figure 2.2.3* shows the extent of the East and West Wings and the locations of the existing courtrooms (dark brown) with their associated support spaces (light tan).

The architectural work would include construction of a new exterior wall at gridline 14 to enclose the East Wing and renovations to the court areas near gridline 14 on the Main, Second, and Third Floors. Modifications would include relocation of a traffic hearing room and office areas currently located in the West Wing. No modifications to the path of egress are anticipated since there would be no change or intensification of use and since the East Wing egress system would not be significantly impacted by the work.

The structural work would include the replacement of structural elements removed or compromised by the West Wing demolition. It should be noted that removing the West Wing would make the East Wing a more rectangular structural shape that would likely perform better in the event of an earthquake. The current L-shaped configuration of the existing HOJ structure will tend to torque and twist about the inside corner during a seismic event, resulting in a high probability of damage to the structure.

San Francisco Justice Facilities Improvement Study Final Phase Report

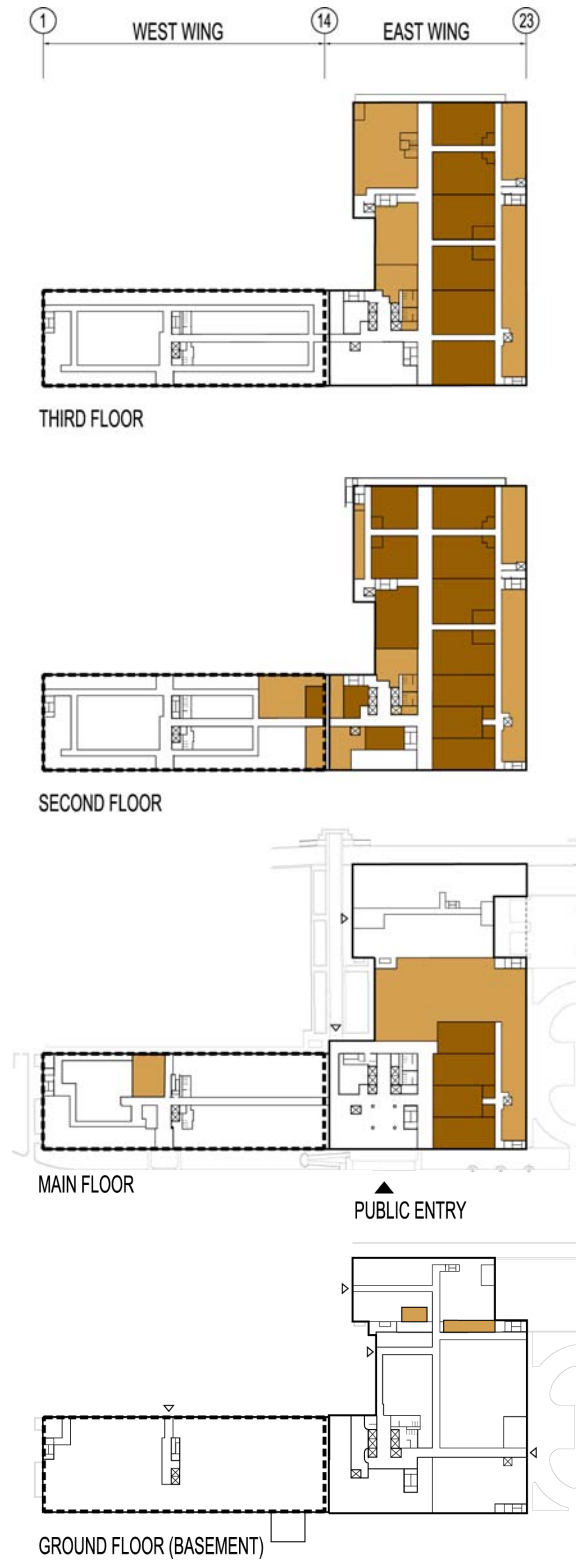


Figure 2.2.3: Court Occupied Areas in the Hall of Justice

San Francisco Justice Facilities Improvement Study Final Phase Report

The mechanical and electrical work would include modifications near gridline 14 and new telephone service. Since the central utility plant and water, gas and electrical services are located in the East Wing, only minor modifications to these systems would be needed. One new air handling unit and associated ductwork would be required to serve a portion of the East Wing between gridlines 14 and 18 (currently served from air handling units in the West Wing). A new telephone service and distribution would be required for the East Wing to replace the existing telephone service located in the West Wing. Although the Court computer room is located in the East Wing, additional telecommunication, radio, and CCTV rooms are located in the West Wing. Based on preliminary examination some of this equipment may need to be relocated or replaced to maintain the functionality of the Courts.

Alternative West Wing Development Options

To understand the development options for addressing the West Wing, the City asked the Consultant to study two alternatives to demolishing the West Wing. The first alternative would be to separate the East and West Wings and abandon the West Wing in place. In this approach, the area between gridlines 11 and 14 would be demolished to the Ground Floor (basement) to create a separation between the buildings. The West Wing would be stabilized and abandoned.

The second alternative would be to separate the East and West Wings and renovate the West Wing for City use until the site is needed for a new courthouse. In this approach the area between gridlines 11 and 14 would be demolished to the Ground Floor (basement) and the West Wing would be renovated. Because none of the primary building services are located in the West Wing, new water, fire, gas and electrical services and a new mechanical system would be required. In addition, the West Wing renovation would need to comply with current codes for seismic stability, life safety, accessibility and high rise construction because the work would entail renovation of more than two thirds of the building floors.

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.3 Police Department

2.3.1 Building Needs

The Police Department components currently housed in the HOJ include Headquarters, Traffic, Investigations, Evidence Storage and Southern Station.

In Phase I of this Study the needs analysis identified a need for 374,400 gross square feet for the Police Headquarters, Traffic, Investigations and Evidence Storage. This included both right-sizing of currently deficient spaces and future growth.

The Phase I program areas were reviewed as they relate to the City's preferred development option. Since neither evidence storage, nor forensic services would be needed for a stand alone Police Headquarters facility, the Headquarters square footage has been adjusted from 130,000 to 122,500 GSF. This is consistent with the findings in Phase I this study. In addition, the City adjusted the Traffic Division square footage from 31,800 to 20,000 GSF. These revised areas are reflected in Figure 2.3.1 below.

Building Type	2022 GSF	Comments
Police		
Headquarters	122,500	
Training at Headquarters	8,000	
Traffic	20,000	
Investigations	154,600	includes short term storage
Evidence Storage	50,000	
Police Total	355,100	

Figure 2.3.1 Police Space Forecast

Of these Police Department components only the Police Investigations Bureau has a functional need to be located near the Courts and other Justice Agencies. The Traffic Division could be located on a site remote from both the Headquarters and the Justice Agencies; however the Traffic Division or, at minimum, a customer service component of the Traffic Division should be near the 250-car Auto Return yard which is currently located under the freeway across Seventh Street from the Hall of Justice. It is anticipated that Long Term Evidence could be stored in a secure warehouse facility at a remote location where facility costs are lower.

2.3.2 Parking Needs

The components of the Police Department housed in the Hall of Justice use parking spaces on site and in the basement of the Hall of Justice building, as well as spaces in City parking lots located adjacent to the HOJ under the freeway on State land leased from Caltrans.

The City has a practice of providing parking for fleet vehicles (City owned vehicles and certain private vehicles used for City work). For the purposes of this study it is assumed that future parking need will grow at the same rate as staff growth. The following chart indicates current and future parking stall need. Consistent with the City's parking practice, the figures do not include stalls for personal vehicles used for commuting, public, or visitor parking.

San Francisco Justice Facilities Improvement Study

Final Phase Report

Department	Parking Stall Need		Comments
	Existing	2022	
Police			
Headquarters	100	125	
Traffic	64	74	Includes 109 motorcycles @ 0.5 stalls/motorcycle
Investigations	106	133	Does not include unmarked vehicles
Evidence Storage	7	7	
Southern Station	37	46	
SFPD Total	314	385	

Figure 2.3.2 Police Fleet Parking Stall Forecast

2.3.3 Development Options

The City's preferred and alternate development options entail relocating the Police Investigations Bureau and Traffic Division along with the Local Justice Agencies to new locations in close proximity to the Hall of Justice. Since the development issues for the Police Investigations and Traffic are similar to the development issues of the Local Justice Agencies, all are discussed concurrently in section 2.4.3.

