

# FRANKLIN COUNTY GOVERNMENT CENTER FACILITIES MASTER PLAN

*Prepared for the*

**FRANKLIN COUNTY COMMISSIONERS**

*Hon. Mary Jo Kilroy*

*Hon. Paula Brooks*

*Hon. Marilyn Brown*

*Don L. Brown, County Administrator*

*Ronald T. Keller, Director of Public Facilities Management*

*Prepared by*

**SCHOOLEY CALDWELL ASSOCIATES  
MASTER PLAN ARCHITECTS & ENGINEERS**

*Pizzuti Solutions - Owner's Representative*

*Myers Schmalenberger - Urban Design Consultant*

*Aggleton & Assoc - Security Consultant*

*Hardlines Design Company - Site Archeology*

*In Conjunction With*

*Miles McClellan - Scheduling/Cost Estimating*

July 30, 2007



## ACKNOWLEDGEMENTS & CONTRIBUTORS





# ACKNOWLEDGEMENTS & CONTRIBUTORS

## ACKNOWLEDGEMENTS

The development of a comprehensive master plan such as this one requires a considerable amount of effort from people with a wide variety of expertise and, thus, many persons assisted with the research and development of this report. Pizzuti Solutions and Schooley Caldwell Associates would like to express their sincere appreciation to the Commissioners, the Public Facilities Management (PFM) and the residents of the Courthouse whose efforts, assistance, guidance, patience and goodwill were helpful during the planning process. Although a complete list of those contacted during the course of the project is included in the appendix, the following list includes many who helped.

Hon. Mary Jo Kilroy, Franklin County Commissioner  
Hon. Paula Brooks, Franklin County Commissioner  
Hon. Marilyn Brown, Franklin County Commissioner  
Mr. Don L. Brown, County Administrator  
Mr. William J. Flaherty, Deputy County Administrator  
Mr. Ronald T. Keller, Director of PFM  
Mr. Richard Myers, Assistant Director of PFM  
Mr. Craig Raphael, Assistant Director of PFM  
Mr. Mark Veltre, Engineering Assistant  
Hon. Daniel T. Hogan, Common Pleas Administrative Judge (Building Committee)  
Hon. Richard Frye, Common Pleas Judge (Building Committee)  
Hon. Charles Schneider, Common Pleas Judge (Building Committee)  
Hon. Eric S. Brown, Common Pleas Judge (Building Committee)  
Hon. Guy L. Reece, Common Pleas Judge (Building Committee)  
Hon. David Cain, Common Pleas Judge (Building Committee)  
Mr. Atiba Jones, Executive Director, Common Pleas Courts Administration

## CONTRIBUTORS

**Pizzuti Solutions** personnel who contributed to this master plan include:

James S. Russell, Senior Vice President  
Mike Bird, Vice President, Project Management  
Don Wheat, AIA, Senior Project Manager  
Karen Hood, Project Controls Manager

**Schooley Caldwell Associates** personnel and team members who contributed to the master plan effort include:

Robert D. Loversidge, Jr., FAIA, Principal-in-Charge  
Terence J. Sullivan, AIA, P.E., Project Manager  
Jayne M. Vandenburg, IIDA, Editor  
Melissa J. Shanks, Project Architect

Kimberly M. Traverse  
Richard J. Jordan, AIA  
Angie R. Andujar, Desktop Publishing, Assistant Editor

**MSI** provided the site analysis and the guidelines for the urban planning for the entire new and existing courthouse complex. Our appreciation to Keith Myers, ASLA, Jeff Pongonis and Andrew Overbeck for their expertise and recommendations.

**Aggleton & Associates** performed a site security survey and provided recommendations for current upgrades and the security measures that should be followed as the master plan is implemented. Our team thanks James Francis for his expertise and recommendations in this important area.

**Benjamin D. Rickey & Co.** provided historical research on past Franklin County Courthouses. Ms. Nancy Recchie shared her valuable perspective on the key elements that should be included in the new courthouse design.

**Hardlines Design Company** provided an archaeological assessment report for the site of the new courthouse. Mr. Andrew Sewell, RPA, was extremely thorough in his investigation.

**National Center for State Courts** helped verify the existing program requirements for the new courthouse. SCA would like to thank Chang-Ming Yeh for his valuable insight to courtroom and courthouse design.

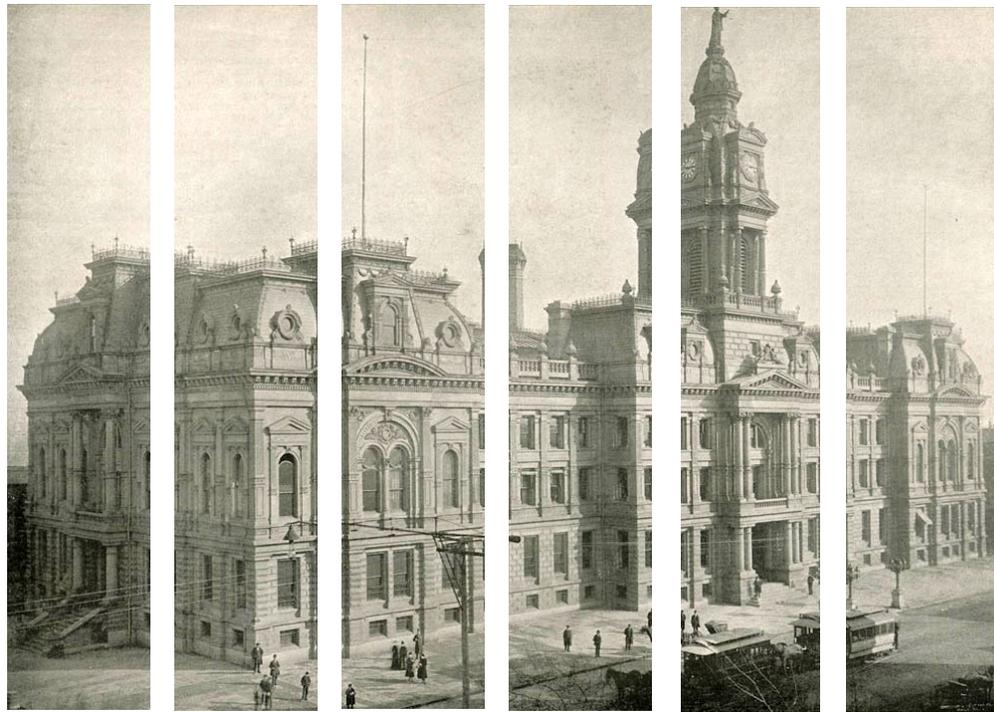
**Miles-McClellan** supported the master plan with cost estimates and constructability reviews to help plan for future implementation. Terry McClellan, Principal, was very insightful in his guidance in estimating future costs.

**DesignGroup**, the architect-of-record for the new Common Pleas Courthouse led by David Brehm, and their design team members helped solidify the massing, siting and the important connection of the new Courthouse to the existing County facility to the south, while keeping the new building a strong focal point for the new Courthouse Square.

**Arquitectonica** – Bernardo Fort-Brescia, FAIA, Sergio Bakas and Sam Luckino.

**Ricci Greene** – Ken Ricci, Rob Fisch and April Pottorff.

## TABLE OF CONTENTS



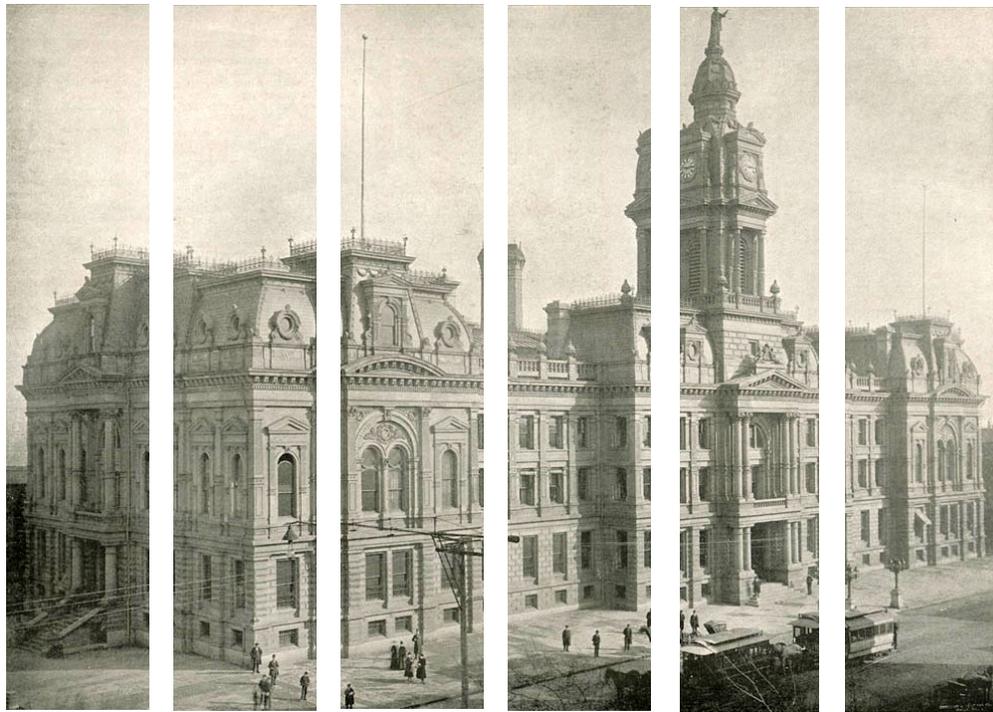


# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>INTRODUCTION .....</b>	<b>3</b>
<b>A BRIEF HISTORY .....</b>	<b>5</b>
<i>A Brief History of the Development of the Courthouse of Franklin County .....</i>	<i>5</i>
<i>Site Archeology .....</i>	<i>8</i>
<b>THE CURRENT COUNTY COMPLEX .....</b>	<b>11</b>
<i>Introduction.....</i>	<i>11</i>
<i>Current Buildings: Physical Assessments .....</i>	<i>12</i>
<i>Current Users: Programmatic Assessments .....</i>	<i>25</i>
<i>Circulation and User Groups.....</i>	<i>28</i>
<b>URBAN DESIGN .....</b>	<b>33</b>
<i>Introduction.....</i>	<i>33</i>
<i>Urban Context: The City .....</i>	<i>34</i>
<i>Urban Framework .....</i>	<i>39</i>
<i>The Public Realm.....</i>	<i>44</i>
<b>GOVERNMENT CENTER .....</b>	<b>55</b>
<i>Introduction.....</i>	<i>55</i>
<i>Organization of Functions and Space.....</i>	<i>55</i>
<i>Circulation and Campus Connections .....</i>	<i>60</i>
<i>Concourse Design Possibilities.....</i>	<i>62</i>
<i>Recommended Concourse Design .....</i>	<i>63</i>
<i>Undercroft Unification.....</i>	<i>65</i>
<i>Opportunities for Future Growth and Development .....</i>	<i>66</i>
<i>Opportunities for Sustainable Design .....</i>	<i>66</i>
<i>Recommendations .....</i>	<i>67</i>
<b>THE NEW COURTHOUSE .....</b>	<b>69</b>
<i>Design Principles for the New Franklin County Courthouse .....</i>	<i>70</i>
<i>The Site.....</i>	<i>73</i>
<i>Massing Possibilities .....</i>	<i>77</i>
<b>MASTER PLAN IMPLEMENTATION .....</b>	<b>81</b>
<i>The Road Map.....</i>	<i>81</i>
<b>APPENDICES</b>	
A. <i>Proposed Schedule &amp; Estimated Construction Costs</i>	
B. <i>Program for the New Courthouse (as of 2/15/07)</i>	
C. <i>Program Documentation for the New Courthouse by the National Center for State Courts (as of 10/11/06)</i>	
D. <i>Responses to the Franklin County Common Pleas Judges Building Committee to Questions from the National Center for State Courts (9/06)</i>	
E. <i>Program Notes from Other Government Center Tenants (Fall 2006)</i>	
F. <i>Physical Assessment Reports (Fall 2006)</i>	
G. <i>The Archaeological Potential of the New Courthouse Location at Mound and High Streets, Columbus, Ohio - Assessment Report (11/10/06)</i>	
H. <i>Economic Development &amp; Phasing Report</i>	
<i>Security Report - Available Separately from the County</i>	



## EXECUTIVE SUMMARY





## EXECUTIVE SUMMARY

**D**esign of a new county courthouse for Franklin County is the most significant public works undertaking the county will make in this new century. The courthouse – symbolic of the “county seat” – will be a lasting statement of how the citizens of the county feel about themselves, their form of government and the future. The “pressure” of these decisions is made greater by virtue of the existing collection of county complex buildings, none of which rises to the architectural and urban challenge of “courthouse.” The new courthouse should be significant civic architecture and it should clearly “say” courthouse. Franklin County has acquired the perfect site for this new statement – a full city block adjacent to the existing complex, and it has allocated funding to do the job.

At the same time, connections are important to the success of the project – urban fabric (old and proposed) connections, historic and symbolic connections, functional connections between the new courthouse and site and the remaining county complex, and planning connections between present day needs and anticipated future needs. Attention to all of these issues will help set the stage for the new courthouse and for efficient and responsible management of all of the county’s downtown complex spaces. Occupancy of the new courthouse by the General Division of the Common Pleas Court will effectively vacate the existing Hall of Justice, allowing, for the first time in many years, a comprehensive assessment of space needs for all the County agencies occupying space in the Franklin County Government Center. The master plan addresses space needs, adjacencies, renovation needs, etc., in a long-term, phased fashion.

Because of the schedule urgencies of the new courthouse, an interim report of the master plan was issued. This interim master plan progress report contained analysis and guidance intended to give the courthouse design team a “head start” as it began the task of designing the new court facility. While the master facilities plan was not yet complete, the planning team attempted to fast-track those issues most important to the design of the new facility in order to facilitate the design process. In particular, design guidelines were provided to express to the design team the County’s desire to create a courthouse that gives modern architectural expression to the traditional idea of courthouse architecture. All of this preliminary information is contained in this final version of the master plan.

The southern part of downtown Columbus is an area in flux. Planning is underway for re-construction of the freeway system immediately south of the county complex – I-70 and I-71. Two plans are currently being considered – each affects the county campus in different (but nonetheless significant) ways. RiverSouth – the planning area from the county complex north to the redeveloped Lazarus building and from High Street to the Scioto River, is a high priority redevelopment zone for the City, which is anticipating a mixed use/housing development in this area currently occupied mostly by surface parking lots. This proposed development is immediately adjacent to the new courthouse site. The site is also adjacent to an intact block of 19th Century commercial buildings, representative of earlier days of the city, and the restored turn-of-the-century Great Southern (Westin) Hotel. This block of High Street offers important scale and context to the new courthouse site.

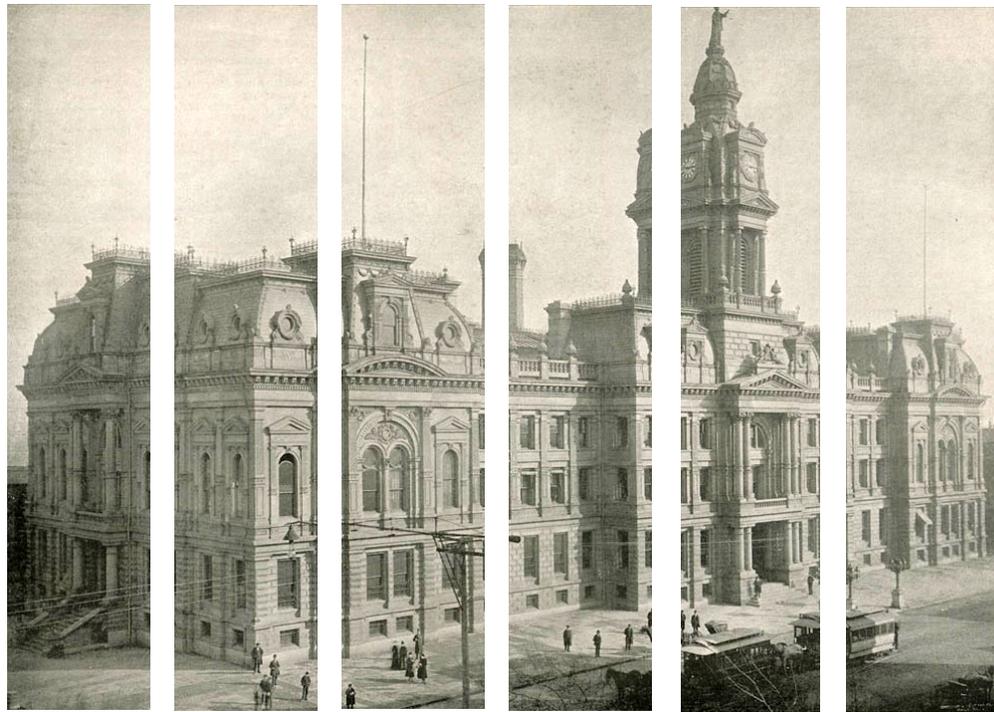
The new courthouse program revolves around the Court of Common Pleas. Initial program verification for the courthouse was conducted by the National Center for State Courts. The site will accommodate significant growth, and this needs to be accommodated by the design and site development of the new building. The new building is being designed by a team led by Design Group, Inc. of Columbus. The design architect is Arquitectonica, with offices in Miami, New York and Los Angeles. Court space programming and space planning is being provided by Ricci Greene Associates of New York. Schematic design was being pursued by this design team as the master plan went to press, with groundbreaking scheduled during the summer of 2007.

A master plan is never really “done;” by its nature, it is fluid and on-going process. We have attempted to provide a snapshot of the status of facilities planning for the Franklin County Government Center as of May, 2007. A grand vision for connecting the new courthouse to the existing government center with a concourse and tunnel, and phased plans for renovating existing county facilities freed-up by the anticipated completion of the new courthouse in 2009 are included in this plan. Not only does the new building meet the anticipated needs of the Common Pleas court for a considerable time (and it is being designed for several levels of expansion when needed), this plan shows how the county can continue to meet expanded space needs – within the existing complex – for many years to come. Some additional sites have also been identified for future expansion by the county, and for some potential complementary mixed use or commercial development.

Still to be determined is a long-term solution to parking in and around the Government Center. The existing county garages do not meet the total parking needs of the staff and visitors to the center, but there are numerous on-street and off-street (surface) options available in the neighborhood. The master plan outlines some options – sites for parking structures that could be developed in concert with the RiverSouth redevelopment goals of the City and the county.

With the design of the new county courthouse, the citizens of Franklin County have the opportunity to demonstrate to their children, and generations to come, the importance of community and the ideals of American democracy and justice. The connections that are made, symbolic and functional, will have an impact on the final form of this modern courthouse. The new county courthouse for Franklin County is an opportunity for this generation to leave a legacy to the future citizens of Franklin County.

# INTRODUCTION





## INTRODUCTION

Courts and offices for Franklin County are housed in a campus of buildings on the south end of downtown Columbus. The court system includes the Court of Common Pleas, with its Juvenile, Domestic, Probate and General Divisions, and the 10th District Court of Appeals. These courts are the highest volume trial and appellate courts, respectively, in the State of Ohio. A new courthouse will be added to this county complex, creating opportunities to reallocate space within the existing county facilities.

The 2007 Franklin County Government Center Facilities Master Plan contains an evaluation of the county's current buildings and an analysis of programmatic needs to develop a long-term physical plan. The master planning process began with a validation of the space program described in the 2001 Program of Requirements developed for the county by Maddox/NBD. The 2001 program focused primarily on the potential occupants of the new courthouse. Now, six years later, that information has been updated and revised for the new building. The master planning process has expanded the space program to include other county agencies that require space within the downtown complex. Representatives from each county agency have been interviewed, along with representatives from the Supreme Court of Ohio and interested stakeholders within the community. Program information anticipates growth over the next 20 years.

Detailed program information for the new courthouse was assembled by consultants from the National Center for State Courts, working directly with the Owner's Representative team. Refer to the appendix for detailed program information. The final program, developed by the courthouse design team, will be based on a reconciliation of needs and estimated cost, in consultation with the Common Pleas judges and the County Commissioners.

A physical assessment of each existing building within the county complex is part of the plan, as well. Architectural issues, engineering systems and site conditions have been evaluated. Some of the buildings have shortcomings with respect to ADA compliance, some have HAZMAT issues, some have security challenges, and with others there are aesthetic or appropriateness concerns. The comprehensive physical assessments have facilitated a logical planning process for reassignment of space including possible renovation, demolition and/or new development.

The master plan proposes conceptual design solutions to issues raised by the programming and assessment efforts. Fundamental to these proposed concepts is the design of a covered concourse that will connect all of the existing facilities together in a cohesive and easily-navigated fashion, and a tunnel under Mound Street that will provide separated connections for staff, prisoner transfer and utilities. The new concourse will be entered from a re-developed Franklin Commons, through a lobby pavilion similar to that being designed across Mound Street at the new courthouse (the High Street entrances to the Courthouse complex will be closed in favor of this new entrance). The master plan also indicates proposals for space re-allocation, utilizing the "new" space afforded by a renovated Hall of Justice to create logical expansion and functional re-arrangements of county functions now housed in the courthouse tower and the Municipal Court building. The space management plan calls

for creation of a new Juvenile and Domestic Courthouse in the first six floors of the tower, with its own lobby entrance and a separation of the upper floors at the elevator lobby.

In adherence to County Resolution No. 683-06, the renovation work should strive to integrate sustainable design solutions wherever possible. Sustainable design supports an increased commitment to environmental stewardship and conservation.

The Implementation chapter indicates a “road map” for the county to follow to make the plan a reality. Projects are identified, and costs have been estimated by Miles-McClellan, construction managers for the Owner’s Representative team. A logical, phased schedule is included that allows for the fact that all of the business of government must be able to continue during the extended period of construction activity anticipated in the government complex. The timeline has been coordinated with the county’s Capital Improvements Plan, which, in turn, has been coordinated with the bonding capacity of the county.

## A BRIEF HISTORY

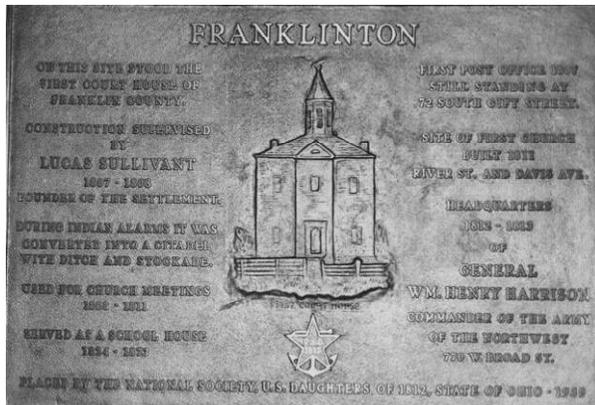




## A BRIEF HISTORY

### A BRIEF HISTORY OF THE DEVELOPMENT OF THE COURTHOUSE OF FRANKLIN COUNTY

Franklin County has had a number of courthouses during its two hundred year history. Each was designed as a public building in the latest style of the period in which it was constructed, and some were more functional than others.

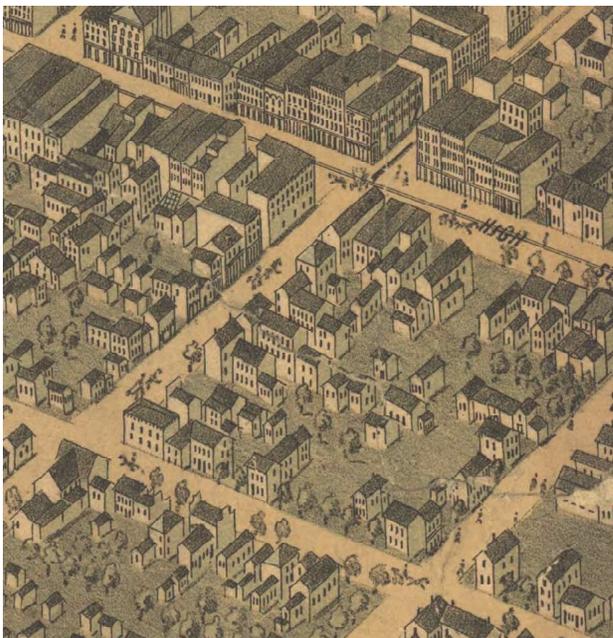


*Current plaque at original Franklinton site*

Franklinton, on the west bank of the Scioto River across from downtown, was the first county seat of Franklin County and served in that role until Columbus was designated the county seat in 1824. Two brick structures, constructed in the first decade of the 19<sup>th</sup> century, served as the courthouse and jail. These were likely vernacular in design, although no images of these buildings were found.

By the 1820s, the city of Columbus had become Ohio's permanent capital and the 10-acre site that still serves as Capitol Square had been set aside for the construction of public buildings. A statehouse

and United States Courthouse were constructed in the southwest corner of the site at the corner of High and State Streets. The U.S. Courthouse received a rear addition in 1828, which was described in *Architecture Columbus* as "a long single story brick structure . . . there were four rooms, one for the Clerk of Courts, the County Recorder, the County Treasurer, and the County Auditor. Each of these offices had an outside entrance." From this description, it appears that the county used the second story courtroom and jury room in the U. S. Courthouse.



*19th century engraving of current complex site showing the 1840 Greek Revival Courthouse*



*Rendering of Greek Revival Courthouse*

The county offices remained on Capitol Square until a new Franklin County courthouse was built in 1840 at the southeast corner of High and Mound Streets in the south end of the city's downtown district. Greek Revival in design, it featured all the major hallmarks of the style, including the temple form with a two-story portico across the front supported with monumental Ionic columns; symmetrical massing; a prominent central entrance; heavy entablatures, and Greek ornamentation. In addition to these elements, the Franklin County Courthouse also included elements that defined it as an important public building, including a slender central dome (not typical of Greek Revival architecture), topped with a sculpture of Justice. In addition to a courtroom and offices, the county jail was located in the basement and the sheriff's residence on the first floor. The cost of this building was \$40,000.

Franklin County grew in population during the second half of the 19th century, as county government also grew in size and complexity. The courthouse was struck by a major fire in 1879, which created the impetus for a new and safer building. The elegant, but modest, Greek Revival building was demolished in April, 1884 to make way for a much grander courthouse.

Designed by Columbus architect George Maetzel, the new Franklin County Courthouse was a massive structure, built in one of the most popular styles of the period – French Second Empire. The building was dedicated on July 13, 1887, and cost over \$400,000, ten times the cost of the structure that it replaced. Maetzel designed other courthouses in Ohio, including those in Madison (a smaller version of the Franklin County Courthouse), Shelby and Allen counties. All of Maetzel's courthouses shared certain design characteristics including monumental stone construction; mansard roofs; tall central towers; highly-articulated surface treatments; monumental entrances; and major public interior spaces to both orient and impress visitors.



*Photograph of the French Second Empire Courthouse in original condition*



*French Second Empire Courthouse after alteration in the 1970s*

By the time the Second Empire courthouse was demolished in 1974, it had suffered many indignities. The mansard roofs over the north and south pavilions had been demolished and replaced with flat-roofed additions; the tower had been removed; the interior was subdivided into a rabbit's warren of rooms and the stone exterior was dirty and forlorn-looking. In spite of years of deferred maintenance, the building still retained its interior woodwork, decorative tile work and other significant interior features.

Franklin County built an Annex immediately south of the Second Empire Courthouse in 1953. The architecture of the annex is indistinguishable from other office buildings of the period. When the Second Empire courthouse was demolished, the site where it had stood was developed as Dorrian Commons, a public park with its most prominent feature *Large Oval with Points*, a sculpture by artist Henry Moore.



Rendering of the 1953 Courthouse Annex

The site of county government moved across High Street to the west side of the street with the construction of the Franklin County Hall of Justice, designed by Columbus architects Prindle & Patrick in 1974. The 10-story building is located directly across from Dorrian Commons Park. The high-rise building features a two-story base with the upper floors defined by strong vertical elements with curtain walls of glass between. The building is constructed around

1840	Construction of Greek Revival Courthouse
1879	Greek Revival Courthouse burnt in fire
1884	Greek Revival Courthouse demolished
1887	French Second Empire Courthouse
1950s	Annex Additions
1968	Current County Jail constructed
1969-74	Design and construction of the Hall of Justice and Ben Franklin Plaza
1974	French Second Empire Courthouse demolished
1976-79	Design and construction of Municipal Court
1979	Construction of bridge connection to Commissioner Parking Garage
1989	Franklin County Juvenile Detention Center
1989-91	Franklin County Courthouse Constructed
2006-09	Design and construction of County Courthouse on the northwestern corner of Mound and High Street

a small park, which is elevated above the street and has a large bronze sculpture of the square's namesake, Benjamin Franklin, as its centerpiece.

The 1950s Franklin County Annex received an addition, also designed by Prindle & Patrick in 1975. The addition is located along Fulton Street and is not visible from High Street.

