

Investing in Justice: Courthouse Complex Planning

July 2026



Our Commitment: Vision & Mission

WE ENVISION... A welcoming and adaptable Courthouse Complex that embodies justice, equity, safety, and community well-being and addresses the holistic needs of the public, systems-involved individuals, and staff now and in the future.

PROJECT MISSION

Our mission is to create welcoming Courthouse Complex facilities that prioritize equity and the needs of the Milwaukee community. We will do this by fostering safety, accessibility, efficiency, and restorative practices through an adaptable design that is informed by stakeholder engagement and accommodates state-mandated services and comprehensive resources that uphold justice and fairness for everyone.

Meeting Project Goals through Decisions

PROJECT GOALS



DECISION-MAKING PRINCIPLES



The Challenge



Risks to Public Safety, Justice



The Public Safety Building does not meet modern needs or Wisconsin Supreme Court standards; it is severely outdated and functionally obsolete.



In 2025, Milwaukee County conducted more than 6,500 in-custody transports, all through public hallways and elevators.

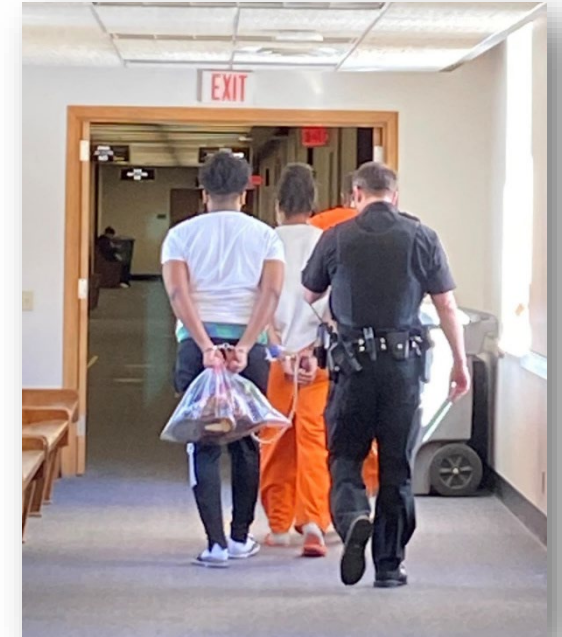
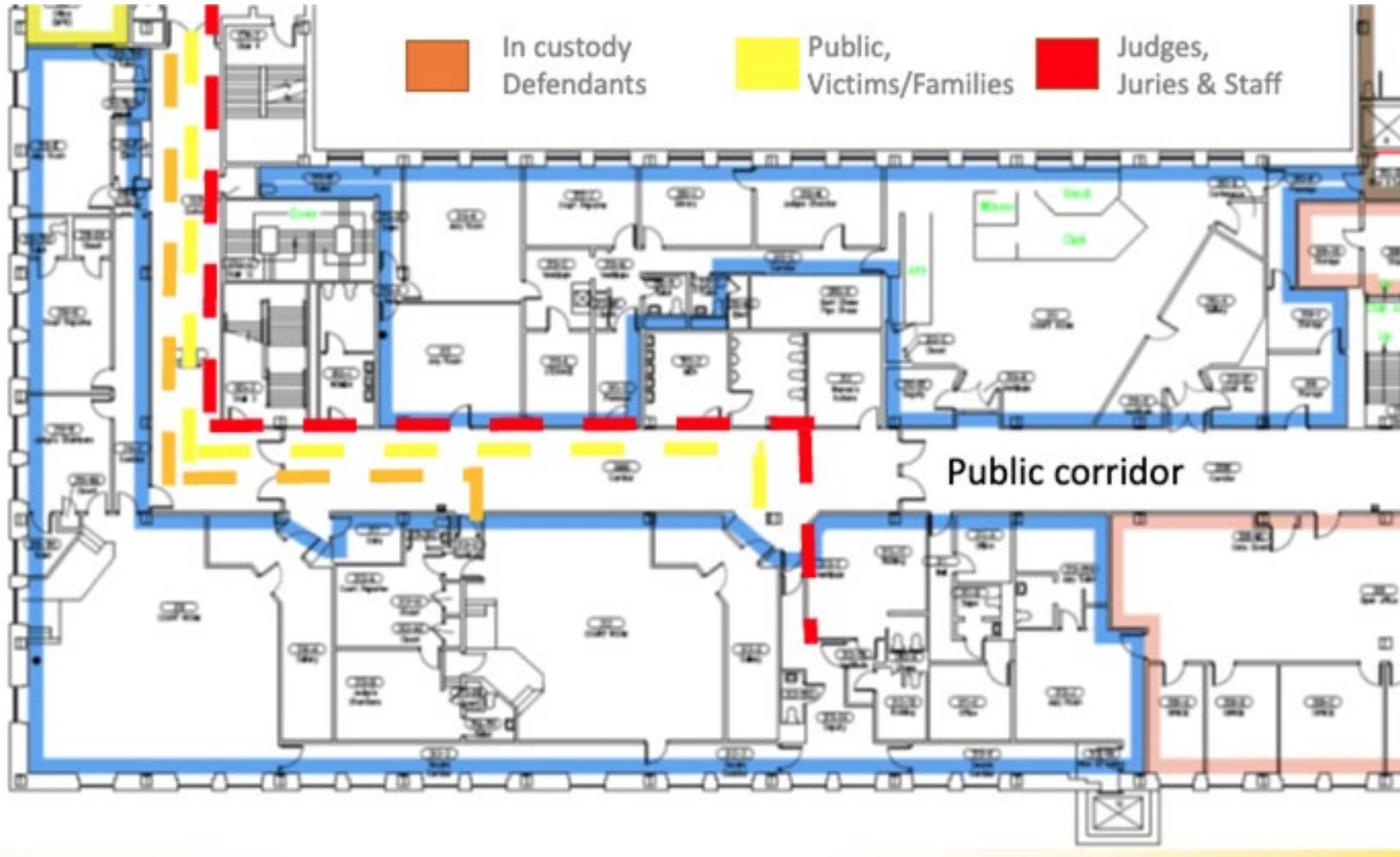


Safety incidents can cause delays in court and additional costs.



In 2025, each felony case took an average of 255 days to clear through Milwaukee County, compared to the state average of 243 days.

Unsafe by State Supreme Court Standards



Judges, juries, families, the public and defendants share corridors and elevators



Public Safety Building gym roof beyond useful life

Costs of Inaction

- Deferred Maintenance will need to be addressed if we do not act to replace the building
 - ▶ Over \$334M without addressing core issues (Roofs, windows, HVAC, etc.)
 - ▶ Unoccupiable space, State Supreme Court Standards, transport of residents in public hallways, etc.
- Increased risk of catastrophic failure and emergency repairs.
- Cost of delays estimated at \$3-4M/month

The Investment



Projected Project Cost

Project Costs are “all in” and inclusive of projected hard and soft costs.

HARD COSTS: 75%

- ▶ All direct trade costs and indirect construction management costs required to facilitate the completion of the project.
- ▶ These include all tangible, physical expenses such as: Materials, Labor, and Equipment

CONCORD
GROUP

AECOM NORR

Gilbane

CULLEN
THE TOUGH JOB EXPERTS

SOFT COSTS: 25%

- ▶ Soft Costs are typically 20-30% of the overall projected cost of a project, based on known project elements and assumptions.
- ▶ These soft costs include items such as:
 - Owner Construction, Permits, Signage, Temporary Utilities, Utility Connections, Environmental costs
 - Hazardous Material Removals, Relocation Services, Furnishings,
 - Security Systems and Equipment, AV/IT
 - Professional Services (Design, Engineering, and Specialty Consultants), Project Management (includes County/DAS), Cost Validation and Miscellaneous Consultants (Mueller, NCSC, Capstone)
- ▶ Should any unanticipated operational needs be added into the project, this will likely push the recommended percentage to 30%.

