Master Plan of Space Needs and Facilities Assessment

County of Morris
RFP No. 17-04
June 26, 2019

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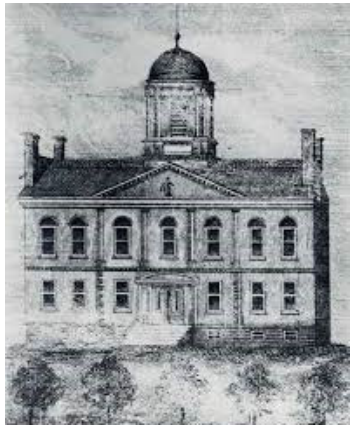

Agenda

- Project Overview
  - Team Organization
  - Scope/Stakeholders
  - Process
- Findings
  - Facility Assessments
  - Morris County Population
  - Projections –Courts, County Government
  - Future Space Needs
- Options Considered & Proposed Master Plan
- Cost Estimates

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Project Overview

- Team Organization
- Scope/Stakeholders
- Process

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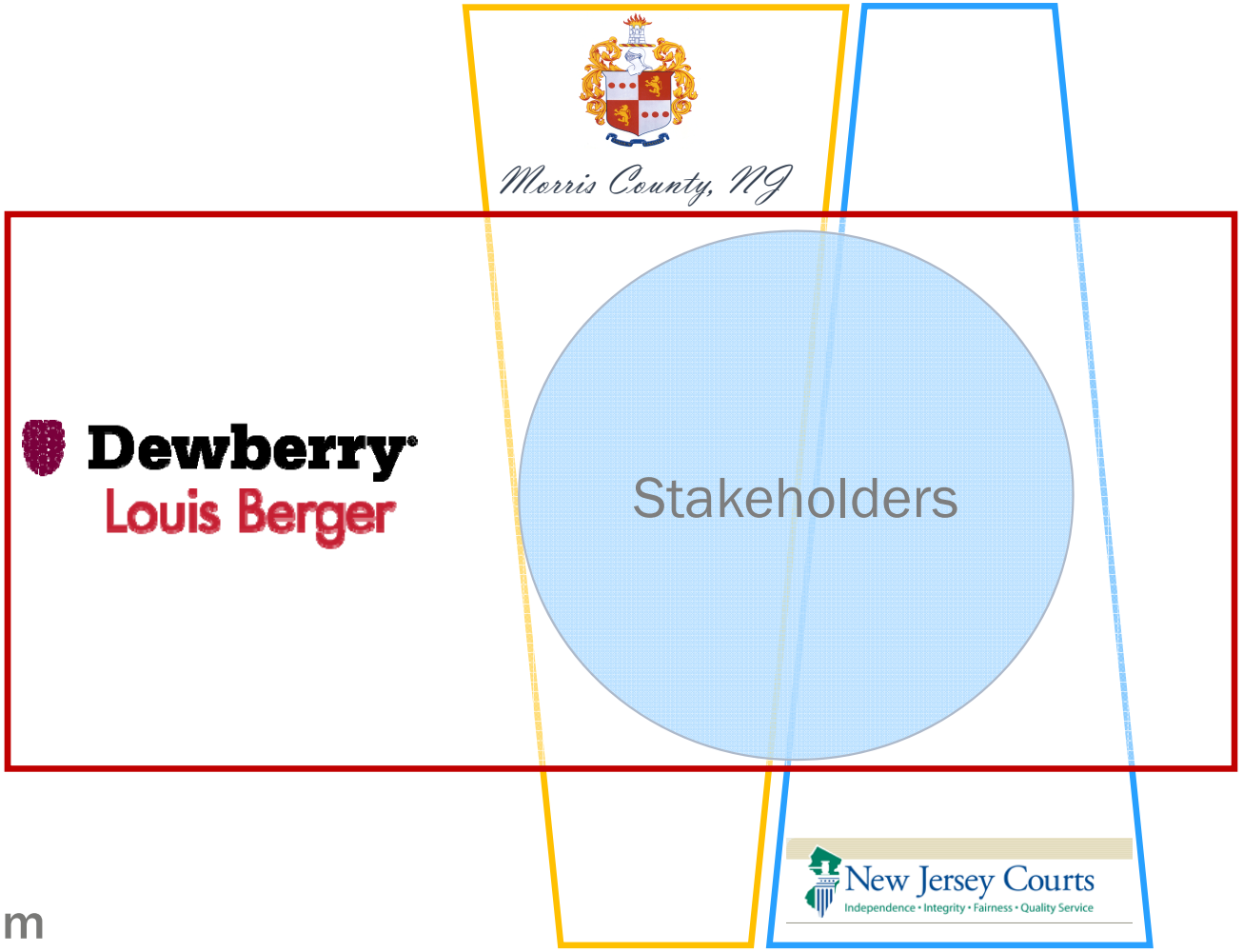
Team Organization

1. **Morris County Government provides:**
   - Project Leadership
   - Morris County Agency Stakeholders
   - County Standards
   - County Goals

2. **New Jersey Trial Courts & Related provide:**
   - Trial Courts Stakeholders
   - Trial Court Guidelines
   - Court Goals

3. **Dewberry/Louis Berger Team**



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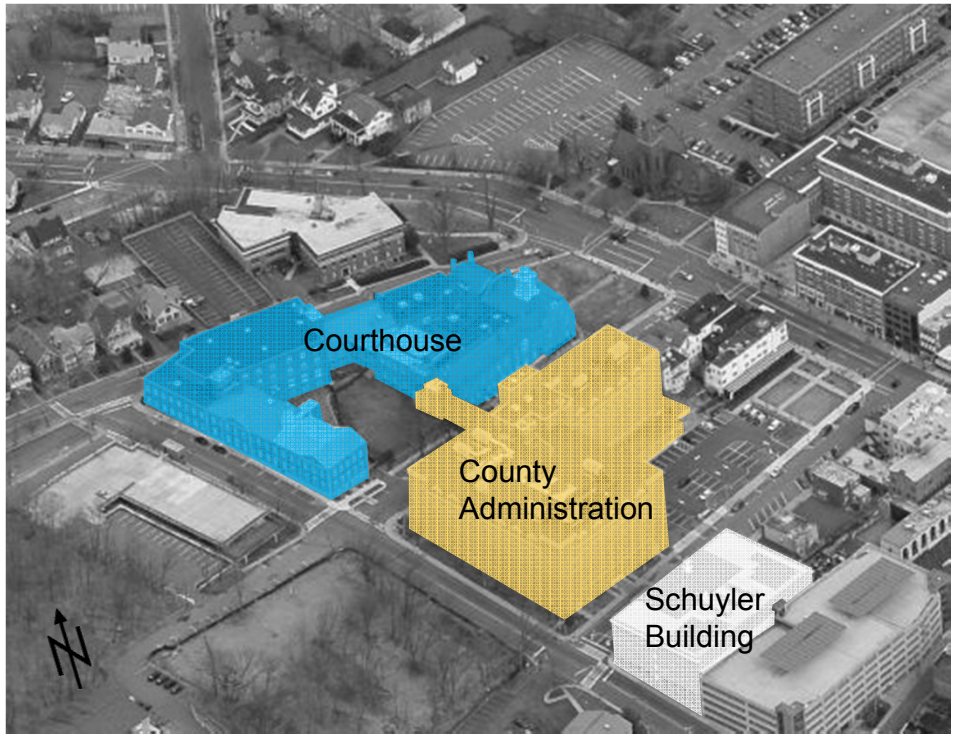
Scope/Stakeholders

Stakeholders Include Occupants of Three Buildings:

- Morris County Courthouse (Washington & Court Streets)
- Administration Building (10 Court Street)
- Schuyler Building (30 Schuyler Place)
- Court elements at Headquarters Plaza are off-site, but were included.



Stakeholders offer:

- Operational Practices for individual spaces
- Adjacency Requirements
- Program Verification
- Future Staffing

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Scope/Stakeholders

Stakeholders: Morris County Government:

- Freeholders/Clerk of the Board
- County Counsel
- County Administrator
- County Clerk
- Surrogate
- Department of Finance
  - Mailing Services, Printing, Adjuster, Purchasing
- Department of Public Works
  - Building & Grounds, Engineering & Transportation
- Office of Planning & Preservation
- Department of Employee Resources
  - Labor Relations, Personnel, Risk Management
- Board of Taxation
- Superintendent of Elections
- School Administration
- *Congressman Frelinghuysen's Office *(no longer a stakeholder)*

*former stakeholder

Scope/Stakeholders

Stakeholders: Trial Courts & Related:

- Trial Court Administration (TCA) - Operations, IT, HR, Finance
- Jury Management
- Probation Division
- Criminal, Civil, Special Civil, General Equity, and Family Divisions
- Municipal Division
- Courtrooms/Chambers (17 judges, 5 recalled judges)
- AOC Elements*
  - Supreme Court Justices
  - Court of Appeals Judges
  - Tax Court Judges/Courtrooms
- Sheriff's Office
- Prosecutor
- JWBS (Family Justice Center, North Jersey Legal Services)

*offsite elements

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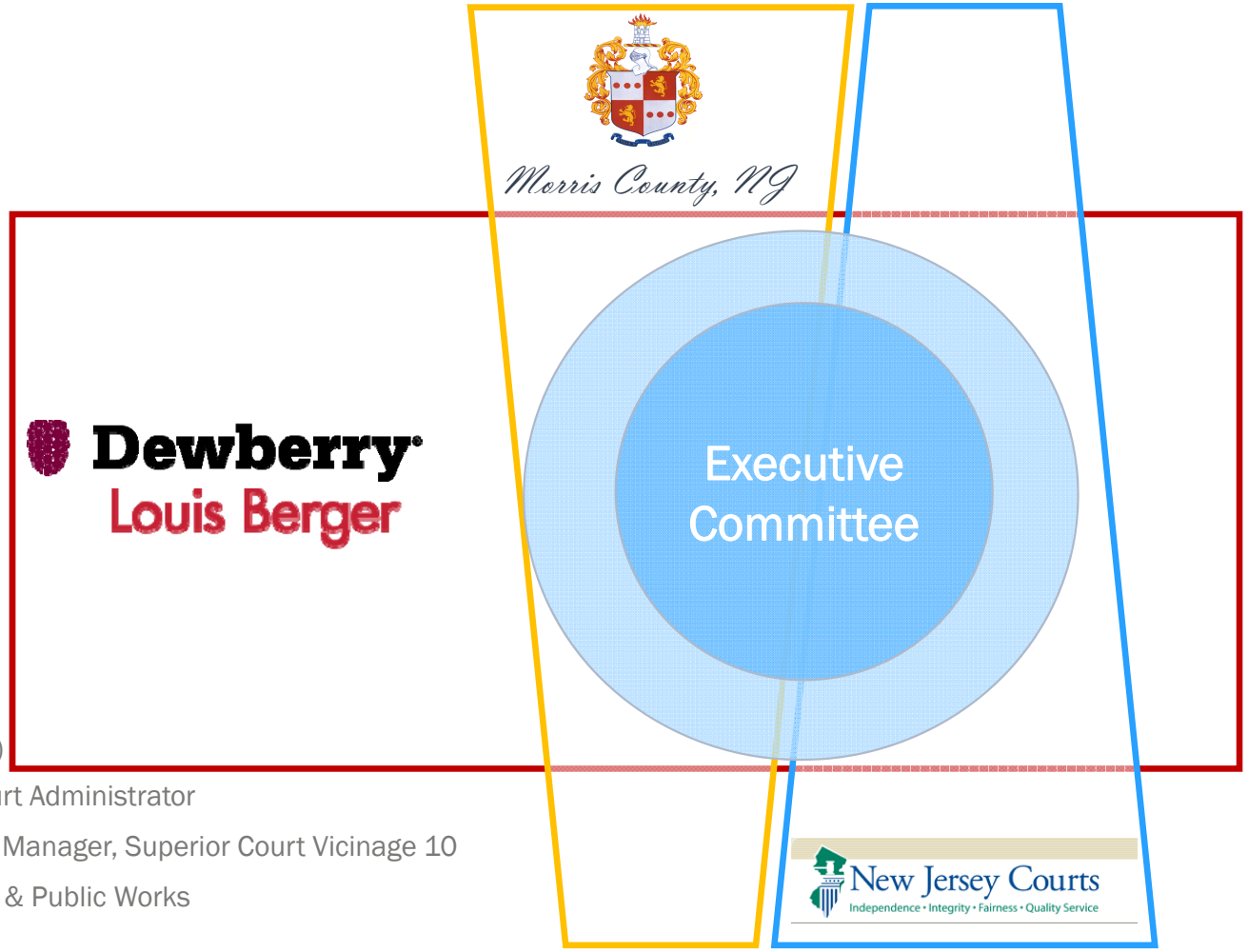
Team Organization

Executive Committee:

- Subgroup of Stakeholders
- Provides
  - Project Leadership/Guidance
  - Review of Findings
  - Big-Picture Decisions
  - Guidance on Next Steps
- Members:
  - Freeholder John Cesaro
  - Judge Minkowitz, Assignment Judge Vicinage 10 (Morris/Sussex Counties)
  - Rashad Shabaka-Burns, Trial Court Administrator
  - Phyllis Hornstra, General Operations Manager, Superior Court Vicinage 10
  - Deena Leary, Department of Planning & Public Works
  - Chris Vitz, PE, County Engineer
  - Chris Walker, Superintendent Buildings and Grounds
  - Peter Gordon, Assistant Director of Risk Management



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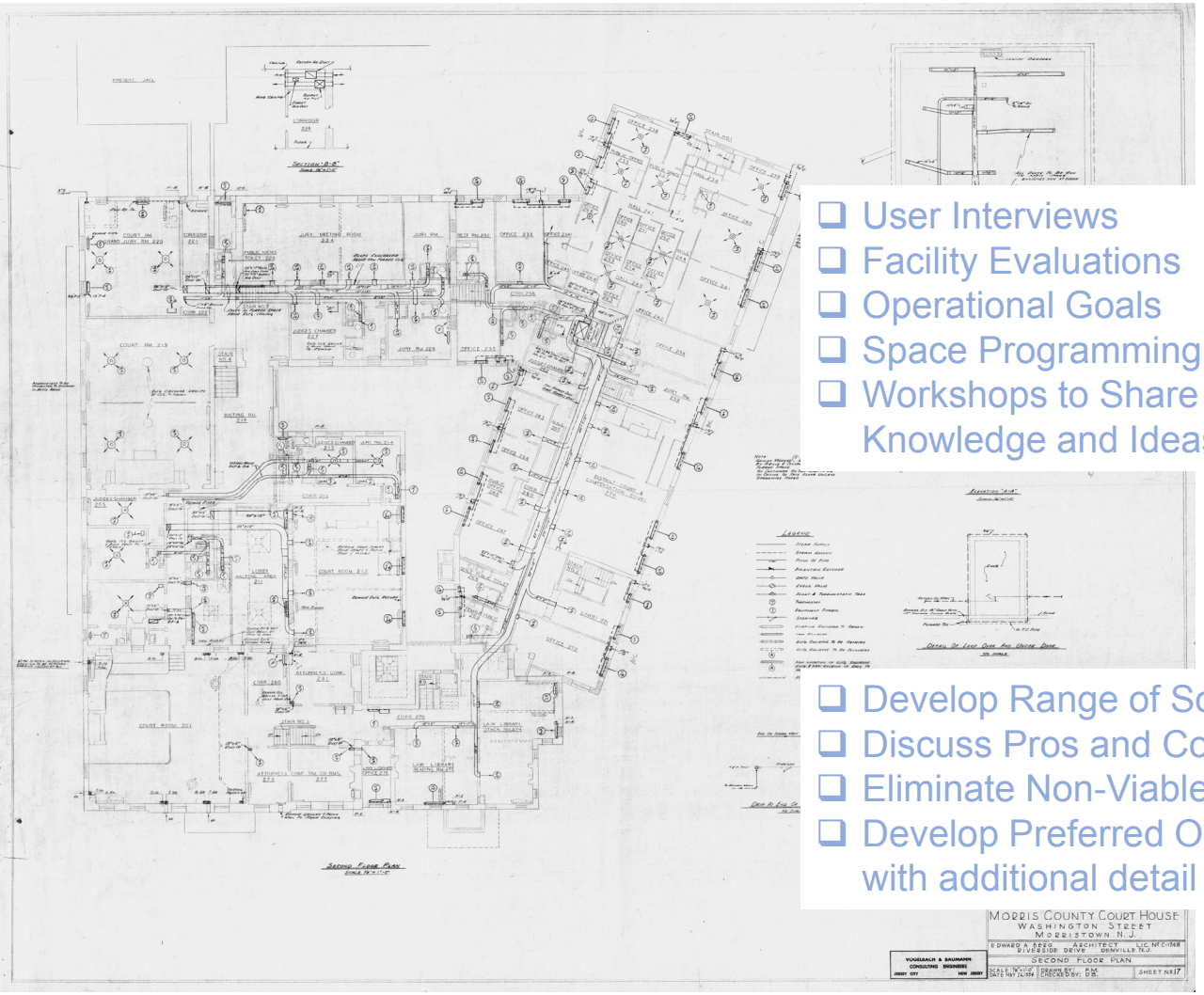
Process - 12-Months



