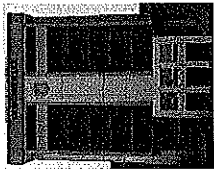


# Milwaukee County Criminal Justice Center Planning Update

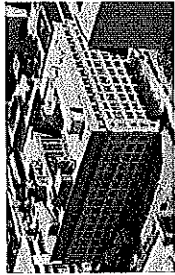
|            |                       |             |  |
|------------|-----------------------|-------------|--|
| Phase I:   | <b>Strategic Plan</b> | <b>2016</b> | Needs Assessment, Resource Evaluation, Strategic Plan  |
| Phase II:  | <b>Space Study</b>    | <b>2017</b> | Program, Blocking & Stacking, Swing Space, Safety Building Due Diligence, Vacant Site Due Diligence. |
| Phase III: | <b>Master Plan</b>    | <b>2018</b> | Master Courthouse Complex Plan, Implementation Plan, Financing                                       |
| Phase IV:  | <b>Design</b>         |             |  |
| Phase V:   | <b>Construction</b>   |             |  |



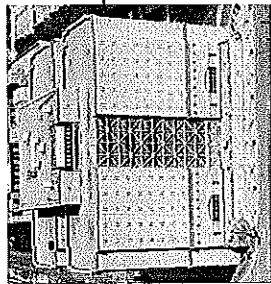
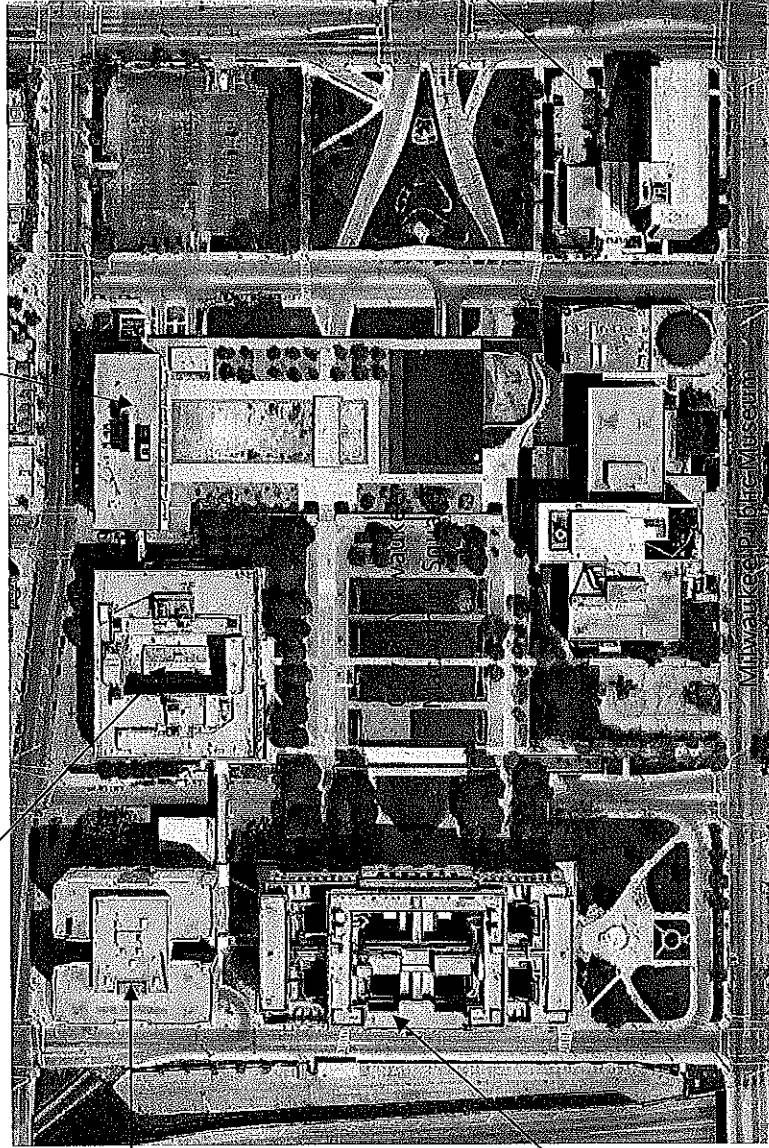
# Milwaukee County Courthouse Campus



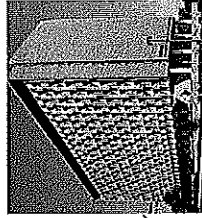
City of Milwaukee  
Police Administration Building (PAB)



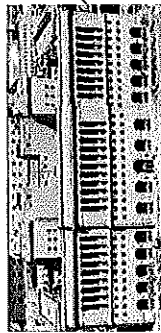
Milwaukee County  
Safety Building



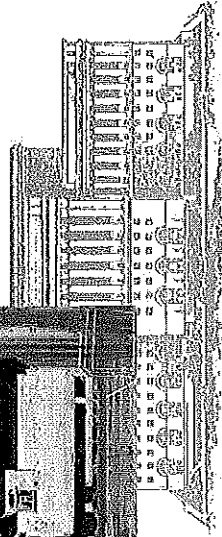
Milwaukee County  
Criminal Justice  
Facility (CJF)



State of Wisconsin  
Office Building



Milwaukee County  
Historic Courthouse



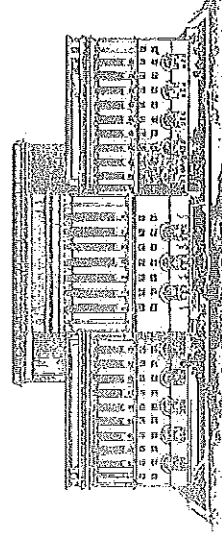
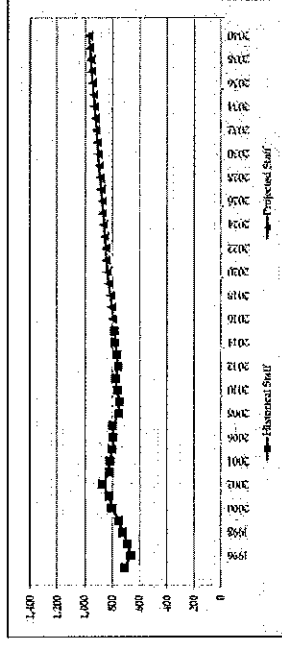


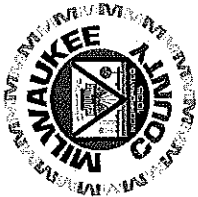
# Phase I: Strategic Plan

## Needs Assessment

Detailed projections were prepared for: local population, arrests and caseload each element of the courts. This data was used to project the number of courts needed in the future and the size of supporting office space.