The City's development options also entail locating the Police Headquarters on a new site and locating the Police Southern Station along with a fire station on a 1.5 acre City-owned parcel at Third Street and Mission Rock in the Mission Bay Redevelopment Area. At the request of the City, the Consultant conducted test fits for the Police Headquarters on three alternative sites: the redevelopment site at Third and Mission Rock, an infill site on Bryant Street, and an open site at Cesar Chavez and Evans.

Third and Mission Rock Test Fit

One test fit the City asked the Consultant to study is the possibility of collocating the Police Headquarters with the police and fire stations on a City owned parcel at Third Street and Mission Rock in the Mission Bay Redevelopment Area. A diagram of the site is shown in *Figure 2.3.3*.

San Francisco Justice Facilities Improvement Study Final Phase Report



Figure 2.3.3 Third and Mission Rock Site

As part of the Mission Bay Redevelopment Area, the site at Third Street and Mission Rock is within the land use jurisdiction of the San Francisco Redevelopment Agency rather than the San Francisco Planning Department.

Figure 2.3.4 summarizes the space forecast for the police and fire components to be collocated at Third Street and Mission Rock. Police Southern Station and Fire Station square footages are based on preliminary studies prepared by the Department of Public Works including a “Conceptual Program Report Mission Bay Joint Facility – Police and Fire Stations” dated June 2006 and subsequent schematic design studies from February 2007.

Third Street and Mission Rock Police / Fire Program	
Police Headquarters	122,500 GSF
Police Training at Headquarters	8,000 GSF
Police Southern Station	27,000 GSF
Fire Station	22,000 GSF
Parking for 171 Police Vehicles	85,500 GSF
TOTAL	265,000 GSF

Figure 2.3.4 Third Street and Mission Rock - Program Requirements

San Francisco Justice Facilities Improvement Study Final Phase Report

The Third Street and Mission Rock site is part of the Mission Bay HZ-4 height zone. The development guidelines are defined in the document entitled "Design for Development for the Mission Bay South Project Area" adopted March 16, 2004. The approved development plan for the HZ-4 Zone is described in a Major Phase Application adopted February 17, 2004 which was slightly modified in the subsequent Basic Concept/Schematic Design application.

The Consultant reviewed the guidelines and development plan and met with the Redevelopment Agency on June 9, 2008 to review the allowable development area and current planning for the surrounding parcels. In general, the project would need to be consistent with the design guidelines contained in the Mission Bay South Design for Development. It is clear from the Mission Bay documents that no towers (90-160 feet) would be permitted on the site as the maximum number of towers allowed in the HZ-4 zone have been allocated to other parcels. A five foot setback is also required along Third Street for any new development.

In addition to confirming the general approach, the Redevelopment Agency expressed a desire to retain the old brick fire house located on the site, to have a public presence on Third Street, to have fire truck access on Mission Rock and Police vehicle access on China Basin Street.

Next the Consultant, working with the Department of Public Works, developed a test fit of the program elements. This test fit indicates that the Police Headquarters, police station, fire station and police parking could be accommodated on the Third and Mission Rock site. *Figure 2.3.5* and *Figure 2.3.6* illustrate one possible programmatic layout and *Figure 2.3.7* illustrates one possible massing for this layout.

Meetings were held with San Francisco Department of Public Works on June 12, 2008 and Redevelopment Agency on July 31, 2008 and December 18, 2008 to discuss the test fit and specific concerns regarding the site. Issues to be addressed in further planning and design are likely to include:

- Pedestrian and vehicular access points designed to function well for police and fire operations and provide identity for the different agencies.
- Potential traffic impact
- Architectural treatment of the parking to screen the cars as viewed from the street and the residential uses across the street.
- Adaptive reuse of the old fire station and the thoughtful and sensitive integration into the overall development.
- Interface with the adjacent residential block to the east.
- Relationship to the Port of San Francisco's future planned development on Seawall 337 to the north.
- Specific heights, setbacks, and allowable area: The San Francisco Redevelopment Agency acknowledged a general agreement with the design approach. However, given the silence of some of the Mission Bay documents regarding the Third and Mission Rock site, some of the development parameters are open to interpretation. Therefore, further work with the Agency will be necessary to clarify the appropriate building envelope.

San Francisco Justice Facilities Improvement Study Final Phase Report

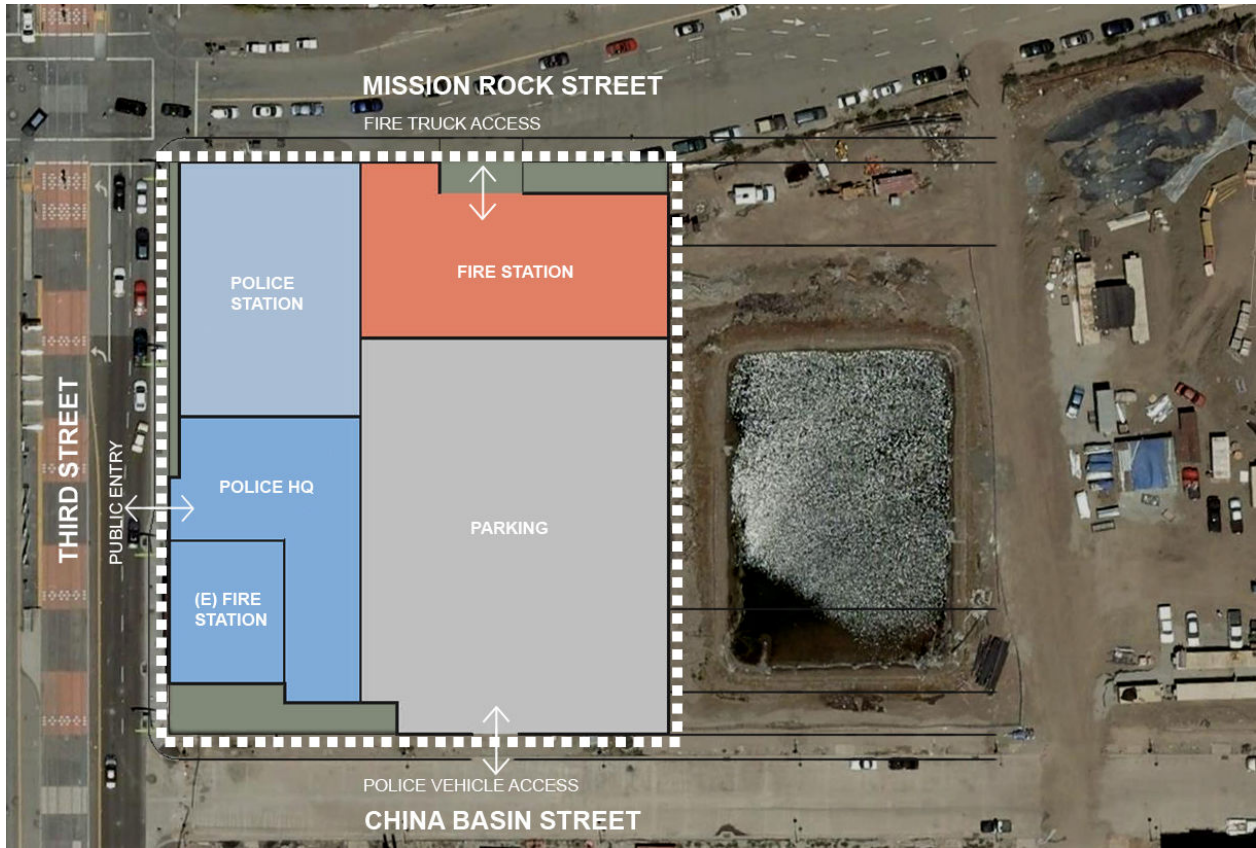


Figure 2.3.5 Third and Mission Rock Test Fit First Floor Diagram

San Francisco Justice Facilities Improvement Study Final Phase Report



Figure 2.3.6 Third Street and Mission Rock Test Fit Plan Diagrams



Figure 2.3.7 Third & Mission Rock Test Fit Massing Study (from Third St. looking north)

San Francisco Justice Facilities Improvement Study Final Phase Report

Bryant Street Test Fit

A second test fit the City asked the Consultant to study is the possibility of locating the Police Headquarters on an infill site on Bryant Street between Fourth and Fifth Streets. The site includes three parcels: one City owned and two privately owned parcels. The site is located in the SLI district that currently has an FAR of 2.5:1 and maximum height limit of 50 feet. A diagram illustrating this site is shown in *Figure 2.3.8*.

