

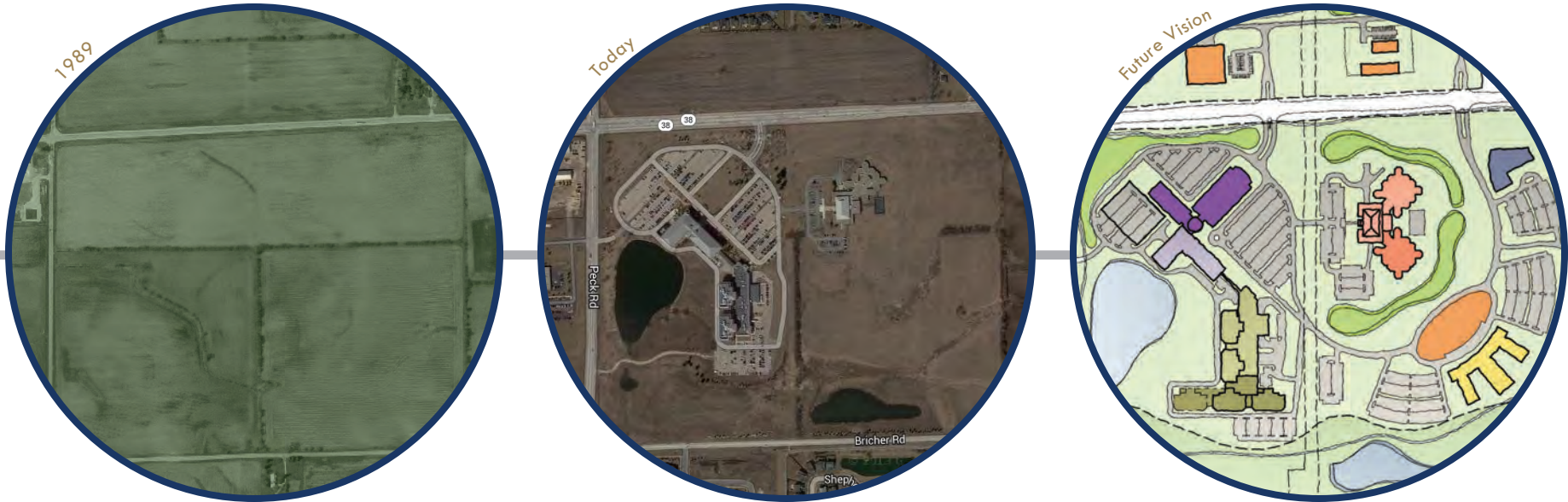


# From Fields to Facilities

A History of Kane County Facility Planning  
May 2014

**Wight**

## From Fields to Facilities



“Make no little plans. They have no magic to stir men’s blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Remember that our sons and grandsons are going to do things that would stagger us. **Think big.**”

Daniel Burnham (1846-1912)

## A History of Kane County Facility Planning

This famous quote by Chicago architect Daniel Burnham was clearly embraced by Kane County officials in the late 1980's when they set out to define the shape and future of facilities for Kane County and the 16<sup>th</sup> Judicial Circuit Court of Illinois. Moreover, the County's vision drove development of a blueprint that would accommodate the needs of modern judicial operations while also establishing a "roadmap" for future development of an entirely new county government campus.

A 145-acre cornfield site located at the southeast corner of Route 38 and Peck Road, with adjacent property north of Route 38, was the blank canvas upon which the new Kane County Judicial Center and the Master Plan for a future Government Campus were conceived. This greenfield site, situated on the western frontier of the established Fox River Corridor, represented an opportunity to reinvent how County services and justice operations would be delivered to a growing population well into the future.

With adoption of the 1989 Master Plan and subsequent implementation of the Judicial Center in 1993, the first core elements were put into place, laying the groundwork for the future of Kane County's judicial facilities. By diligently following the initial roadmap and employing a cyclical process of planning, implementing, and refining the Master Plan to adapt to growth and changing priorities, the County has enjoyed great success.

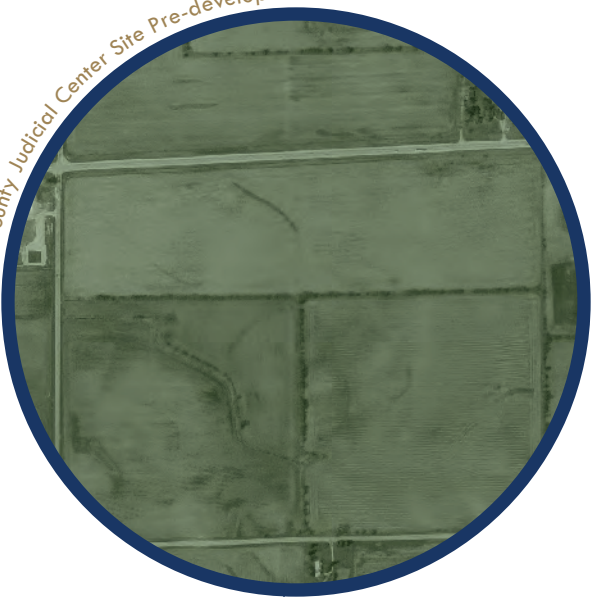
*Each completed milestone—whether a strategic plan adopted or a new facility constructed—has brought the County one step closer to achieving its vision, while also enhancing its ability to serve its citizens.* This "ripple effect" has been positively felt throughout the Kane County community for several years and has led to increased support for future initiatives.

Since Kane County is now poised to take the next step in its journey through implementation of the second phase of expansion to the Judicial Center, this document is presented to serve as a reference tool to County officials. With a goal of clearly documenting the County's 25-year history of thoughtful and successful planning and development, a timeline approach is utilized to capture the full story. From initial campus planning and early phase implementation to the subsequent realization of such significant facilities as the Juvenile Justice Center (completed 1997) and the Adult Justice Center (completed 2008), this publication highlights the County's commitment to the future.

Building upon this commitment, through implementation of the Judicial Center expansion project, the County will provide the courtroom and agency office space needed to meet current caseload demands while addressing requirements related to the County's continued operational growth, anticipated for years to come. By addressing these needs in a proactive manner, the County remains in control of the future and is strategically positioned to continue its legacy of making well-reasoned and fiscally responsible facility decisions.

# Timeline / Table of Contents

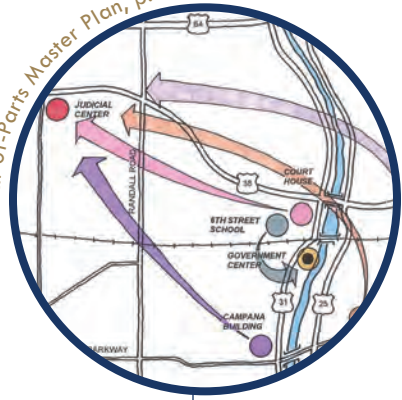
Kane County Judicial Center Site Pre-development



Judicial Center Master Plan, p.6



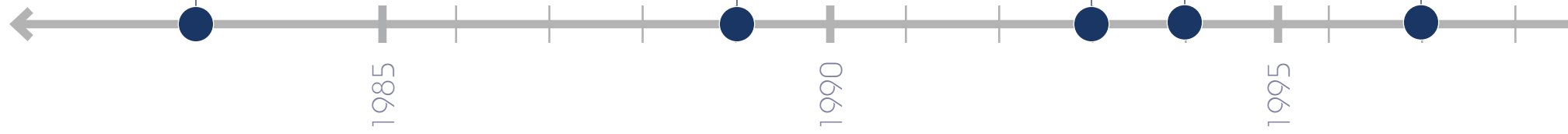
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2000

2005

2010

2015



ROUTE 38

PECK ROAD



**Judicial Center Master Plan**  
145-acre Route 38 Parcel

Based on the programmatic study completed in Spring 1988 for the Kane County Court System's current and future needs, the County engaged a planning team led by Wight & Company to develop a **Judicial Center Master Plan**, a campus to serve the County's growth requirements well into the next century.

