



# MILWAUKEE COUNTY COURTHOUSE PROJECT

## FINAL REPORT

FEBRUARY 10, 2017



The integrated team of CBRE, Hammel, Green and Abrahamson Architects, Quorum Architects, and IBC Engineering wish to gratefully recognize the many Court and agency personnel who contributed both their time and expertise to Phase II of the Milwaukee County Courthouse Study. Specific acknowledgement is extended to the Project Advisory Group members, and their designees, who met during the planning efforts.

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**EXECUTIVE SUMMARY**

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**EXECUTIVE SUMMARY**

## OVERVIEW AND FINDINGS

## OVERVIEW

In June 2016, the Milwaukee County Department of Administrative Services (DAS) issued a contract for Phase II of the Milwaukee County Courthouse Project, a five phase project focused on assessing needs, developing a comprehensive program and masterplan for Milwaukee County Courthouse Complex, and the required construction/renovation to meet the County's long-term needs. The primary goal of Phase II of the study was to understand existing space parameters, define future space needs, key adjacencies and growth projections for non-court departments located within the Milwaukee County Courthouse, Safety Building and 633 Wisconsin Avenue. This phase builds on the preliminary findings of Phase I of the Milwaukee County Courthouse Project to provide a more complete picture of the County's needs.

The team of CBRE, Hammel, Green and Abrahamson Architects (HGA), Quorum Architects (QA), and IBC Engineering (IBC) was selected to perform the project. A kick-off meeting was held on June 22, 2016 that established Mission, Vision, and Project Process. Departmental interviews and surveys were conducted in June and July. Interim reports were presented to the Project Advisory Group on July 27, 2016 and October 19, 2016 and to the Transportation, Public Works, and Transit (TPWT) on September 14, 2016 and November 30, 2016. This final report documents the analysis and key findings of the project.

## PHASE I SUMMARY

A primary goal of Phase I of the study was to establish the highest and best use of Milwaukee County's Historic 1932 Courthouse. The study developed a statement for court-related functions located in the Courthouse, Safety Building, and Vel Phillips Juvenile Justice Center. The team of consultants consisting of Hammel, Green and Abrahamson Architects (HGA) in association with Justice Planning Associates (JPA) and IBC Engineering (IBC) began the process in 2015. Through visioning and goal setting meetings with the Advisory Board, the team identified and developed the following three goals for the project:

**Goal #1** - To determine the highest and best use of the Historic Courthouse, Safety Building, and Juvenile Justice Center.

**Goal #2** - To improve public safety with respect to the judicial system and process

**Goal #3** - To improve public service with respect to the judicial system and process

Analysis of needs assessment and resource evaluation focused on courts and court-related functions only. The following are the functions evaluated during Phase I:

- Circuit Court (69 Courts)
  - Chief Judge's Office (1 Court)
  - Children's Division (11 Courts)
  - Civil / Probate Division (18 Courts)
  - Criminal Division (24 Courts)
  - Family Division (15 Courts)
- District Court Administration
- Circuit Clerk
- Child Support Services
- District Attorney
- Guardian ad Litem
- JusticePoint Pretrial Services
- Law Library
- Milwaukee Justice Center
- Restraining Order Clinic
- Wisconsin Community Services (Drug Testing & OWI Program)

A strategic plan was developed to address the goals of the project. The strategic plan considered space projections and the development of scenarios. These scenarios considered complete reuse and restacking of the courthouse, incorporating a new criminal courthouse within or near the campus, and development of site plan options to include a

## OVERVIEW AND FINDINGS

new criminal courthouse. Comprehensive cost estimates were developed based on the options and include construction costs, contingencies, escalation and project costs for fees, technology, and furnishings. Based on the analysis, Phase I recommended that the Safety Building be demolished and a new Criminal Courthouse of approximately 360,500 square feet be built in its place. The removal of the Criminal Courts from the Historic Courthouse would in turn afford Family and Civil adequate space to meet their long-term needs. Additionally, Phase I determined that the Vel R. Phillips Juvenile Justice Center should continue to operate as a combined, collocated Juvenile Court and Juvenile Detention Center.

**MISSION**

The mission for each of the five phases of the Milwaukee County Courthouse Project was defined in Phase II. Each phase will build upon the previous to create a complete and comprehensive strategy and implementation plan for the County. Each phase looks deeper into the Courthouse Complex and provides additional insight into the needs of various users. As such, final recommendations will be dependent upon a complete picture of all the users group needs, an assessment of the highest and best use of existing facilities, and the economic impact of any construction or renovation. The stated mission of each of the phases is as follows:

**Phase I - Mission**

Identify a consolidated, redesigned space for the people working in and served by the County Courts, and identify the highest and best use of the County Courthouse.

**Phase II - Mission**

Define a consolidated, redesigned space for the people working in the areas of non-court functions within the County Courthouse and Public Safety Building, and establish existing conditions and identify opportunities for increased efficiencies.

**Phase III - Mission**

Determine ultimate space locations for all Departments associated with Phases I and II; complete space programming, design and build outs for swing space required for completion of Phases IV and V; determine preferred ownership, financing, and delivery methods for interim and ultimate solutions.

**Phase IV - Mission**

Complete planning, programming, and design of the new Criminal Courthouse and other required facility improvements.

**Phase V - Mission**

Construct a new Criminal Courthouse, complete other required facility improvements, and relocate Departments to ultimate locations.

**VISION**

A project vision was developed to ensure that all phases of the project align with the County's core values. Five key points emerged as drivers that each of the phases will seek to emulate. They are as follows:

- Reflects a culture of quality, efficiency and innovation.
- Provides a safe and secure environment.
- Is fiscally and environmentally sustainable.
- Includes a healthy learning environment.
- Operates as part of a cooperative, regional system.

## OVERVIEW AND FINDINGS

**PROJECT METHODOLOGY**

Phase II of the Milwaukee County Courthouse Project focused on the non-court functions located in the Historic Courthouse, the Safety Building and 633 W. Wisconsin Avenue. The Project was broken into five areas of study; Programming, Blocking & Stacking, Swing Space, Safety Building Due Diligence, and Vacant Site Due Diligence. Each of the five areas had specific tasks associated with them (Table 1).

Site tours of the Historic Courthouse and Safety Building were performed, programming questionnaires were released to selected departments, and interviews were conducted to gain an understanding of existing departmental space parameters, current headcount, projected growth, future space needs, key departmental adjacencies and areas of potential space reductions. Existing headcounts and space sizes for each department were documented along with projected growth to 2021. Once established, the County adopted space standards were applied to the 2021 projected program, resulting in spacial efficiencies when compared to current existing conditions. Key departmental adjacencies were compiled into adjacency diagrams. This information was critical to establishing blocking and stacking diagrams and confirmed many existing adjacencies, while unveiling new ones. All non-court data collected in Phase II, along with the Phase I recommended locations of Civil and Family Courts and Court Support, were used to develop blocking and stacking scenarios within the Historic Courthouse.

The existing infrastructure systems within the Historic Courthouse were assessed by the team to understand the current conditions, challenges, and locations of equipment. New mechanical options were studied and evaluated based on cost, disruption to the courthouse, and impact on usable space.

Research of similar projects by other government agencies was done to compare both the process and solutions for swing space. Additionally, the amount of swing space required for sequencing both court

and non-court functions as determined by Phase I and Phase II were estimated.

An analysis of the Safety Building was performed to determine if there were advantages of reusing the building for non-court functions that outweighed the Phase I recommendation of demolishing the building. Significant costs due to deferred maintenance, frequency of column spacing, and floor to floor heights all contributed to the conclusion that renovating the Safety Building for non-court functions did not provide enough value to override Phase I's recommendation, thus confirming the findings in Phase I.

Lastly, the consultant team studied vacant site scenarios to establish preliminary costs for a stand-alone courthouse complex that would serve as comparisons to renovating the Historic Courthouse and construction of a new criminal courthouse.

**KEY FINDINGS**

Each of the five sections of the report produced information that was vital to understanding the Historic Courthouse holistically. Below, the key findings from each section are listed.

**Section A: Programming Key Findings**

- Existing and Future departmental space metrics, headcount, and adjacencies compiled into a comprehensive program summary.
- Significant efficiencies were achieved by implementing County Adopted Space Standards.
- Historic Courthouse mezzanines determined to be less than ideal for permanent departmental office space.

**Section B: Blocking and Stacking Key Findings**

- Adopting MEP recommendations for Historic Courthouse maximizes usable space while improving ease of maintenance.

## OVERVIEW AND FINDINGS

- Many existing departmental adjacencies work well and can be maintained in current locations.
- Historically significant spaces within the Courthouse that still function as intended should be maintained.
- Renovation costs vary little based on where a department is placed within the Courthouse which allows required adjacencies to drive ultimate departmental placement.

**Section C: Swing Space Studies Key Findings**

- Many counties have gone through similar renovation processes and can serve as a model for the County.
- Demolition of the Safety Building will create an immediate need for 159,000 SF of swing space.
- Phased Construction will be required to keep the Historic Courthouse operational during the renovation process.

**Section D: Safety Building Due Diligence Key Findings**

- The Safety Building is not ideally suited to function as a modern office building.
- The Phase I recommendation to demolish the Safety Building to make room for a new Criminal Courthouse was validated.

**Section E: Vacant Site Due Diligence Key Findings**

- Between 11-26 acres would be required for a new, stand-alone courthouse complex.
- Construction of a new courthouse complex on a vacant site leaves the county with two vacant assets, both in need of repair.
- A new stand-alone courthouse complex is not the highest and best use of the Historic Courthouse and does not represent the goals of the County.

