
2014 PUBLIC BUILDING COMMISSION FACILITIES REPORT

Presented by BVH & Sinclair Hille Architects



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A. BACKGROUND AND PREVIOUS STUDIES

Since 1991, the Public Building Commission (PBC) has focused planning efforts on the continued use of the core government city-county campus located on 9th and 10th streets between “G” Street and “L” Street. The PBC has made significant investments in facilities within this area as a means of providing a central downtown location for delivering Lincoln and Lancaster County residents with services related to criminal justice, law enforcement, and general government administration.

In the last twenty-three years, the PBC has completed two Master Plan documents (1991, 2002) that have guided both short-term and long-term decision-making relative to facility needs. Supplementing these plans, the PBC also completed a condensed 2012 planning study focusing on seven facilities: Trabert Hall, Community Mental Health Center, 605 So. 10th Street Building (former Lancaster County Adult Detention Facility), 900 ‘J’ Street Building, 633 So. 9th Street Building (Courthouse Plaza), K Street Records Warehouse and the 825 ‘J’ Street (Benesch) Building.

The 2014 Facilities Report builds on planning strategies included in the 2002 Master Plan, as well as recommendations documented in the condensed 2012 planning study. As a basis for recommendations, the 2014 Facilities Report examined growth projections completed in 2012 by twelve individual County departments currently occupying PBC-managed facilities identified within the study scope (see Section C Facilities Location Map). Growth projections completed by each department were based on a twenty-year period (2012-2032) to establish long-term benchmarks for future space needs. The twelve departments completing growth projection surveys included:

- Lancaster County Community Mental Health
- Lancaster County Attorney
- Lancaster County Community Corrections
- Lancaster County Sheriff
- Adult Probation
- County Court
- District Court
- Clerk of the District Court
- Juvenile Court
- Juvenile Probation
- City/County Records Management
- Lincoln Police Evidence Storage





B. PURPOSE AND OBJECTIVES

The purpose of the 2014 Facilities Report is to summarize recent initiatives involving twelve properties currently under the management of the Public Building Commission (PBC) and to document recommendations for future use of each facility. Locations of the twelve properties are included in Section C on page 3-4. Recommendations for future use of the identified properties are based on ten primary objectives defined by the PBC during monthly Commission meetings.

1. To sustain previous master planning objectives and adapt as necessary to meet current facility demands
2. To respect capital investments made to facilities in the 24-year period since the 1991 Master Plan
3. To relinquish ownership of the Community Mental Health Building and Trabert Hall
4. To continue use of the existing PBC buildings on 9th and 10th Street as the central government campus
5. To address critical space deficiencies of departments currently occupying the twelve properties included in the report
6. To plan for anticipated growth needs in the Judicial System for a period of 20 years
7. To increase staff efficiencies by co-locating departments with multiple divisions currently operating in separate locations
8. To increase staff efficiencies by locating highly interactive departments in close proximity
9. To increase public convenience by locating related departments in close proximity
10. To decrease future space needs through shared intra-departmental space

