



EAU CLAIRE COUNTY

2014



GOVERNMENT  
CENTER  
CONSTRUCTION  
PROJECT







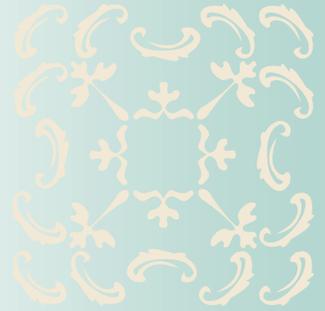
# EAU CLAIRE COUNTY

PURCHASING & CENTRAL  
SERVICES DEPARTMENT

721 OXFORD AVENUE

EAU CLAIRE, WI 54703-5481

715.839.5114



COUNTY BUILDING PROJECT

WRAP-UP MEMO

**DATE:** January 15, 2015  
**TO:** The Building Committee  
Tom McCarty, County Administrator  
**FROM:** Frank Draxler, Building Project Manager  
**RE:** Government Center Construction Project Wrap-up

It took a long time, but it is finally completed. The \$59.1 million dollar project was very challenging; yet successful. The County was challenged to provide a new jail, a new law enforcement center, remodeling of the courthouse and improving security in the courthouse. After many years of planning and design, the Building Committee was appointed to provide oversight of the construction. The planning and design occurred mostly during 2003 to 2007. Choosing the location of the jail took place during 2007 to 2010. Construction started in the fall of 2010 and was completed in 2014.

The final cost of the project is approximately \$58.2 million, which is under budget by almost a million dollars. It is also important to note that there were many items added to the scope of this project totaling over \$2 million dollars, as shown on page 12. A summary of various highlights of the project such as: the timeline showing the planning process, the cost, the added scope and a summary of other numbers and dollar amounts are indicated on the attached pages within this final report (wrap-up report).

The success of this project was the result of many people and their hard work. Mostly the project's success was the result of everyone working together. Over the long time span of this project there were many people working on various roles. They included staff, elected officials, consultants, contractors and members of the public. Some of these people are no longer here or have changed positions. Everyone's work and input on this project made a difference and all have contributed to the success of this project. This was a lot of work and I would like to convey my THANKS to ALL.

The project management was a key role in this project, and I'd like to note my appreciation for the work and expertise provided by Matt Theisen, Facilities Director, Mel Erickson (retired) Director of Planning and Development and the leadership provided by Tom McCarty, County Administrator. Also, Captain Joel Brettingen and Captain Dan Bresina and their respective teams were pivotal to the successful design and operations of the new jail. Many other staff participated in various active and support roles within the network of the four (4) Teams as shown on page 9.

*(continued on next page)*



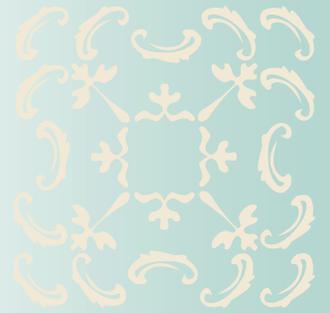
# EAU CLAIRE COUNTY

PURCHASING & CENTRAL  
SERVICES DEPARTMENT

721 OXFORD AVENUE

EAU CLAIRE, WI 54703-5481

715.839.5114



COUNTY BUILDING PROJECT

WRAP-UP MEMO

*(continued from previous page)*

The Eau Claire County Board and specifically The Building Committee provided oversight of the project. This included many decisions including planning, the location, the scope, the design and additional cost for changes. The Chair of the Building Committee, Jim Dunning, spent many hours and sometimes day long meetings on the design and redesign of the project. Supervisor Dunning's commitment to this project continued from the planning and design through the building phase.

The design was led by Tom Poweleit from the architectural firm of Venture Architects and assisted by Dale Poynter, SDS Architects and Disa Walstrand, Ayres Associates. The construction management was led by Kevin Renley, Bridget Balts and Jerry Shea with Market and Johnson. These individuals and firms were outstanding to work with. Staff and the public endured a lot of construction noise and re-routing of corridors and were very patient throughout the project. All staff had a hand in making the moves successful due to their preparation and cooperation. I'd like to express my appreciation for all staff involved for their extra efforts during this very busy period.

