



REPORT

TO: Commissioners
FROM: James Joerke
DATE: April 9, 2024
SUBJECT: Judicial and Law Enforcement Center Master Plan

DESCRIPTION:

Judicial and Law Enforcement Center Master Plan

RECOMMENDATION:

Review and approve the preliminary site and floor plan for the proposed Cook County Judicial and Law Enforcement Center.

SUMMARY:

On February 13, 2024, the County Board approved a contract with BKV Group to conduct a master planning process for the proposed Judicial and Law Enforcement Center. In recent weeks, BKV has met with a group of stakeholders, including representatives of the Sixth Judicial District (court administration and public defender), Arrowhead Regional Corrections (probation), the County Attorney's Office, County Sheriff's Office, Cook County Management Informations Systems and Maintenance departments, and County Administration. With Judge Steven Hanke's consent, retired Judge Michael Cuzzo served as a judicial consultant, and Commissioner Deb White participated as a Board representative.

The purpose of the exercise was twofold: to develop a building plan to address the numerous space deficiencies and safety and security concerns present in the existing County court and law enforcement facilities, and to provide state legislators with information in support of the County's pending \$8.7 million bonding request for the project. Stakeholders met individually with BKV Group representatives February 22-23 and March 7-8 to discuss space needs and security considerations. They then met as a group on March 14 and 28 to review and discuss preliminary concepts developed by BKV. The floor and site plan shown in the attached slides represents the group's consensus.

When it approved the contract with BKV Group, the Board of Commissioners was clear that it was not prepared to commit to funding to the full range of architectural services that would be needed to complete the project. The completion and approval of this

master plan, therefore, should not be construed as a commitment to move forward with additional planning or to spend additional county resources on the project. The outcome of the County's state bonding application and efforts to secure other non-levy sources of funding will factor in to any future Board decisions about how or whether to move forward with the project. Those decisions will be discussed and made in public meetings as required by state statutes.

FINANCIAL IMPLICATIONS:

Approval of the preliminary site and floor plan for the Judicial and Law Enforcement Center will not have an impact on the County levy and does not commit additional county resources toward the project. The County will need to update its financial management plan to assess the feasibility of moving forward with the project, which has a total estimated cost between \$27 and \$33 million. The outcome of the County's state bonding request will be known by the end of May and will inform the Board's consideration of how or whether to proceed. The County is exploring other sources of funding, including grants and federally-directed spending, that could be used to reduce the need for local bonding for the project.

COOK COUNTY COURT HOUSE

NEW COOK COUNTY JUSTICE CENTER

April 9, 2024



ARCHITECTURE
ADVANTAGE



BOLTON
& MENK



Adolfson
& Peterson
Construction

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PROGRAMMING, SITE ANALYSIS, PRELIMINARY CONCEPTS

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SPACE PROGRAMMING & STAFFING / PARKING

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SPACE PROGRAMMING

Cook County, MN Justice Facilities DRAFT PROGRAM			SUMMARY - AREA						BKV GROUP
SPACE NEEDS ASSESSMENT DATE: March 7, 2024								PROJECT NO.: 2667.01	
AREA TOTALS	2024 Actual	USABLE AREA REQUIRED						COMMENTS	
		2030 to STD	2035 PROJ.	2040 PROJ.	2045 PROJ.	2050 PROJ.	2055 PROJ.		
<i>COURTS</i>	2,820	3,692	4,679	4,679	4,679	4,679	4,679	new areas only	
<i>COURT ADMINISTRATION</i>	836	1,488	1,629	1,629	1,629	1,629	1,629		
<i>JURY ASSEMBLY</i>	1,347	1,265	1,371	1,371	1,371	1,371	1,371		
<i>PROBATION</i>	324	524	1,278	1,278	1,278	1,278	1,278		
<i>COURT SECURITY</i>	80	198	810	810	810	810	810		
<i>COUNTY ATTORNEY</i>	851	1,264	1,720	1,720	1,720	1,720	1,720		
<i>PUBLIC DEFENDER</i>	-	0	299	299	299	299	299		
<i>SHERIFF'S OFFICE</i>	2,146	321	776	776	776	776	776		
<i>EVIDENCE</i>	265	466	466	466	466	466	466		
<i>EMERGENCY OPERATIONS CENTER</i>	1,978	2,128	2,795	2,795	2,795	2,795	2,795		
<i>VEHICLE SALLYPORT</i>	433	1,089	1,089	1,089	1,089	1,089	1,089		
<i>BUILDING SUPPORT</i>	1,085	1,555	2,899	2,899	2,899	2,899	2,899		
TOTAL DEPARTMENTAL GROSS SQUARE FEET	12,164	13,988	19,811	19,811	19,811	19,811	19,811		
Building Gross Factor	12%	12%	12%	12%	12%	12%	12%		
TOTAL BUILDING GROSS SQUARE FEET	13,624	15,667	22,188	22,188	22,188	22,188	22,188		

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STAFF / PARKING REQUIREMENTS

Cook County, MN Justice Facilities DRAFT PROGRAM		SUMMARY - STAFF / PARKING						BKV GROUP
SPACE NEEDS ASSESSMENT DATE: March 7, 2024		Handicap Parking Space Requirements 1-25=1 space 26-50=2 spaces 51-75=3 spaces 76-100=4 spaces						PROJECT NO.: 2667.01
SPACE SHEET	DEPARTMENT: COURTS STAFF / PARKING Authorized Staff / Secured Parking Area	COURTS PERSONNEL						COMMENTS
		2024 Current	2030 Projected	2035 Projected	2040 Projected	2045 Projected	2050 Projected	
	COURTS	4	4	4	4	4	4	
	COURT ADMINISTRATION	6	6	6	6	6	6	
	JURY ASSEMBLY	0	0	0	0	0	0	No separate staff
	PROBATION	4	5	5	5	5	5	Have a shared probation vehicle
	COURT SECURITY	1	1	1	1	1	1	Sheriff's Deputy
	BUILDING MAINTENANCE	0	0	0	0	0	0	No separate staff
	TOTAL - Courts Staff	15	16	16	16	16	16	
	Shared Probation Vehicle	1	1	1	1	1	1	
	Maintenance Vendors / Staff / Housekeeping	2	2	2	2	2	2	Shared Parking Spaces
	Handicap Parking Requirements	1	1	1	1	1	1	
	TOTAL - COURTS PARKING	19	20	20	20	20	20	
	Area Required per Space	350	350	350	350	350	350	
	Parking Area	6,650	7,000	7,000	7,000	7,000	7,000	
DEPARTMENT:	SHERIFF STAFF / PARKING Authorized Staff / Secured Parking Area	SHERIFF PERSONNEL						COMMENTS
		2024 Current	2030 Projected	2035 Projected	2040 Projected	2045 Projected	2050 Projected	
	SHERIFF'S ADMINISTRATIVE OFFICE	5	6	6	6	6	6	6 total
	ROAD PATROL	6	6	6	6	6	6	3 at peak
	JAIL STAFF	0	0	0	0	0	0	Bring from Road
	DISPATCH	3	3	3	3	3	3	2 at day, 1 at night
	STATE PATROL (Leased)	1	1	1	1	1	1	
	TOTAL - Sheriff's Staff	15	16	16	16	16	16	
	Handicap Parking Requirements	1	1	1	1	1	1	
	TOTAL - SHERIFF'S PARKING	16	17	17	17	17	17	
	Area Required per Space	350	350	350	350	350	350	
	Parking Area	5,250	5,600	5,600	5,600	5,600	5,600	

