



Cuyahoga County Justice Center Master Plan

Executive Steering Committee
Meeting

**November 21, 2019
9:00AM**

Determination:

- Judicial FTE's & Litigation Spaces

Informational Discussion:

- Preliminary Space Program
- Range of Alternatives
- Evaluative Criteria



Westlake
Reed
Leskosky

In Association With:



- I. Call to Order
- II. Roll Call
- III. Housekeeping & Protocol
- IV. Purpose of Meeting; Review of Agenda
- V. Determination #11.21 -1: Judicial FTE's & Litigation Spaces
- VI. Review & Discussion of Preliminary Projection of Space Requirements
- VII. Review & Discussion of Range of Development Alternatives To Be Considered for Future Planning & Possible Evaluative Criteria
- VIII. Other Business
- IX. Public Comment: Alternatives & Criteria
- X. Next Steps / Next Meetings
- XI. Adjournment

Meeting Purpose

“ . . . to further the planning process by adopting a determination of judicial positions and range of litigation spaces for the Courts, as a basis for continued development of the program . . .

. . . review and discussion of the preliminary estimate of space requirements to accommodate the Courts and related agencies, Detention facilities and the Sheriff’s Administration in accordance with accepted standards and best practices . . .

. . . review and discussion of a range of Development Alternatives to be analyzed in determining the best course of action to provide state-of-the-art Court, agency & detention facilities to provide enhanced public service and achieve better outcomes for the citizens of Cuyahoga County . . .

. . . initial review and discussion of Evaluative Criteria to be considered by the Steering Committee in eventually determining the preferred Development Alternative for implementation . . .”

- I. Call to Order
- II. Roll Call
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- V. **Determination #11.21 -1: Judicial FTE's & Litigation Spaces**
- VI. Review & Discussion of Preliminary Projection of Space Requirements
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V. Determination #11.21-1

V. Determination #11.21 -1: Judicial FTE's & Litigation Spaces

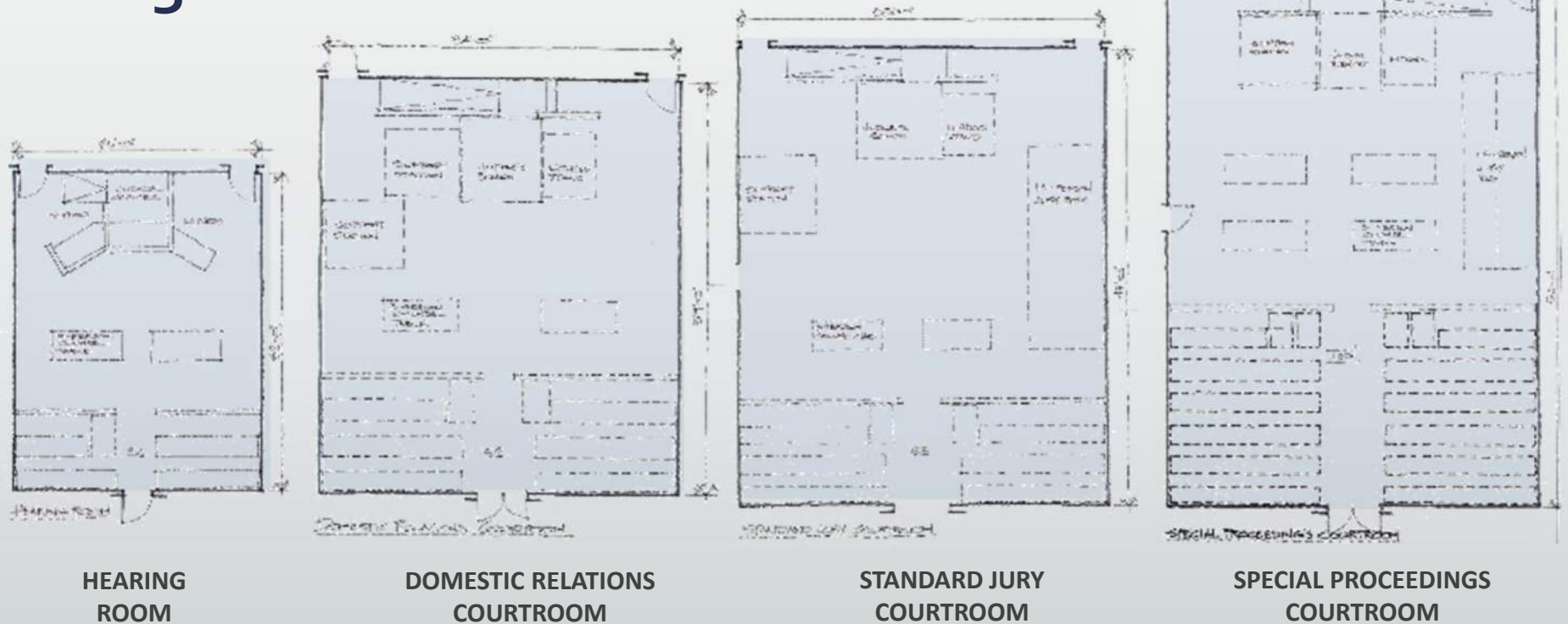
"The Steering Committee determines that the starting place for courts and related components will proceed on the assumption of 52 Judges and 52 courtrooms, one courtroom per Judge, and no more than 42 Magistrates and no less than 38 Magistrates. Based on the Rules of Superintendence, appropriate courtrooms will be provided for all Judges. Planning for Magistrates will explore opportunities to share litigation spaces among Magistrates. Overall planning will focus on taking advantage of opportunities to right size space and allow for flexible decision-making as part of implementation planning due to unknowns regarding future caseload and allocation of judicial positions."

- a. Background
- b. Public Comment
- c. Motion by Steering Committee
- d. Further Discussion (if Required)
- e. Vote

VI. Preliminary Projection of Space Need - Courts

Variable Litigation Spaces

- Range of Courtroom Sizes/Configurations
- Reduced courthouse size
- Flexibility in assigning cases
- High-volume courtrooms



V. Determination #11.21-1

V. Determination #11.21 -1: Judicial FTE's & Litigation Spaces

"The Steering Committee determines that the starting place for courts and related components will proceed on the assumption of 52 Judges and 52 courtrooms, one courtroom per Judge, and no more than 42 Magistrates and no less than 38 Magistrates. Based on the Rules of Superintendence, appropriate courtrooms will be provided for all Judges. Planning for Magistrates will explore opportunities to share litigation spaces among Magistrates. Overall planning will focus on taking advantage of opportunities to right size space and allow for flexible decision-making as part of implementation planning due to unknowns regarding future caseload and allocation of judicial positions."

- a. Background
- b. Public Comment
- c. Motion by Steering Committee
- d. Further Discussion (if Required)
- e. Vote

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VI. Preliminary Projection of Space Need

VI. Review & Discussion of Preliminary Projection of Space Requirements

- a. **Introductory Comments – Approach to Programming**
- b. Courts & Related Agencies
- c. Detention/Corrections
- d. Sheriff Administration
- e. Summary of Projected Need & Next Steps

VI. Preliminary Projection of Space Need

VI. Review & Discussion of Preliminary Projection of Space Requirements

- a. Introductory Comments – Approach to Programming
- b. Courts & Related Agencies**
- c. Detention/Corrections
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VI. Preliminary Projection of Space Need - Courts

Basis for Programming

- Proceed on the assumption of 52 judges and 52 courtrooms, one courtroom per courtroom per Judges, and no more than 42 Magistrates and no less than 38 Magistrates.

Functional Considerations:

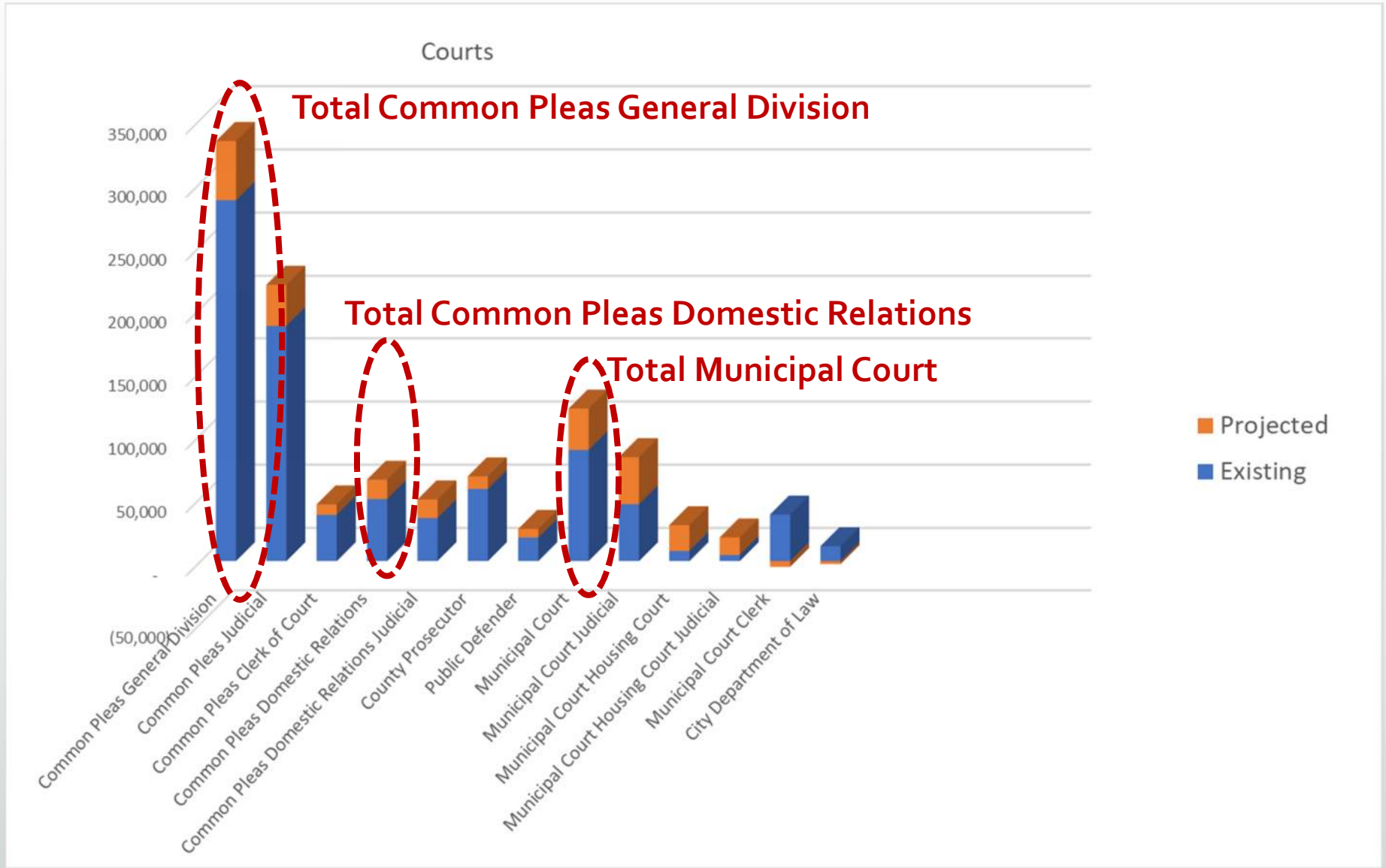
- *Common Pleas Functions* - located in 4 buildings and scattered over multiple floors
- *County Prosecutor* - located in 2 buildings and most felony attorneys are doubled up
- *Public Defender* - located on 2 non-contiguous floors
- *Housing Court Magistrates* - housed in cubicles in a restricted corridor
- *Municipal Court* - inadequate pool of litigation spaces
- *Sheriff's Court Security* – inadequate holding spaces to meet volume of today's "hold separates" needs at the court floor levels
- *Clerk of Court* – spatial imbalance between existing and needed space
- *Domestic Relations Court* – security concerns due to lack of circulation between populations
- *General* - staff support spaces undersized

VI. Preliminary Projection of Space Need - Courts

#	Component	DGSF		
		Existing	Existing Need	Deficit
County				
	Common Pleas - General Division			
	Judicial	186,083	219,127	(33,044)
	Administration	99,985	113,760	(13,775)
	Total	285,978	332,887	(46,909)
				-
	Clerk of Courts			
	Total	36,596	44,848	(8,252)
				-
	County Prosecutor			
	Total	55,888	67,013	(11,125)
				-
	Public Defender			
	Total	18,539	25,425	(6,886)
				-
	Domestic Relations			
	Judicial *	34,046	48,759	(14,713)
	Administration*	15,025	15,603	(578)
	Total	49,071	64,362	(15,291)
	County Total	446,072	534,535	(88,463)

City				
	Municipal Court - General Division			
	Judicial	44,976	83,236	(38,260)
	Administration	42,864	37,369	5,495
	Total	87,840	120,605	(32,765)
				-
	Municipal Court - Housing Division			
	Judicial	4,793	18,703	(13,910)
	Administration	3,223	9,725	(6,502)
	Total	8,016	28,428	(20,412)
				-
	Municipal Clerk			
	Total	36,767	32,269	4,498
				-
	Cleveland Department of Law			
	Total	11,724	9,468	2,256
	City Total	144,347	190,770	(46,423)

VI. Preliminary Projection of Space Need - Courts



VI. Preliminary Projection of Space Need

VI. Review & Discussion of Preliminary Projection of Space Requirements

- a. Introductory Comments – Approach to Programming
- b. Courts & Related Agencies
- c. **Detention/Corrections**
- d. Sheriff Administration
- e. Summary of Projected Need & Next Steps

VI. Preliminary Projection of Space Need - Detention

Basis for Programming

- Planning should proceed based on an assumption of a rated capacity for the jail of no less than 1,600 beds with a support core planned for no more than 2,400 beds.

Functional Considerations:

- Operational Paradigm Change
 - Enhanced & effective direct supervision in all housing areas
 - Open waiting for staging v. secure cells
- Staffing efficiency throughout all areas of the jail
 - Minimize inmate movement
 - Bring staff to housing and decentralized support areas
- Focus on medical & mental health treatment needs
 - 352 beds (est.) for mental health (288 male; 64 female)
 - 172 beds (est.) for medical (108 male; 64 female)

VI. Preliminary Projection of Space Need - Detention

Functional Considerations (*cont'd.*):

- Central Intake Assessment Center
 - Large enough to be a Central Booking facility for the entire County
 - Focus on expediting release and/or diversion, if possible
 - Space for courts, clerk, prosecutor, and public defender
 - Medical/Mental health assessment
 - Pretrial services hub
 - Transportation staging area large enough to facilitate movement to Court
 - Public interface, as needed
 - Reentry services located at release Focus on medical & mental health treatment needs

VI. Preliminary Projection of Space Need - Detention

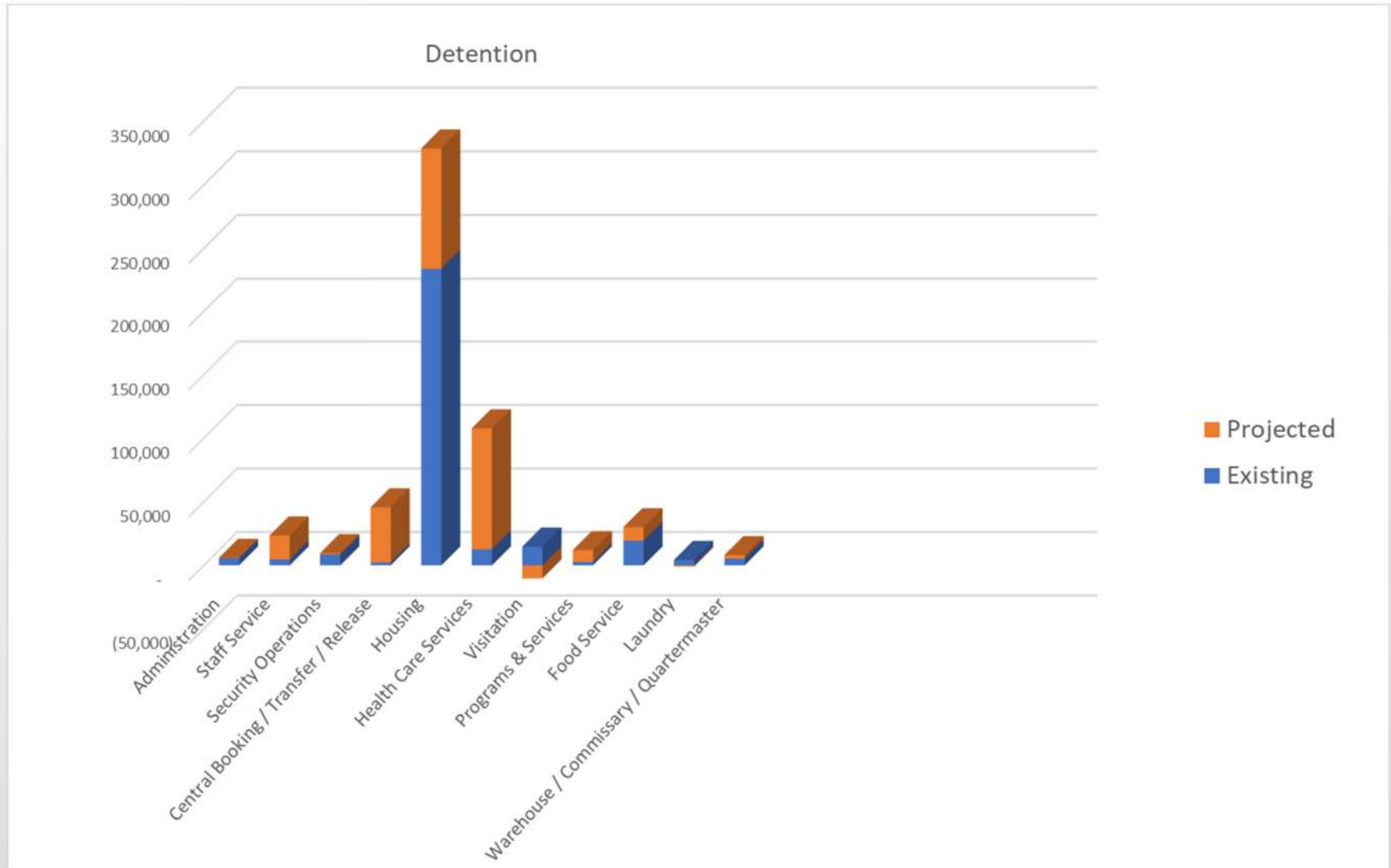
Functional Considerations (*cont'd.*):

