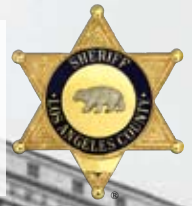


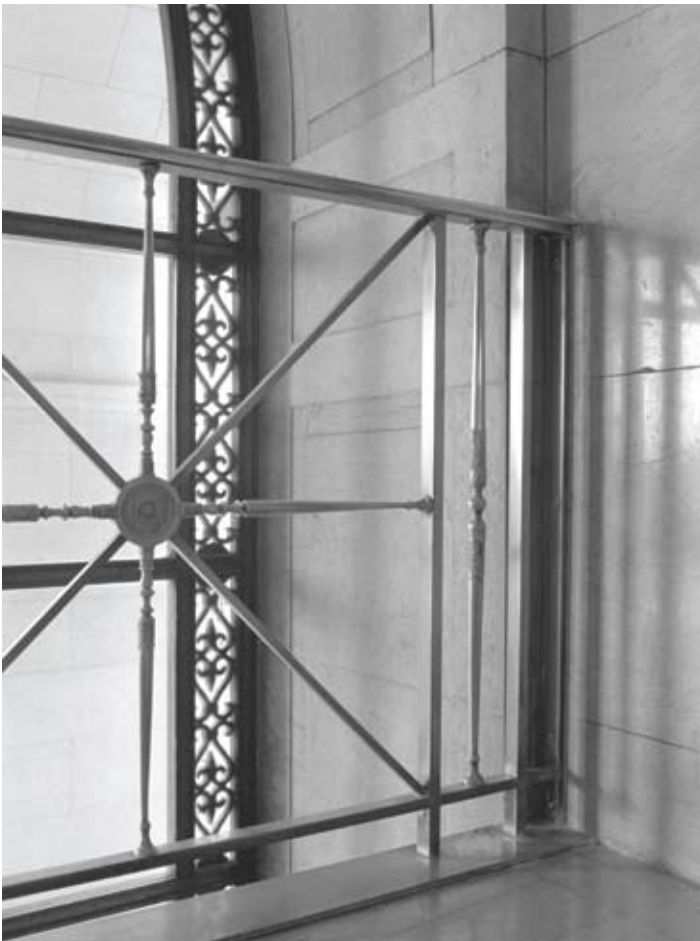


*Los Angeles County*  
**Sheriff's Department**  
*Leroy D. Baca, Sheriff*



# HALL OF JUSTICE

RESTORING A PIECE OF HISTORY





# HALL OF JUSTICE

## RESTORING A PIECE OF HISTORY



## TABLE OF CONTENTS

BACKGROUND .....	1
IMPACT OF THE 1994 NORTHRIDGE EARTHQUAKE .....	3
SUMMARY ACTIONS TAKEN TO DATE .....	4
CURRENT STATUS .....	9
NEXT STEPS TO RECOVERY .....	11





# SHERIFF'S MESSAGE

The Hall of Justice is a historical and monumental landmark that sits empty, beckoning to once again fulfill its role to serve the citizens of Los Angeles County.

After 69 years of dedicated service, the Hall of Justice was forced to close its doors in 1994 as a result of damage from the catastrophic Northridge Earthquake.

In 2004, significant efforts began to prepare the Hall for restoration. While our desire to advance the project has remained steadfast, funding has been insufficient to realize our vision.

Cooperation between Federal, State, local entities, and the potential of a public/private partnership, will ensure that the Hall of Justice returns to glory as the cornerstone of the downtown landscape, and the foundation of the County judicial system. I look forward to working in a collaborative effort to make this vision a reality.

Leroy D. Baca, Sheriff



# HALL OF JUSTICE

BUILT IN 1925

LOS ANGELES COUNTY  
CRIMINAL JUSTICE CENTER



LOS ANGELES CITY HALL

UNITED STATES DISTRICT COURT

# BACKGROUND

The Hall of Justice (Hall) stands resolute in stature and solidity guarding an illustrious past, awaiting its call to return to duty to serve as the headquarters for the Los Angeles County Sheriff's Department.

The Hall is located at 211 West Temple Street, Los Angeles, at the corner of Broadway and Temple Streets, amid the center of the Los Angeles Civic Center district. The structure is in close proximity to Los Angeles County's main administration buildings, federal and state courts, municipal government facilities, and key cultural centers, including the Music Center and the Disney Concert Hall. While the Civic Center continues to be refaced into one of the most architecturally progressive districts in the downtown area, efforts are moving forward to preserve this important historical landmark.