DEPARTMENT:	STAFF & PUBLIC						COMMENTS
PUBLIC PARKING Authorized Staff/Public	2024 Current	2030 Projected	2035 Projected	2040 Projected	2045 Projected	2050 Projected	
COUNTY ATTORNEY STAFF	5	6	6	6	6	6	
PUBLIC DEFENDER STAFF	2	2	2	2	2	2	
PROBATIONER PARKING	2	2	2	2	2	2	Verify hourly schedule
COURTHOUSE GENERAL PUBLIC	45	45	45	45	45	45	Seating capacity of courtroom
SHERIFF'S OFFICE / JAIL GENERAL PUBLIC	5	5	5	5	5	5	
TOTAL - PUBLIC / STAFF PARKING	59	60	60	60	60	60	
Handicap Parking Requirements	3	3	3	3	3	3	one at CCSO, two at CH
TOTAL - PUBLIC PARKING	62	63	63	63	63	63	
Area Required per Space	350	350	350	350	350	350	
Parking Area	20,650	21,000	21,000	21,000	21,000	21,000	
DEPARTMENT:	SPECIAL PARKING						COMMENTS
SPECIAL PARKING	2024 Current	2030 Projected	2035 Projected	2040 Projected	2045 Projected	2050 Projected	
JURY ASSEMBLY	30	30	30	30	30	30	Jury calls are 30-50 people
EMERGENCY OPERATIONS CENTER - ACTIVATED	24	24	24	24	24	24	
TOTAL - SPECIAL PARKING	54	54	54	54	54	54	
Handicap Parking Requirements	3	3	3	3	3	3	one at CCSO, two at CH
TOTAL - SPECIAL PARKING	57	57	57	57	57	57	
Area Required per Space	350	350	350	350	350	350	
Parking Area	18,900	18,900	18,900	18,900	18,900	18,900	



SITE OPPORTUNITIES & CONSTRAINTS

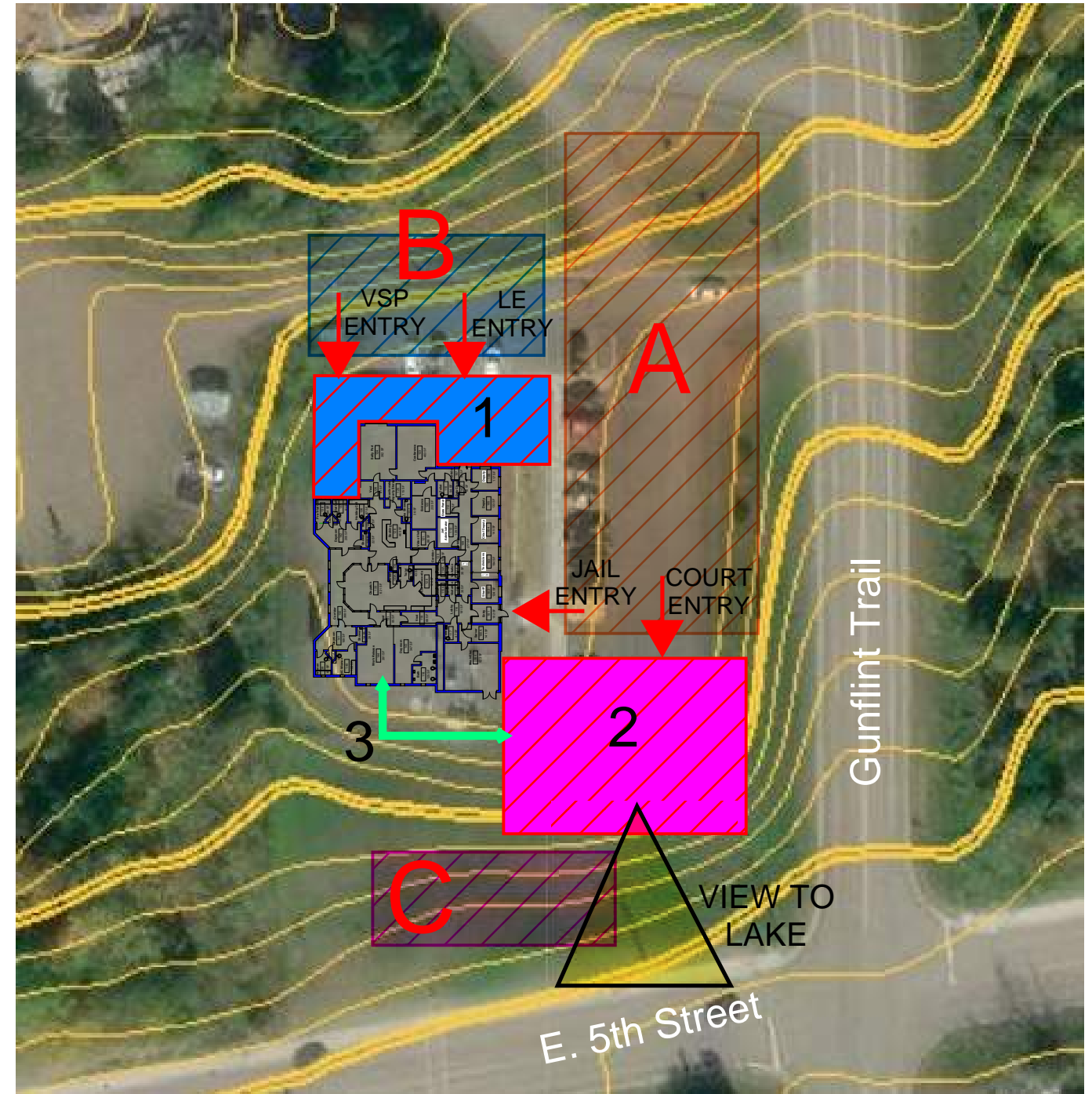
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SITE OPPORTUNITIES