C. FACILITIES LOCATION MAP



1 JUSTICE AND LAW ENFORCEMENT CENTER AND COUNTY/CITY BUILDING

575 South 10th Street
555 South 10th Street



7 DISTRICT ENERGY PLANT

South 9th Street & Rosa Parks Way



2 605 BUILDING

605 South 10th Street



8 COURTHOUSE PLAZA

633 South 9th Street



3 K STREET RECORDS WAREHOUSE

440 South 8th Street



9 10TH & 'H' STREET PARKING LOT

10th & 'H' Street



4 825 (BENESCH) BUILDING

825 'J' Street



10 8TH & 'H' STREET PARKING LOT

8th & 'H' Street



5 900 BUILDING

900 'J' Street



11 TRABERT HALL

2202 South 11th Street



6 233 BUILDING

233 South 10th Street



12 COMMUNITY MENTAL HEALTH BUILDING

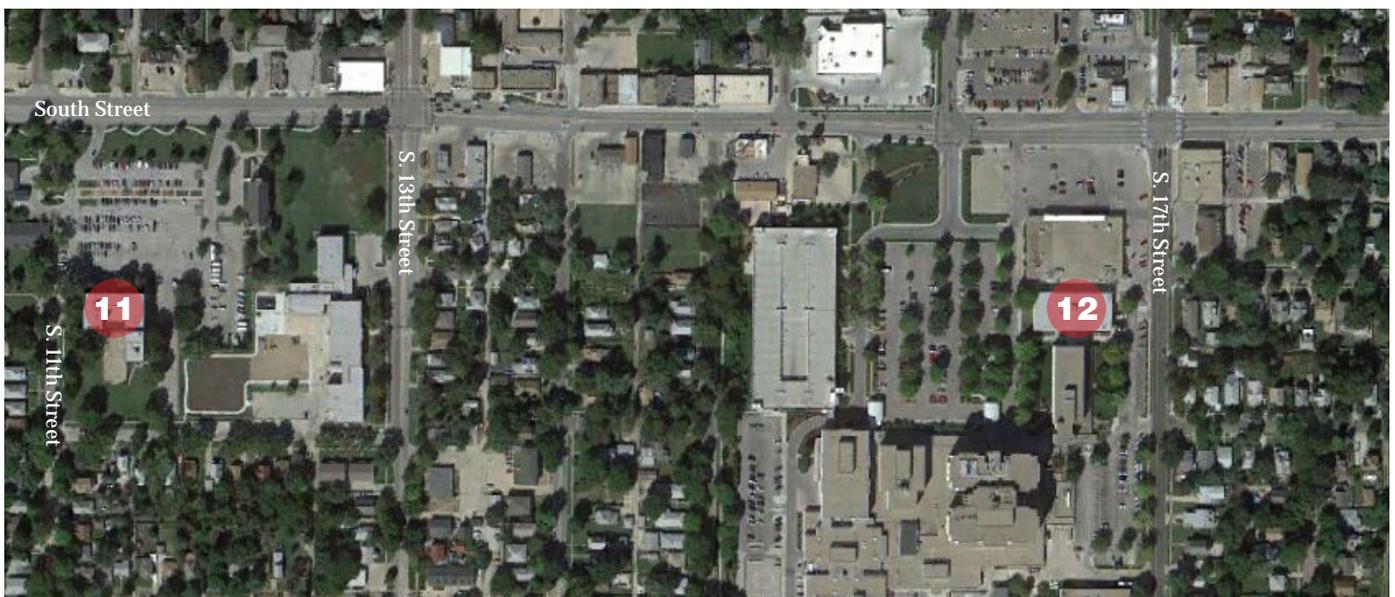
2201 South 17th Street

2014 FACILITIES LOCATION MAP



FACILITY LOCATIONS (NORTH)

- | | | |
|--|---------------------------|----------------------------------|
| 1. Justice and Law Enforcement Center and County/City Building | 4. 825 (Benesch) Building | 8. Courthouse Plaza |
| 2. 605 Building | 5. 900 Building | 9. 10th & 'H' Street Parking Lot |
| 3. K Street Records Warehouse | 6. 233 Building | 10. 8th & 'H' Street Parking Lot |
| | 7. District Energy Plant | |



FACILITY LOCATIONS (SOUTH)

- 11. Trabert Hall
- 12. Community Mental Health Building

D. EVENTS IMPACTING PROPERTY RECOMMENDATIONS

During a two-year period from 2012 to 2014, several initiatives were undertaken by local government entities involving facilities owned by Lancaster County. These initiatives directly impacted facilities managed by the PBC and had a substantial effect on the recommendations formulated in this 2014 Facilities Update Report.



NEW LANCASTER COUNTY CORRECTIONS FACILITY

In July, 2013, after four years of construction, Lancaster County opened a new 289,000-square-foot \$65 million jail in west Lincoln. During the delayed construction of the new facility, the Lancaster County Commissioners authorized a space planning study in January, 2012 to determine the highest and best use of the existing 115,000 square-foot LCADF facility located on 605 South 10th Street in the central government campus. Known as the 605 Building Reuse Study, the primary concept of the study was to adaptively reuse the former detention facility to house justice-related county departments and alleviate the eminent overcrowding in the adjacent Justice and Law Enforcement Center. The recommendation in the 605 Building Reuse Study is consistent with the 2002 County-City Master Plan and can be implemented more economically than constructing a new facility to house similar functions. The proposal to reuse the 605 Building for justice related departments would essentially create a Justice Center Complex comprised of a Justice and Law Enforcement Center - North (current center) and Justice Center and Law Enforcement Center - South (converted 605 Building).



COURT GROWTH IN THE JUSTICE & LAW ENFORCEMENT CENTER:

Lancaster County has experienced a consistent ten to fifteen year cycle in court growth. For example, the 3rd Judicial District Court received appointments for additional judges in 1972, 1982, 1995 and 2011. Juvenile Court received appointments in 1997 and 2007, and Lancaster County Court added a seventh judge in July, 2012. The high growth of the judicial departments reflects the changing social, economic, public safety, and mental health needs of the community. With the appointments of new judges in recent years, the courtroom floors of the Justice and Law Enforcement Center (2nd, 3rd and 4th) are virtually land-locked, having nearly maximized any growth potential for interior courtroom additions.