## EXECUTIVE SUMMARY ORGANIZATION

The remainder of the Executive Summary describes the methodology and the key findings of each of the five tasks. Table 1 provides a summary of each. The five tasks seek to build on the previous study by looking at non-court functions of the Historic Courthouse and Safety Building that were not investigated during Phase I in order to create a more complete picture of the Historic Courthouse and Safety Building users' needs. Each task forms a section in both the Executive Summary and Detailed Analyses as follows:

- Section A: Programming
- Section B: Blocking & Stacking
- Section C: Swing Space
- Section D: Safety Building Due Diligence
- Section E: Vacant Site Due Diligence

The foundation of the report lies in Section A which gathered key programmatic data such as current headcounts, current space allocations, five year growth projections, and primary and secondary adjacencies. To some degree or another, this data informed each of the subsequent sections. Section B analyzed the data gathered in conjunction with Phase I recommendations to create various blocking and stacking scenarios. Sections C, D, and E aligned and validated Phase I recommendations with the Phase II findings from the non-court functions of the Historic Courthouse, Safety Building, and 633 W. Wisconsin Avenue.



Table 1  
PROJECT METHODOLOGY

<i>GATHERING</i>		<i>ANALYSIS</i>		<i>ALIGN AND VALIDATE</i>					
<p>Section A (Task 1)</p> <p><b>Programming</b></p> <p>1.1 Tour, identify and verify groups in Courthouse and Safety Building.</p> <p>1.2 Understand County’s design and planning standards.</p> <p>1.3 Departmental Meetings</p> <p>1.4 Develop Departmental Adjacencies Diagrams</p>		<p>Section B (Task 2)</p> <p><b>Blocking &amp; Stacking</b></p> <p>2.1 Understand “courts” blocking from Phase I Study</p> <p>2.2 Understand potential scenarios for blocking and stacking- driven by courts</p> <p>2.3 Create blocking and stacking for “non-courts” functions</p> <p>2.4 Incorporate engineering input into overall blocking and stacking planning</p>		<p>Section C (Task 3)</p> <p><b>Swing Space</b></p> <p>3.1 Research other projects to utilize temporary locations for criminal and other courts.</p> <p>3.2 Conceptual identification of swing-space scenarios and potential locations</p> <p>3.3 Incorporate blocking and stacking into identified spaces</p>		<p>Section D (Task 4)</p> <p><b>Safety Building Due Diligence</b></p> <p>4.1 Review previous study on Safety Building.</p> <p>4.2 Understand potential scenarios for potential re-use of building, portion or demolition.</p> <p>4.3 Incorporate blocking and stacking into any feasible scenario</p>		<p>Section E (Task 5)</p> <p><b>Vacant Site Due Diligence</b></p> <p>5.1 Develop conceptual costs for two greenfield developments:                      A. “Courthouse” Scenario                      B. “Everything” Scenario</p>	

## OVERVIEW AND FINDINGS

## FINAL REPORT ORGANIZATION

Following the Executive Summary, the Detailed Analysis used to develop departmental programs, blocking and stacking scenarios and key findings are presented as follows:

- Section A: Programming
  - Tours
  - Existing Conditions
  - Departmental Questionnaire & Interviews
  - Existing Floor Plans and Axonometrics
  - County Adopted Space Standards
  - Circulation Factors
  - Growth Projections
  - Comprehensive Program Summary
  - Program Per Department & Adjacency Diagrams
  - Key Findings
- Section B: Blocking & Stacking
  - Phase I Recommendations
  - Establishing a Baseline
  - MEP
  - Key Findings
  - Blocking & Stacking Scenarios
- Section C: Swing Space
  - Precedent Studies
  - Projects Studied
  - Key Findings
- Section D: Safety Building Due Diligence
  - Existing Conditions
  - Previous Study
  - Key Findings
- Section E: Vacant Site Due Diligence
  - Vacant Site Studies
  - Key Findings

In addition, there is one appendix section:

- Completed Departmental Questionnaires

## SECTION A: PROGRAMMING

**PROGRAMMING**

The Programming Phase took place from late June to early August, with additional verification and clarification work through November. The project team was supplied a list of non-court departments located in the Historic Courthouse, Safety Building, and 633 W. Wisconsin Avenue. They are as follows:

AE & ES	County Clerk
Budget	County Executive
CBDP	Court Coordinator
CBO	DAS
Child Support*	DHR
Clerk of Courts*	District Attorney*
-Admin / IT	Economic Development
-Civil / Family / Records	Election Commission
-Criminal Division*	Ethics, PRB & CSC
-FCC	Facilities Management
-Foreclosure Mediation	Forensics*
-Jury Management*	IMSD
-Justice Point*	OEM
-Law Library	Persons w/ Disabilities
-MKE Justice Center*	Planning & Development
-Register in Probate*	Procurement
-Restraining Order Clinic*	Register of Deeds
-WCS / OWI*	Risk Management
Comptroller	Sheriff*
Corporation Counsel	Treasurer
County Board	

\* Overlap in programming from Phase I to Phase II due to duality in functions

**Existing Conditions**

The first and most critical step of the Programming Phase was to understand existing locations, headcounts, and space sizes of the non-court departments that the County directed to be included in Phase II. The consultants conducted tours of all spaces, making preliminary assumptions regarding the extents of department space, quantity of space types and sizes, and staff headcount. Current information was collected, verified, and documented for each non-court department on County supplied floor plans. This information helped prepare the consultant team for upcoming interviews, but more importantly, it established how efficiently existing space was being utilized and later provided a basis of comparison for future growth projections which applied County adopted space standards.

**Surveys & Interviews**

A departmental questionnaire was created (Figure 1.1) and distributed to each interviewee prior to the departmental interview. Questions regarding current and future headcount, a breakdown of staff counts by title, ancillary space needs, adjacency needs, and storage needs (reduction or increase) were included. Interviewees were asked to review the questions and, if possible, have the survey completed for discussing at their interview. The consultant team then personally met with each interviewee and verified current departmental boundaries on floor plans. The survey questions were reviewed and, if items required verifications, the consultant team followed up to ensure completion of the information gathering.

**County Adopted Space Standards**

In 2013, Milwaukee County adopted space standards based on GSA targets for various positions/categories. A Space Allocation Summary (Figure 1.2) shows the intended progression of space standards from

SECTION A: PROGRAMMING



**MKE County Courthouse - Phase 2 – Programming Questionnaire**

Name: \_\_\_\_\_

Department: \_\_\_\_\_

We will begin the session with discussion of current space extents, individual group locations and review of site walk through data; visual support will be provided by the consultants.

If possible, please come prepared with answers to the following questions **in advance** of your scheduled interview session.

1) Please indicate the following current & future (projecting to year 2021) staff numbers:

- |                                     |                                    |
|-------------------------------------|------------------------------------|
| _____ CURRENT <b>Total</b> staff    | _____ FUTURE <b>Total</b> staff    |
| _____ CURRENT Full time staff       | _____ FUTURE Full time staff       |
| _____ CURRENT Part time staff       | _____ FUTURE Part time staff       |
| _____ CURRENT Seasonal (interns)    | _____ FUTURE Seasonal (interns)    |
| _____ CURRENT Remote (mobile) staff | _____ FUTURE Remote (mobile) staff |

2) Please indicate the following FUTURE (projecting to year 2021) staff numbers, by job title:

- \_\_\_\_\_ Elected Official
- \_\_\_\_\_ Division (Department) Head
- \_\_\_\_\_ Deputy or Executive Director
- \_\_\_\_\_ Managers
- \_\_\_\_\_ Supervisors
- \_\_\_\_\_ Professional (Attorney / HR / EAP / AAP)
- \_\_\_\_\_ Architect / Engineer
- \_\_\_\_\_ Clerical / Fiscal / Accnt / Admin
- \_\_\_\_\_ Other – please indicate \_\_\_\_\_

3) Please indicate the number of desired FUTURE ancillary space needs, above and beyond what you have today:

- \_\_\_\_\_ Conference rooms
- \_\_\_\_\_ Storage rooms
- \_\_\_\_\_ Kitchenettes
- \_\_\_\_\_ Other (please indicate):

4) Please indicate any current ancillary space that is under-utilized or may not be required by the year 2021.

5) Are you actively participating in a storage reduction initiative (i.e. scanning or offsite archiving of documents)? If so, please estimate a percentage reduction of occupied storage spaces, projecting to the year 2021.

6) Do you (or will you) require more storage than you currently occupy? If so, please estimate how much, again projecting to the year 2021. Can this storage be contained off site?

7) Please list required departmental or non-departmental agencies that will help your department work more effectively:

**Primary** (frequent interaction with group / spaces):

**Secondary** (occasional interaction with group / spaces):

8) Please list departments or spaces (if any) you prefer NO adjacency to.

