

# 03

## Growth Projections

### Introduction

The basis for determining the future spatial needs for the Baltimore City Circuit Court System starts with understanding the historical growth of the population and caseload. Population projections for any jurisdiction, city or county are crucial to planning infrastructure and services. The pace of population growth will affect the demands that will be placed on the government over the next 20 years, as citizens require increased schools, homes, policing, and other services such as courts. This data forms the foundation for projecting the future needs for judgeships and support personnel. It also allows AECOM to understand certain past trends and how they may factor into future needs. As a linear planning process, once the population and caseload forecasts have been projected, the future needs for judicial positions and staff lead to the development of future spatial needs.

### Demographic Background

Baltimore City is located in central Maryland and is the largest city in the state. This city has a very high population density reaching almost 7,900 persons per square mile. The state of Maryland averages 550 persons per square mile.

Over the past 15 years, Baltimore City's population has declined steadily at a rate that has slowed in recent years and almost remained flat. The population declined from 713,248 in 1994 to 641,950 in 2002 or approximately 10%. Since 2002, the population has only experienced a declining rate of 1%, attributed to people moving out of the city.

The recent 2010 U.S. Census showed a larger decline in population than was expected by the Maryland Department of Planning. The population in 2000 was estimated at 651,154. Data prepared by the Maryland Department of Planning, Planning Data Services (February 2009), indicated that population was projected to decline to 644,850, or a 1% decline from 2000. The 2010 census revealed that the decline was much larger, falling by 4.6% to 620,961. As the recommendations in this report correlate to a twenty year planning tool, AECOM believes that the difference between the projections and the census is insignificant in terms of long term planning for the court system.

AECOM reviewed historical and projected population counts from data from the Maryland Department of Planning, Planning Data Services that were last updated in February 2009, and from the Baltimore Metropolitan Council. The latter appeared to have higher projections with a more rapid and aggressive growth rate. The council's projections are primarily used in travel demand modeling and testing air quality conformity. Thus the population projections from the Planning Data

Services were used for this study's future planning estimates.

The Maryland Department of Planning expects that the city's population growth will change in coming years and increase 4.7% through 2020 and 6.4% through the year 2030 (from the base of 2008). The state's planners anticipate a more rapid pace of growth due to the city's focused approach on increased housing developments, making the city a better, safer and greener place to live and reducing the movement of population out of the city. This positive outlook has the aging population, who raised families in the suburbs, downsizing and moving back into the city. At the same time, the younger generation may be more inclined to move into the city as long as it is a safe place to live. This growth will see Baltimore City passing the 677,700 mark in the year 2030.

However population growth occurs, the city like many other large urban cities has experienced social and economic trends that impact the courts. Social trends, such as family formation, and socioeconomic status within a society can define the size and nature of the courts' client population. For example, Baltimore City has the highest percentage of the population living below the poverty line (reported at 20%) in Maryland. According to the US Census Bureau's most recent *American Community Survey* (2006-2008), 27% of families with a single female householder had incomes below the poverty line. The equivalent statistic for the state is 17%. The median household income in the city is approximately \$39,000, compared to the state's median of \$70,000.

Economic trends often directly impact the composition of caseloads. In Baltimore City, unemployment rates have been some of the highest in the state, and the impact of the economic downturn will continue to impact the courts. For example, the recent rise in unemployment rates has impacted the family division in the Circuit Court with an increase in custody cases (changes from one parent to another or from one family member to another). Foreclosures are already having an adverse effect on Civil caseloads.

Overall, population is useful as one indicator of growth. However, other not so obvious or readily quantifiable factors impact the demand for court services in cities with high density urban cores, where caseloads grow even when populations are stable or not growing.

The following sections provide a summary of the courts' caseloads and judicial position equivalents over the past fifteen years, and ten- and twenty-year projections.

## The Courts

The Maryland court system consists of two basic court types: appellate and trial courts. Trial courts include District and Circuit courts. The focus of this report is on the Circuit Court for Baltimore City. The Circuit Courts are the trial courts of general jurisdiction. Circuit Courts generally handle the state's major civil cases and more serious criminal matters, along with juvenile cases, family matters, such as divorce, and most appeals from the District Court, Orphans' courts and administrative agencies. The Circuit Courts also can hear, under certain circumstances, civil or criminal cases from the District Court, in which one of the parties has requested a jury trial. The jury trial prayed cases which have moved up from District Court to Circuit Court comprise a large percentage of the criminal caseload, particularly in the Baltimore City. (*Note:* These represent cases that started in District Court and the defendant requests a jury trial thereby removing the case to Circuit Court where it is heard.)

The Circuit Court for Baltimore City is considered a large jurisdiction by the State Administrative Office of the Courts (AOC) among all circuit courts. AOC also considers four counties to be large: Anne Arundel, Baltimore, Montgomery and Prince

George's. The Circuit Court for Baltimore City alone generates 20% of the state's total caseload. A review of each division also revealed that the city generates 20% of the state's civil caseload, 12% of the family caseload, 24% of the juvenile caseload, and a 28% of the state's total criminal caseload. The state's other large jurisdictions only generate between 8-11% of the total criminal caseload. As stated above, a large portion of the city's criminal caseload comes from the District Court. Almost 50% of the city's criminal caseload is appeals from District Court and jury trials prayed.

### Historic Case Filings and Dispositions

AECOM obtained background information regarding historical filings and dispositions from Maryland AOC's *Annual Reports of the Maryland Judiciary, 1994 – 2008*. The data, provided by case type was aggregated into 18 categories within the major case type (criminal, civil, family, and juvenile). The reason behind the consolidation into 18 mutually exclusive case types was to be able to later estimate the need for judicial officers using the state's weighted caseload methodology.

Over the past fifteen years, the Circuit Court's caseload has remained between 60,000 and 70,000 cases, peaking in 1999 at 69,976. In the last five years, the Circuit Court has seen a declining trend from 67,291 recorded in 2004 to 61,420 in 2008. The overall 15-year trend has seen a slight decline in filings of 4.4%. However, juvenile total reported case filings for 1994 is 34% higher than the number of cases reported the following year. If 1994 were excluded from the overall trend, the total Circuit Court caseload of the past 14 years grew annually at an overall rate of 0.3%.

A review of major categories of cases reveals that criminal cases (which in 2008 comprised approximately 40% of the total caseload) increased steadily through 2004, peaking at 27,189 filings and then decreasing to 23,321 in 2008. Overall, criminal filings experienced a 0.6% change between 1994 and 2008. Civil case filings experienced an overall growth of 9.1% in the 15 years between 1994 and 2008 and family case filings increased over 25%. However, juvenile case filings, which in 1994 represented over 26% of total filings, decreased almost 41% over the 15-year period from 16,593 to 9,839.

Table 3-1 summarizes case filings for fiscal years 1994 through 2008. The rate of cases filed per 1,000 (general population) increased over the years from 90.1 in 1994 to 107.2 in 2001. Since then, the rate has decreased slightly and was estimated at 96.4 cases per 1,000 (general population) in fiscal year 2008. Over the 15-year time period, this measure shows a growth rate of 7%. Even though the city's population declined, the number of cases filed for every 1,000 residents increased in the Circuit Court over time.

Circuit Court Case Filings	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	% Change
<b>Total</b>	<b>64,278</b>	<b>59,476</b>	<b>59,942</b>	<b>61,145</b>	<b>64,648</b>	<b>69,976</b>	<b>69,377</b>	<b>69,194</b>	<b>68,457</b>	<b>62,671</b>	<b>67,291</b>	<b>64,926</b>	<b>63,543</b>	<b>61,368</b>	<b>61,420</b>	<b>-4.4%</b>
<b>Criminal</b>	<b>23,174</b>	<b>22,290</b>	<b>21,736</b>	<b>22,785</b>	<b>24,733</b>	<b>24,464</b>	<b>25,710</b>	<b>26,847</b>	<b>25,378</b>	<b>24,936</b>	<b>27,189</b>	<b>25,790</b>	<b>24,599</b>	<b>21,760</b>	<b>23,321</b>	<b>0.6%</b>
<b>Civil</b>	<b>15,301</b>	<b>15,179</b>	<b>14,860</b>	<b>15,628</b>	<b>16,979</b>	<b>19,407</b>	<b>20,549</b>	<b>18,277</b>	<b>19,432</b>	<b>17,720</b>	<b>17,977</b>	<b>17,952</b>	<b>17,471</b>	<b>18,091</b>	<b>16,693</b>	<b>9.1%</b>
<b>Family</b>	<b>9,210</b>	<b>9,609</b>	<b>13,086</b>	<b>11,249</b>	<b>11,140</b>	<b>13,335</b>	<b>10,845</b>	<b>12,866</b>	<b>12,757</b>	<b>11,027</b>	<b>11,923</b>	<b>11,384</b>	<b>11,757</b>	<b>11,027</b>	<b>11,567</b>	<b>25.6%</b>
<b>Juvenile</b>	<b>16,593</b>	<b>12,398</b>	<b>10,260</b>	<b>11,483</b>	<b>11,796</b>	<b>12,770</b>	<b>12,273</b>	<b>11,204</b>	<b>10,890</b>	<b>8,988</b>	<b>10,202</b>	<b>9,800</b>	<b>9,716</b>	<b>10,490</b>	<b>9,839</b>	<b>-40.7%</b>
# Change Rate	---	-4,802	466	1,203	3,503	5,328	-599	-183	-737	-5,786	4,620	-2,365	-1,383	-2,175	52	-204
% Change Rate	---	-7.5%	0.8%	2.0%	5.7%	8.2%	-0.9%	-0.3%	-1.1%	-8.5%	7.4%	-3.5%	-2.1%	-3.4%	0.1%	-0.2%
<b>Total /1,000 Pop.</b>	<b>90.1</b>	<b>84.8</b>	<b>87.1</b>	<b>90.3</b>	<b>96.9</b>	<b>106.4</b>	<b>106.5</b>	<b>107.2</b>	<b>106.6</b>	<b>97.6</b>	<b>105.0</b>	<b>101.4</b>	<b>99.1</b>	<b>95.9</b>	<b>96.4</b>	<b>7.0%</b>

Table 3-1 – Filings (Original and Reopened Cases)

Table 3-2 provides a summary of historical case terminations by category for the Circuit Court for Baltimore City. The total number of terminations for the same categories of cases was also recorded from 1994 through 2008.

Overall terminations increased by more than 20% in the 15-year period, a positive result for the circuit court. A court is expected to process and close all cases filed that same year. Even with variations from year to year, the overall positive upward trend shows a continued dedication to clearing the cases that are filed every year. This statistic is often used when compared as a ratio to the actual number of cases filed (disposition rates) shown later in this chapter.

Circuit Court Case Dispositions	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	% Change
<b>Total</b>	<b>50,885</b>	<b>36,961</b>	<b>35,886</b>	<b>35,762</b>	<b>40,297</b>	<b>56,508</b>	<b>64,179</b>	<b>61,193</b>	<b>59,432</b>	<b>55,342</b>	<b>57,475</b>	<b>69,544</b>	<b>60,631</b>	<b>57,622</b>	<b>61,306</b>	<b>20.5%</b>
<b>Criminal</b>	<b>22,161</b>	<b>20,061</b>	<b>21,085</b>	<b>20,689</b>	<b>22,885</b>	<b>25,089</b>	<b>24,536</b>	<b>24,782</b>	<b>23,417</b>	<b>24,156</b>	<b>24,975</b>	<b>29,042</b>	<b>24,810</b>	<b>22,761</b>	<b>23,675</b>	<b>6.8%</b>
<b>Civil</b>	<b>7,393</b>	<b>3,575</b>	<b>3,057</b>	<b>2,991</b>	<b>3,096</b>	<b>13,778</b>	<b>19,938</b>	<b>17,583</b>	<b>15,855</b>	<b>14,602</b>	<b>13,768</b>	<b>17,198</b>	<b>16,021</b>	<b>16,462</b>	<b>16,689</b>	<b>125.7%</b>
<b>Family</b>	<b>6,681</b>	<b>5,263</b>	<b>6,288</b>	<b>6,062</b>	<b>7,529</b>	<b>10,981</b>	<b>12,739</b>	<b>12,080</b>	<b>11,393</b>	<b>10,517</b>	<b>10,830</b>	<b>15,253</b>	<b>10,660</b>	<b>8,467</b>	<b>11,378</b>	<b>70.3%</b>
<b>Juvenile</b>	<b>14,650</b>	<b>8,062</b>	<b>5,456</b>	<b>6,020</b>	<b>6,787</b>	<b>6,660</b>	<b>6,966</b>	<b>6,748</b>	<b>8,767</b>	<b>6,067</b>	<b>7,902</b>	<b>8,051</b>	<b>9,140</b>	<b>9,932</b>	<b>9,564</b>	<b>-34.7%</b>
# Change Rate	---	-13.924	-1.075	-124	4,535	16,211	7,671	-2,986	-1,761	-4,090	2,133	12,069	-8,913	-3,009	3,684	744
% Change Rate	---	-27.4%	-2.9%	-0.3%	12.7%	40.2%	13.6%	-4.7%	-2.9%	-6.9%	3.9%	21.0%	-12.8%	-5.0%	6.4%	2.5%
<b>Total /1,000 Pop.</b>	<b>71.3</b>	<b>52.7</b>	<b>52.1</b>	<b>52.8</b>	<b>60.4</b>	<b>86.0</b>	<b>98.6</b>	<b>94.8</b>	<b>92.6</b>	<b>86.2</b>	<b>89.7</b>	<b>108.7</b>	<b>94.6</b>	<b>90.0</b>	<b>96.3</b>	<b>34.9%</b>

Table 3-2 – Terminations (Original and Reopened Cases)

The courts experienced the largest increase in the civil division, with cases terminations increasing from 7,393 in 1994 to 16,689 in 2008. The volume of terminations for cases in the family division increased by 70% over the 15-year period. Criminal case terminations experienced a 7% increase over the same period. Only juvenile terminations experienced a declining trend of almost 35%. The ratio of case terminations to case filings (also referred to as disposition rate) is an indicator of the degree to which the courts are keeping up with caseloads. Generally, when the ratio of case terminations to filings is at 100%, the court is clearing all cases filed. A rate above 100% indicates that the court is reducing a case backlog. However, if the clearing rate is less than 100% for a continued period, a case backlog begins.

As illustrated in Table 3-3, the Circuit Division's clearing rates have been below 90% through 2005 (with the exception of 2000 when the clearing rate was estimated at 92%) when the disposition rates increased to 106% followed by three consecutive years clearing close to 100%. The State of Maryland has in recent years been focused on performance and managing results in terms of expedition and timeliness of cases. The state has time standards that every court strives to meet. However, many cases in the circuit courts do not meet those standards<sup>1</sup>. The Circuit Court of Baltimore City has a large backlog that has accumulated over many years. The Circuit Court for Baltimore City, by recalling retired judges, has been able to at the very least maintain and clear current cases. As shown later in the chapter, recalling retired judges has been the norm in recent years.

Over the past four years, the criminal division has maintained a clearing rate over 100%. The civil, family and juvenile divisions have had clearing rates ranging between 77% and 134% between 2005 and 2008.

Disposition Rates	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Avg.
<b>Civil</b>	48%	24%	21%	19%	18%	71%	97%	96%	82%	82%	77%	96%	92%	91%	100%	67.5%
<b>Family</b>	73%	55%	48%	54%	68%	82%	117%	94%	89%	95%	91%	134%	91%	77%	98%	84.4%
<b>Juvenile</b>	88%	65%	53%	52%	58%	52%	57%	60%	81%	68%	77%	82%	94%	95%	97%	71.9%
<b>Criminal</b>	96%	90%	97%	91%	93%	103%	95%	92%	92%	97%	92%	113%	101%	105%	102%	97.1%
<b>DISPOSITION RATE</b>	<b>76%</b>	<b>58%</b>	<b>55%</b>	<b>54%</b>	<b>59%</b>	<b>77%</b>	<b>92%</b>	<b>86%</b>	<b>86%</b>	<b>86%</b>	<b>84%</b>	<b>106%</b>	<b>94%</b>	<b>92%</b>	<b>99%</b>	<b>80.2%</b>

Table 3-3 – Clearing Rates by Category

1 Analysis of the FY 2011 Maryland Executive Budget, 2010; Exhibit 3 – Maryland Circuit Court Average Case Processing Time for Cases Within and Beyond Time Standard, Fiscal 2008,

## Caseload Projections Update

Upon completion of a review of the historical data, AECOM developed a set of caseload projections to the year 2030 using a variety of models. Projections models used include trends analysis of the cases and population-based models. The assumptions include:

- Relationships between caseload and projected population will have predictive value in projecting future judicial trends;
- The various court filings, as the most consistent quantitative measure of court activity available, are a highly predictive variable for anticipating future growth in the courts;
- Projections are based primarily on three types of models, including historical trends uncompounded into the future, ratios to population, and quantitative relationship models such as linear regression, autoregressive integrated moving average (ARIMA), and/or exponential smoothing.

The following is a brief explanation of the models used to project future caseload for each of the circuit divisions.

