

STATE OF CALIFORNIA

Capital Outlay Budget Change Proposal (COBCP) - Cover Sheet

DF-151 (REV 07/21)

Fiscal Year 2025-26	Business Unit 0250	Department Judicial Branch	Priority No. 7
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Budget Request Name 0250-015-COBCP-2025-GB	Capital Outlay Program ID 0165	Capital Outlay Project ID 0010916
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Project Title

San Joaquin County: New Tracy Courthouse

Project Status and TypeStatus: ☒ New ☐ ContinuingType: ☒ Major ☐ Minor**Project Category (Select one)**

<input checked="" type="checkbox"/> CRI (Critical Infrastructure)	<input type="checkbox"/> WS4D (Workload Space Deficiencies)	<input type="checkbox"/> ECP (Enrollment Caseload Population)	<input type="checkbox"/> SM (Seismic)
<input type="checkbox"/> FLS (Fire Life Safety)	<input type="checkbox"/> FM (Facility Modernization)	<input type="checkbox"/> PAR (Public Access Recreation)	<input type="checkbox"/> RC (Resource Conservation)

Total Request (in thousands) \$ 2,927	Phase(s) to be Funded Performance Criteria	Total Project Cost (in thousands) \$ 65,147
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Budget Request Summary

The Judicial Council of California requests \$2,927,000 General Fund for the Performance Criteria phase of the New Tracy Courthouse in San Joaquin County. The proposed new courthouse project will provide construction of a new, two-courtroom courthouse of approximately 28,000 square feet (SF) in the city of Tracy. The project includes secure parking for judicial officers and surface parking spaces with solar power generation capability. The estimated total project cost is \$65,147,000. The project will use the design-build delivery method. The project will replace four existing court facilities on the Judicial Council-owned site.

Requires Legislation <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Code Section(s) to be Added/Amended/Repealed -	CCCI 9688
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Requires Provisional Language <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Budget Package Status <input type="checkbox"/> Needed <input checked="" type="checkbox"/> Not Needed <input type="checkbox"/> Existing
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Impact on Support Budget

One-Time Costs	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Swing Space Needed	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Future Savings	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Generate Surplus Property	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Future Costs	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No		

If proposal affects another department, does other department concur with proposal? ☐ Yes ☐ No

Attach comments of affected department, signed and dated by the department director or designee.

Prepared By P. McCormick	Date 12/31/2024	Reviewed By A. Cowan	Date 12/31/2024
Chief Deputy Director Robert Oyung	Date 12/31/2024	Administrative Director Michelle Curran	Date 12/31/2024

Department of Finance Use Only

Principal Program Budget Analyst Koreen H. van Ravenhorst	Date submitted to the Legislature 1/10/2025
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A. COBCP Abstract:

San Joaquin County: New Tracy Courthouse – \$2,927,000 for Performance Criteria. The project includes the construction of a new, two-courtroom courthouse of approximately 28,000 SF in the city of Tracy. The project includes secure parking for judicial officers and surface parking spaces with solar power generation capability. Total project costs are estimated at \$65,147,000, including Performance Criteria (\$2,927,000) and Design-Build (\$62,220,000). The design-build amount includes \$49,366,000 for the construction contract, \$1,481,000 for contingency, \$2,246,000 for architectural and engineering services, and \$9,127,000 for other project costs. Performance Criteria is scheduled to begin in July 2025 and will be approved in November 2026. Design-Build is scheduled to begin in November 2026 and will be completed in September 2030.

B. Purpose of the Project:

Problem: The existing condition and capacity of the Superior Court of San Joaquin County facilities were evaluated pursuant to Senate Bill 847, which revised Government Code section 70371.9 and required the Judicial Council of California to reassess projects identified in its *Trial Court Capital-Outlay Plan* and prioritization methodology adopted on October 24, 2008. The reassessment, which is the basis for the judicial branch's *Trial Court Five-Year Infrastructure Plan*, was submitted to the Senate Committee on Budget and Fiscal Review and the Assembly Committee on Budget in December 2019.

The infrastructure plan project rankings were established through a detailed and systematic analysis of the following criteria:

- The general physical condition of the building;
- Needed improvement to the physical condition of buildings to alleviate the totality of risks associated with seismic conditions, fire and life safety conditions, Americans with Disabilities Act (ADA) requirements, and environmental hazard;
- Court security features within buildings;
- Access to court services;
- Overcrowding; and
- Projects that replace or renovate courtrooms in court buildings where there is a risk to court users due to potential catastrophic events.

