Oct '84

MASTER PLAN

PROPOSED

PORTSMOUTH MUNICIPAL COMPLEX

Portsmouth, Ohio

Prepared for

The City of Portsmouth City Council

Alexander-Seckel Architects
Mansfield, Ohio

TABLE OF CONTENTS

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II. ANALYSIS

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A. Structural Investigations

1. Griffin Hall

Griffin Hall, the oldest of the two Structures, and in our opinion, the building with the most difficult floor plans in terms of new uses, was examined first. Its exterior masonry skin, particularly at the south and west elevations (prevailing weather exposure), was in very bad condition, with loose or missing mortar, loose or missing brick faces, and non-parallel coursing. Upper parapet construction showed numerous signs of loosening and/or moisture penetration. Concrete entry stairways were spalding (chipping or splintering) badly and had reached a hazardous condition for public use. Steel bearing lintels over window and door openings were rusted and deflected to a totally unacceptable condition. Some lintels were missing except for oxidized residual above window frames. These steel lintels, having lost their support capacity, allowed the masonry walls above them to continue to sag and place undue stress on the window frames themselves. The work necessary to correct these structural and masonry failings would be unporportionately

costly and difficult to perform, in terms of laying parts of the interior open to the elements.

Inside this building, we found evidences of the exterior wall failures, both in water damage and structural "sag" damages. Additionally, we found that floor construction, considered sound in 1919, was not of sufficient size and distribution to tolerate 1984 loading requirements. Specific areas such as hallways and storage areas, exhibited noticeable deflection and creak with pedestrian traffic. Most interior bearing walls seemed to be acceptable and without undue stress or deterioration.

The roof framing members showed moderate signs of deflection, in fact probably to the point where they probably contributed to certain of the roof leakage problems which have plagued the building in recent years. Despite this, we concluded that those framing members were still adequate.

2. Municipal Building

This building, constructed in 1935, in what was at that time, a popular "Neo-Moderne" style seen in frequent governmental structures, is in reasonably acceptable conditions, with the exterior skin still very sound with minimal mortar problems. Examination of the parapet structure showed continual good conditions, although there were evidences of the beginnings of problems at the cants marrying horizontal roof surfaces with vertical parapet surfaces. Interior floor systems appear to be in good condition, with minimal deflection and apparently no over-loading weaknesses. Certain of its concrete walk and stair areas show deterioration, but this deterioration is of a nature that is easy to correct.

of Griffin's, nor is it as obsolute in technology. Nonetheless, we feel that a new system of heating and cooling is needed.

The electrical system at this building, surprisingly, is in even less acceptable condition than at Griffin Hall. City personnel are constantly plagued with loss of power due to overloads and the subsequent breakdown of circuits. Further, there are not enough circuits nor outlets for the multitude of business machines today's office systems demand.

Lighting levels are below Code recommendations and are also below that of Griffin Hall. Obviously lighting can be improved relatively easily, but that entails further burdening of capacities.

Knowing that new air conditioning will be advisable, and that electrical energy is the most efficient type for air conditioning equipment, we have further reinforcement for a strong recommendation for a new electrical system for the Municipal Building.

C. Energy Conservation & Efficiency

1. Griffin Hall

Much was established in our examinations of mechanical and electrical system of Griffin Hall (and of the Municipal Building) to indicate that energy usage is far too great for office-type function when compared to 1984 standards for good practice. Griffin Hall has much glass area, as a percent of its exterior skin, and much of this is in single pane units and/or has excessive air infiltration around the frames due to the previously mentioned structural "sag". The ceiling heights are very high creating unneccary volumes to heat and cool. There are no vestibule (air lock) capabilities and the exterior walls have no insulation in them. The lack of zoned heating/cooling areas causes the equipment to work to a maximum at all times, thus

consuming more energy than needed. Improper or inefficient lighting fixtures are wasteful and overloading of circuits is not prudent. Even solar (passive) opportunities are not used in Griffin Hall, except in stairwells and two other offices.

