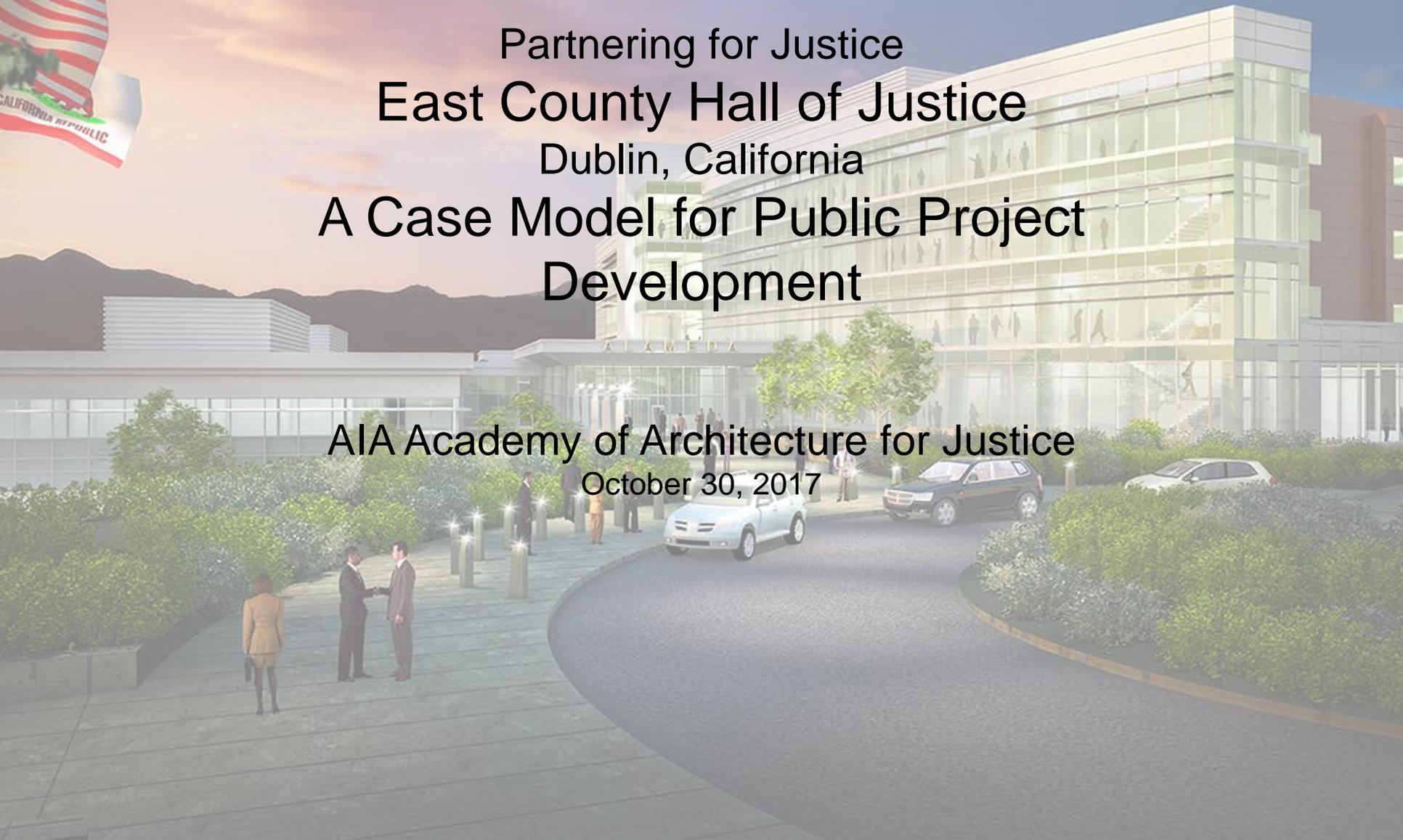




Partnering for Justice  
East County Hall of Justice  
Dublin, California  
A Case Model for Public Project  
Development

AIA Academy of Architecture for Justice  
October 30, 2017



# Panel

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# Course Description

- Funded by Senate Bill 1407, the East County Hall of Justice in Dublin, California, is the last of the 27 fully funded and completed new courthouse projects in the Judicial Council of California's historic courthouse building program. The project was completed in a unique collaborative development of the County of Alameda, the Superior Court, and the Judicial Council in a unique funding and local government delivery model.
- The large justice campus provides both a new full service 13-room courthouse connected in a shared link to a County office building housing the integral justice partners serving the Court. The 20-acre suburban campus setting is centrally located in the East County justice corridor on a lot adjacent to the large County jail, the EOC, training facility and related integral facilities with accessible public transportation and ample parking.
- The collaborative project model, with State and Court funding and County delivery, and the associated operations, including integrated County and Court services, is consistent with improving access to justice for the public through safe and secure facilities.

# Learning Objectives

**Learning Objective 1:** Present and understand the nature of a multi-jurisdictional, collaborative funding and project development model for a Courthouse/County Justice Center project including opportunities and constraints