IJCC Projected Project Cost Summary

75% Concept Cost Estimate*: \$896,578,000

IJCC Projected Project Cost Total	\$ 896,578,000
New Criminal Courthouse Building	\$ 712,532,000
Enabling Phase Investments	\$ 88,052,000
Existing Safety Building Demolition	\$ 17,430,000
Skybridge	\$ 14,515,000
Criminal Justice Facility Updates	\$ 1,274,000
Historic Courthouse East Entry Addition	\$ 45,775,000
Central Utility Plant	\$ 17,000,000

**Projected cost includes all hard and soft costs*

IJCC Projected Project Cost Total	\$ 896,578,000
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Continued State Funding (2027-2032)	\$ (94,800,000)
Remaining Project Amount (Bonding?)	\$ 763,148,000**
Continued State Funding to help pay bond debt (20 years)	\$ 316,400,000

Estimated cost that can be offset by continued State Funding: \$411,200,000

***Projected costs before bond interest*

New Criminal Courthouse



KEY BUILDING FEATURES

- ▶ Approximately **452,000 GSF**
- ▶ **11 Floors** including 1 basement/garage, 1 mechanical penthouse
- ▶ **20 Standard Criminal Courts**, 1 Ceremonial Court, 1 Traffic Court, and **4 Problem Solving Courts**
- ▶ Connection to CJF and HCH via new bridge
- ▶ Public Atrium
- ▶ Single-loaded court floors with view to MacArthur Square & Historic Courthouse
- ▶ Pedestrian access to MacArthur Square
- ▶ Problem Solving Court floor w/ supporting services & green roof features
- ▶ Grab N' Go Food Services
- ▶ Underground Secure Parking (58) with Sally Port
- ▶ Accommodations for Central Utility Plant to serve Courthouse Complex

Justice Policy & Programs Design Values



Safety and Security

- Establish single-use hallways and entrances.
- Improve security protocols, including access and wait times.
- Implement a process for courts to consider security delays.
- Increase staffing to provide secure transport for detained individuals.
- Increase staffing to provide support and secure movement for victims/witnesses.
- Improve experience entering the building.



Accessibility / Efficiency

- Improve security access process.
- Implement way-finding measures throughout complex.
- Use technology and virtual resources to improve court access.
- Train staff in trauma-led care, their essential job function, and how their work is part of the larger system.
- Centralize resources wherever possible



Collaboration

- Establish a central, transparent resource hub for court and community partners.
- Host formal networking events and connection opportunities.



Trust

- Continue clear and transparent communication regarding the IJCC project and other county decisions.
- Ensure continued community and stakeholder engagement in policy and programs as well as building project moving forward.
- Prepare for community to miss opportunities for feedback.
- Communicate when feedback has been heard and, if it is not being implemented, communicate why that feedback is not being implemented.



Community

- Establish space for community members accessing building and community partners providing service in the building.
- Continued invitations for engagement of community members, including expanded engagement opportunities, and continue caution in exhausting community feedback voices.
- Revitalize McArthur Square or create an alternative outdoor communal space.



Transparency

- Continue clear and transparent communication regarding the IJCC and other county decisions.
- Ensure continued community and stakeholder engagement in policy and programs as well as building project moving forward.
- Prepare for community to miss opportunities for feedback.
- Communicate when feedback has been heard and, if it is not being implemented, communicate why that feedback is not being implemented.



Innovation

- Explore non-traditional alternatives and models.
- Leave space in program and building design for change later.
- Use technology and virtual resources to improve court experience.
- Allow for dignified entrance to the courthouse after passing through security.

Applicable to Building Design

Icons are placed on the Concept Plans for each building.



New Criminal Courthouse Projected Cost

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- Judicial Chambers & Support
- Jury Management
- Court Reporting Services
- Court Coordinators
- Public Defender Satellite Office
- Pretrial Services – Justicepoint
- Probation Intake
- Central In-Custody Holding
- District Attorney's Office
- Sheriff's Office

Enabling Phase Renovations Projected Cost

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Project Size

- ▶ 209,000 GSF of areas that will be renovated from minor upgrades such as replacing paint and carpet to complete space renovations.
- ▶ Other building wide lighting and courtroom upgrades for Courts reorganization into the HCH

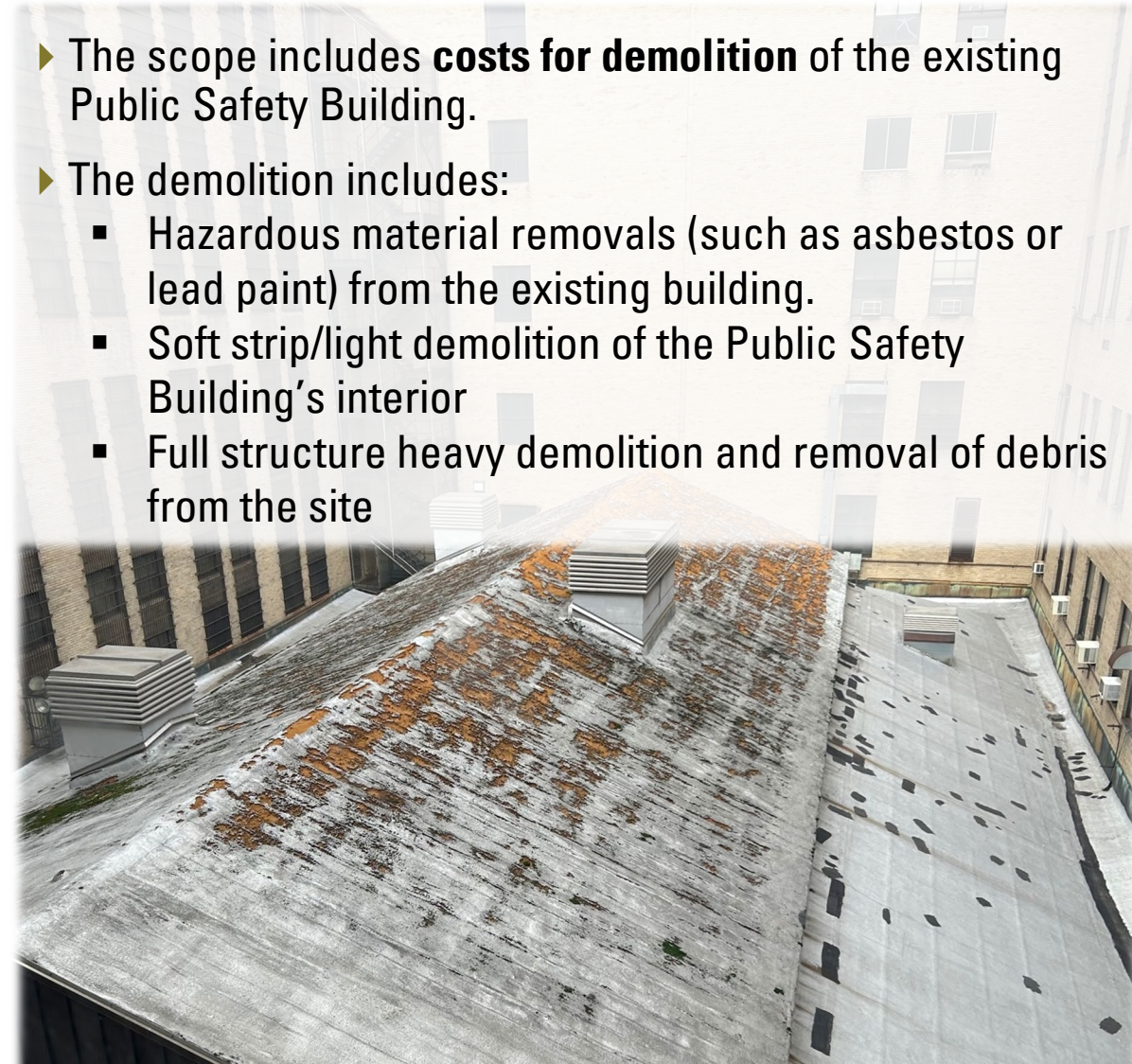
Strategy Development Criteria

- ▶ Safety and Security
- ▶ Reduce or Eliminate Unnecessary Moves
- ▶ Build temporary space with master plan in mind
- ▶ Minimize cost impacts
- ▶ Prioritize users and public wayfinding
- ▶ Limit impacts to Public Officials
- ▶ Departments supporting Courts to remain in HCH