Energy Conservation Measures (ECM's) while they are always possible would in this case, require a rehabilitation that would be far too costly and would result in insufficient payback.

2. Municipal Building

Non-insulated walls and roof areas plague this building as well, although, it appears that simply through improved building construction the Municipal Building's walls and windows do not "leak" to the outside, as do those in Griffin Hall. This building also has less total wall surface glazed, and some of its glass appears on the south facade in numerous office-use spaces. The Municipal Building makes use of vestibules as air-locks, and is not plagued as much with overly high ceilinged areas, although they still result in some inefficient use. Various day-night temperature control devices could be effective, but this building even with its old heating system renovated would not use its energy sources sufficiently and efficiently enough for today's guidelines.

D. Building Codes

Whenever buildings are renovated, altered, added to, etc., they are required to carry out this construction under existing guidelines, in this case, 1984 guidelines. In Ohio it is the Ohio Basic Building Code (OBBC). In addition, when it is a public-type building it must pass guidelines of the NFPA Life-Safety Codes, the National Electrical Code, and the American National Standards Institute (ANSI), dealing specifically with handicapped accessibility, and

so on. Although we know that to some variable degree, older (50 years) historically significant structures are subject to being granted leniency, that can never be anticipated at the time of a review, such as we are undertaking, is performed.

1. Griffin Hall

Griffin Hall has a list of twenty-nine shortcomings, in the above referenced areas of compliance, eg., fire safety and handicapped accessibility, not to mention structural (discussed earlier) and ventilation needs.

2. Municipal Building

Of course, the above referenced regulations governed our examination of this building as well as Griffin Hall. And many of the shortcomings of Griffin Hall have surfaced in the Municipal Building. The major difference here is not in the number of shortcomings, but in the degree of necessary renovation to meet the applicable codes. The Municipal Building has twenty-one comparable violations, but, because of its ability to accommodate change (eg. a pre-built elevator shaft), it will be much more cost effective to renovate than Griffin Hall, and we feel the expense would not be proportionately out of line with the worth of the structure.

E. Inter-Departmental & Intra-Departmental Needs and Relationships

One of the most important steps in our investigations was that of seeking the advice and counsel of the City's personnel. Crucial to our analyisis, this step provided us with information from those individuals who would, on a daily basis, be working in the new Municipal Complex.

All departments were interviewed with the goal being to determine

an "ideal" arrangement of areas, functions, personnel and equipment for the unique operations of a given department, both within the department and in its most ideal link to other departments.

During the process of talking with City personnel, the need for public information areas and the possibility of providing space for certain public/civic organizations (eg. Chamber of Commerce, etc.) became a priority goal in the program that was evolving. Also, the idea of centralizing certain shared or common functions such as storage, lounge cashier, computer, restrooms, directory, etc., was very well received by most personnel.

Members of the Task Force as well as City Council stressed that the need to establish a conference, exhibition, visiting dignitary, presentation-type area was a daily requirement and one which did not now exist in any acceptable form.

The need for increased dedicated parking was a top priority for personnel and the public. The need to complement the aesthetic efforts established by the Shawnee State Community College's design layout to the east of the U.S. Grant Bridge was expressed, and as an underlying hope, it was thought that the access and view to the river should be improved for the City property as well. Thus, we are saying that it will not be enough to solve spatial needs within the buildings, but the end results should re-establish the City's desire to improve and enhance the overall Portsmouth downtown area.

1. Griffin Hall

In Griffin Hall, the "school-building" plan, composed of very linear floors and individual large "classrooms", resulted in office layouts that were not adequate in their flow and operational efficiency.

The Ohio Valley Regional Development Commission was further hampered by being split on different floor levels. The absence of an elevator makes this an intolerable situation, just as it makes unacceptable the Health Department's occupancy of the seocnd floor.