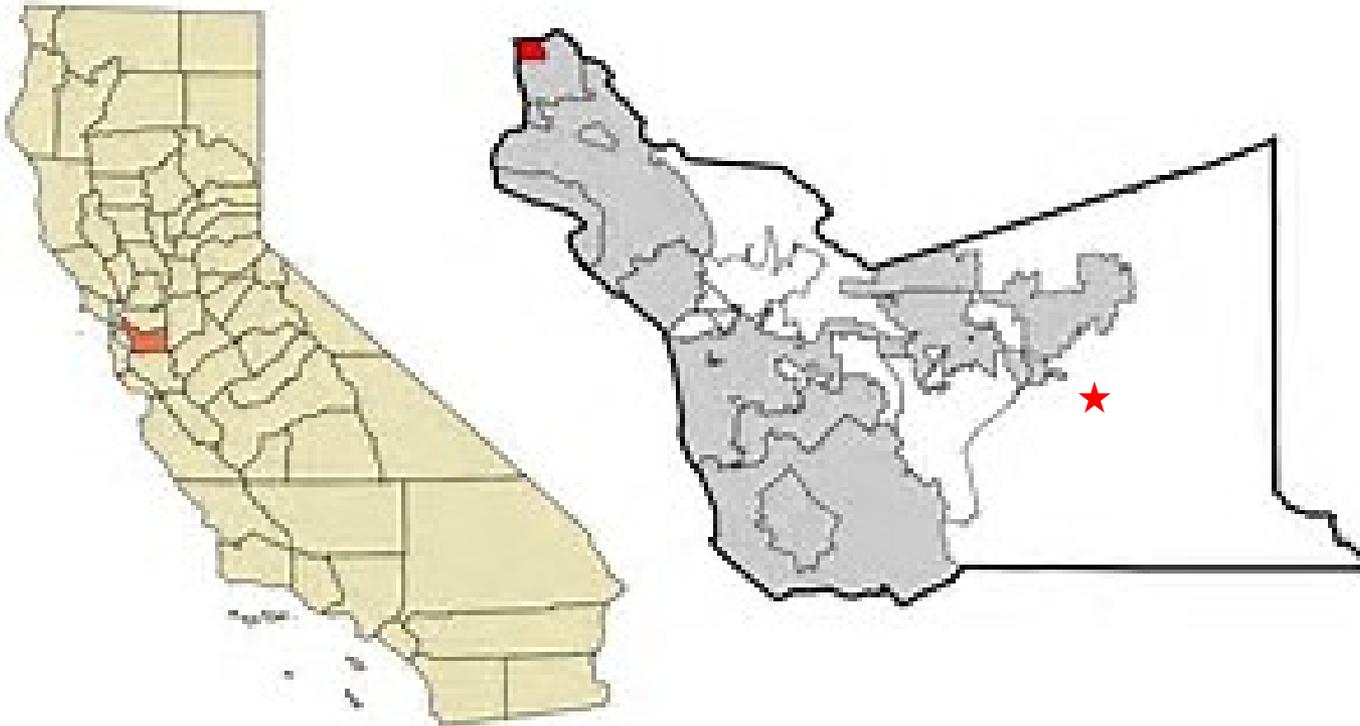
**Learning Objective 2:** Provide a clear understanding of the fundamental terms and requirements in the use of a pure design-build delivery model with strict cost, programmatic and time constraints

**Learning Objective 3:** Describe how courthouse design criteria were adapted and applied in the design-build model for a fungible Justice Center with long term operational flexibility

**Learning Objective 4:** Share how partnering with the Authorities Having Jurisdiction contributed to design excellence and a smooth delivery of the completed project

# Background

- Population of approximately 1.65 million
- 7<sup>th</sup> largest of the 58 counties
- Geographically diverse from urban to rural/farmland
- New East County Hall of Justice provides services in eastern sector



## Originally a County-funded and delivered project

- Planned as a full service East County Justice hub
- Proposed with 13 courtrooms to support all case types, particularly civil and traffic
- Did not anticipate state involvement
- Assumed to be completed prior to 2008 in the court's long-term Facilities Master Plan
- Not included in early generations of the state's SB1732 or SB1407 courthouse replacement program
- Always planned as a design-build by County of Alameda GSA
- Original funding commitment was county courthouse construction funds without state or court funding but subject to transfer of the Court's interest under the statute-SB1732

# Original 2005 Project Site and Building Program

- Full site development aligned with local planning and roads
- Courthouse and county building joined with functional link
- Multi-story structure optimizes site features
- Justice Center adjacent to jail



# Original Project Design: 2001 to 2005



EAST COUNTY HALL OF JUSTICE  
County of Alameda

April 19, 2004





FAMILY AND CHILDRENS SERVICES

CLERK OF THE COURT

CLERK OF THE COURT

CHILDREN'S WAITING

TRAINING

COUNTY SUPERVISOR FIELD OFFICE

PUBLIC

OPEN (BELOW)

CLERK OF THE COURT

TRAFFIC COURTROOM

HOLDING

JUDGES CHAMBERS & CONFERENCE

JURY SERVICE

# State SB1407 Project Development Terms

- Funding model with state and court involvement, developed from 2008-2014
- \$155 million project budget developed with multiple funding streams
- Funding streams included dedicated courthouse construction funds; court funds; county funds; \$50 million SB1407 funds
- Original CA budget act approvals included lease-revenue pro forma with county D-B project delivery in collaborative project management and vesting as a “TIC”
- Final terms included full cash funding with county delivery and vesting as transfers of fee title