Safety Building Demolition Projected Cost

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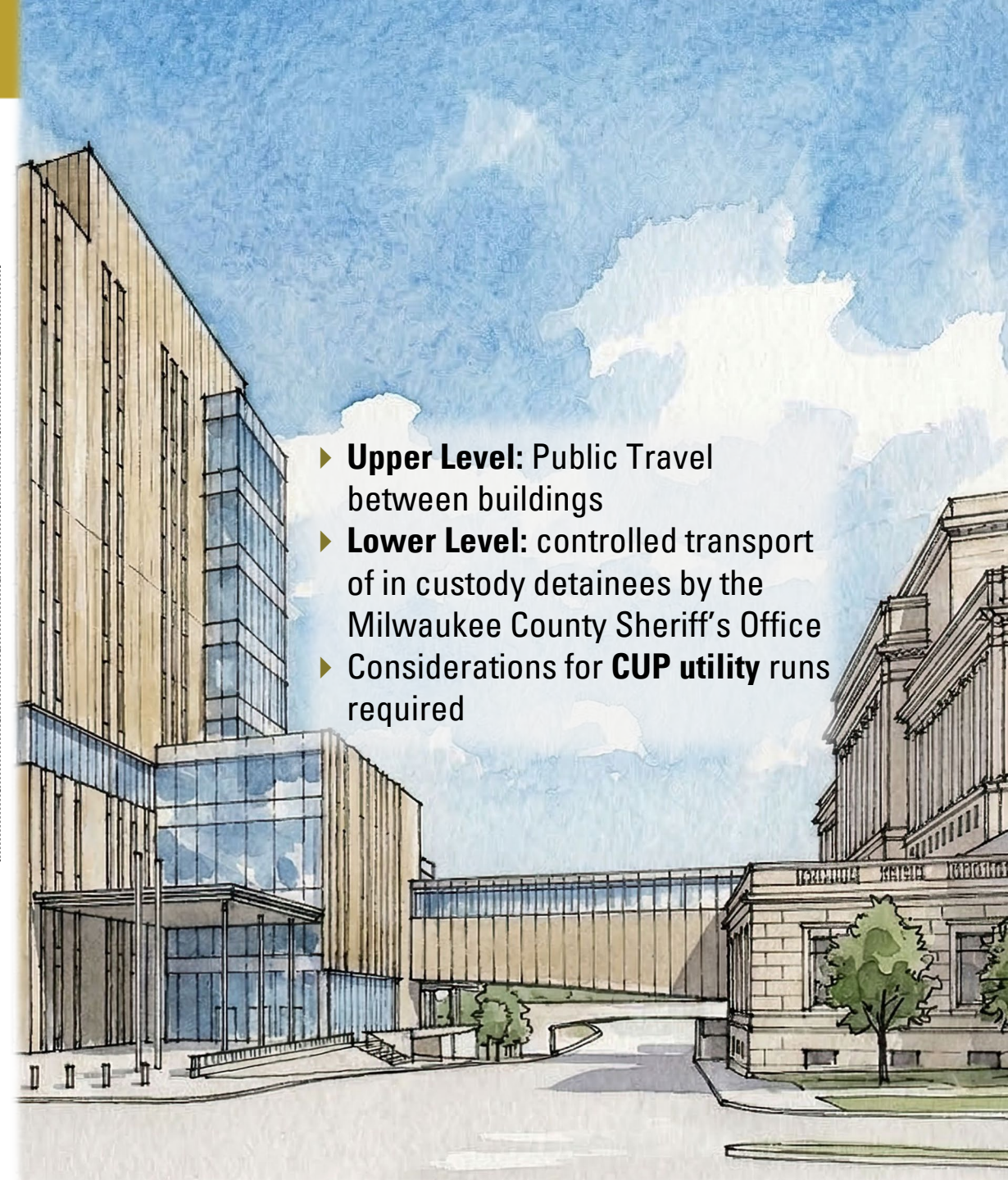
- ▶ The scope includes **costs for demolition** of the existing Public Safety Building.
- ▶ The demolition includes:
 - Hazardous material removals (such as asbestos or lead paint) from the existing building.
 - Soft strip/light demolition of the Public Safety Building's interior
 - Full structure heavy demolition and removal of debris from the site



Skybridge Projected Cost

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The scope includes costs for construction of a **new, two-level skybridge to replace the existing one** connecting the Public Safety Building to the Criminal Justice Facility (CJF) and the Historic Courthouse (HCH).



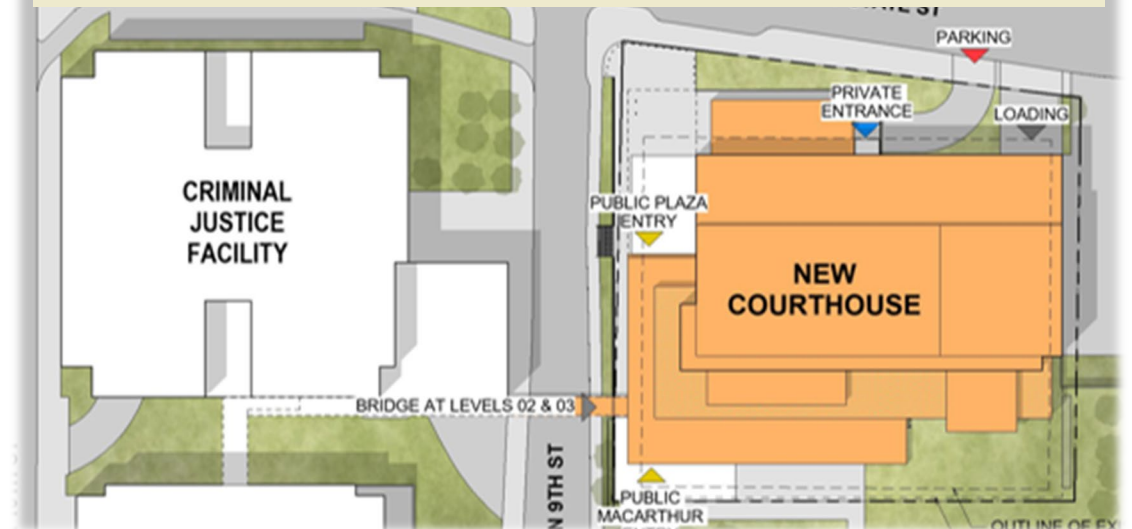
- ▶ **Upper Level:** Public Travel between buildings
- ▶ **Lower Level:** controlled transport of in custody detainees by the Milwaukee County Sheriff's Office
- ▶ Considerations for **CUP utility** runs required

Criminal Justice Facility Projected Cost

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Scope includes costs to upgrade courtroom systems in the CJF:

- Upgrades of the Courtroom Docket display, related structured cabling to align with the system installed in the new Criminal Courthouse (CCH)
- Modifications to approximately 1,300 GSF of Sheriff's Department space (Civil Processing)