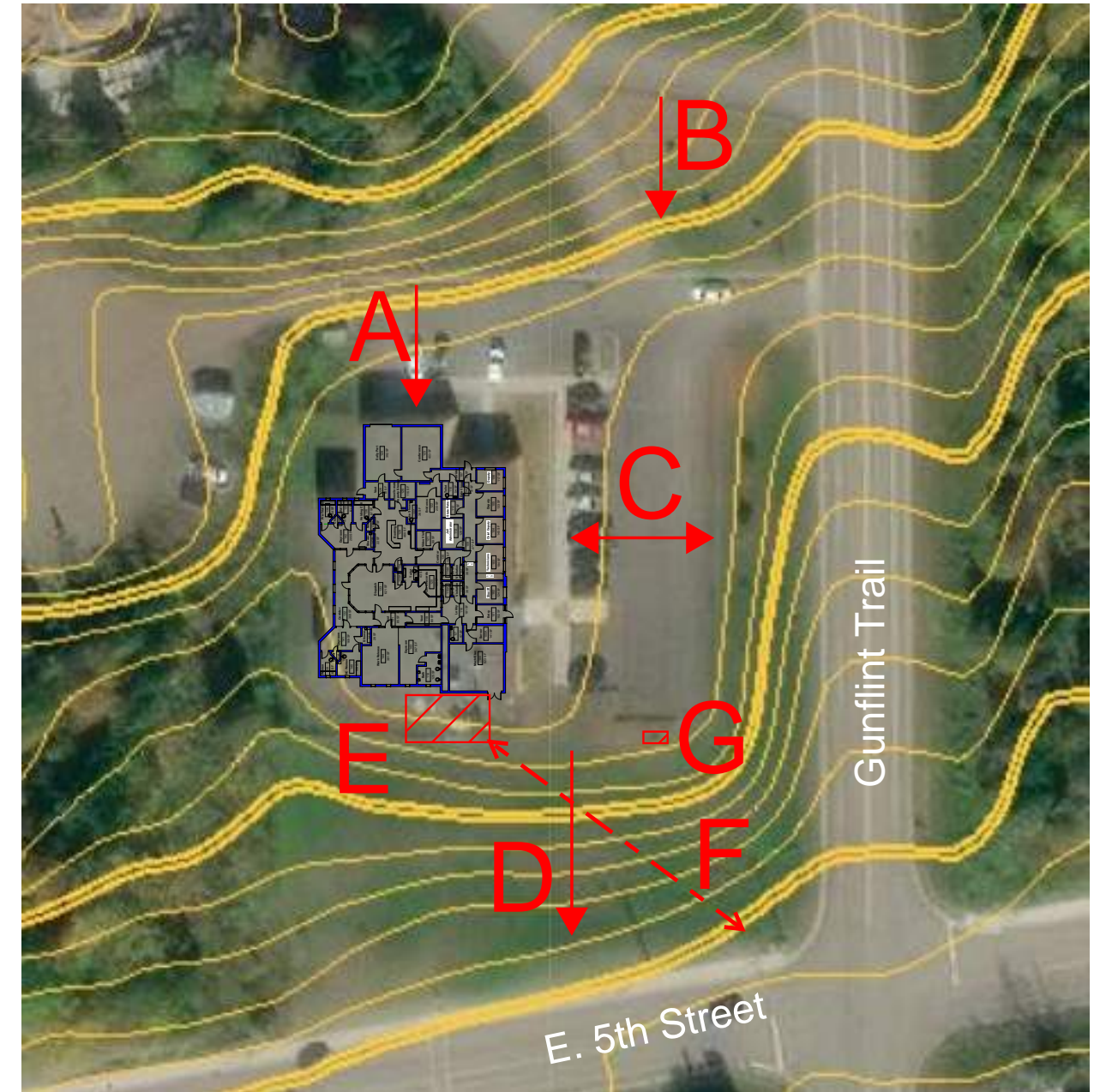
1. Sheriff's Office building site
2. Courthouse building site
3. Connecting Link from LEC to Courthouse for in-custody movement

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- A. Public Parking Area
 - B. Sheriff's Staff Parking Area
 - C. Courts Staff Parking Area



SITE CONSTRAINTS

- A. Site Slopes down into building
- B. Site slope too extreme to park vehicle, will require blasting.
- C. Width of existing public parking lot too narrow for a turn-around for drop-off's
- D. Site slope too extreme for construction, will require blasting or building up site
- E. Location of all utilities coming into the LEC
- F. Route of utilities diagonally through site
- G. Propane Tank