- *Model 1. Historical Trend - % Change.* Examines growth in the system in terms of percentage change. Determines the percentage change in filings over the historical period and projects the same percentage into the future. Generally, establishes the upper parameter of all projections.
- *Model 2. Historical Trend – # Change.* Follows the same principle as Model 1 except it uses the actual number growth or decline. Generally establishes the lower parameter for all projection models.
- *Model 3. Mean Deviation –* Estimates the mean deviation between the average and the highest recorded filings. By definition, the mean deviation is the average of the absolute values of the differences between individual numbers and their mean, and in this case between the highest number of filings and the average. The mean deviation is then applied to the base filings to estimate future filings.
- *Model 4. Ratio to Population - % Change.* Examines the relationship of filings to population for each year in the time series, and determines the rate of change. As in Model 1, this percentage rate is applied to the base year and projects the same percentage into the future. The projected ratios of filings to population are applied to future population figures to generate projected filings.
- *Model 5. Ratio to Population – # Change.* Follows the same principle as Model 4 to project future ratios of filings to population. The rate of change used is based on the number difference. Uses population projections applied to the projected ratios to estimate future filings.
- *Model 6. Mean Deviation – Ratio to Population.* Estimates the mean deviation between the average and the highest recorded ratio of filings to population. Projects future ratios of filings to population by applying the calculated mean deviation to the base year. Uses population projections applied to the projected ratios to estimate future filings.
- *Model 7. Linear Regression – Ratio to Population.* Examines the relationship between time and the ratio of filings to population. A least squares analysis squares the values of the ratio, plots the values on an x/y graph, and draws a line through the point that minimizes the sum of the distances to the line. An equation can be determined that produces the slope and intercept of the line. The slope and intercept values are then used to project future ratios of filings to population. Applying the ratio to future population estimates results in the projected caseload.
- *Model 8. Includes a Box-Jenkins time series model (either an ARIMA or an exponential smoothing model).*
- *Model 9. Simple Moving Average (Time Series).* Forecast is based on arithmetic average of a given number of past data points. The moving average forecast is based on the assumption of a constant model. The model estimates the single parameter of the model at time T as average of the last m observations, where m is the moving average interval.

For each case type, AECOM reviewed the outcome of each model and selected the model most appropriate to reflect future growth. The results were reviewed with each of the Judges-in-Charge of the Civil, Family, Juvenile, and Criminal divisions. The final recommendations for the caseload forecasts were presented to the Ad-

ministrative Judge for general agreement and consensus moving forward. Again, a quantitative model is only a piece of information in evaluating the need for judicial resources.

Please refer to the tables in the appendix for detailed historical data and projection results for each type of case by model. Each case type is documented in one table representing the historical analysis, the filings projections and one figure graphically depicting the change over time.

#### Projected Case Filings by Category

Table 3-4 provides a summary of the results for the court's major divisions. Figures 3-1 to 3-4 graphically depict the results.

Type of Case	2008	2010	2015	2020	2030	Total % Chg	Annual % Chg
Criminal	23,321	23,467	24,305	25,036	26,469	13%	0.6%
Civil	16,693	16,742	16,852	16,949	17,133	3%	0.1%
Family	11,567	11,734	12,150	12,567	13,401	16%	0.7%
Juvenile	9,839	9,806	10,056	10,306	10,805	10%	0.4%
<b>Total Filings</b>	<b>61,420</b>	<b>61,750</b>	<b>63,363</b>	<b>64,858</b>	<b>67,807</b>	<b>10%</b>	<b>0.5%</b>
<b>Yearly Filing Increase Rate</b>		<b>165</b>	<b>323</b>	<b>299</b>	<b>295</b>	<b>270</b>	
<b>Circuit Filings/1,000 Pop.</b>		<b>96</b>	<b>96</b>	<b>97</b>	<b>101</b>	<b>98</b>	

Table 3-4 – Projected Case Filings by Category

*Note: Totals may differ due to rounding.*

The Circuit Court for Baltimore City could be expected to grow from 61,420 to 67,808 case filings in 22 years, a 10% growth or 0.5% annual rate of growth. The fastest growing caseload includes family cases projected to increase by 16% or 0.7% annually. Criminal cases are projected to grow 13% through 2030 or at the rate of 0.6% per year. Although juvenile filings had a declining trend over the past 15 years, delinquency filings show growth while other case types handled by the juvenile division remain stable. Civil cases are to remain almost stable with a projected growth rate of 0.1% per annum.

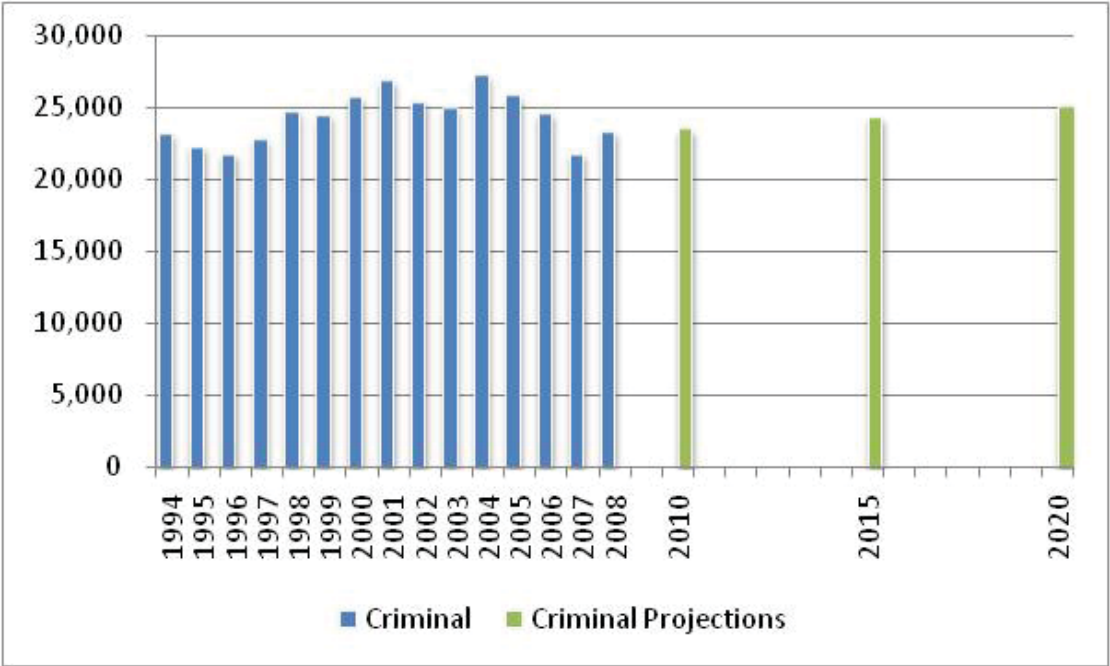


Figure 3-1 – Historical and Projected Criminal Case Filings

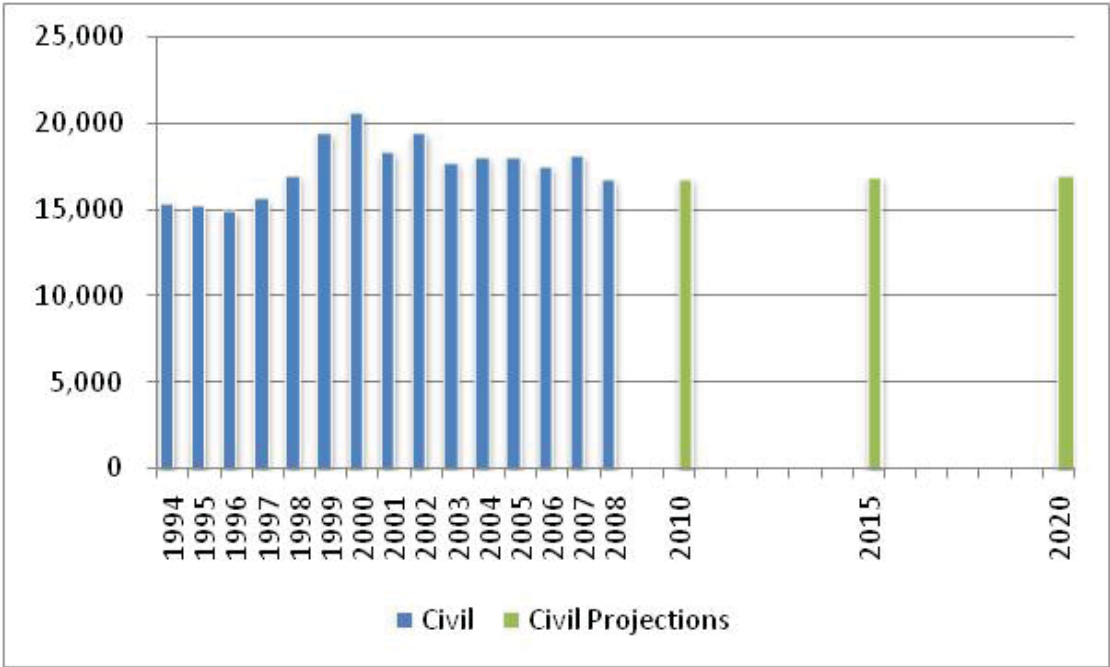


Figure3-2 – Historical and Projected Civil Case Filings



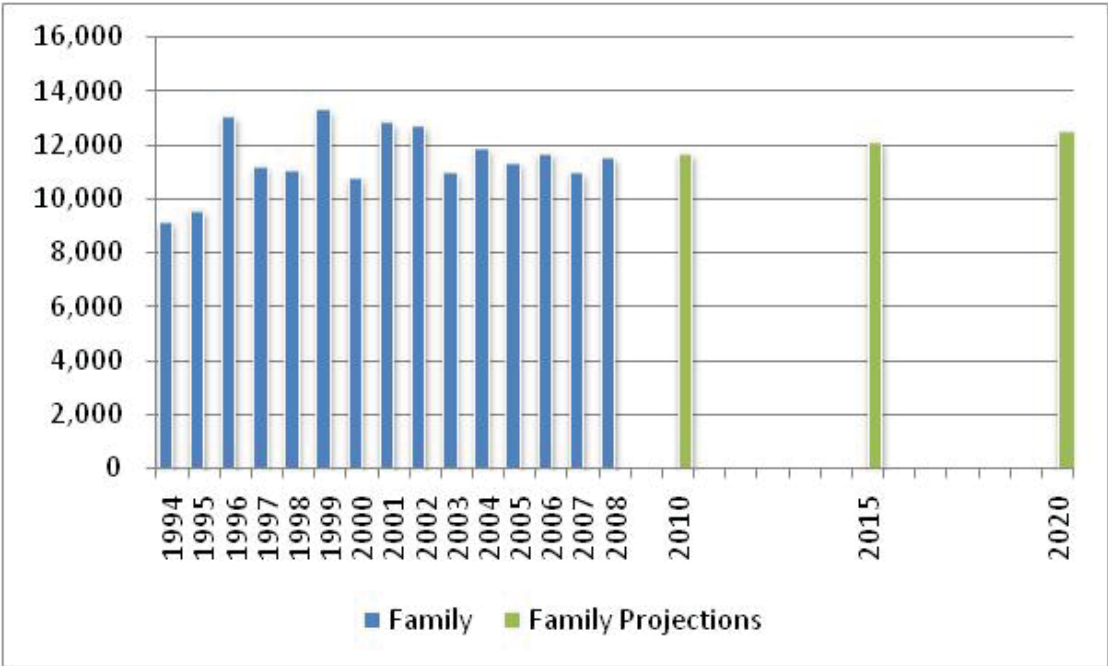


Figure 3-3 – Historical and Projected Family Case Filings

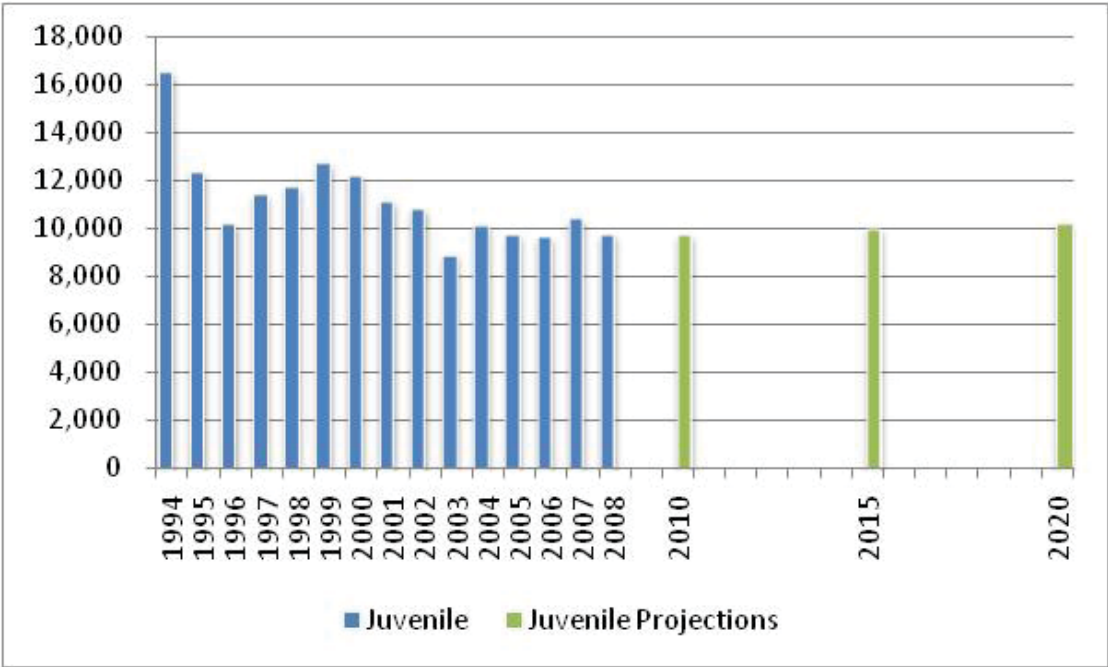


Figure 3-4 – Historical and Projected Juvenile Case Filings



**Equivalent (JPEs)**

In 1997 the Circuit Court for Baltimore City operated with 30 judges and 12 masters. In Maryland Circuit Courts, Masters hear some types of civil, domestic and juvenile matters and make recommendations to the judge. In addition, the court used the services of retired judges to clear cases as needed (estimated at 1.7 judicial positions equivalent). The total judicial position equivalent was estimated at 44.

By 2008, the court had two additional judges and four additional masters. In the *Analysis of the FY 2010 Maryland Executive Budget, 2009*, the Judiciary's Operating Budget Analysis explains that, "The ability to create new judgeships is limited by the availability of physical space, particularly in the circuit courts which are locally responsible for buildings and construction." The judiciary estimated the FY 2010 judgeship need to be one of the greatest in the Circuit Court for Baltimore City with a total of 4. Lack of available resources, however, has made the Circuit Court turn to retired judges to supplement the work of full-time judges.

Data obtained from the Maryland AOC revealed that the state supplemented the court with an additional 1,192 retired judge days in FY 2008. In Maryland, retired judges are able to return to the bench to help alleviate the workload. They are paid by the number of days they work. Those 1,192 days were served by 19 judges. (Note: Maryland Code, Courts and Judicial Proceedings Article § 1-302 sets forth the requirements and conditions for retired judges coming back to the bench.)

Circuit Court Judicial Officers	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	% Change
<b>Total</b>	<b>43.7</b>	<b>43.9</b>	<b>45.1</b>	<b>45.3</b>	<b>45.5</b>	<b>44.7</b>	<b>44.9</b>	<b>45.1</b>	<b>45.3</b>	<b>48.6</b>	<b>49.1</b>	<b>52.6</b>	<b>20.3%</b>
<b>Total Judges</b>	<b>30.0</b>	<b>30.0</b>	<b>30.0</b>	<b>30.0</b>	<b>30.0</b>	<b>29.0</b>	<b>29.0</b>	<b>29.0</b>	<b>29.0</b>	<b>32.0</b>	<b>32.0</b>	<b>32.0</b>	<b>6.7%</b>
<b>Total Masters</b>	<b>12.0</b>	<b>12.0</b>	<b>13.0</b>	<b>13.0</b>	<b>13.0</b>	<b>13.0</b>	<b>13.0</b>	<b>13.0</b>	<b>13.0</b>	<b>13.0</b>	<b>15.0</b>	<b>16.0</b>	<b>33.3%</b>
<b>Total Other JPE</b>	<b>1.7</b>	<b>1.9</b>	<b>2.1</b>	<b>2.3</b>	<b>2.5</b>	<b>2.7</b>	<b>2.9</b>	<b>3.1</b>	<b>3.3</b>	<b>3.6</b>	<b>2.1</b>	<b>4.6</b>	<b>168.5%</b>
<b>Administrative Judge</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	
<b>Criminal</b>	<b>13.8</b>	<b>13.8</b>	<b>13.9</b>	<b>14.0</b>	<b>15.1</b>	<b>14.2</b>	<b>14.3</b>	<b>14.4</b>	<b>14.5</b>	<b>16.6</b>	<b>15.9</b>	<b>17.0</b>	<b>23.8%</b>
Judges	13.0	13.0	13.0	13.0	14.0	13.0	13.0	13.0	13.0	15.0	15.0	15.0	15.4%
Masters	-	-	-	-	-	-	-	-	-	-	-	-	na
Other JPE	0.8	0.8	0.9	1.0	1.1	1.2	1.3	1.4	1.5	1.6	0.9	2.0	168.5%
<b>Civil</b>	<b>11.4</b>	<b>11.4</b>	<b>11.5</b>	<b>11.5</b>	<b>10.6</b>	<b>10.6</b>	<b>10.6</b>	<b>10.7</b>	<b>10.7</b>	<b>10.8</b>	<b>10.5</b>	<b>12.0</b>	<b>5.6%</b>
Judges	10.0	10.0	10.0	10.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	-10.0%
Masters	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	2.0	100.0%
Other JPE	0.4	0.4	0.5	0.5	0.6	0.6	0.6	0.7	0.7	0.8	0.5	1.0	168.5%
<b>Family</b>	<b>5.2</b>	<b>5.2</b>	<b>6.2</b>	<b>6.3</b>	<b>6.3</b>	<b>6.3</b>	<b>6.3</b>	<b>6.3</b>	<b>6.4</b>	<b>7.4</b>	<b>8.2</b>	<b>8.5</b>	<b>63.9%</b>
Judges	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	4.0	4.0	4.0	33.3%
Masters	2.0	2.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	4.0	4.0	100.0%
Other JPE	0.2	0.2	0.2	0.3	0.3	0.3	0.3	0.3	0.4	0.4	0.2	0.5	168.5%
<b>Juvenile</b>	<b>12.4</b>	<b>12.4</b>	<b>12.5</b>	<b>12.5</b>	<b>12.6</b>	<b>12.6</b>	<b>12.6</b>	<b>12.7</b>	<b>12.7</b>	<b>12.8</b>	<b>13.5</b>	<b>14.0</b>	<b>13.2%</b>
Judges	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	3.0	0.0%
Masters	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	9.0	10.0	10.0	11.1%
Other JPE	0.4	0.4	0.5	0.5	0.6	0.6	0.6	0.7	0.7	0.8	0.5	1.0	168.5%
# Change Rate	--	0	1	0	0	-1	0	0	0	3	1	3	0.8
% Change Rate	--	0.5%	2.7%	0.4%	0.4%	-1.8%	0.4%	0.4%	0.4%	7.3%	1.1%	7.0%	1.7%
<b>Total /100,000 Pop</b>	<b>6.5</b>	<b>6.6</b>	<b>6.9</b>	<b>7.0</b>	<b>7.1</b>	<b>7.0</b>	<b>7.0</b>	<b>7.0</b>	<b>7.1</b>	<b>7.6</b>	<b>7.7</b>	<b>8.3</b>	<b>7.1</b>

Table 3-5 – Historic Judicial Equivalent Positions

Note: the distribution of judicial officers has been adjusted to reflect the Administrative Judge position as an At-Large Judge. Historically this position was included within the Civil division judicial officer count; however, this position did not consistently sit in a Civil docket.