Phase 1 – Needs Assessment

- Establish Priorities and Goals for the Project
- Define Common Knowledge Base
  - Facility Issues, Space Needs and Shortfalls
  - Operational Concepts
  - Space Needs

- ❑ User Interviews
- ❑ Facility Evaluations
- ❑ Operational Goals
- ❑ Space Programming
- ❑ Workshops to Share Knowledge and Ideas

Phase 2 – Concept & Master Plan Development

- Establish Viable Range of Options
- Select Final Option

- ❑ Develop Range of Solutions
- ❑ Discuss Pros and Cons
- ❑ Eliminate Non-Viable Options
- ❑ Develop Preferred Option(s) with additional detail

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Findings

- Facility Assessments – Limitations and Issues
- Morris County Population
- Projections –County Government, Trial Courts, Operations
- Future Space Needs

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Facility Assessments

- Court Complex
- County Administration Building
- Schuyler Building

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Facility Assessments

Building Ages/Groupings

- Historic Piece
- 1930s Addition
- 1955 Addition
- 1970s Addition
- 1970s Bridge
- 1985 Schuyler Building
- 1989 County Administration

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Facility Assessment Goals

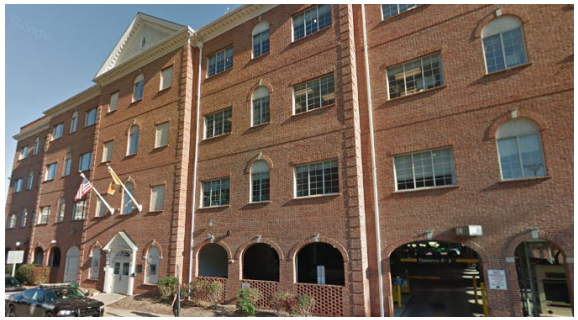
1. Identify the functional adequacy of the existing buildings for the intended use.

2. Identify any significant physical deficiencies of all building system components and building envelope.

3. Provide a solution set for future use that addresses a whole building revitalization plan.

Administration Building

Court Complex



Schuyler Building

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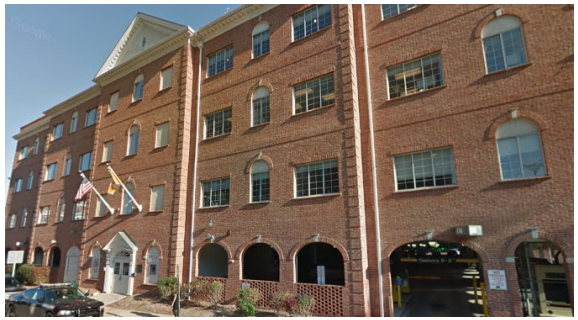
Facility Assessment Goals

- Operations
  - Suitability of space (Litigation Space Inventory)
  - Functional Adjacencies
  - Sufficient space (amount of SF)
  - Public Wayfinding
  - Public Face of Government
- Security
  - Building Security
  - Staff/Public Separation
  - In-Custody Movement
  - Distinct Paths of Circulation
- Code/Life Safety/Accessibility
- Physical Conditions
  - Estimated Useful Life (EUL)
  - Mechanical Systems
  - Major upgrades needed

Administration Building

Court Complex



Schuyler Building

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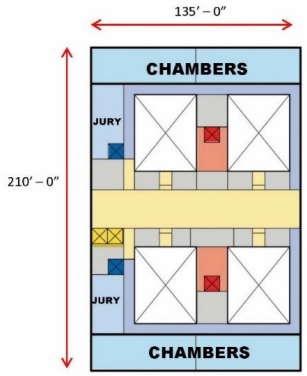
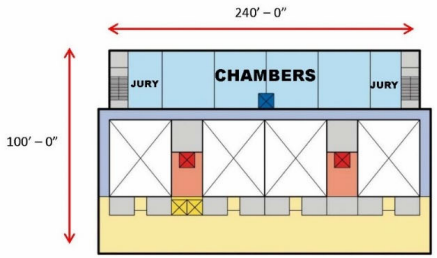
Litigation Space Inventory

- Courtroom vs. Court Set
- Litigation Space Types not specified in the Courthouse Facility Guidelines for the New Jersey Courts
  - Tax Courts
  - Hearing/Mediation Suites
- Circulation/Security Issues





CIRCULATION
PUBLIC
IN CUSTODY
SECURE

COURT FLOOR

Space Type	Overall Base Area (SF)	Litigation Area		Jury	Holding	Comments
		Width	Depth			
Large/Jury/Special Purpose Ceremonial (Bench for 3 judges)	2,200-2,400	40	34	Yes	Yes	80-100 spectators; 4 Attorney tables; Jury box for 14
Criminal Jury	1,800-2,000	36	32	Yes	Yes	50-60 spectators; 2 Attorney tables; Jury box for 14
Civil Jury	1,700-1,900	36	32	Yes	Maybe	30-40 spectators; 2 Attorney tables; Jury box for 14
Special Civil	1,400-1,600	28	30	No	Maybe	50-60 spectators; 2 Attorney tables
Family	900-1,400	28	30	No	Maybe	20 spectators; 3-4 Attorney tables
Chancery Division	900-1,400	28	30	No	No	20 spectators; 4 Attorney tables
Hearing Room	500-800			No	No	4-6 spectators; 2 Attorney tables

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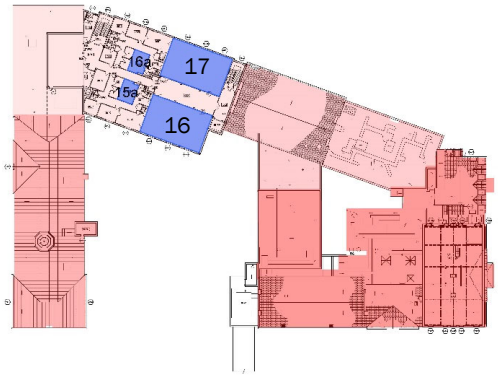
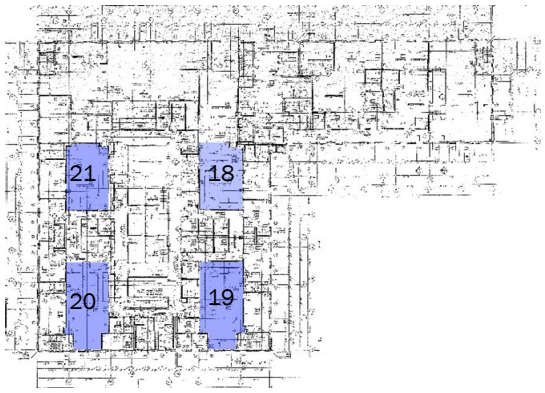
Litigation Space Inventory

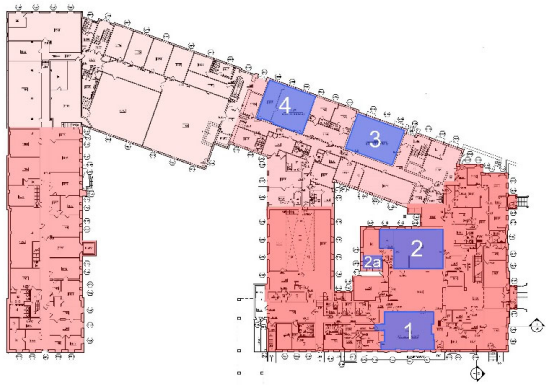
Second/Third Floor - Courthouse



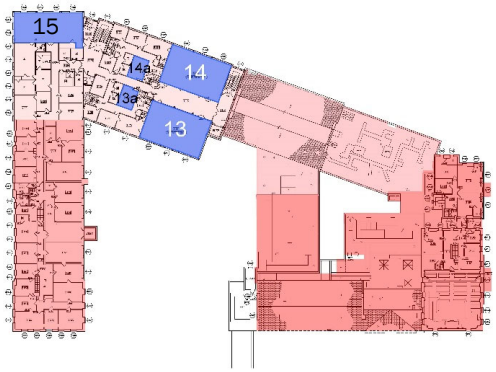
Fifth Floor - Courthouse



Fourth Floor – County Admin



First Floor - Courthouse



Fourth Floor - Courthouse

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Litigation Space Inventory

Courtroom	Size (SF)	Current Function	Potential Future Use
1	1,095	Family	-
2	1,204	Family	Family
3	991	Family	-
4	1,005	Tax	-
5	896	Criminal (Grand Jury)	-
6	1,650	Family	Family
7	1,233	Criminal	Family
8	1,220	Family	-
9	1,250	Family	-
10	1,418	Criminal	Family
11	1,410	Criminal	Family
12	1,468	Criminal	-
13	1,419	Criminal	Family
14	1,420	Criminal	Family
15	1,196	Chancery	-
16	1,419	Family	Tax
17	1,410	Civil	Tax
18	2,010	Civil	Civil
19	1,933	Civil	Civil
20	2,294	Civil	Civil
21	1,674	Civil	Civil
Historic	2,045	Criminal	(Historic)
Total	-	22	13 + (1) [9]

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Litigation Space Shortfall

20 Judges
5 Recalled Judges
4 Hearing Officers

Type	Number Needed (2016)	Existing Available	Shortfall
Large/Special Purp./Ceremonial	1	0	1
Criminal Jury	6	0	6
Civil Jury	5	4	1
Special Purpose – Civil	1	0	1
Family (with holding)	4	4 [1]	0
Family (without holding)	3	3	0
Chancery	0	0	0
(Historic)	0	(1)	0
Subtotal	**20**	**11 +(1)**	**9**
General Equity	2	0	2
Generic Hearing / Mediation [2]	3	0	3
Tax	2	2	0
Subtotal	**7**	**2**	**5**
TOTAL	**27**	**13 +(1)**	**14**

[1] Repurpose courtrooms with holding currently used for Criminal to be used for Family (with holding)
[2] Generic Hearing/Mediation Suites to add flexibility going forward must be co-located and have the complete complement of associated breakout areas. To be shared by Hearing Officers.

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Litigation Space Shortfall

Inventory	Size (DGSF)	Hist.	1955	1970	1930	Admin. Bldg.	Total Litigation Spaces (SUPPLY)	Litigation Spaces Needed (DEMAND)
Large/Special Purp. Ceremonial	2,200-2,400	0	0	0	0	0	0	1
Criminal Jury	1,800-2,000	0	0	[1]	0	0	0	6
Civil Jury	1,700-1,900	0	0	0	0	4	4	5
Special Civil	1,400-1,600	0	0		0	0	0	1
Family	900-1,400	2	[2]	3 [1] 3	0	0	8	7 (4 w/hold)
Chancery Division	900-1,400				0	0		(<1)
General Equity	900-1,000	0	0	0	0	0	0	2
Tax Court	1,000	0	0	0	0	0	0	2
Hearing	500-800	1 [1]	[2]	0	0	0	1	3
Other (Historic CR)	(Varies)	(1)	0	0	0	0	(1)	(1)
Subtotal		4	0	6	0	4	13 + (1)	27 + (1)
[total unsuitable for reuse]		[1]	[4]	[2]			[8]	

[1] Assumes reuse of four existing courtrooms in the Administration Building for Civil.
[2] Assumes four existing courtrooms with holding and three without holding will be repurposed for Family.
[3] The possibility exists that two existing courtrooms may be able to be repurposed for Tax Court (AOC) assignment.

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Large/Special Purp. Ceremonial	2,200-2,400	0	0	0	0	0	0	1
Criminal Jury	1,800-2,000	0	0	[1]	0	0	0	6
Civil Jury	1,700-1,900	0	0	0	0	4	4	5
Special Civil	1,400-1,600	0	0		0	0	0	1
Family	900-1,400	2	[2]	3 [1]	3 0	0	8	7 (4 w/hold)
Chancery Division	900-1,400				0	0		(<1)
General Equity	900-1,000	0	0	0	0	0	0	2
Tax Court	1,000	0	0	0	0	0	0	2
Hearing	500-800	1 [1]	[2]	0	0	0	1	3
Other (Historic CR)	(Varies)	1	0	0	0	0	(1)	(1)
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Building elements considered for renovation for other use

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Litigation Space Shortfall

Inventory	Size (DGSF)	Hist.	1955	1970	1930	Admin. Bldg.	Total Litigation Spaces (SUPPLY)	Litigation Spaces Needed (DEMAND)	RE-USE
Large/Special Purp. Ceremonial	2,200-2,400	0	0	0	0	0	0	1	-
Criminal Jury	1,800-2,000	0	0	[1]	0	0	0	6	-
Civil Jury	1,700-1,900	0	0	0	0	4	4	5	4 [1]
Special Civil	1,400-1,600	0	0		0	0	0	1	-
Family	900-1,400	2	[2]	3 [1]	3	0	0	8	7 (4 w/hold)	4, 3 [2]
Chancery Division	900-1,400				0	0			(<1)	
General Equity	900-1,000	0	0	0	0	0	0	2	-
Tax Court	1,000	0	0	0	0	0	0	2	2 [3]
Hearing	500-800	1 [1]	[2]	0	0	0	1	3	-
Other (Historic CR)	(Varies)	1	0	0	0	0	(1)	(1)	-
Subtotal		4	0	6	0	4	13 + (1)	27 + (1)	13 + (1)
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Litigation Space Shortfall

Inventory	Size (DGSF)	Hist.	1955	1970	1930	Admin. Bldg.	Total Litigation Spaces (SUPPLY)	Litigation Spaces Needed (DEMAND)	RE-USE	BUILD NEW
Large/Special Purp. Ceremonial	2,200-2,400	0	0	0	0	0	0	1	-	1
Criminal Jury	1,800-2,000	0	0	[1]	0	0	0	6	-	6
Civil Jury	1,700-1,900	0	0	0	0	4	4	5	4 [1]	1
Special Civil	1,400-1,600	0	0		0	0	0	1	-	1 [4]
Family	900-1,400	2	[2]	3 [1]	3	0	0	8	7 (4 w/hold)	4, 3 [2]	-
Chancery Division	900-1,400				0	0			(<1)		
General Equity	900-1,000	0	0	0	0	0	0	2	-	2
Tax Court	1,000	0	0	0	0	0	0	2	2 [3]	-
Hearing	500-800	1 [1]	[2]	0	0	0	1	3	-	3 [5]
Other (Historic CR)	(Varies)	1	0	0	0	0	(1)	(1)	-	-
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[3] The possibility exists that two existing courtrooms may be able to be repurposed for Tax Court (AOC) assignment.
[4] Assumes one Special Civil Courtroom will be constructed new.
[5] Assumes combined need for three uniform and adjacent hearing rooms for a variety of caseload types.

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Litigation Space Shortfall

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Large/Special Purp. Ceremonial	2,200-2,400	0	0	0	0	0	0	1	-	1
Criminal Jury	1,800-2,000	0	0	[1]	0	0	0	6	-	6
Civil Jury	1,700-1,900	0	0	0	0	4	4	5	4 [1]	1
Special Civil	1,400-1,600	0	0		0	0	0	1	-	1 [4]
Family	900-1,400	2	[2]	3	3	0	0	8	7 (4 w/hold)	4, 3 [2]	-
Chancery Division	900-1,400			[1]		0	0		(<1)		
General Equity	900-1,000	0	0	0	0	0	0	2	-	2
Tax Court	1,000	0	0	0	0	0	0	2	2 [3]	-
Hearing	500-800	1 [1]	[2]	0	0	0	1	3	-	3 [5]
Other (Historic CR)	(Varies)	1	0	0	0	0	(1)	(1)	-	-
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9 are large jury court sets

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Litigation Space Shortfall

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Civil Jury	1,700-1,900	0	0	0	0	4	4	5	4 [1]	1
Special Civil	1,400-1,600	0	0		0	0	0	1	-	1 [4]
Family	900-1,400	2	[2]	3 [1]	3	0	8	7 (4 w/hold)	4, 3 [2]	-
Chancery Division	900-1,400				0	0		(<1)		
General Equity	900-1,000	0	0	0	0	0	0	2	-	2
Tax Court	1,000	0	0	0	0	0	0	2	2 [3]	-
Hearing	500-800	1 [1]	[2]	0	0	0	1	3	-	3 [5]
Other (Historic CR)	(Varies)	1	0	0	0	0	(1)	(1)	-	-
Subtotal		4	0	6	0	4	13 + (1)	27 + (1)	13 + (1)	14
[total unsuitable for reuse]		[1]	[4]	[2]			[8]			

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[4] Assumes one Special Civil Courtroom will be constructed new.
[5] Assumes combined need for three uniform and adjacent hearing rooms for a variety of caseload types.