Community Development does not have a planning-type layout, and further is isolated from departments, with which it has a daily if not hourly, relationship. Nearly all of the departments in Griffin Hall need more efficiently allocated square footage as opposed to more square footage. Vertical accessibility is a major problem in Griffin Hall, with a close second in need being conveniences - electrical, mechanical, environmental control. In summary, Griffin Hall is very inadequate as a functional, publicly-oriented govermental office building.

2. Muncipal Building

Accessibility for the taxpayer, specifically floor-to-floor is also the major failing of this building. Department heads unamimously complain of their inability to serve the public as easily as they might. Getting information to the public is a missing function of the Municipal Building, as well. Departments that process payments from the public suffer from remoteness from the public as well as from the Auditor.

The Courts, with their daily flow of participants, audience, jury, and prisoners is on the second floor, causing a very bad logistical situation. We understand that additional square footage may have to be found with the coming of a predicted second courtroom situation.

The Police Department occupies the lower level and suffers from a labyrinth floor plan, which is most inefficient and as this is a high hazard area, causes the potential for security breaches in several areas. There are six separate areas of codes violations regarding prisoners and security. Additional square footage is needed to resolve some of these violations and to allow for anticipated increases in innovative police activities.

III. FINAL DESIGN/CONCEPTUAL PRESENTATION

A. Analysis Summary

A decision was made to terminate the use of Griffin Hall as a facility for City government. The massive costs to bring Griffin Hall as a cacility for City goverment. The massive costs to bring Griffin Hall up to applicable codes and to give it the ability to be efficient, both in energy usage and a well functioning public building were totally out of proportion to the final worth of a renovated sixty-five year school building. Utility costs of $23,337 per year for approximately 20,067 square feet of usable office space, as well as constantly increasing maintenance/repair costs were below acceptable minimum levels, with every prospect of increasing. Further it was felt that the building should be demolished to provide needed area for public commons spaces as well as for present and future parking needs.

The Municipal Building should be retained, renovated and fitted with a southerly addition toward the Ohio River and Front Street.

B. Concepts and Goals

The concept of this first stage of development was to provide the City with a Master Plan for the Municipal Complex.

The ultimate goal of the design was to provide improved, expanded municipal facilities for the taxpaying public who must be a satisfied recipient of city services, and for the city personnel who must be provided an efficient, economical workplace. Programming had established requirements for space, equipment and location, all of which converted into square footage. With economics a priority, it was imperative to satisfy space needs within the existing Municipal Building as much as possible, adding new construction only when usable existing square footage was no longer available.

In both the remodeling and in the addition, all consideration was given toward preserving and enhancing the external and internal architecture. Consideration was given also to the building's placement on its site and to its downtown neighbors. The downtown, the roadways and bridge, the college complex, and the citizens using them were a vital part of the conceptual design.

The new addition and the renovated existing building (See Figures 1, 2 and 3) will satisfy the mandatory requirements of good design.

1. Public and city personnel input into the program and design.
2. Efficient floor and flow patterns.
3. Energy conserving materials and systems.
4. Consideration of maximum appropriate accessibility for the public; into and through the bulding and departments.
5. Consideration for growth and expansion.
6. Consideration of interior, exterior and site architecture.
7. Economic construction.

C. Recommendations

1. Griffin Hall should be terminated as a City government facility.

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ACKNOWLEGEMENTS

The development of this study and the formulation of the resulting recommendations, from inception to completion, has been a cooperative undertaking. We appreciate the efforts by the Portsmouth municipal departments, specifically the cooperation of City Manager Roberts, Department Heads and Personnel, the Portsmouth City Council, and the Portsmouth Municipal Complex Task Force. Without the generous support, thoughtful suggestions and valuable information supplied by all of the City personnel, this undertaking would not have been possible.

We are sincerely appreciative of the opportunity to participate in the beginning of an interesting and exciting project.