- Expanded Programming and Inmate Services
 - Social Service staff
 - Education
 - Cognitive and life skills building
 - Expanded volunteer services
- Focus on reentry services starting at intake

VI. Preliminary Projection of Space Need - Detention

#	Major Component	Existing	Projected	Delta
2.000	Facility Administration	5,700	5,853	153
3.000	Staff Support	4,600	23,469	18,869
4.000	Security Operations	8,590	9,600	1,010
5.000	Intake/Release & Transportation			
	Intake/Release & Transportation Total	23,500	45,711	22,211
6.000	Court		0	0
7.000	Housing			
	Housing Total	234,050	328,452	94,402
8.000	Health Care			0
	Health Care Total	12,620	107,880	95,260
9.000	Visitation	14,780	4,533	-10,247
10.000	Programs and Services	2,630	11,936	9,306
11.000	Foodservice	19,500	30,000	10,500
12.000	Laundry	4,300	3,461	-839
13.000	Warehouse/Commissary	5,350	8,093	2,743
	Total	335,620	578,988	243,368
14.000	Maintenance/Central Plant			
	14.100 - 14.200 Maintenance		7,531	
	14.200 Central Plant		5,500	
	Maintenance/Central Plant Total		13,031	
	SUBTOTAL		696,624	
	Building Grossing Factor (15%)		104,494	

VI. Preliminary Projection of Space Need - Detention



VI. Preliminary Projection of Space Need

VI. Review & Discussion of Preliminary Projection of Space Requirements

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VI. Preliminary Projection of Space Need – Sheriff’s Admin.

Basis for Programming

- Relatively flat growth over the planning horizon – 3-5% allowance for additional workstations in the future
- Single largest space impact is current need to appropriate space standards

Functional Considerations:

- Components are currently spread out across multiple floors and multiple locations on floors
- Evidence is currently in 8-10 locations in the building, and there are 2 evidence drop box locations. This should all be centralized in one location for ensuring chain of custody of all evidence
- Cubicle and office spaces are cramped due to lack of storage, insufficient cubicle/office sizes that need to include storage for coats, equipment, fire arms, etc.

VI. Preliminary Projection of Space Need – Sheriff’s Admin.

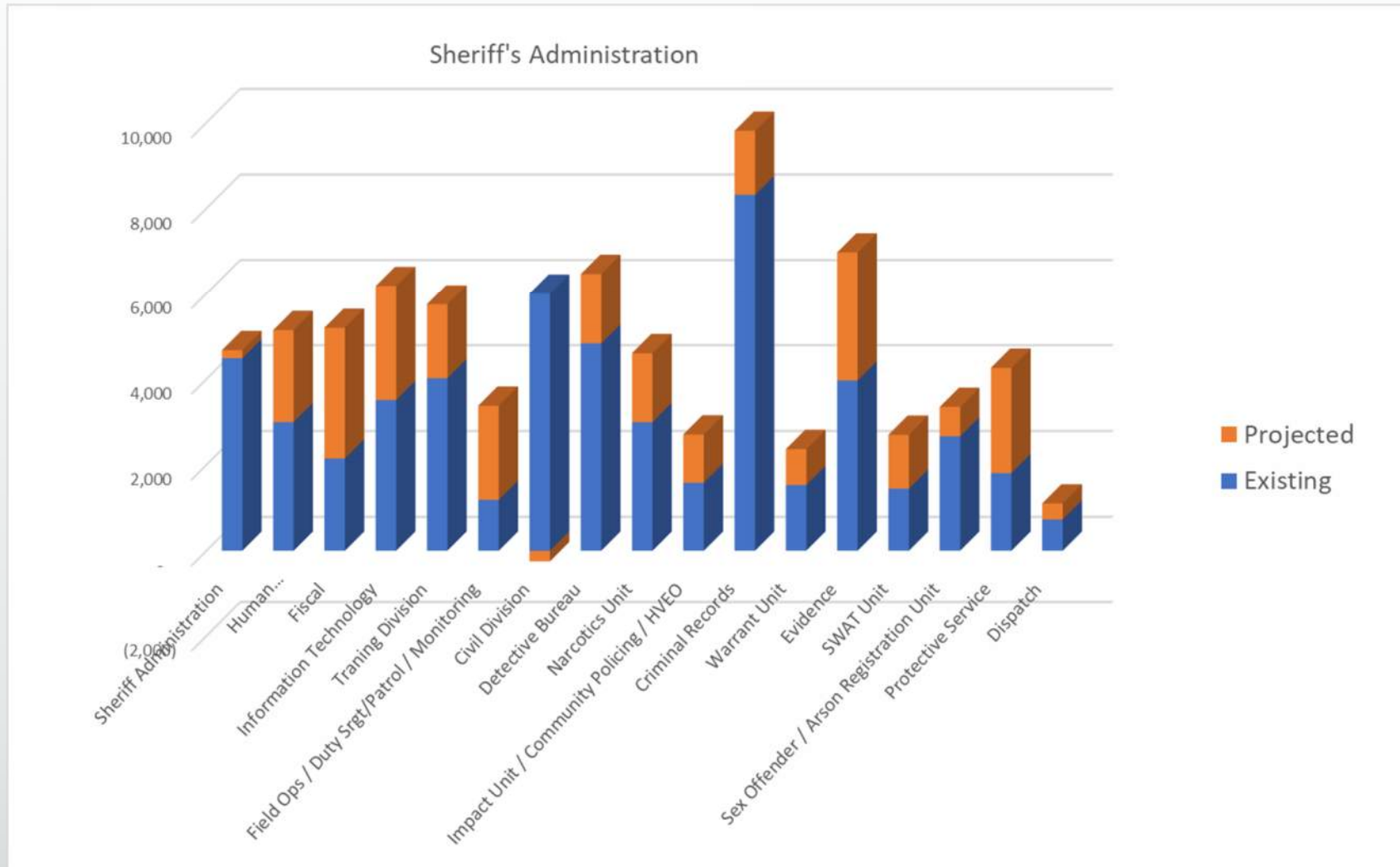
Functional Considerations (*cont’d*):

- There is virtually no circulation space between office areas that are comprised of cubicles/workstations, which results in large work areas that are cramped with limited ability to move around to get to files, copiers, etc.
- Currently there is no space included in the building for processing a crime scene vehicle
- Conference/meeting/rollcall space is not adequate for all of the Sheriff’s components. Meetings and rollcall are held in offices or spill out into the hallway
- Space for Field Operations/Deputy Sergeant/Patrol and Electronic Monitoring is inadequate, and is shared by all functions of court security. There is only one shared use room for all of these functions.

VI. Preliminary Projection of Space Need – Sheriff’s Admin.

300 - Sheriff Administration Space Forecast Summary				
#		Existing Area	Total DGSF	Delta
301.01	Sheriff's Administration	4,482	4,671	189
301.02	Human Resources	2,993	5,139	2,146
301.03	Fiscal	2,149	5,192	3,043
301.04	Information Technology	3,512	6,178	2,666
301.05	Training Division	4,017	5,744	1,727
301.06	Field Operations/Duty Srgt/Patrol/Monitoring	1,185	3,375	2,190
301.07	Civil Division	6,000	5,754	(246)
301.08	Detective Bureau	4,828	6,426	1,598
301.09	Narcotics Unit	2,993	4,599	1,606
301.10	Impact Unit/Community Policing/HVEO	1,584	2,707	1,123
301.11	Criminal Records	8,313	9,810	1,497
301.12	Warrant Unit	1,531	2,367	836
301.13	Evidence	3,964	6,966	3,002
301.14	SWAT Unit	1,445	2,700	1,255
301.15	Sex Offender/Arson Registration Unit	2,665	3,348	683
301.16	Protective Service	1,808	4,259	2,451
301.17	Dispatch	729	1,099	370
	Subtotal - Sheriff's Administration	54,198	80,334	26,136
301.18	Public Lobby/Shared Use/Building Services		9,198	
	TOTAL - SHERIFF'S ADMINISTRATION		89,532	
Notes:				
(1) Court Security and Protective Services staff assigned to courthouse included in courthouse program.				
(2) Marine Patrol (remote location) approximately 3,500 DGSF.				
Source: Chinn Planning, Inc.			11-9-19	

VI. Preliminary Projection of Space Need – Sheriff’s Admin.



VI. Preliminary Projection of Space Need

VI. Review & Discussion of Preliminary Projection of Space Requirements

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VI. Summary of Projected Need & Next Steps

Component	Existing DGSF	Projected DGSF	Shortfall
Courts	593,160	729,328	136,168
Sheriff Administration	54,198	80,334	26,146
Detention	335,260	578,988	243,728
Building Support	Support space shared by all components		
Courts	137,568	50,754	52,638
Sheriff Administration		9,198	
Detention		24,978	
Total	1,120,186	1,422,831	302,645

Next Steps:

- Individual User Group Reviews
 - Courts & Related Agencies
 - Detention
 - Sheriff's Administration
- Refine Program
- Freeze Program for Alternatives Analysis
- Final Refinement of Program to reflect preferred Alternative

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VII. Range of Development Alternatives

In broad terms three major alternatives preliminarily identified ranging from Maximum Reuse to Full Replacement

1. Expand, Renovate or Replace Consolidated Justice Center in-place
2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place
3. Develop New Court & Jail facilities on New Site(s)

VII. Range of Development Alternatives

Common Elements to all Preliminary Alternatives

- Jail I must be replaced
 - Operationally inefficient – small housing units
 - Excessive inmate movement
 - Physical condition
 - Lack of program space on housing floors
 - Lack of facilities for attorney, family visiting
 - Lack of space/access for CBO programs
 - Inadequacy of support functions – Intake/Central Booking

VII. Range of Development Alternatives

Common Elements to all Preliminary Alternatives

- Sheriff's Administration functions are considered part of Jail siting
- Consolidation of off-site functions into Court Complex
- Central Energy Plant
- Parking for staff and public
- Population Management & emphasis on Diversion
- Note: At this point in time, all options are not site specific

VII. Range of Development Alternatives

1. Expand, Renovate or Replace Consolidated Justice Center in-place

1a – Maximum Reuse (*Jail II, Court Tower, PAB & Old Courthouse*) – **Limited Courts Consolidation** (*Domestic Relations Remains in Old Courthouse*)

1b – Maximum Reuse (*Jail II, Court Tower & PAB*) – **Full Courts Consolidation**

1c – Partial Reuse (*Jail II & Court Tower*) **Rebuild on Existing Site, Full Courts Consolidation**

1d – Full Replacement

VII. Range of Development Alternatives

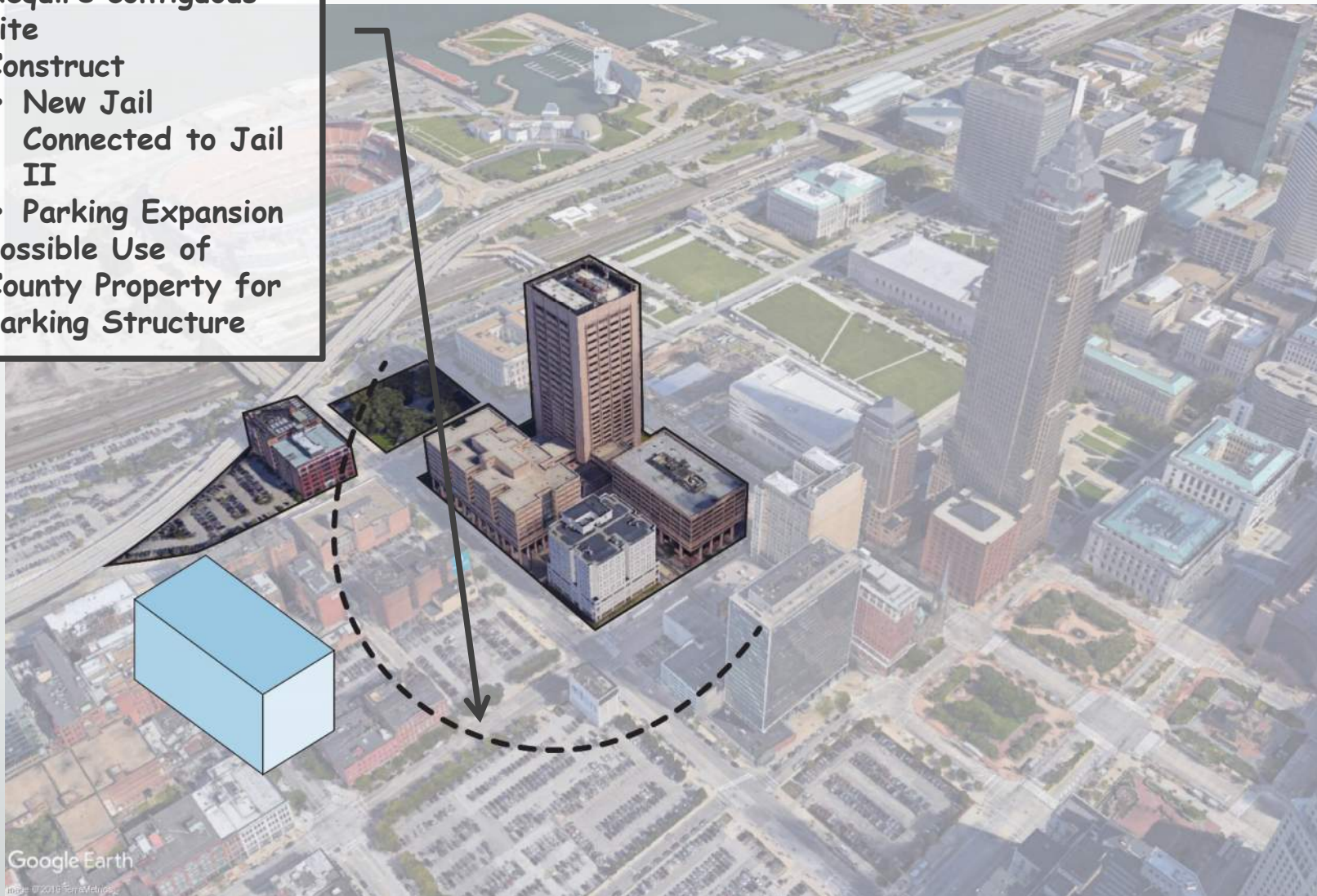
1a – Maximum Reuse (*Jail II, Court Tower, PAB & Old Courthouse*) – **Limited Courts Consolidation** (*Domestic Relations Remains in Old Courthouse*)

- Land expansion considerations – contiguous site
- Demolish Jail 1
- Expand Courts/Agency Space & add parking (allow for swing space to accommodate renovations)
- Renovation/reuse of space occupied in Police Administration Building for Court Support/Related Agency functions
- Phased Renovation of Court Tower (Courts or Agency/office uses)
- Phased Renovation of Old Courthouse for Domestic Relations Court