5 are smaller hearing rooms w/o holding

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Facility Assessments – Operations

- Litigation Spaces are insufficient to meet needs. 14 new litigation spaces are needed.
- Supporting spaces in the courtrooms are inadequate
  - Jury facilities (assembly and deliberation rooms) are insufficient and non-contiguous
  - Witness waiting and/or counsel conference rooms are ad-hoc, often in use, limited quantity
  - Holding that exists is insufficient and lacks ADA compliance, as well as separate circulation
- Civil Division is split across two facilities – Administration Building & Court Complex
- Much of the Court Complex structure is Historic
  - Double-loaded corridors results in non-contiguous spaces and operational inefficiencies
  - Historic nature prevents renovations
  - Impossible to incorporate electronic evidence or other modern court technologies
- No Continuity of Operations in case of facility shutdown
- Staff support spaces (training, file storage, break) have been lost to overcrowding.

This facility is significantly out of alignment with New Jersey Court Design Guidelines.

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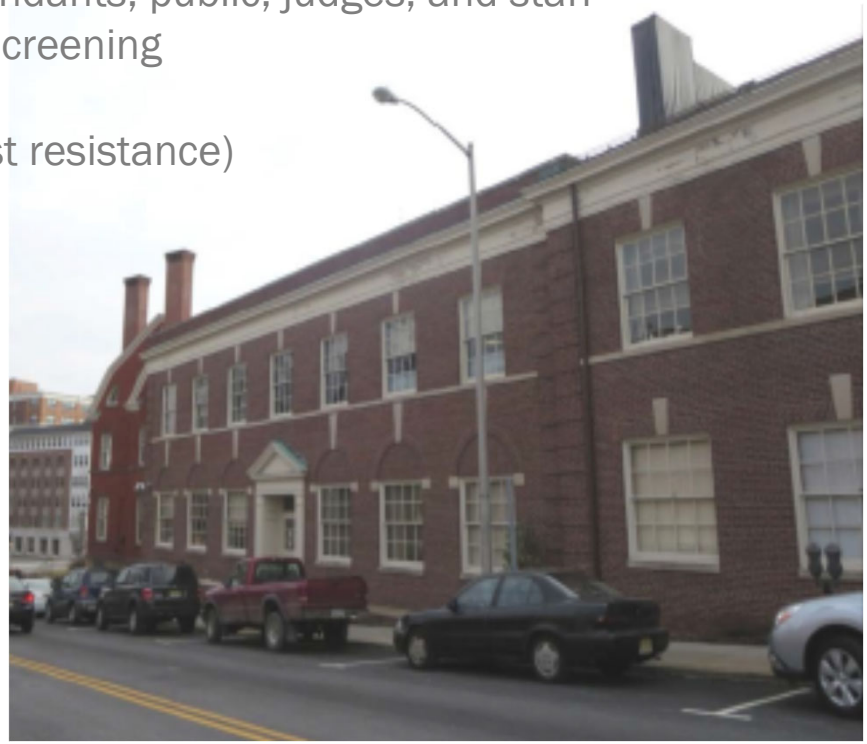
Facility Assessments – Security and In-Custody Movement

- Inadequate central holding for numbers and types of in-custody parties - separations
- No dedicated sallyport
- No capacity for separation of vulnerable witnesses/victims/defendants
- Lack of separate paths of circulation for in-custody defendants, public, judges, and staff
- Insufficient building entrance/lobby space for security screening
- Limited building setbacks
- Lack of structural building envelope reinforcement (blast resistance)

This facility does not support the safe operations of the Courts.



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Facility Assessments – Code/Life Safety/Accessibility

- Does not meet the egress requirement for 50% of occupants to exit out the front entry
- Lack of a fire suppression system (sprinklers)
- Stairwells do not meet code (egress)
- Insufficient fire separation between historic buildings
- Restrooms do not meet accessibility standards
- Many functions are in locations in the building that cannot be accessed by mobility-impaired individuals.

The court complex has numerous significant code/life safety and accessibility issues.

Reuse of these facilities for full court operations is not feasible due to the large number of assembly occupancy spaces (courtrooms) and lack of egress.

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Facility Assessments – Limitations and Issues

- **Court Complex**
  - Historic elements / Mixed ages of Elements
  - Circulation/Security/Separation of parties
  - Inconsistent floor to floor heights
  - Life Safety – Sprinklers and Egress
  - Accessibility Issues
  - Building systems near Estimated Useful Life (EUL); may last longer due to excellent maintenance
  - Insufficient space for court operations
  - Inadequate litigation spaces

- **Administration Building**
  - Good Condition
  - Public circulation splits usable space
  - Circulation/Security/Separation of parties

- **Schuyler Building**
  - Good condition
  - Appropriate for continued use

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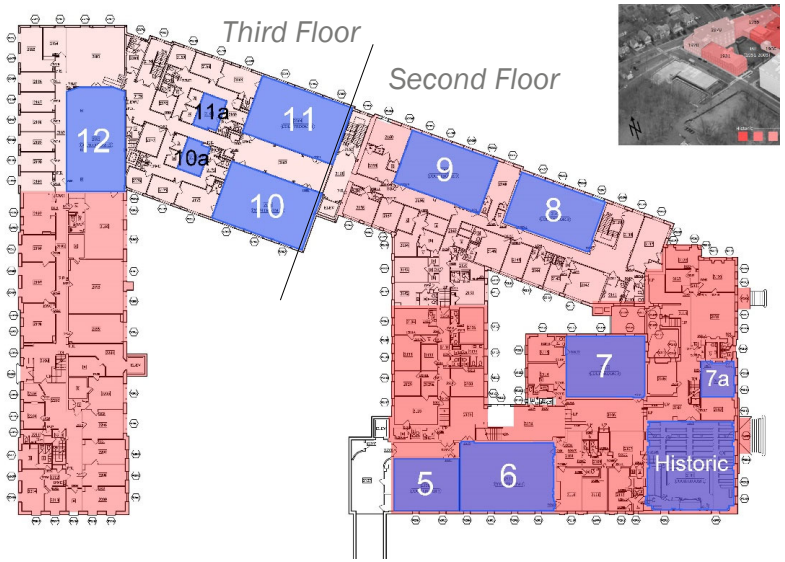
Facility Assessments – Why focus on the Courts?

We found the main challenge is the lack of Criminal Courtrooms

- Litigation Space Shortfall = 8 criminal jury courtrooms
  - No inmate delivery, inadequate court holding, no dedicated in-custody circulation
  - Historic designation makes it difficult to modify structures.
  - Inconsistent floor to floor heights and double-loaded corridors make deployment of administrative functions challenging.
  - Courtrooms used for Criminal are below NJ Trial Court Guidelines and lack court set component spaces (jury deliberation rooms, attorney conference rooms, chambers, waiting, and court holding).
- No dedicated secure staff/judicial circulation.
- Wayfinding is a challenge, and all three divisions are mixed together in the Court Complex.

This facility is not conducive to the operations of the criminal courts. Other divisions of the court can backfill the space, but courts with in-custody parties should not occur here.



Morris County Population/Projections-County Governm't

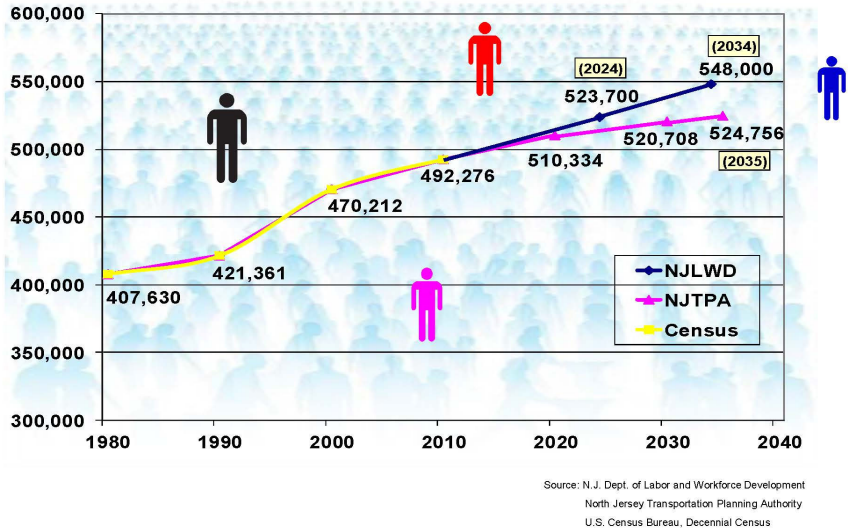
Population Growth is Slowing

Morris County is increasingly diverse.

- Race, country of origin, language
- Housing type – apartment, multi-family

Consistencies:

- High Property Values
- High Income
- High Education Level
- Community Values



2019 Update:

New information extends the Census line to 494,228

No changes were required due to this update.

Source: Data on this slide taken from Morris County Strategic Plan.
The graphic is from the February 2017 MCEDC presentation entitled Morris County Demographic & Development Trends.
New Jersey Department of Labor and Workforce Development, North Jersey Transportation Planning Authority, U.S. Census Bureau, as cited in the February 2017 MCEDC presentation entitled Morris County Demographic & Development Trends.

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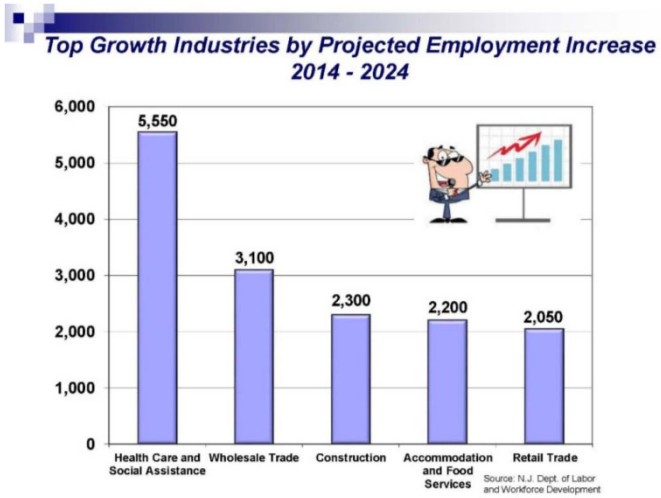
Projections – County Government

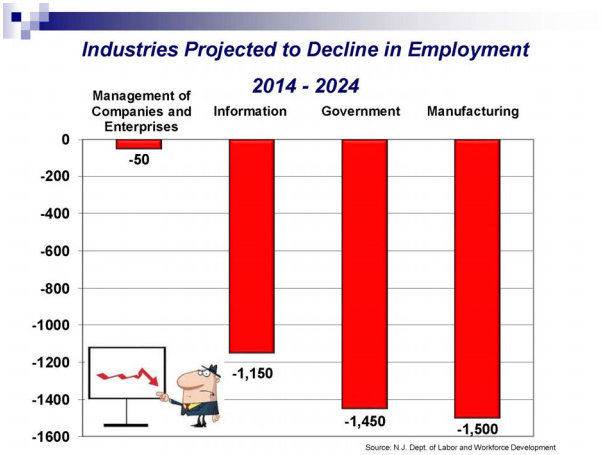
Planning for Government Service

- Projected Government job losses primarily Federal and State.
- 2016-2026 population increase is 2.7%
- 2026-2036 population increase is 1.6%

How does this affect Space Planning?

- No great workload increases are anticipated.
- Plan for CHANGES IN OPERATIONS.
- Emphasize FLEXIBILITY OF SPACE UTILIZATION.
- This may involve "flex-expansion" space.
- Allow for INCREASED SPACE, not for more workload, but for changes in service delivery.
  - Online customer service (scanning, IT backbone)
  - Security guidelines for inter-agency interaction
  - Staff/public separation (restrooms, break areas, public service counters)
  - Records storage – archival and secure spaces





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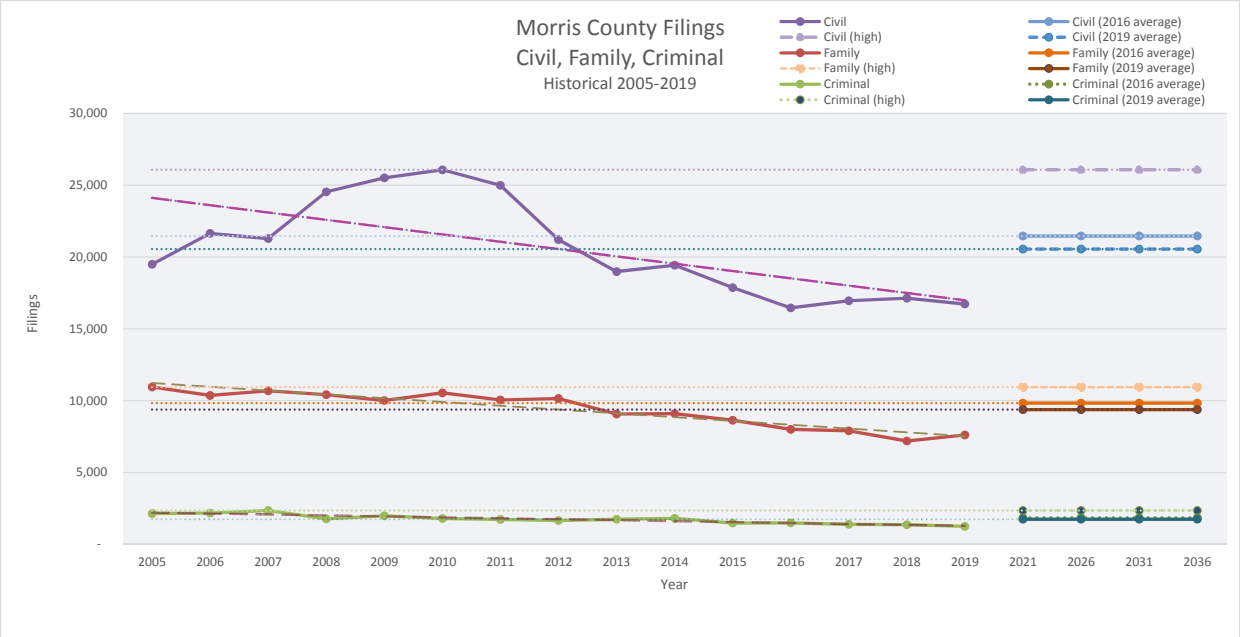
Trial Court Projections

Morris County Filings

HISTORICAL FILINGS	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019 [1]	2005-2019 analysis		% fluctuation (% of peak above and below the mean)	2005-2016 Analysis		Change from 2016 numbers
Family	10,944	10,360	10,679	10,412	10,009	10,543	10,043	10,154	9,073	9,095	8,635	8,007	7,898	7,194	7,609	PEAK	10,944	17%	PEAK	10,944	
																MEAN	9,377		MEAN	9,830	-4.8%
Criminal	2,138	2,179	2,356	1,774	1,983	1,794	1,729	1,653	1,749	1,810	1,482	1,493	1,390	1,368	1,249	PEAK	2,356	35%	PEAK	2,356	
																MEAN	1,743		MEAN	1,845	-5.8%
Civil	19,489	21,643	21,279	24,532	25,503	26,070	24,986	21,202	18,989	19,430	17,869	16,460	16,950	17,131	16,723	PEAK	26,070	27%	PEAK	26,070	
																MEAN	20,550		MEAN	21,454	-4.4%