| SUMMARY OF STAFF PROJECTIONS   |            |            |            |            |            |            |
|--------------------------------|------------|------------|------------|------------|------------|------------|
| Agency                         | Historical |            |            | Projected  |            |            |
|                                | 1995       | 2005       | 2015       | 2020       | 2030       | 2040       |
| <b>JUDICIAL OFFICERS</b>       |            |            |            |            |            |            |
| Judges:                        | 46         | 47         | 47         | 48         | 50         | 51         |
| Commissioners:                 | 18         | 27         | 22         | 23         | 26         | 28         |
| <b>TOTAL:</b>                  | <b>64</b>  | <b>74</b>  | <b>69</b>  | <b>71</b>  | <b>76</b>  | <b>79</b>  |
| Court Administration           | 11         | 15         | 19         | 20         | 24         | 28         |
| Child Support Services         | 132        | 191        | 145        | 152        | 161        | 170        |
| Circuit Clerk                  | 320        | 263        | 248        | 254        | 268        | 283        |
| District Attorney              | 220        | 290        | 284        | 302        | 327        | 352        |
| Guardian ad Litem              | 19         | 22         | 20         | 22         | 24         | 25         |
| JusticePoint Pretrial Services | n/a        | 6          | 42         | 54         | 63         | 71         |
| Law Library                    | 3          | 3          | 3          | 3          | 3          | 3          |
| Milwaukee Justice Center       | n/a        | n/a        | 6          | 7          | 9          | 12         |
| Restraining Order Clinic       | 5          | 5          | 8          | 9          | 11         | 13         |
| Wisconsin Community Services   | 2          | 7          | 11         | 12         | 13         | 15         |
| <b>TOTAL - STAFF</b>           | <b>712</b> | <b>802</b> | <b>786</b> | <b>837</b> | <b>903</b> | <b>972</b> |





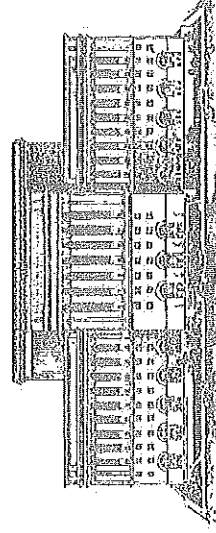
# Phase I: Strategic Plan

## Resource Evaluation

Inspections were conducted by a third party evaluator to rate space for meeting size standards, maintenance standards and operational standards. This helped guide the strategy of whether to rehab existing space or focus on an updated building.

| SAFETY BUILDING                    |                 |          |         |     |     |     |
|------------------------------------|-----------------|----------|---------|-----|-----|-----|
| 10. Circuit Court                  | 1,2,3,4,5,6     | 9 Courts | 38,938  | -   | -   | 2   |
| 11. Court Administration           | 3               | 6        | 4,126   | 683 | 529 | 6   |
| 12. Circuit Clerk                  | 1,2,4,5,6       | 76       | 13,326  | 175 | 133 | 2   |
| 13. District Attorney              | 2,4,5,6         | 174      | 39,816  | 229 | 176 | 2   |
| 14. Sheriff's Office               | Ground, 1,2,3,5 | 180      | 50,944  | 230 | 215 | 4   |
| 15. JusticePoint Pretrial Services | 2,4             | 42       | 9,357   | 225 | 171 | 5   |
| 16. WCS Pretrial Services          | 4               | 11       | 1,771   | 161 | 124 | 4   |
| 17. Support Spaces                 | 4               | -        | 536     | -   | -   | 5   |
| SUBTOTAL                           |                 | 516      | 158,234 | 307 | 236 | 2,8 |

**Key Finding: Safety Building is Inappropriate, largely for Operational Standards**

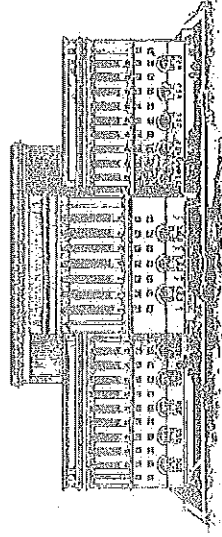
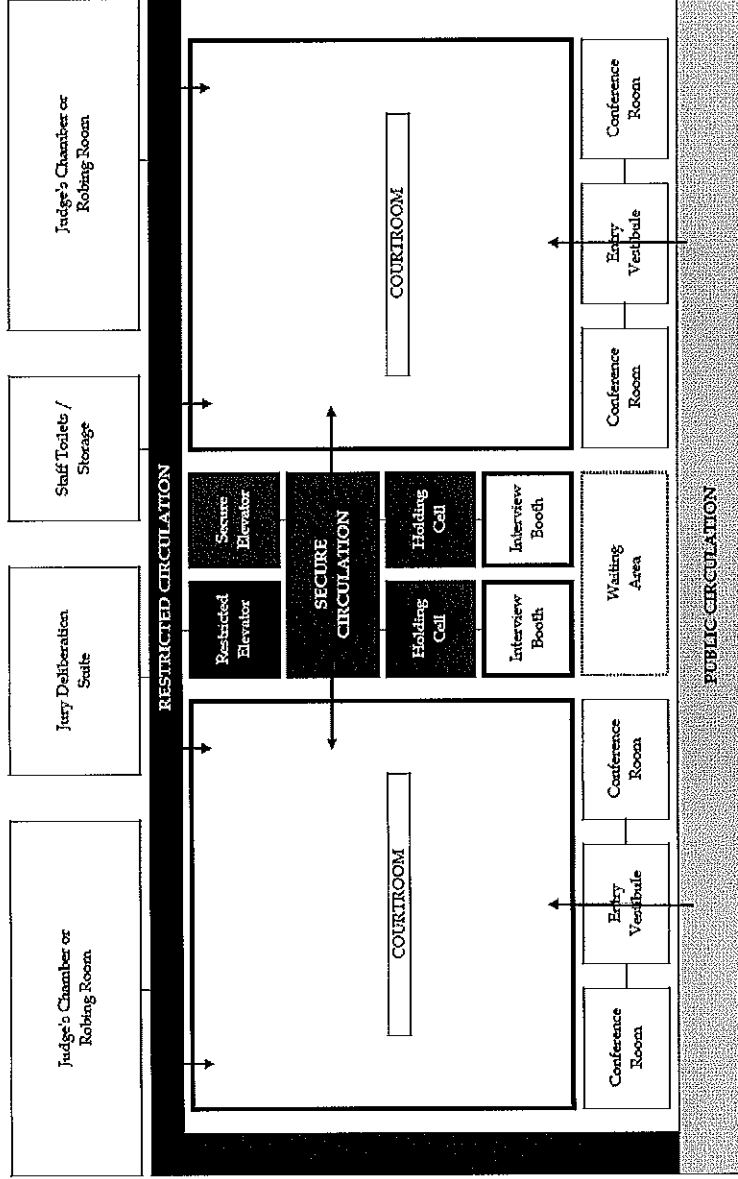




# Phase I: Strategic Plan

## Resource Evaluation: Operational Issue

For public safety and due process reasons, courts should have 3 circulation systems: Public, Jury/Judge, and those in Custody. Because Safety Building was built as a jail, not a court, it does not meet this standard and cannot be rehabbed to do so.