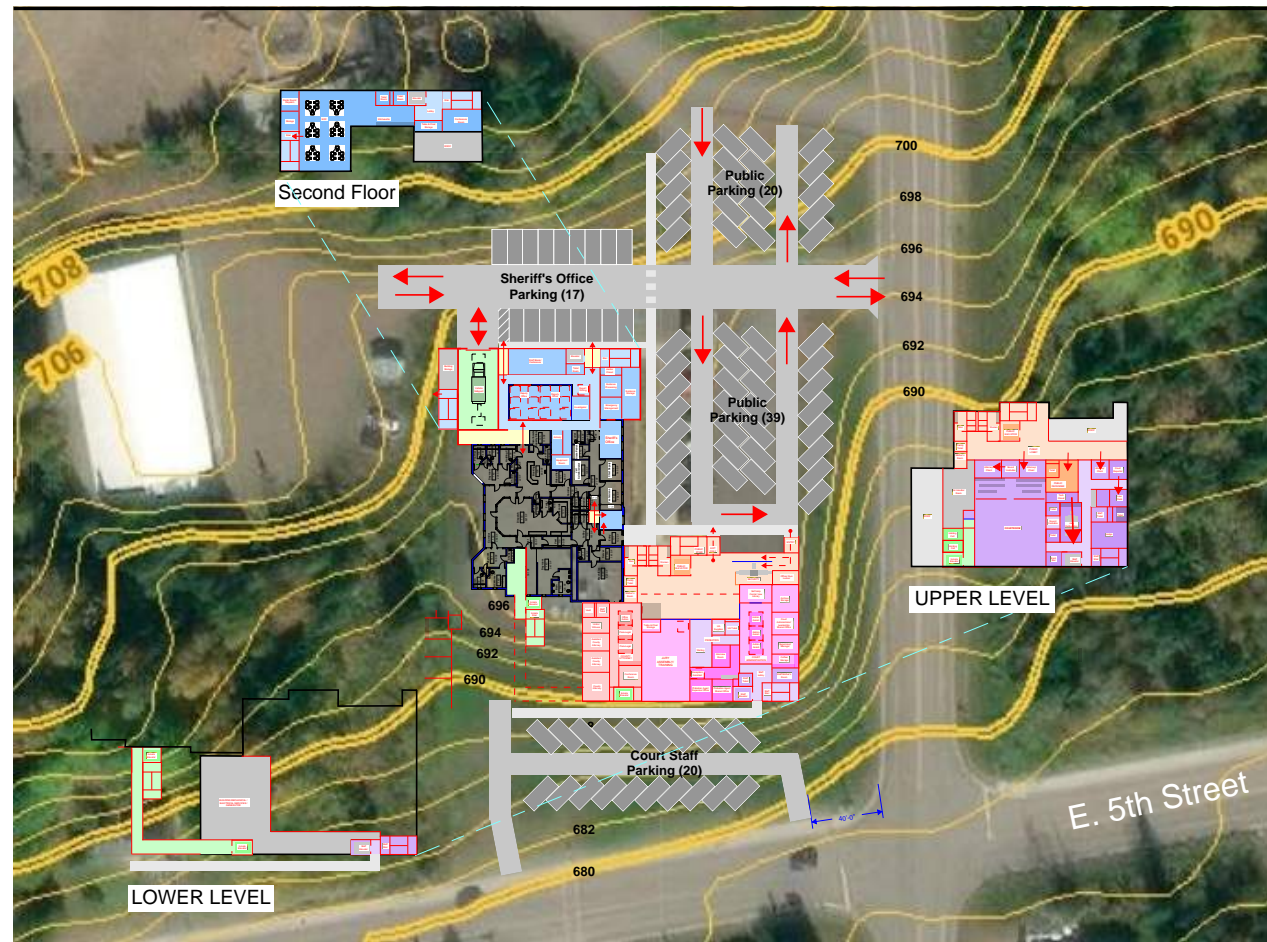
PRELIMINARY CONCEPTS

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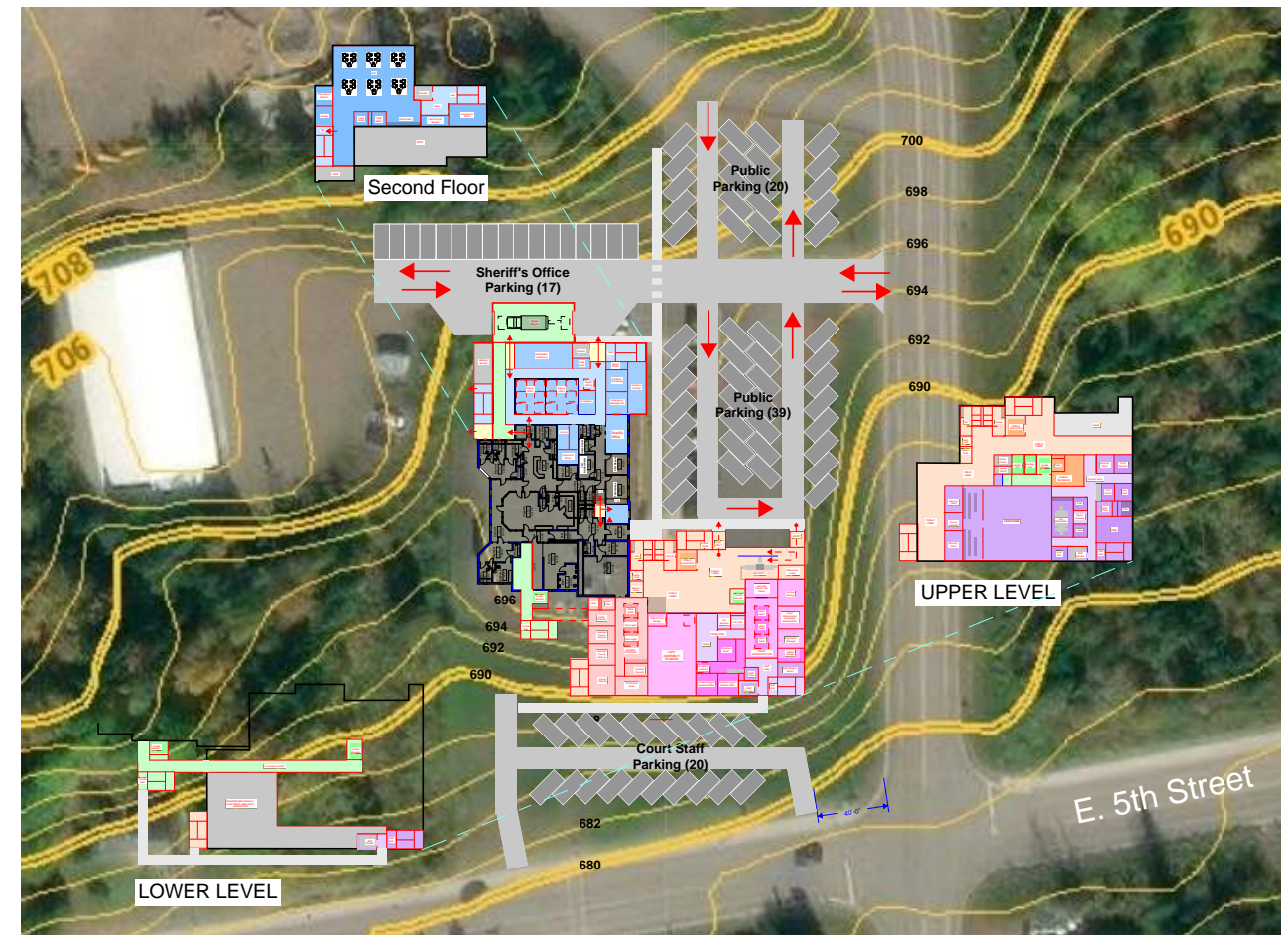