Figure 1.1 - Departmental Questionnaire

SECTION A: PROGRAMMING

Space Allocation Summary						
Proposed Space Allocation by Position Categories				2009 Proposed	Transition	Goal
Code	Position Type or Category	Constructed or Open Office	Job Title	Allocated Workspace Area (SF)	Workspace Area (SF)	Workspace Area (SF)
A	Executive	C	Elected Official	216	180	180
B	Administrator	C	Division Head	192	150	120
C	Managers	C	Deputy Director	160	150	120
D	Managers	C	Executive Director 2 & 3	144	120	120
E	Supervising Professionals	O	Supervisor 2 & 3 Section Heads	96	48	48
F	Architect/ Engineer	O	Space fo Large Plan Layout	72	48	48
G	Professional General	O	Clerical/Fiscal/Accnt/Admin 1	64	48	48
H	Professionals with Confidentiality Needs	O	Confidential w/No Conf Access; Attorney, HR; EAP/AAP	120	120	120

Figure 1.2 - Milwaukee County Adopted Space Standards

SECTION A: PROGRAMMING

“2009 Proposed” to “Transition” to “Goal” for each category. Current space utilization in the Courthouse and Safety Building often exceeds the ‘2009 Proposed’ category. For future projections, the consultant team was directed to use the “Goal” standards presented in Figure 1.2.

Analyzing and Applying Circulation Factors

To determine a realistic circulation factor for the Historic Courthouse, test fits using the County space standards were performed for various segments of the Historic Courthouse. Likewise, a similar exercise was performed for a typical bay of a hypothetical, new office building to determine a circulation factor for new construction. Once established, both circulation factors were applied to the future departmental programs (Figure 1.3). In conjunction with adopted County space standards, the factors help the consultant team to identify future efficiencies in both the Historic Courthouse and a new modern office building. Additionally, these resulting numbers were used to compare future efficiencies against the current conditions of the Historic Courthouse (Figure 1.5).

**Effects of growth & new workplace space standards**

Historic Courthouse today = 317 SF/Person  
 Renovated Courthouse 2021 = 215 SF/Person  
 New Building 2021 = 193 SF/Person

Figure 1.5 - Effects of County Space Standards and Efficiency Factors

5 Year Growth Projections & Adjacencies

Departmental interviews and questionnaire responses provided a clear picture of the future needs of non-court departments and key adjacencies to optimize spatial relationships. Five year projections were used for the non-court functions, which is an industry standard for leased office space, to create a realistic level of certainty that could be used for both space planning and future cost projections in later phases. This data was recorded in the departmental programming spreadsheet.

DEPARTMENT A  
 Courthouse Second Floor & New Building

TITLE	SPACE	COURTHOUSE SECOND FLOOR					NEW BUILDING					
		SIZE	SF	QTY	HDCNT	SF	SIZE	SF	QTY	HDCNT	SF	
Director	Office	10 x 12	120	1	1	120	10 x 12	120	1	1	120	
Managers	Office	10 x 12	120	5	5	600	10 x 12	120	5	5	600	
Professional	Workstation	8 x 8	64	8	8	512	8 x 8	64	8	8	512	
Administration	Workstation	6 x 6	36	12	9	432	6 x 6	36	12	9	432	
Conference Rooms (Medium)	6 Person Conference Room	11 x 15	165	1	0	165	11 x 15	165	1	0	165	
Conference Rooms (Medium)	6 Person Conference Room	13 x 18	225	1	0	225	12 x 12	144	1	0	144	
Conference Room (Large)	12 Person Conference Room	17 x 20	340	1	0	340	16 x 20	310	1	0	310	
Reception with Waiting	Reception with Waiting	10 x 30	300	1	0	300	14 x 20	280	1	0	280	
Quiet Room	Quiet Room	9 x 10	85	1	0	85	8 x 10	80	1	0	80	
Copy/Work Room	Copy/Work Room	12 x 20	240	1	0	240	12 x 20	240	1	0	240	
Breakroom	12 Person Breakroom	14 x 20	280	1	0	280	15 x 20	290	1	0	290	
Secure File Room	Storage Room	10 x 12	120	1	0	120	10 x 12	120	1	0	120	
IT Server Room	IT Server Room	10 x 10	100	1	0	100	10 x 10	100	1	0	100	
Coat Closet	Coat Closet	3 x 10	30	1	0	30	2 x 10	20	1	0	20	
		Totals					36	23	3,549	36	23	3,413
		Total useable SF:					5,592	Total useable SF: 4,327				
		Circulation Factor:					35%	Circulation Factor: 20%				
		Efficiency Factor:					65%	Efficiency Factor: 80%				

Figure 1.3 - Applying Circulation Factors to Standard Departmental Program

Programming Spreadsheet & Overall Totals

With all of the data gathered, the consultant team built a comprehensive spreadsheet that outlined current and future headcounts and associated square footage totals, and adjacency requirements for each department. This spreadsheet is the backbone of the report, allowing the team to quickly draw data and conclusive analysis around items such as efficiencies and growth projections (Table 1.4).

The bulk of the programming data resides in three columns; 2016, 2021 - Courthouse, and 2021 - New Building. The 2016 column represent existing conditions without adopted County space standards or circulations factors. The SF numbers in this column were leveraged by direct area calculations of the departments’ occupied space. The 2021 - Courthouse column represents future growth when placed in the

SECTION A: PROGRAMMING

LOCATION	DEPARTMENT/SPACE	% PROJECTED GROWTH	2016		2021 - COURTHOUSE		2021 - NEW BUILDING	ADJACENCIES	NOTES
			HDCNT	SF	HDCNT	SF	SF		
Courthouse - G	Cafeteria	-	0	10,263	0	10,020	9,018		
Some existing, some new	Shared Conferencing Spaces	-	0	0	0	6,862	6,100		
Courthouse - B, G & Safety - B	Facility Management	88%	10	5,987	17	5,345	5,195	Sheriff, Courts, Physical building(s)	Does not include shop staff / basement
Courthouse G, 1, 1M	Register Of Deeds	-	29	18,072	29	9,257	8,228	County Clerk, Clerk of Courts	
Courthouse - G, 1, 1M	Child Support	3.4%	147	26,623	152	20,428	18,158	Public, Courts, Treasurer, Jail, DA, Sheriff. NO adjacency to Sheriff (law enf)	
Courthouse - 1	County Clerk	-	12	5,044	12	2,410	2,142	Public, County Board, Comptroller's research staff	
Courthouse - G	Election Commission	-	3	1,440	3	2,614	2,323	Public	
Courthouse - G	Clerk of Courts - MKE Justice Center	16%	6	4,299	7	4,162	3,700	Public, Law Library. Secondary: Civil Division, FCC, Chief Judge's Office, Sheriff Civil Process	
Courthouse - G	Clerk of Courts - Law Library	-	3	2,141	3	2,317	2,059	MKE Justice Center	
Courthouse - G, 1, 1M	Clerk of Courts - Civil / Family / Records	10.60%	47	15,536	55	10,973	9,754	FCC, Restraining Order Clinic, Sheriff Civil Process. Secondary: MKE Justice Center	
Courthouse - 1, 1M	Clerk of Courts - IT / Admin	5.80%	17	12,936	18	3,060	2,720	Jury Mngmnt, Civil, Criminal Probate, MJC	
Courthouse - 1M	Clerk of Courts - Foreclosure Med	-	4	288	4	454	403	Civil Division	
Courthouse - 1	Clerk of Courts - Jury Management	16%	6	5,184	7	4,030	3,582	Courts	
Courthouse - 2	Clerk of Courts - Register in Probate	11%	18	6,971	20	4,579	4,070	Register of Deeds	
Courthouse - 7	Clerk of Courts - FCC	18.75%	16	8,500	19	2,457	2,184	Civil Division, Restraining Order Clinic. Secondary: Child Support Enforcement, MKE Justice Center	
Courthouse - 7	Clerk of Courts - Restraining Order Clinic	25%	8	444	10	1,750	1,555	FCC, Civil Division. Secondary: MKE Justice Center	
Safety - 1, 2, 4, 5, 6	Clerk of Courts - Criminal Division	15%	52	13,326	60	11,223	9,976	Sheriff (Warrants Division), DA (case prep)	
Safety - 2, 4, 5	Pretrial Services - Justice Point	17.00%	46	9,357	54	7,009	6,230	Criminal Courts, CJF, Sheriff, DA, Public Defender, Judicial Operations Manager, Chief Judge, Public, Clerk of Courts - Criminal Division, DOC, Law Enforcement	

Table 1.4 - Non-Court Departmental Program Summary

SECTION A: PROGRAMMING

LOCATION	DEPARTMENT/SPACE	% PROJECTED GROWTH	2016		2021 - COURTHOUSE		2021 - NEW BUILDING	ADJACENCIES	NOTES
			HDCNT	SF	HDCNT	SF	SF		
Safety - 3	Court Coordinator	-	7	4,126	7	1,523	1,354	Chief Judge, Courts, CJF, Pretrial Services, Clerk of Courts, Sheriff, DA, MPD Liasion, Sheriff Liasion, Public Defender	
Safety - 4	Pretrial Services - WCS / Drug / OWI	9%	11	1,771	13	4,420	4,420		Not interviewed or surveyed. Data per Phase 1.
Courthouse - 6	District Court Admin	9%	11	5,582	12	5,940	5,940		Not interviewed or surveyed. Data per Phase 1.
Courthouse 4, 5, 6	Court Admin (Reporters, DV, Law Clerks)	-	25	5,935	25	2,317	2,059		Not interviewed or surveyed. Reflected to understand total building occupant SF only.
Courthouse - 1	Treasurer	-	10	4,637	10	1,632	1,451		Interview not conducted.
Courthouse - 2	Employment & Staffing (DHR)	16%	44	23,736	51	10,764	9,568	Comptroller / payroll, Facilities, Budget, Risk, IT. NO adjacency to courts.	
Courthouse - 2	County Board	3%	33	20,132	34	9,599	8,532	Public, Comptroller's researchers, Corp Counsel, County Clerk, 1st floor postings	
Courthouse - 2	Ethics, CSC & PRB	-	3	755	3	292	259	Corporation Counsel, Law Library. Secondary: Public	
Courthouse - 2, 3 & 633 Wisc - 9	Comptroller / Payroll / Audit	-	61	13,649	61	9,509	8,453	Payroll, Budget, HR, Corporation Counsel, County Board, County Executive. NO adjacency to Courts or	
Courthouse - 3	Office for Persons w/ Disabilities	33%	3	764	4	800	720	County Executive, Courts, County Board, Family Care	
Courthouse - 3	OEM - Admin office	-	23	2,955	23	2,381	2,117	Public, medical examiners office (10th & Highland)	
Safety - 3	OEM - Dispatch office	-	12	5,371	0	0	0		Future totals of OEM Dispatch not included for project
Courthouse - 3	Administrative Services DAS	-	2	1,265	2	227	202	County Executive, County Board, Budget, Comptroller	
Courthouse - 3	County Executive	100%	10	7,203	20	6,761	6,010	No adjacencies reported.	
Courthouse - 3	Corporation Counsel	5%	19	9,638	20	3,750	3,334	Risk Management, County Exec, Board. Secondary: Public	
Courthouse - 3	Risk Management	11%	6	2,119	9	1,118	994	Corporation Counsel. Secondary: DAS. NO adjacency to Public.	
Courthouse - 3	Budget Office	25%	8	3,055	10	1,669	1,483	County Exec, County Board. Secondary: Comptroller, DAS	