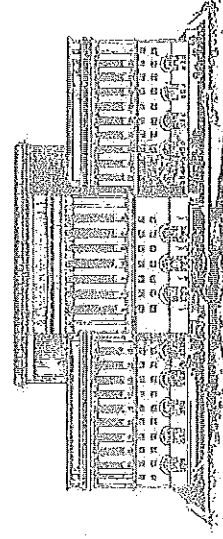
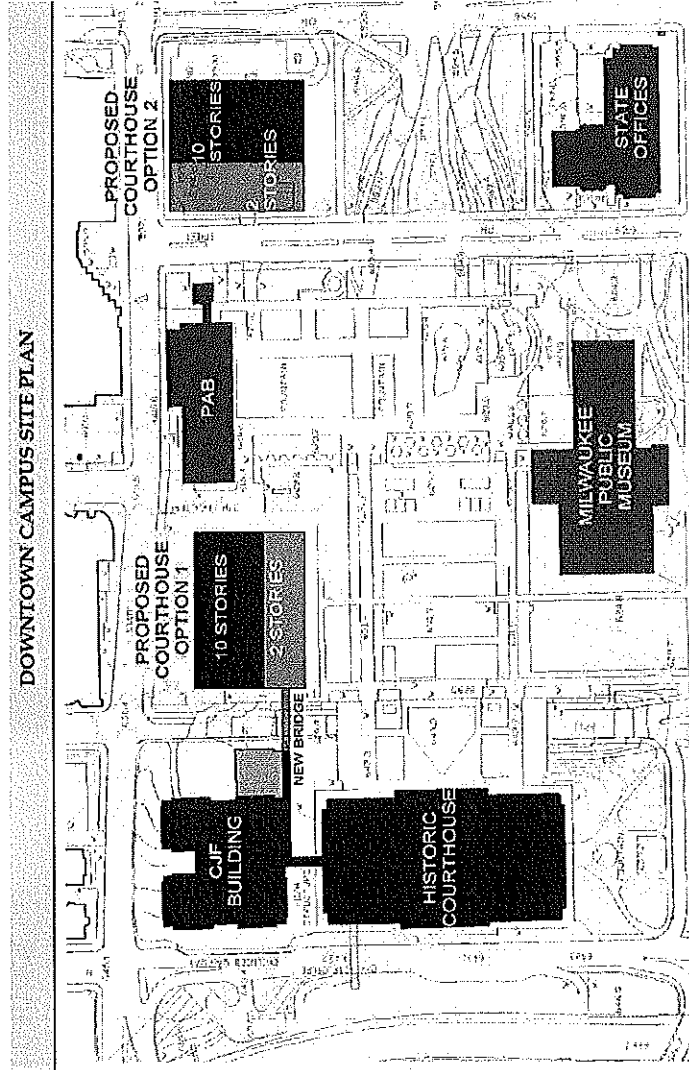




# Phase I: Strategic Plan

## Strategic Plan

Phase I considered two sites. For operational reasons the existing site of the safety building was recommended for a new Criminal Justice Center.



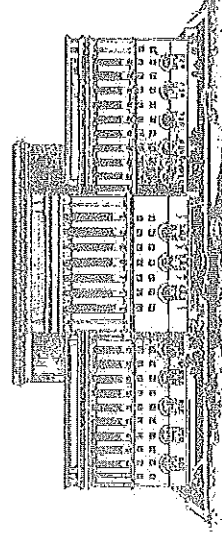


# Phase II: Space Study

## Programming

A CJC because of security and operational standards is more expensive to build than standard office space, thus Phase II focused on the non-court functions of the Safety Building and Historic Courthouse. Every department was interviewed to determine space needs, projected growth and adjacencies. These numbers were used to determine whether administrative space would need to be in a building other than the historic courthouse.

| DEPARTMENT/SPACE                           | 2015  |        | % PROJECTED GROWTH | 2011 - NEW BUILDING |        |
|--|-------|--------|--------------------|---------------------|--------|
|  | HOCRT | SF     |                    | HOCRT               | SF     |
| Deleters                                   | 0     | 10,263 | -                  | 0                   | 9,013  |
| Shared Conferencing Spaces                 | 0     | 0      | -                  | 0                   | 6,100  |
| Facility Management                        | 10    | 5,987  | 25%                | 17                  | 5,145  |
| Register Of Deeds                          | 29    | 18,072 | -                  | 29                  | 9,257  |
| Child Support                              | 147   | 36,623 | 3.4%               | 152                 | 30,428 |
| County Clerk                               | 12    | 5,044  | -                  | 12                  | 1,510  |
| Election Commission                        | 3     | 1,440  | -                  | 3                   | 2,424  |
| Clerk of Courts - JUNE Justice Center      | 6     | 4,289  | 16%                | 7                   | 4,162  |
| Clerk of Courts - Law Library              | 3     | 2,141  | -                  | 3                   | 2,327  |
| Clerk of Courts - Civil / Family / Records | 47    | 15,536 | 10.66%             | 55                  | 10,973 |
| Clerk of Courts - IT / Admin               | 17    | 12,936 | 5.38%              | 13                  | 3,060  |
| Clerk of Courts - Foreclosure Met          | 4     | 238    | -                  | 4                   | 454    |
| Clerk of Courts - Jury Management          | 6     | 6,184  | 16%                | 7                   | 4,030  |
| Clerk of Courts - Register in Probate      | 18    | 6,971  | 11%                | 20                  | 4,579  |
| Clerk of Courts - FCC                      | 15    | 8,500  | 13.75%             | 19                  | 2,487  |
| Clerk of Courts - Restraint Order Clinic   | 8     | 444    | 25%                | 10                  | 2,790  |
| Clerk of Courts - Criminal Division        | 52    | 12,326 | 15%                | 50                  | 11,223 |
| Practical Services - Justice Point         | 46    | 9,387  | 17.03%             | 51                  | 7,005  |
|  |       |        |                    |                     | 6,230  |