The purpose of the study was to analyze a particular 145-acre site along Route 38 with regard to ideal building and parking locations, stormwater management, site utilities, and vehicular access. Synthesizing these findings with the results of the County Board approved Court Facilities Program, a three-phase development strategy, along with optimal usage, was proposed.

1989

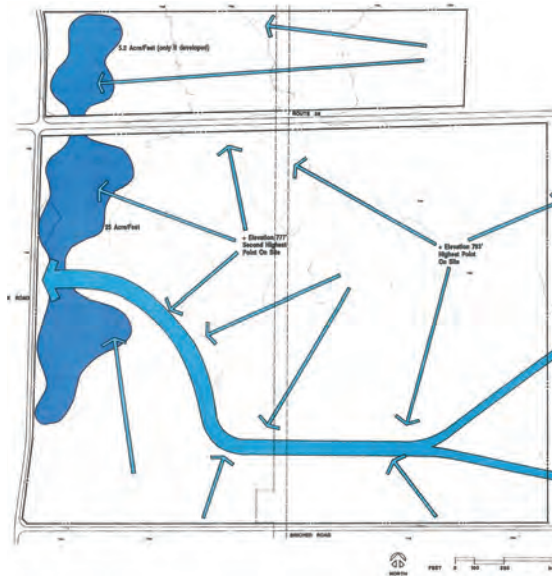
# Site Analysis

## Analyzed for Optimal Usage

The site, acquired by the County, was a two-piece, 145-acre parcel of land located west of downtown Geneva along Route 38. The subject property for immediate development was the 120-acre portion south of Route 38, east of Peck Road, and north of Bricher Road. The 25-acre parcel north of Route 38 and east of Peck Road was not studied for potential development at that time. The parcel south of Route 38 is literally divided in half (north-south) by an existing high pressure gas main. No building construction, and only minimal site grading, is permitted across this utility easement.

The portion of the site west of the gas main was identified by the planning team as the most advantageous location for the Phase I Judicial Center and its future expansions. This assessment was based on the following design considerations:

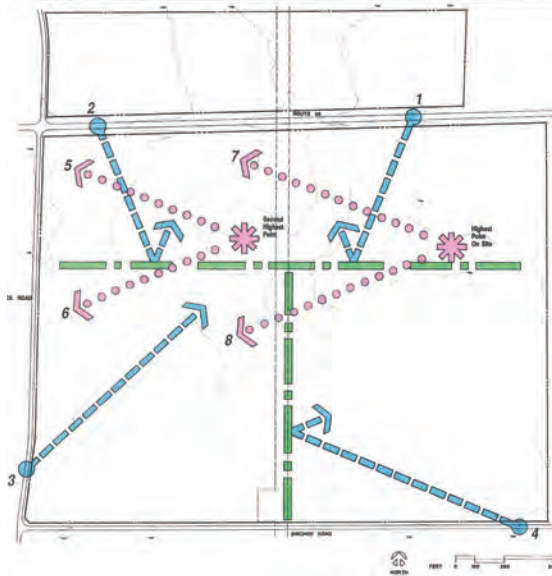
- Conservation of natural land forms
- Building visibility and access from major roadways
- Stormwater retention proximity
- Suitable soil conditions
- Utility service access
- Controlled environmental context due to County influence over future development on surrounding properties to the north and west



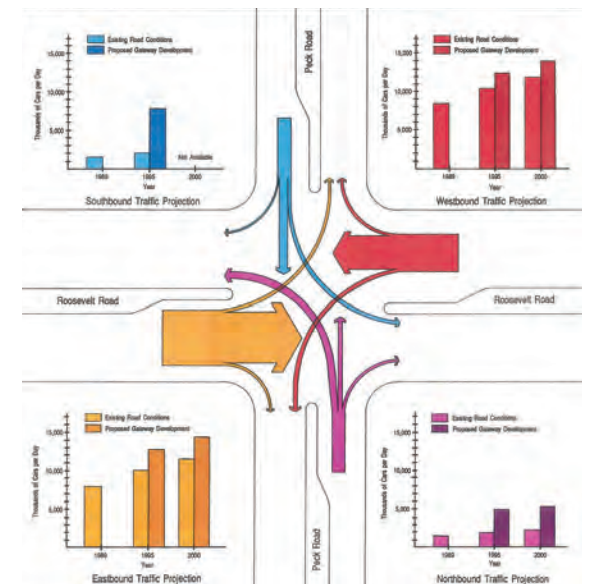
Site Drainage



Vegetation



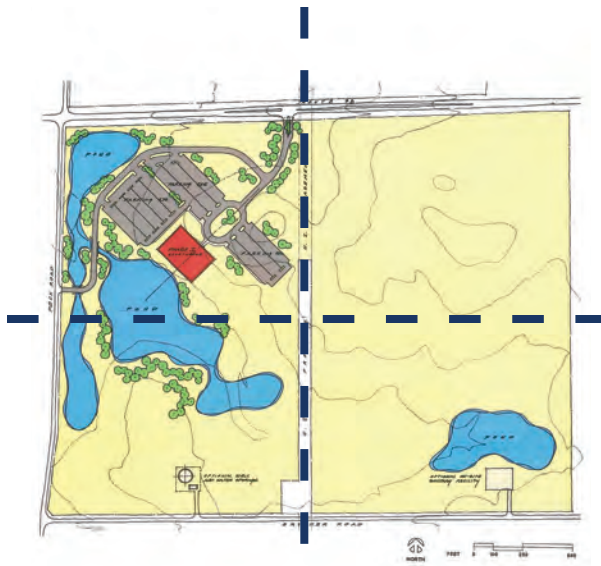
Views



Relative Traffic Flow



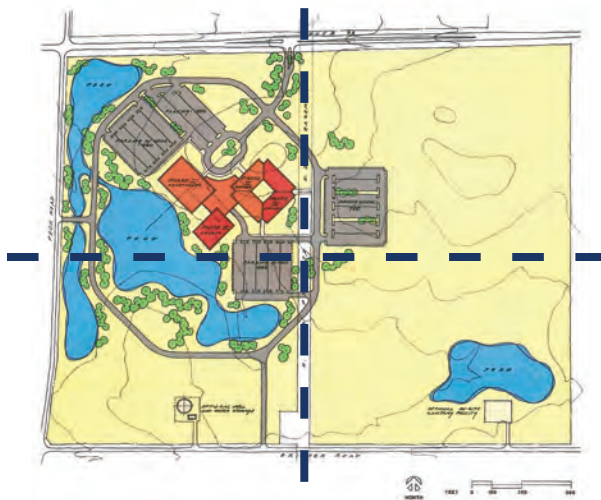
# Master Plan



Phase I



Phase II



Phase III



Ultimate Site Usage

## Three-phased Judicial Master Plan

The court complex was envisioned as a cluster of buildings congregating around an existing knoll feature on the land. This site selection allows for the optimal integration of traditional courthouse formality with the harmonizing influence of a public park setting.

In Phase I, a 135,000-sf courthouse housing felony, DUI, domestic, juvenile, and misdemeanor courts; along with offices for States Attorney, Public Defender, and Court Services, was planned for immediate design and construction, with occupancy in 1993.

Phase II development suggested construction of an attached office building making new accommodations for office functions such as Court Services, Public Defender, and Circuit Clerk, allowing for additional courtrooms to be built in the vacated space.

Phase III theoretically realizes an expansion of both court and office structures consistent with the judicial system growth figures documented in the facility program. At the completion of Phase III, the entire Judicial System will function in one complex.

The ultimate site usage plan established facility placeholders on the eastern half of the site to address needs anticipated well into the future.