County government continued to expand and another structure was added to the complex within five years when the Franklin County Municipal Court Building was completed in 1979. Designed by architects Prindle & Patrick, and located immediately south of the Hall of Justice, this building is 19 stories in height and is oriented so that the most prominent elevation is along Fulton rather than High Street. Clad in a limestone exterior, the building's fenestration pattern emphasis is horizontal, distinctly different than its neighbor next door.

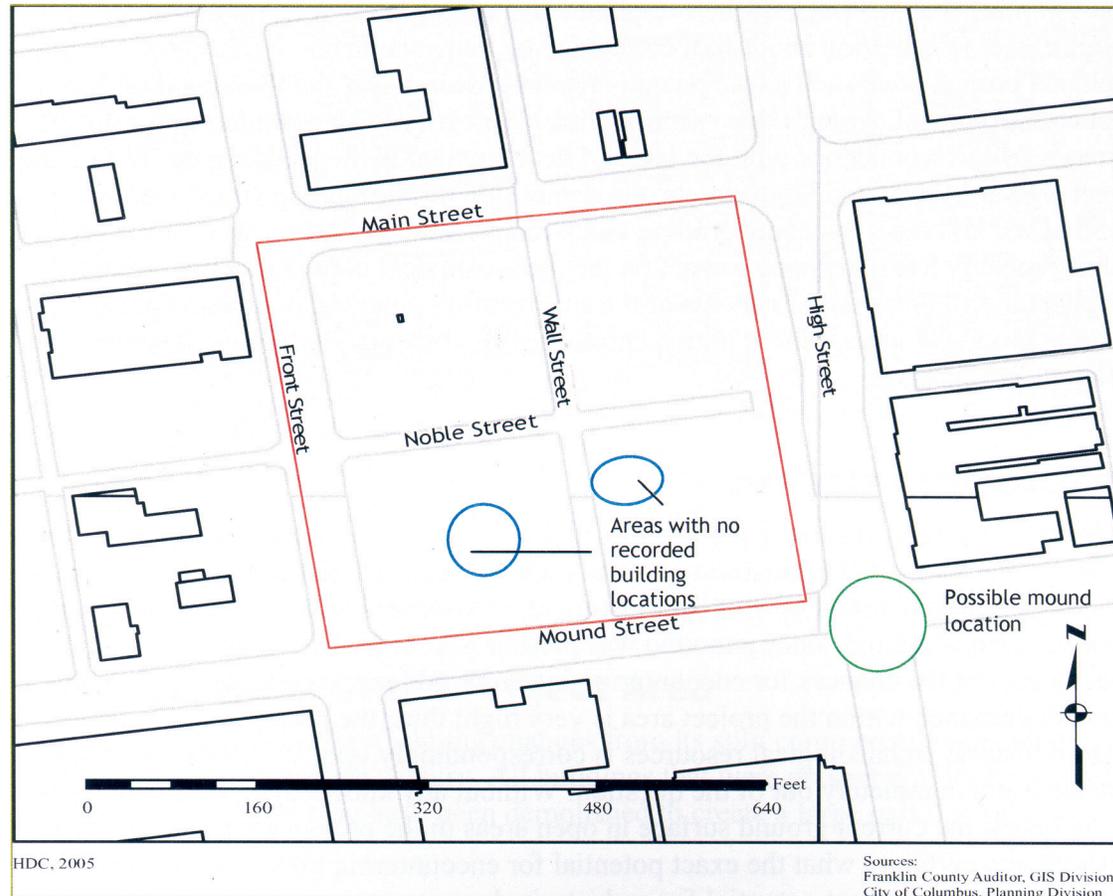
The Franklin County Juvenile Detention Center was constructed along Front Street in 1989. Designed by architects URS Consultants, the building is located so that it is not visible from High Street.

The largest addition to this complex was completed in 1990 with the completion of the Franklin County Courthouse, also designed by architects URS Consultants. The 27-story building is set back from High Street, although a two-story entrance feature extends to High Street and acts as a major entrance for the entire complex. This building provides a contrast to the other structures with its dark stone cladding and its gable roof form, which is accentuated at night with lighting. It is the tallest county courthouse in Ohio.

## **SITE ARCHEOLOGY**

The site of the new courthouse includes the original location of a prehistoric Native American earthen mound, for which Mound Street was named. Hardlines Design Company was commissioned to do an archeological study to explore the history of the mound's removal and its spatial relationship to the project area. Their report presents a land use history and makes assessments of the potential for significant cultural resources to be present within the project area and to craft recommendations on how to deal with potential archaeological resources as construction plans proceed. Their report is intended for use as a guidance document only, and is not intended to meet any requirements of historic preservation law, such as Section 106 of the National Historic Preservation Act.

The results of the land use history research shows that the project area has been the locus of human activity since the founding of Columbus, and was prehistorically significant at least to Early Woodland people, the likeliest builders of the mound. Historical development of the project area included a mix of residential and commercial functions in the mid to late nineteenth century. Residential buildings were mainly located in the western half of the project area, with commercial buildings present along High Street.



*Project area with areas possessing highest potential for intact archaeological resources and possible mound location highlighted.*

Researchers find it highly unlikely that significant, intact archaeological remains, either prehistoric or historical, will be found within the majority of the project area. However, two locations offer some possibilities; one within the southwestern quarter and the other along Wall Street in the southeastern quarter. These locations may possess buried cultural deposits displaying a degree of integrity worth investigating with archaeological methods. While highly unlikely, these deposits may include prehistoric human remains as well as other prehistoric materials. Historical building remnants, particularly foundations, should almost certainly be encountered within the project area, but the significance of most of the building remnants and any associated archaeological deposits is questionable.

Although it is not required by law, it is recommended that construction plans be reviewed directly with the Ohio Historic Preservation Office, including recommendations for treatment of potential archaeological deposits at the site. Furthermore, the Owner may want to employ an archaeological monitor with experience in human osteology and/or forensic archaeology and the recovery of human remains, to be present during construction-related excavations, to ensure the immediate and accurate identification of human remains.

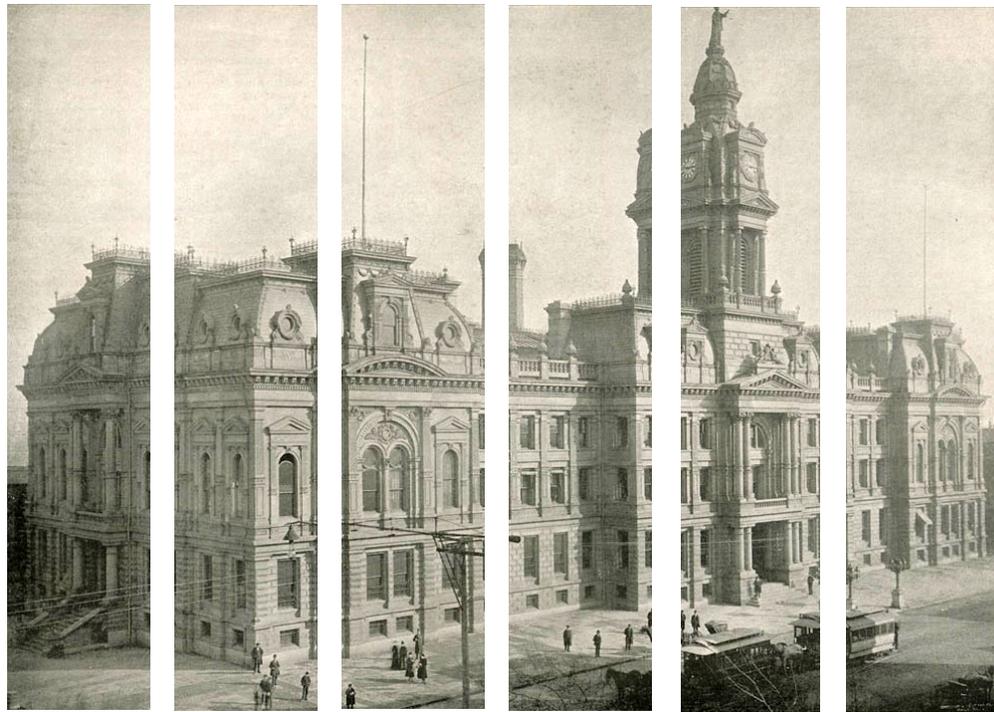
If human remains are inadvertently discovered during construction, the following steps are recommended:

- 1) Immediately halt all construction activities in the vicinity of the human remains.

- 2) Secure the area where remains are discovered in order to prevent further disturbance.
- 3) Notify the county coroner and/or local law enforcement of the discovery, as required under Ohio Revised Code 2921.22 (C).

While it is highly unlikely that prehistoric or historical human remains will be present at the site, planning for that eventuality in advance will reduce construction delays and will minimize any associated public relations repercussions.

## THE CURRENT COUNTY COMPLEX





# THE CURRENT COUNTY COMPLEX



## INTRODUCTION

The current Franklin County complex is a series of distinct buildings, with little visual cohesiveness or distinguishing characteristics to delineate them as public architecture rather than generic office buildings. With the construction of a new Franklin County Common Pleas Courthouse, the opportunity exists to create civic architecture that conveys the sense of permanence, stability, monumentality and dignity characterized by the earlier historic buildings. Finding ways to connect and adapt the existing buildings to accommodate future growth is critical to the success of the complex. As the campus expands north across Mound Street, it becomes increasingly important and substantially more challenging to maintain a logical organization of space with required levels of security.

This discussion of the current complex includes a physical building assessment for each existing building, a program outline and 20 year projections of space needs for all current tenants.

## CURRENT BUILDINGS: PHYSICAL ASSESSMENTS

Franklin County Government Center is currently composed of seven major buildings at the southern gateway to downtown Columbus. In addition, the Franklin County Municipal Court, which is jointly funded by the city and the county, occupies its own building on the campus. The county also occupies space at several other downtown locations, however, the focus of this Master Plan is the complex that includes the county courts. The new Common Pleas Courthouse, currently being designed, will be the eighth building on the campus.

A team of architects and engineers evaluated each of the existing buildings using the following principles:

- **Physical Condition:** Consider life cycle expectations, level of usage and quality of maintenance of building materials and engineering systems.
- **Suitability:** Consider how well the building functions in its current use.
- **Appropriateness:** Consider whether the building image, use and organization demonstrates the desired civic presence and pride.
- **Adaptability:** Consider how efficiently the building could be updated and improved to fulfill current needs or new uses.

A summary for each building follows.

### Hall of Justice



Existing Hall of Justice Entry

#### Summary

- **Built:** 1973
- **Architect:** Prindle & Patrick
- **Size:** 237,488 gross sf  
168,588 usable sf
- **Physical Condition:** Fair
- **Suitability:** Fair
- **Appropriateness:** Fair
- **Adaptability:** Good

Built in 1973, the Hall of Justice (HOJ) includes 237,488 gross square feet of space on 10 occupiable floors above grade (mechanical equipment is located in the basement and the 11th floor), plus one story below grade that includes secure parking and a dock for deliveries. This is the current location for the General Division of the Court of Common Pleas. The HOJ includes 19 courtrooms of varying sizes, Common Pleas Court Administration, the Clerk of Court's Civil and Criminal sections,

the Clerk of Court's Budget and Management office, the Common Pleas Jury Commission, the Law Library, the Sheriff's administrative office and a portion of the Sheriff's Real Estate division, satellite offices for Netcare and several shop areas for the Public Facilities Management.

### **Physical Condition**

Overall, the building is in fair condition, including a non-insulated curtain wall, hazardous materials that should be removed, non-compliance with ADA, and building systems that are at the end of their life expectancy.

- The building exterior curtain wall and storefront system (non-insulated) are in poor condition.
- The roof is a built-up system, using 3 fiberglass plies with asphaltic bitumen emulsions. The roof system was updated in August 2000 with polyester mats floated into an aluminized top coating over the existing built-up roof. Several areas of standing water/ponding are noted. There are no overflow drains or scuppers on the roof.
- The existing interior escalators pose a building code violation and have been enclosed. The shutting down of the escalators that served floors one through four has hampered internal circulation between agencies and has placed a greater load on the elevators.
- There are asbestos containing materials within the HOJ, per previous HAZMAT reports.
- The elevators are not ADA compliant by current standards nor are they equipped with Fireman's service.
- The building was built before the Americans with Disabilities Act. Courtrooms, restrooms, and public areas are not accessible to handicapped persons.
- Most of the HVAC and plumbing piping, HVAC equipment and water pumps are original and have exceeded their useful life.
- The garage is protected by fire sprinklers, but the remainder of the building has standpipes only.
- The main electrical equipment, lighting and communication systems are also original and should be replaced. The emergency distribution system for the building is provided via two utility services. Some emergency power for selected water pumps comes from the jail's emergency generator.

### **Suitability**

The building does not serve its current tenants effectively, including inadequate conference and courtrooms, and security hazards with prisoner transport.

- Jury facilities are cramped and inadequate, courtrooms are too small to handle the caseload and the typical number of spectators, and the layout of the courtrooms does not easily accommodate all the necessary parties (prosecutor, defense, judge, bailiff, witness, etc.).
- There is a general lack of conference rooms to conduct court business.
- There is a security risk with prisoners being transported via the north elevator through areas where judges, lawyers, employees and others conduct business and access courtrooms. There is also a security risk with transporting prisoners across the mezzanine level between the 5th and 6th floors from the west to the east prisoner elevator to access the east courtrooms. If either elevator malfunctions, the only way to get prisoners over to the east courtrooms would be through areas that are not secure.

### **Appropriateness**

The HOJ has a dated aesthetic, and makeshift modifications add to the overall feeling of shabbiness. This does not demonstrate the desired civic presence and pride.

- Exterior and interior aesthetics are dated.
- A congested feeling exists in public spaces.
- Make-shift adjustments add to the overall feeling of shabbiness.

### **Adaptability**

The location of this building is central to Franklin County Government Center and this offers optimal location for functions that must relate to court activities in multiple buildings. The floor plates, with centrally located circulation and generous floor-to-floor heights, offer flexibility for alternative user groups.

- Public elevators, stairwells and circulation are centrally located and well organized.
- This building could be renovated for standard offices and there are generous floor-to-floor heights that accommodate the existing courtrooms on the upper floors.
- The 10th floor was designed for 150 lbs/sf to accommodate library stacks. This floor could be used for heavy storage.

### **Franklin County Courthouse**



Existing Franklin County Courthouse

Completed in 1991, the last new courthouse includes 651,883 gross square feet of space on 26 occupiable floors above grade (mechanical equipment is located in the basement, and on the entire 7th and 27th floors), plus one story below grade that includes secure parking and a dock for deliveries. The Courthouse currently houses Common Pleas Juvenile, Domestic and Probate Courts, the 12th

#### **Summary**

- **Built:** 1991
- **Architect:** URS Company, Inc.
- **Size:** 651,883 gross sf  
428,784 usable sf
- **Physical Condition:** Good
- **Suitability:** Good
- **Appropriateness:** Good
- **Adaptability:** Good

District Court of Appeals, and office space for many county departments: the Commissioners, Auditor, Treasurer, Recorder, Human Resources, Purchasing, Data Center, Public Facilities Management, and administrative offices for the Commons Pleas Clerk of Court, Commons Pleas Adult Probation, Prosecuting Attorney, and Public Defender. Some of these functions may move or expand once the new courthouse is in place.

### **Physical Condition**

- The exterior of the building is in good condition due to the use of durable materials and recent construction.
- Interior spaces have been periodically renovated due to the expansion and/or relocation of agencies.
- The overall condition of the engineering systems are good.
- Domestic water heaters are reaching the end of their life cycle.
- There is an open wooden water storage tank that serves as a back-up water supply for the fire pumps in the mechanical penthouse. The tank has had leaks and requires a specialist to make repairs.
- The electrical system is served from two primary feeders from two different substations. This system is intended to provide redundant and emergency power to the building. However, within the first year of operation, power was lost from both substations leaving the building in the dark.
- Lighting generally consists of T-12 fluorescent fixtures with high power factor magnetic ballasts.
- The fire alarm system annunciation devices are speaker/strobes that met spacing and ADA requirements at the time of installation, but do not meet current strobe coverage codes.

### **Suitability**

- The building suffers from not being sited on High Street, however, there is a plaza level that connects with the Municipal Courts Building and the Hall of Justice and serves as the main entry from High Street.
- Way-finding for the uninitiated is very difficult. At the entrance from High Street, the information desk is tucked around the corner toward the Hall of Justice – it is barely visible. There are two other public entrances with security check points but no information desks, and way-finding is extremely poor.

### **Appropriateness**

- Because of its height, the courthouse is the most prominent building on the Franklin County complex, and is a landmark from Interstate 70.
- Materials are lasting and appropriate for public architecture.
- Entrance's street presence is lacking and difficult to find.

### **Adaptability**

- The courthouse accommodates multiple uses including space for various agencies, courtrooms and an auditorium. It is very adaptable to any public office use.
- The building has a large floor plate and a central core of elevators and stairs which facilitate flexibility for serving different users.
- If necessary, it may be possible to add mezzanine levels between Floors 1 and 2 (existing 20' floor-to-floor height) or between 2 and 3 (existing 24' floor-to-floor height). Depending on load requirements, mezzanines could be designed to accommodate storage.

## Franklin County Correctional Facility



Existing Franklin County Correctional Facility

### Summary

- **Built:** 1968
- **Architect:** Prindle & Patrick
- **Size:** 145,632 gross sf  
138,042 usable sf
- **Physical Condition:** Fair
- **Suitability:** Fair
- **Appropriateness:** Fair
- **Adaptability:** Poor

The Franklin County Correctional Facility No. 1 was built in 1968, along with the Hall of Justice and the Municipal Court Building. There are 145,632 gross square feet on 10 stories above grade with secure parking just below street level, accessed from Mound Street. Jail and medical administration offices are on the second floor. One of two county jail facilities, this downtown location houses the majority of felons in the county, while the Jackson Pike facility (south of the city) primarily houses inmates charged with misdemeanors. Prisoners from Jackson Pike are transported via bus to the sally-port at the downtown jail. A separate sally-port exists directly adjacent to Front Street for prisoners brought in off the street. Prisoners are escorted via secure corridors and elevators to holding cells adjacent to Common Pleas and Municipal courtrooms. The general impression is that the downtown jail facility is over-crowded and a detailed study of this facility is anticipated.

### Physical Condition

Overall, the building is in fair condition after a 1995 renovation.

- The building was fully renovated in 1995, but still does not meet all current building code requirements and handicap accessibility requirements.
- Exterior windows are single pane (non-insulated glazing) and are at the end of their life expectancy.
- The domestic water heaters and water piping were replaced in 1995, but some leaking still occurs.
- The package chillers have been recently replaced, but many other components of the system are original and have exceeded their useful lives.
- The loading dock and some storage rooms have fire sprinklers. The remainder of the building has standpipes only.

- The electrical distribution, emergency power and lighting systems are in good operating condition. The fire alarm is in general disrepair and should be replaced.

#### Suitability

- The west sally-port, parallel to Front Street will not accommodate buses. Therefore, the south sally-port serves as a prisoner transfer to/from buses, as well as a loading dock for supplies and trash pick-up. This poses a security risk if deliveries are being made at the same time as a prisoner transfer. Prisoner buses pull into this sally-port, drop off prisoners, and then are required to back out on to Front Street. The buses then circle around the block and park along Fulton Street, which is another potential security risk.
- Restrooms and public areas do not comply with American with Disabilities Accessibility Guidelines (ADAAG).

#### Appropriateness

- The image of a downtown jail stigmatizes any adjacent development.
- The Front Street elevation of the facility appears as a giant concrete bunker.

#### Adaptability

- The adaptability of this reinforced concrete structure to house a different user is limited by its window sizes, dimension constraints, and construction details designed to resist alteration.

### Franklin County Commissioners Parking Garage



Existing Franklin County Parking Garage

#### Summary

- Built: 1978
- Architect: Prindle & Patrick
- Size: 1,185 Cars
- Physical Condition: Fair
- Suitability: Good
- Appropriateness: Fair
- Adaptability: Fair

The garage was constructed in 1978 and consists of a poured concrete structure with precast panels. The north end of the lower level houses maintenance offices and storage. The south end houses the landscape horticulture division. The garage can park approximately 1,185 cars.

There is currently a three-year waiting list for county employees who seek parking within a county garage. In an effort to sustain the financial independence of these garages, the county has found it necessary to take some spaces previously used by county staff off-line, in favor of paid public spaces.

Some county offices, such as the Treasurer, believe it would be beneficial to provide short-term parking for the public who come into the complex for just 20 minutes to pay bills. Currently there is a minimum \$3.00 fee for an hour or less.

### **Physical Condition**

- The overall condition of this garage is good as it has been well-maintained over the years.
- The existing planters along the west and north elevations are no longer maintained and are filled with weeds.
- Some sealant, expansion joints, and spalled and cracked concrete areas are in need of repair.
- Concrete curb replacement is needed at the east elevation at street level.
- The stair to the far northeast has an 8 inch step down as you exit the stairwell. This step height is greater than allowed per the building code.
- Security cameras have been installed on all levels.
- The storm drainage is in satisfactory condition.
- The heating system consists of air conditioning units with electric heat coils to heat and ventilate the elevator lobbies.
- There is an existing fuel oil tank buried under the pavement inside the southwest corner of the garage that supplies fuel oil to an emergency generator. There is no indication of fuel oil leaks.
- The electrical panels and main service are functional but are reaching the end of their life expectancy. Water dripping on the top of the switchboard has caused deterioration in the main electrical equipment.
- The existing lighting consists of original T-12 fluorescent fixtures in the elevator lobbies and stair towers.
- Parking lane lighting consists of HID fixtures. Lighting levels do not appear to meet minimum requirements and the fixtures are in need of repair and cleaning.

### **Suitability**

- The covered, landscaped arcade at the Mound Street frontage originally contributed to the attractive urban settings of Dorrian Commons. However, the chain link fence added around Pearl Alley to secure parking for the Sheriff's Department has severed this connection. It is no longer attractive.
- Building structure well suited to users.

### **Adaptability**

- The structure is not well suited for an alternative use.

## Government Center Annex



Existing Government Center Annex

### Summary

- **Built:** 1951
- **Architect:** Ralph C. Kempton  
Sims Cornelius & Schooley
- **Size:** 113,470 gross sf  
84,696 usable sf
- **Physical Condition:** Fair
- **Suitability:** Fair
- **Appropriateness:** Fair
- **Adaptability:** Fair

The Courthouse Annex was built in 1951 as an annex to the French Second Empire Courthouse that once sat directly to the north. This building includes 113,470 gross square feet of space on four floors above grade plus one story below grade. Secure parking has been created in Pearl Alley between the Annex and the County Commissioners Parking Garage. The Sheriff's operation occupies the majority of this building, including their radio room, Lab, Patrol Bureau, Investigators and portions of the Sheriff's administrative group, including Human Resources, Finance and Information Technology. The Sheriff's Department has evidence storage rooms located in the basement, and the County Prosecutor has storage on the first floor. The Annex was renovated and expanded at the west elevation in 1975, and was most recently renovated in 2002.

A pedestrian bridge connects the county parking garage (to the east) at the 9th floor to the 6th floor of the Municipal Courts Building (to the west). Several other levels of the parking garage connect to the Annex.

### Physical Condition

- Windows are single hung with original steel frame with single pane glass and exterior storm glazing.
- The domestic water heater is nearing the end of its life cycle.
- The heating system consists of two gas-fired steam boilers with heat exchangers for heating water, and for air handling units, radiators and VAV box reheat coils.
- The steam boilers are nearing the end of their expected life cycle.
- The chilled water systems and the heating and chilled water piping systems are in good condition.
- The air system consists of two air handler units and one roof top unit.
- Controls are Siemens DDC controls.
- The building is totally sprinklered and the fire protection system is in good condition.

- The electrical service entrance and distribution were replaced and redone approximately 5 years ago. The emergency generator currently supplies the life safety loads and powers the “911” center of the building and is in good condition.
- The existing lighting generally consists of modern T-8 fluorescent lighting using electronic ballasts. The lighting appears to meet current energy codes.
- Exit signs and emergency egress lighting is powered from the generator.
- The building’s fire alarm system is a Simplex system that was upgraded five years ago.

**Suitability**

- A security desk is located in the small lobby at the main entry from High Street. This entry does not have a vestibule with an air lock.
- There is no walk-through metal detector or x-ray machine located in the lobby.

**Appropriateness**

- Within the overall Franklin County complex, the Annex is isolated from the campus. Separated by High Street, the Annex is an appropriate location for the Sheriff’s functions.
- The building’s main entry fronts High Street with a secondary entrance to the north. The Annex is unresponsive to the adjacent park and lacks any civic aesthetics.
- In general, the building does not have a civic presence appropriate to a county government building.

**Adaptability**

- The dimensions of the interior column spacing are small relative to the other campus buildings and offer a less flexible floor plan.

**Juvenile Detention Center/Parking Garage**



Existing Juvenile Detention Center/Parking Garage

**Summary**

- **Built:** 1989
- **Architect:** URS Company, Inc.
- **Size:** 170,848 gross sf  
154,530 usable sf  
plus 557 cars
- **Physical Condition:** Good
- **Suitability:** Fair
- **Appropriateness:** Fair
- **Adaptability:** Poor

The Juvenile Detention Center was built in 1989 along with an attached parking garage. There are 170,848 gross square feet on two stories plus a basement level. The basement level contains a sally-

port for prisoner transport and for building deliveries. The first floor of the center has a juvenile traffic hearing room and two hearing rooms for Domestic and Juvenile Court. Magistrates preside over the hearing rooms for arraignments. If a juvenile is held at the detention center, they are later escorted via an underground tunnel to courtrooms on the fifth or sixth floor of the lower Tower.

The parking garage has four levels of public parking and can park approximately 557 cars. The garage is convenient for employees and the public due to its close proximity to the courts. There is an overhead enclosed walkway over Front Street that connects the parking garage/Juvenile Detention Center and the Courthouse.

### **Physical Condition**

- Overall, the building appears to be in good physical condition.
- The parking garage is in need of minor repairs such as maintenance of the painted stripping and surface membrane.
- In the Parking Garage, expansion joints are missing covers and a penthouse (exhaust air enclosures) at the south roof level has extensive cracks in the concrete block wall due to water infiltration.
- On level 2A of the Garage, there is damage to the deck coating that requires repair.
- Several precast panel connections are rusted.
- The roof is 18 years old.
- At street level, there is not proper visual separation between pedestrians on the sidewalk and cars exiting the garage. All vehicles enter and exit (two lanes each) at one location off of Front Street. The only visual separation between cars are painted lines.
- Each level has a north/south level of parking and a east/west level. Ramps connect the two split levels. The turning radius is not adequate for cars as seen by the damage to the ramp retaining walls.
- Some longitudinal cracks have developed in the storm lines. The domestic water lines are functional.
- The HVAC is primarily direct expansion (DX) cooling with hot water heating coils. The outdoor compressors are difficult to maintain and repair.
- The shower exhaust is inadequate and the excess humidity is causing the paint to peel.
- The building is fully sprinklered with the fire pump in the courthouse tower. The same water flow alarm is in both buildings potentially causing confusion as to where the fire is located.
- The electrical system is in good condition. Most of the lighting is T-12 with magnetic ballasts.
- The building's emergency power and fire alarm system is in good condition. Some exit signs are outdated and should be replaced.

### **Suitability**

- The site of the Juvenile Detention Center/Parking Garage leaves no room for expansion which is a potential problem for the future.
- The hearing room layouts do not function well and are in need of renovation.

### **Appropriateness**

- The Detention Center has clean lines and is architecturally appropriate as a detention center, however the image stigmatizes adjacent sites, limiting development options in the area.

### Adaptability

- If the Juvenile Detention Center were to relocate to another location, adapting this building for an alternative use would be very costly due to the construction details.

### Service Building (80 East Fulton Street)



Service Building

### Summary

- **Built:** 1976
- **Architect:** Trautwein Associates, Inc.
- **Size:** 123,573 gross sf  
93,286 usable sf
- **Physical Condition:** Good
- **Suitability:** Fair
- **Appropriateness:** Poor
- **Adaptability:** Fair

Built in 1976, this building includes 123,573 gross square feet of space on four floors above grade plus one story below grade, including a loading dock. Franklin County Child Support Enforcement Agency (CSEA) and the administrative offices for Franklin County Job & Family Services (JFS) are located here. The CSEA's operation does include a public reception area where clients come to receive services. JFS however, does not have much traffic at this location; instead, they provide services through their Opportunity and Job Centers located throughout the community.

### Physical Condition

- The overall condition of the building is good.
- One area of possible concern is the exterior brick panel façade that has cracked in several places and stepped out from the structure along the south elevation.
- The domestic water piping systems, plumbing fixtures and trim are in satisfactory condition.
- The gas fired domestic water heaters are four years old and in good condition.
- There is a sewage sump pump in the basement for basement plumbing fixture drains. There have been reported instances where the drains have backed up during power outages.
- The heating system consists of two gas fired hot water boilers for the heat pump water loop and a 100% outside air rooftop air handling unit. The heat pumps are nearing the end of their expected life cycle. The heat pumps have been a maintenance problem and are not capable of providing adequate space temperature control for the occupants.
- The basement loading dock has a limited area fire sprinkler system. Fire protection system on the upper floors is limited to standpipes in stairwells.
- The electrical service entrance equipment, distribution and generator are in satisfactory condition.

