

Rock Island County

Consolidation Review Commission Report to the Rock Island County Board

June, 2012

Tom Rockwell, Commission Chairperson, County Board District 22
Jeff Boyd, Sheriff
Brian Hollenback, Renaissance Rock Island President
Dr. Rodney Simmer, County Board District 18
Matt Stern, Stern Beverage President
Honorable Judge Richard Zimmer; 14th Judicial Circuit



Rock Island County

Rock Island County...Build the future and improve the quality of life for our community

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Shelly L. Chapman

July 2, 2012

Members of the Rock Island County Board:

Here is the report of the Consolidation Review Commission. I urge the County Board Members to review all the materials collected.

Hopefully, the materials and information gathered will assist the Board in addressing the chronic issues that have plagued our County for so many years.

Sincerely,

Tom Rockwell
Commission Chairperson

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OFFICE OF THE COUNTY BOARD

Rock Island County, Illinois

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Table of Contents

Chapter 1	Background/Commission Info	
Chapter 2	Commission Members Opinions/Recommendations	
Chapter 3	Summary /Recommendation	
Chapter 4	Data Assembled/Reviewed	
Chapter 5	Other Options Which Have Recently Become Known	

Data Assembled and Provided Within Chapter 4:

- KJWW Engineering Report, July 2008
- Supreme Court Minimum Standards, January, 2011
- IJA Court Facilities Inspection Report, July, 1992
- Government Account Office (GOA) Report on Streamlining Government – Questions to Consider When Evaluating Proposals to Consolidate Physical Infrastructure and Management Functions
- Maintenance Expense Report 2003-2012
- Economic Development Fact Sheet
- Community Impact Analysis Engagement Letter/Information
- County Employee Lunch Survey
- County Facilities Power Point Presentation with Photos
- Rock Island County Auditor's Financial Report regarding Consolidation Savings
- Estes Report on Options
- LRC Developers, Inc. Financing Summary Package
- Consolidation Review Commission minutes from all meetings

Chapter 1 Background/Commission Information

In December, 2011; the County was approached by LRC Developers regarding the potential to utilize a property known as QCIC located at 350 44th Street Rock Island. This approximately 200,000 square foot; four story building would address the County's needs in four of the aging facilities. Under the proposal; the facilities of County Courthouse, County Office Building, Juvenile Court and Ostrum Hall (Adult Probation) would be relocated into this one facility. The proposal was reviewed by a very small group of individuals to determine its merits and potential before being presented to the entire County Board.

In March, 2012 sufficient data was available on the proposal to inform the entire County Board, Judicial members and Elected Officials/Department Heads of the County. The proposal advanced to this stage as "budget neutral". Upon presentation to the full County Board; Chairman Bohnsack felt that review of the data collected, as well as assembly of additional information would be beneficial. The **Consolidation Review Commission (CRC)** was formed in April, 2012.

A six (6) member Commission was formed. Membership of the Commission includes two County Board Members, one Judge, the Sheriff and two area businessmen. Staff assistance was provided from time to time by April Palmer, Auditor and Meg Hoskins, Human Resources Director. Staff assigned to the Commission included Vicki Bluedorn, Court Administrator; David VanLandegen, Court Services Director and Shelly Chapman, Executive Assistant to the County Board.

Consolidation Review Commission (CRC) Members

Tom Rockwell, County Board District 22
(Commission Chairperson)
Jeff Boyd, Rock Island County Sheriff
Brian Hollenback, Renaissance Rock Island President
Dr. Rodney K. Simmer, County Board District 18
Matt Stern, Stern Beverage President
Honorable Richard Zimmer, Judge 14th Judicial Circuit

The first meeting of the Commission was held on Thursday, April 19th. At that time, the Commission directed the completion of a survey of employees in the four buildings being discussed for consolidation to identify their lunch habits. They established goals and set forth the methods the Commission would undertake. All myths that came out at the result of this proposal will be studied

to debunk or prove them, an idea of the deficiencies of the four buildings will be sought through tours and photos of the buildings, and identify the needs of the County. Figures will be obtained on the cost to stay where the buildings are and remodel the four buildings, to build new from the ground up and to proceed with the proposal to relocate to Columbia Park. Additional figures will be obtained from the County Auditor on potential cost savings.

The Commission next met on Wednesday, May 9th. At this meeting, the Commission reviewed a Power Point Presentation consisting of a great deal of photographs and information on the four buildings under consideration. This presentation, in its entirety is included in this report. The Commission then heard a proposal from Estes Construction President Kent Pilcher to identify potential costs for four scenarios:

1. New Consolidated Courthouse/County Administration Center
2. Renovate existing facilities
3. Relocation to Columbia Park (QCIC)
4. Status Quo – Do Nothing

Estes Construction has assisted the County in past projects such as Hope Creek Care. Additionally, Estes Construction occupies a restored older facility and has a great deal of experience in this area. His proposal was accepted at a minimal cost of \$5,000 and will be provided to the Commission within a month.

County Auditor April L. Palmer presented initial financial data to the Commission. Her initial report provided detail on potential revenue, current utility costs, maintenance costs of existing facilities and a list of intangibles for the Commission to consider. The initial report indicated a cost reduction/savings of about \$963,00 annually. This is without the consideration of attrition and savings of employee efficiencies. Ms. Palmer would provide an updated report to the Commission in June that showed additional savings.

The Commission directed a survey be completed of employees in the four facilities under consideration for consolidation to determine their lunch habits. It was hoped that this quick survey would provide some insight as to any potential impact to the downtown businesses.

At this meeting, citizens made comments based on erroneous information that had been in the local news media. Their comments in their entirety are in the Commission minutes which are provided in this report.

The third meeting was held on May 22nd. Mr. Pilcher of Estes Construction reported to the Commission on the methodology that will be used on the report that his firm is completing. The report will have four options outlined as per the

Commission's direction. Mr. Pilcher outlined the steps that would be taken to determine each of the four options cost.

- New facility – will utilize the space study from 2009 and update the costs to current plus including the additional parking costs
- Rehabilitate each of the four structures – will utilize information gathered during a walk thru of each facility as well as the KJWW report from 2008, the Supreme Court Standards and the firms knowledge on Code Compliance and our space needs. This option will also address whether the facilities could be used during the extensive remodeling needed.
- Convert the QCIC Building – will utilize space study from 2009 and all Code Compliance and Supreme Court Standards
- Remain status quo – this will address the immediate repairs/renovations needed to keep the facilities operational for the next 10 to 20 years

After this review of the steps involved, the Commission members were very satisfied with the direction Mr. Pilcher was taking on this report.

The Commission also learned that the Developer is compiling financing options to present and that the Sheriff will conduct a walk thru of the potential consolidation site to address manpower needs. Costs to secure a community impact study on the downtown businesses if the relocation occurs will be researched.

The fourth meeting of the Commission was June 12th. Information regarding a community impact study was shared with the members. The remainder of this meeting was dedicated to an in-depth review of the Estes Report on Options.

The costs for each option are:

New Consolidated Courthouse/County Administration Center
\$47 to \$49 million

Rehabilitate Existing Facilities to meet all Codes and needs
\$40 to \$41 million

Relocate to Columbia Park (QCIC)
\$34 to \$34.5 million

Status Quo – Do Nothing
\$6 to \$7 million

will not meet codes or needs and was not recommended

Mr. Pilcher walked the Commission thru the report and each option. A review of option #1 New Construction revealed that additional parking stalls would be needed and that the facility would encompass a two city block area. Construction costs are higher for the Court related facilities. Upon reviewing option #2 Rehabilitate Existing Structures, it was determined that the renovations would be so extensive, there would be no way to occupy them while renovation is underway. Costs presented are plus moving and rental costs during the renovation. A demolition figure in the report was explained as the demolition of parts of existing facilities to allow for the additional space requirements. Option #3 is relocation to Columbia Park. While the consolidation savings are similar to option #1, the construction costs are considerably less because the shell is there. In addition to costs being less, the time frame to complete the renovation of QCIC is much less than construction of a new facility. The last option, #4 Status Quo was quite a challenge for the firm. Because of the age of the facilities, they were unable to project out needed repairs further than ten years. There were a minimum of \$6 to \$7 million in immediate repairs identified with the possibility for just about every mechanical and electrical system to fail at any time. In addition, these buildings do not meet any standard modern building codes and do not meet the needs of the County.

The commission then heard from the Developer regarding potential financing costs of each of the options outlined in the Estes Report on Options. The Columbia Park option was presented as a cost effective way for the County to consolidate four aging facilities. The commission also learned from Sheriff Boyd of concerns over increased staffing to properly secure the QCIC building due to its proximity to the main Sheriff's Offices.

Commission members were asked to submit their individual opinions on each of the four options before them, the suitability of our existing facilities and their individual recommendation. Funding recommendations were also requested.

The Commission members received updated financial data from Auditor April L. Palmer which totaled \$1,714,103. The additional savings is derived by attrition anticipated and maintenance staffing changes. When the figures presented by the Auditor are combined with potential annual rental income and a proposed reimbursement from various document funds, the estimated consolidated savings is \$2,076,507.

SUMMARY OF 6-11-12 ESTES REPORT				
RICO BUILDING OPTIONS	Option 1	Option 2	Option 3	Option 4
	Build new	Rehabilitate Existing	QCIC	Do Nothing
COST				
Total Cost Upper Range	\$49M	\$41M	\$34.5M*	\$7M
Total Cost Lower Range	\$47M	\$40M	\$34M*	\$6M
Const. Price per Sq. Ft. Office/courtroom	\$190/\$250	\$218		n/a
Project Price per Sq. Ft./upper #	\$272		\$200**	n/a
Land	add'l land for parking included in price	already owned	included in price	n/a
Items <i>excluded</i> from price	Secure Parking	Environmental Remediation/ Temp. Facilities		Code Compliance
SECURITY				
Security for County Administration	Yes	No	Yes	No
Security for Adult Probation	Yes	No	Yes	No
Presently 3 security check points (Justice Ctr., Courthouse, Juvenile Ctr.) How many check points under this option?	1 or 2	3	2	3
Secure Parking Area	Additional cost	No	Yes	No
SPACE				
Number of County Buildings	1 or 2	4 or 5	2	5
Operational Consolidation Savings/Efficiencies	Yes	No	Yes	No
Square Footage (per Estes)	180,000	150,000	172,000***	150,000
Net Square footage add (subtract)	30,000	0	22,000***	0
CODE-- Will it meet:				
Building Code	Yes	Yes	Yes	No
Fire Code	Yes	Yes	Yes	No
ADA	Yes	Yes	Yes	No
Minimum Courtroom Stds.	Yes	No	Yes	No
PROJECTED FINANCING COST OF BONDS @ 3.57% Using the Upper Cost Estimate				
Yearly Bond Payment over 20 yrs.	\$3.47M	\$2.90M	\$2.44M	\$496M
Yearly Bond Payment over 25 yrs.	\$3.00M	\$2.51M	\$2.11M	\$43M
Yearly Bond Payment over 30 yrs.	\$2.69M	\$2.25M	\$1.89M	\$384M
Total Bond Payments over 20 years				
	\$69.4M	\$58.0M	\$48.8M	\$9.9M
Total Bond Payments over 25 years				
	\$75.0M	\$62.75M	\$52.5M	\$10.75M

Total Bond Payments over 30 years	\$80.7M	\$75.3M	\$56.7M	\$11.5M
LEASE OPTION TO BUY				
Lease Payment (if that option chosen)	n/a	n/a	TBD****	n/a
NOTES				
<i>* Includes the cost of about 10 acres and existing structure & parking area.</i>				
<i>** Cost based upon 172,000 Sq. Ft.-- If back out secure parking price is \$193 sq. ft.</i>				
<i>*** There is 20,000 additional sq. ft. in the building that would be available for future use & buildout. There is 18,000 sq. ft. of indoor parking in Building #84. The parking garage is \$1.243M of the cost.</i>				
<i>**** Lease with option to purchase. County will own the land & building at the end of the lease at a predetermined price. Probably \$1.</i>				

Chapter 2 Commission Members Opinions/Recommendations

This section includes the submitted reports from the Commissioners on their opinions of each option.

June 19, 2012

Consolidation Review Committee

Recommendation Analysis - Matt Stern

Before I get to deep into this recommendation a few points must be made. I strongly feel that this committee needs more time and information to make an accurate decision.

A decision this important should have more detailed information, multiple bids and professional empirical analysis across all phases.

I encourage the county board to take more time in exploring these options, as I certainly don't see any reason for the County Board to rush into a decision when given the proper due diligence the Board could make a sound decision with absolute certainty.

Interest rates should remain at record low levels easily for the next 12 months and likely 24 months. Therefore, time is on the County Board's side and every month you use the existing facilities saves money in the short run.

While I will be direct and straightforward in my recommendation, I must say that it is based on less than perfect information. In the spirit of full disclosure, I must also admit the following conflicts of interest I have:

- As the President of Stern Beverage, I have strong feelings and relationships with the service providers, restaurants, bars and store owners in Rock Island and the greater QC area
- The Christianson's are friends of mine
- I own real estate in downtown Rock Island
- I may be involved in an alternate consolidation option for the County

Should something be done at all?

My short answer is “Yes”. While I have already expressed that I think the County has time, and that it is in their best interest to take this time, I certainly think that the County should move to a consolidated facility within the next 2-5 years.

Rehab or Option 2 certainly doesn’t make sense because the buildings still may not make code requirements and the County will not benefit from synergies derived from consolidation.

Status Quo or Option 4 is not a viable long-term option for exactly the same reasons. **The County should not put any additional money into these buildings in the short term.**

Of course, as we are experiencing a favorable interest rate environment, I do see value in pushing ahead sooner if it makes sense to do so, else risk the chance of having to pay higher interest/lease rate.

The other very critical part of this decision that has not been explored in enough detail has to include, **“what to do with the old buildings?”**

Without this planned out, the city could end up paying for general maintenance, utilities, insurance and staffing which would eat up any synergies that are anticipated in the consolidated building.

Key Issues in deciding between new construction and building 42

Economic impact

This has been substantially underestimated and I don't need to see the economic impact study to tell the County this.

The quick survey of County workers' lunch habits did not take into account the following:

- The thousands of persons visiting the buildings every month that may spend money on services or at the stores, bars & restaurants in the area
- The after work activities of the employees that include the services, retail, bar and restaurants
- Visitors staying at hotel for County related work

The other unforeseen and unintended consequence that wont be quantified in any reports will be the shrinkage of the downtown area and spread of blight as empty buildings and a far less concentrated population will make the West side of downtown essentially collapse. This will cause remaining businesses to move and we will have an ever expanding hole where downtown Rock Island currently is.

Of course, the area near building 42 will grow, but its location over the tracks makes walking to nearby areas a bit more difficult.

Cost

Information provided to committee shows the cost savings of the build out of building 42 vs. new construction to be roughly \$13-\$15 million.

I would advise the County to get at least 2 more estimates on these options as these numbers surprised me.

The big piece we are missing here is the cost of additional infrastructure associated with building 42. Clearly, there will be a need for access ways to be built and /or improved into building 42. The traffic flow could be quite large and even if the underpass into the property is reopened, it may need extensive work to make it large enough to support the traffic.

In addition, with the courthouse at that location, it has to be safe to get into and out of when transporting people. A stoppage for any length of time at the railway tracks could be dangerous as well as incredibly inconvenient.

Synergies need to be explored further. New construction will certainly afford more synergies than building 42. New construction can be optimally designed so as to minimize construction cost, optimize synergies and offer a better and more affordable security alternative for the Sherriff.

Recommendation

Before a clear decision can be made between the new construction and building 42 the County should firm up its analysis.

- What is the end plan for existing buildings?
- What is the true economic impact to the existing downtown?
- Infrastructure costs associated with both options must be included
 - Roads/ Underpass and or Overpass
 - Traffic flow study
 - Flood study
- A comparable synergy study needs to be undertaken
- An identified new construction option to make true comparisons, not hypotheticals

I also strongly encourage the board to release that information and each of committee recommendations to the public and allow for a public forum to vent these ideas and or their concerns or support.

When all of the options and facts are out in the public domain, it only makes sense to have a referendum / public vote.

Rock Island County
Consolidated Review Committee
Recommendation
June 19th 2012

Thank you for the opportunity to participate and provide suggestions and or recommendations as it relates to the goals of this committee identified in April of this year.

My understanding of what is expected by serving on the committee is to provide a recommendation and a funding source for one of the following options:

- The cost of construction of a new facility;
- The cost and /or the feasibility of remodeling the existing facilities;
- A financial analysis of the unsolicited proposal that was presented in March for the consolidation of the Courthouse, County Building, Otrum Hall and Juvenile Court and it's relocation to the former Farmall site;
- The cost and feasibility of doing nothing.

A key mission of Renaissance Rock Island is to create and support activities that increase the local tax base. This was identified early in the creation of the organization and remains consistent today. I am happy to report that with a strong public/private effort we have been successful at achieving this goal. It is with this goal in mind (increasing the local tax base and nurturing the economic health of our community) that I approach my recommendations on this committee.

In order to provide a recommendation, I believe there are three core questions that must first be answered:

- Which option has the greatest impact on economic development?
- Which option has the least burden on the tax payers of Rock Island County?
- How confident are we in the projections provided? (development cost, operation and consolidation savings)

With the data presented to date, I cannot in good faith make a recommendation or endorse an option. There are simply too many unknowns. At present I can only support a cost-neutral option. We need better numbers and more information. While we may have many opportunities through various funding sources (such as Community Impact/Benefit Agreements, New Market Tax Credits and/or Historic Tax Credits) to create a new facility or to rehab or consolidate existing, we cannot begin to imagine these possibilities without a redevelopment plan and without clear answers to a number of questions, including but not limited to the following:

- One of the financial pro formas identifies \$400,000 for demolition. Is this for the demolition of structures that would be acquired if a new facility is to be constructed or for the existing facilities?

If the cost estimate is for the demolition of existing facilities, I don't believe it is enough to cover the demolition and environmental cost.

- How do the various options fit within with other redevelopment efforts and plans?
 1. Police Station for the City of Rock Island
 2. Augustana College
 3. City of Rock Island Downtown Strategic Plan
 4. City of Rock Island Economic Development Plan

We cannot make this decision in a vacuum. If we want to maximize the economic benefits to our community and protect taxpayers, then this decision must be made in a way that compliments other redevelopment efforts and plans in our community.

If we are to realistically consider the relocation and consolidation option, I believe it is necessary to engage in a community impact study. This study would identify:

- The degree of alignment with existing redevelopment efforts.
- The cross- over benefits of relocation and consolidation for the community and the opportunity for stimulating other redevelopment efforts in the community.
- The possible effects on the community from relocation. (e.g. what access to service will be impacted? Etc.)
- Necessary steps to be taken to engage the community about the real and perceived effects of relocation and consolidation.

I find it appropriate to also identify any identity of interest related to my involvement on this committee. As President of Renaissance Rock Island I am focused on the economic vitality of Rock Island with an emphasis on downtown.

Renaissance Rock Island is an umbrella organization for three interconnected organizations. The three organizations represented are: Rock Island Economic Growth Corporation (GROWTH), a 501(c)3 non-profit community housing development organization; the Development Association of Rock Island (DARI), a 501(c)6 non-profit member based organization that works hand-in-hand with the City of Rock Island with a strategic focus on commercial and industrial activity; and the Downtown Rock Island Arts & Entertainment District (The District), a 501(c) 6 non-profit member based organization created to establish and manage downtown Rock Island.

LRC Developers and Stern Beverage are both members of the Development Association of Rock Island, one of the organizations that I represent.

Based on the decision by the County Board, Renaissance Rock Island may have an opportunity to assist in facilitating a redevelopment plan or a transaction to construct a new facility or to rehab or consolidate existing facilities. Renaissance's expertise could be useful in helping to structure or assemble the necessary mix of financing. While we do not compete with the private sector, we quite often facilitate redevelopment efforts and know how to assemble the right mix of diverse financing sources to get the community development initiatives done.

Under this scenario, there may be a need for such expertise and for a non-profit to be involved in the financing structure.

I would like to thank the Board Chair for the opportunity to serve on this committee. I believe it is important to engage stakeholders in an open and transparent way. I feel that serving on the committee is one way to achieve this. This decision is a very important one for our community; it is an opportunity to create value for taxpayer (both through better services and lower costs) at the same time that we coordinate this effort with other redevelopment efforts in our community in order to maximize the impact on our community's economy and tax base.

Respectfully submitted
Brian Hollenback

Shelly Chapman

From: rsimmer3@mchsi.com
Sent: Sunday, June 24, 2012 1:27 PM
To: Shelly Chapman
Subject: Re: Canceled: Consolidation Review Commission

Mr Rockwell

At this time and in our current financial situation I don't believe any of these proposals are financially responsible. Even not doing anything is not an option. The best idea I see is to set up a capital improvement fund for the future and look at a year to year floor to floor smaller bites approach to this. I have had dozens of people in my district approach me about this and none of them were in favor of moving or spending any big money. I did ask for their input and thoughts on taking smaller bites and going floor by floor and spread it over ten years or so. The cost would probably be greater but would be spread over many years. All liked it as a realistic option and something they might look at.

Thanks for the opportunity
Dr Rodney K Simmer

----- Original Message -----

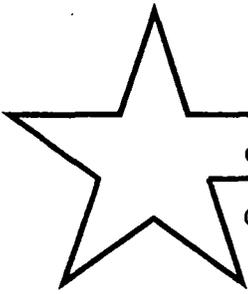
From: "Shelly Chapman" <schapman@co.rock-island.il.us>
To: "Brian Hollenback" <brian@teamrockisland.com>, "Jeff Boyd" <jeffb@qonline.com>, "Matt Stern" <mattjstern@sternbeverage.com>, "Molly Forslund-qonline" <mollyf@qonline.com>, "Richard Zimmer" <razlaw@aol.com>, "Rod Simmer (rsimmer3@mchsi.com)" <rsimmer3@mchsi.com>, trockwell@brandtconstructionco.com
Sent: Wednesday, June 20, 2012 10:44:29 AM GMT -06:00 US/Canada Central
Subject: Canceled: Consolidation Review Commission

When: Thursday, June 28, 2012 4:00 PM-6:00 PM (UTC-06:00) Central Time (US & Canada).
Where: 2nd Floor Conf

Note: The GMT offset above does not reflect daylight saving time adjustments.

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Due to Supreme Court standards, Honorable Judge Richard Zimmer is unable to offer his opinion in writing.



JEFFREY A. BOYD – ROCK ISLAND COUNTY SHERIFF

Captain Steve Dean
Chief Deputy

Captain Richard Fisher
Administration

Captain William Kauzlarich
Jail Administrator

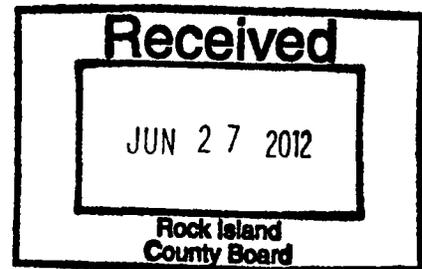
Captain Gerald Bustos
Operations

June 25, 2012

Chairperson Tom Rockwell

1504 3rd Avenue

Rock Island, Illinois 61201



Dear Mr. Rockwell and other distinguished members of the Committee,

I would like to thank the Rock Island County Board and the aforementioned Consolidation Review Committee (hereafter referred to as CRC) for the opportunity to serve as a member of this very important body. I say that, knowing that input to the issues concerning [the] CRC may have consequences that last decades. It has been an honor to serve with such bright, energetic individuals that make up a unique cross-section of our society.

My purpose in writing this correspondence is to give the reader a perspective into my thought process. It is not intended to persuade the reader to agree, or disagree with me, but rather to provide a backdrop as to how I came to my conclusions. For those that know me, I often speak of wearing numerous hats. As Sheriff, I believe I wear my “political hat,” and [my] “governing hat.” Both hats serve important purposes, however I never try to cross the two. This reflects my belief that good government is not always good politics, with the converse to be held true too. As a member of this Committee I wear three (3) “hats.” Jeff Boyd the Sheriff of Rock Island County. Jeff Boyd the Co-Manager within Rock Island County. Jeff Boyd the concerned citizen of Rock Island, Illinois. Though similar by the common denominator “Jeff Boyd,” all are uniquely separate in their perspective role.

The first, and most important perspective to address, is that of Sheriff. I say that knowing without being Sheriff I would not be a co-manager within Rock Island County. And, it is highly unlikely I would have been invited to share my opinions as a concerned citizen of Rock Island. As Sheriff of Rock Island County I have statutory responsibilities addressed in 55 ILCS 5/3-6023. *Attendance at courts. Each sheriff shall, in person or by deputy, county corrections officer, or court security officer, attend upon all courts held in his or her county when in session, and obey the lawful orders and directions of the court, and shall maintain the security of the courthouse. Court services customarily performed by sheriffs shall be provided by the sheriff or his or her deputies, county corrections officers, or court security officers available to perform such services. The expenses of the sheriff in carrying out his or her duties under this Section, including the compensation of deputies, county corrections officers, or court security officers assigned to such services, shall be paid to the county from fees collected pursuant to court order for services of the sheriff and from any court services fees collected by the county pursuant to Section 5-1103, as now or hereafter amended.*

Of primary importance is the first sentence. *Each sheriff shall, in person or by deputy, county corrections officer, or court security officer, attend upon all courts held in his or her county when in session, and obey the lawful orders and directions of the court, and shall maintain the security of the courthouse.* Clearly, the statute does not distinguish between criminal, civil, and juvenile courts. The statute also addresses who *attend[s]* to the courts. Implicit in the statute is that there is a *courthouse*. Though I believe there are more options than the four presented to this Committee, I will address the pros and cons within these four options.

In 1985 the current Rock Island County Jail was constructed at 1317 3rd Avenue, Rock Island. This was done by referendum, and passed by the voters of Rock Island County. In 2001 an annex to the Rock Island County Jail was added that included more jail space, office space, maintenance space, courtrooms with holding cells, and chambers for juries. The oversight and administration of finances for these projects is done by the Rock Island County Public Building Commission. The Commission is set to expire in the near future after the cost of the project has been realized. At no time was a location sought that did not take into consideration the current location of the Rock Island County Courthouse (210 15th Street, Rock Island). This was by design as it pertains to who *attends* to the courts. Currently, security to the courts is provided by Rock Island County Sheriff's Deputies and Rock Island County Correctional Officers. Rock Island County Bailiffs play a crucial role in supplementing this security. There are no Rock Island County Court Security Officers. Nor, has there ever been. The difference between Bailiffs and Court Security Officers hinges mostly upon arrest powers that are guaranteed to Court Security Officers.

Operationally, with this in mind, having a courthouse that meets standards and is centrally located to the current facilities is the most desirable option. I am not comfortable with the numbers presented to this Committee, or the concept of cost neutrality, to say building new or renovating the current courthouse is the best option. Similarly, I am not comfortable saying that moving to building 42 (QCIC) is, or will be, cost neutral. What I am comfortable saying is that moving to building 42 will produce costs and considerations for my Office. Though a lunch survey was conducted, a security survey was never spoken about or addressed until I asked Captain Marlier to survey comparable counties. As presented at our last meeting, the cost of 3 to 4 new deputies should be included when determining the feasibility of consolidation as cost neutral. It is important to note that these deputies would only fill the void of securing the entrances and exits of the 170,000 + square foot building. These deputies do not take into consideration the operations within building 42. Part of the problem is that we have not crossed from the conceptualization to the planning stage within this new administration building if building 42 is realized. I find it more appropriate to call it an administration building rather than a courthouse. This, too, is problematic and I will address these concerns later in describing my role as a co-manager within Rock Island County. Other concerns with the building 42 option include the railroad tracks and accessibility concerns related to the primary and secondary entrances. It is my understanding that the railroad tracks accommodate a switching location for the railroad yards. This is important in that minimizing train traffic is not an option, and, if this form of transportation grows so will the train traffic. I mention this because it is truly unknown the transportation needs of my Office if we are required to transport inmates from our jail to building 42. Though access from the east may not be an issue, we will be transporting from the west. This is one of the reasons we need 3 to 4 deputies that are assigned on a full time basis to building 42.

The final option, commonly referred to as Option 4 "Do nothing," is not really an option in my mind. However, Option 4 was presented to this Committee for consideration. Again, I am not comfortable with the number[s] presented if Option 4 were chosen. Part of my concern is that these projected costs are based on 10 years, and, are calculated combining the needs of both the Rock Island County Courthouse and Rock Island County Building. I find this similar to comparing apples to oranges. Both are fruit, but considerably different.

As a co-manager within Rock Island County I do believe consolidation makes sense. The idea of a centralized facility for all of Rock Island County governmental needs is tantalizing. I do not necessarily believe this is related to the needs of the court system. They may be distant cousins at best. In fact, I can find nothing within the statutes that require Rock Island County Government to partner with the court system other than what is addressed in 55 ILCS 5/6-4010 which says, "*Any county having a population under 300,000 may, by resolution of its county board,*

incur an indebtedness for the reconstruction and remodeling of an existing courthouse or the construction of a new courthouse and related facilities at the same or new location and for the acquisition of land and fixtures for the courthouse and related facilities and may issue and sell its bonds and levy taxes upon all the taxable property of the county sufficient to pay the principal of the bonds at maturity and to pay interest on the bonds as it falls due upon approval of the issuance of the bonds at a referendum held in accordance with the general election law.” The exception to this would be the Rock Island County Circuit Clerk, who has statutory obligations with the court system like the Sheriff. The Court Administrator is part of the Fourteenth Judicial Circuit that includes counties outside of Rock Island. The Court Administrator is currently housed in the Rock Island County Courthouse.

As a co-manager I believe we should address the needs of the court system separate from the needs of Rock Island County Government. First and foremost, the needs of the court system should be addressed. For almost 20 years (July 1992), Rock Island County has been aware of a report issued by the Illinois Judges Association (IJA) committee on Court Facilities and Security. In summation, the IJA concluded, “...that although the present Rock Island County Courthouse may be remodeled into office spaces for use by county officials, the building should no longer be used as a court facility.” It is with this in mind that Option 4 “Do nothing,” is not a true option. Steps were taken with the construction of the annex in 2001, but not all of the court system needs have been addressed. As a co-manager I would urge revisiting options similar to the 2001 annex construction that partially addressed the court system needs.

Similar to my position as Sheriff, I am not comfortable as a co-manager with the numbers presented to say renovation or building new is a feasible option. Again, I am suspicious of cost neutrality as it pertains to any and all construction. With that said, if building 42 is realized a centralized location for all Rock Island County Government would mean security for the dedicated employees of Rock Island County could be achieved. Currently, security in the Rock Island County Building is reactive, not proactive, and is not the statutory responsibility of the Sheriff. We do make it our concern and work with any and all offices towards a safe work environment. I also have concerns as a co-manager with the effects of hastily choosing building 42, then trying to figure out how to pay for it. This certainly will affect all county office budgets when cost neutrality is not met.

I was born and lived in Rock Island for about 3 years. At the age of 5 my family moved outside the Quad City area. In 1984 I returned to Rock Island and have chosen to live in Rock Island ever since. My paternal grandmother owned and operated a business in the 1800 block of 2nd Avenue for about 36 years. I not only visited her business often, I worked at her business during my college years. My maternal grandparents lived in the 500 block of 22nd Avenue for about 40

years. As a citizen of Rock Island, I do not believe this Committee has fully explored the impact a move from the current location will have on Rock Island. This includes the downtown area as well as the Columbia Park area. I would urge citizen input to this matter, as it has been my experience that everyone who has reached out to me is against the move to building 42. I do not know if it is because of our current political climate; lack of understanding of the issues; or other concerns not yet discovered.

These are just some of the thoughts I possess as a member of the CRC. One thing I am disappointed in is the haste in which a decision is expected by this Committee. If it is a good idea today, it certainly will be a good idea days, months, or even years from now. However, if an opinion is required at the present, my recommendation is that the county board adopts a resolution and place a referendum on the ballot for all of the voters of Rock Island County to decide.

Respectfully submitted,

A handwritten signature in black ink that reads "Jeff Boyd". The signature is written in a cursive, slightly slanted style.

Jeff Boyd Sheriff of Rock Island County

Tuesday, June 19, 2012

Consolidation Review Commission
Rock Island County Office Building
1504 3rd Avenue
Rock Island, Illinois 61201

Dear Fellow Commissioners:

The current office and court facilities utilized by Rock Island County are functionally obsolete and woefully substandard with regard to any modern building codes. Building systems have become increasingly expensive to repair and maintain. The multiple facility locations require duplication of services and are a source of constant confusion to citizens. Parking, accessibility, fire protection, and other systems fail to meet standards and have failed to meet standards for many years. By delaying action, we will continue to waste taxpayer money on the expensive maintenance and repairs these facilities constantly require and we will lose the opportunity to save considerable amounts of taxpayer dollars on energy savings and streamlining of our maintenance staff

My review of the four proposals we reviewed follows:

Status Quo or "Do Nothing" Option

This option solves none of the problems that currently exist and will not result in any savings that would be realized by a consolidation of the facilities. An annual cost for this approach would be approximately \$600,000 to \$700,000. Financing of this option would, by necessity, come from funding essential and mandated services.

Remodeling of Existing Facilities

The remodeling of existing facilities comes with a price tag almost as high as the construction of a single new facility. It would still leave critical problems unaddressed, most noticeably the use of multiple locations and a failure to meet all current code requirements. There would not be any of the cost savings that should be achieved by consolidation. This option would have to be financed by referendum.

Relocation to Columbia Park

This option solves most, but not all, of the problems posed by the existing facilities. There may be some unforeseen problems associated with separating the criminal and civil divisions of the court system. There would definitely be cost

savings associated increased energy efficiency and a consolidated location. Although financial data shows that this option could be financed with cost savings alone, we should be extremely leery of relying on this alone. Time and again, we have experienced instances where these savings never materialized. If this option were chosen, using a referendum for financing would still be the prudent course of action.

New Consolidated Courthouse and Office Building

The only true solution is to have one consolidated facility in its present location. Although this is at the onset, the most expensive option, it is the only option that addresses all of the existing problems. Over time, this would be the most cost effective plan of action. Financing would be by public referendum. If well planned and designed, we would have a facility that would function for the next 125 years.

Why now? These problems have been around for a long time. Why now? The impetus for the review of these proposals comes from the receipt of an unsolicited proposal from LRC Developers in January of this year. We wish to thank Mr. Scott Christiansen for identifying the needs of Rock Island County and presenting his proposal for consideration. His proposal should receive careful and complete review by the Rock Island County Board. Problems have existed prior to 1992 and Rock Island County has addressed them by various means over the years. Every County Board Chairman, Finance and Budget Chairman, Chief Judge, Circuit Court Clerk, and most notably every Sheriff over the past three decades has had to deal with issues arising from these obsolete and substandard buildings. It is time to end this piecemeal approach, stop wasting money, and act now.

Sheriff Grchan once reminded me that we administer justice in these buildings. We are sending a not so subtle message to any visitor to our current buildings about the value we place on justice.

Respectfully yours,

Tom Rockwell
Rock Island County Board, District 22



Chapter 3 Summary/Recommendation

Based upon the individual opinions of the Commission Members, the following will summarize their position.

Suitability of Existing Facilities

Option #4 - Status Quo is not a viable long-term option because the buildings do not meet minimum code or court standard requirements, the County does not benefit from synergies derived from consolidation and they do not meet the space requirements of effective government functions. It is the opinion of the Consolidation Review Commission that the County should not put any additional money into these buildings in the short term and that the County should move into a consolidated facility within the near future.

Option #2 Rehabilitation of Existing Facilities

This option would not address all of the issues. Even after these renovations, the buildings will not meet code requirements and the County would not benefit from synergies derived from consolidation.

Option #1 New Construction

This is the preferred option if the facility were to remain in its present location which would allow the County to maximize its security and staffing efficiencies. It would bring the facilities entirely up to current standards and codes. The cost comparison provided in the Estes report is about \$15 million higher than the relocation to QCIC; Option #3; however additional consolidation savings may be realized due to the proximity of the Rock Island County Jail and Justice Center.

Option #3 Relocate to Columbia Park (QCIC)

Additional questions need to be answered such as traffic flow, economic impact on the downtown and east end of Rock Island and an end plan for the existing buildings for this option to move forward. This option appears to have the least burden on the taxpayers and would provide the County with a consolidated facility to best utilize administrative and court related staff.

Other

It has come to our attention that there are other proposals out there that were not reviewed by the Commission.

Funding

It is the recommendation that a referendum on the selected option be explored.

Chapter 4 Data Assembled/Reviewed

This section will provide the various data that was assembled for the Commission to effectively review all options before them. Included in this section are:

- KJWW Engineering Report, July 2008
- Supreme Court Minimum Standards, January, 2011
- IJA Court Facilities Inspection Report, July, 1992
- Government Account Office (GOA) Report on Streamlining Government – Questions to Consider When Evaluating Proposals to Consolidate Physical Infrastructure and Management Functions
- Maintenance Expense Report 2003-2012
- Economic Development Fact Sheet
- Community Impact Analysis Engagement Letter/Information
- County Employee Lunch Survey
- County Facilities Power Point Presentation with Photos
- Rock Island County Auditor's Financial Report regarding Consolidation Savings
- Estes Report on Options
- LRC Developers, Inc. Financing Summary Package
- Consolidation Review Commission minutes from all meetings

One of the items reviewed by the Consolidation Review Commission was the Assessment prepared by KJWW Engineering Consultants in July, 2008 titled "Mechanical/Electrical/Structural Infrastructure Assessment" for the Courthouse. Parts of this Assessment are provided within this report, however we did not include some of the safety and security issues presented for obvious reasons.

KJWW Engineering was asked by Rock Island County to provide an Infrastructure Assessment for the existing Rock Island County Courthouse due to concerns raised by various individuals as to its structural safety and potential deficiencies that would be required to be addressed if plans to upgrade the systems or renovate the Courthouse were sought by the County.

From the KJWW Report #08-0226-00
EXECUTIVE SUMMARY

- A. The major portion of the existing facility is in original condition with several areas having had minor renovations. The minor renovations have not included any substantial upgrades to the mechanical, electrical or structural systems. Most of the existing utilities appear to be original to the building.

- B. Our investigation of the existing mechanical and electrical systems indicates substantial upgrades to both would be required in order to accommodate a renovation.
- C. Our investigation of the structural systems indicates making any mechanical and electrical upgrades will be difficult and in some cases cost-prohibitive.
- D. During the field investigation portion of our task, we also noticed several architectural deficiencies we feel would need to be addressed if any major renovations are proposed for the Courthouse. These items are identified in the General Section below.

SYSTEM REPORTS

A. GENERAL

- a. In general the entire roof is in poor condition and needs to be replaced. Leakage at the skylights is evident and water stains on the Fourth Floor were visible.
- b. There did not appear to be any fire or smoke separations in the building.
- c. The existing main lobby that is open the entire height of the building would be considered an Atrium by today's codes. A Smoke Control system would need to be implemented. The Smoke Control system would involve the addition of an emergency exhaust system for the atrium and some means of introducing make-up air at the First Floor.
- d. The entire building's windows appear to be single pane with low thermal performance. Several windows have cracked glazing and are noticeably drafty. The windows appear to be past their life expectancy and should be replaced.
- e. There are several deficiencies with the existing elevator:
 - i. The elevator shaft is not vented.
 - ii. There are no elevator vestibules present.
 - iii. Additional elevators will likely be needed based on occupancy.
 - iv. The emergency recall system is missing components and we are unable to determine its functionality.
- f. The only stairwell in the building is open to the Atrium and to each floor. Enclosed stairwells will be required to ensure proper egress from the building. The existing fire escapes may be adequate if proper egress and enclosures to the stairwell is provided.
- g. The building is comprised of enclosed and inaccessible ceilings, and structurally significant wall construction in areas that have not been recently renovated. Extensive architectural work would be required to allow for any mechanical or electrical upgrades.
- h. It was not determined that asbestos is present on site, but KJWW Engineering recommends having a professional abatement

contractor evaluate the building before any renovations are planned.

B. MECHANICAL SYSTEMS

a. Fire Protection

- i. The Rock Island County Courthouse is not protected by a sprinkler system. If the County decides to proceed with any type of renovation, the local fire marshal needs to be consulted to determine whether they will either require the entire building be sprinkled as part of the renovation, require only the renovated portion to be sprinkled, or another alternative determined.

b. Plumbing

- i. A 4" incoming domestic water service is located in the southwest corner of the basement. The incoming water service is metered, but does not have a backflow preventor.
- ii. Separate electric water heaters are located throughout the building to provide hot water. A hot water recirculating system was not observed. The water heaters did not appear to be original to the building and per the Courthouse staff, they are unaware of any deficiencies with the water heaters.
- iii. Deficiencies
 1. A backflow preventor is required for the incoming water service to be compliant with current codes.

c. HVAC Systems

- i. The HVAC for the County Courthouse consists of several systems spread throughout the building. These systems include dedicated air handling units for courtrooms on the First Floor, dedicated air handling units for the Fourth Floor, a few standalone fan coil units serving offices, and several window air conditioning units on upper perimeter floors. Some rooms' only means of conditioning was operable windows. The central core did not have any means of heating or cooling.
 1. Based on discussions with courthouse staff, lack of cooling is a common complaint throughout the building.
 2. The only system that appears to include ventilation air (outside air) is the courtroom air handling units. The amount of ventilation air is unknown, but based upon the tonnage of the unit and the high density of people in a courtroom, it is likely the units did not meet the code requirements for ventilation air.
 3. Ventilation air is not present for any of the other HVAC systems.

- a. Code requires a certain amount of outside air be delivered to a space to provide adequate indoor air quality. Ventilation air can be delivered to a space through forced ventilation via a central air handling unit with mechanical cooling or through natural ventilation via operable windows or vents. For most commercial buildings, natural ventilation through operable windows is not desirable from an energy and comfort standpoint. Operable windows are not likely to be open during winter months, so a supplemental means of introducing ventilation air would be needed for these times.
- b. The air handling units serving the first floor court rooms appeared to be 30 plus years old and is likely past their life expectancy. Per discussions with Courthouse staff, the courtrooms consistently have complaints about the lack of cooling.
- c. Roof mounted equipment on the roof includes condensing units for the air handling units and exhaust fans. All of the equipment on the roof appears to be past its life expectancy. The equipment has been exposed to extreme weather conditions over several decades and has resulted in rusted equipment and rotting of the wooden equipment curbs.
- d. Deficiencies
 - i. Overall, the existing HVAC systems do not provide adequate cooling to the space, they do not provide the code required amount of ventilation air, and the majority of the systems appear to be past their life expectancy. New HVAC systems would be required for any type of renovation.
 - 1. The location for the new HVAC system would need to be provided. Currently, there is no dedicated mechanical space for equipment, so existing space would either need to be claimed for the mechanicals or the equipment would need to be located on the roof. Refer to the structural items below for issues and

limitations concerning mechanical equipment locations.

d. Steam System

- i. Boilers located in the adjacent Rock Island County Jail provide steam to the Rock Island County Courthouse. The size and number of boilers located in the jail is not known, but there were installed in approximately 2002 and per the Courthouse staff, they are unaware of any deficiencies with the boilers.
- ii. A condensate return station is located in the basement of the County Courthouse and condensate returns back to the County Jail Boiler system. The condensate station appears rusted and is in poor condition. It appears to be original to the building and appears to be operating well past its life expectancy.
- iii. Steam and condensate are piped throughout the County Courthouse to perimeter steam radiant heaters. The radiant heaters provide the majority of the heating for the County Courthouse during the winter.
- iv. Deficiencies
 1. Per discussions with Courthouse staff, inadequate heat is a common complaint of occupants during the winter. It was observed in several offices the perimeter steam radiant heaters had been removed to allow furniture to be located near windows. The steam and condensate piping that had served the previous radiant heaters is stubbed up and capped at the floor.

C. ELECTRICAL SYSTEMS

a. Lighting System

- i. There are incandescent, compact fluorescent retrofit, compact fluorescent and T-12 fluorescent lamps in use throughout the courthouse.
- ii. The existing lighting controls are basic and appropriate for the age of the building, with only local control provided in each room. Occupancy controls, energy conservation controls, time-based controls, and lighting level controls were not present in the building.
- iii. There are several self-contained emergency lighting fixtures throughout the public spaces, and a few in the private spaces. Areas that have been renovated contain a higher density of emergency lighting fixtures.
- iv. Deficiencies
 1. Newer, more energy efficient lamping technologies should be implemented throughout the building, and

dependent upon the size of the renovation may be required to meet current energy codes.

2. The existing lighting controls would require an upgrade to be compliant with current energy codes. These controls would include occupancy detection, lighting level adjustment, time-based, and energy conservation controls.
3. All exterior exits lack acceptable emergency egress lighting, and in some cases are lacking lighting fixtures themselves.
4. Acceptable emergency lighting coverage throughout the interior of the building is required to meet current emergency egress illumination requirements.

b. Power System

- i. The courthouse is currently fed from a 1600A, 240V, 3-phase service from the local Utility Company. There is a pad mounted utility transformer located directly adjacent to the building.
- ii. The existing service has been upgraded a few times and currently appears to meet the needs of the existing facility. However, it was noted there is very little spare capacity in both the service size and the main distribution.
- iii. The existing service is not protected by ground fault or surge suppression equipment.
- iv. Power distribution is provided by branch panels located throughout the building, with a significant amount of surface conduits and raceways throughout the public spaces.
- v. Besides the UPS in the existing data rack and battery lighting fixtures there are no provisions for emergency power in the Courthouse.
- vi. Deficiencies
 1. If only renovations are planned for the Courthouse, the existing utility service size appears adequate.
 2. In order to accommodate any major renovations or HVAC upgrades, the existing service equipment requires reconfiguration and expansion, including ground fault protection, to provide additional distribution.
 3. If any sort of addition is planned along with the renovations, the existing utility service will require a complete upgrade.
 4. The existing branch panels throughout the building are at capacity and will require replacement, in most cases, to accommodate renovations.

5. While emergency power is not required, it was mentioned by Courthouse staff to be an important addition to the building to be consistent with the nearby jail that was recently constructed. In order to provide emergency power the following will be required:
 - a. A generator, probably to be outdoor mounted in a weatherproof enclosure (given the lack of available space and clearance in the basement).
 - b. A minimum of two transfer switched, one for life safety loads and one for general emergency loads.
 - c. Distribution equipment for the generator. Loads desired to be on the emergency circuits would need to be rewired to this new equipment.

c. Fire Alarm System

- i. The existing zone type fire alarm system consists of smoke detectors for elevator recall, although not at every floor, a few manual pull stations, and audio/visual annunciation devices located only in public areas.
- ii. The system is integral to the security system in the building and it is unknown if the system meets the UL listings for fire alarm.
- iii. There are a few additional fire alarm devices located sporadically throughout the building. However, some of these are standalone hardwired (or battery) devices not tied into the main fire alarm system or security system.
- iv. The system has not been extended into renovated areas due to lack of expansion capabilities.
- v. Deficiencies
 1. The entire fire alarm system needs to be replaced and brought up to current codes.
 2. Areas of greatest concern:
 - a. No detector coverage in elevator shaft.
 - b. Limited or non-existent audio/visual coverage in most areas other than the main public lobbies.
 - c. Incomplete elevator recall system.
 - d. Travel distance between manual pull stations exceeds code minimum.
 - e. Detector coverage is inadequate for a building not protected by a sprinkler system.

D. STRUCTURAL SYSTEMS

- a. No existing drawings are available that show the structural framing of the building.

- b. From field observations, it appears the structure is framed with steel beams bearing on masonry walls. The spacing of the beams is not known since they are concealed by the floor, roof and ceiling construction. It also appears that the floor structure consists of a flat tile arch, which spaces between beams. The flat tile arches are covered with a terrazzo slab of unknown thickness. We also assume there are steel rods at mid-height of the steel beams at unknown spacing to resist the thrust of the flat tile arches and to provide confinement of the clay tile.
- c. Due to the existing floor and roof framing system, it will be difficult to create new floor and roof openings for new mechanical or electrical chases.
- d. Since most of the roof structural members are concealed, it will be difficult to determine if the roof structure will be capable of supporting additional mechanical HVAC equipment.
- e. Deficiencies
 - i. There are some cracks in the terrazzo floor topping, but it is our opinion these are only a cosmetic imperfection and not structural problems.

Prepared by Matt Snyder, PE; Frank Stewart, SE; Michael Zorich, PE

SECTION II



STANDARDS

WITH

COMMITTEE COMMENTS

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

1.0 GENERAL

1.1 These standards are adopted pursuant to Section 5-1106 of the Counties Code, as amended (55 ILCS 5/5-1106), and the administrative and supervisory authority of the Supreme Court to establish minimum standards for the construction, design and renovation of Illinois trial courtrooms and ancillary facilities.

1.2 The county boards of the several Illinois counties shall comply with the terms and conditions of these standards.

The chief circuit judge of each circuit within the State, or his or her designee, shall ensure compliance with the Minimum Courtroom Standards in the State of Illinois in each courtroom and ancillary facilities within his or her circuit.

1.3 For the purpose of these standards, courtroom and ancillary facilities governed by its scope included the trial courtrooms themselves, judge's chambers and reception areas, court administrative offices and storage areas, circuit clerk and court reporter offices, attorney/client conference rooms, prisoner holding areas, and jury deliberation rooms and assembly rooms.

1.4 These standards address only trial court facilities, not those of reviewing courts.

COMMITTEE COMMENTS

Section 5-1106 of the Counties Code, provides in pertinent part:

It shall be the duty of the county board of each county:

Sixth - To provide proper rooms and offices, and for the repair thereof, for the accommodation of the circuit court of the county and for the clerk's for such court, and to provide suitable furnishings for such rooms and offices, and to furnish fire proof safes, and the repair thereof, for the offices of the clerks of the circuit court of the county. The courtrooms and furnishings thereof shall meet with reasonable minimum Standards prescribed by the Supreme Court of Illinois. Such standards shall be substantially the same as those generally accepted in courtrooms as to general furnishings, arrangement of bench, tables and chairs, cleanliness, convenience to litigants, decorations, lighting and other such matters relating to the physical appearance of the courtroom." (55 ILCS 5/5-1106)

The Minimum Courtroom Standards apply to all existing trial courts throughout the State and are mandatory and not permissive. Since the chief circuit judge, or his or her designee, is in the best position to know the condition of each courtroom and ancillary facility within the circuit, he or she is therefore responsible for ensuring compliance with these standards.

Since Section 5-1106 of the Counties Code only addresses county boards and the trial courts, the standards are not applicable to the reviewing courts of the State.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

2.0 BARRIER FREE ACCESS TO THE JUDICIAL SYSTEM

2.1 Accessibility. All courthouses within this State, and at least one courtroom and attendant existing facilities herein, shall be equally accessible to those who are disabled as to those who are not disabled. All newly constructed and substantially altered courtrooms and attendant facilities shall be fully accessible pursuant to the Americans with Disabilities Act (ADA) and Illinois Environmental Barriers Act (EBA).

2.2 Existing Facilities. Under the code, means of accessibility in existing structures constructed prior to September 25, 1985, shall include, but not be limited to, the following:

a. Access to the courthouse. Access to the courthouse shall be at grade level or provided with an appropriate ramp from street or passage level with the accessible entrance being the same as used by the general public.

b. Building entrance and interior doors. The disabled person's entrance to the courthouse and to all accessibility required rooms therein shall have a clear width of 32 inches when opened 90 degrees, and the maximum effort to operate such doors shall not exceed 8.5 pounds of force for exterior, and 5 pounds of force for interior doors. Door handles shall be suitable for those who are disabled. 71 Ill. Adm. Code 400 310(j) (10) (B).

c. Floors. Non-slippery materials shall be used, and floors between hallways, courtrooms, jury quarters, chambers, and restrooms shall be level.

d. Vertical access. Vertical access shall be provided by elevators or, pursuant to the EBA, stair lifts unless all facilities for an accessible courtroom can be located on the first floor. Elevators shall be of code mandated size to accommodate wheelchairs, the inside floor buttons shall be labeled with Braille numbers, and should have audible floor signals. Stairs shall have railings on both sides of the stairway as required by the code.

e. Restrooms. At least one men's and one women's restroom within the courthouse shall be accessible for people with disabilities, with sufficiently sized stalls, grab bars and fixture heights as required by code.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

f. Clerk's office. The office of the clerk of the circuit court shall have counters suitable for people who use wheelchairs or provisions made for suitable accessibility thereto.

g. Courtrooms. Accessibility designated courtrooms must accommodate disabled litigants, attorneys, jurors, witnesses, spectators, and court personnel with disabilities. Provisions must be made for people who use wheelchairs to be in the public seating area, and the courtroom designed to enable the judge, jurors, attorneys, litigants and court reporter to see and hear any witness testifying from a wheelchair.

h. Signage. Public notices and directional signs to accessible areas and facilities shall be provided in compliance with ADA.

2.3 New Construction and Substantial Alterations. For new court facilities and substantial alterations constructed after January 26, 1992, ADA standards fully apply; for new facilities and substantial alterations constructed after September 25, 1985, EBA standards apply (Sec. 71 Ill. Adm. Code 400, 510).

2.4 Services for People with Disabilities. The court shall have readily available, upon reasonable notice, appropriate services and equipment for those using the judicial system who have disabilities, including hearing, vision, speech, or other impairments.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

COMMITTEE COMMENTS

Physical access to the judicial system of this State is governed by the EBA and ADA. The ADA provides that a public entity that employs 50 or more persons must designate at least one employee to ensure compliance with the Act, establish grievance procedures and investigate any grievance filed. (U.S. Department of Justice, Office of the Attorney General, 28 C.F.R. Part 35, Subpart A, sec. 35.107.) The chief circuit judge of the circuit is not responsible for ensuring compliance with the EBA and ADA unless so designated by the Supreme Court. The governmental entity constructing or altering the facility is responsible for compliance with the EBA and ADA. It should be noted that neither the EBA nor ADA specifically, at present, addresses courthouses or courtrooms.

The judicial system must make reasonable accommodation to a known physical or mental limitation of otherwise qualified applicants or employees, unless it can be established that the accommodation would impose undue hardship on the operation of the judicial system or the disability is specifically exempted by ADA.

Prospective jurors with physical or cognitive disabilities are protected by ADA but may be excused by the court if "their ability to receive and evaluate information is so impaired that they are unable to perform their duties as jurors (Standard 6, Standards Relating to Juror Use and Management, American Bar Association, Judicial Administration Division, Committee on Jury Standards).

The stated intent of Title II of the ADA is to ensure that the services, programs and activities of the judicial system, when viewed in its entirety, be readily accessible to all citizens, regardless of the nature of disability. This may be accomplished through structural changes in buildings and rooms, or through nonstructural means, such as acquisition or redesign of equipment, assignment of aids, or provisions for services at an alternative accessible site.

The U. S. Department of Justice is the agency responsible for enforcing the ADA. Under a grant from the U. S. Department of Justice, the National Center for State Courts has developed a clearinghouse and resource center to assist state and local courts to comply with the requirements of the ADA and implementing regulations. See 28 DOJ regulations issued under Title II at C.F.R. Part 35. In a draft report, the National Center for State Courts divided court facilities into existing courthouses, and those where construction or major alterations commenced after January 26, 1992. Concerning existing courthouses, the Center stated: "Considering the prohibitively high cost of retrofitting existing facilities, the Act employs the concept of program accessibility by allowing the court to offer its programs, services, and activities through alternative methods to individuals with disabilities without extensively retrofitting existing buildings and facilities."

Under Title II, the courts are not required -

(1) To make each of their existing court buildings and facilities accessible to, and usable by, individuals with disabilities; or

(2) to take any action that would threaten or destroy the historic significance of a historic property; ()*

or

**However, note that under the EBA, when alterations are undertaken to a historic building that would threaten the historic significance of the building, the Historic Preservation Agency shall be consulted. If that agency agrees, then Section 400.200 of the Code may apply. Section 400.610(a)(2).*

(3) To take any action that it can demonstrate would result in a fundamental alteration in the nature of court's services, programs, or activities or an undue financial and administrative burden. (National Center for State Courts, Draft, The Americans with Disabilities Act, Title II Self Evaluation [iv]).

Cont'd. to page 18

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

However, pursuant to the ADA, court facilities designed, constructed or having major alterations made thereto after January 26, 1992, must be in strict compliance with either the Uniform Federal Accessibility Standards (UFAS) or the Americans with Disabilities Act Accessibility Guidelines for Buildings and Facilities (ADAAG). DOJ Title II regulations currently allows state and local governments to follow either ADAAG (with some stipulations as noted in the regulations) or UFAS for new construction and alterations. See 28 C.F.R. 35.151. Combining the UFAS and ADAAG is not permitted, although departures from a particular requirement of either is permitted when it is clearly evident that equivalent access to the facility, or the required accessible portion thereof, is provided. Note that the EBA refers to the ADAAG rather than UFAS.

Under the EBA existing public facilities constructed prior to 1985 are not required to be in full compliance with the standards for new construction and alterations. However, new construction or substantial alteration of court facilities commenced after September 25, 1985 must comply with the Act.

Under the EBA, the extent of compliance under the Act depends upon the factor of alteration costs as it relates to the reproduction cost of the facility. For instance, "(i) if the alteration costs more than 15% but less than 50% of the reproduction cost of the public facility, and less than \$100,000... the element or space being altered and an entrance and means of egress intended for use by the general public (must) comply with the applicable requirements for new construction." 410 ILCS 25/5(4).

Some provisions included in one act are not included in the other. For instance, the ADA does not include the pull weight (pounds of force) on doors although the EBA does. It is noted, however, that automation of exterior doors is strongly recommended for ADA purposes since some courthouse entrance doors are heavy and may have excessive opening forces.

If the ADA and EBA have differing requirements, the most rigorous of the two would apply.

Services to the disabled include sign language, interpreters, Braille materials, and telephone access via Telecommunications Device for the Deaf (TDD).

In order to implement the provisions of the ADA, a public accessibility notice and directional signs are to be posted in prominent places in each court facility within the circuit and a notice in substantially the following form is to be sent to potential jurors and members of the bar:

Persons with disabilities who need special arrangements, such as sign language interpreters, Braille materials, or accessible courtrooms should call name, at telephone number, or 1-800-526-0844 (Relay Service for Telecommunications Device for the Deaf (TDD) users.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

3.0 THE COURTROOM

3.1 Courtroom size shall be determined by functional and environmental requirements, the usual type of cases heard and the routine number of participants and spectators. The litigation area, exclusive of its spectator section, shall be at least 28 feet wide and 30 feet in depth for non-jury proceedings and 38 feet wide and 32 feet in depth for jury proceedings. The total seating capacity of any courtroom, including the spectator section shall be sufficient to prohibit standing. The spectator section shall be separated from the litigation area by a fixed bar.

3.2 The floor-to-ceiling height of the litigation area of a courtroom 1700 square feet or less shall be at least 12 feet high, with larger courtrooms at least 14 feet high.

3.3 Courtrooms shall have one or more public entrances for spectators, press, litigants off the public corridor, and at least one separate, private entrance for judge, jurors, and court personnel along a restricted-access corridor at an opposite end of the courtroom. Doors to public entrances shall be equipped with view windows.

3.4 In courtrooms processing persons in custody, prisoner holding areas and procedures shall ensure security and the separation of such persons from the public. Prisoner access to courtrooms may be through one or more restricted corridors required by these standards. Prisoner holding cells and attorney conference rooms shall be located as near as possible to individual or shared criminal courtrooms. In presently existing facilities, if restricted access and/or corridors are not, or cannot, be made available, prisoners shall, as much as possible, be separated from the general public and brought before the court at times when fewer people are expected to be present.

3.5 Every courtroom shall have at least two rooms, or adequately partitioned areas in the adjacent public lobby, for private attorney/client and litigant conferences, equipped with a table and at least four chairs. Secure rooms or facilities shall be available for the private segregation of witnesses called to testify before the court. In existing court facilities, if

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

space is not, and cannot, be specifically designated as attorney/client conference rooms, dual purpose rooms will satisfy the requirements under this subsection.

3.6 Courtroom furniture shall be an integral part of the architecture. Each courtroom shall be provided with a wall clock located opposite the judge's bench, an official court or state seal behind the bench, wall notices required by statute, and calendars without advertising. No personal items of decoration shall be affixed to courtroom walls or in public view.

3.7 Provision shall be made for electronic recording of court proceedings. Microphones shall be designed as an integral part of courtroom equipment, with advance planning for the space and personnel required for its efficient operation.

3.8 Courtroom interiors shall be designed to minimize acoustical problems, ensuring that all participants can hear the proceedings while eliminating distracting exterior noise. Walls at the front of the courtroom shall be of sound reflective material so that voices generated from the litigation area are reflected to the spectator seating area at the rear of the courtroom. The ceiling and walls at the rear of the courtroom shall be finished with sound absorptive materials to prevent noise from reflecting back to the litigation area. The floor of the courtroom shall be finished with carpet or padded vinyl, especially in the litigation area, for noise reduction.

All courtrooms larger than 800 square feet shall have a public address sound system and all courtrooms shall maintain an infrared area assistive listening (or similar) system for the hearing impaired.

3.9 Every courtroom where feasible, shall have a sound lock vestibule individually or in conjunction with an adjacent courtroom, designed such that one set of public access doors will generally be closed before the other set is opened to minimize noise transmission levels from public waiting or circulation spaces.

3.10 Every courtroom shall have access to chalk and magnetic boards, x-ray viewers and shadow boxes, and video display equipment available within the courthouse complex for

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

necessary use in presenting demonstrative evidence or displays. Adequate storage facilities for such equipment and exhibits shall be provided in either the courtroom or immediately accessible private corridors or areas.

3.11 Courtrooms shall be adequately heated, air-conditioned and ventilated, and standard thermal conditions shall be separately controlled in each courtroom and designed for noise reduction. An adequate number of electrical outlets shall be located near anticipated power equipment placements, e.g., sound recording equipment, amplifiers, projectors, and x-ray viewers.

3.12 Courtrooms shall have adequate and security controlled lighting systems to provide a minimum of 70 foot-candles of lighting in the litigation area, and a minimum of 30 foot-candles of lighting in the spectator area.

COMMITTEE COMMENTS

It is understood that physical space in older, existing court facilities, rooms and corridors as those specified in subsections 3.4 and 3.5 may not exist. If such is the case, available rooms, such as unused offices or jury quarters, may be designated and used to satisfy the provisions of sections 3.4 and 3.5 of these standards.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

4.0 JUDGE'S BENCH

4.1 The judge's bench shall be designed such that the judge's eye level, when seated, is higher than any standing participant with the front of the bench 52 inches to 56 inches high and the back riser height 21 inches to 22 inches in height.

4.2 The bench shall have an adequate level work surface two feet to two and a half feet deep and at least six feet to eight feet in length fronted or surrounded by at least a three inch privacy railing above the desktop. A two foot-deep ledge on the front of the bench shall afford attorneys and litigants space for placing their papers and books when addressing the court. The bench shall be constructed to allow a "side bar" conference between court and counsel out of hearing of the jury.

4.3 The bench shall be constructed so that the judge will be able to view court entrances and see and hear clerks, witnesses, bailiffs, court reporters, jurors and attorneys.

4.4 The judge shall have a private entrance to the courtroom from a secure corridor or chambers.

4.5 The bench and immediate adjacent structures shall provide drawers for writing instruments and similar items, at least six linear feet of shelf space for books and other materials, and a method for the discreet transfer of papers and files between the judge and court clerk.

4.6 The bench shall be provided with adequate lighting, electrical and computer connections. Computer screens shall not block the judge's view of court personnel, attorneys, witnesses and jurors. Each bench shall have a volume-control system for all microphones and a security duress alarm.

4.7 The front panel of the bench shall be constructed or buttressed with bullet-proof material.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

COMMITTEE COMMENTS

It is vital the judge have a clear view of those listed in subsection 4.3 of this section. During initial construction or remodeling of a courtroom, it is critical that a judge be responsible for ensuring the court will have an adequate view of those noted in subsection 4.3 of these standards.

The two foot-deep shelf (or table) in front of the bench has a dual purpose: (1) to provide attorneys and litigants space for placing their books, documents and exhibits and (2) prevent leaning on the bench by attorneys and litigants.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

5.0 ATTORNEY AND LITIGANT STATIONS

5.1 Each courtroom shall have at least two tables with work surfaces measuring at least three feet by six feet for use by attorneys and litigants. Each work station shall be equipped with a minimum of two moveable, swivel armchairs; a microphone connected to an amplifier controlled by the judge or clerk; and, electrical receptacles flush with the floor.

5.2 At least five feet of depth shall be provided behind the attorney and litigant work stations to the separation bar to accommodate an additional row of seating for staff, paralegals or other involved parties, and a pathway for attorneys around the station. Sufficient space between the tables must be available to ensure privacy for the attorney and client.

5.3 A moveable lectern equipped with a microphone shall be made available for attorneys and litigants to address the court, with adjustable height control and slanted work surface adequate for the placement of books and notes. Task lighting may be provided at the lectern to aid in reading.

COMMITTEE COMMENTS

It is important that attorneys and litigants be able to confer in private, when necessary, at their stations without being overheard by jurors, opposing counsel and litigants, or by others in the courtroom, but still be able to see, hear, and be seen and heard (when appropriate) by judge, witnesses, court clerk, jurors and the court reporter. The distances between the attorney and litigant stations, lectern, witness stand, jury box and judge's bench, should be about the same.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

6.0 WITNESS STAND

6.1 The witness stand shall be at least three feet to six feet wide with a stand depth of approximately five feet and a rear, side, or front entrance and partially enclosed with a front modesty panel or gate 26 inches in height. The witness stand shall be at least seven inches above the level of the courtroom floor, but slightly lower than that of the judge's bench.

6.2 The witness stand, when possible, shall be equipped with a fixed desktop area at least 15 feet deep for receiving and examining court materials, and a microphone for sound amplification.

6.3 The front panel or gate of the witness stand shall be constructed or buttressed with bullet-proof material.

6.4 In designing the witness stand and other courtroom stations, it is imperative that all participants be able to hear and see the witness as close to full face as possible.

COMMITTEE COMMENTS

The witness stand need not be attached to the judge's bench but may stand alone opposite the jury box providing for a full frontal view of the witness by judge, jury and attorneys.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

7.0 JURY BOX

7.1 The jury box shall be constructed to comfortably accommodate 12 to 14 persons behind a continuous front panel 26 inches in height with two side entrances and handrails. The front panel shall include a shelf at least 10 inches deep for placement of exhibits and papers.

7.2 Jury seating shall be arranged in two or more rows, with rear rows elevated at least 7 inches above the next lower tier.

7.3 The jury box shall be located so that all jurors can see the front plane of any witness' face.

7.4 Jurors shall be separated by at least 6 feet from any attorney or litigant station, and by sufficient distance from the spectator area to avoid improper influences.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

8.0 COURT REPORTER STATION

8.1 The court reporter station shall be located to permit the reporter to report or record proceedings by stenographic machine, computer aided transcription, or electronic recording device. The court reporter station shall be situated either between the judge and witness stand or in the immediately adjacent litigation area to permit the reporter to easily see and hear the judge, witness, attorneys and litigants without impeding lines of sight between their positions. The court reporter station shall be at least partially enclosed with a front panel and equipped with a work surface.

8.2 The front and exposed side panels of the court reporter station shall be constructed or buttressed with bullet-proof material.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

9.0 COURT CLERK STATION

9.1 The court clerk station shall be constructed and located to permit efficient monitoring of court proceedings, processing of case files, recordation of court orders and determinations, handling of exhibits, swearing witnesses and impaneling jurors.

9.2 The court clerk station shall adjoin the judges' bench, be at least partially enclosed with a front panel, and have a stand depth of approximately five feet to the rear entrance. The court clerk station shall be at least seven inches above the level of the courtroom floor, but lower than that of the judge's bench.

9.3 The court clerk station shall have a level work surface, in addition to space for computer equipment of at least five feet in width and 30 inches in depth, fronted or surrounded by at least a three inch-high privacy railing above the desktop. An 18 inch ledge at the station shall afford attorneys and litigants space for placing papers, exhibits and signing documents.

9.4 The court clerk station or immediately accessible structures shall provide adequate drawer and storage space for case files, exhibits and documents, supplies and other materials received or utilized by the clerk during courtroom sessions.

9.5 The court clerk station shall be provided with adequate lighting, electrical, and computer connections, telephone access to the main clerk's office, and a duress alarm.

9.6 The front and exposed side panels of the court clerk station shall be constructed or buttressed with bullet-proof material.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

10.0 BAILIFF OR COURT SECURITY OFFICER STATION

10.1 The bailiff or court security officer shall be provided with a station strategically located to permit maximum visibility of all activities in the courtroom, with a fixed or portable duress alarm. The bailiff or court security officer shall be located in a position to provide for maintenance of order and decorum, and the secure movement of prisoners and others within the courtroom.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

11.0 JURY DELIBERATION ROOM

11.1 Jury deliberation rooms shall be secure and soundproof, at least 280 square feet with a minimum width of 14 feet, and adequately ventilated, heated, air conditioned and lighted to ensure maximum comfort for 14 jurors.

11.2 Jury deliberation rooms shall be located in close proximity to courtrooms in which their proceedings are being conducted, and not in a location requiring jurors to pass through public seating in the courtroom or through a public hall.

11.3 Each jury deliberation room shall be equipped with an adequate table and comfortable chairs for 14 jurors, a chalk board, coat rack, and electrical outlets for review of evidence tapes or displays during deliberations.

11.4 Each jury deliberation room shall have separate male and female restrooms. The restrooms shall be soundproof and doors to the restrooms visually separated from the jury deliberation area by a panel or wall.

11.5 Security shall be provided with locked jury rooms and a bailiff outside the jury access area. Cell phones shall not be permitted in the jury room during deliberations.

COMMITTEE COMMENTS

Jury deliberation rooms may be designed with or without windows, and if constructed with windows, equipped with curtains or blinds to ensure security. The jury deliberation room may be equipped with a water fountain or kitchenette unit with coffee making facilities. An under the counter refrigerator is recommended for the storage of small food and drinking items by the jurors.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

12.0 JUDGE'S CHAMBERS

12.1 Each judge shall be provided with a soundproof private office or chambers of at least 250 square feet. The chambers shall be designed to accommodate the judge's desk, computer equipment, personal library, coat closet and side chairs.

12.2 The judge's chambers shall be equipped with a private restroom, or if chambers are clustered, common restroom facilities secure from public access.

12.3 The judge's chambers shall be accessed through a secured room or area of at least 150 square feet accommodating individual or shared secretary, clerk or reception personnel. A separate private access shall be provided for security use. A duress alarm system shall be installed in both the judge's chambers and reception area. No public access shall be permitted to a judge's chambers except through the monitored secretarial or reception area.

12.4 The judge's chambers shall be located as close as possible to any assigned courtroom, with controlled access to the courtroom along the restricted corridor required by these standards. If possible, non-public elevators should be available for judges and jurors.

12.5 The judge's chambers shall be provided with adequate lighting, electrical outlets for the use of computers and other modern office equipment.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

13.0 COURT ADMINISTRATION

13.1 Court administrative offices may be provided within the court facility for administrative personnel performing non-judicial responsibilities, and for visitation by the public. When visitor seating is provided, it shall consist of a minimum of 15 square feet per seat. The number of offices and work stations is dependent upon the size of the staff. Adequate storage and filing spaces shall be provided.

COMMITTEE COMMENTS

In addition to court administrative offices, auxiliary spaces, such as file, storage and copying areas, shall be conveniently accessible by staff members. Copy/work areas may consist of 100 square feet to accommodate a copier and sorting table.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

14.0 COURT REPORTER OFFICE

14.1 Each official court reporter shall be provided with a work area within the court facility of a minimum of 100 square feet and sufficient space for storage of current stenographic notes, tapes, discs, materials and equipment. Adequate electrical and telephone outlets shall be provided.

14.2 Where feasible, court reporters should be pooled in a shared office so that their services may be available to all judges as needed. Court reporters' private or shared offices shall be located as near as possible to the judges' chambers and courtrooms.

14.3 The court reporter station shall be provided with adequate lighting, electrical and computer outlets, for use of computer or video equipment, and secure storage facilities for machine tapes and discs, and stenographic equipment.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

15.0 CIRCUIT CLERK FACILITIES

15.1 The circuit clerk and deputies shall be provided with adequate space and facilities within the courthouse to efficiently discharge the duties of that office.

15.2 All offices of the circuit clerk shall be located, whenever feasible, on a single floor of the courthouse and should be adjacent to the highest-volume courtrooms.

15.3 The circuit clerk shall be provided with a private office of at least 200 square feet, equipped with adequate computer and electronic resources required for the office, space for books and other materials, and a conference table and chairs for meetings. The chief deputy circuit clerk may be provided with a private office of at least 120 square feet.

15.4 The circuit clerk's office shall have adequate space for its employee's work stations, secured evidence, file storage and waiting areas, public counters and viewing areas, and cashier work stations (with duress alarms). The staff of the circuit clerk's office shall be provided with private male and female restrooms and adequate break and lunch areas.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

16.0 JURY ASSEMBLY AREA

16.1 Prospective jurors shall be provided a separate and private area while awaiting selection and orientation to jury service. The jury assembly area shall be spacious, minimally 15 to 18 square feet per juror, and furnished for passive activities such as reading, writing and television viewing.

16.2 The jury assembly area shall be located in close proximity to courtrooms in which jury selection is conducted and juror movement between the assembly area and courtrooms shall be by a circulation route which minimizes public contact.

16.3 Each juror assembly area shall be equipped with, or have private access to a vending area providing snacks, soft drinks, coffee, and separate male and female restrooms.

COMMITTEE COMMENTS

Jury assembly areas should be comfortable places for potential jurors to wait and receive orientation to jury service. While in smaller counties the courtroom may serve both as a jury assembly and selection area, the preferred practice is to dedicate an assembly area separate and apart from the courtroom. The assembly area may be a multi-purpose space permitting uses other than jury assembly when jury trials are not occurring. For security reasons, public access to the jury assembly area shall be restricted and controlled.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

17.0 DESIGNATION OF EMERGENCY COURTROOMS

17.1 These standards shall not apply when the chief circuit judge of a circuit designates a courtroom or courtrooms as a temporary emergency courtroom.

17.2 Upon such designation, the chief circuit judge shall forthwith notify the Supreme Court of the reason for such designation, the facility's address, and length of time the emergency courtroom is expected to be operable.

17.3 When the need for such emergency facilities no longer exists, the chief circuit judge will so notify the Supreme Court of its discontinued use specifying the time and date thereof.

MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

18.0 WAIVER OF MINIMUM COURTROOM STANDARDS

18.1 The Supreme Court may temporarily and/or conditionally waive a provision of these standards upon written request and a showing of good cause by the chief circuit judge of the circuit setting forth the nature and reason for the requested waiver.

18.2 If the Supreme Court grants said waiver, it shall state any terms and conditions thereof and the period which the waiver is effective.

COMMITTEE COMMENTS

*There may be an occasion when the standards should be temporarily and/or conditionally waived by the Supreme Court. The chief circuit judge of the circuit would be in the best position to know and request the type and nature of the waiver, but must show good cause why the Supreme Court should grant the waiver. In *Knuepfer v. Fawell*, 96 Ill.2d 284 (1983) the court stated "a competent chief judge will normally be the most knowledgeable person in his circuit regarding the needs and problems of the judiciary and the progress being made in resolving them". 96 Ill.2d at 294.*

The waiver of the standards is permitted, but not the waiver of any provision of the ADA or EBA.

APPENDIX



MINIMUM COURTROOM STANDARDS IN THE STATE OF ILLINOIS

DEFINITIONS/ACRONYMS

a. The word “accessibility” means that all parties to a judicial proceeding, including litigants, jurors, attorneys, witnesses, spectators, and court personnel, shall have a barrier free access to the judicial system pursuant to the laws of the United States and this State.

b. The word “disabled” means a physical or mental impairment that substantially limits one or more of the major life activities of such individual, a record of such an impairment, or being regarded as having such impairment, except when exempted by ADA or EBA.

c. The term “reasonable accommodation” means a modification to the job or work environment that would allow a disabled but otherwise qualified applicant or employee to participate in the application process or to perform the essential functions of a job.

d. The abbreviation “ADA” refers to the Americans with Disabilities Act, 42 USCA, sec. 12101 et seq. (1992).

e. The term “implementing regulations” refers to regulations implementing Title II of the ADA codified at 28 C.F.R. Part 35 (eff. January 26, 1992).

f. The acronym “UFAS” refers to the Uniform Federal Accessibility Standards. 28 C.F.R. Part 35.151.

g. The acronym “ADAAG” refers to the Americans with Disabilities Act Accessibility Guidelines for Buildings and Facilities. 36 C.F.R. Part 1191.

h. The acronym “EBA” refers to the Illinois Environmental Barriers Act, 410 ILCS 25/1 et seq. (Eff. September 25, 1985).

i. The word “code” refers to the Illinois Accessibility Code (71 Ill. Adm. Code 400.210 et seq. (1991) (eff. September 25, 1985; amended April 24, 1997), except where Federal Regulations are controlling.

j. “Public Facility” means any building, structure or site improvement owned by or on behalf of a governmental unit. Environmental Barriers Act. 410 ILCS 25/3. (1) (I).

DOCUMENT NAME: **IJA Court Facilities Inspection Report**

DATE REPORT CREATED: **July 10, 1992**

NUMBER OF PAGES IN THE REPORT: 12

WHO REQUESTED THE REPORT: Chief Judge O'Connor

SIGNIFICANCE: The Illinois Judges Association (IJA) has a standing committee on Court Facilities and Security. When requested by the Chief Judge of any Circuit, the committee will dispatch a team of Judges from around the state to inspect a court facility, assess its compliance with Supreme Court Standards and issue a written report containing recommendations.

The committee that drafted this report consisted of 5 Judges from outside the area who inspected the RICO Courthouse and concluded on page 12 of the report:

“The committee believes that although the present Rock Island courthouse may be remodeled into office spaces for use by county officials, the building should no longer be used as a court facility.”

REPORT OF THE OVERSIGHT COMMITTEE
ON COURT FACILITIES AND STANDARDS
INSPECTION OF THE ROCK ISLAND COURTHOUSE
JULY 10, 1992

Pursuant to a request from Chief Circuit Judge Jeffrey O'Connor, the Oversight Committee on Court Facilities and Standards, Illinois Judges Association, conducted an inspection of the Rock Island County Courthouse on July 10, 1992, to determine if the facility complied with the Supreme Court's Administrative Order on Courtroom Facilities as promulgated on May 23, 1968. The Inspection Team consisted of judges Rebecca R. Steenrod (Peoria County), Warren A. Sappington (Macon County), and John P. Shonkwiler (Piatt County), and retired Judges Richard E. Eagleton (Peoria County) and Alan W. Cargerman (Ogle County).

Rock Island County (population 148,723), together with Whiteside, Henry and Mercer Counties, constitutes the 14th Judicial Circuit.

The Rock Island County Courthouse, located in Rock Island, Illinois, was dedicated on March 13, 1887, and has since gone through several renovations. The courthouse was originally constructed with one large dome in the center and two smaller domes on each end of the building. In 1958, the domes were removed due to serious leaking, an elevator was added and various offices remodeled. In 1990, two traffic courtrooms were constructed on the first floor as at a cost of approximately \$300,000.

The courthouse contains three jury courtrooms (3N, 3S, and 2N); three non-jury courtrooms (3H, 1N, and 1C); and two traffic courtrooms located on the first floor. An additional courtroom is

located in the county jail across the street from the courthouse, and a squadroom in the jail is used as an overflow courtroom.

In addition to the courtrooms located in the Rock Island County Courthouse and jail, there are courtrooms in the courthouses of the three other counties of the circuit, and branch courts located in East Moline and Moline in Rock Island County, Kewanee and Geneseo in Henry County, and Sterling in White County. The Chief Judge has been advised, however, that the city council in Moline has requested that the court vacate the city building by December 1, 1992, and at that time the branch court in Moline will be closed. This, unfortunately, will create an additional burden on the county court facilities.

There are a total of 22 judges in the 14th Judicial Circuit -- twelve circuit judges and ten associate judges. Normally, seven circuit judges and four associate judges are assigned to Rock Island County. Two circuit judges are assigned permanently to the Criminal Felony Division and these two judges conduct their jury trials on alternate jury weeks. When one judge is in jury trial, the other uses the courtroom at the county jail for sentencing, pre-trials, pleas, fitness hearings, preliminary hearings and other criminal proceedings. When the jail courtroom is being used by an associate judge for his call, the circuit judge must use the squadroom for his hearings. The squadroom "court " consists of tables, chairs and other furnishings commonly found in a police squadroom. During the jury term, the other jury rooms are used to hear both civil and criminal cases.

Some judges are rotated on a month by month basis, while others may not know their assignment for a given day until they

arrive at the courthouse. No judge is assigned a particular courtroom on a continuing basis. Since there are eleven judges and eight courtrooms, judges conduct hearings whenever and wherever space is found -- in the chambers of other judges, jury quarters, or, as has been stated, the jail squadroom. One of the jury courtrooms on the second floor doubles as Juvenile Court and has a view window in the door allowing the public to view the proceedings merely by looking through the window - a violation of the law requiring juvenile proceedings to be "closed hearings".

All courtrooms in the courthouse have a connecting office for the court reporter and chambers for the judge. Each jury courtroom has jury quarters but none of the jury rooms have self-contained restrooms.

The courthouse has only one attorney-client conference room located on the southwest corner of the third floor, forcing attorneys and their clients to use empty judge's chambers (when available), hallways, public corridors, and any empty rooms that can be found. One judge may be conducting a trial in a particular courtroom and another having a hearing in the courtroom's chambers, making it difficult to conduct conferences between the judge and counsel trying the case in the courtroom.

The law library, located on the fourth floor of the courthouse, is quickly running out of shelf space and has nowhere to expand.

The office of the Circuit Clerk, instead of being centrally located, has two offices on the first floor, one on the second floor, another on the third floor, an additional office in

Moline (soon to be closed) and one in East Moline. The Clerk presently has office space of approximately 6,500 feet and needs at least 10,000 square feet in addition to 1,000 square feet for ancillary spaces. With the hodgepodge of spaces, it is difficult to know where cases should be filed or where a citizen should go to seek information concerning a particular case. Deputy clerks are working in cramped spaces which reduces the efficiency of the office. Records are being stored in the basement which has an access door just inside one of the courthouse front doors. The basement door is kept open and provides access to anyone who may wish to destroy or take a file from the records of the clerk. Due to the fact that records are kept in the basement rather than clerk's office, valuable time is lost in retrieving files.

The office of the Public Defender is located on the third floor of the county building and contains five attorneys, one part-time investigator and two secretaries. Four of the attorneys have 9' x 10' offices. Unfortunately, the offices are not sound proof making it possible to hear what is being said in the adjoining office. A 10' x 20' room at the front is used both as the reception room and secretarial office. A fifth attorney is located in an area where the files are kept, and the investigator is in a 7' x 11' office further down the hall. There is no conference room, library, copy machine, fax machine and other necessary equipment associated with a modern law office.

The Juvenile Court Services of the court has a staff of six officers and require eight. There are only four offices for staff with no conference room, secure holding area, or conference rooms for clients and attorneys.

The sheriff has equally meager spaces in which to conduct his duties of office. There is one holding cell (60 sq. ft.) where there should be at least one of not less than 144 square feet for every floor. Although there is a need for 4,500 square feet for the Sheriff, there is presently a total of only 1,118 square feet available.

Most of the courtrooms do not meet minimum standards and are lacking in one or more areas: In Traffic Court/Misdemeanor Courtroom A, the judge's bench does not have a full view of the entire room; 2 ^{North} ~~South~~ has a large public seating area in the alcove where the public faces a wall, outside the view of the bench; in 2 ^{North} ~~South~~, the judge's bench faces the counsel tables, but the public sits off to the right and left of the bench; none of the benches in 3 South, 3 North, 1 North, the jail courtroom and squadroom meet minimum standards; the jury box in 2 South is on the same level as the attorneys and public; 3 South, Courtroom A and 3 North have no view window forcing one to open the door to view inside the courtroom; with the exception of the jail courtroom, 1 Center, and Courtrooms A and B, all interiors are shabby and outdated; there is no private access to judge's chambers, the hallways to the chambers and the chambers themselves are not secure, and there is no non-public access to the bench in any courtroom; most chambers do not have a private lavatory or book shelves; there is no private access from the courtroom to the jury room and there is no private lavatory in the jury rooms requiring a juror to enter a public hall to use the facilities. It also does not appear that the jury rooms are soundproofed as

required by the standards; there is no jury assembly rooms, and jurors, attorneys, defendants/litigants and witnesses all congregate in the central rotunda and public hallways.

Air conditioning and heating throughout the building is inefficient and outdated. As an example, the hearing room on the third floor controls the temperature in the office of the Chief Circuit Judge on the fourth floor -- while one may be comfortable in one room, those in another room may not. Air conditioners are run throughout the year in certain areas, and in others, windows are opened to control heat rather than using the thermostat in another room. The air conditioner that services 2 North jury courtroom is so loud that it frequently must be stopped to allow jurors to hear witnesses. Basically, the building is so old, that it would be extremely costly to have an efficient cooling and heating system installed.

Court security in today's climate is extremely important. The county has a duty to provide a safe environment for those citizens using the court facilities, be they observers, litigants, witnesses, jurors, employees, lawyers or judges.

The Rock Island Courthouse has no metal detectors at the four main doors, no system of segregating prisoners and the public, light switches in the courtrooms are not keyed, and there are no combination locks on hallways to courtrooms and judges's chambers, in addition to a number of other areas where the facility is lacking in security. The inspection team was not specifically designated to conduct a security survey but highly recommends that the county board be aware of the Court Security Management Manual and of the security survey conducted by the Admin-

Administrative Office of the Illinois Courts in October, 1990.

Rock Island County, like most counties in the State of Illinois, has experienced an increase in case filings. Between 1980 and 1990, felony filings have increased by 34.42%, law jury cases (over \$15,000) by 45.2%, misdemeanors by 1.08%, traffic cases by 4.15%, and small claims by 3.49%. The county has been attempting to operate a modern judicial system, brought about by Constitutional Amendment of 1964, in court facilities designed for an entirely different era. The committee well understands that the problems inherent in the Rock Island Courthouse have been caused by factors not within the control of the county board. However, in an effort to solve these problems with minimal expenditures, the county board has enclosed one of the main stairways to install an elevator, has spent approximately \$300,000 to remodel two courtrooms on the first floor, has remodeled various other offices in the building, and is considering remodeling the spaces presently used by the county recorder for courtroom use. Unfortunately, this patchwork remodeling, although done to save money, ends up being fairly expensive to build, expensive to maintain and, in the end, totally inadequate. In the opinion of the committee, the quality of justice is adversely effected by courthouse facilities such as those in Rock Island. The public's first impression of an obsolete court building, crowded corridors, and an improper comingling of jurors, witnesses, defendants, attorneys and the public certainly undermines the effectiveness of the overall system. It is difficult to put a price on the atmosphere these conditions create,

and were it not for the high committment of the employees and judges of Rock Island, the effect would be even more devistating.

RECOMMENDATIONS

Normally, the Oversight Committee on Court Facilities and Standards recommends corrective action for each specific courtroom, ancillary rooms and offices of the Clerk of the Court. However, in the case of the Rock Island Courthouse, the inspection team concluded that the courthouse has reached a point of obsolescence as a functional and efficient court facility and that there are so many problems inherent in the building, that a room by room appraisal would serve no useful purpose. The committee also believes that the cost of corrective action to bring the courthouse into compliance with the minimum standards would have an unfavorable cost-benefit ratio.

Modern courthouse design provides that there be three separate systems of use circulation -- one for the public, a secure system for movement of prisoners within the courthouse, and a private system for court personnel, including jurors and judges. The Rock Island Courthouse was not designed with such factors in mind and the committee doubts that it could be economically remodeled to provide such a multi-system use circulation. Indeed, potential jurors, the public, litigants and their families, attorneys and court personnel freely mingle together within the courthouse, contrary to acceptable courthouse flow design.

Modern fire codes require two (enclosed) stairways for quick egress in buildings the size of the courthouse. Although the courthouse was originally designed for two stairways, as stated

before, one has been removed to provide for the building's single elevator.

The inspection team has been advised that the present recorder's office may be remodeled to create additional courtrooms. Although this remodeling may temporarily relieve an immediate need for additional space, the committee leaves to the county board the decision of whether to spend additional sums on a totally obsolete and outdated courthouse.

Each judge should have an assigned courtroom and chambers. The chambers should be secure and not subject to use by litigants, attorneys or even other judges. Judges should be available within the courthouse during the work day, but the present facilities do not allow them the space necessary to perform their judicial duties. Although judges may conduct their work in a home office, the committee highly recommends against this practice since they are not available to the public during the work day. This difficulty will be further aggravated by the closing of the branch court in Moline.

Each courtroom should have one or more attorney/client conference rooms, an office for the court reporter/secretary, judge's chambers with lavatory, with direct access from chambers into the courtroom and no public access from hallways into chambers. Jury courtrooms should have adjacent jury quarters that are comfortable and of appropriate size with self contained lavatories and adequate temperature control. There should also be a jury assembly room with restroom facilities; a court administrator's office to accommodate staff, files and equipment; a centralized clerk's office with adequate space and equipment, and

accessible parking for jurors, court personnel and the public.

It is recommended that the jail squadroom be immediately closed for court purposes. The committee understands that this will delay some judicial proceedings, but strongly believes that holding court in a police squadroom is so highly inappropriate that the practice should be discontinued.

It is recommended that the Chief Circuit Judge direct that a library committee, made up of both judges and attorneys, make an inventory of all volumes and sets presently in use in the library. A survey should then be taken of the Rock Island Bar to determine which sets are used and which are not. In order to save costs and valuable shelf space, maintenance of those sets that are seldom or never used should be discontinued and the volumes sold.

Although the inspection team did not conduct an in depth and technical security survey, it does make the following recommendations concerning security to protect those working and conducting business in the courthouse:

1. A Courthouse Security Committee should be appointed and comprised of the following membership: a county board member, the Court Administrator, a circuit judge, an associate circuit judge, the Sheriff or delegate, the State's Attorney or delegate, and the Circuit Clerk or delegate. One of the members should be selected as Chairman, another as Secretary, and they should serve for a three year term. The committee should establish policy and authorize the expenditures of funds from the Court Security Fund.

2. A security officer should be stationed at both the East

and West entries to the courthouse and a portable magnetometer or metal detector placed at each entrance. These detectors can be purchased for less than \$10,000 each and would add substantially to overall courthouse security. The North and South entries should be closed to the public except as emergency exits. One of the closed entries could be used solely for prisoners and the other for courthouse personnel and jurors. This would also reduce the traffic at or near the judges's chambers in the North and South hallways on the first floor.

3. Lighted parking areas should be available for jurors, court personnel, witnesses and judges. Judges's parking signs should immediately be sanitized with numbers instead of titles.

4. Courtrooms should be closed and locked when not in use, and a trained security officer should check each courtroom before court resumes.

5. Hallway doors to judges's chambers should be secured with combination locks and doors to judge's and court reporter's offices should have security buzzers which should be checked periodically.

6. Locks should be put on all electrical panels and doors to the basement equipped with combination locks. All light switches in courtrooms should be keyed and warning bells installed on all fire escape doors.

7. Judges's benches should have a bullet proof barrier inside the bench and the door or doors for ingress to the courtroom should be in back of the bench and not to the side (as is now the case in Courtroom 2 North).

Some of the recommended changes in security measures would

require little or no cost, while others would require some cost. Although the inspection team does not recommend major renovations to the present court facility due to an overwhelming negative cost-benefit ratio, it does recommend the above changes in security management.

As previously stated, the citizens of Rock Island have a right to a safe environment while at the courthouse and the life safety and security problems presently existing in the facility do not provide them with that environment, nor does it provide the elected officials including the Sheriff, State's Attorney, Clerk of the Court and judges, together with the Court Administrator and Public Defender with the necessary facilities to efficiently and effectively conduct the business of court.

The committee believes that although the present Rock Island Courthouse may be remodeled into office spaces for use by county officials, the building should no longer be used as a court facility. It strongly recommends that the county board, through its own efforts, or that of a Public Building Commission, construct a modern courthouse to provide the citizens of Rock Island with a facility in which to conduct the business of their judicial branch of government in a secure and orderly manner.

Circuit Judge John P. Shonkwiler
Chairman, Oversight Committee on
Court Facilities and Standards,
Illinois Judges Association

Capital Improvement Timeline

As far back as 1968, County leaders realized that the space available in the Rock Island County Courthouse was not sufficient to complete all statutorily required duties. At that time, the former Modern Woodman of America Corporate Office was purchased for the sum of \$10 to house all non-court related functions. This eased the burden on the overcrowded Courthouse, however the building was nearly as old as the Courthouse.

Around this same time period, County leaders made the difficult decision to remove the stately dome from the Courthouse due to the high cost of needed repairs. Also, the Adult Probation Department moved into the former Nurses Residence of the Tuberculosis Sanitarium to allow for that departments rapid growth. Juvenile Probation remained at the Courthouse.

All during this time, County leaders made necessary repairs and updates to the facilities. In 1992, a report by a committee of the Supreme Court determined that the Courthouse should no longer be utilized for court. None of the courtrooms or Judges chambers meet the Supreme Court Minimum Standards. Since that report was penned, the Justice Center was built (2001) which added three new courtrooms which met all specifications. In 2008 the Juvenile Court facility was added. During this time when the County was adding court facilities, we were forced to consolidate two outer traffic courts (Moline and East Moline) due to the increased space needs of those cities and financial restraints of the County.

During the last ten years, Rock Island County has spent \$13,887,312 on maintenance of the four facilities under consideration for consolidation plus \$15,456,894 on capital improvements such as the construction of the Justice Center, Juvenile Court Facility and courthouse remodeling. That is a total of \$29,344,206 over ten years on routine maintenance and capital improvements for the four facilities.

Maintenance Expenses

County Board Chairman James E. Bohnsack
FY 2003 - Current

2003 to 2011 are Actual Expenses - 2012 is Budgeted Figure

All Expenses

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Sheriff										
Jail/Justice/Courthouse	\$ 505,382.46	\$ 658,008.73	\$ 698,913.84	\$ 700,780.33	\$ 767,433.12	\$ 1,313,884.21	\$ 1,139,801.36	\$ 1,122,805.10	\$ 1,311,426.80	\$ 1,207,891.00
COB Maintenance										
County Office Building	\$ 347,258.64	\$ 380,353.53	\$ 399,064.21	\$ 409,250.31	\$ 469,635.10	\$ 494,959.62	\$ 403,535.32	\$ 370,647.20	\$ 362,872.00	\$ 345,726.00
Court Services										
Ostrum Hall	\$ 34,089.76	\$ 33,803.67	\$ 80,546.55	\$ 54,575.71	\$ 61,311.66	\$ 43,999.82	\$ 38,068.55	\$ 34,936.19	\$ 46,280.95	\$ 50,070.00
TOTAL	\$ 886,730.86	\$ 1,072,165.93	\$ 1,178,524.60	\$ 1,164,606.35	\$ 1,298,379.88	\$ 1,852,843.65	\$ 1,581,405.23	\$ 1,528,388.49	\$ 1,720,579.75	\$ 1,603,687.00

10 Year Total \$ 13,887,311.74

Construction of Juvenile Court Facility \$ 367,470.86

Capital Outlay

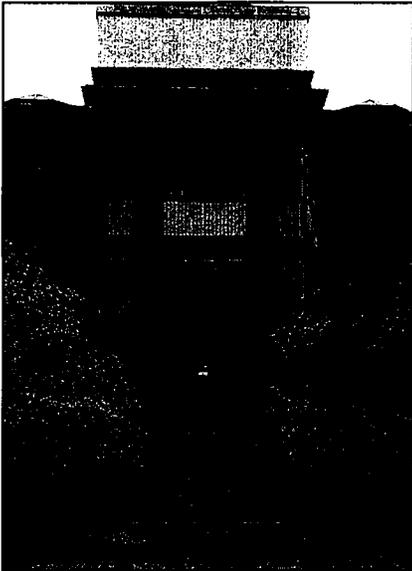
	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Sheriff										
Jail/Justice/Courthouse	\$ -	\$ 101,134.00	\$ 65,806.87	\$ 37,325.54	\$ 26,012.00	\$ 98,199.72	\$ 61,550.90	\$ 14,390.09	\$ 208,281.23	\$ 45,500.00
COB Maintenance										
County Office Building	\$ 158,228.81	\$ 189,426.63	\$ 197,877.29	\$ 190,169.27	\$ 8,700.00	\$ 52,871.92	\$ -	\$ 2,383.06	\$ -	\$ -
Court Services										
Ostrum Hall	\$ -	\$ -	\$ 39,409.54	\$ 61,008.08	\$ 18,437.50	\$ -	\$ -	\$ -	\$ 12,711.00	\$ -
TOTAL	\$ 158,228.81	\$ 290,560.63	\$ 303,093.70	\$ 288,502.89	\$ 53,149.50	\$ 151,071.64	\$ 61,550.90	\$ 16,773.15	\$ 220,992.23	\$ 45,500.00

10 year Total \$ 1,589,423.45

FACT SHEET



County Building



Courthouse

FACT:

The County Building is 113 years old. The Courthouse is 117 years old. About 80 other counties have old courthouses that need significant repairs.

FACT:

Neither building is currently compliant with ADA regulations. It is only a matter of time before the County will face costly litigation.

FACT:

Both buildings are structurally sound, but unable to be adequately renovated due to age (KJWW Engineering Report, 2008).

FACT:

The annual operating cost of both buildings combined is \$720,716. Inefficient HVAC and lighting cause high utility expenses. Repairs and maintenance required to operate old buildings create high staff and materials costs.

FACT:

Both buildings require known repairs totaling nearly \$2.5M in the next three years with another \$2M in anticipated improvements over the next 10 years.

FACT:

Safety of judges, jurors, attorneys, staff and the public is at risk at the Courthouse due to multiple entrances, dated courtrooms and a lack of secure parking.

FACT:

The County pays nearly \$1M annually on security.

FACT:

County staff and residents of Rock Island County are currently required to conduct business in multiple County buildings. Much time and money is wasted having more than one location.

FACT:

Multiple buildings create multiple pieces of maintenance and office equipment.

FACT:

Maintenance staff expenses are higher when operating multiple buildings.

FACT SHEET

FACT:

Now is the time to consider consolidating the County Building and Courthouse into a single campus. This would bring together: Auditor, Board of Review, Chief County Assessment, Circuit Clerk, Coroner, County Board, County Clerk, Court Administration, Adult & Juvenile Probation (Court Services), Forest Preserve, GIS, Human Resources, Information Systems, Maintenance, Mental Health, Public Defender, Recorder, States Attorney, Treasurer, Veterans Assistance and Zoning.

FACT:

It is no longer fiscally responsible for Rock Island County to spend taxpayer dollars to keep old buildings in operation. It is simply throwing good money into bad buildings.

FACT:

Maintenance, operations and staffing costs can be reduced by utilizing a single campus building. Through attrition and a single building concept, staffing costs can be reduced. Security costs can be reduced by using a "one way in, one way out" concept at a single campus location. Sharing office and maintenance equipment creates space and financial efficiencies.

FACT:

It is not in the best interest of the County and its residents to pursue options to secure land and build a new facility from the ground up. Cost of this endeavor would be \$50M.

FACT:

Property is available in Rock Island County that is suitable for a campus. The QC Industrial Center (QCIC) at 350 44th Street Rock Island currently has two buildings that are structurally sound and ideal for occupancy by Rock Island County. Refurbishing a structure is 40% less expensive than purchasing land and building from the ground up.

FACT:

The campus is located along the river at a distance that does not pose a flooding threat. The location is next to MetroLink's property that has a completion date of late 2013. The viaduct will be open in front of the QCIC and the City of Rock Island is repairing catch basins.

FACT:

The proposed campus location is less than two miles from the Justice Center.

FACT:

Parking for 500 vehicles is available and there is sufficient room to expand. Six to seven acres are dedicated to parking. Sixty secure parking spots would be available.

FACT:

The proposed campus would sit on 9-10 acres, with one acre dedicated to the building. Another 15 acres is available.

FACT:

The campus would include two buildings; a four-story and a two-story for a total of 240,000 square feet. A space needs assessment is ongoing to establish actual requirements.

FACT:

There is no asbestos in the two buildings. There are no basements.

FACT SHEET

FACT:

A referendum is not required to proceed with a campus project.

FACT:

LRC would secure financing and lease the two buildings to the County with the option to own after 20 or 30 years.

FACT:

The lease to own option is most advantageous as a private builder can leverage various credits that government entities cannot – such as TIF, Enterprise Zone and other rebates.

FACT:

Rock Island County would save over a 20-30 year period.

FACT:

The County has no room in the General Fund Tax Levy to raise taxes to pay for this project or a project to build from the ground up.

FACT:

Financing costs are at an all time low.

FACT:

Options to rent out space in the current County Building and Courthouse are being explored to generate additional revenue.

Rock Island County Campus





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fax 608 249 8532
bakertilly.com

June 12, 2012

Brian Hollenback, President
Renaissance Rock Island
100 19th Street, Suite 109
Rock Island, IL 61201

RE: Proposal for a Pre-Development Community Impact Summary Assessment for the
Columbia Park Project, Rock Island, Illinois

Dear Mr. Hollenback:

I am pleased to provide this letter which sets forth our understanding of the terms of our engagement for Pre-Development Community Impact Summary Assessment for the proposed Columbia Park New Markets Tax Credit ("NMTC") project. We look forward to working with Renaissance Rock Island to document the potential community impact of the project for a variety of specific indicators.

Scope

We have developed the following scope of items to prepare a large-scale community impact summary assessment for this project:

- > Community alignment:
 - Identify a material sample of the primary restaurants in the downtown neighborhood and the impact Columbia Park will have on these businesses. Develop an overall projection of the impact that the project will have on these types of businesses based on data provided by the primary economic development office for the City as identified by Renaissance Rock Island regarding overall restaurant activity in the area.
 - Work directly with officials to review the plan for the Columbia Park project and determine if the new building furthers the goals of the community's plans in terms of type of development, job goals, tax revenue generation, public (investor) perception of the area, etc.
 - » We will also work with these officials to determine how the secondary project (the redevelopment of the downtown historic buildings) furthers the City's plans.
 - » Understand the intent of the City relative to financing Columbia Park and financing the renovation of the historic downtown buildings with an emphasis on catalytic community impact.
 - Identify how the project sponsor worked with existing plans/stakeholders in developing its plans for the project. Develop an understanding of how this information was incorporated into the final plans.
 - Survey key stakeholders, including public and private investors about whether the proposed Columbia Park project and the renovation of the downtown historic buildings adds to the momentum of the City. Specifically, we will identify what they anticipate will happen/not happen if the primary project Columbia Park is not completed and what the anticipated outcomes of the secondary project may be.

Brian Hollenback, President
Renaissance Rock Island

June 12, 2012
Page 2

- Analyze any city incentives anticipated to be provided to the proposed project in addition to the proposed NMTC allocation request.
- Estimate and/or project growth as defined by the City and establish a timeline based on their business plans, availability of lots and/or buildings at the primary location, etc. .
- > Environmental sustainability:
 - Identify what measures have been taken by the QALICB to achieve Silver LEED.
 - » Determine if any LEED APs been engaged on the project.
 - » Identify if the project been registered with the USGBC.
 - Determine the projected utility cost per square foot, post-completion.
 - Identify the "innovation points" to be achieved through the LEED piece. Determine if any additional community outreach opportunities are needed through these points.
 - Identify how the public was involved in the greening of this project, if at all.
 - Identify if this is aligned with any City plans.
 - Local procurement: identify the radius for the primary purchase of materials and labor by volume and dollar amount.

Work with the project engineer to determine if there will be quantifiable energy and/or water savings from the LEED components. We will isolate actual cost for the specific elements contributing to this savings per the engineer.

 - » Compare this relative to cost to produce the building and subsidy required to produce these elements. Develop a cross over analysis based on savings to cost.
- > Catalytic:
 - Work from Community Alignment scope for the stakeholder interviews.
 - Identify the community impact area.
 - Identify the relationship between the proposed Columbia Park to any future development. Identify the relationship in terms of geography, supportive industries (network economy), and whether businesses providing services and goods would move, grow, or establish themselves closer to the project area to meet the current and future demand of the employees working in the proposed project.
 - » Interview the identified restaurateurs stakeholders and a material selection of attorneys to determine the likelihood of potential expansion to the primary location and the potential catalytic impact of the secondary project on downtown businesses.

Determine if this project is likely to follow a catalytic trend if a trend is substantiated by the data.
 - Using IMPLAN, an economic modeling system, we will identify the annual anticipated revenues of the buildings in Columbia Park and what that economic output means to the local and regional economy for the first stabilized year of occupancy. We will then use PEIM, an economic modeling system for secondary project relative to the historic structures, to compare this to the economic output of the renovation of the downtown historic buildings.

- > Low income person/low income community resident additional impacts:
 - Using the projected employee commuter radius, we will determine how many employees are likely to be commuting from a low income census tract. .
 - » If possible, we will perform this test based on employee address listing (no names to be attached to addresses).
 - Determine what additional services the buildings in Columbia Park may need that could be filled by low income businesses or low income employees, based on stakeholder interviews. We will quantify new demand for these services and any agreements to procure these services locally, from emerging businesses and based on available lots and buildings as identified by the City.
 - Determine if there are any hiring commitments for low income persons or low income community residents by the employers in Columbia Park, to the extent any new jobs will be created directly as a result of the project.
 - » If such commitments exist, document the commitment based on the percentage of new hires, and any workforce training providers that may be supporting the placement of these persons.

- > Construction and permanent jobs:
 - Based on discussion with the contractor, we will determine how many of the construction jobs are locally hired, as a percentage of total project costs.
 - See LEED criteria above re: regional and local materials procurement.
 - We will work with general contractor to identify labor cost.
 - Identify any workforce development opportunities for the un- and/or under-employed in construction.
 - Permanent Jobs: Verify the commitment and timeline for the additional construction jobs. Determine if there are any agreements with the state and/or local jurisdictions for job creation numbers/wages, etc.
 - Identify wage/benefits and educational requirements for all permanent jobs.
 - Determine what percentage of the total project costs are dedicated to MBE/DBE construction contracts.
 - Identify the number of low income persons in the area.
 - Identify the number of jobs available to high school education or less.
 - Identify the use of workforce/ apprenticeship programs (anticipated placements).

- > Retained jobs
 - To the extent that jobs can be supported as "retained," identify the "but for" relative to projected retained jobs.
 - Identify the statement or position relied upon that underscores under what terms the jobs were "retained".
 - Identify the wage/salary and benefit levels of these positions.
 - Using census tract data on existing staff to reviewed for LIC/LIP census tract placement.

- > Quality jobs:
 - Define quality jobs based on state or local definition and apply this matrix to the jobs matrix.

Brian Hollenback, President
Renaissance Rock Island

June 12, 2012
Page 4

Fee

Our estimated project fee for this engagement is \$15,500 for the summary community impact assessment. This fee is exclusive of out-of-pocket travel expenses, which will be approved by Renaissance prior to expenditure and will not exceed \$1,000. A retainer of \$2,500 will be required to initiate this project, with the balance due upon completion. This fee estimate assumes:

- > Ongoing correspondence and teleconference meetings with Renaissance staff to discuss assumptions and results and materials.
- > Availability and willingness of Renaissance to share relevant the necessary information including, but not limited to the initial project feasibility report for the anticipated NMTC transaction; past financial performance; and current revenue and projections for the project as a whole; LEED design specifications and energy savings calculations. Baker Tilly will work directly with Renaissance to facilitate the onsite interviews associated with the community impact assessment.

I have attached the Baker Tilly standard terms and conditions. Please review these terms and conditions and our proposal. Please do not hesitate to call or email me if you have any further questions or need additional information. I can be reached at 608 240 2546 or terri.preston@bakertilly.com. We look forward to working with you.

Sincerely,

BAKER TILLY VIRCHOW KRAUSE, LLP



Terri E. Preston, Principal

ACCEPTED AND AGREED TO BY:

Renaissance Rock Island

Signed: Brian Hollenback

Title: President

Date

Baker Tilly Virchow Krause, LLP

Standard Business Terms

These Standard Business Terms ("Terms") govern the services provided by Baker Tilly Virchow Krause, LLP ("Baker Tilly" or "we") set forth in the Engagement Letter to which these Terms are attached (the "Services"). These Terms, together with the Engagement Letter to which they are attached, constitute the entire understanding and agreement between the client identified on such Engagement Letter (the "Client") and Baker Tilly with respect to the Services described in the Engagement Letter (collectively, the Engagement Letter and these Terms are referred to as the "Agreement") and supersede and incorporate all prior or contemporaneous representations, understandings or agreements, and may not be modified or amended except by an agreement in writing signed between the parties hereto. If there is a conflict between these Terms and the terms of any Engagement Letter, these Terms shall govern.

Section 1. Deliverables

(a) Materials prepared by Baker Tilly for Client as a deliverable under the Engagement Letter (each a "Deliverable") may, when fully paid for by Client, be used, copied, and distributed, but may not be modified by Client. Baker Tilly shall retain all right, title, and interest in and to: (i) the Deliverables, including but not limited to, all patent, copyright, trademark and other intellectual property rights therein; and (ii) all methodologies, processes, techniques, ideas, concepts, trade secrets, and know-how embodied in the Deliverables or that Baker Tilly may develop or supply in connection with this Agreement (the "Baker Tilly Knowledge"). Subject to any confidentiality restrictions, Baker Tilly may use the Deliverables and the Baker Tilly Knowledge for any purpose.

(b) The documentation for this engagement, including the workpapers, is not part of the Deliverables, is the property of Baker Tilly and constitutes confidential information. We may have a responsibility to retain the documentation for a period of time sufficient to satisfy any applicable legal or regulatory requirements for records retention. If we are required by law, regulation or professional standards to make certain documentation available to Regulators, Client hereby authorizes us to do so.

Section 2. Standards of Performance

Baker Tilly shall perform its Services in conformity with the terms expressly set forth in this Agreement, including all applicable professional standards. Accordingly, our Services shall be evaluated on our substantial conformance with such terms and standards. Any claim of nonconformance (and applicability of such standards) must be clearly and convincingly shown. Client acknowledges that the Services will involve the participation and cooperation of management and others of Client. Unless required by professional standards or Client and Baker Tilly otherwise agree in writing, Baker Tilly shall have no responsibility to update any of its work after its completion.

Section 3. Warranty

(a) Each party represents and warrants to the other that it has full power and authority to enter into and perform this Agreement and any Engagement Letter entered into pursuant hereto and the person signing this Agreement or such Engagement Letter on behalf of each party hereto has been properly authorized and empowered to enter into this Agreement.

(b) Baker Tilly warrants that it will perform its services on a reasonable professional efforts basis. This warranty is in lieu of, and we expressly disclaim, all other warranties, express, implied or otherwise, including without limitation any implied warranties of merchantability or fitness for a particular purpose. We cannot and do not warrant computer hardware, software or services provided by other parties.

Section 4. Limitation on Damages and Indemnification

(a) The liability (including attorney's fees and ALL other costs) of Baker Tilly and its present or former partners, principals, agents or employees related to any claim for damages relating to the services performed under this Agreement shall not exceed the fees paid to Baker Tilly for the portion of the work to which the claim relates. This limitation of liability is intended to apply to the full extent allowed by law, regardless of the grounds or nature of any claim asserted, including the negligence of either party. In no event shall either party be liable for ANY lost profits, LOST Business opportunity, lost data, consequential, special, incidental, exemplary or punitive damages arising out of or related to this Agreement.

(b) As Baker Tilly is performing the Services solely for the benefit of Client, Client will indemnify Baker Tilly, its subsidiaries and their present or former partners, principals, employees, officers and agents against all costs, fees, expenses, damages and liabilities (including attorneys' fees and all defense costs) associated with any third-party claim, relating to or arising as a result of the Services, Client's use of the Deliverables, or this Agreement.

(c) In the event Baker Tilly is requested by the Client; or required by government regulation, subpoena, or other legal process to produce its engagement working papers or its personnel as witnesses with respect to its Services rendered for the Client, so long as Baker Tilly is not a party to the proceeding in which the information is sought, Client will reimburse Baker Tilly for its professional time and expenses, as well as the fees and legal expenses, incurred in responding to such a request.

(d) Because of the importance of the information that Client provides to Baker Tilly with respect to Baker Tilly's ability to perform the Services, Client hereby releases Baker Tilly and its present and former partners, principals, agents and employees from any liability, damages, fees, expenses and costs, including attorneys fees, relating to the Services, that arise from or relate to any information, including representations by management, provided by Client, its personnel or agents, that is not complete, accurate or current.

(e) Baker Tilly will indemnify Client against any damage or expense relating to bodily injury or death of any person or tangible damage to real and/or personal property incurred while Baker Tilly is performing the Services to the extent such damage is caused solely by the negligent acts or willful misconduct of Baker Tilly's personnel or agents in performing the Services.

(f) Each party recognizes and agrees that the warranty disclaimers and liability and remedy limitations in this Agreement are material bargained for bases of this Agreement and that they have been taken into account and reflected in determining the consideration to be given by each party under this Agreement and in the decision by each party to enter into this Agreement.

(g) The terms of this Section 4 shall apply regardless of the nature of any claim asserted (including, but not limited to, contract, tort, or any form of negligence, whether of Client, Baker Tilly or others), but these terms shall not apply to the extent finally determined to be contrary to the applicable law or regulation. These terms shall also continue to apply after any termination of this Agreement.

(h) Client accepts and acknowledges that any legal proceedings arising from or in connection with the services provided under this Agreement must be commenced within twelve (12) months after the performance of the Services for which the action is brought, without consideration as to the time of discovery of any claim.

Section 5. Personnel

During the term of this Agreement, and for a period of six (6) months following the expiration or termination thereof, neither party will actively solicit the employment of the personnel of the other party involved directly with providing Services hereunder. Both parties acknowledge that the fee for hiring personnel from the other party, during the project term and within six months following completion, will be a fee equal to the hired person's annual salary at the time of the violation so as to reimburse the party for the costs of hiring and training a replacement.

Section 6. Termination

(a) This Agreement may be terminated at any time by either party upon fifteen (15) days' written notice to the other. However, upon termination of this Agreement, this Agreement will continue to remain in effect with respect to any Statement(s) of Work already issued at the time of such termination, until such Statements of Work are themselves either terminated or the performance there under is completed.

(b) This Agreement and all Statements of Work may be terminated by either party effective immediately and without notice, upon: (i) the dissolution, termination of existence, liquidation or insolvency of the other party, (ii) the appointment of a custodian or receiver for the other party, (iii) the institution by or against the other party of any proceeding under the United States Bankruptcy Code or any other foreign, federal or state bankruptcy, receivership, insolvency or other similar law affecting the rights of creditors generally, or (iv) the making by the other party of any assignment for the benefit of creditors.

Baker Tilly Virchow Krause, LLP
Standard Business Terms (cont.)

(c) Client shall pay Baker Tilly for all Services rendered and expenses incurred as of the date of termination, and shall reimburse Baker Tilly for all reasonable costs associated with any termination.

(d) In the unlikely event that differences concerning the Services or fees should arise that are not resolved by mutual agreement, both parties agree to attempt in good faith to settle the dispute by engaging in mediation administered by the American Arbitration Association under its mediation rules for professional accounting and related services disputes before resorting to litigation or any other dispute-resolution procedure. Each party shall bear their own expenses from mediation and the fees and expenses of the mediator shall be shared equally by the parties.

(e) Further, in the unlikely event that differences concerning the Services or fees should arise that are not resolved by mutual agreement or mediation, both parties agree to waive a jury trial to facilitate judicial resolution and save time and expense of both parties.

(f) Any rights and duties of the parties that by their nature extend beyond the expiration or termination of this Agreement, including but not limited to, limitation of liability, ownership of work product, and survival of obligations, any accrued rights to payment and remedies for breach of this Agreement shall survive the expiration or termination of this Agreement or any Engagement Letter.

Section 7. Force Majeure

In the event that either party is prevented from performing, or is unable to perform, any of its obligations under this Agreement due to any act of God, fire, casualty, flood, war, strike, lock out, failure of public utilities, injunction or any act, exercise, assertion or requirement of any governmental authority, epidemic, destruction of production facilities, insurrection, inability to obtain labor, materials, equipment, transportation or energy sufficient to meet needs, or any other cause beyond the reasonable control of the party invoking this provision ("**Force Majeure Event**"), and if such party shall have used reasonable efforts to avoid such occurrence and minimize its duration and has given prompt written notice to the other party, then the affected party's failure to perform shall be excused and the period of performance shall be deemed extended to reflect such delay as agreed upon by the parties.

Section 8. Taxes

Baker Tilly's fees are exclusive of any federal, national, regional, state, provincial or local taxes, including any VAT or other withholdings, imposed on this transaction, the fees, or on Client's use of the Services or possession of the Deliverable (individually or collectively, the "Taxes"), all of which shall be paid by Client without deduction from any fees owed by Client to Baker Tilly. In the event Client fails to pay any Taxes when due, Client shall defend, indemnify, and hold harmless Baker Tilly, its officers, agents, employees and consultants from and against any and all fines, penalties, damages, costs (including, but not limited to, claims, liabilities or losses arising from or related to such failure by Client) and will pay any and all damages, as well as all costs, including, but not limited to, mediation and arbitration fees and expenses as well as attorneys' fees, associated with Client's breach of this Section.

Section 9. Notices

Any notice or communication required or permitted under this Agreement or any Engagement Letter shall be in writing and shall be deemed received (i) on the date personally delivered; or (ii) the date of confirmed receipt if sent by Federal Express, DHL, UPS or any other reputable carrier service, to applicable party (sending it to the attention of the title of the person signing this Agreement) at the address specified on the signature page of this Agreement or such other address as either party may from time to time designate to the other using this procedure.

Section 10. Miscellaneous

(a) In the event that any provision of this Agreement or any Engagement letter is held by a court of competent jurisdiction to be unenforceable because it is invalid or in conflict with any law of any relevant jurisdiction, the validity of the remaining provisions shall not be affected, and the rights and obligations of the parties shall be construed and enforced as if the Agreement or such Engagement Letter did not contain the particular provisions held to be unenforceable. The unenforceable provisions shall be replaced by mutually acceptable provisions which, being valid, legal and enforceable, come closest to the intention of the parties underlying the invalid or unenforceable provision. If the Services should become subject to the independence rules of the U.S. Securities and Exchange Commission with respect to Client, such that any provision of this Agreement would impair Baker Tilly's independence under its rules, such provision(s) shall be of no effect.

(b) Neither this Agreement, any Engagement Letter, any claim, nor any rights or licenses granted hereunder may be assigned, delegated or subcontracted by either party without the written consent of the other party. Either party may assign and transfer this Agreement and any Engagement Letter to any successor that acquires all or substantially all of the business or assets of such party by way of merger, consolidation, other business reorganization, or the sale of interests or assets, provided that the party notifies the other party in writing of such assignment and the successor agrees in writing to be bound by the terms and conditions of this Agreement.

(c) The validity, construction and enforcement of this Agreement shall be determined in accordance with the laws of the State of Illinois, without reference to its conflicts of laws principles, and any action arising under this Agreement shall be brought exclusively in the State of Illinois. Both parties consent to the personal jurisdiction of the state and federal courts located in Illinois.

(d) The parties hereto are independent contractors. Nothing herein shall be deemed to constitute either party as the representative, agent, partner or joint venture of the other.

(e) The failure of either party at any time to enforce any of the provisions of this Agreement or a Engagement Letter will in no way be construed as a waiver of such provisions and will not affect the right of the party thereafter to enforce each and every provision thereof in accordance with its terms.

(f) Client acknowledges that: (i) Baker Tilly and Client may correspond or convey documentation via Internet e-mail unless Client expressly requests otherwise, (ii) neither party has control over the performance, reliability, availability, or security of Internet e-mail, and (iii) Baker Tilly shall not be liable for any loss, damage, expense, harm or inconvenience resulting from the loss, delay, interception, corruption, or alteration of any Internet e-mail.

(g) Except to the extent expressly provided to the contrary, no third-party beneficiaries are intended under this Agreement.

(h) Baker Tilly Virchow Krause, LLP is a member of Baker Tilly International Limited. Each member firm of Baker Tilly International Limited is a separate and independent legal entity. Baker Tilly International Limited and its other members are not responsible or liable for any acts or omissions of Baker Tilly Virchow Krause, LLP. Baker Tilly Virchow Krause, LLP and its subsidiaries are not responsible or liable for any acts or omissions of any other member of Baker Tilly International Limited. Baker Tilly International Limited does not render any professional services and does not have an ownership or partnership interest in Baker Tilly Virchow Krause, LLP.

Baker Tilly International Limited is an English Company. Neither Baker Tilly International Limited nor any other member firm has a right to exercise management control over any other member firm. Baker Tilly Virchow Krause, LLP is not Baker Tilly International Limited's agent and does not have authority to bind Baker Tilly International Limited or act on Baker Tilly International Limited's behalf.

Acknowledgement:

The Business Terms above correctly sets forth the understanding of the Client.

Accepted by:

Signature: _____

Title: _____

Date: _____

Shelly Chapman

From: Brian Hollenback [brian@teamrockisland.com]
Sent: Wednesday, May 23, 2012 4:34 PM
To: Shelly Chapman
Subject: FW: Need information for proposal

Balance of scope of work to be included in the Impact Study

Brian Hollenback

President
Renaissance Rock Island
100 19th Street, Suite 109
Rock Island, IL 61201
(p) 309.788.6311
(f) 309.788.6323
brian@teamrockisland.com



Please note Renaissance Rock Island's new office address effective 9/20/2011:
100 19th Street, Suite 109
Rock Island, IL 61201

From: Terri Preston-Koenig [mailto:Terri.Preston@bakertilly.com]
Sent: Wednesday, May 23, 2012 2:11 PM
To: Brian Hollenback
Subject: RE: Need information for proposal

Brian

The assessment summary as noted would involve interviewing the local business owners to obtain an understanding of the anticipated revenue impact for items 1-4

It will also deal with alignment and stakeholder input – as we will interview regarding perception and not just revenue – and speak with persons other than business owners so that would pick up 6, 8 and 9

We did not include tax impact – as we anticipated that this would be tax neutral given that this is a government employer – hence not a tax paying entity with the exception of payroll taxes – please confirm if this is not true? We can add this – however the tax impact will add about \$2,000 to the study as it requires significant analysis of the project and its outcomes.

A crossover benefit analysis looks at the public subsidy versus tax generation and projects the number of years required for the project to “pay-back” the subsidy and begin to pay over and above the initial subsidy into the community. This can be added as well – we would need complete sources and uses, etc. (which we would need for the tax impact) – the operating proforma (again we would need this for the tax impact) – and would add about \$500 to the assessment. Moving into this realm would push this from a summary into a study realm – Might as well add the environment to this and get the full scope if we are going to have these elements in place?

Bullet point 5 really cannot be addressed in absence of looking at potential options for the vacant site. If left vacant then this is a negative influence that really has no other response – vacant space of any significant magnitude in a downtown core is an issue. However, when space is made available in a downtown core for the addition of new business opportunities – that changes the vision and creates a different scale and set of potential answers.

Bullet point 10 can be addressed through the interview process – If the projects are likely to continue forward – then the impact is negligible. In addition, these projects may actually spur the development of the now vacant parcel(s). What is important is knowing if there are any plans or visions for the use of the parcel once vacated.

The catalytic potential of the proposed relocation is addressed in the proposal. We will need to look at the availability of sites for the location of new business suited as vendors or satellite office facilities that support the functions of the primary business within a reasonable radius.

From: Brian Hollenback [<mailto:brian@teamrockisland.com>]

Sent: Wednesday, May 23, 2012 1:45 PM

To: Terri Preston-Koenig

Subject: RE: Need information for proposal

Good afternoon

What we are looking for is an Impact study that addresses the following.

If the County was to consolidate the court house and county building into one facility and relocate from the downtown to the eastern part of Rock Island what would be the impact on our downtown businesses.

- The lunch crowd
- After work or happy hour
- Impact or possible loss of revenue from existing attorneys or businesses who have offices downtown and walk to the court house and patronize our restaurants
- Impact of apx 450 employees relocating from downtown that may go to downtown Moline instead since it will be closer. Most have 1/2 hour lunches.
- The Impact of two vacant historic buildings downtown as the County of Rock Island currently does not have a redevelopment plan for the old court house located at the foot of the bridge and historic county building next door to City Hall.
- Perception of a county facility vacating a downtown location and what message it may send.
- Long term effect on downtown once the redevelopment efforts initiate around the new development on the east side of town.
- Impact of the perception that just one more large employer leaving downtown Rock Island leaving a big whole.
- Tax impact.
- Community Alignment. How does this impact current redevelopment efforts currently downtown i.e our efforts for the past 10 years, housing, river front, a new police station and the Arsenal Gateway Redevelopment effort (surrounding Jackson Square).

Development opportunities at the new site (Scott Christianson's location at the former farmall plant.

- Impact and jobs of a \$35 million investment (although one could argue the same impact would be felt in downtown if the county chose to reinvest in existing buildings.
- Potential redevelopment opportunities in another distressed part of the community.

Any "cross over" benefits?

Job Impacts? The county proposal if it does consolidate, would have a reduction in work force. How is this offset by the construction jobs.

Brian Hollenback
President

Renaissance Rock Island
100 19th Street, Suite 109
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(p) 309.788.6311
(f) 309.788.6323
brian@teamrockisland.com



*Please note Renaissance Rock Island's new office address effective 9/20/2011:
100 19th Street, Suite 109
Rock Island, IL 61201*

From: Terri Preston-Koenig [<mailto:Terri.Preston@bakertilly.com>]
Sent: Wednesday, May 23, 2012 11:23 AM
To: Brian Hollenback
Subject: Need information for proposal
Importance: High

Terri Preston
Baker Tilly Virchow Krause, LLP, Principal
Valued Advisor Fund, Executive Director
Illinois Valued Advisor Fund, Executive Director
608 240-2546 Direct, 608 249-8532 Fax, 312 307-9550 Mobile
terri.preston@bakertilly.com Connect with us: www.bakertilly.com

A referral is the highest compliment I can receive as a valued business advisor. Please encourage your family, friends and business associates to connect with me at terri.preston@bakertilly.com or [Linkedin.com](http://www.linkedin.com) Thank you for your trust!

An independent member of Baker Tilly International



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Pursuant to the rules of professional conduct set forth in Circular 230, as promulgated by the United States Department of the Treasury, nothing contained in this communication was intended or written to be used by any taxpayer for the purpose of avoiding penalties that may be imposed on the taxpayer by the Internal Revenue Service, and it cannot be used by any taxpayer for such purpose. No one, without our express prior written permission, may use or refer to any tax advice in this communication in promoting, marketing, or recommending a partnership or other entity, investment plan or arrangement to any other party. Baker Tilly Virchow Krause, LLP Confidentiality Notice: This message is being sent by Baker Tilly Virchow Krause, LLP. It is intended exclusively for the individuals and entities to which it is addressed. This communication, including any attachments, may contain information that is proprietary, privileged, confidential, including information that is protected under the HIPAA privacy rules, or otherwise legally exempt from disclosure. If you are not the named addressee, you are not authorized to read, print, retain, copy or disseminate this message or any part of it. If you have received this message in error, please notify the sender immediately by email and delete all copies of this message. This message is protected by applicable legal privileges and is confidential.

Shelly Chapman

From: Brian Hollenback [brian@teamrockisland.com]
Sent: Wednesday, May 23, 2012 1:56 PM
To: Shelly Chapman
Subject: FW: Community Impact Analysis

Importance: High

Brian Hollenback

President

Renaissance Rock Island

100 19th Street, Suite 109

Rock Island, IL 61201

(p) 309.788.6311

(f) 309.788.6323

brian@teamrockisland.com



Please note Renaissance Rock Island's new office address effective 9/20/2011:

100 19th Street, Suite 109

Rock Island, IL 61201

From: Terri Preston-Koenig [mailto:Terri.Preston@bakertilly.com]

Sent: Wednesday, May 23, 2012 1:36 PM

To: Brian Hollenback

Subject: Community Impact Analysis

Importance: High

Mr. Hollenback

Based on our discussion, Baker Tilly understands that the anticipated scope for the proposed community impact assessment summary would include the following:

Indirect Impact assessment related to the move of the primary business to a location outside of the downtown area

Potential catalytic impact related to the move of the primary business on the area located outside of the downtown area

Direct impact related to the redevelopment of the downtown site made available by the relocation of the primary business

Construction and permanent jobs

Indirect impact related to the redevelopment of the downtown site made available by the relocation of the primary business

Assessment of Community Alignment based on existing plans and stakeholder interviews

We have **not** included the following as a component of the impact assessment summary

Tax analysis, crossover benefit analysis and environmentally sustainable outcomes

Our impact assessment summary assumes on the ground stakeholder interviews will be conducted and access to information related to both the assumptions developed for the relocation of the primary business and the redevelopment of the prior downtown site.

We anticipate that the cost for these services would not exceed \$13,500 including travel and out of pocket expenses. In the event that you would like environmentally sustainable outcomes included, this can be added to the proposal.

Please let me know if you have any questions. We would be happy to provide a more defined proposal subject to receipt of a project narrative

Terri

Terri Preston
Baker Tilly Virchow Krause, LLP, Principal
Valued Advisor Fund, Executive Director
Illinois Valued Advisor Fund, Executive Director
608 240-2546 Direct, 608 249-8532 Fax, 312 307-9550 Mobile
terri.preston@bakertilly.com Connect with us: www.bakertilly.com

A referral is the highest compliment I can receive as a valued business advisor. Please encourage your family, friends and business associates to connect with me at terri.preston@bakertilly.com or [Linkedin.com](http://www.linkedin.com) Thank you for your trust!

An independent member of Baker Tilly International



Candor. Insight. Results.

Pursuant to the rules of professional conduct set forth in Circular 230, as promulgated by the United States Department of the Treasury, nothing contained in this communication was intended or written to be used by any taxpayer for the purpose of avoiding penalties that may be imposed on the taxpayer by the Internal Revenue Service, and it cannot be used by any taxpayer for such purpose. No one, without our express prior written permission, may use or refer to any tax advice in this communication in promoting, marketing, or recommending a partnership or other entity, investment plan or arrangement to any other party. Baker Tilly Virchow Krause, LLP Confidentiality Notice: This message is being sent by Baker Tilly Virchow Krause, LLP. It is intended exclusively for the individuals and entities to which it is addressed. This communication, including any attachments, may contain information that is proprietary, privileged, confidential, including information that is protected under the HIPAA privacy rules, or otherwise legally exempt from disclosure. If you are not the named addressee, you are not authorized to read, print, retain, copy or disseminate this message or any part of it. If you have received this message in error, please notify the sender immediately by email and delete all copies of this message. This message is protected by applicable legal privileges and is confidential.

MEMORANDUM

TO: Rock Island County Board

FROM: Meg Hoskins, Human Resources Director

DATE: May 7, 2012

SUBJECT: Lunch Habits Survey

The attached spreadsheet and the below information is in regards to the request for a survey sent to all employees who would be impacted by the relocation of the County Building. This survey was distributed to all Rock Island County Department Heads and Elected Officials, with instructions for only those departments who would be impacted by the move, to distribute to all employees within their offices. This survey was *NOT* distributed to those other entities that have offices in the County Building or Court House that may be impacted by the relocation.

87 surveys were completed and returned to Human Resources by May 4, 2012. Below are details the responses to two specific questions on the survey.

NOTE: *(Percentages are based on 87 responses, and each 20% increment represents 1 day per week)*

**The First question asked what employees do for lunch.*

77 (89%) responded they bring their lunch during a work week.

- *23% bring their lunch 100% of the week*
- *36% bring their lunch 80% of the week*
- *8% bring their lunch 60% of the week*
- *7% bring their lunch 40% of the week*
- *15% bring their lunch 20% of the week*

33 (38%) responded they order take out for lunch during a work week.

- *0% order take out 100% of the week*
- *1% orders take out 80% of the week*
- *2% orders take out 60% of the week*
- *9% orders take out 40% of the week*
- *25% orders take our 20% of the week*

49% (56%) responded they go out to eat during a work week.

- 5% go out to eat 100% of the week
- 8% go out to eat 80% of the week
- 6% go out to eat 60% of the week
- 8% go out to eat 40% of the week
- 30% go out to eat 20% of the week

*The second question asked those employees who do go out to eat, where they typically go.

53 (61%) Downtown Rock Island

- 18% responded 100% of the week
- 13% responded 80% of the week
- 5% responded 60% of the week
- 8% responded 40% of the week
- 17% responded 20% of the week

9 (10%) Downtown Moline

- 1% responded 100% of the week
- 0% responded 80% of the week
- 1% responded 60% of the week
- 2% responded 40% of the week
- 6% responded 20% of the week

6 (7%) Downtown Davenport

- 1% responded 100% of the week
- 0% responded 80% of the week
- 1% responded 60% of the week
- 1% responded 40% of the week
- 3% responded 20% of the week

29 (33%) Other

- 2% responded 100% of the week
- 6% responded 80% of the week
- 6% responded 60% of the week
- 6% responded 40% of the week
- 14% responded 20% of the week

Note: 22 respondents indicated other parts of Rock Island, and 3 respondents indicated they ate at home.

Lunch Habits

For lunch do you?

Bring your lunch

Order take out

Go out to eat?

0%	10	11%	54	62%	38	44%
100%	20	23%	0	0%	4	5%
80%	31	36%	1	1%	7	8%
60%	7	8%	2	2%	5	6%
40%	6	7%	8	9%	7	8%
20%	13	15%	22	25%	26	30%
Total	87	100%	87	100%	87	100%
	77	89%	33	38%	49	56%

If you go out to eat where do you typically go?

Downtown Rock Island

Downtown Moline

Downtown Davenport

Other

0%	34	39%	78	90%	81	93%	58	67%	
100%	16	18%	1	1%	1	1%	2	2% Rock Island	22
80%	11	13%	0	0%		0%	5	6% home	3
60%	4	5%	1	1%	1	1%	5	6%	
40%	7	8%	2	2%	1	1%	5	6%	
20%	15	17%	5	6%	3	3%	12	14%	
Total	87	100%	87	100%	87	100%	87	100%	
	53	61%	9	10%	6	7%	29	33%	

Lunch Habits

For lunch do you?

Bring your lunch

Order take out

Go out to eat?

0%							
100%	20	26%		0	4	8%	
80%	31	40%	1	3%	7	14%	
60%	7	9%	2	6%	5	10%	
40%	6	8%	8	24%	7	14%	
20%	13	17%	22	67%	26	53%	
Total	77	100%	33	100%	49	100%	159
	87		87		87		

If you go out to eat where do you typically go?

Downtown Rock Island

Downtown Moline

Downtown Davenport

Other

0%									
100%	16	30%	1	11%	1	17%	2	7% Rock Island	22
80%	11	21%		0%		0%	5	17% home	3
60%	4	8%	1	11%	1	17%	5	17%	
40%	7	13%	2	22%	1	17%	5	17%	
20%	15	28%	5	56%	3	50%	12	41%	
Total	53	100%	9	100%	6	100%	29	100%	68
	87		87		87		87		

County Facility Conditions



Photographs and
Information on various buildings

Facilities under Consideration



œ County Courthouse

œ Built in 1895

œ County Office Building

œ Built in 1899 as Modern Woodman of America Home Office - occupied by County in 1968

œ Ostrom Hall

œ Built in 1910 as the caretakers home for the County's TB Sanitarium; currently used for Adult Probation

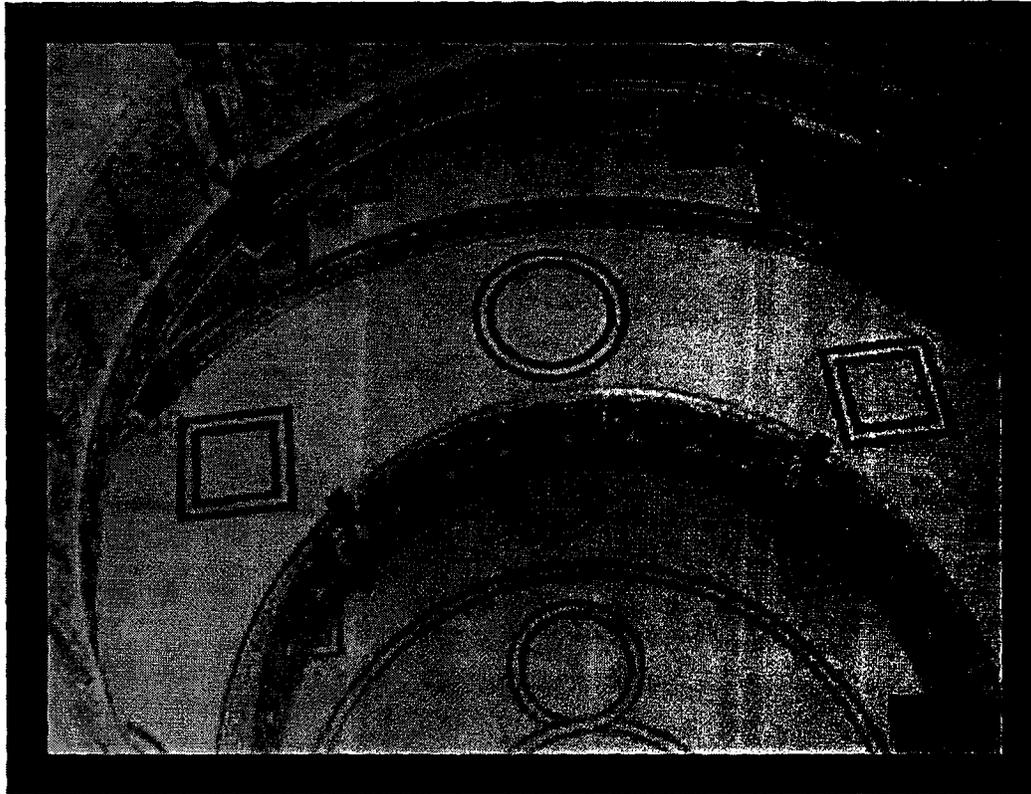
œ Juvenile Court

œ Remodeled from the former Social Security Building in 2005

Subject Photo's



Photos and facts on the County Courthouse,
County Office Building and Ostrom Hall
(Adult Probation)



Courthouse

Built in 1895 for a cost of \$125,000; made of limestone from a local quarry;
Has 4 floors plus a basement with 56,264 sq. ft. total

Items that must be changed to meet modern code or repair



- ∞ Add sprinkler system
- ∞ Enclose staircase
- ∞ Replace elevator
- ∞ Fill in rotunda
- ∞ Replace windows
- ∞ New HVAC
- ∞ Fix steps & entrance doors to comply with ADA
- ∞ Replace roof
- ∞ Asbestos abatement
- ∞ Lead abatement
- ∞ Lighting, electrical & cabling
- ∞ Plumbing
- ∞ Bring building into ADA & OSHA compliance

Excerpt from the 1992 Ill. Judges Association Court Facilities
Report on the Rock Island County Courthouse



“The citizens of Rock Island have a right to a safe environment while the courthouse and the life safety and security problems presently existing in the facility do not provide them with that environment, nor does it provide the elected officials including the Sheriff, State’s Attorney, Clerk of the Court and judges, together with the Court Administrator and Public Defender with the necessary facilities to efficiently conduct the business of court. The committee believes that although the present Rock Island County Courthouse may be remodeled into office spaces for use by the county officials, the building should no longer be used as a court facility.”

Structural Assessment Report, July 2008



- ❧ *The major portion of the existing facility is in original condition with several areas having had minor renovations. The minor renovations have not included any substantial upgrades to the mechanical, electrical or structural systems. Most of the existing utilities appear to be original to the building.*
- ❧ *Investigation of the existing mechanical and electrical systems indicates substantial upgrades to both would be required in order to accommodate a renovation.*
- ❧ *Investigation of the structural systems indicate making any mechanical and electrical upgrades will be difficult and in some cases cost-prohibitive.*
- ❧ *During the field investigation portion of our task we noticed several architectural deficiencies we feel would need to be addressed if any major renovations are proposed for the Courthouse. These were identified in detail in the report from KJWW.*

55 ILCS 5/5-1106

It shall be the duty of the county board of each county:



- ∞ Sixth--To provide proper rooms and offices, and for the repair thereof, for the accommodation of the circuit court of the county and for the clerks for such court, and to provide suitable furnishings for such rooms and offices, and to furnish fire proof safes, and the repair thereof, for the offices of the clerks of the circuit court of the county. The court rooms and furnishings thereof shall meet with reasonable minimum standards prescribed by the Supreme Court of Illinois. Such standards shall be substantially the same as those generally accepted in court rooms as to general furnishings, arrangement of bench, tables and chairs, cleanliness, convenience to litigants, decorations, lighting and other such matters relating to the physical appearance of the court room.

Factual Information



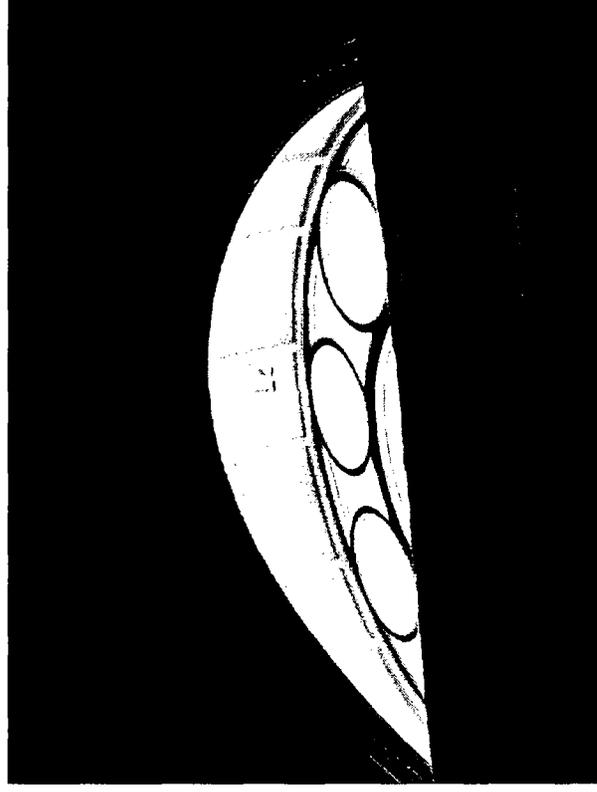
- ∞ The Courthouse was built in 1895. The 19th Amendment allowing women to vote was passed in 1920.
- ∞ There were just 44 States
- ∞ The moving picture projector was patented
- ∞ Congress authorized the US Mint at Denver, CO
- ∞ D.D. Palmer of Davenport Iowa becomes 1st chiropractor

Factual Information Cont'd.