TRABERT HALL, COMMUNITY MENTAL HEALTH, BENESCH BUILDINGS:

On February 28, 2012, the Lancaster County Board voted to buy the Alfred Benesch & Company building located on 825 'J' Street. The intent of the commissioners was to consolidate departments from Trabert Hall (2202 So. 11th Street) and Community Mental Health Center building (2201 South 17th Street) into both the 605 Building and 825 'J' Street Building. Following relocation of these departments, Lancaster County's intends to sell Trabert Hall and the Community Mental Health Building. The anticipated time-frame for relinquishing ownership of these two buildings is 2015 to 2016. The purchase of the 25,000-square-foot 825 'J' Street Building is consistent with the county's 10-year master plan for a county-city campus that locates departments primarily between 7th and 10th streets and 'G' to 'L' streets. Lancaster County currently uses 25,880 square feet of space in Trabert Hall for County Attorney Child Support Division and Adult Probation drug testing and supervision programs. The Community Mental Health Building consists of approximately 45,000 square feet of space.

SOUTH HAYMARKET NEIGHBORHOOD STUDY, LINCOLN-LANCASTER COUNTY PLANNING DEPARTMENT:

In 2013, the Lincoln-Lancaster County Planning Department (LLCPD) initiated a separate study to set the course for future redevelopment of the area known as “South Haymarket”. This area encompasses 38-blocks between ‘G’ Street (south) ‘O’ Street (north), 4th Street (west), and 10th Street (east). The boundary area for the LLCPD South Haymarket Neighborhood Study overlaps six full blocks and three partials blocks of the PBC master planning area.

While the South Haymarket Neighborhood Study is still in progress, the LLCPD has preliminarily identified significant areas for mixed-use/residential redevelopment and presented the initial study concepts to the PBC for consideration.

The PBC commends the LLCPD for their foresight in undertaking planning efforts aimed at establishing a long-term vision for the South Haymarket Neighborhood. The PBC has no objections to a majority of the preliminary planning concepts identified in the study.

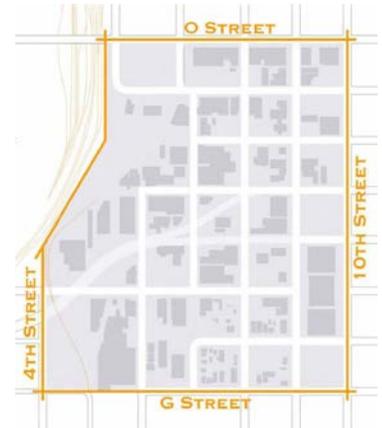
However, the PBC’s approach to property use in seven of the 38 blocks differs from those proposed by the LLCPD in the South Haymarket Neighborhood Study. Specifically, use of the existing PBC buildings within the area from 8th to 9th Street and ‘H’ Street to ‘L’ Street have been on a different 25-year planning trajectory in comparison to the concepts recently identified by the LLCPD. The PBC has invested significant financial resources both in terms of new construction and renovation of existing buildings within this seven-block area. Additionally, the PBC has practiced acquisition of contiguous private properties as they became available and subsequently repurposed those properties for delivering government services. Examples include the 825 ‘J’ Street (Benesch) Building, Courthouse Plaza and K-Street Records Warehouse.

- **K STREET RECORDS WAREHOUSE**

K Street was converted in 1995 from a former power plant to the primary records storage facility for Lincoln and Lancaster County. The close proximity of the K Street facility to the core government campus has provided efficient transfer and retrieval of records on demand. The PBC invested approximately \$3 million in the initial renovation of the facility, which encompasses 115,000 square-feet of storage space on six floors. Of this total square-footage, the PBC leases 67,615 square-feet to the State of Nebraska for storage. These leases are with State Records Management (under the authority of the Secretary of State) and with the Nebraska State Historical Society. The state leases generate over \$350,000 of revenue annually for the PBC. The PBC planning goals are to continue use of K Street as the primary City-County Records facility.

- **PARKING STRATEGY**

The PBC currently maintains 1,256 parking stalls for employee and public use in areas surrounding the core government campus. The South Haymarket Neighborhood Study calls for construction of new parking decks in the existing employee south surface lot (343 new stalls based on capacity



of 619 minus 276 existing) and adding decks to the existing north deck (169 new stalls based on capacity of 619 minus 450 existing). While the LLCPCD South Haymarket Study adds 512 new stalls, it would eliminate the new 98-stall lot on 'H' Street between 8th and 9th streets, as well as the 85 stall surface lot west of the 900 'J' Street building. Under the South Haymarket Study, the total capacity of parking would be approximately 1,600 stalls. However, the study also calls for adding 240,000 square-feet of office buildings. A reasonable calculation based on typical zoning ratios for office parking would call for 800 new stalls (in addition to existing capacity) to serve the new office space. This results in a total need of approximately 2,050 stalls. The South Haymarket Study (1,600 stalls) when implemented will eventually require the addition of 450 stalls to meet the projected demand of 2,050 total parking capacity.