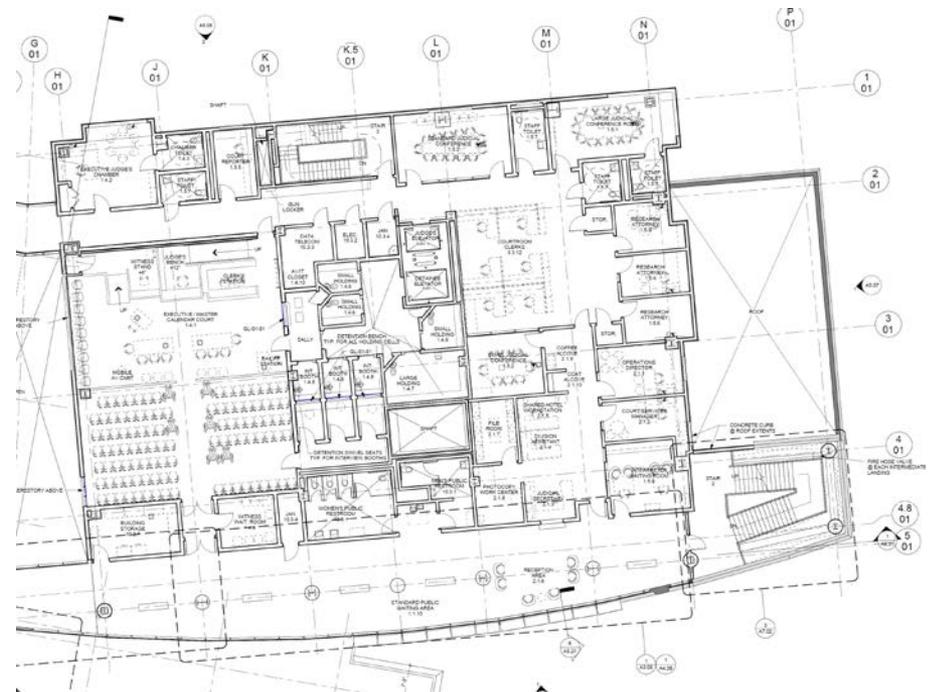
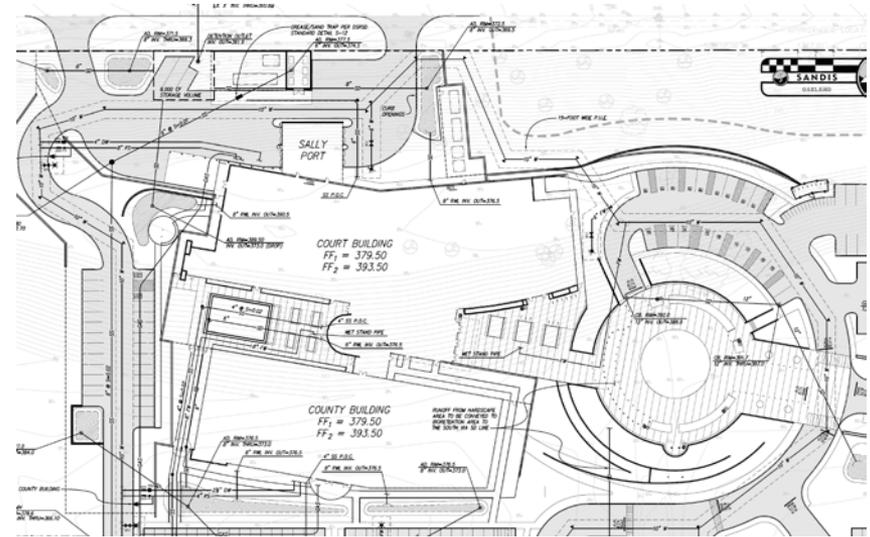
# Bridging Design

## Traditional Bridging Design Program:

- 13 courtrooms for multiple case types
- County offices for DA, Public Defender and Probation
- In-custody capability
- Two separate court and county buildings linked by common secure entrance
- Preserved overall site plan based on project entitlements under California Environmental Quality Act, EIR amendment and Site Development Review approvals by the City of Dublin and Alameda County in 2009

## Traditional Bridging Design:

- Detailed programming document
- Comprehensive stakeholder review
- Bridging document detail
  - Architectural: 50% CD
  - Structural & Civil: 100% DD
  - MEPF: Performance specs
- Reconciled estimating process
- \$27M over \$104M budget



## Traditional Bridging in Pre-bid Value Engineering

- Required negotiation with multiple user-client teams at Judicial Council, Superior Court and County
- Required to incorporate Judicial Council's California Trial Court Design Standards
- \$27M over \$104M construction budget
- Conducted two all-day value engineering sessions
- Users, facilities, bridging design team
- Extensive list of options
- Ranked each on value
- Accepted \$27M savings

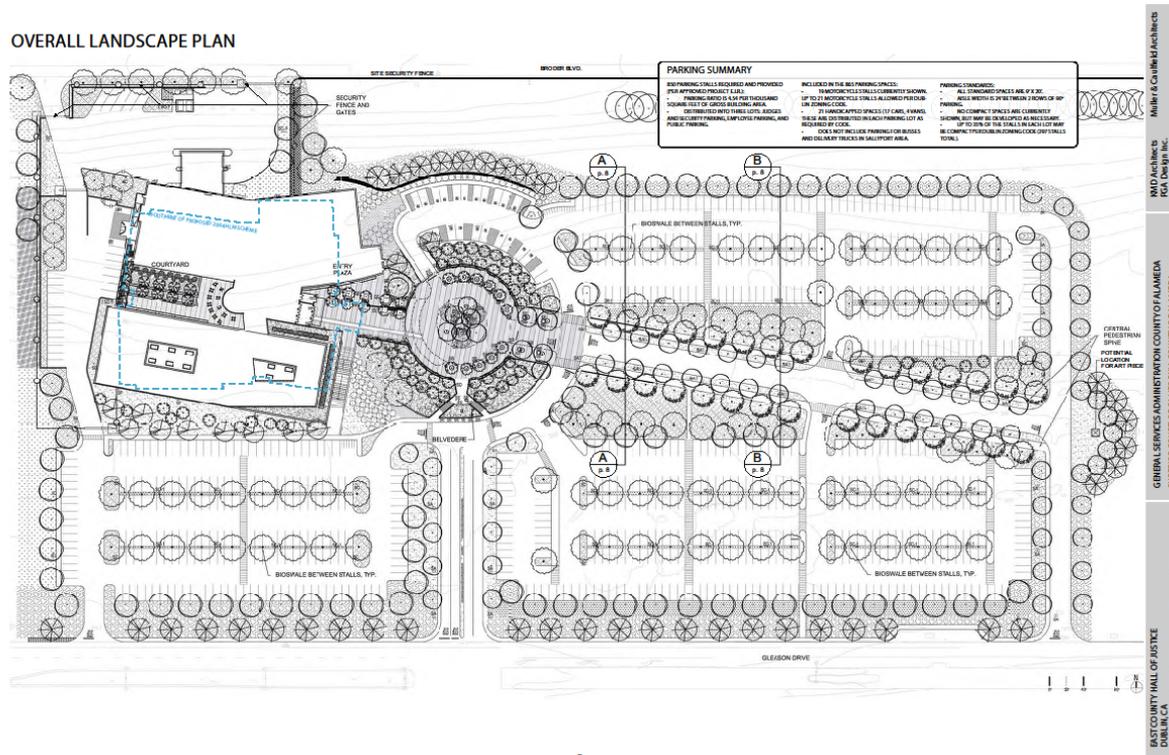


## Traditional Bridging in Pre-bid Value Engineering:

- Retained
  - Program and security requirements
  - Square footage and court count
- Approved VE included
  - Expensive canopy
  - Elevator tower design
  - Sitework elements