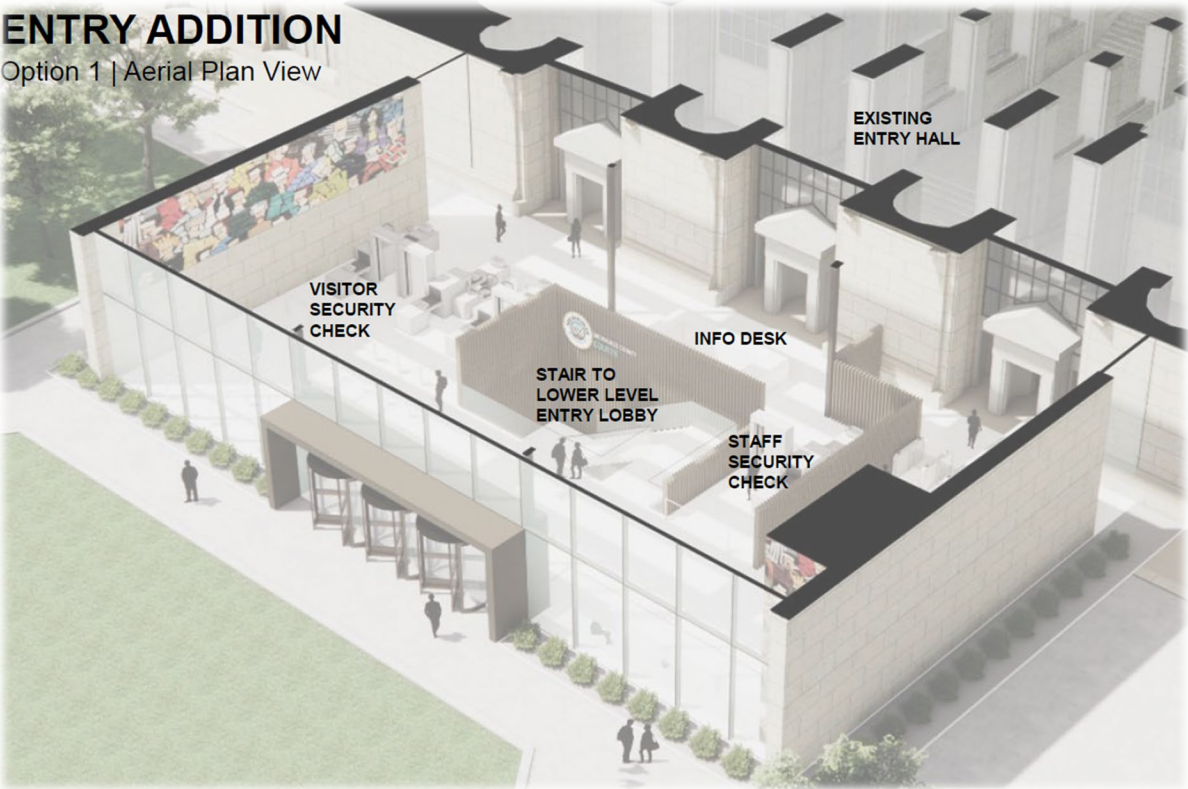
East Entry Addition Projected Cost

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ENTRY ADDITION

Option 1 | Aerial Plan View



Central Utility Plant Projected Cost

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Central Utility Plant	\$ 17,000,000

Scope includes costs to build a central utility plant in the new Courthouse, and to provide equipment to **heat and cool the new Courthouse** and **build in expandability to phase in heating and cooling systems for the CJF and eventually the HCH.**

- ▶ Space within the basement of the new building to accommodate initial plans and future transitions from the CJF (2030s) and HCH (2040s)
- ▶ Upfront investment return long-term gains:
 - Financial benefits
 - Natural gas flexibility (off the downtown steam network)
 - Environmental benefits (reduced CO2 emissions)
 - Focused maintenance and operations

100% Concept Alternates Cost Summary

Additional Alternates under consideration that are not currently in the base scope:

▶ Alt #1	District Attorney Floor Height	\$ 3,363,621
▶ Alt #2	Add Walking Bridge to Public Administration Building	\$ 2,271,827
▶ Alt #3	Add Equipment and Piping for CUP	\$17,099,435
▶ Alt #4	Replace Natural Gas Heating Systems with Electric	\$11,067,341
▶ Alt #5	Inclusion of Circadian Lighting Scheme	\$ 5,258,798
▶ Alt #6	Problem Solving Floor Floorplan Change	\$ - 871,431
▶ Alt #7	Remove Sheriff-only Elevator from Parking Garage	\$- 1,511,427
▶ Alt #8	Add Roof Mounted Solar Panels	\$ 2,772,640
▶ Alt #9	Add Curtainwall Glass Spandrel Solar Panels	\$ 4,058,644
▶ Alt #10	Add Solar Panels to South Elevation Shade System	\$ 2,638,101
▶ Alt #11	Composite Curtainwall ILO Honeycomb Stone Cladding	\$ 5,651,542



Maximizing Value and Opportunities

- This project represents the most fiscally responsible long-term investment in the County's justice infrastructure.
- IJCC serves as the first phase of a broader long-term master plan for the Courthouse Complex that:
 - ▶ Maximizes the use of existing County assets
 - ▶ Strategically modernizes facilities over time
 - ▶ Creates a comprehensive approach to stewarding public assets rather than addressing facility needs in isolation
- Public buildings of this scale are **investments measured in generations.**

Scope Considerations



On-Going Considerations that Impact Cost

- ▶ Do we include **other Courthouse Complex capital projects** anticipated between 2027-2032 (General Maintenance)?
- ▶ Do we **exclude the HCH Front Entrance** (\$45,775,000)?
- ▶ Are there other **Master Plan elements** we want to bring forward for **contracting and price efficiency benefits** (Strategic Investment)?
- ▶ Does **not include full electrification** of the building, the most eco-friendly option.
- ▶ Other design considerations?

Potential Incorporation of Five-Year Capital Projects

The scope could potentially include projects in the HCH and CJF that have been reviewed by County Capital Planning and IJCC Staff (examples listed below), **currently estimated at \$50M**. Additional estimating is underway to further define the total anticipated needs.

Capital Project	Planned Completion
CJF Air Handler System	2028-2030
CJF Fire and Smoke Control-Building	2028
CJF – Chiller Rebuild	2028-2029
HCH – AHU Repair and Component Replacement	2028-2030
HCH – HVU and MAU Replacements (Allocation 1)	2028-2030
HCH – Roof Maintenance and Replacement	2030
HCH – VAV Replacements (Placeholder)	2029-2030
HCH – VAV Replacements (Allocation 1)	2028-2030
HCH – Roof Drain Replacements – Exterior	2028
HCH – AHU Fan Wall System Core system upgrades	2029



30 Year Facility Capital Project Master Plan Cost

30 Year Capital Project Facility Master Plan **\$ 537,707,000**

**Not escalated to 2056 dollars; likely not able to predict costs with any accuracy at this point in time*

EXAMPLES:

- Office and technology refreshes to relocate off-site (non-swing related) functions back to the Courthouse
- Moving Clerk of Courts and other functions to preferred locations
- Life-safety, ADA and Building System Upgrades
- Build out of a gym/recreation facility on complex
- Exterior building envelope and lighting improvements
- Sustainability upgrades

PHASE 1: IJCC SCOPE

PHASE 2 2032 - 2039

Category 4

User Amenities and Public Facing Enhancements

Category 5

HCH Departmental Restack & Fit-Out, Life-Safety, ADA & Core System Upgrades

Category 6

Technology & Security Modernization

PHASE 3 2039 - 2042

Category 7

Mechanical, Electrical, Plumbing & BAS Expansion

Category 8

Building Envelope & Exterior Lighting Rehabilitation

Category 9

Sustainability & Future-Readiness Program (*Parallel to Categories 2-8*)