- Approximately 25% of the existing lighting in the basement is T-12 fluorescent fixtures with standard magnetic ballast. The lighting on the upper office floors was upgraded to T-8 fixtures with electronic ballast.
- The building has an automatic and manual fire alarm system in good condition.

#### Suitability

- The public entry lobby is very cramped. Since it was not designed to accommodate today's security needs, the current equipment has caused congestion. The visitor queue often extends out through the vestibule doors, causing confusion and allowing the outdoor weather in.
- Interior offices and restrooms were renovated in 2001-02. Large open office spaces exist on the second, third and fourth floors using systems furniture for workstations.
- With limited exterior glazing, there are many offices along exterior walls without windows and very little natural light is filtered into the open office space.

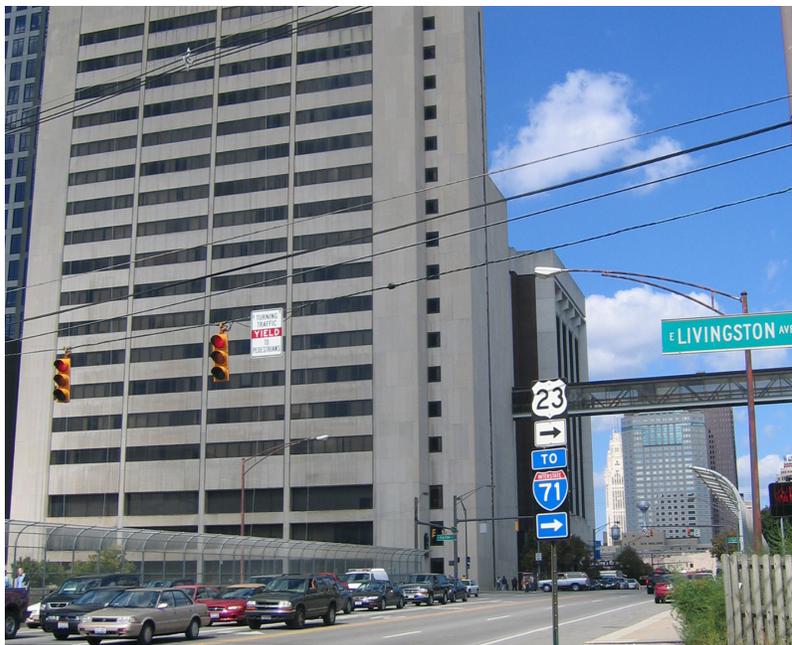
#### Appropriateness

- With its limited use of glazing on the exterior façade, rectangular building footprint and lack of detail, this building lacks visual interest. The site could potentially become valuable for future development given its close proximity to the Interstate 70/71 cap.

#### Adaptability

- The large floor plate and open plan offers a flexible building that could be adapted for alternative uses.

### Municipal Courts Building



Existing Municipal Courts Building

#### Summary

- **Built:** 1979
- **Architect:** Prindle & Patrick
- **Size:** 345,254 gross sf  
288,000 useable sf
- **Physical Condition:** Fair
- **Suitability:** Fair
- **Appropriateness:** Fair
- **Adaptability:** Fair

The Municipal Courts are funded jointly by Franklin County and the City of Columbus, therefore, this building is technically not within the scope of this master plan. Due to its proximity and common public access, however, it is appropriate to evaluate the needs of this facility relative to the entire county complex.

Built in 1976-79, this building includes 345,254 gross square feet of space on 19 floors above grade (mechanical equipment is located in the basement and on the entire 19th floor) plus one story below grade. Currently there are 24 courtrooms, including some larger courtrooms that are currently used by the Court of Common Pleas for arraignments. There are temporary prisoner holding cells, an employee break room, and Public Facilities Management shops in the basement. In addition to the Municipal courtrooms and staff, the building houses the Clerk of the Municipal Court and the City Prosecutors office. Approximately two floors are currently occupied by Common Pleas functions, including Magistrates with hearing rooms and portions of Common Pleas Adult Probation (drug testing lab & day program classrooms).

### **Physical Condition**

- The original single pane aluminum windows leak in some areas and replacement should be considered. The windows are currently being reglazed and resealed to the limestone.
- The County has plans to tuck point all limestone during the summer of 2007.
- The roof is a modified styrene-butadiene-styrene (SBS) roofing system with gravel floated on an asphalt coating. The roof system was installed approximately 15 years ago. A warranty was extended in 2004 for another five years.
- The EPDM roofing membrane over the High Street connector bridge is past its life expectancy.
- The fresh air floor vents on the High Street connector bridge are not in good working order.
- General interior maintenance and refurbishing of the building is required due to its heavy use.
- There are no immediate problems with the plumbing, HVAC and fire protection. All are in satisfactory condition.
- The domestic water booster pumps were recently replaced with new pumps and variable frequency drive (VFD) control.
- Four new fired hot water boilers for heating water, air handling units, radiators, and VAV box reheat coils were installed last November and the chillers were replaced in 2006.
- Controls are Johnson DDC controls.
- The building is totally sprinklered. The fire protection system is supplied by a fire pump with standpipes located in stairwells.
- The building is served from two utilities (AEP & Columbus Division Electricity). This system is intended to provide redundant and emergency power.
- Existing lighting generally consists of T-12 fluorescent fixtures with standard magnetic ballasts.

### **Suitability**

- The bridge over High Street connects the County Commissioners Parking Garage and the sixth floor of the Municipal Courts Building. Way finding is difficult at best when entering at this security check point.
- The west elevator that delivers prisoners from the County Jail to the fourth floor arraignment courtrooms is capable of opening on other floors and frequently does, which is a security risk. Upon leaving the elevator, prisoners are transported through areas occupied by employees, attorneys and judges.

### **Appropriateness**

- The Municipal Court Building makes sense as a part of the Franklin County Government Center, given the interaction between courts.
- The public circulation and way-finding is very confusing.
- Aesthetics are dated and worn and do not demonstrate the desired civic pride.

### **Adaptability**

- The overall floor plan of the building, with public elevators located at the east end, offers a reasonable amount of flexibility. Although many aesthetic upgrades are needed, this building could be easily adapted for an alternative use.

## **CURRENT USERS: PROGRAMMATIC ASSESSMENTS**

### ***Building Tenants***

At this point in history, the Franklin County Government Center is poised for major reorganization. With the addition of the new Courthouse to house the General Division of the Court of Common Pleas, approximately 117,000 square feet (not including parking spaces) in existing buildings will be vacated, creating opportunities for reorganization and expansion of space for other county tenants. This vacant space will provide the much needed elbow room for the County to shift, renovate and expand over the next 20 to 30 years.

“Programmatic Needs” can be summarized as space requirements for building tenants, security requirements for the entire complex, parking needs for employees and the public, and way-finding for both staff and visitors. As the Franklin County Government Center expands, the organization of space, and way-finding to access that space, becomes more and more critical. To establish order, the process begins with an understanding of space requirements for each tenant.

The matrix that follows identifies each tenant, their current location and square footage, and their projected growth over the next twenty (20) years. Interview notes from conversations with each tenant are included in the Appendix. Discussions included an evaluation of their current space, the appropriateness of their location(s), desired adjacencies, security needs, and possible improvements.

The most critical expansion needs (*beyond those of the General Division of the Court of Common Pleas which will be satisfied by the new Courthouse*), are for the following groups;

- Domestic and Juvenile Courts have an immediate need for additional courtroom and support space, as well as expansion space for the Domestic and Juvenile Clerk.
- The Franklin County Prosecutor anticipates growth and the need for additional office space.
- The Franklin County Public Defender also anticipates the need for growth and additional space.
- Adult Probation is in need of additional staffing and therefore additional office space. Budget constraints have not allowed staffing to expand yet, however it is anticipated over the next 20 years.
- Franklin County Human Resources would like to provide a Wellness/Fitness Center for their staff.
- The Child Support Enforcement Agency sees the need to expand as the population of Franklin County grows.
- Franklin County Children Services is interested in providing more office space at Government Center for their attorneys, however this is still being discussed internally.
- The County currently uses space within the Municipal Court Building. Since the Municipal Court anticipates growth, the County should vacate this space over the next 10 years to allow the Municipal Court to expand.

## **Visitors**

In addition to tenant needs, visitor needs were also evaluated. Beginning with the need for clear directional signage on the site and adequate parking, it is evident that the complex is not user friendly. The multiplicity of entry points creates added confusion to the multi-purpose government complex. To better serve the citizens of Franklin County, improvements are needed in the following areas:

- Overall way-finding/signage
- Parking facilities
- Building entry sequence and security check points
- Organization of public space

Further examination of the needs of tenants and visitors as they circulate throughout the complex follows.

Franklin County Government Center - Facilities Master Plan										
Agency Space - Existing Square Footage										
Agency	Current FTE Staff	Tower	HOJ	Annex	Fulton St.	Muni Bldg.	Juv. Det.	Total Current Space	20 yr. Growth	Total Required
Auditor	119	40,879						40,879	500	41,379
CASA	10	1,313						1,313		1,313
Children Services	18	118				2,860		2,978	6,500	9,478
CSEA	280	693			55,269			55,962	5,700	61,662
Columbus Police			1,687					1,687		1,687
Com.Pleas - Adult Prob.	105	23,110	3,655			6,408		33,173	4,000	37,173
Com.Pleas - Clerk/General			13,579					13,579		13,579
Com.Pleas - Clerk/ B&M	34	2,457	2,414					4,871		4,871
Com.Pleas / General Div.		332	79,183			12,310		91,825	46,175	138,000
Grand Jury/Jury Comm.			6,725					6,725	2,775	9,500
Commissioners		12,376						12,376	600	12,976
Court of Appeals	47	24,077						24,077		24,077
Court of Appeals - Clerk		2,286						2,286		2,286
Data Center	68	30,392						30,392		30,392
Domestic & Juvenile Court	405	73,973					25,106	99,079	10,000	109,079
Domestic & Juvenile Clerk		12,772					619	13,391	600	13,991
Domestic & Juvenile Admin		3,645						3,645		3,645
Domestic & Juvenile Prob.		9,106						9,106	1,000	10,106
Juv. Detention Residence							127,705	127,705		127,705
Engineer		2,792						2,792		2,792
Homeland Security	6	1,781						1,781		1,781
Human Resources	23	9,485	3,244					12,729	4,000	16,729
JFS	200				34,947			34,947		34,947
Law Library (Pro se Ctr.)			15,072					15,072	(7,000)	8,072
Management & Budget	12	3,053						3,053	200	3,253
Netcare	12	500	1,500				500	2,500		2,500
Probate Court	47	20,516						20,516	1,500	22,016
Prosecuting Attorney	215	43,655	680	5,728			874	50,937	5,000	55,937
Public Defender	145	26,969					226	27,195	5,000	32,195
PFM	250	13,014	12,023	3,376	1,126	5,622		35,161		35,161
PFM/Food Service	N/A	15,584						15,584		15,584
Purchasing	15	3,964						3,964	200	4,164
ReClaim Ohio		1,227						1,227		1,227
Recorder	60	23,908						23,908		23,908
Sheriff			4,894	73,266		2,451		80,611		80,611
Treasurer	50	13,553						13,553		13,553
Columbus Dispatch		643						643		643
US Marshall				2,326				2,326		2,326
Common Space		7,965			1,944	3,389		13,298		13,298
<b>Grand Total Occupied</b>		<b>426,138</b>	<b>144,656</b>	<b>84,696</b>	<b>93,286</b>	<b>33,040</b>	<b>155,030</b>	<b>936,846</b>		
<b>Grand Total Needed in 20 yrs.</b>									<b>86,750</b>	<b>1,023,596</b>
Useable Area		428,784	168,588	84,696	93,286	288,000	154,530			
<b>Notes:</b>										
Existing SF is based on scaled floor plans provided by Franklin County.										
Useable Area does not include restrooms, utility closets, vertical circulation, primary corridors or wall thickness.										
The employee exercise/wellness facility is counted within the tally for Human Resources.										
Common Space is defined as lobby space shared by all users. This does not include vacant space.										
Consider maintaining 5% vacancy for general operating flexibility (ie:swing space).										
Expansion of "Corrections" space in the Jail and Juvenile Detention is not addressed in this matrix.										

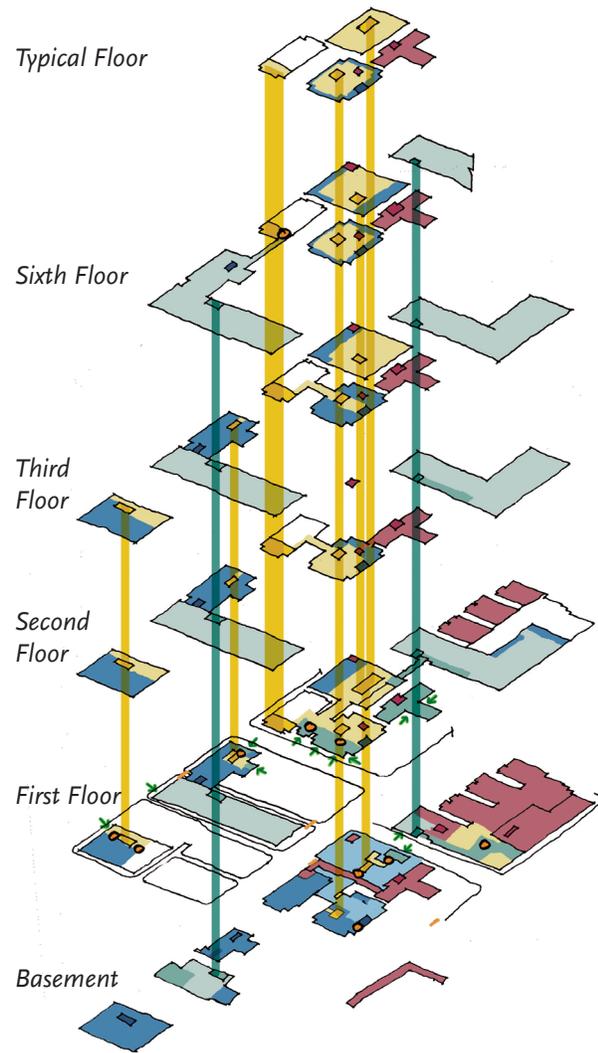
## CIRCULATION AND USER GROUPS

Franklin County Government Center has four major user groups that need to circulate within the complex. To date, the complex is comprised of seven buildings and the new courthouse will be the eighth. The complexity and challenges of the circulation between the separate buildings has increased as the campus has grown. To ensure that the complex will serve Franklin County successfully in the future, it is vital to have a clear understanding of the major user groups and to make conscious decisions about how members of each group will move through it. These four user groups are **the Public, Restricted Access, High Security, and Utilities and Maintenance**. These four groups are explained in detail within this section.

### The Public

The citizens of Franklin County come to the downtown courts and government complex for many reasons. Some are as simple as paying a bill or applying for a license. Others are much more time consuming, such as fulfilling jury duty or being involved in a court hearing. In either case, these users will often feel overwhelmed at navigating the facility during their brief visit. The complexity and size can be overwhelming to the public, in part because the organization of space and visual connection between the various buildings is weak. Efforts need to be made to make this user group feel welcomed within the complex and to make their way-finding experience clear and intuitive. The public should be able to sense where they are and where they need to go through architectural form, visual relationships between spaces, and intuitive organization of public services, such as information desks and restrooms. Signage is only one method for guiding this group around the complex and identifying restricted areas. An orderly and logical organization of space will provide the best way-finding tool for the public. They must be able to reach their destination in a timely manner; beginning with identifying the proper main entrance to the proper building and then easily moving through the complex to their final destination.

A subset of this user group are the private attorneys who spend a large part of their week working within the county court system. These users are not county employees, but they do spend a great



Exiting Public Vertical Circulation

#### Color Key for Circulation Diagram:

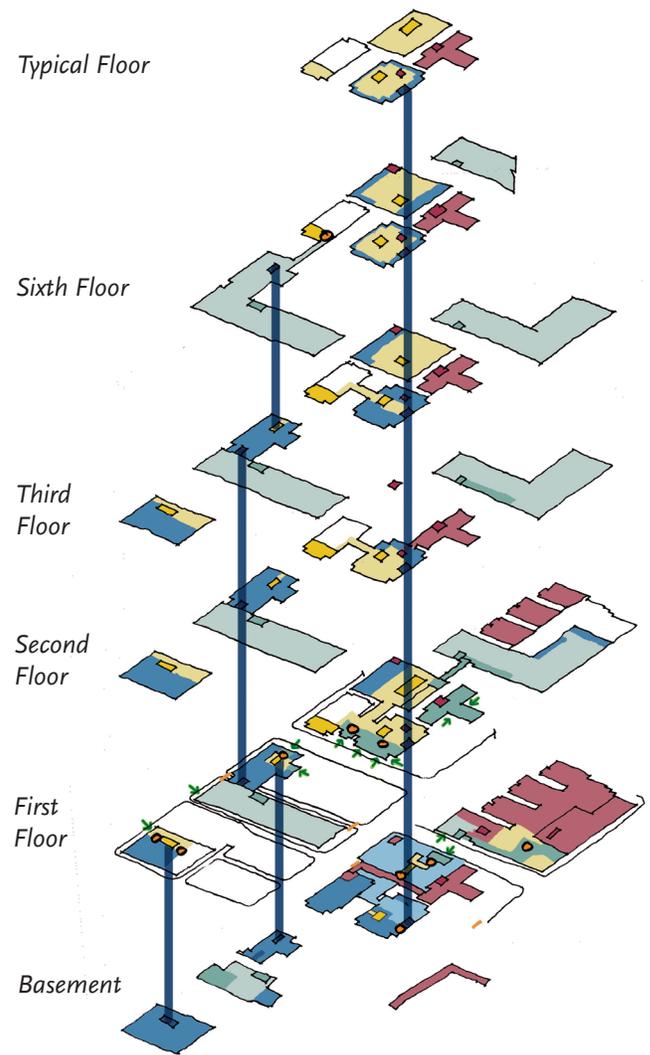
- Unsecured Public Circulation
- Restricted Access Circulation
- Secured Public Circulation
- High Security Circulation
- Security Check Point

deal of time moving between county offices, the judges' chambers and the courtrooms. They are members of the local bar association, and they often will escort their clients or witnesses through the complex. A clear path of travel without multiple security screenings will be beneficial for this group.

### Restricted Access

The Restricted Access user group includes staff who work in the complex and may need to travel between buildings on a daily or weekly basis. After a brief orientation period, this user group will move around the complex easily without many way-finding tools other than signage. Once they have entered the complex through a security checkpoint, it will be preferable to allow free movement between buildings for these users, eliminating the need to pass through additional security screenings. If free movement between buildings is provided for the public, this group may share the same pathway. If free movement is not provided for the public, separate horizontal circulation may be required for this group. The horizontal Restricted Access pathway will need to be separate from the High Security and the Utilities and Maintenance pathways.

A subset of this user group are the Judges. Typically, the Judges will travel from their secure parking garage vertically to their secure office area. The Judges' elevator allows for their movement within restricted areas while performing daily tasks. In particular, Judges can avoid informal interaction with potentially hostile members of the public during high stress periods, such as trials and arbitration. Travel to other buildings within the complex is unusual, however, Judges who must do so can use the same Restricted Access route used by employees or they can access the other secure parking areas by car and use secure elevators.



Exiting Restricted Access Circulation

#### Color Key for Circulation Diagram:

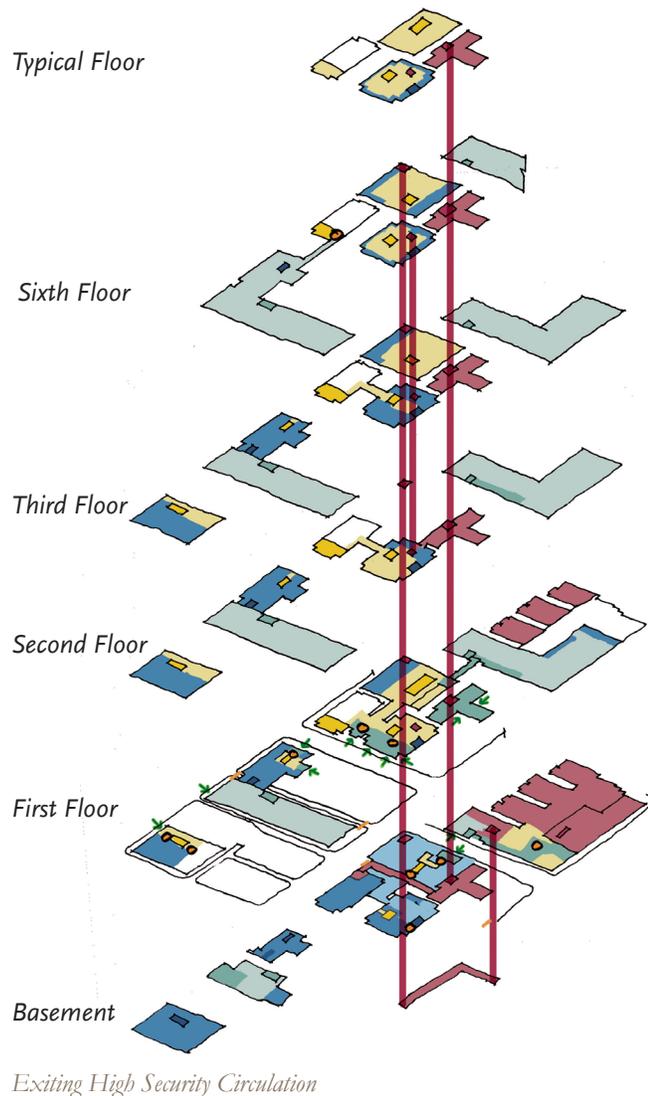
- |   |   |
|---|---|
| <span style="color: lightblue;">■</span> Unsecured Public Circulation | <span style="color: darkblue;">■</span> Restricted Access Circulation |
| <span style="color: yellow;">■</span> Secured Public Circulation      | <span style="color: red;">■</span> High Security Circulation          |
| <span style="color: orange;">■</span> Security Check Point            |   |

## High Security

The High Security user group includes prisoners and the Sheriff's Deputies who escort them from the jail, sally-port or holding cell, to the courtrooms and back. This group is divided between juvenile and adult prisoners, each requiring a separate pathway. Way-finding and ease of movement are not a priority for this group. The most important objective here is security. Escorted prisoners must not cross paths with, or have access to, any other user group until they have reached the courtroom. In the existing complex, there are some areas where prisoners share restricted access corridors with staff; this is an unacceptable situation and must be corrected in any new buildings or renovated space.

## Utilities and Maintenance

The efficient utilization of service space by sharing mechanical and electrical rooms is desirable. Every effort should be made to explore ways to economize space by combining these functions into one central location within the complex. Commonality between utilities and maintenance practices will facilitate efficiencies of resources and staff. It is recommended that utility and maintenance connections between the buildings be separate, secure, and unseen by the other user groups.

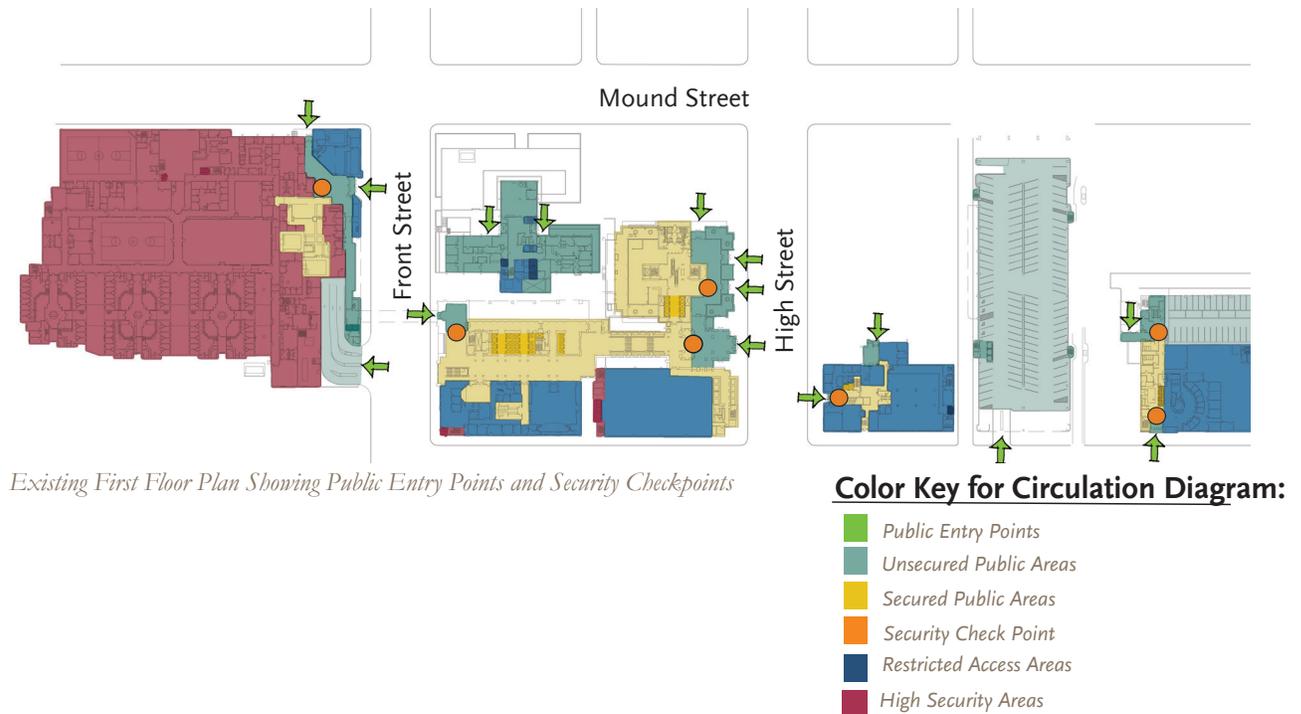


### Color Key for Circulation Diagram:

<span style="color: #90EE90;">■</span> Unsecured Public Circulation	<span style="color: #000080;">■</span> Restricted Access Circulation
<span style="color: #FFD700;">■</span> Secured Public Circulation	<span style="color: #800080;">■</span> High Security Circulation
<span style="color: #FF8C00;">■</span> Security Check Point	

## Existing Public Entry and Security

The existing complex is divided into zones for these different user groups. Separate zones with public entry points and security checkpoints are illustrated in the diagram below. In some cases, buildings do not have a secure connection and users must move through multiple security checkpoints to complete their business. Bridge connections over Front and High Streets require upper level security checkpoints. The net result is creating a multitude of security stations on levels extending from the basement to as high as the ninth floor of the complex. Ways to simplify this entry pattern including the connection to the new courthouse must be considered.

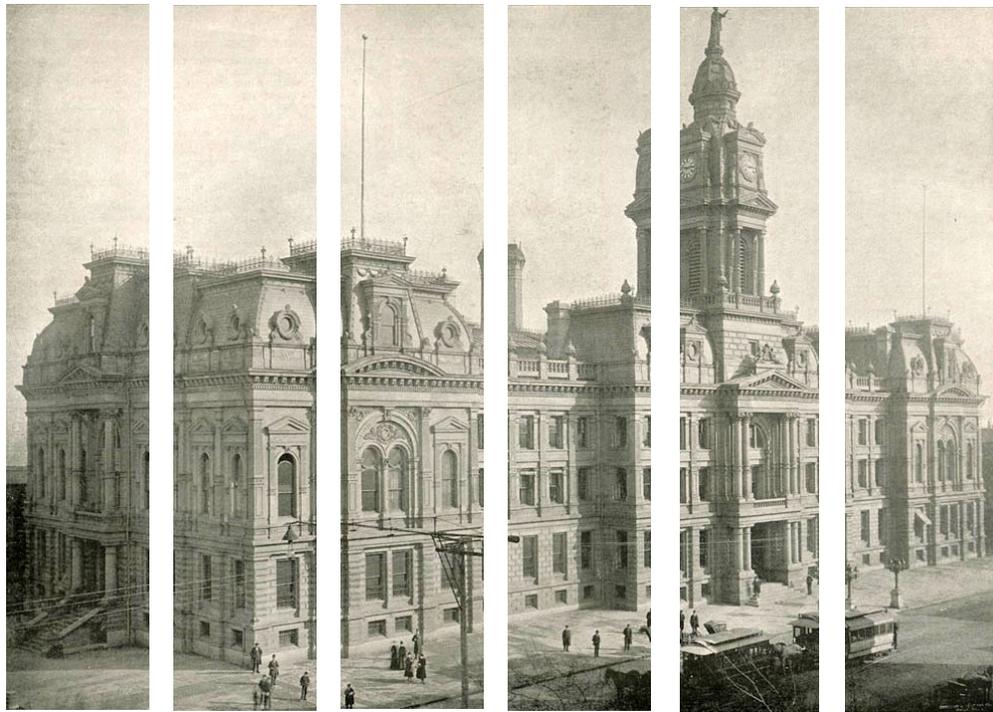


Existing First Floor Plan Showing Public Entry Points and Security Checkpoints

Reordering the spaces within Government Center around the new concourse connector, reducing the number of security checkpoints and providing clear entries into major county divisions will simplify the overall organization of the complex.