Assuming a full-time equivalent judge works eight hours a day and a total judge year has 2,080 hours, the Circuit Court's retired senior judges accounted for an estimated 4.6 JPE. In FY 2009 the total retired judge days reached 1,177, equivalent to 4.5 JPE and was expended by a total of 20 retired judges.

Retired judges are assigned to all types of cases. However, approximately two of those positions were assigned to the criminal division, one each to the civil and juvenile divisions, and half a JPE to the family division.

Table 3-5 provides a summary of the Circuit Court's historical judicial positions, including judges, judicial masters and other judicial positions filled primarily by retired judges.

On an annual basis the Chief Judge from the Maryland Court of Appeals submits to the legislature the judgeship needs for the following fiscal year. Since the start of this study, the addition of one judge was approved, increasing the total number of judges to 33 in 2009. The most recent analysis was presented to the legislature in November 2009, certifying the need for three additional judges for FY 2011.

### Projected JPEs

The projections developed for the court's judicial officers (inclusive of judges, masters and retired judges) used similar models as in the caseload projections. The models used various caseload and disposition rates, as well as the National Center for State Courts (NCSC) *Workload Assessment Model for the Maryland Circuit Courts*. This last technique, developed in 2001, shows how the courts can determine the adequacy of judicial resources based on both quantity and complexity of cases. In total, AECOM examined nine models.

According to the *Analysis of the FY 2010 Maryland Executive Budget, 2009*, the judiciary was in the process of implementing a weighted caseload methodology similar to the one developed in 2001 (currently used for determining judgeship needs) to determine the need for judicial masters. Baltimore City was able to use the preliminary study results and the methodology to estimate the number of judicial masters needed by category.

Please refer to the appendix for detailed tables and charts for the court divisions (criminal, civil, family and juvenile). The projections are estimates, and they should be used in concert with other considerations and other more qualitative and court-specific factors.

Judicial FTE Positions	2008	2010	2015	2020	2030	Total % Change	Annual % Change
Administrative Judge	1	1	1	1	1	0%	0%
Criminal	17	18	18	19	20	17%	1%
Civil	12	13	13	14	14	17%	1%
Family	9	9	10	11	12	41%	2%
Juvenile	14	15	15	15	16	14%	1%
<b>Total Judicial Positions</b>	<b>53</b>	<b>56</b>	<b>57</b>	<b>60</b>	<b>63</b>	<b>20%</b>	<b>1%</b>
Note:							
(1) Totals may not add up due to rounding.							
(2) Totals include judges, masters, and other jpe such as retired senior judges.							

Table 3-6 – Projected Judicial Equivalent Positions

The courts' overall projection indicates a net growth of three positions by 2010 increasing from 53 to 56 JPEs. An additional seven positions are projected to be needed by 2030 for a total of 63 judicial positions. Approximately 38 of the total positions are judges, and 20 are judicial masters. The remaining five positions are expected to be retired judges, because the courts would continue to use them. These projections were developed under a *status quo scenario* with no adjustments to policies and procedures that would impact caseloads. While reviewing

past trends, the base projections assume that only factors that have impacted the courts in the past will continue to have an impact in the future. The impact social trends have had on the City of Baltimore courts in the past are projected to continue, even as the population increases and the demographic make-up changes. The volume of indigent population, who require more time to familiarize themselves with the court system, will continue to impact the time to dispose of cases, as it has in the past.

Over the next 22 years, the criminal and family divisions are projected to increase by three JPEs each and the civil and juvenile divisions by two JPEs each.

The criminal division is projected to need 20 JPEs, all judges, and the family division is projected to need 12 JPEs (six judges and six masters) by 2030. The civil and juvenile divisions are projected to need 14 (eleven judges and three masters) and 16 JPEs (five judges and eleven masters) respectively by 2030.

# 04

## Space Needs Projections

### Executive Summary

It is important to understand the full impact for the coming years of the space-needs projections of the Circuits Courts for Baltimore City. The following discussion of these projections outlines the methodology for the study, the definition of square footage terminology, the summary of space standards employed in the project, and the projected space requirements for each component of the Baltimore City Circuit Court System, including a discussion about court records management. Electronic filing systems hold the most promise of saving both space and financial resources in the future.

### Space Projection Methodology

Projection of future space needs is dependent upon the needs of the judgeship and staff to do their work, agency evaluations, and space standards in the public sector. A multi-step process has been used to develop these projections:

1. Projection of future judgeship and staff needs (See preceding chapter).
2. Evaluation of existing conditions to determine general overcrowding and operational requirements (See following chapter).
3. Development of functional and uniform space standards.
4. Projection of space needs based upon future staff, evaluation of existing conditions, personal interviews with each agency, and application of relevant space standards.

### Definitions of Square Footage Terminology

The following terms have been used in the development of space standards and space projections. It is important to outline them in order to facilitate a deeper understanding of their use in the discussion that follows.

- *Net Square Feet (NSF)* is the unobstructed floor area required to perform a particular function or task. NSF is calculated as the area between walls, partitions, and windows, and does not include any part of those features. All space standards are based on net square feet.
- *Departmental Gross Square Feet (DGSF)* is the total floor area for a particular department, agency, or component. This includes the net square feet (NSF) for each space plus area for the following: Circulation, such as corridors and aisles, to connect spaces within the department Interior walls, columns, and partitions. In figuring office space functions, a factor of approximately 35 percent, referred to as the “grossing factor,” is typically used. A smaller factor is utilized for functions that require minimal

partitions or operate off of major circulation space, such as workrooms or jury assembly areas. Generally, the larger the factor the greater the degree of partitioning or circulation space. This guideline holds true for such spaces as a central prisoner holding area.

## Space Standards

Space standards identify the area allowance for each type of personnel position within each agency. The application of the standards helps assure equal treatment to the personnel housed in the facility and conformance of the facility with policy guidelines.

The State of Maryland Department of General Services in cooperation with the State of Maryland Department of Budget and Management has the Facility Program Manual which provides guidance for the development of documentation for compliance with Section 3-602(d) of the State Finance and Procurement Article of the Annotated Code of Maryland. The Facility Program Manual provides office space standards as part of the Appendix. These standards are promulgated for all state agencies to be housed in the Circuit Court building.

The space allowance took into account the functional and ceremonial activities of each type of position. Key issues include the need for enclosed versus open areas, the accommodation of one or more activity settings for desk, conference or special work functions, and the need for storage or equipment in the work space. The actual area required in design may vary slightly due to the arrangement of the space and the planning grid that will be applied to these circumstances.

The space standards for offices generally reflect even foot dimensions of 10-, 12-, 15-, or 20-foot widths or depths. Space standards for workstations generally reflect 6- or 8-foot planning dimensions. Deviations from the specific areas are denoted in the standards promulgated by the state or to maintain this conformance. The area stipulated in the space standards reflects the actual area required in an office or workstation, and does not include additions for the aisle area serving that space. The size of this area may vary to accommodate wall or panel thickness, but it should not be reduced to include the entire enclosing wall footprint.

The matrix that follows delineates the space needs for each agency if they are put in line with the standards promulgated by the State of Maryland.

Table [4-1] presents the projected space requirements, from the present to the year 2030, for each component of the Circuit Court for Baltimore City.

**Table 4-1**  
**Summary of Space Standards**

Category and Space Type	Space Standard (Net Square Feet)	
<b>Chamber</b>		
Judges Chamber Office	300	per unit
Judges Chamber Office Small	225	per unit
<b>Courtroom</b>		
Attorney Client Room	120	per unit
Courtroom	2,000	per unit
Courtroom 2	1,800	per unit
Moot Courtroom	400	per unit
Vestibule with double doors	100	per unit
Vestibule with single doors	60	per unit
Witness Room	120	per unit
Witness Room Large	200	per unit
<b>Detention</b>		
Central Control	175	per unit
Control Point	80	per unit
Equipment/Armory	150	per unit
Equipment/Armory Large	400	per unit
Holding occupancy 10	180	per unit
Holding occupancy 16	240	per unit
Holding occupancy 24	320	per unit
Holding occupancy of 4	80	per unit
Holding occupancy of 8	120	per unit
Holding single occupancy	40	per unit
In Custody Interview booth	80	per unit
Pedestrian Sallyport	160	per unit
Restraint Storage	15	per unit
Vehicle Sallyport	1,600	per unit
Category and Space Type	Space Standard (Net Square Feet)	
<b>Dining</b>		
Break Area (coffee, MW, Ref, Vend)	100	per unit
Coffee Bar	40	per unit
Seating dining table style	16	per unit
Vending Machine	30	per unit
<b>Grand Jury</b>		
Grand Jury Room 23 Jurors	900	per unit
<b>Locker</b>		
Lockers 2 high	4	per unit
Lockers 4 high	2	per unit
Lockers Oversized	12	per unit
<b>Meeting</b>		
Conference for 10	200	per unit
Conference for 12	300	per unit
Conference for 16	320	per unit
Conference for 20	400	per unit
Conference for 30	600	per unit
Conference for 50	1,000	per unit

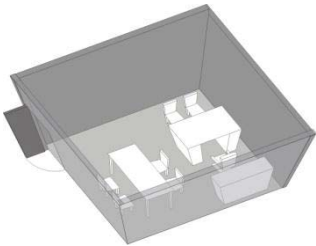
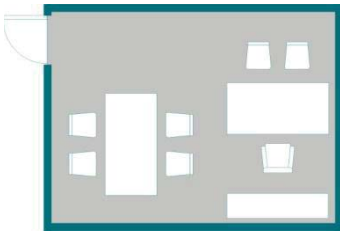
Conference for 6	120	per unit
Conference for 8	160	per unit
Interview room for 3	100	per unit
Interview room for 6	120	per unit
IT Classroom for 20 students	800	per unit
Category and Space Type	Space Standard (Net Square Feet)	
Office Support		
Copier Large	80	per unit
Copier medium - stand alone	40	per unit
Fax	20	per unit
Mail Cart	25	per unit
Mail Meter	40	per unit
Mail Station with small meter	40	per unit
Printer	20	per unit
Shredder	20	per unit
Vault	24	per unit
Work Area	45	per unit
Workroom	200	per unit
Personnel		
Office 100 sf	100	per unit
Office 120 sf	120	per unit
Office 150 sf	150	per unit
Office 200 sf 2 active areas	200	per unit
Office 250 sf 3 active areas	250	per unit
Office 300	300	per unit
Office 80 sf	80	per unit
Workstation 100 sf	100	per unit
Workstation 32 sf	32	per unit
Workstation 48 sf	48	per unit
Workstation 64 sf	64	per unit
Workstation 80 sf	80	per unit
Reception		
ATM	40	per unit
Central Waiting	15	per person
Counter position	40	per unit
Kiosk	40	per unit
Play / Study Room	25	per person
Queue	12	per person
Seating gang style	18	per person
Seating lounge style	10	per person
Waiting Area for 10	150	per unit
Waiting Area for 5	80	per unit
Work Carrel	30	per unit



Category and Space Type	Space Standard (Net Square Feet)	
Records Storage		
File Cabinet 2-5 drawer vertical	12	per unit
File Cabinet lateral 36 inches wide	12	per unit
File Cabinet lateral 42 inches wide	14	per unit
File Cabinet lateral 48 inches wide	16	per unit
File Room	7	per unit
Pallet Storage	40	per unit
Roller Shelf for Log Books	10	per unit
Shelving Unit 36 inches wide	12	per unit
Shelving Unit 42 inches wide	14	per unit
Shelving Unit 48 inches wide	16	per unit
Shelving Unit 48 inches wide 18 in. d	20	per unit
Storage Area/File and Other	80	per unit
Storage cabinet 36 inches wide	15	per unit
Tech		
Computer Room CRAC and Support	60	per unit
Electronic Equipment Room	120	per unit
Server / Electronics Equipment Rack	30	per unit
Telephone Closet Room	80	per unit
Toilet		
Shower	20	per unit
Toilet	50	per unit
Toilet Room	120	per unit

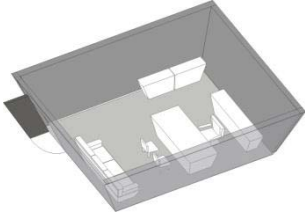
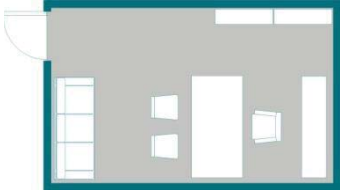
**Office 300**

300 square feet



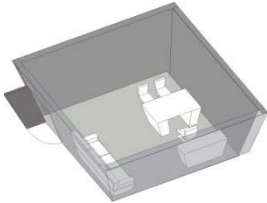
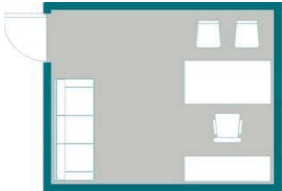
**Office 250**

250 square feet



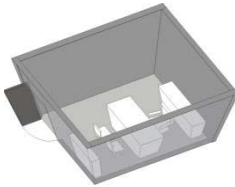
**Office 200**

200 square feet



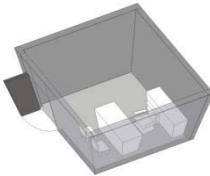
**Office 150**

150 square feet



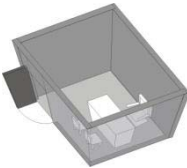
**Office 120**

120 square feet



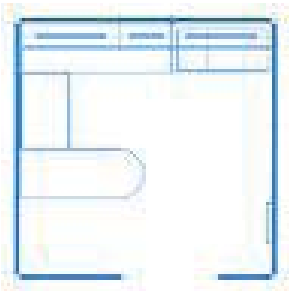
**Office 100**

100 square feet



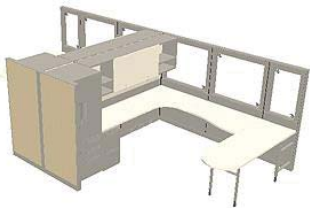
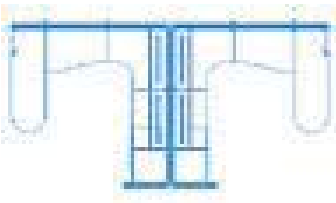
**Workstation 100**

100 square feet



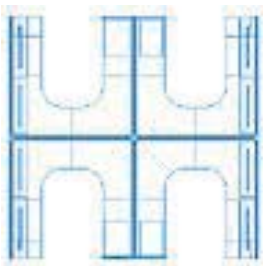
**Workstation 80**

80 square feet



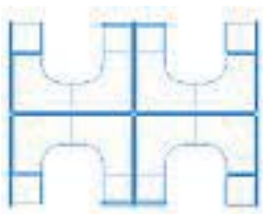
**Workstation 64**

64 square feet



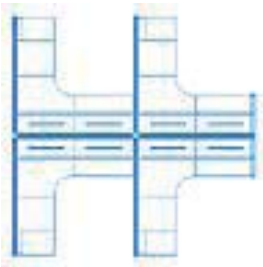
**Workstation 48**

48 square feet



**Workstation 36**

36 square feet



## Component Space Projections

The next step involves applying the space standards to the projected judicial positions and staff anticipated in each unit of each agency or department. Projected space requirements developed for this study reflect two slightly different conditions. First, the 2009 and 2010 projected space requirements reflect current operations and staffing adjusted to reflect use of the space standards illustrated above. Second, the projected requirements for space needs for 2015, 2020 and 2030 were modified to reflect the assumption that the agencies would move into a new facility in a period of time following the completion and adoption of new e-filing, electronic case management and electronic records / information system. Please refer to the text on pages 11-13 of this chapter for specific information regarding the calculated impact (reductions in staff and spaces) of the adoption and use of the new state system(s).

By using surveys and personal interviews with each court agency, AECOM generated a list of all space required for the function of each office, together with the size and number of each listed space type. This listing did not replicate existing spaces and functions in a new or renovated structure. Instead, the proposed space listing incorporated anticipated functional and operational changes, and was focused on achieving maximum flexibility to accommodate both system growth and operational changes.

The following table 4-2 shows that the projected space needs of the Circuit Court and court-related agencies are at their highest levels if planning is based on current operations (see the 2009 and 2010 projected space requirements). Future space requirements should be able to be reduced as the electronic filing, case management and records/ information systems are implemented.

The key court agencies impacted by the planned implementation of the new electronic case management and records management system are the Clerk of the Court, Register of Wills, and State's Attorney. The projected changes in space requirements due to this second adjustment had a large collective impact on both space requirements and estimated staffing for these three agencies.

It is important to note that these projected reductions in required space and staff cannot be achieved if the new e-filing, electronic case management, and electronic records / information systems are not adopted and operational at the time of completion of the project. It should be cautioned that during the initial implementation stage(s) of a conversion project, there may be additional staff and space requirements to accommodate the significant record scanning, training, system testing and conversion efforts. So, while the long-term space requirements of the agencies may and can be reduced with the implementation of the electronic filing, case management and records / information management systems, the space listing for the master plan project is based on a critical-path schedule for completion and implementation of these systems.