Funding & Finance



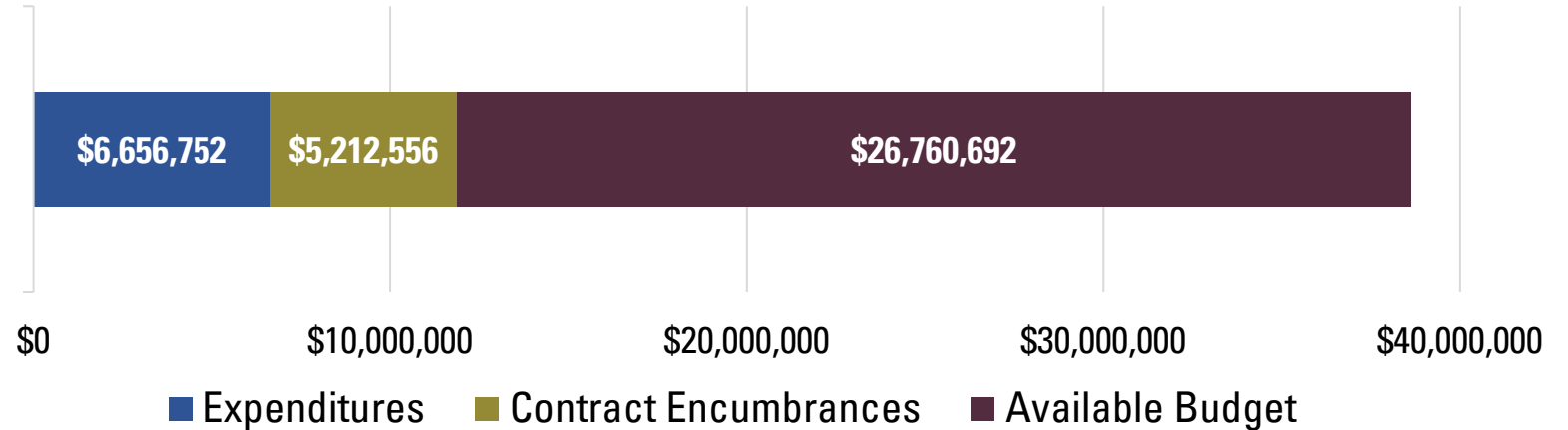
Financial Status



Funding and Finance

Secure, monitor and report on project funds

Courthouse Complex Planning
FY24, FY25, FY26 Budget: **\$38,630,000**
Project: WC0276011



Existing and Anticipated Encumbrances

- Concord (owners rep)
- AECOM (design consultant)
- HGA (energy systems consultant)
- Mueller Communications (advocacy/communications)
- National Center for State Courts (justice policy & programs)
- Gilbane-Cullen (construction manager)
- Cumming Group (cost validation consultant)
- Gestra (geotechnical consultant)
- RaSmith (site survey consultant)

2026 Budget Amendment Request

Administration prepared a series of reports to address the request for a comprehensive assessment of the fiscal and operational impacts of IJCC.

Office of the Comptroller (File 26-445)

Fiscal Impact on Debt Service (May 2026)

- Debt service projections
- Property tax levy implications
- Bonding capacity and debt management
- Preliminary financing scenarios

Department of Administrative Services (DAS) (File 26-490)

Countywide Capital Impact (June 2026)

- Deferred maintenance considerations
- Service delivery impacts
- Capital project delivery capacity
- Evaluation of "capital holiday" vs. maintaining normal program

Office of Strategy, Budget & Performance (SBP)

Debt Service Options (July 2026)

- Potential funding scenarios
- Bonding and State funding alternatives
- Options to support future policy decisions

DAS & SBP (Current File)

IJCC Informational Report (July 2026)

- Updated conceptual cost estimate
- Cost of replacement vs. cost of inaction
- Operational and fiscal impacts of delaying the project

Opportunities to Reduce Taxpayer Impacts

2027 CAPITAL REQUEST

- ▶ IJCC will be considered during the 2027 Capital Improvement Committee (CIC) process and request capital funding for relocation, demolition, and construction expenses.
- ▶ DAS will request allocation of tax levy funds (\$15.8 million) in 2027 as freed-up by State EPA in addition to bond authorization for the remaining projected project costs for CIC deliberation.

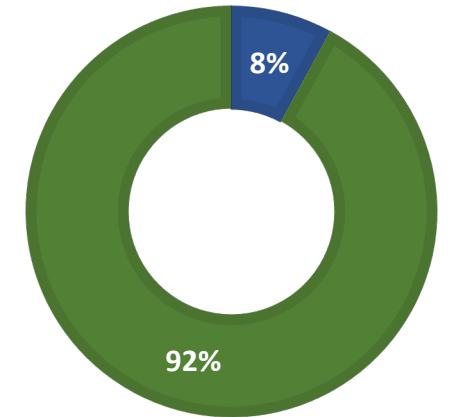
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Estimated cost that can be offset by continued State Funding: \$411,200,000

*****Projected costs before bond interest***

Bonding Capacity

- ▶ Currently utilizing about 0.4-0.46% of our equalized value (5%)
- ▶ Low end compared to major urban counties
- ▶ Even with the IJCC we would be on par with other major urban counties
- ▶ Dane's current utilization is significantly higher than ours as they have made major investments recently. If we did advance the IJCC our utilization would be similar.
- ▶ Bond usage is difficult to compare nationally because of the various roles of County Governments, but we appear to be noticeably conservative among peers.