## URBAN DESIGN





# URBAN DESIGN

## INTRODUCTION

These urban design guidelines create a framework for the future development and redevelopment of the Franklin County Government Center and Courthouse Square. The guidelines do not seek to dictate architectural or site design. They are intended to inform the design by illustrating the urban context of the site and illuminating the design principles that will provide a proper civic address for the county seat and the new Franklin County Courthouse.

### ***The County Seat***

Situated on the southern end of downtown along the High Street corridor, the Franklin County Government Center is home to all facets of county governance. In addition to county administrative offices, courthouse and county jail, the complex contains a municipal court and juvenile detention center. These civic uses present a distinct opportunity because they provide a concentration of visitors and associated professionals and workers. However, these are strictly daytime users, and the space is usually vacant after 5 p.m. The new government complex should recognize this duality and be designed in such a way to allow the space to feel safe, attractive and comfortable to users from day to night. The complex should contribute to the public realm even when activity levels are lower. Properly designed, the complex will act as an anchor to the southern end of downtown.

### ***Downtown Economic Development In and Around the New Courthouse***

Southern downtown Columbus is poised for a renaissance. There is a distinct opportunity to create a southern gateway to downtown similar to the north end of downtown, which has become defined by the Nationwide Arena District, the Cap at Union Station, North Market, and the Columbus Convention Center. Current planning efforts for the southern end of downtown have the potential to replicate the synergistic elements that have made the north end of downtown successful. In addition to the Franklin County Government Center, current planning and development efforts in southern downtown include the RiverSouth residential mixed-use project, the redesigned Civic Center Drive and riverfront park, the new Main Street bridge, the I-70/71 Innerbelt reconstruction, and future City Center Mall revitalization efforts. Taken together these projects present an opportunity to define the southern end of High Street with civic, public, residential, and retail uses that can work together to act as a true southern gateway to downtown Columbus.

### ***Public Space***

Surrounding civic uses in downtown Columbus, such as Capitol Square and Columbus City Hall, all have quality public open spaces that define them. Currently, the Franklin County Government Center does not. Existing green spaces on the southeast and southwest corners of Mound and High Streets don't relate to one another or the adjacent buildings. These existing greens are barely noticeable to the passer-by.

With the addition of the new courthouse, the intersection of Mound and High Streets will become the primary cross road at Government Center's front door. Site development around the new courthouse provides an opportunity to create an identifiable civic image for Government Center and to provide quality open space.

One of the four corners at Mound and High Street is populated with late 19th century historic buildings. While respecting these existing structures, the other three (3) corners can be developed into green space, and entire intersection can be unified into "Courthouse Square." With the insertion of the new square, this plan will provide Franklin County Government Center with the civic presence that it currently lacks. The new urban green space will help the complex become a truly distinctive civic place for this end of downtown Columbus.

## **URBAN CONTEXT: THE CITY**

### ***Urban Context of the City***

The area surrounding the Franklin County Government Center is an emerging area of downtown Columbus. Having long turned inward from downtown and its near urban neighborhoods, the area now has an opportunity to reknit the urban fabric by engaging downtown and reconnecting to German Village and The Brewery District. Just as northern downtown has become a center of office, residential, sports and entertainment uses, southern downtown now has the ability to capture civic, institutional, residential and retail uses. The graphic on the next page illustrates general landmarks and redevelopment sites that surround the Franklin County Government Center.

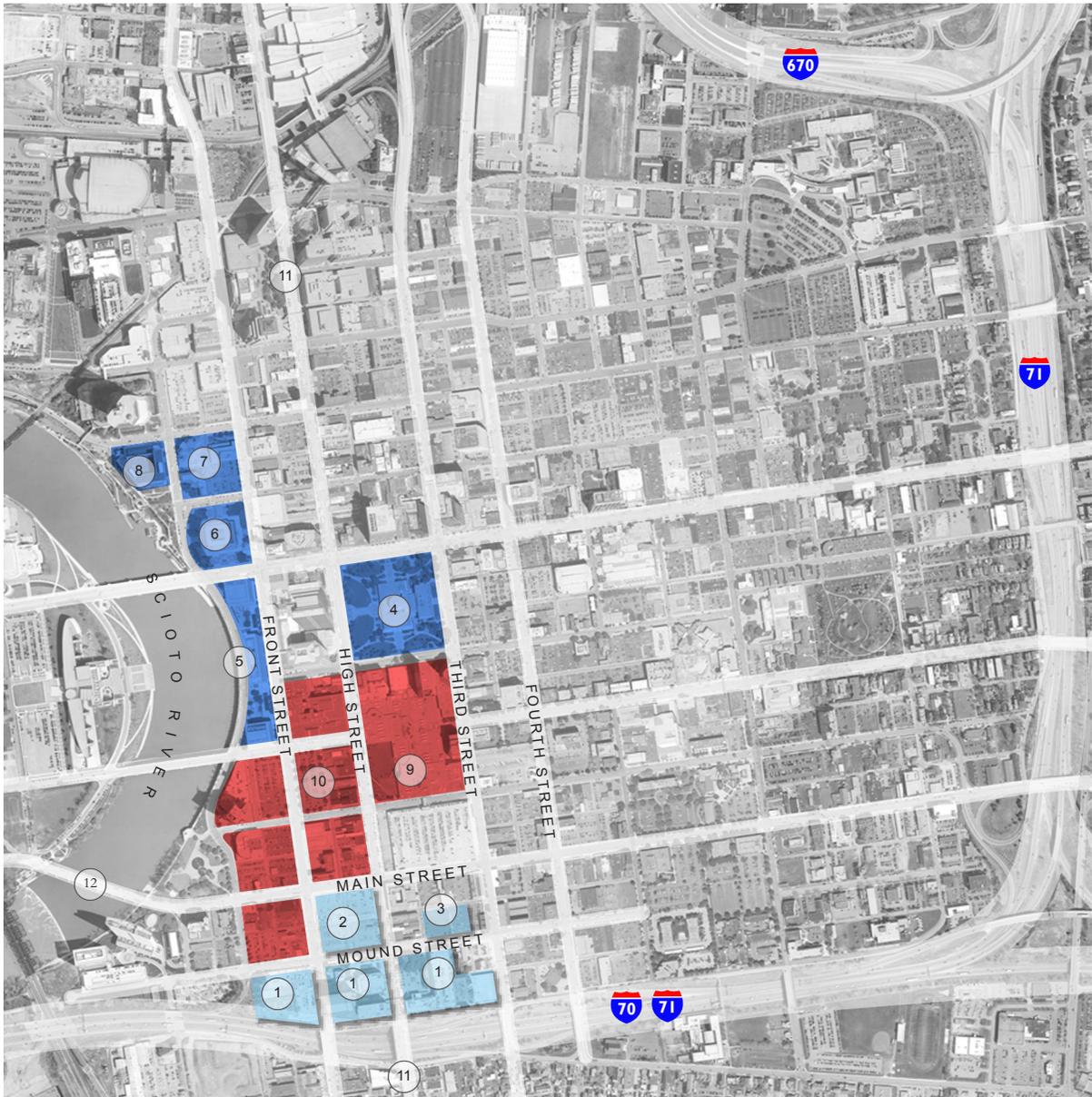
### **Site Access and I-70/I-71 Improvements**

Access to the Franklin County Government Center is relatively straightforward from downtown and nearby urban neighborhoods. High Street, Front Street, Third Street and Fourth Street provide good north/south access. East/west access is more complicated due to Main and Mound Streets being discontinuous, requiring visitors to use other streets in order access the site. Regional access is also slightly complicated. Users and visitors can access the complex via the 4th Street exit from I-70 east and the Front/Fulton Street exit from the west. However, users coming from I-71 south must exit onto Main Street, which may be confusing for some. Mound Street and Third Streets provide access back to I-70/71, however, access to Route 315 north is not permitted from the Mound Street entrance.

Regional highway access will be upgraded with the planned reconstruction of the I-70/I-71 split through downtown. There are currently two options being studied:

- The Mound/Fulton option would provide access similar to the existing condition at Front Street and will likely improve the wayfinding for visitors coming from east and north of downtown. With Mound Street rebuilt as a prominent corridor, it will create better wayfinding for the new complex from all directions by providing direct exit onto this street instead of the current condition which requires more turns. Access back to the freeway system is accomplished via Mound Street and Fulton Street, simplifying the process and reducing the number of necessary turns.
- The Fulton/Livingston option would provide the same exit point from the west and provide simple access from the north and east on Fulton Street. Preserving the westbound movement

**Downtown Columbus, Ohio**



Existing Conditions Context Plan



**Franklin County Government Center**

- ① Existing Franklin County Government Buildings
- ② Franklin Courthouse Expansion Area
- ③ Franklin County Owned Land

**Civic Institutions**

- ④ The Ohio Statehouse
- ⑤ The Ohio Judicial Center

- ⑥ Columbus City Hall
- ⑦ Columbus City Offices & Police Headquarters
- ⑧ Kinneary Federal Courthouse

**Columbus RiverSouth Redevelopment Area**

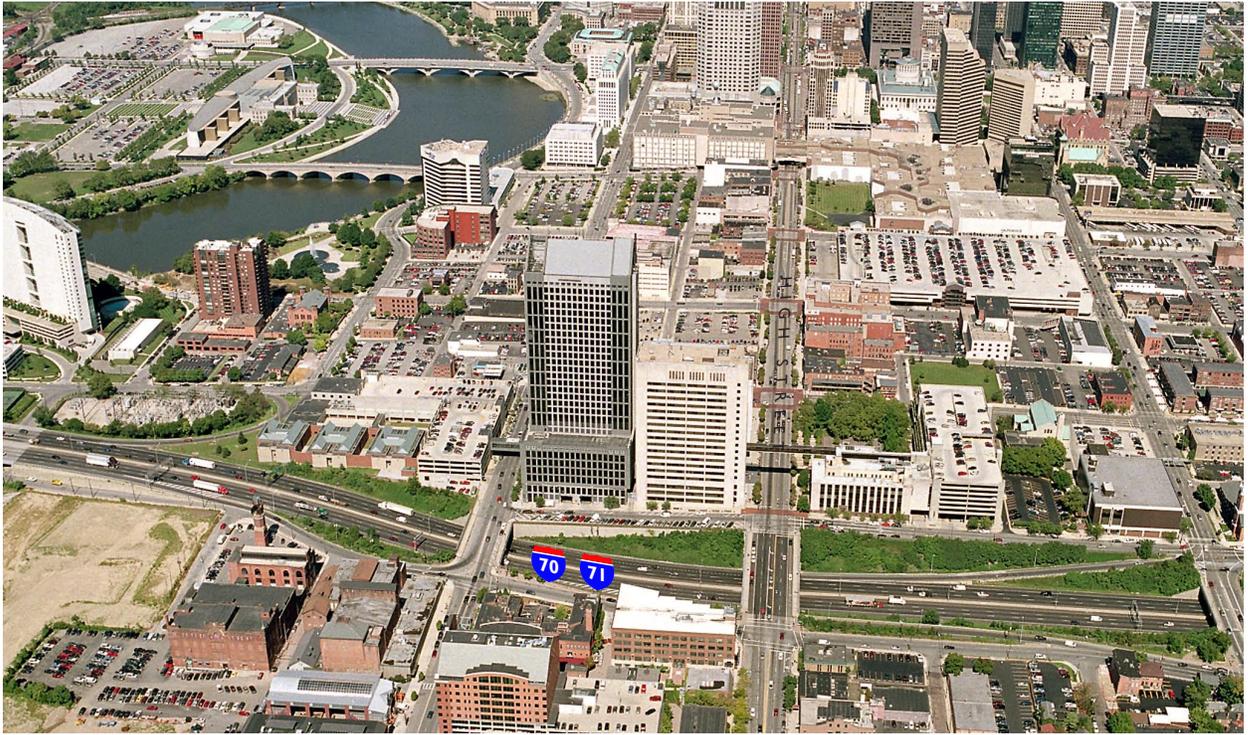
- ⑨ City Center Mall & Potential Redevelopment Site
- ⑩ RiverSouth Mixed-Use Residential Development
- ⑪ High Street Retail Corridor
- ⑫ New Main Street Bridge - 2009

of Fulton allows for the same building access points and loading docks that exist currently for the complex. Returning to the system is easy for those traveling westbound because they can use Fulton. Those heading east will need to use Livingston, which will be more complicated.

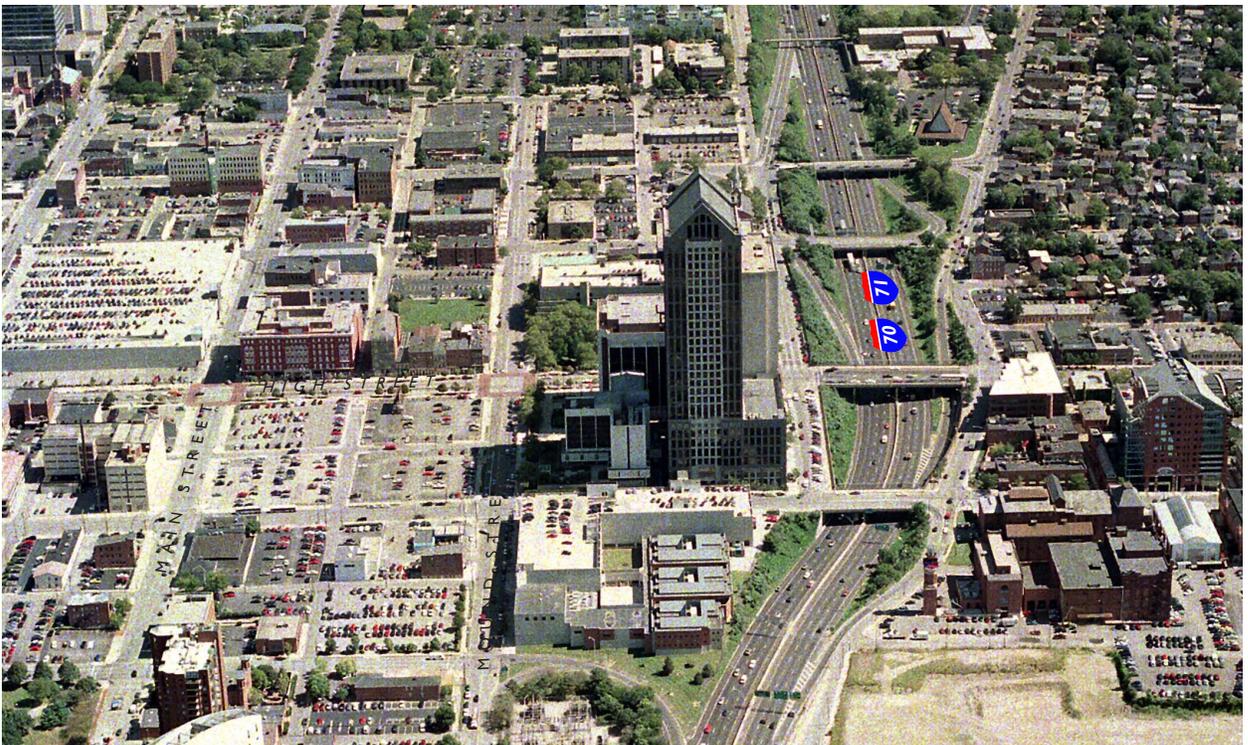
### **Greenspace**

Existing greenspace in the Franklin County Government Center is comprised of Dorrian Commons, associated landscape around the County Jail and the Hall of Justice, and the largely unprogrammed open space across from the Franklin County Parking Garage. The redevelopment plan includes the creation of Courthouse Square that occupies three corners of the intersection of High and Mound streets. Focusing the greenspace at this key intersection will further reinforce the civic presence that is befitting of the civic character of a county courthouse.

Existing Aerials



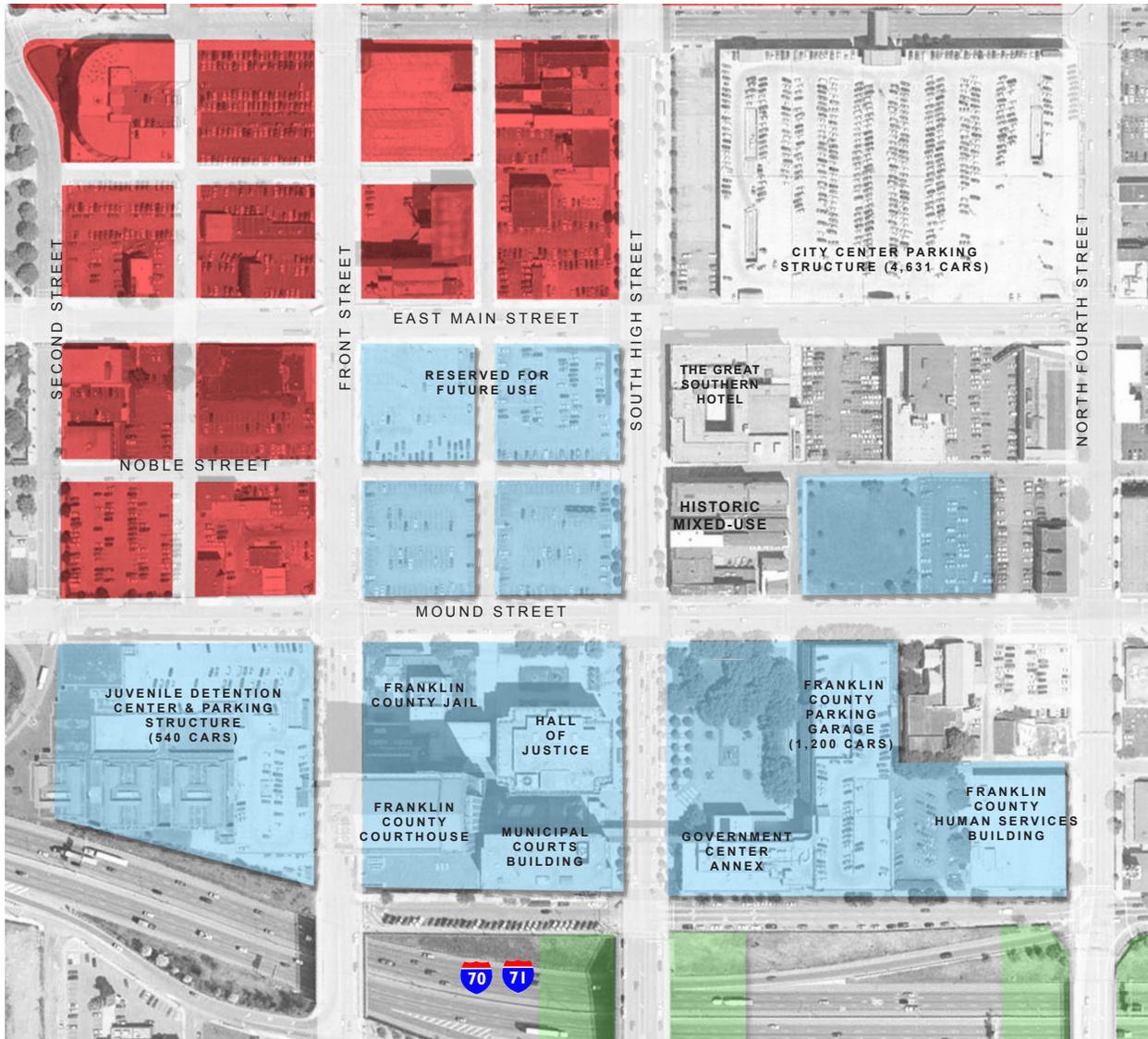
View looking north into Downtown Columbus



Existing Franklin County Government Buildings

The following diagram illustrates the district scale of the Government Center. The area is influenced by activities at RiverSouth, City Center, and improvements to I-70/I-71.

**The Franklin County Government Center & RiverSouth**



- Franklin County Government Center
  - Columbus RiverSouth Redevelopment Area (By Others)
  - Proposed Interstate Caps (By Others)
- 

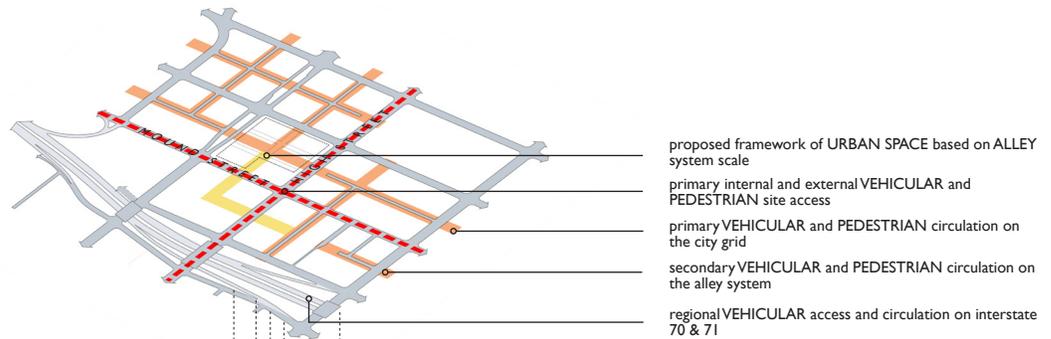
## URBAN FRAMEWORK

### Urban Framework: The District

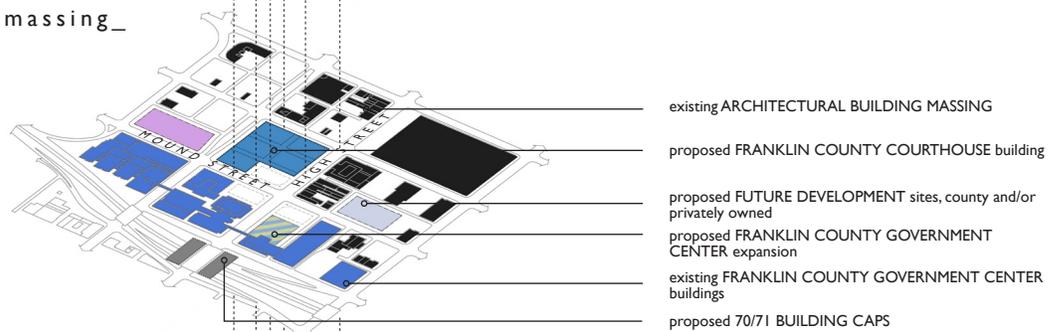
The following diagram illustrates the design process for developing the Urban Framework District Plan. This composite plan examined circulation, architectural massing, and civic space issues.

#### A Process for Development

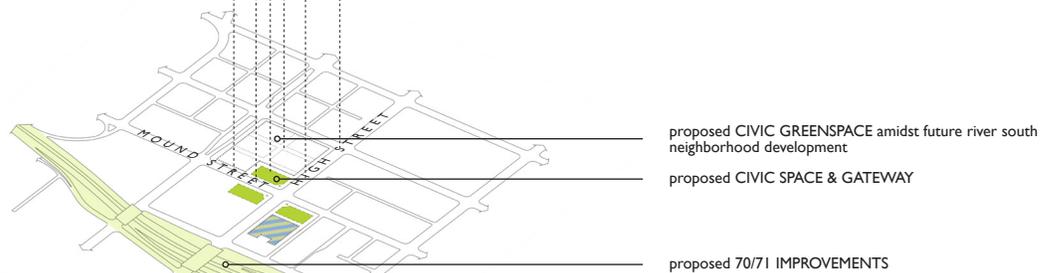
circulation\_



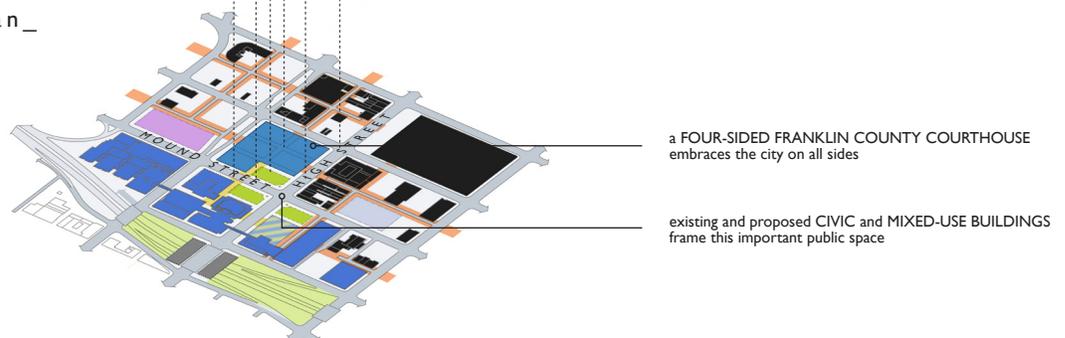
architectural massing\_



civic space\_



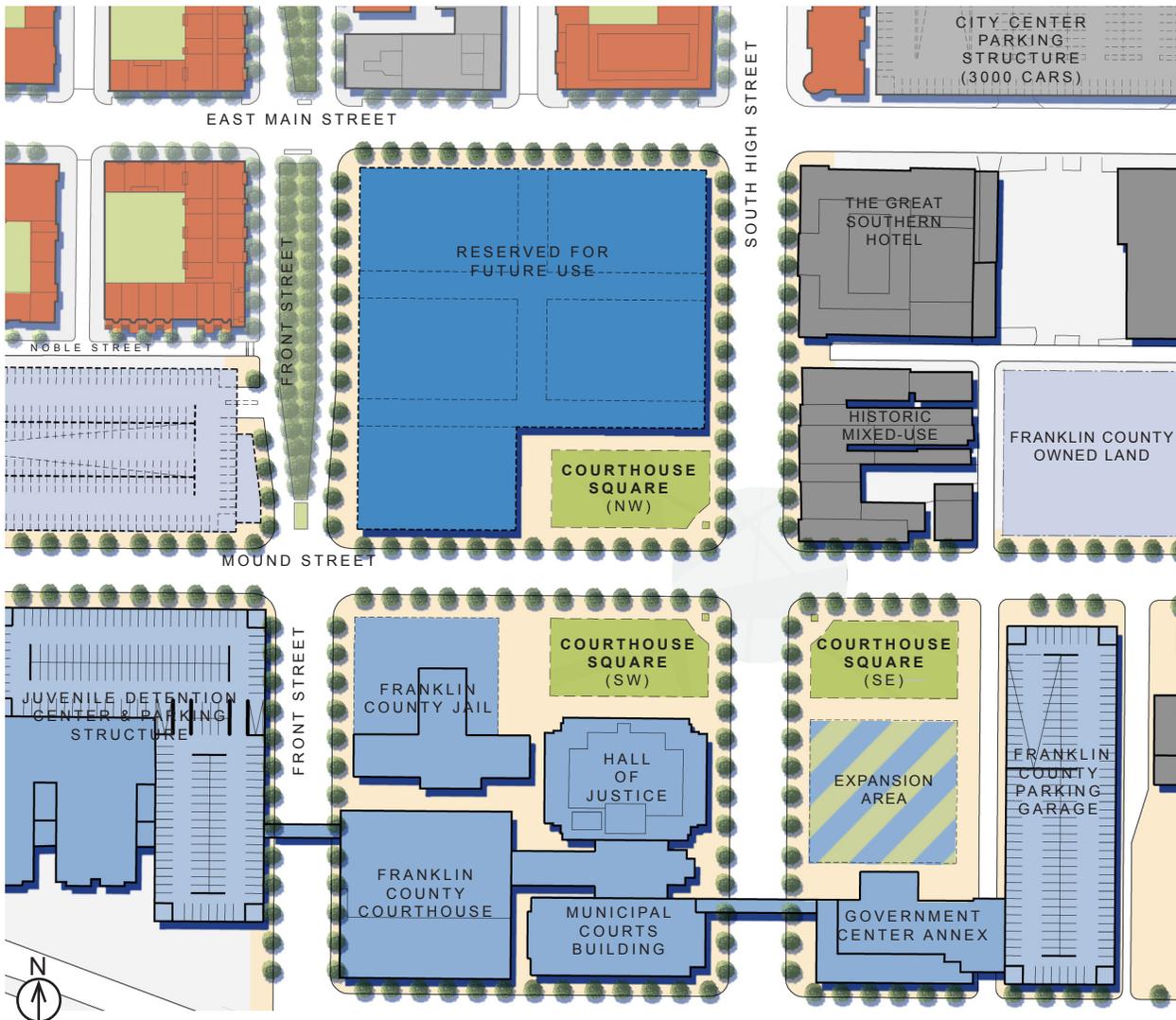
composite plan\_



## Urban Framework: Goals

### The Franklin County Government Center & Courthouse Square

The following goals were developed to create a civic space that improves the public realm, makes county services more accessible, contributes to the urban fabric of downtown, and ties into existing redevelopment plans for the area.