The test fit indicates that the Police Headquarters building and parking needs could be accommodated on the site. *Figure 2.3.9* illustrates one possible programmatic layout for this site and *Figure 2.3.10* illustrates one possible massing for this layout.



Figure 2.3.8 Bryant Street Site

San Francisco Justice Facilities Improvement Study Final Phase Report

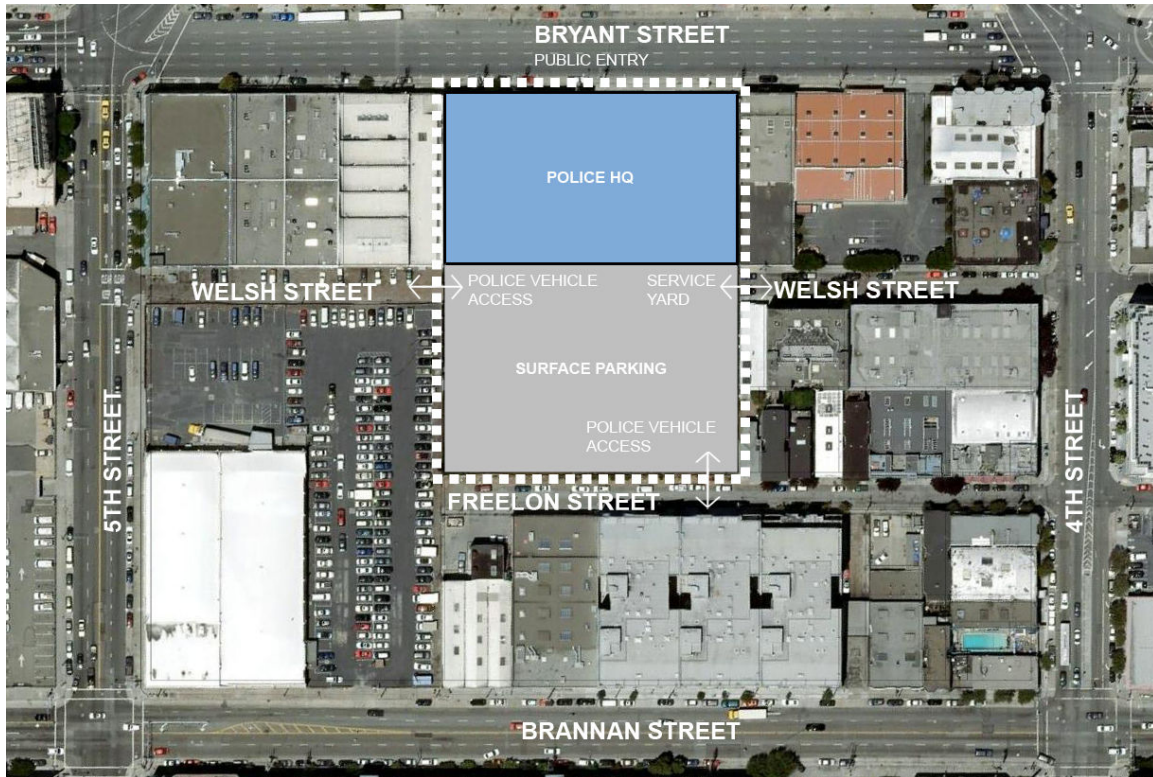


Figure 2.3.9 Bryant Street Test Fit Plan Diagram



Figure 2.3.10 Bryant Street Test Fit Massing Study

San Francisco Justice Facilities Improvement Study Final Phase Report

Cesar Chavez and Evans Street Test Fit

A third test fit the City asked the Consultant to study is the possibility of locating the Police Headquarters on an open site at the corner of Cesar Chavez and Evans Streets. The site is privately owned. The site is zoned M-2, Heavy Industrial, with an FAR of 5:1 and maximum height limit of 65 feet. The parcel is located within an Industrial Protection Zone Special Use District and will require approval from the Planning Department for the development of a Police Headquarters facility. *Figure 2.3.11* below illustrates the site.

The test fit indicates that the Police Headquarters building and parking needs could be accommodated on the site. *Figure 2.3.12* illustrates one possible programmatic layout for this site and *Figure 2.3.13* illustrates one possible massing for this layout.



Figure 2.3.11 Cesar Chavez and Evans Site

San Francisco Justice Facilities Improvement Study Final Phase Report



Figure 2.3.12. Cesar Chavez and Evans Streets Test Fit Plan Diagram



Figure 2.3.13. Cesar Chavez and Evans Street Test Fit Massing Study

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.3.4 Police Headquarters Test Fit Evaluation Matrix

After conducting the test fits the Consultant developed a comparison matrix using the same criteria as used for the overall development strategies to summarize the major pros and cons of the Police Headquarters alternatives. Since the City must provide local fire and police stations at the Third and Mission Rock Redevelopment site as well as undertaking the Police Headquarters replacement project, all three program components were considered in the comparison below for a comprehensive understanding of the capital costs.

The matrix shown in *Figure 2.3.14* indicates that a development alternative entailing the Police Headquarters integrated with local police and fire stations at the Third and Mission Rock Redevelopment site is less expensive and requires the least time. Because the City owns the Third and Mission Rock parcel, construction could begin twelve to eighteen months ahead of the other development alternatives, thus avoiding the costs associated with site acquisition and additional escalation. The development alternatives entailing the Police Headquarters at the Bryant Street or Cesar Chavez sites, along with local fire and police stations at Mission Rock, are more expensive than the single integrated development primarily due to the additional time and expense of site acquisition, entitlements, and escalation.

Police HQ and Police + Fire Stations Alternative Sites Comparative Evaluation	Police HQ with Police and Fire Stations @ Redevelopment Site (3rd & Mission Rock)	Police HQ @ Infill Site (5th & Bryant) Police and Fire Stations (3rd & Mission Rock)	Police HQ @ Open Site (Cesar Chavez) Police and Fire Stations (3rd & Mission Rock)
Function Adjacencies Flexibility Capacity (building & parking) Security	More constraints <ul style="list-style-type: none"> Includes Fire & Police stations Must integrate parking and old building 	Fewer constraints <ul style="list-style-type: none"> Fire & Police stations at Mission Rock Surface parking 	Fewest constraints <ul style="list-style-type: none"> Fire & Police stations at Mission Rock Largest parcel allows surface parking, security setbacks, expansion Most remote site – away from other City Administration functions
Control of Risk Compatible with context Maximum likelihood of support	Fewer unknowns/risks <ul style="list-style-type: none"> Future site context is uncertain 	Some unknowns/risks <ul style="list-style-type: none"> Mixed neighborhood – some housing adjacent Unknown level of support 	Some unknowns/risks <ul style="list-style-type: none"> Industrial context Requires zoning change Unknown level of support
Site Assembly City control of properties	No assembly required <ul style="list-style-type: none"> City owned 	Part owned by City <ul style="list-style-type: none"> Must acquire two parcels 	Site assembly required <ul style="list-style-type: none"> Must acquire one parcel
Cost (Major Differentials) First Cost Long-term Cost	Less costly <ul style="list-style-type: none"> Includes Fire & Police Stations More expensive structured parking No Land acquisition cost 	More costly <ul style="list-style-type: none"> Additional costs for separate Fire & Police Stations Less expensive surface parking Land acquisition cost 	More costly <ul style="list-style-type: none"> Additional costs for separate Fire & Police Stations Less expensive surface parking Land acquisition cost Largest parcel may offer more flexibility for sustainable strategies to reduce long-term costs
Time Implementation	Least time to implement	12-18 month delay for site assembly	12-18 month delay for site assembly

Figure 2.3.14 Police Headquarters Alternative Sites Comparative Evaluation Matrix

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.4 Local Justice Agencies

2.4.1 Building Needs

Currently the District Attorney and Adult Probation facilities are housed in the Hall of Justice and the Public Defender is housed in a separate building a half block away at 555 Seventh Street. Collectively these agencies are referred to as the Local Justice Agencies. During Phase I of this Study a needs analysis identified a need for 209,000 gross square feet for the Local Justice Agencies. This includes both right sizing of currently undersized spaces and future growth as well as an allocation for justice related social services. APD has expressed the need to explore opportunities to collocate with other partner agencies to improve efficiency in processing cases (i.e. Human Services EDD, Dept. of Child Support). A modest allocation of space is included that could be leased to other social services /government agencies as a revenue generator or allocated to growth space for the Local Justice Agencies.