Through this assessment process, San Joaquin County courthouse facilities affected by this project were determined to be deficient in all categories. This project is ranked in the Immediate Need priority group, and consequently is one of the highest-priority trial court capital-outlay projects for the judicial branch. The *Reassessment of Trial Court Capital-Outlay Projects* is available at [lr-2019-jc-reassessment-trial-court-capital-outlay-projects-gov70371_9.pdf](#)

Program Need: The New Tracy Courthouse will accomplish the following immediately needed improvements to the superior court and enhance its ability to serve the public:

- Provides an accessible, safe, and efficient courthouse to serve south county communities.
- Enhances the public's access to justice by relieving the current space shortfall, increasing security, and replacing inadequate and obsolete buildings in San Joaquin County.
- Allows the court to operate in a facility with adequate space for greater functionality than in current conditions, including:
 - Safe and secure internal circulation that maintains separate zones for the public, judicial officers and staff, and in-custody defendants.
 - Secure, dedicated in-custody sally port to the courthouse and secure in-custody holding areas.
 - Adequate visitor security screening and queuing in the entrance area.
 - Provides attorney-client interview rooms.
 - Improves public service, including an adequately sized self-help area.
 - Jury assembly with capacity for typical jury pools.

- Has ADA accessible spaces.
- Adequate staff workstations and meeting spaces.
- Facility with dependable physical infrastructure.
- Improves public safety by replacing facilities that are noncompliant with contemporary fire and life safety and ADA codes.
- Restructures operations and functions to optimize use of court facilities.
- Replaces four facilities in poor condition that have aging systems.
- Repurposes a Judicial Council-owned site for infill development and eliminates project costs for site acquisition.
- Avoids future expenditure of approximately \$2 million for deferred maintenance and needed security system refresh.

The Superior Court of San Joaquin County uses a decentralized model, with full-service operations in Stockton and branch locations in Manteca, Lodi, French Camp, and Tracy (which has been vacant for several years). Stockton and Lodi serve north county communities, while Manteca has served the south county communities. French Camp is a juvenile court that serves the entire county.

The main courthouse is located in the city of Stockton. The Stockton Courthouse handles all case types and all jury trials for the county, except for juvenile delinquency case matters. The French Camp facility is the juvenile delinquency court; it has three courtrooms and is connected to juvenile hall and the county probation department. The Lodi branch court has one courtroom and handles criminal matters (such as felony arraignments, preliminary hearings, misdemeanor arraignments, and pretrial conferences). The Manteca Branch Courthouse handles criminal, civil, and traffic matters. The Tracy Branch court facilities have been closed since 2011 owing to budget constraints from the recession and have not reopened due to needed replacement.

The Superior Court of San Joaquin County occupies five buildings in Stockton, Lodi, French Camp, and Manteca, with a total of approximately 350,000 SF of space. The four Tracy court facilities are vacant.

	Name	City	Number of Courtrooms	Type	Owner	Year Built
1	Stockton Courthouse	Stockton	28 (plus 1 unfinished)	Courthouse	Judicial Council	2017
2	French Camp Juvenile Justice Center	French Camp	3	Jail	County	1982
3	Manteca Branch Courthouse	Manteca	2	Courthouse	Judicial Council	1965
4	Lodi Department 2	Lodi	0	Courthouse	Judicial Council	1968
5	Lodi Department 1	Lodi	1	Office	Lease	2005
6	Tracy Branch Courthouse	Tracy	1	Courthouse/ Vacant	Judicial Council	1968
7	Tracy Modular 1: Support	Tracy	0	Modular/ Vacant	Judicial Council	1986
8	Tracy Modular 2: Courtroom	Tracy	1	Modular/ Vacant	Judicial Council	1986
9	Tracy Agricultural Building	Tracy	0	Storage/ Vacant	Judicial Council	1960

The project will replace the four Tracy Branch court facilities: the Tracy Branch Courthouse, the Tracy Modular 1 (Support), the Tracy Modular 2 (Courtroom), and the Tracy Agricultural Building.