*The Judicial Center's signature appearance balanced timeless tradition with regional interpretation and modern material palette, and set the style language for subsequent buildings on the campus. Both the Juvenile Justice Center and Adult Corrections facility display continuity with this visual language.*



Judicial Center

The new Kane County **Judicial Center** (JC) was planned and built as a modern and secure justice facility in 1993, and still functions safely today. Although originally sized to handle caseloads projected through the subsequent 15 years following its completion, this court facility is now overcrowded and in need of expansion to meet the demands of increased caseload and staffing levels.

The Phase I facility was designed to eventually expand all components of the criminal and family justice operation to accommodate needs into the foreseeable future.

1993

A pivotal concept of the original courthouse plan was the separation of circulation between public, judges, court staff, and prisoners to ensure safety for all participants in the justice system. These parallel worlds would only meet in the secure confines of the actual courtroom.

The programmatic elements of the initial facility originally included 14 courtrooms: one large ceremonial or large volume court, 8 juried criminal courtrooms, 4 non-jury family courts, and one juvenile hearing room.

Courtroom interior architecture and furnishings feature quality wood finishes in contrasting light maple and dark cherry tones as an expression of the dignity and timelessness of the law. A raised barrel vaulted ceiling shape with special lighting emphasizes the “litigation-well” as the theater where justice is discerned.

Other components of the judicial operation that pertain to the public experience with the court facility include security screening for all visitor arrivals and a jury assembly room at the entrance level. Downstairs at the lake level is a public cafeteria with special provision for sequestered jury dining. Public waiting spaces at courtroom entrances on all levels of the building provide seating

and expansive views to the outdoors. Public access to attorney-client conference rooms is also situated along these linear public-waiting spaces.

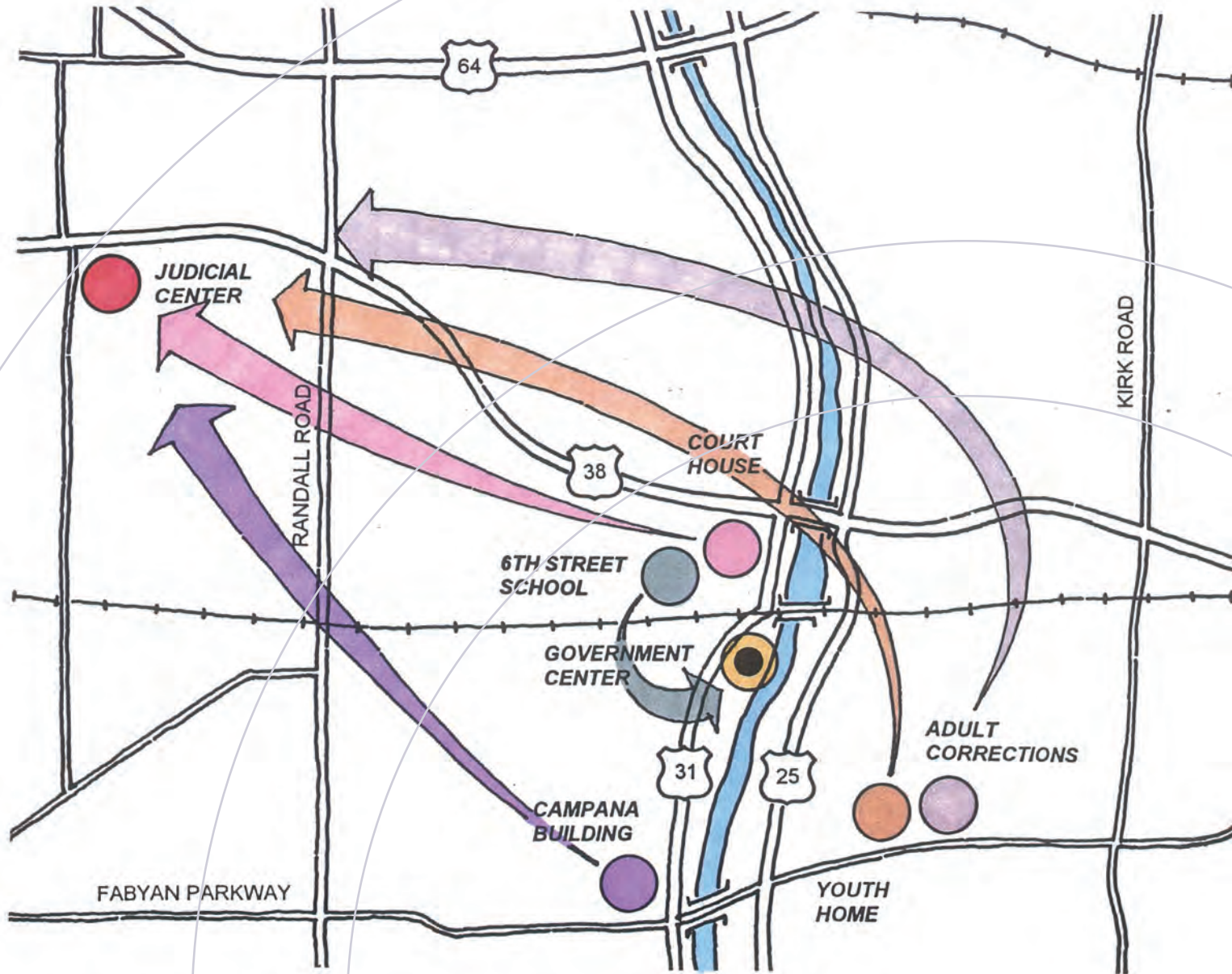
Court agency offices are located on multiple levels in the west wing of the Phase I court facility. The Court Services, or probation division, is situated at the entrance level opposite from the entrance to the Jury Assembly area. The Public Defender office suite is located on the second level adjacent to the Law Library. On the third floor are the States Attorney offices with direct access to the Grand Jury room. Court administration and office of the Chief Judge is also located on the third floor.

### **Exterior Architectural Expression**

The Phase I courthouse structure established an architectural vocabulary inspired by the Midwestern prairie-style. The elements of a low-slope hip roof with broad overhung eaves and a ribbon window at the upper level so indicative of the prairie-style are combined with vertical pilaster elements and a cast-stone rusticated base reminiscent of traditional, neo-classical courthouse expressions. Light-colored brick masonry with white cast-stone spandrels give the facility a modern look.