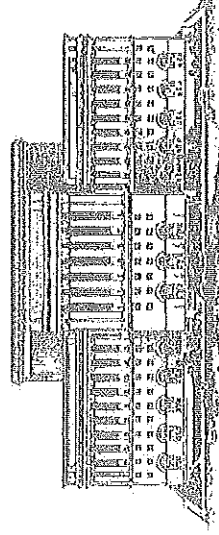
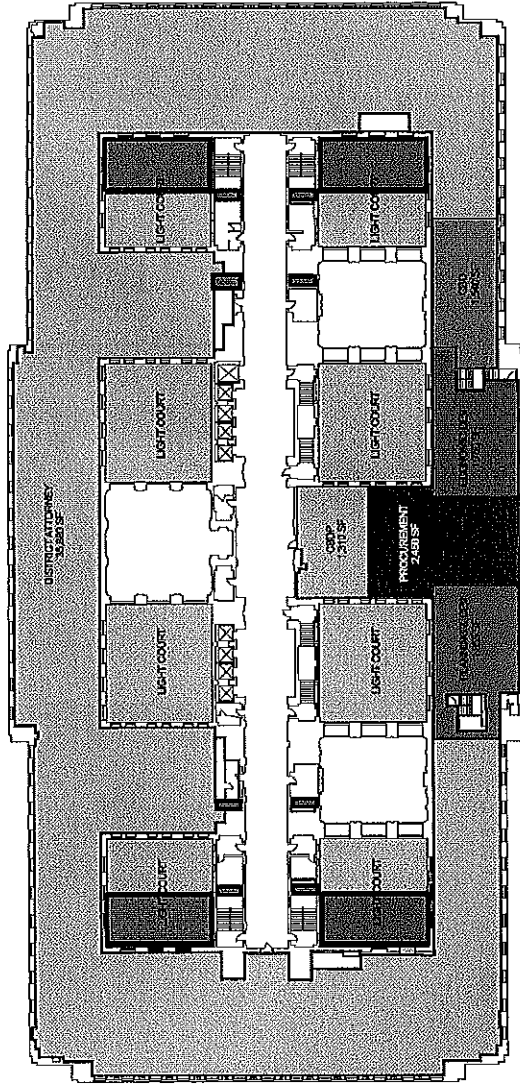




# Phase II: Space Study

## Swing Space

Detailed diagrams prepared of where swing space (or permanent space) may be available in the Historic Courthouse.





# Phase II: Space Study

## Safety Building and Vacant Space Due Diligence

Several Scenarios were reviewed and ultimately the Phase I recommendation to build a CJC at the existing Safety Building site was confirmed.

Historic Courthouse, Renovation:  
select Safety building occupants, services for the  
Public, Family/Civil Courts & Court support



349,990 <sup>1</sup>

|                              |         |
|------------------------------|---------|
| Criteria                     | 10,500  |
| Child Support                | 21,340  |
| Clerk of Courts <sup>1</sup> | 33,050  |
| County Clerk                 | 3,200   |
| Court Admin <sup>4</sup>     | 11,570  |
| District Attorney            | 40,540  |
| Election Commission          | 3,240   |
| Facilities (office only)     | 1,720   |
| Family / Civil Courts        | 160,000 |
| INSO                         | 940     |
| Register of Deeds            | 9,600   |
| Sheriff                      | 53,390  |
| Available                    | 41,760  |

New building(s) / leasable space  
County Administration



99,398 <sup>2</sup>

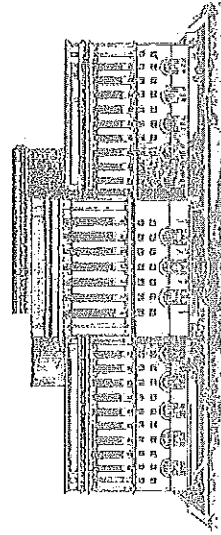
|                         |        |
|-------------------------|--------|
| AE & JS                 | 6,200  |
| Chief of Court          | 1,480  |
| CSB                     | 1,120  |
| CSO                     | 1,370  |
| CRD                     | 8,460  |
| County Clerk            | 3,330  |
| County 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             | 2,480  |
| Risk Management         | 990    |
| Shared Conference       | 3,000  |
| Treasurer               | 1,450  |
| Subtotal                | 70,510 |
| M/E Factor (11%)        | 7,756  |
| Subtotal                | 78,266 |
| Bldg Gross Factor (27%) | 21,132 |
| TOTAL                   | 99,398 |
| Parking                 |        |

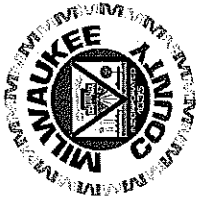
New Criminal Courthouses:  
Criminal Courts & all groups noted  
per Phase I



360,500 <sup>3</sup>

|                                |         |
|--------------------------------|---------|
| Clerk of Courts - Admin        | 5,355   |
| Clerk of Courts - JS           | 4,800   |
| Clerk of Courts - Criminal Div | 10,300  |
| Court Support                  | 10,965  |
| County Clerk                   | 1,435   |
| DA - Trial Prep Workspace      | 8,435   |
| DA - Trial Prep Workspace      | 5,000   |
| District Court Admin           | 5,950   |
| Facility Support               | 21,135  |
| Junior Point                   | 19,880  |
| Public Defender Workspace      | 2,500   |
| Sallyport, Holding & Security  | 9,200   |
| WCS                            | 4,250   |
| Subtotal                       | 255,728 |
| M/E Factor (11%)               | 28,130  |
| Subtotal                       | 283,858 |
| Bldg Gross Factor (27%)        | 76,642  |
| TOTAL                          | 360,500 |
| Parking                        | 16,000  |
| Building site w/ Parking       | 376,500 |



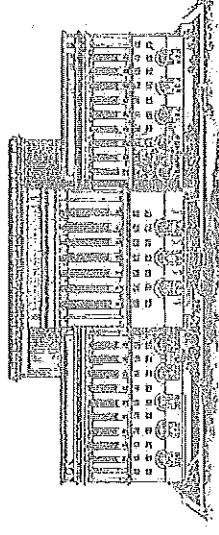


# Phase III: Master Plan

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## Current Report Conclusions (Task A – Space Planning)

- 374,200 square foot Criminal Justice Center required to house criminal courtrooms, District Attorney office and Sheriff's Office
- Historic Courthouse will house non-criminal courtrooms, and will require renovation of existing 7<sup>th</sup> floor restraining order clinic into two new civil/family courtrooms
- CJF will house preliminary, in-take custody and out-of-custody intake courtrooms





# Phase III: Master Plan

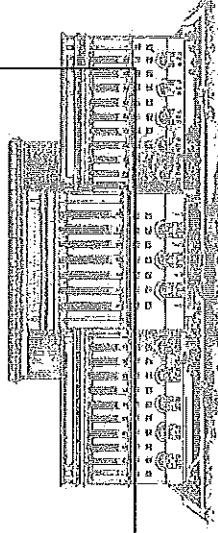
Program for 57 departments and divisions currently located in Historic Courthouse, Safety Building, and 633 W. Wisconsin

## Judicial-related improvements

- 374,200 square feet Justice Center
- 26 criminal courts, Sheriff & DA
- Renovated courts in Historic Courthouse
- \$293M overall development cost