[1] Full year extrapolated from 10 months of data



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Trial Court Projections

Morris County Filings

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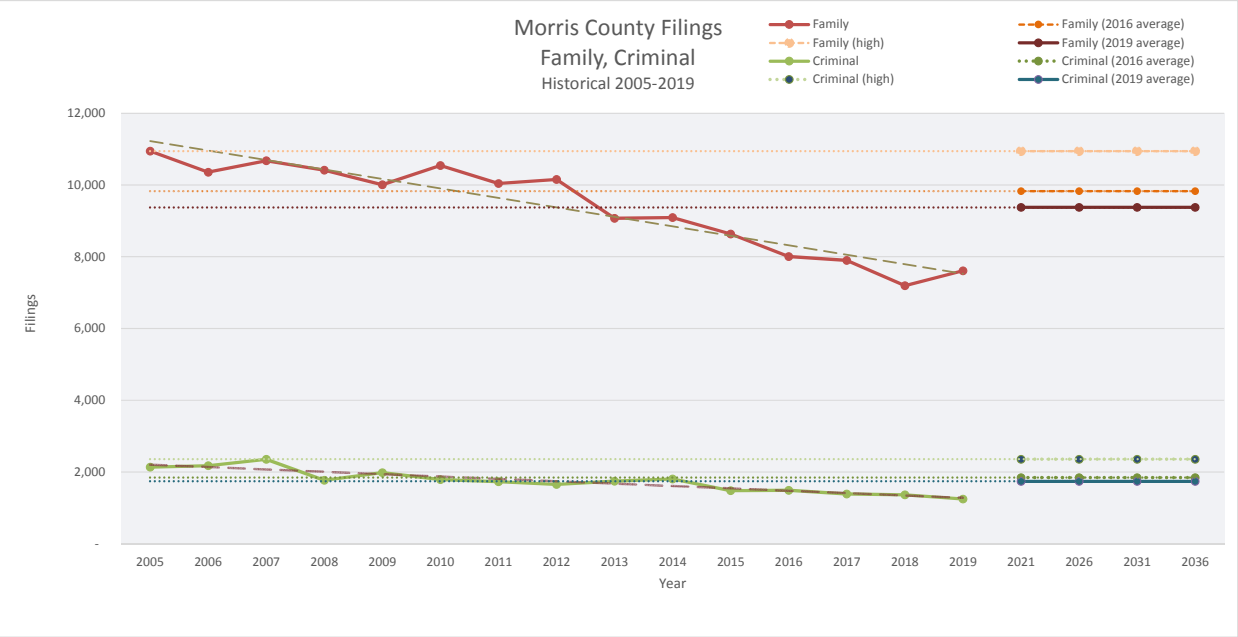

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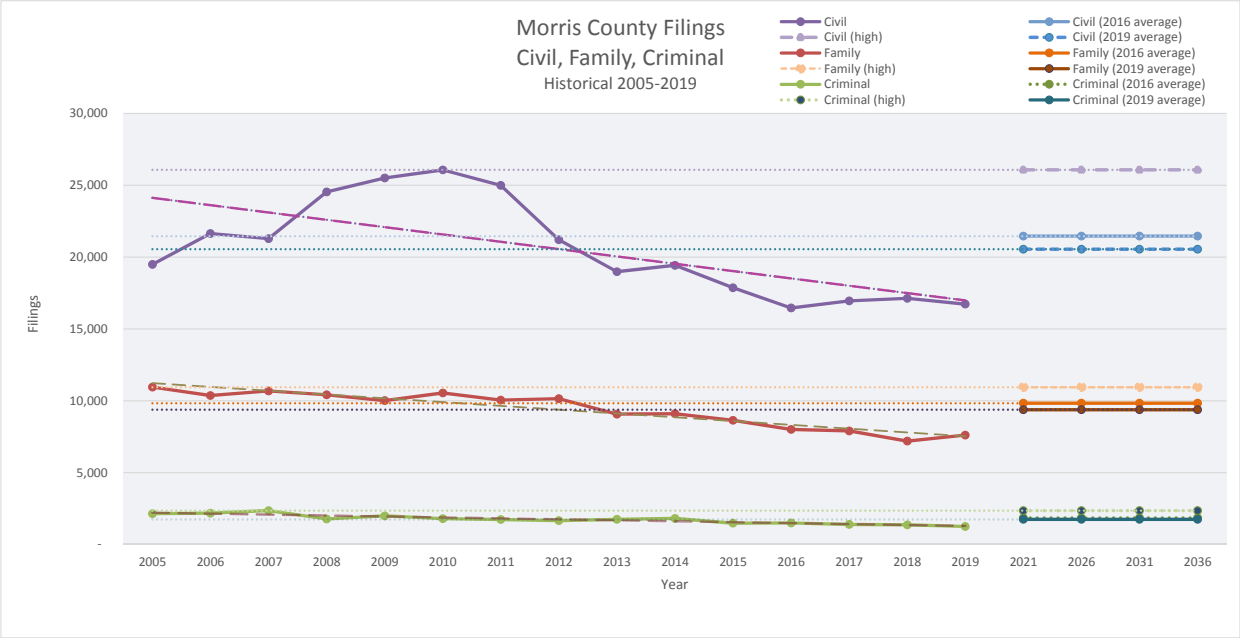
Projections - Trial Courts

Planning for Court Activity

- Downward Trends in Filings
- Steady judgeships in the Morris/Sussex Vicinage over 10 years.
- Operational accommodations provide <u>elasticity</u> :
  - Recalled Judges
  - Statewide Judges
  - Shifts in Vicinage allocation (Morris/Sussex)
  - Annual re-allocation by Division
  - Increased use of Problem-Solving Courts and ADR strategies
  - Criminal Justice Reform 2017
- **<u>Benchmarks</u>** set at 14-year PEAK levels for each Division.



Future judicial needs will not exceed historical peak needs.

Source: Data on this slide from Morris County Trial Court Administrator's office. Chart and analysis by Dewberry.

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Trial Court Projections

Morris County Judges/Allocation and Litigation Spaces

JUDGESHIPS IN MORRIS COUNTY	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019		2021	Litigation Space Needs 2016-2036	Chambers Needs	Office Needs
Appellate [1]			2	2	1	1	1	1	1	1	3	3	2	2	2	FUTURE SPACE NEEDS	-	*(none required)*	*(offsite)*	-
Assignment Judge			1	1	1	1	1	1	1	1	1	1	1	1	1		1	*1 Criminal Jury*	1	-
Family Division			6	6	6	7	6	7	8	8	6	6	6	6	5		4	*4 with holding*	4	-
																	3	*3 w/o holding*	3	-
Criminal Division			2	2	2	3	3	3	3	3	3	4	4	4	4		1	*1 Special Purp.**	1	-
																	5	*5 Criminal Jury*	5	-
Civil Division			6	5	5	5	5	6	4	4	4	4	4	6	5		1	*1 Large Civil Jury*	1	-
																	5	*5 Civil Jury*	5	-
Tax Court [2]			1	1	1	1	1	1	1	1	1	2	2	2	2		2	*2 Small Non-Jury*	2	-
General Equity [3]			1	1	1	1	1	1	1	1	1	1	1	1	1		1	*1 Small Non-Jury*	2	-
Municipal Division [5]											1	1	1	1	1		1	*1 Small Non-Jury*	1	-
Vacant Judgeships [6]			*3*	*4*	*5*	*3*	*4*	*2*	*3*	*3*	*3*	*2*	*3*	*1*	*3*		-	*(included above)*	3	-
COURT COMPLEX SUBTOTALS			**20**	**20**	**21**	**21**	**21**	**21**	**21**	**21**	**20**	**21**	**22**	**22**	**22**		**24**		**28**	-
Additional Adjudicators																				
Recalled Judges			5	4	3	3	*4*	5	5	5	5	5	5	4	5		-	*(share rooms included above)*	2 (shared)	-
Hearing officers [4]												2	2	2	2		3	*Hearing Rms*	-	*2*
TOTAL JUDGES/ADJUDICATORS	-	-	***33***	***32***	***32***	***32***	***33***	**26**	**26**	**26**	**25**	**28**	**29**	**28**	**29**		**27**		**30**	**2**

* This courtroom also serves the AOC Court of Appeals and Supreme Court needs, so is likely not assigned. These judges are not included in the court complex subtotals.

[1] Housed off-site in a Morristown location leased by the AOC for Appellate Judge and Supreme Court Justice chambers. No space required at the Superior Court, although an appellate courtroom is leased as needed, and would be leased in Morristown if available.

[2] Split operation: One courtroom/chambers is in the Superior Court space, funded by the AOC through a lease arrangement. The other courtroom/chambers is in off-site space in Morristown leased by the AOC.

[3] General Equity is a longstanding partner to the Superior Court Civil Division, historically co-located with the Superior Court, despite being an AOC-funded function.

[4] There are four part-time hearing officers handling Child Support, Domestic Violence, Juvenile, and CEP caseload without any dedicated space. Two hearing rooms would allow this caseload to be better scheduled and processed.

[5] The Municipal Judge (rotating/scheduled) did not require space in the vicinage prior to 2015.

[6] From 2011 to 2017, two vacant judgeships were actually filled, but those judges were loaned to Essex County. The vacancies in terms of workload still existed in Morris County.

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Projections - Trial Courts

Morris County Judges/Allocation and Litigation Spaces

JUDGES BY ASSIGNMENT (Morris County only)	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	FUTURE	2021	2026	2031	2036	Court Set Details	Chambers
Appellate	2	2	1	1	1	1	1	1	3	3		-	-	-	-	(Share)	3
Assignment	1	1	1	1	1	1	1	1	1	1		1	1	1	1	(Included below)	1
Family	6	6	6	7	6	7	8	8	6	6		4	4	4	4	4 with holding	4
												3	3	3	3	3 w/o holding	3
Criminal	2	2	2	3	3	3	3	3	3	3.5		1	1	1	1	1 Special Purp.	1
												5	5	5	5	5 Criminal Jury	5
Civil	6	5	5	5	5	6	4	4	4	4		1	1	1	1	1 Special Civil	1
												5	5	5	5	5 Civil Jury	5
Gen. Equity	1	1	1	1	1	1	1	1	1	1		1	1	1	1	1 Hearing Room	1
Tax Court	1	1	1	1	1	1	1	1	1	2		2	2	2	2	2 Tax	2
Municipal Judge	1	1	1	1	1	1	1	1	1	1		1	1	1	1	1 Hearing Room	1
RECALLED JUDGES					5	5	5	5	5	5		n/a	n/a	n/a	n/a	Included above	3
Total Judges	**20**	**19**	**18**	**20**	**24**	**26**	**25**	**25**	**25**	**27**		**24**	**24**	**24**	**24**		**30**

Peak = 27 judicial officers
2016 = 27 judicial officers
Untallied = four part-time hearing officers

24 litigation spaces* is reasonable

*Recalled judges may not be full time, so we assume they can share litigation spaces, providing there is sufficient flexibility in litigation space capacity.

FUTURE LITIGATION SPACES:
24 flexible-use courtrooms PLUS

3 Hearing Rooms for Shared Use by:

- Child Support Hearing Officer
- Domestic Violence Hearing Officer
- CEP Program
- Juvenile Referee

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Projections – Operations

How does this affect Operations?

- Assume workload fluctuation over next 20 years, no great increases.
- County:
  - Plan for CHANGES IN OPERATIONS.
  - Emphasize FLEXIBILITY OF SPACE UTILIZATION.
  - Allow UNPROGRAMMED EXPANSION SPACE for changes in service delivery.
- Courts:
  - Plan for STEADY JUDGESHIPS, FIXED NUMBER OF CHAMBERS.
  - Plan for FIXED NUMBER OF LITIGATION SPACES.
  - Allow for FLEXIBILITY OF ASSIGNMENT wherever possible.

- Solutions must involve FLEXIBILITY OF OPERATIONS:
  - Increased staff time per case, due in part to higher complexity of typical filings and case processing means no staff reductions, even if caseload goes down.
  - Must be able to accommodate peaking in caseload types, without any major building project.
  - Should support alternatives to courtroom litigation as appropriate, for certain caseload types.
  - Key is flexibility of courtroom use and changeable judicial assignment to courtrooms.

Projections – Trial Courts

How does this affect Space Planning?

- Assume workload fluctuation over next 20 years, but no clear increasing trend.
- Plan for STEADY JUDGESHIPS, FIXED NUMBER OF CHAMBERS.
- Plan for FIXED NUMBER OF LITIGATION SPACES

- Allow for future FLEXIBILITY
  - Up-size Special Civil Court to create duplicate Special Proceedings/Criminal/Appellate Courtroom. Stack for in-custody and judicial circulation. This "extra" criminal courtroom can absorb any case type.
  - Co-locate generic Hearing/Mediation Suites for efficient, shared use by:
    - Child Support Hearing Officer
    - Domestic Violence Hearing Officer
    - CEP Program
    - Juvenile Referee
    - Municipal Judge (first appearance video)
  - Relocate judges (to the degree possible) to collegial judicial chambers.

Future Space Needs – Alternative Operations

Courtroom Sharing

- Generally requires a minimum of 8 dockets of a given type of caseload for space saving of 1 courtroom.
- Requires a) generic, clustered courtrooms that can be used for more than one case type, and b) dark time in the courtroom.
- Relies upon separation of chambers from courtrooms to work well.
- <u>Included in the forward strategy as feasible:</u>
  - Chancery docket is <1 CFTE, and will be in a shared courtroom.
  - Solution assumes clustering of criminal and civil courtrooms/functions as much as possible.
  - The Special Civil courtroom will be designed as a Large Criminal courtroom, to facilitate multiple or mixed use going forward.
  - With 8 criminal courtrooms and collegial chambers, sharing can be used to absorb peaks in criminal (or other) filings going forward.
- Proposed solution includes three generic hearing/mediation suites, which opens the door to increased use of non-court spaces for some activities.

Future Space Needs – Alternative Operations

Night Court

- Does not address the shortcomings of the court complex (lack of Criminal Courtrooms)
- Has limited application to specific caseload types:
  - Evening and weekend initial appearances/arraignments – optimally done at the Morris County Correctional Facility, so no courthouse benefit/involvement
  - Traffic – insufficient courtroom time saved for cost required
- Requires buy-in and extended hours of operations for all aspects of the court:
  - Judiciary
  - Clerk of Court
  - Sheriff
  - Jurors
  - Prosecutor

Options Considered & Proposed Master Plan

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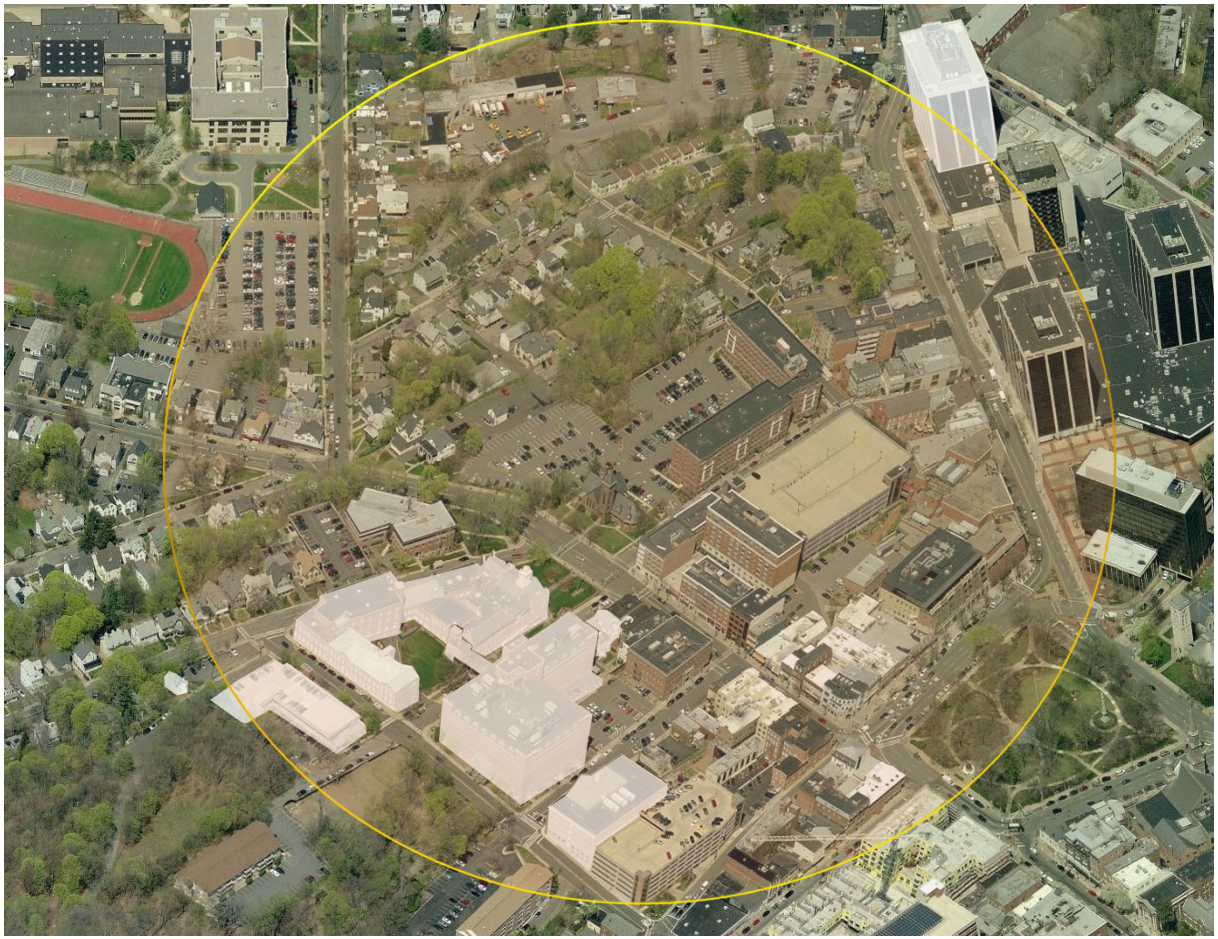
Master Planning Goals

- Maintain Morris County's prominence as a justice hub for the State of New Jersey
- Meet long term needs for Courts and General Government, while allowing flexibility for future change
- Improve public service, operations, and way-finding
- Maximize existing/historic resources
- Improve Parking / Access / Security
- Maintain the commitment to Morristown



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Solution Parameters

New Jersey Courthouse Facility Guidelines

- Communicate the meaning and spirit of justice and dignity of the courts
- Operate efficiently for a diverse user group
- Provide for maximum use of the facilities
- Provide for a harmonious integration of new and existing structures
- Identify and respond to programmed spaces and adjacencies and their hierarchal relationships
- Provide for the consolidation of key judicial programs and services
- Provide a cost effective solution that promotes efficiency of personnel, planning, function, operations and maintenance, and structure, as well as economical energy consumption
- Provide proper security to ensure the safety of all the users
- Be flexible to accommodate change and growth of the judicial system, and respond to new technology
- Enhance the character of the community
- Provide accessibility to persons with disabilities

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Solution Parameters

Additional Guidelines:

- Do not create a third courthouse.
- Reutilize existing capital infrastructure to the greatest extent possible.
- Consolidate to keep each division of the court in one facility – Criminal, Civil, Family.