■ Outstanding GO Debt

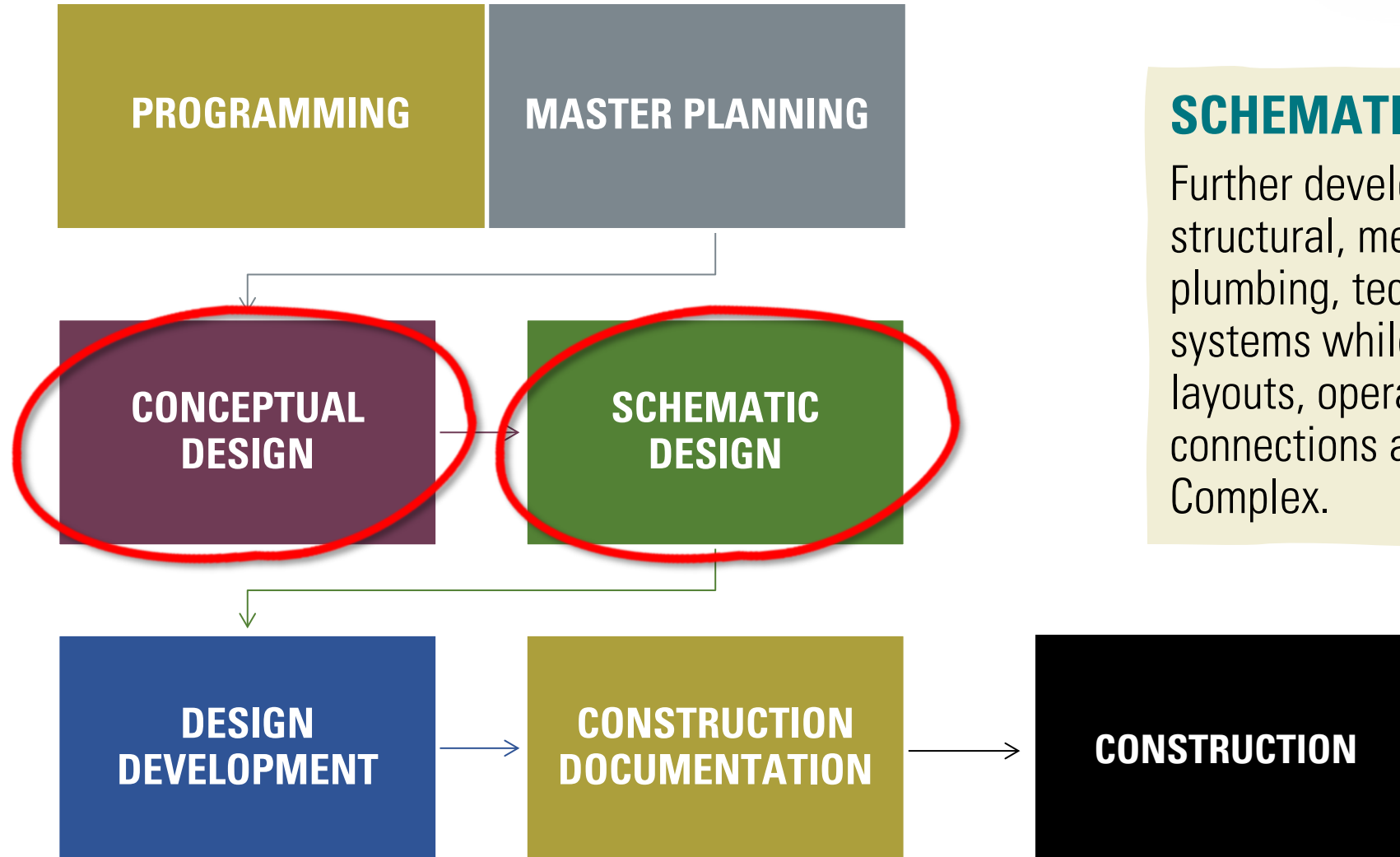
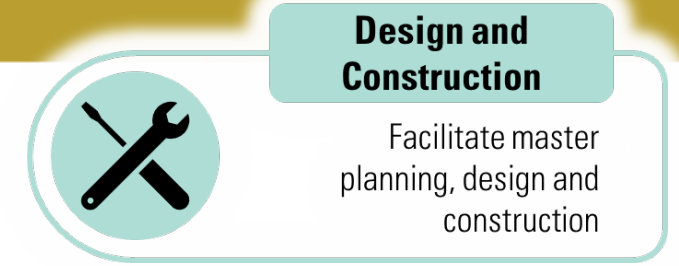
■ Remaining within Debt Limit



Next Steps



Design Phase Progress



SCHEMATIC DESIGN:

Further develop the architectural, structural, mechanical, electrical, plumbing, technology, and security systems while refining courtroom layouts, operational workflows, and connections across the Courthouse Complex.



Enabling Phase & Court Function Moves

Enabling work is already under way. In Q2 of 2026, departments will begin to move out of the HCH into leased space, internal moves take place, soil boring begins, and renovations begin in HCH.

- **By March 2027:** Enabling work on the court floors of the Historic Courthouse will start
- **By May 2028:** All courts will be relocated from the PSB to the Historic Courthouse to demolish the Public Safety Building.
- **By March 2033:** Ribbon cutting on the new courthouse

Stakeholder & Community Engagement

PUBLIC OUTREACH

Share project stories highlighting:

- ▶ Improved outcomes for victims and witnesses
- ▶ Community engagement throughout design
- ▶ Economic and workforce development benefits
- ▶ Alignment with the County Climate Action Plan

SUPPORTING POLICYMAKERS

Develop updated fact sheets highlighting:

- ▶ Current state vs. future state
- ▶ Project costs and benefits
- ▶ Improvements to safety, operations, and visitor experience

Provide resources to help Supervisors respond to constituent questions

Reinvigorate partner visibility

Next Steps

- Capital Improvements Committee Request will be submitted
- Transition from conceptual to schematic design occurs
- Enabling phase begins with offsite department moves to leased space
- Collateral, fact sheets, etc. will be provided for constituent communications
- Community outreach in August
- September cycle board report will be prepared





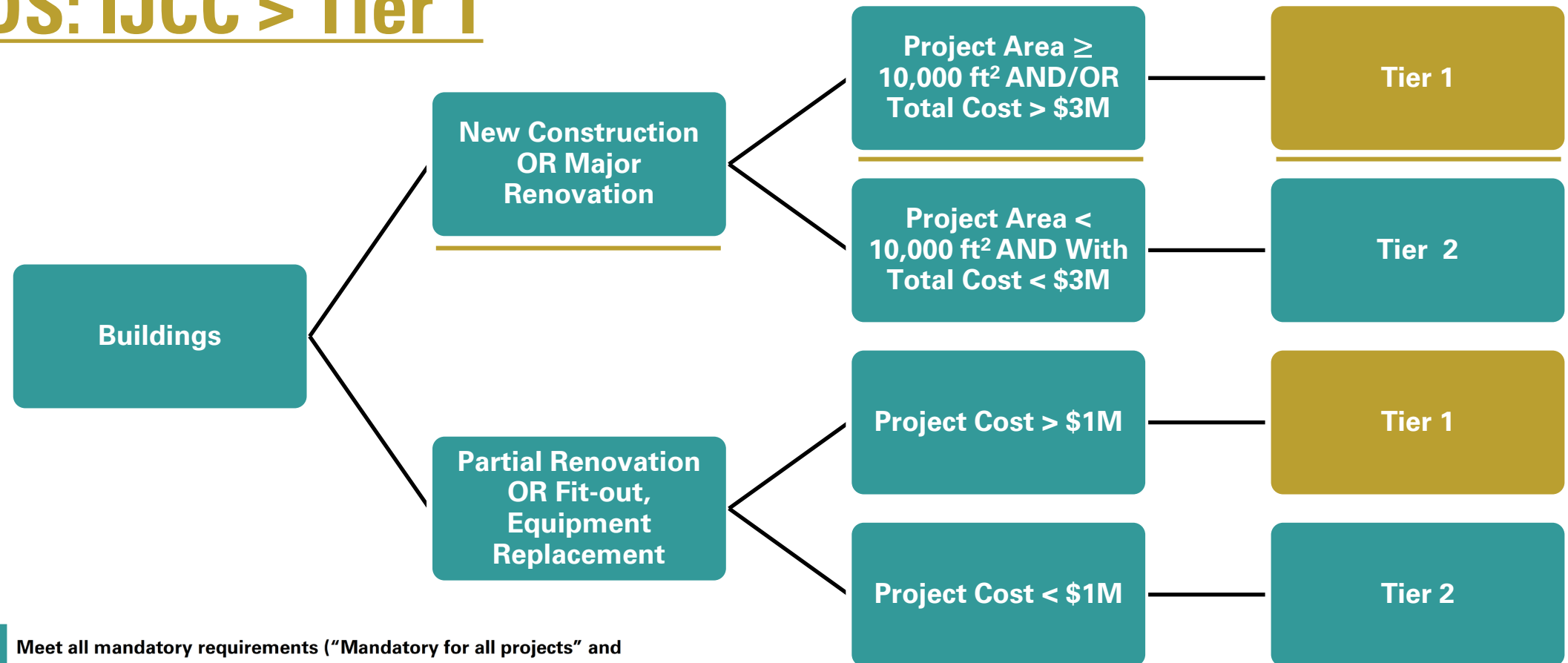
**MILWAUKEE
COUNTY**

Climate & Sustainability Considerations



Climate and Sustainability Considerations

SDS: IJCC > Tier 1



Tier 1

Meet all mandatory requirements ("Mandatory for all projects" and "Better (Tier 1 Mandatory)") where applicable to the project scope.