- A** Develop Courthouse Square as the County Seat Franklin County citizens deserve.
- B** The Building should be sited with it's primary facade to High Street. Secondary, yet significant entrances are encouraged along all sides of the building. Easy access is encouraged as security allows.
- C** Provide a main concourse, a meaningful connection between the future Franklin County Courthouse and the Existing Franklin County Government Center.
- D** Develop a common materiality throughout all exterior spaces and streetscapes, high quality and appropriate to the civic character of the Franklin County Government Center.
- E** Realization of the RiverSouth median at the Front Street address of the future Franklin County Court-house (by others).
- F** Provide a wayfinding system, a complete and thoughtful system for all users.

**The Building:** A proper orientation to its contextual urban surroundings is encouraged, although as is true with civic buildings, the courthouse represents an opportunity to break from the “built to the right-of-way” urban facade. Great public spaces often have edges and boundaries that are defined by other structures. With that in mind, the new courthouse should participate in the physical enclosure of Courthouse Square and contribute to its sense of scale. The new structure may open the urban envelope as a celebration of civic presence and pride. Its relationship to Courthouse Square should be both integral as a design statement yet respectful and welcoming to visitors of the county seat.

**A “Concourse”** to serve as primary connection between all facilities located within the Franklin County Government Center is a much needed unifier. In designing the new courthouse, the County should take into account the existing interrelationships within the Franklin County Complex and improve the ability of users to navigate efficiently between different buildings. The connection should provide an easily accessible, resourceful, and meaningful link for all who visit. The Concourse will function as a new interior organizing element that will run along a north/south spine to clearly tie together all the main buildings within the existing Franklin County Complex and the new courthouse. This will provide a clear and direct connection and ease wayfinding and security issues.

**Common Materiality** is encouraged throughout the exterior spaces and streetscapes of The Franklin County Government Center. Much like the Concourse concept, this materiality should aid visitors and users alike as they traverse from facility to facility. By using common materials, the connections between buildings and uses will be readily apparent. This will further improve wayfinding and the quality of the urban envelope. This materiality should be of a high quality and of appropriate civic character.

**Wayfinding**, one of the largest shortfalls in the current Franklin County Government Center, is a critical goal of this master plan. A properly designed wayfinding system consists of urban design elements that function at several different levels. The overall streetscape design sets the tone for the connections inside and outside of the complex. The creation of Courthouse Square creates a destination point, announcing to users that they have arrived at the Franklin County Government Center. The use of common materials throughout the streetscape plan is encouraged to provide visual cues that define the newly redeveloped district. An elegant wayfinding and environmental signage system will help with this definition by addressing signage at the district, vehicular, pedestrian and building scale.

### Sign Types

- **Regulatory:** Signs which reflect local codes; life safety and warning signs; speed limit and parking signs.
- **Directional:** Signs which guide drivers and pedestrians to specific destinations.
- **Identification:** Signs which identify districts, streets, entries, stores, and public facilities.
- **Information:** Maps, directories, symbols.
- **Interpretive:** Signs and related elements which provide educational information and/or descriptions related to historic and cultural sites.
- **Ornamental:** Banners, murals.

Source: Wayfinding Principles & Practice, David Raphael ASLA

**The RiverSouth Median**, part of the RiverSouth Master Plan, located within a widened Front Street R.O.W., will provide an exceptional civic link between the new courthouse, proposed residential development, and the myriad uses that surround the neighborhood. The median, which is part of the RiverSouth Master Plan, and not a county plan, is nevertheless a significant enhancement in the redevelopment of the Franklin County Government Center. The over-sized median, on-scale with Garfield Place in Cincinnati shall prove to be the placemaker in RiverSouth and provide a linkage into the redeveloped county complex.



2006 Columbus Downtown Development Corporation/Nationwide Realty Investors Concept Plan



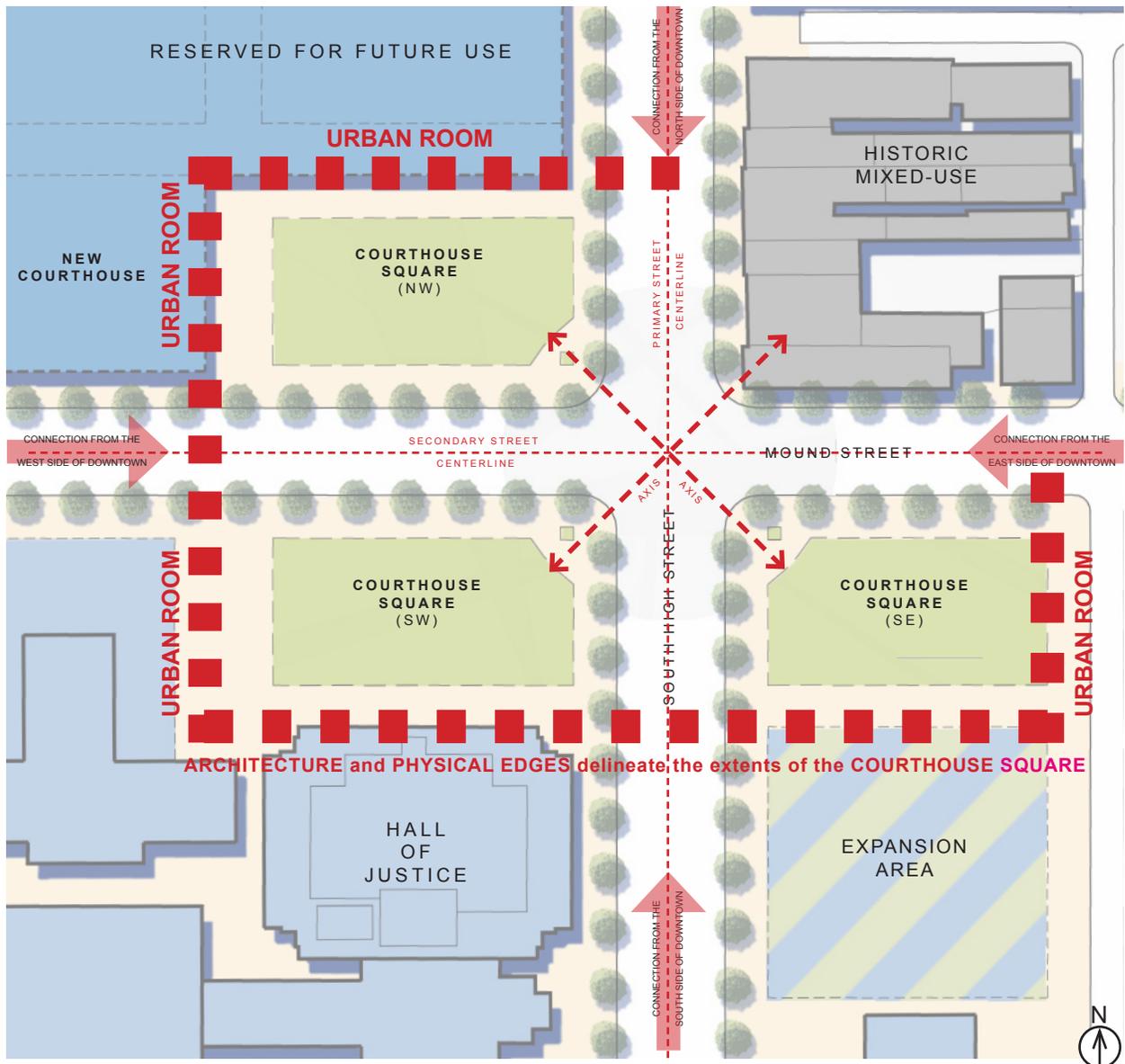
**Open Space Objective:** Courthouse Square represents an opportunity to reinforce the civic presence of the Franklin County Government Center with an open space that provides a true sense of place and defines public space within the redeveloped district. This iconic open space will also serve as a gateway to southern downtown and enhance the High Street streetscape by framing three of the corners of the Mound Street intersection. In designing Courthouse Square, care will have to be taken to respond to the urban surroundings, most importantly the architecture and siting of the new courthouse. While the three spaces are separate, they should be designed holistically and a common materiality and design should tie them to each other and the existing public places and urban envelope around Courthouse Square. This will require not only a common design, but also careful consideration of particular site constraints such as the grade change that will need to be properly addressed to allow the spaces to flow cleanly together. Courthouse Square will be the primary public open space, but other secondary spaces will tie the surrounding area and future redevelopment into Courthouse Square. This could include a redesigned or repurposed Dorrian Commons, but the secondary spaces will be created primarily through properly landscaped doorway courtyards and other exterior building treatments. Streetscape improvements should be integrated into the Courthouse Square design and should connect to surrounding neighborhoods and districts. The open space guidelines for Courthouse Square are explained on the following pages.

## **THE PUBLIC REALM**

Courthouse Square, located at the corner of Mound Street and High Street, will provide a proper civic address for the county seat and the new Franklin County Courthouse. The new Courthouse Square should be as recognizable and significant as Columbus' other prominent government centers — Columbus City Hall, the Ohio Judicial Center and the Ohio Statehouse.

A modern expression of a traditional square, this three-sided asymmetric public space can provide a proper base for the new courthouse, a respectful public space for the social life that will inevitably occur here, and of equal importance, provide an important southern gateway into Downtown Columbus. Occupied by later 19th century historic buildings, its fourth corner can provide a visual and historic abstraction of the original idea of a courthouse square as the currently renovated structures reside prominently over the contemporary public space.

To be planned and designed simultaneously, the square should be composed of three coherent and equally important corners. It should be a place of dignity, pride, and should provide a meaningful connection to history. Courthouse square should evoke a sense of formality through massing, materials, and its response to the architecture it will support.



### Open Space Guidelines

- Courthouse Square should interact and take design cues from new and existing buildings.
- Courthouse Square should provide a southern gateway to downtown Columbus and feature public art and other iconic features.
- Courthouse Square should improve connections and wayfinding between and within the Franklin County Government Complex and existing neighborhoods and districts.
- The design should be cohesive in nature to tie together all four corners of the site.
- Provide a high quality and common materiality within the entire site.
- Landscape design and site security should be integrated to provide a seamless interaction between the streetscape and buildings.
- The design should consider sustainable design in integrating with the architecture of the new Franklin County Courthouse.

## Open Space Objectives



*Open space should respond to surrounding buildings*



*Organize trees, lighting, and benches to create outdoor rooms*



*Public art and plazas can be used to engage buildings*



*District materiality can be highlighted with primary open spaces*



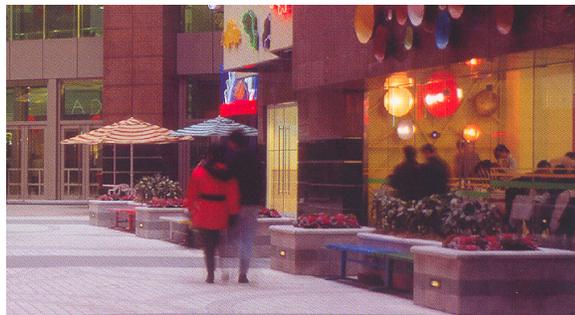
*Integrated site furnishings and elevation change can enhance plaza spaces*



*Elegant use of level changes to handle topography*



*Define spaces using both greenspace and hardscape areas*



*Plaza space should embrace the facade of buildings*

## Streets & Sidewalks Objectives

The pedestrian quality of the streetscape is dictated by the design, quality, and appearance of the streets and sidewalks. On the whole, the streetscape design should endeavor to honor the pedestrian scale. Streets should be designed to handle needed traffic flows, but traffic calming measures should be instituted to slow speeds, improve pedestrian safety and enhance the walkability of the area. The idea of “complete streets” that allow all modes of transportation (automobiles, street cars, pedestrians, bicyclists, etc.) to use the roadway safely should govern overall design. Quality street furniture and landscape elements should frame the sidewalk to provide a comfortable walking environment and buffer pedestrians from automobile traffic. All buildings should embrace both the street and the pedestrian with transparent facades that have prominent and inviting entryways, open storefronts and windows that face the sidewalk.



*Street trees, furniture, and differentiated materials enhance the streetscape and the pedestrian experience.*



*Site furnishings can be creative in design to create a distinct feel within a district.*

## Civic Art Objectives

Works of public art, representing beauty, grandeur, and harmony, have contributed to the built environment for centuries. This tradition contributes to the amenity, visual texture, and cultural character of the city.

The development of the new Franklin County Courthouse and Courthouse Square should include works of public art in the design of the project through the integration of art and artists in the planning and construction process. Elements of architectural ornament can be considered public art as they achieve a common goal. The design of the public art is not restricted in style, but it should respond to the context of the built environment and be considered in conjunction with the architectural design of the new courthouse.



*An example of contemporary public art*



*An example of classical public art*



*Security and landscape elements should be integrated into one common design*



*Seating areas double as barriers to automobiles*

## **Security Objectives**

The exterior security of the new courthouse should be designed to meet the necessary safety and security objectives while still embracing the human scale and responding to the urban context of the site. This can be achieved by utilizing site integrated security design that uses various physical elements to both provide security and enhance the public realm.

This includes passive barriers, such as bollards, berms, planters, sculptures, benches, water features, and active barriers such as hydraulic barriers and gates. These hydraulic barriers will be required to meet the appropriate K-level standard as defined by the U.S. Department of State that measures the effectiveness of hydraulic barriers and gates at stopping vehicles traveling at a particular speed. Given the constraints of the Franklin County Government Center, the ability of a vehicle to reach a high speed will be limited. The site will also require video surveillance in the form of CCTV locations, but these should be installed in such a way as to fit into the overall architectural and landscape design plan.

Landscaping on the site could be designed to contribute to the security of the new courthouse and serve to soften the effect of the necessary security measures. Obvious physical elements such as bollards and planters can be used to define spaces and control access. However, other elements such as trees, sculptures, water features, benches also can serve this purpose and be utilized in such a way that they are additive to the security of the site while primarily serving to enhance the streetscape and pedestrian environment.

To meet security requirements, the landscape plan will need to meet aspects of Crime Prevention Through Environmental Design. This includes providing easy sight lines in and out of the site, adequate lighting of perimeter and

interior pedestrian circulation, parking facilities, and doorways, and clear wayfinding. With this in mind, landscape plantings and trees will have to be sized to allow for clear views in and out of the site and to eliminate possible hiding places.

Overall, the landscape design should not be compromised by security objectives. Instead, the landscape plan should be planned in conjunction with site security needs and be fully integrated into the overall design. The end result will be a safe and attractive site that meets a multiplicity of security and urban design goals.

### **Sustainable Design Objectives**

Designing for environmental sustainability is an important goal in modern construction and very much the responsibility of a civic institution such as the new Franklin County Courthouse and its new urban environs. A wide range of techniques in the categories of sustainable site design, water efficiency, energy and atmosphere, materials and resources, and innovation during the design process are available. The new county courthouse will follow the U.S. Green Building Council's LEED standards to ensure that this objective is met.





*Wayfinding should be designed for both the pedestrian and automobile scale.*



*Streetcars are being proposed for High Street*



*Streetscape design should minimize pedestrian and vehicle conflicts.*

## ***The Challenges of Transportation***

### **Automobile Access and Parking**

One of the advantages of the urban site for the new courthouse is the central location that makes it easily accessible to the public. However, the influx of automobiles and the impacts of traffic and vehicle storage create certain challenges. Roadways need to be designed to handle traffic flows, but should be mitigated to ensure that the complex is as pedestrian-friendly as possible. Managing automobile traffic will require a clear wayfinding signage system and clearly marked and well located parking facilities.

### **Public Transportation Access**

High Street is one of the major public transportation thoroughfares in Columbus. Currently, numerous buses serve this end of downtown but no one stop is properly delineated or sited to clearly serve the site. Bus service could be improved if there were a series of well-defined stops that are integrated with the new streetscape. This will provide better access to public transportation and will enhance the safety and quality of bus service. As plans for the proposed streetcar line progress, some bus service may be replaced. A dedicated streetcar stop at the new courthouse will provide better service to the complex and further enhance the streetscape.

### **Pedestrian/Vehicle Conflicts**

Given the amount of traffic at the Franklin County Government Complex, conflicts between pedestrians and vehicle conflicts are inevitable. To a certain degree this is solved by the pedestrian walkways that allow for workers and users to go between buildings without touching the street. However, in order to create a vibrant urban setting and revitalize this portion of High Street, effort needs to be made to improve the pedestrian environment. This can be done by calming traffic and installing quality streetscape design elements.

### Emergency Vehicle Access

The new courthouse complex must also provide access for emergency vehicles. There should be a dedicated space for staging these vehicles and prioritizing access. Ambulances should be able to enter the facility through a sally port.

### Media and Crowd Control

Appropriate measures must also be taken to provide designated space for media trucks and demonstrators. The location for trucks should be done in such a way as to provide access without damaging the landscape design or taking away from the aesthetics of the of the courthouse site. Space for demonstrators should be controlled so that the safety of demonstrators and courthouse employees and visitors are not compromised.

### Existing Architecture

Existing architecture in the study area is typified by blank facades, unclear entrances and barriers to entry. This inhuman character makes the area unfriendly to pedestrians and complicates way-finding. Entrances for existing buildings should be enhanced to echo urban design principles and the character of the new courthouse.



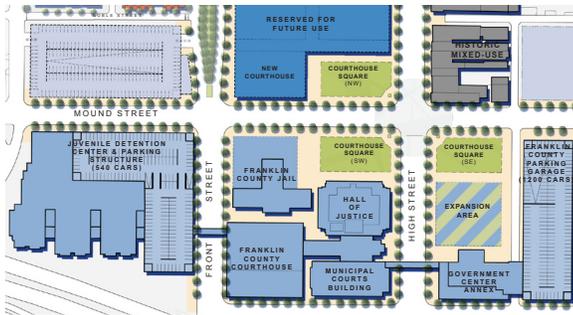
*Designated areas for media need to be considered in the design of the new courthouse*



*Media trucks must also be accommodated*



*Existing architecture does not embrace the streetscape*



*Courthouse Square plan detail*

## **Recommendation One**

### **Site Scaled Master Plan**

Beyond this Facilities Master Plan, and to ensure the level of timeless quality requested by the county in terms of both place and materials, it is recommended that the entire Franklin County Government Center be reconceived of as a comprehensive Site Scaled Master Plan. The development of such a plan places the elements discussed in this report section, such as open space, streetscape character, and wayfinding at the forefront.

While the current planning assignment of a new courthouse may place emphasis on the new building site, it should be noted that the intent of the defined Courthouse Square places equal importance on each of the four corners which comprise this important civic space. Courthouse Square, and its four corners lie at the new heart of the county seat; this dynamic civic space should be considered and designed as primary part of an integrated whole, bringing together the essential elements and program of a metropolitan and civic district. The northeast corner, though out of the control of the county, plays an important part in the historic role of this civic space. The three remaining corners of the intersection should be reflective and supportive of one another. Just as the district operates as unified, but individual pieces of a greater civic whole, the four corners of Courthouse Square shall successfully exist as a single, yet dynamic open space expression.

## Recommendation Two

### Land Swap/Private Parking Structure

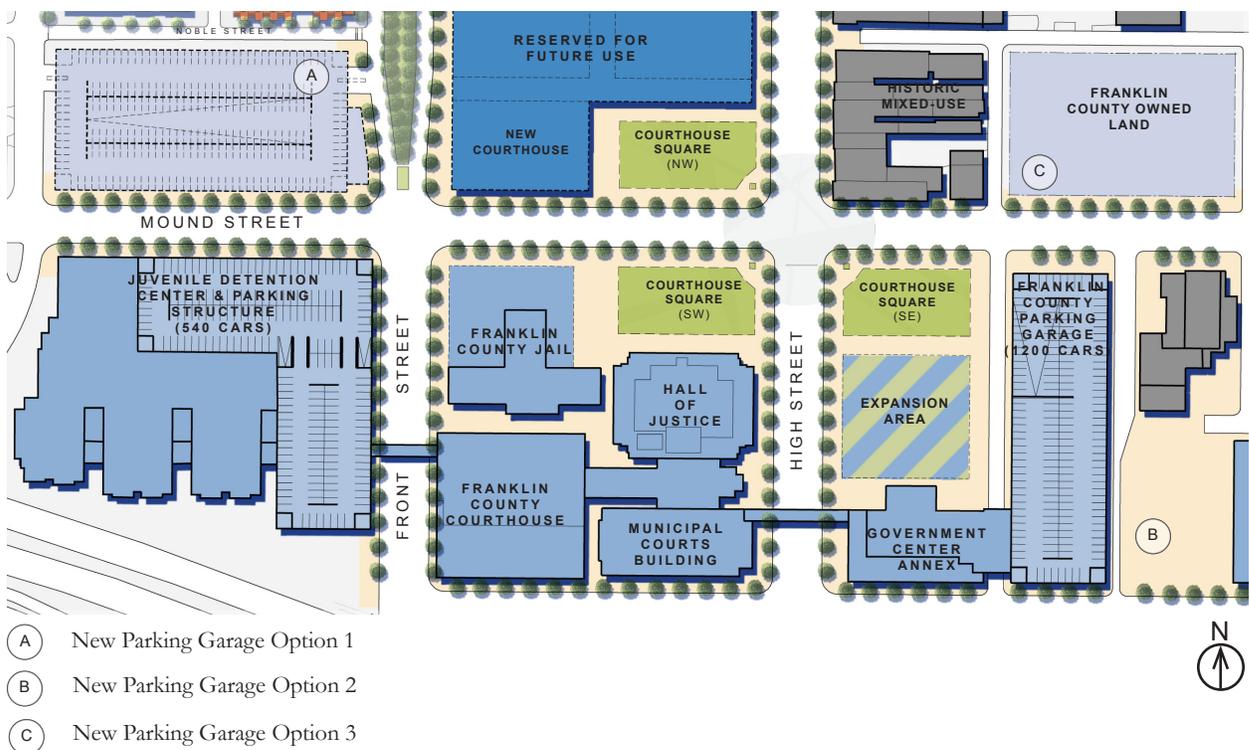
In order to replace the approximately 480 surface parking spaces that are being lost as a part of the development of the new courthouse site, a new garage will need to be constructed. While there are ample parking facilities in the area, including the 4,631 space City Center garage, the 1,200 space Franklin County Parking Garage, the 540 space Juvenile Detention Garage, and other nearby surface parking lots and on-street parking that could be used to fulfill the hourly parking needs of visitors, there may be a need to add garage space as redevelopment occurs in the area. There is also a significant backlog of County employees desiring monthly parking spaces in the County garages.

There are several options for siting a new garage. The most attractive site is located west of the courthouse expansion site at Mound and Front streets (see diagram below). While the County does not own this property, acquiring it could be accomplished by a land swap using the open land

across from the existing Franklin County Garage. A parking garage in this location would achieve two urban design goals. First, it would replace inefficient surface parking with structured parking. Second, it would allow for the redevelopment of a poorly programmed and underutilized open space into a higher and better use. Both outcomes would better fit the urban character of the Franklin County Government Center.

Another potential garage location is in the parking lot east of the current Franklin County Parking Garage on Fulton Street. This would require a shared parking arrangement with the church, but the uses are fairly compatible for such a scenario. The final option would be to locate a garage across from the Franklin County Garage in the vacant lot on Mound Street. This is not preferable, however, given the site's potential for redevelopment. However, before going forward with any new parking facility, the County should coordinate with the City's parking study that is currently underway.

### New Parking Garage Location Options



### **Recommendation Three**

#### **Reuse of Dorrian Commons**

With the construction of Courthouse Square, Dorrian Commons will need to be redesigned and will likely be used primarily as a secondary green space. This renovated landscape could be designed to tie into the Courthouse Square and become an asset to the Franklin County Government Center, or the site could be considered as a potential building site for needed expansion in the future.



*Currently Dorrian Commons is a relatively underutilized space*

# GOVERNMENT CENTER





# GOVERNMENT CENTER

## INTRODUCTION

This Master Plan provides concepts and principals to guide the expansion and evolution of the Franklin County Government Center over the next 20 years. It provides a road map for development in the near future and guidelines for development in generations to come.

As other entities in Columbus create their own plan for downtown development, the county must be proactive in their initiatives to direct the future of the environs that surround their campus. Franklin County Government Center is a nexus of activity and in that vital role, street access, parking opportunities and visioning for future building sites should be anticipated. Through visioning, the county will avoid a reactionary stance and instead, encourage other urban stakeholders to accommodate the county's needs as the area is developed.

Development ideas presented in this Master Plan should be reviewed periodically over the next 10 to 15 to 20 years and adjusted as required. Not all ideas presented here have been adopted by the County.

## ORGANIZATION OF FUNCTIONS AND SPACE

As the Franklin County Government Center expands, the challenge of efficiently organizing functions and space increases. The diverse combination of tenants, user groups and security requirements housed in eight different buildings demands that space be ordered in a logical manner. This order will simplify circulation and way-finding on the expanding campus and it will assist in clarifying security zones.

Long term planning strategies should be adopted to facilitate orderly ongoing growth. While a detailed road map for growth could be outlined today, experience tells us that tomorrow details may change and growth patterns may be different. Therefore, this Master Plan outlines long term planning strategies that should be the guiding principles for the review of the Master Plan as the complex evolves.

### **Long Term Planning Strategies**

- Unify uses serving like user groups
- Group uses according to security threats and needs
- Ease public way-finding
- Avoid circulation confrontation between staff and public
- Allow 20 year departmental growth with new locations
- Reduce number of public entries and security checkpoints
- Move departments with high volume of public traffic closer to public entries

By unifying functions that serve like user groups, the security zones will fall into logical order. For example, visitors come to Government Center for many reasons, some as simple as paying a bill, others much more time consuming such as being involved in a court case. An easy in/out arrangement for bill paying should not require the same security access needed to participate in a court hearing.

A security assessment of the complex was a major component of this Master Plan. A separate report prepared by Aggleton & Associates Security Consulting was provided to the County, outlining planning methodology and security guidelines. Strategies put forth in that report, such as grouping users with similar security requirement together, separating groups where potential conflicts could occur, reducing the number of entry points and consolidating the security operation, have been incorporated into the ideas provided here. Space within Government Center can be divided into several categories, each with its own security and adjacency requirements. The groupings outlined below do not necessarily follow the County's organizational reporting structure, but rather these groupings are organized according to user groups being served, security requirements and necessary physical adjacencies.

### **Public Circulation & Event Space**

- Points of entry to the building
- Security checkpoints
- Public lobbies
- Auditorium

### **County Offices**

- Commissioners\*
  - Data Center
  - Purchasing
  - Human Resources
  - PFM
- Auditor\*
- Treasurer\*
- Recorder\*
- County Engineer\*
- Job & Family Services
- Child Support Enforcement Agency
- Children's Services

### **Attorney/Support Functions**

- Prosecuting Attorney\*
- Public Defender
- Probation (Adult and Juvenile)
- Law Library

### **General Division – Court of Common Pleas**

- Judges\*
- Administration
- Courtroom sets
- Hearing Rooms & Magistrates
- Clerk\*
- Jury Commission

\* *Elected Officials*

### **Domestic & Juvenile Division – Court of Common Pleas**

- Judges\*
- Administration
- Courtroom sets
- Hearing Rooms & Magistrates
- Clerk

### **Probate Division – Court of Common Pleas**

- Judges\*
- Administration
- Courtroom sets
- Hearing Rooms & Magistrates
- Clerk

### **10th District Court of Appeals**

- Judges\*
- Administration
- Courtroom sets
- Clerk

### **Jail Facilities**

- Sheriff\*
- Adult
- Juvenile

### **Parking**

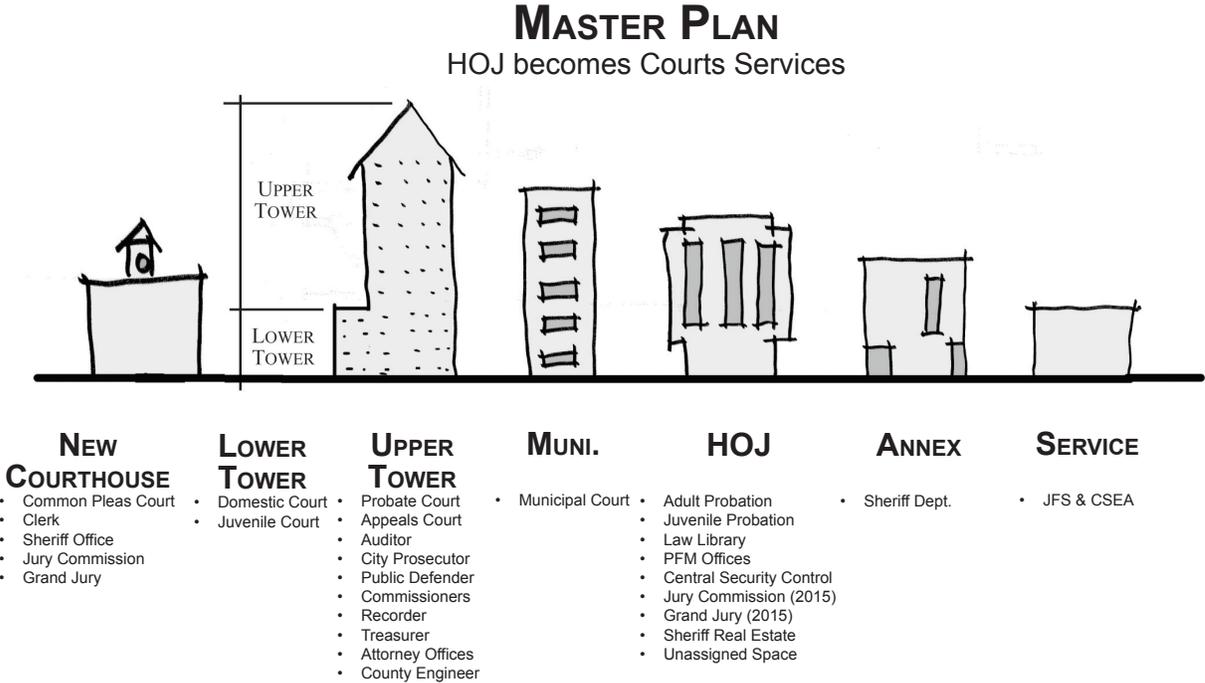
- Restricted access
- Employee
- Public

### **Building/Employee Services**

- Food Service
- Wellness Center
- Loading Dock
- Security
- PFM Shops
- Mechanical/Electrical Space

The organization of space within the current complex has evolved over time. Often, functions have expanded into available space, as opposed to being a part of wholesale reorganization that relocates functions in logical order. This evolution has created an ambiguous and complicated circulation network which is extremely confusing to many users, particularly those who are unfamiliar with the facility. Now, with eight buildings that must interconnect, the complex must rely on logical pathways for circulation. The time has come to reorder the functions in the Franklin County Government Center.