Table 1.4 - Non-Court Departmental Program Summary (Continued)



SECTION A: PROGRAMMING

LOCATION	DEPARTMENT/SPACE	% PROJECTED GROWTH	2016		2021 - COURTHOUSE		2021 - NEW BUILDING	ADJACENCIES	NOTES
			HDCNT	SF	HDCNT	SF	SF		
633 W Wisconsin - 9	Economic Development	15%	13	1,030	15	1,750	1,555	DAS Director, Central Biz Office, CBDP, FM, Facilities A&E, IMSD, Courthouse	
633 W Wisconsin	AE & ES	-	37	4,818	37	6,974	6,199	DAS, GMIA, Enviro Services, Facilities, CBO, Procurement	
633 W Wisconsin	Procurement - DAS	33%	9	650	12	2,450	2,178	Community Business Development Partners, AE&ES	
633 W Wisconsin	Community Bus Dev Partners (CBDP)	28.50%	7	618	9	1,312	1,166	Procurement, AE&ES, Economic Development; DHHS, Zoo, Parks, Transit	
633 W Wisconsin	Central Business Office (DAS)	7%	14	1,262	15	1,544	1,373	DAS, Facilities Management, AE&ES, & IMSD; Director's Office of OEM	
633 W Wisconsin	Planning & Development (DAS)	33%	6	1,639	8	1,855	1,649	AE&ES, Economic Development, Facilities Operation & Maintenance, Procurement, IMSD, Director of DAS	
Safety - B, Crthse - G, 633 Wisc	IMSD	29%	86	9,146	111	12,226	10,867	DAS, Courthouse, Safety Bdg tenants, Procurement, CBO, CBDP	
Safety - G, 1, 2, 3, 4	Sheriff	51%	108	50,344	164	48,747	43,331	Internal adjacencies noted, Courts & DA	HC does not include mobile Deputy staff
Safety - 2, 3, 4, 6	District Attorney	6%	174	39,816	185	38,950	34,622	Internal adjacencies noted, Courts, CJF, Clerk of Courts (Criminal Division). NO adjacency to Justice Point.	CJF number not included
Safety - 5	Forensics	17%	12	1,740	14	2,066	1,836	Criminal courts, DA, Defendants, Courts, Justice Point, WCS. NO adjacency to Juries.	
	<b>TOTALS</b>		<b>1,189</b>	<b>377,861</b>	<b>1,344</b>	<b>289,522</b>	<b>259,069</b>		
	<b>EFFECTS OF GROWTH &amp; NEW STNDRDS</b>		317 SF / PP		215 SF / PP		193 SF / PP		5 year growth = 152. Most anticipated: County Exec, Sheriff, Facilities

**Notes:**

Conferencing room ratio: 1 to 15

Break room ratio: 1:30

Courthouse Circulation Factor - 35%

New Building Circulation Factor - 20%

Subtotal number does not include circulation

Table 1.4 - Non-Court Departmental Program Summary (Continued)

## SECTION A: PROGRAMMING

Historic Courthouse. The numbers are derived by applying both the County adopted space standards and the circulation ratio established for the Historic Courthouse to the five year departmental projections. The *2021 - New Building* column represents future growth when placed in a modern office building. The County adopted space standards, the established circulation ratio for a new office building, and departmental growth projection were used to determine the totals.

Departmental ancillary requirements such as break areas and conference rooms were briefly addressed during the survey and interviews. An effort to preserve space for these areas was observed by applying the following space standards per department: 1 conference room per 15 staff and 1 break room per 30 staff (Table 1.4, page 17).

## **KEY FINDINGS**

### **Existing and Future Departmental Space Metrics & Headcount**

Through the programming process a clear understanding was established of existing departmental utilization ratios, current headcount, and how departmental space is used. This baseline also established both programmatic deficits and inefficiencies. Along with this information, growth projections, circulation factors, and key adjacencies were incorporated into a comprehensive program spreadsheet.

### **Efficiencies Through County Adopted Space Standards**

Applying County adopted space standards to existing and projected departmental headcounts resulted in reductions in the amount of square footage needed on a per person basis and typically resulted in a reduction of the overall space requirements for the non-court functions.

### **Use of Historic Courthouse Mezzanines**

During Phase II programming, it was determined that the 2nd and 4th floor mezzanines are not ideally suited for permanent departmental office space due to limitations in both natural daylight and floor to ceiling heights. Therefore, whenever possible, the team dedicated programming elements such as shared conferencing space, storage, and select ancillary space to this area, respectful of necessary department adjacencies.



Image of Historic Courthouse Mezzanine

## SECTION B: BLOCKING &amp; STACKING

## INCORPORATING PHASE I RECOMMENDATIONS

Phase I recommended renovating the Historic Courthouse to include Family and Civil courtrooms and relocating Criminal courts to a new Criminal Courthouse built on the site of the Safety Building. A table was developed to show the future location of the court functions in the Historic Courthouse (Table 2.1).

## ESTABLISHING A BASELINE

Core elements like stairs, public corridors, public restrooms and vertical circulation were all determined to remain in their current location and were designated as non-assignable square footage. Similarly, certain programmatic elements like the cafeteria and the shoe shine (which were outside the scope of the Phase II investigation) were left in place and designated as non-assignable square footage. The MEP and Phase I Family and Civil courtrooms recommendations were then incorporated into the Historic Courthouse floor plans, resulting in +/- 390,000 SF of unassigned spaces (including mezzanines) that could be used for non-court Departments.

**KEY FINDINGS****MEP Recommendations for Historic Courthouse**

An analysis of the existing mechanical, electrical, and plumbing systems took place to determine the best way to meet the future needs of the Historic Courthouse. The consultant team developed multiple MEP strategies, each with the overall goal of balancing usable square footage, longterm serviceability, efficiency, and cost.

The recommended Mechanical solution stacks new mechanical rooms in four of the light courts. This would remove all of the exterior ductwork that currently fills large portions of these spaces and would allow easy access to equipment while minimizing the amount of usable floor space lost to mechanical rooms (Figure 2.1). The new rooms would be approximately 15' wide and run the length of the light courts.

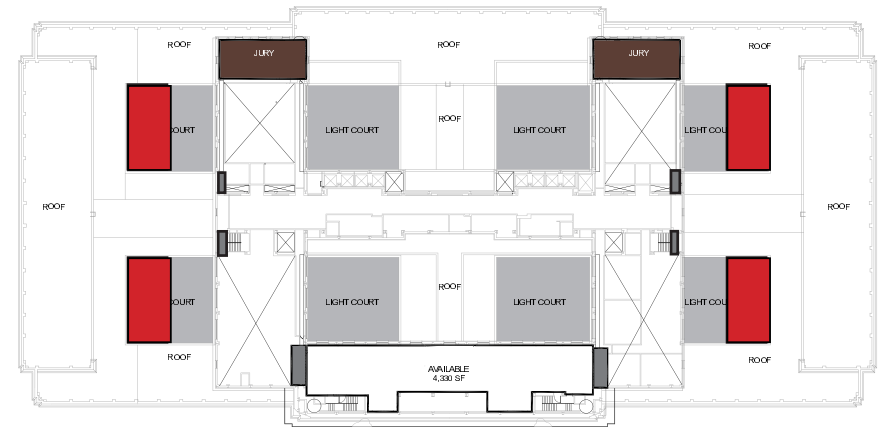


Figure 2.1 - New mechanical rooms in red located in existing light courts

New electrical rooms will be needed on both sides of the main corridor of the Historic Courthouse. Plumbing alterations will be limited to renovated spaces without a requirement for new rooms.

Mechanical and electrical rooms were accounted for on each floor plan. These spaces remained constant in each of the blocking and stacking scenarios. Placement of both electrical and mechanical systems were done to maximize the amount of usable floor space. Additional bathrooms and/or plumbing fixtures will require further analysis in later Phases.

**Existing Adjacencies**

Existing departmental locations were compared with desired departmental adjacencies. This included studying any required, non-departmental adjacencies such as access to the Public, Courts and/or any other County owned facilities. In many cases, it was determined that existing departmental adjacencies worked well. As result, these departments were maintained in the same location throughout the various scenarios.

