

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** Mar. 19, 2019 **Approx. Start Time:** 10:30 AM **Approx. Length:** 60 min

**Presentation Title:** Courthouse Replacement Project Quarterly Update

**Department:** County Administration, Finance, and Public & Government Affairs

**Presenters:** Laurel Butman, *County Administration*; Amy Kyle, *Public & Government Affairs* or Chris Edmonds, *Hubbell Communications*; Gary Barth, *Project Manager*; Rick Gruen, *BCS*

**Other Invitees:** Judge Kathie Steele, DA John Foote, Sheriff Craig Roberts, Debbie Spradley, Trial Court Administrator; Tim Heider, PGA

### WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

This is an informational policy session to update the Board on the status of the project for a new courthouse on the Red Soils Campus in Oregon City. Staff is interested in providing current information and hearing input from the Board.

### EXECUTIVE SUMMARY:

In this briefing, staff will provide an update on project progress and schedule for courthouse replacement. The attachments to this worksheet provide background detail.

#### ***National Center for State Courts Courthouse Programming Report***

This project is now complete. We will present a summary of results and an update on next steps.

#### ***Communications & Outreach Plan***

Public and Government Affairs is working with Hubbell Communications on a robust public education and engagement campaign. We will present an update on brand development, project website, earned media, public engagement, speakers bureau program for project champions, an online digital engagement campaign, and ongoing public interest surveying.

#### ***Cross Laminated Timber at the New Courthouse: CLT Team Findings***

Staff will briefly overview the research findings of our CLT Sub-Team and field questions.

#### ***Legislative Update (informational update only, no discussion planned on this item)***

- Since the state legislative session began on Jan. 22, County commissioners, judges, and staff have met with every member of the Clackamas delegation and other key legislators about the \$31.5 million bond funding request.
- The newly-established Clackamas County Caucus, comprised of roughly 20 legislators who represent Clackamas County, are working together to advance shared priorities and identified the courthouse project as one of the Caucus' top three priorities for the 2019 session.
- Ways & Means Subcommittee hearings begin in April and county staff are actively preparing for these opportunities for the county to give compelling presentations on the importance of state funding for this project.

#### ***Upcoming milestones (informational update only, no discussion planned on this item)***

In coming weeks, staff will be working with the Courthouse Project Team to finalize decisions about the following key project tasks prior to Board review:

- Design and construction delivery approach and issuance of RFP
- Relocations of Technology Services and H3S facilities (WIC, Stewart, and Hilltop)
- Decision on final net new parking to be added to the campus

## **FINANCIAL IMPLICATIONS (current year and ongoing):**

### **Is this item in your current budget?**

- Costs are planned but not yet fully budgeted for this multi-year project. We do have funding remaining in the 2017-18 Budget on the SERA Architects contract for work underway and have amended that contract for needed additional planning through this fiscal year. We have also set aside a modest budget for public outreach this fiscal year. Some of these costs will provide match for the \$1.2 million in State funding awarded this current biennium; some costs will be reimbursed from State provided funds. We are currently working on finalizing the FY

### **What is the cost?**

- Total project cost: Approximately \$230 million (estimate)
  - Courthouse – \$190 million (estimate),
  - On-campus parking additions, roadway changes and re-routing, intersection signalization Red Soils Master Plan updates, District Attorney office portion of the new Courthouse building , and related soft costs associated with the new Courthouse - \$40 million (estimate)
  - **Total County cost of the project** - \$135 million (estimate)
  - **Total State Cost** - \$94.5 million bonds plus \$1.2 million State General Fund (50% match on Courthouse cost)

### **What is the funding source?**

There are two: The Oregon Courthouse Capital Construction and Improvement Fund (OCCCIF) and a planned General Obligation bond or combination of GO and Full Faith & Credit bonds. Bond Anticipation Notes will likely be used as a bridge, if needed, until a GO Bond is passed. A bank line of credit will likely be used to bridge the time between expenditures and State reimbursement of OCCCIF funds at the end of each biennium to provide cash flow.

## **STRATEGIC PLAN ALIGNMENT:**

This project aligns with three of the Board's five Strategic Priorities:

- Ensure safe, healthy and secure communities – the new courthouse will be large enough to accommodate the number of judges available and needed for this community and eliminate overcrowding that cause intermixing of jurors, the public, and offenders providing adequate circulation.
- Build a strong infrastructure – the project will replace the outdated county courthouse in downtown Oregon City, which is too small to accommodate the number of judges needed for the community and is not seismically sound.
- Build public trust through good government – the project will improve access to justice for all residents of Clackamas County.

## **LEGAL/POLICY REQUIREMENTS:**

1. The State program for courthouse replacements requires that the County spend at least an equal amount of matching funds for courthouse related costs to those provided by the State OCCCIF.
2. The 1.5% for Green Energy Technology program applies to public entities in Oregon and requires that 1.5 percent of the total contract price of a public improvement contract for new construction of a public building must be spent on green energy technology, regardless of the funding source.
3. This project will be subject to Oregon City planning and public works requirements for planning and development.
4. It is County policy to build to LEED green building standards and planning standards typically result in LEED Silver level outcomes; LEED certification is being explored and a question on whether to pursue certification will be brought before the Board at a future quarterly update.