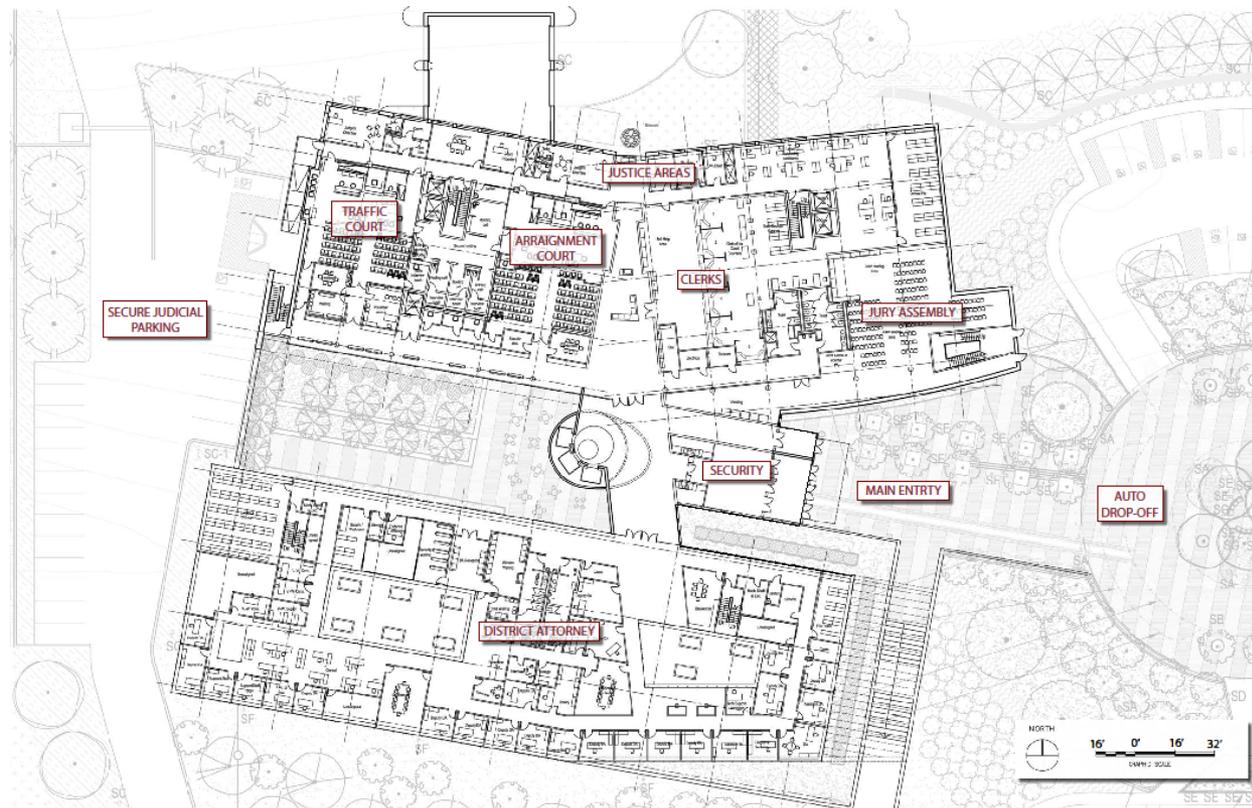


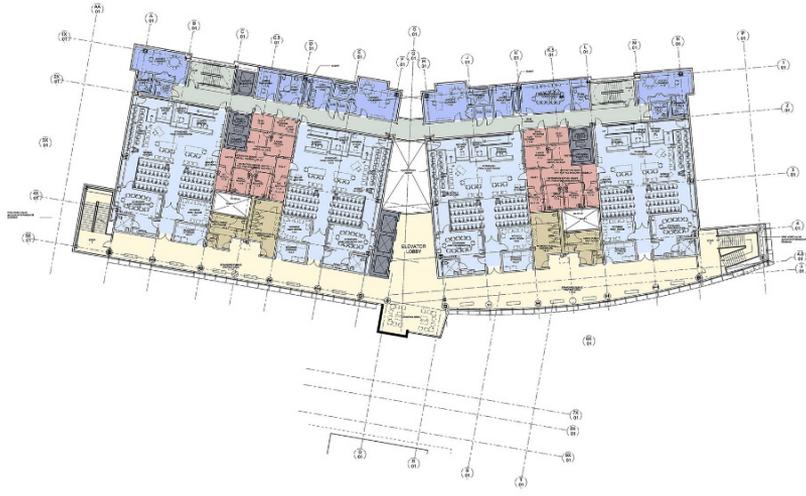
- Required to generally preserve site development, building height, bulk and massing due to completed land use entitlements and local approvals
- Allowed for architectural modifications to the building envelope within the VE process