Given the categories of space outlined on the previous page, the County should reorder functions in the county buildings over a period of time. Consideration should be given to renaming the buildings to further clarify functions. The following diagram shows the new organization of space proposed by the master plan. The planning strategy hinges upon the decision to use the existing HOJ as a courts service building. This building's central location between the existing courts within the courthouse tower, the municipal building, and the new Common Pleas courthouse, allows it to serve as a hinge connecting the courts together. The HOJ will house functions that support all courts and these functions will benefit from being equally accessible from all.



**The New Courthouse**, currently in design, will house the General Division of the Court of Common Pleas. This will include courtrooms and hearing rooms, Judges, Magistrates, staff, the General Division of the Clerk of Court, the Jury Commission and the Grand Jury. This new building begins the opportunity to reorganize the entire complex.

**The Hall of Justice** will essentially be emptied when the new Courthouse comes on line. Its location is central to the complex and a logical point of entry for employees and the public. This building can be considered the pivot point or hinge for the entire complex. This Master Plan proposes that the HOJ is no longer used for courtroom sets (and thus needs a new name), instead it should house functions that support court operations and serve attorneys located in several buildings. Tenants would include the Law Library, Adult and Juvenile Probation, Central Security Control, Public Facilities

Management (PFM) offices and a possible Employee Wellness Center, as these groups would support multiple other agencies and would benefit from the central location.

Consideration should be given to creating an easy in/out service desk on the first floor of the HOJ to handle public payments to offices such as the Treasurer, Auditor, Recorder and Probate marriage licensing. This satellite cashier offers an opportunity to consolidate like functions; a potential cost savings to the County and simplifying service for the public.

**The Lower Tower** at 373 South High Street currently houses the Domestic and Juvenile division of the Court of Common Pleas. This division is in desperate need of expansion space, including courtroom sets and support space. One benefit of keeping the Domestic & Juvenile Court in its existing location is the existing pathway for the secure transport of detainees between the Juvenile Detention Center and the Courtrooms. Some existing functions in the lower tower, such as the PFM offices and the Auditorium can be moved out. A mezzanine can be added between the second and third level which would provide expansion for the Domestic and Juvenile Court, thereby allocating the entire lower Floors 2 through 6 to this division of the Court of Common Pleas.



*Separate Entrances for Upper & Lower Tower Uses*

The existing configuration of elevators in the Tower separates access to the upper and lower floors. This separate elevator bank will assist with clear organization and identity for the Domestic and Juvenile Court. The court clerk and other support functions would occupy the entire lower level and a mezzanine south of the elevators. General building circulation would no longer pass through this area.

The first floor elevator lobby serving the lower tower can be reoriented, so that it is accessed from the south, directly off of what will be Domestic & Juvenile support space.

In turn, all first floor traffic accessing the upper tower elevators will be routed down the north corridor. The net result will be straight paths of circulation and clear points of entry for major tenants.

**The Upper Tower** at 373 South High Street currently houses the County Commissioners, the Auditor, the Treasurer, the Recorder, the County Engineer, the Data Center, the County's Human Resource and Purchasing Departments, the Prosecuting Attorney, the Public Defender, Adult Probation, the Probate Division of the Court of Common Pleas, and the 12th District Court of Appeals, as well as a myriad of other smaller groups. The Adult Probation Department would be moved out of the Upper Tower to allow for necessary growth of other tenants.

Removing Adult Probation from the upper tower and moving them into the HOJ will mean probationers will circulate on the HOJ elevator bank, removing them from the elevators used by the Prosecuting Attorney, and thereby avoiding possible confrontations. This relocation will also provide more space for Adult Probation, allowing them to consolidate their entire operation which currently occupies some space in the Municipal Court Building.

**The Annex** located across High Street will continue to house the majority of the Sheriff's Department. This location is beneficial for certain functions that are not directly involved with the Court's day-to-day operation. Since the Annex site is centrally located and offers potential for expansion, in twenty years time, the County might consider expanding or replacing this building. Eventually this could provide growth opportunities for current tenants of the adjacent Service Building.

**The Service Building** at 80 East Fulton Street currently houses the County's Child Support Enforcement Agency and administrative offices for Franklin County Job & Family Services. The adjacency of these two groups is important and growth is anticipated for both groups, however it is dependent on population demographics and changes to legislative mandates.

**The Commissioners' Parking Garage** will continue to be a heavily used facility. By re-orienting the entry sequence into Government Center pedestrian traffic from this garage will gravitate north to Mound Street. The addition of elevators at the north end might be considered as an enhancement.

**The Municipal Court Building**, is located on the campus of Franklin County Government Center and is a county building, but is leased by the City of Columbus. There is a great deal of interaction between the County complex and the Municipal Court and therefore direct access from the County complex is recommended. However, the Municipal Building it is not counted as one of the eight county buildings. Currently the County utilizes 29,650 SF of space in this building; which should be vacated over time to allow for renovation and expansion of Municipal Court functions on a floor by floor basis.

**The County Correctional Facility & Juvenile Detention Center** both have secure connections for detainee transport to the court facilities and these will need to be maintained or modified as courtroom locations change. Both facilities have growth issues and both have limited opportunities to expand their physical space. Some modifications may be needed in each facility but the overall footprint of the buildings will not change. A separate study of these facilities is being considered by the County.

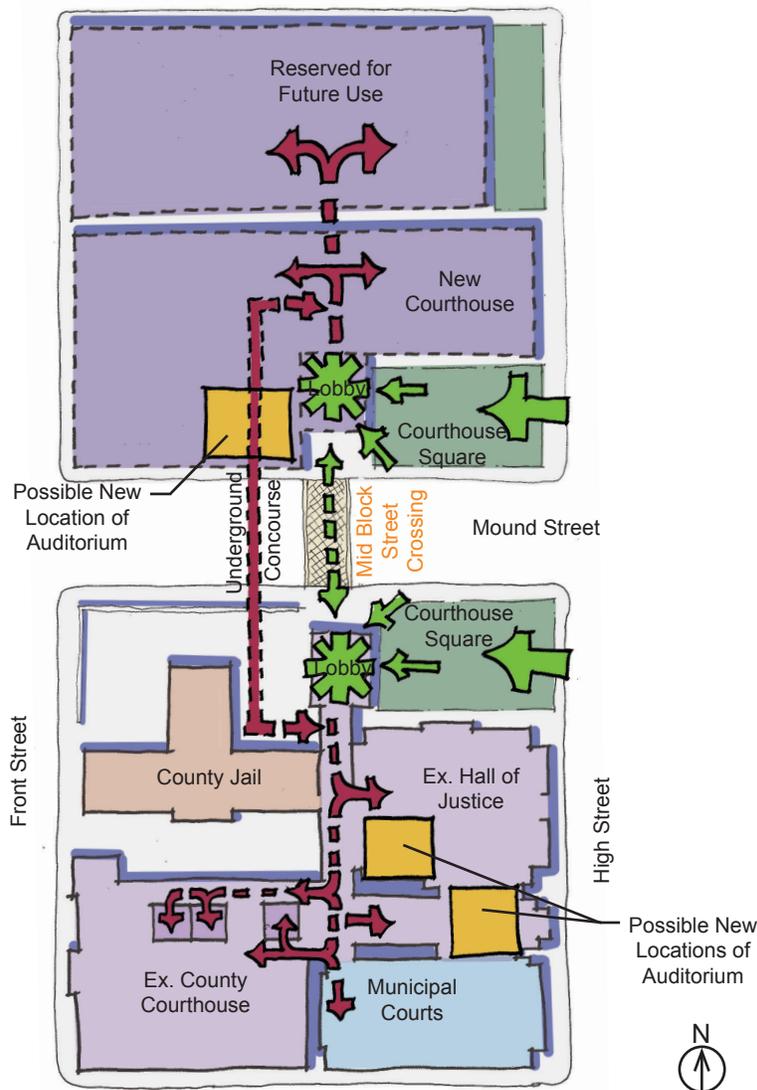


Diagram of Main Concourse Between Existing and New Buildings

## CIRCULATION AND CAMPUS CONNECTIONS

Government Center must be reordered around a **main circulation Concourse**. This new circulation element will create a north/south corridor to tie together the existing Franklin County buildings and the new Courthouse to create a unified complex. By locating the corridor at the nexus of the existing complex, the corridor has the potential to provide a straight connection to link all buildings, and allow an access point into each, opening directly off the new Concourse.

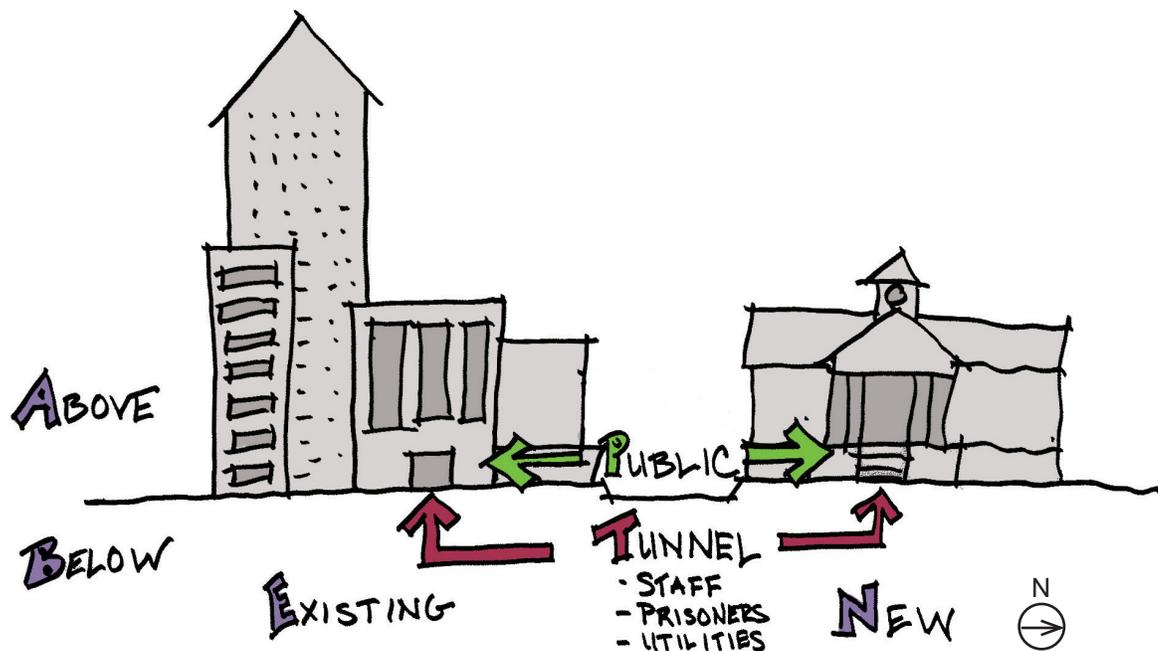
By avoiding offsets or jogs in the Concourse the proposed arrangement seeks to demystify the circulation pattern by providing a visible connection between all the major buildings. Public way-finding is of major importance and this must be integrated early in the design process as massing and organizational patterns are developed to support a straight line concourse connection.

A new public Auditorium should be oriented directly off of public circulation. Several options have been explored and warrant consideration:

- The current South High Street entry lobby will no longer be needed since the new concourse will include entry pavilions on Courthouse Square. In place of the old lobby, the Auditorium could be sandwiched between the HOJ and the Municipal Courts Building, placing it at a central location with easy access for the public.
- Another option is to add an Auditorium to the New Courthouse complex on the other side of Mound Street. The scale and location of this element directly off the new public entry could be a benefit to the overall massing on this block. *(Construction dollars for the Auditorium would need to be allocated separately from the Courthouse budget.)*
- A third consideration is that a second auditorium could be added to the new Courthouse block at a later date.

Different user groups have different needs related to connectivity. Several approaches for crossing Mound Street to connect the new Courthouse with the existing complex have been considered and as a result, the following criteria have been established:

- High Security: Provide a secure and private path for prisoner transfer between the Correctional Facility and the new Courthouse.
- Staff: Provide a secure path for pedestrians between the existing county buildings and the new Courthouse, eliminating the need to leave and re-enter through security checkpoints. This path might be limited to employee use via key-card access, or it could be accessible to the public.
- Utilities & Technology: Provide a separate path to allow utility connections between buildings.
- Public: Provide an accessible and clear path with good way-finding through the entire complex for all users.



Campus Connection: User Groups



conscious of the need to minimize the number of entries and the implications that each entry has on staffing and support.

### RECOMMENDED CONCOURSE DESIGN

After much discussion of the possible connection alternatives, the “At Grade Concourse” has been selected, providing one tunnel under Mound Street with three separate pathways for different users, plus a street-level connection for the public.

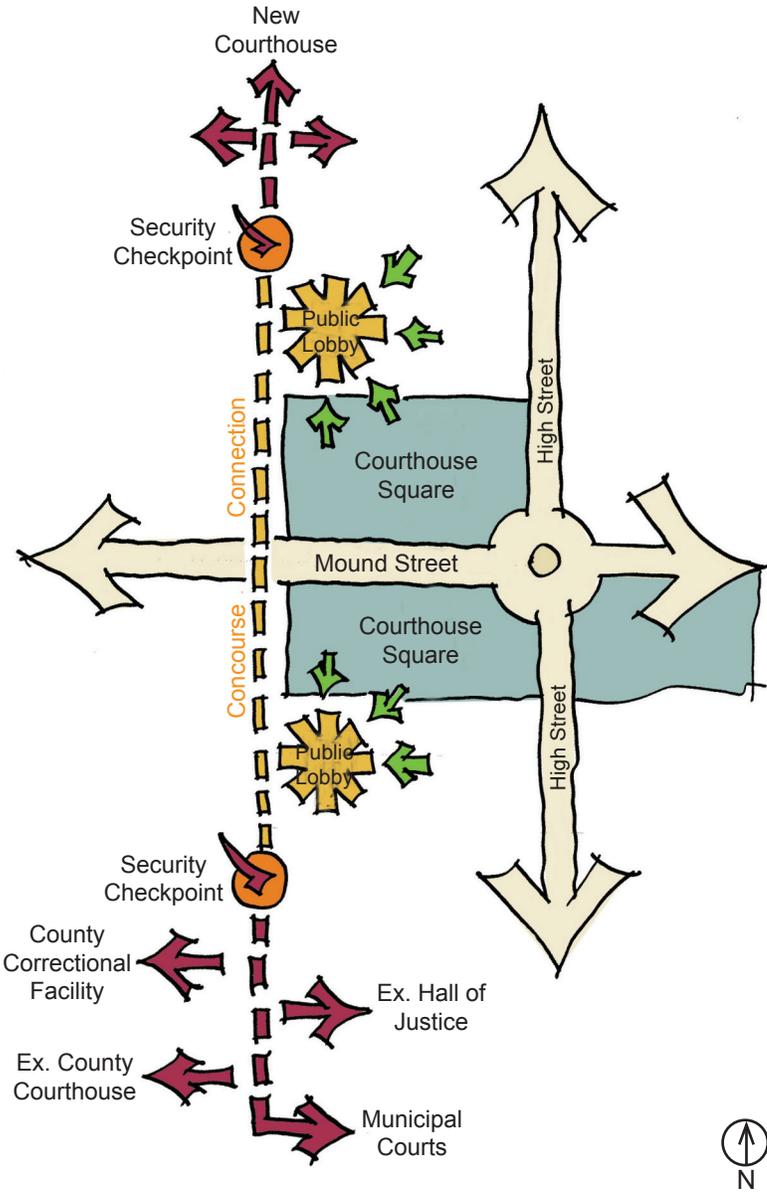
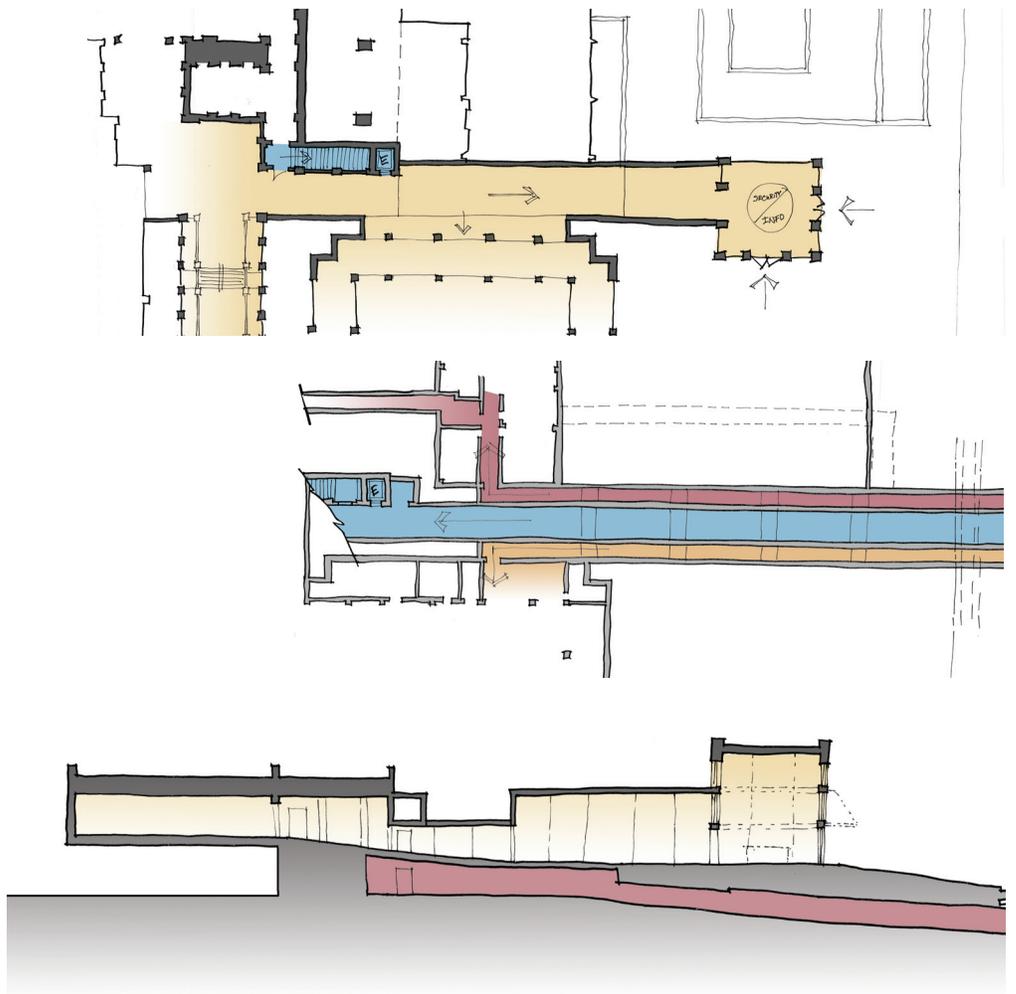


Diagram of the Street Level of Concourse Connection for the Public

This solution includes:

- One tunnel with three separate pathways:
  - One path for prisoner transport – controlled by the Sheriff
  - One path for employee and possibly public circulation.
  - One path for utilities – primary link to the mechanical room in the HOJ.
- A mid-block cross walk on Mound Street bordered by green space to be known as Courthouse Square. This Concourse connection will set the stage for major new points of entry into the buildings. Consideration must be given to how people approach the site: employees and the public will access the building from parking facilities or public transportation drop-offs. Given these locations (possibilities are discussed in the Urban Design section of this report), the creation of two entry pavilions on either side of Mound Street to serve as major public lobbies along the new main Concourse is recommended. Drawing pedestrian traffic through the new Courthouse Square at the intersection of Mound and High Streets will provide a clear and elegant entry sequence for Government Center. Pedestrians will move from parking facilities or bus stops down Mound Street to the mid-block crosswalk and entry pavilions where they will choose to enter on the north pavilion adjacent to the new courthouse or the south pavilion adjacent to the HOJ.

### **Illustration of the Recommended Design Concept**



# UNDERCROFT UNIFICATION

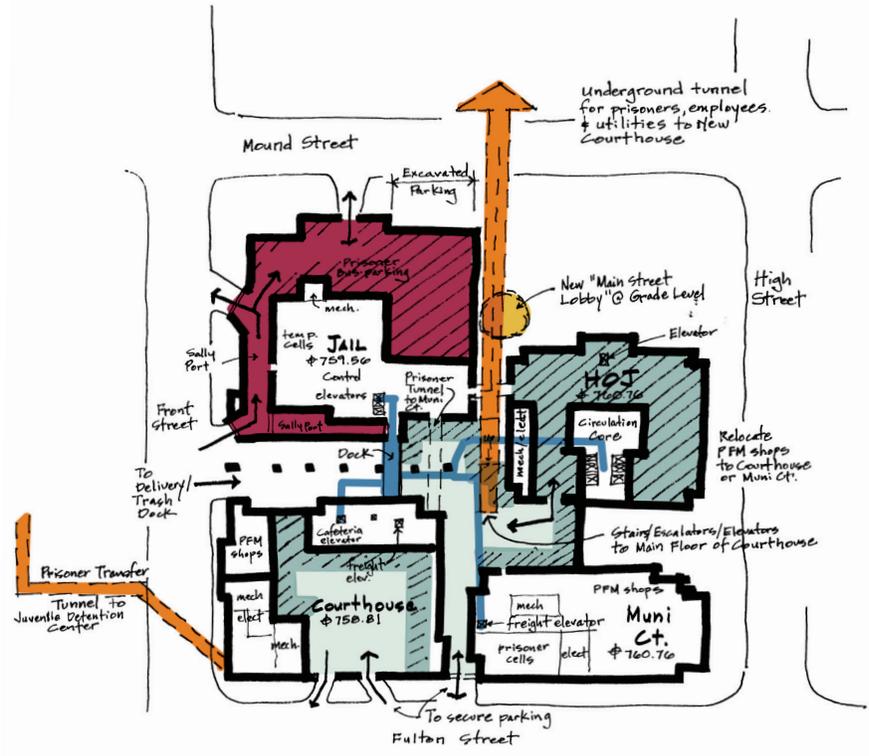


Diagram of the reorganization of the undercroft into a unified base

The basement level under the current County buildings is a world of its own. This level, now referred to as the “undercroft,” should be reorganized into one unified space that serves the complex as a whole. During the evolution of this facility, secure parking, prisoner transfer, support and service spaces have been constructed at various elevations. As a result, delivery vehicles cross paths with cars using restricted-access parking – this compromises security. The current arrangement of four (4) separate basements must be simplified.

Since this existing complex has four fronts and no back door, service operations must occur within the undercroft area. Currently there are multiple loading docks, but one central loading dock to deliver materials and remove trash for the entire block will be a more efficient use of space and more easily monitored. Truck access in and out of the dock area should be improved. This approach would isolate the security threat of delivery vehicles to one area of the undercroft, separating it from restricted-access parking. Restricted-access parking for judges and elected officials must be accommodated in an organized fashion on this lower level, along with convenient access to their secure elevator and the new main concourse.

The movement of prisoners must occur on this lower level within secure pathways. A passage between the Jail and the Municipal Court Building will need to be maintained, and a new tunnel under Mound Street will connect the Jail with the new Courthouse.

Reconfiguration of the sally-port at the Correctional Facility to better meet prisoner transfer needs is recommended. The turning radius of the current west sally-port does not allow convenient access for

the full-size buses that move prisoners to and from the court complex. As a result, they now share a loading dock with delivery vehicles, creating substantial security risk. By angling the sally-port driveway, it will be possible for buses to utilize the west sally-port as originally intended, leaving the south loading dock for deliveries.

The reorganization of the lower level offers the opportunity to add more restricted-access parking adjacent to the jail and to create secure bus parking for the Sheriff. This will eliminate the need to park buses on West Fulton Street.

## **OPPORTUNITIES FOR FUTURE GROWTH AND DEVELOPMENT**

As the population of Franklin County expands, the Franklin County Government Center will need to expand and evolve as well. This Master Plan has focused on a 20 year planning horizon, and naturally the details for growth are sketchier as we look further to the future. However, growth beyond the eight identified buildings must be anticipated.

Opportunities for expansion will certainly exist on the block adjacent to the new Courthouse. It is recommended that the new Courthouse be designed to accept an addition to house additional Common Pleas Courtrooms when the need arises, as well as other future expansion needs.

The existing Courthouse Annex is another potential site where additional office space can be added. Expansion or replacement of the Annex could take advantage of available space in Dorrian commons. Green space within Dorrian Commons can be reduced in favor of a symmetrical plan to create Courthouse Square. This site offers tremendous possibilities, particularly for use by the Sheriff's staff, and/or the County's Job & Family Services and Child Support Enforcement Agency, who benefit from being close to the County courts, but do not need to be housed with them. This space would also be an ideal location for civic functions or retail/economic development that would activate Courthouse Square in the evenings and weekends. It can become the southern gateway to downtown Columbus.

The county also owns property on East Mound Street that could eventually accommodate more office space or a parking structure.

## **OPPORTUNITIES FOR SUSTAINABLE DESIGN**

Sustainable building design supports an increased commitment to environmental stewardship and conservation.

### ***Sustainable Design Strategies***

- To avoid depletion of energy, water, raw materials and other resources.
- To prevent environmental degradation caused by operations throughout the buildings life cycle, including reduced energy usage, thereby reducing CO<sub>2</sub> emissions and assisting with a reduction in global warming.
- To create an accessible, secure, healthy and productive workplace, including better air quality and natural light.

In adherence to County Resolution No. 683-06, the new structures should strive to integrate sustainable design solutions wherever possible. The renovation of the existing buildings will be inherently sustainable, since they will reuse existing structures and many building materials. Additionally, mechanical systems and lighting upgrades to existing structures will provide opportunities to integrate efficient systems.

- Currently, Schooley Caldwell Associates (SCA) is assisting the county with determining the feasibility of installing a decentralized chilled water system. This strategy would replace much of the out-dated and inefficient cooling equipment, and would tie the independent building systems into a common loop to take advantage of load diversity and greatly reduce overall energy usage for producing chilled water for summer cooling of the entire complex. SCA is also investigating the feasibility of funding part or all of this up-grade with the State of Ohio's House Bill 300, Energy Efficient Equipment Replacement Program.
- Modifications to the Hall of Justice might include renovations to the existing curtain wall and better utilization of natural light.
- Throughout Government Center, the use of high quality sustainable materials is encouraged. High quality materials will not only project the appropriate civic image for the County, but they will provide the best long-term investment.

## **RECOMMENDATIONS**

This summary of recommendations is organized into three categories; Immediate Needs, Intermediate Plans and Long-term Plans. A time line for these follows in the Implementation section of this report.