**PUBLIC/GOVERNMENTAL PARTICIPATION:**

In July, 2017, Clackamas County secured \$1.2 million in State General Fund matching funds from the Oregon Legislature for planning costs associated with the Clackamas County Courthouse replacement project. In addition to the State Legislature’s continued involvement in this process, the project also includes participation of the Courts, Clackamas County Sheriff’s Office, the Clackamas County District Attorney’s Office, the Oregon Department of Human Services, the Association of Oregon Counties’ Court Facilities Task Force, the City of Oregon City, the Downtown Oregon City Association, and additional key stakeholders throughout the community. Extensive outreach and communications are anticipated with Clackamas County cities and the public throughout the project.

**OPTIONS & RECOMMENDATIONS:**

This is primarily an informational session. Project staff and partners encourage input from the Commissioners on all topics.

**ATTACHMENTS:**

1. Attachment 1: NCSC Report Presentation (Full report is at [www.clackamas.us/courthouse](http://www.clackamas.us/courthouse))
2. Attachment 2: CLT Project Sub-team Report

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_  
Department Director/Head Approval \_\_\_\_\_  
County Administrator Approval \_\_\_\_\_ LSB

For information on this issue or copies of attachments, please contact Laurel Butman @ 503-655-8893.
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**ATTACHMENT 1**