Staff's extra efforts, the consultants experience, the committee's oversight and working cooperatively was the reason this project was successful.

Sincerely,

Frank Draxler, CPPO  
City and County of Eau Claire  
Director of Purchasing & C.S.



# SUMMARY OF CONSTRUCTION PROJECTS

## **COURTHOUSE REMODELING**

Government offices on first floor were moved to allow for more law enforcement space. A large portion of the old jail was remodeled into government offices. With early planning, offices with the highest number of public visitors were located nearest the public entrances.

### **REMODELED COURTHOUSE OFFICES**

**Ground floor:** Health Department, Law Enforcement Center

**First floor:** Law Enforcement Center, Register of Deeds, ADRC, Veteran Services, County Board Room

**Second floor:** Courts staging area, DHS Link, Register in Probate

**Third floor:** County Clerk, Planning and Development, Administration, Corporation Counsel, Human Resources, Finance, Purchasing, Children's Court Services, Huber, Juvenile Detention

---

## **NEW JAIL**

The old jail was too small, did not have the required functional spaces and was a liability concern. The new jail is safer for both the inmate and employee, has better programming space, is more staff-efficient and has more than twice as many beds. The new jail finished only 3 of the 4 pods so in the future the jail can expand to the 4th pod (if) needed. Expansion is also possible by adding another level.

---

## **NEW LAW ENFORCEMENT CENTER**

The old space was undersized for many years. Through a cooperative agreement the City of Eau Claire Police Department is co-located with the County Sheriff's Department. Much of the space is shared and designed for efficiency to allow for staff from both agencies to work together. The City paid for their portion of the remodeling and design for the law enforcement center, the new law enforcement garage and the remodeling of the Communications Center which all totaled to be approximately \$6.7 million dollars. The City continues to lease space and pay for their share of maintenance and housekeeping services, utilities and other expenses.

---

## **CITY/COUNTY HEALTH DEPARTMENT REMODELING**

After reviewing if the Health Department would remain in the courthouse, a limited portion of the Health Department was remodeled. Some of the Health Department space was displaced by the law enforcement center. New lobby space was created with good accessibility to the Health Department from 2<sup>nd</sup> Avenue. Additional clinic space was added near the WIC area.

---

## **LEED**

The new jail was designed to be energy efficient, which was difficult due to the State codes for buildings with 24 hour occupancy. The Jail is LEED Certifiable. Not Certified, but it could be. Although a local firm, MEP, commissioned the building, it would cost another \$100,000 to \$200,000 to go through the process of obtaining certification.

# TIMELINE OF EVENTS

## CHRONOLOGY OF EVENTS RELATED TO THE LONG TERM SPACE NEEDS AND COURTHOUSE BUILDING PROJECTS

The formal study/review process for this project began in 2002. Informally it began many years before with initial studies of various City and County departments and City of Eau Claire plans.

- ◇ **August 1968** City of Eau Claire Comprehensive Community Plan, commonly referred to as the “701” plan after the federal regulation funding such plans nationwide, shows the area east of the Courthouse for expansion of County facilities
- ◇ **October 1978** Westside Neighborhood Plan designates the area east of the Courthouse for expansion of County government facilities
- ◇ **1991** Needs Assessment for the Eau Claire Police Department
- ◇ **1993** Revised Comprehensive Plan designates the area east of the Courthouse for expansion of County government facilities
- ◇ **1994** City Center Plan designates the area east of the Courthouse for expansion of County government facilities
- ◇ **May 1995** Update of the Westside Neighborhood Plan designates the area east of the Courthouse, including the homes on Lake St. but excluding the businesses on First Ave, for expansion of County government facilities
- ◇ **1997** Space Needs Study for the Police Dept.
- ◇ **2000** DMG Study of the Sheriff's Department
- ◇ **2001** report by Ayres Associates, Space Needs Study for the Courts, Law Enforcement and General Government
- ◇ **2002** Supervisor Robinson chaired the Space Needs Advisory Committee (included City)
- ◇ **2003** The County Board approved of the funds and contract to hire a consultant firm for a comprehensive space needs study.
- ◇ **2004** The City of Eau Claire adopted a resolution to participate in the space needs analysis and for more space for the police department.