- **DISTRICT ENERGY PLANT**

The District Energy plant is currently located on the southwest corner of 9th Street and Rosa Parks Way. It is landlocked on the north and east sides by Rosa Parks Way and 9th Street respectively. It is also bordered on the west by private property (currently TMI Building), leaving the south PBC-owned land as the planned expansion area for the plant. The PBC has held the view that expansion would occur to the south of the existing plant in the event additional government office space is added to the core campus.

The LLCPCD South Haymarket study calls for private redevelopment of the parking lot south of the plant, thus precluding the possibility for expansion and increase production capability. Concurrently, the South Haymarket study indicates proposed locations in the government core for relocating existing government offices displaced by the private development on the west side of 9th Street. The study indicates that these locations are capable of adding 240,000 SF of office space for county-city government.

However, if the expansion zone south of the existing DEC plant is relinquished to private development, the District Energy will be unable to expand and thus unable to meet the demand for 240,000 SF of additional heating and cooling.

- **233 SO. 10TH STREET BUILDING:**

The PBC concurs with the LLCPCD South Haymarket Study that this site is potentially well-suited for private redevelopment. The building houses the Lincoln-Lancaster Information Services (I.S.) Department on the second floor, including the primary computer hub for the government campus. Lancaster County Emergency Management (LCEMA) is also located in the lower level of the 233 Building. The PBC has proposed the relocation of I.S. to the third floor of the County/City Government Building. The South Haymarket study also recommends this movement. If private redevelopment were to occur in the short-term, the PBC will examine options for relocating LCEMA to the TMI building located immediately west of the DEC plant. This building is privately-owned at the time of this report.

While there are divergent short-term approaches to existing PBC buildings on seven of the 38-blocks in the South Haymarket study area, the PBC is optimistic that long-term coordination with LLCPCD can result in a shared planning vision.

RECOMMENDATION #1

Justice and Law Enforcement Center and County/City Building

Continue use of these two core campus buildings for city and county government services. Finish remaining 13,430 SF on the 3rd floor of the County/City Government Building for use by Information Services. Relocate County Attorney from the 4th floor of the Justice and Law Enforcement Center to the 605 Building, allowing future expansion of Juvenile Court on 4th floor.