**NCSC Report Presentation**

**Full report:**  
**[www.clackamas.us/courthouse](http://www.clackamas.us/courthouse)**



## **CLACKAMAS COUNTY, OREGON**

*New Court Facility Needs Assessment*

FINAL REPORT PRESENTATION

March 14, 2019



**National Center for State Courts**

Chang-Ming Yeh, Principal Court Planner

Allison B. McKenzie, Senior Architect

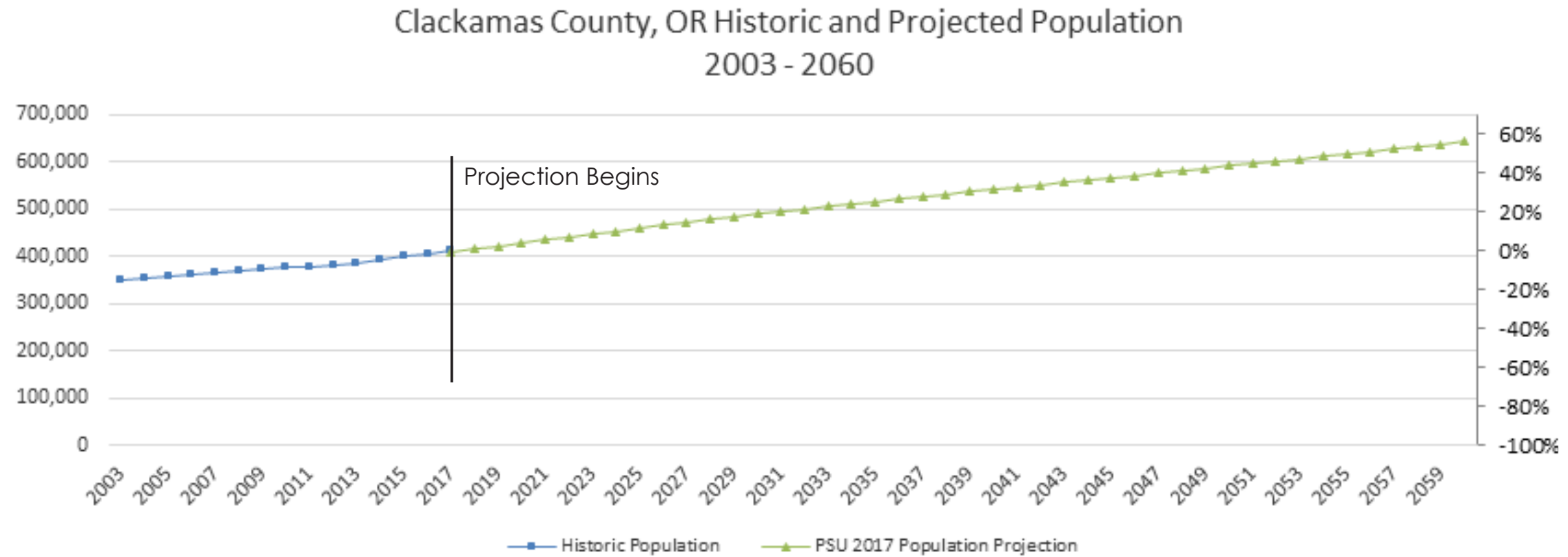
David Sayles, Project Analyst

Court Consulting Services

707 Seventeenth Street, Suite 2900

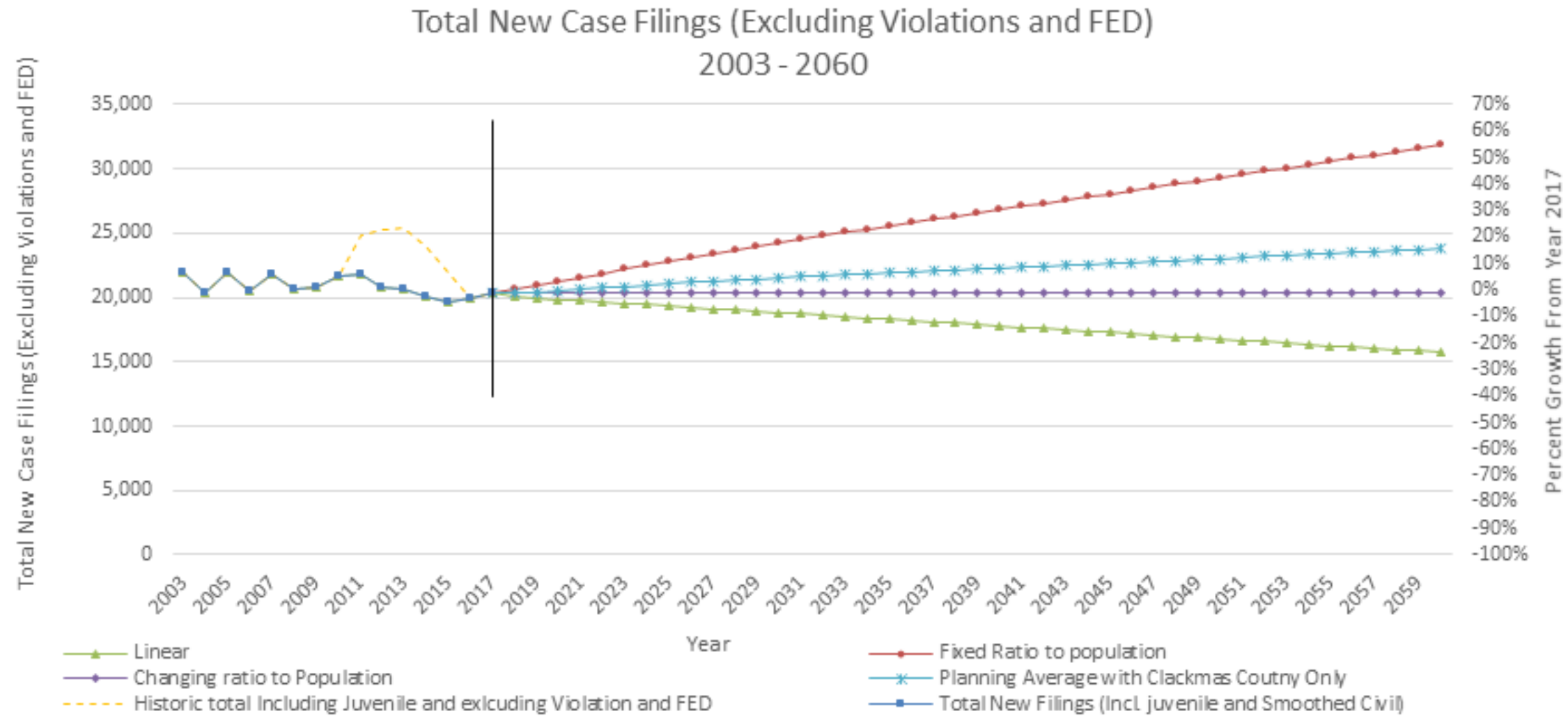
Denver, Colorado 80202

# Population Analysis



- Years 2003-2017: 17.2% (average annual growth rate of 1.14%)
- 2017 Population: 409,688
- Year 2060 population: 55.8% growth (643,000 total population)
- Future Population Growth rate of 1.04%

# New Case Filing Trends



## Case Filing Projection Summary

CASE TYPE	YEAR 2017 CASE FILINGS	YEAR 2060 ESTIMATED CASE FILING LEVEL	YEAR 2060 ESTIMATED GROWTH
FELONY	2,289	2,992	30.7%
MISDEMEANOR	3,949	4,084	3.4%
CIVIL	7,729	9,094	17.7%
DOMESTIC RELATIONS	3,602	3,795	5.4%
JUVENILE DEPENDENCY HEARINGS*	1,708	1,987	16.4%
JUVENILE DELINQUENCY HEARINGS*	1,129	1,296	14.8%
PROBATE	1,155	1,923	66.5%
MENTAL HEALTH	645	744	15.4%
<b>TOTAL CASE FILINGS</b>	<b>20,431</b>	<b>23,788</b>	<b>16.4%</b>

- Total new case filings, including juvenile cases, have seen slight fluctuation year to year between years 2003 and 2017.
- Future case filing growth of 16.4% by year 2060.