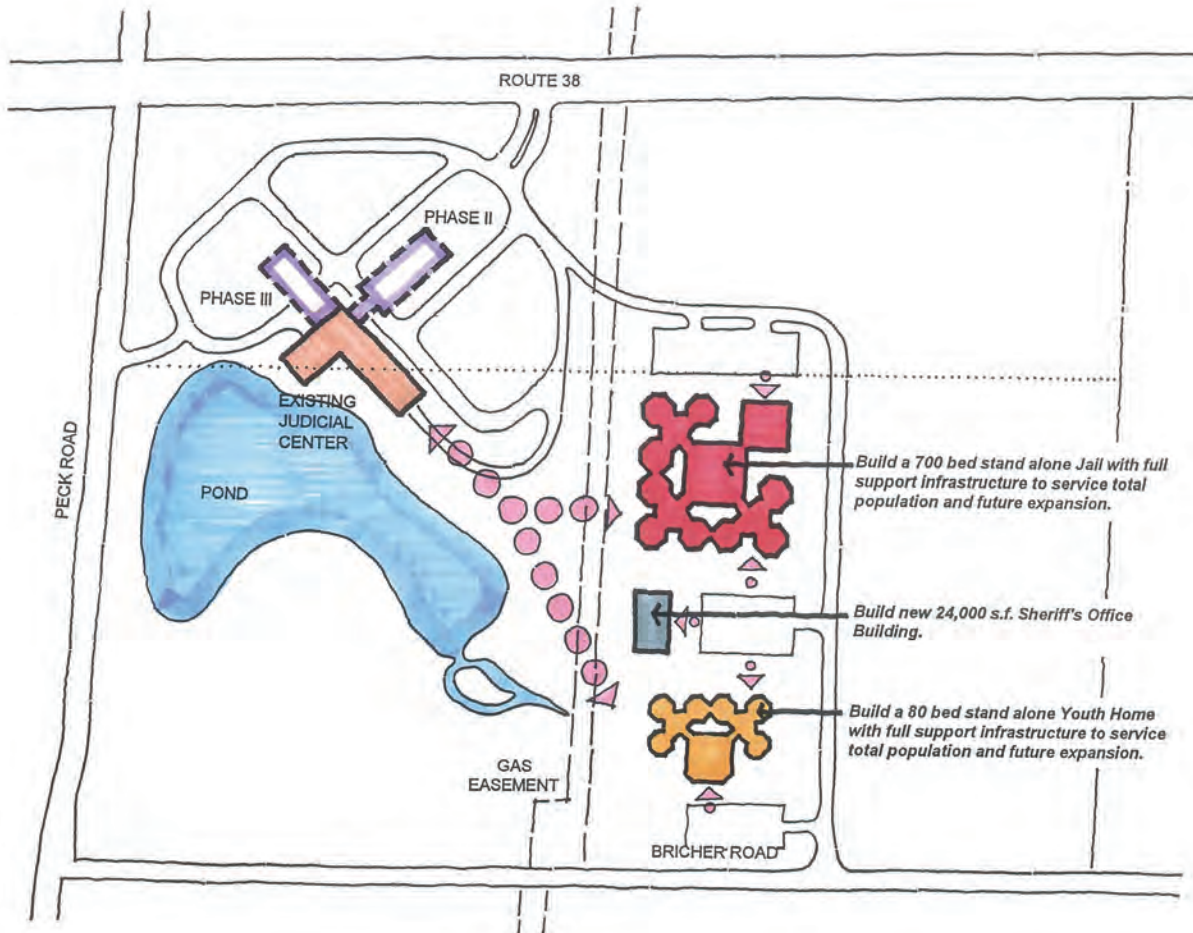
**Kit-of-Parts Master Plan**  
County Facilities Consolidation

The 1994 **Kit-of-Parts Master Plan** expanded the planning to address consolidation of both juvenile and adult corrections onto the new Judicial Center Campus along with the eventual incorporation of the Circuit Clerk and the Civil Division of the Courts. At that time, the Circuit Clerk was situated in the landmark Campana Building, while Civil Courts were still (and continue to be) housed in the historic Third Street Courthouse in downtown Geneva.

A grand plan examining new space to meet growing needs at the existing government campus, as well as the new judicial campus, was in review. The long-term vision to bring all County government and judicial services to the new campus was still held, but near-term necessities and financial realities required an incremental approach.

1994

# Corrections Campus



Kit-of-Parts: Scenario C

## Juvenile and Adult Corrections

Referred to as a “Kit-of-Parts,” the planning process for consolidation of Juvenile and Adult Corrections onto the Judicial Center Campus explored a variety of configurations.

The existing facilities for both youth and adults at the Fabian Parkway corrections campus were woefully inadequate in capacity, quality, and security. These aging facilities no longer served the County’s needs and were becoming operationally problematic. Daily transport of prisoners from the jail or youth home to the court facilities was staff-intensive, expensive, and unsafe.

The proper location for corrections was to be adjacent to the court facilities. A surface tunnel walkway linking the new jail to the existing courthouse would allow daily prisoner transport from the jail to the Sheriff’s holding area at the Lake Level of the Court building.

The Juvenile Justice Center, however, was conceived as a stand-alone facility containing both detention and juvenile court functions. This facility was sized to house up to 80 youth with one juvenile hearing room. The long-term plan calls for doubling the juvenile housing capacity to 160.



# Government Campus

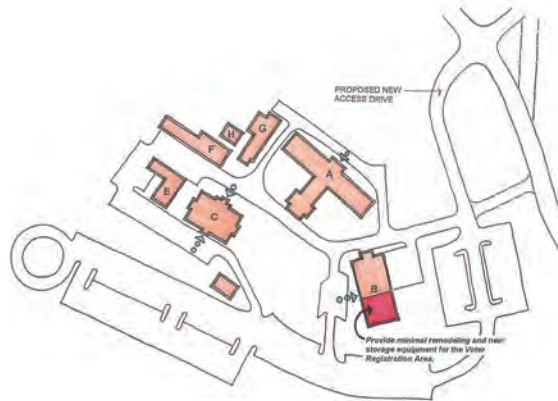
## Evaluation of Existing Facilities

Similar to the Kit-of-Parts exploration for locating facilities at the new Judicial Center Campus, the existing Government Center required an investigation of various solutions to critical needs for government services.

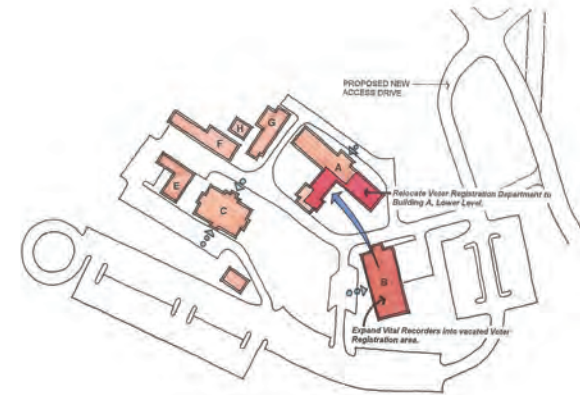
The government center today is housed in the vestige of an old theological seminary campus. The buildings have been repurposed from academic functions to government services functions. Vehicular circulation, parking, and pedestrian movement between structures continue to be some of the more challenging issues.

Expansion scenarios for extending the useful life of the existing buildings required to serve government functions were studied for structural feasibility and cost ramifications. The needs of the County Clerk were proven most pressing and resulted in a small addition.

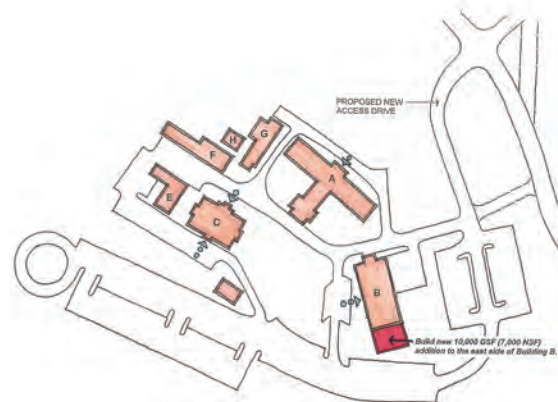
While the long-term vision continues to be future relocation of all government services to a new campus co-joined to the judicial complex, it was envisioned that it would be many years before that could come to fruition. The scenario options developed represent mid-term solutions to County government needs.



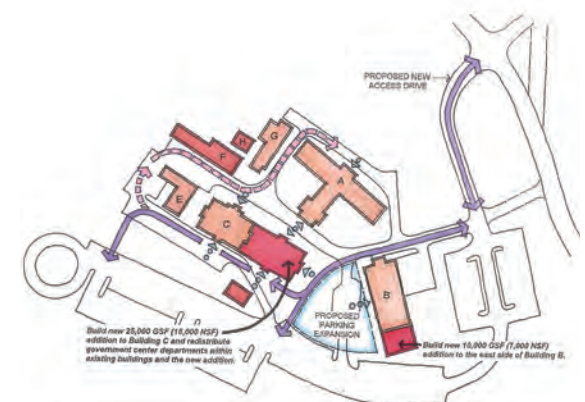
Kit-of-Parts: Scenario 1



Kit-of-Parts: Scenario 2



Kit-of-Parts: Scenario 3



Kit-of-Parts: Scenario 4



Juvenile  
Justice Center

Consistent with the County's planning vision to consolidate justice facilities at the Judicial Center site at Route 38 and Peck Road, the County completed the **Juvenile Justice Center (JJC)** in 1997. The facility was strategically placed at the northeast quadrant of the site and purposefully screened from view as one passes the site on Route 38 through the utilization of landscaped berms.