PHOTOS



CONTEXT



RECOMMENDATION #2

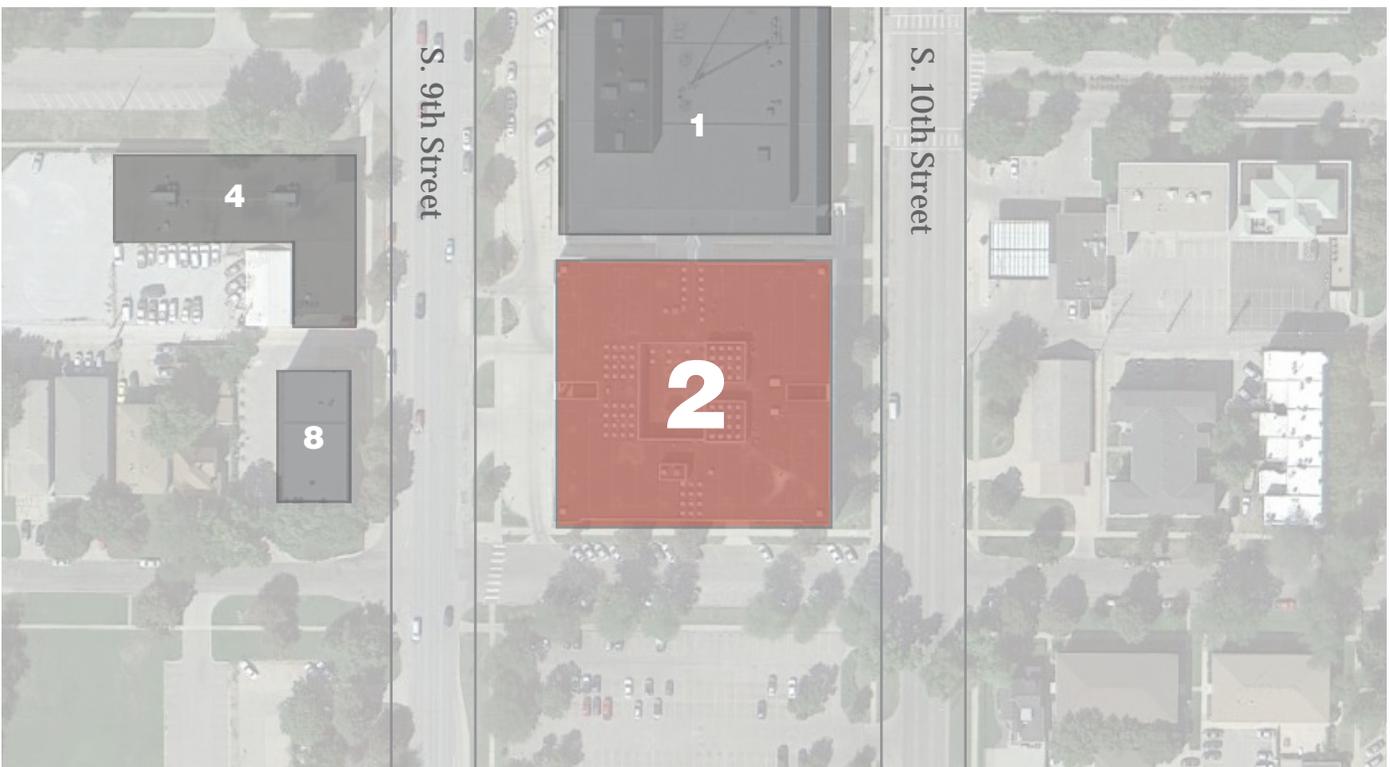
605 Building

Repurpose the 605 Building from the former Lancaster County Adult Detention Facility (LCADF) to office and courtroom space for County Attorney, Adult Probation, Community Corrections, County Court, District Court, and storage space for Lincoln Police Department evidence. This creates a Justice Center Complex comprised of a North Center (current) and South Center (converted LCADF).

PHOTOS



CONTEXT



RECOMMENDATION #3

K Street Records Warehouse

Use K Street Records Warehouse as 100% records storage. Increase storage capacity by relocating Lincoln Police Department Evidence Storage to the 3rd floor of the 605 Building.