Constructed in 1925, this Beaux Arts facility was built as an imposing structure meant to convey a sense of justice and public importance. This stately 14 story, 550,000 square-foot high-rise building was the nation's first consolidated judicial facility. The Hall was designed in the classic Italianate style and was constructed with Type I non-combustible building materials including concrete floor slabs, a steel frame structure encased in concrete, granite exterior veneer, and hollow clay tile partitions at the interior. The Hall of Justice also presented a stunning interior with an ornate, barrel-vaulted entry foyer, gold-marble walls, and large ionic columns supporting the exquisitely gilded ceiling.

The Hall accommodated a wide range of functions for the County of Los Angeles, including the Sheriff's Department, Coroner, District Attorney, Public Defender, and Tax Collector. Additionally, the building housed 17 courtrooms and a county jail with over 750 cells. County staff and space needs grew significantly over time, and many departments moved out, leaving the Sheriff's Department as its only occupant.

Behind its imposing edifice, history making events were commonplace. On one such occasion, daredevil Evel Knievel was sentenced to the county jail on assault charges. When he and 20 other inmates were released from the Hall of Justice jail, Knievel ordered 20 limousines. There were limousines backed up and down the street waiting to transport the inmates to their destinations. The Hall also imprisoned many other notorious criminals, such as Benjamin "Bugsy" Siegel, Charles Manson, and Sirhan Sirhan, and served as the backdrop for many movies and scores of Hollywood shows including *Dragnet* and *Get Smart*. Other historical events included the autopsies of Senator Robert F. Kennedy and Marilyn Monroe.

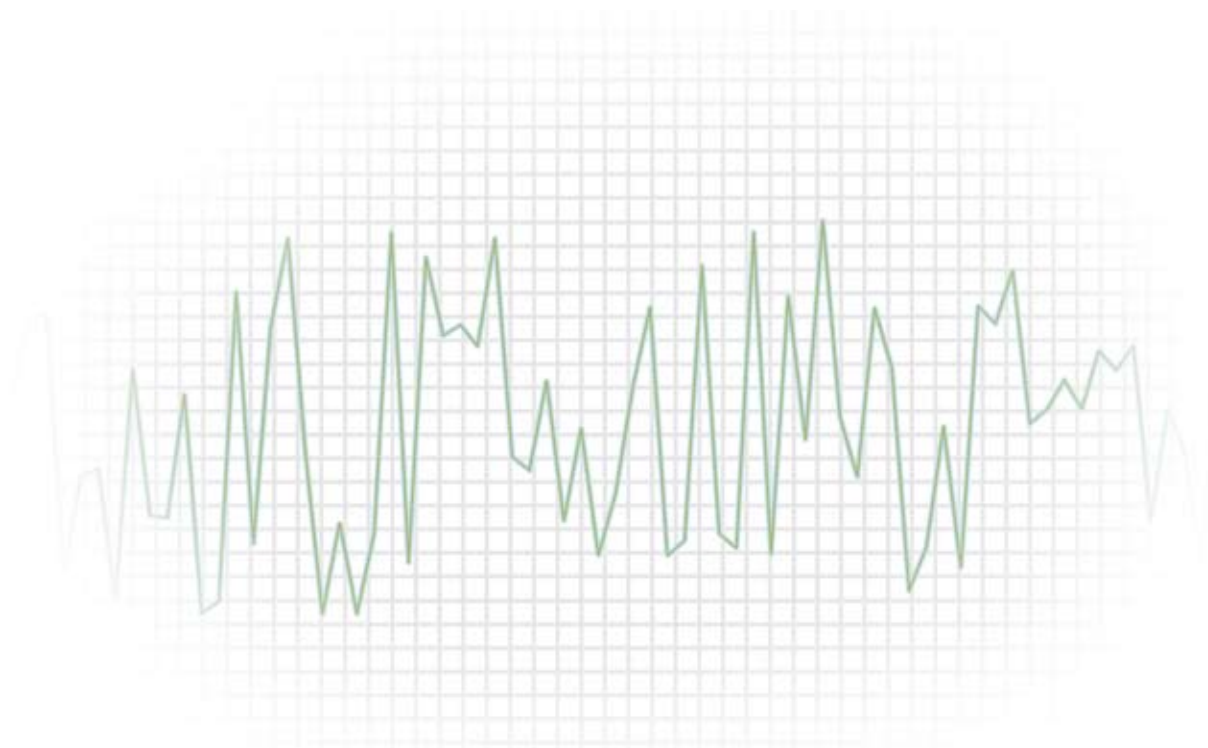
The 1994 Northridge Earthquake abruptly marked a dramatic change for the Sheriff's Department, as the Hall of Justice was forced to close its doors after 69 years of steadfast operation. More than 900 personnel, an expansive data system, and thousands of records and investigative files were relocated into leased facilities throughout Los Angeles County.