## Building Occupancy / Program

TOTAL GROSS BUILDING AREA: 245,915 SF

### Courtrooms & Judicial Chambers

16 courtrooms / 16 judicial chambers

Description	Size	2060 Qty	Comments
Ceremonial Courtroom	1,800 SF	1	Vestibule, Attorney/Client Conference Rooms, In-Custody Access, Jury Box
High Volume Courtrooms	2,200 SF	3	Vestibule, Attorney/Client Conference Rooms (Non-Jury Dockets)
Standard Trial Courtrooms	1,600 SF	10	Vestibule, Attorney/Client Conference Rooms, Jury Box, In-Custody Access
Juvenile Hearing Room	1,100 SF	2	Vestibule, Attorney/Client Conference Rooms

### Future Staffing Summary

Department	Current FTE	2060 FTE
Judges	12	15
Judicial Support Staff	24	30
Court Administration	64.6	70.5
District Attorney	95.5	111.4
Sheriff	33	TBD

### Security & Central Holding

Central Holding Capacity: 2 male | 27 female | 6 juveniles = 75 persons

total building holding capacity: (2) docks @ 13 each = 26 persons

(16) cells @ 6 each = 96 persons

**total building holding capacity: 197 persons**

### Public Services

Centralized public counters, Law Library, Public-Help Center

### State Agencies

DHS, Public Defense



## Site Analysis

Every building site has its own unique characteristics that influence how a structure should be located on it. When studying the placement of the Clackamas Courthouse on the Red Soils Campus site, the NCSC project team considered the following criteria:

### Building entry placement

Single point of entry for all occupants.

Existing public plaza, with its symmetrical design, suggests the building entry be located on axis with the plaza.

### Angle of court wing

Angled to facilitate pedestrian access from the plaza to the southern park.

### In-Custody transportation travel route from the jail

Sally port entry is located on the west side of the building, off the street that is the most direct route to the jail.

### Proximity of parking lot to building entry

North "DA" wing of building is shorter (does not extend too far north) to reduce the walking distance from the parking to the building entry.

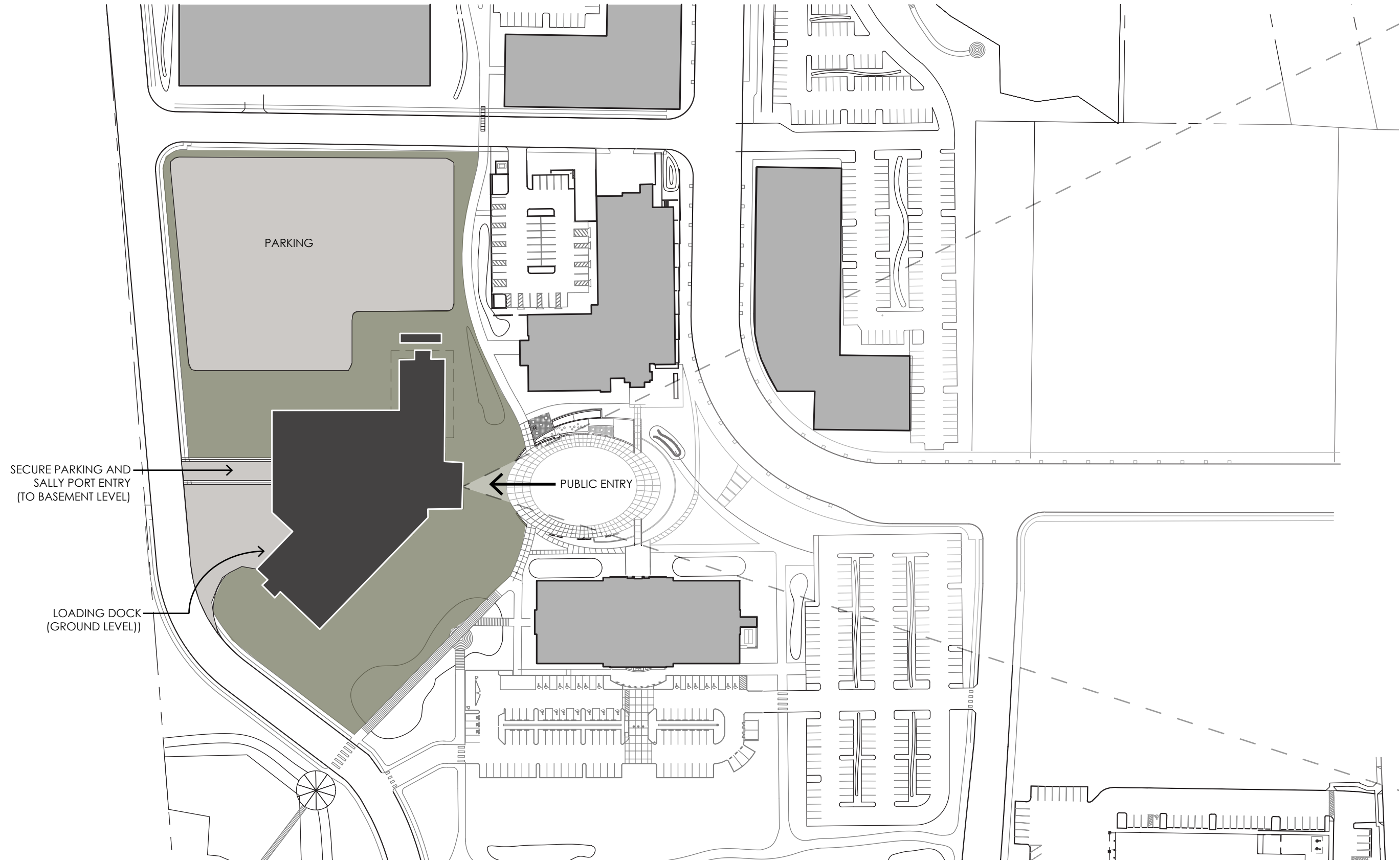
### Location of secure parking entry

Secure parking is located on the basement level and the entry ramp is on the west side of the building.