THREE PRELIMINARY CONCEPTS CONSIDERED

CONCEPT A - REVIEWED COURTHOUSE AS SECOND FLOOR TO LAW ENFORCEMENT CENTER



CONCEPT B - STANDARD COURT FLOOR CONFIGURATION



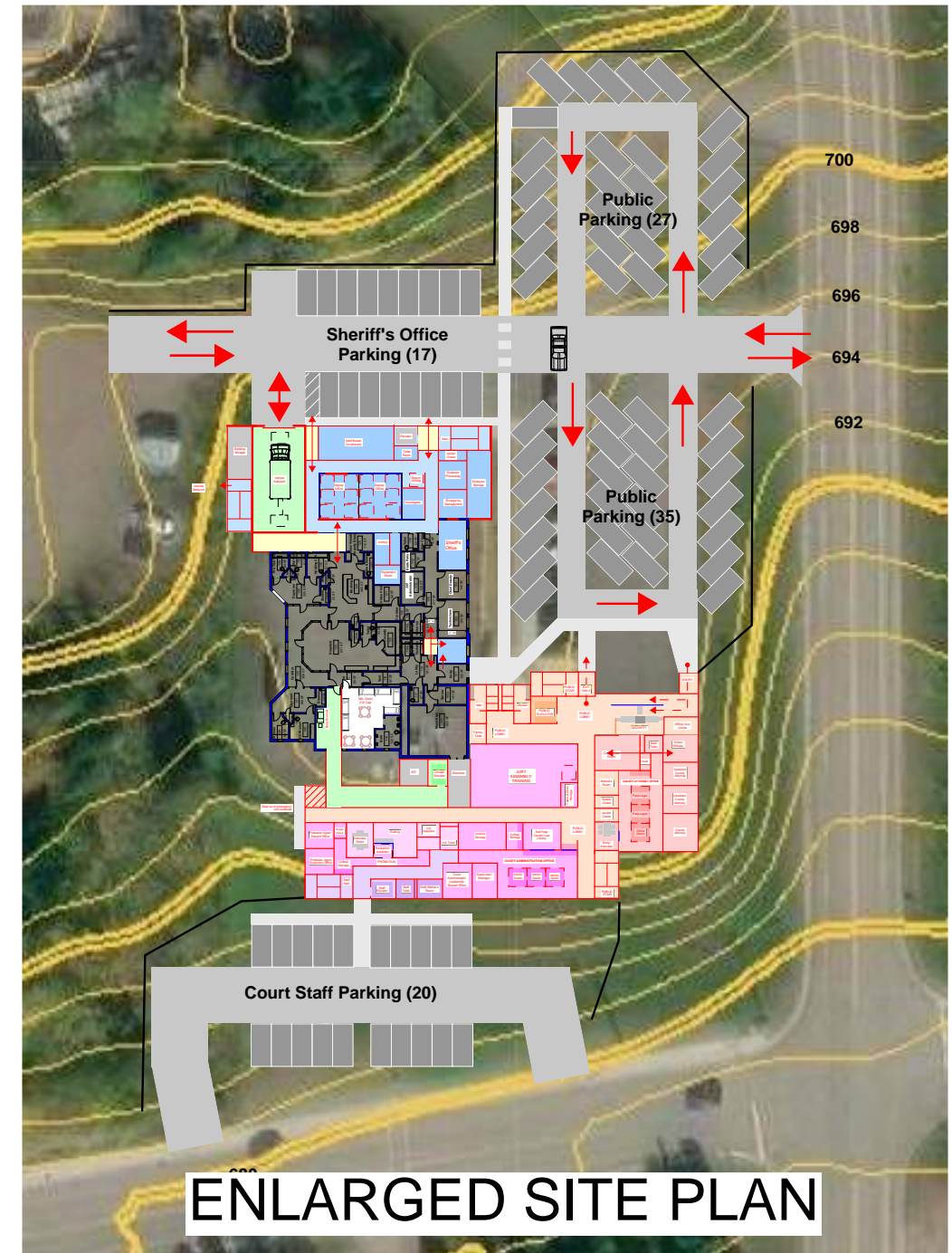
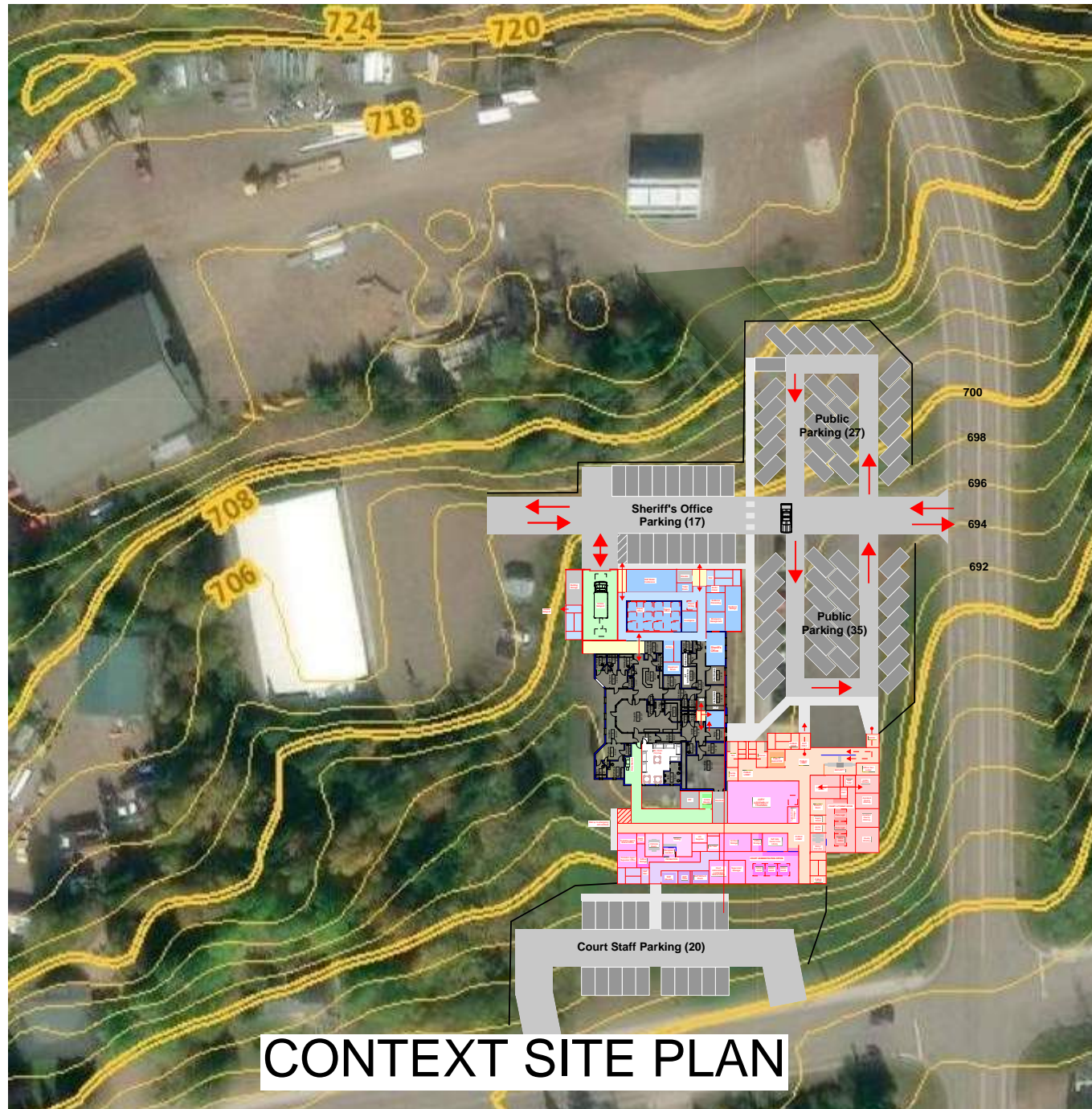
CONCEPT C - MODIFIED COURT FLOOR CONFIGURATION



**MASTER PLAN CONCEPT
NEW COOK COUNTY JUSTICE CENTER**

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MASTER PLAN CONCEPT - SITE PLAN



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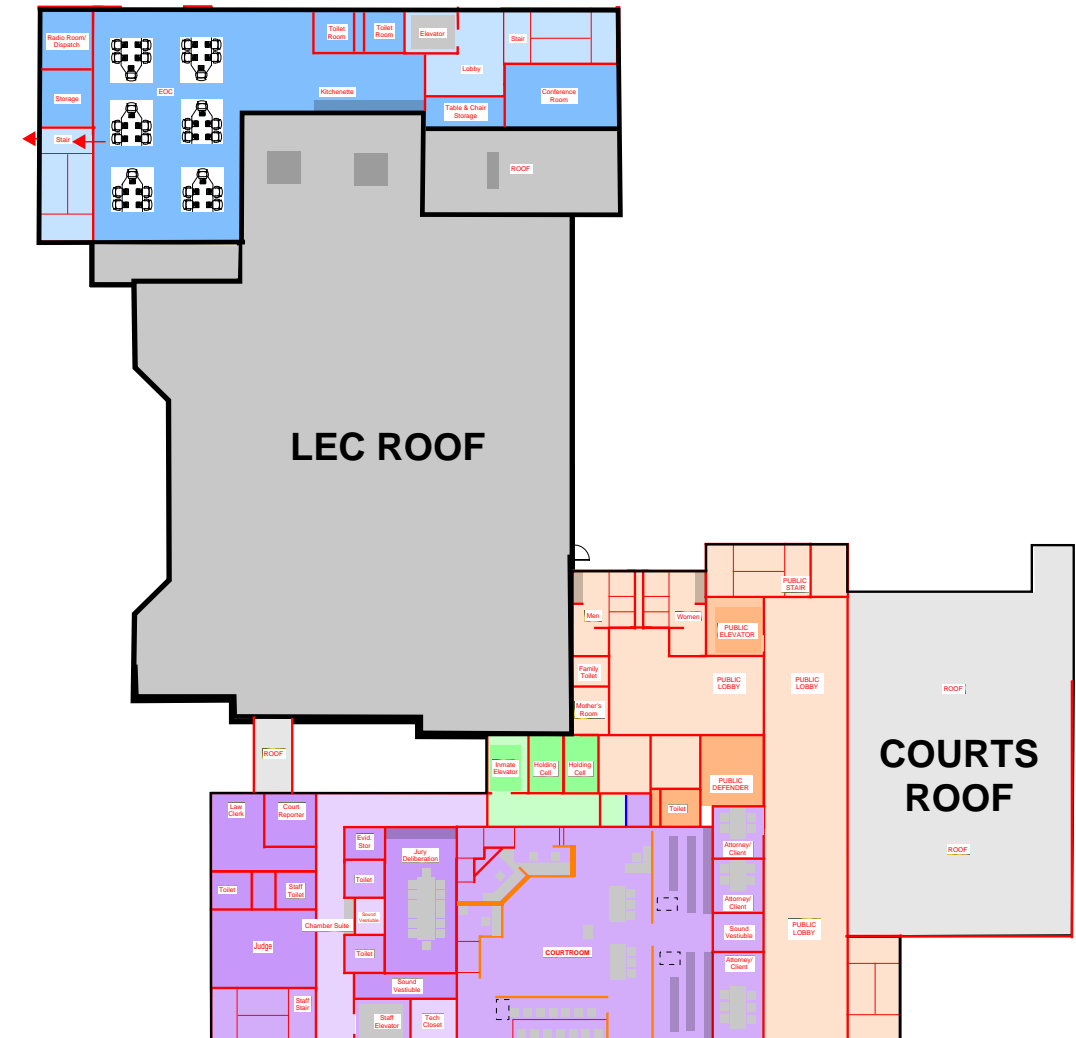
MASTER PLAN CONCEPT - UPPER LEVEL FLOOR PLAN