Portsmouth Municipal Complex Task Force:

Mr. O. Carson Barklow (his alternate, Mr. Bill Veroski, City Engineer)

Mr. Bing Bingaman

Mr. Larry Cayton

Mrs. Linda Covert

Mr. Orville Ferguson, Sr.

Ms. Connie Gulley

Honorable Harold Lyon, Fourth Ward Council Member

Mr. Keith C. Scott, Jr., Development Director

Mr. Jim Sigg

Alexander-Seckel Architects

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DEPARTMENTAL AREAS: ANALYSIS

	DEPARTMENT	PRESENT S.F.	REVISED S.F. (two-courts)	REVISED S.F. (one-court)
Basement:				
	POLICE	6,037	9,610	
	HEALTH	3,844 (G)	3,720	SAME
	AIR POLLUTION	1,842 (G)	640	
	STORAGE (All Depts.)	--	1,140	
		Sub-Total	15,110 S.F.	
	MISCELLANEOUS		2,430	
		Total	17,540 S.F.	
First Floor:				
	CIVIC CLUSTER	--	1,550	
	WATERWORKS	1,403	1,890	
	AUDITOR/INCOME TAX	2,264 (G=partial)	2,320	
	CITY ENGINEER	1,684	1,980	SAME
	CITY MANAGER	655	1,150	
	OVRDC	2,642 (G)	2,270	
	COMMUNITY DEVEL.	960 (G)	1,280	
	CENTRAL AREAS	--	760	
		Sub-Total	13,200 S.F.	
	MISCELLANEOUS		4,340	
		Total	17,540 S.F.	
Second Floor:				
	COURTS/JUDGES	2,523	5,040	3,280
	CLERK OF COURTS	2,074	1,960	1,960
	SOLICITOR	622	850	650
	PROSECUTOR	--	900	600
	COUNCIL/CLERK/CONFERENCE	1,865	3,480	2,120
	EMPLOYEES LOUNGE	--	370	340
	CENTRAL AREAS	--	670	450
		Sub-Total	13,270 S.F.	9,400 S.F.
	MISCELLANEOUS		4,270	1,842
		Total	17,540 S.F.	11,242 S.F.
Summary:				
	Municipal Building:			
	EXISTING BUILDING		25,082 S.F.	25,082 S.F.
	PROPOSED ADDITION		27,538 S.F.	19,240 S.F.
		Total Area	52,620 S.F.	46,322 S.F.