The JJC was built with 80 beds of juvenile detention that could effectively be expanded to 160 beds by adding the southern housing pod in the future. One juvenile courtroom was included on the second floor, and was designed to allow the addition of a second through interior build-out. The central core, infrastructure, and recreation spaces were all built with capacity to accommodate the future housing expansion.

1997

As County growth continued, challenges related to the old jail's inadequate housing capacity and poor physical condition reached a climax. In order to effectively address these issues, the **Adult Justice Center Planning (AJC)** was completed in 2005.

The planning study explored options to: 1) continue using the existing facility with housing of excess inmates in other counties; 2) remodel and add on to the existing facility; 3) build a new facility at the existing site; and 4) build a new facility at the Judicial Center site. Through an analysis of the 15-year total cost for each of the four options, a decision was reached to proceed with Option 4, and the design process for the new facility was launched.

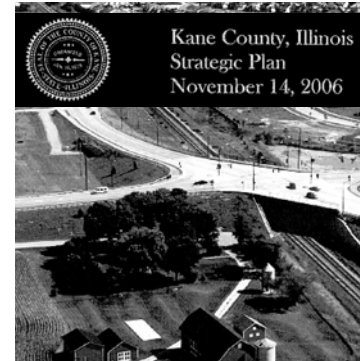
2005



**Adult Justice Center Planning**

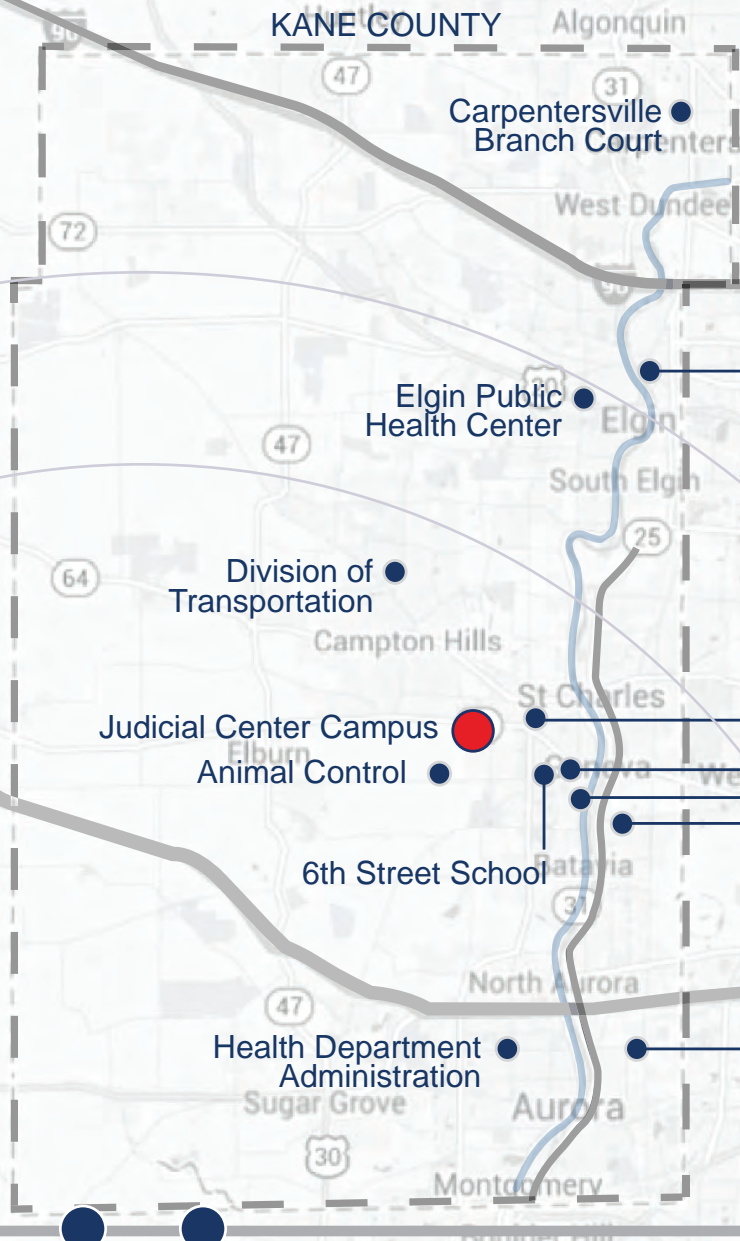
As planning for the AJC progressed, the County focused on a strong and vibrant future by developing the 2006 **Strategic Plan**. The study identified challenges with fragmented locations and service delivery. A goal was established to centralize facilities at the Judicial Center site, and build satellite facilities, when appropriate, in Elgin and Aurora areas to increase efficiency and service.

Another directive of the study was development of the 2007 **5-year Capital Plan** to coordinate all facility-related capital projects. All major new construction and maintenance was identified and budgeted. With the consolidation of functions at the Judicial Center site and the AJC planning nearing conclusion, the County established a goal to make the Old Jail on Fabyan Parkway and the Sixth Street School surplus properties.



# 2006-07

*In accordance with the Strategic Plan, the County continues toward the goal of centralizing facilities at the Judicial Center Campus with satellite facilities, when appropriate, in Elgin and Aurora areas to increase efficiency and service to those high populations areas of Kane County.*



Carpentersville  
Branch Court

Elgin Public  
Health Center

Division of  
Transportation

Judicial Center Campus  
Animal Control

6th Street School

Health Department  
Administration

Elgin Branch Court

Randall Road Branch Court  
& Circuit Court Clerk  
Third Street Courthouse  
Government Center  
Old Jail Site

Aurora Branch Court

**Strategic Plan and 5-year Capital Plan**  
County Facilities Locations and Services

What started as merely a plan in 2005, the **Adult Justice Center (AJC)** became a reality in 2008. The additional work of the 5-year Capital Plan paved the way for the build-out and completion of the Sheriff's office. At its completion, the 608-bed capacity of the AJC represented a significant increase over the capacity of the old jail, and unfinished shell space allowed for growth to meet future demands.

The placement of the AJC directly adjacent to the Judicial Center also allowed for direct linkage and easier transport of in-custody defendants to courtrooms. The newly consolidated jail and Sheriff's office facility also allowed for all functions, with the exception of the Diagnostic Center and Fleet Maintenance, to be removed from the old jail site, consistent with the County's goal to make the jail site a surplus property.