Summary of Needs:

- 1 special purpose/ceremonial (large criminal jury)
- 6 criminal jury
- 1 special civil (upsized for flexibility as additional criminal jury)

Criminal Division – ???

- 1 civil jury
- 2 General Equity
- *4 civil jury – existing in Administration Building*

Civil Division – ADMINISTRATION BUILDING

- 3 hearing rooms

Alternate Dispute Resolution – ???

- *7 family (4 with holding / 3 without holding) – existing in Court Complex*

Family Division – COURT COMPLEX

- *2 Tax Court – existing in Court Complex*

Lease to AOC – COURT COMPLEX

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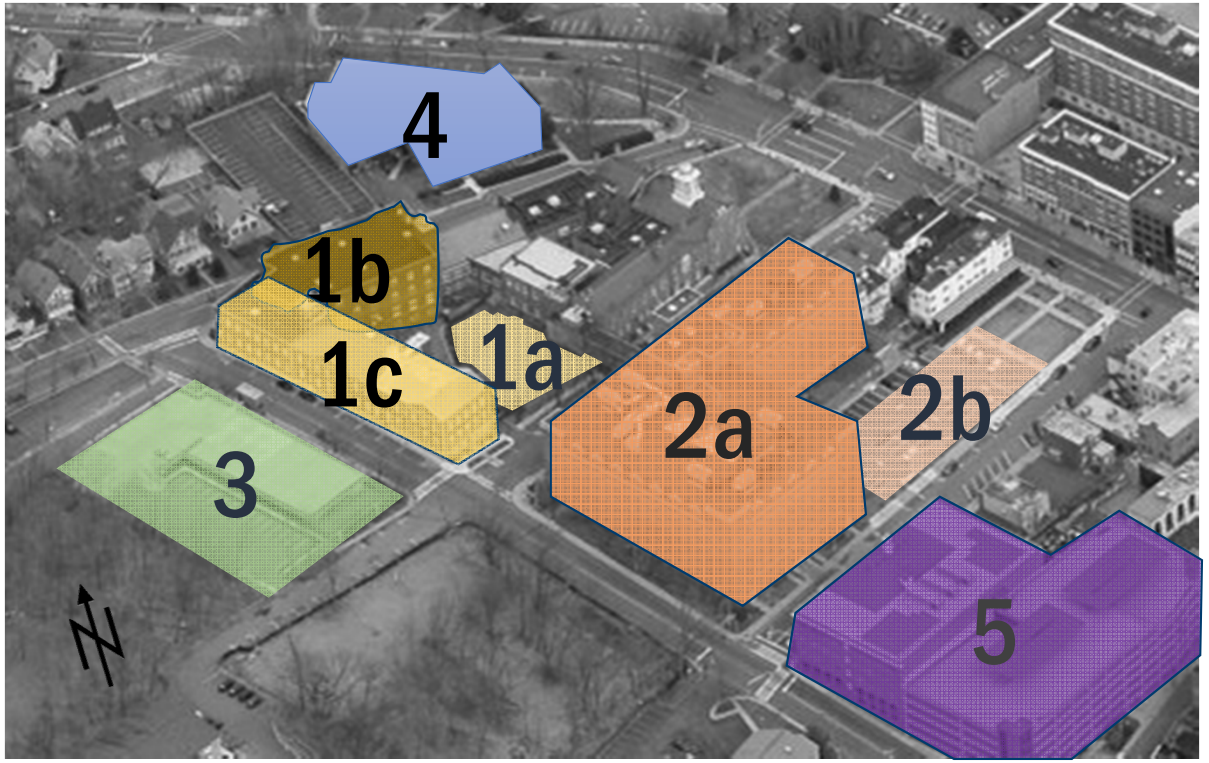
Initial Sites Considered

Initial options included various new configurations of Criminal/Civil/Family plus existing facility re-assignment/backfill.

1. Existing court complex
   a. Infill (former jail site)
   b. Replacement of 1970s element
   c. Replacement of the 1930s element
2. Administration Building
   a. Renovation/Re-purposing
   b. Addition
3. Parking site
4. Courthouse Plaza Building Renovation
5. Schuyler Building



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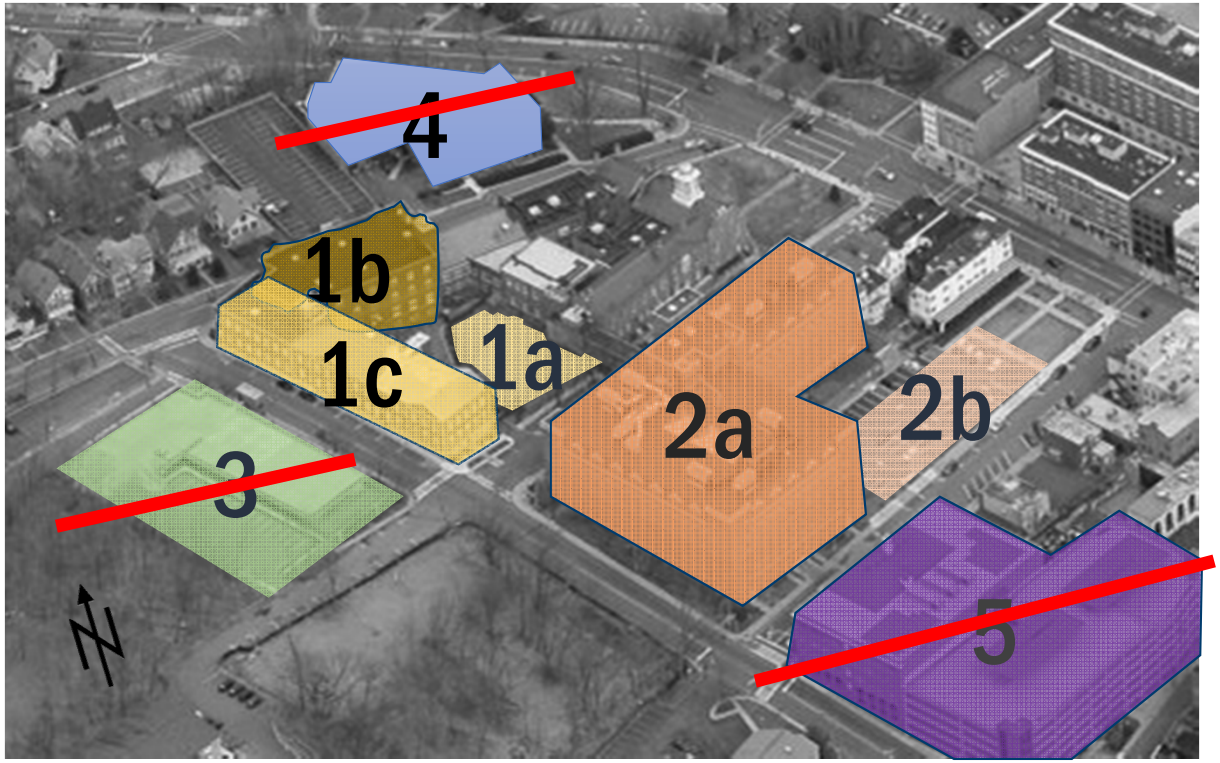
Eliminated Sites

3. Parking site
   - Too Small Area
   - Height Limitation due to view corridor
   - Creates third court campus

4. Courthouse Plaza Building Renovation
   - Requires Site Acquisition ($)
   - Manages minimal to no reuse of existing court resources, and creates three court campuses

5. Schuyler Building
   - Adequately satisfies existing occupants
   - Requires relocation of all current occupying functions, which aren't suited for court complex
   - Footprint too small for courtrooms unless garage is demo'd and included in the mix
   - Most costly site, due to moving everyone



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Courtroom Deployment Options

Option 1

Features:

- Maintains the Court functions on the existing courthouse site
- Constructs New Criminal Courts (6), Special Purpose (1), and Special Civil (1) in location of old Jail (implies a tall building)
- Reuse of Criminal Courts (4) in the 1970's Building for Family Courts
- Reuse of Historic Courtrooms (3) for Family Court
- Reuse of existing Civil Courtrooms (4) in the Admin Building
- Adds new Civil Court (1) in the Admin Building
- No demolition of existing structures
- Appeals Court functions remain in lease space
- Reuse existing Criminal Courts for Tax Court (2)

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Courtroom Deployment Options

Option 1

Pros:

- Maintains Morris County's prominence as a justice hub
- Maintains the commitment to downtown
- Improves the Level of Public Service
- Improves operations
- Improves Security
- Provides for future change
- No demolition of existing structures is required
- Requires the least amount of new construction

Cons:

- Mixes Family Court and Criminal Court functions
- Poses significant phasing challenges
- Infill will be much taller than adjacent structures
- Existing floor height configurations pose significant operational and accessibility issues
- Overlap of Judicial and Public Circulation
- Off site AOC functions remain off site

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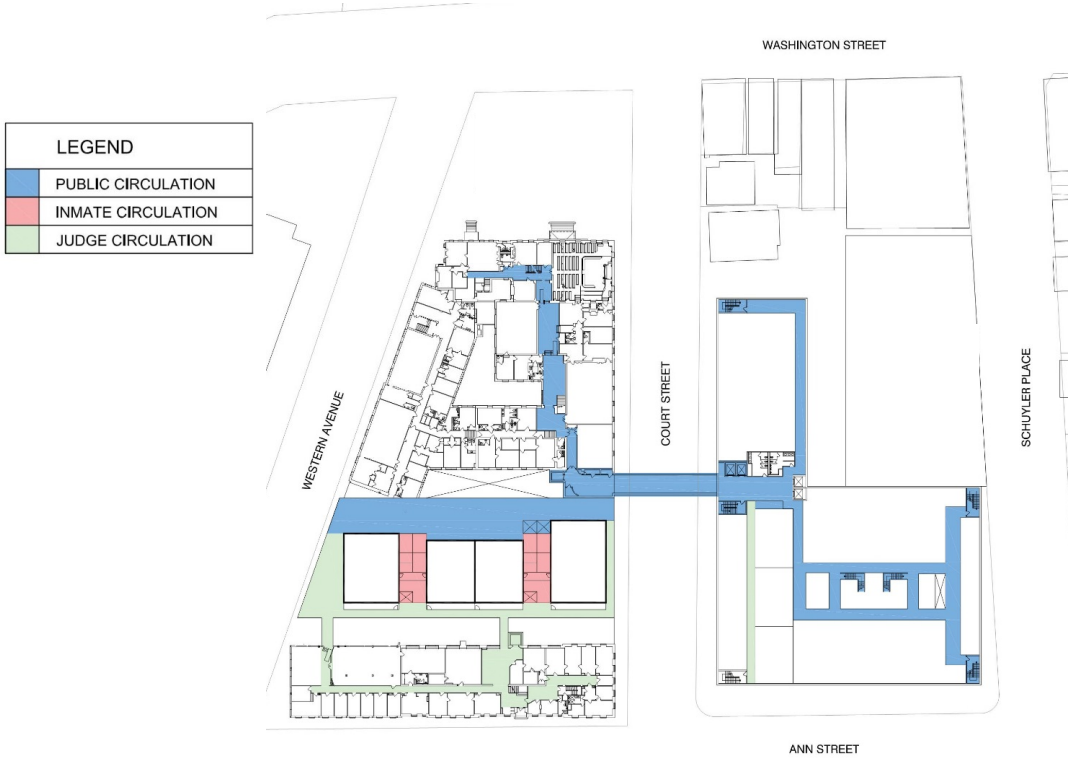
Courtroom Deployment Options

Option 2



Features:

- Maintains the Court functions on the existing courthouse site
- Constructs New Criminal Courts (6), Special Purpose (1) and Special Civil Court (1) Family Courts in location of old Jail/1970's addition
- Reuse of Historic Courtrooms (3) for Family Court
- Reuse of existing Civil Courtrooms (4) in the Admin Building
- Adds new Civil Court (1) in the Admin Building
- Requires the demolition of a portion of the 1970's Building to accommodate new courts
- All off site AOC functions located on 6th floor of new building

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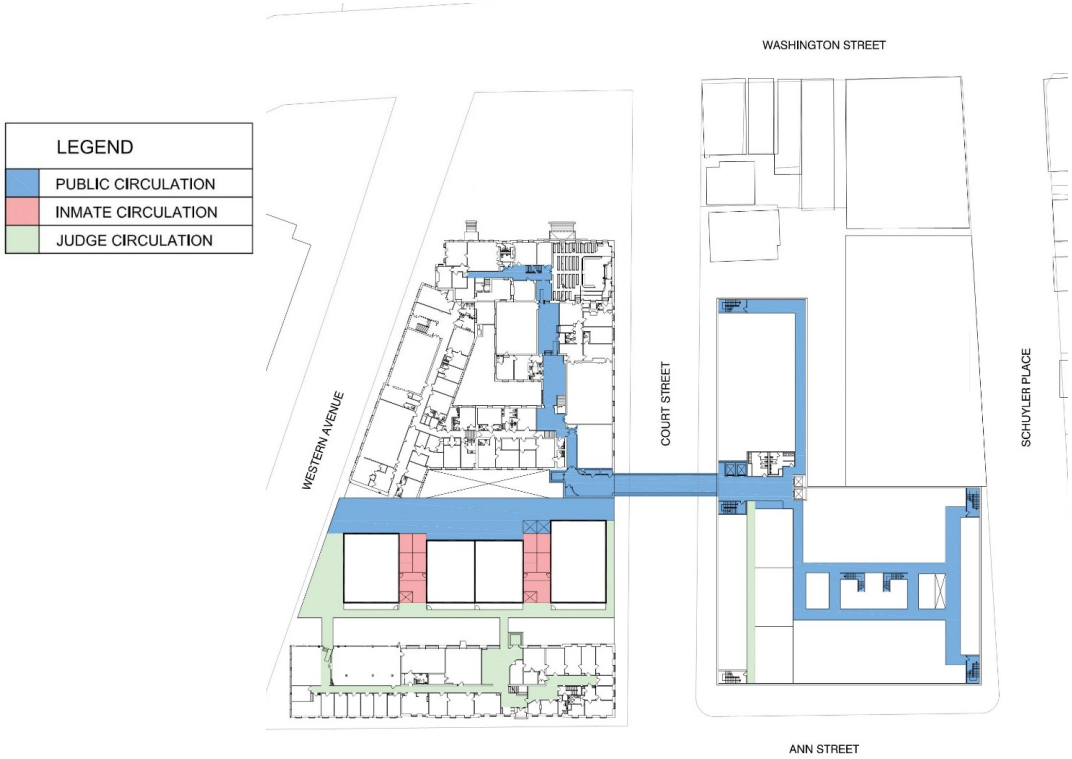
Courtroom Deployment Options