## General Government Offices

- 40,000 square feet
- DAS, OEM, Comptroller departments
- 3 scenarios:
  - Owned facility
  - Expanded Historic CH
  - Leased facility

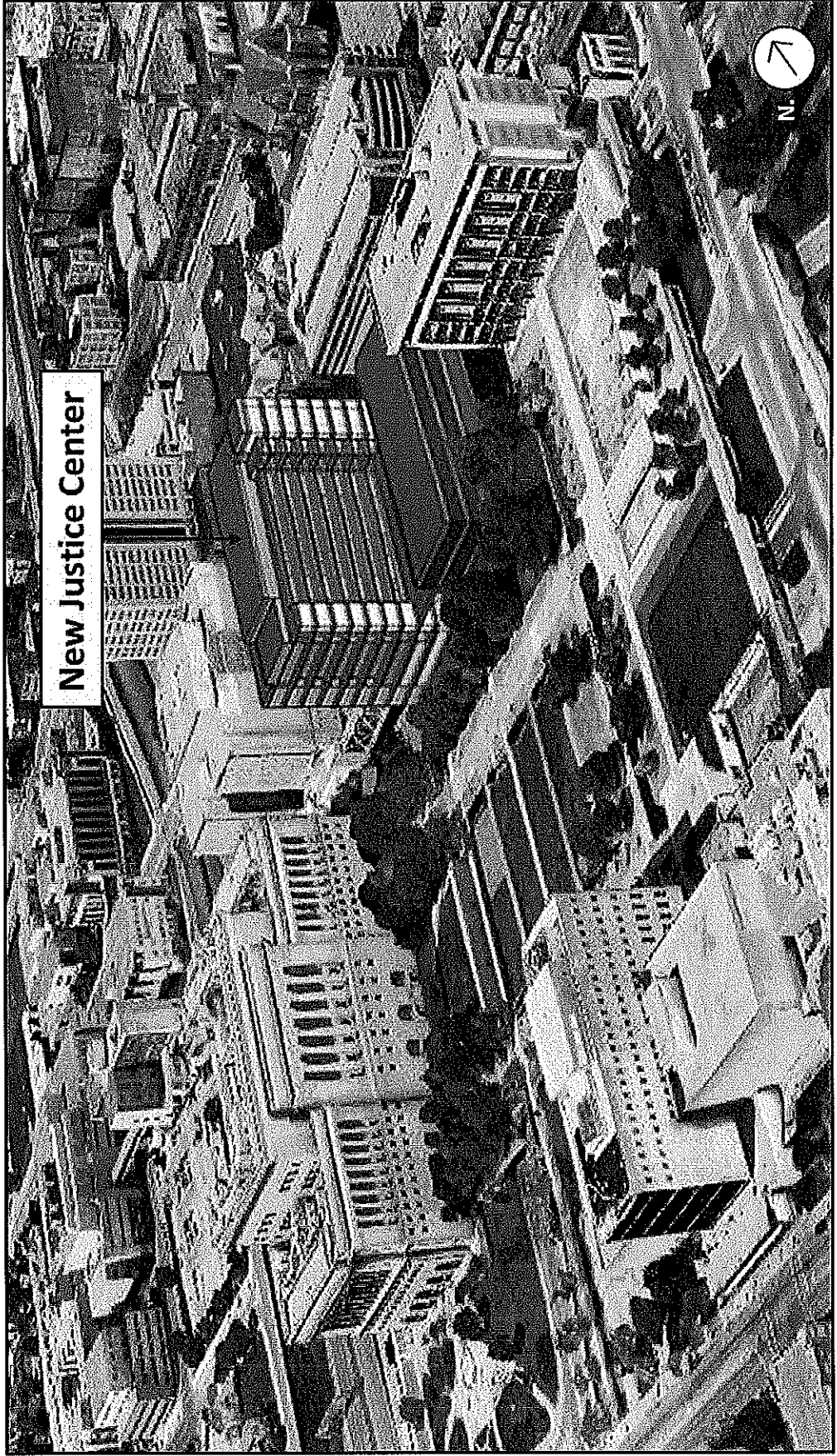




# Phase III: Master Plan

Conceptual Elevation Plan

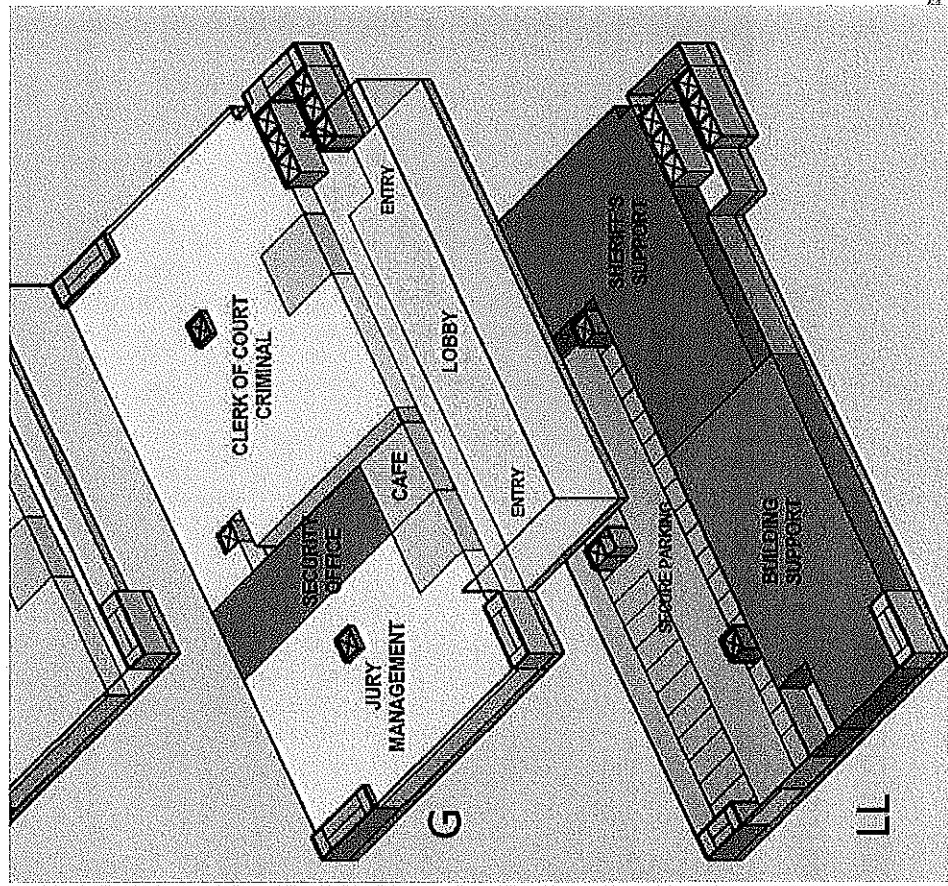
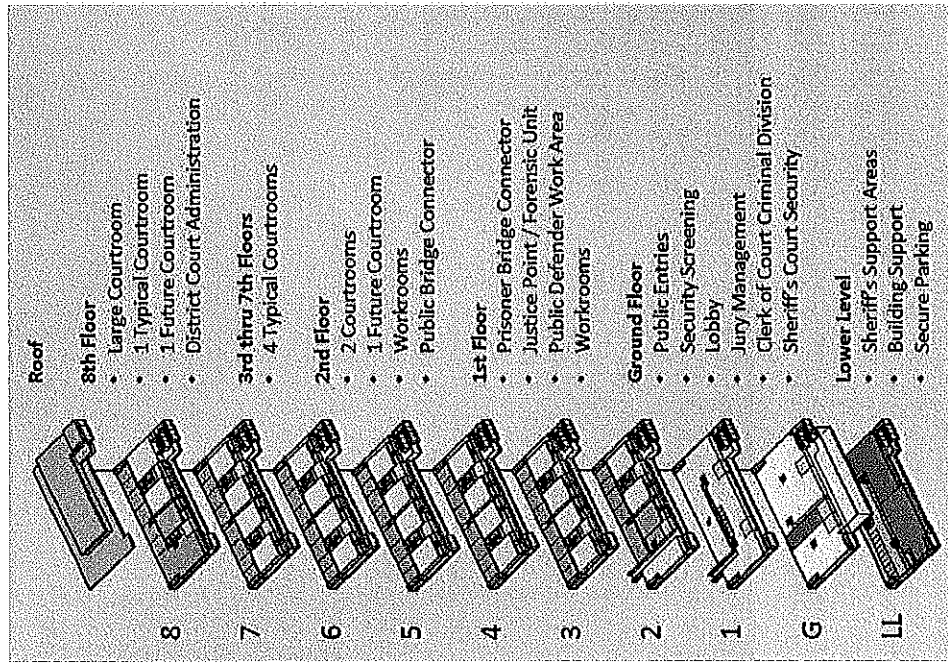
New Justice Center located on current site of Safety Building.