# TIMELINE OF EVENTS

*(continued from previous page)*

- ◇ **2004 and 2005** More formal discussions of space needs and the scenarios ensued with County Board, Committees and staff. Dozens of review sessions and presentations to the community were held. At least 80 meetings with Committees and the County Board were held plus dozens more with the Space Needs Committee. Along the way the many scenarios were reviewed and re-analyzed numerous times.
- ◇ **June 20, 2005** The Durrant Space Needs Study, after 18 months of work and many review sessions and presentations, was presented at a joint meeting of the Eau Claire City Council, Eau Claire County Board and the public. The executive summary indicated **14 scenarios were reviewed. Four of these scenarios were reviewed at the presentation and two were recommended.**
- ◇ **July 2005 thru February 2006** further review of the scenarios especially the two recommended scenarios; #1. Campus plan and #2. a Split Campus. Presentations to the County Board and City Council, Committees and many public presentations were held.
- ◇ **September 2005** City of Eau Claire adopts their most recent Comprehensive Plan directing expansion of County facilities east of the Courthouse, towards the Chippewa River, excluding the homes on Lake St.
- ◇ **March 2006** The County Board authorized adopting a master plan the “Campus Plan”.
- ◇ **March 2006** The County Board approved to retain Venture Associates to complete the Space Needs Study.
- ◇ **January 16, 2007** County Board rejected the resolution to further consider constructing the new jail on County owned land west of Hwy 93 or other green space in the county. (Rejected on a vote 17-9)
- ◇ **June 2007** County Board further confirmed the Campus Plan and to proceed with Option D.
- ◇ **June 2007** County Board approved to proceed with financing.
- ◇ **September 2007** County Board approved awarding of a contract to the Architect Team.
- ◇ **December 2007** County Board approved awarding a contract for the Construction Manager.
- ◇ **February 2008** The County Board approved the sale of \$25 million dollars in Bonds.
- ◇ **August 2008** Rezoning Petition requesting rezoning of the area east of the Courthouse to P – Public is withdrawn and the Special Committee to Resolve Jail Space and Site Needs was created.



# TIMELINE OF EVENTS

*(continued from previous page)*

- ◇ **April 2009** Special Committee recommends the jail and courts stay together (co-locate).
- ◇ **April 2009** Final Report of the Special Committee to Resolve Jail Space and Site Needs was issued, recommending a revised site plan for a new jail east of the Courthouse, Concept 21.
- ◇ **April 2009** Tri Committee approval of Concept 21 , the “On-Campus” plan.
- ◇ **April 2009** County Board supports and approved Concept 21 the “On-Campus” plan.
- ◇ **May 2009** County submitted request for rezoning and site plan approval.
- ◇ **June 2009** City Planning Commission approved the rezoning and conditional use permits.
- ◇ **June 2009** County Board approved, contingent upon City approval of the plan, construction contract awards for the City-County Law Enforcement Garage.
- ◇ **June 2009** City Council did not approve of the rezoning and site plan.
- ◇ **October 2009** Select Committee formed to recommend one or two off-campus building sites for a Justice Center.
- ◇ **October 20, 2009** County Board adopts Resolution authorizing Baker Tilly to provide an analysis of estimated construction costs and ongoing operational costs for various Justice Center scenarios.
- ◇ **January 2010** Select Committee recommends two off-campus building sites for a Justice Center. One site at the SE corner of the STH 93/I94 intersection in the Town of Washington and a second at the SE corner of the intersection of Prairie Lane and the Eau Claire River in the City of Altoona.
- ◇ **February 16, 2010** County Board approves advisory referendum regarding preferred location for Justice Center.
- ◇ **April 6, 2010** Advisory referendum held. 79% of voters prefer downtown location for Justice Center.
- ◇ **April 20, 2010** County Board adopts Resolution approving On-Campus Design Concept 21 to build a new jail and remodel the Courthouse for a new Law Enforcement Center, Security and General Government offices.
- ◇ **May 2010** County submits rezoning and street vacation petitions to the City of Eau Claire for Concept 21.