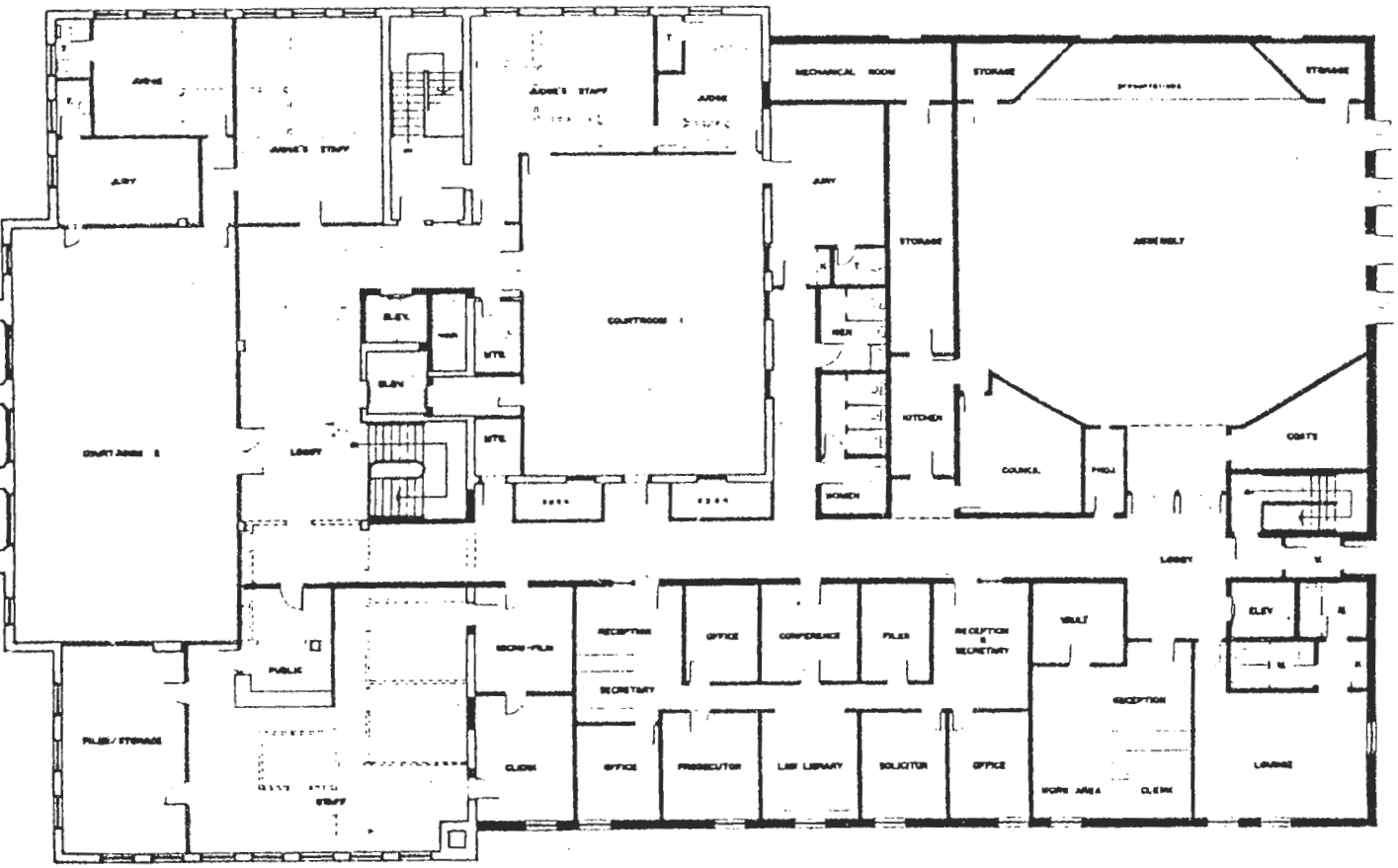
(G) = Departments currently in Griffin Hall