2008





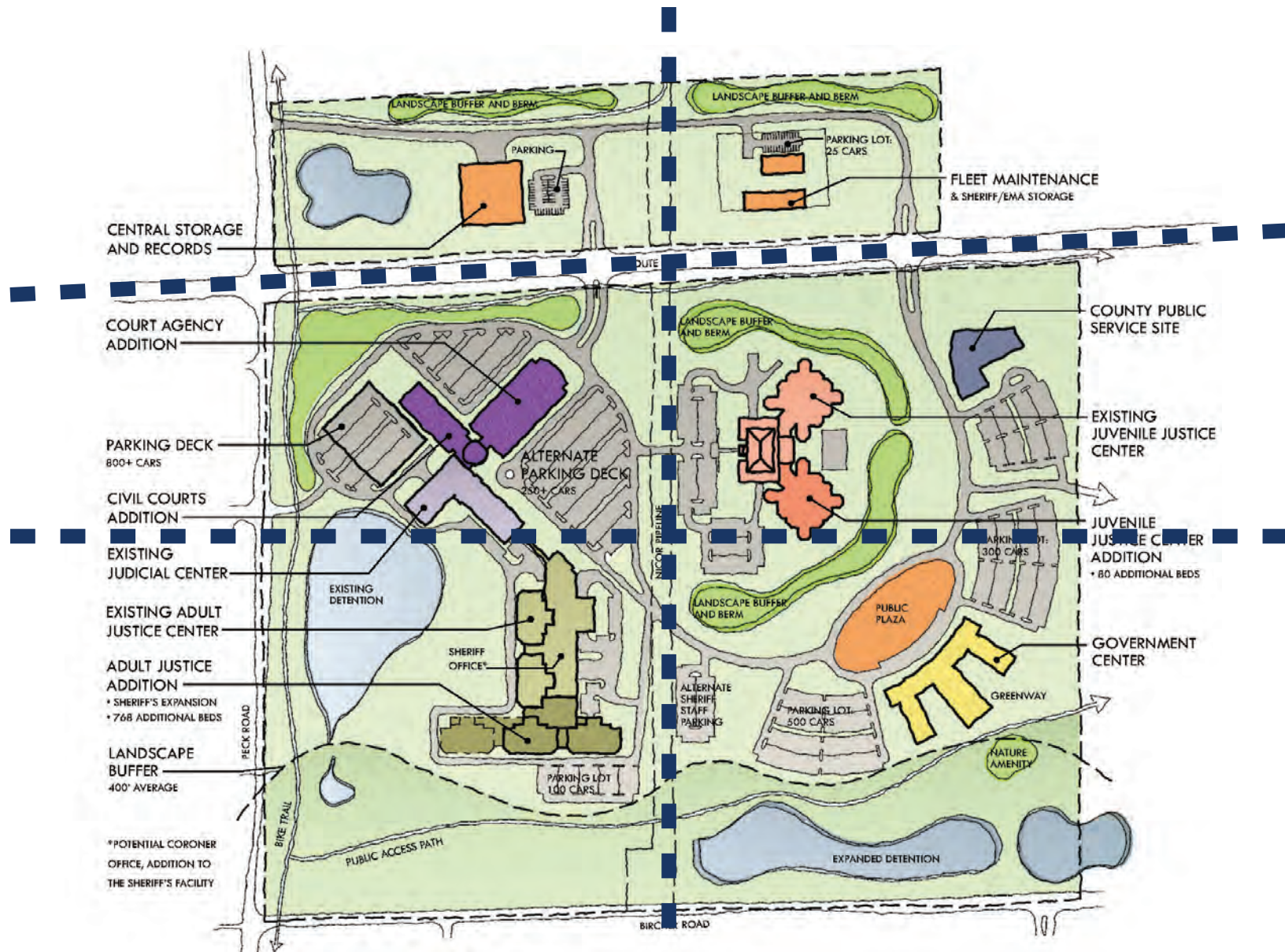
Adult Justice Center

By 2009 the Judicial Center campus contained the Criminal and Family Divisions of the 16<sup>th</sup> Judicial Circuit Court in the Judicial Center; the Juvenile Justice Center; and the Adult Justice Center, which also housed the Sheriff's Department. The Civil Division of the court system and County Government offices remained in downtown Geneva.

With the campus at various stages of implementation, it was the right time for Kane County to reflect on the progress and refine the master plan for the complete development of the parcel. In line with the 2006 Strategic Plan, it was the intent of the **Judicial Center Site Master Plan** to complete the consolidation vision for the campus by recommending the best layout configuration for all County justice, law enforcement, and government facilities that were ultimately to be located on this campus.

2009





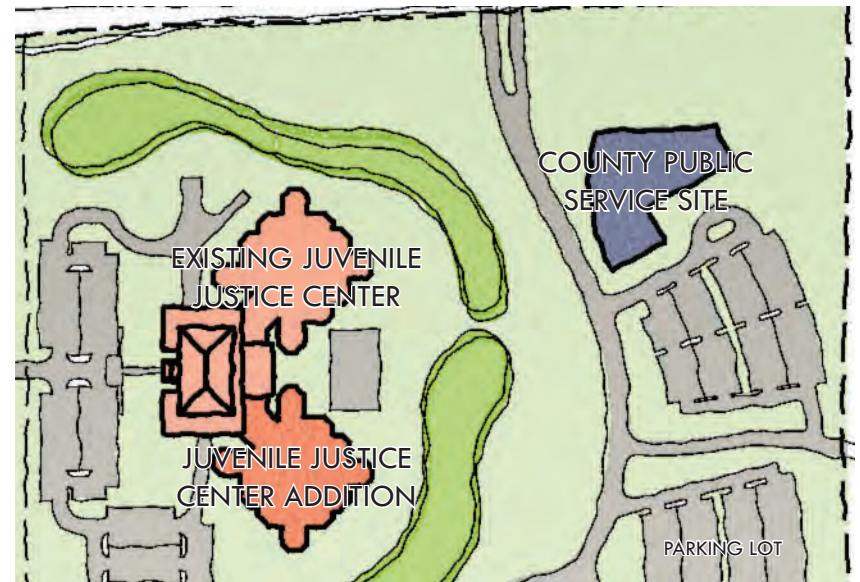
The master plan divided the site into four quadrants. Each serves a core county function: Judicial, Adult Justice, Juvenile Justice, and County Government. Additional Central Records and Fleet Maintenance operations are located on the parcel north of Route 38.

## Master Plan Quadrants



### Judicial Center Quadrant

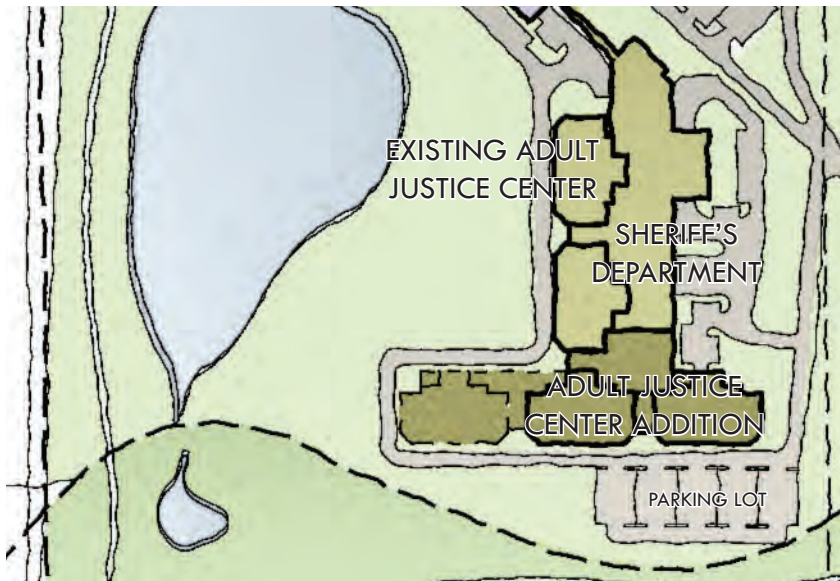
Proposed expansions to the existing Judicial Center included a Court Agency addition and Civil Courts addition. The Court Agency wing is a four-level addition comprised of the Circuit Clerk (ground and lower levels), Public Defender & Court Services (second level), and States Attorney (third level). Upon completion of the Court Agency addition, existing Court Agency spaces would be converted to new courtrooms. The Civil Courts wing is also a four-level addition containing all courtrooms, judges chambers, and associated functions of the Civil Courts Division currently located at the Third Street Courthouse. An 800-vehicle parking deck is proposed, with accommodation for secure judges' parking area in the lower level.