Tier 2

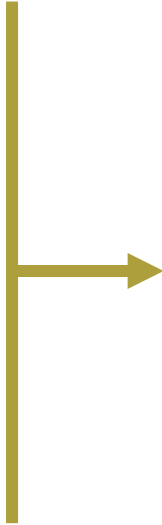
Meet all mandatory requirements ("Mandatory for all projects") where applicable to the project scope.

Climate and Sustainability Considerations

Eight key sustainability focus areas as part of SDS:

1. **Energy Efficiency**
2. **Emissions and Pollution Control**
3. **Climate Resilience and Adaptation**
4. Site
5. Water Conservation and Stormwater Management
6. Materials and Waste Management
7. Occupant Health and Wellbeing
8. Education and Community Engagement

***Priority Areas** due to direct alignment with CA50 Goals



SDS Tier 1 Scorecard at IJCC 100% CD:

Current project design meets all 20 of the “Better” Compliance Requirements



Climate and Sustainability Considerations

IJCC Site-Specific Climate Change Vulnerability Assessment

Identifies IJCC project's highest climate risks

Pinpoints vulnerable building systems and operations

Prioritizes risks based on likelihood and impact

Recommends resilience strategies to reduce climate risk

Supports Climate-informed design and long-term resilience

Extreme Heat (20 risk score)

Poor Air Quality (20 risk score)

- Enhanced stormwater management
- Resilient Building Systems
- Nature-Based Solutions

Campus Energy Systems Decision – CUP Enabling

“How do we heat and cool the new courthouse?”



Should the New Courthouse be designed to serve only itself, or the entire campus (and over what period of time)?

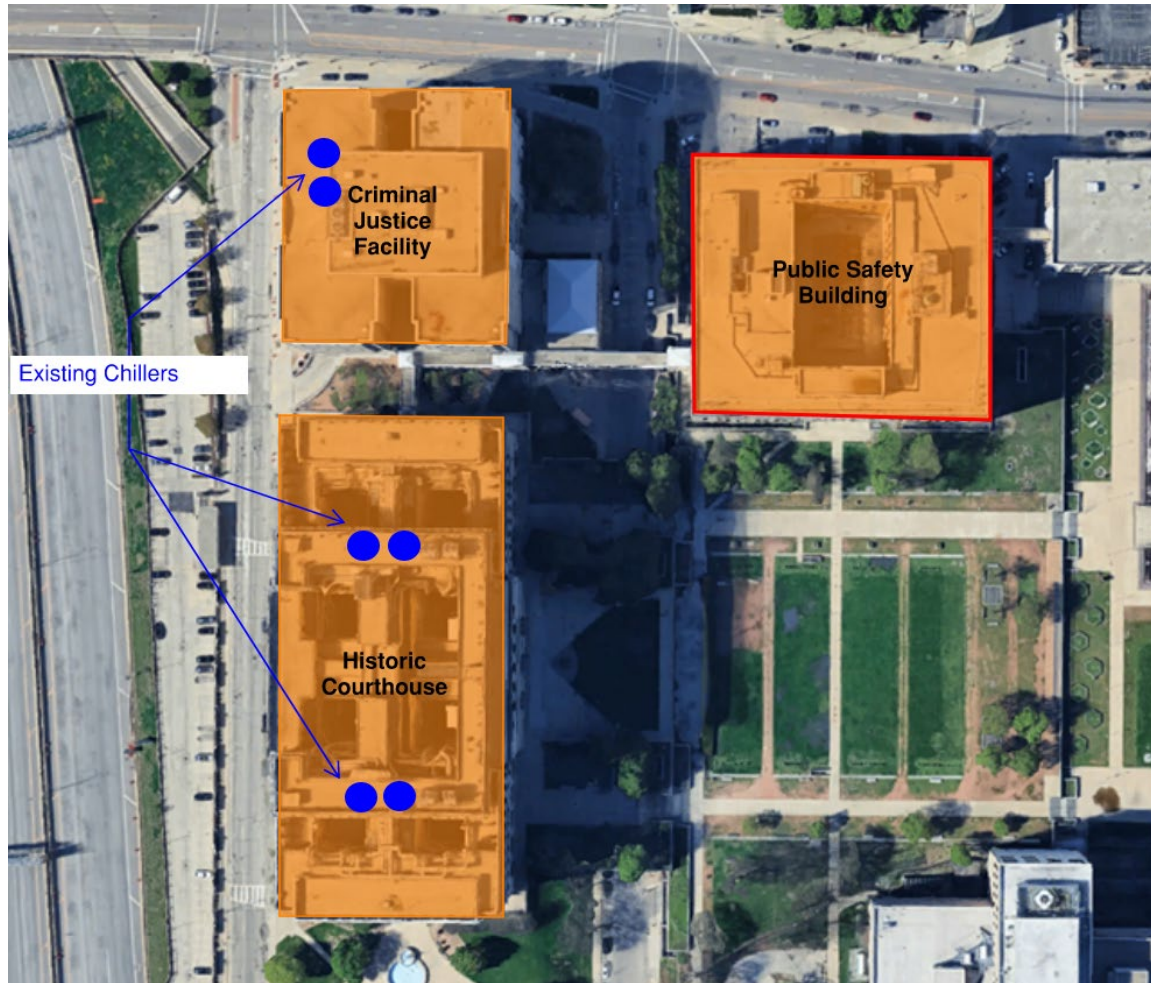


Decision Recommendation:

Commit to an expandable Central Utility Plant (CUP) as part of the new Courthouse to enable campus-wide decarbonization