# Phase III: Master Plan

## Master Courthouse Plan: Stacking Prepared



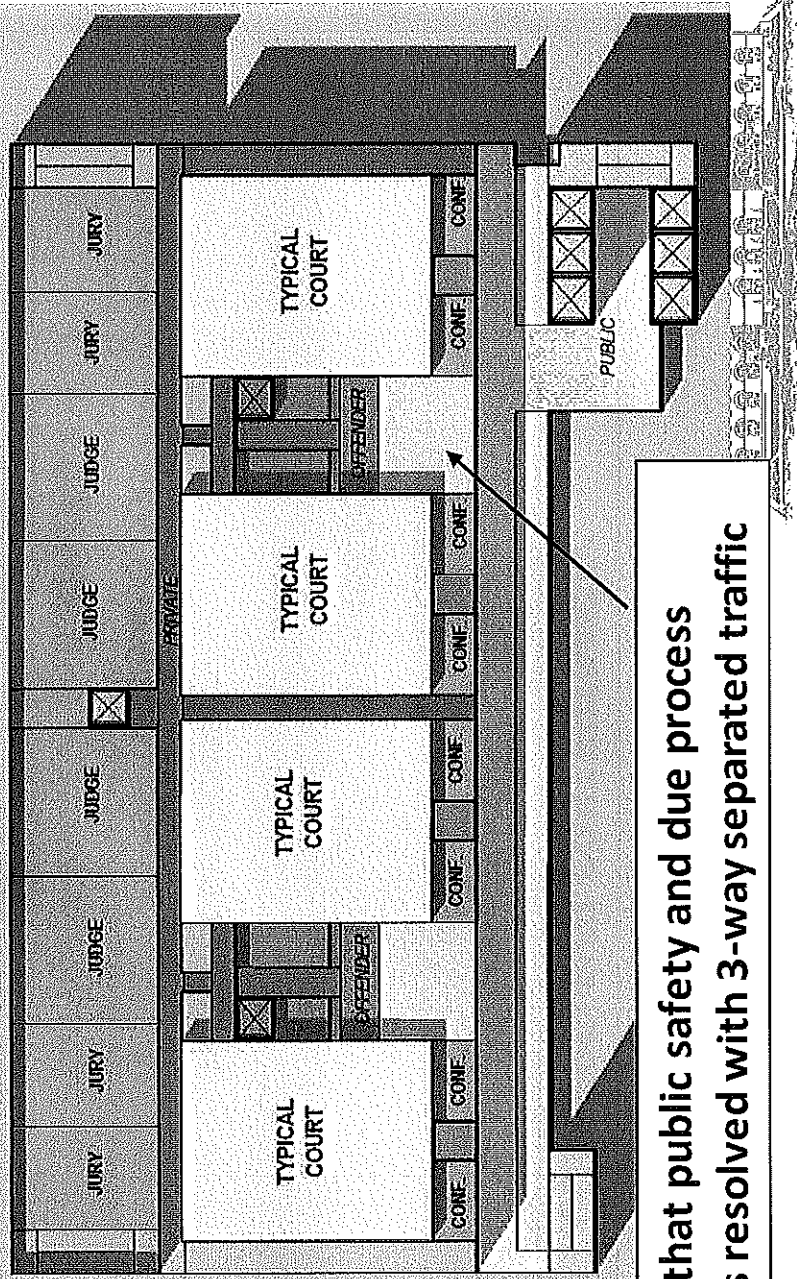


# Phase III: Master Plan

## Master Courthouse Plan: Standard Floor Plan Prepared

### Typical Court Floor Plan

- Four Courtrooms per Floor
- Attorney/Client Conference Rooms
- Secure Separation
  - Public
  - Judges & Staff
  - Offenders
- Disabled Accessible



Note that public safety and due process issues resolved with 3-way separated traffic



# Phase III: Master Plan

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## CONCEPT-LEVEL COST ESTIMATE

---

### New Justice Center

|                             |               |
|-----------------------------|---------------|
| Construction                | \$261,695,000 |
| Demolition & Site Utilities | \$10,465,000  |
| Subtotal New Justice Center | \$272,160,000 |

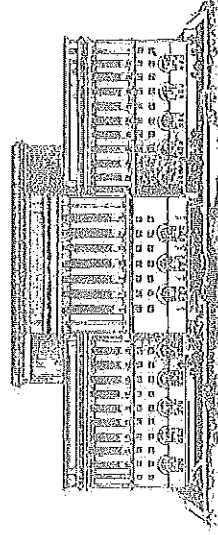
### Historic Courthouse

|                              |              |
|------------------------------|--------------|
| 7th Floor Courtrooms         | \$5,450,000  |
| MEP Upgrades                 | \$15,818,000 |
| Subtotal Historic Courthouse | \$21,268,000 |