PHOTOS



CONTEXT



RECOMMENDATION #4

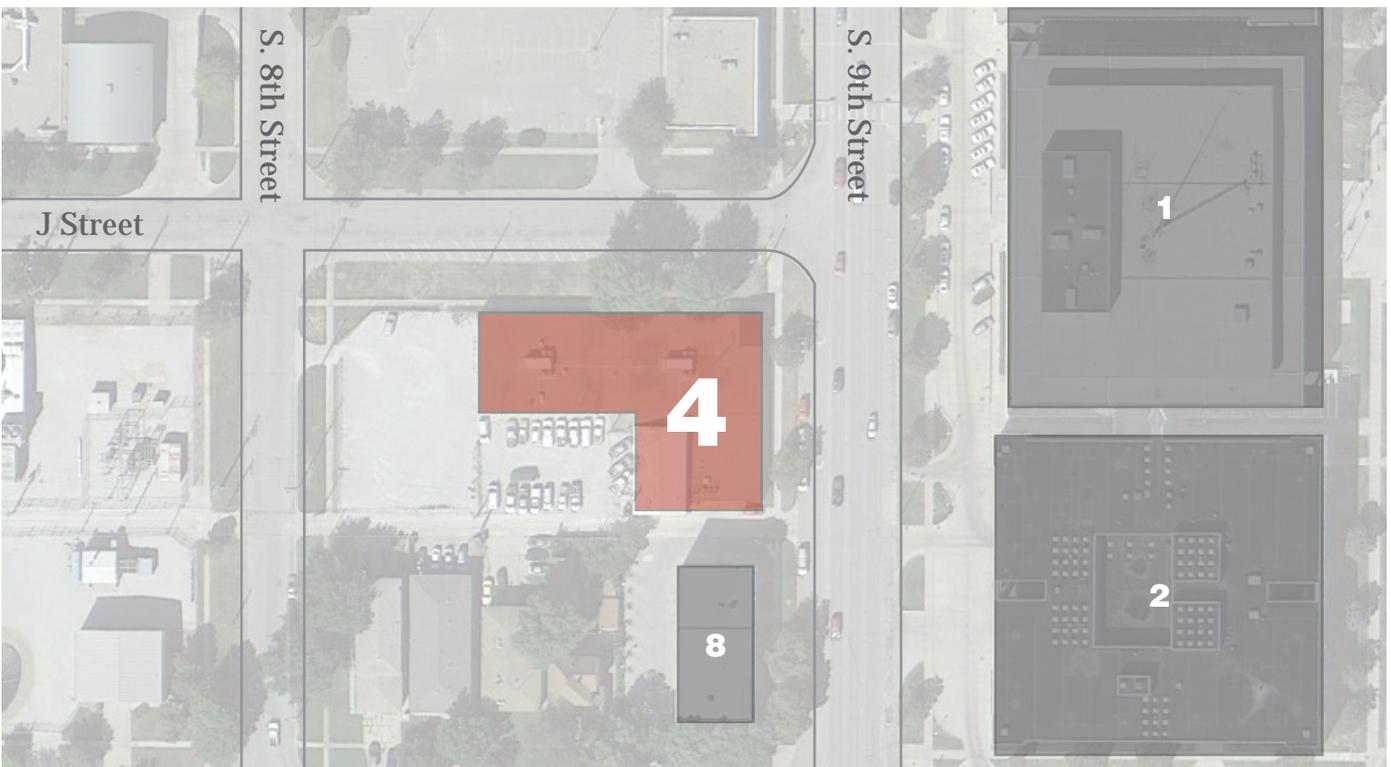
825 J Street (Benesch) Building

Relocate the Lancaster County Mental Health Crisis Center to the 825 'J' Street Building. Plans for architectural design work to facilitate the renovation were initiated in November, 2104. Construction is anticipated to begin in May, 2015 with completion scheduled for December, 2015.

PHOTOS



CONTEXT



RECOMMENDATION #5

900 J Street

Continue use of the 900 'J' Street Building as Community Corrections meeting space (STOP Classes).

PHOTOS



CONTEXT



RECOMMENDATION #6

233 South 10th Street Building

Consider relinquishment of the 233 So. 10th Street building for potential private redevelopment. Relocate Information Services to the 3rd floor of the County/City Government Building and Lancaster County Emergency Management (LCEMA) to the unoccupied TMI Building. If the TMI building is unavailable, possible locations for LCEMA include K Street and the 605 Building.

PHOTOS



CONTEXT



RECOMMENDATION #7

District Energy Plant

Reserve the parking area immediately north of the 900 'J' Street Building for future expansion of the District Energy Commission (DEC) Plant. Add the 825 'J' Street (Benesch) and 900 'J' Street buildings to the DEC system.

PHOTOS



CONTEXT



RECOMMENDATION #8

Courthouse Plaza

Relocate Community Corrections administrative offices from the lower level and first floor of the Courthouse Plaza Building to the 605 Building, allowing expansion of the Public Defender Office currently located on second and third floors.

PHOTOS



CONTEXT



RECOMMENDATION #9

10th & 'H' Street Parking Lot

Continue use of the existing south parking lot between 9th and 10th streets as county-city employee parking. This hard-surfaced lot is comprised of 276 stalls.

PHOTOS



CONTEXT



RECOMMENDATION #10

8th & 'H' Street Parking Lot

A 98-stall concrete surfacing parking lot on 8th & 'H' Street was completed in September 2014.