PORTSMOUTH MUNICIPAL COMPLEX

Master Plan Cost Estimate: April 1, 1985

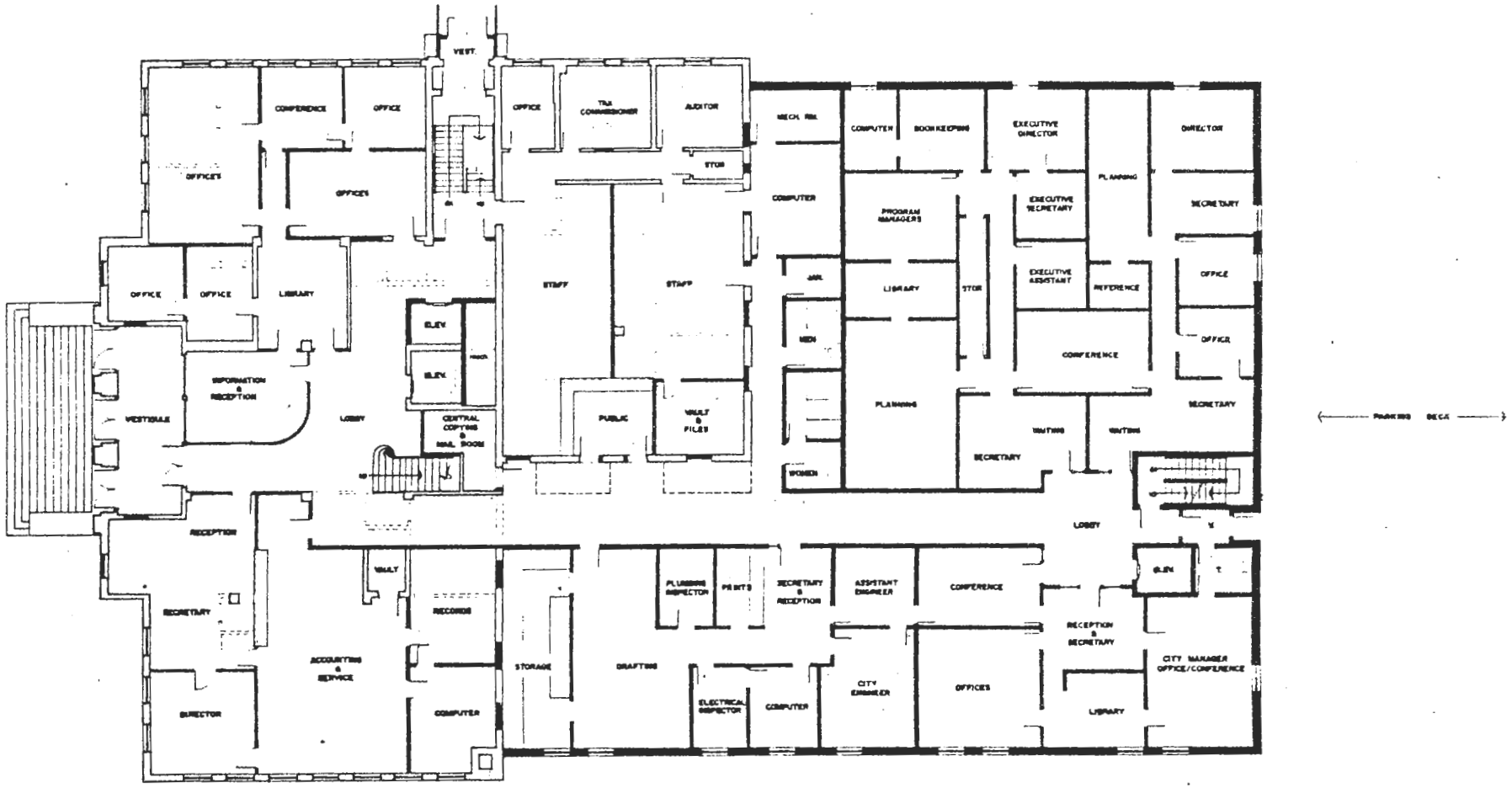
Building Category	Areas (2-Courts)	Cost (2-Courts)	Areas (1-Court)	Costs (1-Court)
SITEWORK: (including Commons)		$330,000.00	Same	$330,000.00
PARKING DECK (A) (attached):		365,000.00	-	330,000.00
RENOVATION (Minor):	10,500 S.F.	380,000.00	12,200 S.F.	441,000.00
RENOVATION (Major):	14,800 S.F.	740,000.00	13,100 S.F.	655,000.00
NEW CONSTRUCTION:	27,538 S.F.	2,120,000.00	21,240 S.F.	1,635,000.00
EQUIPMENT/FURNISHINGS:		250,000.00	-	180,000.00
SUB-TOTAL		$4,185,000.00		$3,571,000.00
CONTINGENCIES: (Unknowns, Inflation, Fees, Etc.):		400,000.00		350,000.00
TOTAL		$4,585,000.00		$3,921,000.00
PARKING DECK (B) (unattached):		575,000.00	-	500,000.00