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**TOTAL JUDICIAL-RELATED COSTS**      **\$293,428,000**

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# Phase III: Master Plan

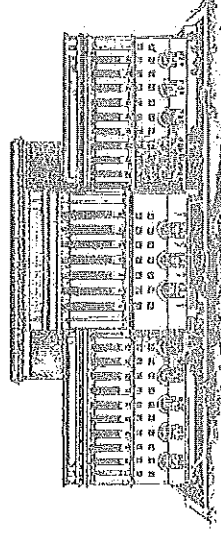
3 scenarios evaluated to house General Government Offices (40,000 SF):

- A) New owned building
- B) Expanded Historic Courthouse
- C) Leased space

## CONCEPT-LEVEL COST ESTIMATE

| General Government Space            | SCENARIO A<br>(COUNTY OWN) | SCENARIO B<br>(HISTORIC COURTHOUSE) | SCENARIO C<br>(COUNTY LEASE) |
|-------------------------------------|----------------------------|-------------------------------------|------------------------------|
| Build-to-suit                       | \$11,497,000               |                                     |                              |
| Courthouse Renovations              |                            | \$14,688,000                        |                              |
| Leasable Space w/Tenant Improvement |                            |                                     | \$37,100,000                 |

- Life cycle cost analysis in process, to make sure we compare apples-to-apples.



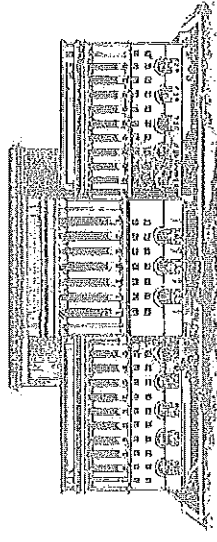


# Phase III: Master Plan

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## Current Report Conclusions (Task B – Implementation Strategies)

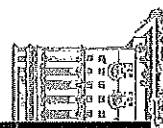
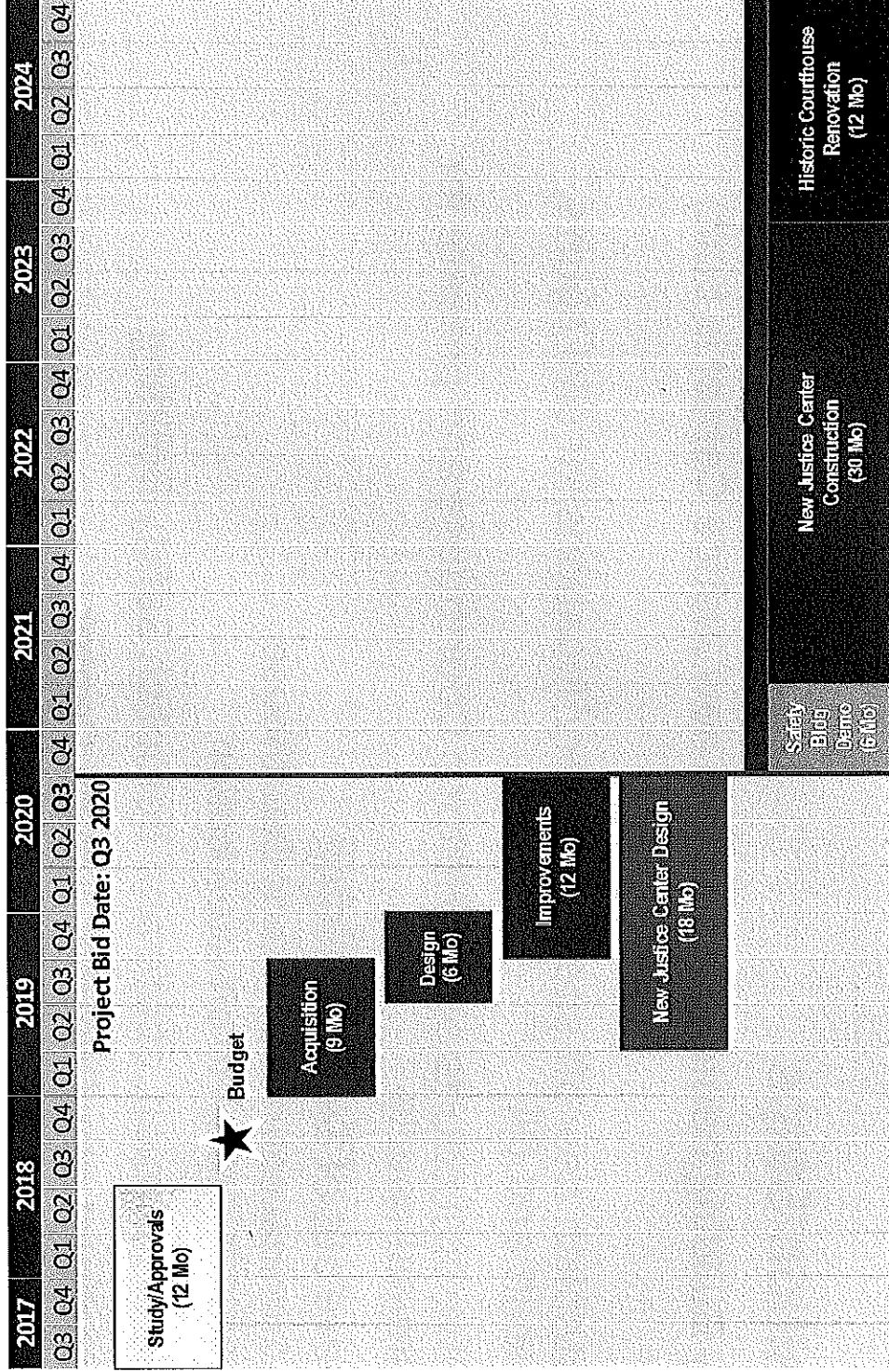
- Several types of project delivery (contracting) options may be available (some may require legislative approval)
- Project could be completed in approximately seven years
- Transition planning and implementation will be complex





# Phase III: Master Plan

## Master Courthouse Plan: Preliminary Schedule





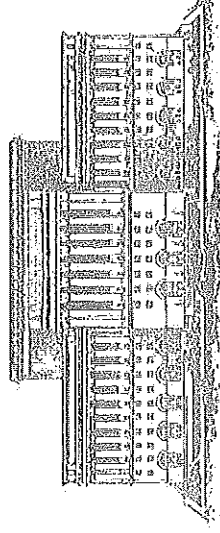
# Phase III: Master Plan

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## Transition Steps

(Safety Building demolished before new Justice Center is built)

1. Establish new off-site 'temporary' locations for civil courts, Sheriff and DA
2. Move civil courts out of Historic Courthouse and prepare for criminal courts
3. Move out of Safety Building
  - Criminal courts to Historic Courthouse
  - Sheriff and DA to off-site location
4. Decommission, abate and demolish Safety Building
5. Construct new Criminal Justice Center
6. Move Into new Criminal Justice Center
7. Decommission transition locations





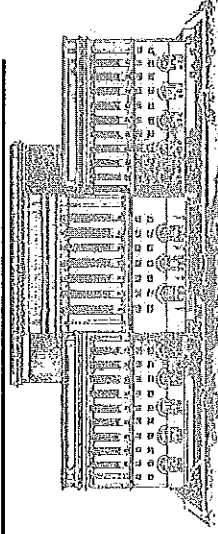
# Phase III: Master Plan

Establishing temporary courts and support locations is complex and expensive.