### ***Immediate Needs***

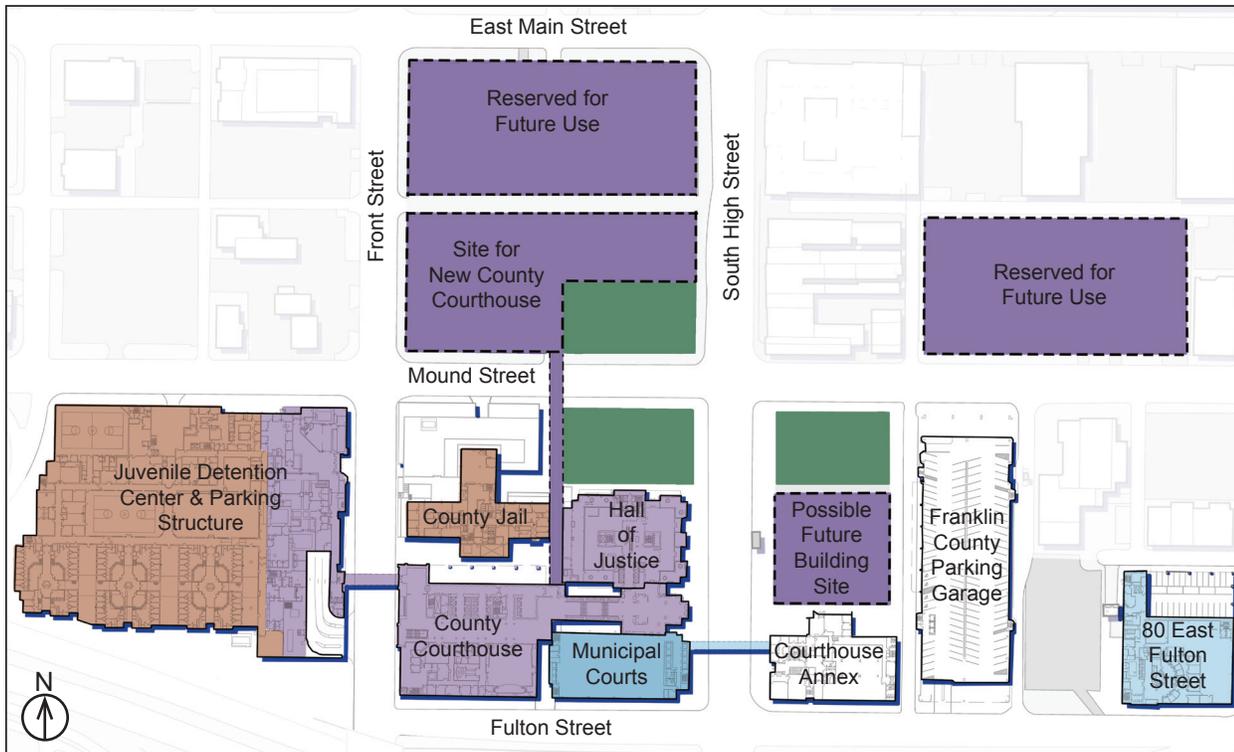
- Establish an iconic identity for the new Franklin County Courthouse.
- Provide a decentralized mechanical loop for the entire complex, including the new Courthouse. This will facilitate the efficient use of new and existing chilled water equipment, thereby reducing electrical energy usage and in turn, reducing CO<sub>2</sub> emissions by thousands of pounds.
- Provide functional connectivity for the entire complex via a main concourse.
- Provide clear organization and wayfinding via a main concourse and new building names.
- Reduce the number of entry points into Government Center to improve wayfinding and security.
- Provide expansion space for Domestic & Juvenile Court.
- Reorder spaces to provide growth areas for tenants who need it.
- The County and the Columbus Downtown Development Commission have a parking study underway. Ideas for private development are discussed in the Urban Design section of this report.

### ***Intermediate Plans***

- Commission a detailed study of the Correctional and Detention facilities. This plan does not recommend expansion of these facilities downtown, however the County will need to anticipate growth at some other location. That growth may facilitate changes to the existing downtown facilities.
- Initial expansion of Common Pleas courtrooms in the new Courthouse can occur by moving the Jury Commission and Grand Jury out of the new Courthouse and back into available space in the HOJ.

### Long-term Plans

- Consider expansion or replacement of the Courthouse Annex, taking advantage of space in Dorrian Commons. This could provide opportunities to improve facilities for the Sheriff's Department, the County's Job & Family Services and Child Support Enforcement Agency.
- Consider expansion of the new Courthouse when additional Common Pleas Courtrooms are required.
- Consider development of the site on East Mound Street as well as the north end of the new Courthouse block for future space as needed



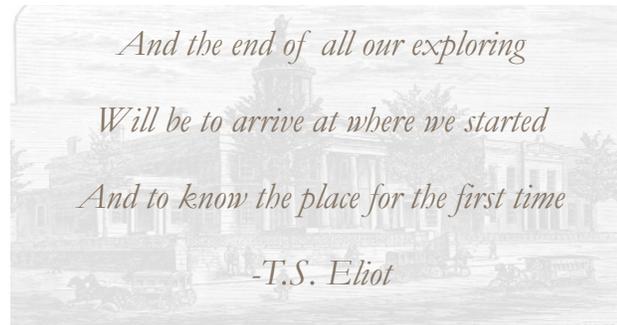
Possible Future Development and Reuse Areas

# THE NEW COURTHOUSE





## THE NEW COURTHOUSE



The county courthouse is often regarded as the most important building in the community. It typically is situated on a central square in the county seat and citizens historically have gone to great expense to make it identifiable to visitors. The residents of Franklin County deserve a county seat of which they can be proud. Columbus holds a unique position as not only the county seat, but also state capital of Ohio. The fact that the county seat sits in close proximity to the center of state government elevates the need for strong civic identity for the county.

In order to understand what is essential to the design and identity of the new Franklin County courthouse, the design team needs to focus on what a courthouse is in the context of the American spirit of democracy. The county courthouse is one of the most common types of governmental architecture in the United States. Every citizen lives in proximity to a courthouse, and the courthouse is, first and foremost, a place for citizens to symbolically connect with their ownership of American democracy and justice. The building type, when done well, is identifiable as a courthouse. Since the basic functions and ideals of this building type have remained consistent for generations, innovation, not invention, is a necessity for the design of a county courthouse.

America's form of democratic government evolved as our forefathers studied previous democratic forms and innovated to devise the most successful democracy in the history of the world. Likewise, the architecture of a successful new courthouse will require the design architect to become an expert in past courthouse architecture. The design team of the new Franklin County Courthouse will be charged with this task by the citizens of Franklin County. This master plan provides guidelines for the new courthouse design team, but is by no means meant to illustrate the final research and analysis required. Both a study of the building type, "the Ohio Courthouse," and a study of the particular site will render a successful modern interpretation of a traditional Ohio courthouse for Franklin County.

The following is a brief outline of the essential architectural design elements that have traditionally been associated with the courthouse building type. These elements are intended to inform the designers of the new courthouse so that the design process will result in a structure appropriate to the site, to the existing complex of county buildings, and to the urban context.

## DESIGN PRINCIPLES FOR THE NEW FRANKLIN COUNTY COURTHOUSE

### **Contemporary Design**

The new courthouse should be contemporary in design. It must satisfy the needs of the modern user and the functions of today's court system. The design should also take advantage of all of today's building technology and incorporate sustainable design in ways that can heighten the quality and create a timeless new courthouse.

### **Traditional Form**

County courthouse design deliberately employed elements of form that gave the courthouse a sense of permanence, stability, authority, formality, dignity, and pride in democratic ideals. Courthouses were envisioned as living illustrations of the way the constitution empowers citizens to determine their own destinies as well as that of the community as a whole. This is one reason why references to the Greek and Roman temples are so often found. Early Americans worked to foster a strong association between classical temples and the American courts. The temples were the homes of the Greek



*The Montgomery County Courthouse in Dayton, Ohio is an example of a reference to the Greek temple.*

and Roman gods who determined the destinies of humans. The American courts stood for the citizens now able to determine their own destinies and that of their society. The popular temples of study were believed to have been built in the earlier democratic phases of these civilizations, allowing for a strong physical connection between our current democratic government and its historical roots and timeless ideals.

Though courthouse design has evolved from those early examples that used the literal temple form, many of the design elements that became a part of courthouse architecture have their roots in this symbolic ideal. Among the elements are: symmetrical massing; monumental presence; public entrances easily visible from a distance; three horizontal building segments (base, middle, top); and materials and craftsmanship of the highest quality and permanence.

A strong sense of verticality, often created by elements such as clock towers and domes, embellished the symbolism created by the traditional form. These vertical elements were generally used to symbolically mark the center, as in the county seat. The clock tower would also become a symbol of the order of the law, by ordering time. Domes, less commonly used, also marked the county seat but also typically symbolized the main public gathering spaces often found in these building. County court-

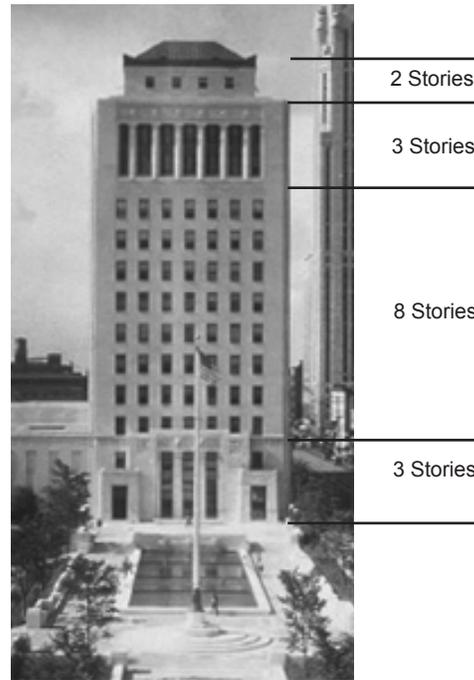


Example of an Ohio Courthouse Clock Tower in Hancock County

houses usually were designed in architectural styles current at the time, and many traditional courthouses were highly ornamented. However, even very simple styles, such as the Greek Revival style, were executed in ways that achieved these defining characteristics. The challenge for the new Franklin County Courthouse is to draw from these traditional and proven principles and apply them to a contemporary design.

### Building Scale and Massing

The courthouse building type is monumental in the real sense of that word, but it does not have to be large to achieve monumentality. Monumentality is achieved because it is scaled to be grand – somewhat more than is actually required for function and everyday human needs. It must have just the right sense of presence and importance while still acknowledging its obligation to exist within an established context. The scale of a successful courthouse must be a human scale, meaning that the building must have large, medium, and small scales of detailing, which help the average passers-by to understand the building by relating it to their experience of scale.



The Ohio Judicial Center in Columbus, Ohio: The passer-by can understand the scale of this monumental building because the facade breaks down into individual windows by which they can determine the height of floors and thus the overall building



Details and materials of the Hancock County Courthouse

### Appropriate Materials

The new courthouse must employ permanent and elegant materials and craftsmanship if it is to communicate successfully its importance in both the physical cityscape and the daily activities that will occur within its walls. There must be a feeling that the construction was executed by workers who took pride in their craft. There must be a sense that the materials will last forever. The material selection must be practical in maintainability.

### Careful Detailing

Whether the new courthouse employs abundant ornamentation or is executed in a more sparse design, its interior and exterior details must stand up well to scrutiny when viewed both from a distance as well as up close.

## **Interior Layout**

An Ohio county courthouse is primarily a house of the people, and secondly a hall of justice. Although the courtrooms are very important, the main public gathering space is traditionally the “house” where citizens assemble. Federal or state courthouses have counterpart buildings, which house the other branches of government and thus, those courthouses can embody more specific expressions of justice. The county courthouse typically houses county offices as well as court functions, and it has historically come to stand for the totality of democracy. Still, an important issue will be delineation of the courtroom spaces, locating them and architecturally “marking” them as significant spaces within the building by giving them a generous volume and form. These same expressions may also be articulated on the building’s exterior as a visual means of identifying the court’s important function. All public spaces, corridors, and doorways should have a clear monumentality that invites the public to enter. Doorways off of public areas to spaces of restricted access should be minimized in form so as not to encourage or confuse the public. Clear distinctions in form and decoration should intuitively guide the public through public areas and keep them out of private ones.

## **Art & Architecture**

The integration of art and architecture is an essential component in the design of successful public buildings. Public art reinforces the citizens’ ownership of a building and encourages active engagement by visitors with their surrounding. Such art can offer opportunities for symbolism, the same way a clock tower symbolizes a center point and the order of time. Works of art may take the form of sculpted building components, tile or metal work, murals or free-standing sculpture, to name a few. These elements must be created as a part of the building and not appear as an afterthought that is simple hung up after construction is complete.

## **Civility**

A successful design for the new Franklin County Courthouse will express, encourage, and support the quality of civility, the act of individuals respecting one another as they go about their daily lives. The very nature of a courts building, the dispensing of justice and the settlement of disputes, expresses the goal of a civil society and provides the setting and means for achieving that goal. The design of a building and site that are open, welcoming, comforting, convenient, beautiful, safe and inspiring will be essential objectives.



*Courthouse of Harrison County, Ohio*



*Courthouse of Allen County, Ohio*



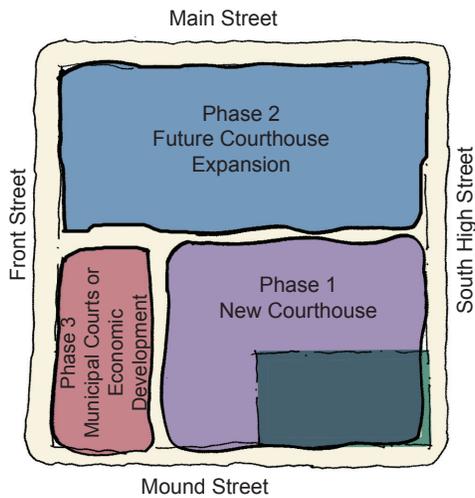
*Aerial view, facing south, of the site for the new Franklin County Courthouse*

## THE SITE

The site for the new Franklin County Courthouse encompasses a full city block directly north of the existing county courthouse complex. The site holds many challenges for the design architect. This section of the Master Plan was previously published to give an understanding of the particular site issues and guidance to the new courthouse design team. It is included here as background information. The site, a full city block, has no backside. Though the site will not be completely “built out” with the new courthouse, the project must take great care to not ignore any elevation that can be seen from a street, simply because a future building may block the view to the street.

The relationship of the building to its site is critical to establishing the hierarchy of the courthouse in the streetscape; it should be placed within a perimeter that defines an open public space where all are welcome. Historically, this area of defined open space is the courthouse square. This space must accomplish several goals: it should continue and extend existing public spaces in the current county complex; it should be perceived as an open, welcoming space for those approaching from the commercial district to the north; and it should be compatible with all of the historic buildings across High Street. All great public spaces have edges or boundaries that typically are defined by other structures. These help to create a sense of enclosure for the public space and contribute to its sense of scale and its compatibility with the urban setting and with the human activities that occur within it.

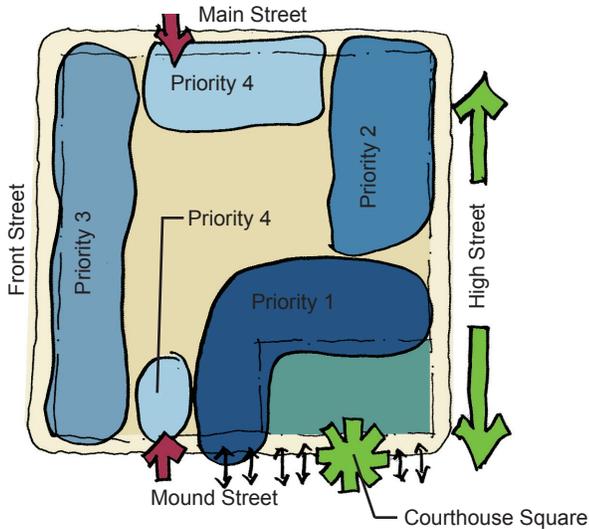
### Combination of Use and Phasing



Plan view of new courthouse site, use and phasing priorities

The size of the new courthouse site, a full city block, is more than the current budget and programming will be able to develop. The design architect will need to give great thought as to how the courthouse is sited and the possibility of expansion in the future. The courthouse and the site need to maintain a “finished” appearance at every phase of work. The courthouse should be sited to sit near Courthouse Square and High Street. Given the county’s anticipated growth rate, additional space may be needed in the future and require an addition to the new courthouse. Space for such an addition should be reserved and take priority over other uses of the site, such as municipal courts and economic development opportunities.

### Block Orientation Priorities

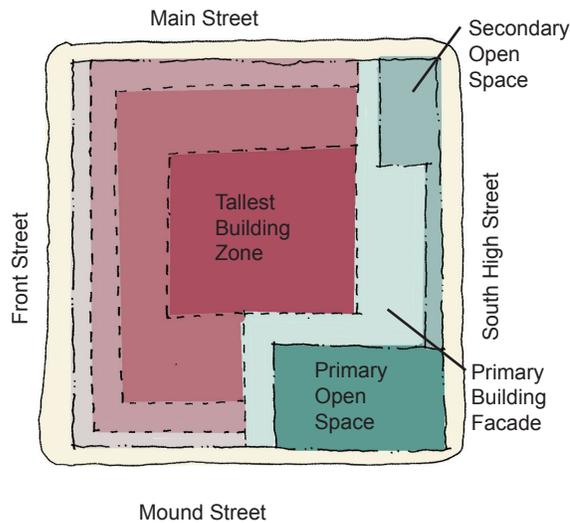


Plan view of new courthouse site, block orientation priorities

The new courthouse site has four street fronts and no “backside”; each side must be prioritized when siting the building. The courthouse square should be given a top priority in orientation considerations. The entry lobby of the new courthouse should be accessed off of this zone through a monumental public entry. High Street is the main ceremonial north-south street in the city. Most people entering downtown Columbus from the South will enter on High Street. The State Capitol sits to the north of the site along High Street. It is desirable that the new courthouse be recognizable as the county seat from the north. Some of the downtown’s finest examples of historic fabric sit across the street from the site. Efforts to place a major public entry facing High Street, which would lead to the main lobby of the new courthouse, are highly encouraged.

The Front Street façade will face future residential development. Though this is a lower priority for a public entry, the building’s façade must still be identifiable as the courthouse from Front Street. The complicated program that this contemporary county courthouse must realize includes the Owner’s desire to maintain a pristine face to all streets; therefore, all necessary service and parking entrances must be handled with discretion

## Setback Zones

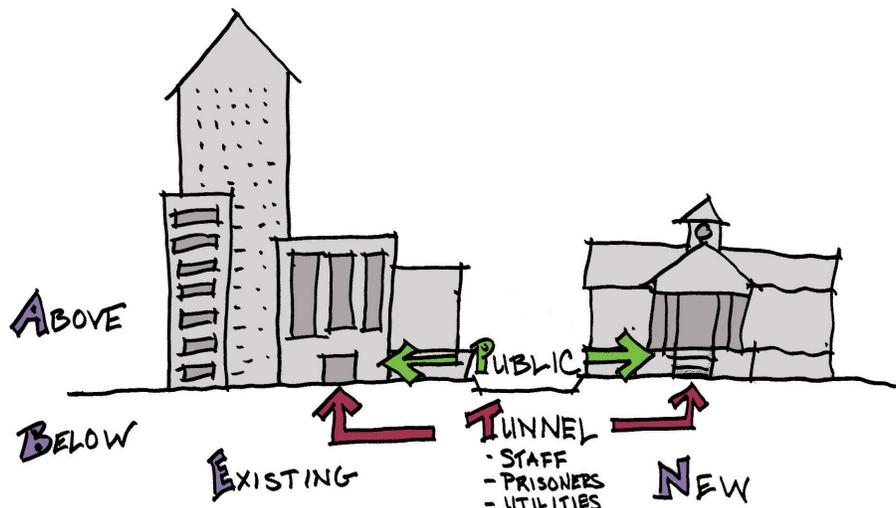


Plan view of new courthouse site, setback zones

A county courthouse, like most monumental civic buildings, often sets back from the sidewalk as opposed to other urban buildings which normally come right to the site's edge. The traditional reason for a courthouse to sit back from the street is to allow citizens to gather. Now, the setback can aid in the security of the courthouse. The primary open space is courthouse square. The space should be clear of any large obstructions that would detract from the monumentality of the courthouse. Additional open space may occur on the High Street building face. It is highly recommended that there is a building setback from the northeastern corner of the site to allow for a secondary open space that will relate the building's civic presence from the northern

High Street approach. Secondly, the building setback will allow for the proper understanding of scale by the pedestrian. For the primary monumental facade, a building height is recommended to average between 40 to 60 feet. This will allow a transition between the building and its urban context, which is approximately that height. As the program requires, the building could get taller towards the center of the block. The Front Street facade design should transition back down to average between 50 and 90 feet and should have a minimal amount of setback.

## Campus Connection



The new courthouse must work in conjunction with the entire county complex from the day it opens. A main "Concourse" connection will organize the entire complex from the inside out, in order to facilitate ease of use by the public and staff. With the strong civic identity of the new courthouse, many public visitors will come to this new building to perform county business although they may ultimately end up in other buildings within the complex. The concourse connection will have two-way traffic on grade and below grade in a tunnel.

### Street Level Connection

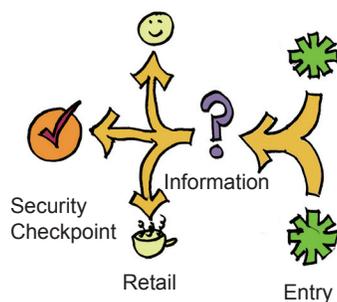
- General Public (wayfinding/orientation to the street – back and forth connections without additional security screening, possible retail facilities access, etc.)

### Tunnel Connection

- Restricted Access: Staff and Attorneys (preferably behind security, but without the wayfinding/orientation need of the general public – could be a “behind-the-scenes” connection)
- High Security: Prisoners (secure, “behind-the-scenes”)
- Utilities and Technology

The design must acknowledge all of these connections, recognizing that some of them may have to be implemented later as funding becomes available. It is important for the design team to consider the implications for the connectivity of the entire complex when establishing floor elevations and developing circulation strategies. Since it is possible that a concourse connection might occur as a future phase or a separate companion project, the courthouse design should be prepared for a flexible future. The design solution must adequately address the security needs of the complex and strive to minimize the number of entries, as this will have implications on staffing and support. The user groups and connections are discussed more fully in the “Existing County Complex” chapter of this Master Plan and it should be used as a reference by the new courthouse designer.

### Entry Sequence



The new courthouse should have multiple entry points into a grand lobby space. Civic, public space in the courthouse should be accessible before visitors are compelled to pass through security screenings. The lobby is such an important symbol in the courthouse that often it is the organizing element for the entire building. Typically, the larger the city and the courthouse, the larger the main lobby becomes; many are magnificent, multistory spaces which the levels above may gaze upon. This new gathering space will help to orient the public to the complex. Visitors should be greeted by a user-friendly, multi-lingual wayfinding system that eases the stress of navigating the court-

house and finding desired locations within it. Consideration should be given to providing access to minor public retail, such as a coffee shop and newsstand located directly adjacent to the lobby space. The security check point should be located where it serves as a transition from the grand lobby to a vertical circulation area. Security is, of course, a critical consideration, but so is the architecture, as the character of the entry can be negatively impacted if the check point is not carefully designed. It is important that the building has an entry that is welcoming and open to the greatest extent possible while still meeting the need for contemporary security measures.

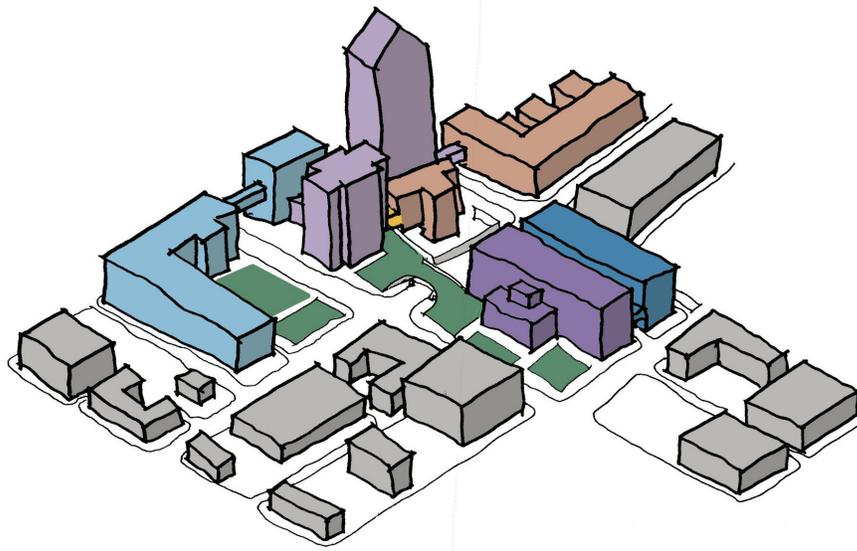
### Challenges

The site offers many challenges that are discussed in the Urban Design section of this Master Plan. One of these is transportation and parking. The site will require parking for the judges and a sally port for prisoner transportation. Other transportation issues include public drop-off points, public parking, and bus stop locations along High Street.

## MASSING POSSIBILITIES

Early in design discussions for the new courthouse, massing possibilities for the new courthouse block were explored. At this point in time, a direction has been adopted by the courthouse design team and the county, however the ideas illustrate here are provided as background information.

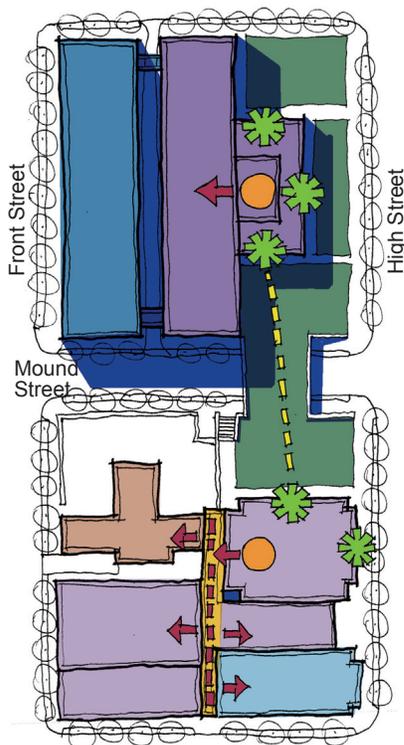
### Scheme A



**Key:**

- New Courthouse
- Additional Use
- Main Street Connection
- Main Public Entry
- Security Checkpoint
- Secured Public Circulation

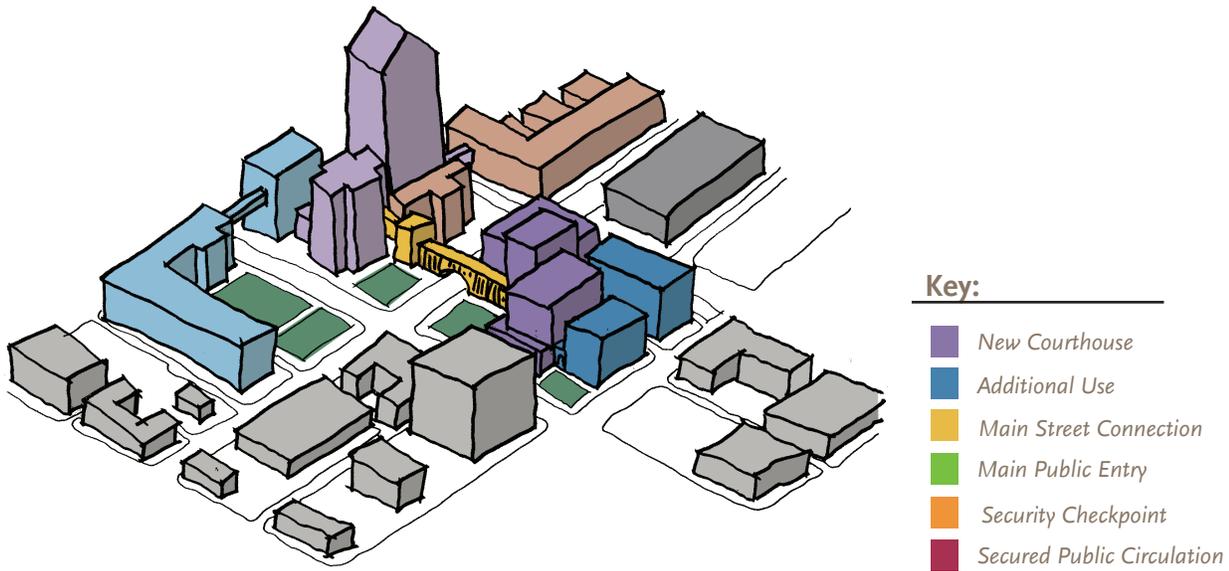
*Axon of possibilities for the northeast*



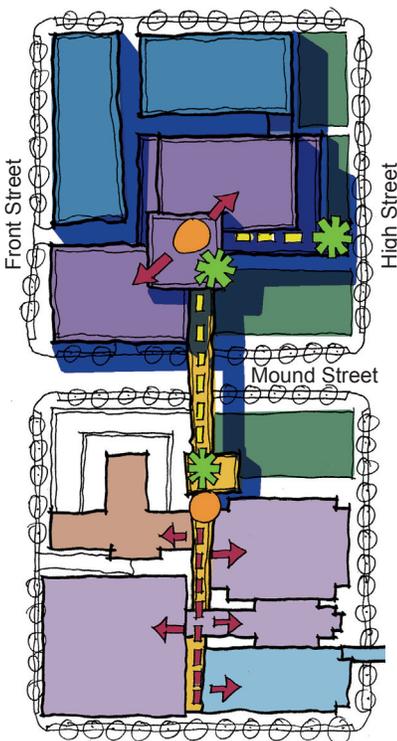
*Plan of possibilities and existing complex*

This possibility proposed a raised plaza connection to achieve the public “Concourse” connection across Mound Street. The lobby of the existing Hall of Justice would be remodeled to become the main public entrance for the existing complex. The new courthouse lobby would be a grand, multi-story space that can be entered on three sides. The court’s functions would sit behind the security checkpoint in a broad six-story section of the building. Opportunities for a future addition to the courthouse, new county government building, or economic development could happen along the Front Street side of the new courthouse block.