Table 7 HISTORIC COURTHOUSE - PROPOSED LITIGATION SPACES											
LITIGATION SPACES:	Civil		Family			TOTAL					
	Criminal		Flex			Civil	Family	Criminal	Flex	TOTAL	
<b>7th Floor</b>	Room #:	702	712	Flex	Flex	Potentially Create Two New Courtrooms		2		2	4
NSF:	1,558	1,558	1,292	1,292							
Room #:											
NSF:						Eliminate All Hearing Rooms					
Room #:											
NSF:											
<b>6th Floor</b>	Room #:	608	615	622	623			8			8
NSF:	2,173	1,554	1,316	1,316							
Room #:	629	632	634	635							
NSF:	1,554	1,796	1,796	2,173							
<b>5th Floor</b>	Room #:	500	501	502	503	504	508	3	8		11
NSF:	2,448	1,964	1,964	1,964	1,694	1,092					
Room #:	509	512	513	514	515						
NSF:	1,092	1,732	1,964	1,964	1,964						
<b>4th Floor</b>	Room #:	400*	401	402	403	404	408	14			14
NSF:	2,448	1,964	1,964	1,964	1,964	1,964	1,092				
Room #:	409	412	413	414	415						
NSF:	1,092	1,964	1,964	1,964	1,964						
Room #:	400-AF	400-AK	400-E	400-H							
NSF:	418	324	619	391							
						* Note: Room 400 is used for Calendar Call					
<b>2nd Floor</b>	Room #:	206	208					2			2
NSF:	1,440	1,440									
						= Indicates one of the original 20 courtrooms					
<b>TOTAL</b>							19	18	0	2	39
<b>Judicial Officers (2040)</b>							19	18		1	38

Note: The Restraining Order Clinic and other Family Court office functions would relocate to the 6th Floor into space vacated by the Chief Judge's Office / Court Administration.

MILWAUKEE COUNTY COURTHOUSE PROJECT

HGA / JPA / IBC

Table 2.1 - Proposed Litigation Spaces, Table 7 from Phase I of the Milwaukee County Courthouse Project

## SECTION B: BLOCKING &amp; STACKING

Historical Spaces

Certain spaces within the Courthouse retain original historic features and finishes and still serve the intended function for that space. Additionally, programmatic adjacencies of these spaces align with the findings from the programming interviews. As a result, it was determined that these spaces (such as Register of Deeds) could remain in their current location.

Renovation Cost vs Location

A cost analysis of the various programmatic scenarios was conducted to determine whether departmental location within the Historic Courthouse would impact overall renovation costs. Each scenario worked with the same MEP constraints, court functions as described in Phase I, and treatment of historical, non-court spaces. It was determined that programmatic placement produced little variation in the overall estimated renovation cost. As a result, ideal program adjacencies should be respected when possible and drive future space planning efforts.

## BLOCKING &amp; STACKING SCENARIOS

Four blocking and stacking scenarios were developed. Each scenario looked at different ways to improve departmental adjacencies and test which adjacencies and functions were most important. Each of the scenarios assumed that a new 376,500 SF Criminal Courthouse (inclusive of parking) will replace the Safety Building as recommended in Phase I and that it will meet the projected 2041 court related space needs. Minor variations among the four scenarios represent responses and feedback from departmental surveys and interviews that were conducted in Phase II.



Images of Register of Deeds in the Historic Courthouse

SECTION B: BLOCKING & STACKING

**Scenario 1**

Scenario 1 represents the recommendations from Phase I for Court and Non-Court functions (Figure 2.2). Civil and Family courts are placed in the Historic Courthouse and a new Criminal courthouse is constructed on the site of the existing Safety Building. Additionally, non-court departments are housed within the Historic Courthouse while the Sheriff and IMSD are in a new building or leased space.

**Historic Courthouse, Renovation:**  
 (Most all) Existing tenants  
 (Most all) 633 W Wisconsin tenants  
 DA



**New building(s), leasable space:**  
 IMSD  
 Sheriff



**New Criminal Courthouse:**  
 Criminal Courts & all groups noted  
 per Phase I



**Scenario 2**

Scenario 2 locates all County Administration groups, Public services, Family/Civil courts and all related support in the Historic Courthouse. Sheriff and DA would be housed in a new building or leased space. Criminal Courts and various Criminal Court support functions would be housed within the new Criminal Courthouse proposed in Phase I (Figure 2.3).

**Historic Courthouse, Renovation:**  
 Services for the Public, Family/Civil Courts, Court  
 Support, & County Administration



**New building(s), leasable space:**  
 DA  
 Sheriff



**New Criminal Courthouse:**  
 Criminal courts & all groups noted per  
 Phase I



**Scenario 3**

Scenario 3 locates most current Safety building occupants (Sheriff, DA and COC Criminal) and services relating to the Public and Family/Civil courts in the Historic Courthouse. Various County Administration groups would co-exist in a new building or leased space and the new Criminal Courthouse proposed in Phase I would replace the current Safety Building (Figure 2.4)

**Historic Courthouse, Renovation:**  
 Select Safety building occupants, Services  
 for the Public, Family/Civil Courts & Court  
 support



**New building(s), leasable space:**  
 County Administration



**New Criminal Courthouse:**  
 Criminal Courts & all groups noted per  
 Phase I



**Scenario 4**

Scenario 4 proposes that most all existing Historic Courthouse non-court tenants remain, with the addition of the District Attorney. County Administration located at 633 W Wisconsin and the Sheriff are placed in either a new building or leased space and the new Criminal Courthouse proposed in Phase I would replace the current Safety Building (Figure 2.5).

**Historic Courthouse, Renovation:**  
 Services for the Public, Family/Civil Courts  
 & Court support



**New building(s), leasable space:**  
 County administration and Sheriff



**New Criminal Courthouse:**  
 Criminal Courts & all groups noted per  
 Phase I



**Historic Courthouse, Renovation:**  
Services for the Public, Family/Civil Courts,  
Court Support and County Administration



368,405 <sup>1</sup>

AE & ES	7,140
Budget	2,150
Cafeteria	10,500
CBDP	1,310
CBO	1,540
Child Support	21,340
Clerk of Courts <sup>3</sup>	31,660
Comptroller	9,500
Corporation Counsel	4,100
County Board	8,600
County Clerk	3,200
County Executive	7,100
Court Admin <sup>4</sup>	11,570
DAS – Director’s Office	350
DHR	13,210
District Attorney	37,430
Economic Development	1,750
Election Commission	3,240
Ethics	290
Facilities (office only)	1,720
Family/Civil Courts	160,000
IMSD	940
OEM (office only)	3,200
Persons w/ Disabilities	800
Planning & Development	1,855
Procurement	2,450
Register of Deeds	9,500
Risk Management	1,170
Shared Conference	9,090
Treasurer	1,700
Available <sup>6</sup>	22,320

**SCENARIO 1**

**New building(s) / leasable space**  
IMSD & Sheriff



53,600 <sup>2</sup>

IMSD	10,270
Sheriff	43,330

**New Criminal Courthouse:**  
Criminal Courts & all groups noted  
per Phase I



360,500 <sup>5</sup>

Clerk of Courts – Admin	5,355
Clerk of Courts – JIS	1,600
Clerk of Courts – Criminal Div	18,800
Court Support	10,665
Criminal Courts	141,293
DA – Victim Witness	8,400
DA – Trial Prep Workspace	5,000
District Court Admin	5,950
Facility Support	22,135
Justice Point	19,880
Public Defender Workspace	2,500
Sallyport, Holding & Security	9,200
WCS	4,950
Subtotal	255,728
M/E Factor (11%)	28,130
Subtotal	283,858
Bdg Gross Factor (27%)	76,642
<b>TOTAL</b>	<b>360,500</b>
Parking	16,000
Building size w/ Parking	376,500

**Footnotes:**

- <sup>1</sup> Approximate usable space reflected in floor plans. Does not include new mechanical and electrical rooms, basement level, or available space.
- <sup>2</sup> Department program only, reflective of new building circulation factor.
- <sup>3</sup> Clerk of Courts is inclusive of the following departments: Civil / Family Division, Milwaukee Justice Center, Law Library, Civil Records, Foreclosure Mediation, Register in Probate, Family Court Commissioner, Restraining Order Clinic.

- <sup>4</sup> Court Admin is inclusive of the following departments, currently located in the Historic Courthouse: Court Reporting Services, Domestic Violence Interview / Waiting, Law Clerks and Court Reporters.
- <sup>5</sup> Space types and square footage amount per Phase 1 recommendation, page 181 of report, Scenario #2, targeting 2040.
- <sup>6</sup> More than half of “available” space is located on the mezzanines.