- œ Jello was created
- œ A loaf of bread was 3 cents in 1895
- œ The typewriter was just 21 years old, with the first commercial typewriter being placed on the market in 1874
- œ The first computer didn't sign on until June 5, 1943
- œ The first airplane flight was in 1903
- œ Ford Model T Tin Lizzy debuted in 1908
- œ Grover Cleveland was President in 1895

Courthouse Photos

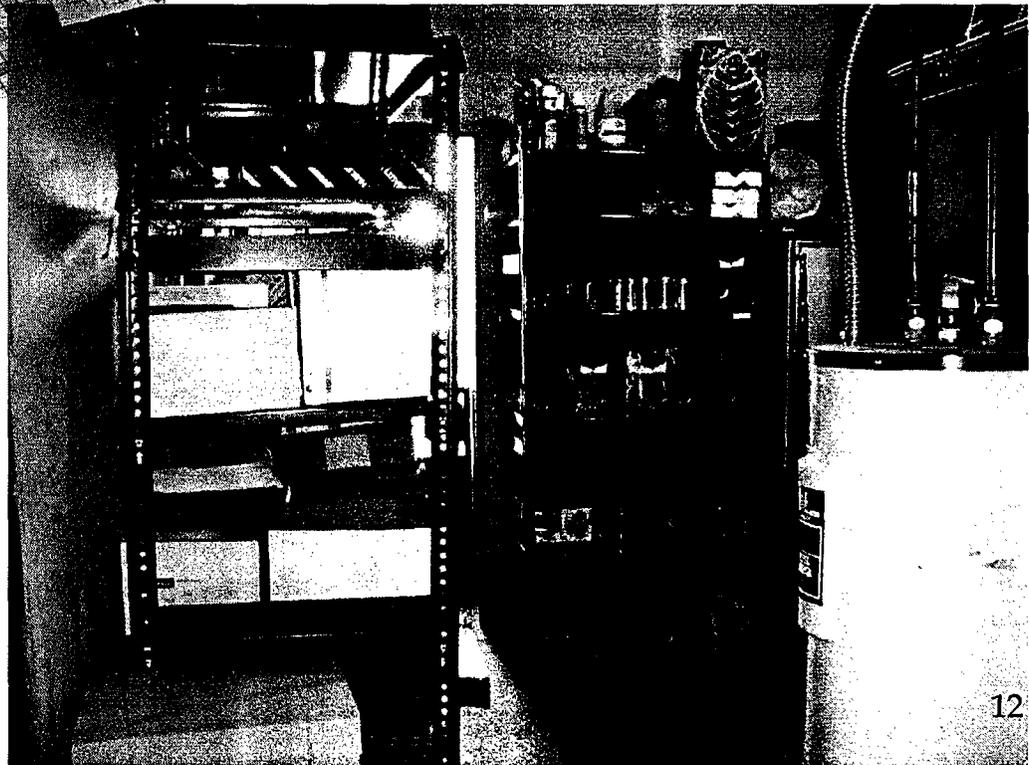


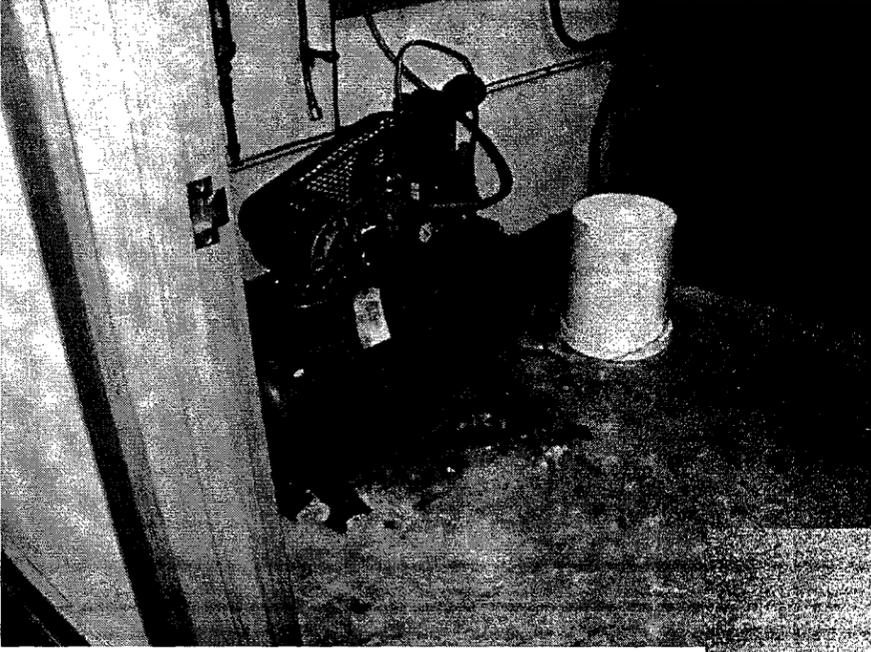
Fourth floor rotunda



4th floor women's restroom

4th floor mechanical room -
note paper storage next to
hot water heater



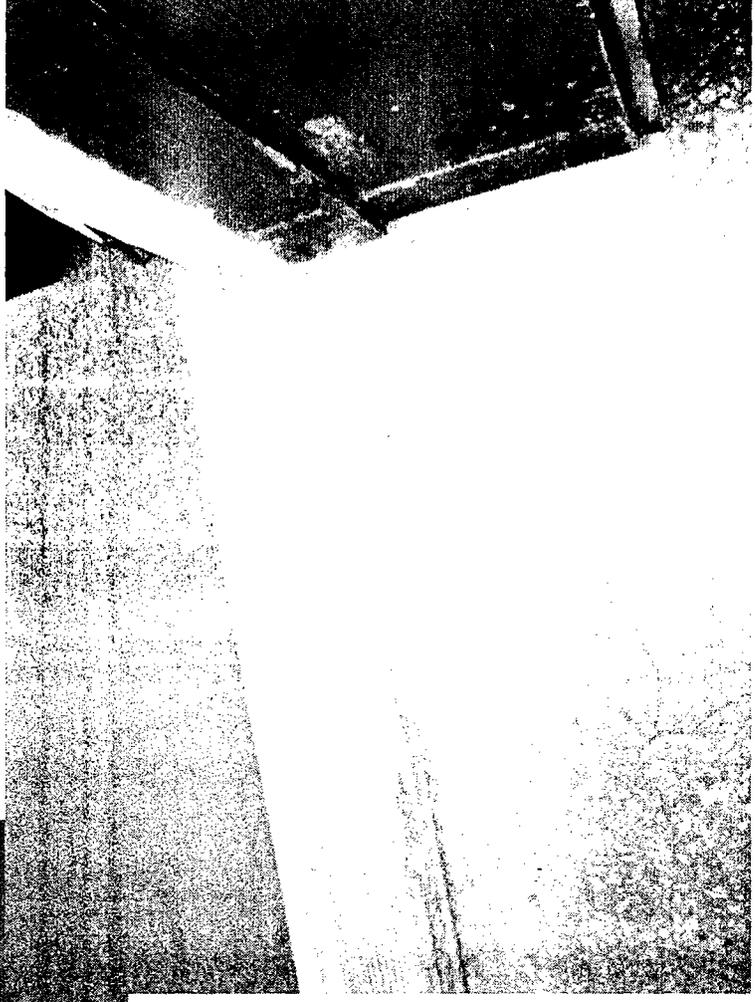
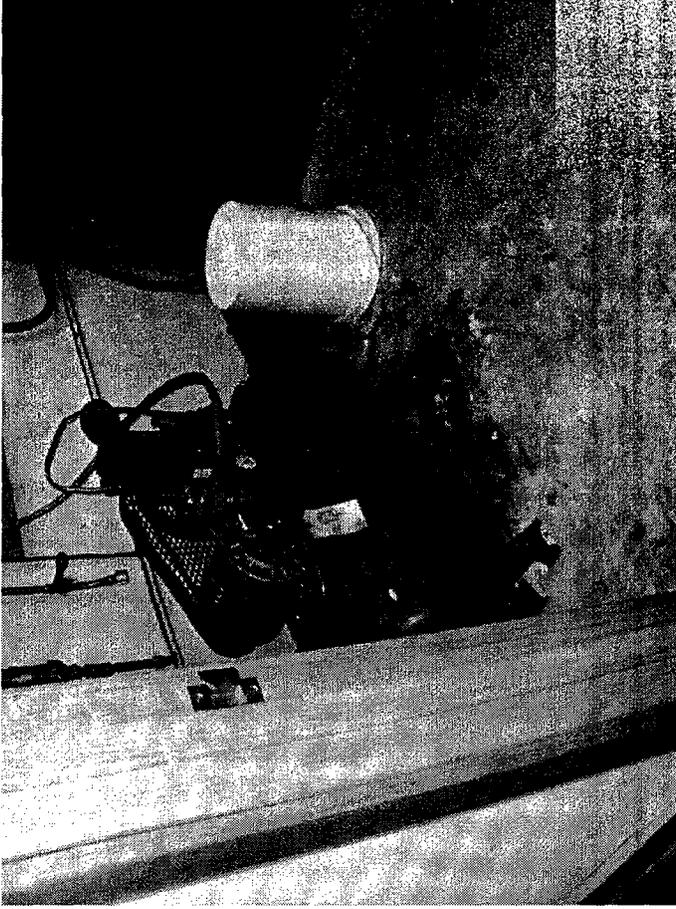


Mechanical area



Chipped and broken entryways

Mechanical area



Chipped and broken entryways

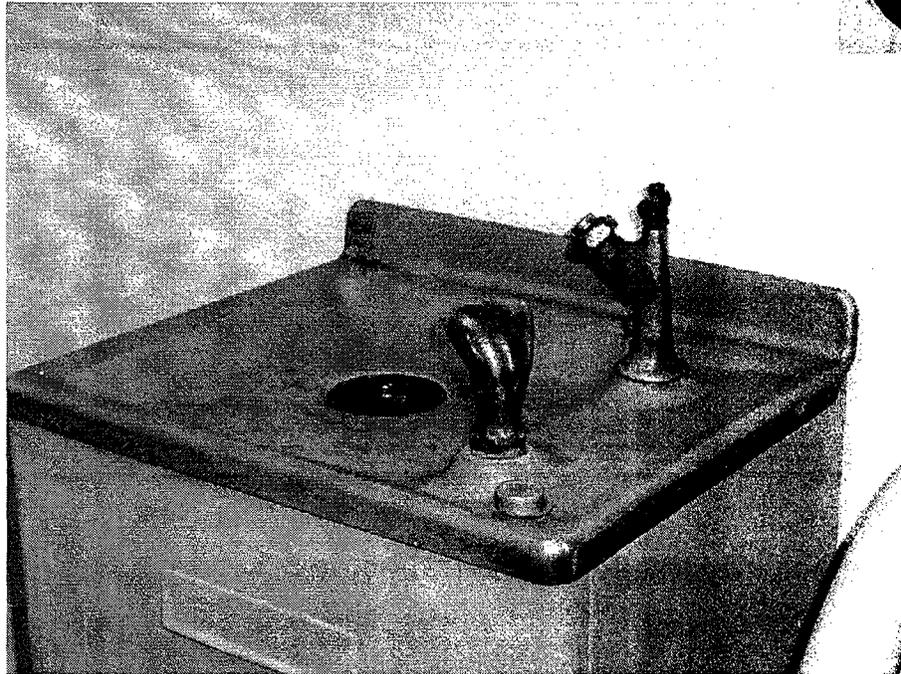


4th floor jury men's restroom -
window is painted



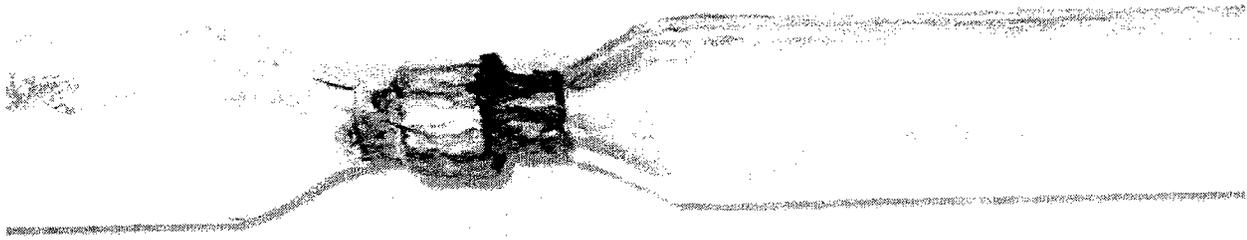
This sign is in the jury
deliberation room

Water heater in a Judge's
Chambers with more paper
stored next to it



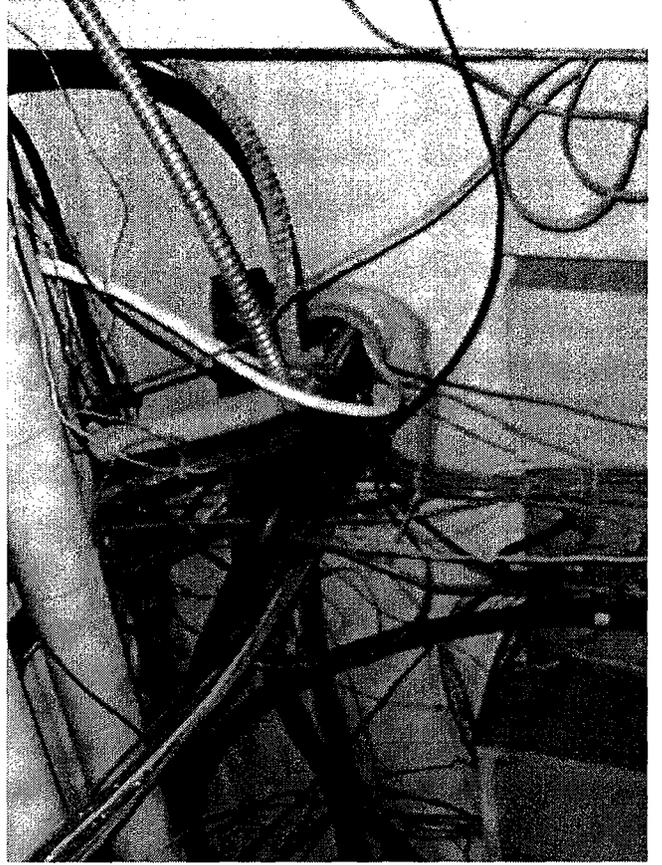
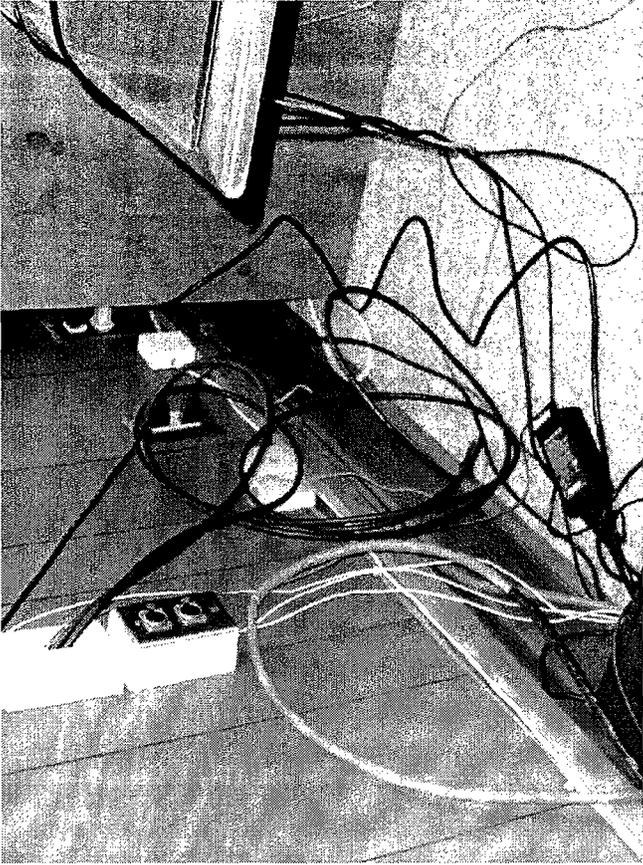
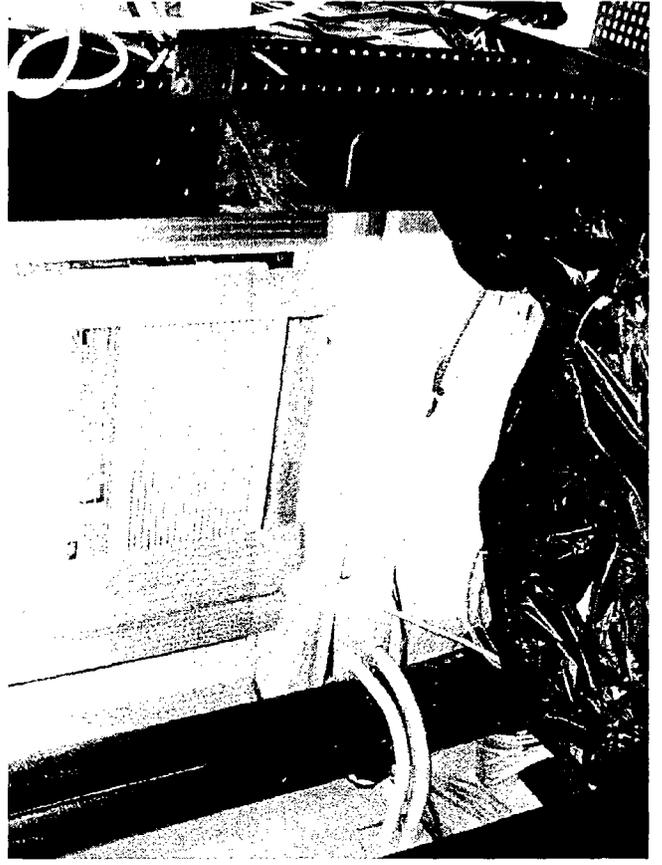
Water Faucet for Jurors

Located in a Judge's
Chambers

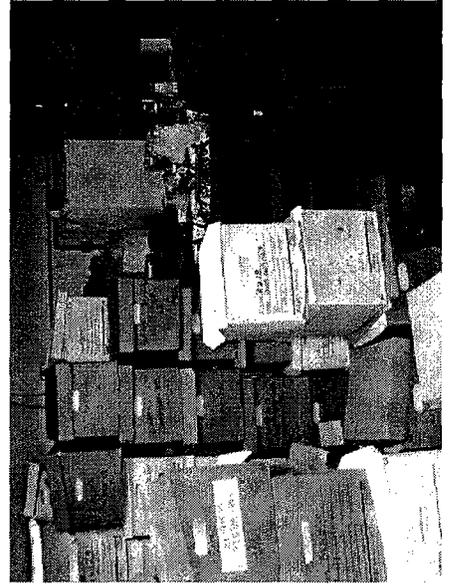
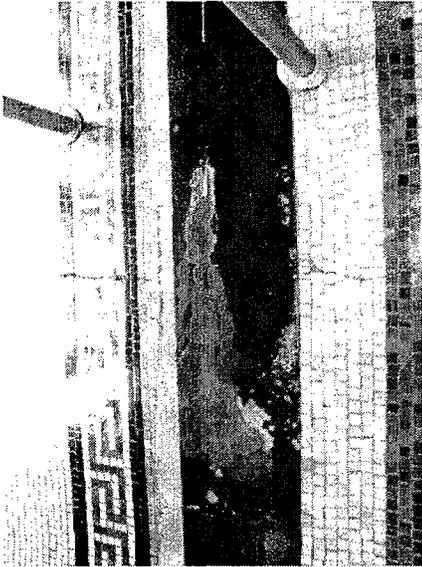
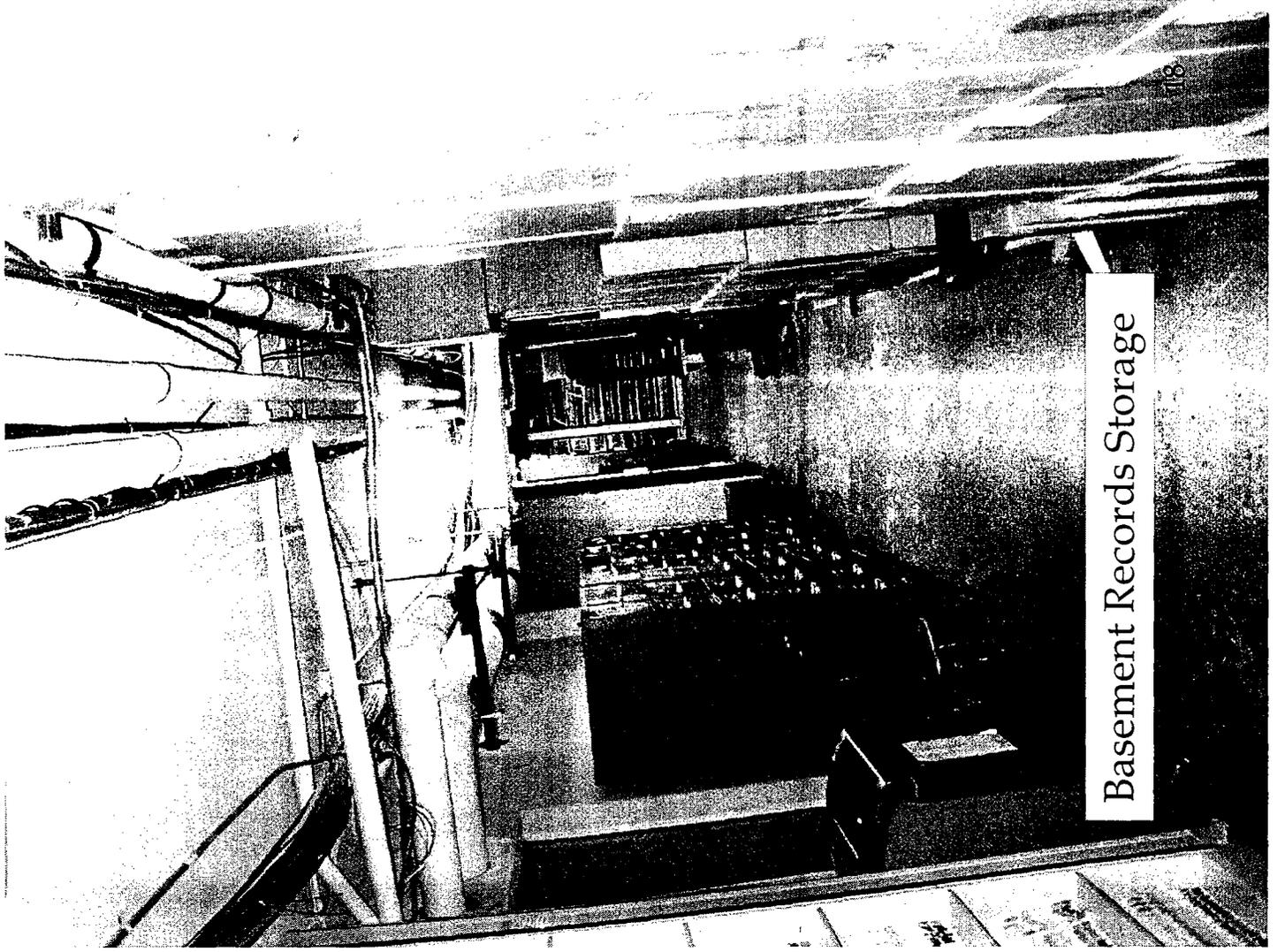


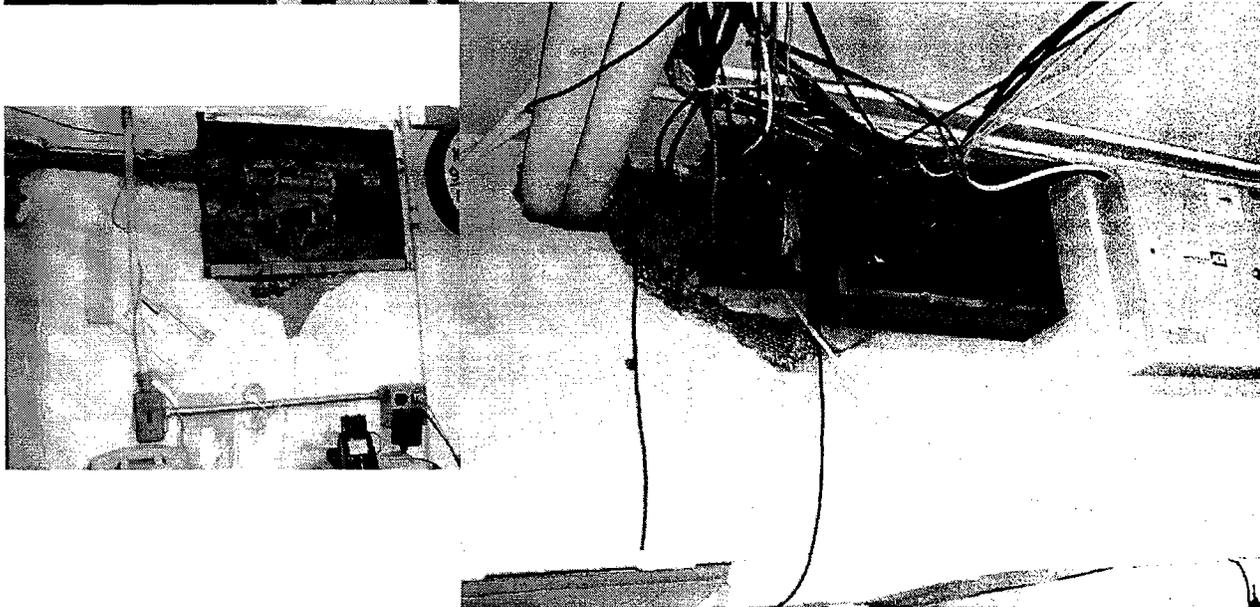
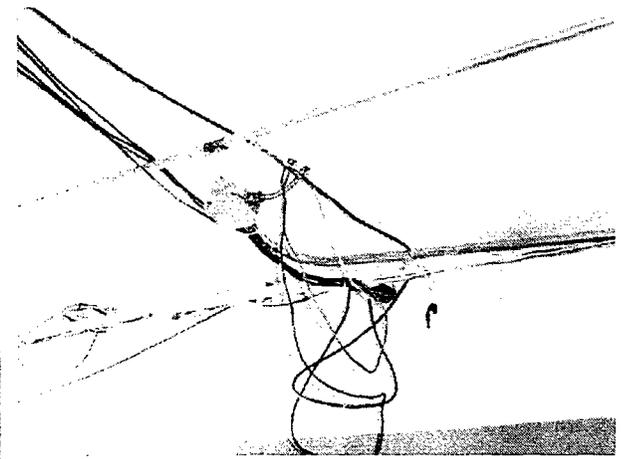
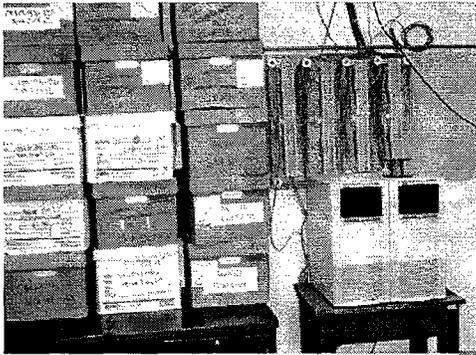
Located in a Judge's Chambers





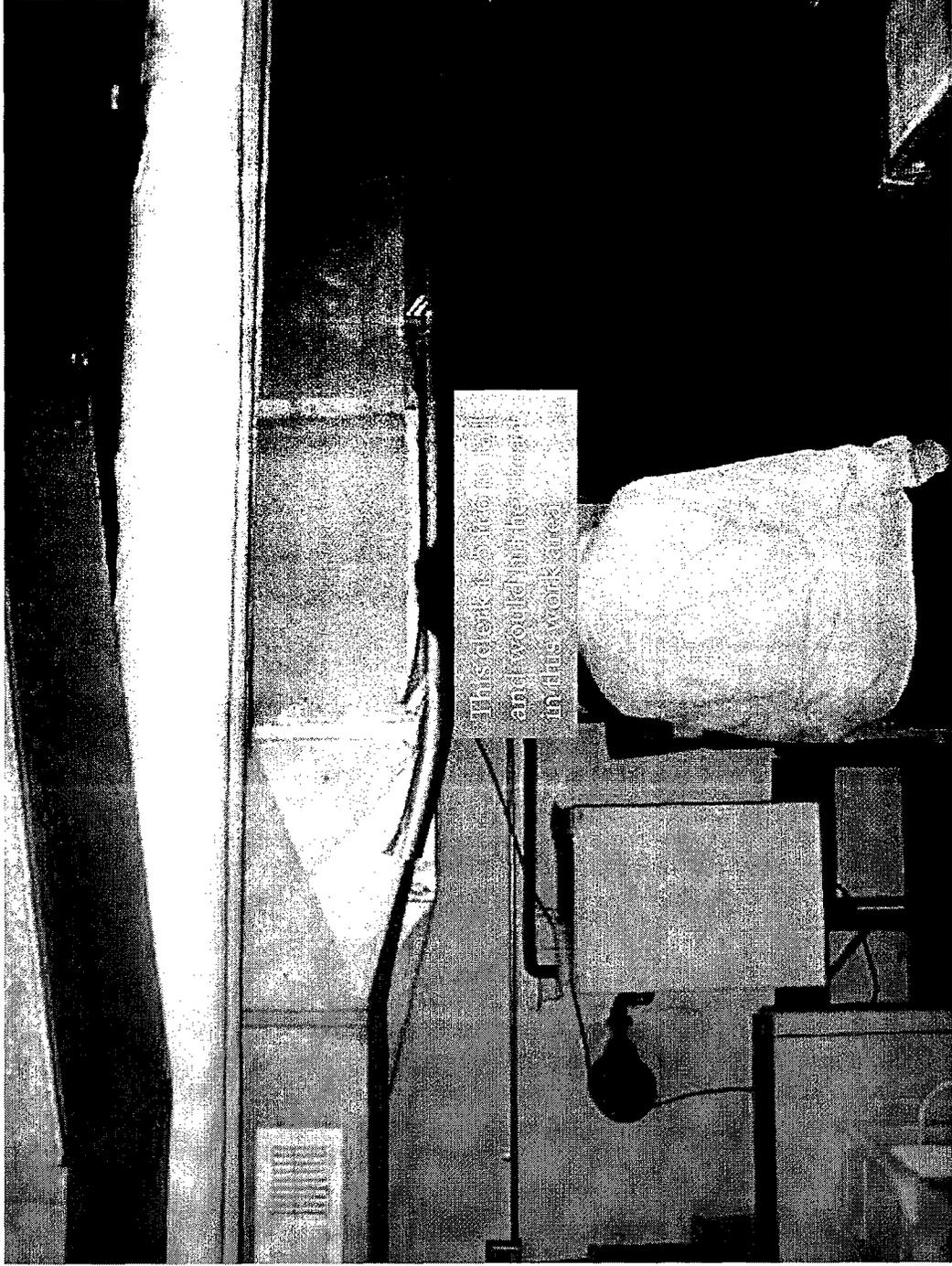
Cabling/ Electrical Issues





Notice water damage in records storage areas as well as electrical issues

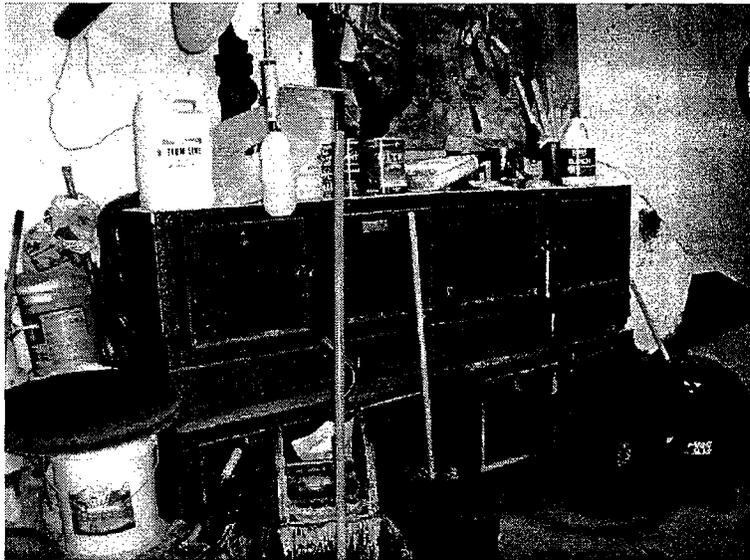




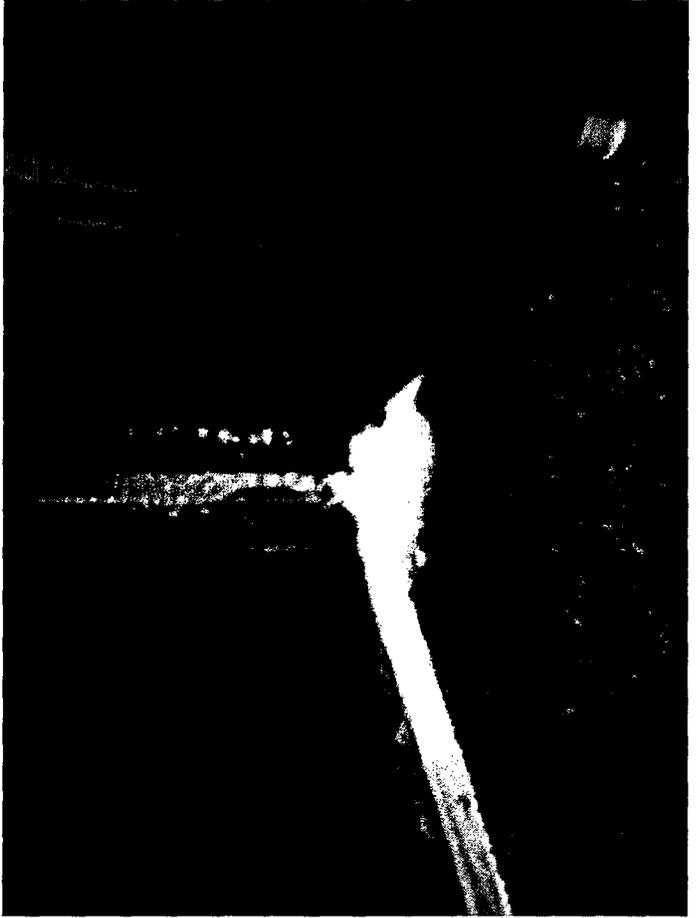
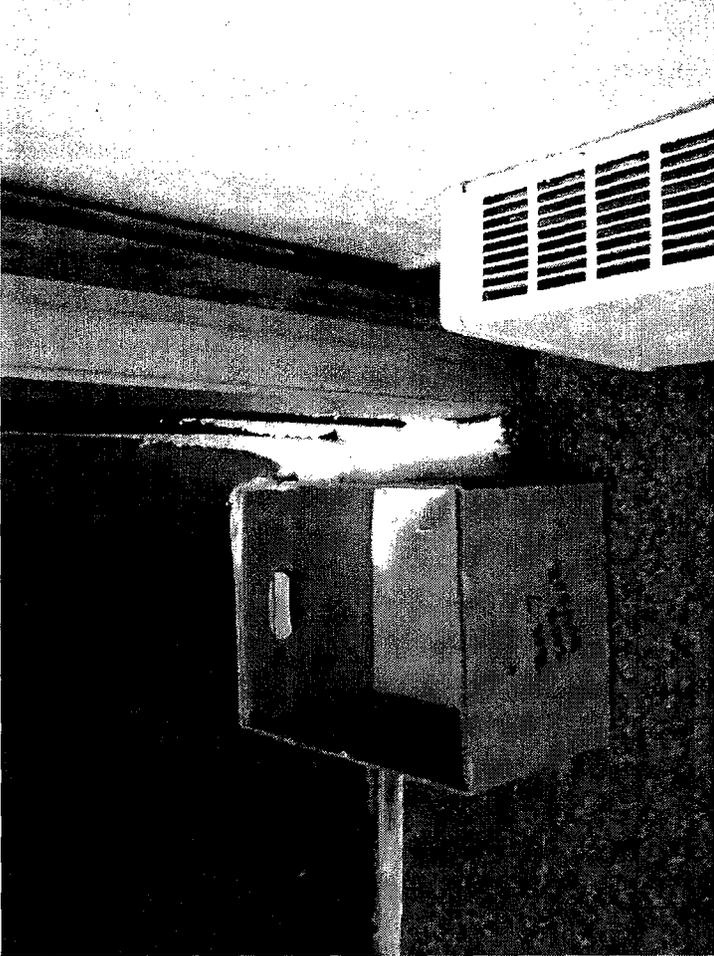
This client is on trial for...
and would like to...
in this work area.

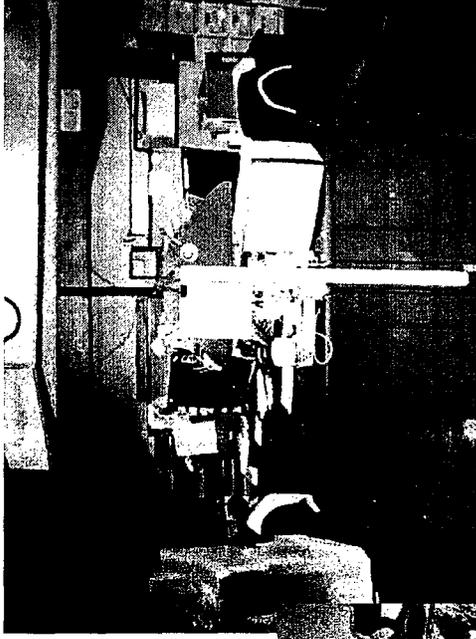


Basement Mechanical Areas – notice fans and wiring issues as well as storage

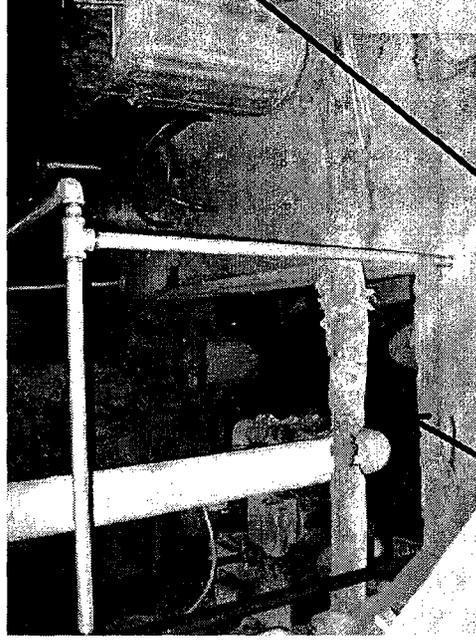
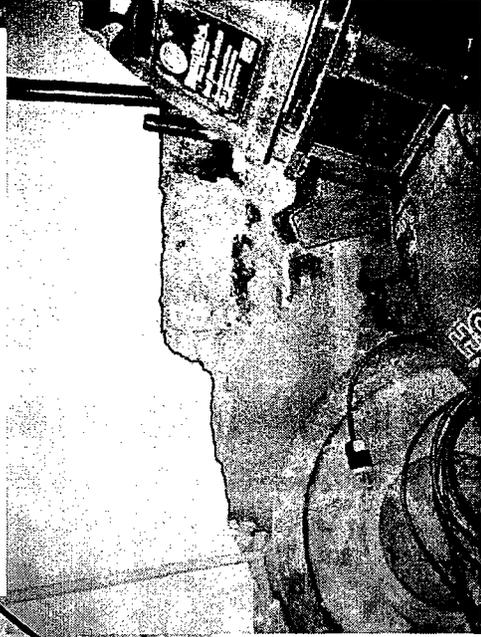
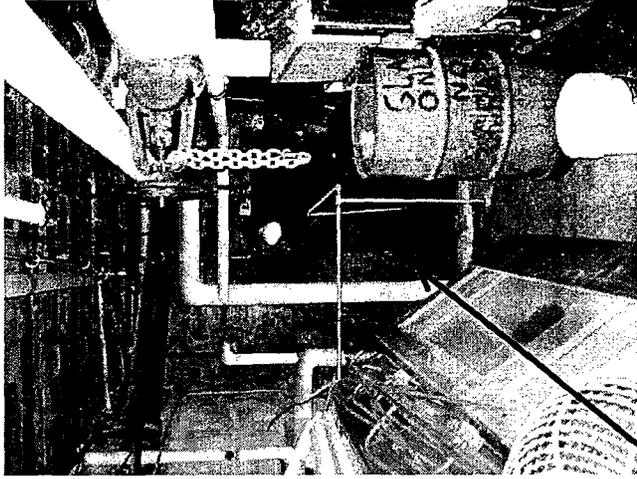


These pictures reflect snow
that came in the fire escape
door on 3rd floor

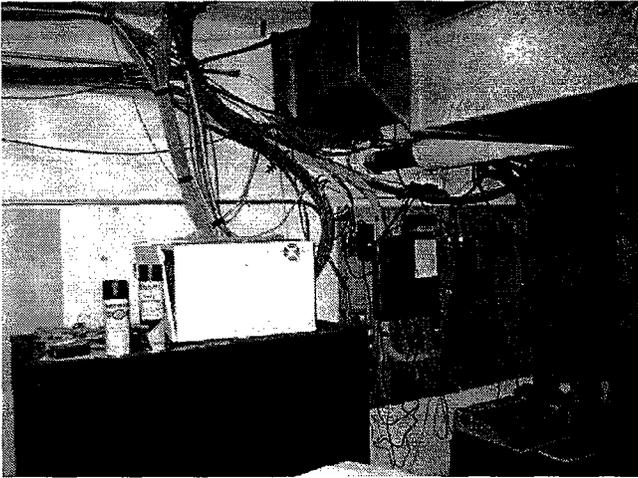




Circuit Clerk's Records
Work Area

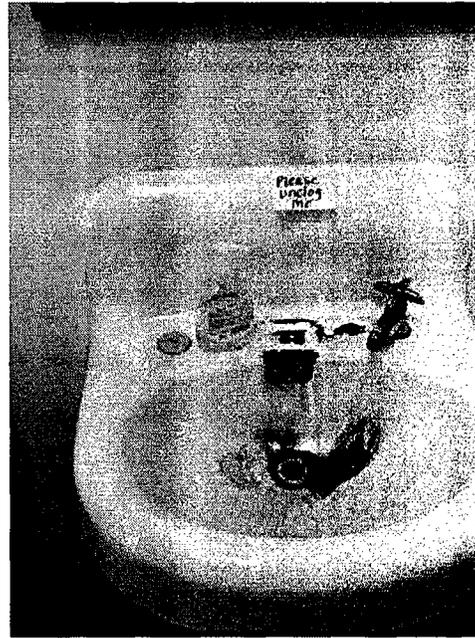


Tunnel to former Jail



Notice electrical issues right next to typewriter and bug spray

No hot water knob - the Post-It note says "please unclog me"

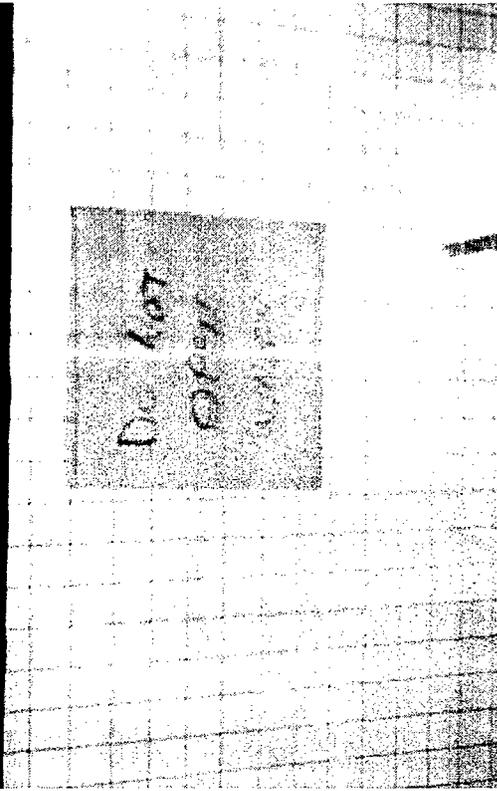
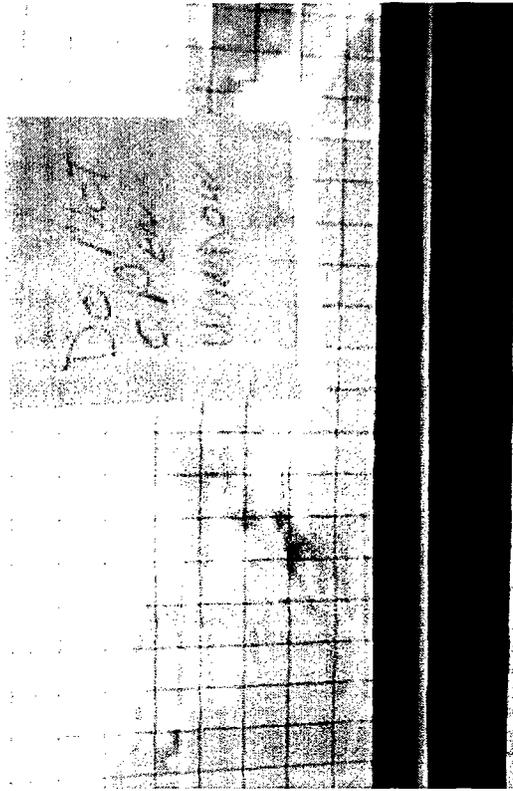


Presumed to be asbestos pipe wrap

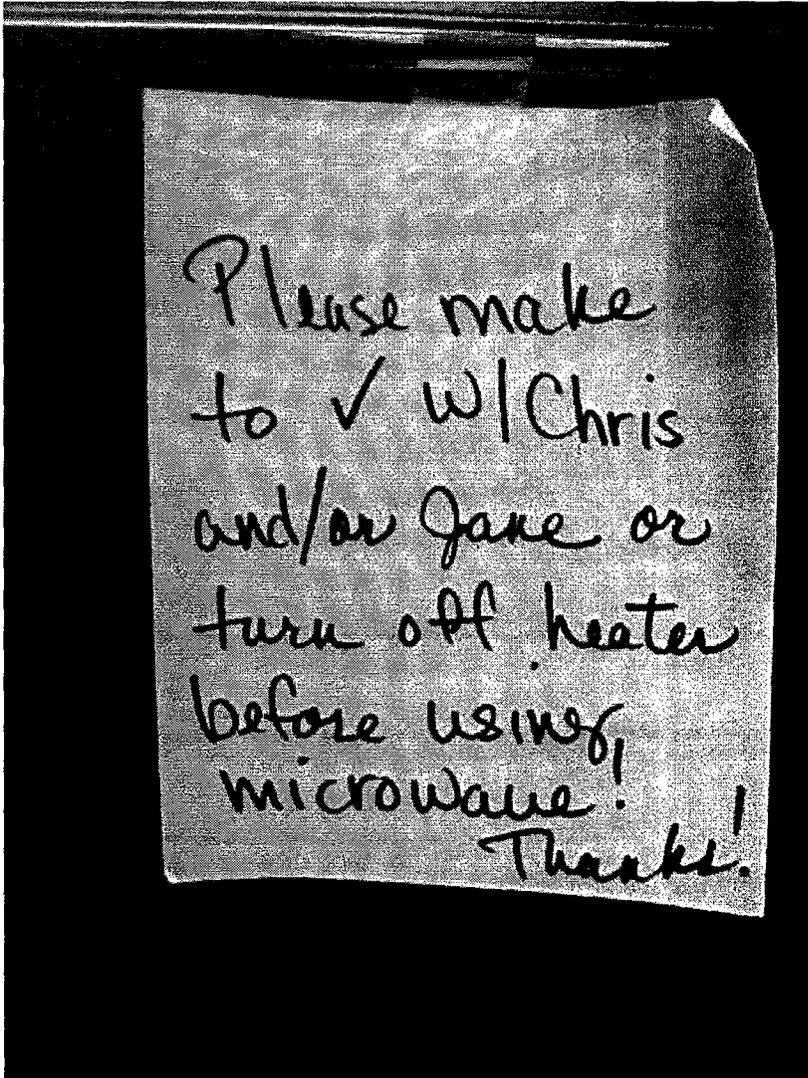




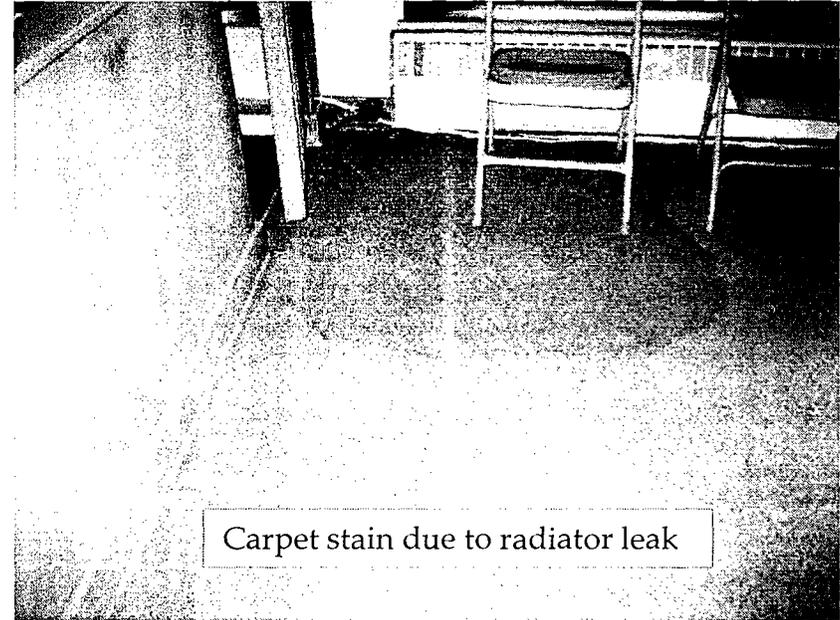
Bullet Hole in Chambers



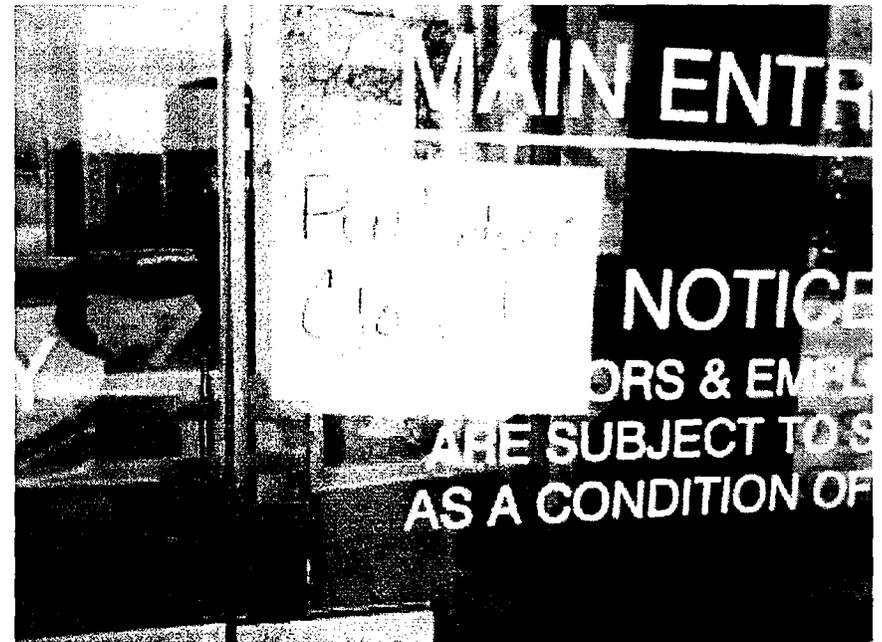
Windows in Courtroom
fall out if opened



Electrical issues - can't use two appliances at same time



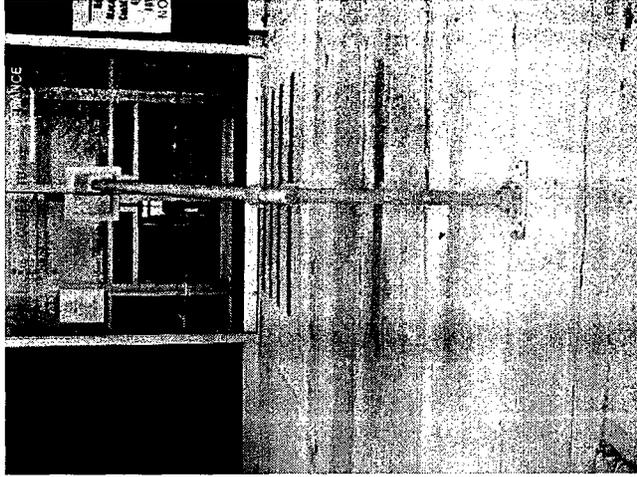
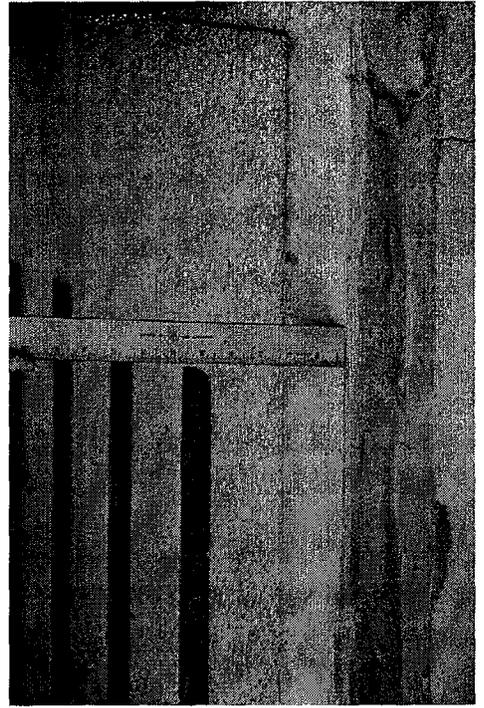
Carpet stain due to radiator leak

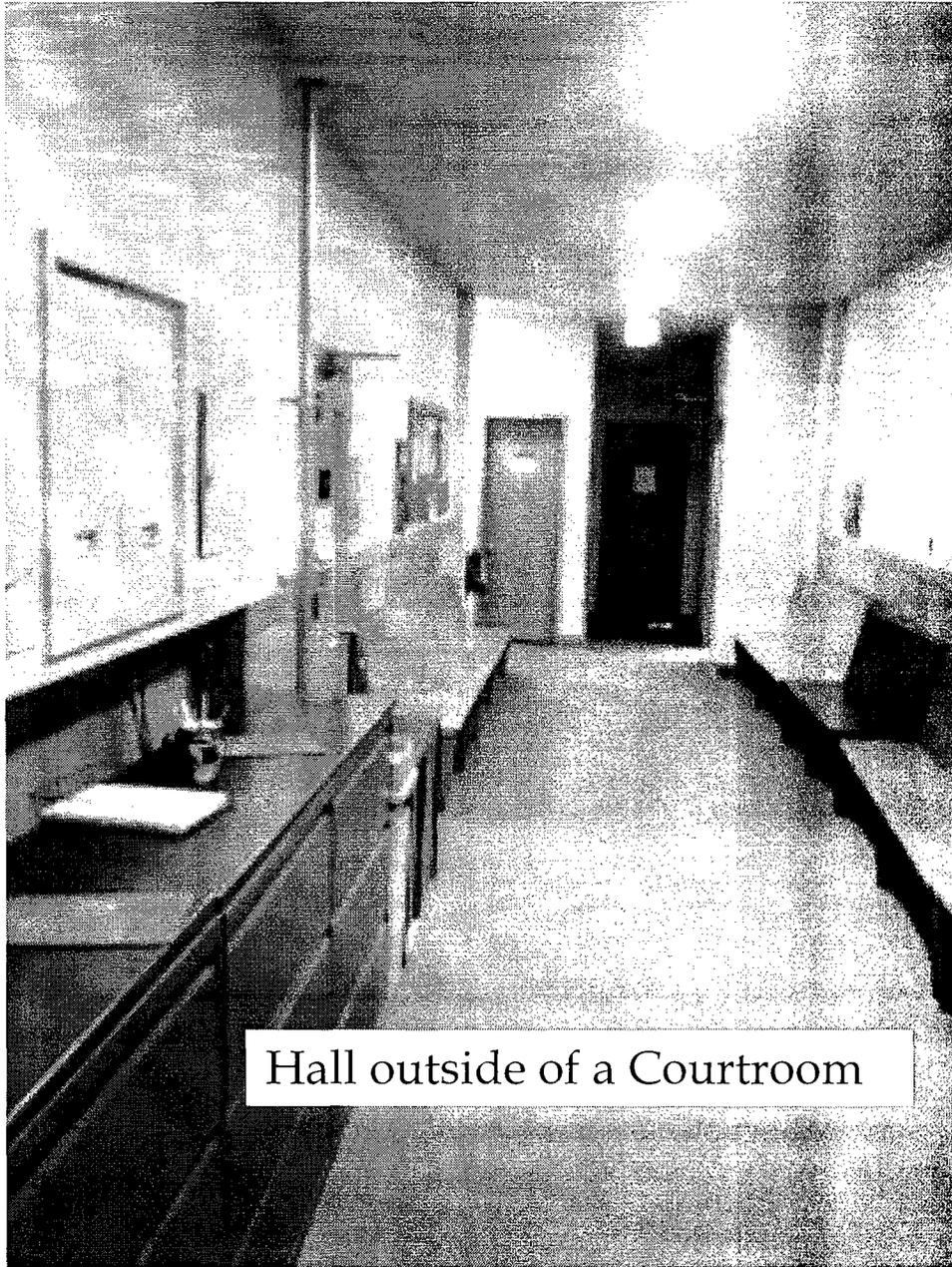


Secure door doesn't close properly

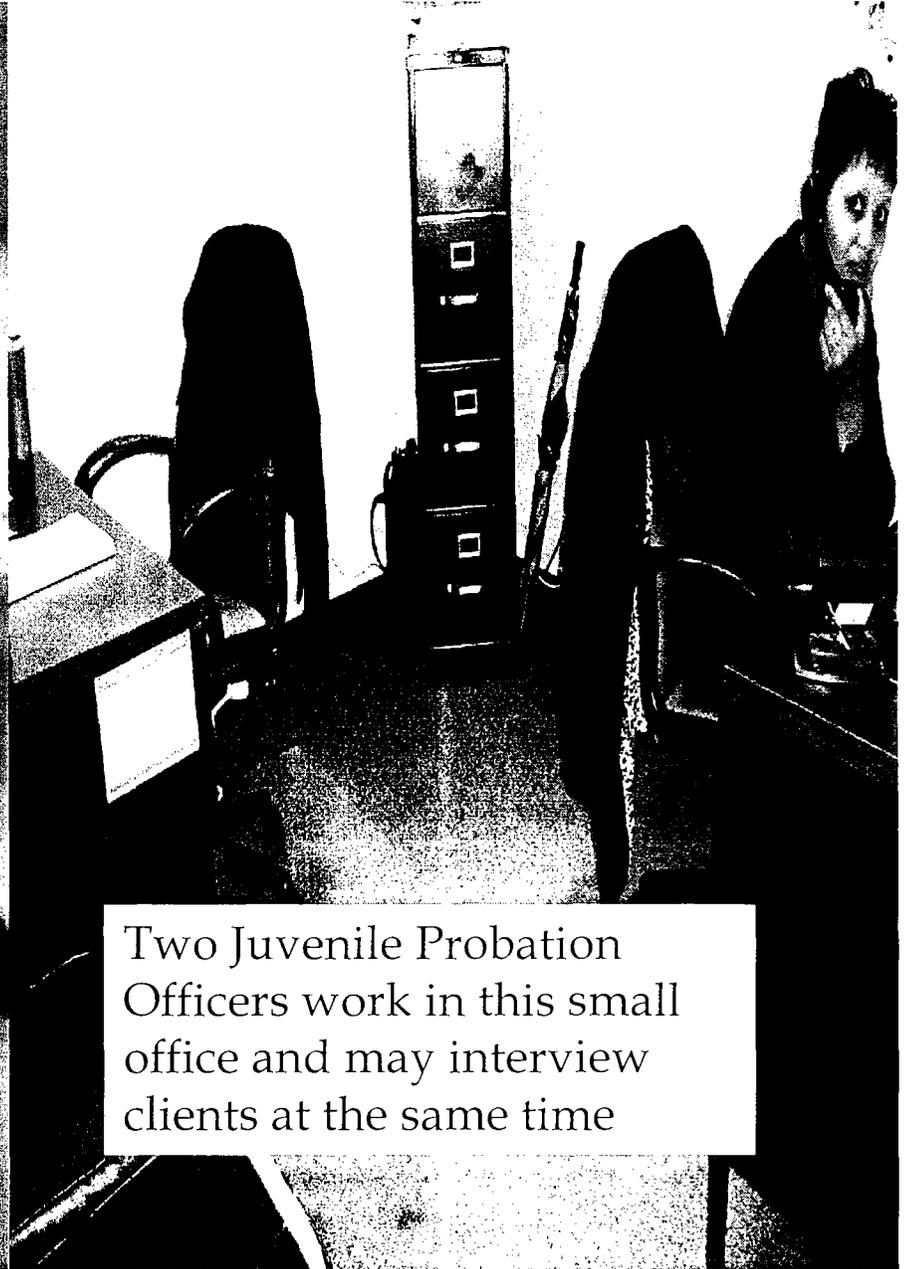


All show the condition of entryways to the Courthouse

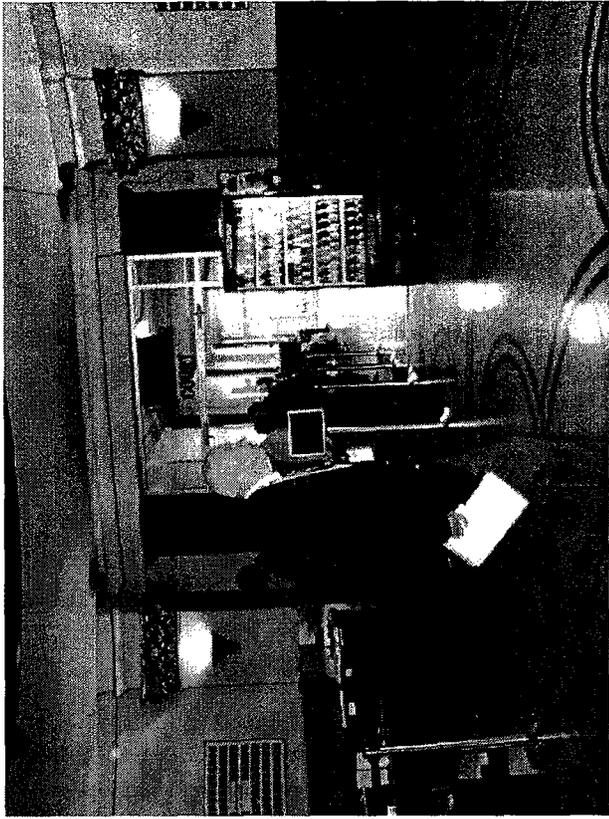




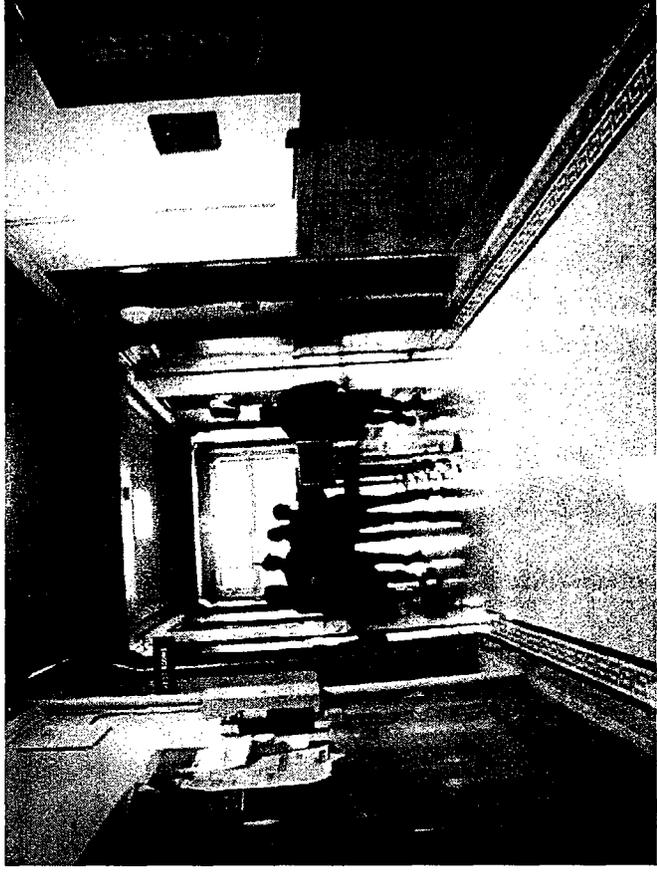
Hall outside of a Courtroom



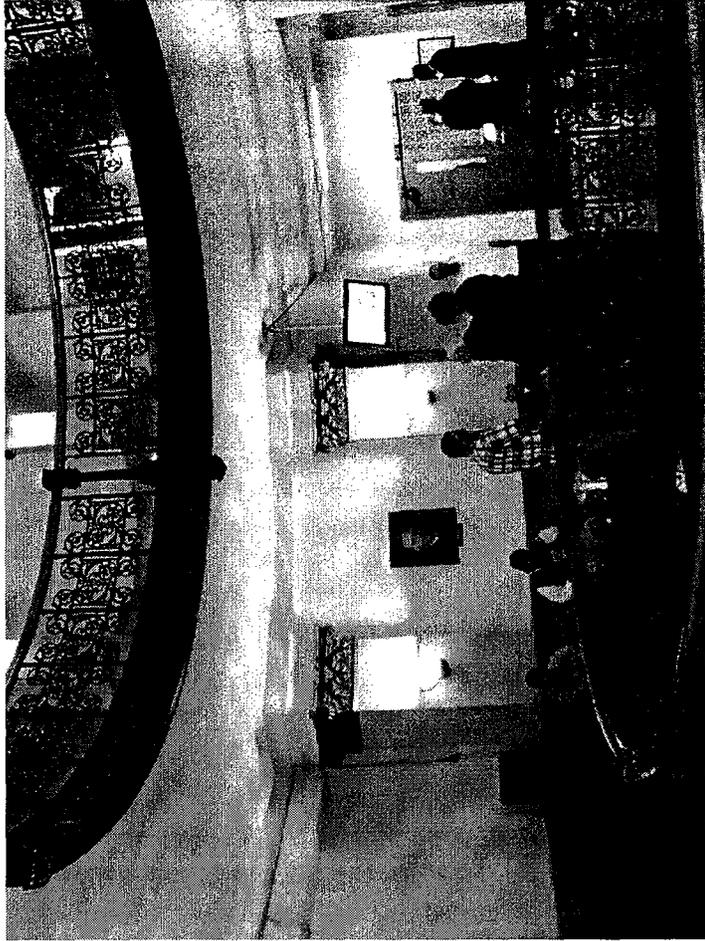
Two Juvenile Probation Officers work in this small office and may interview clients at the same time



First Floor Courthouse - Monday
Morning Traffic Court

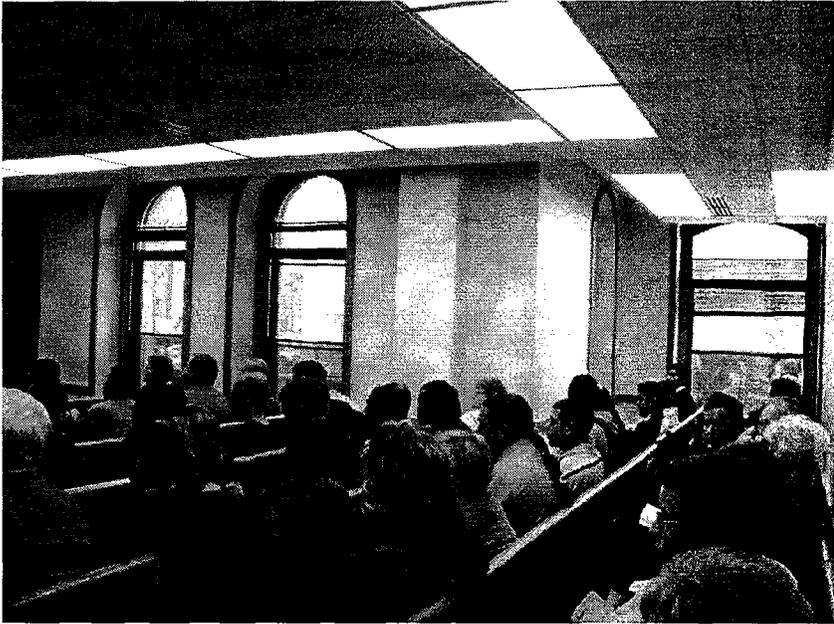


Third Floor Rotunda

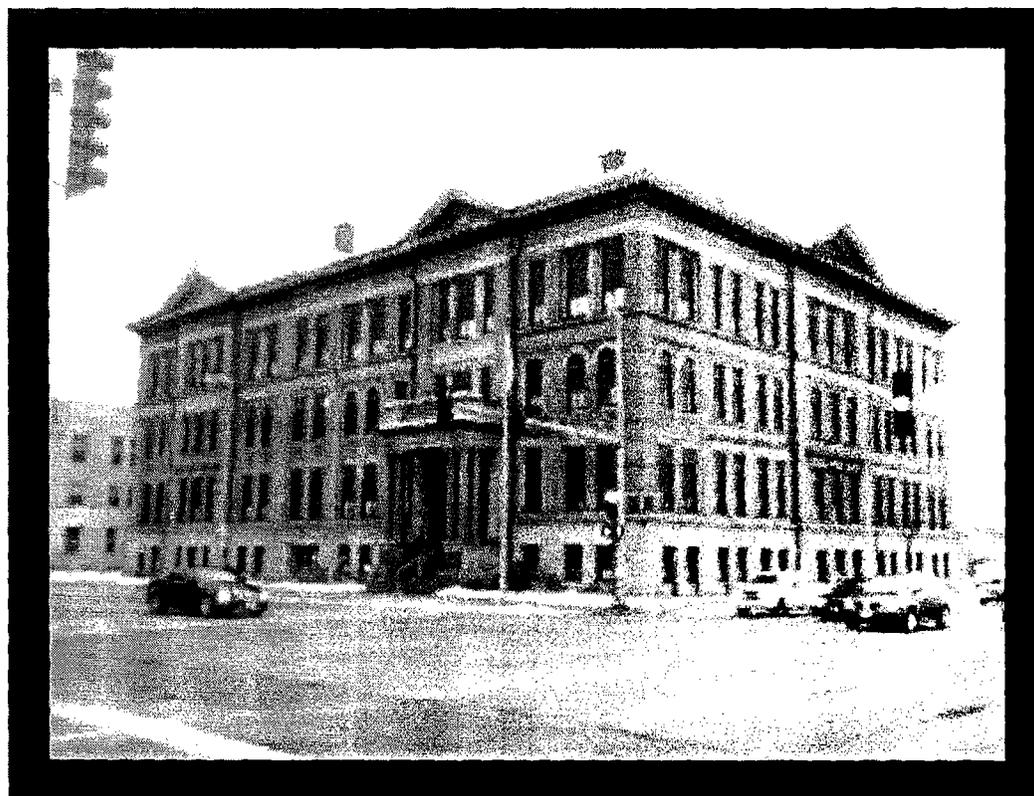




First Floor Traffic Courtroom



First Floor Traffic Court -
Monday Morning
No open seats in Courtroom
plus the hallway is full and
people in line still checking
in for court



County Office Building

Built in 1899 by Modern Woodman of America for a cost of \$145,000

The County purchased the building in 1970 for \$10

according to Warranty Deed Recorded 07-06-70Book 461, Page 171

Items that must be changed to meet modern code or repair



- œ Add sprinkler system
- œ Replace elevator
- œ Fill in rotunda
- œ Replace windows
- œ New HVAC
- œ Fix steps & entrance doors to comply with ADA
- œ Replace roof
- œ Asbestos abatement
- œ Lead abatement
- œ Lighting, electrical & cabling
- œ Plumbing
- œ Bring building into ADA & OSHA compliance

Factual Information

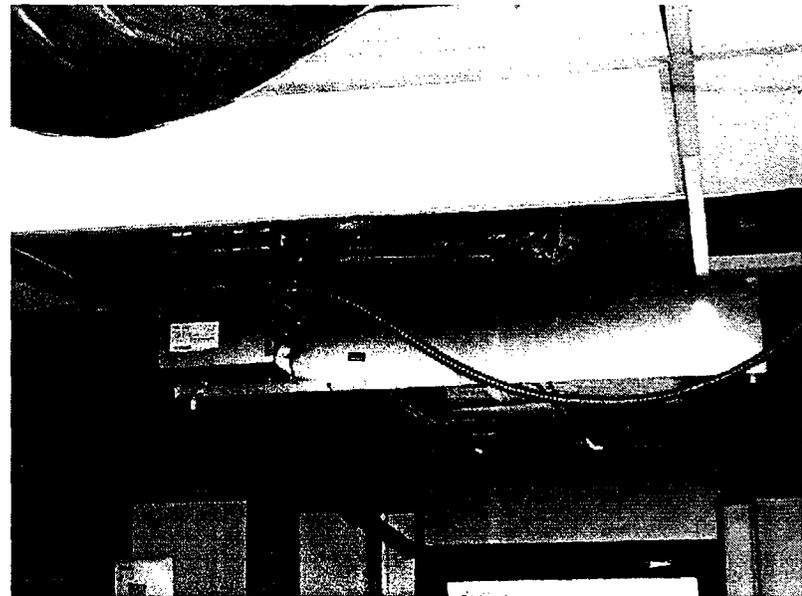


- œ The County Office Building was built in 1899.
- œ There were 45 States
- œ Aspirin was patented
- œ The first jukebox debuted
- œ Ag exports totaled \$703 million (71% of all); today we are at \$126.5 billion annually
- œ William McKinley was President

County Office Building Photos



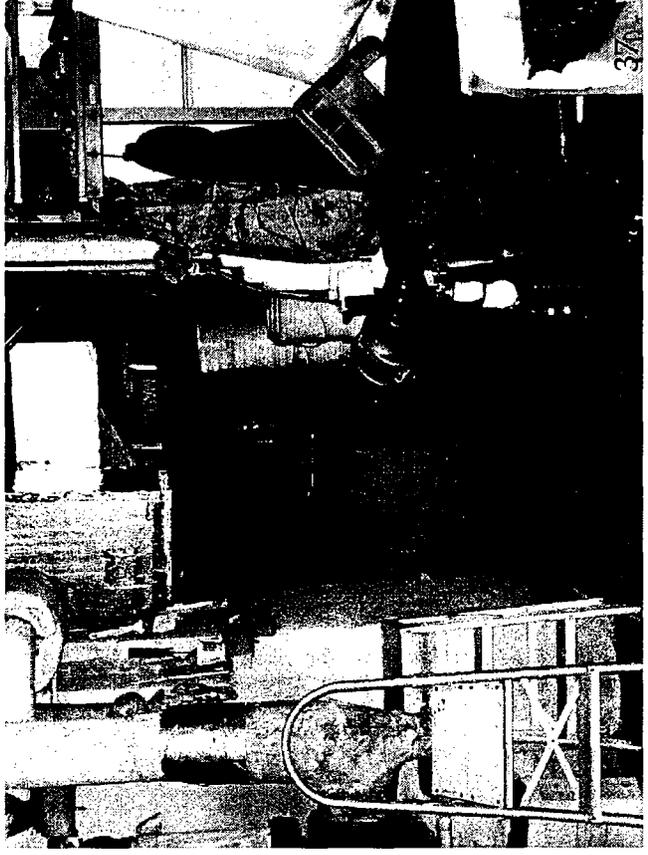
Cracks in Marble Tile



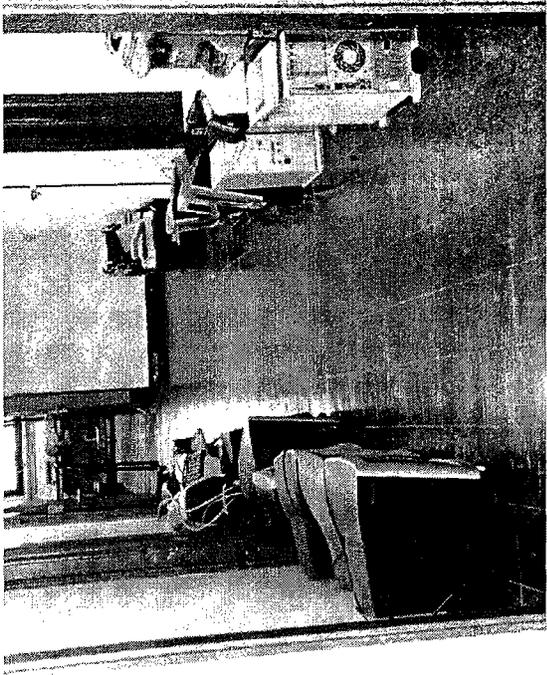
Water damage in basement kitchen area



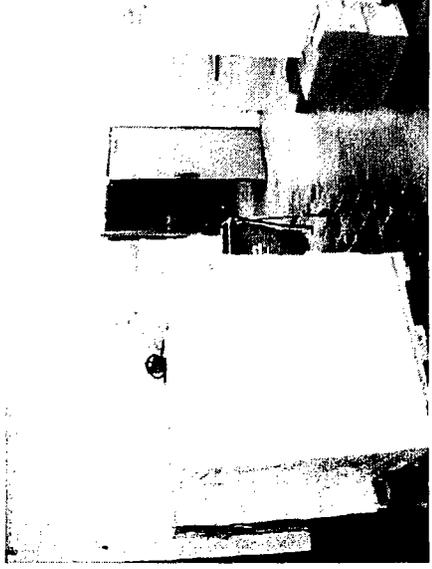
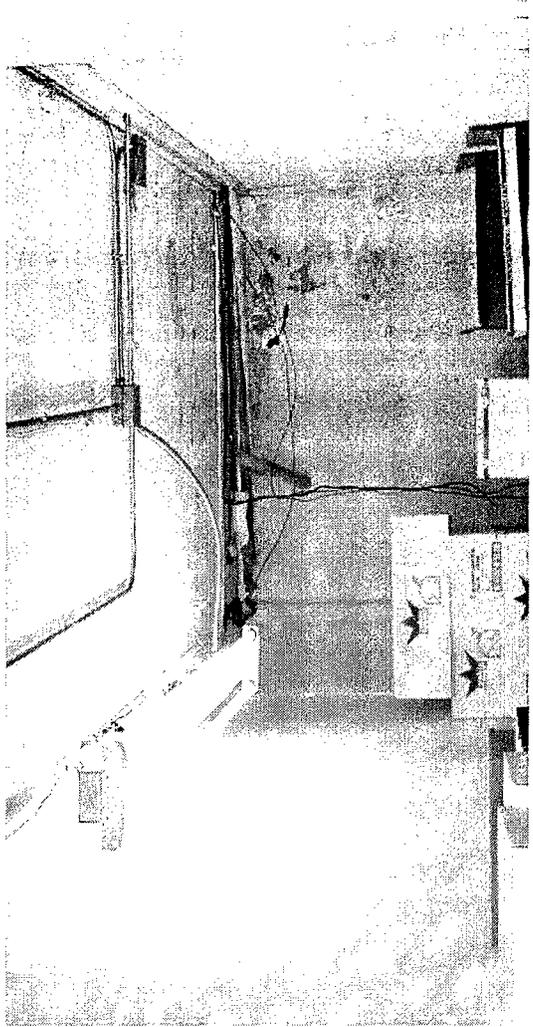
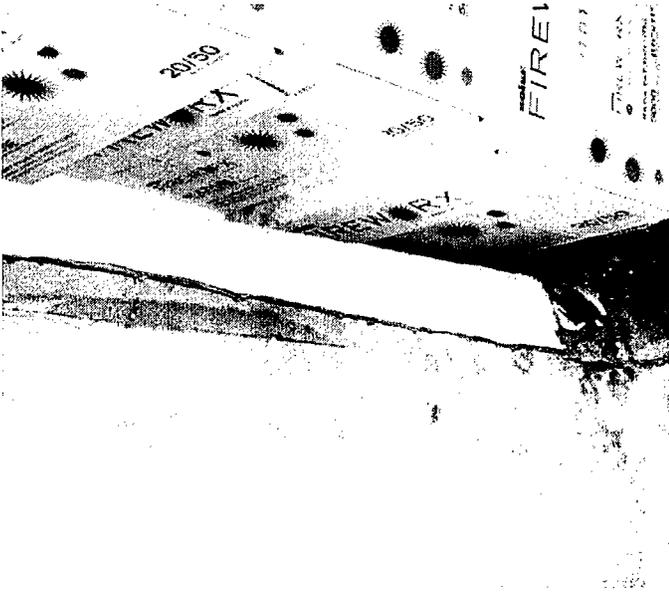
More water damage