1. Tracy Branch Courthouse (Judicial Council-owned)

2019 Assessment Data

Year Built	1986
Number of Courtrooms	1 courtroom
10-Year Facility Condition Index (FCI)	Poor Condition
FEMA P-154 Seismic Rating	Acceptable Risk Seismic Rating
Deferred Maintenance	\$1,989,960
Annual O&M Costs	\$22,597
Security System Refresh Costs	Not assessed

Located at 475 East 10th Street in the city of Tracy, the Tracy Branch Courthouse is approximately 7,000 SF in size and is owned and managed by the Judicial Council. The building is in poor condition with aging systems that are at or beyond their useful lives. This facility lacks many modern elements required to function effectively and efficiently, has significant fire and life safety deficiencies, and needs significant structural and technological upgrades. The facility has in-custody holding but minimal space for weapons screening and lacks separate and secure circulation paths dedicated to separate in-custody defendants from the public, jurors, judicial officers, and staff. Owing to budget cuts and the need for replacement, this facility has been vacant since 2011.

2. Tracy Modular 1: Support (Judicial Council-owned)

2019 Assessment Data

Year Built	1986
Number of Courtrooms	None
10-Year Facility Condition Index (FCI)	Not Assessed
FEMA P-154 Seismic Rating	Not Assessed
Deferred Maintenance	Not Assessed
Annual O&M Costs	\$13,133
Security System Refresh Costs	Not Assessed

Tracy Modular 1 (Support) is located on the Tracy campus at 475 East 10th Street in the city of Tracy. It is approximately 1,000 SF in size and is owned and managed by the Judicial Council. The modular unit previously served as administrative space. The modular is in poor condition with aging systems. Owing to budget cuts and the need for replacement, this facility has been vacant since 2011.

3. Tracy Modular 2: Courtroom (Judicial Council-owned)

2019 Assessment Data

Year Built	1986
Number of Courtrooms	None
10-Year Facility Condition Index (FCI)	Not Assessed
FEMA P-154 Seismic Rating	Not Assessed
Deferred Maintenance	Not Assessed
Annual O&M Costs	\$13,133
Security System Refresh Costs	Not Assessed

Tracy Modular 2 (Courtroom) is located on the Tracy campus at 475 East 10th Street in the city of Tracy. It is approximately 1,000 SF in size and is owned and managed by the Judicial Council. The modular unit previously served as a courtroom. The modular is in poor condition with aging systems. Owing to budget cuts and the need for replacement, this facility has been vacant since 2011.

4. Tracy Agricultural Building (Judicial Council-owned)

2019 Assessment Data

Year Built	1960
Number of Courtrooms	None
10-Year Facility Condition Index (FCI)	Not Assessed
FEMA P-154 Seismic Rating	Not Assessed
Deferred Maintenance	Not Assessed
Annual O&M Costs	Not Assessed
Security System Refresh Costs	Not Assessed

The Tracy Agricultural Building is located on the Tracy campus at 475 East 10th Street in the city of Tracy. It is a single-story building approximately 2,000 SF in size that served as storage space and is owned and managed by the Judicial Council. The building is in poor condition with aging systems. Owing to budget cuts and need for replacement, this facility has been vacant since 2011.

Infrastructure Deficiencies in Facilities Affected by Project: The four existing Tracy Branch facilities (Tracy Branch Courthouse, Tracy Modular 1 (Support), Tracy Modular 2 (Courtroom), and Tracy Agricultural Building) are inadequate and obsolete to be returned to public service. The project will utilize the existing site of these facilities to demolish each deteriorated and vacant building to construct a single, modern courthouse building.

C. Relationship to the Strategic Plan:

The Judicial Council, as the policymaking body for the judicial branch, has the following responsibilities and authorities for court facilities, in addition to any other responsibilities or authorities established by law:

- Exercises full responsibility, jurisdiction, control, and authority as an owner would have over trial court facilities whose title is held by the state, including but not limited to the acquisition and development of facilities;
- Exercises the full range of policymaking authority over trial court facilities, including but not limited to planning, construction, acquisition, and operation, to the extent not expressly otherwise limited by law;
- Establishes policies, procedures, and guidelines for ensuring that the courts have adequate and sufficient facilities, including but not limited to facilities planning, acquisition, construction, design, operation, and maintenance;
- Allocates appropriated funds for court facilities maintenance and construction;
- Prepares funding requests for court facility construction, repair, and maintenance;
- Implements the design, bid, award, and construction of all court construction projects, except as delegated to others; and
- Provides for capital outlay projects that may be built with funds appropriated or otherwise available for these purposes according to an approved five-year infrastructure plan for each court.