Therefore, if the practicality of development and implementation of the system(s) is felt to be too slow and / or a decision is made to defer or slow the development and adoption of these critical projects, the projected space requirements for the Clerk of the Circuit Court, Register of Wills, and State's Attorneys office should not be used as the basis for initial planning and occupancy of the project, and the original projected needs for spaces and personnel should be used for project development.

Table 4-2 summarizes the total staff and space needs for the Circuit Court for Baltimore City and court-related agencies based on the assumed implementation of planned e-filing, electronic case management and electronic records / information systems.

Table 4-2  
Circuit Court Space Needs Projection

Unit	Total Staff					Departmental Gross Square Footage				
	2009	2010	2015	2020	2030	2009	2010	2015	2020	2030
<b>Circuit Court</b>	<b>227</b>	<b>227</b>	<b>242</b>	<b>263</b>	<b>280</b>	<b>338,323</b>	<b>342,581</b>	<b>372,279</b>	<b>397,490</b>	<b>412,501</b>
Large Multi-Capability Crtrm	-	-	-	-	-	7,281	7,281	7,281	7,281	7,281
Large Multi-Capability Crim Crtrm	-	-	-	-	-	6,245	6,245	6,245	6,245	6,245
High-Volume Criminal Crtrm	-	-	-	-	-	17,488	17,488	17,488	17,488	17,488
Std. Criminal Trial Crtrm	-	-	-	-	-	74,674	74,674	80,418	86,162	91,907
Large Civil Trial Crtrm	-	-	-	-	-	17,232	17,232	22,977	22,977	22,977
Std Civil Trial Crtrm	-	-	-	-	-	28,126	28,126	32,813	32,813	32,813
Civil Master Hearing Room	-	-	-	-	-	5,618	5,618	5,618	8,428	8,428
Std. Family Trial Crtrm	-	-	-	-	-	21,319	21,319	26,648	31,356	30,864
Family Master Hearing Room	-	-	-	-	-	13,190	13,190	13,190	13,190	15,828
Std. Juvenile Trial Crtrm	-	-	-	-	-	16,421	20,680	20,680	25,188	25,188
Juvenile Master Hearing Room	-	-	-	-	-	29,340	29,340	29,340	29,340	32,274
At Large - Admin Judge	3	3	3	3	3	2,698	2,698	2,698	2,698	2,698
Civil Div. Jud. Chamber Suites	27	27	30	30	33	10,260	10,260	11,400	11,400	12,540
Crim. Div. Jud. Chamber Suites	51	51	54	57	60	19,380	19,380	20,520	21,660	22,800
Fam-Dom Div. Jud. Chamber Suites	12	12	15	18	18	4,560	4,560	5,700	6,840	6,840
Fam-Juv Div. Jud. Chamber Suites	9	9	12	15	15	3,420	3,420	4,560	5,700	5,700
Masters Chamber Area(s)	24	24	25	28	29	7,090	7,090	7,360	7,898	8,168
Jud. Chambers - Ret. Judges	7	7	7	7	7	2,520	2,520	2,520	2,760	2,760
Court Administration	14	14	14	16	20	4,307	4,307	4,324	4,505	5,144
Family Court Admin Center	7	7	7	10	11	2,538	2,538	2,694	3,013	3,063
Children's Room - Family Div Only	-	-	-	-	-	5,409	5,409	6,099	6,099	6,099
FC Mediation Center	-	-	1	1	1	1,920	1,920	3,900	5,805	5,805
Self-Assisted Litigation Project	3	3	4	7	8	3,493	3,493	3,984	4,687	5,167
Information Technology Group	3	3	3	3	4	1,460	1,460	1,460	1,481	1,593
Medical Services Division	22	22	22	23	26	6,118	6,118	6,135	6,248	6,575
Addiction Assessment Unit	9	9	9	9	9	2,710	2,710	2,722	2,722	2,751
Coordinated Domestic Violence Center	37	37	37	37	37	23,505	23,505	23,505	23,505	23,505
<b>Jury Facilities</b>	<b>29</b>	<b>36</b>	<b>36</b>	<b>38</b>	<b>40</b>	<b>24,327</b>	<b>26,879</b>	<b>27,209</b>	<b>30,585</b>	<b>31,549</b>
Jury Commissioner's Office	20	27	27	27	29	3,816	4,794	4,848	4,851	5,056
Grand Jury	2	2	2	2	2	3,116	3,116	3,116	3,116	3,116
Grand Jury [Future]	-	-	-	2	2	-	-	-	3,144	3,144
Jury Assembly	7	7	7	7	7	17,395	18,969	19,245	19,474	20,234
<b>Clerk of The Circuit Court</b>	<b>282</b>	<b>305</b>	<b>271</b>	<b>269</b>	<b>280</b>	<b>71,907</b>	<b>74,771</b>	<b>55,668</b>	<b>56,054</b>	<b>57,868</b>
Administration	7	7	10	11	13	2,091	2,021	2,222	2,307	2,442
Civil	33	43	32	30	31	12,596	13,450	6,173	6,152	6,357
Criminal	42	43	40	39	40	10,532	11,442	7,885	7,852	8,100
Family	20	23	23	23	25	3,133	3,424	3,127	3,162	3,422
Paternity	15	16	10	9	9	3,192	3,259	2,045	2,010	2,087
Courtroom Clerks	45	45	46	47	50	4,341	4,357	4,454	4,521	4,797
Land Records	38	40	30	28	28	12,366	12,500	10,564	10,548	10,678
Juvenile Clerks	38	41	41	43	44	5,535	5,736	4,455	4,607	4,707
Human Resources	1	1	1	1	1	195	195	195	195	195
Trust	15	16	9	8	9	3,192	3,259	2,005	2,020	2,312
Accounting	5	6	6	6	6	2,285	2,380	1,497	1,505	1,528
Purchasing	6	6	5	5	5	4,508	4,739	3,037	3,081	3,151
Special Projects	1	1	1	1	1	195	195	195	195	195
Assignment	16	17	17	18	18	1,642	1,709	1,709	1,792	1,792
Team Core Support Units	-	-	-	-	-	2,360	2,360	2,360	2,360	2,360
Cluster Core Support Units	-	-	-	-	-	3,745	3,745	3,745	3,745	3,745
<b>Other Courts</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>4,492</b>	<b>4,492</b>	<b>4,492</b>	<b>4,492</b>	<b>4,512</b>
Orphans Court	7	7	7	7	7	4,492	4,492	4,492	4,492	4,512
<b>State Court of Appeals</b>	<b>36</b>	<b>36</b>	<b>36</b>	<b>36</b>	<b>36</b>	<b>8,852</b>	<b>8,852</b>	<b>8,852</b>	<b>8,852</b>	<b>8,852</b>
Chief Judge - Court of Appeals	6	6	6	6	6	1,856	1,856	1,856	1,856	1,856
Judicial Chambers - Active Judge	18	18	18	18	18	3,933	3,933	3,933	3,933	3,933
Judicial Chambers - Retired Judge	12	12	12	12	12	3,063	3,063	3,063	3,063	3,063

(1) Appellate Judges are based on appointment by the Governor.

<b>Register of Wills</b>	<b>39</b>	<b>42</b>	<b>41</b>	<b>43</b>	<b>47</b>	<b>13,727</b>	<b>14,211</b>	<b>13,178</b>	<b>13,883</b>	<b>15,044</b>
Executive Administration	3	5	5	5	5	1,105	1,394	1,394	1,411	1,427
Records / Files	14	14	12	13	13	7,071	7,071	5,900	6,484	7,067
Probate Proceedings	11	11	12	13	15	1,233	1,233	1,318	1,403	1,640
Audit	3	3	3	3	4	531	531	531	531	699
Joint Accounts	2	2	2	2	2	496	496	496	496	496
Delinquent Accounts	2	3	3	3	4	134	329	329	329	397
Fiscal Operations	2	2	2	2	2	496	496	496	496	530
P.C. Support	2	2	2	2	2	538	538	580	580	622
Cluster Core Support Units	-	-	-	-	-	2,123	2,123	2,135	2,154	2,166
<b>Other Agencies</b>	<b>39</b>	<b>39</b>	<b>39</b>	<b>39</b>	<b>40</b>	<b>36,485</b>	<b>35,531</b>	<b>35,963</b>	<b>36,394</b>	<b>37,329</b>
Criminal Justice Coordinating Council	2	2	2	2	2	1,639	685	685	685	702
Baltimore City Law Library	8	8	8	8	8	18,704	18,704	19,136	19,567	20,333
Pretrial Release Program	29	29	29	29	30	5,852	5,852	5,852	5,852	6,004
Museum	-	-	-	-	-	1,150	1,150	1,150	1,150	1,150
Court Reporters	-	-	-	-	-	690	690	690	690	690
Court Interpreters	-	-	-	-	-	1,320	1,320	1,320	1,320	1,320
Shared Child Care Center	-	-	-	-	-	2,200	2,200	2,200	2,200	2,200
Mayor's Office - Criminal Justice	-	-	-	-	-	360	360	360	360	360
Community Services Program	-	-	-	-	-	1,760	1,760	1,760	1,760	1,760
Media Area	-	-	-	-	-	1,660	1,660	1,660	1,660	1,660
Bar Association	-	-	-	-	-	1,150	1,150	1,150	1,150	1,150
<b>Baltimore City Sheriff's Office</b>	<b>215</b>	<b>218</b>	<b>222</b>	<b>224</b>	<b>236</b>	<b>36,543</b>	<b>38,264</b>	<b>38,403</b>	<b>38,576</b>	<b>39,351</b>
Executive Administration	5	5	5	5	5	2,222	2,222	2,222	2,222	2,278
Administrative Support	8	8	8	8	8	2,139	2,139	2,139	2,142	2,160
Accounting	3	3	3	3	3	720	720	720	720	738
Internal Affairs	4	4	4	4	4	1,129	1,129	1,129	1,129	1,147
Deputy Sheriff Operations Admin	2	2	2	2	2	351	351	351	351	351
District Court Division	36	36	37	37	39	5,161	5,161	5,250	5,273	5,452
Dispatch -Warrant Control (MILES)	9	9	9	9	10	1,770	1,770	1,770	1,773	1,773
Adult Court Security Division	54	54	55	55	57	6,757	6,757	6,719	6,743	6,767
Juvenile Court Security Division	38	38	39	40	42	4,674	4,674	4,687	4,687	4,700
Special Operations Admin	4	5	5	5	5	1,653	1,742	1,742	1,742	1,762
Domestic Violence	3	3	3	3	3	594	594	594	594	613
Canine Unit	2	2	2	2	2	1,343	1,343	1,343	1,343	1,343
Child Support Process Service	10	10	10	11	12	1,623	1,623	1,639	1,743	1,849
Witness Prot./Tactical	8	8	8	8	9	1,628	1,628	1,628	1,628	1,768
Armory (Weapons)	-	-	-	-	-	480	480	480	480	480
Circuit Court Field Enforcement	25	25	26	26	28	3,330	4,872	4,930	4,946	5,063
Transportation	4	6	6	6	7	333	423	423	423	468
Circuit Court Holding	-	-	-	-	-	638	638	638	638	638
<b>Office of the State's Attorney</b>	<b>360</b>	<b>398</b>	<b>386</b>	<b>390</b>	<b>400</b>	<b>115,816</b>	<b>121,041</b>	<b>110,073</b>	<b>111,574</b>	<b>114,616</b>
Administration	21	22	22	22	22	5,739	5,879	5,479	5,486	5,510
Communication	4	8	8	8	8	1,013	1,582	1,484	1,494	1,494
Forensics (projected)	7	7	7	7	7	1,681	1,681	1,681	1,681	1,710
M.I.S.	7	7	7	7	7	1,850	1,850	1,850	1,850	1,892
Police Investigation	7	7	7	7	7	727	727	727	727	727
Police Misconduct	3	5	5	5	5	1,391	1,687	1,687	1,687	1,687
Training	5	7	7	7	7	7,062	7,308	7,308	7,308	7,308
Circuit Court Domestic Violence	4	6	6	6	7	1,188	1,456	1,422	1,422	1,603
Auto Forfeiture (civil)	4	5	5	5	5	925	1,081	1,036	1,047	1,047
Collateral	9	12	12	12	12	1,442	1,844	1,798	1,798	1,798
District Court Domestic Violence	8	12	12	12	13	2,113	2,589	2,529	2,532	2,697
Economic Crimes	14	15	15	15	15	3,185	3,275	2,886	2,896	2,896
Felony Family Violence	23	23	23	25	26	4,242	4,242	4,080	4,359	4,477
F.I.V.E.	25	25	22	22	23	5,935	5,949	5,106	5,140	5,330
Gang (projected)	1	8	8	8	8	195	1,531	1,457	1,452	1,452
General Trial	29	29	29	29	30	5,553	5,553	5,153	5,172	5,355
Homicide	27	30	28	28	29	3,822	4,091	3,912	3,912	4,068
Misdemeanor	24	25	24	25	25	3,986	4,142	3,869	4,025	4,044
Narcotics	46	46	45	45	47	7,247	7,247	6,837	6,846	7,176
Numbering	4	4	3	3	3	917	1,037	766	781	781
Sex Offense	13	14	13	13	13	2,774	2,921	2,701	2,711	2,714
VCRS (projected)	11	11	11	11	11	2,017	2,017	1,851	1,861	1,878
Victim / Witness Services	7	9	8	8	8	3,611	3,768	3,507	3,519	3,561
Family Bereavement	5	6	5	5	5	1,783	1,873	1,744	1,744	1,752
Team Core Support Units	-	-	-	-	-	9,590	9,590	9,701	10,035	10,673
Cluster Core Support Units	-	-	-	-	-	7,407	7,127	7,174	7,239	7,352
Department Filing	-	-	-	-	-	19,998	20,284	13,782	14,128	14,645
Juvenile Courts Division	36	38	37	38	40	5,890	6,113	5,948	6,126	6,393
Juvenile Intake Unit	8	9	9	9	9	938	1,005	1,005	1,005	1,005
PFL	2	2	2	2	2	351	351	351	351	351
Cyber Crimes Unit	6	6	6	6	6	1,240	1,240	1,240	1,240	1,240
<b>Dept. of Public Safety Corr. Svcs</b>	<b>6</b>	<b>6</b>	<b>6</b>	<b>6</b>	<b>6</b>	<b>19,822</b>	<b>19,822</b>	<b>19,914</b>	<b>20,122</b>	<b>20,228</b>
Adult Central Holding	6	6	6	6	6	19,822	19,822	19,914	20,122	20,228

<b>Building Support</b>	-	-	-	-	-	69,032	69,163	69,251	72,876	73,461
Distributed Housekeeping	-	-	-	-	-	3,149	3,280	3,346	3,477	3,608
Central Housekeeping	-	-	-	-	-	7,253	7,253	7,253	7,499	7,709
Central Maintenance	-	-	-	-	-	4,742	4,742	4,742	5,123	5,123
Central Mail-Supply	-	-	-	-	-	5,184	5,184	5,184	5,702	5,702
Central Loading / Bulk / Dept. Storage	-	-	-	-	-	8,410	8,410	8,410	8,756	8,756
Central Staff Lockers/ Restrooms	-	-	-	-	-	4,020	4,020	4,043	4,055	4,299
Food Service	-	-	-	-	-	15,850	15,850	15,850	16,115	16,115
Entry - Screening - Lobby	-	-	-	-	-	20,424	20,424	20,424	22,149	22,149
<b>Baltimore City Police</b>	23	40	41	44	48	3,628	5,152	5,241	5,524	5,918
Family Crimes Unit (2)	23	40	41	44	48	3,628	5,152	5,241	5,524	5,918
<b>Juvenile Justice Center</b>	53	53	53	53	53	13,843	14,359	14,357	14,372	14,371
Courts and Miscellaneous	0	0	-	-	-	2	2	-	-	-
Juvenile Holding Area	-	-	-	-	-	2,700	2,700	2,700	2,700	2,700
Adult Holding Area	1	1	1	1	1	834	834	834	834	834
CINA Support	25	25	25	25	25	4,454	4,454	4,454	4,460	4,465
Mediation Project	5	5	5	5	5	1,115	1,631	1,631	1,631	1,631
Partnership for Learning	6	6	6	6	6	1,199	1,199	1,199	1,199	1,199
Court Medical Evaluation Team	7	7	7	7	7	2,094	2,094	2,094	2,103	2,097
Juvenile Court Early Intervention Progra	4	4	4	4	4	1,036	1,036	1,036	1,036	1,036
Court Appointed Special Advocate	1	1	1	1	1	140	140	140	140	140
Court Support Services - Volunteers	4	4	4	4	4	269	269	269	269	269
<b>Department of Juvenile Justice</b>	53	53	53	53	53	7,039	7,095	7,095	7,109	7,109
Intake Offices	35	35	35	35	35	3,817	3,873	3,873	3,873	3,873
Court Liaison Office	10	10	10	10	10	940	940	940	940	940
Assignment	8	8	8	8	8	1,161	1,161	1,161	1,175	1,175
Team Core Support Units	-	-	-	-	-	1,121	1,121	1,121	1,121	1,121
<b>Total All Agencies</b>	<b>1,369</b>	<b>1,460</b>	<b>1,433</b>	<b>1,465</b>	<b>1,526</b>	<b>763,835</b>	<b>782,213</b>	<b>781,976</b>	<b>817,902</b>	<b>842,707</b>

(2) Family Crimes Unit moved out in 2010 and partially consolidated with the Consolidated Domestic Violence Unit.

## 2010 Study Revisions to Previous Needs Assessment Space Listings

The initial estimates of Circuit Court and court-related agency space requirements included in this report were developed based on a mix of a) current and projected court and court-related agency operations and requirements. While a number of the detailed projected space requirements are similar to previous projections of space, there are a number of projected area requirements that differ from previous studies, reflecting: a) changes in recommended “best practices” for court facility planning and design; b) increased allowances for accessible movement and circulation in internal office areas; c) variations in operations, mission, staffing or technology for key functions; and d) direct assignment of support spaces to agencies.