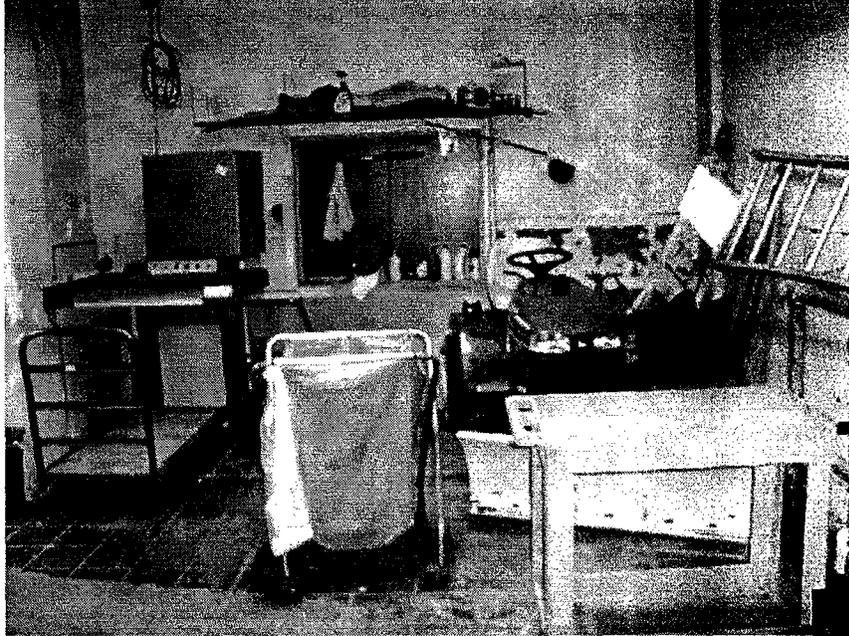


Mechanical Room in Basement



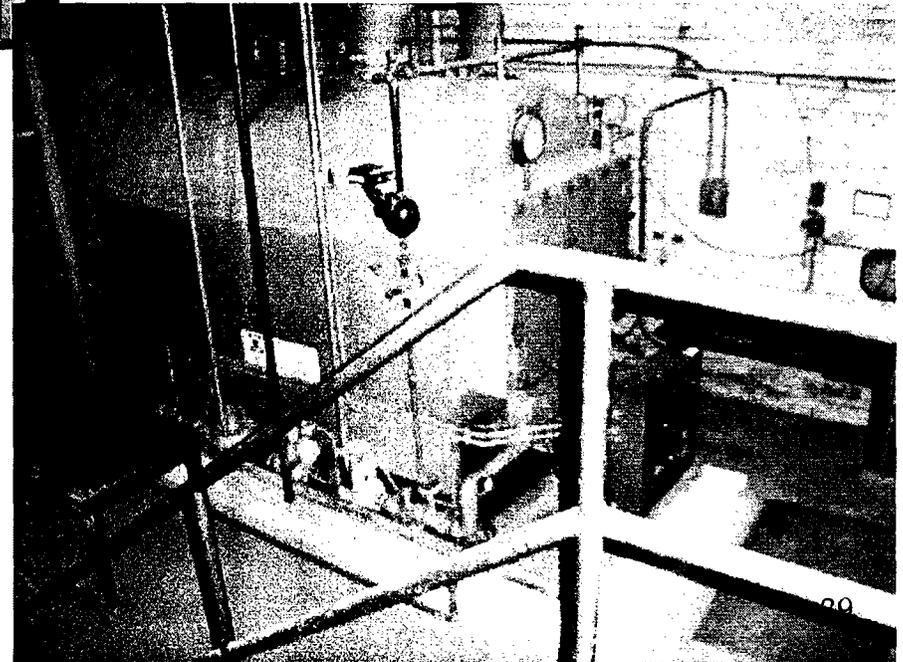
Water damage, presumed asbestos pipe wrap and storage issues



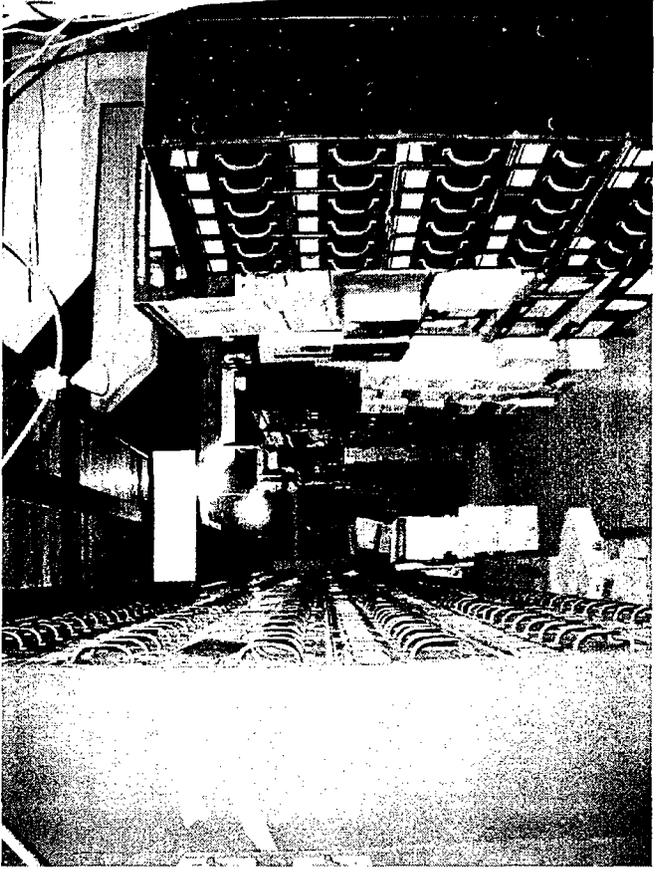


Receiving Door Entryway - note water damage

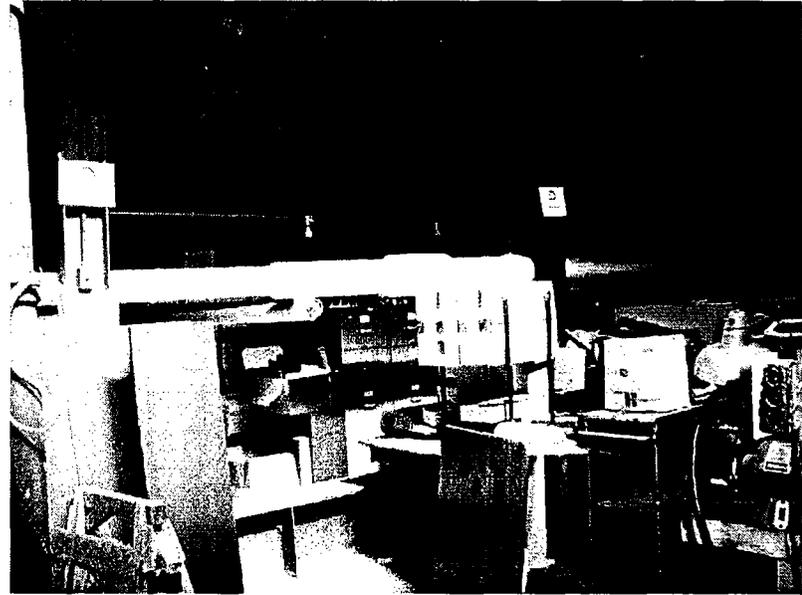
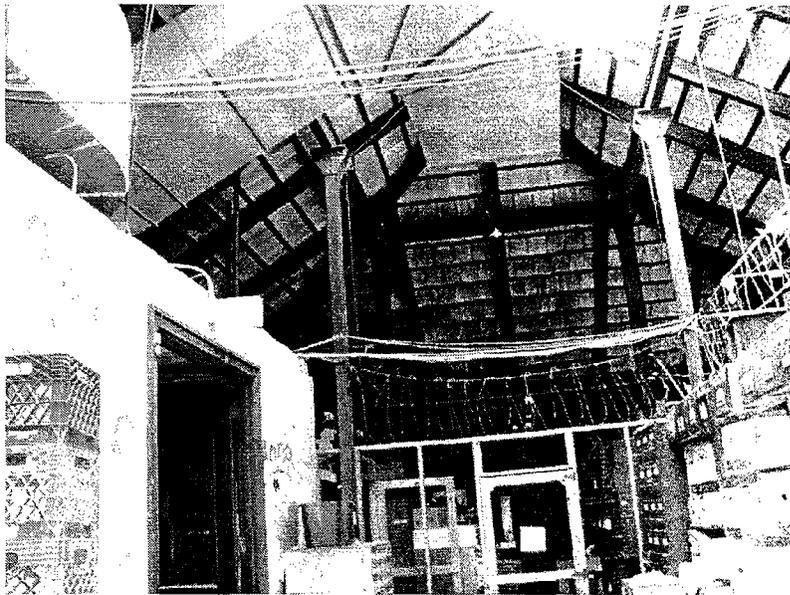
Boiler Room Area - not secured



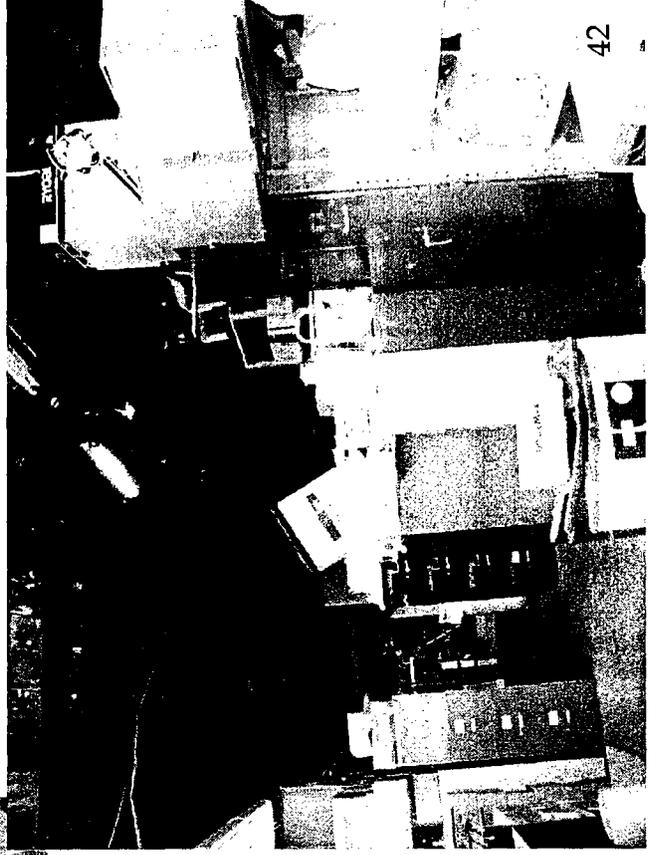
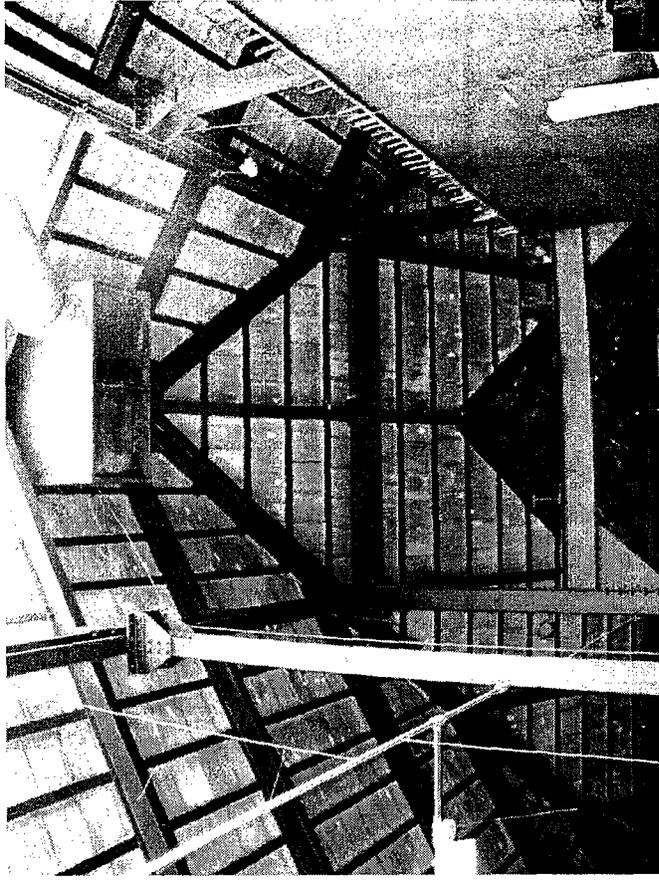
Attic Storage



Attic storage - note the buckets to catch water and electrical/cabling



Attic Storage

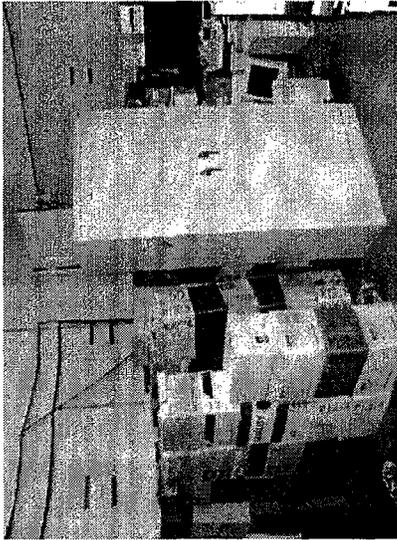
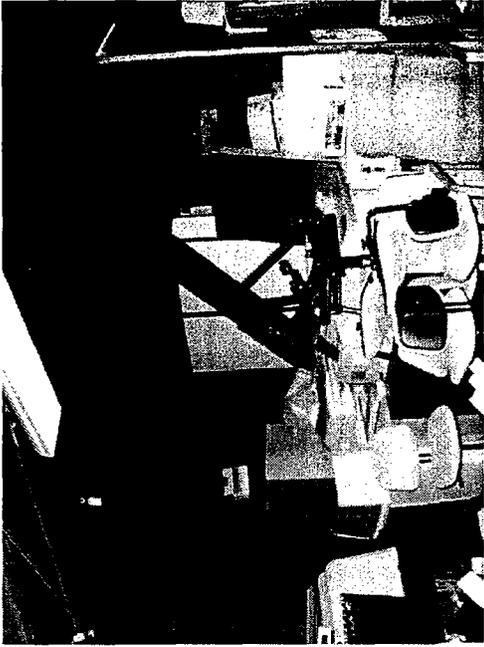




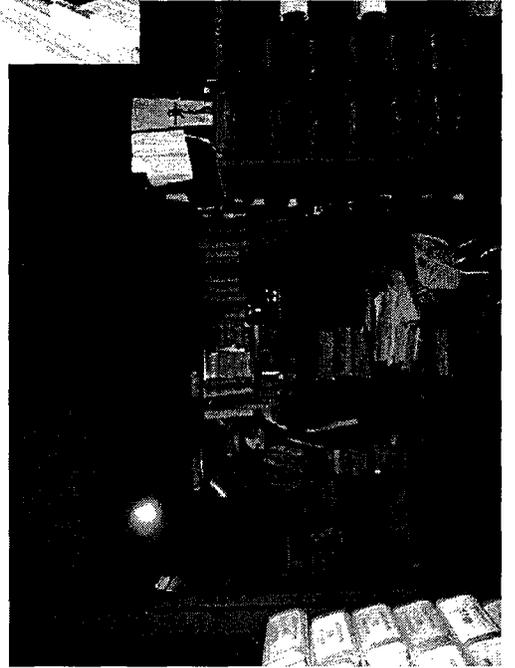
Water damage in attic

Large hole in attic remains after
this leak was repaired

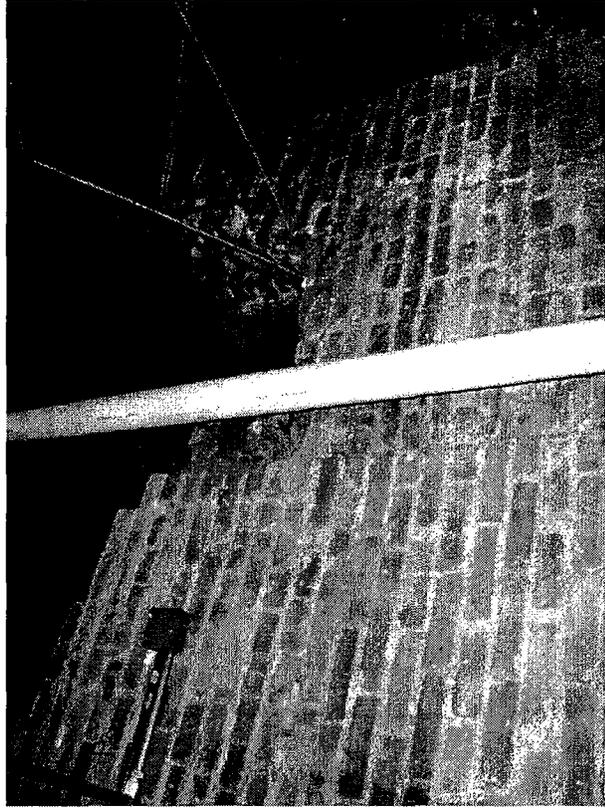
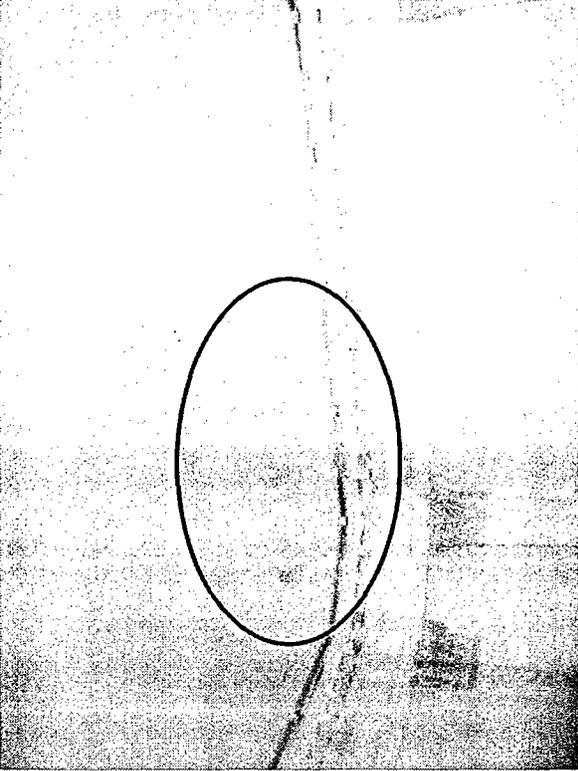




Attic storage areas



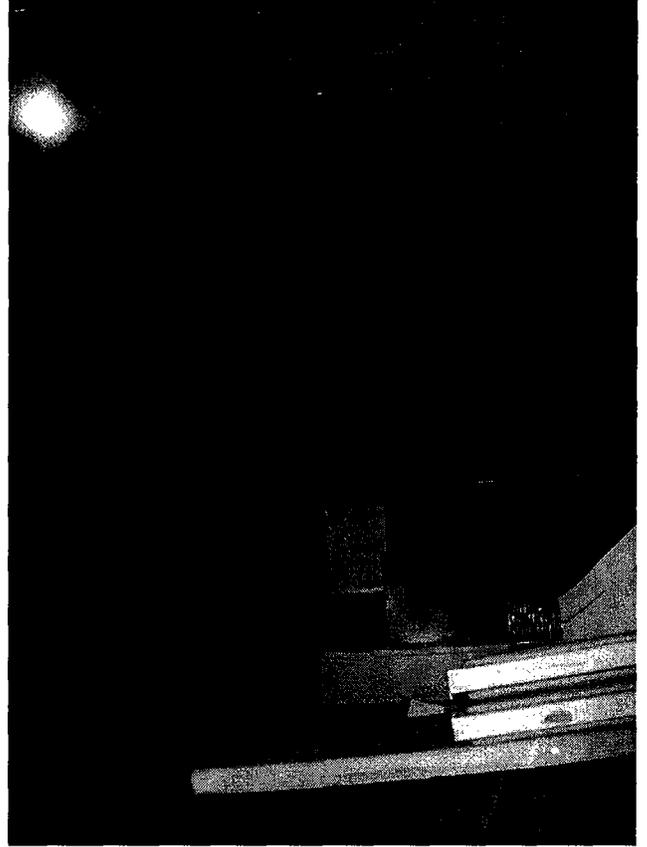
Water damage in
rotunda



Attic



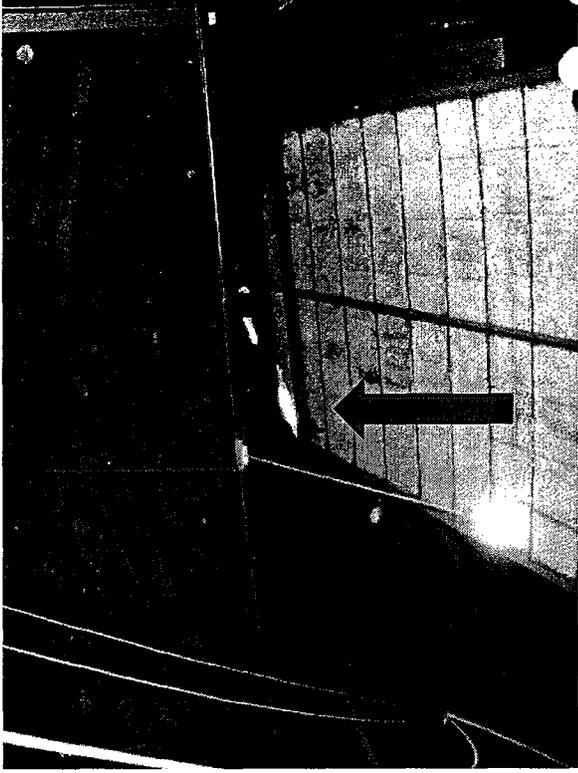
Attic storage



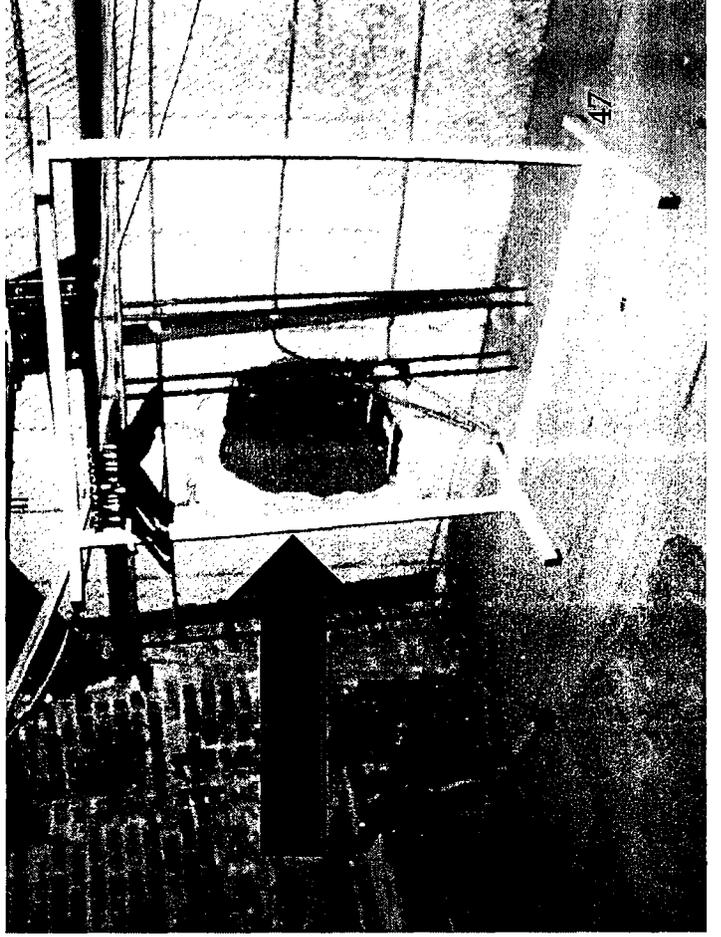
Hole in Attic Roof & Vent

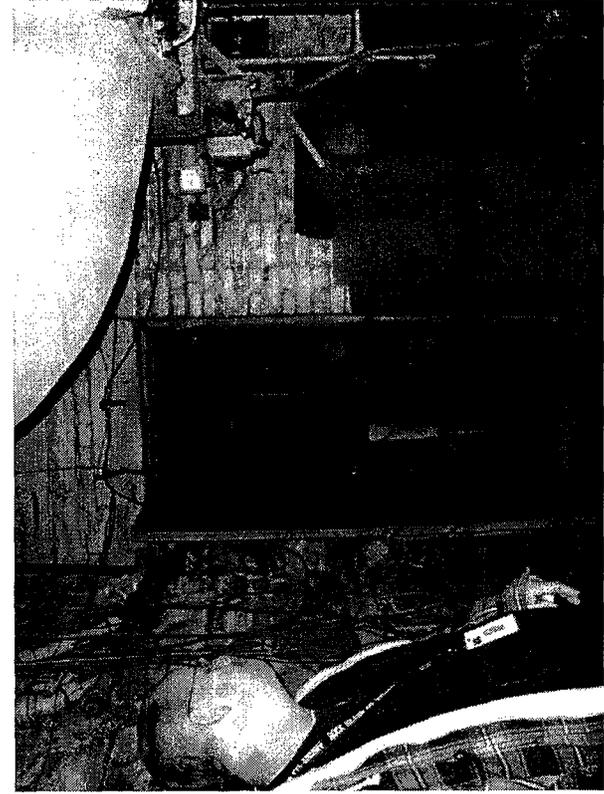
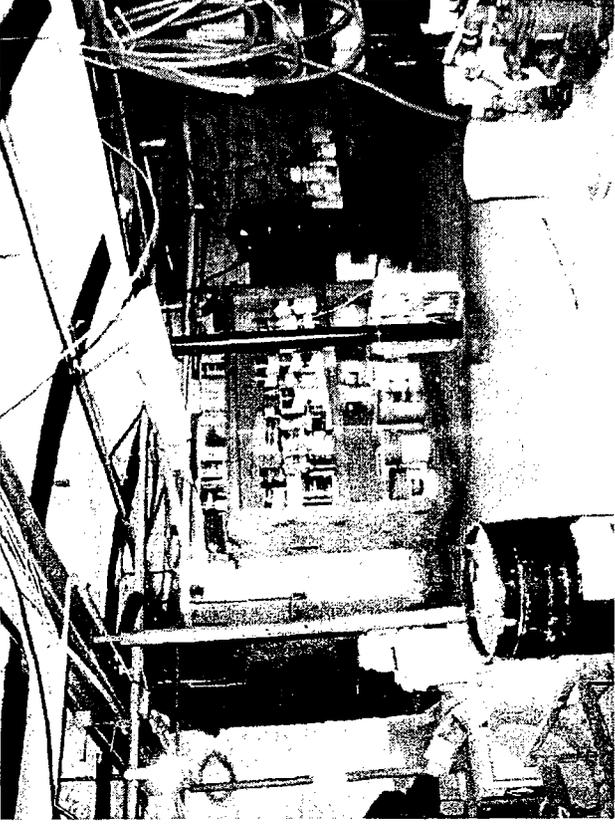


Attic Roof



Hole in outside wall
of attic

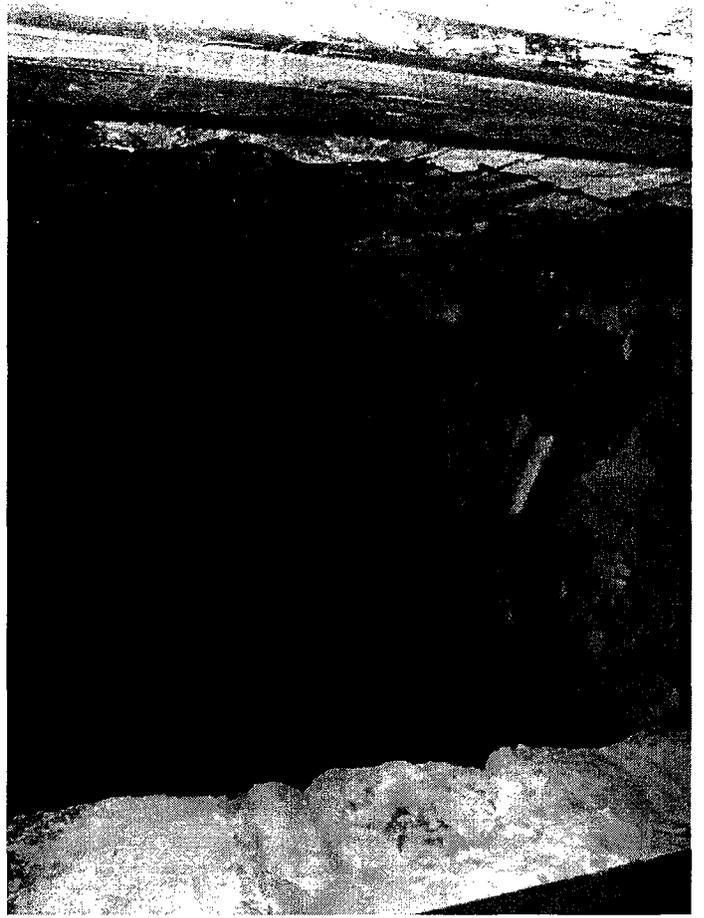
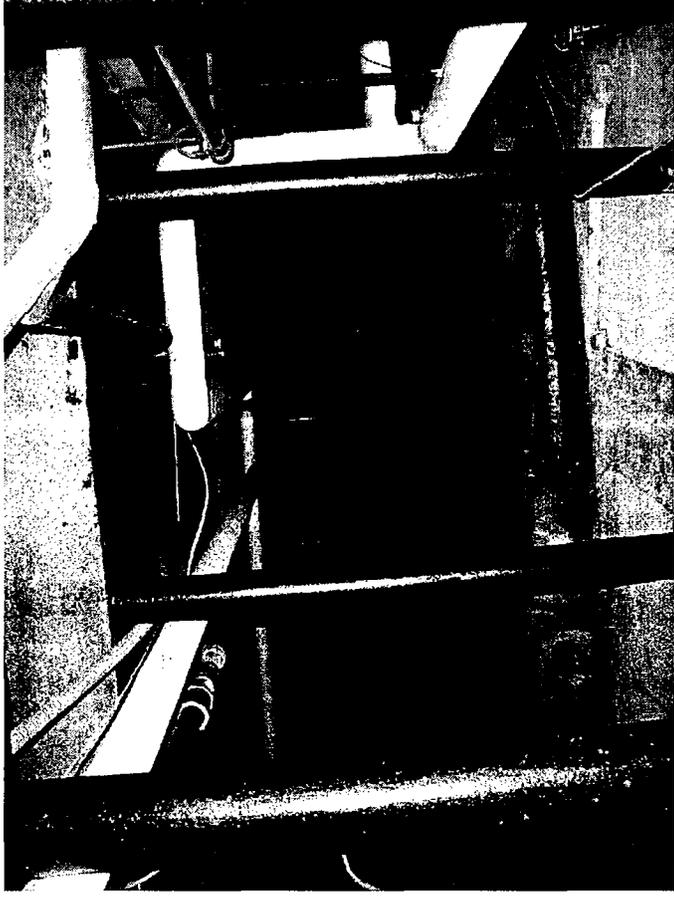




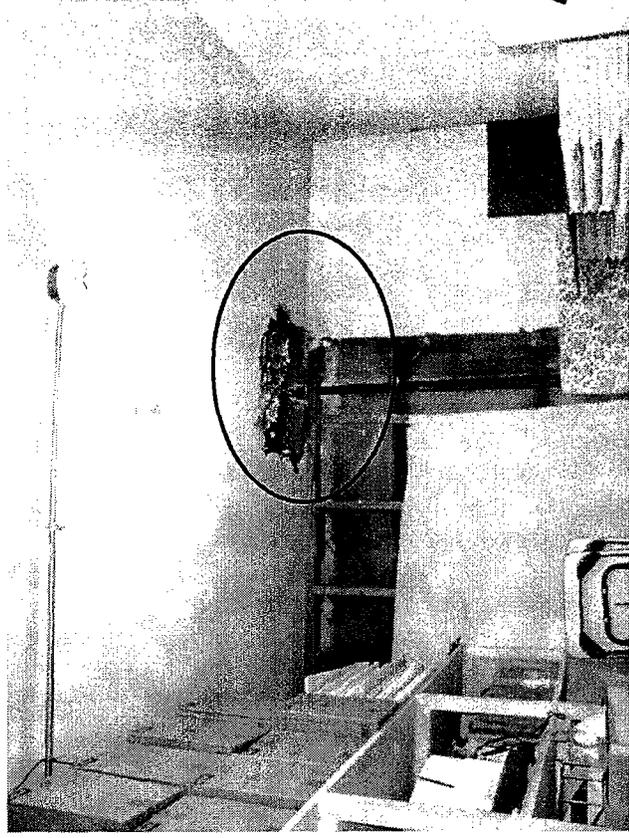
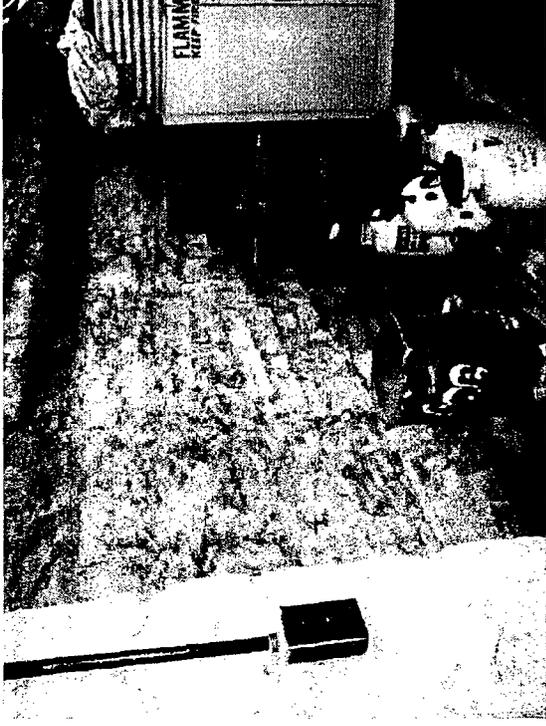
Boiler Room



Boiler area crawl space

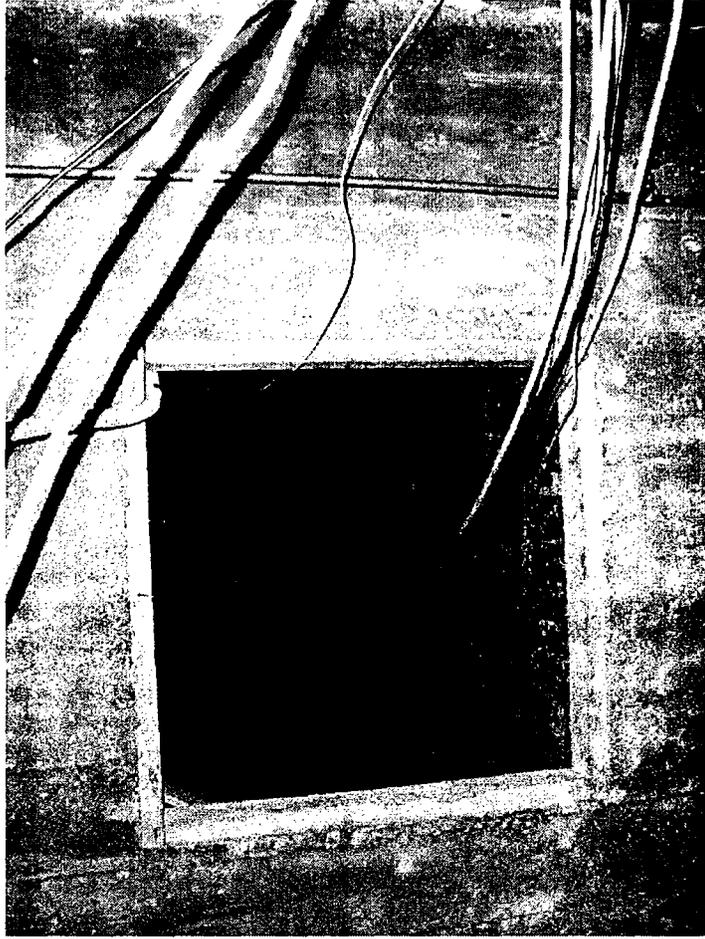


Storage in boiler area



Hole in ceiling from water damage

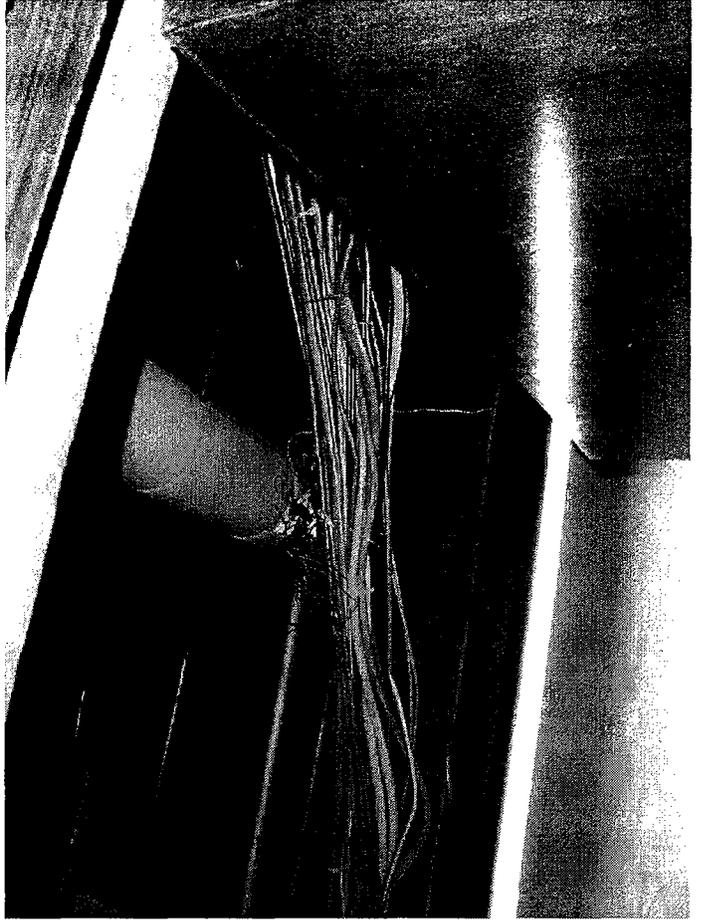
Sub-basement crawl space



Stairwell to sub-basement crawl space



Wiring/Electrical Issues





Ostrom Hall (Adult Probation)

Built in 1910 to house the Administrator of the TB Sanitarium and nursing staff
Being used for Adult Probation currently

Items that must be changed to meet modern code or repair

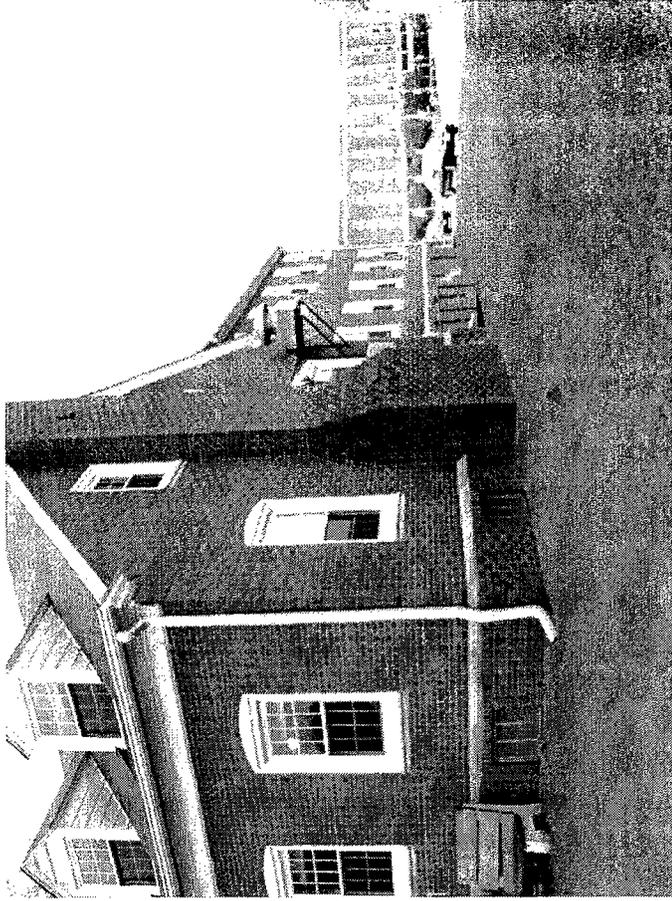


-
- ∞ Add sprinkler system
 - ∞ Install elevator
 - ∞ Replace windows
 - ∞ New HVAC
 - ∞ Fix steps & entrance doors to comply with ADA
 - ∞ Replace roof
 - ∞ Asbestos abatement
 - ∞ Lead abatement
 - ∞ Lighting, electrical & cabling
 - ∞ Plumbing
 - ∞ Bring building into ADA & OSHA compliance

Factual Information



- œ William Taft was President in 1910
- œ There were 46 states
- œ Boy Scouts of America was founded
- œ The first Father's Day Celebration was held
- œ Comisky Park opened
- œ A college graduate earned \$750 per year



Side view of Ostrom Hall - note Trinity
Medical Center in background

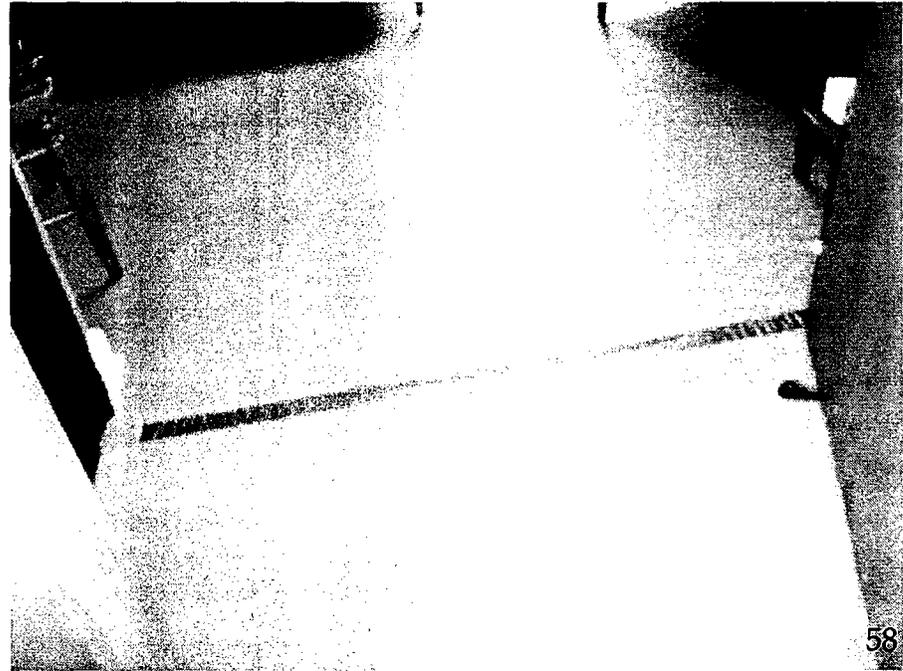


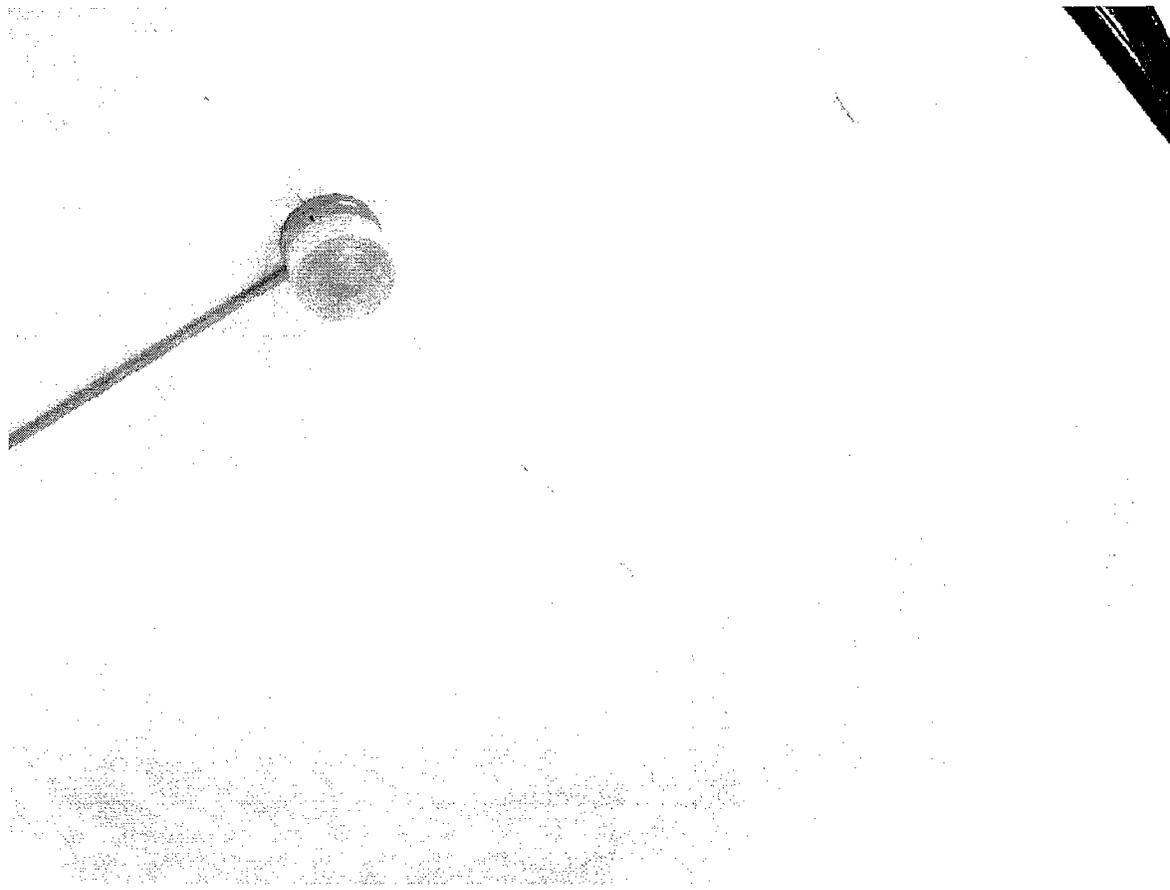
Memorial Plaque to Dr. Ostrom



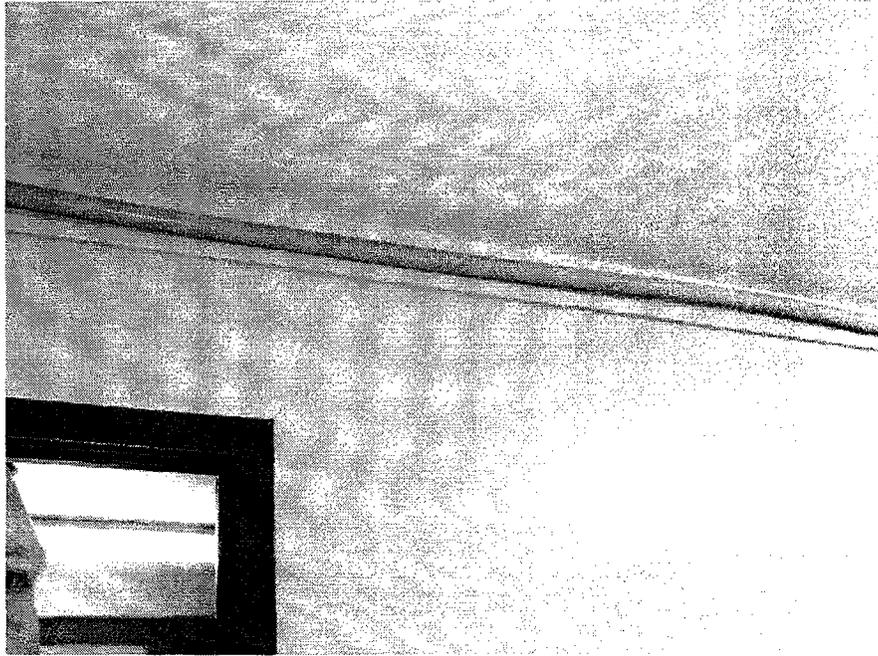
Stairs to enter facility - not ADA
Compliant - there are multiple
levels to the building

Many areas with tape on
carpet to prevent tripping



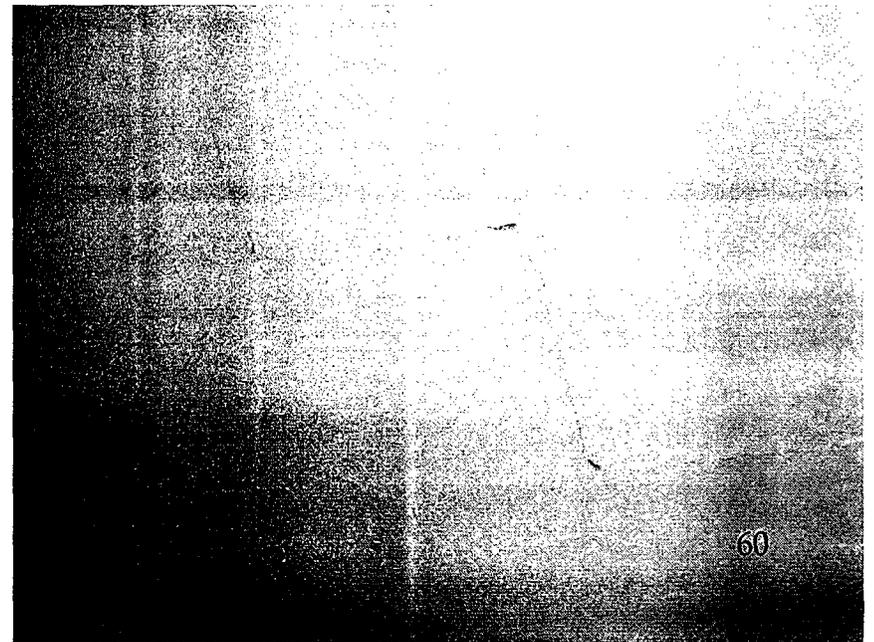


Multiple ceiling cracks in the second floor which run the length of the ceiling and down the wall



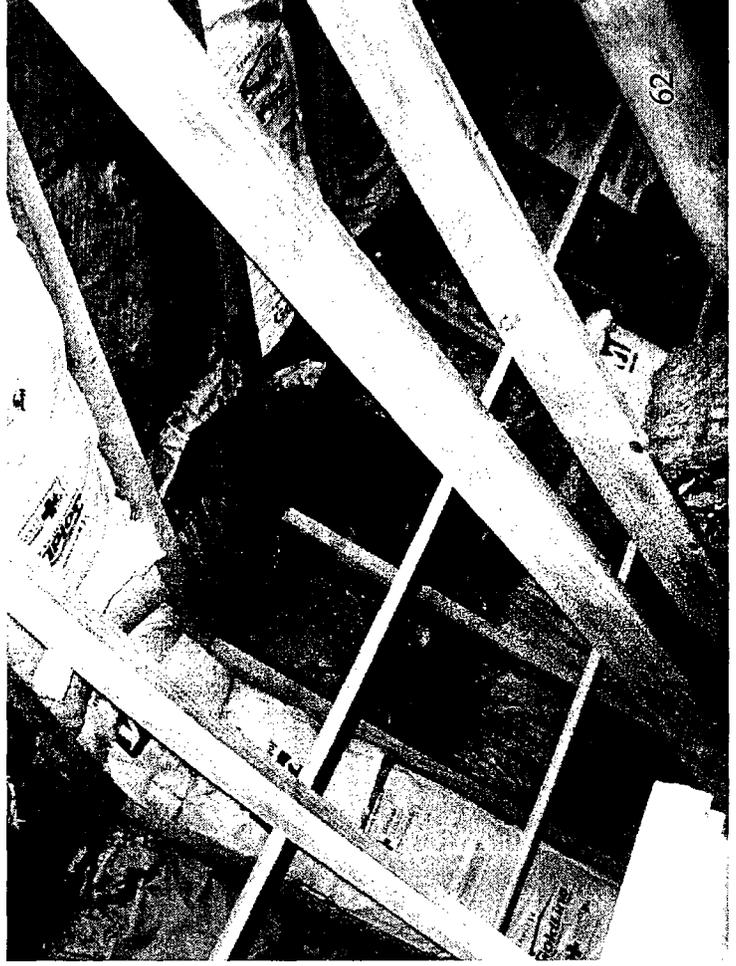
Piping used to house electrical and computer related wiring

Cracks in ceiling





Damage to insulation from a silverfish infestation



Attic insulation



Two large areas in sidewalk that
are trip hazards



Structural Report



KJWW Engineering, July 2008

As prepared by

Matt Snyder, PE; Frank Stewart, SE; Michael Zorich, PE

Executive Summary



- ❧ The major portion of the existing facility is in original condition with several areas having had minor renovations. The minor renovations have not included any substantial upgrades to the mechanical, electrical or structural systems. Most of the existing utilities appear to be original to the building.
- ❧ Our investigation of the existing mechanical and electrical systems indicates substantial upgrades to both would be required in order to accommodate a renovation.
- ❧ Our investigation of the structural systems indicates making any mechanical and electrical upgrades will be difficult and in some cases cost-prohibitive.
- ❧ During the field investigation portion of our task, we also noticed several architectural deficiencies we feel would need to be addressed if any major renovations are proposed for the Courthouse.

General



- œ In general the entire roof is in poor condition and needs to be replaced. Leakage at the skylights is evident and water stains on the Fourth Floor were visible.
- œ There did not appear to be any fire or smoke separations in the building.
- œ The existing main lobby that is open the entire height of the building would be considered an Atrium by today's codes. A Smoke Control system would need to be implemented. The Smoke Control system would involve the addition of an emergency exhaust system for the atrium and some means of introducing make-up air at the First Floor.
- œ The entire building's windows appear to be single pane with low thermal performance. Several windows have cracked glazing and are noticeably drafty. The windows appear to be past their life expectancy and should be replaced.
- œ There are several deficiencies with the existing elevator:
 - œ The elevator shaft is not vented.
 - œ There are no elevator vestibules present.
 - œ Additional elevators will likely be needed based on occupancy.
 - œ The emergency recall system is missing components and we are unable to determine its functionality.
- œ The only stairwell in the building is open to the Atrium and to each floor. Enclosed stairwells will be required to ensure proper egress from the building. The existing fire escapes may be adequate if proper egress and enclosures to the stairwell is provided.
- œ The building is comprised of enclosed and inaccessible ceilings, and structurally significant wall construction in areas that have not been recently renovated. Extensive architectural work would be required to allow for any mechanical or electrical upgrades.
- œ It was not determined that asbestos is present on site, but KJWW Engineering recommends having a professional abatement contractor evaluate the building before any renovations are planned.

Mechanical Systems



œ Fire Protection

- œ The Rock Island County Courthouse is not protected by a sprinkler system. If the County decides to proceed with any type of renovation, the local fire marshal needs to be consulted to determine whether they will either require the entire building be sprinkled as part of the renovation, require only the renovated portion to be sprinkled, or another alternative determined.

Mechanical Systems (Cont'd.)



Plumbing

- œ A 4" incoming domestic water service is located in the southwest corner of the basement. The incoming water service is metered, but does not have a backflow preventor.
- œ Separate electric water heaters are located throughout the building to provide hot water. A hot water recirculating system was not observed. The water heaters did not appear to be original to the building and per the Courthouse staff, they are unaware of any deficiencies with the water heaters.
- œ Deficiencies
 - œ A backflow preventor is required for the incoming water service to be compliant with current codes.

Mechanical Systems (Cont'd.)



☞ HVAC Systems

- ☞ The HVAC for the County Courthouse consists of several systems spread throughout the building. These systems include dedicated air handling units for courtrooms on the First Floor, dedicated air handling units for the Fourth Floor, a few standalone fan coil units serving offices, and several window air conditioning units on upper perimeter floors. Some rooms' only means of conditioning was operable windows. The central core did not have any means of heating or cooling.
 - ☞ Based on discussions with courthouse staff, lack of cooling is a common complaint throughout the building.
 - ☞ The only system that appears to include ventilation air (outside air) is the courtroom air handling units. The amount of ventilation air is unknown, but based upon the tonnage of the unit and the high density of people in a courtroom, it is likely the units did not meet the code requirements for ventilation air.
 - ☞ Ventilation air is not present for any of the other HVAC systems.
 - ☞ Code requires a certain amount of outside air be delivered to a space to provide adequate indoor air quality. Ventilation air can be delivered to a space through forced ventilation via a central air handling unit with mechanical cooling or through natural ventilation via operable windows or vents. For most commercial buildings, natural ventilation through operable windows is not desirable from an energy and comfort standpoint. Operable windows are not likely to be open during winter months, so a supplemental means of introducing ventilation air would be needed for these times.
 - ☞ The air handling units serving the first floor court rooms appeared to be 30 plus years old and is likely past their life expectancy. Per discussions with Courthouse staff, the courtrooms consistently have complaints about the lack of cooling.
 - ☞ Roof mounted equipment on the roof includes condensing units for the air handling units and exhaust fans. All of the equipment on the roof appears to be past its life expectancy. The equipment has been exposed to extreme weather conditions over several decades and has resulted in rusted equipment and rotting of the wooden equipment curbs.
 - ☞ Deficiencies
 - ☞ Overall, the existing HVAC systems do not provide adequate cooling to the space, they do not provide the code required amount of ventilation air, and the majority of the systems appear to be past their life expectancy. New HVAC systems would be required for any type of renovation.
 - ☞ The location for the new HVAC system would need to be provided. Currently, there is no dedicated mechanical space for equipment, so existing space would either need to be claimed for the mechanicals or the equipment would need to be located on the roof. Refer to the structural items below for issues and limitations concerning mechanical equipment locations.

Mechanical Systems (Cont'd.)



☞ Steam System

- ☞ Boilers located in the adjacent Rock Island County Jail provide steam to the Rock Island County Courthouse. The size and number of boilers located in the jail is not known, but there were installed in approximately 2002 and per the Courthouse staff, they are unaware of any deficiencies with the boilers.
- ☞ A condensate return station is located in the basement of the County Courthouse and condensate returns back to the County Jail Boiler system. The condensate station appears rusted and is in poor condition. It appears to be original to the building and appears to be operating well past its life expectancy.
- ☞ Steam and condensate are piped throughout the County Courthouse to perimeter steam radiant heaters. The radiant heaters provide the majority of the heating for the County Courthouse during the winter.
- ☞ Deficiencies
 - ☞ Per discussions with Courthouse staff, inadequate heat is a common complaint of occupants during the winter. It was observed in several offices the perimeter steam radiant heaters had been removed to allow furniture to be located near windows. The steam and condensate piping that had served the previous radiant heaters is stubbed up and capped at the floor.

Electrical Systems



⌘ Lighting System

- ⌘ There are incandescent, compact fluorescent retrofit, compact fluorescent and T-12 fluorescent lamps in use throughout the courthouse.
- ⌘ The existing lighting controls are basic and appropriate for the age of the building, with only local control provided in each room. Occupancy controls, energy conservation controls, time-based controls, and lighting level controls were not present in the building.
- ⌘ There are several self-contained emergency lighting fixtures throughout the public spaces, and a few in the private spaces. Areas that have been renovated contain a higher density of emergency lighting fixtures.
- ⌘ Deficiencies
 - ⌘ Newer, more energy efficient lamping technologies should be implemented throughout the building, and dependent upon the size of the renovation may be required to meet current energy codes.
 - ⌘ The existing lighting controls would require an upgrade to be compliant with current energy codes. These controls would include occupancy detection, lighting level adjustment, time-based, and energy conservation controls.
 - ⌘ All exterior exits lack acceptable emergency egress lighting, and in some cases are lacking lighting fixtures themselves.
 - ⌘ Acceptable emergency lighting coverage throughout the interior of the building is required to meet current emergency egress illumination requirements.

Electrical Systems (Cont'd.)



⌘ Power System

- ⌘ The courthouse is currently fed from a 1600A, 240V, 3-phase service from the local Utility Company. There is a pad mounted utility transformer located directly adjacent to the building.
- ⌘ The existing service has been upgraded a few times and currently appears to meet the needs of the existing facility. However, it was noted there is very little spare capacity in both the service size and the main distribution.
- ⌘ The existing service is not protected by ground fault or surge suppression equipment.
- ⌘ Power distribution is provided by branch panels located throughout the building, with a significant amount of surface conduits and raceways throughout the public spaces.
- ⌘ Besides the UPS in the existing data rack and battery lighting fixtures there are no provisions for emergency power in the Courthouse.
- ⌘ Deficiencies
 - ⌘ If only renovations are planned for the Courthouse, the existing utility service size appears adequate.
 - ⌘ In order to accommodate any major renovations or HVAC upgrades, the existing service equipment requires reconfiguration and expansion, including ground fault protection, to provide additional distribution.
 - ⌘ If any sort of addition is planned along with the renovations, the existing utility service will require a complete upgrade.
 - ⌘ The existing branch panels throughout the building are at capacity and will require replacement, in most cases, to accommodate renovations.
 - ⌘ While emergency power is not required, it was mentioned by Courthouse staff to be an important addition to the building to be consistent with the nearby jail that was recently constructed. In order to provide emergency power the following will be required:
 - ⌘ A generator, probably to be outdoor mounted in a weatherproof enclosure (given the lack of available space and clearance in the basement).
 - ⌘ A minimum of two transfer switched, one for life safety loads and one for general emergency loads.
 - ⌘ Distribution equipment for the generator. Loads desired to be on the emergency circuits would need to be rewired to this new equipment.

Electrical Systems (Cont'd.)



Fire Alarm System

- ∞ The existing zone type fire alarm system consists of smoke detectors for elevator recall, although not at every floor, a few manual pull stations, and audio/visual annunciation devices located only in public areas.
- ∞ The system is integral to the security system in the building and it is unknown if the system meets the UL listings for fire alarm.
- ∞ There are a few additional fire alarm devices located sporadically throughout the building. However, some of these are standalone hardwired (or battery) devices not tied into the main fire alarm system or security system.
- ∞ The system has not been extended into renovated areas due to lack of expansion capabilities.
- ∞ Deficiencies
 - ∞ The entire fire alarm system needs to be replaced and brought up to current codes.
 - ∞ Areas of greatest concern:
 - ∞ No detector coverage in elevator shaft.
 - ∞ Limited or non-existent audio/visual coverage in most areas other than the main public lobbies.
 - ∞ Incomplete elevator recall system.
 - ∞ Travel distance between manual pull stations exceeds code minimum.
 - ∞ Detector coverage is inadequate for a building not protected by a sprinkler system.

Structural Systems



- ∞ No existing drawings are available that show the structural framing of the building.
- ∞ From field observations, it appears the structure is framed with steel beams bearing on masonry walls. The spacing of the beams is not known since they are concealed by the floor, roof and ceiling construction. It also appears that the floor structure consists of a flat tile arch, which spaces between beams. The flat tile arches are covered with a terrazzo slab of unknown thickness. We also assume there are steel rods at mid-height of the steel beams at unknown spacing to resist the thrust of the flat tile arches and to provide confinement of the clay tile.
- ∞ Due to the existing floor and roof framing system, it will be difficult to create new floor and roof openings for new mechanical or electrical chases.
- ∞ Since most of the roof structural members are concealed, it will be difficult to determine if the roof structure will be capable of supporting additional mechanical HVAC equipment.
- ∞ Deficiencies
 - ∞ There are some cracks in the terrazzo floor topping, but it is our opinion these are only a cosmetic imperfection and not structural problems.

Known Repair Items



Estimated Costs

Courthouse



No renovation, just to continue to utilize without code compliance

- ∞ Elevator Replacement (2)
\$175,000
- ∞ Roof Repair \$500,000
- ∞ Electrical \$500,000
- ∞ Plumbing \$500,000
- ∞ Windows \$500,000
- ∞ HVAC \$500,000
- ∞ Fix entryway/steps
\$100,000

Additional renovation costs to make code compliant

- ∞ Sprinkler System
- ∞ Enclose Staircase
- ∞ Fill in Rotunda
- ∞ Lead abatement
- ∞ Asbestos abatement
- ∞ ADA & OSHA
Compliance

County Office Building



No renovation, just to continue to utilize without code compliance

- ∞ Elevator Replacement (2)
\$175,000
- ∞ Roof Repair \$500,000
- ∞ Electrical \$500,000
- ∞ Plumbing \$500,000
- ∞ Windows \$500,000
- ∞ HVAC \$500,000
- ∞ Fix entryway/steps
\$100,000

Additional renovation costs to make code compliant

- ∞ Sprinkler System
- ∞ Fill in Rotunda
- ∞ Lead abatement
- ∞ Asbestos abatement
- ∞ ADA & OSHA
Compliance

Ostrom Hall



No renovation, just to continue to utilize without code compliance

- ∞ Painting/Siding
\$15,000
- ∞ Windows \$50,000
- ∞ HVAC \$15,000
- ∞ Parking \$5,000
- ∞ Fix entryway/steps
\$40,000

Additional renovation costs to make code compliant

- ∞ Sprinkler System
- ∞ Lead abatement
- ∞ Asbestos abatement
- ∞ ADA & OSHA
Compliance

Cost Savings	Amount	
Upgrade more offices to Virtualization	\$ 1,000.00	\$20,000 allocated over 20 years
No purchase of new maintenance equipment such as mowers, snow blowers, etc	\$ 1,000.00	\$20,000 allocated over 20 years
Gas/Electric on County Building	\$ 59,223.74	Yearly average based on Actual Dec 09-Nov 11 Expenses
Gas/Electric on Courthouse	\$ 37,853.98	Yearly average based on Actual Dec 09-Nov 11 Expenses
Gas/Electric on Ostrum Hall	\$ 14,138.34	Yearly average based on Actual Dec 09-Nov 11 Expenses
Gas/Electric on Juvenile Center	\$ 9,303.70	Yearly average based on Actual Dec 09-Nov 11 Expenses
Water on County Building	\$ 7,674.88	Yearly average based on Actual Dec 09-Nov 11 Expenses
Water on Courthouse	\$ 6,807.00	Yearly average based on Actual Dec 09-Nov 11 Expenses
Water on Ostrum Hall	\$ 1,840.91	Yearly average based on Actual Dec 09-Nov 11 Expenses
Water on Juvenile Center	\$ 1,613.55	Yearly average based on Actual Dec 09-Nov 11 Expenses
Improved Employee Efficiency(through attrition)	\$ 702,243.55	Average based on median Salary & Benefits
Maintenance Staff at County Building	\$ 323,011.11	Average based on No County Maintenance Staff at new building
Maintenance Staff on Courthouse	\$ 359,379.98	Average based on No County Maintenance Staff at new building
Maintenance Staff on Ostrum Hall	\$ 20,557.94	Average based on No County Maintenance Staff at new building
Maintenance on County Building	\$ 10,508.15	75% of used in 2011
Maintenance on Courthouse	\$ 30,560.13	75% of used in 2011
Maintenance on Ostrum Hall	\$ 2,010.95	75% of used in 2011
COB Elevator Replacement	\$ 8,750.00	\$175,000 allocated over 20 years
COB Carpet/Tile for 15 offices	\$ 3,000.00	\$60,000 allocated over 20 Years
COB Windows	\$ 17,500.00	\$350,000 allocated over 20 Years
COB Clean Duct Work	\$ 3,750.00	\$75,000 allocated over 20 Years
COB Update Heating & AC Controls	\$ 750.00	\$15,000 allocated over 20 Years
COB Redo Parking Lot	\$ 250.00	\$5,000 allocated over 20 Years
Courthouse Elevator Replacement	\$ 8,750.00	\$175,000 allocated over 20 years
Courthouse Roof Repair	\$ 25,000.00	\$500,000 allocated over 20 years
Courthouse Electrical	\$ 25,000.00	\$500,000 allocated over 20 years
Courthouse Water	\$ 5,000.00	\$100,000 allocated over 20 Years
Courthouse Windows	\$ 25,000.00	\$500,000 allocated over 20 years
Ostrom Hall Painting/Siding	\$ 750.00	\$15,000 allocated over 20 Years
Ostrom Hall Windows	\$ 1,250.00	\$25,000 allocated over 20 Years
Ostrom Hall Air Conditioning	\$ 375.00	\$7,500 allocated over 20 Years
Ostrom Hall Parking	\$ 250.00	\$5,000 allocated over 20 Years
Total Annual Cost Savings	\$ 1,714,102.89	

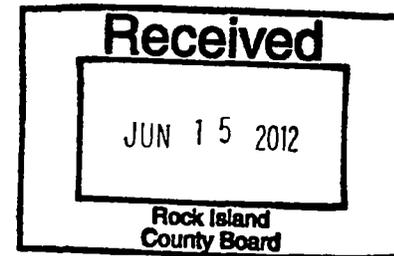
Note: There could be a possible increase in Court Security

Note: Assumed that County will be getting rid of County Building, Courthouse, Ostrum Hall and Juvenile Center thru sale, leveling or give away.

Note: Improvements were allocated over 20 Years but it is unsure how long each of the projects would last before having to be redone.

Example: County Building parking lot may only last 15 years before having to be redone. Improvements were determining by asking what each maintenance department would need within the next ten years.

Note: NO Maintenance Staff were kept.



Gas/Electric-MidAmerican

Board Month	COB	Ostrum Hall	Juvenile Center	Courthouse	Jail Justice Center
January-10	\$ -	\$ 1,313.81	\$ -	\$ -	\$ -
February-10	\$ 6,497.46	\$ 2,016.24	\$ 1,683.31	\$ 4,641.04	\$ 41,284.01
March-10	\$ 7,613.76	\$ 1,820.63	\$ 1,002.12	\$ 2,271.22	\$ 31,638.16
April-10	\$ 6,505.12	\$ 1,501.76	\$ 881.10	\$ 2,236.18	\$ 30,938.02
May-10	\$ 5,130.95	\$ 848.29	\$ 686.70	\$ 2,204.56	\$ 27,756.72
June-10	\$ 3,788.06	\$ 743.96	\$ 690.41	\$ 2,461.81	\$ 23,494.97
July-10	\$ 4,856.83	\$ 801.03	\$ 815.06	\$ 4,033.41	\$ 22,020.78
August-10	\$ 5,831.27	\$ 917.27	\$ 892.76	\$ 4,757.85	\$ 21,682.63
September-10	\$ 5,946.22	\$ 947.67	\$ 562.40	\$ 4,946.01	\$ 22,200.90
October-10	\$ 5,545.69	\$ 788.00	\$ 705.22	\$ 4,548.83	\$ 21,666.83
November-10	\$ 3,593.17	\$ 578.35	\$ 527.12	\$ 2,831.33	\$ 16,670.02
December-10	\$ 3,081.03	\$ 1,113.32	\$ 520.18	\$ 2,268.90	\$ 16,353.95
January-11	\$ 4,017.23	\$ 1,748.87	\$ 938.85	\$ 2,100.79	\$ 19,109.54
February-11	\$ 5,609.82	\$ 1,815.22	\$ 936.96	\$ 2,091.05	\$ 26,077.84
March-11	\$ 6,030.49	\$ 1,824.25	\$ 973.86	\$ 2,164.00	\$ 27,334.23
April-11	\$ 5,281.72	\$ 1,600.26	\$ 918.77	\$ 2,213.85	\$ 24,498.69
May-11	\$ 3,974.34	\$ 1,232.28	\$ 787.34	\$ 1,934.17	\$ 23,148.87
June-11	\$ 3,438.54	\$ 1,046.01	\$ 739.32	\$ 2,446.92	\$ 20,167.17
July-11	\$ 4,977.76	\$ 875.99	\$ 607.09	\$ 4,166.43	\$ 17,818.22
August-11	\$ 5,291.66	\$ 893.97	\$ 130.03	\$ 4,560.29	\$ 19,320.06
September-11	\$ 5,914.22	\$ 1,040.82	\$ 795.60	\$ 5,268.33	\$ 22,299.55
October-11	\$ 5,447.83	\$ 916.76	\$ 677.71	\$ 4,591.99	\$ 19,351.73
November-11	\$ 3,337.40	\$ 544.90	\$ 398.77	\$ 2,707.76	\$ 13,719.42
December-11	\$ 3,234.31	\$ 1,347.02	\$ 564.82	\$ 2,173.27	\$ 15,026.10
January-12	\$ 3,502.59	\$ -	\$ 1,171.89	\$ 2,087.97	\$ 18,771.29
Total	\$118,447.47	\$28,276.68	\$ 18,607.39	\$75,707.96	\$ 542,349.70
Average Year Total	\$ 59,223.74	\$14,138.34	\$ 9,303.70	\$37,853.98	\$ 271,174.85

includes electric for
jail, justice center,
garage, parking lot
between courthouse
and justice center,
and gas for jail and
jail addition

Average Yearly Savings	\$120,519.75	30.77%	\$	47,157.68	14.81%
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Water-City of Rock Island

Board Month	COB	Ostrum Hall	Juvenile Center	Courthouse	Jail Justice Center
January-10	\$ -	\$ -	\$ -	\$ 489.21	\$ 4,562.26
February-10	\$ -	\$ 405.42	\$ -	\$ 533.81	\$ 4,076.12
March-10	\$ 1,635.73	\$ -	\$ 388.00	\$ 661.27	\$ 5,211.45
April-10	\$ -	\$ -	\$ -	\$ 678.44	\$ 5,777.48
May-10	\$ -	\$ 419.48	\$ -	\$ -	\$ -
June-10	\$ 1,870.94	\$ -	\$ 412.59	\$ 1,270.84	\$ 9,842.88
July-10	\$ -	\$ -	\$ -	\$ 558.94	\$ 5,656.16
August-10	\$ -	\$ 444.51	\$ -	\$ -	\$ -
September-10	\$ 2,000.00	\$ -	\$ 418.82	\$ 1,113.10	\$ 10,908.82
October-10	\$ -	\$ -	\$ -	\$ 578.06	\$ 4,628.46
November-10	\$ -	\$ 413.36	\$ -	\$ 544.60	\$ 45.96
December-10	\$ 1,990.44	\$ -	\$ 357.08	\$ 587.62	\$ 10,030.31
January-11	\$ -	\$ -	\$ -	\$ 492.02	\$ 4,241.28
February-11	\$ -	\$ 438.28	\$ -	\$ 535.04	\$ 5,258.65
March-11	\$ 1,660.13	\$ -	\$ 431.01	\$ 639.76	\$ 6,422.97
April-11	\$ -	\$ 553.30	\$ -	\$ 580.98	\$ 4,816.16
May-11	\$ -	\$ -	\$ -	\$ 545.07	\$ 5,041.88
June-11	\$ 1,900.10	\$ -	\$ 446.15	\$ 493.77	\$ 5,554.22
July-11	\$ -	\$ -	\$ -	\$ 596.37	\$ 4,472.45
August-11	\$ -	\$ 501.77	\$ -	\$ 601.50	\$ 4,864.70
September-11	\$ 2,146.34	\$ -	\$ 390.08	\$ 519.42	\$ 4,460.03
October-11	\$ -	\$ -	\$ -	\$ 534.81	\$ 3,759.38
November-11	\$ -	\$ 505.70	\$ -	\$ 539.94	\$ 4,536.38
December-11	\$ 2,146.08	\$ -	\$ 383.36	\$ 519.42	\$ 4,778.09
January-12	\$ -	\$ -	\$ -	\$ -	\$ -
	\$ 15,349.76	\$ 3,681.82	\$ 3,227.09	\$ 13,613.99	\$ 118,946.09
	\$ 7,674.88	\$ 1,840.91	\$ 1,613.55	\$ 6,807.00	\$ 59,473.05

includes

\$17,936.33 23.17% \$ 8,420.54 12.40%

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Maintenance Salary Savings over 20 years										
COB	\$260,831.82	\$267,012.47	\$273,352.64	\$279,856.24	\$286,527.26	\$293,369.82	\$300,388.08	\$307,586.36	\$314,969.04	\$322,540.61
Courthouse	\$286,277.60	\$293,544.02	\$300,997.97	\$308,644.06	\$316,486.99	\$324,531.58	\$332,782.75	\$341,245.56	\$349,925.16	\$358,826.84
Ostrum Hall	\$16,016.13	\$16,467.59	\$16,930.70	\$17,405.75	\$17,893.02	\$18,392.83	\$18,905.47	\$19,431.26	\$19,970.52	\$20,523.57
Total Maintenance	\$563,125.55	\$577,024.07	\$591,281.31	\$ 605,906.05	\$ 620,907.28	\$ 636,294.23	\$ 652,076.31	\$ 668,263.18	\$ 684,864.71	\$ 701,891.02
Attrition	\$ -	\$131,255.36	\$269,089.84	\$ 413,757.78	\$ 565,521.92	\$ 724,653.50	\$ 742,860.40	\$ 761,534.30	\$ 780,686.60	\$ 800,328.90
Total Salaries Savings	\$563,125.55	\$708,279.43	\$860,371.15	\$1,019,663.83	\$1,186,429.20	\$1,360,947.73	\$1,394,936.71	\$1,429,797.48	\$1,465,551.31	\$1,502,219.92
Employees	0	2	2	2	2	2	2	0	0	0

Scenario with NO COUNTY STAFF Year 1

	COB	Ostrum Hall	Juvenile Center	Courthouse	Jail Justice Center	
Salary	\$181,453.00	\$13,254.00	\$ -	\$213,329.00	\$ 307,646.37	
IMRF	\$ 23,933.65	\$ 1,748.20	\$ -	\$ 32,084.00	\$ 37,594.39	
FICA	\$ 13,881.15	\$ 1,013.93	\$ -	\$ 14,027.00	\$ 23,534.95	
Insurance	\$ 39,337.00	\$ -	\$ -	\$ 24,465.00	\$ 44,941.44	
Overtime	\$ 964.51	\$ -	\$ -	\$ 1,990.14	\$ 2,728.61	Allocated between Courthouse and Jail based on percentage of salaries
Clothing Allowance	\$ 1,262.50	\$ -	\$ -	\$ 2,035.70	\$ 2,966.50	Allocated between Courthouse and Jail based on percentage of salaries
Total Savings	\$260,831.81	\$16,016.13	\$ -	\$287,930.84		

Staff needed to do trash, recycling, mail, etc.