Option 2



Pros:

- Maintains Morris County's prominence as a justice hub
- Maintains the commitment to downtown
- Improves the level of public service for Criminal Courts
- Improves operations for Courts
- Improves Security for Courts
- Reuse of existing/historic resources
- Potential to bring off site AOC functions into County owned property

Cons:

- Poses significant phasing challenges
- Existing floor height configurations pose significant operational and accessibility issues
- Requires complex Phasing to implement

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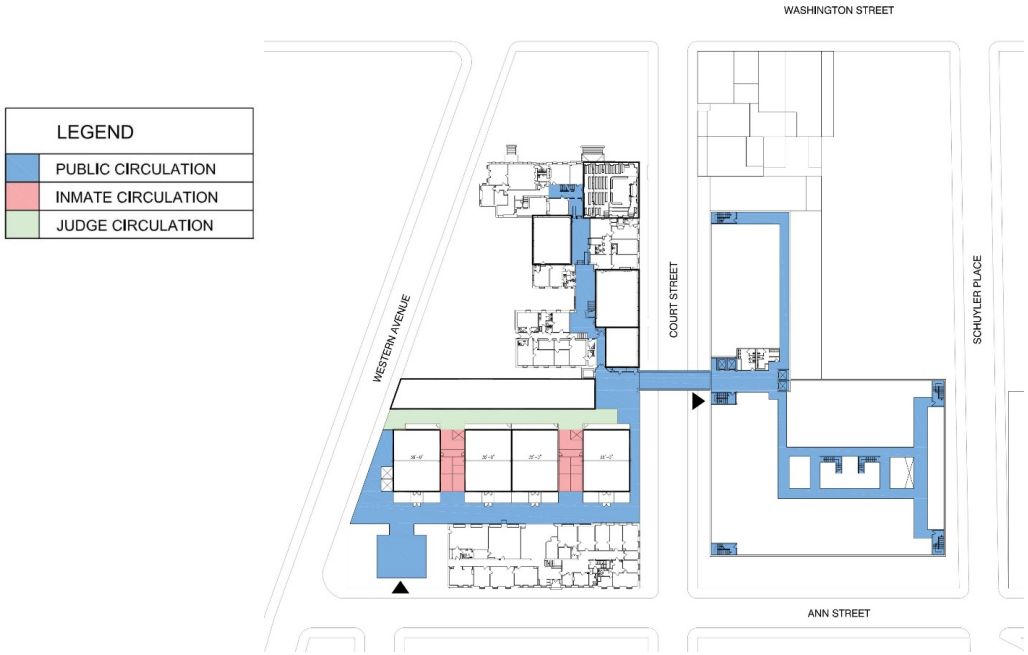
Courtroom Deployment Options

Option 3



Features:

- Maintains the Court functions on the existing courthouse site
- Creates prominent new face for the courts
- Constructs New Criminal Courts (6), Special Purpose (1), Family Courts (4), Tax Courts (2) and Special Civil Court (1) in location of old Jail/1970's addition
- Reuse of Historic Courtrooms (3) for Family Court
- Reuse of existing Civil Courtrooms (4) in the Admin Building
- Add new Civil Court (1) in the Admin Building
- Requires the demolition of a the 1950's and the 1970's Building.to accommodate new courts
- All off site AOC functions could be located on a floor of new building to create revenue stream

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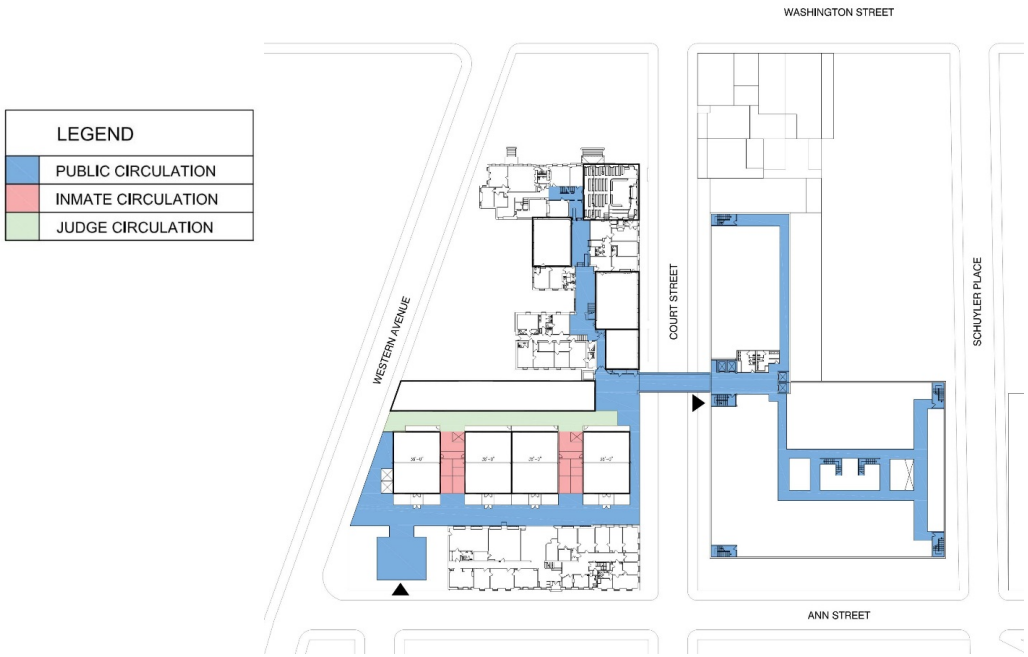
Courtroom Deployment Options

Option 3



Pros:

- Maintains Morris County's prominence as a justice hub
- Maintains the commitment to downtown
- Improves the level of public service for Courts.
- Improves operations for Family and Criminal Courts
- Improves Security for Family and Criminal Courts
- Reuse of historic resources
- Potential to bring off site AOC functions into County owned property

Cons:

- Requires temporary relocation of Criminal and Family Court to implement.
- Existing floor height configurations pose some operational and accessibility issues
- Minimal reuse of existing resources

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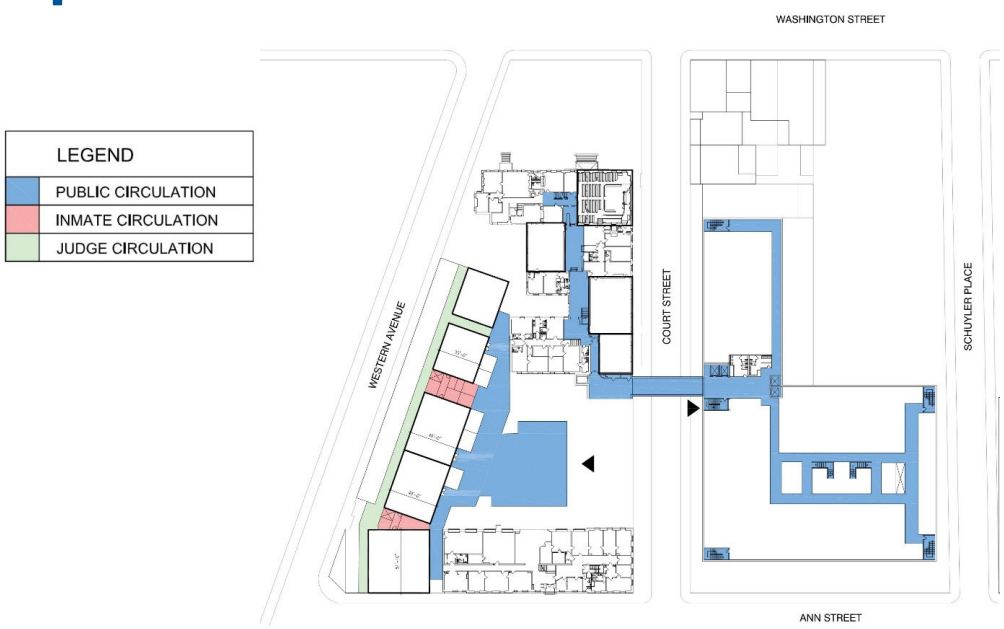
Courtroom Deployment Options

Option 4



Features:

- Maintains the Court functions on the existing courthouse site
- Constructs New Criminal Courts (6), Special Purpose (1), Family Courts (4), Tax Courts (2) and Special Civil Court (1) in location of old Jail/1950's and 1970's addition
- Reuse of Historic Courtrooms (3) for Family Court
- Reuse of existing Civil Courtrooms (4) in the Admin Building
- Add new Civil Court (1) in the Admin Building
- Requires the demolition of a the 1950's and the 1970's Building.to accommodate new courts
- All off site AOC functions could be located on a floor of new building to create revenue stream

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Courtroom Deployment Options

Option 4

Pros:

- Maintains Morris County's prominence as a justice hub
- Maintains the commitment to downtown
- Improves the level of public service for Courts.
- Creates prominent entry and adequate security screening function
- Improves operations for Family and Criminal Courts
- Improves Security for Family and Criminal Courts
- Reuse of historic resources
- Potential to bring off site AOC functions into County owned property

Cons:

- Requires temporary location of Criminal and Family Court to implement (swing space)
- Existing floor height configurations pose some operational and accessibility issues
- Minimal reuse of existing resources

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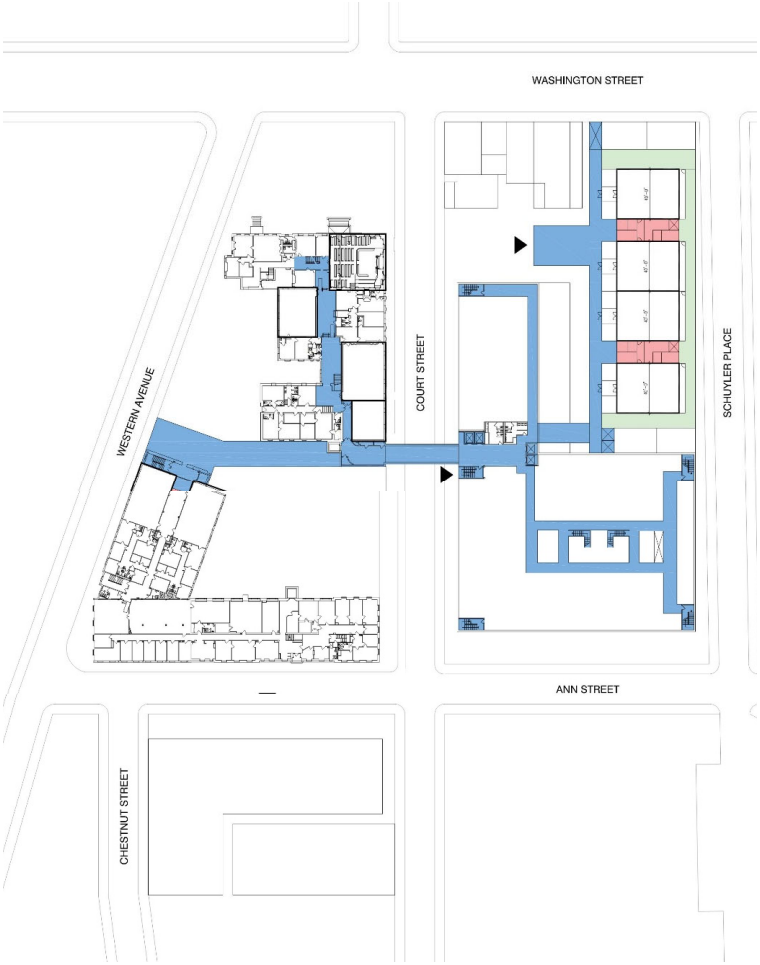
Courtroom Deployment Options

Option 5

LEGEND
PUBLIC CIRCULATION
INMATE CIRCULATION
JUDGE CIRCULATION



Features:

- Constructs New Criminal Courts (6), Special Purpose Court (1), and Special Civil Court (1) addition on to the Admin Building
- Reuse of Historic Courtrooms for Family Court (3)
- Reuse of existing Criminal Courts for Family Court (4)
- Reuse of existing Civil Courtrooms in the Admin Building (4)
- Adds new Civil Court in the Admin Building (1)
- Requires the demolition of a portion of the first floor of the Admin building.
- All off site AOC functions located in the 1930's Building
- Existing Criminal Courts used for Tax Court (2)
- Proposes demolition of the 1950's building

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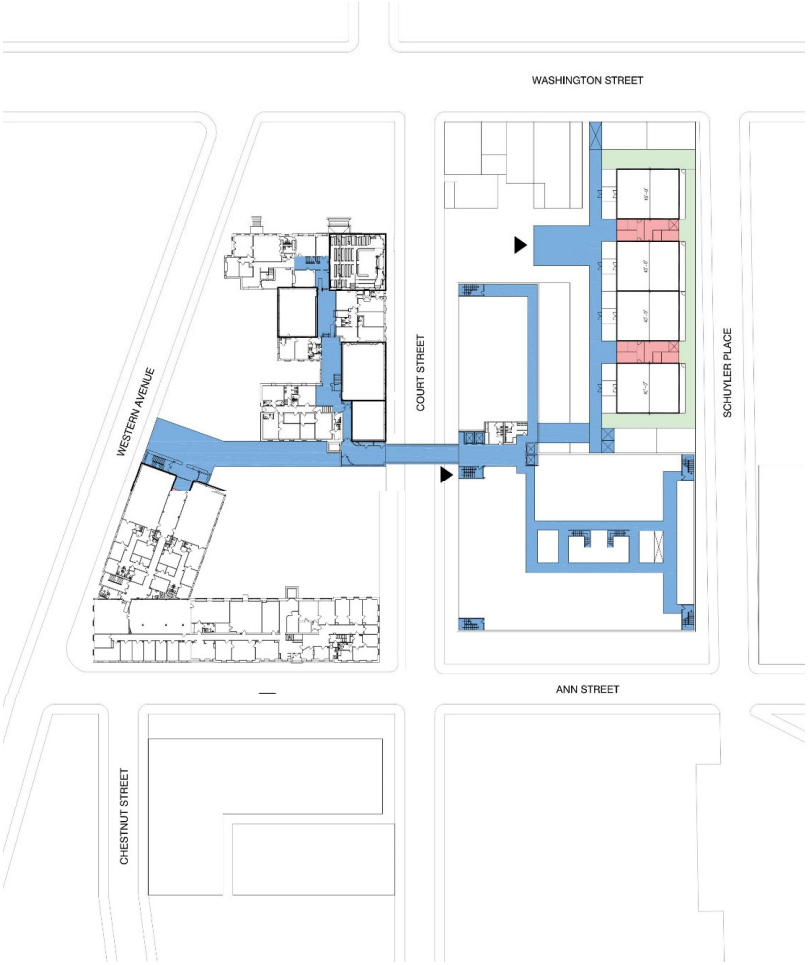
Courtroom Deployment Options

Option 5

LEGEND
PUBLIC CIRCULATION
INMATE CIRCULATION
JUDGE CIRCULATION



Pros:

- Maintains Morris County's prominence as a justice hub
- Maintains the commitment to downtown
- Improves the Level of Public Service
- Improves operations
- Improves security
- Minimal overlap of circulation paths
- Provide for future change
- Proposes demolition of 1950's Building
- Reuse of historic courtrooms for Family Court
- Brings off site AOC functions into County owned property
- Simple phasing for new construction
- Higher level of predictability for cost of implementation

Cons:

- AOC remains off site

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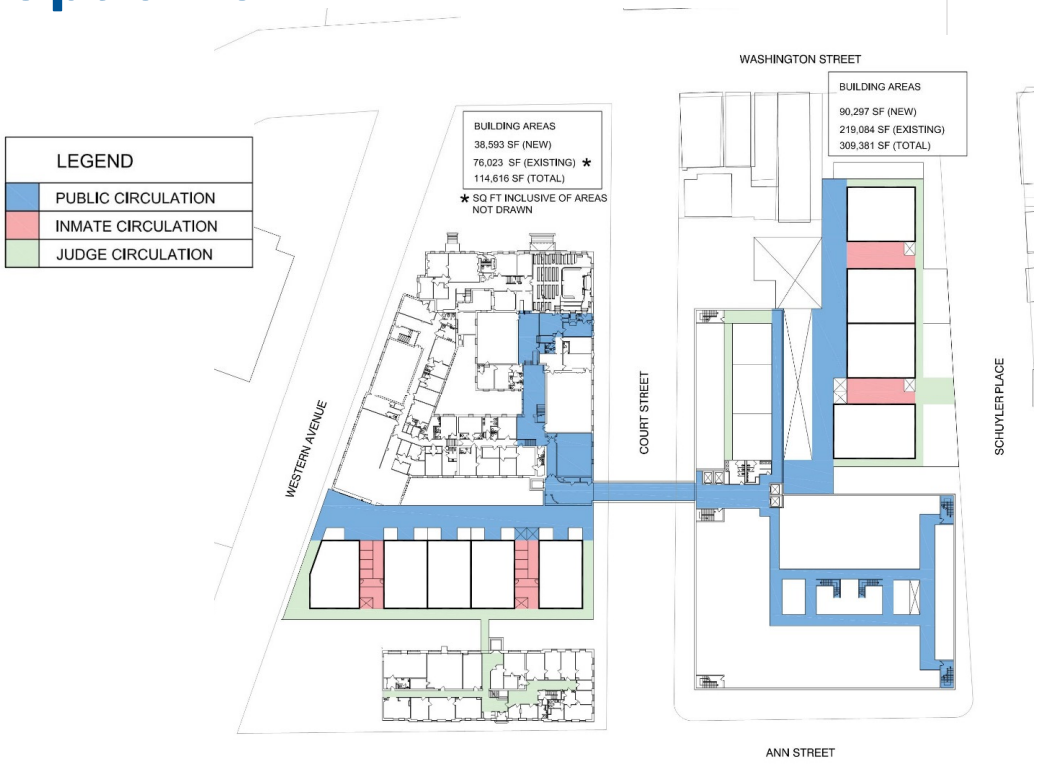
Courtroom Deployment Options

Option 6



Features:

- Constructs New Criminal Courts (6), Special Purpose Court (1) and Special Civil Court (1) addition on to the Admin Building
- Criminal Court Judges are located on upper floor
- Construct New Family Courts (5) in location of old jail/1970's addition
- Reuse Family Courts (2) on second floor of existing courthouse
- Reuse of existing Civil Courtrooms in the Admin Building (4)
- Add new Civil Court in the Admin Building (1)
- Requires the demolition of a portion of the first floor of the Admin building.
- Requires the demolition of the 1970's portion of the Courthouse
- All off site AOC functions remain in lease space

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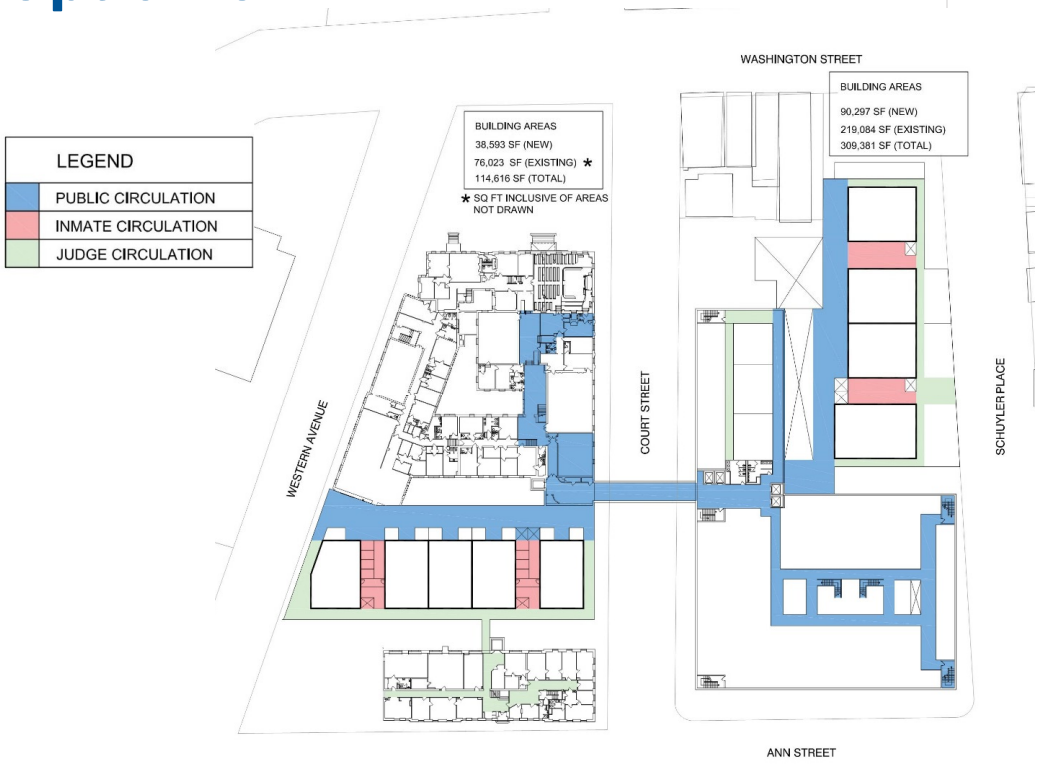
Courtroom Deployment Options

Option 6



Pros:

- Maintains Morris County's prominence as a justice hub
- Maintains the commitment to downtown
- Collocates Criminal and Civil in one building
- Constructs five new family courtrooms
- Improves the Level of Public Service
- Improves operations
- Improves security
- Minimal overlap of circulation paths
- Provides for future change
- Simple phasing for new construction
- Higher level of predictability for cost of implementation
- Separates Criminal and Family Courts

Cons:

- Requires the demolition of the 1970's building
- Complex Phasing of Family Court addition
- Off site AOC functions remain off site

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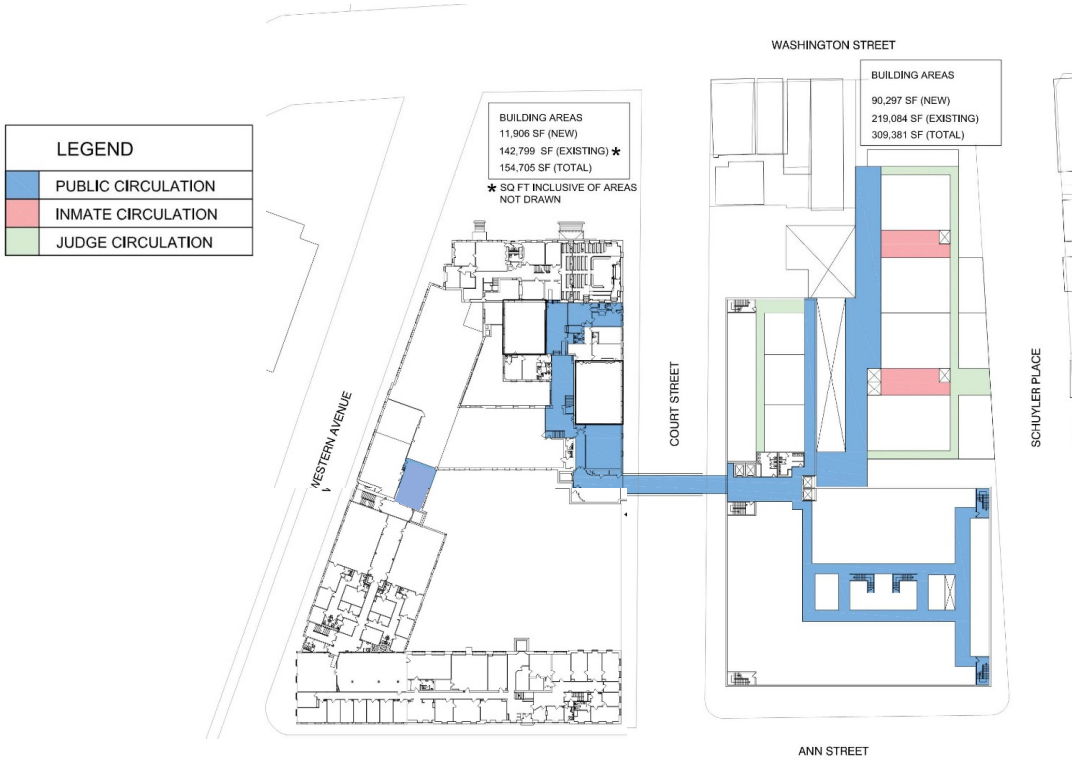
Courtroom Deployment Options

Modified Option 5



Features:

- Construct New Criminal Courts (6), Special Purpose Court (1), and Special Civil Court (1) addition on to the Admin Building
- Reuse of Historic Courtrooms for Family Court (3)
- Reuse of existing Criminal Courts for Family Court (4)
- Reuse of existing Civil Courtrooms in the Admin Building (4)
- Add new Civil Court in the Admin Building (1)
- Requires the demolition of a portion of the first floor of the Admin building.
- All off site AOC functions located in the 1930's Building
- Existing Criminal Courts used for Tax Court (2)

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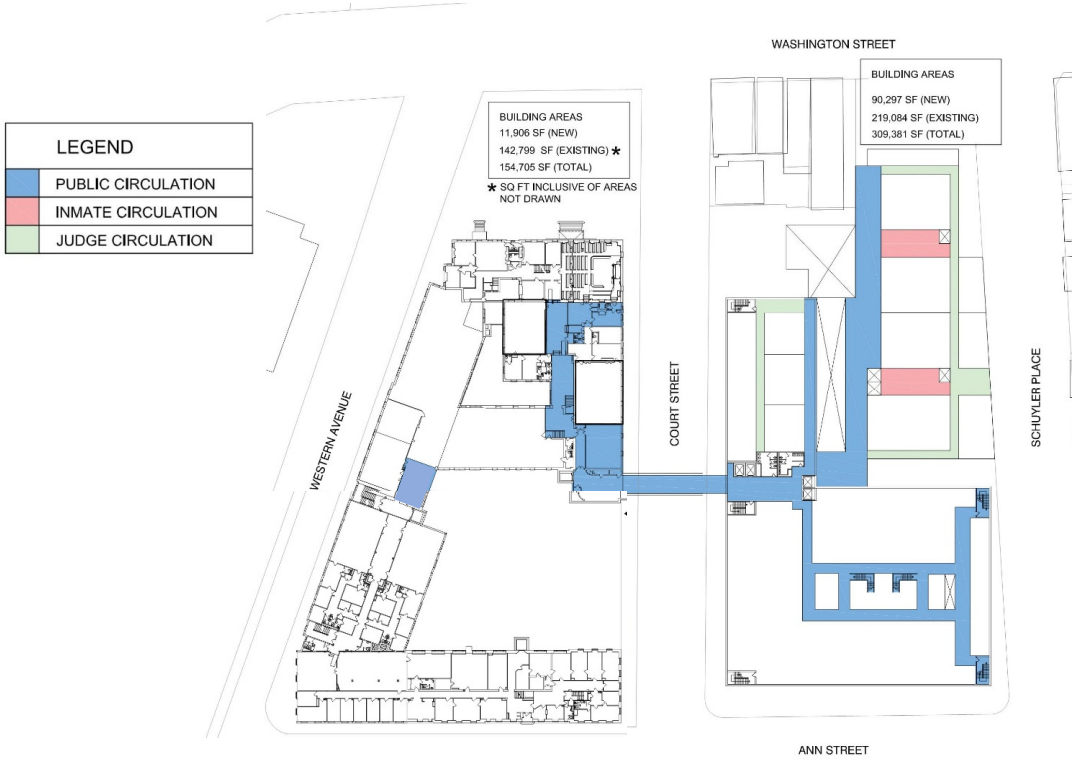
Courtroom Deployment Options

Modified Option 5



Pros:

- Maintains Morris County's prominence as a justice hub
- Long term Master Plan for Courts and General Government
- Maintains the commitment to downtown
- Improves the Level of Public Service
- Improves operations
- Improves security
- Minimal overlap of circulation paths
- Provides for future change
- No demolition of existing court buildings are required
- Reuse of historic courtrooms for Family Court
- Brings off site AOC functions into County owned property
- Simple phasing for new construction
- Higher level of predictability for cost of implementation

Cons:

- Existing courthouse space not fully utilized

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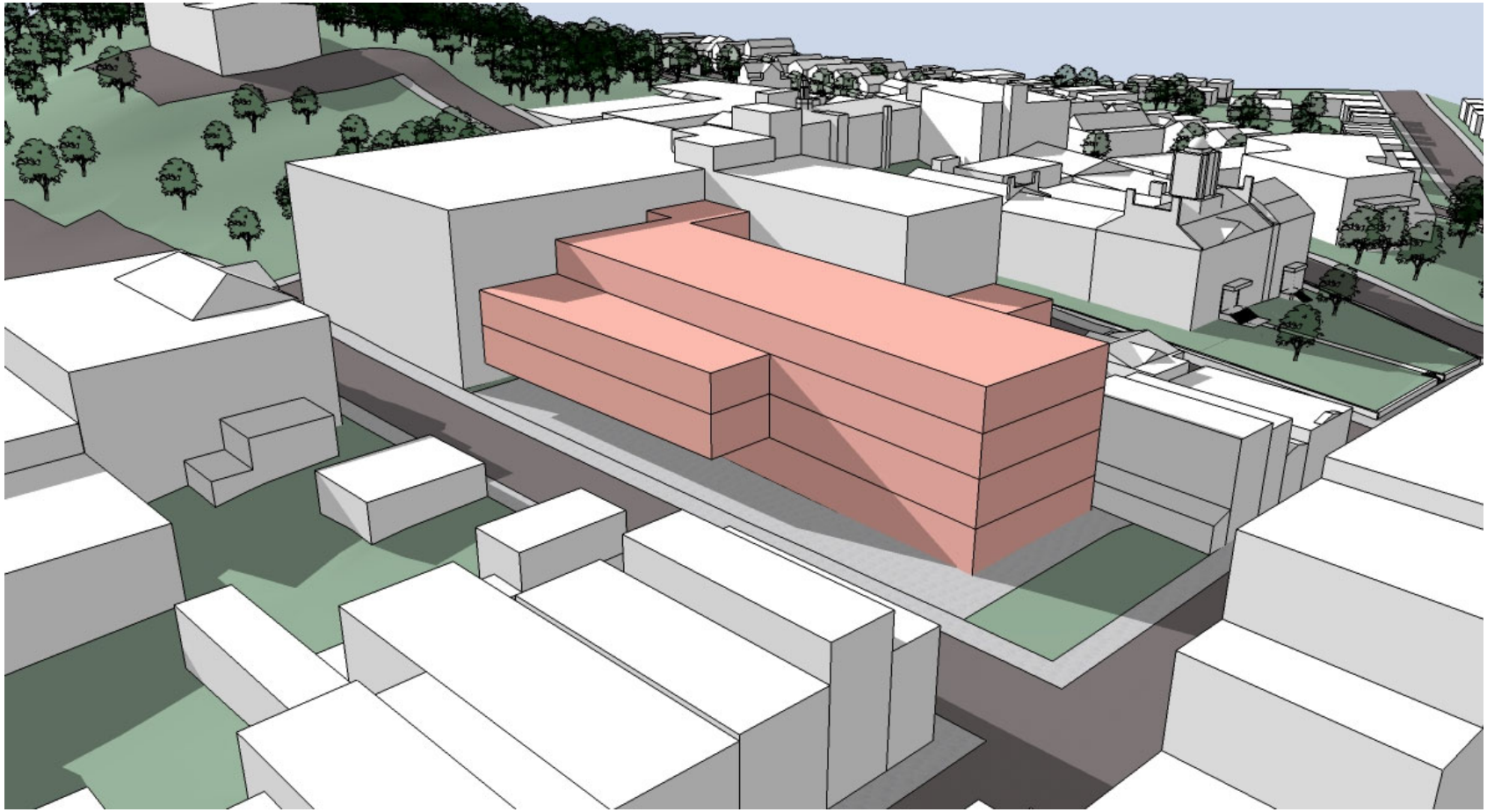
Proposed Concept – Modified Option 5