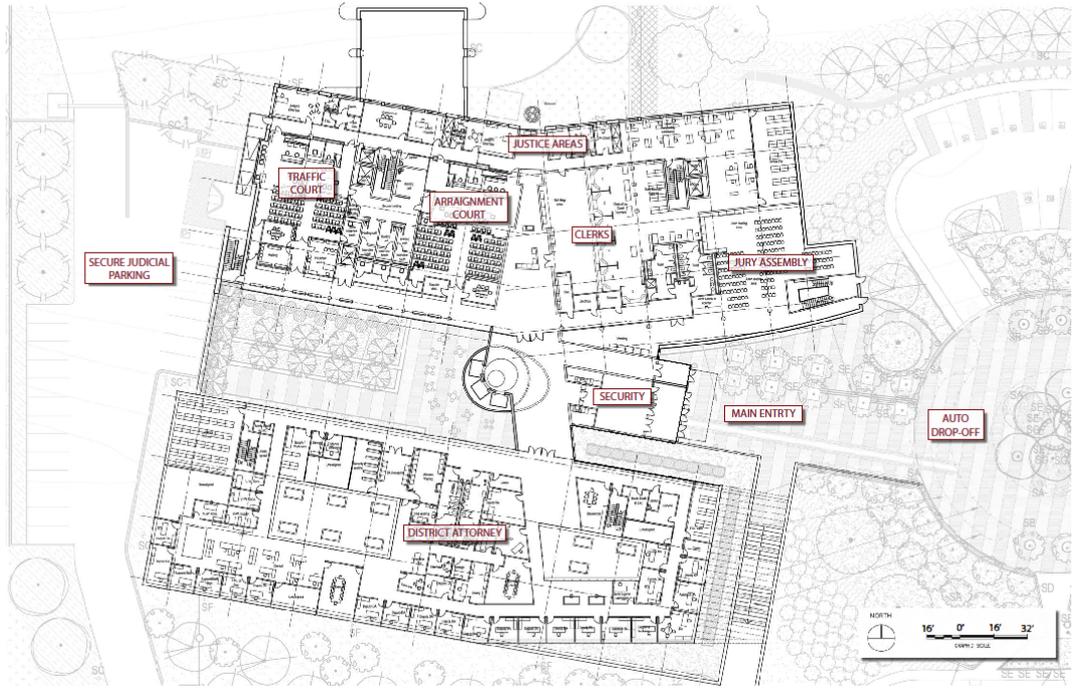
- Major revisions in the floor plan were included for operational efficiency, but preserved the building stacking
- Some exceptions were made to functional adjacencies outside the JC Standards

LOBBY LEVEL PLAN





LOBBY LEVEL PLAN



EAST COUNTY HALL OF JUSTICE  
 DUBLIN, CA  
 SITE DEVELOPMENT REVIEW - PLAN SET  
 NOVEMBER 23, 2009  
 GENERAL SERVICES ADMINISTRATION COUNTY OF ALAMEDA  
 SUPERIOR COURT OF CALIFORNIA COUNTY OF ALAMEDA  
 MARK BUCKNER, INC.  
 PCA DESIGN INC.  
 SANDS  
 Miller & Caulfield Architects

# Project Bridging Design-Bid Terms, Budget and Constraints

## OPPORTUNITIES FOR INNOVATION

This Chapter of the Bridging Document Design Requirements describes those elements of the Bridging Documents which are not fixed and which can be deviated from by the DBE. All other design requirements must be adhered to.

The County has not fixed these elements in order to encourage the DBE to propose solutions that enhance the value of the project. Each is specified below, including a description of what is not fixed in the Bridging Documents (where the DBE may depart from the Bridging Documents).

Also described below are the Design Requirements that the DBE is to follow in developing its solutions to these non-fixed elements.

### **Elevator Tower / Lobby:**

#### **a. What is not fixed:**

1. Entire tower element above lobby roof
2. Location of the three primary public elevators
3. "Bridge" elements between elevator tower element and Courts building
4. Interior wall metal panels above 8' in height
5. Canopy size and design at main lobby entry

#### **b. Design requirements:**

1. Three elevators which comply with the technical requirements of the Bridging Documents, including performance specifications, code compliance, and which are appropriate to the building type, and public use of the project.
2. Elevator lobbies at each level appropriate to the occupancy of each floor, high level of public use, and which create a sense of arrival and architectural interest.

# Project Bridging Bid Results

- 9 submissions received
- Submission design opportunities presented greatly varied and creative solutions
- Multiple firms qualified based on ranking criteria
- Winning bid design features included preservation of joined buildings and improved architecture without programmatic reductions
- Two submissions preserved at the time the bid-award process was suspended; one firm was willing to tender extension
- Exclusions and exceptions varied greatly to meet the stipulated sum