VII. Range of Development Alternatives

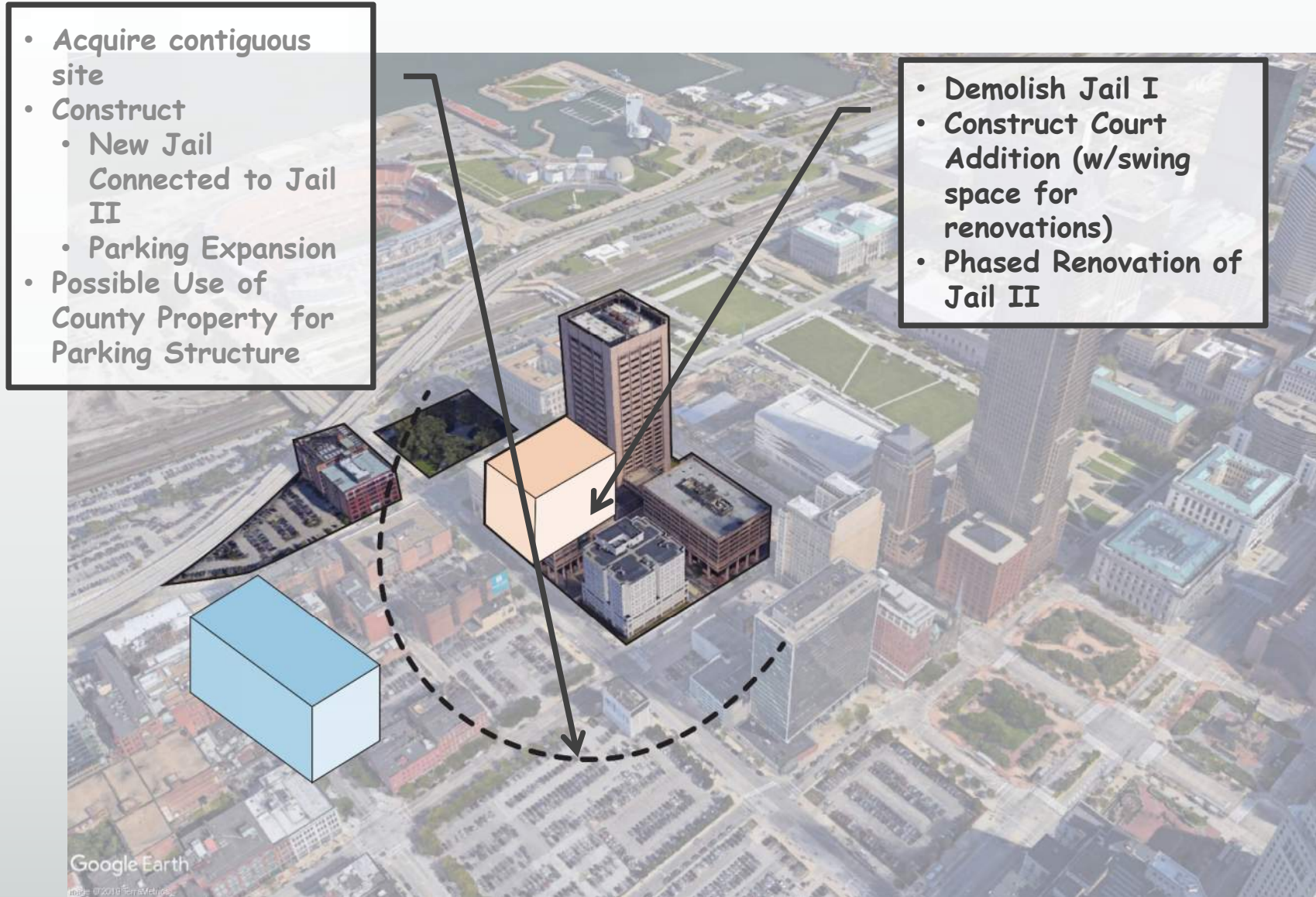
1a – Maximum Reuse– Limited Courts Consolidation

- Acquire contiguous site
- Construct
 - New Jail Connected to Jail II
 - Parking Expansion
- Possible Use of County Property for Parking Structure



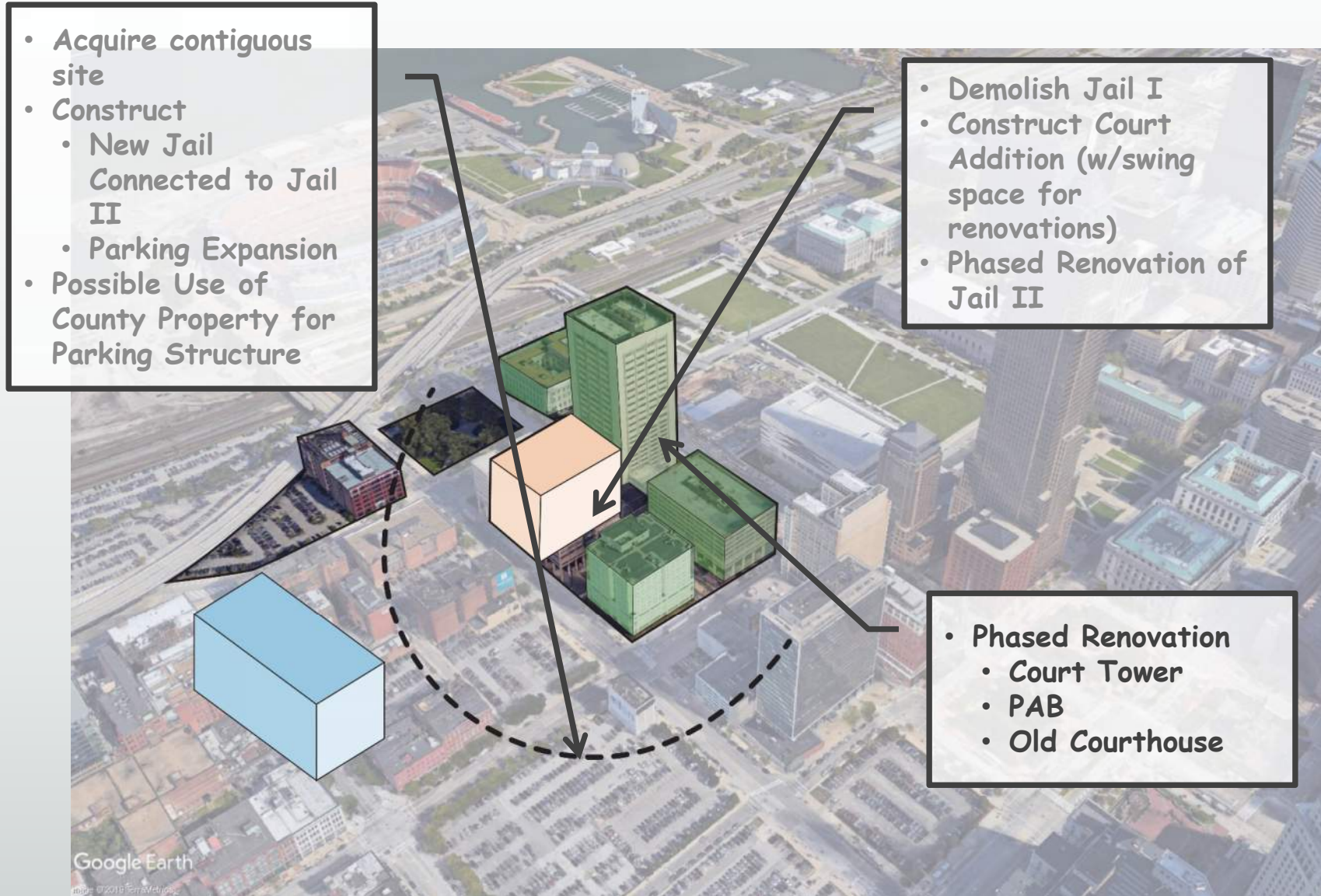
VII. Range of Development Alternatives

1a – Maximum Reuse– Limited Courts Consolidation



VII. Range of Development Alternatives

1a – Maximum Reuse– Limited Courts Consolidation



Google Earth

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VII. Range of Development Alternatives

1a – Maximum Reuse – Limited Courts Consolidation

Advantages:

- + Jail I replacement reflects best practices & operational efficiency
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Provides new parking garage
- + Decants administrative functions of courts to new structure and PAB allowing for expansion of courtrooms in Courts Tower
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit accessible

Disadvantages:

- Requires property acquisition
- Potential community opposition
- Site Limitations impact design efficiency
- High-rise jail construction
- Potential disruption to operations during construction & renovation
- Continued use of Jail II w/ inherent limitations
- Programmatic compromises
- Maintains Domestic Relations in Historic Courthouse
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

\$\$\$\$\$ Potentially Highest Relative Cost –

+ Land Acquisition + Shell Space for Future Expansion + Phasing + Renovating Operating Facilities + off-hours work + Escalation due to Extended Schedule

VII. Range of Development Alternatives

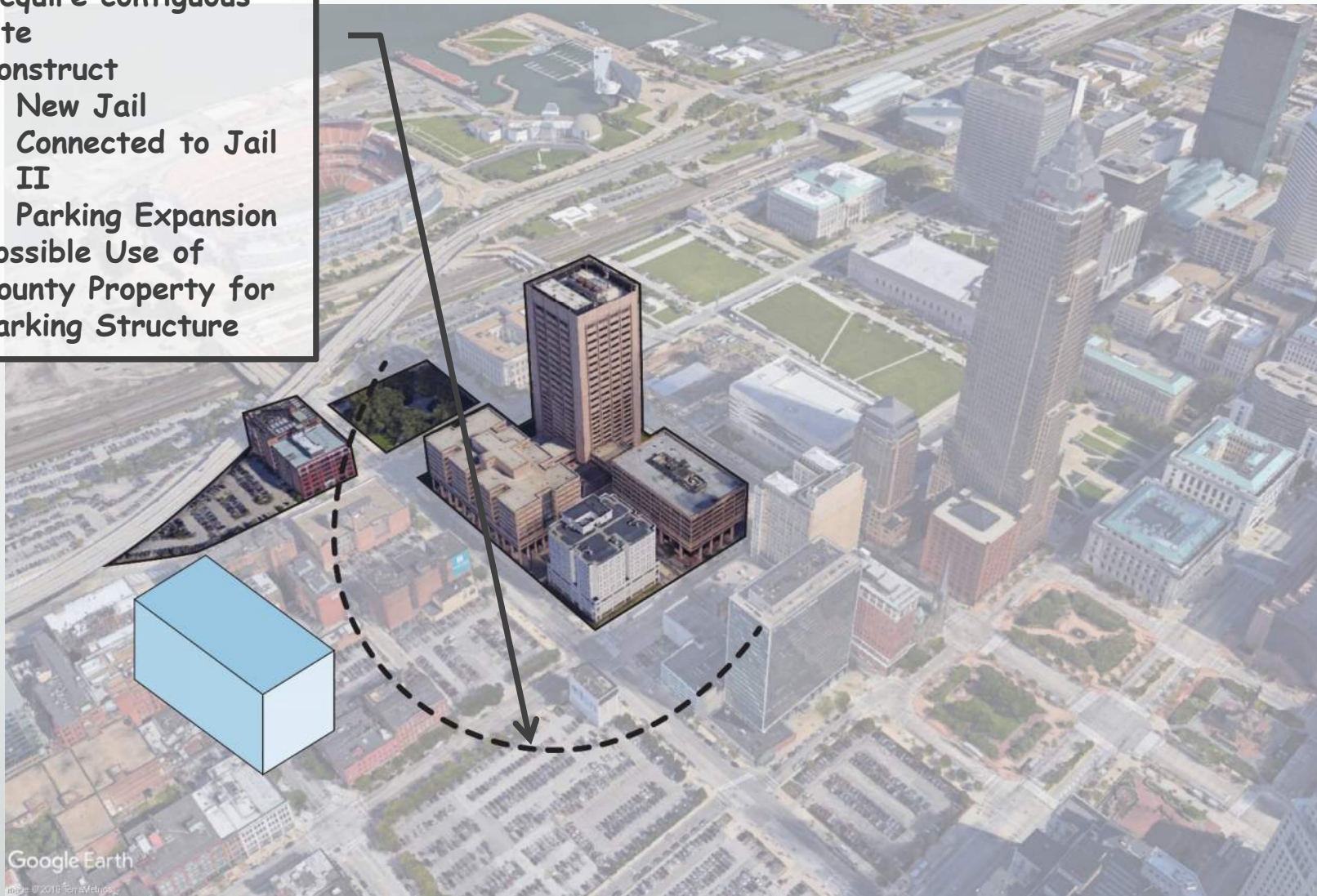
1b – Maximum Reuse (*Jail II, Court Tower & PAB*) – Full Courts Consolidation

- Land expansion considerations
- Demolish Jail 1
- Expand Courts/Agency space & add parking (allow for swing space to accommodate renovations)
- Renovation/reuse of space occupied in Police Administration Building for Court Support/Related Agency functions
- Phased Renovation of Court Tower (Courts or Agency/office uses)
- Relocate Domestic Relations Court after renovation complete

VII. Range of Development Alternatives

1b – Maximum Reuse – Full Courts Consolidation

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- Possible Use of County Property for Parking Structure



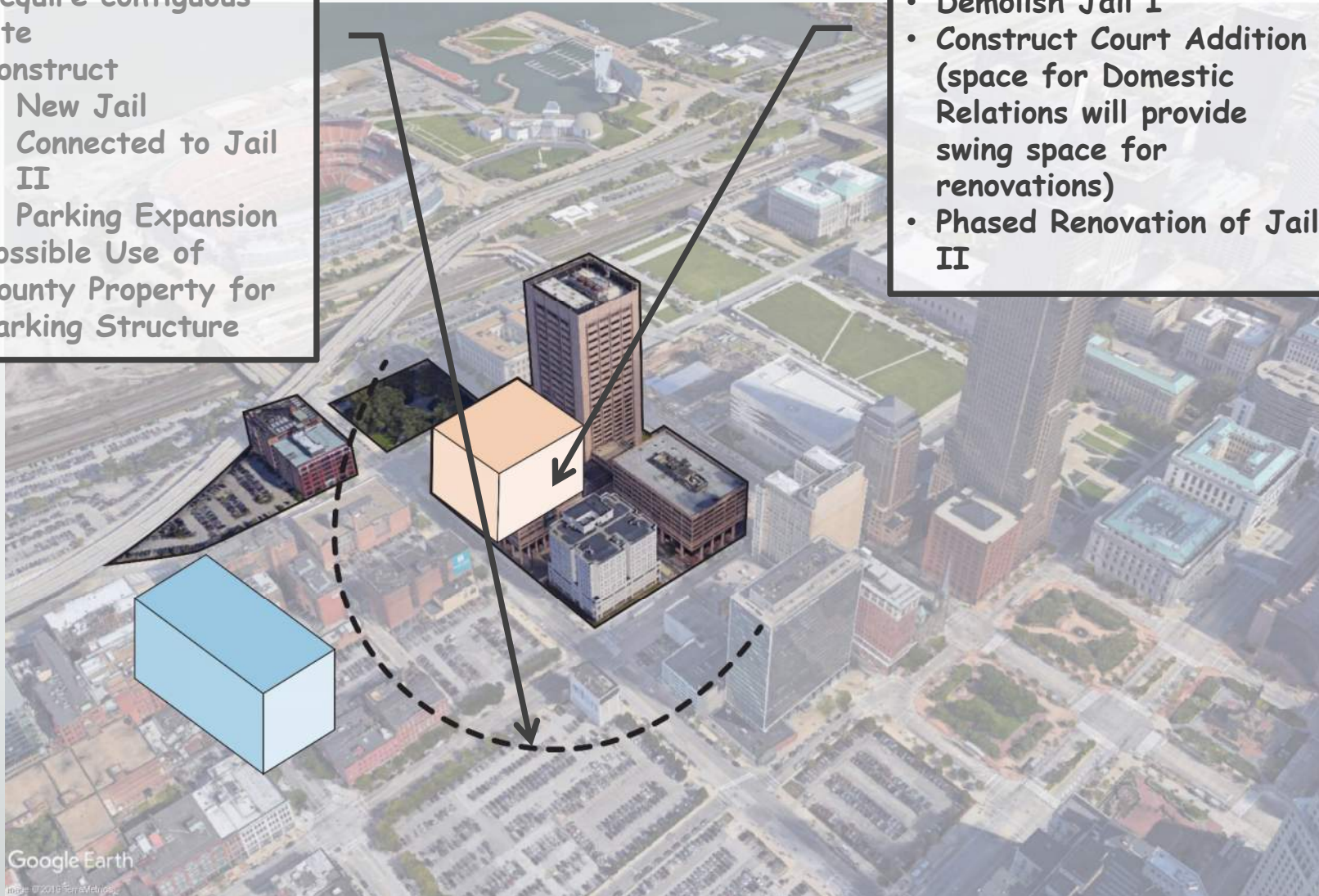
Google Earth
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VII. Range of Development Alternatives

1b – Maximum Reuse – Full Courts Consolidation

- Acquire contiguous site
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- Possible Use of County Property for Parking Structure

- Demolish Jail I
- Construct Court Addition (space for Domestic Relations will provide swing space for renovations)
- Phased Renovation of Jail II