Figure 2.4.1 shows the breakdown by agency.

Building Type	2022 GSF
Local Justice Agencies	
District Attorney (DA)	92,000
Public Defender (PD)	47,000
Adult Probation (APD)	40,000
Justice Related Social Service Agencies	30,000
Justice Agency Total	209,000

Figure 2.4.1 Local Justice Agencies Space Forecast

For operational efficiency and customer service the Local Justice Agencies would ideally be located within walking distance of the Court and Jail.

2.4.2 Parking Needs

Currently the Local Justice Agencies use parking spaces in nearby City parking lots on State land under the freeway leased by the City from Caltrans.

As noted above the City has a practice of providing parking for fleet vehicles (City owned vehicles and certain private vehicles used for City work). For the purposes of this study it is assumed that future parking need will grow at the same rate as staff growth. Figure 2.4.2 indicates current and future parking stall need. Consistent with the City's parking policy, the figures do not include stalls for personal vehicles used for commuting, public, or visitor parking.

San Francisco Justice Facilities Improvement Study

Final Phase Report

Justice Agency	Parking Stalls		Comments
	Existing	2022	
District Attorney	46	57	
Public Defender	58	58	
Adult Probations	11	13	
Social Services	0	0	
Total	115	128	

Figure 2.4.2 Local Justice Agencies Fleet Parking Forecast

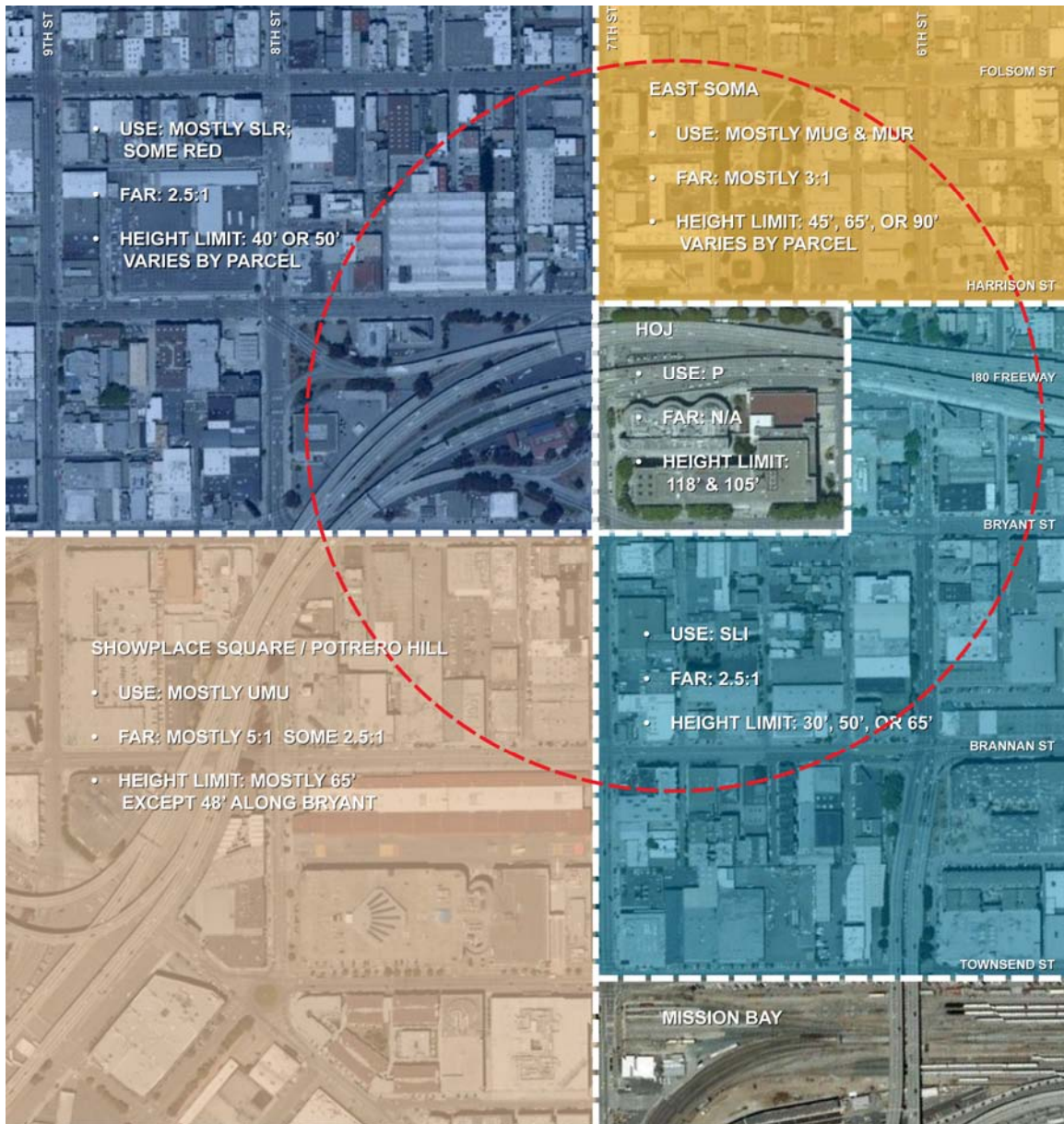
2.4.3 Development Options

The City's preferred and alternate development options entail locating the Justice Agencies as well as the Police Investigations Bureau and Traffic Division within close proximity to the current Hall of Justice site. The District Attorney, Adult Probation, Police Investigations Bureau and Traffic Division would be located on a new site(s). The Public Defender, which is currently located a half block from the HOJ at 555 Seventh Street, could be renovated and expanded at its current location or located on a new site.

Both the Justice Agencies and the Police Investigations Bureau would benefit from being located near the Court and the Jail as well as the existing parking under the freeway. The Police Traffic Division benefits from proximity to the Auto Return lot. In addition to operational efficiency and customer service benefits, there is a civic benefit to clustering these justice functions in one identifiable area. For these reasons development options for Police Investigations and Traffic are also discussed in this section.

An analysis of San Francisco planning and zoning restrictions shows the HOJ to be situated at the nexus of four different South of Market neighborhoods each with different Use and Height restrictions. At the time of this report, the San Francisco Planning Commission recently approved zoning changes to four neighborhoods known collectively as the Eastern Neighborhoods. Two of those neighborhoods, the *East SOMA* and *Showplace Square / Potrero Hill* neighborhoods, border the Hall of Justice site. Presently, the San Francisco Planning Department is working on a *Western SOMA Community Plan* which is likely to further impact the surrounding blocks. *Figure 2.4.3* provides an overview of the current planning controls in the immediate Hall of Justice area.

San Francisco Justice Facilities Improvement Study Final Phase Report



Zoning Abbreviations

MUG	Mixed Use - General
MUR	Mixed Use - Residential
RED	South of Market Mixed Use Residential Enclave
SLI	South of Market Mixed Use Service / Light Industrial
SLR	South of Market Mixed Use Service / Light Industrial / Residential
UMU	Urban Mixed Use

Figure 2.4.3 Planning and Zoning Summary

The Floor Area Ratio (FAR) in the vicinity of the HOJ is typically 2.5:1 except where a higher density is allowed in portions of the newly defined Eastern Neighborhoods. The height limits throughout the area vary by block and sometimes by parcel, ranging from

San Francisco Justice Facilities Improvement Study Final Phase Report

30 to 90 feet. The height limits on the block containing the existing HOJ and 7th Street Jail are 118 feet and 105 feet, which appear to be tailored to the existing buildings.