Scenario won't be paying for repairs except small things example fix a desk or vehicle repairs

	COB	Ostrum Hall	Juvenile Center	Courthouse	Jail Justice Center	
Repair and Maint Supplies	\$ 2,214.85	\$ 65.61	\$ -	\$ 11,159.17	\$ 11,159.17	Allocated evenly between Jail and Courthouse
Small Tools	\$ 296.54	\$ -	\$ -	\$ 983.22	\$ 983.22	Allocated evenly between Jail and Courthouse
Transportation	\$ 3,608.39	\$ -	\$ -	\$ 1,289.34	\$ 1,289.34	Allocated evenly between Jail and Courthouse
Repairs and Maint	\$ 7,891.09	\$ 2,615.66	\$ -	\$ 27,315.11	\$ 27,315.11	Allocated evenly between Jail and Courthouse
Total Used in 2011	\$ 14,010.87	\$ 2,681.27	\$ -	\$ 40,746.84	\$ 40,746.84	
Amount Saved new building	\$ 10,508.15	\$ 2,010.95	\$ -	\$ 30,560.13		75% of 2011 Cost

COB Maintenance Salary

Year	Base Salary	Health Ins	IMRF	FICA/Medicare	Overtime	Clothing Allowance	Total
1	\$ 181,453.00	\$ 39,337.00	\$23,933.65	\$13,881.15	\$ 964.51	\$ 1,262.50	\$ 260,831.82
2	\$ 185,082.06	\$ 39,337.00	\$26,207.62	\$14,158.78	\$ 964.51	\$ 1,262.50	\$ 267,012.47
3	\$ 188,783.70	\$ 39,337.00	\$28,562.97	\$14,441.95	\$ 964.51	\$ 1,262.50	\$ 273,352.64
4	\$ 192,559.38	\$ 39,337.00	\$31,002.06	\$14,730.79	\$ 964.51	\$ 1,262.50	\$ 279,856.24
5	\$ 196,410.56	\$ 39,337.00	\$33,527.28	\$15,025.41	\$ 964.51	\$ 1,262.50	\$ 286,527.26
6	\$ 200,338.77	\$ 39,337.00	\$36,141.11	\$15,325.92	\$ 964.51	\$ 1,262.50	\$ 293,369.82
7	\$ 204,345.55	\$ 39,337.00	\$38,846.09	\$15,632.43	\$ 964.51	\$ 1,262.50	\$ 300,388.08
8	\$ 208,432.46	\$ 39,337.00	\$41,644.81	\$15,945.08	\$ 964.51	\$ 1,262.50	\$ 307,586.36
9	\$ 212,601.11	\$ 39,337.00	\$44,539.93	\$16,263.98	\$ 964.51	\$ 1,262.50	\$ 314,969.04
10	\$ 216,853.13	\$ 39,337.00	\$47,534.21	\$16,589.26	\$ 964.51	\$ 1,262.50	\$ 322,540.61
11	\$ 221,190.19	\$ 39,337.00	\$48,484.89	\$16,921.05	\$ 964.51	\$ 1,262.50	\$ 328,160.15
12	\$ 225,614.00	\$ 39,337.00	\$49,454.59	\$17,259.47	\$ 964.51	\$ 1,262.50	\$ 333,892.07
13	\$ 230,126.28	\$ 39,337.00	\$50,443.68	\$17,604.66	\$ 964.51	\$ 1,262.50	\$ 339,738.63
14	\$ 234,728.80	\$ 39,337.00	\$51,452.55	\$17,956.75	\$ 964.51	\$ 1,262.50	\$ 345,702.12
15	\$ 239,423.38	\$ 39,337.00	\$52,481.60	\$18,315.89	\$ 964.51	\$ 1,262.50	\$ 351,784.88
16	\$ 244,211.85	\$ 39,337.00	\$53,531.24	\$18,682.21	\$ 964.51	\$ 1,262.50	\$ 357,989.30
17	\$ 249,096.08	\$ 39,337.00	\$54,601.86	\$19,055.85	\$ 964.51	\$ 1,262.50	\$ 364,317.81
18	\$ 254,078.01	\$ 39,337.00	\$55,693.90	\$19,436.97	\$ 964.51	\$ 1,262.50	\$ 370,772.88
19	\$ 259,159.57	\$ 39,337.00	\$56,807.78	\$19,825.71	\$ 964.51	\$ 1,262.50	\$ 377,357.06
20	\$ 264,342.76	\$ 39,337.00	\$57,943.93	\$20,222.22	\$ 964.51	\$ 1,262.50	\$ 384,072.92

Ostrum Hall Maintenance Salary

Year	Base Salary	Health Ins	IMRF	FICA/Medicare	Overtime	Clothing Allowance	Total
1	\$ 13,254.00	\$ -	\$1,748.20	\$1,013.93	\$ -	\$ -	\$ 16,016.13
2	\$ 13,519.08	\$ -	\$1,914.30	\$1,034.21	\$ -	\$ -	\$ 16,467.59
3	\$ 13,789.46	\$ -	\$2,086.35	\$1,054.89	\$ -	\$ -	\$ 16,930.70
4	\$ 14,065.25	\$ -	\$2,264.51	\$1,075.99	\$ -	\$ -	\$ 17,405.75
5	\$ 14,346.56	\$ -	\$2,448.96	\$1,097.51	\$ -	\$ -	\$ 17,893.02
6	\$ 14,633.49	\$ -	\$2,639.88	\$1,119.46	\$ -	\$ -	\$ 18,392.83
7	\$ 14,926.16	\$ -	\$2,837.46	\$1,141.85	\$ -	\$ -	\$ 18,905.47
8	\$ 15,224.68	\$ -	\$3,041.89	\$1,164.69	\$ -	\$ -	\$ 19,431.26
9	\$ 15,529.17	\$ -	\$3,253.36	\$1,187.98	\$ -	\$ -	\$ 19,970.52
10	\$ 15,839.76	\$ -	\$3,472.07	\$1,211.74	\$ -	\$ -	\$ 20,523.57
11	\$ 16,156.55	\$ -	\$3,541.52	\$1,235.98	\$ -	\$ -	\$ 20,934.04
12	\$ 16,479.68	\$ -	\$3,612.35	\$1,260.70	\$ -	\$ -	\$ 21,352.73
13	\$ 16,809.28	\$ -	\$3,684.59	\$1,285.91	\$ -	\$ -	\$ 21,779.78
14	\$ 17,145.46	\$ -	\$3,758.29	\$1,311.63	\$ -	\$ -	\$ 22,215.38
15	\$ 17,488.37	\$ -	\$3,833.45	\$1,337.86	\$ -	\$ -	\$ 22,659.68
16	\$ 17,838.14	\$ -	\$3,910.12	\$1,364.62	\$ -	\$ -	\$ 23,112.88
17	\$ 18,194.90	\$ -	\$3,988.32	\$1,391.91	\$ -	\$ -	\$ 23,575.13
18	\$ 18,558.80	\$ -	\$4,068.09	\$1,419.75	\$ -	\$ -	\$ 24,046.64
19	\$ 18,929.98	\$ -	\$4,149.45	\$1,448.14	\$ -	\$ -	\$ 24,527.57
20	\$ 19,308.58	\$ -	\$4,232.44	\$1,477.11	\$ -	\$ -	\$ 25,018.12

Courtthouse Maintenance Salary

Year	Base Salary	Health Ins	IMRF	FICA/Medicare	Overtime	Clothing Allowance	Total
1	\$ 213,329.00	\$ 24,465.00	\$28,138.10	\$16,319.67	\$ 1,990.14	\$ 2,035.70	\$ 286,277.60
2	\$ 217,595.58	\$ 24,465.00	\$30,811.53	\$16,646.06	\$ 1,990.14	\$ 2,035.70	\$ 293,544.02
3	\$ 221,947.49	\$ 24,465.00	\$33,580.66	\$16,978.98	\$ 1,990.14	\$ 2,035.70	\$ 300,997.97
4	\$ 226,386.44	\$ 24,465.00	\$36,448.22	\$17,318.56	\$ 1,990.14	\$ 2,035.70	\$ 308,644.06
5	\$ 230,914.17	\$ 24,465.00	\$39,417.05	\$17,664.93	\$ 1,990.14	\$ 2,035.70	\$ 316,486.99
6	\$ 235,532.45	\$ 24,465.00	\$42,490.05	\$18,018.23	\$ 1,990.14	\$ 2,035.70	\$ 324,531.58
7	\$ 240,243.10	\$ 24,465.00	\$45,670.21	\$18,378.60	\$ 1,990.14	\$ 2,035.70	\$ 332,782.75
8	\$ 245,047.96	\$ 24,465.00	\$48,960.58	\$18,746.17	\$ 1,990.14	\$ 2,035.70	\$ 341,245.56
9	\$ 249,948.92	\$ 24,465.00	\$52,364.30	\$19,121.09	\$ 1,990.14	\$ 2,035.70	\$ 349,925.16
10	\$ 254,947.90	\$ 24,465.00	\$55,884.58	\$19,503.51	\$ 1,990.14	\$ 2,035.70	\$ 358,826.84
11	\$ 260,046.86	\$ 24,465.00	\$57,002.27	\$19,893.58	\$ 1,990.14	\$ 2,035.70	\$ 365,433.56
12	\$ 265,247.80	\$ 24,465.00	\$58,142.32	\$20,291.46	\$ 1,990.14	\$ 2,035.70	\$ 372,172.41
13	\$ 270,552.75	\$ 24,465.00	\$59,305.16	\$20,697.29	\$ 1,990.14	\$ 2,035.70	\$ 379,046.04
14	\$ 275,963.81	\$ 24,465.00	\$60,491.27	\$21,111.23	\$ 1,990.14	\$ 2,035.70	\$ 386,057.15
15	\$ 281,483.09	\$ 24,465.00	\$61,701.09	\$21,533.46	\$ 1,990.14	\$ 2,035.70	\$ 393,208.47
16	\$ 287,112.75	\$ 24,465.00	\$62,935.11	\$21,964.13	\$ 1,990.14	\$ 2,035.70	\$ 400,502.83
17	\$ 292,855.00	\$ 24,465.00	\$64,193.82	\$22,403.41	\$ 1,990.14	\$ 2,035.70	\$ 407,943.07
18	\$ 298,712.10	\$ 24,465.00	\$65,477.69	\$22,851.48	\$ 1,990.14	\$ 2,035.70	\$ 415,532.11
19	\$ 304,686.34	\$ 24,465.00	\$66,787.25	\$23,308.51	\$ 1,990.14	\$ 2,035.70	\$ 423,272.94
20	\$ 310,780.07	\$ 24,465.00	\$68,122.99	\$23,774.68	\$ 1,990.14	\$ 2,035.70	\$ 431,168.58

Attrition Average Salary Per Year

Year	Avg Base Salary	Avg Health Ins	Avg IMRF	Avg FICA/Medicare	Total
1	\$47,072.85	\$7,141.46	\$6,208.91	\$3,601.07	\$64,024.29
2	\$48,014.30	\$7,141.46	\$6,798.83	\$3,673.09	\$65,627.68
3	\$48,974.59	\$7,141.46	\$7,409.86	\$3,746.56	\$67,272.46
4	\$49,954.08	\$7,141.46	\$8,042.61	\$3,821.49	\$68,959.63
5	\$50,953.16	\$7,141.46	\$8,697.70	\$3,897.92	\$70,690.24
6	\$51,972.23	\$7,141.46	\$9,375.79	\$3,975.88	\$72,465.35
7	\$53,011.67	\$7,141.46	\$10,077.52	\$4,055.39	\$74,286.04
8	\$54,071.90	\$7,141.46	\$10,803.57	\$4,136.50	\$76,153.43
9	\$55,153.34	\$7,141.46	\$11,554.63	\$4,219.23	\$78,068.66
10	\$56,256.41	\$7,141.46	\$12,331.40	\$4,303.62	\$80,032.89
11	\$57,381.54	\$7,141.46	\$12,578.03	\$4,389.69	\$81,490.72
12	\$58,529.17	\$7,141.46	\$12,829.59	\$4,477.48	\$82,977.70
13	\$59,699.75	\$7,141.46	\$13,086.19	\$4,567.03	\$84,494.43
14	\$60,893.75	\$7,141.46	\$13,347.91	\$4,658.37	\$86,041.49
15	\$62,111.62	\$7,141.46	\$13,614.87	\$4,751.54	\$87,619.49
16	\$63,353.85	\$7,141.46	\$13,887.16	\$4,846.57	\$89,229.05
17	\$64,620.93	\$7,141.46	\$14,164.91	\$4,943.50	\$90,870.80
18	\$65,913.35	\$7,141.46	\$14,448.21	\$5,042.37	\$92,545.39
19	\$67,231.62	\$7,141.46	\$14,737.17	\$5,143.22	\$94,253.46
20	\$68,576.25	\$7,141.46	\$15,031.91	\$5,246.08	\$95,995.71

One Time Cost Avoided with Move
Relocation of Juvenile Court Bench
Removal of Panic Devices

Amount
\$ 7,500.00 cost to make new
\$ 10,000.00 to install in new building(not needed due to sheriff dept in building)

Intangible Pro list

Enhancement of security/entry/video surveillance
Improved communication/knowledge of other offices
Elimination of running between facilities
Upgrade of telephone equipment in all locations
Creation of meeting Spaces
ADA Compliance at all facilities
Better Attraction/Retention of Employees
Health of Employees

Intangible Con List

Wellness Center not next door
Health Department needs to stay Neutral when it
comes to the two Hospitals may not be if property is
owned by Trinity

Could avoid by having Health department move too

Could avoid by having Health department move too



131 W. 2nd Street, Suite 400
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Davenport, Iowa 52808
563-322-7301 fax 563-322-2503
www.estesconstruction.com

June 12, 2012

Mr. Tom Rockwell
Rock Island County Board of Supervisors
Rock Island County Office Building
1504 Third Avenue
Rock Island, IL 61201

Dear Mr. Rockwell:

We are pleased to offer our study of the options for its County Administration Building and County Courthouse as outlined in our proposal of May 8, 2012.

Based on the request to prepare a comprehensive study of options, Estes includes a study of four options:

1. Construct a new consolidated Courthouse and Administrative Center.
2. Rehabilitate each of the existing structures to meet modern standards and codes.
3. Convert the existing four story building at Quad City Industrial Center for a consolidated facility to house Administration and Courthouse functions. This analysis as the cost of a facility to be purchased or leased.
4. Remain status quo (do nothing).

We have included an Executive Summary as well as all the necessary detail in order that we used to determine our assumptions.

We trust this information will provide the committee with sufficient detail to make a recommendation to the Board of Supervisors.

Please advise what further information or support we may provide to assist the committee.

Thank you for this opportunity to be of service for the County.

Very truly yours,

ESTES CONSTRUCTION

Kent M. Pilcher
President



Executive Summary

RI County Courthouse

June 12, 2012

The following represents an overview of all four options:

	<u>Range</u>
OPTION #1 – New Courthouse	\$47,000,000 to \$49,000,000
OPTION #2 – Rehabilitation of Existing	\$40,000,000 to \$41,000,000
OPTION #3 – QCIC	\$34,000,000 to \$34,500,000
OPTION #4 – Status Quo	\$6,000,000 to \$7,000,000*

*Due to the significant Life Safety, Building Code and non-compliance with the Minimum Standards for Courtrooms in Illinois, this is NOT recommended.

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Table of Contents

Option 1 – Construct a New Courthouse	1
Option 2 – Rehabilitation of Existing	2
Option 3 – Convert QCIC Building.....	3
Option 4 – Remain Status Quo	4

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Option 1 – Construct a New Courthouse

Estes Construction performed a study to determine the size and cost of a consolidated Courthouse and Administrative Building during the period of the fall of 2008, concluding in February of 2009. The original study included the Health Department, which was 20,000 square feet. That is not considered, so the new net square footage is approximately 180,000 square feet. We have enclosed that summary of square footage. In addition to the square footage summary, we have updated the cost estimates from 2009 to 2012.

In order to construct the facility, approximately a city block would be required for the facility. Assuming a building size of 180,000 square feet, the most efficient building configuration would be a floor size of approximately 60,000 square feet and a building height of three stories, not including any underground or secured parking.

A city block (square) is approximately 90,000 square feet and would be required for the 60,000 square foot "footprint". If the building is less than three stories, more land area will be required. This does not include any area for the required parking of 750 – 800 cars. As the project design progresses, the existing county land could be studied to determine what, if any, additional parking or land is needed for parking.

The current parking serves approximately 145,000 square feet of space, between the office and courthouse. With the consolidated space and new construction, there would need to be parking added to accommodate code requirements for approximately 40,000 square feet of additional space. This would require 160-200 parking stalls or approximately another city block. We have included the estimates for those requirements as well. We have included estimates for land acquisition, clearing and constructing the building, as well as required parking.

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Option 1 – Construct a New Courthouse

1. Site Acquisition – 2 city blocks (estimate)	\$ 2,000,000
2. Demolition and clearing (estimate)	\$ 400,000
3. Construction costs – 180,000 square feet	\$37,680,000
• Courtroom areas 60,000 s.f. at 248 - 250/s.f. = \$14,880,000	
• Office areas 120,000 s.f. \$190 - \$195/s.f. = \$22,800,000	
4. Parking construction 175 stalls at \$5,000	\$ 875,000
5. Fees (design)	<u>\$ 2,910,600</u>
6. Subtotal	\$43,865,600
7. Contingency 7%	<u>\$ 3,070,592</u>
8. Total Project Costs	\$46,936,192

Recommended range of costs \$47,000,000 to \$49,000,000

ADVOCATES
FROM CONCEPT
TO COMPLETION

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

FACILITY AND DEPARTMENT TOTALS

DEPT.	#	PROG. SQ.FT.	NET/GROSS FACTOR	TOTAL SQ.FT.	REMARKS
INFRASTRUCTURE		11,877	x 1.3 =	15440.1	
ASSESSMENT OFFICE		1,791	x 1.3 =	2328.3	
AUDITOR		1,512	x 1.3 =	1965.6	
CIRCUIT CLERK		10,907	x 1.3 =	14179.1	
CORONER		3,834	x 1.3 =	4984.2	
COUNTY BOARD		15,927	x 1.3 =	20705.1	
COUNTY CLERK		2,248	x 1.3 =	2922.4	
MUNICIPAL COURTS		56,497	x 1.3 =	73446.1	
COURT SERVICES		14,287	x 1.3 =	18573.1	
G I S		656	x 1.3 =	852.8	
HUMAN RESOURCES		1,671	x 1.3 =	2172.3	
INFORMATION SYSTEMS		2,705	x 1.3 =	3516.5	
BUILDING MAINTENANCE		1,791	x 1.3 =	2328.3	
MENTAL HEALTH		333	x 1.3 =	432.9	
PUBLIC DEFENDER		1,919	x 1.3 =	2494.7	
PURCHASING		1,671	x 1.3 =	2172.3	
RECORDERS OFFICE		6,642	x 1.3 =	8634.6	
BOARD OF REVIEW		1,338	x 1.3 =	1739.4	
SHERIFF		23,795	x 1.3 =	30933.5	
TREASURER		4,006	x 1.3 =	5207.8	
VETERANS AFFAIRS		665	x 1.3 =	864.5	
ZONING		1,734	x 1.3 =	2254.2	
TOTAL		167,806		218147.8	

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: BUILDING FACILITIES (INFRASTRUCTURE)

CONTACT:

TITLE:

BACKUP CONTACT:

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	PUBLIC ENTRY & VESTIBULE			625 SQ.FT.	
	2	LOBBY & WAITING			1,250 SQ.FT.	
	3	RECEPTION			150 SQ.FT.	
	4	REST ROOMS			450 SQ.FT.	
	5	COMMUNITY ROOM			1,200 SQ.FT.	
	6	DISPLAY			200 SQ.FT.	
	7	BUILDING MAINTENANCE			350 SQ.FT.	
	8	MECHANICAL / AIR			250 SQ.FT.	
	9	ELECT. SERVICE			200 SQ.FT.	
	10	COMPUTER / I.T.			150 SQ.FT.	
	11	COMMUNICATIONS / TELEPHONE			150 SQ.FT.	
	12	WATER SERVICE			175 SQ.FT.	
	13	STORAGE			400 SQ.FT.	
	14	BREAK ROOM & VENDING			600 SQ.FT.	
	15	SECURITY			200 SQ.FT.	
	16	FITNESS (OPTIONAL)			350 SQ.FT.	
	17	LOCKER/SHOWERS (OPT.)			300 SQ.FT.	
	18	RECEIVING / TRUCK DOCK			600 SQ.FT.	
	19	MAIL ROOM			400 SQ.FT.	
	20	TRASH			80 SQ.FT.	
	21	JANITORIAL / CUSTODIAN			250 SQ.FT.	
	22	EMPLOYEE VESTIBULE			400 SQ.FT.	
	23	ELEVATORS			200 SQ.FT.	
	24	ELEVATOR EQUIP.			200 SQ.FT.	
	25					

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: ASSESSMENT OFFICE
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	CHIEF CO. ASSESSMENT OFFICER	LARRY WILSON		169 SQ.FT.	
	2	ADMIN. ASSIST. IV	AMY DEATON	36 SQ.FT.	81 SQ.FT.	
	3	ADMIN. COORDINATOR	STACI EARLY	36 SQ.FT.	81 SQ.FT.	
	4	CLERICAL SPEC. I	CAROLINE QUICK	36 SQ.FT.	81 SQ.FT.	
	5	PART TIME			36 SQ.FT.	SUMMER HELP
	6	PART TIME			36 SQ.FT.	SUMMER HELP
	7	PUBLIC AREA			450 SQ.FT.	
	8	COUNTER AREA			300 SQ.FT.	
	9	STORAGE			144 SQ.FT.	

DEPARTMENT INTERACTION:
G.I.S.
RECORDER OF DEEDS

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER(S)
CALCULATOR(S)
COPIER(S)
FILE CABINETS

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: AUDITOR
CONTACT: DIANA ROBINSON
TITLE: COUNTY AUDITOR
BACKUP CONTACT: APRIL PALMER

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	COUNTY AUDITOR	DIANA ROBINSON		225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	CHIEF DEPUTY	APRIL PALMER	64 SQ.FT.	81 SQ.FT.	WORKSTATION / OPEN AREA
	3	INTERNAL AUDITOR	SANDY STEPHENSON	64 SQ.FT.	81 SQ.FT.	WORKSTATION / OPEN AREA
	4	ASSISTANT	KRIS VANCIL	64 SQ.FT.	81 SQ.FT.	WORKSTATION / OPEN AREA
	5	INTERN	CASSIE SULLIVAN	64 SQ.FT.	81 SQ.FT.	WORKSTATION / OPEN AREA
	6	PART TIME/SUMMER	AMANDA VAN DACLE	64 SQ.FT.	81 SQ.FT.	WORKSTATION / OPEN AREA
	7	FUTURE		PROJECTED	81 SQ.FT.	NONE
	8	CONFERENCE		10-12 PEOPLE	250 SQ.FT.	i.e. EXTERNAL AUDIT
	9	STORAGE CLOSETS			144 SQ.FT.	8 SHELVES
	10	COAT CLOSET			32 SQ.FT.	

DEPARTMENT INTERACTION:

TREASURER
I.S.
HEALTH DEPT.

SPECIAL NEEDS / EQUIPMENT:

COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER
CALCULATOR(S)
COPIER
FILE CABINETS (LETTER & LEGAL)
STORAGE CABINETS
STORAGE CLOSETS (8 SHELVES)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

**DEPARTMENT: CIRCUIT CLERK
CONTACT: LISA BIERMAN
TITLE: ROCK ISLAND COUNTY CIRCUIT CLERK
BACKUP CONTACT: JEANETTE HUNTER (CHIEF DEPUTY) 309 558 3311**

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	CIRCUIT CLERK	LISA BIERMAN		225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	ADMIN. STAFF		64 SQ.FT.	81 SQ.FT.	
	3	ADMIN. STAFF		64 SQ.FT.	81 SQ.FT.	
	4	ADMIN. STAFF		64 SQ.FT.	81 SQ.FT.	
	5	ADMIN. STAFF		64 SQ.FT.	81 SQ.FT.	
	6	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	7	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	8	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	9	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	10	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	11	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	12	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	13	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	14	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	15	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	16	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	17	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	18	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	19	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	20	GEN. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	21	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	22	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	23	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	24	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	25	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	26	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	27	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	28	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	29	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	30	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	31	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	32	ACCT. DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	33	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	34	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	35	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	36	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	37	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	38	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	39	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	40	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	41	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	42	TRAFFIC DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	43	EM TRAFFIC STAFF		64 SQ.FT.	81 SQ.FT.	
	44	EM TRAFFIC STAFF		64 SQ.FT.	81 SQ.FT.	
	45	EM TRAFFIC STAFF		64 SQ.FT.	81 SQ.FT.	
	46	EM TRAFFIC STAFF		64 SQ.FT.	81 SQ.FT.	
	47	FELONY DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	48	FELONY DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	49	FELONY DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	50	FELONY DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	51	JUVENILE DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	52	JUVENILE DIV. STAFF		64 SQ.FT.	81 SQ.FT.	
	53	PART-TIME STAFF		64 SQ.FT.	64 SQ.FT.	
	54	PART-TIME STAFF		64 SQ.FT.	64 SQ.FT.	
	55	PART-TIME STAFF		64 SQ.FT.	64 SQ.FT.	
	56	PART-TIME STAFF		64 SQ.FT.	64 SQ.FT.	
	57	FUTURE			81 SQ.FT.	
	58	CONFERENCE		15-16 PEOPLE	600 SQ.FT.	TRAINING (30-50 PEOPLE)
	59	BREAK ROOM			150 SQ.FT.	15 PEOPLE
	60	SERVER ROOM			50 SQ.FT.	I.T.
	61	GEN. SUPPLY			50 SQ.FT.	STORAGE SHELVING
	62	EXHIBIT ROOM			144 SQ.FT.	SECURE
	63	VAULT			144 SQ.FT.	
	64	ROLLING FILE ROOM		VERIFY	750 SQ.FT.	(4) 5'x30'

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: CIRCUIT CLERK

DEPARTMENT INTERACTION:

COURTS/JUDGES
STATE ATTORNEY
PROB. DEPT.
PUB. DEPT.
SHERRIFF

SPECIAL NEEDS / EQUIPMENT:

MICROFILM
IMAGING
SECURITY (CAMERA & LINE OF SIGHT)
OUTSIDE ACCESS / DROP BOX
FILE TRANSPORT / ACCESS TO COURTS
WORKSTATIONS (60)
DIGITAL ARCHIVE WRITER
RECEIPT PRINTER (7)
LASER CHECK PRINTER (2)
COPIERS (8)
SCANNERS (6)
LARGE RECEIPT PRINTERS (2)
CHECK SIGNER
LAPTOPS (6)
FAX (2)
MINOLTA SCANNER
SERVER (6)
BATTERY BACKUP (6)
SECURITY CAMERA & DVR
WINTERM WORKSTATIONS (15)
DESKTOP PRINTERS (5)
5'x30' ROLLING FILES (4)
4'x25' ROLLING FILE
ROTATING FILE UNITS (30)
FILE CABINETS (200 PLUS)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: CORONER
CONTACT: BRIAN GUSTAFSON
TITLE: CORONER
BACKUP CONTACT:

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	CHIEF DEPUTY			225 SQ.FT.	OFFICE
	2	CORONER	BRIAN GUSTAFSON		225 SQ.FT.	OFFICE
	3	EXEC. SEC.	BEVERLY BOULTINGHOUSE		81 SQ.FT.	OPEN AREA (TRANSCRIPTS)
	4	FIELD DEPUTY			81 SQ.FT.	
	5	FIELD DEPUTY			81 SQ.FT.	
	6	FIELD DEPUTY			81 SQ.FT.	
	7	FIELD DEPUTY			81 SQ.FT.	
	8	FIELD DEPUTY			81 SQ.FT.	
	9	LAB			600 SQ.FT.	SPECIAL EXHAUST
	10	SAMPLES ROOM			150 SQ.FT.	
	11	LAB OFFICE			81 SQ.FT.	
	12	LAB OFFICE			81 SQ.FT.	
	13	LAB OFFICE			81 SQ.FT.	
	14	BREAK AREA			150 SQ.FT.	
	15	INQUESTS ROOM			144 SQ.FT.	ADJACENT TO CORONER
	16	RECORDS ROOM			324 SQ.FT.	SECURE FILES (REMOTE)
	17	REST ROOM			72 SQ.FT.	
	18	CONFERENCE		8 PEOPLE	200 SQ.FT.	
	19	EXTERIOR ENTRANCE			64 SQ.FT.	

DEPARTMENT INTERACTION:

POLICE

SHERIFF'S DEPT.

OUTSIDE INTERACTION:

FAMILIES

FUNERAL DIRECTORS

SPECIAL NEEDS / EQUIPMENT:

COMPUTER(S)

PRINTER(S)

FAX MACHINE(S)

TELEPHONE(S)

COPIER

CALCULATOR(S)

BOOK SHELVES

FILES (SECURE RECORDS)

STORAGE CABINETS (GENERAL)

SINK

REFRIGERATORS(2) (SECURE)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: COUNTY BOARD
CONTACT: JAMES BOHNSACK
TITLE: ROCK ISLAND COUNTY CIRCUIT CLERK
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	COUNTY BOARD CHAIRMAN	JAMES BOHNSACK	300 SQ.FT.	400 SQ.FT.	
	2	EXECUTIVE ASSISTANT	SHELLY CHAPMAN	300 SQ.FT.	400 SQ.FT.	
	3	VICE CHAIR	JOHN BRANDMEYER	300 SQ.FT.	400 SQ.FT.	
	4	FINANCE CHAIR	TOM ROCKWELL	300 SQ.FT.	400 SQ.FT.	
	5	HUMAN RESOURCES CHAIR	JOHN MALVIK	300 SQ.FT.	400 SQ.FT.	
	6	ADMINISTRATION CHAIR	GARY FREEMAN	300 SQ.FT.	400 SQ.FT.	
	7	PUBLIC WORKS CHAIR	CATHY WONDERLICH	300 SQ.FT.	400 SQ.FT.	
	8	GOV. AFFAIRS VICE-CHAIR	PHIL BANASZEK	300 SQ.FT.	400 SQ.FT.	
	9	HEALTH & HUMAN SERVICES	KAREN KINNEY	300 SQ.FT.	400 SQ.FT.	
	10	BOARD MEMBER	SHARON SALLOWS	300 SQ.FT.	400 SQ.FT.	
	11	BOARD MEMBER	FRED SCHULTZ	300 SQ.FT.	400 SQ.FT.	
	12	BOARD MEMBER	PATRICK MORENO	300 SQ.FT.	400 SQ.FT.	
	13	BOARD MEMBER	VIRGIL DUEYSEN	300 SQ.FT.	400 SQ.FT.	
	14	BOARD MEMBER	DONALD JACOBS	300 SQ.FT.	400 SQ.FT.	
	15	BOARD MEMBER	STEVE MEERSMAN	300 SQ.FT.	400 SQ.FT.	
	16	BOARD MEMBER	WILLIAM ARMSTRONG	300 SQ.FT.	400 SQ.FT.	
	17	BOARD MEMBER	STEVEN BALLARD	300 SQ.FT.	400 SQ.FT.	
	18	BOARD MEMBER	WANDA SWEAT	300 SQ.FT.	400 SQ.FT.	
	19	BOARD MEMBER	HARRY PEREZ	300 SQ.FT.	400 SQ.FT.	
	20	BOARD MEMBER	CONNIE MOHR-WRIGHT	300 SQ.FT.	400 SQ.FT.	
	21	BOARD MEMBER	LAUREN LOFTIN	300 SQ.FT.	400 SQ.FT.	
	22	BOARD MEMBER	VIRGIL MAYBERRY	300 SQ.FT.	400 SQ.FT.	
	23	BOARD MEMBER	KATHY HARMON	300 SQ.FT.	400 SQ.FT.	
	24	BOARD MEMBER	KEN MARANDA	300 SQ.FT.	400 SQ.FT.	
	25	BOARD MEMBER	PHIL FUHR	300 SQ.FT.	400 SQ.FT.	
	26	SMALL CONF. ROOM			250 SQ.FT.	
	27	LARGE CONF. ROOM		10-12 PEOPLE	500 SQ.FT.	
	28	KITCHENETTE			81 SQ.FT.	
	29	EQUIP. STORAGE			144 SQ.FT.	A/V EQUIPMENT
	30	FILE / STORAGE ROOM			600 SQ.FT.	FILES/BOOKS/AS-BUILT DRWS
	31	REST ROOMS			150 SQ.FT.	
	32	GEN. SUPPLY			250 SQ.FT.	STORAGE SHELVING

DEPARTMENT INTERACTION:

SPECIAL NEEDS / EQUIPMENT:

COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER(S)
CALCULATOR(S)
COPIER(S)
FILE CABINETS (1344 inches)
KITCHENETTE; COFFEE MAKER, BOTTLED WATER, FRIDGE, MICROWAVE
A/V EQUIPMENT; PROJECTOR, SCREEN, TAPE RECORDER, TELECONFERENCE SYS.

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: COUNTY CLERK
CONTACT: RICHARD LEIBOVITZ
TITLE:
BACKUP CONTACT:

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	COUNTY CLERK	RICHARD LEIBOVITZ		225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	CHIEF DEPUTY	PATRICK BRANDLE		169 SQ.FT.	
	3	OFFICE MANAGER	DIANNA RUHL		81 SQ.FT.	
	4	DEPUTY CLERK III	WANDA ROBERTS-BONTZ		81 SQ.FT.	
	5	DEPUTY CLERK III	JANIN MOFITT		81 SQ.FT.	
	6	ADMIN. SECRETARY	JILL SALABERT		81 SQ.FT.	
	7	DEPUTY CLERK II	KELLY WEBER		81 SQ.FT.	
	8	DEPUTY CLERK II	DIANE LYON		81 SQ.FT.	
	9	DEPUTY CLERK III	REBECCA HOVE		81 SQ.FT.	
	10	DEPUTY CLERK II	KELLY BIILLADEAU		81 SQ.FT.	
	11	DEPUTY CLERK II	MARGARET CROUCH		81 SQ.FT.	
	12	DEPUTY CLERK I	BRENDA TERRILL		81 SQ.FT.	
	13	DEPUTY CLERK II	VACANT		81 SQ.FT.	
	14	FUTURE			81 SQ.FT.	NONE
	15	VAULT			324 SQ.FT.	

DEPARTMENT INTERACTION:

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER(S)
CALCULATOR(S)
FILE CABINET(S)
COPIER(S)
ELECTION EQUIPMENT

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: MUNICIPAL COURTS

CONTACT:

TITLE:

BACKUP CONTACT:

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	ENTRY/VESTIBULE			625 SQ.FT.	SEE FACILITIES REQ.
	2	LOBBY			1,250 SQ.FT.	SEE FACILITIES REQ.
	3	SECURITY			250 SQ.FT.	
	4	PUBLIC REST ROOMS			450 SQ.FT.	SEE FACILITIES REQ.
	5	JURY POOL (WAITING)			2,000 SQ.FT.	
	6	JURY ASSEMBLY			2,000 SQ.FT.	
	7	CONFERENCE ROOM			120 SQ.FT.	BREAK OUT
	8	CONFERENCE ROOM			120 SQ.FT.	BREAK OUT
	9	CONFERENCE ROOM			120 SQ.FT.	
	10	CONFERENCE ROOM			120 SQ.FT.	
	11	CONFERENCE ROOM			120 SQ.FT.	
	12	CONFERENCE ROOM			120 SQ.FT.	
	13	CONFERENCE ROOM			120 SQ.FT.	
	14	CONFERENCE ROOM			120 SQ.FT.	
	15	CONFERENCE ROOM			120 SQ.FT.	
	16	CONFERENCE ROOM			120 SQ.FT.	
	17	CIVIL COURT ROOM "A"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	18	JURY ROOM			320 SQ.FT.	
	19	REST ROOM			75 SQ.FT.	
	20	CIVIL COURT ROOM "B"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	21	JURY ROOM			320 SQ.FT.	
	22	REST ROOM			75 SQ.FT.	
	23	CIVIL COURT ROOM "C"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	24	JURY ROOM			320 SQ.FT.	
	25	REST ROOM			75 SQ.FT.	
	26	CIVIL COURT ROOM "D"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	27	JURY ROOM			320 SQ.FT.	
	28	REST ROOM			75 SQ.FT.	
	29	CIVIL COURT ROOM "E"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	30	JURY ROOM			320 SQ.FT.	
	31	REST ROOM			75 SQ.FT.	
	32	CIVIL COURT ROOM "F"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	33	JURY ROOM			320 SQ.FT.	
	34	REST ROOM			75 SQ.FT.	
	35	TRAFFIC COURT "G"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	36	TRAFFIC COURT "H"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	37	TRAFFIC COURT "I"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	38	TRAFFIC COURT "J"			2,000 SQ.FT.	W/ SOUND LOCK VEST.
	39	COURT REPORTER			160 SQ.FT.	
	40	COURT REPORTER			160 SQ.FT.	
	41	COURT REPORTER			160 SQ.FT.	
	42	COURT REPORTER			160 SQ.FT.	
	43	COURT REPORTER			160 SQ.FT.	
	44	COURT REPORTER			160 SQ.FT.	
	45	COURT REPORTER			160 SQ.FT.	
	46	COURT REPORTER			160 SQ.FT.	
	47	COURT REPORTER			160 SQ.FT.	

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**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

**DEPARTMENT: MUNICIPAL COURTS
CONTACT:
TITLE:
BACKUP CONTACT:**

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	49	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	50	CHIEF JUDGE OFFICE			600 SQ.FT.	
	51	REST ROOM			75 SQ.FT.	
	52	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	53	JUDGE CHAMBERS "A"			400 SQ.FT.	
	54	REST ROOM			75 SQ.FT.	
	55	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	56	JUDGE CHAMBERS "B"			400 SQ.FT.	
	57	REST ROOM			75 SQ.FT.	
	58	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	59	JUDGE CHAMBERS "C"			400 SQ.FT.	
	60	REST ROOM			75 SQ.FT.	
	61	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	62	JUDGE CHAMBERS "D"			400 SQ.FT.	
	63	REST ROOM			75 SQ.FT.	
	64	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	65	JUDGE CHAMBERS "E"			400 SQ.FT.	
	66	REST ROOM			75 SQ.FT.	
	67	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	68	JUDGE CHAMBERS "F"			400 SQ.FT.	
	69	REST ROOM			75 SQ.FT.	
	70	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	71	JUDGE CHAMBERS "G"			400 SQ.FT.	
	72	REST ROOM			75 SQ.FT.	
	73	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	74	JUDGE CHAMBERS "H"			400 SQ.FT.	
	75	REST ROOM			75 SQ.FT.	
	76	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	77	JUDGE CHAMBERS "I"			400 SQ.FT.	
	78	REST ROOM			75 SQ.FT.	
	79	STAFF/RECEPT.			150 SQ.FT.	SECURE ENTRY TO JUDGE
	80	JUDGE CHAMBERS "J"			400 SQ.FT.	
	81	REST ROOM			75 SQ.FT.	
	82	LAW LIBRARY			600 SQ.FT.	
	83	COPIER / SUPPLY ROOM			180 SQ.FT.	
	84	CONFERENCE ROOM			300 SQ.FT.	ASSOCIATE JUDGE
	85	CONFERENCE ROOM			300 SQ.FT.	ASSOCIATE JUDGE
	86	PUBLIC CONF. ROOM			600 SQ.FT.	
	87	STORAGE ROOM			300 SQ.FT.	
	88	A/V EQUIP.			150 SQ.FT.	
	89	FILE ROOM			300 SQ.FT.	
	90	BREAK ROOM			300 SQ.FT.	
	91	STAFF REST ROOMS			150 SQ.FT.	
	92	EMPLOYEE ENTRANCE			400 SQ.FT.	

ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY

DEPARTMENT: COURT SERVICES
CONTACT: DAVID VANLANDEGEN
TITLE: DIRECTOR
BACKUP CONTACT: JANET LEONE (558-3710) OR LORI FELLEZZER (558-3789)

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	PROB. OFFICER	TRACEY ADAIR	112 SQ.FT.	VERIFY	W/ CLOSET
	2	PROB. OFFICER	JULENE BOELENS	112 SQ.FT.	VERIFY	W/ CLOSET
	3	PROB. OFFICER	TARA GONZALEZ	112 SQ.FT.	VERIFY	W/ CLOSET
	4	PROB. OFFICER	DANIELLE BURKE	112 SQ.FT.	VERIFY	W/ CLOSET
	5	PROB. OFFICER	CAROLYN DESPLINTER	112 SQ.FT.	VERIFY	W/ CLOSET
	6	PROB. OFFICER	ROBERTA DUCEY	112 SQ.FT.	VERIFY	W/ CLOSET
	7	PROB. OFFICER	JOHN EGAN	112 SQ.FT.	VERIFY	W/ CLOSET
	8	PROB. OFFICER	MARK FELLEZZER	112 SQ.FT.	VERIFY	W/ CLOSET
	9	SUPERVISOR	STEVE GOODWIN	169 SQ.FT.	VERIFY	
	10	PROB. OFFICER	GEORGIA GRIFFIN	112 SQ.FT.	VERIFY	W/ CLOSET
	11	PROB. OFFICER	MARICELA GUZMAN	112 SQ.FT.	VERIFY	W/ CLOSET
	12	PROB. OFFICER	DERRICK HENDRICKX	112 SQ.FT.	VERIFY	W/ CLOSET
	13	PROB. OFFICER	STEPHANIE HOYT	112 SQ.FT.	VERIFY	W/ CLOSET
	14	ADMIN. SEC.	MISTY KEESY	112 SQ.FT.	VERIFY	
	15	PROB. OFFICER	JODY LEIBY	112 SQ.FT.	VERIFY	W/ CLOSET
	16	CHIEF OF ADULT PROB.	JANET LEONE	169 SQ.FT.	VERIFY	
	17	PROB. OFFICER	TIM MURPHY	112 SQ.FT.	VERIFY	W/ CLOSET
	18	ADMIN. SEC.	KATHY NOEL	112 SQ.FT.	VERIFY	W/ CLOSET
	19	SUPERVISOR	MARK RASKIE	169 SQ.FT.	VERIFY	
	20	PROB. OFFICER	KRIS ROBB	112 SQ.FT.	VERIFY	W/ CLOSET
	21	PROB. OFFICER	KEITH SCHULTE	112 SQ.FT.	VERIFY	W/ CLOSET
	22	PROB. OFFICER	BRIAN SCHUMAKER	112 SQ.FT.	VERIFY	W/ CLOSET
	23	PROB. OFFICER	BILL SOWARDS	112 SQ.FT.	VERIFY	W/ CLOSET
	24	ADMIN. ASST.	LEISA STREETER	112 SQ.FT.	VERIFY	W/ CLOSET
	25	EQUIP./FILES		250 SQ.FT.	VERIFY	
	26	PROB. OFFICER	HOLLYWOOD TEMPLETON	112 SQ.FT.	VERIFY	W/ CLOSET
	27	DIRECTOR	DAVID VANLANDEGEN	225 SQ.FT.	VERIFY	
	28	CONF. ROOM	8 PEOPLE	200 SQ.FT.	VERIFY	
	29	PROB. OFFICER	PEG WASILEWSKI	112 SQ.FT.	VERIFY	W/ CLOSET
	30	PROB. OFFICER	CARRIE WEBER	112 SQ.FT.	VERIFY	W/ CLOSET
	31	SUPERVISOR	GARY BOELENS	169 SQ.FT.	VERIFY	
	32	PROB. OFFICER	ANGELA KREMER	112 SQ.FT.	VERIFY	W/ CLOSET
	33	CHIEF OF JUV. PROB.	LORI FELLEZZER	169 SQ.FT.	VERIFY	
	34	ADMIN. SEC.	AMANDA FRANKLIN	112 SQ.FT.	VERIFY	W/ CLOSET
	35	PROB. OFFICER	JANA HASKINS	112 SQ.FT.	VERIFY	W/ CLOSET
	36	PROB. OFFICER	CAROLYN HULL	112 SQ.FT.	VERIFY	W/ CLOSET
	37	PROB. OFFICER	RANDY MANUEL	112 SQ.FT.	VERIFY	W/ CLOSET
	38	PROB. OFFICER	BRIAN MOHR	112 SQ.FT.	VERIFY	W/ CLOSET
	39	PROB. OFFICER	SARAH SHADLE	112 SQ.FT.	VERIFY	W/ CLOSET
	40	PROB. OFFICER	TRENT VANDERSNICK	112 SQ.FT.	VERIFY	W/ CLOSET
	41	JANITOR	MILTON WITHERSPOON	N/A	VERIFY	
	42	CLEANING SUPPLIES		81 SQ.FT.	VERIFY	
	43	DRUG TESTING		81 SQ.FT.	VERIFY	DRAW SAMPLES
	44	REST ROOMS		75 SQ.FT.	VERIFY	
	45	RECEPT. AREA (ADULT)	16 PEOPLE	400 SQ.FT.	VERIFY	CONTAINED
	46	RECEPT. AREA (JUV.)	8 PEOPLE	200 SQ.FT.	VERIFY	CONTAINED
	47	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	48	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	49	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	50	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	51	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	52	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	53	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	54	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	55	FUTURE		112 SQ.FT.	VERIFY	EXPANSION
	56	OPEN OFFICE		300 SQ.FT.	VERIFY	OPEN AREA
	57	A/V EQUIP. ROOM		112 SQ.FT.	VERIFY	
	58	CAMERA ROOM		112 SQ.FT.	VERIFY	
	59	COMPUTER ROOM		112 SQ.FT.	VERIFY	
	60	ARCHIVE ROOM		600 SQ.FT.	VERIFY	SECURE CLOSED/DEAD FILES
	61	GENERAL CONF. ROOM	20-25 PEOPLE	400 SQ.FT.	VERIFY	
	62	MEETING ROOM	50 PEOPLE	600 SQ.FT.	VERIFY	TRAINING ROOM
	63	REST ROOMS		150 SQ.FT.	VERIFY	ADJACENT TO MEETING RM.
	64	ACTIVE FILE ROOM		480 SQ.FT.	VERIFY	SEE EQUIP./NEEDS
	65	SUPPLY ROOM		200 SQ.FT.	VERIFY	SEE EQUIP./NEEDS
	66	HALLWAY CLOSET		25 SQ.FT.	VERIFY	
	67	HALLWAY CLOSET		25 SQ.FT.	VERIFY	
	68	HALLWAY CLOSET		25 SQ.FT.	VERIFY	
	69	COPY ROOM		300 SQ.FT.	VERIFY	W/ DESK
	70	SERVER ROOM		200 SQ.FT.	VERIFY	
	71	DEPARTMENT STORAGE		400 SQ.FT.	VERIFY	CAN BE REMOTE

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: CIRCUIT CLERK

DEPARTMENT INTERACTION:

STATES ATORNEY
PUBLIC DEFENDER
CIRCUIT CLERK
AUDITOR
TREASURER
COURT ADMIN.
HEALTH DEPT.
PUBLIC/CLIENTS (2000 ACTIVE) 50-60 ADULTS DAILY/20 JUV. DAILY ==> 4,000-5,000 PER YEAR

SPECIAL NEEDS / EQUIPMENT:

COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER(S)
CALCULATOR(S)
COPIER(S)
FILE CABINETS (ACTIVE); (14) TWO DRAWER, (15) FOUR DRAWER, (10) FIVE DRAWER
FILE CABINETS (ARCHIVE); (75) FOUR DRAWER
PHOTO CAMERA
PROJECTOR
OVERHEAD PROJECTOR
TV
LARGE SCREEN TV
MONITORS
PROJECTOR SCREEN
VIDEO CAMERA
SHELVES (DVD'S & TAPES)
SHELVES (PROMO PACKETS)
SHELVES (MARKETING MATERIAL)
SHELVES (REFERENCE MATERIAL)
FLAT DRAWER (DRAWINGS) 3'x6'
CABINETS (OVERSIZED)
HOSPITALITY TABLES

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: G I S

CONTACT: JAMES BOHNSACK

TITLE: COUNTY BOARD CHAIRMAN

BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	DIRECTOR	JOSH BOUDI		169 SQ.FT.	
	2	DATABASE ADMIN.	SUE ADAMS	36 SQ.FT.	81 SQ.FT.	WEBMASTER
	3	GIS SPECIALIST	KEN KRAMER	36 SQ.FT.	81 SQ.FT.	
	4	GIS SPECIALIST	VACANT	36 SQ.FT.	81 SQ.FT.	
	5	STORAGE			81 SQ.FT.	FILES

DEPARTMENT INTERACTION:

ZONING

CHIEF COUNTY ASSESSMENT

SPECIAL NEEDS / EQUIPMENT:

COMPUTER(S)

PRINTER(S)

TELEPHONE(S)

SCANNER(S)

CALCULATOR(S)

COPIER(S)

PLOTTER

SERVER

FILE CABINETS (112 inches)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: HUMAN RESOURCES
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	DIRECTOR (INTERIM)	MEG HOSKINS		225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	SR. PAYROLL/BENEFITS	SUSAN MARTIN	25 SQ.FT.	169 SQ.FT.	W/ SMALL TABLE
	3	PAYROLL/BENEFITS	DONNA HUYS	25 SQ.FT.	81 SQ.FT.	
	4	BENEFITS ANALYST	DEBRA WELLING	25 SQ.FT.	81 SQ.FT.	
	5	ADMIN. ASST.	MARCY FISHER	25 SQ.FT.	81 SQ.FT.	
	6	CONFERENCE ROOM			169 SQ.FT.	2-5 PEOPLE
	7	STORAGE / FILE ROOM			450 SQ.FT.	

DEPARTMENT INTERACTION:
ALL DEPARTMENTS/OFFICE (HR DUTIES)

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER(S)
CALCULATOR(S)
COPIER(S)
FILE CABINETS (1736 inches)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: INFORMATION SYSTEMS
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	DIRECTOR	LINDA BILLINGSLEY		169 SQ.FT.	
	2	SYS. ADMIN.	KURT DAVIS	25 SQ.FT.	81 SQ.FT.	
	3	SR. PROG./ ANALYST	CAROL SHELLBERG	25 SQ.FT.	81 SQ.FT.	
	4	PROGRAMMER	ANITHA BALAKRISHAN	25 SQ.FT.	81 SQ.FT.	
	5	PROGRAMMER	VICKI GOMEZ	25 SQ.FT.	81 SQ.FT.	
	6	SR. COMPUTER OPERATOR	JULIE POTTER	25 SQ.FT.	81 SQ.FT.	
	7	SR. DATA ENTRY OP.	ERLINDA COMSTOCK	25 SQ.FT.	81 SQ.FT.	
	8	COMPUTER OPERATOR	CONNIE LANGSTON	25 SQ.FT.	81 SQ.FT.	
	9	SWITCHBOARD OP.	JOYCE SHOLL	25 SQ.FT.	81 SQ.FT.	
	10	CLERICAL SPEC. II	EMILY BUSH	25 SQ.FT.	81 SQ.FT.	
	11	COMPUTER MEDIA			144 SQ.FT.	
	12	COMPUTER EQUIPMENT			324 SQ.FT.	
	13	FILE AREA			144 SQ.FT.	
	14	VAULT			324 SQ.FT.	SECURE AREA
	15	CONFERENCE AREA			200 SQ.FT.	

DEPARTMENT INTERACTION:
AUDITOR
TREASURER
HUMAN RESOURCES

SPECIAL NEEDS / EQUIPMENT:
NETWORK EQUIPMENT
COMPUTER(S)
PRINTER(S)
TELEPHONE SYSTEM EQUIPMENT
TELEPHONE(S)
FILES (588 Inches)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: BUILDING MAINTENANCE
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	SUPERVISOR	MIKE VANERSTVELDE		169 SQ.FT.	
	2	MAINTENANCE MECHANIC	KENNETH MOSELEY		81 SQ.FT.	
	3	GEN. SERVICE WORKER II	SCOTT PETERSEN		81 SQ.FT.	
	4	GEN. SERVICE WORKER I	TERRI ROBINSON		81 SQ.FT.	
	5	MAIL COURIER	CHARLES REEDER		36 SQ.FT.	
	6	MAIL ROOM			400 SQ.FT.	SEE FACILITIES REQ.
	7	PRINT AREA			300 SQ.FT.	
	8	STORAGE			144 SQ.FT.	TOOLS
	9	JANITORIAL / CUSTODIAN			250 SQ.FT.	SEE FACILITIES REQ.

DEPARTMENT INTERACTION:

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
TELEPHONE(S)
MAIL MACHINE EQUIP.
TOOLS
CLEANING (MOPS, VACCUM, ETC.)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: MENTAL HEALTH
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	DIRECTOR	LARRY POLLARD	36 SQ.FT.	169 SQ.FT.	
	2	FILES/STORAGE			81 SQ.FT.	

DEPARTMENT INTERACTION:

SPECIAL NEEDS / EQUIPMENT:
COMPUTER PRINTER TELEPHONE FILE CABINETS (280 inches)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: PUBLIC DEFENDER
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT:

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	PUBLIC DEFENDER	DAVE HOFFMAN		225 SQ.FT.	
	2	1ST PUBLIC DEFENDER	VINCENT LOPEZ		169 SQ.FT.	
	3	ASST. PUB. DEFENDER	MATT DURBIN	36 SQ.FT.	81 SQ.FT.	
	4	ASST. PUB. DEFENDER	JENNIFER GARDNER	36 SQ.FT.	81 SQ.FT.	
	5	ASST. PUB. DEFENDER	BARON HEINTZ	36 SQ.FT.	81 SQ.FT.	
	6	ASST. PUB. DEFENDER	PAM KLEINAU	36 SQ.FT.	81 SQ.FT.	
	7	EXEC. SECRETARY	RONNA BANEY	36 SQ.FT.	81 SQ.FT.	
	8	INVESTIGATOR	ROBERT WILSON	36 SQ.FT.	81 SQ.FT.	
	9	LEGAL ASST. I	MICHELLE JONES	36 SQ.FT.	81 SQ.FT.	
	10	FILE ROOM			169 SQ.FT.	
	11	STORAGE			144 SQ.FT.	
	12	CONFERENCE ROOM			169 SQ.FT.	

DEPARTMENT INTERACTION:

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
CALCULATOR(S)
COPIER(S)
FILE CABINETS (LEGAL)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: PURCHASING
 CONTACT: JAMES BOHNSACK
 TITLE: COUNTY BOARD CHAIRMAN
 BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	PURCHASING AGENT			169 SQ.FT.	
	2	CLERICAL SPEC. I		36 SQ.FT.	81 SQ.FT.	
	3	PRINTER		36 SQ.FT.	81 SQ.FT.	
	4	PRINT AREA			300 SQ.FT.	SEE BLDG. MAINTENANCE
	5	FILE ROOM			400 SQ.FT.	

DEPARTMENT INTERACTION:
 BUILDING MAINTENANCE

SPECIAL NEEDS / EQUIPMENT:
 COMPUTER(S)
 PRINTER(S)
 FAX MACHINE(S)
 TELEPHONE(S)
 CALCULATOR(S)
 COPIER(S)
 FILE CABINETS (1540 inches)
 PRINTING MACHINERY
 BINDING & FOLDING MACHINES

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: RECORDERS OFFICE
CONTACT: PATRICIA VERONDA
TITLE: RECORDER
BACKUP CONTACT: KELLY FISHER (558-3359)

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	RECORDER	PAT VERONDA	187 SQ.FT.	225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	CHIEF DEPUTY	KELLY FISHER	144 SQ.FT.	169 SQ.FT.	
	3	ADM. COORDINATOR	CINDY STARR	49 SQ.FT.	64 SQ.FT.	
	4	ADM. COORDINATOR	JILL RAISBECK	49 SQ.FT.	64 SQ.FT.	
	5	DEPUTY CLK. II	DORIS COX	49 SQ.FT.	64 SQ.FT.	
	6	CLER. SPEC. II	KIM WOMACK	49 SQ.FT.	64 SQ.FT.	
	7	CLER. SPEC. II	LINDA OVERTURF	49 SQ.FT.	64 SQ.FT.	
	8	DEPTY CLK. II	BARB DUDA	49 SQ.FT.	64 SQ.FT.	
	9	CLER. SPEC. I	JO ELLEN HENNING	49 SQ.FT.	64 SQ.FT.	
	10	CLER. SPEC. II	KAREN WILSON	49 SQ.FT.	64 SQ.FT.	
	11	CLER. SPEC. I	SHARON HENDRICKX	49 SQ.FT.	64 SQ.FT.	
	12	CLER. SPEC. I	JANICE HOFER	49 SQ.FT.	64 SQ.FT.	
	13	LARGE BOOKS (MOB.SHLV.)		810 SQ.FT.	1,000 SQ.FT.	RECORD, DEED, & MORTGAGE
	14	STORAGE (SHELVES)		300 SQ.FT.	400 SQ.FT.	TRACT CARDS
	15	STORAGE		100 SQ.FT.	144 SQ.FT.	ADATURE CARDS
	16	STORAGE		100 SQ.FT.	144 SQ.FT.	MICROFILM
	17	STORAGE		100 SQ.FT.	144 SQ.FT.	SOLDIER DISCHARGE
	18	PUBLIC WORKSTATIONS		342 SQ.FT.	400 SQ.FT.	TABLES & COMPUTERS
	19	BREAK ROOM		288 SQ.FT.	324 SQ.FT.	SHARED SPACE
	20	PRESS CONFERENCE		OFF SITE	600 SQ.FT.	SHARED SPACE
	21	VAULT		REQUESTED	324 SQ.FT.	TEMP. & HUMID. CONTROL
	22	ARCHIVE		380 SQ.FT.	480 SQ.FT.	RECORD BOOKS (REMOTE)

DEPARTMENT INTERACTION:
TREASURER
ASSESSMENT MAP
G.I.S. (GEOGRAPHICAL INFO SYS.)
ZONING
P&Z

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
SCANNER(S)
CALCULATOR(S)
COPIER(S)
16mm CAMERA W/ DESK

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: BOARD OF REVIEW
 CONTACT: JAMES BOHNSACK
 TITLE: COUNTY BOARD CHAIRMAN
 BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	CHAIR	JOAN RUSSELL		225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	MEMBER		25 SQ.FT.	81 SQ.FT.	
	3	MEMBER		25 SQ.FT.	81 SQ.FT.	
	4	CONF. ROOM			169 SQ.FT.	PUBLIC DEFENDER
	5	STORAGE / FILE ROOM			450 SQ.FT.	

DEPARTMENT INTERACTION:
 PUBLIC DEFENDER

SPECIAL NEEDS / EQUIPMENT:
 COMPUTER(S)
 PRINTER(S)
 TELEPHONE(S)
 CALCULATOR(S)
 COPIER(S)
 FILE CABINETS (1428 Inches)

ROCK ISLAND COUNTY
 FACILITY STUDY / REPORT
 SPACE SUMMARY

DEPARTMENT: SHERIFF

CONTACT:

TITLE:

BACKUP CONTACT:

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	SHERIFF OFFICE	SHERIFF	225 SQ.FT.	VERIFY	
	2	VISITATION ROOM	SHERIFF	81 SQ.FT.	VERIFY	
	3	VISITATION ROOM	SHERIFF	81 SQ.FT.	VERIFY	
	4	VISITATION ROOM	SHERIFF	81 SQ.FT.	VERIFY	
	5	VISITATION ROOM	SHERIFF	81 SQ.FT.	VERIFY	
	6	STORAGE SPACE	SHERIFF	2000 SQ.FT.	VERIFY	PERSONEL RECORDS
	7	SUPERVISOR OFFICE	CRISIS	169 SQ.FT.	VERIFY	
	8	TELECOM ROOM	CRISIS	500 SQ.FT.	VERIFY	4 STATIONS
	9	CRISIS ROOM	CRISIS	250 SQ.FT.	VERIFY	
	10	C.R. BREAK ROOM	CRISIS	150 SQ.FT.	VERIFY	PART OF CRISIS ROOM
	11	C.R. REST ROOM	CRISIS	75 SQ.FT.	VERIFY	PART OF CRISIS ROOM
	12	CONFERENCE ROOM	ADMIN.	250 SQ.FT.	VERIFY	
	13	ADMIN. SEC.	ADMIN.	64 SQ.FT.	VERIFY	
	14	ADMIN. SEC.	ADMIN.	64 SQ.FT.	VERIFY	
	15	BREAK ROOM	ADMIN.	225 SQ.FT.	VERIFY	
	16	REST ROOM	ADMIN.	150 SQ.FT.	VERIFY	
	17	JAIL SUPERVISOR	ADMIN.	169 SQ.FT.	VERIFY	W/ TABLE
	18	OFFICE	ADMIN.	169 SQ.FT.	VERIFY	W/ TABLE
	19	OFFICE	ADMIN.	169 SQ.FT.	VERIFY	W/ TABLE
	20	OFFICE	ADMIN.	169 SQ.FT.	VERIFY	W/ TABLE
	21	OFFICE	ADMIN.	169 SQ.FT.	VERIFY	W/ TABLE
	22	RECEPTION AREA	ADMIN.	200 SQ.FT.	VERIFY	CONTAINMENT
	23	ADMIN. SEC.	ADMIN.	64 SQ.FT.	VERIFY	
	24	INVESTIGATOR SUPERVISOR	INVEST.	169 SQ.FT.	VERIFY	
	25	INVESTIGATOR ROOM	INVEST.	169 SQ.FT.	VERIFY	
	26	INTERVIEW ROOM	INVEST.	144 SQ.FT.	VERIFY	
	27	INTERVIEW ROOM	INVEST.	144 SQ.FT.	VERIFY	
	28	INVESTIGATOR OFFICE	INVEST.	81 SQ.FT.	VERIFY	
	29	INVESTIGATOR OFFICE	INVEST.	81 SQ.FT.	VERIFY	
	30	INVESTIGATOR OFFICE	INVEST.	81 SQ.FT.	VERIFY	
	31	INVESTIGATOR OFFICE	INVEST.	81 SQ.FT.	VERIFY	
	32	OPEN AREA	INVEST.	144 SQ.FT.	VERIFY	SHARED BY INVEST. W/ TABLE
	33	REST ROOM	INVEST.	150 SQ.FT.	VERIFY	
	34	MAIL & FILE ROOM	INVEST.	150 SQ.FT.	VERIFY	
	35	SERVICE ROOM	INVEST.	150 SQ.FT.	VERIFY	EXIST INVEST. & WARRANTS
	36	EMPLOYEE ENTRY	INVEST.	72 SQ.FT.	VERIFY	
	37	EVIDENCE STORAGE	EVID.	480 SQ.FT.	VERIFY	
	38	EVIDENCE SUPERVISOR	EVID.	169 SQ.FT.	VERIFY	
	39	LAB	EVID.	81 SQ.FT.	VERIFY	EXHAUST HOOD & REFRIG.
	40	ANTE ROOM	EVID.	64 SQ.FT.	VERIFY	
	41	CHECK-OUT	EVID.	64 SQ.FT.	VERIFY	WINDOW
	42	CORRECTIONS RECEPTION	CORR.	400 SQ.FT.	VERIFY	PAY PHONES
	43	REST ROOMS	CORR.	250 SQ.FT.	VERIFY	
	44	INTERVIEW ROOM	CORR.	81 SQ.FT.	VERIFY	
	45	INTERVIEW ROOM	CORR.	81 SQ.FT.	VERIFY	
	46	VISITATION ROOM	CORR.	400 SQ.FT.	VERIFY	
	47	120 MIN. SEC. CELLS	CORR.	5,750 SQ.FT.	VERIFY	
	48	8 MAX. SEG. CELLS	CORR.	400 SQ.FT.	VERIFY	
	49	2 GEN. HOLD. CELLS	CORR.	100 SQ.FT.	VERIFY	
	50	JUSTICE CENTER	CORR.	400 SQ.FT.	VERIFY	
	51	SALLYPORT	CORR.	1200 SQ.FT.	VERIFY	
	52	LOCKER ROOMS	CORR.	300 SQ.FT.	VERIFY	W/ SHOWERS
	53	KITCHEN	CORR.	150 SQ.FT.	VERIFY	
	54	VENDING AREA	CORR.	100 SQ.FT.	VERIFY	
	55	STORAGE	CORR.	250 SQ.FT.	VERIFY	

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

**DEPARTMENT: TREASURER
CONTACT: LUANN KERR
TITLE: COUNTY TREASURER
BACKUP CONTACT:**

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	TREASURER	LUANN KERR		225 SQ.FT.	OFFICE W/ CONF. TABLE
	2	OFFICE			144 SQ.FT.	
	3	OFFICE			144 SQ.FT.	
	4	PUBLIC AREA			400 SQ.FT.	
	5	TRANSACTIONS AREA			300 SQ.FT.	COUNTERS & CASHIERS
	6	OPEN OFFICE	4 STAFF		500 SQ.FT.	SEE NEEDS & EQUIPMENT
	7	GENERAL STORAGE			144 SQ.FT.	PROVIDE STAGING AREA
	8	RECORD STORAGE		240 SQ.FT.	312 SQ.FT.	SECURE / FIRE PROOF
	9	VAULT STORAGE		360 SQ.FT.	468 SQ.FT.	SECURE / FIRE PROOF
	10	ARCHIVE STORAGE		288 SQ.FT.	375 SQ.FT.	SECURE / FIRE PROOF

DEPARTMENT INTERACTION:
COUNTY CLERK SUPERVISOR OF ASSESSMENTS I.T. AUDITORS

SPECIAL NEEDS / EQUIPMENT:
30 FILE CABINETS WITH COUNTERTOP (TRANSACTIONS) CASHIER COUNTER / 2 CAGES (TAXES) 4 DESKS/CUBICLES WITH SHARED LAY OUT SPACE 2 LARGE LAYOUT TABLES FOR PUBLIC VIEWING 12 LEGAL SIZE FILE CABINTS COMPUTER STATION FOR PUBLIC VIEWING PLAT MAP STORAGE (3'X6') COUNTER WITH MAIL SLOT BOXES (TAX FORMS) STORAGE CABINETS (GENERAL) RECORD STORAGE VAULT ARCHIVE STORAGE (OLD TAXES)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: VETERANS ASSISTANCE COMMISSION
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	DIRECTOR	TODD HARLOW		169 SQ.FT.	
	2	ADMIN. ASSISTANT	PRISCILLA TOLIVER	36 SQ.FT.	81 SQ.FT.	
	3	STORAGE			81 SQ.FT.	
	4	FILE ROOM			169 SQ.FT.	

DEPARTMENT INTERACTION:

SPECIAL NEEDS / EQUIPMENT:
 COMPUTER(S)
 PRINTER(S)
 FAX MACHINE(S)
 TELEPHONE(S)
 CALCULATOR(S)
 COPIER(S)
 FILE CABINETS (672 Inches)

**ROCK ISLAND COUNTY
FACILITY STUDY / REPORT
SPACE SUMMARY**

DEPARTMENT: ZONING
CONTACT: JAMES BOHNSACK
TITLE: COUNTY BOARD CHAIRMAN
BACKUP CONTACT: SHELLY CHAPMAN

DEPT.	#	SPACE	NAME	EXIST.	PROG.	REMARKS
	1	DIRECTOR	RAY NEES		169 SQ.FT.	
	2	BUILDING INSPECTOR	MATT ALBERTS	36 SQ.FT.	81 SQ.FT.	
	3	BUILDING INSPECTOR	BENIS MESICK	36 SQ.FT.	81 SQ.FT.	
	4	ZONING INSPECTOR	GREG THORPE	36 SQ.FT.	81 SQ.FT.	
	5	ZONING COORDINATOR	BESSIE FOSTER	36 SQ.FT.	81 SQ.FT.	
	6	PUBLIC AREA			200 SQ.FT.	
	7	COUNTER AREA			150 SQ.FT.	PERMIT FILING
	8	MAPS			324 SQ.FT.	
	9	STORAGE			144 SQ.FT.	SUPPLIES

DEPARTMENT INTERACTION:
G.I.S.
HEALTH DEPT.

SPECIAL NEEDS / EQUIPMENT:
COMPUTER(S)
PRINTER(S)
FAX MACHINE(S)
TELEPHONE(S)
CALCULATOR(S)
COPIER(S)
MAPS
CASH REGISTER
FILE CABINETS



Option 2 – Rehabilitation of Existing

There are two primary and one secondary facility that would require extensive rehabilitation to meet the current code requirements. They are the Courthouse, the Administration building and the Adult Probation Services. All are buildings that are well beyond their life cycle and have major and significant issues complying with modern codes and requirements such as; Americans with Disabilities Act (ADA), life safety requirements, fire sprinkler, all current codes for indoor air quality, current energy use codes for heating, lighting and windows and the current minimum courtroom standards in the State of Illinois.

In order to provide compliance, all three of these buildings would require a complete interior and exterior renovation. This would require approximately 12 – 16 months for the Office and Courthouse and 6 – 8 months for the Adult Probation. Due to the extensive nature of this renovation, it is not feasible to occupy these buildings while they undergo renovation. As a result, there would need to be temporary facilities available for these to be relocated to during the renovation.

Lastly, there is a significant question that remains, which is the feasibility of the Courthouse to be rehabilitated to comply with Minimum Courtroom Standards in the State of Illinois. This would need to be determined before undertaking. This is due to the current size of the courtrooms and the standards now established by the Illinois Supreme Court. There is doubt those functions could be accommodated in the current building, and there would need to be an addition to the building in order to meet those standards and accommodate all court related activities. We have included a budget for the anticipated additional square footage anticipated of approximately 20,000 square feet.

The following represents a cost summary to rehabilitate the three facilities. These are based on current costs to complete renovations consistent with buildings of this age and life cycle. Examples of those are enclosed.