Google Earth

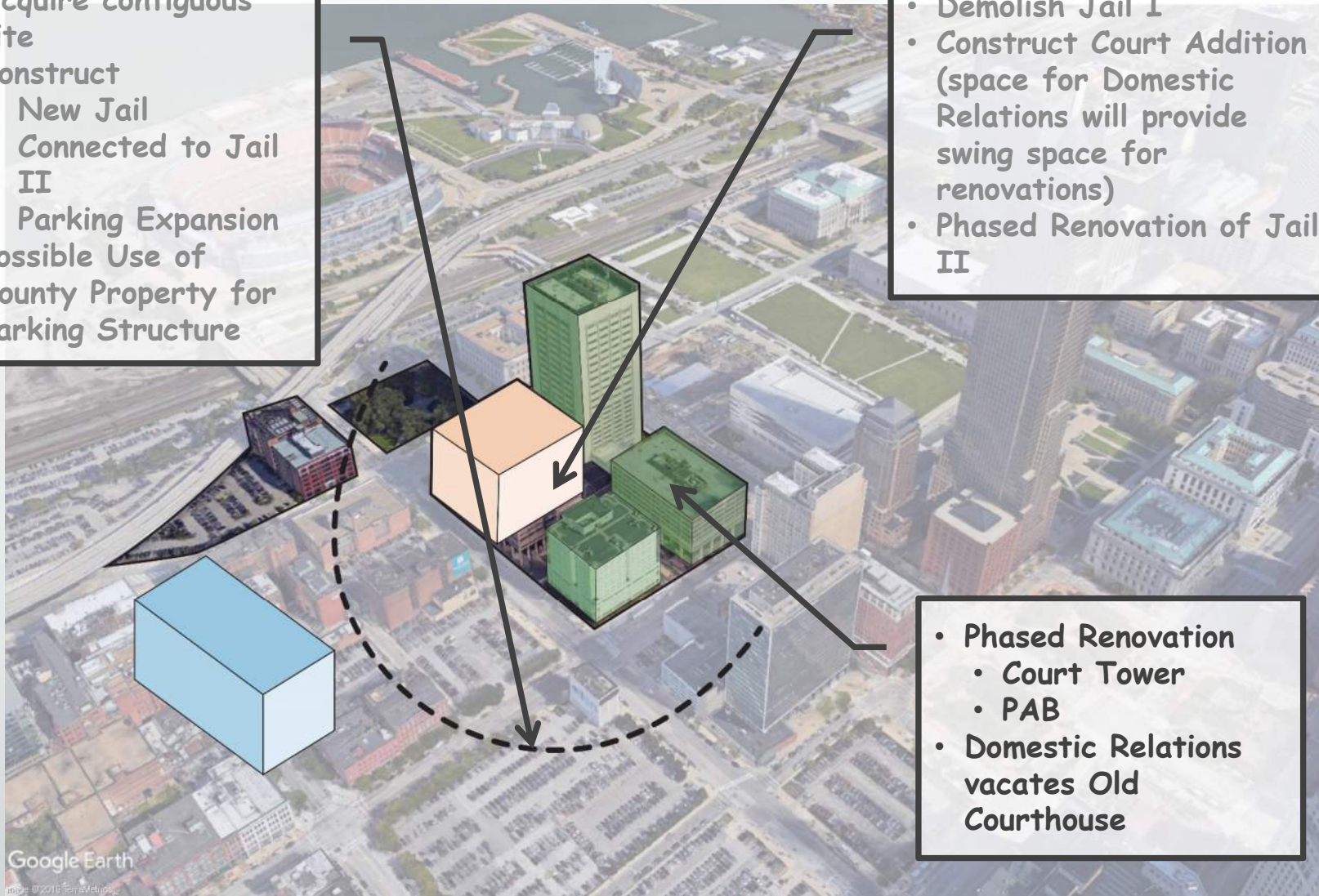
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VII. Range of Development Alternatives

1b – Maximum Reuse – Full Courts Consolidation

- Acquire contiguous site
- Construct
 - New Jail Connected to Jail II
 - Parking Expansion
- Possible Use of County Property for Parking Structure

- Demolish Jail I
- Construct Court Addition (space for Domestic Relations will provide swing space for renovations)
- Phased Renovation of Jail II



- Phased Renovation
 - Court Tower
 - PAB
- Domestic Relations vacates Old Courthouse

VII. Range of Development Alternatives

1b – Maximum Reuse – Full Courts Consolidation

Advantages:

- + Jail I Replacement reflects best practices & operational efficiency
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Consolidates Domestic Relations Court with Common Pleas Court
- + Provide court support functions in PAB
- + Provides new parking garage
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit accessible
- \$ Backfill space available in Old Courthouse

Disadvantages:

- Requires property acquisition
- Potential community opposition
- Site Limitations will impact design efficiency
- High-rise jail construction
- Potential disruption to operations during construction & renovation
- Continued use of Jail II with inherent limitations
- Programmatic compromises
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

\$\$\$\$\$ Potentially Highest Relative Cost

+ Land Acquisition + Shell Space for Future Expansion + Phasing + Renovating Operating Facilities + off-hours work + Escalation due to Extended Schedule

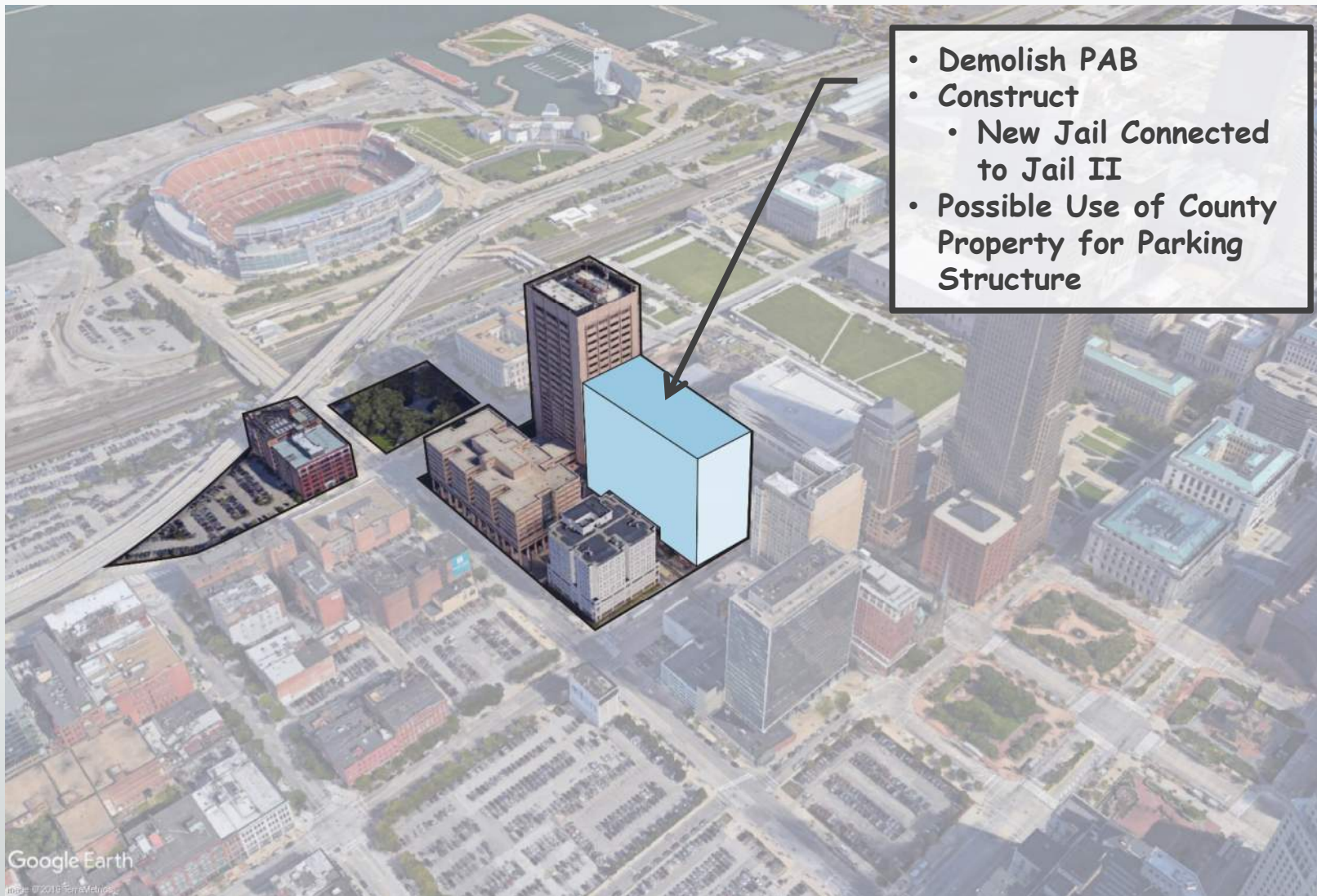
VII. Range of Development Alternatives

1c – Partial Reuse (*Jail II & Court Tower*) Rebuild on Existing Site, Full Courts Consolidation

- Demolish Police Administration Building
- Replace Jail 1 on PAB Site (may require shell space for future jail expansion)
- Demolish Jail 1
- Expand Courts/Agency space & add parking (allow for swing space to accommodate renovations)
- Phased Renovation of Court Tower (Courts or Agency/office uses)
- Relocate Domestic Relations Court after renovation complete

VII. Range of Development Alternatives

1c – Partial Reuse - Rebuild on Existing Site, Full Courts Consolidation



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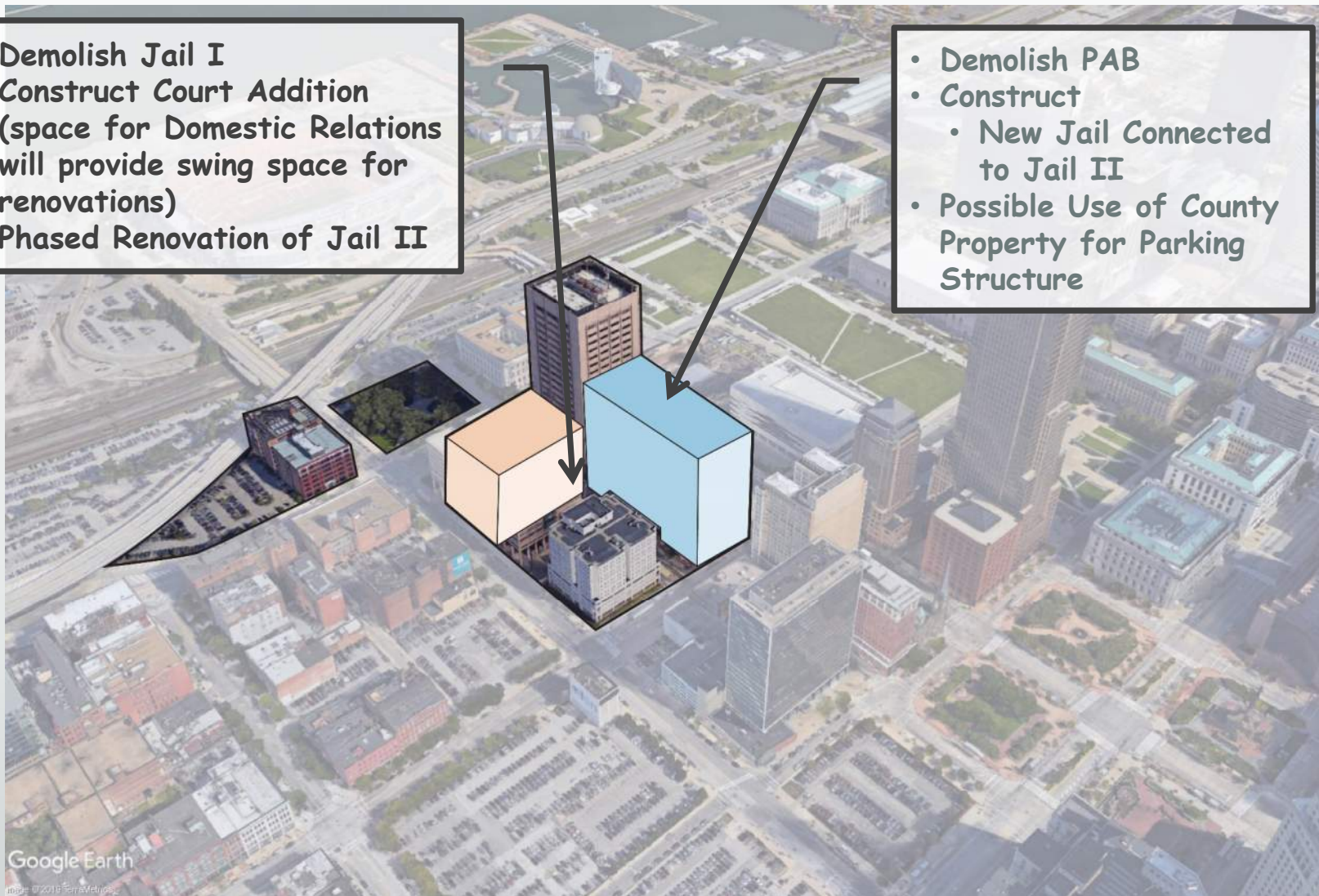
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VII. Range of Development Alternatives

1c – Partial Reuse - Rebuild on Existing Site, Full Courts Consolidation

- Demolish Jail I
- Construct Court Addition (space for Domestic Relations will provide swing space for renovations)
- Phased Renovation of Jail II

- Demolish PAB
- Construct
 - New Jail Connected to Jail II
- Possible Use of County Property for Parking Structure



Google Earth

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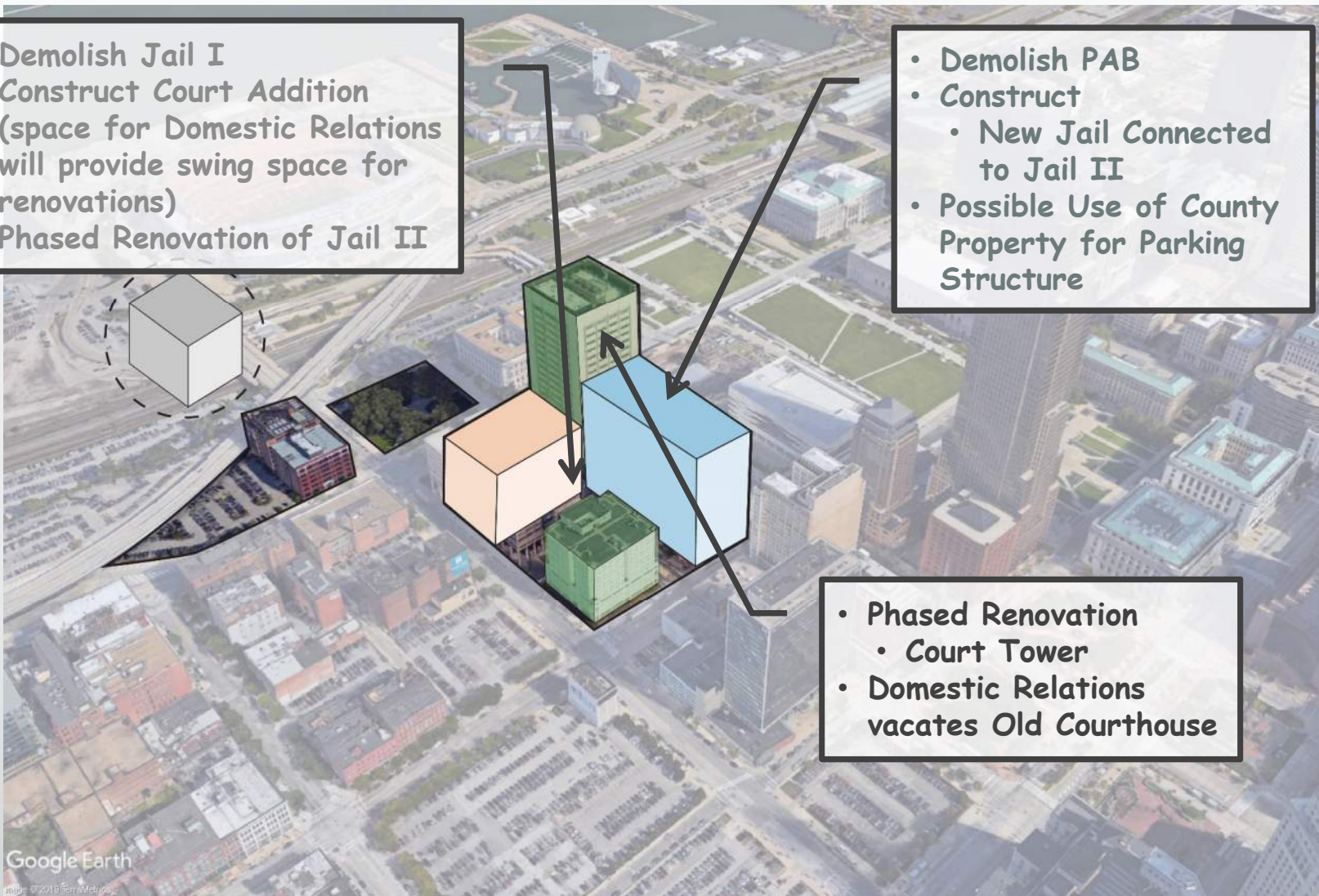
VII. Range of Development Alternatives

1c – Partial Reuse - Rebuild on Existing Site, Full Courts Consolidation

- Demolish Jail I
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- Phased Renovation of Jail II

- Demolish PAB
- Construct
 - New Jail Connected to Jail II
- Possible Use of County Property for Parking Structure

- Phased Renovation
 - Court Tower
 - Domestic Relations vacates Old Courthouse



VII. Range of Development Alternatives

1c – Partial Reuse - Rebuild on Existing Site, Full Courts Consolidation

Advantages:

- + Replacement of Jail I fully reflects best practices & operational efficiencies
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Consolidates Domestic Relations Court with Common Pleas Court
- + Provides limited new parking
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit accessible
- \$ Backfill space available in Old Courthouse

Disadvantages:

- Site Limitations will impact design efficiency
- Jail located on prominent urban boulevard – Ontario St & St. Clair Ave
- Potential community opposition
- High-rise jail construction
- Potential disruption to operation during construction & renovation
- Programmatic compromises
- Potential shortfall relative to parking needs
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

\$\$\$\$\$ Potentially Highest Relative Cost
+ Shell Space for Future Expansion + Phasing +
Renovating Operating Facilities + off-hours work +
Escalation due to Extended Schedule