Although the building was completely abandoned following the earthquake, plans to revive it have been under consideration more than a decade. To date, all hazardous materials have been abated and all interior demolition of infrastructure systems and non-bearing walls have been completed. The building has been prepared for its eventual restoration and re-occupancy as an office building.









# IMPACT OF THE 1994 NORTHRIDGE EARTHQUAKE

On the morning of January 17, 1994, a catastrophic magnitude 6.7 earthquake occurred that caused damage spanning 2,192 square miles throughout the counties of Los Angeles, Ventura, and Orange, California. The earthquake resulted in 72 deaths and 11,846 injuries, with property damages estimated at \$25 billion to approximately 114,000 residential and commercial structures.

President Clinton, as a result of this devastating event, declared a major state of disaster for the counties of Los Angeles, Ventura and Orange under authority of the Robert T. Stafford Relief and Emergency Assistance Act, 42 USC S5121.

The Northridge earthquake brought a hush to the Hall. As a result, the Hall was declared unsuitable for occupancy. Served with a red tag notice and abandoned, the once-proud landmark closed its doors silently awaiting its fate.

The Hall of Justice is a historic building which occupies a key real estate parcel in the downtown Los Angeles area. The repair and reuse of the Hall is essential to the current Civic Center revitalization project. Based on the various studies and engineering analysis completed, including the Environmental Assessment/Environmental Impact Report (EA/EIR), it has been determined that the Hall of Justice can be retrofitted for occupancy. The Stafford Act also provided discretionary authority to fund measures to reduce future damages to eligible facilities. The primary purpose of this project is to rehabilitate the Hall of Justice by seismically retrofitting the earthquake damaged building and refurbishing the building interior for office use, while preserving and restoring selected historic features.

## SUMMARY ACTIONS TAKEN TO DATE



## SEISMIC STUDY

On April 20, 1994, a Damage Survey Report was prepared by the Los Angeles County Internal Services Department on the Hall of Justice. The objective of this report was to conduct an inspection and make an assessment of any building deficiencies that may have resulted from the recent seismic activities. As part of the investigation, recommendations were made regarding access restrictions to the Hall. The report's conclusion recommended that a detailed seismic risk assessment be performed on the entire building to develop remedial strengthening procedures. It also recommended that maintenance personnel complete a thorough inspection of the facility to identify potential falling hazards.

On July 31, 1995, a Phase 1A Draft Facility Initial Inspection Report was prepared by Nadel/Rosesser in cooperation with the Los Angeles County Internal Services Department. This report included inspection findings, facility description and its systems, initial concepts of needed repairs, and supporting photographs found in evidence of earthquake damage. The emphasis of the program was to repair and restore the Hall of Justice to full operational capacity.





# DEVELOPER AGREEMENT

On February 6, 2001, the County of Los Angeles issued a Request for Proposals (RFP) for the Commercial Renovation and Operation of the County Hall of Justice Building to solicit creative proposals to design, construct, operate, maintain, and finance the rehabilitation and adaptive reuse of the Hall of Justice. The objective was to use a developer driven and design-build approaches to refurbish the earthquake damaged building and facilitate its re-occupancy as the headquarters of the Los Angeles County Sheriff's Department and other county offices.

On December 17, 2002, a Predevelopment Services Agreement Concerning Services and Deliverables Related to California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) Environmental Reviews and Federal Emergency Management Agency (FEMA) and State Historical Office of Historic Preservation (SHOPO) Approval Matters by and between the County of Los Angeles and the Hall of Justice Associates, Inc., was approved.