PHOTOS



CONTEXT



RECOMMENDATION #11

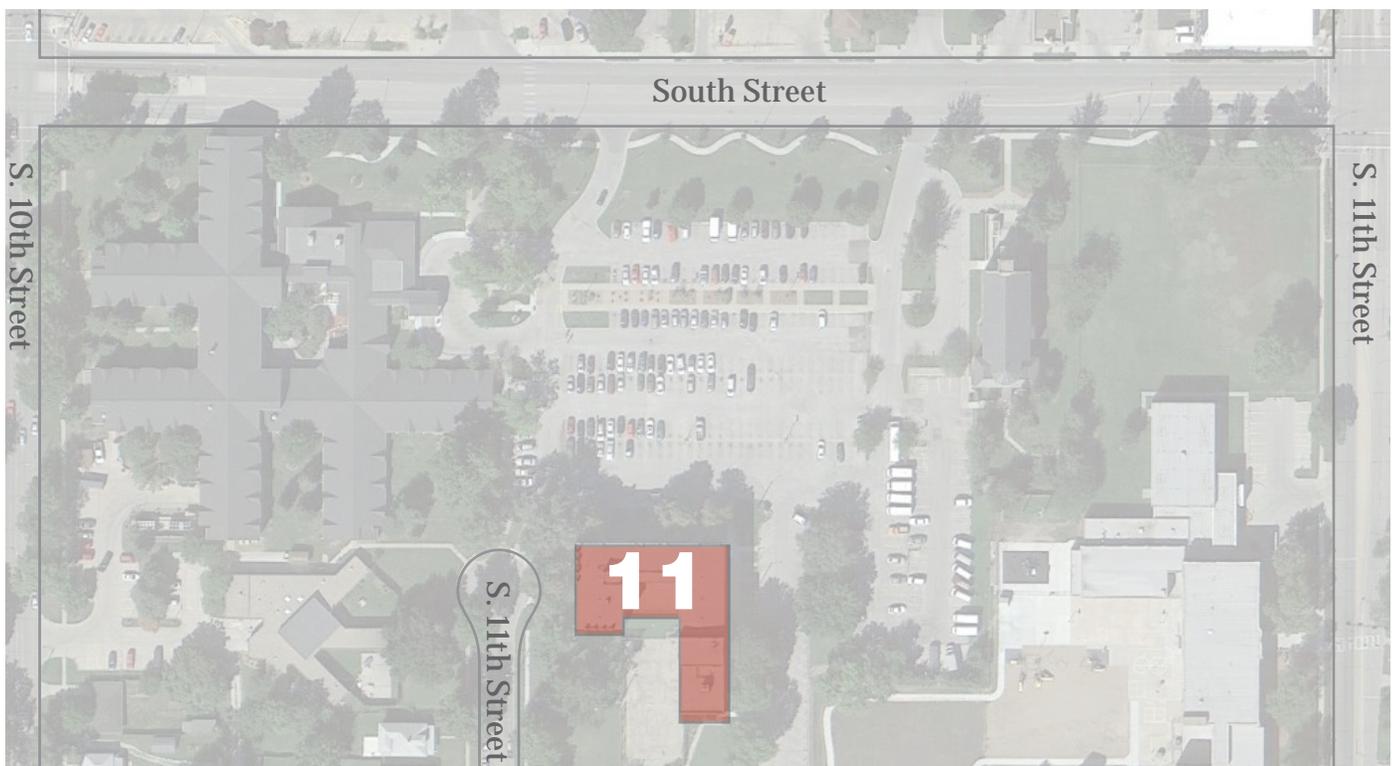
Trabert Hall

Relinquish ownership of Trabert Hall and relocate existing departments to the 605 Building. Lancaster County currently uses 25,880 square feet of space in Trabert Hall for the County Attorney Child Support Division, and Adult Probation Intensive Supervision Program and Drug Reporting Center.

PHOTOS



CONTEXT



RECOMMENDATION #12

Community Mental Health Building

Relinquish ownership of the Lincoln-Lancaster County Community Mental Health Building and relocate the Mental Health Crisis Center to the 825 'J' Street Building. The Community Mental Health Building consists of approximately 45,000 square feet of space.

PHOTO



CONTEXT



SUMMARY OF RECOMMENDATIONS



JUSTICE AND LAW ENFORCEMENT CENTER AND COUNTY/CITY BUILDING

Maintain use of core government campus buildings.



DISTRICT ENERGY PLANT

Reserve the parking area immediately north of the 900 'J' Street Building for future expansion of the District Energy Corporation (DEC) Plant. Add the 825 'J' Street (Benesch) and 900 'J' Street buildings.



605 BUILDING

Repurpose the 605 Building from the former County Adult Detention Facility to office and courtroom space for County Attorney, Adult Probation, Community Corrections, County Court, District Court, and storage space for Lincoln Police Department evidence.



COURTHOUSE PLAZA

Relocate Community Corrections administrative offices from the lower level and first floor of the Courthouse Plaza Building to the 605 Building, allowing expansion of the Public Defender Office.



K STREET RECORDS WAREHOUSE

Use K Street Records Warehouse as 100% records storage. Increase storage capacity by relocating Lincoln Police Department Evidence Storage to the 3rd floor of the 605 Building.



10TH & 'H' STREET PARKING LOT

Continue use of the existing south surface parking lot between 9th and 10th streets as county-city employee parking.



825 (BENESCH) BUILDING

Relocate the Lancaster County Mental Health Crisis Center to the 825 'J' Street Building.



8TH & 'H' STREET PARKING LOT

A 98-stall concrete surfacing parking lot on 8th & 'H' Street was completed in September 2014.



900 BUILDING

Continue use of the 900 'J' Street Building as Community Corrections meeting space (STOP Classes).



TRABERT HALL

Relinquish ownership of Trabert Hall and relocate existing departments to the 605 Building.



233 BUILDING

Consider relinquishment of the 233 So. 10th Street building for potential private redevelopment.



COMMUNITY MENTAL HEALTH BUILDING

Relinquish ownership of the Lincoln-Lancaster County Community Mental Health building and relocate departments to the 825 'J' Street (Benesch) Building.

F. IMPLEMENTATION PLAN

PHASING SEQUENCE

Successful implementation of the Public Building Commission (PBC) Facilities Plan is highly-dependent on a phased, incremental approach. Recommendations listed on pages 8-19 outline a multi-phase plan anticipated over a 25-year period between 2014 and 2039. The sequence of the phases is critical to the success of the plan and has important cost-savings implications to the PBC.