**Scheme B**



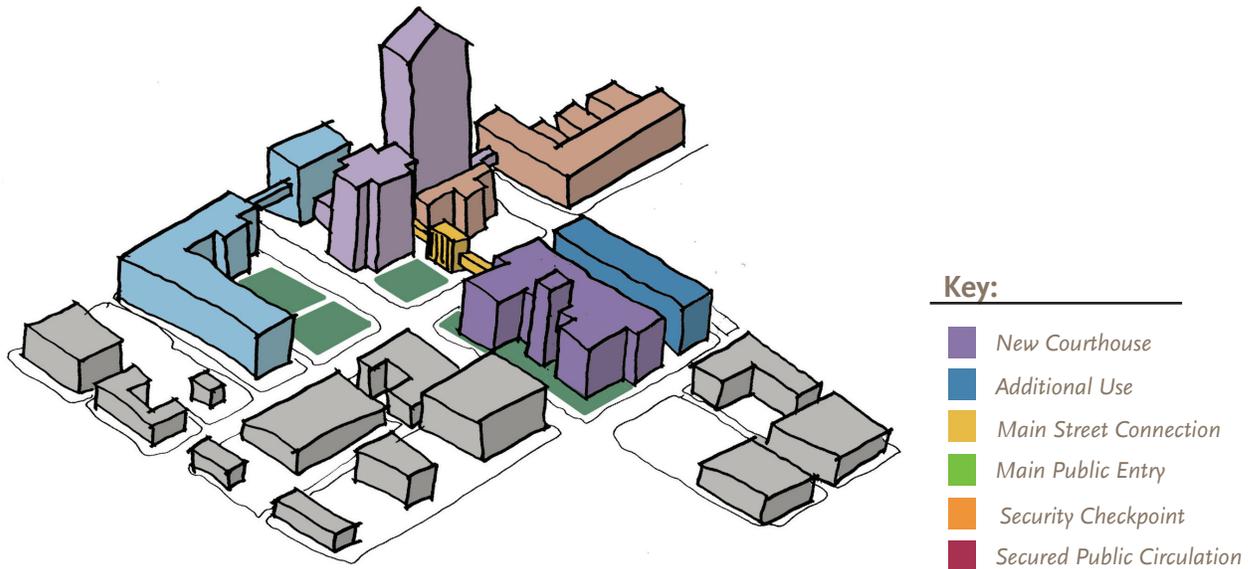
*Axon of possibilities for the northeast*



*Plan of possibilities and existing complex*

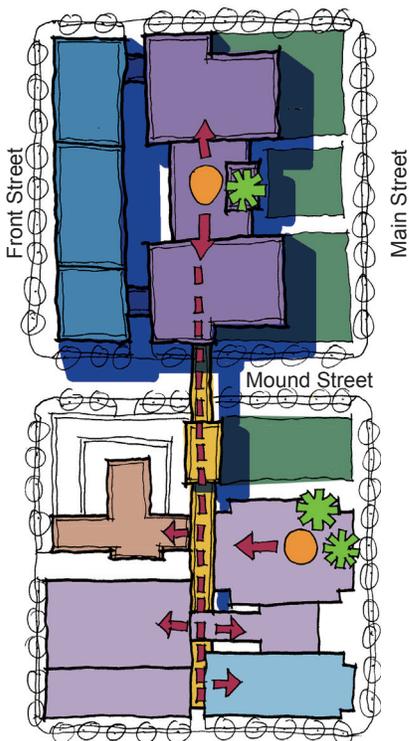
In this scheme, the main lobby of the new courthouse is set back from High Street on courthouse square. A monumental entrance peaks out onto High Street’s sidewalk and draws the public on High Street back to the main lobby. The new courthouse consists of two seven-story court wings with a central lobby and vertical circulation core that serves the building’s public visitors. A new “Concourse” connection for the public is an above-grade bridge that frames courthouse square and terminates in a new lobby that will serve the existing complex as the main public entry.

**Scheme C**



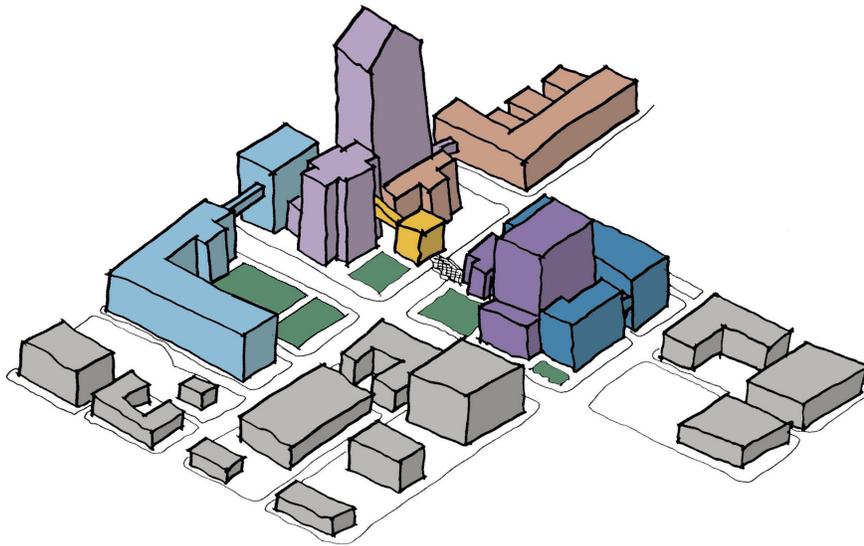
*Axon of possibilities for the northeast*

In this massing study, the new courthouse would be more spread out on the site. The four-story courthouse sits back from High Street and allows the courthouse square to gesture to the north. The main public entry is located in the center of the High Street facade. The public “Concourse” connection extends from the main second floor corridor of the new courthouse, over Mound Street, to the new corridor in the existing complex. The existing Hall of Justice would be remodeled to provide a main lobby for the new courthouse and is directly adjacent to the new concourse.



*Plan of possibilities and existing complex*

**Scheme D**

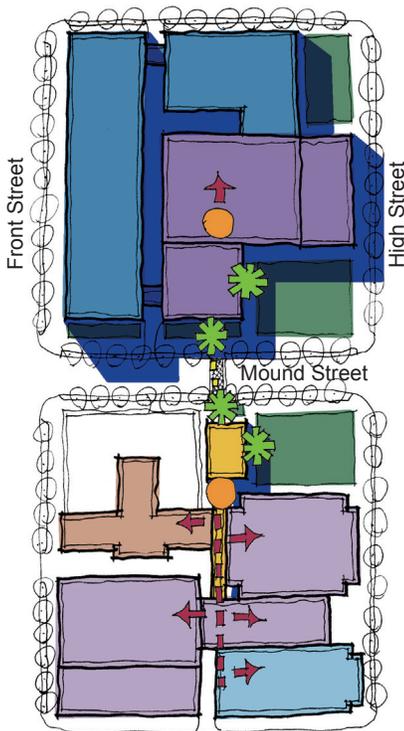


**Key:**

- New Courthouse
- Additional Use
- Connection to Concourse
- Main Public Entry
- Security Checkpoint
- Secured Public Circulation

*Axon of possibilities for the northeast*

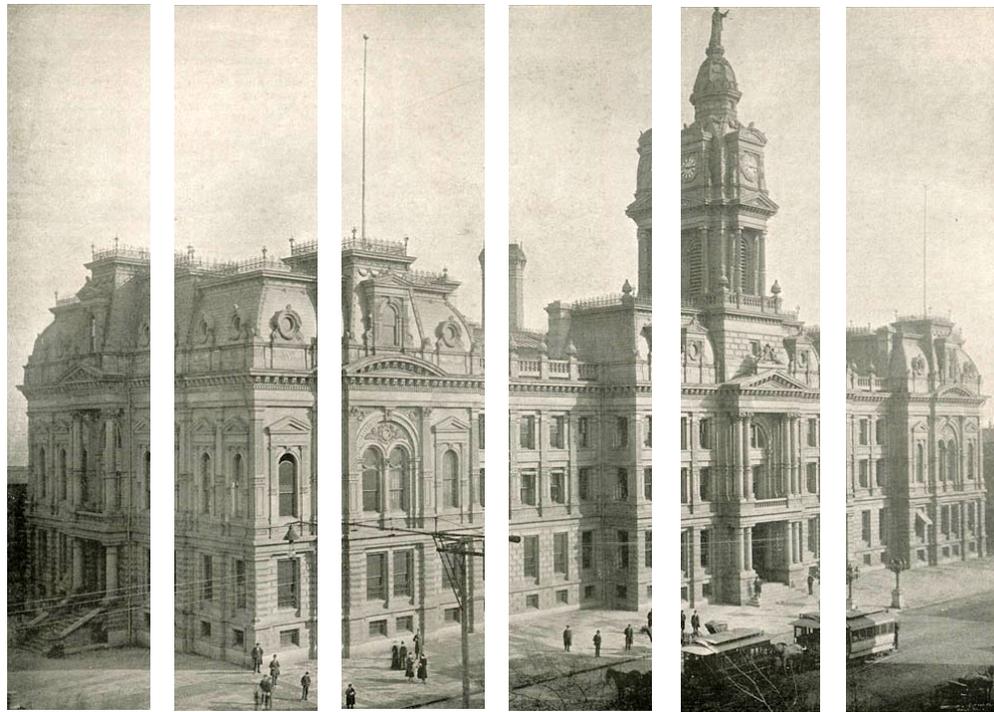
This possibility allows the most development on the site while still allowing for a generous amount of outdoor public space. The main body of the courthouse would be fourteen stories tall and sits in the center of the block. The main public entrance lobby is set back from High Street on the courthouse square and located in a three- or four-story wing. A mid-block crosswalk from the main lobby provides the public main “Concourse” connection. From this crossing, the public could enter into the new monumental public lobby for the existing complex, and from there, enter the new concourse which will guide them to the existing buildings.



*Plan of possibilities and existing complex*

This scheme is the most similar to the direction adopted by the design team and the county. The two main entry pavilions will be located across from one another at mid-block on Mound Street, with an on-grade crosswalk to make the connection. A below-grade connection will be created for secure circulation and utility needs. This scheme integrates the “Concourse” connector in between the existing buildings to organize and unify the entire complex.

# MASTER PLAN IMPLEMENTATION





# MASTER PLAN IMPLEMENTATION

## THE ROAD MAP

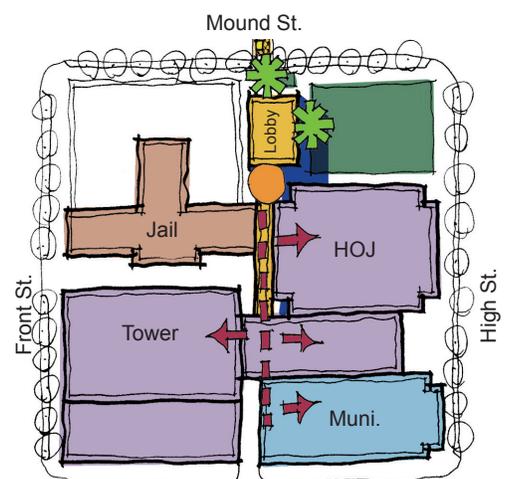
The design of the County's new Courthouse is underway – it will house the General Division of the Court of Common Pleas. But is not a stand alone facility – it must work in conjunction with the entire county complex from the day it opens. For implementation of the Master Plan, the following assumptions have been made:

- This is a living document that should be regularly reviewed and updated by Franklin County.
- Maintain about two to five percent vacant space in each building and an overall vacancy of two to five percent.

A new main Concourse connector will organize the entire complex from the inside-out, facilitating ease of use by the public and staff. Several immediate steps are recommended. These steps are organized into four groups; each group addresses a primary goal in reordering Government Center. Estimated construction costs and schedules for these steps have been cross-referenced with the County's Capital Improvement Plans (CIP) for 2006-2010. Many of the projects within Groups A and B should be covered within the current CIP. All other projects will be addressed in the next CIP beginning in 2011. Estimated costs and schedules are provided in Appendix A.

### Group A: The Concourse Connector

The creation of the new Concourse Connector to tie the new Courthouse and the existing complex together, will be critical to its functional and aesthetic success. The straight concourse will set up opportunities for reordering tenant spaces throughout the complex and providing clear way-finding. New public entry pavilions will be located on either side of West Mound Street, allowing the closure of multiple existing lobbies and related security check-points. Design for this should start immediately and construction should occur concurrently with construction of the new Courthouse.



*Plan illustration of the proposed concourse connector through the mid-block of the existing complex.*

### Scope of Work for the Concourse Connector

1. **Undercroft Renovation – Create Underground Parking**  
There is an opportunity to add an additional parking area to the basement level, adjacent to the jail. If this project is adopted it must be completed along with construction of the new concourse.
2. **Tunnel (Staff-Public/Utilities/Detainee Transfer)**  
This includes the tunnel structure from the new courthouse, under Mound Street and tying into the new concourse, the jail and existing utility points.
3. **Undercroft Renovation – Tunnel Connection**  
The existing HOJ Basement will need to be modified to accept the new tunnel and access to the new concourse above.

**4. Entry Pavilion & Concourse South of Mound Street**

A new entry pavilion on the south side of Mound Street will mirror the entry to the new courthouse. The pavilion will link to the concourse which will run between the HOJ and the Jail. The concourse will tie into the concourse of the existing courthouse where traffic will turn to the east to enter the Municipal Court Building near the Clerk's counter. The at-grade High Street entries and security check-points will be closed down.

**5. Ben Franklin Plaza Redevelopment**

The redevelopment of this plaza seeks to aesthetically connect the green spaces on three corners of the High/Mound Street intersection, creating an iconic image for Courthouse Square. This phase of the development will adjust grades in Ben Franklin Park only.

**6. Streetscape Improvements South of Mound Street**

The streetscape south of Mound Street and adjacent to Ben Franklin Plaza will be upgraded to relate to the newly developed site on the north side and to anticipate features required by ODOT if Mound Street is selected as the westbound feeder to I-70/I-71.

**7. Temporary Entry for Municipal Court**

Access into Government Center will now occur on Mound Street. PFM will close down the entry and security checkpoint on South High Street. Therefore, traffic will need to be rerouted from the new concourse into the Municipal Court Building. This will be a temporary fix until the former South High Street entry is renovated for an alternative use.

**8. Security Revisions in the New Concourse**

PFM will reorient security operations to support the new entry sequence. While security screening technology is not included in the construction estimate, the infrastructure to support it is.

**9. Wayfinding in the New Concourse**

Clear signage to assist the public in navigating Government Center is essential. Planning should anticipate information kiosks, directories, signage and graphics with interactive technology or electronic displays.

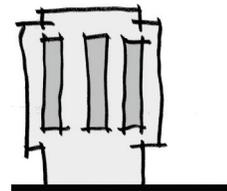
**10. Undercroft Renovation – Loading Dock and Parking Zone**

The basement or service level of the four existing county buildings offers an opportunity to consolidate service operations and improve security. One loading dock should be created for deliveries and trash removal for the entire block. Truck access to this dock should be efficient and will limit outside traffic from infiltrating restricted parking zones.

**11. Security Improvement at Sally-port**

To improve security during prisoner transfer, bus access and parking will be reworked. The west sally-port drive can be angled to allow bus access and a secure passage can be created to move prisoners directly to the elevators. Buses will no longer share the loading dock with delivery vehicles and bus parking will be in a secure area as opposed to using West Fulton Street.

**Group B: Hall of Justice (HOJ) – Abatement, Renovate Core & Shell & Infrastructure**



HOJ

This work will begin with vacating the HOJ to facilitate hazardous materials abatement and renovation. Vacating the building can occur once the General Division of the Court of Common Pleas has moved into the new Courthouse. The remaining tenants, including the Law Library, the Clerk of Courts Budget & Management section, the Columbus Police, PFM shops, the Sheriff's Real Estate group and Netcare, will need to be relocated. Renovation to the core, shell and infrastructure will include the creation of a major public entry off of the new concourse and upgrades to vertical circulation (stair, elevators and/or escalators). Estimated construction costs for vacating the building, and abatement and renovation to the core, shell and infrastructure are outlined in Appendix A, however moving costs are not included.

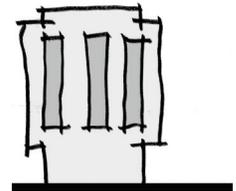
## Scope of Work for HOJ Core & Shell Work

PFM is currently working on office moves that will assist with vacating the HOJ. Therefore, the scope and cost for the following work has not been included in the construction estimate.

- a. PFM will close and dismantle the public Front Street street-level entry and security station.
  - b. PFM will create space on the 23rd floor of the Tower to accommodate the Clerk of Courts Budget & Management section. This will involve relocating the Columbus Dispatch office and some PFM functions. The Clerk's Budget & Management section, currently on the 3rd floor of the HOJ would like to be located adjacent to the Clerks office on the 23rd floor.
  - c. PFM will relocate the Sheriff's Real Estate group and Netcare, who are currently in the HOJ.
  - d. PFM will move their shops out of the basement level of the HOJ.
1. **Create a Temporary Space for the Law Library**  
The library will need to vacate the HOJ during abatement and infrastructure renovation. Temporary space can be made available on the 6th Floor of the Municipal Building (former Common Pleas Magistrate area).
  2. **Hazardous Materials Abatement**  
Remove asbestos fireproofing and other hazardous materials.
  3. **Mechanical Upgrade in the HOJ**  
Chilled water piping must be upgraded to serve the new courthouse and the HOJ.
  4. **External Envelope Renovation of the HOJ**  
All components of the building shell will be updated, including the dated and inefficient curtain-wall, entry doors, masonry and roof.
  5. **Infrastructure, Core, Basement and 11th Floor Renovation**  
This includes upgrades to the mechanical, electrical, plumbing, sprinklers, vertical circulation, security, telecommunications and way-finding systems.

## Group C: Hall of Justice – Tenant Fit-out

Tenant fit-out of this building will include a floor-by-floor renovation for proposed tenants including the Law Library, Adult Probation, Juvenile Probation, PFM Offices, Central Security and possibly a Employee Wellness Center. This building will offer “breathing room” for the county by using unassigned space as “swing space” when needed.



### Scope of Work for Tenant HOJ Fit-out

1. **Floor-by-floor fit-out of six floors for proposed tenants**
  - a. The Law Library moves back in, including some level of pro-se services.
  - b. Adult Probation moves out of upper Tower floors 10 and 11, creating expansion space for the Prosecuting Attorney and the Public Defenders Office.
  - c. Adult Probation also moves out of the 5th floor of the Municipal Court Building, creating space for Municipal Court to expand.
  - d. Juvenile Probation moves out of the Lower Tower, creating expansion space for the Domestic and Juvenile Court.

### HOJ

- Adult Probation
- Juvenile Probation
- Law Library
- PFM Offices
- Central Security Control
- Mediation/Arbitration
- CSEA Hearing Room
- Jury Commission (2015)
- Grand Jury (2015)
- Unassigned Space

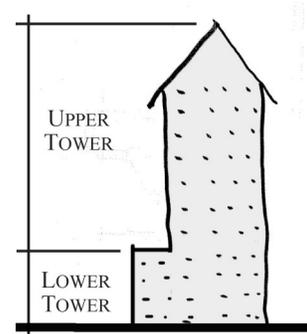
- e. PFM will move back into proper office space in the HOJ, at the center of the complex.
- f. The Central Security Office and control room are consolidated and located in the renovated HOJ, at the center of the complex.
- g. An Employee Wellness Center (exercise facility) could be accommodated in the renovated HOJ.

**2. Fit-out of remaining four floors**

This space can be used as swing space and fit-out for tenants as needed.

**Group D: Domestic & Juvenile Court Expansion Space**

This work will begin by vacating the existing PFM offices and auditorium on the Concourse level of 373 S. High Street and moving the Clerk and support functions for the Domestic & Juvenile Court down to the Concourse level. The move will free up space on the 4th floor to add additional courtrooms.



**Scope of Work for Domestic & Juvenile Court Expansion**

**1. Construct a New Mezzanine Between Floors 2 & 3 of 373 S. High Street**

Above the existing (soon to be vacated) PFM office on the concourse level, construct a new mezzanine level between floors 2 & 3 at approximately 6300 SF, for use by the Clerk of the Domestic & Juvenile Court.

**2. Eliminate the Monumental Stair to Front Street**

Once the public entry on Front Street is closed, consideration can be given to eliminating the grand stair between Floors 1 and 2, providing more usable space for Domestic & Juvenile Clerk of Court. The Front Street space (Floor 1) could be accessed from the basement level.

**3. Create a New Auditorium**

The existing auditorium space can be renovated into office space for Domestic & Juvenile Court, providing more contiguous expansion space. A new auditorium could be constructed within the new Courthouse, or in place of the existing High Street entry lobby, providing good public accessibility on the concourse. The new auditorium will need to be operational prior to taking the existing auditorium off line.

**4. Construct a New Mezzanine over the Existing Auditorium Area**

As an option, if additional space is needed for Domestic & Juvenile Court, a mezzanine at approximately 5,200 sf can be added between Floors 2 and 3 above the area that is currently the Auditorium.

**5. Relocate the Clerk of the Domestic & Juvenile Court**

The Clerk and other support functions would vacate space on the 4th floor and expand into the 2nd floor space currently occupied by PFM and possibly the Auditorium.

**6. Reorient Access to Elevator Banks on Concourse Level of 373 S. High Street**

Currently, separate elevator banks serve the upper and lower floors in the tower. The elevator lobby serving Domestic & Juvenile Courts in the lower tower should be reoriented to open to the south, facing the Clerk's new location. The elevator lobbies serving the upper floors should open to the north only, pulling traffic through the north corridor.

**7. Renovate West Portion of the Existing Concourse**

The concourse area south of the existing FCCH elevators will become Domestic & Juvenile Court space with a clear entry point off of the new Concourse. This space will be modified to accommodate court functions.

**8. Add Additional Courtrooms to the Lower Tower**

The space currently occupied by the Clerk, Juvenile Probation and other support functions on Floors 4 through 6 can be renovated to accommodate new Domestic & Juvenile Courtroom sets.

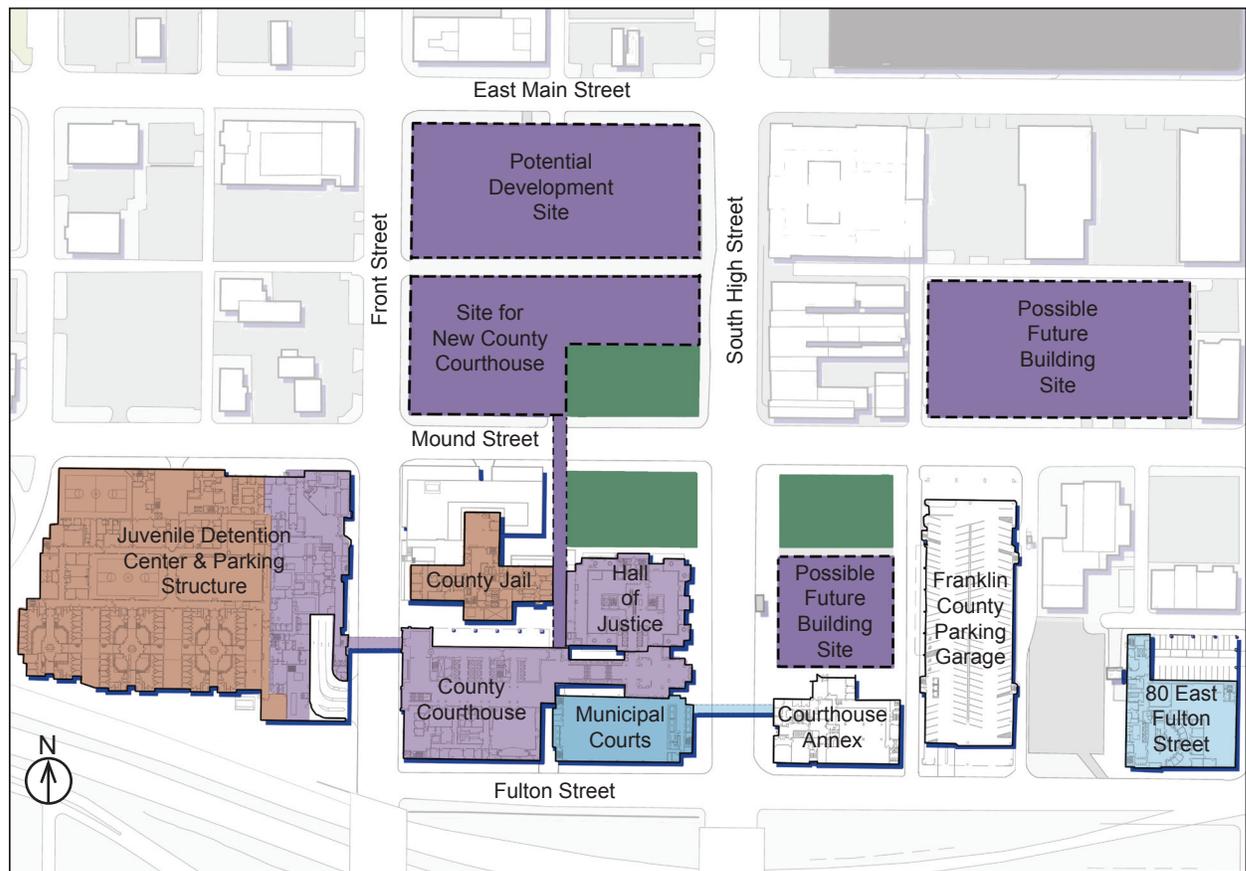
### 9. Renovate East Portion of the Existing Concourse

This existing piece of the Concourse will remain and will require modification to tie it into the new concourse, both functionally and aesthetically. This work will need to be completed in two phases. At this time, there will be an opportunity to capture the two slivers of outdoor space that exist adjacent to the HOJ and the Municipal Court Building.

### Other Projects Over the Next 5 to 15 Years

As the population of Franklin County expands and changes to legislative mandates warrant additional county staff, additional office space may be needed.

- Renovate space in tower at 373 South High Street for the expansion of the County Prosecutor.
- Renovate space in the tower at 373 South High Street for the expansion of the Public Defender.
- Add a new elevator bank at the north end of the Commissioners' Parking Garage to improve access to the new entry of Government Center.
- Renovate or replace the Courthouse Annex.
- Renovate or replace the Service Building at 80 East Fulton Street.
- Expand the “new” courthouse to add courtroom sets. Some initial tenants, such as the Jury Commission, could be moved back into the HOJ to make room for new courtrooms.
- Renovate or replace the Jail.
- Renovate the Juvenile Detention Center.



## RECOMMENDATIONS

At this time, it is recommended that the County adopt projects critical to the unification and reorganization of Government Center. Based on available funding, projects A2 through A6 and A9 are recommended for immediate implementation. While critical to the efficient operation of the complex, projects A8, A10 and A11 could wait until the next funding cycle. Projects A1 and A-7 may not be done under this plan. Depending on future analysis, project B3 (HOJ chilled water loop piping) may be integrated into the first round of projects.

Once the new courthouse is occupied, it is recommended that projects B1, B2 and B4 begin promptly. This will continue the momentum of upgrading County space and providing expansion to groups who need it. Funding for these projects has been allocated in the County's current CIP.

It is recommended that all other projects described here, B5, C1, C2, and D1 through D9, as well as other potential long-term projects, be funded in future CIPs, after 2010.

Appendix A includes preliminary cost estimates for construction and a proposed schedule for the work described in each group above. Note that all work will need to be accomplished while the complex is occupied, ensuring safe access and minimal disruption to staff and the public. Costs for working in an occupied building has been built into these preliminary estimates. These estimates do not include the following items:

- Fixtures, furnishings and equipment
- Telecommunications systems
- Computer network system
- Security equipment
- Moving costs

Given the schedule established for the new Courthouse, it is critical that several of these projects begin immediately.

Note: Only projects A2 through A6 and A9 have been approved to move forward at the time of this printing. All other projects stated above are only recommendations.