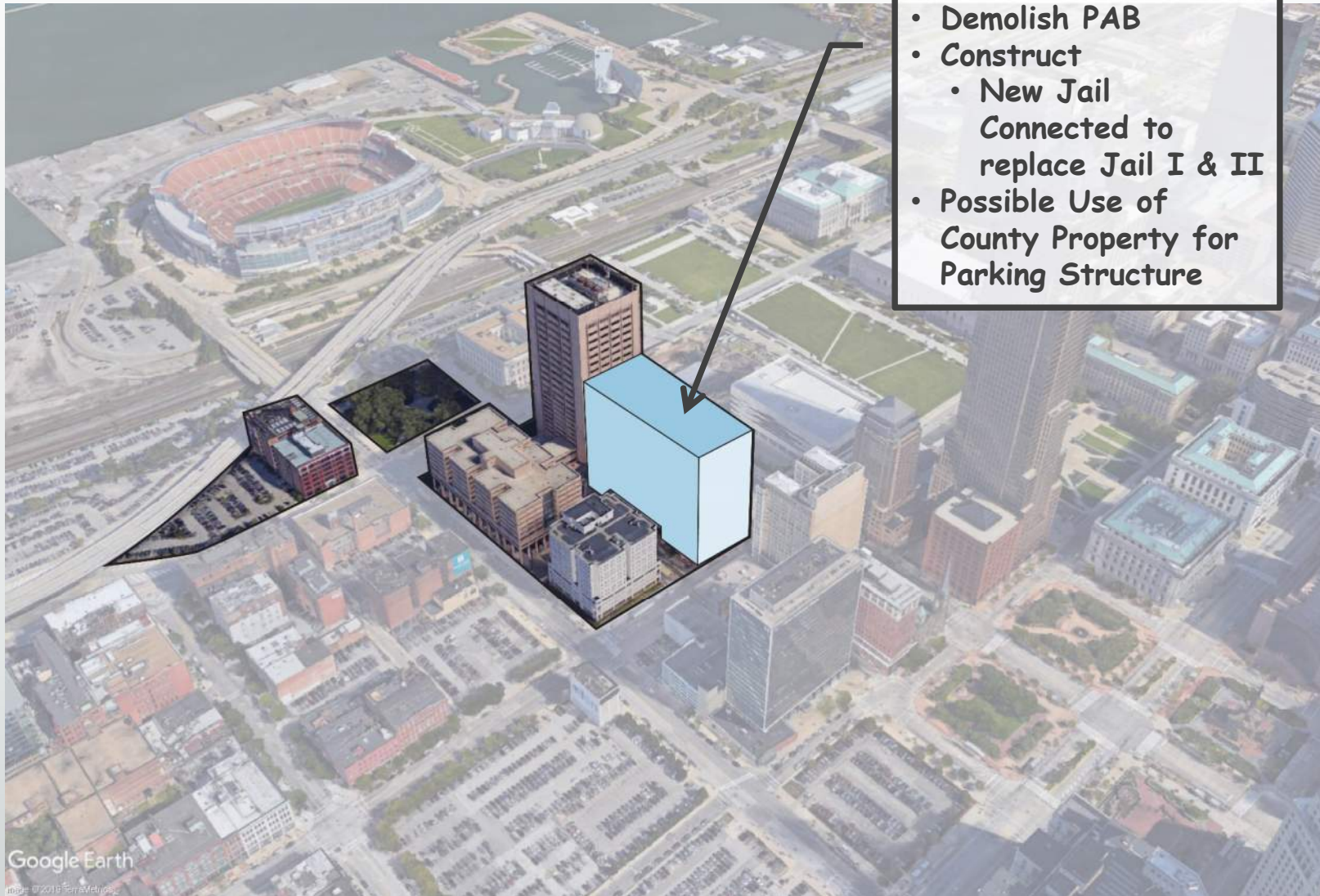
VII. Range of Development Alternatives

1d – Full Replacement

- Demolish Police Administration Building
- Replace Jail I on PAB Site (may require shell space for future jail expansion)
- Demolish Jail II
- Construct new consolidated courthouse & parking on Jail I & II site
- Demolish Court Tower
- Construct Support Building/Courts on Court Tower site
- Relocate Domestic Relations Court after renovation complete

VII. Range of Development Alternatives

1d – Full Replacement



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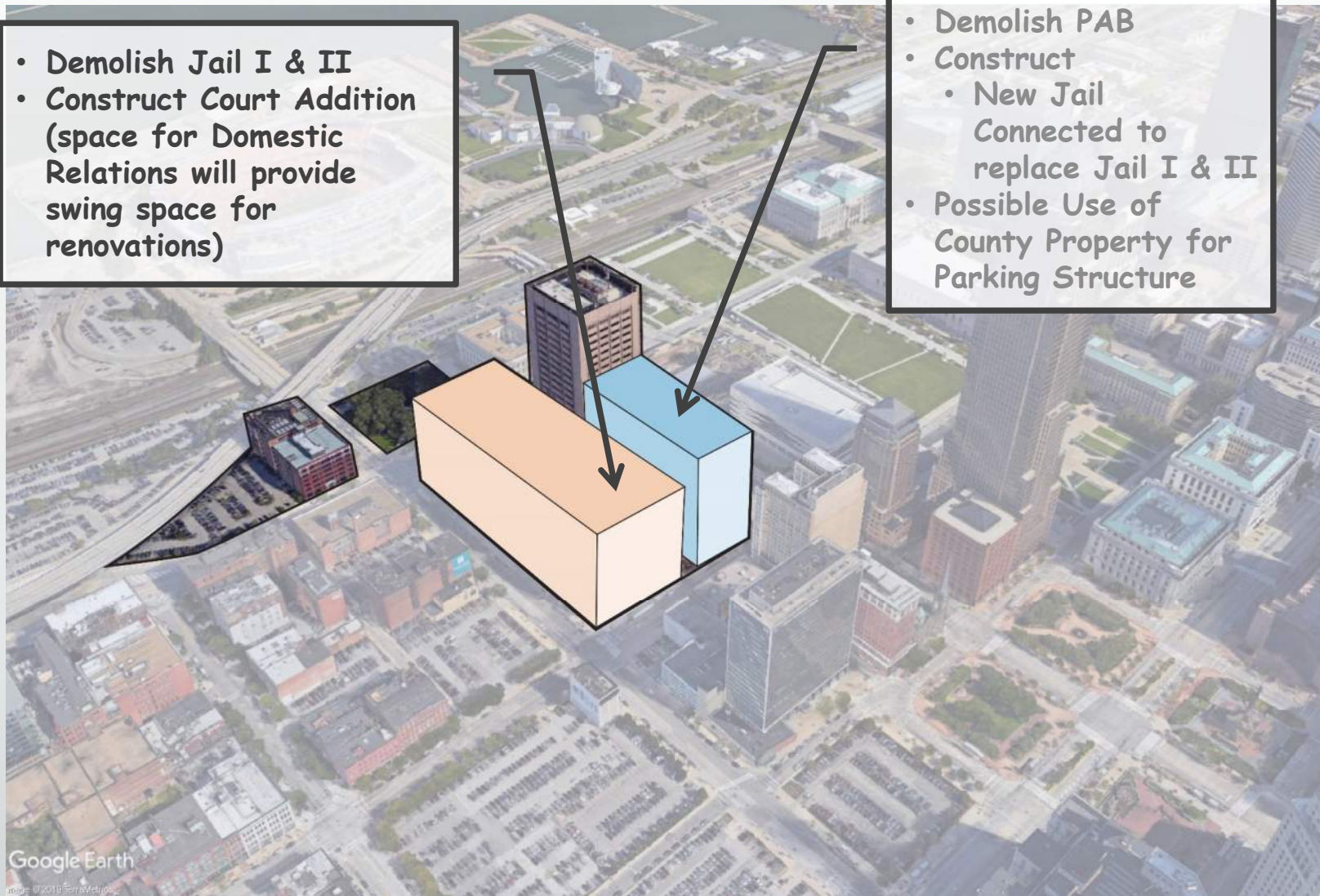
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VII. Range of Development Alternatives

1d – Full Replacement

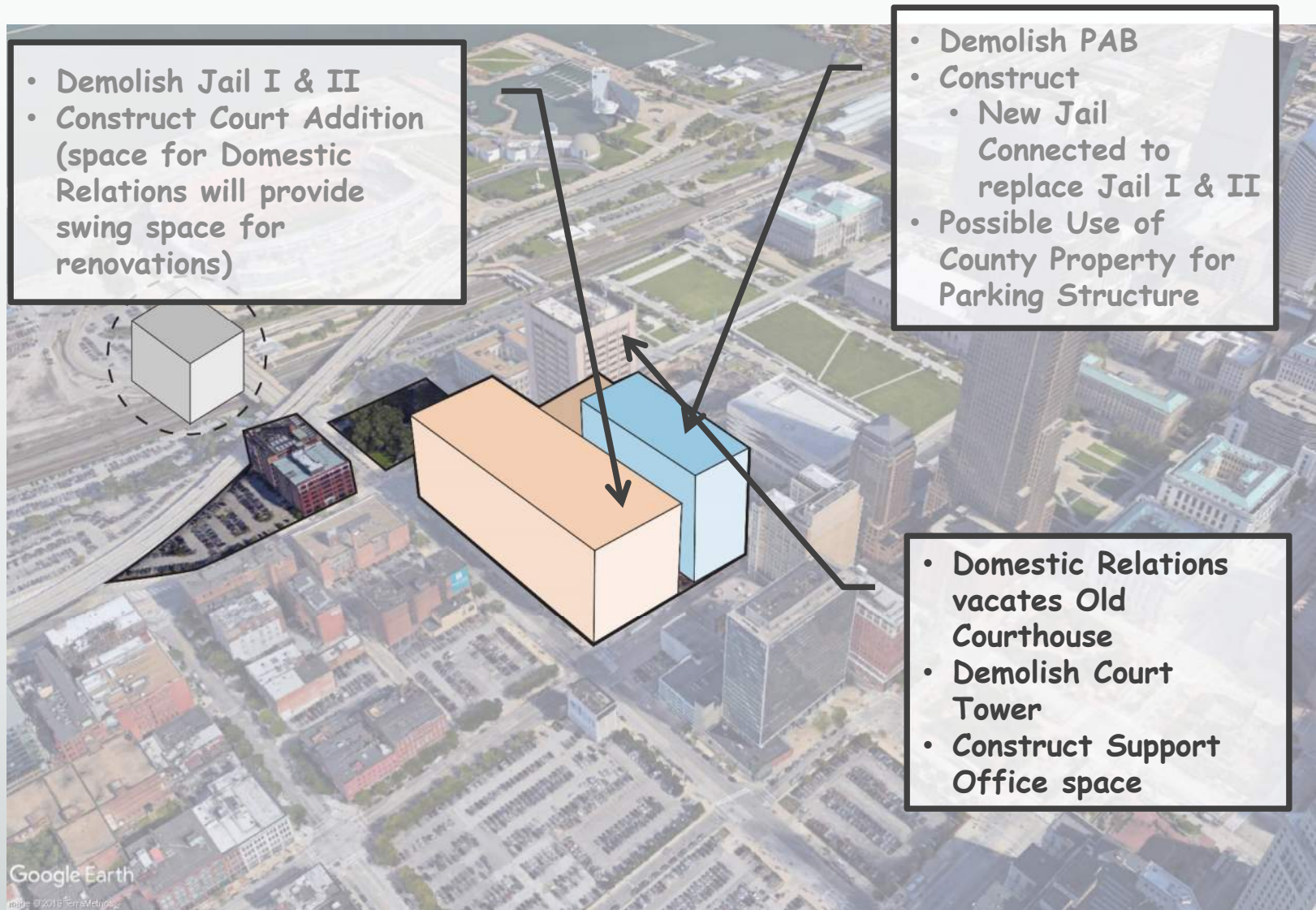
- Demolish Jail I & II
- Construct Court Addition (space for Domestic Relations will provide swing space for renovations)

- Demolish PAB
- Construct
 - New Jail Connected to replace Jail I & II
- Possible Use of County Property for Parking Structure



VII. Range of Development Alternatives

1d – Full Replacement



VII. Range of Development Alternatives

1d – Full Replacement

Advantages:

- + Replacement of Jail I & II fully reflects best practices & operational efficiencies
- + New Courthouse fully meets program, standards & best practices
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Consolidates Domestic Relations Court with Common Pleas Court
- + Potential to meet parking requirements
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit accessible
- \$ Backfill space available in Old Courthouse

Disadvantages:

- Site Limitations will impact design efficiency
 - High-rise jail construction
 - Jail located on prominent urban Boulevard – Ontario St & St. Clair Ave
 - Potential community opposition
 - Potential disruption to operation of Courts Tower during construction
 - Courthouse cannot proceed until jail complete
 - Longer Time to Occupancy than other options
- \$\$\$\$\$** Potentially Highest Relative Cost + *Shell Space for Future Expansion + Phasing + off-hours work + Escalation due to Extended Schedule*

VII. Range of Development Alternatives

2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place

2a – Relocate Jail to a new site,
Expand/Renovate Courts in-place

2b – Relocate Jail to a new site, Replace
Courthouse in-place

VII. Range of Development Alternatives

2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place



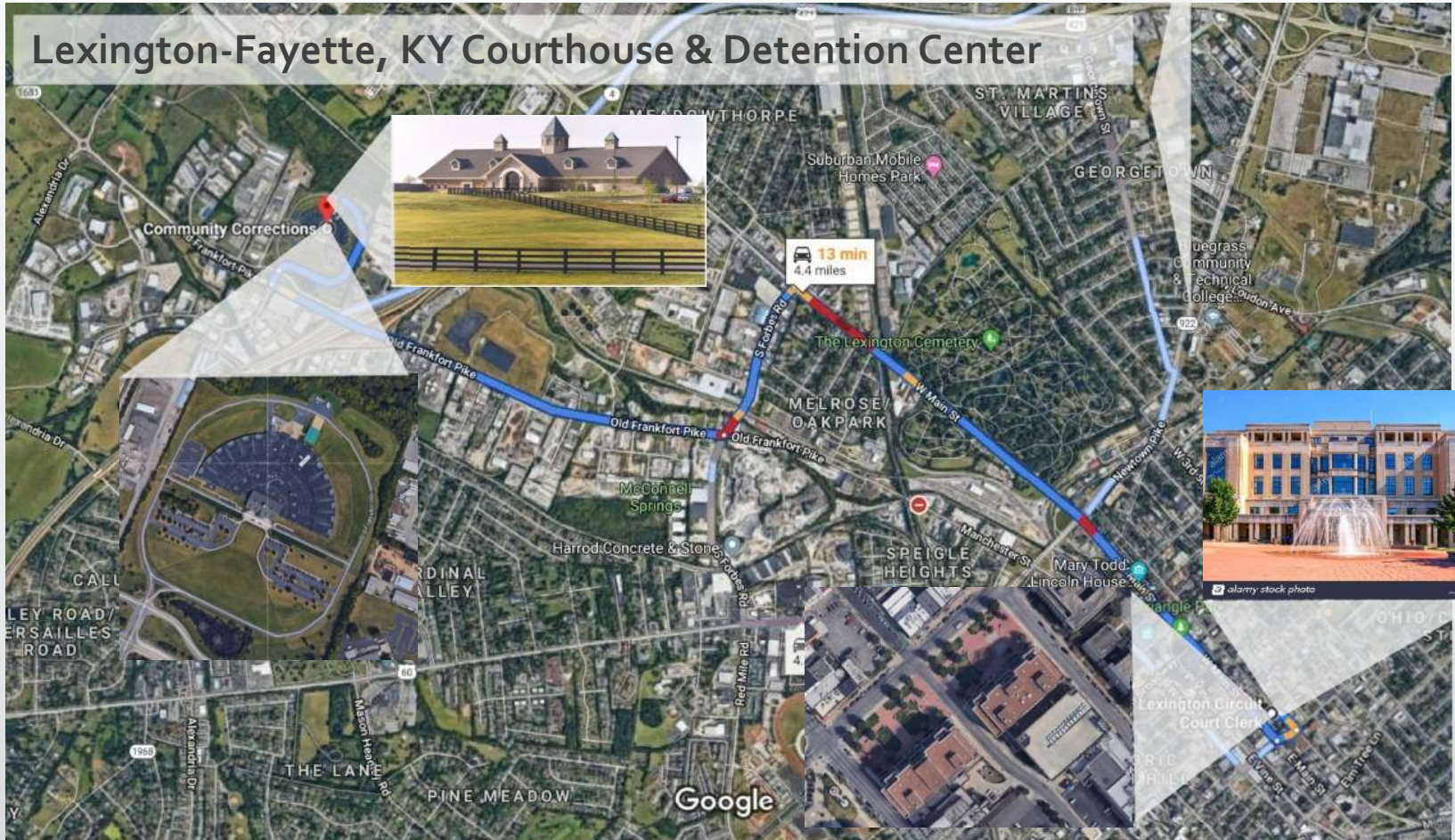
VII. Range of Development Alternatives

2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place



VII. Range of Development Alternatives

2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place



VII. Range of Development Alternatives

2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place



Essex County Jail Newark, NJ
23 acres



Curran-Fromhold Detention Ctr.
Philadelphia, PA - 16.5 acres



Existing Site
7 acres



LFUCG Detention Ctr.
Lexington, KY - 44 acres



Lower Buckeye Jail
Maricopa County, AZ - 21 acres

VII. Range of Development Alternatives

2a – Relocate Jail, Expand/Renovate Courts in-place

- Acquire new jail site which will allow low-rise construction + parking
 - Minimum site criteria (TBD)
 - Construct new jail with parking
- Demolish PAB & Construct Court Expansion
- Phased renovation of Court Tower (Courts or Agency/office uses) & Construct Parking Garage
- Relocate Domestic Relations Court after renovation complete