The following table provides a guide for the likely minimum parcel size required for each Local Justice Agency, Police Investigations, and Traffic building needs. The parcel sizes can be combined to determine the likely minimum parcel size for multiple uses on the same site. A larger site (approximately 3.5 acres) could accommodate all of the building needs on a single site. Alternatively, medium sites (approximately 1.6 -1.9 acres each) could accommodate the Local Justice Agencies and Police component building needs on two sites. Or a group of smaller sites could accommodate the building needs of individual agencies.

Minimum Parcel Size			
Use	Building Area	Minimum Parcel without Parking (@ 2.5:1 FAR)	
Investigations	154,600 SF	61,800 SF	1.4 acres
Traffic	20,000 SF	8,000 SF	0.2 acres
Police Subtotal	174,600 SF	69,800 SF	1.6 acres
District Attorney	92,000 SF	36,800 SF	0.8 acres
Public Defender	47,000 SF	18,800 SF	0.4 acres
Adult Probations	40,000 SF	16,000 SF	0.4 acres
Social Services	30,000 SF	12,000 SF	0.3 acres
Justice Agency Subtotal	209,000 SF	83,600 SF	1.9 acres
Police & Agency Total	383,600 SF	153,400 SF	3.5 acres

Figure 2.4.4 Minimum Parcel Sizes

In addition to building needs, parking needs are an important consideration in parcel selection. As described in Figures 2.3.3 and 2.4.2 above, each agency has a fleet of vehicles that staff use on a regular basis to conduct their work. If the agencies are located within close proximity of the HOJ, then they could continue to use the leased parking lots located under the freeway north of the Hall of Justice. If the agencies are located farther away, then on-site parking would need to be provided. Structured and below-grade parking could reduce the impact of the parking area on the required site size, but would add to the cost of construction. The impact of providing on-site parking would be greatest for the Police components which have larger parking needs. For example, locating the Police Investigations Bureau further away from the Hall of Justice would necessitate adding approximately 53,000 GSF to the program area in order to accommodate on-site parking needs.

Any number of sites, including sites suitable for new development or existing buildings suitable for renovation, could accommodate the programmatic needs of the Justice Agencies and the Police components. As the City Real Estate Department identifies real estate opportunities, programmatic test fits should be conducted to confirm the viability of locating specific agencies on specific sites in either new or renovated facilities.

San Francisco Justice Facilities Improvement Study

Final Phase Report

2.5 Office of the Chief Medical Examiner

2.5.1 Building Needs

The Office of the Chief Medical Examiner (OCME) is currently located at the HOJ. Despite attempts to upgrade the current facility, it has become obsolete and does not comply with modern standards. In 2006, the State mandated that facilities such as the OCME obtain national accreditation by a peer organization. The OCME has decided to pursue the American Board of Forensic Toxicology (ABTF) accreditation for its forensic laboratories. According to the State law mandate, the OCME would have to operate under ABTF standards by 2009 in order to be accredited by 2010. Without proper accreditation, San Francisco County could risk losing the OCME operations; and therefore, the planning of a replacement facility has become urgent.

The Consultant has assessed the existing OCME facility at HOJ and determined that it is deficient and would need substantial and costly design modification in order to meet accreditation requirements. The City is planning a new OCME and SFPD Forensic Services Division facility at a separate location.

The Consultant has conducted a separate space need assessment for the OCME at the City's request. The information included in this section is extracted from the full report prepared by the project team's forensic lab specialist, McClaren, Wilson, & Lawrie, Inc. in May 2007.

Building Type	2022 GSF
Medical Examiner/ (Laboratories)	72,500

Figure 2.5.1 OCME Space Forecast

2.5.2 Parking Needs

OCME currently utilizes 10 parking spaces located in the State-owned land beneath the freeway between 6th and Morris Street. The parking need for the future facility is likely to grow in proportion to the staff.

2.5.3 Development Options

The City plans to locate the Forensics Lab along with the OCME in leased laboratory space in Mission Bay. Planning for this facility is well under way, and is a substantial first step in the City's commitment to develop new and better venues for the various occupants at the HOJ site.

3 Evaluation of Options

3.1 Development Strategies Evaluation Matrix

A matrix was developed in Phase I of this study to summarize the key criteria for evaluating development options, and to summarize comparison of the major pros and cons of various alternatives. Please refer to Figure 1.5.1. The evaluation criteria are worded so they can be compared according to a scale from Superior (green) to Acceptable (yellow) to potentially Problematic (red). The criteria include:

Function

- Provides for desired adjacencies between Justice agencies
- Provides capacity for future growth and flexibility

Control of Risk

- Minimizes risk of delay
- Maximizes likelihood of political acceptance

Site Assembly

- Avoids requirement for land acquisition
- Likely to more readily achieve Planning approvals

Cost

- To City
- To Others (e.g. State)

Timing

- Phasing
- Construction sequencing

3.2 Development Strategy Conclusion: The City believes that the Court and Jail adjacency at the existing site should be sustained; among the options identified, Option A is substantially better than all others

Based on the information presented in Phase I of this study the City determined that the most promising options focus on redeveloping and expanding the court and jail facilities at the existing Hall of Justice site. The City directed the Consultant to focus on Option A as the most probable strategy, with Option B as the alternative strategy. The other original alternatives have not been studied further because they have similar advantages but more disadvantages than the City's preferred Option A and alternate Option B. The matrix below displays the original alternatives and highlights the two that have continued into Phase II studies.