SHERIFF'S OFFICE SPACES

- Emergency Operations Center / Shared Sheriff's Training Facility
- EOC Lobby
- EOC Break-out / Shared Conference Room

COURTHOUSE SPACES

- Courtroom
- Chambers Suite
- Court Staff
- Jury Deliberation Suite
- Court Holding
- Public Corridor/ Waiting
- Attorney / Client Rooms



MASTER PLAN CONCEPT - MAIN LEVEL FLOOR PLAN

SHERIFF'S OFFICE SPACES

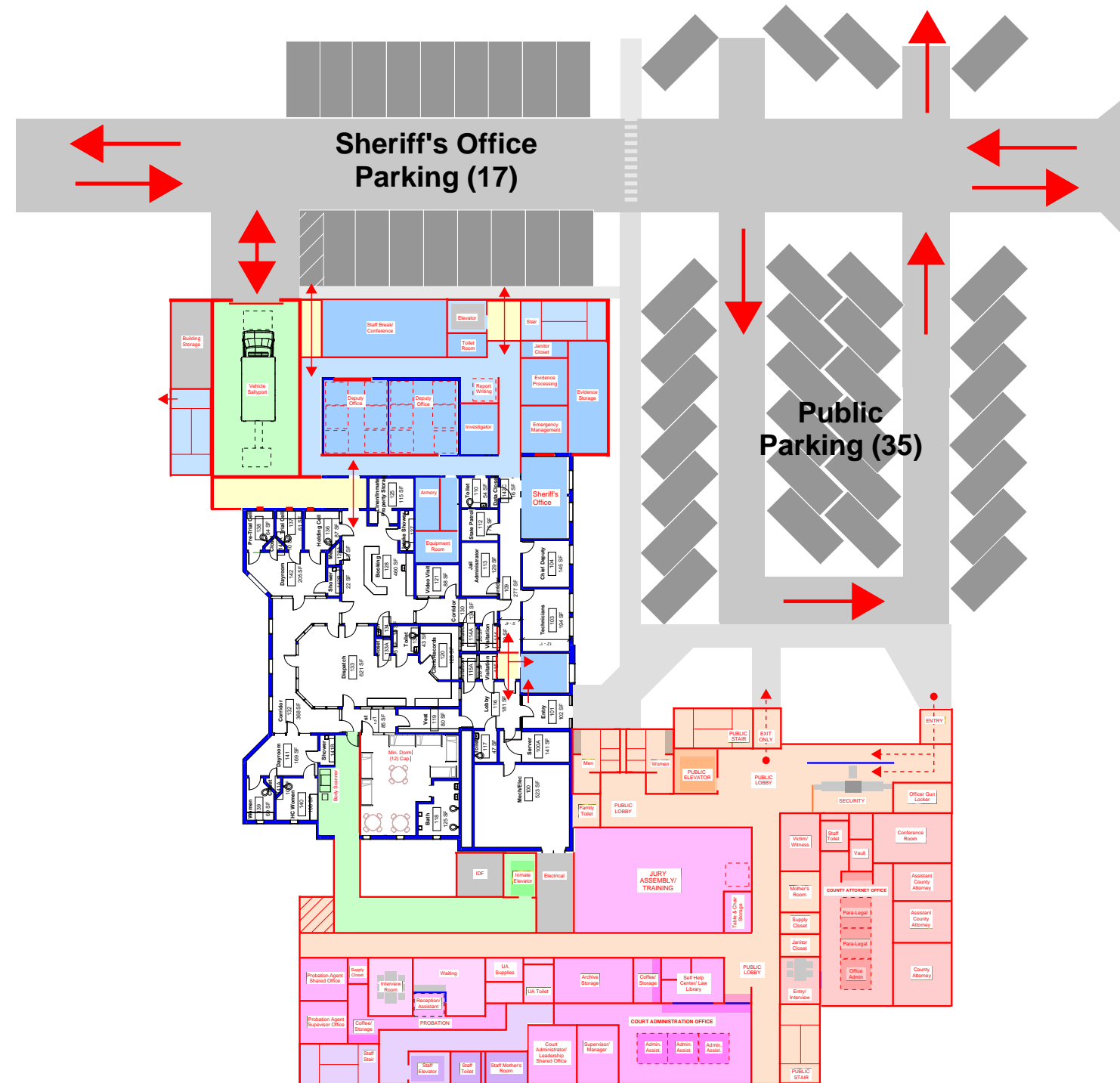
- Deputy Offices
- Evidence Processing & Storage
- EOC Office
- Investigator Office
- Armory & Road Patrol Equipment Storage

JAIL

- Vehicle Sallyport

COURTHOUSE SPACES

- Public Entrance / Security
- Jury Assembly / Multi-Purpose Training
- County Attorney Office
- Court Administration Office
- Probation Office
- Court Holding Access Corridor