# Winning D-B Design



Winning Design-Build Concept

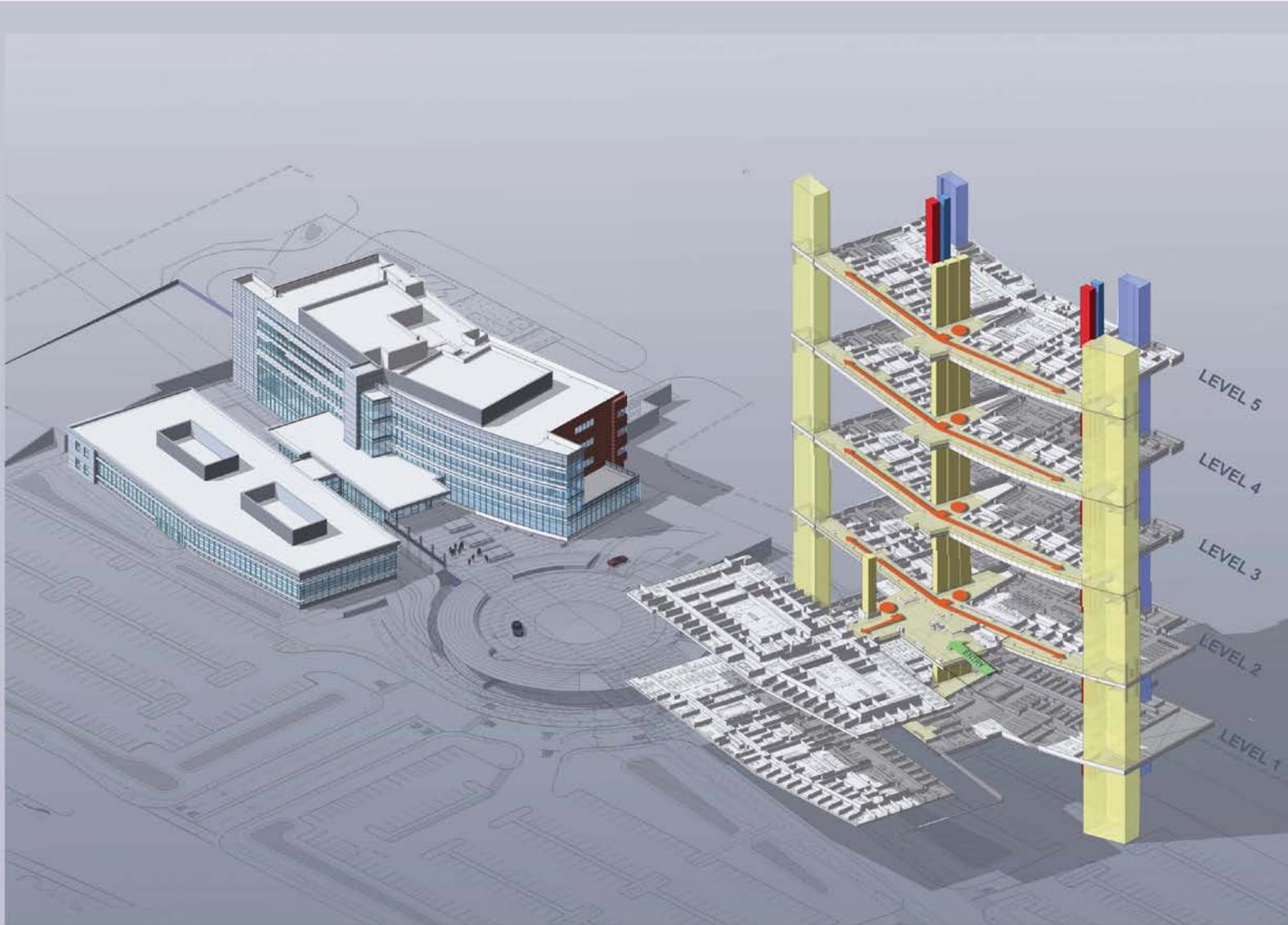
# Winning D-B Design

## Winning Strategy

- Integrating into the Community
- Understanding & Achieving Stakeholder Goals
- Stay True to the Bridging Design
- Interior Adjacencies
- Durable & Maintainable Systems







**SHEET INDEX:**

- 1. SOUTHEAST VIEW RENDERING
- 2. STACKING DIAGRAM WITH SHEET INDEX
- 3. COURTYARD PERSPECTIVE RENDERING
- 4. INTERIOR RENDERINGS
- 5. RENDERED LANDSCAPE PLAN
- 6. LANDSCAPE PLAN
- 7. LANDSCAPE PLAN LEGEND
- 8. LEVEL 1 PLAN - COURTHOUSE
- 9. LEVEL 2 PLAN - COURTHOUSE
- 10. LEVEL 3 PLAN - COURTHOUSE
- 11. LEVEL 4 PLAN - COURTHOUSE
- 12. LEVEL 5 PLAN - COURTHOUSE
- 13. LEVEL 6 ROOF PLAN - COURTHOUSE
- 14. LEVEL 1 PLAN - COUNTY BUILDING
- 15. LEVEL 2 PLAN - COUNTY BUILDING
- 16. ROOF PLAN - COUNTY BUILDING
- 17. BUILDING WALL SECTIONS
- 18. FINISH SCHEDULE
- 19. PLUMBING FIXTURE PLANS
- 20. GRADING PLAN WEST
- 21. GRADING PLAN EAST
- 22. UTILITY PLAN WEST
- 23. UTILITY PLAN EAST
- 24. COURTHOUSE FOUNDATION PLAN
- 25. COURTHOUSE FRAMING PLAN
- 26. COUNTY BUILDING FOUNDATION PLAN
- 27. COUNTY BUILDING FRAMING PLAN
- 28. COUNTY BUILDING ROOF FRAMING PLAN
- 29. FLOOR ZONE PLANS - COURT AND COUNTY BUILDINGS
- 30. FLOOR ZONE PLANS - COURTHOUSE
- 31. TYPICAL FLOOR MECHANICAL PLAN - COURTHOUSE
- 32. ROOF MECHANICAL PLAN - COURTHOUSE
- 33. SECOND FLOOR MECHANICAL PLAN - COUNTY BUILDING
- 34. ROOF MECHANICAL PLAN - COUNTY BUILDING
- 35. MAJOR MECHANICAL EQUIPMENT LIST - CAMPUS
- 36. CHILLED WATER PIPING DIAGRAMS
- 37. HEATING HOT WATER PIPING DIAGRAMS
- 38. POWER RISER DIAGRAM









# Transactional Constraints

## Affects on Design-Build Construction Administration

- Two-year delay to renew legislative authority to contract required
- \$6 million state burden for cost of extension of bid
- Unexpected site constraints of hazmat in soil
- Local and state approvals required
- Complex team structure with county holding design-build contract but having three clients: county, state and court
- Time lag between design and construction resulted in operationally-driven design changes
- Challenge of stakeholder roles

## Unanticipated site, design, technical and construction related challenges:

- Site hazardous materials, more during grading, more extensive than expected
- Code changes during delay to construction start, and transactional requirements of the DOF affected building construction type; all Type 1A required as opposed to 1A/2B with extensive fire separations at property line per State Fire Marshal had to be negotiated with the AHJ
- Cracks in structural columns determined
- Data/Tel infrastructure (AT&T Service)
- Code assumptions regarding courts radio system
- Time impact of program changes had to be absorbed in the critical path