Figure 2.2 - Scenario 1 Summary

**Historic Courthouse, Renovation:**  
Services for the Public, Family/Civil Courts,  
Court Support, & County Administration



340,940 <sup>1</sup>

AE & ES	6,970
Budget	1,670
Cafeteria	10,500
CBDP	1,310
CBO	1,540
Child Support	20,150
Clerk of Courts <sup>3</sup>	29,730
Comptroller	9,510
Corporation Counsel	3,750
County Board	9,980
County Clerk	3,200
County Executive	7,140
Court Admin <sup>4</sup>	11,570
DAS – Director’s Office	230
DHR	11,390
Dist. Court Admin	5,340
Economic Development	1,750
Election Commission	2,530
Ethics	290
Facilities (office & mail)	5,260
Family/Civil Courts	160,000
IMSD	11,070
Persons w/ Disabilities	800
Planning & Development	1,860
Procurement	2,450
Register of Deeds	9,500
Risk Management	1,500
Shared Conferencing	8,320
Treasurer	1,630
Available	51,030

**SCENARIO 2**  
New building(s) / leasable space  
DA & Sheriff



77,950 <sup>2</sup>

DA	34,620
Sheriff	43,330

**New Criminal Courthouse:**  
Criminal courts & all groups noted per Phase I



360,500 <sup>5</sup>

Clerk of Courts – Admin	5,355
Clerk of Courts – JIS	1,600
Clerk of Courts – Criminal Div	18,800
Court Support	10,665
Criminal Courts	141,293
DA – Victim Witness	8,400
DA – Trial Prep Workspace	5,000
District Court Admin	5,950
Facility Support	22,135
Justice Point	19,880
Public Defender Workspace	2,500
Sallyport, Holding & Security	9,200
WCS	4,950
Subtotal	255,728
M/E Factor (11%)	28,130
Subtotal	283,858
Bdg Gross Factor (27%)	76,642
TOTAL	360,500
Parking	16,000
Building size w/ Parking	376,500

**Footnotes:**

- <sup>1</sup> Approximate usable space reflected in floor plans. Does not include new mechanical and electrical rooms, basement level, or available space.
- <sup>2</sup> Department program only, reflective of new building circulation factor.
- <sup>3</sup> Clerk of Courts is inclusive of the following departments: Civil / Family Division, Milwaukee Justice Center, Law Library, Civil Records, Foreclosure Mediation, Register in Probate, Family Court Commissioner, Restraining Order Clinic.

- <sup>4</sup> Court Admin is inclusive of the following departments, currently located in the Historic Courthouse: Court Reporting Services, Domestic Violence Interview / Waiting, Law Clerks and Court Reporters.
- <sup>5</sup> Space types and square footage amount per Phase 1 recommendation, page 181 of report, Scenario #2, targeting 2040.
- <sup>6</sup> More than half of “available” space is located on the mezzanines.

Figure 2.3 - Scenario 2 Summary



**SCENARIO 3**

**Historic Courthouse, Renovation:**  
Select Safety building occupants, Services for the Public, Family/Civil Courts & Court support



349,990 <sup>1</sup>

Cafeteria	10,500
Child Support	21,340
Clerk of Courts <sup>3</sup>	33,090
County Clerk	3,200
Court Admin <sup>4</sup>	11,570
District Attorney	40,940
Election Commission	3,240
Facilities (office only)	1,720
Family / Civil Courts	160,000
IMSD	940
Register of Deeds	9,500
Sheriff	53,950
Available	41,760

**New building(s) / leasable space**  
County Administration



99,398 <sup>2</sup>

AE & ES	6,200
Budget	1,480
CBDP	1,170
CBO	1,370
Comptroller	8,450
Corporation Counsel	3,330
County Executive	6,010
County Board	8,530
DAS – Director’s Office	200
DHR	9,570
Economic Development	1,560
Ethics	260
IMSD	10,270
OEM (office only)	2,120
Persons w/ Disabilities	720
Planning & Development	1,650
Procurement	2,180
Risk Management	990
Shared Conference	3,000
Treasurer	1,450
Subtotal	70,510
M/E Factor (11%)	7,756
Subtotal	78,266
Bdg Gross Factor (27%)	21,132
TOTAL	99,398
Parking	

**New Criminal Courthouse:**  
Criminal Courts & all groups noted per Phase I



360,500 <sup>5</sup>

Clerk of Courts – Admin	5,355
Clerk of Courts – JIS	1,600
Clerk of Courts – Criminal Div	18,800
Court Support	10,665
Criminal Courts	141,293
DA – Victim Witness	8,400
DA – Trial Prep Workspace	5,000
District Court Admin	5,950
Facility Support	22,135
Justice Point	19,880
Public Defender Workspace	2,500
Sallyport, Holding & Security	9,200
WCS	4,950
Subtotal	255,728
M/E Factor (11%)	28,130
Subtotal	283,858
Bdg Gross Factor (27%)	76,642
TOTAL	360,500
Parking	16,000
Building size w/ Parking	376,500

**Footnotes:**

- <sup>1</sup> Approximate usable space reflected in floor plans. Does not include new mechanical and electrical rooms, basement level, or available space.
- <sup>2</sup> Department program only, reflective of new building circulation factor.
- <sup>3</sup> Clerk of Courts is inclusive of the following departments: Civil / Family Division, Milwaukee Justice Center, Law Library, Civil Records, Foreclosure Mediation, Register in Probate, Family Court Commissioner, Restraining Order Clinic.

- <sup>4</sup> Court Admin is inclusive of the following departments, currently located in the Historic Courthouse: Court Reporting Services, Domestic Violence Interview / Waiting, Law Clerks and Court Reporters.
- <sup>5</sup> Space types and square footage amount per Phase 1 recommendation, page 181 of report, Scenario #2, targeting 2040.
- <sup>6</sup> More than half of “available” space is located on the mezzanines.

Figure 2.4 - Scenario 3 Summary

**SCENARIO 4**

**Historic Courthouse, Renovation:**  
Services for the Public, Family/Civil Courts  
& Court support



339,950 <sup>1</sup>

Budget	2,150
Cafeteria	10,500
Child Support	21,340
Clerk of Courts <sup>3</sup>	33,090
Comptroller	9,500
Corporation Counsel	4,100
County Board	8,600
County Clerk	3,200
County Executive	7,100
Court Admin <sup>4</sup>	11,570
DAS – Director’s Office	350
District Attorney	40,000
Election Commission	3,240
Ethics	290
Facilities (office only)	1,720
Family/Civil Courts	160,000
IMSD	940
Persons w/ Disabilities	800
Register of Deeds	9,500
Risk Management	1,170
Shared Conference	9,090
Treasurer	1,700
Available	50,080

**New building(s), leasable space:**  
County administration and Sheriff



82,420 <sup>2</sup>

AE & ES	6,200
CBDP	1,170
CBO	1,370
DHR	9,570
Economic Development	1,560
IMSD	10,270
OEM (office only)	2,120
Planning & Development	1,650
Procurement	2,180
Shared Conference	3,000
Sheriff	43,330

**New Criminal Courthouse:**  
Criminal Courts & all groups noted  
per Phase I



360,500 <sup>5</sup>

Clerk of Courts – Admin	5,355
Clerk of Courts – JIS	1,600
Clerk of Courts – Criminal Div	18,800
Court Support	10,665
Criminal Courts	141,293
DA – Victim Witness	8,400
DA – Trial Prep Workspace	5,000
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Justice Point	19,880
Public Defender Workspace	2,500
Sallyport, Holding & Security	9,200
WCS	4,950
Subtotal	255,728
M/E Factor (11%)	28,130
Subtotal	283,858
Bdg Gross Factor (27%)	76,642
TOTAL	360,500
Parking	16,000
Building size w/ Parking	376,500

**Footnotes:**

<sup>1</sup> Approximate usable space reflected in floor plans. Does not include new mechanical and electrical rooms, basement level, or available space.

<sup>2</sup> Department program only, reflective of new building circulation factor.

<sup>3</sup> Clerk of Courts is inclusive of the following departments: Civil / Family Division, Milwaukee Justice Center, Law Library, Civil Records, Foreclosure Mediation, Register in Probate, Family Court Commissioner, Restraining Order Clinic.

<sup>4</sup> Court Admin is inclusive of the following departments, currently located in the Historic Courthouse: Court Reporting Services, Domestic Violence Interview / Waiting, Law Clerks and Court Reporters.

<sup>5</sup> Space types and square footage amount per Phase 1 recommendation, page 181 of report, Scenario #2, targeting 2040.

<sup>6</sup> More than half of “available” space is located on the mezzanines.

Figure 2.5 - Scenario 4 Summary

## SECTION C: SWING SPACE

## PRECEDENT STUDIES

The primary focus of this research was to understand how other counties around the country had utilized swing space to successfully complete their courthouse renovation. Several projects offered different solutions dependent on the availability, type, and proximity of swing space. Examples of swing spaces utilized in other projects included an office park located near the project, using existing administrative office buildings owned by the municipality, and purchasing an existing building within proximity of the project.

Research of similar projects by other government agencies was done to compare both the process and solutions for swing space. The projects researched were found on government websites, in public government documents, on websites of other architectural firms involved in courthouse projects, and articles from local publications where the projects were located. Recommended projects from Milwaukee County and other team members were considered in the research, as well as other projects discovered during the research process.

Swing space is defined as a temporary work environment or occupancy for a business, usually during a renovation or new construction project.

The criteria for the research included:

- Size of the project: Comparable square footage and number of buildings
- Type of building: Historic courthouse or buildings versus new courthouse or buildings
- Type of renovation: Includes office and historic courthouse renovation versus only infrastructure or ADA upgrades
- Solutions for swing space: Comparable decisions made to accommodate phasing

## PROJECTS STUDIED

The following represent examples of projects which are most related to the approach and scope of the Milwaukee County Courthouse project:

- Metro Nashville Davidson County Courthouse Renovation  
Nashville, TN
- Birch Bayh Federal Building & U.S. Courthouse Renovation  
Indianapolis, IN
- Polk County Courts  
Des Moines, IA
- Willows Courthouse  
Glenn County, CA
- Broward County Courthouse  
Fort Lauderdale, FL
- Governor George Deukmejian Courthouse  
Long Beach, CA

**KEY FINDINGS****Not a Unique Situation**

It was found that many municipal and federal agencies faced similar challenges as Milwaukee County does in renovating an existing, historic courthouse while accommodating growth needs, modernizing courthouses, and updating ADA and infrastructure systems. While the projects researched did not always align exactly, they did validate the proposed renovation and construction process that Milwaukee County is planning to undertake.