Alexander-Seckel Architects AIA

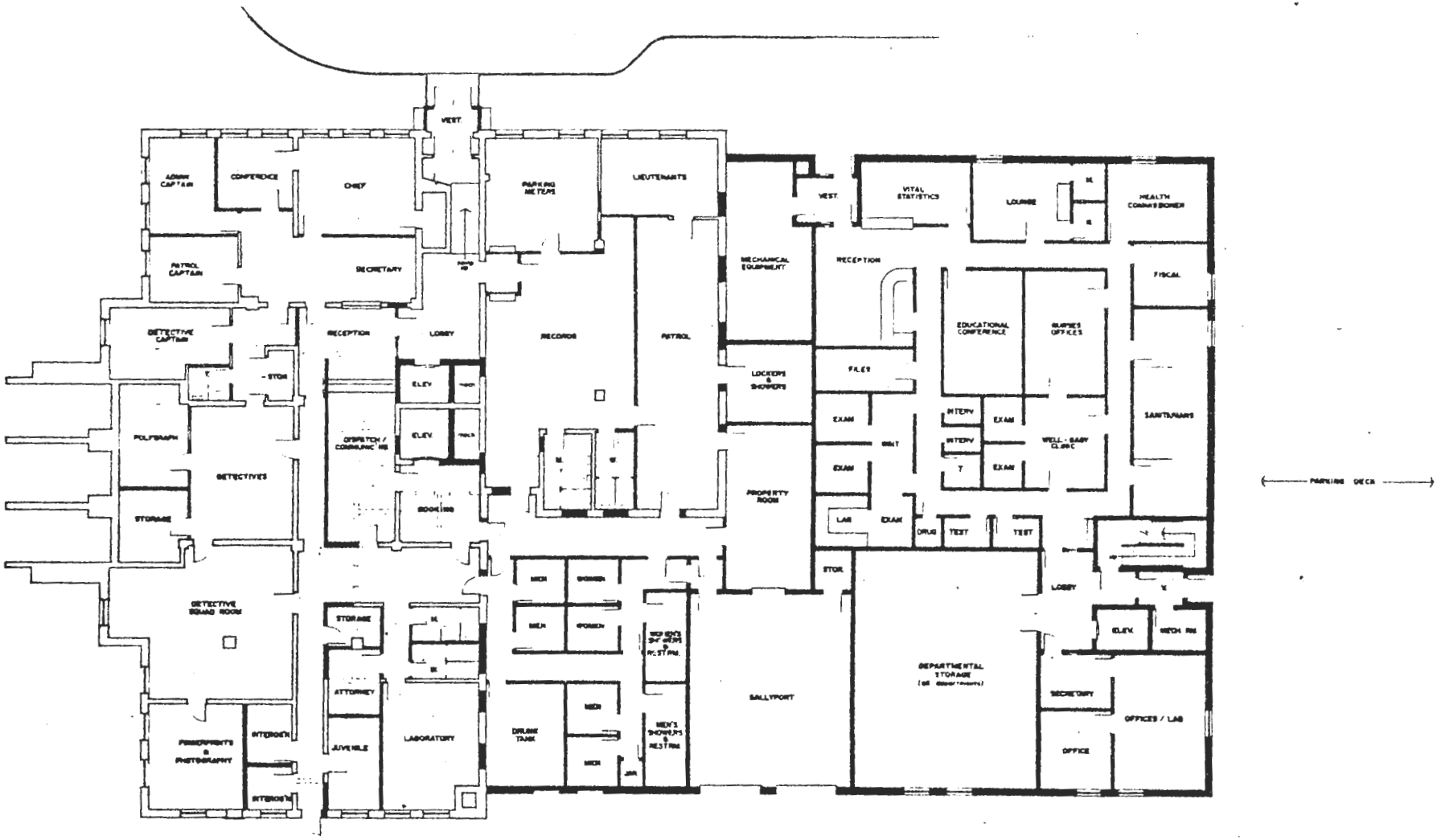


PLAZA

SECOND LEVEL : Courts / Clerk of Courts / Solicitor & Prosecutor / Council / City Clerk



FIRST LEVEL : Utilities / Civic Cluster / Auditor / Engineer / City Mgr. / OVRDC / Community Development



PARKING DECK

LOWER LEVEL: Police / Health / Air Pollution / Storage