VII. Range of Development Alternatives

2a – Relocate Jail, Expand/Renovate Courts in-place

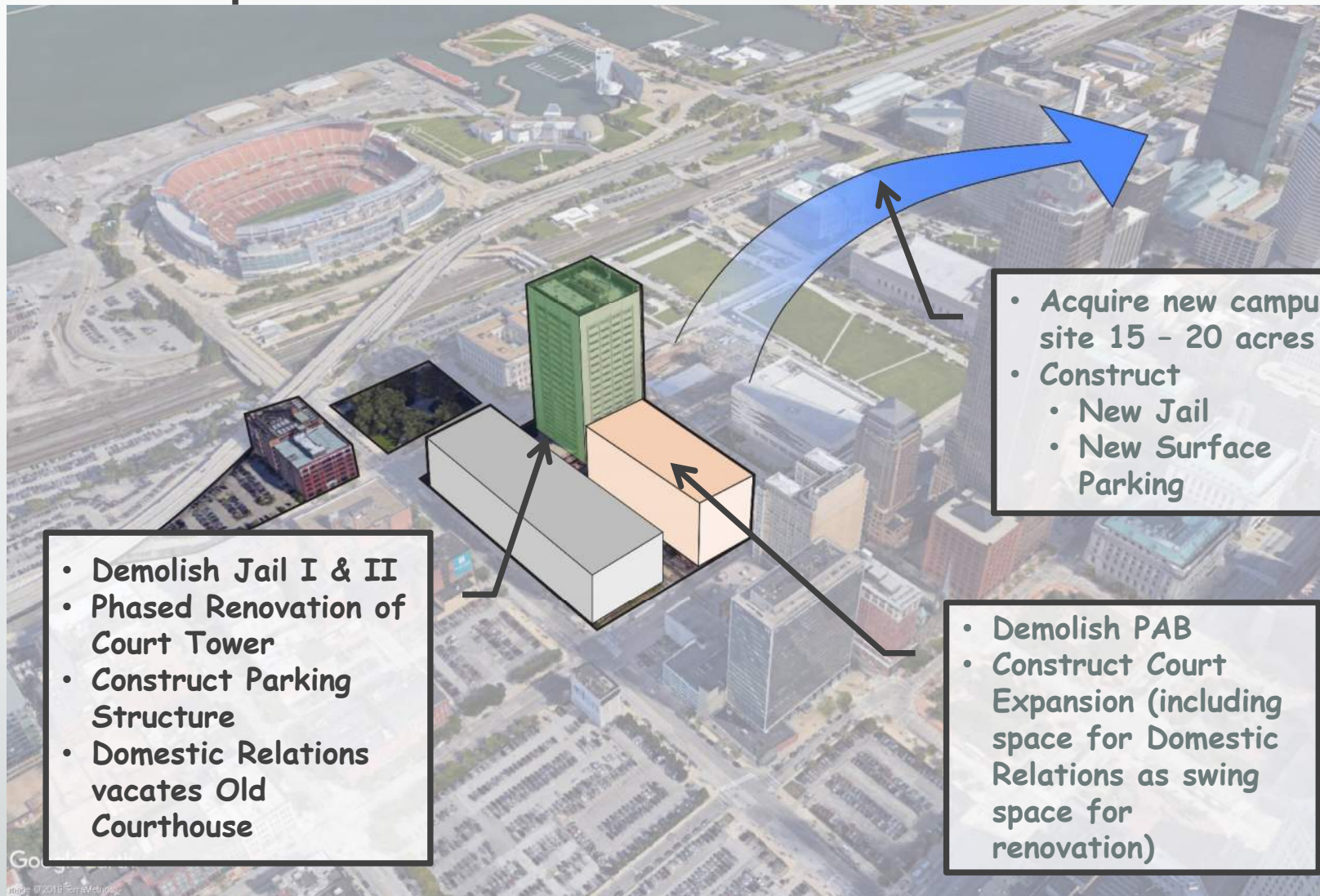


Google Earth

Image © 2019 TerraMetrics

VII. Range of Development Alternatives

2a – Relocate Jail, Expand/Renovate Courts in-place



- Demolish Jail I & II
- Phased Renovation of Court Tower
- Construct Parking Structure
- Domestic Relations vacates Old Courthouse

- Acquire new campus site 15 - 20 acres
- Construct
 - New Jail
 - New Surface Parking

- Demolish PAB
- Construct Court Expansion (including space for Domestic Relations as swing space for renovation)

VII. Range of Development Alternatives

2a – Relocate Jail, Expand/Renovate Courts in-place

Advantages:

- + Replacement of Jail I & II fully reflects best practices & operational efficiencies
- + Reduced Construction Costs
- + Shortest time to occupancy of new Jail
- + Allows future Jail Expansion w/o shell space
- + Courthouse can start concurrently with Jail
- + Opens site for expansion planning
- + Consolidates Domestic Relations Court with Common Pleas Court
- + Potential to meet parking requirements
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit Accessibility
- \$ Backfill space available in Old Courthouse

Disadvantages:

- Land Acquisition for new jail
- Eliminates Consolidated Justice Center
- Offender transportation costs and confidence in timely delivery
- Potential disruption to operation of Courts Tower during construction
- Longer Time to Occupancy for courthouse

\$\$\$\$ Potentially High Mid-range
Relative Cost – *Land Acquisition + Renovations + Phasing + off-hours work + Escalation due to Extended Schedule*

VII. Range of Development Alternatives

2b – Relocate Jail, Replace Courthouse in-place

- Acquire new jail site which will allow low-rise construction + parking
 - Minimum site criteria (TBD)
- Construct new jail
- Demolish Jail I & Jail II
- Demolish Police Administration Building
- Construct new consolidated courthouse + parking
- Relocate Domestic Relations Court

VII. Range of Development Alternatives

2b – Relocate Jail, Replace Courthouse in-place

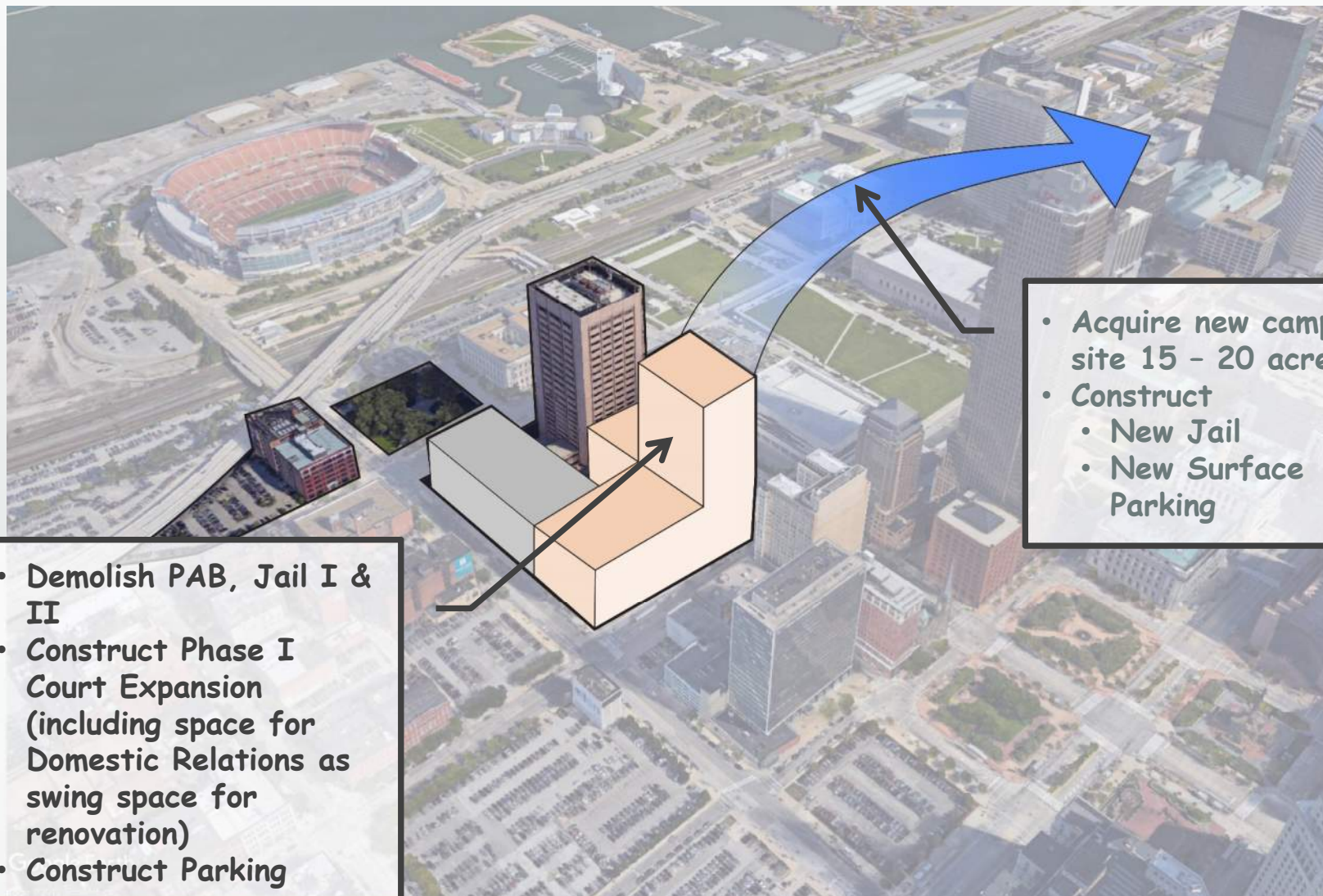


- Acquire new campus site 15 - 20 acres
- Construct
 - New Jail
 - New Surface Parking

Google Earth
Image © 2018 Earthstar

VII. Range of Development Alternatives

2b – Relocate Jail, Replace Courthouse in-place

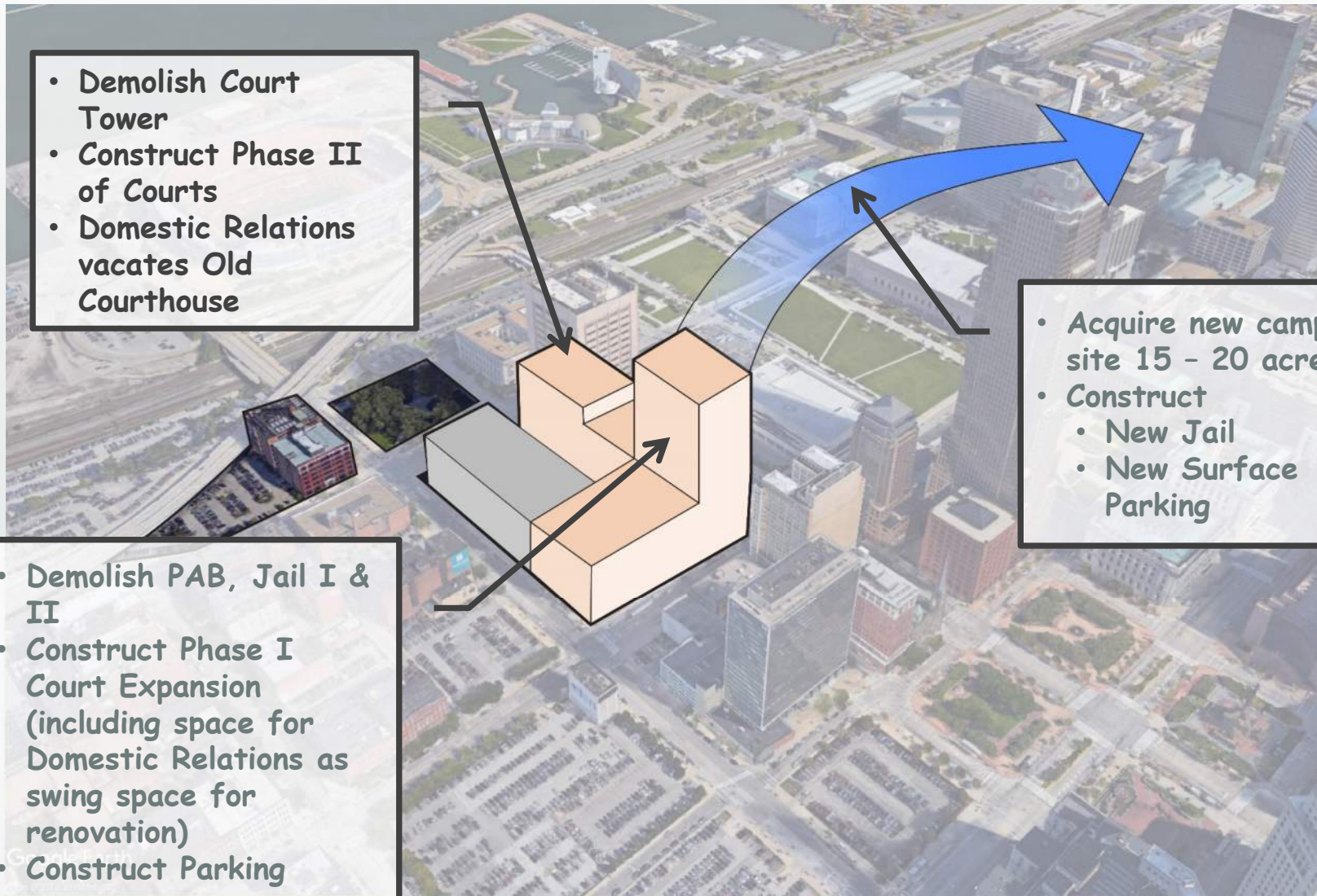


- Demolish PAB, Jail I & II
- Construct Phase I Court Expansion (including space for Domestic Relations as swing space for renovation)
- Construct Parking

- Acquire new campus site 15 - 20 acres
- Construct
 - New Jail
 - New Surface Parking

VII. Range of Development Alternatives

2b – Relocate Jail, Replace Courthouse in-place



- Demolish Court Tower
- Construct Phase II of Courts
- Domestic Relations vacates Old Courthouse

- Acquire new campus site 15 - 20 acres
- Construct
 - New Jail
 - New Surface Parking

- Demolish PAB, Jail I & II
- Construct Phase I Court Expansion (including space for Domestic Relations as swing space for renovation)
- Construct Parking

VII. Range of Development Alternatives

2b – Relocate Jail, Replace Courthouse in-place

Advantages:

- + Replacement of Jail I & II fully reflects best practices & operational efficiencies
- + Reduced Construction Costs
- + Shortest time to occupancy of new jail
- + Opens site for expansion planning
- + New Courthouse fully meets program, standards & best practices
- + Consolidates Domestic Relations Court with Common Pleas Court
- + Potential to meet parking requirements
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit Accessibility
- \$ Backfill space available in Old Courthouse

Disadvantages:

- Land Acquisition for new jail
- Eliminates Consolidated Justice Center
- Offender transportation costs and confidence in timely delivery
- Potential disruption to operation of Courts Tower during construction
- Courthouse cannot proceed until jail complete
- Longer Time to Occupancy for courthouse

\$\$\$ Potentially Low Mid-range
Relative Cost – *Land Acquisition + off-hours work + Escalation due to Extended Schedule*

VII. Range of Development Alternatives

3. Develop New Court & Jail Facilities on New Site(s)

3a – New Courthouse & Jail on New Urban Site

3b – New Courthouse & Jail on New Campus Site

3c – New Courthouse on New Urban Site; New Jail on separate Campus Site

VII. Range of Development Alternatives

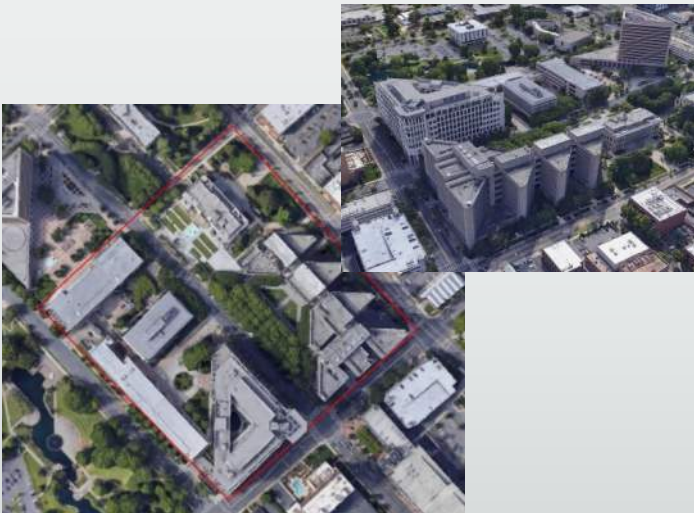
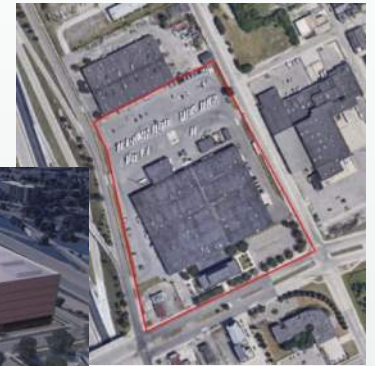
3. Develop new Court & Jail facilities on new site(s)