## CONCEPT-LEVEL COST ESTIMATE

### Temporary Transition Space

|   |                     |
|---|---------------------|
| Relocation Costs                              | \$950,000           |
| Short-term Lease (6 years)                    |                     |
| Civil Courts                                  | \$3,895,000         |
| Offices                                       | \$11,891,000        |
| Tenant Improvement Build-Out                  |                     |
| Civil Courts                                  | \$14,368,000        |
| Offices                                       | \$4,907,000         |
| <b>TOTAL TEMPORARY TRANSITION SPACE COSTS</b> | <b>\$36,011,000</b> |



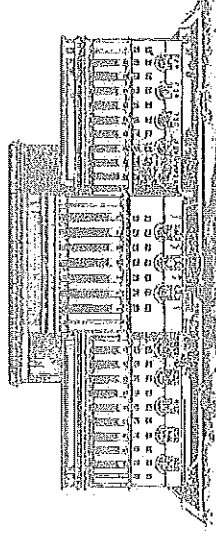


# Phase III: Master Plan

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## Concurrent Efforts

- Wisconsin Policy Forum study on funding methods used by other counties
- Life-cycle analysis for 40,000 square foot general government space requirements – compare owned with leased
- Children’s Court study – investigate requirements to incorporate Children’s Court court-related functions into new Justice Center



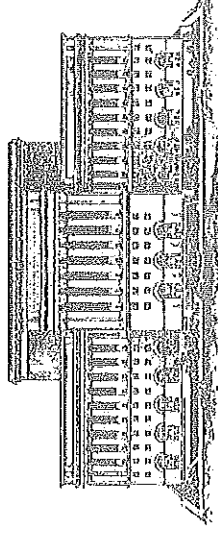


# Wisconsin Policy Forum Study

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## Conclusions

- Traditional funding approach will not work
- Most other large counties have received state assistance
- Many other counties have drawn on multiple sources of funds

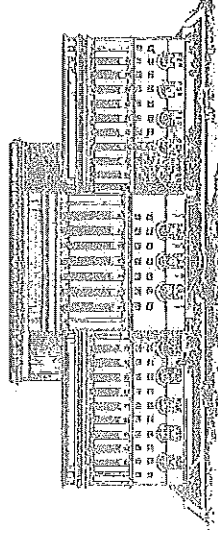
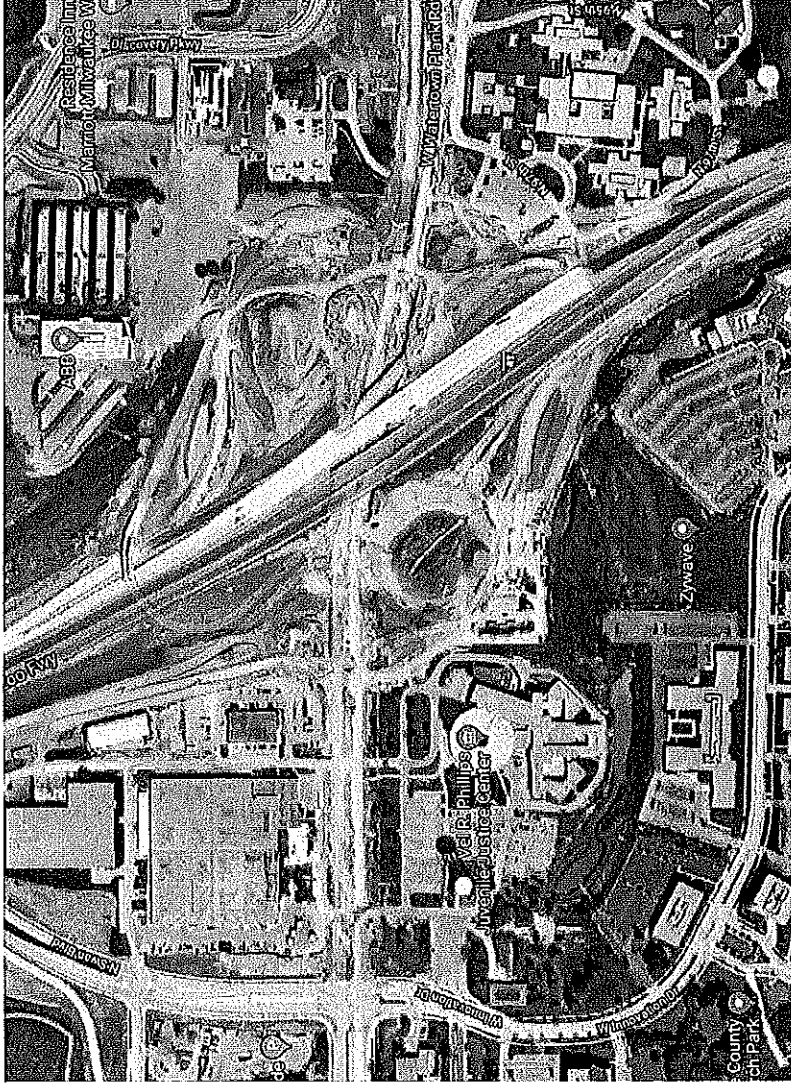




# Note on Children's Courts

Phase I Analysis:  
JJC is in "Marginal" shape  
vs. the "Inadequate" rating  
of Historic Courthouse and  
"Inappropriate Status" of  
Safety Building.

Phase III:  
The stackable nature of  
the CJC Master Plan could  
easily accommodate  
additional courtrooms.







# Phase III: Master Plan

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## Next Steps

- Site master planning
  - site suitability/feasibility
  - coordination with ongoing MacArthur Square plan update
- Detailed master space plan and program of requirements
- Life-cycle analysis of new Justice Center
- Courthouse Complex HVAC engineering analysis
- Financing/project delivery methods
- Juvenile justice strategies
- Public input and communication strategies
  
- Future Phases (2019 and beyond)
  - Detailed Design
  - Construction