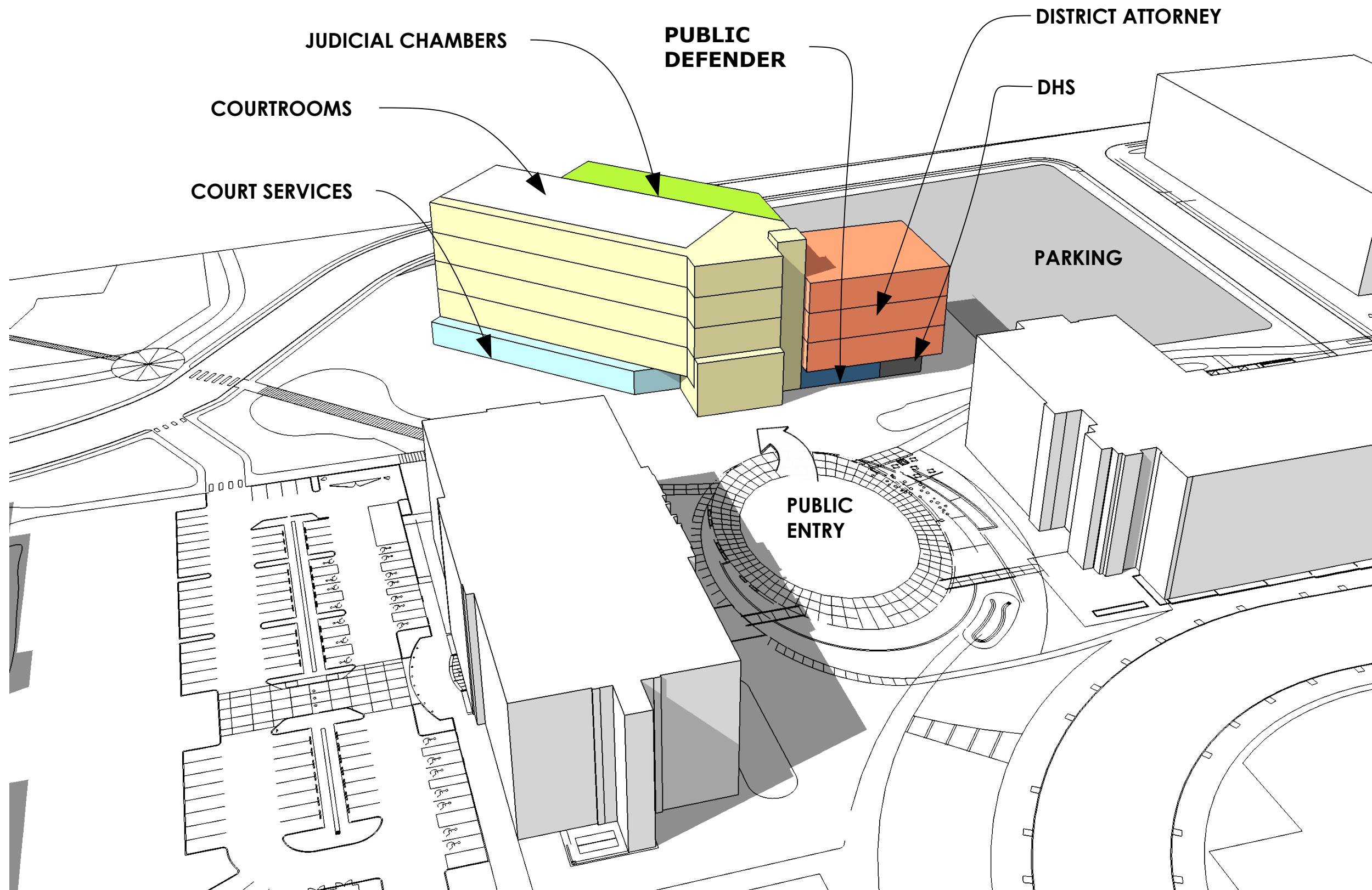
Ramp location acts as a divider to separate the public parking lot from the building service lot.