# TIMELINE OF EVENTS

*(continued from previous page)*

- ◇ **2003-2005** Space Needs Study.
- ◇ **2006** Master Plan approved.
- ◇ **June 2010** City Council/County Board approval.
- ◇ **Construction Timeline:**
  - ◆ **August-December 2010** Law Enforcement Garage.
  - ◆ **November 2010-July 2012** New Jail.
  - ◆ **June/August 2011** 2nd Ave./1st Ave. Street Reconstruction.
  - ◆ **July 2012** Open House for New Jail.
  - ◆ **September 2012** Inmate Move.
  - ◆ **October-December 2012** Demolish Old Jail.
  - ◆ **2012-2013** Remodel ground floor Courthouse.
  - ◆ **December 2012-March 2013** Remodel 3rd floor Courthouse.
  - ◆ **May 2013-December 2013** Remodel 1st floor Courthouse.
- ◇ **December 2013-January 2014** Law Enforcement moved to new 1st Floor space.
- ◇ **May 2014** Courthouse Open House.
- ◇ **2014** Finished remodeling.
- ◇ **2014** Register of Deeds and ADRC remodeling.
- ◇ **2014** Agreement between City & County for the lease of space.





# PROJECT TEAMS

## ADMINISTRATIVE CORE TEAM

*In-house staff, construction manager staff, and architect staff that provided direction, collected data and concerns and made sure target dates were kept on schedule.*

Frank Draxler, Matt Theisen, Mel Erickson, Jim Dunning  
 Construction Management—Jerry Shea, Kevin Renley, Bridget Balts,  
 Market & Johnson  
 Architect/Engineer—Tom Poweleit/Gary Jaeger, Venture Architects  
 Dale Poynter, SDS  
 Disa Walstrand, Ayres Associates  
 Tom McCarty, Keith Zehms, Ron Cramer, Dan Bresina,  
 Joel Brettingen, Mike Huggins, Bradley Venaas, Scott Rasmussen,  
 Dave Hayden, Elizabeth Giese, Ron Cramer, Heather Murray,  
 Julie Keown Bomar



## BUILDING COMMITTEE

*Established by the County Board, this committee was created to exercise general oversight responsibility for the project, which included a new jail, joint law enforcement center and courthouse remodeling.*

Jim Dunning, Chair  
 Gregg Moore, Vice-chair  
 Colleen Bates  
 Kathy Clark  
 Pat LaVelle  
 Howard Ludwigson  
 John Manydeeds  
 Bruce Willett



## DESIGN TEAMS

*There were several in house teams that contributed input to design and division needs.*

**Jail Team:** Joel Brettingen, Rick Olson,  
 Dianne Hughes, Mike Klotz, Steve Flackey,  
 Kelly Dahlke, Rob Fadness, Dick Panek,  
 Judge Tom Barland, Jim Tumm

**Law Enforcement Team:** Brad Venaas, Jon Lentz,  
 Eric Larsen, Dan Bresina, Kristen Southard,  
 Dianne Hughes, Pam McInnis, Tom Hoff

**Courthouse Team:** Mel Erickson, Dave Hayden,  
 Sharon Rasmusson, Sue Schaffer, Dorothy Moen,  
 Roy Sargeant, Richard Thoun, Janet Loomis,  
 Clif Sorenson, Mary Kaiser, Scott Rasmussen,  
 Matt Theisen, Tim Sullivan, Larry Lokken,  
 Kristina Aschenbrenner, Rich White, Jan Steiner



## COMMUNITY ADVISORY TEAM

*Established to allow neighborhood businesses and public input regarding the building project.*



# COST SUMMARY



COUNTY BUILDING PROJECT

## Eau Claire County Government Center Construction Project

	Jail	Law Enforcement	Comm Center	General Courthouse	Total
Construction Cost	\$31,861,352	\$6,091,478	\$263,500	\$5,014,812	\$43,231,142
Percentage	73.7%	14.1%	0.6%	11.6%	100%
		City	County		
Construction Cost Detail		\$4,568,609 <sup>③</sup>	\$1,522,870		
North Parking Lot				\$373,893	\$373,893
Law Enforcement Garage		\$822,269 <sup>④</sup>	\$369,425		\$1,191,694
<b>Total Construction Cost</b>	<b>\$31,861,352</b>	<b>\$5,390,878</b>	<b>\$1,892,295</b>	<b>\$5,388,705</b>	<b>\$44,796,729</b>