ADVOCATES
FROM CONCEPT
TO COMPLETION



Option 2 – Rehabilitation of Existing

1. Courthouse (Renovate and Addition)	\$19,899,954
• Renovate 73,853 square feet at \$218/s.f. = \$16,099,954	
• Additional space for support 20,000 square feet at \$190/s.f. = \$3,800,000	
2. Administrative Office Building	\$15,087,870
• Renovate 71,847 square feet at \$210/s.f. (the entire building is 89,724 square feet, less 17,877 square feet of attic)	
3. Adult Probation (Ostrum Hall)	\$ 824,360
• Renovate 4,456 square feet at \$185	
4. Design Fees	<u>\$ 2,453,652</u>
Subtotal for Rehabilitation and three buildings	\$38,265,836
5. Contingency 7%	<u>\$ 2,678,609</u>
6. Total	\$40,944,445
Cost of Temporary Facilities and additional space requirements for new construction (unknown)	
• Rental	
• Moving	

The attached illustrates sample buildings of comparable age, complexity and quality that have been renovated in the area to provide a sense for quality. In addition, we have also included a recent renovation to the Federal Courthouse in Davenport which was used as a cost model for the Courthouse renovation.

ADVOCATES
FROM CONCEPT
TO COMPLETION



Federal Courthouse Renovation Davenport, Iowa

OWNER:

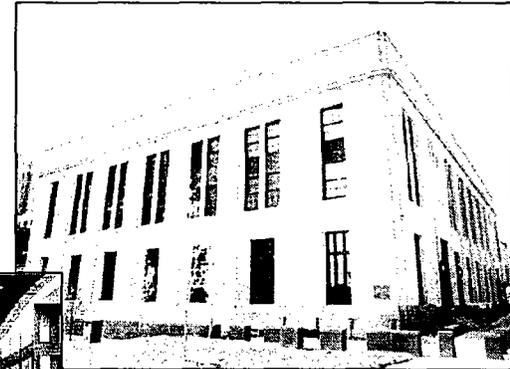
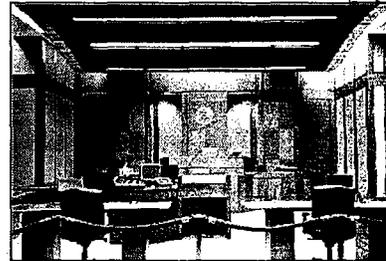
General Services Administration
Kansas City, Kansas

ARCHITECT:

General Services Administration
Kansas City, Kansas

DESCRIPTION:

Complete renovation of historic court house in downtown Davenport worth approximately \$14 Million. GSA chose Estes Construction due to our cost control measures, superior pricing in local market, and ability to deliver the project on schedule.



"The challenges that renovating a 1933 courthouse on the National Historic Register brought out required that Estes Construction and their subcontractors provide alternative solutions to mechanical, electrical and plumbing requirements due to existing conditions. The required high quality finishes inside the building and the detail streetscapes on the exterior of the building required close coordination and skilled craftsmen to provide the quality finished product. The dedication Estes provided to the project was shown by their level of involvement."

- Michael Scarbrough
GSA

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Redstone Office Building Davenport, Iowa

CO-OWNERS:

Kaizen Company of America
Davenport, Iowa

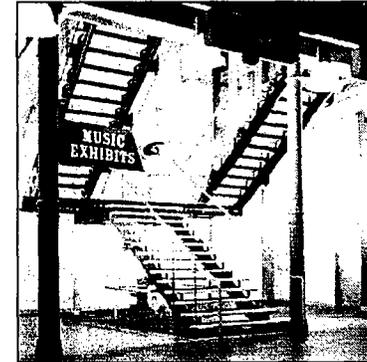
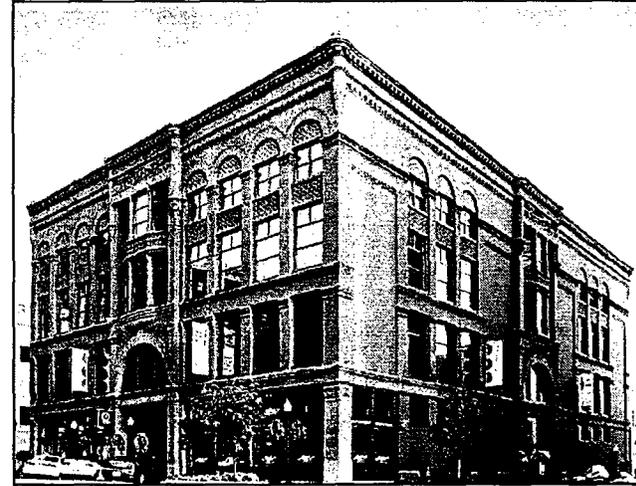
DavenportOne
Davenport, Iowa

ARCHITECT:

Scholtz-Gowey-Gere-Marolf Architects
Davenport, Iowa

DESCRIPTION:

Self-performed all structural demolition, concrete, rough and finish carpentry for this historic downtown Davenport landmark. Originally built in 1892, this 80,000 square foot building required extensive demolition and complex historic renovation. The Redstone has 32,000 square feet of office space, 16,000 square feet of museum and convention area and 32,000 square feet of food, beverage, nightlife and retail space. Renovation was completed on an extremely compact downtown site.



**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Quad City Bank & Trust

Velie Mansion
Moline, Illinois

OWNER:

Quad City Bank & Trust
Davenport, Iowa

ARCHITECT:

Gere/Dismer Architects
Rock Island, Illinois

DESCRIPTION:

Completely renovated and restored the historic landmark building of 36,000 square feet. The mansion was previously a restaurant and was converted to a Class A office building and banking facility. Extensive historic renovation performed to restore interior and exterior detailing. Project size was \$4,750,000, in 1998, and was completed within budget and schedule.



ADVOCATES
FROM CONCEPT
TO COMPLETION



Augustana Carlsson Hall Rock Island, Illinois

OWNER:

Augustana College
Rock Island, Illinois

ARCHITECT:

BLDD Architects
Decatur, Illinois

DESCRIPTION:

Selected to perform major renovation of an existing residence hall, constructed in the 1930's, into offices and meeting areas. Complex historic features and structure required close coordination and planning as well as the building location which is in the heart of the campus.



"I cannot express enough how well this project has gone. We all get along so well! None of us have held anyone up for the project and therefore it has run quite smoothly. Carlsson is a beautiful old building that has just been resurrected in fine style."

- Sharon Cramer, MPA
Augustana College

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Augustana College – Old Main Rock Island, Illinois

OWNER:

Augustana College
Rock Island, Illinois

ARCHITECT:

BLDD Architects
Decatur, Illinois

DESCRIPTION:

Renovation of the exterior of the building required close coordination to accomplish as the building was occupied and in use. Student safety, noise management and dust control were essential to closely coordinate with Augustana and not disrupt classroom and occupancy. This included scaffolding the entire building while maintaining access and protecting people and property. Aspects of the work included tuck pointing, stone repair, stone cleaning, application of water repellent, preparation and painting of all exterior painted surfaces, replacement of gutters and downspouts, replacement of existing shingle roof, replacement of existing dome roofs with pre-patina copper on the domes, replacement of existing cladding on balustrades, cornices, finials, columns, installation of new windows, and the replacement of existing sheathing and structure that is deteriorated. The existing aluminum windows were replaced.



ADVOCATES
FROM CONCEPT
TO COMPLETION



Caxton Block Building Davenport, Iowa

OWNER:

Kaizen Company of America, L.C.
Davenport, Iowa

ARCHITECT:

Shive Hattery Architects & Engineers
Moline, Illinois

DESCRIPTION:

Selected to renovate the historic, 96-year-old Caxton Block Building into an office building with Class A office space, ample parking, and a link to Moline's downtown and a waterfront recreation trail. The second floor features a two-story, 45-foot-high glass atrium that brings in natural light. Curved walls along the main corridor reinforce a feeling of motion.

Exterior improvements include masonry restoration and tuckpointing, new energy-efficient windows, new mechanical and electrical systems. A brick canopy on the east side was designed to match the original building.



**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Coe College – Voorhees Hall Cedar Rapids, Iowa

OWNER:

Coe College
Cedar Rapids, Iowa

ARCHITECT:

Vantage Point
Cedar Rapids, Iowa

DESCRIPTION:

Estes Construction was selected as Construction Manager Constructor. Performed pre-construction services for renovation of a 55,000 square foot, Circa 1920 facility to house 180 students. Projected cost of \$3,600,000 for renovation, with all restoration compressed to a 100-day schedule to be performed during unoccupied summer months. This was accomplished through extensive pre-construction planning, extensive early cost identification and schedule analysis, and carefully scheduled shift-work.



**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Option 3 – Convert QCIC Building

The County was approached by Scott Christiansen with an unsolicited proposal to convert Building 42 of QCIC into a consolidated facility for the County. At the request of the County, Estes worked with Mr. Christiansen during a four month period to analyze how the square footage program needs identified in Option 1 – New Courthouse could be accommodated into Building 42. Estes worked closely with Mr. Christiansen and his architect, SGGM of Rock Island, to determine a design and cost concept. Those are included herein.

Enclosed are the concepts developed by SGGM and the related costs for the QCIC Building. The QCIC Building program is approximately 172,000 square feet, as compared to the current total facility size for the four, which is approximately 150,000 square feet. This program includes consolidation of the Adult Probation, the County Administration and the Courthouse requirements to meet the minimum standards for Courtrooms in the State of Illinois.

The cost summary also includes all costs for land, financing, design and other soft costs, which were determined by Mr. Christiansen. These costs represent the cost of a lease or turnkey project for the County.

Estes did not evaluate the annual cost of occupancy or leasing, only the total project cost, similar to the options 1 and 2.

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



Executive Summary

Q-C Industrial Center Feasibility Study
Order of Magnitude Budget
April 18, 2012

Feasibility Study Overview

This study in part is based on a visual non-destructive inspection to identify the existing conditions and provide an opinion of probable costs to perform the necessary repairs and renovations on the specific facilities in this report. The inspection included an interview with the building developer, LRC, to provide known information and assumptions which have been used in preparing this report.

Our report will serve as a beginning baseline for your use to identify and create short term and potentially long term plans to complete the project renovation. The suggested recommendations and associated opinion of costs should be used for project feasibility and budget purposes only. Upon further investigation and design, variations in the solutions and actual costs may vary from those indicated in this report. This should be expected. We would suggest Estes Construction be retained during the discovery and design phase to further define the appropriate solution and associated costs.

Feasibility Study Elements

Estes was asked to evaluate the existing facility located at 350 44th Street in Rock Island, Illinois. The building is part of the original Farmall Plant known as Building 42.

Building 42 is an existing 4-story steel and concrete structure with mostly insulated and non-insulated metal panel siding. A building floor plan with general room locations was provided for our use. This indicates a building size of 520 ft x 88 ft. Including stair & elevator bump-outs, the building footprint measures approximately 48,126 square feet. The total footage for all floors is approximately 192,504 square feet. The floor-to-floor height is approximately 16 feet and approximately 14 feet clear to obstruction. The roofing system was replaced only a year ago and is in good shape. The existing stair components appear to be usable with the new use. Elevators were not operated during the visit. The building has electrical power, but a new service is anticipated to be required.

ADVOCATES
FROM CONCEPT
TO COMPLETION





Executive Summary

Q-C Industrial Center Feasibility Study
Order of Magnitude Budget
April 18, 2012

For the purpose of completing these budgets, conceptual plans and perspectives prepared by SGM Architects were used to provide a baseline concept of the renovations. Copies of these are included later in this report.

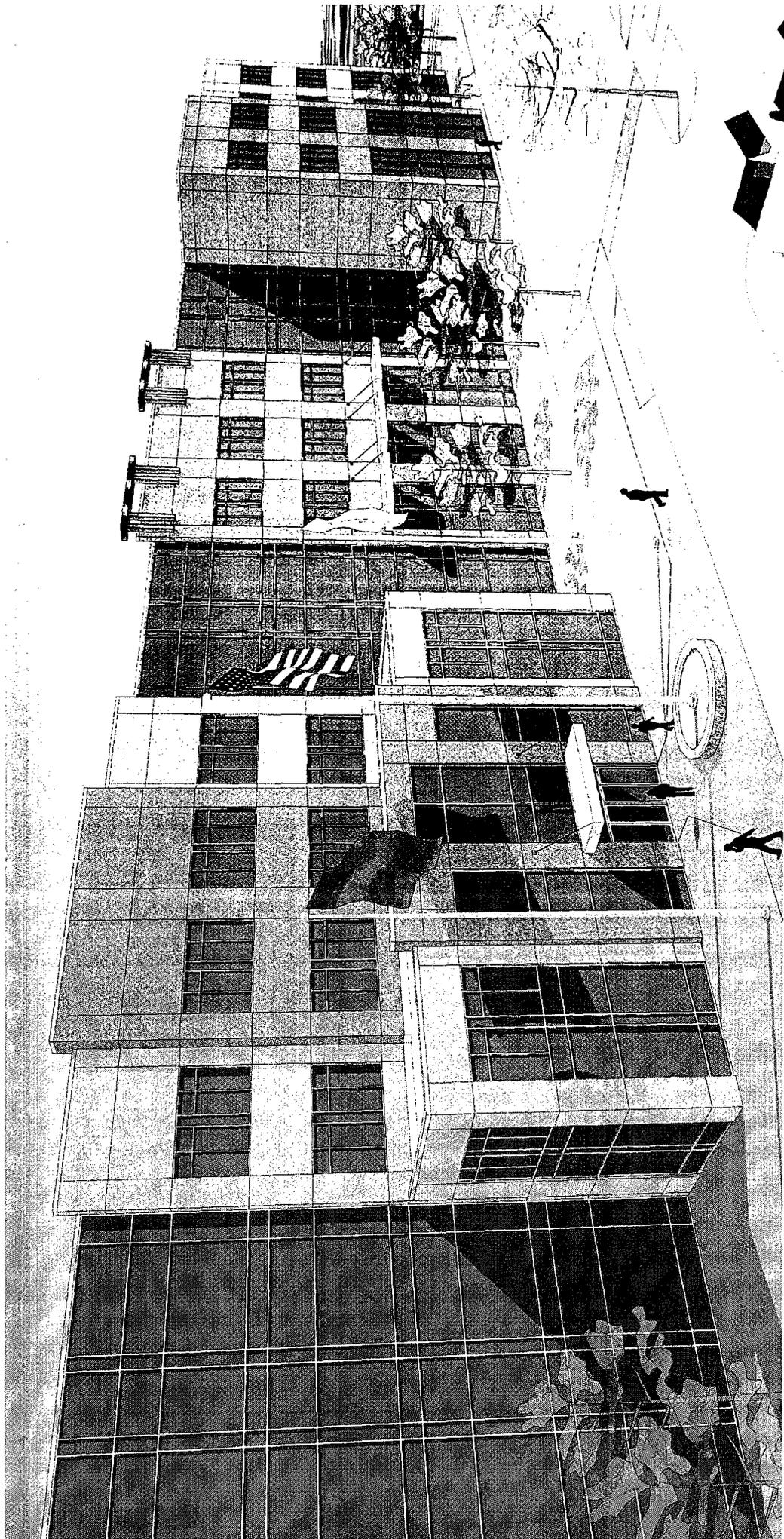
Probable Cost Range

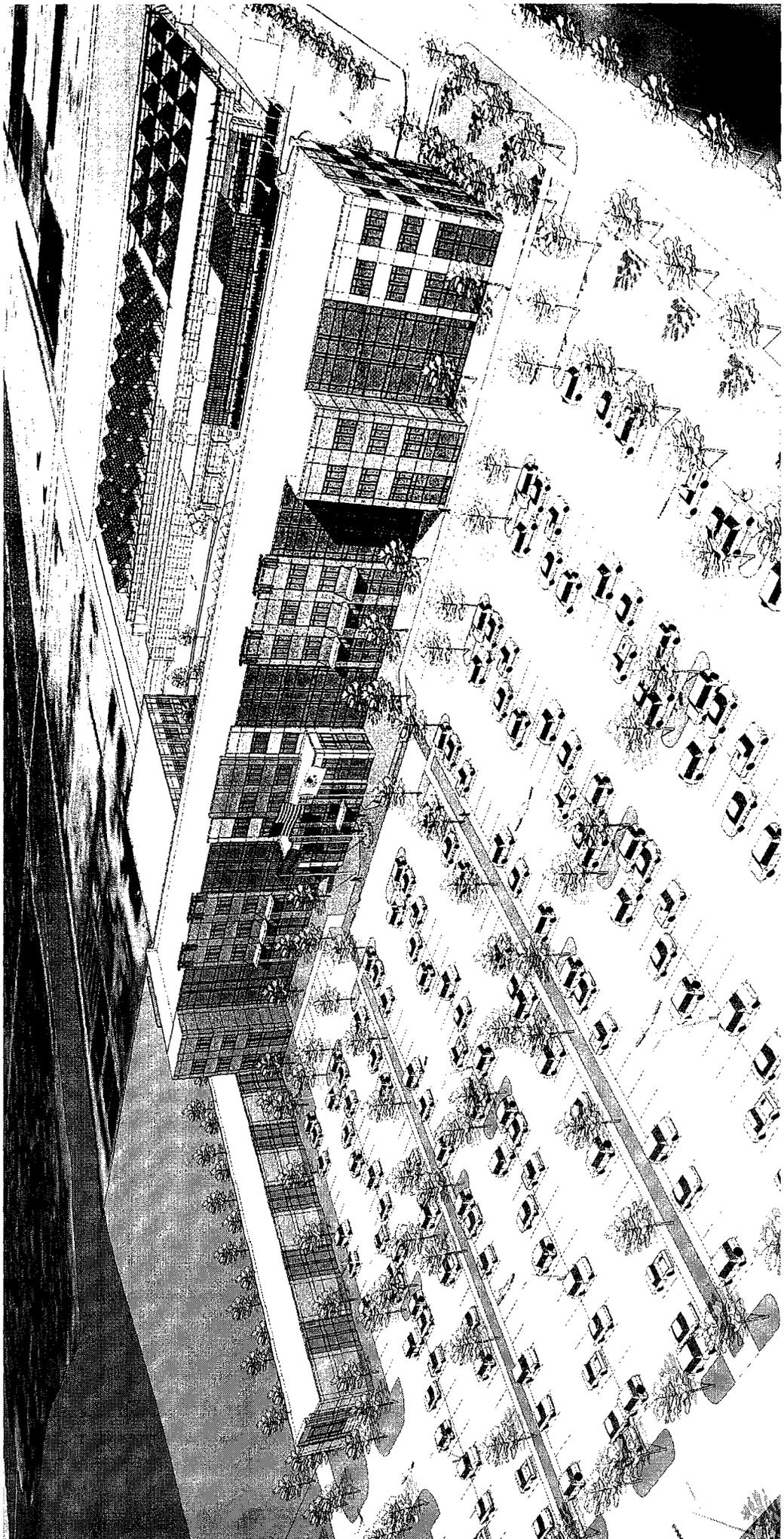
The following budget provides a range of expected costs. Actual costs shall depend on design elements, size, systems and date when actual construction occurs. The values indicated are based on 2012 construction costs. Although we cannot predict what actual inflation rates may be in the future, based on the last five year history, a construction inflation rate of 5% per year has been the average. If plans are made to be long range, we would suggest an inflation factor be included when evaluating probable costs for future years.

The opinions of costs that follow in this report include items required for construction and renovation including contractor fees and reimbursables. Design fees, design reimbursables, contingencies, fixtures, furnishings and equipment financing, land and building costs are all included in this budget. The following is a summary of the probable costs identified. Further detail follows.

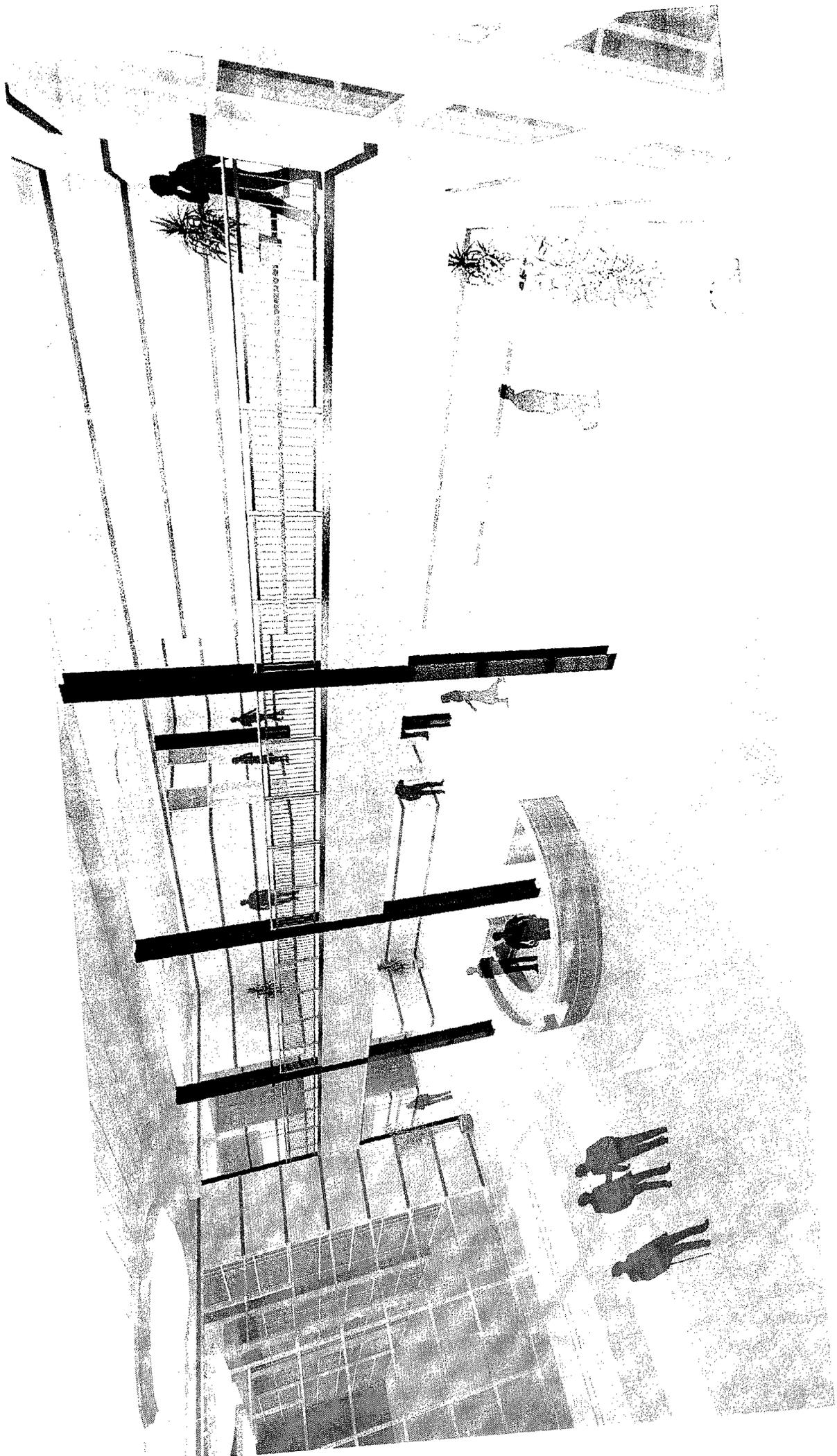
**ADVOCATES
FROM CONCEPT
TO COMPLETION**

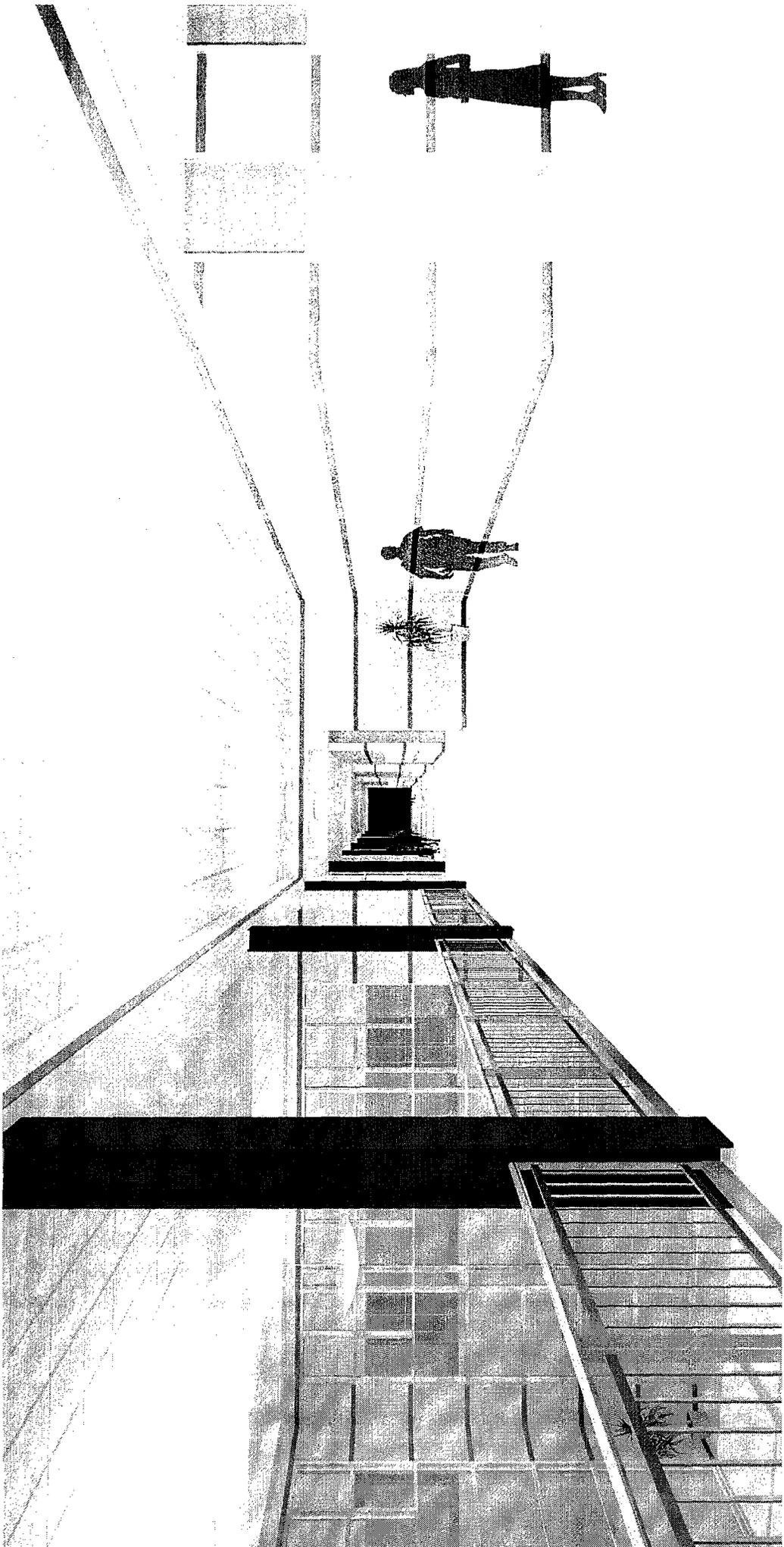


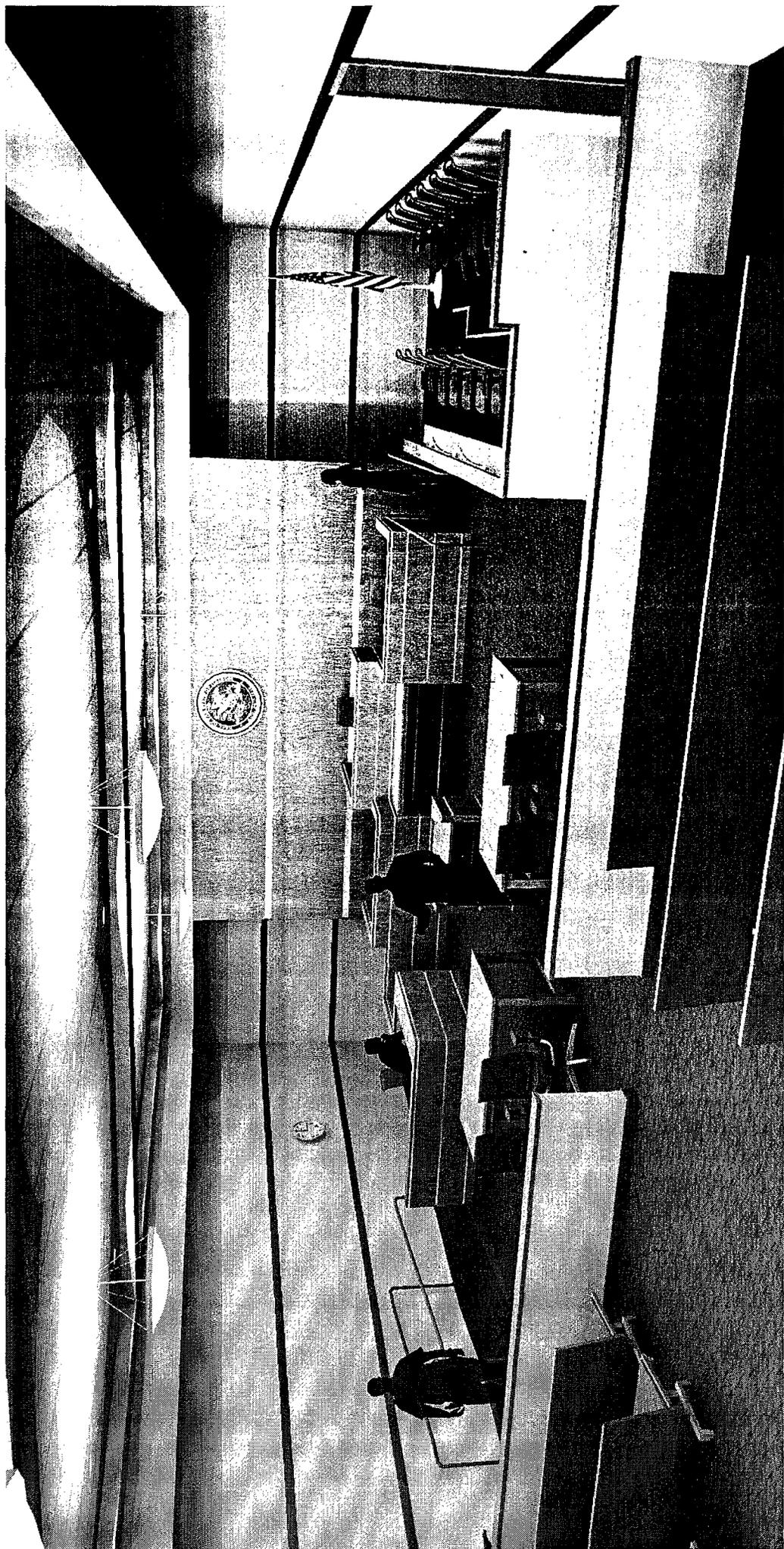


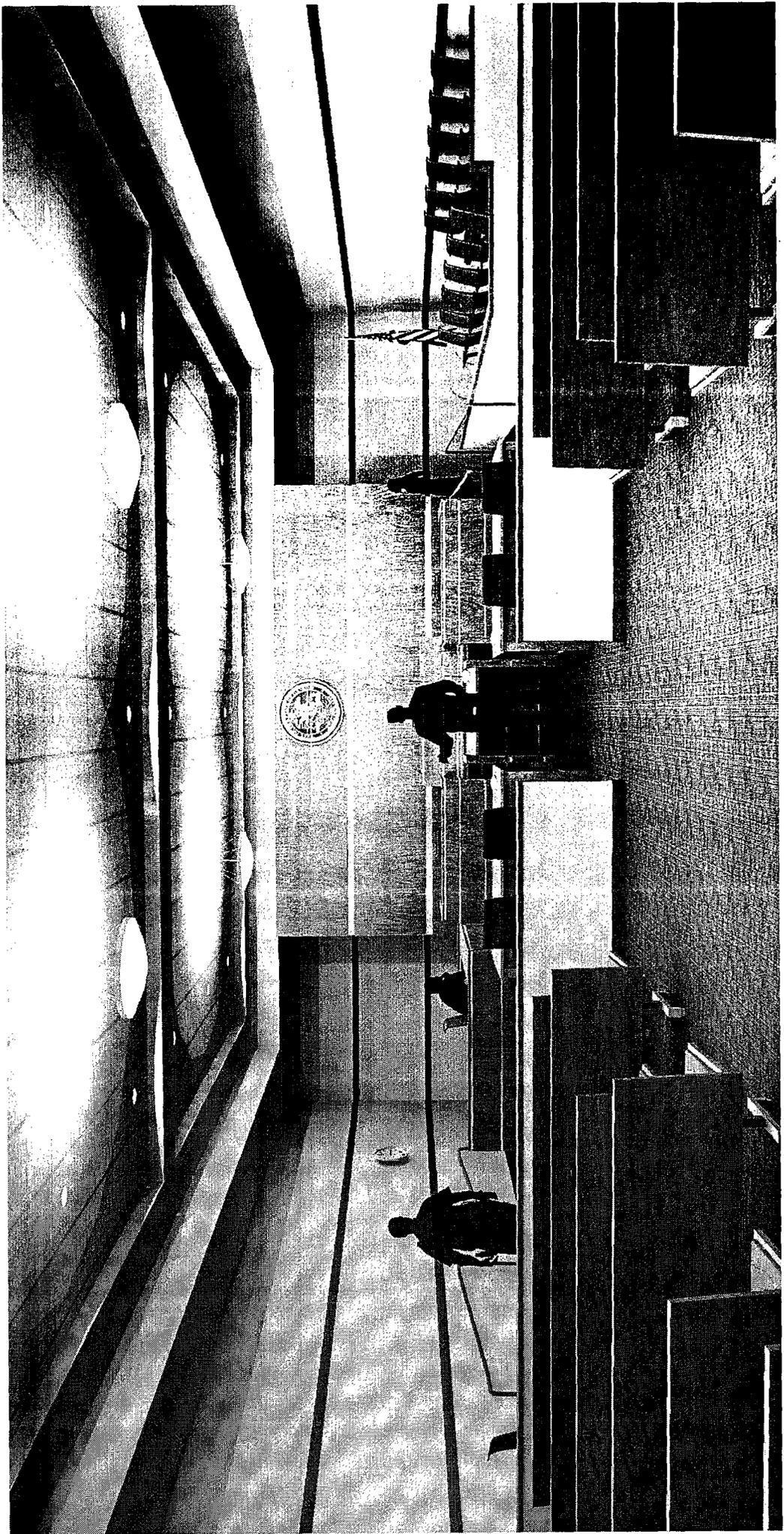


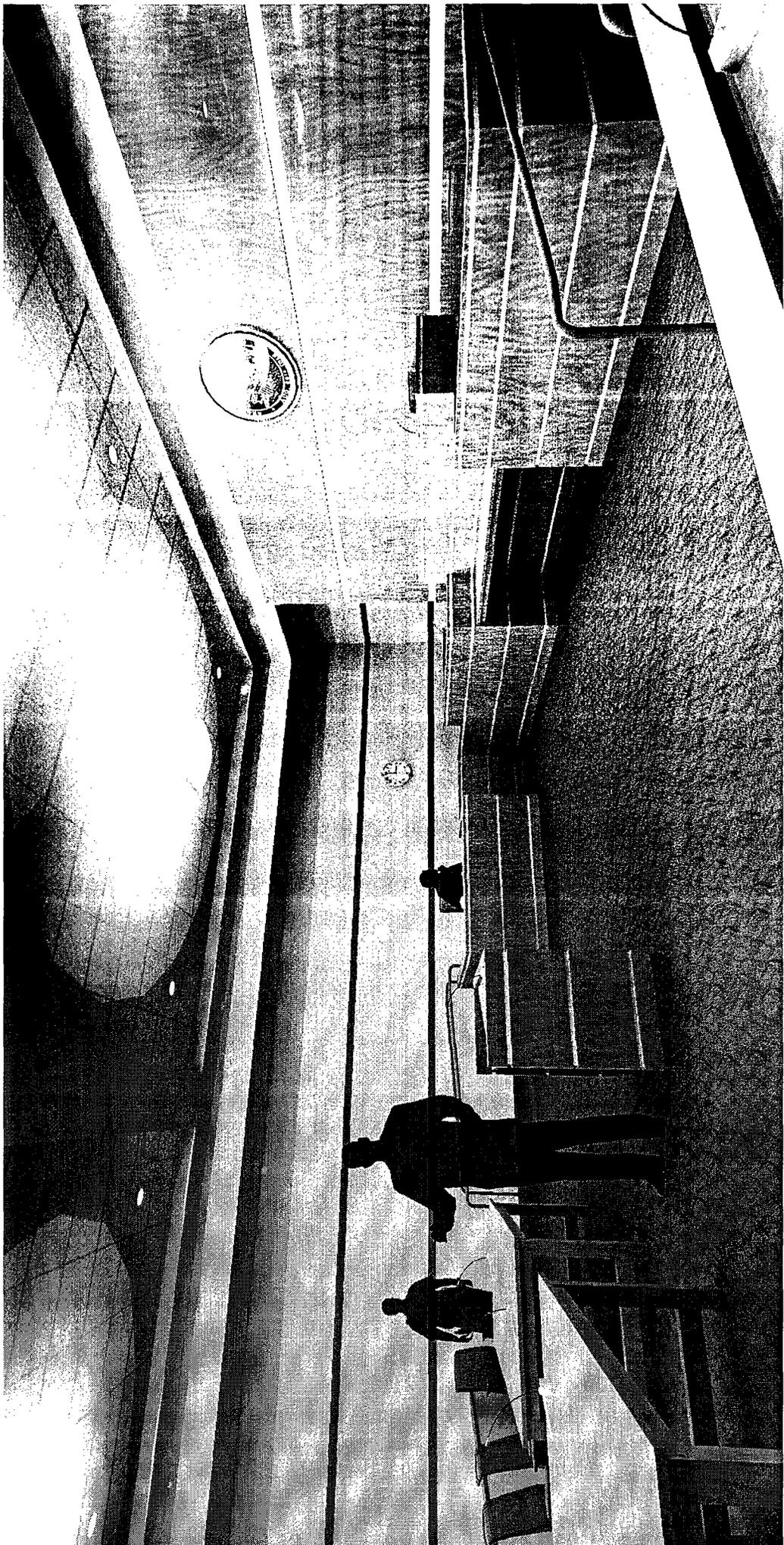


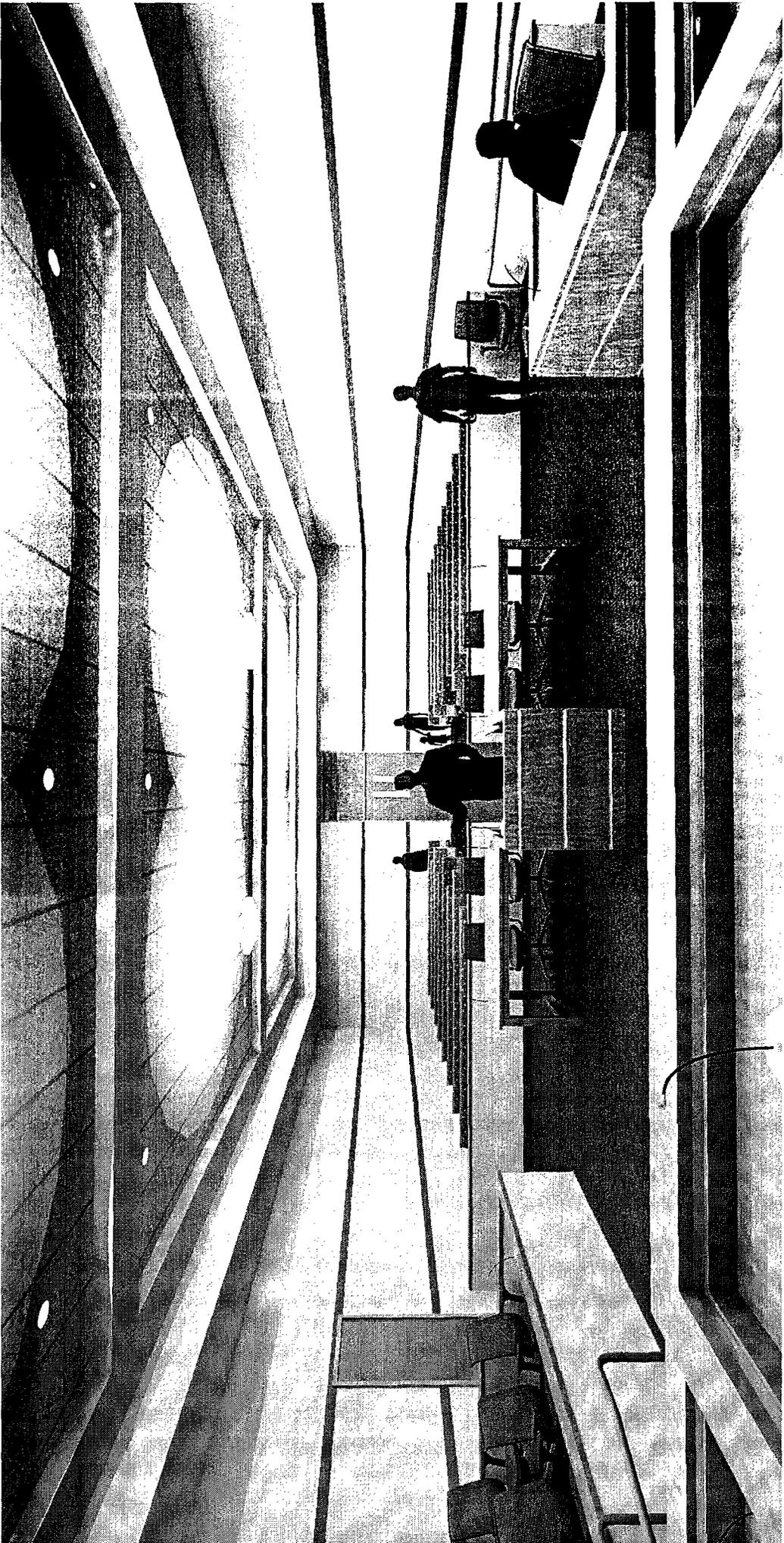














Budget Summary

Description	Size	Construction Costs	Other Costs	Total Costs	Total Cost/SF
Building 42 4-Story Shell Renovation	172,000 SF	18,893,091	1,336,686	20,229,778	117.61
Building 42 Entry Addition	4,800 SF	1,081,349	73,856	1,155,205	240.67
Parking Garage Shell and Interior	18,000 SF	1,151,434	91,827	1,243,260	69.07
Totals	194,800 SF	21,125,874	1,502,369	22,628,243	116.16

Description	Size	Construction Costs	Other Costs	Total Costs	Total Cost/SF
Building 42 4-Story Tenant Improvements	192,504 SF	10,977,445	952,842	11,930,287	61.97

TOTAL COSTS	\$ 34,558,530.00
Less:	
-Building 42 Entry	(1,155,205.00)
-Parking Garage	(1,243,260.00)
	<u><u>\$ 32,160,065.00</u></u>

Allocation of Costs for Tenant Improvements

- Courthouse/Courtrooms 60% (\$7.1M)
- Office Areas 40% (\$4.8M)



Building 42 4-Story Building Shell Renovation

192,504 total square feet

Description	Size	Budget Cost	Remarks
A) Substructure	172,000 SF	\$84,375	\$0.49 per square foot
Foundations	0 SF	0	Standard concrete footing & foundation walls to frost depth
Special Foundations	0 EA	0	Auger-cast concrete piles, caissons, deep foundation system
Slabs-On-Grade	9,000 SF	84,375	Slab replacement for new underground plumbing
Basement Construction	0 SF	0	Basement excavation & basement walls
B) Shell	172,000 SF	\$5,850,074	\$34.01 per square foot
Floor Construction	172,000 SF	481,260	Floor topping & overlay
Roof Construction	0 SF	0	Roof structure construction
Exterior Walls	57,580 SF	3,598,750	Exterior wall construction, exterior finish
Exterior Openings	15,728 SF	1,755,025	Exterior doors & windows based on elevations
Roofing	48,126 SF	15,039	Roof patching for new construction. Existing new roof
C) Interiors	172,000 SF	\$1,319,090	\$7.67 per square foot
Interior Partitions	3,349 LF	535,840	Interior partition construction for commons & core areas
Interior Openings	1,296 SF	108,000	Interior doors for shell area at 12 each per floor
Stairs	3 EA	125,250	Existing stair restoration & stair finishes, one new stair
Specialties	40,000 SF	100,000	Toilet partition, toilet accessories, fire extinguishers for shell
Interior Finishes	40,000 SF	450,000	Wall finishes, floor finishes & ceiling finishes at commons
D) Services	172,000 SF	\$6,474,750	\$37.64 per square foot
Conveying	3 EA	375,000	Removal & replacement with new 4-stop passenger elevator
Plumbing	40,000 SF	342,250	Rest room fixtures, water distribution & sanitary waste systems
HVAC	172,000 SF	3,437,500	Energy supply, heat generation & cooling
Fire Protection	172,000 SF	492,500	Fire sprinkler system with fire pump, standpipes & specialties
Electrical	172,000 SF	1,827,500	Service & distribution
E) Equipment & Furnishings	172,000 SF	\$12,500	\$0.07 per square foot
Equipment	0 EA	0	Audio-visual and other special equipment
Furnishings	4,800 SF	12,500	Rest room millwork with two per floor
F) Special Construction	172,000 SF	\$806,250	\$4.69 per square foot
Special Construction	0 SF	0	Special structures, integrated construction & special systems
Selective Demolition	172,000 SF	806,250	Selective building element demolition
Hazardous Abatement	0 SF	0	Lead, asbestos, mold remediation not included





Building 42 4-Story Building Shell Renovation **192,504 total square feet**

G) Building Site Work	172,000 SF	\$1,278,894	\$7.44 per square foot
Site Clearing	300,000 SF	93,750	Site clearing & site element demolition
Site Earthwork	300,000 SF	56,250	Site grading, cut, fill, finish grading
Pedestrian Paving	4,100 SF	25,625	Concrete sidewalks
Traffic Paving	178,305 SF	668,644	Existing paving overlay
Landscaping	79,000 SF	148,125	Landscaping, plantings, planting beds, grass
Site Improvements	1,600 SF	56,250	Entry plaza construction
Site Mechanical Utilities	1,000 LF	75,000	Water supply, sanitary sewer & storm sewer systems
Site Electrical Utilities	1,000 LF	86,250	Electrical distribution, site lighting & other site electrical
Roadway Paving	6,900 SF	69,000	Road between buildings & other access points
H) Other Construction Costs	172,000 SF	\$2,073,197	\$12.05 per square foot
General Requirements	5.00%	791,297	Administrative, quality controls, temporary facilities & controls
Winter Construction	0.00%	0	Exterior construction during winter season, heat, shelters
Temporary Utilities	0.50%	79,130	Electricity, gas, water, services for construction
Builder's Risk Insurance	0.25%	39,565	Premium for property insurance during construction
Allowances	0 EA	0	Specific component allowances
Contingencies	7.00%	1,163,206	Design & construction contingencies
Subtotal		\$17,899,130	
Material & Labor Escalation	0.00%	0	Budgets based on 2012 construction.
CM Reimburse & Insurance	1.25%	223,739	
Construction Mgmt. Fee	4.25%	770,222	
Total Construction Budget		\$18,893,091	\$109.84 per square foot





Building 42 4-Story Building Shell Renovation

192,504 total square feet

Other Costs

Description	Value	Budget Cost	Remarks
A) Design Services	172,000 SF	\$1,228,051	\$7.14 per square foot
Architect/Engineering Fees	6.00%	1,133,585	Architectural, civil, mechanical, electrical & structural
A&E Reimbursables	0.25%	47,233	Plan reproduction, distribution & other reimbursables
Energy Modeling	0.00%	0	
LEED Certification	0.00%	0	
Site Survey	0.15%	28,340	
Soil Borings/Geotec Report	0.10%	18,893	
Design Consultants	0.00%	0	
Acoustical			
Geothermal			
Interior Design			
Other Special Consultant			
B) Fixtures Furnishings & Equip	172,000 SF	\$0	\$0.00 per square foot
Administrative			
Computers, Data & Cabling	x		
Food Service Equipment			
Security, Closed Circuit TV	x		
Signage	x		
Window Treatments	x		
A) Other Costs	172,000 SF	\$108,635	\$0.63 per square foot
Construction Testing	0.15%	28,340	Concrete, earthwork, compaction, masonry & steel
Regulatory Approval	0.43%	80,296	
Building Permit Fees	x		
Plan Review Fees	x		
Total Other Costs Budget		\$1,336,686	\$7.77 per square foot



Bldg 42 Entry Additions

4,200 total square feet

Description	Size	Budget Cost	Remarks
A) Substructure	4,800 SF	\$73,500	\$15.31 per square foot
Foundations	800 SF	51,000	Standard concrete footing & foundation walls to frost depth
Special Foundations	0 EA	0	Auger-cast concrete piles, caissons, deep foundation system
Slabs-On-Grade	2,400 SF	22,500	Standard concrete building slabs
Basement Construction	0 SF	0	Basement excavation & basement walls
B) Shell	4,800 SF	\$392,156	\$81.70 per square foot
Floor Construction	2,400 SF	42,000	Floor structure construction
Roof Construction	2,400 SF	31,500	Roof structure construction
Exterior Walls	2,385 SF	149,063	Exterior wall construction, exterior finish
Exterior Openings	2,375 SF	138,093	Exterior doors & windows
Roofing	2,400 SF	31,500	Roof covering & roof openings
C) Interiors	4,800 SF	\$120,600	\$25.13 per square foot
Interior Partitions	140 LF	33,600	Interior partition construction
Interior Openings	108 SF	9,000	Interior doors & windows
Stairs	0 EA	0	Stair construction & stair finishes
Specialties	0 SF	0	Markerboards, signage, lockers, toilet partitions, accessories
Interior Finishes	4,800 SF	78,000	Wall finishes, floor finishes & ceiling finishes
D) Services	4,800 SF	\$229,000	\$47.71 per square foot
Conveying	0 EA	0	Elevators, escalators, lifts & other conveying systems
Plumbing	2,400 SF	4,500	Roof drains, sump pits & pumps
HVAC	4,800 SF	137,500	Energy supply, heat generation, cooling, distribution & controls
Fire Protection	4,800 SF	15,000	Fire sprinkler systems, standpipes & specialties
Electrical	4,800 SF	72,000	Service, distribution, lighting, wiring, communications & security
E) Equipment & Furnishings	4,800 SF	\$48,000	\$10.00 per square foot
Equipment	0 EA	0	Other special equipment
Furnishings	4,800 SF	48,000	Casework, millwork & other furnishings
F) Special Construction	0 SF	\$18,000	#DIV/0! per square foot
Special Construction	0 SF	0	Special structures, integrated construction & special systems
Selective Demolition	4,800 SF	18,000	Selective building element demolition
Hazardous Abatement	0 SF	0	Lead, asbestos, mold remediation



Bldg 42 Entry Additions

4,200 total square feet

G) Building Site Work	0 SF	\$0	#DIV/0!	per square foot
Site Clearing	0 SF	0	0	Site clearing & site element demolition
Site Earthwork	0 SF	0	0	Site grading, cut, fill, finish grading
Pedestrian Paving	0 SF	0	0	Concrete sidewalks
Traffic Paving	0 SF	0	0	Concrete paving, asphalt paving, parking appurtenances
Landscaping	0 SF	0	0	Landscaping, plantings, planting beds, grass
Site Improvements	0 SF	0	0	Fences, retaining walls, irrigation
Site Mechanical Utilities	0 LF	0	0	Water supply, sanitary sewer & storm sewer systems
Site Electrical Utilities	0 LF	0	0	Electrical distribution, site lighting & other site electrical
Other Site Construction	0 LS	0	0	Service & pedestrian covers & other site systems
H) Other Construction Costs	4,800 SF	\$143,204	\$29.83	per square foot
General Requirements	5.00%	44,063		Administrative, quality controls, temporary facilities & controls
Winter Construction	0.00%	0		Exterior construction during winter season, heat, shelters
Temporary Utilities	0.50%	4,406		Electricity, gas, water, services for construction
Builder's Risk Insurance	0.25%	2,203		Premium for property insurance during construction
Allowances	0 EA	0		Specific component allowances
Contingencies	10.00%	92,532		Design & construction contingencies
Subtotal		\$1,024,460		
Material & Labor Escalation	0.00%	0		Costs are based on 2012 construction.
CM Reimburse & Insurance	1.25%	12,806		
Construction Mgmt. Fee	4.25%	44,084		
Total Construction Budget		\$1,081,349	\$225.28	per square foot



Bldg 42 Entry Additions

4,200 total square feet

Other Costs

Description	Value	Budget Cost	Remarks
A) Design Services	4,800 SF	\$67,584	\$14.08 per square foot
Architect/Engineering Fees	6.00%	64,881	Architectural, civil, mechanical, electrical & structural
A&E Reimbursables	0.25%	2,703	Plan reproduction, distribution & other reimbursables
Energy Modeling	0.00%	0	
LEED Certification	0.00%	0	
Site Survey	0.00%	0	
Soil Borings/Geotec Report	0.00%	0	
Design Consultants	0.00%	0	
Acoustical			
Geothermal			
Interior Design			
Other Special Consultant			
B) Fixtures Furnishings & Equip	4,800 SF	\$0	\$0.00 per square foot
Administrative			
Classroom	x		
Computers, Data & Cabling			
Food Service Equipment	x		
Library/Media Center	x		
Security, Closed Circuit TV	x		
Signage			
Window Treatments			
A) Other Costs	4,800 SF	\$6,272	\$1.31 per square foot
Construction Testing	0.15%	1,622	Concrete, earthwork, compaction, masonry & steel
Regulatory Approval	0.43%	4,650	
Building Permit Fees	x		
Plan Review Fees	x		
Total Other Costs Budget		\$73,856	\$15.39 per square foot





Parking Garage Shell and Interior

18,000 total square feet

Description	Size	Budget Cost	Remarks
A) Substructure	18,000 SF	\$0	\$0.00 per square foot
Foundations	0 SF	0	Standard concrete footing & foundation walls to frost depth
Special Foundations	0 EA	0	Auger-cast concrete piles, caissons, deep foundation system
Slabs-On-Grade	0 SF	0	Slab replacement for new underground plumbing
Basement Construction	0 SF	0	Basement excavation & basement walls
B) Shell	18,000 SF	\$294,188	\$16.34 per square foot
Floor Construction	0 SF	0	Floor topping & overlay
Roof Construction	0 SF	0	Roof structure construction
Exterior Walls	3,300 SF	14,438	Exterior wall construction patch and paint, infill at removed docks
Exterior Openings	4,800 SF	268,500	Four Exterior doors & windows based on six 600sqft areas
Roofing	18,000 SF	11,250	Roof patching only
C) Interiors	18,000 SF	\$106,350	\$5.91 per square foot
Interior Partitions	80 LF	9,600	Interior partition construction for commons & core areas
Interior Openings	54 SF	4,500	Two interior doors at office and restroom
Stairs	0 EA	0	Existing stair restoration & stair finishes
Specialties	18,000 SF	2,250	Toilet partition, toilet accessories, fire extinguishers for shell
Interior Finishes	18,000 SF	90,000	Paint walls and exposed ceilings
D) Services	18,000 SF	\$321,250	\$17.85 per square foot
Conveying	2 EA	0	Removal & replacement with new 4-stop passenger elevator
Plumbing	0 SF	0	Rest room fixtures, water distribution & sanitary waste systems
HVAC	18,000 SF	175,000	Exhaust system and CO2 sensors for vehicle exhaust
Fire Protection	18,000 SF	11,250	Fire sprinkler system adding additional heads
Electrical	18,000 SF	135,000	Add general lighting for parking area
E) Equipment & Furnishings	18,000 SF	\$0	\$0.00 per square foot
Equipment	0 EA	0	Audio-visual and other special equipment
Furnishings	0 SF	0	Rest room millwork with two per floor
F) Special Construction	18,000 SF	\$101,250	\$5.63 per square foot
Special Construction	0 SF	0	Special structures, integrated construction & special systems
Selective Demolition	8,100 SF	101,250	Selective building demo on North and West walls
Hazardous Abatement	0 SF	0	Lead, asbestos, mold remediation not included





Parking Garage Shell and Interior

18,000 total square feet

G) Building Site Work	18,000 SF	\$50,050	\$2.78 per square foot
Site Clearing	23,600 SF	7,375	Site clearing & site element demolition
Site Earthwork	23,600 SF	4,425	Site grading, cut, fill, finish grading
Pedestrian Paving	0 SF	0	Concrete sidewalks
Traffic Paving	0 SF	0	Existing paving overlay
Landscaping	23,600 SF	14,750	Landscaping, plantings, planting beds, grass
Site Improvements	0 SF	0	Entry plaza construction
Site Mechanical Utilities	100 LF	7,500	Water supply & sanitary sewer systems
Site Electrical Utilities	0 LF	0	Electrical distribution & other site electrical
Roadway Paving	1,600 SF	16,000	Road between buildings & other access points
H) Other Construction Costs	18,000 SF	\$209,978	\$11.67 per square foot
General Requirements	7.00%	61,116	Administrative, quality controls, temporary facilities & controls
Winter Construction	0.00%	0	Exterior construction during winter season, heat, shelters
Temporary Utilities	0.75%	6,548	Electricity, gas, water, services for construction
Builder's Risk Insurance	0.25%	2,183	Premium for property insurance during construction
Allowances	0 EA	0	Specific component allowances
Contingencies	15.00%	140,131	Design & construction contingencies
Subtotal		\$1,083,065	
Material & Labor Escalation	0.00%	0	Budgets based on 2012 construction.
CM Reimburse & Insurance	1.25%	13,538	
Construction Mgmt. Fee	5.00%	54,830	
Total Construction Budget		\$1,151,434	\$63.97 per square foot





Parking Garage Shell and Interior

18,000 total square feet

Other Costs

Description	Value	Budget Cost	Remarks
A) Design Services	18,000 SF	\$85,206	\$4.73 per square foot
Architect/Engineering Fees	7.00%	80,600	Architectural, civil, mechanical, electrical & structural
A&E Reimbursables	0.25%	2,879	Plan reproduction, distribution & other reimbursables
Energy Modeling	0.00%	0	
LEED Certification	0.00%	0	
Site Survey	0.15%	1,727	
Soil Borings/Geotec Report	0.00%	0	
Design Consultants	0.00%	0	
Acoustical			
Geothermal			
Interior Design			
Other Special Consultant			
B) Fixtures Furnishings & Equip	18,000 SF	\$0	\$0.00 per square foot
Administrative			
Computers, Data & Cabling	x		
Food Service Equipment			
Security, Closed Circuit TV	x		
Signage	x		
Window Treatments	x		
A) Other Costs	18,000 SF	\$6,621	\$0.37 per square foot
Construction Testing	0.15%	1,727	Concrete, earthwork, compaction, masonry & steel
Regulatory Approval	0.43%	4,894	
Building Permit Fees	x		
Plan Review Fees	x		
Total Other Costs Budget		\$91,827	\$5.10 per square foot



Building 42 4-Story Building Tenant Improvements

192,504 total square feet

Description	Size	Budget Cost	Remarks
A) Substructure	192,504 SF	\$0	\$0.00 per square foot
Foundations	0 SF	0	Standard concrete footing & foundation walls to frost depth
Special Foundations	0 EA	0	Auger-cast concrete piles, caissons, deep foundation system
Slabs-On-Grade	0 SF	0	Standard concrete building slabs, special slabs & ramps
Basement Construction	0 SF	0	Basement excavation & basement walls
B) Shell	192,504 SF	\$0	\$0.00 per square foot
Floor Construction	0 SF	0	Floor topping & overlay
Roof Construction	0 SF	0	Roof structure construction
Exterior Walls	0 SF	0	Exterior wall construction, exterior finish
Exterior Openings	0 SF	0	Exterior doors & windows
Roofing	0 SF	0	Roof patching for new construction
C) Interiors	192,504 SF	\$4,699,025	\$24.41 per square foot
Interior Partitions	9,704 LF	1,261,520	Interior partition construction
Interior Openings	6,480 SF	540,000	Interior doors & windows
Stairs	0 EA	0	Stair restoration & stair finishes
Specialties	192,504 SF	120,315	Misc building specialties
Interior Finishes	170,904 SF	2,777,190	Wall finishes, floor finishes & ceiling finishes
D) Services	192,504 SF	\$3,365,660	\$17.48 per square foot
Conveying	0 EA	0	Elevators, escalators, lifts & other conveying systems
Plumbing	192,504 SF	150,000	Misc fixtures, water distribution & sanitary waste systems
HVAC	192,504 SF	1,531,250	Distribution & controls
Fire Protection	192,504 SF	120,315	Fire sprinkler systems extension & finish
Electrical	192,504 SF	1,564,095	Lighting, wiring, communications & security
E) Equipment & Furnishings	192,504 SF	\$1,130,650	\$5.87 per square foot
Equipment	1 EA	62,500	Other special equipment allowance
Furnishings	170,904 SF	1,068,150	Millwork and finish carpentry
F) Special Construction	192,504 SF	\$0	\$0.00 per square foot
Special Construction	0 SF	0	Special structures, integrated construction & special systems
Selective Demolition	0 SF	0	Selective building element demolition
Hazardous Abatement	0 SF	0	Lead, asbestos, mold remediation



Building 42 4-Story Building Tenant Improvements

192,504 total square feet

G) Building Site Work	192,504 SF	\$0	\$0.00 per square foot
Site Clearing	0 SF	0	Site clearing & site element demolition
Site Earthwork	0 SF	0	Site grading, cut, fill, finish grading
Pedestrian Paving	0 SF	0	Concrete sidewalks
Traffic Paving	0 SF	0	Concrete paving, asphalt paving, parking appurtenances
Landscaping	0 SF	0	Landscaping, plantings, planting beds, grass
Site Improvements	0 SF	0	Fences, retaining walls, irrigation
Site Mechanical Utilities	0 LF	0	Water supply, sanitary sewer & storm sewer systems
Site Electrical Utilities	0 LF	0	Electrical distribution, site lighting & other site electrical
Other Site Construction	0 SF	0	Pedestrian canopy construction
H) Other Construction Costs	192,504 SF	\$1,204,589	\$6.26 per square foot
General Requirements	5.00%	459,767	Administrative, quality controls, temporary facilities & controls
Winter Construction	0.00%	0	Exterior construction during winter season, heat, shelters
Temporary Utilities	0.50%	45,977	Electricity, gas, water, services for construction
Builder's Risk Insurance	0.25%	22,988	Premium for property insurance during construction
Allowances	0 EA	0	Specific component allowances
Contingencies	7.00%	675,857	Design & construction contingencies
Subtotal		\$10,399,924	
Material & Labor Escalation	0.00%	0	Costs are based on 2012 construction.
CM Reimburse & Insurance	1.25%	129,999	
Construction Mgmt. Fee	4.25%	447,522	
Total Construction Budget		\$10,977,445	\$57.02 per square foot





Building 42 4-Story Building Tenant Improvements

192,504 total square feet

Other Costs

Description	Value	Budget Cost	Remarks
A) Design Services	192,504 SF	\$686,090	\$3.56 per square foot
Architect/Engineering Fees	6.00%	658,647	Architectural, civil, mechanical, electrical & structural
A&E Reimbursables	0.25%	27,444	Plan reproduction, distribution & other reimbursables
Energy Modeling	0.00%	0	
LEED Certification	0.00%	0	
Site Survey	0.00%	0	
Soil Borings/Geotec Report	0.00%	0	
Design Consultants	0.00%	0	
Acoustical			
Geothermal			
Interior Design			
Other Special Consultant			
B) Fixtures Furnishings & Equip	192,504 SF	\$219,549	\$1.14 per square foot
Administrative			
Computer Data & Cabling	x		
Food Service Equipment			
Security, Closed Circuit TV	x		
Signage	x		
Window Treatments	x		
A) Other Costs	192,504 SF	\$47,203	\$0.25 per square foot
Construction Testing	0.00%	0	Concrete, earthwork, compaction, masonry & steel
Regulatory Approval	0.43%	47,203	
Building Permit Fees	x		
Plan Review Fees	x		
Total Other Costs Budget		\$952,842	\$4.95 per square foot





Option 4 – Remain Status Quo

This is the most challenging option to analyze. Currently the Courthouse, Administrative Building and the Adult Probation Facility are buildings that have significant issues due to their age and complete non-compliance with the American with Disabilities Act (ADA), Life Safety codes for egress, fire sprinklers, indoor air quality codes for employees, all current energy usage costs meeting the minimum courtroom standards in the State of Illinois and all practices for security and safety of employees and the general public. These buildings are also well past their life cycle in many areas and, as a result, will require substantial expenses in the future just to maintain operations.

This option originally was to contemplate the cost to the County that might be expected during the next twenty years. Due to the difficulty of precisely determining timeframes beyond ten years, only 10 years has been used as a timeframe.

The basis for this determination was the KJWW report completed in July of 2008 and a Facility Report by Estes. These assume the County will continue to utilize the facilities, while these improvements are made.

The biggest concern regarding this option is despite the costs outlined, the building will NOT comply with modern codes or minimum courtroom standards for State of Illinois. In 1992 the IJA Court Facilities Inspection Report identifies "the building should no longer be used as a Courthouse" (enclosed). These anticipated costs will not remedy any of the significant current deficiencies with Life Safety codes, fire sprinklers, indoor air quality, energy use codes or the minimum standards for Illinois courtrooms.

Any expenses incurred for the Courthouse and Administrative Building, short of an entire renovation, will not address these issues.

Due to the significant issues which must be addressed, this option is not recommended.

**ADVOCATES
FROM CONCEPT
TO COMPLETION**

DOCUMENT NAME: **IJA Court Facilities Inspection Report**

DATE REPORT CREATED: **July 10, 1992**

NUMBER OF PAGES IN THE REPORT: 12

WHO REQUESTED THE REPORT: Chief Judge O'Connor

SIGNIFICANCE: The Illinois Judges Association (IJA) has a standing committee on Court Facilities and Security. When requested by the Chief Judge of any Circuit, the committee will dispatch a team of Judges from around the state to inspect a court facility, assess its compliance with Supreme Court Standards and issue a written report containing recommendations.

The committee that drafted this report consisted of 5 Judges from outside the area who inspected the RICO Courthouse and concluded on page 12 of the report:

“The committee believes that although the present Rock Island courthouse may be remodeled into office spaces for use by county officials, the building should no longer be used as a court facility.”

REPORT OF THE OVERSIGHT COMMITTEE
ON COURT FACILITIES AND STANDARDS
INSPECTION OF THE ROCK ISLAND COURTHOUSE
JULY 10, 1992

Pursuant to a request from Chief Circuit Judge Jeffrey O'Connor, the Oversight Committee on Court Facilities and Standards, Illinois Judges Association, conducted an inspection of the Rock Island County Courthouse on July 10, 1992, to determine if the facility complied with the Supreme Court's Administrative Order on Courtroom Facilities as promulgated on May 23, 1968. The Inspection Team consisted of judges Rebecca R. Steenrod (Peoria County), Warren A. Sappington (Macon County), and John P. Shonkwiler (Piatt County), and retired Judges Richard E. Eagleton (Peoria County) and Alan W. Cargerman (Ogle County).

Rock Island County (population 148,723), together with Whiteside, Henry and Mercer Counties, constitutes the 14th Judicial Circuit.

The Rock Island County Courthouse, located in Rock Island, Illinois, was dedicated on March 13, 1887, and has since gone through several renovations. The courthouse was originally constructed with one large dome in the center and two smaller domes on each end of the building. In 1958, the domes were removed due to serious leaking, an elevator was added and various offices remodeled. In 1990, two traffic courtrooms were constructed on the first floor as at a cost of approximately \$300,000.

The courthouse contains three jury courtrooms (3N, 3S, and 2N); three non-jury courtrooms (3H, 1N, and 1C); and two traffic courtrooms located on the first floor. An additional courtroom is

located in the county jail across the street from the courthouse, and a squadroom in the jail is used as an overflow courtroom.

In addition to the courtrooms located in the Rock Island County Courthouse and jail, there are courtrooms in the courthouses of the three other counties of the circuit, and branch courts located in East Moline and Moline in Rock Island County, Kewanee and Geneseo in Henry County, and Sterling in White County. The Chief Judge has been advised, however, that the city council in Moline has requested that the court vacate the city building by December 1, 1992, and at that time the branch court in Moline will be closed. This, unfortunately, will create an additional burden on the county court facilities.

There are a total of 22 judges in the 14th Judicial Circuit -- twelve circuit judges and ten associate judges. Normally, seven circuit judges and four associate judges are assigned to Rock Island County. Two circuit judges are assigned permanently to the Criminal Felony Division and these two judges conduct their jury trials on alternate jury weeks. When one judge is in jury trial, the other uses the courtroom at the county jail for sentencing, pre-trials, pleas, fitness hearings, preliminary hearings and other criminal proceedings. When the jail courtroom is being used by an associate judge for his call, the circuit judge must use the squadroom for his hearings. The squadroom "court " consists of tables, chairs and other furnishings commonly found in a police squadroom. During the jury term, the other jury rooms are used to hear both civil and criminal cases.

Some judges are rotated on a month by month basis, while others may not know their assignment for a given day until they

arrive at the courthouse. No judge is assigned a particular courtroom on a continuing basis. Since there are eleven judges and eight courtrooms, judges conduct hearings whenever and wherever space is found -- in the chambers of other judges, jury quarters, or, as has been stated, the jail squadroom. One of the jury courtrooms on the second floor doubles as Juvenile Court and has a view window in the door allowing the public to view the proceedings merely by looking through the window - a violation of the law requiring juvenile proceedings to be "closed hearings".

All courtrooms in the courthouse have a connecting office for the court reporter and chambers for the judge. Each jury courtroom has jury quarters but none of the jury rooms have self-contained restrooms.

The courthouse has only one attorney-client conference room located on the southwest corner of the third floor, forcing attorneys and their clients to use empty judge's chambers (when available), hallways, public corridors, and any empty rooms that can be found. One judge may be conducting a trial in a particular courtroom and another having a hearing in the courtroom's chambers, making it difficult to conduct conferences between the judge and counsel trying the case in the courtroom.

The law library, located on the fourth floor of the courthouse, is quickly running out of shelf space and has nowhere to expand.

The office of the Circuit Clerk, instead of being centrally located, has two offices on the first floor, one on the second floor, another on the third floor, an additional office in

Moline (soon to be closed) and one in East Moline. The Clerk presently has office space of approximately 6,500 feet and needs at least 10,000 square feet in addition to 1,000 square feet for ancillary spaces. With the hodgepodge of spaces, it is difficult to know where cases should be filed or where a citizen should go to seek information concerning a particular case. Deputy clerks are working in cramped spaces which reduces the efficiency of the office. Records are being stored in the basement which has an access door just inside one of the courthouse front doors. The basement door is kept open and provides access to anyone who may wish to destroy or take a file from the records of the clerk. Due to the fact that records are kept in the basement rather than clerk's office, valuable time is lost in retrieving files.

The office of the Public Defender is located on the third floor of the county building and contains five attorneys, one part-time investigator and two secretaries. Four of the attorneys have 9' x 10' offices. Unfortunately, the offices are not sound proof making it possible to hear what is being said in the adjoining office. A 10' x 20' room at the front is used both as the reception room and secretarial office. A fifth attorney is located in an area where the files are kept, and the investigator is in a 7' x 11' office further down the hall. There is no conference room, library, copy machine, fax machine and other necessary equipment associated with a modern law office.

The Juvenile Court Services of the court has a staff of six officers and require eight. There are only four offices for staff with no conference room, secure holding area, or conference rooms for clients and attorneys.

The sheriff has equally meager spaces in which to conduct his duties of office. There is one holding cell (60 sq. ft.) where there should be at least one of not less than 144 square feet for every floor. Although there is a need for 4,500 square feet for the Sheriff, there is presently a total of only 1,118 square feet available.

Most of the courtrooms do not meet minimum standards and are lacking in one or more areas: In Traffic Court/Misdemeanor Courtroom A, the judge's bench does not have a full view of the entire room; 2 ^{North} ~~South~~ has a large public seating area in the alcove where the public faces a wall, outside the view of the bench; in 2 ^{South} ~~South~~, the judge's bench faces the counsel tables, but the public sits off to the right and left of the bench; none of the benches in 3 South, 3 North, 1 North, the jail courtroom and squadroom meet minimum standards; the jury box in 2 South is on the same level as the attorneys and public; 3 South, Courtroom A and 3 North have no view window forcing one to open the door to view inside the courtroom; with the exception of the jail courtroom, 1 Center, and Courtrooms A and B, all interiors are shabby and outdated; there is no private access to judge's chambers, the hallways to the chambers and the chambers themselves are not secure, and there is no non-public access to the bench in any courtroom; most chambers do not have a private lavatory or book shelves; there is no private access from the courtroom to the jury room and there is no private lavatory in the jury rooms requiring a juror to enter a public hall to use the facilities. It also does not appear that the jury rooms are soundproofed as

required by the standards; there is no jury assembly rooms, and jurors, attorneys, defendants/litigants and witnesses all congregate in the central rotunda and public hallways.

Air conditioning and heating throughout the building is inefficient and outdated. As an example, the hearing room on the third floor controls the temperature in the office of the Chief Circuit Judge on the fourth floor -- while one may be comfortable in one room, those in another room may not. Air conditioners are run throughout the year in certain areas, and in others, windows are opened to control heat rather than using the thermostat in another room. The air conditioner that services 2 North jury courtroom is so loud that it frequently must be stopped to allow jurors to hear witnesses. Basically, the building is so old, that it would be extremely costly to have an efficient cooling and heating system installed.

Court security in today's climate is extremely important. The county has a duty to provide a safe environment for those citizens using the court facilities, be they observers, litigants, witnesses, jurors, employees, lawyers or judges.

The Rock Island Courthouse has no metal detectors at the four main doors, no system of segregating prisoners and the public, light switches in the courtrooms are not keyed, and there are no combination locks on hallways to courtrooms and judges's chambers, in addition to a number of other areas where the facility is lacking in security. The inspection team was not specifically designated to conduct a security survey but highly recommends that the county board be aware of the Court Security Management Manual and of the security survey conducted by the Admin-

istrative Office of the Illinois Courts in October, 1990.