**Criminal Justice Center
Dallas, TX 14.9 acres**



**Wayne County, MI Justice Center
Detroit, MI 15.0 acres**



**Mecklenburg Co. Justice Center
Charlotte, NC 15.7 acres**



**Existing Site
7 acres**



**King Co. Justice Center
Kent, WA 17.7 acres**



VII. Range of Development Alternatives

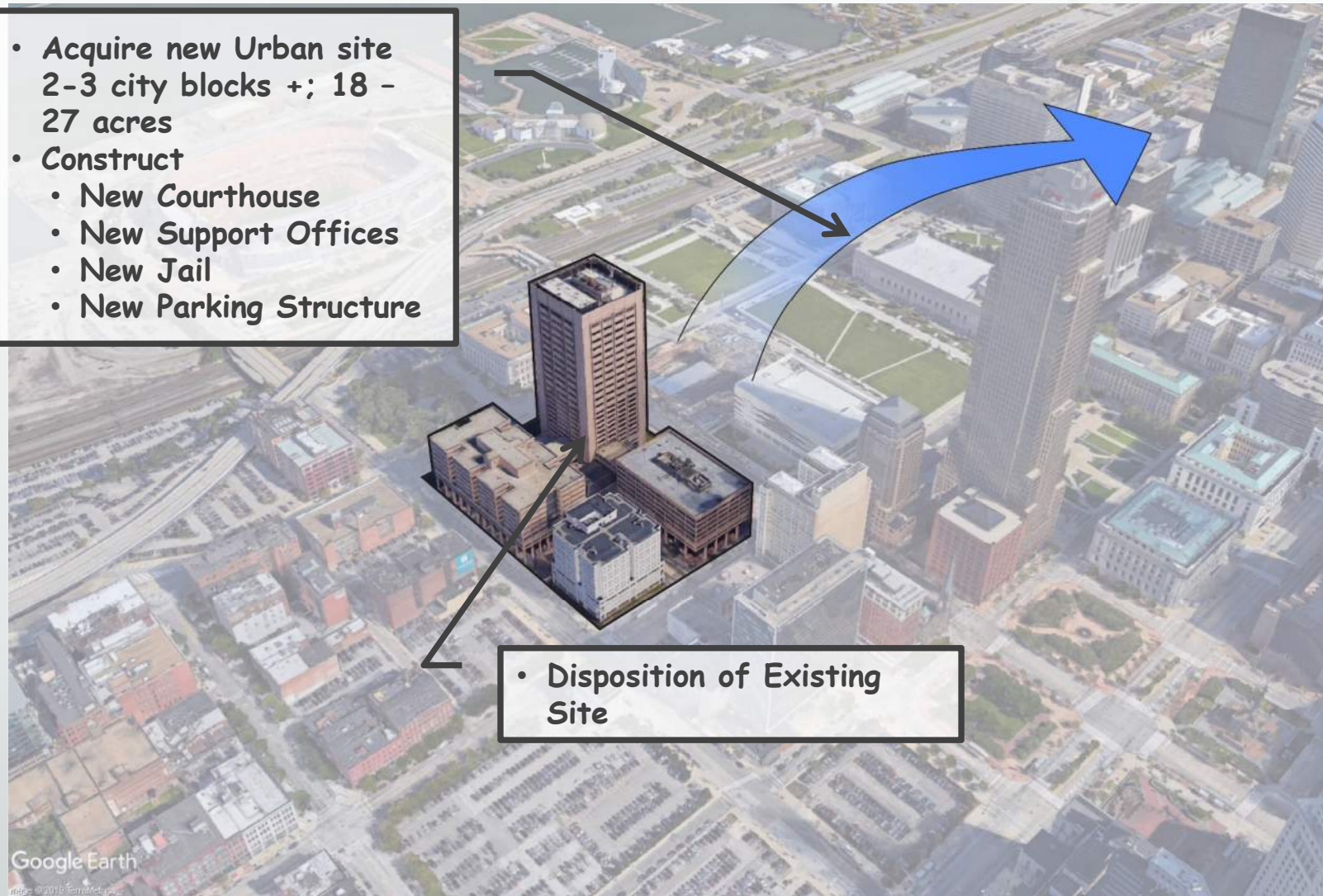
3a – New Jail & Courthouse on Urban Site (High Rise)

- Minimum site criteria (TBD)
- Construct new jail, consolidated courthouse & parking garage
- Demolish or sell as-is current site

VII. Range of Development Alternatives

3a – New Jail & Courthouse on Urban Site (High Rise)

- Acquire new Urban site
2-3 city blocks +; 18 - 27 acres
- Construct
 - New Courthouse
 - New Support Offices
 - New Jail
 - New Parking Structure



- Disposition of Existing Site

Google Earth

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VII. Range of Development Alternatives

3a – New Jail & Courthouse on Urban Site (High Rise)

Advantages:

- + Replacement of Jail I & II fully reflects best practices & operational efficiencies
 - + New Courthouse fully meets program, standards & best practices
 - + Consolidates Domestic Relations Court with Common Pleas Court
 - + Maintains Consolidated Justice Center /direct connection to Jail
 - + Meet parking requirements
 - + Reduced Construction Costs
 - + Court & Jail proceed concurrently
 - + Shortest time to occupancy jail & courthouse
 - + Maintains courthouse in downtown area in proximity to legal community
 - + Transit Accessibility
- \$\$** Backfill space available in Old Courthouse; Potential Sale of Site

Disadvantages:

- Land Acquisition
 - Relocation from existing site?
 - Potential community opposition
 - High-rise jail construction
- \$\$\$** Potentially Mid- Lower-range Relative Cost – *Variable: Land Acquisition*

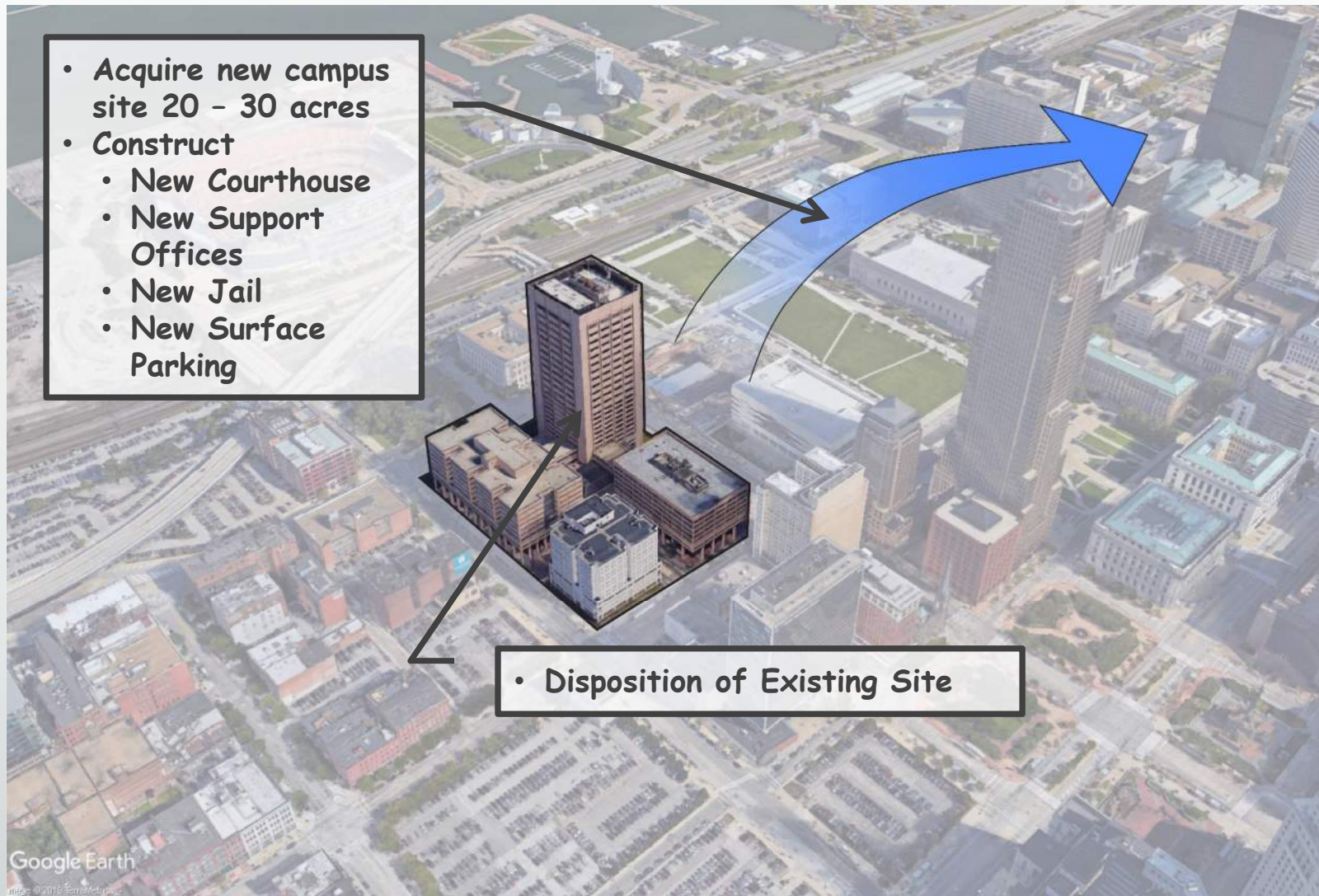
VII. Range of Development Alternatives

3b – New Jail & Courthouse on Campus Site (Low-Mid rise)

- Minimum site criteria (TBD)
- Construct new jail, consolidated courthouse + parking
- Demolish or sell as-is current site

VII. Range of Development Alternatives

3b – New Jail & Courthouse on Campus Site (Low-Mid rise)



VII. Range of Development Alternatives

3b – New Jail & Courthouse on Campus Site (Low-Mid rise)

Advantages:

- + Replacement of Jail I & II fully reflects best practices & operational efficiencies
 - + New Courthouse fully meets program, standards & best practices
 - + Consolidates Domestic Relations Court with Common Pleas Court
 - + Maintains Consolidated Justice Center /direct connection to Jail
 - + Meet parking requirements
 - + Reduced Construction Costs
 - + Court & Jail proceed concurrently
 - + Shortest time to occupancy jail & courthouse
- \$\$** Backfill space available in Old Courthouse; Potential Sale of Site

Disadvantages:

- Land Acquisition
 - Relocation from existing site
 - Increased distance from city center
 - Transit accessibility TBD
- \$\$** Potentially Low-range Relative Cost –
Variable: Land Acquisition

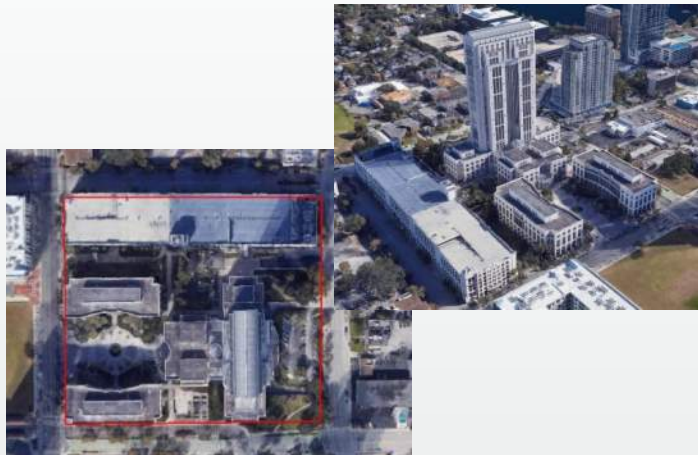
VII. Range of Development Alternatives

3c – New Courthouse on Urban Site (Mid-High Rise) ; New Jail on Campus Site (Low-Rise)

- Acquire new jail site which will allow low-rise construction
 - Minimum site criteria (TBD)
- Construct new jail
- Acquire new urban courthouse site
 - Minimum site criteria (TBD)
- Demolish or sell as-is current site

VII. Range of Development Alternatives

3. Develop new Court & Jail facilities on new site(s)



**Orange County Courthouse
Orlando, FL 8.85 acres**



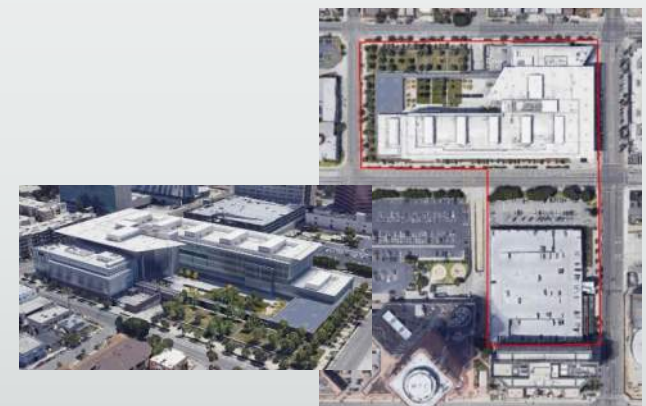
**Maricopa County Courts Complex
Phoenix, AZ 9.00 acres**



**Palm Beach Courthouse
West Palm Beach, FL 10.85 acres**



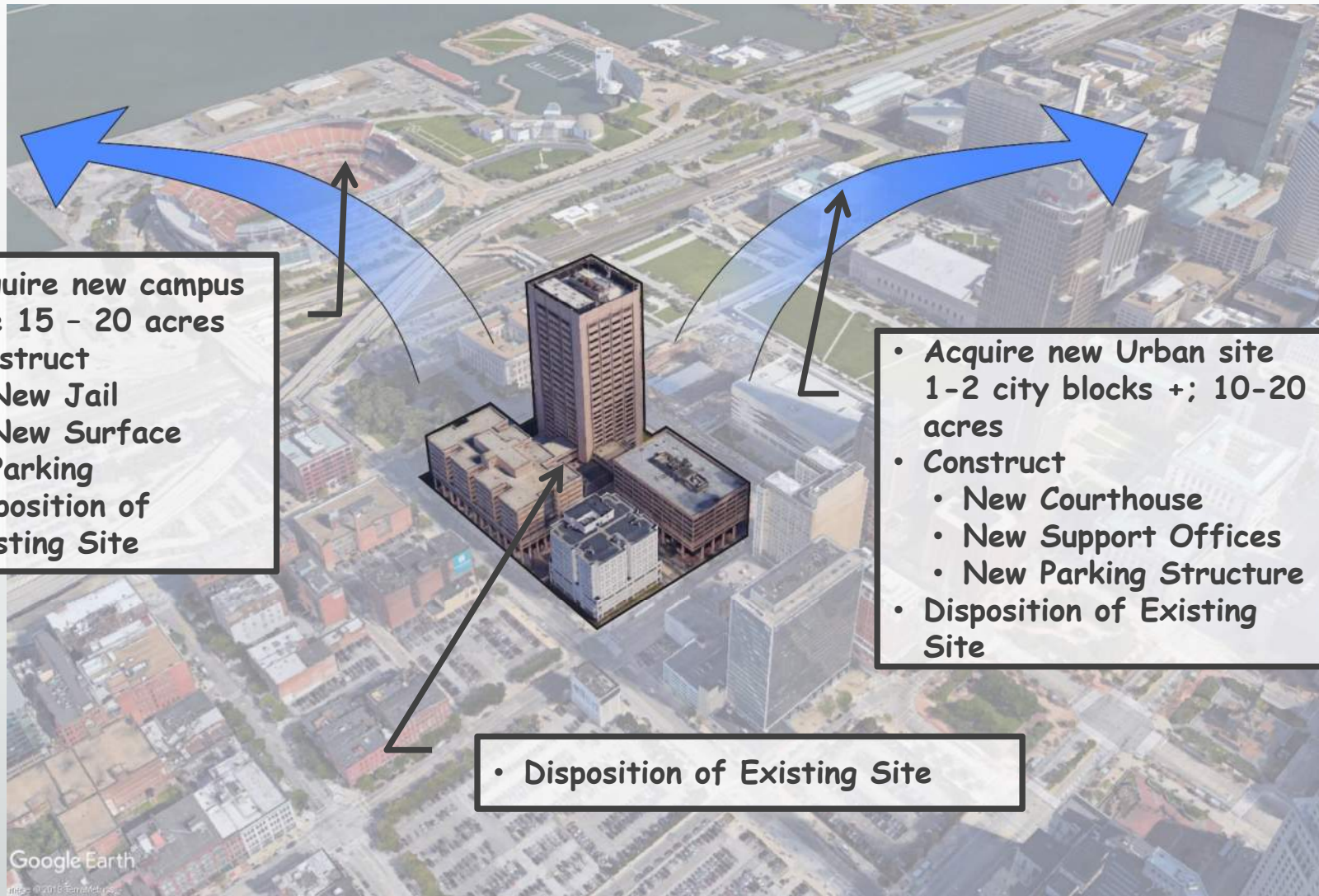
**Existing Site
7 acres**



**Gov. George Deukmejian Courthouse
Long Beach, CA 10.5 acres**

VII. Range of Development Alternatives

3c – New Courthouse on Urban Site (Mid-High Rise) ; New Jail on Campus Site (Low-Rise)