## SECTION C: SWING SPACE

**A Need for Swing Space**

Swing space calculations were estimated to determine the square footage required for sequencing both court and non-court functions. 159,000 square feet of office functions and courts will be displaced once the Public Safety Building is razed to accommodate the construction of a new criminal courthouse building. Based on research and discussion, leased space within a downtown office building or a new speculative office building could accommodate the office components being displaced from a demolition of the Public Safety Building and the renovation of the Courthouse. A vacant shopping mall or single story office building could potentially accommodate temporary courthouses because of the requirement for high ceiling heights and openness of space.

**Phased Construction**

The Historic Courthouse must continue to function and provide public services while the project is under construction. While the demolition will create an immediate need for 159,000 SF of swing space, the amount of space will vary during the construction of the new criminal courthouse and the renovation of the Historic Courthouse. To ensure that the Historic Courthouse remains functional during the renovation, a phased construction is envisioned for the project. It was suggested that the equivalent of a single floor, roughly 30,000 square feet, would be the ideal amount of space for each phase. By dividing the courthouse into quadrants, upgrades to the mechanical, electrical and plumbing systems can be achieved while limiting the displacement of departments during renovation of the Courthouse (Figure 3.1). The 30,000 SF could include multiple, vertical quadrants or one single floor depending on the approach determined during the pre-construction phase.



Figure 3.1 - Phasing diagram showing ideal quadrant divisions

## SECTION D: SAFETY BUILDING DUE DILIGENCE

## SAFETY BUILDING DUE DILIGENCE

Phase I determined the highest value of the existing Safety Building was its proximity to the Historic Courthouse and other County facilities and, as a result, recommended demolition of the structure. Phase I based this conclusion solely on the needs of the court functions. Phase II expanded this investigation to determine if the building would be suitable for non-court functions. Building tours were conducted to assess space allocation of non-court departments and their space utilization, as well as general building conditions. Additionally, a previous study was reviewed to see if any of the findings could be applied to meet the County's non-court space needs.

## EXISTING CONDITIONS

The public safety building was built in 1929 and provided space for both the City and the County. The building consists of 6 floors plus a basement and sub-basement. Mezzanines are located on second, third, fourth and sixth floor. The sub-basement, basement, and first floor utilize the full footprint of the building. A large gym with basketball courts, fitness equipment, and a second level track that wraps the playing surface occupies the center portion of the building on the first floor. The remaining floors having a large light court in the middle of the floor plate (Figure 4.1). Today, the light court houses mechanical equipment and ducts. Generally, the exterior of the building is in need of repair and suffers from deferred maintenance.

## PREVIOUS STUDY

A previous study conducted in July of 2014 looked at the potential reuse of the Safety Building non-court spaces. That report suggested more shared amenities, a central green space, a retail component and a portion of the Sheriff's office. However, this study predated the Milwaukee County Courthouse Project Phase I study and, as a result, does

not address the deficiencies of Court Function or the adjacencies that were identified in both Phases I and II. As a result, the study provides little support for reuse of the existing building to meet the needs of the County.

**KEY FINDINGS****Inefficient For Non-Court Functions**

Overall, the Safety Building does not function well for non-court departments. Interior space is poorly utilized with most departments lacking adequate space to meet their current needs. Other areas such as the holding cells and gun range no longer serve the intended programmatic purpose and sit vacant with no tangible use. Existing floor to floor heights vary from 11'-6" to 15'-0", with variations sometimes occurring on the same floor (Figure 4.2). Additionally, portions of the tallest floors have mezzanines, which further limit the ceiling heights. Column spacing varies through the building and limits the flexibility for future use. Together, these conditions are less than optimal and are not reflective of modern office standards.

**Highest and Best Use**

Phase I determined the highest value of the existing Safety Building is its proximity to the Historic Courthouse and other County facilities. Due to functional deficiencies associated with courtrooms, it was recommended that the building should be demolished and a new criminal courthouse be built in its place. Phase II validated this conclusion by verifying the Safety Building provides no functional advantage for non-court programmatic elements of the Historic Courthouse and Safety Building. Therefore, the highest and best use of the Safety Building is to demolish it in favor of a vacant site for construction of a new Criminal Courthouse.