The provision of this capital outlay request is directly related to the judicial branch's strategic plan Goal VI, Branchwide Infrastructure for Service Excellence. By providing the trial courts with the facilities required to carry out the judiciary's constitutional functions, the proposed project immediately addresses this goal.

In addition, the proposed project supports the judicial branch's commitment to Goal I, Access, Fairness, Diversity, and Inclusion; Goal IV, Quality of Justice and Service to the Public; and Goal VII, Adequate, Stable, and Predictable Funding for a Fully Functioning Branch.

D. Alternatives:

Alternative 1: Build a New, Two-Courtroom Courthouse.

This alternative will construct a new, two-courtroom courthouse of approximately 28,000 SF in the city of Tracy. The project will include secure parking for judicial officers and surface parking spaces. The estimated total project cost is \$65,147,000. The project includes the demolition of four existing court facilities on the Judicial Council-owned site.

Advantages

- Enhances the public's access to justice by providing a modern, safe, and secure courthouse to serve the south county communities, relieving the current space shortfall, increasing security, and replacing inadequate and obsolete buildings in San Joaquin County.
- Provides multipurpose courtrooms suitable for all case types as well as space for jury assembly, central holding, and self-help services.
- Allows the court to operate in a facility with adequate space for greater functionality than what had been provided by the existing Tracy Branch court facilities—alleviating overcrowding in staff areas, providing adequate space for security screening and lobby areas and separate paths of circulation for in-custody defendants from the public and judges and staff, and addressing the lack of jury assembly space and jury deliberation rooms.
- Restructures operations and functions to optimize use of court facilities.
- Repurposes a Judicial Council-owned site for infill development and eliminates project costs for site acquisition.
- Avoids future expenditure of approximately \$2 million for deferred maintenance and needed security system refresh.

Disadvantages:

- This alternative requires authorization of funds for design and construction.

Alternative 2: Renovation of Existing Court Facilities.

The four existing Tracy Branch court facilities (Tracy Branch Courthouse, Tracy Modular 1 (Support), Tracy Modular 2 (Courtroom), and Tracy Agricultural Building) will be renovated, reconfigured, and expanded to accommodate the programmatic needs of the court. Detailed estimates were not prepared for this alternative as preliminary investigations deemed the solution requiring multiple projects impracticable and not cost-effective. Multiple renovation projects would be required, yet without sizable expansions that would still not remedy the space shortfall.

Advantages:

- This option will improve court security, correct infrastructure deficiencies, and more closely align the renovated court space with Judicial Council space standards.

Disadvantages:

- Compared to Alternative 1, this alternative requires authorization of funds for design and construction of multiple projects, making it not cost-effective.
- As renovation of the two modular buildings is not practical, given their poor condition with aging systems, replacement would be required.
- Maintains four separate buildings, disallowing the consolidation of separated operations into a single building for improved public service on the existing site.
- Does not allow for operational restructuring and efficiency gains.

- Multiple renovation projects without sizable expansions does not remedy the space shortfall.

Alternative 3: Defer this Project.

Advantages:

- No additional commitment of resources.

Disadvantages:

- This is an urgently needed project. The existing facilities do not provide proper security, are severely overcrowded, are in deteriorating physical condition, and impede the court's ability to operate effectively and efficiently.
- Delay of this project limits the court's ability for staffing efficiency and to provide enhanced public service to the south county communities.
- Does not allow for restructuring of existing operations and efficiency gains.
- Approximately \$2 million in expenditures are needed to address deferred maintenance and needed security system refresh.

E. Recommended Solution:

1. Which alternative and why?

The recommended solution is Alternative 1: Construct a New, Two-Courtroom Courthouse. This alternative provides the best solution for the superior court and for San Joaquin County residents.

2. Detailed scope description.

The proposed new courthouse project will provide construction of a new, two-courtroom courthouse of approximately 28,000 SF in the city of Tracy. Space will be provided for multipurpose courtrooms suitable for all case types, jury assembly, central holding, and self-help services. The project includes secure parking for judicial officers and surface parking spaces. The project includes the demolition of four existing court facilities on the Judicial Council-owned site. The project will relieve the current space shortfall; improve security, accessibility, and safety; and allow the court to improve its service to south county residents for operational efficiency.

3. Basis for cost information.

Estimated total project costs are based on a conceptual space program and a three-page estimate.