### Juvenile Justice Quadrant

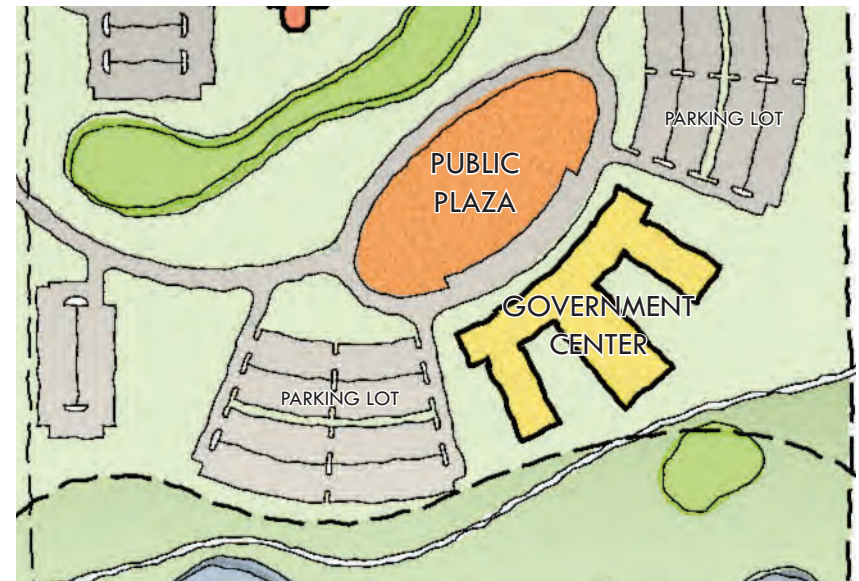
An 80-bed detention and education pod addition attached to the existing Juvenile Justice Center facility would double the current population to a total of 160. In accordance with the intent of the original design, this expansion would require no additional support spaces for services to the youth population. The increased capacity of the detention component will drive the need for an additional juvenile courtroom. The original building design provided space for this second courtroom to be built-out when the detention housing expansion occurred. Provision for this new courtroom will require the relocation of temporary satellite court agency office space to a new location.

The County also designated a development parcel as a placeholder for future public service functions.



### Adult Justice Quadrant

A 768-bed expansion to the Adult Justice Center was anticipated in the original design, an increase that would double the size. The construction of two new housing towers would be required to meet future inmate projections. In accordance with the intent of the original design, this expansion would require no additional support spaces that provide essential services to the inmates. The potential accommodation of a third housing tower would maximize the ultimate facility capacity to over 1,800 inmates. Such expansions will drive increased operational needs for the Sheriff's facility. Law enforcement administration and officer training spaces will be expanded to meet the needs of this larger jail population, and projected County growth.



### Government Center Quadrant

The construction of a new, single-building facility to provide all administrative components of County governance, with the exception of Health Services, will replace the facilities currently located on the downtown Geneva campus. Although some government services will continue to be best delivered in a limited number of off-site satellite locations, the majority of operations will be consolidated in this new center. The Administration Center is to be designed with convenient, "one-stop shop" customer service as the most important organizing principal. Provision for a public assembly space is suggested in front of the Administration Center to provide a venue for numerous outdoor and civic events throughout the year.



ADULT JUSTICE CENTER

JUDICIAL CENTER

JUVENILE JUSTICE CENTER

ROUTE 38

PECK ROAD

BRICHER ROAD

In the Spring of 2010, the County was faced with the challenge of accomodating three judges added to the 16<sup>th</sup> Judicial Circuit by passage of recent legislation. The addition would have an impact on courtroom facility needs and associated agency office space for the State's Attorney, Public Defender, and Circuit Clerk.

Working closely with the Justice Managers, six options to address both near-term and long-term needs were explored to determine solutions and set a clear direction for the future. The overarching goal of the **Judicial Options Feasibility Study** was to clearly understand what the facility needs were and how best to address them in a way that positions the County to continue to provide the highest quality of service to the citizens of Kane County, in the most financially responsible way.

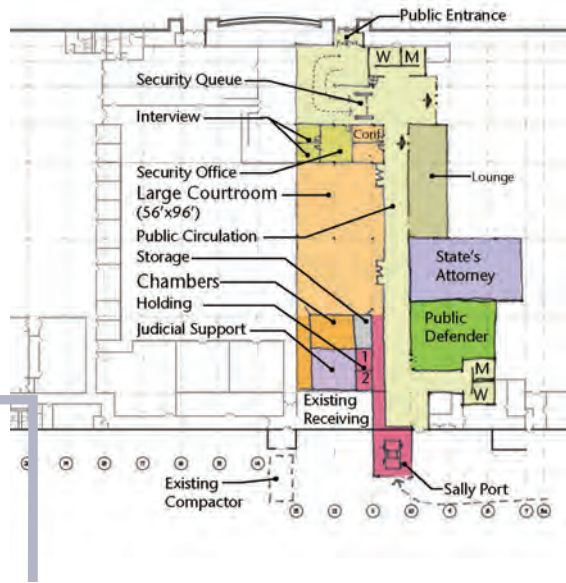
2010





**Judicial Options Feasibility Study**

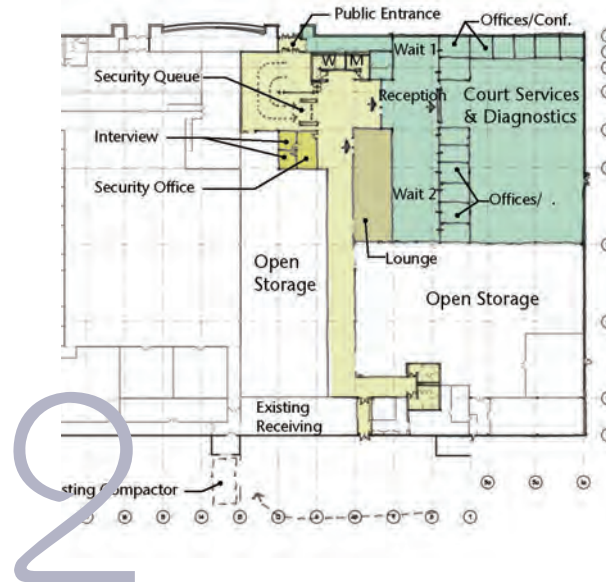
# Options Studied



## New Courtroom at Randall Facility

This option explored construction of a new, high volume Traffic Courtroom in unfinished space at the Randall Road building, adjacent to the Circuit Clerk space. The facility would have secure access for judges and support staff, a security queue for public visitors, and a small lock-up facility. The courtroom was also planned as a multi-purpose conference facility with appropriate technology and dividable space to fulfill other County needs.

**Status: Completed**



## Construct Agency Office Space at Randall Facility and Add Courtrooms at Judicial Center

This option would have relocated Court Services and the Diagnostic Center to the Randall Road facility. By moving Court Services out of the Judicial Center, the vacated space could be renovated for courtrooms. Additionally, the Diagnostic Center would be removed from the old jail site in preparation for a future divestment of the property.

**Status: Ruled Out**



## Construct Judicial Center Addition

This option involved proceeding forward with a long-term solution consistent with the County's Master Plan vision. When the Judicial Center was designed and built, it was planned to have two phases of additions that would accommodate growth in space needs. This option refined the master plan vision, and included new criminal courtrooms in the addition along with agency office expansion and added parking.

**Status: Deferred, Planning to Continue**



### **Modification of Third Street Courthouse to Accommodate New Judges – Potential New Space for Displaced Functions**

This option renovated the Third Street Courthouse to increase its utilization and included the relocation of the Abuse & Neglect court operation from Courtroom 005 in the Judicial Center to Courtroom 140 at Third Street. This provided an additional courtroom for use by a new Judge.