Construction Management Fees	\$721,849	\$107,336 <sup>⑤</sup>	\$35,994 <sup>⑥</sup>	\$648	\$113,615	\$979,442
A&E Fees	\$2,943,262	\$422,319 <sup>⑤</sup>	\$140,771 <sup>⑥</sup>	\$23,962	\$463,254	\$3,993,568
Contingency	\$1,530,318	\$327,070 <sup>⑤</sup>	\$109,024 <sup>⑥</sup>	\$28,634	\$2,162,233 <sup>⑦</sup>	\$4,157,279
Site Property					\$2,205,677	\$2,205,677
Specific Owner Items	\$388,589	\$223,396 <sup>⑧</sup>	\$74,465 <sup>⑨</sup>		\$427,733 <sup>⑩</sup>	\$1,114,183
General Owner Items	\$850,058	\$121,972 <sup>⑤</sup>	\$40,657 <sup>⑥</sup>	\$6,920	\$133,795	\$1,153,402
Subtotal	\$6,434,076	\$1,202,093	\$400,911	\$60,164	\$5,506,307	\$13,603,551
<b>TOTAL</b>	<b>\$38,295,428</b>	<b>\$6,592,971</b>	<b>\$2,293,206</b>	<b>\$323,664</b>	<b>\$10,895,012</b>	<b>\$58,400,280</b>

(City 30%, County 70%)

City - paid		\$854,133				
City - paid		\$295,533			less Juvenile Funds	-\$287,000
City - paid		\$4,446,396			less R.O.D. Funds	-\$57,021
City - paid (Final Payment)		\$996,909		\$97,099		
Miscellaneous						\$204,000
					<b>NET TOTAL PROJECT</b>	<b>\$58,260,259</b>

- ③ City 75%, County 25% \$436,094 x 75% = \$327,070 , \$436,094 x 25% = \$109,024
- ④ Includes owner items for the courthouse, co board room and furniture
- ⑤ Includes Health, Juvenile and other major additions
- ⑥ City 75%, County 25%
- ⑦ City 69%, County 31%
- ⑧ LE Furniture \$275,000  
Shooting Range \$65,000  
LE Garage Plans \$16,000

General Owner Items includes items such as courthouse building electronic, outdoor signs, HVAC building original door security. It does not include change orders for these fundamental systems nor does it include change orders for stairs and elevator near the LEC, etc. These have been charged to the general courthouse. Huber is included with the Jail cost and Health Dept is included in the General Courthouse



# FINAL COST SUMMARY



COUNTY BUILDING PROJECT

**BUDGET: \$59.1 MILLION**

**COST: \$58.2 MILLION**

NEW JAIL.....	\$38,428,000
LAW ENFORCEMENT CENTER.....	\$7,700,000
LAW ENFORCEMENT GARAGE.....	\$1,149,000
COMMUNICATION CENTER.....	\$325,000
HEALTH DEPARTMENT.....	\$616,000
COURTHOUSE REMODELING.....	\$5,012,000
SITE/PROPERTY /PARKING.....	\$2,574,000
ADDED SCOPE.....	\$2,252,000
MISCELLANEOUS.....	\$204,000
<b>TOTAL.....</b>	<b>\$58,260,000</b>

## CONSTRUCTION COST PER SQUARE FOOT

JAIL.....	\$199/sq. ft.
LAW ENFORCEMENT CENTER.....	\$154/sq. ft.
COURTHOUSE OFFICES.....	\$132/sq. ft.