San Francisco Justice Facilities Improvement Study Final Phase Report

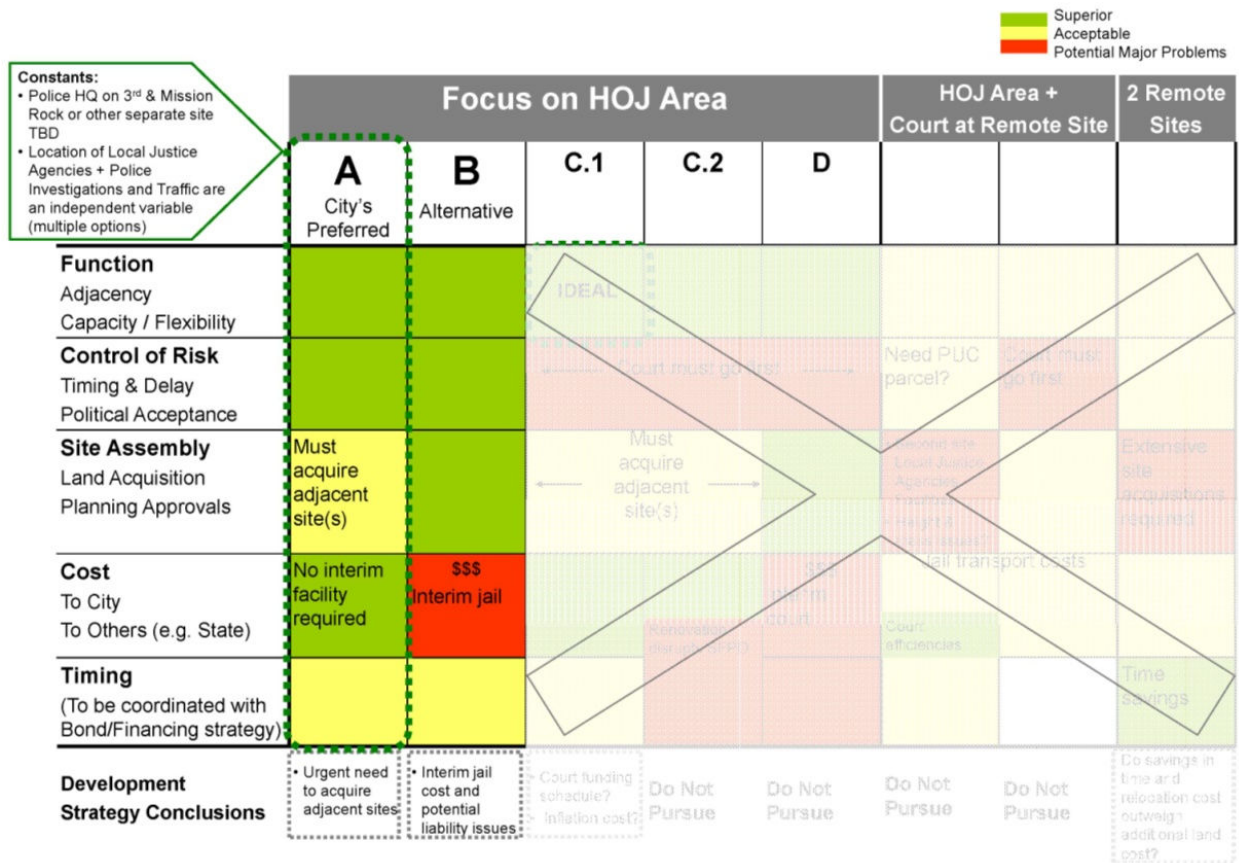


Figure 3.2.1 Updated Options Evaluation Matrix

In Phase II of this study, the City and the Consultant have analyzed several key issues that could significantly affect the viability and cost of the City’s preferred and alternate development options. The issues include the viability of phased demolition of the Hall of Justice, key Jail planning issues, viability of fitting the Police Headquarters on several potential sites, and quantification and impacts of fleet parking needs. The studies have not revealed findings that would significantly change the options pros and cons. Instead the studies have reconfirmed the viability of the City’s preferred option.

Function

Close proximity of the jails and courts allows direct transfer of inmates from the jail to the courts which provides significant operational benefits and cost savings relating to security and sheriff escort time. Work in Phase II confirmed the viability of a phased demolition of the existing Hall of Justice that allows a new court to be built on site and the viability of locating a new jail on the adjoining Harriet Street site. These findings confirm the viability of Option A.

Another benefit of keeping many court-related functions near the existing HOJ site are the cost savings which are inherent in continuing to use the existing city parking lots located under the freeway rather than investment in additional land and/or structured parking for fleet vehicles. Locating the Local Justice Agencies, Police Investigations and Traffic Divisions as well as the

San Francisco Justice Facilities Improvement Study Final Phase Report

Court and the Jail within walking distance of these City parking lots would take advantage of this benefit.

Control of Risk

Two aspects of project risk are particularly helpful in distinguishing pros and cons of various options: risk of delay, and risk of not achieving political acceptance. Neither Options A and B rely on State funding of Court improvements, i.e. the City's development work is not blocked if the State funding for the Court improvements is delayed.

Site Assembly

Having to assemble sites adds complexity, unknown time delay and costs for land acquisition and entitlements. Although both Options A and B require site assembly, Option B requires less site assembly than Option A.

Work in Phase II confirmed the viability of locating the Police Headquarters on the City owned parcel at Third Street and Mission Rock in Mission Bay. Locating the Police Headquarters on Third and Mission Rock eliminates the need for site assembly.

Work in Phase II confirmed that while site assembly is needed for the Local Justice Agencies and the Police investigations and Traffic Divisions, these program components could be accommodated on one larger site or several smaller sites, at the same or at different times. This flexibility reduces site assembly risks accordingly.

Cost (including Cost of Interim Facilities)

For comparative ranking purposes, the major cost differences among alternatives are those related to temporary relocation of uses to enable the first increment of construction, and to long-term increased cost of operation if key adjacencies are broken.

Both Option A and B maintain the key Court- Jail adjacency, however Option A does not require temporary relocation of uses, while Option B requires temporary relocation of jail beds.

Option B requires the temporary relocation of the 828 beds in Jails 1 and 2 for approximately 42 months. This would be a difficult and costly option and it would require significant commitment of technology, funding and coordination from the City, the SFSD, and related justice agencies.

Some of the 828 beds could be accommodated if it were possible to temporarily re-open Jail number 7 in San Bruno. However, available capacity would be dependent on commonly experienced fluctuations in the system-wide jail population. During the last two years, the unused capacity at Jail number 7 has ranged from a high of 372 beds to a low of 114 beds.

If space was available it is possible that the remainder of the relocated beds could be housed in other nearby county jail systems on a contractual, per-diem basis. The cost of these interim beds for the duration of construction is difficult to ascertain, but could easily exceed \$80 million based on other recent examples. The Sheriff has expressed concerns over potential problems such as liability, control, existing staffing, etc. and is not in favor of this option.

San Francisco Justice Facilities Improvement Study Final Phase Report

Other possible alternatives include lease or purchase of high security, portable modular jail units which could be temporarily placed at San Bruno or another location in the City that could be fenced off and made secure. However, considerable community opposition to an increase in beds at San Bruno or a temporary facility at another location in the City would be expected. Another option may be the addition of a floor containing lower security dormitory housing units on top of the “support” side (not the housing side) of the existing 7th Street jail. The facility’s engineers note that this is structurally possible; however, a study would be needed to determine if this option should be considered further. The cost, benefit, security concerns and changing building codes may render this concept infeasible.

Temporarily increasing the capacity of existing jails is not feasible, since Jails 5 and 8 are already double celled. Reducing the population by early release, probation and/or other non-incarceration programs is another option that could be explored; however, it appears that most of these types of programs are already extensively used and may not yield significant numbers.

Timing

City’s funding availability and financing strategy can influence the implementation timeline; and therefore impact project costs. Another factor with a significant impact on project timing is the City’s ability to negotiate acquisition or lease of the additional properties required to relocate the various justice agencies. A more detailed discussion of the conceptual implementation and schedule is discussed in Chapter 4.

4 Implementation Schedule and Cost Assumptions for Capital Budgeting

4.1 Possible Implementation Schedule for City's Preferred Development Strategy

The City is currently reviewing its funding strategies and timelines. A possible conceptual schedule for replacing and upgrading facilities now located at the HOJ site is shown in *Figure 4.1.1*. The schedule is based on the City's preferred development strategy, Option A, which is illustrated in *Figure 1.5.2* on page 1-8. The schedule shows conceptual timing and duration for each program component. Component timing will be determined in part by the availability of funding sources such as general obligation bonds and the City's General Fund. The simplified stages of phased improvements are shown as colored bars. The conceptual schedule was developed based on design-bid-construction. Time and associated escalation cost savings could be realized by using alternative delivery methods such as CM at Risk.

The major components and likely implementation sequence of the City's preferred implementation strategy are:

- Forensic Sciences Center – consolidation of the Office of Chief Medical Examiner and the Police Department's Forensic Services Division
- Police Headquarters
- Replacement Jail
- Local Justice Agencies (District Attorney, Adult Probation and expansion for Public Defender) and Police Investigations Bureau and Traffic Division