The following describes the phasing sequence and schedule associated with recommendations of the PBC Facilities Plan. Based on initiatives already started by the PBC, a progression of seven phases has been defined for implementation in the years 2014 to 2016. These initial seven phases encompass the following facilities:

2014

Phase 1: Constructed 8th & 'H' Street Parking Lot

2014-2015

Phase 2: 605 Building Sallyport Relocation and Interior Demolition

Phase 3: 825 J Street Renovation for Mental Health Crisis Center

2015-2016

Phase 4: 605 Building Exterior Modifications and Interior Tenant Fit-Out

2016

Phase 5: Relinquish Ownership of 2200 St. Mary's Avenue (Community Mental Health)

Phase 6: Relinquish Ownership of 2202 So. 11th Street (Trabert Hall)

Phase 7: 633 So. 9th Building (Courthouse Plaza) Public Defender 1st Floor Expansion

FUTURE PHASES DETERMINED BY DEMAND FACTORS

Following completion of the initial seven phases listed above, a series of additional facility improvements will be necessary to address the remaining recommendations in this report. The timing of these future phases will be driven by external demands outside of the direct control of the PBC. Foremost among these is the growth of the courts in the Justice and Law Enforcement Center. For example, renovation for additional courtrooms on second floor of the 605 Building will be implemented as additional judges are added in the Juvenile and District court levels. While these future facility demands are currently predicted to occur between the years 2017 to 2032, the specific timing of each phase is not known at this time.

- Finish 3rd floor County/City Building Tenant Space for Information Services
- Relocate Lancaster County Emergency Management from the 233 Building
- Expand District Energy Plant
- Court Renovations in County/City Building, Justice and Law Enforcement Center (JLEC) and 605 Building including:
 1. Additional District Courtroom, Judge's Chambers & Jury Room on the 3rd Level JLEC.
 2. Additional County Courtroom, Judge's Chambers & Jury Room on 2nd Level 605 Building.
 3. Additional Juvenile Courtroom and Judge's Chamber Set on the 4th Level JLEC.
 4. Relocation of Clerk of the District Court to 4th Level of JLEC triggered by appointment of next District Court judge.

G. OPINION OF PROBABLE CONSTRUCTION COSTS

PHASING SEQUENCE

The Probable Construction Costs for the initial seven phases of work described in Section F are based on average projected square footage costs (\$/sf) applied to the corresponding areas of conceptual plan diagrams. The intent of this estimate is to provide “order of magnitude” costs that will guide the PBC as it implements the report recommendations. All opinions of cost shown for years 2014 through 2016 include a construction inflation factor of four-percent (4%) per year calculated to the anticipated mid-point of construction.

2014

Phase 1: Constructed 8th & 'H' Street Parking Lot

Scope:

- Constructed new 98 stall concrete parking lot

Completed Construction Cost:

\$338,000

2014-2015

Phase 2: 605 Building – Sallyport, Prisoner Holding, Elevator & Stair Tower

Scope:

- Construct new prisoner transfer Sally Port on the Ground Level
- Remodel the existing northwest cell-block on 2nd and 3rd floors for the holding of prisoners awaiting court appearance.
- Install new 3-stop elevator.
- Construct new west exit stairway.

Contracted Construction Cost:

\$2,460,000

Phase 2: 605 Building – General Interior Demolition

Scope:

- Total demolition of interior to core structural, mechanical and electrical systems to create open usable shell space.

Opinion of Probable Demolition Cost:

\$1,250,000

Phase 3: 825 J Street Renovation for Mental Health Crisis Center

Scope:

- Relocate the Community Mental Health Crisis Center from 2200 St. Mary's Avenue to the 825 "J" Street building.

Opinion of Probable Demolition Cost:

\$2,200,000

2015-2016

Phase 4: 605 Building Exterior Modifications and Interior Tenant Fit-Out

Scope:

- Reconfigure & install windows on the First and Second Levels.

- Upgrade mechanical, electrical and plumbing systems infrastructure including additional HVAC capacity.
- Construct tenant spaces for Adult Probation, Community Corrections, County Attorney Child Support and Juvenile Probation on the Ground, First and Second Levels.
- Construct new Secure Skywalk Link, Jury Lounge and connecting corridors on 2nd Level.
- Convert former sallyport to Temporary Police Evidence Holding entrance.
- Construct Police Evidence Storage on 3rd Level.

Opinion of Probable Construction Cost: \$9,800,000

2016

Phase 5: Relinquish Ownership of 2201 South 17th Street (Community Mental Health)

Opinion of Probable Construction Cost: \$0

Phase 6: Relinquish Ownership of 2202 South 11th Street (Trabert Hall)

Opinion of Probable Construction Cost: \$0

Phase 7: 633 So. 9th Building (Courthouse Plaza) Public Defender 1st Floor
Scope:

- Public Defender Office currently located on 2nd & 3rd floors
- Relocation of Community Corrections from lower level and 1st floor to the 605 Building allows Public Defender to assume vacated space on 1st floor
- Minor reconfiguration of lower level and 1st floor space for Public Defender needs

Opinion of Probable Construction Cost: \$75,000