## Program and design changes required adjustment during construction:

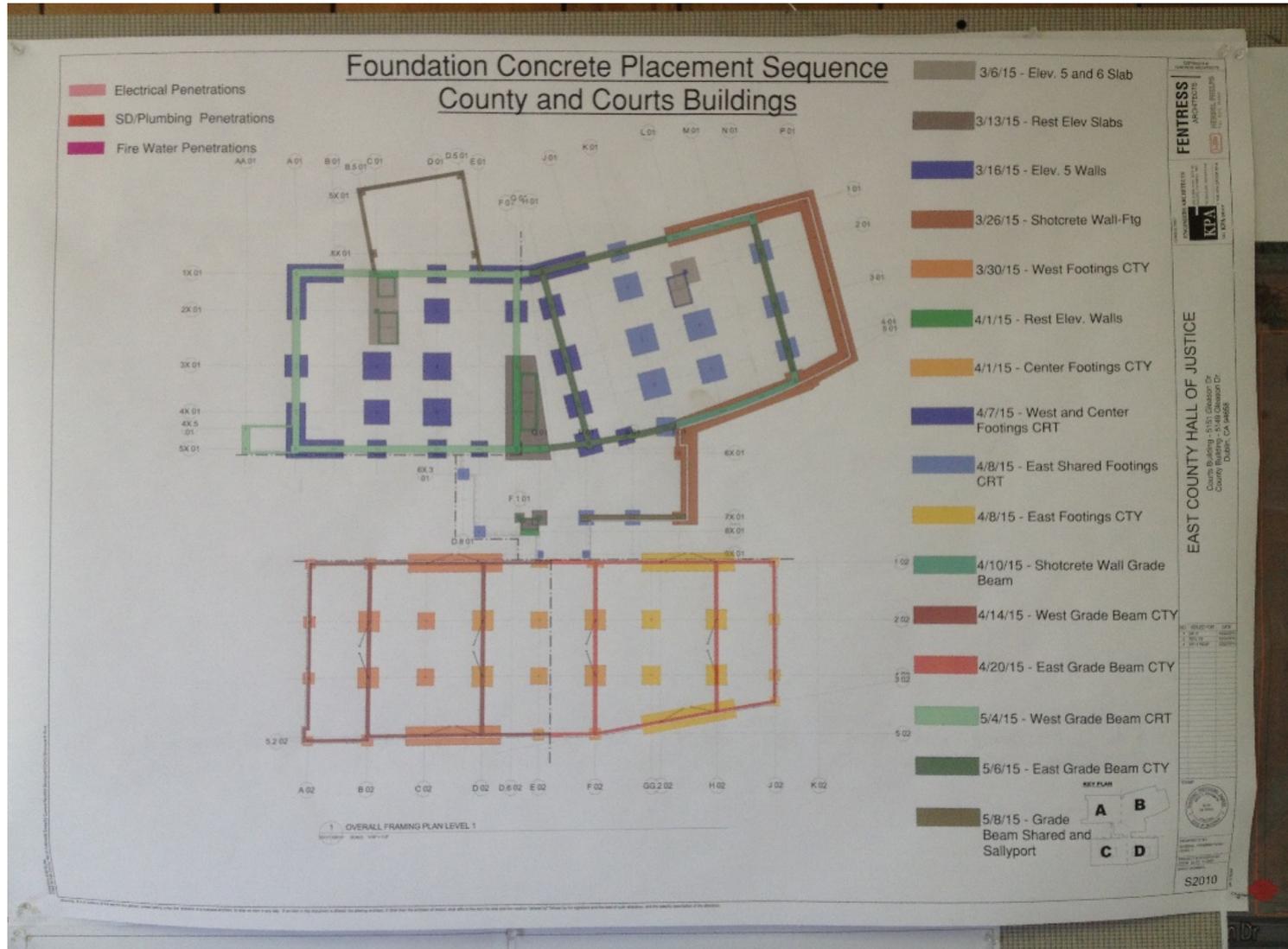
- Major program changes directed by the Court and County to serve updated operational long-term plans (Jury Assembly, Department Offices)
- Courts data center required to be added per development agreement obligation
  - Significant program change in 50% construction
  - Different A/E team retained directly by the Court
  - Design/Assist (not Design/Build) process used
  - Funding challenges

# Project Budget: Challenges and Opportunities

Budgetary and financial challenges required resolution among the three parties while construction was advancing:

- Budget was constrained to 83% State and 17% County pro rations for most but not all project costs
- Individual allowances required definition during design or construction phases
- Budget reductions did not consider changing operations, applications of performance standards or changing user needs and expectations
- Some allowances were not well defined requiring interpretation during construction process
- Understanding and acceptance of the design-build process was not unilateral among the parties
- Administration of construction contract and administration of development agreement did not always align

# Construction Phase: Site and Building Design





Groundbreaking - Summer 2014

# Construction Phase: Project Overview

## Project Overview

- 5-story, 153,351 sf Courthouse
- 2-story, 45,028 sf County Administration Building
- 2-story, 10,053 sf shared building with screening area
- 209,432 sf total
- \$155M project cost; \$125M construction cost
- 22-acre site
- 13 courtrooms
- Metal panels and curtain wall exterior cladding
- Offsite improvements
- 9 elevators



# Construction Phase: Schedule Overview

Notice to Proceed (NTP)