The following bullets briefly summarize changes and the features in the space listings for various agencies or departments that differ from the 2003 study:

- **Baltimore City Police.** Provisions for the Baltimore City Police now include provisions for the full operations for the Family Crimes Unit, not previously included in space listing summaries.
- **Circuit Court.** Provisions for courtrooms, chambers and support areas for the current program are based on results of several detailed operational studies and courtroom design workshops conducted with representatives of all division of the Circuit Court. As a result of these meetings and studies, the overall space summaries now include those spaces necessary to support programs such as the Coordinated Domestic Violence Center, Self-Assisted Litigation Project, Family Mediation Center and other court-related functions and activities not previously included in the space listings.
- **Consolidated Court Holding.** Space provisions now include vehicular and pedestrian reception (sallyport, load / unload, verification of identity), and spaces for a complete system for safe distribution and holding of in-custody male and female defendants for required appearances. The current allocations of space for consolidated court holding areas will support a) improved / additional provisions for separation for distinct classification groups in adult holding (additional segregation and small group/individual holding as required for classification separation), b)



separate areas for juvenile male / female defendants (sight/sound separation from adults), c) additional vehicular areas, d) increased distribution and processing areas, and e) required security control room and staff support areas.

- *Juvenile Justice.* Provisions in the space listings now include an operational center for key staff and operations of the Department of Juvenile Justice that should be co-located with the Juvenile courtrooms and hearing rooms, reflecting lessons-learned and benefits from previous co-location of services.
- *Jury Facilities.* Jury facility spaces support the Jury Commissioner's Office functions, Grand Jury Spaces, and Jury Assembly areas. Office spaces now include space for the call center, a future second Grand Jury room and supporting areas, and for consolidated juror reception - jury assembly / waiting areas to accommodate jury calls of more than 350 jurors. Jury assembly and waiting areas include specific rooms and waiting areas that are to be used for a) after-hours functions for community use; and b) training functions for court and court-related agency staff when not in use by jurors.
- *Register of Wills.* Space requirements now include provisions of staff and record processing / storage, but also include additional provisions for probate proceedings, audit functions, cash counter, cashier, and vault. Improvements in technology and use of high-density storage will help limit future increases in space requirements for this office.
- *Sheriff's Office.* Space allocations for a consolidated operational center for the Baltimore City Sheriff's Office were developed based on detailed interviews and reviews of current and projected operations. Specific provisions are now included in the space listing for the Child Support Process Service, Circuit Court Remand Holding, Juvenile Court Security Division, Central Dispatch Center, other law enforcement and court security functions, and for both Circuit Court Field Enforcement and the District Court Divisions. Specific functional areas and requirements are included for the armory and canine unit.
- *Building Grossing Factors-Building / Staff / General Support Spaces.* Adjustments have been made in the grossing factors used for new construction, renovation / restoration, and reuse based on actual building measurements and anticipated / achievable efficiencies. These are based on benchmark comparisons to other recent urban mid- or high-rise municipal-county court projects, and on project-specific existing condition information confirmed as part of this report.
- *Coordinated Domestic Violence Center.* Provisions for consolidating the District and Circuit Court functions of this unit to provide a centralized and user-friendly presence that can operate longer hours and provide coordinated services to victims.

## Court Records Management and Storage

The volume of court records, now and in the future, poses special challenges. This section will provide an overview of the current court records management used by the Circuit Court for Baltimore City. It also offers discussion of other systems, such as condensed and electronic filing versions, that would be more effective. Each of these systems' benefits are highlighted below after a description of the Circuit Court's existing framework for filing.

## Filing Requirements Under the Current System

Currently, the Circuit Court relies on an extensive paper-based file information processing and documentation system. It is labor-intensive and requires much staff to receive, prepare, process, distribute, review, file, and retrieve documents. The necessary sequence of actions regarding documents is involved and has important ramifications for the Baltimore Circuit Court system. First, actual documents need to be received, processed, then forwarded, one step at a time rather than handled concurrently. Second, documents must be tracked and filed accordingly for information to be available. Court agencies can recount numerous frustrations with misplaced files. Third, the paper-based court system requires an extensive filing capacity, which is composed primarily of filing cabinets and boxes stored in the basement areas of the courthouses. Current filing areas do not have adequate capacity to handle expected future growth. They are not well protected from physical damage and individual files in them are difficult to access. Fourth, the paper based system requires extensive staff effort to input information, organize documents, track documents, and maintain the hardcopy files.

Estimates for the expected growth from now until the year 2030 suggest that, under the current traditional paper-based filing and storage system, the Circuit Court for Baltimore City will require more than 6,116 file cabinets, which is equivalent to more than 103,709 NSF. This figure is equal to approximately two full floors of the Clarence M. Mitchell, Jr. Courthouse, as an example of the scale of the storage dilemma that will occur in future years. The figures below delineate 3,946 cabinets in the court's agencies, including the Clerk of the Court (CoC), the Register of Wills (ROW), and the State's Attorney Office (SAO). In the following discussion, these projected space needs will be compared to other records management strategies, such as condensed and electronic filing systems.

### *Space Projections for Existing Courts Records Storage (2009-2030)*

Reduction in Filing Areas	Filing Cabinet Units				
	2009	2010	2015	2020	2030
Clerk of the Court	1,556	1,608	1,653	1,700	1,774
Register of Wills	242	242	260	281	315
State's Attorney	1,665	1,716	1,749	1,791	1,857
<b>Total</b>	<b>3,463</b>	<b>3,566</b>	<b>3,662</b>	<b>3,772</b>	<b>3,946</b>

Reduction in Filing Areas	Area (NSF)				
	2009	2010	2015	2020	2030
Clerk of the Court	23,558	24,432	25,114	25,816	26,906
Register of Wills	3,337	3,337	3,587	3,877	4,348
State's Attorney	27,514	28,294	28,876	29,572	30,678
<b>Total</b>	<b>54,409</b>	<b>56,063</b>	<b>57,577</b>	<b>59,265</b>	<b>61,932</b>

Table 4-3  
Reduction in File Cabinets

## Condensed Filing Systems

The Juvenile Division is the only Baltimore Circuit Court agency currently to make use of a condensed filing system, although it contains some considerable space challenges in the area in which it is installed. All other divisions, which generally use traditional filing systems, could benefit significantly from a conversion to condensed filing systems. First and foremost, a condensed filing system would provide better access to files, primarily because the end-tab format provides direct visual identification of files. Second, such a system would provide better organization and management of files, with color coding arranged into organized zones, thus also affording better management of file archiving and turnover as groups of files reach their statutory deadlines for retention. Third, condensed filing systems require less building area for file use and storage.

As a comparison to traditional filing, consider these statistics. Condensed systems based on one access aisle for every three (3) file banks and seven (7) shelf-high units, hold approximately 40 lineal inches of files. For every net square foot of filing area, traditional vertical files with five (5) drawers hold a maximum of 127 inches for a filing unit, or approximately 12 square feet, netting a holding area just over 10 linear inches per net square foot. Lateral files are only slightly better, as they hold approximately 15 lineal inches per net square foot of filing area. Thus, these gains make condensed filing systems a better option for maximizing space use. The Juvenile Court current condensed filing system is hampered because of inadequate access along planned aisles. This space limits the number of clerks who are able to access files at any time. A properly designed condensed filing system would mitigate the difficulties currently faced by clerks. Reliance on paper documents results in sequential activities as documents are passed between the various personnel in the judicial system. This occurs because historic and current paper-based systems are based on case record processing conducted in a task-based and linear or sequential manner. For example, one staff member may be responsible for accepting information related to a case and physically opening / creating the case file, another person may be responsible for processing paperwork associated with the active case file (such as receiving and processing motions received by the Clerk's office and delivered to the judge for review and approval, with required distribution of notifications to all parties), another staff person may be involved in handling, receipting and processing fees; yet another handling case file updates for court activities or rulings from schedule court appearances, and so forth. Reliance on a paper-based record system creates a task-based process, fosters a specific type of organization and staff requirements, and creates a need for staff work spaces and paper / records storage areas that are based on the numbers of cases and the actual physical flow of paperwork.

Future court operations, involving electronic filing and electronic processing / approvals of motions (including transmittal to the judge for approval and subsequent distribution to parties), and updates to the court record, rely on processing information, not paper. This creates significant changes in the need for and nature of face-to-face transactions, and reduces the amount of movement and associated costs for a wide variety of attorneys, public, clerk and other court staff, and others.

Converting records storage of key agencies to a condensed filing system would save approximately 44,250 net square feet by the year 2030. The following table summarizes the space saved by each agency through the year 2030.

*Space Projections for Condensed Court Records Storage (2009-2030)*

Reduction in Filing Areas	Area (NSF)				
	2009	2010	2015	2020	2030
Clerk of the Court	17,429	18,047	18,540	19,046	19,846
Register of Wills	2,671	2,671	2,814	3,052	3,402
State's Attorney	18,661	19,226	19,663	20,171	21,002
<b>Total</b>	<b>38,761</b>	<b>39,944</b>	<b>41,017</b>	<b>42,269</b>	<b>44,250</b>

Table 4-4  
Space Reductions Filing Areas

## Electronic Filing Systems

The implementation of electronic information systems for court records involves converting paper based system to electronic-based documents, document imaging, electronic filing, electronic case management, calendaring, and workflow automation. An electronic court system may be integrated with systems used by police and jail management, prosecutors, and probation divisions to facilitate a seamless operation of the justice system. Electronic payment, docket display, jury management and other features may also be added into the system if needed.

An electronic information system would have a significant impact on the Circuit Court for Baltimore City in many beneficial ways. Such benefits include immediate access to documents and data, improved information accuracy, more secure information retention and data recovery after emergencies, and reduced staff effort. If an electronic information system were implemented, it would allow for process improvements, particularly those involving concurrent rather than sequential processing of information as well as automated document routing.

Implementation would require software development, licensing of packaged software, customization of packaged software, equipment purchasing, installation of equipment and software, document conversion, staff training, system crossover, system maintenance, and archive scanning.

Establishing an estimated budget for implementing an electronic court system requires careful planning and budgeting to identify all costs related to that process. Given that parameter, electronic court software vendors have indicated that implementation costs for such a system may roughly be a \$2 million range for a system the size of Baltimore's Circuit Court, depending on the number of divisions that would participate. The total cost also would depend upon the specific features built into the electronic system.

Establishing the comprehensive impact that an electronic court system would have on staff levels will require extensive evaluation of court processes, structure of the proposed electronic redesign, and the level of staff effort required under a new system. Many variable needs to be examined, such as time and staff savings, the extent of potential delays, dysfunctions, and the complex interactions between these factors. Generally, however, software vendors estimate that clerical level staff reductions may range between 20% and 30% of existing staff levels in these positions.

## Space Reduction

The important final step in development of the space listings used for this project involved making adjustments to the program to reflect anticipated changes and improvements in the Circuit Court operations and agencies.

The first aspect of this step was accomplished in working meetings with representatives of various units and agencies. After initial space requirements were developed for the project, a number of modifications and improvements to operations were developed in the actual individual unit-level meetings conducted with representatives of the various agencies. These operational and spatial improvements and modifications helped standardize operations and spaces, and led to overall space requirements for various units and agencies that are comparable to other benchmarks in similar court systems in Maryland and other court systems.

The second aspect of this step was accomplished by calculating likely gains in efficiency of staff utilization and space use, based on data provided by system developers and vendors involved in other e-filing, electronic case management and electronic projects in other jurisdictions. The implementation of an electronic case management system and electronic records management / information system for court records involves converting paper-based system to electronic documents, document imaging, filing, case management, calendaring, and workflow automation. The electronic court system can be integrated with police and jail management systems, prosecutorial systems, and probation systems to facilitate a seamless operation of the justice system. Electronic payment, docket display, jury management and other features can be added into the system.

The planned adoption of the electronic case management and electronic records management/ information system should be expected to have a significant impact on the Circuit Court for Baltimore City over the long term. Benefits can include immediate access to documents and data, improved information accuracy, more secure and safe information retention and data recovery after emergencies, and reduced staff effort. Implementation of electronic information systems will allow process improvements, such as automated routing of documents and concurrent rather than sequential information processing.

This impact should be dramatic in the City of Baltimore, as the current system relies on extensive paper-based information processing and documentation. As a result, the current system has extensive active and archive filing, with many staff involved in receiving, preparing, processing, distributing, reviewing, filing, and retrieving documents. This reliance on a paper-based information system has had several key consequences.

Maryland Administrative Office of the Courts (AOC) is planning to roll out an electronic case filing system. The rollout for this new system will take place by county, but a final rollout plan has not been completed as of the date for this report. The project will result in the creation of a single Judiciary-wide integrated case management system that will be used by all levels of courts within the Judiciary. Maryland is planning to unveil its first electronic case management system in 2012 in Anne Arundel County. Anticipated completion for all counties and Baltimore City is 2015.

In early 2010, AECOM prepared a white paper for use in estimating the possible impact of the migration from a paper-based system to an electronic case management and electronic records / information system. This analysis is not and does not contend to be the final or best analysis that can be provided for the conversion from the paper-based system to a system that would meet the many requirements of Baltimore City and/or the State of Maryland.

However, based on comparisons to improvements that were realized in other jurisdictions, the analysis estimated that the Clerk of the Court's projected space requirements could be reduced by more than 23,000 square feet. On a smaller scale, the projections showed that the space requirements of the office could be reduced by 1,800 or more square feet. Similarly, if the electronic system upgrades include features designed to simplify and improve filing, case management, and records / information management for the State's Attorney's office, the projected needs of the Office of the State's Attorney may be reduced by 12,000 or more square feet.

The greatest impact in space reductions come in reduction in estimated requirements for file and records areas, and corresponding reductions of storage and other "support" spaces that would no longer be required. Tables 4-5, 6, and 7 illustrate personnel, and area savings of reductions in file and record storage.

Importantly, the study showed that, by 2030, the area savings by implementing the electronic filing system could be 37,000 or more square feet, reducing the size of the project by 3% - 5% or more. As importantly, should the systems not be operational, the projected area reductions shown in Table 4-8 should be included in the overall projected requirements for the project.

*File and Record Storage - Staff Savings Quantity*

Department	Staff Quantity				
	2009	2010	2015	2020	2030
Clerk of the Court	-	-	43	51	56
Register of Wills	-	-	3	4	6
State's Attorney	-	-	14	14	14
<b>Total</b>	-	-	<b>60</b>	<b>69</b>	<b>76</b>

Table 4-5  
Personnel Reductions

*File and Record Storage - Staff Savings Areas*

Department	Area (NSF)				
	2009	2010	2015	2020	2030
Clerk of the Court	-	-	2,885	3,423	3,759
Register of Wills	-	-	199	265	398
State's Attorney	-	-	1,043	1,042	1,042
<b>Total</b>	-	-	<b>4,127</b>	<b>4,731</b>	<b>5,200</b>

Table 4-6  
Personnel Space Reductions

*File and Record Storage - Area Savings*

Department	Area (NSF)				
	2009	2010	2015	2020	2030
Clerk of the Court	-	-	18,272	18,800	19,551
Register of Wills	-	-	1,214	1,313	1,469
State's Attorney	-	-	10,653	10,909	11,317
<b>Total</b>	-	-	<b>30,139</b>	<b>31,022</b>	<b>32,337</b>

Table 4-7  
Areas Savings of Reductions in File and Record Storage

*File and Record Storage - Total Area Savings (Staff, File, and Records Storage)*

Department	Area (NSF)				
	2009	2010	2015	2020	2030
Clerk of the Court	-	-	21,157	22,222	23,310
Register of Wills	-	-	1,413	1,579	1,868
State's Attorney	-	-	11,696	11,952	12,359
<b>Total</b>	-	-	<b>34,266</b>	<b>35,753</b>	<b>37,536</b>

<sup>2</sup>Based on anticipated implementation of e-filing, electronic case management, and electronic records / information management systems.

Table 4-8<sup>2</sup>

## Space Reductions Included in the Space Listings

In closing, it is important to recognize that the summary and detailed space listings presented in this section were prepared, first and foremost, to form the basis for the development of conceptual options described later in the report. Final development and confirmation of or adjustments to the detailed space listing and facility program should be an initial step in the next phase of project development.



# 05

## Facility Conditions Report

### Introduction

The Baltimore City Circuit Court System occupies three primary facilities situated at separate locations within Baltimore City. Two of these facilities are owned by Baltimore City. For the purpose of this study, only the Mitchell and Courthouse East buildings were evaluated based on the need to continue using them to house the functions of the Circuit Court. The Baltimore Juvenile Justice Center, owned by the State, houses the juvenile division and the desire of the court system is to co-locate them with the family division in one of the planned scenarios of the three-court complex in the government center, consisting of the Clarence M. Mitchell, Jr., Courthouse East and the new court facility.

Overall, the Mitchell and Courthouse East buildings have continued to deteriorate since 2003. Staff has complained of health problems working in the buildings; public and staff movement are delayed through an inefficient circulation system, including the elevators; hazardous materials are still present in the structures; and the high maintenance cost has resulted in a huge operational expenditure just to keep the systems running at minimal performance. The recommendation, similar to the 2003 report, is to replace a majority of the systems in these two structures.

### Facilities Overview

The Baltimore City Circuit Court system occupies two primary facilities across the street from one another in Baltimore City. These facilities are owned by Baltimore City. The juvenile division of the Circuit Court is located in the Baltimore Juvenile Justice Center, a state-owned facility. The circuit court desires collocation of the juvenile division with the domestic division in one of two city-owned courthouses. Figure 5-1 shows the location of the three facilities. The Public Defender, a state agency, is housed in a leased office building located one block north from the Mitchell Courthouse and is not part of this physical conditions report.



Figure 5-1  
Circuit Court Facilities in Baltimore City

Legend  
M – Mitchell Courthouse  
E – Courthouse East  
J – Juvenile Justice Center

**Clarence M. Mitchell Jr. Courthouse**

The replacement in 2007 of the chilled water system from a series of centralized chillers to a Comfort Link system is the only major change in the Mitchell Courthouse since 2003. Comfort Link, operated by Veolia Energy North America, is a district energy system that provides centrally produced steam and chilled water to facilities in the central business district of Baltimore, including this courthouse. All remaining systems in the structure, including air handling units that are over 50 years old, have not been upgraded or replaced.