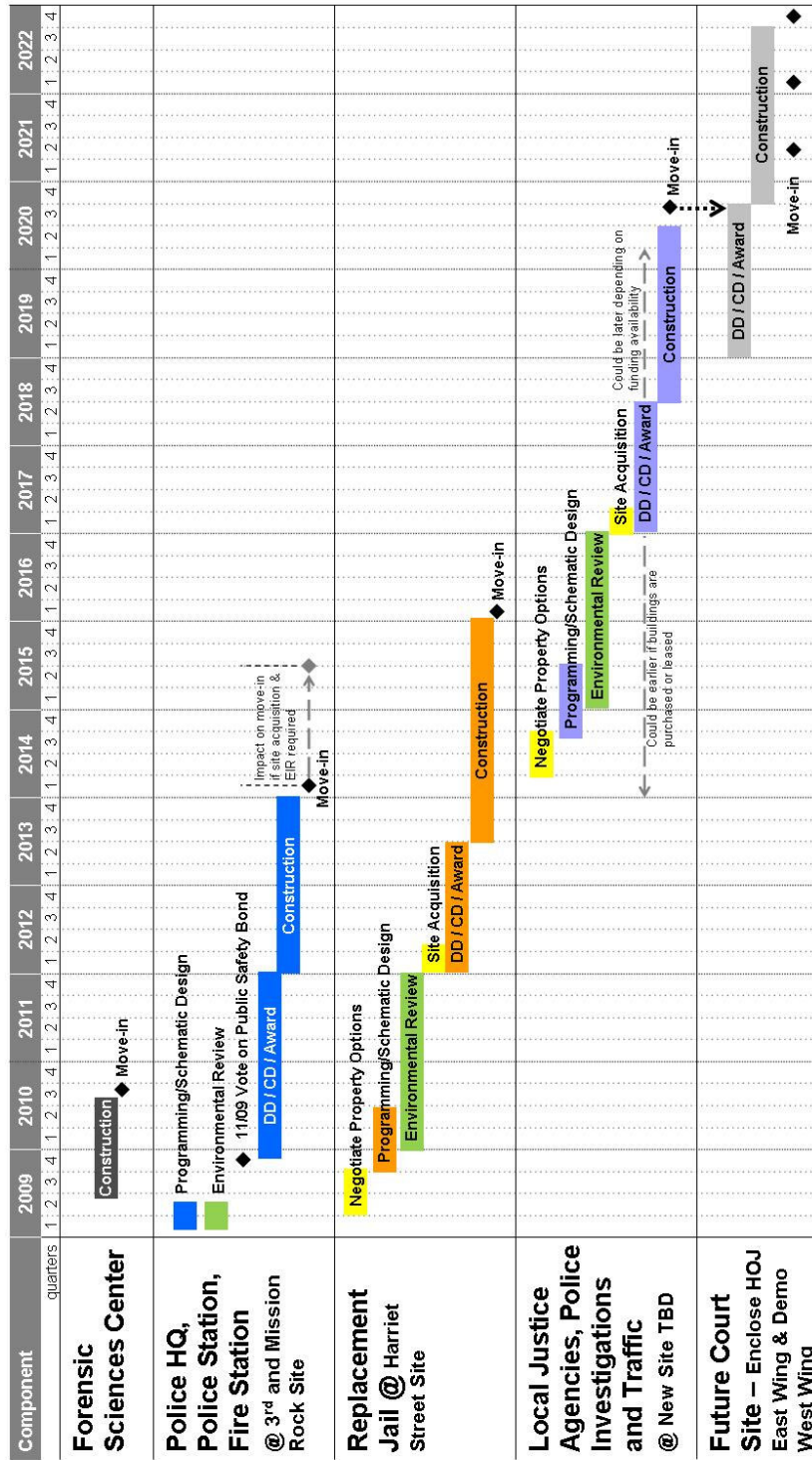
Steps Already Underway Toward Implementation

Given the numerous departments which need to move out of the existing HOJ in order to proceed with the phased redevelopment, the City has proceeded with strategic early actions, including relocation of the OCME and Police Forensic Services Division, and discussions with Real Estate and Planning Departments to confirm property, site acquisition and environmental clearance requirements. The Forensic Sciences Center which will house the OCME and Police Forensics Lab is expected to begin construction in the second quarter of 2009, with move-in by early 2011.

The City has determined that in addition to the Forensic Sciences Center already underway, the two first projects may be the Police Headquarters and Replacement Jail. The Police facility in particular may proceed quickly into further programming, planning and design as a part of a bond program focused on earthquake safety improvements for emergency response facilities.

San Francisco Justice Facilities Improvement Study Final Phase Report

San Francisco Justice Facilities Improvement Study
Implementation Sequence



HOK/MCA Joint Venture

Figure 4.1.1 Conceptual Schedule

San Francisco Justice Facilities Improvement Study Final Phase Report

Possible Police Headquarters Implementation Schedule

The following are the possible milestones in developing a replacement facility for the Police Administrative Bureau now at the HOJ:

- In order to be included in a bond proposal planned for public vote in November 2009, preparation of a bond report must begin in January 2009. To meet the bond issue target, it would be necessary to undertake simultaneous efforts to create a concept-level program and design for the Police Headquarters on two or three possible sites.
- Once the Bond issue is approved, detailed facility programming, environmental review, design and construction documents can be prepared for the selected site. The schedule assumes two to three and a half years from the bond vote to completion of construction documents, depending on the time needed to complete site acquisition and environmental review.
- Construction is estimated at two years; thus the midpoint of construction for cost estimation purposes could occur in the first quarter of 2013 or the third quarter of 2014.
- Move-in is anticipated in the first quarter of 2014 or the third quarter of 2015.

Possible Replacement Jail Implementation Schedule

The following are the possible milestones in developing a replacement for the Jail now at the HOJ, which will most likely be financed through the City's General Fund:

- Spring 2009 — The City will take steps to secure required property and rights of way, probably through negotiating Letters of Intent and options to acquire any additional property required;
- Schematic design is scheduled to begin in November 2009 and take place over approximately 9 months;
- Environmental review is anticipated to begin in January 2010 and the schedule allows 2 years to obtain CEQA clearance;
- Site acquisition is anticipated to occur in the first quarter of 2012;
- Design and construction documents can proceed after environmental clearance is obtained; this is assumed as an 18 month period (including 6 months for bid and award in the first half of 2013);
- Construction allowance is 2 ½ years, beginning in 2013 and complete by the end of 2015;
- Move-in is anticipated in the first quarter of 2016.

Possible Local Justice Agencies and Police Investigations and Traffic Divisions Implementation Schedule

The following are the possible milestones in developing replacement facilities for the Local Justice Agencies (LJA) as well as the Police Investigations Bureau and Traffic Division currently located in the HOJ. Due to necessary functional adjacencies, which are needed to preserve and enhance justice system operating efficiencies, and the economy that can be achieved by continuing to use the existing parking supply in the area, there exists a persuasive rationale to

San Francisco Justice Facilities Improvement Study Final Phase Report

keep these agencies in the immediate HOJ vicinity. These functions could be accommodated in new, renovated, or leased facilities on a single large parcel or several smaller parcels. For simplicity the implementation schedule below assumes development of one large parcel:

- Spring 2014 — The City will take steps to secure required property;
- Schematic design is scheduled to begin in late 2014 and be completed in mid-2015;
- Environmental review is shown for preliminary scheduling purposes in 2015-16;
- Site acquisition is anticipated to occur in the first quarter of 2017;
- Design and construction documents can proceed as soon as environmental clearance is obtained; this is assumed as an 18 month period (including 6 months for bid and award in the first half of 2018);
- Construction duration is estimated at 2 years, beginning in 2018 and complete by the middle of 2020;
- Move-in is anticipated in the latter part of 2020.

Remaining Implementation Steps

Once all of the City departments have moved out of the HOJ and Court functions currently in the West Wing are relocated to the East Wing, the West Wing can be demolished and the East Wing modified such that it can be a freestanding court facility. Assuming that preparatory steps are taken in 2019 and this work is bid and awarded in the middle of 2020, this stage of construction could begin as early as 2020.

The replacement or upgrade schedule for the Court facility will be determined by the State. It is an independent variable that does not need to affect the City's timing for the implementation steps above.

4.2 Methodology for Cost Assumptions

Cost Estimate Methodology Overview

In order to estimate construction costs for the above projects, a method reliant on benchmarking costs of similar facilities was used. Construction cost information for over 30 justice facility projects were collected and screened. The most relevant ones were selected for calculation of their construction cost in dollars per square foot. These most relevant projects were selected based on comparability according to parameters such as size, facility composition, etc. The construction cost for each project was adjusted for geographic location and escalated to July 2008 dollars. Using this adjusted benchmark information, a baseline construction cost was established at the average of the dollar per SF cost range.

San Francisco Justice Facilities Improvement Study Final Phase Report

Starting from this baseline cost, further adjustments were made to account for special conditions specific to the HOJ replacement projects, for instance:

- City sustainability requirements
- Site related constraints on means and methods of construction
- Premium for exterior construction suitable for an urban site with minimal set-backs from the property line
- Unusual geo-technical conditions at the site
- Contingency for highly unpredictable public bid environment and for special conditions entailed in San Francisco publicly bid projects

The last steps in construction or hard cost estimation were to add a 10% construction contingency and a 2% allowance for public art enrichment per typical City budgeting procedures for public projects. As requested by the City, the total estimated project costs include project delivery or soft cost and land acquisition allowances provided by the City but do not include Furniture, Fixtures, and Equipment (FF&E).