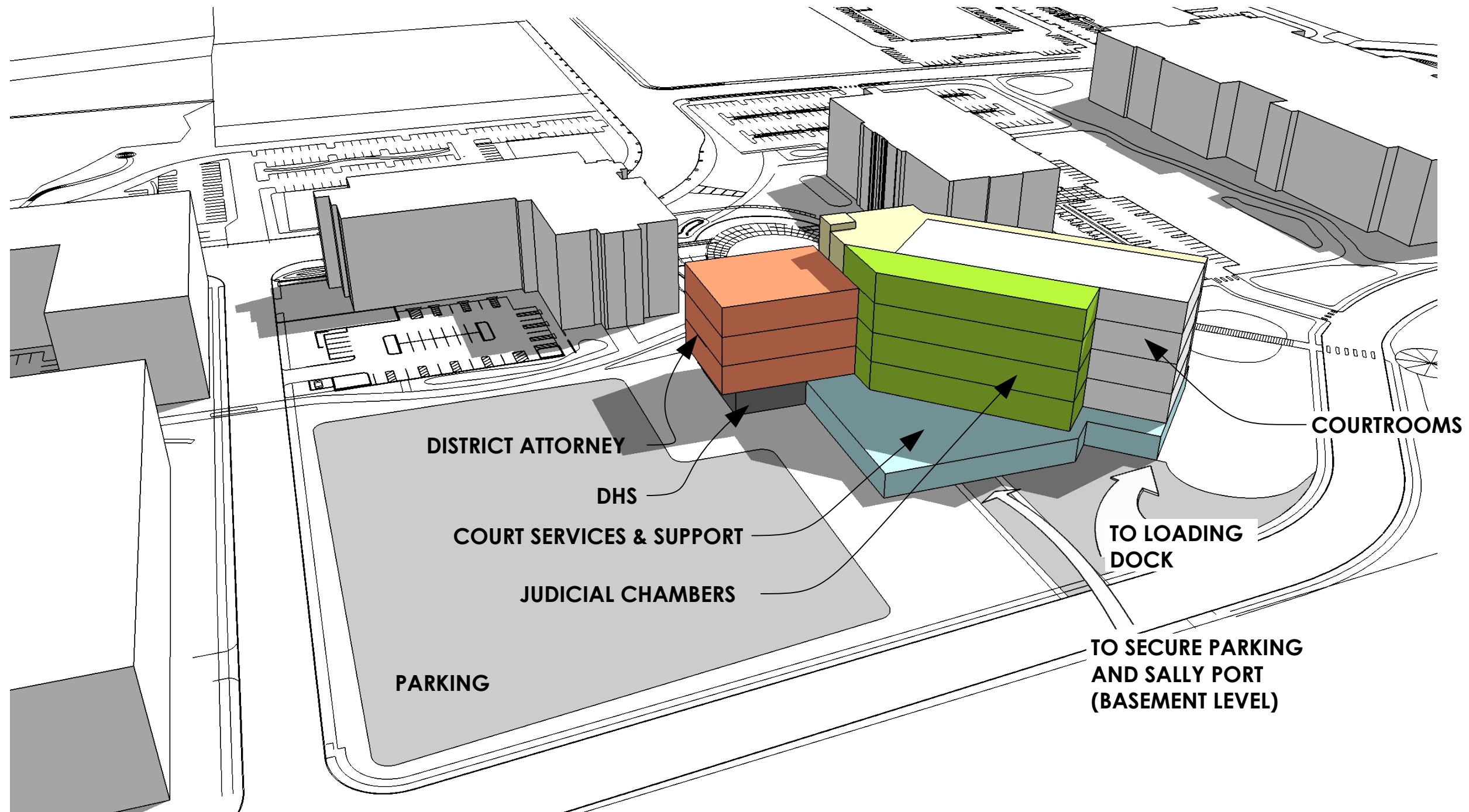
### View of Mt. Hood

Placement of public lobby spaces showcase the view.