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Proposed Master Plan

2 INTERMEDIATE BASEMENT
Scale: 1/32" = 1'-0"

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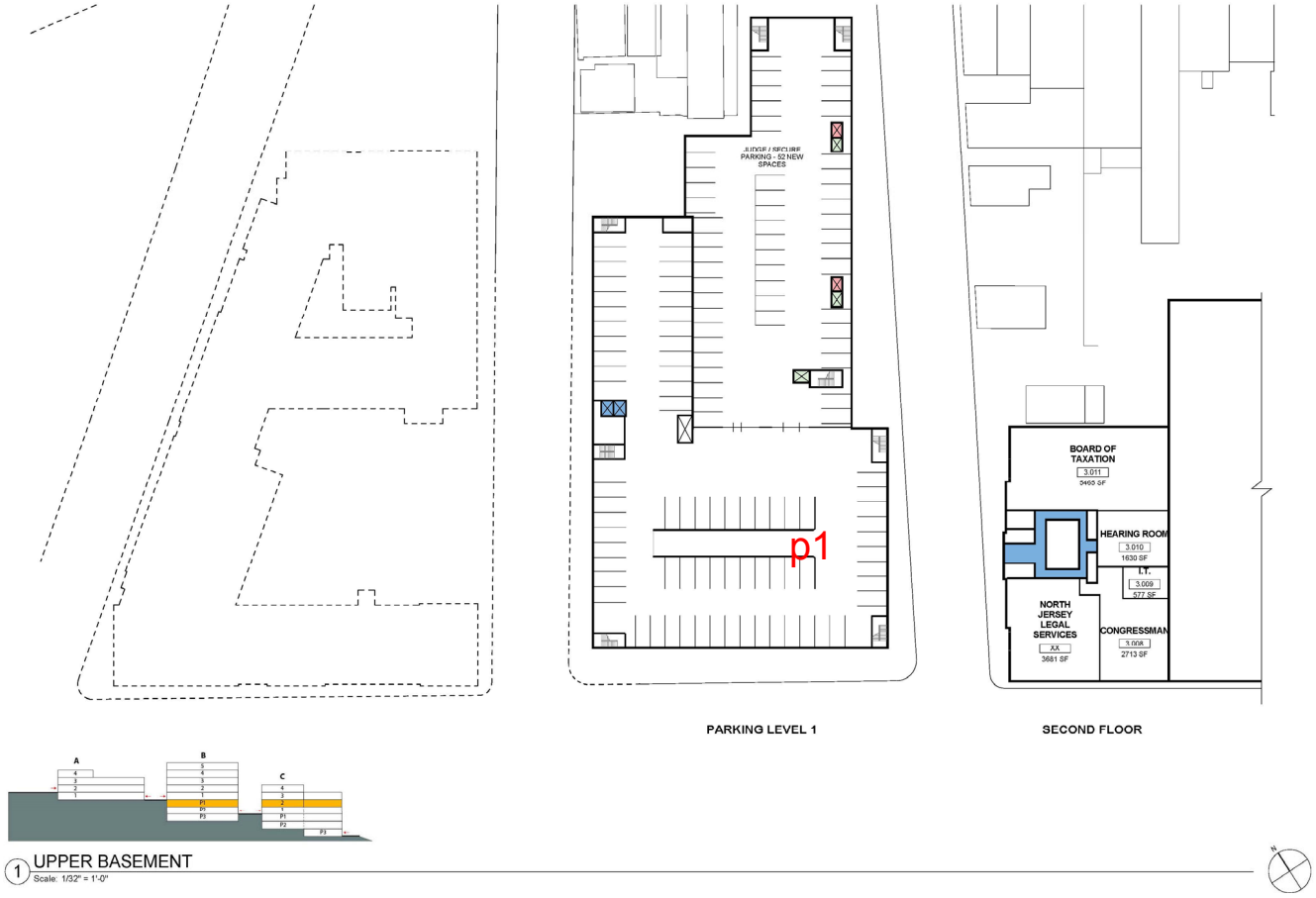
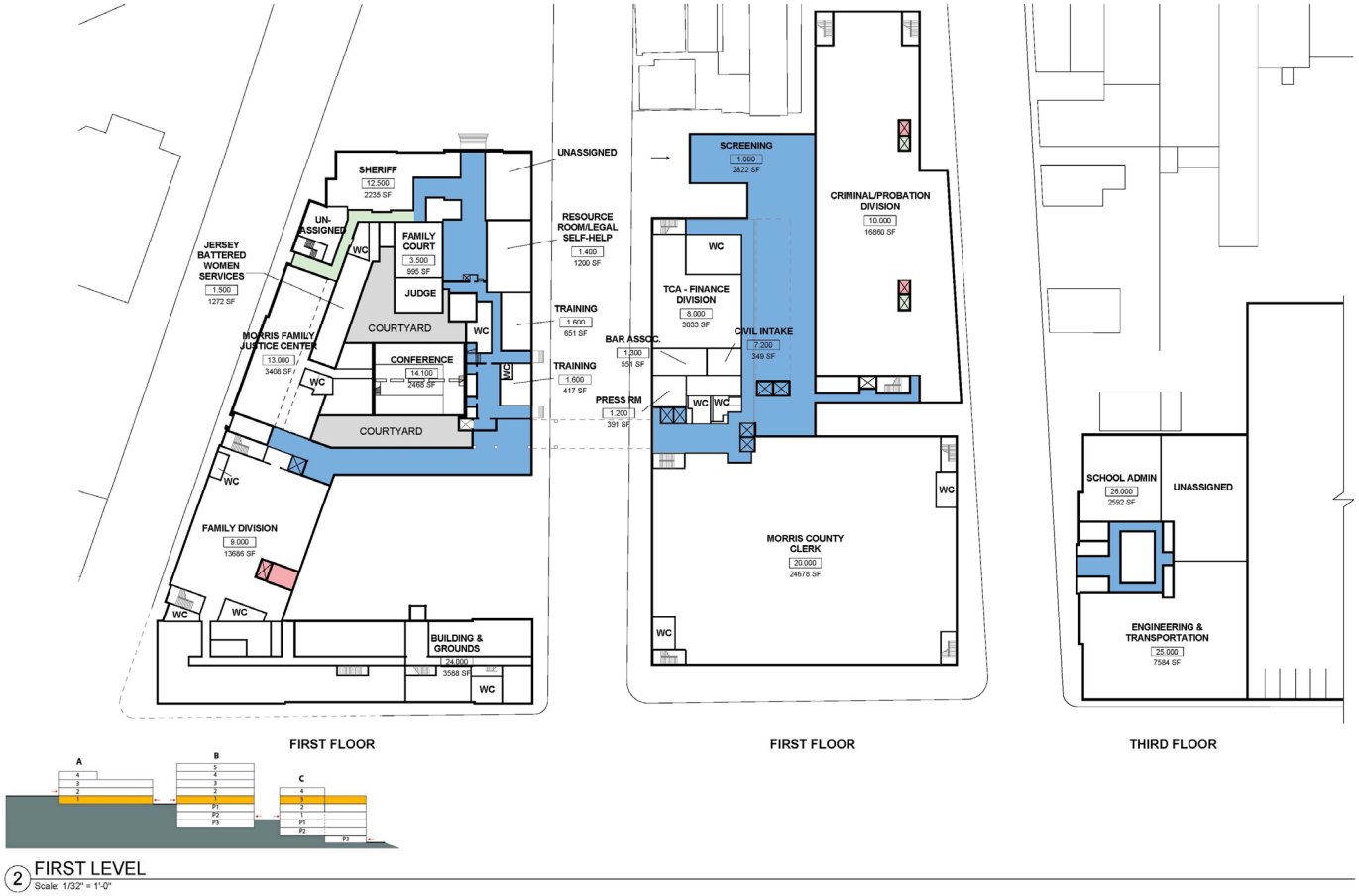
Proposed Master Plan



Proposed Master Plan



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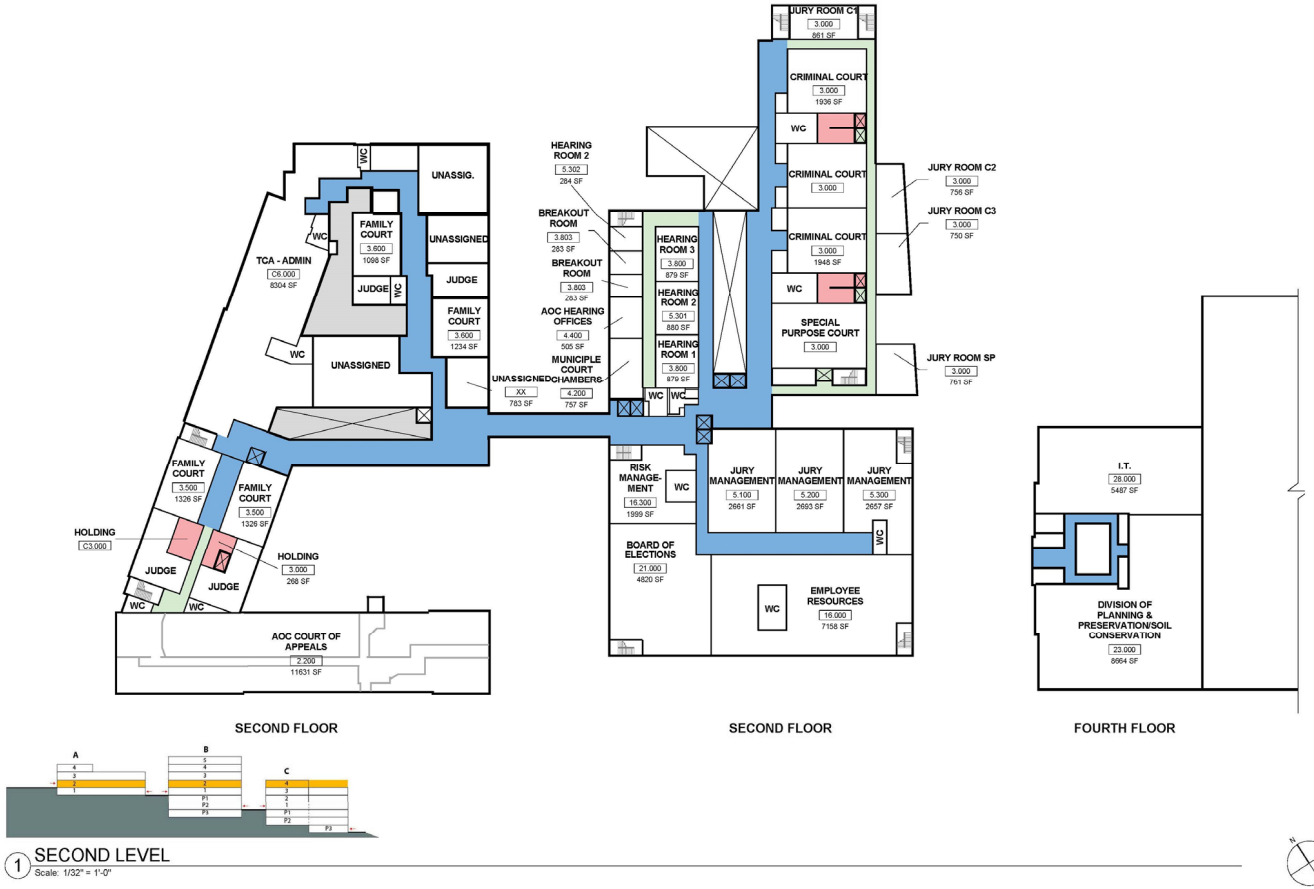
Proposed Master Plan



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Proposed Master Plan

2 THIRD LEVEL
Scale: 1/32" = 1'-0"

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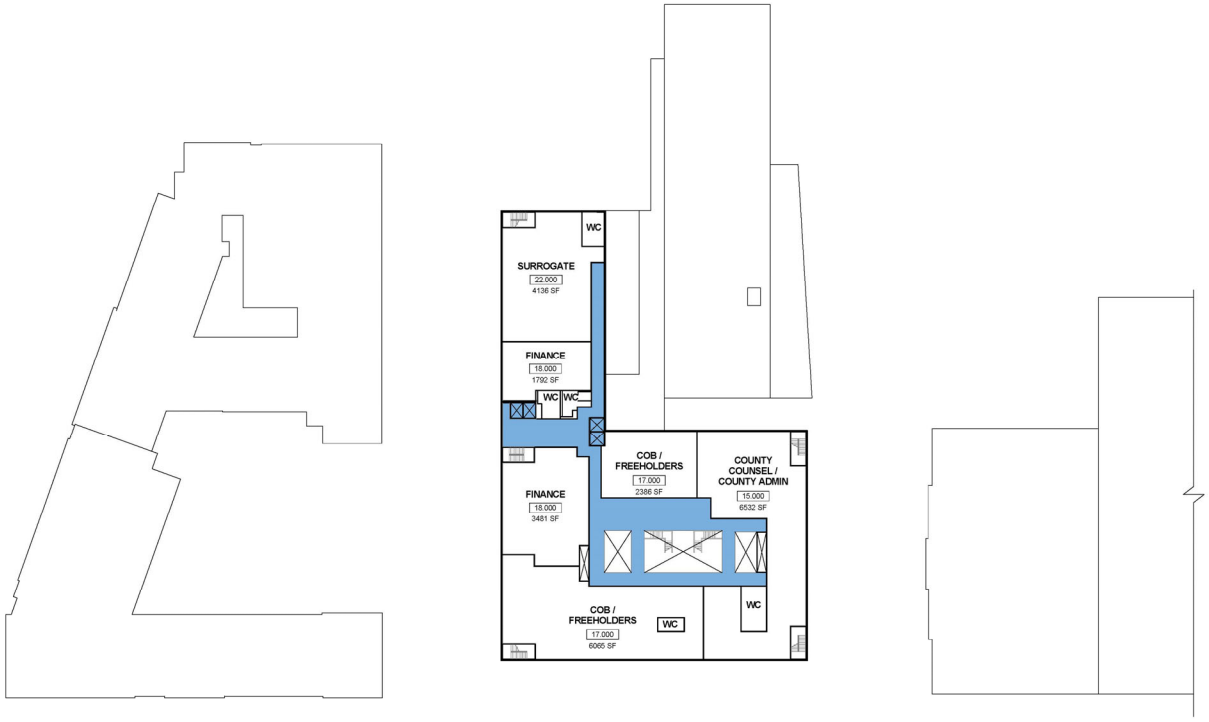
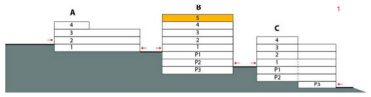
Proposed Master Plan

Dewberry Louis Berger

Proposed Master Plan





2 FIFTH LEVEL
Scale: 1/32" = 1'-0"

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Proposed Concept

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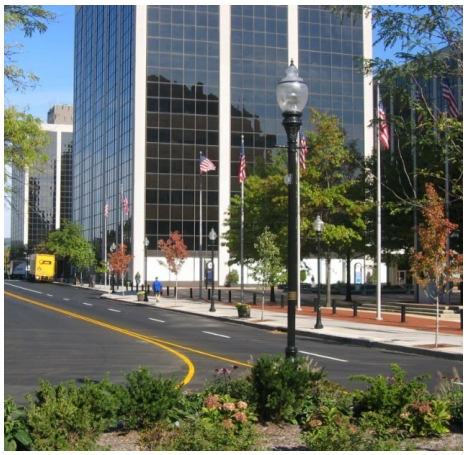

Cost Estimates

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Delivery Considerations – Project Cost

Project	*Estimated Cost*	*AGGREGATE COST*
Design Criminal Courthouse	$5,000,000	$5,000,000
Construct Criminal Courthouse	$63,000,000	$68,000,000
Design Admin Building Renovations	$1,500,000	$69,500,000
Renovate Admin Building	$11,000,000	$80,500,000
Design Courthouse Renovations	$1,600,000	$82,100,000
Renovate Courthouse	$23,000,000	$105,100,000
	Total	**$105,100,000**

- Construction costs are **increasing**
- Delaying the project could result in significant **escalation**

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Delivery Considerations – Public Private Partnerships

Concept: Private sector delivery of Public facility

- Higher cost of borrowing money
- Commitment to long term maintenance
- Management costs associated with the provider
- Transfer of risk to the provider comes at a cost
- Usually associated with revenue generating projects:
  - Toll Roads
  - Parking Garages
  - Dormitory Housing

Most expensive means for project delivery.

Real world example – Long Beach, CA Courthouse

Delivery Considerations – Lease of Offsite Office Space

Concept: Courts can occupy an existing facility on a site outside of Morristown

- Courts are specialized structures
  - Long/wide structural spans for courtrooms
  - Tall floor to floor heights –16 feet
  - "Inside out" assembly process – converging in the courtroom
- Assembly occupancy requires
  - Egress upgrades compared to typical commercial office space
  - HVAC upgrades
- Holding and inmate movement requirements would be challenging
- Per statute, the Superior Court must be located in the County Seat

Not a feasible option.

Discussion

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