4. Factors/benefits for recommended solution other than the least expensive alternative.

The recommended option is Alternative 1: Construct a New, Two-Courtroom Courthouse. This option is the best solution for the superior court and will accomplish immediately needed improvements to enhance its ability to serve the public:

- Enhances the public's access to justice by providing a modern, safe, and secure courthouse to serve the south county communities.
- Allows the court to operate in a facility with adequate space for greater functionality than in current conditions—alleviating overcrowding in staff areas, providing adequate space for security screening and lobby areas and separate paths of circulation for in-custody defendants from the public and judges and staff, and addressing the lack of jury assembly space and jury deliberation rooms.
- Restructures operations and functions to optimize use of court facilities.
- Improves operational efficiencies allowing the court to operate effectively and efficiently.
- Repurposes a Judicial Council-owned site for infill development and eliminates project costs for site acquisition.
- Replaces four vacant and obsolete facilities.

5. Complete description of impact on support budget.

Impact on the trial court operation budgets for fiscal year 2025–26 will not be material. It is anticipated that this project will affect trial court operations budgets in fiscal years beyond the current year.

Impact on the sheriff security funding for fiscal year 2025–26 will not be material. It is anticipated that this project will affect sheriff security budgets in future fiscal years.

It is anticipated that there will be ongoing costs of \$120,000 for Judicial Council-funded O&M and security. The county facility payments established pursuant to Government Code section 70353 with the transfer of each county facility replaced by this project will be used to partially offset ongoing operations and maintenance costs of the new facility.

Because additional programmatic workload and funding drive the need for additional administrative funding, an administrative overhead cost has been included in each capital-outlay budget change proposal. The additional funding of \$72,000 will be used to support successful implementation of this request.

6. Identify and explain any project risks.

Any construction project carries risk of increased scope due to discovery of unknown subsurface site conditions throughout the design and construction process that can alter the projected construction cost. These risks can be mitigated or minimized by concurrently developing a prioritized itemization of project features that can be reduced in scope, alternatively approached, or eliminated without affecting the building functionality. The list should be updated at the completion of each stage of the design process in connection with the preparation and review of the updated estimates. Risk is always inherent in the construction and ownership of real property and improvements. Standard risk management procedures are used to control and/or delegate these risks.

The risks associated with not developing a replacement court facility, as responsibility for the facilities it will replace has transferred to the state, are equally compelling. Given the existing physical conditions and practical limitations of improving these facilities, they will generate liabilities for the state the longer they remain unaddressed.

7. List requested interdepartmental coordination and/or special project approval (including mandatory reviews and approvals, e.g., technology proposals).

Interagency cooperation will be required among state, county, and local jurisdictional authorities for successful completion of this project. The updated drawings will be reviewed by the State Fire Marshal, the Board of State and Community Corrections for compliance with corrections standards, and the Division of the State Architect for fire and life safety and accessibility. The State Fire Marshal will perform inspections, required by the California Building Code for fire and life safety, during the construction phase.

F. Consistency with Government Code section 65041.1:

Does the recommended solution (project) promote infill development by rehabilitating existing infrastructure and how? Explain.

The recommended solution does not include the rehabilitation of existing buildings but does include repurposing a Judicial Council-owned site for infill development. Rehabilitating multiple existing buildings on the existing site is impracticable and not cost-effective, as they have been vacant more than a decade (since 2011) owing to their poor condition with aging systems. Replacement of these inadequate and obsolete buildings through site redevelopment, which eliminates project costs for site acquisition, is the only viable solution.

Does the project improve the protection of environmental and agricultural resources by protecting and preserving the state's most valuable natural resources? Explain.

The project will be on the site of the existing Tracy branch court facilities. The branch is committed to selecting sites with no or least impact to these resources by utilizing previously developed land with existing infrastructure. This project will complete a thorough and responsible California Environmental Quality Act (CEQA) process.

Does the project encourage efficient development patterns by ensuring that infrastructure associated with development, other than infill, support efficient use of land and is appropriately planned for growth? Explain.

The Judicial Council will establish a Project Advisory Group to develop site selection criteria that address proximity to public transportation, availability of existing infrastructure, and proximity and relationship to other land uses and current development patterns.

The Project Advisory Group will consist of representatives from the local court, the county (including personnel from county administration, district attorney, public defender, sheriff, etc.), the city (including personnel from city management, planning, and redevelopment agency), the local community, and local bar association.