Rock Island County, like most counties in the State of Illinois, has experienced an increase in case filings. Between 1980 and 1990, felony filings have increased by 34.42%, law jury cases (over \$15,000) by 45.2%, misdemeanors by 1.08%, traffic cases by 4.15%, and small claims by 3.49%. The county has been attempting to operate a modern judicial system, brought about by Constitutional Amendment of 1964, in court facilities designed for an entirely different era. The committee well understands that the problems inherent in the Rock Island Courthouse have been caused by factors not within the control of the county board. However, in an effort to solve these problems with minimal expenditures, the county board has enclosed one of the main stairways to install an elevator, has spent approximately \$300,000 to remodel two courtrooms on the first floor, has remodeled various other offices in the building, and is considering remodeling the spaces presently used by the county recorder for courtroom use. Unfortunately, this patchwork remodeling, although done to save money, ends up being fairly expensive to build, expensive to maintain and, in the end, totally inadequate. In the opinion of the committee, the quality of justice is adversely effected by courthouse facilities such as those in Rock Island. The public's first impression of an obsolete court building, crowded corridors, and an improper comingling of jurors, witnesses, defendants, attorneys and the public certainly undermines the effectiveness of the overall system. It is difficult to put a price on the atmosphere these conditions create,

and were it not for the high commitment of the employees and judges of Rock Island, the effect would be even more devastating.

RECOMMENDATIONS

Normally, the Oversight Committee on Court Facilities and Standards recommends corrective action for each specific courtroom, ancillary rooms and offices of the Clerk of the Court. However, in the case of the Rock Island Courthouse, the inspection team concluded that the courthouse has reached a point of obsolescence as a functional and efficient court facility and that there are so many problems inherent in the building, that a room by room appraisal would serve no useful purpose. The committee also believes that the cost of corrective action to bring the courthouse into compliance with the minimum standards would have an unfavorable cost-benefit ratio.

Modern courthouse design provides that there be three separate systems of use circulation -- one for the public, a secure system for movement of prisoners within the courthouse, and a private system for court personnel, including jurors and judges. The Rock Island Courthouse was not designed with such factors in mind and the committee doubts that it could be economically remodeled to provide such a multi-system use circulation. Indeed, potential jurors, the public, litigants and their families, attorneys and court personnel freely mingle together within the courthouse, contrary to acceptable courthouse flow design.

Modern fire codes require two (enclosed) stairways for quick egress in buildings the size of the courthouse. Although the courthouse was originally designed for two stairways, as stated

before, one has been removed to provide for the building's single elevator.

The inspection team has been advised that the present recorder's office may be remodeled to create additional courtrooms. Although this remodeling may temporarily relieve an immediate need for additional space, the committee leaves to the county board the decision of whether to spend additional sums on a totally obsolete and outdated courthouse.

Each judge should have an assigned courtroom and chambers. The chambers should be secure and not subject to use by litigants, attorneys or even other judges. Judges should be available within the courthouse during the work day, but the present facilities do not allow them the space necessary to perform their judicial duties. Although judges may conduct their work in a home office, the committee highly recommends against this practice since they are not available to the public during the work day. This difficulty will be further aggravated by the closing of the branch court in Moline.

Each courtroom should have one or more attorney/client conference rooms, an office for the court reporter/secretary, judge's chambers with lavatory, with direct access from chambers into the courtroom and no public access from hallways into chambers. Jury courtrooms should have adjacent jury quarters that are comfortable and of appropriate size with self contained lavatories and adequate temperature control. There should also be a jury assembly room with restroom facilities; a court administrator's office to accommodate staff, files and equipment; a centralized clerk's office with adequate space and equipment, and

accessible parking for jurors, court personnel and the public.

It is recommended that the jail squadroom be immediately closed for court purposes. The committee understands that this will delay some judicial proceedings, but strongly believes that holding court in a police squadroom is so highly inappropriate that the practice should be discontinued.

It is recommended that the Chief Circuit Judge direct that a library committee, made up of both judges and attorneys, make an inventory of all volumes and sets presently in use in the library. A survey should then be taken of the Rock Island Bar to determine which sets are used and which are not. In order to save costs and valuable shelf space, maintenance of those sets that are seldom or never used should be discontinued and the volumes sold.

Although the inspection team did not conduct an in depth and technical security survey, it does make the following recommendations concerning security to protect those working and conducting business in the courthouse:

1. A Courthouse Security Committee should be appointed and comprised of the following membership: a county board member, the Court Administrator, a circuit judge, an associate circuit judge, the Sheriff or delegate, the State's Attorney or delegate, and the Circuit Clerk or delegate. One of the members should be selected as Chairman, another as Secretary, and they should serve for a three year term. The committee should establish policy and authorize the expenditures of funds from the Court Security Fund.

2. A security officer should be stationed at both the East

and West entries to the courthouse and a portable magnetometer or metal detector placed at each entrance. These detectors can be purchased for less than \$10,000 each and would add substantially to overall courthouse security. The North and South entries should be closed to the public except as emergency exits. One of the closed entries could be used solely for prisoners and the other for courthouse personnel and jurors. This would also reduce the traffic at or near the judges's chambers in the North and South hallways on the first floor.

3. Lighted parking areas should be available for jurors, court personnel, witnesses and judges. Judges's parking signs should immediately be sanitized with numbers instead of titles.

4. Courtrooms should be closed and locked when not in use, and a trained security officer should check each courtroom before court resumes.

5. Hallway doors to judges's chambers should be secured with combination locks and doors to judge's and court reporter's offices should have security buzzers which should be checked periodically.

6. Locks should be put on all electrical panels and doors to the basement equipped with combination locks. All light switches in courtrooms should be keyed and warning bells installed on all fire escape doors.

7. Judges's benches should have a bullet proof barrier inside the bench and the door or doors for ingress to the courtroom should be in back of the bench and not to the side (as is now the case in Courtroom 2 North).

Some of the recommended changes in security measures would

require little or no cost, while others would require some cost. Although the inspection team does not recommend major renovations to the present court facility due to an overwhelming negative cost-benefit ratio, it does recommend the above changes in security management.

As previously stated, the citizens of Rock Island have a right to a safe environment while at the courthouse and the life safety and security problems presently existing in the facility do not provide them with that environment, nor does it provide the elected officials including the Sheriff, State's Attorney, Clerk of the Court and judges, together with the Court Administrator and Public Defender with the necessary facilities to efficiently and effectively conduct the business of court.

The committee believes that although the present Rock Island Courthouse may be remodeled into office spaces for use by county officials, the building should no longer be used as a court facility. It strongly recommends that the county board, through its own efforts, or that of a Public Building Commission, construct a modern courthouse to provide the citizens of Rock Island with a facility in which to conduct the business of their judicial branch of government in a secure and orderly manner.

Circuit Judge John P. Shonkwiler
Chairman, Oversight Committee on
Court Facilities and Standards,
Illinois Judges Association



Facilities Report

<u>YEARS</u>	<u>COURTHOUSE</u>	<u>ADMINISTRATIVE BUILDING</u>	<u>ADULT PROBATION</u>
0-10	<p><u>Replace elevator \$100-150,000</u></p> <ul style="list-style-type: none"> • 1968 with min. upgrade • Highly likely in next five • Major rework to elevator shaft <p><u>Mechanical System \$500 – 600,000</u></p> <ul style="list-style-type: none"> • Cooling tower (60's) • Chiller (60's) • Original condensing pumps • Boiler reworked in '02 • Air handlers (60's) <ul style="list-style-type: none"> • Water heaters 50 gallon • Highly likely in next 5 • Major ductwork will need to be reworked <p><u>Roofing \$100,000</u></p> <ul style="list-style-type: none"> • West half is shingles • Flat roof areas • Balance is tile (+25 years) <p><u>Repaint \$175,000</u></p> <p><u>Replace flooring \$45 – 50,000</u></p>	<p><u>Replace elevator \$100 – 150,000</u></p> <ul style="list-style-type: none"> • 1972 with min. upgrade • Highly likely in next five • Major rework to elevator shaft <p><u>Mechanical System \$500 – 600,000</u></p> <ul style="list-style-type: none"> • Air handlers (late 80's) • Heat from jail • Water heaters – 40 gallon • Highly likely in next 5 • Major ductwork will need to be reworked <p><u>Roofing \$100,000</u></p> <p><u>Repaint \$180,000</u></p> <p><u>Replace flooring \$75,000</u></p>	<p><u>No elevator</u></p> <ul style="list-style-type: none"> • Multiple levels <p><u>Mechanical System \$75 – 100,000</u></p> <ul style="list-style-type: none"> • Boiler (15 years old) • Air handlers <p><u>Repaint \$40,000</u></p> <p><u>Replace flooring \$25,000</u></p>

**ADVOCATES
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TO COMPLETION**



YEARS

COURTHOUSE

ADMINISTRATIVE BUILDING

ADULT PROBATION

0-10

Electrical System \$250,000

- All fuses

Exterior \$250,000

- Tuckpoint and maintain

ADA Compliance \$750,000 - \$1,000,000

- Rework front ramp
- Rework all restrooms (multiple levels)
- Major rework to elevator shaft

Lighting \$125,000

Replace T-12 lamps and ballast

Electrical System \$750,000

- Upgrade entire system

Exterior \$250,000

- Tuckpoint and maintain
- Replace steps and sidewalk at entry

ADA Compliance \$500 - \$750,000

- Rework restroom

Lighting \$100,000

Electrical System \$150,000

- Security
- Access control at entry points

Exterior \$150,000

- Paint and tuckpoint
- Replace sidewalks
- Replace parking lot

ADA Compliance - \$350,000

- Elevator \$250,000
- Other \$100,000
- Add elevator
- Rework restroom

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



The following is a related summary of costs:

<u>YEARS</u>	<u>COURTHOUSE</u>	<u>ADMINISTRATIVE BUILDING</u>	<u>ADULT PROBATION</u>
0-10	Replace elevator HVAC and mechanical system Roofing Repaint Replace floor Replace electrical system Tuckpoint and maintenance	Replace elevator HVAC and mechanical system Roofing Repaint Replace floor Replace lighting Replace electrical system Tuckpoint and maintenance	HVAC and mechanical system Repaint Replace floor Replace lighting Add security at entry point Paint and tuckpoint
	\$1.920M - \$2.075M	\$2.080M - \$2.230M	\$540 - \$565,000
	ADA Compliance \$750,000 - \$1,000,000	ADA Compliance \$500 - 750,000	ADA Compliance \$350,000
Total	\$2.67M - \$3.075M	\$2.58M - \$2.98M	\$890,000 - \$915,000

Total Expected Range

0 – 10 years

\$6M - \$7M

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



It is very important to recognize these costs are only for maintenance and minimum compliance. These expenses will not provide compliance with Life Safety and Fire Codes due to the rotundas in the Courthouse and Administrative Building, the open stairways in both buildings and the lack of fire sprinklers in all three buildings. It will also not result in meeting modern energy codes for lighting, electrical and HVAC, as well as current for indoor air quality and environmental standards. Lastly, the Courthouse will still not meet the minimum standards for Illinois Courthouses or address the 1992 IJA report that deemed, "the building shall no longer be used as a court facility."

*This report and costs also considered items and costs referenced to KJWW July 2008 report, as well as independent observations and costs referenced from Estes Construction database.

**ADVOCATES
FROM CONCEPT
TO COMPLETION**



This Financing summary package was put together by LRC Developers, inc working with Northland Securites. At present time there are still several assumptions that are being made with regards to interest rates, the benefits of consolidation and property management. These figures will be updated as the data becomes available.



LRC Developers, inc.
350-44th Street
Rock Island, IL 61201
Phone 309-788-8880

Date: 6/18/12

To: Rock Island County Consolidation Committee

RE: Final summary report for Columbia Park

To: All committee members

I am submitting this final financial summary report, in email format, so each committee member, may have this report for their files.

First, I would like to comment that I have made three changes to this report from the original report that I submitted at last Tuesday's meeting.

Change 1- I added a CAM charge to option 1. This represents the estimated maintenance cost of a new facility, which is equal to the CAM charge in Option 3. This maintenance cost needs to be added back in because all of the maintenance cost was removed in the "consolidated savings" column. I used the same approach with option 3.

Change 2 – I have added an extra column on the final summary page to show Net Present Value of the 30 year savings figure that I had estimated. I used a discount rate of 3.125%, which is equal to the estimated interest rate used in calculating the 30 year occupancy costs.

Change 3 – I have added an additional page titled "possible cost of waiting". This page is used to show that there is a potential high cost of waiting, not to mention the ongoing risk with the existing facilities for safety and all other non-compliant building codes.

Second, I would like to comment on a few questions that have been asked of me over the past few months, that I don't feel have ever been addressed with this committee.

Question 1 – Communication - There will be a direct fiber optic connection to the Justice Center, which will allow for secured communication between both facilities. This cost has been accounted for in our proposal.

Question 2 – Access – The access to the property will come from two points. The first access will be on River Drive and the other access point will be the viaduct that goes underneath the Railroad tracks. Emergency vehicles can be used from Rock Island, Moline and the Arsenal Island that should eliminate any concerns with emergency access to the property. The protection of all employees and assets will be significantly increased with this proposed consolidation plan versus the existing four facilities. This cost has also been accounted for in our proposal.

Question 3 – Estes Construction – Estes Construction has only been compensated by Rock Island County to submit an independent evaluation of four options under evaluation. Estes has no financial ties to LRC Developers and has only been acting as a professional company to provide their expert opinions. We do view Estes as a qualified Construction Management company that we would enjoy working with on this project if their proposal is to be accepted. Estes is recognized as a leader in the industry with a long history of successful projects.

Question 4 – Community Impact - I am of the opinion that this potential project will have a very positive impact for our community and for the County. I believe that it will lead to further development at Columbia Park and also open up opportunities on the West end of Rock Island. We have tried to be clear about our commitment to Rock Island through our investment in Columbia Park. We would also be willing to financially participate in a Community Impact agreement with the Public / Public-Private sector to help facilitate a redevelopment plan for the properties that would be vacated. It may be possible that the city of Rock Island performed one of these studies when the Riverboat moved from the downtown, but I cannot confirm that.

Question 5 – Vacated buildings – This topic is tied to the community impact agreement, but it is worth discussing the buildings specifically. These facilities are in need of complete renovation and creative concepts. One discussion that should be had is with the city of Rock Island and their need for a new police station. I believe a feasibility study of converting the courthouse into a police station should be discussed as part of the redevelopment plan. I also think that the COB should be analyzed as possible living space. I believe that Public/Private partnership could be very instrumental in this redevelopment plan and we, along with many other Rock Island businesses should be willing to participate in this plan. This plan should include several city blocks and not just be limited to the Courthouse and COB. It is my perception only that even “green space” shows progress.

Question 6 – Referendum - I am of the opinion that a referendum relating to spending money will not pass and the County will be left in their current position without a solution into the foreseeable future. I also believe that a failed referendum would cost the taxpayers a significant amount of money in the future (see “possible cost of waiting”). In other words, I think that there is a significant risk in waiting, everything from a financial risk to a safety risk. I think there is a social responsibility of the County to act in the best interest of its employees and citizens that utilize these facilities. There is an overwhelming consensus that the County “has to do something” and we believe that we offer a solution that satisfies their facility needs, their consolidation wishes and most importantly their financial constraints.

In summary, I hope that we have provided the County Consolidation Committee with adequate information about Columbia Park to help them with their recommendation process. Please feel free to contact me at any time for further questions, or clarification. We strongly believe that we provide an economically viable solution to well recognized problems that Rock Island County faces with their facilities.

I would also like to personally thank each committee member for their volunteer time of serving on this committee.

Regards,

Scott Christiansen
President
LRC Developers, Inc

Financing Summary

Option 1		New construction			
Estimated cost	49 M				
Estimated Interest rate	2.85-3.40		(avg. 3.125)		
Amortization	30 year				
Financed amount	49 M				
capitalized interest	1.5M		(estimated only)		
Total Financed amount	50.5 M				
Annual Payment	Utilities	CAM (30 yr avg.)	Gross occupancy cost	Consolidation savings (Estimate only - This will be Determined by County)	Net - Annual estimated Occupancy cost (savings)
\$2,595,955	\$250,000	\$150,000	\$2,995,955	\$2,194,036	\$801,919

Option 2		Rehabilitation of existing facilities			
Estimated cost	40 M				
Estimated Interest rate	2.85-3.40		(avg. 3.125)		
Amortization	30 year				
Financed amount	40 M				
capitalized interest	1.2M		(estimated only)		
Total Financed amount	41.2				
Annual Payment	Utilities	CAM (30 yr avg.)	Gross occupancy cost	Consolidation savings (Estimate only - This will be Determined by County)	Net - Annual estimated Occupancy cost (savings)
\$2,117,888.00	\$0.00	\$0.00	\$2,117,888.00	\$0.00	\$2,117,888.00
	These two items are accounted for in the loss of consolidation benefits				

Assumptions:	
Utilities	200,000 sq ft at \$1.20 per foot
CAM	to include routine maintenance such as cleaning, snow removal, minor repairs. Responsibilities would be defined in detail, but we are assuming for now that we would be handling everything.
Interest rate	we used an assumed rate of 3.125 for 30 years

Financing Summary

Option 3		Columbia Park (QCIC)			
Estimated cost	34M				
Estimated Interest rate	2.85-3.40		(avg. 3.125)		
Amortization	30 year				
Financed amount	34M				
capitalized interest	900,000		(estimated only)		
Total Financed amount	34.9 M				
Annual Payment	Utilities	CAM (30 yr avg.)	Gross occupancy cost	Consolidation savings (Estimate only - This will be Determined by County)	Net - Annual estimated Occupancy cost (savings)
\$1,794,036	\$250,000	\$150,000	\$2,194,036	\$2,194,036	\$0

Option 4		Status Quo (minimal maintenance to keep operating)			
Estimated cost	6.5 M				
Estimated Interest rate	2.85-3.40		(avg. 3.125)		
Amortization	30 year				
Financed amount	6.5 M				
capitalized interest	200,000		(estimated only)		
Total Financed amount	6.7 M				
Annual Payment	Utilities	CAM (30 yr avg.)	Gross occupancy cost	Consolidation savings (Estimate only - This will be Determined by County)	Net - Annual estimated Occupancy cost (savings)
\$344,000.00	\$0.00	\$0.00	\$344,000.00	\$0.00	\$344,000.00
	These two items are accounted for in the loss of consolidation benefits				

Assumptions:	
Utilities	200,000 sq ft at \$1.20 per foot
CAM	to include routine maintenance such as cleaning, snow removal, minor repairs. Responsibilities would be defined in detail, but we are assuming for now that we would be handling everything.
Interest rate	we used an assumed rate of 3.125 for 30 years

Financing Summary (Notes)

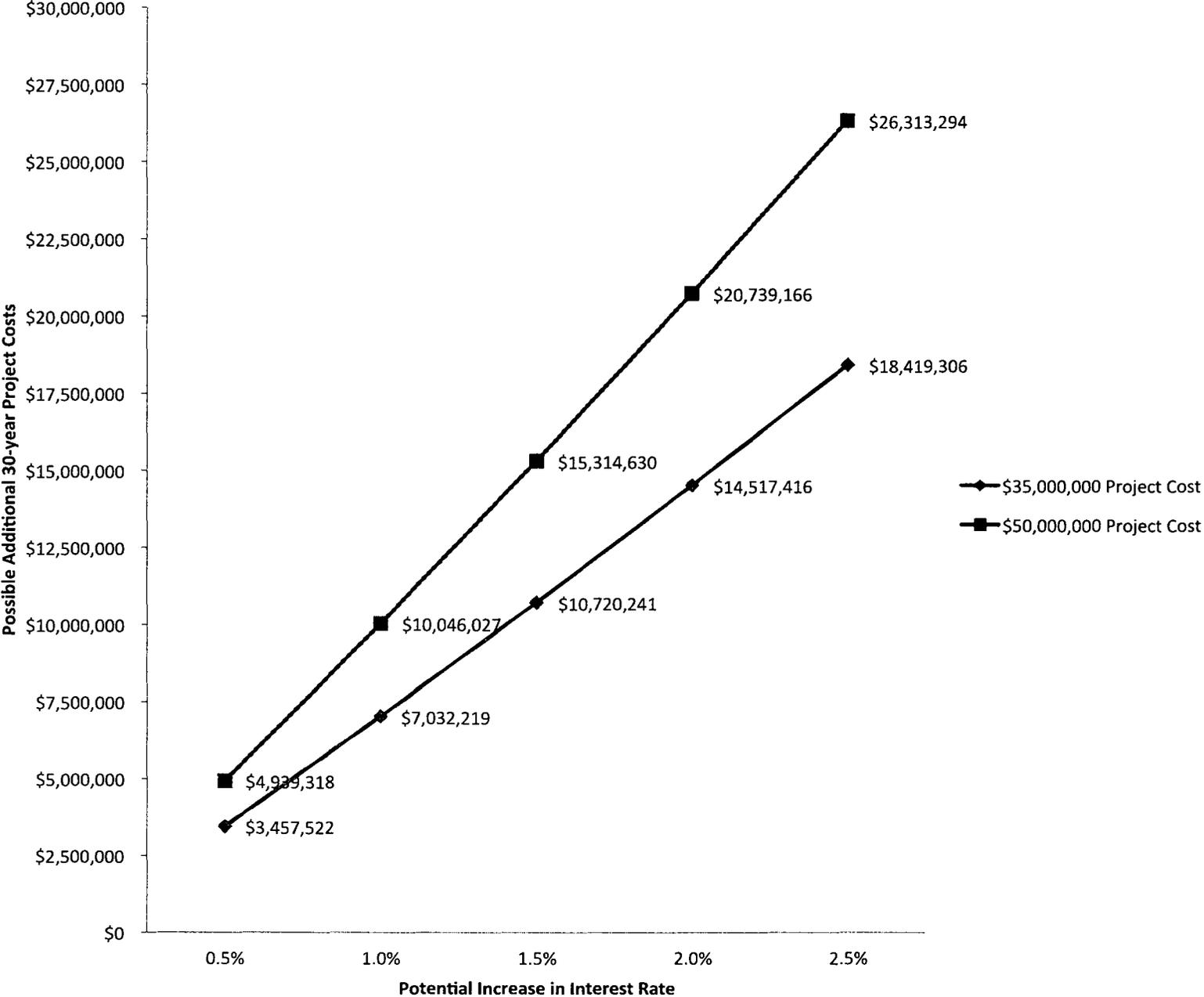
Comparison summary (estimated cost of each option compared to option 3 - Columbia Park)

Option #	Description	Net additional Annual Occupancy cost versus option 3 (Columbia Park)	NPV (Net Present Value of today's extra cost versus Columbia Park using a 30 yr discount at 3.125% from total 30 yr additional cost figures)	approximate additional borrowing cost required over 30 years	30 yr estimated additional cost versus Columbia Park
1	New construction	\$801,919	\$15,590,352	\$8,467,218	\$24,057,570
2	Rehabilitate to code	\$2,117,888	\$42,125,278	\$21,411,362	\$63,536,640
4	maintenance only	\$344,000	\$6,842,238	\$3,477,762	\$10,320,000

Notes:

- 1 The consolidation savings number will be determined by the County and has only been estimated for discussion purposes
- 2 Consolidation savings has been removed from every option that does not include consolidation of facilities
- 3 Ther are zero utilities costs accounted for in option 2 and 4 because they are accounted for in the loss of consolidation savings in those options
- 4 We have not accounted for minimal ongoing utility and maintenance costs of the existing facilities if they were left unoccupied. It is assumed that the County will account for those cost in their final benefits analysis
- 5 **Option 4 would not bring the buildings up to all modern day building codes and would not meet the mandated minimum court room standards**

Possible Cost of Waiting



Consolidation Review Committee (CRC)
Rock Island County
April 19, 2012

The Consolidation Review Committee of Rock Island County met for their first meeting on Thursday, April 19, 2012 in the conference room of the County Board Office. Chairperson Tom Rockwell called the meeting to order at 4:16 PM.

In addition to Chairperson Rockwell, members Honorable Judge Richard Zimmer and Matt Stern were present. Committee members absent were Dr. Rod Simmer and Brian Hollenback. Others present included Scott Christianson and Paul Rumler.

Scope of Committee

Can be as liberal or as limited as the member's desire. We can just look at this proposal to determine if relocation to Columbia Park is cost effective or can broaden the scope to determine if it would be better to remodel the courthouse or to build new.

Chairperson Rockwell is interested in a report from this committee to determine if there is a need, if remodeling is feasible, cost of remodeling, and whether this proposal is feasible or not or if should look for other proposals. It will take as long as needed, but would like to keep it moving. The next meeting was tentatively planned for May 3rd.

Will make arrangements to give the presentation to those members who are not present today. If tours of the present facilities are desired, we can arrange those.

Proposal

Mr. Christianson presented the proposal to those present. Based on a previous study in 2008 on space needs and federal funding request to build a new county campus. The buildings are in place, all would be renovated. The parking lots will be resurfaced. All of the tangible and intangible benefits will be analyzed. Possible exposure on ADA compliancy issues, air quality issues are a concern. Tangible benefits were closely reviewed. Some of the figures are backed up by financial expense data of the County for the last fiscal year and other figures were assumptions based on employee efficiencies with the offices being open and near others. Estimated project costs should be prepared by the next meeting. Variables will need to be determined including inside finishes, new telephone system, security requirements, etc. A range will be presented at what Mr. Christianson felt would be \$140 to \$160 per square

foot. Due to the structure and infrastructure in place, it is possible to be in the facility in 18 months. Parking would not be an issue with the proposed site between the secured parking facility and parking lot.

A spreadsheet was provided that Mr. Christianson created that put information all into one spot to look at how many floors various offices are on. This shows that consolidation would save taxpayers. We are looking at ways to pay for this through efficiencies. This is not a NEW \$25 million, but to be able to pay with efficiencies.

Mr. Stern was interested in reviewing cost information. Also, wondering about tearing down and starting from scratch. Data from Estes Construction indicates an additional \$15 to \$18 million to start from the ground up. The existing structure will save between \$70/\$80 per square foot plus land acquisition cost. There is no asbestos in the facility, there is some lead paint to be encapsulated and removed. Navistar removed all the asbestos when LRC bought the building.

Lease or lease-sale back -- LRC is willing to look at all possibilities. They are exploring all financial packages now to determine the best options to the County. There will be a range until the County can determine what all will be in the lease. Their goal is to keep it under \$30 million.

Rockwell asked about moving the juvenile court in to the proposed facility. Judge Zimmer stated that it wasn't advisable in the existing facility, but it would be advantageous to have in one location. Rockwell stated that in his experience, after inspection of the Courthouse, the Sheriff would request appropriations for the repairs and the Board would deny the request. Rockwell's goal was to remodel our courthouse but after an engineering study from KJWW it was determined that while the structure was sound, it would be impossible to remodel. We will attempt to obtain a copy of the report from the Sheriff without the security issues.

Judge Zimmer added that we would also run into issues with the Supreme Court Standards regarding required spaces. We also would not be able to take advantage of employee efficiencies. A lack of security in other facilities is also an issue. A campus type layout was the next choice. The jail was built in 1985 and justice center was 2001. We administer justice in the Courthouse and we are showing the value we place on it in the building we have.

Rockwell would like to debunk/myths that came out on this proposal. Idea of our deficiencies - tour of courthouse/county building/Ostrum Hall.

Pictures of some of the deficiencies. The County Building may be able to be reused by others, but the Courthouse has very limited use.

Goal - bare minimum of a response to this proposal to the County Board - debunk myths - look at needs - make sure everyone is aware of research that has been completed - educate the public.

Stern - matter of timing - could you stay in these facilities for another 5/10 years without any real major repairs and then go further out.

Rockwell - spent a great deal of money on the courthouse over the years, but would prefer to not spend money on this space if it is not a viable space. Must have to believe in the efficiencies. Judge Zimmer sees clerks moving between buildings and can see the great waste of time. Not just the employees, but our taxpayers are running all over too. Duplication of copiers, record security all are issues.

Stern - get some sort of comps on renovating old buildings to code for specific buildings in this area.

Tour of facilities will be scheduled. Take pictures of the facilities showing issues such as traffic court congestion, areas. May hear some discussions about leaving downtown, lack of lunch. Attorneys would most likely not relocate for the short distance from the Justice Center.

Can't ignore that there would be some impact, but the positives will outweigh the negatives. Some sort of community impact agreement may be drafted.

For the next meeting, we will see about obtaining Judge VandeWiele's documents regarding the Courthouse and will have the Auditor present her figures.

Committee Members were asked to schedule appointments individually to tour the facilities with VanLandegen, Chapman/Bohnsack and Courthouse with Zimmer or Bluedorn. An email with contact information will be provided.

Next meeting finalized for May 9th @ 4p.

Rockwell would like to make the argument that we do need a new courthouse and would like to be able to prove it and be able to afford it. Would like to be in a cost neutral position. This committee will prepare a report and will be agreed to by everyone on the committee.

How flexible, if at all, are the Supreme Court standards? For instance not cherry wood. After the construction costs are known, we will be able to determine what finishes may need to be changed. Departmental efficiencies need to be determined. Consolidating offices and space will be helpful. Technology advancements are also a cost savings. Court procedures, cat 5 or cat 6, linking items in. Over a five year period, attrition would most likely be utilized.

Adjourn 529 PM.

Shelly Chapman

Consolidation Review Committee
Rock Island County
May 9, 2012

The Consolidation Review Committee for Rock Island County met on Wednesday, May 9th in the conference room of the County Board Office.

Members present: Rockwell, Sheriff Boyd, Judge Richard Zimmer, Dr. Rod Simmer and Brian Hollenback

Others Present: April Palmer, Kent Pilcher, Mike McColl, Ed Langdon, Bob Westpfahl, John McCooley, Judge Mike Darrow, members of the public and media

Motion by Judge Zimmer, second by Sheriff Boyd to approve the minutes of the last meeting. Carried.

Other

Chairperson Rockwell read a response that he had provided to a constituent regarding the duties and scope of the Consolidation Review Committee. (Record)

The Committee is made up of the following:

*Tom Rockwell (D - Coal Valley)
Dr. Rod Simmer (R - Moline)
Sheriff Jeff Boyd
Judge Richard Zimmer
Matt Stern, local businessman
Brian Hollenback, President Renaissance Rock Island*

We are currently seeking input from those who can attest to the condition of the current facilities, experts in the cost of remodeling and/or constructing such facilities, and others who can provide information on the current costs of maintaining these buildings.

Our plan is to present a full and factual report to the full County Board that analyzes the following:

- The existing state of the buildings*
- The costs of constructing an entirely new facility*
- The costs and/or the feasibility or remodeling the existing facilities*

- *A financial analysis of the unsolicited proposal that was presented last month of moving to the old Farmall building.*
- *The cost and the feasibility of doing nothing.*

That report will be available to the public and I will see if I can get it posted to the County's web site when it is completed.

Here is an update on what has happened so far:

- 1. An unsolicited proposal was received by Chairman Bohnsack for moving and combining four County facilities into a remodeled building that was part of the old Farmall plant.*
- 2. The Chairman set up meetings so that every County Board member could hear the proposal first hand.*
- 3. The Commission was formed to gather facts and figures for the full County Board.*
- 4. That Commission has had one short meeting to develop the scope of the group.*

Input from residents is always welcome and I am sure that if this matter proceeds further than the Commission report (which is not a given) that we can even set up a formal process for input.

I would hope that such input would be by informed residents that have read and reviewed any proposals and read and reviewed the Commission's report themselves. I would hope that such input would not be based upon opinions formed without any basis in facts, but only in rumors spread by those with their own agendas.

Some photos will clearly show maintenance issues which will be addressed as they come up. The point in showing these items is to show the age of the facilities and that these issues are ongoing and multiple. A spreadsheet was provided to show the amount that has been spent over the last 10 years on maintenance. (Record)

A Power Point presentation of photographs and factual information was provided for the committee. (Record)

Estes Proposal

Financial analysis on building costs was requested from Estes Construction. They have assisted the County in the past with other projects such as Oak Glen Home. Four considerations:

- new facilities to consolidate - space needs study already created and available to be updated
- cost to renovate these facilities - typical and considerations for the County. They are familiar with facilities of this age - they understand the cost of the local market
- cost for County to consolidate at the facility at Columbia Park
- status quo/do nothing - considerations and costs

Employed by the commission to prepare these four options to the Commission - provide data and answer questions about those four options. Typically, it would run \$22,000 to \$25,000. Because of the long history with the County and the existence of data, they will discount to \$5000. Working on limited budget due to County budget.

Dr. Simmer stated that he is familiar with Estes Construction work in the past. He asked about other projects. Mr. Pilcher stated that it is up to the individuals. They felt that it was workable. They will also look at if we would have to relocate individuals during a renovation or if the remodeling needs are so extensive, is it not feasible to occupy while renovation. It is a case by case basis. Were involved in the Federal Courthouse in downtown Davenport as well and are familiar with courtroom needs. They also stand ready to serve in the time frame needed. They have the resources to complete this project. We want to act in a prompt manner. With the information we already have, we do not feel that this would take a great deal of time. It is the Chairpersons goal to have a report by the June meeting.

The Commission members were in support of the appropriation. Motion by Dr. Simmer, second by Mr. Hollenbeck to request an appropriation for feasibility from the County Board Finance Committee. Carried.

Financial Data

Ms. Palmer presented information to the committee to look at costs of maintenance and costs for renovation or repair within the next five years.

Revenue

Conservative approach - do not want to account for something that is not concrete. \$309,654 in revenue without the sale of the Health Department land. Revenue and renovation costs have been allocated over twenty years. This is utilizing a presumed payoff of 20 years for a loan or lease agreement.

Annual Cost Savings

Does not include professional services for items such as elevator maintenance, pest control etc. Also does not include operating supplies, as we will always need to purchase toilet paper and paper towels. In this study, the Auditor's Office has assumed that we will not be maintaining these four facilities. If that is not accurate, then the cost figures would change.

Current Gas & Electric

Broken down by each location - the Jail and Justice Center will remain. Actual cost savings is about \$120,500.

Current Water

Broken down by location - savings of about \$17,900

Maintenance Personnel

Believe there will be some savings there, Jail/Justice Center will continue to be staffed and the new facility will need maintenance. Three individual salaries were used for this purpose

One Time Cost

Intangible Pro/Con List

Believe a move to a new facility to Columbia Park without these four buildings would be a cost reduction/savings of about \$963,000 annually. She added that the on the renovation page, it assumes that this work is done one time and perhaps that work would need to be done more than once such as a parking lot remodeling.

Member of the public asked about getting rid of the buildings and cost to maintain these buildings for a number of years.

As more information is learned, additional information may be requested.

Other

Consolidation of copiers is a possibility - save another \$33,000 annually with this option

Lunch survey - shows that the majority of County employees eat at their desk for lunch since they only have 30 minutes.

Next meeting push to May 23rd or 24th.

Citizens- Copies of presentation made available by asking for it - no hurry, it is goal to get in on the June County Board agenda. He questions who should make this decision. Chairperson Rockwell stated that this commission is gathering information and will be presented to the County Board Members. He feels that a referendum question is better than having the County Board make this decision. Feels that the public should be better informed. Goal of the Chairperson is to present it to the County Board in June - no time frame for a decision - just a goal - if it takes longer than that, then it takes longer than that. Why not wait until the new board is seated? The County Board could decide to send this to a referendum. Schools do that - but that is because they are going out for bonds. Chairperson Rockwell stated unequivocally that unless this is expense neutral, that it will not be done. It may be the decision this commission comes up with, but it will be after the facts are received. All facts will be considered. There is no basis for putting it on a referendum - if it is expense neutral, what could the public say. Not asking for any new money, it will be

Paul Inman - Rock Island - been here for over 30 years. Concern about moving - good many citizens would have these same concerns - come off the bridge and have beautiful buildings that may be torn down or boarded up like the schools are. Move these buildings down across the tracks - built like a fortress for a reason. Protect records and keep our history for a long period of time. Would be kept in a building that is not nearly as safe. Concerns about the railroad crossing and building of an overpass. Move people from the courthouse and our beautiful city and run them down to that area across the railroad tracks - in a cheaply built building - Marlin Building could be an annex with a skywalk - don't want attorneys and coffee shops to move further out of the downtown area. Will lose the smaller shops that are in the downtown. What are the ramifications and what are the real savings. Close to a mile out of your way if the railroad tracks are blocked. Even with a mutual aid agreement, it will take time.

Chairperson Rockwell stated that we have talked with Marlin about these things. There is no money to buy Marlin, no money for upgrades.

Simmer - no numbers yet - need to look at all information - Rockwell - some of those items are beyond our control - Inman no they are not - you are deciding it when you decide to close these buildings - some things are outside of our control. Flooding and high winds/tornado is not a concern.

Simmer - looking at how we can stay here - need to keep an open mind right now - look at the numbers and see where we are. Must look at our options - have not kept our buildings up - not a fan of demolishing -

Chairperson Rockwell again read from the email that was presented earlier in the meeting.

We are currently seeking input from those who can attest to the condition of the current facilities, experts in the cost of remodeling and/or constructing such facilities, and others who can provide information on the current costs of maintaining these buildings.

Our plan is to present a full and factual report to the full County Board that analyzes the following:

- *The existing state of the buildings*
- *The costs of constructing an entirely new facility*
- *The costs and/or the feasibility of remodeling the existing facilities*
- *A financial analysis of the unsolicited proposal that was presented last month of moving to the old Farmall building.*
- *The cost and the feasibility of doing nothing.*

There is no agenda beyond what this committee has already completed. Chairperson Rockwell has not made a decision or an assumption until he gets all facts. Accessibility issues and costs for such will be part of the report from Estes and is in the KJWW report.

There are four facilities that are being discussed - three have serious ADA compliance issues.

Simmer - not near enough information to make a judgment at this point. This Commission is looking at what is best for all of Rock Island County, not just the City of Rock Island. You have made some assumptions that this building would be substandard to what we are in now. Consideration everyday about court cases has been discussed which is why the viaduct would be opened. Fire would be a rare occasion where court cases are daily, regular occurrence. Several attorneys have been talked to and no attorneys have indicated they are interested in moving their offices regardless of where the courthouse is located.

The Board will take into consideration is what will happen to this building and the Courthouse. The County Office Building is a beautiful building,

but once the portico was removed from the Courthouse, it is no longer stately.

Dennis English - Coal Valley - strong case - buildings are in bad shape - happy to learn that this is a fact finding mission - concern that a lame duck board is going to ram something through. Rockwell stated that he is not running, but was elected to a four year term and he intends to serve through midnight November 30, 2012. But for the grace of God, any one of the existing board may not be at the next meeting. Additionally, some of the members who are running are falsely thinking that they will be here in December. It is presumptuous to think that they will be here.

This was an unsolicited proposal - no one on the board solicited the proposal - no one on the Board has made a decision on this - all have concerns.

Concerns about economic impact on the City of Rock Island - struggle to maintain the population they have - moving Courthouse would have a devastating impact on the downtown of Rock Island. Rockwell - it may be a shot in the arm, too. Get rid of these two buildings and build two new ones. His overriding concern will be what is best for all of the citizens of Rock Island County.

Mark Archibald of Silvis - perception is reality - current board will have to look at the history and politics of the Rock Island County Board and it doesn't give the public assurance.

This commission is not going to make a decision - they will present facts.

Bob Westpfahl - District 25 - idea of County Board is to put good intelligent people on these committees and let them come back with recommendations and decisions. Could not find better folks to serve on this commission that we have right here. There is no question with the integrity of the folks on this commission. It is not a done deal. Let these people do their work and come back with the recommendation - if they pass something that you don't like, then it will be time to address Board.

East Moline - unsolicited proposal that was dropped in your lap - should look at it - it may save the County money and we are obligated to look at it. The developer presented the proposal to the County Board.

May 23rd - next meeting - any other information to be gathered let us know.

Mr. Hollenbeck stated that the fact that he is on the committee shows that you are looking at honest feedback - honest objective prospective-knowledge and interest in this - strong opinions - we don't have the money for anything new - as much as we may like to do something, if no money can't do it.

Drue Mielke - Coal Valley - cost savings energy/utility - any consideration of selling Oak Glen property - he was under the impression that the proceeds from a sale would be towards Hope Creek debt. Rockwell - no - money would not go towards Hope Creek. I think what the statement is that if we needed a brick for a down payment, that the land could be sold. It is in Coal Valley's land use plan to have that area as residential.

Cost for disposal of this building and courthouse also needed.

No further questions from the public or members of the committee, the meeting was adjourned at 510 pm.

Shelly Chapman

Consolidation Review Committee
Rock Island County
May 22, 2012

The Consolidation Review Committee of Rock Island County met on Tuesday, May 22, 2012 in the conference room of the County Board Office. Chairperson Tom Rockwell called the meeting to order at 4:00 PM.

Committee Members Present: Chairperson Rockwell, Sheriff Boyd, Judge Zimmer, Dr. Simmer, Matt Stern and Brian Hollenbeck

Others Present Kent Pilcher, Scott Christianson, Melanie Shields, Judge Mike Darrow, Mike McColl, members of the press and media

Motion by Dr. Simmer, second by Judge Zimmer to approve the minutes of the May 9th meeting. Carried.

Chairperson Rockwell advised that this meeting will not have any public input. We will stick to the agenda as published. Next meeting will be June 12 where we will review the report from Estes.

Estes Construction

Mr. Pilcher reported on the methodology to be used on the report to make sure that it tracks with the committee needs.

The report has four options outlined. The first report is a brand new facility. In 2009 when grant funds were thought to be available a space study was completed. This will be updated to new costs and to include parking. A summary of this report will be provided. The committee agreed that there was no use to recreate the wheel.

Second - rehabilitate each of the four structures to meet modern codes and standards. Utilizing knowledge from walk thru's and the KJWW report from 2008 will be utilized. It is clear from that report and the photos of the needs to bring all the facilities up to code. It will leave the county with the existing square footage. They have a great database regarding what it takes to rehabilitate older buildings. If it is possible to renovate cost effectively and remain occupied. It would be a challenging renovation with all the HVAC, electrical and water needs. The buildings would then be all modern buildings as far as codes.

Third, convert the four story building at QCIC for a consolidated facility. Estes has been working closely with the developer to take the information from the space needs studies and seeing how this would work. It would

be important to know that Estes has not been compensated and has not been paid by the developer. It is part of the work they have provided with the County. It would be a turn-key facility, all code compliant.

Options 1 2 and 3 would all be apples to apples quotations. All buildings would be code compliant.

Option #4 is to remain status quo. for the courthouse to make those improvements was over \$2.8 the COB was about \$1.5. None of those even address the code compliance issues such as fire, life safety codes for egress, ADA, OSHA, indoor air quality standards and energy code standards. Mr. Pilcher needed direction from the Committee. They will try to determine with three windows - less than 5 years, 5 to 10 and then 10 to 20. They will try to get it all on 2012 dollars to see what the cost of doing nothing is. The challenge is then, how do the buildings meet the codes. Option #2 will be how the buildings will be code compliant.

This is not a precise science, a roof has a lifespan. They can get within a 5 year window to determine the lifespan remaining on the facilities. The committee was comfortable with the approach to be taken by Estes.

The goal is to complete the draft and present on the June 12th. It will be provided to the committee on June 11th for review electronically. There will be a great deal of information to review.

2009 study to all members

Columbia Park

Final information will be provided at the next meeting with Estes.

Financing options are being researched by LRC Developers. This data will be presented at the next meeting.

Other

Sheriff advised that he will be meeting with Mr. Christianson to complete a walk thru of the building to determine what manpower needs there may be. He extended an offer to the committee members to join him at 9am on Thursday.

Chairperson Rockwell asked if the committee would like any additional information. Mr. Sterns reported on the survey of the employees regarding lunch. He asked if a survey of area businesses could be provided to see what potential impact there would be. Chairperson Rockwell stated that they need to understand exactly what is being discussed. Impact study to the businesses by Renaissance. Everyone is looking at what the real

impact is. The Jail and Justice Center would stay here. Employees only get 30 minutes for lunch so most do not leave the building for lunch. Would like to include an impact on the east Rock Island neighborhood where we could be moving to. Many people are seeing the down side but not the upside. Simmer stated that after hours is needed too. Mr. Hollenback is willing to contribute to the study to see what the impact is. What is of real concern is what will be done with the two facilities and what could potentially be the re-daptive use. For this committee, is that something that we are looking at? Impact study - what would be taking the place of these buildings. Will use the information he has accessible and look at costs and securing costs for the community impact study and acknowledging the sensitivity to the time. Will respond back tomorrow afternoon if possible.

Adjourn 4:18 pm

Shelly Chapman

Consolidation Review Commission (CRC)
Rock Island County
June 12, 2012

The Consolidation Review Commission of the Rock Island County Board met on June 12, 2012 in the conference room of the County Board Office. Chairperson Tom Rockwell called the meeting to order at 4:00 PM.

Commissioners Present: Tom Rockwell, Sheriff Jeff Boyd, Matt Stern, Brian Hollenback, Dr. Rod Simmer

Commissioners Absent: Judge Richard Zimmer

Others Present: Mayor Dennis Pauley, Kent Pilcher, Scott Christianson, Jim Christianson, Melanie Shields, Nick Camlin, Richard Brunk, Steve Meersman, Captain Martin C. Marlier, Gary Freeman, Phil Banaszek, Karen Kinney and members of the public.

Motion by Dr. Simmer, second by Stern to approve the minutes of the May 22nd meeting. Carried.

Community Impact Study

Mr. Hollenback discussed the community impact study proposal. (Record) Break down impact on renovation, new construction or relocating. A community impact study would be required regardless of the location if we decided to seek certain types of funds. There were no questions from the committee. An engagement letter for this service was emailed to the members.

Financial Analysis

Mr. Pilcher presented the report to the committee and discussed the approach taken. The report begins with an overview of the engagement letter.

- Option #1 New Courthouse \$47 to \$49 million
- Option #2 Rehab Existing \$40 to \$41 million
- Option #3 QCIC \$34 to \$34.5 million
- Option #4 Status Quo to be discussed

Needs of the County from a 2008 space study were reported at 225,000 square feet which included room for Health Department. These square footages have been reduced to eliminate the Health Department. It is showing about 180,000 square feet, plus parking. We would need about one city block for a three story building and required setbacks. These

requirements are taken into consideration in the costs. The figures assumed a new facility would be built somewhere in the downtown area and the parking included in the study is just the incremental parking plus utilizing the existing parking available.

Cost details were then reviewed. Option #1 is for New Construction. Site acquisition for two city blocks, demolition of a potential site, construction costs, parking construction, fees and contingencies. The total project costs were estimated at \$46,936,192. Higher construction costs would be charged for the court related facilities. Office areas are projected at about \$22.8 million and courtroom areas are \$14.8. Parking of 175 stalls was budgeted as well. Contingencies of 7% are standard for projects in the conceptual stage like this. The existing facilities are about 145,000 square feet. The differences are primarily driven by the requirements for square footage for courtrooms as well as life safety such as egress/ingress stairwells and restroom facilities.

Option #2 is to rehabilitate the existing structures. Renovation would be so extensive, there would be no way to occupy them while renovation is underway. Further complicating this is the Supreme Court standards. We would need at least a 20,000 square foot addition to comply with the standards. Detailed costs for renovations and additional space were then presented. Courthouse costs alone were over \$19.6 million plus County Office Building and Ostrom Hall for a total of over \$40 million. These costs are plus moving and rental of areas while the buildings were under renovation. A sampling of area renovations from older facilities was included in the materials for review and for use in their methodology. Sheriff Boyd asked why the renovation costs would be higher than building on new space. Mr. Pilcher advised that it would include demolition and additional structures needed. The structure does not offer any assistance or ease in renovation or demolition of the project.

Option #3 Convert QCIC Building

Would consolidate the four facilities and be 172,000 square feet. Options #1 and #3 are pretty similar in their consolidation cost savings. The County has not made any decisions regarding turn-key, buy or lease. They did not determine the annual cost of occupancy. Renderings were also provided in the packet.

Mr. Pilcher stated that there are four basic sections to the project: shell renovation, entry addition, parking garage & interior and then the 4-story improvements. The parking garage is at a request from the Judges for secure parking. Total estimated cost for construction is \$34,558,530.

About 60% of the expense is related to courtrooms. Backup data on each item was provided on each of the cost components.

Dr. Simmer asked about the difference in cost for new vs. shell costs. Mr. Pilcher stated that because the shell is there, the cost is less. Because the projects are so very different, different building geometry, additional demolitions, it is difficult to compare the two on a square foot basis. The projects should be compared on a total project cost, Mr. Pilcher stated and that is why the level of detail was provided.

Option #4 Remain Status Quo

Mr. Pilcher stated that this was quite a challenge. They looked at what repairs were needed within the next 5 years. That building (courthouse) is of such an age, it is difficult to project out. Within the next 10 years, they can project out but beyond that, it could quite frankly be anything that goes wrong. Looking at the courthouse during a walkthru as well as the KJWW Engineering study from 2008. If this investment is done, it still does not meet any codes or any required courtroom standards. It is just doing minimum renovations to keep the doors open. The 1992 Court inspection flat out says this building should no longer be used as a courthouse.

Within the next ten years, those repairs that would be highly likely were categorized out. Replacement of the elevators will require some level of ADA compliance and it will probably require some work to the shaft. They are likely at the end of the life cycle. The elevator in this building cannot even find parts for it. There are major issues with the mechanical systems in the Courthouse and County Office Building. Within the next 7 to 8 years, you will be lucky not to have to do a major rework on the system. It is not just a simple replacement due to the age of the facility. We have really gotten our money out of many of the systems in place, but they are on their last leg. Electrical systems and lighting replacements are significant. The County Building has all fuses and it is a serious question as to how long it will hold out. Standard maintenance of tuck-pointing and painting were included in the report. Estimates for ADA Compliance for each building was also provided as a bare minimum estimate. The expected range is \$6 to \$7 million in the next 10 years just for maintenance because of the life cycle and age of the buildings. Concern is that would be \$7 million spent on buildings that will be in the same shape. This will not address any of the concerns about code compliance, life safety issues, fire sprinklers, minimum court standards, etc. This is only looking ten years out because it will most likely be worse the longer out you look.

Mr. Hollenback asked about renovation of buildings if there are any exceptions to minimum standards to courts. Mr. Pilcher did not know the answer to that as it is a Supreme Court decision.

Mr. Pilcher stated that they are prepared to come back and will answer any questions the commission members may have. The books estimated cost is \$60 each if any requests for copies were received.

Columbia Park Information

Mr. Christianson prepared a financing summary report. (Record)
Northland Securities has been used for information, utilizing the data just presented by Mr. Pilcher.

Option #1

\$49 million cost at an average of 3.15% interest over 30 years - gross occupancy of \$2,845,955 less benefit of consolidation of over \$2.1 which would require an additional expense annually of over \$650,000.

Option #2

\$40 million cost at an average of 3.15% interest over 30 years - gross occupancy of \$2,117,888. There would be no savings or benefits of consolidation under this plan.

Option #3

\$34 million cost at an average of 3.15% interest over 30 years - gross occupancy less the consolidation savings equals no additional cost to the County.

Option #4

\$6.5 million cost at an average of 3.15% interest over 30 years - annual payment of \$344,000.

Comparison sheet to the Columbia Park option was then presented over the 30 year period. Without consolidation into one facility, the operating costs are tremendously higher.

Numbers will change, once the County comes up with final numbers of savings from consolidation. To finance the move to QCIC we must have a net savings \$2.1 million. The Auditor is updating consolidation costs currently and she will have those for us next week.

Other

Sheriff Boyd advised that he has completed a physical walk thru at the proposed site for building security. Comparable counties were surveyed.

This is only looked at for the move to QCIC, there would be a different set of circumstances if new construction were the recommendation based on the physical location. This would be a decentralized facility that would need to stand on its own. Sheriff Boyd projected a need in increased staff but it would be based on the court scheduling, teleconferences, etc.

Members of the Commission are to submit in writing to Shelly their recommendations which should include their opinion as to the suitability of existing facilities, their analysis of each option and their individual recommendation. If their individual recommendation involves funding, it needs to include where the funding will come from. There are only two sources, either consolidation savings or referendum. These are due within a week. It will be consolidated into a report form which will be compiled into a final report to the Rock Island County Board. June 28th will be a final report. Depending on that, we will either take to Administration Committee or full County Board in July.

June 26th next meeting and then June 28th to finalize the report.

There being nothing further to discuss, the meeting was adjourn at 452PM

Shelly Chapman

May 2012

STREAMLINING GOVERNMENT

Questions to Consider When Evaluating Proposals to Consolidate Physical Infrastructure and Management Functions



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Accountability * Integrity * Reliability

May 2012

STREAMLINING GOVERNMENT

Questions to Consider When Evaluating Proposals to Consolidate Physical Infrastructure and Management Functions





Highlights of GAO-12-542, a report to congressional requesters

STREAMLINING GOVERNMENT

Questions to Consider When Evaluating Proposals to Consolidate Physical Infrastructure and Management Functions

Why GAO Did This Study

GAO has previously reported on many areas that appear to be duplicative, overlapping, or fragmented and has suggested that agencies could increase their efficiency and effectiveness by consolidating their physical infrastructure, such as research facilities, or consolidating their management functions, such as information technology. Such consolidation, however, involves weighing costs as well as benefits and can be complex and challenging to implement.

Given the potential benefits and costs of consolidation, it is imperative that Congress and the executive branch have the information needed to help effectively evaluate consolidation proposals. In this report, GAO identifies key questions that agencies should consider when evaluating whether to consolidate physical infrastructure and management functions and illustrates the questions with agency consolidation examples. GAO reviewed the consolidation literature; selected seven consolidation initiatives at the federal level in various stages of completion and one recommended consolidation; reviewed documentation and interviewed agency officials with responsibility for the initiatives; and interviewed public-management and government-reform experts with consolidation experience. GAO provided the draft for review and comment to the five agencies with consolidation initiatives that were not covered by prior GAO work and made technical changes as appropriate. GAO does not make recommendations in this report.

View GAO-12-542. For more information, contact J. Christopher Mihm at (202) 512-6806 or mihmj@gao.gov.

What GAO Found

The following fundamental questions should be answered while considering a physical infrastructure or management function consolidation initiative.

Key Questions to Consider When Evaluating Consolidation Proposals

- What are the goals of the consolidation? What opportunities will be addressed through the consolidation and what problems will be solved? What problems, if any, will be created?
- What will be the likely costs and benefits of the consolidation? Are sufficiently reliable data available to support a business-case analysis or cost-benefit analysis?
- How can the up-front costs associated with the consolidation be funded?
- Who are the consolidation stakeholders, and how will they be affected? How have the stakeholders been involved in the decision, and how have their views been considered? On balance, do stakeholders understand the rationale for consolidation?
- To what extent do plans show that change management practices will be used to implement the consolidation?

Source: GAO.

- The key to any consolidation initiative is the identification of and agreement on specific goals, with the consolidation goals being evaluated against a realistic expectation of how they can be achieved. Consolidation goals, for example, can be compromised and new problems introduced when an initiative is delayed or halted, with agencies running the risk of increased costs.
- The initiative needs to be based on a clearly presented business-case or cost-benefit analysis and grounded in accurate and reliable data, both of which can show stakeholders why a particular initiative is being considered and the range of alternatives considered.
- Physical infrastructure and management function consolidations often have up-front costs, such as paying for equipment and furniture moves and funding employee transfers, and agencies find it challenging to pay for these upfront costs.
- Since stakeholders often view consolidation as working against their own interests, it is critical that agencies identify who the relevant stakeholders are and develop a two-way communication strategy that both addresses their concerns and conveys the rationale for and overarching benefits associated with the consolidation.
- Finally, implementing a large-scale organizational transformation, such as a consolidation, requires the concentrated efforts of both leadership and employees to accomplish new organizational goals. Agencies should have an implementation plan for the consolidation that includes essential change management practices such as active, engaged leadership of executives at the highest possible levels; a dedicated implementation team that can be held accountable for change; and a strategy for capturing best practices, measuring progress toward the established goals of the consolidation, retaining key talent, and assessing and mitigating risk, among others.

Contents

Letter		1
	Background	5
	Key Questions to Consider When Evaluating Physical Infrastructure and Management Function Consolidation Proposals	7
	Agency Comments	39
Appendix I	Scope and Methodology	41
Appendix II	Additional Questions Related to Physical Infrastructure and Management Function Consolidation Initiatives	44
Appendix III	Key Change Management Practices	48
Appendix IV	GAO Contact and Staff Acknowledgments	50
Tables		
	Table 1: Descriptions of a Recommended Federal Agency Consolidation and Other Consolidation Initiatives in Various Stages of Implementation	4
	Table 2: Key Questions to Consider When Evaluating Consolidation Proposals	7
	Table 3: The Census Bureau's Eight Consolidation Goals	9
	Table 4: Federal Agency Consolidation Examples in Various Stages of Implementation	43
Figures		
	Figure 1: Timeline for Census Bureau Consolidation Plan Announcement	25
	Figure 2: Identification Form Census Managers Use to Monitor Risks	38

Abbreviations

BRAC	Base Realignment and Closure
COBRA	Cost of Base Realignment Actions
DOD	Department of Defense
EPA	Environmental Protection Agency
FDCCI	Federal Data Center Consolidation Initiative
FHCC	Federal Health Care Center
HUD	Department of Housing and Urban Development
ICASS	International Cooperative Administrative Support Services
IRS	Internal Revenue Service
OMB	Office of Management and Budget
OPM	Office of Personnel Management
State	Department of State
TIGTA	Treasury Inspector General for Tax Administration
USAID	U.S. Agency for International Development
VA	Department of Veterans Affairs

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G A O

Accountability • Integrity • Reliability

United States Government Accountability Office
Washington, DC 20548

May 23, 2012

The Honorable Daniel K. Akaka
Chairman
Subcommittee on Oversight of Government Management, the Federal
Workforce, and the District of Columbia
Committee on Homeland Security and Governmental Affairs
United States Senate

The Honorable Thomas R. Carper
Chairman
Subcommittee on Federal Financial Management, Government
Information, Federal Services, and International Security
Committee on Homeland Security and Governmental Affairs
United States Senate

The Honorable Mark R. Warner
Chairman
Task Force on Government Performance
Committee on the Budget
United States Senate

The current fiscal crisis offers a window of opportunity for the federal government to examine how consolidating its operations can contribute to cost savings or effectiveness gains. With our nation facing serious, long-term fiscal challenges, a reevaluation of federal agencies' operations has never been more important than it is today, and over the past 2 years, we have reported on many areas that appear to be duplicative, overlapping, or fragmented. The first report, issued in March 2011, presented 81 opportunities to reduce potential government duplication, achieve cost savings, or enhance revenues, and the 2012 report presented 51 areas where programs may be able to achieve greater efficiencies or become more effective in providing government services. For example, the Army and Navy are planning to spend approximately \$1.6 billion to acquire separate unmanned aircraft systems that are likely to have similar capabilities. In addition, landholding agencies have over 45,000 underused buildings, and individual agencies have hundreds of incompatible information-technology networks and systems that were built over time and hinder governmentwide information sharing. This

duplication of effort and the maintenance of these buildings and legacy systems are costly propositions for the federal government.¹

In our past reports, we have suggested that federal agencies could increase their efficiency and effectiveness by consolidating their physical infrastructure, such as closing offices or other facilities like military bases, storage depots, and research facilities, or consolidating their management functions, such as information-technology or administrative-support services.² At your request, in this report we are examining key questions to consider when evaluating physical infrastructure and management function consolidation initiatives, with physical infrastructure consolidation defined as the combining of systems, equipment, and people into fewer buildings or facilities than they previously occupied and management function consolidation as the combining of formerly distinct systems, processes, and people in areas such as information technology, financial management, human resources management, and procurement. Both types of consolidation are intended to support improved customer service, increased efficiency and effectiveness, or cost avoidances and cost savings, or a mix of those goals.

Consolidation is beneficial in some situations and not in others, and so a case-by-case analysis is necessary, evaluating the goals of the consolidation against the realistic possibility of the extent to which those goals would be achieved. Consolidation initiatives can be immensely complex, politically charged, and costly and are not quick, easy, or automatic ways of producing desired change. Decision makers need to balance the benefits of consolidation against the physical, up-front financial, bureaucratic, and political costs, while considering alternatives such as increased cooperation or collaboration that may provide other

¹GAO, *2012 Annual Report: Opportunities to Reduce Duplication, Overlap and Fragmentation, Achieve Savings, and Enhance Revenue*, GAO-12-342SP (Washington, D.C.: Feb. 28, 2012) and *Opportunities to Reduce Potential Duplication in Government Programs, Save Tax Dollars, and Enhance Revenue*, GAO-11-318SP (Washington, D.C.: Mar. 1, 2011).

²See, for example, GAO, *Opportunities for Oversight and Improved Use of Taxpayer Funds*, GAO-03-1006 (Washington, D.C.: Aug. 1, 2003); *Best Practices: Elements Critical to Successfully Reducing Unneeded RDT&E Infrastructure*, GAO/NSIAD/RCED-98-23 (Washington, D.C.: Jan. 8, 1998); and *Embassy Management: Actions Are Needed to Increase Efficiency and Improve Delivery of Administrative Support Services*, GAO-04-511 (Washington, D.C.: Sept. 7, 2004).

paths to efficiency.³ In addition, consolidation initiatives may, but do not inevitably, save money and often require significant up-front costs to yield long-term benefits. There are, however, situations with clear potential for cost savings and operational efficiencies through physical infrastructure and management function consolidations.

Given the potential benefits and challenges of consolidation, it is imperative that Congress and the executive branch have the tools and information needed to help effectively evaluate consolidation proposals and activities. In response to your request, the specific objective of this report was to identify key questions that federal agencies should consider when evaluating whether to consolidate physical infrastructure or management functions and illustrate the questions with agency consolidation examples. To address this objective, we identified and reviewed our reports on specific consolidation initiatives that have been undertaken.⁴ We used this to complement information gathered through a review of the relevant literature on public-sector consolidations produced by academic institutions, professional associations, think tanks, news outlets, and various other organizations. In addition, as illustrative examples, we reviewed selected consolidation initiatives at the federal agency level. These examples provided insights into how agencies addressed the key questions. The examples were selected from physical infrastructure and management function consolidations from a range of agencies in different stages of completion, including one that has been recommended but not acted upon. The examples represented both inter- and intra-agency activity. We obtained documentation on these initiatives and interviewed agency officials with responsibility for implementing the initiatives. We did not verify the estimated cost savings associated with the consolidation initiatives. Table 1 provides a description of the illustrative examples we included in the report. We also interviewed a

³See, for example, GAO, *Results-Oriented Government: Practices That Can Help Enhance and Sustain Collaboration among Federal Agencies*, GAO-06-15 (Washington, D.C.: Oct. 21, 2005). We are also in the process of assessing interagency collaboration mechanisms with a report scheduled for release in fall 2012.

⁴See, for example, GAO, *Data Center Consolidation: Agencies Need to Complete Inventories and Plans to Achieve Expected Savings*, GAO-11-565 (Washington, D.C.: July 19, 2011); *Embassy Management: State Department and Other Agencies Should Further Explore Opportunities to Save Administrative Costs Overseas*, GAO-12-317 (Washington, D.C.: Jan. 31, 2012); and *Military Bases: Analysis of DOD's 2005 Selection Process and Recommendations for Base Closures and Realignments*, GAO-05-785 (Washington, D.C.: July 1, 2005).

number of individuals selected for their expertise in public management and government reform. We conducted some of these interviews individually and met with a panel of Fellows from the National Academy of Public Administration, where participants shared their thoughts on the basis of their consolidation experiences.⁵

Table 1: Descriptions of a Recommended Federal Agency Consolidation and Other Consolidation Initiatives in Various Stages of Implementation

Consolidation initiative	Type of consolidation	Description
Department of Commerce Census Bureau Regional Offices	Intra-agency / physical infrastructure	The Census Bureau in 2011 announced plans to close 6 out of 12 regional offices by 2013 to reduce the cost and improve the quality of the hundreds of surveys the Census Bureau conducts annually. The Census Bureau estimates the initiative will save between \$15 million and \$18 million annually beginning in fiscal year 2014.
Department of Defense (DOD) Base Realignment and Closure (BRAC)	Intra-agency / physical infrastructure	BRAC recommendations are intended to generate savings, reduce excess property, and realign DOD's workload and workforce to achieve efficiencies through consolidating bases and military functions. The BRAC 2005 round, the fifth such round undertaken by DOD since 1988, is the biggest, most complex, and costliest BRAC round to date. DOD reported that as a result of prior BRAC rounds, billions of dollars had been saved annually that could be applied to higher priority defense needs.
Department of the Treasury Internal Revenue Service (IRS) Processing Centers	Intra-agency / physical infrastructure	Beginning in 2000, IRS consolidated the total number of individual paper processing centers from eight to three sites to reduce overhead and real-estate costs and improve efficiency in response to the increase in electronic filing and subsequent decrease in paper filing. IRS estimates the initiative has saved \$175 million through 2011.
Environmental Protection Agency (EPA) Laboratories	Recommended intra-agency / physical infrastructure	Multiple independent evaluations over the past 20 years have recommended that EPA address planning, coordination, and leadership issues associated with EPA's science activities. EPA has also not fully addressed recommendations from a 1994 independent evaluation to consolidate and realign its laboratory facilities and workforce—even though this evaluation found that the geographic separation of laboratories hampered their efficiency and technical operations and that consolidation and realignment could improve planning and coordination issues that have disadvantaged its science and technical community for decades.

⁵Established in 1967 and chartered by Congress, the National Academy of Public Administration is a non-profit, independent coalition of public management and organizational leaders. For more information, go to www.napawash.org.

Consolidation initiative	Type of consolidation	Description
Office of Management and Budget (OMB) Federal Data Center Consolidation Initiative (FDCCI)	Intra-agency / physical infrastructure and management function	The FDCCI is intended to improve the efficiency, performance, and environmental footprint of federal data center activities through the consolidation of centers that support data transmissions. The initiative was announced in 2010 and is planned to continue through 2015. OMB estimated that the federal government will save approximately \$3 billion between 2011 and 2015.
Office of Personnel Management (OPM) Payroll Systems	Interagency / management function	The payroll consolidation initiative consolidated 26 payroll systems to four shared-service centers, standardized payroll policies and procedures, and simplified and better integrated payroll, human resources, and finance functions between its announcement in 2001 and its completion in 2009. OPM estimated the initiative would save the federal government \$1.1 billion over 10 years.
Department of State (State) International Cooperative Administrative Support Services (ICASS) system	Interagency / management function	ICASS is an interagency system established in 1997 for distributing the costs of administrative services at overseas posts and is intended to ensure that each agency bears the cost of its overseas presence. State has the primary responsibility for operating the system, and over 40 agencies share the costs of ICASS services, which totaled over \$2 billion in fiscal year 2011. State estimated that the U.S. government saved millions of dollars per year by reducing staff and eliminating warehouses. However, there has been no quantitative study on cost savings because the necessary data are not available.
Department of Veterans Affairs (VA) and DOD Federal Health Care Center (FHCC)	Interagency / physical infrastructure and management function	The FHCC is an ongoing 5-year demonstration project running from 2010 to 2015 to integrate VA and DOD medical care into a first-of-its-kind joint facility that will provide health care services to approximately 118,000 VA and DOD patients per year. VA and DOD officials estimated that the first two phases of the initiative saved \$11.2 million.

Source: GAO.

We conducted our work from June 2011 to May 2012 in accordance with all sections of GAO's Quality Assurance Framework that are relevant to our objective. The framework requires that we plan and perform the engagement to obtain sufficient and appropriate evidence to meet our stated objectives and to discuss any limitations in our work. We believe that the information and data obtained, and the analysis conducted, provide a reasonable basis for any findings and conclusions in this report. More detailed information on our scope and methodology appears in appendix I.

Background

Physical infrastructure and management function consolidations can be strategies to help improve the efficiency of federal agencies, an area with increased focus given our current fiscal challenges. In the 2013 budget, for example, the administration reported that it is proposing cuts,

consolidations, and savings across the government totaling more than \$24 billion in the upcoming fiscal year and \$520 billion through 2022.⁶ The White House also posted an interactive map of excess federal properties on its website, noting that the map illustrates a sampling of over 7,000 buildings and structures designated as excess. To help address this problem, an executive order, signed by the President in February 2004, promotes efficient and economical use of the federal government's real property assets by requiring each agency to determine what it owns, what it needs, and what it costs to manage its real properties. The agencies then are required to develop and implement asset-management plans, develop and monitor real-property performance measures, and dispose of properties that are not needed.⁷ Another major approach that agencies can take to improve their cost effectiveness is to consolidate management or operational processes and functions to make them more efficient. This approach often involves examining administrative or operational processes to make them faster or to use fewer resources. While agency efficiency efforts will not resolve the long-term fiscal imbalance because of the size of that imbalance, they remain important to the federal government's ability to operate with fewer resources while maintaining or improving the critical services and functions that it provides.

A recent effort underway to address the need for reexamining government is the consideration of the Reforming and Consolidating Government Act of 2012 (S. 2129), first proposed by the President and introduced in the Senate by Senators Lieberman and Warner.⁸ Under S. 2129, the President would be permitted to propose the creation of a new department (or renaming of an existing department), the abolishment or transfer of an executive department, or the consolidation of two or more

⁶Executive Office of the President of the United States, *Building a 21st Century Government by Cutting Duplication, Fragmentation, and Waste* (Washington, D.C.: Feb. 28, 2012).

⁷Exec. Order No. 13,327, Federal Real Property Asset Management, 69 Fed. Reg. 5897 (Feb. 4, 2004).

⁸S. 2129 112th Cong. (2012). On April 19, 2012, a companion bill was introduced in the House of Representatives, H.R. 4409 112th Cong. (2012).

departments.⁹ However, it should be noted that none of the consolidation initiatives discussed in this report required this type of broad reorganization authority to be implemented, although some had specifically related legislation.

Key Questions to Consider When Evaluating Physical Infrastructure and Management Function Consolidation Proposals

The key questions we identified that federal agencies should consider when evaluating a physical infrastructure or management function consolidation initiative are presented in table 2.

Table 2: Key Questions to Consider When Evaluating Consolidation Proposals

What are the goals of the consolidation? What opportunities will be addressed through the consolidation and what problems will be solved? What problems, if any, will be created?

What will be the likely costs and benefits of the consolidation? Are sufficiently reliable data available to support a business-case analysis or cost-benefit analysis?

How can the up-front costs associated with the consolidation be funded?

Who are the consolidation stakeholders, and how will they be affected? How have the stakeholders been involved in the decision, and how have their views been considered? On balance, do stakeholders understand the rationale for consolidation?

To what extent do plans show that change management practices will be used to implement the consolidation?^a

Source: GAO analysis.

^aFor these practices, we drew from our prior reports: *Highlights of a GAO Forum, Mergers and Transformation: Lessons Learned for a Department of Homeland Security and Other Federal Agencies*, GAO-03-293SP (Washington, D.C.: Nov. 14, 2002) and *Results-Oriented Cultures: Implementation Steps to Assist Mergers and Organizational Transformations*, GAO-03-669, (Washington, D.C.: July 23, 2003).

Appendix II has additional questions grouped by these five fundamental questions that are related to the ideas, strategies, and leading practices that may help facilitate physical infrastructure and management function consolidations.

⁹For our testimony on the legislation before the Senate Committee on Homeland Security and Governmental Affairs, see GAO, *Government Efficiency and Effectiveness: Opportunities for Improvement and Considerations for Restructuring*, GAO-12-454T (Washington, D.C.: Mar. 21, 2010).

What Are the Goals of the Consolidation? What Opportunities Will Be Addressed through the Consolidation and What Problems Will Be Solved? What Problems, If Any, Will Be Created?

We have previously reported and several experts we interviewed suggested that the key to any consolidation initiative is the identification of and agreement on specific goals, with the goals of the consolidation being evaluated against a realistic assessment of how the consolidation can achieve them. The process of defining goals can help decision makers reach a shared understanding of what problems genuinely need to be fixed, how to balance differing objectives, and what steps need to be taken to create not just short-term advantages but long-term gains.¹⁰

- For example, in 2000, Congress and IRS realized that some IRS paper processing site consolidation would be necessary to ensure efficient operations, while avoiding the expense of excess capacity. On the basis of the prior decreases in individual paper filings and the projected decreases that would become more dramatic in the future, IRS determined that it could process individual returns and satisfy customer needs at three sites, leading to the decision to close five other sites.¹¹
- In fiscal year 2011, the Census Bureau decided to consolidate a field structure that had remained substantially unchanged for 50 years by closing 6 of 12 regional offices. The Census Bureau's overall goal for its regional office consolidation was creating a structure that would yield the highest quality data at the lowest possible cost. Census officials concluded that its current structure did not reflect advances in survey methodology and technology made in recent decades, such as the ability for home-based workers to have access to confidential data in full compliance with information technology security and legal restrictions. As a consequence, the bureau's method for conducting surveys was too costly, and survey sponsors, primarily other federal agencies, were demanding improved efficiency and increased responsiveness. Census established eight consolidation goals, shown in Table 3, each weighted by relative importance, and evaluated potential regional structures against these goals. According to Census officials, its consolidation will enable the bureau to save \$15 million to

¹⁰GAO, *Executive Reorganization Authority: Balancing Executive and Congressional Roles in Shaping the Federal Government's Structure*, GAO-03-624T (Washington, D.C.: Apr. 3, 2003).

¹¹Congress passed the Internal Revenue Service Restructuring and Reform Act of 1998, which established a performance goal of having 80 percent of individual tax returns e-filed by 2007, among other requirements. Pub. L. No. 105-206, 112 Stat. 685 (1998).

\$18 million starting in fiscal year 2014 and improve the agency's ability to conduct surveys. The new design will also use improved management information systems and tools to maintain high-quality data collection.

Table 3: The Census Bureau's Eight Consolidation Goals

Goals
1. Minimize cost of survey operations
2. Improve data quality
3. Create a real-time information-rich management environment to enhance employee performance and management efficiencies
4. Create a more flexible management environment capable of adapting to changing conditions
5. Support multiple response modes more flexibly, involving the use of mailed paper questionnaires, Internet collection, computer-assisted telephone interviewing, and computer-assisted personal interviewing
6. Leverage local knowledge and facilitate outreach
7. Build a tested and reliable infrastructure upon which to scale up for the 2020 decennial census
8. Minimize vulnerability to natural disasters and unplanned events

Source: Census Bureau.