The building is in generally sound condition for its age, particularly considering its architectural significance to Baltimore City. However, a major renovation program will require replacing and upgrading all the major systems.

Location: 100 North Calvert Street  
Baltimore, Maryland

Construction Date: 1900

Description: The facility is situated on the block surrounded by Saint Paul, Lexington, Fayette and Calvert Streets. The primary entrance is located on Calvert Street and is the western edge of Court Square. The secondary entrance on St. Paul Street is primarily used for jurors. The principal occupants of this facility include:

- Circuit Court
- Jury Assembly
- States Attorney
- Law Library
- Jury Assembly

- Baltimore City Sheriff
- Department of Corrections

Site Area: The Mitchell Courthouse is a freestanding structure occupying a city block (approximately 1.38 acres).



Figure 5-2  
Mitchell Courthouse

Parking:	There are no spaces available within the courthouse.
Vehicular Sallyport:	The Mitchell Courthouse has a small secure indoor vehicular sallyport. In-custody defendants are also delivered to the courthouse through the side door on Lexington Street and escorted through the public corridors/elevators to holding cells on the first and second level.
Number of Floors:	The building consists of six floors plus a basement and is serviced by four public elevators.
Floor Area:	Gross Area: 367,899 SF Net Usable Area: 232,258 SF Efficiency: 63 percent
Structure:	A concrete topped “tile arch” floor system carried by steel beams to supporting columns and bearing walls resting on a poured concreted foundation. Roof construction is general steel truss construction.
Exterior Wall:	Limestone masonry veneer with sculptured articulation and ornamentation.
Windows:	Original wood with interior sash. Outside air infiltration and heat loss at these apertures are a problem, and full replacement should be part of the renovation of this building.

Roof:	Areas of the flat roof have a four-ply roofing membrane. Areas over the law library and special courtrooms are protected with a single-ply roof.
Security:	Security screening occurs off the Calvert and Fayette Street entrances.
Disabled Access:	Disabled access is limited to west entry at the first level. Limited public washrooms are provided for persons with disabilities.

## Heating, Ventilation and Air Conditioning System

The basic layout of the heating ventilation air conditioning (HVAC) has not changed since April 2002. The only major change that has occurred is that chilled water is supplied to most of the HVAC cooling coils by Veolia's district-chilled water. The Mitchell Courthouse chillers and cooling towers thus are not currently in use.

Window units for the purpose of cooling still exist in the building in many locations and some of the air handling units (AHUs) have direct expansion (DX) coils that use refrigerant to cool air. Since many spaces are currently being cooled in this way, Trigen's chilled water cooling capacity may not be sufficient to handle the entire building's cooling load. Veolia's capacity therefore may need to be increased with the addition of a second chilled water line or with the expansion of the size of the existing chilled water line. The size of the chilled water pump may also need to be increased in order to accommodate an increased flow when the chilled water piping network is extended to the entire building. In the basement, three ventilation units provide outside ventilation air to the lower floors of the building. The units are outdated and require much maintenance. Ventilation unit 3 is currently being refurbished. The shafts through which the three units deliver air is most likely not air tight. Thus, not much air is delivered to a desired space.

No major work has been done on the building AHUs. One AHU, located on the third floor in Jury room 316, has been replaced. Maintenance to keep the units functioning is done regularly. Equipment is replaced when it fails. As noted, the building heating system has not been modified in eight years. All heating requirements within the AHU should be done with steam. Hot water should be used at the terminal units or VAV boxes. No major modifications to all of the building's mechanical system have been performed since April 2002. This is also true of the steam condensate system. Although some of the steam traps have been replaced in the system, the condensate piping for both hot and cold water is in poor condition and should be replaced along with the condensate receiver and pumps.

All HVAC systems should be replaced. All AHUs, ventilation fans and window air conditioning units should be removed and replaced with a centralized air conditioning system that has variable air volume (VAV) terminal units. Outside ventilation air would then be supplied through the AHUs and distributed to the VAV units. AHUs would be located on the roof and in the basement. Ductwork risers would have to be constructed to distribute conditioned air from the AHUs to the spaces needing cooled air.

New chilled water and hot water piping should be should be routed to the units. Some existing piping risers may be reused if they are intact. The piping riser requires further analysis. A demolition plan, outlining sections for removal and reuse, needs to be developed. The AHU controls are a combination of electric controls and pneumatic controls. HVAC controls should be done with a direct digital control (DDC) system. The DDC system shall have the capability of operating the system in the most energy efficient manner allowable.

Replacing the entire HVAC system will improve performance. All AHUs, ventilation fans and window air conditioning units should be replaced with a centralized air conditioning system that includes a variable air volume (VAV) terminal unit. Outside ventilation air would be supplied through the new AHUs and distributed to the VAV units. AHUs would be located on the roof and in the basement to hide them architecturally on this historic structure. New ductwork shafts are required to distribute conditioned air from the AHUs to the conditioned space.

Removing most of the steam, chilled water and hot water piping and replacing them with new piping to the units is required, because all AHUs will be removed and replaced with a centralized VAV system. Some existing piping risers may be reused. However, the piping risers should be further analyzed during the design phase. Replacing HVAC controls with a direct digital control (DDC) system will have the capability of operating the Mitchell Courthouse's system in an energy- efficient manner through a centralized building management system.

### **Plumbing**

No drinking water is currently available to the public. Drinking water fountains located throughout the building should have domestic water piped directly to them. The current drinking water fountains should be replaced with water fountains that are equipped with local water coolers. Each drinking fountain would require 120 VAC power. Bathroom renovation should focus on bringing restrooms up to current code, including proper exhaust, handicap access, and increased comfort. Such renovation should also focus on reducing water usage by installing low-flow restroom fixtures. Installation of low-flow fixtures in janitor closets may also need to be considered.

### **Fire Protection**

No modification has occurred to the limited fire suppression sprinkler system since 2003. Installing a fire sprinkler system serving the entire building is required per the National Fire Protection Code (NFPA 13). An electronic fire alarm system equipped with visual and audible annunciation is required to monitor the entire building for compliance with NFPA -90A.

### **Electrical Systems**

A majority of the Mitchell Courthouse's electrical system and equipment has not changed since 2003. The following are the only changes in the power system:

1. Power serving the chillers and cooling towers have been abandoned and switched off due to the installation of a Comfort Link chilled water system.
2. New Power Conditioners have been installed to save energy consumption, but have not been put in operation.

As stated in the 2003 report, most of electrical systems do not meet current electrical and safety codes creating hazardous conditions. There is an emergency generator, but its capacity is insufficient to supply power to the entire structure. Overall, the courthouse requires a complete replacement of the electrical service, including power distribution, lighting and telecommunication service.

### **Hazardous Material**

The results of the limited hazardous material survey have identified hazardous materials located within the Mitchell Courthouse, including asbestos-containing materials, lead-based paint, PCB-containing equipment, ozone depleting compounds, and universal waste materials that contain mercury compounds. A full report of the limited hazardous material survey is in the appendix to this report. A hazardous material abatement program will also be required prior to the renovation of this structure.

Courthouse East



Figure 5-3  
Courthouse East

Location:	111 North Calvert Street Baltimore, Maryland
Construction Date:	1932
Description:	<p>The facility is situated on the block surrounded by Calvert, Lexington, Fayette, and Guilford Streets. The primary entrance is located at Calvert Street and is the eastern edge of Court Square. Vehicular entrance is at Guilford Street. The principal occupants of this facility include:</p> <ul style="list-style-type: none"><li>• Circuit Court</li><li>• Register of Wills</li><li>• Orphans Court</li><li>• U.S. Postal Service</li><li>• Baltimore City Sheriff</li><li>• Office of State’s Attorney</li><li>• Appellate Judges</li><li>• Baltimore City Bar Association</li></ul>
Site Area:	Courthouse East is a freestanding structure occupying a city block (approximately 1.48 acres).
Parking:	Limited parking spaces in the loading dock area are available off Guilford Street.
Vehicular Sallyport:	An unsecure vehicular sallyport is located off the loading dock area on the B-1 level. Vehicular access to the sallyport occurs at Guilford Street.
Number of Floors:	The building consists of six floors plus two basement levels and is serviced by six elevators. Two additional freight elevators serve up to level 2.
Floor Area:	Gross Area: 405,817 SF



Net Usable Area: 241,665 SF

Efficiency: 59.6 percent

Structure:	Steel framed structure with poured-in-place concrete floors.
Exterior Wall:	Limestone masonry veneer
Windows:	Original wood with interior storm sash. Outside air infiltration and heat loss at these apertures are a problem. All windows should be replaced.
Roof:	Flat roofed single-ply membrane assembly.
Security:	The first level entry off Calvert and Fayette Streets provide security screening for people entering the courthouse.
Disabled Access:	Disabled access limited to the south entry at Fayette Street. Public washrooms provide limited access for the disabled.

### Heating, Ventilation and Air Conditioning System

The only major HVAC change since 2003 is the replacement of the chilled water system from an in-house chillers/cooling tower to a Comfort Link system supplied and operated by Veolia Energy. The chillers and cooling towers have been abandoned as a result of this conversion. This new chilled-water system now supplies most of the HVAC cooling in the structure. The remaining part of the courthouse is served by a Carrier split system condenser in the parking/loading dock area and a McQuay air-cooled chiller on the roof. The Comfort Link chilled water is pumped through the building using existing chilled water pumps.

Majority of the air handling units (AHUs) should be replaced, as well as the insulation on the HVAC piping. Maintenance has replaced at least one chilled water coil (AHU 7) and few control valves since 2003.

The interior of ductwork attached to all AHUs was cleaned within the past year with no apparent leaks. A more thorough duct leak testing, however, may be required during the design phase to determine if any of the ductwork requires replacement. Damaged ductwork insulation was observed and should be replaced in several areas.

The building's heating system has not been upgraded since 2003. The AHUs use hot water, steam and electric heaters to heat the air. All heating requirements within the AHUs should be handled by steam to achieve efficiency. Hot water should be used at the terminal units or VAV boxes. Additional work includes replacing the condensate receiver and portions of the steam piping and its insulation.

Courthouse East has three main types of HVAC systems. The first floor is primarily constant air volume with reheat coils to provide final tempering of the air. The second floor is primarily conditioned using VAV boxes. Most of the AHUs for the second floor are in good condition, because this level was renovated ten years ago. The third through the sixth floors are primarily conditioned by a dual hot deck/cold deck, AHUs and mixing boxes or face and bypass systems.

The current HVAC system is pneumatically controlled but is not managed or monitored by an energy management control system (EMCS). To achieve a higher level of efficiency, all HVAC equipment should be connected to an EMCS. The addition of an



Corroded Water Pump in Courthouse East



EMCS allows central control of all equipment in the building by permitting the building operator to minimize the amount of time to monitor the level of energy from the equipment.

Replace the entire HVAC system to serve the building in an efficient manner, replacing all AHUs, ventilation fans and window air conditioning units with a centralized air conditioning system that includes a variable air volume (VAV) terminal unit. Outside ventilation air will supply the new AHUs and distribute to the VAV units. AHUs on the roof will be hidden architecturally on this historic structure. New ductwork shafts are required to distribute conditioned air from the AHUs to the conditioned space.

Since all AHUs should be removed and replaced with a centralized VAV system, most of the steam, chilled water and hot water piping should be removed and replaced with new piping to the units. Some existing piping risers may be reused. The piping risers should be further analyzed during the design phase.

**Plumbing**

Public drinking water system is turned off, since the fountains are not served by domestic water. None of the public restrooms has been upgraded since 2003. All the water fountains and public restrooms should be brought up to the current code, including providing proper exhaust, handicap access, and increased comfort. The renovation should focus on reducing water usage by installing low-flow restroom fixtures and low-flow fixtures in janitor closets.

**Fire Protection**

No modification has occurred to the limited fire suppression sprinkler system since 2003. Installing a fire sprinklers system serving the entire building is required per the National Fire Protection Code (NFPA 13). An electronic fire alarm system equipped with visual and audible annunciation is required to monitor the entire building for compliance with NFPA -90A.

**Electrical Systems**

A majority of the courthouse's electrical system and equipment have not changed since 2003. The following are the only changes in the power system:

1. Power serving the chillers and cooling towers have been abandoned and switched off due to the installation of a Comfort Link chilled water system.
2. New power conditioners have been installed to save energy consumption, but have not been put in operation.

As stated in the 2003 report, most of electrical systems do not meet current electrical and safety codes and has created hazardous conditions. There is an emergency generator, but its capacity is insufficient to supply power to the entire structure. Overall, the Courthouse requires a complete replacement for the electrical service, including power distribution, lighting and telecommunication service.

**Hazardous Material**

The results of the limited hazardous material survey have identified hazardous materials located within the Courthouse including asbestos containing materials, lead-based paint, PCB containing equipment, ozone depleting compounds, and universal waste materials that contain mercury compounds. A full report of the limited hazardous material survey is found in the appendix to this study report. A hazardous material abatement program will be required prior to renovation.

The building is in generally sound condition for its age, particularly considering its architectural significance to Baltimore City. However, a major renovation program will require a focus on replacing and/or upgrading all the major systems as stated in this section and the 2003 report.

## Courthouse Circulation System

A key issue in determining the reuse of the Mitchell and Courthouse East buildings is the circulation and movement patterns within the courthouses. For a courthouse to be successful, structure must accommodate different types of circulation that occur in the courts. Key considerations for the circulation patterns include control and supervision of each type of movement; separation of judges, in-custody defendants and the public to enhance security; convenience of access; court system and staff efficiency; ease of flow with reduced congestion; way finding; and the ability to lock down or evacuate the building in event of emergencies.

Specific objectives that the design should be able to accommodate include:

- Universal screening for all entrants into building every time they enter the building
- Separate screening stations for staff and attorneys.
- Separate entrance for judges with access control technology
- Minimal public entry points
- Off site screening of mail and deliveries.
- Ability to evacuate and reoccupy the building within a reasonable time period.

The current facilities serving the Circuit Court are not designed to accommodate the types of movement that occur in the modern court operations. Movement types that must be accommodated include:

- Individuals arriving to court by private vehicles
- Individuals arriving to court by public transportation
- Access for disabled individuals
- Judges and court personnel requiring protected parking
- Access for emergency response services
- Public access, security screening and movement throughout the facility
- Juror access, assembly, and movement through the courts facility
- Movement of victims
- Judicial movement
- Movement of court staff (court clerks, law clerks, bailiffs, et cetera)
- Movement of government agency staff (prosecuting attorneys, public defense attorneys, adult probation, social workers, et cetera)
- Transfer, movement and holding of in-custody prisoners
- Movement of mail and deliveries
- Movement and control of evidence and trial exhibits
- Vendor access and service

Court agencies for the Circuit Court occupy a number of facilities, including the Mitchell Courthouse, Courthouse East, the Juvenile Justice Center at 300 N. Gay Street, and six other sites. None of the courthouses have dedicated prisoner movement pathways isolated from other movements extending from vehicle sallyports to the courtrooms. The two courthouses do not have dedicated staff or judicial movement pathways.

Downtown Baltimore is served by public transportation, including buses and light rail service. The north/south light rail line runs five blocks to the west of the Mitchell Courthouse. Individuals must walk or ride the city bus from the light rail stations to the courthouses. City buses provide service with stops directly to the courthouses. Parking is provided for private vehicles in public pay lots adjacent to the Courthouse East site.

The primary public entry points for each courthouse are not accessible by individuals with disabilities. Access for disabled individuals for both courthouses is provided through entry points on Fayette Street.

Traffic congestion in downtown Baltimore along Calvert, Fayette, St. Paul and Lexington is light and does not involve significant backups, even during rush hours. The streets adjoining the courthouses are not closed to public traffic. There are no setback buffers or traffic barriers protecting the courthouses. Because of this, the

emergency response vehicles have direct access to the buildings from the public streets.

The closest fire department stations are at 1100 Hillen Street beyond the Juvenile Justice Center and at 15 S. Eutaw Street close to Camden Yards. The closest medical facility is Mercy Hospital at St. Pauls and East Saratoga Streets. The University of Maryland Medical Center at West Lombard Street and Route 295 (Baltimore Washington Parkway) and Johns Hopkins Hospital at North Broadway and Orleans Street are also nearby.

### **The Clarence Mitchell Courthouse**

The Mitchell Courthouse has six entry points, including two public entry points off of the public sidewalks on Calvert and St. Paul Streets, two staff entry points on Fayette Street and Lexington Street, and one prisoner entry point on Lexington Street. Judges enter the courthouse from multiple points, including Fayette and St. Paul Streets.

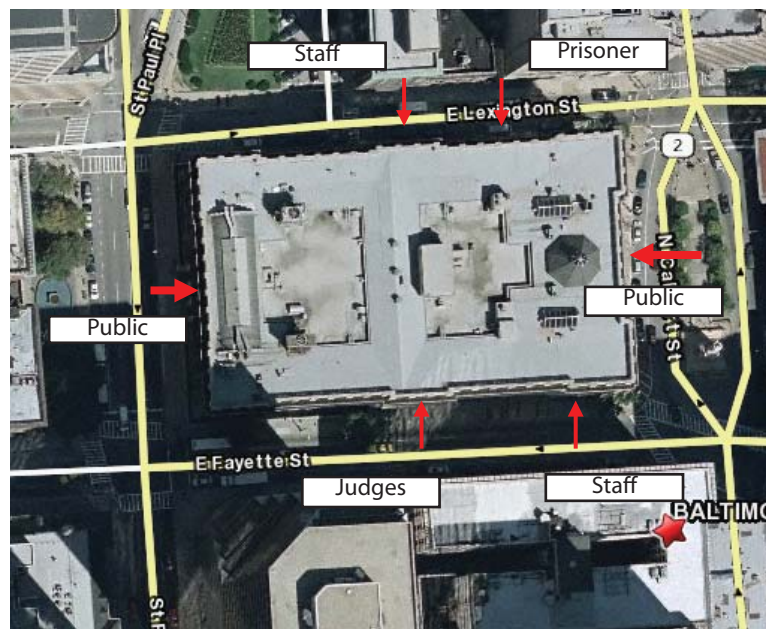


Figure 5-4  
Mitchell Courthouse Entry Points

The Mitchell Courthouse consists of six occupied floors and a basement. In general, each floor has a figure 8 corridor pattern consisting of primary loop corridor and a cross-connecting corridor at the building midpoint.