This Agreement established an exclusive agreement with the Hall of Justice Associates (HOJA) for the repair/seismic retrofit and adaptive reuse of the Hall of Justice. Working in concert with the Los Angeles County Chief Administrative Office, the Developer prepared a Draft Environmental Assessment/Environmental Impact Report for the project.

# SPACE NEEDS ASSESSMENT

On August 27, 2003, a comprehensive Stacking Diagram addressing the Sheriff's Department and other County departments Space Needs Assessment was prepared and submitted in anticipation of the rehabilitation and reuse of the Hall of Justice. This report detailed building space requirements for re-occupancy by identifying the personnel capacity and square footage needs. Further, the report addressed the total number of current lease to be vacated and the resulting spaces requirements.

---



## FEMA REMEDIATION

The project involved the preparation of an EA/EIR for the Federal Emergency Management Agency (FEMA) and the County of Los Angeles for the proposed repair and renovation of the Hall of Justice in response to severe damage caused by the 1994 Northridge Earthquake, as well as aging of the building. The building has also been evaluated by the State Office of Historic Preservation (SOHP) and determined it to be eligible for listing in the National Register of Historic Places (NRHP).

Findings of the EA/EIR included that the Hall of Justice Repair and Reuse Project cited that the Project will have no adverse effect on the environment. Further, the Los Angeles County Board of Supervisors authorized the issuance of a Memorandum of Understanding with FEMA, SOHP, and the California Office of Emergency Services (OES) to preserve the numerous characters defining the historic features of the Hall of Justice. Additionally, the Board of Supervisors instructed the Department of Public Works to commence with non-structural interior demolition activities and prepare design services for structural demolition and seismic retrofit.

During negotiations for a second agreement with the HOJA to continue the design work, it became apparent that the HOJA was not prepared to assume the potential risk associated with unforeseen building conditions. Since shifting this risk to the developer was a fundamental premise of the developer driven, design-build approach required by the RFP, the Agreement with the HOJA was terminated. This allowed the Los Angeles County to pursue other project delivery alternatives while directing completion of the Environmental Assessment/Environmental Impact Report (EA/EIR) process.





# CAPITAL PROJECTS ESTABLISHED

On July 20, 2004, the Los Angeles County Board of Supervisors authorized the establishment of a new Capital Project for the Hall of Justice Repair and Reuse Project as a result of the developer's desire to shift the risk back to the County. The Capital Project authorized a revised delivery method for the Hall of Justice earthquake repair and seismic retrofit project rather than proceed with a developer lease plan. The design phase and the demolition of unnecessary building components and the removal/remediation of potentially hazardous materials were completed. In order to move forward with the repair/retrofit of the Hall of Justice, the Chief Executive Office outlined the following milestones and steps:

- *Step 1 – Award a design contract for demolition and removal of hazardous material (completed);*
- *Step 2 – Approve the EA/EIR and award a demolition contract (completed);*
- *Step 3 – Award a architectural/rehabilitation design contract;*
- *Step 4 – Award a construction contract.*

## OTHER ACTIVITIES

- *In July 2006, the Los Angeles County Board of Supervisors awarded a contract in the amount of \$9.9 million for non-structural demolition services and awarded a supplemental agreement in the amount of \$1.37 million for structural demolition and retrofit design services.*
- *As of October 2007, Phase I (debris removal), Phase II (interior non-structural design), and Phase III (non-structure demolition) were completed at a cost of \$17.3 million. The latest cost estimate to retrofit the Hall of Justice is approximately \$300 million if the County capital project process is utilized.*
- *On November 26, 2008, the Board of Supervisors instructed the County Chief Executive Officer to develop a strategy to secure a time extension on the deadlines associated with FEMA Disaster Assistance Grants for the renovation of the Hall of Justice, Kenneth Hahn Hall of Administration, and the Stanley Mosk Courthouse, and to communicate with the County's Legislative Advocates in Sacramento and Washington D.C.*







# CURRENT STATUS

The Hall of Justice facility has been cleared of all debris and non-structural hazardous materials, and the seismic retrofit design has been completed. A one-time extension has been granted to proceed with the next phase. Due to the change in the Building Codes effective January 2008, the current seismic design document can be updated to reflect the current code requirements. The Department of Public Works estimated that this activity will take six months to complete.