- In the late 1980s, changes in the national security environment resulted in a defense infrastructure with more bases than DOD needed. To address the problem of excess capacity and to realize cost savings, the Base Closure and Realignment Commission made a series of recommendations to close or consolidate DOD bases and military functions.¹² DOD has undergone five BRAC rounds beginning in 1988. Generally, the goals of the first four BRAC rounds were to generate savings to apply to other priorities, reduce property deemed excess to needs, and realign DOD's workload and workforce to achieve efficiencies in property management. As a result of prior BRAC rounds in 1988, 1991, 1993, and 1995, DOD reported that it

¹²The BRAC Commission for the 2005 round was a nine-member bipartisan commission, appointed by the President, which made recommendations on the basis of a review and analysis of recommendations from the Secretary of Defense, on base closures and realignments. The President and Congress had to accept or reject the commission's report in its entirety. National Defense Authorization Act for Fiscal Year 1990, Pub. L. No. 101-510, title XXIX, Defense Base Closure and Realignment Act of 1990, 104 Stat. 1485, as amended by the National Defense Authorization Act for Fiscal Year 2002, Pub. L. No. 107-107, title XXX, 115 Stat. 1012, 1342-1353 (2001).

had reduced its domestic infrastructure, transferred hundreds of thousands of acres of unneeded property to other federal and nonfederal entities, and saved billions of dollars annually that could be applied to other higher priority defense needs.¹³ For the BRAC 2005 round, the goals included transforming the military, fostering joint actions, and reducing excess infrastructure to produce savings. An example would be the BRAC recommendation to consolidate the supply, storage, and distribution function within the Defense Logistics Agency. As such, many of the BRAC 2005 recommendations involve complex realignments. Both DOD and the BRAC Commission reported that their primary consideration in making recommendations for the BRAC 2005 round was military value, which includes considerations such as an installation's current and future mission capabilities.¹⁴

- A central goal of the federal payroll consolidation initiative was achieving cost effectiveness through economies of scale and the elimination of duplicative systems. Other consolidation goals included standardizing payroll policies and procedures and simplifying and better integrating payroll, human resources, and finance functions. Cross-servicing and administrative consolidation initiatives began in the 1980s as part of the Reagan administration, and payroll was an early target of opportunity. In 2000, the Bush administration mandated e-government initiatives where common information technology solutions were identified. These were areas in which agencies historically had made significant individual investments to address needs that were common and duplicative. For example, OPM officials noted that many of the payroll systems were homegrown and on average about 20 years old, and many of the payroll service providers were considering capital investments in payroll-systems infrastructure. To avoid having individual agencies investing in new payroll systems, the administration selected 4 agency providers to serve as payroll providers in 2003; by 2009 these providers consolidated the payroll operations of the non-continuing agencies, absorbing their processing into existing systems. According to OPM officials, payroll consolidation was something that had been discussed for 30 years,

¹³GAO, *Federal Real Property: Progress Made on Planning and Data, but Unneeded Owned and Leased Facilities Remain*, GAO-11-520T (Washington, D.C.: Apr. 6, 2011).

¹⁴GAO, *Streamlining Government: Opportunities Exist to Strengthen OMB's Approach to Improving Efficiency*, GAO-10-394 (Washington, D.C.: May 7, 2010).

but the e-government mandate from the Bush administration finally gave OPM the power to make the consolidation happen.

Consolidation goals can be compromised and new problems introduced when an initiative is delayed, halted, or does not attract enough users to produce the economies of scale needed to generate cost savings. Under these fairly common conditions, participating agencies run the risk of seeing their costs increase.

- For example, State developed the ICASS system to streamline the provision of administrative services and cut costs for agencies located at overseas posts. However, we recently reported that many agencies continue to obtain services independently rather than through the ICASS system, which limits ICASS's ability to achieve greater economies of scale and deliver services efficiently.¹⁵ To the extent that agencies do not participate in ICASS, and provide these services themselves, they are creating potentially duplicative administrative systems that may not be cost effective for the U.S. government as a whole. For example, we reported that several agencies procured their own appliances and shipped their own furniture rather than participate in the ICASS-managed collective pools. At one post, ICASS service providers had to remove and reinstall furniture at embassy-managed residences 67 times over a 6-month period as a result of agency officials being replaced in a home by officials from a different agency. Such additional work would not have been necessary if all agencies participated in the furniture and appliance pool.

¹⁵GAO-12-317.

What Will Be the Likely Costs and Benefits of the Consolidation? Are Sufficiently Reliable Data Available to Support a Business-Case Analysis or Cost-Benefit Analysis?

A business-case analysis or cost-benefit analysis can help agencies ensure they are using public funds most effectively and preparing to meet future performance goals.¹⁶ The National Research Council, in a 2004 report on federal facilities investments, maintained that a business-case analysis of investments can make clear underlying assumptions, alternatives considered, the full range of costs and benefits, and the potential consequences for an organization and its missions.¹⁷ Additionally, we have noted in prior work that a cost-benefit analysis can be a useful tool to inform decision making. It can provide an analytic framework that decision makers can use to consider factors in a systematic manner and clarify what is and is not known about effects.¹⁸ OMB, similarly, has issued guidelines for agencies to consider when conducting a cost-benefit analysis of federal programs.¹⁹ These guidelines are intended to promote efficient resource allocation through well-informed decision making, and in them OMB recommends that agencies conduct a sound cost-benefit analysis before initiating any long-term project that extends 3 or more years into the future. According to OMB's guidance, such analysis should include a policy rationale, explicit assumptions, an evaluation of the alternatives, and a plan to verify program results.

Consolidation initiatives based on a clearly presented business-case or cost-benefit analysis, grounded in accurate and reliable data, can provide a data-driven rationale for why an agency is undertaking a particular initiative and show stakeholders that a range of alternatives has been considered. However, agencies may find it difficult to obtain sufficiently accurate data necessary to calculate the full potential costs and benefits associated with a consolidation initiative. We have previously reported, for instance, that agencies across the federal government have faced

¹⁶A business-case analysis or cost-benefit analysis is a comparative analysis that presents facts and supporting details among competing alternatives. See GAO, *Cost Estimating and Assessment Guide: Best Practices for Developing and Managing Capital Program Costs*, GAO-09-3SP (Washington, D.C.: March 2009).

¹⁷National Research Council, *Investments in Federal Facilities: Asset Management Strategies for the 21st Century* (Washington, D.C., National Academies Press, 2004).

¹⁸GAO, *Highlights of an Expert Panel: The Benefits and Costs of Highway and Transit Investments*, GAO-05-423SP (Washington, D.C.: May 6, 2005).

¹⁹OMB, *Guidelines and Discount Rates for Benefit-Cost Analysis of Federal Programs*, OMB Circular A-94 (Washington, D.C.: Oct. 29, 1992).

challenges employing systematic cost-accounting practices in their operations.²⁰ A lack of these practices within agencies makes it more difficult for them to collect the data necessary to calculate precisely the costs and benefits of a consolidation. This limitation can increase a consolidation's risk and an agency's vulnerability to unintended consequences, such as increased costs or heightened stakeholder skepticism.

A lack of accurate data should not, however, necessarily preclude agencies from considering the costs and benefits of consolidation. Agencies can work to analyze the information they have at hand on likely costs and benefits, as an analysis of this information can reasonably indicate the likelihood that a consolidation will offer more benefits than costs. Agencies can also use sensitivity analysis to determine whether costs and benefits within certain error ranges will result in net benefits. Sensitivity analysis examines the effect of changing assumptions and ground rules on estimated costs and benefits and helps decision makers choose between alternatives. On the other hand, if agencies cannot definitely conclude that benefits will outweigh costs, or an analysis of the sensitivity to error of key data used to calculate costs and benefits suggests that a consolidation initiative faces considerable risks, they may need to consider alternatives other than consolidation.

- For example, we have previously reported that DOD established a structured process for obtaining and analyzing data during the BRAC 2005 round. DOD used its Cost of Base Realignment Actions (COBRA) model to provide consistency in potential cost, savings, and return-on-investment estimates for closure and realignment options.²¹ COBRA provides for several key outputs that may influence the decision-making process, including (1) estimated costs for such factors as personnel severance, moving costs, or military construction over the implementation period; (2) estimated savings for personnel position eliminations, or reduced operations and maintenance costs over that same period; (3) the "payback" time required for estimated

²⁰For example, see GAO, *Human Capital: DOD Needs Better Internal Controls and Visibility over Costs for Implementing Its National Security Personnel System*, GAO-07-851 (Washington, D.C.: July 16, 2007) and *Financial Management: NOAA Needs to Better Document Its Policies and Procedures for Providing Management and Administration Services*, GAO-11-226 (Washington, D.C.: Jan. 31, 2011).

²¹GAO-11-520T.

cumulative savings to outweigh cumulative costs for the actions; (4) net annual recurring savings; and (5) the net present value of BRAC actions, calculated over a 20-year time frame. We examined the model as part of our review of the 2005 and prior BRAC rounds and found it to be a generally reasonable estimator for comparing potential costs and savings among alternatives. The model provides important input into the selection process as decision makers weigh the financial implications of decisions regarding the suitability of various closure and realignment options. However, COBRA does not represent budget-quality estimates that are developed once BRAC decisions are made and detailed implementation plans are developed. On the basis of our assessment of the BRAC 2005 round, actual costs and savings were different from the BRAC Commission's initial estimates. As we testified in March 2012, BRAC onetime implementation costs rose to about \$35.1 billion using DOD's fiscal year 2011 budget data compared with the Commission's initial estimate of \$21 billion in fiscal year 2005. Also, we testified in 2012 that DOD expects to realize annual net recurring savings of \$3.8 billion, a decrease of 9.5 percent compared to the Commission's estimate in 2005. We further testified that our analysis shows that the 20-year net present value is about \$9.9 billion, a decrease of 73 percent, compared to the Commission's estimate of \$36 billion in 2005.²²

- VA and DOD officials told us that the departments' decision to consolidate their two health care facilities in North Chicago, Illinois, was based on a variety of factors, ranging from the facilities' proximity to each other to the opportunity created by the VA's having upgraded hospital infrastructure and identified clinical space with excess

²²GAO, *Military Base Realignments and Closures: Key Factors Contributing to BRAC 2005 Results*, GAO-12-513T (Washington, D.C.: Mar. 8, 2012). As we have previously reported, we and the BRAC Commission believe that DOD's net annual recurring savings estimates are overstated because they include savings from eliminating military personnel positions without corresponding decreases in end-strength. DOD disagrees with our position. See also, GAO, *Military Base Realignments and Closures: Estimated Costs Have Increased While Savings Estimates Have Decreased Since Fiscal Year 2009*, GAO-10-98R (Washington, D.C.: Nov. 13, 2009).

capacity, and the Navy's need to replace its aging facility.²³ The two departments had earlier noted in a February 2009 analysis that the decision to consolidate the two facilities into the Captain James A. Lovell Federal Health Care Center (FHCC) in North Chicago was based on a sequential decision making process whereby each decision and cost-benefit analysis led to the next set of questions and options. In the analysis, they also laid out the consolidation's three sequential phases. In the first phase, the two departments developed a sharing relationship that included the consolidation of select medical services and the establishment of common administrative functions such as reimbursement methodology. In the second phase, they forged a network relationship that included VA's construction of new facilities, the consolidation of more medical services, and the development of additional reimbursement methodology. VA and DOD officials determined that the reduction of operating costs and full-time equivalents in the first two phases saved a total of \$11.2 million, while allowing the two hospitals to maintain a high quality of care based on established metrics. VA and DOD also estimated that phase three, which includes the Navy's construction of new facilities and the opening of the fully-integrated FHCC, will lead to onetime construction avoidance savings of \$67 million and annual recurring savings of \$19.7 million.

- Census officials told us that as the bureau was weighing alternatives for consolidating its field office structure, it developed costs and benefits for each alternative. Census officials told us that they had some difficulty identifying the consolidation's costs, but ultimately compiled a list of costs for the selected alternative. Costs ranged from relocation expenses for employees who would remain with the agency, to separation incentives and severance pay for those who could not or would not remain with the agency, to training costs for

²³DOD and VA integrated the Naval Health Clinic Great Lakes and the North Chicago VA Medical Center and are operating a system of healthcare known as the DOD/VA Medical Facility Demonstration Project, Federal Health Care Center (FHCC) from 2010 to 2015 pursuant to statutory authority. 10 U.S.C. § 1104; 38 U.S.C. § 8111; Duncan Hunter National Defense Authorization Act for Fiscal Year 2009, Pub. L. No. 110-417, § 706, 122 Stat. 4356, 4500 (2008); National Defense Authorization Act for Fiscal Year 2010, Pub. L. No. 111-84, §§ 1701-1706, 123 Stat 2190, 2567–2574 (2009). These provisions authorize the FHCC to provide health care services to VA and DOD beneficiaries, consistent with applicable policies of both departments. To accomplish the missions of both departments in this VA/DOD integration, the FHCC will support both VA/DOD Healthcare and DOD Operational readiness missions.

new positions. These costs totaled approximately \$30 million over 3 fiscal years. Census also identified \$15 million to \$18 million in potentially recurring savings, which it attributed to the closure of six offices and the net reduction of 186 full-time equivalent positions across the field structure. A Census official said that such data helped to persuade stakeholders of the consolidation's value.

- Sufficiently reliable data, however, are hindering OMB's efforts to create an inventory of data centers and estimate cost savings as agencies consolidate their data centers and move from housing data on site to cloud-computing solutions.²⁴ Such a move to cloud computing can allow agencies to obtain computing services while freeing themselves from the burdens and costs of maintaining computing infrastructure. To help agencies improve their use of data centers, OMB is leading an effort to create a shared-services marketplace as part of a data center consolidation initiative. According to OMB, this initiative could lead to \$3 billion in savings by 2015 as well as improve the efficiency, performance, and environmental footprint of federal data center activities.²⁵ To help agencies plan for their data center consolidations, OMB directed them to first complete a data center inventory and a consolidation plan. Specifically, the inventories were to include descriptions of the assets present within individual data centers, as well as information about the physical data center. The consolidation plans were to address key elements, including goals, approaches, schedules, cost-benefit calculations, and risk management plans. However, we found that the majority of the agencies did not complete their inventories or consolidation plans, due in part to a lack of available data. For example, 19 of the 24 agencies we reviewed reported that it was challenging to obtain power-usage data. Certain agency facilities do not have power-metering capabilities, making estimations of power use necessary. We concluded that moving forward to consolidate obviously redundant or underused centers is nonetheless warranted and should result in

²⁴Cloud computing is location-independent computing, whereby shared servers provide resources, software, and data to computers and other devices on demand, as with the electricity grid. In May 2010, GAO issued a report on federal cloud computing efforts. See *Information Security: Federal Guidance Needed to Address Control Issues with Implementing Cloud Computing*, GAO-10-513 (Washington, D.C.: May 27, 2010).

²⁵In GAO-11-565, we reported that 14 agencies initially reported savings between 2011 and 2015 from the data center consolidation initiative of \$700 million, but actual savings may be even higher because 12 of those agencies' estimates were incomplete.

immediate cost savings and increased efficiency. However, these data gaps place agencies at an increased risk of being ill prepared to manage such a significant transformation. We raised concerns that OMB cannot be assured that agencies are providing a sound baseline for estimating consolidation savings or accurately measuring their progress until those inventories and plans are complete and there is a better understanding of the validity of the agencies' data, and we recommended that OMB require agencies to complete the missing elements in their respective consolidation plans.²⁶ OMB generally agreed with our report but did not comment on the recommendation. In July 2011, OMB directed agencies to complete all missing elements in their respective consolidation plans by the end of fiscal year 2011. In March 2012, OMB further established an annual requirement for agencies to complete missing elements from their plans and to submit an updated plan by the end of every fiscal year.

- A past independent evaluation by the MITRE Corporation recommended that EPA consolidate its laboratories as a means to improve the efficiency and effectiveness of its operations, and in 2006, EPA's Chief Financial Officer requested that EPA develop a plan for reducing laboratory costs through their consolidation.²⁷ In prior work, we reported that EPA lacks sufficiently complete and reliable data on which to base decisions about the management of its laboratories. For example, we reported that EPA does not use public and commercial benchmarks to calculate usage rates for its laboratories. Instead, EPA measures laboratory usage on the basis of subjective interviews with local laboratory officials.²⁸ We recommended that EPA improve the completeness and reliability of operating-cost and other data needed to manage its real property, and if it determined that another independent study of its laboratories' management and operation was needed, include alternative options

²⁶GAO-11-565.

²⁷EPA tasked the MITRE Corporation to perform an independent evaluation of its laboratories to be used by the agency as one of the inputs in developing a report to Congress. The MITRE Corporation is a not-for-profit organization chartered to work in the public interest with expertise in systems engineering, information technology, operational concepts, and enterprise modernization.

²⁸GAO, *Environmental Protection Agency: To Better Fulfill Its Mission, EPA Needs a More Coordinated Approach to Managing Its Laboratories*, GAO-11-347 (Washington, D.C.: July 25, 2011).

for organizing its laboratories' infrastructure, including consolidation. EPA said that it will work internally to upgrade and validate internal operating costs and other metrics, and that it is preparing a work assignment for the National Academy of Sciences to study EPA's laboratories. EPA stated that the study will consider alternate approaches for organizing the laboratories' infrastructure.

- We have reported that as more agencies join ICASS, State has realized savings through economies of scale. However, we have also reported that ICASS and its customer agencies generally have insufficient data to perform a meaningful cost analysis to quantify the potential cost savings to individual agencies or the government as a whole from consolidating services. Responses to a survey we conducted for our 2012 report showed that agencies that have opted out of ICASS services have frequently cited lower costs as a reason for their decision, but many indicated that they had no basis to judge the relative costs of ICASS and non-ICASS services or did not respond to a question on this issue. Furthermore, State's ICASS cost data and other agencies' non-ICASS cost data are generally not comparable, which renders the cost implications for an agency's joining ICASS unclear. Without data that can help it quantify potential cost savings, ICASS management is poorly positioned to demonstrate to other agencies that greater participation in ICASS services is in their own interest or that of the U.S. government overall.²⁹ We suggested that Congress may wish to consider requiring agencies to participate in ICASS services unless they provide a business case to show that they can obtain these services outside of ICASS without increasing overall costs to the U.S. government or they show that their mission cannot be achieved within ICASS. We also recommended that, where agencies are able to demonstrate, through a compelling business case, that they can provide a service more efficiently than the existing State ICASS provider without adverse effects on the overall government budget, the Secretary of State and the Administrator of the U.S. Agency for International Development (USAID) allow the creation of new ICASS service providers, in lieu of State, to provide administrative services to the other agencies at individual posts. State and USAID generally concurred with these recommendations.

²⁹GAO-12-317.

How Can the Up-Front Costs Associated with the Consolidation Be Funded?

Physical infrastructure and management function consolidation initiatives often have up-front costs, and agencies must pay them before they can realize any intended gains or savings. For example, agencies may need to pay for equipment and furniture moves or fund employee transfers and buyouts, and agencies often find it challenging to obtain the funds necessary to pay for these up-front costs. A lack of up-front funding can prevent a potentially beneficial initiative from getting off the ground or derail an initiative already underway. In fact, our prior work on real property management has shown that a lack of funding for up-front costs is one of the most important reasons why many initiatives are never implemented.³⁰

- In previous work on the BRAC process, we noted that the costs associated with closing bases can be significant. Congress has provided DOD with a dedicated mechanism to help meet the challenges of paying for BRAC's significant up-front costs: the Department of Defense Base Closure Account was established to fund base closures in the 1988 round; the Department of Defense Closure Account 1990 was established to fund base closures in the 1991, 1993, and 1995 rounds; and the Department of Defense Base Closure Account 2005 was established to fund base closures in the 2005 round. Congress, recognizing the complexities of realigning and closing bases, allowed DOD the flexibility to allocate funds by military service, budget function, and installation. Additionally, other revenues, including revenues generated from land sales, were required to be deposited into these accounts to offset closure and realignment costs.
- As previously mentioned, Census collected data on costs and benefits as it weighed alternatives for consolidating its field office structure. The bureau's Chief Financial Officer noted that the bureau is finding it challenging to pay for the up-front costs, as it plans to absorb them and not pass them on to customers by charging higher fees for survey administration. He said that Census is planning to pay for the consolidation's up-front costs with money from Census's working

³⁰See, for example, GAO, *Federal Real Property: Overreliance on Leasing Contributed to High-Risk Designation*, GAO-11-879T (Washington, D.C.: Aug. 4, 2011).

capital fund.³¹ Census said that, as there will be no additional charges to customers, Census will use balances from its working capital fund collections while simultaneously conserving resources and finding efficiencies within the fund to pay for the consolidation's up-front costs. Another Census official noted that Census expects to realize cost savings from liquidating regional office space and reducing the number of employees in the consolidated regional office structure. However, Census will not fully realize these savings until fiscal year 2014.

- We have reported that 11 of the agencies involved in the data center consolidation initiative have found it challenging to fund their consolidation efforts.³² For example, one agency noted that having to fund efforts long before any savings would be realized was difficult. There is no standard method by which agencies are paying for these up-front data center consolidation costs. Some agencies are using working capital funds while others use funds appropriated through the annual budget process; other agencies are using a combination of the two. The Department of Commerce, in its 2011 data center consolidation plan, noted that it has worked to overcome up-front cost challenges and more effectively obtain funds to meet its data center consolidation requirements by streamlining information technology operations and by having its data center consolidation project team demonstrate the cost benefit of the initiative to the department's executive management.

A former OMB official said that centrally administered incentive funds could be effective in helping agencies initiate a consolidation, particularly cross-government consolidations, such as those that were pursued under

³¹A working capital fund is a type of intragovernmental revolving fund that generally finances the centralized provision of common services within an agency, such as building security or human capital management. Receipts come primarily from other government agencies, programs, or activities. See GAO, *Principles of Federal Appropriations Law*, GAO-08-978SP (Washington, D.C.: September 2008). Census's working capital fund contains money that the bureau collects for providing management and administrative services to its internal divisions and survey support services for other federal and nonfederal entities. See GAO, *Intragovernmental Revolving Funds: Commerce Departmental and Census Working Capital Funds Should Better Reflect Key Operating Principles*, GAO-12-56 (Washington, D.C.: Nov. 18, 2011).

³²GAO-11-565.

the Lines of Business initiative.³³ As we have previously reported, the administration is undertaking one such effort by having OMB manage the Partnership Fund for Program Integrity Innovation, a fund that provides federal agencies money to pilot projects and evaluations that test ideas for improving the delivery of federal assistance programs administered through state and local governments.³⁴ The fund is intended to help agencies, among other goals, improve administrative efficiency and is expected to help agencies achieve total cost savings that are equal to or greater than the fund's \$32.5 million appropriation. Additionally, we have reported that the Department of Housing and Urban Development (HUD) has developed a centrally administered fund to support its Transformation Initiative, a multifaceted and multiyear effort intended to reexamine how HUD does business by focusing on improving performance, replacing outdated information technology systems, evaluating programs, and streamlining processes.³⁵ In fiscal year 2010, HUD received authorization from Congress to transfer up to 1 percent of the budgets from selected program offices to a Transformation Initiative fund that is intended to support projects that improve the overall performance of the agency, including a few project areas that are specifically expected to improve efficiency.³⁶ Furthermore, in September 2011, we recommended that the Director of OMB work with Congress and federal agencies to develop proposals for funding mechanisms that assist federal agencies with the up-front costs associated with longer-term efficiency improvement projects.³⁷ We requested an update on the status of this recommendation in April 2012. However, OMB has not yet indicated how it will address the recommendation.

³³The Bush administration's Lines of Business initiative was designed to improve the federal government's use of information technology and better business practices. In the spring of 2004, OMB announced the formation of Lines of Business task forces. The task forces analyzed data to identify ways where services could integrate common information technology and electronic government-related practices across agencies into a single unified standard. OMB planned to form "centers of excellence" or "shared service vendors" for each line of business to manage common functions and tasks across agencies.

³⁴GAO, *Streamlining Government: Key Practices from Select Efficiency Initiatives Should Be Shared Governmentwide*, GAO-11-908 (Washington, D.C.: Sept. 30, 2011).

³⁵GAO-11-908.

³⁶Consolidated Appropriations Act, 2010, Pub. L. No. 111-117, 123 Stat. 3034, 3093 (2010).

³⁷GAO-11-908.

The need for agencies to consolidate incompatible information technology systems can be one of the most challenging aspects of a consolidation, particularly if the initiative crosses departmental lines. We have previously reported that individual agencies have hundreds of incompatible networks and systems and that the maintenance of these legacy systems is costly. We have found that even now the architectures agencies are developing are duplicative, poorly integrated, unnecessarily costly to maintain and interface, and unable to respond quickly to shifting environmental factors.³⁸

- In the early 2000s, when the payroll systems consolidation initiative was announced, many of the agencies' payroll systems were nearing the end of their estimated life cycles. OMB capitalized on the situation by not authorizing agencies, other than the four chosen payroll service providers, to spend money on modernizing their payroll systems, thereby leveraging the shift to the selected payroll providers. However, OPM officials also said that funding for systems modernization for the four remaining payroll service providers, which was promised at the outset of the payroll consolidation initiative, has not materialized. They noted that this lack of funding for systems modernization is a major problem and puts the long-term viability of the consolidated federal payroll services system at risk.

Who Are the Consolidation Stakeholders, and How Will They Be Affected?

Consolidation success depends on a wide range of factors, including getting incentives right for those affected by the consolidation. Stakeholders often view a consolidation as working against their own interests. For example, agency clients and customers may have concerns about potential reduction in service or access to agency officials. Contractors providing services or systems to multiple agencies may be concerned that consolidation will result in fewer agency customers and create a situation where they are competing with agencies to provide management or administrative services. Congress, which authorizes and funds federal agency operations, may be sensitive to these concerns, especially when Congressional members' constituencies are adversely affected. Moreover, stakeholders frequently raise valid concerns on the basis of their familiarity with an agency's operations, and the concerns need to be addressed openly and objectively. Failure to effectively engage with stakeholders and understand and address their views can

³⁸GAO-11-318SP.

undermine or derail the initiative. To that end, it is critical that agencies identify who the relevant stakeholders are and develop a two-way communication strategy that both addresses their concerns and conveys the rationale for and overarching benefits associated with a consolidation initiative. We have previously reported that communication is not just “pushing the message out,” but should facilitate a two-way, honest exchange with and allow for feedback from employees, customers, and other stakeholders.³⁹ Full agreement among stakeholders is relatively uncommon because stakeholders’ interests can differ significantly; a comprehensive two-way communication strategy is central to forming the effective external and internal partnerships that are vital to the success of any organization.

External Stakeholders

Closing regional offices or facilities, which may be necessary to generate cost savings or efficiency gains, may engender strong opposition from local residents and the population served by the office. We have previously described how independent commissions, which by design are to be less subject to parochial or political pressures, can more easily effect change, ensure that data collection and analysis are efficient and objective, and implement recommendations quickly.⁴⁰

- For example, DOD and BRAC Commission officials cite the establishment of an independent commission and nomination of commissioners by the President, in consultation with congressional leadership, as one of the key elements that contributed to DOD’s ability to eliminate excess capacity by closing or realigning military bases. In addition, the President and Congress have to accept or reject the commission’s report in its entirety. More recently, we reported that an independent commission or governmentwide task

³⁹GAO, *Results-Oriented Cultures: Implementation Steps to Assist Mergers and Organizational Transformations*, GAO-03-669 (Washington, D.C. July 2, 2003).

⁴⁰GAO/NSIAD/RCED-98-23. Also, in February 2012, the House passed as amended H.R. 1734, the Civilian Property Realignment Act. The legislation would establish an independent Civilian Property Realignment Commission to identify opportunities for the federal government to reduce its inventory of civilian real property and reduce costs. The legislation would require each federal agency to submit current data to the General Services Administration and OMB regarding the agency’s federal civilian real property and to recommend sales or other dispositions of federal property, reductions in civilian property inventory, and operational efficiencies.

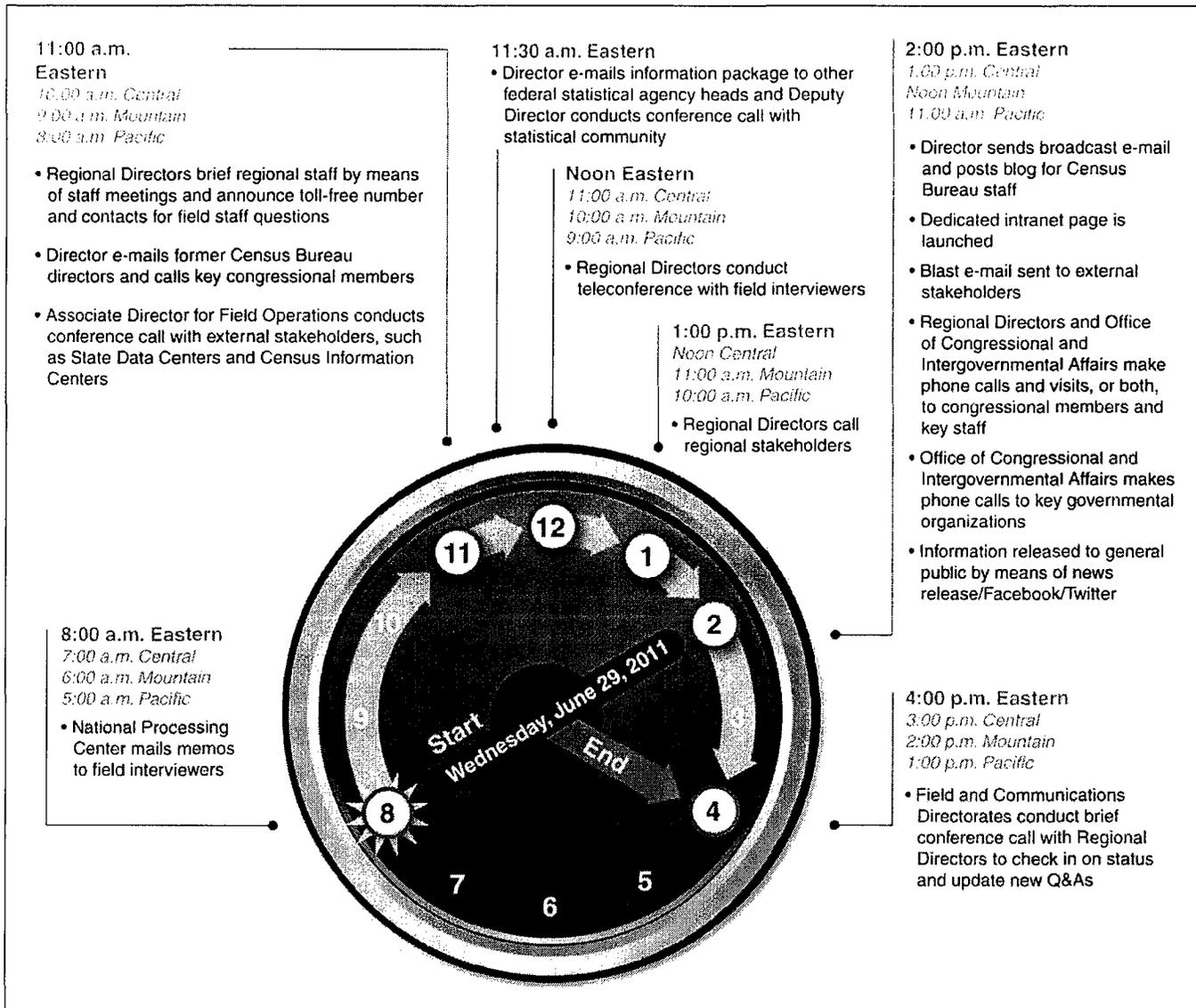
force might be necessary to help overcome stakeholder influences in deciding how to dispose of unneeded real property.⁴¹

An effective and ongoing communication strategy tailored to address different stakeholder groups and their concerns is also essential.

- For example, IRS and Census officials pursued a data-driven communication strategy that started well in advance of their regional office closures. Census officials said they used data to demonstrate to local elected officials how streamlining operations would allow Census to save money and conduct surveys more efficiently. In addition, Census developed scripts and timelines to roll out the announcement so key officials could deliver the same information and message throughout the country at the same time (see fig. 1). Census officials said their communication strategy allowed them to present a unified front and consistent information.

⁴¹GAO-11-520T.

Figure 1: Timeline for Census Bureau Consolidation Plan Announcement



Source: U.S. Census Bureau.

- To address congressional concerns about processing centers closing in their districts, IRS officials reported they developed a communication strategy based on data showing that they could close

one site every other year without adversely affecting operations, due in large part to the steady increase in electronic filing and concurrent decline in paper filing of tax returns. Also, once the decision had been made to close processing centers, IRS took steps to communicate with taxpayers about changes in filing locations through a variety of media including websites, informational packages sent to taxpayers, and tax practitioner forums.

Internal Stakeholders

Agency officials reported that a comprehensive communication strategy that involves employees is a key component of any consolidation effort. Consolidations of physical infrastructure or management support functions often generate uncertainty for agency employees through job loss, relocation, or considerable changes in the way jobs are done. Regular and early communication facilitates a two-way exchange, which allows for feedback and tailored information to meet employees' specific needs. The communication can help to build trust and an understanding of the planned change, potentially defusing the opposition while strengthening commitment to the effort.

- Once IRS determined it was closing processing sites, agency officials and representatives from the National Treasury Employees Union said they negotiated how shutting down individual sites would occur and what mitigation measures would be available to employees. A variety of communication channels including websites, town hall meetings, and newsletters helped employees keep abreast of dates and the consolidation's progress. IRS also posted information on its internal websites regarding the range of services available to employees losing their jobs, such as separation packages, reassignment opportunities, retraining and placement assistance, and counseling. In addition, IRS began hiring limited term or temporary employees at sites slated for closure, allowing the agency to communicate realistic expectations about job duration.
- Census officials also reported developing a comprehensive employee communication strategy. The strategy's intent was to address morale issues among employees keeping their jobs but with new or different responsibilities, as well as employees relocating or losing their jobs. The week following the consolidation's announcement, the Census Bureau Director visited the six closing regional offices to answer employees' questions and listen to concerns. Human resource representatives followed up quickly with regional office employees to discuss these concerns. Three months later, the representatives held video conferences with individual employees to explain the early retirement and buyout process. Census also created a consolidation

intranet site accessible to all Census employees that contains a variety of information, including internal job postings. In addition, Census electronically distributes a monthly consolidation newsletter and has established an "800" telephone number employees can call with consolidation questions. Census has dedicated itself to answering all questions submitted through the 800 number and posting all questions and answers to the intranet site.

Concerns about ceding control in a new consolidated environment of shared services can also be a major challenge. A report we issued in 1980 looking at barriers to closing regional offices cited management resistance on the basis of concerns that participating in shared service arrangements would diminish their control and lead to a decrease in service.⁴² For example, we reported that many agencies were reluctant to adopt automatic airline ticket payment plans and teleticketing procedures even though these techniques had been shown to be cost effective and subsequently have become the norm. Agencies had developed their own travel systems to support important aspects of their operations, and many managers did not believe that a common support arrangement would satisfy their unique needs. Thirty years later, the same general issue resonates.

- A former OPM official involved with the payroll consolidation initiative said that even though the payroll effort was an intellectually simple concept, it still required "brute force" to execute. She said that agencies resisted the effort because they claimed they had a type of payment necessitating a unique payroll system. To address these concerns and devise solutions, OPM established a Payroll Advisory Council that included representatives from the provider agencies and client agencies. The council met quarterly to develop migration and business processes. OPM officials said the council was a valuable vehicle for bringing together key stakeholders and encouraging them to feel they were part of the process. They said it helped get people on the same page and motivated them to move the project forward.

Employee resistance to cultural change is a particularly thorny issue when consolidation involves more than one agency. Constructing a new organizational culture that respects the core values of the involved organizations and is welcoming to all employees is critical to the success

⁴²GAO, *Streamlining the Federal Field Structure: Potential Opportunities, Barriers, and Actions That Can Be Taken*, FPCD-80-4 (Washington, D.C.: Aug. 5, 1980).

of a multiagency consolidation effort. Our prior work has shown that many transformations fail because the cultures of the components were not fully understood or considered.⁴³ Thus, managers need to understand the different cultures that are coming together, and the steps that can be taken to establish a common culture.⁴⁴

- Federal Health Care Center (FHCC) officials reported that the center has sought to address the challenges of cultural integration through a wide variety of actions and approaches, such as involving all staff in establishing the mission, vision, and goal statements; creating its first strategic plan; and blending previously unique organizational celebrations and recognition events. According to the officials, ongoing assessments of progress with cultural integration have been maintained through staff satisfaction and climate surveys, as well as frequent communication opportunities with leadership through all-hands town hall meetings and other communication venues. From fiscal years 2011 through 2012, FHCC improved in 12 of 13 measured categories including work group effectiveness and leadership cohesion; however, its score dropped slightly in the work group cohesion category. In addition, VA and DOD, through FHCC staff, use a staff satisfaction benchmark as one measure to assess the center's integration, a benchmark that has been met. Officials noted that establishing a common culture from two distinct and firmly established entities like the VA and the United States Navy has been challenging. However, with a focus from leadership and the actions mentioned above, officials said the center has seen progress in establishing its own common culture.

To What Extent Do Plans Show That Change Management Practices Will Be Used to Implement the Consolidation?

Implementing large-scale organizational mergers, acquisitions, and transformation initiatives, such as consolidations, are not simple endeavors and require the concentrated efforts of both leadership and employees to accomplish new organizational goals. As we have previously reported, productivity and effectiveness may actually decline in the period immediately following a private sector merger and acquisition.⁴⁵ This happens for a number of reasons including that

⁴³GAO-03-669.

⁴⁴Peter Frumkin, *Making Public Sector Mergers Work: Lessons Learned* (Arlington, Va.: IBM Center for The Business of Government, August 2003).

⁴⁵GAO-03-293SP.

attention is concentrated on critical and immediate integration issues and diverted from longer-term mission issues. In addition, employees and managers inevitably worry about their place in the changed organization.

As part of our body of work on organizational mergers, acquisitions, and other transformations, we recommended that to minimize the duration and the significance of any reduced productivity and effectiveness, agencies should have an implementation plan that includes essential change management practices such as active, engaged leadership of executives at the highest possible levels; a dedicated implementation team that can be held accountable for change; and a strategy for capturing best practices, measuring progress toward the established goals of the consolidation, retaining key talent, and assessing and mitigating risk, among others.⁴⁶ Appendix III has a list of key change management practices.

Will Top Leadership Be Engaged in Driving the Consolidation?

Whether consolidations originate from within an agency in response to changing conditions or outside pressures, or from the most senior levels of government, it is essential that top government and agency leaders are committed to the consolidation and play a lead role in executing it. As we have previously reported, leadership must set the direction, pace, and tone and provide a clear, consistent rationale to agency staff to increase the likelihood of a successful consolidation.⁴⁷

- According to OPM officials who managed the implementation of the payroll consolidation initiative, the initiative required sustained White House and OMB involvement as well as the creation of the advisory council discussed above that brought together the key players from each of the agencies.
- The plan to consolidate Census Bureau regional offices originated among senior-level Census officials. Specifically, the director, deputy director, and Field Division's senior management developed various options on the basis of different configurations and multiple plans. According to Census officials, they maintained absolute secrecy during this planning stage, which they said allowed them to consider a range of options that may otherwise have encountered immediate

⁴⁶GAO-03-293SP.

⁴⁷GAO-03-239SP.

resistance. Once the Director of the Census Bureau decided on the new structure, the agency developed a communication strategy and informed key stakeholders, including relevant congressional members and staff, state and local elected officials, affected regional office staff, and then all other regional Census Bureau employees. Census leaders noted that they are now involved with every implementation step of their internally-driven effort.

- We recently observed that in light of current efforts to reduce the federal budget deficit, which include significant proposed cuts in the budgets of most departments and agencies, including EPA, the agency will need to more effectively use its scientific and laboratory resources across the agency to ensure the agency is best positioned to fulfill the critical scientific work for its core mission.⁴⁸ Although independent evaluations have identified problems with EPA's laboratories' operations and management and called for improved planning, coordination, and leadership, as well as consolidation of laboratories, EPA has not appointed a top science official with responsibility and authority over all of the agency's research, science, and technical activities. Instead, these activities remain fragmented and largely uncoordinated, reflecting the independent organizational and management structures of the 15 senior officials charged with managing the scientific work performed at each laboratory. To improve cohesion in the management and operation of EPA's laboratories, we recommended that EPA establish a top-level science official with the authority and responsibility to coordinate, oversee, and make management decisions regarding major scientific activities throughout the agency, including the work of all program and regional laboratories. In response to our recommendation, EPA proposed to increase the responsibilities of its science advisor. However, it is not clear that this will fully address the issue and it may ultimately introduce additional challenges for EPA.

Will a Dedicated Implementation Team Lead the Consolidation?

We have previously reported that successful major merger and transformation efforts dedicate a strong and stable consolidation implementation team to lead the day-to-day management of a transformation initiative.

- For example, IRS determined that the oversight, planning, and implementation of its consolidation should be centralized. The agency

⁴⁸GAO-11-347.

assigned responsibility for the implementation of its processing site consolidation plan to two offices within the Wage & Investment Division—the Customer Account Services Project Management Office and the Submission Processing Project Management Office. IRS officials said that it was important to have the same people involved throughout the process, and they noted that it was also helpful to establish time lines. They also used action plans to detail needed tasks and issues encountered during the consolidation process. The plans contained specific action items, dates, and responsible parties to help ensure accountability. IRS executives and managers reported that they met frequently during the consolidation process to discuss the action plans and progress made. The IRS also developed website resources to help the implementation team communicate changes to the rest of the agency.

A 2007 audit conducted by the Treasury Inspector General for Tax Administration (TIGTA) found that the IRS implementation team helped to ensure a smooth transition during the consolidation.⁴⁹ Specifically, TIGTA noted that the implementation team developed detailed plans that contained specific action items, dates, and responsible parties to help ensure accountability. The implementation team also met frequently with IRS executives and managers to discuss issues and progress made and communicated often with employees. TIGTA also found that the reduction in the number of processing sites did not adversely affect the processing of individual tax returns, and the IRS continued to have successful filing seasons during the consolidation process. They reported that IRS efforts to maintain high productivity and minimize the effect on taxpayers during the transition were generally successful.

- OPM officials credited the sustained involvement of top leadership at the White House and OMB and a small, but dedicated, implementation team as driving factors in the payroll consolidation initiative. To oversee the payroll initiative, OPM created a Program Management Office, which consisted of the payroll initiative director, five full-time staff, and three contractors. The project director reported directly to the director of OPM. One OPM official emphasized that these were dedicated staff that spent all of their time on the project, rather than as an additional duty.

⁴⁹Treasury Inspector General for Tax Administration, *Consolidation of Tax Return Processing Sites is Progressing Effectively, but Improved Project Management is Needed*, 2007-40-165 (Washington, D.C.: Aug. 31, 2007).

Will the Implementation Plan
Include Metrics to Measure
Progress toward the
Consolidation's Goals?

We have previously reported that federal agencies engaging in large projects need to plan to monitor and evaluate their efforts to identify areas for improvement.⁵⁰ Reporting on these activities can help key decision makers within the agencies, as well as stakeholders, obtain feedback for improving both policy and operational effectiveness. Establishing implementation goals and milestone dates, and tracking progress toward those goals helps agency officials pinpoint performance shortfalls and suggest midcourse corrections, including any needed adjustments to the organization's future goals and milestones. Moreover, transparent reporting tools can help agencies manage stakeholder expectations about how much is being spent, when savings will start to accrue, and whether the agency is meeting performance goals during the transition. Imprecise information can produce an unrealistic expectation of cost savings and undermine the public's trust.

Agencies consolidating physical infrastructure or management functions should plan to have metrics of success. These measures should show an organization's progress toward achieving an intended level of performance or results. Meaningful performance measures should also be limited to the vital few and cover multiple government priorities such as quality, timeliness, cost of service, customer service, and outcomes. Performance measurement systems need to include incentives for managers to strike the difficult balance among competing interests. One or two priorities, such as timeliness and cost, should not be overemphasized at the expense of others such as quality. Finally, measures need to provide managers and other stakeholders with timely, action-oriented information in a format that helps them make decisions that improve program performance.⁵¹

- For example, we reported that the performance plan VA and DOD developed to assess the provision of care and operations at the FHCC lacked transparency and may not provide a meaningful and accurate measure of success.⁵² DOD and VA developed 15 integration benchmarks and their corresponding performance measures to help them monitor their performance in three main areas:

⁵⁰GAO-03-669.

⁵¹GAO, *Tax Administration: IRS Needs to Further Refine Its Tax Filing Season Performance Measures*, GAO-03-143 (Washington, D.C.: Nov. 22, 2002).

⁵²GAO-11-570.

patient and staff satisfaction; clinical and administrative functions; and external evaluation. FHCC staff developed a scorecard that calculates a single monthly summary score for the performance measures, which they planned to present at their regular Advisory Board meetings. We reported that although the scorecard has the potential to be useful in tracking performance results over time, it does not account for data collection variation; there are no designated target scores to indicate successful performance; and the scorecard initially contained a calculation error, all of which raised concerns about its ability to provide transparent, meaningful, and accurate information. To address these concerns, we recommended that the Secretaries of Veterans Affairs and Defense direct FHCC leadership to conduct further evaluation of the scorecard reporting tool and its methodology and make revisions that will better ensure the transparency and accuracy of the information reported. In response to our recommendations, the VA stated that it changed the calculation process for the scorecard's monthly score. Specifically, FHCC staff will populate the scorecard with a score for each measure every month using either data acquired that month, or the most recent available data for those measures.

- Census officials reported that they developed several financial and non-financial measures to assess their performance as they reorganize their regional structure. Officials also reported that they asked their survey clients to identify key concerns and risks, and then developed performance metrics to track those concerns. The measures they developed and plan to monitor include product quality, stakeholder satisfaction, productivity, transition costs, accrued savings, employee morale, and progress made toward meeting project milestones.
- According to TIGTA, IRS did not adequately monitor the costs and benefits that accrued as the consolidation plan was implemented and reported imprecise savings data.⁵³ The IRS could not provide reliable financial information on technology or personnel costs. The IRS also included savings resulting from electronic filing—and the subsequent decreased paper workload—in the savings it attributed to consolidation. To address TIGTA's concern, the agency developed a methodology for tracking costs and benefits related to site closures,

⁵³Treasury Inspector General for Tax Administration, 2007-40-165.

which separated consolidation efforts from the effects of reduced paper workload due to electronic filing. Being able to accurately monitor costs and estimate when savings will begin to accrue is essential for providing sound information to congressional decision makers, maintaining public confidence in the agency's ability to carry out large operations, and ensuring that long-term, multimillion dollar projects proceed in the most efficient manner.

To monitor the success of those consolidation initiatives that involve one agency taking over a management function for another agency, agencies may find it helpful to measure customer service. Customer service measures can include customer access to services, wait times, accuracy, and other factors.⁵⁴

- As the managing partner of the Human Resources Line of Business, OPM regularly assesses the four payroll providers on their ability to deliver on different business practices that customer agencies consider important, including customer relationship management. Practices are defined as proven management ideas that include techniques, methods, processes, or activities that can help an agency deliver outcomes. For example, the customer relationship management category includes the following practices: (1) understand and proactively address provider's customer needs; (2) proactively communicate and build relationships with provider's customers; (3) effectively respond to customer inquiries and requests; and (4) employ formal change management techniques to help customers identify and manage change. For each of the practices, OPM developed a set of yes-no assessment questions—such as, Does your provider make findings from customer surveys, interviews, focus groups, etc. available to you?—to substantiate a provider's ability to demonstrate the practice. Through this assessment, OPM can monitor and report on which customer relationship practices agency providers effectively employ and which need to be strengthened.
- State developed uniform service standards to measure service delivery at overseas posts; however, we found that these standards did not always address common concerns of overseas customers. For example, some agencies have raised concerns that ICASS service providers cannot meet their unique requirements, priority is given to

⁵⁴GAO, *Managing for Results: Opportunities to Strengthen Customer Service Efforts*, GAO-11-44 (Washington, D.C.: Oct. 27, 2010).

Will the Implementation Plan Include a Strategy for Attracting and Retaining Key Talent?

some agencies over others, and their annual ICASS invoices contain billing errors, which require a significant amount of time to correct. State's performance reporting does not disaggregate results by customer agency, and as such, does not reflect the extent to which service delivery is inequitable across agencies, nor do State's metrics gauge progress on reducing the incidence of billing errors. To help ensure that State can more adroitly identify and address customer complaints, we recommended that it develop additional performance measures that gauge ICASS service providers' progress in resolving major sources of customer dissatisfaction.⁵⁵ State officials said they plan to increase the number of services for which performance data—including customer satisfaction data—are collected as part of an effort to better identify and meet the needs of customer agencies.

We have previously recommended that officials need a strategy to ensure that employees will have the appropriate skills to perform what may be new roles following consolidation. As described earlier, agencies may choose to consolidate infrastructure or functions because the old way of operating has become obsolete.

- For example, IRS consolidated processing sites to address the increase in electronic tax filing and subsequent decrease in paper filing. Officials from the National Treasury Employees Union said they worked with employees who were going to lose their jobs at the paper processing sites to apply to transfer and get the necessary training to work at IRS's phone centers.
- Census officials also reported that some employees will have different and additional responsibilities, such as a greater supervisory role, under the new management structure. They are developing training that they plan to implement in waves as the consolidation progresses.

We have previously reported that agencies may also expect to see higher rates of turnover following a consolidation because individuals do not see their place in the new organizations. As agency officials consider closing offices to reduce costs and streamline operations, they run the risk of losing their top performers located in affected offices. While some turnover is to be expected and is appropriate, the new organization must "re-recruit" its key talent to limit the loss of needed individuals. When re-recruiting key talent, top leaders should identify which competencies are

⁵⁵GAO-12-317.

Will the Implementation Plan
Include a Strategy for
Assessing and Mitigating Risk?

vital to the success of the new organization and select individuals who demonstrate those competencies.

- To minimize the risk of losing a considerable pool of talent and expertise all at once, Census officials told us that employees in the closing regional offices are being provided the opportunity to express interest in, and be considered for, existing vacancies elsewhere with the Census Bureau and Department of Commerce before any other internal or external recruitment actions are pursued.

As we have demonstrated throughout this report, consolidations are inherently risky endeavors. There are up-front costs that can quickly spiral upward. Moreover, significant delays in the project timeline could negatively impact an agency's ability to carry out its core mission. To understand the various factors that could potentially derail a consolidation effort and make informed judgments concerning the actions needed to reduce those risks, we have previously described the importance and value of developing comprehensive plans for assessing and mitigating risks.⁵⁶ An effective implementation plan should identify all factors that will affect the program's cost, schedule, or technical status, including political, organizational, or business issues. Budget and funding risks, as well as risks associated with start-up activities, staffing, and organizational issues, should also be considered.

Identifying, analyzing, and developing ways to manage risks is a continuous process that leadership and managers should monitor on a regular and recurring basis throughout the consolidation.

- To help mitigate some of the major risks associated with consolidating the Human Resources Line of Business—such as selecting a provider agency that cannot adequately meet the needs of the client agency—OPM provided agencies with templates for conducting a risk analysis report and a fit gap analysis. The fit gap analysis template instructs customer agencies to perform a walk-through of each business process from beginning to end for each process scenario, show how the steps are supported by the provider agency, identify all shortcomings, and describe options for resolving those gaps. This resolution plan should provide an estimate of the implementation

⁵⁶GAO, *Information Security Risk Assessment: Practices of Leading Organization*, GAO/AIMD-00-33 (Washington, D.C.: November, 1999).

effort including time and resources and be of sufficient detail to be used by other migration team members who are responsible for resolving the gap.

- Census officials developed a risk management plan intended to minimize the effect of unplanned events. Census created a Risk Review Board that meets monthly to assess and evaluate the effect of different categories of risks and to control changes to their master schedule. Some of the areas they are monitoring include the impact of the restructuring on affected employees, comprehension of new roles and responsibilities in the new operating environment, and security given the change in information technology architecture. Each identified risk is assigned a risk owner who must develop an analysis that includes a description of the risk, root cause, and possible impact on three major categories of the project: performance, cost, and schedule. The risk owner and review board will also determine the likelihood of occurrence on the basis of five categories ranging from extremely unlikely to extremely likely. Figure 2 has an identification form Census managers use to monitor risks. In addition to these planning and management steps, Census also added a 5 percent contingency to its restructuring budget to help absorb unforeseen costs.

Figure 2: Identification Form Census Managers Use to Monitor Risks

Risk Identification Form	
Risk Identification	
Risk Title:	
Risk Description:	
Root Cause:	
Impact Description:	
Timeframe of Risk:	
Risk Category:	
Risk Identified by:	
Name (Last name, first, name):	E-mail:
Phone :	Date:
Reference Information	
Project Team Name (if applicable):	
Risk Owner (Last name, first name):	Risk Monitor (Last name, first name):
Phone:	Phone:
E-mail:	E-mail:

Source: U.S. Census Bureau.

Is There a Strategy for Using the Consolidation Experiences of Other Organizations and Lessons Learned?

We have previously reported that managers of successful transformations seek to learn from best practices wherever they may be found.⁵⁷ Agency officials involved with consolidation efforts reported that they sought the advice of public and private sector managers about their consolidation experiences.

⁵⁷GAO-03-239SP.

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- For example, Census officials consulted with officials from Statistics Canada, Canada's national statistical agency, which had recently consolidated their operations. Specifically, Census officials were looking for advice on how to communicate internally and externally their decision to consolidate and what to expect in terms of employee reaction and morale. They also consulted with other federal statistical agencies as well as a variety of private, non-profit, and academic data collection organizations to better understand how these organizations manage field staff and provide them with secure access to sensitive programmatic and cost data. According to one Census official, the key lesson from these consultations was that consolidation is not only possible, but can lead to demonstrable gains in efficiency, at the same time that security can be maintained. He also reported that their counterparts advised that it is imperative to maintain constant communication at all levels and at every stage of the consolidation process.
 - IRS and OPM officials reported that they implemented a lessons learned process after each phase of their consolidation plan to identify what worked well and what needed to be improved in future phases. According to IRS officials, after each site closure, they created a complete, searchable file of all documents related to the consolidation, and gave the next sites scheduled to close access. One official said that this repository of action plans, employee notifications, and other communications provided a blueprint for future consolidations and prevented unnecessary duplication of effort. OPM officials reported that post-implementation, each payroll provider agency met with representatives from the customer agencies to assess different aspects of the initiative such as project management and communication. OPM and the providers used that information to better plan and manage future migrations. According to OPM officials, the provider agencies were able to institute some changes on the basis of this feedback, such as involving both senior level managers and line personnel early in the planning stages and maintaining frequent communication including weekly conference calls and biweekly reviews of the project plan.

Agency Comments

We provided the draft for review and comment to the five agencies with consolidation initiatives that were not covered by prior GAO work and made technical changes as appropriate.

We are sending copies of this report to the appropriate congressional committees and other interested parties. The report is also available at no charge on the GAO website at <http://www.gao.gov>. If you have any questions concerning this report, please contact me at (202) 512-6806 or mihmj@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. Key contributors to this report are listed in appendix IV.

A handwritten signature in black ink, reading "J. Christopher Mihm". The signature is written in a cursive style with a large, stylized "J" and "M".

J. Christopher Mihm
Managing Director, Strategic Issues

Appendix I: Scope and Methodology

To identify key questions that federal agencies should consider when evaluating whether to consolidate physical infrastructure or management functions, we identified and reviewed relevant literature on public sector consolidations produced by academic institutions, professional associations, think tanks, news outlets, and various other organizations. This information complemented our review of GAO's extensive body of work on government reform. Specifically, we reviewed close to 50 reports produced from 1980 to 2011 that recommended or commented on consolidation of physical infrastructure or management functions at the federal level.

We interviewed practitioners and academic experts in public management and government reform including Jitinder Kohli from the Center for American Progress; John Koskinen from Freddie Mac; Rosemary O'Leary from the Maxwell School of Syracuse University; and Paul Posner from the School of Public and International Affairs, George Mason University. We also interviewed former officials from the Office of Management and Budget; Karen Evans, Mark Forman, John Marshall, and Robert Shea, knowledgeable about management function consolidations and the Lines of Business initiative. We selected these practitioners and experts on the basis of our literature review and recommendations from other experts. We also met with a panel of Fellows from the National Academy of Public Administration, comprising former government executives.¹ Participants included Jonathan Breul; Doris Hausser; Dwight Ink; Susan Jacobs; Herbert Jasper; John Kamensky; Albert Kliman; F. Stevens Redburn; and Thomas Stanton. The participants described their consolidation experiences at federal agencies such as the Office of Management and Budget; the Office of Personnel Management; the U.S. Agency for International Development; the U.S. Department of Agriculture; the Department of Health and Human Services; and the Department of Housing and Urban Development.

Using our literature review and interviews, we derived a set of questions to help decision makers evaluate whether consolidation of physical infrastructure or management functions will lead to greater efficiencies or effectiveness. We provided the questions to many of the individuals we

¹Established in 1967 and chartered by Congress, the National Academy of Public Administration is a non-profit, independent coalition of public management and organizational leaders. For more information, go to www.napawash.org.

interviewed for their review and incorporated their comments where appropriate.

To illustrate how agencies have attempted to address the questions about consolidation, we selected eight consolidation examples at the federal agency level. These examples include a mix of physical infrastructure and management functions, intra-agency and interagency initiatives, and recommended, ongoing, and completed efforts. For our illustrative examples, we reviewed documentation such as cost analyses and performance plans to obtain information about how agencies planned and implemented consolidation efforts and collected through interviews and document requests information from the agencies on how they estimated, gathered, or calculated consolidation cost savings. Because it was not the purpose of this report to assess the anticipated or actual success of consolidation efforts, we did not attempt to independently verify the reliability of these data or estimates. As a result, the reported estimated or actual cost savings are of undetermined reliability. We also conducted interviews with agency officials responsible for implementing the consolidation initiatives, as well as union representatives from the National Treasury Employees Union. In the examples of the Department of Defense's Base Realignment and Closure, the Environmental Protection Agency's laboratories, the Office of Management and Budget's data center consolidation, and the Department of State's International Cooperative Administration Support Services, we relied on our recently published reports.² Table 4 lists the consolidation initiatives and the types of consolidation for the examples we included in the report.

²We drew from our prior reports: GAO, *Military Base Realignments and Closures: Key Factors Contributing to BRAC 2005 Results*, GAO-12-513T (Washington, D.C.: Mar. 8, 2012); *Military Base Realignments and Closures: Estimated Costs Have Increased While Savings Estimates Have Decreased Since Fiscal Year 2009*, GAO-10-98R (Washington D.C.: Nov. 13, 2009); *Military Bases: Analysis of DOD's 2005 Selection Process and Recommendations for Base Closures and Realignment*, GAO-05-785 (Washington, D.C.: July 1, 2005); *Environmental Protection Agency: To Better Fulfill Its Mission, EPA Needs a More Coordinated Approach to Managing its Laboratories*, GAO-11-347 (Washington, D.C.: July 25, 2011); *Data Center Consolidation: Agencies Need to Complete Inventories and Plans to Achieve Expected Savings*, GAO-11-565 (Washington, D.C.: July 19, 2011); and *Embassy Management: State Department and Other Agencies Should Further Explore Opportunities to Save Administrative Costs Overseas*, GAO-12-317 (Washington, D.C.: Jan. 31, 2012).

Table 4: Federal Agency Consolidation Examples in Various Stages of Implementation

Consolidation initiative	Type of consolidation
Department of Commerce Census Bureau Regional Offices	Intra-agency / physical infrastructure
Department of Defense Base Realignment and Closure	Intra-agency / physical infrastructure
Department of the Treasury Internal Revenue Service Processing Centers	Intra-agency / physical infrastructure
Environmental Protection Agency Laboratories	Recommended intra-agency / physical infrastructure
Office of Management and Budget Federal Data Center Consolidation Initiative	Intra-agency / physical infrastructure and management function
Office of Personnel Management Payroll Systems	Interagency / management function
Department of State International Cooperative Administrative Support Services System	Interagency / management function
Department of Veterans Affairs and Department of Defense Federal Health Care Center	Interagency / physical infrastructure and management function

Source: GAO.

We did not attempt to identify all consolidation efforts of physical infrastructure and management functions at the federal level that could have illustrated the questions, challenges, and practices that decision makers could adopt to help them overcome challenges. While we believe that these questions, challenges, and practices are applicable across different agencies and for various types of consolidation efforts, with our approach we are not able to definitively say that the experiences associated with these consolidation activities can be applied successfully to future federal consolidation initiatives.

We provided the draft for review and comment to the five agencies with consolidation initiatives that were not covered by prior GAO work and made technical changes as appropriate. We conducted our work from June 2011 to May 2012 in the Washington, D.C., metropolitan area in accordance with all sections of GAO's Quality Assurance Framework that are relevant to our objective. The framework requires that we plan and perform the engagement to obtain sufficient and appropriate evidence to meet our stated objectives and to discuss any limitations in our work. We believe that the information and data obtained, and the analysis conducted, provide a reasonable basis for any findings and conclusions in this product.

Appendix II: Additional Questions Related to Physical Infrastructure and Management Function Consolidation Initiatives

The following are additional sub-questions related to the ideas, strategies, and leading practices that may facilitate physical infrastructure or management function consolidations. This list is not exhaustive, nor is it necessary for an agency to consider every listed question. Rather, the presence of some of these considerations may indicate that agency officials have developed a sound consolidation strategy. Conversely, the absence of consideration of these questions could indicate that agency officials have not adequately planned their physical infrastructure or management function consolidation.

What Are the Goals of the Consolidation? What Opportunities Will Be Addressed through the Consolidation and What Problems Will Be Solved? What Problems, If Any, Will Be Created?

- Have agency leaders identified specific goals to be achieved through consolidation?
- Have agency leaders assessed how consolidation can help an agency incorporate changes in technology, business processes, or the needs of customers or clients?
- How have agency leaders weighed the importance of achieving the goals against a realistic assessment of the effort that will be required to achieve them?
- How have agency leaders considered the risks to consolidation that could prevent the achievement of goals and planned for ways to manage them?
- Are agency leaders defining the benefits associated with consolidation and describing how the future will be both different from and better than the past?
- Are agency leaders providing a clear and compelling picture of what will constitute success?

What Will Be the Likely Costs and Benefits of the Consolidation? Are Sufficiently Reliable Data Available to Support a Business-Case Analysis or Cost-Benefit Analysis?

- What data on the likely costs and benefits of a consolidation are available?
- Are the data sufficiently accurate and reliable? What data on the likely costs and benefits of a consolidation are unavailable, and has a plan been developed to mitigate the unavailability or unreliability of certain data?
- On the basis of the data available, can a reasonable expectation of a consolidation's costs and benefits be drawn?

- Have the likely costs and benefits been subjected to a sensitivity analysis? How sensitive are the estimated costs and benefits to variation in less reliable data or other key assumptions?

How Can the Up-Front Costs Associated with the Consolidation Be Funded?

- Can immediate efficiencies or uncommitted funds in other areas be redirected to pay for the up-front costs of a consolidation?
- Has the agency considered how it will assess return on investment for any funding for up-front costs?
- Can a working capital fund or other funds be drawn on as a funding mechanism?
- Is Congress amenable to establishing a funding mechanism for a consolidation and appropriating funds for it?

Who are the Consolidation Stakeholders, and How Will They Be Affected? How Have the Stakeholders Been Involved in the Decision, and How Have their Views Been Considered? On Balance, Do Stakeholders Understand the Rationale for Consolidation?

- Have agency leaders identified affected stakeholders?
- Have agency leaders determined the necessary frequency and timing of communication about the consolidation to internal and external stakeholders?
- Does the communication strategy allow for a two-way exchange of information between management and stakeholders?
- How is the agency planning to involve employees to obtain their ideas and get their support? Have union representatives been consulted? Are there employee task teams responsible for developing and proposing common solutions to particular issues related to the consolidation?
- How does the agency plan to provide information to employees about how their jobs might be affected, what their rights and protections might be, or how their responsibilities might change with the new organization?
- Is the agency planning to communicate information through different channels such as e-mail, face-to-face meetings, large and small group meetings, intranet websites, and town hall meetings?

**To What Extent Do Plans Show That Change Management Practices
Will Be Used to Implement the Consolidation?**

Will Top Leadership Be Engaged in Driving the Consolidation Plan?

- Do agency leaders have plans to move deliberately to demonstrate their conviction and commitment to making the needed changes?
- Do agency leaders have plans to provide clear guidance to employees about how to conduct business during a potentially turbulent period?

Will a Dedicated Implementation Team Lead the Consolidation?

- Will the implementation team have strong program management skills and a proven record of successfully working through or overseeing major transformations?
- Are there networks such as senior executive councils, functional teams, or cross-cutting teams that can ensure that changes are thoroughly implemented and sustained over time?

Will the Implementation Plan Include Metrics to Measure Progress toward the Consolidation's Goals?

- Will there be an action plan with goals and milestones to track progress and identify any needed mid-course adjustments?
- Will an action plan identify critical phases and the essential activities that need to be completed by and on any given date? Are there plans to publicize and report progress on specific goals for each phase of the initiative?
- Is there a strategy for tracking employee attitudes toward the consolidation and identifying any morale or productivity issues?
- Will the implementation plan include a strategy for attracting and retaining key talent?

Will the Implementation Plan Include a Strategy for Assessing and Mitigating Risk?

- Will the implementation plan be informed by a risk assessment that includes the following five steps?
 - Set strategic goals and objectives, and determine constraints
 - Assess risks
 - Evaluate alternatives for addressing these risks
 - Select the appropriate alternatives
 - Implement the alternatives and monitor progress made and results achieved

**Appendix II: Additional Questions Related to
Physical Infrastructure and Management
Function Consolidation Initiatives**

Is there a Strategy for Using the Consolidation Experiences of Other Organizations and Lessons Learned?

- Have agency officials involved with the consolidation initiative identified and consulted with other agencies or organizations that planned for or implemented a similar consolidation effort?
- Is there a process for capturing lessons learned after each phase of the consolidation and using the information to improve the management of subsequent phases?

Appendix III: Key Change Management Practices



Highlights of GAO-03-293SP

November 2002

HIGHLIGHTS OF A GAO FORUM

Mergers and Transformation: Lessons Learned for a Department of Homeland Security and Other Federal Agencies

Why GAO Convened This Forum

The early years of the 21st century are proving to be a period of profound transition for our world, our country, and our government. The federal government needs to engage in a comprehensive review, reassessment, reprioritization, and as appropriate, re-engineering of what the government does, how it does business, and in some cases, who does the government's business. Leading public and private organizations in the United States and abroad have found that for organizations to successfully transform themselves they must often fundamentally change their culture.

On September 24, 2002, GAO convened a forum to identify and discuss useful practices and lessons learned from major private and public sector organizational mergers, acquisitions, and transformations that federal agencies could implement to successfully transform their cultures and a new Department of Homeland Security could use to merge its various originating components into a unified department. The invited participants have experience managing or studying large-scale organizational mergers, acquisitions, and transformations.

www.gao.gov/cgi-bin/getrpt?GAO-03-293SP

To view the full report, including the scope and methodology, click on the link above. For more information, contact J. Christopher Mihm at (202) 512-6806 or mihmj@gao.gov.

What Participants Said

There are a number of key practices that have consistently been found at the center of successful mergers, acquisitions, and transformations and can serve as a basis for subsequent consideration as federal agencies seek to transform their cultures in response to governance challenges. These practices include the following.

- 1. Ensure top leadership drives the transformation.** Leadership must set the direction, pace, and tone and provide a clear, consistent rationale that brings everyone together behind a single mission.
- 2. Establish a coherent mission and integrated strategic goals to guide the transformation.** Together the mission and goals define the culture and serve as a vehicle for employees to unite and rally around.
- 3. Focus on a key set of principles and priorities at the outset of the transformation.** A clear set of principles and priorities serve as a framework to help the organization create a new culture and drive employee behaviors.
- 4. Set implementation goals and a timeline to build momentum and show progress from day one.** Goals and a timeline are essential because the transformation could take years to complete.
- 5. Dedicate an implementation team to manage the transformation process.** A strong and stable team is important to ensure that the transformation receives the needed attention to be sustained and successful.
- 6. Use the performance management system to define responsibility and assure accountability for change.** A "line of sight" shows how team, unit, and individual performance can contribute to overall organizational results.
- 7. Establish a communication strategy to create shared expectations and report related progress.** The strategy must reach out to employees, customers, and stakeholders and engage them in a two-way exchange.
- 8. Involve employees to obtain their ideas and gain their ownership for the transformation.** Employee involvement strengthens the process and allows them to share their experiences and shape policies.
- 9. Build a world-class organization.** Building on a vision of improved performance, the organization adopts the most efficient, effective, and economical personnel, system, and process changes and continually seeks to implement best practices.

United States General Accounting Office

July 2003



Highlights of GAO-03-669, a report to congressional requesters

RESULTS-ORIENTED CULTURES

Implementation Steps to Assist Mergers and Organizational Transformations

Why GAO Did This Study

The Comptroller General convened a forum in September 2002 to identify useful practices and lessons learned from major private and public sector mergers, acquisitions, and organizational transformations. This was done to help federal agencies implement successful transformations of their cultures, as well as the new Department of Homeland Security merge its various originating components into a unified department. There was general agreement on a number of key practices found at the center of successful mergers, acquisitions, and transformations. In this report, we identify the specific implementation steps for the key practices raised at the forum with illustrative private and public sector examples.

To identify these implementation steps and examples, we relied primarily on interviews with selected forum participants and other experts about their experiences implementing mergers, acquisitions, and transformations and also conducted a literature review.

www.gao.gov/cgi-bin/getrpt?GAO-03-669.

To view the full product, including the scope and methodology, click on the link above. For more information, contact J. Christopher Mihm, (202) 512-6806 or mihmj@gao.gov.

What GAO Found

At the center of any serious change management initiative are the people. Thus, the key to a successful merger and transformation is to recognize the "people" element and implement strategies to help individuals maximize their full potential in the new organization, while simultaneously managing the risk of reduced productivity and effectiveness that often occurs as a result of the changes. Building on the lessons learned from the experiences of large private and public sector organizations, these key practices and implementation steps can help agencies transform their cultures so that they can be more results oriented, customer focused, and collaborative in nature.

Key Practices and Implementation Steps for Mergers and Organizational Transformations

Practice	Implementation Step
Ensure top leadership drives the transformation.	<ul style="list-style-type: none"> Define and articulate a succinct and compelling reason for change. Balance continued delivery of services with merger and transformation activities.
Establish a coherent mission and integrated strategic goals to guide the transformation.	<ul style="list-style-type: none"> Adopt leading practices for results-oriented strategic planning and reporting.
Focus on a key set of principles and priorities at the outset of the transformation.	<ul style="list-style-type: none"> Embed core values in every aspect of the organization to reinforce the new culture.
Set implementation goals and a timeline to build momentum and show progress from day one.	<ul style="list-style-type: none"> Make public implementation goals and timeline. Seek and monitor employee attitudes and take appropriate follow-up actions. Identify cultural features of merging organizations to increase understanding of former work environments. Attract and retain key talent. Establish an organizationwide knowledge and skills inventory to exchange knowledge among merging organizations.
Dedicate an implementation team to manage the transformation process.	<ul style="list-style-type: none"> Establish networks to support implementation team. Select high-performing team members.
Use the performance management system to define responsibility and assure accountability for change.	<ul style="list-style-type: none"> Adopt leading practices to implement effective performance management systems with adequate safeguards.
Establish a communication strategy to create shared expectations and report related progress.	<ul style="list-style-type: none"> Communicate early and often to build trust. Ensure consistency of message. Encourage two-way communication. Provide information to meet specific needs of employees.
Involve employees to obtain their ideas and gain their ownership for the transformation.	<ul style="list-style-type: none"> Use employee teams. Involve employees in planning and sharing performance information. Incorporate employee feedback into new policies and procedures. Delegate authority to appropriate organizational levels.
Build a world-class organization.	<ul style="list-style-type: none"> Adopt leading practices to build a world-class organization.

Source: GAO

United States General Accounting Office

Appendix IV: GAO Contact and Staff Acknowledgments

GAO Contact

J. Christopher Mihm, (202) 512-6806 or mihmj@gao.gov

Staff Acknowledgments

In addition to the contact named above, Elizabeth Curda, Assistant Director, and Judith Kordahl, Analyst-in-Charge, supervised the development of this report. Jessica Nierenberg and Dan Webb made significant contributions to all aspects of this report. Martin De Alteriis assisted with the design and methodology. A.J. Stephens provided legal counsel. Janice Latimer and Kathleen Padulchick verified the information in the report, and Donna Miller developed the report's graphics.

Other important contributors included Vijaykumar Barnabas; Jill Center; Carol Henn; David Hinchman; Diane LoFaro; James Michels; Angela Miles; Susan Offutt; Joanna Stamatiades; and Laura Talbott.

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Chapter 5
Other Options Which Have Recently Become Known

The following pages are written options that have been submitted to the County since the discussion of the potential consolidation and relocation became known.

June 20, 2012

To: The Consolidation Review Committee & Rock Island County Board

Subject: New Consolidated Construction Alternative

As a new construction option, I have agreement to 1 ½ blocks downtown between 15th and 16th street, from 5th Ave going South (just SW from the American Bank building).

I would like to work with the County as the developer to explore the option of putting either a new Courthouse or a new consolidated facility at that location.

I would like to work with the county and area leaders to put together a design and financing for the construction.

As is currently being considered for building 42, I would lease the building to the County if the County did not wish to purchase the building or fund the construction.

In this location, the Downtown would be preserved and in fact expanded, as the new County building will be located in what is currently an unattractive area.

I would also purchase the existing building or buildings to take that issue off the table.

With this being said, now the County will then be able to compare two actual plans in order to make its decision.

Kind regards,

Matt Stern
President
Stern Beverage



Russell Construction Company
4600 E. 53rd Street
Davenport, IA 52807

June 20, 2012

Mr. Tom Rockwell
Supervisor
Rock Island County Board of Supervisors
Rock Island County Office Building
1504 Third Avenue
Rock Island IL, 61201-8624

Re: New County Courthouse and Office Building

Dear Mr. Rockwell:

We applaud the direction of reducing cost and improving efficiency for County facilities. We hope that the process can have a fully open and inclusive process that allows all developers, projects, and alternatives to be publicly vetted.

Russell Construction, with partners, developed a 30,000 sf office building in downtown Rock Island (Paddock Building, 1617 -2nd Avenue) which included the integration of an older building (The Bailey Building) with a new in-fill office building. We would be very interested in proposing a competitive solution to the County for comparison. We would focus our energies on a downtown solution to maximize synergies with existing facilities, adaptively reuse the existing facilities, and grow the downtown tax base. The concept of many jobs moving out of the downtown core, is very concerning to us as existing property owners.

We have extensive experience in all aspects of the contemplated project. A recent example is the complete renovation of Building 68 at the Rock Island Arsenal into the new headquarters of the First Army. We have designed and built over \$100 million in mostly historical construction projects at the Arsenal over the last 10 years.

Sincerely,

James V. Russell
President/CEO

Copy: James E. Bohnsack