- Acquire new campus site 15 - 20 acres
- Construct
 - New Jail
 - New Surface Parking
- Disposition of Existing Site

- Acquire new Urban site 1-2 city blocks +; 10-20 acres
- Construct
 - New Courthouse
 - New Support Offices
 - New Parking Structure
- Disposition of Existing Site

- Disposition of Existing Site

Google Earth
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VII. Range of Development Alternatives

3c – New Courthouse on Urban Site (Mid-High Rise) ; New Jail on Campus Site (Low-Rise)

Advantages:

- + Replacement of Jail I & II fully reflects best practices & operational efficiencies
- + New Courthouse fully meets program, standards & best practices
- + Consolidates Domestic Relations Court with Common Pleas Court
- + Meet parking requirements
- + Reduced Construction Costs
- + Court & Jail proceed concurrently
- + Shortest time to occupancy jail & courthouse
- + Maintains courthouse in downtown area in proximity to legal community
- + Transit Accessibility
- \$\$ Backfill space available in Old Courthouse; Potential Sale of Site

Disadvantages:

- Land Acquisition
- Eliminates Consolidated Justice Center
- Relocation from existing site?
- Offender transportation costs and confidence in timely delivery
- \$ Potentially Low-range Relative Cost – *Variable: Land Acquisition*

- I. Call to Order
- II. Roll Call
- III. Housekeeping & Protocol
- IV. Purpose of Meeting; Review of Agenda
- V. Determination #11.21 -1: Judicial FTE's & Litigation Spaces
- VI. Review & Discussion of Preliminary Projection of Space Requirements
- VII. Review & Discussion of Range of Development Alternatives To Be Considered for Future Planning & **Possible Evaluative Criteria**
- VIII. Other Business
- IX. Public Comment: Alternatives & Criteria
- X. Next Steps / Next Meetings
- XI. Adjournment

VII. Discussion – Possible Evaluative Criteria

Objective Criteria:

- Construction cost
- Project cost – soft costs, fees, land acquisition, off-site infrastructure, escalation, financing, contingencies, etc.
- Embodied costs for future expansion (potentially wasted dollars)
- Time to “relief” jail conditions
- Time to critical milestones, including completion
- Annual operational costs
- 30-year operational costs
- 30-year cost of ownership
- _____
- _____

VII. Discussion – Possible Evaluative Criteria

Subjective Criteria:

Locational

- Access to mass transit
- Family access
- Attorney access
- Emergency services
- Parking
- Compatibility with surrounding uses
- Equity & fairness
- Economic impact
- _____
- _____
- _____

Subjective Criteria:

Programmatic

- Program responsiveness
- Future expansion/adaptation
- Operational efficiency
- Flexibility
- Quality of environment
- Appropriateness of image
- Respect for citizenry
- Ease of public access to justice services
- _____
- _____
- _____

Subjective Criteria:

Developmental

- Site availability
- Complexity/impediments to development
- Construction impact on operations
- Potential for phased/incremental development
- Community support
- Potential for alternate delivery
- _____
- _____
- _____

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- **Status Update: Mental Health Diversion**
- Status Update: Interim Central Booking
- Status Update: Population Management Initiatives

MH Diversion Program Premise

Most community members with serious mental illness (SMI) diagnoses who are in crisis can be placed in community (non-jail) settings until the crisis has been resolved and treatment has been implemented.

MH Diversion Study Goal

- **Develop opportunities that focus on preventing community members who have an SMI from being incarcerated.**
- **When appropriate:**
 - **Divert those with SMI diagnoses interacting with law enforcement to community treatment settings.**
 - **Conditionally release or sentence those incarcerated with an SMI to alternative programs that can provide treatment and supervision.**

Examples of Successful Diversion Programs

- **Harris County (Houston), TX**
 - **September 2018 – May 2019**

67%	No new jail bookings after first diversion
25%	Received outpatient and/or residential services after release
15%	Booking reduction
\$9.5M	Projected 1-year savings

Examples of Successful Diversion Programs

- **Bexar County (San Antonio), TX**
 - Lessons learned since inception

Diversion should ideally occur at numerous points in the criminal justice continuum

Requires early mental health and substance abuse assessment within 1st 24-48 hours of incarceration

Must determine the criteria for diversion

Requires a program champion who fosters county-system relationships

Examples of Successful Diversion Programs

- **Miami-Dade County, FL**

- Criminal Justice Mental Health Project started 2000
- Renovated 200-bed State hospital for diversion (slated to open early 2020)

Pre-booking CIT by law enforcement officers

6,000 CIT-trained patrol officers

2010-2017 – only 149 arrests out of 83,000 mental health related calls to City of Miami & Miami-Dade police depts.

Currently 3 jail diversion projects handling 600 cases/year

Status Update: Mental Health Diversion

Phase 1 Tasks Activities To-date - Task 1-3: Inventory: Stakeholder Interviews:

- Judge Russo, Common Pleas Court
- Prosecutor's Office: Ryan Miday, Lisa Williamson
- Metrohealth Medication Assisted Therapy Team, Dr. Joan Papp and 7 staff
- Oriana House: Anne Connell Freund
- Interested Party: Bob Triazzi
- Judge Gallagher, Common Pleas, MH/DD Docket
- Meghan Patton, MH/DD Docket Coordinator
- St. Vincent's Charity Hospital: Thom Olmstead
- ADMHSAS Board: Scott Orsiecki, Maggie Tolbert
- Municipal Court, Cleveland: Judge Early
- U.H. Hospital, Psychiatry: Dr. Patrick Runnells, Dr. Heidi Gartland
- Salvation Army: Debbie Winston
- Frontline Services: Martin Williams, Rachel Sitak, Danielle Cosgrove
- Metrohealth: Dr. Julia Bruner, Dr. Ewald Horwath, Katie Carney
- Metrohealth: Dr. Tallman
- County Executive Office: Brandy Carney
- Corrections: Director Ronda Gibson, A.W. Christopher Phillips, A.W. O'Donnell

Status Update: Mental Health Diversion

Phase 1 Tasks Activities To-date - Task 1-3: Inventory: Data Analysis:

- Blended jail and health care data was received on 11/14/19, to begin to determine the numbers of arrestees that may qualify for diversion.
- With the cooperation of MetroHealth & County IT personnel, a dataset was built reflecting everyone incarcerated between May 1 - November 5, 2019.
- The de-identified data merged the mental health and substance abuse diagnostic information with length of stay and charge information.
- App. 900 or 45% of all inmates incarcerated in Cuyahoga County are receiving psychotropic medications
- The data analysis that follows outlines charge category scenarios depicting inmates with an SMI or co-occurring disorder who potentially could be diverted
- While the data analysis as presented constitutes a great leap forward, there are some pieces of uncertainty, e.g., each inmate's criminal history

Status Update: Mental Health Diversion

Phase 1 Tasks Activities To-date - Task 1-3: Inventory: Data Analysis:

Average Daily Population: May – November 2019				
	Charge Category Scenario	MH	Co-Occur	Total
1	Excludes all violent and sex offense charges; simple assaults are not excluded	109	113	222
2	Excludes all violent and sex offense charges	102	107	209
3	Excludes all violent, sex offense, and weapons charges	87	99	186
4	Excludes all violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting arrest	52	62	114
5	Excludes all violent, sex offense, weapons, and administration of government charges, and supervision violations	52	62	114

Status Update: Mental Health Diversion

Phase 1 Tasks Activities To-date - Task 1-3: Inventory: Preliminary Findings

- There is a fairly significant number of inmates with an SMI or co-occurring disorder who could potentially be diverted from the criminal justice system.
- In the charge scenarios presented, this number ranges from 114-222
- Cuyahoga County has limited available crisis beds.
- Currently, there is no comprehensive dataset describing the SMI population that is involved in the criminal justice system in Cuyahoga County.

Phase 1 Tasks Activities To-date - Task 1-3: Inventory: Preliminary Findings

- Cuyahoga County is rich with treatment resources for those individuals who WANT to engage in treatment.
- There are very few services that actively work to engage UNINTERESTED people with MH and SA treatment needs. Cuyahoga County does not have a FACT (Forensic Assertive Community Treatment) Team that focuses on the unengaged patients who are involved in the criminal justice system.

Phase 1 Tasks Activities To-date - Task 1-3: Inventory: Recommended Next Steps

- Clarify role of the MH Diversion Committee
- Advisory v. Decision-making authority
- Identify a champion for MH diversion in Cuyahoga County
- Facilitate consensus for initial target population with the MH Diversion Committee
- Largest number of SMI populations who could benefit from diversion based on:
 - Speed and ease of implementation
 - Anticipated outcome results
 - Potential implementation costs

- Status Update: Mental Health Diversion
- Status Update: Interim Central Booking
- Status Update: Population Management Initiatives

Status Update: Interim Central Booking

- Goal
 - To develop an interim solution that brings all stakeholders into the process in space available in the existing Justice Center to test the program and evaluate success
- Some Initial Considerations
 - Use space available
 - Avoid unnecessary relocation of existing functions
 - Limit capital cost investment in interim facilities
 - Quickest time to occupancy
- Three Options Initially Considered
 - Space available in Police Administration Building
 - Sheriff's Parking under Vehicular Sallyport
 - 3rd Floor Jail 1, Sheriff's Administration space

Status Update: Interim Central Booking

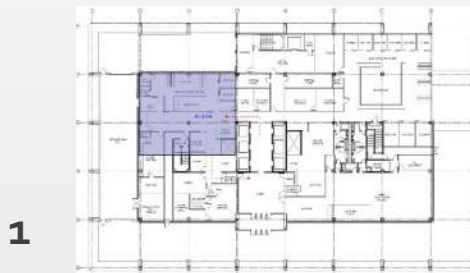
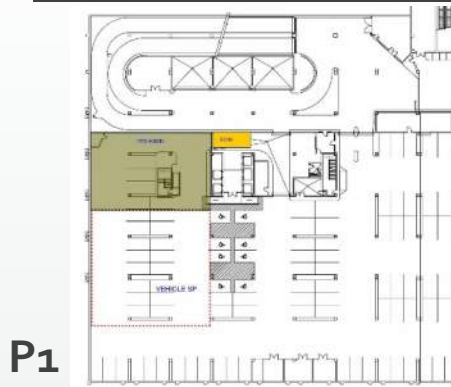
Initial Explorations – Police Administration Building

- Space Utilization

- P1 Sallyport, Pre-Admission Processing
- 1 Release/Re-entry
- 5 Property/Connection to Jail 1 & 2
- 6 Central Booking

- Key Issues/Concerns:

- Relocation of Police Functions
- Extended Demolition for Old City Jail
- Circuitous connection to Jail & Arraignment/EDC Courts
- General Condition of Building
- Need to add Elevator/Upgrade Existing
- Extension of Jail Security Systems
- Staffing Impact of Increased Movement



Status Update: Interim Central Booking



Initial Explorations – Sheriff's Parking

- Space Utilization

- P2 Central Booking
- B Vehicular Sallyport/Pre-admission

P2



B

- Key Issues/Concerns:

- Lack of Public Access
- Circuitous connection to Jail & Arraignment/EDC Courts
- Need to extend or add Elevators
- Staffing Impact of Increased Movement
- Would require lift station to accommodate plumbing
- Water penetration drainage issues
- Overall quality of environment

Status Update: Interim Central Booking

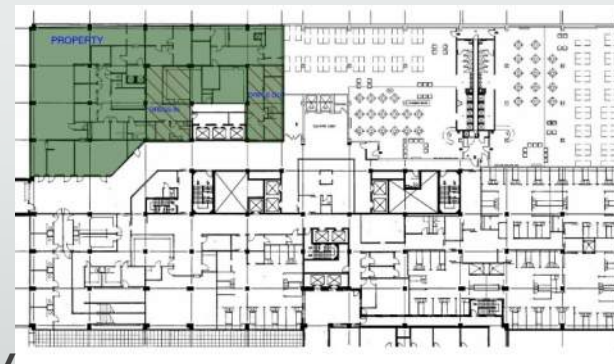
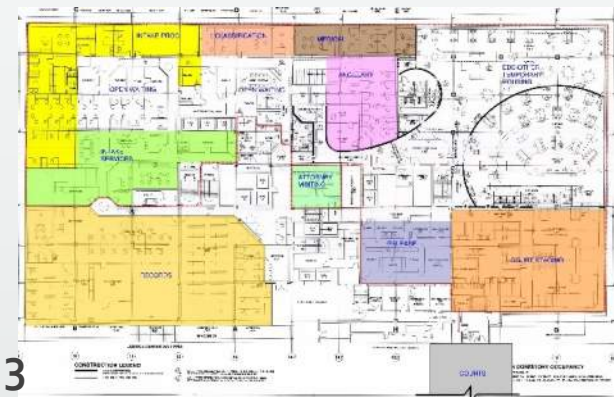
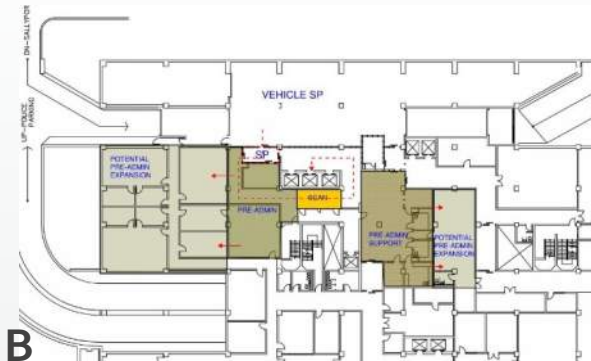
Initial Explorations – 3rd Floor

• Space Utilization

- B Vehicular Sallyport/Pre-admission
- 3 Central Booking
- 4 Property/Dress-in/Dress-Out

• Key Issues/Concerns:

- + Supports current operational flow
- + Limited or no staffing impact on Jail
- + Good Public/Attorney Access
- + Direct Connection to Arraignment/First Appearance/EDC Courts
- + Repurpose housing for short-term offenders
- + Building Systems in-place
- + Reduced renovation area
- Relocation of Sheriff's Administration functions
- Time to Occupancy



- Status Update: Mental Health Diversion
- Status Update: Interim Central Booking
- Status Update: Population Management Initiatives

Recommended Next Steps

- Establish a Jail Population Management Committee – potentially in concert with the Cuyahoga County Criminal Justice Council (CJC)
- Recommended Participation:
 - Common Pleas General Division (Judge & Court Administration)
 - Cleveland Municipal Courts (Judge & Court Administration)
 - Suburban Court Representative(s)
 - Prosecuting Attorney Representative
 - Sheriff
 - Public Defender Representative
 - Law Enforcement Representative(s)
 - County Executive Representative
 - City Administration Representative
 - Criminal Defense Bar

Recommended Next Steps *(cont'd.)*

- Recommended Staff Support
 - Jail Statistical Analysis Staff
 - Pre-trial Staff
 - Court Administration Staff (Common Pleas & Cleveland Municipal)
 - Others??

Recommended Next Steps *(cont'd.)*

- **Organizational Meeting:**
 - **Determine metrics that will be measured relative to Jail Population Management**
 - Pretrial release statistics & metrics
 - Average time to trial statistics
 - Population distribution by status
 - Distribution of population by bond amounts (incl. consideration of other holds)
 - Pretrial Defendants with aging ALOS & reasons for extended ALOS
 - Population distribution by Court & Judicial Officer
 - Time to physical release when bond posted
 - Etc.
 - **Determine data availability and reasonableness of reporting (will influence information systems for the future)**
 - **Determine reporting and meeting schedule and responsibility for immediate actions when needed**

Recommended Next Steps *(cont'd.)*

- Identify or assign Jail Expeditor
- Ownership & Advocacy for key initiatives
 - Bail Reform
 - Central Booking
 - MH Diversion
 - Others??

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- VIII. Other Business
- IX. Public Comment: Alternatives & Criteria
- X. **Next Steps / Next Meetings**
- XI. Adjournment

Next Steps

- Program Review Meetings with Individual Agencies/Components – Ongoing thru 12/6
- Week of 12/9 - Alternatives & Criteria Working Group Meetings
 - Common Pleas General Division & Related Agencies
 - Common Pleas Domestic Relations & Related Agencies
 - Municipal Court & Related Agencies
 - Detention Working Group
 - County non-Justice stakeholders
 - City non-Justice Stakeholders
 - Bar Association

Projected Meeting Dates

- December 18, 2019 – Determination: Agree to Definition of Range of Alternatives *(Note: This is a change of date with a starting time of 8:30 am)*
- January 23, 2020 – Review Refined Alternatives/Evaluative Criteria
- February 20, 2020 – Comparative Evaluation of Alternatives
- March 19, 2020 – Discussion & Ranking of Alternatives
- April 23, 2020 – Status Update
- May 21, 2020 – Final Program & Master Plan

- I. Call to Order
- II. Roll Call
- III. Housekeeping & Protocol
- IV. Purpose of Meeting; Review of Agenda
- V. Determination #11.21 -1: Judicial FTE's & Litigation Spaces
- VI. Review & Discussion of Preliminary Projection of Space Requirements
- VII. Review & Discussion of Range of Development Alternatives To Be Considered for Future Planning & Possible Evaluative Criteria
- VIII. Other Business
- IX. Public Comment: Alternatives & Criteria
- X. Next Steps / Next Meetings
- XI. **Adjournment**