The Hall of Justice Repair and Reuse Project is a “shovel ready” project as defined in the American Recovery and Investment Act of 2009 (Economic Stimulus Plan) based on the following:

- *The EIR document and the Mitigation Monitoring Program were adopted by the Board of Supervisors in June 2006.*
- *A Memorandum of Agreement with FEMA and SOHP was negotiated and approved.*
- *All of the risks identified by the HOJA in the initial Development Agreement have been removed or mitigated. The Hall of Justice is ready for seismic retrofitting and completion of tenant improvement design work to allow for construction and re-occupancy.*
- *The seismic retrofit can begin within a period of six to nine months upon project approval by the County Board of Supervisors.*
- *The ongoing cost to lease facilities for those functions displaced by the closure of the Hall of Justice can be terminated upon completion of the project. Cost savings realized by this consolidation effort is anticipated to be approximately \$8.5 million annually.*

Based on the most recent bidding climate and current economic conditions, an opportunity exists to receive more favorable bids from the construction industry; construction bids submitted during the last few months indicate a 10 to 20 percent reduction in costs.



# NEXT STEPS TO RECOVERY

The Los Angeles County Board of Supervisors are committed to this restoration effort and have been continuously exploring funding opportunities.

Since the majority of the risks have been mitigated, and the seismic retrofit design has been completed, perhaps there may be an opportunity to re-activate the public-private partnership that was previously suspended.

Alternative funding options to offset the cost for the renovation of the Hall of Justice must be identified. Costs have been estimated at roughly \$300 million to renovate and re-use the Hall. Potential funding sources may include current and additional FEMA grants, Economic Stimulus Plan funds, interest on bond proceeds, and significant savings on lease cancellations in private office buildings housing County employees.

The Hall of Justice Repair and Reuse Project offers an opportunity for Federal, State, and County governments to collaborate with each other, as well as the potential to partner with the private sector, to reduce overall project costs and streamline the design construction activities, allowing for an earlier completion of the project.

This historic building located in the governmental core of downtown Los Angeles is an ideal candidate to qualify for Federal Economic Stimulus Plan funding under the “shovel ready” criteria.

Like justice, sometimes the wheels of preservation grind slowly, and the timetable for a grand re-opening remains uncertain. Until then, the Hall of Justice remains a prisoner of time waiting for an opportunity to be restored to reflect both the historical past and vibrant future of the governmental core of Los Angeles County.



# OUR MISSION

**LEAD** THE FIGHT TO PREVENT  
CRIME AND INJUSTICE.

ENFORCE THE LAW **FAIRLY** AND  
DEFEND THE RIGHT OF ALL

**PARTNER** WITH THE PEOPLE WE  
SERVE TO SECURE AND PROMOTE  
SAFETY IN OUR COMMUNITIES.

---

# OUR CORE VALUES

AS A **LEADER** IN THE LOS ANGELES COUNTY  
SHERIFF'S DEPARTMENT,

I COMMIT MYSELF TO  
**HONORABLY** PERFORM MY DUTIES WITH  
**RESPECT** FOR THE DIGNITY OF ALL PEOPLE,

**INTEGRITY** TO DO  
RIGHT AND FIGHT WRONGS,

**WISDOM** TO APPLY **COMMON SENSE**  
AND **FAIRNESS** IN ALL I DO AND

**COURAGE** TO STAND AGAINST RACISM,  
SEXISM, ANTI-SEMITISM, HOMOPHOBIA  
AND BIGOTRY IN ALL ITS FORMS.

---

# OUR CREED

MY GOALS ARE SIMPLE.  
I WILL ALWAYS BE  
PAINFULLY **HONEST**,  
WORK AS HARD AS I CAN,  
**LEARN** AS MUCH AS I CAN  
AND HOPEFULLY  
**MAKE A DIFFERENCE** IN  
PEOPLE'S LIVES.

DEPUTY DAVID W. MARCH  
EOW APRIL 29, 2002





The Sheriff's Facilities Planning Bureau wishes to thank all those who contributed, in particular the Graphic Arts Unit, to the development of this publication.

**For information on the Hall of Justice Repair and Reuse Project please contact:**

Los Angeles County Sheriff's Department  
Facilities Planning Bureau  
1000 South Fremont Avenue, Unit 47  
Alhambra, California 91803  
(626) 300-3001

email: [facilitiesplanning@lasd.org](mailto:facilitiesplanning@lasd.org)





*Los Angeles County*  
**Sheriff's Department**  
*www.lasd.org*