# LIST OF ADDED SCOPE



## COUNTY BUILDING PROJECT

PROJECT	COST	COMMENTS
County Board Room	\$202,555.00	
County Board AV and Voting System	\$160,000.00	(Budget \$55,000)
Link for DHS	\$182,127.00	
Health Department (includes shared)	\$616,000.00	(Budget \$500,000)
Courthouse Door Security (additional)	\$127,005.00	
Courthouse & LEC (electrical modifications)	\$256,210.00	
Sprinkler Courthouse	\$380,660.00	
Veterans/ADRC	\$207,113.00	(Budget \$120,000)
Huber Remodeling & demo of Female Huber	\$299,999.00	
Huber Panel	\$153,766.00	
Probate buildout	\$38,160.00	
Vacate/demo old jail "west"	\$98,201.00	
Juvenile Detention remodeling	\$354,000.00	(Sep. Budget \$320,000)
Resealing all expansion joints	\$24,700.00	
Replace old jail windows "east" side	\$38,000.00	
Added security cameras to jail and Huber	\$114,000.00	
Relocated DA's office	\$20,000.00	
Securetech (Addition court security, duress Alarm)	\$13,450.00	
West Elevator Improvements	\$29,875.00	
<b>TOTAL</b>	<b>\$3,315,821.00</b>	(Budget \$995,000)
Net cost	\$2,252,000.00	



**WHAT IS THE BACKGROUND OF THE EC COUNTY JAIL?**

In 2003 the Eau Claire County Board initiated a review of what to do with the jail, courthouse security and space needs. The previous jail had 113 secure beds; it was built in phases throughout the last 60 years with the core of the jail built for only 50 beds. The previous jail did not have a central control, booking area, special needs or medical area, room to classify inmates, or optimum security. The conditions were such that it needed replacement. The size and location of the jail was a community

issue for several years. Not all agreed on the size of the jail, but it made the most sense to build for the future. The new jail was built to allow for future expansions, with 200,000 sq. ft. The construction cost for the new jail was approximately \$38 million.

**HOW DID YOU ATTRACT AND RETAIN THE BEST CONTRACTORS IN THE INDUSTRY FOR THIS PROJECT?**

The architect and construction manager did a great job designing the building and specifying products and equipment within the building. This was a public works/public bid project. State law requires award to the lowest responsive and responsible firm(s). About 40 contracts were awarded with approximately 115 construction workers on-site daily, most of them from local firms.

**WHAT WERE SOME OF THE CHALLENGES AND OBSTACLES FACED DURING THE CONSTRUCTION AND REMODELING?**

Some people resist change and want things the way they were 50 years ago. Some community members had difficulty understanding that we had a jail in downtown Eau Claire, and it required replacement. After the project was approved, the jail was redesigned to fit the location. Ongoing construction was a challenge due to the noise and the need to continue the work in the courthouse.

**WHAT ARE THE SIZE AND SCALE OF YOUR OPERATIONS?**

Eau Claire County employs about 530 FTE and has added about 19 employees due to the new jail.

The impact to the budget for these positions was quite significant, and due to the fact that the County could not increase its taxes, the county cut other positions and/or other operations.

It should also be noted that the \$59 million dollars had a relatively minor impact on the property tax. The increase in property tax was approximately \$20/year for an average homeowner.

# LOCAL CONTRACTOR/SUPPLIER

## COUNTY BUILDING PROJECT LOCAL CONTRACTOR/SUPPLIER

A-1 REDI MIX

*Eau Claire, WI*

AMBASSADOR STEEL

*Menomonie, WI*

B & B ELECTRIC

*Eau Claire, WI*

BENEDICT'S REFRIGERATION

*Altoona, WI*

CERTIFIED, INC.