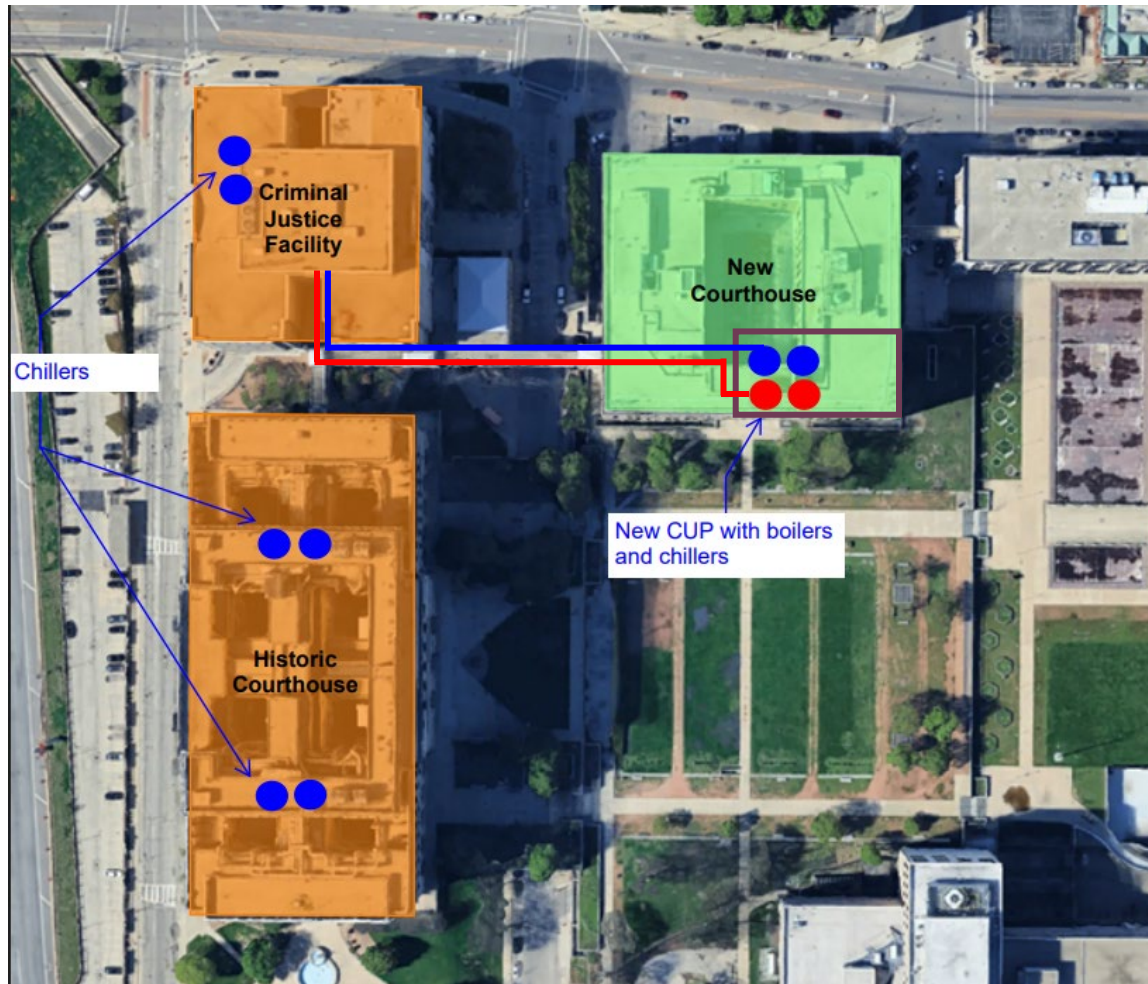


Complex Interconnections



Current Campus Conditions (2026)

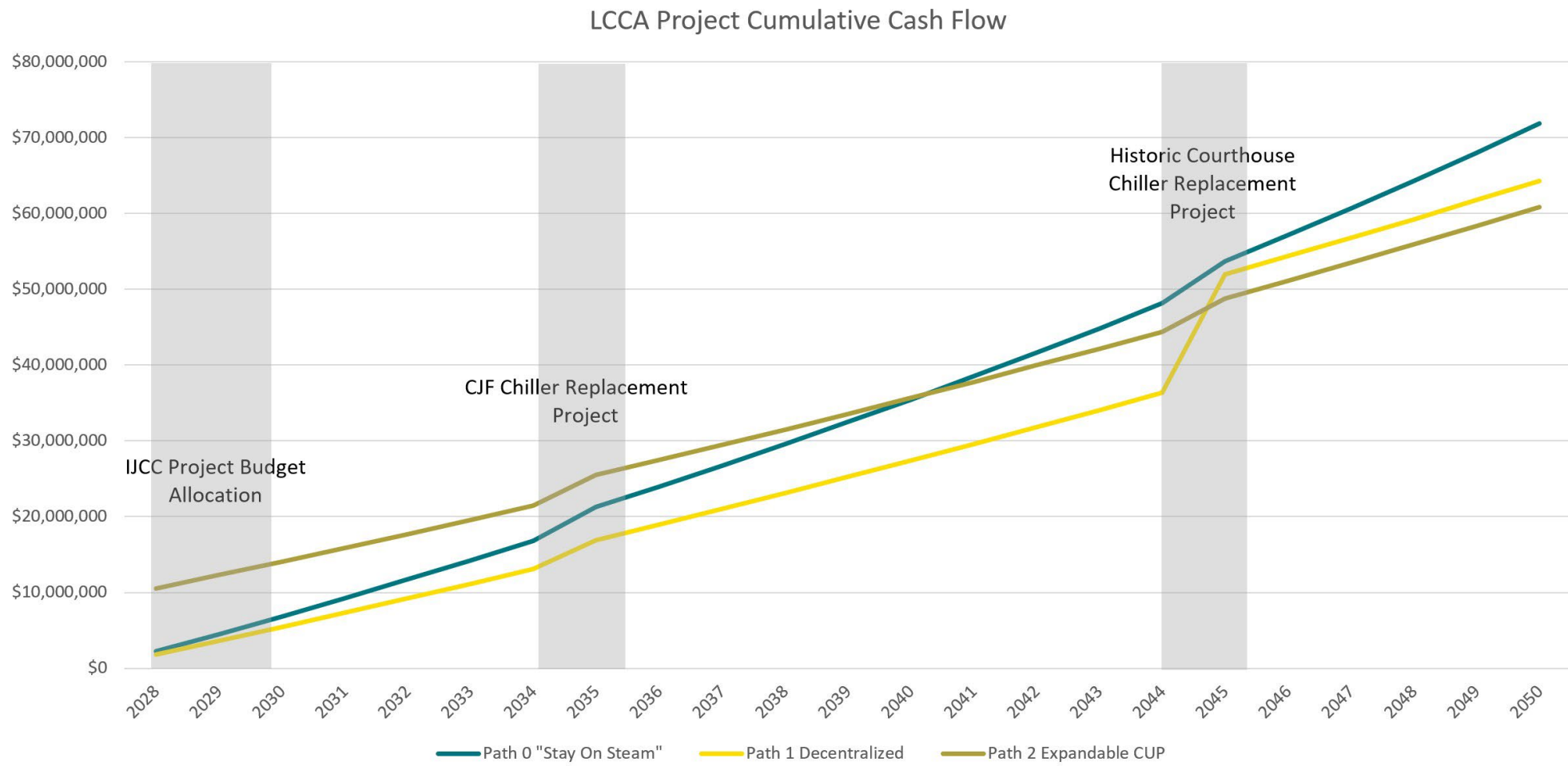
Complex Interconnections – CUP Enabling



New Courthouse: Occupancy: 2032

- Chillers remain individualized to each building
 - Steam Power: CJF & HCH
 - Natural Gas: New Courthouse
- Infrastructure installed for future service to CJF & HCH
- Space exists for future expansion of Central Utility Plant (CUP) in the New Courthouse

Cost Comparison



- **Reduced Risk**
- **Flexibility**
- **Maintainability**
- **CA50**
- **Cost Effective**



Long-Term Benefits

Option	Description	Rank	Costs			Maintenance Rank	Sustainability		
			25 Year Differential Construction Costs	Annual Utility Costs	25 Year Life Cycle Costs		Site Energy Usage Rank Intensity (EUI)	Life Cycle Carbon Emissions (MT CO2eq)	
Path 0 Stay on Steam	Traditional NG Boilers and Water Cooled Chillers with Cooling Towers. No plans for expansion.	Lowest First Cost, utilize district steam.	\$4,000,000	\$4,020,000	\$79,780,000	N/A	N/A	71	241,832
Path 1 Decentralized	Traditional NG Boilers and Water Cooled Chillers with Cooling Towers. No plans for expansion.	Lowest First Cost, utilize natural gas.	\$15,200,000	\$2,850,000	\$69,540,000	2nd	2nd	100	237,829
Path 2 Expandable CUP	Traditional NG Boilers and Water-Cooled Chillers with Cooling Towers. All equipment at lower level.	Middle First Cost, utilize natural gas.	\$13,200,000	\$2,770,000	\$65,980,000	1st	1st	85	201,723

- Path 2 CUP option results in higher efficiency: 15% lower energy use compared to decentralized option
- Carbon Reduction: Assumed 15% fewer offsets needed for Path 2 CUP vs Path 1 Decentralized option
- Maintenance: Single location (Path 2 CUP) simplifies operations and can improve occupant comfort throughout the complex
- Milwaukee County gains control (flexibility) over energy sourcing for the complex: Less cost and carbon intensity risk



Campus Energy Systems Decision – CUP Enabling

“How do we heat and cool the new courthouse?”

Commit to an expandable Central Utility Plant (CUP) for the new Courthouse

- >>> Operational and Cost Efficiency
- >>> Commitment to Emissions Reduction
- >>> Risk Mitigation Effort
- >>> Control