Cost Estimate Methodology for Police Headquarters

In order to estimate a budget for the Police Headquarters facility, construction cost information was collected for numerous police and combined public safety facilities in locations in California and across the country. For the most relevant case studies, dollars per square foot construction cost was calculated for each project. Seven projects were selected based on comparability according to the following parameters:

- Site context (urban or full-block)
- Facility type and composition
- Parking (evaluated separately since some sites have structured parking while others have surface parking)
- Building square footage (studies range from 87K to 359K GSF)

The baseline bid construction cost for each project was adjusted for geographic location and escalated to July 2008 dollars. After the adjustments, a baseline construction cost was assumed at the average of the dollar per SF cost range for the case study police facilities.

Starting from this baseline construction cost, further adjustments were made to account for special conditions specific to this project, i.e.

- City requirement for LEED Silver equivalence
- Site related constraints (tight construction staging, temporary facilities during construction and other special requirements)
- Construction upgrades recommended for security enhancements for post 9/11 projects
- City Construction Contingency and Art Enrichment allowances

San Francisco Justice Facilities Improvement Study Final Phase Report

Assuming the schedule shown in *Figure 4.1.1* the total escalated project costs for the Police Headquarters and police and fire station development options vary between \$203 and \$224 million. The low end of the range includes the integrated Police Headquarters, police and fire station development at Third and Mission Rock. The high end includes a Police Headquarters on an acquired site and police and fire stations at Third and Mission Rock. The total estimated project cost includes the estimated construction cost with escalation, soft cost and real estate acquisition allowances provided by the City.

Cost Estimate Methodology for Replacement Jail

In order to estimate a budget for the replacement jail, construction cost information was collected for over 25 detention facility projects in locations near San Francisco and across the country. These projects were screened and their construction costs were calculated in dollars per square foot for the 10 most relevant facilities. These 10 projects were selected based on comparability according to the following parameters:

- Site context (most of the case studies are urban or full-block, multi-story)
- Same jail facility type (proposed facility is Type II)
- Number of beds (range from 500 to 1300 beds)
- Building square footage (range from 180K to 580K GSF)

The construction cost for each project was adjusted for geographic location and escalated to July 2008 dollars. After the adjustments, the highest and lowest ends of the range were eliminated. Using benchmark information from the 8 remaining projects, a baseline construction cost was estimated at the average of the dollar per SF cost range.

Starting from this baseline bid cost, further adjustments were made to account for special conditions specific to the HOJ replacement jail, i.e.

- City requirement for LEED Silver equivalence
- Site related constraints (i.e. construction staging, temporary facilities during construction, and other special requirements)
- Exterior material and finish upgrades for security and aesthetic enhancement
- Tunnel connection to adjacent existing Courts (for secure and staff efficient inmate transport)
- City Construction Contingency and Art Enrichment allowances

Assuming the schedule shown in *Figure 4.1.1* the total escalated project cost for the Replacement Jail development options A1 and A2 varies between \$439 and \$444 million. The estimated project cost includes the Replacement Jail estimated construction cost, an allowance to integrate the Replacement Jail support functions into the jail system, as well as, escalation, soft cost and real estate acquisition allowances provided by the City.

Cost Methodology for Office Facilities (LJA, Police Investigations, Traffic Division)

Office facilities are lower in cost than either of the specialized facilities described above and more similar to typical private office construction. However, City office facilities require extra-durable building systems and finish materials compared to private office facilities due to generally lower maintenance budgets and longer intervals between remodeling and renewal projects. These system and material costs plus public bid requirements are likely to cause the City office projects to cost more than private office projects.

For budgeting purposes, new construction was assumed but further study is needed to determine if costs could be reduced, for example if the City renovates an existing building or leases space in one or more buildings to fulfill these needs. The current budget estimate assumes the following parameters:

- New multi-story development and institutional quality construction
- Possible added costs for structured parking unless the facilities continue to be close enough to the existing supplies of surface parking under the freeway

The budget-level costs of these office-type facilities are listed in the summary chart on the following page. These costs could vary significantly depending on variables such as those mentioned above. Further study is recommended to evaluate the pros and cons of alternatives for providing these office space components.

4.3 Budget-Level Cost Summary

By Facility and Summary of All Facilities

Figure 4.3.1 summarizes the budget-level cost estimates for the components of the Justice Facilities Improvement Program described in previous sections, escalated to midpoint of construction per the preliminary schedule. Escalation is assumed at 7% for projects 7 years or less to the midpoint of construction, 5% for projects 8 years or more to midpoint of construction.

Allowances have been made for 10% construction contingency, 2% public art enhancement, real estate acquisition and 25-30% soft costs as recommended by the City based on recent experience with San Francisco public projects.

San Francisco Justice Facilities Improvement Study Final Phase Report

	Building Area	Estimated Hard Cost in 2008 \$/SF ¹	Midpoint of Construction ²	Estimated Project Cost at Midpoint of Construction ³
1 Police Headquarters				\$203-\$224 M
Police Headquarters, Local Police and Fire Stations, and integrated structured parking at Mission Rock	265,000 ⁴	\$445 / SF	2013	\$203 M
or				
Police Headquarters with surface parking at Bryant or Cesar Chavez Local Police and Fire Stations and surface parking at Mission Rock.	179,500 ⁵	\$550-\$564 / SF	2014	\$213-\$224 M ⁶
2 Replacement Jail	322,000	\$666-\$689 / SF	Oct 2014	\$439- \$444 M⁷
Including allowance to integrate Replacement Jail support functions into Jail system (i.e. kitchen, laundry medical)				
3 Local Justice Agencies & Police Investigation & Traffic				\$462 M
Local Justice Agencies	150,000	\$471 / SF	Jul 2019	\$170 M
Justice Related Social Service Agencies	30,000	\$357 / SF	Jul 2019	\$26 M
Police Investigations and Traffic	174,600	\$470 / SF	Jul 2019	\$205 M
Police Long-Term Evidence Storage	50,000	\$235 / SF	Jul 2019	\$26 M
Parking if offices too far from existing lots	110,000	\$140 / SF	Jul 2019	\$35 M
4 Demolish HOJ West Wing & Enclose East Wing for Court	607,000	\$32 / SF	Oct 2021	\$48 M
Notes				
1 Includes Mark-Ups provided by the City: 10% Construction Contingency and 2% Art Enhancement.				
2 Based on proposed funding strategy provided by the City.				
3 Includes Soft Costs, Real Estate Acquisition Costs and Escalation Rates provided by the City but does not include FF&E. 7% escalation for projects 7 years or less to midpoint of construction, 5% escalation for projects 8 years or more to midpoint of cons				
4 Structured parking included in building area.				
5 Surface parking not included in building area.				
6 Lower cost represents the Cesar Chavez site. Higher Cost represents the Bryant Street site.				
7 Lower cost represents Option A1. Higher cost represents Option A2.				

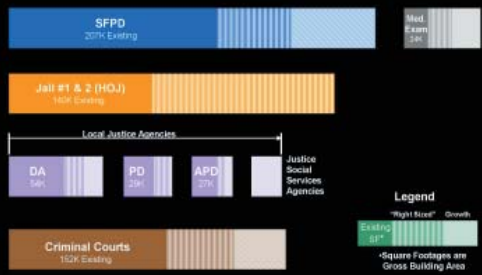
Figure 4.3.1 Budget-level Cost Summary

4.4 Alternative Development Strategy: Option B Schedule and Project Costs

A schedule was also outlined for the City's alternative development strategy. One major difference is that jail construction is delayed until occupants are relocated out of the HOJ West Wing. This delay changes the resulting escalation of construction costs. Another difference is that Option B does not require site acquisition, thus saving approximately \$30 million compared to Option A1. However, the most significant disadvantage and cost premium of Option B remains the requirement for interim jail beds during construction, which could easily cost \$80 million or more based on initial estimates. Availability of the large number of interim jail beds needed is also uncertain.



Space Forecast to Year 2022



HELLMUTH, OBATA + KASSABAUM AND MARK CAVAGNERO ASSOCIATES A JOINT VENTURE

Process Map