Public elevators serve the building off of the cross-connecting corridor at the building midpoint. The facility has a dedicated in-custody defendant elevator in the center of the building serving a limited movement pathway and a second restricted elevator along the south public corridor loop providing movement through the public corridor system. The building does not have a dedicated judicial elevator.

Courthouse East has seven entry points. Primary public entry points occur at Calvert and Fayette Streets. A staff entry point is also located on Fayette Street towards the west end of the building. A second highly restricted staff entry is located on Lexington Street towards the west end of the building, providing direct access into the State's Attorney's Office. A loading dock on the east end of the building on Guilford Avenue provides deliveries, but also serves as a restricted judicial parking area and has been used for prisoner transfer. Judges enter from multiple locations, including the Fayette Street side which is the only barrier free access to the courthouse, but often enter

through the parking garage when they park their vehicles. An entry on Lexington Street at the midpoint of the building is used for prisoner transfers from buses parked on Lexington Street. The building has a final entrance on Guilford Avenue on the south end of the building that provides access into a small suite southeast corner on the lower level.

### Courthouse East

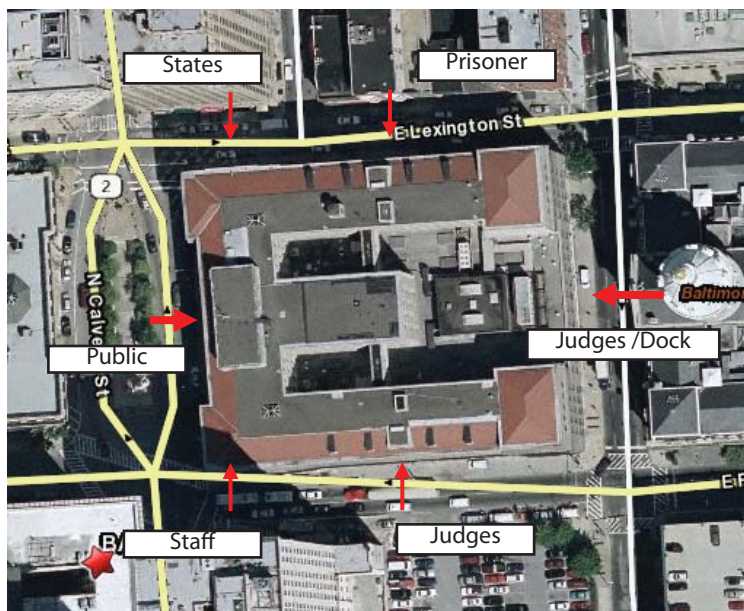


Figure 5-5  
Courthouse East Entry Points

Courthouse East consists of six upper floors, an occupied basement level and an unoccupied sub-basement. The internal corridor system for Courthouse East consists of a central double-loaded corridor that extends across the front (west) wing and down the two side (north and south) wings of the buildings. Public elevators along the front wing connect all floors, but are not mechanically dependable. An elevator located on the north wing extends from the street entry to the upper floors, and, along with the entry, has been currently dedicated for prisoner movement. A second elevator located in the office suite opposite the north entry extends from the loading dock to the holding area on the second floor. The elevator on the opposite south side has been dedicated for judicial movement, with direct connection to the judicial entry point and the corridor that connects to the loading dock where the restricted judicial parking area is located.

The north and south central stairs do not extend to the 6<sup>th</sup> floor, resulting in long, dead-end corridors for the north and south wings.

## Public Circulation

The three courthouses and the six other facilities of the agencies of the Circuit Court for Baltimore City each receive public visitors. The three courthouses have security screening at public entrances, while the other buildings have entry checkpoints but no screening. Public entry points for two of the courthouses are restricted to two locations at the Mitchell Courthouse and Courthouse East.

As previously described, the Mitchell Courthouse has public corridors looping in a “figure 8” pattern on each floor. The public is restricted from entering the basement level. Public areas are disconnected at the west end of the 3<sup>rd</sup>, 5<sup>th</sup>, and 6<sup>th</sup> floors and on the east end of the 3<sup>rd</sup> floor. Grand staircases in each corner of the building and in the north and south central area along the exterior wall provide emergency egress and efficient public movement. Public circulation generally operates as originally designed.

Public circulation in Courthouse East includes a double-loaded corridor extending down each of the three wings, forming a “U” plan. The second floor has been altered significantly by the construction of five courtrooms, creating a central hall serving these courtrooms. Vertical stairs have been closed off from general access because of security concerns and they are only available for emergency egress. The elevators are not dependable, making public circulation throughout the courthouse difficult. Stairs and elevators midpoint in the building have been dedicated to judicial and prisoner movement and are also no longer available for public vertical circulation. The south leg of the second floor has restricted public access.

The split operations of the Mitchell and Courthouse East buildings force considerable movement outside between the two courthouses and across the Calvert Street plaza, which exists between the two buildings. Individuals, including staff, must pass security screening at entry points in order to gain access to either building.

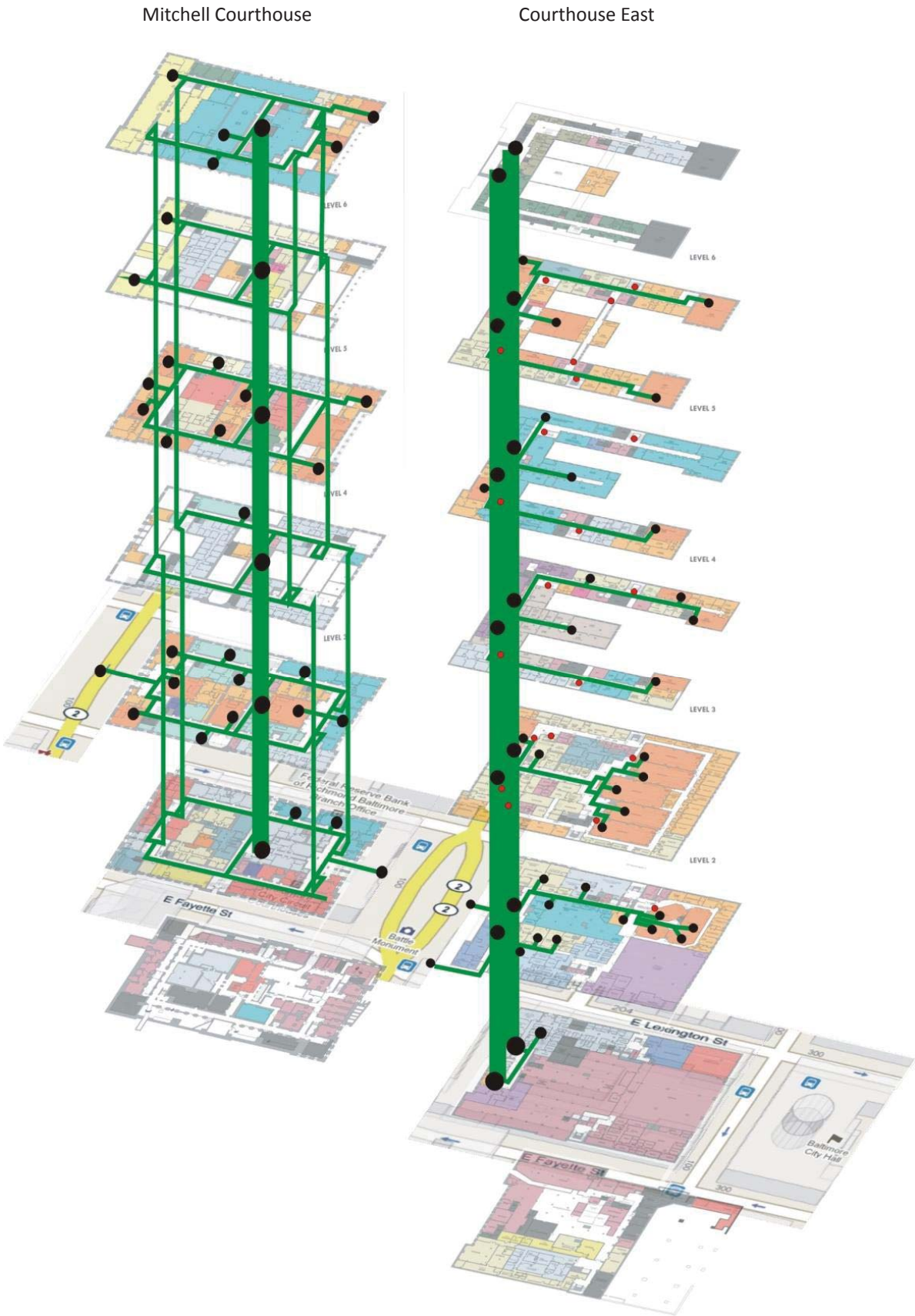
Looping corridors in both facilities force agencies occupying each building to consider strategies for distributed reception and entry control. Corridors offer access to suites. Some entries are secured, though most are unlocked during business hours. Some of these areas have counters staffed by employees, particularly entries to offices for the major clerk, jury assembly, executive office and library functions. Most spaces are supervised casually by staff sitting adjacent to the entry. This distributed suite entry also creates a way-finding dilemma, forcing visitors to know their destination only by room number.

Victims move through the public corridors with the rest of the public. A separate waiting area for victims is provided on the 4<sup>th</sup> floor of the Mitchell Courthouse.

The following diagram illustrates the areas in which the public circulates:



Figure 5-6  
Public Circulation



## Jury Circulation

The jury assembly area is located on the 2<sup>nd</sup> floor of the Mitchell Courthouse. Jurors enter the courthouse through the St. Paul entrance at the 2<sup>nd</sup> floor, where they pass through security screening. The jury assembly room is accessible directly from north public corridor loop where the public communicates with staff at a reception desk. The Jury Commissioners office located directly across the hall also receives jurors who have deferred service or other issues to discuss. Jury waiting is split into three areas, depending upon the size of the jury pool on any given day. Staff must track the jurors in each of these areas to assemble juror panels. A consolidated jury assembly area would provide a more efficient place for Jury Commission staff to manage.

Courtrooms on the 2<sup>nd</sup> floor are directly accessible from public corridors that also connect to the jury assembly area. Jury panels travel by elevator with an escort to courtrooms located on the 4<sup>th</sup> and 6<sup>th</sup> floors of the Mitchell courthouse.

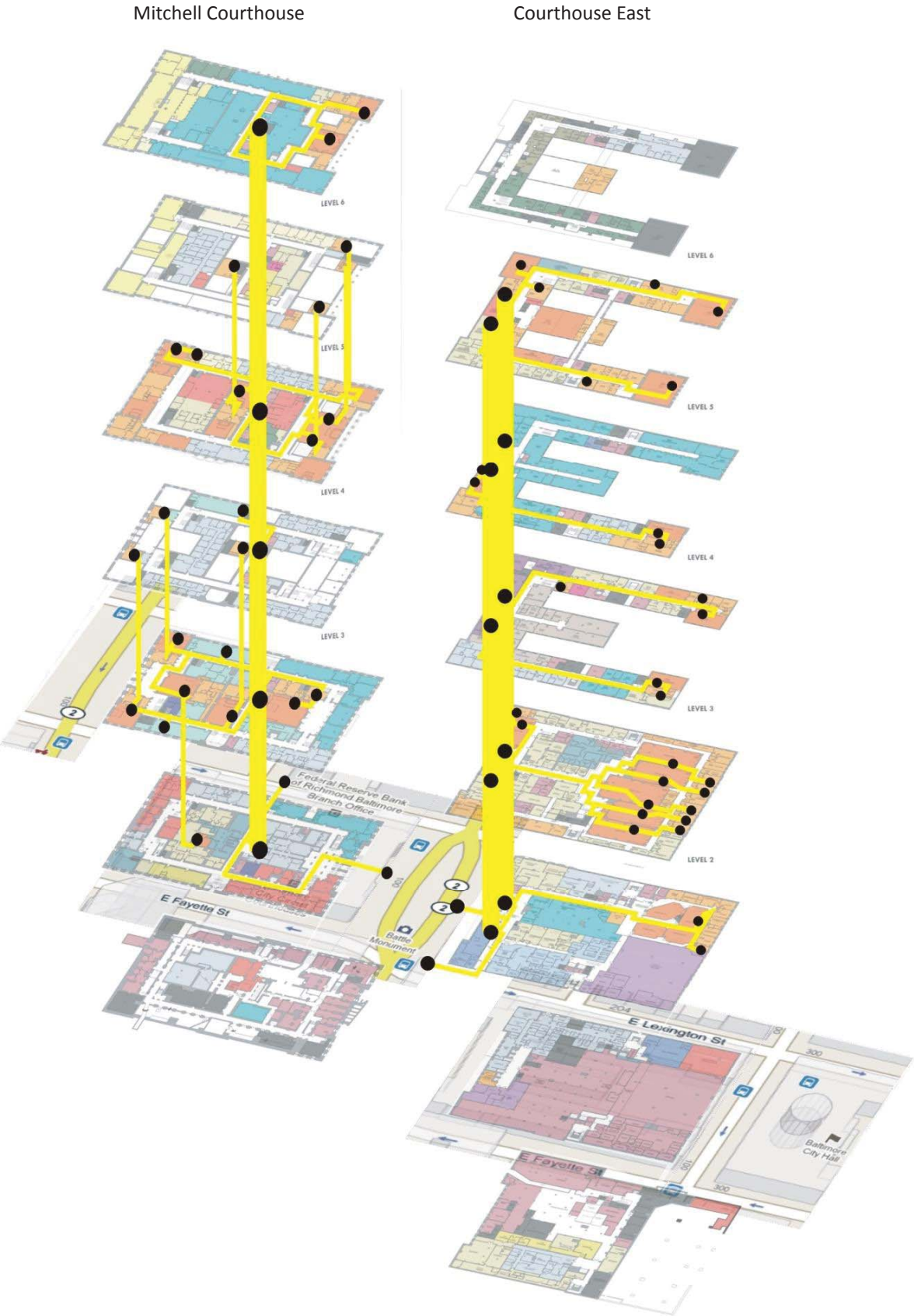
Jury panels for Courthouse East must go outside, cross Calvert Street, and then go through security to reach courtrooms in their building. Courtrooms are located on the 1<sup>st</sup> through 5<sup>th</sup> floors. This route forces jury panels to travel on elevators that are very unreliable.

Courthouse East has jury deliberation rooms adjacent to the courtrooms. No jury assembly or jury lounge areas exist in Courthouse East, so jurors must go to the Mitchell Courthouse for those resources.

The Mitchell Courthouse has a unique arrangement for several jury deliberation rooms in many courtrooms. These jury deliberation rooms are located on another level above or below the courtroom proper. They are connected by an internal stair from the courtroom. In both courthouses, jury panels must use elevators also utilized by the public in order to gain access to their assigned courtrooms.

The following diagram illustrates the movement of jurors throughout the courthouses.

Figure 5-7  
Jury Circulation





## In-Custody Defendant Circulation

Prisoner movement within the court campus is managed by a number of different agencies, including the Sheriff's Office (SO), and the Department of Public Safety and Correctional Services (DPSCS). Each of these agencies performs separate transportation of prisoners, holding prisoners in dedicated holding areas, and supervising prisoners during court hearings.

The Mitchell and Courthouse East buildings do not have controlled-access pathways for prisoner movement through the each of the court facilities. The current arrangement requires law enforcement staff to off load prisoners onto the street, move them through public corridors, and use public elevators to transport them between floors. The facilities do not have holding areas adjacent to the courtrooms. Central holding areas are fragmented.

The current system for prisoner movement consists of two separate prisoner lockups, an elevator for moving a limited number of prisoners, a public elevator that is supposed to be used solely for the public that must be used to move prisoners, a vehicle sally port, a street-side prisoner unloading zone, and two prisoner stair passageways. The building does not have automated controls on detention doors.

### The Clarence Mitchell Courthouse



Defendant Delivery to Courtroom

The Mitchell Courthouse has a central holding area located on the 1<sup>st</sup> floor and managed by the DPSCS. Prisoners are dropped off from transport buses on Lexington Street. The prisoners, who are in leg and arm chains, walk into the north entrance at Lexington Street and proceed through a public corridor to the holding area located opposite public elevators. They therefore are in bold view of the public during times of transport. A second holding area managed by the Sheriff is located on the 4<sup>th</sup> floor along the front east corridor.

The building has a sally port on the basement level, accessible from Lexington Street and immediately to the east of the north entrance. Stairs connect the sally port to the 1<sup>st</sup> floor holding area. A prisoner elevator provides limited connection between the sally port and the fourth floor, with stops on the 2<sup>nd</sup> floor. At that point, direct access is possible from the corridor to the sally port, to courtroom room 203, and to the Sheriff's lockup on the 4<sup>th</sup> floor.

The elevator located on the south corridor has been restricted for prisoner transport use. It opens onto the public corridor. Officers escort prisoners, who are wearing arm and leg chains, through public corridors to get from the elevator to the courtrooms. The public is not restricted from using these public corridors when prisoners are transported, thus creating the opportunity for blind attacks.

Stairs provide connection between the DPSCS lockup and courtrooms 215 and 231. Only these two courtrooms have secure pathways for prisoners. These stairs, however, are not accessible to persons with disabilities and these passages are difficult to supervise.

### Courthouse East

Courthouse East has two general lockup areas, one medical lockup space, one public elevator dedicated to prisoner movement, and a street-side unloading zone for prisoners in a former loading dock area. The main lockup area is located on the 2<sup>nd</sup> floor and is managed by DPSCS and DPDS. Prisoners are unloaded from transport buses on Lexington Street and brought through the north entrance and into an elevator that leads to the holding area. The Lexington Street drop off has two iron gates that extend from the building to provide some level of control between the transport buses and the building's entrance at that location. Public corridors are used to transport prisoners from lockup to the courtrooms.