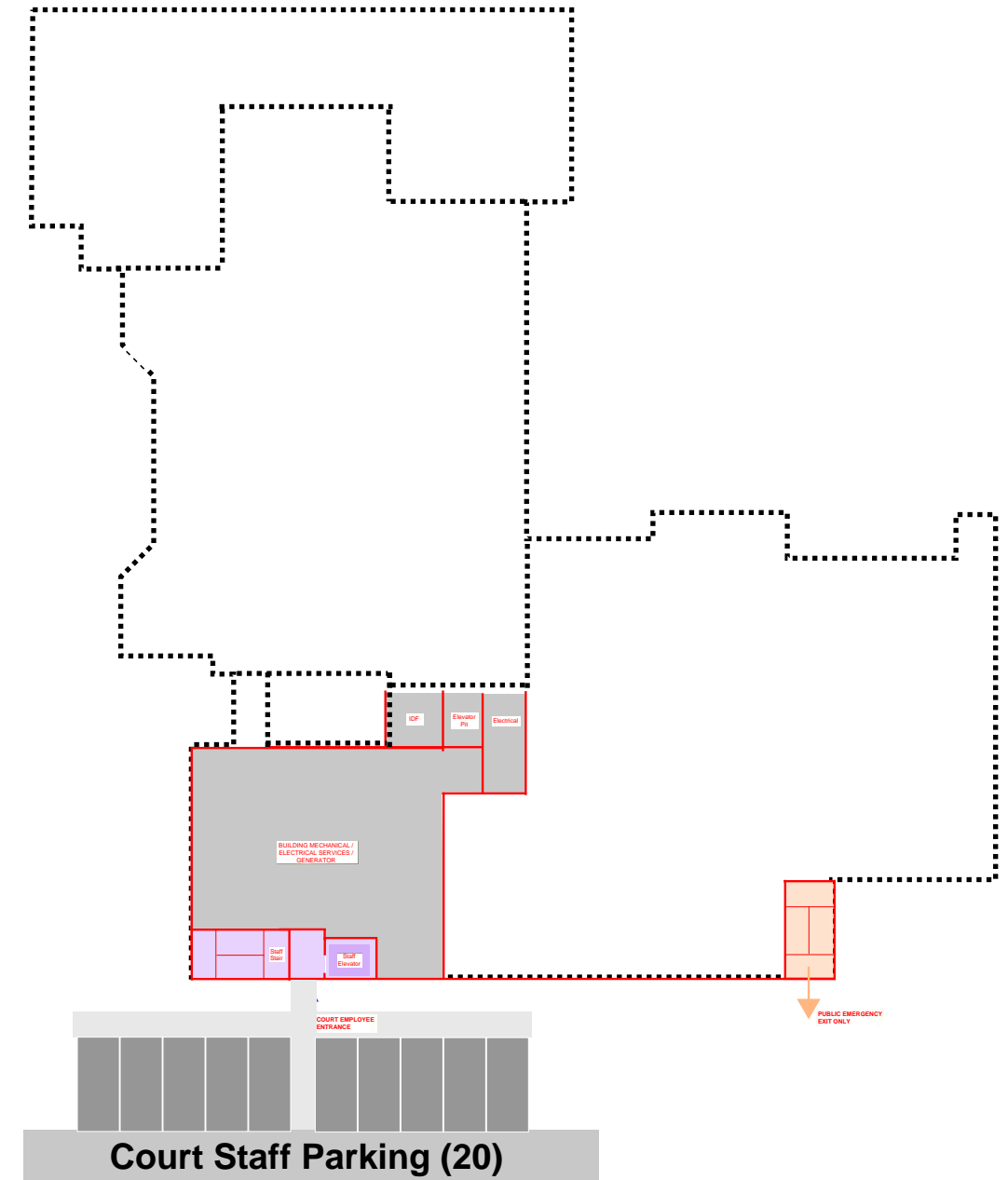
MASTER PLAN CONCEPT - LOWER LEVEL FLOOR PLAN

FACILITIES, MAINTENANCE & EQUIPMENT

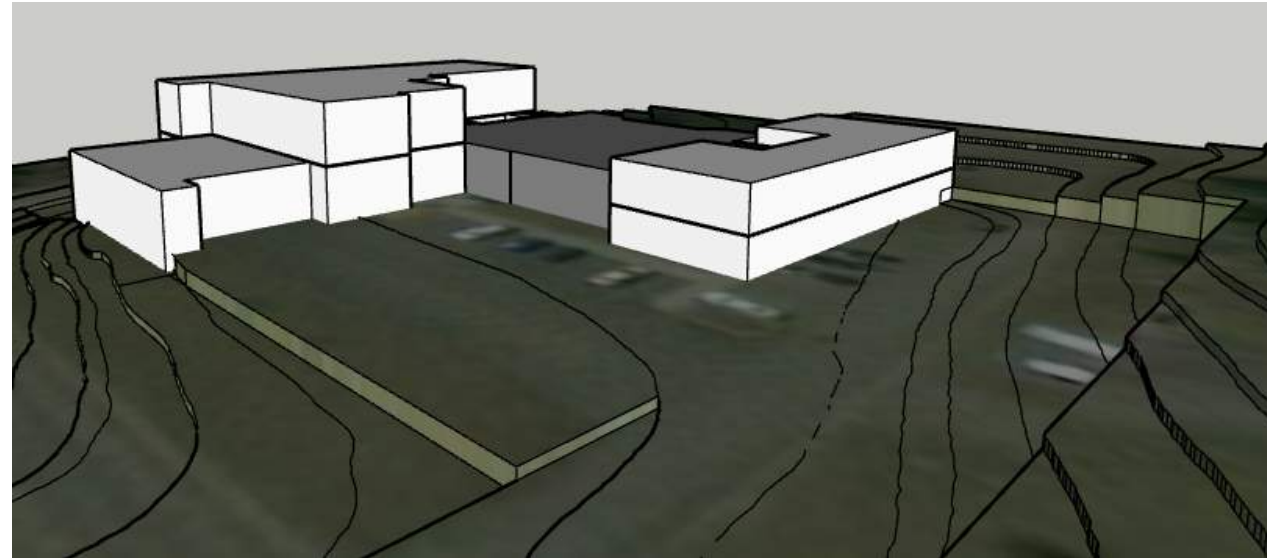
- Mechanical, Electrical, Data
- Generator
- Outside Yard Space for Propane, Electrical Transformer