SECTION D: SAFETY BUILDING DUE DILIGENCE

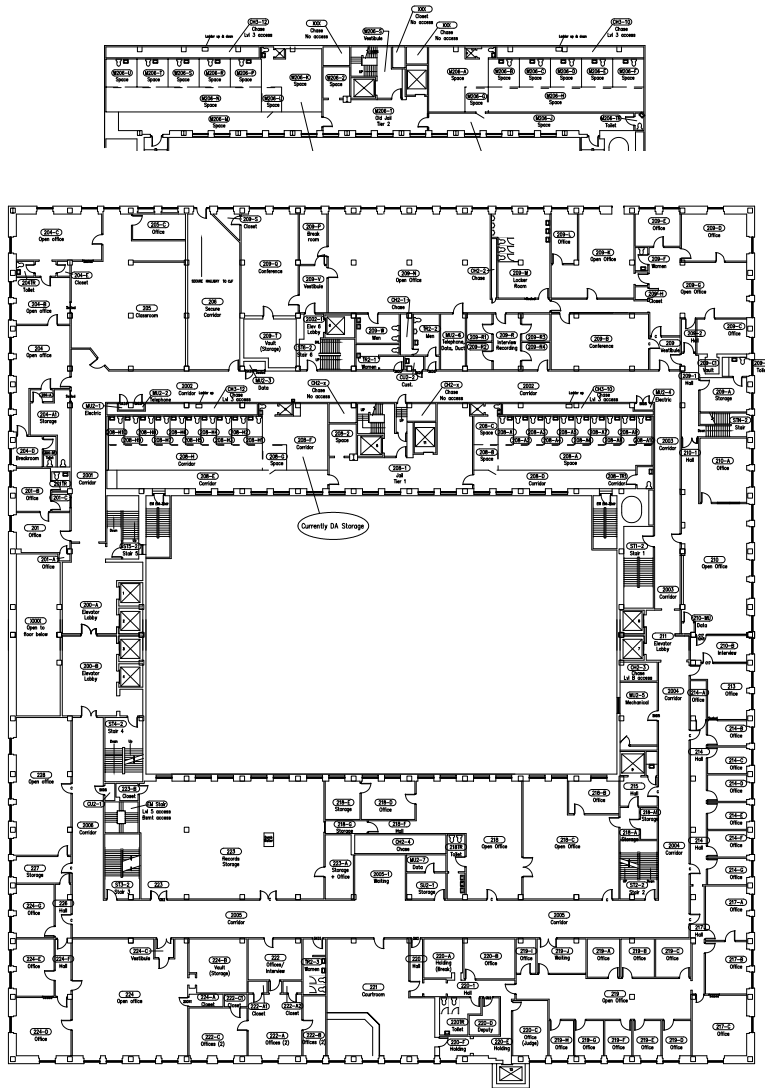


Figure 4.1 - Typical Safety Building Floor Plan and Mezzanine Plan

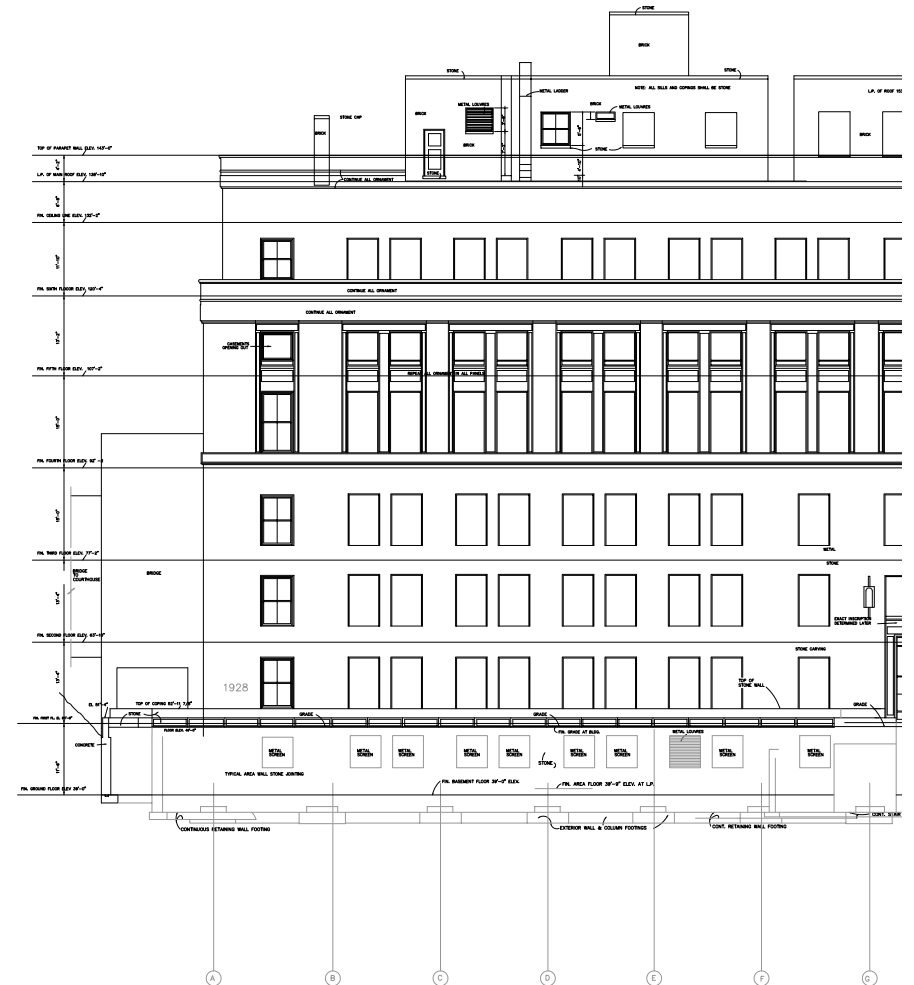


Figure 4.2 - Partial Safety Building Elevation showing floor to floor heights

## SECTION E: VACANT SITE DUE DILIGENCE

## VACANT SITE DUE DILIGENCE

As the County looks to the future with a full renovation of the Historic Courthouse and demolition and replacement of the Safety Building, a more complete understanding of alternate opportunities was sought. The consultant team was tasked to establish baseline costs for a stand-alone replacement of both facilities on a vacant site. Two scenarios were considered; 1. A stand-alone courthouse and administration building with structured parking, and 2. A stand-alone courthouse and administration building with surface parking. Both scenarios assume the replacement of all program associated with the court and non-court functions of the Historic Courthouse and Safety Building.

For the two studies, program assumptions were based on the need for 360,000 SF for all court functions per Phase I and 360,000 SF for non-court functions identified in Phase II. A parking ratio of 3 spaces per 1,000 square feet was used to determine a required amount of parking; a total of 1,200 spots. Options for both surface parking and structured parking were looked at to determine the amount of land required for a project of this scale. Parking stalls were assumed to be 9' x 18'. Drive aisles were assumed to be 24'.

New building costs were estimated to be roughly \$375/SF. The cost of land acquisition was assumed to be \$125,000/acre. \$1,500/space was used for surface parking while structured parking utilized \$30,000/space. A construction escalation (four years) of 16%, a construction contingency of 10% and non construction costs of 33% were all assumed.

**Vacant Site Option 1**

Option 1 (Table 5.1) has a total program of 720,000 SF split evenly between court and non-court functions. As a downtown site is preferred with proximity to other county functions, structured parking was assumed to reduce the required amount of land. An estimated project cost of \$459,906,00.00 was determined for Option 1.

**Vacant Site Option 2**

Option 2 (Table 5.2) also has a total program of 720,000 SF split evenly between court and non-court functions, but looked at a more suburban setting that would allow for surface parking. While the amount of land required increased, the cost per parking spot decreased. An estimated project cost of \$414,344,000.00 was determined for Option 2.

**KEY FINDINGS****Land Requirement**

The amount of land needed for a new stand-alone facility varies considerably depending on program and type of parking supplied to support the facility. Surface parking requires far more land than structured parking, but the cost associated with it is considerably less. Depending on the use of surface or structured parking, a vacant site of 11 to 24 acres would be required. Due to this requirement, it is likely that a site with adequate space would not be located downtown and could result in additional long-term operational costs that were not considered in this study.

**Vacant Assets**

A new, stand-alone courthouse could leave the County with two vacant assets that would continue to need maintenance. Additionally, extensive renovations would be required to retrofit the buildings for potential tenants.

**Highest and Best Use of the Historic Courthouse**

While a vacant site may provide a cost-effective solution based strictly on construction costs, it is a solution that does not align with the County's needs. The highest and best use of the Historic Courthouse is renovation as recommended in the Phase I report with a combination of Civil Courts, Family Courts, and other non-court functions to ensure the safety of both county employees and the public.

VACANT SITE - STRUCTURED PARKING		LOCATION TBD	
Category	Unit	Calculations	Cost
<b>A. SITE ACQUISITION</b>			
1. Land Cost	\$125,000 per Acre	x 16 Acres	\$2,000,000
<b>B. CONSTRUCTION COST</b>			
1. Building Core and Shell	\$150 per Building Square Foot	x 720,000	\$108,000,000
2. Building Interior TI's - Court Functions	\$300 per Building Square Foot	x 360,000	\$108,000,000
Building Interior TI's - Non-Court Functions	\$150 per Building Square Foot	x 360,000	\$54,000,000
3. Secure Parking	\$30,000 per Space	x 40 Spaces	\$1,200,000
Structured Parking	\$30,000 per Space	x 1,200 Spaces	\$36,000,000
4. Sitework			
a. Asbestos Abatement of Safety Building	\$12.00 per Building Square Foot	x 0	\$0
b. Demolition of Safety Building / Bridges	\$8.000 per Building Square Foot	x 0	\$0
c. Site Development and Utilities	\$20.00 per Building Square Foot	x 720,000	\$14,400,000
5. Building Connectors			
a. Public / Staff Bridge	\$15,000 per Linear Foot	x 0	\$0
b. Detainee Tunnel	\$15,000 per Linear Foot	x 0	\$0
6. <b>SUBTOTAL BUILDING CONSTRUCTION</b>		<b>Per Square Foot</b> <b>\$449.44</b>	<b>\$323,600,000</b>
<b>C. CONTINGENCY</b>			
1. Design / Construction Contingency	10% of Building Construction	x \$323,600,000	\$32,360,000
<b>D. ESCALATION</b>			
1. Future Escalation	3.5% per year to 2021 ( 4 years)	x \$355,960,000	\$52,510,000
2. <b>ESCALATED COST (2021 Dollars)</b>		<b>Per Square Foot</b> <b>\$72.93</b>	<b>\$408,470,000</b>
<b>E. OTHER PROJECT COSTS</b>			
1. Design Fees, Permits, Testing	11% of Building Construction	x \$323,600,000	\$35,596,000
2. Security/Technology Allowance	\$12.00 per Building Square Foot	x 720,000	\$8,640,000
3. Furniture, Fixtures, and Equipment	\$10.00 per Building Square Foot	x 720,000	\$7,200,000
4. <b>SUBTOTAL OTHER PROJECT COST</b>		<b>Per Square Foot</b> <b>\$10.00</b>	<b>\$51,436,000</b>
<b>F. TOTAL COST</b>			
1. <b>PROJECT COST (2021 Dollars)</b>		<b>Per Square Foot</b> <b>\$638.76</b>	<b>Total</b> <b>\$459,906,000</b>

Note: Total costs may not calculate exactly based on square footages shown due to computer rounding of building gross areas.

Figure 5.1 - Vacant Site Study - Option 1 Structured Parking



VACANT SITE - SURFACE PARKING		LOCATION TBD	
Category	Unit	Calculations	Cost
<b>A. SITE ACQUISITION</b>			
1. Land Cost	\$125,000 per Acre	x 24 Acres	\$3,000,000
<b>B. CONSTRUCTION COST</b>			
1. Building Core and Shell	\$150 per Building Square Foot	x 720,000	\$108,000,000
2. Building Interior TI's - Court Functions	\$300 per Building Square Foot	x 360,000	\$108,000,000
Building Interior TI's - Non-Court Functions	\$150 per Building Square Foot	x 360,000	\$54,000,000
3. Secure Parking	\$30,000 per Space	x 40 Spaces	\$1,200,000
Surface Parking	\$1,500 per Space	x 1,200 Spaces	\$1,800,000
4. Sitework			
a. Asbestos Abatement of Safety Building	\$12.00 per Building Square Foot	x 0	\$0
b. Demolition of Safety Building / Bridges	\$8.000 per Building Square Foot	x 0	\$0
c. Site Development and Utilities	\$20.00 per Building Square Foot	x 720,000	\$14,400,000
5. Building Connectors			
a. Public / Staff Bridge	\$15,000 per Linear Foot	x 0	\$0
b. Detainee Tunnel	\$15,000 per Linear Foot	x 0	\$0
6. <b>SUBTOTAL BUILDING CONSTRUCTION</b>		<b>Per Square Foot</b> <b>\$403.33</b>	<b>\$290,400,000</b>
<b>C. CONTINGENCY</b>			
1. Design / Construction Contingency	10% of Building Construction	x \$290,400,000	\$29,040,000
<b>D. ESCALATION</b>			
1. Future Escalation	3.5% per year to 2021 ( 4 years)	x \$319,440,000	\$47,120,000
2. <b>ESCALATED COST (2021 Dollars)</b>		<b>Per Square Foot</b> <b>\$65.44</b>	<b>\$366,560,000</b>
<b>E. OTHER PROJECT COSTS</b>			
1. Design Fees, Permits, Testing	11% of Building Construction	x \$290,400,000	\$31,944,000
2. Security/Technology Allowance	\$12.00 per Building Square Foot	x 720,000	\$8,640,000
3. Furniture, Fixtures, and Equipment	\$10.00 per Building Square Foot	x 720,000	\$7,200,000
4. <b>SUBTOTAL OTHER PROJECT COST</b>		<b>Per Square Foot</b> <b>\$10.00</b>	<b>\$47,784,000</b>
<b>F. TOTAL COST</b>			
1. <b>PROJECT COST (2021 Dollars)</b>		<b>Per Square Foot</b> <b>\$575.48</b>	<b>Total</b> <b>\$414,344,000</b>

Note: Total costs may not calculate exactly based on square footages shown due to computer rounding of building gross areas.

Figure 5.2 - Vacant Site Study - Option 2 Surface Parking