**Status: Completed**



### **Accommodate New Judges and Associated Staff Through Alternative Scheduling and Expanded Hours of Operation**

This administrative option explored alternative scheduling and expanded hours of operation as a means to address the needs of the judiciary as new judges are added to the Circuit. The refinement of court operations is ongoing.

**Status: Ongoing**



### **Construct Second Courtroom in Juvenile Justice Center**

This option considered an interior build-out of second floor space at the Juvenile Justice Center for a second criminal courtroom at the facility. This would allow the Abuse & Neglect court operation to move from the Judicial Center to the Juvenile Justice Center and free up a courtroom at the Judicial Center for use by a new Judge. This was determined to have lower value for the cost and was deferred for future consideration.

**Status: Deferred**

Having clarified the immediate justice needs and prioritized the solutions, the County took quick action through the implementation of the **Near-term Justice Projects** in 2011. Two projects were implemented to provide additional criminal courtroom space for the new judges to be assigned to the County: the Randall Road Branch Court & Conference Center, and the new Abuse & Neglect Courtroom at the Third Street Courthouse.

The other near-term solution options studied were decided to provide less value in addressing the immediate needs and were therefore ruled out or deferred for future consideration.

2011



**Near-term Justice Projects**  
Randall Road Branch Court & Conference Center

## Randall Road Branch Court & Conference Center

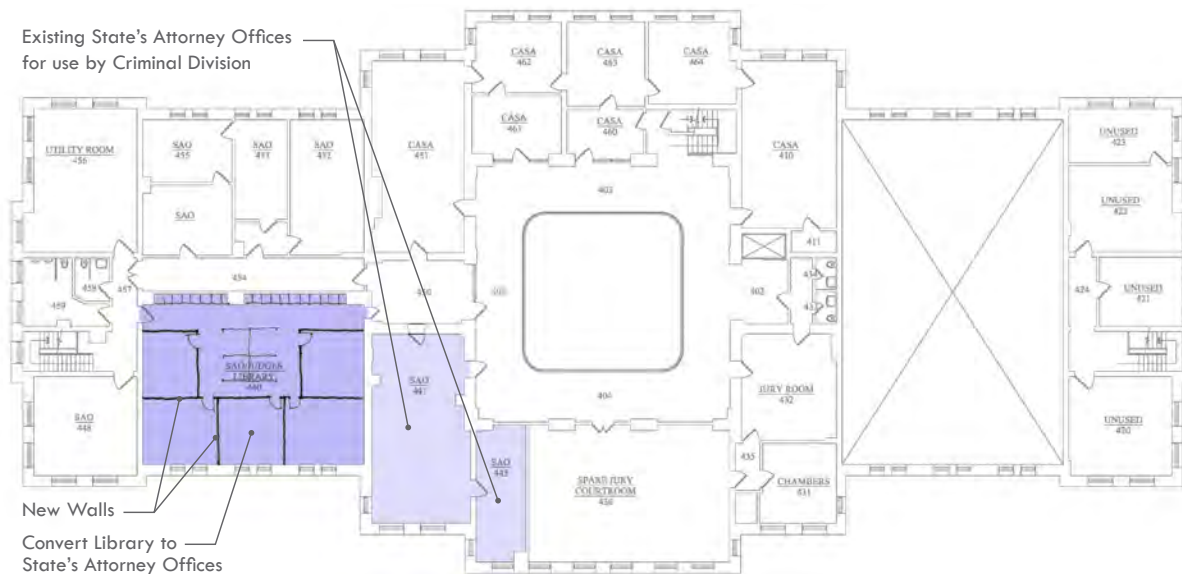


### **Dedicated Location for High Volume Traffic Court**

The Randall Road Branch Court and Conference Center build-out within the unfinished shell space of the former Montgomery Ward building acquired by the County at 540 Randall Road allowed an additional courtroom at the Judicial Center to be used for other criminal cases.

The completion of this project not only provided another criminal courtroom, but also reduced the traffic and parking burden of high volume traffic court calls at the Judicial Center site, provided enhanced security for the Circuit Clerk at Randall Road, and, through flexible planning, provided much needed conferencing and meeting space for all County offices.

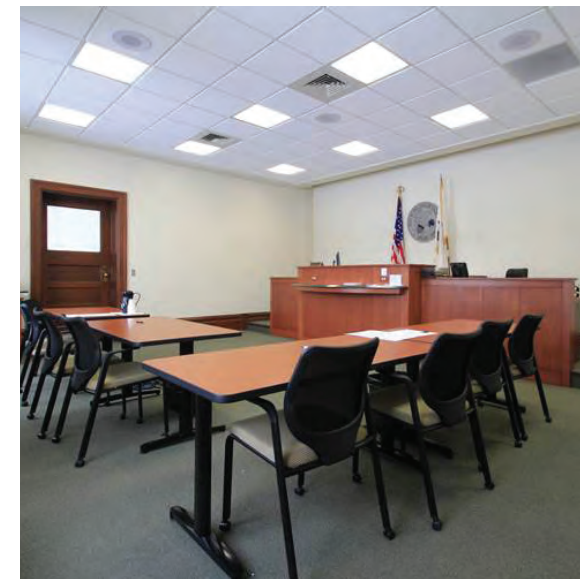
## Abuse & Neglect Courtroom at the Third Street Courthouse



### Renovation Increases Utilization and Available Courtrooms

The new Abuse & Neglect Courtroom at the Third Street Courthouse was developed by renovating a civil courtroom on the first floor and providing additional State's Attorney office space and other security enhancements. The relocation of the Abuse & Neglect court operation from Courtroom 005 in the Judicial Center to Courtroom 140 at Third Street provided one additional courtroom for use by a new judge.

With the movement of the criminal Abuse & Neglect Courtroom to Third Street, there was also a need to provide office space for the State's Attorney and Public Defender who support that court. An infrequently used shared law library was renovated to accommodate the additional office space for the State's Attorney civil division and the adjacent space converted to office and file space for the criminal division supporting the Abuse & Neglect Court. The Public Defender moved into office space in the annex building directly west of the Courthouse.



In addition to the strong emphasis on delivering the appropriate facilities to provide County services, the County has also maintained focus on the operations and support needed to execute innovative and high quality government services. With this attention came the understanding that the County's Judicial System was in need of a **Court Case Management System Upgrade**, being implemented in 2014.

After an extensive study of the issues, and opportunities, the County is poised to move forward with the implementation of a new integrated court case management system which will far more effectively meet the needs of the current justice system, and will position the County to continue to integrate the ever-evolving technology of the justice system.

2014



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**Court Case Management System Upgrade**

The County can take great pride in its long history of thoughtful planning and strategic implementation. However, in a growing area such as Kane County, the work is never done and the process of planning, implementing, and refining the plan is ongoing. The next chapter in the County's story is the **Judicial Center Expansion Planning** outlined in the County Master Plan and consistent with the leadership direction of 2010.

In order to maintain a strong level of preparedness, it is recommended that the County proceed with expansion planning of the Judicial Center to provide additional courtroom capacity and to address the already overcrowded conditions in the court agency offices. This also provides a further opportunity to enhance the operational efficiency and ease of public use through consolidation of the Circuit Clerk spaces into the expanded Judicial Center.

2015

*Implementation of the Judicial Center expansion is the natural continuation of Kane County's vision and steadfast investment in facility planning. By proactively addressing critical space needs, the County will remain in control of the future, and strategically positioned to make well-reasoned and fiscally responsible facility decisions.*



**Judicial Center  
Expansion Planning**  
Court Agency Wing Vision



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*Wight & Company is proud of our 25-year partnership with Kane County in the realization of a strong vision for the future. We are delighted to have served the community with great success on numerous planning and design projects including the Judicial Center, the Juvenile Justice Center, the Randall Road Branch Court & Conference Center, and multiple master plans updates.*