*Altoona, WI*

COUNTY MATERIALS

*Eau Claire, WI*

CUTTING EDGE SAWING

*Strum, WI*

ESSER GLASS

*Eau Claire, WI*

FIRELINE SPRINKLER

*Whitehall, WI*

HAAS & SONS

*Thorp, WI*

HAGEN DECORATORS

*Altoona, WI*

HARMON CONCRETE

*Eau Claire, WI*

HUDSON ELECTRIC

*Chippewa Falls, WI*

ISS

*Cottage Grove, WI*

JF AHERN

*Menomonie, WI*

MARKET & JOHNSON

*Eau Claire, WI*

MONARCH PAVING

*Amery, WI*

NICK'S CUSTOM WELDING

*Hixton, WI*

NO MERCY EXCAVATING

*Eau Claire, WI*

OVERHEAD DOOR OF THE CV

*Eau Claire, WI*

RTS ROOFING

*Altoona, WI*

SKID STEER GUY

*Eau Claire, WI*

SWANSON'S COMMERCIAL FLOORING

*Eau Claire, WI*

T & B SERVICES

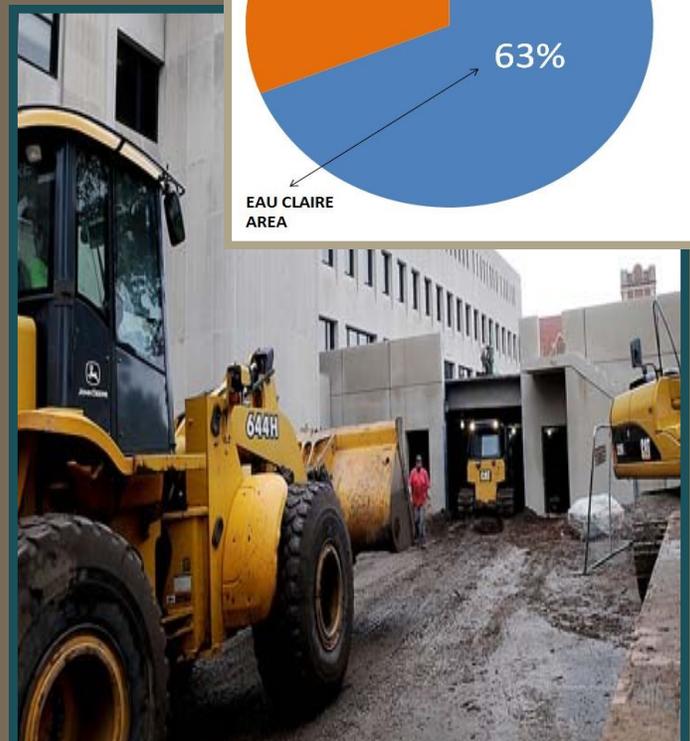
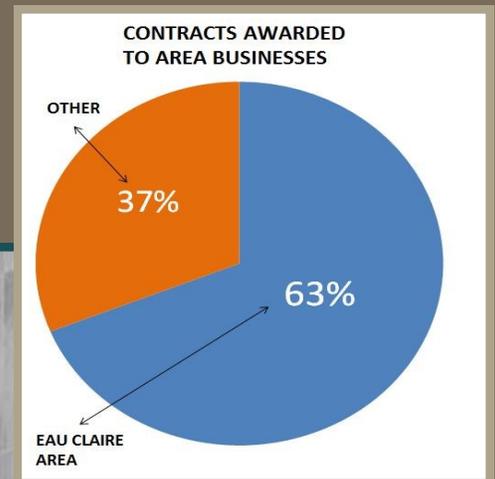
*Eau Claire, WI*

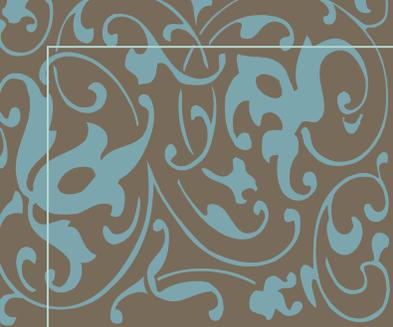
V & S CONSTRUCTION

*Rice Lake, WI*

VALLEY BUILDERS HARDWARE

*Eau Claire, WI*





# NEW JAIL FACTS

JAIL = 180,000 SQUARE FEET

THREE BLOCKS FOR IMMEDIATE USE:

MEDIUM SECURITY

MAXIMUM SECURITY

SPECIAL NEEDS

CELL = 70 SQUARE FEET/TWO INMATE CELL

110 BEDS PER MEDIUM & MAXIMUM BLOCK

40 BEDS IN SPECIAL NEEDS BLOCK

96 BEDS IN DIRECT SUPERVISION POD

22 BEDS IN BOOKING AREA

19 CORRECTION OFFICES ADDED TO STAFF

162 CAMERAS AND MONITORS

ONE BLOCK—VACANT—EXPANSION SPACE

COUNTY BUILDING PROJECT

NEW JAIL FACTS