COURTHOUSE SPACES

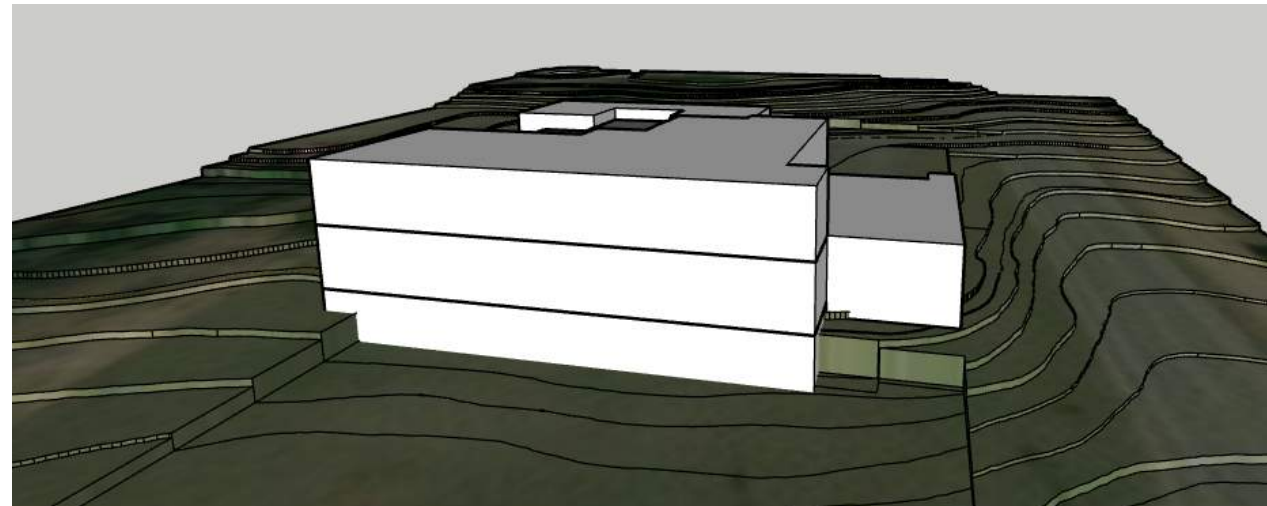
- Staff Entrance
- Staff Parking



PREVIOUSLY SHOWN BLOCKING & STACKING



MASSING DIAGRAM LOOKING
SOUTHWEST - PUBLIC PARKING



MASSING DIAGRAM LOOKING
NORTH - COURT PARKING

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PRECEDENT IMAGES

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PRECEDENT IMAGES



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PRECEDENT IMAGES



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PRECEDENT IMAGES



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PRECEDENT IMAGES



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PROPOSED EXTERIOR CONCEPTS

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PROPOSED EXTERIOR CONCEPTS

OPTION 1 - TRADITIONAL MOUNTAIN

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TWO CONCEPTS - OPTION 1



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TWO CONCEPTS - OPTION 1



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TWO CONCEPTS - OPTION 1



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PROPOSED EXTERIOR CONCEPTS OPTION 2 - CONTEMPORARY MOUNTAIN

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TWO CONCEPTS - OPTION 2



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TWO CONCEPTS - OPTION 2



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BUDGET ESTIMATE

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BUDGET ESTIMATE

PROJECT COST SUMMARY				Cost Range	
				Low	High
Subtotal - Construction Cost					
Sheriff's Office	8,768	\$508.26	\$609.91	\$4,456,435	\$5,347,722
Courthouse	23,676	\$625.67	\$750.81	\$14,813,408	\$17,776,090
Site Work	53,580	\$37.86	\$51.03	\$2,028,510	\$2,734,212
Sub-Total Construction Cost				\$21,298,353	\$25,858,024
10%	Contingency			\$2,129,835	\$2,585,802
TOTAL CONSTRUCTION COST				\$23,428,189	\$28,443,827
15%	Soft Costs			\$3,514,228	\$4,266,574
TOTAL PROJECT COST				\$26,942,417	\$32,710,401

Construction Cost Range \$722 / SF to \$877 / SF + Soft Costs

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BUDGET ESTIMATE

ANNUAL ESCALATION IMPACT

CONSTRUCTION COST							
SF	32,444		\$/SF	\$		\$/SF	\$
2024	Base #		\$722	\$23,428,189		\$877	\$28,443,827
2025	4.00%		\$751	\$24,365,317		\$912	\$29,581,580
2026	4.00%		\$781	\$25,339,929		\$948	\$30,764,843
2027	4.00%		\$812	\$26,353,526		\$986	\$31,995,437
2028	4.00%		\$845	\$27,407,667		\$1,026	\$33,275,254
2029	4.00%		\$879	\$28,503,974		\$1,067	\$34,606,265

Adolfson & Peterson Construction recommend between 3-5% inflation per year.

Construction Analytics

30-year average inflation rate (excluding 2021 and 2022) for residential and nonresidential buildings is 3.7%. **Excluding deflation in recession years 2008-2010, then for nonresidential buildings it is 4.2% and for residential it's 4.6%.**

Construction Facts

Long-term construction cost inflation is normally about double consumer price index (CPI).

In times of rapid construction spending growth, nonresidential construction annual inflation averages about 8%. Residential has gone as high as 10%.

Nonresidential buildings inflation (prior to 2021-2022) averaged 3.7% since the recession bottom in 2011. Six-year 2014-2019 average is 4.4%.

Although inflation is affected by labor and material costs, a large part of the change in inflation is due to change in contractors' and suppliers' margins. When construction volume increases rapidly, margins increase rapidly.

Deflation is not likely. Only twice in 50 years have we experienced construction cost deflation, the recession years of 2009 and 2010. That was at a time when business volume went down 33% and jobs were down 30%.

BUDGET ESTIMATE - SHERIFF'S OFFICE

SHERIFF'S OFFICE	SF	2024 \$/SF Range		2024 Cost Range	
		Low	High	Low	High
New Construction					
Second Floor	2,865	\$496	\$595	\$1,421,040	\$1,704,675
1st Floor	4,335	\$496	\$595	\$2,150,160	\$2,579,325
Renovation					
1st Floor	1,568	\$566	\$680	\$887,488	\$1,066,240
	8,768				
		Sub-Total Construction Cost		\$4,458,688	\$5,350,240
	10%		Contingency	\$445,869	\$535,024
		TOTAL CONSTRUCTION COST		\$4,904,557	\$5,885,264
	15%		Soft Costs	\$735,684	\$882,790
		TOTAL PROJECT COST		\$5,640,240	\$6,768,054

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BUDGET ESTIMATE - COURTHOUSE

COURTHOUSE	SF	2024 \$/SF Range		2024 Cost Range	
		Low	High	Low	High
New Construction					
Upper Level	7,929	\$654	\$785	\$5,185,566	\$6,224,265
Main Level	12,275	\$654	\$785	\$8,027,850	\$9,635,875
Lower Level	2,722	\$397	\$476	\$1,080,634	\$1,295,672
Renovation of Jail					
Main Level	750	\$689	\$827	\$516,750	\$620,250
	23,676				
		Sub-Total Construction Cost		\$14,810,800	\$17,776,062
	10%		Contingency	\$1,481,080	\$1,777,606
		TOTAL CONSTRUCTION COST		\$16,291,880	\$19,553,668
	15%		Soft Costs	\$2,443,782	\$2,933,050
		TOTAL PROJECT COST		\$18,735,662	\$22,486,718

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BUDGET ESTIMATE

SITE WORK	SF	2024 \$/SF Range		2024 Cost Range	
		Low	High	Low	High
Blasting	CU.YD.				
North Parking	2,255	\$125	\$150	\$281,875	\$338,250
South Area of CH + Parking	3,173	\$125	\$150	\$396,625	\$475,950
Utilities	Allowance				
Temporary Utilities for Building	1	\$150,000	\$250,000	\$150,000	\$250,000
New Utilities (Electric, Fiber, Water, Sanitary)	1	\$200,000	\$350,000	\$200,000	\$350,000
New Generator	1	\$350,000	\$500,000	\$350,000	\$500,000
New Propane Tank	1	\$50,000	\$100,000	\$50,000	\$100,000
Parking Lots	SF				
Existing Public Parking Mill	12,233	\$7.40	\$8.89	\$90,524	\$108,751
Public Parking Additional + Retaining Wall	2,927	\$76.83	\$92.19	\$224,881	\$269,840
North Parking Lot	15,221	\$7.40	\$8.89	\$112,635	\$135,315
Sheriff's Parking Reconstruction	9,944	\$7.40	\$8.89	\$73,586	\$88,402
Court Parking	13,275	\$7.40	\$8.89	\$98,235	\$118,015
	59,032				
		Sub-Total Construction Cost		\$2,028,362	\$2,734,523
	10%	Contingency		\$202,836	\$0
		TOTAL CONSTRUCTION COST		\$2,231,198	\$2,734,523
	15%	Soft Costs		\$334,680	\$410,178
		TOTAL PROJECT COST		\$2,565,877	\$3,144,702

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QUESTIONS

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NEXT STEPS

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