**SITE PLAN**







**BASEMENT BLOCKING CONCEPT  
APPROXIMATE AREA: +/- 45,500 SF**



FIRST FLOOR BLOCKING CONCEPT  
APPROXIMATE AREA: +/- 52,000 SF



SECOND FLOOR BLOCKING CONCEPT  
APPROXIMATE AREA: +/- 40,000 SF



THIRD FLOOR BLOCKING CONCEPT  
APPROXIMATE AREA: +/- 40,000 SF





FOURTH FLOOR BLOCKING CONCEPT  
APPROXIMATE AREA: +/- 40,000 SF



**FIFTH FLOOR BLOCKING CONCEPT**  
**APPROXIMATE AREA: +/- 29,000 SF**

	40 YEAR ESTIMATED NEEDS	30 YEAR ESTIMATED NEEDS	20 YEAR ESTIMATED NEEDS	10 YEAR ESTIMATED NEEDS
<b>DEPARTMENTAL SPACE SUMMARY</b>				
<b>1.0 PUBLIC FACILITIES &amp; BUILDING SUPPORT SPACES</b>				
1.0 MAIN ENTRY AND LOBBY	4,276	4,276	4,276	4,276
1.2 PUBLIC SPACES AND AMENITIES	7,252	7,252	7,252	7,252
1.3 BUILDING AND STAFF SUPPORT SPACES	6,120	6,120	6,120	6,120
1.4 SECURE PARKING	10,550	10,550	10,550	10,550
1.5 BUILDING SYSTEMS SUPPORT SPACES	17,200	17,200	17,200	17,200
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>45,397</b>	<b>45,397</b>	<b>45,397</b>	<b>45,397</b>
<b>2.0 COURTROOMS AND CHAMBERS</b>				
2.1 COURTROOMS AND ANCILLARY SUPPORT SPACES	55,973	52,159	50,489	48,763
2.2 JUDICIAL CHAMBERS	16,050	15,116	14,784	14,459
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>72,023</b>	<b>67,275</b>	<b>65,273</b>	<b>63,222</b>
<b>3.0 COURT ADMINISTRATION</b>				
3.1 CIRCUIT COURT ADMINISTRATION MANAGEMENT OFFICES	3,251	3,251	3,251	3,186
3.2 PUBLIC-HELP CENTER	3,112	3,112	3,112	3,112
3.3 LAW LIBRARY	2,356	2,356	2,356	2,356
3.4 CIVIL CASE UNIT / PROBATE	1,560	1,560	1,495	1,495
3.5 ACCOUNTING / COLLECTIONS / INDIGENT DEFENSE	1,346	1,346	1,346	1,346
3.6 CRIMINAL AND TRAFFIC	826	826	761	761
3.7 CALENDARING / JUVENILE / JURY	696	696	696	696
3.8 RECORDS	696	696	696	696
3.9 SHARED ADMINISTRATION STAFF SUPPORT SPACES	2,141	2,141	2,141	2,141
3.10 JURY ASSEMBLY	6,676	6,676	6,676	6,676
3.11 CONFERENCE CENTER	2,275	2,275	2,275	2,275
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>24,933</b>	<b>24,933</b>	<b>24,803</b>	<b>24,738</b>
<b>4.0 DISTRICT ATTORNEY</b>				
4.1 DA CRIMINAL DIVISION	13,014	12,366	12,042	12,042
4.2 SHARED SPACES AND AMENITIES	4,420	4,420	4,420	4,420
4.3 VICTIM ASSISTANCE DIVISION	2,569	2,569	2,486	2,486
4.4 FAMILY LAW DIVISION	2,824	2,824	2,824	2,824
4.5 GRAND JURY	1,821	1,719	1,719	1,719
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>24,649</b>	<b>23,898</b>	<b>23,491</b>	<b>23,491</b>
<b>5.0 SHERIFF TRANSPORT OPERATIONS AND CENTRAL HOLDING</b>				
5.1 SALLY PORT	2,573	2,573	2,573	2,573
5.2 CENTRAL HOLDING AREA	1,530	1,530	1,530	1,530
5.3 TRANSPORT OPERATIONS SUPPORT	2,792	2,792	2,792	2,792
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>6,894</b>	<b>6,894</b>	<b>6,894</b>	<b>6,894</b>
<b>6.0 SHERIFF MAIN OFFICE</b>				
6.1 SECURITY SCREENING	390	260	260	260
6.2 SHERIFF ADMINISTRATION	2,872	2,872	2,872	2,872
6.3 SECURE SHERIFF PARKING		In 1.4 Secure Parking		
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>3,262</b>	<b>3,132</b>	<b>3,132</b>	<b>3,132</b>
<b>7.0 STATE OFFICES</b>				
7.1 DEPARTMENT OF HUMAN SERVICES	2,501	2,501	2,501	2,501
7.2 PUBLIC DEFENSE AND CIDC	2,501	2,501	2,501	2,501
<b>DEPARTMENTAL GROSS SQUARE FEET</b>	<b>5,002</b>	<b>5,002</b>	<b>5,002</b>	<b>5,002</b>
<b>COURTHOUSE OVERALL SPACE SUMMARY</b>				
<b>TOTAL DEPARTMENTAL GROSS SQUARE FEET (DGsf)</b>	<b>182,159</b>	<b>176,531</b>	<b>173,992</b>	<b>171,875</b>
<b>TOTAL BUILDING GROSS SQUARE FEET (BGsf) (35% GROSSING FACTOR)</b>	<b>245,915</b>	<b>238,317</b>	<b>234,889</b>	<b>232,032</b>

**TOTAL GROSS BUILDING AREA: 245,915 SF**

**ATTACHMENT 2**

**CLT Project Sub-team Report**

# Clackamas County Mass Timber Courthouse Subcommittee

## Findings: WHY CLT?

- Meets Board strategic goals
- Advantageous fire rating
- Carbon sequestration benefits
- Seismic stability
- Increased worker productivity
- Larger buildings more cost effective
  - Courthouse ideal size for CLT project

### Experts Interviewed:



## Four Critical Takeaways

### 1. Design of CLT allow Architects More Freedom to Build Engaging Spaces

- Aesthetics
  - Exposed wood features vs. covered structural systems
  - Highlight design vs. structural criteria: cost and code considerations
    - Visible pipes/utilities, rustic/industrial feel options
    - If wood panels are covered, otherwise unknown as a wooden structure
  - Due to panelization, floor spans and window height more easily achieved
- Additional floor layer to achieve sound requirements
  - Options; gypcrete vs raised floor
    - Gypcrete – 3 inch concrete pour on top of CLT
    - Raised floor, ability to run cables and utilities underneath

**Opportunities:** Freedom for architects to design larger spans with greater light and more pleasant spaces, ability to build model with Virtual Reality touring, increased employee productivity in exposed wooden building

**Challenges:** Still a relatively niche market for architectural firms, longer time associated with design process

### 2. Domestic Sourcing of Material Limited Due to Current Available Capacity

- Market Forces:
  - High demand/low availability currently
  - Potential out of region/country supplier –sustainability of sourcing materials from overseas
  - Preconstruction of project takes large sum of total project time

**Opportunities:** Pre-fabricated, high efficiency, truck loaded assembly “Lego style”, lumber sourced regionally

**Challenges:** Extra costs in material, mills booked up for several months (February 2019), supply of product driven by lumber cost