August 1, 2014

Calendar days to substantial completion

993 Days (32 months)

Calendar days to final completion

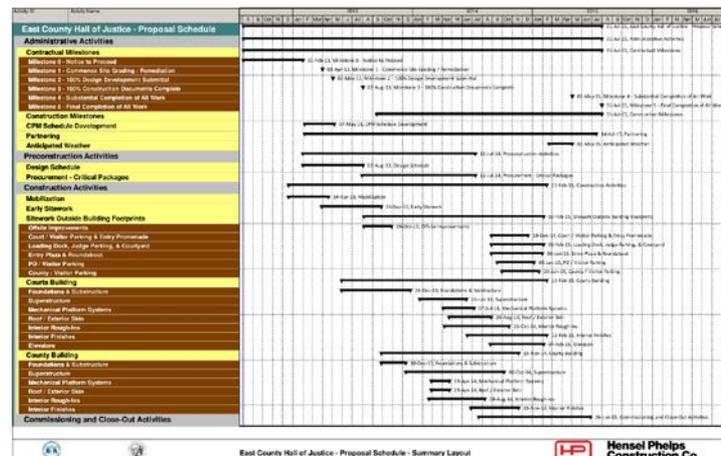
1049 Days (35 months)

Substantial completion

April 20, 2017

Final completion

June 15, 2017





17.11.2014 10:27



23.03.2015 08:22



17.03.2015 08:32



15.06.2015 09:16



19.06.2015 08:03



07.02.2015 11:33



09.09.2015 15:00



10.02.2015 15:51





08.06.2015 12:11



3.23.2016 15:41







5.24.2016 13:09



5.25.2016 16:15



6.20.2016 13:46



6.22.2016 08:13



12.21.2016 15:42











12.19.2016 14:28



# East County Hall of Justice LEED Silver Project



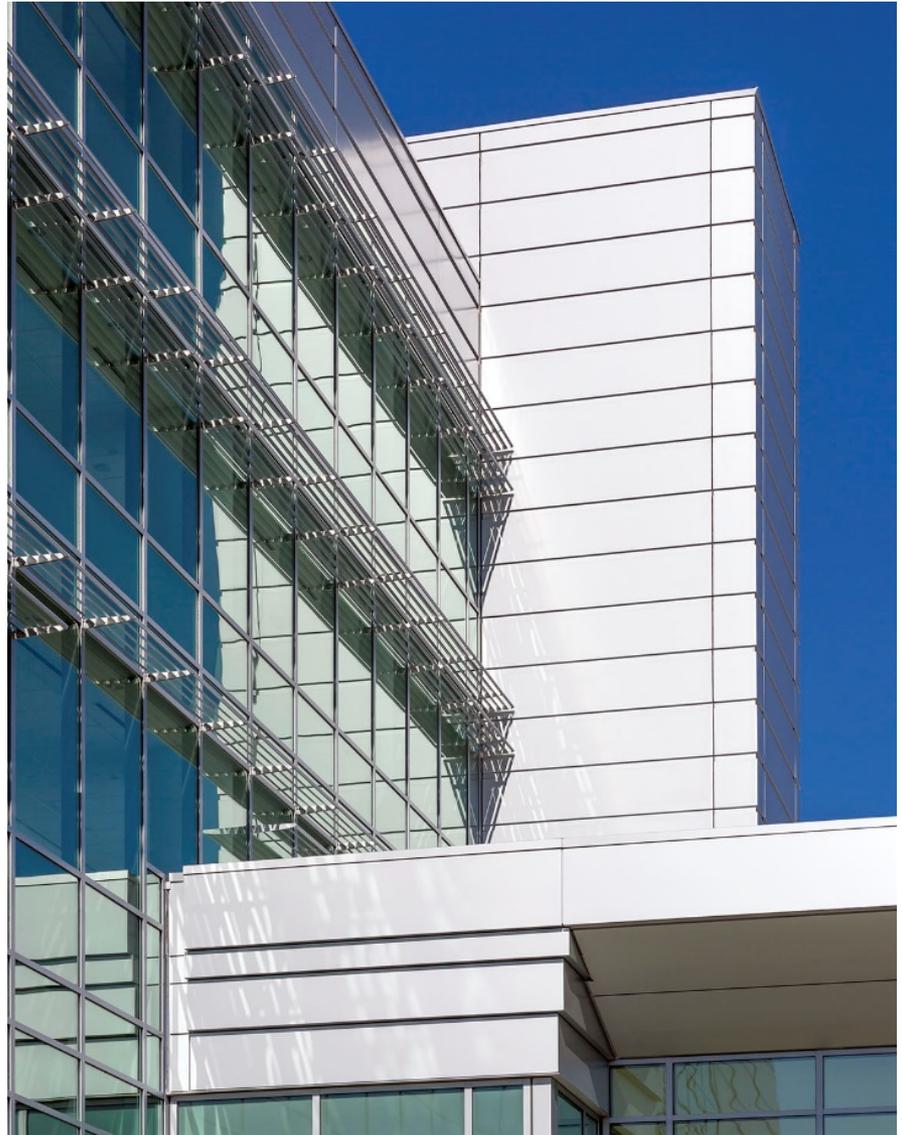
Achieved 54 Credits

# Construction Phase: Completed Project











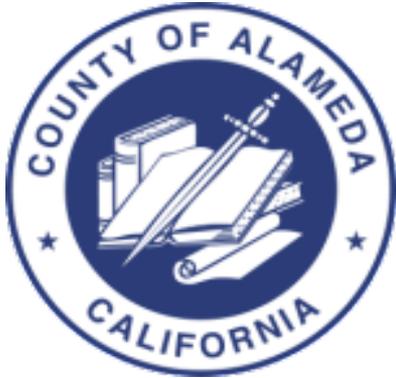


# EAST COUNTY HALL OF JUSTICE

5149

5151





**HENSEL PHELPS**  
Plan. Build. Manage.

County of Alameda

General Services Agency

Hensel Phelps Construction Company

Fentress Architects

Swinerton Management & Consulting

Judicial Council of California

Superior Court of Alameda County



Thank you!

Panel

Question and Answer