A second lockup area in Room 511 is located on the 5<sup>th</sup> floor, which is managed by

the DPSCS. Public corridors provide the only access to this space.

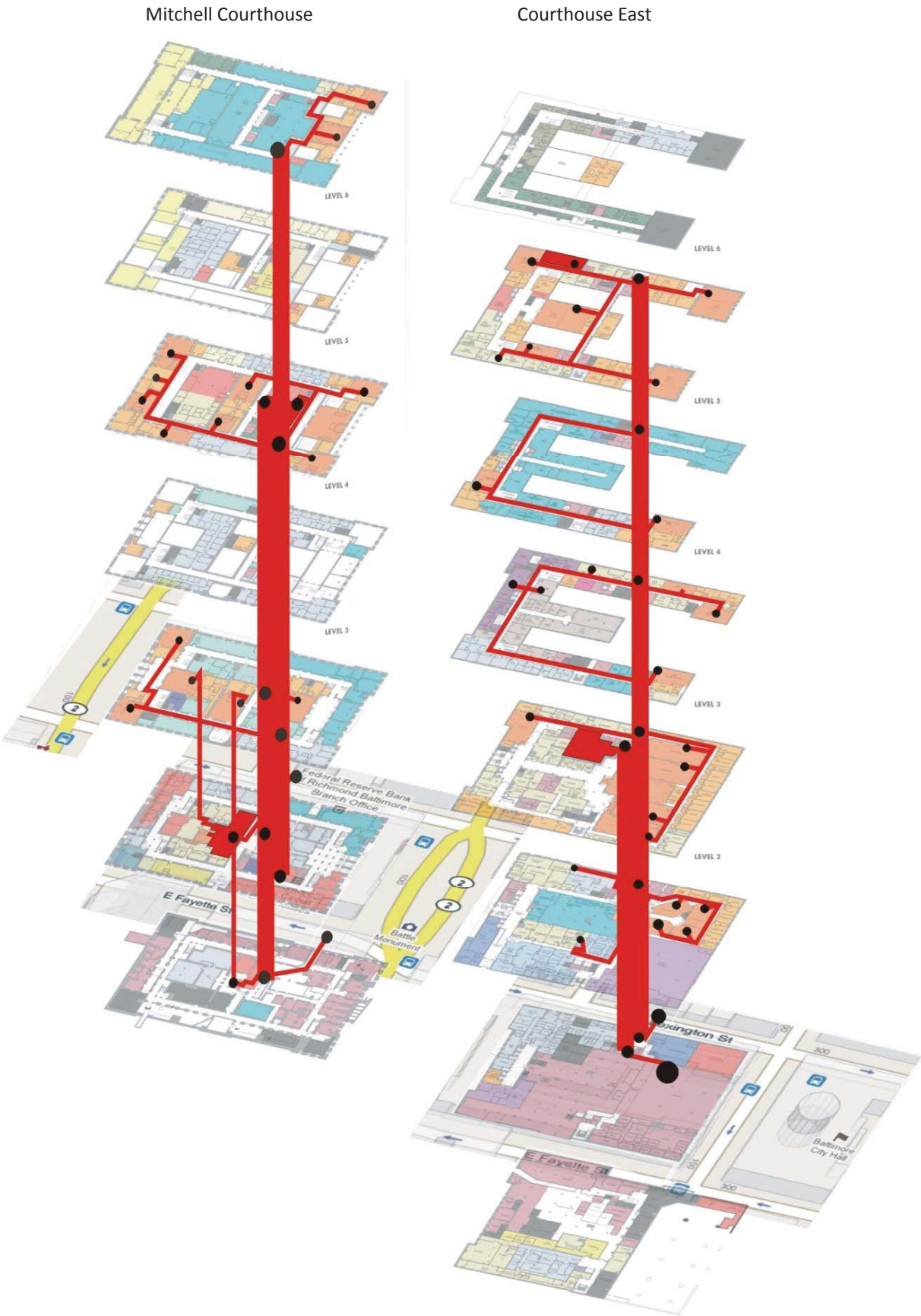
Two elevators are used for movement of prisoners. The first connects the loading dock to the DPSCS lockup on the second floor and it is accessible only from secure areas. The second elevator, at the north entry, is dedicated for prisoner movement.

Prisoners going to family courtrooms on the first floor are brought up the north elevator, which is restricted and which allows passage to the courts by way of a staff-restricted corridor behind the courtrooms. The prisoner elevator also can be used, but that opens onto a public corridor serving the courtrooms. On the 2<sup>nd</sup> floor, prisoners going to new courtrooms are escorted through the rear staff-restricted corridor to the courtrooms. Prisoners held in the second floor lockup can be brought across a public corridor to a restricted corridor. Prisoners arriving by transport or held in the DOC lockup are brought from the public elevator dedicated for prisoner transport to the restricted corridor. Prisoners going to court hearings on other floors must be moved through a public elevator that also carries prisoners and they must use public corridors. These mixed use pathways compromise the security of all involved.

The Medical Service Unit's prisoner holding cell serves those needing evaluation by the medical staff. It is accessible through a restricted corridor from the loading dock area. The following diagram illustrates prisoner movement through the courthouses.

The following diagram illustrates in-custody movement through the courthouses.

Figure 5-8  
In-Custody Circulation



## Judicial Circulation

Judicial movement in both existing courthouses requires judges to pass through public corridors to reach their chambers and courtrooms. In some instances, judicial movement crosses prisoners' pathways.

In the Mitchell Courthouse the central entry on Lexington Street has been dedicated for judicial entry. This pathway, however, does not comply with access requirements for persons with disabilities.

Judges routinely use public corridors for movement within the building and to their chambers. Judicial chambers fortunately have direct passage into the judges' respective courtrooms. Most chambers have a secondary passage as well to a public corridor that bypasses the courtroom.

In Courthouse East, judicial parking is provided inside the loading dock area, with a direct, restricted passage from the loading dock to the judicial elevator. The central south entry is dedicated for judicial use. The elevator located there is dedicated to judicial movement, though it opens onto public corridors. No public corridor extends along the south side on the 1<sup>st</sup> floor, and the south corridor is restricted from general public access on the 2<sup>nd</sup> floor.

Some of the courtrooms are supported by restricted corridors. Family courtrooms on the 1<sup>st</sup> floor are served by a restricted corridor that loops behind the courtrooms and also serves chambers. Prisoners appearing in family court use this corridor. Access to this space is controlled by a proximity card system. A restricted corridor traverses the east side of the 2<sup>nd</sup> floor, providing protected service to courtrooms and serving judges' chambers and jury deliberation suites. Access to this corridor from the judicial elevator is through a restricted vestibule. Access into this corridor is also controlled by proximity cards. Prisoners are moved through this corridor as required. The south leg of the 2<sup>nd</sup> floor is restricted from public access, protecting the suites of the Administrative Judge and the Court Administrators Office. A remote door release and intercom in the hallway connects to the Court Administrator's reception area. Access from the public lobby into this restricted corridor is thus controlled. A private, cross-connect corridor on the 5<sup>th</sup> floor provides restricted movement into Courtroom 556, but the corridor is controlled only by signage and not by any physical or instrumental means.

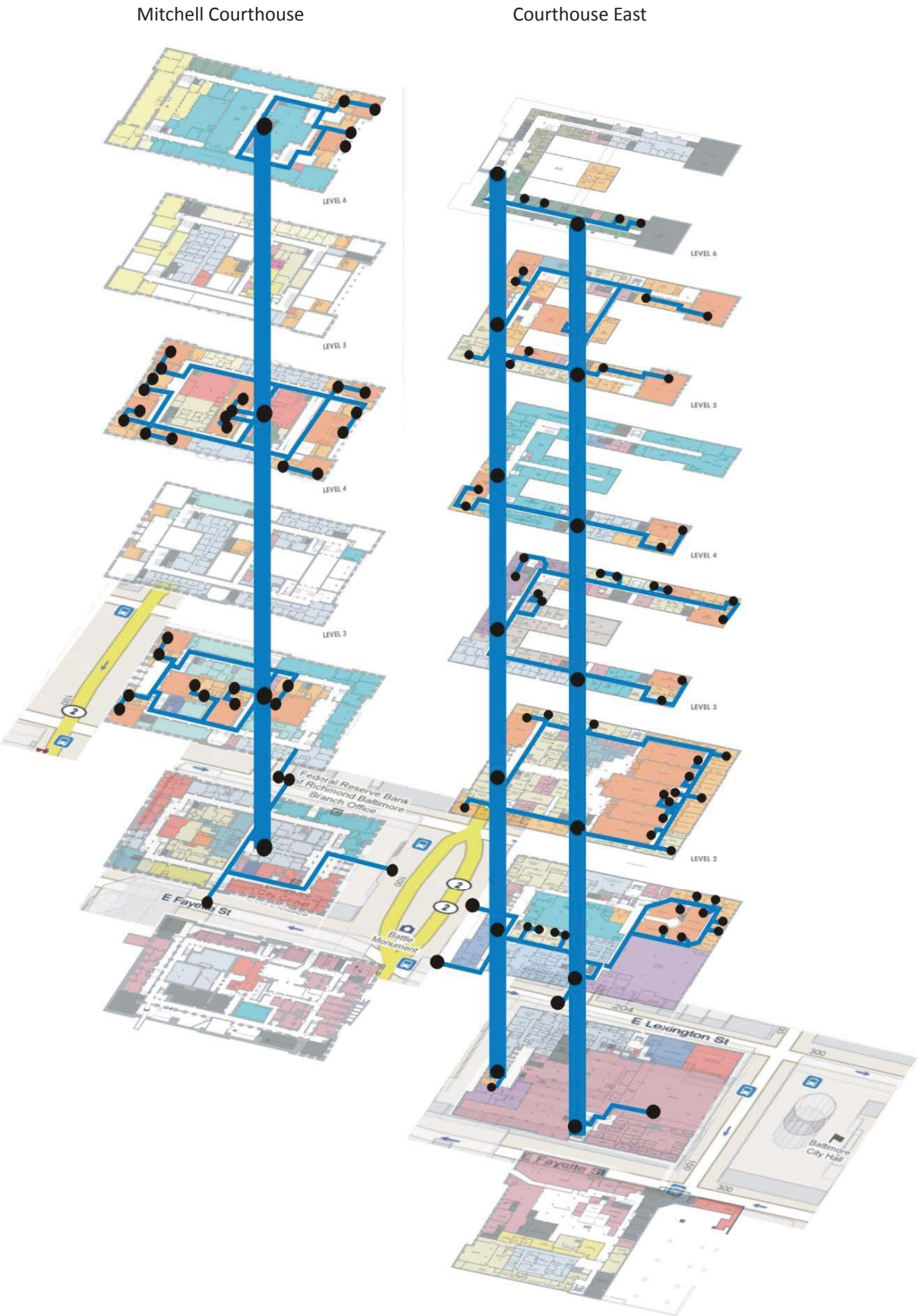
For most chambers, the level of protection from the public is not extensive. Judges' chambers on most floors are directly accessible from corridors used by the public. Doors merely have a frosted-glass view panel and usually are unlocked.

Except for the parking that is provided in the loading dock in Courthouse East, most judges park off-site and walk public sidewalks to their courthouses. The loading dock parking area cannot be considered completely secure, especially since delivery trucks load and offload when judges are arriving at and departing from their buildings.

The following diagram illustrates judicial movement through the courthouses.



Figure 5-9  
Judicial Circulation



## Staff Circulation

Staff in both courthouses generally moves to and from their office suites through public corridors. Frequently, staff has to traverse these corridors that are accessible to all user populations and their sub groups.

In the Clarence M. Mitchell, Jr. Courthouse, some staff suites have internal corridors. Some examples include the following:

- The Criminal Assignment group has a direct connection between the Commissioner's office and the open office area.
- The Clerks Criminal Division has an open office (directly above the Assignment open office area) and a series of offices interconnected by internal doors across the east face of the courthouse on the 2<sup>nd</sup> floor.
- The SAO has internal corridors that result in small offices on each side. These are interconnected between the 2<sup>nd</sup> and 3<sup>rd</sup> floors by an internal stair.
- The SAO on the 3<sup>rd</sup> floor is separated into two major areas (not including Victim Witness), each of which has internal corridors. The Land Records, Marriage License and Business License suites on the 6<sup>th</sup> floor are generally located in open suites along public corridors.
- The Law Library is a maze of internal connections, although most of these areas are accessible to the public. Different areas are difficult to supervise by staff because of the labyrinthine nature of the space.

In Courthouse East, stairs are restricted from public access, although only by signage and not by any physically controlled barrier. Stairs flanking the main entry on the west side of the building provide direct public access between the 1<sup>st</sup> and 2<sup>nd</sup> floors. Stairs adjacent to the north and south central entrances provide access to the basement and extend up through the 5<sup>th</sup> floor.

The sub-basement, which primarily houses files and spaces for the building's physical plant, is restricted to staff. The basement lobby is accessible to the public and has emergency egress stairs flanking the elevators (though they do not meet contemporary life-safety codes). The SAO office has a direct exit to the north and it has an internal corridor / aisle interconnecting with other restricted pathways on the east end. The computer room/building security control room and appeals judicial suite do not have two compliant routes of egress. A suite located on the southeast corner of the building, used by the print shop, has a direct exit directly south of the loading dock entry on the east face of the building.

The first floor has some staff-restricted corridors providing, on the one hand, judicial and staff circulation and, on the other, prisoner circulation. These corridors are behind the family courtrooms on the north east corner of the building and provide circulation within the Medical Services suite and loading dock area.

On the 2<sup>nd</sup> floor, the south corridor has been secured by a glass door, restricting public access from the south wing. The office suites of the Administrative Judge and the Court Administrator are located along this corridor, access to which is controlled by the Court Administrator's receptionist, who communicates by intercom with individuals requesting permission to be admitted. A restricted corridor also provides staff access to the rear of the five courtrooms that line the east end of the building.

The 2<sup>nd</sup> and 3<sup>rd</sup> floors do not have separate restricted circulation pathways. Some of the tenant office suites have interconnecting doors allowing limited internal circulation. The 4<sup>th</sup> floor is similar to the 2<sup>nd</sup> and 3<sup>rd</sup> floors, with the exception that a restricted corridor cross connects the north, central and south wing. Access to this corridor is indicated by signage, but is not controlled by any physical barriers, access control systems, or staff supervision. This corridor provides rear access into Courtroom 556. The wings are connected by bridges, which span from the central

wing to the side wings of the building. The 6<sup>th</sup> floor is similar to the 2<sup>nd</sup> and 3<sup>rd</sup> floors, since it has no corridors that can be dedicated for staff use only.

## Mail Delivery

A U.S. Postal Station on the north wing of Courthouse East in room 443 provides postal service to the court agencies, delivering and receiving U.S. Mail for the agencies and to certain surrounding city government buildings. Agencies, including the Clerks, the Register of Wills, and the State's Attorney receive mail through this post office. Judicial staff pick up mail for the judges on the fourth floor. The Circuit Court is in the process of opening a mail room where the U.S. Post Office will deliver mail to this location for administrative staff to sort and deliver.

The clerks distribute mail for the Clerk's Office and the Circuit Court. The purchasing group within the Clerk's Office performs mail services, including incoming mail, outgoing mail, interoffice correspondence, and registered mail. The clerks weigh and meter all outgoing mail. Major mail process includes jury service summonses, failure to appear for service notices, postponement notices, and grand jury service summonses. The Purchasing Department is located on the 4th floor on the north wing of Courthouse East, just down the hall from the U.S. Post Office, which is convenient. The Purchasing Department also provides supplies to their 28 agency clients and maintains inventory of supplies on Courthouse East 4th floor.

The State's Attorney's Office mail is processed in Room 419 in the Mitchell Courthouse, which handles all incoming and outgoing U.S. Mail and all internal mail correspondence. The mailroom delivers mail to the different units the State's Attorney's Office, including off-site locations. The Register of Wills' mail is handled by the Records Department, which retrieves all U.S. Mail from the U.S. Post Office on the 4th floor. The records staff handles all incoming U.S. Mail, outgoing U.S. Mail, registered mail, and internal correspondence. The records staff delivers mail to the individual Register of Wills units.

A U.S. Post Office that is frequented by the public is located on the 1<sup>st</sup> floor of Courthouse East. Since the building originally contained both the courthouse and a post office, the current postal facility represents a continuing legacy, from the building's earliest years to the present day. The U.S. Postal Station, located in the north wing of the 4<sup>th</sup> floor, (Room 443), provides postal service to the court agencies, delivering and receiving U.S. mail for these agencies, which includes the Clerks of the Court (CoC), the Register of Wills (ROW), and the State's Attorney Office (SAO). The Clerks of the Court distribute mail for the Clerks Office and the Circuit Court. The purchasing department within the Clerks Office performs mail services involving incoming and outgoing mail, interoffice correspondence, and receiving registered mail. Major mail processes include jury service summons, notices about failing to appear for service, postponement notices, and grand jury service summons. The purchasing department is located conveniently on the 4<sup>th</sup> floor of the north wing of Courthouse East, just down the hall from the U.S. Post Office. Purchasing staff also provide supplies to their 28 agency clients, and they maintain inventory of supplies on the 4<sup>th</sup> floor of Courthouse East.

The Office of the Public Defender (OPD) has a mail processing area located in the executive administration suite of its offices at 201 Saint Paul Street. This unit receives and sends U.S. mail. The OPD divisions retrieve their mail from this mail room. The mail for the SAO is processed in the Mitchell Courthouse in Room 419, which handles all incoming and outgoing U.S. mail and all internal correspondence. The mail room delivers its materials to the different units in the SAO, including off-site locations.

The mail for ROW is handled by the Records department, which retrieves all U.S. mail from the U.S. Post Office on the 4<sup>th</sup> floor of Courthouse East. ROW staff handles all incoming and outgoing U.S. mail, registered mail, and internal correspondence. ROW staff delivers mail to individual ROW units.

END OF CHAPTER