### 3. Due to labor shortages, Mass Timber provides a Sustainable Solution

- Fewer laborers required onsite
- Shorter overall project time, faster construction
  - Prefabricated = no onsite cutting or drilling
  - One crane and smaller, skilled crew required
  - Construction in all weather
  - Construction time decreased
    - Lowers site risk for accidents during construction



**Opportunities:** Less liability for contractor, fewer laborers during construction reduce project cost, construction workforce constrained

**Challenges:** Jobs created at factory and at different stages of supply chain

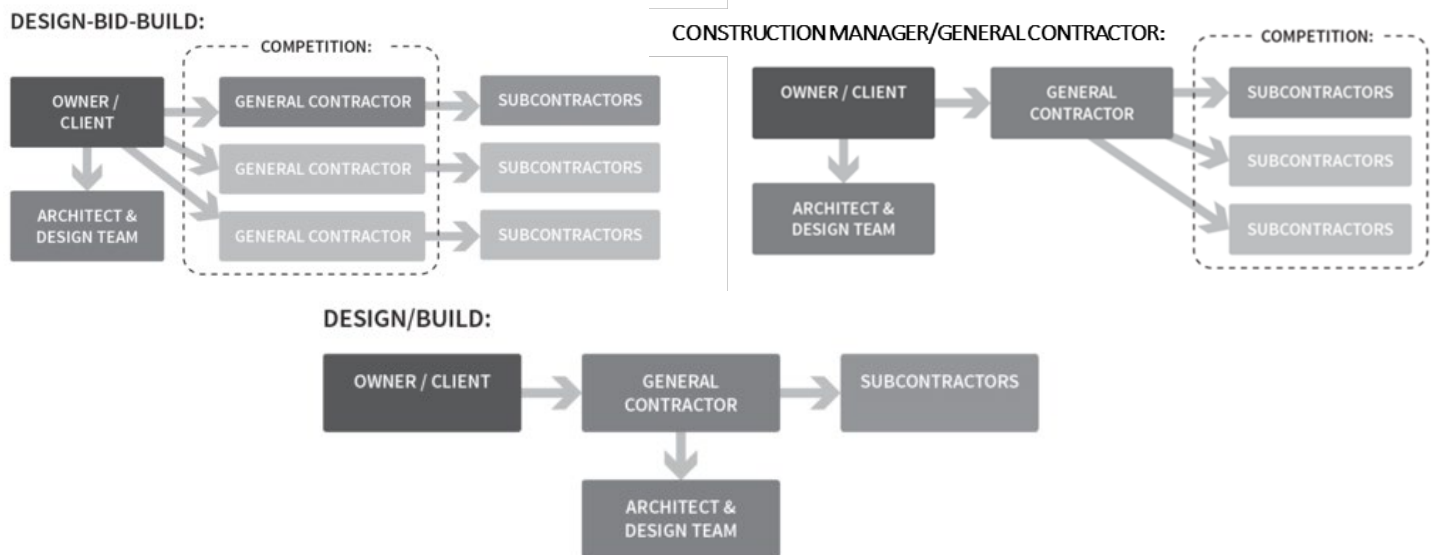
### 4. Two Distinct Procurement Methods Help Projects Achieve Maximum Cost Efficiency

*(For additional financing information, see back page)*

- Method
  - Design Build vs. Construction Manager/General Contractor (CMGC), both offer delivered products that bring together integrated teams and brevity, speed, superior to traditional Design Bid-Build
    - **Design Build:** One contact, numerous subcontractors under one general contractor more streamlined process, turnkey approach, contractor assumes more risk
    - **CMGC:** County hires architect/design team and contractor, multiple contracts, shapes vision with architect, then works with builder, County takes more liability
- Financing options
  - **Full Faith and Credit:** County assumes loan and funds through general fund
  - **General Obligation Bond:** Additional cost per \$1,000 in assessed value levied on property, must be passed by vote
  - **Public Private Partnership (P3):** project funded through private financing, leased back over 30 year term, rent-to-own model

**Opportunities:** Customizable package options, experienced firms as options for different processes, potential for cost savings

**Challenges:** Smaller pool of qualified applicants compared to traditional procurement method



## Analysis from Mass Timber Subcommittee

1. Use CLT when and where appropriate to meet structural and financial requirements
  - i.e. concrete structural core/steel lateral frame with CLT for walls and floors
2. Use of CLT/Mass Timber requires early planning and extended pre-development phase. Issue RFP early in process to ensure sourcing and availability of CLT materials
3. CLT Projects tend to favor the Design-Build procurement method based on early need for sourcing and engineering panels as part of the extended pre-development phase
  - Could consider CMGC if architect and contractor worked voluntarily together like a Build team
  - If P3 is considered the financing method of choice (or need) to deliver the project, P3 works best with Design-Build procurement and made part of the RFP

## Recommendation

Support Design-Build procurement method with an optional P3 financing component

- Turn key approach, mitigates internal capacity limitations for managing large scale capital construction projects of this type and complexity. RFP selection can achieve efficiencies of CLT/Mass Timber to ensure project success.

## Parking Lot/Further Discussion:

- Long term maintenance costs
- Mold/mildew/flood/water damage data on Mass Timber structures
- Sound mitigation options
- Remodel potential